Darlington Town Centre Fringe







Masterplan April 2013

Homes & Communities Agency



Contents

1. Introduction	1					
2. The Purpose of the Masterplan						
3. Working in Partnership						
4. Key Issues						
Flood Risk	7					
Transport and Movement	9					
Green Infrastructure	13					
Historic Environment	15					
Housing	17					
District Heating and Fuel Poverty	19					
Arts and Culture	19					
Gas Infrastructure and Contaminated Land	19					
5. Putting it all Together - The Vision						
Masterplan Resolution	Foldout					
Key Projects to Deliver the Masterplan	23					
Further Information	25					



FOREWORD

The Local Plan identifies the Town Centre Fringe as the third priority location for development and regeneration within the Borough, with most development activity expected from 2016. The Fringe is an extensive area: over 70ha of land, buildings and roads, much of which is underused. It contains a mix of employment, residential, retail, leisure, car parking and other uses, and much of area's housing is occupied by deprived households. The area of the Town Centre Fringe as identified in the Making and Growing Places DPD is more limited than the Council's wider Town Centre Fringe Masterplan area, this is made reference to in the Further Information section of this document.

However, the Fringe has a lot going for it - easy to get to by several modes of transport, close to the Town Centre, containing key buildings like the Civic Theatre and Bank Top Railway Station and other heritage assets, and with the River Skerne flowing through it. It is also very visible, from local roads and the east coast main line. The Core Strategy recognised the potential of the area, identifying it for 650 new homes, 17ha of general and mixed use employment, and an extension to Darlington Town Centre when it is needed. The River Skerne was also identified as a strategic green infrastructure corridor.

However, before the potential of the area to contribute much more to the growth, prosperity and quality of life of Darlington can be realised, there are significant issues to overcome, such as managing flood risk, changing the image of the area, tackling contamination and hazard, and improving connectivity across the inner ring road. Considering the area comprehensively provides the best way to ensure that both public and private investment is made effectively and in a timely and co-ordinated manner.

USING THIS DOCUMENT - as an integrated solution to unlocking the potential of the area there are a number of interdependent themes that work together. Throughout the document where there are links to interlocking themes these are highlighted and the proposed solution to one issue should be read in context with the associated theme or themes. For example. under FLOOD RISK there are interlocking themes of GREEN INFRASTRUCTURE, HISTORIC ENVIRONMENT, TRANSPORTAND MOVEMENT and references to related Council strategies.

North Road Railway Station Historic site of the birth of passenger railways and a station on the Bishop Aukland to Saltburn Line - part of the proposed Tees Valley Metro

River Skerne

Heavily modified river corridor with previous and current industrial uses alongside. Translation from the Viking word Skerne meaning 'Bright Stream'

Inner Ring Road Horseshoe shaped 1960's dual carriageway built in places over the River Skerne. Separates the Town Centre from former shopping streets.'

own Centre Fringe Central Park **Fown Centre**

South Park Historic Victorian pleasure garden recently benefitting from HLF funding and a restoration scheme.







Skerne Railway Bridge The oldest working railway bridge in the world and gateway to the restored River Skerne at Rockwell

Collage and University Campus Darlington College and Teesside University.

East Coast Mainline Separates east and west Darlington. Main route between London and Edinburgh.

> Bank Top Station Half hourly services to London and Edinburgh. Historic building and key point of arrival for the town.



1. Introduction

The Town Centre Fringe is identified in the Darlington Local Plan as a sustainable strategic location where development and regeneration activity will be concentrated over the next 15 years. Providing about 650 new homes and around 250,000 square feet of commercial space, the redevelopment of this area will provide an accessible and vibrant addition to the housing, employment and commercial offer of the town. It will also provide the opportunity to extend and enhance the urban green infrastructure network, which is so distinctive to Darlington, and develop low carbon energy generation and distribution networks. In the Local Plan, the Town Centre Fringe is a key regeneration priority, sequentially following the development and regeneration of the Town Centre and Central Park.

Situated between Darlington Town Centre and Central Park, the Town Centre Fringe is a key opportunity to improve linkages between these locations and improve access to and from some of the most deprived wards in the Borough to jobs, services and leisure opportunities. It will also contribute to a walkable, liveable and attractive environment in what is currently an under used area of the town.

The Town Centre Fringe is a development location that complements other planned strategic provision in the town centre, Central Park, North West Urban Fringe and Eastern Urban Fringe. Taking Forward the Darlington Gateway (2006) identifies the Town Centre Fringe as pivotal to:

(a) Promoting Darlington's gateway role in the Tees Valley City Region.

(b) At a local level improving the economic, social and environmental prospects of the area and those to the north and the east.

The Town Centre Fringe is included in the regeneration framework for Darlington. To be delivered sequentially following the Town Centre and Central Park the Town Centre Fringe will create the connection between these two areas and capitalise on the prosperity and success created.

Within and adjoining the area are some of Darlington's most deprived wards. Unemployment lies at around (8.5 %) with 11.5 % of people of working age claiming disability benefits. 34.5% of people in the area work full time and for around two thirds of the population the household income after deductions is less than £300 per week. Access to jobs, leisure and services is currently poor in the Town Centre Fringe. The area suffers from poor connectivity and a degraded public realm, discouraging movement to, from and through the area. There are significant social, economic and



environmental challenges that need to be addressed through the masterplan.

The Town Centre Fringe suffers from poor access to both the town centre and the inner suburbs to the east. The area feels cut off from the rest of the town and has economically suffered since the building of the inner ring road. Streets such as Parkgate, Northgate and Victoria Road have become detached from the Town Centre. Overall poor pedestrian and cycle access disadvantages residents, limits economic activity, depresses values and discourages activity throughout the day. The Town Centre Fringe offers a great opportunity to improve access to Central Park from the Town Centre, both along Parkgate and Haughton Road, and potentially directly across the East Coast Mainline, as well as along the River Skerne corridor for pedestrians and cyclists.

JOBS AND ECONOMIC GROWTH - The Town Centre Fringe Masterplan seeks to provide development and investment opportunities to create and safeguard up to 3000 jobs over the next fifteen years. The Masterplan will help to unlock development opportunities in the area because it provides a way of dealing with issues that would otherwise render development uneconomic, such as flood risk, traffic management and the current poor quality environment of the area. The Masterplan is intended to provide certainty to the private sector that will stimulate the development of the area in a managed way. It will also provide a framework for long-term public investment decisions, to unlock further development opportunities and economic growth.







2. The Purpose of the Masterplan

The Town Centre Fringe is identified in the adopted Local Plan as being a key area of growth throughout the next 15 years and is sequentially preferable to more peripheral allocated sites and those that fall outside these allocations. In the Local Plan, the Town Centre Fringe is identified as needing to accommodate about 650 new homes and around 250,000 sq ft of commercial space.

The Masterplan provides more detail to this, outlining a framework for the development of the area. This framework will inform detailed site-specific briefs, other actions such as the potential designation of conservation areas, and provide certainty for the existing community and developer partners, stimulating and streamlining development in a managed way.

A number of key issues were known at the beginning of the Masterplan process such as flood risk, issues around poor quality housing stock, connectivity, contaminated land, viability and low land values and the impact that the development of the area would have on traffic movement. These issues have been explored and considered through a number of technical reports. Analysis is described which explores these significant issues in detail and how these are dealt with in the Masterplan.

Specific deliverable detailed allocations/policies still need to be identified in the development plan, and this will be done through the Making and Growing Places DPD, work on which is underway. If it cannot be demonstrated that there is a realistic prospect of the levels of development indicated in the Local Plan being achievable by 2026, alternative land in less sustainable locations will need to be identified in the development plan to ensure that all the Borough's development needs are met.

The Local Plan is the spatial expression of 'One Darlington: Perfectly Placed'. The regeneration of the Town Centre Fringe is a key deliverable in One Darlington Perfectly Placed. Setting out a longterm framework and vision for the future the Masterplan will help to coordinate the development of the area ensuring that developments positively contribute to the required infrastructure and sense of place.

Supporting the Masterplan a series of technical reports have been commissioned. These have informed the development of the Masterplan as well as standing alone as technical guidance for developers or to be adopted as policy where appropriate. These reports include;

 Cherish or Change - A Conservation Management Plan for Darlington Town Centre Fringe (Archaoenvironment 2010) (This will be adopted alongside the Masterplan)



- A Level 2 Strategic Flood Risk Assessment (JBA Consulting)
- Habitats Risk Assessment (Parsons Brinckerhoff 2010)
- Environmental Risk Assessment (Parsons Brinckerhoff 2010)
- Archeological Assessment (Durham University 2010)
- Transport and Movement Studies (Colin Buchannan Associates 2012)
- Improving Local housing Stock for The 21st Century (BSBA Architects 2011)

As an adopted document, the Masterplan will carry weight as a material consideration in making planning decisions. Within the wider Masterplan area specific allocations and policies will included in the emerging Making and Growing Places DPD which will be a Development Plan Document and will carry a high degree of weight in planning decisions made in development management. It is anticipated that Making and Growing Places will be adopted in 2014, with a view to it being implemented from thereon.

TRANSFORMING THE AREA - The development of the area over time will be guided by the Masterplan, gradually working towards the achievement of the long-term vision for the area. This change is anticipated to be over the next twenty years. Some of the conclusions of the Masterplan are directly related to development, others from part of the Council's commitment to the area in terms of improvements to the physical environment, amenity, green infrastructure and public realm.





Flood Event on the River Skerne



Skerne Bridge - The Oldest Working Railway Bridge in the World



The Impact of the Railway Infrastructure and Poor Quality Public Realm









Housing Stock in Need in investment

3. Working in Partnership

From the outset the Town Centre Fringe Masterplan was developed in partnership with the wider community of Darlington and the local residents and businesses in the area. In addition to this external bodies including the Environment Agency and the homes and Communities Agency have worked with the Council to develop the vision for the area.

A comprehensive programme of public participation was undertaken between February and October 2010 with various residents and community groups. This took the form of walkabouts, 'planning for real' events and individual discussions with landowners, agents and residents as required:

(a) Over 700 individual responses were gathered from residents and businesses in the area. (b) Two walkabouts with residents were undertaken and video evidence of the issues and views of residents were taken.

(c) A web page was set up and comments were invited on the baseline position and ideas for the area.

(d) A series of 'Planning for Real' events were held in and around the area, focussing on hard to reach groups.

- (e) Public events were held at the YMCA and Forum Music Centre.
- (f) A specific Town Centre Fringe Darlington Assembly was held.
- (g) Key stakeholders were contacted and their views recorded.

All of the events focussed on the issues and potential opportunities in the area with a view to gaining a deeper understanding of views to inform the Masterplan and the actions required. The key issues were used to set the scene and were presented. Draft outline solutions to the issues were tested throughout the process, for example the creation of a linear park to address flood risk, the signalisation of junctions on the inner ring road and specific consultation around building conservation and the wider historic environment.

A consultation database was set up to record the ideas, options and opinions and to inform the masterplanning process. These were used to draft the Masterplan prior to consultation in 2012. Themes that came from this process were:

(a) The need for **improved connectivity** between the town centre and Bank Top railway station, possibly in the form of a shuttle bus.

(b) A desire for access alongside the River Skerne and improvements to its amenity value.



- (c) Improvements required to the amenity of the under bridge areas on Parkgate.
- (d) The need for activities for younger people in the area.
- (f) A desire for **cultural activities** and opportunities in the area.

- (i) **Improvements** needed at **points of arrival** in Darlington. (i) The need to **develop empty and derelict** sites in the area.
- (k) The value of the River Skerne as a habitat.
- (I) A desire for more greenspace in the area.
- (m) The need for more trees for amenity and to improve the skyline.
- (n) Tourism potential, celebrating **Darlington's heritage**.
- (o) Fears over land contamination and the need to address this.

The above priorities were used, together with the technical work to develop the Core Values to underpin the Masterplan. In addition to this, further work has been undertaken by members of the Communities team extending the programme of 'Planning for Real' events with hard to reach groups and specific communities. There has been a continuous dialogue throughout the Masterplan design process and it has been undertaken in an open and collaborative way. The Masterplan was consulted on widely in the summer of 2012 and finalised based on the results.

CORE VALUES - Through the participation process seven core values were developed to drive the Masterplan:

- (a) The creation of a walkable network of connected streets.
- (b) **Sustainability** built-in to the area.
- (c) Creating the conditions for economic diversity and resilience.
- (d) The creation of a multifunctional bio-diverse river valley.
- (e) Cherishing and protecting heritage.
- (f) Bringing forward true **mixed-use** development.
- (g)The promotion of arts and culture for the benefit of all.

(e) The opportunity to create a **residential area close to the town centre** by the river. (g) The need for **better access to services** such as schools and doctors surgeries, etc. (h) A desire for small scale business accommodation and live-work units.



















4. Key Issues - Flood Risk

Large parts of the Town Centre Fringe are at risk of flooding from the River Skerne, to varying degrees of severity. The Flood Mitigation Strategy for the area, prepared in partnership with JBA Consulting and the Environment Agency, states that much of the area is in flood risk Zone 2 with significant areas falling within Zone 3. This would mean that the Environment Agency would object to its promotion for regeneration and to planning applications in the area, unless significant flood management takes place before development starts.

The selection of the Town Centre Fringe as a key area for growth was agreed to by the Environment Agency as long as a means of viably managing flood risk could be achieved which reduced the risk to people and property, now and in the future. The challenge was to create a flood management scheme that did not prevent or curtail development opportunities or leave the area underdeveloped.

Various options were considered to manage the flood risk in the area. The preferred option is to create a wider multi-functional green infrastructure asset in the river corridor between the Skerne Bridge and Feethams, complemented by adding capacity into the channel, the removal of key constraints, such as Russell Street Weir, which with significant attendant restoration, would help alleviate existing flood risk within the area and downstream.

This option would require the phased creation of a linear park from the Skerne Restoration project at Rockwell to the north to Feethams and South Park to the south. Considering the river system as a whole has many attractive features and a number of advantages:

(a) The linear park would allow off-road pedestrian and cycle access alongside the river in a north – south direction passing through a newly created part of the town with attendant health, wellbeing and sustainability advantages.

(b) The improvements to the river corridor would improve values alongside the river, stimulating high quality and diverse development opportunities.

(c) The habitats and biodiversity potential of the river would be maximised, generating air and water quality benefits.

(d) The linear park created could form a wider arts and culture trail following the development of Darlington from market town, to industrial town to the birth of the railways.

(e) The existing heritage buildings alongside the river would benefit from its restoration in terms of setting and outlook.



The management of the flood risk in this way would negate the need for developers to mitigate within their own development, improving the public realm and the viability of schemes. These advantages have been considered in the light of the possible disadvantages of this approach such as the need to secure funding mechanisms to ensure that the infrastructure level intervention is feasible and that more complex development phasing will be required, making it more difficult to respond positively to ad hoc development

The detailed design of specific projects and mitigation will be within the broad outline of the Masterplan with the scope to adapt solutions based upon development phasing, land contamination where this exists and any site specific interventions that may be required. Detailed mitigation strategies are being developed in partnership with the Environment Agency to protect existing properties and unlock short, medium and long term development opportunities.

The Skerne is located within the Tees River Basin District (RBD). The Environmental Objectives for this RBD, together with the specific actions necessary to enable each water body to meet these objectives, are set out in the Tees River Basin Management Plan (RBMP). The RBMP is the framework that will help achieve the objectives of the Water Framework Directive (WFD) For the Skerne, mitigation measures have been identified in the RBMP. All measures need to be in place in order for the water body to achieve Good Ecological Potential. Mitigation measures to address issues for the Skerne include:

(a) removing or setting back floodbanks, floodwalls and embankments,

- (b) improving floodplain connectivity.
- (c) deculverting part of the Skerne and its tributaries,
- (d) realigning and re-naturalising the channel,
- (e) improvements to channel features,
- (f) removing and/or refurbishing weirs.

Removal of the weirs and improved habitat (i.e. in the linear park) delivered through the Master Plan may help deliver WFD objectives.

There are key strategic links with this strand and GREEN INFRASTRUCTURE, HISTORIC ENVIRONMENT and TRANSPORT AND MOVEMENT detailed elsewhere in the Masterplan. The River Skerne corridor is also a key deliverable in the Green Infrastructure Strategy.

TACKLING FLOOD RISK AND IMPROVING THE RIVER - On top of unlocking development opportunities in the Town Centre Fringe the flood mitigation strategy that is being developed takes 146 existing homes out of flood risk. The proposed mitigation has been demonstrated to be a cost effective solution whilst also allowing the River to become an asset to the town. Data from the RBMP (see above), identifies the lower Skerne as being a heavily modified waterbody, of generally good chemical status although poor for phosphate, and poor biological status. Ongoing monitoring indicates that although the biological status is improving, the main issue requiring improvement appears to be fish both in terms of numbers and species. The aim for the Skerne is Good Ecological Potential by 2027



Baseline Flood Risk Before Alleviation







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Flood Risk After Alleviation Through the Masterplan





4. Key Issues - Transport and Movement

Connectivity

The Town Centre Fringe is predominantly outside the inner ring road and to the east and north constrained by the East Coast Mainline and the Bishop Auckland railway line. Within the area Victoria Road and Parkgate are key points of arrival for rail passengers arriving at Bank Top railway station. To the east of the area Central Park, a key regeneration priority is accessed via Parkgate and Haughton Road, both of which pass through the Town Centre Fringe.

The Connections Study (2009) made various recommendations to improve access to Central Park and beyond and to improve movement for pedestrians and cyclists to the east of the Town Centre. The study proposed that to improve connectivity a number of actions would be required:-

(a) Junction improvements on the inner ring road

(b)More direct crossing points for pedestrians and cyclists

(c) A direct connection over or under the East Coast Mainline for pedestrians and cyclists

(d) Better connections between the railway stations, locations within the Town Centre

Fringe and the Town Centre.

In addition the opportunity to modify the inner ring road to improve its amenity value was proposed. The Connections Study recommended that signalised junctions replace all of the roundabouts.

Various options were considered to improve connectivity, after consultation the option to make a radical intervention was taken forward in detail alongside measures required for the highway network improvements and flood risk mitigation. There would be economies in creating the linear park, modifications to the ring road and signalising the junctions, creating an attractive environment for both pedestrians and cyclist in all directions. Some work was done to examine the possibility of partially burying the ring road to the east of the Town Centre. This was discounted early in the process due to issues around costs, the existing flood risk and ground water in the area. Also the river runs parallel to the inner ring road and limits the opportunities to cross the road apart from the bridging points, thus negating the rational for this approach.

The carriageway and area taken up by the existing junctions is large and creates a road network with poor frontages and street activity. Compressing the two carriageways together on St Cuthbert's Way would free up space beside the river for north to south connectivity without reducing the capacity



of the road for vehicular traffic. By then removing the roundabouts the amount of land taken up by highway infrastructure could be reduced creating further development opportunities and appropriate street enclosure and activity. This would reduce the psychological barrier of the ring road, encouraging smarter transport choices. At Victoria Road the creating of a signalised junction would allow the river to be opened up again as it is currently culverted below the existing roundabout. This would also free up space for development close to the Town Centre, complementary to the planned developments in Feethams.

By adopting the third option both north to south connections and east to west movement across the inner ring road would be simplified. Pedestrians would be able to cross at desire lines and the historic connections between the Town Centre and the Town Centre Fringe and beyond could be repaired. This would improve accessibility into the Town Centre Fringe opening the area up for development and growth.

In line with the Connections Study the direct link to Central Park is still being considered and shown in the Masterplan with appropriate public realm provided to make this connection secure, pleasant and attractive.

Highway Network Improvements and Traffic Management

Increased development in the Borough will create additional vehicle movements that will need to be managed. This needs to be balanced with the advantages of redeveloping the area, as it is an accessible location that lends itself to walking and cycling as well as public transport use. Specialist consultants, Colin Buchanan, have been retained to provide transport and civil engineering advice to the Council regarding the Town Centre Fringe.

Options were considered around the best response to this issue. These options were considered in the context of

(a) The strategic management of the wider highway network by developing a "web" of routes rather than "spokes" to reduce pressure on the inner ring road.
(b) The implementation of a SCOOT system of traffic light controlled junctions on radial routes to control the flow of traffic onto the inner ring road and therefore create reliability of performance of the network



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First Phase Highways Works









Second Phase Highways Works





4. Key Issues - Transport and Movement

(c) The continuation of Sustainable Travel initiatives through Local Motion

The concept was developed of managing movement by all types of transport (walking, cycling, buses, cars, lorries etc.) to minimize delay and maximize the predictability of travel times. This would allow the development opportunities of the Town Centre Fringe to happen.

The Masterplan can be implemented in phases to more closely link the investment with the land that will be developed over time. Also, by providing choice of routes and through the modifications to signaling, demand can be reduced on the inner ring road.

It is proposed that the first phase would include:-

(a) The signalisation of Freeman's Place junction incorporating East Street & a new alignment for the western carriageway of the ring road to Parkgate (to release land for the linear park).
(b) This above is linked with the signalisation of the Parkgate/St.Cuthbert's Way junction on a new alignment with access to Stonebridge being on a left in, left out basis offset from the new junction.

(c) The opening up of Borough Road with new signalised junctions at each end to provide an alternative route to the ring road.

Junction capacity has been tested for both the morning and evening peak scenarios in 2020. Development assumptions in 2020 were agreed and include:-

- (a) Mixed use development in the town centre fringe
- (b) Central Park Development
- (c) Lingfield Point

Given the current development market, it is unlikely that these developments will be complete by 2020 and so the traffic modelling work undertaken represents a worst case scenario. As part of a package measure to be implemented in later phases it is proposed to:-

(a) The signalisation of the Northgate/St Cuthbert's Way junction.(b) The realignment of St Cuthbert's Way to a new signalized junction located at the end of Valley Street North and Russell Street.



(c) The construction of a new link between Parkgate and St Cuthbert's Way to the south of the current alignment allowing the creation of a public space in front of the Civic Theatre.
(d) The realignment of St Cuthbert's way to a new signalized junction with Victoria Road.
(e) The provision of a new bridge over the River Skerne at Victoria Embankment and the provision of a new signalized junction between Victoria Road and Feethams.

Additional proposals are illustrated in the Masterplan for interventions that may take place beyond the life of the plan that would open up further areas for development, for example in the Albert Hill area. A realignment of the inner ring road to the northwest towards Bondgate would release further land for development and reinstate the historic street pattern.

The full implementation of the vision for the Town Centre Fringe will result in a highway network that minimises traffic congestion through the provision of more direct management of all modes of transport. Implementation of this new infrastructure fits within the overall strategy set out in the Third Local Transport Plan and set out in more detail in the Network Management Plan (NMP). In the NMP, the Council has divided the network into three categories – red, amber and green – based on their importance and impact on other parts of the network. The categories have been based on national criteria including pedestrian flow, the proportion of heavy goods vehicles and the proportion of buses. Each category of road is constantly monitored in order to identify any causes of congestion, possible measures to mitigate that congestion and implement thechosen solutions. Typically, in the wider Borough, the solutions will be a mixture of infrastructure, traffic management, development control and travel behaviour initiatives.

AN INTEGRATED SOLUTION - The Town Centre Fringe Masterplan seeks to accomodate all modes of transport. By offering choice and improving the experience of pedestrians, cyclists and bus travellers whilst allowing more certaintly over journey time for motorists the needs of all users can be met, allowing smarter and more sustainable travel behaviour. Many of the changes proposed to the road network will reinstate the historic street pattern, providing an attractive, walkable and liveable environment.



Third Phase Highways Works







Connections to the Cycle Network





4. Key Issues - Green Infrastructure

The River Skerne runs all the way through the Town Centre Fringe from north to south. Recent projects to restore the river upstream at Rockwell have assisted in improving the Skerne to the point where it provides an important habitat.

Alongside the river there is a variety of development. Alongside historic buildings both industrial and to a lesser extent domestic are a number of twentieth century developments that add little to the character of the area and many turn their back on the river.

Much of the river corridor is constrained by revetments and historic flood defences effectively canalising the river from Rockwell Park in the north to South Park in the south. These historic interventions have straightened the channel, reduced and regularised the depth of the river and prevented the full functioning of the river. Many of these interventions have exacerbated the effects of flooding and climate change.

A report was commissioned for Darlington Borough Council from the River Restoration Centre to explore the feasibility of restoring the river from Rockwell to Feethams. This report concluded that a number of benefits could be realised through the restoration of the river corridor in terms of the ecology and biodiversity, public access and amenity and the mitigation of flood risk. Where it may not be feasible to modify the route or width of the river due to heritage considerations, for example, the report outlines the measures that could be undertaken to improve the river.

Various options were considered, after consultation the option to create a linear park as a means to achieving a number of outcomes. By widening the river corridor and creating a more natural riverbank additional flood capacity could be built in. managing both localised and distant flood risk. Creating a variety of flow rates and depths within the river channel would also allow the creation of a natural habitat. Presently there is no possible route north to south alongside the river, although historically there was. The creation of this access would allow off-road pedestrian and cycle journeys with very few interruptions and conflicts with vehicular traffic. The removal of those redundant buildings with little or no historic value within the river corridor would allow an improved setting for those of value in terms of character and appearance. Many of the affected buildings are reaching the end of their service life and their redevelopment could be unfeasable on the grounds of flood risk due to their position in the flood plain. There is a strategy to retain buildings within the river corridor that have histroric significance or make a contribution to the character to the area



Specific enhancements to the river corridor proposed in the Masterplan include:

(a) The creation of a green corridor of sufficient width (A minimum of 30 metres either side of the river) using a selection of green roofs, green walls and other suitable design features that together, allows the adjoining habitat within the corridor to enhance the rivers capacity and so help it deliver its important function as a biodiversity link, connecting the Durham Carrs, through Ketton farmland and onto the river Tees. (b) Creation of a green corridor with visual and safe physical access for pedestrians, cyclists and wildlife to the river edge, neighbouring areas, the Skerne Corridor to the north and Victoria Embankment to the south.

(c) Provision of links to new local greenspaces with opportunities for recreation, access to nature and heritage, outdoor gyms and a public art trail. A range of interpretation including technology like smart phone applications could educate users. (d) Creation, extension or enhancement of the Skerne's habitats will reinforce this important wildlife corridor for water vole, fish, birds and otters. (e) Planting native broadleaved trees and orchards, grassland and associated wetlands along the river banks and improving the mix of priority species in the area, the setting of heritage assets like the listed Russell Street, Chestnut Street and John Street bridges and the Skerne Bridge ancient monument.

(f) Provision of new development should be integrated with existing and new green infrastructure to create a naturalistic, flexible and positive urban river edge and restate the built environment's relationship with the river corridor. (g) Replacement of alien species along the riverbank with native species through partnership working with Friends Groups, Durham Wildlife Trust and volunteers. (h) Creation of a greener riverbank by planting up concrete ledges or cutting small niches in the river wall for plants to cascade down. (i) Provision of a high quality townscape and streetscape next to the river should flow into the adjoining streetscape through harmonised lighting, landscaping, surfacing, public art and green buildings.

There are key strategic links with this strand and TRANSPORT AND MOVEMENT, HISTORIC ENVIRONMENT and FLOOD RISK detailed elsewhere in the Masterplan. The River Skerne corridor is also a key deliverable in the Green Infrastructure Strategy.

GREEN INFRASTRUCTURE - Strategically planned and delivered interconnecting, visually linked network of public and private multifunctional green spaces, landscapes and natural environments in the urban and rural area used for recreation, biodiversity and food production, which supports natural, cultural and ecological processes, with benefits for people, wildlife and place.



Existing Green Infrastructure











4. Key Issues - Historic Environment

The Town Centre Fringe is an important part of Darlington's historic development. Railway heritage, early industrial development and Quaker residences and gardens have all contributed to the character of the area. This, linked with the changes that have taken place in the river valley has contributed to a rich and diverse environment with many layers of history.

Evidence remains to the north of the area of Darlington's important role in the development of the railways. Many of the buildings around North Road Station are related to railway heritage and the Skerne Bridge at the northernmost point of the Town Centre Fringe is a Scheduled Monument and the world's oldest working railway bridge.

Further south, in the Valley Street area, were the homes of the Pease family, most notably Joseph Pease's house on Northgate, and the site of extensive gardens in the river valley. Throughout the area are historic houses of local importance and the Northgate conservation area is partially included in the Town Centre Fringe Masterplan area.

To the south of the Masterplan area the former site of textile mills and riverside industries such as tanneries are still part of the character and layout of the area, with some scant remains in evidence.

Recognising and valuing these important historic assets and the development of the area, a Conservation Management Plan was commissioned and consulted on separately as part of the masterplanning work and public participation. This was used to identify key buildings to be protected, the underlying street patterns and the importance of the river in the historic development of the area and the town. Based on this, much of the proposed Masterplan seeks to repair, retain and reconnect the historic street patterns, and provide a suitable setting for the historic buildings in the area. The full report is available, with the key historic features to be retained or conserved identified on the Masterplan.

The Conservation Management Plan identifies various managment recommendations that link to other strategic priorities in the area, these include;

- (a) Addressing the loss of the River Skerne as a built and natural heritage asset.
- (b) The design of streets for people.
- (c) The management of car parking.
- (d) The protection of the skyline features.



(e) Tackling the effect and spread of multiple occupancy of proprties. (f) The prevention of unsympathetic alterations to historic buildings.

- (g) The re-use of historic buildings.
- (h) The design of new buildings in relationship to the character of the area.
- (i) Railway Heritage and its positive use in the regeneration of the area.
- (j) Facilities for younger people in the area.
- (k) The use of local materials and skills.

To the north of the Masterplan area, the area around North Road Station and the Skerne Bridge has been identified as a 'Heritage Campus', with a view to stimulating complementary development to enhance the offer of the area. Both Parkgate and Victoria Road are under consideration for Conservation Area status to provide more control over the quality of development in these important points of arrival from Bank Top Station, a key issue identified through the public participation process.

The Conservation Management Plan has identified a number of buildings and types of buildings which are distinctive and deserve care and attention for their contribution to the unique qualities of the area. These include buildings reflecting the area's industrial heritage in the birth of the railways and the growth of the town as well as the social legacy seen in institutes, chapels, memorials, and housing. These buildings are identified on the plan opposite, along with the Listed Buildings, conservation areas and the proposed new Parkgate Conservation Area.

There are key strategic links with this strand and TRANSPORT AND MOVEMENT, GREEN INFRASTRUCTURE AND HOUSING detailed elsewhere in the Masterplan.

THE VISION - By 2025, two hundred years after the birth of the railway, Darlington's Town Centre Fringe will be transformed into a vibrant urban area with well-maintined historic buildings, exciting small scale modern development. a thriving tourism industry based on railway heritage and a healthy accessible river cherished by the local community. In order to acheive this, the Borough Council, in partnership with local residents and businesses, will revitalise the Town Centre Fringe through sustainable imaginative regeneration which recognises the historical value and embodied energy of existing pre 1919 building stock. The Council will also recognise the importance of the Town Centre Fringe's railway heritage through conservation, restoration and and celebration of its role in the birth of the railways. (Cherish or Change - Conservation Management Plan for Darlington's Town Centre Fringe - Archae-Eenvironment 2010



Fine Edwardian Architecture - Parkgate



Darlington Railway Museum









Mapping the heritage Assets





4. Key Issues - Housing

The Town Centre Fringe has some of the town's poorest quality housing. This is located in specific, isolated areas, divided by major roads. Much of the area is industrial and currently housing is a secondary use in many areas. The quality of the streets and public realm is typically poor.

There are specific issues in the town centre fringe around the thermal performance and structural integrity of many of the houses in the area. Many were built towards the end of the nineteenth or early twentieth century, and significant proportions do not have cavity walls or any form of insulation. Much of the works that have been undertaken since they were built have taken the form of plastic replacement windows and mid c20 extensions to provide kitchens and bathrooms.

Most houses in the area have no garden and many houses have front doors directly onto the street. There is a small amount of open space and playgrounds in the area, and what exists is of poor quality.

There is a predominance of terraced properties in the area, typically two or three bedroom. Based on a telephone household survey around 30% of homes in the area have children living there. Around 40% of residents live alone, with 12% or residents being single pensioners. Just over 60% of the properties in the area are rented, with the majority of these being owned by private landlords, which is a high proportion.

In some areas, particularly around Borough Road, there are a number of vacant properties. However, these are few in number, and the area has not experienced significant market failure.

A number of options were explored and after consultation the option to improve the existing housing stock in the area was preferred. The living conditions of the local residents were a key theme in the public participation work. Many of the issues that were highlighted were around the quality of the public realm and anti-social behaviour and fly tipping in the back lanes. Overall around 80% of people are satisfied with their home as a place to live considering their own home, with more detailed concerns expressed over the wider environment. Just focussing on new development in the area would not address the inherent problems in the area and would make it difficult to integrate new housing with the old. Also, without further investment within the life of the Masterplan, the difference between the existing homes and new homes in terms of amenity, thermal performance and risks would be unacceptable and worsen social division between existing and new residents, including fuel poverty and risks.



The refurbishment of the existing stock to bring this up to standards of performance and amenity has been explored in detail. Much of the remaining housing in the area is built on a street pattern that reflects the topography of the landscape below, some of which has distinctive and attractive characteristics, such as Hargreave Terrace. Much of the existing housing in the area would have a sustainable future if an intervention were to be made in the short to medium term. BSBA Architects were commissioned to explore a package of measures that would improve the existing stock, the following was recommended:

(a) The installation of extra insulation as necessary in both the roof and on internal walls, including the creation of a warm roof space to allow conversion at a later date.(b)The replacement of windows sympathetic with the character of the houses.(c) The installation of mechanical ventilation and heat recovery systems.(d) Water recycling measures.

(e) Improvements to the street environment including dedicated parking and street trees. (f) The removal of the back lanes to create garden areas for residents.

(g) The creation of small front gardens and defensible space on streets where houses face directly onto the street.

This approach would allow the existing community to remain in the area, the incremental improvement of the housing stock funded through the new development in the area and the retention of housing that makes a contribution to the character of the area. Also the existing historic street pattern would be retained and improved, again relating old and new development to the landscape and topography. This would also constitute a less resource intensive solution than demolition and new build.

On the opposite page is an extract of the recommendations that are available as a separate report.

There are key strategic links with this strand and HISTORIC ENVIRONMENT and SUSTAINABILITY detailed elsewhere in the Masterplan.

BRINGING LOCAL HOUSING STOCK UP TO 21st CENTURY STANDARDS - The historic street pattern and existing housing makes a key contribution to the character of the area and thelps to tell the story of the development of the town. Whilst it is accepted that some of the housing needs investment there are pockets of real quality in accessible locations that could provide valuable housing now and in the future. A key outcome of the matsterplan is to blend the old and new together as a whole and the approach taken wil ensure community cohesion, sense of place and make a sustainble use of existing resources.

Area A - Design







Typical sketch section



Proposed Plan





Before (existing streetscape)



After (proposed streetscape)



Existing Buffer zones to be replaced with 300mm high masonry, (colour red to match existing houses) with new powder coated iron railings. New gates to match iron railings.





-Existing original windows to remain -New windows to be timber framed double glazed -Traditional sash style -Stone lintels and citts -Original proportions to be maintained



-Existing original doors to remain -Existing simbler architrave to remain, painted, colour white. -Existing sky lights to be maintained. -New doors to be timber solid core, painted, colour - see foot notes -Traditional 2/4 panel design.



Existing original bay windows to be retained where possible.
 New windows to be timber, double glazed traditional sash style, painted, colour - see foot notes.

Design Code: House Type 1

4. Key Issues - Other Important Matters

Arts and Culture

A key starting point in the development of the Masterplan was the creation of a Cultural Quarter for Darlington. Globe Consultants were commissioned to produce a Cultural Quarter Feasibility Study, undertaken alongside the recent Arts Enquiry process. The main conclusions of this report, were as follows:

- (a) The bulk of cultural activity in Darlington is focussed on the Town Centre.
- (b) The Town Centre is the most accessible location.
- (c) The best location for cultural activities would be in or close to the Town Centre, probably in Feethams which is at the southern end of the Masterplan area.

Initial indications were that the Cultural Quarter would be focussed around the Civic Theatre and Forum in the Borough Road area. Given the findings of the feasibility study this is now likely to be focussed around Feethams and the Town Centre with a positive relationship to proposed leisure developments in the area. The proposed connectivity within the Masterplan will ensure that existing cultural assets in the area are more accessible and become part of the offer of the Town Centre.

Gas Infrastructure and Contaminated Land

In the north of the Masterplan area, there is significant gas infrastructure, including the gasholder visible from many viewpoints. In the medium to long-term regeneration of the area this will prevent some of the proposed uses in the Masterplan. Discussions with the owners of the gasholder have taken place and the Masterplan shows its ultimate removal and a mix of uses around the site reflecting this.

An Environmental Risk Assessment was undertaken in 2010 to examine the baseline position regarding land contamination. This has informed the Masterplan, although it is accepted that further work will be required as projects are delivered. There may be some changes in the development plots and the shape of the green infrastructure and flood mitigation to respond to this, although the underlying principles of will remain a priority. Detailed work on this is being undertaken alongside the specific flood mitigation measures along the length of the river corridor.

District Heating and Fuel Poverty

Throughout the process of developing the Masterplan the feasibility of creating a district heating and energy network has been explored. A wider Tees Valley feasibility study identified Darlington as being a possible and credible location for district heating and that through the Council's planning powers the use of district heating could be brought forward in the Town Centre Fringe. The installation of district heating, via combined heat and power plants in the area offers a number of advantages:

- (a) The total carbon emissions from the Town Centre Fringe would be reduced. (b) District heating from combined heat and power enables sustainable development at a reduced cost to the developer.
- (c) The reduction of fuel poverty would be possible as there would be a source of heat that could be distributed under a social tariff or reduced cost. (d) Existing housing, if connected, could be made more sustainable.

The possible locations for the combined heat and power plants or energy centres are shown in the Masterplan, coinciding with existing infrastructure and where there would be an appropriate mix of uses. The feasibility of the delivery of a district heating network is being explored further in the light of recent changes to funding and legislation.



SUSTAINABILITY BUILT IN - The development of the Town Centre Fringe is underpinned by the Local Plan and other plans and strategies such as the Design of New Development SPD and the Green Infrastructure Strategy. As a comprehensive suite of policy and strategy there is a high degree of certainty for both developers and the public interms of the outcomes that are proposed for the area. The Design SPD provides a design code that ensures that energy efficency, habitats, sustainable drainage, Lifetime Homes, adaptability, equality and the quality of place are a key condieration in proposing and managing the regeneration of the area.





Gas Holder - Valley Street



Music Shop - Borough Road









Darlington Civic Theatre

The Forum Music Centre - Borough Road

5. Putting It All Together - The Vision

The Town Centre Fringe Masterplan is intended to show the key connectivity, development sites and specific actions required to bring forward the sustainable regeneration of the area over the next fifteen to twenty years. The many complex issues that have been identified have been combined into a proposal that addresses most of the issues and opportunities in the area.

The preferred options relating to flood risk, traffic, the natural and built heritage, housing and connectivity have been combined to meet the challenges and opportunities in the area. The preferred options taken forward were:

a) Manage flood risk along the whole of the river corridor by maximising the effect and reducing the burden on individual developments.

(b) The remodelling of the inner ring road, creating signalised junctions and bringing the carriageway together, with supporting measures to reduce demand on the network.

(c) The creation of a significant new linear park alongside the river creating a river valley rich in habitats and facilitating access and movement.

(d) The conservation of historic buildings in the area, with an emphasis on creating opportunities for the celebration of Darlington's Heritage to form the basis for regeneration. (e) The retention and improvement of the existing housing in the area, preserving the historic street pattern and minimising harm to existing communities.

(f) Improvements in connectivity for pedestrians, cyclists and public transport into and through the area to allow access to jobs, leisure and business opportunities to flourish.

The solutions proposed in the Masterplan have been developed in response to the public participation process of last year and have been based upon a large number of technical reports that support the conclusions.

The Masterplan provides certainty around the Council's intentions for the development of the area. This certainty will stimulate development by setting the scene for the area in terms of neighbouring uses, the quality of the public realm and its connection to other key areas of development in Darlington.

By describing the outcomes that are desired for the area and describing the mechanisms for dealing with the current barriers to development, the Masterplan allows development to happen over time that will take full advantage of the opportunities. By offering a clear framework new development can be coordinated and funding identified to deliver the necessary infrastructure for the area, unlocking



further development opportunities.

By dealing with the big issues and challenges in the area the opportunity for development can be realised. Without a Masterplan developments coming forward would be piecemeal and unable to generate the required value to pay for the work that needs to be done in the area to make it attractive and functional.

Phasing to address the flood risk in the area has been developed. Within the life of the Masterplan the proposed phasing is assumed to be:-

- (a) In the short term the Feethams Area, the former garage on St Cuthbert's Way, and land to the north of Eastmount Road.
- (b) In the short to medium term the Cattle Mart site, and land around Garden Street is expected to come forward.
- (c) And finally in the long term the Borough Road area, Valley Street, Oxford Street, the Gas Holder and John Street.

Outside the flood risk zone other development opportunities area assumed to have minimal or no impact.

To coordinate development in such a way as to address issues of phasing in terms of flooding and highway network an interim solution is proposed that delivers some early wins in terms of connectivity and green infrastructure.

WORKING IN PARTNERSHIP - The Masterplan has been developed to set the tone for the regeneration of the area over time. Whilst it is accepted that public funds will be required to deliver some of the key infrastructure the Masterplan is intended to provide the conditions for growth and investment in the long term. By articulating a common vision for the area it is hoped that others will be inspired and guided to assist in the delivery of the the vsion.



Artists Impression of Linear Park - Southern Reach





Artist Impression of Linear Park at the Skerne (£5 Note) Bridge









New Housing in the Town Centre Fringe - Haughton Road

Feethams Cinema and Leisure Scheme





5. Putting It All Together - The Vision



Masterplan Resolution for Illustration



5. Putting It All Together - Key Projects

The Masterplan provides certainty around the Council's intentions for and committment to the development of the area. This certainty will stimulate development by setting the scene for the area in terms of neighbouring uses, the quality of the public realm and its connection to other key areas of development in Darlington.

Currently, the projected costs for the infrastructure required to support the full Masterplan are estimated at a minimum of £51.8 million before any allowance for inflation or similar issues. Whilst much of this money is expected to come from land receipts, the sums are such that there will probably need to be a commitment from major schemes funds (or successor arrangements) and the Local Transport Plan.

A number of funding options are being explored, in the context of changing national frameworks and mechanisms. The options being considered that could help to fund the required infrastructure are as follows:

(a) Community Infrastructure Levy (after 2014)
(b) Section 106
(c) Prudential Borrowing
(d) Enterprise Zones
(e) Public Land Initiative
(f) Local Asset Backed Vehicle for Investment
(g) Tax Incremental Finance
(h) European Regional Development Fund
(i) Regional Growth Fund
(j) New Homes Bonus

Whilst it is accepted that some of these mechanisms may not be appropriate for all aspects of the works required there are still a number of options available that could be used in the medium to long term to facilitate development.

A specific vehicle being explored is a potential partnership with the Council, the HCA and private investment, in the context of a regeneration scheme for the area that would pool resources and unlock further funding. A number of key projects have been identified that will deliver the Masterplan vision over time, requiring further detailed work and consultation. The projects are identified on the



opposite page.

The key profects in the Town Centre Fringe that are identified are;

(1) The Feethams Area including the proposed leisure scheme that is due to open in 2014 and forms part of the Town Centre Strategy.(2) The South West Fringe including the realignement of the inner ring road and the deculverting of the River Skerne.

(3) The Borough Road Area including the currently vacant former garage site and the desgnation and investment in the Conservation Area and Civic Theatre. The proposed works to the road junction will reconnect this area to the Town Centre.
(4) The Valley Street Area including flood alleviation works and the removal of key constraints to development and the creation of strategic open space.
(5) The North West Fringe to include the realignment of the inner ring road and the reinstatement of the historic street pattern, relaeasing new development sites close to the Town Centre.

(7) The Bank Top Station area to include the improvment to a key gateway to the town and the redevopment of the Cattle mart site. And in additon, work is underway to develop the concept of a 'Heritage Campus' to the north of the Masterplan area to incorporate the local centre and the new bus improvement scheme faciltating better access to the railway station.

The Council is continuing to work in partnership with the Environment Agency to manage the flood risk in the area and to assist the regeneration proposed in the Masterplan. The Council has benefitted from £50,000 Local Levy to develop a business plan to take the flood mitigation strategy forward and to provide detailed solutions for each phase of the management of the river corridor.

PART OF THE BIG PICTURE - The Town Centre Fringe Masterplan is to be delivered in the context of vision and investment in the town. Supported by policy and strategy the Masterplan is one part of a wider opportunity that includes the Town Centre, Central Park and strategic sites around the Borough. In a sustainable location, connected to major transport routes and with an ambitious vision the Masterplan is complementary to Darlington's key assets in terms of location and qulaity of life.









TVBNI Road Scheme and Junction

EA Funded River Restoration and Flood Mitigation

> Teesside University

TVBNI Parkate Junction Improvements

Innovation Centre HCA Sponsored

7 Bank Top Station and Cattle Mart

5. Putting It All Together - Further Information

Darlington Borough Council has a suite of Policy, Strategies and initiatives that have either informed the development of the Masterplan or will influnce the delivery of the ambitions. These are;

- (a) Economic Strategy for Darlington 2012-2026
- (b) Darlington Housing Strategy 2012-2017
- (c) The Green Infrastructure Strategy
- (d) Local Motion
- (e) Local Transport Plan
- (f) Feethams Planning and Development Brief 2008
- (g) Darlington Local Plan Core Strategy 2011

The Masterplan should be read in conjunction with these documents and they should be used to inform any development proposals.

In addition, Distrinctly Darlington - Design of New Development SPD is a key document that will guide the built form of any new development in the Town Centre Fringe Masterplan Area. Providing guidance for design teams and developers in helping to achieve high guality design within the framework set out in the Masterplan. In the form of a form based design code criteria are set for building heights, plot usage, key connectivity, sustainability and community safety for all parts of the Borough.

The Town Centre Fringe Masterplan lies within Zones 1 and 2 of the Design of New Development SPD and as such an urban form of an appropriate density is the ambition for the area. The plot sizes and key connectivity inferred in the illustrative plans are based on the paremeters of this document and additonal guidance is provided regarding materials, landscaping, sustainable drainage and renewable energy etc.

For further information please visit www.darlington.gov.uk





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Design of New Development Supplementary Planning Document 2011

Miterals should express their structural or functional role or historic use. Unfinished concrete or concrete cladding panels are not acceptable.

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ww.darlington.gov.uk/planningpolicy

63

