

## **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 18,000 and the number of the long-term residents is probably unchanged. Thus the total population of Our Neighbourhood amounts to some 28,000 in 2019.

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 2033. This calculated increase of about 200 households therefore requires at least 200 more dwellings over the period in order for the resident population of Our Neighbourhood to be able to stay at 9,700.

## 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)*

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 (see Policy D2) 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 and listed in Policy D2 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	1,000 beds

	construction, to be completed in Summer 2020	
<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 Policy D2	Unspecified but could amount to 2,000 additional beds
<b>TOTAL PLANNED ADDITIONAL PROVISION</b>		<b>Perhaps 4,500</b>

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 4.164), 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 2018**

<b>Durham County Council's Deliverable SHLAA 2018 sites</b>	<b>Housing capacity In SHLAA 2018</b>	<b>Completed as at 01-04-2018</b>	<b>Remaining commitment as at 01-04-2018</b>
<b><i>Sites under construction</i></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><i>Sites approved but not yet started</i></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	50	0	0

Heads			
<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.