

Darlington Borough Local Plan

Draft Local Plan 2016-2036

Consultation Draft



Darlington Borough Council

May 2018

Contents

1. INTRODUCTION	5
1.1 Context	8
1.2 National Planning Policy Context	8
1.3 Sustainable Economic Growth	9
1.4 Other Policies, Plans, Strategies and Studies	9
1.5 Duty to Co-operate	9
1.6 Health and Wellbeing	10
1.7 Neighbourhood Planning	10
1.8 Viability and Deliverability	10
2. VISIONS, AIMS AND OBJECTIVES	12
2.1 Sustainability Appraisal and Habitats Regulations Assessment	15
3. SUSTAINABLE DEVELOPMENT	16
3.1 Presumption in Favour of Sustainable Development	16
4. THE SETTLEMENT HIERARCHY	17
5. DESIGN AND CONSTRUCTION	21
5.1 Sustainable Design Principles	21
5.2 Health and Wellbeing	23
5.3 Safeguarding Amenity	26
5.4 Flood Risk and Sustainable Drainage Systems	28
5.5 Employment and Training	30
6. HOUSING	32
6.1 Overall Housing Requirements	32
6.2 Housing Land Supply	34
6.3 Development Limits	40
6.4 Housing Mix	40
6.5 Affordable Housing	42
6.6 Rural Exception Sites	45
6.7 Residential Development in the Countryside	45
6.8 Housing Intensification	47
6.9 Accommodating Travelling Groups	49
6.10 Skerningham Strategic Allocation	52
6.11 Greater Faverdale Strategic Allocation	56
7. EMPLOYMENT FOR ECONOMIC GROWTH	58
7.1 Promoting New and Retaining Employment Opportunities	58

Contents

7.2 Economic Development in the Rural Area	62
8. TOWN CENTRE AND RETAIL	66
8.1 Darlington Town Centre	66
8.2 District and Local Centres	69
8.3 Darlington - Town Centre Fringe	70
9. ENVIRONMENT	72
9.1 Safeguarding the Historic Environment	72
9.2 Protecting, enhancing and promoting the Stockton and Darlington Railway	78
9.3 Local Landscape Character	79
9.4 Green Infrastructure	81
9.5 Local Green Spaces	86
9.6 Protecting and Enhancing Biodiversity and Geodiversity	87
9.7 Outdoor Sports Facilities	92
10. TRANSPORT AND INFRASTRUCTURE	94
10.1 Delivering a sustainable transport network	94
10.2 Improving Access and Accessibility	105
10.3 Transport Assessments and Travel Plans	106
10.4 Parking Provision including Electric Vehicle Charging	107
10.5 Airport Safety	109
10.6 Physical Infrastructure	110
10.7 Community and Social Infrastructure	114
11. MONITORING	119
12. GLOSSARY	120
Appendices	
A. HOUSING TRAJECTORY	122
B. HOUSING ALLOCATION STATEMENTS	127
C. DARLINGTON'S HERITAGE ASSETS	128

D. CIVIL AVIATION AUTHORITY SAFEGUARDING 135

Policies	
Policy SD 1 Presumption in Favour of Sustainable Development	16
Policy SH 1 Settlement Hierarchy	17
Policy DC 1 Sustainable Design Principles	21
Policy DC 2 Health and Wellbeing	24
Policy DC 3 Safeguarding Amenity	26
Policy DC 4 Flood Risk & Sustainable Drainage Systems (SUDS)	28
Policy DC 5 Skills and Training	30
Policy H 1 Housing Requirement	32
Policy H 2 Housing Allocations	36
Policy H 3 Development Limits	40
Policy H 4 Housing Mix	40
Policy H 5 Affordable Housing	42
Policy H 6 Rural Exceptions	45
Policy H 7 Residential Development in the Countryside	45
Policy H 8 Housing Intensification	47
Policy H 9 Gypsy and Travellers Accommodation	50
Policy H 10 Skertingham Strategic Allocation	52
Policy H 11 Greater Faverdale - Strategic Site Allocation	56
Policy E 1 Safeguarding Existing Employment Opportunities	59
Policy E 2 Promotion of New Employment Opportunities	61
Policy E 3 Darlington Farmers Auction Mart Relocation	62
Policy E 4 Economic Development in the Open Countryside	63
Policy TC 1 Darlington - Town Centre Boundary	66
Policy TC 2 Primary Shopping Area	67
Policy TC 3 Additional Site for Town Centre Uses	68
Policy TC 4 District and Local Centres	69
Policy TC 5 Retail Impact Assessment Threshold	70
Policy TC 6 Darlington - Town Centre Fringe	71
Policy ENV 1 Protecting, Enhancing and Promoting Darlington's Historic Environment	73
Policy ENV 2 Stockton and Darlington Railway (S&DR)	78
Policy ENV 3 Local Landscape Character	79
Policy ENV 4 Green Infrastructure	83
Policy ENV 5 Green Infrastructure Standards	84
Policy ENV 6 Local Green Space	86

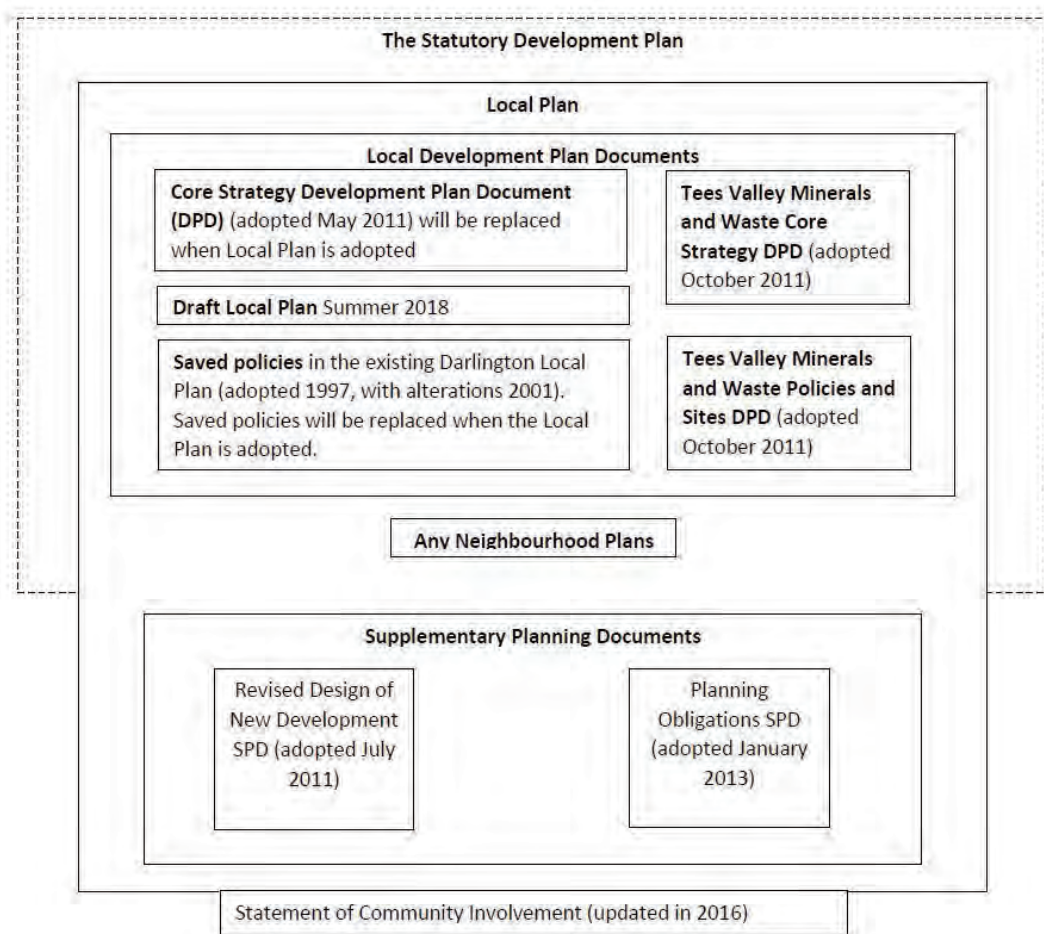
Contents

Policy ENV 7 Biodiversity and Geodiversity and Development	88
Policy ENV 8 Assessing a Developments Impact on Biodiversity	90
Policy ENV 9 Outdoor Sports Facilities	92
Policy IN 1 Delivering a Sustainable Transport Network	95
Policy IN 2 Improving Access and Accessibility	105
Policy IN 3 Transport Assessments and Travel Plans	107
Policy IN 4 Parking Provision including Electric Vehicle Charging	108
Policy IN 5 Airport Safety	109
Policy IN 6 Utilities Infrastructure	111
Policy IN 7 Telecommunication Masts	111
Policy IN 8 Broadband Infrastructure	112
Policy IN 9 Renewable and Energy Efficient Infrastructure	113
Policy IN 10 Supporting the Delivery of Community and Social Infrastructure	114

1 INTRODUCTION

- 1.0.1** This document contains policies and proposals for using and developing land throughout the Borough of Darlington. When finalised and adopted it will replace the Darlington Local Development Framework (LDF) Core Strategy (May 2011) and the saved policies of the Borough of Darlington Local Plan (1997, including adopted alterations 2001), and complete an up to date statutory development plan for the Borough.
- 1.0.2** All applications for development must, by law, be determined in accordance with the statutory development plan, unless there are material considerations that indicate otherwise. **Figure 1.1** shows the documents that will make up the statutory development plan for Darlington when this document is adopted. The timetable for the remaining stages of the Local Plan is shown in **Figure 1.2**

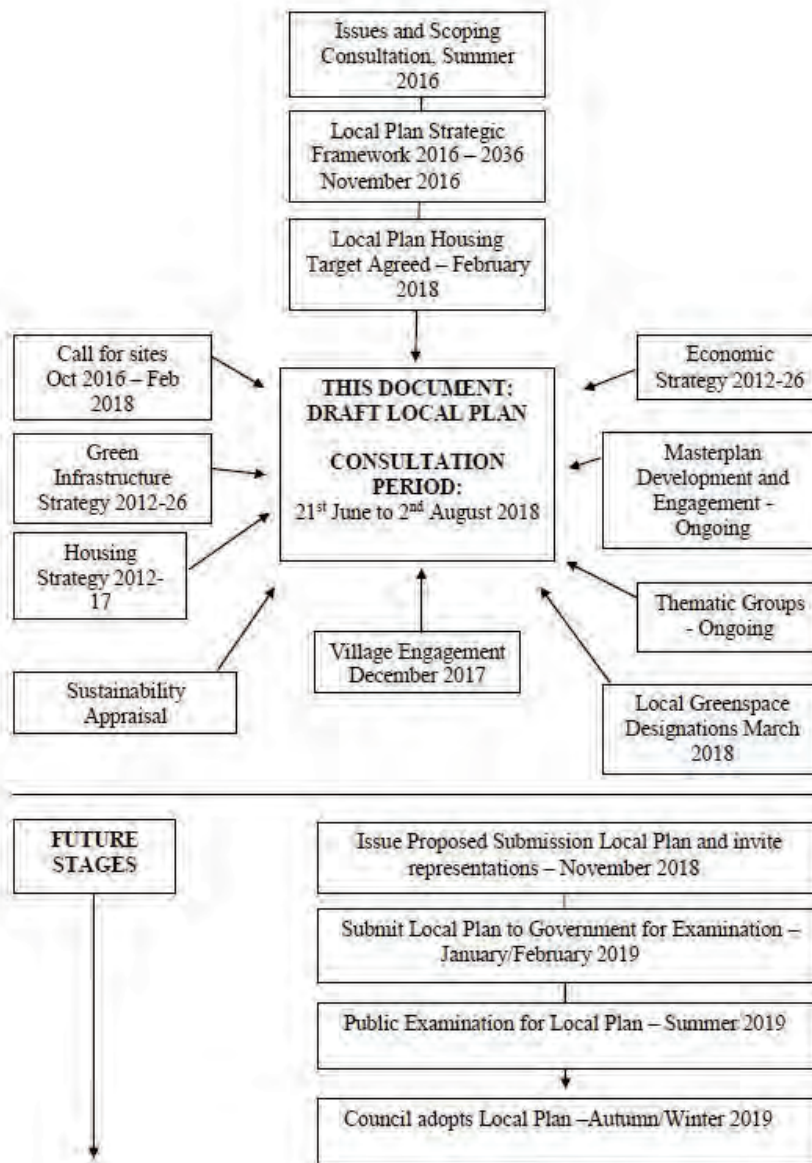
Figure 1.1 Relationship of the Local Plan to other planning policy documents covering Darlington Borough



- 1.0.3** All the policies, proposals and site allocations are designed to address a range of specific issues, problems or challenges. Successful implementation of the policies and proposals in this document will contribute towards economic growth in Darlington and achieving sustainable development. There have been a number of preparation stages leading up to this Draft Plan and these are also indicated in **Figure 1.2**

1 INTRODUCTION

Figure 1.2 Stages of Preparation of of the Local Plan



- 1.0.4** A Policies Map accompanies this document. It shows, on an OS base map, where each site allocation is, and where each policy or proposal applies. The Policies Map can be accessed on line via www.darlington.gov.uk/localplan. Printed extracts can be provided on request at a reasonable cost.
- 1.0.5** Consultation on this draft document provides another opportunity for the local community and other interested groups to influence the Local Plan before the Council produces a Proposed Submission Local Plan document that the authority considers ready for examination. The Proposed Submission Local Plan document will itself be the subject of representations prior to its submission to the Government for examination.
- 1.0.6** The Draft Local Plan has been refined and amended following feedback received at each of several consultation stages during its preparation.

INTRODUCTION 1

- 1.0.7** The independent examination of the Local Plan will test the soundness of the Plan. The examination will take the form of an informal hearing led by a Government appointed inspector. On completion of the hearing sessions the Inspector will consider all representations received on the publication stage and the discussions held during the hearing in preparing their report on the soundness of the Plan.
- 1.0.8** The elements of the test of soundness are set out in the government's National Planning Policy Framework (NPPF), namely:
- **Positively prepared** – the plan should be based on a strategy which seeks to meet objectively assessed development and infrastructure requirements, and be consistent with achieving sustainable development.
 - **Justified** – the most appropriate strategy when considered against reasonable alternatives, based on proportionate evidence.
 - **Effective** – the plan should be deliverable over its period and based on effective joint working on cross-boundary strategic priorities.
 - **Consistent with national policy** – the plan should enable the delivery of sustainable development in accordance with the policies in the NPPF.
- 1.0.9** Comments can be submitted in a number of ways:
- On line at <https://darlington-consult.objective.co.uk/portal>
 - By email to planning.policy@darlington.gov.uk
 - By post/response form to Town Hall, Darlington, DL1 5QT.

All comments and response forms should be received by:

5.00pm on: 2nd August 2018

- 1.0.10** A sustainability appraisal has also been prepared to support the Draft Local Plan. This is available on-line at <https://darlington-consult.objective.co.uk/portal> and on request by telephoning or emailing the planning policy team. Background evidence is available on the Local Plan website www.darlington.gov.uk/localplan.

1 INTRODUCTION

1.1 Context

- 1.1.1** The policies and proposals in this document have been prepared with regard to the National Planning Policy Framework (NPPF) and Planning Practice Guidance (PPG), and sub-regional and local strategies, including the Tees Valley Strategic Economic Plan, One Darlington: Perfectly Placed, the Darlington Economic Strategy and the Darlington Housing Strategy.
- 1.1.2** The Localism Act 2011 introduced a 'duty to co-operate' requiring the Council to work with neighbouring local planning authorities and other key stakeholders on cross-boundary planning issues and matters of strategic concern. The Act also introduced the concept of neighbourhood planning and the implications of this have also been taken into account in the preparation of this document.

1.2 National Planning Policy Context

- 1.2.1** The Draft Local Plan has been prepared so that it is consistent with the principles and policies set out in the National Planning Policy Framework (NPPF, 2012), including the presumption in favour of sustainable development.

One Darlington: Perfectly Placed

- 1.2.2** The Sustainable Community Strategy (2014), 'owned' by Darlington Partnership is the overall vision for Darlington's future agreed by the Partnership members. Commonly known as One Darlington: Perfectly Placed (OD:PP), it sets out the 'outcomes' (see below) to be achieved through the strategy. All of them are about creating and maintaining a good quality of life by and for everyone in Darlington (One Darlington), and about making Darlington the best possible place to live and work (Perfectly Placed).
- 1.2.3** **One Darlington: Perfectly Placed - Key Outcomes**
- 1.2.4** We will improve quality of life for all and reduce inequality by ensuring we have:
- Children with the best start in life
 - More businesses and more jobs
 - A safe and caring community
 - More people caring for our environment
 - More people active and involved
 - Enough support for people when needed
 - More people healthy and independent
 - A place designed to thrive
- 1.2.5** The Draft Local Plan identifies the Town Centre and the Town Centre Fringe as locations for regeneration in the Borough. The same locations, along with Lingfield Point, Faverdale, Morton Palms, and Durham Tees Valley Airport are also identified as strategic locations for employment development. New housing will be focused on the main urban area, but significant additional land is also needed at the North West Urban Fringe and Eastern Urban Fringe. In combination, these factors have been identified by the Council as Economic Growth Zones (Central, North Western and Eastern) and are aligned with the ambitions and actions supporting the local economic strategy.
- 1.2.6** The Local Plan also recognises Darlington's distinctive landscapes and townscapes, along with the built, historic and natural environments, and seeks to safeguard and enhance their intrinsic integrity.

INTRODUCTION 1

1.3 Sustainable Economic Growth

- 1.3.1** The NPPF states that planning should proactively drive and support sustainable economic development to deliver homes, business and industrial premises, infrastructure and thriving local places. The Local Plan 2016-36 provides that focus with more detailed policies and site allocations, reflecting economic forecasts and priorities identified in the Darlington Economic Strategy 2016-2022 and Tees Valley Combined Authority - Strategic Economic Plan 2016.
- 1.3.2** The Local Plan 2016-36 recognises the contribution that housebuilding makes to the local economy. Land is allocated for approximately 8,000 homes with an additional 3,000 (approx,) already committed via existing planning permissions. Over the first two years of the plan period (2016/17 - 2017/18) there has been 650 new dwellings completed. A range of previously developed land and greenfield sites provide choice both within and on the edge of the urban area and at the large serviced villages.
- 1.3.3** In order to create Economic Growth through further employment options, sites have to be available and have to be able to be flexibly used for different ranges of sectors and commercial development. Opportunities for further investment in Darlington will be accommodated through a diverse portfolio of sites and locations. Achieving 7000 new jobs needs suitable locations to grow the economy, which are identified through the Local Plan 2016-2036
- 1.3.4** The significant contribution of Darlington Town Centre and retailing to the local economy is also recognised, as is the potential of railway heritage tourism. A Town Centre Action Plan 2012 and Town Centre Fringe Master Plan 2013 have informed allocations for retail, mixed use, leisure and commercial development, while the work of the Darlington Rail Heritage Group has informed proposals in the North Road/ Railway museum area which could support the Bi-centennial celebration of the Stockton and Darlington Railway in 2025.
- 1.3.5** New development needs to be supported by appropriate infrastructure and this document identifies key investment priorities including highway improvements, vital utility improvements and a new north-south green corridor through the Town Centre Fringe, focused on the River Skerne.

1.4 Other Policies, Plans, Strategies and Studies

- 1.4.1** The preparation of this document has been informed by policies, plans, strategies and studies prepared by the Council and its partners. Recent examples include the Tees Valley Strategic Economic Plan (2016-2026), the Darlington Economic Strategy (2016-2026), the Darlington Housing Strategy (2012-2017), One Darlington Community Strategy for Darlington (2016-2022), Darlington Local Transport Plan 3 (2017-2020) and the Darlington Green Infrastructure Strategy (2013-2026) .

1.5 Duty to Co-operate

- 1.5.1** The National Planning Practice Guidance (NPPG) states that co-operation should produce effective policies on cross-boundary strategic matters. The Council considers that the duty to co-operate affects Darlington in the following ways:
- Working with neighbouring authorities to identify and address strategic cross-boundary issues.
 - Developing an evidence base to support the preparation of the Local Plan.
 - Working with other public and private sector bodies, along with utility and infrastructure providers.
- 1.5.2** The full list of bodies included within the Duty to Co-operate is specified in the Town and Country Planning (Local Planning) (England) Regulations 2012.
- 1.5.3** A full statement of the actions taken by the Council under the Duty to Co-operate will be published alongside the Proposed Submission Local Plan.

1 INTRODUCTION

1.6 Health and Wellbeing

- 1.6.1** There is an increasing body of evidence linking the quality of the built and natural environment with health and wellbeing outcomes. Access to greenspace, social infrastructure, active travel choices and the availability of local goods and services are all key determinants of both mental and physical health. The links between planning, the environment and health are being explored by a number of bodies including the NHS, Public Health England (PHE), Department for Environment, Food and Rural Affairs (Defra), Local Nature Partnerships and voluntary and community organisations. Both the Royal Town Planning Institute (RTPI) and the Town and Country Planning Association (TCPA) have been actively involved in developing guidance to inform Local Plans and decision making and there is a high degree of commonality between approaches. In the context of an ageing population and lifestyle related disease the importance of planning for health is clear, and the Darlington Local Plan seeks to integrate best practice approaches.
- 1.6.2** Since 2016 Darlington has been an NHS Healthy New Towns pilot site alongside nine others across England. This pilot allowed the sharing of best practice and access to research and development across a number of areas including green infrastructure, design, sustainable transport, placemaking and the public realm. The evidence bases and learning gained through this programme has informed policy development across the Plan. In addition to this, throughout 2017, many of the principles were tested with local stakeholders and developers to ensure that the principles and objectives of the emerging design principles and masterplans were aspirational, realistic and deliverable.
- 1.6.3** Within the Local Plan the six Darlington Healthy New Towns Design Principles (detailed below) have informed the suite of policies, with a particular emphasis on design, green infrastructure and the strategic allocations to meet the ambition to create a Local Plan that secures better health and wellbeing outcomes for all.

Darlington Healthy New Towns Design Principles

- Social Infrastructure
- Economy
- Transport and Movement
- Place Making
- Green Infrastructure
- Healthy Food Choices

1.7 Neighbourhood Planning

- 1.7.1** The Localism Act 2011 gave local communities the power to help decide where development should go and the type and design of development, by preparing neighbourhood plans for their areas. They can be prepared by Town or Parish Councils, or in areas without a parish by Neighbourhood Forums. The Act requires the Borough Council to support work on neighbourhood plans.
- 1.7.2** Neighbourhood plans must be in general conformity with strategic policies included in the Local Plan. Once made, they become part of the statutory development plan.

1.8 Viability and Deliverability

- 1.8.1** Nationally, planning policy highlights the importance of ensuring plans are deliverable. It states that policies and standards should not put implementation of schemes at serious risk⁽¹⁾. The National Planning Policy Framework (NPPF)⁽²⁾ also states that: "...sites... identified in the plan should not be

1 NPPF para 174
2 NPPF para 173

INTRODUCTION 1

subject to such a scale of obligations and policy burdens that their ability to be developed viably is threatened". National policy highlights the need for local authorities to take account of changes in market conditions over time and notes there is a degree of flexibility required within the planning policy framework, to prevent planned development being stalled.

- 1.8.2** In negotiating planning conditions, the overall sustainability of schemes is paramount and as outlined in national policy, these considerations will inform any negotiations on planning conditions and planning obligations.

2 VISIONS, AIMS AND OBJECTIVES

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Local Plan Vision

- 2.0.1** The Vision for the Local Plan, set out below, reflects comments made during the Strategic Issues and Scoping consultation process and sets out what the Plan is seeking to achieve.

'In 2036, Darlington Borough will have maintained its identity as a cohesive historic market town situated amongst countryside and villages, whilst developing its reputation for ingenuity and its status as an economic driver in the Tees Valley. Its coherent community, natural and historic environment will continue to be cherished protected and celebrated. The opportunities available in Darlington and its links with other centres will make the Borough an attractive place for both residential and commercial investment, with the Borough's needs for housing, jobs and other development being met, supported by new and improved infrastructure and community facilities. Together with excellent national and regional connectivity and accessibility, these characteristics will mean Darlington continues to thrive and be a great place to live, work and invest.'

- 2.0.2** The following Aims and Objectives will provide the link between the Vision and the spatial strategy. They represent a translation of the Vision into specific themes and what this will mean for place making in the Darlington context if it is to be successful.

Overarching Aims

- Deliver sustainable development to meet the Borough's needs through a cohesive plan which makes the best use of land and resources.
- Protect and enhance the quality of Darlington's built, natural and historic environment, and to use it positively to create great places.
- Deliver new development that is capable of facilitating local or strategic infrastructure.
- Contribute to the satisfaction, fulfilment, health and wellbeing of the population of the Borough.

Specific Aims and Objectives

1. Facilitating Economic Growth – facilitate sustainable economic growth of 6,000 new jobs within the borough.

To achieve this Aim, our Objectives are:

- a. Create the conditions to attract and retain investment, with a range and continuous supply of employment development opportunities in sustainable locations.
- b. Provide a choice and range of sites capable of delivering this growth. These will include established areas of existing economic development but also be flexible enough to be responsive to accommodate growth industries or the changing needs of established sectors.
- c. Support clusters of economic activity in the context of the Tees valley Strategic Economic Plan and the Council's Economic Strategy.
- d. Promote Darlington Town Centre as the main location for shopping, leisure, culture and employment and strengthen its role as a regional centre for such activities.

VISIONS, AIMS AND OBJECTIVES 2

- e. Diversify the rural economy to support businesses and existing communities whilst also protecting the boroughs valued open countryside.
- f. Facilitate the delivery of strategic infrastructure that supports economic growth, including the supply of appropriate housing.

2. Meeting Housing Needs – enable the development of at least 10,000 new homes in order to meet the housing needs and aspirations of those living and working in the borough.

To achieve this Aim, our Objectives are:

- a. Maintain a supply of land for new housing developments that meets the needs of the growing number of households.
- b. Achieve and maintain a 5 year supply of housing land.
- c. Provide a range of housing products providing types and tenures of homes suitable for all people, including people who are unable to access housing on the open market and for the boroughs aging population.
- d. To have a portfolio of sites of different sizes, different housing products and delivery rates for the short, medium and long term.

3. A Well Connected Borough – to capitalise on Darlington’s excellent existing connections to the national strategic transport network and seek improvements to regional connectivity across the borough. New development that supports delivery of key infrastructure and a sustainable pattern for growth will be supported.

In order to deliver this Aim we have the following Objectives:

- a. Ensure that new development is in places where it will be reasonably accessible by public transport, cycling and walking.
- b. Maintain and improve transport links between communities within the borough and further afield.
- c. Support development that enhances regionally and nationally important transport links including those offered by Darlington Station, Durham Tees Valley Airport, Teesport and the Strategic Road Network.
- d. To improve the local highway network by managing out strategic highway demands.
- e. Delivery of communication infrastructure, including broadband, to enhance business and social interaction.

4. Create Cohesive, Proud & Healthy Communities – create and support cohesive communities through good place-making to achieve lively, well located and distinctive places with an increased sense of civic pride.

To achieve this Aim, our Objectives are;

- a. Protect, maintain and enhance Darlington’s identity as a historic market town, set amongst countryside and surrounding villages with strong links to Railway, Quaker and Industrial heritage.
- b. Maintain a vibrant, attractive and safe market town centre that embraces its historic character whilst functioning as a modern centre offering retail, culture, leisure, tourism and employment opportunities.

2 VISIONS, AIMS AND OBJECTIVES

- c. Secure provision of necessary infrastructure to support growth including improvements to existing services.
- d. Ensure convenient access to local goods and services.
- e. Ensure residents have reasonable access to education facilities within the borough and where necessary developers should contribute to the provision of education facilities in sustainable locations.
- f. Improve access to green spaces for leisure and recreation.
- g. To build healthier homes and environments that support independence at all stages of life.
- h. Tackle unhealthy environments by creating walkable neighbourhoods, delivering improved infrastructure for safe, active travel and more accessible public transport.
- i. Create connected neighbourhoods, with local social infrastructure and inclusive public spaces that enable people of all ages and abilities from all backgrounds to develop strong communities.
- j. Create healthy workplaces, schools and leisure facilities that make the most of opportunities to encourage physical activity, healthy eating and positive mental health and wellbeing.

5. Protect and Enhance the Countryside and Natural Environment – maintain and enhance the biodiversity, character and appearance of the countryside and wildlife habitats.

In order to achieve this Aim, our Objectives are;

- a. Development within and around existing urban areas will be expected to protect, and add to, the boroughs rich and accessible existing Green Infrastructure network.
- b. Improve the amount of quality accessible greenspace where deficiencies in provision are identified.
- c. Protect and enhance bio-diversity across the Borough.
- d. Mitigate flood risks through environmental and ecological improvement of the River Skerne and River Tees.

6. Responding to Climate Change and Reducing Energy Consumption – support the continued move towards a low carbon community by encouraging efficient use of resources, good design and well located development, whilst increasing resilience to impacts from climate change.

In order to achieve this Aim, our Objectives are:

- a. Manage flood risk from all sources.
- b. Maximise opportunities to generate and use renewable energy in all developments.
- c. Encourage energy and water efficient design in new development.
- d. Locate development in areas not susceptible to flooding and encourage flood resilient design where necessary.

VISIONS, AIMS AND OBJECTIVES 2

2.1 Sustainability Appraisal and Habitats Regulations Assessment

- 2.1.1** The Local Plan must be subject to ongoing Sustainability Appraisal (SA) throughout its preparation, including specific consideration of environmental, health, equalities and rural impacts. This seeks to identify the likely impacts and how they might be addressed to ensure the effectiveness of this document in achieving economic, social and environmental goals. The SA has been used in a proactive way to help shape emerging themes, objectives and actions. The SA report will be published alongside the Draft Local Plan.
- 2.1.2** Alongside the SA a Habitats Regulations Assessment (HRA) is being prepared. The purpose of the HRA is to identify whether the proposed policies set out within the Local Plan, either alone or in combination with other plans and projects, are likely to have an adverse effect on the integrity of any Natura 2000 Sites. The requirement to carry out this assessment is set out within the Conservation of Habitats and Species Regulations. The HRA report will be published alongside the Publication Local Plan.

3 SUSTAINABLE DEVELOPMENT

3 SUSTAINABLE DEVELOPMENT

3.1 Presumption in Favour of Sustainable Development

- 3.1.1** The NPPF requires policies in local plans to follow the approach of the presumption in favour of sustainable development so that it is clear that development which is sustainable can be approved without delay.
- 3.1.2** Policy SD 1 will help to ensure that decisions are made in line with the presumption in favour of sustainable development.

Policy SD 1

Presumption in Favour of Sustainable Development

A positive approach to considering development proposals will be taken that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework. Where appropriate, the Council will work proactively with applicants to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the Darlington Borough.

Planning applications that accord with the policies in the Darlington Local Plan (including, where relevant, with policies in neighbourhood plans) will be approved without delay, unless material considerations indicate otherwise. Proposed development that conflicts with the development plan will be refused, unless other material considerations indicate otherwise.

Where there are no policies relevant to the application or relevant policies are out of date at a time of making the decision then permission will be granted unless material considerations indicate otherwise – taking into account whether:

- any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework taken as a whole, or
- Specific policies in that Framework indicate that development should be restricted.

This policy will be implemented and monitored by making and reviewing decisions on planning applications.

THE SETTLEMENT HIERARCHY 4

4 THE SETTLEMENT HIERARCHY

- 4.0.1** There is a need to make clear 'spatial' choices for the distribution of new development across the Local Plan area, thereby reflecting and supporting the specific roles and functions of different communities, helping “place-shaping” and ensuring that they are linked by sustainable patterns of transport. Failure to respect the scale and function of places can lead to inappropriate development and result in unsustainable patterns of transportation, loss of environmental quality and local character, reduced economic prosperity and be a barrier to social inclusion and the creation of balanced communities.

Policy SH 1

Settlement Hierarchy

The broad distribution of development in the Local Plan area will be shaped by the role and function of places, based on the following hierarchy of settlements:

- a. Darlington Urban Area;
- b. Service Villages: Heighington, Hurworth and Middleton St George;
- c. Rural Villages: All other villages with defined Development Limits.

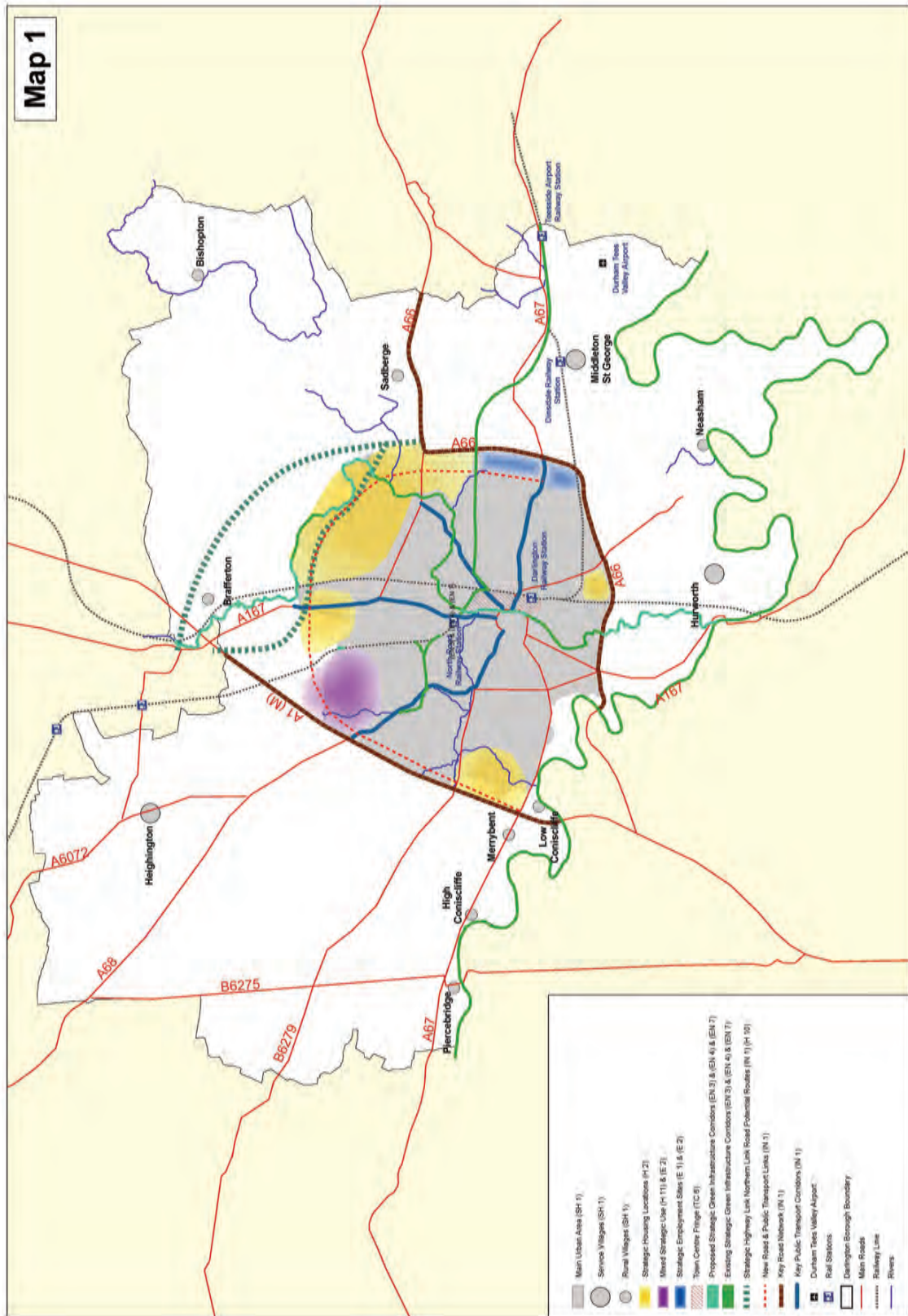
In meeting the objectives for each level of the settlement hierarchy, development should not compromise the ability to meet the objectives for other tiers in the hierarchy.

Only those places with defined Development Limits are classified as settlements for the purposes of this Policy. All areas outside the Development Limits are to be regarded as ‘countryside’. The Development Limits are defined on the Policies Map.

- 4.0.2** The Key Diagram shown overleaf identifies the key strategic locations for development.

4 THE SETTLEMENT HIERARCHY

Figure 4.1



THE SETTLEMENT HIERARCHY 4

- 4.0.3** Darlington has excellent national and international transport links, by rail (East Coast Main Line), road (A1) and air (Durham Tees Valley Airport). Its 'gateway' location, accessibility and attractive environment make it perfectly placed within North East England and the Tees Valley to attract investment and economic activity that might not otherwise come to the region or sub-region. It is a key centre within the Tees Valley City Region, with potential to contribute significantly to regional economic growth across a range of sectors.
- 4.0.4** Darlington is an important location for employment development, a subregional centre for retail and leisure uses, and a strategic public transport hub. The town centre provides employment, shops and services for large parts of North Yorkshire and south and west Durham and the western part of the Tees Valley, and is the third largest shopping centre in North East England ⁽³⁾. The Borough provides housing to meet the needs of local people and many of those who work in the town, and also helps to meet some of the housing needs of a wider area, particularly those arising from higher income people working across the Tees Valley.
- 4.0.5** New land will be required for the employment, services, infrastructure and new housing associated with population and economic growth. Priority will be given to land and buildings in accessible and sustainable locations, where these can accommodate the specific needs of the developments proposed, and where this does not prejudice heritage or nature conservation, or impinge on land protected for recreational purposes.
- 4.0.6** The town centre will continue to be the primary retail centre in the Borough. It will be enhanced and safeguarded as such, and will be expected to accommodate additional retailing for much of the plan period. The Council accepts that the face of retailing is changing and the roles of town centres need to change to reflect that, with a more flexible approach to uses within the high street including encouraging people to live in town centres. The town centre will also continue to be a key location and first priority for office development and other town centre uses, including an office-led scheme on previously developed land in the Beaumont Street/Feethams area.
- 4.0.7** New development and regeneration in the Town Centre Fringe will be key to delivering the vision for Darlington over the medium to longer term. The area is critical to improving links between the town centre, Central Park and the main railway station, which are all close by. It provides opportunities for new employment, leisure/cultural, recreation and housing in a highly accessible location, and for local pockets of deprivation, poor housing and environmental quality to be tackled comprehensively. Development will have to take into account constraints (such as flood risk) which will shape the eventual pattern of redevelopment there.
- 4.0.8** In selecting the broad locations for new housing development, the urban fringe has been identified as the most sustainable, suitable, available and developable, provided that appropriate community infrastructure and sustainable transport provision is made and potential adverse impacts of development there are mitigated.
- 4.0.9** The Borough's villages and countryside are an integral part of what makes Darlington an attractive place to live. Their vitality and viability need to be safeguarded and strengthened, whether it be by retaining services or supporting new development, such as affordable housing, that help to maintain sustainable communities. The larger villages Heighington, Hurworth/Hurworth Place and Middleton St George have a range of service which means they are well placed to accommodate some development which would assist in providing for a range of sites within the Borough.

4 THE SETTLEMENT HIERARCHY

Statement 1

Service Villages

Heighington, Hurworth/Hurworth Place and Middleton St George will be maintained as villages that offer a range of facilities and services, where a level of development will meet local needs and facilitate the economic diversification of rural areas. Development should safeguard and reinforce the distinctive character of each settlement and not detract from their landscape setting.

- 4.0.10** Service Villages are those that provide a core set of essential services for local communities. They must contain a school, village/community hall, and convenience store. It is also essential that they are well connected to higher service centres (towns) by public transport.
- 4.0.11** Given that the Service Villages are shown to contain essential facilities and services, they are considered to be locations where development opportunities may be acceptable. As centres for activity in the rural area, Service Villages can also play a role in providing small-scale employment opportunities outside of the traditional rural industries. Developments that enhance this role should be supported.

Statement 2

Rural Villages

Bishopton, Brafferton, High Conniscliffe, Low Conniscliffe, Merrybent Neasham, Piercebridge, Sadberge

The character of the Rural Villages, including their relationship to and setting within the surrounding countryside, will be protected and where possible enhanced. Development in these villages will make efficient and sustainable use of existing buildings and infill opportunities. On the edges of Rural Villages, housing development will meet clearly identified local needs, recognising that an element of open market housing may be required to deliver essential affordable units.

- 4.0.12** The Rural Villages are generally of a very small scale and offer limited, and in some cases no, service provision. Sustainable development opportunities within the defined Development Limits of these villages will be supported, including infill development and the conversion of existing buildings. New housing development on the edge of Rural Villages (outside the defined Development Limits) will be to meet local and other functional needs, i.e. through the delivery of 'exceptions sites' (affordable housing schemes), allowing for an element of open market housing where this helps the viability and deliverability of an exceptions site as a whole. Housing development that meets a functional need includes that which provides essential accommodation for those involved in land management or other countryside activities. The development of new services will be supported; however, the growth of Rural Villages as a sole means of generating additional demand for services will not be supported where such growth would have an adverse impact on the character of the village, or on the viability of a service in a nearby village.

DESIGN AND CONSTRUCTION 5

5 DESIGN AND CONSTRUCTION**5.1 Sustainable Design Principles**

- 5.1.1** The National Planning Policy Framework (NPPF) states that “Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people”. One of the overarching aims of this Local Plan is to ‘create great places’ in which to live, work and invest - the key to achieving this is through promoting good design principles. New buildings and public spaces should reflect these principles and seek to enhance the local character and distinctiveness of the area, whilst also reducing energy consumption and carbon emissions.

Policy DC 1**Sustainable Design Principles**

Good design will be expected in order to create attractive and desirable places where people want to live, work and invest, and to reduce carbon emissions from development. All development will be required to meet the following principles of good design by demonstrating;

- a. that an analysis of the constraints and opportunities of the site and the function of development has informed the principles of design, including;
 - i. that the proposal reflects the local environment and creates an individual sense of place with distinctive character;
 - ii. that the detailed design responds positively to the local context, in terms of its scale, form, height, layout, materials, colouring, fenestration and architectural detailing; and
 - iii. that the proposal has taken account of the need to safeguard or enhance important views and vistas.
- b. that the layout, orientation and design of buildings (where these factors are not otherwise constrained) helps to reduce the need for energy consumption, and how buildings have been made energy efficient thereby reducing carbon emissions from development;
- c. that the proposal provides suitable and safe vehicular access and suitable servicing and parking arrangements in accordance with Policy IN 4;
- d. that any elements of public realm have been designed to reinforce or complement the distinctive character of the local area and to ensure that they are attractive, safe, accessible and well connected to their surroundings, including through the provision of walking and cycling routes to and within the development to encourage their use;
- e. that any associated landscaping scheme has been developed to enhance both the natural and built environment, retaining existing features of interest where possible.

Proposals will be permitted where it can be demonstrated that the principles of good design have been followed. In meeting the above, reference should be made to the Borough Council's relevant design guidance documents.

5 DESIGN AND CONSTRUCTION

Design Fundamentals

- 5.1.2** Design is not just about the architecture or style of a building. It is also about the spaces in and around the development, the quality of the relationships between the development and surrounding areas and the appropriateness of the function of the building in its context. Darlington is experiencing ongoing change and good design which improves the quality of the built environment, its public spaces, its heritage and local distinctiveness, and which will contribute to the community's quality of life helping to create a 'sense of place'.
- 5.1.3** Developers will be required to carry out contextual site surveys, which should be used to inform the design concept. Applicants should be able to demonstrate how good design principles have been applied in terms of influencing the function, scale, detailing and character of development in addition to the materials used in construction and the quality of the public realm. Innovative design solutions will be encouraged where appropriate within the context of the other policy provisions within this plan.
- 5.1.4** Housing developments have in recent decades been criticised for their uniform and standardised appearance. In order to avoid creating homogeneous and sterile neighbourhoods, developers will be required to incorporate a mix of property types of a varying scale, utilising a range of complementary materials wherever possible. Similarly, the layout of development should encourage integration with surrounding areas and not be inward facing.
- 5.1.5** Proposals for the extension or alteration of existing buildings should respect the character and scale of the original building, drawing reference from the materials and detailing used in the original building and ensuring that the original building remains the principal feature of development. However, it is recognised that the use of alternative materials and detailing in extensions and alterations can, in some cases, enhance the character of an existing building and / or the surrounding area. The Local Planning Authority will encourage contemporary and innovative design solutions that enhance local character. For extensions and alterations to residential properties, proposals will be required to accord with the appropriate design guidance.
- 5.1.6** Access and parking are dealt with elsewhere in the plan in Policy IN 2 and Policy IN 4 however they also have design considerations so policies should be considered in tandem.
- 5.1.7** Physical Infrastructure, such as utilities and telecommunications including broadband provision, also need to be included in the design for new developments and are covered in the plan under the physical infrastructure section.

Energy Efficient Design

- 5.1.8** Minimising the impact of and increasing resilience to the effects of climate change is an objective of the Local Plan. Mitigating climate change is about ensuring that the design and construction of new development (external fabric and structure) and the layout of internal and outdoor space minimises carbon emissions. Whereas, increasing resilience to climate change is about ensuring that buildings can still function effectively in the future when the climate is expected to be different. Mitigation and resilience measures are complementary, they should be integrated into the design of new development.
- 5.1.9** The layout, orientation and design of buildings can reduce the need for energy consumption by maximising the potential to secure the benefits energy provides, e.g. heating, lighting and cooling, through alternative means. Design features such as south facing windows can allow for heat and light from the sun to be captured passively, whilst roof overhangs can provide natural shading, thereby reducing the need for cooling systems. Where layout, orientation and design is not constrained or dictated by other factors, i.e. by the character of the surrounding area or the juxtaposition of adjacent buildings, applicants will be required to demonstrate how the design of the development has reduced the need for energy consumption.

DESIGN AND CONSTRUCTION 5

5.1.10 A significant reduction in carbon emissions can be achieved by ensuring that buildings use energy more efficiently. By incorporating higher standards of insulation and using combined heat and power systems in buildings, occupiers can get more out of each unit of fuel that they use. Energy efficiency is currently promoted by, and measured against, Part L of the Building Regulations. The regulations were amended in 2010 to reflect improved standards for carbon emission reduction that were then set within the Code for Sustainable Homes. Although the Code is being phased out as part of the Government's wider review of housing standards, and while the national target of 'net zero CO2 emissions' from 2016 has been scrapped, energy efficiency standards will continue to be promoted through Building Regulations. These standards will be updated over the coming years to further improve the energy efficiency of new homes on an ongoing basis.

Public Realm

5.1.11 'Public realm' refers to the publicly accessible areas between buildings; the streets, paths, squares and parks that people use and move through on a day-to-day basis. Ensuring a high-quality, safe and accessible public realm is an essential part of creating environments that people want to live, work and invest in.

5.1.12 Developers will be required to demonstrate a clear and understandable relationship between the design of the public realm and the surrounding built and natural environment, building upon local character and distinctiveness and reinforcing the sense of place.

5.1.13 The public realm should be accessible to all members of the community and maximise opportunities for walking and cycling within, to and from development. Within larger developments the public realm should also be considered as a wider network of publicly accessible spaces, which should be linked together in order to create sustainable and 'walkable' neighbourhoods.

5.1.14 The design of the public realm can help to promote safe communities by limiting the opportunities for crime and anti-social behavior to take place. To this end, where appropriate, new development proposals will be required to demonstrate the appropriate application of 'Crime Prevention through Environmental Design' and 'Secured by Design' principles, which look at the following aspects of development as a means of creating safe environments:

- environmental quality;
- natural surveillance;
- access and footpaths;
- green infrastructure provision; and
- lighting.

5.2 Health and Wellbeing

5.2.1 Helping to reduce health inequalities is a key local policy objective and providing accessible local healthcare facilities can improve the quality of life and well-being of residents in the borough. Darlington's Sustainable Community Strategy⁽⁴⁾ has two key aims directly relating to health and wellbeing. Firstly, to encourage people to be more physically active to improve health; and encouraging people to feel part of their community. Secondly there is an aim to help older people to stay independent and in their own homes for as long as possible.

5.2.2 Darlington has a network of primary and community care facilities, such as GP surgeries, dentists, as well as mental health and acute hospital facilities at West Park and Darlington Memorial Hospital respectively; both of these latter two are expected to continue to offer accessible healthcare from their existing sites. There is also a private hospital at Morton Park, and a private mental health facility at the Durham Tees Valley Airport site.

5 DESIGN AND CONSTRUCTION

- 5.2.3** Many factors influence our health, including the lifestyles we lead, the environment we live in and the opportunities we have to exercise and access health facilities. A wider sense of wellbeing is influenced by a variety of factors such as opportunities for work and recreation, attractive environments, personal relationships and feelings of safety and community.
- 5.2.4** The link between planning and health has been set out in the NPPF and NPPG. The government's public health strategy 'Healthy lives, healthy people',⁽⁵⁾ explicitly recognises that *"health considerations are an important part of planning policy"*. Health and wellbeing is a cross cutting theme, policies on inclusive design, green space, transport and housing in other chapters will play a key role in reducing health inequalities and encouraging healthy lifestyle choices.
- 5.2.5** Healthy New Towns is an NHS England sponsored programme which is about building healthy communities. Darlington is one of 10 sites selected nationally to take part in this programme. Darlington's Healthy New Towns project has focused on an area including Red Hall, Burdon Hill and Lingfield Point - collectively known as the Eastern Growth Zone. It includes some new development and some refurbishment of existing homes.
- 5.2.6** The Eastern Growth Zone in Darlington was chosen due to the economic and housing development opportunities the area presented but along with some significant challenges in terms of health inequalities compared to the rest of Darlington. These include:
- High premature mortality rates;
 - Higher worklessness than other areas of Darlington;
 - Significantly high emergency hospital admissions;
 - A significantly high number of residents with a life-limiting condition.

There is a number of cross-cutting aims from the Healthy New Towns project that would be supported through development during the plan period including:

- Building of homes that assist citizens to stay informed, live healthily and maintain independence;
- Use the built environment & public realm as a health improvement tool that:
 - encourages healthier lifestyle choices and exercise;
 - aids connections within and between communities, social cohesion and sense of community;
 - harnesses natural benefits of green and blue space;
 - improves access to employment opportunities and employability.

Policy DC 2

Health and Wellbeing

Development that supports improvements to health and wellbeing in Darlington will be supported. In order to achieve this the council will:

- a. work with the NHS to reduce health inequalities in the areas with poorest health;

DESIGN AND CONSTRUCTION 5

- b. protect existing facilities, where possible, and support the provision of new or improved health facilities in sustainable locations;
- c. support the integration of community facilities and services, i.e. health, education, cultural and leisure in multi-purpose buildings;
- d. develop neighbourhoods and centres that:-
 - are safe and attractive, and easily accessible on foot or by bicycle;
 - have a strong sense of place which encourages social interaction;
 - integrate dementia friendly design principles, including benches and landmark features;
 - provide access to a range of facilities including transport, health and sport and leisure facilities;
 - are designed to promote physical activity, through the arrangement of buildings and uses, access to open space and landscaping, and the provision of facilities to support walking.
- e. promote improvements and enhance accessibility to the borough's greenspaces and green infrastructure corridors;
- f. improve air and water quality, and reduce noise within the main urban area;
- g. ensure development does not have an adverse impact on the environment or residential amenity through air, noise/vibration, soil, surface and groundwater pollution;
- h. require, in the case of development of 100 or more homes, the submission of a Health Impact Assessment (HIA)⁽⁶⁾ as part of the application to explain how health considerations have informed the design.

Comprehensive planning of land for development at strategic development sites of Skerningham, Greater Faverdale and Coniscliffe Park will be required to include for the possibility of new primary care as appropriate (see Policies H 10 and H 11).

5.2.7 Population growth and an ageing population are placing pressure on primary healthcare facilities in Darlington. Population projections indicate an overall population increase of around 12,000 people between 2016 and 2036⁽⁷⁾, which is around 3000 extra patients in every five year period. However the over 65 population, which places a higher demand on services, is projected to increase from 21,000 in 2016 to 31,000 by 2026. ##### These figures suggest that if a property based approach is followed, one additional consulting room will be needed every ## years, and a further ### consulting / treatment spaces to specifically support the needs of an ageing population, by 2036 - **Update awaited from Darlington CCG#####.**

5.2.8 Types and levels of health issues vary considerably across Darlington and spatial planning has a role in meeting health needs throughout the borough. The reasons for these variations are complex and are likely to include both disparities in health need and demand for health services. Health inequalities in Darlington are apparent with the most deprived areas tending to experience the poorest health.

6 to be undertaken in line with Department of Health and Social Care, Health Impact Assessment Tools <https://www.gov.uk/government/publications/health-impact-assessment-tools>

7 Darlington Strategic Housing Market Assessment 2017

5 DESIGN AND CONSTRUCTION

- 5.2.9** Darlington Borough Council and Darlington CCG work together to identify the key priorities of the borough's residents through Joint Strategic Needs Assessment (JSNA)⁽⁸⁾. The JSNA data highlights the health needs and current trends in the borough in order to further understand and address the existing inequalities. Darlington CCG and its partners recognise the challenges facing the borough in terms of addressing health inequalities and improving health outcomes.
- 5.2.10** The focus of future land and facility requirements will be on ensuring there is adequate primary care provision in the borough to meet local needs. The council will support the provision of additional health facilities and will work with Darlington CCG and other service providers to ensure the borough has a necessary supply and distribution of accessible premises to meet health care needs. Further information on health infrastructure will be set out in the Infrastructure Delivery Plan.
- 5.2.11** During the plan period a significant proportion of new housing is proposed in north, west and eastern fringes of Darlington. This development would generate additional needs for primary health care. Some GP practices near to these areas are already experiencing pressure on patient lists. Most general practices in Darlington encompass the entire township within their practice boundary and therefore patient choice will play a part in determining which practices have increases in patient numbers. Any additional capacity which is created in general practice will need to reflect patterns of patient choice.
- 5.2.12** Strategic sites include a requirement for land of appropriate configuration to accommodate community infrastructure to be reserved in a masterplan. These requirements will facilitate the delivery of additional health care provision, in accessible locations within housing growth areas, if funding is made available within the Plan period.

5.3 Safeguarding Amenity

- 5.3.1** A core function of planning is to ensure a good standard of amenity for all existing and future occupants of all types of land and buildings, particularly residential properties. Without appropriate controls, new development could result in unacceptable living environments for its occupants, reduce the quality of life for the occupants of neighbouring buildings, and result in poor quality neighbourhoods overall. It is also an overarching aim of the Local Plan to improve the quality of life for those living in the Borough (Section 2 - Visions, Aims and Objectives), and to ensure that employment sites remain attractive, by not being unduly constrained by neighbouring uses.

Policy DC 3

Safeguarding Amenity

New development should be sited, designed and laid out to protect the amenity of existing users of neighbouring land and buildings and the amenity of the intended users of the new development. Where proposed new development is suitably located, it should also be acceptable in terms of:

Form of built development

- a. Privacy and overlooking;
- b. Access to sunlight and daylight;
- c. Visual dominance and overbearing effects of a development;
- d. The relationship of proposed and existing habitable rooms, windows and outdoor living spaces . Guidance on separation distances between residential developments is provided in the adopted Design of New Development SPD.

DESIGN AND CONSTRUCTION 5

Use of land and buildings, including traffic movements and hours of operation

- e. Noise and disturbance;
- f. Artificial lighting;
- g. Vibration;
- h. Unpleasant emissions from odour, fumes, smoke, dust, etc; and
- i. Commercial waste.

Proposals which would result in excessive movements of HGVs on residential roads will not be permitted.

Where an otherwise acceptable development could change its character to a use that would have a greater impact on amenity without needing planning permission, conditions will be applied to control such changes.

- 5.3.2** The Local Plan aims to deliver significant new development, mostly within the existing urban area of Darlington. The mix, density and concentration of uses needs to be planned well at the detailed level to avoid conflicts between uses, where segregation is not provided by land allocations.
- 5.3.3** The aspects of amenity taken into consideration through the planning process are:
- Privacy and overlooking;
 - Access to sunlight and daylight;
 - Visual dominance and overbearing effects of a development;
 - Noise and disturbance (including that caused by traffic);
 - Artificial lighting;
 - Vibration;
 - Unpleasant emissions of odour, fumes, smoke, dust, etc., and
 - Commercial waste.
- 5.3.4** Conflicts between neighbouring developments can generally be avoided by careful design, siting and orientation of buildings and spaces, paying particular attention to those aspects which are most likely to cause issues, e.g. car parks, bin stores and noisy equipment, and which are most sensitive to their effects, e.g. children's play areas, outdoor spaces or habitable rooms. Planning conditions can also be used to deal with matters such as the installation of extraction systems, hours of operation, or preventing a development from changing its character in a detrimental way.
- 5.3.5** This policy applies equally to amenity levels within new and existing residential developments. For instance, proposals should avoid locating living rooms, bathrooms and kitchens next to, above, or below neighbouring bedrooms of attached properties or any proposed.
- 5.3.6** Other policies in this document deal specifically with uses which often have particular amenity impacts including; new employment uses (Policy E 2), new housing (Policy H 2), rural employment (Policy E 4) and the Town Centre (Policy TC 1) and these should be read in conjunction with this policy where they apply.

5 DESIGN AND CONSTRUCTION

- 5.3.7** Note that this policy only applies to the end result of developments. The amenity impacts of the construction process should be dealt with through other mechanisms such as the Environmental Protection Act 1990 and other relevant legislation.
- 5.3.8** Certain development is permitted under national 'permitted development' rights'. In such circumstances, impact on amenity is not a consideration as development of this scale is deemed to be minor in scale. Where there is clear justification to do so, permitted development rights may be removed to protect local amenity or the wellbeing of the area.

5.4 Flood Risk and Sustainable Drainage Systems

Policy DC 4

Flood Risk & Sustainable Drainage Systems (SUDS)

New development will be focused in areas of low flood risk (Flood Zone 1) as identified by the Borough's Strategic Flood Risk Assessment (2018) or most recent assessment. In considering development on sites in higher flood risk areas, the Sequential and Exception Tests must be passed and the sequential approach applied on site. Site specific flood risk assessments will be required in accordance with national policy.

All development proposals will be expected to be designed to mitigate and adapt to climate change. They will be designed to ensure:

- a. they will be safe over the lifetime of the development;
- b. flood risk is not increased elsewhere and will where possible, reduce flood risk overall;
- c. opportunities are taken to mitigate flooding elsewhere;
- d. full separation of foul and surface water flows;
- e. Sustainable Drainage Systems (SuDS) are prioritised; and
- f. SuDS accord with the Tees Valley Authorities Local Standards for Sustainable Drainage (2015) and national standards.

The incorporation of SuDS should be integral to the design process. Priority should be given to natural drainage features and integrated with green infrastructure. Where SuDS are provided arrangements must be made for their whole life management and maintenance.

Surface water run-off must be discharged to one or more of the following, listed in order of priority:

1. discharged into the ground (infiltration); or where not reasonably practicable;
2. discharged to a surface water body; or where not reasonably practicable;
3. discharged to a surface water sewer, highway drain or another drainage system; or where not reasonably practicable
4. discharge to a combined sewer.

Disposal to combined sewers should be the last resort once all methods have been investigated.

For developments which were previously developed, the peak runoff rate from the development to any drain, sewer or surface water body for the 1-in-1 year rainfall event and the 1-in-100 year rainfall event should be as close as reasonably practicable to the greenfield runoff rate from the development for the

DESIGN AND CONSTRUCTION 5

same rainfall event, but should never exceed the rate of discharge from the development prior to redevelopment for that event. For greenfield developments, the peak runoff rate from the development to any highway drain, sewer or surface water body for the 1-in-1 year rainfall event and the 1-in-100 year rainfall event should never exceed the peak greenfield runoff rate for the same event.

Major developments (development of 10 or more dwellings and other developments with a floor space of 1,000m² or more) will be required to submit a drainage plan to show the site drainage can be adequately dealt with. The proposed drainage scheme should incorporate SuDS unless it can be demonstrated that it would be inappropriate.

The drainage system must be designed and constructed so surface water discharged does not adversely impact the water quality of receiving water bodies, both during construction and when operational. New development should seek to improve water quality where possible, as well as maintaining and enhancing the biodiversity and habitat of watercourses.

Within critical drainage areas or other areas identified as having particular flood risk issues the Council may:

- a. Support reduced run-off rates.
- b. Seek contributions, where appropriate, towards off-site enhancements directly related to flow paths from the development, to provide increased flood risk benefits to the site and surrounding areas.

- 5.4.1** The NPPF outlines that the planning system plays a key role in the mitigation and adaptation to climate change, including the management of water and flood risk. It goes on to state that inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at high risk, but where development is necessary, making it safe without increasing flood risk elsewhere. Reducing and mitigating flood risk is an important issue for planning particularly as the effects of climate change are being realised. When addressing flood risk it is important to consider all sources of flooding which include fluvial, surface water, sewer and groundwater flooding.
- 5.4.2** As required by national policy, Local Plans should apply a sequential approach to the location of development to avoid where possible flood risk to people and property. Development should not be allocated or permitted if there are reasonably available sites appropriate for the proposed development in areas with a lower probability of flooding. Any proposal that involves development within an area of risk would require the exception test to be applied and passed if appropriate. The proposal would have to demonstrate wider sustainability benefits which outweigh the flood risk and also demonstrate that the development will be safe for its lifetime without increasing flood risk elsewhere.
- 5.4.3** The Local Plan has been informed by the Darlington Strategic Flood Risk Assessment (2018) which is the basis for the sequential test and identifies areas at risk of flooding from all sources, now and in the future, taking into account the impacts of climate change. This assessment has informed the allocation of sites in the Local Plan and should be taken into account when considering future development proposals, along with catchment flood management plans, surface water management plans and related flood defence plans and strategies.
- 5.4.4** Policy DC 4 seeks to direct new development to areas at lowest risk of flooding in accordance with the sequential test. If it is not possible to direct development to low risk areas, then the exception test must be applied as outlined.
- 5.4.5** Flooding from surface water occurs during extreme rainfall, storms and when heavy snow melts, when the ground or rivers cannot absorb all the surface water or when rainwater rapidly flows into the public sewerage and drainage system, causing overloading and back-up of water to the surface. It is more of a risk in the older built up parts of the Borough with traditional drainage, such as the Town Centre Fringe, and low lying parts of the Borough.

5 DESIGN AND CONSTRUCTION

- 5.4.6** Climate change and the significant amount of new development envisaged in the Local Plan could increase the risk, if the increase in impermeable surfaces is not adequately mitigated.
- 5.4.7** Sustainable drainage systems (SuDS) are now the preferred approach to managing surface water runoff from hard surfaces. The primary purpose of SuDS is to control surface water run off close to where it falls and mimic the natural drainage of the site prior to development. They use a number of techniques generally based on natural drainage features to collect, treat, store and then release storm water slowly to the environment. There are many different SuDS features available to suit the constraints of a site. SuDS schemes provide many benefits beyond just reducing flood risk, such as assisting in improving water quality, creating new habitats for wildlife and providing a valuable amenity asset. Further information and technical guidance can be found in the Tees Valley Authorities Local Standards for Sustainable Drainage (2015) and national non-statutory standards.
- 5.4.8** The Council as the Lead Local Flood Authority is responsible for preparing a local flood risk management strategy and maintaining a register of flood risk assets. The local flood risk management strategy was published in May 2016. The Strategy sets out how the Council will manage flood risk from surface water runoff, groundwater and ordinary watercourses for which the Borough Council has a responsibility as Lead Local Flood Authority, and other types of flooding where local agents can play a supporting role to lead agencies. The strategy identifies opportunities to reduce and mitigate flood risk; information which can be utilised in the development management process.
- 5.4.9** Part 2 of the 2010 Strategic Flood Risk Assessment identified the Town Centre Fringe (area to the east of the river Skerne) as a Critical Drainage Area (CDA). CDAs are those areas identified from historical flood events and/or modelled data as having a significant risk from surface water flooding or subject to potential large changes in runoff due to development. In these areas and other areas with flood risk issues it may be beneficial to restrict runoff rates to a level to provide flood risk benefits. The Council may also seek contributions towards off-site enhancements directly related to flow paths from the development, to provide increased flood risk benefits to the site and surrounding areas.

5.5 Employment and Training

Policy DC 5

Skills and Training

The Borough Council will encourage all local employers to participate in skills and employment training initiatives to increase access to employment for those who live within the area. Where development proposals would generate a significant number of construction and operational phase jobs, the Borough Council will seek to enter into a S106 Agreement to secure appropriate commitments and targets for employment skills and training, including apprenticeships appropriate to the development proposed.

- 5.5.1** 24.81 percent ⁽⁹⁾ of the Borough's residents (age 16 and over) have no qualifications. This makes it difficult for residents to compete for low/medium skills jobs, highlighting the overall gap between the skills needs of the area and the existing skills pool available.
- 5.5.2** It is therefore important to ensure that current and future residents within the borough have access to the employment and business opportunities that will emerge over the life of this Local Plan and that these opportunities are available across the range of employment opportunities that are forecast to emerge. This includes encouraging relationships between businesses operating within the Local Plan area and local schools and colleges, to raise aspirations and help prepare young people to have the right information, motivation and aptitude to compete with the best across the region to be part of the future workforce.

DESIGN AND CONSTRUCTION 5

- 5.5.3** A key element of achieving this will be through continued working with the Borough Council and other partners to promote utilisation of jobs, skills and employment training, and where appropriate using the planning system to secure targets and commitments in relation to associated job and training opportunities, both for construction-related employment and training that will increase access to employment. Where firms already run existing training programmes/apprenticeships this policy would not apply provided they can demonstrate these will include residents of the Borough. Any targets or commitments will be defined on a case-by-case basis, taking into account the size and nature of the scheme proposed and, where relevant, scheme viability. Where feasible and relevant, the Borough Council will support the delivery of commitments made or targets set through any of its own related programmes or projects that are operational at the time.

6 HOUSING

6 HOUSING

- 6.0.1** The National Planning Policy Framework (NPPF) requires local authorities to deliver a wide choice of high quality homes and to boost significantly the supply of housing. A key role of the Local Plan, as emphasised by the NPPF, is to meet the full objectively assessed needs for both market and affordable housing in the housing market area. This includes meeting the needs of various groups that have different housing requirements. Many factors have an impact on housing demand including population growth, decreasing household size, an ageing population, migration, economic growth and residents unable to afford homes in the area. These issues, in combination, result in a significant need for new homes of an appropriate mix and type.
- 6.0.2** The NPPF also requires that local planning authorities should identify and update annually a five year supply of deliverable housing sites against their housing requirement. Where there has been a record of persistent under delivery of housing, local planning authorities should include a buffer of 20% (moved forward from later in the plan period) to provide a realistic prospect of achieving the planned supply and to ensure choice and competition in the market for land. Darlington Borough has generally experienced low levels of delivery since 2008/09, the start of the recent economic downturn. The situation has begun to change over recent years and the market has started to recover.
- 6.0.3** It is important to note that the need to deliver a mix of new homes across the Borough is not considered in isolation and the Local Plan also considers and plans for issues such as the provision of new community facilities and infrastructure. It is a combination of these elements which are required to deliver sustainable communities and these issues are addressed in other relevant chapters and within the supporting infrastructure plan which will be published with the Proposed Submission Local Plan.
- 6.0.4** This chapter sets out the housing requirement for the Borough, housing allocations and policies on the mix of housing, affordable housing, limits to development, exceptions, residential development in rural areas, housing intensification and accommodating travelling groups.

6.1 Overall Housing Requirements

Darlington Housing Market Area

- 6.1.1** The housing market area covering Darlington Borough has links with North Yorkshire, Stockton-on-Tees and County Durham. Data and evidence however indicates that the borough is generally a self-contained housing market area as outlined in Part 1 of the Darlington Strategic Housing Market Assessment⁽¹⁰⁾. This is the geographical area within which a substantial majority of the employed population both live and work, and where those moving house choose to stay. It is for this area which the Local Plan will address the housing needs.

Policy H 1

Housing Requirement

Housing will be delivered to meet a minimum requirement of 422 net additional dwellings per annum over the plan period from 2016 to 2036. This results in a total net minimum requirement of 8,440 dwellings.

The minimum requirement will be met through: completions already achieved since April 2016, sites with planning permission (commitments), housing land allocations and mixed use allocations set out in policy H2.

The Local Planning Authority also has a Local Plan housing target of 492 net additional dwellings per annum over the plan period from 2016 to 2036. This results in a total net target of 9,840 dwellings over the plan period. The housing target makes an allowance for economic growth and 7,000 full time equivalent

HOUSING 6

additional jobs over the plan period. The increased housing target reflects the additional new homes required to meet the need of additional workers. The housing target will also be met by the sites outlined above.

It is anticipated that the sites will be delivered in accordance with the housing trajectory in **APPENDIX A** which indicates that a continuous five-year supply of housing will be maintained throughout the plan period. The five year supply position will be calculated utilising the annual net housing requirement figure of 422.

At any point in the Local Plan period where there is no longer a demonstrable supply of sites to fully meet the five year land requirement, sustainable housing sites that would both make a positive contribution to the five year supply of housing land and be well related to the development limits of the main urban area or the larger serviced villages (as defined in policy [insert]) will be supported. Such proposals should comprise of sustainable development and be consistent with relevant national and Local Plan policies.

- 6.1.2** The amount of housing to be planned for is one of the most important issues within the Local Plan. The National Planning Practice Guidance (NPPG) states that household projections published by the Department for Communities and Local Government (DCLG) should provide the starting point to estimate the overall housing need. It does however state that there is no one methodological approach or use of a particular dataset(s) that will provide a definitive assessment of development need. Local planning authorities can depart from the methodology providing they explain why their particular local circumstances have led them to adopt a different approach. The guidance also goes on to discuss adjustments to household projection based estimates of housing need and states that plan makers may consider sensitivity testing, specific to their local circumstances, based on alternative assumptions in relation to the underlying demographic projections and household formation rates.
- 6.1.3** The Darlington Strategic Housing Market Assessment (SHMA) update (2017)⁽¹¹⁾ identified fundamental flaws in national statistics for population and household growth in Darlington Borough. For instance 2014 based population projections and mid year population estimates identified very little growth between 2011 and 2016 whilst local administrative data contradicted this. Deriving population and household projections for Darlington Borough was therefore very difficult. Modelling work was undertaken on a range of scenarios to derive a more reliable and appropriate demographic projection. The chosen scenario utilised recent local administrative data and long term migration trends. This work informed the housing requirement and housing target in the above policy. The methodology and modelling for quantifying housing need is complex but it considered the following information:
- Population statistics from the Census 2001 and 2011;
 - DCLG 2014 based household projections;
 - Population projections;
 - Local administrative data;
 - Demographic trends; and
 - Economic forecasts.
- 6.1.4** The calculation of housing need also had to make a number of assumptions in relation to the working age population, unemployment rates, commuting patterns, economic activity rates and part time working trends etc. This list is not exhaustive but all factors and assumptions will have an impact on the required level of housing. The Council is also committed to supporting the economic growth of

6 HOUSING

the borough and the authority is active in attracting new businesses and industries to the area. This support is reflected through the housing target which accounts for projected employment growth and accommodating additional workers required.

- 6.1.5** The relationship between housing and economic growth also works in the other direction. If we do not deliver sufficient housing, of the right type and in the right areas, there is a risk that the working age population seek new homes in neighbouring authorities. Failure to plan for the homes we need could lead to detrimental economic and social impacts on the Borough.
- 6.1.6** Further information and details on how the housing requirement and housing target was derived can be found in the SHMA Update (2017). It is considered that the housing requirement and target within policy H 1 strikes a balance between realistic achievability and aspiration.

6.2 Housing Land Supply

- 6.2.1** The identified housing target will be met in full through the delivery of housing from a variety of sources. This will include; sites which are already being developed within the plan period (completions), sites which have planning permission (commitments), known housing sources (sites which are currently under consideration by the local planning authority or awaiting a legal agreement) and new site allocations. A housing trajectory has been included in **APPENDIX A**, which demonstrates that there is a range of sites that are capable of meeting the housing target and ensuring a continuous five-year supply of deliverable housing land throughout the plan period. The table below outlines the amount of dwellings expected to be delivered in the five year periods of the Local Plan. It is however important to note that the housing trajectory does not place any phasing restrictions on the sites and they may come forward sooner than indicated.

Table 6.1 Expected Housing Delivery

Period	2018/19 - 2022/23	2023/24 - 2027/28	2028/29 - 2032/33	2033/34 - 2035/36
No of dwellings	3442	3126	3164	1392

- 6.2.2** There is the need to allocate sufficient land to accommodate a minimum of 8,440 dwellings and a target of 9,840 dwellings within the plan period. The allocations which will contribute to achieving this are set out in policy H 2 and in combination with existing commitments provide sufficient land to surpass the housing target. The allocations and existing commitments have the potential to deliver approximately 11,000 homes up to 2036. The build out of a number of the strategic sites will also extend beyond 2036. Taking this into consideration the plan has sufficient land for approximately 16,000 homes.
- 6.2.3** Further flexibility has been incorporated into the plan as contributions from windfall sites and brownfield regeneration schemes within the urban area have not been included in the allocations / housing trajectory. With regards to the regeneration sites, these have not been included due to site constraints and questions over deliverability. The Council will however be supportive of these sites coming forward providing they are in suitable and sustainable locations.
- 6.2.4** The housing requirement and housing target are 'net' figures and must take into account any dwellings that are lost during that period through demolition or change of use. However, the loss of housing through demolition and change of use has been relatively low in Darlington Borough and there are no planned demolition or regeneration schemes identified.

Five year supply

- 6.2.5** At the 1st April 2018 the five year housing requirement for the borough (based on a requirement of 422 dwellings per annum) was 2,764 dwellings. This included shortfalls of delivery for 2016/17 and a 20% buffer. The net completions for 2016/17 was 163 dwellings and for 2017/18 488 dwellings which resulted in a shortfall of 193 dwellings. The backlog was then applied to following five year period and the 20% buffer also applied. The five year requirement was then compared against the

HOUSING 6

expected delivery in the next five years from both commitments and proposed allocations. The comparison showed that the Council could demonstrate a 6.23 year supply of deliverable housing land at the 1st April 2018.

- 6.2.6** The Local Plan allocates sites to meet and surpass the housing target of 9,840 dwellings over the plan period. It also ensures that there is a rolling deliverable 5 year supply of housing sites.
- 6.2.7** Despite the position in April 2018, there is a requirement to continually monitor delivery and the supply of housing sites to ensure a rolling five year supply throughout the plan period. The Local Planning Authority will produce a housing position statement at the beginning of each financial year to set out the current 5 year housing land supply. If the situation arose where the Local Planning Authority were unable to demonstrate a five year supply of deliverable housing sites, there is a fall-back position within policy H 1. The policy states, in this situation sites which are not allocated but are well related to the development limits of the main urban area or larger serviced villages will be supported. This is providing they comprise of sustainable development and are consistent with relevant national and Local Plan policies.
- 6.2.8** In the above circumstance, proposals will not be required to accord with policy H 7 Residential Development in the Countryside but will have to demonstrate that they will be deliverable in the short term, therefore contributing to the five year supply. The Local Planning Authority may reduce implementation or submission of reserved matters timescales to ensure delivery takes place within the 5 year period. If an application is granted under this situation and subsequently expires, it will not necessarily be renewed automatically if permission is sought again.
- 6.2.9** If monitoring indicates that there is persistent and prolonged under delivery of housing, a review of this housing chapter and the housing allocations will be undertaken in order to resolve the situation.

Spatial distribution of new housing

- 6.2.10** Development opportunities for housing should be primarily focused in those areas that provide (or will be able to provide) the level of services, facilities and employment opportunities that are required to support communities and an increase in the population. In planning to meet the identified housing target housing allocations have been distributed as outlined in the table 6.2 below; this provides an indication of the overall Local Plan approach.
- 6.2.11** The distribution of sites has followed the existing settlement hierarchy. A large proportion have been focused on the main urban core of Darlington Borough via sites within the main urban area and urban extensions. Strategic urban extensions are focused to the north east and west of the main urban area. Smaller scale extensions are also proposed around the urban fringe. The strategic urban extensions would take some time to deliver due to infrastructure requirements, consequently it was considered necessary to look to the larger serviced villages for sites which could be delivered in the short and medium term.

Table 6.2 Spatial distribution of housing allocations

Within urban area	8.3%
Urban extensions	80.3%
Large serviced villages	11.4%

- 6.2.12** Only the large serviced villages are considered to be suitable for housing development in the Local Plan. The smaller more rural villages as defined in the settlement hierarchy are generally considered to be less favourable locations for housing development as they meet limited sustainability criteria. They are considered to be unsuitable due to their remote locations and lack of facilities / services. As a consequence no housing allocations have been proposed in these areas.

6 HOUSING

Policy H 2

Housing Allocations

The following sites are allocated for housing development and are identified on the Policies Map. The allocations are required to meet the housing target as set out in policy H 1, taking into account existing commitments (extant planning permissions) and completions since April 2016.

The allocations will assist to meet the boroughs quantitative and qualitative need for housing over the plan period. They will provide an appropriate mix of residential developments in accordance with the objectives set out in policy H 4 and will support the sustainable development of the borough in accordance with the locational strategy.

The sites will provide a supply of housing land sufficient to evidence a rolling deliverable 5 year housing supply in accordance with the National Planning Policy Framework.

The yield identified is for indicative purposes only and the final number of homes to be delivered on site will be determined by the planning application process. Development proposals on the allocated sites listed below will be permitted providing the scheme is in accordance with other relevant policies set out in the Local Plan and national policy. Schemes should also address any issues or requirements as set out in **APPENDIX B Housing Allocation Statements**.

Table 6.3 Housing Allocations

Location	Site ref	Site name	Site area (ha)	Indicative site yield (by 2036)	Indicative site yield (after 2036)
Urban Extension	3	South of Burtree Lane	17.05	380	
	8	Berrymead Farm	21.42	370	
	20	Great Burdon	88.39	550	700
	41	South Coniscliffe Park	28.28	535	55
	100	Hall Farm, Branksome	21.89	270	225
	185	Greater Faverdale	178.48	810	1190
	243	Snipe Lane, Hurworth Moor	33.6	882	
	249	Coniscliffe Park North	50.08	880	205
	251	Skerningham	490.99	1800	2700
	392	Elm Tree Farm	7.10	150	
Urban Area	1	Alderman Leach	0.2	12	
	9	Blackwell Grange East	8.26	43	
	11	Cattle Mart	2.16	76	
	51	Mowden Hall	1.98	35	
	59	Rear of Cockerton Club	0.39	20	

HOUSING 6

	228	Northgate House, Town Centre	0.14	69	
	244	Lingfield Point East	10.94	331	
	318	N. Allington Way	3.26	81	
Villages	89	Land West of Oak Tree, MSG.	2.66	61	
	91	Walworth Road, Heighington	3.34	75	
	95	Beech Crescent East, Heighington	1.53	20	
	99	Maxgate Farm, MSG	13.71	226	
	146	Land South of Railway, MSG	14.8	322	
	333	E. of Roundhill Road, phase 2, Hurworth	5.17	95	
	375	Land South of High Stell, MSG	6.6	100	
	384	Oak Tree, MSG	0.37	12	
	386	Land between Yarm Road and railway line East, MSG	0.64	10	
Total				8060	5075

6.2.13 The policy above indicates that the allocations are capable of accommodating around 8,060 homes in the borough throughout the plan period. An additional 5,075 homes are anticipated to be delivered post 2036.

6.2.14 The indicative yields have been calculated using density multipliers and average developable areas for particular site sizes. Where on-site constraints have restricted the developable area this has been reflected in the yields. Also in cases where more detailed information has been available, for example via a developer proposal in a current planning application, this again has been reflected in the yield.

6.2.15 The allocations have been selected taking into account sustainability principles and the following criteria:

- Directing development to within the urban area, as urban extensions and to the larger villages, in accordance with the locational strategy;
- Selecting sites in sustainable locations with good access to public transport, services, shops, employment locations and community facilities;
- Including brownfield sites where possible, taking into account site constraints and economic viability;
- Avoiding areas which have significant physical constraints and avoiding environmentally sensitive locations;
- Selecting a mix of sites in terms of size and location, which can meet both the quantitative and qualitative housing needs over the plan period.
- Selecting sites which have a reasonable prospect of being delivered within the twenty year plan period.

6 HOUSING

6.2.16 **APPENDIX B** provides brief guidance for each housing allocation, outlining site specific requirements, constraints or relevant information. It should be noted that this guidance is not exhaustive and further issues may need to be addressed via a planning application. The statements will also give guidance in some cases on the type of schemes and densities which the Council would be supportive of. Generic issues such as affordable housing requirements will not be set out in the statements as they will apply to most sites. Specific infrastructure requirements will also be dealt with at the planning application stage unless there is a need for onsite provision. This will mainly apply to the strategic urban extensions.

6.2.17 The allocations are in addition to the supply of dwellings from existing commitments, some of which are currently being built out. These sites are shown in the table below. It is important to note that the total number of dwellings set out in H 2 above, up to 2036, is not the same as the housing target. This is because the policy does not include the commitments which already have planning permission, some of which are already being developed. These sites will also contribute to meeting the housing target and taken with the allocations will surpass the target of 9,840 dwellings. Some of the allocations and commitments are also likely to deliver dwellings beyond the plan period (post 2036).

Table 6.4 Housing Commitments

Site ref	Site name	Size (ha)	Total number of dwellings	Remaining dwellings at April 2018 (to be completed pre 2036)
2	Alexander Street	2.65	66	58
4	Allington Way South	1.89	62	62
7	Bellburn Lane / Hartington Way	1.43	40	26
10	Blackwell Grange, West.	9.75	59	59
16	Lancaster House, DTVA	1.88	55	55
17	St George Way, DTVA	24.26	350	350
25	Former Arts Centre, Vane Terrace	0.76	38	38
27	Eastbourne School Playing Field Phase 2	2.11	60	31
28	Springfield School	1.2	80	80
42	South of Bowes Court	2.31	73	73
45	High Stell	8.49	198	198
48	Lingfield Point Phase 1	8.19	273	28
52	Central Park	4.47	359	155
54	Neasham Nursery	4.44	10	10
56	North of Red Hall	2.24	81	81
60	NW of Heron Drive	1.34	35	35
61	The Paddocks, Sadberge Road	10.3	234	167
63	School Aycliffe West	3.97	101	101

HOUSING 6

65	Land between Middleton Lane and Neasham Road	2.49	27	27
68	West Park Garden Village	79.32	1200	930
73	West Park Remainder	7.55	140	66
74	Woodburn Nursery	1.83	25	25
78	East of Middleton Road, Sadberge	0.75	25	25
103	East of Roundhill Road (phase 1)	5.41	95	95
168	Feethams	2.18	82	20
204	Blanche Pease Annexe, Arts Centre	0.28	32	32
207	Sugar Hill Grove, Alderman Leach	0.8	34	3
229	Alviston House, Haughton Road	0.08	13	13
230	Land between Yarm Road and railway line West, MSG	1.27	44	44
232	Coachman Hotel, Victoria Road	0.12	39	39
240	St James Court	0.1	12	12
241	St Clares Abbey, Carmel Road North	2.49	10	10
332	Former Nestfield Club	0.08	15	15
338	Land off Montrose St.	0.08	10	10
340	E. of Gate Lane, Low Coniscliffe	3.38	37	37
391	Chancery House, 4 - 6 Horsemarket	0.04	11	11
	Total			2994

6.2.18 It is important to note that the Government has consulted on proposed changes to the NPPF. The amendments include the introduction of a housing delivery test which will involve an assessment of delivery against a housing requirement over the past 3 years. If delivery falls below certain levels over the previous three years there are certain implications which are outlined below:

- If delivery falls below 95% of the housing requirement, the authority should prepare an action plan, to assess the causes of under delivery and identify actions to increase delivery over future years.
- If delivery falls below 85% of the housing requirement, a 20% buffer shall be applied to the five year housing land supply.
- If delivery falls below 75% of the housing requirement, the presumption in favour of sustainable development shall apply.

6.2.19 For Darlington Borough, the housing delivery test will be assessed using the Government's figure for Local Housing Need in the Borough which is 177 net additional dwellings per annum. Government guidance states that the figure for the number of homes required for the housing delivery test should be the lower of the latest adopted housing requirement figure or the Local Housing Need figure. The reason for this is that authorities who are ambitious and plan for growth are not punished via the test.

6 HOUSING

- 6.2.20** The proposals are still out to consultation, however if the situation is to change during the preparation of the Darlington Local Plan, the housing chapter will be updated accordingly to include details of the housing delivery test.

6.3 Development Limits

Policy H 3

Development Limits

Development within the limits identified on the Policies Map will be acceptable in principle subject to compliance with other relevant national and local policies.

- 6.3.1** Development limits are a planning policy tool in the Local Plan, to help to achieve the locational strategy for new development. The Draft Local Plan's aims and objectives set out that development will be expected to be in sustainable locations, within and around existing urban areas in order to protect the Borough's green infrastructure network. The development limits help preserve the distinctive identities of existing settlements, protect the open countryside between settlements and preserve the countryside's intrinsic character and beauty.
- 6.3.2** The limits, defined through the policy above, will provide more certainty as to where development will or will not generally be permitted .
- 6.3.3** Work to identify where the edge of the built up area ends and the countryside begins has been undertaken in the preparation of these limits to development. This has taken into account factors such as the nature of the land use or building and whether it would be typically located within the urban area or the countryside. The limits follow clearly defined permanent features, such as walls, fences or roads wherever possible.
- 6.3.4** The development limits have been drawn to include areas identified for future planned growth of housing and employment adjoining the urban area, such as Skertingham, Greater Faverdale, West Park Garden Village and Great Burdon. In addition to the main urban area a similar exercise has been undertaken for the Borough's villages. It should be noted that not all of the Borough's villages have development limits. In these areas policies relating to development in the countryside will apply.

6.4 Housing Mix

Policy H 4

Housing Mix

Proposals for housing development will be expected to provide an appropriate mix of housing types, sizes and tenures which meet local needs as identified within the most up to date SHMA or by other evidence.

The Council will support proposals for specialised housing for both older people and those with disabilities to meet identified needs outlined within most recent evidence. Proposed sites for such schemes will be expected to be in sustainable locations close to essential services and facilities and well served public transport routes.

To ensure that new homes provide quality living environments for residents both now and in the future, the following standards from Building Regulations Approved Document M: Volume 1 (Access to and use of dwellings) will apply, subject to site viability:

- 90% of all dwellings will meet category 2 requirements (accessible and adaptable dwellings).

HOUSING 6

- 10% of market housing will meet category 3 requirements (wheelchair user dwellings).
- 10% affordable housing will meet category 3 requirements (wheelchair user dwellings).

To increase housing options, the Council will support the delivery of custom and self-build housing. The Council will monitor the demand for this type of housing and will assist in the delivery of sites where appropriate. Applicants will be encouraged to incorporate custom and self-build plots.

Proposals for housing development will be expected to have regard to the Council's Design of New Development SPD (2011) or any future revision and should achieve an appropriate density; promoting the sustainable use of land for development but also considering the context of the surrounding area. Higher densities will be supported within areas with a particularly high level of public transport accessibility.

- 6.4.1** The NPPF requires the Council to plan for a mix of housing to meet the needs of communities. This includes but is not limited to, families with children, older people and people with disabilities, service families and people wishing to build their own homes. The overall objective is to widen the choice of high quality homes, widen opportunities for home ownership and create sustainable inclusive and mixed communities. Policy H 4 sets out the Council's approach to meeting these needs.
- 6.4.2** Part 2 of the Darlington Strategic Housing Market Assessment (SHMA) 2015⁽¹²⁾ provides the most up to date evidence of housing need of specific types in the Borough. The assessment provides a comparison of Darlington Borough with England regarding age profile, household tenure, property type and property size. The comparison does not highlight any particular issues or challenges that make the housing market area significantly different.
- 6.4.3** The assessment goes on to consider further other specific housing needs for parts of the local community. The evidence indicates that there will be an increasing demand in the future for specialist housing to meet the needs of the elderly and those with physical or learning disabilities. The SHMA quantifies the likely needs of these groups. An ageing population is a national issue and the assessment highlights the importance of meeting the needs of the elderly population when planning for new housing. It is acknowledged that this is not necessarily solely through specialist provision as housing solutions for older people can also be found from general housing and many older people may not want to or need specialist accommodation or care. Provision may come in the form of bungalows or homes which can be adapted to meet a change in needs.
- 6.4.4** Government policy is focused on supporting older people and those with a disability to live independently at home. Supporting independent living can help to reduce the costs to health and social services and providing more options for older people can free up homes which are under occupied. Meeting these needs is a challenge, however providing more accessible and easily adaptable homes will help people to maintain independence for longer. This is recognised in policy H 4 with the requirements for standards relating to accessible and adaptable homes. These standards are governed by the Building Regulations and are set out in the 2015 edition of Approved Document M: Volume 1 (Access to and use of dwellings) (2016 amendments)⁽¹³⁾. These standards are part of the optional technical requirements which exceed the minimum standards required by the Building Regulations in respect of access. The Government's intention is that Local Planning Authorities should not apply any additional local standards on requirements relating to the construction, internal layout or performance of new dwellings. The optional technical standards help to streamline standards nationally.
- 6.4.5** Category 1 requirements are mandatory within the Building Regulations and are classed as a visitable dwelling. Reasonable provision should be made for people to gain access to and use the dwelling and its facilities. A category 2 dwelling is classed as accessible and adaptable and is optional in the Building Regulations. Provision must be sufficient to meet the needs of occupants with differing needs

12 Darlington Strategic Housing Market Assessment, Part 2, ORS, Nov 2015

13 Approved Document M: Volume 1 Access to and use of dwellings, HM Government, 2016 amendments

6 HOUSING

including some older and disabled people and to allow adaptation of the dwelling to meet the changing needs of the occupant over time. A category 3 dwelling is classed as wheelchair user and is optional in the Building Regulations. The provision made must be sufficient to allow simple adaptation of the dwelling to meet the needs of occupants who use wheelchairs. The standards will be applied to outline or full applications. They will not be applied retrospectively to previous permissions.

- 6.4.6** With regards to other specific needs, the SHMA outlines that within Darlington Borough there are few students. Most students are either under 18 or are mature students who live in their own home. Local colleges do not provide specialist accommodation for its students. Teesside University has part of the campus in Darlington but this does not provide accommodation. As such, there is limited student impact on the working of the local housing market.
- 6.4.7** The numbers of service personnel living in Darlington is relatively low compared to the overall population of the housing market area. A large base is located 15 miles away at Catterick and could impact on Darlington if the borough were ever expected to meet some of the bases housing need. The nations armed forces have been reduced in size over previous years, however there are plans for the base at Catterick to be increased in size in the near future. The Council believes that this growth is to be dealt with in the Richmond area and Richmondshire District Council have not asked Darlington Borough Council to accommodate any of this growth in the draft Local Plan.
- 6.4.8** There has been a rise in the relative size of the private rented sector and a decline in owner occupation both in Darlington and across England between 2001 and 2011. The evidence supports continuing demand for and growth in private rented sector homes in Darlington.
- 6.4.9** Custom and self-build is the process by which an individual (or association) purchases a plot of land and then builds their own home. The process can vary from the individual undertaking the whole process or commissioning architects or builders to assist. The evidence in the SHMA and on the authorities Custom and Self-build Register suggests that there is limited demand for self-build. The Council are however keen to widen opportunities for people to build their own homes as this is an important element of boosting housing supply and meeting housing aspirations.

6.5 Affordable Housing

Policy H 5

Affordable Housing

In order to meet the needs of people who are not able to access the general housing market, the provision of affordable housing will be expected in residential development schemes of 11 or more dwellings. Exemptions include residential institutions, student accommodation, live work units where the main use is predominantly employment, gypsy and traveller accommodation and non residential development.

The level and type of affordable housing required in residential developments is as follows:

Table 6.5 Affordable Housing Requirement

Location (wards)	Affordable Requirement
Bank Top and Lascelles, Northgate, Park East, Stephenson.	10%
Brinkburn and Faverdale, Cockerton, College, Eastbourne, Harrowgate Hill, Houghton and Springfield, Heighington and Coniscliffe, North Road, Pierremont, Red Hall and Lingfield, Sadberge and Middleton St George,	20%
Hummersknott, Hurworth, Mowden, Park West, Whinfield.	30%

HOUSING 6

Developments of 10 dwellings or fewer will not generally be required to make an affordable housing contribution, unless they form part of a rural exceptions site.

The affordable housing requirement shall be provided on site with approximately 50% as social rented / affordable rented housing and 50% as intermediate housing. In determining the type and size of affordable housing to be provided, the Council will also have regard to the evidence in the most recent SHMA.

Affordable housing shall normally be provided on-site as part of, and integrated within, market housing to help deliver balanced communities. As such, the affordable housing should be distributed across sites in small clusters of dwellings. Exceptions to this requirement for on-site provision will be:

- a. executive housing schemes;
- b. schemes which involve the conversion of a building which is not able to physically accommodate units of the size and type of affordable housing which is required within that locality;
- c. specialist accommodation where the management of the building(s) would make it difficult to provide affordable housing on-site (such as sheltered accommodation); and
- d. any other circumstances where the Council considers off-site provision to be preferable to on-site provision; for example where a contribution would result in the delivery of more affordable homes off site or in a more suitable location when compared to the the policy requirement for on site provision.

In the above circumstances, the requirement should be provided offsite on developer owned land or a financial contribution by way of a commuted sum will be expected, which will be used by the Council to meet affordable housing needs within the borough. The sum shall be equal to the difference between the open market valuation of the affordable units which would have been provided on site and the purchase price that the Registered Provider would have been willing to pay for these units.

Where an applicant considers that the provision of affordable housing in accordance with the requirements of this policy would make a scheme unviable, they must submit a detailed viability assessment to demonstrate that this is the case and to show the maximum level of affordable housing that could be delivered on the site. The applicant will be expected to deliver the maximum level of affordable housing achievable.

6.5.1 Affordable housing provides opportunities for people who are unable to access the housing market. It provides suitable housing for people who cannot afford to rent or buy on the open market and also for those people who work in different aspects of the economy. It also assists in reducing homelessness and overcrowding. Currently affordable housing is delivered within the Borough by Registered Providers and the Council. The Council's stock comprises of approximately 4,000 social rent units and 800 affordable rent units. The Council are aware of the need for affordable homes in the borough and therefore are very much active in delivery. Delivery is currently focused largely on affordable rent schemes due to a lack of government subsidies for social rent. The different types of affordable housing are outlined below. Dwellings that do not meet the definitions of affordable housing will not be considered as affordable housing for planning purposes.

- **Social rented housing** is owned by local authorities and private registered providers (as defined in section 80 of the Housing and Regeneration Act 2008), for which guideline target rents are determined through the national rent regime. It may also be owned by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with the Homes and Communities Agency

6 HOUSING

- **Affordable rented housing** is let by local authorities or private registered providers of social housing to households who are eligible for social rented housing. Affordable Rent is subject to rent controls that require a rent of no more than 80% of the local market rent (including service charges, where applicable).
- **Intermediate housing** is homes for sale and rent provided at a cost above social rent, but below market levels subject to the criteria in the affordable housing definition above. These can include shared equity (shared ownership and equity loans), other low cost homes for sale and intermediate rent, but not affordable rented housing.

6.5.2 Darlington Borough does have a substantial need for affordable homes and detailed evidence is provided in Part 1 of the SHMA (2015). The assessment provides an analysis of the social, economic, housing and demographic situation across the borough and identifies a need of 160 affordable dwellings per annum over the plan period. This would equate to approximately 38% of the overall housing requirement figure (422 dwellings per annum as outlined in policy H1). Given the level of affordable housing need identified, it is important to maximise the amount of affordable housing that can be delivered through market housing led developments. Key to this is the economic viability of such developments.

6.5.3 Policy H 5 will assist in achieving delivery of affordable homes via market led housing schemes. It sets out the affordable housing requirement for schemes of 11 or more dwellings within particular areas of the borough. The Local Plan Viability Assessment, which will be published alongside the Proposed Submission Local Plan, examines the impact of various levels of affordable housing on the viability of housing development across the Borough and demonstrated that the requirements within H 4 are viable. The requirement has been set so as to not stifle overall development and to contribute to affordable need. It is acknowledged that in some individual cases these proposed levels of affordable housing may not be viable due to other site specific issues. In such circumstances applicants will be expected to submit evidence to substantiate this consisting of a viability assessment. Where the evidence is considered to be satisfactory, lower levels of affordable housing provision will be explored.

6.5.4 Affordable housing includes different tenures and products. The policy therefore sets out the required split which has been derived utilising evidence relating to need from the SHMA and the Local Plan Viability Assessment.

6.5.5 The Housing and Planning Act 2016 included a general duty for local authorities to promote the supply of starter homes, including through the preparation of local plans and other means. A “starter home” is defined in the 2016 Act as a new dwelling that is available for purchase by qualifying first time buyers only; is to be sold at a discount of at least 20% of the market value; is to be sold for less than the price cap; and is subject to any restrictions on sale or letting specified in regulations made by the Secretary of State. The Act also includes a new definition of “affordable housing” to encompass “starter homes”. However, whilst the Government is committed to seeing “starter homes” being built on housing sites across the country, at the time of preparing the Draft Local Plan the relevant parts of the 2016 Act had not been commenced, secondary legislation was not in place, and national planning policy had not been updated.

6.5.6 At the point of preparing the Draft Local Plan, the Government had also published proposed changes to the National Planning Policy Framework (March 2018). The revised NPPF included a range of changes which focused largely on housing elements of the framework. The changes involved a proposed new definition for affordable housing and a requirement that major housing schemes should expect at least 10% of the homes to be available for affordable home ownership. The new definition included starter homes, discounted market sales housing and other affordable routes to home ownership.

HOUSING 6

- 6.5.7** The above proposals are still for consultation only and secondary legislation is not yet in place for starter homes. As such draft policy H 5 does not include the 10% home ownership proposal, the requirement for the provision of starter homes nor does it take account of the proposed new definition for affordable housing. If this situation is to change during the preparation of the plan, H 5 will be updated accordingly.

6.6 Rural Exception Sites

Policy H 6

Rural Exceptions

Small scale affordable housing schemes of 10 dwellings or less, closely related to the identified development limits of the large service villages and rural villages will be permitted providing:

- a. affordable housing need in the local area has been demonstrated;
- b. local need cannot be met on sites within the settlement limits;
- c. the type and size of housing provided reflects identified local need;
- d. arrangements exist to ensure the housing will remain affordable in perpetuity; and
- e. the site is well-related to the settlement and local services and does not conflict with other policies in the Local Plan.

In exceptional circumstances, a small proportion of market housing may be provided, if it can be demonstrated via a detailed viability assessment that a 100% affordable scheme would be unviable and the market homes would support delivery.

- 6.6.1** The housing market can be stronger in rural areas with prices generally higher than similar properties in urban areas and suburbs. This can make it difficult for people who want to live close to their families in such areas or for those whose employment is based in the rural area. It can also result in younger people moving out of village areas subsequently resulting in an imbalance in the age structure of the rural population.
- 6.6.2** In Part 1 of the SHMA (2015) there is limited spatial evidence for the distribution of additional affordable housing needed. As such, there is no evidence of specific unmet needs for additional affordable housing in the large serviced villages or any of the other villages / hamlets in the borough. If it can be demonstrated by a local needs survey that there is a need for additional affordable homes in these areas, policy H 6 allows for the provision of small sites of 10 or fewer affordable dwellings on the edges of villages. The survey would normally be carried out by a parish council or Registered Provider and would have to satisfy the Borough Council. Where supported by a detailed viability assessment, a small proportion of market housing may be provided if it can be demonstrated that it is necessary to deliver the affordable dwellings.

6.7 Residential Development in the Countryside

Policy H 7

Residential Development in the Countryside

New isolated dwellings in the countryside will be avoided. New permanent dwellings will only be permitted if they are essential for a rural worker to live permanently at or near their place of work in the countryside.

6 HOUSING

The replacement of residential buildings in the open countryside will only be permitted in exceptional circumstances and providing;

- a. There is no detrimental effect on the character, appearance, historical context and amenities of the site and surroundings;
- b. The existing dwelling has a lawful use, has not been abandoned, and is not a caravan, mobile home or other temporary structure;
- c. The size of the new replacement dwelling is not significantly larger than the original house volume or footprint;
- d. The number of new dwellings is no more than the number of dwellings to be demolished and replaced; and
- e. They are positioned on the footprint of the existing dwelling, unless a more appropriate location is identified for landscape, highway safety, neighbouring residential amenity, or other environmental reasons.

Extensions to existing residential dwellings in the countryside, which require planning permission, will be permitted providing there is no significant detrimental impact on the character of the dwelling or its setting.

Where planning permission is required for the conversion or change of use of buildings in the countryside to residential use, beyond settlement limits, proposals will be permitted where it has been demonstrated that they are no longer required for their original purpose and there is no potential for conversion to non-residential use.

Proposals for conversion and change of use to residential uses will be expected to meet the following criteria:

- f. The building is of permanent construction and capable of conversion without major reconstruction or rebuilding as demonstrated by a structural survey;
- g. The proposal is largely accommodated within the existing building(s). Any extensions that are required must be subordinate in scale and proportion and of a suitable design to ensure that they are in keeping with the original dwelling;
- h. The proposed use does not detract from its setting in the immediate and wider landscape;
- i. Conversion is capable without prejudicing any viable agricultural operations on an active farm unit;
- j. The conversion in itself will not generate a need for future building in the countryside;
- k. The access to the site and approach roads are suitable for the levels and type of traffic likely to be generated; and
- l. The development would not result in unacceptable amenity levels arising from nearby operations or conflicting uses.

6.7.1 National planning policy states that isolated new dwellings in the countryside should be avoided. They will only be permitted in the circumstances as outlined in paragraph 55 of the NPPF, for example if it can be demonstrated there is a specific need for a rural worker(s).

6.7.2 Replacement dwellings and extensions to existing dwellings can have a significant adverse impact on the character of the surroundings and /or on the existing property itself. Such proposals should meet the criteria in H 7 above. The replacement of rural dwellings will be carefully controlled to avoid the loss of buildings that are worthy of retention, (e.g. those identified as non-designated heritage

HOUSING 6

assets and/or making a positive contribution to the character of the area). Where buildings are worthy of retention, applicants will have to demonstrate to the satisfaction of the Council that they are not capable of renovation.

- 6.7.3** Not all changes of use or conversions to residential require planning consent. Rights to convert existing buildings are set out in the General Permitted Development Order regulations. Advice can be sought on these regulations either on the government's Planning Portal website or by contacting the Local Planning Authority.
- 6.7.4** The re-use of agricultural buildings for the purposes that benefit the rural economy is the preferred option to promote and enable growth of the rural economy. This accords with the NPPF as it outlines that isolated dwellings in the countryside should be avoided unless there are special circumstances.
- 6.7.5** Policy H 7 will also be used in the consideration of the conversion or change of use of non-agricultural buildings in rural areas and can include buildings such as public houses and petrol filling stations. Where such a building is considered appropriate for conversion but is already in some form of economic use it will be necessary to demonstrate that the existing (or most recent) use is no longer required or viable. It is acknowledged that the re-use of such buildings is not always viable. Subsequently conversion to residential use may be suitable providing the criteria in H 7 is met.
- 6.7.6** Where the conversion of the property to residential is to be considered, the building must be capable of conversion without substantial alteration and extension. To demonstrate the building is sound, any proposal must, through the submission of a professionally prepared structural report, confirm that the building is free from major defects and can be converted without significant alterations or substantial demolition and rebuild. Where a building is beyond repair or restoration or requires major reconstruction any proposal for replacement or rebuild should be considered against policy H 7.
- 6.7.7** In addition, the loss of a building in the countryside to a dwelling should not result in the demand for further building in the rural area. For example, the loss of a barn to a dwelling should not result in the farm holding requiring the construction of a further barn or building for a similar function.

6.8 Housing Intensification

Policy H 8

Housing Intensification

In circumstances where planning permission is required for self contained flats and houses in Multiple Occupation (HMOs), permission will normally be granted where it can be demonstrated that there will be no significant impact on the following:

- a. Privacy of existing homes and gardens of neighbours must be maintained and ensured for new occupiers;
- b. Vehicular access or car parking – both in terms of highway safety or visual, noise or light impact on neighbours;
- c. Service provision – there should be sufficient space to accommodate adequate bin storage and accommodate other ancillary functions for the increased number of residents;
- d. Housing stock – to protect the existing small family housing stock, and to allow for adequate residential space standards in the proposed subdivided dwelling, the subdivision of existing properties of less than 4 bedrooms will not be permitted.

Applicants will be expected to submit evidence to demonstrate that there will be no significant impact on the criteria outlined above.

6 HOUSING

The development of a rear residential garden for a new dwelling will not normally be permitted. Exceptionally, a limited scale of backland garden development may be acceptable providing it does not have a significant adverse impact upon the following:

- f. Rear garden land which contributes either individually or as part of a larger swathe of green space to amenity of residents or provides wildlife habitats;
- g. The privacy of existing homes and gardens of neighbours or occupiers of the new development;
- h. Vehicular access or car parking – both in terms of highway safety or visual, noise or light impact on neighbours;
- i. Any other material consideration raised in the Design of New Development SPD (2011), or most recent version, including mass and scale of development, protection of existing trees, shrubs and other wildlife habitats;
- j. A conservation area or a listed building.

All development proposals should also be compliant with the Design of New Development SPD (2011), or most recent version.

- 6.8.1** National planning policy allows Councils to set out policies to resist inappropriate development, to set out their own approach to housing density to reflect local circumstances, and requires consideration to be given to a policy controlling inappropriate development of residential gardens. Because these issues are often locally contentious, a policy is considered appropriate, to provide more clarity for applicants and decision makers alike.

Sub-division of existing housing stock including HMOs and self-contained flats

- 6.8.2** High concentrations of sub-divided housing stock or other forms of Homes in Multiple Occupation (HMOs) can cause problems within a local community if not properly managed. Changes to permitted development regulations have made it easier for such properties to be created, and they can form a vital part of the overall housing mix. However when concentrations get too high, problems can arise, to the detriment of the amenity of existing residents.
- 6.8.3** The creation of HMOs and self-contained flats has increased in recent years, in response to the increasing number of smaller households and the need for more affordable, low cost housing. Needs are expected to increase further in response to changes to housing benefit payments. HMOs of 3 to 6 unrelated individuals who share basic amenities in a single property (Use Class C4) do not require consent under the General Permitted Development Order so local authorities have less control than previously over the establishment of such properties.
- 6.8.4** New HMOs and self contained flats have generally been achieved by building new properties and converting large houses or commercial properties. In some instances, their provision can be detrimental to the amenity of existing residential areas. A concentration of these properties can lead to problems such as a shortage of on street parking, increased noise and disturbance and inadequate bin storage areas, whilst short term lets and low levels of owner occupation can be associated with lower standards of maintenance and environmental decline. The conversion of existing larger homes can also reduce the proportion of family homes in an area, and result in an unbalanced community. As such, this could prejudice the plan's environmental improvement and regeneration objectives.
- 6.8.5** Whether a residential property is considered acceptable for conversion will depend on size, unsuitability for continued family occupation or long established use. Acceptable areas for conversion are likely to be close to town centres or services and facilities, or within mixed use areas providing there is no risk of flooding.

HOUSING 6

- 6.8.6** The creation of self contained flats within existing dwellings currently requires planning permission in all circumstances, but HMOs of three to six unrelated individuals who share basic amenities in a single property (Use Class C4) do not.

Backland or Garden Development

- 6.8.7** National policy excludes private residential gardens from the definition of previously developed land, consequently there is no presumption that garden land is suitable for new housing. In general the Council will not support proposals for new dwellings within the garden areas to the rear of existing homes as this type of relationship between properties can result in poor levels of amenity and issues with vehicle access. Proposals for development of backland sites in other uses will be considered subject to the criteria in policy H 8 above and other relevant policies.
- 6.8.8** In order to safeguard a range and choice of housing, including properties with larger than average gardens at the upper end of the property market, and to maintain local character, biodiversity and amenity space, the Council will resist proposals for developments on garden land. However, to help support the use of previously developed land and buildings, the Council may permit proposals for development of backland sites in other uses, subject to the criteria above and other relevant policies.

6.9 Accommodating Travelling Groups

- 6.9.1** Darlington has a long association with Gypsies and other travelling groups with people from these groups accommodated on dedicated sites and within general housing. The Darlington Local Plan 2016-36 makes provision for travelling groups at the existing larger council owned sites together with other smaller often private sites within the Borough to accommodate for Gypsies and travelling groups. It also indicates that additional accommodation to meet needs over the plan period should be allocated in accordance with a set of criteria, such criteria also being the basis for making decisions on windfall sites.
- 6.9.2** The requirement to assess the accommodation needs of Gypsies and Travellers and Travelling Showpeople is established through national guidance contained in the DCLG's August 2015 Planning Policy for Travellers Sites (PPTS).

Existing Sites and Commitments

- 6.9.3** To provide a robust evidence base for the pitch and plot targets set out in this policy, a Gypsy and Traveller Accommodation Needs Assessment 2017 have been carried out. This has been supplemented with information by the Council's Annual Caravan Count July 2017. Table 6.6 shows existing pitches in Darlington in 2017 ⁽¹⁴⁾.

Table 6.6

Pitches	Transit Pitches	Total
138	24	162

- 6.9.4** Two new sites which are owned by the Council have been provided by the Homes and Communities Agency (HCA now Homes England) through Traveller Pitch Fund 2011-2015 / Affordable Homes Programme (AHP) 2015-2018 funding. One site, Rowan East with 16 pitches with amenity blocks and 4 chalet Pitches was completed in March 2015. A further site which was formerly known as Neasham Road has been completely regenerated and upgraded in 2017 to a size of 22 pitches all with enlarged amenity blocks. The standard of accommodation is of the highest standard and have been used as a quality of design demonstrator project by the HCA in England for Gypsy and Travellers Sites based on the new caravan licence standard from 2014.

6 HOUSING

Gypsy and Traveller Accommodation Needs Assessment (GTAA) 2017

- 6.9.5** A recently carried out Gypsy and Traveller Site Needs Assessment (GTAA 2017) ⁽¹⁵⁾ based on empiric evidence came to the conclusion that Darlington Borough Council is well catered for in terms of supply for Gypsy and Travellers pitches. An annual need of 1 pitch per 5 years was identified from 2017-2022. The need could be met by extending Honeypot Lane by adding neighbouring unused allotment land to the south of the site.
- 6.9.6** Further need arises for residential pitches in the period of 2022-2037 which has been calculated on a projection basis of 46 pitches, an annualised need of 3 pitches.
- 6.9.7** A need for 6-8 plots for Travelling Showpeople has been identified in the Local Plan Period until 2037.

Policy H 9

Gypsy and Travellers Accommodation

a) The council will seek to address the Gypsy and Traveller accommodation needs over the Plan period, as identified in the Gypsy and Traveller Accommodation Needs Assessment (2017).

b) Safeguard of existing large Council Gypsy and Travellers Sites to provide different accommodation needs of the Gypsy and Travellers Community in Darlington.

c) Proposals for sites to provide accommodation for Gypsies, Travellers and/or Travelling Showpeople will be permitted where:

- 1.) the site is clearly demarcated with pitch boundaries using appropriate boundary treatment and landscaping sympathetic to, and in keeping with, the surrounding area;
- 2.) the site allows satisfactory access to local schools and other amenities;
- 3.) the site design takes account of the needs of residents, and provides an appropriate pitch layout and adequate facilities for parking, storage, play and, if required, grazing space for livestock;
- 4.) there is safe access for pedestrians, cyclists and vehicles, including for turning and parking, vehicles towing caravans, emergency services and servicing requirements, including waste collection.
- 5.) all necessary utilities can be provided on the site including mains water, electricity supply, drainage, sanitation and provision for the screened storage and collection of refuse, including recyclable materials; and
- 6.) the proposal would avoid any unacceptable adverse impact on the amenity, health or living conditions of neighbouring residents or any other neighbouring uses, including as a result of flood risk, excessive noise, dust, odour, lighting, traffic generation, the keeping of livestock or other activities.
- 7.) a caravan licence needs to be secured.

- 6.9.8** The three council owned existing larger sites at Honeypot Lane and Rowan East & West will continue be safeguarded to provide for needs. A range of existing private dedicated smaller sites will complement these and be safeguarded for use as Gypsy and Traveller sites, for up to the number of pitches currently authorised and licensed.

HOUSING 6

- 6.9.9** In addition, there are a significant number of unimplemented planning permissions for Gypsy and Traveller sites within the borough, all on private land, providing for small family units. These are anticipated to meet some of the need for additional pitches and for the five year supply of pitches. These pitches are spread throughout the borough, with some concentrations in the Hurworth Moor and North of Brafferton area. Together, they make a considerable contribution to a particular need of some Gypsies and Travellers, to own their own site. As some of these planning permissions are not for specific families, there is a potential that some will be let to families who wish to live on a smaller site, but who cannot afford to buy their own site.
- 6.9.10** National policy indicates that Local Planning Authorities can make an allowance for windfall sites in the five-year supply if they have compelling evidence that such sites have consistently become available in the local area and will continue to provide a reliable source of supply. Local evidence over the last 18 years supports making an allowance for 4 pitches per year coming forward as windfalls.

6 HOUSING

6.10 Skerningham Strategic Allocation

- 6.10.1** The Skerningham strategic allocation is a 490 hectare site bordered by the Skerne River and Barmpton village to the north, the A167 to the west, Darlington's urban edge and the A66 to the south and agricultural land to the east, and is bisected by the East Coast mainline. Most of the site is situated within the Sadberge & Middleton St George Ward, with the remainder located in the Wards of Harrogate Hill and Whinfield. The majority of the site is currently in agricultural use, but the site also includes Darlington Golf Club, areas of recreational open space, the Skerningham Community Woodland and a network of formal and permissive Public Rights of Ways.

Policy H 10

Skerningham Strategic Allocation

A strategic allocation is identified on the North side of Darlington at Skerningham (Site Reference: 251) to secure the delivery of up to 4,500 dwellings. During the plan period to 2036 this site is expected to deliver approximately 1,800 dwellings.

Development at Skerningham will be permitted in accordance with the principles set out below and other relevant policies in the Local Plan.

A comprehensive masterplan must be submitted to accompany any planning application relating to this site, that informs the mix of uses, layout, scale, design, and phasing of the proposed development. The masterplan should be based on a strong understanding of the characteristics of the site and its surrounds, and adopt the Healthy New Town approach to site design. To ensure that a cohesive development is delivered at Skerningham, the Council will only approve planning applications that adhere with the masterplan and deliver the necessary local and strategic infrastructure to support the development.

The key principles for development of the Skerningham site are shown on the illustrative Concept Plan (Figure 6.1 TO BE INSERTED), including broad locations for land uses and facilities. The site will provide:

- i. a mix of housing types, tenures and sizes, including affordable housing, informed by up to date evidence of the housing needs of the Borough, and Policies H 4 and H 5, with higher densities being incorporated close to public transport routes and neighbourhood centres;
- ii. a centrally located and well connected neighbourhood centre providing supporting local community facilities including a health hub, clustered with other facilities and services to meet the day to day needs of residents, education, employment opportunities and retail facilities of a scale and type proportionate to the nature of the development;
- iii. other local community facilities to serve residential areas as required, closely related to public transport, walking and cycling facilities;
- iv. space for two primary schools and associated nursery provision (a total of 5.6 hectares), and reserving space for a secondary school (5 hectares) on-site;
- v. an integrated transport network focused on sustainable transport modes, including public transport, walking and cycling with strong links to adjoining communities, employment locations and Darlington town centre;
- vi. principle vehicular access points from the A167, A1150 and Barmpton Lane and include appropriate measures to mitigate the impact of development on the local road network;
- vii. safeguarded corridors sufficient to enable the provision of the inner Northern Link Road route option or a local distributor road between the A167 and A66 Little Burdon roundabout, or/and, a connection to the outer Northern Relief Road route option across the River Skerne as required;

HOUSING 6

- viii. other necessary infrastructure as required by the Infrastructure Delivery Plan⁽¹⁶⁾ and identified at the time of submitting a planning application;
- ix. a network of green and blue infrastructure that:
 - retains and enhances the network of safe, attractive and accessible public rights of way, footpaths and cycle routes across the site, integrated into the green infrastructure network;
 - protects and enhances the River Skerne and its valley setting (see Policy ENV 7) and the green corridor along the railway line;
 - delivers a net gain in the area of community woodland on the site;
 - provides a pattern of well-integrated and inter-connected green spaces across the site providing for the green infrastructure needs of the local community, including wildlife friendly natural spaces, sport and recreation facilities, in accordance with Policies ENV 4, ENV 5 and ENV 9;
 - protects the amenity of existing residential properties (see Policy DC 3);
 - retains and enhances hedgerows and trees;
 - provides for the relocation of Darlington Golf Club to a suitable location within the allocation boundary; and
 - incorporates sustainable drainage systems.

The site design and layout will be required to protect and conserve the Listed Buildings and Scheduled Monument on the site, together with their settings, in accordance with Policy ENV 1.

6.10.2 The Skertingham area to the North East of Darlington, was identified as having potential for housing development as part of the Local Plan Issues and Scoping consultation held in August 2016. In November 2016, the Council's Cabinet agreed to engage with the Advisory Team for Large Applications (ATLAS), now part of Homes England, to investigate how this part of the Borough could contribute to meeting the Borough's housing needs in a planned, sustainable way.

6.10.3 Working with the Council, the sites promoters and major landowners started a master planning exercise for the site in 2017. The emerging masterplan is being prepared with a focus on the landscape and biodiversity context of the site, its heritage assets, and its relationship with existing communities, adopting the Healthy New Town principles to its layout and design (see Policy DC 2). The masterplan process has been informed by a number of studies to identify the opportunities and constraints of the area including landscape, ecology, ground conditions, historic assets, transportation and accessibility as well as establishing the infrastructure and community facilities that will be required to support a sustainable community, integrated with the existing urban area. A draft masterplan was also the subject of public consultation organised by the sites promoters during the Autumn of 2017. This work, along with the feedback from consultation, has in turn informed the illustrative concept plan and draft policy requirements for the strategic allocation. The finalised masterplan is to be agreed with the Council in advance of any planning application being submitted for the Skertingham strategic allocation site, either as a whole or in part.

6.10.4 The following concept plan illustrates the key principles for development of the Skertingham site emerging from the masterplan process and reflected in the policy.

Figure 6.1: Skertingham Strategic Allocation Concept Plan TO BE INSERTED

6 HOUSING

- 6.10.5** The Skertingham site will deliver a high quality, sustainable development of up to 4,500 new homes on the north side of Darlington. Due to the scale and complexity of this site, and the level of supporting community and physical infrastructure required to support the development, in the order of 1,800 homes are expected to be delivered on this site during the plan period (as set out in the Housing Trajectory at **APPENDIX A**). This is not regarded as the maximum number of homes that the site could deliver during the plan period, additional homes could be provided subject to the delivery and appropriate phasing of required supporting infrastructure (see Policy H 2). The site has been allocated as a whole to ensure that it is planned as a single cohesive sustainable development, fully supported by necessary infrastructure provision and with appropriate mitigation measures, as required, delivered in a coordinated phased manner alongside development.
- 6.10.6** The Concept Plan shows the potential location of a new neighbourhood centre to serve both new and existing communities in the area through the co-location of community services, local scale retail and employment facilities, schools and a health hub. The neighbourhood centre is to be located to coincide with sustainable transport routes and the green infrastructure network. A number of smaller centres providing local community facilities to meet the needs of residential areas will also be provided where required, located along walking, cycling and public transport routes.
- 6.10.7** An assessment of the likely education requirements for this site by the Council has indicated that the site should make provision for land to accommodate two 525 place primary schools and 52 place nursery schools, a combined total land requirement of 5.6 hectares. This level of provision would allow sufficient flexibility for future demand. It will also be necessary to reserve 5 hectares of land for a 600 place secondary school.
- 6.10.8** The site promoters have indicated that the site has the potential to provide up to 15 hectares of employment land on the south eastern corner of the site close to the A66 roundabout. However, this land was not assessed as part of the most recent Employment Land Review process and the Plan already makes sufficient provision for the employment needs of the District over the plan period on existing employment sites, and at Central Park and Greater Faverdale. The need to release this part of the Skertingham site for employment uses will be considered when the Local Plan is next reviewed, and as part of any future update/review of the Council's employment land evidence base.
- 6.10.9** Development should seek to reduce the use of car based travel through thoughtful layout, including the provision of a network of convenient, safe and attractive walking and cycling routes, integrated into and aligned with the green infrastructure network and existing Public Rights of Way, with links to adjacent residential areas and community facilities both on and off the site. The development should also fully explore the potential to extend existing bus services into the site, or provide a new service to serve the site, routed through the proposed neighbourhood centre. Appropriate primary and secondary vehicular access points and routes should be provided that are suitable to accommodate evidence based traffic flows to, from and through the site.
- 6.10.10** As set out in the Transport and Infrastructure section and illustrated on the Key Diagram, there are aspirations to improve the strategic road network across the Tees Valley including the potential for a new Northern Link Road improving the connectivity between the A1(M) and the A66. Currently two possible alignments for the Northern Link Road are being explored by the Tees Valley Combined Authority in conjunction with Highways England and Transport for the North, both of which have implications for the Skertingham strategic allocation. Until the route and funding for a Northern Link Road are confirmed it is important that the plans for the Skertingham site do not compromise the delivery of either the inner or outer Northern Link Road route options (including a potential crossing of the East Coast mainline) and/or the provision of an internal distributor road.
- 6.10.11** The masterplan must deliver a high quality, landscape led design that responds to, respects, and enhances its landscape and biodiversity context and builds upon the existing local green infrastructure assets in the area providing an attractive green edge to the town. Over 45% of the site area is expected to be retained and enhanced as accessible green infrastructure and managed agricultural land, including a large corridor of land on the south side of the River Skerne forming the river valley, and along the East Coast mainline. Within the site an extensive network of green infrastructure will be provided connecting residential areas and community facilities, delivered in line with Policy ENV 4.

HOUSING 6

- 6.10.12** The River Skerne that runs along the northern boundary of the Skertingham site is identified in Darlington's Green Infrastructure Strategy as part of an existing and proposed strategic green corridor. The River Skerne must be protected and enhanced, with the provision of habitat buffers as part of any development alongside the river to the north east and west. The site is expected to deliver an increase in the area of woodland adjacent to the river, to offset any loss resulting from the relocation of Darlington Golf Course, and to help meet the sites wider green infrastructure needs. This will take the form of non-famed areas incorporating habitat creation measures at least 50 metres in depth in order to create viable ecological corridors, providing movement corridors for wildlife within the landscape.
- 6.10.13** Springfield Park is to be retained as part of the sites development. Provision is to be made for a new vehicular access across the eastern edge of the park designed so as to minimise its impact on the recreational value of the remaining parkland area. Satisfactory replacement green space is to be provided on the land immediately to the north of the park in line with the conditions of Policy ENV 4, along with suitable enhancements to the park designed in consultation with the local community.
- 6.10.14** The site contains a number of Listed Buildings, is adjacent to the Ketton Bridge Scheduled Monument and close to the historic assets in and around the village of Great Burdon. It is therefore necessary that the design and layout of development on the site conserves and enhances the significance of these assets and the contribution their rural settings makes to their significance in line with Policy ENV 1.

6 HOUSING

6.11 Greater Faverdale Strategic Allocation

- 6.11.1** Greater Faverdale is a 177.8ha site (Site Reference: Nr 185) in the North West of Darlington in the Brinkburn and Faverdale Ward and the Heighington and Coniscliffe Ward. The site is currently in agricultural use and is bordered to the west by the A 1(M) and the A 68 in the south by Rotary Way, to the north by Burtree Lane and the east by the Bishipline train track. The western part of the site (120ha) has been allocated in the 1997 Local Plan as Employment Reserve site.

Policy H 11

Greater Faverdale - Strategic Site Allocation

A strategic site allocation is identified at Greater Faverdale (Site Reference: 185) to support a Mixed Use Development of circa 2000 homes and circa 200,000 sqm of employment space on a 177.8ha site in North West Darlington.

Development at Greater Faverdale will be permitted in accordance with the principles set out below and other relevant policies in the Local Plan.

A comprehensive masterplan must be submitted to accompany any planning application relating to this site, that informs the mix of uses, layout, scale, design, and phasing of the proposed development. The masterplan should be based on a strong understanding of the characteristics of the site and its surrounds, and adopt the Healthy New Town approach to site design. To ensure that a cohesive development is delivered at Greater Faverdale, the Council will only approve planning applications that adhere with the masterplan and deliver the necessary local and strategic infrastructure to support the development.

The key principles for development of the Greater Faverdale site are shown on the illustrative Concept Plan (Figure 6.1 TO BE INSERTED), including broad locations for land uses and facilities.

The site will provide:

- i. Residential areas with a mix of housing types, tenures and sizes, including affordable housing for circa 2,000 homes;
- ii. Employment sites to accommodate circa 200,000 sqm of employment space covering B1, B2, and B8 sectors;
- iii. Space for a Local Centre and supporting community facilities, including the potential for a health hub, primary school and local retail facilities of a scale and type proportionate to the nature and scale of the development;
- iv. A Buffer zone towards the A1 (M) for noise attenuation;
- v. Key vehicle accesses from Rotary Way and Burtree Lane;
- vi. A link road between Rotary Way and Burtree Lane ;
- vii. Further enhancements to the local strategic Road network of Burtree Lane (a) western segments connecting to A68 / and (b) connectivity over Bishop Line towards Harrowgate Hill;
- viii. Other supporting infrastructure as required by the Infrastructure Delivery Plan and identified at the time of submitting a planning application;
- ix. Opportunities for access to public transport services with a reasonable frequency of service;
- x. A network of connected Blue and Green Infrastructure that:

HOUSING 6

- retains and enhances the network of safe, attractive and accessible public rights of way, footpaths and cycle routes across the site;
- provides a pattern of well-integrated and inter-connected green spaces across the site providing for the recreational needs of the local community, including nature friendly natural spaces, in accordance with Policies ENV 4, ENV 5 and ENV 9;
- retains and enhances important hedgerows and trees (see ENV 7);
- mitigates the impact on biodiversity (see ENV 7).

The site design and layout will need to protect and conserve the Scheduled Monument on the site, and its setting, in accordance with Policies ENV 1 and ENV 2 which incorporates the trackbed of the historic Stockton and Darlington Railway.

- 6.11.2** The Greater Faverdale Strategic Site in the North West of Darlington was identified as having potential for mixed use development as part of the Local Plan Issues and Scoping consultation held in August 2016. In November 2016, the Council's Cabinet agreed to engage with the Advisory Team for Large Applications (ATLAS), now part of Homes England, to investigate how this part of the Borough could contribute to meeting the Borough's housing needs in a planned, sustainable way.
- 6.11.3** The Greater Faverdale Strategic allocation is supported by a Masterplan Framework created in January 2018 by the Greater Faverdale Site Group consisting of Landowners, developers and consultants. Work on the Masterplanning Framework started in January 2017 and included consultation in September 2017. This work, along with the feedback from consultation, has informed the illustrative concept plan and draft policy requirements for the strategic allocation.
- 6.11.4** The Masterplan Framework suggests a Mixed Use development of circa 2000 housing units and circa 200,000 sqm employment space. Also it suggests indicative access points, Green and Blue Infrastructure, an indicative Local Centre, a movement network, suggested indicative land uses and essential amenities.
- 6.11.5** Figure 6.1: Greater Faverdale Concept Plan TO BE INSERTED
- 6.11.6** Further progress of the Masterplan Framework towards a robust Masterplan with design, scale, suggested mix of uses, indicative Phasing and development direction will be required to support any planning application for this strategic site.
- 6.11.7** The masterplan should be based on a strong understanding of the characteristics of the site and its surrounds, and adopt the Healthy New Town approach to site design.
- 6.11.8** For this site the balance of residential versus employment space will be dependant on the economic climate and viability assessment of the site.

7 EMPLOYMENT FOR ECONOMIC GROWTH

7 EMPLOYMENT FOR ECONOMIC GROWTH

7.1 Promoting New and Retaining Employment Opportunities

7.1.1 The Draft Local Plan suggests where and how a continuous and diverse supply of employment land will be provided within the Borough to meet the needs of existing and future economic development. It plans for up to 80ha of additional land for employment land across the Borough in the period up to 2036. The current land available plus the allocations provides gross available employment land in the Borough of 250ha. That translates to a net available plot portfolio of 175ha developable for employment use for the Local Plan Period 2016-36.

Table 7.1

	Total Employment Land	Gross Available ha	Net Available ha ⁽¹⁷⁾
Existing Industrial Estates	474.25 ha	40.48ha	28.34ha
New Allocation	79.8ha	76.52ha	53.56ha
Allocated but currently 100 % Available	133.00ha	133.00ha	93.10ha
Total	687.05ha	250.0ha	175.00ha

7.1.2 National planning policy says that employment sites should not be protected over the long term if there is no reasonable prospect of them being used for that purpose. It also indicates that where this is the case, planning applications for alternative uses should be treated on their merits, having regard to market signals and the relative need for different land uses to support sustainable local communities.

7.1.3 In advance of the Draft Local Plan two Employment Land Reviews 2012 and 2017 have been carried out which supplements evidence taking through the Darlington Borough Council Economic Strategy 2016- 2022.

7.1.4 Since the recession of 2007-2013 Darlington is now again experiencing substantial new jobs growth, with the number of residents employed returning to pre-recession levels. Current strong employment sectors include business services, subsea, public administration, education and health services, manufacturing, advanced engineering and logistics. Further growth is forecast in these areas and in a number of emerging sectors including digital and media, biologics, telehealth and healthcare.

7.1.5 Whilst the area's office stock has been enhanced by a number of recent developments such as Business Central and the Bishopsgate Department for Education building the town remains still a secondary office location on a regional level behind Newcastle and Leeds.

7.1.6 The studies suggests that:

- Embedding major 'footloose' businesses within the local economy should remain a key priority;
- About 80ha of new employment land should be allocated by the Draft Local Plan;
- Land next to the main highway and rail infrastructure should be protected to support development within the advanced manufacturing and subsea sectors for Darlington; and
- More high quality Grade A office premises of 20-50 sqm size and larger move-on space is needed in the Borough's main industrial estates, either as new build development or subdivision and refurbishment of larger, older buildings.

7.1.7 National initiatives such as the Industrial Strategy have been introduced to support employment growth and an interpretation of this strategy is sought for the Tees Valley and Darlington in the next few years.

EMPLOYMENT FOR ECONOMIC GROWTH 7

7.1.8 Some new evidence and developments suggest further economic growth potential for Darlington:

- The Council contributed to successfully bringing a devolution deal to the Tees Valley. Tees Valley Combine Authority (TVCA) supported through enhanced public investment preparation of key infrastructure to employment sites for development such as the Tees Valley Enterprise Zone in Central Park South;
- Developed by public and private sector partners, the updated Tees Valley Strategic Economic Plan 2016 (SEP) sets out the ambition and priorities for generating economic growth through transformational change in the Tees Valley. With a target of achieving a net increase of 25,000 new jobs by 2026 over the next ten years, approximately 7,000 part of these are based in Darlington up to 2036. ⁽¹⁸⁾
- Employment land and flexible premise offers are required to support and accommodate this growth. "Grow on" industrial space for existing businesses, high quality office space and additional space for key growth sectors such as advanced manufacturing, biologics and logistics will be essential.
- The TVCA as the then Tees Valley Unlimited researched in 2015 the needs of the large scale logistics markets to better understand how large scale would enhance the Tees Valley's share in the sector. Sites such as those at Greater Faverdale and Link 66 have been identified for Darlington as key employment sites to support the sector. A Darlington Borough Council Local Logistics Sector Study 2015 confirmed the locational advantages of those sites.
- There is new interest in certain sites, and interest from a number of companies for land and premises within the Borough. Local Growth Fund bids via TVCA have been submitted for key employment sites such as Ingenium Parc and Greater Faverdale to reflect current employment interest in the site.

Policy E 1

Safeguarding Existing Employment Opportunities

The following existing employment areas, as shown on the Policies Map, are promoted and safeguarded as employment areas for investment. Within these areas, planning permission will be granted for business (Use Class B1), general industrial (Use Class B2) and storage and distribution (Use Class B8) uses, and initiatives to improve (through refurbishment, subdivision or replacement) existing buildings, to allow their continued contribution to the local economy:

Table 7.2

No.	Name	Total Gross	Gross Available	Suggested Use
342	Faverdale East Business Park	65.87ha	6.08ha	B1 B2 B8
343	Faverdale Industrial Estate	60.32ha	11.19ha	B1 B2 B8
345	Drinkfield Industrial Estate	17.0 ha	0ha	B1 B2 / 3ha for Housing 04.18.

18 as justified in the Darlington Future Employment Needs Report September 2017 based on a Oxford Economics forecast

7 EMPLOYMENT FOR ECONOMIC GROWTH

346	Meynell Road West	8.5 ha	0ha	B1 B2
347	Cleveland Industrial Estate	14.6 ha	0ha	B1 B2 B8
348	Red Barnes Way	3.03ha	0ha	B1 B2 B8
352	Barton Street/Haughton Road	1.49ha	0ha	Mixed Use
353	Haughton Road/ Blackett Road	11.58 ha	0ha	B1/ B2 / B8
354	McMullen Road East	2.72ha	0ha	Sui Generis
355	Lingfield Point	33.6 ha	2.74ha	Mixed Use
357	Morton Park	28.28ha	5.79ha	B1 B2 B8
358	Yarm Road Industrial Estate	63.86ha	1.87ha	B1 B2 B8 Sui Generis
359	Morton Palms Business Park	11.90ha	6.08ha	B1 B2
361	Durham Tees Valley Airport North	58.19ha	6.73ha	Mixed Use / B1 B2 Airport & related uses
363	Aycliffe	15.33ha	0ha	B2
364	Yarm Road South	34.69ha	0ha	B1 B2
366	Meynell Road East	10.28ha	0ha	B1 B2
376	Whessoe Road	4.88ha	0ha	B1 B2
378	Longfield Road	2.41ha	0ha	B2
379	Banks Road	9.70ha	0ha	B1 B2 Sui Generis
380	Albert Hill Industrial Estate	16.02ha	0ha	B1 B2 B8
	TOTAL		40.48ha	Net Available
		474.25ha		28.34ha

7.1.9 The Employment Land Review (2013 and 2017) recommendations have been balanced against other considerations, such as the momentum that could be generated by more recent interest and initiatives and the need to have a range and choice of sites, the Borough's aspirations for economic growth and the suitability of sites for other uses.

7.1.10 Policy E1 therefore recognises that there is still a reasonable prospect of employment uses being delivered on sites previously allocated. Their safeguarding / retention will ensure that a range and choice of employment land is available to meet all user requirements over the plan period.

EMPLOYMENT FOR ECONOMIC GROWTH 7

Policy E 2

Promotion of New Employment Opportunities

The following sites, as shown on the Policies Map, are allocated for new employment within use classes B1, B2 and B8, to meet employment needs over the plan period.

E 2.1 New Allocations

Table 7.3

No.	Site Name	Total Site / Gross Available	Net Available	Suggested Use
185	Greater Faverdale	177.80ha 70ha for Employment	177.8ha / 49ha for Employment	Mixed Use
368	Central Park South	9.8 ha / 6.50ha	4.55ha	B1 B2
	TOTAL	76.5ha	53.55ha	

E 2.2 Existing Employment areas with 100% developable areas:

Table 7.4

No.	Site Name	Gross Available	Net Available	Suggested Use
80	East of Lingfield Point	10.30ha	7.21ha	B1 B2 B8
356	Ingenium Parc	40.80ha	28.56ha	B1 B2
360	Heighington Lane North	5.70ha	3.99ha	B1 B2 B8
362	DTVA Airport South	39.30ha	27.10ha	B2 Airport related uses
367	Link 66	36.30ha	25.41ha	B1 B2 B8
351	South West TCF / Beaumont Street	0.62ha	0.42ha	B1

7 EMPLOYMENT FOR ECONOMIC GROWTH

	TOTAL	133.00ha	93.10ha	
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- 7.1.11** Due to the amount of vacant and undeveloped sites within the existing portfolio of employment sites only two new areas will be allocated through the Draft Local Plan. Those two sites though are key strategically placed employment sites which will be used to attract high values sector growth to Darlington. Greater Faverdale as a strategic site will provide, as outlined in Policy H 11, opportunities as a Mixed Use Site.
- 7.1.12** Four sites have been identified through the Housing Employment Land Availability Assessment (HELAA) (2017) of being able to cater for additional residential development as Mixed Use sites due to their specific characteristics and locational factors.
- 7.1.13** The Draft Local Plan also recognises the contribution that alternative uses can make to employment areas, where they comply with the objectives of the plan and are applied consistently, and can help to realise the development of employment uses, and the continued retention and attractiveness of employment sites. Acceptable uses are predominantly those that have a similar character to employment uses, but may not be in the same use class, and could include training centres related to employment in the industries on the estate, or related to a particular occupier, genuinely ancillary uses such as small cafes or nurseries serving the employees of the industrial area, or more diverse uses where they relate to the function of the estate or the surrounding area.
- 7.1.14** The Draft Local Plan, whilst planning for employment development in specific locations, recognises that employment uses outside of the employment areas identified, can make a contribution to the local economy, where they are in suitable locations with compatible uses able to co-exist alongside one another. To this extent it is required that employment uses outside of employment areas will be suitable where they comply with the other policies in the plan and have no adverse effect on the amenity of adjacent occupiers, the character of the area, and the surrounding environment.

7.2 Economic Development in the Rural Area

- 7.2.1** The Rural area for Darlington is the open countryside outside the Urban Settlement Limit including the Service Villages, Rural Villages and hamlets.
- 7.2.2** Supporting economic growth in rural Darlington can mean accommodating acceptable farm diversification schemes (including Food and Drink outlets), including developments like equestrian centres or livery yards, tourist accommodation (including static caravans, touring caravans and chalet-type accommodation), leisure uses, small scale office space, restoration or arts and crafts businesses.

Darlington Farmers and Auction Mart (DFAM)

- 7.2.3** One of the key rural economic projects has been the relocation of the Darlington Farmers Auction Mart (DFAM) from the Town Centre to Humbleton Farm on the A 68. This will have significant rural economic development impacts and outcomes that will benefit the Borough and surrounding areas of North Yorkshire and County Durham .

Policy E 3

Darlington Farmers Auction Mart Relocation

The Policy map shows the site where the Darlington Farmers Auction Mart is to be relocated and where ancillary and related uses for rural economic development will be allowed :

A1 Small Retail (rural based)

EMPLOYMENT FOR ECONOMIC GROWTH 7

A2 / B1 Small Scale Office

A3 Food and Drink

Other use classes would have to be defined and considered in the planning application process in relation to scale, dimension, rural impact and added value to the rural economy.

Economic Development in the Open Countryside

- 7.2.4** To safeguard the intrinsic character of rural Darlington, development associated with such uses should be appropriate in a rural setting, and minimise its impact on its surroundings. For caravan sites and tourist accommodation, this means compact and unobtrusive sites, making use of natural or enhanced screening wherever possible, provided by trees and landscaping, and making use of any existing buildings where possible. Touring caravan and camping sites, although mainly involving temporary structures, should also be screened as much as possible by existing or enhanced landscaping, with any associated facilities and new buildings kept to a minimum, by making use of existing buildings where practicable.
- 7.2.5** Retail uses in rural Darlington can help support the rural economy. Appropriate forms of retailing in the countryside are those required to support the primary agriculture holding or rural development use which could including supply of agricultural supplies or machinery. Other goods or produce not for agricultural purposes should either have been produced on site or sourced from within the locality or should be ancillary to the primary activity on site. An example would be a shop selling fishing tackle and equipment at an established fishing venue.

Policy E 4

Economic Development in the Open Countryside

Rural enterprises other than of minerals, waste and renewable energy proposals will normally be permitted, provided it can be shown that an open countryside location for such a development will not cause significant harm to the countryside, or it is subsidiary to or related to a main agricultural use or other land based rural business and is necessary to sustain the agricultural holding or other rural land based business as a whole.

Where possible and appropriate, existing buildings including designated or non-designated heritage assets shall be re-used. Any necessary new buildings must be well-related to existing buildings. The character, scale and design of the proposal should be appropriate to its open countryside surroundings, and there should be satisfactory access from the road network. Proposals must not prejudice any planned community use. Proposals that demonstrate that they will directly and significantly contribute to the retention and / or development of local services, community facilities and infrastructure will be supported.

a) Proposals for the conversion and re-use of buildings for economic development in the open countryside should;

- a) Be largely accommodated within the existing building(s), (if buildings are sympathetic to their surroundings or can be made so, without significant demolition or rebuilding) and;
- b) Make use of retained features that contribute to local distinctiveness or historic interest.
- c) The building should be large enough to be converted without the need for additional buildings and substantial new extensions will not be permitted. Any extensions that are required must be:
 - i. Subordinate in scale and proportion to the original building;
 - ii. Capable of conversion without significant alteration;

7 EMPLOYMENT FOR ECONOMIC GROWTH

- iii. Not prejudice any viable agricultural operations on an active farm unit;
- iv. Be in keeping with it's surroundings; and
- v. Not unacceptably affect amenity.

b) If the proposals are for equestrian related development then, in addition:

- i. There must be adequate land and, for commercial uses, adequate off-road riding facilities available safely nearby for the number of horses to be kept on the land; and
- ii. Any buildings required should be commensurate in size with the number of horses to be kept on the land and the amount of land available for use by those horses; and
- iii. An agreed comprehensive scheme of management for any ancillary development including hard standing, access roads, parking, fencing, lighting, storage, waste disposal, ménages and sub division of fields will be required; and
- iv. The proposal, either on its own or cumulatively, taking account of any other horse related uses in the area, is compatible with its surroundings and adequately protects water courses, groundwater and the safety of all road users.

c) If the proposals are for tourist accommodation then, in addition:

- i. New or extensions to existing sites for static and touring caravans, chalet type accommodation and camping should be sited and screened through topography and/or vegetation in order to minimise visual impact. The materials and colours of the chalets or static caravans and associated site services and infrastructure should blend with its surroundings. All sites should have good access to the road and footpath network and will be subject to conditions to prevent the permanent occupancy of the site.
- ii. Other tourist accommodation should be located within development limits unless it can be demonstrated that the need is not met by existing facilities in Service villages and villages with settlement limits. If located in an area susceptible to flooding it should provide a specific Flood Risk Warning and Evacuation Plan.

d) Proposals for outdoor leisure uses will also be supported in appropriate locations, provided that their impact on the open countryside is minimised and they provide satisfactory access arrangements and protect amenity.

e) Development will normally be permitted for the establishment or expansion of retail development outside of limits to development where it is demonstrated that:

- i. The proposal is connected to or adjacent to the primary holding;
- ii. The proposal is economically related to the primary holding and is ancillary to the primary existing use; and
- iii. There would be no adverse impact on the vitality or viability of retail centres or village shops within the locality.

- 7.2.6** Proposals requiring significant vehicle movements to deliver or distribute goods will be required to demonstrate that they will not have an unacceptable impact on the safe operation of the public highway. Proposals that do need significant traffic generation to operate would likely be better located in a more established and accessible location. Applicants will be required to demonstrate with supporting information how the proposal meets this requirement.

EMPLOYMENT FOR ECONOMIC GROWTH 7

- 7.2.7** Developments in the open countryside also need to be sited to get the benefit of the open countryside location, and should not adversely affect existing agricultural operations. Equestrian developments, for example should be located where there is, or could be, ready and safe access to the bridleway network and any developments should not limit the future viability or sever any existing farm holding to an extent where its viability is adversely effected.
- 7.2.8** here can be instances where new economic activity in the open countryside requires associated residential accommodation. In order to demonstrate this evidence will need to be submitted as to why the need arises and why the need for on-site accommodation cannot be dealt with by other means, such as CCTV surveillance. If there is accepted to be a need for on site accommodation then evidence will need to be provided that the need couldn't be met in another way, this could include alternative accommodation within the existing local housing stock within a reasonable distance. Finally proposals must demonstrate that the location of residential accommodation has been carefully considered to minimise visual impact on the countryside and any neighbouring land uses.

8 TOWN CENTRE AND RETAIL

8 TOWN CENTRE AND RETAIL

8.1 Darlington Town Centre

- 8.1.1** National planning policy indicates that the Council should pro-actively promote competitive town centre environments that provide consumer choice and a diverse retail offer. The Draft Local Plan sets out the overall approach to town centres and retailing, to ensure the vitality and viability of the town centre is maintained and identifies opportunities to enhance the offer and continued provision of a range of retail, leisure and business uses. Its role as the sub-regional centre for the western part of the Tees Valley and neighbouring parts of North Yorkshire and South and West Durham, is protected and promoted, including its role as a market town.
- 8.1.2** The Draft Local Plan sets out the hierarchy of centres in the borough, defining the role and appropriate developments for each, to ensure that their role in providing food shopping and a range of local shops, leisure uses and services, is safeguarded and enhanced.

Table 8.1

	Hierarchy of Centres in Darlington
Sub-regional Centre	i.e. Darlington Town Centre > 100.000 sqm
District Centre	i.e. Cockerton > 10.000 sqm
Local Centre	i.e Mowden 1.000 sqm

- 8.1.3** The Draft Local Plan seeks to focus retail activity within the Town, District and Local Centres in the borough, and to avoid developments outside of these centres that would compromise their vitality and viability, by drawing significant amounts of trade away from them. This policy does not prevent the development of small shops or convenience stores that serve local needs, but do help to ensure that development within centres is consistent with a centre's scale, function and physical capacity to integrate extensions. Adverse impact on vitality and viability could result in local services and amenities not being available and accessible to local communities. It could mean that people with restricted mobility will lose services and others will have to travel further.
- 8.1.4** The Draft Local Plan defines the extent of Darlington Town Centre, the Primary Shopping Area (these are defined below) and the District and Local Centres. This is important as it identifies where Town Centre uses will be acceptable, and when a sequential assessment will be required.
- 8.1.5** The Town Centre is the defined area where main Town Centre uses will be located. Main town centre uses are retail development (including warehouse clubs and factory outlet centres); leisure and entertainment facilities; the more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, night clubs, casinos, health and fitness centres, indoor bowling centres, and bingo halls); and arts, culture and tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities). Strengthening the town centre by channeling new main town centre uses is vital if Darlington is going to fulfill its role as a Sub-Regional Centre.

Policy TC 1

Darlington - Town Centre Boundary

Darlington Town Centre Boundary which can accommodate Town Centre Uses are identified in the Policy Map.

The Council applies a "Town Centre First policy" which implies a sequential test to be carried out to locate Town Centre uses:

1st: within the Town Centre Boundary

TOWN CENTRE AND RETAIL 8

2nd: Edge of the Town Centre

3rd: Out of Town

- 8.1.6** The Town Centre boundary is shown in the policy map and includes St Augustines Way (A 68), Northgate Roundabout and St Cuthberts Way (A 167) to the north, Bondgate, Skinnergate and Conniscliffe Road to the west and is bounded by St Cuthbert's Way (A 167) to the east and Grange Road / Victoria Road (a 167) to the south.

Primary Shopping Area

- 8.1.7** The Primary Shopping Area (PSA) is defined as the area within the town centre where retail development, the presence of which is the main contributor to vitality and viability, is concentrated and should be densely focussed. It covers all shopping frontages with the Town Centre.

Policy TC 2

Primary Shopping Area

The Policy Map defines the Town Centres Primary Shopping Area.

To maintain vitality and viability, the Council will permit non-retail uses in shopping frontages flexibly.

However within the development proposals some criterias should be considered:

- i. The characteristics of the unit and its attractiveness to A1 retailers;
- ii. Its position and attractiveness of and within the frontage;
- iii. The pedestrian flow associated with the unit and the wider centre;
- iv. The length of time that the unit has been actively marketed on competitive terms.

The policies in this Local Plan acknowledge the need to be flexible where appropriate, and the changing role of town centres, which are no longer solely a shopping destination, but provide a range of other leisure and social functions including housing and the use of upper floors.

Comparison and Food Retail Need

The Darlington Retail and Town Centre Study Update 2017 ⁽¹⁹⁾ indicates that there is currently no significant quantitative need for additional convenience retail development but that there would be a need for comparison goods between 2,700 sqm and 15,800 sqm from 2027 - 2032. By 2036 the comparison good need could increase to 9,300 sqm - 26.200 sqm in total. It is likely that this will be provided through several smaller developments throughout the plan period. Additional large-scale food retail development is not being planned for at this time. There may be a qualitative need for additional foodstore provision though in new strategic site allocations but this will be addressed through the planning application system.

Commercial / Kendrew Street Site

- 8.1.8** Land at Commercial Street / Kendrew Street (Site 271 circa 2.4 ha) currently used as a car parking area, has been identified as a sequentially preferable location to provide for comprehensive regeneration of a central location. It is envisaged that the site would significantly improve and re-shape the retail and cultural offer for the wider Town Centre.

8 TOWN CENTRE AND RETAIL

- 8.1.9** The delivery of a regeneration scheme will be critical in enhancing Darlington's role as a subregional city centre, as identified within Policy TC1 of the Draft Local Plan, meeting the quantitative and qualitative retail needs of Darlington and the wider Borough.
- 8.1.10** The Commercial / Kendrew Street site should be brought forward through a comprehensive approach for the area. This approach can involve a positive mixture of uses including retail, cultural and residential uses, supplemented by leisure, employment and educational uses that will complement the existing centre and form part of a sustainable extension to Darlington Town Centre.

Policy TC 3

Additional Site for Town Centre Uses

In order to meet any future need for Town Centre Uses the following site is shown on the Policies Map as a potential Town Centre Extension Site.

Table 8.2

Site Nr	Site Name	Size
271	Commercial / Kendrew Street	2.4ha

The Council will support the regeneration of the Commercial / Kendrew Street site taking into account the following considerations:

- Ensuring sensitive integration of new buildings with old, seeking where possible to incorporate the existing historic fabric and retaining buildings that are of historic importance;
- Development proposals must be of a high standard of design that are sympathetic and appropriate to the local area and makes use of local design styles and local materials;
- That any comparison and convenience retail element of the scheme are central and complementary to the wider regeneration of the Town Centre scheme;
- Sufficient and appropriate provision is made for replacement vehicle parking and it is made in an innovative way (not surface car parking) to support the scheme;
- Development should complement Darlington's transport network and incorporate suitable linkages to the existing highway network and help mitigate issues of potential traffic congestion;
- Development proposals should utilise its frontage with St Cuthberts Way to provide opportunities for innovative design and improved public realm.

- 8.1.11** Additional space to accommodate expansion of the Town Centre Uses and retail could be accommodated in this identified area which is currently made up of expansive ground level car parking areas. It would give the chance for investors to increase Darlington's market share in Town Centre Uses. The area has been previously identified by the Town Centre Fringe Masterplan (2013) and recommended in the Retail and Town Centre Studies (2014 and 2017). The Commercial Street / Kendrew Street site remains the sequentially preferable location to accommodate a comparison-led retail development within the town.
- 8.1.12** The Commercial / Kendrew Street site involves the regeneration of land and buildings to the North of Darlington Town Centre. Development proposals for this site should be underpinned by a masterplanning exercise for this site to reflect feasibility, place making ambitions and sustainable development. Developers and agents for this site will be expected to work with the Borough Council.

TOWN CENTRE AND RETAIL 8

- 8.1.13** The regeneration of the Commercial / Kendrew Street site provides an excellent opportunity to address some of the accessibility issues within Darlington Town Centre. It is important that the regeneration of the site recognises the opportunities set out in the Town Centre Fringe Masterplan, particularly in relation to traffic improvements in Darlington Town Centre and the wider improvements to the cycling and walking network. The site specific Masterplan needs to take account of including these improvements.
- 8.1.14** The regeneration of the Commercial / Kendrew Street site presents a significant opportunity for a generational change to Darlington Town Centre. However, it is important that regeneration of this area benefits the whole of the Town Centre to ensure that businesses and operators also benefit from the significant growth that this regeneration offers. The Council will seek to promote improvement throughout the Town Centre through the preparation of a new Town Centre Strategy. The strategy will set out a positive and proactive approach towards regeneration, improvement and renewal, ensuring that the benefits (in terms of investment and footfall) arising from a scheme in Commercial / Kendrew Street are shared over the wider Town Centre.

8.2 District and Local Centres

- 8.2.1** The District and Local Centres are important in meeting local needs, providing food shopping and a range of other local shops, services and leisure uses. They are both accessible and help reduce the need to travel. These centres are generally healthy with exceptionally low vacancy rates.
- 8.2.2** National planning policy indicates that policies should guard against the unnecessary loss of valued facilities and services where this would reduce the community's ability to meet its day-to-day needs, and ensure that established shops and services are able to develop and modernise in a way that is sustainable so they are retained for the benefit of the community.

Policy TC 4

District and Local Centres

The boundaries of the District and Local Centres are identified on the Policies Map.

- Cockerton (District Centre)
- Mowden (Local Centre)

Types of uses that will be acceptable within the boundaries:

- i. Include shops, financial services, restaurants and cafes, drinking establishments, hot food takeaways, and a range of community and leisure facilities (included within classes A2-A5, D1 and D2 of the use classes order).
- ii. Be physically integrated with the rest of the centre;
- iii. Be subject to satisfying a set of criteria and ensuring that the vitality and viability of centres is maintained.

Development Outside of Existing Centres

- 8.2.3** The Council's policy is that main town centre uses should be within the existing Town Centre. However, where development does take place elsewhere, it is important that it does not undermine existing centres.

8 TOWN CENTRE AND RETAIL

- 8.2.4** Those proposing development of main town centre uses that are not in an existing centre should undertake a sequential assessment, to ensure that consideration is given to sequentially preferable locations. This also applies to proposals that are below the local floorspace threshold of 500sqm set out within the policy. A sequential test is not required for proposals for office development within the identified employment areas or other employment sites identified in this plan and is also not required where the proposal reflects the existing use of the site. Matters to be set out in a sequential assessment are set out in national planning policy and guidance.

Policy TC 5

Retail Impact Assessment Threshold

A local floorspace threshold of 500 sqm for retail and convenience floorspace has been set for the requirement for impact assessments.

- 8.2.5** The locally set floorspace threshold of 500 sqm has been set as the requirement for impact assessments to be provided with development proposals, to ensure that the impact of proposals has been properly considered. Any proposals that are above these thresholds and on the edge of or outside of these centres must be accompanied by an impact assessment, to ensure that full consideration is given to the scale of development and any significant impacts that could result from retail proposals, when taken both individually and cumulatively with other proposals and developments. The impact assessment will be expected to be proportionate to the scale of the proposal. The 500 sqm thresholds are set as being broadly the maximum allowance in such locations before the Borough's retail strategy could be compromised. Matters to be considered in an assessment are set out in national planning policy and guidance.

8.3 Darlington - Town Centre Fringe

- 8.3.1** The Draft Local Plan identifies the Town Centre Fringe as a priority location for brownfield development and regeneration within the Borough, and significant development activity started in 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 the area's housing is occupied by deprived households. The area of the Town Centre Fringe as identified in the Local Plan (2016-36) is more limited than the Council's wider Town Centre Fringe Masterplan area.
- 8.3.2** The Town Centre Fringe has a lot of advantages for future development - it is easy to get to by several modes of transport, close to the Town Centre, containing key buildings like the recently reopened New Hippodrome 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 Bank Top Station Masterplan created in 2016 overlaps with the Town Centre Fringe area but synergies of development will be considered.
- 8.3.3** 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. Currently work with Homes England and the Tees Valley Combined Authority are ongoing to address funding gaps and ownership issues.

TOWN CENTRE AND RETAIL 8

Policy TC 6**Darlington - Town Centre Fringe**

Priority brownfield regeneration site with circa 70 ha of mixed use development and investment potential as defined on Policies Map.

Included options for intensified land use re-development:

- a) Residential development (including high density / affordable housing schemes);
- b) Office, Industrial and commercial development;
- c) Gas Holder removal as hazardous area risk;
- d) Skerne Flood Mitigation scheme including enhancing green corridor scheme;
- e) Cycling and walking improvements.

9 ENVIRONMENT

9 ENVIRONMENT

9.1 Safeguarding the Historic Environment

- 9.1.1** National planning policy⁽²⁰⁾ requires local planning authorities to set out in their Local Plan a positive strategy for the conservation and enjoyment of the historic environment. It emphasises the importance of sustaining and enhancing the significance of heritage assets and acknowledges the wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring.
- 9.1.2** The historic environment includes areas and buildings, archaeological sites, historic streets and transport routes, historic landscapes, parks and other green spaces. It is a non-renewable, shared resource, and any loss or harm to it is usually irreversible. Understanding the significance of the historic environment and the contribution that the setting of historic assets makes to their significance is essential to guide good decisions about land use change and development affecting them.
- 9.1.3** As a group, Darlington's archaeology and historic buildings are of considerable significance not least because of its potentially significant railway, industrial and Quaker history. The Borough's designated heritage assets⁽²¹⁾ include:
- Over 550 Listed Buildings;
 - 20 Scheduled Monuments;
 - 17 Conservation Areas; and
 - 2 Registered Parks and Gardens
- 9.1.4** The Borough also contains a wealth of non-designated heritage and archaeological assets. Non-designated heritage assets can be summarised as parts of the historic environment including buildings, structures, areas and archaeology that are considered by the Local Planning Authority to be locally significant. They can be identified through strategic planning and development management, included on a Local List, and can sometimes be as significant as designated assets.
- 9.1.5** The origins of the town of Darlington first appeared in writing in 1003. The small Anglo-Saxon settlement experienced medieval growth as a result of Darlington's position in the Durham bishopric. The market flourished to serve an agricultural hinterland and those passing through the town on the Great North Road between London and Edinburgh. Around St Cuthbert's Church, a prominent Grade I listed town centre landmark, grew an ecclesiastical complex, with the Bishop's palace at its heart (1164 -1870). By the 1530s Darlington was described as the best market town in the bishopric outside of Durham. In 1585 a fire destroyed most of medieval Darlington. The town was rebuilt within the medieval streets and burgrave plots and this pattern of central yards and wynds survives in the town centre today. There was little building beyond the confines of the medieval settlement, other than the mansions of the influential Quaker families on the fringes of the urban core, until growth was triggered by the arrival of the railway⁽²²⁾.
- 9.1.6** Opened in 1825, the Stockton and Darlington Railway was funded by Edward Pease a prominent Darlington Quaker as the world's first publicly financed passenger railway. This is covered by a standalone policy (see Policy ENV 2) due to its national significance.
- 9.1.7** Darlington has particularly significant Quaker history and associated heritage assets. Darlington Quakers played an active part in the government, industry, commerce and development in the town during the eighteenth and nineteenth centuries. They were responsible for many of Darlington's landmark Victorian public buildings and manor houses, parks and cemeteries including South Park, the indoor market and clock tower, and the Friends Meeting House. The value and significance of

20 Chapter 12, National Planning Policy Framework (NPPF), DCLG, 2012

21 Identified on the Historic Environment Record (HER) maintained by Durham County Council's Archaeology Service on behalf of Darlington Borough Council

22 Gillian Cookson: The Townscape of Darlington (2003)

ENVIRONMENT 9

these assets is recognised, for their contribution to the unique identity of the borough and their potential contribution to tourism. Non-designated heritage associated with the Quaker movement includes Elm Ridge Methodist Church and Carmel School.

- 9.1.8** Darlington has also played a significant role in the development of industry. It has a number of designated heritage assets of significance to industries like leather, tanning, textiles and steel. Designated assets include Tees Cottage Pumping Station and the Cummins building on Yarm Road, the latter being the most contemporary building – constructed in 1965 - to be listed.
- 9.1.9** ‘Experience Darlington’ is an overarching concept promoting heritage assets as part of the Visitor Economy Strategy⁽²³⁾ that seeks to link and make the most of Darlington’s locally distinct heritage as summarised above.
- 9.1.10** The vision for Darlington’s Town Centre Fringe and its historic environment is set out in the Conservation Management Plan⁽²⁴⁾ and aims for the area to be transformed into a vibrant urban area with well-maintained historic buildings, exciting small scale modern development, a thriving tourism industry based on railway heritage and a healthy, accessible river.
- 9.1.11** The Borough contains a significant Roman settlement at Piercebridge and other characterful rural villages and hamlets. These villages are home to a high concentration of listed vernacular cottages and historic farm buildings and are generally designated as Conservation Areas. Several of the Conservation Area villages are located along the River Tees corridor and this relationship with the river setting is an integral part of their historic and aesthetic value. Walworth Castle is a prominent Grade I listed building in a picturesque rural setting within the Borough. The character of the Borough’s rural historic environment and the heritage assets integral to it will be protected, enhanced and promoted.

Policy ENV 1

Protecting, Enhancing and Promoting Darlington's Historic Environment

A) Conservation Areas

Development in a conservation area, involving the alteration, extension or change of use of a building or construction of any structure must pay special attention to:

- i. existing architectural and historic character and associations by having regard to the positioning and grouping, form, scale, massing, detailing of development and the use of materials in its construction; and
- ii. existing hard and soft landscaping features including areas of open space, trees, hedges, walls, fences, watercourses and surfacing and the special character created by them; and
- iii. historic plot boundaries and layouts; and
- iv. the setting of the conservation area.

Built development will not be permitted on public and private open spaces within or adjacent to conservation areas where they are important to the landscape or townscape qualities of the conservation area or provide views or vistas into, from or within the conservation area, unless it can be demonstrated that the wider public benefit demonstrably outweighs the harm to the heritage asset. These areas will be identified in conservation area character appraisals.

The demolition of buildings or structures in a conservation area will not be permitted if:

- v. the building makes a positive contribution to the architectural or historic character of the conservation area; and

23 Experience Darlington: A Visitor Economy Strategy 2016-2026, DBC

24 A Conservation Management Plan for Darlington Town Centre Fringe, 2010, Archaeo-Environment

9 ENVIRONMENT

- vi. the structural condition of the building is repairable; and
- vii. there are no approved detailed plans for the redevelopment of the site and a contract has not been entered into for the implementation of that redevelopment; and
- viii. there has been insufficient consideration of other options to re-use the building in its current form.

B) Listed Buildings

Development involving the alteration, extension or change of use of a listed building or construction of any structure within its curtilage must:

- i. protect its significance as a listed building; and
- ii. protect existing historic hard and soft landscaping features including trees, hedges, walls, fences and surfaces; and
- iii. protect historic plot boundaries and layouts; and
- iv. ensure the optimum viable use of the building, where appropriate.

Any development affecting the setting of a listed building will be permitted if the proposal conserves or enhances either its significance and/or the contribution its setting makes to its significance.

Proposals involving the demolition of a listed building or structure within the curtilage of a listed building will not be permitted, except in exceptional circumstances as detailed in national policy.

C) Archaeological Sites and Scheduled Monuments

Development proposals involving ground disturbance in Areas of High Archaeological Potential (as identified in **APPENDIX C**), must be accompanied by an archaeological evaluation report. Householder development and extensions, and alterations to existing commercial premises of 40 metres squared or less, are exempt from this requirement unless the proposed development directly affects or is within 50 metres of a Scheduled Monument. Development proposals should also fully consider and protect the setting of Scheduled Monuments.

Outside Areas of High Archaeological Potential, planning applications on sites of more than 1 hectare must be accompanied by an archaeological evaluation report, unless the area is already known to have been archaeologically sterilised by previous development (such as mineral extraction).

D) Historic Parks and Gardens

Development will only be permitted in Parks and Gardens of National Interest where it cannot be accommodated elsewhere, is directly related to the conservation management of the park or garden, and does not harm those elements which contribute to its enjoyment, layout, design, character, appearance or setting (including key views from or towards the landscape).

E) Non-Designated Heritage Assets

Proposals for the demolition of non-designated heritage assets must demonstrate that there is no sustainable use of the building; and proposals for alterations and extensions must be based on a proportionate understanding of the significance of the asset including the structure, and respect the architectural character, and detailing of the original building. The structure, features, and materials of the building that contribute to its architectural and historic interest should be sustained or enhanced with appropriate materials and techniques proportionate to their significance.

Proposals must protect and enhance the setting of non-designated heritage assets through good design and be proportionate to their significance.

ENVIRONMENT 9

F) Heritage at Risk

Proposals that would remove heritage assets from the Heritage at Risk Register are encouraged. The Council will support proposals to alter 'Heritage At Risk' where they will result in the optimum, viable and sustainable use. Particular support will be given to schemes that preserve or enhance heritage assets' settings and archaeological remains most at risk through neglect, decay or other threats.

G) Securing the optimum viable use

If the existing or original use of a heritage asset is no longer viable development proposals will be required to secure the optimum viable alternative use.

H) Enabling development

In exceptional circumstances proposals for enabling development, which would otherwise conflict with adopted development plans and national policies, but which would secure the future conservation of a heritage asset may be permitted if:

- i. the development secures the long-term future of an asset and, where applicable, its continued use for an appropriate purpose; and
- ii. the development is necessary to resolve problems arising from the inherent needs of the asset, rather than the circumstances of the present owner, or the purchase price paid; and
- iii. sufficient funding is not available from any other source to support the heritage asset; and
- iv. the amount of enabling development is the minimum necessary to secure the future of the asset and that its form minimises harm to public interests; and
- v. the public benefit of securing the future of the asset significantly outweighs the dis-benefits of the development not being in accordance with other planning policies.

I) Energy efficiency

Retrofitting energy efficiency measures and low carbon technologies into heritage assets will be encouraged where this does not impact on significance, or any harm to significance, and delivers a public benefit to outweigh the harm.

9.1.12 The Council has a statutory duty to protect listed buildings and scheduled ancient monuments. Great weight will be given to the conservation of heritage assets in line with national planning policy⁽²⁵⁾.

9.1.13 The Council will encourage developments promoting the educational, recreational and/or tourism potential of the locally distinct heritage, landmarks and historic villages of the Borough through sensitive management, enhancement and interpretation of these heritage assets as set out in the Visitor Economy strategy.

9.1.14 The Council will also seek to deliver the vision for Darlington's Town Centre Fringe over the plan period, to be transformed into a vibrant urban area with well-maintained historic buildings, exciting small scale modern development, a thriving tourism industry based on railway heritage and a healthy, accessible river, as set out in the Town Centre Fringe Conservation Management Plan.

Conservation Areas

9.1.15 In Conservation Areas particular attention must be given in all planning decisions to the desirability of conserving and enhancing a Conservation Area's significance. The Council will consider introducing Article 4 Directions where a Conservation Area is identified as 'At Risk' when annually surveyed by the Local Authority in conjunction with Historic England.

9 ENVIRONMENT

- 9.1.16** As part of the Council's positive strategy for the historic environment, it will prepare and review Conservation Area Character Appraisals and Management Plans for each conservation area, including any proposed new or extended areas, as the basis for determining proposals within or where it would affect the setting of conservation areas.

Listed Buildings

- 9.1.17** The Borough of Darlington is fortunate in having a large stock of important listed buildings within its boundary, including those associated with the early railways. A listed building can be any kind of structure, such as a signpost, postbox, bridge, or telephone kiosk, for example, and not necessarily a building.
- 9.1.18** Any changes affecting the character or appearance of a listed building are likely to require Listed Building Consent. For example historic fabric such as doors, windows, fireplaces and so on are important to the character of the building and consent is likely to be required for their alteration, removal or replacement. Applications for Listed Building Consent are dealt with by the Council's Planning Team, alongside applications for Planning Permission and other planning-related applications (e.g. proposals for a change of use, extension or other alteration to the envelope of the building, or development within its curtilage). It is always advisable to consult the Borough Council's Planning Services section before proceeding with any changes.

Archaeological Sites and Scheduled Monuments

- 9.1.19** Significant archaeology (designated and non-designated) in the Borough include those from the Iron Age, Roman and Medieval periods. New archaeological investigations and finds continue to be added to the Historic Environment Record (HER) allowing greater understanding of this element of the historic environment. Survey and recording prior to development is an important way of adding to the record, particularly in areas of known local historical interest, such as within designated Conservation Areas, and Areas of High Archaeological Potential (see **APPENDIX C**), where archaeological finds are more likely unless the area has already been archaeologically sterilised by an activity such as mineral extraction.
- 9.1.20** In line with national planning policy⁽²⁶⁾, applications for development involving ground disturbance within Areas of High Archaeological Potential will require the submission an appropriate desk-based assessment and, where necessary, a field evaluation. Where archaeology is found to be present the Council will require a mitigation strategy involving either preservation in situ, or excavation, analysis and reporting, or a combination of the two. Proposals affecting archaeological sites or monuments will only be approved where a satisfactory mitigation measures can be implemented. Exemptions are made in Policy ENV 1 for small scale householder and commercial development that are unlikely to affect a Scheduled Monument.
- 9.1.21** Outside of the identified Areas of High Archaeological Potential, Durham County Council take the approach that desk-based assessment and field evaluation is required for all development proposals affecting an area of 1 hectare or more, unless it is already known to have been archaeologically sterilised by previous development such as mineral extraction. The reasoning underpinning this is that archaeological investigation and research in recent decades has shown right across the country that the number and geospatial density of archaeological sites is far higher than previously imagined and so the likelihood of encountering archaeology on a site of this size or larger has increased.

Historic Parks and Gardens

- 9.1.22** A Register of Parks and Gardens of "Special Historic Interest" is maintained by Historic England to encourage their protection and conservation but has no associated statutory controls. The two registered sites within Darlington Borough are both Grade II, and both publicly owned: South Park and West Cemetery.

ENVIRONMENT 9

Non-designated Heritage Assets

- 9.1.23** The significance, character and setting of heritage assets of local interest will be identified using the criteria provided at **APPENDIX C** and protected through the development management process (including pre-applications), through plan making (including neighbourhood plans), the production of Conservation Area Character Appraisals and Management Plans, and other Council activities.

Heritage at Risk

- 9.1.24** Heritage at Risk includes buildings, structures and sites whose preservation is threatened, often by vacancy or lack of regular repair and maintenance. Darlington Council maintains a register of Grade II Listed Buildings at Risk (available online and on request). The ultimate responsibility for a historic building lies with its owner. However, the Council has the authority to issue enforcement notices to require necessary works to ensure a heritage asset is no longer at risk. These powers are used sparingly; it is in the best interests of all parties if work is carried out voluntarily and before emergency work is required. The Council adopts a proactive approach to heritage at risk by actively engaging in advice for proposals to enhance Heritage at Risk resulting in sustainable uses. Proposals that either secure the future of heritage at risk or prevent assets from becoming 'at risk' in the first place will be encouraged where the significance of the asset can be adequately protected.

Securing the Optimum Viable Use

- 9.1.25** For statutorily protected buildings, those within conservation areas and non-designated heritage assets, the Council will seek to secure the optimum viable use. Keeping a building in its original use is preferred, as it generally has least impact on its character or appearance. It may be converted to a new use, if it can be demonstrated that it will be compatible with the significance and the setting of the historic building, and not detract from other evidential, historic, aesthetic or communal heritage values.

Enabling Development

- 9.1.26** Enabling development will be considered as a last resort when other efforts to secure a sustainable future for Heritage at Risk assets or any other asset that require investment, restoration and repair have failed. The Council will assess whether the benefits of a proposal for enabling development, which would otherwise conflict with planning policies, but which would secure the future conservation of a heritage asset and offer sufficient benefits in heritage terms, outweigh departing from planning policies. Any assessment will be based upon sound evidence that demonstrates that enabling development is the only way to secure the long term future of the heritage assets.

Energy Efficiency

- 9.1.27** When considering the alteration, extension or construction of any structure related to historic buildings within conservation areas and which are either listed or of local importance, the council will not prejudice the incorporation of energy efficiency measures and low carbon technologies as long as proposals are in accordance with the principles set out in this policy and the suite of Historic England guidance documents on energy efficiency.

Assessment of Heritage Significance

- 9.1.28** The Council has a responsibility to consider whether a building or structure is a heritage asset, either designated or non-designated, when exercising its planning powers. In Darlington many heritage assets will be related to the railways, Quaker's and industry but there are assets that have other local significance. The Council intends to produce a Local List, with community involvement and support, that would also include the relevant content of adopted neighbourhood plans. In the meantime, the Council has published a Criteria for Assessing Non-Designated Heritage Assets, based on Historic England guidance. This will enable the identification of non-designated heritage assets as they are brought to the Council's attention, particularly when proposals to alter them are received. Developing community skills and building capacity to identify non-designated heritage assets will help the Council

9 ENVIRONMENT

to proactively meet its statutory duties in this regard. The Council is looking at options to set up an interactive way for people to nominate local heritage as well as comment on those put forward by the Council.

- 9.1.29** National planning policy⁽²⁷⁾ requires applicants to assess the significance of heritage assets likely to be affected by a proposal including any contribution made by its setting⁽²⁸⁾ and the impact of development on them. Further information is available on the Council's website to assist in compiling an assessment of significance. This should be submitted in a Heritage Statement or Heritage Impact Assessment. Potential developers are advised to contact the Council in advance to find out what level of detail will be required, as this will vary for the type and size of proposal, and the number and significance of heritage assets likely to be affected. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance.

9.2 Protecting, enhancing and promoting the Stockton and Darlington Railway

- 9.2.1** The route of the Stockton and Darlington Railway through the Borough is mostly intact and still serves a transport function. The route includes several important structures, but only some, such as the scheduled Skerne Bridge, have statutory protection. The area around North Road Railway Station and within the Northgate Conservation Area has a particular concentration of railway heritage, including the Museum, Carriage Works, Lime Cells and Goods Shed and associated Victorian residential terraces. In addition to designated assets, Westbrook Villas, the Coal Drops to the rear of Westbrook Villas and the Railway Tavern Public House on Northgate are examples of non-designated assets to be found in the Borough with strong links to the town's railway heritage.

Policy ENV 2

Stockton and Darlington Railway (S&DR)

Any proposal for development on or within 50 metres of the Stockton and Darlington Railway trackbed, including the branchlines (as indicated on the Policies Map) must include measures that preserve any physical remains along the route, aid their interpretation on site and reinstate a legible route where those remains no longer exist.

Development proposals that would prejudice the development of the S&DR as a visitor attraction will be refused.

Any proposals for development of a heritage asset associated with the S&DR must be informed by any research undertaken as part of the Heritage Action Zone, and subsequent planning documents, adopted by the Council.

- 9.2.2** Where a development is on or within 50 metres of the trackbed, or relates to a designated or non-designated heritage asset associated with the route, The 1825 Stockton and Darlington Railway: Historic Environment Audit should inform proposals and accompanying Heritage Statements and Heritage Impact Assessments.
- 9.2.3** In partnership with Historic England, Durham County Council, Stockton Borough Council and other key stakeholders, the Stockton and Darlington Railway Heritage Action Zone initiative (2018-2023) will provide greater understanding of significance through historic area assessments, historic buildings assessments and archaeological investigations.

27 Paragraph 128 of the NPPF

28 Historic England defines the setting of a heritage asset as "The surroundings in which a place is experienced, its local context, embracing present and past relationships to the adjacent landscape"

ENVIRONMENT 9

- 9.2.4** The Council, with its partners, will develop further planning guidance, including a Conservation Management Plan, to ensure the protection, enhancement and promotion of this locally distinct and nationally significant heritage asset in advance of the 2025 bicentenary celebrations.

9.3 Local Landscape Character

- 9.3.1** The National Planning Policy Framework (NPPF) indicates that valued landscapes should be protected and enhanced. The Darlington Local Plan protects and seeks to appropriately enhance the distinctive character of the Borough's natural and historic townscapes and landscapes, including unique features like rural gaps, green wedges, green corridors, historic routes and parklands. However, there are some parts of the inner urban area where landscape or townscape quality could be improved, in particular to better promote Darlington's railway heritage (see Policy ENV 2).
- 9.3.2** All perform an important role in helping to keep the permanence of the landscape over the plan period particularly by protecting the Borough's settlement pattern and maintaining the openness between different neighbourhoods, so that each keeps their unique identity. As the Borough continues to grow each feature will in different ways help safeguard the identity of communities, particularly in areas that face growth pressures.

Policy ENV 3

Local Landscape Character

The character and local distinctiveness of the urban area, villages and rural area will be protected and improved by:

A) Retaining the openness and green infrastructure functions of:

1. The rural gaps, between Middleton St George and Middleton One Row, Middleton St George and Oak Tree, Hurworth on Tees and Hurworth Place, and between Darlington and the villages of Great Burdon and Barmpton; and
2. The green wedges of Cocker Beck/Mowden, Blackwell/Skerne Park and Haughton/Red Hall.

Within these areas, development will only be permitted if it:

- i. Protects and enhances the landscape character, setting and identity of the area;
- ii. Enhances biodiversity value by promoting protected and priority habitats and species;
- iii. Retains connectivity within the green infrastructure network;
- iv. Is ancillary to a green infrastructure use; and
- v. Is for limited infilling on previously developed land, which would not have greater impact on the openness of the landscape than the existing development.

B) Retaining and enhancing the length, continuity, biodiversity, amenity and heritage value of:

1. The strategic and local green corridors and their buffer zones in line with Policy ENV 4; and
2. The historic routes of the Darlington/Middleton St George/A66/A67/ Stockton Corridor, the Former Barnard Castle Trackbed, Salters Lane, Honeypot Lane, Nunnery Lane and Cemetery Lane.

Development that adjoins these corridors and routes should:

- i. Positively respond to the landscape setting;
- ii. Conserve and enhance traditional landscape features including ancient and semi-natural woodland and hedgerows;
- iii. Retain connectivity for people and wildlife;

9 ENVIRONMENT

- iv. Protect and enhance their ecological and heritage value in accordance with Policies ENV 1, ENV 2, and ENV 7; and
- v. Incorporate appropriate interpretation for ecological and heritage features.

C) Retain and improve the special landscape, heritage and ecological qualities of urban and rural parklands at South Park, North Lodge Park, West Cemetery, Blackwell Grange, Rockcliffe Park, Middleton Hall, Walworth Castle, Redworth Hall, Hall Garth, Newbus Grange and Neasham Hall.

D) Protect and enhance the natural quality of the rural landscape, where appropriate, reinstating traditional natural and built features.

E) Seeking high quality design in areas of low landscape quality in the urban area, to strengthen local character and distinctiveness, in accordance with the Darlington Characterisation Study, Darlington Landscape Character Assessment and the Revised Design of New Development SPD, or their subsequent replacement.

- 9.3.3** Rural gaps have allowed more than one village to develop separately but nearby over time, for many years. Today these relatively small gaps remain important to the rural settlement pattern, to the character of the rural area and to its residents. This policy together with Policy H 7, will protect the rural gaps, conserving the character, openness and links to the wider landscape in order to maintain the attractiveness of the Borough's settlements and their settings.
- 9.3.4** The three green wedges, identified in the Darlington's Green Infrastructure Strategy, extend to the proposed development limit of the main urban area to ensure that their land uses, landscape components, openness, topography, nature of their urban edges and their relationship and importance to the character of Darlington is protected and appropriately enhanced.
- 9.3.5** Local Green Spaces are a relatively new designation; national planning policy indicates that they should be close to the community they serve, be local in character, have significance because of attractiveness, heritage, recreational or biodiversity value, not be extensive in size and complement investment in homes, jobs and essential services. But their primary role is to maintain the openness and permanence of the landscape.
- 9.3.6** The strategic and local green corridors identified in Darlington's Green Infrastructure Strategy have a unique character that contributes to the identity and setting of adjoining neighbourhoods, such as the River Tees and the former Darlington and Stockton Railway corridor. Their length, distinctiveness and buffer zones vary (see Policy ENV 7). A number are also historic routes, that have historically connected nearby towns, villages, hamlets and scattered farms to the market town of Darlington, and provide insights into the past. Some, like Cemetery Lane, have kept much of their original width and features including walls and gateposts, others like Salters Lane have original hedgerows, ditches and banks in places.
- 9.3.7** Within and adjacent to these routes development should reflect variations in the local landscape character by enhancing local distinctiveness, guided by the Revised Design of New Development SPD and Darlington's Green Infrastructure Strategy, or their replacement. The use of interpretation and public art to provide greater understanding of ecological and heritage features will be supported.
- 9.3.8** The Borough has eleven historic ornamental parklands. The Local Plan seeks to protect and enhance the integrity and landscape quality of the seven rural parks and four urban parks. Any national and local designated features within their boundaries will be protected through national legislation and national planning guidance (see Policy ENV 1).
- 9.3.9** The rural landscape is characterised by mostly open, arable farmland with a mix of unique landforms, including ditches and cuts, village greens and in places traditional field patterns, hedgerows and wetlands. All help distinguish the rural area from the rest of the Borough, and so will be protected through this policy.

ENVIRONMENT 9

9.3.10 There are landscapes and townscapes in the Borough which detract from or do little to positively contribute to the Borough's attractive and distinctive character. If not addressed, these areas can adversely affect the image of the Borough and its attractiveness to businesses and investors. Development in these areas should include environmental quality improvements to restore or enhance the local landscape or townscape and help attract investment to the Borough, informed by the Darlington Characterisation Study, Landscape Character Assessment and the Revised Design of New Development SPD, or their replacement. Within the rural area, natural features such as hedgerows, field margins and wetlands should be re-created where appropriate.

9.3.11 As Darlington's unique environment contributes much to its distinctiveness, and that this is an objective of the Local Plan, the following policy identifies the key elements of the existing townscape and landscape that will be prioritised for protection and enhancement to help safeguard the distinctive environment of the Borough. Together with more specific detailed documents such as the Town Centre Fringe Masterplan, it will also help attract public sector funding and other investment to the Borough.

9.4 Green Infrastructure

9.4.1 Darlington benefits from an extensive green and blue infrastructure network; its multi-functional green spaces, green corridors, rivers and watercourses provide links within the Borough and to the rest of the Tees Valley, Durham and North Yorkshire. In accordance with the National Planning Policy Framework, a landscape scale approach to green infrastructure will be adopted, using and managing land for what it is best suited to. Through investment, management and maintenance across the network, priority projects will be delivered that will make more of the network so that a range of green and blue infrastructure needs are delivered in each local area, and in the Borough, as a whole.

9.4.2 Darlington's Green Infrastructure Strategy facilitates the planning, design and management of the network to meet the environmental, social and economic needs of the community; by supporting recreation, sport and play, walking and cycling, food production, flood storage and sustainable drainage benefits (see Policy DC 3) as well as the biodiversity and geological features that are found within it (see Policy ENV 7). It can also contribute to achieving the appropriate sustainable building standards (see Policy DC 1) required in new developments and enhance amenity for residents (see Policy DC 3).

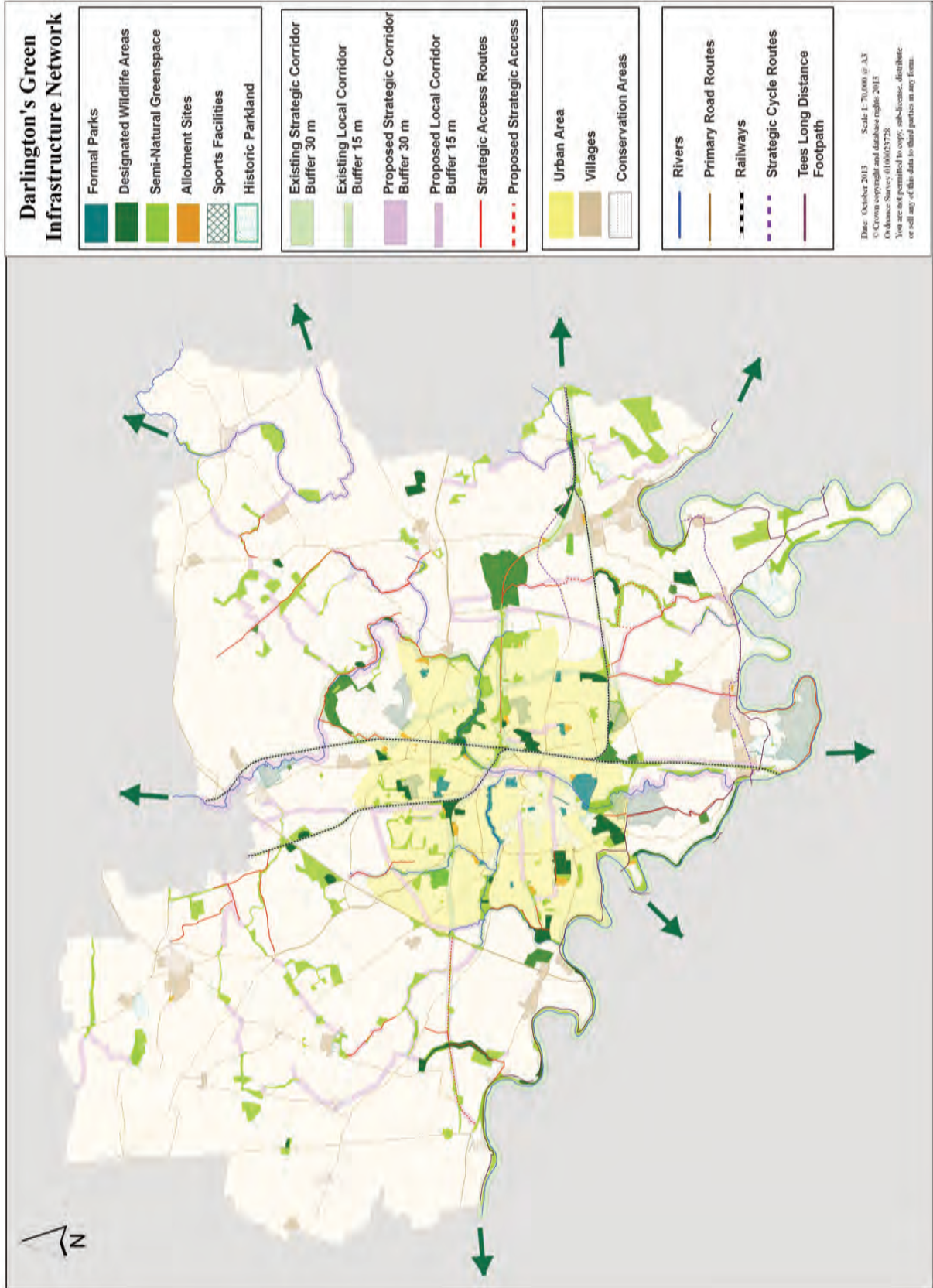
9.4.3 The Green Infrastructure network in Darlington is made up of numerous public and private green spaces, landscapes and features (see Figure 9.1 taken from Darlington's Green Infrastructure Strategy) including:

- Strategic and local green corridors;
- Green wedges (see Policy ENV 3);
- Wildlife friendly green space, including designated wildlife sites⁽²⁹⁾;
- Informal recreational open space, children's play areas and landscape amenity space;
- Playing pitches and outdoor sports facilities;
- Formal parks, cemeteries and civic spaces;
- Trees, woodland and community woodland;
- Urban fringe;
- Agricultural land;
- Public rights of way and wider countryside access; and
- Open countryside.

29 In Darlington designated wildlife sites include Special Scientific Interest (SSSI), Local Nature Reserves (LNR) and Local Wildlife Sites (LWS)

9 ENVIRONMENT

Figure 9.1 Darlington's Green Infrastructure Network



Policy ENV 4

Green Infrastructure

Green and blue infrastructure will be protected, and where appropriate, improved and extended to provide a quality, safe and accessible network of well connected, multifunctional open spaces for recreation and play and to enhance visual amenity, biodiversity, landscape and productivity. This will be achieved through:

- A. All new development within, or immediately adjacent to, the buffer of an existing strategic or local green corridor (as defined in Darlington's Green Infrastructure Strategy) should, through good design, seek to conserve and enhance the function, setting, biodiversity, landscape, access and recreational value of the corridor;
- B. All new development that is crossed by a proposed strategic or local green corridor (as defined in Darlington's Green Infrastructure Strategy) should incorporate the green corridor into the sites layout and design;
- C. Capitalising on opportunities to enhance and/or create green links between green infrastructure features;
- D. Working with partners and the community to bring forward priority projects identified in Darlington's Green Infrastructure Strategy;
- E. Providing green infrastructure as part of new residential and non-residential developments in line with Policy ENV 5;
- F. Refusing planning permission for development that would result in the loss of existing green space⁽³⁰⁾ unless it can be demonstrated that the loss of the space would not cause significant harm to the character and appearance of the area or to local biodiversity (in line with Policy ENV 7), and one or more of the following criteria are met:
 - i. There is an identified surplus of that type of green infrastructure in the area and that its loss would not adversely affect the recreational needs of residents;
 - ii. Satisfactory replacement green space is provided in a suitable location, accessible to current users, and at least equivalent in terms of size, usefulness, attractiveness and quality;
 - iii. For development involving the loss of playing fields:
 - the sports facilities on the site would be best retained and enhanced through the development of a small part of the site, and the benefits of the development to sport and recreation clearly outweigh the loss of the land; or
 - the proposal involves the development of an alternative outdoor or indoor sports facility on the site, and the benefits of the development to sport and recreation clearly outweigh the loss of the playing field.

30 For the purpose of Policy ENV 4 criterion F the term green space refers to all public and private, formal and informal, types of green infrastructure listed under paragraph 9.4.3 excluding urban fringe, agricultural land and open countryside.

9 ENVIRONMENT

Policy ENV 5

Green Infrastructure Standards

Developments including 20 dwellings (or 0.2 hectares) or more, or non-residential developments of 1,000m gross floorspace or more, will be expected to deliver new green infrastructure in line with the standards contained in the adopted Planning Obligations SPD, or its replacement.

Green infrastructure should be delivered on-site and prioritise provision of green space types in the following order:

1. Wildlife friendly green space;
2. Space associated with flood & water management systems;
3. Public access, countryside access and formal rights of way;
4. Play and informal recreational space;
5. Other types of green space (including amenity open space, allotments, playing pitches etc.).

Where appropriate green infrastructure should be designed as multi-functional spaces performing a range of the above functions.

In areas of open space deficiency, schemes of 11 dwellings (or 0.1ha) or more, or non-residential development of 500m gross floorspace or more, will be required to make provision for the improvement of off-site green infrastructure in the local area.

- 9.4.4** At the heart of Darlington's green infrastructure network is a network of green corridors. Four strategic green corridors including the River Tees and the River Skerne function within and across the Borough's boundaries, and eight local green corridors, including the former Barnard Castle Trackbed, connect neighbourhoods to the urban and rural areas. Most are used now, but some will be new corridors (or parts of) added over the lifetime of this plan. In particular these will connect the strategic development locations and the urban fringe, provide connectivity within the inner urban area and enhance biodiversity (see Policy ENV 7) and movement (see Policy N 1) across the Borough.
- 9.4.5** Each green corridor has a buffer zone defined in the Green Infrastructure Strategy; strategic corridors are wider than local corridors reflecting the minimum width needed for habitats within or adjacent to the corridor to function, for a distinct landscape to be recognised, and to provide appropriate and sufficient space for access and recreation.
- 9.4.6** Development proposals on sites crossed by, or immediately adjacent to a strategic or local green corridor should positively protect, incorporate and enhance the functions and features of the corridor. Sites related to a proposed strategic or local green corridor will be expected to actively incorporate the corridor into the layout and design of the development, responding to the specific landscape characteristics of the site (see Policy ENV 3), retaining existing natural assets and distinctive features as appropriate. In all cases, developments will be expected to respond to the priorities for each corridor, and seek to deliver the projects identified in the Green Infrastructure Strategy⁽³¹⁾.
- 9.4.7** In the long term the Town Centre Fringe Masterplan will guide the creation of a new green corridor adjacent to the River Skerne and development on the eastern side of Darlington should seek to establish an extensive new wildlife friendly space further upstream adjacent to the river. Both will help re-create a more natural course for the river, provide environmental and water quality enhancements

31 The projects related to each corridor are set out in Darlington's Green Infrastructure Strategy: A Guide to Darlington's Green Infrastructure 2013-26, DBC, 2013

ENVIRONMENT 9

and improve access for people and wildlife; a key priority in One Darlington: Perfectly Placed. In addition, development of the Skertingham Strategic Allocation (see Policy H 10) is expected to include enhancements of the river corridor to the north of the town.

- 9.4.8** Policy ENV 4 protects green corridors as well as a range of green spaces in the urban area and the villages, sports facilities (see also Policy ENV 9) and the diverse landscapes they connect for recreation, play, nature, movement and amenity⁽³²⁾. The policy applies equally to land currently in use or last used for these purposes, including land that has been neglected for an extended period of time but is capable of being brought back into active use with reasonable endeavours. The decision on whether development proposals are assessed as involving the loss of green infrastructure will be determined on a case by case basis in line with this policy.
- 9.4.9** Most people have easy access to good quality parks and other green spaces for formal and informal recreation and play, while Darlington's impressive play offer means that most children have easy access to adventurous play, for example at West Park and Broken Scar. Wildlife friendly spaces, including Local Nature Reserves and Local Wildlife Sites, provide most people with access to a quality natural environment (see Policy ENV 7), and a complementary network of smaller spaces provide for informal recreation (e.g. walking, jogging) close to homes and work.
- 9.4.10** However, quantity, quality and access to different types of open space varies between localities within the Borough. Unmet needs will remain unless existing spaces are put to new uses and/or new spaces are provided. Projects such as the Salters Lane Community Garden have increased the use of existing spaces to meet the needs of residents, and other similar projects are underway, where community groups have got funding from organisations like the National Lottery for the works. Elsewhere planning obligations, secured with new development, may also be used to secure enhancements to existing open spaces and the provision of new spaces to meet the needs of new residents.
- 9.4.11** The requirements in Policy ENV 5 will be used to ensure that there is enough accessible green infrastructure overall to meet the needs of development with priority given to the provision of wildlife friendly green space and features associated with water and flood management systems. Spaces must also be of the appropriate quality and within a reasonable walking distance of most people's homes to ensure they are used positively. The policy will also help support efforts to attract external funding for improvements, prioritise initiatives for planning obligations and where appropriate the Community Infrastructure Levy or any successor, and help guide the Council's investment decisions. Guidance on integrating green infrastructure into new development is available in the Revised Design of New Development SPD, or its replacement.
- 9.4.12** As the Borough is relatively rich in the amount of open space it contains, new space will only be sought as part of major new development⁽³³⁾ where the amount and mix of development proposed requires substantial green infrastructure to deliver a sustainable new neighbourhood, or to create an appropriate business or leisure environment. The Council recognises it is not always possible to achieve this all on-site; in those cases, equivalent off-site provision will be sought. For smaller developments in areas of open space deficiency a contribution towards improving the quality and functionality of existing open space may be required to ensure that the space is able to meet the needs of additional residents. This approach will also ensure that the network can continue to provide for other functions that green infrastructure is needed to perform.
- 9.4.13** In exceptional cases where these requirements cannot be delivered a comprehensive, open book viability assessment should be submitted with the planning application to show why a development cannot achieve these requirements.

32 Individual green spaces have not been identified on the policies map but can be viewed on the online mapping resource on the Council's Planning Policy website.

33 Major new development: 20 or more dwellings or 1,000 metres gross non-residential floorspace.

9 ENVIRONMENT

- 9.4.14** Provision should also be made for the maintenance of green spaces to ensure quality remains in the long term. For new large greenspaces, particularly those in the strategic locations, a maintenance levy⁽³⁴⁾ will be applied to each household and/or business, to ensure long term maintenance by a management company. Elsewhere, a one off maintenance contribution may be sought so that maintenance can be undertaken by the Council. Further details on the approach to implementation can be found in the Planning Obligations SPD.
- 9.4.15** The Council are in the process of updating the information it holds on the quantity, quality and distribution of green spaces across the Borough. The outcome of this work may result in an update to the provision standards contained in this policy and the Planning Obligations SPD. Any required change to the standards will be reflected in the Proposed Submission Local Plan.

9.5 Local Green Spaces

- 9.5.1** Local Green Spaces are a relatively new type of designation enabling local communities to identify green areas of particular importance to them for special protection through either a local or neighbourhood plan.
- 9.5.2** The National Planning Policy Framework makes it clear that Local Green Space designation will not be appropriate for most green areas or open spaces, and sets out that designation should only be used:
- where the green space is in reasonably close proximity to the community it serves;
 - where the green area is demonstrably special to a local community and holds a particular local significance, for example because of its beauty, historic significance, recreational value (including as a playing pitch), tranquility or richness of its wildlife; and
 - where the green area concerned is local in character and is not an extensive tract of land.

Policy ENV 6

Local Green Space

Development will not be permitted within a Local Green Space, designated either within the Darlington Borough Local Plan or a Neighbourhood Plan, unless there are very special circumstances where the public benefits of the development proposed would outweigh the harm that would be caused by the development.

The sites in Table 9.1, and identified on the Policies Map, are proposed for designation as Local Green Space:

Table 9.1

Site Reference	Site Name
LGS01	Beech Road/Winbush Park
LGS05	Fryers Field Recreation Ground
LGS12	North Park
LGS14	Merrybent Community Woodland
LGS15	Almora Hall Field, Middleton St George
LGS16	Middleton St George Playing Field
LGS17	Water Park, Middleton St George

34 Maintenance levy: annual sum paid by the houseowner or property owner to an independent body or management company to enable the long term maintenance of green space.

ENVIRONMENT 9

- 9.5.3** Borough Council sought nominations for Local Green Spaces from local communities, including Parish Council's, during February and March 2018. A report setting out the Council's review of nominated sites is available on the Council's website.
- 9.5.4** In making the decision on whether or not a green area should be designated as a Local Green Space, the Council has considered whether any additional local benefit would be gained by its designation in addition to another existing designation, such as a Local Nature Reserve or Conservation Area.
- 9.5.5** Designation as a Local Green Space gives an area protection consistent with that in respect of Green Belt.
- 9.5.6** As part of the consultation on the Draft Local Plan there is an opportunity for communities to submit nominations for additional Local Green Spaces to those identified in the policy.

9.6 Protecting and Enhancing Biodiversity and Geodiversity

- 9.6.1** This policy aims to protect and enhance biodiversity and geodiversity within the Borough, in particular, the effect of new development on biodiversity and geodiversity assets. It provides detail on how potential impacts will be considered, to give more certainty to applicants and decision makers. Some practical design advice is also provided in the Council's Revised Design of New Development SPD.
- 9.6.2** Darlington Borough currently has 42 nationally and locally designated wildlife sites⁽³⁵⁾, providing different levels of protection for a growing range of protected and priority habitats and species, including Skylark, Grey Partridge, Lapwing, Noctule Bat and Daubentons's Bat⁽³⁶⁾. Nationally protected sites (Neasham Fen, Hells Kettles, Newton Ketton Meadows and Redcar Field SSSIs) will continue to be protected and enhanced, consistent with national legislation⁽³⁷⁾ and the objectives in their management plans, whilst Local Nature Reserves (such as The Whinnies and Drinkfield Marsh), Local Wildlife Sites and Community Woodlands have local protection. There are also three Local Geological Sites that protect areas of geological value in the Borough.
- 9.6.3** The Council intend to designate new Local Nature Reserves at Red Hall, Cocker Beck, and Mill Lane, and extend the Brinkburn and Maidendale LNRs to provide greater protection for the protected and priority habitats and species that live there. Other Local Nature Reserves may come forward through site development and involvement with communities. This will help the Borough meet the national standard for Local Nature Reserves.
- 9.6.4** In comparison to neighbouring authorities, Darlington does not have much designated land of a European or National standard, so the 300 hectares of other local wildlife friendly greenspaces, for example, Cocker Beck and Baydale Meadows, are therefore of high importance within the borough. They allow wildlife, including protected Water Voles and Great Crested Newts to move between designated spaces for feeding, mating and migrating, so helping to ensure biodiversity remains viable in the long term.
- 9.6.5** 'More, better, bigger and connected sites'⁽³⁸⁾ across the Borough, linked by wildlife corridors, smaller wildlife rich 'stepping stones' and 'buffer zones', such as along the green corridors, will help establish healthy ecological networks for all species⁽³⁹⁾, including the Brown Trout, Little Grebe and Grey

35 Designated sites in Darlington: Sites of Special Scientific Interest (SSSI), Local Nature Reserves (LNR), Local Wildlife Sites (LWS) and Community Woodland.

36 New sites are capable of being designated and existing sites de-designated over the course of the plan period based on the results of up-to-date survey work. The Tees Valley Nature Partnership maintain a list of designated wildlife sites in Darlington Borough on their website: www.teesvalleynaturepartnership.org.uk

37 Natural Environment and Rural Communities (NERC) Act 2006, Conservation of Habitats and Species Regulations 2010

38 Biodiversity 2020: A Strategy for England's wildlife and ecosystem services, DEFRA 2011

39 Identified by the Tees Valley Biodiversity Action Plan (BAP), Tees Valley Nature Partnership, 2013

9 ENVIRONMENT

Wagtail, and allow ecosystems to be sustained, with attendant benefits⁽⁴⁰⁾. The alternative, managing spaces in isolation, could lead to a decline in their number, quality and mix, potentially resulting in habitats being lost and the beneficial functions of ecosystems being reduced.

Policy ENV 7

Biodiversity and Geodiversity and Development

The Council will ensure that sites and features of biodiversity and geodiversity importance are given full and appropriate recognition and protection. The Council will also permit proposals where the primary objective is to conserve or enhance biodiversity where they accord with other relevant policies in the Plan.

Development will be refused if significant adverse effects to biodiversity or geodiversity, either alone or in combination, cannot in the first instance be avoided, mitigated, or compensated for as a last resort.

Development will be expected as a minimum to ensure no net loss of biodiversity or geodiversity. Development should enhance biodiversity in order to provide net gains where possible by:

- a. Avoiding or mitigating adverse impacts upon BAP priority or protected species. Any potential adverse impact upon the ability of protected species to survive, reproduce, and maintain or expand their current distribution will be monitored through application of the derogation tests detailed in the Habitats Regulations and;
- b. Significantly and demonstrably enhancing the quality, extent and mix of priority and protected habitats and species identified in the NERC list⁽⁴¹⁾ through:
 - i. Incorporating native habitats, or habitat opportunities, within or around the site, and/or as part of building design; and/or
 - ii. Creating, improving or extending ecological networks; and/or
 - iii. Contributing to the implementation of the management plans of the Tees Valley Nature Partnership within the Borough.

Enhancement measures must be compatible with existing biodiversity and ecosystems. In circumstances where the enhancement of biodiversity would place the viability of the development in question, the developer will be required to demonstrate their case to the Council's satisfaction.

Within the areas listed below, as identified on the Policies Map, specific actions will be taken as follows:

A. River Tees Strategic Corridor: Encourage the protection and enhancement of connections between different parts of the ecological network through:

- Creating quality riverside habitat in buffer zones (see Policies ENV 4 and ENV 5)
- Managing agriculture less intensively;
- Planting native trees and ground plants;
- Diversifying the mix of wetland and wet woodland habitats;
- Management of invasive species; and
- Creating artificial habitats such as otter holts and bird boxes.

B. River Skerne Strategic Corridor: Encourage improvements to the value and ecological mix to:

- Provide quality priority habitats and species in the buffer zone;
- Restore the natural river course and systems and character, e.g. meanders and earth bank sides;

40 E.g. breaking down waste products, regulating water and air quality, pollinating food and climate control.

41 Section 41 of the Natural Environment and Rural Communities (NERC) Act 2006 - Habitats and Species of Principal Importance in England

ENVIRONMENT 9

- Retain the natural floodplains;
- Incorporate sustainable drainage systems;
- Plant more native broadleaved, trees, grassland and wetlands to accommodate a range of protected and priority habitats and species;
- Incorporate green features, such as green roofs and green walls; and
- Manage invasive species.

C. Rural area: Promote the reinstatement of traditional species rich field margins, hedgerows and trees, along with new opportunities for mixed habitats, including meadow, woodland and wetlands, to provide greater connectivity for wildlife (see Policies H 3, H 7 and E 4).

D. Nationally and locally designated wildlife sites: Protect, maintain, and where appropriate manage (as it depends upon ownership) and extend, in accordance with their management plans. Sites will be protected as follows:

I. Sites of Special Scientific Interest (SSSIs)

Development likely to have an adverse effect on any of the Borough's SSSI's will not normally be permitted unless it can be demonstrated that the development is required in that location, the benefits would significantly and demonstrably outweigh the adverse impact and a significant contribution could be made to the management of the site, protection of species and the broader network of SSSI's within the Borough.

II. Local Nature Reserves and Local Wildlife Sites

Development likely to have an adverse effect on any of the Borough's Local Nature Reserves or Local Wildlife Sites will only be permitted if it can be shown that the reasons for the development or benefits to the local community from the development outweigh the interest or value of the site and any harm can be overcome by mitigation or compensation measures.

III. Community Woodlands and Ancient woodland

New development will be expected to retain existing woodlands. Development will not be permitted that would result in the loss of woodland unless the benefits clearly outweigh the loss and suitable replacement planting can be undertaken (current compensation measure within policy only considers woodland types on NERC list). New development will not be permitted that would result in the loss, fragmentation, isolation or deterioration of ancient woodland unless the need for and benefits of the development in that location clearly outweigh the harm. Ancient woodlands are irreplaceable habitats and loss cannot be compensated.

New wildlife sites will be designated as appropriate.

E. Local Nature Reserves: Designate new sites which meet the Natural England Criteria, to ensure the protection of land and species including Red Hall Wetland, Mill Lane (spanning the Skerne), and Cocker Beck.

F. Local Wildlife Sites: Are identified and selected for their local nature conservation value. They protect threatened species and habitats acting as buffers, stepping stones and corridors between nationally-designated wildlife sites. Darlington has sites such as Blackwell Meadows, Coatham Grange and West Cemetery.

G. Local Geological Sites (LGSs): Protect the existing sites at Killerby (North Lane Quarry), Houghton-le-Side (Disused Quarry, Side Hill) and High Coniscliffe Quarries (Disused), and designate new sites, as appropriate.

H. Wildlife friendly greenspaces, parks and parklands: Protect and improve their wildlife value.

9 ENVIRONMENT

Policy ENV 8

Assessing a Developments Impact on Biodiversity

Applicants proposing development that is situated within or adjacent to the sites identified in Policy ENV 7, or which is likely to adversely impact upon the sites,⁽⁴²⁾ or upon sites which have a reasonable likelihood of hosting protected and/or priority species, will need to follow the following sequence of actions to identify and adequately mitigate impact on biodiversity and geodiversity where this is possible. Developers should submit evidence that this process has been followed with any planning application:

1. Undertake a Phase 1 Habitat Survey to establish the type and mix of habitats and species present and any likely impacts;
2. For any habitats or species adversely affected, undertake an extended Phase 1 Habitat Survey and identify appropriate mitigation if possible;
3. Where protected species are present (including species protected under the Conservation & Habitats Regulations, and Wildlife and Countryside Act), further survey work will be required to comply with Habitats Regulations including fulfilling the three derogation tests; and
4. Take account of, and reflect the detailed advice set out in, Darlington's Green Infrastructure Strategy and the Revised Design of New Development SPD.

Where a development has a negative impact on biodiversity and/or geodiversity following the consideration of avoidance measures and mitigation, compensatory measures must be incorporated, including the creation of priority habitats, as detailed in the NERC list, with the first priority being on-site provision. Only with adequate reasoned justification will any off-site mitigation measures be permitted, and such provision would be secured by Section 106 contribution or Community Infrastructure Levy (or any other future delivery mechanism). This ensures the Council can fulfill its planning duties in relation to biodiversity and geodiversity and ensure no net loss of the Borough's natural resources.

Where developers identify the presence of non-native invasive species on-site, measures will be required to contain the species and ensure it is effectively dealt with during development.

- 9.6.6** Connectivity will be improved along watercourses, including the strategic River Tees and River Skerne, public rights of way and railway lines and along field margins in the rural area, to ensure species can move easily across and beyond the Borough. Improving the wildlife value of lower quality urban greenspaces will provide valuable habitats for species, including the Dingy Skipper and Holly Blue butterfly, and nesting birds like the Song Thrush and Spotted Flycatcher, which are in serious decline.
- 9.6.7** There are also big opportunities to increase the stock of protected and priority habitats and species through well-designed new developments⁽⁴³⁾, especially in the strategic locations. In addition, development in the Town Centre Fringe (see Policy TC 6) will provide opportunities to greatly enrich local biodiversity.
- 9.6.8** Biodiversity varies according to location and the presence of protected and priority habitats and species. The type and level of assessments required alongside new development proposals will reflect biodiversity value, and a Phase 1 Habitat Survey (Extended)⁽⁴⁴⁾, tree surveys and/or detailed species surveys may be required if protected or priority habitats and species are likely to be present. Through

42 Sites situated further from a designated site may still have an impact - Natural England have developed buffer zones for SSSIs depending upon the type of development which may prove useful when considering applications.

43 In accordance with the Revised Design of New Development SPD, DBC, 2011

44 Phase 1 Habitat Surveys assess habitats present, rare plant species, and whether the habitat has potential to shelter protected or BAP species.

ENVIRONMENT 9

an Ecological Masterplan and/or the Design, Access and Sustainability Statement, the design and layout of new development should be informed by, and respond positively to, the ecological value of the site and the immediate environment and show how this will be protected and enhanced. Even where little biodiversity exists, functional ecological networks should be created; landscaping schemes and green roofs and walls can provide nesting sites, roosting sites and shelter for birds, bats and amphibians. Provision in or adjacent to a green corridor or a designated site, should be informed by the strategic aims of the corridor⁽⁴⁵⁾ the site's management plan.

- 9.6.9** It should be noted that the presence of protected species or habitats is not limited to the designated sites described above. Where internationally and nationally protected species, such as the otter and water vole are identified, development should protect them and their breeding and resting places from disturbance or injury. This will be monitored through application of the derogation tests set out in national legislation⁽⁴⁶⁾.
- 9.6.10** With the exception of protected species where a licence may need to be sought from Natural England, impacts which are unavoidable should be fully mitigated for within the locality. Appropriate enhancements can include maintaining existing priority habitats, creating new habitats, providing sustainable drainage schemes with wetlands and reedbeds (see Policy DC 4), new native woodland and street trees and the protection of existing trees⁽⁴⁷⁾ (including ancient woodland and veteran trees) on or off site, particularly in the strategic locations. Planning conditions and/or planning obligations may be used to secure mitigation.
- 9.6.11** Off-site mitigation measures will only be considered where there are justifiable ecological reasons that would result in a more appropriate solution to potential impacts on biodiversity as a result of development. This may include the relocation of a species or habitat to a more favourable location owing to existing circumstances or the creation of new habitats in an area nearby that will have a greater gain in biodiversity than that which can be provided on site. Such provision would be an exception from the normally accepted choice of protecting species and habitats on-site, or providing alternative on-site mitigation measures and will therefore be expected to clearly set out in the supporting ecological study why off-site provision would be an acceptable solution. It is not considered that geological mitigation could be provided off-site and satisfactory on-site solutions should be found if planning permission is to be granted.
- 9.6.12** The Council are exploring the potential to identify a number of biodiversity offsetting sites within the Plan to help compensate for the impact of developments on biodiversity in the Borough where provision cannot be made on-site in line with Policy ENV 7 and ENV 8. There is also a potential need to identify an appropriate offset site for Great Crested Newts. Examples where this offsetting approach has been successful in the past include the creation of a large wildflower meadow at Baydale Farm on the Teesdale Way and a mosaic of wetland habitats off Staindrop Road, Cocker Beck.
- 9.6.13** To ensure suitable schemes are brought forward and that the long term quality of all biodiversity features proposed is maintained, a masterplan, showing how the features will be designed should be submitted with any major planning application, together with a management and maintenance plan, showing how the features will be maintained in the long term, and this should be submitted with any planning application. A maintenance contribution secured via a Section 106 agreement may be required.
- 9.6.14** The Council will continue to maintain access to up-to-date environmental and other relevant data, including Natural Network Mapping, and will continue to work closely with the Tees Valley Nature Partnership in implementing and monitoring policies and proposals affecting the natural environment.

45 As identified in Darlington's Green Infrastructure Strategy, DBC, 2013

46 Detailed in the Conservation of Habitats and Species Regulations, 2017

47 Through Tree Protection Orders (TPO).

9 ENVIRONMENT

9.7 Outdoor Sports Facilities

- 9.7.1** Access to good quality, accessible, managed outdoor sport and recreation facilities can have an important role on the health and quality of resident's lives. Consequently, the Council aims to protect, enhance and extend the sporting offer in the Borough, to ensure that provision meets residents' needs now and in the future.
- 9.7.2** Outdoor sports and recreation facilities cover playing fields and artificial grass pitches (AGP) as well as a wide range of other facilities for tennis, bowling, golf, athletics and cycling, in the urban area and the villages. Between them, they enable people to enjoy sport at parks, schools and private clubs, either for casual, 'pay as you play' or competitive use. Within each playing field, a number of playing pitches can be marked out, sizes are different for adults and juniors, and the mix of pitches can vary to reflect the sporting seasons.

Policy ENV 9

Outdoor Sports Facilities

Outdoor sports facilities will be protected in line with Policy ENV4, and where appropriate facilities will be improved and extended, to provide a safe and accessible network of quality facilities for outdoor sport.

Through investment, management and maintenance, the most effective use will be made of the network in the future, consistent with the priority actions identified in the Playing Pitch and Sports Facility Needs Assessment and Strategy 2015.

Proposals for the development of new outdoor sports facilities will be permitted where:

- i. They are located within or adjacent to the development limit of a settlement, unless it can be demonstrated that they require a countryside location;
- ii. The proposal would not give rise to significant traffic congestion or road safety issues;
- iii. They can be accessed by walking, cycling and public transport in line with Policy IN 2;
- iv. They protect the amenity of existing users of neighbouring land and buildings in line with Policy DC 3; and
- v. New buildings or structures are well designed and appropriately integrated into the landscape.

- 9.7.3** Playing fields are provided and maintained in accordance with a hierarchy of provision. The focus are the three managed hub sites at Blackwell Meadows, Eastbourne Sports Complex and Longfield Academy which provide facilities for different sports for adults and juniors, and have changing rooms and car parking. All have secure community use and provide for competitive league matches as well as 'pay as you play'. A complementary network of smaller satellite sites including schools, parks and sports clubs provide for pitch sports closer to home and work. Single pitch sites in open spaces are the lowest tier and generally have no changing rooms or car parking. Continued use of this hierarchy will ensure provision best meets local needs and future demands, and encourages greater participation in sport in a cost effective way.
- 9.7.4** The amount, quality, carrying capacity and accessibility of each playing field in the urban area and villages has been assessed in the Playing Pitch and Sports Facility Needs Assessment and Strategy (2015) to determine whether there is enough provision to meet the demand for football, rugby union, cricket and hockey for adults and juniors, now and in 2026. All playing fields will be protected by this

ENVIRONMENT 9

draft policy and Policy ENV4, and in line with national policy⁽⁴⁸⁾ and that of Sport England⁽⁴⁹⁾. The Council will consult Sport England on applications involving the loss or alteration of a playing field as required by legislation⁽⁵⁰⁾.

9.7.5 The capacity of existing football pitches is constrained for a variety of reasons and as a result, there are insufficient pitches of the right type to meet projected demand. This is largely due to the recent growth in junior and 9v9 football and the overall pressures on the pitch stock, but is also influenced by the use of school sites (which must also accommodate curricular use) and a reliance on grass pitches for training. For adult pitches, the poor quality of facilities also restricts usage. There is a need to provide additional capacity in order to better the needs of existing clubs, but also to future proof the stock in the event of population growth and participation increases and also to ensure that demand is not constrained by supply. A new state-of-the-art Artificial Grass Pitch (AGP) was opened at the Eastbourne Sports Complex in 2016 which has helped to increase local capacity.

9.7.6 New outdoor sports facilities should, where appropriate, include changing and ancillary provision and meet with National Governing Body (NGB) standards and, wherever possible, should be developed in conjunction with existing clubs. The following general criteria should also be met:

- A high standard of design, construction and maintenance appropriate to the standard of play
- Adequate changing facilities that:
 - Are flexible, fit for a variety of purposes;
 - Fully comply with the provisions of the Disability Discrimination Act;
 - Provide for a number of different groups to use the facility at the same time, in safety and comfort; and
 - Meet current standards - Sport England & NGB guidelines.
- Managed community access
- Accessible by public transport and by car
- Sufficient car parking
- Size of pitches and run offs complies with NGB specification
- Security of tenure (at least 20 years) if a club is to be based at the site.

9.7.7 The Council is currently in the process of updating the 2015 Darlington Playing Pitch and Sports Facility Strategy along with the accompanying needs assessment and evidence base. This work may identify particular areas of need and opportunities for providing new sports facilities over the course of the plan period.

48 NPPF paragraph 74

49 Playing Fields Policy and Guidance, Sport England, 2018

50 The Town and Country Planning (Development Management Procedure) (England) Order 2015

10 TRANSPORT AND INFRASTRUCTURE

10 TRANSPORT AND INFRASTRUCTURE

- 10.0.1** The Local Plan seeks to improve connectivity, minimise the distance and length of the journey, make best use of existing public transport and the highways network while delivering sustainable transport choices. The majority of new residential, commercial and employment development is therefore guided to the main towns and larger villages.
- 10.0.2** Infrastructure can be physical (e.g. transport, utilities), community and social (e.g. education, health) and environmental (e.g. greenspaces, parks). Environmental infrastructure is dealt with in the 'Environment' section of the plan. An Infrastructure Delivery Plan will accompany the plan at submission that sets out the types and levels of infrastructure required to accommodate the growth proposed by the Local Plan.
- 10.0.3** If infrastructure is not delivered alongside new development, it can put pressure on existing facilities that may not have the ability or capacity to cope with the additional demand.
- 10.0.4** The provision of infrastructure is achieved by a wide range of organisations. The Local Plan in conjunction with the Infrastructure Delivery Plan will play a key role in securing public and private sector involvement in infrastructure delivery.
- 10.0.5** The local plan objectives relating to transport and infrastructure are to:

- Ensure that new development is in places where it will be reasonably accessible by public transport, cycling and walking.
- Maintain and improve transport links between communities within the borough and further afield.
- Support development that enhances regionally and nationally important transport links including those offered by Darlington Station, Durham Tees Valley Airport, Teesport and the Strategic Road Network.
- Improve the local highway network by managing out strategic highway demands.
- Delivery of communication infrastructure, including broadband, to enhance business and social interaction.
- Facilitate the delivery of strategic infrastructure that supports economic growth, including the supply of appropriate housing.
- Secure provision of necessary infrastructure to support growth including improvements to existing services.
- Ensure residents have reasonable access to education facilities within the borough and where necessary developers should contribute to the provision of education facilities in sustainable locations.
- Create connected neighbourhoods, with local social infrastructure and inclusive public spaces that enable people of all ages and abilities from all backgrounds to develop strong communities.

10.1 Delivering a sustainable transport network

- 10.1.1** It is vital that the Borough is accessible by a choice of transport modes and that improvements to the transport infrastructure and services encourage sustainable travel. This is important to unlock the economic growth opportunities within the borough, and to connect to neighbouring regional centres and strategic national and international gateways such as Durham Tees Valley Airport, Teesport and

TRANSPORT AND INFRASTRUCTURE 10

the East Coast Mainline. Owing to its location and existing infrastructure, Darlington Borough also has a key role to play in delivering the wider vision for sustainable transport across the Tees Valley and beyond. The transport and travel needs of those with specific requirements (such as disabled and elderly people, parents with small children and wheelchair users) is also integral to this agenda.

Policy IN 1

Delivering a Sustainable Transport Network

The Council is committed to delivering an efficient transport system with a focus on the provision of infrastructure improvements to encourage greater use of sustainable modes leading to less reliance on single occupancy vehicle journeys. We will work with partners and developers, to make the best use of and improve existing transport infrastructure, where appropriate using developer contributions, to manage the impact of development on the transport network.

To achieve this, the following priorities and actions have been identified:

For cycling, walking and other sustainable transport:

- a. Protecting existing footpaths, cycle routes and bridleways from development which would impair their functioning for recreation or as alternatives to the private car for accessing employment opportunities, shops and other community facilities;
- b. Supporting the development of the 'Strategic' and 'Local Green Corridors' identified in the Darlington Green Infrastructure Strategy and safeguarding their routes from development which would impair their functioning for recreation or as routes for pedestrians and cyclists to access employment opportunities, schools, shops and other community facilities;
- c. All new developments will provide permeability and connectivity for pedestrians and cyclists to make walking and cycling the first choice for short journeys, including cycle parking provision at new commercial developments and residential developments should give consideration as to where bicycles will be stored;
- d. Improving local connections across busy transport corridors which act as a barrier to local access. Including working with Highways England and Network Rail to ensure the permeability of the A66 and rail networks respectively;
- e. Improving and protecting public rights of way and links to long distance paths such as the Teesdale Way and NCN 14. Identification and creation of a route that mirrors the original Stockton and Darlington Railway line as close as practicable in advance of the 2025 bicentenary (See also Policy ENV 2);
- f. Support the creation of routes that allow residents in outlying villages to access Darlington particularly by bike.

For rail-based transport network:

- a. Improving inter and sub-regional links to neighbouring centres by ensuring that the Borough is served by high quality rail and bus links;
- b. Improving connectivity between other forms of sustainable travel and the rail network mainly by providing improved interchange facilities;

10 TRANSPORT AND INFRASTRUCTURE

Specific priorities for the rail network:

- c. Supporting the improvement of Darlington Station. Informed by a master planning exercise work will be undertaken to improve interchange facilities and improvements to the mainline, local routes, potential High Speed 2 line and sustainable access to the station including bus, walk and cycle.

For road-based transport network:

- a. Mitigating the impact of development at key junctions and on main arterial routes that form the towns Key Road Network and other important links that contribute to the effective movement of traffic to limit congestion.
- b. Working with Highways England and adjoining authorities to ensure the safe and efficient operation of the strategic and main road networks;
- c. Providing new local access roads and key road links to open up the locations for development identified in the Local Plan. Such works will be linked to development phasing and secured by legal agreement.
- d. Maintaining an efficient bus network by ensuring new developments accommodate the needs of bus users, facilitate new bus routes where appropriate and mitigate the impact of development trips on bus journey times through the provision of bus priority measures.

Specific priorities for the road network:

- e. Working with Highways England and TVCA to ensure development within the plan period does not compromise the potential delivery of a Northern Link Road between the A1 and A66 strategic routes.
- f. Working with Highways England to ensure the existing route of the A66 is maintained and improved in order to maintain its strategic function and enables residents and businesses to continue to benefit from good links to the strategic road network, with contributions sought from developers to a programme of highway improvements where applicable.
- g. Provision of key routes for new road and public transport links to support specific developments included in the Local Plan. These include:
 - West Park Garden Village - link road connecting Edward Pease Way to Newton Lane;
 - Stag House Farm - link road connecting Newton Lane to Staindrop Road;
 - Coniscliffe Park - link road connecting A67 to Staindrop Road;
 - Link 66 / Symmetry Park - link road connecting the B6279 Tornado Way to B6280 Yarm Road;
 - Burdon Hill - link road connecting A1150 to B6279 Tornado Way and new link road to Red Hall;
 - Skerningham access roads;
 - Faverdale link.
- h. Supporting the ongoing provision of the legacy of the Tees Valley Bus Improvement Scheme and protecting the key public transport corridors and other related infrastructure from inappropriate development. Proposals for new built development along these routes must demonstrate that connections to these routes are sufficient or shall provide improved connections where necessary.

TRANSPORT AND INFRASTRUCTURE 10

Regional and Local Context

Transport for the North

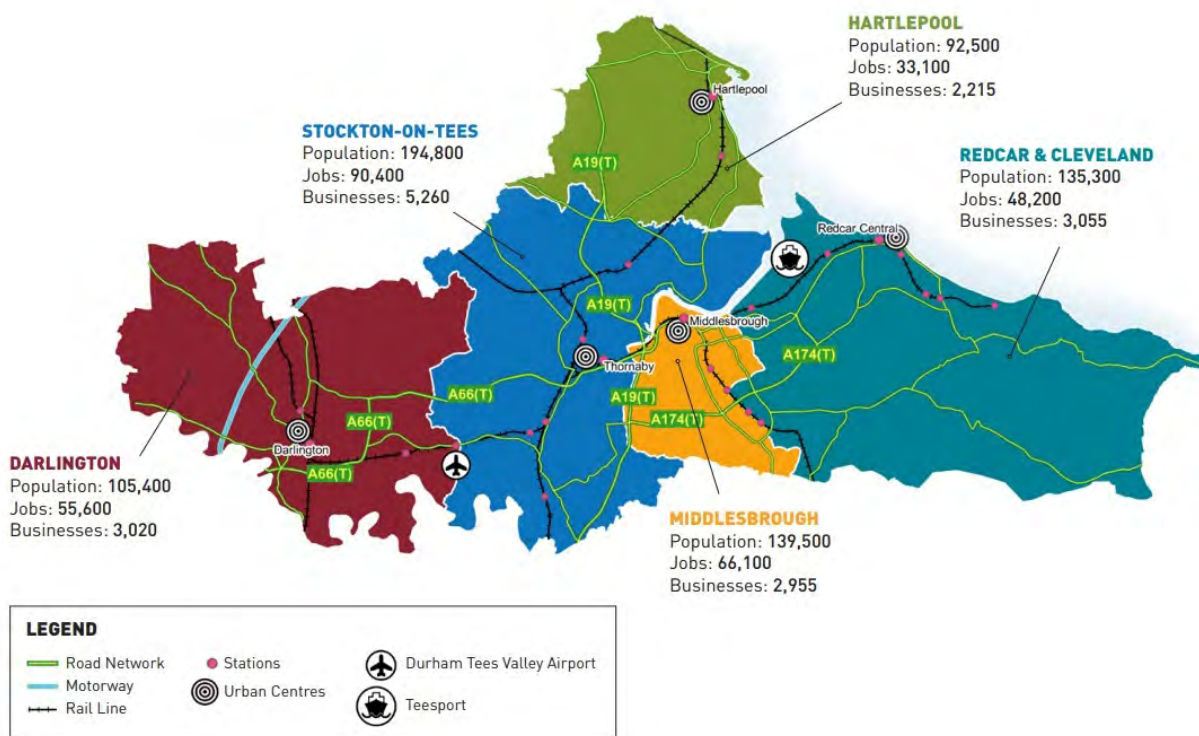
- 10.1.2** Transport for the North (TfN) became the first Sub-National Transport Body in April 2018. Work is ongoing on developing a pan-northern Strategic Transport Plan which sets out the case for strategic transport infrastructure investment through to 2050. Their vision is of a thriving North of England, where modern transport connections drive economic growth and support an excellent quality of life.
- 10.1.3** The 30 year plan has been developed which outlines how transport connections across the North of England need to be transformed over the short, medium and long term to drive sustainable economic growth by 2050. The TfN strategic transport will be published later in 2018.
- 10.1.4** As part of developing the evidence base for the Strategic Transport Plan, the Integrated Rail and Major Roads Reports identified a series of connectivity priorities to support economic growth in the North.
- 10.1.5** Seven corridors are identified across different modes (and multi modes) of transport, three of which are relevant to the Tees Valley and Darlington Borough.
1. Connecting the Energy Coasts (Multi-Modal) - This corridor seeks to enhance the strategic connectivity, for people and goods, between the advanced manufacturing and energy generation research centres and assets. This is crucial to support the transformational growth potential within this economic area. For Darlington improvements to the East-West linkages for both road and rail are key considerations relating to this corridor.
 2. East Coast to Scotland (Rail) - Strengthening rail connectivity and capacity along the East Coast Main Line and other key parallel rail lines, such as the Durham Coast Line, to provide enhanced strategic and local connectivity in the North East, Tees Valley, East Riding and North Yorkshire. The strategy identifies investment is required at rail stations, including Darlington, to increase capacity, promote economic growth, and make the most of the opportunities provided by HS2.
 3. Yorkshire to Scotland (Road) - This road corridor looks to strengthen and complement the East Coast Road Corridor to Scotland and examines the transformational requirements to better connect the economic centres (including the Tees Valley) in this corridor beyond the current Road Investment Strategy commitments.

Tees Valley Combined Authority

- 10.1.6** Darlington is the gateway to the Tees Valley, and contains many key elements of the sub-regional transport network. Darlington is the point of arrival for those arriving by road via the A1(M) and A66, by air via Durham Tees Valley Airport and by rail from Darlington Station on the East Coast main line. Figure 10.1 'Key features of the sub-regional transport network' shows the key features of the sub-regional transport network.

10 TRANSPORT AND INFRASTRUCTURE

Figure 10.1 Key features of the sub-regional transport network



10.1.7 The Tees Valley Combined Authority (TVCA) was created in April 2016 to drive economic growth and job creation. The five Tees Valley authorities work closely with the business community and other partners to make local decisions to support the growth of our economy. Under the devolution deal with the government TVCA have taken on new responsibilities previously held by central government to enable investment decisions to be made locally based on the priorities of communities and businesses in the Tees Valley.

10.1.8 The Tees Valley Combined Authorities' Strategic Economic Plan (SEP)⁽⁵¹⁾ identifies one of the key objectives to unlock future growth as being 'to be better connected'. It is identified within the document that there is a need to improve road and rail connectivity for the region, in order to ensure Tees Valley firms can access UK and European supply chains, particularly in the Northern Powerhouse and that Tees Valley residents can benefit more fully from emerging job opportunities. Four priorities for delivering new transport infrastructure across the Tees Valley are also identified within the SEP over the next 10 years.

10.1.9 Two of these priorities directly relate to Darlington transport infrastructure:

1. Implementation of the Darlington High Speed 2 Growth Hub, which encompasses new platforms at Darlington rail station as part of a commercial redevelopment, delivering a 21st century rail gateway ready for HS2 and Northern Powerhouse Rail;
2. Improved east-west road connectivity to provide a high quality, resilient corridor along the A66 from the A1(M) to the international gateway at Teesport.

TRANSPORT AND INFRASTRUCTURE 10

- 10.1.10** In addition, the devolution deal recognises Tees Valley's ambitions to continue to strengthen the bus network and the relationship and influence it has with local bus operators. The options to achieve this have now been formalised in legislation in the Local Bus Services Act.
- 10.1.11** A Strategic Transport Plan has also been prepared by the TVCA to support the Strategic Economic Plan, and sets out how we will improve and invest in the transport network to make this vision a reality. It is aimed at people living and working in Tees Valley, as well as business owners, developers, Government, partner organisations and investors. At this time, the Strategic Transport Plan is in Consultation Draft form and will be subject to a public consultation in summer 2018.
- 10.1.12** In preparing the Strategic Transport Plan, a framework was developed based upon five themes, which are closely linked together and will all require improvement in order to meet the overall transport vision of Tees Valley. The five key themes are:
1. National Rail;
 2. Major Roads;
 3. Connecting Centres;
 4. Supporting Economic Growth;
 5. Local Journeys.
- 10.1.13** To support the Strategic Transport Plan itself, a series of 'daughter' documents have been prepared which go into more detail on the current and future issues, and the interventions needed, across the five themes listed above.

Darlington Borough

- 10.1.14** The council's Local Transport Plan sets out the short, medium and long term interventions required to improve the local transport network to meet the Council's and wider community objectives⁽⁵²⁾ for the economy, carbon reduction, health and social inclusion. LTP3⁽⁵³⁾ seeks to maintain and improve all aspects of the local transport system within tight financial constraints, focusing on maintaining the transport network for all types of travel and managing it to improve reliability and performance. The key priorities of the LTP3 are reflected in the Darlington Investment Plan and priorities for delivering these improvements were prioritised as follows:
- Improvements to Darlington Station
 - A66 Capacity Improvements
 - A1(M) Junction 58 Improvements
- 10.1.15** The Local Transport Plan and Sustainable Community Strategy both acknowledge that the existing capacity of the road network is a major issue for the Borough in delivering growth over the plan period. Some locations already experience traffic congestion during peak periods and this is likely to increase if no interventions are made. By focusing new development in parts of the Borough which have good access to existing or planned public transport provision, the spatial strategy of the Local Plan is designed to keep the impact of new development on the transport network to a minimum, but some supporting highway improvements will still be needed to enable regeneration plans to be delivered.

52 including One Darlington Perfectly Placed Community Strategy, Revised May 2014

53 Third Local Transport Plan - Transport Strategy 2011-2026, DBC, March 2011

10 TRANSPORT AND INFRASTRUCTURE

- 10.1.16** A new transport plan for Darlington will be published for consultation as a Local Implementation Plan for the Tees Valley Strategic Transport Plan. This will integrate the strategic vision for the Tees Valley and local policies to meet the transport and travel needs of those working, living and visiting Darlington Borough.

Walking and cycling

- 10.1.17** Providing convenient access to an extensive, efficient and attractive footpath and cycle path network makes a major contribution to achieving sustainability and transport objectives, including improving health and well being amongst the local population that uses it, particularly where they are used for travel that may otherwise have been by private car, e.g. for journeys to work, shops, schools and other community facilities.
- 10.1.18** For cycling, National Cycle Route 14 has been developed between Darlington and Stockton and beyond to North Yorkshire, and Regional Route 52 runs inside the southern edge of the Borough. The Council has improved the cycle network between Darlington and Newton Aycliffe improving and creating around 2.6km of cycle path along the A167, Durham Road within the Borough and more works funded beyond the Borough boundary, to encourage more sustainable journeys to work between the two settlements. All these routes and future improvements will be safeguarded, promoted and developed as necessary.
- 10.1.19** For walking, the existing network of public rights of way is safeguarded by Policy ENV 4, and new provision will be made within the Strategic and Local Green Corridors identified in the Darlington Green Infrastructure Strategy. These corridors have a key role to play in improving connectivity, particularly to the town centre, for pedestrians and cyclists.
- 10.1.20** Walking and cycling routes must, wherever possible, be integrated with other modes both in terms of access and connectivity and be associated with Green Infrastructure and public realm. New developments must provide access for all wherever possible with specific regard to facilitating independence for older people and the disabled, and providing safe routes to school and other social infrastructure. In common with roads, streets, green infrastructure and public spaces passive surveillance should be achieved by overlooking, active frontages and good connectivity and through routes.
- 10.1.21** Developments identified in Policy H 2 Housing Allocations and Policy E 2 Promotion of New Employment Opportunities will also be required to provide a connected walking and cycling network which may also include the protection, improvement or rerouting of existing provision if appropriate. These include, but are not limited to:
- The Stockton and Darlington Railway - this is unique in the national context and is of national and international significance as reflected in the high number of designated and non-designated assets along its 26 mile route;
 - Route to Hurworth - There are a number of options to create a useable route including using the track bed of the old railway line;
 - Route to Heighington; to the north of Darlington lies the village of Heighington which is not directly connected to Darlington for cyclists.

Rail Network

- 10.1.22** Darlington is the main interchange hub in the Tees Valley for national and inter-regional rail connections, making it a 'gateway' for rail journeys into and out of the Tees Valley. In 2016/17 over 2.2 million passengers used Darlington station.
- 10.1.23** However, in comparison to its excellent north-south connectivity, Darlington is relatively inaccessible from other key centres within the Tees Valley and from nearby employment areas of South Durham via the Bishop Line. Journey times to Darlington from Middlesbrough and Stockton (as adjacent key

TRANSPORT AND INFRASTRUCTURE 10

centres) are improving, taking between 26-28 minutes which is comparable with car travel, however there are currently no direct train services from Stockton or Hartlepool to Darlington. The service is currently operated every 30 minutes with aspirations to a 15 minute frequency through to Saltburn. This relatively poor east-west connectivity by rail within the Tees Valley impacts on the external connectivity of the Tees Valley as a whole, reducing the attractiveness of the excellent north-south links from Darlington to potential users from the rest of the Tees Valley. However, capacity issues at Darlington are currently a constraint to enhancing these local rail links. In addition Darlington Station has been identified as one of the stations that will need to be upgraded as necessary to accommodate HS2 services.

- 10.1.24** Darlington to Bishop Auckland by train is around a 27 minute journey but is only operated on an hourly service. There are ambitions to increase this to a half hourly service.
- 10.1.25** Given the predicted increase in car ownership⁽⁵⁴⁾ in the Tees Valley and the advantage of car journey times, increased trips are forecast on the road network. Therefore, improvements to local as well as long distance rail services are sought by 2036.
- 10.1.26** Ensuring that rail freight can move easily to and from Teesport will be an important issue during the Local Plan period, for example, the operation of the Hitachi train manufacturing at Newton Aycliffe is identified as being one of the key employment opportunities in the North East and it is intended that components and other supplies required by the plant will be transported by rail as often as possible. For the site to be well served by rail from Teesport, improvements and upgrades to Bank Top Station are required. Teesport is by some margin the most important port in the North East and the fifth largest in the UK, and handled 35 million tonnes of cargo in 2015⁽⁵⁵⁾.

Creating a more efficient rail network

- 10.1.27** The Council is working with TVCA and other local authorities along the route of the East Coast Main Line (ECML) to make the case to Government and the rail industry for further investment in the ECML. Such investment is seen as essential to improve journey times, service reliability, service frequency and the line capacity that is needed to support the movement of people and freight envisaged for Darlington and the Tees Valley, as set out in Darlington's Economic Strategy and the Tees Valley Strategic Economic Plan. The local authorities are keen to have a strong partnership with the rail industry, to create a vision for and the strategic development of the ECML and connecting services and routes, both for passengers and freight. Improvements that may be brought forward within the Plan period are:
- a. A revised platform layout and better passenger facilities at Darlington Station, either for local train services only or for ECML/High Speed 2 and local train services;
 - b. Modifications to rail infrastructure to permit larger shipping containers to be moved on freight trains, thus increasing the competitiveness of local businesses including Teesport;
 - c. Improving sustainable travel options to stations, including:
 - Plan for Darlington Station - first phase being the construction of Parkgate Footbridge in 2018;
 - Lack of car parking at Dinsdale Station.

Road Network

- 10.1.28** The main north-south road links to the Tees Valley are provided by the A1(M), a key national motorway network link for the west of the Tees Valley, while the east of the City Region is served by the A19(T). The main east-west links are provided by the A66(T) and A174(T). The Council is a partner in the emerging Tees Valley Area Action Plan which will set out the strategic priorities for the Tees Valley

54 Road Traffic Forecasts 2015, Department for Transport, March 2015

55 Tees Valley SEP

10 TRANSPORT AND INFRASTRUCTURE

Combined Authority. In Darlington, the priorities are to improve key junctions serving the area from the A66(T) Darlington Bypass and the A1(M) to avoid levels of predicted traffic congestion that will prevent regeneration of employment areas.

10.1.29 Whilst the Local Plan has been developed on the basis of ensuring that developments are in locations where sustainable transport options are available, some people will inevitably choose to access employment and key services by car. It is therefore important that the road network is managed in a way that ensures that it continues to function, facilitates our aspirations for economic growth and accommodates the needs of pedestrians, cyclists, public transport users and other highway users.

10.1.30 In doing this, the transport interventions need to:

1. Facilitate more jobs and homes without creating unsustainable levels of traffic congestion on the highway network;
2. Effectively manage the demand for roadspace from all types of transport;
3. Provide people with the ability to travel to training jobs, and other important services, especially those without access to a car; and
4. Improve Darlington's strategic links so that it can continue to play its role as a major gateway to the Tees Valley sub-region.

Creating a more Sustainable Road Network (including improvement to bus services & new road based transport technologies)

10.1.31 The quality of the road network will remain a vital part of any transport strategy as it is shared by several transport modes, including some more sustainable modes, such as public transport and cycling. It is therefore in the wider interest of sustainable travel to have a road network that continues to function efficiently.

10.1.32 The continued growth of the economy should also take into account the use of all modes of transport and not just car based transport. Research has shown that the lack of a bus route can lead to jobs being turned down by unemployed people. Bus networks in England are estimated to generate over £2.5bn in economic benefits – around £1.3bn reflect user benefits from access to jobs, training, shopping and leisure opportunities. The remaining £1.2bn of benefits accrue to other transport users and society at large, through reduction in congestion, reduced pollution, lower accident rates, improved productivity and the stand-by value of bus networks.

10.1.33 Although congestion in and around Darlington is less than in many other parts of Britain, new development planned across the region will add significantly to trips on the strategic and local highway networks. Without action, both will become more congested and unsafe as traffic levels increase, deterring or restraining development unless action is taken to improve capacity.

Strategic road network

10.1.34 The strategic roads through the Borough (A1(M) and A66(T)) are forecast to come under increasing strain during the plan period, as a result of background traffic growth and traffic generated by specific proposed new developments. Improvement works at the following locations on the strategic highway network are likely to be prioritised within the plan period:

- A1(M) Junction 58 (Faverdale)
- A66(T) Morton Palms – Junction with Yarm Road
- A66(T) Great Burdon

TRANSPORT AND INFRASTRUCTURE 10

- A66(T) Blands Corner
- Tees Valley East-West Connections A1(M) and the A66 to the West of Darlington. (including potential Northern Link Road and dualling of the A66 between Great Burdon and Morton Palms).

10.1.35 Initial work suggests that improvements can be largely accommodated within the existing highway network or on land in the ownership of the relevant highway authority, so it is not proposed to safeguard any land for them. The Council has been working with the Highways England and other Tees Valley Local Authorities to produce an Area Action Plan (AAP) for the Tees Valley region. Schemes identified through the AAP will be submitted to funding bodies such as the forthcoming Local Transport Board for financial support and Highways England. In addition major developments within the vicinity of these junctions may be required to contribute towards funding in the form of developer contributions.

10.1.36 A long term improvement to the strategic road network is being pursued by a number of partners including TVCA, Transport for the North and the Borough Council to provide improved connectivity along the A66 corridor. As part of these improvements a new Darlington Northern Link Road has been identified to support the Tees Valley SEP. Early consultation and development work has taken place on two potential alignments for a link road⁽⁵⁶⁾ between the A1 and A66 and although not required to sustain the growth ambitions of the local plan its wider strategic role will be protected in this and future revisions.

Local highway network extensions and improvements

10.1.37 Local roads will need to be managed to ensure that junctions work as efficiently as possible to allow all traffic to move. Darlington has made a successful bid to the Department for Transport National Productivity Innovation Fund (NPIF) which will make improvements to three junctions to create capacity and improve traffic flow. The schemes are:

- Lingfield Way / Yarm Road Junction improvements; this scheme is aimed at improving the flow of buses but also includes improvements for pedestrians and cyclists.
- Haughton Road roundabout improvements.
- McMullen Road / Yarm Road roundabout to open up access to Ingenium Parc.

10.1.38 In addition the Borough Council will seek proposals to deliver the following link roads associated with the following developments:

- West Park Garden Village - link road connecting Edward Pease Way to Newton Lane;
- Stag House Farm - link road connecting Newton Lane to Staindrop Road;
- Coniscliffe Park - link road connecting A67 to Staindrop Road;
- Symmetry Park - link road connecting the B6279 Tornado Way to B6280 Yarm Road;
- Burdon Hill - link road connecting A1150 to B6279 Tornado Way and new link road to Red Hall;
- Skerningham access road;
- Faverdale link.

10 TRANSPORT AND INFRASTRUCTURE

- 10.1.39** The Council also remains committed to mitigating congestion at 'pinch point' junctions and funding for such is being pursued as a priority. As these works can generally be achieved within the existing highway, no land safeguarding for these schemes is required.
- 10.1.40** The Local Transport Plan highlighted that bus patronage is falling and steps must be taken to reverse this trend. Evidence was also provided of poor public transport connectivity to other labour markets within the Tees Valley.
- 10.1.41** Whilst a bus vision and strategy is being developed by the TVCA as well as reviewing the opportunities that the Buses Act provides for bus schemes and passengers, it is important that at a Darlington level accessibility to a regular bus service remains a key policy for development, based on developing a fully commercial bus network and service. This is key in the selection of sites to be developed and the design of the road network to serve new developments and to enable buses to serve their customers.
- 10.1.42** It is important to take steps to protect the legacy of previous and current sustainable transport programmes such as Local Motion, Cycling Demonstration Town and TVBNI during the plan period in order to achieve and sustain improved bus patronage. It is also vital to retain a good interchange in the town centre with good quality passenger facilities and information.

Draft Local Plan Highway Modelling

- 10.1.43** The impact of the Local Plan developments has been assessed with the Tees Valley Combined Authorities Strategic Transport Model. Growth across Darlington has been considered for 2020, 2025, 2030 and 2035.
- 10.1.44** Traffic forecasts related to the Draft Darlington Local Plan have been modelled in the regional transport model (TVCA Voyager model). The impact this may have upon the movement of vehicles has been considered within the existing current road network and within the predicted future network which takes into consideration planned highway interventions in the area.
- 10.1.45** Results indicate that Draft Local Plan Development trips are concentrated on corridors to the North and East of the town which is in line with the location of planned developments. The usage of roads such as Mill Lane / Sadberge Road as alternate routes to the A66 corridor is also noticeable but is a function of all traffic, not just traffic associated with new development.
- 10.1.46** Increases in 2030 morning link capacity stress at:
- A1150 Whinfield Road;
 - B6279 Houghton Road (north of East Mount Road).
- 10.1.47** Capacity Issues emerge on the A167 North Road corridor and Yarm Road in the Town Centre. This will result in increased congestion and delay at key junctions on the corridor.
- 10.1.48** Increases in 2030 evening link capacity stress at:
- A68 West Auckland Road, Woodland Road;
 - A1150 Whinfield Road
 - B6279 Houghton Road (north of East Mount Road)
 - A167 North Road corridor
 - A67 / Carmel Road corridor
 - Yarm Road approach to Morton Palms from east

TRANSPORT AND INFRASTRUCTURE 10

- 10.1.49** There is a significant reduction in stress on the network at A68 West Auckland Road, A167 North Road corridor, A1150 Whinfield Road following the introduction of the planned mitigation measures in the model.
- 10.1.50** Issues still remain during the morning peak at Woodland Road and B6279 Haughton Road (north of East Mount Road) and at A67 / Carmel Road corridor, Yarm Road approach to Morton Palms from east, Woodland Road, B6279 Haughton Road (north of East Mount Road) during the evening peak hour.
- 10.1.51** From this strategic model, travel demands have been extracted for more detailed analysis within the local microsimulation models that investigate and evaluate the mitigations in more detail.

10.2 Improving Access and Accessibility

- 10.2.1** Development that offers better access to all forms of travel will help the borough to become more sustainable, healthy, green and prosperous. Sustainable modes of travel such as walking, cycling, public transport and facilities for alternative fuel vehicles will be promoted through travel planning as well as good design.

Policy IN 2

Improving Access and Accessibility

The Council expects development to promote accessibility and permeability by creating places that are well connected with each other and with existing transport networks. The needs of pedestrians, cyclists, bus and rail users, as well as those with specific needs should be prioritised to reduce the need for travel by private vehicle.

Development will be appropriately located to reduce the need to travel by car and the number and length of car trips made to access local amenities.

In order to improve access and accessibility during the plan period:

- a. Ensure that all neighbourhoods are permeable and provide easily accessible walking and cycling routes to important local services such as shops, particularly those selling fresh food, schools, primary health care and leisure opportunities.
- b. All developments should provide good access to the borough wide cycling and walking network including links to the Public Rights of Way network and leisure routes.
- c. All new development should provide easy access for those who wish to use public transport. Accessibility is based on 80% or more of the site being within 400m walking distance of a bus stop.
- d. Proposals for new buildings or the change of use or alteration of existing buildings to which the general public and employees have access will be required to provide suitable access and facilities, particularly for people with mobility issues.
- e. New employment sites within the urban area, should include facilities to encourage cycle travel, such as secure cycle storage and where possible, changing and shower facilities.
- f. Contributions will be sought from all developments, where appropriate, to support and sustain a stable core bus network and provide improved or new services in locations that are not currently served by bus.

10 TRANSPORT AND INFRASTRUCTURE

- 10.2.2** Darlington has a well-developed cycle network including over 40km of dedicated off road cycle routes based around seven radial routes which start in the town centre and end in various locations on the edge of the urban area. These routes link all major employment sites to the main residential areas within the town. The routes are signed using specially approved cycle signs which show typical cycle times rather than distances and are colour coded depending on the route. There is also a circular route which connects the main radial routes to each other and provides a longer leisure route for cyclists. Work in recent years has focussed on connecting rural communities to the urban area of Darlington and also connecting to County Durham in the north where a significant number of commuter journeys begin or end. The Borough already has an extensive network of cycle routes, but more needs to be done to make cycling a more attractive option compared to the private car. Larger employers, particularly within the urban area, will therefore be encouraged to provide facilities such as secure cycle parking, changing and showering facilities, where practicable.
- 10.2.3** Whilst most roads have a footpath along side and the Rights Of Way network⁽⁵⁷⁾ provides a comprehensive network of footpaths and bridleways in both the urban and rural areas, there are still gaps in the walking network for some, meaning it is difficult to connect to other modes of transport such as rail or bus. During the plan period, the Council will seek to improve these connections particularly where they are poor near to proposed development. New development should provide walking links into existing residential, leisure, retail and commercial developments to improve connectivity and permeability.
- 10.2.4** Physical infrastructure interventions, such as cycle routes and bus stops, will be combined with travel information and marketing measures to encourage walking, cycling and the use of public transport wherever possible, particularly on or near Key Public Transport Corridors (as identified on the Policies Map). Travel plans (Policy IN 3) and developers planning obligations via the Planning Obligations SPD or subsequent revisions, will be the main tools used to embed sustainable travel choices and behaviors into new developments from the outset.
- 10.2.5** Access to sustainable transport should also be integrated into the design of new developments from the outset, and guidance is provided within the Design of New Development SPD as to how this may be achieved.
- 10.2.6** The creation of safe and convenient access to all buildings and public spaces is also a priority to help ensure that everyone can help create and benefit from a more prosperous Darlington⁽⁵⁸⁾.
- 10.2.7** The town is well served by a commercial bus network. It comprises of a number of key routes which typically have between 4 and 6 buses per hour with a number of secondary routes providing half hour services, though some are less frequent.
- 10.2.8** Darlington has good rail connections to national and pan-northern services utilizing east Coast Mainline and trans-pennine routes. There are limited communities that are directly served by train services for local trips. Opportunities do exist for growth in local train journeys, particularly at Dinsdale Station which serves Middleton St George but also at North Road Station.

10.3 Transport Assessments and Travel Plans

- 10.3.1** In accordance with National Policy development proposals that are likely to generate significant additional journeys should be accompanied by a Transport Assessment and a Travel Plan whilst smaller developments may require Transport Statements.

57 Including Public Footpaths, Bridleways and Byways

58 One Darlington: Perfectly Placed Community Strategy 2008 - 2026, Revised May 2014

TRANSPORT AND INFRASTRUCTURE 10

Policy IN 3

Transport Assessments and Travel Plans

The Local Planning Authority will support the preparation and implementation of Travel Plans, Travel Assessments and other schemes and agreements to promote the use of sustainable transport for journeys to work, training and education. Proposals that have potential significant impacts should be accompanied by a Travel Plan where appropriate.

Major developments will be required to engage in the Travel Planning process and produce a Transport Assessment. Proposals will be supported that;

- a. improve transport choice and encourage travel to work and school by public transport, cycling and walking;
- b. minimise the number of single occupancy vehicle trips generated by the development;
- c. contribute positively to congestion, environmental and safety issues including managing car parking provision.

Travel Plans must be iterative documents which must be site specific and guided by a framework of common principles and components.

A framework travel plan will be appropriate where there is no identified end user or there will be multi-occupancy of a site. Each organisation within a development will be expected to produce a site specific travel plan.

All new developments will incorporate appropriate site specific measures to encourage travel by sustainable modes such as secure cycle parking, changing facilities and lockers.

To ensure travel plans are delivered successfully a robust management strategy must be in place.

10.3.2 The Borough has effective sustainable transport networks and the council are committed to improve this network as part of development proposals. The promotion of Travel Plans is essential to encourage residents and employees to use these networks and to inform them of the travel choices available. Key elements include the marketing of public transport, cycling, walking and the provision of charging points for electric cars and the promotion of car sharing in trying to influence travel behaviour.

10.3.3 Complementary public transport, cycling and pedestrian initiatives to larger scale developments should be delivered through Travel Assessment/Travel Plan agreements between operators, developers, planning and transport authorities.

10.4 Parking Provision including Electric Vehicle Charging

10.4.1 The provision of high quality parking for motorised vehicles throughout the Borough is seen as crucial in keeping Darlington as a competitive place to do business, whilst maintaining the environment that makes for its high quality of life.

10.4.2 National policy⁽⁵⁹⁾ requires local authorities to consider setting local parking standards for new development and to ensure there is an improved quality of parking in town centres that is convenient, safe and secure.

10 TRANSPORT AND INFRASTRUCTURE

Policy IN 4

Parking Provision including Electric Vehicle Charging

In addition to supporting and facilitating the use of sustainable transport modes, the Council will continue to ensure there is an adequate supply of safe, secure and convenient public parking for vehicles within and adjacent to the town centre.

Throughout the Borough, new development (including change of use) will be required to provide safe and secure space for vehicle parking and servicing within the site. Provision should be made for residents, employees, customers, deliveries, visitors and others who may visit the premises, including people with disabilities. The number of spaces provided and the nature of the provision (including provision for motor cycle parking) will have regard to local circumstances and the standards set out in the Tees Valley Highway Design Guide or any successor.

Safe, secure and appropriate cycle parking will be provided within all new developments including shared facilities within flats.

Every new residential property which has a garage or dedicated marked out residential car parking space within its curtilage should include an electrical socket suitable for charging electric vehicles.⁽⁶⁰⁾ An exemption would be made for residential apartments and residential care homes with communal parking areas.

Non-Residential development creating over 50 parking spaces should provide at least one double electric vehicle charge point (2 spaces). For each additional 50 parking spaces one double charging point should be provided.

- 10.4.3** There are already local parking standards for new development and changes of use in place, set out in the Tees Valley Highway Design Guide⁽⁶¹⁾, and further advice on integrating parking within new development is included in the Council's Design of New Development SPD this should include appropriate provision for disabled parking and secure motorcycle parking.
- 10.4.4** The adopted Parking Strategy proposes a zonal approach to provide enough convenient parking options to support the vitality and viability of the Town Centre. There will be a small number of time limited short stay parking spaces in central locations with wider short stay provision within the Inner Ring Road (area identified as 'Town Centre' on the Policies Map). Outside of the ring road will generally be protected for long stay parking and Residents Parking Zones.
- 10.4.5** The Council will continue to support and facilitate sustainable development of businesses in the town centre by offering contract parking for operational needs to businesses with more than 5 employees who have an employee travel plan in place. This initiative recognises that businesses located in the town centre can be more sustainable in terms of the transport movements that they generate, yet need convenient parking for operational purposes to keep commercially competitive.
- 10.4.6** National Policy⁽⁶²⁾ also requires plans to exploit opportunities for the use of sustainable transport modes including incorporating facilities for plug-in and other ultra-low emission vehicles. To encourage the use of electric vehicles it is proposed that new development during the plan period should support the delivery of appropriate infrastructure where this does not affect its overall viability.
- 10.4.7** It is recognised that for development of residential apartment blocks or communal parking areas it may not always be suitable or feasible to require charging points.

60 The minimum requirement would be a single phase 13 amp socket.

61 Tees Valley Design Guide & Specification: Residential and Industrial Estates Development, Tees Valley Authorities

62 NPPF Paragraph 35

TRANSPORT AND INFRASTRUCTURE 10

10.5 Airport Safety

- 10.5.1** Durham Tees Valley Airport is recognised by the Council as essential to the economic performance of the Tees Valley, and to Darlington Borough. It is identified as a strategic location for airport-related employment uses in Policy E 2 'Promotion of New Employment Opportunities'.
- 10.5.2** The airport is a civil aerodrome of importance to the national air transport system⁽⁶³⁾. As such, the capacity of the airport to operate safely is protected by land use planning restrictions placed on the surrounding area. These include requirements to consult with the airport operator for proposed developments above a particular height or with certain other characteristics that may create a hazard for aircraft using the airport, if proposed developments are within identified zones (As detailed on map at **APPENDIX D**). Examples are developments likely to attract birds, developments with lights that could distract or confuse pilots, or developments that reflect, diffract or otherwise interfere with the radio signals used at the airport. Wind turbines can also have a distracting effect on radar, so the operator of Durham Tees Valley Airport and the MOD will be consulted on all applications for wind turbines measuring 11 meters or more from ground to blade tip, or with a rotor diameter of 2 meters or more.
- 10.5.3** The airport also has an associated Public Safety Zone at the south-western end of the runway. This is indicated on the map at **APPENDIX D** and shown on the policies map, as required by Government policy⁽⁶⁴⁾. Various types of development will not be permitted in a Public Safety Zone if it increases the number of people living, working or congregating within the Zone and, over time, the number should be reduced, as circumstances allow.

Policy IN 5

Airport Safety

An Aerodrome Safeguarding Zone and a Public Safety Zone, as shown on the plan in **APPENDIX D**, are identified for Durham Tees Valley Airport.

Proposals for development within the Aerodrome Safeguarding Zone will be the subject of consultation with the operator of that airport.

Proposals for development within either zone will be determined in accordance with national policy.

63 Joint ODPM/DFT Circular 01/2003

64 DFT Circular 01/2010

10 TRANSPORT AND INFRASTRUCTURE

10.6 Physical Infrastructure

- 10.6.1** The term 'physical infrastructure' embraces all services necessary for any development, including water supply, wastewater and its treatment, energy and telecommunications. In this document, transport infrastructure is addressed separately in Policy IN 1, flood risk and Sustainable Drainage Systems (SUDS) in Policy DC 4.
- 10.6.2** National planning policy requires the Council to identify priorities for infrastructure provision, including the need for strategic infrastructure and to support the expansion of high quality electronic communications networks, including telecommunications and high speed broadband. The Darlington Local Plan encourages enhanced infrastructure provision that supports delivery of its vision and objectives.
- 10.6.3** The Planning Obligations Supplementary Planning Document, adopted in January 2013, which sets out how developer contributions will operate for most forms of infrastructure, does not cover utilities infrastructure.
- 10.6.4** Tees Valley Combined Authority (Formerly Tees Valley Unlimited prior to devolution deal) prepared a Strategic Infrastructure Plan (SIP)⁽⁶⁵⁾ the conclusions of which inform this section. The SIP considers infrastructure themes which impact upon Tees Valley's strategic sites including utilities, flood risk, energy and broadband. Further detail will be provided in the Infrastructure Delivery Plan to accompany the submission of the Local Plan.

Utilities Infrastructure

- 10.6.5** The Council has consulted the utility companies to ensure there is sufficient capacity in existing infrastructure for the housing, employment and other growth proposed in the Local Plan.
- 10.6.6** Electricity and gas distribution strategic networks have sufficient existing capacity for most of the development requirements in the Borough during the plan period. However, for some larger strategic sites such as Skerningham investment will be needed to provide an enlarged local distribution network. Sufficient water supply is guaranteed over the plan period owing to the large Northern England supply base through local reservoirs. Within the Borough the Stressholme sewage treatment works has sufficient capacity within current discharge consent limits to accept and treat additional waste water flows from the proposed housing and employment allocations. Again for larger strategic sites new sewer system extensions would be required within the Local Plan period.
- 10.6.7** Unlike other infrastructure, the Council cannot seek planning contributions for utilities, as this type of infrastructure is delivered by others. It is therefore necessary to ensure that developments are accompanied by the utilities required to support the development at the time it is built, to ensure there is no net negative impact on the operation of existing networks.
- 10.6.8** All utilities companies have identified early consultation with potential developers as an important requirement in identifying the need for any reinforcement or upgrading of their infrastructure networks. Before submitting a planning application, those applying for new development or intensification of use will be expected to contact all the relevant utilities providers and regulatory bodies to ascertain how their development can be accommodated.
- 10.6.9** Future capacity is unlikely to present a barrier to major industrial, business and residential developments provided sufficient notice is given to utilities companies and therefore no specific planning policies to enable or facilitate improvements to physical infrastructure networks are required.
- 10.6.10** The Council will work in partnership with utility companies to ensure infrastructure networks continue to accommodate growth and support economic development.

TRANSPORT AND INFRASTRUCTURE 10

Policy IN 6

Utilities Infrastructure

Proposals for new development must be capable of being accommodated by existing or planned utilities (whether supplied by utilities providers or the development itself), and should not:

- a. Have a net negative impact on the operation of existing utilities networks; or
- b. Worsen the services or protection from risk enjoyed by the existing community.

Utilities will include gas, electricity, off-site service infrastructure, surface water management, sewage disposal, flood risk defences and flood control facilities.

Telecommunication Infrastructure

Telecommunication Masts

- 10.6.11** Telecommunication infrastructure entails fixed and mobile telephony infrastructure and provisions for fixed and mobile broadband infrastructure. Providing better telecommunication infrastructure whilst ensuring there are no significant adverse amenity or public safety impacts.
- 10.6.12** High quality advanced communications infrastructure is essential for sustainable economic growth. Whilst communications networks in the Borough need to be expanded and upgraded, the way this expansion is carried out should have due regard to public safety and visual amenity.

Policy IN 7

Telecommunication Masts

Development of future-proof electronic communications infrastructure will be permitted provided the following criteria are met:

- a. Siting and appearance of proposed apparatus and associated structures should seek to minimise impact on the visual amenity, character and appearance of the surrounding area;
- b. If on a building apparatus and associated structures should be sited and designed in order to minimise impacts to the external appearance of the host building;
- c. If proposing a new mast, it should be demonstrated that the applicant has explored the possibilities of erecting apparatus on existing buildings, masts and other structures such evidence should accompany any application made;
- d. Development should not have an unacceptable effect on areas of ecological interest, landscape importance, archaeological sites, conservation areas or buildings of architectural or historic interest.
- e. Is it not harmful to visual or aural amenity or the safety of highway users and does not interfere with air traffic equipment.

- 10.6.13** Progression of speed and quality in mobile phone technology with aspirations for future 5G networks will see the renewal of current telecommunication mast infrastructure suitable for 3G / 4G services in Darlington Borough over the plan period. The Council is keen to facilitate such improvements to

10 TRANSPORT AND INFRASTRUCTURE

support quality of life for citizens and facilitate business growth. In line with national policy⁽⁶⁶⁾ we seek to support mast and asset sharing, network convergence and support siting of equipment on tall buildings and structures to support data speed and reception.

- 10.6.14** Evidence will also be required to demonstrate that telecommunications infrastructure will not cause significant and irremediable interference with other electrical equipment, such as air traffic services.

Broadband Infrastructure

- 10.6.15** In the last ten years Darlington's broadband fibre infrastructure network has been significantly improved by commercially driven upgrades from Openreach and Virgin Media and the impact of the government funded Broadband Delivery UK (BDUK) programme in urban and rural Darlington.
- 10.6.16** The public funded Digital Durham BDUK programme phases enhanced broadband speed capability for the Tees Valley Combined Authority and other authorities in the North East since 2014. However, whilst superfast broadband accessibility⁽⁶⁷⁾ in Darlington has significantly improved, several strategic housing and employment development sites have not been connected yet to futureproof broadband infrastructure altogether.
- 10.6.17** Broadband provision is now seen in the UK as the 4th utility and citizens will be able to demand access to minimum speeds by providers through the Governments Universal Service Obligation (USO) scheme to be implemented from 2018.

Policy IN 8

Broadband Infrastructure

Developers of housing sites of more than 50 planned homes and employment sites of more than 0.5ha must ensure that broadband connectivity and ducts are provided for the development.

- 10.6.18** The Council will ensure with developers that future broadband infrastructure provision in larger housing and employment sites will be identified and provision gaps are closed within the planning application process (validation / planning condition) of these developments.
- 10.6.19** This includes several strategic housing development locations and new employment allocations such as Skertingham (Policy H 10) and Greater Faverdale (Policy H 11). For Rural Areas of the Borough public funding from TVCA and BDUK⁽⁶⁸⁾ will be utilised to increase superfast coverage to at least 98% in the Tees Valley.

Renewable and Energy Efficient Infrastructure

- 10.6.20** Renewable Energy Efficient Infrastructure supports the mitigation of Climate Change and supports smart energy systems and energy flexibility. The council supports carbon neutral solutions and the overall reduction of Carbon emissions throughout the development process.
- 10.6.21** The types of renewable and energy efficient infrastructure which is deemed applicable include:
- Wind Energy
 - Solar Energy

66 UK's Electronic Communications Code based on the Digital Economy Act , OFCOM / DCMS 2017

67 Superfast = at least 24 mbsec (megabit per sec) download speed

68 BDUK Superfast Extension Phase 2 + 3 2017-2020.

TRANSPORT AND INFRASTRUCTURE 10

- Hydro Power
- District Energy networks

10.6.22 One of the key aims of the Draft Local Plan is to reduce energy use and carbon emissions. Appliances like industrial and new domestic scale renewable installations feeding into the electricity grid through existing connections, electric vehicles and heat pumps are anticipated to impact on supporting renewable or efficient energy solution and reducing carbon emissions .

Policy IN 9

Renewable and Energy Efficient Infrastructure

The council supports applications which includes innovative, energy efficient infrastructure supply and active usage of renewable energy

a) Wind energy development applications of one or more wind turbines should only be granted planning permission if:

- i. the development site is in an area identified as suitable for wind energy development in a Local or Neighbourhood Plan; and
- ii. following consultation, it can be demonstrated that the planning impacts identified by affected local communities have been fully addressed and therefore the proposal has their backing.

b) For Solar Power applications the following considerations should be taken into account:

- i. the importance of siting systems in situations where they can collect the most energy from the sun;
- ii. need for sufficient area of solar modules to produce the required energy output from the system;
- iii. the colour and appearance of the modules, particularly if not a standard design;
- iv. demonstrate effective use of land by focussing large scale solar farms on previously developed and non agricultural land;
- v. where a large scale proposal involves greenfield land whether (i) the proposed use of any agricultural land has been shown to be necessary and poorer quality land has been used in preference to higher quality land; and (ii) the proposal allows for continued agricultural use where applicable and/or encourages biodiversity improvements around arrays
- vi. the proposal's visual impact, the effect on landscape of glint and glare and on neighbouring uses and aircraft safety.

c) Hydro Power: applications for hydropower should be accompanied by a detailed Flood Risk Assessment. Early engagement should take place with the local planning authority and the Environment Agency.

d) District Heating: Required in major development over 300 houses to be enabled for district energy connection unless demonstrated not to be feasible or financially viable to do so.

10.6.23 The Council will ensure that future development makes the fullest contribution to minimising carbon dioxide emissions in accordance with the "use less energy, supply energy efficiently and use renewable energy" assumption to assist in meeting local, Tees Valley and national CO2 reduction targets. The

10 TRANSPORT AND INFRASTRUCTURE

Council will promote the development of district energy networks on larger strategic sites where opportunities exist due to high heat density or an increase in heat density brought about by new development.

10.7 Community and Social Infrastructure

10.7.1 Community and social infrastructure encompasses a range of community facilities including schools, community centres, libraries, health care facilities (considered separately in Policy DC 2), indoor sports facilities, cemeteries and arts and cultural facilities. Access to a wide range of good quality community facilities is identified as a key contributor to the health and well-being of people who live and work in the Borough and is one of the key objectives of the Draft Local Plan vision, aims and objectives (Section 2). The timely provision and upgrading of facilities is required to ensure Darlington's future growth brings more prosperity, safety, sustainability and inclusiveness and maintains and improves health and well-being.

Policy IN 10

Supporting the Delivery of Community and Social Infrastructure

Education

If need is demonstrated⁽⁶⁹⁾ then a planning obligation will be sought based on a calculation of:

- Pupil place generation per family dwelling⁽⁷⁰⁾ – existing spare capacity in local schools x DfE standard cost per place;⁽⁷¹⁾
- If existing need can be met in part then appropriate adjustment will be made;
- residential developments of 10 units or less;
- non-residential development;
- affordable housing schemes;
- specialist housing for the elderly (Use Class C2);
- purpose built hostel or holiday accommodation which are incapable of occupation for general residential purposes because of their layout, ownership, management or occupancy restrictions.

Land will be reserved for education uses within the following sites:

- South of Yarm Road in Middleton St George (site 247)
- Land at Berrymede Farm (site 008)
- West Park Garden Village (site 068)
- Coniscliffe Park North (site 249)
- Provision on strategic sites of Skertingham and Greater Faverdale are dealt with in Policies H 10 and H 11.

69 the nearest school or another school within 2 miles for primary and 3 miles for Secondary is operating within 5% of its capacity

70 latest TVCA Pupil Projection report

71 DfE place generation settlement figure (currently £13,115 per primary place and £17,050 per secondary place)

TRANSPORT AND INFRASTRUCTURE 10

Such land will be reserved until an agreed trigger point linked to phasing, to be stipulated in a legal agreement prior to the granting of planning permission. If there are no firm plans for the school at that time, the land may be made available for alternative community uses. If none of these can be delivered within a reasonable time, the land may be released for additional new housing.

Protection of Existing Community Facilities

Proposals for new and expanded community services and facilities will be supported in accessible locations, providing that the scale of development is appropriate to the area in which it is proposed.

The loss of any community facilities will only be permitted if it can be demonstrated that:

- a. There are sufficient other suitable alternative community facilities either within the neighbourhood or accessibly nearby; or
- b. The community facility is no longer needed; and
- c. There is no management and funding resources within the local community or that could be generated by partial redevelopment that could sustain a facility that meets identified local needs.

Other Community Facilities including Indoor Sport, Art & Culture and Cemeteries

For new indoor sports provision and arts and cultural facilities, priority will be given to new proposals according to the locational strategy set out in the plan. Proposals will be permitted elsewhere if it is shown that:

- a. It cannot be provided in the priority locations; or
- b. There is a need for it in the location proposed; and
- c. It will be easily accessible by a choice of means of transport; and
- d. For arts and cultural facilities that, through market research and/or an impact assessment, it can be shown that there would not be any damaging impact on the vitality and viability of the Town Centre, including the evening economy.

Secure community access, outside of core school hours, will be required for any new provision on educational sites.

2.4 hectares of land (as identified on the Policies Map) will be reserved at West Cemetery for future burial space.

Education

- 10.7.2** Access to good schools is critical to the quality of life of residents, and improving it is a key ambition within the Council's Sustainable Community Strategy.⁽⁷²⁾ The Government attaches great importance to ensuring that a sufficient choice of school places is available to meet the needs of existing and new communities⁽⁷³⁾.

72 One Darlington: Perfectly Placed 2008 -2026 (Revised May 2014), DBC

73 NPPF Paragraph 72

10 TRANSPORT AND INFRASTRUCTURE

- 10.7.3** The Council has to assess the local need for school places and ensure that every child resident in the Borough can have a place in a state funded school in Darlington.⁽⁷⁴⁾ It works with a wide range of education providers, such as Academies⁽⁷⁵⁾ and Free Schools⁽⁷⁶⁾ to ensure this.
- 10.7.4** The main planning issue is how to meet any need for additional school places arising from planned housing growth and population change.⁽⁷⁷⁾ However uncertainty around future projections, due to changes in birth rate and fluctuations in build rate of housing developments means that predicting the school place requirement over the entire Plan period is difficult.
- 10.7.5** Expansions have recently taken place at Heathfield Primary School and St George's Primary School that have created additional capacities.
- 10.7.6** It is envisaged that an additional need for school places is likely to arise in the medium to long term where significant new housing is proposed, particularly in the north, north-west and east of the Borough. Following the same strategy of supporting existing schools, expansion of existing school facilities to accommodate additional demand will be considered in the first instance. An updated SOP is currently under preparation that will identify existing schools that will be expanded next.
- 10.7.7** To ensure new schools can be delivered close to the strategic housing growth areas if they are required, the Skertingham and Greater Faverdale Strategic Allocations (Policy H 10 and H 11) will safeguard land for future education provision in addition land will be safeguarded at Berrymead Farm (site 008), South of Yarm Road in Middleton St George (site 247), Coniscliffe Park North (site 249) and West Park Garden Village (site 068).

Community facilities

- 10.7.8** Policy TC 4 seeks to safeguard local services and facilities that meet people's day to day needs. Local shops and other retail outlets are also covered within the policy. This section covers community centres, village halls, social clubs, children's centres, churches, mosques and other community resources, such as libraries, which are important for socialising and other community activities. Public houses are also important venues for community engagement and venues to host community activities, and are covered in the policy as a community facility.
- 10.7.9** Many community facilities are experiencing reduced income, arising from either reduced use or reduced public sector or other external funding. Under the Localism Act 2011, the Council is required to maintain a list of community assets.⁽⁷⁸⁾ This provides certain community groups with an opportunity to protect and preserve local assets of community value. If these assets are put up for sale, in the first instance community groups have the 'right to bid' for them in an attempt to retain the facility.⁽⁷⁹⁾
- 10.7.10** The loss of a community facility will be resisted where it is the only remaining facility in a community, where there is an identified need for it, and where a source of funding for ongoing management and maintenance could support the facility. Evidence in support of retaining the last community building must show there is no accessible alternative suitable facility. A 'lack of need' argument would need to be backed up by evidence, e.g. by surveying all community groups in the area, and a lack of funding would need evidence that no other community group in the neighbourhood would be prepared to take over the facility.

74 A High Quality Place for Every Child, School Organisation Plan (SOP) 2013-17, DBC

75 State funded schools directly funded by central Government and independent of the Local Authority

76 State funded independent schools

77 Every 100 new houses is expected, on average, to produce between 18 and 20 primary school age children and 13-15 pupils of secondary age.

78 Community assets can be land or buildings in public or private ownership.

79 Darlington Borough Council Policy on The Community Right to Bid for Assets of Community Value

TRANSPORT AND INFRASTRUCTURE 10

Indoor Sports Facilities

- 10.7.11** Indoor sports facilities include swimming pools, sports halls, health and fitness facilities and dance studios, and other specialist provision such as indoor bowls, squash courts, gymnastics centres, boxing gyms and indoor tennis⁽⁸⁰⁾. These facilities can be provided by academies, schools and colleges, private sports clubs, parish councils and at community and village halls.
- 10.7.12** The policy seeks to protect and where appropriate, enhance a range of quality, accessible and safe facilities, to support more participation in indoor sports and promote healthier lifestyles. In recent years, access to sports facilities at educational sites has improved, as several schools have successfully converted to Academy status and new and improved facilities have been provided, e.g. at Longfield Academy, which has provided a third strategic 'hub' site for indoor sports provision in addition to the Eastbourne Sports Complex and the Dolphin Centre. Improvements to facilities at other key education sites will provide a network of complementary satellite sites for indoor sports provision.
- 10.7.13** However, access to and quality of existing facilities can be improved further. A key priority⁽⁸¹⁾ is to ensure sport and physical activity facilities and spaces (including schools) are available for community use. Although an indoor BMX and skate park has been provided at Faverdale, there is evidence to suggest that not enough specialist sports provision, specifically indoor tennis courts and indoor active play facilities are available in the Borough.
- 10.7.14** As most indoor sports provision is market led or otherwise outside Local Authority control, quality and access improvements can only be secured through the planning system by attaching conditions to planning permission for extensions, alterations or for new facilities. The policy requires community use to be secured for new provision on educational sites in priority locations.

Arts and Cultural Facilities

- 10.7.15** There are aspirations in the Council's Sustainable Community Strategy⁽⁸²⁾ to promote and enhance arts and culture in the Borough. The Creative Darlington vision identifies arts and culture as being central to Darlington's future identity and economic success. Through bringing people together, the arts have a key role to play in promoting and enabling social inclusion and cohesion. The Town Centre remains a focus for cultural heritage and an ideal setting for cultural activity and events.
- 10.7.16** Darlington Hippodrome (formerly the Civic Theatre) has recently reopened after a £13.7m restoration and upgrade that has seen the creation of Theatre Hullabaloo for children. Funding has been provided by Heritage Lottery and Arts Council funding to facilitate these projects.
- 10.7.17** The Head of Steam, Darlington's Railway Museum, is another successful facility which promotes the town's distinct heritage. It is also a focus for social and cultural events and activities and is likely to have a key role to play in celebrations for the 200 year anniversary of the launch of the Stockton and Darlington Railway. The Crown Street Art Gallery and The Bridge, a community arts venue, are other key venues managed by Creative Darlington, an organisation who encourage the development of arts in the Borough.
- 10.7.18** Cultural and arts facilities are facing new challenges as income sources, including public sector funding, are increasingly under pressure. It is likely that not all arts and cultural facilities can be sustained through the Plan period, and any new facilities will need to be largely privately provided and supported. It may be possible to sustain some existing provision or to deliver new facilities, by sharing facilities and/or support with other community uses. As recognised within the Creative Darlington vision, the sustained development of the sector will depend on the support, co-ordination and prioritisation across arts organisations.
- 10.7.19** This policy addresses community access to any new or altered facilities and provides guidance about where any proposed new cultural and arts facilities should be located.

80 as defined in Darlington's Sport and Recreation Facilities Strategy

81 Darlington Draft Sport and Physical Activity Strategy 2013-2018, April 2013 (Priority Action 9)

82 One Darlington Perfectly Placed: A Vision for Darlington 2008-2021, Revised May 2014, DBC

10 TRANSPORT AND INFRASTRUCTURE

Cemeteries

- 10.7.20** The Council is responsible for managing and maintaining three cemeteries, West Cemetery on Carmel Road North (the largest), North Cemetery on North Road and East Cemetery on Geneva Road.
- 10.7.21** North and East Cemeteries are likely to have enough space during the plan period (to 2036) ⁽⁸³⁾. However in order for the Council to continue to meet the burial needs of the Borough, there is a significant need for new burial space at West Cemetery, the existing space for graves is likely to be used by 2020/21⁽⁸⁴⁾.
- 10.7.22** The cemetery has been extended four times since it opened in 1858, with the latest extension in 1997, the area now covers 15.3 ha.
- 10.7.23** At West Cemetery 2.4ha of land adjoining the existing cemetery site is allocated and reserved for further burials to meet the need for the remainder of the plan period.

83 North Cemetery has an average of 25 burials per annum with approx 700 grave places remaining and East Cemetery having an average of 12 burials per annum with 400 grave places remaining

84 There are on average 65 burials per annum using new graves in the West Cemetery and there are currently 200 new grave spaces remaining

MONITORING 11

11 MONITORING

Monitoring Framework

- 11.0.1** A central element of the implementation of planning policies is assessing their effectiveness through robust monitoring mechanisms. The Local Planning Authority will regularly assess the performance of individual policies and overall progress in delivering the strategic objectives of the Local Plan. This will be used to inform any change to policies or additional actions considered to be required.
- 11.0.2** This will be carried out by collecting information on a number of indicators and will be reported on an annual basis in the Authority Monitoring Report (AMR). Key Local Plan monitoring indicators have been selected to:
- provide information about whether policies are achieving their objectives;
 - determine if targets are being met;
 - determine if the policies in the Local Plan remain relevant or whether updates to policy are required
- 11.0.3** Monitoring of the Local Plan will primarily be achieved through the collection of information about the effectiveness of key Local Plan policies. This information can be used to identify when a change in the approach to development management decision making is necessary to ensure that the objectives underpinning planning policies are achieved. In defining objectives for each policy, these generally relate to the identified strategic objectives within the Local Plan aimed at bringing about the overall vision. However, some policies do not align precisely with a strategic objective, or do so with several. Here the overall and underlying objective is sustainable development; steering growth into centres best able to support it, reducing the need to travel, harmonising housing and employment, creating vital communities and reducing human impacts to the minimum consistent with achieving a decent standard of living and passing the same on to future generations.
- 11.0.4** The Local Plan indicators will be part of the Proposed Submission Local Plan. Wherever practicable, targets have been set for each of the Local Plan indicators, however, not all of the outcomes of individual policies are easily assessed. In such cases trends will be monitored and the baseline for reporting will be either the commencement of the Plan period (2016) or the adoption of the Plan.

12 GLOSSARY

12 GLOSSARY

Table 12.1

Affordable housing	Defined by the National Planning Policy Framework, DCLG, 2012.
Ancillary uses	A subsidiary or secondary use or operation closely associated with the main use of a building or piece of land.
Biodiversity	Variety of life including different plants, animals and micro-organisms, and the ecosystems of which they are a part.
Developer contributions	Section 106 contributions, planning obligations and /or Community Infrastructure Levy.
Flood risk assessment	Ensures that flood risk to a proposed development is considered, as well as the impact the development will have elsewhere on people and property. Its scope will reflect the scale, nature and location of the development.
Footloose businesses	An industry that is not tied to any particular location and can relocate in response to changing economic conditions.
Green corridor	Linear green feature connecting different greenspaces, can incorporate walking and cycling routes. Most are also wildlife corridors.
Green infrastructure	A network of multi-functional green space, urban and rural, which is capable of delivering a wide range of environmental and quality of life benefits for local communities. Includes locally important green spaces, green wedges, wildlife sites, allotments, urban fringe, trees, woodland, rights of way and countryside.
Geodiversity	Is the variety of earth materials, landforms and processes that constitute and shape the Earth. Relevant materials include minerals, rocks, sediments, fossils, soils and water.
Material consideration	A matter that should be taken into account in deciding a planning application or on an appeal against a planning decision.
Market Signals	Local demand/pressures indicated by price signals or other indicators of market preference.
Maintenance levy	Annual sum paid by the house owner or property owner to an independent body or management company to enable the long term maintenance of green space or sustainable drainage
Masterplan	A type of planning brief outlining the preferred usage of land and the overall approach to the layout of a developer. To provide detailed guidance for subsequent planning applications.
Non-Designated heritage assets	Parts of the historic environment including buildings, structures, areas and archaeology that are considered by the Local Planning Authority to be locally significant. They are identified through strategic planning, development management and can include a Local List.

GLOSSARY 12

PDL - Previously Developed Land	Land which is or was occupied by a permanent structure, including the curtilage of the developed land (although it should not be assumed that the whole of the curtilage should be developed) and any associated fixed surface infrastructure.
SPD - Supplementary Planning Document	Documents which add further detail to the policies in the Local Plan. They can be used to provide further guidance for development on specific sites, or on particular issues, such as design. Supplementary planning documents are capable of being a material consideration in planning decisions but are not part of the development plan.
Strategic	A policy site aimed at facilitating change in/over the long term.
Sustainable drainage systems	Reduces and slows the quantity and rate of surface water run-off from new development, dealing with it as close to the source as possible.
Sustainability appraisal	An appraisal of the economic, environmental and social effects of a plan from the outset of the preparation process to allow decisions to be made that accord with sustainable development.
Townscape	The general appearance of a built-up area, for example a street a town or city.
Windfall sites	Sites which have not been specifically identified as available in the Local Plan process. They normally comprise previously-developed sites that have unexpectedly become available as circumstances arise. These sites are assessed against planning policies at that time.

A HOUSING TRAJECTORY

APPENDIX A HOUSING TRAJECTORY

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HOUSING TRAJECTORY A

Site ref number	Site Name	Planning Status	Site Location	Total Units	Size (ha)	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	2034	2035	2036	Total within plan period
51	Mowden Hall	Potential allocation	Urban	35	1.98		20	15																35
59	Rear of Cockerton Club	Potential allocation	Urban	20	0.39	20																		20
89	Land west of Oak Tree, MSG	Potential allocation	Village	61	2.66			20	20	20	1													61
91	Walworth Road, Heighington	Potential allocation	Village	75	3.34			30	30	15														75
95	Beech Crescent East, Heighington	Potential allocation	Village	20	1.53			20																20
99	Maxgate Farm, MSG	Potential allocation	Village	226	13.71					30	30	30	30	30	30	30	16							226
100	Hall Farm, Branksome	Potential allocation	Urban Extension	495	21.89										30	30	30	30	30	30	30	30	30	270
146	Land South of Railway, MSG	Potential allocation	urban	322	14.8				30	30	30	30	30	30	30	30	30	30	22					322
185	Greater Faverdale	Potential allocation	urban extension	2000	178.48					30	60	60	60	60	60	60	60	60	60	60	60	60	60	810
228	Northgate House, Town Centre	Potential allocation	Urban	69	0.14		69																	69
243	Snipe Lane, Hurworth Moor	Potential allocation	Urban extension	882	33.6			60	60	60	60	60	60	60	60	60	60	60	60	60	60	42		882
244	Lingfield Point East	Potential allocation	Urban	331	10.94					30	30	30	30	30	30	30	30	30	30	31				331
249	Coniscliffe Park North	Potential allocation	Urban	985	50.08			30	50	50	50	50	50	50	50	50	50	50	50	50	50	50	50	780
251	Skerringham	Potential allocation	Urban extension	4500	490.99					30	60	90	120	150	150	150	150	150	150	150	150	150	150	1800
318	N. of Allington Way	Potential allocation	Urban	81	3.26		21	30	30															81
333	E. of Roundhill Road (Phase 2)	Potential allocation	Village	95	5.17		30	30	30	5														95
375	Land South of High Stell, MSG	Potential allocation	Village	100	6.6										30	30	30	10						100
384	Oak Tree, MSG	Potential allocation	Village	12	0.37					12														12
386	Land between Yarm Road and railway line East, MSG	Potential allocation	Village	10	0.635		10																	10
392	Elm Tree Farm	Potential allocation	Urban Extension	150	7.1		30	30	30	30	30													150
Total						803	654	733	633	619	616	560	610	640	700	700	686	650	587	541	490	472	430	11124

A HOUSING TRAJECTORY

Site ref number	Site Name	Planning Status	Site Location	Total Units	Size (ha)	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	2034	2035	2036	Total within plan period	
						2019 - 2023 Total				3442	2024 - 2028 Total					3126	2029 - 2033 Total					3164	2034 - 2036 Total		1392



HOUSING ALLOCATION STATEMENTS B

APPENDIX B HOUSING ALLOCATION STATEMENTS

[TO BE INSERTED]

DRAFT

C DARLINGTON'S HERITAGE ASSETS

APPENDIX C DARLINGTON'S HERITAGE ASSETS

Summary of Designated Heritage Assets

Listed Buildings

A full list of Listed Buildings in Darlington Borough can be found at www.darlington.gov.uk/conservation

Scheduled Ancient Monuments (20)

- Archdeacon Newton: medieval site
- Bishopton: Castle Hill earthworks
- Brafferton: Ketton Bridge
- Coatham Mundeville: medieval village
- Darlington: Skerne Bridge
- Darlington: Coniscliffe Road waterworks
- Great Burdon: World War II bombing decoy control shelter
- Heighington: camp on Shackleton Hill
- High Coniscliffe: Smotherlaw round barrow
- High Coniscliffe: Ulnaby deserted medieval village
- Low Dinsdale: earthworks of manor house
- Low Dinsdale: Anglo-Saxon cross
- Middleton St. George: deserted village of West Hartburn
- Middleton St. George: Tower Hill Motte
- Piercebridge: Roman station
- Piercebridge: Piercebridge Bridge
- Sadberge: shrunken medieval village
- Sockburn: All Saints Church
- Summerhouse: Summerhouse earthworks
- Walworth: deserted village

Conservation Areas (17)

- Bishopton
- Coatham Mundeville
- Cockerton Green
- Denton
- Haughton-le-Skerne
- Heighington
- High Coniscliffe
- Hurworth
- Northgate
- Middleton One Row
- Piercebridge
- Parkgate
- Sadberge
- Summerhouse
- Town Centre
- Victoria Embankment
- West End

Registered Parks and Gardens (2)

- South Park
- West Cemetery

DARLINGTON'S HERITAGE ASSETS C

Significance of Heritage Assets in Darlington

In determining planning applications that may affect a heritage asset the Council requires applicants in a Heritage Statement or Design and Access Statement to describe and assess the significance of the heritage asset(s) affected, including any contribution made by their setting.

As a group, Darlington's archaeology and historic buildings are of considerable significance. The Borough's archaeology, historic buildings and historic landscapes are of national importance and of significant international importance are the links to the formation of passenger railways and British Quaker heritage. In assessing the heritage significance of a place consideration should be given to:

- Understanding the fabric and evolution of the place
- Identifying who values the place, and why they do so
- Relating identified heritage values to the fabric of the place
- Considering the relative importance of those identified values
- Considering the contribution of associated objects and collections
- Considering the contribution made by setting and context
- Comparing the place with other places sharing similar values
- Defining the significance of the place.

When assessing proposals which have impact upon heritage assets the relative values afforded by each asset will need to be considered in order to determine if a proposal is acceptable. The borough wide values which contribute to the significance of the borough's heritage are summarised below, making reference to the principles set out in English Heritage's Conservation Principles document .

Evidential value: the potential of a place to yield evidence about past human activity.

While existing knowledge of Darlington's heritage assets is vast, there is still great potential to provide new information and enhance our understanding of the Town's historical development, the people who lived here and the activities which occurred.

Further archaeological discoveries may be made within the local area and the significance of existing heritage assets could be revealed or new heritage assets formally identified. Opportunities for the discovery of new evidence of the role that sites, industries and people played in the history of the area are great.

There may also be knowledge within the local community in Darlington which has not been shared or well documented but holds key information.

Historical Value - the ways in which past people, events and aspects of life can be connected through a place to the present.

Heritage assets within Darlington are invaluable in illustrating its history and development. Important monuments, such as Roman Piercebridge, the Iron Age hill fort at Shackleton Beacon Hill and various Medieval deserted villages, contribute to our understanding of early settlements, movements and defences in the North, with some offering particularly well-preserved examples of their type within the region and nationally.

Perhaps the most important heritage assets though are those dating from the Industrial Revolution, such as the Tees Cottage Pumping Station, Skerne Bridge and Hopetown Carriage Works, when Darlington was at the forefront of the development of the railway in Britain and extensive innovation was occurring.

Alongside this, a valuable collection of civic and private buildings have strong historical associations with important people, particularly those belonging to the Quaker movement which had a profound impact on Darlington and Britain, both socially and economically. This Quaker influence is well represented through heritage assets including, but not limited to; Barclay's Bank, Crown Street Library and South Park.

Aesthetic Value - the ways in which people draw sensory and intellectual stimulation from a place.

The aesthetic value of Darlington varies widely.

C DARLINGTON'S HERITAGE ASSETS

Attractive country houses, grand public buildings, historic villages and affluent suburbs demonstrate fine architecture, often attractive settings and subtle beauty, highly valued by local communities.

Commonly co-located are simple and uniformed rows of terraces with strong rhythm and architectural integrity and at times a feeling of enclosure. These complement a range of other more imposing buildings from the age of industry which display, at times fortuitous, architectural splendour despite their utilitarian purpose.

The central urban landscape has a distinctive skyline with a range of towers and spires providing key landmarks within the town centre, in particular the Market and Station Clock Towers, St. Cuthbert's Spire and St' Johns Tower.

Darlington also has a number of distinct historic suburbs including the first suburban developments in the town, dating from the 18th Century, such as the former Duke of Cleveland's Estate, which includes Cleveland Terrace, Milbank Road and Thornfield Road. Other areas also characterise periods of growth in the town such as the Victorian suburbs around Eastbourne Road, Milton Street, Cobden Street and Bright Street, the railway suburbs in the Hopetown and Rise Carr areas, and the garden suburbs off Yarm Road including The Mead, The Broadway and The Stray.

The rural landscape is well formed by traditional farmsteads and cottages, and provides a pleasing contrast to the more urban areas along with attractive parks.

Communal Value - the meanings of a place for the people who relate to it, or for whom it figures in their collective experience or memory.

The historical association between Darlington and the early development of the railways in Britain is represented through a range of significant buildings. These are undoubtedly an integral part of the Town's character, identity and distinctiveness which instils a sense of civic pride within the local community.

Many heritage assets are valued for their associations with the past. The local community has deep attachments to many buildings in Darlington which goes beyond the economic and amenity benefits. Family connections for many create a sense of identity and remind communities of the foundations of the Town, despite continuous modern development.

DARLINGTON'S HERITAGE ASSETS C

Local List and Non-designated Heritage Assets

The National Planning Policy Framework (NPPF) refers to 'non-designated heritage assets' as locally significant buildings, monuments, sites, places areas or landscapes identified by Local Planning Authorities.

They can be included on a Local List, something which the Borough Council are working towards, but do not have to be. An alternative is a criteria-based approach, which has been taken by a number of Local Authorities and has been shown to be robust at both application and appeal stage. The production of a Local List remains a goal of the Council, however with current resources a criteria-based approach is considered sufficiently thorough, transparent and pragmatic.

Once identified these buildings and sites will be recorded on the Council's in-house UNiform system and will be added to the HER.

Darlington's locally significant buildings, monuments, sites, places, areas or landscapes will be identified using the following criteria either through the development management process (including pre-applications), through plan making (including neighbourhood plans), the production of Conservation Area Character Appraisals and Management Plans, and other Council activities.

Table C.1 Criteria for assessing non-designated heritage assets

Criteria	Description
Rarity	Not many examples locally. This can include unusual assets such as cast iron bridges and traditional signage or more common ones of unusual architectural style or materials.
Representativeness	May be representative of a particular architectural period, architect, movement, company or group of its time, for example Quaker, railway, Victorian and industrial.
Architectural Interest	Of importance in its architectural design, decoration or craftsmanship; important examples of particular building types, materials and techniques (e.g. buildings displaying technological innovation) and significant plan forms.
Townscape or Landscape value	Key landmark buildings or structures and buildings that strongly contribute to a view or roofscape vista. Valued open spaces, (including designed landscapes, streets, squares, parks, gardens, amenity and green spaces), walls, fences, railings, street surfaces (including cobbles, setts and grass verges). Street furniture (including signposts, streetlights, benches, post boxes and telephone boxes).
Group value	Groupings of assets with a clear visual, design or historic relationship (including farmyards, terraces, group form and layout), contribution to streetscene, roofscapes and perception.
Artistic interest	An asset with artistic interest exhibiting some degree of creative skill (including sculpture, painting, decoration, advertisements, memorials, gates, railings, door surrounds, finials and signage).
Historic association	Associated with an historical person or event of acknowledged note (including important local figures or events, for example landowner, commemorative

C DARLINGTON'S HERITAGE ASSETS

Criteria	Description
	event, charity, ecclesiastical or other community group and former resident). Highly unlikely this would apply to assets associated with a living person.
Archaeological Interest ⁽⁸⁵⁾	There may be evidence to suggest that a site is of significant archaeological interest. To be assessed in conjunction with Durham County Council's Archaeology Section.

Significance can be informed by a significant written record, for example the Historic Environment Record, Pevsner and published articles.

If the potential asset meets two or more of the criteria set out in the table above then it should be considered a Non-Designated Heritage Asset.

85 Non-designated Heritage Assets of archaeological interest that are demonstrably of equivalent significance to Scheduled Monuments should be considered subject to the policies for designated heritage assets, as required by paragraph 139 of the National Planning Policy Framework.

DARLINGTON'S HERITAGE ASSETS C

Areas of High Archaeological Potential

Durham County Council's Archaeological Service maintain the Historic Environment Record (HER) on behalf of Darlington Borough Council. The HER is the principal source of information about the historic environment of County Durham and Darlington.

Using the information contained in the HER, the County Council has assisted the Borough Council in producing a map of areas that include, or have the potential to include, heritage assets with archaeological interest. The identification of these 'Areas of High Archaeological Potential' is part of the Borough Council's positive approach to the historic environment as required by national policy⁽⁸⁶⁾.

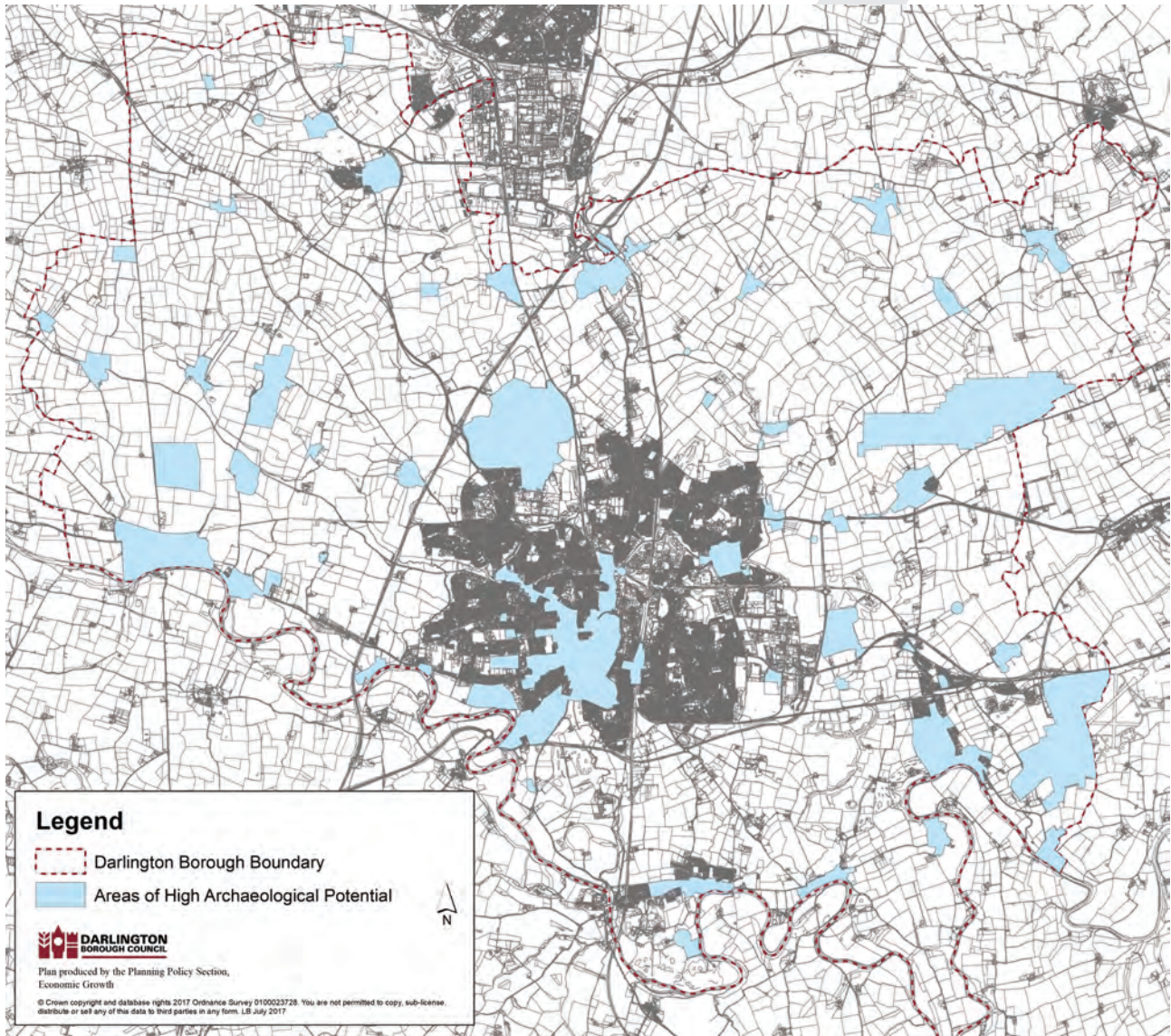
In mapping Areas of High Archaeological Potential the following have been included, where present in the Borough:

- Scheduled Monuments and a 50 metre buffer zone around them. The reason for the buffer zone is that many scheduling's were done decades ago with only the core element protected. Also, in some cases, subsequent research and discoveries have shown sites are often more extensive than previously appreciated;
- Conservation areas along with the 'historic cores' of settlements (as defined by the County Durham and Darlington Historic Landscape Characterisation Project) which may not be a Conservation Area or extend beyond the Conservation Area boundary;
- Registered Historic Parks and Gardens;
- Undesignated deserted or shrunken medieval villages;
- Mining and industrial sites/complexes;
- Archaeological sites and their environs;
- Cluster analysis involving Historic Environment Record records that are within 100 metres of another record. The basis for this is that clusters of discoveries in close proximity may well indicate the existence of hitherto unknown sites. However, certain types of site do not usefully reflect this, and were filtered out of the cluster analysis – these included:
 - Records which fell into the areas already added to the trigger map by the above processes.
 - Records likely to reflect buildings, rather than archaeology (e.g. Broad Type of Historic Building; or Monument Types such as Barn, Bastle, Cart Shed, Dovecotes; Farmhouse, House, icehouse, Public House, School, Sheep Fold etc.).
 - Records which were thought to represent single features (e.g. Boundary Stones, Milestones, Chest Tombs, War Memorials, Commemorative Monuments, Crosses, Effigies, Gate Piers, Grave Slabs).
 - Monuments types which often represent storage locations of items rather than find locations (e.g. Altars, Sculpture, Hog backs – all of which are often depicted at the Church they are stored at rather than from where they were recovered).
 - Non-archaeological records (e.g. Broad Types of Historic Overviews, Maritime or Aircraft Crash Sites, or Monument Types of Local History or relating to any of these broad types e.g. Wreck, Ship etc.).

In some cases – for example Piercebridge – research both here and at other Roman forts shows that the complex of archaeological phenomena outside the defended area is far more extensive than once appreciated (including civil settlement, cemeteries, religious sites, etc.) so the area of archaeological interest extends beyond the formally designated area.

C DARLINGTON'S HERITAGE ASSETS

Figure C.1 Areas of High Archaeological Potential



CIVIL AVIATION AUTHORITY SAFEGUARDING D

APPENDIX D CIVIL AVIATION AUTHORITY SAFEGUARDING

