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Heritage Statement for Darlington Station East Gateway, Bank Top Station, Darlington

Prepared for: Darlington Borough Council
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Proposal number: 2312 -001

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1. INTRODUCTION

This application seeks planning permission for proposed works to create the Darlington Station West Gateway. This statement also covers the listed building application for works to alter the low boundary wall to the east of Park Lane to create a new vehicle access.

This statement should be read with the submitted information by Fairhurst and drawings associated with the new road layout at the top of Victoria Road. The Highways Report by Sanderson Associates and Design and Access Statement also forms part of the justification for the proposal.

This application follows pre-application discussions with Darlington Borough Council planning department and Historic England.

Purpose of this Statement

The purpose of the Heritage Statement is to assess the significance of the heritage assets in accordance with paragraph 189 of the National Planning Policy Framework to better understand the assets.

Structure of this Statement

This Statement sets out the description of the site, a summary of the legislative and policy framework, followed by an assessment of significance using the guidance set out in Statements of Heritage Significance (HEAN12) and the NPPF for assessing significance of heritage assets. The assessment then sets out the impact of the proposal on that significance, including whether the proposal would sustain, enhance or harm significance.

Description of the Proposed Works

The planning application comprises:

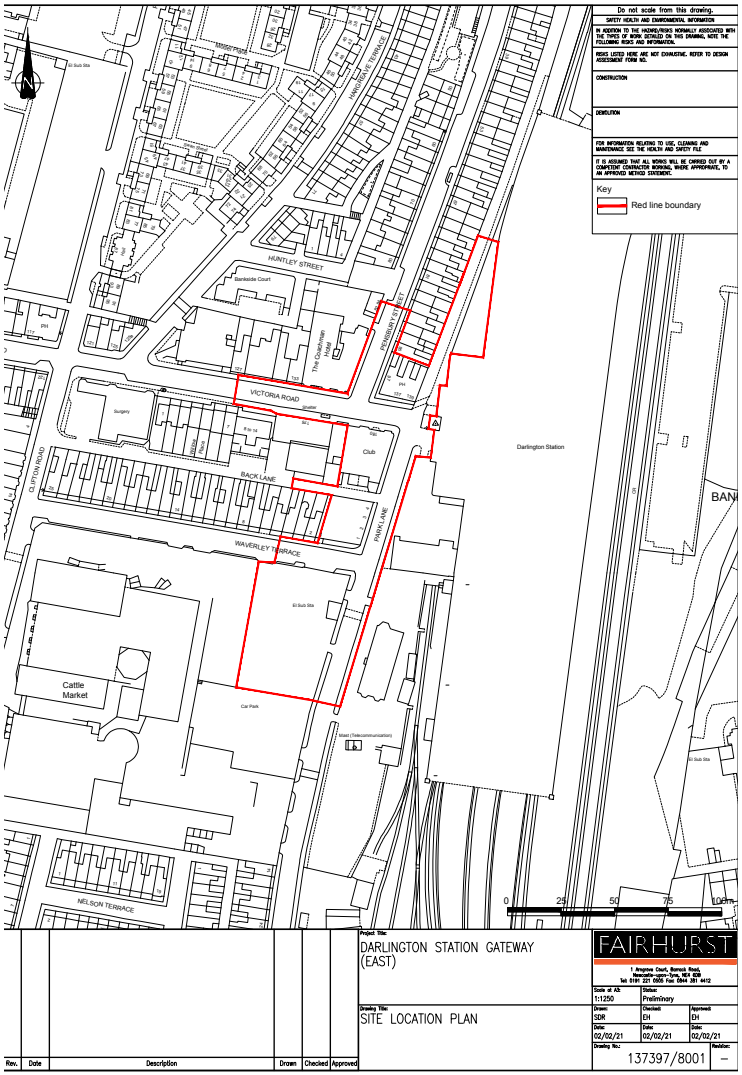
- Demolition of Hogan's Public House, 1 Waverley Terrace, and 1-4 Park Lane;
- Proposed engineering operations in the form of highway works and ancillary infrastructure works to the west of Darlington Railway Station to connect Pensbury Street to Park Lane;
- The creation of bus stops and lay-bys, new highways access to rear of Pensbury Street, turning facility at rear of Pensbury Street, new vehicular access route to existing car park, partial demolition of boundary wall to facilitate vehicular access to existing car park, turning facility to Waverley Terrace; and,
- associated public realm landscaping works.

Listed Building Application comprises:

- partial demolition of wall forming boundary to existing car park at Darlington Bank Top Station

Site Location

The application site is located to the West of Darlington Bank Top station and includes the top of Victoria Road, east end of Pensbury Street, including a section of the back lane and west end of Park lane and the east end of Waverley Street.The red line boundary is shown on the map to the right.



2. PLANNING CONTEXT

This section briefly sets out the planning context for this application in respect of the historic environment. The Government has published guidance notes to support Local Planning Authorities in making decisions on applications within the historic environment and these are summarised below.

Planning (Listed Buildings and Conservation Areas) Act 1990

Section 66 of the 1990 Act sets out how Local Planning Authorities should deal with applications to listed buildings. It states that; '*in considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.*'

National Planning Policy Framework

In 2019 the Government published revised policy guidance for all applications in the form of the National Planning Policy Framework (NPPF). In this document there is a presumption in favour of sustainable development unless policies within the NPPF indicate development should be restricted. At paragraph 184 the NPPF states that heritage assets should be 'conserved in a manner appropriate to their significance so they can be enjoyed for their contribution to the quality of life of this and future generations'.

In considering changes to the historic environment, paragraph 192 states that account should be taken of the desirability of sustaining and enhancing the significance of heritage assets and the wider social, cultural, economic and environmental benefits that the conservation of the historic environment can bring. Paragraph 193 states that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation and any harm should require clear and convincing justification. Where a proposed development will lead to harm, this harm should be weighed against the public benefits of the proposal (paras 195 and 196).

Para 197 sets out that the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement

will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

Annex 2 of NPPF sets out the definition of significance. It states that it is the '*value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage assets physical presence, but also from its setting.*'

National Planning Practice Guidance

This is the Government's guidance on interpreting the National Planning Policy Framework and was updated in 2019 in paragraphs 18a-001-20190723 to 18a-071-20190723. The guidance gives advice on topics such as interpreting significance and harm. Of particular relevance to this application are the paragraphs on decision making in regard to the historic environment (18a-006-20190723) on assessing significance and why significance (18a-007-20190723) is important in decision making and how to use an understanding of significance to minimise harm (18a-008-20190723).

The practice guidance confirms that applicants are expected to describe the significance of any heritage assets affected in their application and how this has informed the development proposals, The level of detail should be proportionate to the assets' importance (18a-009-20190723).

Local Plan Policies

Borough of Darlington Local Plan 1997

Relevant saved policies:

E37 – Enhancement of the Built Environment

E44 – Architectural Salvage

Darlington Core Strategy Development Plan Document, 2011

CS1 – Darlington's Sub-regional Role and Locational Strategy

CS2 – Achieving High Quality, Sustainable Design

CS6 – Vibrant Cultural and Tourism Offer

CS14 – Promoting Local Character and Distinctiveness

CS19 – Improving Transport Infrastructure and Creating a Sustainable Transport Network

Historic England Advice Note 3 2017

Historic Environment Good Practice Advice in Planning: 3 (2nd Edition)This document sets out guidance, against the background of the National Planning Policy Framework (NPPF) and the related guidance given in the Planning Practice Guide (PPG), on managing change within the settings of heritage assets, including archaeological remains and historic buildings, sites, areas, and landscapes.

It gives general advice on understanding setting, and how it may contribute to the significance of heritage assets and allow that significance to be appreciated, as well as advice on how views contribute to setting. The suggested staged approach to taking decisions on setting can also be used to assess the contribution of views to the significance of heritage assets. The guidance has been written for local planning authorities and those proposing change to heritage assets.

3. UNDERSTANDING SIGNIFICANCE

In order to understand the impact of a proposal on a heritage asset the key is to understand the significance of the asset by understanding its history of development. Annex 2 of NPPF sets out the definition of significance. In particular it notes that significance derives not only from the physical presence of a heritage asset, but also from its setting. Historic England state in its Advice Note 12: Statements of Heritage Significance that the requirement set out in the NPPF for an understanding of significance must stem from the interest(s) of the heritage asset, whether archaeological, architectural, artistic or historic, or a combination of these; and that this understanding:

- must describe significance following appropriate analysis, no matter what the level of significance or the scope of the proposal;
- should be sufficient, though no more, for an understanding of the impact of the proposal on the significance, both positive and negative; and
- sufficient for the LPA to come to a judgment about the level of impact on that significance and therefore on the merits of the proposal.

Historic England recommends that technical analyses should be seen primarily as material supporting a clearly expressed and non-technical narrative argument that sets out '*what matters and why*' in terms of the heritage significance of the assets affected, together with the impact of the proposal upon them. Historic England notes that significance and impact are matters of qualitative and expert judgement, they cannot provide a systematic answer.

In gathering evidence to assess the significance, a several site visits were made and consultation with a number of sources have been consulted including the Darlington Station Statement of Significance by North East Civic Trust, Historic England database of listed buildings, www.oldmaps.co.uk and various on line history sources.

4. ASSESSMENT OF SIGNIFICANCE

The significance of the heritage assets can be derived from a number of different but interconnected values based on the evidence on site and through research. Historic England give advice on the analysis and assessment of heritage significance in line with the NPPF to assist all interested parties in implementing the legislation.[1] Their advice advocates a staged approach to decision making. The stages are:

1. Understand the form, material and history of the heritage asset;
2. Understand the significance;
3. Understand the impact on that significance;
4. Avoid, minimise and mitigate negative impact;
5. Look for opportunities to better reveal or enhance significance.

The basic principle is to understand the interest or value of a place or building and why it is of interest. This achieved by using the as a methodology through which to explore and understand significance. In summary, the significance of a heritage asset is equal to the sum of its special interest. The values and interest are aligned with the Planning (Listed Buildings and Conservation Areas) Act 1990 and are considered to be:

- **Historic Interest -** is measured by the historical people or events associated to a building.
- **Architectural or Artistic Interest -** is measured by the general character, appearance and aesthetics of the buildings as well as the spaces between.
- **Evidential or Archaeological Interest -** is measured by the evidence yielded from the fabric of the structure or evidence of human influence on change to the environment.

A value of high, medium or low is attributed in the conclusion of significance assessment based on the research and evidence set out:

- **High** – the elements of the heritage asset which are of high value;
- **Medium**– the elements of the heritage asset which are of moderate value;
- **Low** – the elements of the heritage asset which are of limited value.

This assessment also uses the values as set out in the Statement of Significance (2017) by the North East Civic Trust which are set out as exceptional, considerable, some and marginal.

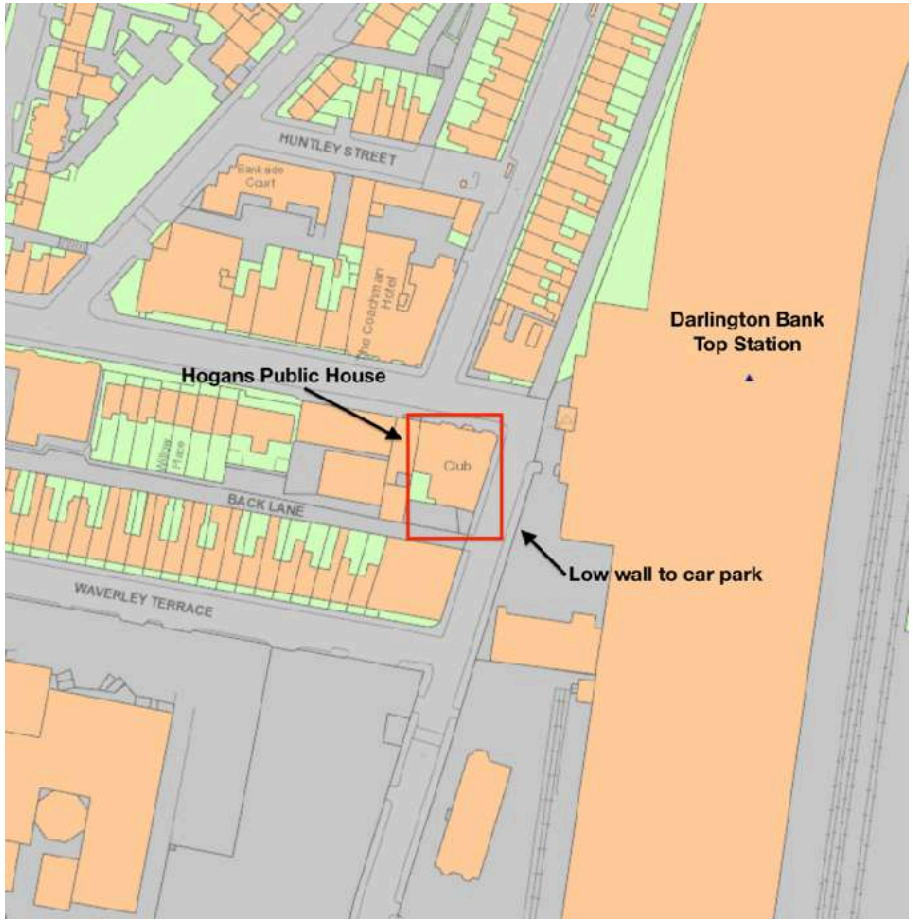
[1] Statements of Heritage Significance Historic Advice Note 12

The Designated Heritage Assets affected by the submitted proposal are as follows:

- Darlington Bank Top Station Grade II*, including the low brick wall to the carpark South of the main station entrance off Victoria Road.

Other heritage assets affected by this proposal:

- Hogans Public House, 180 Victoria Road - non designated heritage asset



Darlington Bank Top Station

Darlington Bank Top Station was built in 1887 as the second railway station in Darlington after North Road station. It was designed by William Bell the then Chief Architect for the North Eastern Railway who designed other station buildings such as Tynemouth Station, Bridlington, Whitley Bay and Alnwick. Bell's station building replaced an earlier station by Thomas Prosser in 1861 which itself replaced an earlier station building by John Green built in 1842.

It wasn't until the current station was built that it became the primary station in Darlington. Its extension from the earlier Prosser station building was westwards and necessitated the demolition of a school, coal depots, 20 houses and three pubs to make space for the new tracks and enlarged train shed.

The west entrance of the 1887 station building is the main entrance with portico and 80 ft high clock tower. The entrance was designed to have pedestrian access into the station and a covered drop off point within the portico for carriages, and now cars, similar to Newcastle Central Station and York Station. The portico is unusual in that there is no direct connection to the platforms, they are accessed via an underpass and steps below the track bed that lead to platforms within the trainshed.

A detailed understanding of the heritage significance of Bank Top Station is set out in the Statement of Significance 2017 by North East Civic Trust.

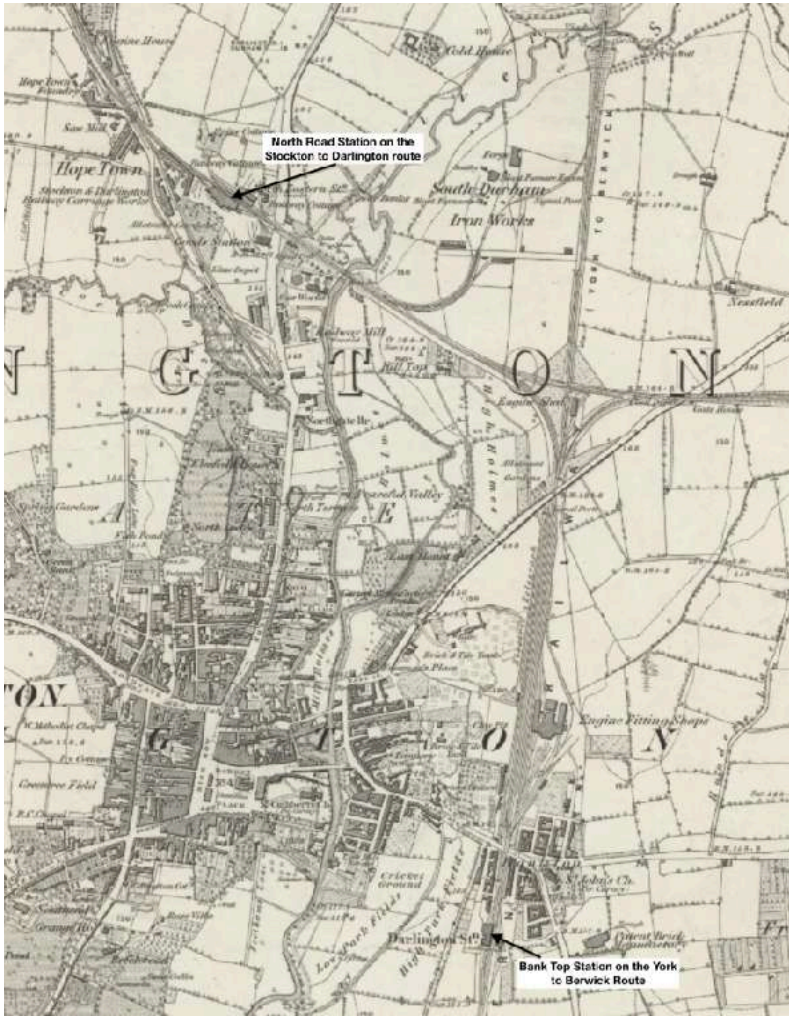
In regard to the area around the main entrance to the station, this forms part of the setting to the station and a better understanding of this is set out in the next section.

Historic Interest

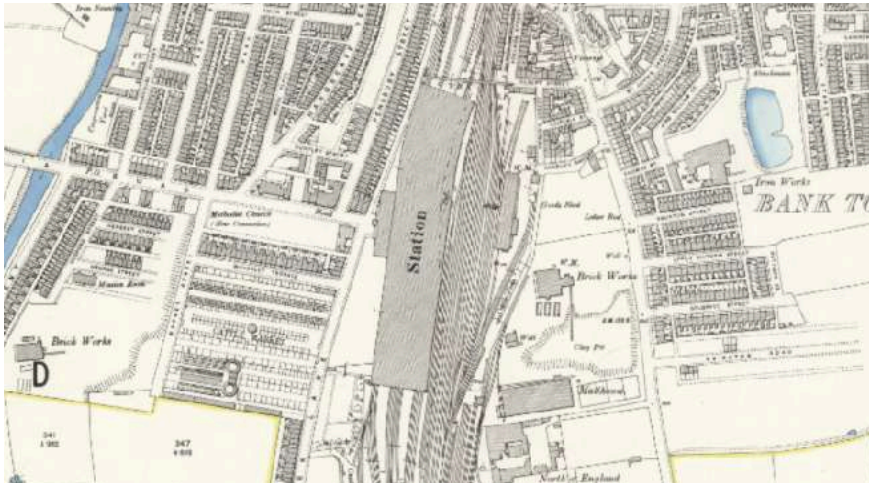
A historic map progression exercise assists in understanding changes which were purposeful and designed to enhance or create a view and those which were developed without connection to the heritage asset.

The application site does not fall within a conservation area, however there are a number of historic buildings and particularly the terraces which are of some historic interest. This part of Darlington developed quickly in the mid to late 19th Century as a result of the popularity of the railway and particularly after 1887 when Bank Top Station was extended and became the main station for Darlington after North Road Station on what is now the East Coast Mainline.

Bank Top station was built within the small but separate settlement of Bank Top, to the east of Darlington. The route was initially a branch line from the Stockton and Darlington line which was purchased by the Great North of England Railway Company in 1841 and the first Bank Top Station by John Green was completed in 1842 with the route running between York and Darlington. The earliest tithe map shows St Johns Church (1847) and Bank Top Station with some development around. The line would extend north to Newcastle by 1844 and establish itself as a popular route by end of the century.



First Edition OS Map 1855



Second Edition OS Map 1898

Third Edition OS Map 1915

By the second edition OS Map develpment around the station and particularly to the west and east with rows of back to back terrace housing. The Statement of Significance suggests these houses were not built specifically for the railway worker, but some were occupied by those connected to the railway. Importantly for this assessment, Victoria Road, a link road towards Darlington town centre from Bank Top station has been constructed and may have been contemporary to the extension of Bank Top Station by William Bell in 1887, which was the same year as Queen Victoria's Golden Jubilee.

At the start of the 20th Century development has extended around the station. The entrance portico is at the end of Victoria Road and it appears that the terrace houses at the end of Pensbury Street have been orientated to face onto Victoria Road. Opposite is a public house, now known as Hogans, also appears as its original name; the Park Hotel on the 1956 OS Map. To the West of Hogans is a track of empty land, opposite the NER Hotel and the Church. On the earlier edition its marked as Methodist Church. The Methodist Church is opposite, built in 1884 and designed by AH Goodall.

Victoria Road Station Approach c.1890

Victoria Road Station Approach 2021

Architectural/Artistic Interest

The architectural interst section will look at the Grade II* Station west side and Hogans, the late 19th Century Hotel adjacent to the station. The terrace houses at the end of Pensbury Street, adjacent to the station have planning permission to be demolished. Victoria Road terminates at the west entrance to Bank Top Station with the grand tower, reminiscent of the gothic clock tower to St Pancras Station, and the spire to the Methodist church creating a distinctive street scene on the approach to the station. The main and original entrance to the station is on the west side of the building and is expressed as two large arches either side of the tower, partly obscured from view by the buildings to the west and east of Victoria Road. The large arches were carriage ways entrance and to the north and south are smaller pedestrian access arches which complete the entrance into the main portico.

Victoria Road Station Approach c.1900

Victoria Road Station Approach c.1970

Pensbury Road End Terraces

Hogans

Victoria Road and Pensbury Street

Victoria Road was planned as a straight road linking the town with the rail station and the vista at the eastern end was the railway station. The former Hogans Public House can be seen as the gable end of the building in the historic image above. The end buildings onto Pensbury Street have been orientated to face the Hogans building in a nod to acknowledge the presence of the adjacent station building. Whilst this land would have been outwith the landownership of the railway company, discussions may have been had with the Pensbury Street developer to encourage a 'bookend' finish to the terrace on this part of Victoria Road to prevent people exiting the station and looking onto the backyards of Terrace Houses. The end of terrace row has planning permission to be demolished as part of the proposed works so its further significance will not be assessed here.

Hogans

The former public house known as Hogans was previously known as Park Hotel and built as a Temperance Hotel around the time of the construction of the Station. It is considered to qualify as a non designated heritage asset because of its historic location and its external appearance. The land to the west of this building, along Victoria Road, remained unoccupied for the remainder of the 19th Century and large proportion of the 20th century. Historic maps refer to the land in association with the Methodist church, so there may have been some connection between the Methodists and the Temperance Hotel. Later maps mark the building has a public house.

Hogans has a decorative front elevation (Victoria Road) with central rebated porch behind a series of arches supported by doric columns with stylised projecting bay windows either side. Now covered in a thick pebble dash render its original building fabric was probably brick. Most of the buildings on Victoria Road are

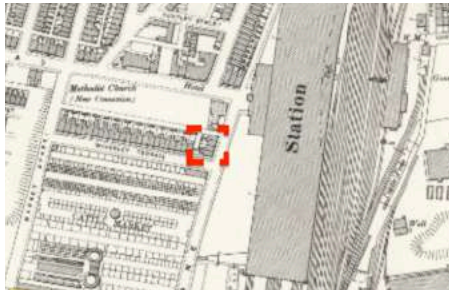
brick and there was a brickworks located nearby. The porch entrance has visible evidence of glazed tiles. Windows at first floor have been replaced with modern timber windows and bulls eye glazing.

To the rear the building has been extended, the brick is painted and a small covered enclosure to the pub has been created. There is also a side single storey extension with glazed (modern) lantern to the roof.

Internally the building has been much altered on ground and first floor as these images show. Earlier and original partitions have been removed and replaced with a modern fit out scheme. The original floor plan is not now discernible. There is very little evidence left that is visible, of the earlier form or layout of the building.

The second floor level is accessed via stair case to the centre of the building and appears to be original layout. The second floor has been largely left and used for storage. This level is not habitable and there is evidence pigeons have taken up residence for some considerable length of time. All the original plaster ceilings have been removed and the roof joists and rafters are visible. The roof has been repaired, re-felted and re-slated to make water tight, so there is no recent evidence of water ingress at this level.

The original floor plan survives in a very loose form. Decorative features such as fire surrounds, cornicing and skirting boards have been removed as well as most doors and architraves. Floor boards have been lifted, and all services appear to have been stripped. The original windows are in situ, timber sliding sash and case.



1898

1939

1 - 4 Waverley Terrace

1 - 4 Waverley Terrace was constructed, as with the end of Pensbury Terrace, to turn at right angles and face the then newly completed Bank Top Station building. The 1898 map extract shows a short row of 4 terrace houses which were then altered in the 1930's to develop a block of terrace houses, of which only the Waverley Terrace elevation still survives. To the rear is a modern single storey warehouse development.

The modern brick elevation to the Park land elevation has three windows, a blocked up entrance, roller shutter at garage entrance from back lane and a modern corrugated roof with large extract to roof and is of very low architectural interest.

Low Brick Wall

The low brick wall to the station, on the east side of Park Road is constructed of around 8 courses of brick topped with sandstone capping stones. The low brick wall forms a boundary to a car park but appears from cartographic analysis to be later than the 1887 Station building, but formed using a similar brick.

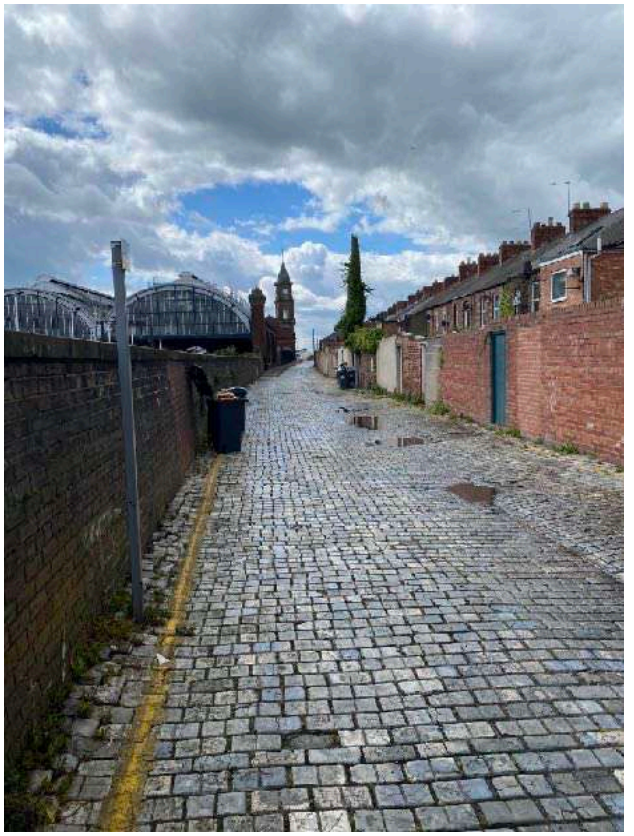
In 1915 this area is marked on the OS map as allotment gardens, immediately adjacent to the Station building but the boundary wall is indistinct. The allotment use may have been temporary during the war years.

The District Engineers building (in the image right with the long dormer window) was built in 1913 and so the alterations to form the current enclosure and piers may have been inserted around this time. The low boundary wall has been altered since its construction according to early maps. The historic maps show a pier in a different location to those which exist at present.

Scoria Bricks to Back Lane

The blue grey scoria bricks to the back lanes, such as Pensbury, are noted in the Statement of Significance to be an important local building material. They were invented by Darlington man Joseph Woodward. The distinctive bricks are made using waste slag from iron production and are a distinctive silver blue coloured brick used for road and gutter surfaces. They were invented in 1872 and Wooward went on to set up the Tees Scoria Brick Company and their first office was on Station Street at Bank Top (now demolished).

Scoria blocks were once common across south Co Durham but fell out favour with the rise of the motor vehicle and tarmac become the pre-dominant surface material.



Summary of Significance

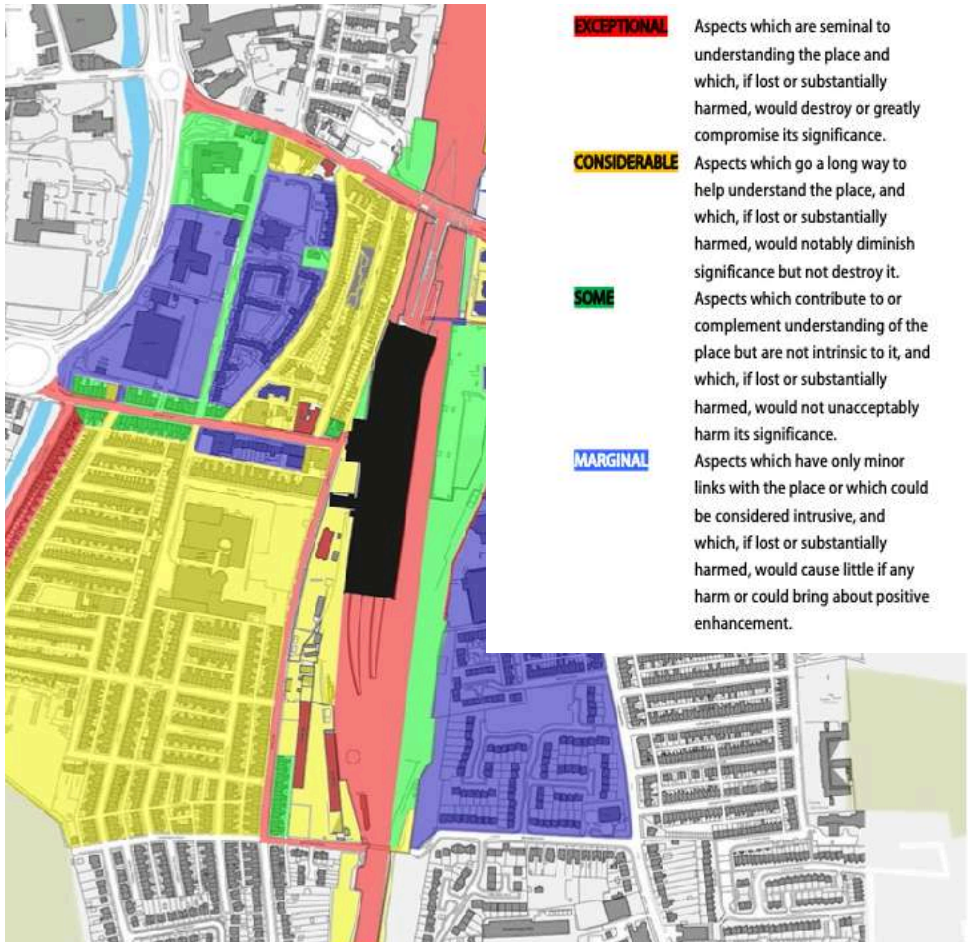
The Statement of Significance has assessed the areas that are the subject of this planning and listed building application and the extract map is replicated here from that document for ease of reference.

Hogans - is a non designated heritage asset and considered to be of considerable significance in the local context of Darlington. Its original purpose as a Temperance Hotel has long since ceased and it has been unoccupied and vacant for a considerable period of time. Its interior is much altered on two floors and the top floor is in extremely poor condition.

1- 4 Waverley Terrace - considered to be of considerable significance in the local context of Darlington because of its position and contribution to setting that the terrace houses collectively make to Bank Top Station. This section of terrace housing has been substantially altered from the original and the extent of terrace housing visible today dates to the inter war period of the 20th Century with a late 20th C addition to the rear. It is suggested that this section of the terrace is of some significance.

Low Brick Wall - this wall is not given a level of significance in the SoS as it is picked out in white. The wall is not contemporary with the construction of the Station but likely to be contemporary or slightly later than the construction of the District Engineers office in 1913. It is physically attached to the listed building and have a subservient role to the host building and is therefore considered to be listed, but it is not original. It is therefore considered to have some moderate significance.

Scoria Bricks - the Scoria Bricks to the back lanes of Pensbury and Waverley Terraces are specifically picked out in the SoS as being of considerable significance.



5. IMPACT ON SIGNIFICANCE

This section assesses the impact of the submitted proposal on the heritage assets identified and assessed in the previous section. Whilst this is a matter for the Local Planning Authority to make the full planning assessment of the submitted proposal, this section focusses on the impact on the significance of the heritage assets, where the proposal is considered to sustain, enhance or harm the heritage assets. Where there is harm, clear and convincing justification is set out in the table below together with the public benefits.

The Proposal

The planning application comprises:

- Demolition of Hogan's Public House, 1 Waverley Tce, 1-4 Park Lane;
- Proposed engineering operations in the form of highway works and ancillary infrastructure works to the west of Darlington Railway Station to connect Pensbury Street to Park Lane;
- The creation of bus stops, lay-bys, new highways access to rear of Pensbury St, turning facility at rear of Pensbury St, new vehicular access route to existing car park, partial demolition of boundary wall to facilitate vehicular access to existing car park, turning facility to Waverley Tce; and,
- associated public realm landscaping works.

Listed Building Application comprises:

- partial demolition of boundary wall to facilitate vehicular access to existing car park

Impact on Significance

The previous section set out what matters and why in regard to the heritage assets. This section sets out the impact of the proposal on the heritage assets. The assessment in the previous section concluded that the overall significance of this part of Darlington is generally high but capable of accommodating change. The table below sets out the asset and the impact according to the methodology set out in the NPPF. The individual elements are assessed against the proposal together with clear and convincing justification given where harm is identified.

The identified areas of enhancement and harm have been assessed both separately but it is the cumulative effect of both the enhancement and harm which should be weighed against the public benefits and this is set out in the following section[2].

[2] City & Country Bramshill Ltd v Secretary of State for Housing, Communities And Local Government & Ors [2021] EWCA Civ 320 (09 March 2021)

IMPACT ASSESSMENT - NEW STATION ENTRANCE/MSCP BUILDING & REVISED LAYOUT AT BANK TOP STATION DARLINGTON

Significance of Heritage Asset (NPPF para 189 and Part 4 of Heritage Statement)	Impact on Heritage Assets (NPPF para 193/194)	Harm to heritage assets and justification (NPPF para 195/196)	Sustain/Enhance/ Public Benefits (NPPF paras 192/195/196/197)
Darlington Bank Top Station *- Grade II* -* ***exceptional*** *significance including the low brick wall to the car park on the west side of the Station* ***Setting of Station*** *- a mix of* ***some****,* ***marginal*** *and* ***considerable*** *significance.* *Low wall considered to have moderate significance as a later addition.* *Pocket of land to the North of the Station entrance identified as being of* ***some*** *significance.*	*No direct impact to the physical fabric of the main station Bank Top Station building. West elevation to Station was originally designed as the principle entrance and considered to be of exceptional significance.* *Proposal to demolish Hogans and to realign Pensbury Street will open up an area around the station and landscaped to improve the customer experience for station users. A wider section of the building will be visible from Victoria Road than at present and landscaped area to entrance.* ***Some enhancement to the setting*** *Partial demolition of low station wall to create a new access into a new short stay car park* *Hammer Head turning would be located to the North of the station, off Pensbury Terrace back lane. This is a constrained location and is necessary to enable larger vehicles to enter and leave the back lane.* ***Some harm - less than substantial harm***	*The harm to the low brick wall is necessary to take short stay car parking out of the Station Portico and relocate to the existing car park to the south of the Station entrance. A short section will be removed, however the majority of the wall will remain. The removal of a section of wall is necessary to create an access.* *This wall is not original but marks a later change and is considered to be of moderate significance.* *There are no other options nearby for short stay, drop off and pick up on this side of the station. Removing the short stay and drop off from inside the portico is considered to be a benefit.* *Other options for the hammer head have been considered. The proposal has been designed for the smallest refuse vehicle. access from the North is too constrained for large vehicles*	*There is no harm identified to the setting of the Grade II* listed building but the proposed alterations will improve access and the experience around the building and enhance setting through careful landscaping and place making.* *There is some harm to the low wall, this harm is less than substantial and balanced against the benefits. It means vehicles can be removed from inside the station creating a more pleasant environment and therefore encourage more users. This is considered to be enhancement.* *There is some harm caused by the loss of scoria bricks and creation of the hammer head close to the station. The proposal will be on an area identified as having some significance, therefore not intrinsic to our understanding of the station.*

Significance of Heritage Asset (NPPF para 189 and Part 4 of Heritage Statement)	Impact on Heritage Assets (NPPF para 193/194)	Harm to heritage assets and justification (NPPF para 195/196)	Sustain/Enhance/ Public Benefits (NPPF paras 192/195/196/197)
Non Designated Heritage Asset ***Hogan's,*** *180 Victoria Road identified as having considerable significance in the context of Darlington. Internally the building has been much altered and is considered to have some limited significance.*	*Hogans would be demolished as part of the proposals to re-align Pensbury and Park Roads.* ***Substantial harm to a non designated heritage asset***	*The realignment of the historic road layout has been given a lot of consideration. The top of Victoria Road currently has a sharp right hand bend which make it difficult for larger vehicles to pass safely. Part of the brief for the West Gateway work is to create a transport interchange and so wider carriage ways are necessary to achieve this. The alignment has been considered by traffic engineers in both Arup and Darlington Borough Council (see submitted Highways Statement by Sandersons) which sets out a selection of the series of options for layouts that have been considered (**see also Appendix A**).* *In all these options it is not possible to retain Hogans as part of the revised scheme. Whilst it is acknowledged that in the context of Darlington, Hogans is an important building adjacent to the entrance to the Station and probably contemporary to it. However, it is the external shell of the building that contributes to the setting of the listed station building. Internally the building is much altered and of limited significance.*	*The total demolition of Hogans would be substantial harm but this should be weighed against its merit as a non designated heritage asset of considerable historic significance and some architectural significance.* *The public benefits are that the demolition of Hogans will enable a safer and improved modern road arrangement which will in turn enable an improved transport interchange with connections by bus to Darlington and beyond. The demolition of Hogans will also enable a larger space in front of the station to improve the setting of the Station through careful landscaping. This is considered to be enhancement.* *Mitigation: propose a level 2-3 recording of Hogans prior to demolition.*

Significance of Heritage Asset (NPPF para 189 and Part 4 of Heritage Statement)	Impact on Heritage Assets (NPPF para 193/194)	Harm to heritage assets and justification (NPPF para 195/196)	Sustain/Enhance/ Public Benefits (NPPF paras 192/195/196/197)
1 - 4 Waverley Terrace *some very limited significance but not sufficient to be a non designated heritage asset*	*No impact as not considered a non designated heritage asset nor does it contribute to the setting of the listed bulliding* ***Neutral impact***	*n/a*	*n/a*

Cumulative Harm

The table above sets out the significance of each part of the proposal and element of the site together with the impact. This section considers the overall assessment and whether the cumulative impact of the submitted proposal could be outweighed by public benefits powerful enough to do so.

The table above found that there were elements of the submitted proposal which would sustain and enhance the setting of the listed building and therefore be in accordance with para 192 of the NPPF which seeks the desirability of sustaining and enhancing the signfaince of heritage assets. However, there are elements of the proposal which would cause substantial harm to the non designated heritage assets, some of which are of exceptional local significance.

Para 197 of the NPPF sets out that the effect of an application of the significance of a non designated heritage asset should be taken into account in determining an application. In weighing applications that directly affect non designated heritage asses, a balanced judgement will need to be reached having regard to the scale or any harm or loss and the significance of the heritage asset.

In summary, the scale of harm is considered to be high to specific element of the proposal and its significance as a non designated heritage asset, but necessary to achieve the specific requirements for the West Gateway project. Other options have been considered, as set out in the Highways, Design and Access Statement (and the summary is replicated in **Appendix A**), but other options do not achieve the same deliverable of improving local transport connectivity. Hogans is considered to be of high significance in a local context to Darlington but is much altered and in poor condition.

Public Benefits

Paragraph 195 states that where a proposed development will lead to substantial harm, it must be demonstrated that the harm is necessary to achieve substantial public benefits.

Taken on its own, for example, the demolition of a building to build a revised road alignment is not likely to be sufficient justification. However, when the whole Station Gateway West project is taken into the balance, the public benefits, which are economic, social and environmental are likely to be sufficient to outweigh the identified harm. The demolition of Hogans enables the creation of an improved landscaped entrance to Grade II* Station, a realignment of the highway, relocation of the short stay car parking form inside the station to outside thereby improving the

quality of experience, the public realm (refer to the landscape proposal by Fairhurst) and appreciation of the listed station building.

The cumulative effect of the Station Gateway West project will not only enhance the setting it will also make provision for growing passenger numbers for the station, this in turn will directly benefit the Grade II* listed building. It will enable a more efficient use of the space for a transport interchange for both public transport via bus links throughout Darlington and beyond together with the cycle network.

Furthermore the removal of the existing parking from within the portico will de clutter the portico area and separate the foot passenger from waiting vehicles, thereby improving the station environment. The approach to the station up Victoria Road will be improved, retaining the long avenue at which the Station tower and entrance forms a planned vista, the current Victoria Road improvements will link with the new landscaped plaza area to the front of the station to create a more pleasant area of public realm for those departing or arriving at Darlington Station with improved connections with onward public transport.

The new station entrance will give improved access for all and connect to Darlington town centre and the wider region which in turn will benefit Darlington economically and help to further promote the use and availability of sustainable means of transport.

Enhancement

The cited harm should also be weighed against the enhancements set out in the table above, in the overall planning balance, which will be brought about by the proposed development.

The submitted proposal will create a new customer experience. It will be visually attractive as a result of the design. Careful consideration has been given to placemaking through landscaping, access and use of materials (see Fairhurst design) which reflect Darlington and enable improved and safer use of the West station entrance. The overall effect of the enhancements will be to create a more obvious, coherent, purposeful and welcoming entrance to this side of the station which will serve the building well for the 21st Century, thereby contributing to sustaining its long term future.

In summary the overall balance of harm is demonstrated as necessary to achieve enhancement to the setting of the Grade II* listed station and improved customer offer. There are substantial public benefits that will flow from the submitted proposal that could be considered sufficient to outweigh the harm.

6. CONCLUSION

There is a statutory responsibility on the Local Planning Authority to give special attention to the desirability of preserving or enhancing the character or appearance of Listed Buildings and their setting, under section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

The NPPF (2019) states that, in determining planning applications, the applicant should describe the significance of any heritage assets affected, including any contribution made by their setting (paragraph 189).

It also states, at paragraph 192, that local planning authorities should take account of the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation; the positive contribution that the conservation of heritage assets can make to sustainable communities including their economic vitality; and the desirability of new development making a positive contribution to local character and distinctiveness.

When considering the impact of a proposed development on the significance of a designated heritage asset, paragraph 193 states great weight should be given to the asset's conservation.

This Heritage Statement has fulfilled the requirements of paragraph 189 by describing the significance using the methodology as set out in HEAN 12 and the definition of significance contained within the NPPF. The understanding of significance has been gained through research and applied methodology and the evidence suggests that the significance of the Station environment on the west side is exceptional and Hogans is a non designated heritage assets of high significance in the context of Darlington.

As set out in the previous section, the impact of the submitted application would result in some enhancement and some harm to heritage assets that would constitute substantial harm to a non designed heritage asset. However, on balance, the previous sections of this Statement have demonstrated how and why this harm is necessary to achieve the public benefits as set out above.

In conclusion, the submitted proposal would sustain, enhance and harm the significance of certain heritage assets of the application site as

detailed in the previous section. The new Station West Gateway entrance would sustain and enhance the setting of the Grade II* listed building through the improvements. To achieve a modern and welcoming new transport interchange, the proposal would necessitate the demolition and loss of some locally important heritage assets which would be harmful to their significance.

However, these changes have been justified in the preceding sections of this report and other options considered together with the reasons why they have been discounted set out in Appendix A of this report. There are major public benefits that would flow from the proposal and from which the Station itself would benefit together with Darlington and the wider region. These benefits are considered to be sufficient to outweigh harmful impact caused by the proposal and therefore conclude that the application is in accordance with National and local planning policy.

Appendix B - Extract setting Out Options Considered

Sanderson Associate Report extract (also in the Design and Access Statement) which sets out the options considered to demonstrate the submitted option for the highways layout is the only option which works in this location. Please also refer to the submitted drawings.

2.0 Location, Constraints and Context

The highway network to the west of Darlington Station Gateway comprises primarily of Victoria Road and Park Lane, which meet at a 90 degree bend outside the station building. Victoria Road and Park Lane are part of a bus route and Victoria Road is the main pedestrian route to the centre of Darlington to the west. Presently pedestrians cross the back lane diagonally to the northern portico opening as vehicles use the existing middle two openings. There is also a further pedestrian access in to the portico to the south of the larger central openings. Some existing cycle parking is available in the portico. A subway (northern side of the Portico) within the station building provides access to the station platforms.

Where Victoria Road and Park Lane meet, a cobbled street takes access to the north. This serves the rear of properties on the western side of Pensbury Street. Both Pensbury Street and the back lane connect to North Eastern Terrace to the north. However, vehicular access is solely from the south as the former vehicular connection to the B6280 Parkgate is no longer available although pedestrian and cycle access is maintained.

From online data sources there has been one accident at the corner of Park Lane and Victoria Road. A car and pedal cycle were both in the act of turning right when they collided, with the cyclist sustaining slight injuries.

A heritage statement has been prepared for the proposed scheme.

3.0 Site Options

Initial discussions prior to a brief being formed centred around enhancing the pedestrian offering on the West side of the station. This primarily involved provision for public transport, pedestrian and cycle access. The drivers for the change being the capital investment opportunity from Central Government and the accompanying scheme for the East side and remainder of the station.

Options were initially developed using the assumption that two properties could be acquired and the required improvements delivered

through a Highway scheme. Previous arrangements drafted by ARUP consultants investigated arrangements for drop off areas associated with the sterilisation of the portico turning facility. All had problems with retaining access to Pensbury Street back lane and required further land to be acquired from Network Rail / LNER. Two of the three options could not accommodate provision for public transport. The third option is arguably an early version of the current proposals however the Darlington Borough Council's (DBC) designs were carried out in isolation from ARUPs involvement. A copy of the 3 Arup options is included in Appendix C.

DBC's Highway's team were asked to draft further options for internal discussion based on a compact road alignment that slackened the existing 90 degree bend from Victoria Road to Park Lane. A copy of four options is included in Appendix D.

Option 1. Align Park Lane to Victoria Road.
Difficult to locate a controlled or uncontrolled crossing point that links to the inbound bus stop because of the bend in the road.
Outbound busses collecting passengers would block the required visibility of vehicles exiting LNER parking area
Outbound stop requires land acquisition of part of LNER Car Park and will likely decrease existing provision.
Assumed acquisition of 2 properties together with an area of Network Rail land to the north of the Portico to accommodate the proposed turning head and loss of external Station car parking.

Option 2. Further iteration of Option 1. Align Park Lane to Victoria Road.
Provides controlled crossing and drop off area for cars.
Inbound bus stop requires moving away from the controlled area of the crossing. Makes for two stage crossing to access inbound stop.
Drop of facility severs back lane access.
Outbound busses collecting passengers would block the required visibility of vehicles exiting LNER parking area.
Outbound stop requires land acquisition of part of LNER Car Park and will likely decrease existing provision.

Assumed acquisition of 2 properties together with an area of Network Rail land and loss of external Station car parking.

Option 3. Iteration of Option 1 but with acquisition of a third property.

Align Park Lane to Victoria Road.
Assume a third property is acquired to provide a frontage for the inbound bus stop.
A further iteration of option 1 with similar issues.
Outbound busses collecting passengers would block the required visibility of vehicles exiting LNER parking area.
Outbound stop requires land acquisition of part of LNER Car Park and will likely decrease existing provision.

Option 4. Created to illustrate a different option for a controlled crossing.

All options for this alignment (Park Lane to Victoria Road) had similar highway flaws based on the slackened 90 degree bend. None of these were considered suitable to progress into more detailed design considerations. Any form of this arrangement was considered too compromised before looking at the more technical aspects involving road category centreline radius, required visibility splays and stopping sight distances.

The scheme was left in the optioneering stage until agreement could be made on how to progress. Finally a decision was made to provide a refreshed option based on the acquisition of another property. The primary objectives were:-

(a) Creation of a multi-modal interchange with high quality public realm that links and enhances the connection to Town Centre.
(b) Improved pedestrian and cycling facilities.
(c) Better bus interchange facilities.
(d) New drop-off and pick-up facilities.
(e) Improvement of the link between the town centre and the Station to enhance the environment and experience of all users through hard and soft landscaping changes.

The proposed scheme could arguably deliver all of the above with the exception of the New drop off and pick up facility. However it was felt that the compromise was acceptable considering the enhanced offering (drop off and pick up facility) to the East of the station.

DBC felt that the current option provides a better solution than all previous iterations and has been progressed to a planning application.

Consultations with Historic England
A number of comments were raised by Historic England for consideration the main ones with regard to the Pensbury Street back lane turning head were:-

Could smaller refuse vehicles be used?
A 7.5t refuse vehicle is presently used and represents a balance of constraints on providing a cost effective service and gaining access to the properties to collect refuse. The earlier layout proposals were based on a larger refuse vehicle as many Authorities are seeking to increase refuse vehicle sizes rather than using smaller ones.

The depth of the turning head as been reduced by considering the smaller refuse vehicle currently used and resulted in an increase in the separation from the station building to the rear face of the retaining wall from 1m to 2.5m. See drawing 11789-003 B.

Could bin storage be moved to the front properties?
There are circa 48 terrace type properties along the eastern side of Pensbury Street without external access from the front to the rear yard area. Most have a small forecourt on the front between the building and back of footway which accommodates a bay window arrangement. It is unlikely that this would accommodate a 2 bin refuse collection system.

Could the refuse vehicle continue to reverse into the new back lane arrangement from Pensbury Street?
This would require either a reverse movement from Pensbury Street into the back lane or drive in forwards and reverse out on to Pensbury Street. The reversing movements on Pensbury Street would be in an area where there are people crossing Pensbury Street to access the station entrances and the vehicle would have to negotiate a 90 degree bend adjacent to the station building and next to the northern pedestrian entrance.

Whilst the refuse vehicle presently reverses in to the back lane in a straight alignment and where pedestrians and cars are accessing the station, it is not a satisfactory situation in road safety terms. In the proposed layout there is a 90 degree bend which increases the difficulty of the manoeuvre. Over the long term it is considered that this situation and its associated safety risks could be avoided with the introduction of the turning area.

Could the new public realm be used to turn a refuse vehicle and either reverse into the back lane or turn to exit in a forward gear on to Pensbury Street?

In terms of traffic management this scenario would need a system of removable bollards that could be opened to allow manoeuvring of the refuse vehicle on the public realm area and then closed. A concern with this is the management and that these could be inadvertently left open allowing other vehicles to park on the public real space where pedestrians are accessing the station and a potential terrorism threat to the Station.

The turning movements of a large refuse vehicle have been considered and these are shown on the diagram (11789-SK009) at Appendix E. In this situation the vehicle could drive forward on to the pedestrian area where pedestrians would be walking on a desire line to the station entrances and then reverse along the back lane. The alternative is to drive forward in to the back lane and then reverse back on to the public realm in to the desire line of pedestrians. Whilst these movements could be undertaken under supervision they introduce a risk of pedestrian / vehicle conflict over the long term which could be avoided with the introduction of the turning area.

Could the back lane be used as a through route?

This has been considered for a small refuse vehicle (8.145m long) turning from Pensbury Street into the back lane at the northern end (see 11789-SK-005 Appendix F). As can be seen the kerbs would need to be amended at the end of the street for this to be accommodated. The smaller refuse vehicle appears able to negotiate the 90 degree bend at the rear with some clearance. It is noted that the back lane area at the northern end of Pensbury Street and retaining wall falls within the Parkgate Conservation Area.

A significant concern in this scenario is the effect on the existing retaining wall structure of heavier vehicles regularly passing the wall and the safety of this type of vehicle manoeuvring close to the top of the retaining wall with circa 0.5m of clearance. The retaining wall retains circa 4.3m above a footway and currently only has a stone plinth with metal railings. In the past Trief type safety kerbing has been installed adjacent to the pedestrian steps which join from Parkgate to the higher level of Pensbury Street and this together with a vehicle restraint barrier would need to be extended along the wall. This would reduce the available manoeuvring room for the vehicle next to the wall. It should be noted that this is based on an OS plan base and a topographical survey would be needed to confirm the actual available space for the vehicle to

make the turn. It is considered that the proposed turning head offers the better engineering solution for accommodating a refuse vehicle using the back lane because of the constraints of the retaining wall.

In summary a number of comments from Historic England have been considered about the need for the turning head and alternatives to its provision. The associated issues have been explored for the comments made, as noted in the foregoing and from a highway and transportation view point the introduction of a turning head provides a balanced solution to a number of highway matters and safety.

Appendix B - List Description

Grade II*

Railway station. 1887. William Bell. Imposing composition with some Italianate detail. Tall central clock tower of 4 stages with crested pyramidal roof. Red brick with plentiful stone dressings. Two-bay flanking sections hold entrance concourse; each has a wide segmental and a narrow round-arched opening. Classical trim with pilasters and entablature; and stone architraves to openings. Further set back 4-bay sections have similar treatment. Shaped gable ends on returns. Interior has iron framed barrelled roof with pierced braces resting on stone corbels. Heavy iron screens around stairways down to train shed. This is long and slightly curved with a similar iron framed roof of 2 spans, the braces resting on cast-iron quasi-Corinthian columns in centre. Roofs partly glazed.