

The letter and reference numbers in brackets refer to a comment submitted during the Regulation 14 public consultation carried out in 2017.

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

#### 4.3.1 Vision and Objectives

4.88

##### Vision

(EQ31) Durham City will have a sustainable and vibrant local economy supporting a wide range of employment in large and small businesses in manufacturing, construction and services across all sectors including retail and tourism

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##### Objectives

1. To increase employment opportunities through the establishment and support of large and small enterprises;
2. To identify (L9 b Appendix A) support the development of strategic and local sites for a range of ranging from prestige developments for businesses, university research-based and high technology industries, and to business incubators and local start-ups;
3. To secure the vitality and competitiveness of the City centre through balanced retail development and to combine by combining City centre retail with online shopping e-commerce;
4. To build on and enhance the tourism and leisure experience in the City.

#### 4.3.2 Context

4.90 Durham City extends beyond Our Neighbourhood to include large residential, industrial and retail estates at Belmont, Framwelgate Moor, 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 the world-class a fine University, as well as business services, retailing, culture, leisure and recreation - the vast majority of these 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. venue for the County and the country.

4.91 (EQ20) The largest and most important employer is Durham University with over 8,000 4,000 jobs. In addition, Durham County Council provides 2,000 jobs, the University Hospital of North Durham is where the major part of 7,000 jobs in the Foundation Trust's area are located, and Government offices contributes over 700 jobs. A reliance job market based on four major public sector employers is too narrow creates an economic imbalance, which is unhealthy and needs to be widened. addressed. The role of Durham City as the 'county town' within County Durham is reflected in the As county town, the City is home to 80 offices comprising of estate agents, solicitors, accountants and related professional services. Office space is limited in the centre of town, and most of it is in Georgian and Victorian buildings. The retail sector amounts to some 1,000 full-time equivalent jobs and provides vibrancy and a relatively good retail offering, but with few independent retailers. There is a limited 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

major offices office workers and of students, and a very significant is more limited than the evening economy. The evening economy is at present focused on young people and draws drawing people into Durham City from other parts of County Durham and beyond. However with the redevelopment of The Gates and the Milburngate sites there will be a greater variety of entertainment attractions for families and children.

4.92 The level of economic activity of the residents of Our Neighbourhood affected by the presence of students The City's economy is primarily shaped significantly influenced by the large student population and its part-time presence, and to a lesser extent by the higher proportion of resident retired people. than in County Durham as a whole. The dominant occupations of the in Our Neighbourhood who are in employment of residents are Education, health, social services retail and wholesale sectors provide most of the employment for local residents. The role of Durham City as a major centre for the whole County means that most of the people who work in the City live outside Our Neighbourhood and indeed outside Durham City itself. Most A large number of the employees working in Our Neighbourhood commute from the rest of Durham City and beyond.

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

4.94 The University, the third oldest university in England, is a member of the Russell Group and provides is recognised for world-class scholarship and research. High quality vocational skills are provided by the high quality establishments of New College Durham (just outside Our Neighbourhood) and East Durham College, Houghall Campus (offering agriculture, arboriculture and forestry, horticulture and animal care courses). The University's is a key part of the Our Neighbourhood and very important contribution to the economy and cultural life of Durham City and County Durham is of great importance. The proposed expansion of the University (Durham University, 2016, 2017a) will have a significant impact on the economy of Our Neighbourhood. However, Our Neighbourhood is more than the University and this expansion needs to be balanced and proportionate so that the needs and of the wider community are considered and the special character of Our Neighbourhood is maintained. The proposed expansion of the University (Durham University, 2016, 2016a) will bring financial benefits to the University and to the local economy. It is essential, however, that the drive for growth is associated with fairness and engagement with the local community, and is proportionate and a demonstration of demonstrates a clear understanding and respect for the capacity and infrastructure and special character of Our Neighbourhood to host such developments.

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

### 4.3.3 Justification

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

4.97 The Forum's priority survey (Durham City Neighbourhood Planning Forum, 2015) identified that local people valued the friendly, lively, vibrant, multi-cultural feel of the City and the shops (particularly the Market Place and indoor market), coffee shops, pubs and restaurants. However, problems were identified, e.g.: a

poor retail offer; poor appearance / maintenance of premises and streetscape; poor pedestrian experience; 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, (Q35) Lower Claypath, Market Place, Riverside); improved provision for pedestrians; improved parking provision; promotion of and support for tourism (e.g. a Tourist Information Office); more entertainment, community, leisure, and cultural facilities.

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

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

4.100 The National Planning Policy Framework supports economic growth through the planning system. Section 1 of the NPPF - Building a strong, competitive economy (para 18 to 22 80 – 82) - states that local authorities should: set out a clear economic vision and strategy for their area which positively and proactively encourages sustainable economic growth; set criteria or identify sites for local and inward investment to meet anticipated needs over the plan period; and support existing business sectors, and identify and plan for new or emerging sectors likely to locate in their area. Our Neighbourhood is an important provider of jobs for the wider County and beyond, as well as for local residents. (EQ04) 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.

4.101 Section 2 of the NPPF - Ensuring the vitality of town centres (para 23 to 27 85 -90) - states that local authorities should: recognise town centres as the heart of their communities and pursue policies to support their viability and vitality by ensuring their growth, management and adaptation through; allocate allocation of a range of suitable sites to meet the scale and type of retail, leisure, commercial, office, tourism, cultural, community and residential development needed in town centres. Durham City centre is a significant retail and service centre for a wide catchment area and gives economic support for the heritage assets in Our Neighbourhood; its future economic success is vital. The County Durham Plan Issues and Options consultation document (Durham County Council, 2016c; p.35, paras 4.23 to 4.25) notes the economic challenges facing town centres, e.g.: a change in consumer behaviour and the rise in e-commerce, mobile technology and Internet shopping; out of town retail centres (although more recently there has been a growth in smaller and more local convenience and discount stores). Town centres need to reflect the needs and opportunities of the communities that they serve.

4.102 The Green Paper 'Building our industrial strategy' (UK Government, 2017) Proposes a range of areas of interventions which the evidence shows drive growth. Places with higher rates of investment in research and development, more highly skilled people, better infrastructure, more affordable energy and higher rates of capital investment are places which, the Green Paper asserts, grow faster and have higher levels of

productivity. Policies on trade, procurement and sectors are tools to drive growth by increasing competition and encouraging innovation and investment. Through Central Government actions and by strengthening the local institutions that support a more productive economy it is hoped to ensure that growth is driven across the whole country. In Our Neighbourhood, provision for research and technology development by harnessing the strengths of Durham University and New College Durham is essential. It will also be important to cater for innovation through incubator facilities so that ideas can be transformed into advanced processes and products **and the creation of businesses offering employment opportunities to graduates who might otherwise be lost to the region.**

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

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

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

4.106 The Durham City Regeneration Masterplan (Durham County Council, 2014c) and its update (Durham County Council, 2016f) have a number of implementation projects and actions relevant to the economy of Our Neighbourhood **(a subset of the Durham City area covered by the Masterplan), i.e. Business growth – and the potential for more and better jobs through regeneration at 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 redevelopment 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 include including new developments in the City Centre and the running of successful 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.

**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

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]."

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

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

4.108

- Policy E1: Larger Employment Sites
- Policy E2: Other Employment Sites
- Policy E3: Retail Development
- Policy E4: Evening Economy
- Policy E5: Visitor Attractions
- Policy E6: Visitor Accommodation

##### **Policy E1: Larger Employment Sites**

~~Support will be given to the development of two larger sites suitable for the creation of employment, (L9 b Appendix b) including the following two strategic employment sites—~~

~~1. A business park at Aykley Heads and County Hall, Durham County Council site on non-Green Belt land for prestige office development, business incubators and start-up businesses, which fall within use classes B1a (Business—Offices) and B1b (Business—Research & Development). To ensure the commercial attractiveness of the site supporting ancillary facilities will be permitted supported on the site to complement the wider range of facilities in the city centre and satisfy the sequential and impact test as outlined in Policy E3 Retail Development. Uses which may be appropriate include; A1 (convenience retail, sandwich bar) A2 (financial and professional services) A3 (restaurant, snack bar, café) A4 (drinking establishments) C1 (hotels) and D1 and D2 (health facilities, crèche, gym)~~

~~2. A site for science and high technology developments, and business start-ups and incubators, (L12) and education uses on the Durham Science Park, Mountjoy, which fall within use class B1a (Business—offices) and B1b (Business—Research & Development).~~

##### **Policy E1: Larger Employment Sites**

Employment will be created at the two largest available sites (L9 b Appendix b) on X hectares of non-Green Belt land at Aykley Heads (including Durham County Council's County Hall site), and on Y hectares of non-Green Belt land at the Durham Science Park at Mountjoy where full compliance will be required with high sustainability

standards set out in master plans for these prime locations.

**E 1.1 The Aykley Heads Business Park:** Prestige offices, business incubators and start-up businesses that fall within use classes B1a (Business - Offices) and B1b (Business - Research & Development) will be supported if proposals meet the following master plan standards of sustainability.

**E 1.2 The Durham Science Park, Mountjoy:** Science and high technology developments, business start-ups and incubators (L12), and education uses which fall within use class B1a (Business - offices) and B1b (Business - Research & Development) will be supported if proposals meet the following master plan standards of sustainability.

The master plan standards for sustainability of both sites are the following:

1. to respect the scarcity and quality of land by meeting the required level of job creation per unit of land to be developed;
2. to add distinction to the City's landscape and townscape and create harmony within the site by adherence to physical design guidelines;
3. to respond to the threat of climate change by installation of energy generation systems designed on lifetime use and shared technologies such as combined heat and power, district heating and solar technology, and by the use of the highest current standard of insulation;
4. to continuously reduce the impact of travel by employees and visitors by provision for walking, cycling and public transport and limited provision to public car parking carried out in accordance with an agreed travel plan;
5. to contribute to well-being both within and adjacent to the site by the provision and maintenance of green infrastructure for the enjoyment of employees and the public.

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

Site E1.1 – ~~at Aykley Heads and County Hall – is a key site and the sympathetic development on the non-Green Belt part of this area will be of economic benefit to the people who live and work in Our Neighbourhood. As a prominent site it should be an exemplar of sustainable development as set out in sustainability Policy S2, and subject to a master plan in accordance with guidance set out in NPPF (para 124 & 127) to ensure high quality design standards, energy generation and use, transport and travel strategy plans, green infrastructure and environment protection.~~

The Aykley Heads Business Park is the largest and most important employment site and critical to the future attractiveness of the City to the location of future businesses. The land allocated 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 master plan and design brief will be prepared. This land is scarce and valuable and can only be released for development that meet the highest standards which will be set out in the master plan and design brief and in overall accordance with guidance set out in NPPF paras 124 & 127. Ancillary uses such as a café, a crèche, a gym and business support uses 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 Durham City Conservation Area and the World Heritage Site (particularly heritage Policy H2.2, points 2, 5 and 6). ~~Ancillary uses appropriate to the principal uses at the site will be acceptable in principle.~~ Development of E1 Aykley Heads should encourage (EQ49) associated improvement, management

and recreational use of Local Green Space within the site including the retention of woodland and veteran trees and heritage assets.

Site E1.2 - Mountjoy – (EQ23) As one of the two larger sites remaining, it should be an exemplar of sustainable development. This suggests that a master plan in accordance with guidance set out in NPPF (paras 124 & 127) for the whole site covering design standards, energy generation and use, (EQ13) transport and travel strategy (EQ42) including measures to deal with additional traffic on the local network), ecological improvement and protection (including a (L12) minimum buffer of 15m of native tree planting or green open space is required against the ancient woodland and the wetlands), resource efficiency, and community benefits should be prepared.

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

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

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

**Policy E2: Other Employment Sites** (L9b Sites E2.1, E2.2, E2.3 Use Classes and specific uses need tidying up to be mutually compatible)

E2.1: Support will be given to the development of the following sites (L9b E2.1, WC26) including the fullest utilisation of existing buildings and unused space and land at:

1. Providence Row – Old Sorting Office site for classes A2 (Financial and Business Services), and B1 (Business - Offices); and
2. Fowler's Yard (Durham's Arts Quarter) for classes A2 (Financial and Business Services) and B1 (Business – offices) including business incubators, start-up businesses, and craft workshops, creative spaces and associated sales and services (L9 b Appendix A - include current uses at Fowlers Yard); and
3. Blagdon Depot, Frankland Lane for uses that are in conformity don't conflict with the NPPF Green Belt exception criteria, subject to a flood risk sequential test and that any development of the site has a limited impact on the surrounding area
4. Sites within or well-connected to the City centre, and to sites within district

centres for classes A2 (Financial and Business Services) and B1 (Business office), including business incubators, start-up businesses, and craft

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

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

- Site E2.1.2 - Providence Row old sorting office - the area for development is located outside the functional floodplain but is in Flood Risk Zone 3a where a high probability of flooding exists and therefore appropriate infrastructure and design measures will be required and have to meet the requirements of heritage Policy H2.2, and promote sustainable development as set out in sustainability Policy S1. Development proposals for this site should undertake a site-specific flood risk assessment, a sequential test and an environmental assessment to include the impact on, and the protection of, green assets as set out in green infrastructure Policy G1. Mature trees around the site should be retained.
- Site E2.1.3 - Fowler's Yard - an area already thriving as (Q15,Q33, EQ43) independent craft businesses, workshops, creative spaces and associated retail sales and services specialist shops and 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.
- Site E2.1.1 - the Blagdon Depot - is located in the Green Belt. Only proposals that meet the NPPF exceptions criteria for development in the Green Belt (NPPF para 89 145 & 146) would be acceptable. Retain mature vegetation around the site. The site is in Flood Risk Zone 2 and therefore appropriate infrastructure and design measures will be required and have to meet the requirements of heritage Policy H2.2, and promote sustainable development as set out in sustainability Policy S2 S1. Development proposals for this site should undertake a site-specific flood risk assessment, a sequential test and an environmental assessment to include the impact on, and the protection of, green assets as set out in green infrastructure Policy G1.

4.114 (L9b - for consideration in Theme 4) In recent times, approvals have been given on most of the City's large sites (L9b) Some of these have been contentious and remain unsupported by local people, specifically those which have been given for student accommodation which would now be refused under the new interim student accommodation policy (Durham County Council, 2016h). Where an opportunity arises from the renewal or lapsing of an application, modifications will need to be made to meet the requirements of our Neighbourhood Plan, particularly in respect of the new interim student accommodation policy and our housing Policies D2, D3, D4 and D5 in order to meet the shortfall in provision for affordable housing, and accommodation for the elderly, families with young children and young professionals. Design must be appropriate to the settings of the Durham City Conservation Area and the World Heritage Site (see heritage Policy H2.2) and promote sustainable development as set out in sustainability Policy S2.

4.115 (L9b) As a general principle, new business development should be located on sites identified in economy policies E1 and E2. Some businesses, however, may be able to meet acceptable environmental standards, without either having a detrimental impact on the amenity of neighbouring occupiers of property or on the character and appearance of the area in which they are located. Such businesses can provide important employment opportunities within their locality and make use of buildings that may otherwise become redundant and/or derelict. This is of relevance in local centres, which can often provide an opportunity for a variety of small-scale business activities to take place.

4.116 (L9b) Residents and visitors are increasingly seeking 'experiences' to add to their enjoyment of the City; therefore new commercial development in the City should include an external, flexible space wherever possible, which can be used for the well-being of their employees, and for staging community events.

### **Justification for Policies E1 and E2**

4.117 Businesses and residents have requested more land for commercial use: the sites allocated in Policies E1 and E2 are the only suitable land available in Our Neighbourhood which could be used for this purpose. To improve the economy of Durham City it is important to encourage new employment opportunities and to safeguard and assist expansion of existing businesses within the area. A good variety of serviced employment sites will help to attract new businesses and making available underused space as offices for established businesses will increase the employment opportunities for local people, attract new employees from outside the area, and encourage the retention of graduates from Durham University. New employment opportunities within the city will increase the numbers of people who use the City, and will also strengthen the relationship between local business and Durham University. This is recognised in the County Durham Plan Issues and Options consultation document (Durham County Council, 2016c, p.31, para 4.9).

4.118 In accordance with guidance in the NPPF (para 111 117) 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 (Durham County Council, 2016c, p.18, para. 3.23 and 3.26). So far as flood risk is concerned, it would be highly desirable to have all brownfield employment sites located in Zone 1 (low probability of flooding). Whilst the majority of our sites meet that standard, there are three that fall within Zone 2 (medium probability of flooding) or Zone 3 (high probability of flooding). **We are proposing to retain Retention of these three sites is proposed** because they possess established use rights and new buildings can be designed such that occasional flooding of the ground floors is operationally acceptable.

4.118A 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 (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: Housing. However the evidence indicates that there is an ample supply of student accommodation in Our Neighbourhood (see table of large of student residences on the Durham City Neighbourhood Plan website) enough to meet all future student residential needs and therefore windfall brownfield sites should not be considered for student housing.

**Map 8: Map of Economic Designated Sites (Q62)** Change needed to key to match infill colour for 'Other Employment'.(L9 Appendix A) Refer to E1 sites as DCC designated sites

## Policy E3: Retail Development

Within Durham City centre core retail area, as defined in the proposals map, will be supported where it is demonstrated that they support will be given to development proposals that:

A) contribute to the creation of a lively and vibrant City centre with by development of:

- 1) A1 (retail) as the predominant use uses; the primary frontage mainly in; and
- 2) (EQ04, Q32, EQ21, EQ24, EQ31, Q19 ,EQ39, 69, EQ35) development which increases the range and diversity of retail ownerships, and quality of shops and shopping experience for residents, visitors and those working in the City
- 3) other appropriate town centre uses (defined as retail, leisure, entertainment, sport and recreation, offices, and arts, culture and tourism) located in the City centre but outside the primary frontages; and

(Q19, EQ48, Q53,) Proposals for changes of use of ground floor premises within the Primary Frontage to the following non-A1 uses will be supported

- entertainment
- arts, culture and tourism
- leisure, sport and recreation,

- 4) The following uses will be supported within the upper floors of Primary Frontage: retail (A1), financial and professional services (A2), restaurants and cafes (A3), drinking establishments (A4), hot food takeaways (A5), and other appropriate town centre uses (defined as retail, leisure, entertainment, sport and recreation, offices, and arts, culture and tourism).

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. [EQ31, EQ43, WC33]

B) enhance the character and attractiveness of the City centre by:

- 1) conserving and enhancing the historic character of the Conservation Area and World Heritage Site, its setting and historic assets, both designated and undesignated; and  
All developments must be compatible with the requirements of Policy S1 particularly in respect of their impact on the setting, character, local distinctiveness, views, tranquillity, and the contribution to the sense of place of the World Heritage Site and the Conservation Area
- 2) sympathetically converting existing buildings outside the primary frontages and re-using redundant upper floors in the secondary frontages for office and other appropriate town centre uses (defined as retail, leisure, entertainment, sport and recreation, offices, and arts, culture and tourism)
- 3) safeguarding and enhancing the green setting along the River Wear; and
- 4) ensuring that new development is of a scale, design and character appropriate to the City centre (WC6) and avoids loss of traditional views of the City , is well-designed and is of a mass and materials appropriate to the character of the City centre; and
- 5) (Q35, WC85) improving the public realm including streets, back lanes, vennels and urban open space for all users; and
- 6) improving the City centre environment and access for pedestrians, cyclists

and public transport users (Q68) including more parking for disabled users

#### **Policy E4: Primary and Secondary Frontages**

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

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

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

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

1. would not have an unacceptable impact on residential amenity; and
2. would have appropriate access provision; and
3. would not harm the character of the historic environment.

#### **Policy E4: Evening Economy**

Proposals that positively contribute to the evening economy 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.

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

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

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 (para 85 a)

The Grimsey Review 2 (The Grimsey Review 2; Bill Grimsey, July 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"

The need for adaptability in the city centre is also recognised in the County Durham Plan – Preferred Option 2018 Para 5.56

4.121 Map 9 (<http://nppf.durhamcity.org.uk/the-plan/maps/>) to be replaced with DCC Town Centre Boundaries map which shows the retail areas the town centre defined by a red boundary and the Primary Frontage in the core retail area defined by a purple boundary. New references will be included for the provenance of the Town Center Boundaries map when we have the map. with the primary and secondary frontages, for Durham City has been based on a number of sources: the Retail and Town Centre Uses

Study (Durham County Council, 2009b) prepared by GVA Grimley for Durham County Council; the allocations from the Durham City Local Plan (City of Durham Council, 2004); and an aspiration to improve the area of North Road, which was highlighted in the Forum's priority survey (Durham City Neighbourhood Planning Forum, 2015) (WC116) and the consultation on the Draft Plan. It includes the historic core around the market place and westwards along North Road and extends to the major office and mixed uses at Milburngate and Walkergate. The primary frontages are along Silver Street, Saddler Street from the market place which includes the Prince Bishops precinct, North Road as far as the Methodist Church, and the new Milburngate development on the old Passport Office site. The 2009 report includes The Gates shopping precinct as primary frontage: this area is now being redeveloped as 'The Riverwalk' and will include retail provision. The secondary frontages are defined as Crossgate, Neville Street, Reform Place, North Road (west of the North Road roundabout), St. Godric's Road (north of the North Road roundabout), Walkergate, Claypath to Providence Row, Elvet Bridge and New Elvet.

4.122 Within the town centre core retail area as defined in Map 9 (<http://npf.durhamcity.org.uk/the-plan/maps/>) there are a number of sites outside the primary and secondary frontages core retail area 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 Policies T1 and T2.

4.123 New developments must be designed to the highest standards and respect and enhance the Conservation Area and the historic City centre. 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. (WC218) Advice should be available on the design of shop fronts including security blinds for doors and windows.

4.124 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 repurpose existing buildings for use as 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 Primary Frontage to be used for accommodation. [WC33]

4.125 Support will be given to any development that contributes to the evening economy particularly a more diverse cultural offer to redress the balance of an evening economy which is over reliant on restaurants and licensed establishments. 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.

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

### Map to be replaced by DCC Map Town Centre Boundaries

(L9 b Appendix A – map to be amended to reinstate CDP primary and secondary retail frontages)

#### Justification for Policies E3 and E4

4.124 The NPPF (para 85) and the CDP Preferred Option 2018 (para 5.27 – 5.29) recognise the importance of ensuring the viability and vitality of town centres. The threat to loss of trade in Durham City centre to large retail proposals in nearby centres including out-of-town or edge-of-town centres cannot, unfortunately, be resisted through policy in our Neighbourhood Plan as all of these rivals are outside its influence. The Retail and Town Centre Study – Durham County Council, June 2018 CBRE, 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 able 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”. Nevertheless, 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 County Durham Plan Preferred Option includes a sequential assessment (Policy 10) for the protection of the vitality and viability of the City Centre and this coupled with will be able to use policies and proposals in our Neighbourhood Plan will be crucial in determining such applications and maintaining the retail offer in the City.

4.125 The Primary Frontages are the core retail area of the City centre and where shoppers, visitors and tourists should experience the most lively and attractive environment, which will encourage return visits and maintain Durham City's role in the County's hierarchy of town centres. The retail sector in Durham City centre is a key driver of the local economy although it is subject to seasonal fluctuations because of the impact of the University terms and vacations. Durham City has a good mix of shops including independents and the well-loved market but the recent closure of BHS and Marks and Spencer, the anchor stores of the Prince Bishops precinct, 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 every effort should be made to support the range of shops within the Primary Frontage to protect the vitality and viability of the City centre. (EQ04, EQ15, EQ39) There is growing public concern at the rapid and continuing growth of food shops and in particular cafes, (12%) drinking establishments (5%) and takeaways (2.5%) (Figures from County Durham Town Centre Surveys – Durham City -September 2017) At present there are too many food outlets (use class A3) in the City, which are considered to have a detrimental effect on the overall retail attractiveness of the City. (L26) 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 the BHS department of major stores. There is a now a gap in the retail provision in the City centre which could be filled by attracting a new department store would be beneficial and which would increase footfall. Enabling ‘click and collect’, online shopping delivery facilities within City centre shops will help to increase footfall through the City.

4.126 Consumers are now looking for a wider experience when visiting shopping centres. Retail development is now ‘leisure led development’, that is development which includes cafés, restaurants, cinemas and entertainment facilities such as a bowling alley. A more diverse retail offering in Durham City and entertainment events throughout the year will encourage shoppers to visit and revisit the City centre. Currently Durham City centre “is undergoing transition towards a more mixed retail and leisure

development”; Retail and Town Centre Study – Durham County Council, June 2018 CBRE (para 10.9) with the transformation of The Gates shopping centre, which it is hoped will encourage visitors to stay longer in the city.

Also Good public transport links are needed between out-of-town shopping areas and the City centre to enable shoppers to access the full range of services, facilities and attractions. (EQ49, Q64) 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.

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

*Getting empty town centre buildings back into use*

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

4.128 The Primary Frontages are the core retail area of the City centre and where shoppers, visitors and tourists should experience the most lively and attractive environment which will encourage return visits and maintain Durham City's role in the County's hierarchy of town centres. Durham City has a good mix of shops including independents and the well-loved market but the recent closure of BHS and Marks and Spencer, the anchor stores of the Prince Bishops precinct, of the City centre, and a number of other vacant shop units means that every effort should be made to support the range of shops within the Primary Frontage.

The new mixed-use development at Milburngate has been included as primary frontage in the expectation that it will attract high quality retailers. Similarly North Road has been included as primary frontage as an aspiration to improve the area, which has recently suffered from a lack of investment and a deterioration of the retail offer as noted in The Retail and Town Centre Uses Study (Durham County Council, 2009b). The County Council is now addressing the decline in North Road, which has recently suffered from a lack of investment and a deterioration of the retail offer as noted in The Retail and Town Centre Uses Study (Durham County Council, 2009b) with improvements to roads and pavements. The Retail and Town Centre Study – Durham County Council, June 2018 CBRE (para 10.48) 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.

4.129 Close to the primary frontages, the secondary frontages The retail offer outside the core retail area of Primary Frontage include comprises a greater mix of uses including non-retail such as letting agents, cafes and charity shops and these are also necessary in order to provide a range of services expected in a town centre. In the case of Durham City these secondary frontages the area outside the core retail area have has suffered much change over the past 5 to 10 years; The secondary frontage designations as defined in the proposals map and the greater flexibility afforded to commercial premises outwith the core retail 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.

(L9 b Appendix A – both E5 and E6 responding to absence of tourism policies)

### **Policy E5: Visitor Attractions**

E5.1: New, extended or refurbished visitor attractions will be supported where:

1. 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
2. The type of experience to be made available meets an acknowledged need such as heritage interpretation, an art gallery, conference venue, and family attractions
3. A significant contribution to the quality of the City's environment in respect of its location, scale, and detailed design and potential for use of vacant buildings. In particular proposals, which are sympathetic to, and in harmony with, the Durham vernacular architecture.
4. The site is accessible to visitors and is well related both in location to other attractions and facilities
5. The location, use and design is harmonious in respect of its relationship to nearby properties and local residents in avoiding congestion, noise and other potential nuisance

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

E6.1: New, extended or refurbished visitor accommodation will be supported where:

1. The accommodation to be provided would improve the range and quality available
2. The location is well located in relation to visitor attractions
3. The location, scale and appearance is suited to the character of the area
4. The location, use and design is harmonious in respect of its relationship to nearby properties and local residents in avoiding congestion, noise and other nuisance
5. Provided that in all cases a condition of consent to the provision of such accommodation be imposed to restrict continuous occupation to a period not exceeding six months

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

- 5.130 As an integral part of building a strong and competitive economy, the NPPF requires that Plans support existing and emerging business sectors such as tourism. In ensuring the vitality of town centres, the requirement is 'to allocate a range of sites to meet the scale and type of retail, leisure, commercial, office, **tourism**, cultural, community and residential development needed in town centres'. This emphasises that meeting main town centre uses in full should not be compromised by limited site availability. Where town centres are in decline, as in Durham City in recent years, local planning authorities are urged 'to plan positively for their future to encourage economic activity'.
- 5.131 The County Durham Tourism Development Strategy (2012) is the key policy document and 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 it 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 recommends the allocation of a range of sites, any such allocation in the Our Neighbourhood Plan would risk the loss of a potential development opportunity for another suitable use.
- 5.132 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. It is not appropriate that these should be assessed for inclusion in Policy E5 but more suited to consideration in the Implementation Projects (Project 14: Visitors and Tourists).
- 5.133 There is a need for more and better visitor accommodation in the City which is identified in the Management Plan to be 'boutique hotels, (high) quality bed and breakfast, inns with rooms, good quality 3 star properties ....' Policy E6 seeks to achieve a balance between meeting acknowledged needs and protecting the environment of the City and its residents.