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Foreword

We are experiencing one of the worst economic recessions in a generation which is impacting on all of our communities. It is at times like this where we need to come up with innovative and ambitious plans to ensure that, despite the current circumstances, we maximise the opportunities and possibilities that exist and create the blueprint for a positive and vibrant future.

What business and industry clearly require is long term opportunity and certainty and I believe this is what the County Durham Plan provides. Built on solid research and evidence the Plan clearly identifies a strategy which will improve our economic opportunities by identifying sites which will attract new investment to the area.

Business have told us that they need to be close to the A1 and A19 corridors as key routes providing excellent links to our neighbouring conurbations as well as to the rest of the country. We want to maximise the opportunity presented by Hitachi's investment in Newton Aycliffe, keeping as much of the benefits and the supply chain within the County as possible; we need to take advantage of the locational benefits and potential offered by Durham City, we also want to ensure that the role and function of our other towns such as Bishop Auckland, Consett and Barnard Castle are maximised. The Plan also supports indigenous businesses and entrepreneurs through the roll out of broadband and ensuring that a range of suitable employment sites are available across the County.

In terms of housing we need to continue to improve the quality and choice for our residents, ensuring that it meets the specific needs of our communities. We seek to do this in the most sustainable way, building on brownfield land where possible whilst supporting economic growth and ensuring we have houses in the right locations to support jobs as well as helping to support services in towns and villages.

The supporting Infrastructure Delivery Plan identifies key elements that

are needed to support delivery. As well as schools, health and social provision the Plan identifies the need for investment in the road infrastructure. Whilst in isolation this can be seen as controversial the new roads will bring real benefits in terms of job creation and relieving congestion at key locations. It should also be viewed in a wider context of improving public transport and increasing opportunities for walking and cycling.

Finally the County has a unique environment and has developed a reputation for its quality of place. The County's diverse landscape is a major asset which we need to continue to improve and enhance, our coast has won UK Landscape of the Year, Durham Cathedral, as part of the World Heritage Site, was recently voted the nation's favourite building, we have two wonderful Dales making up part of the North Pennines AONB as well as many acres of forests, meadows and parks.

I am therefore extremely pleased to support the County Durham Plan, which offers significant hope to our young people in finding jobs and homes, promotes sustainability throughout the County, supports the needs of our ageing population and will continue to enhance the environment and improve the quality of life for existing and future residents.

Councillor Neil Foster, Portfolio Holder for Regeneration and Economic Development



1 Introduction

1.1 Welcome to the County Durham Plan, one of the first new look Local Plans to be developed in England. A Local Plan seeks to guide the future development of a place to improve the lives of its existing and future residents. We therefore need a Plan that meets the differing needs of our communities. The County has seen some successful regeneration in the past but our overall economy is the weakest in the north-east, itself the poorest performing economy in England. To address this the Plan puts County Durham forward as a place of choice, promotes its quality of life, fantastic environment, flexible and skilled workforce and accessible and well located towns and business destinations. It also seeks to set the policy framework until 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 and new infrastructure to accommodate the growth needed to achieve this ambition.

1.2 The Plan identifies the quantity and location of new development across the city, towns and villages of County Durham and the detailed planning policies that will be used to determine planning applications. It also sets out the measures required of Durham County Council and other key service providers and stakeholders to successfully achieve the ambitions of the Plan. We acknowledge that the Plan is ambitious but we also believe that it is deliverable and can build on the strengths of the area, growing on a solid foundation of current employment opportunities.

1.3 The following sections in the introduction set out the context as to how the Plan has and will develop, how it fits into the national context, how we have evidenced our approach, how we have engaged with neighbouring Councils, and importantly, how we will continue to involve residents, business and stakeholders as the Plan nears Adoption. We will also seek to ensure that this is not a Plan that will sit on a shelf but one

that can drive forward the County so that it is in a stronger economic position by 2030.

The Localism Act and the National Planning Policy Framework

1.4 The Plan has been prepared at 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 is a much more streamlined document replacing the previous Planning Policy Guidance Notes and Statements. The County Durham Plan embraces the requirements of these changes.

The Localism Act- Local Plans and Neighbourhood Planning

1.5 The Localism Act (2011) retains the idea of a two tier Development Plan providing coverage over different geographical areas, but rather than having a regional plan for the North-East (Regional Spatial Strategy) with a Local Development Framework for County Durham as the Development Plan, the Act abolishes the regional level plan, replaces the Local Development Framework with a Local Plan and introduces the concept of Neighbourhood Planning. The Development Plan will therefore now comprise the County Durham Plan (i.e. this Local Plan), together with a Minerals and Waste Policies and Allocations document) and Neighbourhood Planning (the Act introduced Neighbourhood Plans, Neighbourhood Development Orders and Community Right to Build Orders under the Neighbourhood Planning heading) prepared by local communities.

1.6 Now that the Regional Spatial Strategy has been abolished the Localism Act has introduced a 'Duty to Co-operate', requiring the Council to work with neighbouring authorities on cross boundary planning issues and issues of common concern. A statement setting out how the Council has met this obligation has been prepared and accompanies this document.

The National Planning Policy Framework

1.7 The National Planning Policy Framework (NPPF) (2012) states that each local authority should produce a Local Plan for its area which can be reviewed in whole or in part. Additional planning documents should only be used where justified⁽ⁱ⁾. This is different from the previous Local Development Framework system with its suite of documents with an overarching Core Strategy. It does however, reiterate that planning should be genuinely 'plan led' when determining planning applications.

1.8 The inclusion in the NPPF of the presumption in favour of sustainable development, particularly in the absence of a comprehensive up to date development plan, could challenge the Council's ambition for a clear coherent development strategy. A Core Strategy on its own, as had been the initial approach of the Council prior to the Localism Act, would only provide part of the answer to this challenge. We have, therefore, decided that the inclusion of housing, employment, retail and strategic minerals allocations and development management policies in a new style Local Plan is the most sensible response. As the general thrust of the Plan reflects the key elements of the NPPF and given the extensive consultation that was undertaken, the Core Strategy was converted to a Local Plan at the previous Preferred Options stage. This Submission version of the Local Plan refines the approach and seeks to incorporate appropriate amendments in response to representations made to the consultation on the Preferred Options document. This not only meets the challenge set by government, it also offers a more effective and timely approach to stimulating economic growth.

Welfare Reform

1.9 There have been a number of significant and recent changes to the

welfare system through the Government's Welfare Reform. The implications of these changes have been considered during the preparation of this Plan and particularly the potential impacts upon housing. Changes to housing benefit and other benefits/tax credits could impact on incomes and result in increased pressure on social housing. It is estimated that nationally 670,000 social tenants will be affected by the proposed measure for social housing in 2013 and that Housing Benefit losses for these households will average at £13 per week⁽ⁱⁱ⁾.

1.10 The main household groups affected by the changes are singles and couples resulting in less demand for 3 bedroom properties and increased demand for 1/2 bedroom properties within the affordable rented sector. In implementing the policies in this Plan, notably those around housing need, the Council has sought to take such changes into account.

Neighbourhood Plans

1.11 Neighbourhood plans are prepared by town or parish councils, or in un-parished areas by Neighbourhood Forums. They allow communities to develop a vision of what their area should be like and make decisions on where certain types of development should be located. They go through a formal preparation process and when completed form part of the Development Plan. The Government has made it clear that neighbourhood plans are about facilitating development, not stopping it. The Council has an obligation to support neighbourhoods preparing plans and we will support their delivery by:

- Identifying and agreeing suitable areas to be covered;
- In un-parished areas, agreeing the formation of an appropriate Neighbourhood Forum;

i A subsequent Minerals and Waste Policies and Allocations document is to be prepared, as described above, in order to provide the full complement of minerals and waste specific policies which are necessary for a major mineral producing County such as County Durham.

ii Source: Department of Work and Pensions

- Considering the scope and content;
- Supporting the preparation of appropriate evidence;
- Consider the need for Sustainability Appraisal and Habitat Regulations Assessment;
- Helping arrange the Examination in Public; and
- Organising a local referendum and adoption.

1.12 The Council will work with local communities that wish to develop a neighbourhood plan and will encourage discussion of the breadth and scope of their plans at the earliest opportunity. The allocations within the County Durham Plan ensure that there is sufficient land across the city, towns and larger villages of County Durham to deliver a supply of housing land that is available for development. However, we acknowledge that some communities may wish to identify additional sites for development. The approach we have taken in the Plan ensures sufficient flexibility to enable this to happen.

1.13 National guidance makes it clear that neighbourhood plans must accord with the 'strategic' policies of the Plan. For the purposes of neighbourhood plan preparation the policies of this Plan considered to be strategic are listed at Appendix ■. In adopting neighbourhood planning documents we will also expect them to be supported by robust evidence, be deliverable and supported by a majority of the community.

1.14 Neighbourhood plans may generate a need for infrastructure, over and above those identified in the Plan. We will support communities in identifying these requirements and specific projects that may be funded through the Community Infrastructure Levy (CIL). The CIL is expected to generate income from new development but it is likely that the total cost of these projects may exceed the level of resources available. We will

therefore establish local arrangements, including the 14 Area Action Partnerships, to identify priority projects on an annual basis. For more detail see Policy 5 (Developer Contributions).

Developing the Local Plan

1.15 Initially working to the requirements of the Planning and Compulsory Purchase Act 2004, the preparation of the Plan has focused on the development of a 'Core Strategy' including strategic policies to define the quantity and distribution of new development across the County and identify strategic development sites essential to the delivery of the Plan as a whole. These strategic sites include sustainable extensions to existing towns and major employment allocations essential for the creation of new jobs. The approach was modified at the Preferred Options stage, taking the opportunity to develop a Local Plan as recommended by the NPPF. This opportunity has made it possible for us to adopt an innovative approach to plan preparation, to both accelerate the detail of the Plan and to provide greater certainty for developers and communities.

1.16 Whilst the County Durham Plan still provides a new framework for development up to 2030, it now includes a comprehensive range of policies to determine planning applications as well as identifying strategic development sites essential to the delivery of the Plan and other non-strategic allocations. This revised approach will ensure that the Plan will be finalised at the earliest possible opportunity, and that deliverable development sites will be available across the County to deliver the Plan as soon as it is adopted. It also considers each and every community in defining a sustainable future for our residents.

1.17 An additional document, the Minerals and Waste Policies and Allocations Document will be prepared to complement the minerals and waste policies of the Local Plan (see chapter 10 and Appendix ■). 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 and make an appropriate contribution, if necessary, to wider regional and national needs for mineral supply. Once adopted the policies and provisions of the Minerals and Waste Policies and Allocations document will replace any remaining saved policies of the County Durham Minerals Local Plan (December 2000) and the saved policies of the County Durham Waste Local Plan (April 2005).

1.18 The Plan identifies a clear strategy for County Durham centred upon the ambition to make sure that the County's economy is strong and able to generate employment opportunities and high quality jobs. To achieve this, the Plan deals with the difficult decisions required to ensure that the Plan can be delivered across all communities and settlements in County Durham. Active community involvement at each key stage of plan preparation has helped to mould the Plan and previous consultation responses can be viewed at:

<http://durhamcc-consult.limehouse.co.uk/portal/planning/>

Cross Boundary Working - The Duty to Cooperate

1.19 One of the changes brought about by the Localism Act is the introduction of the Duty to Co-operate with neighbouring authorities when preparing plans. County Durham borders a number of County, District and Unitary Councils and a National Park Planning Authority and we have greater interaction with some more than others. The Council has taken its responsibility very seriously on this matter and has created protocols with appropriate groups of authorities to ensure that the correct liaison takes place. Regular liaison meetings have been held with neighbouring Councils to inform plan preparation at each key stage of its development and to ensure that issues of common concern continue to be taken into account as the Plan evolves. Notably, the Council has developed working

groups with the Tyne and Wear authorities and also those in Tees Valley, where we have our closest interaction. We also have less formal arrangements with authorities in North Yorkshire and Cumbria where the links are less strong.

1.20 As an outcome of this co-operation the Plan seeks to recognise the economic, social and environmental linkages with neighbouring areas. Similarly this process will allow County Durham to influence organisations in neighbouring areas to ensure that needs are met across a wide area.

1.21 The Duty also requires us to work closely with other stakeholders such as Natural England, the Highways Agency and Northumbrian Water amongst others. In reality this has only meant formalising what were already close relationships.

Policy Delivery Areas

1.22 In order to discuss issues across an area the size of County Durham with its many different communities, it is useful to break the County down into geographical areas which have similar characteristics. We have therefore identified five Delivery Areas influenced by housing markets, functional economic market areas,⁽ⁱⁱⁱ⁾ retail catchment areas^(iv) and landscape.

1.23 Although these Delivery Areas have defined boundaries this is mainly for monitoring purposes. In reality, the boundaries between these areas are not distinct and in some cases overlap as many issues are not physically discrete. The general extent of the five Delivery Areas is shown below. **ADD UPDATED MAP**

iii Identified in the Functional Economic Market Areas in County Durham (2010). This document can be downloaded here: <http://content.durham.gov.uk/PDFRepository/MappingCountyDurhamFEAsFinalReport.pdf>

iv Identified in the Retail and Town Centre Uses Study (2010). This document can be downloaded here: <http://content.durham.gov.uk/PDFRepository/RetailAndTownCentreUsesStudy.pdf>

Supporting Documents and Evidence Base

1.24 The County Durham Plan is accompanied by a number of other documents, some of which are essential to the delivery of the Plan.

1.25 The Infrastructure Delivery Plan identifies the strategic and local infrastructure necessary to deliver the development proposals in the County Durham Plan. New development is often dependent on the delivery of essential infrastructure including flood prevention, transport improvements and sewage treatment works. Similarly, the development of new sustainable communities requires the provision of health, education and community facilities as well as access to jobs, to create sustainable communities for the future. The Infrastructure Delivery Plan will be constantly reviewed and updated throughout the lifetime of the Plan to identify and ensure the timely delivery of essential infrastructure.

1.26 The Charging Schedule for the Community Infrastructure Levy (CIL) sets the appropriate financial levy to be applied to new development, to fund the delivery of the new infrastructure identified in the Infrastructure Delivery Plan. The funds received, via the CIL, will supplement the capital development programmes of infrastructure providers to deliver the required infrastructure capacity. The CIL charges are based on a detailed assessment of market conditions and viability considerations to ensure that the charge is appropriate and will not stifle development. [REDACTED] different rates of CIL are proposed across the County reflecting the different land values and local markets. The Charging Schedule reflects the difficult market conditions in the UK at this time, but as market conditions change, the Charging Schedule will be reviewed to reflect the changing viability of development.

1.27 A number of Supplementary Planning Documents (SPD) also accompany the Plan and give more detail on most of the Strategic Allocations that will deliver the Spatial Approach. These are listed below:

- Aykley Heads SPD;
- Sniperley Park SPD;
- North of Arnison SPD;
- Sherburn Road SPD;
- Low Copelaw (Newton Aycliffe) SPD;
- North East Industrial Estate (Peterlee) SPD;
- West High Road (Crook) SPD;
- Woodhouses Farm (Bishop Auckland) SPD.
- Lambton Park Estate SPD; and
- Auckland Castle.

1.28 These documents are available for you to view or make comments on the County Durham Plan Consultation Pages at: <http://durhamcc-consult.limehouse.co.uk/portal/planning/>.

1.29 There are also a number of other supporting documents and evidence papers that have contributed to the preparation of the Plan. Although not specifically out for consultation they can, of course, be commented on as part of any response to the relevant part of the Plan. All can be found on the Evidence Base page of the Council's website^(v).

- The Sustainability Appraisal of the Plan (2013);
- Habitat Regulations Assessment (2013);

^v The Council's evidence base web page can be accessed here: <http://www.durham.gov.uk/Pages/Service.aspx?ServiceId=8233>.

- Rural Proofing Baseline Report (2012);
- Defining Economic Growth in the County Durham Plan (2013);
- Retail and Town Centre Uses Study (2013);
- Retail Site Search Evidence Paper (2012);
- Open Space, Sport and Recreation Needs Assessment (2010);
- Strategic Flood Risk Assessment (2010);
- Green Belt Report Scoping Report (2010), Stage 2 (2011) and Stage 3 (2012);
- Non-Strategic Green Belt Modification evidence paper (2013);
- County Durham Settlement Study (2012);
- Executive Housing Study (2013);
- Strategic Housing Land Availability Assessment (2013);
- Towards a Minerals Delivery Strategy for County Durham (2010);
- Energy Minerals (2010);
- Safeguarding Mineral Resources for the Future (2010);
- New Minerals and Waste Sites in County Durham (2010);
- Towards a Low Carbon Energy Strategy for County Durham (2011);
- Towards a Waste Strategy for County Durham (2011);
- County Durham Employment Land Review (2012);
- Playing Pitch Strategy (2011);
- TIF Transport Modelling (2006/7);
- Transport Modelling for County Durham Plan (2013);
- AECOM Durham Relief Road Study: Western Route (2011);
- AECOM Durham Relief Road Study: Northern Route (2011);
- Water Cycle Study (2012);
- Traveller Needs Assessment (2013);
- Strategic Housing Market Assessment (2013);
- Strategic Employment Sites Study (2012); and
- Employment Land Review (2012).

Census 2011

1.30 On Monday 16th July 2012 the Office for National Statistics released the first results from the 2011 Census which took place on 27th March 2011. These initial statistics comprise the population estimates by age (5 year age groups) and gender down to a local authority level and estimates of the number of households. Key statistics for each local authority and sub-geographies were released later in 2012.

1.31 The 2011 Census population estimate for County Durham was 513,200. The data which underpins the demographic and household projections used in the Plan is based upon a Durham County Council

2012 population estimate of 513,000 which has been modelled using POPGROUP software and CLG housing projections from 2008 and 2012. The Census also showed that County Durham has an ageing population in common with other parts of England and Wales. There was also an unexpected rise in the 15 to 29 age groups.

1.32 The population estimates from the release of the 2011 Census have had an impact upon the population and household projection data which has been developed for the Plan. These changes have been given full consideration in the context of developing population, household and employment forecasts for the Submission Draft of the Plan and more detail is given in Policy 3 (Quantity of Development) and the evidence paper Population, Household and Employment Projections for County Durham 2011-2030^(vi).

Sustainability Appraisal

1.33 Sustainability Appraisal (SA) is a statutory process integrated into the preparation of all aspects of the County Durham Plan. The process predicts the potential impacts of each policy and allocation of the Plan on a range of economic, social and environmental considerations, and includes the requirements of Strategic Environmental Assessment legislation.

1.34 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.

1.35 The detailed SA appraisal has been published in an accompanying document and can be downloaded from the Council's website^(vii).

Habitat Regulation Assessment

1.36 Habitats Regulation Assessment (HRA) is integral to the development of land use plans such as the County Durham Plan as it provides a statutory process^(viii) to assess the potential impact on Natura 2000 sites. Natura 2000 sites are of exceptional importance in respect of rare, endangered or vulnerable natural habitats and species within Europe; they include Special Protection Areas (SPAs) designated under the EU 'Wild Birds' Directive, Special Areas of Conservation (SACs) designated under the EU 'Habitats Directive', and European Marine Sites (EMS). As the Habitats Directive applies the precautionary principle, plans can only be adopted if no adverse impact on the integrity of site(s) in question is proven. To ascertain this a Screening Assessment, followed by an Appropriate Assessment, where necessary, must be undertaken.

1.37 In order to comply with the requirements of the Habitat Regulations a HRA Screening Assessment was undertaken at all stages of Local Plan preparation. The Screening Assessment of the Preferred Options identified areas that would require Appropriate Assessment. The 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 Report concludes that the County Durham Plan will have no significant impact on identified Natura 2000 sites.

vi

vii For more information on Sustainability Appraisal please visit: <http://www.durham.gov.uk/Pages/Service.aspx?ServiceId=8762>.

viii In accordance with Conservation of Habitats and Species Regulations 2010 (<http://www.legislation.gov.uk/uksi/2010/490/contents/made>), which transposes the EU Habitats Directive, (http://ec.europa.eu/environment/nature/legislation/habitatsdirective/index_en.htm).

1.38 The Screening Report and draft Final HRA Report are both available on the Council's website at^(ix). A summary is set out in Appendix R.

Rural Proofing

1.39 Rural proofing aims to ensure that the needs of, and issues affecting, those living and working in rural areas are considered as new planning policies are developed. We have incorporated rural proofing at earlier stages of plan preparation and carried out a high level exercise for the Preferred Options Document, which considered the likely impact of policies and proposals on the rural parts of the County. Rural proofing is not about providing special treatment for rural areas, but rather reflecting the reality that some policies will not necessarily work as effectively in rural areas due to their dispersed population, settlements and economic markets.

1.40 During the preparation of the Pre-Submission Draft the recommendations of the Rural Proofing Baseline Report of the Preferred Options have been considered. Each policy has then been assessed against the criteria set out and included in an updated version of the Report^(x).

Equality Impact Assessment

1.41 Undertaking an Equality Impact Assessment (EQIA) is required by the Equality Act 2010 and it ensures that everything we do promotes equality and allows us to assess any risk of discrimination before introducing new policies. An EQIA was initially undertaken at the Issues and Options stage and has been built into the development of the policies and proposals in the Submission Draft. A further EQIA update will be carried out after the consultation, to ensure that groups have been reached

and their views listened to.

1.42 Sometimes certain groups (such as Gypsies and Travellers or older people) will be treated differently to ensure that they are not unfairly impacted however, this is compatible with promoting equality. We will continue to incorporate the principles of EQIA into all elements of the Plan as it develops.

Health Impact Assessment

1.43 The County Durham Plan plays a key role in shaping the physical environment which can have a significant impact on health and well-being by making it possible for people to make healthier lifestyle choices, improving access to key services and amenities, and creating spaces for social interaction. To embed health considerations in the Plan a multi-disciplinary group, including health professionals, carried out a Health Impact Assessment (HIA).

1.44 The primary aim was to ensure that the Plan fulfils the Council's responsibilities for Health and Wellbeing and reducing health inequalities in both its planning role and other functions. The full report documents the background, the process, the record of the screening, and key recommendations. A key feature of the HIA process was to identify both positive and negative potential impacts on health in order to enhance the positive ones and where possible mitigate harm. The recommendations of the HIA have been incorporated into the policies and proposals of the Submission Draft wherever appropriate.

Monitoring and Implementation

1.45 The monitoring and implementation framework is fundamental to ensuring the achievement of sustainable development across County

ix The Screening Report and draft Final HRA Report are both available on the Council's website at: <http://www.durham.gov.uk/Pages/Service.aspx?ServiceId=8762>

x <http://www.durham.gov.uk/Pages/Service.aspx?ServiceId=8762>

Durham. The County Durham Plan must be flexible in order to respond to changing circumstances. This can only be determined through effective monitoring of the success or otherwise of policies.

1.46 Monitoring activity also enables the identification of any unintended consequences of policies, whether the assumptions and objectives that the policies are based upon are still relevant and if the policy targets are being achieved. In monitoring the progress of the Plan any difficulties in achieving targets can be highlighted and used as a trigger for action, whether that is a revision of the policy, the development of new policies or the wholesale review of the Plan.

1.47 Following the localism agenda and the desire by Central Government to reduce bureaucracy we have greater freedom to establish our own indicators which are appropriate to County Durham. A series of indicators have therefore been identified to assess the relative effectiveness of each policy. These are set out, along with the targets, at the end of each policy. The full monitoring and implementation framework can be found in the appendix document. Where necessary, a target has been set against which the indicators are to be measured, including trigger points for action.

1.48 In order to give a clear indication of the progress of the Plan we will produce an Annual Monitoring Report which will use up to date data to measure the success of our policies.

Stages of Plan Preparation and Next Steps

1.49 Preparation of the County Durham Plan began in 2009, starting with the collection of a comprehensive evidence base (which has been update and augmented as required through the stages of the Plan preparation). We have subsequently published four consultation documents and undertaken extensive public engagement:

- The Core Strategy Issues Paper (October 2009), which following

Local Government Review and the creation of the new unitary council for Durham, identified the issues that the new Plan for the County would need to address;

- The Core Strategy Issues and Options Paper (June 2010), which set out different options for the future development of County Durham; and
- The Core Strategy Policy Directions Paper (May 2011), which identified the Council's preferred spatial strategy and identified options for some of the more detailed aspects of the Plan.
- The Local Plan Preferred Options Document (September 2012), which built on the Core Strategy to become a Local Plan in response to the Localism Act/NPPF, and included the strategic approach, site allocations and policies to determine planning applications.

1.50 We have also been keen to practise continuous engagement throughout the plan preparation process and have continued to attend public meetings and receive comments outside of formal consultation periods. The Preferred Options Document was subject to a formal period of consultation during September and October 2012, with over 110 events, including public exhibitions in many communities, presentations to all of the Council's Area Action Partnerships, visits to schools, presentations to Town and Parish Councils as requested, and presentations to, and events with, the business community. We also utilised the Council's Citizen's Panel and wrote to all residents living near the proposed allocations.

1.51 All of the comments we have received have been used to inform each subsequent stage of the Plan, including the Pre-Submission Draft. As part of the current consultation a Local Plan Preferred Options Statement of Consultation Document has been published. This summarises all responses received to the Preferred Options and sets out a Council Response to each. Once the consultation on the Pre-Submission Draft is

complete the comments received will again be assessed as set out below.

Next Steps

1.52 The Publication of the Pre-Submission Draft for consultation is an advanced stage in the preparation of the Local Plan and the document represents what the Council would consider to be the final Plan. However, following consideration of the consultation responses and the making of any appropriate minor modifications (major changes could require further rounds of consultation), the Plan will be formally submitted to the Secretary of State for Communities and Local Government in the Spring of 2014. The Examination in Public will then follow in the Summer of 2014.

1.53 The Examination in Public will be chaired by an independent Inspector from the Planning Inspectorate and will examine matters where objections to the Plan remain. Following the Examination the Inspector will present a report to the Council, which will then have to consider any recommendations proposed by the Inspector. Once these have been addressed Adoption of the Plan will follow in late 2014.

How do you Get Involved

1.54 The Council's Statement of Community Involvement sets out how the Council will undertake consultation on the County Durham Plan to ensure it reflects the views of stakeholders and the community.



1.55 The publication of the Pre-Submission Draft for consultation is the fifth significant stage for involvement in the development of the Plan. The Plan has been refined as a consequence of feedback received at each previous consultation stage. Our response to every individual comment at the Preferred Options stage is available in the Statement of Consultation on our website^(xi).

1.56 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.

1.57 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

xi <http://www.durham.gov.uk/Pages/Service.aspx?ServiceId=8754>.

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?

1.58 You can send your responses in a number of ways, but we would like to encourage you to submit your views online, via the County Durham Plan consultation pages at:

<http://durhamcc-consult.limehouse.co.uk/portal/planning/>

1.59 This method should save you time and it will allow us to process and consider your comments more quickly. We hope that you will find the website quick and easy to use and will use it as your preferred way to access and comment on documents in the future. Once your comments have been submitted they will be checked and added to the interactive

website where you will also be able to see what comments have been made by others. To protect your privacy, all other information you provide when registering with us will not be open to public view.

1.60 You can also send us your comments by e-mail to:

CDPconsultation@durham.gov.uk

1.61 Alternatively you can send us your comments to our special freepost address (all you need to do is write this one line on an envelope - no other address details are needed):

FREEPOST Spatial Policy

1.62 As well as being available on our website this document is also available to view at all local libraries and Customer Access Points across County Durham. Paper copies of the document and response forms are available on request using the contact details below.

1.63 For enquiries and to request copies of the document, including in an alternative format such as large print, Braille, audio cassette or an alternative language, please call:

0300 026 0000

1.64 You can also download an electronic copy of this report and learn more about the County Durham Plan from our main website:

<http://www.durham.gov.uk/cdp>

1.65 All comments and completed response forms should be received by:

Friday 6th December 2013

2 County Durham Context

2.1 County Durham lies at the heart of the region, with Tees Valley to the south and Tyne and Wear and Northumberland to the north. The County stretches from the North Pennines Area of Outstanding Natural Beauty in the west to the North Sea Heritage Coast in the east and borders Cumbria and North Yorkshire. The County's rural setting and sparse settlement pattern was largely determined by mining and other extraction and processing industries, which means there are a number of challenges that the County Durham Plan must address.

2.2 The County does not exist in isolation and has relationships with adjoining areas and these are reflected, where appropriate, within the Plan. The Council has and continues to be committed to the Duty to Co-operate (as set out in the Introduction) and cross boundary and inter-related issues are addressed, as required. There are particular economic issues in the County which the Plan seeks to address. These are set out in the Economic Challenges section that follows.

2.3 The County's economy is primarily driven by manufacturing and engineering, logistics activities and the public sector. The main economic challenge over the Plan period is to support private sector job growth and enable people to access jobs that are within the County and in neighbouring areas. There are also a number of opportunities. County Durham has some world class economic assets including Durham University, North East Technology Park (NetPark) and multi-national companies such as Thorn Lighting, Glaxo Smith Kline, Caterpillar, Talents and 3M. There is also a wide range of world class local businesses such as EBAC, Elddis, GT Group and Kromek that provide thousands of jobs and have the potential to expand their operations within the County. At the heart of the County, Durham City is a hub of economic and cultural activity with a UNESCO World Heritage Site and symbolises the economic potential of the County.

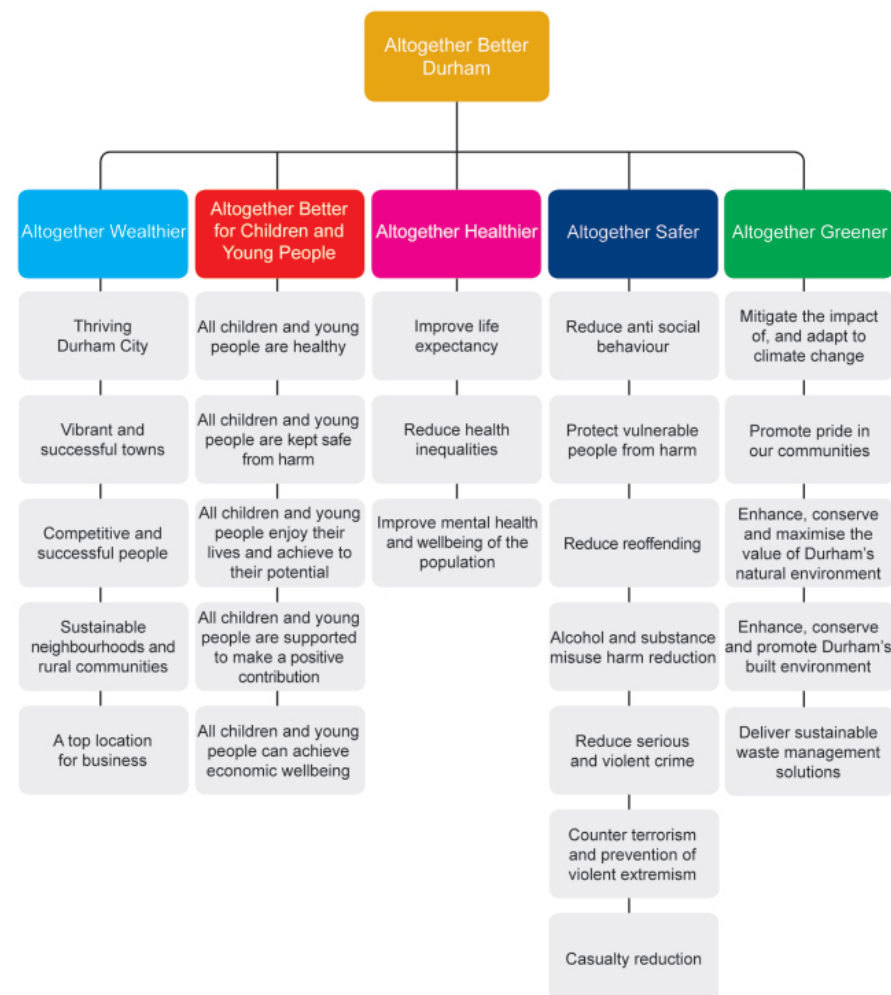
Map 1 County Durham



Strategic Context

2.4 The Sustainable Community Strategy (SCS)^(xii) demonstrates the priorities of communities across County Durham to 2030, and provides a strategic context for the development of the County Durham Plan. The County Durham Plan builds on the SCS to demonstrate how economic, social and environmental priorities will be delivered. The key priorities of the SCS are shown in Figure 1.

Figure 1 Sustainable Community Strategy priorities



xii Details of where you can download the County Durham Sustainable Community Strategy can be found on this web page: <http://www.durham.gov.uk/pages/Service.aspx?ServiceId=720>.

Regeneration Statement

2.5 The County Durham Regeneration Statement^(xiii) underpins the Altogether Wealthier strand of the SCS, focusing on shaping a County Durham where people want to live, work, invest and visit whilst enabling our residents and businesses to achieve their potential. Our ‘Whole-Town’ approach to regeneration is creating places that are attractive, well-designed, and well-managed, with good amenities and transport connections, providing a focal point for business and social interactions. It focuses on tailored solutions for each settlement and business location in the County, shaping the places people live, work and socialise including investment in education and skills, business, housing, public realm and the wider built environment. The five aims of the regeneration statement are:

- **Vibrant and Successful Towns:** Embed a “Whole-Town” approach through coordinated investment in housing, infrastructure, employment, retail, leisure, education and health and improve the Economic Transport Corridors to unlock the potential of our network of major centres.
- **Sustainable Neighbourhoods and Rural Communities:** Establish communities where people can live and want to live by improving the housing offer, supporting equality of access to employment and services and mitigating the impact of welfare reform on our most vulnerable residents.
- **Competitive and Successful People:** Raise the aspirations, participation and attainment of young people; reengage adults with work, moving economically inactive residents into the labour market; and stimulate the demand for higher level skills.

- **A Top Location for Business:** Nurture business creation, development and growth, aligned with key wealth creating sectors, create the right environment for innovation and growth and promote County Durham as an attractive economic location for investment.
- **A Thriving Durham City:** Exploit the City’s potential as a major retail, business and residential centre, academic hub and visitor destination and deliver the cultural and tourism ambitions for the City which will benefit the entire County.

2.6 Building on the momentum generated through an integrated ‘Whole Town’ approach, we are aligning activity and leveraging private sector investment to deliver the aims and objectives outlined in the Regeneration Statement. Building on and investing in the County’s major assets alongside complementary interventions will release the County’s potential for growth and connect areas of growth with deprived places in need of regeneration. By following a planned phased approach across the County, utilising these opportunities we will be able to deliver greater impact for each locality and the whole of the County, using the resources available to us to best effect.

Challenges

2.7 County Durham faces a number of inter-connected challenges that provide the context for interventions that will be brought forward by the plan.

Economic Challenges

2.8 In 2007 County Durham’s employment rate had steadily risen and achieved a level that was close to the national average. Since the 2008 recession the County’s employment rate has fallen substantially so our

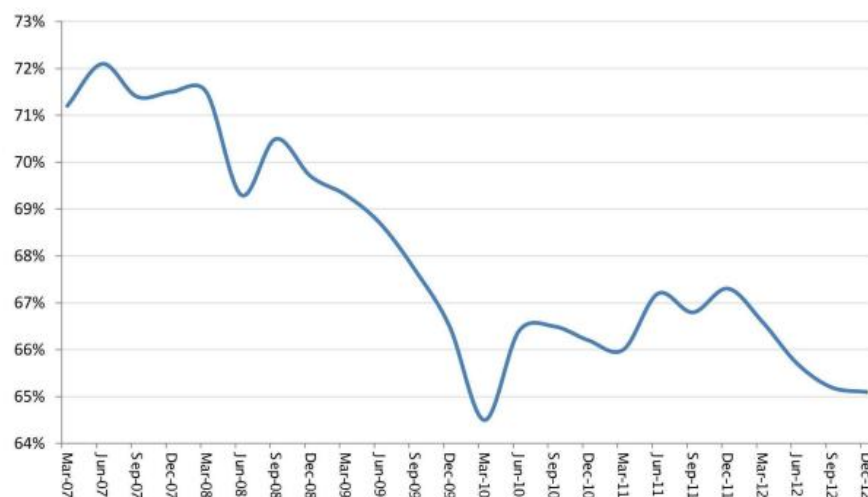
xiii The County Durham Regeneration Statement can be downloaded from this web page: <http://www.durham.gov.uk/pages/Service.aspx?ServiceId=7604>.

principle aim is to achieve and maintain employment at around 73% of the economically active population by the end of the Plan period. This would return employment levels to those achieved in the mid 2000's and equates to the England & Wales average prior to the recession. In order to achieve sustainable, private sector-led, economic growth we need to generate between 25,000 and 30,000 jobs. In order to achieve this we need to take an approach that involves tackling the high levels of economic inactivity and unemployment in the County, and attracting talented, skilled, and educated people to the County. This is an ambitious objective which needs a coherent approach that focuses on harnessing opportunities to tackle economic, social and environmental issues that have constrained growth for several decades.

Durham and that of the North East and UK for decades, but since 1995 this gap has widened substantially. In 1995, County Durham's productivity was around 73% of the UK average, but since it has dropped to 61%. The main reason for this widening gap relates to the fact that the County has become more reliant on producing low value goods and services, increasingly reliant on the public sector, and has a significant proportion of people who do not work. Through the Plan, we will support opportunities to create new jobs as well as help people to improve their education and skills levels, obtain work, and set-up businesses.

2.10 It is important to ensure there is a portfolio of available business sites to attract new employers to the County and respond to the changing needs of existing and new businesses.

Picture 1 Change in County Durham Employment Rate (2007 - 2012)



2.9 There has been a gap between the overall productivity of County



The redevelopment of previously developed sites will also be supported where possible. The portfolio must facilitate growth of the manufacturing, logistics and energy sectors which are likely to need larger industrial units in central locations. There is also likely to be a need for office and

laboratory space in most parts of the County. Health and social work activities will also need a presence in, or access to, most communities. There is a need to concentrate on sites with good infrastructure and provide a range of opportunities for all sizes of employer from new business start ups to the likes of Hitachi in Newton Aycliffe.

Town Centres

2.11 Town and village centres provide a range of public and community services, business premises and shops but have been hit hard by the recent economic downturn. Despite a long-term commitment to regenerating town centres and planning policies that position town and village centres at the heart of the County's economic, social and environmental infrastructure, many remain in a critical condition because of their historic size and layout combined with a lack of investment and changing shopping habits. A balance is needed which protects successful elements and unique strengths of town and village centres whilst supporting development and regeneration that improves their long-term sustainability and visitor spending.



Social Challenges

2.12 County Durham has a higher proportion of people with no qualifications and a lower proportion of people with degree-level qualifications than the regional or national averages. However, education and skills levels are improving particularly at lower levels (e.g. basic literacy and numeracy, NVQ levels 1 and 2), which are currently those in most demand by employers in County Durham. The ongoing challenge is to continue to promote educational improvements as a means of helping people to improve their social as well as economic wellbeing, and helping people to progress to higher levels in their education, training and careers. Ongoing changes to the welfare system are likely to accelerate the number of people making the transition from benefit dependency to work, which places a significant emphasis on the Plan to bring more jobs to all parts of the County.

2.13 There is also a need to retain more graduates from Durham University and attract more talented graduates from elsewhere in the region, UK and abroad to live and work in the County. Doing so would

provide a major boost to the County's economy as higher-skilled jobs are generally more secure and people with higher-level skills are often more entrepreneurial.

2.14 Almost half of the residents in County Durham live in communities that are in the 30% most deprived areas in England. Although conditions are generally improving, deprivation is concentrated in pockets around the County. The Plan can help to overcome concentrated deprivation by improving access to education, employment, housing, health care and other factors and thereby improving the sustainability of those communities. However, welfare reform and cuts to regeneration investment will be future challenges to combating deprivation.

2.15 The proportion of young people in the County is set to reduce over the plan period as the number and proportion of older residents substantially increases. This presents a number of challenges in terms of ensuring there is an appropriate mix of facilities, services and housing within and close to communities which must be tracked and addressed over the Plan period.

2.16 There is a need to ensure a supply of affordable housing across the County in those areas where need is most acute. Furthermore, there is a need to differentiate between urban and rural parts of the County which tend to have a different mix of requirements and constraints. The ageing population may lead to an increase in the demand for affordable housing at the same time as the reduction in public sector spending is potentially reducing the overall availability of support for people and households. Both of these factors may also change the types and sizes of new housing that are needed.

Environmental Challenges

2.17 In order to address the causes of climate change it is essential that both national and local targets to reduce carbon emissions are met and that new development does not overly increase this burden.

Development should therefore target zero emission standards through energy efficiency and use of renewable and low carbon energy technologies. Development also needs to adapt to the potential future impacts arising from climate change including, flood risk, coastal change, water supply and changes to biodiversity and landscape.

2.18 County Durham has a wealth of attractive natural and historic assets which present unique opportunities for residents, businesses and visitors. The Plan must successfully balance the protection and enhancement of these assets with the regeneration of large parts of the County and new developments which will support economic growth. New development in and around Durham City and other historic towns and villages must complement their built heritage and natural landscapes. Across the County, and particularly in rural settlements, development pressures must not compromise the natural and historic assets that make them attractive and valuable.

Infrastructure Challenges

2.19 In addition to promoting more sustainable communities where residents and businesses have local access to the services they need, wherever possible, there is a need to continue to improve links between places within and outside the County. Due to the County's dispersed settlement pattern residents will need to travel outside of their community, village, town or the County to access services, education and jobs in some cases. A key challenge will be to direct private sector development to the most sustainable and accessible locations whilst not undermining the sustainability of settlements, particularly in rural areas, with small populations.

2.20 The County's telecommunications infrastructure is diverse but largely reflects the County's settlement pattern. Telecoms companies tend to provide the best infrastructure in areas with the greatest concentrations of business and residential properties because these locations are most cost-effective. Continual improvements are being made across the County

to mobile telephone coverage and broadband services and the technology for each is merging with increasing demand for mobile broadband services. In addition to the growing usage of both, there is also growing demand for a basic level of quality, and choice of providers. In this respect there is a need to demonstrate locations where business and residential populations will grow so that they can plan their investments and public sector providers can address gaps. Government investment and recent contracts awarded to deliver a 4G fibre optic network will be a significant benefit to all communities in the County.

3 The Vision for County Durham

3.1 The key community priorities set out in the County Durham Sustainable Community Strategy (SCS) draw upon the needs, expectations and aspirations of local communities, groups and partner organisations across the County. Looking to the end of the plan period in 2030, the SCS vision to create an 'Altogether Better Durham' is used to inform the objectives, strategy, policies and proposals of the County Durham Plan.

Vision

Spatial Vision for County Durham

Key Note: By 2030 County Durham will have a thriving economy and will be bridging the gap between its economic performance and that of other parts of the North East and the rest of England. It will be a top location for business, capitalising on its strategic location on the A1(M), A19, East Coast Mainline and close proximity to Durham Tees Valley and Newcastle Airports. The County's distinctive multi-centred settlement pattern will comprise sustainable, regenerated communities as key locations for new development, with Durham City as the hub.

Communities: The County will have an accessible, well designed range and choice of housing, services and community facilities, complementing the area's thriving economy and meeting the needs of all residents. At the heart of communities will be accessible green infrastructure not only improving the quality of place but people's quality of life.

Rural areas: The County's rural areas will continue to play a significant role in the County's economy, employment and tourism, including through farm diversification, adopting a sustainable local

food strategy and embracing the opportunities provided by improved broadband connectivity.

Sustainability: County Durham will be at the centre of the green economy playing its part in addressing Climate Change by using its natural resources sustainably, improving energy efficiency, and increasing renewable energy production in appropriate locations.

Minerals: County Durham will remain a regionally important source of minerals. Its quarries will continue to produce the steady and adequate supply of minerals, as required. New or extended mineral workings will be guided to the most environmentally acceptable locations and carried out to the highest environmental standards.

Waste: County Durham's waste will be viewed as a valuable resource and waste recycling will be a mainstream part of the thinking of householders and businesses.

Accessibility: County Durham will have an accessible, integrated and sustainable transport system, resulting in increased public transport use and well used and attractive cycling and walking routes. People with disabilities will have appropriate transport options available to them.

Tourism: County Durham's importance as an international visitor destination will have been enhanced by improved transport links and the enhancement of the overall offer.

The County Durham Vision is the expression of where the County aims to be in 2030, but at a more local level for the five delivery areas in the County, whilst not part of the Vision, the following paragraphs set out where they will be in 2030:

Central Durham: Durham City will retain its internationally renowned

character whilst being a distinct driving force of economic growth in County Durham to meet the needs of local people and to attract and retain high achieving entrepreneurs. Durham University will continue to flourish with strengthened links to business. Commercial and employment schemes, particularly high quality office development at Aykley Heads, will have enhanced the City's role as an important employment centre and a location of choice for the economy's growth sectors, with congestion reduced through a combination of modal shift in the City and the completion of the northern and western relief roads. The City's role as a long stay tourist destination will have been achieved via the provision of further quality accommodation and by sensitively optimising existing heritage and cultural attractions and developing new family attractions and better links with wider county attractions. Major new communities will have successfully developed at Sniperley, Sherburn Road and North of the Arncliffe Centre. Development in the remainder of Central Durham will have continued to meet local communities needs whilst aiding their successful regeneration.

North Durham: will have increased its employment and commercial capacity in order to meet employment needs particularly recognising the role of Chester-le-Street as a first class location for business. Town centres will be the focus for local and surrounding communities, with Stanley and Consett having developed their educational, retail and leisure offer and improved the quality of their town centres, re-establishing them as vibrant and safe places to visit. Lambton Park Estate will offer high quality executive housing, whilst having successfully restored the historic environment, which will have been made accessible to the public.

East Durham: will no longer be associated with deprivation and will have successfully attracted new businesses. Seaham will have built its growing reputation as a major coastal tourist destination, respecting the Heritage Coast but exploiting Seaham North Dock's position as the only port and marina in the County. Its Centre for Creative Excellence will have also helped raise the profile of the town as well as creating jobs for local people. Durham's Heritage Coast will be appreciated and protected. Seaham's

quality transport links will have helped create a thriving business environment at Spectrum and Hawthorn Business Parks. Peterlee will have developed its housing, transport and leisure offer. It will have a vibrant, regionally important employment base with a regenerated, more accessible, town centre that provides jobs and wealth for local people and improved access via the new railway station at Horden. The leisure, retail and community facilities will have been improved and will meet the needs wider needs of the area.

South Durham: will have a reinvigorated employment base including the flagship projects of NetPark and Durham Gate, and the continuing strong performance of Aycliffe Business Park. Amazon Park will have been successfully developed. Hitachi will be the home of train manufacturing in the UK and, alongside a local and successful supply chain, will employ significant numbers of South Durham residents. Existing attractions, such as Locomotion at Shildon and Auckland Castle will enhance their reputations, boosting the local economy. The major retail centre of Bishop Auckland will have consolidated its role and its town centre will have also developed a role supporting the visitor experience. New development in Newton Aycliffe and Spennymoor will have improved the range and choice of housing in support of the local economy, helping to support their viable town centres. The unique character of Crook will have been maintained and enhanced with the town taking advantage of its strategic location near Bishop Auckland and Durham City, performing a role as both a gateway and as a major service centre for local residents and the communities of the Durham Dales and AONB.

West Durham: Barnard Castle is recognised as being the gateway to the beautiful landscape of the Durham Dales which will have become more widely renowned. Stanhope, Middleton in Teesdale and Wolsingham will be known for their high quality of life and will be realising their tourism potential, whilst performing the role of service centres for strong rural communities in their locality. Existing assets such as the North Pennines Area of Outstanding Natural Beauty (AONB) will have been respected,

whilst rural diversification projects will have been supported to recognise the importance of existing business in the area. New housing across the area will have addressed a range of housing needs in the area, in particular, the need to provide affordable accommodation for first time buyers, and in turn helping to support local services. Transport accessibility will have been improved with broadband bringing a range of employment opportunities including creative and service industries.

Objectives

3.2 The strategic objectives are derived from the Vision and focus on the key issues that the Plan needs to address. The objectives provide the broad direction for the spatial strategy and the detailed policies of the Plan. They will also serve as a basis for monitoring to measure success in implementation and delivery.

Objective 1:

Objective 1: To ensure the economic performance of County Durham is improved by increasing GVA to the regional average and the employment rate to 73% of the working age population.

Objective 2: Durham City - To fulfil Durham City's economic potential as a regional economic asset for the benefit of the whole County, whilst respecting its outstanding historic environment and setting.

Objective 3: Economic Performance - Improve the vitality, viability and economic performance of the main towns by directing the majority of development to these centres as part of a whole town approach.

Objective 4: Rural Economy - To support and encourage the diversification of the rural economy by the retention of key facilities, infrastructure, services and promoting appropriate new development in rural settlements.

Objective 5: Visitor Economy - To strengthen County Durham's role as a visitor/tourist destination, building on and adding to existing attractions, townscapes, landscapes and historic environment.

Objective 6: Raising Aspirations - To encourage greater prosperity by supporting education, training and research establishments that help to raise the aspirations, participation and attainment of young people, re-engage adults with work, lifelong learning, and develop workforce skills.

Objective 7: Housing Need - To ensure that new housing is accessible to and meets the needs and aspirations of County Durham's current and future residents (including affordable, family, older persons, executive and specialist housing).

Objective 8: Tackling Deprivation and Inequalities - To ensure that the regeneration needs of County Durham's communities are met in order to reduce deprivation and social, economic and environmental inequalities.

Objective 9: Safeguard and Enhance Facilities - To safeguard, enhance and provide a wide range of educational, social, sporting, health, recreational and cultural facilities to contribute to the quality of life, satisfaction and health and well being of people who live, work within and visit County Durham.

Objective 10: Low Carbon - To reduce the causes of climate change and support the transition to a low carbon economy by encouraging and enabling the use of low and zero carbon technologies and transport.

Objective 11: Natural Resources - To encourage the efficient, effective and environmentally sensitive use of the County's natural resources, particularly energy, water, soils, minerals and waste.

Objective 12: Minerals - To ensure a steady and adequate supply of energy and non energy minerals, in the most appropriate and sensitive way, whilst protecting existing facilities from incompatible development.

Objective 13: Flood Risk - To adapt to the impacts of climate change and extreme weather conditions by promoting sustainable urban drainage systems (SUDs) in new developments, promoting sustainable land management and conservation ensuring that new development is located away from areas of flood risk.

Objective 14: Natural Environment - To protect, enhance and manage the County's natural environment.

Objective 15: Built and Historic Environment - To protect and enhance County Durham's locally, nationally and internationally important built and historic environment, including its wide range of buildings, sites, archaeology and other heritage assets.

Objective 16: High Quality Design - To ensure that all new development is close to facilities and service and incorporates the highest quality of design and innovation, reflects local distinctiveness, promotes sustainable and achieves secure communities.

Objective 17: Waste Management - To support the development of a modern network of sustainable waste management facilities and protect existing facilities from incompatible development.

Objective 18: Infrastructure - To ensure delivery of the appropriate infrastructure needed to facilitate the economic and development ambitions of the County Durham Plan.

Policy 1 - Sustainable Development

3.3 The purpose of the planning system is to contribute to the achievement of sustainable development. The National Planning Policy Framework carries a presumption in favour of sustainable development. In accordance with this, the County Durham Plan encourages sustainable development as a means of growing the County's economy, supporting the wellbeing of communities across the County, and protecting and enhancing the environment.

Policy 1

Sustainable Development

When considering development proposals, the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework. It will always work proactively with applicants jointly to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in County Durham.

Planning applications that accord with the policies in the Local Plan and the Minerals and Waste Policies and Allocations document (and, where relevant, with policies in neighbourhood plans) will be approved without delay unless material considerations indicate otherwise.

Where there are no policies relevant to the application or relevant policies are out of date at the time of making the decision, the Council will grant permission without delay unless material considerations indicate otherwise, taking into account whether:

- Any adverse impacts of granting permission would significantly

and demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework taken as a whole; or

- Specific policies in the National Planning Policy Framework indicate that development should be restricted.

All development proposals, from design through to implementation and decommissioning, will be considered against the following criteria, where relevant, to assess their sustainability:

- a. Support the local economy and businesses by enabling a mix of uses that provide employment opportunities suitable for local people, contributing towards business expansion and growth in key sectors, and providing for lifelong learning and skills development;
- b. Protect and enhance the vitality and viability of County Durham's town centres;
- c. Protect the productive potential of the County's agricultural land and forestry and economically important minerals resources;
- d. Locate development with the aim of reducing the need to travel, both for people, goods, and materials, with the emphasis on improving accessibility between homes, jobs, services and facilities, and promoting and increasing opportunities to make necessary journeys by foot, cycle or public transport, and to move freight from road to rail or sea;
- e. Promote communities and better neighbourhoods, recognising the particular development requirements of rural areas by allowing small scale development to meet local needs,

supporting diversification, protecting and enhancing jobs, local services and facilities and supporting opportunities for faster and more reliable broadband;

- f. Promote inclusive, cohesive and healthy communities by encouraging community involvement in the design, development and management of places and by delivering safe, well designed and accessible places that meet identified need and are adaptable to changing needs, encouraging social interaction and reduce crime, fear of crime and anti-social behaviour;
- g. Promote health, well being and active lifestyles by protecting, maintaining, providing or enhancing green space and sport and recreational facilities;
- h. Ensure development takes into account the risks and opportunities associated with future changes to the climate and is adaptable to changing social, technological and economic conditions. Development should safeguard important carbon sinks and incorporate suitable and effective climate change adaptation principles, demonstrating how the development is resilient to climate change, minimises flood risk, incorporates flood protection and alleviation measures and utilises sustainable drainage systems: and optimises solar gain through appropriate design and use of green infrastructure;
- i. Adhere to the energy hierarchy (Table 1) in order to reduce the need for energy and use energy efficiently, through design, layout and specification;
- j. Make the most effective use of land, buildings and existing infrastructure, re-using land that has been previously developed, wherever possible, provided that it is not of high environmental value;

- k. Promote, well designed and accessible places that enhance local distinctiveness, contribute to regeneration of deprived communities and degraded environments, respect the setting and character of place;
- l. Conserve and enhance the quality, diversity and distinctiveness of County Durham's towns and townscapes, villages, and landscapes, including the conservation and enhancement of designated and non-designated heritage assets of architectural, historic or archaeological importance and their settings;
- m. Protect, maintain and enhance the County's biodiversity and geodiversity. Avoid negative impacts on important biodiversity resources and actively enhance the biodiversity resource, ensuring that development contributes to a net gain in the County including the connectivity and creation of habitats;
- n. Minimise water consumption and wastage and minimise the impact on water resources and water quality;
- o. Minimise and reduce greenhouse gas emissions, and other forms of pollution from new development, (including by promoting the use of electric vehicle charging infrastructure in appropriate new development);
- p. Ensure that development is supported by the timely and appropriate provision of physical, green and social infrastructure, enhancing existing provision and addressing identified deficiencies and integrating development with surrounding townscape and landscape and with adjoining communities using green infrastructure;

- q. Recognise potential risks to development from contamination and unstable ground conditions, as a result of previous land uses and the legacy of past coal mining and promote remediation and good soil management in land reclamation; and
- r. Maximise opportunities for renewable and low carbon energy generation, either on or off-site, including developing and utilising district heat networks and recovery of energy from waste;

3.4 All development in County Durham should contribute to the protection of the County's social, economic and environmental conditions to make County Durham a more sustainable place to live work invest and visit. All proposals for major development^(xiv) should be accompanied by a supporting Planning Statement which demonstrates how these criteria have been considered and addressed. A Planning Statement may be required for other development which raises particular planning or sustainability issues. Where necessary, subsequent policies in the Plan and the Minerals and Waste Policies and Allocations document set out in more detail how these criteria should be applied in new development.

3.5 The County Durham Plan can make a major contribution mitigating and adapting to climate change by shaping new and existing developments in ways that reduce carbon emissions and positively build community resilience to problems such as extreme heat or flood risk. The Plan aims to deliver development, informed by the principles of sustainable development.

3.6 Sustainable development is about balancing the environmental, social and economic limitations and objectives both within development and existing communities. Very often development is too focused on one

xiv Major development is defined as comprising 10 or more dwellings or 1000m² of employment floorspace, or 2,500m² of retail floorspace (see GPDO (2006, as amended), and the National Planning Policy Framework (NPPF). The NPPF can be downloaded from this web page: <http://www.communities.gov.uk/documents/planningandbuilding/pdf/2116950.Pdf>.

particular need or issue, without the full consideration of the wider issues. Development that is socially, economically and environmentally sustainable will help create a strong, healthy and just society. This means meeting the diverse needs of all people in existing and future communities, promoting personal wellbeing, social cohesion and inclusion, and creating equal opportunity.

3.7 The National Planning Policy Framework (NPPF) sets out a positive vision in order to secure radical reductions in greenhouse gas emissions. It is made clear that decisions should be taken in line with the Climate Change Act 2008, which has, at its core, the provision to reduce carbon dioxide emissions by 80% by 2050 and by 34% by 2020. Durham County Council have gone further and want to reduce emissions by 40% by 2020 and by 55% by the end of the plan period (2030)^(xv).

3.8 In all development, account needs to be taken of landform, layout, building orientation, massing and landscaping. Renewable and Low Carbon energy generation should be approached positively and opportunities for community led and decentralised energy generation should be encouraged where appropriate.

3.9 The NPPF states that local plans should take account of climate change over the longer term, development should avoid increased vulnerability to the range of impacts arising from climate change including, flood risk, coastal change, water supply and changes to biodiversity and landscape.

Table 1 The Energy Hierarchy

<p>Reduce the need for energy</p> <p>Landform, layout, building orientation, massing and landscaping to minimise energy consumption and to maximise cooling, avoiding</p>
--

<p>excessive solar gain</p>
<p>Use energy more efficiently during occupation</p> <p>Energy efficient appliances, lighting, fans controls and pumps</p>
<p>Supply energy from renewable sources</p> <p>Maximise the potential for renewable energy technologies - Solar PV, Solar Thermal, Wind, Hydro, Biomass</p>
<p>Supply energy from low carbon sources</p> <p>Heat Pumps, CHP, Tri Generation</p>
<p>Highly efficient fossil fuel use</p> <p>Heat recovery technologies</p>

How will it be monitored?

Indicator:

1. Percentage of planning applications approved within 8/13 weeks?
2. Percentage of major applications accompanied by a sustainability

xv Set out in An Energy Management Plan for County Durham. This document can be downloaded here: <http://content.durham.gov.uk/PDFRepository/TheCountyDurhamLowCarbonStrategy.pdf>

statement?

3. Judged on the performance of the plan as a whole?

Target:

1. As defined by Planning Development Team Plan Targets (DMDC1, DMDC2, DMDC3).
2. 100%
3. Judged on the performance of the plan as a whole.

4 Core Policies

4.1 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 County Durham Plan.

4.2 This ambition 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.

4.3 The spatial approach of the Plan will therefore seek to deliver a more prosperous economy, housing that meet the needs of existing and future residents, and town and village centres that are vibrant and attractive. This will be achieved by ensuring new development is located in the right places and is of the highest quality possible.

Policy 2 - Spatial Approach

Policy 2

Spatial Approach

Sustainable development and maximising opportunities for delivery are the core principles of the Spatial Approach. To achieve this development will be delivered across the County as follows:

- a. The Main Towns 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;
- b. The Smaller Towns and Larger Villages will function as the

primary 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;

- c. Other settlements, not covered by criteria a and b, will deliver smaller but significant levels of development commensurate with their size to meet their social and economic needs and contribute to regeneration;
- d. To allow smaller communities to become more sustainable and resilient and to encourage social and economic vitality, development that delivers community benefits, social cohesion and sustainability will be permitted, particularly if it benefits nearby communities that individually lack facilities; and
- e. In rural areas, development that meets the needs of the local community, for instance affordable housing and economic diversification, including appropriate tourist development, will be permitted providing the countryside is protected from wider development pressures and widespread new building.

4.4 The chosen approach reflects the key role of the main towns as a drivers of growth and also recognises the important contribution other areas of the County can make, including an emphasis on settlements outside of the Main Towns including the Smaller Towns and Larger Villages. The spatial approach is reflected in the scale and distribution of development in the Plan, which seeks to ensure the long-term sustainability of all areas.

4.5 County Durham consists of over 250 communities of differing

character and size. These communities all play different roles, have different ambitions and have different relationships with the communities around them. To help understand these roles and relationships we have developed a Settlement Study^(xvi) which assesses the availability of services and facilities in each settlement to develop a hierarchy. The Settlement Study identifies 12 Main Towns and 23 Smaller Towns and Larger Villages, which are the principal locations for new development reflecting their higher order services, access to public transport and their housing, employment and shopping needs. This Study has also assisted in understanding the relationship between settlements and how they meet social and community needs, where people shop and go for school, work and leisure.

4.6 The 12 main towns referred to in the Settlement Study and the^(Table Note 6) Policy are Barnard Castle, Bishop Auckland, Chester-le-Street, Consett, Crook, Durham City, Peterlee, Seaham, Shildon, Spennymoor, Stanley and Newton Aycliffe. The 23 Smaller Towns and Larger Villages are Annfield Plain, Blackhall/Blackhall Rocks, Brandon/ Langley Moor/Meadowfield, Bowburn, Chilton, Coxhoe, Easington/Easington Colliery, Ferryhill, Great Lumley, Horden, Langley Park, Middleton in Teesdale, Murton, Pelton/Newfield, Sedgefield, Sacriston, Shotton/Shotton Colliery, Sherburn, Stanhope, Ushaw Moor, Willington, Wingate and Wolsingham.

4.7 An important aspect of the preferred approach 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 on economic performance. Therefore to secure new development we must establish a better understanding of the market. As a result new

development will be directed to locations that are attractive to the development industry but that will still deliver regeneration and economic growth. Furthermore if other priorities, such as the provision of affordable housing, are to be delivered 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. However this must not be to the exclusion of other areas which will be allowed to meet local needs and continue to regenerate. We believe the preferred spatial approach fulfils both of these requirements.

Policy Context

4.8 The National Planning Policy Framework (NPPF) makes it clear that the purpose of the planning system and Local Plans is to contribute to the achievement of sustainable development. The three aspects of sustainable development are; building a strong responsive and competitive economy; supporting strong, vibrant and healthy communities; and protecting and enhancing the natural, built and historic environment. Planning should ensure that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and coordinating development requirements, including the provision of infrastructure. This principle is fully reflected in the spatial approach and sustainable development is the theme that runs throughout the Plan.

4.9 The Matthew Taylor Review of the Rural Economy and Affordable Housing recommends that local authorities do more to ensure that those who work in the countryside can also live there. Criteria d and e of the spatial approach policy will allow the sustainable growth of smaller settlements, including those in rural areas, thereby reflecting Matthew Taylor's recommendations.

xvi County Durham Settlement Study: <http://content.durham.gov.uk/PDFRepository/CountyDurhamSettlementStudyDec2010.pdf>

The Economic Case

4.10 Over the last 30 years County Durham has gone through significant structural economic change with the decline of its traditional industries and the pressures of globalisation. Over this period Government initiatives and public sector investment enabled the development of regeneration programmes and settlement renewal. However, despite the receipt of significant resources and sustained efforts to attract inward investment to support the creation of new jobs and businesses, economic performance has been weak and areas of deprivation persist.

4.11 The huge reduction in public sector expenditure witnessed since 2010 has hit the most deprived areas the hardest. Durham's local economy is a mixed economy with private and public spending closely related. The scale and speed at which regeneration and economic development programmes have been cut creates significant cause for concern, particularly when considered alongside other public sector cuts, rising unemployment and reductions in lending. Whilst Durham has many economic assets, not least its people and places, less spend in the local economy makes economic growth even more challenging. However it also allows Durham to become more competitive and able to promote itself and its assets.

4.12 After 30 years of population decline and more recent population growth, latest projections forecast that the population is likely to remain fairly static over the next 20 years in the absence of a significant change in policy. Although a significant change to the total population is not projected, by 2031 the working age population is set to decrease by more than 10% and the number of retired people aged 65+ will have increased by 61.6%. Our main focus on raising employment rates for the resident population, reducing worklessness and supporting economic growth will rely on increasing migration to mitigate the expected reduction in the working age population. To this end a co-ordinated plan of realigning market led sites for economic development and business growth, additional

housing and improved infrastructure is essential for our future prosperity.

4.13 Previous plans and policies were designed to be supported by public funding but the current economic climate determines a different approach for County Durham which looks to the opportunities created by maximising private sector investment. By investing in opportunities across the County and capitalising on our strengths such as Durham City, Hitachi coming to Newton Aycliffe, access to universities and an excellent labour force as drivers for growth we will aim to support the reinvigoration of our economy. We need to make sure that we recognise our major assets as those that have the potential to deliver the greatest impact. County Durham has some major opportunities such as Durham City, Durham University, NetPark, Aycliffe Industrial Estate and natural assets such as the coast and the dales. Building on and investing in these assets alongside complementary interventions will release the County's potential for growth and connect areas of growth with deprived places in need of regeneration. By following a planned approach across the County, utilising these opportunities we will be able to deliver greater impact for each locality and the whole of the County, using the resources available to us to best effect.

4.14 Durham City has been preserved for a number of years whilst regeneration of the surrounding villages has been supported. However, the limited scale and offer of the city as an employment and population centre prevents it from playing a much bigger role in the County's economy. The city needs a critical mass of employment, population and visitors to build on its strengths and become a city of regional, national and international significance. A central business core and a housing offer that complements economic growth and associated transport, retail, leisure and green infrastructure provision underpins our approach. The increased employment and resident population will in turn lead to and unlock other developments in and around the City. Evidence confirms Durham City offers the best option to leverage in private sector investment and support the growth of employment numbers needed in the County, however, whilst

Durham City must deliver direction and a step change, it will complement our approach in supporting growth and regeneration across all areas of the County.

4.15 The A1, A19 and A167 are key links between the areas to the north and south of the County representing the main corridors for the movement of goods and people in the region and shape our main economic market areas. The A1 Corridor includes many of the County's key office and industrial locations from Chester-le-Street to Durham City and Sedgefield and forms an economic market area of national significance. Newton Aycliffe, as a prime example, has become a major housing and employment centre in the south of the County because of its proximity to the A1. Aycliffe Business Park is the second largest industrial park in the region and is a major source of manufacturing-related employment for the surrounding area. 250 firms are located here, providing employment for around 8,000 people and will also be the new home for Hitachi Rail Europe. The £4.5 billion Hitachi project will bring 500 jobs to the site, plus thousands more throughout the supply chain. To build on this market attractiveness a significant amount of employment land is being allocated at this location. In addition significant levels of housing will be delivered in Newton Aycliffe, complemented by improvements to the town centre and the transport infrastructure. This major investment for County Durham along with other developments in our main market areas such as the A19 economic market area which is emerging as a renowned location for low carbon, automotive and high value manufacturing operations across the region, will have a very strong impact on County Durham's economy. We will fully capitalise on the opportunities presented by the new employment prospects, potential in-migration and supply chain opportunities and embed this investment in County Durham and the region.

4.16 To realise the potential of all major centres and key employment sites within the County it is important that we have an environment that stimulates investment, enables growth, provides suitable locations for

new businesses and retail premises and attracts residents and visitors. By utilising our assets, supporting private sector development and promoting County Durham as a place to invest, its offer will be improved creating more diverse employment opportunities, stimulating housing demand and development and enabling transport infrastructure improvements. Although the physical infrastructure is critical this will be enhanced through supporting an equally strong economic, environmental, social and cultural infrastructure.

4.17 As well as assisting in the wider economic growth of the County, the spatial approach seeks to address some key issues and vulnerabilities, including:

- An over-reliance on public sector jobs;
- An under-representation of growth employment sectors;
- High rates of unemployment and worklessness;
- An ageing population and projected decrease in working age population;
- A lack of top quality sites to meet investor requirements; and
- A need for high quality housing to attract individual investors and skilled workers.

The Housing Case

4.18 Regional Housing Aspirations Study (2005) recommended that economic growth should not be frustrated by a lack of the right type or amount of housing and that there needs to be an alignment between economic and housing policies. Furthermore in order to deliver an economic step change an area's housing stock will need to reflect the needs of a highly skilled workforce. Location is a key criteria when these groups are looking for new housing and there is a preference for new development of predominantly private housing within the suburbs. The preferred spatial approach looks to address these requirements.

4.19 In providing sufficient housing to meet existing and projected housing need we are also able to access the direct benefits of new housing construction as well as the benefits which come from the spending power of increased population and the ability to attract industry to areas which have good housing choice. Providing high quality housing in the right places can also attract a skilled work force and high earners, which have been shown to create new businesses and jobs.

How will the Policy be monitored?

Indicator: Covered by policies.....

Target: Covered by policies.....

Policy 3 - Quantity of Development

Policy 3

Quantity of New Development

In order to meet the needs and aspirations of present and future residents of County Durham and to deliver a thriving economy, the following levels of development are proposed up to 2030:

- a. At least 31,400 new homes of mixed type, size and tenure; and
- b. 411 hectares of general and specific use employment land for office, industrial and warehousing purposes.

4.20 As the Vision and Objectives make clear the overarching priority of the Plan is to improve the economic performance of County Durham. The Plan seeks to create the right conditions for a sustainable County Durham. This includes creating a better environment for business and the necessary infrastructure that are needed to enable an increased proportion of the working age population to be in employment, with all the benefits to residents health, wellbeing and prosperity that follow as a result.

4.21 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 land, of the right type and in the right locations, is made available to meet the needs of the market.

Population, Housing and Job Growth

4.22 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.

4.23 The population and household 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 Community and Local Government's (CLG) 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.

4.24 To supplement the population and household forecasts we have also developed a number of economic growth scenarios 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.

4.25 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 measured the relationship between the number of jobs in an area, the size of its labour force and the size of the resident population. Economic activity rates control the relationship between the size of the population and the size of the labour force. The unemployment rate and the commuting ratio determine the relationship between the size of the labour force and the number of jobs available. 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.

4.26 The chosen mid-range scenario requires the provision of 30,000 additional jobs and will require an increase in population of around 12% over the Plan period. Due to the existing and forecast age profile of the County it will be very difficult to support this growth without an increase in in-migration. The scenario therefore requires 15,000 people of working age to move into the County. This in-migration would not displace opportunities for residents but would rather increase the prospects for resident employment at all levels of the labour market in the short and

long term. It would also mean that the spending power of these new residents will support the success and sustainability of our town and local centres. Whilst we recognise that the County will require significant change to realise the economic growth and job numbers required, we believe the Plan is putting the policy framework in place to achieve these targets.

Housing Requirement

4.27 To support the population, migration and job growth set out in the chosen scenario, and to minimise commuting and promote sustainable living, we need to provide sufficient housing to accommodate future households, including those that move into the County. Using the mid-range projections to calculate objectively assessed need and with the allowance for economic growth the requirement is 31,400 new homes and households by 2030. The Plan seeks to accommodate this number of new households by providing for a range of new homes of a mix of size, type and tenure across the settlements of County Durham in relation to their role, function and economic prospects.

4.28 Historic rates of housing delivery over the past 10 years and recent evidence of potential suitable housing sites in the Strategic Housing Land Availability Assessment indicate that this figure is realistic and deliverable, whilst still being sufficiently challenging. It should be remembered that the housing requirement is not a ceiling but a target and if house building was to surpass the target over the Plan period this would indicate a successful and growing economy beyond that targeted.

4.29 The components which will deliver the Housing Requirement are set out in Table 2 below. The actual amount of land to be allocated for housing acknowledges completions which have already taken place during the Plan period and existing housing commitments. Small sites (under 0.4 hectares) with planning permission are included in the commitments but additional schemes which receive consent during the Plan period will be treated as windfalls and therefore no allowance for them is made in the housing requirement. A contribution from small sites is however,

included in the housing trajectory below.

4.30 Bringing empty homes back in to use is a key priority for the Council and will be pursued through a number of different approaches. However given uncertainty over the funds available to do this we have not included an allowance for empty homes, or any other allowance, when calculating the housing requirement.

4.31 There are 56 demolitions expected in the current year across the County however, partly due to a lack of funding, there are no further demolitions proposed during the Plan period. The Council's housing delivery team do envisage that there will be some future unplanned demolitions but in much smaller numbers than in previous years. Therefore it is our view that these few demolitions will easily be offset by future windfall housing and as a result there is no need to include an allowance for demolitions in the housing requirement.

Table 2 Components of the Housing Requirement

Component	Total
Completions (1st April 2011 - 31st March 2013)	2,252
Commitments	13,499
Windfall Allowance (including sites under 0.4 hectares)	0
Demolition Allowance	0
Residual for allocation	15,649
Total	31,400

Housing Trajectory

4.32 Trajectories are a planning tool designed to support the plan, monitor and manage approach to housing delivery by monitoring both past and anticipated completions within an area across a period of time. They show whether past completions have fallen short of the number of houses required and will demonstrate how future completions can make up this shortfall. If these shortfalls continue it may indicate that the Plan's approach is not working and therefore indicate whether a review may be needed.

4.33 [REDACTED]

4.34 In order to prepare the housing trajectory for the County we have estimated the projected build out rates for all existing housing commitments and allocated sites. It is important to emphasise that the housing trajectories are not intended to produce perfect forecasts of the future but do provide as good an understanding as possible of the prospects for delivery.

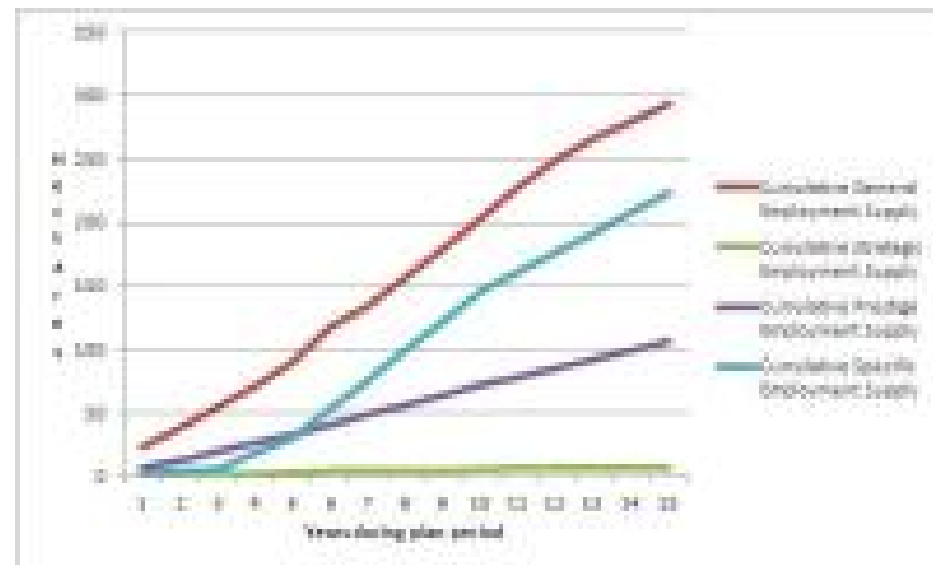
4.35 The trajectory demonstrates that over the first 2 years of the Plan period actual completions were significantly less than the Plan targets. This is a reflection of the prevailing market conditions experienced since 2008 relating to people's restricted ability to secure mortgages, house builders' inability to access funding at reasonable interest rates, the overall viability of schemes and the reluctance of some landowners to sell land at depressed land values. All these factors have resulted in house building levels declining in many areas across the County. The trajectory indicates that as more favourable conditions return to the market in the later years of the Plan period, housing completions are anticipated to increase significantly, particularly when the new allocated sites begin to deliver housing completions, and resulting in the housing requirement being achieved by 2030. A plan, monitor and manage approach will be adopted in accessing the phasing and delivery across the County throughout the Plan period.

Employment Land Requirement

4.36 It is critical that a suitable supply of sites and premises is actively planned for if we are to attract and retain businesses in the future. The County Durham Employment Land Review (ELR) provides the link between the population and job growth and the quantity of employment land that is needed across the County to meet these needs.

4.37 The ELR identified a current supply of around 812 hectares of employment land. When this is compared to the amount of land which is required to achieve our objective of a employment participation rate of 73%, this is a significant oversupply. This oversupply is particularly high in areas where existing market demand is low and forecast expects it to remain so. Therefore following a review of the existing supply of employment land and potential new employment sites, the ELR recommends that County Durham's portfolio of employment land should be reduced to around 300 hectares. The Plan however identifies a higher requirement of 411 hectares. The principal reason for this is the employment sites at Amazon Park, Newton Park and Drum which seek to take advantage of specific economic opportunities based on Hitachi coming to Newton Aycliffe and the popularity of Drum Industrial Estate. This is considered to be the optimum amount of employment land to meet anticipated quantitative and qualitative needs over the Plan period but which will also deter approaches to develop individual employment allocations for other uses, as a result of an over-supply of land.

Figure 2 Employment Land Trajectory



4.38 The Employment Land Trajectory identifies the projected delivery of employment land by hectares, over the plan period. The graph shows 4 trajectory lines which represent the four types of employment land allocation identified within the plan policies, i.e. the General, Strategic, Prestige and Specific employment land allocations. The trajectories show these employment land allocations being built out over the plan period. The trajectories consider existing planning permissions, past take up rates and market intelligence in terms of the strength of economic market areas across the County.

How will the Policy be monitored?

Indicator:

1. Annual and cumulative Employment Floor space approved and delivered?
2. Annual and cumulative number of Net Housing Completions?

Target:

1. 100% completions against annual & cumulative targets
2. Annual Housing Delivery Target - based on the Housing Trajectory
3. Annual Employment Floor Space Target - based on Employment Trajectory

Policy 4 - Distribution of Development

Policy 4

Distribution of Development

To reflect the Spatial Approach the Plan allocates sufficient sites (detailed in Chapters 6 and 7) to provide for housing, employment and retail in the following locations taking account of their differing opportunities and constraints:

Table 3 Distribution of Development

SETTLEMENT	HOUSING REQUIREMENT (HOUSES)	EMPLOYMENT LAND ALLOCATION (HECTARES) (Figures in brackets represent Specific Use sites)	RETAIL ALLOCATION (GROSS SQM)
CENTRAL DURHAM			
Main Town			
Durham City	5220	23	5800 (Convenience)
Smaller Towns and Larger Villages			
Brandon/Langley Moor/Meadowfield	550	32.5	
Bowburn	470	32.5	
Coxhoe	470		
Langley Park	450	2.5	
Sherburn	110		
Ushaw Moor	220		
Remainder of Central Durham	520	4 (123)	
Total for Central Durham	8010	94.5 (123)	5800(Convenience)
NORTH DURHAM			

SETTLEMENT	HOUSING REQUIREMENT (HOUSES)	EMPLOYMENT LAND ALLOCATION (HECTARES) (Figures in brackets represent Specific Use sites)	RETAIL ALLOCATION (GROSS SQM)
Main Town			
Consett	2910	19.5	
Chester-le-Street	1230	17.5	
Stanley/Tanfield Lea	1000	10.5	
Smaller Towns and Larger Villages			
Annfield Plain	310	7	
Pelton/Newfield	460		
Sacriston	590		
Remainder of North Durham	420	5 (11)	
Total for North Durham	6960	59.5 (11)	0
SOUTH DURHAM			
Main Town			
Bishop Auckland	2350	7	
Crook	850	9	2500 (Convenience)

SETTLEMENT	HOUSING REQUIREMENT (HOUSES)	EMPLOYMENT LAND ALLOCATION (HECTARES) (Figures in brackets represent Specific Use sites)	RETAIL ALLOCATION (GROSS SQM)
Newton Aycliffe	2030	135	
Shildon	590	6	
Spennymoor	2150	14.5	-
Smaller Towns and Larger Villages			
Chilton	270	8	
Ferryhill	610	0.5	1200 (Convenience)
Sedgefield	470	(31)	
Willington	290	7	
Remainder of South Durham	810	4	
Total for South Durham	10420	191 (31)	3700 (Convenience)
EAST DURHAM			
Main Town			
Peterlee/Horden	1830	27.5	-
Seaham	940	1.5 (58.5)	
Smaller Towns and Larger Villages			

SETTLEMENT	HOUSING REQUIREMENT (HOUSES)	EMPLOYMENT LAND ALLOCATION (HECTARES) (Figures in brackets represent Specific Use sites)	RETAIL ALLOCATION (GROSS SQM)
Blackhall/Blackhall Rocks	70		
Easington/Easington Colliery	250		
Murton	530		
Shotton/Shotton Colliery	270	0.5	
Wingate	300		
Remainder of East Durham	580	19	
Total for East Durham	4770	48.5 (58.5)	0
WEST DURHAM			
Main Town			
Barnard Castle	570	9	
Smaller Towns and Larger Villages			
Middleton in Teesdale	50		
Stanhope	20	-	

SETTLEMENT	HOUSING REQUIREMENT (HOUSES)	EMPLOYMENT LAND ALLOCATION (HECTARES) (Figures in brackets represent Specific Use sites)	RETAIL ALLOCATION (GROSS SQM)
Wolsingham	190	-	
Remainder of West Durham	410	8.5	
Total for West Durham	1240	17.5	0
TOTAL FOR COUNTY DURHAM	31400	411	9500

4.39 In order to deliver the Spatial Approach of the County Durham Plan we need to distribute new development so that it can maximise benefit to the County's economy and also meet the housing and shopping needs of existing and future residents. The preferred distribution of development therefore reflects the aspirations of the Sustainable Community Strategy and the Regeneration Statement and is in line with the National Planning Policy Framework (NPPF). This distribution provides the context for housing, employment and retail site allocations detailed elsewhere in the Plan.

Housing Approach

4.40 Evidence gathered for the preparation of the Strategic Housing Market Assessment (2013) identifies the need for market, executive and

affordable housing. It also shows a close alignment between the Plan's Delivery Areas and actual Housing Market Areas (HMAs). It is however, acknowledged that in reality HMAs cross administrative boundaries and that there are clear relationships between the northern parts of County Durham and Tyne and Wear and the southern County Durham and Tees Valley. Through the Duty to Co-operate we have worked with neighbouring local authorities to ensure that throughout the preparation of the Plan that cross-boundary housing delivery issues are addressed. However, because of the logistical and practical difficulties of having housing numbers cross administrative boundaries, for the purposes of the County Durham Plan, they have been allocated to the Delivery Areas/HMAs only within County Durham.

4.41 The principal consideration when distributing the housing requirement was the role and function of the settlement in relation to the Plan's Spatial Approach. However other factors were taken into consideration including:

- Market attractiveness;
- Relationship to proposed job growth;
- Consultation responses;
- The location of existing housing commitments;
- Past performance in delivery;
- The regeneration requirements of communities; and
- Understanding of neighbouring authority's strategies and evidence base.

4.42 It should be remembered that some of the housing needed to meet

the housing requirement has already been built in the first two years of the Plan period. Furthermore there are sites that are still under construction and others which have planning permission but that have not started on site. The new sites that we will allocate to enable us to meet the housing requirement are identified in Policy 30 (Housing Land Allocations).

Employment Land Approach

4.43 The Employment Land Review (ELR) identifies a number of Functional Economic Market Areas (FEMAs) across County Durham which reflect local commercial markets. These markets areas are:

- Durham City (International Market Area)
- A1 Corridor (International Market Area)
- A19 Corridor (Regional Market Area)
- Consett and Stanley (Local Market Area)
- Bishop Auckland (Local Market Area)

4.44 Although the distribution of employment land relates to individual settlements and the Plan's delivery areas, the ELR actually assessed land across the economic market areas and identified surpluses and shortages on that basis. These surpluses and shortages have informed the deallocation, allocation and retention of employment land in the distribution. However for information they are also shown by FEMA in Table 4 below.

Table 4 Employment Land Distribution by Economic Market Area

	Durham City	A1 Corridor	A19 Corridor	Consett area	Bishop Auckland area	Rest of Durham	Total
Total Future Portfolio	46.29ha	223.15ha	48.21ha	39.49ha	31.91ha	21.04ha	410.90ha

4.45 In addition to the sites allocated as part of the distribution of general employment land there are also a number of sites allocated for specific employment uses, for example NETPark, that are not available as part of the general portfolio of employment sites. This is on the basis that they serve or offer the potential to serve a unique function within the County Durham economy and as such should be protected from coming forward for employment uses that could be accommodated on general sites elsewhere. These sites offer the potential to attract sectors or end users that have distinctive requirements with respect to the scale, location or particular attributes of a site. The sites and their specific uses are allocated in Policy 24 (Specific Use Employment Sites). All other employment sites are allocated in Policy 23 (Employment Land).

Retail Approach

4.46 The retail centres of the County face different challenges over the Plan period in order for them to remain competitive and vibrant and serve their function within the County's retail hierarchy. Competition from out of town regional centres as well as from online retailing has put significant pressure on our town and local centres. The historic fabric of some centres also means that they can only offer smaller floorplates which are unpopular with most retailers and reflects a different time where they served the needs of a wider population. The size of these centres is now unsustainable. Some centres also have difficulties with access and car parking. As a result of these issues many of our town and local centres

face the need to update and improve. Furthermore it is also important, particularly in rural areas, that existing services are maintained, providing sustainable options for residents and retaining expenditure locally.

4.47 The NPPF requires local authorities to identify where new retail facilities will be focused and where there is a specific requirement for new floorspace. To understand where retail need exists we must use a robust and credible evidence base. The County Durham Retail and Town Centre Study (2009) and its update in 2013 provides this evidence and identifies where there is a qualitative or quantitative need to plan for new convenience (food), comparison (clothing, CDs, DVDs etc), bulky goods (furniture, DIY goods) or leisure requirements. Policy 25 (Retail Allocations and Town Centre Regeneration Areas) allocates the specific sites necessary to meet the need identified in this Policy.

The Distribution

4.48 The paragraphs below describe the housing, employment and retail distribution for each of the Plan's Delivery Areas.

Central Durham

4.49 A key objective of the Plan is to provide a policy context to fulfil Durham City's economic potential as a regional asset whilst also respecting its outstanding environment and setting. Durham City and the surrounding area is viewed as the County's pre-eminent office location and consultation with agents and developers through the ELR identified this area as offering potential for significant future growth. In the past a lack of city centre development sites has been key in constraining development and, unlike many cities, Durham does not have a clearly defined business quarter. Development of the Ice Rink, Milburngate House and, in particular, Aykley Heads provides a significant opportunity to bring in more workers to the city centre.

4.50 To support the future growth in jobs and its retail function, Durham

City is therefore identified as a key location for new housing. The proposed scale of housing growth reflects the Spatial Approach of the Plan and will help increase prosperity across the County. Durham City is also a major retail centre within the County and this role will be further enhanced through the redevelopment of North Road and Claypath. The provision of more housing may also increase spend in the City and thereby enhance its vitality and viability. More detail is given in Policy 6 (Durham City).

4.51 Given the particular characteristics of Durham City centre it is no surprise that the Retail and Town Centre Study found that presently secures only 1.6% (3.8 million) of main food expenditure arising within the Durham catchment zones. Existing stores outside of the town centre are trading strongly however, and capacity modelling has identified additional capacity in the City for a mainstream foodstore. As a result there is an identified need to plan for a new store in the City.

4.52 The Smaller Towns and Larger Villages within Central Durham such as Brandon, Langley Moor and Meadowfield (considered as one settlement for the purposes of the Plan), Langley Park, Coxhoe or Sacriston, have been the focus for successful regeneration initiatives including the renewal of their housing stock. Although primarily housing focused, the regeneration programmes have also helped stimulate local business by retaining families through the provision of a choice of housing. These settlements are also local service centres providing retail, leisure, educational and service facilities and benefiting from a variable quality of public transport links into Durham City. The Spatial Approach and housing distribution seek to build on this successful regeneration and for them to play a role in supporting the economic growth of Durham City.

4.53 The remainder of the Central Durham Delivery Area comprises a number of villages, many of which are popular places to live. Ensuring that they will be maintained as viable, sustainable places is key in the distribution of homes and employment in these areas.

North Durham

4.54 In North Durham, Consett will continue to provide a focus for major housing development, taking advantage of its numerous facilities and services including the new Consett Academy. It continues to be a popular place to live and has a proven track record of past housing delivery including a significant number of existing housing commitments. Given the town's location and public transport links, residents will continue to benefit from good access to employment opportunities within the town itself and elsewhere in the County and Tyne and Wear. The Plan will complement the existing Masterplan for the town which seeks to regenerate the town centre and there will be a continuation of the regeneration of the former steelworks, a key strand of the future development of the town.

4.55 Stanley presents opportunities as a focus for regeneration, new housing and local employment growth. New housing will be delivered in a number of sites across the town and support the regeneration of the town centre, contributing to the implementation of proposals in the Stanley Town Centre Masterplan.

4.56 Both Consett and Stanley serve a local employment function. The area does, however, benefit from a number of good quality, modern office premises and incubator units on estates such as Number One, Greencroft and Villa Real. This provision has been largely public sector led and given the reduced availability of public sector funds attracting interest is likely to be challenging.

4.57 Chester-le-Street continues to be a focus for economic growth with strong links to Tyne and Wear. The town is located in the A1(M) corridor, which the ELR identifies as a strong market area where the level of demand is likely to be highest. Chester-le-Street is also identified in the ELR as a key location for new employment building on the success and take up of Drum Industrial Estate. The proposed extension to Drum Industrial Estate will ensure that Chester-le-Street continues to benefit

from its direct links with the A1(M) and its railway station on the East Coast Mainline. Significant expansion of the town is constrained with flood risk areas to the east along the River Wear, a Site of Special Scientific Interest to the west and the proximity of a number of neighbouring settlements, with the subsequent risk of coalescence. As a result of these constraints the distribution for Chester-le-Street is lower than might be expected from a successful Main Town. To help redress this imbalance and to ensure that the supply of housing within the vicinity of Chester-le-Street is maintained, the neighbouring settlements of Pelton and Newfield have been given a significant housing requirement. Lambton Castle provides a unique opportunity within the region to develop a high quality executive housing and tourism offer. The development will also provide an opportunity to repair and restore the heritage assets of the estate and open it up to the public.

4.58 Although Annfield Plain has its own employment sites and a local centre it is reliant on Stanley for many of its needs. Whilst there is a great deal of available land in Annfield Plain there is limited market demand and a high housing requirement would be difficult to deliver.

4.59 There are a number of villages within the remainder of North Durham which have the potential to develop in a manner suitable to meet their own requirements whilst protecting the landscape character of the countryside.

4.60 Through the Duty to Co-operate, when setting the housing requirement for North Durham we have considered the impact on commuting patterns into Tyne and Wear and particularly the impact on the A1(M) Western Bypass and Gateshead. The requirement for the delivery when compared to previous iterations of the Plan has therefore reduced. This has also led to the inclusion of the North West Durham Green Belt to the north of Consett and Stanley.

South Durham

4.61 Newton Aycliffe is home to Aycliffe Business Park which is an employment site of regional importance. Following the announcement that the Government is to proceed with the Intercity Express Programme, Hitachi, a major train manufacturing firm, have confirmed that their preferred site for train manufacture and assembly plant is Amazon Park. Since then Hitachi has secured a further major contract to build trains for Cross-link in London and additional opportunities in Europe being explored. This is a major boost to the town's confidence and will secure 500 highly skilled jobs on the site, with the expectation of a significant number of further jobs as the supply chain develops. Sites are available to accommodate these jobs within the existing business park and at new allocations at Amazon Park and Newton Park. This investment is of huge importance to County Durham and Newton Aycliffe in particular and defines the role of the town as a key area for future growth. However as Newton Aycliffe is a New Town there are limited opportunities for new housing within the Town. Therefore a major urban extension, near the town centre, has been identified to the east of the Town more details of which are given in Policy 11 (Other Strategic Sites).

4.62 Bishop Auckland will continue to be the focus for new housing, building upon the success of recent developments at Auckland Park, St Helen's Auckland and West Auckland. Further housing growth will help to strike a balance with and support existing and new employment opportunities, such as the proposed extension to South Church Enterprise Park, which will meet localised demand for smaller industrial and office premises. Although it is hoped that continuing housing delivery will also attract businesses to the area. Future housing growth will also support the town centre, which has recently benefited from successful public realm interventions although there are concerns over the number of vacancies within the town and the development of nearby out of town shopping. Bishop Auckland has the potential to become a key tourist centre building on attractions, particularly that proposed at Auckland Palace but also

including Binchester Roman Fort, the town's railway heritage and links to the Dales and Darlington.

4.63 Durham Gate in Spennymoor is a major new mixed use development which will provide new employment, housing and leisure facilities. The housing requirement for the town seeks to tap into the benefits that this, and other schemes, will bring to the town. New housing will also encourage the redevelopment of Festival Walk to help restore the viability and vitality of the town centre. However, Spennymoor has a very large number of existing housing commitments and other opportunities, such as the possible redevelopment of Merrington Lane, which are more than enough to meet its requirement.

4.64 Shildon's history as the birthplace of the railway is celebrated with The National Railway Museum at Locomotion, which attracts over 200,000 visitors a year. Public realm improvements in the town centre have improved the shopping experience however, the proximity of Bishop Auckland means that retail spend within the town is lower than anticipated. The housing requirement reflects previous demand and build rates in the town and the current commitments at Shildon-on-Track and Dale Road.

4.65 Crook is a major service centre for many of the communities of the Durham Dales and is close to Bishop Auckland and Durham City. Development in Crook needs to be carefully managed in order not to exacerbate existing congestion on the A690. Willington is located within a mile of Crook and together they are reliant upon each other for their services and facilities. Thistleflat Industrial Estate in Crook and the nearby Low Willington Industrial Estate will meet the need for employment land over the Plan period.

4.66 There is currently a small Co-op supermarket and a number of small shops in Crook town centre. However a lack of choice and the fact that the Co-op store is predominantly orientated towards top-up shopping means that the town retains a relatively low market share. Although expenditure leakage to neighbouring Bishop Auckland is unavoidable, a

new foodstore in the centre of Crook will bring benefits to the town while increasing the opportunities for local shoppers to make linked trips with Crook town centre. It will also encourage increased footfall and secure wider economic and sustainability benefits including 'spin off' trade to sustain existing local independent retail provision.

4.67 Ferryhill and Chilton have been subject to major regeneration interventions particularly around Dean Bank, Ferryhill Station and West Chilton which has involved demolition and housing group repair schemes. Unfortunately this work has not been completed and government funding is no longer in place although the Council does remain committed to the successful rejuvenation of these areas.

4.68 Ferryhill currently has a limited convenience retail offer with only a small store on the Market Place. This primarily caters for top up shopping but evidence indicates that there is potential to retain further food spending within the town. New provision would allow this potential to be met and reduce the need to travel to Spennymoor and Newton Aycliffe, however the constrained layout of the centre provides challenges identifying a site.

4.69 Sedgefield is an attractive market town and also the location of the successful science, engineering and technology park at NetPark. Sedgefield also has good transport links and is located within easy reach of the A19 the A1(M) and Tees Valley. Sedgefield has recently benefited from the development of a new supermarket which will help improve the quality and choice of shopping for residents. All of these positive attributes means it is a very strong housing market area and attractive to housebuilders. The housing requirement reflects this attractiveness but should also ensure that it does not have an unacceptable impact on the character of the village.

4.70 Many of the villages in the remainder of South Durham will benefit from some limited development in order to help sustain local services and facilities and help to extend the range and types of housing available.

East Durham

4.71 Peterlee is a New Town with a strong manufacturing base located in the A19 corridor, which the ELR identifies as the third major market in County Durham. To build on its strong existing links with Sunderland and Hartlepool, part funding has now been secured for a rail halt at nearby Horden. There is however a limited supply of suitable housing sites within the town and it is tightly constrained to the south, east and west. As such, the only opportunity to meet Peterlee's housing requirement is through a significant expansion to the north including the partial redevelopment of North East Industrial Estate.

4.72 There are also some opportunities in the villages which lie close to the town including in Easington Village, Shotton, Shotton Colliery and Wingate, which as well as meeting some of the housing needs of Peterlee, will also help regenerate the villages themselves. Shotton in particular has proved to be a popular location for new housing helping to deliver a larger variation of type and mix and explaining the high number of commitments within the village. Similarly Wingate has been the focus for new house building and whilst it does have some local services, like Shotton and Shotton Colliery, it is heavily reliant on Peterlee for jobs and shopping.

4.73 Peterlee has recently benefited from the approval of two foodstores. One at the former College site and the other within the town centre, on land to the rear of Castle Dene Shopping Centre. This will meet the convenience retail need identified in the town. A further consent at Dalton Park will bring forward a cinema, hotel and other leisure opportunities.

4.74 The successful and continuing regeneration of Seaham has established the town as a focus for new development, primarily driven by the Enterprise Zone Status. Major future employment opportunities exist at Hawthorn, relating to the low carbon economy and the car industry, Spectrum and the proposed Centre for Creative Excellence (Film Studio). Seaham will also benefit from the recently completed marina which will

attract visitors and investors to the town. The ELR also identified a need to increase the provision of smaller scale office premises that can meet the needs of more localised occupiers. This will be through a combination of new development as well as the possible sub-division of some of the larger modern premises currently vacant. The housing requirement for Seaham, and nearby Murton will, where possible, build on past success, support future job growth and increase the vitality of both centres.

4.75 The remainder of East Durham comprises small ex-coal mining villages which, like many of the towns within East Durham, are trying to reinvent themselves. New housing, which is appropriate in scale, will help rejuvenate these villages, helping to retain much needed services.

West Durham

4.76 Barnard Castle is an attractive market town with a well developed tourism offer. It's principal employer is however, Glaxo Smith Kline, a major pharmaceutical manufacturer which employs around 1000 people. Barnard Castle also serves as an important centre for Teesdale and the presence of Glaxo Smith Kline in the town could support demand from suppliers or spin off businesses, at Harmire Business Park and land at Shaw Bank. Despite being in the Dales, Barnard Castle is relatively well connected to the rest of the County and North West England via the A688, the A67 and the A68 making it a major visitor and tourist centre. The town centre has many independent shops and serves as a service centre for much of Teesdale. The housing requirement will help support existing and future jobs and ensure the town's services remain viable.

4.77 Middleton-in-Teesdale, Stanhope and Wolsingham are important service centres for other parts of West Durham and also visitor destinations in their own right. Due to the rural nature of these settlements and the other villages in West Durham, most housing development has historically been delivered on smaller sites (less than 0.4 hectares). This has also made it difficult to identify new housing allocations and this is reflected in the distribution of the housing requirement in these areas. However the

requirements are not ceilings and the development of other appropriate housing sites within these centres will be encouraged. Demand for employment sites and premises is likely to be limited with most businesses smaller and more local in nature. These businesses have a key role in supporting communities. Furthermore with the future roll out of broadband it is expected that more service type industries and live/work enterprises will be able to operate effectively in these areas.

How will the Policy be monitored?

Indicator:

1. Annual number of Net Housing approved and delivered per settlement & in the countryside by Delivery Areas?
2. Employment Floor space approved and delivered per settlement & in the countryside by Delivery Areas?
3. Retail Floor space approved and delivered per settlement & in the countryside by Delivery Areas?

Target:

1. Annual Housing Delivery Target, per Settlement and Delivery Area - based on Housing Trajectory.
2. Annual Employment Delivery Target, per Settlement and Delivery Area - based on Employment Trajectory.
3. Retail Delivery Target, per Settlement and Delivery Area - as defined in Distribution of Development Policy.

Policy 5 - Developer Contributions

Policy 5

Developer Contributions

Where the Council deems appropriate, new development will be required to contribute towards the provision, and/or improvement, of physical, social and environmental infrastructure^(xvii) taking into account the nature of the proposal and identified local or strategic needs.

Community Infrastructure Levy (CIL)

CIL will be levied on chargeable development in pounds per square metre on new gross internal floorspace. When planning permission is granted for a CIL liable development, a CIL Liability Notice will be issued alongside the planning decision notice or as soon as possible thereafter. This will confirm the amount of CIL payable and will be charged in accordance with the Council's CIL Charging Schedule.

The infrastructure priorities required to support the delivery of the Plan are set out in the Council's list published pursuant to Regulation 123 of the Community Infrastructure Levy Regulations 2010. A comprehensive schedule of all of the County's Infrastructure requirements are set out in the Infrastructure Delivery Plan (IDP).

Section 106 Agreements

Developers will be required to enter into Section 106 Agreements to secure the mitigation that is necessary for a development to proceed. The provision of affordable housing will continue to be secured

xvii environmental infrastructure in this context may include SuDS, flood alleviation, climate change adaptation, green space, general biodiversity enhancements for example

through this mechanism together with any other specific infrastructure which is directly related to the development.

In circumstances where the viability of the scheme is in question, the developer will be required to demonstrate that this is the case through a site specific financial evaluation and undertaken to the Council's satisfaction at the earliest possible stage. Where a scheme is agreed to be unviable or marginal, we will review the policy requirements of the site and the timing or phasing of payments to assist the financial viability of the scheme. Where policy requirements have been negotiated, review mechanisms and/or an overage payment clause will be built into Section 106 Agreements to ensure the Section 106 obligations can be periodically reviewed and updated to reflect any changes in circumstances or changes to market conditions.

There will be some instances where site specific infrastructure and mitigation cannot be secured because of viability concerns. In these situations where the infrastructure is an essential prerequisite to enable the site to be developed, a scheme will be deemed unacceptable in planning terms and will not be supported.

In order to provide certainty to the development industry, we will produce a Developers Contribution Supplementary Planning Document which will set out a consistent and accountable approach to negotiating and securing developer contributions. To provide further certainty, known developer contributions will be set out at the pre-application stage.

Why Should Development Contribute to Infrastructure?

4.78 It is important to ensure that development proposals contribute to improvements in infrastructure capacity to cater for the additional needs

they generate. When development takes place it, in many cases, makes additional demands upon infrastructure which can take many forms;

- Physical, such as roads, utilities and energy supply networks;
- Social, such as community buildings, education, health facilities, affordable housing, sport and recreation and employment or training opportunities; and
- Environmental, such as areas for wildlife and green infrastructure.

4.79 By paying a contribution, developers will help fund the infrastructure that is needed to make development acceptable. Required infrastructure or community benefits provided on-site and off-site must make development sites acceptable and mitigate the impact of additional demand caused by one or more new development sites. All infrastructure improvements, where appropriate, will be in accordance with Policy 1 (Sustainable Development) to ensure that potential adverse impacts are maximised.

Community Infrastructure Levy (CIL)

4.80 The CIL Regulations^(xviii) have tightened the legal tests to restrict the use of Section 106 agreements in planning applications to ensure they are used for infrastructure relating to the needs of a particular development site. At the same time the Government is encouraging the use of a Community Infrastructure Levy (CIL) to make the process of developer's contributions quicker, fairer and more transparent for both developers and the general public. The CIL will ensure that infrastructure that supports a number of development sites is not just paid for by an individual developer but rather shared proportionately by several. This applies equally to all development over 100m² from individual houses to

xviii The Community Infrastructure Levy (Amendment) Regulations 2013

large supermarkets.

4.81 This is particularly relevant for the delivery of off-site infrastructure requirements set out in the Infrastructure Delivery Plan (IDP) that supports the development ambitions set out in the County Durham Plan. The IDP is updated regularly, and provides the mechanism by which infrastructure requirements and their relative priority are identified by the Council in association with local communities and delivery partners. CIL money can only be spent on infrastructure priorities set out in the IDP. In addition to the IDP, we publish a 'Regulation 123' list on our website which lists the specific projects that will benefit from CIL finance. The following off-site infrastructure are examples of what projects could be funded through CIL:

- Strategic Green infrastructure;
- Biodiversity Management; and
- Strategic Transport Infrastructure.

4.82 CIL rates are calculated across all developments and are mandatory, based on a proportionate and affordable sum to support 'wider' infrastructure. In the past, small scale development did not contribute towards the incremental increase of pressure on infrastructure. Since 2004, 15% of residential development in County Durham was automatically ruled out from making a contribution to local infrastructure or affordable housing as there was no policy in place to capture any contributions from sites of 10 houses or less. CIL charges are based on the net additional floor space (m²) created by new developments.

4.83 The different CIL rates are set out in the CIL Rationale and Charging Schedule. The CIL rates have been set at an appropriate level

to reflect the commercial viability of development to ensure any charge does not deter development as set out in the Local Plan and CIL Viability Study 2013^(xix). The Charging Schedule will be monitored and reviewed to reflect changes in the market or regardless every 3 years.

Community Spending

4.84 As part of the, CIL Regulations a proportion of CIL monies will go directly to the local community to spend in their area. Parish Councils will receive 15% of CIL monies collected within their area to spend on improvements and local infrastructure projects. Where an adopted Neighbourhood Plan is in place this will increase to 25%^(xx). Monies for non parished areas will be retained by the Council but spent in accordance with the wishes of the community.

Section 106 Agreements

4.85 Where there are site specific infrastructure requirements without which a development should not be granted planning permission a Section 106 agreement will be sought. Contributions to affordable housing and other policy requirements will also be negotiated on a site by site basis and subject to viability.

4.86 New development should also recognise the need to support existing communities and achieve social progress by tackling social exclusion and ensuring continued levels of economic growth by expanding and raising skill levels in the local labour market. New development should therefore provide opportunities for people living in local communities, especially those disadvantaged or otherwise outside the labour market and that may require measurable commitments on targeted recruitment and training. The provision of training opportunities for local firms during the construction and occupation of the development is also important.

xix

xx In both instances this is subject to a cap of £100 per household in the Parish Council area per year

The Council may seek planning obligations in relation to Targeted Recruitment and Training (TRT) and use of local supply chains, including the agreement of targets and delivery processes and the provision of resources to assist in this. Where the developer is unable to deliver on-site training or employment an equivalent financial contribution will be sought subject to site viability. Developers must negotiate employment and training or contributions to TRT on all housing sites of 15 dwellings or over 0.5 hectares or on retail or employment developments over 0.1 hectares, where appropriate.

4.87 The Council will ensure that development is not charged twice for the same piece of infrastructure by listing on its website specific infrastructure that which will benefit from CIL. Detailed guidance on our approach will be set out in a future Developers Contributions and Affordable Housing Supplementary Planning Document.

How will the Policy be monitored?

Indicator:

1. Amount of money agreed through CIL?
2. Amount of money received through CIL?
3. Amount of money spent through CIL?
4. Amount of money agreed through S106?
5. Amount of money received through S016?
6. Amount of money spent through S106?
7. Average House Prices

Target:

[REDACTED]

Policy 6 - Durham City

Policy 6

Durham City

The Spatial Approach identifies Durham City as a key location for new development in County Durham. The Plan therefore identifies approximately 23 hectares of employment land, 5200 houses and 5800sqm of new convenience retail floorspace. The Plan therefore:

- a. Prioritises the redevelopment of land and buildings around the historic core of the City which support its key role as an employment, housing, retail and tourism centre;
- b. Respects the special character of the historic centre and World Heritage Site;
- c. Supports the vitality and viability of the City Centre;
- d. Helps realise the potential of the City for tourism, retailing and leisure;
- e. Accommodates the future aspirations of Durham University;

- f. Identifies Aykley Heads as a Strategic Employment Site, predominately for office development alongside a mix of other uses including housing;
- g. Identifies Sniperley Park, North of Arnison, and Sherburn Road as Strategic Housing Sites;
- h. Identifies North of Arnison as a key location for new convenience retail floorspace;
- i. Identifies North Road and Claypath as Regeneration Areas;
- j. Promotes sustainable transport provision to reduce demand for the private car through the Durham Integrated Transport Approach; and
- k. Provides for the delivery of the Western Relief Road early in the Plan period and the Northern Relief Road later in the Plan period to relieve congestion and enhance the employment, tourist and shopping potential of the City.

Development associated with this policy will be delivered in accordance with the Durham City Delivery Strategy which will take account of the requirement to phase development into a cohesive and financially viable package in order to minimise potentially adverse impacts on communities and the environment.

4.88 Durham City is steeped in history and heritage, home to the Durham Castle and Cathedral World Heritage Site and Durham University, one of the country's leading Universities attracting some of the highest quality students in the UK and the world. These key assets with a strong, though constrained, spatial focus based upon the Cathedral and Castle on the

Peninsula comprise a key component of the City's identity and distinctiveness and it essential that the World Heritage Site is maintained and enhanced.

4.89 Development and growth in Durham City has been limited over the past 20 years as regeneration of industrial towns and villages around the City has taken priority. Although the Durham City area has many strengths and has performed well on a number of economic performance indicators, it does have some issues that need to be addressed. Whilst Durham City performs significantly better than other areas of County Durham, the fact that it was in the bottom half of the national competitive rankings in 2008 and has an over-reliance on public sector jobs with 45% of all jobs in the city in this sector, illustrates the City's relative under performance. Additionally there is a significant reduction in the city's population out of term time when the students return home, providing particular challenges for businesses in the City.

4.90 Durham City offers major opportunities to leverage in private sector investment and support the growth in employment numbers needed, complemented by growth in the County's other economic market areas. The City has a population of approximately 42,000, larger than any other town in the County and provides job opportunities for a regional labour market. Its location close to the main north-south axes of communication through the north east and between the Tyne and Wear and Tees Valley conurbations makes it ideally located as a commercial centre, with over 1 million people of working age living within 45 minutes drive of the city centre. The Employment Land Review has also shown that Durham City is an attractive site for business and one of the few locations in the North East that can attract high quality, high growth industries.



4.91 Durham City is already an important employment centre with a substantial number of employees working in the city itself, in addition to significant office and industrial premises in and around the city centre. However, considering the geographical area it covers and the growth in the regional service sector, County Durham has a surprisingly limited office market. The City lacks a defined, modern business quarter, which would be attractive to occupiers, being located in a historic city with excellent transport links to Newcastle, Edinburgh and London. A new business quarter would be a pre-eminent office location and able to attract both national and international occupiers as well as having a positive impact to the vitality of the city centre retail offer. We are therefore proposing the redevelopment of Aykley Heads to provide a Central Business quarter with up to 70,000sqm of floorspace and up to 6000 gross

new jobs which will not only increase the economic potential for the City but will have significant economic benefits for the wider County. More detail is given in Policy 7 (Aykley Heads).

4.92 Other opportunities exist on the former Ice Rink site and Milburngate House offering substantial potential to bring forward more high value employment into Durham City which will benefit County Durham residents and regional commuters. In turn these developments will also spur on other developments in Durham City such as the opportunities that North Road and Claypath present.

4.93 The City needs a critical mass of employment, population and visitors to build on opportunities and become a city of regional, national and international significance. A core business quarter at Aykley Heads, a vibrant City Centre and complementary District Centres at Arnison and Dragonville with good quality shopping and leisure provision, a housing offer that complements economic growth, a visitor offer that encourages visitors to stay longer, together with the associated infrastructure needed to support this growth, are therefore central to our approach.

4.94 Following an assessment of the landscape capacity which forms part of the Green Belt Site Assessment, the evolution of the City and the housing and economic potential of the area we are proposing the development of 5200 homes. Some of these can be accommodated in housing allocations within the City but we are also proposing three strategic housing sites which will accommodate around 4000 new homes, that will provide the opportunity to create new communities, building on the existing infrastructure, environment and quality, for which the City is renowned. The sites will also support new schools and local facilities including the development of high quality landscaping and environment. More detail is given in Policy 8 (Durham City Strategic Housing Sites).

4.95 Durham University is a major asset to the City, shaping the built environment, contributing to the cultural offer, developing highly skilled individuals as well being a major employer and a purchaser of local goods

and services. The University also facilitates business and industrial research. The University has recently begun a major new strategic programme of development including; a £60M investment in the new 'Palatine Centre'; relocation of some departments and support services, and the disposal or refurbishment of some existing properties. The aim is to rationalise their estate and to provide opportunities to dispose of, or significantly improve inefficient buildings whilst ensuring it makes maximum use of its retained buildings. The University does have modest growth plans to increase its student numbers from 15300 to 17100 by 2020 but it also intends to increase the percentage residing in purpose built student accommodation (controlled by the University) from 43% to 50%. The Plan seeks to accommodate and build on these future aspirations.

4.96 County Durham has a track record of delivering transport solutions including modest congestion charging, three park and rides, and Transit 15 which is improving connectivity within County Durham. However the transport modelling we have undertaken shows that the existing road network in Durham City is nearing capacity. Natural traffic growth across the Plan period would make this situation significantly worse. Public transport and other improvements would partially alleviate the congestion problems but it is clear that a major infrastructure solution is required. Therefore to address existing congestion and air quality issues and to facilitate the development proposed for Durham City we are proposing two new relief roads.

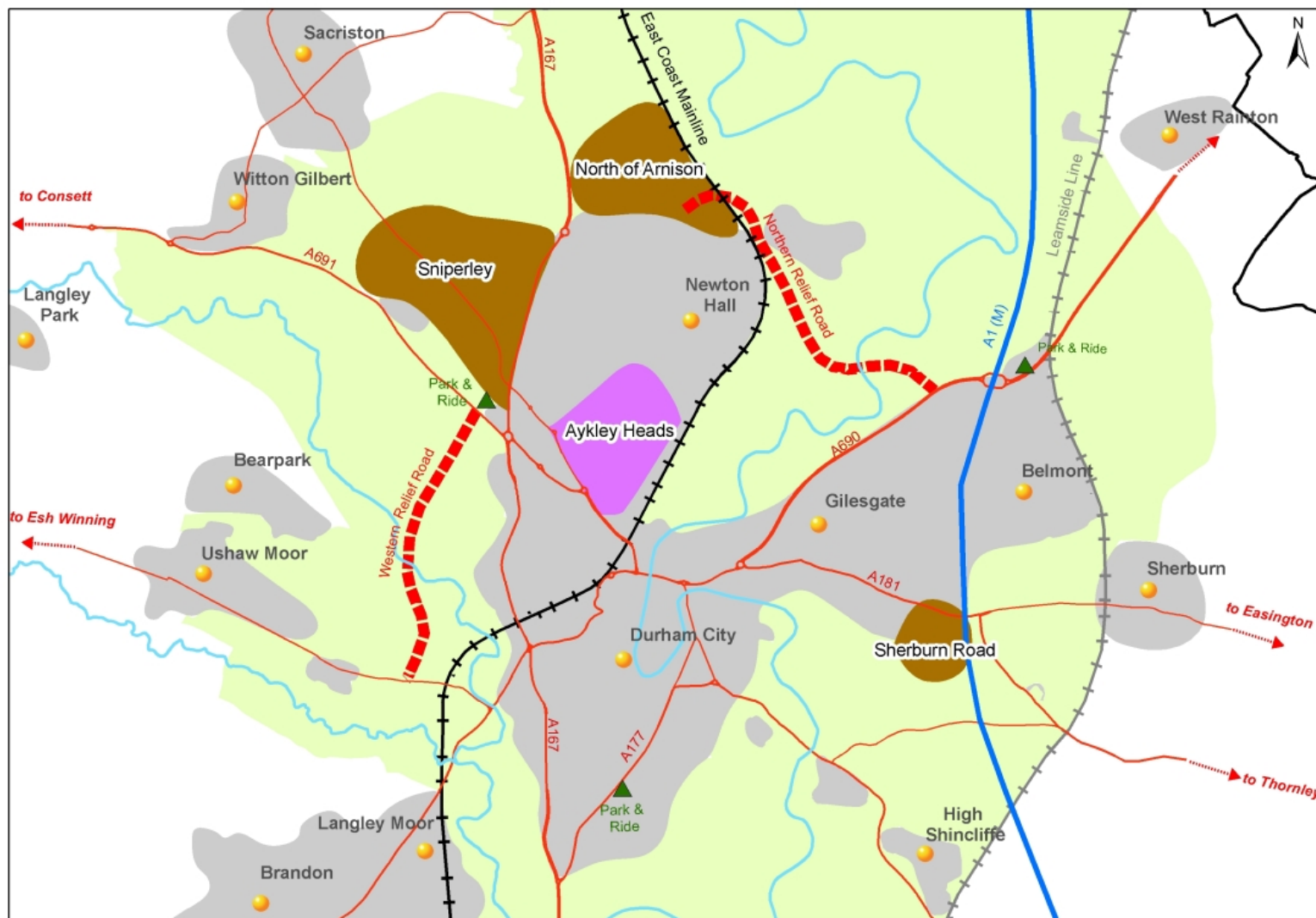
4.97 The provision of a Northern Relief Road will provide an alternative route from the A1 corridor to the north and west of the City Centre, and a measure of relief to the already congested section of the A690 crossing the River Wear at Milburngate. It will also improve links between North West County Durham and the A1. The provision of a Western Relief Road will provide an alternative route from the A690 and the A691 on the west of Durham and relieve the congested A167 whilst also providing relief to the junction at Neville's Cross which currently encounters significant delay

in the peak hour periods. It must be noted that we see the roads as only part of the solution and they will be developed in conjunction with significant investment in public transport, park and ride, cycleways and pedestrian links. More detail on the Relief Roads is given in Policy 9 (Western Relief Road) and Policy 10 (Northern Relief Road).

4.98 In addition to the new roads and other transport improvements, Durham City is also located close to the Leamside Railway Line. This line is seen as an important component in the longer-term development of transport links in the area. When developed it will deliver greater accessibility to communities within the catchment and provide a viable (and more sustainable) alternative to the A1(M) for transporting people and freight. The route of the Leamside Line will be safeguarded by Policy 49 (Provision of Transport Infrastructure).

4.99 Durham Cathedral and University are established cultural centres with world class international reputations which have supported the focus on culture and heritage not only in the City itself but also the rest of the County. The County Durham visitor economy draws upon these assets however there is capacity to build on them to attract more visitors to spend time and stay in our areas and to boost the profile of our cultural offer across the County. Although the County's visitor economy has been growing steadily in recent years and supports around 10% of our workforce, there is some way to go to match the performance of comparable visitor destinations. Fulfilling the City's potential as a destination of national and international significance will encourage visitors to spend more time in the City and the County, increase the economic impact of the visitor economy in our area and almost double the number of jobs currently supported. It is recognised that Durham City can have a diverse visitor offer, including supporting conferencing and meetings as well as leisure tourism, including gardens and outdoor activities, in the rural areas.

Map 2 Durham City Key Diagram



4.100 One example of how we do this is an exhibition of some of Britain's most significant manuscripts and books alongside stunningly beautiful artifacts from Anglo-Saxon England including specifically the Lindisfarne Gospels. The Gospels are on loan from the British Library in the summer of 2013 and will be displayed on Durham's UNESCO World Heritage Site attracting thousands of visitors into Durham City. These cultural events have widened the opportunities for local people and visitors by complementing the existing offer with new possibilities to experience, participate in, use and enjoy the City.

How will the Policy be monitored?

Indicator: Covered by policies - 6-10, WHS, Tourism, Distribution policies.

Target: Covered by policies - 6-10, WHS, Tourism, Distribution policies.

network immediately adjoining the site and the Western and Northern Relief Roads.

The development of the site will reflect the principles of development as set out in the Aykley Heads Supplementary Planning Document that accompanies this Plan and summarised below:

Employment

- a. Deliver 70,000m² of new high quality, flexible office (use class B1) floorspace to attract national and international employers.

Services

- b. To ensure the commercial attractiveness of the site, supporting facilities will be permitted on the site provided that they do not have an adverse impact on the vitality and viability of the City Centre. Uses which may be appropriate include:

Policy 7 - Aykley Heads

Policy 7

Aykley Heads

In order to provide a high quality employment location to contribute to the delivery of the new jobs Durham City and County Durham need, land at Aykley Heads, as shown on the proposals map, is allocated as a Strategic Employment Site. The development of this site will have regard to the provision and timing of the infrastructure necessary to support it, including improvements to the highway

- A1 (convenience retail, sandwich bar)
- A2 (financial and professional services)
- A3 (restaurant, snack bar, café)
- A4 (drinking establishments)
- C1 (hotels)
- D1 and D2 (health facilities, crèche, gym)

Sustainable Design

- c. Deliver attractive, high quality design incorporating sustainable development principles and adopting sustainable construction methods;
- d. A foul water drainage management plan, incorporating SuDS, will be required. It will consider wider opportunities for improvement of local water quality in line with the Water Framework Directive. Any SuDS developed should be designed to incorporate wetland habitats.
- e. Enhance the entrance to the site from Durham Railway Station and provide good quality pedestrian and cycle links from the station into the site; and
- f. Create a new high quality gateway entrance fronting onto the A691/B6532.

Transport

- g. Bus, pedestrian and cycle routes must be incorporated within, and connecting to, adjoining facilities. A Transport Assessment and Travel Plan will also be required to ensure that reliance on the private car is reduced and to mitigate the impact of increased traffic; and
- h. Encourage the use of Park and Ride schemes and other forms of sustainable transport while providing sufficient parking to major investors and prestige businesses.

Green Infrastructure

- i. Incorporate an interconnected network of good-quality, multi functional green infrastructure including an adequate supply of different types of open space ensuring specifically that any playing pitches lost to development will be replaced within or in close proximity to the site and be of sufficient quality to be considered a suitable alternative. An appropriate and enhanced landscape structure with clearly defined boundaries will also be developed;
- j. Set the new office development within a strong landscape framework which capitalises on the site's natural landscape features, provides integration with the surrounding landscape, preserves and enhances wildlife potential and embraces environmental standards;
- k. Provide a new city park by enhancing the land at the east of the site as an integral part of the site's development. This parkland will allow the site to retain its openness and will be provided with

the DLI museum creating a gateway, with the parkland extending up to Newton Hall. The area will provide an enhanced network of surfaces, multi-user routes, tree planting and habitat creation together with a new open-air space for public events; and

- I. Provide enhanced green routes running through the new park to provide attractive and safe routes linking this area to the northern entrance of Durham Railway Station and Wharton Park and residential areas to the north of the site.

4.101 Our vision and objectives identify a need to develop a business location of strategic importance within Durham City. This will deliver high quality, primarily private sector jobs and also help address the lack of a clearly defined business quarter within the City. Aykley Heads, with its proximity to Durham Railway Station and the East Coast Mainline and its excellent road links to the A1(M) and A167, is the ideal location for this new strategic employment site.

4.102 Detailed work on the development capacity of the Aykley Heads is included in the Aykley Heads Supplementary Planning Document (SPD) that accompanies the Plan and shows that the site has the potential to accommodate 6000 jobs and re-balance the nature of the existing jobs on the site^(xxi), increasing the percentage that are private rather than public sector.

4.103 Aykley Heads currently provides an area of informal parkland that is well used particularly with dog walkers. As an integral part of the redevelopment of the site, there is an opportunity to significantly improve this area by providing a high quality parkland which preserves and

enhances existing habitats and creates new habitat. On the remainder of the site the existing mature green infrastructure and landscaping will be incorporated into the new office development and maintained and enhanced. The public access into and around Aykley Heads will be retained and improved, creating more attractive gateways into the site particularly from the railway station and Wharton Park. The park could also provide a potential site for the relocation of the existing sports pitches currently on the site if their replacement is required.

4.104 Aykley Head's location in close proximity to the City's railway and bus stations and on key bus routes, including those used for the Park and Ride, provides excellent access to public transport. The SPD identifies enhanced walking and cycle routes connecting to surrounding housing, Wharton Park, the railway station and the City Centre. It is acknowledged however that access by car and car parking are attractive to private sector employers. In order to ensure that the traffic associated with the new businesses does not have unacceptable impacts on the existing road network traffic modelling has been undertaken. This indicates that a number of highways improvements are required. Some of the funding and delivery of these improvements is linked to the delivery of the site, whilst some others will occur independently but will provide capacity to the local network such as the new SCOOT^(xxii) system (short term), the Western Relief Road (medium term) and the Northern Relief Road (long term).

4.105 Although the proposed redevelopment of the Aykley Heads site does require the deletion of an area of approximately 7.5 hectares from the Green Belt it is believed that this is necessary to provide sufficient range and choice of development sites to ensure it is attractive to employers. It is also the case that the existing Green Belt boundary was drawn so tightly around the City that the existing car park of County Hall is included within it. This was unnecessarily restrictive. It should also be

xxi There are currently 2700 people working on Aykley Heads, the vast majority at the Police HQ and Durham County Council. This is likely to decrease significantly over time due to job cuts and relocations.

xxii SCOOT (Split Cycle Offset Optimisation Technique) is a tool for managing and controlling traffic signals in urban areas to increase highway capacity.

noted that the vast majority of the land that is currently within the Green Belt at Aykley Heads will form part of the new city park, therefore there is no need to change the status of the area. Therefore as job creation is a key objective of the Plan and Aykley Heads is seen as the best opportunity in the County to create those jobs we believe that this is sufficient justification to amend the Green Belt boundary in this area.

4.106 Within the Aykley Heads site a planning application for 230 homes on the existing Police Headquarters has been approved. The replacement Headquarters on the land opposite the existing building was also approved. Both of these developments will complement the proposals for the remainder of the site.

How will the Policy be monitored?

Indicator: Gross employment floor space completed at Aykley Heads?

Target: 70,000sqm business floor space completed at Aykley Heads.

Policy 8 - Durham City Strategic Housing Sites

Policy 8

Durham City Strategic Housing Sites

In order to meet the development needs of Durham City and to encourage economic growth in County Durham, land at Sniperley Park, to the North of the Arnison Centre and at Sherburn Road, as shown on the proposals map, are allocated for development. The phasing of development on these sites will have regard to the

provision and timing of the infrastructure necessary to support them.

The development of each of these sites will reflect the principles of development as set out in the Sniperley Park, North of Arnison and Sherburn Road Supplementary Planning Documents that accompany this Plan and are summarised below:

Housing

- a. The three sites will incorporate an appropriate mix of house types and tenures to reflect housing need and market considerations and including housing for older people and affordable housing in accordance with Policy 31 (Addressing Housing Need). Development will comprise of approximately:
 - i. 2200 houses on 120.5 hectares at Sniperley Park (with a further 300 on 19.4 hectares phased beyond the Plan period);
 - ii. 1000 houses on 84.5 hectares at North of Arnison; and
 - iii. 475 houses on 24.7 hectares at Sherburn Road.

Services

- b. A new local centre will be provided on Sniperley Park to include at least a primary school, health centre, community building and convenience retail provision of approximately 800sqm (gross) of A1 floorspace. The proposed local centre should also make an allowance for A2, A3 and A5 units where viable and in accordance with other policies in the Plan. Individual units should not exceed a 200sqm (gross) threshold;

- c. A site of approximately 3.5 hectares on the North of Arnison site will be identified for the provision of a new supermarket, including parking, servicing and a petrol filling station to meet current and future convenience shopping needs in accordance with Policy 25 (Retail Allocations and Town Centre Regeneration Areas). A primary school will also be provided within the site; and
- d. On North of Arnison and Sherburn Road a community building will either be provided on site (on North of Arnison, possibly in association with the new primary school) or a contribution to the improvement of existing off-site provision will be required in accordance with the Infrastructure Delivery Plan and Policy 5 (Developer Contributions).

Sustainable Design

- e. The sites will deliver attractive, high quality design incorporating sustainable development principles, adopting sustainable construction methods, and using appropriate densities across the sites in accordance with Policy 1 (Sustainable Development) and Policy 16 (Sustainable Design in the Built Environment);
- f. Sniperley Park and the North of Arnison site will be expected to prepare a joint surface and foul water drainage management plan incorporating SuDS which will consider wider opportunities for improvement of local water quality in line with the Water Framework Directive including water quality on the Blackdene Burn and tributaries into the Red House Gill. The Sherburn Road site will be required to consider a combined SuDS attenuation scheme in order to manage surface water drainage and improve the water quality of the Old Durham Beck which will deal with surface water from the development as well as exploring the

potential to deal with drainage from the A1(M) with the Highways Agency.

- g. Development on each site will preserve, conserve and where possible enhance the historic environment in accordance with Policy 44 (Historic Environment);
- h. Developers on all sites will be required to work with the Council and partners to explore opportunities for district heating networks particularly on Sniperley Park given its proximity to Lanchester Road Hospital;
- i. Existing buildings on, or near to, North of Arnison including Finchale Training Centre, Hagg House and Red House Farm must be integrated within the new development. Development adjoining Chester Low Road will have regard to its semi-rural character. The design of the scheme should also have regard to the views into the site from the East Coast Mainline;
- j. On Sniperley Farm the design of development near to Sniperley Hall and Farm and the adjoining parkland will have regard to their character and setting;
- k. Treat any potential views of the World Heritage Site appropriately; and
- l. The design of Sherburn Road will provide a positive gateway for Durham City particularly from the A1(M) and will not detract from the character of the Old Durham Beck and Old Durham as a result of no development being built lower than the 80m contour line. It will also protect the character and integrity of Bent House Farm.

Transport

- m. The build out of Sniperley Park, North of Arnison and the housing allocation at Merryoaks is reliant on the delivery of the Western Relief Road. These three sites will be required to fund the Western Relief Road and associated highway improvements through the use of Section 106 and/or Section 278 Agreements.
- n. All sites will incorporate bus, pedestrian and cycle routes within, and connecting to, adjoining facilities. A Transport Assessment and Travel Plan for each site will also be required to ensure that reliance on the private car is reduced and to mitigate the impact of increased traffic in accordance with Policy 48 (Delivering Sustainable Travel). The movement frameworks of each site should also incorporate any relevant schemes within the Durham City Integrated Transport Assessment;
- o. Sniperley Park will require the future expansion of the Sniperley Park and Ride facility. Attractive and safe links between the housing and the existing Park and Ride facility will be created to maximise its use by residents;
- p. Access to North of Arnison will have regard to, and not prejudice, the proposed route of the Northern Relief Road;
- q. In order to achieve sustainable and cohesive communities, the development at Sniperley Park must be integrated with existing development to the east of the A167; North of Arnison must be integrated with existing development to the south of Rotary Way including creating strong links with the existing Arnison Centre; Sherburn Road must be integrated with existing development to the north of the A181, by enhanced connectivity and

overcoming existing barriers to movement; and

- r. Provide an enhanced recreational route from and adjoining Sherburn Road into Durham City Centre.

Green Infrastructure

- s. The sites will incorporate an interconnected network of good-quality, multi functional green infrastructure including an adequate supply of different types of open space, in accordance with Policy 20 (Green Infrastructure). An appropriate and enhanced landscape structure with clearly defined boundaries will also be developed;
- t. On Sniperley Park, the existing Folly Plantation will be retained within the development. Mitigation measures will be required to protect its ecosystem and preserve linkages with other nearby habitats and the wider countryside;
- u. On North of Arnison the mature trees, hedgerows and cluster of ponds to the south of Red House Farm and Hagg House Farm will be enhanced and incorporated within the development; and
- v. On Sherburn Road, the woodland along the boundary of Sherburn Road with the A1(M) should be protected and enhanced.
- w. The design of the the primary schools on Sniperley Park and North of Arnison will incorporate mini soccer pitches.

4.107 In order to deliver the Spatial Approach of the Plan and the specific requirements of Policy 6 (Durham City) it is necessary to identify three strategic sites, which include housing, retail and associated uses. Following an extensive site selection process which included three stages of a Green Belt Assessment^(xxiii) sites at Sniperley Park, North of Arnison and Sherburn Road were considered to provide the most suitable locations. We believe these sites will provide the most benefit to the economy and can be developed to the high standards necessary to make them attractive and sustainable places to live. The detailed assessment work we have undertaken also ensures that these sites will have the least impact on the natural, built and historic environment of the City and its surroundings. Although some specific policy cross-references are mentioned in this policy future planning applications for the strategic sites will be expected to conform with all relevant policies of the Plan.

4.108 Traffic modelling undertaken to accompany the Plan clearly shows that the complete build out of the Sniperley Park and the North of Arnison sites can only happen as a result of the additional capacity introduced into the highway network by the Western Relief Road. The Plan therefore requires these two sites (together with the housing allocation at Merryoaks) to provide the funding to pay for the construction of the Western Relief Road. As the road is needed in the short term work will begin immediately following Adoption of the Plan and is envisaged to be fully operational by 2021.

Sniperley Park

4.109 Sniperley Park is situated to the north west of Durham City, immediately to the east of Framwellgate Moor and Pity Me and to the south of Sacriston. The site's eastern boundary follows the A167 Durham Road. New College, Durham is sited adjacent to the southern end of the site with residential development extending northwards. Sniperley Hall

with its walled gardens and parkland and Lanchester Road Hospital are located adjacent to the western boundary. Sniperley Park and Ride is immediately to the south of the site at the junction of the A167 and the A691.

4.110 The development of Sniperley Park will deliver 2,500 new homes along with associated retail, services and facilities contributing to meeting housing needs and creating a viable, vibrant and self-sustaining mixed community. It will also promote innovative approaches to sustainable design which reflect current best practice to deliver a sustainable development supported by appropriate supporting utilities and infrastructure.

4.111 The site will be an exemplar of design quality and sustainable development and include a strong landscape framework and green infrastructure network will be provided to capitalise on the site's natural features and ensure integration with the surrounding landscape. The wildlife potential of the site will be enhanced and development will embrace environmental standards to provide an attractive living environment, including opportunities for recreation. Enhanced opportunities for sustainable access to the City Centre and surrounding areas for public transport, walking and cycling, will be created.

4.112 Emerging evidence^(xxiv) indicates that there is a significant over supply of adult football pitches in Durham City, therefore the existing pitches on Sniperley Park will not need to be replaced. There is however a need for a number of additional mini soccer pitches. In order to help meet this need the playing fields of the new primary schools on Sniperley park and North of Arnison will be required to incorporate an appropriate number of suitably marked mini soccer pitches available for community use.

xxiii Stage 1,2 and 3 Green Belt Assessments available on the Council's website at <http://durhamcc-consult.limehouse.co.uk/portal/planning/>

xxiv The Council will publish a series of Playing Pitch Actions Plans, including one for Durham City AAP area, early in 2014

North of Arnison

4.113 The North of Arnison site is located immediately to the north of Durham City. It is bounded by the A167 highway to the west, Rotary Way to the south, Chester Low Road and the East Coast Mainline (ECML) to the east and field boundaries to the north. The A167 and ECML provide clear definition to the western and eastern boundaries. The nearest residential neighbourhoods are Pity Me and Newton Hall, which lie immediately to the south west and south east respectively.

4.114 Beyond Rotary Way to the south of the site is the Arnison Centre, a mixed commercial location but principally focused on retail, including both food and non-food shopping outlets. To the east, beyond Chester Low Road, is Finchale Abbey Training Centre.

4.115 The North of Arnison site will be an integrated sustainable extension to Durham City with well developed links to the existing Arnison Centre. It will also include a new and enhanced landscape structure tying it into the broader landscape. It will also have clearly defined boundaries that respect and respond to the Green Belt beyond. More visible parts of the site will be effectively screened by established tree planting to reduce the overall urbanising effect, particularly from the ECML.

4.116 The site will be an exemplar of design quality and sustainable development, characterised by extensive, attractive and useful, green infrastructure, build quality and the use of best practice techniques to reduce energy consumption. The North of Arnison site will also be well connected to facilities and existing neighbourhoods to the south and be easily accessible, especially by non-car modes, to Durham City Centre and other employment locations.

4.117 The site will provide the social infrastructure necessary to fully meet its community's needs and to promote a healthy community, either by provision on site or if appropriate and accessible, within nearby neighbourhoods.

4.118 The development will specifically meet identified convenience shopping needs Retail and Town Centre Needs Assessment 2013, both existing and as a consequence of the development of this and other sites, whilst maintaining the vitality and viability of established centres.

Sherburn Road

4.119 The site is located on the eastern edge of Durham City close to Carrville and Belmont. The A181 Sherburn Road forms the northern boundary of the site. This road serves as a significant artery for the City accessing the eastern villages and beyond to the Tees Valley and the A19. Although the A1(M) forms the eastern boundary of the site it is not directly accessible, the nearest point of access being Junction 63 some 2km to the north. The site also includes a cleared area of land within the housing estate to the West. This land is not designated Green Belt and has been allocated for housing in the past.

4.120 The strategic site at Sherburn Road will help provide a range and mix of sites for the development industry. It is likely that the housing offer on this site will differ from that at Sniperley Park and North of Arnison because of the lower value of the site and the regeneration benefits it can deliver for the adjoining area which is currently relatively deprived.

4.121 The site forms part of the plateau of high land which includes most of Gilesgate and Belmont. To the south the land falls steeply to the River Wear. Further away to the east and south east the land rises steeply to form the Magnesian Limestone Escarpment.

4.122 Sherburn Road will create a sustainable urban extension which maximises pedestrian links to Durham City and the River Wear and provides a range of housing opportunities for local people. The site will be one of the first visible signs of Durham City when travelling northwards on the A1(M) and should therefore present an attractive gateway to the City. The site also lies in the backdrop of the World Heritage Site in some views from the west although it is largely screened by existing housing.

4.123 In order to protect the character of Old Durham Beck and Old Durham, no housing will be built below the 80m contour. The character and integrity of Bent House Farm will also be protected. The remainder of the site on the southern boundary will then be landscaped and integrated with the other green infrastructure on the site to enhance residents enjoyment and the value for wildlife. Any development should incorporate Bent House Lane.

How will the Policy be monitored?

Indicator:

1. Annual number of Net Housing units approved and delivered per strategic site?
2. Amount of retail floor space approved and delivered per strategic site?

Target:

1. The annual housing delivery per strategic site - as defined in the Housing Trajectory.
2. 800sqm of retail floorspace at Sniperley Park

Western and Northern Relief Roads

4.124 Traffic on the roads in and around Durham City should flow in a way that will satisfy the expectation of local residents, commuters, bus

companies, emergency services, employers and visitors. This should still be the case following the future growth envisaged by the Plan. It is also particularly important that future investors in the City are not deterred by congestion on the road network.



4.125 Therefore to ensure the City's transport infrastructure can successfully accommodate the new jobs, housing and shopping over the next 20 years, transport modelling ^(xxv) has been undertaken to assess current levels of congestion and produce a future transport strategy for the City. The latest transport modelling builds on existing modelling undertaken in 2006/07 to support a bid for funding from the Transport Innovation Fund.

4.126 It is clear that the private car is currently the dominant mode of transport within Durham City. Evidence from bus occupancy surveys shows that around 9,500 passengers enter the City via buses between 7am and 7pm, compared to 49,000 highway trips. Baseline data from the

xxv County Durham Local Plan Option Appraisal - September 2013 can be downloaded here: <http://content.durham.gov.uk/PDFRepository/OptionAppraisalFinalReport2012.pdf>

transport modelling shows that some of the City's roads are currently heavily congested. There are 60,000 vehicles per day crossing Milburngate Bridge and the Milburngate junction is operating at 125% of its capacity. Furthermore, 30% of those vehicles do not stop in the City or use its facilities. This volume of traffic has a degenerative impact on congestion and air quality in the centre of the City. The gateways to the City are particularly busy and the data has identified the following congestion hot spots around the City Centre:

- Milburngate Bridge suffers from congestion at most times of the day which has resulted in an air quality issue in Durham City Centre;
- Western and Northern Approaches to the City - Sutton Street and Framwellgate Peth;
- Finchale Road outbound at Framwellgate Moor;
- Sniperley A691 and A167, the main route from Consett in the North to Darlington in the south. The build up of traffic on this route can lead to significant delays at peak time, which impacts on access to the nearby Park and Ride;
- Nevilles Cross and Crossgate Peth often experience significant build ups of traffic which often stretch back as far as Brandon/Meadowfield impacting on these villages; and
- Leazes Roundabout and A181 Gilesgate Bank.

4.127 In addition to these traffic hot spots, congestion across the City means that the network is very unstable and one traffic accident on the A167 or the A690 through the City Centre can gridlock the surrounding highway network.

4.128 If the City's roads do not improve the overall impression to potential investors and visitors will be one of a poorly managed area with unreliable transport links.

Transport Innovation Fund - 2006/07 Modelling

4.129 The Council carried out its Transport Innovation Fund (TIF)^(xxvi) work in 2006/7 in order to assess a number of options which could improve the traffic flow through and around the City. The work modelled traffic levels in the City and the impact of the following transport options:

1. Congestion Charging: Two notional charging options were considered – a charge on Milburngate Bridge and an area wide charge;
2. Work Place Charging: This option would introduce pay and display parking into areas of existing employment related parking. Ten car parking locations were assessed, where there was free staff and visitor parking. This option also included two additional Park and Ride sites;
3. Bus Fare Subsidy: This option built upon the additional Park and Ride and bus priority measures included in the Work Place Charging option. Three bus fare subsidy scenarios were assessed, free fares and two fare schemes with discounted fares for short trips; or
4. A combination of the three options above.

4.130 The modelling work demonstrated that a congestion charge and bus subsidies were potentially the most effective in reducing traffic. However, they would both have a potentially damaging effect of directing the discretionary trips to other centres and that bus subsidies would prove to be too expensive for bus operators to implement or for the Council to

xxvi The Durham TIF Study can be downloaded here: http://content.durham.gov.uk/PDFRepository/DurhamTIF-TechnicalNote_DT7.Pdf.

subsidise. The TIF work demonstrated that workplace charging would have little impact on traffic levels. It also found that opportunities for large scale change from private to public transport would be limited.

4.131 As part of the modelling work done for the 2006/07 TIF work, the Council also looked at the impacts of increased traffic management and building a Northern Relief Road. The modelling demonstrated that the relief road option when compared with the other softer measures was the best way to reduce the volume of traffic in the City Centre and would also have the biggest time saving benefits. The relief road option was also the only way to reduce traffic levels in a cost effective manner.

Local Plan 2012/13 Modelling

4.132 All measures or alternatives looked at as part of the TIF work demonstrated that traffic levels west of the City on the A167 would increase. As a result of this evidence, the Western Relief Road was introduced as an alternative option of managing traffic in Durham. The traffic modelling in 2012 was specifically undertaken for the County Durham Plan in order to assess the impact of the proposed Western and Northern Relief Roads and whether their introduction could lead to managing future congestion when taking into account the proposed housing and employment growth in the City. The modelling was updated in 2013 to reflect changes in the plan as well as testing some new alternative demand scenarios.

4.133 The 2013 modelling includes a baseline scenario known as 'Reference Case scenario' which models future growth without including the Plan's proposals. Once this baseline model is completed, the next step is to compare the reference case to a number of demand scenarios including:

- County Durham Plan Preferred Approach;

- Dispersed Developments; and
- Durham Max scenario.

4.134 All of these demand scenarios involved sensitivity testing around the new housing and employment sites, travel behaviour and network mitigations including relief roads. All demand scenario's were modelled around a future modelled year of 2030 and an intermediary year of 2021.

4.135 One additional scenario which was tested as a result of suggestions made during the Preferred Options consultation was the 'Dispersed Developments' scenario. This scenario distributed the development of the Strategic Housing Sites proposed for Durham City around the surrounding settlements. When compared with the County Durham Plan 'Preferred Approach', the modelling demonstrated that the dispersed development scenario would result in more car trips, higher carbon emissions as well as extended journey times and congestion on the key corridors through the City.

Travel Behaviour

4.136 Changing travel behaviour is one of the key ways to reduce the number of car journeys on the highway network. This can be achieved at a local level by introducing smarter travel initiatives, both 'hard' measures such as walking and cycle lanes and 'soft' measures such as real time travel information. The introduction of such measures can help to reduce the reliance on the private motor car and enables residents to change their travel behaviour as they make 'smarter' choices about how they travel.

4.137 One of the key inputs into the updated transport modelling is an assumption that a percentage of future car trips would be reduced because of modal shift to more environmentally friendly transport. Assumptions on modal switch are reached by taking a fine-grained look at how different

communities of people are likely to change travel behaviour because of demand management techniques employed by the council. This approach is in line with the government guidance on how to model smarter travel choices.

4.138 Changing travel behaviour was also modelled separately in 2012 (without the relief roads) as a possible alternative to the relief roads. The modelling demonstrated that a reduction in car trips as a result of sustainable techniques would only reduce traffic in line with other 'soft' measures (modelled in the TIF work) and fails to mitigate the increase in traffic.

Durham City Integrated Transport Approach

4.139 In order to show how we can meet this reduction in car trips/modal shift we have set out a detailed approach to achieving an improved sustainable transport network in the Durham City Integrated Transport Approach (DITA). This includes hard and soft measures to change travel behaviour, but focuses on improving the attractiveness of more sustainable modes of transport in the City such as walking, cycling and public transport. Some of the headline actions included in DITA are:

- Engaging in Workplace and School Travel Planning;
- Better Public Transport Information;
- More space for walkers and cyclists crossing Milburngate Bridge;
- Improvements to the National Cycle Network (Route 14) through the City Centre;
- Investment in 'intelligent' traffic signals to allow a smoother progression of vehicles and increase the reliability of public transport by giving priority to buses;

- Re-location of the bus station and removal of the roundabout at the top end of North Road, improving public transport accessibility and reducing the severance effect of the A690 for walkers;
- A bus priority corridor through Sniperley Park Strategic Housing Site; and
- Extensions to the Park and Ride facilities at Sniperley and Howlands Farm.

4.140 An Air Quality Management Area has been designated in the City Centre as Nitrogen Dioxide levels now exceed statutory limits. This is an additional reason to ensure that congestion in the City Centre is addressed. The relief roads, changing travel behaviour and improving the flow of traffic should contribute to improving the air quality in the centre of the City.

4.141 [REDACTED]

Policy 9 - Western Relief Road

Policy 9

Western Relief Road

In order to facilitate the development of the Strategic Sites at Sniperley Park and North of Arnison and the Merryoaks housing allocation, land, as shown on the proposals map, is allocated for the construction of the Western Relief Road in Durham City located to the West of the A167 which will connect the A691 at Sniperley Park and Ride roundabout at its northern end with the B6302 Broom Lane at its southern end. Within the corridor of interest for the Western Relief

Road, as shown on the proposals map, development will only be permitted if it does not prejudice the implementation of the road scheme.

The three sites named above will be required to fund the Western Relief Road and associated highway improvements through the use of Section 106 and/or Section 278 Agreements.

4.142 The proposed Western Relief Road (WRR) is shorter in length than a previous scheme proposed in the early 1990s but still creates a suitable alternative route for traffic seeking to travel from the south west of Durham City to the north and in the other direction.

Evidence

4.143 There is currently significant congestion on the A167 as a result of traffic on the A690 joining the A167 at Nevilles Cross. This creates a significant bottle neck and causes congestion in both the AM and PM peak. The provision of the WRR will allow traffic from the A690 to avoid this bottleneck thus reducing congestion for all users. The route selected is the shortest possible to alleviate the traffic congestion and also enable the development of the new housing and retail proposed in the Plan. The 2013 traffic modelling identifies a clear need for the WRR in order to enable the delivery of the new development proposed in the north west of the City and also models multi modal transport demand up to 2030 taking into account the allocated housing and employment within this Plan.

4.144 The updated modelling^(xxvii) demonstrates that the most significant reductions in traffic take place on the length of the A167 by-passed by the link road, where traffic levels reduce by up to 325 vehicles in the AM peak. The modelling demonstrates that the WRR will also alleviate

congestion in the City Centre as well as at Nevilles Cross. These improvements will provide the capacity in the highway network to enable the delivery of Sniperley Park, North of Arnison and Merryoaks without an unacceptable increase in congestion and travel times.

4.145 The modelling indicates that the WRR should also reduce the amount of traffic in villages such as Bearpark, improving safety and amenity, as there will be less incentive to avoid the main junctions if traffic queues have reduced. Through the design of the WRR we will also seek to ensure that access to Durham City from the surrounding villages is not made more onerous.

Delivery and Timing

4.146 It is necessary that the Sniperley Park, North of Arnison strategic sites and Merryoaks housing allocation provide the funding to enable the construction of the WRR to deliver the proposed housing and retail growth. This contribution will be secured through a Section 106 Agreement and/or Section 278 Agreement and will be calculated taking into account the viability of the sites. To minimise impact on cash flow these payments will be staged over the lifetime of the schemes. We are also taking a pragmatic approach to delivery by allowing some housing to be completed before the WRR is constructed and operational (see Policy 8 Durham City Strategic Housing Sites). Completion of the WRR is anticipated by 2021. These timescales allow for a Compulsory Purchase Order if required. Other highway improvements to existing infrastructure associated with the WRR will be secured by the use of Section 278 Agreements.

Proposed Route of the Western Relief Road

4.147 Work has been undertaken to identify the most appropriate route for the WRR^(xxviii). This work seeks to minimise the impacts of the roads

xxvii County Durham Local Plan Option Appraisal - September 2013

xxviii AECOM Durham Relief Road Study: Western Route <http://www.durham.gov.uk/Pages/Service.aspx?ServiceId=8233>

on ecology, archaeology, heritage, landscape and to assess issues of noise, flooding and air pollution amongst others. This work also provides options for the design of the roads and an estimate of the costs involved. A full Environmental Impact Assessment will be required as part of a future planning application.

4.148 The route of the road will run from the A690 at Stonebridge with a roundabout on the B6302. The route will then run northwards crossing the Lanchester Valley Walk before crossing the River Browney and Toll House Road, which will remain open although there are different options for this junction including crossroads, roundabout or bridge. The route continues in a northerly direction following the existing landform linking to the existing roundabout on the A691 at Sniperley Park. The proposed route of the Western Relief Road can be viewed in Appendix ■ of the Plan.

How will the Policy be monitored?

Indicator: Is the Western Relief Road scheme on target in accordance with project plan?

Target: Completion by 2021.

Policy 10 - Northern Relief Road

Policy 10

Northern Relief Road

In order to improve traffic flows through and around Durham City, land, as shown on the proposals map, is allocated for the construction of the Northern Relief Road in Durham City to connect the Red House roundabout at its Western end with the A690 as its eastern end near Junction 62 of the A1M. Within the corridor of interest for the Northern Relief Road, as shown on the proposals map, development will only be permitted if it does not prejudice the implementation of the road scheme.

The Northern Relief Road and associated highway improvements will be funded by the Community Infrastructure Levy.

4.149 The Northern Relief Road (NRR) has also been a longstanding proposal to improve the road network around Durham City. The principle was established by the Inspector of the 1979 County Durham Structure Plan which stated that a Northern link road 'will improve the link between Consett and the A1 (M) at Carrville and together with a Western Bypass, reduce traffic congestion through the City Centre'. The road was also safeguarded in the Durham City 2004 Local Plan.

Evidence

4.150 The updated modelling ^(xxix) work has demonstrated that the justification for the NRR is that it improves traffic flows through and around the city, reducing traffic in the city centre, particularly Milburngate Bridge,

principally because it opens up an alternative crossing of the River Wear but also by enabling east-west movements through the City that do not intend to stop to re-route. The evidence indicates that both relief roads in combination has a greater positive impact than the sum of either road in isolation in terms of reducing congestion, delay and journey times. The Northern Relief road would also support the delivery of the housing, retail and employment growth proposed in the Plan.

4.151 The NRR would also improve links between North West County Durham and the A1, providing potential regeneration benefits for this area. As well as the strategic improvements in connectivity, the road will also strengthen links between the housing, retail and employment centres of the City such as between the Arnison Centre and Belmont Industrial Estate.

Delivery and Timing

4.152 The modelling indicates that only one relief road is required by 2021 but that both the Northern and the Western Relief Road will provide the most effective transport mitigation by 2030. Due to the wider benefits to Durham City and other parts of the County the NRR will be funded using the Community Infrastructure Levy (CIL). It also expected that this scheme would have the potential to attract regional, national or European funding. As the road will not come forward until later in the Plan period the need for the road will be kept under review as traffic patterns change and the proposed growth included in the Plan is realised.

Proposed Route of the Northern Relief Road

4.153 Work has been undertaken to identify the most appropriate route for the NRR^(xxx). This work seeks to minimise the impacts of the roads on ecology, archaeology, heritage, landscape and to assess issues of noise, flooding and air pollution amongst others. This work also provides

options for the design of the roads and an estimate of the costs involved. A full Environmental Impact Assessment will be required as part of a future planning application.

4.154 The route is proposed to run from Red House Roundabout under the East Coast Mainline swinging south past Low Newton Farm, crossing the River Wear over a new bridge linking to a new roundabout junction on the east side of the A690. The proposed route of the Northern Relief Road can be viewed in Appendix ■ of the Plan.

How will the Policy be monitored?

Indicator: Is the Northern Relief Road scheme on target in accordance with project plan?

Target: Completion by 2030.

Durham City Delivery

4.155 In order to realise the Plan's Spatial Approach and the necessary development identified for Durham City we need a strategy for delivery. The strategy for Durham City takes account of the requirement to phase delivery into a cohesive and financially viable package which simultaneously seeks to strengthen the economic, housing and service base and takes account of key milestones and dependencies.

4.156 In addition to the specific sites identified in Policy 6 (Durham City) there are a number of other sites within the City that relate to the delivery strategy. The redevelopment of these sites, including the former Ice Rink site and Milburngate House will serve to generate interest and market

xxx AECOM Durham Relief Road Study: Northern Route <http://www.durham.gov.uk/Pages/Service.aspx?ServiceId=8233>

confidence. There is also a potential development site at Elvet Waterside but further work is needed to identify a solution to potential flooding issues.

4.157 The rationale for delivery has two principal elements, firstly demand, and secondly the uplift in land values. As housing development has been constrained in the City over the past 20 years, to assist the regeneration of neighbouring villages, demand for new housing will be very high. This is evidenced by existing developer interest and the options they have in place with landowners.

4.158 It is also clear that whilst current economic circumstances make delivery of the employment elements of the Plan less certain, the redevelopment of the Ice Rink, which is now on site, and interest in Milburngate House show the appetite the private sector has to invest in Durham City, even on challenging, brownfield sites. The Employment Land Review confirms, together with discussions with developers, that given its location, quality and accessibility, the Aykley Heads site can be delivered in the medium term.

4.159 In terms of uplift, the increase in land values that will result from removing land from the Green Belt and allocating it for development will be considerable. Durham City has some of the highest land values in the region, it is therefore important to use this uplift to deliver the infrastructure necessary to facilitate development. The Infrastructure Delivery Plan accompanying the Plan identifies the works that are required and the draft charging schedule for the Community Infrastructure Levy (CIL) shows the financial contributions required to fund the infrastructure that is included on the 123 list. For infrastructure that is directly related to the delivery of individual sites such as schools, play areas or community facilities, we will use S106 and s178 agreements.

Risks

4.160 Delivery of substantial development activity in the City is constrained by two issues, the capacity of the highway network and, to a

lesser extent, flood risk.

4.161 Flood risk within the City Centre is a cost constraint for any new development taking place on sites adjoining the River Wear. The cost of delivering on-site solutions can undermine the commercial viability of sites. Solutions include raising the floor level of buildings which may then conflict with planning policy in terms of the inherent need to protect Durham's unique heritage and World Heritage site status. This may also be compounded by the impending end of the current Statement of Principles on the provision of flood insurance. The preferred solution for Durham was to deliver an off-site flood storage area upstream, which would take Durham City centre out of flood risk zones 2 and 3. However following further investigation the cost of this has proven to be prohibitive.

4.162 The alternative approach is to mitigate certain areas of the city, on a site by site basis, which would allow a phased development not dependant on the significant costs required for the citywide solution.

4.163 Alongside flood risk, the capacity of the existing highway network is a major constraint within the City as it currently experiences congestion and delay especially in the peak hour periods. As discussed previously the traffic modelling identifies a need for two relief roads during the Plan period to solve existing problems of congestion and to enable the delivery of new development in the City and particularly the strategic sites at Sniperley park and North of Arnison.

Relief Roads

4.164 The traffic modelling indicates that a relief road is needed in the short term. To enable the delivery of the new housing the City requires this needs to be the Western Relief Road (WRR). To help with cash flow and to kick start delivery some housing on the strategic housing allocations is acceptable prior to the construction of the road. Therefore progressing the road will be an early priority to ensure future development is not constrained as well as providing certainty to developers. Given the direct

link between the WRR with the delivery of Sniperley Park, North of Arnison strategic housing sites and Merryoaks housing allocation they will be expected to fund it through the use of S106.

4.165 One option for delivery of the WRR given the likely financial deficit in the early years of development is the Council's prudential borrowing. The cost would then be recovered through the S106 monies, increased Council Tax revenues and business rates.

4.166 The Northern Relief Road (NRR) is not to be constructed until near the end of the Plan period although this will be monitored and the timing may change as a result of future traffic modelling. The NRR has wider benefits for the City and other areas of the County such as North West Durham and it is therefore appropriate to use CIL to fund it.

4.167 It is likely that once the Plan is adopted both of these roads will be schemes capable of attracting European, Government and Regional transport funding.

Aykley Heads

4.168 Aykley Heads has been identified as the preferred Strategic Employment Site to accommodate large scale high quality office development. While it is expected that the current difficult business conditions and its subsequent impact on occupier demand will continue for a time, consideration of some comparable examples has helped form a realistic view about the level of take-up that could be supported at Aykley Heads.

4.169 In considering the redevelopment of Aykley Heads, the likely build out rate for new office development has been considered based on development in comparable locations and the level of occupier enquiries. This has resulted in a projected delivery rate of 4650sqm every two years

which would equate to a successful conversion rate of just less than 10% of the total Durham City office enquiries of 43500 sqm recorded over the 2008 and 2009 period^(xxxi).

4.170 A review of the potential development options for Aykley Heads has been undertaken by the Evans Property Group. The development of the site infrastructure will take place in phases including enabling transport infrastructure, the demolition of County Hall and off-site highways works. It is calculated that the future revenue from business rates offset the development costs and therefore Evans estimate that the site is deliverable.

Housing

4.171 Policy 4 (Distribution of Development) identifies a requirement for 5,200 homes in Durham City. These will be delivered within the city and on the three Strategic Housing Allocations at Sniperley Park, North of Arnison and Sherburn Road. It is envisaged that due to the size of these sites, they will be developed by consortiums of builders, each providing differing products at locations within the scheme at the same time, working to an overall masterplan. This will encourage higher build out rates than if one builder was to develop each site.

4.172 Infrastructure such as schools, play areas, services and community facilities will be developed as part of legal conditions attached to the planning permission with a combination of S106 and CIL used to ensure delivery.

Financial Framework

4.173 The context to bringing forward these projects is shaped by the wider macro-economic conditions in the UK economy, and specifically the significant cutbacks in public sector expenditure. While this looks set

xxxi Aykley Heads Property Market Assessment, GVA, April 2010

to continue for the foreseeable future, there are still a number of potential funding sources and mechanisms available which provide an opportunity to support delivery.

4.174 Elements of the financial framework include future council tax income from the additional homes over the Plan period, business rates uplift from the new businesses that will be attracted into Durham City and the ability to retain additional income and use it as part of a finance model such as Tax Increment Financing. Additionally there are private sector development contributions and the CIL which will support the delivery of infrastructure requirements in the City.

4.175 The Council will also use our own resources and assets to leverage investment and funding opportunities such as the Regional Growth Fund, the Growing Places Fund and European Structural Funds. We will also consider drawing on our prudential borrowing capabilities to secure the funds needed to build the relief roads. However, demonstrating security of repayment and the timing of this remains the key consideration.

Policy 11 - Other Strategic Sites

Policy 11

Other Strategic Housing Sites

In order to meet the housing requirement and distribution set out in Policy 3 (Quantity of New Development) and Policy 4 (Distribution of Development) sites at Woodhouses Farm (Bishop Auckland), West High Road (Crook), Low Copelaw (Newton Aycliffe) and North East Industrial Estate (Peterlee), as shown on the proposals map, have been allocated as Strategic Housing sites.

The development of each of these sites will reflect the principles of

development as set out in the Woodhouses Farm, High West Road, Low Copelaw and North East Industrial Estate Supplementary Planning Documents that accompany this Plan and are summarised below:

Housing

- a. All sites will incorporate an appropriate mix of house types and tenures to reflect housing need and market considerations and should include housing for older people and affordable housing in accordance with Policy 31 (Addressing Housing Need).
 - i. 690 houses on 24.5 hectares at Woodhouses Farm, Bishop Auckland
 - ii. 600 houses on 27.3 hectares at West High Road, Crook
 - iii. 950 houses on 49.5 hectares at Low Copelaw, Newton Aycliffe
 - iv. 500 houses on 18.1 hectares at North East Industrial Estate, Peterlee

Services

- b. New local centres will be provided as part of the comprehensive development of the sites as follows:
 1. At Low Copelaw this will include at least a primary school and local convenience retail/service provision, including no more than 360sqm (gross) of A1 convenience retail floorspace.

2. At Woodhouses Farm this will include convenience retail/service provision, including no more than 235sqm (gross) of A1 convenience retail floorspace.
3. At High West Road this will include convenience retail/service provision, including no more than 210sqm (gross) of A1 convenience retail floorspace.

The proposed local centres should also make allowances for A2, A3 and A5 where viable and in accordance with other Plan policies. Individual units should not exceed a 200sqm (gross) threshold.

- c. Due to the proximity of retail provision in the area, there will be no requirement for a local centre at North East Industrial Estate.

Sustainable Design

- d. The sites will deliver attractive, high quality design incorporating sustainable development principles and adopting sustainable construction methods and using appropriate densities across the sites in accordance with Policy 1 (Sustainable Development) and Policy 16 (Sustainable Design in the Built Environment); and
- e. The design of the development at North East Industrial Estate must take account of the presence of Kookabura Ltd. within the site. Sufficient separation will be required to ensure no impact on the amenity of future residents.

Transport

- f. All sites will incorporate bus, pedestrian and cycle routes within, and connecting to, adjoining facilities. A Transport Management Plan for each site will also be required to ensure that reliance on the private car is reduced and to mitigate the impact of increased traffic in accordance with Policy 48 (Delivering Sustainable Travel).
- g. The Low Copelaw site will require a new junction on the A167 and a redesign of the existing junction at the north end of Newton Aycliffe. In order to achieve sustainable and cohesive communities, the development at Low Copelaw must have strong pedestrian and cycle links across the A167 with the existing communities of Newton Aycliffe.

Green Infrastructure

- h. The sites will incorporate an interconnected network of good-quality, multi functional green infrastructure including an adequate supply of different types of open space, in accordance with Policy 20 (Green Infrastructure). An appropriate and enhanced landscape structure with clearly defined boundaries will also be developed.
- i. On North East industrial Estate sufficient green infrastructure will be provided to offset increased recreational pressure on the coastal SACs and SPAs.
- j. In order to sufficiently screen West High Road significant landscape planting will be required to the north and west of the site; landscape screening will also be required at Low Copelaw around the perimeter of the site.

4.176 In order to assist in the delivery of Policy 4 (Distribution of Development) the approach of the Plan is to allocate strategic sites in

instances where they are considered critical to the delivery of the Plan's distribution strategy. These sites are needed to ensure that the future role of each settlement is achievable and will be delivered in accordance with the accompanying SPDs.

4.177 In Bishop Auckland, a strategic site is necessary to complement existing commitments to meet the housing needs of the town, and without it it would not be possible to meet the housing allocation for Bishop Auckland. Woodhouses Farm is situated to the west of the town and will provide for around 690 new houses. It will be developed as a sustainable extension maximising accessibility to the town centre which will require improvements to bus services in particular to aid access to secondary schools and colleges. The site will need to be screened by perimeter planting and the design and form of the housing development shall respect landscape features. Recreation and open space facilities will be provided on site.

4.178 Crook has been allocated 880 homes up to 2030 and the identification of a strategic housing allocation is crucial to delivering this figure. The building of new homes provides the opportunity for additional benefits including affordable homes and community facilities and also provides a greater population to support the retail offer of the town. A sustainable urban extension to the north west of Crook is therefore earmarked to deliver 600 new homes. The site is contained on its boundaries to the east and south by existing housing development in Crook, and the site is considered to be the most appropriate given its location and proximity to the town centre, its size and topography. To mitigate the site's visual impact, landscape planting to the northern and western edges of the site will be required.

4.179 Low Copelaw, Newton Aycliffe represents a major development opportunity to deliver significant housing development within Newton Aycliffe. Housing development in this location would be located close to the existing built up area of Newton Aycliffe and to the town centre. Some

improvements to the local road network and a new junction onto the A167 will be required to replace the existing access. The new junction would be located opposite the existing Central Avenue junction and would involve a redesign of the junction and new traffic signals. Traffic management measures to promote sustainable modes of transport such as walking and cycling and public transport penetration will create sustainable access to the town centre and Aycliffe Business Park located less than 1.5 miles to the south. A strong landscape framework and green infrastructure network will be provided to capitalise on the site's natural features and ensure integration with the surrounding landscape. Landscaping is to be provided around the periphery of the site, particularly along its eastern and southern edge. To increase the sustainability of the site, a local centre will be required to consist of a primary school, some retail provision (as defined in the Policy) and possibly community facilities.

4.180 One site has been allocated in Peterlee, without which the housing target for the town cannot be met. North East Industrial Estate (NEIE) is an existing industrial estate which has been identified by the County Durham Employment Land Review as suitable for alternative use. A number of units within the estate are already vacant and it has no long term future for employment. The nearby committed site at Low Hills that now benefits from planning consent for residential development is providing an amount of money to aid regeneration in the area including on NEIE. Housing on NEIE is likely to be generally small and address a different market to that approved on the Low Hills site. The promoters of the Low Hills site have provided funds to allow the preparation of an outline application on the site, and although this was not material to the decision to approve Low Hills, as a unilateral undertaking it can kick start its redevelopment. Further, the Low Hills site is to provide a substantial sum (£1.5 million) towards affordable housing/regeneration activity off the Low Hills site but within the local housing market area. An element of this funding could also be used to help bring forward the redevelopment of NEIE.

4.181 Site plans for each strategic site are included in Appendix ■ to the Plan. Supplementary Planning Documents for each site have also been prepared to accompany this Plan.

How will the Policy be monitored?

Indicator:

1. **Annual number of Net Housing units approved and delivered per strategic site?**
2. **Amount of retail floor space approved and delivered per strategic site?**

Target:

1. **Annual Housing Delivery Target per Strategic Site - as defined within the Other Strategic Sites policy.**
2. **Floor space as defined within the Other Strategic Sites policy.**

Executive Housing

Policy 12 - Executive Housing Allocation

Policy 12

Executive Housing Allocation

In order to meet a need for executive housing and to encourage

economic growth in County Durham, 72.4 hectares of land at Lambton Park Estate, Chester-le-Street, as shown on the proposals map, is allocated for the development of approximately 400 executive houses.

Within this location, the development of executive housing will be permitted providing that the scheme:

- a. Is of a density which respects the site's significance and setting;
- b. Provides for generous private grounds (at least 0.1 hectare per dwelling) to respect the historic parkland character of the site. Future intensification of plots will not be permitted; and
- c. Is of a high quality, sustainable design and specification which responds positively to the identified significance of the site.

Housing which does not accord with all of the criteria above may be permitted providing it enhances the quality of the overall scheme and has clear urban design justification.

The development of the site will reflect the principles of development as set out in the Lambton Park Estate Supplementary Planning Document that accompanies this Plan.

In order to secure Lambton Park Estate for future generations the developer of the executive housing and the Trustees of Lord Durham's Voluntary Settlement will, through a Section 106 Agreement, or other suitable financial mechanism, be required to contribute an amount of funds to be agreed with the Local Planning Authority to support the restoration and maintenance of the Estate and provide enhanced public access in accordance with the Heritage and Access Management Plan.

How will the Policy be monitored?

Indicator: Annual number of Net Housing approved and delivered per Executive Allocation?

Target: Annual Executive Housing Delivery Target - as defined in the Housing Trajectory.

Policy 13 - Other Executive Housing Proposals

Policy 13

Other Executive Housing Proposals

Development proposals for executive housing will be permitted where the site:

- a. Is allocated for housing by Policy 30 (Housing Land Allocations); or
- b. Meets the criteria set out in Policy 15 (Development on Unallocated sites).

In instances where the proposal does not accord with either Policies 15 or 30, executive housing proposals will be permitted where:

- c. The site in question is a previously developed site, closely related to an existing settlement, served by an appropriate level of public transport, capable of providing a well established attractive landscape setting to the proposal without adverse landscape, ecological or heritage impacts;

- d. It can be demonstrated that the site is no longer required for its existing lawful use; and
- e. It can be demonstrated that the development of this site will not prejudice the delivery of the Lambton Estate site allocation.

In all instances it must be demonstrated the scheme:

- f. Is sustainable development, taking into account any mitigation;
- g. Is of a density which respects the site's setting; and
- h. Is of high quality, sustainable design and specification which reflects local distinctiveness.

4.182 Executive housing provision has an important role in helping meet the County's wider economic growth objectives. This type of housing currently represents around 1% of the County's existing housing stock. There is no clear evidence to quantify the specific number of executive homes which should be planned over the Plan period, however the County Durham Strategic Housing Market Assessment 2013 (SHMA) identifies a significant number of existing higher earning households within the County who are planning to move within the County over the following 5 years. However, their property aspirations are not met by their expectations, given their understanding of the existing housing offer within the County.

4.183 The Regional Housing Aspirations Study (2005) also identified an under provision of 'executive' housing of sufficient quality to attract high earners who can create jobs and invest. Furthermore it recognised that, as County Durham falls between the two City Regions and has a

number of attractive market towns and villages, it could play a significant role in providing this essential housing offer for the region.

4.184 In light of this context it is clear that the Plan must provide opportunities to ensure that the proportion of executive homes in relation to the overall housing offer within the County does not decrease as new housing is delivered over the Plan period.

4.185 For the purposes of the Plan, the term 'executive' housing principally refers to detached housing of high quality design and materials, set in its own grounds. However we also acknowledge that some executive housing does not fit this description as in some high value locations, higher density properties may also be considered to be executive.

4.186 Due to the high energy use traditionally associated with executive housing, it is envisaged that all such development delivered across the County, will incorporate high levels sustainability going beyond minimum building regulations levels, meeting zero carbon standards and including a high level of renewable/low carbon energy technologies. This would help to address the high electrical and heating demand associated with such dwellings.

Executive Housing Allocation - Lambton Park Estate

4.187 To meet the need for executive housing Policy 12 allocates a single site at Lambton Park Estate. This site was chosen following an assessment of a number of sites submitted to the Council following a 'call for sites'^(xxxii). It is believed that this site will be attractive to both developers of executive housing and those entrepreneurs and highly skilled people that will contribute to the County's economy particularly given the live/work opportunities that the wider Estate presents with the allocation of employment land at Bowes. An area within the Estate (approximately 72.5 hectares) has been identified as being suitable for

accommodating up to 400 executive homes. The Estate is an extremely attractive location with the River Wear running through the heart of it, providing the setting for numerous listed buildings and structures. Lambton Castle (Grade II* Listed) lies at the heart of the Estate and overlooks the River Wear. Some structures are now identified on the English Heritage at Risk Register. As well as the wider economic benefits of the proposed allocation, the resulting development will also contribute to funding the preservation of key heritage assets and securing their long term future, supplementing future revenue streams that can be generated from the Estate itself. Furthermore, the Estate currently has a small number of peripheral public rights of way and public access is significantly restricted. Development of executive housing within the grounds will also provide the opportunity to open up areas of the Estate for long term public access to enable an appreciation of its heritage and landscape value. It is considered that this provides an opportunity to develop a tourist destination, potentially of regional importance.

4.188 The site is situated within the Green Belt, however given the identified need for executive housing, the heritage significance of the Estate and the clear need for intervention to establish a sustainable future and the public benefit that can be delivered through enhanced public access, there are exceptional circumstances that justify development within the Estate. The site provides a prestige and unique location and this coupled with the heritage and community benefits the development of the site could offer, provides the justification for its allocation. Furthermore the area of the estate allocated for executive housing is situated on a plateau that is not visible in the wider landscape or from the rest of the Estate and was previously used as a Lion Park, where much of the previous infrastructure is still in place.

4.189 Alongside the executive housing allocation, an area of land has been identified for an employment site linked to the executive housing.

xxxii County Durham Executive Housing Study (2012)

The site is allocated through Policy 24 (Specific Use Employment Sites) and will provide an opportunity for residents of the Lambton Park Estate to locate their businesses there.

4.190 The developer will be expected to pay a contribution to off-site affordable housing provision. Lambton Park is not considered to be an appropriate site for affordable housing given its proposed function and the nature and setting of the location.

4.191 The delivery of executive housing in this location will be required to provide funds, through a Section 106 Agreement, or other suitable financial mechanism, to bring about the public benefits of restoring the grounds and buildings of Lambton Park Estate and increasing public access. A significant amount of funding is required to ensure the ongoing restoration and management of the Estate therefore a clear link is needed between the delivery of the housing and the future of the wider Estate. A Heritage and Access Management Plan will also be required to be submitted and approved by the Council as part of the first phase of any development at the Estate.

4.192 A conceptual masterplan for this allocation has been prepared and is included in the Lambton Park Supplementary Planning Document, which accompanies this document.

Other Executive Housing Proposals

4.193 Despite the emphasis of the Plan being on the delivery of executive housing at Lambton we acknowledge that there will be other proposals that will come forward over the Plan period. We therefore have included Policy 13 to be used in assessing these schemes. In general it is expected that these proposals will be within existing built up areas or part of sites allocated through the Local Plan or in Neighbourhood Plans. However in certain circumstances outlined in the policy there may be occasion to allow executive housing in other locations. In all instances the proposal will not be approved if it was to jeopardise the delivery of the

allocation at Lambton and the scheme would be expected to meet the design requirements set out.

How will the Policy be monitored?

Indicator: Approved and Delivered number of units meeting the definition of Executive Homes by Settlement?

Target: Greater than 0 delivered.

Policy 14 - Green Belt

Policy 14

Green Belt

Within the Green Belt, as shown on the Proposals Map, the construction of new buildings will be regarded as inappropriate and will not be permitted. Exceptions to this, where they accord with other policies in the Plan and minimise impact on openness through appropriate landscaping, design, scale, siting and appropriate use of materials, are:

- a. Buildings necessary for the purposes of agriculture or forestry;
- b. Essential facilities for outdoor sport and recreation, for cemeteries, and for other uses of land which preserve the openness of the Green Belt and do not conflict with the purposes of including land within it;
- c. Limited and proportionate extensions or alterations to a building;

- d. Replacement of an existing building for the same use and of a size that is not materially larger than the one it replaces;
- e. Limited infilling or redevelopment of existing major developed sites, as shown on the Proposals Map, providing the proposal has no greater impact on openness, does not lead to a major increase in the developed proportion of the site and does not exceed the height of existing buildings; and
- f. Limited infilling or the partial or complete redevelopment of previously developed land which would not have a greater impact on the openness of the Green Belt.

Other forms of development which may not be inappropriate in the Green Belt, providing they preserve the openness and do not conflict with its purpose include:

- g. Mineral extraction;
- h. Waste development;
- i. Engineering operations;
- j. Transport Infrastructure;
- k. The re-use or conversion of an existing building which is permanent and of substantial construction; and
- l. Development brought through a Community Right to Build Order.

Large scale renewable energy projects will only be permitted where very special circumstances are demonstrated– Micro Renewable technologies will be considered in line with Policy 21 (Renewable and Low Carbon Energy). In all cases applicants will be expected to demonstrate that there are no discernible impacts on the Green Belt.

4.194 The County Durham Green Belt covers a significant total land area of 11,876 hectares. There remains a general presumption against inappropriate development in the Green Belt, unless very special circumstances can be demonstrated, in order to prevent urban sprawl and keep land permanently open. The Green Belt's essential characteristic is its permanence and its long term protection and certainty from unsuitable development. Unsuitable development can include the sprawl of built up areas caused by inappropriate development on the edge of settlements. This can lead to encroachment into the open countryside, threatening the coalescence of settlements and impacting on the form and character of settlements. Green Belts can also assist in urban regeneration by encouraging the recycling of derelict and other urban land.

North West Durham Green Belt

4.195 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.

4.196 In order to gauge views on the potential for a North West Green

Belt we produced a consultation paper^(xxxiii) 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%.

4.197 The Durham Green Belt currently reaches to the north and west of Chester-le-Street along the north of the A693, encircles Urpeth and Ouston and then eastwards towards the Tyne and Wear City Region. It is proposed that the North West Durham Green Belt forms a continuation of the Gateshead and Northumberland Green Belts on land north of Stanley, Tanfield Lea and Tantobie, north and west of the A692 between Pickering Nook and Leadgate, and north of Leadgate and Shotley Bridge. The existing Green Belt then extends southwards from Chester-le-Street, east of Kimblesworth, south of Witton Gilbert, east of Bearpark, and southwards to Croxdale and then north-eastwards to Sherburn and West Rainton to encircle Durham City. In the east of the County the Green Belt complements that of Tyne and Wear to check the unrestricted sprawl of Seaham and Ryhope in Sunderland.

Strategic Green Belt Alterations

4.198 The economic circumstances when the Durham City Green Belt was designated were different to the pressures currently being faced. Whilst the Green Belt designation was appropriate at the time and in the context that the City of Durham Local Plan was operating. The new unitary authority established in 2009 was able to have a fresh perspective on the

needs of the County and able to view the area as a whole. Furthermore the economic circumstances between then and now are very different and we believe the Spatial Approach of the Plan is most appropriate to deal with the challenges we are facing now and in the future.

4.199 The strategic sites within Durham City were identified following a detailed assessment of constraints including landscape to ensure that the impact on Durham City's special character and the World Heritage Site was minimised. The remaining green belt will continue to ensure that the setting and special character of Durham City is preserved.

4.200 The areas which will no longer be defined as Green Belt are those locations in the vicinity of Durham where development would have the least environmental impacts, where development is practically feasible, and where development would be most likely to lead to the creation of sustainable communities. They were selected after a two-stage analysis. Firstly, a short list of potentially suitable sites was compiled via the identification of areas of least constraint (areas with the least significant features of ecological, historic or landscape value, or topographical factors such as flood risk). Secondly, a more detailed assessment of the shortlisted sites was carried out so that preferred options could be identified^(xxxiv). The sites chosen are discussed in more detail in Policy 8 (Durham City Strategic Housing Sites) and Policy 30 (Housing Land Allocations).

4.201 A fundamental test to the appropriateness of the County Durham Plan will be 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 on economic performance. Therefore to secure new development we must establish a better understanding of the market.

xxxiii Consultation Report North West Durham Green Belt, December 2010.

xxxiv Durham City Green Belt Assessments (2010, 2012)

As a result new development will be directed to locations that are attractive to the development industry but that will still deliver regeneration and economic growth. Partnership working with the development industry has enabled the most deliverable sites and locations to be identified. Furthermore if other priorities, such as the provision of affordable housing, are to be delivered then development must be allowed in those areas where there is sufficient land values to fund them. The Spatial Strategy does still direct development to settlements in need of regeneration but the current economic situation is such that these will be less favourable and therefore slower to be delivered.

4.202 Durham City is an asset for the County, however, the limited scale and offer of the city as an employment and population centre prevents it from playing a much bigger role in the County's economy. The city needs a critical mass of employment, population and visitors to build on its strengths and become a city of regional, national and international significance. A central business core and a housing offer that complements economic growth and associated transport, retail, leisure and green infrastructure provision underpins our approach. The increased employment and resident population will in turn lead to and unlock other developments in and around the City. Evidence confirms Durham City offers the best option to leverage in private sector investment and support the growth of employment numbers needed in the County. However, whilst Durham City will contribute to delivering a step change, it will also complement our approach to supporting growth and regeneration across all areas of the County.

4.203 A full assessment of brownfield sites within Durham City and the County has been undertaken as part of the preparation of the Plan, suitable sites have been allocated wherever possible. However a deliverable and viable supply of such sites is limited and insufficient to meet the housing requirement.

4.204 All of these issues taken together points to Durham City as a key

location for development to meet its own needs and those of the County. In addition the shortage of supply of suitable, deliverable brownfield sites within the City necessitates the use of Green Belt land and demonstrates exceptional circumstances.

Strategic Green Belt Alterations

4.205 Most of the Green Belt as defined in the City of Durham Plan (2004) will continue to be protected as such. However, in this Plan, Green Belt boundaries have been changed in selected locations around the City of Durham. This is necessary to deliver Objective 2 of the County Durham Plan and its Spatial Approach and fulfil Durham City's economic potential as a regional economic asset for the benefit of the whole County.

INSERT GREEN BELT PLAN

4.206 In accordance with the Spatial Approach, it is also proposed that land at Aykley Heads is removed from the Green Belt to enable the delivery of the Strategic Employment Allocation (see Policy 7 (Aykley Heads)). Land at Lambton Park Estate is also removed from the Green Belt for an executive housing allocation (see Policy 12 (Executive Housing Allocation)). As the National Planning Policy Framework (NPPF) suggests that local transport infrastructure is not inappropriate in the Green Belt, the routes of the Northern and Western Relief Roads will not be removed from the Green Belt.

Non-Strategic Green Belt Alterations

4.207 NPPF indicates that Green Belt boundaries should only be designated or altered through the preparation of a Local Plan. This is therefore an opportunity to amend boundaries where there are proposed allocations or where there are existing anomalies. We have therefore assessed all representations received requesting that the existing Green Belt boundary be altered. The detail of the methodology used and the outcome of each request are available in our Non-Strategic Green Belt Modification evidence paper accompanying this document. Those sites where we are proposing an alteration to the Green Belt are listed below:

- South of Drum Industrial Estate, Chester-le-Street (Specific Use Employment Allocation and Housing Allocation);
- Lambton Park, Chester-le-Street (Specific Use Employment Allocation);
- Land at Fenton Well Lane, Great Lumley;
- [REDACTED]

- Former Stonebridge Dairy Site, Durham (Housing Allocation);
- Durham Northern Quarter (Housing Allocation);
- Merryoaks, Durham (Housing Allocation)
- Sidegate House, Sidegate, Durham;
- Fernhill, Newcastle Road, Durham;
- [REDACTED] and
- Land East of Onslow Terrace, Langley Moor (the site has planning permission).

Major Developed Sites in the Green Belt

4.208 The construction of new buildings in the Green Belt should be regarded as inappropriate but there are exceptions, which include permitting limited infilling or the partial or complete redevelopment of previously developed sites, whether redundant or in continuing use. In this context, a number of longstanding uses already exist in the Green Belt: Finchale Training College, East Durham and Houghall Community College, Lanchester Road Hospital, Sherburn Hospital, Frankland Prison and Remand Centre, Durham High School, Ustinov College and a number of sewage treatment works.

4.209 Although national policy no longer refers specifically to Major Developed Sites, the concept of applying Green Belt policy more flexibly for previously developed sites in the Green Belt remains a key component of NPPF and is necessary in County Durham due to the existence of longstanding uses. It is not the intention of the Green Belt to prejudice

existing uses that brings jobs and prosperity. Furthermore, the complete or partial redevelopment of such sites may offer the opportunity for environmental improvements without adding to their impact on the openness of the Green Belt and the purposes of including land within it.

4.210 The major increase in the 'developed proportion' referred to in this Policy should be interpreted so that development does not result in a disproportionate addition over and above the size of the original building. The footprint of the Major Developed Sites indicated on the Proposals Map represents the limits of existing and foreseeable developments, excluding temporary/insubstantial buildings, peripheral car parking and peripheral housing development.

How will the Policy be monitored?

Indicator: Number and type of planning applications which have been approved in the Green Belt contrary the Green Belt and Major Developed Sites in the Green Belt?

Target: 0 applications approved in the green belt contrary to the Green Belt and Major Developed Sites in the Green Belt Policy.

5 General Development Principles

Policy 15 - Development on Unallocated Sites

Policy 15

Development on Unallocated Sites

All development on sites that are not allocated in the County Durham Plan or in a Neighbourhood Plan, will be permitted provided the development:

- a. Is appropriate in scale, design and location to the character and function of the settlement;
- b. Does not result in the loss of a settlement's last community building or facility (of the type which is the subject of the proposal) unless it can be demonstrated that it is no longer viable or has not been purchased by the community following the procedures set out in the Community Right to Bid;
- c. Is compatible with and does not prejudice any intended use of adjacent sites and land uses; and
- d. Would not involve development in the countryside that does not meet the criteria defined in Policy 35 (Development in the Countryside).

5.1 In addition to the development of sites allocated in the County Durham Plan and Neighbourhood Plans, opportunities exist for additional development where it is appropriate to the scale and function of the settlement in which it is located. Such opportunities will mainly comprise

of residential development on previously developed land, suitable greenfield land, as well as conversions and the redevelopment of existing buildings. The Policy also covers proposals for live/work units, specialist accommodation, small scale retailing and employment uses not covered by policies elsewhere in the Plan.

5.2 This Policy applies to development within existing built up areas, development outside of built up areas will be considered against Policy 35 (Development in Countryside). Greenfield extensions to settlements should be allocated in the County Durham Plan or Neighbourhood Plans. This approach complies with the plan-led approach advocated by the NPPF as the County Durham Plan identifies sufficient land to meet the full, objectively assessed needs for housing in the County. Further land outside of built up areas is therefore not required to meet this need. However we recognise that it is critical to monitor allocated sites to ensure sufficient housing is coming forward and that a five year supply of deliverable sites is available. If not then either sites that are phased later in the Plan period will be brought forward or the allocations in the Plan will be reviewed.

5.3 This Policy and other relevant policies in the Plan, particularly Policy 1 (Sustainable Development) and Policy 16 (Sustainable Design in the Built Environment) seeks to promote and secure appropriate standards for development and to ensure adverse impacts are minimised. Development should in the first instance be directed to sustainable locations that are well served by public transport.

5.4 We want to ensure that new development does not detract from the existing form and character of settlements. In determining whether a site is appropriate for new development the impact on adjacent buildings and the surrounding area and the current use of the site will be taken into account. Where buildings already exist on the site their retention will be favoured when they make a positive contribution to the area or have intrinsic value.

5.5 In the case of conversions and replacement dwellings proposals should not significantly increase the size or impact of the original building where this would have an adverse affect on the character of the surrounding area or the amenity of neighbouring occupiers. Similarly, the sub-division and intensification of dwellings (e.g. houses in multiple occupation) should not result in concentrations of such dwellings to the detriment of the range and variety of the local housing stock.

5.6 Under the Localism Act, communities can nominate important local buildings and facilities as 'assets of community value' (e.g. shops, public houses, cultural buildings, etc) for inclusion on a central list held by the Council. If the owner of a building on this list wishes to sell it they must then conform to the *Community Right to Bid* procedure. Which means that if the community are interested in buying the asset they have 6 months to prepare a bid to buy it before the asset can be sold.

5.7 Proposals which would result in the loss of a community facility, which is the last remaining facility of that type will be resisted unless it can be demonstrated that the facility is no longer viable or it was not purchased by the community following the procedures set out in the Community Right to Bid. To demonstrate that a building or facility is not viable the applicants must advertise the premises as a going concern in the press, online and on-site, at least four times within a six month period.

How will the Policy be monitored?

Indicator: Percentage of annual completions delivered on unallocated sites by Settlement & Delivery Area?

Target: No Target

Policy 16 - Sustainable Design in the Built Environment

Policy 16

Sustainable Design in the Built Environment

Development proposals will be permitted where they:

Places and Spaces

- a. Promote accessibility and permeability by creating places that connect with each other and with existing networks, and are easy to move through. Ensure that the public realm, including new roads and other rights of way, are safe and attractively designed, thereby ensuring convenient and attractive access for all users whilst prioritising the needs of pedestrians, cyclists, public transport users and for disabled people;
- b. Ensure that new development is legible through the provision of recognisable and understandable places, routes, intersections and points of reference;
- c. Contribute to the amelioration of the urban climate through the provision of shade and shelter;
- d. Incorporate design measures to reduce actual or perceived opportunities for crime and/or anti social behaviour; and
- e. Deliver places and spaces that promote health and wellbeing for existing and future users;

Buildings

- f. Contribute positively to an area's character, identity, townscape and landscape features; creating and reinforcing locally distinctive and sustainable communities;
- g. Deliver a coherently structured, integrated and sustainable built form that clearly defines public and private spaces;
- h. Demonstrate efficient use of land and resources by ensuring development is built at appropriate densities, which should be 30 dph^(xxxv) or higher in and around town centres and locations where there is good access to facilities and frequent public transport services. Lower densities will be acceptable in other locations and where it is necessary to ensure development is compatible with its surroundings or to secure particular house types to meet local needs;
- i. Minimise the use of non-renewable and unsustainable resources, including energy and materials, during both construction and use, encourage waste reduction and appropriate reuse and recycling of materials, and prioritise the use of local materials, finishes and landscaping including for the provision of street furniture and public art where appropriate;
- j. Aim for zero carbon development by demonstrating compliance with the energy hierarchy and by maximising opportunities for renewable and low carbon energy generation, and ensure development connects to an existing or approved district heating scheme, where viable opportunities exist;

- k. Utilise renewable and low carbon technologies as the main heating source in all new development where connection to the gas network is unviable;
- l. Achieve BREEAM 'Very Good' compliance standard for commercial development, and 'Excellent' standard from 2016 where possible, as a minimum for all major development,^(xxxvi) unless the Local Planning Authority is satisfied that the application demonstrates the requirement would not be technically or financially viable;
- m. Demonstrate sustainability in design and usage in terms of water, materials, waste, pollution and effective management of drainage from the site. The use of green and brown roofs will be encouraged;
- n. Contribute to the resilience of buildings and communities in the face of climate change impacts;
- o. Promote diversity and choice through the delivery of a balanced mix of compatible buildings, tenures and uses; and
- p. Create buildings and spaces that are adaptable to changing social, technological, economic and environmental conditions;

Signage and Street Furniture

- q. Ensure adverts, signage and street furniture are appropriate and sympathetic to their local setting in terms of scale, design, lighting and materials.

xxxv Dwellings per hectare

xxxvi All new development over 10 dwellings or 1,000m² of non-residential floorspace, or 2,500m² of retail floorspace

5.8 This policy addresses the built environment and aims to ensure that all new development (e.g. extensions, alterations, changes of use of existing buildings) in County Durham achieves high standards of sustainable design. Applications for major new development must be accompanied by a full Sustainability Statement demonstrating how proposals will make a positive contribution to the character and sustainability of County Durham. A relevant supporting Sustainability Statement may be required for other development which raises particular planning or sustainability issues. In doing so applications should reference the principles of BREEAM to measure the inherent sustainability of a project.

5.9 The submitted Sustainability Statement must set out the sustainability performance of the proposed development both at the design stage and post construction stage. Energy and CO₂ emissions would be set at building regulations levels however performance and reporting should be provided against a wider range of sustainability criteria set out in the Built Environment Supplementary Planning Document (SPD).

5.10 Applications for non-domestic development will be expected to comply with national criteria including BREEAM standards, meeting BREEAM 'Very Good' compliance standard from 2010. Currently our viability work suggests that there are only a few areas in the County where 'Excellent' standards are possible (from 2016 onwards) so we can only encourage developments to meet this level. We will however review this Policy through the Annual Monitoring Review to determine if a requirement for 'Excellent' standards can be stipulated in the future.

5.11 The Government are currently consulting on changes to sustainability compliance standards for residential development as part of the Housing Standards Review. The current Code for Sustainable Homes (CSH) standard is likely to be revoked in late 2013 as part of this process. The review proposes to retain some of the aims of the CSH (i.e. improving fabric energy efficiency, and limiting carbon dioxide emissions)

however these will be covered by Building Regulations. Other standards currently within the CSH (i.e. promoting energy efficient appliances, reduced energy means of drying clothes, and promoting working from home) are highlighted for removal as they are deemed to be no longer relevant. Consequently the Council cannot confidently stipulate the need for a CSH (or equivalent) assessment given these intended changes. In the unlikely event that a replacement scheme for domestic development is agreed this will trigger a review of this Policy to incorporate the necessary changes.

Sustainability

5.12 The built environment accounts for over half of the UK's CO₂ emissions, through both construction and use. It is essential to meet both national and local targets so that new development does not overly increase this burden. Development must therefore target Zero Emission Standards through energy efficiency and use of renewable and low carbon energy technologies. It is also vital to plan buildings and communities that are resilient to potential climate change impacts. Development must be designed to withstand future weather trends as flooding events and heat waves will become a much more regular occurrence.

5.13 Development proposals within County Durham should aim to mitigate carbon dioxide emissions with the aim of achieving zero emission standards. New schemes must demonstrate how the location of the development meets sustainability criteria including access to services, access to employment opportunities, and impact upon the natural environment. To achieve zero carbon development in line with the Government definition, 'Allowable Solutions' will be sought after 2016. When further information and a timetable for implementation is released, this will trigger a review of this policy, in order for the Council to become an Allowable Solutions Provider.

5.14 It is essential to embed sustainability into new development from the outset. Energy minimisation and solar optimisation will be key elements

within the overall design and layout of developments. Major developments are also required to connect to an existing or approved district heating scheme, where viable opportunities exist. In such cases developers will be required to work with the Council and other partners.

5.15 Renewable energy technologies will be encouraged on-site. Where opportunities for viable installations have been identified, it is expected that such installations would go forward as part of the development. Developments in off-gas areas usually use oil or LPG as their main heating fuel which is both expensive and carbon intensive. New development in these areas should utilise renewable and low carbon technologies as the main heating source. Further information on how development can adhere to all the points listed above will be provided in the SPD.

Design

5.16 New development in County Durham will be expected to be of high design quality that respects the context of the area and its local distinctiveness. In addition to the specific considerations that apply to the historic environment, developments should also respect the fundamental principles of good urban design.

5.17 Development needs to be carefully planned to ensure valuable features and characteristics are protected and enhanced. The layout and design of new developments must be based on a thorough understanding of the site itself and its wider context, and seek to maximise the benefits of the site's characteristics. This will require careful consideration of the site layout - development should integrate into the setting in terms of building layouts, built form, height, mass, scale, building line, plot size, elevational treatment, materials, streetscape and rooflines.

5.18 Careful consideration of the site's topography can enhance the design of a new development in a number of ways including the creation or enhancement of views into or within a site, creating attractive skylines through the use of building heights, ensuring appropriate drainage

arrangements, the retention of established planting and trees which can visually enhance a development and, ensuring an appropriate relationship with the wider landscape, both visually and in terms of activity and the creation of wildlife corridors.

5.19 Creating an accessible and permeable (i.e. places that connect with each other and are easy to move through) public realm, connecting places and spaces, will help to ensure that many daily needs can be met within walking and cycling distance. The layout, form and mix of development should support walking, cycling and public transport provision. Opportunities should be taken to create or reinforce a logical and legible (i.e. places that are easy to find your way around and understand) hierarchy of routes, intersections and public spaces, the design of which will vary dependent upon movement, activities and uses supported. Built form should be used to assist in this regard, with the inclusion of focal buildings and features where appropriate to act as visual points of reference.

5.20 A high quality built environment should consider the amenity of both existing and future development. Consideration should be given to matters of privacy, outlook, natural lighting, ventilation, as well as local climatic conditions. Indoor and outdoor space, including private and communal gardens, should be provided as appropriate and in accordance with Policy 20 (Green Infrastructure), to support a reduction in health inequalities and the promotion of healthy lifestyles. Street furniture and materials within the public realm should be robust and hard wearing to ensure their longevity. Wherever possible materials and equipment should be selected from standard palettes to ensure cost effectiveness and ease of replacement.

5.21 Density is interlinked with design and it is essential that imaginative design solutions are encouraged to achieve appropriate density levels. Developments should make efficient use of land and resources by considering higher densities (i.e. 30 plus dwellings per hectare) in locations

with good access to public transport and facilities. Lower densities are more likely to be appropriate for smaller settlements and to provide a range and choice of housing. The density of development should be a product of a robust site assessment which responds positively to County Durham's exceptional environment quality.

5.22 High quality development should be achieved through a robust and collaborative design process from inception to completion on the ground. The design process should go beyond the development construction phase and should also ensure suitable management arrangements and maintenance regimes are put in place. The Design and Access Statement that accompanies planning applications should demonstrate how development proposals contribute to the appropriate criteria set out within this policy and within established best practice guidance (i.e. Building for life, By Design, Urban Design Compendium, Manual for Streets, Secured by Design, etc.).

How will the Policy be monitored?

Indicator:

1. Number schemes nominated for design or sustainability awards?
2. Number of approved major non-residential developments meeting BREEAM standard?
3. Percentage of major applications accompanied by a sustainability statement?
4. Percentage of approved housing schemes (non-executive) where density is below 30 dwellings per hectare in main towns and secondary settlements and the rest of the county?

Target:

1. No Target
2. 100% of approved schemes to meet the relevant BREEAM standard
3. 100%
4. None Identified

Policy 17 - Exception Sites

Policy 17

Exception Sites

Housing and employment related development that is contrary to Policy 35 (Development in the Countryside) but accords with other relevant policies in the Plan will be permitted where:

- a. The development provides affordable housing, there is evidence of need identified in an appropriate housing needs assessment, the tenure split reflects this need and, wherever possible, the housing is allocated to those who are in local housing need; or

- b. In terms of employment related development ^(xxxvii), there is evidence that the proposal cannot be located on an existing or allocated industrial estate; and
- c. There has been substantial and meaningful community engagement;
- d. The development is adjacent to an existing settlement well served by local facilities and services (as defined by the Settlement Study) unless the demonstrably need relates to a location where this would not be achievable; and
- e. The development is in scale and keeping with the form and character of the settlement and local landscape setting.

Where no public subsidy is available the inclusion of market housing within a housing exception scheme will be permitted where it can be demonstrated that:

- f. The provision of market housing is essential to enable delivery and the scheme includes an appropriate mix of house types and tenures; and
- g. The market homes proposed are the minimum number required to help achieve viability for the provision of affordable homes.

5.23 There may sometimes be circumstances where affordable housing and economic development can only be delivered by permitting development in the countryside adjoining existing built up areas. This

would normally be contrary to Policy 35 (Development in the Countryside). Such sites are known as exception sites, the bulk of which occur in rural areas. Any exception site should satisfy a number of criteria including the need to be well related to local services and facilities and reflect the character, appearance and landscape setting of the rest of the settlement.

5.24 It is likely that most exception sites will be in the more rural west of the County. It is therefore important to note that exception sites must still comply with other policies in the Plan regarding design, amenity etc and also the provisions of the Habitats Regulations, which prevents adverse impacts on European protected sites such as Natura 2000 sites and RAMSARs.

Housing

5.25 Exception housing should meet local needs, reflect demand for particular sizes, types and tenure of houses and be affordable in perpetuity. The justification for housing development on such sites can only be made on the basis of a pressing local need for affordable housing which cannot easily be met in other ways.

5.26 For the purposes of the above policy the following categories are regarded as in local need. This will include those people who need to be housed but are unable to compete in the open market for house purchase or for whom private sector rents are too high. They should be local to a village or group of villages and have connection by birth, previous or current residence, employment or current residence of close family. These people should normally be:

- Persons resident within the agreed radius of the proposed place of residence in accommodation unsuited to their circumstances lacking separate accommodation or living in a socially unacceptable standard of accommodation;

xxxvii This excludes land based (agriculture, forestry) forms of employment which are covered by Policy 35 (Development in the Countryside)

- First time buyers already living (or close family reside) within the agreed radius of the proposed place of residence;
- Households including persons employed within the agreed radius of the proposed place of residence;
- Households including persons about to take up employment within the agreed radius of the proposed place of residence; and
- Dependents of households living within the agreed radius of the proposed place of residence.

5.27 Where there are issues with the viability of an entirely affordable housing scheme an element of market housing may be acceptable provided the financial need for the market housing can be demonstrated. Any cross subsidy from the market housing must be used so the scheme can be delivered without public grant funding (rather than it being used merely to enhance land values).

5.28 It is anticipated that most housing exception sites will be focused upon villages which are able to provide for the widest range of employment opportunities and community facilities. In this way, facilities could both support and be supported by new development and have a greater opportunity in the long-term to sustain the village.

5.29 There may sometimes be circumstances where there is a very specific need for housing in smaller communities which will need to be balanced carefully against a lack of nearby facilities. Such cases will be limited in number and require a strong justification for why the need is best met in that specific community rather than in a larger nearby settlement.

Employment Related Development

5.30 The County Durham Employment Land Review expects that demand for employment land in areas away from the County's identified economic market areas and particularly in West Durham to be relatively low. There is therefore a limited requirement for significant allocations of employment land in those areas. In addition large plots on industrial estates do not necessarily meet the needs of modern rural based businesses.

5.31 However the Council wishes to ensure that that this absence of allocated land does not prevent economic growth and the expansion of local businesses and recognises that it is important to provide employment opportunities exploiting the unique circumstances within rural areas. Therefore in some specific circumstances it may be appropriate to allow employment uses which may be contrary to other policies in the Plan.

5.32 These sites will treated as exception sites in a similar manner to housing exception sites. As with housing exception sites the proposal should satisfy the criteria set out in this policy. Any proposal would need to demonstrate why it cannot be incorporated within an existing industrial estate or building or an employment allocation. As with housing proposals, they should also reflect the character, appearance and landscape setting of the settlement.

5.33 It should be noted that this policy does not relate to the conversion of rural buildings for employment use. This is included in Policy 35 (Development in the Countryside) where uses which enhance the rural economy are encouraged.

How will the Policy be monitored?

Indicator:

1. Number of housing applications which have been regarded as

Exceptions Sites and approved subject to Exception Sites Policy per delivery area?

2. Number of employment B use applications which have been regarded as Exceptions Sites and approved subject to the Exception Sites policy per delivery area?

Target:

1. None Identified
2. None Identified

mitigated acceptably.

5.34 Planning has an important role to play in making sure that new development does not have, and is not at risk from, adverse environmental effects. Ensuring a good standard of amenity for all existing and future occupants of land and buildings is a core planning principle of the NPPF. New and existing development should not contribute to, or be put at risk from, pollution or other sources of nuisance or intrusion which could adversely affect amenity. This policy outlines the considerations to be taken into account in determining planning applications to ensure that amenity is protected from a wide range of potential environmental impacts.

5.35 Noise, odour and dust pollution issues can arise either from development (such as industrial or transport activities) close to sensitive receptors, or from development of sensitive land uses (such as housing, schools, or health facilities) close to sources of potential noise, dust or odour. Developers should provide objective evidence to demonstrate that any emissions will not adversely impact upon sensitive receptors in the area. The nature of the assessment will be dependent on the type and scale of the proposed development. For example, for development where a localised impact is likely, an assessment of the risk of an adverse impact on neighbouring sensitive receptors should be carried out. Where development is of a larger scale, a more detailed assessment will be required of the potential for effects on more distant receptors. Assessments of the risk of noise, odour or dust emissions to have an adverse impact on neighbouring sensitive receptors should have regard to relevant guidance.

5.36 It will be necessary to determine the impact of noise producing sources on prevailing ambient background levels and achievement of the World Health Organisation's recommended maximum noise levels in residential areas. Development proposals will be unacceptable where any resulting noise from new development would constitute a Statutory

Policy 18 - Local Amenity

Policy 18

Local Amenity

In order to protect the amenity of people living and/or working in the vicinity of a proposed development, permission will not be granted for development proposals which would have a significant adverse impact on amenity such as by way of: noise; vibration; odour; dust; fumes and other emissions; light pollution; overlooking; visual intrusion and visual dominance; loss of light or loss of privacy.

Permission will not be granted for sensitive land uses where they would be put at risk from existing or other sources of nuisance or intrusion which could adversely affect amenity and which cannot be

Nuisance under Part III of the Environmental Protection Act 1990, or where the noise impacts - although not sufficient to constitute a Statutory Nuisance - would nonetheless have an unreasonable adverse effect on amenity. The impact from potential noise producing sources is dependent on the type and scale of the development proposed. This, in turn, will govern the type of noise assessment that will be necessary. For example, for proposals for wind turbines the impact of noise needs to be assessed at the nearest sensitive receptors at representative wind speeds. Measures for mitigation of noise should consider: separation by distance; external and internal layout and orientation of the development (e.g. the layout of rooms in identified noise sensitive properties); restriction of permitted hours of operation; reduction of noise at source (e.g. the use of quieter specification plant or machinery); and reduction in the transmission of noise from source to the receiver (through provision of sound insulation, or the use of enclosures or barriers).

5.37 The introduction of development into areas where there is a risk that sensitive receptors may be adversely impacted by odour emissions should be avoided wherever possible. The planning process should ensure that the potential for odour emissions to occur from new development or changes to existing development are dealt with through the design of the development and the planning stage of new plant, rather than to seek to abate a statutory nuisance under Environmental Protection legislation from odour emissions at a later stage. Having quantified the degree of risk of odour emissions from the development then consideration can be given to mitigation measures including: the installation of odour abatement plant; the preparation of odour management plans; the provision of a suitable means of ventilation and means of dispersion of odour emissions from the premises.

5.38 The impact from dust pollution during both the construction and operational phase of the development that will need to be considered include: the impact on air quality from emissions of PM10 (Particulate Matter below 10 microns) and PM2.5 (Particulate Matter below 2.5

microns); and the potential for visible dust emissions to give rise to unacceptable amenity impacts or to a statutory nuisance to neighbouring sensitive receptors. A dust assessment study may be required to determine the impact from both the construction and operational phases of new development proposals. Dust monitoring may need to be carried out where dust generating activities are to be carried out close to neighbouring sensitive properties. The onus for carrying out the monitoring should normally fall with the operator. The type and scale of the monitoring required will be identified in future guidance. The results of monitoring will need to be examined in relation to established ambient background levels.

5.39 Further advice on protecting and improving local amenity in new development will be set out in the Natural and Built Environment Supplementary Planning Documents.

How will the Policy be monitored?

Indicator: Appeals upheld contrary to the Local Amenity Policy?

Target: 0 upheld at appeal.

Policy 19 - Air Quality, Light and Noise Pollution

Policy 19

Air Quality, Light and Noise Pollution

Air Quality

Planning applications for development which have the potential to lead to a significant deterioration in air quality either individually or

in combination with other proposals should be accompanied by an assessment of the likely impact of the development on air quality and sensitive receptors including habitats, species and heritage assets.

Residential and other sensitive development proposals within areas that are currently exposed to air quality concentrations above the National Air Quality Strategy (NAQS) objectives must take into account the need to reduce exposure by the following design mitigation hierarchy:

- a. Separation by distance;
- b. External Layout;
- c. Internal Layout; and
- d. Suitable Ventilation.

Light Pollution

All development will be expected to minimise light pollution and/or prevent unacceptable levels of exposure to such through good design. Planning applications for development with the potential to result in significant light pollution either individually or in combination with other proposals should be accompanied by an assessment of the likely impact to show that the lighting scheme is the minimum necessary for functional or security purposes and that it minimises potential pollution from glare and spillage. Particular attention will be paid to schemes in the North Pennines AONB, in or close to open countryside, within the setting of heritage assets, close to residential and/or other sensitive land uses, or to areas or features important for nature conservation. Proposals for new lighting on existing developments or to illuminate existing facilities, where permission is

required, will be subject to the same considerations.

Noise Pollution

All development will be expected to prevent unacceptable levels of noise pollution to both existing and new development by good design. Development within areas sensitive to noise such as the North Pennines AONB, in or close to open countryside, within the setting of heritage assets, close to residential properties or to areas or features important for nature conservation will be given particular attention. Planning applications for development with the potential to result in significant noise either individually or in combination with other proposals should be accompanied by an assessment of the likely impact.

The assessment of noise, light or air quality impact should relate to all stages of development. Where adverse effects are identified development will only be approved where suitable mitigation can be achieved which would bring emissions within acceptable levels associated with the affected receptor.

Permission will not be granted for sensitive land uses where they would be likely to be unacceptably impacted upon by the effects of established land uses, and where those effects could not be adequately mitigated as part of the proposed development.

5.40 Development can in some circumstances have adverse effects on the environment in respect of air quality, noise or light. These effects can be of particular significance where they affect the amenity of people (see Policy 18 (Local Amenity)), sensitive land-uses such as educational or health facilities, sensitive species and habitats, heritage assets and their settings, and areas where tranquillity and dark skies are particularly valued such as the North Pennines AONB. It is important to locate, design and

manage new development so as not to give rise to unacceptable effects on sensitive land uses or features. It is also important not to locate new sensitive land uses in locations where they may be affected by the otherwise acceptable effects of established ones.

5.41 In the case of heritage assets, the PPS5 Practice Guide is still extant and clarifies^(xxxviii) that the way that we experience an asset in its setting is influenced by other environmental factors which include noise and dust, and is not purely about visual considerations. Light pollution may damage the perception of a heritage asset in its setting, especially if the asset is experienced at night or is floodlit.

5.42 The National Air Quality Strategy introduced a system of local air quality management. Local Authorities are required to carry out periodic reviews of air quality and to assess current and likely future air quality against the air quality standards. Air quality standards for Nitrogen Dioxide have been exceeded close to busy roads and junctions within and around Durham City centre. The Council has therefore designated an Air Quality Management Area (AQMA) in the Highgate, Gilesgate and Dragon Lane areas of Durham City. There are other towns across the County where the Air Quality Objective for nitrogen dioxide may be exceeded and these are currently being assessed. An Action Plan will be produced with the aim of reducing pollution levels and improving the standard of air quality, setting out measures to improve the standard of air quality through a variety of means including land use planning. The designation of particular parts of the County as AQMAs indicates the severity of air pollution in these areas. Airborne pollutants will therefore need to be minimised in these areas, to ensure that development proposals do not prejudice the implementation of the Air Quality Action Plan to reduce the specified pollutants. Air Quality Assessments accompanying planning applications should be based on the Council's 'Air Quality and Planning - Guidance Note for Developers' and should indicate impact both with and without

mitigating measures. The Guidance also covers the type of planning applications for which an air quality assessment will be required together with the format and relevant methodology. Major planning and development schemes within an AQMA and surrounding areas will need to be assessed to determine any impact on air quality and showing any ameliorating design measures. The above guidance note will be replaced by an SPD covering this important topic following adoption of the Plan.

5.43 In addition to reducing impacts on human health, development should not result in the deterioration of protected habitats and species. These include Special Protected Areas (SPAs) and Special Areas of Conservation (SACs) which are jointly included in an EU wide network of protected areas called Natura 2000 sites. Many such sites within County Durham are exceeding critical thresholds in respect of certain air pollutants, particularly SO₂ and NO_x. These include:

- Castle Eden Dene SAC
- Thrislington SAC
- North Pennine Dales Meadows SAC
- Moor House Upper Teesdale SAC
- North Pennine Moors SAC
- North Pennine Moors SPA

5.44 As a result, major development proposals that are likely to increase air pollution in the vicinity of a Natura 2000 (or equivalent value as per NPPF) site, either directly or indirectly through, for example an increase in vehicular traffic, will also need to include an assessment under the

xxxviii Paragraph 114 of PPS5: Planning for the Historic Environment Practice Guide Revision Note June 2012

Conservation of Habitats and Species Regulations 2010 in order to determine the likely impacts on the qualifying sites and habitats of the site(s) in question. The Council Guidance Note also advises on impact on Natura 2000 sites.

5.45 Noise pollution is noise created by man-made sources which is excessive, causes disturbance or annoyance and can negatively affect wildlife and sensitive areas including areas known for their tranquillity and designated wildlife sites. It often occurs as a result of industrial operations, transportation or roads. Good planning should aim to prevent the adverse effects of noise from being unacceptable, as stated in the NPPF. This includes both in siting new noise sensitive development and in siting new noisy development. This policy concerns the wider environmental effects of development on noise pollution, as amenity is covered in Policy 18 (Local Amenity).

5.46 Light pollution is artificial light that is allowed to illuminate on areas that are not intended to be lit. The intrusion of overly bright or poorly directed lights can cause glare, wasted energy, have impacts on nature conservation, and affect people's right to enjoy their property. It can also severely affect our view of the night sky. The NPPF is clear that planning policies should limit the impact from light pollution on local amenity, intrinsically dark landscapes, and nature conservation, primarily through promoting and requiring good quality design.

5.47 The possibility of whether light, noise or emissions from the development might constitute a statutory nuisance under Part III of the Environmental Protection Act 1990 should also be considered, although impacts insufficient to amount to a statutory nuisance may nonetheless be sufficient to render a development proposal unacceptable.

5.48 In accordance with the Conservation of Habitats and Species (Amendment) Regulations 2012 a Habitats Regulations Assessment (HRA) will need to be undertaken where a development has the potential to have an adverse effect upon a Natura 2000 site by virtue of its nature

and the site's particular sensitivities. Developers may be required to provide information to Durham County Council to inform the screening and/or Appropriate Assessment stages of the HRA. Where the HRA cannot ascertain that a development either on its own or in combination with other plans or projects would not have adverse impacts upon the integrity of a Natura 2000 site by virtue of noise, air or light pollution and cannot be adequately mitigated planning permission will be refused.

5.49 The North Pennines Area of Outstanding Natural Beauty is a tranquil area of national significance and this is of strategic importance to the County both in terms of its environmental quality and its tourism economy. It is important to protect this resource from piecemeal erosion.

How will the Policy be monitored?

Indicator: Appeals upheld contrary to the Air Quality and Light Pollution Policy?

Target: 0 upheld at appeal.

Policy 20 - Green Infrastructure

Policy 20

Green Infrastructure

Development will be expected to conserve, and where required improve and extend, the County's green infrastructure network. Development proposals will be permitted where they meet the standards of open space provision set out in the Open Space Needs

Assessment (OSNA).

Development proposals that would result in the loss of existing green infrastructure will be refused unless:

- a. The affected site or feature does not have a significant recreational, cultural, ecological, landscape or townscape value;
- b. The affected site can be demonstrated to be surplus to local requirements; or
- c. A compensatory amount of open space of an equivalent or better quality can be provided in the local area.

Development proposals that would result in the loss of a Local Green Space (LGS) identified in a Neighbourhood Plan will be refused unless:

- d. It is for essential facilities for sport and recreation which do not compromise the function(s) of the LGS; or
- e. It consists of the replacement or limited extension of existing structures upon the site.

Development will be expected to maintain or improve the permeability of the built environment and access to the countryside for pedestrians, cyclists and horse riders. Proposals that would result in the loss of, or deterioration in the quality of, existing Public Rights of Way (PROWs) will not be permitted unless equivalent alternative provision is made. Where diversions are required, new routes should be direct, convenient and attractive, and should not have a detrimental impact

on environmental or heritage assets.

Quality of Green Infrastructure

New or improved green infrastructure in developments should:

- f. Be incorporated into designs at an early stage in the planning process;
- g. Contain a network of pedestrian and cycle routes linked to existing open space, the countryside and other destinations;
- h. Be appropriate to its context having regard to the landscape, townscape and ecology of the locality and where appropriate the setting of heritage assets;
- i. Fulfil the needs of diverse user groups and be resilient to the pressure of use;
- j. Have regard to public safety and the need to 'design out' crime;
- k. Contribute to the creation of high quality and locally distinctive places;
- l. Incorporate native species and habitats that can contribute to local ecological networks;
- m. Incorporate existing trees and other green infrastructure features;
- n. Help to mitigate flood and drought and manage water quality;
- o. Provide ecosystem services such as urban cooling and wind

alleviation; and

- p. Be resilient to drought, heat and flood.

5.50 Green infrastructure is the network of green spaces and corridors that exists within and between cities, towns and villages. As well as public open space, it includes wildlife sites, river corridors, coastlines, mountains, moorland, woodland and agricultural land.

5.51 Green infrastructure fulfils a number of important functions including:

- Access and recreation – public open spaces, common land and open access land, and the public rights of way network provide a free recreational resource;
- Agriculture – farmland provides food and energy crops, and hosts an entire industry;
- Biodiversity and geodiversity – habitats, large and small, within towns and countryside, protect and support our natural heritage;
- Economic development – green infrastructure improves the image of towns and cities, making them more attractive places to live, work and invest. Its impact on health improves the productivity of people and of regions;
- Energy – the natural environment provides an energy resource in terms of biomass, hydro-electric and wind power;
- Health and wellbeing – well-planned green infrastructure promotes and facilitates healthy lifestyles. It improves urban environments, with a demonstrable impact upon mental and physical health;

- Playing Pitches - provide opportunities for informal and formal sport and physical activity participation;
- Landscape – green infrastructure is a crucial element in defining the character of the countryside;
- Townscape – open spaces, street trees and other green infrastructure are a crucial element in defining the character of urban areas;
- Water supply, drainage and flood control – green infrastructure helps to manage water flow and quality by holding it in times of high rainfall and release it slowly, reducing the likelihood of flood and drought; and
- Climate change mitigation – all green plants and trees which photosynthesise absorb carbon dioxide from the atmosphere, which would otherwise add to global warming. As windbreaks, shades and flood management mechanisms they reduce the impacts of climate change on the local environment.

5.52 The benefits of green infrastructure can be maximised by careful strategic planning. It should demonstrate the following qualities:

- Multifunctionality: supplying a range of benefits at once;
- Connectivity: providing links for people and wildlife within the development and to the wider network, including rights of way, parks and other facilities, and the countryside;
- High quality of place: being well-designed, safe, and fit for purpose;
- Resilience: ability to withstand and mitigate the impacts of climate change and of the pressure of use;

- Appropriateness to context: mirroring or complementing green infrastructure in the local townscape where possible, including private gardens; and
- Applicability at different scales: delivering green infrastructure services at neighbourhood, local and countywide levels.

5.53 Green Infrastructure should be planned with regard to other relevant plans and strategies, and any supplementary guidance prepared by the authority.

Developer Contributions for Green Infrastructure in New Development

5.54 New housing development will be required to entail the provision of sufficient green infrastructure to meet the County open space quantity standards, calculated according to the expected number of new residents. The current standards set out in the OSNA (2010) are that each 1,000 people should have access to a minimum of 5.2ha of public open space, comprising:

- 1 hectare of parks and gardens;
- 1 hectare of amenity open space;
- 1 hectare of sports grounds (of which 0.7ha should be sports pitches and 0.3ha paths, verges, etc.);
- 1 hectare of semi-natural open space;
- 1 hectare of allotments; and
- 0.2 hectares of equipped children's or young people's play space.

5.55 Developers may provide green infrastructure within new

development by:

- Providing the required amount of new green infrastructure on the development site;
- Providing some green infrastructure on the site, and making up the requirement by providing new; or
- Improving existing, green infrastructure near to the site through planning obligations.

5.56 Where all or part of the required green infrastructure is provided via planning obligations, the costs payable will be calculated by determining the likely cost to the local authority of providing the required area of open space, less the amount provided in kind by the developer.

5.57 Future work to be undertaken by the Council will identify existing open space provision across the County by settlement and specify which allocated sites should contribute towards the improvement of existing open space in preference to providing it on site.

5.58 Where new open spaces are provided, the Council will expect the developer to maintain them for a period of 12 months following practical completion. Following this, the Council will be prepared to adopt the land, providing it meets the expected standard. A commuted sum for maintenance, calculated on the basis of typical maintenance costs per square metre for a 15 year period, will be payable. Alternatively, the developer may make arrangements for the land to be maintained by a body other than the Council.

5.59 The Council has produced a Green Infrastructure Strategy which explains how we will protect, enhance and create green infrastructure across the County during the Plan period. This policy incorporates its main planning-related recommendations.

5.60 This policy aims to:

- Protect, maintain and extend existing green infrastructure in such a way as to maximise its contribution to the benefits listed above;
- Support the creation of a countywide network of multifunctional green infrastructure; and
- Require new housing and other developments to incorporate green infrastructure as part of their design and layout.

5.61 The Council is producing a series of Local Green Infrastructure Implementation Plans to take forward the adopted Green Infrastructure Strategy. These plans will:

- Be based on the County's Area Action Partnership (AAP) areas;
- Analyse the findings of the OSNA, Playing Pitch Strategy and associated Action Plans, and set out a series of actions to address provision issues, including under and over provision;
- Assess the environmental and economic sustainability of existing and proposed provision and set out a series of actions needed to address these; and
- Identify opportunities for enhancing the green infrastructure network generally.

5.62 For the purposes of this policy, public open space is dealt with as a major subset of green infrastructure. 'Local Green Spaces' are green spaces of particular importance to the local community. The NPPF makes provision for these to be identified through local and neighbourhood plans. The County Durham Plan does not identify Local Green Spaces, but

forthcoming Neighbourhood Plans may do so.

5.63 Notwithstanding the benefits of multifunctionality, it is recognised that not all uses of green space are compatible. In particular, it is recognised that some semi-natural sites containing protected habitats or species may be adversely affected by recreational use. Where such sites exist it may be desirable to ensure that suitable alternative green spaces exist in the vicinity, which can absorb a proportion of recreational pressure.

5.64 In assessing whether a site is surplus to local requirements, and to inform whether the compensatory amount of open space is of an equivalent or better quality, regard should be had to any relevant assessments, strategies and action plans (including the OSNA, the Playing Pitch Strategy and associated Action Plans, and Local Green Infrastructure Implementation Plans) and any changes in circumstances that have taken place since they were produced, or which would take place as a consequence of the development.

5.65 As well as affording protection to existing playing pitches, consideration will be given to the ways of funding potential new developments and provision improvements. The development of new multi pitch/multi sport 'hub' sites which can provide facilities for a range of training, development and performance sports will be supported as they provide multi-sport and multi-activity opportunities and are a more efficient use of resources and maintenance. These hub sites are, and will be, identified within Playing Pitch Action Plans which are being developed for each AAP area. Where appropriate, hub sites should embrace artificial turf pitches technology for training and formal fixtures, floodlit multi use games courts, grass pitches and adequate changing facilities. It will be made clear at the pre-application stage when developers will be required to provide facilities on site, where developer contributions or works in kind will be secured for new infrastructure and/or for the improvement to existing infrastructure. In some instances where there are no deficiencies in an area it may be more appropriate to fund the enhancement of existing

pitches.

5.66 Many sites throughout the County currently fulfil the function of a hub site, and formalising and prioritising investment at these sites will be a priority. Current resources are inadequate to maintain the current level of pitches in parks, and a better use of limited resources will arise from investment and management in more sustainable sites, junior pitches becoming incorporated within hub site configuration. At present the precise location of each hub site is not yet decided, but they will be identified within each AAP Action Plan together with an analysis of each pitch in respect of current issues and solutions to overcome them.

How will the Policy be monitored?

Indicator: Amount of public open space per 1000 people?

Target:

1. 5.2ha of public of open space per 1000 people.
2. Has progress been made to develop Multi Use Facilities?

capacity and CO₂ reduction. In determining planning applications for such projects significant weight will be given to the achievement of wider environmental and economic benefits.

Proposals should include details of associated developments including access roads, transmission lines, pylons and other ancillary buildings. Planning applications will also need to include a satisfactory scheme to restore the site to a quality of at least its original condition once operations have ceased.

5.67 The development of renewable sources of energy can make a valuable contribution to tackling the rate of climate change and enable us to live in a more sustainable manner. County Durham has opportunities for renewable energy, but the exploitation of these must be carefully weighed against the need to protect our unique natural environment and heritage.

5.68 The Energy White Paper (2011) sets out the Government's commitment to reform and transform the UK's generating system so that future supply is low-carbon, secure and affordable. It sets out to de-carbonise energy generation in line with the targets set out in the UK Renewable Energy Strategy.

5.69 The UK Renewable Energy Roadmap outlines the UK Government's commitment to increasing the use of renewable energy. The document identifies that the UK has the potential to meet its 2020 target of 15 % of UK energy consumption from renewable resources, and deliver an operational capacity of 29 GigaWatts (GW) of renewable energy by this same year.

Policy 21 - Renewable and Low Carbon Energy

Policy 21

Renewable and Low Carbon Energy

Renewable energy development in appropriate locations will be supported in order to achieve targets for new energy generating



5.70 The UK Renewable Energy Strategy (2009) and the National Renewable Energy Action Plan guides the UK towards realising its renewable energy target. The document notes the contribution that onshore wind is making to the generation of electricity within the UK; however, it acknowledges that a greater number of renewable energy projects are required. In order to meet the overall 15% target, 30% of electricity should be generated from renewable sources.

5.71 Currently there is 167.88MW of renewable electricity operational in County Durham with a further 30.47MW approved. This will meet around 72% of County Durham's household electricity consumption or 27% of the County's overall electricity consumption. County Durham's 2010 target of 82MW of installed capacity has been exceeded by a substantial margin and the aspiration to double that target by 2020 has already been achieved. In County Durham, the most likely renewable energy installations will be solar panels, the installation of Biomass generators, or the erection of wind turbines.

5.72 The County-wide Climate Change Strategy adopted by Council

and its partners targets an already agreed 40% reduction in CO₂ emissions (based upon 1990 levels) by 2020. The national target is for an 80% reduction by 2050, therefore by 2031 we are targeting a reduction of 55%. In order to meet this ambitious target, development should minimise emissions. The Sustainable Energy Action Plan (an integral part of our obligations under the EU Covenant of Mayors) also proposes how we aim to meet our obligations under the agreement.

5.73 Whilst most renewable technologies currently within the County are electricity generators, renewable heat technologies form an essential part of our carbon reduction strategy, with solar thermal panels, biomass and heat pumps potentially having a substantially positive impact by displacing gas and other fossil fuels used for heating and hot water.

5.74 Community benefits associated with schemes can help to give a community a sense of ownership and alleviate fears of developments and sometimes community opposition. Whilst guidance is clear that developments are assessed on their merits, the Council will consider the community benefits attached to developments such as provision for local employment; community funds; and cheaper local electricity rates to alleviate fuel poverty. In some cases the benefits to the community may be more direct for instance when a renewable energy scheme is a community-led initiative, again this will be considered when determining a proposal.

How will the Policy be monitored?

Indicator: Renewable Energy Capacity of permitted and completed schemes by type?

Target: Increasing trend above the baseline figure.

Policy 22 - Wind Turbine Development

Policy 22

Wind Turbine Development

Planning permission will be granted for the development of wind turbines, unless:

- a. There would be significant harm, individually or cumulatively, to the amenity of local communities or nearby residents, due to noise, traffic, or visual intrusion; or
- b. In respect of the visual amenity of individual residential properties, any proposed turbine would be located within 6 times its overall height of the property, unless it can be demonstrated that it would not be overbearing; or
- c. In respect of shadow flicker, any proposed turbine would be located within 10 times its rotor diameter of a susceptible dwelling house, community facility or workplace, unless it can be demonstrated that shadow flicker would not occur, or would be prevented from occurring; or
- d. There would be significant harm individually or cumulatively to important species or habitats^(xxxix); or
- e. There would be significant harm individually or cumulatively to the character of the landscape; or
- f. There would be any adverse impacts on radar systems which

are not capable of being acceptably mitigated; or

- g. There would be a significant adverse impact on TV reception, communications links or telecommunications systems; or
- h. There would be substantial harm to the significance of a heritage asset, or lesser harm that would not be outweighed by the benefits of the proposals having regard to the scale of any harm and the significance of the asset; or
- i. Any proposed wind turbines would be located within topple distance plus 50m of a Motorway, Trunk Road or Railway line or topple distance plus 10% of an A, B or C class road, or if its blades would over-sweep a public right of way; or
- j. In the case of turbines over 25m in height, the turbine is located within an area dominated by existing wind development, or would lead to a significant coalescence of areas dominated by wind development.^(xl)

Extensions and Alterations to Existing Wind Farms

Extensions to existing wind farms will be supported provided that the proposals are in keeping with the character of the existing development and satisfy criteria a to i above.

Proposals to re-commission or re-power a wind farm will be supported provided that the development meets criteria a to i above taking full account of the effects of the extended timescale.

xxxix For some species, this may include functionally linked land

xl See map X

Wind Turbine Development Affecting the North Pennines Area of Outstanding Natural Beauty (AONB)

There will be a presumption against large scale wind development in the North Pennines AONB. Developments involving more than one turbine, or turbines with a hub height of over 25m, will not be permitted.

Small scale wind development within the AONB will be permitted provided that its impacts on the environment are acceptable and its installed capacity is commensurate with the needs of the property or business. Development outside of the AONB which has a substantial impact on interior views within the AONB, or important views of the AONB, will not be permitted. Development affecting the Yorkshire Dales National Park will be subject to the same considerations.

5.75 Wind energy makes up the majority of operating renewable energy generating capacity within the County (around 68% of operational and approved capacity), and there continues to be significant demand from this sector. To address the individual and specific issues related to wind turbine development, we will consider proposals against the criteria in this policy.

5.76 In establishing the potential for commercial scale wind energy and the potential future contribution to renewable energy targets from this sector, the North East Regional Spatial Strategy (RSS) identified 'broad areas of least constraint' which offered the greatest potential to accommodate new wind energy development. These were identified following a GIS based constraints mapping exercise and a landscape sensitivity study (Landscape Appraisal for Onshore Wind). In County Durham four areas were identified: the North Durham Coalfield Upland, South Durham Coalfield Upland, East Durham Limestone Area and Tees Plain.

5.77 These represented landscapes of medium or low-medium sensitivity to wind development where the constraints mapping exercise suggested there were significant opportunities for development. RSS identified the capacity of each of these areas as being up to 20 to 25 turbines, but this was not based on any technical assessment. The development capacity of each of these 'broad areas of least constraint' was analysed in a series of studies across North East England, undertaken by consultants ARUP, on behalf of the North East Assembly. In County Durham, assessments were carried out during 2009. These detailed assessments built upon the outputs of previous reports and considered the landscape capacity and visual characteristics of the four areas. The studies included a technical and environmental constraints review, and a landscape, visual and cumulative analysis. In particular, they highlighted the potential for any modification to the assessed capacity for onshore wind for the areas developed in the RSS. Although non-statutory, the reports are informative to decision making, and are especially useful for those areas which relate to more than one local authority area, such as the Tees Plain. In overall terms, the studies indicated that opportunities for further significant wind energy development in the County are limited.

5.78 Considerable new capacity for wind energy has been developed in County Durham over the last ten years. At March 2012, over 132 MWe of installed capacity was operational or permitted. This equates to around 313 GWh per annum (assuming a 27% load factor) which represents over 13% of the County's overall electricity use or 36% of its household electricity use. The majority of this, and all of the commercial scale development, is within areas identified as Broad Areas of Least Constraint. A further 133 MWe was at the planning or pre-planning stage.

5.79 Since the landscape capacity studies were completed, further commercial wind energy has been approved in these areas. Two schemes (4 turbines) have been approved in East Durham and an additional 2 turbines have been approved in North West Durham. In the Tees Plain, three further schemes (5 turbines) have been approved (all in Hartlepool,

Stockton or Darlington), taking the approved number of turbines up to the capacity identified in the landscape capacity study for that area. As a result of the amount of development that has come forward in the areas identified in RSS as 'broad areas of least constraint', these areas can no longer be considered to be unconstrained and therefore it is not considered appropriate to identify these as resource areas in the Local Plan.

5.80 The distribution of operational and approved wind energy development in the County together with potential technical and environmental constraints, and in particular those for larger scale commercial turbines, are mapped on Map 3. While individual factors may not always preclude development, the constraints map indicates the limited potential for further large scale deployment of onshore wind. Despite this, there remains some potential for additional development on a smaller and more limited scale, wherever opportunities can be identified which can be accommodated without unacceptable impacts.

5.81 A number of issues influence the location of wind turbine developments and the acceptability of planning application proposals. Key issues to be considered include: residential amenity in respect of visual impact, noise, and shadow flicker; biodiversity, ecology and ornithology; highways; heritage; aviation; Public Rights of Way; landscape and visual impacts; and impacts on designated Landscapes such as the North Pennines AONB, TV reception and telecommunications links.

5.82 Due to their operation wind turbines create noise. The Council take seriously the potential for noise impacts from all forms of new development on local communities and those working in the vicinity.

5.83 While there is no right to a view, the effects of large moving structures in close proximity to a residential property can be overbearing. This will depend partly on measurable factors such as scale and proximity, partly on contextual factors such as the screening effects of terrain, buildings or vegetation, the orientation of the windows of habitable rooms or garden areas, and partly on the subjective response of the individual

viewer. Contextual factors can be assessed on a case by case basis but the Council believes that in order to give some certainty to developers and those who may be affected by development it is useful to establish at what kind of distance range in open views it is likely to consider a tall structure to be overbearing. The Council accepts that any figure given for this will be a point on a continuum rather than an obvious threshold on which there will be a high degree of consensus. In identifying a figure of 6 times tip height the Council has had regard to past decision-making, both its own and that of a range of planning inspectors. The vast majority of the 160 or so turbines currently operating within the County are in excess of that distance from the nearest non-involved property.

5.84 Shadow flicker is the effect caused when an operating turbine is located between the sun and a receptor, such as a dwelling or place of work. The effect occurs when the shadow of the rotating blades falls over the dwelling causing the light intensity within affected rooms to fluctuate. Shadow flicker can be controlled either passively, by maintaining an appropriate distance from a susceptible property, typically around 10 times the diameter of the rotor, or actively by installing management systems which shut down a turbine during periods when shadow flicker could occur. Although this issue is routinely dealt with well in larger scale developments, proposals continue to come forward for smaller developments where the potential for shadow flicker has not been assessed or where reference is made to acceptable levels of shadow flicker based on standards from other countries. There is no UK standard for acceptable levels of shadow flicker. The Council believes that shadow flicker can and should be avoided, either by passive or active means, and that developments which fail to do so should not be permitted.

5.85 In relation to ecology, and in accordance with the applicable development plan policies, proposals should not cause adverse effects to the integrity of important international sites, nationally designated sites, or local wildlife sites or habitats or to important local, national or international species whether situated within or adjoining the designation.

Ecological surveys are most likely to be required for applications situated in close proximity to designated ecological sites. Proposals should also not cause adverse effects to the character and appearance of conservation areas, listed buildings, scheduled ancient monuments, or the World Heritage Site.

5.86 In the case of aviation, any adverse impact upon radar, either civil or military, should be avoided, and mitigation should be agreed with the airport or operator involved. Wind farms can cause issues with regard to airspace and radar, and the UK has a densely populated airspace. This can lead to objections on radar grounds from a variety of sources from the Royal Air Force, Ministry of Defence to NATS (National Air Traffic Control Services) and the airports themselves. It is important to work with developers to reach positive solutions where possible with the objectors concerned.

5.87 The identification of stand-off distances from highways and footpaths is based on both the risk of harm and the consequences of harm. The Highways Agency recommend that commercial turbines should be set back a distance equal to their height plus 50 metres from motorways, trunk roads and railway lines. Stand-off distances of topple height distance (THD) to blade tip plus 10% are generally observed for other public highways. The Council considers this to be an appropriate set back for A class (non-trunk), as well as for B and C class roads. In situations where it is impossible to achieve this distance from minor roads, where the risks of harm are lower, nacelle/hub components should generally be outside THD to the highway. Turbines are considered to pose a very low risk to users of public rights of way. A set back equivalent to the area over-swept by the rotor blades prevents footpath users from being intimidated by the moving structure.

5.88 Due to their operation Wind Turbines can interfere with telecommunication links and TV reception. Wind turbines can interfere with electromagnetic transmissions by emitting an electromagnetic signal,

itself interfering with electromagnetic signals. Early consultation should be sought with the Office of Communications, who hold a central register of all civil radio communications operators in the UK and acts as a central point of contact for identifying specific consultees relevant to a site. The Council believes that any impact on telecommunications systems can and should be avoided, and that developments which fail to do so should not be permitted.

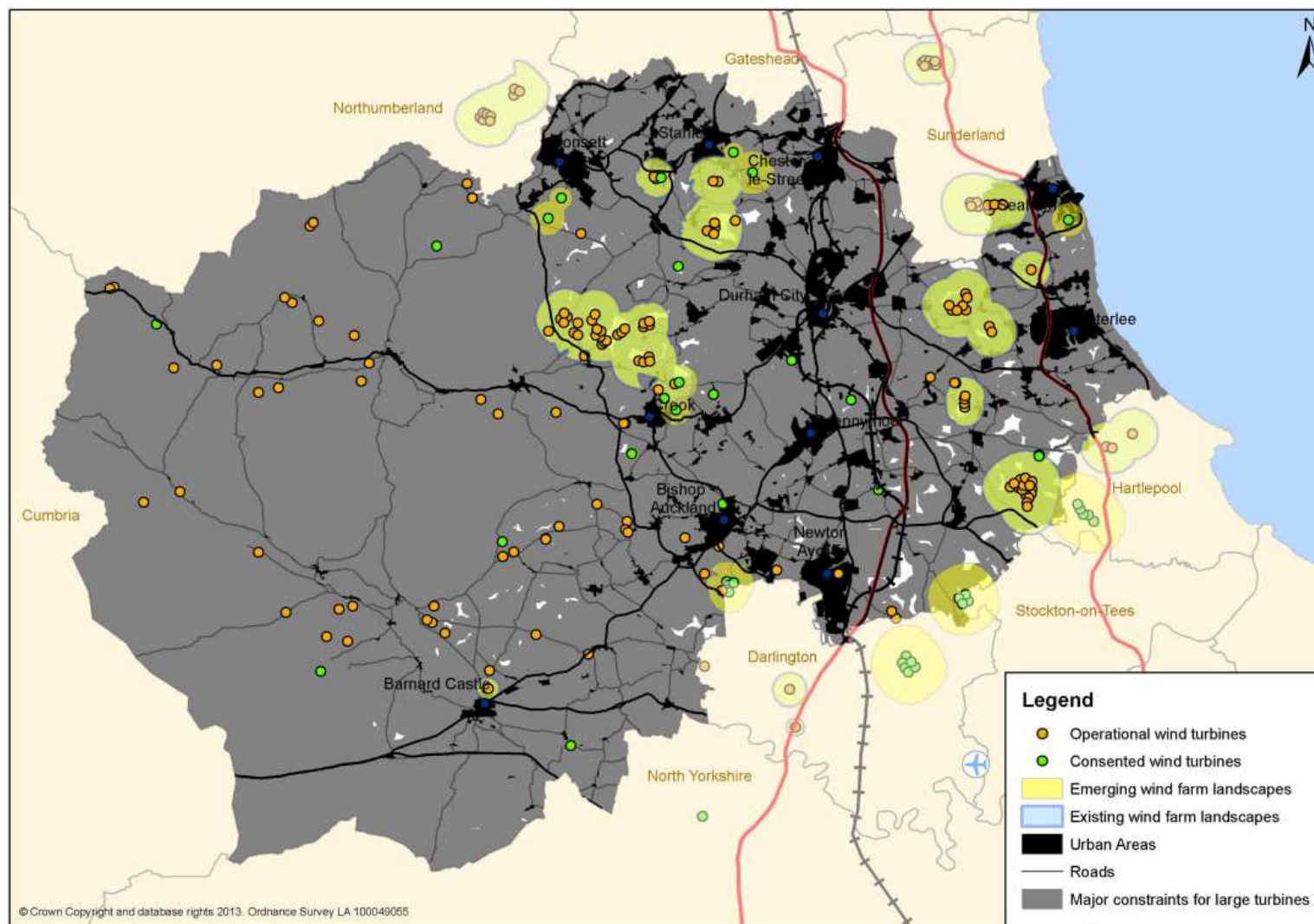
5.89 Large wind turbines inevitably dominate their immediate surroundings. Where wind farms are developed in close proximity to each other they can create more extensive tracts of wind farm landscape. Map 3 also shows existing and emerging areas of wind farm landscape. Within these areas the impact of wind development is already substantial. While additional development in the form of carefully considered extensions to, or re-powering of, existing wind farms could, in some cases, be done without significant additional effects, the development of new turbines that are not closely related to existing ones in respect of their scale, character, rotation speed or colour is likely to lead to an unacceptable degree of visual clutter and a straggling or congested pattern of development that lacks coherence. The Council believes that further wind development in areas already dominated by existing wind farms should be avoided other than in the exceptional circumstances referred to.

5.90 England's AONBs vary in their character and in their sensitivity to different forms of development. Conserving the relative wildness and remoteness of the North Pennines landscape is fundamental to the purposes of its designation. This wildness, coupled with the openness of the landscape and high degree of inter-visibility across the high ground of the AONB where much of the wind resource lies, makes it highly vulnerable to the impacts of commercial scale wind energy development. Small scale development that meets the needs of isolated properties and businesses can in many cases be accommodated without significant impacts on its special qualities. Small scale in this context means development consisting of a single turbine with a hub height of 25 metres

or less. This criterion is based on the AONB Planning Guidelines which in turn were based on the values given in RSS and the policies of neighbouring authorities within the AONB.

5.91 Wind development is a temporary use of land and its impacts are assessed on that basis. The de-commissioning of wind turbines and the restoration of the site are generally secured by condition. It is nevertheless likely to be the case that those resources areas where development has taken place in the past will be the best places to locate development in future should the need arise. In some cases this will involve deploying turbines in different sizes, numbers or locations. Where this can be done in an environmentally sensitive manner we believe that this should be supported. It will, however, be important to have regard to the effect of the extended timescale in assessing the impacts of any such proposals.

Map 3 Wind Constraints



How will the Policy be monitored?**Indicator:**

1. Appeals upheld contrary to the Wind Turbine Development Policy?
2. Renewable Energy Capacity of permitted and completed schemes by type?

Target:

1. 0 upheld at appeal.
2. Increasing trend above the baseline figure.

6 A Prosperous Economy

6.1 The overarching priority of the Council is to improve the economic performance of County Durham. The County's economy has changed significantly over the last 30 years and we have tackled the environmental legacies left by traditional industries, but we are still faced with deep-rooted deprivation in certain communities. The fundamental challenge is to ensure people who are out of work have access to job opportunities. In order to do so, this strategy will facilitate opportunities for businesses to stay, move to, start-up and grow within the County.

6.2 The County has the basis of a competitive offer in attracting and retaining world-class businesses such as Hitachi and those at NETPark and other business parks across the County. The County's high quality environment, good access to major infrastructure, improving access to education, higher education facilities, top five university, flexible, motivated and competitive workforce are also attractive to, investors bringing high quality developments such as Durham Gate near Spennymoor.

6.3 It is critical that we support the creation of new jobs and our overall objective is to achieve and maintain the employment rate at 73% by 2030. The County was very close to attaining this rate before the 2008 recession, and realising it will result in higher levels of disposable income, a higher number of businesses, higher business investment, and bridge the gap with national growth rates. It will lead to greater demand for goods and services across the County, greater investment in town centres, and the development of new housing. Improving the number and range of jobs will also mean there are more opportunities for people in deprived communities to work and illustrate the tangible benefits of completing qualifications and training programmes.

6.4 The Council will work with the County Durham Economic Partnership and drive the agendas of regional and rural partnerships to secure

opportunities for economic growth within the County and ensure residents access opportunities elsewhere. By working in partnership, the Council will continue to promote innovative businesses, products, and services and secure regional, national and European support and private investment. The Council is also working closely with businesses and community groups to ensure residents have opportunities to develop their education, knowledge, and skills to secure jobs and create or grow their businesses.

6.5 The County and region have a strong engineering and manufacturing heritage and the sector is a key driver of our economy. We need to ensure there are sites and premises available in the most accessible and well-populated locations to accommodate engineering and manufacturing plants, supply chains, and logistics activities which enable the transport of goods to national and global markets. Large employers also need access to educational institutions to help develop their workforce as well as using technology to improve the quality, quantity, and profitability of their products. We also need to ensure smaller businesses and entrepreneurs that form part of regional and national supply chains and manufacture unique products for export are supported across the County.

6.6 Our business services sector has much potential to grow, albeit from a small base^(xli). Although larger employers are likely to be concentrated in more urban and accessible locations in the County, improving broadband technology will enable small businesses to serve customers from almost any location, including the more remote areas in the west and deprived communities in the east of the County. There are also new business opportunities in the health sector due to the County's ageing population profile and technology that is making it easier for people access information and support.

xli In 2009, business services activities represented just 6% of County Durham's economic output (Gross Value Added), compared to 8% in North East England and 12% in the UK.



6.7 All areas of the County also have the potential to develop their visitor offer to attract more short-stay and long-stay visitors from within region and from national and international locations. Boosting visitor numbers and the amount of money and time they spend in the County will lead to a range of business opportunities as well as supporting investment in the County's natural and historic tourism assets and town centres.

6.8 The new strategic employment location at Aykley Heads, the development of linkages between businesses on NETPark and those in other parts of the County, the attraction of business investment, and regeneration projects will drive growth. Growth in other parts of the North East and UK will also lead to new economic opportunities within County Durham, so we need to be flexible in accommodating changing business needs and emerging sectors and adapting to opportunities in neighbouring areas. Similarly, the region's ports, airports, road and rail networks support a range of businesses in the County so it is in our interest for some of them to be improved.

6.9 The majority of the County's employers and workforce are based in our largest towns so their vitality and vibrancy is critical to our economy. However, national surveys ^(xlii) suggest some of our towns are at risk of long-term decline. Businesses and residents in the County have also expressed concern at the poor state of many of our town centres and industrial areas which have failed to keep pace with significant economic, technological, social, and environmental changes in the last two decades. However, they also recognise that these places have the potential to operate more effectively and contribute more to economic growth. In this respect, we will ensure sites are available and planning mechanisms are in place which attract investment to our town centres, business districts and industrial estates. These will require improvements to broadband coverage, the quality and choice of housing, built and natural environments, and educational attainment to be maintained.

6.10 The following policies will build on the County's existing strengths and address some of its limitations by identifying a range and choice of employment allocations to attract and retain business. They also seek to protect and enhance our town centres and develop the County's visitor economy.

Policy 23 - Employment Land

Policy 23

Employment Land

Prestige Employment Allocations

The following three sites, as shown on the proposals map, are allocated as prestige employment locations:

xlii Javelin Group (2012) Battlefield Britain: Survivors and casualties in the fight for the high street

Amazon Park, Newton Aycliffe

A site of 46.2 hectares (net) of land south of Heighington Lane, Newton Aycliffe for B1, B2 and B8 uses.

Newton Park, Newton Aycliffe

A site of 48 hectares (net) of land at Newton Park, Newton Aycliffe for B1, B2 and B8 uses.

South of Drum, Chester-le-Street

A site of 11.66 hectares (net) of land at South of Drum Industrial Estate, Chester-le-Street for B1, B2 and B8 uses.

General Employment Allocations

Undeveloped land and plots at the following existing employment sites and at proposed extensions to these existing employment sites, as shown on the proposals map, are allocated for B1 (Business), B2 (General Industrial) and B8 (Storage and Distribution) unless specifically stated.

Table 5 Employment Land Allocations by Delivery Area

Central Durham Delivery Area	Site Area (hectares, net)
Abbeywoods (Durham City) (B1 uses only)	0.79
Belmont Industrial Estate (Durham City)	11.50
Bowburn South Industrial Estate	1.61
Bowburn North Industrial Estate	3.25
Esh Winning Industrial Estate	4.00

Langley Moor Industrial Estate	1.17
Durham Science Park (Durham City)(B1 uses only)	3.94
South of Bowburn Road (Durham Green)	27.57
Meadowfield Industrial Estate	31.33
Langley Park	2.26
Total	87.42
North Durham Delivery Area	Site Area (hectares, net)
Berry Edge Industrial Estate (Consett) (B1 uses only)	0.43
Bowes Business Park (Lambton Park) (B1 uses only)	0.17
Drum Industrial Estate (Chester-le-Street)	4.65
Greencroft Industrial Estate (Annfield Plain)	6.91
Hobson Industrial Estate	2.53
Hownsgill Industrial Estate (Consett)	15.03
Leadgate Industrial Estate	2.19
Lumley Sixth Pit	0.32
Number One Industrial Estate (Consett)	0.47
Stella Gill Industrial Estate (Chester-le-Street)	1.22
Tanfield Lea Industrial Estate (North)	5.40
Tanfield Lea Industrial Estate (South)	5.18

Villa Real Business Park (Consett) (B1 uses only)	1.35
Westline Industrial Estate	2.05
Total	47.9
South Durham Delivery Area	Site Area (hectares, net)
All Saints Industrial Estate (Shildon)	6.15
Aycliffe Business Park (North)	18.7
Aycliffe Business Park (South)	22
Beechburn Industrial Estate (Crook)	8.97
Chilton Industrial Estate	8.08
Dans Castle Industrial Estate (Tow Law)	0.96
Dean and Chapter Industrial Estate (Ferryhill)	0.23
Fishburn Industrial Estate	1.59
Green Lane (Spennymoor)	14.35
Land at Tow Law (Inkerman)	1.24
Low Willington Industrial Estate	6.95
South Church Enterprise Park (Bishop Auckland)	7.18
Total	96.4
East Durham Delivery Area	Site Area (hectares, net)
Foxcover Industrial Estate (Seaham)	1.40

Land at Hawthorn	18.85
Peterlee North West Industrial Estate	15.2
Peterlee South West Industrial Estate	10.8
Sea View Industrial Estate (Horden)	1.60
Shotton Colliery Industrial Estate	0.36
Total	48.21
West Durham Delivery Area	Site Area (hectares, net)
Eastgate	2.00
Harmire Industrial Park (Barnard Castle)	2.00
Land at Shaw Bank (Barnard Castle)	6.7
Randolph Coke Works (Evenwood)	2.66
Stainton Grove Industrial Estate (Barnard Castle)	4.14
Total	17.5
County Durham Total	297.43⁽¹⁾

1. Please note this list does not include Aykley Heads

Safeguarded Employment Land

The following employment land, as shown on the proposals map, is safeguarded:

A site of 5.32 hectares (net) of land at South of Green Lane, Spennymoor

Development of Employment Sites for Other Uses

Development for non-employment uses ^(xlili) on employment allocations or existing protected employment sites (as identified in Table 6) will not be permitted unless:

- a. The land or building is no longer physically suitable for employment uses and there is no realistic prospect of re-use or redevelopment for such uses;
- b. There is documented evidence of unsuccessful active marketing for employment use with at least one recognised commercial agent at local market rent levels, over a continuous period of at least 18 months; and
- c. The non-employment use cannot be accommodated on an alternative site within the market area;

Non-employment uses will be permitted where:

- d. The non-employment use would be ancillary to the main employment use of the site; or
- e. The non-employment use represents a use which can directly support the functioning of the site for employment purposes and does not prejudice the future development and extension of existing uses.

Any new development for employment purposes on employment allocations or existing protected employment sites must comply with

the criteria set out in Policy 1 (Sustainable Development), Policy 18 (Local Amenity) and other relevant policies within the Plan and any existing jobs located on the site must be suitably relocated.

Other Existing General Employment Sites

For those existing employment sites not identified within Table 6, planning permission will be granted for non-employment uses where it can be satisfactorily demonstrated that redevelopment of the site would be consistent with other relevant policies in the Plan and any existing jobs located on the site are suitably relocated.

6.11 The Employment Land Review (ELR) has assessed all employment sites across the County against a range of criteria. These assessments give an indication of the relative strengths and limitations of these sites and has informed the site allocations detailed above. Many of these are undeveloped plots on existing industrial estates. It is important that a variety of sites are safeguarded for employment purposes to achieve a balanced and sustainable local economy and to provide opportunities for sustainable economic growth. Therefore non-employment uses will be resisted unless they meet the criteria detailed within this policy.

6.12 The Plan allocates three prestige locations for business, two at Newton Aycliffe and an extension south of Drum. These are sites which have the potential to contribute significantly to the economy and provide unique investment opportunities. Newton Aycliffe Industrial Estate is one of the largest estates in the North East. Land exists to the south and west of the estate for further expansion. This site has been identified as the preferred location by Hitachi for a train manufacture and assembly plant. A purpose built facility is proposed that will produce new rolling stock for East Coast and Great Western Trains. The site has the potential for large

xlili Development for non employment uses is uses other then Business (B1), General Industrial Use (B2) or Storage and Distribution (B8) unless specifically stated.

scale job creation with the Hitachi development having the potential to act as a catalyst for further growth and investment within the sector and bring wider benefits to Newton Aycliffe and County Durham as a whole. The land is therefore allocated as a prestige employment area. Although the site has some flood risk issues, it has been subject to the sequential and exceptions test and it is considered that the economic benefits, in terms of job creation, that the development will bring, outweighs the flood risk concerns. Any future planning application will need to include a flood risk assessment.

6.13 Newton Park is a site of 53 hectares located adjacent to junction 59 of the A1 bounding the A167 and Shildon Branch line. This site has the potential to deliver a prestige employment development as a major freight interchange operation, providing rail linked distribution warehousing and having direct motorway access to rail and port container services. The site may also provide further accommodation for businesses attracted to Newton Aycliffe following the locating of Hitachi in the town.

6.14 Drum Industrial Estate has proved a popular business location in the north of the County in recent years, with high land take. Just 4.65 hectares of land remains undeveloped and therefore land to the south of the estate, south of the A693 is identified as a proposed extension to the estate. The site is physically unconstrained with obvious locational advantages however it is situated within the Green Belt. The ELR provides clear evidence of need for the development of this site. As with other Green Belt releases an exceptional case will need to be fully clarified and justified for its release from the Green Belt. This exceptional case is outlined in Policy 14 (Green Belt).

6.15 The remaining allocations in this policy are for general employment use, light/heavy industry/warehousing, within the B1 (Business), B2 (General Industrial) and B8 (Storage and Distribution) use classes. These sites will meet the County's employment land requirements to 2030 as set out in Policy 3 (Quantity of Development).

6.16 At Eastgate, an approval was granted for a renewable energy village in 2010. This is a comprehensive development over some 350ha of land to the west of the existing village. The development incorporates the approval of Business Units and while this scheme has yet to materialise, the policy identifies 2 hectares of land at Eastgate which will make up an element of the employment land supply.

6.17 Additional land has been identified for B1, B2 and B8 uses in Spennymoor, south of the A688 and the existing Green Lane allocations. This land is safeguarded beyond the plan period and will not form part of the employment land supply detailed within the policy. It will only be considered for development if the 14.35 hectares identified in the town is developed out. Spennymoor has seen the redevelopment of some of its employment land for other uses, this has been due in part to the changing economic dynamics in the town which has seen companies relocate to other locations within the town, notably Thorns. While it is considered that the level of employment land supply is adequate for the town, should the land take up be higher than anticipated, this land will then be released.

Protected Employment Sites

6.18 This Policy also seeks to secure and retain the existing premises and units identified in Table 6 for employment use. These areas have been identified as the most appropriate employment locations by the Employment Land Review (ELR) and will be safeguarded from potential redevelopment or change of use to a non-employment use. Planning applications for such uses will be assessed against the criteria in this Policy.

6.19 The ELR identified a number of existing employment sites that are currently in use (either in full or in part) that are not considered necessary to protect. This is due to various factors such as high vacancy rates, low demand and in some instances large areas of the site that have already been lost to alternative uses such as housing, often due to low demand. In line with guidance in the National Planning Policy Framework, their

redevelopment for other uses will be permitted where the proposed scheme is in accordance with the relevant policies of the Plan. However there were a number of other employment sites which the ELR found to be of sufficient quality that they should be protected for employment use. These are listed in Table 6 below.

6.20 The take up of employment land allocated in the Plan will be monitored throughout the County and further land will be identified if required. Site plans for each Employment Allocation and Protected Employment Site are included in Appendices E and F respectively. Applications for employment uses outside of identified employment sites will be assessed against relevant policies in the plan.

Table 6 Protected Employment Sites by Delivery Area

Central Durham Delivery Area	
Abbey Road (Durham City)	Esh Winning Industrial Estate
Abbeywoods (Durham City) (B1 uses only)	Langley Moor Industrial Estate
Aykley Heads (Durham City) (B1 uses only)	Langley Park Industrial Estate (North)
Bearpark Industrial Estate	Langley Park Industrial Estate (South)
Belmont (Durham City)	Meadowfield Industrial Estate
Bowburn Industrial Estate (North)	Sherburn Hill Industrial Estate
Bowburn Industrial Estate (South)	Sherburn Village Industrial Estate
Durham Science Park (Durham City) (B1 uses only)	Tursdale Industrial Estate
Dragonville (Durham City)	
North Durham Delivery Area	

Berry Edge (Consett) (B1 uses only)	Lumley Sixth Pit
Bowes Business Park (B1 uses only)	Morrison Busty (South) (Annfield Plain)
Bradley Workshops (Consett)	Morrison Busty (North) (Annfield Plain)
Castleside Industrial Estate (Consett)	Morrison Service (Annfield Plain)
Craghead Industrial Estate (Stanley)	Number One Industrial Estate (Consett)
Crookhall Industrial Estate (Consett)	Park Road (Consett)
Delves Lane (North)	Park Road Industrial Estate (North) (Consett)
Delves Lane (South)	Sacriston Industrial Estate
Drum Industrial Estate	Stella Gill Industrial Estate (Chester-le-Street)
Greencroft	Tanfield Lea (North)
Harelaw Industrial Estate	Tanfield Lea (South)
Hamsterley Industrial Estate	The Turnpark
Hobson Industrial Estate	Villa Real (Consett) (B1 uses only)
Hownsgill (Consett)	Watling Street (Consett)
Leadgate Industrial Estate	Westline Industrial Estate
South Durham Delivery Area	
All Saints (Shildon)	Hackworth (Shildon)
Aycliffe Business Park (North)	High Hope Street (Crook)

Aycliffe Business Park (South)	Laurel Way Industrial Estate (Bishop Auckland)
Beechburn Industrial Estate (Crook)	Low Willington Industrial Estate
Chilton Industrial Estate	NETPark (Sedgefield) (B1 uses only)
Coundon Industrial Estate (West)	Romanway Industrial Estate (Bishop Auckland)
Dan's Castle Industrial Estate (Tow Law)	Salters Lane Industrial Estate (Sedgefield)
Dean and Chapter Industrial Estate (Ferryhill)	Sedgefield Station
Dunelm Industrial Estate (Willington)	Shildon Industrial Estate
Fishburn Industrial Estate	South Church Enterprise Park (Bishop Auckland)
Furnace Industrial Estate (Shildon)	Trimdon Grange Industrial Estate
Greenfield Industrial Estate (Bishop Auckland)	Tudhoe Industrial Estate
Green Lane (Spennymoor)	West Auckland Industrial Estate
George Reynolds Industrial Estate (Shildon)	
East Durham Delivery Area	
Blackhall Industrial Estate	Seaham Grange
Brackenhill Business Park (Peterlee) (B1 uses only)	Sea View (Horden)
Cold Hesledon Industrial Estate	Shotton Colliery Industrial Estate
Foxcover Industrial Estate (Seaham)	Spectrum Business Park (Seaham)
Kingfisher Industrial Estate (Seaham)	Thornley Station

Peterlee (North East)	Whitehouse Business Park (Peterlee)(B1 uses only)
Peterlee North West Industrial Estate	Wingate Grange Industrial Estate
Peterlee South West Industrial Estate	
West Durham Delivery Area	
Bond Isle (Stanhope)	Mickleton Industrial Units (Middleton-in-Teesdale)
Broadwood (Frosterley)	Staindrop County Highways Depot (East)
Evenwood Industrial Estate	Stainton Grove (Barnard Castle)
Harmire Industrial Park (Barnard Castle)	Wolsingham Industrial Estate

How will the Policy be monitored?

Indicator:

1. Amount of floor space approved & delivered for employment, by B use class, on allocated sites?
2. The amount of employment land lost to other uses (allocated & protected sites changing use)?

Target: In accordance with the employment trajectory

Policy 24 - Specific Use Employment Sites

Policy 24

Specific Use Employment Sites

In order to meet an identified need for specific types of employment development, four Specific Use Employment Sites have been identified in the following locations, as shown on the proposals map, for the following uses:

NetPark, Sedgefield

A site of 30.6 hectares of land north of NetPark, Sedgefield is allocated for uses within use class B1, specifically for Research and Development purposes only.

In addition an area of 25 hectares to the north of the NetPark allocation is safeguarded for future expansion land beyond the end of the Plan period.

Tursdale, Bowburn

A site of 122.7 hectares of land at Tursdale, Bowburn is safeguarded for uses within use classes B1, B2 and B8 and which are associated with the development of a rail freight facility and related activity.

South of Seaham

A site of 58.5 hectares of land at South of Seaham is allocated only for the development of a film studio and associated uses.

Lambton Park Estate, Chester-le-Street

A site of 10.9 hectares of land within Lambton Park Estate, Chester-le-Street is allocated for B1 (Business). The site will be developed in conjunction with the Lambton Park executive housing development, providing a unique opportunity for those residents only to locate their businesses in a high quality environment.

The site areas detailed above are net developable areas

6.21 The Employment Land Review (ELR) recommends that a number of sites should be allocated for a specific type of employment use and not be considered as part of the general portfolio of employment land. This is on the basis that they serve, or offer the potential to serve, a unique function within the County Durham economy, and as such should not be used for general employment proposes that could be accommodated elsewhere. These sites offer the potential to attract sectors or end users that have distinctive requirements with respect to the scale, location or particular attributes of a site.



6.22 NetPark is a regionally significant centre for research and development (R&D) and plays a vital role in unlocking the research potential of North East universities and colleges. It is important to the continued success of NetPark that future phases of development are safeguarded for R&D and technology transfer activity linked to the research specialisms of the region's higher and further education institutions. It is estimated that there is currently 56 hectares of land available for development at NetPark which is unlikely to be fully developed out over the Plan period. In recognition of this 30.6 hectares is allocated within the Plan period and the remaining 25 hectares is safeguarded as future expansion land beyond 2030. Given its economic importance it is necessary to ensure that the safeguarded land is retained for future phases of development. If the monitoring of the take up of land at NetPark indicates that the safeguarded land is required earlier, this will be addressed in a future review of the Plan.

6.23 Land at Tursdale offers an opportunity to develop a major rail freight interchange in County Durham, which would provide a facility of sub regional or possibly regional significance. A large area was previously reserved for such a use and it is necessary to retain 122.72 hectares of land for rail freight activity to allow any potential proposals to come forward. In total there is 150.29 hectares of land available at Tursdale, the remaining 27.57 hectares south of Bowburn Industrial Estate is allocated for general employment use by Policy 23 (Employment Land). Due to the current economic climate, there is too much uncertainty over whether the proposal is viable and can be delivered. The land will therefore be safeguarded rather than allocated. We will however, support a rail freight development on this site should a proposal be forthcoming. Although the site has some flood risk issues, it has been subject to the sequential and exceptions test and it is considered that the economic benefits, in terms of job creation, that the development will bring, outweighs the flood risk concerns. Any future planning application will need to include a flood risk assessment.

6.24 The site South of Seaham has planning permission for the

development of a film studio, educational facilities, student accommodation, hotel and leisure uses. The site is not suitable for general employment but should be protected for film related uses given the potential economic benefits that this opportunity could provide. It's development may also link to the future employment development at Hawthorn.

6.25 Within the Lambton Park Estate there is currently a small business park at Bowes. This provides a high quality office development in an attractive setting. To complement the allocation identified in Policy 12 (Executive Housing Allocation) a site to the east of the residential area and adjacent to Bowes Business Park is proposed for employment use. This allocation is intended to attract entrepreneurs who may wish to relocate their businesses close to their homes. Occupancy conditions will therefore be applied to new business premises within the site accordingly, this will require the premises to be occupied by residents of the executive housing estate. This will assist in delivering the plan's vision for a step change in economic performance.

6.26 Site plans for each Specific Use Employment Site are included in Appendix ■.

How will the Policy be monitored?

Indicator: Amount of floor space approved & delivered for employment by use type per specific use site?

Target: Specific Use Employment Sites developed in accordance with the policy.

Policy 25 - Retail Allocations and Town Centre Regeneration Areas

Policy 25

Retail Allocations and Town Centre Regeneration Areas

Retail Allocations

In order to meet an identified need for specific types of retail, two retail allocations have been identified in the following locations, as shown on the proposals map, for the following uses.

North of Arnison, Durham City

3.48ha of land is allocated for A1 use (Retail) and specifically for a convenience foodstore. Policy 8 (Durham City Strategic Housing Sites) provides the policy context for the development of this area as part of the North of Arnison Strategic Allocation.

Queen Street, Crook

1.16ha of land at Queen Street, Crook is allocated for A1 use (Retail) to meet the convenience need within the town. The site will only be developed for food retail.

Town Centre Regeneration Areas

The following three areas are identified as Town Centre Regeneration Areas, as shown on the proposals map. These are areas where retail led regeneration will be supported along with a mix of other uses appropriate for town centres.

North Road, Durham City

As part of the comprehensive redevelopment and regeneration of North Road, quantitative and qualitative retail improvements will be supported that will improve the retail offer in this area of the City Centre^(table note 8)

Claypath, Durham City

As part of the regeneration of Claypath, retail, and other uses appropriate to the City Centre, including, tourist attractions will be supported.

Festival Walk, Spennymoor

As part of the comprehensive redevelopment and regeneration of Festival Walk, quantitative and qualitative retail improvements will be supported that will improve the retail offer in this area of the town centre. Proposed retail development at edge of centre or out of centre locations in Spennymoor will be resisted unless it can be demonstrated that the proposed scheme would not harm the delivery of the redevelopment of Festival Walk.

6.27 The Retail and Town Centre Uses Study (2009) identified where in County Durham there was specific need to plan for future retail provision, this study was updated in March 2013. The findings of this updated study informs Policy 3 (Quantity of Development) and Policy 4 (Distribution of Development) which set out the amount of new retail floorspace that is required and where it should be located. Wherever possible the allocations in this policy seek to meet that identified need.

6.28 The Retail and Town Centre Uses Study identifies the need for a further supermarket in Durham City, however one of the main limitations of the City's retail offer is the lack of suitable or deliverable sites within,

or on the edge of the City Centre. While North Road can provide a site for retail improvement, it is not of a scale to accommodate a large food retailer. Therefore the search for a suitable site was extended to sites beyond the City Centre. Details of the search process can be found within the Retail Site Search Evidence Paper.

6.29 Following consideration of alternative sites, land at North of Arnison was chosen as the preferred location. The Arnison Centre is identified as a District Centre in Policy 26 (Retail Hierarchy and Development in Commercial Centres) and provides retail facilities to the north of the City, a Sainsbury's store exists alongside a number of high street comparison retailers. In view of the projected housing growth in this area and the lack of opportunities in the City Centre, land to the north of the Arnison Centre is therefore considered suitable for a new foodstore for Durham City. This will be developed as an extension to the existing retail provision and can provide an accessible and sustainable location, particularly considering the close proximity of the strategic housing allocations at Sniperley Park and North of Arnison.

6.30 Land at Queen Street in Crook offers a good location for retail development. The site is conveniently located adjacent to the market place, which will allow it to integrate well with the existing town centre and complement the existing retail offer. The site is the most suitable location to meet the identified convenience retail need in Crook. The site offers the opportunity for linked trips to the town centre and will also help improve its appearance.

6.31 As identified, North Road can provide a site for retail improvement within the City Centre. The site is a gateway location into the City Centre and has been identified as a retail regeneration areas where retail led redevelopment will be supported through the Plan. The regeneration of this area will enhance the retail offer, improve the pedestrian and retail environment, improve the public realm, enhancing both the conservation area and the World Heritage Site, improve access and connections for

pedestrians and create a suitable and attractive environment through highway improvements. The proposal includes relocating the bus station with the site of the existing bus station being utilised as retail frontage.

6.32 The Claypath area is an amalgam of sites and properties located on the northern side of Lower Claypath between Millennium Square and Providence Row. The area has potential for re-development as part of the revitalisation of the Claypath area. They have been grouped together and include the former Gas Board and shop (now a restaurant), the former Palladium Cinema, the existing Kwik Fit garage and the British Telecom Exchange. Again this will bring benefits to the City's conservation area and the setting of the World Heritage Site.

6.33 The site at Festival Walk lies in the heart of Spennymoor town centre. It currently suffers from high vacancy rates including the large former Kwik Save unit. The site has a detrimental impact on the appearance of the town centre and has long been recognised as an area in need of regeneration. Redevelopment of the site has the potential to improve the retail offer within the town while also bringing considerable environmental and regeneration benefits. The site is the best site sequentially for retail development and therefore edge of centre and out of centre retail schemes in Spennymoor will be strongly resisted where such schemes would have the potential to undermine the delivery of redeveloping Festival Walk.

6.34 It is acknowledged that other town centres within the County will be subject to regeneration during the plan period and the plan will look to support proposals and schemes that will benefit the County's town centres. The regeneration areas identified within the policy are priority sites where early regeneration will bring about significant benefits to these specific locations and are therefore identified for these reasons.

6.35 Ferryhill has a limited convenience offer and the Retail and Town Centres Study update has identified a need for a new store up 1,180sqm to meet this need. A search of sites within Ferryhill town centre and then

within edge of centre areas failed to identify a suitable site to accommodate this need. There are also very limited opportunities in out of centre locations and those that do exist relate particularly poorly to the town centre and existing residential areas. Allocating within these areas could have the potential to create an unsustainable development and a one that would detrimentally impact on the existing town centre. These concerns were considered to outweigh the need for a foodstore within the town and therefore we do not allocate a site in Ferryhill. The Plan will encourage a store to be developed should a suitable site come forward through the Development Management process.

6.36 Site plans for each Retail Allocation and Town Centre Regeneration areas are included in Appendix ■.

How will the Policy be monitored?

Indicator: Are the following developments on target in accordance with the project plan: North Road - Durham, North of Arnison - Durham, Queen Street - Crook, Festival Walk Spennymoor & Claypath?

Target: The following developments approved and/or implemented:

- North Road
- North of Arnison
- Queen Street
- Festival Walk
- Claypath

Policy 26 - Retail Hierarchy and Development in Commercial Centres

Policy 26

Retail Hierarchy and Development in Commercial Centres

Retail Hierarchy

The Council will protect and enhance the following hierarchy of **Sub Regional, Main Town, Small Town, District** and **Local** retail centres in the County.

Sub Regional Centres - Bishop Auckland, Durham City.

- a. Retail and leisure development that continues to fulfil these centre's sub regional role will be encouraged. Any development that threatens their sub regional role will not be permitted.

Main Town Centres – Barnard Castle, Chester-le-Street, Consett, Newton Aycliffe, Peterlee, Seaham, Spennymoor, Stanley.

- b. Within these centres, any quantitative expansion of new provision should be matched with qualitative improvements. Additional leisure development and proposals that will enhance the evening economy will be supported given the relatively limited current provision.

Small Town Centres – Crook, Ferryhill, Shildon.

- c. Within these centres, new provision should be predominantly aimed at meeting local residents' shopping needs and be of a scale appropriate to the town's respective catchments.

District Centres – Arnison Centre Durham City, Sherburn Road Durham City

- d. Additional high street comparison retail provision within the District Centres will need to be carefully assessed to protect the vitality and viability of other centres higher up the retail hierarchy. Within the Sherburn Road District Centre, the area shaded on the proposals map will be for bulky goods use only.

Local Centres - Annfield Plain, Bearpark, Belmont, Blackhall, Blackhill, Bowburn, Brandon, Burnopfield, Chilton, Cobblers Hall, Coundon, Coxhoe, Dipton, Easington Colliery, Edenhill Road, Esh Winning, Fencehouses, Fishburn, Framwellgate Moor, Garden Farm, Gibside, Gilesgate, Grampian Drive, Great Lumley, Horden, Lanchester, Langley Moor, Langley Park, Leadgate, Middleton-in-Teesdale, Murton, Neville Parade, Newton Hall, Parkside, Pelton, Sacriston, Sedgefield, Sherburn Village, Shotley Bridge, Shotton, South Moor, Station Road, Stanhope, The Avenue, Tow Law, Trimdon Grange, Trimdon Village, Ushaw Moor, West Auckland, West Cornforth, Westlea, Wheatley Hill, Willington, Wingate, Wolsingham, Woodham, Yoden Road, York Road.

- e. New retail provision within these centres should be local in nature and not perform a wider retail function or become a retail destination in its own right.

Proposals for retail and other town centre uses in the Centres defined in the Retail Hierarchy above should:

- f. Be consistent in scale with the size and function of the centre;
- g. Safeguard the retail character and function of existing centres and not detract from their vitality and viability; and
- h. Be convenient and accessible in order to meet day to day needs of residents and contribute to social inclusion and sustainable development.

In all other locations outside of those identified in the retail hierarchy the loss of essential shops and services will be resisted.

Commercial Centre Boundaries

Proposals for main town centre uses, as defined within National Policy, not located in Sub Regional centres or a centre which is sequentially preferable in the retail hierarchy, will be required to provide a robust sequential assessment.

Proposals for main town centre uses, as defined within National Policy, in excess of 300sqm (net) floorspace, not located within defined commercial centre boundaries or a centre which is sequentially preferable within the retail hierarchy and that could impact on a Sub Regional or Main Town Centre will be required to provide a robust impact assessment.

Proposals for main town centre uses, as defined within National Policy, in excess of 200sqm (net) floorspace, not located within defined commercial centre boundaries or a centre which is sequentially preferable within the retail hierarchy and that could impact on Small Town or Local Centres will be required to provide a robust impact assessment.

Primary and Secondary Frontages

Within the primary retail frontages as shown on the proposal map, A1 (retail) uses will be supported as the predominant use. A2 (financial and professional services), A3 (restaurants and cafes), A4 (drinking establishments) and A5 (hot food takeaways) uses will only be permitted provided that they contribute to the vitality and viability of the primary frontage.

Within the defined Sub Regional Centres (Bishop Auckland and Durham) planning applications for non A1 (retail) uses will only be approved: where the proposal would not result in less than 60% of the premises in the primary retail frontage being in non-retail uses (i.e. other than A1 (retail)).

Within the secondary retail frontages as shown on the proposals map, a greater mix of uses will be supported. Uses A1, A2, A3, A4 will be permitted provided that the balance of uses within an area is maintained. Other uses (non A1, A2, A3, A4, A5) will be permitted where they provide a service to shoppers or tourists and they do not harm the predominantly retail character of the centre, either individually or taken together with other non retail development.

A5 Uses (Hot Food Takeaways)

Within Sub Regional, Main Town and Small Town Centres, and in order to minimise the potential detrimental impacts of hot food takeaways, planning applications for A5 uses will be approved where the proposal would not result in more than 5% of the premises within the Commercial Centre being in A5 use.

In order to promote healthy lifestyles in young people, proposals for A5 uses outside of defined Commercial Centres but within 400m of a school or college building will not be permitted.

Evening Economy

Proposals that would contribute to the evening economy will be permitted provided they contribute to the vitality and viability of commercial centres and accord with this and other relevant policies in the Plan.

Retail Hierarchy

6.37 Retailing and the County's town centres are key drivers of the economy. Setting out a strategic framework for the retail centres is an important factor in improving the overall performance of County Durham's economy.

6.38 To determine the retail needs within the County, it is important to understand the role of each town and local centre. National guidance advocates the need to develop a hierarchy of centres with each performing an appropriate role to meet the needs of its catchment area. The County Durham Retail and Town Centre Uses Study (2009) and the 2013 Update provide recommendations for a retail hierarchy in County Durham. The hierarchy is based on a quantitative and qualitative assessment of each centre in the County, its wider function in terms of overall shopping and service offer, and the number of national multiples represented. County Durham's retail hierarchy has been based on these recommendations.

6.39 Analysis carried out within the Town Centres Uses Study found that Durham City and Bishop Auckland function as Sub Regional Centres. Both centres have over 50,000sqm of floorspace within their defined centre boundaries, and have several major national multiple retailers represented. They are the largest centres in the County and their influence extends over a wide area. Durham City serves a central Durham catchment including Chester-le-Street and Peterlee, whilst Bishop Auckland serves Spennymoor, Crook and much of the rural west.

6.40 The defined Main Towns perform a supporting role to the sub regional centres within the County providing a lesser more limited offer and serving a more local catchment. Whilst these towns have major foodstores and a full range of local services and employment uses, the non-food retail offer in each of these centres is relatively limited with few national multiple comparison retailers present.

6.41 The defined Small Towns predominantly perform a local top up role with the majority of local residents looking towards mainstream foodstore provision in larger centres to meet their main convenience shopping needs. In addition the towns have a limited comparison retail offer and basic service and leisure provision.

6.42 Both of the defined District Centres have large mainstream convenience foodstore anchors and also a higher order non-food retail offer which reflect the origins of both centres as out of centre retail park developments. The District Centres do however lack the local service function (banks, professional services etc.) of traditional centres. It is particularly important that the future development of these centres does not undermine the role of other higher order centres and particularly Durham City centre. Therefore an area within the Sherburn Road District Centre is identified for bulky goods retailing only. Many of the units already have these restrictions in place, however should further retailing be proposed within these areas it will be restricted to bulky goods only.

6.43 The Local Centres are found within a large number of villages across the County. These support a number of local shops and services that meet local residents' daily shopping needs.

6.44 Despite recent retail approvals at both Dalton Park, Murton and Tindale, Bishop Auckland they are still considered to be out of town locations and are therefore not included in the retail hierarchy. Further retail proposals at both locations and other out of centre locations will therefore be subject to the appropriate policy tests.

Commercial Centres

6.45 Town and local centres are the heart of their communities. Government policy continues to support commercial centres by promoting vitality and viability within them. The Retail and Town Centre Uses Study (2009) defined town and local centre boundaries across the County and proposed boundaries based on the changing dynamics of these centres. The boundaries for these centres are defined on the proposals map and in more detail in Appendix I, and will provide the most suitable locations for retail and other town uses such as leisure or cultural facilities.



6.46 Applicants proposing retail and town centre uses outside of the Sub Regional Centres or a sequentially preferable centre, i.e within a lower order centre, edge of centre or out of centre will be required to carry out a sequential assessment. In addition where schemes are proposing developments with a floorspace greater than 300sqm net and could impact on a sub regional and/or main town centre, an assessment of the impact on planned public and private investment and on the vitality and viability of these centres must be carried out. This threshold will be 200sqm floorspace net where the proposal could impact on a small town or local

centre. Applicants will be required to follow guidance within the National Planning Policy Framework and Government's Planning for Town Centre's Practice Guidance (or any guidance which may subsequently replace it).

6.47 The policy does not specify an impact threshold for District Centres. Both District Centres are located in Durham City and have large convenience foodstores alongside higher order comparison units similar to that of the City Centre. With both of these located in Durham City any development proposed outside of these and with the potential to impact on these, would inevitably also impact on the City Centre. Therefore the 300sqm threshold would be applicable.

Primary and Secondary Frontages

6.48 The Retail and Town Centre Uses Study defines Primary and Secondary Frontages for all of the County's Main Towns. Primary frontages are the main retail locations and will have the highest proportion of A1 retail uses within a commercial centre. Secondary frontages are also situated within commercial centres but provide opportunities for a more diverse range of uses. All Primary and Secondary Frontages are shown in Appendix ■.

6.49 In the defined Primary Frontage the aim is to maintain a predominant retail offer but with an appropriate provision of non A1 facilities which will enhance the town centre experience by offering a reasonable choice of services to shoppers and visitors. Proposals will be assessed against the existing provision of retail uses and the mix of commercial and retail uses. Harm to the retail character will be determined by assessing a proposal's contribution to the vitality and viability of a centre. Consideration will need to be given to whether a proposal would result in 'dead frontage' i.e. not require passing trade, and whether the proposal would result in an over concentration of non-retail uses within the defined primary frontage. Non-retail uses should be dispersed around a centre contributing to movement and the flow of pedestrians.

6.50 Within the Sub Regional Centres particular care will be taken in assessing applications within the Primary Frontages. Applications proposing non A1 (retail) uses will be assessed against a defined threshold level. An assessment of uses within primary frontages found that in Durham and Bishop Auckland the level of A1 (retail) uses stood at 65% in Durham and 62% in Bishop Auckland. This figure should not be allowed to fall below 60%, given the importance of these centre's within the hierarchy. Given the challenging economic times that many centres in the County face, it is considered that a restrictive approach in other Primary Frontages would not be desirable outside of the County's two Sub Regional Centres.

6.51 In the defined secondary retail areas, uses such as banks and building societies (A2), restaurants and cafes (A3), drinking establishments (A4) will be appropriate. When determining the appropriateness of non-retail uses in secondary areas, consideration of existing vacancy rates and the likely impact of a further non-retail use will need to be considered.

A5 Uses (Hot Food Takeaways)

6.52 Reducing levels of obesity is a key objective of the Council. One way this can be achieved is to encourage healthy eating. Large concentrations of hot food takeaways within our commercial centres can have the opposite effect by encouraging unhealthy eating habits. An over-concentration of hot food takeaways can also have a detrimental impact on vitality and viability. They can also give rise to complaints about noise, disturbance, odours and litter. In assessing proposals within commercial centres, consideration will therefore be given to the detrimental impact that an over-provision of A5 uses may have.

6.53 An assessment has been carried out of the numbers of A5 units within our commercial centres. This has identified that some have relatively high existing numbers of A5 uses within them ranging from 1.7% in Barnard Castle to 8.4% in Shildon. It is considered that a threshold of 5% is

appropriate to ensure the a diverse mix of uses with our centres. If a proposal would exceed this threshold it will not be permitted. Three centres (Consett, Ferryhill and Shildon) already have more than 5% of units as hot food takeaways therefore no further A5 uses would be permitted in these centres.

6.54 The Council have carried out a Health Impact Assessment Paper which looks at the density of fast food outlets in County Durham. This provides evidence of a correlation between the density of fast foods outlets and obesity levels amongst children. As the promotion of healthy eating amongst young people is a key national and local priority it is reasonable to limit the number of hot food takeaways close to schools and colleges. Therefore proposals for A5 uses outside of Commercial Centres but within 400m of these establishments will be controlled.

Evening Economy

6.55 The County Durham Retail and Town Centre Uses Study identified deficiencies in the evening and night time economy in many of the County's town centres. It will be important to support appropriate proposals that can improve the evening economy in these towns. Particular deficiencies were found in the towns of Stanley, Peterlee and Newton Aycliffe, and efforts will be made to support improvements in the evening economy within these centres.

6.56 Proposals that relate to the development of the evening and night time economy (e.g. pubs, clubs, restaurants, shops and night-time entertainment) will be supported as valuable additions to the vitality and viability of Main Towns and Sub Regional centres, provided that the operation of such activities can be controlled to address amenity impacts (in accordance with Policy 18 (Local Amenity)). Such developments will be resisted where they have a detrimental impact on other uses or areas or otherwise undermine town centres.

How will the Policy be monitored?

Indicator:

1. Number of units by Use Type & shop frontage type per retail centre?
2. Approved and delivered retail floor space outside of town centres?

Target:

% A1 Primary Shop Frontage in Durham City and Bishop Auckland above 60%

A5 Usage kept below 5% in main centres

Vacancy rates kept below 11.5%

No retail floor space delivered outside town centres

Visitor Economy

6.57 The visitor economy is an important and resilient part of the County Durham economy, worth over £738m a year and consistently sustains the equivalent of around 11,308 full time jobs^(xlv). But there remains a great deal of untapped potential. A healthy tourism industry can help sustainable economic growth, and contribute to prosperous communities and attractive environments, making it a key element of the Altogether Wealthier theme of our Sustainable Communities Strategy and

xlv Figures from the 2011 STEAM Report.

Regeneration Statement.

6.58 County Durham aims to offer a visitor experience that matches its outstanding natural landscapes and internationally famous built heritage. The development priorities for the visitor economy are identified and assessed through the Durham Tourism Management Plan (DTMaP). This is produced by Visit County Durham, the official Destination Management Organisation for County Durham, which coordinates the development of the visitor economy and manages and markets the County as a destination. Visit County Durham offers support and guidance to potential tourism developers through the Investment Evaluation Process. This ensures that projects are desirable in terms of market need, viability, sustainability^(xiv) and how they would impact on visitors, the economy, the tourism industry, the environment and residents. One of the key roles of the DTMaP process is to ensure that potential investment is based on robust evidence.

6.59 Tourism and leisure development, including visitor attractions, leisure facilities, visitor accommodation and green infrastructure will be protected, and where necessary enhanced, promoted and expanded in partnership with key agencies and delivery partners. This will ensure their enhanced role as key economic drivers in stimulating and regenerating the local economy in line with a number of the Plan's Spatial Objectives and in particular Objective 5 - Visitor Economy. Objective 5 aims to strengthen County Durham's role as a visitor/tourist destination, building on and adding to, the strength of existing attractions, townscapes and landscapes, encouraging the development of new visitor attractions and accommodation. Particularly capitalising on the assets of Durham City as a destination and increasing the contribution of Durham's rural areas to the overall value of the County visitor economy. The DTMaP builds on this objective through specific priorities (listed in Appendix ■) identified in partnership with key public and private visitor economy stakeholders. To enable and encourage the development of the County's tourism industry

the following policies deal specifically with Visitor Attractions and Accommodation. It is acknowledged that the Visitor Economy is much broader in scope than these two elements (including events, retail, food tourism and the night-time economy for example), however these are covered by other mechanisms or policies within the Plan.

Policy 27 - Visitor Attractions

Policy 27

Visitor Attractions

In order to raise the quality of the visitor experience, the provision of new visitor attractions or the expansion of existing key attractions will be permitted provided:

- a. They are located in sustainable and accessible locations (where practicable), there are no significant adverse impacts and the overall benefits outweigh any social, economic and environmental effects;
- b. It is appropriate to the site's location in terms of scale, design, layout and materials;
- c. It does not have a significant adverse impact on the County's valuable natural and built or heritage assets.
- d. It helps to support the future business viability of an existing or

xiv The process will signpost applicants to the requirement for a sustainability statement as detailed in the Sustainable Design in the Built Environment Policy and an HRA Screening Opinion where appropriate.

new attraction; and

- e. It enhances and complements visitor attractions and priorities in the County and supports the development of a year-round visitor economy and/or extends visitor stays.

Where a rural location is necessary the development should:

- f. Meet identified visitor needs;
- g. Constitute appropriate rural diversification;
- h. Support local employment, community services and infrastructure; or
- i. Relate to a new or existing visitor attraction that is based upon a site specific natural or heritage feature.

Where appropriate, Supplementary Planning Documents will be produced to support the development of new attractions or the expansion of existing attractions including Auckland Castle.

6.60 There are approximately 70 regionally, nationally and internationally recognisable visitor attractions in the County which can be viewed at www.thisisdurham.com. The most visited are Durham Cathedral (more than 600,000 visitors and worshippers in 2011) and Beamish Museum (497,891 paying visitors in 2011/12). Other attractions with significant visitor numbers^(xlv) include Hardwick Park, Locomotion (National Railway Museum at Shildon), Hamsterley Forest, the World Heritage Visitor Centre,

Durham County Cricket Club, Adventure Valley (Durham City), Bowes Museum, High Force, the Durham Light Infantry Museum, Raby Castle, Durham Botanic Gardens, Barnard Castle, Killhope Lead Mining Museum and Sedgefield Racecourse. In addition the County boasts a number of historic townscapes as well as local and national walking, cycling and riding routes which link beyond County Durham's borders. The County also holds major events which attract large visitor numbers such as the Durham Lumiere Festival and the Lindisfarne Gospels Exhibition.

6.61 County Durham includes a number of under developed heritage assets including the Lambton Estate, Ushaw College and Auckland Castle; these assets are a non-renewable resource. Intelligently managed change may be necessary if these assets are to be maintained for the long term and the Plan's policies may be applied flexibly, in exceptional circumstances, to achieve wider social, cultural, economic and environmental benefits.

6.62 The County also has a strong railway heritage. The Bishop Auckland to Darlington railway is recognised in the County's Regeneration Statement as an asset running through the core economic area of South Durham; connecting the main towns of Bishop Auckland, Shildon and Newton Aycliffe and providing a key gateway to the Durham Dales. Together with the Weardale Railway it will form a strategic railway tourism corridor linking the Darlington Railway Museum, Locomotion at Shildon and Weardale heritage railway (see Policy 49, Provision of Transport Infrastructure, for more detail).

6.63 The rural and tranquil nature of Durham's countryside is an important asset for residents and visitors. Therefore development within the countryside needs to be compatible with their location in order to protect this areas unique character.

6.64 It is important to ensure that all of these existing heritage and

xlv Approximately 20,000 or more visitors per year.

environmental assets are both protected and supported in appropriate ways to help them flourish.

6.65 New visitor attractions will be directed to accessible and sustainable locations such as Durham City in the first instance in order to address the need to develop the visitor offer in the County and encourage visitors to stay longer. Where appropriate development is not in accessible locations it will be focused on the conversion of existing buildings and developments that contribute to rural diversification, enjoyment of the countryside and access to heritage.

6.66 Important projects which may come forward within the Plan period and which would be considered against this policy include a possible major new attraction in Durham City, any new facilities at Durham Cathedral and World Heritage Site, the Lambton Estate (see Policy 12, Executive Housing Allocation), Auckland Castle and Park, Barnard Castle Suspension Bridge, Ushaw College, Binchester Roman Fort and Durham County Cricket Club. Where appropriate individual SPDs may be produced to ensure a holistic approach to development.

6.67 Planning for tourism should make the most of our assets, enriching them rather than harming the very character, quality and beauty that makes them attractive to residents and visitors. This can be achieved by ensuring development is appropriately located and levels of visitor activity are not likely to significantly affect protected sites and species, particularly those of National and European importance. This is particularly relevant for our rural assets including the North Pennines AONB (European Geopark status), Durham Heritage Coast, Durham Dales, Hamsterley Forest, Derwent, Tunstall and Balderhead Reservoirs, High Force, the Pennine Way, Sustrans C2C route, Auckland Palace Deer Park, Hardwick Park and privately owned estates such as the Raby Estate.

How will the Policy be monitored?

Indicator: Number of approved and delivered additional or improved tourism attractions by location?

Target: More than zero.

Policy 28 - Visitor Accommodation

Policy 28

Visitor Accommodation

All new visitor accommodation or extensions to existing visitor accommodation, will be permitted where:

- a. They are appropriate to the scale and character of the area;
- b. They do not have a significant adverse impact on the County's valuable natural and built assets.
- c. Occupation by any one person or group of persons does not exceed 9 consecutive months in any one calendar year;

Where proposals for visitor accommodation are in the countryside they will also be permitted where:

- d. A rural location is necessary to meet identified visitor needs;
- e. It is an extension to existing visitor accommodation and helps to support future business viability;

- f. It involves the conversion of an existing building;
- g. It constitutes appropriate rural diversification; and
- h. It is located in close proximity to existing services.

Proposals for new, and extensions to existing, sites for chalets, camping^(xivii) and caravanning (both static and touring) will be supported where:

- i. They are adequately screened by existing topography, vegetation or other features; and
- j. They are laid out in a manner which would not adversely affect the character of the area; and
- k. The materials and colour of the chalets or caravans, site services and infrastructure are designed to blend with the surroundings of the site and limited in scale to the needs of the site residents only; and
- l. They provide a specific Flood Risk Warning and Evacuation Plan in accordance with Table 2 in the NPPF Technical Guidance.

Touring caravan storage will be supported providing that:

- m. The caravans are not prominent in the landscape from either

long or short range views; and

- n. Year round screening, compatible with the landscape, is provided.

6.68 There are approximately 650 accommodation businesses with over 15,000 bed spaces (this includes seasonal university accommodation). A detailed audit of existing accommodation and gaps in provision has been completed and this will inform the determination of future planning applications, for example if there is an over or under provision of certain types of holiday accommodation in a given area.

6.69 Durham City's dual role as a visitor and business centre assists in the provision of visitor accommodation and ensures a high level of occupancy throughout the year. However the City currently lacks a coordinated critical mass of quality business and conference facilities which would help build upon this high value non seasonal market. A detailed audit of facilities, capacity, market demand and potential has recently been completed and this will help to inform the determination of future planning applications.^(xiviii)

6.70 It is recognised that some visitor accommodation in rural areas, in suitable locations, can have a positive impact on the local economy, including some social benefits. Appropriate conditions restricting this accommodation to holiday use will be employed to avoid the provision of owner occupied second homes which do not positively contribute to the production of sustainable communities and are economically less significant. This policy should also be cross referenced with Policy 17

xlvii Chalets and camping can include yurts, tipis/teepees, geodesic domes, safari-style tents/canvas lodges, bell tents, wooden shepherds huts, wooden wigwams/kocoons/snugs, cabins, eco-pods or similar structure

xlviii The DTMaP and associated reports can be viewed at <http://www.tourismnortheast.co.uk/visit-county-durham/strategies-and-plans>

(Exception Sites) which seeks to delivery affordable housing and employment in rural areas.

6.71 The occupation of static caravans for permanent residential use is not considered appropriate unless they are located within an established static caravan park specifically developed for that purpose. Storage sites for touring caravans help remove caravans from residential areas where they are often unsightly. However sites need to be secure, well screened throughout the year and preferably located close to settlements.

How will it be monitored?

Indicator: Net additional bed spaces?

Target: More than zero.

7 Housing

7.1 Objective 7 of the Plan seeks to ensure that new housing is accessible to, and meets the needs and aspirations of, County Durham's communities. We also recognise that everyone should be given the opportunity to access a decent home, which they can afford and is in a community where they want to live. The Plan can contribute to achieving these objectives by planning for a sufficient quantity, quality and type of housing in the right locations, taking account of need and demand and seeking to improve choice. The Plan sets out a minimum target and a locational distribution for new homes to meet identified need and to encourage economic growth.



7.2 This chapter of the Plan identifies the most appropriate sites to accommodate the new homes we need and to ensure that we make the most efficient use of land, utilising previously developed land where it is available and viable. We have also sought to identify the most sustainable locations wherever possible to allow new residents to access the facilities

we all need.

7.3 We also provide clarity on the housing we will expect to see delivered to address the needs of residents, particularly older people, travellers, those that live in rural areas and those that cannot currently afford their own place to live. The physical appearance and size and type of housing is also an important consideration which is addressed in this chapter.

Policy 29 - Existing Housing Commitments

Policy 29

Existing Housing Commitments

Housing development will be approved on sites where an existing planning permission lapses during the Plan period provided that the proposal accords with relevant policies of this Plan and that there has been no material change in circumstances that precludes development.

7.4 The supply of housing land within the County includes sites which are either under construction or have unimplemented planning permissions. These have been taken into account when developing the housing distribution and selecting housing allocations. As at the 31st March 2013 unimplemented planning permissions amounted to 6605 additional homes. A further 6854 homes are expected to be completed on sites which are currently under construction. There have also been 2252 houses completed since 1st April 2012. A list of those commitments over 0.4 hectares is included in Appendix ■.

7.5 Planning permission will be renewed on those sites with currently unimplemented approvals provided that the proposal accords with relevant

policies in this Plan and that there has been no material change in circumstances to justify a refusal. Where permission is renewed the existing scheme may need to change to reflect the requirements of policies in this Plan. Where appropriate, conditions will be imposed accordingly.

7.6 The Council have taken this approach to housing commitments to reflect the NPPF which states that 'sites with planning permission should be considered deliverable, unless there is clear evidence that schemes will not be implemented in 5 years'. The Council does not have the resources to undertake a detailed assessment of every site with planning permission in order to assemble this 'clear evidence'. We have therefore taken the pragmatic step of assuming all such sites will be delivered. We accept that this is not likely to happen in reality, however we were unwilling to assume a certain percentage of sites would come forward as this would be difficult to evidence. In producing the housing trajectory we have not assumed that all of these sites will be delivered in the short term, but that they will be delivered sometime during the lifetime of the Plan either using a current planning permission or following a future renewal.

How will it be monitored?

Indicator:

1. Number of completions on commitments (as at 31st March 2013)?
2. Number of commitments (as at 31st March 2013) still outstanding?
3. Number of committed sites (as at 31st March 2013) renewed?
4. Number of commitments (as at 31st March 2013) which have lapsed?

Target:

Performing in line with the housing trajectory

Policy 30 - Housing Land Allocations

Policy 30

Housing Land Allocations

In order to meet the housing requirement and distribution set out in Policy 3 (Quantity of Development) and Policy 4 (Distribution of Development) the following sites, as shown on the proposals map, are allocated for housing:

Table 7 Housing Land Allocations

Settlement	Ref	Site	Gross Site Area (Ha)	Yield	Phasing
CENTRAL DURHAM					
Main Towns					
Durham City	H1	Sniperley Park	120.5	2200	Short
	H2	North of Arnison • See Policy 8 (Durham City Strategic Housing Sites) and SPD.	84.5	1000	Short
	H3	Sherburn Road • See Policy 8 (Durham City Strategic Housing Sites) and SPD.	24.7	475	Short

	H4	Durham Johnson School (Whinney Hill)	2.6	77	Short
	H5	Durham Northern Quarter Development of the site will: <ul style="list-style-type: none"> Improve the setting of Crook Hall; Provide environmental benefits to the area around Sidegate and Frankland Lane; Create a substantial local nature reserve on land to the north west of the site including the provision of appropriate public access routes; Provide a safe and attractive crossing of the East Coast Mainline to improve links between Aykley Heads, Newton Hall and the City; and Integrate with existing historic streets and buildings; Bring vacant and under-used land into compatible uses; Have regard to the conservation area and in particular be sensitive to the impact on views of, from and to the World Heritage Site. 	7.4	40	Short
	H6	Former Stonebridge Dairy	1.7	50	Long
	H7	Framwellgate Fire and Rescue HQ	2.0	70	Short
	H8	Merryoaks Development of the site will: <ul style="list-style-type: none"> Contribute to the funding of the Western Relief Road. 	11.8	250	Short
	H9	Willowtree Avenue	1.9	60	Medium
Smaller Towns and Larger Villages					
Brandon/	H10	East of Brandon Football Club	1.7	60	Medium

Langley Moor/ Meadowfield					
Coxhoe	H11	Bogma Hall Farm Development of the site will: <ul style="list-style-type: none"> Be delivered as a single comprehensive scheme; and Be accessed from a single point from the B6291. 	7.8	200	Short
	H12	West of Grange Farm	3.6	110	Long
Sherburn	H13	East of Mill Lane Development of the site will: <ul style="list-style-type: none"> Include structural planting on its southern boundary. 	3.6	100	Medium
Ushaw Moor	H14	North of Ladysmith Terrace Development of the site will: <ul style="list-style-type: none"> Include structural planting on its northern boundary to avoid coalescence with Bearpark. 	5.5	120	Medium
Rest of Central Durham					
Bearpark	H15	North of Cook Avenue	5.6	150	Short
Burnhope	H16	Greenwood Avenue Development of the site will: <ul style="list-style-type: none"> Retain and enhance the existing recreation area. 	4.2	60	Long
NORTH DURHAM					

Main Towns					
Chester-le-Street	HE1	Lambton Park See Policy 12 (Executive Housing Allocation) and SPD.	72.5	400	Short
	H17	BOC Site Development of the site will: <ul style="list-style-type: none">● Include attenuation between the development and the adjoining employment use to the east.	7.4	210	Medium
	H18	Civic Centre	1.8	60	Short
	H19	South of Drum Development of the site will: <ul style="list-style-type: none">● Provide a road link between the A693 and Pelton Lane;● Provide the infrastructure for South of Drum Employment Allocation to facilitate its delivery; and● Include structural planting on its western boundary.	15.6	340	Medium
	H20	North of Hermitage Comprehensive	2.9	80	Medium
Consett	H21	Blackfyne Community Sports College Development of the site will: <ul style="list-style-type: none">● Provide replacement changing room for those currently located within the school building; and● Contribute to the improvement of the playing fields immediately to the west of the site.	4.2	100	Medium
	H22	Castleside Reservoir	3.3	90	Medium

		Development of the site will: <ul style="list-style-type: none">● Provide a 10m buffer adjoining the Ancient Woodland to the south.			
	H23	Adjoining Former English Martyrs School Development of the site will: <ul style="list-style-type: none">● Provide improved pedestrian links with Leadgate local centre;● Maintain and enhance existing links across the site; and● Include structural planting adjoining the A691 Leadgate bypass.	15.0	450	Medium
	H24	Genesis Site Development of the site will: <ul style="list-style-type: none">● Enhance the route of the C2C across the Project Genesis site.	17.8	470	Short
	H25	Moorside Comprehensive School	2.0	100	Medium
	H26	Muirfield Close Development of the site will: <ul style="list-style-type: none">● Provide 10m buffer adjoining the Ancient Woodland to the north.	2.0	30	Medium
	H27	Rosedale Avenue Development of the site will: <ul style="list-style-type: none">● Be accessed from Rosedale Avenue.	2.1	40	Long
	H28	South Knitsley Lane Development of the site will:	12.3	370	Medium

		<ul style="list-style-type: none"> Include structural planting on its southern boundary; Will complete the link road between the existing distributor road and Hownsgill drive; and Provide a new community facility for new and existing residents. 			
Stanley/	H29	Oxhill Farm	4.9	150	Medium
Tanfield Lea	H30	Stanley School of Technology	3.4	110	Short
Smaller Towns and Larger Villages					
Pelton/ Newfield	H31	Rear of Elm Avenue Development of the site will: <ul style="list-style-type: none"> Include structural planting adjoining the A693. 	7.4	200	Medium
Sacriston	H32	Lingey House Farm North	2.6	68	Long
	H33	West House Farm Development of the site will: <ul style="list-style-type: none"> Include structural planting on its northern boundary. 	11.5	350	Short
	H34	East of Dene Crescent Development of the site will: <ul style="list-style-type: none"> Include structural planting on its southern and eastern boundaries. 	1.9	50	Medium
Rest of North Durham					
Burnopfield	H35	Syke Road	3.4	100	Short

		Development of the site will: <ul style="list-style-type: none"> Include structural planting on its southern boundary. 			
Dipton	H36	Bone Lane Development of the site will: <ul style="list-style-type: none"> Upgrade the quality of open space provision within the site. 	2.4	54	Short
Fencehouses	H37	West of Woodstone Village Development of the site will: <ul style="list-style-type: none"> Include structural planting on its southern and western boundaries; and Reinforce the existing planting adjoining the B1284. 	7.3	60	Long
Great Lumley	H38	Scott Court	0.7	25	Short
Urpeth	H39	Brooms Public House	2.0	40	Long
SOUTH DURHAM					
Main Towns					
Bishop Auckland	H40	Woodhouses Farm <ul style="list-style-type: none"> See Policy 11 (Other Strategic Sites) and SPD. 	24.4	600	Short
	H41	Canney Hill	1.0	39	Short
	H42	East of Bracks Way Development of the site will: <ul style="list-style-type: none"> Reinforce existing planting on its eastern boundary. 	2.3	60	Long

	H43	Former Chamberlain Phipps	1.6	45	Long
Crook	H44	Rear of High West Road <ul style="list-style-type: none"> See Policy 11 (Other Strategic Sites) and SPD. 	27.3	600	Short
	H45	West of Crook Primary School Development of the site will: <ul style="list-style-type: none"> Retain existing recreation area within the site boundary. 	3.0	55	Long
Newton Aycliffe	H46	Low Copelaw <ul style="list-style-type: none"> See Policy 11 (Other Strategic Sites) and SPD 	93.2	950	Short
	H47	South of Agnew Plantation	5.0	120	Medium
	H48	Congreve Terrace Development of the site will: <ul style="list-style-type: none"> Include structural planting on its north and east boundaries adjoining existing employment uses. 	1.7	30	Short
	H49	Eldon Whins Development of the site will: <ul style="list-style-type: none"> Include structural planting on its western boundary; and Be accessed from a roundabout off Greenfield Way; and Retain the trees and hedgerow adjoining Middridge Road. 	16.9	350	Medium
	H50	North of Travellers Green Development of the site will:	3.3	50	Medium

		<ul style="list-style-type: none"> Include structural planting adjoining the A167. 			
	H51	Site N Cobblers Hall	1.8	62	Short
	H52	Site O Cobblers Hall	4.7	165	Short
	H53	Woodham Community College	4.4	120	Long
Smaller Towns and Larger Villages					
Chilton	H54	West Chilton Farm Development of the site will: <ul style="list-style-type: none"> Maintain the continuity of appearance onto the old A167 through the use of frontage development and planting. 	4.5	118	Medium
Ferryhill	H55	South of Dean Road Development of the site will: <ul style="list-style-type: none"> Include structural planting on its southern boundary. 	11.1	200	Medium
	H56	West of Newcomen Street Development of the site will: <ul style="list-style-type: none"> Enhance the existing open space adjoining the north of the site. 	0.4	12	Medium
Sedgefield	H57	South of Eden Drive Development of the site will: <ul style="list-style-type: none"> Be delivered as a single comprehensive scheme; Be accessed from the existing roundabout on the A177/A1689 linking through to Stockton Road; 	17.1	450	Short

		<ul style="list-style-type: none"> Include structural planting adjoining the A689; and Have regard to the existing conservation area. 			
Rest of South Durham					
Fishburn	H58	Fishburn Hall Farm	3.1	74	Long
EAST DURHAM					
Main Towns					
Peterlee/ Horden	H59	North East Industrial Estate <ul style="list-style-type: none"> See Policy 11 (Other Strategic Sites) and SPD. 	17.0	390	Medium
	H60	Adjacent to Shotton School Development of the site will: <ul style="list-style-type: none"> Reinforce existing planting on its eastern boundary. 	3.4	70	Medium
	H61	Dene House School Development of the site will: <ul style="list-style-type: none"> Retain existing planting on its north western boundary. 	2.3	70	Short
	H62	North Blunts Development of the site will: <ul style="list-style-type: none"> Reinforce existing planting on its western boundary; and Provide 10m buffer adjoining the Ancient Woodland to the east. 	2.4	85	Long
	H63	South of Edenhill Community Centre Development of the site will:	2.7	90	Long

		<ul style="list-style-type: none"> Retain existing planting on its north western boundary. 			
	H64	South of Passfield Way	1.0	35	Medium
Seaham	H65	East of Milton Close Development of the site will: <ul style="list-style-type: none"> Provide sufficient green infrastructure to offset increased recreational pressure on the coastal SACs and SPAs. 	0.9	30	Long
	H66	North of Portland Avenue Development of the site will: <ul style="list-style-type: none"> Provide sufficient green infrastructure to offset increased recreational pressure on the coastal SACs and SPAs. 	3.2	100	Medium
	H67	Lawnside Development of the site will: <ul style="list-style-type: none"> Include structural planting on its eastern boundary; Incorporate existing housing within the design of the scheme; and Provide sufficient green infrastructure to offset increased recreational pressure on the coastal SACs and SPAs. 	4.8	140	Long
	H68	Parkside Development of the site will: <ul style="list-style-type: none"> Retain existing access to the playing fields; and Provide sufficient green infrastructure to offset increased recreational 	1.5	60	Medium

		pressure on the coastal SACs and SPAs.			
	H69	Seaham Colliery Site Development of the site will: <ul style="list-style-type: none"> Include structural planting on its western boundary adjoining the proposed school; and Provide sufficient green infrastructure to offset increased recreational pressure on the coastal SACs and SPAs. 	5.9	180	Short
	H70	Seaham School Development of the site will: <ul style="list-style-type: none"> Include structural planting on its western boundary; and Provide sufficient green infrastructure to offset increased recreational pressure on the coastal SACs and SPAs. 	3.7	100	Medium
Smaller Towns and Larger Villages					
Easington/	H71	Former Council Offices	2.4	63	Short
Easington Colliery	H72	West of Fennel Grove Development of the site will: <ul style="list-style-type: none"> Include structural planting on its northern boundary. 	2.2	60	Medium
	H73	West of Petwell Crescent Development of the site will: <ul style="list-style-type: none"> Include structural planting on its northern boundary. 	2.7	90	Long

Wingate/ Station Town	H74	East of Martindale Walk Development of the site will: <ul style="list-style-type: none"> Include structural planting on its southern and eastern boundaries. 	5.5	161	Medium
Rest of East Durham					
Thornley	H75	Dunelm Stables Development of the site will: <ul style="list-style-type: none"> Include structural planting on its southern boundary. 	5.8	115	Medium
	H76	North of Hartlepool Street	6.9	130	Long
Wheatley Hill	H77	West of Bevan Crescent Development of the site will: <ul style="list-style-type: none"> Include structural planting on its southern and western boundaries. 	3.6	80	Medium
WEST DURHAM					
Main Towns					
Barnard Castle	H78	Auction Mart	1.4	35	Medium
	H79	North of Bowes Road Development of the site will: <ul style="list-style-type: none"> Include a linear park adjoining Bowes Road. 	6.3	200	Medium
	H80	Grove Works	1.3	25	Medium
	H81	Rear of High Riggs Development of the site will:	3.0	90	Short

		<ul style="list-style-type: none"> Include structural planting on its north boundary adjoining existing employment uses. 			
	H82	South of Green Lane Development of the site will: <ul style="list-style-type: none"> Include structural planting on its eastern boundary; and Enable access by improving the intervening byway to adoptable standard. 	1.9	80	Short
Smaller Towns and Larger Villages					
Middleton in Teesdale	H83	Rear of Bridge Inn	0.5	20	Short
	H84	East of Leekworth Gardens Development of the site will: <ul style="list-style-type: none"> Include structural planting on its southern and eastern boundaries. 	0.4	15	Long
Rest of West Durham					
None					

Planning applications for housing submitted on these housing allocations, that are in accordance with the phasing and site specific requirements indicated, will be approved if the proposed scheme is in accordance with other relevant policies of the Plan. An application for an allocation in advance of its phasing will only be approved if:

- The allocation's early release does not prejudice the delivery of other allocated sites phased in an earlier time period within the locality;

- The release of the site is required to maintain a five year supply of deliverable sites; and
- The infrastructure requirements of the development can be satisfactorily addressed.

7.7 The sites allocated for housing in this policy, together with the housing commitments, will provide a range and choice of sites capable of meeting future requirements and delivering the preferred Spatial Approach for the future development of County Durham. By allocating a site the Council is establishing the principle that the development of the site for housing is likely to be acceptable. Site allocations are important because they help local people understand what may happen in their neighbourhood in the future and give certainty to developers and landowners. They also help the Council and infrastructure providers to look at the cumulative impact of development and enable us to plan for future needs such as transport schemes, school places and water infrastructure. Allocations are positive policies which promote the development of a site and help ensure the right type of development happens. If a site is not allocated, it may still be suitable for development, subject to other relevant policies in the Plan and in particular Policy 15 (Development on Unallocated Sites). When identifying sites consideration has been given to likely timescales for delivery to ensure a continuous supply of suitable available land.

7.8 Every local authority is expected to demonstrate that they have a rolling five year supply of deliverable sites,^(xlix) with an additional 5 or 20% depending on past delivery, to provide a realistic prospect of achieving the planned supply and to ensure choice and competition in the market for land. Developable sites or broad locations should be identified for

xlix Calculated against the housing requirement in Policy 3 (Quantity of Development).

years 1-10 and, where possible, for years 11-15. To fulfil these requirements and to provide additional certainty we have chosen to identify allocations for the full Plan period up to 2030 in each Main Town, Smaller Town and Larger Village and each Remainder area as required by Policy 4 (Distribution of Development).

7.9 The number of sites to be allocated has been calculated by subtracting those units completed between 1st April 2010 and 31st December 2011, the existing housing commitments under construction and with planning permission from the overall housing requirement of 31,400 units. These are identified in Appendix ■. The sites allocated by this Policy meet the shortfall between the housing requirement and these commitments and completions.

Site Selection

7.10 The Strategic Housing Land Availability Assessment (SHLAA) was the primary source of potential housing sites to be considered for allocation. Sites in the SHLAA have been derived from a number of sources including:

- Previous unimplemented housing allocations;
- Surplus employment sites identified in the Employment Land Review;
- Sites submitted by land-owners and developers;
- Sites proposed by communities, Parish and Town Councils and members of the public; and
- Other sites known or owned by the Council.

7.11 The SHLAA Partnership (the Council, The Home Builders

Federation, Registered Social Landlords and Estate Agents) categorised sites as Green (potentially suitable for housing), Amber (potentially unsuitable) and Red (definitely unsuitable). All Green and Amber sites identified in the SHLAA were assessed.

7.12 The first stage in the site selection process was to use a Sustainability Appraisal screening tool to enable us to understand the current level of sustainability and any possible mitigation requirements for each site⁽¹⁾. This was undertaken against the criteria in our Sustainability Appraisal Framework which includes, amongst others:

- Reducing the causes of climate change;
- Developing a sustainable and diverse economy;
- Promoting strong, secure communities;
- Reducing the need to travel;
- Protecting and enhancing biodiversity and geodiversity;
- Protecting and enhancing the quality and character of landscape and townscape; and
- Protecting and improving air, water and soil resources.

7.13 Following this other considerations were then applied such as; physical relationship with the existing settlement; infrastructure constraints; viability; deliverability; and marketability. This enabled us to identify the list of sites to be allocated in this Policy. A site plan for each allocation is included in Appendix L.

7.14 In some cases there are specific on site requirements such as

¹ <http://www.durham.gov.uk/cdp>

structural landscaping which are needed to ensure a site does not have an adverse impact. These have been identified in the policy and must be addressed when planning applications are submitted for these sites.

Estimated Yield

7.15 An estimate of the number of dwellings to be delivered on each site was determined by adopting an average density and developable area based on Policy 16 (Sustainable Design in the Built Environment). Where we were aware of a specific site constraint e.g. topography this was also taken into account. We use these yields to enable us to know that we have met our housing requirement but it should be noted that they are only meant as a guide and will not be used as a reason for refusing a scheme which otherwise conforms with other relevant policies in the Plan.

Phasing

7.16 Each allocated site has been assessed to determine the most likely timescale for delivery. Ultimately though this will be dependant upon external market factors such as the availability of finance to developers, mortgage availability for purchasers and the aspirations of landowners. We have placed each allocated site within a time period of short (2013/14 to 2018/19), medium (2019/20 to 2023/24), and long (2024/25 to 2029/30). The timescale of each site is an indication of when we think the site is likely to come forward (although on larger sites the build out of the site is unlikely to occur wholly within one time period) and reflects:

- How much development can be accommodated by existing infrastructure and whether improvements are needed;
- Site specific issues that require mitigation such as structural planting or measures to manage impacts on wildlife;
- The requirement to develop the most sustainable sites within a

settlement first; and

- Demand, marketability and viability.

7.17 The phasing of sites is important for the successful delivery of the Plan's priorities and sites should only come forward in different phases if this would not prejudice the delivery of other allocated sites. However there may be circumstances where it would be acceptable to bring forward a site from a later time period where for example monitoring has indicated that it is needed to contribute to the five year supply of housing as other sites phased earlier have not come forward.

How will it be monitored?

Indicator:

1. Number of units completed on allocated housing sites per settlement & in the countryside by Delivery Areas?
2. Five year land supply?

Target:

1. Performing in line with the housing trajectory.
2. At least 5 year supply.

Policy 31 - Addressing Housing Need

Policy 31

Addressing Housing Need

To contribute towards meeting the needs of the County's existing and future residents we will require all qualifying new housing proposals to provide a percentage of Affordable Housing⁽ⁱⁱ⁾ which is accessible, affordable and meets the needs of those residents unable to access the open housing market.

Qualifying Thresholds and Requirements for Affordable Provision

The qualifying thresholds where affordable provision will be required and the number of units which we will seek for each of the Delivery Areas, subject to site viability, are set out below and will be subject to review every 3 years:

Table 8 Qualifying Thresholds

Delivery Area	Percentage of Housing Units	Site Size Threshold*	Housing Unit Threshold
Central Durham	20%	0.5 ha	15 units
North Durham	15%		
South Durham	10%		
East Durham	10%		

Delivery Area	Percentage of Housing Units	Site Size Threshold*	Housing Unit Threshold
West Durham	15%	0.2 ha	5 units

*Irrespective of dwelling numbers proposed.

In applying these requirements we will consider the cost of developing the site and the impact of this on the viability of any proposed scheme. In circumstances where the viability of the scheme is in question, the developer will be required to demonstrate, to the Council's satisfaction that this is the case.

Off-Site Provision of Affordable Housing

On all housing proposals, where it can be justified by the developer, or it is considered by the Council, that it is the most appropriate course of action, we will accept off-site contributions in lieu of on-site provision where:

- There would be 5 or fewer affordable homes on the site;
- There is clear evidence that a greater number of affordable homes could be delivered off site;
- The resulting financial contribution would contribute to specific regeneration activity in the Delivery Area, including bringing viable vacant housing back into use; or
- It can be demonstrated that there is an existing oversupply of

ii As defined in Annex 2 of the National Planning Policy Framework

affordable housing provision within the local authority electoral division where the proposal is located.

In all instances financial contributions should be of a broadly equivalent value of developing or buying on the open market the same number of new properties of the size and type and in a similar location that would have been provided on site.

The calculation for the financial contribution will take into account the following key factors:

- e. The unencumbered residual land value;
- f. Total number of units on site;
- g. Registered Providers purchase amount;
- h. Number of units for affordable housing; and
- i. Total development costs.

Meeting the Needs of Older People

To contribute towards meeting the needs of the County's ageing population we will require 10% of private or intermediate housing on sites of 0.5ha or 15 units or more which, in relation to design and house type, increase the housing options of older people. Appropriate house types considered to meet this requirement include:

- Level access flats;
- Bungalows;

- Sheltered Housing or Extra Care Scheme; or
- Housing products that can be shown to meet the specific needs of a multi generational family.

All of these properties must be built to Lifetime Homes Standard.

Where it can be demonstrated that this requirement would undermine the viability of the scheme, either in terms of financial viability or lack of market demand for these products, then as an alternatives we will require at least 10% of the total units on the site to be of Lifetime Homes Standard.

Specialist Housing

The Council will support the provision of housing for vulnerable people and specialist housing provision, including nursing homes and residential and extra care facilities, in appropriate locations and where there is an identified need.

7.18 Many households in County Durham who lack their own housing or live in unsuitable housing cannot afford to buy or rent at market rates. These households need affordable housing. This type of housing is expensive to provide and generally needs to be subsidised. Affordable housing is delivered through three main mechanisms. The majority of affordable housing is funded through Homes and Communities Agency programmes and delivered by Registered Providers. This typically equates to around 90% of the number of affordable homes delivered annually in County Durham. Affordable housing delivered through the approval of planning applications subject to Section 106 agreements would be expected to relate to around 9% of the number of affordable homes delivered annually, whilst the remaining 1% of schemes would be funded directly by Registered Providers through Recycled Capital Grant Fund or

capital reserves.

7.19 The 2013 Strategic Housing Market Assessment update (SHMA), which forms part of the evidence base of the Plan, identifies current households in need and future households needing affordable housing across the County. The levels of need identified are more significant than it is possible to achieve with available government grant or through cross subsidy from private housing development.

7.20 Realistic requirements for affordable housing, that can be expected as part of housing schemes, have therefore been defined by looking at levels which can be supported without undermining the viability of housing development across the County. The targets for affordable housing are therefore justified by an assessment of economic viability in the CIL and Local Plan Viability Study⁽ⁱⁱⁱ⁾. Whilst these targets are ambitious, they will be subject to negotiation and viability considerations, giving flexibility and certainty for developers, in line with the NPPF. The target levels also reflect past delivery of affordable housing and are justified based on an assessment of need across the housing market area. The requirements will be subject to review every three years in recognition of changing market conditions.

7.21 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.

7.22 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.

7.23 Affordable housing includes housing for social and affordable rent, owned by the Council or a Registered Provider. It also includes 'intermediate housing' for sale or rent, provided at a cost above social rent but below market levels. Types of intermediate housing are:

- Shared ownership between a buyer and a social housing provider;
- Low cost homes for sale; or
- Homes where purchasers can move from full rental to buying.

7.24 Affordable housing should include provisions to remain at an affordable price for future eligible households or for the subsidy to be recycled for alternative affordable housing provision.

7.25 It is important that a variety of affordable housing options are offered to meet the varying circumstances of those in need. The SHMA suggests that a tenure mix of affordable housing across the County of 75% affordable rented housing and 25% intermediate housing would be appropriate. Other factors will also need to be taken into account, including the tenure mix in the existing settlement, local housing need, the viability of the site and the availability of related mortgage products.

iii The Affordable Housing and Community Infrastructure Levy Viability Study can be found here: 

Off-Site Provision of Affordable Housing

7.26 In some instances it may not be appropriate to provide affordable housing on site, for instance where there were such a small number that it would be difficult for a Registered Provider to manage them, where off site contributions would serve to deliver more affordable housing than if delivered on site, or where the site was in an area where there is already an oversupply of affordable homes. When a developer, or in some cases the Council, can demonstrate this is the more appropriate approach then an off-site contribution of a broadly equivalent value of the cost of providing the affordable housing on-site will be acceptable. If it can be fully justified the purchase of properties for the purposes of providing affordable housing may be an acceptable alternative to a financial contribution.

Meeting the Needs of Older People

7.27 Over the next few decades, there will be a 'demographic shift' with the number (and proportion) of older people increasing. Our population projections indicate that from 2011 to 2030 the number of people aged 65-79 will increase from 69,237 to 138,402 (a 49% increase) and those aged 80 and over will increase from 23,777 to 45,028 (an 89% increase).

7.28 The majority of older people in County Durham own their own homes and wish to remain in owner occupation. Indeed, most wish to remain in the home they already live in for the rest of their lives. However, the SHMA also shows that there is a sizable minority of older owner occupiers who would like to move to other types of housing which better meet their needs. Their general aspiration is to move into bungalows and flats, and sometimes into specialist schemes which offer extra care and support.

7.29 At the moment the stock of bungalows and flats in the private sector across the County is much too small to meet the interest that has been expressed from older people, particularly as most flats have not been built with older people in mind. In recent years very few properties

of this type have been built and therefore the proportion of bungalows and flats in the private sector housing stock is declining.

7.30 Our Viability Study shows that 10% of flats can generally be built on all sites to Lifetime Homes Standard without undermining viability. However, if developers find and can demonstrate that even this cannot be supported on some sites, we will consider reviewing this requirement in individual instances.

7.31 The 10% requirement for housing aimed at increasing options for older people also includes an option for developers to provide housing aimed at meeting the needs of 'multi generational' families. Multi generational families which include older people are rising in number as a result of financial pressures and rising care costs. There are few houses being built to meet this need. This type of housing should generally have potential for a semi private living space within the house with an additional bathroom and, perhaps kitchen facilities.

7.32 There may be particular opportunities on some sites for developers to provide commercial sheltered housing with a resident warden or extra care schemes which offer round the clock care. Housing sites near to existing or proposed retail centres and services are likely to be particularly suitable.

7.33 All new housing provided for older people must meet high standards of accessibility and amenity relevant to their needs. We will also be sympathetic to households which wish to extend or adapt existing homes in order to care for older relatives, where any related impacts are acceptable.

7.34 Where viability considerations dictate that the provision of affordable housing or older person's housing is below the levels set out in the Policy, the Council will include an overage payment clause in the Section 106 Agreement relating to the planning permission. This will serve to secure a financial contribution upon the completion of the scheme which would

reflect any changes in market conditions, typically any uplift in the market.

7.35 Details of how requirements for affordable housing and older persons housing will be calculated, either on or off site, will be included in a future Supplementary Planning Document on Developer Contributions and Affordable Housing.

How will it be monitored?

Indicator:

1. % committed and completed of private or intermediate housing on all sites that have met the specific needs for older people?
2. Net Completions of affordable housing, committed and completed & by Delivery Area?
3. % of non-viable sites as proportion of all eligible sites?

Target:

1. 10% of private or intermediate housing provided on all sites to meet specific needs of older people in terms of design, form and layout. (DS)
2. Central Durham - 20% of net completions
North Durham - 15% of net completions
South Durham - 10% of net completions

East Durham - 10% of net completions

West Durham - 10% of net completions

Viability work will set the targets (MR)

Policy 32 - Houses in Multiple Occupation and Student Accommodation

Policy 32

Houses in Multiple Occupation and Student Accommodation

In order to support mixed and balanced communities and maintain an appropriate housing mix, applications for new build Houses in Multiple Occupation and changes of use from:

- a Class C3 (dwelling house) to a Class C4 (House in Multiple Occupation), where planning permission is required; or
- a Class C3 (dwelling house) to a House in Multiple Occupation in a sui generis use (more than six people sharing).

will not be permitted if the application site is located in, or within 50m of, a postcode area where more than 10%^(liii) of the total number of

liii Derived from the work of the National HMO Lobby and published in Balanced Communities & Studentification – Problems and Solutions (2008)

properties is already in use as a licensed HMO or student accommodation exempt from council tax charges^(liv).

In all cases proposals will only be permitted where:

- a. There is sufficient car parking to avoid exceeding the capacity of the street (taking into account any existing parking restrictions);
- b. They provide acceptable arrangements for bin storage and other shared facilities; and
- c. The design of the building or any extension would be appropriate in terms of the property itself and the character of the area.

7.36 In broad terms, a House in Multiple Occupation (HMO) under planning legislation is defined as a house or flat occupied by a certain number of unrelated individuals who share basic amenities and is classified by the Uses Classes Order as:

- Class C4 (between 3 and 6 residents); and
- Sui Generis (more than 6 residents).

7.37 HMOs can provide accommodation for a wide range of groups including professionals, students, migrants, and people on low incomes. In County Durham the majority of HMOs are located in Durham City and are occupied by students of Durham University.

7.38 The University is an intrinsic part of the City, bringing a range of jobs, students and researchers benefiting the economy of the County as a whole. It is also a large university in relation to the size of the City and as a result students make up a significant proportion of the term time population, contributing greatly to its economy and vibrancy. However there can sometimes also be an impact on the amenity of residents in areas where student HMOs are dominant. This policy will therefore be used to assess the acceptability of a proposal for an HMO, balancing the contribution that such a conversion will make to meeting housing demand against the potential harm that might be caused to the character and amenity of the surrounding area and the suitability of the property concerned.

7.39 The Student HMOs are not spread evenly throughout the City. The highest concentrations are in the viaduct area, where over 90% of all properties are thought to be HMOs, and the adjoining areas of Claypath, St Nicholas and Crossgate. In recent years, more students have been occupying houses around Elvet and Whinney Hill, which is very close to the main University campus and students' union. There is a general perception that students want to live as close to the city centre as possible. However, because of increasing demand, students are also moving into other areas including the Sands, Neville's Cross and Gilesgate. It is estimated that there are around 350 HMOs that fall under mandatory HMO licensing. It is also suggested that there are an additional 1,200 - 1,400 two storey or smaller HMOs in Durham City. This may be an underestimate as not all HMOs are occupied by students.

7.40 The University has set out its ambition to increase student numbers in the City from 15300 to 17100 by 2020 (an 11% increase) but it also intends to increase the percentage residing in purpose built student accommodation (controlled by the University) from 43% to 50%. Wherever possible this increase in student numbers should be accommodated in

^{liv} This policy does not apply to applications for social housing, care homes, children's homes, bail hostels and properties occupied by students that will be managed by an educational establishment which are excluded from Class C4 as defined in Annex A of DCLG Circular 08/2010.

purpose built student accommodation designed and managed in a way that meets the needs of students on-site which will attract student take-up. The Council will consult with Durham University on all proposals for student accommodation not proposed by the University.

7.41 The pressure on the private rented student sector has been relieved to some extent in the recent past with the opening of 1,200 additional purpose built bed spaces at new student halls of residence at Howland's Farm (Ustinov College) and on Green Lane. In addition a site at Mount Oswald was proposed as a mixed use allocation, including an element of student accommodation by the Preferred Options. However it has now been granted planning permission and will eventually deliver approximately 1000 new units.

7.42 More detail of how this policy will be applied will be set out in a future Houses in Multiple Occupation and Student Accommodation SPD.

How will the Policy be monitored?

Indicator: Number of Student Beds completed in purpose built accommodation or Housing in Multiple Occupation?

Target: Target in line with Durham University Growth Strategy.

Policy 33 - Sites for Travellers

Policy 33

Sites for Travellers

No additional need for pitches, plots or sites for Travellers has been

identified. Proposals for Travellers sites will be permitted providing that:

- a. There is a clear, identified need supported by robust evidence;
- b. It does not detract from the amenities of adjoining residents;
- c. It is sympathetic to the scale and character of any adjoining settlement;
- d. It is accessible to schools, health care and other local facilities;
- e. It is well screened, landscaped and acceptable in relation to the character of the surrounding area;
- f. It has satisfactory access to services, including water, sewerage, and refuse disposal; and
- g. It is not located in the Green Belt.

If temporary sites are needed to enable existing sites to be refurbished, nearby locations will be considered in the first instance and permission granted on a temporary basis.

Temporary transit sites related to common travelling routes will be permitted where there is evidence of need and where their impact is reasonable when weighed against short term use.

7.43 County Durham has significant numbers of Gypsies and Travellers. Most live in housing but a sizable population live on six Council sites across the County, and on a number of authorised private sites. Indeed,

the County has over a third of all pitches for Gypsies and Travellers in the North East. The Council also provides temporary 'stop over' sites along with services, like refuse collection, to enable Gypsies and Travellers to travel through the County and to popular events like Appleby Fair.

7.44 We are comprehensively refurbishing all of our sites to modern standards and are introducing modern management regimes. This is the most comprehensive refurbishment programme of its type in the country. Eight additional pitches will be created as part of this process. When refurbishment is complete, the distribution of sites and pitches across the County will be:

- Tower Road, Greencroft, Stanley 18 pitches
- Drum Lane, Birtley 19 pitches
- Adventure Lane, West Rainton 16 pitches
- St Phillip's Park, Coundon Grange 22 pitches
- Green Lane, Bishop Auckland 25 pitches
- East Howle, Ferry Hill 25 pitches

7.45 The disruption created by refurbishment has now extended over a number of years. Refurbishment commenced in 2009 and will be completed in 2014. As a result, Gypsies and Travellers normal settlement patterns on pitches have been significantly disrupted. Standard vacancies have been temporarily filled by Gypsies and Travellers dispersed from other sites; some Gypsies and Travellers have moved away from the County; some have moved into housing; others who might have moved into the County or from housing on to sites have not.

7.46 This abnormal situation is making it very difficult to properly assess

future needs for new Gypsies and Traveller sites at the present time. Whilst many existing households will continue to live on refurbished sites, it is anticipated that there will be an unusually high level of available vacancy on completion of the refurbishment programme in 2015. However, it is also recognised that this is unlikely to represent the true situation in the longer term.

7.47 To reflect current circumstances, we have assessed the need for new Gypsies and Travellers sites in the County over a ten year period from 2015 to 2025 rather than for the whole Plan period. We consider it impossible to properly understand the site needs of Gypsies and Travellers beyond this time scale under current circumstances. It is anticipated that the situation will stabilise over the next five years. We will then re-assess the need for Gypsies and Traveller sites as a priority in 2020 and over a longer time horizon. We believe this approach, which has been discussed with representatives of the Gypsy and Traveller community, is consistent with Government advice. The reasons for it are also defined in the plans Equality Impact Assessment.

7.48 On the basis of this time horizon and as a result of current high levels of vacancy, our Travellers Site Needs Assessment suggests that no new pitches are needed for Gypsies and Travellers. However, proposals for additional Travellers sites will be supported where they meet the criteria in this policy.

7.49 There are also three small sites for Travelling Showpeople in the County at Coxhoe, Tudhoe and Thornley. Travelling Showpeople have specific site requirements which include the need for good access to the road network to travel to fairs and shows, along with space within sites to store and maintain equipment.

7.50 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.

7.51 In addition to this policy, proposals for new sites and pitches will be subject to other policies in the Plan in the same way as any other type of development. In particular, traveller sites, temporary or permanent, are considered inappropriate in the Green Belt and will not be permitted unless exceptional circumstances can be demonstrated.

How will the Policy be monitored?

Indicator: Net additional Traveller pitches and plots committed by type?

Target:

1. No target necessary for Gypsy and Traveller pitches.
2. No target necessary for Travelling Showpeople plots

Policy 34 - Type and Mix of Housing

Policy 34

Type and Mix of Housing

On all new housing developments the Council will seek to secure an appropriate mix of dwelling types and sizes, taking account of existing imbalances in the housing stock, site characteristics, viability and market considerations and the opportunity to facilitate self build schemes.

7.52 Within County Durham there is a need for a mix of homes of different types and tenures to meet the requirements of a range of household sizes, ages and incomes. There may also be an over or under-supply of a particular house type in an area. The 2013 Strategic Housing Market Assessment update (SHMA) identifies the need and demand for and the supply of specific types of housing in County Durham. The difference between the supply and demand identifies the imbalances in the housing stock by type (i.e. detached, semi-detached, terraced, etc.) and size (measured in number of bedrooms).

7.53 As set out in the SHMA, the analysis of general market supply and demand suggests that across County Durham the overall demand for open market dwellings exceeds supply. The strongest market shortfalls exist in North Durham, East Durham and West Durham. There is a general balance in property sizes, with specific shortfalls of smaller dwellings in evidence.

7.54 Wherever possible, new development should seek to address these imbalances. However, on some sites it will not be appropriate to be too prescriptive on the housing composition of a scheme, for example on some smaller sites where it may be impractical, or where there are specific physical site constraints that may limit the range of housing that is possible or where there may be market demand or viability issues. These issues will always be considered and explored in negotiation with developers.

7.55 We are also keen to encourage the development of the self build industry within the County. The Government is committed, in partnership with local authorities, to overcoming a range of practical problems which are faced by people interested in building their own homes. The number of mortgages available for self build properties is also set to increase substantially. Specific development opportunities for self building will be explored.

7.56 The Council will monitor housing completions, by dwelling type and number of bedrooms, by delivery area as part of the County Durham

Plan Monitoring Framework. This process will serve to update key indicators in the SHMA and will provide the evidence to support the delivery of an appropriate type and mix of housing by delivery area over the plan period

How will the Policy be monitored?

Indicator: Completions by dwelling type and size per delivery area?

Target: To be defined in future versions of the SHMA.

8 Natural and Historic Environment

8.1 Objectives 14 and 15 of the Plan identify County Durham's natural, built and historic environment and its wellbeing as being fundamental to the quality of life of the people who live and work in the County and to the success of the County's economy. These considerations are therefore intrinsic to all the policy areas addressed in the Local Plan. The quality and diversity of many of County Durham's built, historic and natural environments are amongst the County's major assets. This section addresses the key planning issues that relate to all aspects of the County's environment. Each of these issues will be developed further in Supplementary Planning Documents (SPD's) on the Built, Natural, and Historic Environment. The Plan's approach to the Built Environment and the design of new built development is set out in Section 5, General Development Principles.

8.2 The natural environment of County Durham is one of great contrast and diversity. From the North Pennines in the west to the Durham Coast in the east it contains landscapes, habitats and features of local, national and international importance. Over 30% of the County area is covered by some form of statutory designation, compared to the national average of 8%. This high quality natural environment delivers a wide range of ecosystem services (i.e. the benefits people obtain from ecosystems such as, food, water, flood and disease control and recreation) and is critical to both the quality of life and the economic prosperity of the County's residents as well as its attractiveness to visitors. There are parts of the County where the natural environment has been degraded in some degree by forces such as past industrialisation or agricultural intensification. There are also some areas, such as the countryside around towns, where the environment doesn't always best serve the needs and aspirations of local communities and which the Plan will look to address in line with the NPPF.

8.3 The NPPF also identifies conserving and enhancing the natural environment as a core land-use and looks to protect and enhance valued

landscapes, halt the overall decline in biodiversity and reduce the risks of pollution, land instability and contamination. As well as requiring councils to adopt proactive strategies to mitigate and adapt to climate change, taking full account of flood risk, coastal change and water supply and demand considerations.

8.4 The built and historic environment of County Durham is similarly diverse. The Cathedral and Castle in Durham City are recognised as a UNESCO World Heritage Site and provide an iconic setting for Durham City. Their historic importance and influence spread throughout the County and can be observed at other sites, including Finchale Priory and the ruins of Beaurepaire Priory. The County also contains over 3,000 listed buildings and over 220 Scheduled Ancient Monuments which evidence a rich heritage extending back to pre-historic times. The NPPF identifies the need for a positive strategy for the conservation and enjoyment of the historic environment, whilst recognising that heritage assets are an irreplaceable resource and that they should be conserved in a manner appropriate to their significance.

Policy 35 - Development in the Countryside

Policy 35

Development in the Countryside

Planning permission for development in the countryside, with the exception of minerals, waste, and renewable energy proposals, will only be granted where they accord with other relevant policies in the Plan and where one or more of the following exceptions apply:

- a. The land is developed in accordance with an allocation in the County Durham Plan or a Neighbourhood Plan;

- b. The development proposals are considered necessary for the efficient or the continued viable operation of agriculture, horticulture, forestry, and/or other appropriate land based businesses, including the diversification of activities on existing farm units which do not prejudice the agricultural use;
- c. The proposal demonstrates that it will directly support the enhancement of local services, community facilities and infrastructure such as through the modernisation or diversification of existing practises;
- d. When the development would enhance County Durham's environmental or tourism assets including biodiversity, landscape, heritage and where proposals will increase enjoyment of the countryside by enhancing appropriate access for walkers, cyclists, horseriders and other users; or
- e. Proposals for change of use of a heritage asset or other redundant or dis-used building or structure which:
 - 1. Demonstrates a viable use that will help to sustain and enhance the local rural economy;
 - 2. Are soundly built and capable of adaptation without complete or substantial re-building and/or the addition of a disproportionate extension;
 - 3. Are in keeping with, and where possible, enhance its setting through good design; and
 - 4. Have no significant adverse impact on the users of other land and buildings.

Where development is considered acceptable, it will be required to respect the form, scale and character of the landscape through careful siting, design and use of materials. New buildings should, wherever possible, be sited adjacent to existing buildings or building groups, rather than isolated in the landscape.

8.5 As a general principle, new development will be directed to sites within built up areas, or sites allocated for development, whilst the countryside will be protected from inappropriate development. For the purposes of this Policy land which is not within existing built up areas, will be treated as 'countryside'. Proposals for new buildings in the countryside will be strictly controlled. Where new buildings are permitted they must respect the style and character of the locality.

8.6 The policy approach in the Local Plans of many former District Councils in County Durham was to identify settlement boundaries as the mechanism for establishing the acceptability of the location of new development. This policy does sets out a new and more objective approach to assessing the sustainability of new development, based on the performance of proposals against identified criteria and which does not rely on settlement boundaries.

8.7 As well as providing leisure and recreational opportunities, the countryside is a constantly changing workplace. It is necessary to balance and integrate the requirement to protect the countryside with the need to sustain and encourage the vitality and viability of the rural economy including through agriculture and tourism. The modernisation and diversification of existing activities will be supported where this can be achieved in a sustainable manner to enable their retention as a viable use. Modernisation and improvements to the infrastructure network will also be supported especially where this will bring about wider economic and social benefits to communities.

8.8 Many of the activities in the countryside are outside the scope of planning control. Some forms of development can be accommodated without detrimental effect on the countryside particularly those offering sustainable environmental enhancements. This may include opportunities to manage and improve environmental assets or improvements for recreational or tourism purposes such as along recreational routes.

8.9 There are a varied range of buildings in the countryside which are no longer suitable for their original purposes. The majority are likely to be agricultural buildings but there may also be churches, chapels, mills, schools, public houses, stables and others, for which an alternative use is being sought. Many of these buildings make a positive contribution to the character and appearance of the area and some are heritage assets in their own right. Conversion of these buildings, for example to employment or community use, visitor accommodation or housing can safeguard their future. Any proposed extension must be proportionate, respect the scale, form and appearance of the building as well as being appropriate to its wider setting.

How will the Policy be monitored?

Indicator: Appeals upheld contrary to the Development in the Countryside Policy?

Target: 0 upheld at appeal.

Policy 36 - Equestrian Development

Policy 36

Equestrian Development

Equestrian development will be considered an appropriate countryside use. The development of equestrian facilities will be permitted where:

- a. The number of stables proposed and the number of horses to be accommodated can be supported by the amount of grazing land available;
- b. The proposals are of a scale and character appropriate to their setting and are sensitively sited so as to minimise their impact;
- c. In the case of commercial establishments they are located sufficiently close to existing residential accommodation to allow for appropriate levels of supervision;
- d. In the case of commercial establishments they are located close to existing bridleways or other routes suitable for trekking or hacking out where this forms part of the business; and
- e. In the case of stables for personal use they are of a small scale consisting of no more than three standard sized stables.

Applications for commercial scale equestrian establishments must be supported by a business plan setting out the financial and locational requirements for the proposal in addition to demonstrating how their requirements under the Water Framework Directive will be met.

8.10 Many parts of the County are experiencing growth in horse riding as a leisure pursuit and subsequently an increase in demand for land to graze and stable horses. The countryside is easily accessible from many built up areas of the County. The combination of this demand and accessibility coupled with changes in the farming economy is making the release of agricultural land by farmers for grazing and stabling increasingly attractive.

8.11 The construction of stables for personal use in the countryside will only be permitted if they are sensitively located and constructed taking into account local distinctiveness and the use of sustainable materials. Rendered and painted breeze block or timber stables can be appropriate in many situations but should be regularly and adequately maintained. Stable blocks intended for personal use should be small in scale and should not consist of more than three standard sized stables. Beyond this scale stables can become jarring and obtrusive features in the landscape.

8.12 When grazing horses it is important to ensure that sufficient land is available to support the number of horses to be grazed and exercised. Both the National Equine Welfare Council and the British Horse Society suggests that 0.4 hectares (1 acre) is the minimum grazing standard per horse and an allowance of 0.8 hectares (2 acres) can provide reasonable space for its full requirements.

8.13 In establishing new riding stables the Council will need to be convinced that adequate investment is being made in the new enterprise to ensure that it is viable in the long term. To avoid a proliferation of new buildings in the countryside unrelated to existing buildings and to demonstrate that the enterprise is genuine and adequately resourced such enterprises will only be permitted where there is existing residential accommodation which will allow proper supervision of horses at all times. To discourage horse-riding along roads and footpaths it will usually be expected that commercial establishments are located near to existing bridleways, except where it can be demonstrated that this is not necessary

and adequate facilities can be provided within the site to exercise horses.

8.14 Commercial scale equestrian development may impact upon water courses through uncontrolled nitrogen rich run off. However, under the Water Framework Directive, all farmers and landowners have a responsibility to manage water use and tackle diffuse pollution. Whilst farmers should be aware of this issue, new applications for commercial scale equestrian development may not have taken this issue into account, which is especially important within Nitrate Vulnerable Zones as defined by the Environment Agency.

How will the Policy be monitored?

Indicator: Appeals upheld contrary to the Equestrian Development Policy?

Target: 0 upheld at appeal

Natural Environment

8.15 The County Durham Plan addresses priorities for the conservation and improvement of the County's diverse landscapes within the context of meeting development needs.

Policy 37 - North Pennines Area of Outstanding Natural Beauty

Policy 37

North Pennines Area of Outstanding Natural Beauty

The North Pennines Area of Outstanding Natural Beauty (AONB) will

be conserved and enhanced. Development in or affecting the AONB will only be permitted where it does not, individually or cumulatively, have a significant adverse impact on its special qualities or statutory purposes.

Major developments will only be permitted in the AONB in exceptional circumstances where it can be clearly demonstrated to be in the public interest and where the following have been fully considered:

- a. The need for the development, including in terms of any national considerations, and the impact of permitting it, or refusing it, upon the local economy;
- b. The cost of, and scope for, developing elsewhere outside the designated area, or meeting the need for it in some other way; and
- c. Any detrimental effect on the environment, the landscape, and recreational opportunities, and the extent to which that could be moderated.

Development will be expected to be designed and managed to the highest environmental standards and to have regard to the objectives of the North Pennines AONB Management Plan, and to the guidance given in the North Pennines AONB Planning Guidelines and the North Pennines AONB Building Design Guide.

8.16 Large parts of the North Pennines are designated as an Area of Outstanding Natural Beauty (AONB). The Countryside and Rights of Way Act 2000 places a statutory duty on all local authorities to have regard to the purpose of conserving and enhancing natural beauty when discharging any function which could affect land in an AONB, and reaffirms the purposes of designation as follows:

- The primary purpose of designation is to conserve and enhance natural beauty;
- In pursuing the primary purpose of designation, account should be taken of the needs of agriculture, forestry, other rural industries and of the economic and social needs of local communities. Particular regard should be paid to promoting sustainable forms of social and economic development that in themselves conserve and enhance the environment; and
- Recreation is not an objective of designation, but the demand for recreation should be met so far as this is consistent with the conservation of natural beauty and the needs of agriculture, forestry and other uses.

8.17 The National Planning Policy Framework (NPPF) confirms that AONBs, along with National Parks and the Broads, have the highest status of protection in relation to landscape and scenic beauty. It states that great weight should be given to conserving landscape and scenic beauty in AONBs, and that the conservation of wildlife and cultural heritage are also important considerations in these areas.



8.18 The North Pennines AONB is the second largest AONB in the United Kingdom, covering almost 2,000 km². Approximately one third of the AONB lies within County Durham, the remainder lying within Cumbria and Northumberland and a small part in North Yorkshire. The North Pennines is acknowledged to be one of England's most remote, wild and tranquil places, with nationally and internationally important landscapes, biodiversity, geodiversity and cultural heritage, dark skies free of light pollution and little artificial noise. 36% of the AONB is designated SSSI, and the area includes 30% of England's blanket bog and 40% of the UK's upland hay meadows. The North Pennines provides a wide range of ecosystems goods and services for the county and wider society, such as carbon storage, flood risk management, clean water food and timber production. The whole of the AONB is also designated as a UNESCO European / Global Geopark. In addition to being a landscape for which we share a national responsibility, the AONB is an asset of great strategic importance to the County both environmentally and economically.

8.19 The AONB is a living, working landscape whose character has

been created and maintained by human activity over the generations. Sustaining that character will depend on careful stewardship of the land, and careful decision making about future development. Major development generally can and should be located outside of AONBs. Development that meets the needs of local communities and visitors should be accommodated provided that it protects the AONBs special qualities for the benefit of all.

8.20 This policy recognises the importance and sensitivity of the AONB and the need to conserve and enhance it as an environmental and economic asset. It recognises that varying degrees of protection should be afforded to international, national and locally designated sites and aims to protect its special qualities to an appropriate degree. Policies on Renewable Energy, Minerals, Waste and other developments including criteria for the protection of the AONB are contained in the relevant sections of the Plan, as are policies on other environmental assets such as Biodiversity, Geodiversity and Cultural Heritage.

8.21 The AONB is covered by a statutory Management Plan, produced by the North Pennines AONB Partnership on behalf of the five relevant local authorities. This document is intended to 'formulate the policies of local authorities in relation to their AONB' (Countryside and Rights of Way Act 2000) and it provides a framework and programme of action for the area's conservation and enhancement. The AONB Partnership and constituent local planning authorities have also produced a number of guidance documents including the North Pennines AONB Planning Guidelines and the North Pennines AONB Building Design Guide, which give greater expression to the more broadbrush policies in local planning documents. These documents have been endorsed by the council and are therefore material considerations when considering development proposals.

How will the Policy be monitored?

Indicator: Appeals upheld contrary to the North Pennines Area of Outstanding Natural Beauty Policy?

Target: 0 upheld at appeal

Policy 38 - Durham Coast and Heritage Coast

Policy 38

Durham Coast and Heritage Coast

The Council will seek to protect and enhance the Durham Heritage Coast and wider Coastal Zone and public enjoyment of this resource.

Development proposals within the coastal zone, as defined on the proposals map, or that impact on its setting must:

- a. Be appropriate in terms of scale, massing and design;
- b. Not give rise to adverse impacts upon the tranquillity or isolated character of the area; and
- c. in the case of proposals to improve public access the scheme should not harm its natural assets.

Development proposals within the coastal zone relating to recreation, education, sport, art and tourism will be permitted where they would not increase the risk from climate change, flooding, erosion and land instability and are consistent with:

- d. The conservation of its natural assets;
- e. The protection of its heritage features; and
- f. The objectives of the Heritage Coast Management Plan.

Other types of development within the coastal zone will only be permitted where it can be clearly demonstrated that there are overriding social and/or economic benefits which will be derived from that particular proposal and that it cannot be accommodated outside of the coastal zone.

The Council will also support:

- g. Appropriate enhancement and restoration of the Durham Coastal Zone having regard to the Heritage Coast Management Plan; and
- h. The extension of the Durham Heritage Coast designation to include the area around Dene Mouth, Blackhall.

8.22 The coastline of County Durham is a unique asset which comprises distinctive bays and headlands carved from the magnesian limestone and overlying clays unique to this area. The Durham coast stretches 11 miles from the border with the City of Sunderland at Ryhope Dene in the north to Hartlepool south of Crimdon Dene. The majority of the area up to 1km inland from the cliff edge is undeveloped other than the port and coastal town of Seaham and Crimdon Caravan Park where development extends to the high water mark.

8.23 The Durham coast is internationally important for nesting and migratory birds and rare limestone grasslands, almost its entire length is designated as SAC, SSSI, SPA or Ramsar. Important species present include the Purple Sandpiper, Little Tern and the Durham Argus butterfly. The Durham Coast SAC and SSSI resource is also an extensive network of protected habitats and includes the cliff-top paramaritime grasslands, calcareous floral flushes and the seaward sections of the Dene Woodlands (with the exception of Castle Eden Dene which has more extensive SAC protection inland and Hawthorne Dene which has SSSI designation inland). The SPA resource occurs at the area of Ryhope Dene, northwards into Sunderland and along the Seaham frontage including the area of North Dock and North Pier. These areas are a key component of the wider Northumbria SPA which extends between the Tweed and Tees Estuaries. The two areas designated under the Ramsar Convention are Blackhall foreshore (extending to the Hartlepool Headland in the south) and Seaham Harbour North. Biodiversity issues and the approach to protecting sites and species are addressed in Policies 40 - 43.



8.24 The limits of the coastal zone extend both seaward and landward from the coastline, reflecting the geographical extent of natural coastal processes and also human activities related to the marine environment. For the purposes of planning on the coast the coastal zone is defined as the area of land between the mean low water mark on the seaward side and the coastal railway line, from the county boundary with Hartlepool to Hawthorn Junction south of Dawdon. To the north of this point, the coastal zone is defined as the cliff line as far as the Seaham Hall car park and then the B1287, as shown on the Proposals Map. Development proposals in this area should only be undertaken on the basis of maintaining and enhancing its environmental capital in accord with the principles of the Marine Policy Statement and otherwise principles of sustainable development.

8.25 As well as being protected for its important and vulnerable habitats and species present, the coast should be protected for the quality of life which it brings. In County Durham the undeveloped coast is yet to realise its full potential for recreation and tourism, largely due to the past legacy of pollution and environmental degradation associated with the coastal collieries. The East Durham coast has been greatly improved by the Turning the Tide project (1997-2002) in this spirit the Partnership also aims to secure Heritage Coast status for the Denemouth area of Castle Eden Dene.

8.26 The main objectives of the Heritage Coast definition are to conserve, protect and enhance natural beauty, to facilitate and enhance its enjoyment, understanding and appreciation by the public, to maintain and improve the environmental health of associated inshore waters and beaches, and to take account of the needs of agriculture, forestry and fishing, and of the economic and social needs of the small communities on the coast.

8.27 Coastal management and planning is a strategic issue which requires an integrated approach. This is more formally termed as

Integrated Coastal Zone Management (ICZM). Accordingly the Council works closely with partners and neighbouring planning authorities to integrate fully with other areas on the coast in planning and managing the coastal area. Similarly in line with the NPPF^(iv), we collaborate with the Marine Management Organisation under the Duty to Cooperate in order to ensure that policies across the land/sea boundary are integrated.

8.28 The entirety of the Durham coastline has been assessed by the Shoreline Management Plan^(lvi) as being at no significant risk of Coastal Change other than the specific area referred to as Red Acre Cliffs (nr. Londonderry building, Seaham). National policy is clear that the planning system should reduce risk from coastal change by avoiding inappropriate development in vulnerable areas or adding to the impacts of physical changes to the coast.

8.29 The NPPF and Marine and Coastal Act (2009) also require LPAs to maintain, enhance and protect the character of the undeveloped coast, especially where it is defined as Heritage Coast. In this regard strict control of development up to the edges of the delineated coastal zone is of particular importance in preserving its special setting and in maintaining views out of the coastal area. Regard should be had to the principles of landscape and seascape character assessment as development adjacent to the coastal zone is a key factor which impacts upon its quality and the visitor experience. This is particularly important for the setting of the Heritage Coast and also the possibility of development affecting processes on the coast or increasing flood risk.

8.30 The Durham Heritage Coast Partnership delivers improvements to the coast via the Durham Heritage Coast Management Plan which aims to balance enhancement with conservation, whilst taking account of the economic and social needs of the small communities along the coast and also the interests of fishing, forestry and agriculture. It is important that

the type and location of recreational activities is sympathetic to the sensitive habitats and species which thrive there. In particular, the presence of protected bird species will constrain certain forms of development in this location. Seaham Harbour has significant potential as a marina and location for water based recreation, however the presence of protected species there would require appropriate mitigation to be identified prior to expanding water-based activities.

How will the Policy be monitored?

Indicator:

1. Appeals upheld contrary to the Durham Coast and Heritage Coast Policy
2. Is the extension of Heritage Coast around Dene Mouth on track in accordance with the project plan?

Target:

1. 0 upheld at appeal
2. Extend around Dene Mouth by end of plan

^{lv} paragraph 179 and footnote on marine areas.

^{lvi} *Shoreline Management Plan 2: River Tyne to Flamborough Head (SMP2)*

Policy 39 - Landscape Character

Policy 39

Landscape Character

Proposals for new development will only be permitted where they would not cause significant harm to the character, quality or distinctiveness of the landscape, or to important features or views, unless the benefits of the development clearly outweigh its impacts.

Development proposals should have regard to the objectives of the County Durham Landscape Strategy and contribute, where possible, to the conservation or enhancement of the local landscape and the work of local landscape partnerships.

8.31 The Durham landscape is one of enormous contrast and diversity. From its western boundary high in the summit ridges of the North Pennines, to the limestone cliffs of the North Sea coast, remote moorlands and pastoral dales give way to fertile settled farmlands. This diversity is a product of both natural and human influences. The varied rocks, landforms and soils of the County and differences in climate between the exposed uplands and sheltered lowlands have influenced both the natural flora of the landscape and the way it has been populated, managed and exploited by its people over the centuries.

8.32 Its beauty and diversity are important both to the quality of life of local communities and the economic prosperity of the County as a whole. In the past there has been an emphasis on identifying and protecting high quality landscapes. In recent years there has been an increasing recognition that all landscapes matter and that their sensitivity to

development depends on their character. This character-led approach to all landscapes, of whatever quality, whether urban or rural, built or natural, is fundamental to the European Landscape Convention, of which the UK is a signatory.

8.33 The character of England's landscapes is mapped at a strategic level by Natural England who identify 159 National Character Areas (NCA). For each of these NCAs, of which there are six in County Durham, they produce NCA Profiles which provide descriptive material on the character of the landscape and guidance on management. The County Durham Landscape Character Assessment works within this framework, providing further detail about the character of the County's landscape at three levels from the strategic to the very local and provides detailed information on their character^(ivii). The County Durham Landscape Strategy analyses the issues affecting the landscape and sets out objectives and priorities for conservation and improvement. It identifies broad Landscape Conservation Priority Areas and Landscape Improvement Priority Areas. These classifications form the basis of the County Durham Landscape Guidelines which cover a range of topics including trees, woodlands and forestry, hedges and grasslands and includes development and land management guidelines for broad landscape types. Further guidance on the use of these documents in the planning process will be provided in the Natural Environment SPD.

8.34 The NPPF says that the planning system should contribute to and enhance, the natural and local environment by protecting and enhancing valued landscapes and that local planning authorities should set criteria based policies against which proposals for any development on or affecting landscape areas will be judged. This policy recognises the need to conserve and enhance the County's environment while meeting its development needs, reflecting Objectives 1, 14 and 15.

8.35 Parts of the County are covered by landscape scale partnerships

ivii More detailed information regarding landscape classifications and their management can be found at <http://www.durhamlandscape.info/Pages/Home.aspx>

such as the statutory North Pennines AONB Partnership, the Durham Heritage Coast Partnership, the Limestone Landscapes Partnership, the Heart of the Teesdale Partnership and the County Durham Hedgerow Partnership. Development proposals can contribute to the work of partnerships as a delivery mechanism for mitigation measures.

How will the Policy be monitored?

Indicator: Appeals upheld contrary to the Landscape Character Policy?

Target: 0 upheld at appeal.

Policy 40 - Trees, Woodlands and Hedges

Policy 40

Trees, Woodlands and Hedges

Trees

Proposals for new development will not be permitted that would result in the loss of, or damage to, trees of high landscape, amenity or biodiversity value unless the need for, and benefits of, the proposal clearly outweigh the loss.

Proposals for new development will be expected to retain existing trees where possible and integrate them fully into the design having regard to their management requirements and growth potential.

Where trees are lost, suitable replacement planting will be required within the site or the locality.

Woodlands

Proposals for new development will be expected to retain existing woodlands and integrate them fully into the design having regard to their future management requirements. Development will not be permitted that would result in the loss of woodland unless the benefits of the proposal clearly outweigh the loss and suitable replacement planting, either within or beyond the site boundary, can be undertaken.

Proposals for new development will not be permitted that would result in the loss, fragmentation, isolation or deterioration of ancient woodland, as shown on the proposals map, unless the need for, and benefits of, the development in that location clearly outweigh the harm. In these exceptional circumstances appropriate compensation will be required. Proposals affecting ancient woodland (including planted ancient woodland sites) not previously identified as such, will be subject to the same considerations.

Hedges

Proposals for new development will not be permitted that would result in the loss of hedges of high landscape, heritage, amenity or biodiversity value unless the need for, and benefits of, the development in that location clearly outweigh the loss.

Proposals for new development will be expected to retain existing hedgerows^(lviii) where they make a positive contribution to the design of the proposals.

Where any hedges are lost, replacement planting or renovation of

lviii this refers to all hedgerows of average quality not covered in the policy statement above

existing hedges, including management and maintenance arrangements will be required within the site or the locality.

8.36 Trees, woodlands and hedges make an important contribution to the beauty, diversity and distinctiveness of our rural landscapes and the beauty and liveability of our townscape. Tree and woodland canopies create shelter and shade, intercept rainfall and airborne pollutants and regulate the movement of water through river catchments, reducing soil erosion and the leaching of pollutants into surface and ground waters. Thereby helping to regulate local temperatures and climate change impacts. Woodland ecosystems are a key component of the County's biodiversity providing habitats for both rare and common species.

8.37 Trees and woodlands take many years to mature: ancient woodlands and veteran trees in particular are irreplaceable. Ancient semi-natural woodlands make up only around 1.3% of the County and contain plant and animal communities that survive from the very distant past. Natural England has produced an inventory of ancient woodlands which the County Council has updated on the basis of more recent information. This includes ancient semi-natural woodlands (ASNW) and planted ancient woodland sites (PAWS) which are often as important for the conservation of woodland species where they persist in the under-storey. ASNW and PAWS are shown as Ancient Woodland on the proposals map but this is not definitive. Many woodlands, and particularly small woodlands, are not picked up by the inventory and are only found to be ancient after detailed survey. Where development proposals lie close to ancient woodlands, including planted or otherwise damaged ancient woodlands, there may be opportunities to carry out restoration or enhancement works in mitigation of the impact(s). These works could be secured by planning obligations or other agreements, in accordance with Policy 5 (Developer Contributions).

8.38 Mature trees, woodlands and hedges are sensitive to the impacts

of development, either directly through their removal or indirectly through the impacts of construction. Due to the length of time and the cost taken to replace mature features, and the contribution they can make to the quality of development, they should be retained and protected where possible. Surveys and assessments carried out in accordance with recognised standards should be used to inform the design process and minimise impacts. Where their loss is unavoidable they should be replaced with suitable new planting either within the site or in the locality if this is more appropriate. Development can make a positive contribution to the tree and hedgerow resource in the locality through new planting or the restoration and improved management of existing features.

8.39 Where trees within or adjacent to a site could be affected by development, a full tree survey and arboricultural implications assessment to BS 5837 will be required as part of the planning application. This should be carried out at a sufficiently early stage to inform the design of the development. The implementation of any protective measures it identifies will be secured by the use of planning conditions.

8.40 The NPPF says that planning permission should be refused for development resulting in the loss or deterioration of irreplaceable habitats, including ancient woodland, and the loss of aged or veteran trees found outside ancient woodland, unless the need for, and benefits of, the development in that location clearly outweigh the loss. This policy recognises the need to conserve and enhance the County's environment while meeting its development needs, reflecting Strategic Objectives 1 and 14. Detail of the process and levels of compensation to be required will be included in the Natural Environment SPD.

How will the Policy be monitored?

Indicator:

1. Percentage of applications that will result in a net loss of trees/woodlands/hedges?
2. Loss or damage to Ancient Woodland (Ha)?

Target:

1. 0% net loss in trees/woodlands/hedges.
2. No loss of Ancient Woodland (Ha).

action plans and management plans of local partnerships, including working across local authority boundaries. Measures should be appropriate and compatible with existing biodiversity, ecosystems and designated wildlife sites.

Development proposals where the primary objective is to conserve or enhance biodiversity will be permitted, where they accord with other relevant policies in the Plan.

Development proposals which are likely to have a significant adverse impact on peatlands will not be permitted unless exceptional circumstances can be demonstrated. Proposals should contribute, where possible, to their restoration.

Policy 41 - Biodiversity and Geodiversity

Policy 41

Biodiversity and Geodiversity

Proposals for new development will not be permitted if significant harm to biodiversity and geodiversity, resulting from the development, cannot be avoided, or adequately mitigated, or as a last resort, compensated for.

Proposals for new development will be expected to minimise adverse impacts on biodiversity and geodiversity, and actively enhance biodiversity in order to provide net gains where possible.

Proposals for new development will be expected to incorporate measures to enhance biodiversity within or around the site, and to contribute to the consolidation and development of local ecological networks, and the implementation of the biodiversity and geodiversity

8.41 Biodiversity, the variety of life on earth is at the heart of a more sustainable future for the County. Retention and enhancement of biodiversity is a key measure of sustainability. The NPPF confirms the government's commitment to the conservation and enhancement of the natural environment, including the protection and enhancement of biodiversity and the benefits of ecosystems. The Natural Environment and Rural Communities (NERC) Act 2006 places a duty on all Local Authorities to have regard to the conservation of biodiversity and requires the Secretary of State to publish a list of priority species and habitats for conservation. The government has laid out its targets for wildlife and ecosystem services in 'Biodiversity 2020: A strategy for England's wildlife and ecosystem services' and planning policy should contribute to the delivery of its targets.

8.42 County Durham has a rich variety of ecological habitats and species and many areas and features of geological interest that are internationally, nationally and locally designated for their biodiversity and geodiversity value.

8.43 Retention of ecosystems, as well as their enhancement, is essential for the maintenance and recovery of priority species and habitats and their natural migration and spread in response to climate change, as well as providing opportunities for green infrastructure works and landscape enhancement, and an attractive environment to live, work and play. Proposals for new development will be expected as a minimum to ensure no net loss of biodiversity and geodiversity in County Durham. Proposals will also be expected to actively enhance biodiversity in order to provide net gains. In circumstances where the enhancement of biodiversity would place the viability of the proposal in question, the developer will be required to demonstrate to the Council's satisfaction, that this is the case.

8.44 The re-use of previously developed land for new development makes a major contribution to sustainable development. However, brownfield land can support an extremely rich diversity of wildflowers and animals, and has its own UK BAP Priority Habitat 'Open Mosaic Habitats and Previously Developed Land'. Where such sites have significant biodiversity or geological interest of recognised local importance, this interest should be retained or incorporated into any development.

8.45 Given the extent of peatlands in County Durham and the important role that they play as carbon sinks, there should be no further loss of near-natural peatlands in the UK, and all recoverable peatlands should be restored to a peat forming state, resilient to climate change and with long-term safeguards. The North Pennines AONB have had success in restoring significant areas of peatland, through its Peatscapes Project, with the blocking of approximately 1000km of moorland grips by 2012, this will hydrologically restore over 1000 hectares of blanket bog. There is therefore a need for protection and enhancement of carbon sinks and green infrastructure.

8.46 The location and design of new development should be informed by the most up-to-date biodiversity data available. It will be expected that

biological data gathered to support the development process will be submitted to the local biodiversity record office.

8.47 All development proposals affecting International Sites will be considered against Policy 42 (Internationally Designated Sites).

How will the Policy be monitored?

Indicator:

1. Condition of SSSI's?
2. % of schemes approved, affecting biodiversity and geodiversity, where an ecological management plan is secured?
3. Appeals upheld contrary to the Biodiversity and Geodiversity Policy?

Target:

1. An increase from the 2012 baseline of 98.99% SSSI as favourable or recovering.
2. 100% target.
3. 0 upheld at appeal.

Policy 42 - Internationally Designated Sites

Policy 42

Internationally Designated Sites

Development that has the potential to have an adverse effect on an internationally designated site/sites, (including all development within 0.4km), either individually or in combination with other plans and projects will need to be screened in the first instance to determine the likely effects and will be subject to an Appropriate Assessment where necessary. Development will be refused where it cannot be ascertained, following Appropriate Assessment, that there would be no adverse effects on its integrity, unless the proposal is able to pass the further statutory test of 'no alternatives' and 'imperative reasons of overriding public interest' as set out in Regulation 62 of the Habitats and Species Regulations 2012. In these exceptional circumstances, where these tests are met, appropriate compensation will be required in accordance with Regulation 66.

Where development proposals would be likely to lead to an increase in recreational pressure upon internationally designated sites, a Habitats Regulations screening assessment and, where necessary, a full Appropriate Assessment will need to be undertaken to demonstrate that a proposal will not adversely affect the integrity of the site. Where the Green Infrastructure Strategy, Natural Environment SPD and/or relevant management plans identify effective mitigation opportunities appropriate to the impact of development this may be utilised as an alternative^(lix).

Land identified and/or managed as part of any mitigation or compensation measure will receive the same level of protection as the internationally designated site (or sites) that it is required to protect.

The Legal Context and Responsibility for Appropriate Assessment

8.48 The need for Appropriate Assessment (AA) is set out within Article 6 of the EC Habitats Directive 1992 (92/43/EEC). The Habitats Directive was originally transposed into UK law by the Conservation (Natural Habitats) Regulations 1994 which have now been replaced by the Conservation of Habitats and Species (Amendment) Regulations 2012. Under these Regulations, land use plans must be subject to AA if they are likely to have a significant adverse effect on a Natura 2000 site (Special Areas of Conservation, SAC and Special Protection Areas, SPA). It is Government policy^(lx) for sites designated under the Convention on Wetlands of International Importance (Ramsar sites); equivalent sites (potential SPAs and possible SACs) and sites identified or required as compensatory measures for adverse effects on European sites to be treated as having equivalent status to Natura 2000 sites. As such, AA should also cover these sites.

8.49 Where development proposals may impact, either directly, indirectly, or in combination on internationally designated sites, a screening assessment may be required to determine whether there is a need for AA.

8.50 Although it is the responsibility of the competent authority (the Council) to undertake the AA, developers must provide the Council with the information required for the purposes of the assessment or to enable them to determine whether an AA is required. This may require developers

lix This principle has been established through the High Court Judgement of J Sullivan in Hart DC v SoS for Communities and Local Government (2008).
 lx Paragraph 118 of NPPF.

to fund specialist surveys and evidence based reports. Where mitigation or compensation is required this will be dealt with through a S106 agreement.

The Current Position

8.51 Certain internationally designated sites are already experiencing recreational and urbanisation impacts on site integrity. These are:

- Northumbria Coast SPA/Ramsar site
- Teesmouth and Cleveland Coast SPA/Ramsar site
- Durham Coast SAC

Future Development

8.52 In applying this policy the Council has identified a buffer zone that extends 0.4km from the perimeter of the SPA/SAC/Ramsar (measured as the crow flies) within which development may have an adverse urbanising impact. In this zone permission may be granted, provided it is demonstrated that the proposal will not adversely affect the integrity of the site in question^(ixi).

8.53 Where it can be shown that proposals to mitigate the effects of development would avoid or overcome an adverse impact on the integrity of the site in question, or its qualifying features, planning permission will be granted and the mitigation proposals conditioned.

8.54 It should be noted that outside the 0.4km zone, developments may still have the potential to impact upon internationally designated sites. In coastal settlements, these may include residential developments which

increase the number of inhabitants and hence increase recreational pressure, and non-residential developments which are likely to increase visitor numbers to Durham's Coast. Evidence has also shown that the majority of visitors accessing the coast come from within 5 miles, therefore any development within this buffer will be included in the screening process to determine if there are any likely adverse effects. Where appropriate developers may be required to provide, or contribute towards, mitigation measures as outlined in relevant plans and strategies. This will include the Heritage Coast Management Plan and the GI Strategy which will include measures to minimise impacts on the Heritage Coast by existing users and those from the new developments, including the naturalisation and enhancement of underused green spaces.

Exceptional Circumstances

8.55 Regulation 62 of the Habitats Regulations^(ixii) permits the approval of plans or projects where there is a negative assessment under certain exceptional circumstances.

8.56 In accordance with Regulation 62, development proposals which would have a significant impact upon internationally designated sites will only be permitted if they can demonstrate:

- That there are no suitable alternative locations for development;
- That all forms of mitigation (rather than compensation) have been fully considered;
- That adequate compensatory measures to maintain the overall ecological coherence of the Natura 2000 network are in place (or at least could be put in place and will be delivered in advance of any

ixi Please refer to the HRA of the County Durham Plan for reasoning behind the establishment of these zones.

ixii Which transposes into UK law the requirement of Article 6(4) of the Habitats Directive.

harm caused to a site); and

- That there are 'imperative reasons of overriding public interest'. In the case where the site hosts a priority natural habitat or species, only reasons relating to human health, public safety or beneficial consequences of primary importance to the environment, can be considered, unless the competent authority has sought and had regard to an opinion from the Commission. For less sensitive European sites it would also be possible to consider projects which provide long term, large scale economic benefits.

8.57 Further guidance will be set out in the Natural Environment Supplementary Planning Document.

How will the Policy be monitored?

Indicator:

1. Number of applications approved within 400m of internationally designated sites?
2. Appeals upheld contrary to the Internationally Designated Sites Policy?

Target:

1. 0 applications without exceptional circumstances.
2. 0 upheld at appeal.

Policy 43 - Protected Species and Nationally and Locally Protected Sites

Policy 43

Protected Species and Nationally and Locally Protected Sites

Development proposals in, or which are likely to adversely impact upon, any of the following designations (where not a component of an internationally designated site):

- Sites of Special Scientific Interest
- National Nature Reserves
- Local Sites
- Local Nature Reserves (LNRs)
- Protected and Priority Species and their habitats

will not be permitted unless it can be demonstrated that the benefits of development would:

- a. Significantly and demonstrably outweigh the adverse impact; and
- b. Make a significant contribution to the management of the site, protection of species, the creation of new habitats and the creation of local ecological networks.

Development which, alone or in combination, has a demonstrable adverse impact on the ability of protected species to survive, reproduce and maintain or expand their current distribution will not be permitted unless:

- c. There are demonstrable reasons of overriding public importance; and
- d. Adequate appropriate mitigation/compensation can be provided.

New development should seek to create new appropriate habitats supporting local protected and priority species.

8.58 Durham's natural environment is one of its greatest assets and includes a particularly large proportion of the UK's biodiversity, including some of Europe and the UK's most significant sites which are protected by national policy and national and European legislation (as detailed in Policy 42 (Internationally Protected Sites). However the valuable natural environment includes not only Internationally protected sites, but also National and local sites such as Sites of Special Scientific Interest, National Nature Reserves, Local Nature Reserves, Local Sites and Local Geological Sites, as well as other features of nature conservation value.

8.59 Collectively these sites and natural features make up the local ecological networks necessary to underpin and maintain a healthy natural environment. This policy seeks to ensure protection and enhancement of these sites and features, and is necessary to help halt and reverse current negative trends and meet new challenges particularly arising from climate change adaptation and pressures associated with the increasing population.

8.60 It is vital that all stages of sustainable development are informed by relevant ecological information, from site selection and design to

planning decisions and long-term management. To determine the likelihood of harm occurring, the effects on any existing habitats, species and/or features of nature conservation importance should be assessed and the results documented. The method of survey and level of detail will vary according to the size and type of development and whether priority species and habitats exist on site. All effects should be considered, including positive and negative, direct and indirect, cumulative, and on and off site impacts over the lifetime of the development (including construction, operational and restoration phases), also giving consideration to disturbance effects such as noise, lighting, recreational pressures, trampling, traffic, domestic pets, vandalism etc. It is important that development construction; environmental method statements; habitat mitigation and enhancement are integrated into the development proposals at the earliest opportunity.

8.61 The following criteria should be addressed when development is proposed:

- Avoidance of existing sensitive habitats and species through careful site selection;
- Location and design of new development should be based upon the most up to date biodiversity data available;
- Retention of existing habitats and features of interest, and provision of buffer zones around any sensitive areas;
- Enhancement of biodiversity where possible through improving the condition of existing habitats or creation of new ones. Particular attention should be paid to priority habitats referred to in the Durham and/or UK Biodiversity Action Plan;
- Where harm is identified as likely to result, provision of measures to adequately avoid or mitigate that harm should be set out. Development may be refused if adequate mitigation cannot be

provided and there are no other material planning considerations which outweigh that harm or the derogation tests in Article 16 of the Habitats Directive cannot be met; and

- Provision of adequate management of the retained and new features.

8.62 Potential adverse impacts on the ability of protected species to survive, reproduce and maintain or expand their current distribution may include:

- Direct mortality;
- Increased risk of mortality for example through increased risk of road kill;
- Loss of, or degradation of foraging areas;
- Loss of densities, either directly or indirectly by loss/degradation of surrounding habitat;
- Fragmentation of supporting habitats; and
- Increased risk of conflict between species and people.

8.63 Compensation is a last resort, but will be necessary in some instances where other approaches cannot guarantee 'no net loss' of biodiversity and any unavoidable losses are outweighed by other sustainability considerations. Such measures should be delivered within the development site where possible. However where this is not feasible it may be more appropriate to deliver off site measures through legal agreements and landscape scale projects. Appropriate compensatory measures should demonstrate no net loss of the relevant local biodiversity resource in the short and long-term, and be delivered as close to the

development site as possible to avoid the degradation of local ecological networks or 'ecosystem services'.

8.64 Sustainable development also provides opportunities to enhance the natural environment for wildlife and Durham's communities, particularly through landscaping, public open space, Sustainable Drainage Systems and features of the built environment e.g. bird and bat boxes. Such measures should contribute to delivery of relevant Biodiversity Action Plan (BAP) targets, but also be tailored to local landscape character, Policy 39 (Landscape Character). Development may also open up opportunities to bring degraded or neglected features back into favourable condition through sensitive management to encourage wildlife. Such restoration will be particularly valuable where it contributes towards landscape scale projects.

8.65 Biological data gathered to support the development process should contribute to local biological recording.

How will the Policy be monitored?

Indicator:

1. % of schemes approved, affecting Protected Species and Nationally and Local Protected Sites, where mitigation or compensation is secured?
2. Appeals upheld contrary to the Protected Species and Nationally and Local Protected Sites Policy?

Target:

1. 100% target.
2. 0 upheld at appeal.

Policy 44 - Historic Environment

Policy 44

Historic Environment

Development will be required to conserve the fabric, character, setting and cultural significance of designated and non-designated heritage assets and seek opportunities to enhance structures and areas of significance throughout County Durham.

Developments that promote the educational, recreational, tourism or economic potential of heritage assets through appropriate development, sensitive management, enhancement and interpretation will be permitted. Those that offer significant improvements to heritage assets most at risk through neglect, decay or other threats will be given additional weight.

Development will not be permitted that would entail the loss, in whole or in part, of a heritage asset (designated or non-designated) unless it can be demonstrated that the proposed development will be implemented after the loss has occurred.

Designated Heritage Assets

Development which would lead to substantial harm to, or total loss

of significance of, a designated heritage asset will not be permitted unless it can be demonstrated that the substantial harm or loss is proven to be necessary to achieve substantial overriding public benefits, or all of the following apply:

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

Development that would lead to less than substantial harm to a designated heritage asset will only be permitted where that harm is outweighed by the public benefits of the proposal. When considering the balance of considerations great weight will be given to the conservation of the asset.

Non-designated Heritage Assets

The effect of development proposals on the significance of non-designated heritage assets will be taken into account in determining applications. In assessing proposals that affect non-designated heritage assets, either directly or indirectly, regard will be given to the significance of the heritage asset and the scale of any harm or loss.

8.66 County Durham has a wide variety of heritage assets that evidence and reflect human interaction with the landscape from prehistoric times to the present. These are manifested in landscapes, towns and villages, individual buildings and features, ancient monuments, open spaces, historic public realm and archaeological sites, with many phases interlaid upon one another. The County's designated heritage assets include:

- 1 World Heritage Site (covered by Policy 45 (Durham Cathedral and Castle World Heritage Site));
- 3036 Listed Buildings (101 Grade I; 157 Grade II*; and 2778 Grade II);
- 93 Conservation Areas;
- 226 Scheduled Ancient Monuments (SAMs);
- 17 Registered Parks and Gardens;
- 1 Historic Battlefield; and
- Numerous Archaeological Remains

8.67 All of these assets are recorded on the County's Historic Environment Record (HER), a publicly accessible computerised inventory of our historic environment including known heritage assets, sites without statutory protection, and the find-spots of archaeological objects. As part of the planning process the local authority can identify additional non-designated heritage assets that are not currently statutorily protected. Impact on a non-designated heritage asset is in itself a material consideration for planning decisions.

8.68 The Council is committed to achieving a high standard of curation and greater public access to the county archaeology collections as a

means of broadening and improving understanding of the cultural heritage of the county and informing decision-making. This complements greater availability and use of the HER and other heritage resources to aid development planning.

8.69 Neighbourhood Plans can identify any buildings and spaces that are considered worthy of local designation or of assessment for protection, which would be enacted through the national designation process. They can also identify a requirement for new conservation areas or the revision of existing ones using adopted Conservation Area Character Appraisals, along with the need for a local heritage list or a local buildings at risk survey.

8.70 The County contains an array of non-designated heritage assets, including:

- Buildings and structures, identified through the planning process, of special architectural and historic significance;
- Parks & Gardens of Local Interest (shown on the Proposals Map and listed in Appendix M - whenever necessary sites may be added or removed from the list);
- Spaces and settings which contribute to the significance of the historic environment; and
- Assets of archaeological interest that are demonstrably of equivalent significance to scheduled monuments.

8.71 Heritage assets, designated and non-designated, are irreplaceable, so any harm or loss will require clear and convincing justification. This policy aims to ensure that Durham's listed buildings, monuments, archaeological sites, landscapes and areas of historic and built heritage significance are preserved and enhanced so that they can continue to

make an important contribution to the environment, economy, quality of life and lifelong learning for this and future generations.

8.72 We are committed to working pragmatically to find positive solutions which will allow the historic built environment to play its part in delivering modern aspirations (however, alterations to, or development which affects, heritage assets will only be acceptable where they are consistent with the appropriate conservation of a heritage asset's significance). Development will be of the highest standard in order to maintain and enhance the quality of an area or building. It should be sensitive to its character, appearance and setting, and avoid or mitigate harm and improve understanding. Detailed guidance and standards are set out in the Built Environment and Historic Environment SPDs.

8.73 Development proposals which do not safeguard significance will be considered unacceptable unless such harm is demonstrably outweighed by public benefit.



8.74 For planning applications that affect a heritage asset applicants should describe and assess (in an appropriate Heritage Statement in

accordance with the Council's validation criteria) the significance of the heritage asset/s affected, including any contribution made by their setting. In the case of sites which include, or have the potential to include, heritage assets with an archaeological interest this will also involve field evaluation culminating in the formulation of a mitigation strategy requiring approval by the Council (the requirement to assess significance also falls to the local planning authority).

8.75 Occasionally there may be no alternatives for securing the future of a heritage asset that conform with planning objectives. In exceptional circumstances the we will assess whether the benefits of a proposal for enabling development (which would otherwise conflict with planning policies) but which would secure the future conservation of a heritage asset, outweighs the dis-benefit of departing from those policies. Any assessment will be soundly based on evidence.

8.76 Elements of a heritage asset's setting may make a positive, negative or neutral contribution to its significance, affecting the ability to appreciate that significance. The Heritage Statement will provide sufficient detail to understand the potential impact of the proposal on this relative significance.

8.77 Where we consider there to be a real and specific planning threat to the character, appearance and significance of any Conservation Area and protection is required to prevent harm, permitted development rights may in some circumstances be withdrawn under Article IV of the Town and Country Planning Act (General Permitted Development Order) 1995 as amended.

8.78 Applicants are expected to take account and adequately respond to adopted Conservation Area Character Appraisals and Management Proposals and other guidance produced at a national and local level.

A Positive Strategy for the Historic Environment

8.79 NPPF requires the Council to have a positive strategy for the conservation, enhancement and enjoyment of the historic environment. This strategy is contained in a number of policies throughout the Plan including this one and in particular Policy 1 (Sustainable Development), Policy 16 (Sustainable Design in the Built Environment) and Policy 45 (Durham Cathedral and Castle World Heritage Site). There are other proposals in the Plan such as the Town Centre Regeneration Areas at Claypath and North Road which will have a positive impact on Durham City's Conservation Area and the World Heritage Site.

8.80 The strategy also relates to the actions that the Council has committed to undertaking including:

- The adoption of Conservation Area Character Appraisals and Management Proposals for all of the County's 93 conservation areas. The Council will keep conservation areas under review and where appropriate, designate or de-designate areas;
- Targeting areas and properties which are identified through character appraisals and seeking to influence change in a proactive way, wherever opportunities arise;
- Supporting the improvement and condition of Heritage at Risk through identifying works, resources and providing advice;
- Managing, promoting and delivering an annual partnership programme of Heritage Open Days;
- Developing proposals for external bidding including the submission of an Heritage Lottery Fund bid; and
- Contributing to the revised World Heritage Site Management Plan.

8.81 We will also be developing natural, historic and built environment supplementary planning documents to support the County Durham Plan.

How will the Policy be monitored?

Indicator:

1. Number of listed structures demolished?
2. Number of listed structures removed from at risk registered as the result of implementation of permitted scheme.
3. Appeals upheld contrary to the Historic Environment Policy?

Target:

1. 0 buildings lost.
2. Trend of listed building being removed from the at risk register.
3. 0 upheld at appeal.

Policy 45 - Durham Cathedral and Castle World Heritage Site

Policy 45

Durham Cathedral and Castle World Heritage Site

The Outstanding Universal Value (OUV) of the World Heritage Site

(WHS) will be protected by requiring development proposals to demonstrate that consideration has been given to their impacts. Proposals will also need to demonstrate that the development will cause no harm to the significance of the WHS (including cumulative or consequential harm) either through impacts on its appearance, fabric, character or setting.

The Council will seek opportunities, including through its support of the objectives of the Durham Castle and Cathedral World Heritage Site Management Plan, to make a positive contribution to the WHS and its setting and to support and sustain its management. Development will therefore need to demonstrate that opportunities have been taken to positively contribute to the WHS and its setting and that they support its sustainable management.

8.82 Through the 1972 World Heritage Convention, the United Nations Educational, Scientific and Cultural Organisation (UNESCO) has identified the formal recognition and management of World Heritage Sites (WHS) as a key means of conserving the world's cultural and natural heritage for present and future generations. The designation of the Durham Cathedral and Castle WHS in 1986 recognised its national and international significance. The key qualities of the site relate to its historical, cultural and architectural importance and are set out in a list of Outstanding Universal Values (OUV). It is imperative therefore that development does not detrimentally impact on the WHS and its OUV, and that opportunities to positively enhance the site are supported.



8.83 The setting of the WHS is the environment in which it is experienced and understood. Development outside of the designated boundary can have adverse impacts on either the visual environment of the WHS or on features associated with it which contribute to its universal value. The setting of the WHS is formed in part by an 'inner bowl' contained by nearby ridges and spurs incised by the meandering River Wear, and a more diffuse 'outer bowl' contained by more distant high ground including the limestone escarpment to the east and south, and higher spurs and ridges to the west. These form important horizons and skylines in the backdrop of many views of, from and within the WHS, and contain important vantage points from which the WHS is viewed. Development within these areas can detract from the appearance of the WHS, as can development beyond the outer bowl which breaks the skyline. This is particularly true for tall structures such as wind turbines and masts.

8.84 In considering this Policy particular reference should be made to the statement of OUV for the WHS and the Durham Castle and Cathedral World Heritage Site Management Plan. The Management Plan provides

a strategy for conserving the WHS that meets the needs of the site's users and visitors. It is not a statutory document, but an advisory framework to inform decisions about the management of the site. It aims to:

- Conserve the site;
- Enhance the character of the site and its surroundings for the benefit of local communities and visitors; and
- Maintain the site's active role as a religious, educational and residential environment.

8.85 Applicants will be required to demonstrate that account has been taken of the impact of the proposals upon the significance of the World Heritage Site (including cumulative or consequential harm) and its setting and demonstrate that those proposals will have no substantive adverse effect upon its OUV. Substantial harm to, or loss of, designated heritage assets of the highest significance (including World Heritage Sites) should be wholly exceptional. Where a development proposal would lead to less than substantial harm to the significance of the asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.

8.86 Development proposals which fall within the WHS boundary, or potentially impact upon its setting, should assess the impacts principally within the design and access and heritage statements related to the proposal. More detail will be provided, including a definition of the setting of the WHS, in the future Built Environment and Historic Environment Supplementary Planning Documents. Proposals should also reference the Durham Castle and Cathedral World Heritage Site Management Plan.

8.87 Due consideration should also be given to Environmental Impact Assessment (EIA) regulations which list World Heritage Sites as among the 'sensitive areas' where lower thresholds apply to the assessment of

the need for EIA.

How will the Policy be monitored?

Indicator: Appeals upheld contrary to the Durham Cathedral and Castle World Heritage Site Policy?

Target: 0 upheld at appeal.

Policy 46 - Water Management

Policy 46

Water Management

Flood Risk

All development proposals will be required to consider the effect of the proposed development on flood risk, both on-site and off-site, commensurate with the scale and impact of the development. This includes completion of a Flood Risk Assessment (FRA) where appropriate. Development will not be permitted unless:

- In the functional floodplain (flood zone 3b), as identified in the Strategic FRA, it is water compatible or essential infrastructure;
- In flood zones 2 and 3a it passes the Sequential Test, and if necessary the Exceptions Test, as required by national policy;
- It can be proved through an FRA that the development, including the access, will be safe, without increasing or exacerbating flood

risk elsewhere and where possible will reduce flood risk overall;
(Ixiii)

Regarding Surface Water Flood Risk;

- d. There is no net increase, in surface water runoff for the lifetime of the development on all new development. Where greenfield sites are to be developed, the runoff rates should not exceed and where possible should reduce the existing greenfield runoff rates^(Ixiv). Where previously developed (brownfield) sites are to be developed, surface water runoff rates should be reduced by a minimum of 50% of the existing site runoff rate.^(Ixv) Surface water runoff should be managed at source wherever possible and disposed of in the following order:

1. To an infiltration or soak away system.
2. To a watercourse open or closed.
3. To a sewer.

Disposal to combined sewers should be the last resort once all other methods have been explored.

- e. Part of the development site is set aside for surface water management and uses other measures to contribute to flood risk management in the wider area and supplement green infrastructure networks, contributing to mitigation of climate

change, water quality and flooding as an alternative to or complementary to hard engineering;

- f. Where sites may be susceptible to over land flood flows (as shown in the Strategic Flood Risk Assessment) or lie within a Surface Water Risk Area (as shown in the Surface Water Management Plan) then developers must put adequate protection in place; and
- g. The development incorporates a Sustainable Drainage System (SuDS) to manage surface water drainage. Where SuDS are provided arrangements must be put in place for their whole life management and maintenance. Where appropriate SuDS should contribute to the provision of Green Infrastructure.

Where improvement works are required to ensure that the drainage infrastructure can cope with the capacity required to support proposed new development developer contributions will be required, in accordance with Policy 5 (Developer Contributions).

Water Quality

Development which would adversely effect the quality or quantity of surface or groundwater, flow of groundwater or ability to abstract water will not be permitted unless it can be demonstrated that no significant adverse impact would occur or mitigation can be put in place to minimise this impact.

All development must demonstrate control of the quality of surface

Ixiii In flood zone 1 an FRA will only be required for sites over 1ha.

Ixiv Existing greenfield run off rates for different areas in the County are set out in the Surface Water Management Plan 2011.

Ixv In line with the County Durham Surface Water Management Plan 2011.

water runoff during construction and for the lifetime of the development. For major developments^(lxvi) the management of water should be an intrinsic part of the overall development.

Disposal of Foul Water

In the consideration of development proposals, the hierarchy of drainage options that must be considered and discounted for foul water should be (in the following order):

1. Connection to the public sewer.
2. Package sewage treatment plant (which can be offered to the Sewerage Undertaker for adoption).
3. Septic Tank.

Applications involving the use of non main methods of drainage in areas where public sewerage exists or the use of Cess Pits will not be permitted.

Sewage and Waste Water Infrastructure

Proposals for new or extensions/improvements to existing waste water, sludge or sewage treatment works will be permitted, unless the adverse impact of development outweighs the need for greater capacity.

Flood Defence Infrastructure

Proposals for additional flood defences will be permitted only where

it can be demonstrated that the proposal represents the most sustainable response to a particular threat.

Proposals which seek to mitigate flooding, create natural flood plains or seek to enhance and/or expand flood plains in appropriate locations will be permitted.

8.88 The water environment is vital for its contribution to the County's biodiversity and is important to the quality of life of people both within and outside the County. Development must be within environmental limits and carefully consider how the water environment will be affected. How much wastewater can be safely disposed of, the protection of vulnerable aquifers and the prevention of increased flooding are key considerations in developing sustainable communities.

8.89 The Environment Agency is the regulator for licensing abstractions, pollution control and the quality of the water environment, whilst Northumbrian Water Limited (NWL) is responsible for water services and sewage treatment. A series of documents have been produced in accordance with the Water Framework Directive and have been instrumental in shaping the County Durham Plan.^(lxvii) The Council have been working closely with the Environment Agency and NWL, and we continue to collaborate with them and other infrastructure providers to inform future decision making.

8.90 The Council as the Lead Local Flood Authority (LLFA), is responsible for developing, maintaining and applying a strategy for local flood risk management and for maintaining a register of flood risk assets. We also have lead responsibility for managing the risk of flooding from surface water, groundwater and all watercourses that are not classified as a main river (which are the responsibility of the Environment Agency).

lxvi Major development is defined as comprising 10 or more dwellings or 1000m² of employment floorspace (see GPDO (2006, as amended))

lxvii These documents can be found at <http://www.durham.gov.uk/Pages/Service.aspx?ServiceId=8233>

8.91 As the LLFA we are a statutory consultee for surface water flood risk on all sites under 1 hectare. For sites over 1 hectare the Environment Agency and the Council must both be consulted. The Council is also the SuDS Approval Body (SAB) which means we are responsible for evaluating and approving SuDS in new developments. This will ensure that the proposed drainage system meets the new National Standards for Sustainable Drainage (2011) covering design, construction, operation and maintenance. As part of these responsibilities, from April 2014, we will be required to adopt and maintain SuDS serving two or more properties.

8.92 The Water Cycle Study (WCS) was carried out in 2011 to ensure that the growth envisaged for the County can be supported and is not hindered by water infrastructure and resources. This has informed the Infrastructure Delivery Plan (IDP) as well as allocations in this Plan.

8.93 The Strategic Flood Risk Assessment 2010 (SFRA) provides an overview of the areas susceptible to flooding and the risk posed by flooding from rivers, the North Sea, groundwater and surface water runoff. It assesses the risk as it stands as at 2010, as well as the increased risk from a number of factors including a changing climate and the construction of new development.

8.94 The Surface Water Management Plan (SWMP) contains more detail and informs and interacts with the County Durham Plan by giving Action Plans and priorities for each area, in line with our proactive approach to flood risk and climate change. It identifies Surface Water Risk Areas (SWRAs) and has an Action Plan for these and other issues. Additional attenuation measures are required within these areas including decreasing the volume of surface water entering the combined sewer system by managing this on-site or disposing to a watercourse where flood risk would not be increased. Critical Drainage Areas have also been identified and development in these areas will need careful consideration. The majority of SWRAs are in the east of the County or around urban

conurbations.

8.95 The Employment Land Review, Strategic Housing Land Availability Assessment and WCS are used with the SFRA to ensure that development will take place in the right places in County Durham.

Flood Risk

8.96 Flood risk is an important consideration in spatial planning. In County Durham flood risk is mainly fluvial, from rivers and watercourses, although we are seeing increasing events of surface water flooding due to climate change and development pressure. National policy is clear that planning policy should minimise vulnerability and provide resilience to impacts arising from climate change and avoid inappropriate development in areas at risk of flooding, which is primarily done through sequential/exception testing in line with NPPF Technical Guidance (March 2012). Where there is the possibility of any flood risk to a proposed development site, or the potential for flood risk impact on other sites, a site-specific Flood Risk Assessment will be required, once it has passed the sequential and exception test.

Sustainable Urban Drainage (SuDS)

8.97 Green infrastructure can be an important flood management, climate change and flood mitigation mechanism as well as providing benefits for communities, wildlife, biodiversity and ecological networks. Similarly SuDS can make a contribution to the green infrastructure provided on a site. If surface water is removed from combined sewers it increases their capacity and therefore prevents flooding. This is particularly important to development proposed in key Surface Water Risk Areas, as identified in the SWMP. SuDS and green infrastructure can also prevent pollution by filtration of surface water runoff thereby contributing to improvements in the quality of watercourses in line with legislation thereby contributing

to the Water Framework Directive objectives. ^(lxviii)

Water Quality

8.98 It is important also to consider the protection of water resources from pollution. The Magnesian Limestone Principal Aquifer underlies the eastern part of the County and is a source of drinking water for both Northumbrian Water and Hartlepool Water Company. It is therefore vital that this resource is protected. Pollution can affect groundwater for many decades and may be impossible to remove completely, even after the source of the pollution has been cleared up. The NPPF requires pollution prevention in new and existing development.

Sewage and Waste Water Infrastructure

8.99 NWL is the supplier of water and sewerage services for the County, looking after around 70 sewage treatment plants. Changes in population distribution and economic growth over the Plan period will increase demand on sewage treatment and the disposal of waste water. We have been working closely with NWL and the Environment Agency to ensure there is adequate and timely provision of treatment works in areas identified for growth in the Plan. This is a key part of the IDP and the detail is contained in the WCS.

8.100 Priority should be given, where possible, to accommodate any additional capacity within existing sewage treatment works. Where new sewage treatment works are required there will need to be a balance between meeting higher discharge standards, the environmental benefits of the development and the protection of the existing environment and amenity.

8.101 Increased demand for sewage treatment and higher water quality

standards will mean that in the future there will be additional sludge (a by-product of the process) to be disposed of. Proposals for recovery of sludge to produce beneficial end products will be encouraged where they can be located without significant adverse effects on local communities or the environment.

8.102 Proposals should minimise their impacts on the water environment and reduce water usage in line with Policy 1 (Sustainable Development).

8.103 Whilst this policy is applicable to all forms of development, a policy addressing the specific requirements for Minerals and Waste proposals will be contained in the future Minerals and Waste Policies and Allocations Development Plan Document. The policy approach to the Durham Coast is addressed separately in Policy 38 (Durham Coast and Heritage Coast).

Works Carried Out To or Near a Watercourse

8.104 Any works carried out to or near a watercourse, either open or closed, may require Water Course Consent from the LLFA (the Council). Works to or near a main river will need a Water Course Consent from the Environment Agency.

How will the Policy be monitored?

Indicator:

1. Number of approved and delivered sewage schemes by settlement?
2. Number of planning permissions granted contrary to NWL, Lead

lxviii Emerging evidence from the Woodland Trust and Manchester University states that the planting of trees or woods in the right locations can bring about improvements in water quality of 90% and can also help alleviate certain types of flooding.

Local Flood Authority, SuDS Approval Body and Environment Agency advice on flooding and water quality grounds?

Target:

1. Has progress been made to address the capacity issues in these areas:
 - Stanley
 - Newton Aycliffe
 - Spennymoor
 - and other areas reaching capacity
2. 0 Applications granted contrary to advice

Development should also demonstrate that it will not cause the site or the surrounding environment to become contaminated and/or unstable.

Proposals for the remediation of contaminated or unstable land will not be permitted where the benefits of remediation do not outweigh any harm to the natural and built environment.

Where necessary, the developer will be required to undertake further investigations and undertake any necessary remedial measures to ensure that contaminated or unstable land issues are addressed prior to the commencement of the development.

8.105 New development provides the opportunity to address the risk associated with contaminated and unstable land by bringing about its improvement through remediation.

8.106 Contaminated land can be regarded as any land which is in such a condition by reason of substances in, on or under the land, that can cause a risk to human health, property or the wider environment. Contaminated land can arise from a number of sources typically associated with some types of industrial and manufacturing uses such as gas, coke, chemical and steel works. Where a proposed development introduces a vulnerable end use, such as residential development or schools and the development site could be affected by a former potentially contaminative land use, the possibility of contamination should always be considered. When a new development is proposed that could cause land to become contaminated, for instance by the nature of the proposed use, the development should be designed in such a way as to minimise the risk of contamination occurring.

8.107 Within County Durham the principle issue which relates to ground instability relates to past coal mining. Large parts of County Durham have

Policy 47 - Contaminated and Unstable Land

Policy 47

Contaminated and Unstable Land

Development will not be permitted unless the developer can demonstrate that any contaminated or unstable land issues will be addressed by appropriate mitigation measures to ensure that the site is suitable for the proposed use, and does not result in unacceptable risks which would adversely impact upon human health, and the built and natural environment.

been identified by the Coal Authority as 'Development High Risk Areas' and 'Development Low Risk Areas' due the known occurrence of coal mining legacy issues and related hazards. The Development 'High Risk Areas' cover extensive parts of North, Central and South Durham. In these areas coal mining legacy issues have the potential to create unstable land and risks to surface development and it is essential for developers to demonstrate that new development will be safe and stable^(lxix).

8.108 Planning applications for new development on sites which are contaminated or are underlain by potentially unstable land must be accompanied by information which shows that investigations have been carried out to determine the nature and extent of any hazard as well as the possible impact it is likely to have on future users and the natural and built environment. Any assessment should set out the detailed measures needed to allow the development to proceed safely, including, as appropriate those needed to improve and treat the land, address land stability and any other public safety issues. The aim is not to prevent development of the land but to ensure that new development is appropriate for its location and that the physical constraints on the land are taken into account at the planning application stage.

8.109 Contaminated and unstable land often contains land of value to both the natural and built environment including habitats or species of nature conservation value and features of historical interest. In addition substantial parts of the County are above groundwater aquifers, and therefore development proposals should not create a pollution pathway into any potential water supply. A careful balance will need to be made in many cases between the benefits of remediation and the harm to other interests. Sufficient information will be needed at the planning application stage to ensure that impacts on the natural and built environment are fully

understood.

8.110 Where land is contaminated or there is reason to believe contamination could be present the Council will adhere to the Yorkshire and Humberside Pollution Advisory Council technical guidance on contaminated land^(lxx). In addition in line with current best practice all aspects of investigations into possible land contamination should follow the guidelines within CLR11 Model Procedures for the management of land Contamination (Environment Agency 2004). Investigations will also need to consider the possibility that new pollution pathways may be introduced as a result of development activities, such as piling, drain laying and trenches for services and that new receptors may be introduced by the development proposed.

8.111 Where there is reason to believe that unstable land could be present a Coal Mining Risk Assessment Report will be required to be submitted either as part of the planning application, or subsequently via condition whereby the Council will consult the Coal Authority unless the development is exempt. There may also be a need for appropriate mitigation measures to ensure that there will be no future ground instability and public safety issues arising from the development. Within the rest of the coalfield the Coal Authority's Standing Advice will apply^(lxxi).

8.112 Where necessary, planning conditions will be used to ensure that further investigations and any necessary remedial measures are undertaken to ensure that contaminated or unstable land issues are addressed prior to the commencement of development. It is also recognised that remediating and mitigating contaminated and unstable land may add substantially to the difficulty and cost of developing land. Consequently, the viability of development where there are high

lxix Please refer to the Coal Mining Legacy Map in the Proposals Map document. This map shows the extent of the 'Development High Risk Areas' and 'Development Low Risk Areas' in County Durham. Further information about the Coal Authority's Risk Based Approach can be found on the Coal Authority's website: <http://coal.decc.gov.uk/en/coal/cms/services/planning/strategy/strategy.aspx>.

lxx Development on Land Affected by Contamination - Technical Guidance for Developers and Landowners and Consultants, (Yorkshire and Humberside Pollution Advisory Council, August 2009).

lxxi Guidance on Coal Mining Risk Assessments are set out in Appendix ■.

remediation costs will be a factor which will be taken into account.

How will the Policy be monitored?

Indicator: Number of eligible schemes, within the high risk areas, that are not supported by a Coal Mining Risk Assessment?

Target: 0 schemes.

9 Transport and Infrastructure

9.1 The Council will use its planning and transport powers to deliver a high quality integrated and sustainable transport network which supports our aspirations for a strong economy, a vibrant tourism offer and improved quality of life for all of County Durham's residents.

9.2 The County's dispersed settlement pattern creates specific transport issues that need to be addressed. The majority of its residents do not live, work, shop or spend recreational time all in one place. The location of housing, employment, education, health, retail and leisure facilities can have a significant impact on patterns of travel and accessibility, particularly for those without a car. The provision of public transport in the County is difficult to plan for and is often reliant on subsidies, especially in rural parts of the County. The plan has been developed in order to complement the Local Transport Plan and with the understanding that the relationship between transport, infrastructure and planning is crucial for a successful development plan.

9.3 The County Durham Plan seeks to minimise the distance and length of the journey, make best use of existing public transport and the highways network while delivering sustainable transport choices. The majority of new residential, commercial and employment development is guided to the County's main towns, small towns and larger villages.

9.4 Infrastructure can be physical such as transport, social such as education and green such as parks and sports pitches. The Infrastructure Delivery Plan covers all forms of infrastructure that support this Plan. Specific policies relating to various types of infrastructure are covered in the relevant sections of this plan. For example:

- Transport Infrastructure and the Relief Roads are dealt with in Policies 9, 10 and 49;
- Flood Defence Infrastructure is dealt with in Policy 46;

- Renewable and Low Carbon Infrastructure is dealt with in Policy 21;
- Waste Infrastructure is dealt with in Policy 53; and
- Green Infrastructure is dealt with in Policy 20.

9.5 The Council has worked with statutory undertakers, utility companies and other agencies to develop an Infrastructure Delivery Plan which supports the proposed development identified in the Local Plan. This will ensure the delivery of essential infrastructure to serve existing and proposed development as well as ensuring the overarching aspirations of the Plan can be met.

9.6 If additional infrastructure is not delivered alongside new development, it can put pressure on existing facilities that may not have the ability or capacity to cope with the additional demand. This may have a detrimental impact on the existing population.

9.7 The provision of infrastructure is managed by a wide range of organisations, not just the Council. The Local Plan in conjunction with the Infrastructure Delivery Plan will play a key role in securing private sector involvement in infrastructure delivery, and in aligning the programmes of the various providers.

9.8 Policy 5 (Developer Contributions) provides more detail on the Council's use of S106 agreements and the emerging Community Infrastructure Levy to secure contributions towards infrastructure provision. These mechanisms will enable the Council to deliver infrastructure, facilities, amenities and other benefits to support and serve new development.

Policy 48 - Delivering Sustainable Travel

Policy 48

Delivering Sustainable Transport

The transport implications of all development must be addressed as part of any planning application. All development^(lxxii) shall deliver sustainable travel by:

- a. Delivering, accommodating and facilitating investment in sustainable modes of transport such as walking, cycling, bus and rail transport, alternative fuel vehicles and car sharing;
- b. Providing appropriate, well designed, permeable and direct routes for all modes of transport, so that new developments clearly link to existing routes for the convenience of all users; and
- c. Ensuring that any vehicular traffic generated by new development following the implementation of sustainable transport measures can be safely accommodated on the local and strategic highway network without causing additional congestion, or can be made safe by appropriate transport improvements.

Proposals for new development will be expected to comply with the Council's parking standards found in the 'Parking and Accessibility Guidelines'. More detailed transport policies can also be found in the Local Transport Plan.

Delivering Sustainable Transport

9.9 The County's dispersed settlement pattern means that the majority of its residents do not live, work, shop or spend recreational time all in one place. Commuting to work and school make up a large proportion of all traffic, particularly during morning and evening peak times. It is crucial that the Council, developers and other stakeholders deliver sustainable transport choices as development sites come forward via the planning system. Whilst the planning system cannot directly change people's travel behaviour, it can influence the delivery of more sustainable transport choices.

9.10 Sustainable modes of travel such as walking, cycling, public transport, car sharing and alternative fuel vehicles will be provided through travel planning as well as good design. The Transport Assessment (TA) should reflect the scale of the development and the extent of the transport implications of the proposal. For smaller schemes the TA should simply outline the transport aspects of the application via a Transport Statement, while for major proposals, the TA should illustrate accessibility to the site by all modes of transport, and the likely modal split of journeys to and from the site. It should also give details of proposed measures to improve access by sustainable modes, to reduce the need for car parking which would otherwise be generated by the proposal, and to mitigate transport impacts.

lxxii Mineral extraction and householder extensions excluded



9.11 Travel Plans seek to change travel behaviour. Recent evaluation work has shown that these plans can, with the right level of commitment from all partners, achieve significant value for money, with benefits outweighing costs by up to 13:1^(lxxiii). Crucially, benefits include a reduction in congestion on both local and national roads, as well as a reduction in carbon emissions. Travel Plans can also include some 'softer' measures to encourage alternatives to car based travel, such as providing showers in new office developments to encourage active travel.

9.12 If further guidance and thresholds regarding when Transport Assessments and Travel Plans are required they can be found in the Department for Transport's Website.^(lxxiv)

9.13 Access to sustainable forms of transport must be integrated into the design of new developments. All future development should be planned to maximise opportunities for walking, cycling, public transport, car sharing

and electric vehicles.

9.14 It is recognised that in some smaller settlements particularly in rural areas, there is a greater reliance on private cars and this has been recognised in the rural proofing process. This will be taken into consideration in the determination of planning applications.

Walking and Cycling

9.15 In Durham, sustainable and healthy local travel options will be promoted through ongoing improvements to the existing local cycle and footpath network. As well as local walking routes there are other important walking and cycling routes which include the nationally protected Pennine Way and C2C route, the regionally significant Teesdale Way, Weardale Way, the Heritage Coastal path and numerous local routes which encourage and enable walking and cycling for recreation and travel.

9.16 New developments should incorporate the 'pedestrian and cycle first' principle. All transport journeys include an element of walking, whether its walking to a bus stop or even walking to a nearby car park. All new developments must include pedestrian and cycling routes which are direct, attractive and convenient and take priority over motor traffic. Walking and cycling routes provided through new developments must be permeable for users and allow greater accessibility to bus stops and connect with existing routes. Development sites which are designed as 'one way in, one way out' for pedestrians and cyclists will not be favoured. New Developments must provide direct links to new or existing footpath or cycling networks, where appropriate, as well as to nearby local attractors such as schools and shops, thereby negating the need for short trips to be undertaken by car.

9.17 Cycling in particular, provides a major opportunity in the County

lxxiii DFT - Creating Growth, Cutting Carbon (2011)

lxxiv <http://webarchive.nationalarchives.gov.uk/20100409053417/http://www.dft.gov.uk/adobe/pdf/165237/202657/guidanceontapdf>

to reduce reliance on the private car. The County has set out its ambitions for cycling in the County Durham Cycling Strategy and Action Plan 2012-2015 ^(lxxv) As economic growth is the overarching priority of the Plan, Cycling Super Routes that connect our 12 major towns have been identified and are prioritised by the Council for investment. Developers contributions should provide funding for Cycling Super Routes and Secondary Routes as identified on the proposals map.

Public Transport

9.18 Bus travel is by far the most used form of public transport in County Durham. A dispersed settlement pattern, low car ownership, unemployment and the ageing population are all reasons why the bus service in County Durham is so important. Transit 15 has sought to improve the frequency and reliability of buses across the County on important routes through bus priority measures including bus lanes, traffic light priority, infrastructure improvements including real time information at bus stops. Smart ticketing, promotions and real time information have a major role to play in making public transport more attractive for the County's residents.

9.19 When allocating new development sites, the proximity and frequency of bus services have been a key consideration. As part of new applications, developers must consider the impact of the development on the local bus routes. Where possible, bus routes should penetrate new development sites through permeable routes and bus priority measures will be considered where appropriate. As a minimum, a Transport Statement should be provided which describes the local public transport network and includes a full description of how the development will incorporate access to this network. Where appropriate, developers will be asked for a financial contribution so the Council and bus operators can work together to improve bus provision for a particular site. If applicable, proximity and access to rail services should form part of a planning application.

Mitigating Travel Impacts

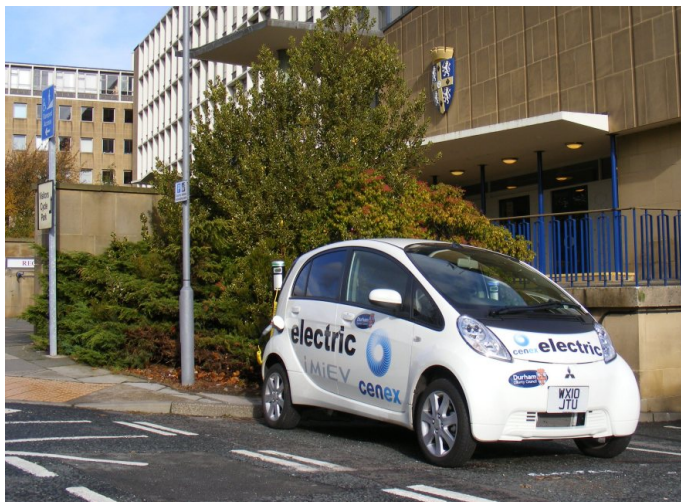
9.20 Where the measures outlined in the Travel Plan or the design of a scheme are insufficient to fully mitigate the impact of increased trip generation on the local highway network, off site transport infrastructure improvements will be required.

9.21 Developers will be expected to provide additional investment via a legal agreement so additional traffic can be accommodated. For example, a contribution could be made to the Council to improve the local bus service or to provide additional capacity on the highway network. By working with bus and rail operators, the Council will seek to encourage operators to provide transport that is as reliable, affordable and as simple to use as possible. We will also encourage operators to consider the impact of proposed development in their future investment plans through work on the Infrastructure Delivery Plan.

Alternative Fuel Vehicles and Car Sharing

9.22 In County Durham, it is very important that we plan to enable the adoption of alternative fuel vehicles and also actively discourage the number and frequency of single occupancy car journeys through the provision of car sharing bays. This is because passenger cars are often the only practical choice for residents living in some parts of the County, particularly rural areas. Electric vehicle charging infrastructure and car sharing bays will be required where 100 parking spaces or more are being provided. The detail of how this policy will be delivered is covered in the Parking and Accessibility Guidelines.

lxxv The County Durham Cycling Strategy and Action Plan can be found at: <http://www.durham.gov.uk/Pages/Service.aspx?ServiceId=6374>.



Parking and Accessibility Guidelines

9.23 All new developments must provide as part of new development. The detailed design implications relating to this policy are detailed in the Council's Parking and Accessibility Guidelines. These guidelines have recently been reviewed and updated to reflect the introduction of the County Durham Plan and alterations to national guidance. The previous national policy guidance in PPG13 advocated restricting parking supply at origin and destination. The consequences of limiting parking supply on residential estates did not have the desired effect as people ended up parking in non-designated areas such as verges and gardens. Therefore, the new guidelines will not seek to minimise parking at origin but rather focus on limiting parking supply at destination.

9.24 Therefore, the guidelines will provide minimum parking standards that house builders must adhere to when building new housing. On employment sites, the Council will still be enforcing maximum parking standards as a means of encouraging more sustainable travel behaviour.

9.25 General design principles relating to site layout, including parking, are detailed in Policy 1 (Sustainable Development) and Policy 16 (Sustainable Design in the Built Environment).

How will the Policy be monitored?

Indicator:

1. Number and type of planning applications approved on safeguarded cycling routes contrary to the Delivering Sustainable Travel Policy?
2. Percentage of charging points for electric vehicles per 100 spaces planned within a permitted scheme?
3. Percentage of car sharing bays per 100 spaces created as planned within a permitted scheme?
4. Number of Travel Plans implemented 1 year after occupation of new development?

Target:

1. 0 applications approved on safeguarded cycling routes contrary to the Delivering Sustainable Travel Policy
2. 3 charging points per 100 parking bays
3. 15 car sharing bays per 100 parking bays
4. 100%

Policy 49 - Provision of Transport Infrastructure

Policy 49

Provision of Transport Infrastructure

New highway schemes and new transport infrastructure identified in the County Durham Infrastructure Delivery Plan will be permitted where they:

- Are necessary to improve the existing highway network and/or rail network;
- Support economic growth;
- Enhance connectivity either within the County or with other parts of the region; or
- Accommodate future development sites; and
- Minimise and mitigate any harmful impact upon the environment and the amenity of local communities; and
- Make safe and proper provision for the movement of walkers, cyclists and public transport.

How will the Policy be monitored?

Indicator: Number of new transport schemes implemented?

Target: None Identified.

Policy 50 - Allocating and Safeguarding Transport Routes and Facilities

Policy 50

Allocating and Safeguarding Transport Routes and Facilities

Allocated Transport Facilities

The following transport routes and facilities, as shown on the proposals map, are allocated:

- A new rail station at Horden Sea View to serve the Durham Coast Line; and

Safeguarded Transport Routes and Facilities

The following transport routes and facilities, as shown on the proposals map, are safeguarded:

- Cycling Super Routes and Secondary Cycle Routes within and between the 12 main towns;
- The Leamside Line and associated infrastructure;
- Bowburn Relief Road;
- East Durham Link Road (Phase 2 to Murton).
- Sherburn Road Retail Link Road
- A new bus station at North Road, Durham City.

Development that would prevent the future development of the safeguarded transport routes and facilities will not be permitted.

Provision of Transport Infrastructure

9.26 Transport infrastructure improvements are central to the delivery of the County Durham Plan. They will support economic growth, sustainable transport and the regeneration of the County whilst helping to improve connectivity between County Durham and adjoining areas within the North East and beyond to support our economy. Funding or developers contributions will be sought as appropriate to support the delivery of key transport infrastructure improvements. While all transport schemes will have to conform to other relevant local plan policies, new highway schemes and other transport infrastructure will have to specifically conform to the criteria set out in Policy 49 (Provision of Transport Infrastructure).

9.27 The safe efficient and free flowing movement of vehicles and people across the entire highway network is crucial to achieving the Council's ambition of improving the economy as well as being essential in the move towards sustainable local communities. Proposals for improvements to the highway network and other transport infrastructure will be supported, where it can be demonstrated to be necessary in the absence of suitable transport alternatives and where they are viable and improve the economic prosperity of the County. Roads must be justified in accordance with the criteria set out above and should be routed and/or designed in such a way that they are assimilated into their surroundings with minimum disturbance to the environment including the cultural heritage of an area.

9.28 All transport proposals, including those referred to in this policy and other minor highway schemes, are included in the Infrastructure Delivery Plan and the Local Transport Delivery Plan.

Rail

9.29 The railway network connects a number of settlements in the County with major centres in the Tyne and Wear and Tees Valley conurbations. While the ECML is running close to capacity, there are opportunities for improving the rail network and services in parts of the County.

9.30 In particular, a new station on the Durham Coast Line, and the Leamside Line provide opportunities for sustainable travel from the County into the conurbations. Although not included in the Plan there is also potential the Tyne and Wear Metro could extend into County Durham in the longer term with an extension. Nexus, who manage public transport in Tyne and Wear, have expressed an interest in extending the Metro service southwards on the Durham Coast Line, to Seaham and possibly to the new station at Horden Sea View. The extension would be dependent on the electrification of the Durham Coast Line and compatibility with existing passenger and freight services.

New Station at Horden Sea View

9.31 A new station at Horden at Sea View will improve access for passengers on the Durham Coast Line. It will connect areas of high population with areas of employment (such as the Tees Valley and Tyne and Wear conurbations) as well as making East Durham more attractive for inward investment. The recent report 'Peterlee-Horden Station: Outline Demand Forecasts' completed in March 2012 has determined that a station in this location is commercially viable. A funding package for the new station is now being established. We are therefore allocating the land required to deliver the development as part of the Plan.

9.32 Nonetheless, it is recognised that the new station's proximity to Durham Coast SAC and Northumbria Coast SPA needs to be taken into account when considering design proposals. Specifically, it is the intention that the new station will not increase recreational pressure along the

Durham coast through the creation of new connecting footpaths or affect local water supply or quality by establishing a surface water management plan for the site.

The Leamside Line

9.33 The Leamside line is a major opportunity to improve rail services and cross boundary links into the major conurbations north and south of County Durham. It runs for 34km from Tursdale Junction near Ferryhill to Pelaw in Gateshead via the east side of Durham City and to the east of Washington. The line was 'mothballed' in 1992 when the ECML was electrified and re-signalled as it was believed at that time that the ECML would be sufficient for forecasted demand. However since 1992, rail patronage has accelerated beyond forecasts and there is now growing momentum from businesses (represented by the North East Local Enterprise Partnership), key government transport agencies, politicians and local authorities to re-open the Leamside Line.

9.34 There is evidence that both the ECML^(lxxvi) and parts of the A1(M), particularly the Gateshead Western Bypass,^(lxxvii) are running at or above capacity. The reinstatement of the Leamside Line would be a significant and regionally important piece of transport infrastructure which would provide additional capacity and relieve the existing two track railway between Darlington and Newcastle, improve transport accessibility across the region and provide opportunities for modal switch and the associated environmental benefits this entails. It would also have the added benefit of providing extra capacity for more freight to be transported in and out of the County making the area a more attractive location for business.

9.35 Because of capacity issues on the ECML, the frequency of rail services from Durham and Chester-le-Street to Newcastle and York could be improved. A re-opened Leamside Line would free up capacity on the

ECML and help the Council deliver a long held ambition to have an evenly spread 15 minute interval service at Durham City Station to link Durham City to York and Newcastle. An hourly service in both time directions from Chester-le-Street is also an ambition of both the Council and Nexus.

9.36 Since the last services were withdrawn, the Council has sought to preserve the corridor of the line but unfortunately estimated reinstatement costs have risen to £100m as the condition of the track, signalling and embankments has deteriorated. This is a major barrier to the reopening of the line. As a result we are safeguarding the route of the Leamside Line rather than allocating it as there is currently too much uncertainty over how the reopening will be funded.



Road

9.37 The key strategic highway infrastructure required for the successful

lxxvi ECML 2016 Capacity Review - December 2010

lxxvii

implementation of the County Durham Plan are the Northern and Western Relief Roads. These proposals are covered by specific policies in Chapter 4.

9.38 The routes of the schemes at Bowburn, Murton and Sherburn Road are safeguarded in this policy but their funding has not yet been identified. These schemes are heavily reliant on employment allocations being delivered and the planning applications would be subject to a legal agreement securing developers contributions to pay for the infrastructure.

9.39 Other highway improvements that are key to the delivery of this plan, but do not require safeguarding of land include:

- Installation of a Roundabout at Sunderland Bridge (A167/B6300);
- Improving Milburngate Bridge for Walking and Cycling Accessibility;
- Improvements at Northlands Roundabout, Chester-le-Street; and
- Strategic Road network improvements at Junction 63 of the A1 (M), Chester-le-Street.

9.40 The above principally relate to the need to increase capacity of the highway network along key economic transport corridors in and out of Durham City and Chester-le-Street.

New Bus Station at North Road, Durham City

9.41 Within Durham City, land is safeguarded at the northern end of North Road to improve the city's transport infrastructure. The safeguarded land is key to the wider redevelopment of land on North Road to provide an improved retail, pedestrian and transport offer on North Road. The wider area of land on North Road is identified in Policy 25 (Retail Allocations and Town Centre Regeneration Areas) as a key Town Centre

Regeneration Area.

9.42 The safeguarded land in this policy will be used for re-locating the bus station, creating better retail floor spaces on the exiting bus station site and removing the existing A690 roundabout and replacing it with a signalised junction. These modifications will create a modern and more pleasant environment and improve pedestrian links between the shops and the bus and rail station. These improvements will help reduce the severance effects currently experienced by pedestrians crossing the A690 at the Northern end of North Road.

Cycling Super Routes and Secondary Routes

9.43 The Cycling Strategy and Action Plan for County Durham 2012-15 specifically sets out the ambition of delivering Cycle Super Routes within and between the 12 main towns. The development of the Cycle Super Routes will increase opportunities for sustainable travel to work, school and key services. Secondary Routes have also been identified that will provide important tourism and leisure opportunities. These include the safeguarded route between Barnard Castle and Bishop Auckland, which is intended not to be simply a cycle way but a multi-user route incorporating green infrastructure and bringing ecological and biodiversity benefits.

9.44 In order to promote sustainable travel, the Cycle Super Routes and Secondary Routes are a priority for investment. However, as there is still some uncertainty over the funding of the entire network, the Plan is safeguarding the routes rather than allocating them. The Cycling Super Routes are aligned along combination of highways, existing public rights of way and nationally promoted cycling and walking routes. Not all Super and Secondary Cycling Routes have been identified on the Proposals Map as no specific route ways can be identified on a map at the time of writing. The existing routes shown on the proposals map are also not comprehensive, however all routes can be added to following future cycle route audits. Where development abuts or encroaches an identified route, then provision must be made within the planning application to incorporate

a high quality cycling route through that site so that the implementation of the Cycling Super Routes or Secondary Route is not prejudiced.

9.45 The map below shows general corridors of Cycle Super Routes in County Durham where a specific route could not be currently identified for the proposals map but where the council would support cycling route proposals in the future.

9.46

Freight

9.47 The ability of business to transport goods and raw materials is essential to the efficient functioning of the economy. While the majority of freight within the County will continue to use the road network, it is important that there are viable alternatives to road transport as well as providing alternative routes by road freight where they conform with Policy 48 (Delivering Sustainable Travel).

9.48 The main opportunities for improving rail freight in County Durham could come through the re-opening of the Leamside Line by providing an alternative route to the East Coast Main Line (ECML) between Tursdale south of Durham City and the Tyne and Wear conurbation. A rail freight interchange at Tursdale could improve the facilities for rail freight in the County and in the North East. Given the uncertainty over delivery the site is safeguarded by Policy 24 (Specific Use Employment Sites) for B1, B2 and B8 employment uses only associated with the development of a rail freight facility and related activity.

How will the Policy be monitored?

Indicator:

1. Is the Horden Sea View scheme on target in accordance to project plan?
2. Is the North Road Bus Station scheme on target in accordance to project plan?
3. Development approved and delivered within safeguarding areas that detrimental to the delivery of the scheme?

Target:

1. To be delivered by 2017
2. To be delivered by 2020
3. 0

Policy 51 - Utilities, Telecommunications and Other Broadcast Infrastructure

Policy 51

Utilities, Telecommunications and Other Broadcast Infrastructure

Proposals for new or extension to existing energy generation^(lxxviii), utility transmission facilities, telecommunication masts or other broadcast and broadband equipment which facilitate the electronic

lxxviii other than renewable energy generation which is covered in Policy 21 (Renewable and Low Carbon Energy).

transfer of data will be permitted where:

- a. It can be demonstrated that the scheme will not incur significant adverse impacts and its benefits outweigh any adverse negative effects; or
- b. It is located at an existing mast or transmission site, where it is technically and operationally feasible and does not result in visual clutter; and
- c. It does not cause significant and irreparable interference with other electrical equipment, air traffic services or instrumentation operated in the national interest.

9.49 As well as taking into account existing utilities infrastructure such as sub-stations, overhead power lines, underground cables and gas pipelines which run across or adjacent to development sites, the provision of new infrastructure is required to enable the growth proposed in the Plan. The Council will need to work in close partnership with energy providers to ensure minimum disruption to existing networks as well as enabling the phasing and delivery of appropriate utility infrastructure to support proposed development.

9.50 Changes in demand patterns can require the reinforcement or expansion of the existing infrastructure. The introduction of new technology, such as the increased use of electric cars, can have a significant impact on the need for new infrastructure.

9.51 The Energy White Paper makes it clear that UK energy systems

will undergo a significant change over the next 20 years. To meet the goals of the White Paper it will be necessary to update much of the UK's energy infrastructure during this period. There will be a requirement for:

- An expansion of national infrastructure (e.g. overhead power lines, underground cables, extending substations, new gas pipelines and associated installations); and
- New forms of infrastructure (e.g. smaller scale distributed generation, gas storage sites).

9.52 This policy does not cover renewable, low carbon, or waste based energy generation, which are covered by other policies in the plan. New power stations over 50MW are classed as nationally significant infrastructure and as such the Planning Inspectorate will examine applications and make recommendations to the Secretary of State at Department for Energy and Climate Change (DECC) for decisions. Power stations of 10 MW or more but less than 50MW, which use oil or natural gas, also require energy policy clearance under section 14(1) of the Energy Act 1976. DECC administers this on a country basis. ^(lxxix) In relation to planning and amenity aspects of high voltage electricity transmission lines and substations additional guidance can be found in 'Development near overhead lines' produced by National Grid. ^(lxxx) This document covers planning and amenity issues, both with regard to National Grid's approach to siting new equipment, and to development proposals near overhead lines and substations.

9.53 Modern telecommunications are essential to the national and local economy. Mobile telecommunications and access to high speed, reliable broadband are now considered essential to the success of many business

lxxix More detailed information on consents and planning applications for national energy infrastructure projects can be found at

<https://www.gov.uk/consents-and-planning-applications-for-national-energy-infrastructure-projects>

lxxx <https://www.nationalgrid.com/NR/rdonlyres/4DD2D3FF-B973-4F3C-A8C3-CDB640526660/45082/Developmentnearoverheadlines.pdf>

operations and individual lifestyles. The Council recognise the importance of next generation broadband in ensuring a sustainable economic future for County Durham. Through the BDUK Broadband Delivery Project, the Council aims to improve the economic and social wellbeing of all residents through the provision of high speed broadband access to all businesses, homes and communities in County Durham. This is particularly important in rural areas where it can benefit rural businesses, tourism based economies and can enable rural communities to access services and facilities online, but where commercial providers are less willing to provide access to this level of broadband provision. This is due to a number of factors but predominantly the rural topology of some areas (high infrastructure cost), areas of deprivation (low demand) and the dispersed nature of the population across the County.

9.54 With the development of new and advanced services the demand for new infrastructure is continuing to grow. The Council supports the enhancement of telecommunications in the County whilst at the same time seeking to ensure that the visual and environmental impacts are minimised.

9.55 Preference and encouragement will be given to mast sharing where this is technically and operationally possible. In this context the phrase 'visual clutter' is used to describe the visual impact created by bringing together a number of potentially unrelated structures in one place. Therefore the cumulative impact of additional infrastructure being added to an existing site will need to be taken into account as part of the application process.

9.56 Where new equipment is proposed, which cannot be located on an existing site due to technical and operational constraints, operators will be required to provide evidence that they have explored the possibility of alternative existing sites. This is of particular importance where the site

falls within an area of sensitivity, where it would normally be refused because of siting or appearance considerations.

9.57 In accordance with the NPPF, all new infrastructure installations should minimise the number of masts and new sites required where possible and be sympathetically designed and camouflaged where appropriate. Green infrastructure can also be a valuable tool in helping to mitigate the potential adverse visual and environmental impacts of new infrastructure development and should be considered as part of the application process. What the NPPF makes very clear is that local planning authorities must determine applications on planning grounds. They should not seek to prevent competition between different operators, question the need for the telecommunications system, or determine health safeguards if the proposal meets International Commission guidelines for public exposure. ^(lxxxix)

9.58 In addition to this a new Code of Best Practice on Mobile Network Development in England (2013) has been drawn up in partnership between Arqiva, English Heritage, the Mobile Operators Association, National Parks England, DCLG, DCMS, DEFRA and the Planning Officers Society. ^(lxxxii) The Code applies to all forms of wireless development, but very obviously is most relevant to proposals for new masts or base stations and significant additions or extensions to existing sites.

9.59 The Government has been carrying out a series of consultations around stimulating Private Sector investment to achieve a transformation in broadband in the UK by 2015. The most recent consultation proposes that for 5 years, broadband street cabinets and new poles can be installed under permitted development rights in any location other than a Site of Special Scientific Interest (SSSI) without the need for prior approval from local planning authorities. At the time of writing the outcome of this consultation has not been published however if permitted development

lxxxix <http://www.icnirp.de/>

lxxxii <https://www.gov.uk/government/publications/code-of-best-practice-on-mobile-phone-network-development>

rights are extended to broadband street cabinets and new poles whilst such rights apply then they will be exempt from this policy.

How will the Policy be monitored?

Indicator: Appeals upheld contrary to the Utilities, Telecommunications and Other Broadcast Infrastructure Policy?

Target: 0 upheld at appeal.

10 Minerals and Waste

10.1 National planning policy requires us to provide for the future needs for new mineral extraction and waste management. We intend to fulfil this requirement through the preparation of this Local Plan and a separate Minerals and Waste Policies and Allocations document. The role of these two documents are different. This Local Plan document will set out strategic policies for minerals and waste in County Durham over the Plan period and will:

- Identify the scale of future minerals extraction and waste management capacity that will need to be accommodated within the County over the period to 2030;
- Set out where and when new provision will be necessary;
- Provide clear guidance to enable site specific allocations and planning applications to be considered in both locational and criteria based terms; and
- Allocate strategic sites ^(lxxxiii) for new minerals and waste development, where considered necessary.

10.2 The Minerals and Waste Policies and Allocations document ^(lxxxiv) will complement the minerals and waste policies of this Local Plan. It will set out specific policies for a number of minerals not addressed by this Local Plan e.g. Underground Coal Gasification and Shale Gas Extraction, will contain detailed development management policies for minerals and waste and in addition, if necessary, will allocate any non strategic mineral or waste site which are required to meet the longer term need. Following the adoption of this Local Plan and in the interim until the Minerals and

Waste Policies and Allocations document is adopted, planning applications for new mineral working and waste development will be determined in accordance with the policies in this section of the Local Plan and other relevant policies and saved policies of the County Durham Minerals Local Plan (December 2000) and the County Durham Waste Local Plan (April 2005). Once adopted the policies and provisions of the Minerals and Waste Policies and Allocations document will replace any remaining saved policies of the County Durham Minerals Local Plan and the County Durham Waste Local Plan.

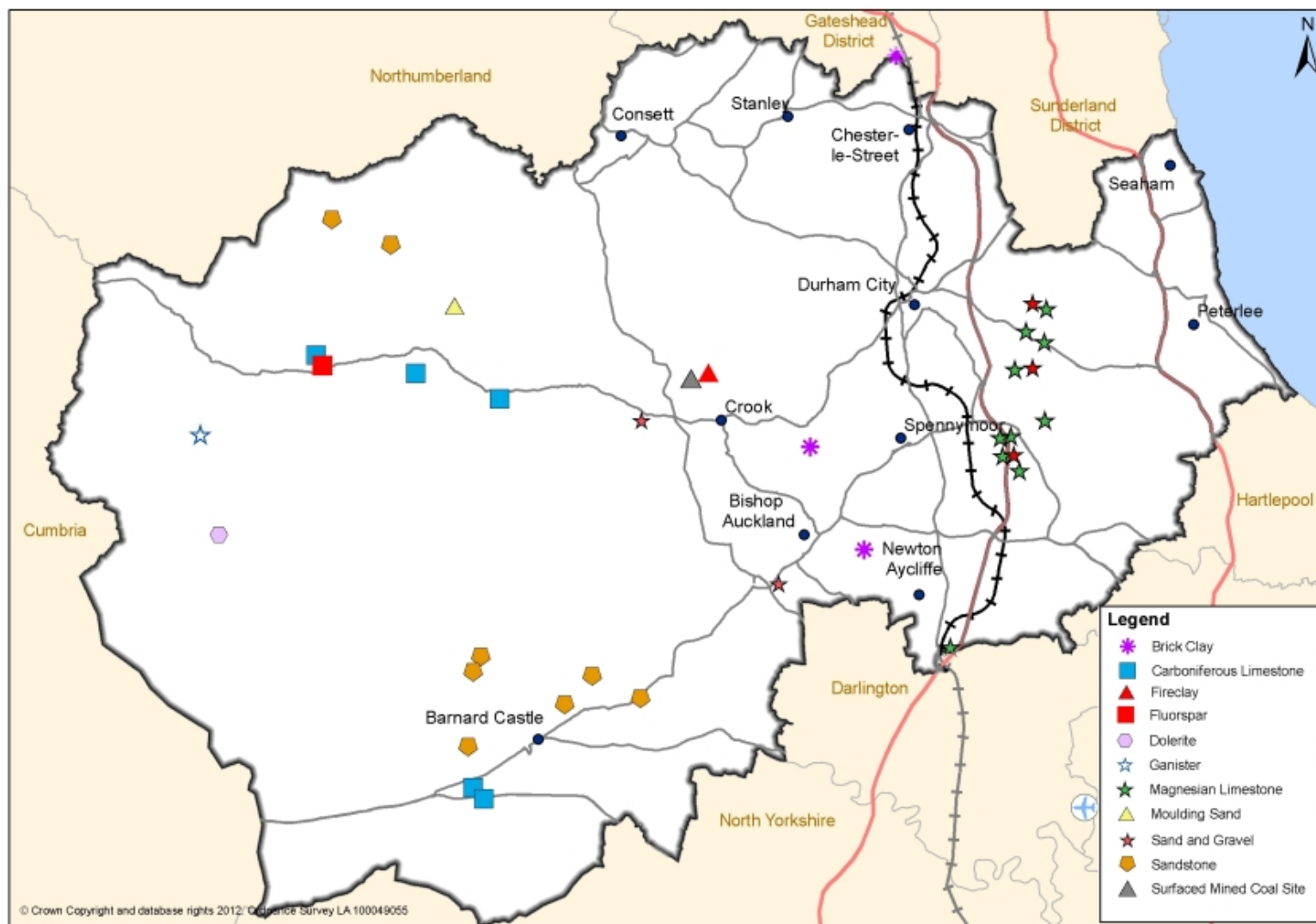
Minerals and Waste in County Durham

10.3 Minerals are a fundamental natural resource. They are of vital importance to modern economies and are essential to sustainable economic growth and quality of life. They contribute to the local and national economy through both direct and indirect employment and as essential raw materials including power generation, without which it would be impossible for the building and construction industry to deliver the new development and infrastructure which is required through the County Durham Plan.

lxxxiii Strategic Sites are those sites which are considered fundamental to the delivery of the Local Plan.

lxxxiv Further details of the role and scope of the Minerals and Waste Policies and Allocations document are set out in Appendix O.

Map 4 Mineral Sites in County Durham



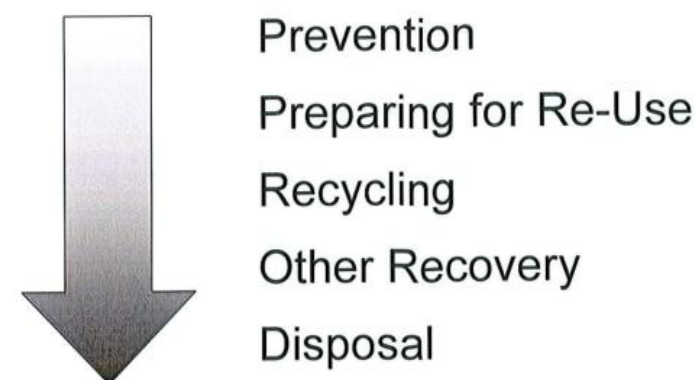
10.4 County Durham is a geologically rich county and possesses a wide range of mineral resources of local and national importance. The production of aggregates^(lxxxv) for use in the building and construction sector is the most important mineral extraction activity today. County Durham is a regionally important producer of aggregates and produces significant quantities of magnesian limestone, carboniferous limestone, dolerite and sand and gravel every year. Other important non aggregate minerals worked in the County include: brick making raw materials including coal measures mudstone and glacial clay to supply three of the regions remaining brick works; and natural building and roofing stone for a variety of purposes including general walling, building, paving, roofing and architectural building stone.

10.5 Historically, County Durham has also been a major producer of coal. Although all deep coal mines have now closed, continued interest remains in the extraction of coal by surface mined methods. Magnesian limestone is also worked for industrial purposes for use in the steel industry and a proportion of magnesian limestone, which is either unsuitable for aggregates or high grade uses, is used to produce agricultural lime to correct the acidity in soil. In addition County Durham contains a range of other mineral resources including deposits of fireclay that is sometimes found in association with coal, silica sand and vein minerals such as fluorspar and barytes although none are currently being worked today.

10.6 Waste is a natural by-product of all social and economic activity. Over the last twenty years international and national concern for the impact of the disposal of waste has led to a fundamental change in how waste is viewed. Rather than managing the disposal of waste primarily through landfill using voids created by mineral extraction, waste is now recognised as a valuable resource. Planning for waste management now seeks to

tackle the growth in waste, prevent waste at source, decouple economic growth from waste growth, and maximise the recovery of value through waste management which focuses upon increased recycling, composting and energy recovery, with final disposal a last resort, in line with the waste hierarchy.

Figure 3 Waste Hierarchy



10.7 County Durham faces major challenges in planning for waste management. Not only is the policy landscape changing, but the planning system and regional apparatus with it, and radical shifts in the behaviour of waste managers, waste producers and the public are needed. Waste management is increasingly seen as part of the wider efforts to reduce carbon emissions and combat climate change and the Government's Waste Review has pointed to the 'zero waste' economy as a clear goal. The strategy of the County reflects the Waste Hierarchy and will play a vital role in ensuring sustainable development in County Durham and

^{lxxxv} Aggregates are normally defined as being hard granular, materials which are suitable for use either on their own or with the addition of cement lime or a bituminous binder in construction. In Britain it is common practice to distinguish between primary aggregates and alternative sources such as secondary aggregates. Primary aggregates are produced from naturally occurring mineral deposits, extracted for use as aggregate and used for the first time. Secondary aggregates are usually defined as (a) aggregates obtained as a by product of other quarrying and mining operations such as colliery spoil or (b) aggregates obtained as a byproduct of industrial processes such as power station ash.

ensuring that resource use is within limits whilst ensuring necessary infrastructure is appropriate and in the right places. County Durham is a major producer of waste. Currently over 1.6 million tonnes of waste require management in County Durham every year^(lxxxvi) consisting of a wide range of waste streams including significant quantities of municipal, commercial and industrial and inert waste. In addition to these streams a range of other waste streams need to be managed including hazardous waste, agricultural waste, sewage and water treatment sludge and low level radioactive waste.

10.8 As part of the effort to encourage sustainable development and respond to climate change, the County Durham Plan needs to ensure that the use of resources is put onto a more sustainable footing. This will require careful extraction and efficient use of mineral resources, and the prevention and reduction of waste and recovery of value through sustainable waste management, as part of the move towards a low carbon economy.

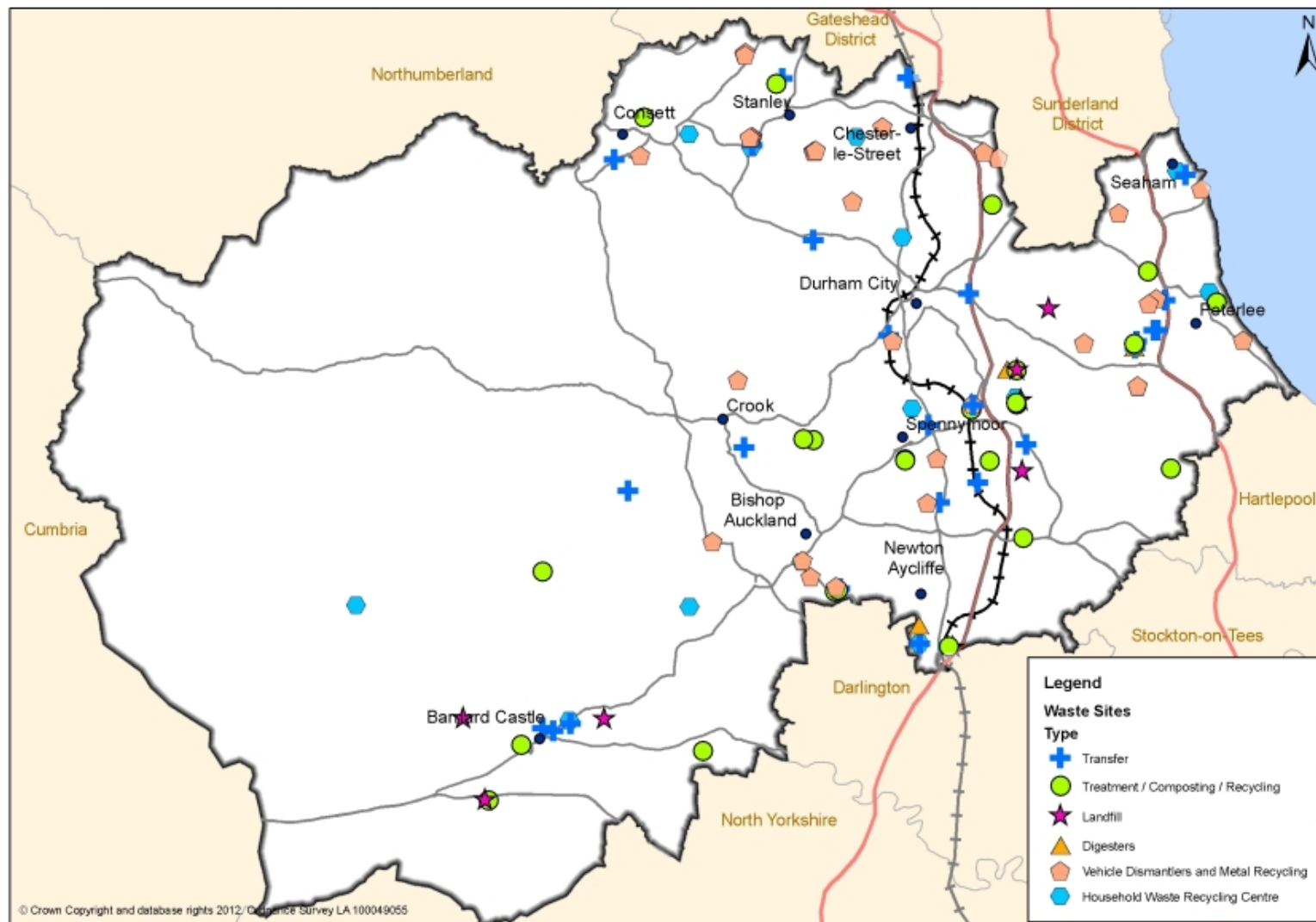
10.9 The minerals and waste policies of the Local Plan have been prepared against a backdrop of planning reform including the revocation of Regional Spatial Strategy for the North East and the replacement of the existing suite of national planning policy and minerals planning guidance notes and statements with the new National Planning Policy Framework. The Regional Technical Advisory Body (RTAB) on waste has also ceased. The NPPF does not address waste and current indications are that national waste policy will be published alongside the new National Waste Management Plan for England. As a direction of travel, the Waste Review of June 2011 sets out the Government's aims for a 'zero waste' economy.

10.10 The minerals and waste policies of the Local Plan are founded on a robust and credible evidence base, set out in Minerals and Waste Technical Papers. A single minerals and waste background paper will be

prepared to support the submission version of the Local Plan. The approach to minerals and waste planning set out in this chapter builds upon, and has had regard to, previous consultation undertaken.

lxxxvi Waste Interrogator, Environment Agency, 2010 and Environment Agency website: <http://www.environment-agency.gov.uk/research/library/data/132641.aspx>.

Map 5 Existing Waste Management Sites in County Durham



Policy 52 - Sustainable Minerals and Waste Resource Management

Policy 52

Sustainable Minerals and Waste Resource Management

The Council will promote, encourage and facilitate wherever possible the efficient use of minerals and waste and the development of a sustainable resource economy in County Durham by:

- a. Managing waste in line with the Waste Hierarchy and encouraging the prevention, recycling or use of waste as a resource. Where it can be demonstrated that waste cannot be reused or recycled, other recovery options including energy from waste (including anaerobic digestion) should be considered in line with other plan policies, before landfill. Landfilling of waste or landraising will only be permitted in line with Policy 63. The Council will continue to work to prevent or reduce waste in collaboration with various partners. Proposals which would help to prepare waste for re-use will be supported where they are acceptable in all other respects.
- b. Requiring all new built development proposals to use mineral resources as efficiently as possible; to reduce, re-use and recover the waste they produce during construction and demolition through on-site re-use/recycling or by processing at other aggregate recycling facilities; and to maximise the use of recycled and secondary materials within the development in place of primary aggregates.
- c. Requiring all proposals for mineral extraction to minimise the amount of mineral waste produced in extraction, handling,

processing and stockpiling; and maximise the potential for mineral waste to be used in recycling or on-site restoration. If mineral waste is not required for these purposes then where practicable, a market for its potential use should be identified.

- d. Encouraging and permitting the concurrent working of two or more minerals from the same site provided that the operation or restoration of the site is not prejudiced or significantly delayed and the overall proposal remains acceptable and does not have an unacceptable adverse impact on the both the environment and amenity of local communities.
- e. Permitting proposals for aggregate recycling facilities which help maintain and expand the County's existing network of aggregate recycling facilities including at locations suitable for permanent waste management facilities and at active quarries and landfill sites (provided they are for a temporary period not exceeding the permitted life of the quarry or landfill site) and provided that the operation or restoration of the site is not prejudiced or significantly delayed and the overall proposal remains acceptable and does not have a unacceptable adverse impact on both the environment and amenity of local communities.

10.11 In order to deliver sustainable development, the Plan encourages the efficient and sustainable use of minerals and waste.

10.12 Minerals are a finite natural resource. In order to support their long term conservation it is essential to make best use of them. In order to do this the Plan will adopt an approach to minerals supply which encourages their efficient extraction and the reduction and productive use of mineral waste, the concurrent working of minerals where two or more minerals naturally occur and the efficient use of minerals in construction

and redevelopment projects. In order to reduce the requirement for new mineral extraction we will also encourage the use of as much recycled and secondary aggregate material as possible where this is technically and economically feasible. In addition in order to ensure that minerals remain available for the use of future generations and are conserved in the long term through the Plan we will also seek to safeguard economically important minerals from sterilisation by non-minerals development and will require the consideration of prior extraction of minerals in advance of sterilising development.

10.13 Waste has a value and is no longer a problem requiring simple disposal by landfill or incineration. The clear aim of emerging policy is a 'zero waste' economy. The focus is increasingly upon the use of materials throughout the economy and thinking about more efficient use of resources, including waste.

10.14 Waste is a resource and not re-using it or recovering it is a misuse of valuable resources. We will seek to ensure that all waste types are managed in accordance with the principles of the Waste Hierarchy, whilst protecting the environment and human health. Priority will be given to the prevention or reduction of waste at source, followed by increased re-use, followed by recovery (recycling, composting etc), with less reliance on the disposal of waste without any recovery of value, which should be seen as a last resort. Landfilling of waste or landraising will only be permitted where it can be demonstrated that waste cannot be reused or recycled or where landfill would provide the most sustainable option or would provide clear overall environmental benefits such as the remediation of sites. The reduction and prevention of waste and the use of the Waste Hierarchy also have clear implications for the reduction of carbon emissions. This is due to the prevention of landfilling of biodegradable waste which creates methane when it breaks down; the prevention of the use of new raw materials or increased energy use for the processing of virgin materials; and also the prevention of the needless disposal of materials which can be re-used. Resource efficiency is a key objective of

the Plan. Wherever possible we will continue to work to prevent or reduce waste in collaboration with various partners.

10.15 Proposals which would help to prepare waste or waste items for re-use will be supported where they are acceptable in all other respects. In order to continue to develop a sustainable resource economy in the County, we will look to work proactively in collaboration with applicants to approve the development of re-use enterprises or schemes and in the delivery of new facilities which enable use to be made of waste resources.

10.16 When new mineral extraction is undertaken, in line with best practice, we will encourage all mineral operators to minimise the amount of mineral waste produced in extraction, handling, processing and stockpiling, and maximise the potential for mineral waste to be used for recycling or on site restoration, but if not required for these purposes and where practicable, identify a market for its use. Similarly when new minerals extraction is undertaken and when two or more minerals are found together in the same site, it is recognised as beneficial in economic and environmental terms for the minerals to be worked together. We will therefore require the consideration of concurrent working of minerals, thereby enabling full recovery of mineral resources and their beneficial use. Examples in Durham are fireclay which is often found in conjunction with coal suitable for surface mined extraction and permian sand which can often be extracted from magnesian limestone quarries.

10.17 In order to help conserve mineral resources for future generations where it is technically and economically feasible new development projects should always use a proportion of recycled and secondary aggregates in place of primary minerals. While there are already a number of national schemes in place to promote the sustainable use of primary minerals and this Plan does not intend to duplicate them, in order to maximise the use of recycled and secondary aggregates we will require that all planning applications should provide information on how mineral waste will be reduced and how recycled and secondary aggregates will be utilised

during the construction of new development projects. In this respect, where redevelopment occurs on brownfield sites it is recognised that development schemes will need to maximise the potential for recovering and recycling construction materials.

10.18 In order to help facilitate the use of recycled and secondary aggregates^(lxxxvii) and reduce the reliance on land won and marine aggregates, we will seek to permit proposals to establish both permanent and temporary aggregate recycling facilities in appropriate locations. We will seek to expand the County's permanent network of aggregate recycling facilities by permitting new facilities on suitable industrial estates and will encourage the use of mobile aggregate recycling facilities at redevelopment projects. We also recognise that opportunities may exist to locate temporary aggregate recycling facilities at active quarries in conjunction with landfilling operations on a time limited basis, which is in accordance and does not conflict with the primary planning permission at the quarry or the landfill site.

How will the Policy be monitored?

Indicator: Capacity (tonnage) of secondary and recycled aggregate management facilities?

Target: To increase the capacity of secondary and recycled aggregate management facilities (against the baseline figure).

Policy 53 - Safeguarding Minerals Related Infrastructure and Waste Management Sites

Policy 53

Safeguarding Minerals Related Infrastructure and Waste Management Sites

Important minerals related infrastructure including mineral processing infrastructure, secondary aggregates recycling facilities, concreting plants, mineral transportation infrastructure and waste management sites, as shown on the Proposals Map^(lxxxviii), shall be safeguarded and protected from all non mineral and non waste related development.

Planning permission will not be granted for non-minerals or non-waste related development:

- a. That would result in the loss of established minerals related infrastructure and waste management sites unless:
 1. An alternative site within an acceptable distance can be provided, which is at least as appropriate for the use as the safeguarded site; and
 2. It can be demonstrated that the infrastructure no longer meets the current or anticipated future needs of the minerals, building and construction industry or the waste management industry.

^{lxxxvii} Detailed information on recycled and secondary aggregates is provided within the Joint Local Aggregate Assessment for County Durham, Northumberland and Tyne and Wear.

^{lxxxviii} These facilities are listed in Appendix Q 'Safeguarded Minerals and Waste Sites'.

Planning permission will not be granted for non-minerals or non-waste related development that is proposed in the vicinity of existing minerals related infrastructure or waste management sites unless it can be demonstrated that it will not prevent or prejudice the current operation or future use of the minerals related infrastructure or waste management site.

10.19 County Durham contains an established network of minerals^(lxxxix) and waste^(xc) related management infrastructure. Such facilities are considered essential to the continued operation of the minerals and construction industry, and to the collection, management and disposal of waste in County Durham. Such sites will normally be safeguarded and protected from all non minerals and non waste related development.



10.20 While many of these facilities are located within the open countryside, within operational quarries or upon established industrial estates, there remains a risk that the future operation of some facilities could be compromised if new non-minerals or waste development is permitted in close proximity to this infrastructure. For proposals within the vicinity of important minerals and waste infrastructure we will consider whether the environmental and amenity impacts of the permitted minerals and waste operations are compatible with the proposed non-minerals and waste development.

10.21 The majority of minerals in County Durham are currently transported by road. It is recognised that this is unlikely to change to a significant degree due to the nature of mineral working, and the limited extent of the rail network. If the use of the rail network is to be increased, links to existing or potential workings need to be protected from inappropriate development. Any proposal which would breach an unused rail alignment via permanent development will not be acceptable. In order to encourage the sustainable transport of minerals a number of rail alignments and existing or proposed rail transshipment facilities will be safeguarded. Temporary rail transshipment facilities operating under time limited planning permission will not be safeguarded.

How will the Policy be monitored?

Indicator: Number of planning applications approved contrary to the Safeguarding Minerals Related Infrastructure and Waste Management Sites policy?

Target: 0 applications approved contrary to the Safeguarding Minerals Related Infrastructure and Waste Management Sites policy.

lxxxix Important mineral processing facilities include brick works, coated road stone plants and the kilns for the production of calcined material at Thrislington Quarry, secondary aggregate recycling facilities and concrete plants.

xc Important waste management infrastructure in County Durham includes household waste recycling centres (HWRCs), recycling and treatment facilities, waste transfer stations and landfill sites.

Policy 54 - Meeting the Need for Primary Aggregates

Policy 54

Meeting the Need for Primary Aggregates

The Council will seek to make sufficient land available for mineral working to enable a steady and adequate supply of primary aggregates to be maintained. In doing so the Council will seek to maintain a minimum crushed rock aggregate landbank of at least ten years and a minimum sand and gravel landbank of at least seven years at all times.

Proposals for new or extended aggregate workings will be permitted where:

- a. The site is allocated as a strategic site within the Local Plan or as a non-strategic site in the Minerals and Waste Policies and Allocations document; or
- b. It contributes to meeting the need identified in this Local Plan for further carboniferous limestone working which cannot be met by allocations within the Local Plan or by non-strategic allocations within the Minerals and Waste Policies and Allocations document, and provided that the proposal would accord with the spatial approach to the working of carboniferous limestone as set out in this policy and does not add significantly to the total landbank of permitted reserves in the County; or
- c. The Local Aggregate Assessment identifies a need for further working that cannot be met either by existing planning permissions, by a strategic allocation within this Local Plan or non-strategic allocations within the Minerals and Waste Policies

and Allocations document and provided that the proposal would accord with the spatial approach to the working of the aggregate mineral and does not add significantly to the total landbank of permitted reserves in the County; or

- d. Working would prevent the sterilisation of mineral resources and mineral extraction in advance of other development which either has planning permission or is allocated in the County Durham Plan; or
- e. The proposal is acceptable as a borrow pit and would provide aggregates in proximity to a specific construction project; and
- f. It can be demonstrated that there will be no unacceptable adverse impacts on both the environment and amenity of local communities.

Other than permitted under criteria (a) to (e) in combination with criteria (f) proposals for new or extended aggregate workings will not be permitted where the overall crushed rock or sand and gravel landbank is more than adequate to meet future needs and the overall productive capacity of existing sites is more than sufficient to meet the annual scale of working which is required to meet the ten year sales average proposals unless:

- g. The planning benefits of the proposal outweigh the planning objections; and
- h. The proposal accords with the spatial approach to the working of the aggregate mineral concerned as set out in this policy; and
- i. The proposal does not add significantly to the total landbank of

permitted reserves in the County; and

- j. It can be demonstrated that there will be no unacceptable adverse impacts on both the environment and amenity of local communities.

In recognition of the importance of the full recovery of permitted reserves, proposals to extend the end date for working and restoration within existing sites will be permitted, where it can be demonstrated that permitted reserves would otherwise remain unworked at the existing end of an existing planning permission provided that it can be demonstrated that there will be no unacceptable adverse impacts on both the environment and amenity of local communities.

All new planning permissions and reviews of existing permissions under the Environment Act 1995 (or any statutory modification to or re-enactment of that Act) will be conditioned to require the annual submission of information detailing the extent of remaining permitted reserves and sales.

Locational Approach

Magnesian Limestone

During the Plan period to 2030, no new magnesian limestone workings will be permitted for magnesian limestone aggregate or agricultural lime production.

Carboniferous Limestone

In order to meet the identified need for further carboniferous limestone working, priority will be given to proposals for major new sites and extensions to existing sites in locations outside, and which do not adversely impact upon, the North Pennines AONB, Special Areas of

Conservation (SACs) and Special Protection Areas (SPAs).

Unless allocated within the Local Plan or Minerals and Waste Policies and Allocations document, major new sites or major extensions to existing sites within or adjacent to the North Pennines AONB will be subject to the most rigorous examination and will only be permitted in exceptional circumstances. Applicants for planning permission will be required to demonstrate that there is an overriding need for the mineral which cannot be met from alternative sites or locations outside of the AONB and which is sufficient to outweigh the need to conserve the area. Proposals for small scale working within, or adjacent to, the North Pennines AONB will be carefully assessed with great weight being given in decisions to the conservation of the natural beauty of the landscape and countryside, conservation of wildlife and cultural heritage and the need to avoid adverse impacts on recreational opportunities.

Dolerite

If supply cannot be maintained from existing sites, proposals for new dolerite working will only be permitted provided that proposals for new working do not adversely impact upon, the North Pennines AONB, Special Areas of Conservation (SACs) and Special Protection Areas (SPAs).

Sand and Gravel

If further working is necessary towards the end of the Plan period proposals for further basal permian sand extraction from beneath the floor of existing magnesian limestone quarries will be prioritised, followed by extensions to other sand and gravel quarries outside of environmentally important areas.

10.22 County Durham is a major source of primary aggregates in the

North East of England, producing a range of types of crushed rock aggregate including magnesian limestone, carboniferous limestone, dolerite and sand and gravel. Although production has fallen in recent years, as shown in Table 9, due to the recent economic downturn, the scale of County Durham's contribution to meeting the region's needs for minerals has in the past been significant. Accordingly, we recognise that ensuring a continued supply of aggregates from County Durham is essential to the functioning of both County Durham and the North East's economy as a whole.

Table 9 Scale of County Durham and North East England Crushed Rock and Sand and Gravel Sales 2002 to 2011 (thousand tonnes)

	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
County Durham Crushed Rock Sales	3,378*	3,885*	3,417*	3,777	3,384	3,559	3,036	1,920	2,056	1,955
NE Crushed Rock Sales	5,760	6,691	6,512	5,740	5,652	5,689	5,079	3,379	3,462	3,433
County Durham Sand & Gravel Sales	302+	263+	375+	411+	371+	201+	183	199	164	236
NE Sand & Gravel Sales	1,199	1205	1,315	1,360	1305	1,037	926	757	757	888

Source: Unless otherwise indicated North East Aggregate Working Party Reports. + Council best estimates. * Report Apportionment of North East Guidelines for Aggregates Provision 2005 -2020.

and Allocations document we will seek to maintain a steady and adequate supply of primary aggregates over the plan period and beyond. Ensuring a steady and adequate supply of aggregates is recognised as important in order to support sustainable economic growth and the recovery of the economy. However, we also recognise the importance of ensuring that the supply of aggregates minerals is controlled. This is important in order to:

- Minimise the unacceptable adverse impacts of mineral working on both the environment and amenity of local communities;
- Ensure that supply is not significantly in excess of demand as this would lead to a proliferation of aggregate workings beyond that which is required;
- Prevent over provision in supply which would undermine the ability of existing aggregate quarries to be worked in accordance with their existing planning permissions; and
- Avoid undermining the sustainable use and long term conservation of minerals.

10.24 Traditionally the approach to aggregates provision in England has been based upon a top down approach to supply based upon National and Regional Aggregate Supply Guidelines published by the Government and then apportioned to individual sub-regions. As a result of the changes to the planning system introduced by the Government in 2012 this has now changed. While the Government still intends to publish National and Sub National Guidelines^(xci) and requires that they are taken into account by Mineral Planning Authorities such as Durham County Council, the

10.23 Through this Local Plan and the Minerals and Waste Policies

xci National and Sub National Guidelines are the Government's new name for the National and Regional Aggregate Supply Guidelines. The last National and Regional Aggregate Supply Guidelines were published by the Government in June 2009. While these guidelines were never formally apportioned the recommended apportionment for County Durham proposed an apportionment of 5 million tonnes of sand and gravel (312,500 tonnes per annum) and 59.4 million tonnes of crushed rock (3,712,500 tonnes per annum).

Government now requires the preparation of an annual Local Aggregate Assessment. Through this process Mineral Planning Authorities are required to assess the demand for and supply of aggregates in their area and then seek to make provision in their Local Plans. Rather than prepare a Local Aggregate Assessment in isolation and just for County Durham, the approach we have taken has been to prepare a Joint Local Aggregate Assessment (Joint LAA) with Councils in the adjacent sub-regions of Northumberland and Tyne and Wear.

10.25 The Joint LAA has been prepared in accordance with Government guidance^(xcii) and has been subject to consultation with relevant stakeholders including mineral operators, their representative organisations and neighbouring Councils. In addition it has considered and taken into account the Government's National and Sub-National Guidelines.

10.26 In terms of total provision, taking into account the ten year sales average for crushed rock^(xciii) and sand and gravel^(xciv) over the nineteen year period 1st January 2012 to 31st December 2030 the Joint LAA requires that County Durham should seek to make sufficient land available to enable the production of at least 57,697,300 tonnes of crushed rock (comprising magnesian limestone, carboniferous limestone and dolerite) and at least 5,141,400 tonnes of sand and gravel. Table 10 sets out the current position and demonstrates that there are more than sufficient permitted reserves within County Durham's aggregate quarries to meet future need based upon the current ten year sales average^(xcv).

Table 10 Aggregates requirement calculations based upon ten year average sales (2002-2011).

	Crushed Rock (tonnes)	Sand and Gravel Tonnes (tonnes)
Sales Average (2002 to 2011)	3,036,700	270,600
Requirement 1.1.2012 to 31.12.30	57,697,300	5,141,400
Permitted Reserves 31.12.11	136,734,450	4,606,736
Landbank years at 31.12.11	45	17
Additional Permitted Reserves 2012-13	0	3,790,000
Permitted Reserves 31.12.11 + Permitted Reserves issued in 2012/2013	136,734,450	8,396,736
Residual need to be met by allocations or new permissions	(Surplus of 79,037,150 tonnes)	(Surplus of 3,255,336 tonnes)

10.27 Despite the overall healthy quantitative position we have also sought to consider the ability of County Durham's aggregates quarries to achieve the scale of production required to both maintain sales in accordance with the current ten year sales average and maintain sales and achieve the higher scale of working resulting from the recommended sub-regional apportionment of the Government's June 2009 National and Regional Aggregate Supply Guidelines. In addition we have also considered the ability of County Durham's aggregates quarries to produce the range of types of crushed rock aggregate and sand and gravel aggregate that County Durham has traditionally produced. These matters

xcii Guidance on the Managed Aggregate Supply System, October 2012.

xciii The Joint LAA identifies that the ten year sales average for crushed rock from quarries in County Durham (over the period 2002 to 2011) is 3,036,700 tonnes per year.

xciv The Joint LAA identifies that the ten year sales average for sand and gravel from quarries in County Durham (over the period 2002 to 2011) is 270,600 tonnes per year.

xcv In addition it should be noted that there are also more than sufficient permitted reserves within County Durham's aggregate quarries to meet future need over the plan period to 2030 based upon the higher recommended sub-regional apportionment for both crushed rock and sand and gravel for County Durham derived from the Government's last National and Sub-National Guidelines.

are discussed below and are considered by each of the main mineral types produced in County Durham.

Aggregate Landbanks

10.28 In accordance with Government guidance on landbanks and their operation, based on the past ten year sales average, we will seek to maintain at all times a minimum landbank^(xcvi) of at least 7 years for land-won sand and gravel and 10 years for crushed rock. As can be seen above, on 31 December 2011 County Durham had a crushed rock landbank equivalent to 45 years and a sand and gravel landbank equivalent to 17 years. Following the reassessment of permitted reserves, the issue of planning permission to extend Old Quarrington and Cold Knuckles Quarry in 2012, and the issue of planning permission for a new site called Low Harperley, near Wolsingham in 2013, the sand and gravel landbank will increase further. Accordingly, both the crushed rock landbank and the sand and gravel landbank can be considered more than adequate to meet future needs. Furthermore, given that production of both crushed rock and sand and gravel is significantly below that which would be required to meet the ten year sales average it is considered that if this trend in production is sustained beyond the short term, it will result in existing permitted reserves lasting much longer than currently anticipated and the landbank period increasing further.

10.29 In accordance with Government guidance when considering future planning applications for aggregates working we will always consider each planning application on its own merits. However, where the landbank is adequate and sufficient to meet longer term needs, unless explicit provision is recognised as being needed in this Local Plan or identified within the Joint LAA, applicants seeking planning permission for new aggregate workings will always need to provide robust reasons as to why

further working is necessary and demonstrate that the planning benefits of the proposal outweigh other planning objections. Applicants will also have to demonstrate that the proposal accords with the spatial approach to the working of the aggregate mineral concerned, that it does not add significantly to the total landbank of permitted reserves in the County and that there will be no unacceptable adverse impacts on both the environment and amenity of local communities. In making any determination we will also consider the full range of planning benefits which could include a combination of:

- The safeguarding or creation of new employment associated with the mineral extraction;
- The contribution of new workings to increased sales where it can be demonstrated that further production is necessary to enable the ten years sales average to be met and it can be demonstrated that this cannot be met by existing sites;
- Helping to ensure that competition in the supply of aggregates is maintained;
- Enabling the continued production of non aggregates such as clay or agricultural lime; and
- Securing the early cessation of working at a particular site and its early and high quality restoration, in exchange for new permitted reserves within a more acceptable site.

10.30 Similarly, we will always consider the full range of planning objections which may include any direct and cumulative unacceptable adverse impacts upon both the County's environment and on the amenity

^{xcvi} In essence a landbank is a stock of permitted reserves with planning permission for mineral extraction. It includes all aggregate sites with planning permission for future working but does not include currently dormant sites where a new scheme of modern working and restoration conditions are required under the Planning and Compensation Act 1991 or the Environment Act 1995. The minimum length of the landbank reflects the time that is needed to obtain planning permission and bring replacement operations into full production.

of local residents. The harm that additional working will have on the ability of County Durham's existing mineral sites to be worked and restored in accordance with their existing planning permissions will always be given weight in the planning balance. In this regard it is important that existing mineral operators are provided with the confidence to justify investment in new plant and equipment and that any major investment decisions will secure a reasonable rate of return. Similarly, it is also important that residents' expectations are given due consideration and that sites are worked in accordance with the existing planning permissions whenever possible.

10.31 Government Guidance requires that we should ensure that a large existing landbank bound up in very few sites or in limited ownership should not stifle competition. This is a complex matter. Within County Durham, while it is recognised that a significant proportion of the crushed rock landbank is bound up in five sites we are not aware of any evidence to demonstrate that this is currently stifling competition^(xcvii).

10.32 Nevertheless, in order to accord with Government guidance, through this Local Plan we must ensure that competition can be maintained. A particular issue which must be acknowledged, is that mineral extraction will end at a number of quarries in the early part of the Plan period following the exhaustion of permitted reserves. This will result in a reduction in the number of magnesian limestone quarries and the number of independent aggregate producers in County Durham which will lead to a concentration of permitted reserves within a smaller number of larger sites.

10.33 In order to ensure that competition is maintained over the Plan period it is considered reasonable for the Local Plan to adopt a permissive approach. This approach could enable a number of environmentally acceptable extensions to existing magnesian limestone sites which would

assist in helping to maintain competition in the long term. Given the significant scale of remaining permitted reserves and the significant productive capacity within a number of the remaining magnesian limestone quarries and the need to avoid undermining the ability of these sites to be worked and restored in accordance with their existing permissions, the approach of the Plan will be to only allow small scale extensions to existing magnesian limestone sites, where it can be demonstrated that this would help maintain competition in the long term. Proposals to extend existing magnesian limestone sites containing significant quantities of permitted reserves or proposals for wholly new magnesian limestone sites cannot be justified on the basis of competition and will not be permitted through either this Local Plan or the Minerals and Waste Policies and Allocations document.

10.34 In relation to other aggregate minerals we do not consider that competition is an issue:

- Carboniferous Limestone - Through the provisions of this Local Plan we have identified a need for further carboniferous limestone workings over the Plan period, subject to environmentally acceptable proposals being brought forward. This will enable a steady and adequate supply of this mineral to be maintained and enable competition in its supply to be facilitated.
- Sand and Gravel - The sand and gravel landbank currently lies within five sites operated by three operators and is therefore neither bound up in very few sites or in limited ownership.
- Dolerite - While it is acknowledged that the permitted reserves of this mineral are contained within one single site, the designation of the majority of the dolerite resource as part of the Moor House-Upper Teesdale Special Area of Conservation (SAC) and North Pennines

xcvii The provisional findings of the Competition Commission enquiry into the operation of the Aggregates, Cement and Ready-mix Concrete Market were published in May 2013 and concluded that there were no adverse effect of competition in any market supplying aggregates in Great Britain.

Moors Special Protection Area (SPA) under the EU Habitats and EU Wild Birds Directive means that there are likely to be very limited opportunities for further working.

10.35 The maintenance of landbanks for the Plan period and beyond will depend on the availability of consistent, reliable and, where necessary, publicly available information of sufficient detail to enable the Council to come to a considered judgement on the adequacy of the landbank. In order to ensure a robust and credible evidence base for future decision making, all new planning permissions and reviews of existing permissions under the Environment Act 1995 (or any statutory modification to or re-enactment of that Act) will be conditioned to require the annual submission of information detailing the extent of remaining permitted reserves and sales.

Magnesian Limestone

10.36 Magnesian limestone underlies most of East Durham and has traditionally been divided into the lower, middle and upper magnesian limestone. The most commercially important part is the lower magnesian limestone series, which outcrops along the escarpment of the East Durham Limestone Plateau between Pitlington and Shildon. Within this part of the plateau there is a long history of quarrying which, together with both past and current quarrying activity has had a significant impact upon the area.

10.37 By scale of production, magnesian limestone is the most important mineral worked in County Durham today. Prior to the current economic recession approximately 2.5 million tonnes of magnesian limestone was extracted from County Durham's nine permitted magnesian limestone quarries and used for aggregate purposes every year. More recently we

estimate that production of magnesian limestone for aggregate uses has fallen to approximately 1.1 million tonnes. This decrease in production is considered to be mainly as a result of the economic downturn and a subsequent reduction in demand for primary aggregates rather than any shortage of available permitted reserves. The County's magnesian limestone quarries are also recognised as an important source of non-aggregate material^(xcviii).



10.38 Through work undertaken to prepare the Plan we have developed a comprehensive and robust evidence base which has enabled us to establish the overall composition of the crushed rock landbank. A significant proportion of the County's crushed rock landbank lies within the County's nine magnesian limestone quarries. At the end of 2011 permitted reserves of magnesian limestone aggregate were estimated to be approximately 110 million tonnes. Available evidence provided by

xcviii A process of calcination is used at the kilns at Thrislington Quarry to process up to 400,000 tonnes per year of high grade dolomitic limestone to produce a high grade product for use in the steel industry (see Policy 55, (High Grade Dolomite)). Agricultural lime, which is used to correct the acidity of soil, has been produced at six quarries as a secondary product (Thrislington Quarry, Crime Rigg Quarry, Coxhoe Quarry, Aycliffe Quarry, Witch Hill Quarry and Bishop Middleham Quarry). Production of agricultural lime was reported as 305,145 tonnes in 2005, 321,677 in 2006, 321,933 in 2007, 271,669 in 2008, 220,248 tonnes in 2009, 202,248 tonnes in 2010 and 205,261 tonnes in 2011.

operators also indicates that many of the County's magnesian limestone sites also have a significant unrealised productive capacity.

10.39 In overall terms we consider that the scale of remaining permitted reserves and the potential productive capacity of remaining sites should still enable the future need for magnesian limestone to be met from existing quarries. However, it is recognised that in order to enable the remaining quarries to meet future predicted need:

- That a number of quarries are likely to require the end dates for working and restoration to be extended. In particular, the current planning permission at Thrislington Quarry west of the A1(M) requires extraction to cease in January 2015 and the current planning permission at Coxhoe Quarry requires extraction to end in September 2018; and
- The scale of extraction at a number of magnesian limestone quarries will need to increase over and above current levels including potentially from currently inactive sites. Should the market require it, we accept that a number of sites will need to increase their scale of production in order meet pre-recession levels of production.

10.40 The County Durham Minerals Local Plan (adopted December 2000) set a strategy for the working of quarries on the magnesian limestone escarpment in County Durham and with the exception of making explicit provision for further high grade workings, set a presumption against future new working and extensions. This approach reflected the significant extent of existing permissions at the time the Plan was adopted and the need to minimise the direct and cumulative impact of present and future workings. Despite significant extraction of magnesian limestone since the Minerals Local Plan was adopted, the basis of this approach remains largely valid today. In these circumstances permitting proposals for new

or extended workings when there is an adequate landbank, which is well related to the main market areas, with significant permitted reserves remaining to be worked and when there is significant unrealised productive capacity, is not considered to be in the interests of the sustainable use of aggregate minerals, the sustainable exploitation of the County's mineral resources, the protection of the County's environment nor the local amenity of local residents. However, as discussed above, Government guidance^(xcix) does require that a large landbank bound up in a very few sites or in limited ownership should not stifle competition. Accordingly, the approach of the Plan will therefore seek to positively address this requirement of Government policy and will seek to permit environmentally acceptable proposals for small scale extensions to existing magnesian limestone quarries where it can be demonstrated that such a course of action will be in the interests of competition.

10.41 Through a previous call for new mineral sites we received two proposals for extensions to two of the larger magnesian limestone quarries, Coxhoe Quarry and West Cornforth Quarry. Given the extent of permitted reserves of crushed rock, and in particular magnesian limestone, within the County and within these sites, we do not consider that it is necessary to allocate extensions to either of these sites in the foreseeable future.

10.42 Agricultural lime which is used to correct the acidity of soil is produced as a by product from a number of magnesian limestone quarries in County Durham, where the primary purpose of the extraction has been the production of aggregates or for use in the steel and chemical industry. It is often the fines, which remain after magnesian limestone and high grade dolomite have been crushed and screened to meet specifications for aggregates or other markets. It can also be produced from specific upper horizons of the lower magnesian limestone succession which are unsuitable for aggregate purposes, as part of mineral workings to extract magnesian limestone aggregate. Two mineral operators have proposed

xcix Paragraph 145 of the National Planning Policy Framework and Paragraph 26 of the Guidance on the Managed Aggregate Supply System.

extensions to two existing magnesian limestone quarries in order to enable the production of agricultural lime, for both the domestic and export markets. Both proposals would also require the extraction of significant quantities of aggregates, from each quarry extension. The Council intends to consider both proposals as potential allocations within the Minerals and Waste Policies and Allocations document.

10.43 With the exception of Bishop Middleham Quarry, which has produced consistent tonnages of agricultural lime for a number of years, available information indicates that production at a number of quarries has generally been small scale or inconsistent, with large quantities being produced in one year followed by small quantities or no production the following year. It is considered that following the cessation of mineral working at Bishop Middleham Quarry, there is some uncertainty as to whether County Durham's magnesian limestone quarries will be able to consistently supply agricultural lime. Nevertheless, given the close association of aggregate working and agricultural lime production any proposal for further agricultural lime production which also includes aggregate production must be determined in accordance with Policy 54 (Meeting the Need for Primary Aggregates).

Carboniferous Limestone

10.44 Carboniferous limestone naturally occurs in West Durham and outcrops fairly continuously along the sides of Weardale above Frosterley and to the south of Barnard Castle along the A66. Although similar in some respects to magnesian limestone, carboniferous limestone often differs in some of its physical properties. In particular, it tends to be harder and more durable than magnesian limestone and therefore suited to more heavy duty uses, for example in road building and sea defence works. By volume it is the second most important mineral worked in the County today. Prior to the current economic downturn approximately 900,000

tonnes was extracted from County Durham's four active quarries every year. Using more recent information provided by operators, we now estimate that production of carboniferous limestone for aggregate uses has fallen to approximately 500,000 tonnes in 2011. This is due to the economic downturn and a resulting reduction in demand for primary aggregates, rather than any current shortage of available permitted reserves.



10.45 Planning to maintain supplies of carboniferous limestone is a major challenge. For many years no information has been available on the extent of permitted reserves or sales^(c). However, through work to develop an evidence base, we have been able to identify the overall contribution that the County's existing carboniferous limestone sites make to overall crushed sales and the extent of remaining permitted reserves within individual sites. We estimate that approximately 9.86 million tonnes, (approximately 8% of the County's overall crushed rock landbank) remain

^c Up until 2002 the North East Regional Aggregates Working Party's Annual Aggregates Monitoring Reports contained information on the extent of permitted reserves and sales for carboniferous limestone.

within the County's five remaining carboniferous limestone sites.

10.46 It is difficult to forecast with any certainty the future scale of production. However, we are of the view that without additional provision that the majority of existing permitted reserves of carboniferous limestone will become exhausted during the Plan period (circa 2024). While we acknowledge that permitted reserves may now last longer due to the recent fall in production, based on current information a further 7.2 million tonnes of carboniferous limestone will be required. In the second half of the Plan period, we currently forecast that a further 9 million tonnes of carboniferous limestone will need to be permitted to meet longer term need. Through the annual Joint LAA we will review our forecasts for further provision and seek to maintain a steady and adequate supply of this mineral.

10.47 While a proportion of future permitted reserves and sales may become available, should new modern working and restoration conditions at Harrow Bank and Ashy Bank Quarry^(ci) in Weardale be agreed, it is clear that significant new provision is required. Through a previous call for new mineral sites we have received a proposal from Aggregate Industries for a 14ha extension to Heights Quarry. This quarry, while located within the North Pennines AONB, is a key carboniferous limestone quarry of importance to the supply of carboniferous limestone in County Durham which is able to supply up to 390,000 tonnes of mineral per annum. While this site has planning permission to 2042, a significant proportion (approximately 3.4 million tonnes) of the 4.1 million tonnes of existing permitted reserves is covered by deep overburden. In recognition of the need to maintain supplies and in order to ensure the continued supply of carboniferous limestone over the Plan period we intend to allocate a small 14ha extension containing 5.7 million tonnes as a strategic

site in the Plan. Should a new planning permission be granted it would replace part of the existing permission which is constrained by deep overburden. We have also received a proposal from Sherburn Stone to rework a former mineral site known as Washpool Craggs in Weardale. Due to the size of this proposal it will be considered through work undertaken to prepare the Minerals and Waste Policies and Allocations document.

10.48 Minerals can only be worked where they naturally occur, however, a significant proportion of the carboniferous limestone resource, particularly in Weardale, lies either within or adjacent to the North Pennines AONB. Environmental impacts should therefore be a primary consideration in assessing any proposal for mineral extraction within or adjacent to the AONB. Any working which may be permitted in the AONB, even where a specific need is identified will require particular attention to be given to the environmental sensitivity of the AONB when considering working and restoration proposals. In addition large parts of West Durham are designated as Special Protection Areas and Special Areas of Conservation designated under the EU Wild Birds Directive or EU Habitats Directive. The presumption in favour of sustainable development set out in the National Planning Policy Framework, does not apply where development requiring Appropriate Assessment under the Birds or Habitats Directives is being considered, planned or determined.

Dolerite

10.49 Dolerite is found as intrusions into the carboniferous limestone rocks in the west of the County. It is exceptionally hard and durable and therefore an important source of aggregate for the top wearing course of roads which have to withstand heavy volumes of traffic. It is also used as

ci In May 2007 Tarmac Northern Ltd submitted an Environmental Statement and a revised schedule of working and restoration conditions to the Council, proposing to work part of this site in order to extract 3,750,000 tonnes of carboniferous limestone from 30 ha of the 76.4 ha permission area over a 15 year period. Further information has been requested before the submission can be progressed. Once a revised schedule of working and restoration conditions have been issued then the reserves subject to the new scheme of working and restoration conditions will be considered as part of the County's crushed rock landbank. Please note that Tarmac Northern Ltd have previously advised the Council that this site contains nearly 9.5 million tonnes of carboniferous limestone. It is assumed that Tarmac Northern Ltd would seek to work the remaining reserves in future years.

a concrete aggregate and in the construction of sea defences. Currently, there is only one quarry producing dolerite in the County, Force Garth Quarry in Teesdale. There are three dormant dolerite quarries (Park End, Crossthwaite and Middleton Quarry) where working could theoretically resume, following the agreement of new modern working and restoration conditions by the Council under the provisions of the Environment Act 1995 (or any statutory modification to or re-enactment of that Act) and subject to permitted reserves remaining.

10.50 In considering how future supplies of this mineral can be maintained, given the extent of permitted reserves at Force Garth Quarry, (estimated at approximately 19 million tonnes within the current working area and recent sales approximately 250,000 tonnes per annum), more than sufficient permitted reserves of this mineral exist to meet the long term needs for this mineral without the grant of any further planning permissions in the plan period. However, the majority of the Force Garth permission is designated as part of the Moor House-Upper Teesdale Special Area of Conservation (SAC) and North Pennines Moors Special Protection Area (SPA) under the EU Habitats and EU Wild Birds Directive. The periodic review of the permission under the Environment Act 1995 is being undertaken but determination of this has been delayed due to the need to undertake a separate assessment, under the Habitats Directive and secondary legislation transposing the Directive into UK law (currently the Conservation of the Habitats and Species Regulations 2010). Until these various processes are complete we cannot be confident that the site will continue to operate as it has in the past. Similarly, given that Park End, Crossthwaite and Middleton Quarries lie adjacent to the Moor-House Upper Teesdale SAC and North Pennines Moors SPA, further working at these sites would also require a separate assessment under the Habitats Directive. Given these circumstances, we recognise that if it were not possible to extract dolerite in County Durham it is possible that the need for this mineral would have to be met from quarries outside of County Durham.



Sand and gravel

10.51 There are two main types of sand and gravel worked as an aggregate in County Durham: basal permian sand which outcrops at the foot of the magnesian limestone escarpment and then extends at depth under the overlying magnesian limestone; and fluvial and glacial sand and gravel which is more widespread in its occurrence. In contrast to earlier work which predicted a shortfall in provision and a forecast that significant new planning permissions would be necessary to meet predicted need for sand and gravel, information now available suggests that there is no need to grant new planning permissions until towards the end of the Plan Period. This is due to:

- A upward reassessment of permitted reserves at Thrislington Quarry and at Old Quarrington and Cold Knuckles Quarry;
- Planning permission being granted for new working including a small extension to Crime Rigg Quarry which also allows the full recovery of mineral previously sterilised, an extension to Old Quarrington &

Cold Knuckles Quarry and a new site at Low Harperley east of Wolsingham; and

- A new scheme of working and restoration conditions being issued under the Environment Act 1995 to a site known as Hummerbeck near West Auckland.



10.52 Taking into account the additional permitted reserves which have become available following the issue of these planning permissions and the potential productive capacity of these sites - which significantly exceeds both recent and historical production levels over the last ten years, we now believe that more than sufficient sand and gravel will be available to enable County Durham to meet its own needs for sand and gravel and to make an appropriate contribution to meeting the wider regional need in the period up to 2030. We also believe that County Durham's five sand and gravel sites should be able to maintain sales at a level which is more than sufficient to meet the current ten year sales average, meet the forecast scale of required provision over the period to 2030 (based upon

the current ten year sales average), whilst maintaining a minimum seven year sand and gravel landbank at 2030.

10.53 Nevertheless, having considered the distribution of permitted reserves across County Durham's five sand and gravel sites, we recognise that there will be a need to extend the period of working at existing sites in order to allow the full recovery of permitted reserves. In particular this is recognised to be essential at Thrislington Quarry, west of the A1(M) where the current planning permission for sand extraction ends in 2015. In addition we also recognise that there may be instances where further working may be justified in order to allow the prior extraction of sand and gravel in advance of other development which is either subject to planning permission or allocated in the Plan.

10.54 Through the annual Joint LAA we will monitor the overall extent of the sand and gravel landbank, its adequacy and its distribution across County Durham's sand and gravel quarries. If necessary, we will identify the need for further planning permissions to be granted. However, on the basis of the extent and adequacy of the sand and gravel landbank, we currently do not expect the need for any further planning permission to be granted until towards the end of the Plan Period. Through the preparation of the Minerals and Waste Policies and Allocations document we will consider proposals for new allocations for sand and gravel working and we will seek to allocate environmentally acceptable sites to meet long term need. We will do this in order to provide a degree of certainty as to where new or extended sand and gravel workings may be permitted in the long term. Where new allocations are made as extensions to existing sites, these sites will only be permitted where it can be demonstrated that additional permitted reserves are required to maintain sales from the existing quarry. Subject to any site being allocated, the approach of the County Durham Plan will be to prioritise the working of allocations for further basal permian sand extraction from beneath the floor of existing magnesian limestone quarries, followed by the lateral extension of existing magnesian limestone quarries, or via extensions to other sand and gravel

sites outside of environmentally important areas.

How will the Policy be monitored?

Indicator:

1. Crushed Rock land bank (years) and the extent of crushed rock reserves (tonnes) with planning permission?
2. Crushed rock sales (tonnes) per annum?
3. Sand and gravel land bank (years) and the extent of sand and gravel reserves (tonnes) with planning permission?
4. Sand and gravel sales per annum (tonnes)?

Target:

1. To maintain at least a minimum 10 year land bank of crushed rock.
2. To maintain sufficient productive capacity to enable County Durham's crushed rock quarries to maintain annual sales at the 10 year average sales figure specified in the annual Local Aggregate Assessment.
3. To maintain at least a minimum 7 year land bank of sand and gravel
4. To maintain sufficient productive capacity to enable County Durham's sand and gravel quarries to maintain annual sales at the 10 year average sales figure specified in the annual Local Aggregate Assessment.

Future Provision for Non Aggregate Minerals

Policy 55 - High Grade Dolomite

Policy 55

High Grade Dolomite

It is expected that over the Plan period to 2030 supplies of high grade dolomite will be met from existing permitted reserves at Thrislington Quarry and its extension east of the A1(M). Proposals for the further working of high grade dolomite will only be permitted where:

- a. It can be demonstrated that existing permitted reserves at Thrislington Quarry and its extension east of the A1(M) are insufficient to maintain a 15 year stock of permitted reserves, or a 25 year stock of permitted reserves where substantial investment in new kiln equipment is proved necessary; and
- b. there will be no unacceptable adverse impacts on the environment or the amenity of local communities.

The area of high grade dolomite east of Thrislington Quarry, as shown on the Proposals Map, will be protected from all mineral working unless there is a need for high grade material which cannot be met through the use of lower grade material or higher grade material from existing environmentally acceptable planning permissions.

Should working of this area be necessary it will only be permitted for the purposes for which their specific qualities are essential. Control will be exercised through use of conditions, planning obligations or other legal agreements as necessary and appropriate.

10.55 Thrislington Quarry and the area to the immediate east is understood to be one of only two areas in Great Britain which contains dolomite^(cii) of sufficient quality to be used in the steel industry^(ciii). A process of calcination (burning) is used to produce a high grade product. Following the issue of planning permission for an extension to Thrislington Quarry on land to the east of the A1(M) in July 2011 over a period of 32 years, more than sufficient high grade dolomitic limestone is now permitted to meet long terms needs. Accordingly, it is not anticipated that any further permissions to work this material are likely to be required over the life of the County Durham Plan. However, in recognition of the possibility of further mineral being required beyond the Plan period an additional 'high grade dolomite reserve' will be specifically safeguarded and protected.

10.56 The National Planning Policy Framework advises that minerals planning authorities should plan for a steady and adequate supply of industrial minerals. It recommends that a stock of permitted reserves should be provided to support the level of actual and proposed investment required for new or existing plant and the maintenance and improvement of existing plant and equipment. For the cement industry it recommends a 15 year period to maintain existing plant, and a 25 year period to support a new kiln. We consider that it is reasonable to adopt these periods for other minerals whose primary processing requires substantial investment in kiln equipment.

10.57 Should the area east of Thrislington Quarry be required for high grade purposes it is considered important that this material is not used for more general purposes, such as construction aggregates, when lower grade alternatives are readily available. We shall ensure through the use of conditions and/or agreements that the mineral resources within this protected area are worked in the most efficient manner possible so that

proper use can be made of their special qualities and that they remain available for the future. However, where it can be demonstrated that the material can not be used for high grade purposes it is considered permissible that the remainder should be used for more general purposes.

How will the Policy be monitored?

Indicator: Extent of high grade dolomite (land bank in years) at Thrislington Quarry west and east of the A1(M)?

Target: To maintain a minimum 15 year supply of high grade dolomite.

Policy 56 - Brick Making Raw Materials

Policy 56

Brick Making Raw Materials

Proposals for new workings to meet the raw material needs of Todhills, Eldon and the Union Brickworks or any new brickworks in County Durham will be permitted where:

- a. They are required to maintain a stock of permitted reserves and that this need cannot be met from an existing permission or

cii Limestone is a rock composed of the mineral calcite, whose principal chemical component is calcium carbonate. Most limestones contain some magnesian carbonate, and where this becomes significant (between 5 and 15%) the rock is described as magnesian limestone. Where the proportion is in excess of 15% the rock is commonly known as dolomite.

ciii The Magnesian Limestone Escarpment Local Plan (July 1986) recognised the importance of the reserves at Thrislington Quarry and identified the area to the east of the existing quarry as the only area in Great Britain, other than the Whitwell in Derbyshire, containing dolomite of suitable quality for use in the steel and chemical industries.

allocation related to the associated brickworks^(civ); and

- b. There will be no unacceptable adverse impacts on the environment or amenity of local communities.

The provision of reserves from dedicated on-site pits will be preferred. Accordingly, where planning permission is granted, conditions or agreements will be used to restrict the use of the brick making raw material to the associated brickworks.

Proposals to vary the time period of working at existing workings will be permitted where it can be demonstrated that permitted reserves would otherwise remain unworked at the end of the existing permission and provided that there will be no unacceptable adverse impacts on the environment and amenity of local communities.

Proposals for new working which are intended to serve brickworks outside of County Durham and Gateshead will only be permitted where:

- c. They are required to maintain a 25 year stock of permitted reserves and this need cannot be met from an existing environmentally acceptable permission or allocation related to the associated brickworks;
- d. It can be demonstrated that production cannot be maintained to the same quality or efficiency from a sequentially preferable

site closer to the brickworks; and

- e. There will be no unacceptable adverse impacts on the environment or amenity of local communities.

10.58 County Durham is an important source of brick making raw materials including coal measures mudstone, glacial clay and fireclay^(cv). There are two brickworks in County Durham (Eldon^(cvi) and Todhills) both are based primarily on coal measures mudstone won from dedicated clay pits adjacent to the brickworks, supplemented by supplies of fireclay from surface mined coal sites. A third brickworks, the Union Brickworks operated by Ibstock Brick Ltd, is at Birtley in Gateshead, although the quarry (Birtley Quarry) which supplies the brickworks lies within County Durham.

10.59 Ensuring continued supply of brick making raw materials is essential in ensuring that the County's brick works can continue to produce the construction materials necessary to deliver new built development both in the County and in the wider region. We will therefore seek to maintain supplies of coal measures mudstone to meet the long term supply requirements of both Eldon and Todhills Brickworks and will work with Gateshead Borough Council under the duty to cooperate to meet the supply requirements of the Union Brickworks for glacial clay. However, in accordance with the existing pattern of working, in making future provision our preference is that further reserves should be obtained wherever possible from dedicated on site pits adjacent to the brickworks. This is considered important in order to help minimise and restrict environmental impacts.

civ Provision will be made to maintain a minimum supply of feedstock equivalent to a 25 year stock of permitted reserves for each brickworks in the County. In respect of the Union Brickworks in Gateshead we will seek to work with Gateshead Council to ensure that a minimum supply of feedstock equivalent to a 25 year stock of permitted reserves can be maintained.

cv Due to the close association of fireclay and coal seams and that surface mined coal sites provide one of the few viable sources of fireclay from which they are derived as a byproduct proposals to extract fireclay will normally be considered under Policy M56.

cvi Due to the economic recession Eldon Brickworks is currently mothballed.

10.60 Following the grant of planning permission in 2008 to extend Eldon Quarry, sufficient brick making raw materials exist to meet the long term requirements of Eldon Brickworks to at least 2040 and provide a landbank in excess of the minimum 25 year period. However, the situation at Todhills and Union Brickworks is different. Long Lane Quarry currently meets the operational needs of Todhills brickworks but is due to cease mineral extraction in 2018 and so cannot provide a 25 year landbank or meet longer term needs. Similarly, Birtley Quarry is due to cease mineral extraction in 2019 and cannot provide a 25 year landbank or meet longer term needs.

10.61 In order to meet the long term needs of Todhills Brickworks, Policy 62 (Strategic Area of Search to the south of Todhills Brickworks) allocates an area of search to the South of Todhills brickworks. Available information suggests that this would provide more than sufficient brick making raw materials to meet its long terms needs.

10.62 In respect of Union Brickworks, Ibstock Bricks has proposed that further brick clay could be obtained by deepening the existing clay pit. In addition it is understood that clay of suitable quality for brick manufacture at Lamesley is currently safeguarded in the Gateshead Unitary Development Plan.^(cvii) It is recognised potentially that further provision may be needed from within County Durham if deepening of the existing quarry or an alternative site in Gateshead is not available.

10.63 In addition to meeting the needs of the County's two existing brickworks and the possibility of assisting in meeting the needs of the Union Brickwork's, interest in sourcing brick making raw materials from County Durham to meet the needs of other brickworks in the region can not be discounted. Given that it is generally desirable that brick making raw materials should be extracted as close as practicable to the brickworks that it supplies, to reduce costs and the environmental and social impacts

of transportation of clay from the pit(s) to the works, proposals must demonstrate that no sequentially preferable sites of the same quality or efficiency exist closer to the intended brickworks where the material is to be used.

How will the Policy be monitored?

Indicator: No of years of approved reserves at Todhills, Eldon and the Union Brickworks?

Target: To maintain a minimum 25 year stock of permitted reserves for each of the brickworks in County Durham and make an appropriate contribution to the ongoing needs of the Union Brickworks.

Policy 57 - Surface Mined Coal and Fireclay

Policy 57

Surface Mined Coal and Fireclay

Proposals for the extraction of coal and/or fireclay should not be granted permission unless:

- a. They are environmentally acceptable, or can be made so by

cvii The potential of this area for brickmaking raw materials was recently confirmed by the Newcastle Gateshead One Core Strategy Draft Plan September 2011 which states that 'the one workable deposit of brick clay is believed to exist to the south of Team Valley in Gateshead'.

planning conditions or obligations; or if not

- b. They provide national, local or community benefits which clearly outweigh the unacceptable adverse impacts of the proposal to justify the grant of planning permission. In assessing such benefits particular regard will be had to:
 1. The contribution of the proposal towards the comprehensive reclamation of areas of derelict or contaminated land, or the remediation of coal mining legacy issues;
 2. The avoidance of the sterilisation of mineral resources in advance of development which is either subject to a planning permission or allocated in the County Durham Plan in accordance with Policy 60 (Safeguarding Mineral Resources); and
 3. The need for supplies of fireclay to meet the ongoing needs of local brickworks or if this is not possible other brickworks regionally or nationally.

In order to minimise the environmental impacts of surface coal extraction and provide certainty, the piecemeal working of surface mined coal sites will not normally be permitted.

both deep mined and surface mined coal^(cviii). Like many other coalfield areas, the deep mined industry in County Durham declined during the second half of the 20th Century and the last two deep mines closed in 1993^(cix). However, during the same period large areas of the exposed coalfield within County Durham were worked by surface mined methods. Despite this long history of working the British Geological Survey believe that large coal reserves still remain within County Durham.

10.65 Unlike other minerals such as aggregates where quantitative targets have been provided, past Government guidance^(cx) has been clear that it is not for the planning system to set limits on the scale of production. Instead for new surface mined coal working it has been for individual operators to determine the level of output they wish to aim for in light of market conditions and for Councils to determine the acceptability of individual projects through the development management process. Nevertheless, over the plan period we do not consider that the scale of surface mined coal working will significantly increase over existing levels. Instead we expect that the scale of extraction will be relatively steady with no more than a small number of sites operating at any one time and that as one site closes operators may wish to open another.

10.64 County Durham contains extensive areas of land which are underlain by coal, and for many years has been an important source of

cviii Within County Durham the coalfield chiefly covers area east of the Pennine Uplands. The west of the coalfield, where the seams lie close to the surface or actually outcrop is known as the exposed coalfield. Further east the, the coal measures are overlain by a thick overburden of rock to form the concealed coalfield.

cix The last two deep coal mines in County Durham, Easington and Seaham/Vane Tempest ceased production in 1993.

cx Minerals Planning Guidance Note 3 (MPG3) 'Coal Mining and Colliery Disposal', March 1999.



10.66 In locational terms, we will seek to provide a measure of certainty to both operators and the public through the Local Plan process as to which areas may be acceptable for future surface mined coal extraction by considering the sites that have been proposed by a number of operators as potential surface mined coal allocations through our work to prepare the Minerals and Waste Policies and Allocations document. In addition the Proposals Map which accompanies the County Durham Plan will also identify the extent of the exposed coalfield and the key environmental constraints across the County. This will enable mineral operators to identify which areas are least environmentally constrained as part of their work to identify potential areas for new working.

10.67 A major issue of concern in County Durham is the exposed coalfield coincides with the most densely settled and populated part of the County and many communities and the local environment in parts of the exposed coalfield have suffered from the cumulative impacts of a succession of sites over many years. Such impacts have been compounded by the unpredictable, transient nature of surface coal mining and the re-working of previously restored sites. However, it is acknowledged that the limited scale of working in recent years now means

that the scope for cumulative impacts from other surface coal sites has now significantly reduced and indeed many modern surface mined coal schemes incorporating mitigation measures may be able to work in an acceptable manner whilst delivering high quality restoration schemes which will benefit the local environment.

10.68 Within the exposed coalfield there are large areas which have in the past been recognised for their landscape value and previously designated as Areas of High Landscape Value (AHLVs). While the County Durham Plan does not intend to retain these local designations, the landscape value of many of these areas has been confirmed through the County Durham Landscape Character Assessment and the County Durham Landscape Strategy. Although a few small areas within these former areas of landscape value have been worked previously the greater part of these areas remain undisturbed by such mineral working. The sensitivity of some of these areas is such that many of them, for example the Derwent Valley, have previously enjoyed protection from all working. We consider that such areas of high landscape character are particularly vulnerable to surface mined coal working and as a result proposals for working within them will need to pay particular attention to landscape impacts.

10.69 We acknowledge that the nature of modern surface coal mining involving the movement of large amounts of material makes it a particularly suitable method of addressing contaminated and/or derelict land and addressing the stabilisation of unstable ground. Although only limited amounts of derelict land remain within the coalfield, there may be scope to allow new working as a means of reclaiming such land without the public expense that would otherwise arise. It is also possible that new areas of dereliction may arise during the Plan period which require reclamation. In assessing any such applications it will be important to ensure that the area proposed for extraction fairly and reasonably relates to the extent and nature of dereliction. Similar benefits may arise in allowing surface mined coal extraction where it would enable the

reclamation of contaminated land. The amount of contaminated land within the exposed coalfield area is not currently known. However, since 1997 several schemes have successfully addressed areas of contamination. As with derelict land it will be important to ensure that any area proposed for extraction fairly and reasonably relates to the extent and nature of contamination.

10.70 The avoidance of unnecessary sterilisation of minerals, wherever possible, will help to reduce pressure on other sources of supply, and will help to ensure that mineral reserves are not, in effect, wasted. Such benefits from prior extraction of coal should be realised, wherever they can be accommodated in an environmentally acceptable manner, provided that the ensuing development is not prejudiced or delayed significantly. Ideally, in order to avoid potential problems of delay, any potential surface coal working should be included in an overall programme for the development.

10.71 Extensions to surface mined coal workings, or a series of proposals in the vicinity of particular communities, add to the impacts from sites, and prolong the uncertainty and disruption for those affected. These problems are compounded by the difficulties of achieving the most appropriate restoration for an area in overall terms from a series of fragmented proposals. Given their short life, relative to other kinds of mineral extraction, piecemeal workings of this kind should normally be avoided, and an outline of any proposed future workings in an area should be included in the original application. In some circumstances, and in consultation with local communities, it may be possible to agree in advance a programme of working sites in an area to achieve their exploitation in an acceptable manner. Where previously unforeseen circumstances, for example unexpected geological faulting, lead to an application for an extension, any such proposal will be considered under Policy 57 (Surface Mined Coal and Fireclay Policy).

10.72 Surface mined coal seams generally occur in conjunction with

other minerals, notably fireclay and brickclay. In the interests of sustainable development, the efficient use of mineral resources is desirable and it is important that the opportunity to work these other minerals commercially is fully explored and exploited. The co-ordinated working of mineral deposits can reduce the need to extract minerals elsewhere and prevent the unnecessary sterilisation of valuable mineral resources. In recent years a number of proposals for surface mined coal extraction have proposed the recovery of fireclay as part of the proposed scheme of working but it has been subsequently found that the mineral is not of saleable quality. Accordingly, to provide certainty prior to the determination of any proposal and in order to help enable to ascertain the weight that should be applied to the concurrent working of fireclay and brickclay as a benefit of from surface mined coal sites we will always require evidence of the quality of the material and its intended market.

10.73 The brickworks operating in County Durham have particular requirements for fireclay resources which are best provided by local supplies. Where fireclay is extracted, it is important that priority is given to local brickworks to utilise the resource so that current production and employment levels are maintained. It is recognised that the local brickworks may not be able to use the fireclay produced (at any given time) for various reasons and it is imperative that fireclay supplies are not wasted. When this occurs, the resource should be utilised by other brickworks regionally or nationally.

10.74 In the event that no brickworks can utilise the fireclay resource, every effort should be made to avoid the unnecessary wastage of the mineral by the stockpiling or storage of the mineral for future use. This would accord with the principles of sustainable development. It is recognised that there is the potential to store or stockpile fireclay both on and off-site, above and below ground, but that each of these options have particular problems. Extensive testing of the characteristics and firing qualities of the fireclay will need to be investigated by the operator prior to any decision on its subsequent storage, stockpile or replacement in the

void. This is a matter which will need to be assessed on an individual site basis and would be subject to planning conditions and/or obligations attached to any planning permission. This approach should provide fireclay to assist in meeting local, regional and national demand for this mineral.

How will the Policy be monitored?

Indicator: Number of new sites granted and the quantity of permitted reserves of coal and fireclay?

Target: No Target

Policy 58 - Natural Building and Roofing Stone

Policy 58

Natural Building and Roofing Stone

Planning permission will be granted for proposals for new and extensions to existing quarries where it can be demonstrated that it will help maintain a steady, adequate and diverse supply of natural building and roofing stone and provided that there will be no unacceptable adverse impacts on both the environment and amenity of local communities.

All new planning permissions and reviews of existing permissions under the Environment Act 1995 will be conditioned to require the

annual submission of information detailing the extent of remaining permitted reserves and sales.

10.75 Natural building and roofing stone is a traditional building material that has been extensively worked in County Durham for many years for a variety of purposes. These include general walling, building, paving, roofing, high quality architectural building stone and for the repair and maintenance of historic buildings and structures. The use of this material for construction in County Durham has contributed to the distinctive local character of a number of areas within the County. It is also widely used in the North East of England and is also exported nationally.

10.76 There are eight natural building and roofing stone quarries currently operating in County Durham. With the exception of two sites (Cat Castle Quarry and Dunhouse Quarry), all are relatively small scale operations, with the overall scale of production being no more 500 to 2,500 tonnes per annum, with many being only worked intermittently. Planning to maintain supplies of natural building and roofing stone is a major challenge. Unlike other minerals where recent information on production and permitted reserves is available, only very limited information is available from individual sites. For many years the Office of National Statistics (ONS)^(cxi) provided the only consistent source of information. Unfortunately, no information on the scale of production is available since 2007 and in previous years information on the scale of production has not been consistent^(cxii). However, it is understood that the overall normal scale of production within County Durham in recent years has been between 20-30,000 tonnes per annum.

10.77 While it is impossible to predict the scale of new working which might be needed over the the Plan period, we will seek to ensure that

cx i Mineral Extraction in Great Britain PA1007.

cx ii The Office of National Statistics report Mineral Extraction in Great Britain PA 1007 reported that sales of natural building and roofing stone in County Durham were 26 thousand tonnes in 2003, 23 thousand tonnes in 2004, 7 thousand tonnes in 2005, 24 thousand tonnes in 2006 and 11 thousand tonnes in 2007.

sufficient provision is made to enable a steady, adequate and diverse supply of natural building and roofing stone to be maintained to enable County Durham to meet its own needs whilst helping to contribute to meeting wider regional and national needs. Over the period to 2030 we expect that the County's existing natural building and roofing stone quarries will make a major contribution to meeting future needs for this material. However, on the basis that working is due to cease at a number of sites as permitted reserves are exhausted during the first half of the plan period it is recognised that further permissions will be required to ensure that supplies can be maintained.

10.78 The sandstones of Carboniferous age (Namurian Sandstone) are recognised as the principal building stone resources in County Durham. These sandstones naturally occur in the west of the County much of which is designated as a nationally important Area of Outstanding Natural Beauty and as nationally and internationally important areas of nature conservation importance. Given the importance of these designations in broad locational terms the strategy of the Plan will be to minimise environmental impacts from new working. This will be achieved by guiding proposals for major new working to those parts of County Durham which lie outside and do not adversely impact upon the North Pennines Area of Outstanding Natural Beauty (AONB). Similarly, proposals for new working will also be guided to locations which do not impact upon and lie outside of areas internationally important nature conservation sites. We believe that those parts of the County outside of these areas have the most potential to accommodate new natural building and roofing stone quarries, including those which require on site processing plant, without unacceptable adverse environmental impacts. Nevertheless, we do recognise that there may still be some scope for some further limited working within the AONB, in particular through proposals for small scale satellite quarries and time limited permissions that produce locally required material to permit the repair and construction of buildings in character with the local area. Such proposals will be carefully controlled to ensure they do not have adverse impacts upon the important qualities of the AONB and upon international

and nationally important nature conservation designations.

10.79 In considering proposals for new working we will always take into account that natural building and roofing stone quarries are normally different in scale and character to aggregate quarries, in terms of the scale of operation and the levels of potential impacts. Accordingly, we will also seek to adopt a flexible approach in recognition of the the potentially long term duration of natural building and roofing stone sites reflecting the intermittent or low rate of working at many of them.

How will the Policy be monitored?

Indicator:

1. Number of new sites / extensions granted for natural building and roofing stone workings?
2. Quantity of new permitted reserves granted?

Target: No Target.

Policy 59 - Reopening of Natural Building and Roofing Stone Quarries for Heritage Projects

Policy 59

Reopening of Natural Building and Roofing Stone Quarries for Heritage Projects

Proposals to temporarily reopen on a time limited basis, disused

natural building and roofing stone quarries, including those identified by English Heritage through the Strategic Stone study, or enable new extraction close to these quarries to extract small quantities of stone required for heritage projects will be permitted where it can be demonstrated that:

- i. Records indicate the quarry was the original source of stone used in the construction of a historic building or monument or the the stone is technically compatible with material in the structure to be repaired; and
- i. The stone from the quarry is, or will be, required for restoration or conservation in the absence of viable alternatives; and
- ii. The stone can be worked and the site restored, taking into account the need to protect designated sites and without other unacceptable adverse impacts upon both the environment and the amenity of local communities.

10.80 In conservation work, it is vital to obtain stone which matches the original in its mineral composition, density and porosity. If not, the new stone could hasten the decay of the original and is unlikely to weather the same, therefore looking very different. To address these issues, English Heritage have identified a number of relic natural building and roofing stone sites in County Durham through their work to prepare a Strategic Stone Study for England.

10.81 The NPPF requires local planning authorities to consider how to meet any demand for small scale extraction of building and roofing stone at, or close to, relic quarries needed for the repair of heritage assets, taking into account the need to protect designated sites. While we are not aware of any current or past demand for the reopening of disused quarries

for this purpose, should proposals come forward to reopen disused natural building and roofing stone quarries, they will be required to meet stringent tests and if permitted will be very carefully controlled to minimise environmental and amenity impacts. Many relic quarries may be legitimately regarded as a heritage asset in their own right, perhaps due to a historic connection to associated historic buildings and conservation areas. In considering proposals to reopen relic quarries identified by English Heritage through their Strategic Stone study it will also be necessary to consider the scale of harm to or loss of the assets significance and this should be weighed in relation to the wider public benefit of the proposed reopening and working of the site.

How will the Policy be monitored?

Target:

1. Number of schemes granted on relic sites for natural building and roofing working?
2. Quantity of new permitted reserves granted on relic sites for natural building and roofing stone working?

Indicator: No Target

Policy 60 - Safeguarding Minerals Resources

Policy 60

Safeguarding Mineral Resources

Planning permission will not normally be granted for non-mineral development that would lead to the unnecessary sterilisation of mineral resources within a Mineral Safeguarding Area, as shown on the proposals map, or a 'relic' natural building and roofing stone quarry unless:

- a. It can be demonstrated that the mineral concerned is no longer of any current or potential value; or
- b. The mineral can be extracted satisfactorily prior to the non-minerals development taking place without unacceptable adverse impacts on the environment or the amenity of local communities and within a reasonable timescale; or
- c. The non-minerals development is of a temporary nature that does not inhibit extraction within the timescale the mineral is likely to be needed; or
- d. There is an overriding need for the non-minerals development; or
- e. It constitutes 'exempt development'. Exempt development which would not be viewed as sterilising development within a Mineral Safeguarding Area includes all development within urban areas

under 1 hectare^(cxiii) in extent and all applications for:

1. Householder planning applications (relating to existing properties);
2. Alterations or extensions to existing buildings and for change of use of existing buildings;
3. Advertisement consent;
4. Reserved matters including subsequent applications after outline consent has been granted;
5. Prior notifications (telecommunications development, forestry, demolition);
6. Works to trees;
7. Temporary planning permission;
8. Change of use;
9. Outside storage; and
10. Open space (although not outdoor recreation facilities such as golf courses) and allotments.

Planning applications for non-mineral development within a Mineral Safeguarding Area must be accompanied by a Mineral Assessment of the effect of the proposed development on the mineral resource

cxiii The 1 hectare threshold approach for the exemption for a mineral assessment has been agreed with the Coal Authority. It will require prior extraction to be considered for the majority of the allocated sites within the Local Plan the majority of which are over 1ha in size. In addition it will require that prior extraction is considered for any unallocated sites which come forward which are not allocated within the Local Plan.

beneath or adjacent to it.

Unless it can be demonstrated that the non-minerals development will be compatible with the permitted environmental and amenity impacts of existing mineral sites or that which is likely to ensue from the winning and working of minerals from allocated sites for future mineral working, no new non-minerals development will be permitted within 500 metres of the boundary of a hard rock site (where blasting is required) and 250 metres for all other mineral sites and allocations.

10.82 Mineral resources are finite, and in accord with the basic principles of sustainable development, they must be protected to give future generations the best possible chance of meeting their own needs. The mineral resources of County Durham include sand and gravel, crushed rock such as magnesian limestone, carboniferous, limestone and dolerite, non aggregates such as natural building and roofing stone, brick clay and fire clay, silica sand, vein minerals such as fluorspar and energy minerals such as shallow coal. The County Durham Plan will safeguard deposits of minerals and relic natural building and roofing stone sites that are, or may potentially become of economic importance within the foreseeable future, from unnecessary sterilisation by surface development through the designation of Mineral Safeguarding Areas (MSAs). MSAs are a new type of planning designation. Unlike other mineral planning designations which allocate land for development and where there is a varying degree of presumption that extraction may be appropriate, there is no presumption that resources defined in MSAs will be worked. The purpose of MSAs is not to preclude all other forms of development, but to make sure that mineral resources are adequately and effectively considered in land use planning decisions, (Objectives 11 and 12). The broad extent of County Durham's Mineral Safeguarding Areas are shown in Appendix Q and

detailed boundaries are shown on the proposals map.

10.83 County Durham's MSAs have been developed in accordance with guidance published by the British Geological Survey and by using mineral resource information provided by the British Geological Survey and the Coal Authority. The minerals that are to be safeguarded have been subject to consultation with relevant stakeholders. The MSAs cover extensive areas of the County and will ensure that the safeguarding of mineral resources are effectively considered through the County Durham Plan and in the consideration of planning applications. All existing active and dormant mineral sites and all operator proposed allocations for new mineral working have been included in the Mineral Safeguarding Areas. The mineral resources to be safeguarded are included in Appendix ■. In addition the Proposals Map also identifies a number of 'relic' quarries identified by English Heritage's Strategic Stone Study which have in the past been worked to produce natural building and roofing stone. Proposals for new development which will sterilise 'relic' quarries will be considered taking into the account advice from the Council's Design and Conservation Team. Proposals for the extraction of natural building and roofing stone from relic quarries will be determined in accordance with Policy 59 (Reopening of Natural Building and Roofing Stone Quarries for Heritage Projects).

10.84 In order to determine planning applications for non-minerals development within a MSA it will be necessary for sufficient information to be submitted by the applicant to allow a decision to be made. Other than for development viewed as exempt, most planning applications for non-minerals development within a MSA will need to be accompanied by an assessment of the effect of the proposed development on the mineral resource beneath or adjacent to the site of the development (a mineral assessment).^(cxiv) However, for some types of non-mineral development, it is recognised that the sterilising effect is negligible. Accordingly

cxiv The requirement for a mineral assessment will be administered by including mineral assessments on the local list of information for mineral requirements. This will be based upon advice set out in Chapter 6 of the British Geological Survey Guide Mineral Safeguarding in England: Good Practice Advice, (2011). Further advice on mineral assessments is set out in Appendix ■.

exemption criteria have been identified where a mineral assessment will not be required.

10.85 The prior extraction of safeguarded minerals will be encouraged in MSAs where it is necessary for non-mineral development to take place. An assessment of the viability of prior extraction will need to take account of whether the environmental conditions are suitable to support extraction operations and whether extraction is achievable within an acceptable timescale. In instances where planning permission is granted for prior extraction, conditions will always be imposed to ensure that the site can be adequately restored to a satisfactory after-use should the following development be delayed or is not implemented.

10.86 We also recognise that it will be important to safeguard the existing potential of County Durham's mineral sites to produce minerals. Accordingly, proposals for non-minerals development within the vicinity of existing mineral sites and allocated mineral sites will always need to be considered in order to prevent the development of sensitive land-uses near to existing quarries and allocated minerals sites. Consideration will therefore need to be given to the environmental and amenity impacts that would occur through the winning and working of minerals in order to ensure the non-minerals development would not compromise the working of the mineral deposit.

How will the Policy be monitored?

Indicator: Number of eligible schemes, within the safeguarding area, that are not supported by a Mineral Assessment?

Target: 0 schemes

Policy 61 - Strategic Site Allocation West of Heights Quarry

Policy 61

Strategic Site Allocation West of Heights Quarry

Proposals for the winning and working of carboniferous limestone from land west of Heights Quarry, as shown on the Proposals Map, will be permitted where it is in accordance with Policy 54 (Meeting the Need for Primary Aggregates), Policy 42 (International Wildlife Sites) and other relevant policies of the Plan. Any proposal will be subject to conditions and/or where appropriate legal agreements which, amongst others, will provide specifically for:

- a. The surrendering of existing permitted reserves within the northern sector of the existing site (Heights Quarry) in exchange for new permitted reserves; and
- b. An acceptable scheme of phased working and restoration for both Heights Quarry and the extension which seeks to minimise unacceptable adverse impacts and maximises and delivers a range of environmental benefits including landscape and biodiversity enhancement measures, and which specifically provides for the diversion and enhancement of the Weardale Way.

Proposals will also be required to consider the feasibility of the transport of mineral by rail using the Weardale Railway Line.

10.87 In order to assist in the steady and adequate supply of carboniferous limestone, a strategic site for future mineral working is

identified to the west of Heights Quarry in Weardale- (see Appendix P)-on the basis that:

- The continued extraction of carboniferous limestone from this quarry over the Plan period would make a significant contribution to the future supply of carboniferous limestone aggregate in County Durham^(cxv);
- The carboniferous limestone aggregate that is produced at this quarry is required to supply the in-situ coated roadstone plant^(cxvi), and aggregate needed to manufacture ready mixed concrete and high quality pre-cast concrete products; and
- A strategic site allocation in this location would help retain existing direct and indirect employment associated with the winning and working of minerals.

10.88 Given the location of the strategic site allocation within the North Pennines Area of Outstanding Natural Beauty we recognise the importance of ensuring that proposals for its working and restoration in association with the existing quarry minimises significant adverse impacts and maximises enhancement measures via site restoration. Proposals for working and restoration will therefore be carefully considered with great weight being given to the conservation of the natural beauty of the landscape and countryside, the conservation of wildlife and the cultural heritage and the need to avoid impacts on recreational opportunities, including that of the Weardale Way which will need to be diverted in order to enable the proposed strategic site to be worked. Similarly, given the proximity of the site to the North Pennine Moors SPA, which lies within 2km of the proposed site detailed ecological assessment will be required

through the development management process to ensure that the development does not impact upon qualifying species. If it cannot be ascertained that there would be no adverse effects on the SPA site integrity planning permission will be refused.

10.89 It will be essential that any scheme of working is carefully designed to ensure that the highest environmental standards are achieved, through a phased programme of working and restoration which minimise significant adverse impacts upon the environment and the amenity of local communities and provides substantive environmental benefits including landscape enhancement and biodiversity enhancement measures, which provide a net gain to biodiversity, including through the restoration of the site to either upland or lowland hay meadows. In addition throughout the operation of the extension area continued monitoring of bird activity will be required.

How will the Policy be monitored?

Indicator: Extent of permitted reserves at Heights Quarry (tonnes)?

Target: No Target

cxv Aggregate Industries the operator of Heights Quarry have advised the Council that Heights Quarry could produce up to 390,000 tonnes of carboniferous limestone per annum.

cxvi There are three coated roadstone plants in County Durham, these are located at Heights, Hulan and Coxhoe Quarries. These plants are important for the maintenance and improvement of highways.

Policy 62 - Strategic Area of Search to the South of Todhills Brickworks

Policy 62

Strategic Area of Search to the South of Todhills Brickworks

In order to ensure that sufficient feedstock is available to provide and maintain a minimum 25 year stock of permitted reserves for Todhills Brickworks, a strategic area of search, as shown on the proposals map, is identified to the south of the Brickworks.

Proposals for the winning and working of brick making raw materials within the area of search will be permitted where they are in accordance with Policy 56 (Brick Making Raw Materials) but will be subject to conditions which, amongst others, will provide specifically for:

- a. The extent, date of commencement, and duration of workings;
- b. Such advance and preparatory works as are deemed necessary to safeguard the landscape, environmental, and residential amenities of the area; and
- c. An acceptable scheme of working and restoration which seeks to minimise unacceptable adverse impacts and seeks to enhance the site by delivering a range of environmental benefits including landscape enhancement and habitat creation measures.

10.90 In order to assist in the delivery of Policy 56 (Brickmaking Raw Materials), the approach of the Plan is to allocate a strategic area of search, south of Todhills Brickworks^(cxvii). This allocation (see Appendix P) will play a vital role in providing the long term feedstock for the adjacent brickworks once existing supplies of coal measures mudstone from the current planning permission (Long Lane) are exhausted^(cxviii).



10.91 The area of search would:

- Provide the necessary 25 year stock of permitted reserves for Todhills Brickworks;
- Provide security of supply for the owner of the Brickworks (Wienerberger) and a basis for future investment, thereby helping to guarantee its economic future;

cxvii The County Durham Minerals Local Plan (December 2000) recognised the potential shortfall of permitted reserves at this brick manufacturing plant and allocated an Area of Search for additional brick shale extraction south east of the existing brickworks to meet longer term needs (Policy M11). This policy has been 'saved' until it is replaced by the provisions of the County Durham Plan.

cxviii The current quarry which serves Todhills brickworks (the Long Lane site) was granted in 1999 and has permission for extraction until 2018.

- Ensure the production of bricks and other clay based products for use in County Durham and the North East region; and
- Safeguard existing employment at the brickworks.

10.92 Any proposal for future working must ensure that impacts on the character of the landscape and on surrounding communities are minimised, and this is likely to be best achieved through a co-ordinated programme of screening, phased working and restoration which provides environmental benefits via landscape enhancement and habitat creation measures which provide a net gain to biodiversity.

How will the Policy be monitored?

Indicator: No of years of approved reserves at Todhills Brickworks?

Target: To provide and maintain a 25 year stock of permitted reserves for Todhills Brickworks.

Providing for Waste Management Capacity

10.93 This section sets out how much waste capacity needs to be provided for, when it might be required and where it should be located. The projections are based upon our own data and are also informed by projections from the North East study of commercial and industrial waste arisings conducted in 2011^(cxix) and the detailed work carried out on cross boundary issues as part of the new 'Duty to Cooperate' ('the 2012 study')^(cxx). The National Planning Policy Framework (NPPF), whilst not

addressing waste directly, sets out a positive approach to sustainable development and the involvement of communities and developers. The aim of the County Durham Plan is to approve acceptable and sustainable waste related development in a proactive way where it meets our strategy. In this way, it will guide the inward investment needed to drive waste up the Waste Hierarchy^(cxxi) and meet European targets for recycling, landfill diversion and recovering value. Table 11 below sets out the estimated capacity available at present in the County.



10.94 The approach to waste management addresses the challenge of moving to more sustainable waste management through reducing waste sent to landfill, and meeting stringent targets for household waste recycling and composting of 50% by 2020; recovery of 75% of municipal waste by 2020 (both required by the Waste Strategy for England 2007) and a minimum increase to 70% by weight in the recovery of non-hazardous

cxix North East of England Commercial & Industrial waste Survey 2010 (2011), for the North East Sustainable Resources Board (NESRB).

cxx Model of Waste Arisings and Waste Management Capacity for the North East of England Waste Planning Authorities, Urban Mines, 2012.

cxxi Of prevention; preparing for re-use; recycling; and other recovery with disposal as a last resort. See Figure 4 at the beginning of this section.

construction and demolition waste (excluding naturally occurring materials) by 2020 (as detailed in the EU Waste Framework Directive and transposed by The Waste (England and Wales) Regulations 2011).

10.95 In late 2012, the Council finalised contracts for the procurement of new Municipal Waste management capacity. This waste will be dealt with by a variety of treatment technologies. From 1st June 2013, use will be made of SITA's Energy from Waste plant in the Tees Valley until at least 2021 and potentially until 2025. This will enable the Council to meet and exceed its strategic landfill diversion target of 75% by 2020. The majority of our residual waste will be used to create power for the National Grid^(cxxii). Remaining waste will go to a Mechanical Biological Treatment (MBT) plant where it will create both Refuse Derived Fuel and compost for remediation of development sites. Further residual provision may have to be made towards the end of the Plan period, dependant on the outcome of further procurement. The approach we have taken in the Plan retains sufficient flexibility to take account of the needs of the County in view of the MSW contract and wider uncertainties around national waste policy.

Table 11 Waste Infrastructure in County Durham by Site Type

Site Type	Not Operational (tonnes per annum)	Operational (tonnes per annum)	Total Capacity (tonnes per annum)
C&D recycling	20,000	175,000	195,000
Composting	85,000	233,220	318,220
Landfill (inert)	29,999	1,090,000	1,119,999

Site Type	Not Operational (tonnes per annum)	Operational (tonnes per annum)	Total Capacity (tonnes per annum)
Landfill (non-hazardous)		491,960	491,960
Metal/ELV	102,499	432,624	535,123
Recycling	114,000	590,000	704,000
Special Waste Transfer		1,600	1,600
Clinical Waste Transfer		33,183 ⁽¹⁾	33,183 ⁽²⁾
Transfer	15,000	1,081,484	1,096,484
Treatment	98,000	772,308	870,308
Grand Total	464,498	4,901,379	5,335,877

1. Does not include GSK, Harmire Road; (Company's own facility and below licence threshold).
2. Does not include GSK, Harmire Road; (Company's own facility and below licence threshold).

Source: Urban Mines (Model of Waste Arisings and Waste Management Capacity for the North East of England Waste Planning; Authorities, Urban Mines, 2012).

Existing Provision for Waste

10.96 The three main waste types produced and managed in County Durham are:

cxxii The Tees Valley plant at Haverton Hill produces 392,000MWh annually or enough electricity to power 78,000 homes.

cxxiii Further capacity has been granted since the North East Study was conducted.

- **Non-Hazardous Waste**, which consists of Municipal Solid Waste (MSW) and Commercial and Industrial (C&I) waste. "Municipal waste" traditionally meant waste managed by a local authority. The Landfill Directive defines municipal waste as waste from households as well as other waste which, because of its nature or composition, is similar to waste from households. This includes a significant amount of waste that is generated by businesses and not handled by local authorities^(cxxiv). As they are similar in composition, C&I and MSW are termed "Non-hazardous waste" and are addressed together, on the basis that most waste facilities manage both MSW and C&I. Current estimates are that the County produces around 653,000 tonnes of Non-Hazardous waste per annum^(cxxv).
- **Construction and Demolition waste (C&D)**, which includes rubble, glass, wood, soils and plastics. Most C&D waste is 'inert'^(cxxvi). C&D waste is the largest waste stream and it is estimated that the County produced 807,406 tonnes of C&D waste in 2011^(cxxvii).
- **Hazardous Waste**, which contains material or substances potentially harmful to health or the environment, including oils and asbestos, batteries, fluorescent lighting etc. County Durham produces a small amount of Hazardous Waste, arisings totalling 26,526 tonnes in 2010. In 2009, 21,482 tonnes were deposited in County Durham, representing just under 2% of total deposits in the North East. In 2011, this rose to 23,392 tonnes, still only representing 8.3% of the

overall tonnage of hazardous waste deposited in the North East in 2011.

10.97 It is also estimated that 647,000 tonnes of agricultural waste is produced per annum (1998 estimates, EA, 2000). Wastes are also produced from the County's mineral workings.

10.98 Low Level Radioactive Waste (LLRW)^(cxxviii) comprises both radioactive wastes that are suitable for disposal with ordinary refuse and higher activity low level wastes which are not^(cxxix). LLRW consists largely of paper, plastics and scrap metal items that have been used in hospitals, research establishments and the nuclear industry. Very Low Level Radioactive Waste (VLLRW) is a sub category of this and consists of the same kinds of materials with less radioactivity. Low volume VLLRW can be disposed of with municipal, commercial or industrial waste. High volume VLLW can be disposed of to specified landfill sites and controls are necessary as specified by the environmental regulators.

Future provision for Waste

Non-Hazardous Waste

10.99 The 2010 national survey^(cxxx) shows a significant decrease in commercial and industrial waste generated in the North East of 48.7% (to 2,357,000 tonnes) between 2002-3 and 2009, the biggest fall of any

cxxiv Therefore, the North East Study (Urban Mines, 2012) refers to WasteDataFlow recorded waste as "Local Authority Collected Waste (LACW)" and the remainder of non-hazardous waste is referred to as commercial and industrial waste. This ensures consistency with previous work and with terminology used by National Government. For clarity and ease, this document refers to the two elements of Non-Hazardous waste as Municipal Solid Waste (MSW) and Commercial and Industrial (C&I).

cxxv Urban Mines Report, 2012.

cxxvi Inert waste is defined as waste which due to its composition is neither physically, chemically or biologically reactive and will not decompose.

cxxvii EA figures - waste received has been used as a proxy for waste arisings.

cxxviii Radioactive waste with a radioactive content not exceeding four GBq/te (gigabecquerels) per tonne of alpha activity, or 12 GBq per tonne of beta/gamma activity.

cxxix Low Activity Low Level Wastes have activity levels between 0.4 and 200 Bq/g, and could potentially be disposed of in conventional non-inert landfills. They include Very Low Level Wastes (VLLRW) which have activity levels between 0.4 and 4 Bq/g. High Activity Low Level Wastes have activity levels above 200 Bq/g (up to 4000 Bq/g of alpha and 12000 Bq/g of beta/gamma activity) and generally require dedicated highly engineered containment facilities such as those at the Low Level Waste Repository.

cxxx The national survey of commercial and industrial arisings 2010, undertaken by Defra.

English region. The Survey may be expected to reflect the particular economic conditions at the time (i.e. an economy recovering from recession), but does suggest that waste arisings are being decoupled from economic growth.

10.100 The North East Study of 2012 concentrated on commercial and industrial waste, but since many of the key facilities in the region process waste from both municipal and C&I sources, the Study also considered municipal waste arisings in order to produce a more precise forecast. Based on projections for C&I and MSW, the Study suggests that County Durham's current annual non-hazardous arisings (653,000 tonnes) will remain fairly constant throughout the Plan period, as shown on the table below. MSW is forecast to increase to almost 290,000 tonnes by the end of the Plan period, whilst C&I will decline to 346,000 tonnes^(cxxxix).

10.101 On the basis of strong policy direction and economic signals, any further residual waste solutions are likely to involve recovery of waste and therefore proposals for major new landfill capacity are unlikely to be needed or justified. Landfill will however inevitably remain a small but significant part of the long term waste management solution as there will always be a requirement for some waste to be disposed of to landfill which cannot be recycled or otherwise treated. Joint Stocks, near Coxhoe is the remaining municipal waste landfill in the County and currently has spare capacity, although it is important that this is preserved as far as possible to maximise flexibility for planning waste management in the future^(cxxxii). Joint Stocks has been mothballed as our current municipal waste solution does not require a landfill element. With this in mind, it is important to conserve void space and to drive waste management up the waste hierarchy, with alternative technologies required to take up the capacity. The intention is therefore not to provide additional landfill capacity during

the Plan period, but to continue to utilise existing available capacity where required, on the basis that it will diminish at a slower rate due to continued diversion and waste prevention.

Table 12 Projected Non-Hazardous Waste Arisings in County Durham over the Plan Period

Year	Projected Total Arisings (tonnes)
2010/11	653,000
2019/20	638,000
2029/30	636,000

Source: Urban Mines (Model of Waste Arisings and Waste Management Capacity for the North East of England Waste Planning, Authorities, Urban Mines, 2012).

Table 13 Non-Hazardous Residual Waste Capacity Gap Over the Plan Period

Year	Projected Capacity Gap (tonnes)
2010/11	-36,000
2019/20	+9,000 (no deficit)
2029/30	- 90,000

Source: Urban Mines (Model of Waste Arisings and Waste Management Capacity for the North East of England Waste Planning, Authorities, Urban Mines, 2012).

cxxxix The baseline decline is attributed by Urban Mines to the relative importance of industry in the County (55% of businesses industrial and 45% commercial as compared to 18% industrial in Newcastle-upon-Tyne). This differs from our original projections which indicated that both waste streams would grow.

cxxxii The study suggests that Joint Stocks' landfill voidspace will end in 2028 (based on 2010 input rates). However this is very difficult to predict. Individual landfill data is commercially confidential. The Waste Technical Paper took a mean of several years waste input in order to estimate remaining capacity.

10.102 The findings of the North East Study are summarised in Table 13. Based upon the achievement of statutory targets, the study suggests that the residual capacity shortfall at 2010/11 of 36,000 tonnes per annum will disappear by the middle of the Plan period (2019/20) but reappear at the end (reaching -90,000tpa by 2029/30). Three alternative scenarios were also developed which modelled increased recycling (of 60% and then 70% for C&I) and landfill diversion targets (of 70% for C&I). Each of these shows a surplus capacity to varying extents. On this basis, assuming that statutory targets will be achieved as a minimum provides a "worst case" indication of capacity required.

Construction and Demolition Waste (Inert Waste)

10.103 The availability of reliable data on inert waste continues to be an issue in planning for future capacity. Significant volumes are managed on site at the point of arising, or on sites which are exempt from permitting by the Environment Agency and are therefore unrecorded. In 2008 arisings of C&D waste were estimated to total 1,066,097 tonnes^(cxxxiii). Of this, 746,122 tonnes were landfilled (70%). This is used as the basis for projections in that it represents the 'worst case' (summarised in Table 14). Current estimates show that arisings are actually falling, at least partly as a result of the economic situation. In 2009, arisings of C&D were estimated to be 987,464 tonnes^(cxxxiv), of which nearly 71% was landfilled. In 2010, arisings were 957,194 tonnes, of which around 76% was landfilled. In 2011, arisings were 807,406 tonnes, of which around 68% was landfilled. Growth of C&D waste arisings is projected to be flat throughout the Plan period.

Table 14 Projected C&D Arisings in the County Over the Plan Period

Year	Projected Construction & Demolition waste arisings
2009/10	1,066,097 tonnes
2019/20	1,066,097 tonnes
2029/30	1,066,097 tonnes

Source: EA Waste Interrogator 2008, inert waste received used as a proxy for arisings.

10.104 It is estimated that capacity at licensed recycling sites is around 800,000 tonnes per annum and ad-hoc recycling accounts for around 500,000 tonnes per annum. Combined inert landfill capacity is estimated to be between 6m and 12m tonnes (depending on source of data and conversion factor used)^(cxxxv). A 50% C&D recycling target would mean that between 374,000 tonnes and 533,000 tonnes per annum would be landfilled depending on recycling performance. Based on current capacity, and estimates of the scale of current and future ad-hoc recycling on exempt sites, no provision for further capacity for construction and demolition waste is required in the Plan. As inert waste is bulky and of relatively low value, a key driver for recycling is transportation cost, with landfills being used if closer. There is therefore a need for a wide distribution of facilities in order to encourage recycling, and policy to encourage recycling and re-use at sites. This is the approach of the Plan to recycled aggregates set out in Policy 52 (Sustainable Minerals and Waste Resource Management).

Hazardous Waste

^{cxxxiii} EA Waste Interrogator 2008, inert waste received used as a proxy for arisings.

^{cxxxiv} EA Waste Interrogator 2009, (inert waste received used as a proxy for arisings).

^{cxxxv} The Environment Agency website estimates that there is nearly 8.5m tonnes inert landfill capacity at 2011. Source: <http://www.environment-agency.gov.uk/research/library/data/142511.aspx>

10.105 County Durham is a relatively small producer of hazardous waste in regional terms and we consider that no additional capacity for hazardous waste is required in the County, a conclusion which is supported by The North East Study (Urban Mines, 2012). It also shows declining arisings against a current capacity of over 45,000 tonnes, as shown below.

Table 15 Hazardous Waste Arisings in the Plan Period

Year	Projected Hazardous Waste Arisings (tonnes)
2010/11	16,000
2019/20	15,000
2029/30	13,000

Source: Urban Mines (Model of Waste Arisings and Waste Management Capacity for the North East of England Waste Planning, Authorities, Urban Mines, 2012).

Low Level Radioactive Waste (LLRW)

10.106 Only limited information is available on arisings, imports and disposal in County Durham. The policy on management of radioactive waste is being developed jointly by the Environment Agency and the Office for Nuclear Regulation (an agency of HSE), but no data on arisings and their destinations is held by the EA. Indications are that arisings of LLRW in the region are relatively low and therefore given that there are no nuclear installations in the County no further specific provision will be made for this stream in County Durham.

10.107 A further study has been carried out on Low Level Radioactive Waste in the North East region^(cxxxvi), to identify producers and

management routes. A policy on Low Level Radioactive Waste will be set out in the Minerals and Waste Policies and Allocations document, together with further detail on the approach. It is our strategy not to provide further LLRW capacity by allocations within the County on the basis that there is sufficient commercial capacity in other areas to reduce reliance upon the National Low Level Waste Repository resource near Drigg and manage waste generated in County Durham to at least 2029.

10.108 In setting out all this data for all the waste streams, it is important to recognise that this is a best estimate at the current time. We will update our assumptions on the capacity gap for all streams and will periodically review it as part of the evidence base for the Plan contained in our Technical Papers.

Capacity Required

10.109 On the basis of current capacity, current and projected waste arisings, and a number of specific assumptions, the North East Study 2012^(cxxxvii) estimates that there is likely to be a small capacity gap in provision for non-hazardous waste management towards the end of the Plan period (summarised in Table 15). No additional landfill capacity is likely to be required for non-hazardous waste during the plan period based upon the residual solution in place and our strategy of driving waste up the waste hierarchy. Further capacity has also been approved since the completion of the North East Study. This is a complex and rapidly changing picture and the results can only provide a best estimate based on the best available data. The position will be monitored on the basis of performance on recycling and recovery and procurement of further residual waste capacity.

^{cxxxvi} Covering the County Durham, Tyne and Wear and Northumberland areas.

^{cxxxvii} Model of Waste Arisings and Waste Management Capacity for the North East of England Waste Planning Authorities, Urban Mines, 2012.

Policy 63 - Waste Management Provision

Policy 63

Waste Management Provision

Provision will be made to enable the appropriate sustainable management of projected levels of waste arisings throughout the Plan period to 2030.

Proposals for new waste management capacity (excluding proposals to manage residual waste by landfill) will be permitted where they:

- a. Contribute to meeting an identified need for the Plan period, including reference to existing capacity;
- b. Contribute to the sustainable management of waste, in accordance with the waste hierarchy^(cxxxviii);
- c. Do not involve excessive provision of capacity which would result in unnecessary importation of waste into County Durham;
- d. Facilitate the provision of an accessible network of local waste management facilities or contribute to capacity where development will be concentrated within the main towns; and
- e. Can be proven not to cause unacceptable adverse impacts on the environment and amenity of local communities.

10.110 Provision for future waste management in County Durham is based upon providing facilities to deal with the County's own waste arisings (net self sufficiency). As highlighted by the Sustainability Appraisal large scale importation of waste from outside the County is no longer feasible. Whilst making provision for all of County Durham's waste and - where appropriate - waste from elsewhere would provide greatest economic benefit and may be the most appropriate option in terms of flexibility and sustainability, providing for new strategic scale waste facilities for certain waste types may not be the most economic or sustainable solution if capacity is available in neighbouring areas. As outlined above, procurement for the County Durham MSW contract is now complete, and it is clear that the solution involves management routes outside the County. The strategy for residual MSW waste is therefore based on the approach of using spare capacity within the region which will allow management of the waste close to source and is more sustainable than providing strategic scale facilities unnecessarily within the County. The strategy for all other waste types is therefore based upon the approach of making provision where necessary for County Durham's own waste. Any further provision will be based upon proven need identified in the Plan period and the policy retains the necessary flexibility to allow for this.

10.111 In line with Government guidance and the Waste Framework Directive, we are required to set out a strategy for the management of waste produced in County Durham and to make provision for the required capacity over the Plan period. The strategy set out here is produced on the basis of evidence, in particular the conclusions of the North East Study (2012)^(cxxxix). In the absence of strategic allocations, this Policy therefore sets out how we will address and support proposals for new capacity to manage waste arisings over the Plan period in a sustainable way and in line with the Waste Hierarchy.

^{cxxxviii} Set out in Figure 4 at the beginning of this Chapter

^{cxxxix} Model of Waste Arisings and Waste Management Capacity for the North East of England Waste Planning Authorities, Urban Mines, 2012.

How will the Policy be monitored?**Indicator:** Current waste capacity gap?**Target:** A trend in decreasing capacity gap.**The Spatial Strategy for Waste**

10.112 The County's distinctive settlement pattern presents a challenge of how to deliver new waste development in some areas. However there is also the opportunity to build upon the County's existing diverse network of facilities.

10.113 The Technical Consultation Report^(cxi) consulted upon key locational principles for waste development and spatial approaches for each of the Delivery Areas. These have informed the spatial approach and the policy on the location of new waste facilities.

10.114 The spatial approach aims to guide development to appropriate places within County Durham. In responding to the pressures in the County (particularly reducing the continuing reliance on landfill), it is flexible and supports developing technologies or emerging solutions in other strategic documents such as the Council's Municipal Waste Management Strategy. At the same time, it takes into account the need to protect sensitive areas and local communities.

10.115 The spatial approach for waste is based upon the five Delivery Areas in the Plan^(cxli), recognising the characteristics and constraints of each Delivery Area and evidence from the Employment Land Review on

suitable employment land to direct the broad strategy for waste management provision for each area. It should be noted, however, that waste is a strategic issue rather than a local one and that flows of waste are regional, sub-regional and national. Waste does not respect local authority boundaries and the Plan does not use the Delivery Areas as the basis for providing new waste capacity. Whilst the Minerals and Waste Policies and Allocations document will allocate sites where it is considered that sites are needed and deliverable, the spatial approach retains the necessary flexibility to allow for development which meets the needs of the main towns but allows development to be considered where there is a need and where there is land to accommodate it. The focus remains upon the main settlements, whilst recognising the opportunities for co-location of facilities at existing or suitably located new waste sites and for smaller-scale facilities particularly in other settlements where they are well related to the transport network.

10.116 For Central Durham, the approach is based upon Durham City at its heart and as a focus for growth in the Plan period and therefore a major source of household, commercial and industrial waste arisings. It will be a key area for waste development.

10.117 North Durham, the approach will be based upon its role as a major centre of population and industry. It will therefore be a focus for new waste development. The aim of the approach will be to maintain and develop an integrated waste network and support new recovery capacity in the area.

10.118 South Durham contains major centres of population and industry, particularly in its west, including the main towns of Bishop Auckland, Spennymoor, Newton Aycliffe, Shildon and Crook. These areas are a major source of waste arisings and are therefore recognised as key areas for the location of new waste management development. The eastern part

cxli 'Towards a Waste Delivery Strategy for County Durham' (May 2011) can be downloaded here: http://durhamcc-consult.limehouse.co.uk/portal/planning/cdp_ce/twdsdscd
 cxli Central Durham, North Durham, South Durham, East Durham and West Durham.

of South Durham is more rural in nature and therefore will not be a key location for new waste development. In all these areas, new waste development will be guided to suitable sites well related to the Main Towns and Smaller Towns and Larger Villages.

10.119 The East contains major centres of population and industry. With the exception of the southern and western parts of East Durham, which are rural in nature, it will be a key area for waste development.

10.120 In West Durham, as it is rural in nature and has relatively low levels of waste arisings and population density it will not be considered a key location for new waste development. The existing limited network of facilities will be maintained in order to facilitate the collection and transfer of waste in the area to more centrally located recycling facilities. Where new or upgraded facilities are required, they will be guided to employment land well related to the main centres of population.

Policy 64 - Location of New Waste Facilities

Policy 64

Location of New Waste Facilities

Proposals for well-designed waste facilities in appropriate sustainable locations will be permitted where they:

- a. Are well related to the Main Towns and Smaller Towns and Larger Villages (in line with our Spatial Approach);
- b. Are located on appropriate previously developed land or on land identified for general industrial use except where:
 1. They are on sites referred to in Table 18 (Employment sites

not appropriate for waste development); or

2. It can be demonstrated that they are waste development proposals requiring an outdoor and/or rural location;
- c. Are well related to the transport network;
 - d. Would not give rise to unacceptable adverse impacts on the environment or upon the amenity of local communities;
 - e. Take advantage of opportunities to be accommodated as part of an existing waste management facility, where this is feasible and appropriate and would not give rise to significant adverse cumulative impacts; and
 - f. Take advantage of opportunities to use waste as a fuel, and to co-locate waste management facilities with potential users of recovered materials, energy and heat, where appropriate and feasible and where this represents a sustainable option.

In addition to the above, in rural areas planning permission will be granted for small scale waste facilities which support a connected network of facilities, and where it can be demonstrated that they genuinely require a rural location.

This policy does not relate to sewage and waste water infrastructure, which is covered by Policy 46.

10.121 It is important for the Plan to make provision for the sustainable management of waste arisings through a network of facilities, in line with the Waste Framework Directive and the principles of sustainable waste management. This policy is the detailed expression of the spatial approach

for waste and aims to locate new waste development within areas where it is anticipated that there will be increased growth, using the Employment Land Review (ELR) to identify land suitable for future waste development. In accordance with Planning Policy Statement 10 (PPS10), it encourages communities to take responsibility for their own waste and also seeks to encourage the co-location of facilities where feasible.

10.122 This approach updates that adopted in the County Durham Waste Local Plan, reflecting the growth aspirations of the County. The criteria based approach of the Waste Local Plan has been proven to be very effective in recent years in delivering the capacity needed to support the diversion of waste from landfill, as demonstrated by the track record of permitted capacity and shown in Table 16 below.

Table 16 Total Waste Management Capacity Granted⁽¹⁾

Year	Capacity (tonnes)
2007/08	80,000 tonnes ⁽²⁾
2008/09	321,000 tonnes ⁽³⁾
2009/10	211,600 tonnes ⁽⁴⁾
2010/11	227,400 tonnes ⁽⁵⁾

1. Source: Durham County Council Annual Monitoring Reports 2007/08 to 2010/11
2. Comprising of transfer stations and materials recovery.
3. The majority of which relates to recycling, composting, anaerobic digestion or Mechanical Biological Treatment (MBT). Some Waste Transfer Stations (WTS) were also permitted.
4. The majority of which was for recycling; composting; and waste transfer.
5. The majority of which consisted of recycling; composting; and waste transfer. Some metal recycling capacity was also permitted.

10.123 Each of the wide variety of waste facility types^(cxlii) has its own locational requirements. It is broadly true however that aside from landfill and uses which require an outdoor location, most waste development can, and should be, housed in buildings and will be located in industrial areas, in order to control effectively any visual and environmental impacts.

10.124 Modern, well designed and well managed waste facilities located in buildings are indistinguishable from other industrial uses and are generally capable of being located in defined urban areas on industrial estates. It is likely that new technologies will continue to emerge throughout the Plan period and therefore the approach needs to be flexible enough to accommodate this.

10.125 Based on the evidence from the ELR of available employment land in each Delivery Area, the approach maintains the necessary flexibility to provide for the Main Towns whilst still enabling suitably located sites in other areas to come forward where a need and opportunity is identified. The role and purpose of certain employment sites will not be compatible with waste management uses however, and it is important to balance the proposed use with the land uses in the area. This approach will also help to deliver the aim of locating facilities with other similar uses. Table 17 below outlines the employment sites not considered appropriate for waste development, in line with this approach.

cxlii Transfer Stations; Materials Recovery Facilities; Household Waste Recycling Centres; Metal Recovery Facilities; Composting Sites; Inert Waste Recovery and Recycling Facilities; Aerobic and Anaerobic Digestion Facilities and Energy from Waste Plants



Table 17 Employment Sites Not Appropriate for Waste Development

Site name and location	
Abbey Woods (Durham City)	Lambton Park Estate (Chester-le-Street)
Amazon Park (Newton Aycliffe)	Land South of West Auckland, Bishop Auckland
Aycliffe Business Park (South)	Low Willington Industrial Estate
Aykley Heads Business Park and Aykley Heads Green Belt Land, Durham City	Mount Oswald Business Park
Belmont Industrial Estate (Durham City)	Mountjoy Science Park
Berry Edge Industrial Estate	NETPark (Sedgefield)

Site name and location	
(Consett)	
Bowburn North Industrial Estate (Durham City)	Newton Park (Newton Aycliffe)
Bowes Business Park (Lambton Park)	Number One Industrial Estate (Consett)
Brackenhill Business Park (Peterlee)	Peterlee North West (part)
Consett Business Park	Peterlee South West (part)
Dawdon	Project Genesis, Consett
Drum Industrial Estate (Peterlee)	Seaham Grange
Durham Science Park (Durham City)	Sea View Industrial Estate (Horden)
Elvet Waterside (Durham City)	Shaw Bank, Barnard Castle
Former Ice Rink (Durham City)	South Church Enterprise Park (Bishop Auckland)
Foxcover Industrial Estate (Seaham)	South of Bowburn Road (Durham Green)
Green Lane (Spennymoor)	South of Drum (Chester-le-Street)
Greencroft Industrial Estate, (Annfield Plain)	South of Seaham
Greenfield Industrial Estate (Bishop)	Spectrum Business Park

Site name and location	
Auckland)	(Seaham)
Harmire Industrial Park (Barnard Castle)	St Helen Auckland Industrial Estate and Extension, Bishop Auckland
Land at Hawthorn	Villa Real Business Park, Consett
Hobson Industrial Estate (Consett)	West Auckland Industrial Estate
Hownsgill Industrial Estate (Consett)	Whitehouse Business Park (Peterlee)

10.126 Developments such as composting; certain farm-related schemes (apart from activities such as in-vessel composting and anaerobic digestion); landfill and landraise, and some of the more traditional non-landfill waste management methods need to be located outdoors. These have specific locational requirements and are exceptions to the Policy. Waste facilities which can be located on farms as part of farm diversification schemes should be assessed on their own merits. Whilst certain recovery facilities can be accommodated on farm sites, it is recognised that only a limited range of waste recovery operations are likely to be appropriate due to their specific impacts and locational requirements.

10.127 In line with sustainable development principles, the co-location of waste facilities with users of recovered materials or with users of energy or heat produced will be considered where this represents a viable and appropriate option in line with the Energy Hierarchy and sustainability principles. The recovery of energy from waste or its use as a fuel should clearly only be for waste which cannot be prevented, reused or recycled in line with the Waste Hierarchy and where this represents the most

sustainable option. For example, in the case of waste which would otherwise be landfilled and cannot be recycled or reused, its use for energy generation would reduce greenhouse gas emissions by reducing the generation of methane.

10.128 PPS10 requires that waste miles are minimised, alternative modes of transport to road are used and that self-sufficiency is a key principle where feasible. The NPPF requires that, where practical, encouragement should be given to development which supports reductions in greenhouse gas emissions and reduces congestion, and therefore requires the planning system to support sustainable modes of transport where reasonable. The majority of waste movements within the County are by road and whilst rail transportation may be feasible for certain sites and should be encouraged, this requires the availability of accessible rail heads. Policy 53 (Safeguarding Minerals Related Infrastructure and Waste Management Sites) safeguards rail connections which have the potential to be used for the transport of waste. Where rail use is not feasible, impact upon the road network should be assessed and should be minimised by the use of the strategic road network.

10.129 This policy addresses the obligations under the Waste Framework Directive to set out an integrated and adequate network of disposal installations, together with priorities for the location of new waste management facilities and the spatial approach for waste, reflecting Objectives 17 and 18 and promotes economic opportunities of the waste industry in line with parts of Objective 1.

How will the Policy be monitored?

Indicator: Number of planning applications which have been approved contrary the Location of New Waste Facilities Policy?

Target: 0 applications approved contrary to the Location of New

Waste Facilities Policy.

Policy 65 - Landfill and Landraising**Policy 65****Landfill and Landraising**

Proposals for new landfill and landraising will be permitted only where they would not significantly adversely impact upon sustainable waste management in County Durham, and where it can be demonstrated either that:

- a. There is a need for the facility, and there is insufficient existing capacity for the management of the waste stream; and
- b. The management of waste by options further up the Waste Hierarchy^(cxliii) is not possible; or
- c. The proposal would bring environmental benefits such as the reclamation of registered contaminated land or previously developed land, within a short timescale, and without creating significant new capacity.

And for all proposals there would be no unacceptable adverse impacts on the environment or amenity of local communities.

and reuse, valuing waste as a resource, with landfill diversion contributing to overall CO₂ reduction, in line with the Waste Hierarchy. Whilst final disposal is the last resort, there will always be residues which cannot be recycled or recovered and provision must be made for this capacity.



10.131 Landfill tax is clearly now the main 'driver' for diverting waste from landfill. In the circumstances it is anticipated that only a small residual, non-recyclable fraction of the County's waste arisings will be disposed of by landfill in the future.

10.132 Total residual arisings are modelled to be around 361,000 tonnes currently. Assuming statutory targets are met, this volume declines to around 315,000 tonnes per year over the forecast period to 2030, according to the Model of Waste Arisings and Waste Management Capacity for the North East of England Waste Planning Authorities study. Details of the Study's findings are summarised in the Waste Technical Paper.

10.130 Government policy is based upon prioritising waste prevention

10.133 Capacity will be taken up by a residual solution which will not

cxliii Set out in Figure 4 at the beginning of this Chapter.

involve the provision (by allocations) of further landfill capacity within the County. Flexibility continues to be needed to address unexpected changes during the Plan period. It is also recognised however, that landfill can sometimes be an effective way of reclaiming derelict or contaminated land and restoring former mineral workings. Whilst planning permission for additional landfill capacity needs to be carefully controlled, there may be particular circumstances where, on a small scale, it may represent the most sustainable option.

How will the Policy be monitored?

Indicator:

1. Number of planning applications which have been approved contrary to the Landfill and Landraising Policy?
2. Amount of municipal waste arising, and managed by management type?

Target:

1. 0 applications approved contrary to the landfill and Landraising Policy.
2. Decrease in the amount being landfilled (in relation to baseline figure).

Approach to Allocating Sites in the Minerals and Waste Policies and Allocations document

10.134 The Local Plan only seeks to allocate new minerals and waste sites which are of strategic significance and central to the delivery of the strategy of the Local Plan. All other minerals and waste sites will be considered for allocation in the Minerals and Waste Policies and Allocations document.

10.135 Earlier in the process of preparing the County Durham Plan we undertook two calls for new minerals and waste sites^(cxliv). In preparing the Minerals and Waste Policies and Allocations document, we will undertake a further call for sites. Through this Plan we have already sought to make decisions upon those sites which met our criteria for potential strategic sites^(cxlv). However, any site which is not allocated in the main County Durham Plan document may still be considered in the Minerals and Waste Policies and Allocations document, alongside any other non-strategic site. All potential non strategic site allocations will need to be in accordance with the key minerals and waste policies and other relevant policies of the County Durham Plan, and:

- Sites will need to be environmentally acceptable and in accordance with all relevant environmental policies in the County Durham Plan. As part of work to prepare this document all sites will be subject to Sustainability Appraisal and will be considered through Habitats Regulations Assessment;
- Sites will need to be demonstrably deliverable with a committed operator and/or agreement of the landowner (and owner of the mineral rights for mineral sites);

cxliv The sites that have been proposed as potential allocations in the County Durham Plan and the Minerals and Waste Policies and Allocations document are outlined in the Technical Consultation Report 'New Minerals and Waste Sites in County Durham' (December 2010).

cxlv Consultation was undertaken on the criteria for strategic minerals and waste sites through the Core Strategy Issues and Options Paper and the Technical Consultation Report 'New Minerals and Waste Sites in County Durham' (December 2010).

- For waste sites any opportunities for generating decentralised energy from waste, including contributing to district heating networks, are exploited;
- For surface mined coal sites, environmental acceptability will be the key test. For allocations the Council will not consider whether there may be any national, local or community benefits which could outweigh unacceptable adverse impacts; and
- For all aggregate minerals and brick clay sites, need will be assessed.

10.136 Policy 64 (Location of New Waste Facilities) addresses priorities for the location of new waste management facilities and the spatial strategy for waste and promotes economic opportunities of the waste industry.