



HERITAGE  
CONSULTANT

Heritage Statement for Darlington Station Gateway East -  
Multi Storey Car Park and associated works, Darlington

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June 2021  
Proposal number: 2312 -001

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## 1. INTRODUCTION

This application seeks planning permission for a new multi storey car park, public realm and transport interchange at Darlington Station Gateway East. The redevelopment of the station is by Darlington Borough Council and needed to meet the future demands for national and regional passenger rail travel as well as freight services. This statement should be read in conjunction with the submitted drawings by Napper and associated Design and Access Statement which provides the broader context for the works and the design evolution for the proposed development.

This application follows pre-application consultation with Darlington Borough Council and Historic England.

The proposed multi storey car park will connect to a pedestrian footbridge which will link to the station platforms. This element forms part of a separate application by AECOM.

### 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, including its cumulative impact.

### Description of the Proposed Works

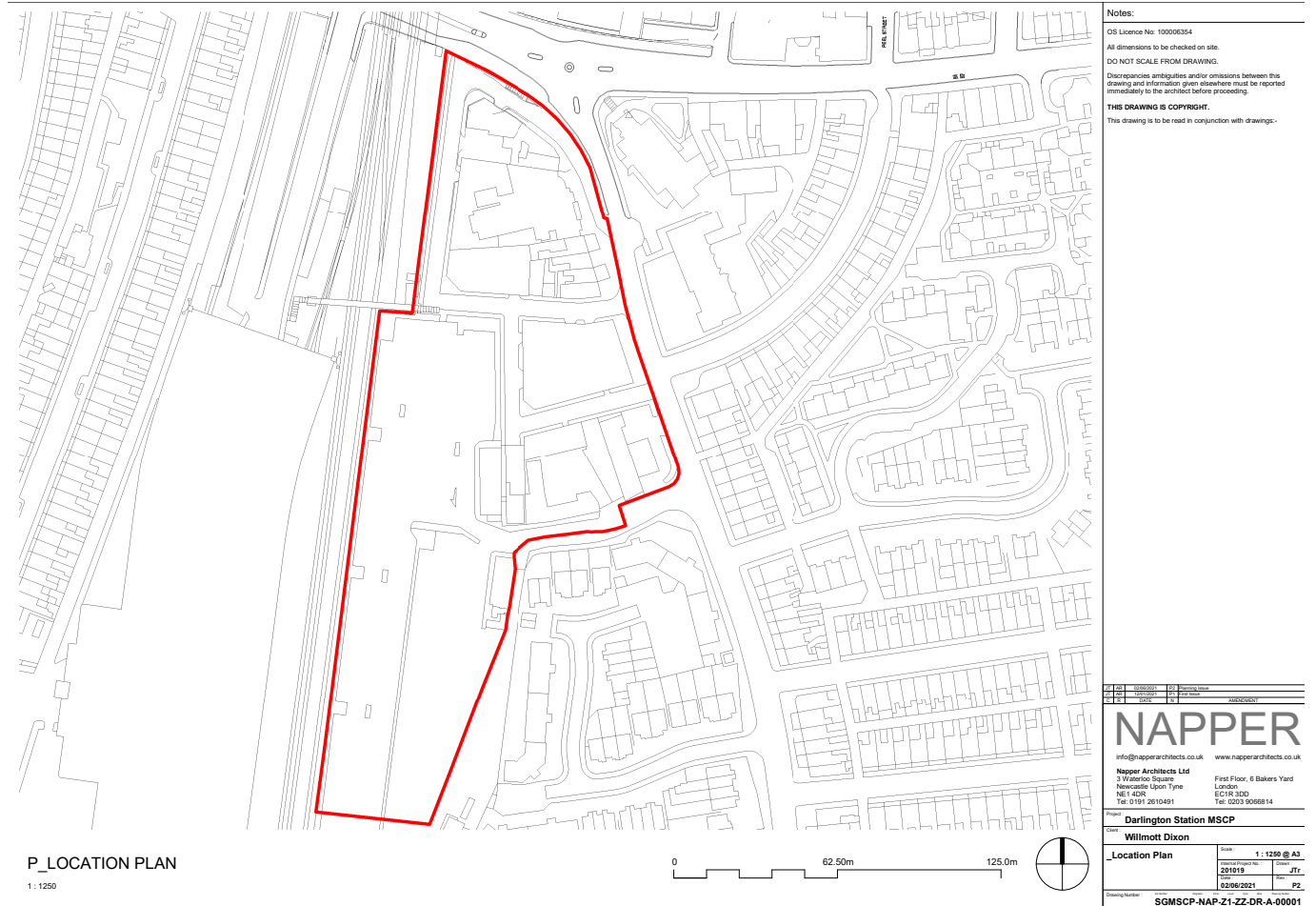
The submitted works comprise:

- Proposed new Multi Storey Car Park (MSCP) for 672 parking spaces and new east station entrance with short stay car parking and drop off;
- Proposed revised road, cycle and pedestrian layout, landscaping and transport interchange;
- Proposed new covered cycle storage;
- Alterations to the Neasham Road wall to create improved access and visual connectivity.

## Site Location

The application site is located to the east of Darlington Bank Top Station and comprises the existing car park, and the surrounding streets including Adelaide, Albert, Princes and Victoria Streets, St Johns Place and part of Garbutt Square.

The site is bounded to the west by a boundary fence which separates the track from the car park at Darlington Station. Neasham Road forms the eastern boundary and Parkgate/Yarm Road to the North. There is a section of car park to the South.



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## 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

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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.

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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.

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### 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 2017, Historic England database of listed buildings, [www.oldmaps.co.uk](http://www.oldmaps.co.uk) and various on line history sources.

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#### 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.<sup>1</sup> 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 exceptional, considerable, some and marginal and replicated below in a excerpt from the document

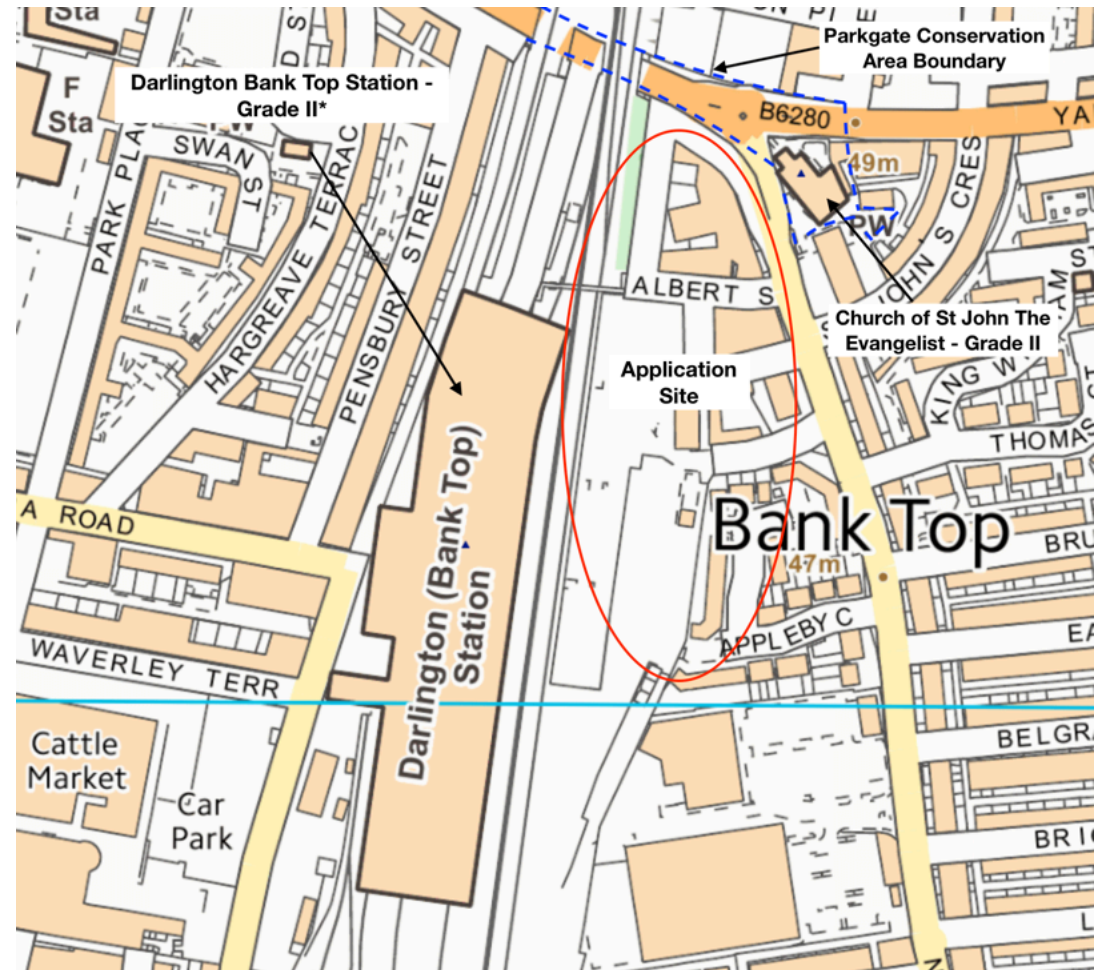
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<sup>1</sup> Statements of Heritage Significance Historic Advice Note 12



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

- Darlington Bank Top Station Grade II\*
- Church Of St John The Evangelist, Neasham Road, Grade II
- Parkgate Conservation Area (blue dotted line)





## Darlington Bank Top Station

Darlington Bank Top Station was built in 1887 and was the second railway station in Darlington after North Road. Bank Top was designed by William Bell, the then Chief Architect for the North Eastern Railway. Bell designed other station buildings for the same railway company, 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 and completed in 1887.

The west entrance of the completed station building became the main entrance and marked with a portico entrance 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 the arrangement at Newcastle Central Station and York Station.



The east side of the station was not originally designed for passenger access and was the Bank Top Goods yard and freight train rail routes. The amount of track has been vastly reduced since the station was built and some of this area is now occupied by a car park as can be seen in the images above.

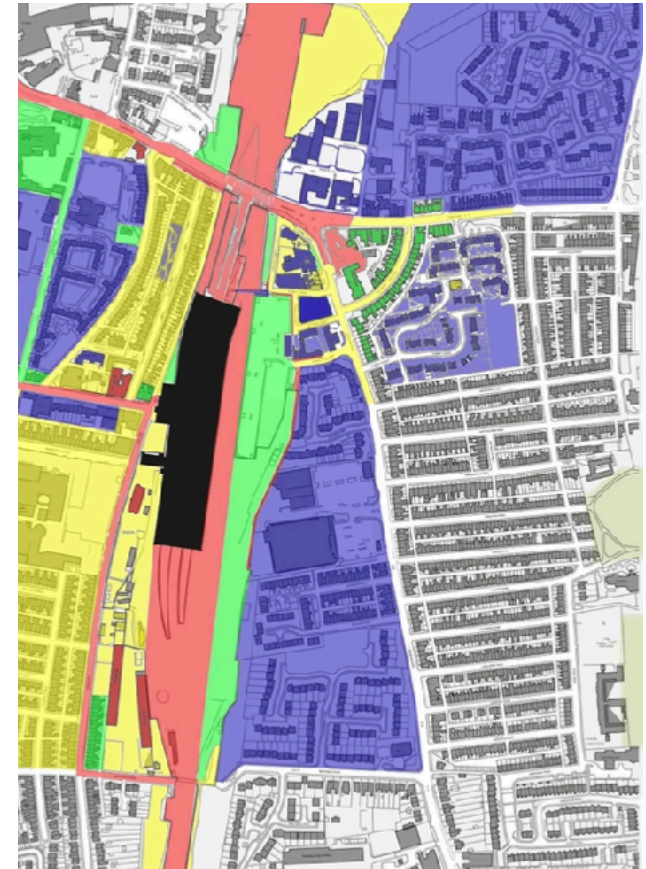
A detailed understanding of the significance of Darlington Bank Top Station and its setting is in the Statement of Significance 2017 by North East Civic Trust. An extract illustrating the significance is included to the right from p. 38. The areas are diagrammatic only and indicative, subject to a detailed assessment.

The application site is noted to comprise a mix of considerable significance (mostly the street layout to the north of the application site) some significance around the car park and marginal significance around the modern 20th century buildings. The area within the Parkgate Conservation Area to the north of the application site is of exceptional significance although the quality of urban realm is low.

### Significance diagram – study area

2.53 This diagram summarises overall significance. It is diagrammatic only. Within each building or area there will be individual elements of higher or lower significance than indicated here, meaning that fabric and character should be fully understood before agreeing any change.

- EXCEPTIONAL** Aspects which are seminal to understanding the place and which, if lost or substantially harmed, would destroy or greatly compromise its significance.
- CONSIDERABLE** Aspects which go a long way to help understand the place, and which, if lost or substantially harmed, would notably diminish significance but not destroy it.
- SOME** Aspects which contribute to or complement understanding of the place but are not intrinsic to it, and which, if lost or substantially harmed, would not unacceptably harm its significance.
- MARGINAL** Aspects which have only minor links with the place or which could be considered intrusive, and which, if lost or substantially harmed, would cause little if any harm or could bring about positive enhancement.



Extract from Statement of Significance 2017 (NECT) p.40



## Historic Interest

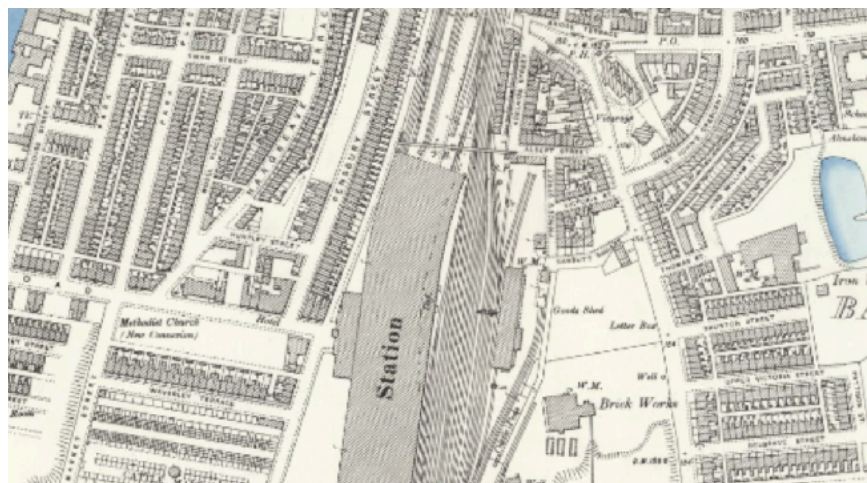
A historic map progression exercise assists in understanding changes which were purposeful and designed to enhance or create a view and those which were developed without connection to the heritage asset.

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 title 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 busy route by end of the century.

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 route 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.



First Edition OS Map 1850



Second Edition OS Map 1898

By the second edition OS Map development around the station and particularly to the west and east with rows of back to back terrace housing is established. The Statement of Significance suggests these houses were not built specifically for the railway workers, but some were occupied by those connected to the railway.

The area to the east of the Station was a hardworking part of the wider railway corridor and without decoration or ornament. It comprised a multitude of track which ran through outwith the station and a large good shed (which has since been demolished).



Third Edition OS Map 1915

Perhaps the most other most significant building in the area, that predates the station, was St John the Evangelist Church at the intersection of Neasham Road with the B6280/Yarm Road which is Grade II listed.

The church has a particular and close association with the railways having been designed at the instruction of George Hudson, 'the Railway King', who had been adamant that the new church should be both conspicuous and attractive (NECT SoS). Subscriptions were invited and construction commenced on the 10 September 1847.



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### Architectural/Artistic Interest

The architectural interest section will look at the Grade II\* Bank Top station east side and Grade II St Johns Church as well as those buildings and elements within the application site.

The east side of Bank Top Station was never designed to be seen, as with the more ornate and elegant west side of the station and the main passenger entrance. The east side was functional and there was separation between the edge of the station building and numerous tracks. A standard lattice girder footbridge over the track enabled access into the station and onto the concourses from Neasham Road as can be seen in this image which was later replaced with the covered walkway overbridge in the late 20th Century.



*Late 20thC Pedestrian Footbridge*



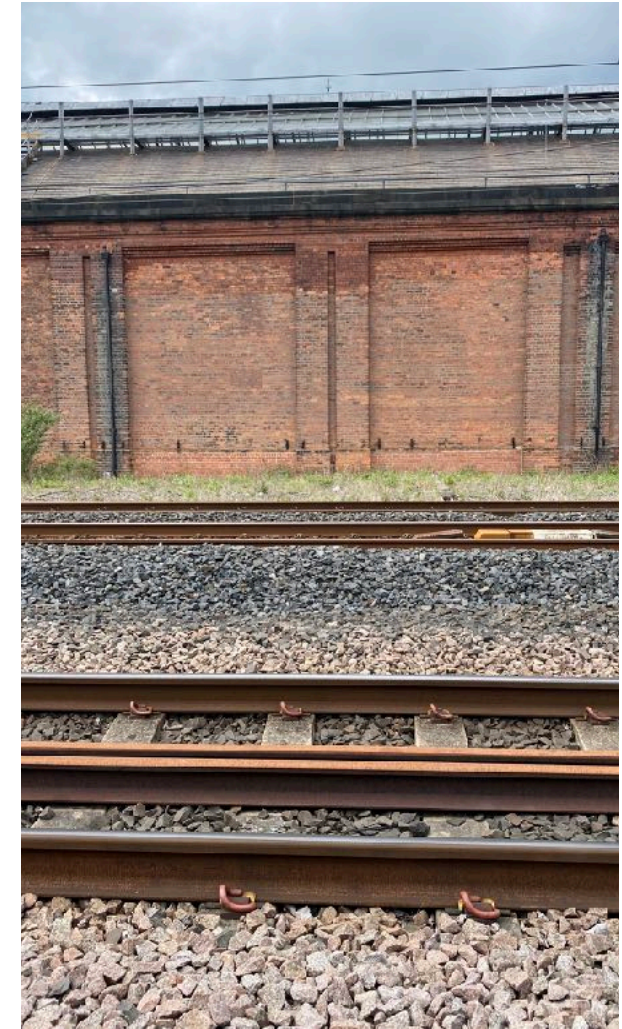
*Bank Top Station Looking South*

## Existing Station Car Park

The land to the east side of Bank Top station is mostly occupied by car parking in the space that became available following the demolition of the Goods Shed and the reduction in numbers of track.

The east side train shed elevation is simple and unadorned with decoration. It follows the regular rhythm of bays picked out in brick with upstands and corbeled relief panels at the junction to the main train shed roof. There are now fewer tracks to this side of the station for through trains not stopping at Darlington.

The area previously occupied by track and the large Goods Shed is now separated from the track by a blue metal fence and mostly tarmac with bays for parking. There is some very minimal landscaping but the area is generally low quality public realm.



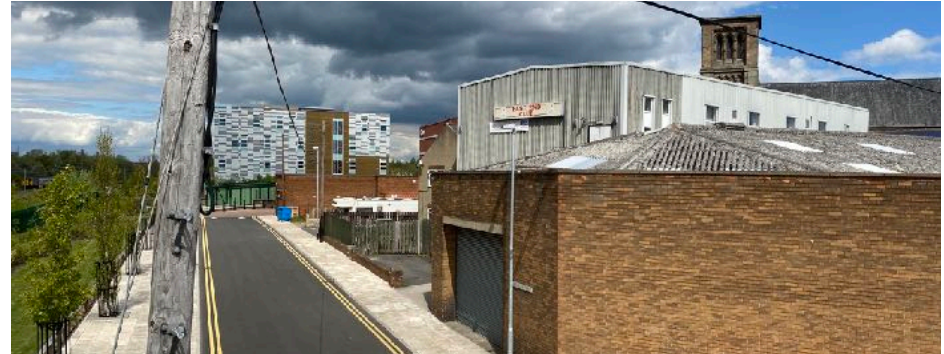


## Adelaide, Albert and St Johns Streets

The layout of these streets to the north end of the application site are evident on the first edition OS map for the area. The former terrace houses on Adelaide Street have been demolished to allow space for extra track and is now part of an enhanced public walkway from the station footbridge to the walkway over the B6280.

St Johns Road forms the northern most boundary to the application site and is bounded by a high retaining wall with steps built into the wall giving access between Yarm Road to St Johns Road. The steps appear of the first edition OS map and the metal hand rail would be commensurate with a mid 19th century date. The retaining wall has been increased in height and the wall from the top of the stairs to Neasham Road appears to be a later, possibly 20th Century addition or repair. The buildings behind the wall are in various forms and states of poor repair. Some of these buildings appear on the first edition OS map but are much altered.

The row of terrace houses form part of East Terrace which historically wrapped around onto Albert Street. Here many former terrace houses have been replaced with modern commercial building



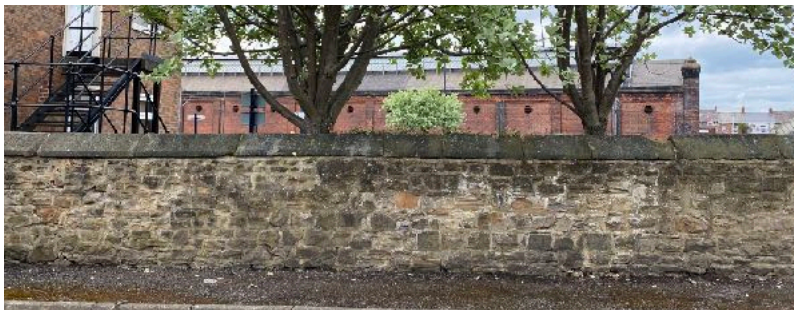


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### Prince's, Victoria Street and Garbutt Square

The names of the streets in this part of Darlington are illustrative of the then reigning Queen and her Prince Consort. They reflect her accession to the throne in 1837. Queen Victoria passed through Darlington Station in 1849 stopping to give an address at Bank Top Station. Garbutt Street is likely to have been named after John Henry Garbutt a prominent coal owner and a brick manufacturer.

There are some fragments of surviving sandstone wall and one stone pier around the area known as Garbutt Square. These elements are probably surviving boundary walls to earlier buildings and the entrance to the former Goods Yard, which have been adapted or even demolished in the intervening years.





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### Yarm Road/ Neasham Road Retaining Wall

This retaining wall is a long section which extends from a point below the new foot bridge on Yarm Road up into Neasham Road. It falls within the boundary of the Parkgate Conservation Area and has a set of central steps with cast iron balustrading which appear on the first edition OS map (see reference above).

The physical appearance of the sandstone blocks change to the East of the steps and there is very clearly a new section of wall which has been added to raise the height of the wall in the 20th Century. This section of wall up to Neasham Road may have been re-aligned to allow for a modern road scheme.

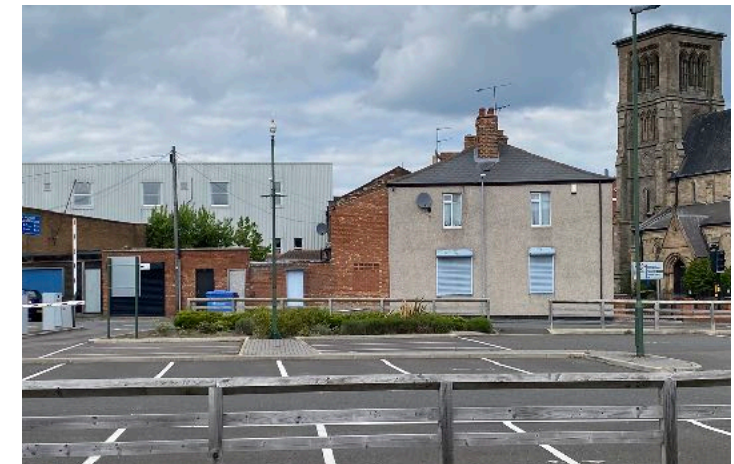
The change in levels are substantial between Yarm Road and St Johns Road above which limit views in towards the station which sits above and behind the mix of modern and historic buildings on St Johns Road.





### East Terrace and the Grey Horse

East Terrace and The Grey Horse Public House are part of the surviving historic buildings which appear on the first edition map and are illustrative of the type of housing and commercial building that was built before the current station building. These buildings are much altered as the images above show and in poor condition. They are also in dispersed with modern buildings which has further diluted the character of the area.





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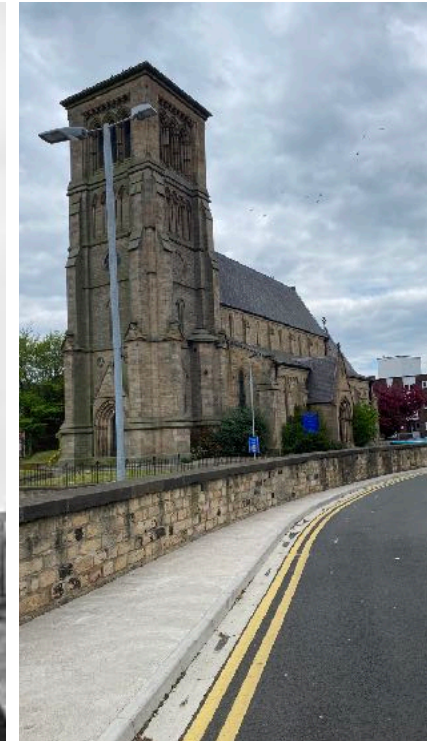
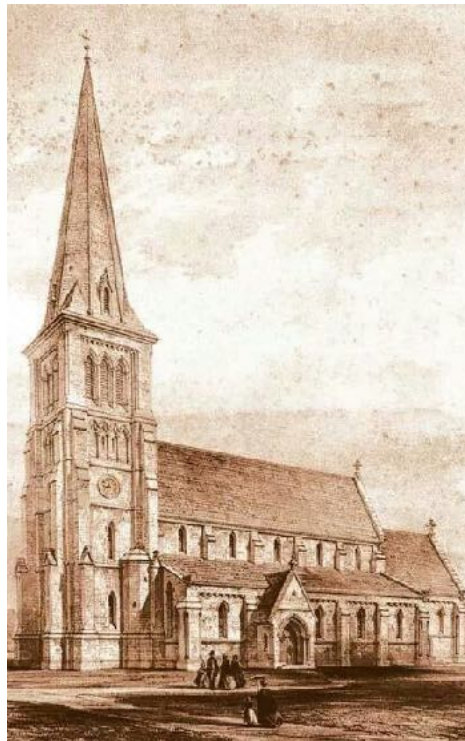
## St John's Church

St John's Church was completed in 1849 and designed by architect John Middleton. It was the first church Middleton designed and an accurate and detailed representation of the Early English style.

It was originally designed to be finished with a spire as shown the drawing to the right, but funds ran out and it was never completed as can be seen in the photographs.

It's special interest, relevant to this application, is

- as a well-proportioned early Victorian church in Early English style.
- a very fine architectural presence and an important local landmark.
- A reflection of Darlington's growth at this time, and an important connection with the railway and George Hudson.



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## Summary of Significance

### Bank Top Station

The Statement of Significance for Darlington Bank Top Station sets out in a greater level of detail the full assessment, the evidence base and the findings. It concludes that Bank Top Station, a Grade II\* building, is of overall exceptional significance. Exceptional significance is qualified as aspects which are seminal to understanding the place and which, if lost or substantially harmed, would destroy or greatly compromise its significance.

The setting of station is considered to be a mix of some, marginal and considerable significance which is defined as aspects which go a long way to help understanding place and if lost would notably diminish significance but not destroy it. The existing long stay car park is of some significance and the modern buildings around are of marginal significance.

### St John's Church

The significance of St Johns Church is considered to be high, in part because of its architectural interests and also its historic connection to the railways is considered to be exceptional. Although not completed in its proposed form, it is a key landmark building and makes an important

contribution to the character of the Parkgate Conservation Area and a historic marker indicating the development of the area in the early to mid 19th century.

### Parkgate Conservation Area

Parkgate Conservation Area extends a narrow finger to form a boundary around St John's Church. This part of the conservation area is considered to be exceptional in the Statement of Significance, although the quality of the urban realm in this part of the conservation area adjacent to the busy road is diminished.

### The Streets and East Terrace

The collective name for the streets around Adelaide, St Johns, Prince's, Albert and Victoria and Garbutt Square all pre-date the construction of the railway and are likely to be contemporary to the expansion of Bank Top village around the time of the construction of St Johns Church. This area has changed substantially and there are only remnants of buildings and features from that period. The street names reflect the popular Monarch, Queen Victoria and her Prince Consort who stopped at Darlington Station in 1849 on their way to Balmoral.

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East Terrace and the Old Grey Horse are surviving examples of a once more complete terrace of buildings and separate public house, most of which are now demolished. They are illustrative, although now much altered, of the original buildings on this street.

### **Sandstone Walls**

The evidential interest in the general layout and topography and the surviving sandstone walls around this part of the station are considered to have some significance as remaining sections of the original layout to the station approach, however these are diminished because of either demolition of the old buildings and their modern replacements and the demolition of sandstone walls. The surviving sandstone walls are considered to be non-designated heritage assets. The SoS notes the sandstone walls to be of exceptional significance in respect of their historic role in marking boundaries from which we can understand the scale and location of former uses associated with the station.

### **Setting**

The railway corridor and in particular, for the purposes of this application, the East side is considered to be of some significance. The trackbed has been reduced and modernised and so the car park is located closer to the train shed than historically would have been

possible with the amount of through track and Goods Shed, which has been demolished. The east elevation to the Station is not articulated to any great extent in terms of detail, nor is it animated with openings with views into the train shed of the station platforms and was historically the operational and freight side of the building, physically separated from the passenger element within the train shed.

### **The Existing Car Parks**

The existing car park is considered to be of some limited significance in its role enabling views to the east side of the functional elevation to the train shed which was not originally designed to have high aesthetic value (compared to the west side). The car park is not historic or original to the station, but formed out of modern necessity as part of an urban transport hub. The car park contributes little to our understanding of the history of the place in itself and is of marginal significance.

The car parks to the North of the station are outwith the application red boundary, but car parking spaces will be removed from this site into the proposed MSCP. The car parking around the station was historically track bed. The car parking does not contribute to the character and appearance of the station other than to diminish the public realm and add clutter which detracts from appreciating the building.

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## 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 asset as set out above, where the proposal is considered to sustain enhance or where it would cause 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 submitted works comprise:

- Proposed new Multi Storey Car Park (MSCP) for 672 parking spaces and new east station entrance with short stay car parking and drop off;
- Proposed revised road, cycle and pedestrian layout, landscaping and transport interchange;
- Proposed new covered cycle storage;
- Alterations to the Neasham Road wall to create improved access and visual connectivity.

### Impact on Significance

The above section has set out what matters and why in regard to the heritage assets referred. This section sets out the impact of the proposal on the designated 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 some change within the car park area.

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<sup>2</sup>.

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<sup>2</sup> 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)
<p><b>Darlington Bank Top Station</b> - Grade II* - <b>exceptional</b> significance.</p> <p><b>Setting of Station</b> - a mix of <b>some, marginal</b> and <b>considerable</b> significance.</p>	<p>No direct impact to the physical fabric of the station Bank Top Station building. East elevation to Station has a functional aesthetic and was not originally designed as an entrance.</p> <p>The loss of the modern buildings, which will be demolished, do not contribute to significance and in some cases are intrusive. A more cohesive approach to this area will bring about positive enhancement.</p> <p>The form and scale of the new station entrance and proposed multi storey car park is substantial and designed to reflect the Station building without replication and is guided by the number of car parking spaces and access to the new link bridge (by others). The host Station building is of a size and scale that is capable of accommodating change in this order of magnitude.</p> <p><b>No harm proposal would sustain and enhance</b></p>	<p>A large proportion of the setting of Bank Top Station is considered to be over all of low significance having been substantially altered in the 20th C. There are pockets of buildings and the road layout which are considered to have considerable significance themselves but the contribution they make to the significance of the Station or its setting is low given there is no historic or architectural evidence of a connection between the surviving elements and the Station. Their loss will not diminish our understanding of the listed building.</p> <p>The proposed new station entrance and MSCP car park building and landscaping has been designed to reflect the local character and history of the site (see D&amp;A). It is considered to be a more coherent and consolidated approach to the station facilitating both arrivals and departures onto the rail network rather than the adhoc development that exists at present. The size of the building is justified by the number of car parking spaces required (see Systra Parking Capacity Study)</p>	<p>There is no harm identified to the setting of the Grade II* listed building by the new building. The proposed new entrance would sustain and enhance the character and appearance of the area. Whilst of a large scale, the building has been developed to mitigate impact though carefully considered design and to meet the brief to provide enough new and replacement car parking to meet future needs identified in the Systra Parking Capacity Study.</p> <p>Benefits of this proposal include the enabling greater use of the station and a more coherent, and safe access to the station. Removal of car parking spaces from around the station north approach road to improve its setting.</p>

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<p><b>St John Church</b> - Grade II - <b>exceptional</b> significance. No direct impact or change to the church itself.</p> <p>The immediate setting of church considered to be of <b>exceptional</b> significance</p> <p>Proposed development will fall within the setting of this designated heritage asset.</p>	<p>St John's Church is a Grade II listed building which has documented connections to the railway industry. Its existing setting at the junction to Parkgate and Neasham Road is relatively high up and prominent. The proposed new Station entrance, MSCP and associated landscaping has been designed to protect existing views and open up new views to reinforce the visual connection between the Station and church buildings, open up views and to give the church an improved setting (See D&amp;A).</p> <p><b>No harm proposal would sustain and enhance</b></p>	<p>Those aspects which are seminal to understanding the Church will be retained including the views through the Parkgate Conservation Area and the intervisibility between the station and church building will be opened up which will sustain its significance.</p>	<p>Although there is no harm identified to the setting of the Grade II listed church, the submitted proposal represents enhancement in opening up a greater connection and improved setting for both these listed buildings.</p>
<p><b>The existing Network Rail car park</b> is of <b>some</b> significance associated with the former Goods Yard and the <b>modern buildings</b> around are of <b>marginal significance</b>.</p>	<p>The existing car park is not intrinsic to the setting of Bank Top Station and its significance and is therefore capable of accommodating greater change. The partial loss of the existing car park will sustain significance.</p> <p>The loss of the modern buildings which will be demolished do not contribute to significance and in some cases are intrusive. A more cohesive approach to this area will bring about positive enhancement to the area.</p> <p><b>No harm proposal would sustain and enhance</b></p>	<p>The car park represents an aspect of the site which contributes to an understanding of the former goods yard, but it is not intrinsic to it having already been lost. The construction of a new Station entrance and MSCP would not unacceptably harm its significance.</p>	<p>Although there is no harm identified to the setting of the Grade II* listed building there are enhancements including the development proposal will enable greater use of the station and a more coherent, and safe access to the station.</p>



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<p><i>Non Designated Heritage Asset</i></p> <p>The <b>road layout</b> is considered to be of <b>considerable</b> significance, along with some surviving historic buildings</p>	<p>The historic road layout pre-dates the current Station building, although not listed and appear on the first edition OS map as part of development around St John Church and John Greens smaller station building. The road names are illustrative of the typical Victorian connection to celebrating the monarchy. Whilst the road layout is broadly the same as when it was built, the buildings have substantially changed or altered. The road layout was never designed to give or enable access to the east side of the station. There are other examples in Darlington of early road layouts. However their loss would diminish the significance of this part of early Victorian Darlington.</p> <p><b>Harm that would equate to less than substantial</b></p>	<p>The identified harm is in the loss of the historic road layout around Adelaide, Albert, Victoria and Princes Street as well as St Johns Place. This area is not intact and has been significantly altered as, for example, the original terraces on Adelaide Street were demolished to enable track widening in the early 20th Century.</p> <p>The removal is necessary to enable safe access into and out of the area for cars, pedestrians and cyclists and in particular for a safe drop off and short stay parking as well as a landscaped and visually clearer access into the station building.</p>	<p>There are public benefits which could be considered to outweigh the harm. These benefits include:</p> <ul style="list-style-type: none"> <li>the provision of a new station entrance to enable greater access and use of the Grade II* listed building,</li> <li>improved access for car parking for all,</li> <li>removal of the existing car parking from around the station thereby improving the approach and de cluttering the setting of the Station when approached from the North</li> <li>A coherent design and landscaped area with improved access and visual connection between two listed building.</li> </ul>

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)
<p><i>Non Designated Heritage Asset</i></p> <p><i>East Terrace and former Grey Horse Public House - considered to be of <b>considerable</b> significance</i></p>	<p><i>The loss of the older buildings on East Terrace, which pre-date the current station building, are considered to be of considerable significance as examples of some of the older terrace houses in this part of Darlington. The buildings themselves are much altered in their physical appearance with doors and windows and in some cases their apertures having been substantially changed. Their significance is in their historic connection to place as their architectural interest has been lost.</i></p> <p><b><i>Harm that would equate to less than substantial</i></b></p>	<p><i>The identified harm is in the loss of these Non Designated Heritage Assets and their historic connection to the area. The buildings themselves are so altered that they are unrecognisable in their external appearance as early Victorian buildings. Their demolition is necessary to enable the proposed development including safe access for drop off and pick up from the new Station entrance.</i></p>	<p><i>There are public benefits which could be considered to outweigh the harm. These benefits include:</i></p> <ul style="list-style-type: none"> <li><i>• the provision of a new station entrance to enable greater access and use of the Grade II* listed building,</i></li> <li><i>• improved access for car parking for all,</i></li> <li><i>• removal of the existing car parking from around the station thereby improving the approach and de cluttering the setting of the Station when approached from the North</i></li> <li><i>• A coherent design and landscaped area with improved access and visual connection between two listed building.</i></li> </ul>

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<p><i>Non Designated Heritage Asset</i></p> <p><b>Surviving historic sandstone walls</b> are of <b>exceptional</b> significance.</p>	<p>Some surviving elements of the historic late 19th Century wall will be lost and this is considered to amount to harm that would equate to total loss. These elements of walling are fragmentary across the application site and now abstract given their original purpose has disappeared. The longest section is along Princes Street forming a right angle onto Albert Street and which appears to have formed the boundary to the former Goods Yard to the Station and first appears on the Second edition OS Map 1898. There is a stone pier and short length of sandstone wall which may have formed an entrance to the Goods Yard from Garbutt Street. There is a longer section of the same boundary wall to the Goods Yard to the South which will not be</p> <p><b>Harm - total loss of section of the historic late 19th century wall removed so some surviving evidence will be retained.</b></p> <p>A section of retaining wall to Neasham Road will be lowered and a short section removed to re-align Neasham Road for safe access. The upper section is later (20thC) addition</p> <p><b>Harm - Less than substantial</b></p>	<p>The removal of this Non Designated Heritage Asset is necessary to enable safe access into and out of the area for cars, pedestrians and cyclists and in particular for a safe drop off and short stay parking as well as a landscaped and visually clearer access into the station building.</p>	<p>There are public benefits which could be considered to outweigh the harm caused by the total loss of sections of wall. These benefits include:</p> <ul style="list-style-type: none"> <li>• the provision of a new station entrance to enable greater access and use of the Grade II* listed building,</li> <li>• improved access for car parking for all and road access,</li> <li>• removal of the existing car parking from around the station thereby improving the approach and de cluttering the setting of the Station when approached from the North</li> <li>• A coherent design and landscaped area with improved access and visual connection between two listed building.</li> </ul>

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## Cumulative Impact

The table above sets out the significance of each element of the site and the impact. However the full assessment whether the cumulative impact of the submitted proposal, incorporating sustaining, enhancing and harming is set out here. This includes where on balance there would be harm, that harm 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 settings of the listed buildings and therefore be in accordance with para 192 of the NPPF which seeks the desirability of sustaining and enhancing the significance of heritage assets. However, there were elements of the proposal which would cause harm to the non designated heritage assets, some of which are of exceptional 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.

The scale of harm is considered to be high and the significance, to non designated heritage assets, is considered to be high in a local context to Darlington. It has also been explained in the table above as to why this harm is necessary and what it enables. There must be public benefits to outweigh the loss of these identified locally important assets.

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## Public Benefits

Taken on their own, for example, the demolition of buildings to build a car park for example, is not enough. However, when the whole east side of the station gateway 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 cumulative effect of the Station Gateway East project will not only sustain and make provision for growing passenger numbers for the station and therefore 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 through out Darlington and beyond and cycle network.

Furthermore the removal of the existing parking from within the main vehicular approach to the North to the station, to the new multi storey car park will de clutter the approach to the station and enable improved public realm and appreciation of the Grade II\* listed building.

The new station entrance building will give improved access for all and connect via a new footbridge (see separate application) into the east facade of the station building. This will enable, together with the improved access to the west side of the station, better access and connectivity to Darlington 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 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 station entrance and reorganised MSCP into a building which has been inspired by the host Station, and in particular the railway heritage of Darlington. It will be visually attractive as a result of the design and careful thought has been given to placemaking through its landscape setting, access and use of materials which reflect Darlington and enable improved and safer use of the east station entrance. The overall effect of the proposal 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 the long term future of the Grade II\* listed building.

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## 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. In addition there is a statutory duty to also give regard to the desirability of preserving or enhancing the character or appearance of the Conservation Area under section 72 of the 1990 Act.

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 and St Johns Church is exceptional and there are non designated heritage assets which are also 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 less than substantial harm. 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

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detailed in the previous section. The new Station entrance and MSCP building would sustain and enhance the setting of the Grade II\* listed building. 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. There are major public benefits that would flow from the proposal 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 be in accordance with National and local planning policy.

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## Appendix A - 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.