

# Darlington Local Plan Proposed Allocation Sites

Heritage Impact Assessment



Solstice Heritage LLP  
Crabtree Hall  
Little Holtby  
Northallerton  
North Yorkshire  
DL7 9NY

[www.solsticeheritage.co.uk](http://www.solsticeheritage.co.uk)



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## Heritage Impact Assessment

Prepared for:	Darlington Borough Council Town Hall Feethams Darlington DL1 5QT
Prepared by:	Tiffany Snowden BA (Hons), ACIfA Solstice Heritage LLP Crabtree Hall Little Holtby Northallerton North Yorkshire DL7 9NY
Checked by:	Jim Brightman BA (Hons), MLitt, MCIfA
Set By:	Jim Brightman BA (Hons), MLitt, MCIfA
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## EXECUTIVE SUMMARY

*This Heritage Impact Assessment (HIA) assesses the suitability for development from a historic environment perspective across a total of seven proposed local plan allocation sites. The purpose of this HIA is to provide baseline information on the cultural heritage resource within each proposed allocation site, what contribution the site in its current form makes to the significance of that resource, and to assess any potential impacts of development on that resource. This assessment is also intended to be used to inform the extent, scale and design of future proposed developments within those proposed sites which are considered to be sound for allocation.*

### **Cattle Mart (Site Ref: 11)**

*The Cattle Mart proposed allocation site, encompassing a total area of 2.16 ha, is situated along the west site of Park Lane centred at NGR NZ 29268 13944. The site, which is still operational, has functioned as a cattle market since the mid-19<sup>th</sup> century following the relocation of the traditional cattle market within Darlington town centre. It is, for the most part, self-contained with an almost complete circuit of altered historic boundary walls and railings enclosing the complex, which itself is bounded by Park Lane to the east, Waverley Terrace to the north, Clifton Road to the west, and an alleyway to the south.*

*It is considered that the proposed allocation is sound and meets the tests outlined in NPPF, subject to identified constraints and provided that any forthcoming development proposals consider the following criteria to avoid and/or mitigate harm to heritage assets and maximise opportunities for enhancement:*

- It is considered that the western half of the proposed allocation site is the most suitable area for development. Being set back from the main road, retaining an open space to the eastern half along Park Lane would preserve open views and limit setting impacts to the surrounding heritage assets. Infilling the eastern half of the site would be considered inappropriate as it would impinge upon these views.*
- Several of the historic buildings within the proposed allocation site have been identified as non-designated heritage assets. In line with the Town Centre Fringe Conservation Management Plan (Darlington Borough Council 2013), any proposed development is strongly encouraged to retain and re-use elements of this historic fabric as part of the site's redevelopment.*
- Given the potential for remains pertaining to the former abattoir to survive underneath the existing carpark, any groundworks in this part of the site are likely to be require archaeological evaluation and mitigation.*
- Any development is encouraged to respect the historic grain of development within the immediate vicinity and be of an appropriate scale and design so as not to compete with the more prominent buildings in the area, particularly Bank Top Station. The design should also seek to incorporate the use of sympathetic materials and, where possible, retain or recreate the arrangement of built form within the site.*

### **Commercial/Kendrew Street (Site Ref: 271)**

*The Commercial/Kendrew Street proposed allocation site, comprising 2.4 ha, is a brownfield site currently in use as a car park within the town centre of Darlington centred at NGR NZ 28870 14822. The site is situated between Commercial Street to the south and east and Gladstone Street to the north, bisected by St Augustine's Way. It is also located between the Northgate and Town Centre Conservation areas.*

*It is considered that the proposed allocation is sound and meets the tests outlined in NPPF, subject to identified constraints and provided that any forthcoming development proposals consider the following criteria to avoid and/or mitigate harm to heritage assets and maximise opportunities for enhancement:*

- Any development is encouraged to take cues from the historic grain of development within the site, reflecting the original form and layout of the former 19<sup>th</sup>-century buildings.*
- The proposed allocation site is situated between the Northgate and Town Centre conservation areas, each with their own distinct character. The development should carefully consider its approach to the design, scale and density of any new built form with a view to either retain this clear distinction (made easier by the bisection of the site by St Augustine's Way) or creating a softer, graded join between the two areas.*
- There is a strong potential for 19<sup>th</sup>-century remains to survive within the proposed allocation site. As such, any proposed development will need to consider an appropriate programme of archaeological evaluation and mitigation to ensure they are properly identified and recorded prior to redevelopment.*

### **Durham Tees Valley Airport (DTVA) South (Site Ref: 362)**

*The site of the former RAF Middleton St George is a well-preserved example of British military infrastructure that encompasses two pivotal periods in national and local history; the Second World War and the Cold War. The main contributors to the site's significance are the well-preserved footings, earthworks and trackways which provide coherent evidence of the airfield's use both in the Second World War and the Cold War. Such evidence of continuous use is rare in structures that were only intended to be temporary when they were built and were often significantly altered for later purposes. It also provides a narrative thread of evidence that demonstrates how the uses of the airfield changes, whilst still leaving the earlier evidence intact.*

*Not only are the heritage assets within the airfield site significant in and of themselves, their place in the narrative of local and national history means they have a wider significance beyond the fabric of the site. In the case of RAF Middleton St George, the significance is increased because it is evidence of several different phases of British history and the military doctrines that accompanied them; the defence of the skies during the Battle of Britain and the subsequent campaigns against German cities, the development of modern jet aircraft after the war and the Cold War doctrine of mutually assured destruction that kept the base operational as a V-Bomber dispersal site into the 1960s.*

*As outlined in NPPF, as a non-designated heritage asset of high archaeological interest which could be considered of equal significance to a scheduled monument, the site should be assessed 'subject to the policies for designated heritage assets' (MHCLG 2019, 56).*

*It is considered that the proposed allocation does not meet the tests outlined in NPPF. As per paragraph 194 of NPPF, 'any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting) should require clear and convincing justification' which outweighs the scale of harm (MHCLG 2019, 55). As noted above, since the site could be of equal significance to a designated site, any such justification would need to be either 'exceptional' or 'wholly exceptional' depending on the extent of any proposed impact.*

*Given the site's level of preservation in plan and its rarity value as a coherent 20<sup>th</sup>-century military site, any harm upon the physical fabric of its remains or its setting as a result of development is not considered to be justified nor is it consistent with national policy relating to the conservation of heritage assets. There is a clear opportunity for the site to be made more accessible with interpretation as a way of considerably increasing its significance, particularly its communal value. In such a circumstance, there would be space for sympathetically designed and sited visitor facilities, however; overall, it is considered to be incompatible with large-scale commercial development.*

### **Great Burdon (Site Ref: 20)**

*The Great Burdon proposed allocation site, encompassing a total area of 88.39 ha, is a greenfield site located to the east of Darlington near the villages of Great Burdon and Haughton-le-Skerne, and centred at NGR NZ 32164 15813. The site is bounded by the River Skerne to the west, the A1150 to the north, the A66 to the east, and the B6279 to the south.*

*It is considered that the proposed allocation is sound and meets the tests outlined in NPPF, subject to identified constraints and provided that any forthcoming development proposals consider the following criteria to avoid and/or mitigate harm to heritage assets and maximise opportunities for enhancement:*

- Infilling the area around the Scheduled World War II Decoy Shelter (NHLE 1020759) with dense development within the immediate vicinity of the site would be considered inappropriate, as it would divorce the site from its original rural landscape context and have a negative impact upon its significance. The scale and position of any proposed development should respect a sizeable buffer around the shelter as well as consider the opportunity to improve accessibility to and interpretation of the site as part of the development whilst preserving the most significant elements of its setting.*
- The location of the World War II decoy fires and safety enclosures associated with the decoy shelter is not known but may fall within the boundary of the allocation site. As such, any proposed development will need to consider an appropriate programme of archaeological evaluation and monitoring during groundworks to ensure their locations, if present, are identified and recorded.*
- Any proposed development will need to consider an appropriate programme of targeted archaeological evaluation/mitigation to determine the presence and level of survival of those features identified during the 2014 geo-physical survey (E65349; Villis 2014) and ensure they are suitably investigated and recorded prior to development.*
- Any development is encouraged to incorporate the historic route of the Stockton and Darlington Railway, now a*

*public footpath, bounding the site to the south. By providing improved access and interpretation, such as signage and information boards, development within this area would contribute to the long-term goals of the S&DR Heritage Action Zone (HAZ) delivery plan. By making the site more accessible and well-known, development could help establish the railway as a major heritage tourism attraction, thereby contributing to the regeneration and economic growth of the local area.*

- *It is considered that development is inappropriate on or immediately around Burdon Hill, within the vicinity of the scheduled World War II Decoy Shelter, and the fields to the west bounded by the River Skerne due to the setting impacts on the surrounding listed buildings. As per paragraph 194 of the NPPF, 'any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting) should require clear and convincing justification' which outweighs the scale of harm (MHCLG 2019, 55).*
- *Historic field boundaries as identified above should, where possible, be maintained.*
- *It is considered that the southern part of the site to the south-east of Burdon Hill is the most suitable area for development. The introduction of appropriately designed and scaled built form in this part of the site would preclude any meaningful views from the cluster of listed buildings in Great Burdon, including Great Burdon Farm, as well as the Haughton-le-Skerne Conservation Area and listed buildings within, thereby preserving their significance. Development within this area between the historic line of the Stockton and Darlington Railway to the south and the scheduled World War II Decoy Shelter to the north would provide the opportunity to enhance both accessibility and interpretation of these sites.*

#### **Ingenium Parc (Site Ref: 356)**

*The Ingenium Parc proposed allocation site comprising 40.8 ha is a greenfield site located to the south-east of Darlington centred at NGR NZ 31369 13328. It is bounded by the railway line to the south, the Cummins Engine Factory complex to the north, an industrial estate to the east and Salters Lane to the west.*

*It is considered that the proposed allocation is sound and meets the tests outlined in NPPF, subject to identified constraints and provided that any forthcoming development proposals consider the following criteria to avoid and/or mitigate harm to heritage assets and maximise opportunities for enhancement:*

- *It is considered that development is inappropriate to the immediate south of the Grade II\* listed Cummins Engine Factory buildings due to the strong potential for a negative impact upon its original designed landscape setting. As per paragraph 194 of the NPPF, 'any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting) should require clear and convincing justification' which outweighs the scale of harm (MHCLG 2019, 55).*
- *Further to the above, there is an opportunity for the development to preserve and enhance the designed landscape of the Cummins Engine Factory complex at its northern extent by retaining and adding to the existing planting, thereby providing further attractive screening from any subsequent development.*
- *Historic field boundaries as identified above should, where possible, be maintained.*
- *It is considered that the southern and western parts of the site are the most suitable areas for development. The introduction of appropriately designed and scaled built form in this part of the site would preclude any meaningful views from the listed buildings associated with the Cummins Engine Factory.*
- *Any proposed development will need to consider an appropriate programme of targeted archaeological evaluation and mitigation to determine the presence and level of survival of those features identified, particularly in the southern part of the allocation area, and ensure they are suitably investigated and recorded prior to development.*
- *Considering that the area most suitable for development from a setting perspective also holds the strongest archaeological potential relating to a possible Bronze Age/Romano-British settlement site, a balanced judgement of the potential physical and setting impacts will be required in choosing where to situate any future development.*

#### **Skerningham (Site Ref: 251)**

*The Skerningham proposed allocation site, encompassing a total area of 492.5 ha, is a greenfield site located to the north-east of Darlington centred at NGR NZ 30939 17926. The site is bounded by the River Skerne and Barmpton village to the north, residential development at Whinfield/Harrowgate Hill and the A66 to the south, hedgerows and arable fields to the east, and residential development off the A167 at Beaumont Hill to the west.*

*It is considered that the proposed allocation is sound and meets the tests outlined in NPPF, subject to identified constraints and provided that any forthcoming development proposals consider the following criteria to avoid and/or mitigate harm to heritage assets and maximise opportunities for enhancement:*

- *It is considered that the southern part of the site is the most suitable area for development both in terms of visual impact and setting impacts. The introduction of appropriately designed and scaled built form in this part of the site would preclude any meaningful views from the listed buildings within the site and those immediately beyond the boundary to the north and north-east due to intervening topography. Focusing development within this part of the site, which is itself already bounded by urban development, would allow the northern part of the site and those assets within to retain their rural landscape setting.*
- *There is potential for archaeological remains to survive within the site relating to the Skerningham DMV, previously demolished historic buildings, and other earthworks as identified in the HER. As such, any proposed development will need to consider an appropriate programme of archaeological mitigation to ensure these are properly identified and recorded in advance of and throughout development works.*
- *Historic field boundaries as identified above should, where possible, be maintained.*
- *Any development is encouraged to retain and incorporate the Second World War pillbox in the south-west area of the site, as well as preserve some, if not all, of its original intended views within the landscape. In doing so and providing improved interpretation, such as signage and information boards, development within this area could contribute to making the site more well-known and accessible, increasing its overall communal value and resulting in a positive impact to its significance.*

#### **Wider Faverdale (Site Ref: 185)**

*The Wider Faverdale proposed allocation site comprising 177.8 ha is a greenfield site located to the north-west of Darlington centred at NGR NZ 27319 18007. The site is bounded by the A68 and A1(M) to the west, Burtree Lane to the north, Rotary Way and the Faverdale Industrial Estate to the south, and the live line of the former Stockton and Darlington Railway to the east.*

*It is considered that the proposed allocation is sound and meets the tests outlined in NPPF, subject to identified constraints and provided that any forthcoming development proposals consider the following criteria to avoid and/or mitigate harm to heritage assets and maximise opportunities for enhancement:*

- *Infilling the area around the Grade II listed Manor house ruins (NHLE 1121179) with dense development within the immediate vicinity of the site would be considered inappropriate, as it would divorce the site from its original rural landscape context and have a negative impact upon its significance. The scale and position of any proposed development should respect a sizeable buffer around the ruins as well as consider the opportunity to improve accessibility to and interpretation of the site as part of the development whilst preserving the most significant elements of its setting.*
- *The area to the south of Whessoe Grange Farm forms part of the site of the posited Whessoe DMV which is itself adjacent to the extensive Roman Faverdale site. As such, any proposed development will require an appropriate mitigation strategy comprising archaeological evaluation and recording, as a minimum, in advance of groundworks to identify and record the extent, survival, and date of any associated remains prior to redevelopment.*
- *The development should also consider the potential for remains pertaining to the early infrastructure of the Stockton and Darlington Railway to survive at its eastern extent, which will require some form of mitigation, most likely archaeological monitoring during any groundworks in this area.*
- *In order to prevent a large concentration of urban development in a predominantly rural landscape, the proposed development should avoid developing the eastern extent of the site where it bounds areas of permitted development.*
- *Given the prominent views possible from High Faverdale Farm, the development should consider avoiding areas of dense development to the immediate south and east of the asset. This would minimise the impact to its significance as a result of substantially altered views.*



# 1. INTRODUCTION

## 1.1 PROJECT BACKGROUND AND DOCUMENT OVERVIEW

This Heritage Impact Assessment (HIA) has been commissioned by Darlington Borough Council to assess the suitability for development from a historic environment perspective across a total of seven proposed local plan allocation sites. The purpose of this HIA is to provide baseline information on the cultural heritage resource within each proposed allocation site, what contribution the site in its current form makes to the significance of that resource, and to assess any potential impacts of development on that resource. The assessments presented below are geared towards determining the ‘soundness’ of each local allocation site against the tests of local plan allocation presented in the National Planning Policy Framework (NPPF), considering potential impacts of hypothetical development within each area. This leads ultimately to a determination of soundness or otherwise, as well as a detailed summary of key constraints and opportunities that any proposed future development would need to address or consider.

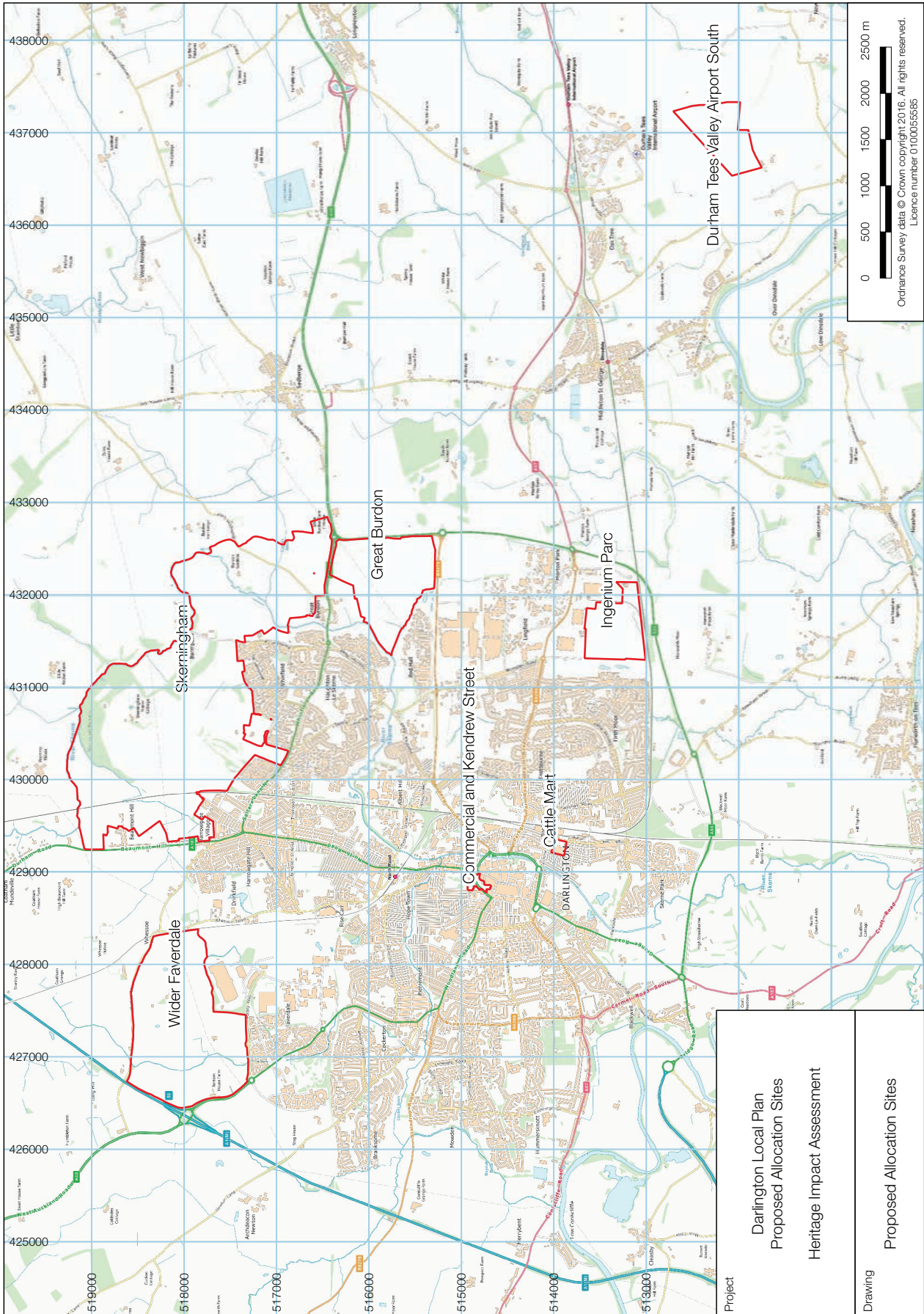
The report is set out as a series of self-contained chapters forming the baseline consideration, assessment, discussion and conclusion for each proposed allocation site in turn. Gazetteers of all known heritage assets have been compiled into the appendices for ease of reading within the main chapters.

## 1.2 SITE LOCATIONS

The sites proposed for allocation, along with key metrics, are given in the table below and shown in the location figure for each respective site:

Site Name	Site Ref	Area (ha)	Centre Point Grid Ref
Cattle Mart	11	2.16	NZ 29268 13944
Commercial/Kendrew Street	271	2.4	NZ 28870 14822
Durham Tees Valley Airport South	362	39.30	NZ 36975 12180
Great Burdon	20	88.39	NZ 32164 15813
Ingenium Parc	356	40.80	NZ 31369 13328
Skerningham	251	492.5	NZ 30939 17926
Wider Faverdale	185	177.8	NZ 27319 18007

Table 1.1 Proposed allocation site sizes and locations



## 2. CATTLE MART (SITE REF: 11)

### 2.1 INTRODUCTION

This Heritage Impact Assessment (HIA) has been commissioned by Darlington Borough Council to assess the suitability of the proposed allocation site of Cattle Mart from a historic environment perspective in accordance with extant legislation, policy and guidance. The proposed allocation site is named after the function of the site as a cattle market. Throughout this document, the shorthand of 'Cattle Mart' will be used to refer to the allocation site. Where reference is made to the cattle market itself, this will be made clear within that section.

The purpose of this HIA is to provide baseline information on the cultural heritage resource within and around Cattle Mart, what contribution the site in its current form makes to the significance of that resource, and to assess any potential impacts of development on that resource. This assessment may also be used to inform the extent, scale and design of future proposed developments within the site.

Throughout this assessment, assets will be referred to either by their National Heritage List for England (NHLE) Entry number, if applicable, or their Primary Reference Number, the unique HER number assigned to each record by Durham County Council, as follows:

- Designated heritage assets – NHLE number
- Non-designated heritage assets – PRN number, prefixed by 'H'
- Previous archaeological events – PRN number, prefixed by 'E'

Features and/or assets identified throughout the course of work have been assigned a unique identifier (i.e. CM001) and are listed below in Table 2.3. A full gazetteer of designated and non-designated heritage assets as well as previous archaeological events can be found in the appendices.

### 2.2 SITE LOCATION AND DESCRIPTION

The proposed allocation site, encompassing a total area of 2.16 ha, is situated along the west site of Park Lane centred at NGR NZ 29268 13944. The site, which is still operational, has functioned as a cattle market since the mid-19<sup>th</sup> century following the relocation of the traditional cattle market within Darlington town centre. It is, for the most part, self-contained with an almost complete circuit of altered historic boundary walls and railings enclosing the complex, which itself is bounded by Park Lane to the east, Waverley Terrace to the north, Clifton Road to the west, and an alleyway to the south.

### 2.3 AIMS OF THE STUDY

The aims of the study are:

- To provide an overview and description of the heritage interest within and around the proposed allocation site.
- To assess the suitability and soundness of the site for development.
- To provide recommendations on heritage-based constraints and opportunities within the site.

### 2.4 PLANNING FRAMEWORK

Paragraph 35 of the *National Planning Policy Framework* (NPPF) (MHCLG 2019) outlines a series of tests to determine whether local plans are sound. Plans are considered to meet these tests of soundness if they are:

- 'Positively prepared – providing a strategy which, as a minimum, seeks to meet the area's objectively assessed needs, and is informed by agreements with other authorities, so that unmet need from neighbouring areas is accommodated where it is practical to do so and is consistent with achieving sustainable development;
- Justified – an appropriate strategy, taking into account the reasonable alternatives, and based on proportionate evidence;

- Effective – deliverable over the plan period, and based on effective joint working on cross-boundary strategic matters that have been dealt with rather than deferred, as evidenced by the statement of common ground; and
- Consistent with national policy – enabling the delivery of sustainable development in accordance with the policies in this Framework.’ (MHCLG 2019, 12)

In terms of assessing allocation sites for soundness from a perspective of heritage, the two most important aspects of these tests are whether such sites have been considered on the merits of proportionate evidence and whether the delivery of development on such sites would be consistent with national policy. The assessment presented within this site assessment represents the evidence base required to address the first of these. The conclusions presented at the end of this site assessment will draw together that evidence base to provide a statement on whether development within the proposed allocation site is considered consistent with national policy and legislation.

## 2.5 SUMMARY OF METHODOLOGY

### 2.5.1 DEFINING SIGNIFICANCE

Significance is the principal measure of what makes a historic place (normally given as ‘heritage asset’) special and worthy of conservation. It can be defined using a number of criteria derived from varied sources, all of which can contribute useful factors to the process. Where assessment of significance is necessary, particularly in determining potential effects of development, the following criteria have been adopted in part or in whole, depending on what can best articulate the nature of the heritage asset being described:

Source	Significance Criteria
Conservation Principles, Policies and Guidance (English Heritage 2008)	This document highlights four ‘values’ contributing to significance: <ul style="list-style-type: none"> <li>• Evidential</li> <li>• Historical</li> <li>• Aesthetic</li> <li>• Communal</li> </ul>
NPPF (MHCLG 2019)	Based upon the changes instigated through the now-cancelled PPS5 and its associated guidance, the assessment of significance is based upon four ‘interests’ and their relative ‘importance’: <ul style="list-style-type: none"> <li>• Archaeological</li> <li>• Architectural</li> <li>• Artistic</li> <li>• Historic</li> </ul>
Ancient Monuments and Archaeological Areas Act 1979	This act gives guidance on the criteria considered during the decision to provide designated protection to a monument through scheduling. The criteria are: <ul style="list-style-type: none"> <li>• Period or category</li> <li>• Rarity</li> <li>• Documentation (either contemporary written records or records of previous investigations)</li> <li>• Group value</li> <li>• Survival/condition</li> <li>• Fragility/vulnerability</li> <li>• Diversity (importance of individual attributes of a site)</li> <li>• Potential</li> </ul>

Table 2.1 Criteria for assessment of significance



### 2.5.2 ASSESSING SIGNIFICANCE

The assessment of significance comprises three stages, as set out in Note 2 of the *Historic Environment Good Practice Advice in Planning* (Historic England 2015):

- Understanding the nature of the significance through identification of what values or interests (as above) contribute
- Understanding the extent of the significance
- Understanding the level of significance, perhaps the most important step in terms of planning-led assessment as it can dictate what level of test is applied when determining the potential effects of a proposed development.

It should be noted that the varied nature of heritage assets means that, in the majority of cases, they are unsuitable for assessment via a nominally 'objective' scoring of significance, and there will always be an element of interpretation and professional judgement within a considered assessment.

### 2.5.3 DEFINING THE CONTRIBUTION OF SETTING

Setting is a contributory factor to the overall significance of a heritage asset, and assessment begins with identifying the significance of a heritage asset as described above. As outlined in *Historic Environment Good Practice Advice in Planning: Note 3 The Setting of Heritage Assets* (Historic England 2017), setting is defined as (quoting NPPF) 'the surroundings in which an asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance, or may be neutral' (*ibid.* 2). A recommended staged approach to the assessment of potential effects on the setting of heritage assets is also set out in the guidance (*ibid.* 7):

- Identify which heritage assets and their settings may be affected
- Assess whether, how and to what degree these settings make a contribution to the significance of the heritage asset(s)
- Assess the effects of the proposed development, whether positive, neutral or negative
- Explore ways to maximise enhancements and avoid or minimise harm
- Document the process and decision and monitor outcomes.

### 2.5.4 ASSESSING THE CONTRIBUTION OF SETTING

In terms of the practical method for this assessment, initial consideration of those sites for which there was a potential effect on setting was undertaken as a desk-based exercise within the project GIS following a series of logical steps. Discrimination started by considering:

- All heritage assets within the proposed allocation site
- Scheduled monuments, listed buildings, registered parks and gardens, registered battlefields and protected wreck sites in the landscape surrounding the proposed allocation site.

Following preliminary desk-based discrimination, further consideration was given to those heritage assets where non-visual and/or intangible elements of setting may be affected by the proposed development. This stage also included a consideration of potential setting effects deriving from the other aspects of the proposed development: principally the alteration of historic fabric or inclusion of modern elements into historic buildings.

This desk-based discrimination ultimately resulted in identification of a list of heritage assets for which more-detailed assessment was required. These assets were subject to a site visit (or as close as was practicable where sites were inaccessible) to check the initial findings of desk-based assessment and make a photographic record of key views or other aspects of their setting and significance. In line with the current guidance, assessment comprised a description of the contributory factors to each asset's significance, including the contribution of setting, and the potential effects of the proposed development on those factors; this assessment is presented below.



Figure 2.1 Location and extent of the Cattle Mart proposed allocation site



## 2.6 ASSESSMENT OF SIGNIFICANCE

Outlined below are the results of desk-based research and a site walkover undertaken on 8th May in overcast conditions. This process has formed the basis for our assessment of significance and value for all previously known and newly identified heritage assets within the proposed allocation site and the wider 1 km study area.

### 2.6.1 GEOLOGY AND GEOMORPHOLOGY

As the site is previously developed (brownfield), it is not considered that the underlying geology and geomorphology are relevant to this assessment.

### 2.6.2 HERITAGE ASSETS WITHIN THE ALLOCATION AREA

#### 2.6.2.1 DESIGNATED

There are no designated heritage assets recorded within the proposed allocation site.

#### 2.6.2.2 NON-DESIGNATED

There are no records within the HER relating to historical/archaeological sites or findspots within the proposed allocation site; however, several of the brick-built buildings associated with the cattle market were identified during the site visit and for the purposes of this assessment, are considered to be a non-designated heritage asset (CM001). As previously noted, the site has functioned as a cattle market since the mid-19th century, following a highly contested relocation from the town centre sparking fears it would result in a loss of trade. Although it predates the current Bank Top Station building, its position close to the railway proved critical for the movement of cattle and other animals throughout the late 19th and early 20th century. The market today has a layout and brick buildings typical of the use, including two octagonal auction ring buildings, partially altered and of different dates.

The older of the two auction mart buildings, which dates from the late 19th century, sits prominently within the site and features a series of shallow recessed areas with dentilled cornicing detail. Although there have been some alterations to the building, its form and historic fabric remain intact for the most part and contain inherent historical illustrative and aesthetic value. There is also a substantial English brick bond boundary along the southern extent of the site, with partial sections surviving elsewhere around the site (CM002). It should be noted that several other brick-built buildings adjacent to the auction mart building, although altered, are a contributory factor to the group value within the site. Finally, it is considered that the modern auction mart sheds hold no heritage value.

### 2.6.3 HERITAGE ASSETS IN WIDER STUDY AREA

#### 2.6.3.1 DESIGNATED

Beyond the proposed allocation site but within the wider 1 km study area there are:

- Two conservation areas
- One Grade II listed Registered Park and Garden
- One scheduled monument
- One Grade I listed building
- 11 Grade II\* listed buildings
- 156 Grade II listed buildings

Those assets most pertinent to the proposed allocation site are discussed below.

#### *West End Conservation Area*

The West End Conservation Area is an inner suburban area of the town, located c. 260 m to the south-west of the Cattle Mart site. West End is a mix of high- and low-density residential housing comprising Victorian and Edwardian town houses and detached villas set in substantial grounds. The housing is typical of a planned middle-class development of its era, with predominantly high-quality brick-built structures constructed around



Figure 2.2 View of late 19th-century auction mart building



Figure 2.3 View of late 19<sup>th</sup>-century auction mart building. Note modern sheds





Figure 2.4 View of auction mart complex



Figure 2.5 English-bond brick boundary at southern extent of the site





Figure 2.6 View of brick boundary around part of the site



Figure 2.7 Surviving section of brick-built boundary

a network of wide roads, streets and crescents. West Gate was developed from open farmland in the mid-19<sup>th</sup> century as the increasing prosperity of Darlington increased demand for high quality housing beyond the bounds of the old town's medieval street plan and was developed in fits and starts by the Cleveland Estates as roads opened up development opportunities across the site. Of particular note are large unostentatious villas built by Darlington's wealthy Quaker families, whose presence in the area is still felt in the form of lodges, gatehouses, walls, hedges and other boundaries that once formed the edges of their estates and still influence the geography of the area today (Darlington Borough Council 2010, 7). The south-eastern part of the conservation area, which is the closest to the proposed allocation site, primarily encompasses the boundary for the Grade II listed South Park (NHLE 1001278), discussed in more detail below.

#### *Victoria Embankment Conservation Area*

Located c. 170 m west of the Cattle Mart site, the Victoria Embankment is a stretch of artificial riverbank bordering the River Skerne. It comprises both a flat expanse of grass and a row of high quality Victorian terraced houses which the embankment was built to support. Using topsoil brought from the landscaping of the nearby South Park, an embankment was built alongside the newly canalised River Skerne, which had been transformed from a narrow meandering river to straighten it and reduce the risk of flooding in the Stonebridge area of the town. Newly tamed, high density housing was built alongside, and local sources suggest it was intended that the Embankment could be used as an entrance to South Park from the river, though no evidence exists of any landing places today (Darlington Borough Council 2007, 1-2). In order to facilitate its new use as a pedestrian thoroughfare, ornate cast-iron posts and chains brought from the cattle market were installed along the riverbank as a safety feature—some of which are still in situ today. Most of the park is still broadly the same as when it was when it was created, though the north end of the site has been negatively impacted by the construction of the A167 and its associated modern concrete bridge in 1973, replacing an earlier brick construction.

#### *Grade II listed South Park, Registered Park and Garden (NHLE 1001278)*

South Park, a 26-hectare mid-19<sup>th</sup>-century park laid out in 1851 for public use, is situated on the southern edge of Darlington, c. 250 m south-west of the proposed allocation site (Historic England 2019). Today, the park is accessed via a set of gates at the northern lodge, leading to a main avenue surrounded by several amenities and landscape features including bowling greens, tennis courts, a pavilion with a clock tower, a lake with three islands, lines of poplar trees, playing fields and grassed areas. Within the park, there is also a late 19<sup>th</sup>-century Grade II listed cast-iron octagonal bandstand (NHLE 1121246) and a mid-19<sup>th</sup>-century Grade II listed terracotta fountain (NHLE 1322956). In relation to the proposed allocation site, views are limited to and from the park.

#### *Grade II\* listed Bank Top Railway Station (Main Building) (NHLE 1310079)*

Bank Top, which is situated adjacent to the proposed allocation site, was built in 1841, the second station to be built in Darlington, constructed to take advantage of the new Great North of England Railway which passed to the south-east of the town. The brainchild of Quaker businessman John Pease, the station connected Darlington to York and all points south, initially carrying minerals but opening to passengers by 1846 (Emett 2007, 21). The year after its construction, the station had already greatly altered the character of the area, amassing a collection of associated buildings including: a railway shed, a coal depot, a church, a railway hotel and a Sunday school, as well as alms houses and cottages. It was said at the time that the building of Bank Top inspired 'a new town' to arise east of the Skerne (Cookson 2003, 69).

Despite its success, Bank Top was thought to be very small, even for the time, and within 20 years a replacement was being considered. Built on the same site as the old station, the new station was opened in 1860 allowing it to accommodate the ever-expanding level of traffic through the area, which was the fastest stretch of railway in England. However, even this new station was not fit for purpose as by 1887 the site expanded with a brand-new building which was large enough to incorporate the older elements from 1841 and 1860 and included a roundhouse and coaling facilities (Cookson 2003, 162). This new station featured new sidings and goods lines, connecting the south end of the station to the Stockton and Darlington Railway—supplanting the original North Road Station that was built for the purpose (Crystal 2017, 72). To reflect its new role, the station was renamed Central Station, but it eventually reverted to its original name of Bank Top (Emett 2007, 21-22).

This new station was a significant upgrade, an Italianate design with a tall central clock tower of four stages with a crested pyramidal roof designed by T.E. Harrison and William Bell, and costing £81,000 (Leeds Mercury, 1 July 1887). Typical of large stations of the time, it featured an iron-framed barrelled roof with two spans, as well as quasi-Corinthian detailing on the columns and a partially glazed roof (Historic England 2019). It was equipped



with an island platform accessed via iron bridges, handsome iron railings and all the amenities of a busy interchange on a major route, including a ticket office, supervisor's office, luggage and freight rooms, public conveniences and waiting and refreshment rooms (Emett 2007, 21-22). This building remains today in a largely similar configuration, with the most significant changes resulting from the end of steam services in Darlington, which led to the demolition of the station's roundhouse and coaling plant in 1967. Similarly, electrification of the line in 1984 led to the demolition of the site's diesel shed in 1990 (Cookson 2003, 162).

In relation to the proposed allocation site, views from the station looking south along Park Lane are generally open, in part due to the existing car park at the eastern boundary of the site. This, combined with the comparatively smaller scale of surrounding development, makes the station a prominent focal point within the wider area, as the tall clock tower is visible from around the station.

#### 2.6.3.2 NON-DESIGNATED

Beyond the footprint of the proposed allocation area but within the wider 1 km study area there is a total of 277 records within the HER relating to historical/archaeological sites or findspots, some of which are duplicates of designated heritage assets already noted above. The most pertinent of these in terms of proximity to the proposed allocation site include:

- H6970 - Victoria Road Methodist Church, Darlington
- H64835 - Coachman Hotel, Victoria Road, Darlington

Several other non-designated heritage assets not recorded within the HER were also identified, particularly associated with the railway heritage of this part of Darlington. The most pertinent of these is the District Superintendent's Building (CM003), situated along the eastern side of Park Lane directly opposite the site boundary. Built in 1922 to support railway operations, its architectural style reflects that of the Bank Top Station building. Given its proximity to the building, there are open views to and from the proposed allocation site.



Figure 2.8 Bank Top Station





Figure 2.9 Principal view of Bank Top Station looking east from Victoria Road approach



Figure 2.10 View from station entrance looking south-west along Park Lane





Figure 2.11 View from station platform looking south



Figure 2.12 View looking north along Park Lane from the south-east corner of the site



Figure 2.13 View of the station from the north-east corner of the site

Situated further south along Park Lane is the LNER's Engineer's Department building (CM004), an attractive Art Deco style single-storey building constructed in 1932. It is situated to the south-east of the proposed allocation site; however, due to the angle of Park Lane, no meaningful views of the site are possible. The District Engineer's Office (CM005), built in 1913, sits perpendicular to the main station building, its principal façade facing south into a compound. Although it appears to still be connected to the main station building, there is no internal link between the two today. There is also a series of low brick and stone walls with metal railings (CM006) running along the western boundary of the station, most likely built in the early 20th century designed to match the earlier 19th-century style of infrastructure.

Finally, the Croft Branch of the Stockton and Darlington Railway, which was built in 1829 and sold to the Great North England Railway (GNER) connecting York to Newcastle in 1841, runs through Bank Top Station today (Cookson 2003, 68). It should be noted that the District Superintendent's Building and LNER Engineer's Department, given their close proximity and functional association to the railway station, could both be considered curtilage listed in relation to Bank Top Station (North of England Civic Trust 2017, 5).

#### 2.6.4 CARTOGRAPHIC SOURCES

Consultation of historic mapping showed that whilst there are a number of early pictorial maps of the area, none of these are at a sufficient scale to provide any detail of the proposed development site. Information gleaned from this mapping does not show the site in any great detail until the 1838 tithe map (IR 29/11/75), at which time the site comprises rural grassland fields; the cattle market would not relocate there until 1878. Much of the land within the vicinity of the site was owned by John Beaumont Pease and John Church Backhouse, both members of prominent Quaker families in Darlington. By 1858, the railway line and Bank Top Station, labelled Darlington Station, are visible, with the area of the proposed allocation site labelled as 'High Park Fields'.

The 1899 Ordnance Survey map shows significant development taking place around the former High Park Fields following the expansion of the railways. New additions include residential development along Waverley Terrace to the north of the cattle market, now clearly labelled, as well as brickworks to the west. The cattle market itself is laid out in a series of east-west-oriented stalling with two round buildings in the south-west corner of the site,





Figure 2.14 Principal façade of District Superintendent's Building as viewed from within the site, facing east



Figure 2.15 LNER Engineer's Department building





Figure 2.16 View from LNER Engineer's Department building, looking north along Park Lane



Figure 2.17 North-facing façade of District Engineer's Office



most likely auction mart buildings. This remains the case in the 1923 Ordnance Survey map; however, the area around the Cattle Mart has been entirely infilled with development, including residential terraces to the west and south of the site, creating an area of open space enclosed on three sides. By 1939, the Cattle Mart site has been further developed with an abattoir at its eastern extent where the car park is situated today, shortened stalls and several new buildings to the western extent of the site, including a central octagonal building, probably an auction mart.

Between 1956 and 1970, the stalling has been mostly removed, with further buildings added to the abattoir and the cattle market having developed extensively. The entire western half of the site is shown occupied by buildings and resembles much of the layout visible today, with two round auction marts and a series of larger buildings, possibly sheds. A central building within the site is labelled as a 'bank', which was likely opened to facilitate transactions for buying and selling cattle. The buildings and infrastructure associated with the abattoir have been cleared by the 1991 Ordnance Survey, probably in advance of converting this area into car parking. This form and layout of the site remains broadly the same until the present day.

The historic mapping consulted is outlined in the table below:

Date	Map/Compiler	Author and Work (where known)
1576	Saxton	Atlas of England and Wales
1794	Cary	Cary's New Map of England And Wales, With Part of Scotland
1838	Tithe Map	IR 29/11/75
1858	1 <sup>st</sup> Edition Ordnance Survey	
1899	Ordnance Survey	
1923	Ordnance Survey	
1939	Ordnance Survey	
1947	Ordnance Survey	
1952	Ordnance Survey	
1956	Ordnance Survey	
1970	Ordnance Survey	
1991	Ordnance Survey	

Table 2.2 Historic Ordnance Survey mapping consulted

### 2.6.5 IDENTIFIED ASSETS

Feature No.	Basic Description	Approximate Date
CM001	Historic Cattle Mart brick buildings	Mid to Late 19 <sup>th</sup> century
CM002	English-bond brick boundary	Mid-19 <sup>th</sup> century
CM003	District Superintendent's Building	20 <sup>th</sup> century
CM004	LNER's Engineer's Department Building	20 <sup>th</sup> century
CM005	District Engineer's Office	20 <sup>th</sup> century
CM006	Low brick and stone walling with metal railings	20 <sup>th</sup> century

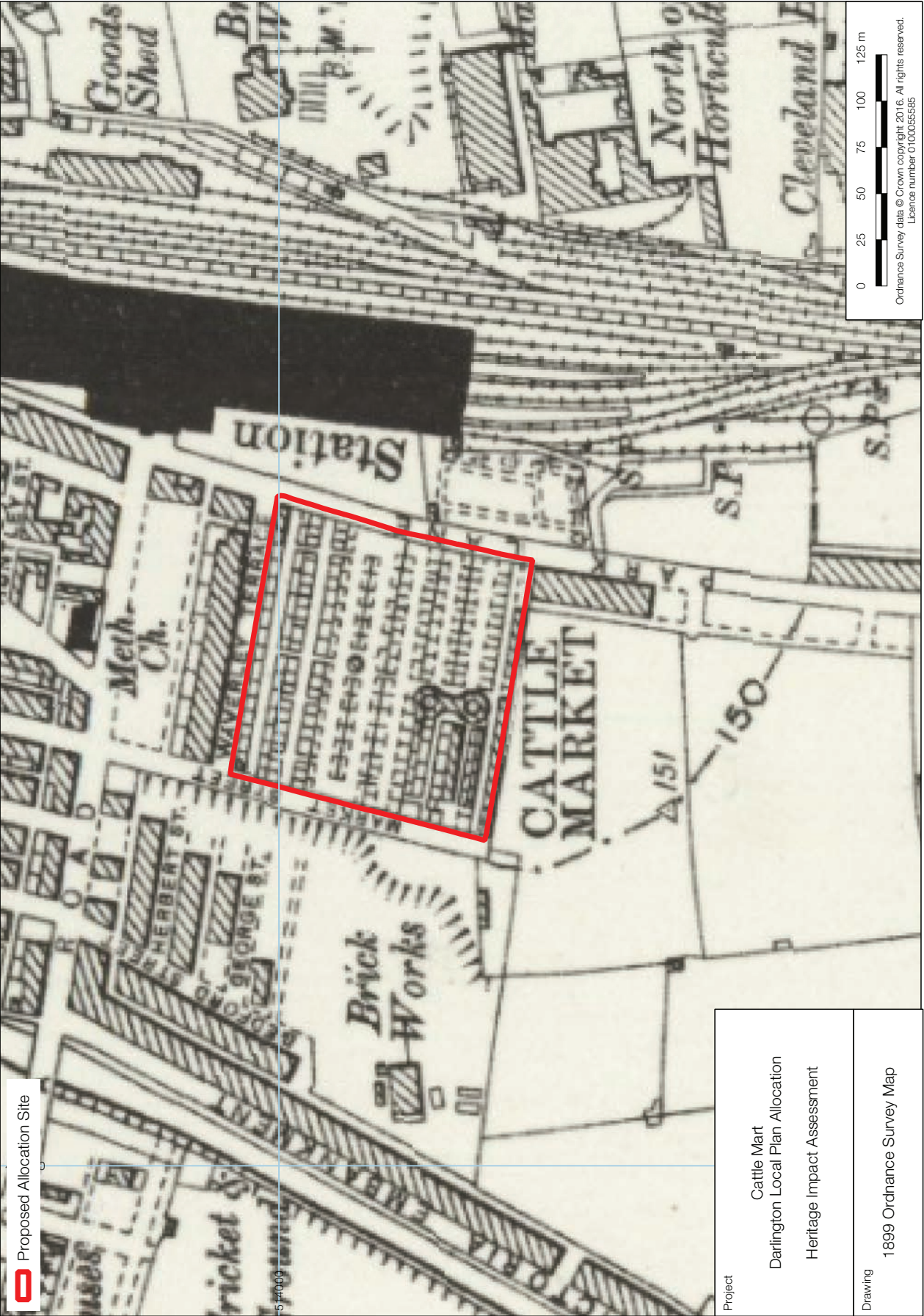
Table 2.3 Features identified from LiDAR, historical mapping and site visit

### 2.6.6 HISTORIC LANDSCAPE CHARACTERISATION (HLC)

The proposed allocation site of Cattle Mart is characterised as a post-medieval settlement site by Durham County Council's Historic Landscape Characterisation (HLC) classification (HLC ID: 11758).

### 2.6.7 PREVIOUS WORK

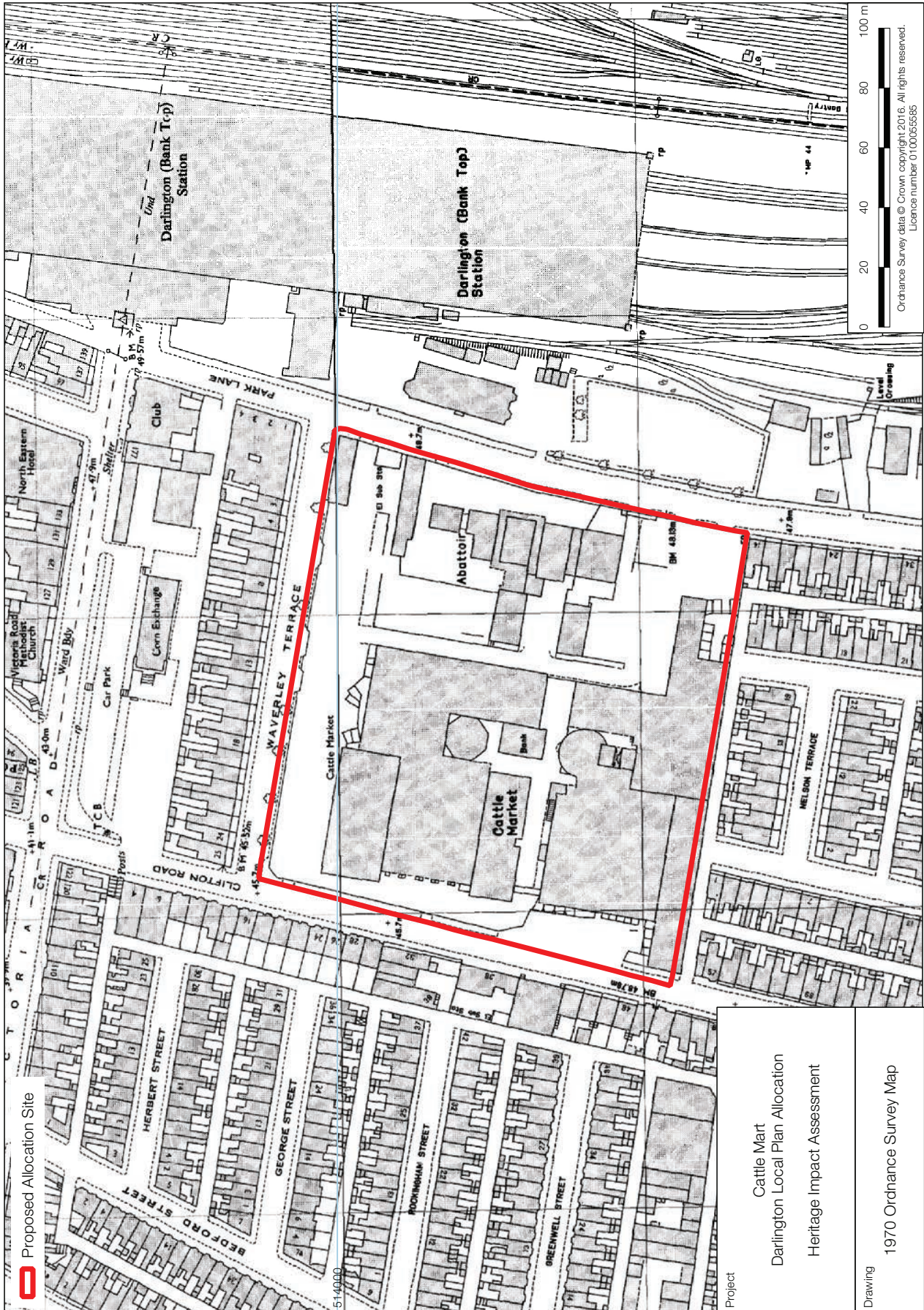
There is a total of 67 records within the HER relating to previous archaeological projects or events within the













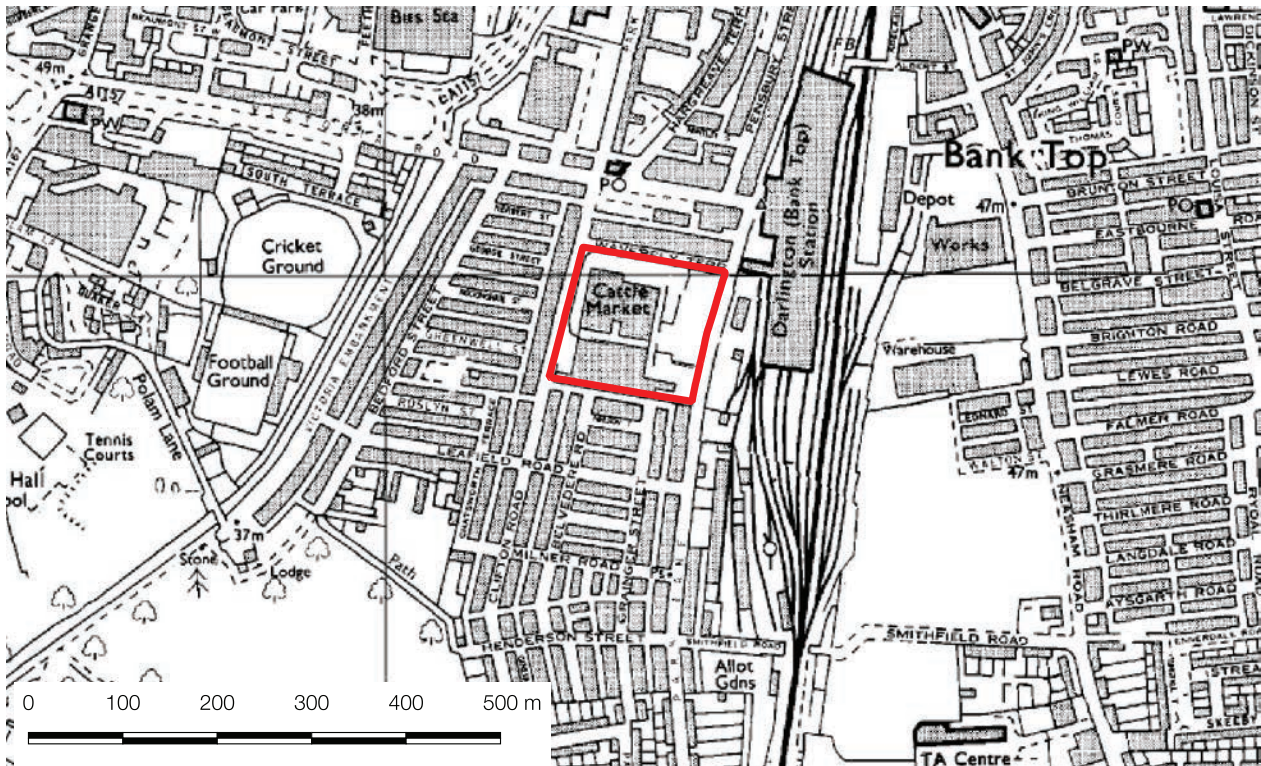


Figure 2.21 1991 Ordnance Survey mapping showing proposed allocation site

1 km study area, none of which fall within the proposed allocation site. Given the self-contained nature of the Cattle Mart and lack of association to previous events carried out within the study area, none of these records are considered pertinent to the site or this assessment.

It is worth noting that, although not recorded in the HER, a statement of significance for Bank Top Station was undertaken in 2017 by the North of England Civic Trust. The document outlines seven distinct character areas around the station, and the proposed allocation site is located within the Railway Corridor character area (North of England Civic Trust 2017, 6). The Railway Corridor character area encompasses the line of the railway, Bank Top Station and associated infrastructure including several operational buildings. It is a focal point within the vicinity of the station and connects the other character areas (North of England Civic Trust 2017, 20). The LNER Engineer's Department building (CM004) to the south of the station, built in 1932, is still operational and likely to retain historical illustrative value in the form of surviving features, such as 'sidings, turntable, or cattle pens' (*ibid.*).

## 2.7 KEY ASSOCIATIONS AND ASSESSMENT OF POTENTIAL IMPACTS

Following a review of historic environment data, historic mapping and the site walkover, it is considered that development within the proposed allocation site would result in no level of harm or impact upon several of the assets discussed above. The rest of this assessment will therefore focus on key heritage assets where there is potential for impact.



Asset	Significance (Value/Interest)	Potential Physical Impacts	Potential Setting Impacts
Historic Cattle Mart Buildings (CM001 and CM002)	<p>Setting: The historic cattle market buildings within the proposed allocation site derive an important contribution to their significance from the enclosed, self-contained nature of the site, which is in part achieved by the surrounding brick-built boundary walls.</p> <p>Evidential: It is considered that the cattle market buildings contain limited evidential value; however, there is potential for remains pertaining to the former abattoir to survive archaeologically in the eastern area of the site.</p> <p>Historical: The historical illustrative value lies within the distinct form of the buildings, particularly the older octagonal auction mart, and its spatial association to the other market buildings, which contribute to its legibility as an auction market.</p> <p>Aesthetic: Some of the buildings, such as the late 19<sup>th</sup>-century octagonal auction mart, although somewhat altered, hold some aesthetic value as a contributor to its significance.</p> <p>Communal: The site contains inherent social value given its longevity as a cattle market, which still operates today, and its association with Darlington's industrial heritage.</p> <p>It is considered that the modern breezeblock sheds within the site hold no heritage value and detract from the overall significance of the more historic buildings.</p>	<p>There is a strong potential for the historic cattle market buildings, particularly those dating to the late 19<sup>th</sup> century, to be physically impacted as a result of redevelopment, ranging from partial to complete demolition or significant alterations to historic fabric. This would inevitably result in a moderate to high negative impact upon its significance.</p> <p>Given the possibility for remains pertaining to the abattoir to survive at the eastern extent of the site, there is some potential for them to be physically impacted by any groundworks in the current car park, although these may have been truncated.</p>	<p>Infilling this area with prominent or dense development which significantly disrupts their spatial association to one another has the potential to result in a negative impact.</p>
Grade II* Listed Bank Top Station (NHLE 1310079)	<p>Setting: The station derives an important contribution to its significance from its prominent position within this part of Darlington, particularly views looking east along the key approach of Victoria Road towards its principal façade. Generally open views with smaller scale development along Park Lane also contribute to its prominent setting.</p> <p>Evidential: Given the highly documented history of the station, it is considered to hold limited evidential value.</p> <p>Historical: The station contains inherent historical associative value to several elements of Darlington's history, including the advent of the railway, the Quaker influence and its rich industrial heritage. Although the station has been substantially altered and extended since its construction, the historic fabric of the original station was incorporated into later iterations and still survives today. As such, the physical fabric of the station is also considered to hold historical illustrative value relating to the development of the building over time.</p> <p>Aesthetic: Its design and construction using traditional red brick holds a considerable amount of aesthetic value, particularly the prominent central clock tower.</p> <p>Communal: The site contains inherent communal value given its longevity as a station, which still operates today, and its association with Darlington's railway heritage.</p>	<p>The distance of this asset and nature of the proposed development precludes any physical impacts upon its significance.</p>	<p>Views from the station looking south along Park Lane towards the proposed allocation site are currently open in nature, due to the existing car park. Infilling the eastern boundary of the site, which forms part of these views, would potentially detract from the station's setting. This impact would be magnified should the scale of development be such that it competes with the prominence of the station building, which would also infringe upon views looking north along Park Lane towards Bank Top.</p>



Asset	Significance (Value/Interest)	Potential Physical Impacts	Potential Setting Impacts
Stockton and Darlington Railway	<p>Setting: The original landscape setting of this portion of the railway line has been substantially altered, with the infill of modern development forming part of wider views. Views to and from the proposed allocation site are primarily screened and so do not form a component part of the railway's setting.</p> <p>Evidential: Considering that the original railway track has been substantially altered after its incorporation into the GNER, it is considered that the surviving elements of the Croft Branch Line hold limited evidential value.</p> <p>Historical: The section of the Croft Branch Line which still runs through Bank Top today holds inherent historical value given its association to the first steam-operated railway in the world.</p> <p>Aesthetic: It is not considered that this section of the railway line holds any aesthetic value.</p> <p>Communal: It is considered that the Croft Branch Line of the former railway holds some communal value, although this element of its significance is intangible, and its experience is limited since it continues to operate as a live line.</p>	<p>The distance of this asset and nature of the proposed development precludes any physical impacts upon its significance.</p>	<p>It is not considered that the proposed allocation site contributes to the setting of this live branch of the former Stockton and Darlington Railway, nor does it form part of any meaningful views. As such, it is considered that any development within the site would result in a neutral impact upon its setting.</p>
District Superintendent's Building (CM005)	<p>Setting: Its proximity to the station and spatial association to the other railway offices form a strong component of the building's setting.</p> <p>Evidential: As above, the building is considered to hold limited evidential value.</p> <p>Historical: The construction of the building was a direct result of the expansion of the railway within Darlington, particularly around Bank Top where other buildings were developed to support the operation of the station. This is considered to hold historical illustrative value relating to this expansion and the requirement for further infrastructure to support it. Its links to the main station at Bank Top also gives this building inherent historical associative value.</p> <p>Aesthetic: Constructed in a similar design and style to match the station and other buildings associated with the railway, it is considered that the building holds some aesthetic value, particularly its principal west-facing façade.</p> <p>Communal: Its association with the railway line and Darlington's industrial heritage provide some limited communal value although, as above, it is a less tangible experience.</p>	<p>The distance of this asset and nature of the proposed development precludes any physical impacts upon its significance.</p>	<p>As there are open views between the principal façade of the District Superintendent's Building and the Cattle Mart proposed allocation site, there is a strong potential for development to impact its setting; however, this is dependent on scale and design.</p> <p>Furthermore, depending on the density of development, particularly within the eastern half of the site, there is potential for disruption to the spatial association of the building to the station by removing the ability to appreciate them within the same view.</p>

Table 2.4 Contributory factors to the overall significance of the most relevant surrounding heritage assets and summary of potential impacts

## 2.8 IDENTIFIED CONSTRAINTS AND OPPORTUNITIES

Understanding the opportunities for change, as well as the constraints presented by any site or group of historic structures, is central to the successful integration of that change with the particular values and interests of the surrounding historic environment. Constraints are most often represented by significant views and elements of architectural form which, if disrupted, would cease to provide key facets of the special interest of the historic asset or enable that special interest to be appreciated. Equally, constraints can take the form of sites of archaeological potential which could have a considerable impact on the location and viability of certain kinds of development. Opportunities to introduce change can often be found in areas which currently detract from the significance of a heritage asset or within parts of a site that have no place within the key views or spaces that help to appreciate its function or associations. In addition, opportunities can also often be found to augment underappreciated elements of a heritage asset through sympathetic development or works accompanying that development. With regards to the proposed allocation site in question, an assessment of constraints and opportunities is presented in this section.

### 2.8.1 CONSTRAINTS

The table below summarises the key identified historic environment constraints in relation to any potential future development of the proposed allocation site:

Constraints
The development should seek to retain some of the historic fabric within the site, in particular the older market buildings, and incorporate them as part of the re-development. This would adhere to the recommendation for the 're-use of historic buildings' within the <i>Town Centre Fringe Conservation Management Plan</i> (Darlington Borough Council 2013, 15).
Any new buildings introduced as part of the development should be of an appropriate scale so as not to compete with the more prominent height of Bank Top Station, particularly the clock tower. To limit setting impacts, the development should take design cues from the surrounding area and make use of sympathetic materials—in particular, brick—and, where possible, retain the overall arrangement of built form within the site. The defined brick-built boundary and railings around the site should also be preserved.
It is considered the development would be most appropriate set back from Park Lane leaving an open space at the front, as existing, which would preserve open views along Park Lane and limit any potential setting impacts upon the Grade II* listed Bank Top Station (NHLE 1310079).

Table 2.5 Summary of historic environment constraints

### 2.8.2 MAXIMISING ENHANCEMENT AND AVOIDING HARM / OPPORTUNITIES

The table below summarises the key identified historic environment opportunities in relation to any potential future development of the proposed allocation site:

Opportunities
Given the site's strong industrial heritage, there is an opportunity to preserve and enhance the surviving historic fabric and preserve the historical use of the site in the designs for redevelopment. This could be accomplished by re-using some of the historic buildings and retaining or taking cues from their arrangement, both of which would preserve its legibility as a former auction mart, resulting in a positive impact upon the experience of the site and therefore, its significance.
As previously noted, the modern breezeblock sheds within the site hold no intrinsic heritage value. They are, however, demonstrative of the character and former use of the site as a functional cattle market. Although removing them could be considered to better reveal the significance of those historic buildings identified as worthy of retention, there is also an opportunity to acknowledge and recreate the current layout of the site with better quality built form, thereby preserving this aspect of its significance and resulting in a strong positive impact.

### Opportunities

The site's proximity and association to Bank Top Station also presents an opportunity to improve interpretation of the Stockton and Darlington Railway Heritage Action Zone (HAZ). Doing so would help support the long-term recognition and conservation of the railway as a world-class heritage attraction and therefore fulfil the criteria outlined within the HAZ delivery plan.

Table 2.6 Summary of opportunities to maximise enhancement and avoid harm

## 2.9 CONCLUSION

It is considered that the proposed allocation is sound and meets the tests outlined in NPPF, subject to identified constraints and provided that any forthcoming development proposals consider the following criteria to avoid and/or mitigate harm to heritage assets and maximise opportunities for enhancement:

- It is considered that the western half of the proposed allocation site is the most suitable area for development. Being set back from the main road, retaining an open space to the eastern half along Park Lane would preserve open views and limit setting impacts to the surrounding heritage assets. Infilling the eastern half of the site would be considered inappropriate as it would impinge upon these views.
- Several of the historic buildings within the proposed allocation site have been identified as non-designated heritage assets. In line with the *Town Centre Fringe Conservation Management Plan* (Darlington Borough Council 2013), any proposed development is strongly encouraged to retain and re-use elements of this historic fabric as part of the site's redevelopment.
- Given the potential for remains pertaining to the former abattoir to survive underneath the existing carpark, any groundworks in this part of the site are likely to require archaeological evaluation and mitigation.
- Any development is encouraged to respect the historic grain of development within the immediate vicinity and be of an appropriate scale and design so as not to compete with the more prominent buildings in the area, particularly Bank Top Station. The design should also seek to incorporate the use of sympathetic materials and, where possible, retain or recreate the arrangement of built form within the site.

### 3. COMMERCIAL/KENDREW STREET (SITE REF: 271)

#### 3.1 INTRODUCTION

This Heritage Impact Assessment (HIA) has been commissioned by Darlington Borough Council to assess the suitability of the proposed allocation site of Commercial/Kendrew Street from a historic environment perspective. This assessment may also be used to inform the extent, scale and design of future proposed developments within the site.

The purpose of this HIA is to provide baseline information on the cultural heritage resource within Commercial/Kendrew Street, what contribution the site in its current form makes to the significance of that resource, and to assess any potential impacts of development on that resource.

Throughout this assessment, assets will be referred to either by their National Heritage List for England (NHLE) Entry number, if applicable, or their Primary Reference Number, the unique HER number assigned to each record by Durham County Council, as follows:

- Designated heritage assets – NHLE number
- Non-designated heritage assets – PRN number, prefixed by 'H'
- Previous archaeological events – PRN number, prefixed by 'E'

A full gazetteer of designated and non-designated heritage assets as well as previous archaeological events can be found in the appendices.

#### 3.2 SITE LOCATION AND DESCRIPTION

The proposed allocation site comprising 2.4 ha. is a brownfield site currently in use as a car park within the town centre of Darlington centred at NGR NZ 28870 14822. The site is situated between Commercial Street to the south and east and Gladstone Street to the north, bisected by St Augustine's Way. It is also located between the Northgate and Town Centre Conservation areas.

#### 3.3 AIMS OF THE STUDY

The aims of the study are:

- To provide an overview and description of the heritage interest within and around the proposed allocation site.
- To assess the suitability and soundness of the site for development.
- To provide recommendations on heritage-based constraints and opportunities within the site.

#### 3.4 PLANNING FRAMEWORK

Paragraph 35 of the *National Planning Policy Framework* (NPPF) (MHCLG 2019) outlines a series of tests to determine whether local plans are sound. Plans are considered to meet these tests of soundness if they are:

- 'Positively prepared – providing a strategy which, as a minimum, seeks to meet the area's objectively assessed needs, and is informed by agreements with other authorities, so that unmet need from neighbouring areas is accommodated where it is practical to do so and is consistent with achieving sustainable development;
- Justified – an appropriate strategy, taking into account the reasonable alternatives, and based on proportionate evidence;
- Effective – deliverable over the plan period, and based on effective joint working on cross-boundary strategic matters that have been dealt with rather than deferred, as evidenced by the statement of common ground; and



- Consistent with national policy – enabling the delivery of sustainable development in accordance with the policies in this Framework.’ (MHCLG 2019, 12)

In terms of assessing allocation sites for soundness from a perspective of heritage, the two most important aspects of these tests are whether such sites have been considered on the merits of proportionate evidence and whether the delivery of development on such sites would be consistent with national policy. The assessment presented within this site assessment represents the evidence base required to address the first of these. The conclusions presented at the end of this document will draw together that evidence base to provide a statement on whether development within the proposed allocation site is considered consistent with national policy and legislation.

## 3.5 SUMMARY OF METHODOLOGY

### 3.5.1 DEFINING SIGNIFICANCE

Significance is the principal measure of what makes a historic place (normally given as ‘heritage asset’) special and worthy of conservation. It can be defined using a number of criteria derived from varied sources, all of which can contribute useful factors to the process. Where assessment of significance is necessary, particularly in determining potential effects of development, the following criteria have been adopted in part or in whole, depending on what can best articulate the nature of the heritage asset being described:

Source	Significance Criteria
Conservation Principles, Policies and Guidance (English Heritage 2008)	This document highlights four ‘values’ contributing to significance: <ul style="list-style-type: none"> <li>• Evidential</li> <li>• Historical</li> <li>• Aesthetic</li> <li>• Communal</li> </ul>
NPPF (MHCLG 2019)	Based upon the changes instigated through the now-cancelled PPS5 and its associated guidance, the assessment of significance is based upon four ‘interests’ and their relative ‘importance’: <ul style="list-style-type: none"> <li>• Archaeological</li> <li>• Architectural</li> <li>• Artistic</li> <li>• Historic</li> </ul>
Ancient Monuments and Archaeological Areas Act 1979	This act gives guidance on the criteria considered during the decision to provide designated protection to a monument through scheduling. The criteria are: <ul style="list-style-type: none"> <li>• Period or category</li> <li>• Rarity</li> <li>• Documentation (either contemporary written records or records of previous investigations)</li> <li>• Group value</li> <li>• Survival/condition</li> <li>• Fragility/vulnerability</li> <li>• Diversity (importance of individual attributes of a site)</li> <li>• Potential</li> </ul>

Table 3.1 Criteria for assessment of significance

### 3.5.2 ASSESSING SIGNIFICANCE

The assessment of significance comprises three stages, as set out in Note 2 of the *Historic Environment Good Practice Advice in Planning* (Historic England 2015):

- Understanding the nature of the significance through identification of what values or interests (as above) contribute

- Understanding the extent of the significance
- Understanding the level of significance, perhaps the most important step in terms of planning-led assessment as it can dictate what level of test is applied when determining the potential effects of a proposed development.

It should be noted that the varied nature of heritage assets means that, in the majority of cases, they are unsuitable for assessment via a nominally 'objective' scoring of significance, and there will always be an element of interpretation and professional judgement within a considered assessment.

### 3.5.3 DEFINING THE CONTRIBUTION OF SETTING

Setting is a contributory factor to the overall significance of a heritage asset, and assessment begins with identifying the significance of a heritage asset as described above. As outlined in *Historic Environment Good Practice Advice in Planning: Note 3 The Setting of Heritage Assets* (Historic England 2017), setting is defined as (quoting NPPF) 'the surroundings in which an asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance, or may be neutral' (*ibid.* 2). A recommended staged approach to the assessment of potential effects on the setting of heritage assets is also set out in the guidance (*ibid.* 7):

- Identify which heritage assets and their settings may be affected
- Assess whether, how and to what degree these settings make a contribution to the significance of the heritage asset(s)
- Assess the effects of the proposed development, whether positive, neutral or negative
- Explore ways to maximise enhancements and avoid or minimise harm
- Document the process and decision and monitor outcomes.

### 3.5.4 ASSESSING THE CONTRIBUTION OF SETTING

In terms of the practical method for this assessment, initial consideration of those sites for which there was a potential effect on setting was undertaken as a desk-based exercise within the project GIS following a series of logical steps. Discrimination started by considering:

- All heritage assets within the proposed allocation site
- Scheduled monuments, listed buildings, registered parks and gardens, registered battlefields and protected wreck sites in the landscape surrounding the proposed allocation site.

Following preliminary desk-based discrimination, further consideration was given to those heritage assets where non-visual and/or intangible elements of setting may be affected by the proposed development. This stage also included a consideration of potential setting effects deriving from the other aspects of the proposed development: principally the alteration of historic fabric or inclusion of modern elements into historic buildings.

This desk-based discrimination ultimately resulted in identification of a list of heritage assets for which more-detailed assessment was required. These assets were subject to a site visit (or as close as was practicable where sites were inaccessible) to check the initial findings of desk-based assessment and make a photographic record of key views or other aspects of their setting and significance. In line with the current guidance, assessment comprised a description of the contributory factors to each asset's significance, including the contribution of setting, and the potential effects of the proposed development on those factors; this assessment is presented below.

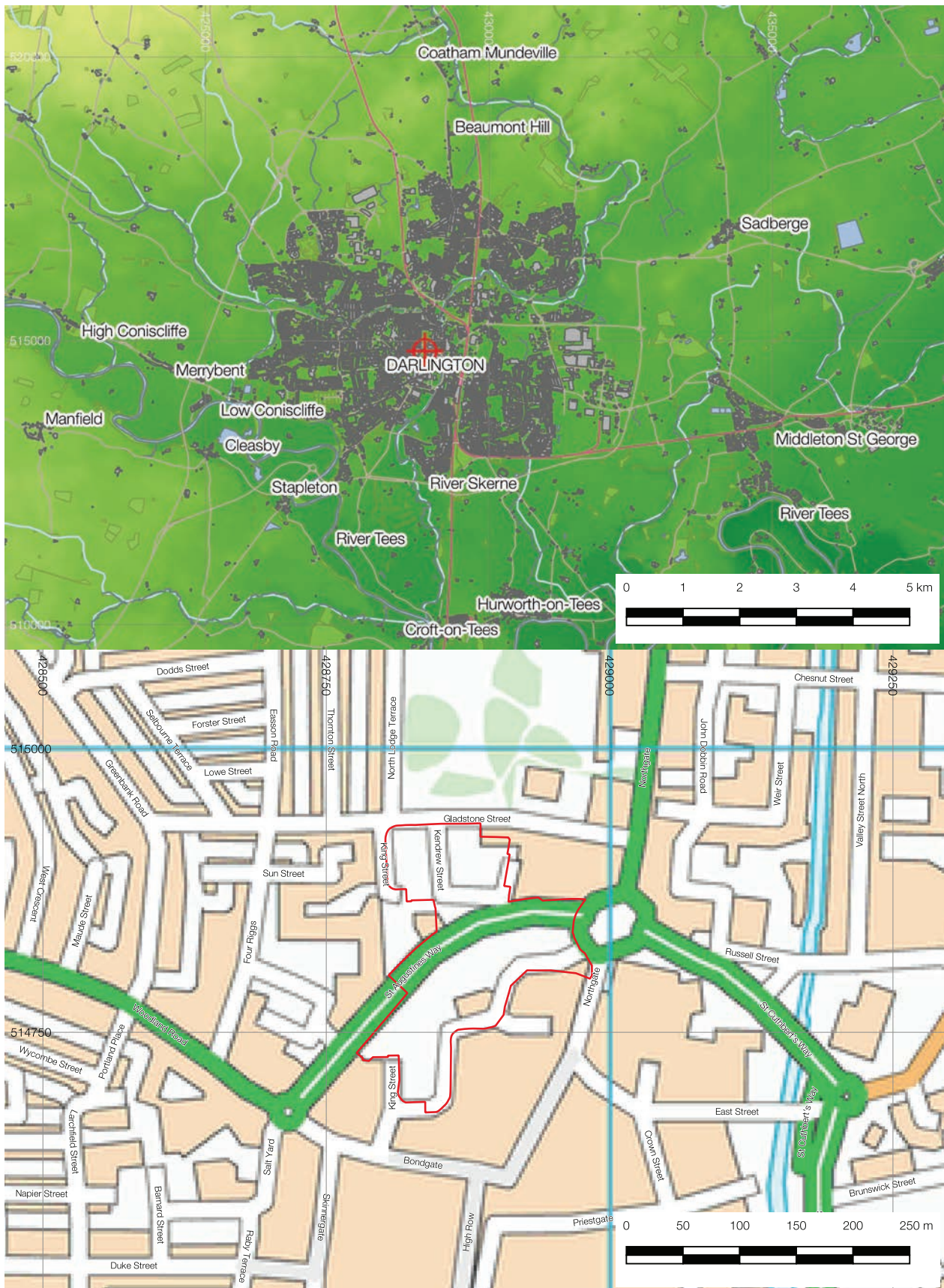


Figure 3.1 Location and extent of the Commercial/Kendrew Street proposed allocation site



## 3.6 ASSESSMENT OF SIGNIFICANCE

Outlined below are the results of desk-based research and a site walkover undertaken on 4<sup>th</sup> April in clear and bright conditions. This process has formed the basis for our assessment of significance and value for all previously known and newly identified heritage assets within the proposed allocation site and the wider 1 km study area.

### 3.6.1 GEOLOGY AND GEOMORPHOLOGY

As the site is previously developed (brownfield), it is not considered that the underlying geology and geomorphology are relevant to this assessment.

### 3.6.2 HERITAGE ASSETS WITHIN THE ALLOCATION AREA

#### 3.6.2.1 DESIGNATED

There are no designated heritage assets recorded within the proposed allocation site.

#### 3.6.2.2 NON-DESIGNATED

There are two records within the HER relating to historical/archaeological sites or findspots within the proposed allocation site. The first of these is the site of the 19<sup>th</sup>-century Queen Street Methodist Chapel (H6960), one of the first Primitive Methodist chapels in the county opened in 1822 known as the 'Ranters' Chapel' (Ryder 2004, 21). The building was in use as a church until at least 1914; however, it was demolished in 1970 (*ibid.*). The other record relates to the site of the remains of 19<sup>th</sup>-century market gardens (H61239) uncovered during an evaluation of land next to Commercial Street (E5866), discussed in more detail below. These gardens were cultivated by John Kendrew and his wife prior to the development of business and residential buildings between Bondgate and Northgate in 1826 (Darlington Borough Council 2010, 28).

### 3.6.3 HERITAGE ASSETS IN WIDER STUDY AREA

#### 3.6.3.1 DESIGNATED

Beyond the proposed allocation site but within the wider 1 km study area there are:

- Two conservation areas
- One Grade II listed Registered Park and Garden
- One scheduled monument
- One Grade I listed building
- 11 Grade II\* listed buildings
- 156 Grade II listed buildings

Those assets most pertinent to the proposed allocation site are discussed below.

#### *Northgate Conservation Area*

The Northgate Conservation Area is situated to the north of Darlington town centre, bounding the northern extent of the proposed allocation site, which extends c. 15 m into the North Lodge Park Character Area of the conservation area (Darlington Borough Council 2007, 16). Northgate serves as one of the principal approaches into Darlington; however, economic decline has resulted in a run-down appearance at odds with the town's important past (*ibid.* 5). The North Lodge Park Character Area encompasses a large public space featuring mature trees and shrubs centred around the Grade II listed bandstand (NHLE 1121287) and bounded by rows of Victorian terraced housing to the north and west. The quality of the conservation area's southern boundary along Gladstone Street has been negatively impacted by modern development and the introduction of open car parks (Darlington Borough Council 2007, 14). As such, views from within the conservation area looking south towards the proposed allocation site are a contributory negative aspect of the park's landscape setting. Due to the line of mature trees, however, only partial views through the park, and therefore the conservation area, are possible.





Figure 3.2 View from listed bandstand looking south towards proposed allocation site



Figure 3.3 View from listed Central School, looking south-west along Gladstone Street

### *Town Centre Conservation Area*

The Town Centre Conservation Area bounds the western, southern and eastern extents of the proposed allocation site. As a settlement, Darlington dates to the early medieval period as one of the first crossings along the River Skerne (Darlington Borough Council 2010, 6). This is evident in the town centre, where the surviving historic grain of development, including yards and wynds, preserve its medieval origins, although it underwent considerable change following the Industrial Revolution. The industrial boom which characterises much of Darlington's rich history began with the advent of the Stockton and Darlington Railway in 1821, pioneered by Quakers Edward Pease and Jonathan Backhouse (Cookson 2003, 1). The Quakers, a strong influence within Darlington, shaped much of the town's architectural variety, with the construction of various meeting houses using mixed building materials and styles. Many of the buildings within or adjacent to the proposed allocation site reflect this character of mixed development, although modern development and the existing car parks are a negative contributory factor to the significance of the conservation area.

### *Grade II listed South Park, Registered Park and Garden (NHLE 1001278)*

South Park, a 26-hectare mid-19<sup>th</sup>-century park laid out in 1851 for public use, is situated on the southern edge of Darlington, c. 1 km south of the proposed allocation site (Historic England 2019). Today, the park is accessed via a set of gates at the northern lodge, leading to a main avenue surrounded by several amenities and landscape features including bowling greens, tennis courts, a pavilion with a clock tower, a lake with three islands, lines of poplar trees, playing fields and grassed areas. Within the park, there is also a late 19<sup>th</sup>-century Grade II listed cast-iron octagonal bandstand (NHLE 1121246) and a mid-19<sup>th</sup>-century Grade II listed terracotta fountain (NHLE 1322956).

It is considered that the distance and intervening development within Darlington town centre preclude views between South Park and the proposed allocation site, as well as any discernible spatial association between the two. The park does, however, contain some limited historical (associative) value relevant to the proposed allocation site resulting from their mutual association to the Backhouse family: the area to the south-west of the site once formed part of the grounds of the Grade II listed Polam Hall (NHLE 1121294), formerly the residence of Jonathan Backhouse, now in use as a school (Historic England 2019).

### *Listed Buildings*

Of the listed buildings assessed, the following are considered to be most pertinent in relation to the proposed allocation site due to their close proximity:

- Grade II listed Bandstand to West of Bowling Green (NHLE 1121287)
- Grade II listed Central School, East Block (NHLE 1160912)

The Grade II listed bandstand (NHLE 1121287) is a late 19<sup>th</sup>-century octagonal bandstand sat atop a red brick base situated within North Lodge Park. It features a ribbed leaded roof of moderately low pitch as well as various ornamental features including eight cast-iron columns, floral detailing, and an ornamental frieze beneath the eaves (Historic England 2019). Although it is only situated c. 100 m to the north of the proposed allocation site, views to and from the bandstand are limited due to screening by mature trees which line the southern boundary of the park.

The Grade II listed east block of Central School (NHLE 1160912) is situated c. 70 m north-east of the proposed allocation on the north side of Gladstone Street. The building, which was erected in 1896 by G.G. Hoskins, is a two-storey structure constructed in pinkish brick with terracotta dressings and a high-pitched slate roof (Historic England 2019). Due to intervening development along the south side of Gladstone Street, views to and from the proposed allocation site are entirely blocked

### 3.6.3.2 NON-DESIGNATED

Beyond the footprint of the proposed allocation site but within the wider 1 km study area there is a total of 275 records within the HER relating to historical/archaeological sites or findspots, some of which are duplicates of designated heritage assets already noted above. The most pertinent of these in terms of proximity to the proposed allocation site include:



PRN	Name	Description
H6967	Union Street 'Bethel'	Early 19 <sup>th</sup> -century chapel (1812-1862), replaced by Union Street (H6968)
H6968	Union Street Congregational Church	Mid-19 <sup>th</sup> -century Gothic church (1862-present) constructed of coursed rubble with ashlar dressings and a Welsh slate roof
H6353	Archer Street Baptist Church	Mid-19 <sup>th</sup> -century Baptist church, extended in the 20 <sup>th</sup> century; now in use as a Freemason's Hall
H6966	Union Row Mission	Orange brick-built block opened in 1894, now a nightclub
H812	Joseph Pease Memorial	Bronze statue of Joseph Pease erected in 1875 as a tribute to early railway pioneers
H6418	Bondgate, First Methodist Church	Site of the first purpose-built Methodist meeting house erected in 1779, now incorporated into Poundstretcher store

Table 3.2 Non-designated heritage assets considered within 1 km of the proposed allocation site

### 3.6.4 CARTOGRAPHIC SOURCES

Consultation of historic mapping showed that whilst there are a number of early pictorial maps of the area, none of these are at a sufficient scale to provide any detail of the proposed development site. Information gleaned from this mapping does not show the site in any great detail until John Wood's 1826 map of Darlington. This map shows that buildings were present within the proposed allocation site, which became known as the commercial district, at this time. The streets, in stark contrast to the earlier, medieval layout of the town, are laid out in right angles off King Street and Queen Street, typical of 19<sup>th</sup>-century street patterns. Prior to this series of mixed-use development, the site was in use as a market garden owned and cultivated by John Kendrew, one of Darlington's early Quaker entrepreneurs (Cookson 2003, 65). To the north-west of the site, further gardens and a plantation were cultivated by William Backhouse II and his mother, Mary. The Backhouses were another prominent Quaker banking family in County Durham and were involved in financing several ventures, including the Stockton and Darlington Railway (Quakers in the World 2019). In addition to working in the family bank, William, taking after his father, showed a keen interest in horticulture and revolutionised daffodil breeding in the UK, creating a legacy which spanned three generations (Backhouse Rossie Estate 2019). His contribution, and that of his descendants, to the cultivation of daffodils resulted in the introduction of over 400 varieties of the plant, many of which are still grown today (*ibid.*).

This pattern of development remains unchanged in later mapping except for a slight increase in the infill of development, particularly to the south-west of the allocation site, as shown in Dixon's 1840 map. By 1856, the entirety of the proposed allocation site has been infilled with a mixture of residential and business development, including rows of terraced housing and industrial yards, with a timber yard and wheelwright's yard clearly labelled. Within the immediate vicinity of the allocation site, a further series of yards and industrial buildings are labelled, including several timber yards, a coach manufactory, a tannery, builders' yards and an iron foundry. Trinity Boy's Day School and Girl's Day School are also labelled and situated within the site boundary. To the immediate north of the site, there are public baths immediately adjacent to what is now North Lodge Park.

Between 1884 and 1899, visible changes include new buildings along Albion Street in an area formerly used as gardens and some of the yards having been built over for new development. To the north of Kendrew Street, immediately adjacent to the public baths, there is a Technical College. The western extent of Gladstone Street is also visible although it does not extend eastward to meet Northgate until 1923. There is little further change noted in the site until 1952 when Queen Street has been renamed Commercial Street and the site of the technical college now also houses the Gladstone Street Boys' School. The 1956 Ordnance Survey map shows how much of the area's early Quaker influence and industrial heritage are still present, with buildings and street names featuring 'Temperance' as well as several industrial buildings including a corn mill, joinery works, bottling works, leather works and warehouses present in and round the proposed allocation site.

By 1968, significant demolition of buildings along King Street, Albion Street, Commercial Street and Union Street had taken place. The areas to the immediate north of Albion Street and to the east of King Street immediately adjacent to the site of the public baths have both been cleared and are labelled as car parks. The 1982 map



Figure 3.4 Union Street Congregational Church



Figure 3.5 Archer Street Baptist Church, now Freemason's Hall



shows further clearance works had taken the place with the site almost entirely devoid of development and in use as car parks with the inner ring road of St Augustine's Way bisecting the site. This remains the case until the present day.

Due to copyright restrictions, some of the earlier maps have been consulted but not reproduced within this assessment. The historic mapping consulted is outlined in the table below:

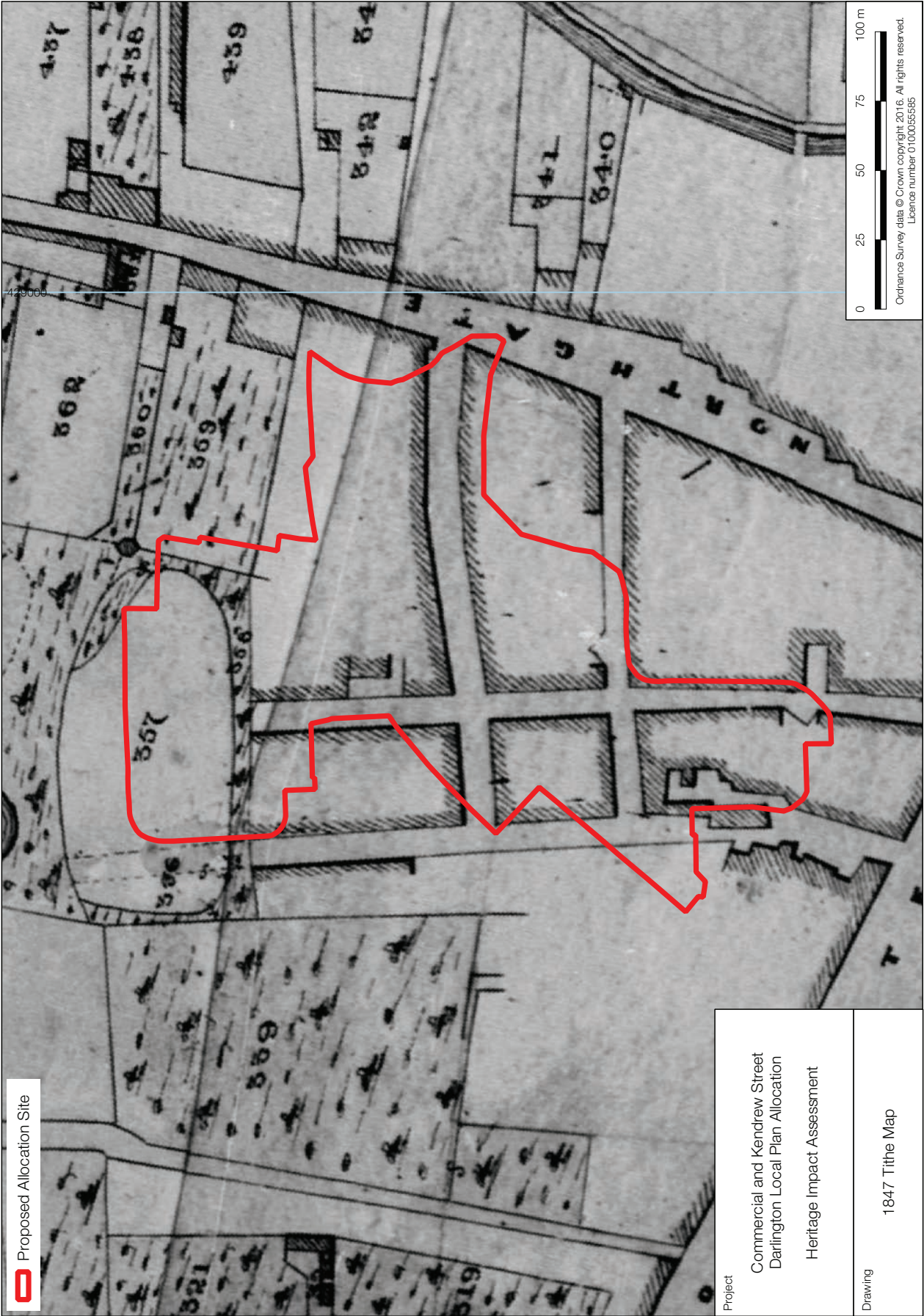
Date	Map/Compiler	Author and Work (where known)
1576	Saxton	Atlas of England and Wales
1794	Cary	Cary's New Map of England And Wales, With Part of Scotland
1826	John Wood	Wood's Plan of the Town of Darlington
1829	Reed	Reed's Map of Darlington
1840	Dixon	Dixon's 1840 Plan of the Town of Darlington
1856	1 <sup>st</sup> Edition Ordnance Survey	
1884	Ordnance Survey	
1899	Ordnance Survey	
1923	Ordnance Survey	
1947	Ordnance Survey	
1952	Ordnance Survey	
1956	Ordnance Survey	
1968	Ordnance Survey	
1982	Ordnance Survey	

Table 3.3 Historic Ordnance Survey mapping consulted

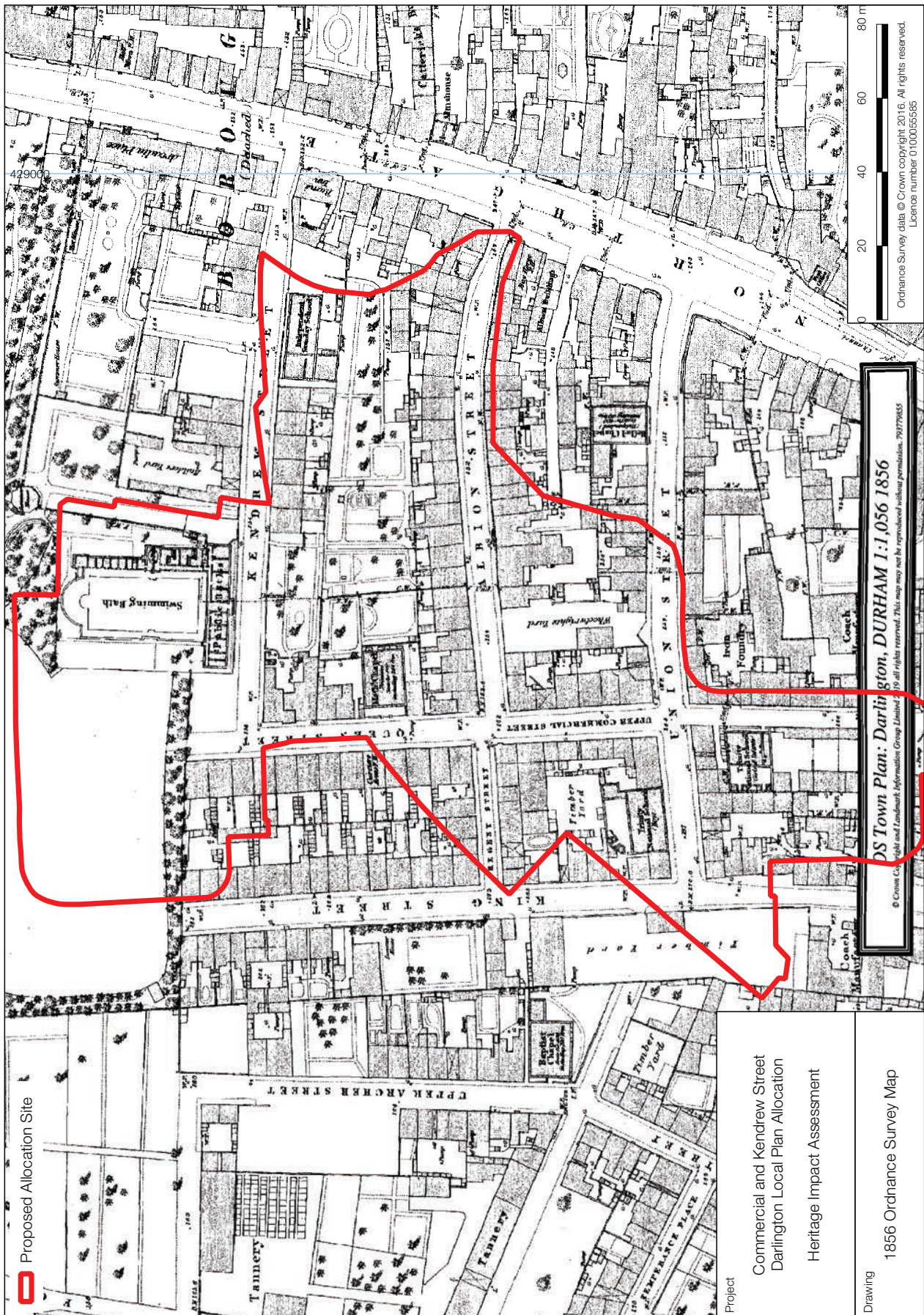
### 3.6.5 PREVIOUS WORK

There is a total of 67 records within the HER relating to previous archaeological projects or events within the 1 km study area, five of which fall within the proposed allocation site. The most pertinent of these in terms of proximity are:

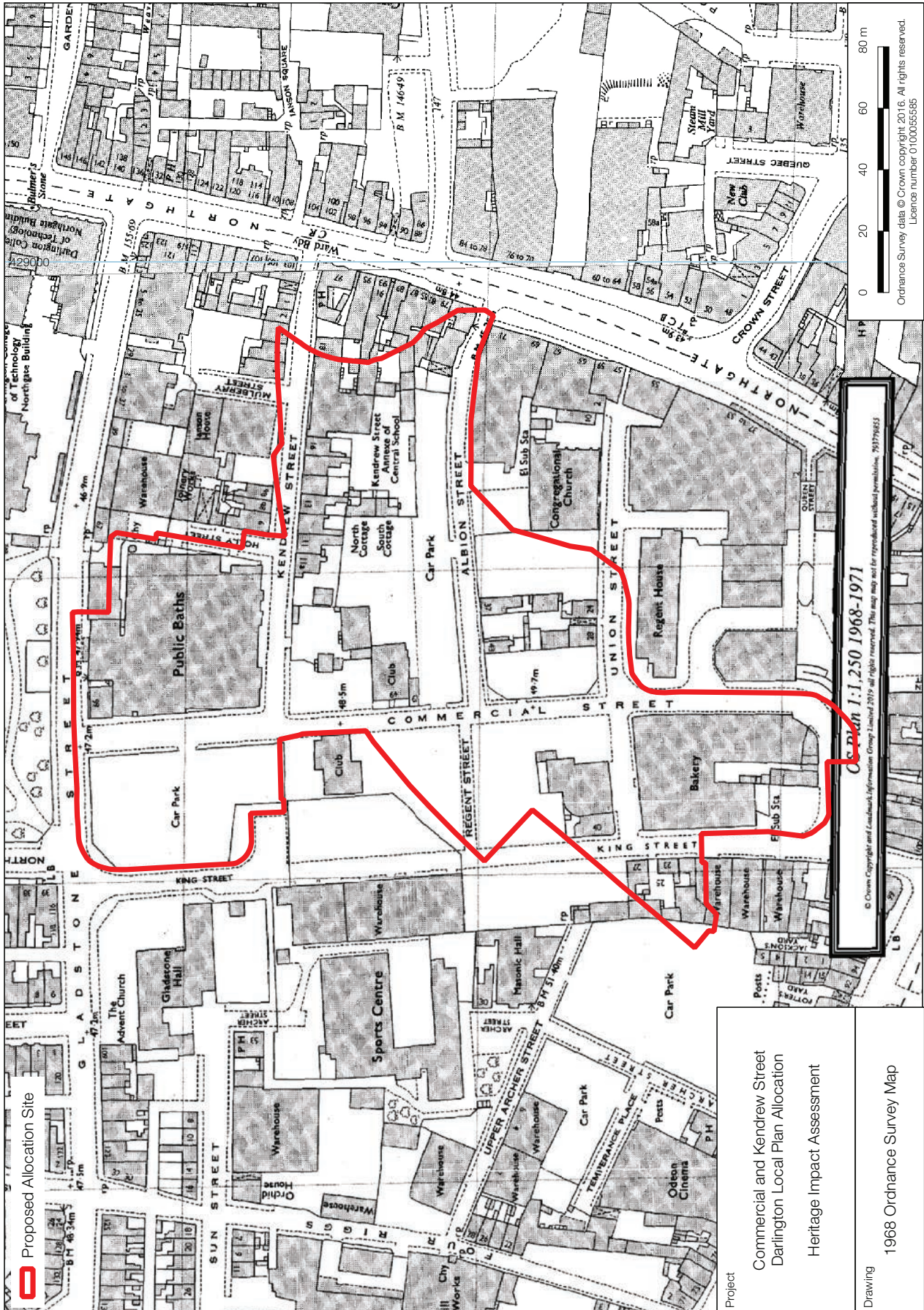
PRN	Name	Description
E5866	Evaluation at Commercial Street, Darlington, 2001	An evaluation following a prior desk-based assessment and geotechnical investigations was carried out comprising six trial trenches which yielded evidence for 19 <sup>th</sup> -century features, including building remains, garden features and boundary walls. No earlier finds or features were found in any of the trenches.
E6674	Desk-Based Assessment at Commercial Street, Darlington 2003	<p>In March 2003, Archaeological Services University of Durham carried out a desk-based assessment of land at Commercial Street, Darlington ahead of a proposed development.</p> <p>Previous trial trenching on part of the site had found evidence that much of the footings of 19<sup>th</sup>-century development within the site survive. No earlier features were identified, and the only indication of medieval activity in the area was represented by two unstratified pottery sherds. It was recommended that a further scheme of archaeological evaluation works be undertaken, comprising three trial trenches situated in those areas not previously subject to evaluation.</p>
E6745	Trial Trenching at Kendrew Street, Darlington 2003	An evaluation comprising two trenches was carried out on land at the Kendrew Street car parks, with no archaeological deposits identified in either.













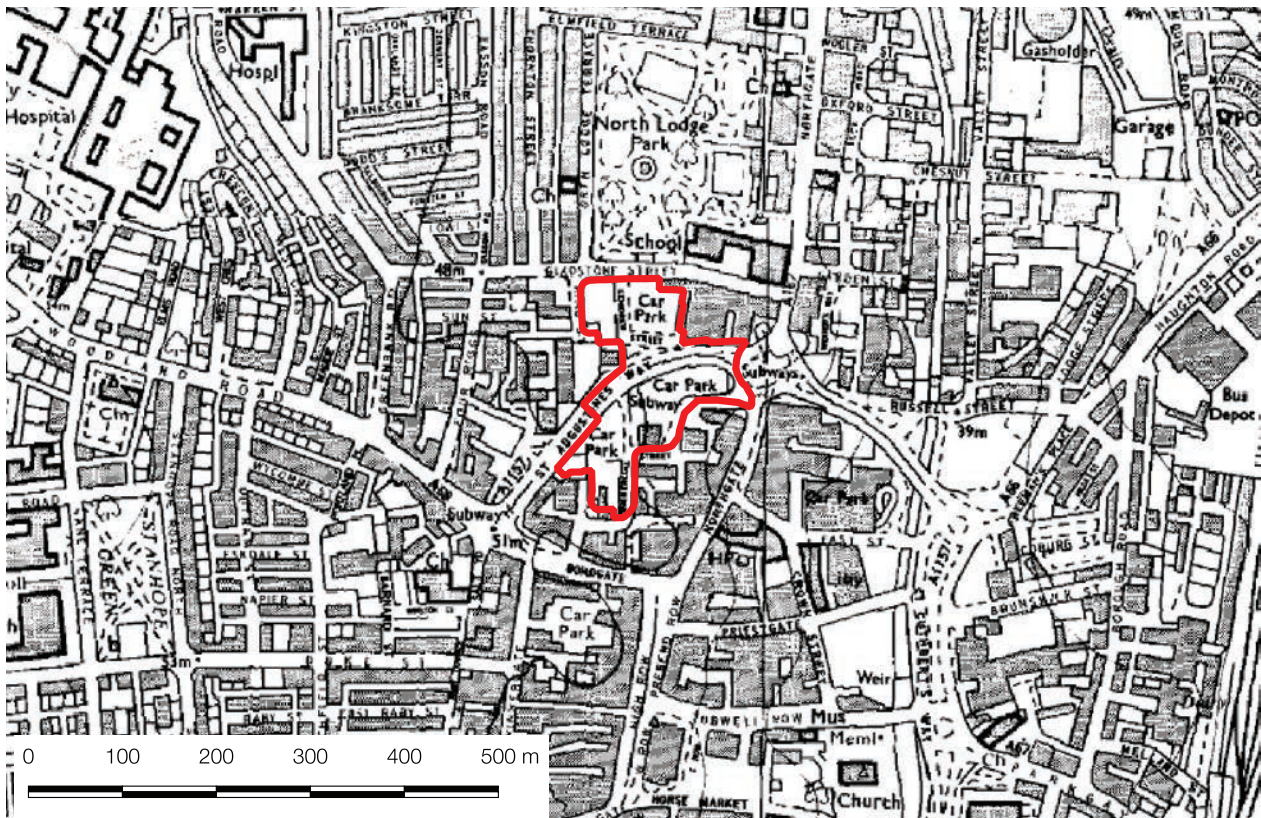


Figure 3.9 1982 Ordnance Survey mapping showing proposed allocation site

PRN	Name	Description
E3755	Desk-Based Assessment of Commercial Street and Union Street 2004	A desk-based assessment of Commercial Street and Union Street was carried out, which identified evidence for Anglo-Saxon and medieval activity within Darlington. It was concluded, however, that it was unlikely that significant remains of this date survive within the development.

Table 3.4 Previous archaeological events within 1 km of the proposed allocation site

### 3.7 KEY ASSOCIATIONS AND ASSESSMENT OF POTENTIAL IMPACTS

Following a review of historic environment data, historic mapping and the site walkover, it is considered that development within the proposed allocation site would result in no level of harm or impact upon several of the assets discussed above. The rest of this assessment will therefore focus on key heritage assets where there is potential for impact.

Asset	Significance (Value/Interest)	Potential Physical Impacts	Potential Setting Impacts
Northgate Conservation Area	The conservation area derives much of its character from its regular, post-medieval form of development comprising rows of terraced housing, particularly in the southern extent bordering North Lodge Park. Northgate, for which the area is named, also forms one of the key approaches into Darlington. Views from within the conservation area looking south towards the Kendrew Street car park currently contribute negatively to its setting and therefore, its significance.	The nature of this heritage asset precludes any physical impacts as a result of development within the proposed allocation site.	Given the car park's current negative contribution to the character of the conservation area, appropriate development has the potential to improve its setting within the vicinity of the proposed allocation site. Such a sympathetic development in keeping with the character of the conservation area has the potential to improve its overall significance.
Town Centre Conservation Area	Much of the conservation area's significance is derived from its historic grain of development, particularly the surviving elements of its medieval layout. It is also characterised by the presence of mixed architectural styles and materials, shaped by the town's industrial heritage and strong Quaker influence. The existing Commercial Street car park, which bounds the northern extent of the conservation area, is considered to detract from its setting.	The nature of this heritage asset precludes any physical impacts as a result of development within the proposed allocation site.	Given that the car park currently detracts from the setting of the northern extent of the conservation area, appropriate development within the allocation site has the potential to have a positive impact upon the setting of the conservation area and therefore, its significance.
Grade II listed Bandstand to West of Bowling Green (NHLE 1121287)	The bandstand, with its central position within North Lodge Park and ornamental design, holds inherent historical illustrative value as an example of Victorian entertainment as well as some architectural interest/aesthetic value. Still in use as a functional bandstand, it also contains communal value, fulfilling the same function as an entertainment space for people to enjoy now as they did in previous generations.  Setting: The asset derives a strong component of its significance from its setting within North Lodge Park as a focal point within the wider open space of the park which is still functionally and intrinsically linked to its original intended setting.	The distance of this asset from the proposed allocation area precludes any physical impacts upon its significance as a result of development.	Although infilling the proposed allocation site with development would alter its present open character, views from the bandstand are heavily screened. Furthermore, development would not impinge upon its position as a focal point within the park, which is the strongest contributor of its setting to the asset's significance. As such, it is considered that the potential for any negative impacts upon its setting is negligible.





Asset	Significance (Value/Interest)	Potential Physical Impacts	Potential Setting Impacts
Union Street Congregational Church (H6968)	<p>Although the church building holds some aesthetic value, its disuse is resulting in a deterioration of its condition. It is considered that the building's chief contributors to significance are its architectural interest/aesthetic value, particularly within its principal south-facing façade, as an example of mid-Victorian Gothic Revival architecture within Darlington. The building also has communal value as a former place of worship, though this is somewhat diminished by its current disuse, and historical (illustrative) value as part of Darlington's non-conformist religious past, often tied to working class industrial areas.</p> <p>Setting: Much of the church's setting has been impacted over time due to modern development. Its principal façade faces south on Union Street opposite modern development, facing away from the proposed allocation site. Views of the church from within the site are possible; however, its north-facing and west-facing façades have been substantially altered and are partially screened by tree planting. The most prominent feature visible from within the site is the spire.</p>	<p>The asset is situated outside of the proposed allocation area, which precludes any physical impact upon its significance as a result of development within the site.</p>	<p>Given how divorced the church is from its original setting, it is considered that development within the proposed allocation site has a low to negligible potential for impact upon its setting.</p>
Archer Street Baptist Church (H6353)	<p>The church, as a former religious building and current Masonic Hall, holds inherent communal value as a place of worship and meeting place. It is also considered to hold some architectural interest/aesthetic value in the form of its principal façade. Similar to the above, the church building also contains historical (illustrative) value as part of Darlington's non-conformist religious past, often tied to working class industrial areas.</p> <p>Setting: The church has a principal west-facing façade with open, appreciable views along Upper Archer Street, which makes a positive contribution to its significance.</p>	<p>The asset is situated outside of the proposed allocation area, which precludes any physical impact upon its significance as a result of development within the site.</p>	<p>Views of the principal west-facing façade, which forms the strongest component of the building's setting, has a low potential of impact as it faces the opposite direction to the proposed allocation site. There is considerably stronger potential for impact to its setting in terms of rear views to the east towards the site, however, it is considered that the magnitude of this impact is dependent on the scale and form of development.</p>
19 <sup>th</sup> -century remains	<p>Previous archaeological investigations within the site have identified areas of surviving 19<sup>th</sup>-century remains relating to former post-medieval market gardens which were later developed into a mixed-use residential and business site by the Kendrew family. These remains, which indicate that further remains may survive, hold inherent evidential value linked to the potential for further understanding of 19<sup>th</sup>-century Darlington and its development.</p>	<p>Given the posited extent of 19<sup>th</sup>-century footings to survive, despite the possibility of truncation, there is a strong potential for them to be impacted by groundworks associated with any development, thereby reducing their evidential value and resulting in a negative impact to significance.</p>	<p>Given the below-ground nature of these assets, which is presently not experienceable, it is considered that any proposed development is likely to result in a neutral to negligible impact upon their setting.</p>

Table 3.5 Contributory factors to the overall significance of the most relevant surrounding heritage assets and summary of potential impacts

## 3.8 IDENTIFIED CONSTRAINTS AND OPPORTUNITIES

Understanding the opportunities for change, as well as the constraints presented by any site or group of historic structures, is central to the successful integration of that change with the particular values and interests of the surrounding historic environment. Constraints are most often represented by significant views and elements of architectural form which, if disrupted, would cease to provide key facets of the special interest of the historic asset or enable that special interest to be appreciated. Equally, constraints can take the form of sites of archaeological potential which could have a considerable impact on the location and viability of certain kinds of development. Opportunities to introduce change can often be found in areas which currently detract from the significance of a heritage asset or within parts of a site that have no place within the key views or spaces that help to appreciate its function or associations. In addition, opportunities can also often be found to augment underappreciated elements of a heritage asset through sympathetic development or works accompanying that development. With regards to the proposed allocation site in question, an assessment of constraints and opportunities is presented in this section.

### 3.8.1 CONSTRAINTS

The table below summarises the key identified historic environment constraints in relation to any potential future development of the proposed allocation site:

Constraints
The development should respect the historic grain of development in terms of scale, design, and density to avoid overshadowing surrounding historic buildings.
The development should consider the strong potential for remains pertaining to former development, particularly dating to the 19 <sup>th</sup> century, to survive archaeologically within the site. These include the remains of a 19 <sup>th</sup> century market garden as well as footings for the now demolished buildings, as recorded in previous evaluation works.
As the site is situated between the Northgate and Town Centre conservation areas – each with their own distinct character – any prospective development should consult the extant character appraisals to help inform the design and limit any setting impacts. Any development within the proposed allocation site will effectively create a link between the two separate areas. As outlined in the management strategy for the Northgate conservation area, ‘new development or redevelopment should take design cues from the diverse and rich character of the surrounding buildings and townscape’ (Darlington Borough Council 2007, 16).

Table 3.6 Summary of historic environment constraints

### 3.8.2 MAXIMISING ENHANCEMENT AND AVOIDING HARM / OPPORTUNITIES

The table below summarises the key identified historic environment opportunities in relation to any potential future development of the proposed allocation site:

Opportunities
There is an opportunity to reflect the historic grain of development, as identified on historic mapping, comprising a mix of industrial yards and residential development. A sympathetic mixed-use development that incorporates or even re-instates patterns of historic development in an area of Darlington that has been modernised and lost much of its original form would improve its experience and legibility as a designed Victorian part of the town. This would result in a considerable positive impact upon the understanding of the site within its wider context, and therefore its significance.
Similarly, the existing car parks within the site have been identified as negative contributory factors to the significance of both the Northgate and Town Centre conservation areas. A development which makes use of traditional materials, layout, and design would provide an opportunity to link the two conservation areas through a sympathetic understanding of the historical form of the town centre, which would result in a positive impact to their significance.



#### Opportunities

As previously noted, the site contains strong connections to two of Darlington's most prominent Quaker families – the Kendrews and the Backhouses. There is an opportunity to improve interpretation of various aspects of the town's rich industrial heritage including John Kendrew's former market garden and development of Commercial Street, Jonathan Backhouse's contribution to the Stockton and Darlington Railway, and William Backhouse's contribution to botany.

Table 3.7 Summary of opportunities to maximise enhancement and avoid harm

### 3.9 CONCLUSION

It is considered that the proposed allocation is sound and meets the tests outlined in NPPF, subject to identified constraints and provided that any forthcoming development proposals consider the following criteria to avoid and/or mitigate harm to heritage assets and maximise opportunities for enhancement:

- Any development is encouraged to take cues from the historic grain of development within the site, reflecting the original form and layout of the former 19<sup>th</sup>-century buildings.
- The proposed allocation site is situated between the Northgate and Town Centre conservation areas, each with their own distinct character. The development should carefully consider its approach to the design, scale and density of any new built form with a view to either retain this clear distinction (made easier by the bisection of the site by St Augustine's Way) or creating a softer, graded join between the two areas.
- There is a strong potential for 19<sup>th</sup>-century remains to survive within the proposed allocation site. As such, any proposed development will need to consider an appropriate programme of archaeological evaluation and mitigation to ensure they are properly identified and recorded prior to redevelopment.

## 4. DURHAM TEES VALLEY AIRPORT (DTVA) SOUTH (SITE REF: 362)

### 4.1 INTRODUCTION

This Heritage Impact Assessment (HIA) has been commissioned by Darlington Borough Council to assess the suitability of the proposed allocation site of DTVA South from a historic environment perspective in accordance with extant legislation, policy and guidance.

The purpose of this HIA is to provide baseline information on the cultural heritage resource within and around DTVA South, what contribution the site in its current form makes to the significance of that resource, and to assess any potential impacts of development on that resource. This assessment may also be used to inform the extent, scale and design of future proposed developments within the site.

Throughout this assessment, assets will be referred to either by their National Heritage List for England (NHLE) Entry number, if applicable, or their Primary Reference Number, the unique HER number assigned to each record by Durham County Council, as follows:

- Designated heritage assets – NHLE number
- Non-designated heritage assets – PRN number, prefixed by 'H'
- Previous archaeological events – PRN number, prefixed by 'E'

Features and/or assets identified throughout the course of work have been assigned a unique identifier (i.e. DTVA001) and are listed below in Table 4.3. A full gazetteer of designated and non-designated heritage assets as well as previous archaeological events can be found in the appendices.

### 4.2 SITE LOCATION AND DESCRIPTION

The proposed allocation site, encompassing a total area of 39.30 ha, is a largely brownfield site located to the immediate south of Durham Tees Valley Airport, formerly an RAF base, centred at NGR NZ 36975 12180. The site is bounded by the functional runway of the airport to the north, further airport infrastructure to the east and fields to the south and west.

### 4.3 AIMS OF THE STUDY

The aims of the study are:

- To provide an overview and description of the heritage interest within and around the proposed allocation site.
- To assess the suitability and soundness of the site for development.
- To provide recommendations on heritage-based constraints and opportunities within the site.

### 4.4 PLANNING FRAMEWORK

Paragraph 35 of the *National Planning Policy Framework* (NPPF) (MHCLG 2019) outlines a series of tests to determine whether local plans are sound. Plans are considered to meet these tests of soundness if they are:

- 'Positively prepared – providing a strategy which, as a minimum, seeks to meet the area's objectively assessed needs, and is informed by agreements with other authorities, so that unmet need from neighbouring areas is accommodated where it is practical to do so and is consistent with achieving sustainable development;
- Justified – an appropriate strategy, taking into account the reasonable alternatives, and based on proportionate evidence;
- Effective – deliverable over the plan period, and based on effective joint working on cross-boundary strategic matters that have been dealt with rather than deferred, as evidenced by the statement of common ground; and

- Consistent with national policy – enabling the delivery of sustainable development in accordance with the policies in this Framework.’ (MHCLG 2019, 12)

In terms of assessing allocation sites for soundness from a perspective of heritage, the two most important aspects of these tests are whether such sites have been considered on the merits of proportionate evidence and whether the delivery of development on such sites would be consistent with national policy. The assessment presented within this site assessment represents the evidence base required to address the first of these. The conclusions presented at the end of this document will draw together that evidence base to provide a statement on whether development within the proposed allocation site is considered consistent with national policy and legislation.

## 4.5 SUMMARY OF METHODOLOGY

### 4.5.1 DEFINING SIGNIFICANCE

Significance is the principal measure of what makes a historic place (normally given as ‘heritage asset’) special and worthy of conservation. It can be defined using a number of criteria derived from varied sources, all of which can contribute useful factors to the process. Where assessment of significance is necessary, particularly in determining potential effects of development, the following criteria have been adopted in part or in whole, depending on what can best articulate the nature of the heritage asset being described:

Source	Significance Criteria
Conservation Principles, Policies and Guidance (English Heritage 2008)	This document highlights four ‘values’ contributing to significance: <ul style="list-style-type: none"> <li>• Evidential</li> <li>• Historical</li> <li>• Aesthetic</li> <li>• Communal</li> </ul>
NPPF (MHCLG 2019)	Based upon the changes instigated through the now-cancelled PPS5 and its associated guidance, the assessment of significance is based upon four ‘interests’ and their relative ‘importance’: <ul style="list-style-type: none"> <li>• Archaeological</li> <li>• Architectural</li> <li>• Artistic</li> <li>• Historic</li> </ul>
Ancient Monuments and Archaeological Areas Act 1979	This act gives guidance on the criteria considered during the decision to provide designated protection to a monument through scheduling. The criteria are: <ul style="list-style-type: none"> <li>• Period or category</li> <li>• Rarity</li> <li>• Documentation (either contemporary written records or records of previous investigations)</li> <li>• Group value</li> <li>• Survival/condition</li> <li>• Fragility/vulnerability</li> <li>• Diversity (importance of individual attributes of a site)</li> <li>• Potential</li> </ul>

Table 4.1 Criteria for assessment of significance

### 4.5.2 ASSESSING SIGNIFICANCE

The assessment of significance comprises three stages, as set out in Note 2 of the *Historic Environment Good Practice Advice in Planning* (Historic England 2015):

- Understanding the nature of the significance through identification of what values or interests (as above) contribute



- Understanding the extent of the significance
- Understanding the level of significance, perhaps the most important step in terms of planning-led assessment as it can dictate what level of test is applied when determining the potential effects of a proposed development.

It should be noted that the varied nature of heritage assets means that, in the majority of cases, they are unsuitable for assessment via a nominally 'objective' scoring of significance, and there will always be an element of interpretation and professional judgement within a considered assessment.

#### 4.5.3 DEFINING THE CONTRIBUTION OF SETTING

Setting is a contributory factor to the overall significance of a heritage asset, and assessment begins with identifying the significance of a heritage asset as described above. As outlined in *Historic Environment Good Practice Advice in Planning: Note 3 The Setting of Heritage Assets* (Historic England 2017), setting is defined as (quoting NPPF) 'the surroundings in which an asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance, or may be neutral' (*ibid.* 2). A recommended staged approach to the assessment of potential effects on the setting of heritage assets is also set out in the guidance (*ibid.* 7):

- Identify which heritage assets and their settings may be affected
- Assess whether, how and to what degree these settings make a contribution to the significance of the heritage asset(s)
- Assess the effects of the proposed development, whether positive, neutral or negative
- Explore ways to maximise enhancements and avoid or minimise harm
- Document the process and decision and monitor outcomes.

#### 4.5.4 ASSESSING THE CONTRIBUTION OF SETTING

In terms of the practical method for this assessment, initial consideration of those sites for which there was a potential effect on setting was undertaken as a desk-based exercise within the project GIS following a series of logical steps. Discrimination started by considering:

- All heritage assets within the proposed allocation site
- Scheduled monuments, listed buildings, registered parks and gardens, registered battlefields and protected wreck sites in the landscape surrounding the proposed allocation site.

Following preliminary desk-based discrimination, further consideration was given to those heritage assets where non-visual and/or intangible elements of setting may be affected by the proposed development. This stage also included a consideration of potential setting effects deriving from the other aspects of the proposed development: principally the alteration of historic fabric or inclusion of modern elements into historic buildings.

This desk-based discrimination ultimately resulted in identification of a list of heritage assets for which more-detailed assessment was required. These assets were subject to a site visit (or as close as was practicable where sites were inaccessible) to check the initial findings of desk-based assessment and make a photographic record of key views or other aspects of their setting and significance. In line with the current guidance, assessment comprised a description of the contributory factors to each asset's significance, including the contribution of setting, and the potential effects of the proposed development on those factors; this assessment is presented below.

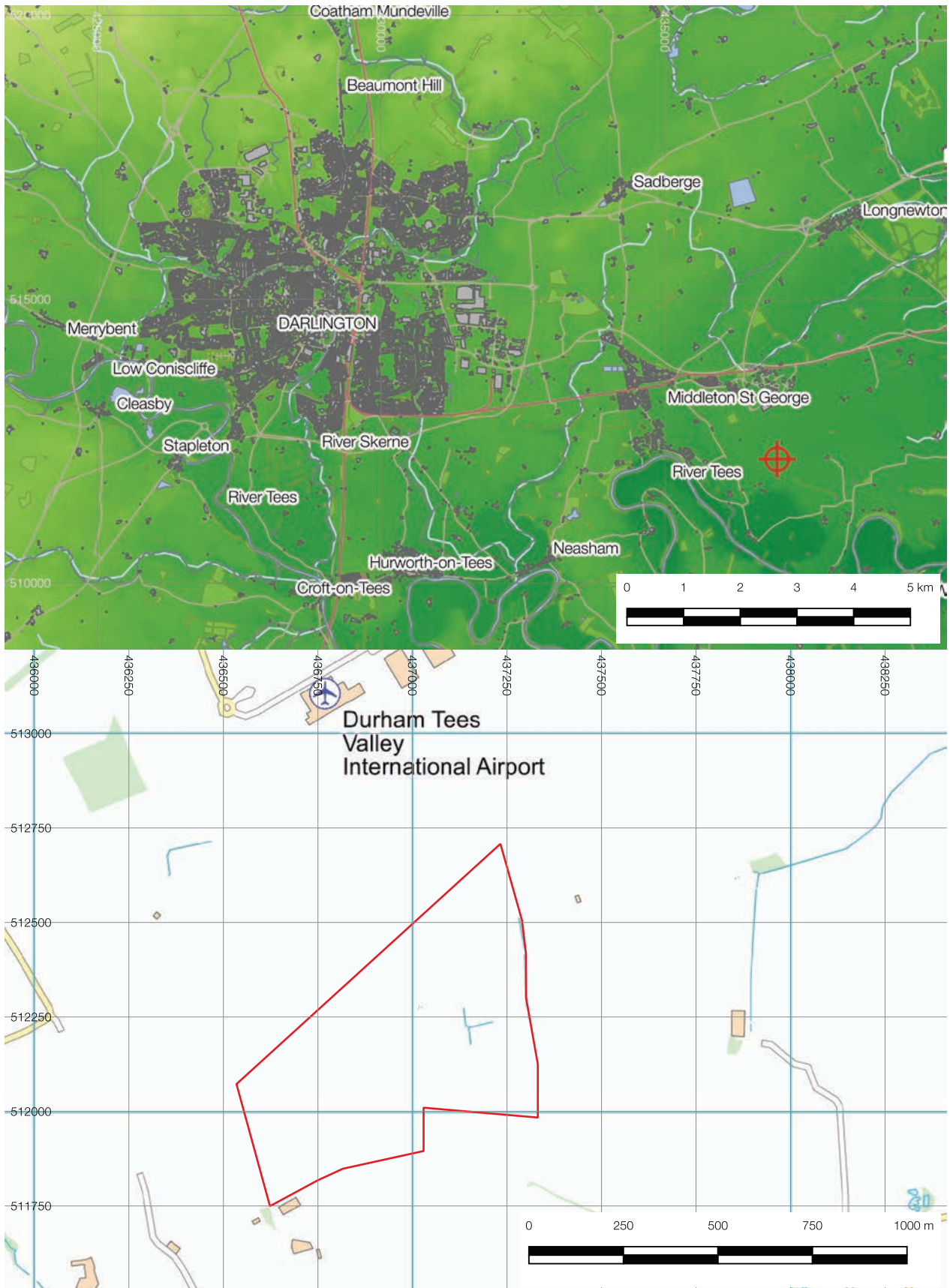


Figure 4.1 Location and extent of the DTVA South proposed allocation site

## 4.6 ASSESSMENT OF SIGNIFICANCE

Outlined below are the results of desk-based research and a series of site visits undertaken on 8<sup>th</sup> May and 14<sup>th</sup> May 2019 in clear and bright conditions. This process has formed the basis for our assessment of significance and value for all previously known and newly identified heritage assets within the proposed allocation site and the wider 1 km study area.

### 4.6.1 GEOLOGY AND GEOMORPHOLOGY

The proposed development site sits within the 'Tees Lowlands' National Character Area (NCA). This landscape is defined as 'a broad, open plain dominated by the meandering lower reaches of the River Tees and its tributaries' (NE 2014, 3). In comparison to the dynamic coastline and large Teeside conurbation, the area around the proposed development site is typically rural: 'agricultural land is intensively farmed, with large fields and sparse woodland, and a settlement pattern influenced both by the river and by past agricultural practices' (*ibid.* 3).

The Tees Lowlands, as with the Vale of Mowbray to the south, sits on a bedrock geology which straddles the divide between the Carboniferous, Permian and Triassic periods. The proposed allocation site sits on sandstone of the Sherwood Sandstone Group (BGS 2019). For the purposes of this assessment, however, the more dominant geological influence is that of the overlying superficial deposits which comprise primarily glacially derived diamicton (till) deposits (*ibid.* 2019).

Online mapping provided by the UK Soil Observatory (2019) characterises the soils across the development site as 'slowly permeable, seasonally wet, slightly acid but base-rich loamy and clayey soils'.

### 4.6.2 HERITAGE ASSETS WITHIN THE ALLOCATION AREA

#### 4.6.2.1 DESIGNATED

There are no designated heritage assets recorded within the proposed allocation site.

#### 4.6.2.2 NON-DESIGNATED

There is a total of 19 records within the HER relating to historical/archaeological sites or findspots within the proposed allocation site, all of which relate to its former use as the RAF Middleton St George airfield during the Second World War and the Cold War. Colloquially referred to as RAF Goosepool, it officially opened as RAF Middleton St George in 1941 under Bomber Command. From 1943, it was used by the Number 6 Group Royal Canadian Airforce (RCAF) for the remainder of the Second World War to fly and maintain several medium and heavy bomber squadrons (Delve 2006). The site continued to be used by the RAF until 1964, at which time it was used as a training base before opening as a civilian airport in 1966, the precursor of today's Durham Tees Valley Airport, which itself opened in 2004 (Halpenny 1982). The remains pertaining to the Cold War are historically illustrative of the changing socio-political conditions of the mid- to late 20<sup>th</sup> century, serving as a V-bomber dispersal base, a physical manifestation of the prevailing doctrine of mutually assured destruction at the time (Mason 2005, 12). The later use of the airfield as a training centre may have been as a 'conversion' airfield, effectively providing a venue for the re-training of experienced pilots in updated aircraft more suited to mid-20<sup>th</sup>-century defence.

A series of notable service-people are associated with the former RAF Middleton St George, including Pilot Officer Andrew Mynarski who died trying to save the life of one of his crewmen after the aircraft was attacked by a German bomber, earning him a posthumous award of a Victoria Cross (Wartime Memories Project 2019). The site also holds an important connection to Diana Barnato Walker, one of the first female pilots of the Air Transport Auxiliary who, in 1963, also became the first British woman to break the sound barrier having flown out of the airfield at Middleton St George in an English Electric Lightning (Glancey 2008).

Today, very few of the non-designated structures within the proposed allocation site survive entirely as the upstanding structures themselves were demolished sometime between 2005 and 2010. The concrete footings for these buildings, however, along with the layout of the access track, are well preserved, and the site is still legible as a 20<sup>th</sup>-century airfield. Aside from the demolition, the site remains relatively unaltered due to forming part of the current airport complex. During the site visit, remains of kerbstones and other surviving infrastructure were noted, including a portion of surviving brick walling. Two of the static water tanks (H49893 and H49894)





Figure 4.2 Example of surviving concrete footings



Figure 4.3 Further surviving concrete footings and building bases





Figure 4.4 Surviving section of brick walling



Figure 4.5 Surviving water tank within the site





Figure 4.6 Earthwork mound



Figure 4.7 Earthworks within site, note rubble in the distance





Figure 4.8 Preserved access trackway



Figure 4.9 Loading ramps/bays





Figure 4.10 Cold War-period bunker



Figure 4.11 Cold War-period bunker entrance





Figure 4.12 Interior of bunker, note ribbed vault concrete-cast ceiling



Figure 4.13 Second World War pillbox



survive and are still in use today. Several earthwork mounds also survive throughout the site, which may indicate previously unidentified structures below ground. Most notably, two structures concealed within thick vegetation escaped demolition and survive entirely. These include the remains of an east-west-oriented set of loading ramps and bays to the south of the site and a ribbed-vault concrete-cast Cold War-period bunker. Although not situated within the proposed allocation site, elsewhere within the airport complex a World War II pillbox also survives, further suggesting the extent of the site's defensive infrastructure.

#### 4.6.3 HERITAGE ASSETS IN WIDER STUDY AREA

##### 4.6.3.1 DESIGNATED

Beyond the proposed allocation site but within the wider 1 km study area there are:

- One Grade II\* listed building
- Two Grade II listed buildings

The most pertinent of these is the Grade II listed Church of St George (NHLE 1299460), which is situated c. 50 m south-west of the proposed allocation site boundary. This former parish church, dating from the 13<sup>th</sup> century, is constructed in coursed rubble patched with brick and features later 19<sup>th</sup>-century alterations and extensions (Historic England 2019). Despite its close proximity to the proposed allocation site, a thick line of mature trees bordering its south-western boundary preclude any views to and from the church. There is, however, a key historical association to the site's former use as an RAF base as the churchyard is registered with the Commonwealth War Graves Commission with six identified burials of individuals connected to their service at RAF Middleton St George (Commonwealth War Graves Commission 2019).



Figure 4.14 Church of St George entrance, note Commonwealth War Graves sign