

Cabinet

18 September 2013



The County Durham Plan Pre-Submission Draft (including supporting evidence and documents)

Key Decision R&ED/14/13

**Report of Ian Thompson, Corporate Director, Regeneration and Economic Development
Councillor Neil Foster, Cabinet Portfolio Holder for Economic Regeneration**

Purpose of the Report

1. The purpose of the Report is for Cabinet to agree the Pre-Submission Draft of the County Durham Plan for publication and consultation and to agree the timetable through to adoption. The Report sets out the content of the Pre-Submission with particular emphasis on the key changes made following consultation on the Preferred Options last year. Following a final round of consultation in the Autumn the Plan will be submitted to the Secretary of State for independent examination by a Planning Inspector in March next year. The Examination in Public will then follow next summer. The Community Infrastructure Levy Draft Charging Schedule will be reported to the next Cabinet in October and be consulted on alongside the Plan.
2. Cabinet is also asked to approve for consultation a number of Supplementary Planning Documents that accompany the Plan and to endorse the updated evidence base, including the Sustainability Appraisal and Habitat Regulations Assessment, underpinning it.
3. A full copy of all of the County Durham Plan is attached to this report. Copies of the Supplementary Planning Documents and the evidence base are available in the Members' Resource Centre and on the Council's website.

Background

4. There is broad agreement that the overarching priority for County Durham is to improve its economic performance. This priority is reflected in the Sustainable Community Strategy and Regeneration Statement and is the central theme of the Plan. Specifically the County Durham Plan seeks to facilitate a step change in economic growth by providing a spatial plan which utilises the assets and opportunities across County Durham.

5. All Local Planning Authorities have a statutory requirement to prepare and maintain an up to date development plan for their area. The County Durham Plan has been prepared during a time of significant change, the Localism Act has introduced a number of important reforms to the planning system and the National Planning Policy Framework (NPPF) is a streamlined framework replacing the previous national planning policy guidance.
6. The Preferred Options, which we consulted on in Autumn 2012, was the fourth and a very significant stage in the development of the County Durham Plan. For the first time the Council identified the scope and content of the Plan in detail. This final stage in the Plan's development has been informed by extensive formal and continuous consultation with residents, businesses, the development industry, key stakeholders and neighbouring authorities.
7. There is one additional document, the Minerals and Waste Policies and Allocations Document, which will be prepared to complement the minerals and waste policies of the Local Plan. It will contain detailed development management policies and any non-strategic minerals and waste allocations which are considered necessary to meet the future needs of County Durham. Work on the document will commence once the Local Plan has been adopted.

Consultation

8. National guidance encourages both early and continuous community and stakeholder involvement as an integral part of the plan making process. The latest version of the Statement of Community Involvement (SCI) was approved by Members in July 2012 and sets out the standards the Council will meet when consulting on the County Durham Plan and planning applications.
9. There has been extensive consultation at each of the previous four stages in the development of Plan which has helped shape the Plan's development. The Preferred Options of the County Durham Plan was consulted on widely, including over 100 public events, from 10 September until the 2 November 2012. There was also a further 3 weeks consultation principally for those residents of the County living adjoining proposed allocations. In response to the consultation a total of 3766 comments were received with around 900 of those related to specific site allocations. 803 responses to the Citizen's Panel were also received and an estimate 2000 people attended drop-ins and workshop sessions.
10. There was significant support for the Vision, Objectives and Spatial Approach of the Plan. In terms of the quantity of development, and specifically the housing requirement, many in the house building industry thought it was too low, while many residents thought it was too high. There was however a great deal of support for how development had been distributed across the County.

11. There was agreement that Durham City has an important role to play in the Plan and that it is a key driver for the regeneration of the County however there was also some concern over the high amount of development directed to the City.
12. Most of the strategic sites proposed across the County including the Executive Housing site at Lambton received some support but most also had objections, some in significant numbers such as Mount Oswald, North of Arnison, Sniperley Park, Picktree Lane near Chester-le-Street, Cadger Bank, Lanchester, Berry Edge, Consett and Scorer's Lane, Great Lumley.
13. All representations submitted in response to the Preferred Options have been considered when preparing the Pre-Submission Draft. The Statement of Consultation, which will accompany the Plan and, if agreed at October 9 Cabinet, will be made available during the consultation, includes every representation made and a response from the Council including where any changes have made as a result of the points raised.
14. This is the final, formal stage of consultation. It will differ from previous rounds of consultation and will be using a different process this time in order to follow government guidelines. This is an important stage as it is the last opportunity for people to make comments on the Plan before it is submitted to the Secretary of State for independent examination by a planning inspector.
15. This round of consultation provides the opportunity to comment on the Plan itself in its whole form. These comments need to formally support or object to the Plan in terms of its legal compliance and compliance with national policy, known as 'soundness tests'. Comments made on the Plan at this stage will go forward to an independent inspector when the Plan is submitted, who will examine the 'soundness' of the Plan and who will invite interested individuals and groups who objected to the Plan to attend public hearings to test the Plan. This will involve the inspector considering whether the Plan is:
 - **Positively prepared** – Does the plan meet development and infrastructure requirements and will it achieve sustainable development? Is the plan the most appropriate strategy when considered against reasonable alternatives? Is it based on balanced evidence?
 - **Justified** - Is the Plan the most appropriate strategy when considered against reasonable alternatives, based on appropriate evidence?
 - **Effective** – Can the plan be delivered during the period set out? Is it based on effective joint working between neighbouring local authorities to make sure we meet regional strategic priorities?
 - **Consistent** – Is the plan consistent with national policy? Will it enable sustainable development in accordance with the policies set out in the National Planning Policy Framework?

16. Consultation with residents, businesses, local partnerships, regional and national stakeholders and neighbouring authorities will run from 14 October 2013 until 6 December 2013. Following this consultation there will be an opportunity to make minor modifications to the Plan before Submission to the Secretary of State, currently proposed for March 2014. The Planning Inspectorate has informed us that the Examination in Public will be held 14 weeks following Submission which would be June/July 2014.

Content of the Pre-Submission Draft County Durham Plan

17. The County Durham Plan seeks to guide the future development of County Durham to improve the lives of its existing and future residents. It is therefore a Plan that seeks to meet the differing needs of our communities. The Plan sets the policy framework up to 2030 to support the development of a thriving economy in County Durham while at the same time protecting those things that are important to us all. With improved economic performance central to the Plan, it identifies a number of sites for new employment, new housing, new shopping and new infrastructure to accommodate the growth needed to achieve these ambitions.
18. The ambition of improving the County's economy is based on increasing the economic performance of the County by enabling a step change in the role and function of Durham City and the other main towns to act as economic drivers, whilst ensuring the rest of the County shares in the benefits of economic prosperity. The Plan seeks to create the conditions, including a better environment for business and the necessary infrastructure, that are needed to enable an increased proportion of the working age population in employment, with all the benefits to residents health, wellbeing and prosperity that follow as a result.
19. Macro-economic factors such as the continued fragility of the global economy and the impact of the Government's austerity measures are likely to present key challenges to securing economic growth within the County. However the Plan seeks to enable growth and economic prosperity by ensuring that sufficient employment, retail and housing land, of the right type is made available in the right locations to meet the needs of the market.
20. The Pre-Submission Draft is the final stage in the development of the County Durham Plan before Submission to the Secretary of State and Examination in Public. It is the document, shaped by consultation and robust evidence, which sets out the strategic spatial approach for County Durham including the quantity and location of development as well as the policies which will shape development.

Quantity of New Development

21. In order to meet the needs of present and future residents of County Durham and to deliver a thriving economy, including a reduced rate of

worklessness, the Pre-Submission Draft proposes the following levels of development up to 2030:

- **Housing:** At least 31,400 new homes of mixed type, size and tenure;
- **Employment Land:** 411 hectares of general employment land for office, industrial and warehousing and 100.5 hectares of specific use sites
- **Retail:** 9,500 sqm (gross) of new retail floorspace.

Spatial Approach

22. Sustainable development and maximising opportunities for delivery are the core principles of the Spatial Approach. Therefore the preferred approach is for development will be delivered in accordance with the following:

- The 12 Main Towns, including Durham City, will be the principal focus for significant retail, housing, office and employment providing better transport and service provision with Durham City as the sub-regional centre.
- The 23 Smaller Towns and Larger Villages will also function as local employment and service centres and will continue to meet the needs of dispersed local communities across County Durham, supporting levels of growth commensurate with their sustainability, physical constraints, land supply and attractiveness to the market.
- The aspirations of all other settlements, to play a part in meeting social and economic needs and contribute to regeneration, will be achieved by delivering smaller but significant levels of development is recognised.
- Smaller communities will become more sustainable and resilient, by re-balancing the housing stock and encouraging social and economic vitality. This will be achieved through the identification of groupings of communities and a positive approach to development that delivers community benefits, social cohesion and sustainability.
- In rural areas, development that meets the needs of the local community, for instance affordable housing and economic diversification, including appropriate business uses, will be permitted whilst protecting the countryside from wider development pressures and widespread new building.

23. An important aspect of the County Durham Plan is its deliverability. Previous approaches to new development relied heavily on public sector funding to ensure the viability of sites in areas of deprivation, focusing all efforts on these communities. This funding is no longer available and is unlikely to be for some time to come. It is also apparent that in some of those areas that received the investment it has had a limited impact, especially in improving economic performance. Therefore to secure new development we have established a better understanding of the market. As a result new development is directed to locations that are attractive to the development industry but that will still deliver regeneration and

economic growth across the County. Furthermore to enable the provision of affordable housing during times of depressed market conditions, then development must be allowed in those areas where there is sufficient land values to fund them. Concentrating development in places with a proven track record of delivery is therefore essential, but this must not be to the exclusion of other areas which will be allowed to meet local needs and continue to regenerate. The distribution and allocation of housing, employment and retail sites reflect the Plan's Spatial Approach.

Key changes from Preferred Options to Pre-Submission Draft

Housing

24. The main changes in regards to housing relate to the overall quantity, the distribution, allocations and affordable housing requirements. Following the publication of the 2011 Census and the relevant datasets up to this point, Durham County Council refreshed the baseline population projections and baseline household need projections. In addition we have also revisited the economic growth scenarios and the likely additional households needed to plan for economic growth, as specified in the National Planning Policy Framework (NPPF). The minimum number of net dwellings required which is the housing requirement has increased from 30,000 to 31,400. The distribution of housing development is broadly similar to the Preferred Options, although all areas have increased slightly. The distribution reflects; market attractiveness; consultation responses; past delivery; existing commitments; and the regeneration requirements of communities.
25. The Plan now includes housing allocations of 0.4 hectares and above rather than those over 1.5 hectares that were in the Preferred Options. Of the sites allocated in the Preferred Options a number now have planning permission and others following a more detailed assessment are no longer allocated. The pre-Submission Draft now includes a total of 84 housing allocations, 64 of these were included in the Preferred Options and 20 are new sites (see Appendix B for more detail).
26. The Strategic Housing Market Assessment and the Affordable Housing and CIL Development Viability Study have been refreshed. It should be noted that affordable housing is delivered through a number of different mechanisms. The majority is funded through Homes and Communities Agency programmes and delivered by Registered Providers. This accounts for the large majority of affordable homes delivered annually in County Durham. Affordable housing delivered through planning applications and the use of Section 106 agreements currently equates to around 10% of the total. In terms of those achieved through the use of SS106 agreements the requirements by Delivery Area are:

Delivery Area	Percentage Requirement
Central Durham	20%
North Durham	15%
South Durham	10%
East Durham	10%
West Durham	15%

27. Requirements have been set for each of the County's five Delivery Areas. New housing development in Central Durham, where prices for new houses are relatively buoyant, can support relatively high levels of provision. The evidence suggests an opportunity to deliver a relatively higher level of affordable units in North Durham without compromising the viability of development. More modest levels of affordable housing will be achievable in South Durham and East Durham where prices for new houses are relatively low. The circumstances relating to individual sites and localities, including viability, will be taken into account when applying these requirements.
28. In West Durham, the lower level of transactions within the housing market has had an impact upon assessing the viability of providing for affordable housing as part of new development. Whilst, the viability assessment does not provide settlement level analysis, the approach to developing the requirement in West Durham does recognise the role of Barnard Castle, which accounts for the majority of allocations and has the strongest market conditions within the Delivery Area.

Retail

29. Following an update the County Durham Retail and Town Centre Needs Study the quantity of retail floorspace required is now 9,500 square meters. The reduction in the quantity reflects the current economic climate and the impact of out-of-town retail developments. The retail allocations at Durham City and Crook remain in the Plan. However there is now insufficient proven retail need to justify the retail allocations at Spennymoor. Furthermore the recent retail permissions at Peterlee are sufficient to meet any existing need for new floorspace. However, because of the regeneration benefits that a scheme would bring to the Town, Festival Walk has been identified in the Plan as a 'regeneration opportunity'. This same status, which has a lower burden of proof regarding delivery than a retail allocation would, has also been applied to the sites at North Road and Claypath in Durham City. Although we are not proactively planning for new retail in some locations we will respond positively to any suitable scheme that comes forward.

Employment Land

30. Following the consultation on the Preferred Options and more recent investments in County Durham there have been some changes to the quantity and distribution of overall employment land allocations and specific use site allocations. The overall general employment land allocation figure has increased from 300 hectares to 411 hectares and the specific use site allocations have decreased from 345 hectares to 100.5. The decrease reflects the change in some sites from specific use to general employment land, including Newton Park in Newton Aycliffe and South of Drum near Chester-le-Street. In addition following successful pinch point bid for improvements to Junction 63 on the A1(M), the South of Drum allocation will also include 340 new houses. The Tursdale Rail Freight proposal is now safeguarded rather than allocated to reflect uncertainty over its viability and delivery. An area of land has been safeguarded beyond the Plan period at Spennymoor in case Durham Gate proves attractive and is developed out at a faster than expected rate.
31. In regards to distribution there is an increase in employment land allocation in all Delivery Areas but particularly in the South Durham delivery area reflecting the role of Newton Aycliffe as an advanced manufacturing hub which has attracted high profile investments such as Hitachi. The Plan also provides for employment opportunities within rural areas by including an exceptions policy for employment land that may not comply with some other policies in the Plan.

North West Durham Green Belt

32. The need for a Green Belt in the North West of the County was first introduced through Regional Planning Guidance in 1993. This required the former Derwentside District Council to examine the case for an extension to the approved Tyne and Wear Green Belt. As a result, the former Durham County Structure Plan (1999) and the revoked North East Regional Spatial Strategy (2008) both identified the need for a Green Belt to the north of Consett and Stanley and eastwards towards Chester-le-Street.
33. In order to gauge views on the potential for a North West Green Belt we produced a consultation paper which set out the context to the proposal and sought comments on the paper's conclusion that unrestricted housing growth had not occurred and that development had been successfully controlled. However representations to the consultation have shown some support for the designation of the North West Durham Green Belt in order to relieve commuter development pressure in the Derwent Valley area due to its proximity to Newcastle and Gateshead but also its attractive location. It is therefore proposed that the Green Belt is extended in the North West of the County increasing the area of protection by 41% across the County.

Durham City

34. In the Pre-Submission Draft there are slight amendments to the Durham City related policies but no major differences to what was proposed in Preferred Options. There has been a slight boundary change along the northern boundary of the North of Arnison site reducing the housing numbers from 1250 to 1000. Two additional housing allocations are proposed in the City; Merryoaks to the west of the A167 and Durham Northern Quarter on Frankland Lane.

Transport

35. The Transport Modelling has been updated to respond to comments raised by residents at the last consultation. The modelling concludes that there is a need for one relief road by and both by 2030. Given the clear link between the Western Relief Road and the new strategic housing sites it is considered that it would be beneficial to deliver the Western Relief Road first and by 2021.
36. To complement the relief roads we have also produced the Durham City Integrated Transport Approach which will support the Plan and focuses on improving the attractiveness of more sustainable modes of transport in the City such as walking, cycling and public transport.
37. Land required for key transport infrastructure has, depending on evidence of delivery, been allocated or safeguarded in the Plan. The land at Horden Sea View was previously safeguarded but the proposal for the rail station has progressed sufficiently to justify an allocation. Those that have been safeguarded are:
- A network Cycling Super Routes and Secondary Routes;
 - The Leamside Line and associated infrastructure;
 - Bowburn Relief Road;
 - East Durham Link Road (Phase 2 to Murton);
 - Sherburn Road Retail Link Road; and
 - A new bus station at North Road, Durham City.
38. The potential for a Relief Road around Barnard Castle has been tested and the transport modelling indicates that there is not sufficient traffic justification for the delivery of new road and re-directing traffic away from Barnard Castle town centre. The route has therefore not been safeguarded beyond the plan period.

Contaminated Land

39. A new policy on contaminated and unstable land has been introduced in response to NPPF requirements and representations from the Coal Authority which argued that the Local Plan should address coal mining legacy issues. This policy will ensure that contaminated and unstable land is taken into account through the development management process and that all new development does not cause risk to either human health or the environment and is safe and stable.

Houses in Multiple Occupation and Student Accommodation

40. This policy has been changed significantly and now looks to prevent further HMOs where there is already a concentration and where new ones are permitted to minimise their impact on existing residents.

Minerals and Waste

41. In regards to Minerals and Waste, the Plan now clearly articulates the scope of the Minerals and Waste Policies and Allocations Document. This further document will set out specific policies for a number of minerals and processes not addressed by the main Local Plan including Shale Gas (Fracking) and Under Ground Coal Gasification. The future document will contain detailed minerals and waste development management policies and it may allocate new minerals and waste sites. A number of existing saved Minerals and Waste Local Plan policies will remain in force until they are replaced by new policies in the Minerals and Waste Policies and Allocations document.
42. The Policy on Sustainable Minerals and Waste Resource Management has been amended reflecting the emerging guidance on waste and clearly articulates how the Council will promote, encourage and facilitate the efficient use of minerals and waste and the development of a sustainable resource economy. The Waste policies also reflect the new situation with regard to the Waste contracts and the residual solution in place; the mothballing of Joint Stocks landfill; and with regard to Low Level Radioactive Waste, the study commissioned upon it and the Council's approach to its management.
43. The Policy on Meeting the Need for Primary Aggregates has been compressively revised in order to ensure that this policy is fully compliant with the National Planning Policy Framework, that it takes into account Government guidance on the Managed Aggregate Supply System (published October 2012) and reflects the Joint Local Aggregate Assessment for County Durham which was completed in early 2013. This policy now adopts a permissive rather than restrictive policy approach to magnesian limestone extraction and will allow small scale environmentally acceptable extensions to existing magnesian limestone quarries where it can be demonstrated that it will help maintain competition in the long term.

The Infrastructure Delivery Plan and Community Infrastructure Levy Draft Charging Schedule

44. The types of infrastructure included in the Infrastructure Delivery Plan (IDP) include:
 - Physical infrastructure such as highway improvements, sewage treatment works or broadband;

- Social infrastructure such as schools, medical, doctor's surgeries or community buildings; and
 - Green Infrastructure such as play areas, public open space or rights of way
45. The IDP identifies existing and future infrastructure deficiencies that need to be addressed if the County Durham Plan's vision for growth is to be achieved. It also shows how, when and where the Council and its partners will address these deficiencies. The structure and content of the first IDP was agreed by Members in July 2012. As it is a 'living' document that is continually being updated it is proposed that it does not go to Cabinet every time it is altered but only when new major infrastructure of County wide importance is added.
46. The IDP includes committed sources of funding from internal and external partners, in a financial schedule which reflects continuous dialogue between the Council's Planning and Assets Service and infrastructure providers. The financial schedule will be reviewed when required to reflect changing economic circumstances and priorities. As the IDP currently identifies a gap between the actual planned investment in infrastructure and the total amount needed to deliver the County Durham Plan this justifies the introduction of a Community Infrastructure Levy.

Community Infrastructure Levy (CIL) and Draft Charing Schedule

47. The CIL Regulations came into force on the 6th May 2010 and give local authorities the option of charging a levy on new development. The CIL ensures that most new development makes a proportionate and reasonable financial contribution to delivering the infrastructure identified in the IDP
48. It should be noted that the CIL is not a direct replacement for Section 106 Agreements. Section 106 will continue to be used for site specific infrastructure, such as access roads, securing affordable housing or funding for education provision.
49. In order to finalise the evidence that underpins the CIL, the charging schedule and viability work will be taken to October 9 Cabinet for approval.

Supplementary Planning Documents

50. A number of Supplementary Planning Documents (SPD) also accompany the Plan and give more detail on the Strategic Allocations that enable the delivery of the Spatial Approach. If approved by Members these will be consulted on at the same time as the Plan and are listed below, copies accompany this report:
- Aykley Heads, Durham City;
 - Sniperley Park, Durham City;
 - North of Arnison, Durham City;

- Sherburn Road, Durham City;
- Lambton Park Estate, Chester-le-Street;
- Woodhouses Farm, Bishop Auckland;
- High West Road, Crook
- Low Copelaw, Newton Aycliffe; and
- North East Industrial Estate, Peterlee
- Auckland Castle, Bishop Auckland

51. There will be other draft SPDs prepared following Examination in Public which will cover the following topics:

- Developer Contributions and Affordable Housing;
- Houses in Multiple Occupation and Student Accommodation;
- Built Environment;
- Historic Environment; and
- Natural Environment.

Evidence

52. A robust and credible evidence base is integral to preparing a sound Local Plan. A number of new pieces of evidence now require the endorsement of members to give them the requisite weight to be used for development plan preparation and the development management process.

Travellers Site Needs Assessment

53. Most of the County's site population of Gypsies and Travellers live on six sites across the County which are being comprehensively refurbished, with completion expected in 2015. Refurbishment has caused significant disruption which has made meaningful assessment of Gypsies and Travellers site needs very difficult. To reflect current circumstances, their needs have therefore been assessed over a limited ten year period from 2015 to 2025 rather than for the whole Plan period. On this basis the assessment suggests that no new Gypsy and Traveller sites will be needed to 2025. However, the need for Gypsies and Traveller sites should be reassessed as a priority in 2020 when the situation has stabilised.

54. An assessment of the need for new plots and sites for Travelling Showpeople has been carried out for the whole of the plan period in the Travellers Site Needs Assessment, in discussion with families on existing sites. This concluded that no new plots and sites will be needed for Travelling Showpeople over the Plan period to 2030.

Strategic Housing Market Assessment (SHMA)

55. The 2013 County Durham Strategic Housing Market Assessment update has been prepared to update the 2012 SHMA. The 2013 SHMA update has rebased the household survey carried out as part of the 2012 SHMA

using 2011 census data relating to tenure and age profile of heads of household. The 2013 SHMA also refreshes a range of secondary data and updates information on future population and households following the release of 2011-interim population and household projection data by the Office for National Statistics and Department for Central and Local Government. The Study also uses; the results of a major household survey (completed by 6,216 households, representing a 17.8% response rate); interviews with stakeholders; and a review of existing data. The Study also includes; housing market and economic drivers; demographic drivers; and assesses affordable housing requirements where it is showing an annual net shortfall of 674.

56. The SHMA also provides evidence to support policies for executive housing, housing for older people and housing type and mix.

Population and Housing Projections

57. During the two previous rounds of consultation on the County Durham Plan, population, housing and employment forecasts were set out based upon a range of published data and in-house modelling. Since then some 2011 Census data has been released and we have therefore updated its population, household and employment forecasts using the latest demographic evidence.
58. The baseline population projections show that the population of the County is due to increase by 47,700 over the Plan period 2011-2030 (from 513,000 to 560,700) and that the baseline number of households required to meet need is 22,498 over the same period. These forecasts are based upon 2011 Census data and CLG's 2011 household formation rates. When CLG's 2008 household formation rates are applied to the baseline scenario, the number of households required to meet need rises to 29,633. CLG's 2011-based rates were calibrated after a period of unprecedented economic change and stagnation in the housing market whilst the 2008-based rates were based upon data collected in a time period at a high point in the economic cycle.
59. To accompany the population and household forecasts we have also developed a number of employment led household forecasts which assess the demographic and housing implications of potential changes to underlying rates of economic activity. This relates to our objective of achieving a higher employment rate by increasing residents in employment and increasing future opportunities for employment by investing in skills and attracting higher skilled workers to locate here as part of the step change in the labour market. The baseline projection shows quite starkly that in the event that the economy of County Durham does not receive any positive impacts or developments (people or business based) over the next nineteen years then there will be 3,266 fewer jobs needed in the County by 2030.

60. Three principal sets of scenarios were developed using the 2011 and the 2008 household formation rates and a mid-range set of forecasts between the two. The scenarios measure the relationship between the number of jobs in County Durham and the wider regional labour market, the size of County Durham's labour force and the size of the resident population. In the event that there is an imbalance between either the size of the labour force or the number of jobs and the resident population, then migration is needed to redress the imbalance. A higher level of net in-migration will occur if there is insufficient population to meet labour force or jobs targets. A higher level of out-migration will occur if the population is too high relative to labour force or jobs targets.
61. The employment led scenarios test the impact of an increase in the jobs available for County Durham residents both within County Durham and the wider regional labour market. The chosen scenario based on the preferred employment rate target would require an increase of population off 11.2% compared to the baseline population growth of 9.3%. This population increase would help address the considerable challenges that County Durham is facing in terms of maintaining the size of its existing labour force and increasing its levels of economic activity. This in-migration would not displace opportunities for residents but would rather support economic growth and increase the prospects for resident employment at all levels of the labour market in the short and long term.

County Durham Retail and Town Centre Needs Study

62. An update of the 2009 Retail and Town Centre Needs Study was undertaken to provide a sound basis on which to progress the Plan and where necessary specifically allocate sites for retail development. The report provides details of retail trends and a health check assessment of centres within the County. The report provides a quantitative assessment of retail needs for each main centre.
63. The Study identified sufficient unmet need in Durham City, Crook and Ferryhill requiring a specific allocation. Where a retail need was not identified it should be understood that this does not necessary preclude retail developments coming forward through planning applications, subject to a scheme meeting the usual planning requirements. The Study also forms the basis of a policy which requires new retail proposals over specified sizes to satisfy an impact test to ensure they do not have an unacceptable impact on existing centres.
64. The study further identified retail needs for the strategic housing sites that the County Durham Plan allocates. These will be reflected in the SPD and master planning where applicable.

Joint Local Aggregate Assessment

65. In order to accord with the National Planning Policy Framework (NPPF) a Joint Local Aggregate Assessment has been prepared in conjunction with

neighbouring Council's in the NE LEP area including those in Northumberland and in Tyne and Wear, thereby helping to fulfil the Duty to Cooperate. The primary purpose of an LAA is to provide the evidence base on which to base decisions on the scale, and geographical distribution of future aggregates production (crushed rock and sand and gravel).

66. The Joint LAA uses NPPF methodology and sets out an approach for future provision based upon 10 year sales averages for crushed rock and sand and gravel for all 3 sub-regions in the NE LEP area. For County Durham it requires that provision is made for 3,036,700 tonnes of crushed rock per annum and 270,600 tonnes of sand and gravel per annum. The joint LAA sets out what this means for County Durham, taking into account permitted reserves of 136.7 million tonnes of crushed rock and 4.6 million tonnes of sand and gravel on 31 December 2011.

Other Evidence

67. In addition to those above there are other evidence documents which, although taken into account in the preparation of the Pre-Submission Draft need finalising and will therefore be taken to October Cabinet for Member's agreement. These are:
 - Strategic Housing Land Availability Assessment;
 - Low Level Radioactive Waste Study;
 - Affordable Housing and CIL Development Viability Study; and
 - Transport Modelling.

Sustainability Appraisal and Habitats Directive

68. Sustainability Appraisal (SA) is a statutory process integrated into the preparation of all aspects of the County Durham Plan. The process measures the potential impacts of the Plan on a range of economic, social and environmental considerations, and includes the requirements of Strategic Environmental Assessment legislation.
69. At the Issues and Options stage, the Plan was subject to a full SA. The results of this exercise were used to inform the preparation of the Policy Directions Consultation Paper and the process was repeated at each stage up to and including the Submission Draft. Where appropriate changes have been made to incorporate SA recommendations. Where the recommendations have not been incorporated into the Plan an explanation is provided.
70. In order to comply with the requirements of the Habitat Regulations a HRA Screening Assessment was undertaken at the Issues and Options and the Preferred Options stage of the Local Plan. The Screening Assessment of the Preferred Options identified areas that would require Appropriate Assessment. The draft Final HRA Report which accompanies this Plan presents the Screening and Appropriate Assessment of its policies and

allocations as well as their cumulative effects. In light of the changes made to policies and allocations, together with proposed mitigation, the draft final HRA report concludes that the County Durham Plan will have no significant impact on identified Natura 2000 sites.

71. The recommendations of the SA and Habitat Regulations have been built into the preparation of the Pre-Submission Draft. The final drafting of the report is now in the process of being completed and the full report will be taken to Cabinet in October for the agreement of Members.

Timescale and Next Steps

72. The Pre-Submission Draft will be published for an eight week formal consultation in October 2013. Following consideration of the Pre-Submission Draft consultation responses and the making of any minor modifications, the Plan will be formally submitted by March 2014 with the Examination in Public to follow in June/July 2014 and finally Adoption by December 2014. The Examination of the CIL Charging Schedule will follow that of the Plan following a two week break.
73. To give us time to collect the necessary evidence a separate Minerals and Waste Allocations document will be prepared. Work will commence following the Examination of the County Durham Plan with adoption expected in 2016. A copy of the proposed timetable is included at Appendix C which will be used to update the Local Development Scheme and published on the Council's website.

Recommendation

74. Members are recommended to:
- i. Agree the County Durham Plan Pre-Submission Draft for Publication and consultation from October 14 to December 6.
 - ii. Agree the Supplementary Planning Documents named in this report for consultation.
 - iii. Agree that any minor modifications to the above documents following Cabinet agreement and before consultation begins can be agreed by the Director of Regeneration and Economic Development in consultation with the Portfolio Holder for Regeneration and Economic Development.
 - iv. Agree the approach to updating the IDP outlined in paragraph 40 of this report.
 - v. Agree the timetable as set out in Appendix C.
 - vi. Endorse the updated evidence base including the
 - Travellers Site Needs Assessment
 - Strategic Housing Market Assessment
 - Population and Household Projections
 - County Durham Retail and Town Centre Needs Study
 - Joint Local Aggregate Assessment

Background Papers:

County Durham Local Plan – Pre-Submission Draft (2013)
County Durham Local Plan – Preferred Options (2012)
County Durham Local Plan – Policy Directions (2011)
County Durham Local Plan – Issues and Options (2010)
County Durham Local Plan – Issues Paper (2009)
National Planning Policy Framework (CLG, March 2012)
County Durham Local Development Scheme (June 2012)
County Durham Statement of Community Involvement (June 2012)
The Sustainability Appraisal of the Plan (2013);
Habitat Regulations Assessment (2013);
Rural Proofing Baseline Report (2012);
Defining Economic Growth in the County Durham Plan (2012);
Retail and Town Centre Uses Study (2010 and 2013);
Open Space, Sport and Recreation Needs Assessment (2010);
Playing Pitch Study (2011);
Strategic Flood Risk Assessment (2010);
The Economic Case for the County Durham Plan (2012);
County Durham Settlement Study (2012);
County Durham Employment Land Review (2012);
Transport Modelling for County Durham Plan (2011/12 and 2013);
AECOM Durham Relief Road Studies: Western and Northern Route (2011);
Strategic Housing Land Availability Assessment (2013);
Strategic Housing Market Assessment (2013);
Strategic Employment Sites Study (2012);
County Durham Green Infrastructure Strategy (2012); and
Durham City Green Belt Assessment Phases 1, 2 and 3;

Contact: Mike Allum Tel: 03000261906

Appendix 1: Implications

Finance –

The Regeneration Statement and the County Durham Plan outline the approach for investment which includes Durham County's council's capital programme.

The Examination in Public will could cost up to £400000, including the costs of the Planning Inspector, legal advice and the employment of a Programme Officer and possibly an assistant. Provision has been made in the Planning and Asset reserve to cover this cost.

Staffing –

The Spatial Policy Team's work programme will reflect the requirements of the CDP Project Plan.

Risk –

A risk assessment has been completed and three reportable risks has been identified, details of which are attached in Appendix A.

Equality and Diversity / Public Sector Equality Duty –

Equality and Diversity has been an integral part of policy development in the County Durham Plan. The vision as outlined in the Regeneration Statement is to *shape a County Durham where people want to live, work, invest and visit and enable our residents and businesses to achieve and maximise their potential* – this will have a positive effect on all residents, employees and visitors. Detailed Equality Impact Assessments have been and will be carried out for individual strategies or projects.

Accommodation –

None.

Crime and Disorder –

None.

Human Rights –

None.

Consultation –

The timings of consultation is included in the Local Development Scheme. Significant consultation will be undertaken in October to December 2013 and on other occasions during plan preparation.

Procurement –

None.

Disability Issues –

None.

Legal Implications –

Legal opinion has been sought from the Council's in-house legal team and all the policies in the plan. Advice has also been received from external legal specialists on particularly complex topics, such as the funding of the relief roads.

APPENDIX A
Reportable Risks

Risks associated with agreeing the decision.			
Risk Description	Potential Impact	Measures to mitigate the risk (if not already in place state implantation date)	Risk Owner
Public dissatisfaction to the proposed strategic plans being centred mainly around Durham City.	Reputational damage.	Ongoing consultation with the public in all areas of the County communicating the full County Plan not just focussing on the area itself. Modifications to the plan have been made in response to public opinion. Formally responded to every representation made.	Ian Thompspon
Opposition to the alterations to the Green Belt.	Reputational damage. Legal challenges. Increased costs. If opposition successful CDP would have to be re-written.	Ongoing consultation with the public providing in depth information about the proposals for altering the green belt. Studies completed to identify the most sensitive areas. Complete transparency of proposals has been maintained. Considered alternative approaches.	Ian Thompson
Risks associated with not agreeing the decision.			
Delay in the social, economic and environmental regeneration	1. Inability to attract inward investment, employment; housing development etc. 2. Local economy will suffer. 3. Social inequalities may increase. 4. Public dissatisfaction. 5. Reputational damage.		Ian Thompson

Appendix B

Table 1 - Sites from Preferred Options No Longer Allocated in the Pre-Submission Draft

Delivery Area	Settlement	Site Name	PO Ref	Status
Central	Durham City	Potters Bank	HA/10	Commitment
Central	Durham City	Aykley Heads	HA/12	Commitment
Central	Durham City	Mount Oswald	HA/8	Commitment
Central	Durham City	Sniperley Park and Ride	HA/13	
Central	Brandon	Brandon Lane	HA/3	
Central	Lanchester	Cadger Bank	HA/17	
Central	Langley Moor	Langley Hall Farm	HA/18	Commitment
Central	Langley Park	East of Langley Park	HA/19	Commitment
Central	Meadowfield	Browney Lane	HA/20	Commitment
North	Chester le Street	North of Conyers Avenue	HA/55	
North	Chester-le-Street	Picktree Lane	HA/54	
North	Consett	Gloucester Road	HA/57	
North	Consett	Victory Yard	HA/58	
North	Consett	South of Berry Edge Farm	HA/60	
North	Stanley	Middles Farm and South Moor Hospital	HA/72	Commitment
North	Stanley	Humber Hill	HA/73	
North	Stanley	Shield Row	HA/74	
North	Stanley	Pea Road	HA/76	
North	Annfield Plain	Greencroft School	HA/48	
North	Annfield Plain	Shield Row Lane	HA/49	Commitment
North	Annfield Plain	Kyo Road	HA/50	
North	Great Lumley	Scorer's Lane	HA/68	
North	Pelton	Brackenbeds Lane	HA/69	
North	Sacrison	East of Davison Terrace	HA/21	

South	Bishop Auckland	Brack's Farm	HA/80	Commitment
South	Bishop Auckland	Woodhouse Close Estate	HA/82	
South	Bishop Auckland	Cheesmond Avenue	HA/83	
South	Bishop Auckland	Auckland Park	HA/84	Commitment
South	Bishop Auckland	Walker Drive, former cemex plant	HA/87	Commitment
South	Bishop Auckland	South and West of Football Ground	HA/88	
South	Shildon	North of Fulton Court	HA/101	
South	Shildon	All Saints and Land Adjacent to All Saints	HA/102	Commitment
South	Trimdon Grange	Rose Street	HA/103	
South	Willington	Opposite West Road	HA/104	
East	Peterlee	ITEC	HA/33	Commitment
East	Peterlee	Low Hills	HA/35	Commitment
East	Seaham	Seaham Leisure Centre	HA/38	
East	Seaham	New Drive	HA/41	
East	Easington Colliery	Glenhurst Farm	HA/25	
East	Shotton Colliery	South of Front Street and East of Windsor Place	HA/42	
East	Shotton Colliery	Land behind Burns Terrace & Swan Castle Farm	HA/43	
East	Station Town	Rodridge Street	HA/44	
East	Wingate	South of Wellfield Road	HA/47	
West	Barnard Castle	North of Darlington Road (High Riggs)	HA/105	Commitment
West	Barnard Castle	Land South of HM Young Offender Instituion	HA/110	
West	Barnard Castle	West of Startforth Morritt Memorial School	HA/111	
West	Cockfield	West of Meadow Croft	HA/112	
West	Cockfield	South of Meadow Croft	HA/113	
West	Gainford	Neville Close	HA/114	
West	Middleton-in-Teesdale	South of Pennine Cottage	HA/115	
West	Wolsingham	Wolsingham Steelworks	HA/116	Commitment

Table 2 - Sites from Preferred Options still Allocated in the Pre-Submission Draft

Delivery Area	Settlement	Site Name	Submission Ref	PO Ref	Status
Central	Durham City	Durham Johnston School (Whinney Hill)	H/4	HA/9	Allocation
Central	Durham City	Former Stonebridge Dairy	H/6	HA/11	Allocation
Central	Durham City	Willowtree Avenue	H/9	HA/14	Allocation
Central	Durham City	North of Arnison	H/2	HA/15	Allocation
Central	Durham City	Sherburn Road	H/3	HA/16	Allocation
Central	Bearpark	North of Cook Avenue	H/15	HA/1	Allocation
Central	Brandon	East of Brandon Football Club	H/10	HA/2	Allocation
Central	Burnhope	Greenwood Avenue	H/16	HA/4	Allocation
Central	Countryside	Sniperley Park	H/1	HA/5	Allocation
Central	Coxhoe	West of Grange Farm	H/12	HA/6	Allocation
Central	Coxhoe	Bogma Hall Farm	H/11	HA/7	Allocation
Central	Ushaw Moor	North of Ladysmith Terrace	H/14	HA/24	Allocation
North	Burnopfield	Syke Road	H/35	HA/78	Allocation
North	Chester-le-Street	Civic Centre	H/18	HA/51	Allocation
North	Chester-le-Street	North of Hermitage Comprehensive	H/20	HA/52	Allocation
North	Chester-le-Street	BOC Site	H/17	HA/53	Allocation
North	Consett	Adjoining Former English Martyrs	H/23	HA/56	Allocation
North	Consett	South of Knitsley Lane	H/28	HA/59	Allocation
North	Consett	Blackfyne Community Sports College	H/21	HA/62	Allocation
North	Consett	Genesis Site	H/24	HA/63	Allocation
North	Consett	Castleside Reservoir	H/22	HA/64	Allocation
North	Consett	Moorside Comprehensive School	H/25	HA/65	Allocation
North	Consett	Rosedale Avenue	H/27	HA/66	Allocation
North	Consett	Muirfield Close	H/26	HA/67	Allocation
North	Stanley	Stanley School of Technology	H/30	HA/71	Allocation

North	Stanley	Oxhill Farm	H/29	HA/75	Allocation
North	Pelton	Rear of Elm Ave	H/31	HA/70	Allocation
North	Sacriston	Lingey House Farm North	H/32	HA/22	Allocation
North	Sacriston	West House Farm	H/33	HA/23	Allocation
North	Urpeth	Brooms Public House	H/39	HA/77	Allocation
South	Bishop Auckland	East of Brack's Way	H/42	HA/79	Allocation
South	Bishop Auckland	Former Chamberlain Phipps	H/43	HA/81	Allocation
South	Bishop Auckland	Canney Hill	H/41	HA/85	Allocation
South	Bishop Auckland	Woodhouses Farm	H/40	HA/86	Allocation
South	Chilton	West Chilton Farm	H/54	HA/89	Allocation
South	Crook	Rear of High West Road	H/44	HA/90	Allocation
South	Crook	West of Crook Primary School	H/45	HA/91	Allocation
South	Ferryhill	South of Dean Road	H/55	HA/92	Allocation
South	Newton Aycliffe	Site N - Cobblers Hall	H/51	HA/93	Allocation
South	Newton Aycliffe	Site O - Cobblers Hall	H/52	HA/94	Allocation
South	Newton Aycliffe	South of Agnew Plantation	H/47	HA/95	Allocation
South	Newton Aycliffe	Woodham Community College	H/53	HA/96	Allocation
South	Newton Aycliffe	Congreve Terrace	H/48	HA/97	Allocation
South	Newton Aycliffe	Eldon Whins	H/49	HA/98	Allocation
South	Newton Aycliffe	Low Copelaw	H/46	HA/99	Allocation
South	Newton Aycliffe	Land North of Travellers' Green	H/50	HA/117	Allocation
South	Sedgefield	South of Eden Drive	H/57	HA/100	Allocation
East	Easington Village	Former Council Offices	H/71	HA/26	Allocation
East	Peterlee	Adjacent Shotton School	H/60	HA/28	Allocation
East	Peterlee	Dene House School	H/61	HA/30	Allocation
East	Peterlee	South of Edenhill Community Centre	H/63	HA/31	Allocation
East	Peterlee	North Blunts	H/62	HA/32	Allocation

East	Peterlee	North East Industrial Estate	H/59	HA/34	Allocation
East	Peterlee	South of Passfield Way	H/64	HA/29	Allocation
East	Seaham	Lawnside	H/67	HA/37	Allocation
East	Seaham	Seaham School	H/70	HA/40	Allocation
East	Seaham	Land North of Portland Ave	H/66	HA/39	Allocation
East	Seaham	Seaham Colliery Site	H/69	HA/36	Allocation
East	Thornley	Dunelm Stables	H/75	HA/45	Allocation
East	Thornley	North of Hartlepool Street	H/76	HA/46	Allocation
West	Barnard Castle	Rear of High Riggs	H/81	HA/106	Allocation
West	Barnard Castle	South of Green Lane	H/82	HA/107	Allocation
West	Barnard Castle	Auction Mart	H/78	HA/108	Allocation
West	Barnard Castle	Groves Works	H/80	HA/109	Allocation

Table 3 – New Sites Allocated in the Pre-Submission Draft

Delivery Area	Settlement	Site Name	Submission Ref	Status
Central	Durham City	Northern Quarter	H/5	Allocation
Central	Durham City	Merryoaks	H/8	Allocation
Central	Framwellgate Moor	Framwellgate Fire and Rescue HQ	H/7	Allocation
Central	Sherburn	East of Mill Lane	H/13	Allocation
North	Chester-le-Street	South of Drum	H/19	Allocation
North	Sacrison	East of Dene Crescent	H/34	Allocation
North	Dipton	Bone Lane	H/36	Allocation
North	Fencehouses	West of Woodstone Village	H/37	Allocation
North	Great Lumley	Scott Court	H/38	Allocation
South	Ferryhill	West of Newcomen Street	H/56	Allocation
South	Fishburn	Fishburn Hall Farm	H/58	Allocation
East	Wheatley Hill	West Bevan Crescent	H/77	Allocation
East	Easington	West of Petwell Crescent	H/73	Allocation
East	Easington	West of Fennel Grove	H/72	Allocation
East	Seaham	East of Milton Close	H/65	Allocation
East	Seaham	Parkside	H/68	Allocation
East	Wingate	East of Martindale Walk	H/74	Allocation
West	Barnard Castle	North of Bowes Road	H/79	Allocation
West	Middleton in Teesdale	East of Leekworth Gardens	H/84	Allocation
West	Middleton in Teesdale	Rear of Bridge Inn	H/83	Allocation

