

# St Peter's Riverside and Bonnersfield Planning Framework: Supplementary Planning Document

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Planning Design Economics

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## 1.0 Introduction

1.1 This Supplementary Planning Document (SPD) sets out a detailed planning framework for the St Peter's Riverside and Bonnersfield area of Sunderland. This SPD has been jointly commissioned by Sunderland City Council, Sunderland Arc, the University of Sunderland, Homes and Communities Agency and One North East.

1.2 The SPD area contains internationally important heritage comprising St Peter's Church, originally built as part of a monastery in 674AD, and the Medieval Priory. They form part of the Wearmouth-Jarrow candidate World Heritage Site (cWHS) which has secured the Government's nomination for inclusion on the World Heritage List in January 2011, with a decision on its inscription being made by UNESCO in June / July 2012. World Heritage Site status would bring with it not just international recognition of this unique heritage, but also the opportunity to use the Site and its conservation to bring social and economic benefits to Sunderland and the wider North East Region.

1.3 This area also contains strategic sites in gateway locations which have an opportunity to deliver innovative and imaginative flagship schemes that will drive forward the ongoing transformation of the riverside. Accordingly, an appropriate balance is needed between conservation, sustainability and development. Policy EC5B of Unitary Development Plan Alteration No. 2 (Central Sunderland) identifies the strategic locations for change which includes Bonnersfield / St Peter's University Campus (Policy NA3B.1), as discussed in paragraphs 2.22 and 2.23 below.

1.4 The aim of this SPD is therefore to provide a planning framework to ensure that internationally important heritage is protected and enhanced, whilst strategic change and environmental enhancements are sensitively managed across this area. This SPD has been strongly underpinned by the suite of documents that have been prepared as part of the nomination process for the Wearmouth-Jarrow cWHS.

1.5 The following sections of this SPD are structured as follows:

- Section 2.0 - Reason and Purpose of the SPD
- Section 3.0 - Planning Policy Context
- Section 4.0 - SPD Area Context
- Section 5.0 - SWOT Analysis and Identification of a Preferred Strategy
- Section 6.0 - Vision, Objectives and Area Wide Policies
- Section 7.0 - Site Specific Development Principles and Guidance: St Peter's Riverside
- Section 8.0 - Site Specific Development Principles and Guidance: Panns Bank
- Section 9.0 - Implementation and Monitoring
- Section 10.0 - Conclusions

## 2.0 Reason and Purpose of the SPD

### Introduction

2.1 This section sets out the context for the preparation of the SPD and its purpose and is structured as follows:

- Purpose of the SPD and its Planning Policy Context;
- Outstanding heritage assets;
- The candidate World Heritage Site Buffer Zone / SPD Boundary; and
- Drivers for Change and Regeneration.

### Purpose of the SPD and its Planning Policy Context

2.2 Sunderland City Council recognises the important need for strategic change across the SPD area to drive forward regeneration, whilst also ensuring that proposals for new development understand the cWHS's historical significance and preserves and enhances its heritage values. These matters are reflected in the Council's adopted policy.

2.3 Policy NA28A of Sunderland Unitary Development Plan Alteration No. 2 (UDP Alteration No. 2) 'World Heritage Site' identifies St. Peter's Church as a cWHS and provides a presumption against development which would adversely affect the character and appearance of the cWHS and its setting. There is therefore a need to bring forward new developments in a manner that respects St Peter's Church, the cWHS and its wider setting.

2.4 Policy EC5B of UPD Alteration No. 2 sets out the overarching policy for 'Strategic Locations for Change'. These are areas that occupy prominent strategic gateway locations which are located in close proximity to important transport nodes and points of arrival within the City. This policy states a broad framework document should be prepared for each 'Strategic Location of Change' setting out key principles to be reflected in each comprehensive masterplan. This policy therefore provides the context for the preparation of this SPD.

2.5 Policy NA3B.1 'Bonnersfield / St. Peter's University Campus' allocates specific land uses for this part of the SPD area, focusing particularly on residential and non-residential education and training centres, together with business and ancillary uses. It also sets out the environmental and access improvements that are required within the area and key design principles.

2.6 The area to the north of Dame Dorothy Street is not subject to any specific land use allocations in Alternation No. 2. However, the supporting text to Policy NA28A identifies that this area forms part of the setting to the cWHS (paragraph 20.94f) and accordingly strategic views must be protected. Policy

B2A and its supporting text require new development to be informed by the history of the area and the character of the site and to protect the views from historic buildings. Additionally, any new development must have regard to the physical safeguarding of any archaeological interest and potential that may exist, in accordance with Policy B14 of the UDP. This is a fairly stable area within the SPD area and it is envisaged that it will be subject to little change, albeit the commercial units along Dundas Street may be subject to change and an upgrade.

2.7 Policies NA28A and B2A are also of relevance to the area to the south of the River Wear and provide further context for the preparation of this SPD. Additionally, sites on the south bank are subject to specific designations within the Adopted UDP including:

- Policy B14 which allocates the western section of this area as an area of potential archaeological importance;
- Policy SA54.11 which allocates Numbers Garth for offices (B1) and specialist housing;
- Policies L7 and B3 which allocate part of the northern boundary of Numbers Garth with Pann's Bank as amenity land and urban green space;
- Policy SA5.2 which allocated the land between Russell Street and Bodlewell Lane for food and drink (A3 and A4), light industry, offices, research and development (B1) and student accommodation; and
- Policy SA1.9 which allocates land at Fish Quay for fish related processing, storage and distribution (B1, B2 and B8).

2.8 Taking into consideration the above, the purpose of this SPD therefore is to:

- Supplement the following policies of the UDP and UDP Alteration No. 2 to provide additional detail and general and site specific guidance for future development:

### **Adopted UDP Alteration No. 2**

- NA28A - World Heritage Site;
- EC5B - Strategic Locations for Change;
- NA3B.1 - Bonnersfield / St Peter's University Campus;
- B2A - Sustainable Urban Design
- B2B - Tall Buildings; and
- T23A Public Transport Orientated Development - Parking Standards
- Adopted UDP
- B8 and B10 - Listed Buildings;
- B14 - Archaeology;
- SA54.11 - Economic development - sites for commercial and retail;
- SA5.2 - Existing mixed use sites; and
- SA1.7 - Economic development - existing sites.



- Provide a planning framework for St Peter's Riverside to guide and manage future change in this area in order to satisfactorily reconcile the need for regeneration with the need to protect and enhance the cWHS and its buffer zone / wider setting, in accordance with Policy EC5B;
- Set out an overarching vision and objectives for the SPD area together with providing detailed development objectives, principles and guidance for key development sites / opportunities; and
- Provide implementation guidelines relating to planning application requirements and to provide a mechanism for securing contributions to public realm and infrastructure improvements.

2.9 Developments proposed to be built within the area covered by this SPD will be required to be sustainable and demonstrably of a high architectural standard and public realm commensurate with the area's cultural significance internationally.

### **Outstanding Heritage Assets**

2.10 Internationally important heritage of outstanding value including the Grade I Listed St Peter's Church and the surrounding buried remains of the Monkwearmouth Anglo-Saxon monastery and Medieval Priory Scheduled Monument are central to this area. The monastery of St Peter was founded in 673/4 with the twin house of St Paul at Jarrow being founded eight years later. The most famous member of the community, the Venerable Bede, was born in about 673 and educated in the monastery of St Peter from the age of seven. Bede was one of the most important European scholars of his age and is now viewed as the founder of medieval historical writing and as the first historian of the English.

2.11 St Peter's Church and the surrounding buried remains of the monastery form a fundamental element of the cWHS. The cWHS comprises two geographically separate parts:

- The Monkwearmouth Anglo Saxon monastery and Medieval Priory Scheduled Monument and Grade I Listed St Peter's Church (Wearmouth); and
- The Grade 1 Listed St Paul's Church and Churchyard, St Paul's Monastery and Village of Jarrow Scheduled Monuments, Drewett's Park, Jarrow Hall and parts of the River Don banks (Jarrow).

2.12 The SPD only considers the Wearmouth (St Peter's) element of the cWHS.

2.13 The Wearmouth-Jarrow Partnership has prepared the Wearmouth-Jarrow Candidate World Heritage Site Management Plan for World Heritage site Status 2010 - Public Consultation Version (April 2009) which sets out a vision and future for Wearmouth-Jarrow that seeks to ensure that the outstanding heritage value of the Site is conserved, transmitted to visitors and used to enrich future generations. The consultation draft cWHS Management Plan contains a set of attributes that sum up what is important about Wearmouth-Jarrow and to help site management. The stated attributes are:

- The setting of the Wearmouth-Jarrow site near the mouths of the rivers Tyne and Wear;
- The 7<sup>th</sup>-century remains of the Wearmouth-Jarrow monastic complex above and below ground;
- Wearmouth-Jarrow's extant 7<sup>th</sup>-century standing remains and monastic plan;
- Evidence of technological innovation at Wearmouth-Jarrow;
- Works of the Venerable Bede; and
- Combination of physical and documentary evidence.

2.14 The consultation draft cWHS Management Plan identifies five Key Themes, each with a Strategic Vision. The Themes are:

- 1 Managing the candidate World Heritage Site
- 2 Conserving the Site and its significances
- 3 Protecting and enhancing the Buffer Zone and wider setting of the site
- 4 Enhancing understanding of the Site
- 5 Managing visitor experience, access and impact

2.15 The Key Themes are supported by 20 Management Objectives which reflect key issues and opportunities, to guide the future management of the site. Beneath these sit an Action Plan to govern future work across the site. The Strategic Visions and Objectives that are of relevance to this SPD are considered in the Baseline Report and have been used to influence the vision and principles within this SPD.

### **The candidate World Heritage Site Buffer Zone / SPD Boundary**

2.16 Any potential World Heritage Site must have a clearly defined boundary which includes all of its Outstanding Universal Value. It is known that the 7<sup>th</sup>- and 8<sup>th</sup>-century Anglo-Saxon monastery was originally much larger than the current excavated areas. Accordingly, a buffer zone has been drawn to protect any Anglo-Saxon remains and includes land as a setting of the Site that has a strong historical and visual relationship to the core of the monastery. The boundary for this SPD comprises the buffer zone for the Wearmouth element of the cWHS and incorporates all tangible survivals relating to the Site's Outstanding Universal Value. The boundary is illustrated on Figure 2.1. It should be recognised that the cWHS boundary may yet change as a consequence of the nomination process.

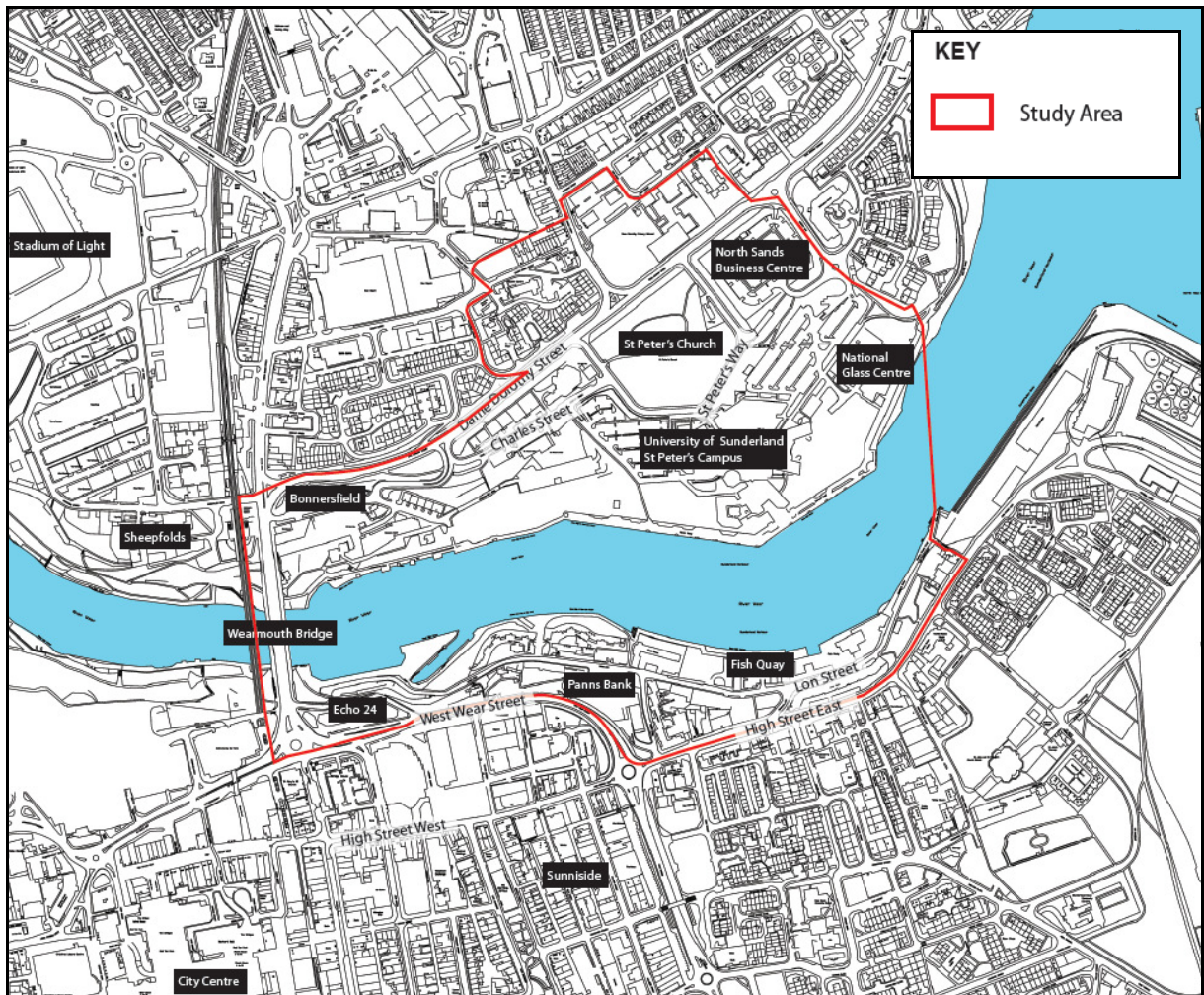


Fig 2.1 SPD Boundary / cWHS Buffer Zone

- 2.17 On the northern bank of the River Wear, the boundary of the SPD area extends from the Wearmouth Railway Bridge in the west towards Liberty Way in the east. Within this area it is bounded by Dame Dorothy Street, Dundas Street, Causeway, Wickham Street and Dock Street. Once an important centre of shipbuilding and port activities, this area now contains a diverse variety of uses including the University of Sunderland's Sir Tom Cowie campus, St Peter's Sixth Form College, St Peter's Gate Business Centre, the National Glass Centre, North Sands Business Centre and a recent residential development (Bonners Raff). The area north of Dame Dorothy Street contains some commercial and residential properties and a primary school.
- 2.18 The SPD area includes the Grade II Listed Wearmouth Bridge which overlooks the area.
- 2.19 On the southern side of the river the SPD area lies between the Wearmouth Railway Bridge and Corporation Quay, with West Wear Street and High Street

East forming the southern boundary. This area is characterised by a dramatic topography formed by limestone cliffs which form the gorge of the River Wear. Included within this area are the riverside quays and a corridor of residential, commercial, university and other properties along Panns Bank and Low Street. Part of this area lies within the Old Sunderland Riverside Conservation Area which contains some fine historic buildings, together with good quality contemporary development.

- 2.20 Further information about the land uses in the SPD area are provided in Section 5.0.

### **Drivers for Change and Regeneration**

- 2.21 The SPD area has seen substantial change since the closing of the shipyards in 1988. Land once occupied by shipyards, engineering works and slipways has been reclaimed and redeveloped, transforming the river corridor, with further development opportunities having been identified. The transformation of the river corridor is an ongoing process, with the award-winning architectural forms of the University's St Peter's Campus and the National Glass Centre providing iconic developments of Sunderland's post-industrial transition which provide the immediate context for St Peter's Church. Policy NA3B.1 of UDP Alteration No. 2 - *Bonnorsfield / St Peter's University Campus* provides the planning policy context for the continued development of this area, whilst Policy NA28A - *World Heritage Site* ensures new development does not adversely affect the character and appearance of the cWHS and takes full account of the impact on views to and from the cWHS.
- 2.22 Over the next 10 - 15 years much of the SPD area will be the focus for continued regeneration when further development vital to the future prosperity of the city will be brought forward. The river corridor in the SPD area is an exceptional area of townscape merit and very distinctive to the city. Its development over the coming years is a great opportunity that has the unique potential to create a very positive image for the city.
- 2.23 Importantly, the University of Sunderland has exciting and ambitious expansion proposals for its campus. The University has, to date, adopted a high standard of architecture on its new buildings thereby creating a distinctive development on the north bank of the river, complemented by the National Glass Centre and, on the south bank, the continuing conservation-led regeneration of Old Sunderland Riverside Conservation Area.
- 2.24 The SPD is therefore being brought forward at a crucial time to build on past achievements and to be very influential in creating a framework for future development in this iconic location that will enhance the townscape generally, the setting of St Peter's cWHS in particular, and enhance the image of the city and the public's perception of it.

### **Strategic Sites**

- 2.25 The SPD area contains several strategic sites / areas in prominent, gateway locations to the City Centre comprising:
- Bonnersfield - a mainly vacant site lying adjacent to the Grade II Listed Wearmouth Bridge at a key gateway to the City Centre;
  - University of Sunderland St Peter's Campus - the University's significant expansion proposals include developing further its high quality learning zone with the development of strong links to local businesses and partnerships;
  - Scotia Quay - this vacant site lies in a prominent waterfront location within the Old Sunderland Riverside Conservation Area in Low Street west of Wylam Wharf;
  - Numbers Garth - this vacant site also lies within the Old Sunderland Riverside Conservation Area and is characterised by its dramatic sloping topography;
  - High Street - lying within the Old Sunderland Riverside Conservation Area, High Street forms part of a historic route linking Old Sunderland to the east of the city centre with Bishopwearmouth to the west; and
  - River Crossing - a ferry crossing is currently being considered which could link several of the riverside sites being brought forward by Sunderland arc. There is a long-term aspiration for a low level 'East Bridge' to connect the north and south banks of the River Wear.
- 2.26 The key development sites are identified on Figure 2.2.

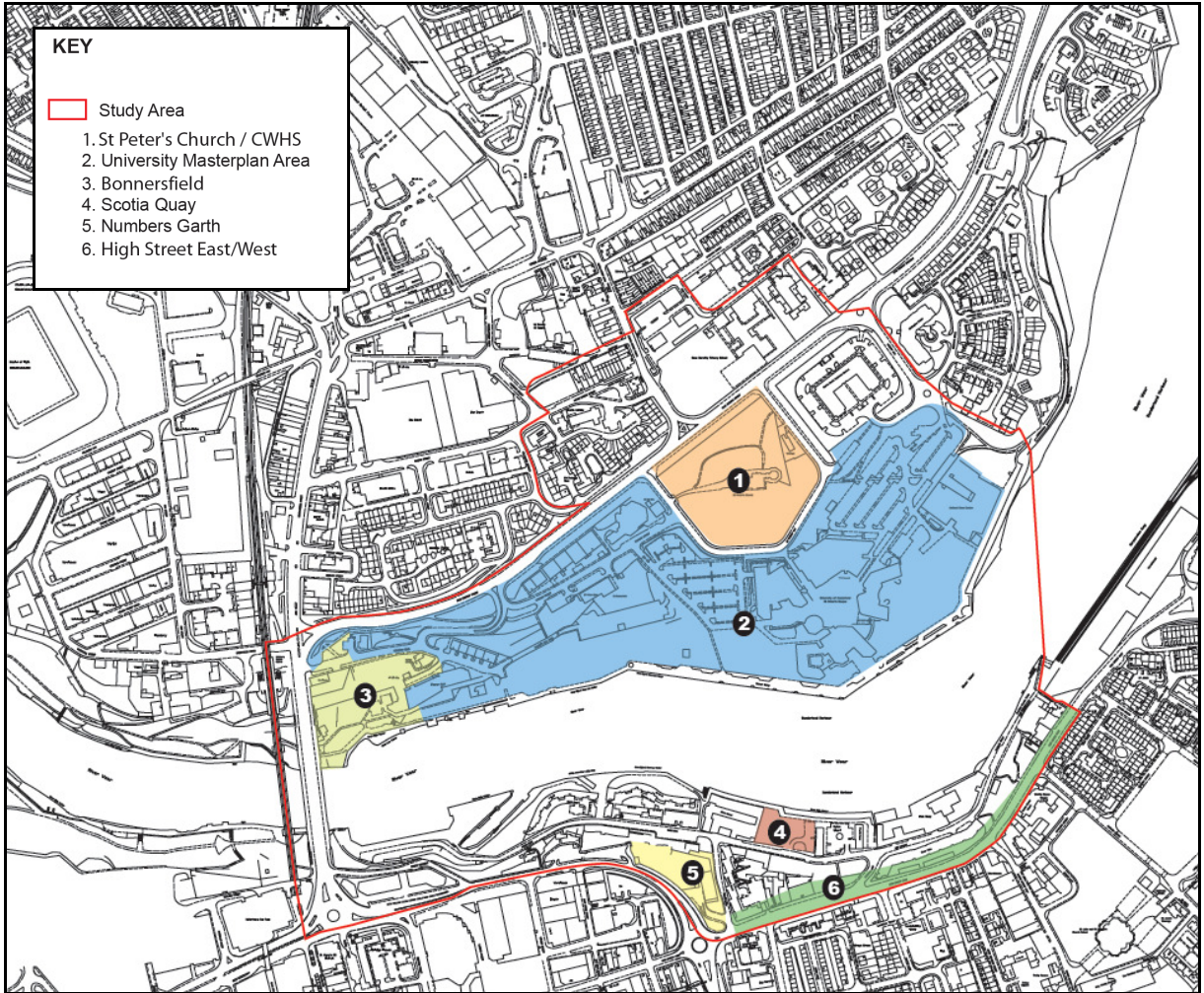


Fig 2.2 Key Development Sites, Candidate World Heritage Site and other Heritage Assets

2.27

It is most important that any future development is sensitively managed and of a high quality that safeguards and enhances the heritage status of the cWHS and contributes to St Peter's identity of history and innovation.

### 3.0 Planning Policy Context

#### Introduction

3.1 This section of the SPD provides a succinct overview of the documents that have been reviewed and sets out the key planning policy issues which have been considered when developing the SPD.

#### Overview of Planning Context

3.2 Planning policy of relevance to the St. Peter’s Riverside SPD is contained within a hierarchy of policy and guidance from national to the local level. Figure 3.1 below illustrates this framework:

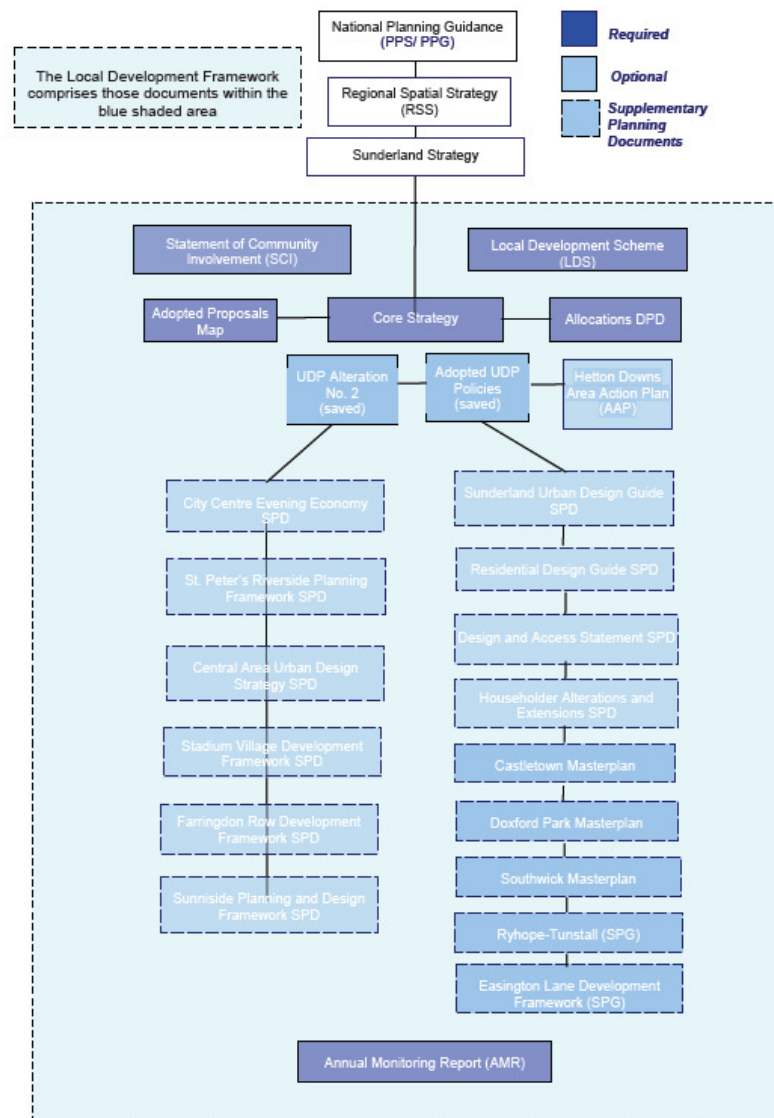


Fig 3.1 Planning Policy Framework

Source: Sunderland City Council - Local Development Scheme 2009

### **Planning Policy Documents Reviewed**

- 3.3 This SPD has been prepared in accordance with relevant national and regional planning policy, particularly PPS1: *Delivering Sustainable Development*, PPS3: *Housing*, Consultation Draft on PPS4: *Planning for Sustainable Economic Development*, PPS6: *Planning for Town Centres*, PPS9: *Biodiversity and Geological Conservation*, PPG13: *Transport*, PPG15: *Planning and the Historic Environment*, PPG16: *Archaeology and Planning*, PPG17: *Planning for Open Space, Sport and Recreation*. The DCLG will be publishing a new PPS to revise and refine PPGs 15 and 16 on the historic environment and archaeology.
- 3.4 Additionally a number of guidance documents prepared by CABI and English Heritage have also been considered, together with the Habitats Regulations 2007 and the Habitats Directive.
- 3.5 At a regional level, the North East of England Plan - Regional Spatial Strategy to 2021 provides the development plan policy at a strategic level. At a local level, the saved policies of the Sunderland UDP and Sunderland UDP Alteration No. 2 comprise the adopted development plan, whilst the Sunderland Central Area Urban Design Strategy is also an important material consideration that has been considered in the preparation of this SPD.
- 3.6 A number of other regeneration and urban design policies and strategies have also been reviewed, including the Regional Economic Strategy which sets out how greater and sustainable prosperity will be delivered and the Sunderland Strategy 2008 - 2025 which provides a bold vision for creating a better future for everyone in Sunderland.
- 3.7 Furthermore, a suite of documents have been prepared for the cWHS project including those listed below:
- Chris Blandford Associates (April 2005) Jarrow and Wearmouth Monastic Sites World Heritage Site Setting Appraisal Study
  - Wearmouth-Jarrow Partnership (March 2008) Landscape Vision and Public Realm Strategy
  - Wearmouth Jarrow Partnership (April 2009) Management Plan for World Heritage Site Status 2010 - Public Consultation Version - April 2009
  - Wearmouth Jarrow Partnership (March 2009) Nomination Document for World Heritage Site Status 2010 - Public Consultation Version - April 2009
- 3.8 These documents set out quite specific proposals for extensive areas within the SPD area. The cWHS documents when finalised and submitted will set out the WHS Partnership's commitment to, among other things, the conservation and enhancement of the cWHS.



- 3.9 A detailed analysis of relevant policies, guidance and strategies is provided in Appendix 5 of the Baseline Report.

### **Key Issues**

- 3.10 The detailed analysis of relevant planning policy and guidance identifies the following key issues.

### **Site Specific Issues**

- 3.11 There are a number of site-specific policies that relate to the SPD area which are set out below. Details of the key policies are provided in paragraphs 2.20-2.25, with additional site-specific policies being provided in the table in Appendix 1.

### **Heritage Issues**

- Policies focus on the need to manage development in the setting of the Grade I St Peter's Church and the cWHS's buffer zone;
- There is a strong presumption against inappropriate development which would detract from the setting of St Peter's Church and the cWHS, whilst also an acknowledgement that there needs to be a balance between the need to protect heritage assets (including archaeology) and the need to promote change and development within the SPD area; and
- Policies that protect and enhance the Old Sunderland Conservation Area and the listed buildings.

### **Accessibility and Connectivity**

- Policies seek to encourage sustainable travel and promote connectivity between different land uses;
- A Movement Framework for the SPD area will be required which identifies clear pedestrian and cycle routes, connections to the Metro, vehicular access and routes within the SPD area; and
- Policies also seek to encourage visitors to the river and access along the river and identify the need to develop river transport and river crossings. A study has been undertaken by Nexus on the feasibility of the Ferry (as a direct public transport service north between the north and south shores, rather than pleasure trips). Physically it is feasible but financial viability is questionable.

### **Housing uses**

- Policies promote new housing development, including student accommodation, together with improvements to the existing housing stock;
- In relation to new units it will be necessary to define an appropriate housing density and affordable housing targets for the SPD area, taking into account guidance provided by background evidence; and

- It will be necessary to consider whether any improvements can be made to the existing housing stock, which would have a positive impact on St Peter's Church and the SPD area in general.

### **Environment**

- Policies require consideration to be given to a number of environmental issues including:
  - Minimising resource consumption and maximising the use of renewable energy sources to provide electricity and heating;
  - Identifying flood risk areas within the SPD area and considering the implications of building in different flood zones;
  - Identifying areas subject to land instability and contamination; and
  - Protecting and enhancing biodiversity within the SPD area.

### **Tourism, Culture and Leisure**

- Policies seek to encourage the improvement of and investment in existing facilities and the growth of new facilities;
- There is a recognition that the development of new facilities needs to be managed carefully to ensure that they do not have a detrimental impact on existing land-uses and in particular St Peter's Church. In this context, appropriate D2 leisure uses should be defined for the SPD area; and
- Considering methods to maximise the appeal and use of the Coast-to-Coast cycle route.

### **Community Issues**

- Policies assist the University of Sunderland to consolidate its educational activities onto the Chester Road and St Peter's campuses and to provide an adequate level of student residential accommodation to meet the needs identified in its development programme.

### **Summary**

3.12 The key policy objectives for the site are:

- The delivery of high quality sustainable developments that meet housing, tourism, leisure and cultural needs and support the University's expansion proposals;
- Ensuring that an appropriate balance is struck between new development and protection of heritage assets, particularly the cWHS of St Peter's Church and grounds, and the development and change in their setting is sensitively managed;
- The provision of clear urban design objectives/criteria;
- The identification of a clear Movement Framework throughout the SPD area to enhance connections with the immediate and wider area, particularly to St Peter's Church and the river;
- The encouragement sustainable travel; and
- The pursuit of other environmental imperatives.

## 4.0 **SPD Area Context**

### **Introduction**

4.1 This section of the SPD considers the context of the SPD area under the following headings:

- History of Area;
- Land Use;
- Planning History;
- Market Context;
- Heritage Assets;
- Urban Design;
- Biodiversity;
- Movement;
- Flood Risk; and
- Geology and Contamination.

### **History of the Area**

#### **7<sup>th</sup> to 17<sup>th</sup> Centuries**

4.2 The monastery of St Peter was founded by Benedict Biscop in 674 AD. The monastery occupied a site with a natural harbour on the north bank of the River Wear. The monastery was abandoned after Viking attacks in 845-7 AD. Monastic life was briefly revived in 1072 until 1083 when it became part of the cell of Durham. After the monastic buildings were abandoned, the area to the south of St Peter's Church was used extensively as a burial ground before the site was cleared in the eleventh century.

4.3 During the medieval period, the settlement of Monkwearmouth is thought to have been focused on the present streets of Roker Avenue, Thomas Street and the Causeway, immediately to the north of the Church.

4.4 On the south side of the River Wear, there is documentary evidence from the seventh century of a settlement, which most likely developed into Sunderland. The settlement is thought to have been focused within the SPD study area. Additionally, there was a medieval port, located near the eastern extent of the site. This port was mentioned in the charter of Hugh Pudsey 1180-83 which is the first clear evidence for the existence of the port of South Wearmouth as a place of maritime commerce.

4.5 Excavations at Pann's Bank on the south side of the river revealed that the area north of Low Street had been reclaimed from the river in the sixteenth and seventeenth centuries. Above these reclamation deposits a series of riverside structures and cellars were excavated.

### **18<sup>th</sup> and 19<sup>th</sup> Centuries**

- 4.6 The most significant local changes which affected the church up to the end of the 18<sup>th</sup> century was the large scale dumping of ballast to form 'ballast hills'. These tippings resulted in the distance to the River Wear from St Peter's Church increasing from 173m to 322m between the early 18<sup>th</sup> and 19<sup>th</sup> centuries. Portions of the north bank of the river are therefore located on reclaimed land. Many of the ballast hills close to the church and church yard had been cleared away by the early 19<sup>th</sup> century.
- 4.7 The Wearmouth Bridge, at the western extent of the site was originally built in 1796 and was the largest iron bridge in the world. The bridge was extensively modified in 1858 by Robert Stephenson, but was demolished in 1929, the same year in which the present Wearmouth Bridge (Grade II listed) was constructed. Immediately west of this is the Wearmouth Railway Bridge which was constructed in 1879 (Grade II listed) as the world's largest hog-back iron girder bridge with a single span of 300 feet across the river.
- 4.8 By the time of the First Edition Ordnance Survey of 1856, the northern bank of the River Wear was occupied by a mix of residential properties and industrial buildings including iron works, a brewery, timber yards, a ship building yard and a gas works. During the course of the 19<sup>th</sup> century, terraces of 'Sunderland Cottages', single-storey houses for workers filled the area around the church.
- 4.9 The main industry on the south side of the river was ship building which took up much of the space between the river and Pann's Bank. The only other industry was the Sunderland Glass Bottle Works. To the south of Pann's bank was mostly housing, with a gas works near the eastern extent of the site. Where the river bends to the north, at the east end of the site was a ferry.

### **20<sup>th</sup> Century to Present**

- 4.10 The SPD area has therefore been occupied by a variety of uses including shipyards, engineering works, sawmills, timber yards, warehouses, breweries and gas works, together with residential uses. The North Sands Shipyard dominated the northern bank of the SPD area. However, its premature closure here in 1979 and elsewhere on the lower reaches of the river was a serious blow to Sunderland, its economy and people. Ship building on the River Wear in this vicinity was of immense importance to the (then) Town (in the mid-Nineteen-Fifties the 'biggest shipbuilding town in the world') and its heritage value remains of immense civic pride.
- 4.11 During the period 1987 to 1998, the SPD area was subject to the special planning regime of the Urban Development Area (UDA), where development control powers were exercised by the Tyne and Wear Development Corporation (TWDC). The TWDC was established to develop land on the banks of the River Wear and River Tyne. Its flagship developments included St Peter's in Sunderland, East Quayside in Newcastle and Royal Quays in North Tyneside.

- 4.12 In the 1990s, TWDC extensively reclaimed the riverside land at St. Peter's from defunct heavy industrial use in order to provide sites for the new industries / commerce to regenerate the City. The main development was the University's £60 million flagship at St Peter's campus on the former North Sands Ship Yard. TWDC assisted in delivering the public sector funding to deliver this development. The Campus was renamed the Sir Tom Cowie Campus at St Peter's in 2002 in honour of the prominent Sunderland businessman.
- 4.13 TWDC also assisted in the delivery of the National Glass Centre tourist attraction which houses the ceramics and glass teaching elements of the University. The Centre was located here because St. Peter's was the first place in the country where glass was manufactured - the skills being imported by Gaul for use in the building of the Church. The North Sands Business Centre and residential development on the area around Pann's Bank to the south of the River Wear were also delivered during the control of the TWDC. Large tracts of the reclaimed land still remain available for development, which is an ongoing process, the most recent completed scheme being the Sixth Form College.
- 4.14 Following the closure of other major industries in central Sunderland, Sunderland Urban Regeneration Company - Sunderland arc was established in 2002 in order to fulfil the aspirations of the Government's Urban Task Force and subsequent Acts of Parliament to promote the urban renaissance of Sunderland. These events also resulted in the City Council updating the development plan for central Sunderland, a plan that provides the main current land-use policy context for the area.
- 4.15 Future investment within the area is planned to take place. For example, the University have aspirations to maximise the development potential of their landholdings and Akenside/Metnor have proposals to develop the Bonnersfield area. However, given there could be tensions between these aspirations, maintaining the heritage assets and managing change, Sunderland City Council commissioned this SPD to provide a planning framework to guide future development in this area.

## **Land Use**

- 4.16 Along the northern bank of the River Wear the predominant land use within the SPD area is the University of Sunderland whose campus is accessed from Dame Dorothy Street via Liberty Way, St Peter's Way and Charles Street.
- 4.17 To the west of this campus, adjacent to the Wearmouth Bridge, is situated the recently developed Bonners Raff residential scheme which has potential for expansion on both land to the rear along Bonnersfield and to the west along the River Wear frontage. Within this part of the SPD area there is also a terrace of light industrial units dating from the 1980's which are predominantly vacant.
- 4.18 To the east of the University campus, at the junction of Dame Dorothy Street and Liberty Way is the North Sands Business Centre. Fronting this to the

riverside is the National Glass Centre, a unique venue providing a hub of activity inspired by glass. It was built in 1998 to celebrate the historical and contemporary relevance of the site in terms of glass making, creativity, culture and learning - continuing the early values of the Wearmouth-Jarrow monastery.

- 4.19 The area to the north of Dame Dorothy Street includes an area of post-war residential properties, including three 14 storey residential apartment blocks and Dame Dorothy Primary School. A range of other uses can be found including a medical centre, a community centre, a cluster of commercial uses along Church Street North including a public house, a dance school, a laundrette, hot food take-away units, taxi companies, a pet grooming shop and a garage. Within this area some commercial units are currently vacant.
- 4.20 Along the southern bank of the River Wear the SPD area encompasses land to the east of the Wearmouth Bridge and to the north of High Street East. Over recent years, this area has seen a number of new build residential schemes most notably Echo 24, which at the time set a new benchmark in terms of residential values for the city.
- 4.21 As well as residential accommodation, there is a small number of light industrial and office buildings pepperpotted and through the SPD area are parcels of land suitable for infill development.
- 4.22 The main areas of undeveloped land within the SPD area lie along the northern bank of the River Wear, adjacent to the University of Sunderland Campus, with additional development land off Bonners Field, next to the Wearmouth Bridge.
- 4.23 The land uses across the SPD area are illustrated on Figure 4.1.

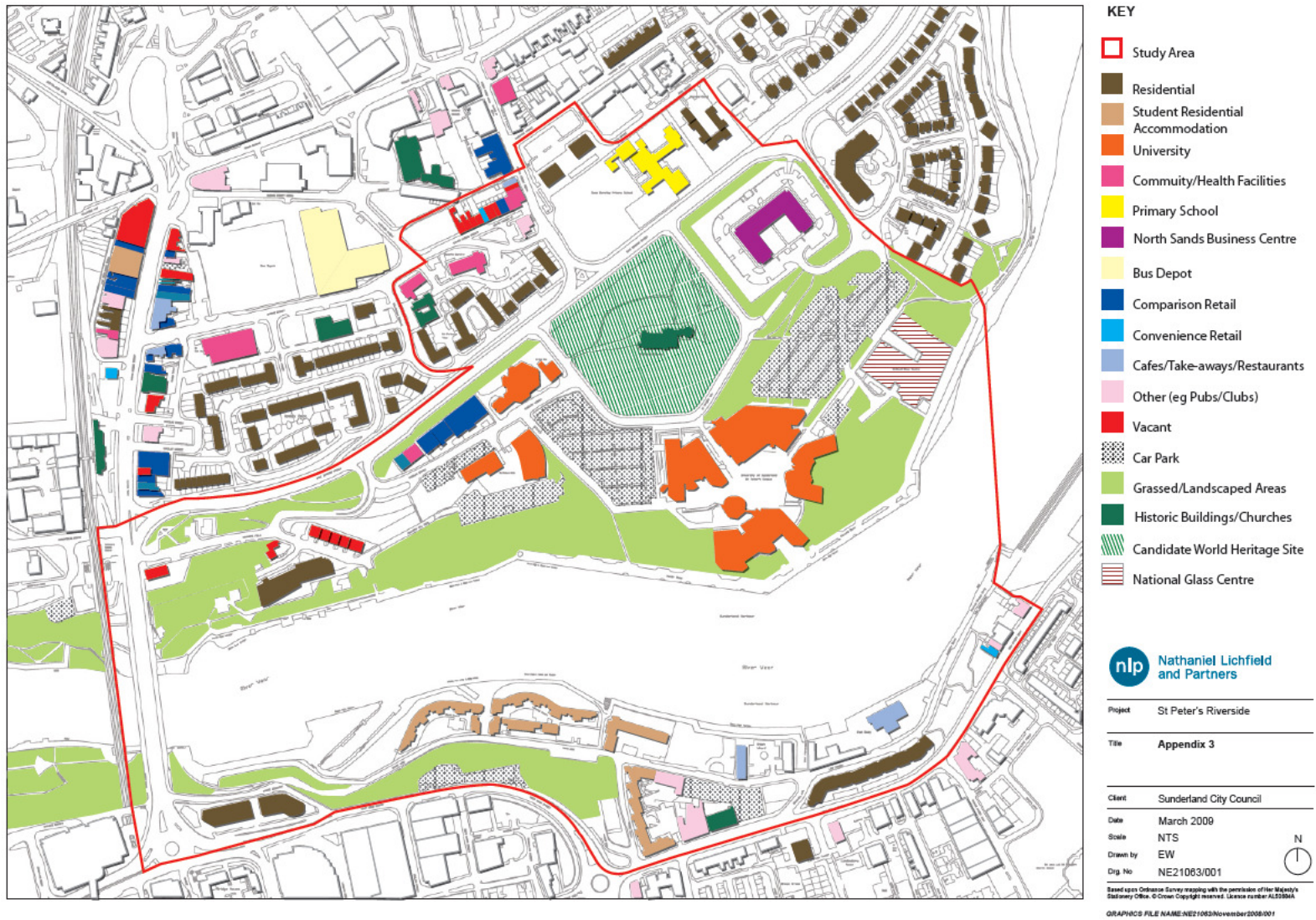


Fig 4.1 Land Uses

## Planning History

- 4.24 This section of the report sets out key planning permissions and applications within the SPD area and reviews in detail a relevant planning application which currently remains undetermined.

### Recent Planning History

- 4.25 Table 1 below summarises the planning applications submitted since 2004. The location of these sites is illustrated on Figure 4.2.

Map No.	Reference Number	Site Location	Applicant	Description of Development	Decision
1	08/01368/OUT  07/01705/SCR	Saint Peter's Wharf Bonnersfield	Akenside/Metnor	Mixed Use Development comprising 273 no. C3 residential units, 350 no. C3 student accommodation/key worker spaces, 160 no. unit C1 hotel with ancillary A1, A2, A3 and A4 leisure and retail, ancillary B1 office space, car parking and landscaping and public realm proposals.  Screening opinion for Phases 2, 3 and 4 of the development at St Peter's Wharf	Pending Decision  An EIA is required - 31 May 2007
2	08/03075/ADV 08/03076/FUL 08/03077/LBC	St. Peter's Church	Ian Stockton	Installation of 4 external interpretive graphic panels, bracket fixed to the boundary railings that surround the church yard. To be located at 4 separate positions N, S, E and W.	All applications approved.
3	07/04538/FUL	Vacant Land Adjacent to North Sands Business Centre	City of Sunderland College	Erection of new university car park (temporary permission for three years).	Approved - 02/10/2008
4	07/03198/FUL	45 Lower Dundas Street	Joanna Chisholm/Leanne Speedie	Change of use of premises to a dog grooming studio.	Approved - 11/09/2007
5	07/02704/FUL	Echo Building West Wear Street	Glenrose Developments	Change of use to A1, A2, A3, A4, B1 and D2.	Approved- 18/07/2007
6	07/01250/FUL	Land to the East	City of Sunderland Colleges	Erection of new sixth form college.	Approved - 13/06/2007



		Saint Peters Gate, Charles Street			
7	06/02554/LAP	Dame Dorothy Primary School	SCC	Extensions and alterations to form additional class room and community room. Alterations to existing school building to form children's centre. Construction of new car park area including construction of raised table to Dock Street.	Approved - 22/08/2006
8	05/04620/REN 09/01184/FUL	University Of Sunderland Car Park Off Charles Street	University Of Sunderland	Renewal of temporary overspill car park permission for 3 years.  Formation of temporary overspill car park (3 years)	Approved - 07/02/2006  Approved - 12 June 2009
9	05/04057/FUL	Enon Baptist Church  Williamson Terrace	Matthew Barry	Erection of single storey side extension to church hall.	Approved - 21/12/2005
10	05/00430/FUL	Tower Blocks At Dock Street/ Church Street	Sunderland Housing Group	Proposed internal refurbishment of 2 no. tower blocks together with external alterations to elevations and plant room, erection of new link entrance building and stopping up of highways for use as part of private curtilage to be enclosed by new boundary enclosures and gates.	Approved - 25/04/2005
11	04/00719/FUL	43-44 High Street East	Liddell Dunbar	Change of use from 1No public house/flat to 5 No self contained flats, with associated parking. (Amended parking layout received 10/06/04)	Approved - 06/07/2004
12	09/01678/FUL	Site of Former D H Safety Glass Premises, High Street East	Keeping Inn Ltd	Erection of 65 bedroom hotel with external car park and landscaping	Approved - 07/08/2009

Table 1 Planning Applications Submitted Since 2004

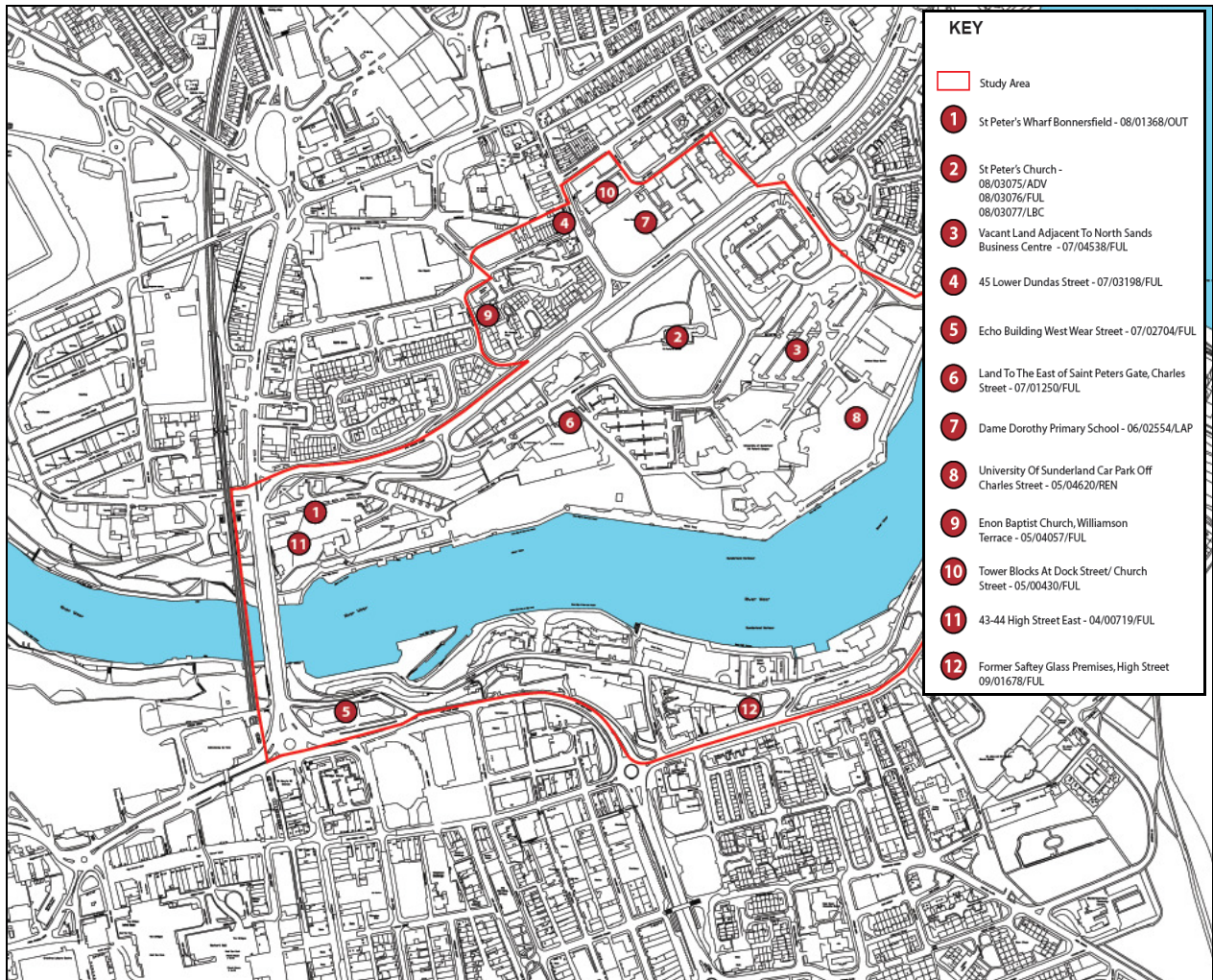


Fig 4.2 Plan Identifying Location of Planning Applications

### Relevant Current Planning Application - St. Peter's Wharf, Bonnersfield

4.26 There is currently one undetermined planning application within the SPD area. This outline planning application (ref: 08/01368/OUT) was submitted by Akenside / Metnor Limited on 1 April 2008 and proposes the following at St Peter's Wharf, Bonnersfield:

*Mixed use development comprising 273 no. C3 residential units, 350 No. C3 student accommodation/key worker bed spaces, 160 no. Unit C1 Hotel with ancillary A1, A2, A3 and A4 leisure and retail, ancillary B1 office space, car parking and landscaping and public realm proposals.*

4.27 The development proposals comprise four blocks, Block A comprises office accommodation and ancillary uses at ground floor level with 273 residential units above. This block is 9 storeys, stepping to 10 storeys to the west. A 160 bedroom hotel is proposed in Block B in a 9 storey block with leisure uses

proposed at levels 3 and 4 (2,060sqm). Block's C and D comprises 12 storeys of residential accommodation (above three levels of car parking) rising up to 17 storeys.

- 4.28 The development rises up to 17 storeys. The impact on key views has been assessed within a Visual Analysis that has been prepared as part of the background work for this SPD. A summary of the findings of this report are considered in paragraphs 5.147 - 5.150. Given the prominence of the site and the scale of development proposed it is appropriate for the SPD to consider in detail the application site circumstances and design requirements.

### **University of Sunderland's Development Aspirations**

- 4.29 The University of Sunderland is a key strategic partner within Sunderland and has significant land holdings within the SPD area. The Sir Tom Cowie Campus at St Peter's has been a significant area of economic growth and change and has helped contribute towards the regeneration of the City. The University commissioned FaulknerBrowns Architects in 2008 to prepare a detailed masterplan showing the redevelopment of much of their land to provide additional academic, commercial and residential floor space, for either student or private use.
- 4.30 There have been a number of options considered and these have been influenced through the visual analysis work in relation to the Heritage assets, in particular the cWHS. This analysis and consideration of options has been shared and debated through a constructive dialogue between the University, the City Council and key partners. The masterplan does not reflect the perfect operational model as it reflects the need to balance these with the need to protect and enhance the heritage assets. As a consequence the preferred masterplan is shown in figure 4.3.
- 4.31 The University is seeking to bring forward the commercial floor space in partnership with other institutions. Indeed, part of the ambition behind the masterplan is to form new relationships with other institutions including the City of Sunderland College. There is potential for part of the accommodation to be used for a project called Software City. Software City is a concept championed by a range of partners including business, Sunderland Council and One North East and is aimed at developing a sustainable and globally competitive software industry in the North East. The proposal will form part of an overall package across the City aimed at nurturing new business, supporting the creation of new small and medium enterprises and in turn, supporting economic growth.
- 4.32 Table 2 summarises the land uses proposed as part of the masterplan.

<b>Type</b>	<b>Existing Net Floorspace m<sup>2</sup></b>	<b>Proposed Net additional Floorspace m<sup>2</sup></b>	<b>Total Net Floorspace m<sup>2</sup></b>
<b>Academic</b> (Shaded deep red on masterplan)	25,500	13,700	39,200
<b>Partnership</b> (shaded orange/red on masterplan)	3,300 (6 <sup>th</sup> form college)	25,300	28,600
<b>Enterprise</b> (shaded orange on masterplan)	1,570	9,430	11,000
<b>Residential</b> (shaded yellow on masterplan)	N/A	6,650 (95 units)	6,650

Table 2 Sunderland University's Proposed Land Uses

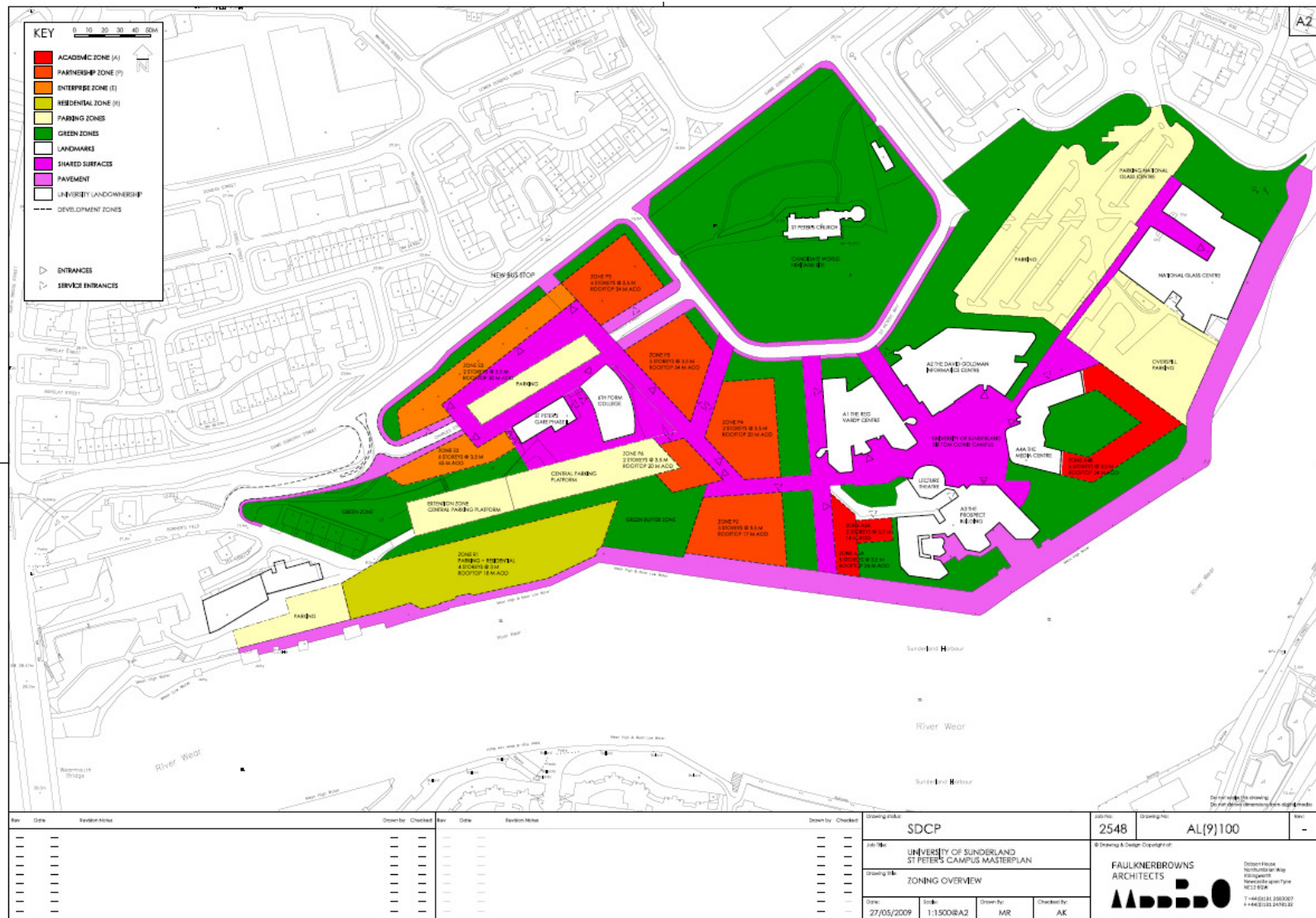


Fig 4.3 University of Sunderland's Masterplan Zoning Overview

The preparation of the University's masterplan is an ongoing process and could lead to further changes. The University will need to take into account the principles provided for its site within Section 8 of this SPD.

## **Market Context**

- 4.33 Traditionally Sunderland's economy has been dominated by manufacturing and heavy industries however as these have reduced in importance there has been a growth in the contribution of the service sector to the local economy has grown. Around 67% of the City's population is now employed by the service sector with a high proportion of these jobs being within low value services such as call centres. Around 20% of total employment is within financial and business services. As at the end of 2006 around 15% of the population was still employed within the manufacturing sector, above the national average. In addition, Sunderland has a higher proportion of employment within the public sector when compared to the rest of the UK.
- 4.34 Over the last decade, Sunderland has successfully developed a range of out-of-town office schemes including Doxford Business Park and Rainton Bridge. To redress the balance, the former Vaux Brewery site has been identified for a significant amount of office and leisure accommodation. There is currently a limited amount of office accommodation within the City Centre, including the study area, suggesting a need for new development. Within the study area there is currently only the popular North Sands Business Centre which provides nearly 3,000sqm of serviced space.
- 4.35 Sunderland is the third largest shopping centre in the North East. There are a number of potential retail and leisure schemes proposed located in Sunderland including the proposed development of the Holmeside Triangle and part of the former Vaux Brewery sites. Any additional retail / leisure schemes will need to be ancillary to a wider development.
- 4.36 As with the rest of the UK, the local residential market has experienced difficulties due to a slow down in the UK economy over the last two years. As the underlying economic conditions begin to improve we are seeing developers return to the market and seeking new opportunities and small rises in house prices now being recorded in most indices. Within Sunderland, a number of strategic sites are proposed and could come forward within the next 5 years which have the potential to provide a range of new housing types.
- 4.37 The market for student accommodation has matured significantly over the past 5 years, with drivers for change including a need for higher quality, purpose-built accommodation. The University of Sunderland has some stock built in the 1960s in need of modernisation. There remains significant operator appetite for new products in good locations close to the University, providing the new residential units are delivered in partnership with the University.

## **Heritage Assets**

### **St Peter's Church and Monastery**

- 4.38 The presence of the cWHS, Grade I listed St Peter's Church and the Monkwearmouth Anglo-Saxon monastery and Medieval Priory Scheduled Monument in the SPD area is undoubtedly a significant consideration for the SPD, as discussed in paragraphs 2.2 - 2.7. The cWHS is a cultural gem that has the potential to give the surrounding campus great distinction that will benefit buildings and uses in the vicinity. Indeed, new developments in the proximity of the cWHS must achieve a form and quality that preserves and enhances its valued attributes, creating an attractive setting.
- 4.39 It is important that development is managed with careful consideration being given to key strategic views (particularly close to the cWHS and in the backdrops of views of the cWHS), building locations, architectural design quality and public realm design standards. Further details of these views are provided in paragraphs 5.85 - 5.157 and within the Visual Analysis.
- 4.40 The development and implementation of the SPD has the potential to deliver real and significant improvements for the cWHS including an enhanced open space around St Peter's Church, a high quality urban environment around the cWHS, improved visitor and community access and facilities and improved linkages with the riverside and the sea.
- 4.41 Overall, with sensitive design and a considered approach it should be possible to deliver very real benefits for St Peter's Church and the cWHS.

### **Listed Buildings and Structures**

- 4.42 There are six listed buildings in the SPD area: St. Peter's Church (Grade I), a Grade II retaining wall to the east of St Peter's Church, Wearmouth Bridge (Grade II), and three Grade II listings on the south side of the river: the Exchange Building on High Street East; a bonded warehouse in Low Street and also further east on Low Street, the much older Wylam Wharf warehouse. These are identified on Figure 4.4. Additionally, immediately to the west of the Wearmouth Bridge but out of the SPD boundary lies the Grade II Listed Wearmouth Railway Bridge. These are valued historic and cultural assets.

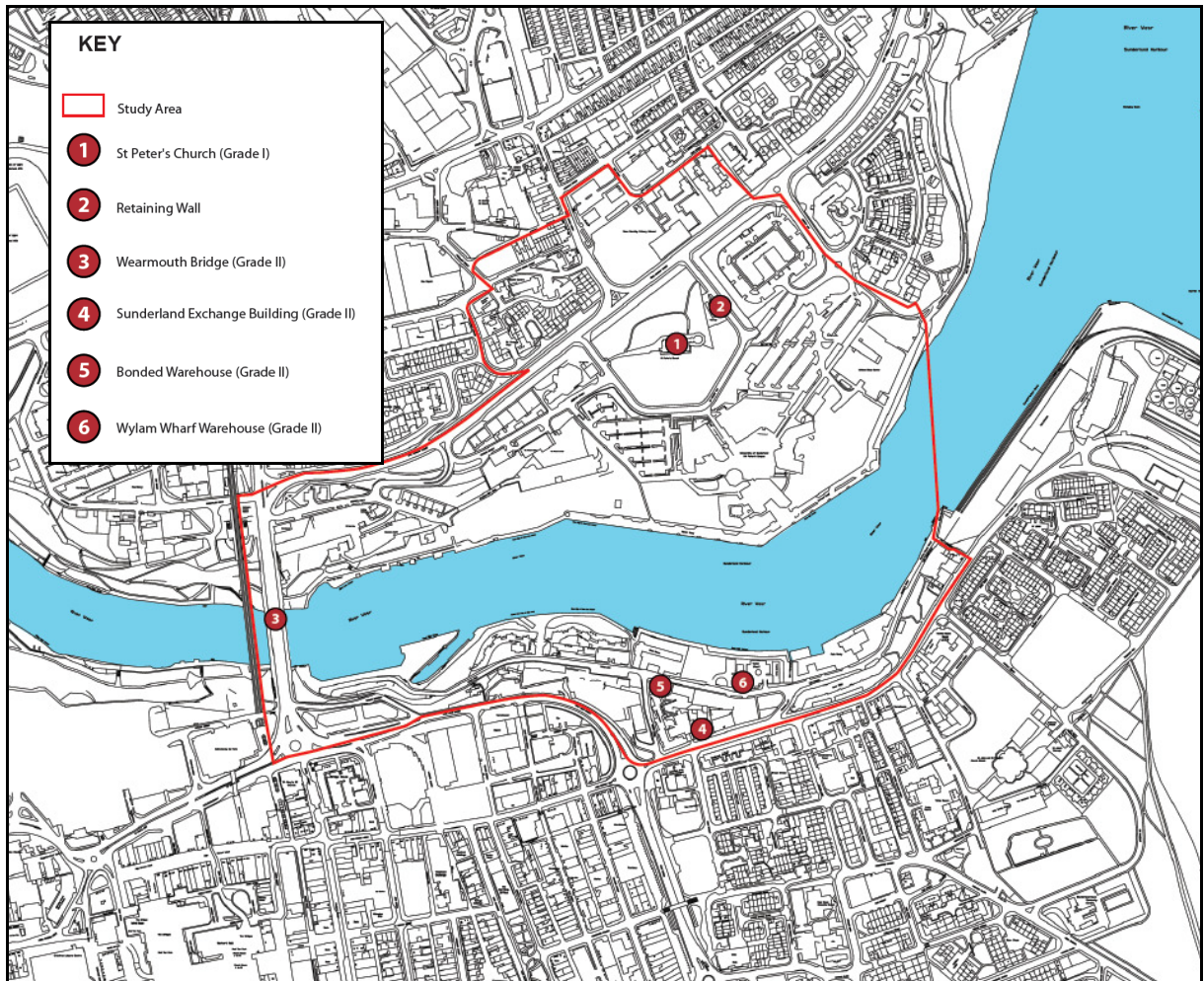


Fig 4.4 Location of Listed Buildings

## Archaeology

4.43

The archaeological importance of this area comprises the following:

- St. Peter's, a Grade I listed building, lies at the centre of the Scheduled Monument of Monkwearmouth Priory, contiguous with the cWHS boundary;
- Potential for other archaeological remains is as follows:
  - Prehistoric or Roman: although no actual structural remains of these periods are attested within the SPD area, Roman activity would not be unexpected;
  - Early-medieval and medieval: it is probable that such survive in parts of the SPD area, especially in areas around the church and monastic complex (full extent unknown) and east of the monastic site, whilst Medieval remains could also survive on the south shore relating to Old Sunderland;



- The medieval village of Monkwearmouth lay just outside the northern boundary of the area, but associated archaeological remains possibly lie within the boundary;
- Industrial archaeology: the occurrence of this during development work is very likely, especially along river frontages; and
- As well as buried archaeology, there are a number of buildings and structures, besides the listed buildings, which are of historical importance.

4.44 Accordingly, heritage issues are likely to be a key consideration for any development proposals within the SPD area.

### **Urban Design**

4.45 This section of the SPD considers the urban design characteristics of the SPD area under the following headings:

- Urban character assessment;
- Urban Grain;
- Architectural Design;
- Gateways and Landmarks; and
- Views and Vistas.

### **Urban Character Assessment**

#### *Landscape Context*

4.46 The SPD area sits upon the Durham Magnesian Limestone Plateau which can be clearly seen along the River Wear gorge from Wearmouth Bridge, westwards to the A19(T) road bridge. Coal deposits, which make up the East Durham Coalfields, lie beneath the Magnesian Limestone Plateau.

4.47 Whilst the plateau area stretches south to the River Wear lowlands, the northern part of the area has a strong urban character dominated by Sunderland, Peterlee and other larger mining towns. Few remnants of the numerous collieries and ship building activity remain, with only one (covered) dry dock remaining along the banks of the River Wear, though all adding interest and identity to the area.

4.48 The area has undergone continuous change over the last few centuries with particularly dramatic change in the last 40 years.

#### *Character Types*

4.49 Within the SPD area, four main character types have been identified comprising:

- Area 1: River;
- Area 2: Waterfront;

- Area 3: Gorge Slopes; and
- Area 4: Plateau.

4.50 The location of these character types are illustrated on Figure 4.5.

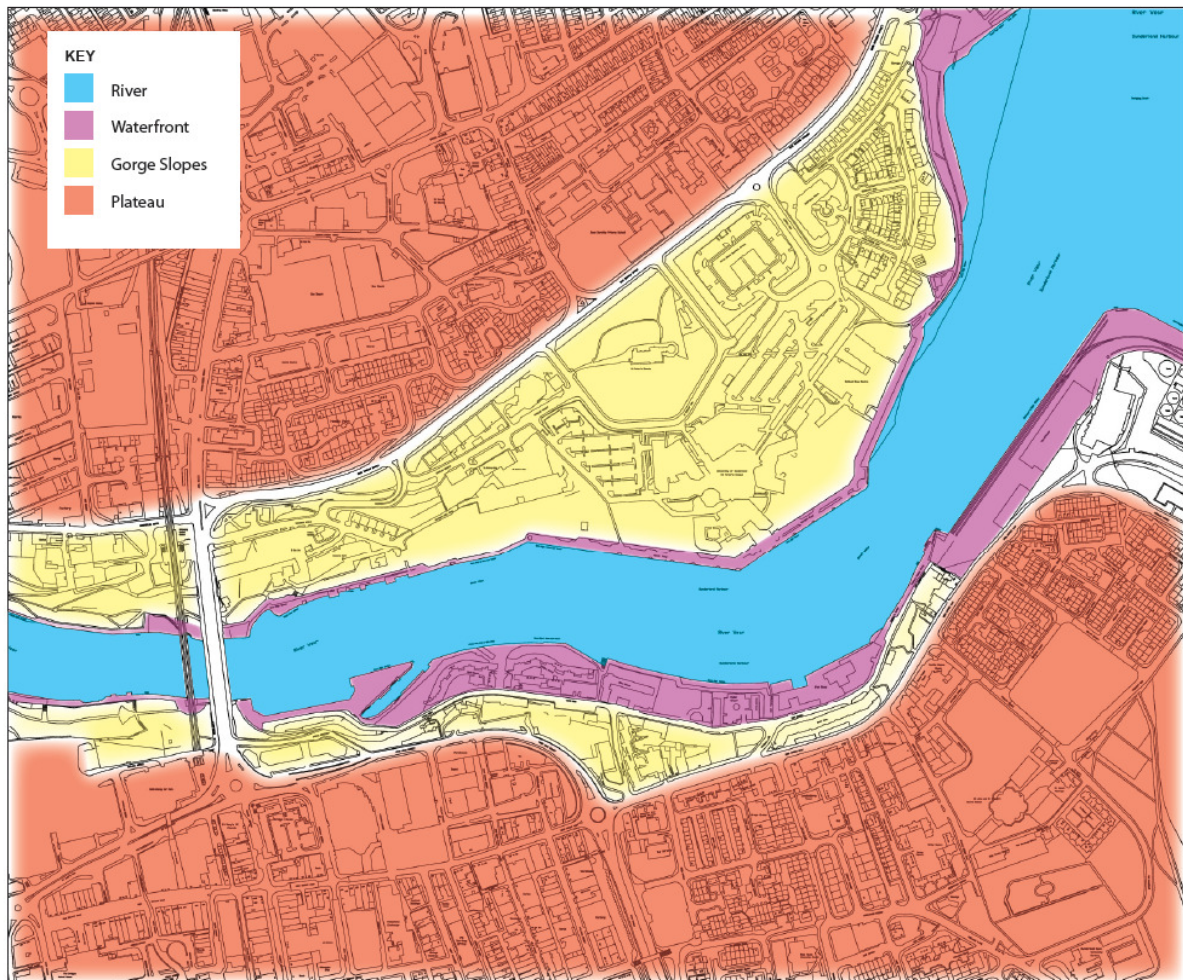


Fig 4.5 Character Areas

- 4.51 *Area 1: River* - This character area is defined by open water with the River Wear running the full length of the SPD area in a west - east direction. This part of the river is within the tidal reaches and at low tide mud is exposed in several locations along the north and south.
- 4.52 The river bank has evolved continuously over the last 150 years as the shore line adapted to the advent of ship building, repair and associated goods and services. There are very few remnants of the old dry docks, slipways and riverside buildings left.
- 4.53 Whilst the river is a continuously changing environment the bridges indicate the engineering skill and endeavour of an earlier industrial age, and act as a visual focus for the wider area. Overall the quality of this environment is high and as

such is highly sensitive to development, whether adjacent to or overlooking the riverside, or over the river itself.

- 4.54 *Area 2: Waterfront* - This character area is in essence the floodplain of the River Wear along this stretch and runs along the full length of the SPD area. Parts of the waterfront are land created from the river bank fortification in order to provide a stable waterfront, with this particularly so along the southern bank. The waterfront has evolved over the last 200 years mainly in response to the increased size of ships either being built, serviced or docked along this stretch of the river. This increase in size also correlated to the size of the buildings and structures which occupied the waterfront.
- 4.55 The dramatic changes seen in the last 30 years associated with the demise of ship building and the decline in heavy manufacturing, has seen a diverse mix of new cultural, educational, residential and small scale economic uses strung along the waterfront with only small reminders of past uses. Overall the quality of the area is mixed with a number of vacant and left over spaces detracting from those well designed and maintained buildings and associated spaces.
- 4.56 *Area 3: Gorge Slopes* - This character area is defined by the slopes which face and enclose the River Wear. At their steepest they consist of exposed Limestone cliffs adjacent to the Bridges, are partially wooded or exhibit extraordinary engineering feats such as 20m high retaining walls. As the gorge slope lessens built uses increase, including extensive residential estates and towers, together with the oasis of St Peter's Church and churchyard which has occupied the site for over 13 centuries.
- 4.57 The top of the slopes provide excellent views over and down the river and waterfront, providing the setting for many key views and panoramas as outlined in the following sections. Overall the quality of the area is mixed with a number of vacant sites and poorly maintained vegetation. However there exist pockets of high quality and value such as St Peter's Church, the university campus and parts of High Street East.
- 4.58 *Area 4: Plateau* - This character area is defined by extensive residential and economic development utilising the higher and flatter land above the river gorge. Originally separate settlements, the land to the north of the river was incorporated into the town of Sunderland in the late 19<sup>th</sup> century and has been linked by a bridge since 1796, the current Wearmouth Bridge replacing the previous bridge in 1929.
- 4.59 The city centre edge to the south, including parts of historic Sunnyside which lie outside the SPD boundary, is undergoing extensive change with recent development on the edge of the plateau overlooking the river gorge.
- 4.60 The northern area section of the SPD area consists of extensive mixed-tenure residential, mixed with large industrial and retail uses and sits largely within a

one-way gyratory road system. Overall the quality of the area is moderate with pockets of poor quality.

### **Urban Grain**

- 4.61 The dense, fine urban grain that was prevalent in the mid 19<sup>th</sup> Century has slowly been eroded through the 20<sup>th</sup> Century as shipbuilding and industry grew along the riverside.
- 4.62 On the northern bank of the SPD area, the historic urban grain has been largely replaced by large development blocks such as the University buildings and the National Glass Centre, as illustrated on Figure 4.6. Evidence of the fine historic grain does however still remain in small parts on the northern bank area. For example the route of what was formerly Palmer's Hill Road leading from the riverside still remains, although it is now closed to vehicles. In fact the road layout around Bonnersfield remains largely unchanged.



Fig 4.6 Changes in Urban Grain

- 4.63 On the south bank some of Wylam Wharf remains, the block bounded by Low Street and High Street East remains largely unchanged. Again like Bonnersfield the road layout within the Pann's Bank area has been unchanged over time. However, many of the shipyard buildings and terraces adjacent to the river have now been replaced by buildings to provide student accommodation.

### **Architectural Design**

- 4.64 The architectural design within the SPD area is a diverse mix of new and old, residential, commercial and industrial. The following section of this report considers the architectural design along the northern and southern banks of the River Wear.

### **Northern Bank of the River**

- 4.65 The context along the northern bank of the river comprises primarily of low rise brick buildings with industrial units, university campus buildings and St. Peter's Church offering points of architectural interest.

- 4.66 Dame Dorothy Street A1018 is the main entrance road to the north of St. Peter's Basin and forms a barrier to the surrounding context. The buildings to the north of Dame Dorothy Street are primarily residential and are of little architectural interest. The housing stock is mainly red brick with areas of render, glazing and pitched slate roofs. Varying from one to three storeys high, with the exception of two tower blocks, the residential streets off Dame Dorothy Street are repetitive in their architectural style, comprising of terrace and semi-detached homes with private gardens and courtyard spaces offering interventions of greenery.
- 4.67 To the south of Dame Dorothy Street many of the buildings "turn their back" on the road due to the high volume of traffic using the road. As a result the main frontages of most existing buildings within this section of the SPD area are inwardly facing.
- 4.68 Charles Street which runs parallel to Dame Dorothy Street houses a mixture of University accommodation and office / industrial buildings. St. Peter's Gate and the Sixth Form College are the most aesthetically pleasing buildings to this area and are appraised further within this document. The remaining built environment is less successful architecturally. The industrial units to the west of Charles Street are non-descript single storey buildings constructed out of stone, in an attempt to tie into the surrounding context of St. Peter's church.
- 4.69 St Peter's College has been designed around a central atrium which links together the various floors and allows for open exhibition areas and meeting spaces for students and staff. The student amenities and refectory are located on the south side of the building, including a learning centre, common room and IT units, all with views across the river. The impact on the potential future world heritage site is minimal, particularly in relation to its surrounding context. The building is modern in appearance, functional and designed to take into account the Colleges' objectives through the informed planning process. The use of a curved roof compliments and reinforces the good design which has been incorporated into the existing University campus. A limited palette of materials has been chosen to ensure the building is in keeping with its historic context and these materials are appraised further within this document.
- 4.70 St Peter's Gate is a linear building type taking advantage of the panoramic river views. The building design takes many of its influence from the St Peter's campus, using a similar mixture of materials and composition.
- 4.71 Sir Tom Cowie Campus is the centre piece of the campus and has a sloping piazza, with enclosing buildings offering the various accommodations. Extensions to the campus define the central square, and form a connected pedestrian zone linking with axes the of the church and river front. A pattern of secondary public spaces are created within each building enclosure along pedestrian movement routes around the campus. Relatively low building heights work well with the site topography allowing sunlight penetration into principal public spaces. Facade treatments also take advantage of light fill with

large expansive openings of elevations, and lightweight over-extending roof profiles providing necessary shading where needed to prevent the building from overheating.

- 4.72 The architectural languages for the series of buildings remain a constant throughout and a repetition of pattern is evident with the recently completed St Peter's College, and St Peter's Gate. An apparent common theme evident is the buildings working with the site constraints and topography, spanning between upper and lower levels giving the series of buildings effectively multiple ground plains. However there is little in the way of the buildings working together to create an interesting built environment; other than the similar use of materials and façade treatments. The buildings are so widely spread through the site that it is difficult for any of them to create a sense of place. The proposed masterplan and development of the site offers the opportunity to tighten up the urban grain. The development of the currently unused and un-utilised green spaces will greatly improve the existing built environment. These pockets of space can be used as opportunities to create architectural relationships between the existing buildings, most important of which is St. Peter's Church.
- 4.73 To the east of Charles Street sits Sunderland University's student union, now the Campus pub. Built in the 1960's, originally as the Boilermaker's Club, the student union is very much in the architectural style of this time. A base hexagonal plan steps down over three storeys with various elements extending out from the plan at adjacent angles. With large slot windows and flat roofs the building looks tired and dated, especially when positioned close to the new College building.
- 4.74 The key building within this section of the SPD area is St. Peter's Church, forming part of the candidate World Heritage Site. Built in 673/4AD the lower part of the tower and west wall are the only remaining original elements of this period. Constructed out of stone the Church also displays fragments of the oldest stained glass in the country. Due to the topography of the site the Church sits within the basin and thus is not prominent in the general townscape.
- 4.75 Another building of note is the National Glass Centre, designed by Gollifer Langston Architects and completed in 1999. Positioned on the riverfront the Glass Centre sits in complete contrast to the rest of its surroundings. Taking advantage of the natural slope of the site the Glass Centre tucks itself underneath a gently sloping piazza from the car park. As a result the main façade is cleverly hidden from visitors until they reach the riverside. A delicate composition of glass and steel sits below the heavy roof that also acts as the piazza and offers spectacular views across the river to Sunderland city centre and to the sea.
- 4.76 The overall existing urban grain of St.Peter's basin is uneven and spread out. The main focal points are Sir Tom Cowie Campus and the National Glass

Centre. These buildings have architectural merits but have very little in the way of a relationship to one another. This creates a series of unremarkable, open green spaces. It also results in St.Peters church being lost due to the natural basin within which it sits and the above buildings essentially turning their backs on the church. This is because they both concentrate primarily on the River Wear in terms of scale, views and pathways. The sprawling nature of the urban grain also means that views happen in a haphazard nature without other buildings being used to frame important focal points. This results in viewers from the other side of the river glancing past the basin with their attention being drawn towards the mouth of the river as opposed to the important historic site of St. Peter's.

- 4.77 The proposed masterplan "tightens up" the urban fabric and helps to create a series of interesting urban spaces. The denser urban fabric also helps frame crucial views to St. Peter's Church, thus it is no longer lost as a focal point. The proposed Visitors Centre Campus Reception is a vast improvement to the existing students union and offers the opportunity for a landmark building within the site.
- 4.78 Liberty Way signals the eastern edge of St Peter's Basin, with the built environment reverting back to residential. This use continues along the riverside through the Marina until it meets the sea. The housing stock is again primarily red brick with areas of glazing and white render. The roofs are pitched with either slate or red clay tiles with the streetscape rising and falling from four to single storeys.

### **South Side of the River**

- 4.79 The south side of the river is part of the Old Sunderland Riverside Conservation Area which comprises of a mix of buildings and amenity green spaces.
- 4.80 The dominant building on West Wear Street is the newly built Echo 24 completed in May 2007. Sitting on the corner of West Wear Street and Bridge Crescent the building bridges the gap between the differing levels of the riverside. Using a mix of modern materials Echo 24 reflects the views of the Riverside within the northern façade predominately constructed out of glass and steel. The glass reflects the surrounding context of the Wearmouth Bridge, which Echo 24 towers above standing at eleven stories high. The southern façade offers a more restrained composition with white concrete panels breaking up the large expanses of glass and steel. With tall glass stair towers offering vertical elements to the primarily horizontally focussed façade. The residents of the apartments offer movement and life to the façade as their silhouettes are seen through the glass. The realisation of the restaurant space on the ground floor will allow pedestrian movement and interest as people pass in and out, giving an active frontage to the streetscape. Located on the lower part of the Riverside, Panns Bank houses a large amount of student accommodation for the Sunderland University Campus. This comprises primarily Hart and Douglas Court which follow a fluid, curving path along the river



wrapping around internal courtyards and green spaces. With a restrained material palette of brick, glass and corrugated aluminium these residential blocks are similar in style to the industrial shipyard buildings seen further up the riverside. With pitched roofs and regular window patterns the façade is broken up by Juliette balconies and small terraces.

4.81 Panns Bank turns into Low Street heading east, where the building use remains predominately residential with small commercial areas. Again the material pallet stays restrained with a mix of coloured render, brick, glass and corrugated aluminium. The architectural style takes inspiration from the refurbished warehouses, with pitched roofs and regular window patterns seen throughout the buildings. Quayside House offers a modern take on these architectural styles, with a mixture of coloured bricks, large expanses of glass and a large, overhanging single pitched aluminium roof. All of which articulate the façades whilst remaining in keeping with its surroundings.

4.82 Running parallel to Low Street on a higher part of the Riverside, High Street East and West is the main access route to the industrial area of the Riverside. Thus there is a wide range of building uses ranging from residential to commercial. The Quayside Exchange is a Grade II listed Georgian building which sits majestically at the beginning of High Street East. Using a mix of stone and render the building has large, regular windows which express the grand, high spaces of the rooms within. This formal architectural style is not seen anywhere else within the streetscape, adding to the regality of the building.

4.83 The surrounding buildings are mostly 19<sup>th</sup> and 20<sup>th</sup> century interventions, with high rise 1960's tower blocks and 21<sup>st</sup> century riverside apartments. The material mix ranges from bricks and render to aluminium and glass. Again pitched roofs and rational, regular window patterns take precedent. The surrounding buildings are mostly 19<sup>th</sup> and 20<sup>th</sup> century interventions, with high rise 1960's tower blocks and 21<sup>st</sup> century riverside apartments. The material mix ranges from bricks and render to aluminium and glass. Again pitched roofs and rational, regular window patterns take precedent. Riverside View tries to break up its long footprint by articulating stairwells and staggering its large, expansive roof. This is further added to by the juxtaposition of differing materials and stepping of the building footprint.

### **Articulating Gateways & Landmarks**

4.84 Gateway entrance into the SPD area is at the junction of Dame Dorothy Street and North Bridge Street on approach to the Wearmouth Bridge. This gateway entrance to the SPD area is dominated by the striking outline of Wearmouth Bridge and is currently marked by a series of controlled crossings. It is a gateway for bus passengers and what is developed on the Bonnersfield site will, in addition to the Wearmouth Bridge give a first impression of the area as it will to passengers using the Metro and alighting at St Peter's Metro Station, another important gateway to the area.

- 4.85 The entry from Church Street North provides a key gateway to most south-bound traffic users to the area and the City Centre. As traffic approaches the junction with Dame Dorothy Street, St Peter's Church stands out as a prominent landmark, as it does for traffic approaching from the coast along Dame Dorothy Street.
- 4.86 Although probably the key building within the SPD area, St. Peter's Church is not one of the most visible buildings when entering the SPD area. The main visible landmark on approach to the SPD area is the Wearmouth Bridge, which is at the western edge of the area. Due to the sloping topography along the river bank it is difficult to identify the key buildings within the SPD area, on approach to the area. Once in the SPD area the key buildings which stand out are Bonners Raff and St. Peter's Campus and on northern bank of the river and Echo 24 on the southern bank. Bonners Raff is clearly identifiable because of its scale and the materials used.
- 4.87 The junction of the A1018 and A183 provides a gateway entrance to the SPD area to traffic users travelling from the west, where the new residential development of Echo 24 at Panns Bank forms a landmark building. Panoramic views of the riverside and University Campus are then available to north-bound traffic over the Wearmouth Bridge. When travelling from the south, the junction of West Wear Street and Sans Street provide a gateway entrance. It will be important that an imaginative development of a high architectural quality is provided on Numbers Garth at this important junction.
- 4.88 On the south bank of the River Wear, within the SPD area, the most obvious and dominant landmark is the recently developed Echo 24 building, next to Wearmouth Bridge. Other landmarks within this part of the area include the Eagle and Exchange buildings on High Street East.
- 4.89 It will be necessary to enhance the existing gateways to the SPD area through establishment of high architectural quality on new development to define the gateway.

### **Views and Vistas**

- 4.90 As part of the baseline assessment work a detailed visual analysis of the area was undertaken, which established key strategic views. The assessment, which was based on English Heritage document, 'Seeing the History in the View - A method for assessing heritage significance within views' (Draft) (2008), was carried out using Google Sketch-up Pro 6 which is a computer generated 3D spatial modelling programme. For the purposes of this study a Sketch-up model of Sunderland Central Area has been provided by Sunderland City Council, which is shown on Figure 4.7. As part of the assessment process, the preferred masterplan for the University campus was inserted into the model.



Fig 4.7 Sketch-up Model of Sunderland Central Area

- 4.91 The analysis identified that views were restricted in places because of the topography and the meandering of the River. Views northwards offer a wider field of view due to the gradually rising landform on the north banks of the river and the smaller scale development. Southwards the topography is much more dramatic and the large scale development within the Central Area prevents long distance views to the south.
- 4.92 It was also noted that there are seasonal limitations to the extent of views within and outside the SPD area. For example, the extent of tree cover on the south bank of the river will affect north and south-bound views. Views to and from St Peter's Church will also be affected by the extent of trees surrounding its grounds.
- 4.93 As part of the visual analysis the study included an assessment of the key landmarks that were visible both within and from the SPD area. These were categorised as landmarks that would affect the skyline and internal landmarks that characterised the area. Given the level of development activity within the Central Area it was also relevant to consider the role of possible future landmarks within the surrounding areas, such as buildings within Stadium Village, Sunnyside, Farrington Row and the Vaux site.
- 4.94 The analysis continued by assessing the impact of the preferred University campus masterplan and the Akenside / Metnor outline planning application at the Bonnersfield site on the key strategic views. This section of the SPD now considers the key strategic viewpoints and continues by summarising the

findings of the assessment of the impact of possible development at Bonnersfield and St Peter's.

### **Key Strategic Viewpoints**

4.95 The Visual Analysis was established following six key strategic viewpoints that will be used in the assessment of all new development within the SPD area comprising:

- St Peter's Church;
- Charles Street;
- Wearmouth Bridge;
- West Wear Street;
- Allan House; and
- Low Street.

4.96 Each view, as shown in Figure 4.8, is now considered. It should be noted that the key strategic views have been selected based on the findings of the baseline assessment that has informed this SPD and the Jarrow and Wearmouth Monastic Sites World Heritage Site Setting Appraisal Study (2005, Chris Blandford Associates). Whilst the majority of the key views identified in the Setting Appraisal Study have been taken into account, some have been changed to take into consideration recent developments and others have been referred to as secondary views, which will be relevant on a case by case basis. Additional details of the views are provided in the Visual Analysis.

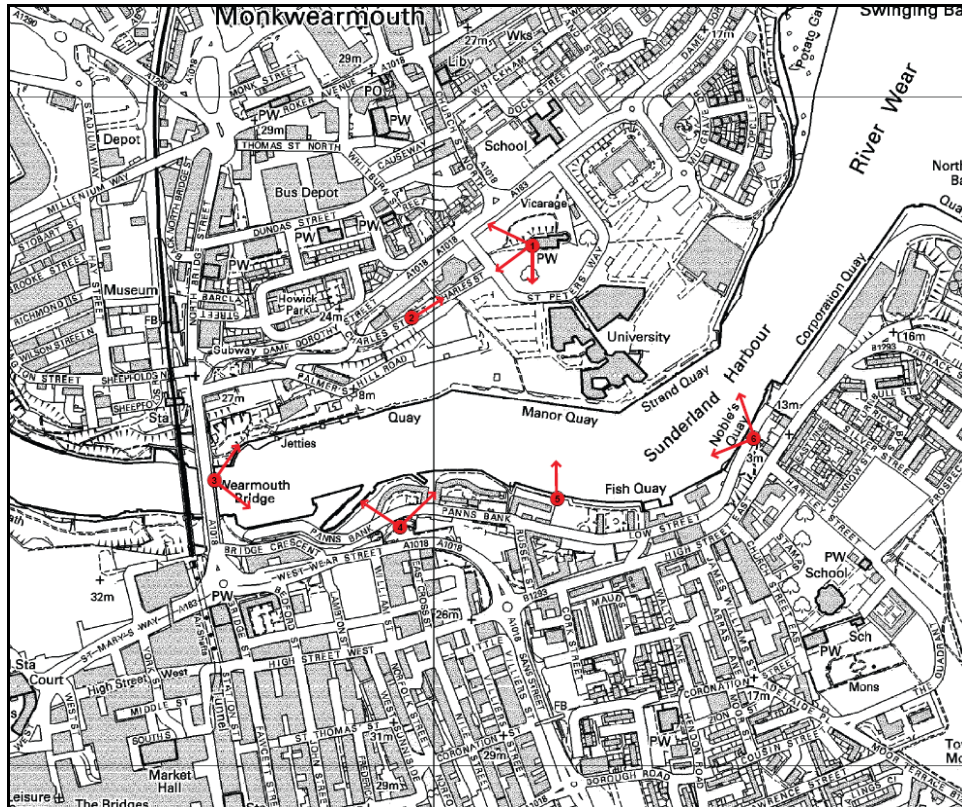


Fig 4.8 Key Strategic View

### St Peter's Church

- 4.97 View Type - This is a contained view westwards along Charles Street and north-westwards towards Dame Dorothy Street. This view point also provides a high level panoramic view southwards towards Panns Bank, which is seen as the most important view from the Church.
- 4.98 View Composition - The key element of the contained view along Charles Street is the glimpse of Wearmouth Bridge. Southwards the key element of the panoramic view is the skyline of the City.
- 4.99 Heritage and Urban Design Merits - Two key heritage assets can be viewed from St Peter's Church westwards - Wearmouth Bridge and Hebron Church which are both Grade II Listed Buildings. Hebron Church tower and spire is clearly visible to the right of the student union building on the northern side of Charles Street. To the south direct views across the river are provided which need to be retained and enhanced. This view has been selected as a key strategic view of importance because of its historic significance. It is vital that views from the Church are respected and enhanced.
- 4.100 Value of View - Although, one of the few remaining historic visual connections across the study area, the contained view along Charles Street is considered to be of **low** value as it offers only a glimpse of Wearmouth Bridge and only the spire of Hebron Church is visible. In recent years the quality of the view has

been reduced by the development of bulky buildings in the foreground that have detracted from the views of the bridge.

4.101 The view north-west from the Church is a direct line of view from the entrance to the Church and would have been a principal sight line during the Anglo-Saxon Period. At present the value of this view is reduced by the quality of development in the foreground, namely the Campus Pub building along Charles Street. As with the view along Charles Street the heritage value of Wearmouth Bridge and Hebron Church are diminished because, although present within the view, they are not well represented. Therefore, this view is considered to be of **low** value.

4.102 The view to the south is important. Although not visible from the Church itself it is vital that views of the river from the edge of the churchyard remain, in order to maintain the historic connections with the river. At a higher level the skyline of the city south of the river is considered to be of value as it will affect the wider setting of the Church. Due to this historic relationship it is considered that this view is of a **medium** value.

4.103 Key Threats to View - There are a number of key threats to views from this point:

- Further inappropriately scaled and designed development that will detract from the views of the Wearmouth Bridge and will dominate the foreground. Whilst this is a threat to that view, it is not considered important in the context of other development because of the perceived low value of the view.
- Introduction of tall or bulky buildings to the south of the Church, preventing views across the river.
- Inappropriate development that will provide an unsympathetic backdrop to the sight line from the West Tower.
- Inappropriate landscaping that will block views or fail to enhance the view southwards towards the River.

#### **Charles Street**

4.104 View Type - This is a high level contained view eastwards towards St Peter's Church.

4.105 View Composition - The principal focus is the Church and immediate setting including large perimeter trees, all framed by a combination of assorted one to three storey buildings on either side. The skyline is low and only punctuated by the emergence of the residential towers to the north-east off Wickham Street.

4.106 Heritage and Urban Design Merits - This contained view provides a direct view towards St Peter's Church, which is a Grade I Listed Building and is located within a cWHS. Charles Street leads the viewer's eye along to St Peter's Church in the centre of the view. This view was one of the key views identified in the

setting appraisal study and has been selected because it provides a direct view towards St Peter's Church, in particular the West Tower.

4.107 Value of View - It is considered that the importance of the heritage asset, St Peter's Church, in this view is **high**. By this it is considered that the Church, which is well represented, is the central focal point of the view. Given the status of St Peter's Church and grounds and their importance at a national and international level the view along Charles Street is of a **high** value; however it should be noted that this value is slightly reduced due to the car parking arrangements, quality of the streetscape and quality of the framing buildings.

4.108 Key Threats to View - Key threats to this view are inappropriate development in the Charles Street area and inappropriate or insensitively located landscaping provided within the grounds of the Church.

### **Wearmouth Bridge**

4.109 View Type - This is a high level panoramic view eastwards along the River Wear and on to the harbour mouth.

4.110 The view from Wearmouth Bridge is considered to be important because of the high level panorama that it provides of the River and the land on either side of it. Therefore the centre of the bridge has been selected as the viewing point.

4.111 View Composition - The principal focus is the opposing shallow banks overlapping and meeting the river. St Peter's Campus, Panns Bank student residences and Bonner's Raff are the major landmarks in the view with the marina and the harbour mouth beyond.

4.112 Heritage and Urban Design Merits - Wearmouth Bridge stands well above the study area, offering a great platform to view development over time. St Peter's Church is obscured by development. The historic road layout and steep topography of the river bank is visible immediately adjacent to the bridge at Bonnersfield.

4.113 The view from Wearmouth Bridge lacks a significant heritage asset, such as a listed building or scheduled monument however it does offer a panoramic view of the once industrial river bank. This view has, therefore, been selected because of the townscape appreciation it provides. .

4.114 Visible from this point are the Bonners Raff residential development, the residential area to the north of Dame Dorothy Street, the residential towers to the east of Church Street North, St Peter's Campus and the Sixth Form College. It is considered that the heritage importance of this view is **low**.

4.115 Value of View - Although the heritage importance of this view is considered to be low, it is important to understand the wider merits of this high level view. Wearmouth Bridge offers a platform to view development on the north bank of

this river and offers a view of the contemporary St Peter's Campus and the National Glass Centre, key developments on the north bank of the river.

4.116 This view is one of the three panoramic views indicated on the River Wear information board on Bridge Crescent and is a reminder of the city's history and the subsequent redevelopment of the riverside. Therefore given the importance of this view at a city level it is considered to be of **medium** value.

4.117 Key Threats to View - The main threat to this view is poorly conceived buildings of a design that sit badly in this townscape panorama and despoil the merit of the vista through negative visual intrusion.

### **West Wear Street**

4.118 View Type - This is a high level panoramic view taking in the northern shore from Wearmouth Bridge to the St Peter's University campus.

4.119 View Composition - Key elements include Wearmouth Bridge, Bonner's Raff, Hebron Church, residential towers off Wickham Street, the open space arc including St Peter's Church, and the St Peter's Campus. The river, river mouth and sea are also visible from this view point.

4.120 Heritage and Urban Design Merits - This view overlooks the entire northern part of the study area and provides a platform for viewing development on the northern side of the river. This would be a good point from which to observe the impact of development on the townscape north of the river. There are three key viewing directions from this viewpoint.

4.121 The first is to the north-west towards Bonnersfield. This view encompasses several historic assets and some further assets worthy of note. The key historic assets within the view are Wearmouth Bridge (Grade II Listed) and Hebron Church (Grade II Listed). Beyond Wearmouth Bridge, the arch over Wearmouth Railway Bridge (Grade II Listed) can also be seen. This is one of few places to the east of the bridges where the railway bridge can be seen as views are often blocked by Wearmouth Road Bridge.

4.122 The dramatic landform of the north bank of the river is clearly visible from this viewpoint, as is Bonners Raff. In the foreground of this view, and worthy of note, is the former Pontoon and Wear dock and recent student accommodation on Pann's Bank.

4.123 Given the listed status of the heritage assets that are represented within this view and their prominence within this view it is considered that the heritage in this view is of **medium** importance.

4.124 To the north-east this high level view takes in both St Peter's Church and the majority of the Scheduled Monastery site to the south of the church, both of which are included within the cWHS. St Peter's Campus is also visible in the



eastern part of the view shed. Again the student accommodation on Pann's Bank dominates the foreground of this view. For these reasons the heritage here is of **high** importance.

4.125 Value of View - The view to the north-west includes three Grade II Listed Buildings, comprising Wearmouth Railway Bridge, Wearmouth Road Bridge and Hebron Church. This view also offers a clear sight of Bonnersfield, showing the dramatic topography of the north bank and the meandering of the river gorge. The view to the north-west is therefore considered to be important at a city wide level and as such is of **medium** value.

4.126 To the north-east the view provides a panorama along the north bank from Charles Street to St Peter's Campus eastern edge, with the Panns Bank student accommodation in the foreground. This view also has significant heritage value as it offers a direct line of view towards St Peter's Church and monastic site. This is one of few locations where the church and monastic site can be viewed (although trees along the church's southern boundary slightly restrict it) and their relationship with the river and sea appreciated. This view is of national significance and has a **high** value.

4.127 Key Threats to View - Key threats to this view would be the introduction of buildings of a scale and mass which blocks views of St. Peter's Church.

#### **Allan House**

4.128 View Type - This is a low level panoramic view from in front of Allan House, generally northwards taking in the northern bank from the Glass Centre and west to Bonners Raff.

4.129 View Composition - The principal focus is the river which takes up a larger part of the foreground, with St Peter's Campus, 2no High Rise towers, the Sixth Form College and St Peter's Gate buildings, with a level, sometimes wooded skyline, to the rear, including a glimpsed view of St Peter's Church.

4.130 Heritage and Urban Design Merits - This view is dominated by the river and the north bank; however in the background is the west tower of St Peter's Church which stands out from the modern developments around it.

4.131 The foreground is taken up by the river; however on the periphery of the view are the modern developments of St Peter's Campus and St Peter's Gate. To the immediate west of the Sir Tom Cowie building, and in the centre of the view, part of St Peter's Church, including the west tower can clearly be seen.

4.132 The view point for this strategic view is located directly south of the west tower. The view encompasses the church, river bank and river, reflecting the historic connections between the three. Given the historic significance of this view point and the status of St Peter's Church it is considered that the heritage value of this view is **high**.

4.133 Value of View - This view is considered to be of a **high** value as it offers a subtle glimpse of St Peter's Church from the river. It is a good example of the historic visual connections between the river and the Church. This view has important heritage merits because, whilst it is important that the river is visible from the cWHS, it is equally important that the Church is visible from the river. From this point the links up the bank from the river to the church are also visible and it is important that a link is maintained to reflect the historic links that would have existed. In the past there would have been clear visual and functional links between the river, the sea and the church.

4.134 Key Threats to View - Key threats include the introduction of a building that would despoil the panoramic view and block the glimpsed view of St Peter's Church.

#### **Low Street**

4.135 View Type - This is a low level panoramic view point from the eastern end of Low Street, north-westwards towards St Peters' Campus and Bonnersfield.

4.136 View Composition - The principal focus of the view is St Peter's Campus with the River providing a dominant foreground. Bonnersfield and Wearmouth Bridge are also present in the background.

4.137 Heritage and Urban Design Merit - This view offers a subtle panoramic view of the riverside on the north bank of the River Wear. It is an excellent opportunity to observe the effect of development over time on the appearance of the riverside and as such should influence the design of development.

4.138 There are two key views to be considered from this viewpoint. To the north this viewing point offers views of St Peter's Campus, the National Glass Centre and Hebron Church tower and Spire (Grade II Listed). Therefore given the historic connections with the development on this part of the river and the presence of Hebron Church in the distance it is considered that the heritage value of this view is **medium**. This is further enhanced by the presence of the contemporary, high quality modern development at the university and the glass centre.

4.139 Westwards the view encompasses both the north and south bank of the river towards Wearmouth Bridge. The river takes up a large part of this view and meanders towards the bridge drawing the viewer's eye in the same direction. The key asset of historic merit within this view is Wearmouth Bridge just off the centre of the view-shed.

4.140 Other historic assets of worth within this view are Hebron Church tower and spire on the periphery of the view-shed to the north of Wearmouth Bridge and Wylam Wharf along the river from Fish Quay. Wylam Wharf also includes a listed warehouse, which is one of only two that remain along the river. Also present within this view are the more recent developments on the river banks, including

Echo 24, student accommodation on Panns Bank, St Peter's Campus and Bonners Raff residential development.

4.141 Given the nature and status of the heritage assets represented within this view it is considered that the heritage value of this view is **high**.

4.142 Value of View - This view is of considerable value as it offers significant low lying views of the northern banks of the river and development along the riverside. From here the eye is guided along the riverside. The view to the north is of city wide significance and **medium** value, whilst the view to the north-west has a regional significance and is therefore of a **high** value.

4.143 Key Threats to View - The key threat to this view will be the scale of development along the riverside. Tall or bulky buildings will detract from the topography of the landscape and bend of the river unless they are of exceptional architectural quality.

4.144 Development that does not front on to the river or does not offer a high quality aesthetic will also detract from the view.

### **Secondary Viewpoints**

4.145 In addition to the key strategic views set out in paragraphs 5.86 - 5.149, the baseline assessment that supports the SPD and the setting appraisal study undertaken to support the bid for World Heritage Site status for Jarrow and Wearmouth Monastic Sites also identified several other views. The Visual Analysis which accompanies this SPD determined that not all of these views were significant enough to be considered as key strategic views. However, they should still be considered within the decision making process on individual applications. The viewpoints that will need to be considered will be dependent upon:

- The scale of the proposed development
- The design of the development
- The type of development proposed
- The location of the proposed development

4.146 It will be important to establish if any of the secondary viewpoints should be considered within a visual assessment. This should be established through pre-application discussions with the Council's planning officers.

4.147 The secondary viewpoints that have been identified are:

- Sheepfolds North-eastwards along Dame Dorothy Street;
- Palmers Hill Road southwards;
- Corner of Dame Dorothy Street and St Peter's Way eastwards to the West Tower;
- Church Street North south towards St Peter's Church;

- National Glass Centre westwards to Wearmouth Bridge and St Peter's Church;
- High Street East towards St Peter's Church and Wearmouth Bridge;
- Eastern end of West Wear Street Car Park towards St Peter's Church and Wearmouth Bridge;
- Bridge Crescent northwards and north-eastwards; and
- South east corner of St Peter's Churchyard eastwards to the sea.

4.148 Further details of the key strategic views and secondary views are provided in the Visual Analysis.

### **Potential Impact of Development at Bonnersfield and St Peter's**

#### *Assessment - Bonnersfield*

4.149 Sunderland City Council are currently considering an outline planning application (ref: 08/01368/OUT) for the following development at St Peter's Wharf, Bonnersfield:

*Mixed use development comprising 273 no. C3 residential units, 350 No. C3 student accommodation/key worker bed spaces, 160 no. Unit C1 Hotel with ancillary A1, A2, A3 and A4 leisure and retail, ancillary B1 office space, car parking and landscaping and public realm proposals.*

4.150 The application was submitted by Akenside / Metnor Limited on 1 April 2008. This development proposes four blocks which step from 9 to 17 storeys. Given the scale of the proposed development and its failure to comply with the proposed storey heights (6- 10 storeys) put forward in the Sunderland Central Area Urban Design Strategy and the possible detrimental impact of the proposed 17 storeys, the Visual Analysis has assessed the potential impact of this scheme on the key strategic views. For the purposes of this assessment, 10, 14 and 17 storeys were considered. Additionally, the Visual Analysis considered the maximum building heights that would be appropriate in different parts of the site.

4.151 It should be noted that the Sunderland Central Area Urban Design Strategy (SCUADS), although adopted as an SPD did not include a detailed assessment of the scale of development that would be considered acceptable on a site by site basis. The height of development identified within the SCAUDS was determined partially by the scale of Wearmouth Bridge. However, given the importance of the site and the evident developer interest a visual analysis has sought to establish more detailed parameters for the scale of development across the Bonnersfield site.

4.152 The scale of development at Bonnersfield has been assessed on two occasions, firstly as part of the preparation of the SPD and secondly as part of the assessment of the above planning application. The assessment carried out to support this SPD can be found in the supporting Visual Analysis document, which considered only the height of development in relation to the surrounding

area. The detailed appearance of development at Bonnersfield was assessed in more detail as part of the planning application.

4.153 The Visual Analysis is an assessment of development at Bonnersfield against the heritage and design merits of the surrounding area. A full assessment of the historic assets was carried out along side an assessment of the key views which have previously been identified. From this a benchmark was established for the value of the views and historic assets that could be affected by development at Bonnersfield. The differing scales of development (10, 14, and 17 storeys) were then considered against this benchmark.

4.154 Full details of the assessment are found in the supporting information however the finding can be summarised as follows:

- The key view affected by the proposed development is the westward view from St Peter's Church and it was considered that development of an inappropriate scale could have a detrimental impact on this view, particularly as it encompasses the Listed Wearmouth Bridge.
- It was considered that development of 17 storeys would have a significant impact on the setting of Wearmouth Bridge.
- 14 storeys was also considered to have a significant impact on the setting of the Wearmouth Bridge and some of the key views identified however in some areas this may require further assessment as it will depend upon the detailed design of proposals.
- 10 storey development was considered to have a minor impact on the surrounding area, on the basis that proposals of such a scale could be remediated through sympathetic design.

4.155 The analysis concluded that the height of any built development should be restricted to the heights provided in Table 3 within the zones identified on Figure 4.9.

<b>Zone</b>	<b>No. of Storeys</b>	<b>Storey Height in metres</b>	<b>Max. Roof Height (A.O.D.) in metres</b>
<b>1</b>	Rising to 13	3m (3.5m groundfloor)	at 48
<b>2</b>	Rising to 10	3 (3.5m groundfloor)	at 50
<b>3</b>	Rising to 14	3 (3.5m groundfloor)	at 59

Table 3 Acceptable Heights within Each Zone at Bonnersfield

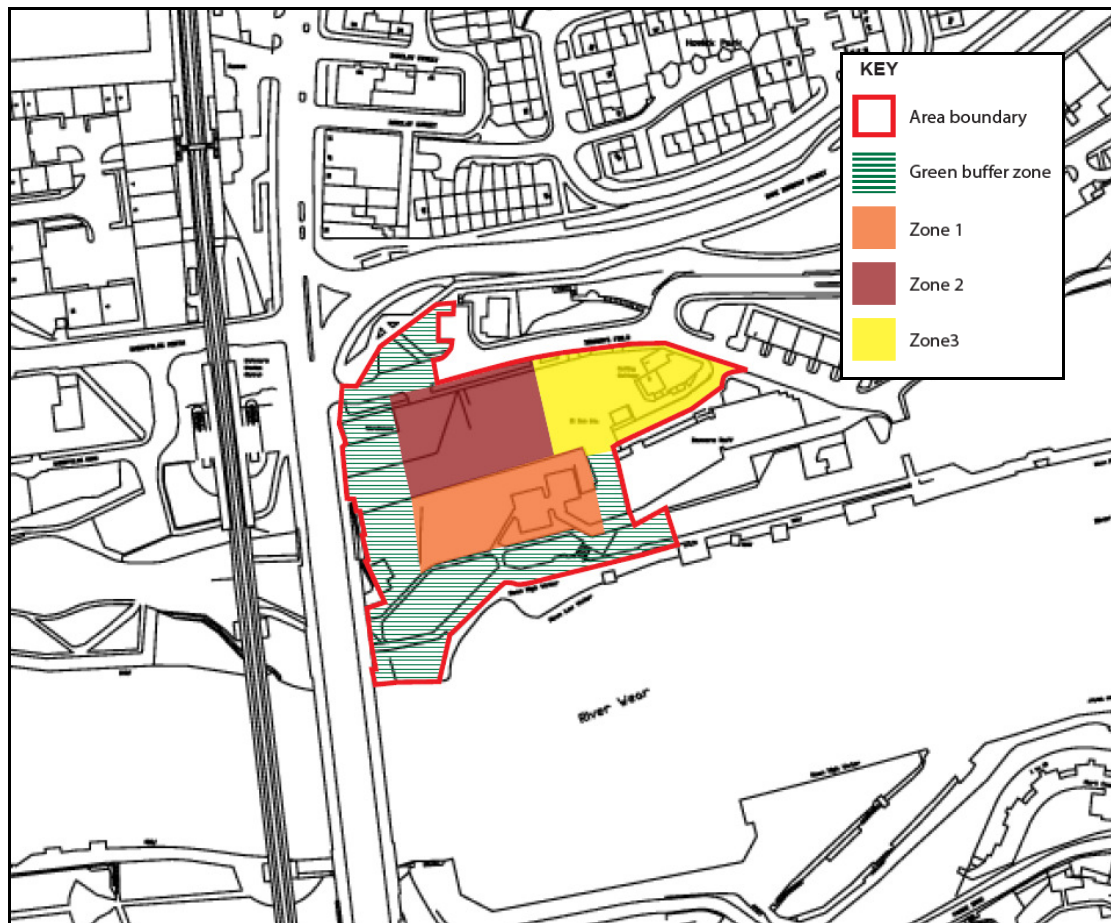


Fig 4.9 Bonnersfield Zoning Plan

4.156 Based on an assessment of scale, the analysis concluded that:

- Development in Bonnersfield should seek to retain and enhance the setting of the Wearmouth Bridge;
- Development at Bonnersfield should work with the topography of the site;
- Development should be restricted to a maximum height of 14 storeys.

#### *Assessment - St Peter's Campus*

4.157 The University of Sunderland is a key strategic partner within Sunderland and has significant land holdings within the SPD area. The campus has been a significant area of growth and change and has helped contribute towards the regeneration of the City. The University's masterplan prepared by Faulknerbrowns Architects shows the redevelopment of much of its land to provide additional academic, commercial and residential floor space, either student or private.

4.158 Faulknerbrowns Architects has also prepared detailed models that provide three development options, which are considered in the Visual Analysis. The difference between the options relates mainly to the height of buildings and the

changes to the layout. In the case of one building, located to the south of St Peter's Church and west of the Reg Vardy Centre, the options consider completely removing this building because of its proximity to St Peter's Church.

4.159 The Visual Analysis assessed the impact of each of the masterplan options presented on the key strategic views. The Analysis concluded that Option 2 is the most appropriate proposal for St Peter's. This option is shown in Figure 4.10.

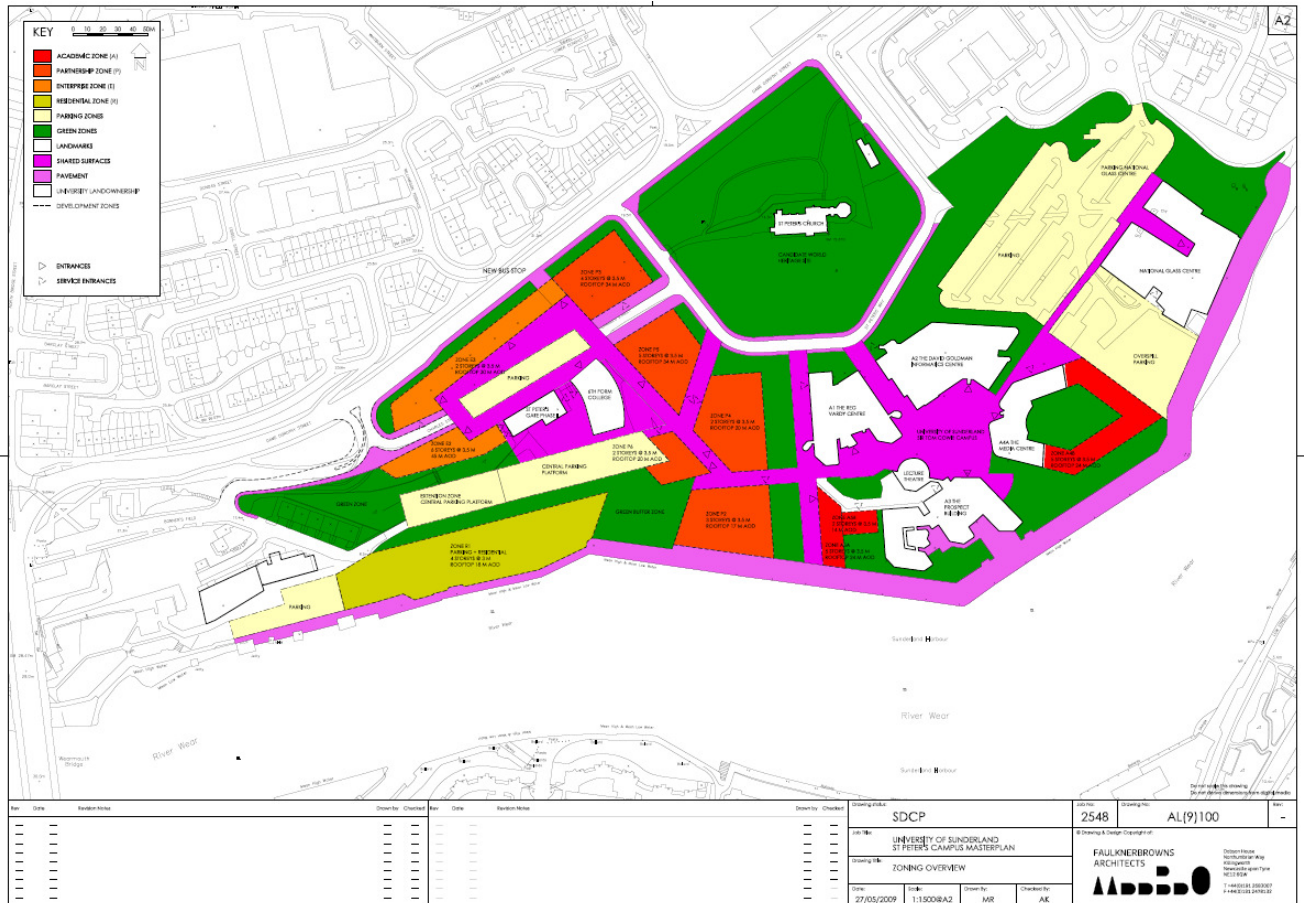


Fig 4.10 St Peter's Campus - Option 2

4.160 The Visual Analysis concluded that the maximum building heights should be varied across the site to take into account views, topography, proximity to St Peter's Church and existing buildings. The maximum building heights are provided within Table 4, with the zones being shown on the University's masterplan. These heights will guide development within the area.

<b>Zone</b>	<b>No. of Storeys</b>	<b>Storey Height in metres</b>	<b>Rooftop Height (AOD) in metres</b>
<b>A4B</b>	5	3.5	26
<b>A5A</b>	5	3.5	27
<b>A5B</b>	2	3.5	16
<b>P2</b>	3	3.5	17
<b>P3</b>	4	3.5	37
<b>P4</b>	2	3.5	20
<b>P5</b>	5	3.5	37
<b>P6</b>	2	3.5	20
<b>E2</b>	6	3.5	45
<b>E3</b>	2	3.5	33
<b>R1</b>	4	3	21

Table 4 Acceptable Heights for Each Zone with St Peter's Campus

4.161

The assessment concludes the following regarding development at St Peter's Campus:

- Development adjacent to Charles Street should consider the views to and from St Peter's Church;
- Development south of St Peter's Church should not obstruct the view across the river;
- Development immediately to the south of St Peter's Way should provide a solution in which views across the river towards the City Centre skyline will be secured;
- Development along Charles Street should be set back inline with the existing frontage of St. Peter's Gate and the Sixth Form College buildings in order to allow a clear view from Charles Street of all of St Peter's Church
- Development immediately to the South of St Peter's Way should ensure that a full view of St Peter's Church is safeguarded from the key view point at West Wear Street.

4.162

The scale, massing and architectural quality of any proposed development within this area that would impact on the strategic and / or secondary views will need to be assessed within a Visual Impact Assessment.



## **Biodiversity**

- 4.163 The site lies within the River Wear corridor which is designated as a Wildlife Corridor within the Sunderland Unitary Development Plan. The wildlife corridor runs in a west-to-east direction along the course of the river and links with a series of localised open spaces which link the surrounding open countryside and woodlands to the urban areas within Sunderland and also to the coast.
- 4.164 The site does not support any nationally designated sites of nature conservation value. However, the Wearmouth Colliery Site of Nature Conservation Important (SNCI) is located on the north bank of the River Wear beyond the Wearmouth Bridge to the west of the site. This area is of ecological importance as a species-rich unimproved calcareous grassland.
- 4.165 On the southern bank opposite the Wearmouth Colliery SNCI lies part of the Wearmouth Riverside SNCI. This SNCI includes broad-leaved woodland plantation, unimproved calcareous grassland, amenity grassland and scrub.
- 4.166 Within the site and surrounding area, species which may occur comprise bats, breeding birds, otters and reptiles, notably slowworms, common lizards and grass snakes, together with locally common invertebrate species of local ecological importance.
- 4.167 The Northumbria Coast Ramsar site and Special Protection Area (SPA) are located approximately 1.6km to the south east, whilst the Durham Coast Special Area of Conservation (SAC) lie approximately 3km north-east. These sites include a range of coastal habitats, such as rocky shore, coastal sand dunes and sandy beaches. When combined, these habitats provide feeding and roosting opportunities for important numbers of birds both in winter and during passage periods. A Task 1 Appropriate Assessment has been prepared which identifies that the St Peter's SPD will not have any direct or indirect impact on these sites.

## **Movement**

- 4.168 Accessibility for both pedestrians and vehicles throughout the SPD area is rather fragmented and piecemeal. This is mainly due to a variety of land-uses and because of the area's topography and changes in level. There is no continuous vehicular link through the area and Dame Dorothy Street is one-way along much of the northern boundary.
- 4.169 However, the St. Peter's area is well connected to neighbouring areas to the east and west with a continuous shared-use footpath/cycleway alongside the River Wear. Facilities exist to connect the area with the St. Peter's Metro Station although proposals to provide a new subway beneath the Wearmouth Bridge, when implemented, will improve the current situation. The area benefits from good proximity to the city centre and frequent Metro services, and whilst no public bus services serve the area, the nearest bus stops are within

walking distance. However, as the SPD area develops, a case could be made to bus service operators to reintroduce a bus service.

4.170

The primary and secondary vehicular routes, together with the cycle routes and pedestrian access points are illustrated on Figure 4.11.

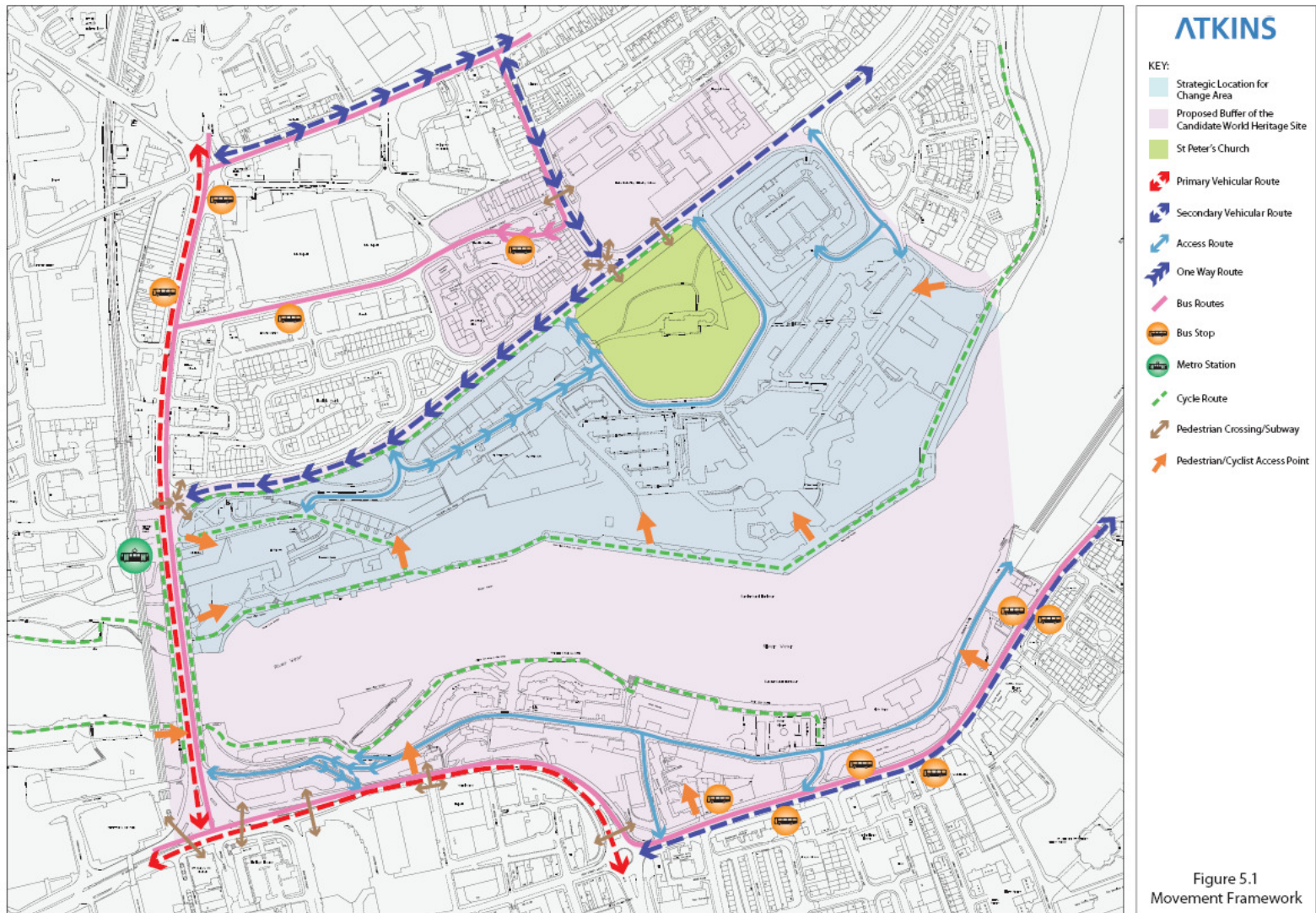


Fig 4.11 Movement Framework

- 4.171 The location of the proposed underpass linking Bonnersfield with St Peters Metro Station / Sheepfolds is indicated on Figure 4.12. It will form an important link in terms of accessibility and connectivity north of the river.

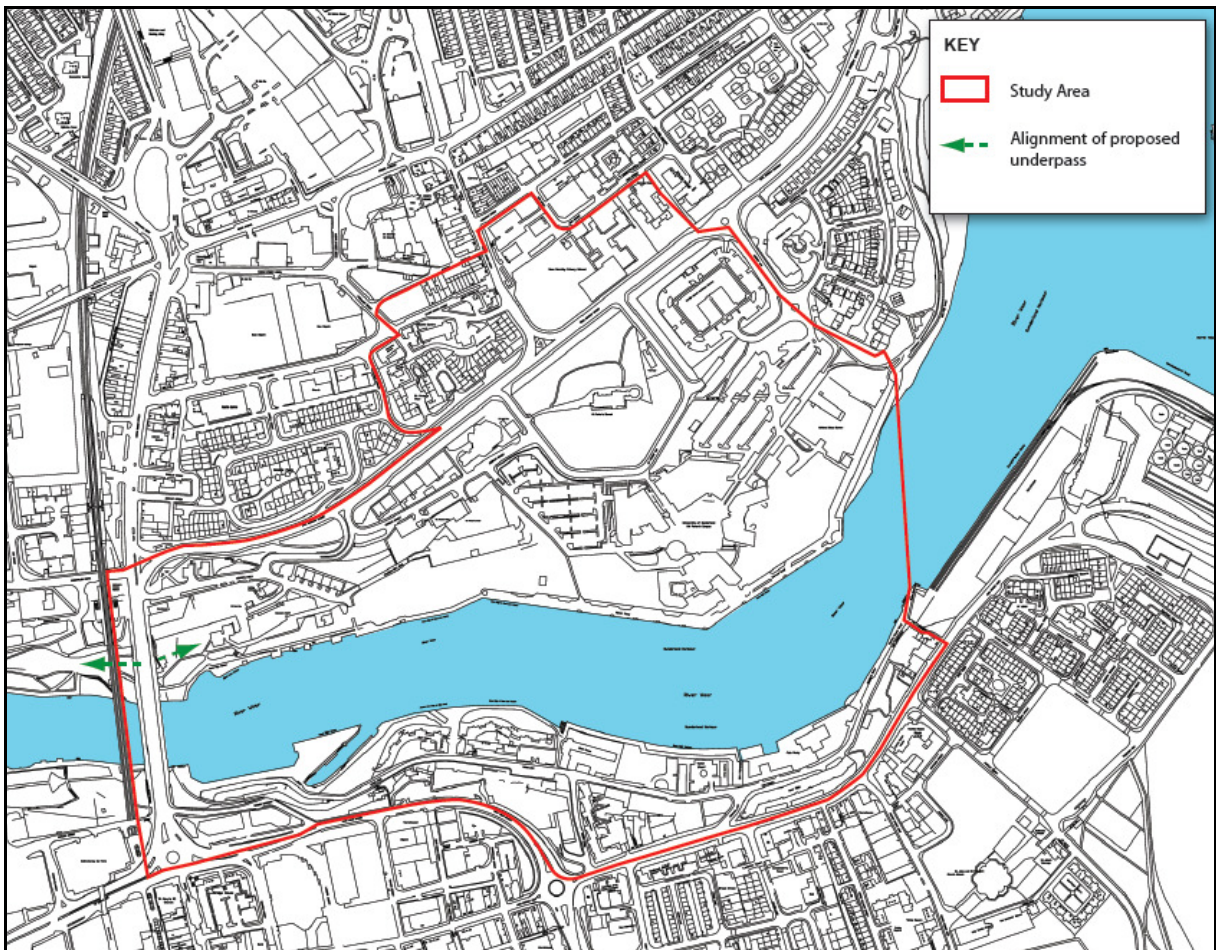


Fig 4.12 Alignment of Proposed Underpass

- 4.172 Proposed developments in the area will place additional strain on existing highway capacity constraints that exist to the north and south of the St. Peter's area. With regard to Dame Dorothy Street, there are existing capacity and traffic flow issues on the approaches (north and south) to Wearmouth Bridge at peak times. Any major development proposals will need to be accompanied by a Transportation Assessment to review traffic movement and capacity.
- 4.173 It is understood that the proposed improvement scheme to the Wheatsheaf Gyratory / Stadium Way would reduce the significance of this particular constraint. However, these proposals, which are part of a bus corridor improvement scheme to modify these junctions, are subject to department for Transport funding. Additionally, it is also understood that the proposed Sunderland Strategic Transport Corridor (SSTC), once in place, would reduce traffic flows on North Bridge Street. However, this is a medium to long term project in terms of full completion. These schemes should not wholly be relied

upon in terms of mitigation traffic generation and accordingly limiting parking and travel planning options would be seen as key issues.

- 4.174 The emerging University masterplan for the St. Peter's campus will improve the provision and legibility of east-west and north-south pedestrian routes within the St. Peter's SPD area. New waterfront development will also increase surveillance of the riverside footpath/cycleway, increasing the sense of security for pedestrians and cyclists.
- 4.175 The emerging masterplan proposes the reorganisation of parking provision at the St. Peter's campus, with a number of existing parking areas developed. It also proposes basement parking spaces immediately adjacent to the northern riverbank, with the feasibility of their provision requiring further investigation. Accordingly, the number of parking places is yet to be defined and will be formulated taking into account the maxima for individual uses set within UDP Policy T23A, PPG13 and PPS4. However, the aim is to bring down the current parking standards to the benefit of a sustainable travel plan, which is yet to be developed and which will discourage car use on campus and promote other means of transport. It is important that car parking is appropriately screened from key views. It must not compromise the Outstanding Universal Value of the candidate World Heritage Site.
- 4.176 The Panns Bank area forms a narrow strip of land to the south of the River Wear with significant level differences. Pedestrian/cyclist and vehicular routes predominantly run parallel to the river, with access between West Wear Street/High Street East and the waterfront limited by the topography. Additional pedestrian access improvements to be delivered through the Sunderland Strategic Transport Corridor and the Urban Design Strategy would improve pedestrian links between the Panns Bank area and the city centre.
- 4.177 Proposals for a new footbridge across the river, if realised, would increase pedestrian footfall in the area, however, this is a long-term aspiration. A ferry is a short-medium term possibility, if a financially viable solution can be established.

### **Flood Risk**

- 4.178 The SPD area predominantly falls in an area at a low risk of flooding (Flood Zone 1) whereby, according to Planning Policy Statement (PPS) 25: *Development and Flood Risk*, all types of development are allowed, subject to a Flood Risk Assessment confirming the development will not increase surface water run-off.
- 4.179 A proportion of the SPD area along the bank of the River Wear has been identified as being at risk of flooding (Flood Zones 2 and 3). New development should be steered away from Flood Zones 2 and 3 by applying the Sequential Test principles, both in a strategic and local context to ensure development is located in the most appropriate locations in accordance with PPS25.

- 4.180 Proposals may require management techniques to reduce surface runoff in order to prevent an increase in flood risk downstream, including Sustainable Urban Drainage Systems. The techniques must be carefully selected given the site lies on a major aquifer which is a potable water source and could be contaminated if inappropriate measures are implemented.
- 4.181 Access to the river is required to ensure maintenance of the channel and quay wall can be undertaken by both the Environment Agency and the riparian owner.
- 4.182 Further information regarding flooding issues is provided within Section 11 of the Baseline Assessment Report.

### **Geology and Contamination**

- 4.183 Current and historical activities may have given rise to the contamination of soil and groundwater. Contaminants and soils gas may present a risk to future development, including site users and buildings, and controlled waters (the underlying Major Aquifer and the River Wear), as well as off-site receptors.
- 4.184 The redevelopment of the SPD area has led to variable thicknesses of 'made ground'. Furthermore, all areas may be subject to beneath-ground relict foundations, infilled or collapsed cellars, old sewerage or drainage runs and other former structures.
- 4.185 Any proposals will require a further detailed desk-based assessment and possibly site investigations to enable the design of appropriate investigation/monitoring works to identify the contamination and geotechnical risks and mitigation measures required to protect the site users, buildings and the wider environment.
- 4.186 Additional information is contained within section 10 of the Baseline Assessment Report.

## 5.0 **SWOT Analysis, Vision and Identification of a Preferred Strategy**

### **Introduction**

5.1 This section of the report considers the SPD area's strengths / opportunities and weaknesses / threats. It continues by providing the SPD's vision and the preferred strategy for this area's future.

### **SWOT Analysis**

5.2 A series of strengths / opportunities and weaknesses / threats have been identified from information collection in the baseline report which is summarised in Section 5.0. These are now provided.

#### **Strengths / Opportunities**

- Significant opportunities exist for the delivery of mixed use developments of high architectural quality which are sensitively integrated into the urban landscape setting to drive forward this area's regeneration and fulfil its potential to become an iconic location in cultural and townscape terms;
- St Peter's Church and the cWHS are internationally important heritage assets, which must be protected and enhanced whilst also maximising their tourism potential;
- The cWHS provides a significant opportunity to make a positive contribution to economic and social regeneration in Sunderland in ways that will ensure the sustainable conservation of the Site's outstanding heritage value;
- Tremendous potential exists to enhance the public realm in the setting of the cWHS through high quality landscaping and urban design which will increase the value of this important area;
- Substantial opportunities exist to improve awareness of and understanding of the area's outstanding heritage assets, that includes appropriate interpretation;
- Significant scope to reduce street clutter through the use of bespoke street furniture, co-ordinated with lighting and art to unify the area;
- Creation of well defined celebratory approaches to the Church from the Metro Station, Riverside, University Campus and National Glass Centre to create a sense of arrival at these points;
- Development should significantly enhance the appearance and use of the area and should;
  - Build upon the open space provided by the University to create a series of connecting spaces within the University and College Campus which link to the river frontage;
  - Provide a series of public spaces along the riverside to enhance the existing Coast 2 Coast cycle route and encourage higher levels of use and more movement along the riverfront;

- Create a gateway entrance to the site on arrival at Sunderland from the north to attract more visitors and identify the site as a key area within the city;
- Deliver new linkages and improve existing connections with surrounding areas, particularly Stadium Village and Sunniside
- Opportunities exist to create a river crossing to improve north/south movement and to develop transport on the river so that it becomes a major communication route east - west, benefiting the various development sites that front it.
- Strong developer interest in the site from the University of Sunderland and Metnor/Akenside

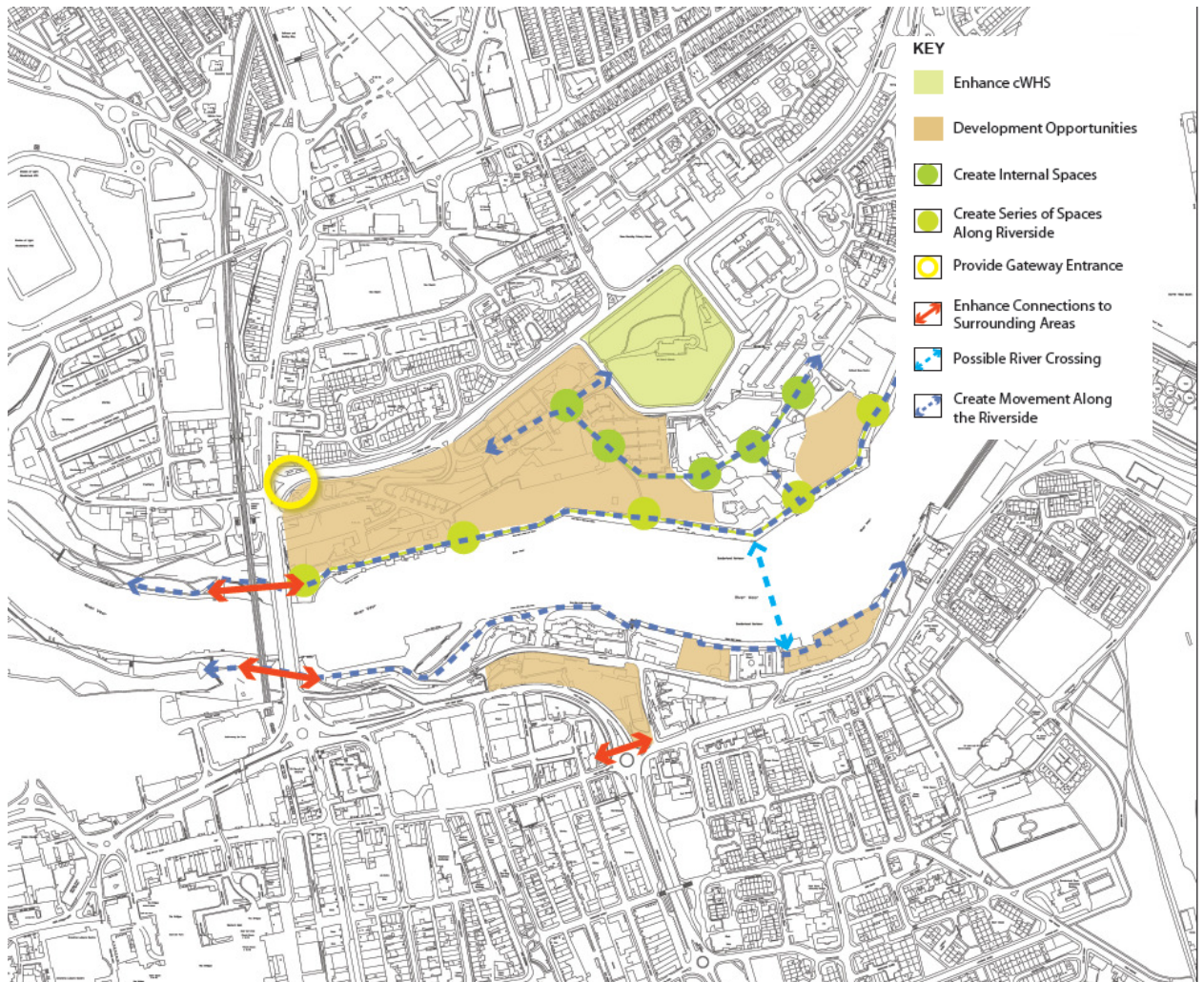


Fig 5.1 Opportunities



## **Weaknesses / Threats**

### *Economic*

- The area has benefited from significant regeneration, however, large vacant sites exist which are preventing the area's full potential from being released;
- The current economic recession is impacting on the short-term viability of schemes;

### *Design*

- Poorly conceived development proposals that fail to achieve a high architectural standard, together with inappropriate landscape treatment, could result in the special character of the area being despoiled, endangering the potential or achieved WHS status.
- Inappropriately located, scaled and designed development that will detract from the strategic and secondary views, identified within the Visual Analysis, particularly those to and from St Peter's Church, the cWHS and the Wearmouth Bridge and inappropriate landscaping that will block views or fail to enhance a view.
- The majority of the SPD area is still dominated by dramatic changes in level which will in some areas restrict the type and amount of development and will raise accessibility issues;
- Contamination and beneath ground structures will need to be considered, together with the susceptibility of any areas to flood risk.

### *Heritage*

- Development along the south bank of the river could impact on the character and appearance of the Old Sunderland Riverside Conservation Area and the East Sunnyside Masterplan.
- Development adjacent to the Wearmouth Bridge that fails to achieve a high architectural standard could detract from this important listed structure.
- The quality of public realm around the cWHS is generally poor and appears tired or unfocused. It lacks a strong sense of place and identity of appropriate quality for the setting of a World Heritage Site;

### *Access*

- Access for pedestrians and cyclists throughout the SPD area is rather fragmented and piecemeal. This is mainly due to a variety of land-uses and because of changes in level due to the area's topography.
- The entrance to St Peter's Church is hidden on the north side and there is no indication at any of the access points that a site of great historic importance has been entered.
- There is a lack of signage for pedestrians, with limited signs from the stations and some road signs are missing.

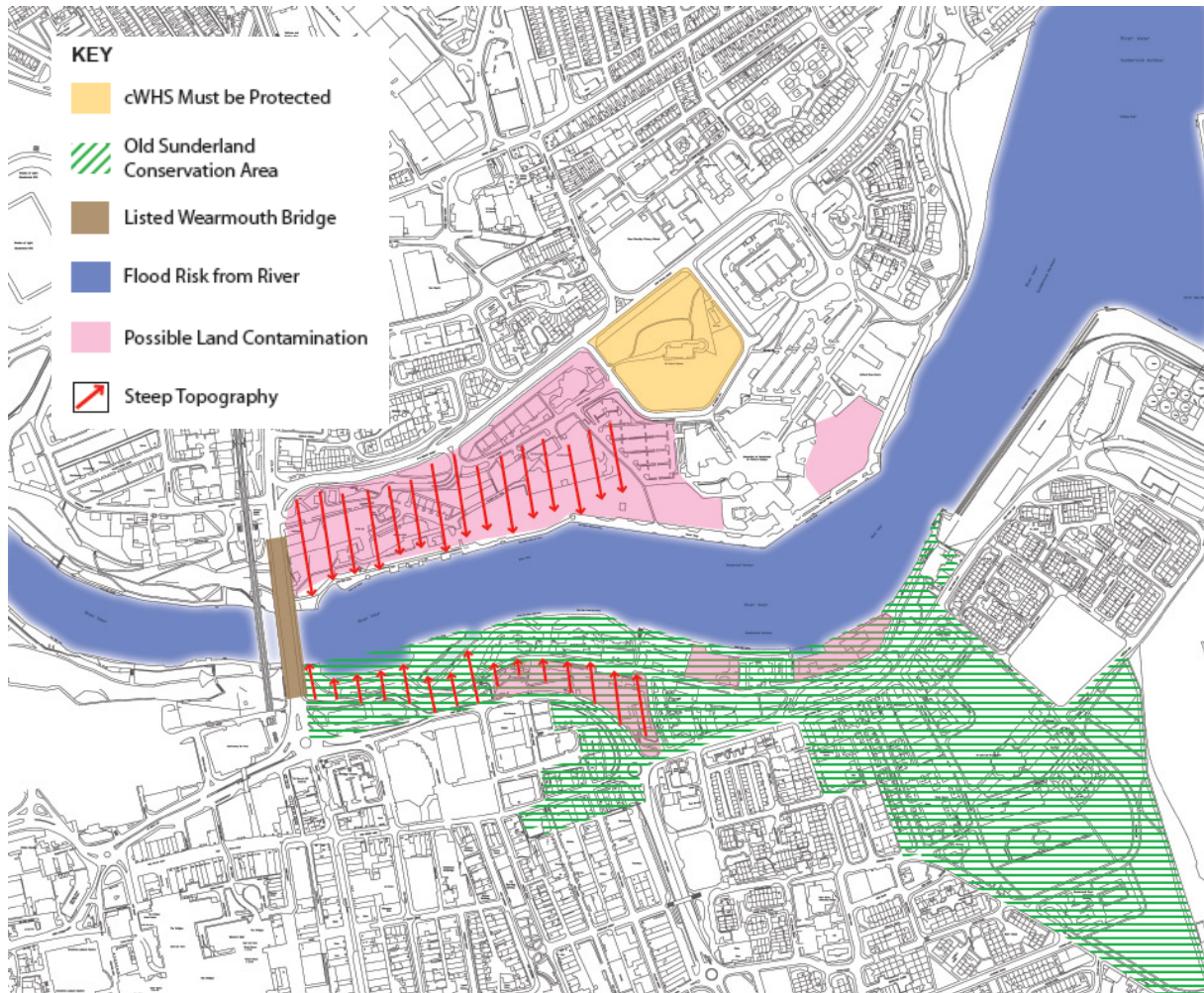


Fig 5.2 Constraints

## Overarching Vision

5.3

A vision for the area has been prepared, which takes into consideration the area's strengths and weaknesses, and delivers a thriving, vibrant and sustainable community. The SPD's vision is that:

*“St Peter's and Panns Bank will be vibrant areas with a mix of uses that promote regeneration and deliver a diverse, thriving economy and sustainable community within a high quality, attractive environment. The University Campus will be a vibrant learning zone, with creative businesses and people occupying cutting edge modern premises driving forward the regeneration of Sunderland. The outstanding heritage value of St Peter's Church and its setting has been conserved and enhanced and provides an internationally important and well-used historical and cultural asset to the City.”*

## **Identification of the Preferred Strategy**

- 5.4 The preferred approach, which has emerged from the research and initial consultation, is to support strategic change on key gateway sites in order to drive forward regeneration and deliver a thriving and prosperous mixed-use area that has an imaginative, high quality townscape set within a superb public realm. At the same time, it is critical that the outstanding heritage value of the cWHS's historical and cultural assets are protected, complemented and enhanced. Accordingly, future change needs to reconcile the need for sustainable regeneration with the need to respect this internationally significant heritage and archaeology. It is this preferred approach which underpins the vision, objectives and area-wide principles which are provided within Sections 7.0, 8.0 and 9.0 of this SPD.

## **Comprehensive Masterplan**

- 5.5 A comprehensive masterplan has been prepared for the SPD area which is provided on Figure 5.3 below. This masterplan identifies the landscaping and public realm improvements around St Peter's Church, the University masterplan, the potential location of buildings on the Bonnersfield, Scotia Quay and Numbers Garth sites, the location of strategic landscaping and public realm improvements and the location of the potential river crossing.
- 5.6 The next step in the process is to define the objectives for the SPD area and provide area-wide principles, together with more detailed guidance for individual sites.

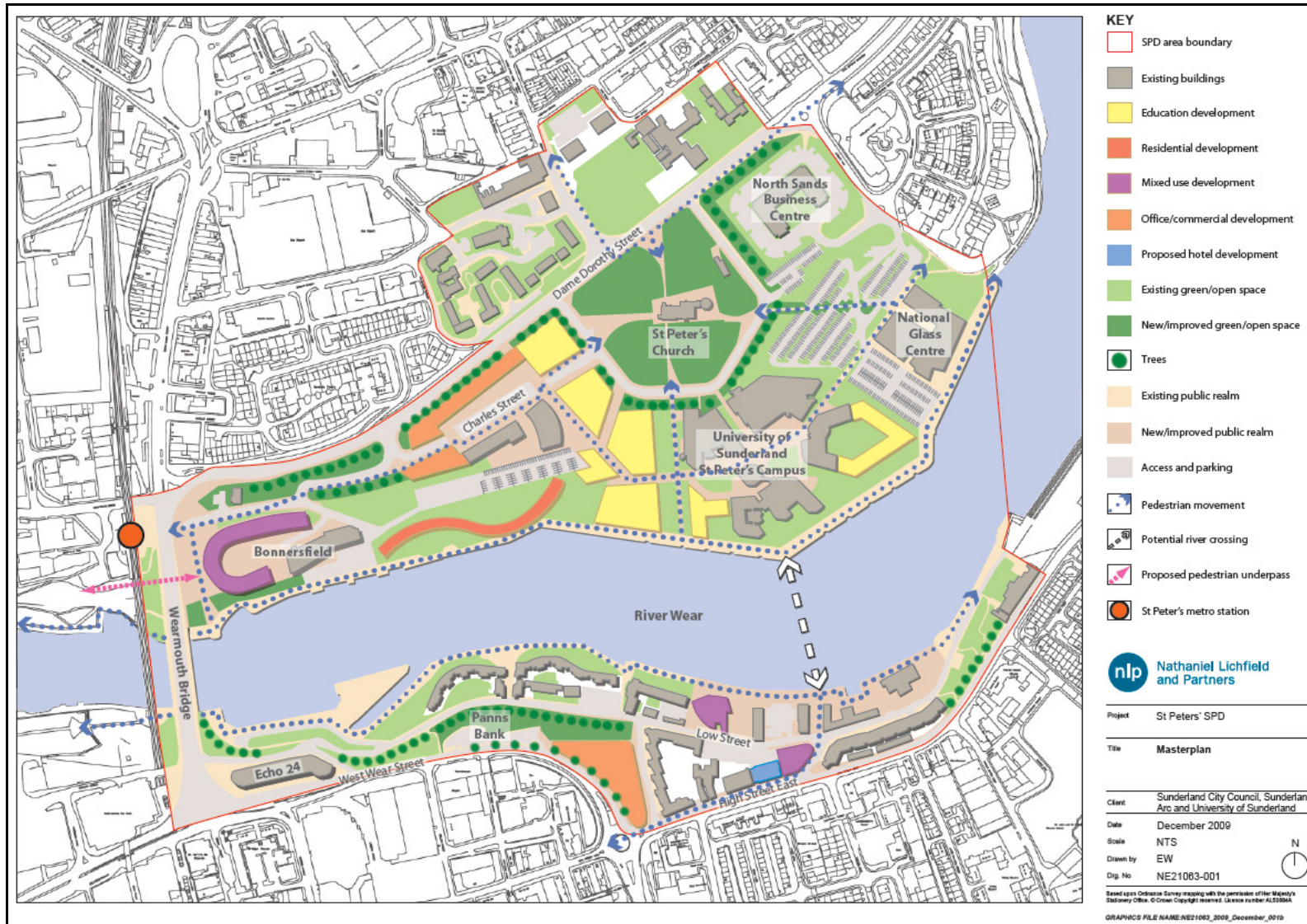


Fig 5.3 Comprehensive Masterplan of the SPD Area

## 6.0 Objectives and Area-Wide Principles

### Introduction

- 6.1 This section of the SPD sets out the objectives for the area which promote regeneration and will create a diverse and sustainable area. The objectives have been developed into principles to guide and control all future development proposals across the whole SPD area. These area-wide principles supplement and provide additional guidance to the relevant adopted policies within the Sunderland UDP (1998) and UDP Alteration No.2 (2007).
- 6.2 A single vision has been prepared for the whole area, as provided in Section 6.0. However, given that the SPD area is bisected by the River Wear and comprises two distinct areas on the northern and southern banks, notwithstanding the visual connection to the cWHS, separate objectives have been prepared for each area, namely St Peter's Riverside and Panns Bank. The area-wide principles have been provided for the whole study area, with more detailed specific development principles and guidance for individual sites being provided within Sections 8.0 and 9.0.
- 6.3 The following sections of the SPD are therefore structured as follows:
- Objectives and area-wide principles and guidance
  - St Peter's Riverside site specific development principles and guidance:
    - Bonnersfield
    - The University of Sunderland - St Peter's Campus
    - St Peter's Church
  - Panns Bank site specific development principles and guidance :
    - Scotia Quay
    - Numbers Garth
    - High Street East
  - River crossing
- 6.4 The Wearmouth-Jarrow Candidate World Heritage Site Management Plan for World Heritage site Status 2010 - Public Consultation Version (April 2009) and the Wearmouth-Jarrow Landscape Vision: Public Realm Strategy (March 2008), together with the Sunderland Central Area Urban Design Strategy have all been considered in the preparation of the principles and guidance for the whole area and individual sites.

## Area Wide Principles and Guidance

- 6.5 St Peter's and Panns Bank are key regeneration areas in prominent gateway locations. These areas have tremendous opportunities to deliver vibrant, mixed-use developments within a high quality, legible, safe and accessible townscape and landscape. However, new developments must protect, complement and enhance the outstanding heritage value of the area's significant heritage assets and important views. Opportunities should also be created for public access to enjoy such views, wherever possible. Accordingly, the following principles, which are applicable across the whole SPD area, balance the need for development, conservation and sustainability and need to be taken into account as part of any future development proposals.

### Land Use

- 6.6 A key aim is to create a vibrant and successful area which continues the ongoing transformation along the riverside and provides an appropriate balance between property development and conservation, sustainability and development in accordance with relevant UDP policies and having regard to Objective 9 of the consultation draft cWHS Management Plan. This will ensure that the significance and values of the cWHS can be sustained through appropriate activities, and contribute to the social and economic development of surrounding communities.
- 6.7 The future plans of the University to increase their competitiveness will be supported. Elsewhere within this area, mixed use developments are considered to be most appropriate in order to deliver a thriving place to live, work and visit.

*Principle AW1: Regeneration and development activity should:*

- *Further develop the University Campus to support its role as a high quality learning environment;*
- *Develop a mix of uses to enhance the vitality and sustainability of the area;*
- *Create high quality residential dwellings of an appropriate type and density for the location; and*
- *Secure a high quality, legible, safe and accessible townscape and landscape.*

### Heritage

- 6.8 The cWHS, including the Grade I listed St Peter's Church, is of outstanding heritage value and its historical and visual context must be conserved and enhanced. Its presence does not prevent development, however, it is most important that the heritage status of the site is sustained and not diminished by inappropriate or potentially damaging development within its defined buffer zone or its wider setting. Furthermore, the SPD area also contains other important heritage assets including six listed buildings and the Old Sunderland Riverside Conservation Area which are of historical and cultural value.

- 6.9 The consultation draft cWHS Management Plan advises it is highly likely that there are archaeological structures, features and deposits which have not yet been identified, much less excavated across the SPD area. Conservation or recording of existing and potential areas of below ground archaeological remains is essential, with a presumption in favour of *in-situ* preservation for any nationally important remains (in accordance with PPG16 and UDP Policy B11).

*Principle AW2: New development or improvement schemes within the SPD area must:*

- *Avoid having an adverse affect on the character and appearance of the cWHS and its setting, particularly by virtue of its scale, massing or design;*
- *Ensure that future proposals protect and enhance St Peter's Church, and other listed buildings and heritage assets including the Wearmouth Bridge and the Old Sunderland Riverside Conservation Area, together with their setting.*
- *Ensure that the archaeological potential of a site is fully assessed in a scheme and works are agreed by the County Archaeologist;*
- *Protect, reinforce and enhance key views and vistas to and from the SPD area and St Peter's Church as well all such views within the SPD area that make a significant contribution to understanding and appreciating the outstanding heritage value of the cWHS; and*
- *Be of a scale, massing and architectural design that protects and enhances the character and setting of any heritage assets.*

### **Design**

- 6.10 National planning policy and guidance places a great importance on high quality and inclusive development which makes places better for people. High quality buildings and public spaces with a strong sense of place can serve to foster civic pride within an area. Any new developments must be designed to a high architectural quality and standard and should consider key views, significant historical and cultural assets including listed buildings and the conservation area, the character and sensitivity of existing landscapes and buildings, biodiversity, flood risk, contamination and ground and water conditions. New development should be of a quality of design that will be valued both now and in the future, and respect the significance of the cWHS in its setting.

*Principle AW3: New development or improvement schemes should:*

- *Deliver development of a high standard in terms of design, materials, overall architectural quality and, ideally, innovation, which responds to its highly sensitive setting and important historic and cultural context.*
- *Create attractive new views and vistas.*
- *Deliver a vibrant and secure street scene, with active ground floor frontages to increase activity within the area and along the riverside; and*
- *Animate frontages through the use of well designed architectural features and materials.*



## Key Views

- 6.11 Development in the SPD area must ensure that the important views and vistas identified in the Visual Analysis are protected, enhanced and adequately safeguarded from potentially damaging development. This approach also accords with consultation draft cWHS Management Plan objective 10. Importantly, proposals should not overawe and dominate St. Peter's Church; this is primarily a concern on the northern bank of the river. A Visual Impact Assessment may be required for major development proposals.

*Principle AW4 - New development or improvement schemes must:*

- *Ensure that key views of St. Peter's Church as outlined below are retained and reinforced. This will require consideration of building heights, locations, masses and forms:*
  - *The view from the current main entrance to the cWHS looking straight (east) onto the West Tower along the alignment of the main door;*
  - *Views down Charles Street that frame the West Tower and Church;*
  - *View from the northern bank of the river looking north to the Church and along the line of key viewpoint 5*
  - *Distant views from Allen House (viewpoint no. 5) on the southern river bank (quayside) and elevated land from West Wear Street (viewpoint no. 4) that provides clear views of the cWHS and its relationship with the river;*
- *Developments immediately outside the boundary of St. Peter's Church, i.e. around St Peter's Way and along parts of Dame Dorothy Street, should not dominate St. Peter's Church by virtue of their height, scale or mass; and*
- *The impact of major development proposals should be assessed against the strategic and secondary views identified in the Visual Analysis to ensure these important views of heritage or urban design merit are protected and enhanced.*

## Public Realm

- 6.12 An attractive public realm helps create a high quality, distinctive 'place' linking different elements of the area. The consultation draft cWHS Management Plan requires the quality of the townscape, public realm and landscape to be enhanced, with Objective 11 stating:

*"Enhance the sense of place and attractiveness of the environs of the Site by creating an imaginative, high quality townscape, landscape setting and public realm commensurate with the status of a World Heritage Site and reflecting the particular values of the Nominated Site."*

- 6.13 Accordingly, the public realm should be improved by high quality landscaping and urban design to enhance the pedestrian experience. In creating an interesting and stimulating public realm issues such as lighting, planting, street furniture, public art, signage and security all need to be considered. There

should be common themes throughout the area including design approaches, palette of materials and street furniture.

*Principle AW5: New development or improvement schemes should:*

- *Deliver public realm improvements to create a safe, attractive, legible well landscaped and accessible environment, with active frontages along key routes, including the riverside;*
- *Use a consistent approach to the design of streetscape materials, street features, landscaping and gateway features and artworks, including the use of branded / bespoke street furniture and signature lighting columns to create a strong sense of identity and improve legibility of the key routes to St Peter's Church;*
- *Use high quality precast concrete paving with insitu Wearmouth-Jarrow waymarking / natural stone paving along the key approaches to the Church;*
- *Use durable, high quality materials, designed to discourage anti-social behaviour;*
- *Locate street furniture and landscaping so that it does not impede movement; and*
- *Use materials and furnishing that responds to the needs of disabled people.*

### **Biodiversity**

6.14 The site lies within the River Wear corridor which is designated as a Wildlife Corridor within the Sunderland Unitary Development Plan. The River Wear is an important wildlife resource. Within the site and surrounding area, species which may occur comprise bats, breeding birds, otters and reptiles, notably slowworms, common lizards and grass snakes, together with locally common invertebrate species of local ecological importance.

6.15 Principle AW6: Biodiversity

- Development proposals should protect and enhance wildlife; and
- Where sites have significant biodiversity interest or recognised local importance, new developments should retain this interest or incorporate it into any development of the site through appropriate habitat creation measures.

### **Accessibility**

6.16 Access for pedestrians and cyclists throughout the SPD area is rather fragmented and piecemeal. This is mainly due to a variety of land-uses and because of changes in level due to the area's topography. In order to deliver a sustainable, vibrant and inclusive area, it is important that accessibility improvements are undertaken. Indeed, Objective 18 of the consultation draft cWHS Management Plan strives for the highest possible levels of accessibility across the cWHS and related attractions without compromising the historic environment, including DDA compliance.

- 6.17 The consultation draft cWHS Management Plan identifies a need for improved signage, which should be considered in the context of English Heritage's 'Streets for All' initiative. There is also a need to reduce street clutter by ensuring that any signage is well-sited and designed, and does not affect adversely the townscape/landscape quality of St Peter's Church and its setting.

*Principle AW7: New development and improvement schemes should:*

- *Increase accessibility throughout the area for pedestrians and cyclists, particularly to and along the river frontage, through providing convenient and safe routes in a pedestrian friendly environment;*
- *Ensure that walking and cycle routes are coherent, overlooked and well lit;*
- *Improve the appearance of the carriageway, footways and associated landscaping to St Peter's Way to enhance the integration of the Church and its grounds into the larger campus of the University, the National Glass Centre and elsewhere;*
- *Improve the appearance of the footways and associated landscaping to Dame Dorothy Street, Charles Street and Church Street North to enhance the experience for visitors approaching the cWHS from the Metro Station and Wearmouth Bridge; and*
- *Deliver improved signage across the SPD area to enhance legibility through the area.*

### **Sustainability**

- 6.18 An overall aim of the SPD is to create a thriving, prosperous and sustainable mixed use area. Sustainable development is the core principle that underpins planning and it seeks to ensure a better quality of life for everyone, now and for future generations. The Government sets out four aims for sustainable development in *A Better Quality of Life - A Strategy for Sustainable Development for the UK*. These are:

- Social progress which recognises the needs of everyone;
- Effective protection of the environment;
- The prudent use of natural resources; and
- The maintenance of high and stable levels of economic growth and employment.

- 6.19 Sustainable development principles and practices must be taken into account in the design, construction, future operation and maintenance of any future development proposals.

*Principle AW8: New development should:*

- *Minimise energy consumption and carbon emissions and maximise the use of renewable sources of energy in accordance with the Core Strategy<sup>1</sup>, including achieving at least the prevailing construction standards set by the Code for Sustainable Homes or BREEAM, or higher as dictated by future legislation;*
- *Use sustainable construction techniques including the use of locally sourced materials and recycling of construction waste, wherever possible;*
- *Maximise the efficient use of water and the re-use of water through mechanisms such as grey water recycling; and*
- *Improve of ecological diversity, particularly through planting of trees and landscape design, with particular regard to native species.*

### **Affordable Housing**

6.20 Any residential development should include a mix of dwelling types and tenures, including affordable housing, to ensure the delivery of a sustainable community. The Core Strategy will provide an up-to-date affordable housing policy and should be referred to for the Council's policy on affordable housing provision when finalised. In the interim, provision should be discussed with the City Council.

*Principle AW9: Developers of schemes which include housing should:*

- *Agree with the City Council the required level of affordable housing provision, in line with UDP Policy H16 or any other adopted policy in place at that time.*

### **Housing Density**

6.21 In order to ensure the efficient use of land in sustainable and accessible locations, the following minimum density should be achieved:

Principle AW10 - Housing Density

- Residential development within 800 metres of St Peter's Metro station should achieve a minimum average housing density of 50 dwellings per hectare, as defined in the City's UDP Alteration No. 2 policy on housing density.

### **Flooding and Drainage**

6.22 A proportion of the SPD area along the river bank has been identified on the Strategic Flood Risk Assessment as being at risk of flooding (Flood Zones 2 and 3). Development should be steered away from these areas by applying the Sequential Test principles, both in a strategic and local context to ensure development is located in the most appropriate locations, in accordance with

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<sup>1</sup> Sunderland City Council's Core Strategy will set out the spatial strategy of the City and will address important city-wide spatial matters including housing, economy, retail and sustainability. It is anticipated that the document will be adopted in November 2011.

Planning Policy Statement (PPS) 25: *Development and Flood Risk*. The area lies predominately within Flood Zone 1, and as such, development should be located within Flood Zone 1 where possible.

- 6.23 It is possible surface water flooding could result from severe localised storms. Accordingly, Sustainable Urban Drainage Systems (SUDS) should be incorporated into new developments to alleviate surface water flooding. Overall, there should be no increase in flooding and no increased risks to people and property.

*Principle AW11: New development proposals should:*

- *Direct development towards areas of low flood risk (that is Flood Zone 1) as identified by the City's Strategic Flood Risk Assessment. Where potential development sites are identified as being at risk (Flood Zones 2 and 3), a sequential and exceptions test will be required in accordance with PPS25. No vulnerable uses, such as residential, should be provided adjacent to the Quay Wall;*
- *Ensure that drainage from new development does not increase flood risk either on-site or elsewhere or increase the risks to people and property;*
- *Incorporate Sustainable Urban Drainage Systems into developments wherever possible; and*
- *Protect the quality of the river and aquifer water.*

### **River Crossing**

- 6.24 In order to enhance wider accessibility between the north and south banks of the River Wear a study has been undertaken to investigate the feasibility of the provision of a ferry. This would enable residents, students, workers and visitors to access Monkwearmouth and Roker areas more easily.
- 6.25 Sunderland Central Area Urban Design Strategy includes a proposal for a low level 'East Bridge' that would connect Panns Bank and the historic Sunderland riverside with St Peter's and Bonnersfield to the north. This is currently a longer-term aspirational project.
- 6.26 A river crossing would facilitate a highly desirable heritage walk that would include the culturally significant centres around the High Street (medieval Sunderland) and Monkwearmouth Shore (cWHS). It would also establish other linkages such as between the coastal footpaths and cycle ways along the Durham and Northumberland Heritage coasts. The ferry option offers greater short-term prospects for providing a feasible low level river crossing between St Peters and the City Centre.

### *Development Principles*

- 6.27 The ferry crossing between St Peter's and Pann's Bank could service several points on the river (not necessarily confined to joining A to B as the bridge

would be) especially once other major development sites along the river corridor are built out. It could double as a tourism / leisure activity, and generally bring much needed activity to the river.

6.28 Any scheme for the 'East Bridge' should be the subject of a design competition to provide an exciting and innovative new city icon. The design for it will need to consider the following development parameters:

- The bridge should be designed to allow the River Wear to remain navigable;
- The bridge's landing points on either side of the river should form the focus of new public spaces as part of the sequence of interlinked spaces along the riverside promenades; and
- Any proposed bridge abutments may require archaeological pre-evaluation,

### **Summary**

6.29 The above principles will help ensure the delivery of a thriving, prosperous and sustainable community at St Peter's which will drive forward the regeneration of Sunderland, whilst protecting and enhancing the outstanding value of the area's historical and cultural heritage. Any future development proposals will be required to demonstrate that full account has been taken of the above principles.

6.30 The next two sections of this SPD provide specific principles and guidance for individual sites within the St Peter's Riverside and Panns Banks areas.

### **St Peter's Riverside Objectives**

6.31 The objectives for St Peter's Riverside are as follows:

- Protect and enhance St Peter's Church and the cWHS and their outstanding heritage value and ensure that any new development protects, complements and enhances their visual, historic and cultural context;
- Further develop the high quality learning zone at the University Campus with the development of strong links to local businesses and partnerships;
- Deliver a prosperous and competitive business environment which stimulates regeneration and increases economic activity;
- Ensure high quality urban design which enhances the setting of the candidate World Heritage Site and the riverside frontage;
- Develop the riverside as a desirable destination in its own right - a place to be seen, with public access to it being maximised;
- Provide an attractive public realm which is active and safe;
- Ensure the area is fully accessible with direct, safe and convenient linkages both to the River Wear and into the wider area; and
- Promote usage of the river as a movement corridor.

### **Panns Bank Objectives**

6.32 The objectives for Panns Bank are as follows:

- Deliver mixed-use sustainable developments which create and support a thriving, vibrant community;
- Create a diverse, attractive and exciting place to live, work and visit;
- Ensure high quality urban design which enhances the area's character and preserves and enhances heritage assets, including listed buildings and the Old Sunderland Riverside Conservation Area;
- Protect and enhance important views and vistas to and from St Peter's Church and the cWHS; and
- Provide accessible routes to, from and within the area with direct, safe and convenient links to the riverside and city centre.

## 7.0 **Site Specific Development Principles and Guidance: St Peter's Riverside**

### **Introduction**

7.1 The St Peter's area, including Bonnersfield, contains a number of prominent buildings, the most important being St. Peter's Church, which together with St. Paul's Church in Jarrow is the United Kingdom's nomination for World Heritage Site status in 2010.

7.2 The area also contains the University of Sunderland's Sir Tom Cowie Campus at St. Peter's where the University has aspirations to further develop its high quality learning centre. Additionally, this area includes the revitalised riverside area which contains the National Glass Centre, St Peter's Sixth Form College, North Sands Business Centre, together with the Bonners Raff residential apartments and business units and services at Charles Street. However, large areas of undeveloped land and expansive areas of grass and car parking are present which present significant development opportunities.

7.3 This section of the SPD provides the site specific development principles and guidance for the following areas:

- Bonnersfield;
- The University of Sunderland - St Peter's Campus; and
- St Peter's Church.

### **Bonnersfield**

#### **Site Context**

7.4 The Bonnersfield site is allocated in the development plan as a Strategic Location for Change and is currently the subject of a planning application for a mixed use development comprising residential units, student accommodation, a hotel and ancillary office and retail floorspace.

7.5 The site is dominated by a steep change in topography and mainly comprises vacant and derelict buildings. The Grade II Listed Wearmouth Bridge lies adjacent to the site and forms a key gateway to the City. Any development will therefore be required to be sympathetic to the bridge's historic character and setting and should protect or preferably enhance views of the bridge from the surrounding area.





Fig 7.1 Aerial Photograph of Bonnersfield

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## **Vision**

7.6 The vision is that:

*“Bonnersfield will be a vibrant, high quality mixed use place to live, work and visit which enhances the profile and image of the City at this key gateway location. Development will preserve or enhance the important setting of Wearmouth Bridge and St Peter’s Church.”*

## **Development Principles and Guidance**

7.7 The next section of this SPD report sets out principles and guidance regarding land use, design, public realm, accessibility, parking and flood risk for Bonnersfield. These will need to be taken into account in any future development proposals. Any development proposals within this area will need to consider guidance within the consultation draft cWHS Management Plan and the Landscape Vision: Public Landscape Strategy. The Council’s Central Urban Design Strategy recognises that this area has a significant opportunity to deliver a substantial mixed-use scheme comprising apartments above commercial ground floor uses that overlook the River Wear and front the St. Peter’s riverside walkway (paragraph 5.180).

## **Land Use**

- 7.8 Within Bonnersfield, any redevelopment proposals should deliver a vibrant, mixed use development. It is envisaged that new housing and / or student accommodation will be a key element of any redevelopment. There may be scope for limited retail, restaurants and café uses, provided that they are ancillary to the overall residential development and do not compete with existing facilities in the City Centre.

*Principle BON1 - Development proposals must comply with the following:*

- *Acceptable uses comprise residential (C3), student accommodation (D1), assembly and leisure (D2), business (B1), ancillary retail (A1) and ancillary restaurants and cafes (A3);*
- *Small scale individual retail, restaurant or café unit to serve the daily needs of local residents and workers as required by Policy NA3B.1 of UDP Alteration No. 2;*
- *Unacceptable uses comprise general industrial (B2) and storage and distribution (B8); and*
- *Uses should complement each other, creating a vibrant area during the day and at night.*

- 7.9 *Alternative uses will be considered on their merits in accordance with the development plan and material considerations.*

## **Design**

- 7.10 Development proposals must deliver a high quality, landmark development at this gateway location, which is adjacent to the Wearmouth Bridge, to create a sense of arrival. Any proposals must ensure that key views within the townscape are either preserved or enhanced and must accord with the maximum building heights provided in the Visual Analysis.

*Principle BON2 - New development must:*

- *Protect or enhance the character and setting of key historic buildings, including Wearmouth Bridge and St Peter's Church, together with important views identified in the Visual Analysis, particularly to and from St Peter's Church, Wearmouth Bridge, West Wear Street (north-westwards), Low Street (westwards) and Sheepfolds North;*
- *Be orientated to maximise opportunities for overlooking the River Wear, whilst also improving access to and public use of the river including the potential for leisure boat mooring facilities along the riverfront;*
- *Ensure that its scale, massing, height and design are respectful of the surrounding area and demonstrate that it will not have an adverse impact on any of the key strategic views within the SPD area;*
- *Be stylish and contemporary and of a very high quality contributing to St Peter's identity of history and innovation;*

- *Development should step up in height from 7 storeys to a maximum of 13 storeys (48m AOD) in zone 1, from 6 storeys to a maximum of 10 storeys (50m AOD) in zone 2 and from 7 storeys to a maximum of 14 storeys (59m AOD) in zone 3 as identified on Figure 13 and in accordance with the Visual Analysis;*
- *Be approximately 3.5m in height at ground floor level to ensure that units are flexible for a range of uses and to create a strong frontage to the public realm;*
- *Use imaginative high quality materials that complement the character of the area and are appropriate to and respect the local context in order to deliver a landmark building at this prominent gateway location;*
- *Provide strategic lighting to illuminate skyline feature buildings and within any planting; and*
- *Use native species, wherever possible, and ensure connectivity to surrounding habitats.*

### **Public Realm**

- 7.11 The Council's objective is to secure a comprehensive approach to delivering good quality public realm in this area, which includes publically accessible riverside squares and terraces which take advantage of the southerly aspect and panoramic views across the river towards Panns Bank. Any development proposals within this area should take into consideration the guidance within the section of the 'Wearmouth-Jarrow Landscape Vision: Public Realm Strategy' that provides details of improvements around St Peter's Metro Station and Wearmouth Bridge which includes the Bonnersfield Site.

*Principle BON3 - New proposals for development should:*

- *Provide a civic space with distinct links to the riverside and St Peter's Metro Station, with an accessible and enhanced riverside public realm;*
- *Ensure that public spaces are overlooked and surrounded by active ground floor frontages;*
- *Ensure that any private amenity space is clearly defined and identifiable; and*
- *Avoid the creation of a wind tunnel or dark/overshadowed public realm, given the location within a river gorge, through the appropriate spacing of buildings; and*
- *Provide high quality precast concrete paving with insitu Wearmouth-Jarrow waymarking.*

- 7.12 *In considering applications for new development, the Council will seek to ensure the above design objectives are not prejudiced.*

### **Accessibility and Parking**

- 7.13 *Principle BON4*

*a) The following accessibility improvements will be sought:*

- *Provision of safe, convenient and direct pedestrian and cycle links, particularly to the river frontage and to the Coast-to-Coast route;*
- *Development of the proposed subway beneath Wearmouth Bridge to provide improved access to the St Peter's Metro station, in accordance with the strategy provided within the Landscape Vision: Public Realm Strategy; and*
- *Minimising gradients within areas of public realm and on walking/cycling routes to maximise usage.*

*b) Developments should comply with the car parking standards provided in UDP Alteration No. 2 Policy TS23A which requires the following:*

- *Residential - developments lying within 400m of a Metro Station should provide an average of 1 space per dwelling and lying between 400 and 800m of a Metro Station should provide an average of 1.25 spaces per dwelling*
- *Business (B1) - development lying within 500m of a Metro station should provide an average of 1 space per 50sqm (gross floor space).*
- *The standards are maxima and are based on averages over the development site area. For mixed use development the relevant standard shall apply to each separate category of development.*

### **Flood Risk**

7.14 The shoreline and low lying areas of this site are at risk from wind generated waves as a result of the fetch across the River Wear. This means that the low lying area along the Quay Wall is at risk of a combination of tidal flooding and wave run up.

7.15 *Principle BON6 - The following must be taken into account:*

- *No built development should take place along the low lying area along the Quay Wall unless in exceptional circumstances and with the Environment Agency's approval.*

## **University of Sunderland, St Peter's Campus**

### **Site Context**

7.16 The University campus has been a significant area of growth and change and has helped contribute towards the regeneration and positive appearance of the riverside area of the City. Indeed, the University's future business success is critical to the economy and prosperity of the City. UDP Alteration Number 2 Policy NA3B.1 identifies this area as a Strategic Location for Change, with the continued growth of the University being fully supported.

7.17 As described in paragraphs 5.30 to 5.34, the University has proposals to redevelop much of the land in its ownership for additional academic, commercial and residential floor space, either student or private. This is intended to create a high quality learning environment and to permit other business partnership and enterprise activity to flourish. It is most important

that the University's aspirations are supported to ensure it remains nationally and internationally competitive.

7.18 Figure 4.3 provided in Section 5.0 illustrate the University's Masterplan Zoning Overview which includes information on building heights, pedestrian routes, green spaces, parking zones, viewpoints and uses.

7.19 The importance of the University is recognised within the consultation draft cWHS Management Plan which states:

*"St Peter's Campus...continues the ethos of the Wearmouth-Jarrow monastery as an international centre for the development of knowledge and creativity" (paragraph 2.4.79)*



Fig 7.2 Aerial Photograph of St Peter's Campus

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## **Vision**

7.20 The vision for the University of Sunderland St Peter's Campus is:

*"A growing and vibrant University Campus providing a world class learning and research environment with strong links to local businesses and partnerships, which will deliver a prosperous and sustainable economy and will act as a catalyst for further regeneration. The area will capitalise upon the riverside setting and new development will create a high quality and appropriate setting for St Peter's Church and the cWHS."*

## **Development Principles and Guidance**

7.21 The next section of this SPD sets out principles and guidance regarding land use, design, public realm / landscaping, accessibility / parking and flood risk for St Peter's Campus. These will need to be taken into account in any future development proposals. Any development proposals within this area should take into consideration the guidance within the consultation draft cWHS

Management Plan, together with the Landscape Vision: Public Realm Strategy which specifically provides details of improvements across the University's land.

### **Land Use**

7.22 Any redevelopment proposals should deliver a vibrant development which supports the growth and increases the competitiveness of the University, whilst acting as a driver for continued regeneration. Educational and business / research buildings are likely to be the primary use in accordance with Policy NA3B.1 of UDP Alteration No. 2 and the University's Masterplan. It is envisaged that new housing and / or student accommodation will also be provided. There may be scope for limited retail, restaurants and café uses, provided that they are ancillary to the overall development and do not exceed the relevant floorspace limits for the Bonnersfield/St Peter's Area as defined in policy NA3B.1 of UDP Alteration No. 2 (see Appendix 2). The relevant UDP policies are summarised in Appendix 2.

7.23 *Principle UNI1 - Development proposals must comply with the following:*

- *Acceptable uses comprise business (B1), assembly and leisure (D2), residential (C3), student accommodation (D1), ancillary retail (A1) and ancillary restaurants and cafes (A3). It is envisaged that new educational and business / research buildings will be a key element of any redevelopment;*
- *Any ancillary retail, restaurant or café development must serve the daily needs of local residents and workers;*
- *Unacceptable uses comprise general industrial (B2) and storage and distribution (B8); and*
- *Uses should complement each other, creating a vibrant area during the day and at night.*

7.24 *Alternative uses will be considered on their merits in accordance with the development plan and material considerations.*

### **Design**

7.25 Development proposals should reflect the architectural quality and diversity of the existing imaginative, contemporary University buildings and National Glass Centre area, ensuring that new developments are of a similarly high architectural standard and design quality which contributes towards St Peter's identity of history and innovation. It is most important that the outstanding heritage value of St Peter's Church and the cWHS is preserved, complemented and enhanced, with any proposals being sympathetic to their special character.

7.26 Views and vistas to and from the cWHS, as identified in the Visual Analysis and Section 5, should be protected, enhanced and adequately safeguarded in accordance with consultation draft cWHS Management Plan objective 10.

*Principle UNI2 - Redevelopment proposals should:*

- *Reflect the architectural quality and design of the existing educational buildings to create a strong identity;*
- *Be of an architectural design approach that protects or enhances the setting of St Peter's Church and complements and integrates with the existing educational buildings;*
- *Be of scale that responds to topography and to local and strategic views identified in the Visual Analysis, including those to and from St Peter's Church, Charles Street, Wearmouth Bridge, West Wear Street, Allen House and Low Street;*
- *Spacing between buildings must be of sufficient width to preserve meaningful key views, for example between the cWHS and the river or from Charles Street.;*
- *Be of a scale that does not exceed the maximum building heights as indicated in Table 4 and as identified on Figure 14 in accordance with the Visual Analysis; and*
- *Storey height at ground floor level should be 3.5 metres to ensure that units are flexible for a range of uses and to create a strong frontage to the public realm.*
- *The site layout should accord with the layout shown on the Indicative Masterplan for the SPD area provided on Figure 5.3.*

### **Accessibility / Parking**

- 7.27 The University generates significant vehicle movements, which will increase along with demand for car parking as intensification of development within the University site takes place. Accordingly, it is important that parking supply is carefully managed to ensure that parked vehicles associated with the University do not spill-over into neighbouring areas. This may need to be managed through the development of basement / undercroft car parking combined with the development of the University's travel plan to increase the number of people using public transport, car sharing etc.
- 7.28 The Masterplan in the Wearmouth-Jarrow Landscape Vision: Public Realm Strategy provides in the long term for Charles Street to assume the role of principal pedestrian route to St Peter's from Wearmouth Bridge. This prioritisation recognises not only that the Church already provides the focus for views along Charles Street but also that it is quieter than Dame Dorothy Street. This however will become a lot busier as the University Campus develops, especially if St Peter's Way was to close. There is also the potential for this avenue to allow the University Campus to form an integral contribution to this celebratory route.
- 7.29 It is proposed that St Peter's Way south of the Charles Street / National Glass Centre footpath junctions provides for pedestrian priority with restrictions on vehicular movements.

*Principle UNI4 - Development proposals should:*

- *Make provision for Charles Street to assume the role of principal pedestrian route to St Peter's from Wearmouth Bridge, with trees used to frame views to the Church and for pedestrian priority with a restriction on vehicular movements along St Peter's Way south of the Charles Street / National Glass Centre footpath;*
- *Promote the use of public transport, including the bus and metro;*
- *Provide car parking in discrete locations in order to reduce its visual impact;*
- *Improve access for pedestrians and cyclists, including linkages to St Peter's Church, the waterfront and Coast-to-Coast cycle route;*
- *Make provision for a pedestrian shared surface at the junction between Charles Street / Dame Dorothy Street to provide a pedestrian crossing point to both Dame Dorothy Street and Charles Street routes to St Peter's Church; and*
- *Comply with the car parking standards provided in UDP Alteration No. 2 Policy T23A which requires the following:*
  - *Residential - developments lying within 400m of a Metro Station should provide an average of 1 space per dwelling and lying between 400 and 800m of a Metro Station should provide an average of 1.25 spaces per dwelling*
  - *Business (B1) - development lying within 500m of a Metro station should provide an average of 1 space per 50sqm (gross floor space).*
  - *The standards are maxima and are based on averages over the development site area. For mixed use development the relevant standard shall apply to each separate category of development.*

### **Public Realm / Landscaping**

- 7.30 Landscaping and public realm proposals for this area must be of a high standard to enhance the setting of the existing award winning University Campus buildings, provide a high quality environment for the proposed buildings and to enhance the setting of the cWHS. Specifically, the public realm should provide a visual focus at the eastern end of Charles Street, provide linkages to the river and must not obscure key views as detailed in the area specific guidance.
- 7.31 The public realm and landscaping should accord with the approach set out within the Wearmouth-Jarrow Landscape Vision: Public Realm Strategy. The overall masterplan for this area is provided on Figure 7.3.





Fig 7.3 Landscape Masterplan as Illustrated in the Public Realm Strategy

Image Produced by Space Architecture

7.32

The existing situation and proposed improvements within the Charles Street area and around the National Glass Centre are illustrated on Figures 7.3 - 7.4.

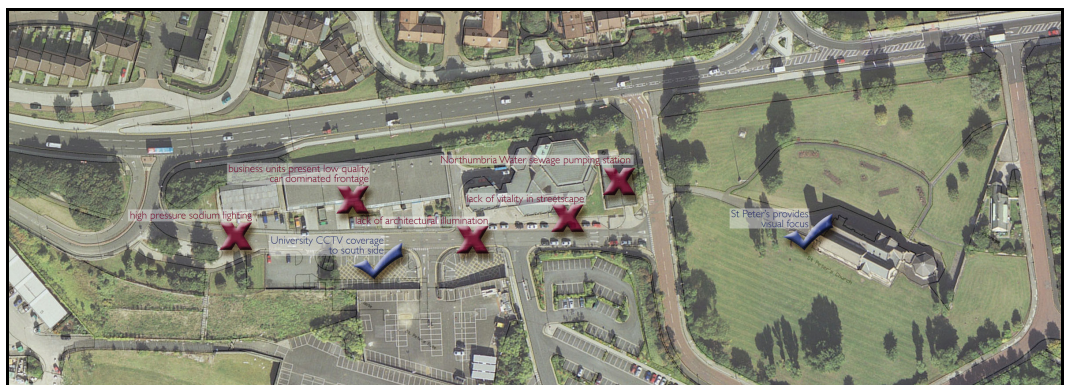


Fig 7.4 Charles Street - Existing Situation as Illustrated in the Public Realm Strategy

Image Produced by Space Architecture



Fig 7.5 Charles Street - Proposed Improvements as Illustrated in the Public Realm Strategy

Image Produced by Space Architecture



Fig 7.6 National Glass Centre - Existing Situation as Illustrated in the Public Realm Strategy

Image Produced by Space Architecture



Fig 7.7 National Glass Centre - Proposed Improvements as Illustrated in the Public Realm Strategy

Image Produced by Space Architecture

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7.33

Principle UNI5 - Development proposals should:

- *Provide a series of connected spaces situated along a main pedestrian avenue through the site and to the riverside;*
- *Encourage movement through the area to ensure that the site is well used;*
- *Provide public realm enhancements along the Riverside Walk to encourage east/west pedestrian movement;*
- *Deliver public realm improvements along St Peter's Way and Charles Street to enhance the setting of St Peter's Church in accordance with Principle UNI4;*
- *Ensure that soft landscaping proposals do not obscure key views to and from St Peter's Church but reinforce and enhance them;*
- *Upgrade street lighting with signature lighting columns along Charles Street;*  
*and*
- *Overall, the public realm should be updated to accord with the proposals set out within the Wearmouth Jarrow Landscape Vision - Public Realm Strategy*

### **Flood Risk**

7.34

The southern section of this site is identified as being at risk of flooding on the Strategic Flood Risk Assessment. However, a more detailed Flood Risk Assessment undertaken by WSP on behalf of the University identifies that their site does not lie within an area at risk of flooding. Discussions will therefore be

required with the Environment Agency to clarify whether any additional work will be required.

## **St Peter's Church and the candidate World Heritage Site**

### **Site Context**

7.35 The Grade I listed St Peter's Church and the surrounding buried archaeological remains of the monastery, themselves a scheduled monument, form a fundamental element of the cWHS and area of outstanding heritage value. Development within the SPD area therefore needs to be sensitively managed to ensure the cWHS and its setting are conserved and enhanced.

7.36 Strategic Vision 2 of the consultation draft cWHS Management Plan states:

*"The outstanding value of Wearmouth-Jarrow's unique heritage and related values will be conserved in line with international and national policy guidelines to benefit and inspire future generations.*



Fig 7.8 Aerial Photograph of St Peter's Church and the candidate World Heritage Site

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### **Vision**

7.37 The vision for this area is that:

*“St Peter’s Church and the cWHS will be an outstanding area of historical and cultural importance set within a high quality landscaped environment that creates a world-class sense of place. Investment and development in the buffer zone will have secured a healthy economy and supported sustainable regeneration, whilst respecting the area’s visual and historic context. Visitor numbers will have increased in a sustainable manner through a whole package of integrated works assisted by improved access arrangements including an improved public realm, signposting and interpretation material. The nationally important archaeology within the churchyard has been preserved in situ”.*

### **Development Principles and Guidance**

- 7.38 The next section of this SPD report sets out principles and guidance regarding land use, archaeology, key views, design and public realm and landscaping for St Peter’s Church. These will need to be taken into account in any future development proposals. Any proposals for change within this area must consider the consultation draft cWHS Management Plan, together with Landscape Vision: Public Realm Strategy which provides specific guidance in relation to St Peter’s Church and the churchyard.

### **Land Use**

- 7.39 The outstanding heritage value of the cWHS and its historical and visual context must be conserved and enhanced. Development which would have an adverse affect on its character and appearance will not be permitted. Due to its importance, it is unlikely that any built development will be allowed within the churchyard. However, the cWHS will raise awareness and bring increased tourism, enhancing its educational value, whilst creating jobs and supporting the local economy. Accordingly, physical development within the churchyard will therefore need to demonstrate its compatibility with the aims of safeguarding the importance of the cWHS.
- 7.40 The consultation draft cWHS Management Plan sets out a framework for the future management of St Peter’s Church and the cWHS and includes a wide range of actions that are needed to conserve and enhance the outstanding heritage value of the Site in the coming years. It is of fundamental importance that any development within the churchyard accord with the cWHS Management Plan, enabling the implementation of its actions and with the St Peter’s Church masterplan contained in the Landscape Vision: Public Realm Strategy.

*Principle CH1 - Development proposals must comply with the following:*

- *No development should occur within the boundary of the cWHS unless it has been demonstrated that its outstanding heritage value will be preserved or enhanced;*
- *Development proposals which promote St Peter’s Church as a major visitor attraction and education facility will be supported provided there are no harmful effects on the cWHS; and*

- *Development proposals must accord with the cWHS Management Plan Objectives and Action Plan, together with the St Peter's Churchyard Masterplan provided in the Landscape Vision: Public Realm Strategy.*

### **Archaeology**

- 7.41 The churchyard contains internationally important archaeological remains of the Monkwearmouth Anglo-Saxon monastery and Medieval Priory Scheduled Monument. These remains are irreplaceable and are an extremely valuable educational resource.
- 7.42 Any works that would affect the scheduled monument will require Scheduled Ancient Monument consent and proposals which would have a harmful effect will not be permitted.
- 7.43 The excavations undertaken at St Peter's demonstrated good preservation of most types of archaeological remains. Changes in ground conditions and potential for disturbance are considered minimal, not least because the site is overlain by deep ballast deposits which have the effect of conserving these deposits at low levels. Accordingly, archaeology across the site has exceptional future potential.

### *Principle CH2*

- *Schemes within the scheduled monument must conserve archaeological remains in-situ and minimise any disturbance; and*
- *Schemes within the scheduled monument must not be implemented until scheduled monument consent and all other requisite consents have been obtained, which could include listed building consent.*

### **Public Realm and Landscaping**

- 7.44 The open space that surrounds St Peter's Church and forms part of the cWHS is a valued local park, an area with significant archaeological sensitivity and potential, and an important local setting for the church buildings (draft cWHS Management Plan, paragraph 4.5.63). However, the Landscape Vision identifies that the amenity grassland currently does not inspire or reflect global significance.
- 7.45 Furthermore, some of the existing trees obstruct strategic views, including the churchyard poplars which currently obstruct the view to the west porch. The Masterplan for St Peter's Churchyard provided within the Landscape Vision: Public Realm Strategy identifies that they be removed.
- 7.46 As identified in the consultation draft cWHS Management Plan Objective 8 and Landscape Vision, there is a need to retain the historic sacred space whilst reconnecting it to the surrounding area. There is also a need to raise awareness of the significance of the monastic site through innovative and appealing interpretation that enables all users to take part in an exciting

journey of discovery in accordance with Objective 13 of the consultation draft cWHS Management Plan.

7.47

The existing situation at St Peter's Churchyard and proposed landscape improvements are provided within the Landscape Vision: Public Realm Strategy is illustrated on Figures 7.9 and 7.10.

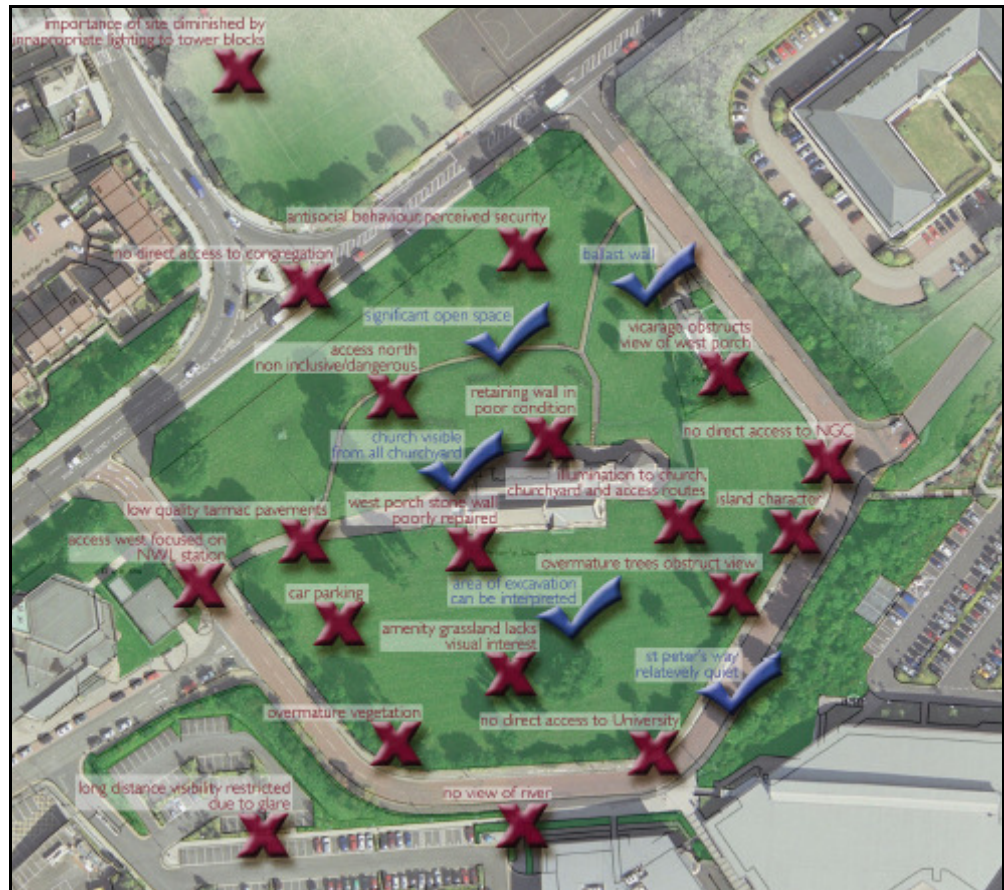


Fig 7.9 St Peter's Churchyard - Existing Situation as Illustrated in the Public Realm Strategy

Image Produced by Space Architecture



Fig 7.10 St Peter's Churchyard - Proposed Improvements as Illustrated in the Public Realm Strategy

Image produced by Space Architecture

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*Principle CH3 - Improvement schemes should:*

- *Accord with the principles of St Peter's Churchyard Masterplan provided within the Landscape Vision: Public Realm Strategy;*
- *Provide public realm and landscape improvements to create a contemporary urban landscape setting that responds to and enhances St Peter's Church and churchyard, ensuring that the churchyard regains a distinctive and appropriate landscape character which reflects global significance;*
- *Remove trees and vegetation that obstruct strategic views to and from the Church and provide new landscaping that reinforces and enhances key views; and*
- *Improve interpretation of the most significant historical and cultural assets within and around the churchyard to increase understanding and enhance the visitor experience.*



### **Accessibility**

- 7.48 In accordance with Objective 18 of the consultation draft cWHS Management Plan, the highest possible levels of accessibility should be provided without compromising the historic environment.
- 7.49 The Masterplan within the Public Realm Strategy provides for four main arrivals from Charles Street, Monkwearmouth Village, the National Glass Centre and the University of Sunderland. The principle material for all routes will be high quality natural stone responding to the architecture. All routes should be softly illuminated at night to improve safety and visibility across the site.

*Principle CH4 - Development proposals should:*

- *Deliver four gateway arrivals from the National Glass Centre, the University Campus, St Peter's Way adjacent to Charles Street, and Dame Dorothy Street to give visitors a heightened sense of arrival at a location that is of international significance; and*
- *Use high quality natural stone as the principle material for all routes through the churchyard and ensure routes are gently illuminated at night to improve safety.*

## 8.0 **Site Specific Development Principles and Guidance: Panns Bank**

### **Introduction**

8.1 The Panns Bank area extends from Wearmouth Bridge in the west to Corporation Quay in the east, and lies within the Old Sunderland Riverside Conservation Area. The monastery had lands on the south bank of the Wear and this area is also of high archaeological potential. The area is characterised by a number of renovated listed buildings, the historic street layout of High Street East and West and steep topography towards the riverside. As a result of the steep topography, streets run north-south towards and from the river and east-west along Pann's Bank and High Street East and West. There are poor visual and physical connections with the city centre to the south.

8.2 Recent developments such as the Echo 24 building have increased the level of activity in the area. However, there are a number of currently undeveloped sites which offer the opportunity to enhance the vibrancy of the area and introduce developments which maximise the riverside location and protect key views of St Peter's Church.

8.3 Due to the barrier caused by the River Wear, the area is relatively detached from the St Peter's/Bonnorsfield area. In this regard, the Central Area Urban Design Strategy suggests that a ferry crossing or pedestrian bridge should be explored to enhance accessibility and connectivity.

8.4 This section of the SPD provides the site specific development parameters for the following areas:

- Scotia Quay;
- Numbers Garth;
- High Street East; and
- River Crossing.

### **Scotia Quay**

#### **Site Context**

8.5 Scotia Quay is a vacant site immediately west of Wylam Wharf within the Old Sunderland Riverside Conservation Area. The surrounding area has benefited from significant regeneration which has delivered a mix of uses including bars, restaurants, offices and apartments. A development opportunity exists to deliver a high quality scheme on this key site on the river frontage. This site has the potential to accommodate a ferry, providing a public transport link to the north shore. A study has been undertaken to determine its feasibility.



Fig 8.1 Aerial Photograph of Scotia Quay

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### **Vision**

8.6 The Vision for the Scotia Quay is that:

*“Scotia Quay will be a vibrant, thriving area with a diversity of uses. Imaginative new development of a high quality architectural design standard will have enhanced the historical value of the conservation area and taken advantage of the prime water front location and opportunities to improve physical connections. Scotia Quay will have respected St Peter’s Church through enhancing key views, particularly the key view from Allan House, identified on Figure 14.”*

### **Development Principles and Guidance**

8.7 The next section of this SPD sets out principles and guidance regarding land use, design, open space / public realm / connectivity and flood risk for Scotia Quay. These will need to be taken into account in any future development proposals.

### **Land Use**

8.8 Within Scotia Quay, any redevelopment proposals should deliver a vibrant, mixed use development which complements and diversifies existing uses, whilst reinforcing and enhancing the area’s historic character.

*Principle SC1 - Development proposals must comply with the following:*

- *Appropriate uses comprise light industry, offices, research and development (B1), food and drink (A3, A4) and student accommodation in accordance with Policy SA5.2 of the adopted UDP; and*
- *Alternative uses will be considered on their merits in accordance with the development plan unless material considerations indicate otherwise.*

### **Design**

- 8.9 Any proposals for development of this key waterfront location should be of the highest design quality and should reflect the architectural quality and diversity of this area, whilst conserving and enhancing the conservation area. Pastiche of the local historical architectural form will be resisted.
- 8.10 Development of between 4 - 6 storeys (maximum of 24m AOD<sup>2</sup>) at Scotia Quay is considered to be acceptable as this is in keeping with the scale of the development along the southern riverside and Low Street.
- 8.11 Development at Scotia Quay should seek to provide a viewing corridor towards the northern riverside and proposed St Peter's area developments. It will be important to ensure that the massing of development at Scotia Quay does not have a significant negative impact on the adjacent listed building at Wylam Wharf, therefore the location and footprint of the proposed development should be carefully considered. The development will need to provide a frontage to the riverside and Low Street, and should encourage movement between the two.

*Principle SC2 - Proposals for the site should accord with the following principles:*

- *Development should be to a high quality architectural design standard and finish which complements and enhances the existing riverside development;*
- *Proposals should respect the character and setting of the Old Sunderland Conservation Area and adjacent historic buildings, such as those at Wylam Wharf;*
- *Proposals should not exceed 6 storeys (24m AOD) in overall height to reflect development at Wylam Wharf and along Low Street and in order to maintain views from the northern bank of the River Wear, particularly from the University Campus;*
- *Storey height at ground floor level should be 3.5 metres to ensure that units are flexible for a range of uses and to create a strong frontage to the public realm; and*
- *Dual frontage schemes will be encouraged.*

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<sup>2</sup> The storey height has been calculated based on a ground floor storey height of 3.5m and a height of 3m for the additional storeys.

### **Open Space / Public Realm / Connectivity**

- 8.12 Given the prominent location of this site adjacent to the river it is important that an area of high quality open space is provided which links to the riverside footpath. The development should address this waterfront route with active frontages.

*Principle SC4: Development proposals should:*

- *Provide an area of high quality open space / public realm which is connected to the riverside footpath between Allan House and Wylam Wharf;*
- *Create movement through the development to Low Street;*
- *Use materials of a high quality finish which respect the historic surroundings; and*
- *Extend the riverfront pedestrian/cycle route through the development site.*

### **Flood Risk**

- 8.13 The Environment Agency's detailed flood zone maps show the site as lying in Flood Zone 1, an area not at risk of flooding. However, the Strategic Flood Risk Assessment identifies the site as lying within Flood Zone 2, an area at risk from flooding. Accordingly, advice will be required from the Environment Agency in respect of any future development proposals at this site.

- 8.14 National planning guidance contained within Planning Policy Statement 25 (PPS25): *Development and Flood Risk* has a presumption against development in areas at risk of flooding, unless in exceptional circumstances. Table D2 in PPS25 provides a classification of different uses and their vulnerability, with residential uses being identified as a more vulnerable use and cafes, restaurants and offices being classified as less vulnerable uses.

- 8.15 Any development proposals for non-water compatible development (including less and more vulnerable uses) in this area must pass the Sequential and Exception Tests as set out in PPS25 where it must be demonstrated that there are no available alternative sites in areas at a lower risk of flooding, that the development provides wider sustainability benefits and that the development will be safe, without increasing flood risk elsewhere.

*Principle SC5*

- *Proposals for new development will not normally be permitted in areas identified as being at risk of flooding unless the Sequential and Exceptions Tests have been passed in accordance with the approach set out in Planning Policy Statement 25: Development and Flood Risk.*

## Numbers Garth

### Site Context

- 8.16 The site lies in a prominent location in the Old Sunderland Riverside Conservation Area, at the junctions of High Street West, West Wear Street and Sans Street. These latter two streets form part of the inner ring road. The site is bounded by Panns Bank to the north, Russell Street to the east and West Wear Street to the west.
- 8.17 The site has a dramatic topography, sloping from the junction of High Street West and West Wear Street down towards Pann's Bank. This site provides an exciting opportunity to deliver a key development on a currently vacant site.



Fig 8.2 Aerial Photograph of Numbers Garth

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### Vision

- 8.18 This vision for this area is that:

*“Numbers Garth will accommodate a vibrant, high quality, imaginative development situated at an important gateway within the City Centre. The development will have enhanced the historical value of the surrounding conservation area,, whilst driving forward the area’s continued regeneration and providing a cliff-top walkway affording views of the river corridor and St Peter’s Church”.*

## **Development Principles and Guidance**

- 8.19 This section sets out principles and guidance regarding land use, design, open space / public realm and accessibility for Numbers Garth.

### **Land Uses**

- 8.20 Any redevelopment proposals should deliver a vibrant, mixed use development at this key gateway location, which includes diverse employment generating activities and provides commercial ground floor uses.

*Principle NG1 - Development proposals must comply with the following:*

- *Appropriate uses include offices (B1) and specialist housing in accordance with adopted UDP Policy SA54.11;*
- *The site lies within the city centre boundary defined by Alteration No. 2 and alternative uses will be considered on their merits in accordance with the adopted UDP, Alteration No.2 and Planning Policy Statement 6 (PPS6): Planning for Town Centres, unless material considerations indicate otherwise.*

### **Design**

- 8.21 Development proposals at this prominent central area gateway will need to be of a high architectural quality and finish and must enhance the character of the Old Sunderland Riverside Conservation Area.
- 8.22 Numbers Garth has a dramatic topography, rising sharply from Panns Bank to West Wear Street. Adjacent to West Wear Street the site offers high level panoramic views towards St Peter's and the sea. The site also lies adjacent to the North East Sector of Sunnyside, where it has been identified within the Sunnyside Planning and Design Framework that views should be maintained towards St Peter's and the northern side of the river. It is therefore important that development at Numbers Garth does not jeopardise the delivery of the masterplan for Sunnyside.
- 8.23 As such a stepped approach to the scale of development on Numbers Garth is considered to be most appropriate in order to maximise views. A stepped approach will also allow for smaller, fine grain development to reflect the existing urban grain along the southern side of the river. Given the significant change in levels between West Wear Street and the North East Sector of Sunnyside, and the opportunity to provide a frontage to West Wear Street and offer views to St Peter's, 6 storeys is considered acceptable for development adjacent to the junction of West Wear Street and High Street East, in line with the guidance adopted in Section 5.202 of the Sunderland Central Area Urban Design Strategy. A maximum height (AOD) of 40m<sup>3</sup> has been determined as an

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<sup>3</sup>The storey height has been calculated based on a ground floor storey height of 3m and a height of 3m for the additional storeys.

appropriate height for development. It is considered that this will protect views from the North East Sector of Sunnyside and provide a frontage on to West Wear Street. It is proposed that a maximum height of 41m (AOD) be set for development on the junction of West Wear Street and High Street East to provide a landmark feature at a gateway to the city from the east. These heights reflect the scale of development along High Street East and West. An innovative design response will also be required in order to create a gateway development that does not infringe upon views to and from Sunnyside.

8.24 A maximum height of 30m (AOD) at Panns Bank is recommended on the basis that it will reflect the scale of existing development along Low Street and the southern riverside. It will also allow for views from development adjacent to West Wear Street to be maintained. It is considered that development along Russell Street should step in height from 30m (AOD) at the junction with Panns Bank to 41m (AOD) at the junction with High Street West, similar to the existing development on the eastern side of Russell Street. Part of the site's northern boundary with Pann's Bank is allocated as amenity land and urban green space within the UDP Policies L7 and B3 and should be protected from development which would have a serious adverse effect on its value.

8.25 By creating a development that steps up from Panns Bank to West Wear Street the massing of the development will be reduced, hence softening the appearance of the development when viewed from the north bank of the river and protecting views from Sunnyside.

*Principle NG2 - New development should:*

- *Provide a landmark development at the junction of High Street East and West and West Wear Street;*
- *Preserve or enhance the character and appearance of the Old Sunderland Conservation Area through delivering a development of a high architectural standard with materials of a good quality finish;*
- *Consider a contemporary architectural approach, punctuating the southern gateway to the SPD area;*
- *Address West Wear Street, Russell Street and Pann's Bank with active frontages being provided to increase surveillance wherever possible, taking into consideration the change in level;*
- *Maximise views from the site across the river (from a cliff-top walkway);*
- *Not exceed 6 storeys (41m AOD) at the junction of West Wear Street and High Street West;*
- *Not exceed 4 storeys (30mAOD) along Panns Bank.*
- *Step up in height along Russell Street from 30m (AOD) at the junction with Panns Bank to 41m (AOD) at the junction with High Street East and West;*
- *Provide a storey height at ground floor level, taking into a consideration change in levels, of at least 3.5 metres to ensure that units are flexible for a range of uses and to create a strong frontage to the public realm; and*
- *Should retain the area open space / amenity land identified under UDP Policies L7 and B3 along part of the northern boundary with Panns Bank.*



### **Open Space / Public Realm / Accessibility**

- 8.26 A high standard landscape and public realm, using good quality finishes, should be provided as an integral element of any development scheme. Vehicular access to the site and egress from it is difficult and this should be addressed, with access for pedestrians, cyclists and vehicles to the wider area being enhanced.
- 8.27 This site must respond to the development proposals at Sunnyside North and could include a surface level at-grade pedestrian crossing at West Wear Street and also provide access to the cliff top walkways to the north. The proposals to introduce additional pedestrian crossing facilities on West Wear Street would need to be considered on merit in relation to any development proposals put forward, including the need to accommodate pedestrian desire lines and movement balanced against road safety and accident history.

*Principle NG3 - New development and improvement works should seek to deliver the following:*

- *Public realm improvements on High Street West to enhance the pedestrian environment, albeit any frontage may be limited due to the site's topography;*
- *Signalisation of the junction of Sans Street, West Wear Street and High Street West to improve the pedestrian gateway to the Panns Bank area and the link to the City Centre; and*
- *Provision of pedestrian crossing facilities at West Wear Street close to the junction with High Street West, if appropriate, and also provision of access to the cliff top walkways to the north.*

### **High Street East**

#### **Site Context**

- 8.28 High Street East lies within the Old Sunderland Riverside Conservation Area and forms part of an historic route linking Old Sunderland to the east of the city centre with Bishopwearmouth to the west. The Grade II Listed Sunderland Exchange Building is the only listed building on the High Street within the SPD area. There are other listed buildings on the High Street nearby such as 49-50 High Street East, 51 High Street East, 170 - 175 High Street West and Bridge House.
- 8.29 Uses along High Street East include public houses, residential dwellings, business incubator units at the Eagle Building and function suites in the Exchange Building. Planning permission has recently been granted for a hotel on the site to the east of the Exchange Building which would re-establish a built frontage down to Bodlewell Lane.

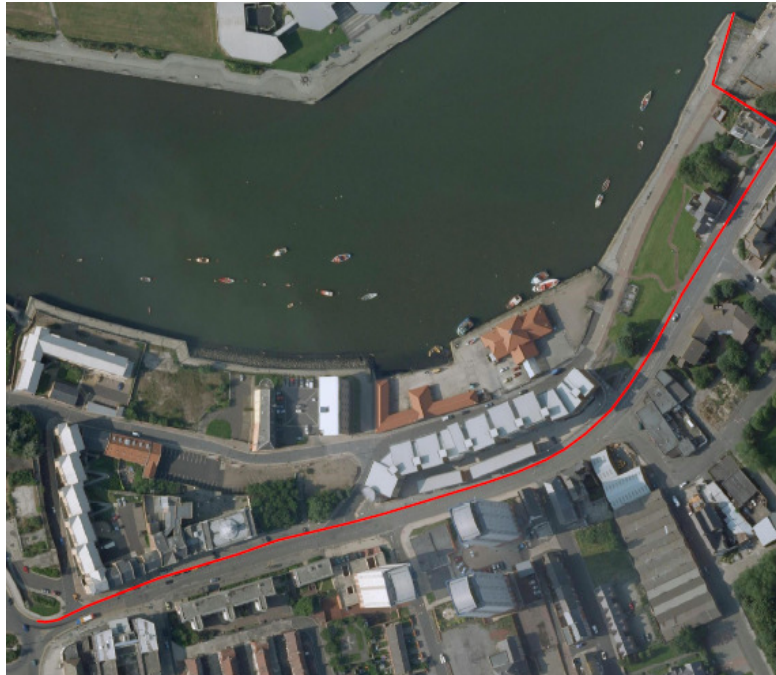


Fig 8.3 Aerial Photograph of High Street East

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### **Vision**

8.30 This vision for this area is that

*“High Street East will be a vibrant, high quality area with public realm improvements having enhanced the character and appearance of the conservation area.”*

### **Development Principles and Guidance**

8.31 The following section sets out principles and guidance regarding land use, design, landscape / public realm and accessibility for High Street East.

### **Land Uses**

8.32 Redevelopment opportunities are likely to be restricted to infill developments along this key route. However, any proposals should provide a vibrant development, comprising a mix of uses where possible.

#### *Principle HSE1*

- *Appropriate uses comprise food and drink (A3 and A4), light industry, offices, research and development (B1) and student accommodation between Russell Street and Bodlewell Lane in accordance with adopted UDP Policy SA5.2; and*
- *Alternative uses will be considered on their merits in accordance with the adopted UDP and Alteration No.2 unless material considerations indicate otherwise.*

## **Design**

- 8.33 Development proposals must reflect the historic character of this area, particularly the setting of the Old Sunderland Riverside Conservation Area and any listed buildings.

*Principle HSE2 - Development proposals should:*

- *Preserve or enhance the setting of the listed buildings and character and appearance of the conservation area through sensitive redevelopment and infilling to provide a stronger built form;*
- *Reinforce the spatial quality of the street with frontage development of a high architectural standard and good quality finish;*
- *Avoid pastiche development as this may result in an unsympathetic 'look-a-like' development;*
- *Be of a scale and massing that respects the existing buildings along High Street East;*
- *Provide active frontages along the entire length of High Street East; and*
- *Provide frontages of a design that respects the façade treatments of the existing buildings.*

## **Landscape / Public Realm / Accessibility**

- 8.34 A comprehensive programme of public realm improvements is required to reinvigorate the street and provide an appropriate setting for the historic buildings and conservation area. The scheme should include new paving and rationalised and co-ordinated street furniture. Part of High Street East has already been subject to an enhancement scheme utilising Caithness stone (adjoining the Eagle Workshops). This material should be used as part of further enhancements.

- 8.35 In order to deliver a sustainable development, access for pedestrians, cyclists and vehicles should be enhanced.

*Principle HSE3:*

- *Public realm improvements should use durable materials of a high quality that enhance the appearance of the conservation area, including Caithness stone;*
- *Consideration should be given to widening pavements to encourage pedestrian movement; and*

## **River Crossing**

### **Background**

- 8.36 In order to enhance wider accessibility between the north and south banks of the River Wear a study has recently been undertaken to investigate the feasibility of the provision of a ferry crossing. This will enable residents,

students, workers and visitors to access Monkwearmouth and Roker areas more easily.

8.37 Consideration should be given to a low level 'East Bridge' that will connect Panns Bank and the historic Sunderland riverside with St Peter's and Bonnersfield to the north. This is currently a longer-term aspirational project.

8.38 A river crossing would facilitate a highly desirable heritage walk that would include the culturally significant centres around the High Street (medieval Sunderland) and Monkwearmouth Shore (cWHS). It would also establish other very desirable linkages such as between the coastal footpaths and cycle ways along the Durham and Northumberland Heritage coasts. While a ferry and bridge would both offer an alternative means for people working and living in St Peter's riverside (and beyond) to get to the other side of the river or the city centre, the ferry could perhaps be more readily become a reality than a bridge.

### **Development Principles**

8.39 The ferry crossing between St Peter's and Pann's Bank could service several points on the river (not necessarily confined to joining A to B as the bridge would be) especially once other major development sites along the river corridor are completed. It could double as a tourism / leisure activity, and generally bring much needed activity to the river.

8.40 Any scheme for the 'East Bridge' should be the subject of a design competition to provide an exciting and innovative new city icon. The design for it will need to consider the following development parameters:

- The bridge should be designed to allow the River Wear to remain navigable;
- The bridge's landing points on either side of the river should form the focus of new public spaces as part of the sequence of interlinked spaces along the riverside promenades.

## 9.0 Implementation and Review

9.1 This section of the SPD considers implementation and review and is structured as follows:

- Planning application requirements;
- Planning obligations;
- Development in a downturn;
- Implementation;
- Funding;
- Phasing; and
- Monitoring and review.

### **Planning Application Requirements**

9.2 Most proposals for development or a change of use of existing buildings and land require planning permission. Alterations to a listed building require Listed Building Consent. Planning permission and Listed Building Consent must be sought from Sunderland City Council. Additionally, Scheduled Ancient Monument consent will be required for any works which will affect the scheduled monument at St Peter's Churchyard.

9.3 When submitting a planning application, developers should refer to '*The Validation of Planning Applications: Guidance for Local Planning Authorities*' prepared by the Department for Communities and Local Government and '*The Validation of Planning Applications in Tyne and Wear*' or any future adopted document. These documents provide details of the plans and documents required to accompany any planning application.

9.4 The content of any planning application should be agreed with the City Council prior to submission. Failure to observe this process and these requirements may result in a planning application being deemed incomplete and therefore not registered as a valid application. Design and Access Statements, Heritage Statements, Archaeological Assessment and a Visual Impact Assessment are three key documents, each of which are now discussed, followed by the requirements for an Environmental Impact Assessment.

### **Design and Access Statement**

9.5 Design and Access Statements will be required for any operational development and should be prepared in accordance with The Town and Country Planning (General Development Procedure) (Amendment) (England) Order 2006 and Circular 01/06: Guidance of Changes to the Development Control System.

9.6 Specifically, in relation to the cWHS, they should explain how the location, form, layout and use of the materials have considered the townscape and urban landscape setting of St Peter's Church / the cWHS, the impact on key views and vistas throughout the SPD area taking into account those identified in the

Visual Analysis and how the approach reflects and sustains the outstanding heritage value of the cWHS. Overall, an explanation should be provided of how the proposals will protect and enhance the significance of the cWHS.

- 9.7 The Design and Access Statement should incorporate relevant guidance contained in the adopted development plan, relevant Local Development Framework documents, including this SPD, the Wearmouth-Jarrow Management Plan and Landscape Vision: Public Realm Strategy and the Sunderland Central Area Urban Design Strategy.

### **Heritage Statement**

- 9.8 A Heritage Statement is likely to be required for any application that relates to or has an impact on the setting of the area's heritage assets (particularly the cWHS). This should consist of a written statement that includes a schedule of proposed works, an analysis of the significance of the archaeology, history and character of the building/structure, a justification for the works and their impact on the special character of the building or structure, its setting, the setting of adjacent listed buildings (if appropriate) and the setting of the conservation area (if appropriate).

### **Archaeological Assessments**

- 9.9 Archaeological assessments, which could include an evaluation, are likely to be required for major proposals to ensure that any potential archaeological deposits are adequately identified, investigated and recorded. There will be a presumption in favour of preserving any nationally important archaeological remains in situ. The scope of works should be agreed with the County Archaeologist prior to the submission of a planning application, with work being undertaken pre-determination where required or could be subject to a watching brief whilst development takes place.

### **Visual Impact Assessment**

- 9.10 A Visual Impact Assessment may be required for major developments to assess the potential landscape and visual impacts associated with the development, to assess their significance and provide appropriate mitigation. The Visual Analysis that accompanies this SPD will need to be considered and the impact on the key views that it identifies. The scope of the Visual Impact Assessment and the key views to be assessed should be agreed with Sunderland City Council.

### **Environmental Impact Assessment**

- 9.11 An Environmental Impact Assessment (EIA) may be required for some major development proposals, specifically where there are significant environmental effects. In determining whether an EIA is required, the developer should obtain a screening opinion from Sunderland City Council. The assessment within the EIA will need to consider the predicted effects of the proposal on the cWHS taking into account measures for avoiding, reducing and, wherever possible,

remedying any potential significant adverse effects, and providing beneficial effects.

## **Planning Obligations**

- 9.12 Planning obligations are a legally binding agreement entered into by a landowner or developer. They require various works to be undertaken or a contribution made towards mitigating the effects of a development. Across the SPD area, proposals for new developments are likely to be required to provide a contribution towards upgrading the public realm and delivering infrastructure improvements in accordance with the draft Wearmouth-Jarrow Action Plan and Landscape Vision.
- 9.13 Additionally obligations could be required to mitigate any adverse impacts of the development, meet needs or compensate for loss that may arise from the development and to ensure that other policy requirements are addressed. Specifically, contributions could be required to support the rejuvenation of the public realm within the cWHS and for the provision of interpretative materials.
- 9.14 The Sunderland Central Area Urban Design Strategy (July 2008) sets out the circumstances when contributions are likely to be sought. This Urban Design Strategy advises that the value of individual contributions to the provision of essential public realm and infrastructure works will be set according to the type, scale and location of development. The amount required will take into account contributions to the public realm or infrastructure works within a particular development site, or to works outside the development site, which are needed to enable the development to take place.
- 9.15 There may be site specific issues that create abnormal development costs, such as complex foundations or large-scale remediation. These could have an impact on the viability of private schemes. In such instances the Council will require developers to submit a Viability Appraisal and this will be taken into account in the negotiation of contributions.
- 9.16 Sunderland City Council will ensure that any planning obligation meets the five tests set out within Circular 05/2005: *Planning Obligations* which require a planning obligation to be:
- i Relevant to planning;
  - ii Necessary to make the proposed development acceptable in planning terms;
  - iii Directly related to the proposed development;
  - iv Fairly and reasonably related in scale and kind to the proposed development; and
  - v Reasonable in all other respects.
- 9.17 For further information on planning obligations (section 106 agreements), reference should be made to the Council's Urban Design Strategy.

## **Development in a Downturn**

- 9.18 The economic downturn experienced across the UK and globally over the last two years has impacted severely on development across all property sectors with few new schemes taking place and in some instance developers mothballing ongoing projects. In particular the limited availability of development finance, a reduction in occupier demand and falling rental and capital values have suppressed the appetite of developers to commence new schemes.
- 9.19 Moving into 2010, a more optimistic outlook to development is evident as the economy slowly emerges from recession with indications of growing confidence in some sectors and a degree of easing within financial markets. Moving forward, while there remains a number of risks to the ongoing economic recovery, it is expected that a number of developers will be looking to acquire new opportunities and others reassessing the viability of existing schemes.
- 9.20 To facilitate delivery in the short term, developers are likely to require the added security of having an end user identified, assurances as to their being sufficient demand available to secure occupiers on completion or having public funding to cross subsidise construction. Many lenders are also making this a prerequisite of providing new development finance.
- 9.21 When acquiring new development opportunities offers are increasingly being submitted on a phased basis through the development period and triggered by fixed events such as the sale of property or the securing of occupiers. Such arrangements are likely to become the norm over the short to medium term as developers in effect look to share the risks of development with the landowner through a joint venture process.

## **Implementation**

- 9.22 Successful implementation of this SPD will rely on a partnership approach between the local authority, developers, regeneration bodies, utilities, landowners and the community. Collaborative working will be central to delivering a vibrant and thriving area that enhances the significances and values of St Peter's. It will also ensure that an appropriate balance is struck between conservation, sustainability and development.
- 9.23 Implementation of the strategy provided within this SPD will require significant public realm and accessibility enhancements. In particular, the Wearmouth-Jarrow Partnership will also seek to deliver improvements within the areas identified on the masterplan in its Landscape Vision: Public Realm Strategy on the north bank of the River Wear in association with relevant private land owners and developers.



- 9.24 Within privately owned sites across the SPD area, individual developers will be responsible for implementing works on their land in accordance with an approved scheme.
- 9.25 The key delivery partners for the key projects within St Peter's SPD area, together with the additional areas, are provided within table 5.

REF	KEY PROJECT	KEY DELIVERY PARTNERS	TIMESCALE
1	St Peter's Church and Churchyard	Wearmouth-Jarrow Partnership	Short-term
2	University Masterplan area	University and private sector linked to the partnership/enterprise and residential development	Medium-term and long-term
3	Bonnarsfield	Private sector	Medium-term
4	Scotia Quay	Private sector	Medium-term
5	Numbers Garth	Private sector	Medium term
6	High Street East and West	Public sector and section 106 agreement contribution	Medium-term
7	Other areas	Private and public sectors with section 106 agreement contributions	Ongoing

Table 5 Key Delivery Partners for the Projects

- 9.26 For the purposes of the above table, short-term is 0-5 years; whilst medium-term is 6-10 years.

### Funding

- 9.27 The strategy identified within this SPD will require significant resources to deliver the changes identified within St Peter's. Funding will need to be secured through a combination of the following:
- Public sector funding, investment and land acquisition;
  - Private sector investment; and
  - Developer contributions from section 106 agreements.
- 9.28 A range of activities can be supported through different sources of funding including environmental and accessibility improvements, together with enhancements to the area's important heritage including the cWHS and listed building. Delivery will require substantial investment.
- 9.29 Various Wearmouth-Jarrow Partnership members are helping to fund the management of the cWHS and associated facilities and attractions, including the initial phase of the masterplan identified in the Landscape Vision: Public Realm Strategy. They are responsible for co-ordinating bids for funding from various sources. However, additional funding is required in order to deliver the identified works.

9.30

Whilst the current fiscal tightening sets a context for the likely availability of funding for projects within the SPD area, potential funding could be derived from a variety of sources. Potential sources are provided within Table 6, including type of funding, details of who can apply, the priorities and potential works that could be funded. It should be noted that the likelihood of funding being available through these sources for projects in the St Peter's SPD area has not been considered. Furthermore, a bid for funding through some of these sources would only be successful if no alternative funding has been secured. As always, applications for funding are highly competitive with this having become more so over recent months.

<b>FUNDING SOURCE</b>	<b>WHO CAN APPLY</b>	<b>PRIORITIES</b>	<b>POTENTIAL WORKS TO BE FUNDED</b>
<b>Regeneration</b>			
One North East - Single Programme	Local authorities and businesses	Projects which will assist in an area's regeneration, including the promotion of culture and tourism. <a href="http://www.onenortheast.co.uk/page/projecthandling.cfm">http://www.onenortheast.co.uk/page/projecthandling.cfm</a>	Regeneration improvements which will assist in the transformation of the St Peter's Riverside
Homes and Communities Agency	Local authorities and businesses	Projects which will assist in an area's regeneration.	As above but focussed on housing
Natural England Access to Nature Initiative	Local authorities, charitable and non-profit companies	Access to nature aims to improve the quality of places and increase the number and diversity of people inspired by and enjoying the natural environment. <a href="http://www.naturalengland.org.uk/ourwork/enjoying/outdoorsforall/accesstonature/default.aspx">http://www.naturalengland.org.uk/ourwork/enjoying/outdoorsforall/accesstonature/default.aspx</a>	Increasing the number of people experiencing the natural environment around the cWHS
Big Lottery Fund - Awards for All - Changing Spaces Community Spaces	Applications welcome from a not-for-profit group	Potential funding for community, health and environmental projects. <a href="http://www.biglotteryfund.org.uk/funding-uk">http://www.biglotteryfund.org.uk/funding-uk</a>	Community, health and environmental initiatives
<b>Heritage</b>			
English Heritage	Local authority partnership schemes	Funding to historic buildings, monuments and designed landscaped and schemes in conservation areas. <a href="http://www.english-heritage.org.uk/server/show/nav.1117">http://www.english-heritage.org.uk/server/show/nav.1117</a>	Improvements to cWHS, listed buildings and buildings in the conservation area

<b>FUNDING SOURCE</b>	<b>WHO CAN APPLY</b>	<b>PRIORITIES</b>	<b>POTENTIAL WORKS TO BE FUNDED</b>
Architectural heritage fund	Organisations with charitable status or partnerships between a local authority and a charity	Projects to buildings that are listed, scheduled or in a conservation area and of acknowledged historic merit. <a href="http://www.ahfund.org.uk/">http://www.ahfund.org.uk/</a>	Improvements to cWHS, listed buildings and buildings in the conservation area
Heritage Lottery Fund	Local and Regional Groups	Priority of working together with groups to develop projects that will give people a better opportunity to experience, enjoy, care for and protect our heritage. <a href="http://www.hlf.org.uk/english">http://www.hlf.org.uk/english</a>	As above
JESSICA - Joint European Support for Sustainable Investment in City	Local authorities	European grant which allows EU Structural Funds to be used to make repayable investments in projects forming part of a coherent plan for sustainable urban development. <a href="http://ec.europa.eu/regional_policy/funds/2007/jjj/jessica_en.htm">http://ec.europa.eu/regional_policy/funds/2007/jjj/jessica_en.htm</a>	As above and potential funding for University projects
European Cultural Foundation	Cultural organisations and individual artists	Innovative arts projects which illuminate cultural diversity and processes of change within European society <a href="http://www.eurocult.org/">http://www.eurocult.org/</a>	Art schemes relating to the cWHS
Arts Council England	Individuals, arts organisations and other people who use the arts in their work	Grants are available for activities carried out over a set period and which engage people in England in arts activities <a href="http://www.artscouncil.org.uk/funding/">http://www.artscouncil.org.uk/funding/</a>	Public art schemes within St Peter's
<b>Transport</b>			
Local Transport Plan	Local authorities through highways	Integrated Transport Block - used to fund non-maintenance transport schemes e.g. small roads projects, road safety schemes etc	Transport / access improvements
Nexus	Partnership working with the local authority.	Improvements to the Tyne and Wear Metro system.	Accessibility improvements to St Peter's Metro Station

Table 6 Potential Funding Sources

## **Phasing**

- 9.31 The Council will require a comprehensive approach to the redevelopment of any sites within the SPD area. If the development forms part of a wider scheme, a phasing plan must be submitted to and agreed with the Council at the outline planning application stage. An important part of any phasing plan will be the timing of the delivery of any associated environmental and infrastructure improvements, including any associated mitigation.
- 9.32 The phasing of the University's masterplan will formally be submitted to Sunderland City Council in due course.
- 9.33 Extensive remediation will be required at the Bonnersfield site. It is understood that Metnor / Akenside, the applicant's for the proposed development on this site, wishes to implement the scheme on a phased basis due to the current economic conditions.

## **Monitoring and Review**

- 9.34 The SPD will be monitored, reviewed and updated to ensure that it is, and continues to be used as a positive planning tool that effectively helps to guide development, in accordance with the vision and principles set out within it over the next 15 years. This will ensure that the SPD remains relevant and in accordance with development plan policy.
- 9.35 Many of the public realm and accessibility improvements set out within this SPD relate to works provided within the consultation draft cWHS Management Plan and Landscape Vision: Public Realm Strategy. Section 5.5 of the consultation draft Management Plan provides specific details of how these works will be monitored and reviewed.

## 10.0 **Conclusions**

- 10.1 St Peter's Riverside and Bonnersfield areas have a tremendous potential to deliver significant regeneration over the next 15 years to drive forward the ongoing transformation of the riverside and the city. This will build on the success of the award-winning architectural forms of the University's St Peter's Campus and the National Glass Centre. Several sites have been identified within the SPD area, offering key development opportunities in strategic locations. These sites will need to deliver high quality, mixed-use developments that will create a thriving, vibrant and sustainable riverside, whilst boosting the City's economy.
- 10.2 The presence of the cWHS within this area necessitates a sensitive approach in relation to new development, which will provide the opportunity to establish an attractive setting for the St Peter's site. It is considered that this Planning Framework will facilitate an appropriate balance between conservation, sustainability and development and help to ensure the significance and values of the cWHS are sustained within a vibrant new mixed-use riverside quarter that is a focus for education and innovation.

## **Appendix 1 - SPD Production, Process and Status**

### **The Stages**

10.3 The SPD production process comprises the following key stages of work:

- Stage 1 - Mobilisation
  - Initial Inception meeting with client team.
- Stage 2 - Policy and Development Review
  - Review of relevant international, national, regional and local planning policies and strategies.
- Stage 3 - Preparation of Baseline Assessment Report which includes consideration of the following:
  - Economic context;
  - Heritage and archaeology;
  - Landscape character and topography;
  - Built Form and views and vistas;
  - Land ownership, surrounding uses, movement and linkages;
  - Highways assessment;
  - Locations of areas vulnerable to flooding;
  - Existing and planned improvements to utility apparatus; and
  - Geology and ground contamination.
- Stage 4 - Developing a Vision and Identification of the Preferred Option
  - Consideration of strengths, opportunities, weaknesses and threats of each option, including consultation with key stakeholders and local interest groups;
  - Defining options drawing upon the baseline assessment; and
  - Identification of the preferred option for the SPD area.
- Stage 5 - Developing the SPD
  - Consultation on draft SPD with key stakeholders and local community.
- Stage 6 - Delivery and Adoption
  - Amend draft SPD to reflect outcome of consultation;

- Submission of draft SPD to Sunderland City Council’s Cabinet for formal endorsement;
- 4-6 week public consultation process; and
- Finalisation of the SPD and adoption by the Council.

**SPD Process and Status**

10.4

The SPD has been prepared in accordance with the Town and Country Planning (Local Development) (England) Regulations 2004 as amended by the Town and Country Planning (Local Development) (England) (Amendment) (Regulations) 2008. The process is illustrated on Figure 3 below. The final SPD will be a material consideration in the determination of planning applications but will not form part of the statutory development plan.

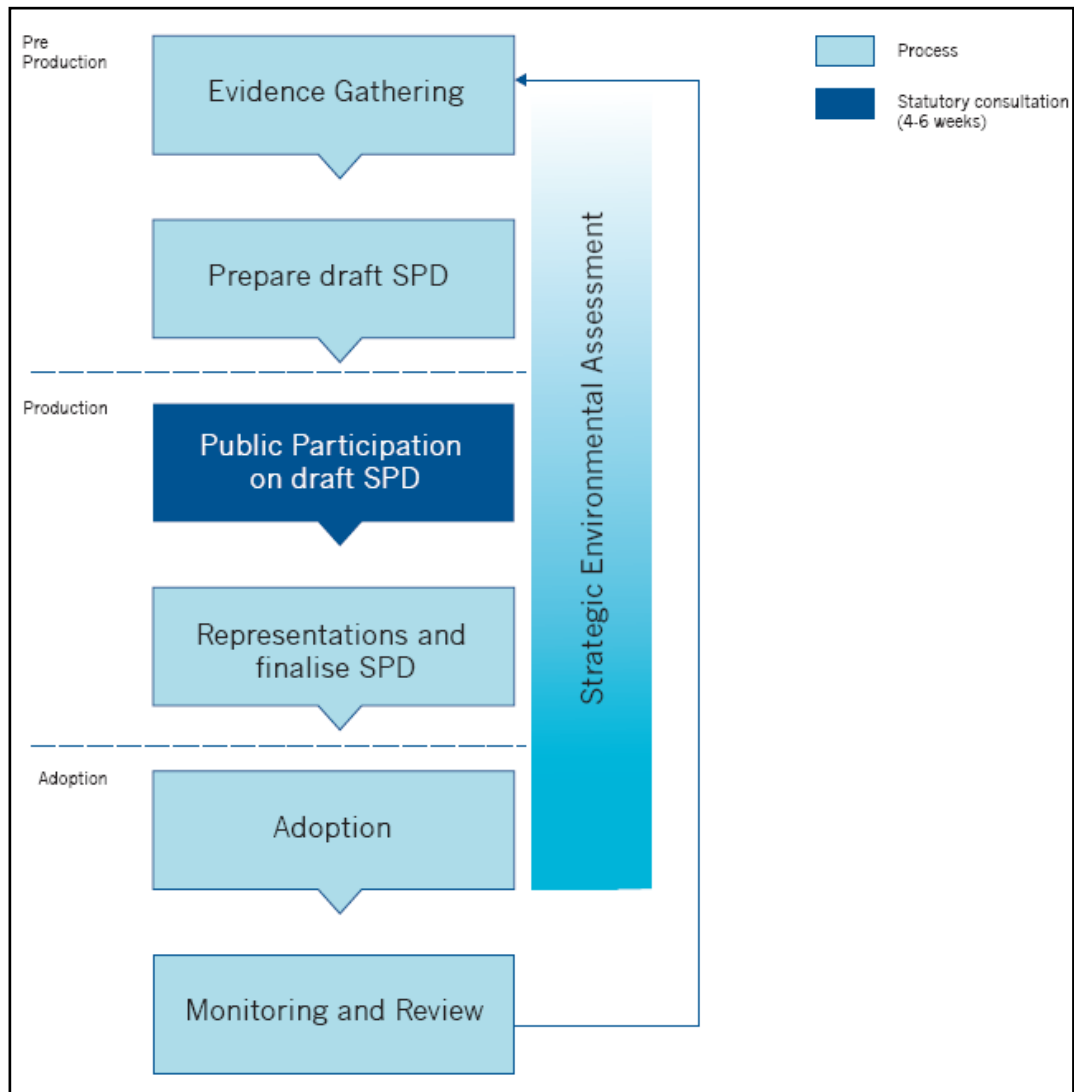


Fig 10.1 SPD Process

**Sustainability Appraisal / Strategic Environmental Assessment / Appropriate Assessment**

10.5

In accordance with section 180 of the Planning Act 2008, from 6 April 2009 there is no longer a requirement for SPDs to be subject to a Sustainability Appraisal. However, a Strategic Environmental Assessment (SEA) and Scoping Report for the Appropriate Assessment (AA) have been undertaken. Each document considers any significant environmental effects of the development proposals. The SEA also considers the effect on the major cultural assets of the cWHS, whilst the Scoping Report for the AA considers any potential impact of the SPD on the Northumbria Coast Special Protection Area (SPA), Northumbria Coast Ramsar Site and the Durham Coast Special Protection Area for Conservation (SAC). The AA Scoping Report concluded that there would be no significant impacts on the designated sites and accordingly considered that an AA was not required.



## Appendix 2: Site-Specific Planning Policies

UDP POLICY	AREA	ALLOCATION
North Bank of River Wear		
Alt. 2 - NA3B.1 (Alteration No. 2)	Bonnorsfield and St Peter's	<ul style="list-style-type: none"> <li>• Strategic Location for Change</li> <li>• Required uses - C3 housing, D1 non residential institutions (restricted to non-residential education and training centres only);</li> <li>• Acceptable uses - D2 assembly and leisure, B1 business units, A1 retail units (small scale (less than 250sq.m, individual units to serve the day to day needs of residents and workers), A3 restaurants and cafes (not to exceed 750sqm, to serve daily needs), C3 housing (student accommodation);</li> <li>• Unacceptable uses - B2 general Industry and B8 storage and distribution.</li> </ul>
NA28A (Alteration No. 2)	World Heritage Site	<ul style="list-style-type: none"> <li>• Presumption against development which would adversely affect the character and appearance of the cWHS and its setting</li> <li>• Proposals must take into account their impact on views to and from the cWHS, and provide suitable mitigation, where necessary</li> </ul>
NA1.5	Bonnorsfield	<ul style="list-style-type: none"> <li>• Offices, research, light and general industry, warehouses and storage (B1, B2, B8)</li> </ul>
NA5.3	National Glass Centre	<ul style="list-style-type: none"> <li>• Provision and improvement of visitor facilities and other works to enhance the attraction.</li> </ul>
NA5.4	St Peter's Church	<ul style="list-style-type: none"> <li>• Provision and improvement of visitor facilities and other works to enhance the attraction.</li> </ul>
NA15	St Peter's Riverside	<ul style="list-style-type: none"> <li>• Approximately 10ha of land reserved for the University of Sunderland's campus</li> </ul>
NA25.3	North Sands / St Peter's Riverside	<ul style="list-style-type: none"> <li>• Improved recreational use of, and access to, the riverside area is encouraged</li> </ul>
NA38.3	Wearmouth Bridge	<ul style="list-style-type: none"> <li>• Footpath to join with multi-user routes</li> </ul>
B14	Land along the northern bank of the River Wear and at St Peter's Church and the surrounding area	<ul style="list-style-type: none"> <li>• Area of archaeological potential</li> </ul>
NA43	Monkwearmouth	<ul style="list-style-type: none"> <li>• Revitalisation of the visual and functional environment of the Monkwearmouth Improvement Area is encouraged</li> </ul>
NA47	St Benet's Church	<ul style="list-style-type: none"> <li>• Proposals to enhance the environment and setting of St Benet's Church are supported</li> <li>•</li> </ul>
South Bank of River Wear		
SA1.7	Land between Bodlewell Lane up to the junction with Church Street East	<ul style="list-style-type: none"> <li>• Light industry, offices, research and development (B1)</li> <li>• General industry, storage and distribution (B2, B8), subject to the size and impact on the area's amenity</li> </ul>

SA1.9	Fish Quay	<ul style="list-style-type: none"> <li>• Fish related processing, storage and distribution (B1, B2 and B8)</li> </ul>
SA5.2	Land between Russell Street and Bodlewell Lane, including Scotia Quay	<ul style="list-style-type: none"> <li>• Food and drink (A3 and A4)</li> <li>• Light industry, offices, research and development (B1)</li> <li>• Student accommodation</li> </ul>
SA54.11	Numbers Garth	<ul style="list-style-type: none"> <li>• Offices (B1)</li> <li>• Specialist Housing</li> </ul>
L7 and B3	Land between Panns Bank and West Wear Street	<ul style="list-style-type: none"> <li>• The amenity space should be protected from development which would have a serious impact on its amenity value</li> <li>•</li> </ul>
B14	Land between River Wear and Panns Bank	<ul style="list-style-type: none"> <li>• Area of archaeological potential</li> </ul>
SA38.1	River Wear Valley from point north of Panns Bank	<ul style="list-style-type: none"> <li>• Important view to be protected</li> </ul>
SA77	Western part of Wear dockyard at Panns Bank	<ul style="list-style-type: none"> <li>• Area to be reserved for uses associated with commercial and recreational moorings</li> </ul>
SA48.1	East End to Former Penschaw-Pavillion Line via the riverside and Lisburn Terrace	<ul style="list-style-type: none"> <li>• Strategic multi-user route to be protected from development unless required as part of a public transport corridor. Existing stretches to be improved.</li> </ul>
SA93.2	Multi-user route along Panns Bank riverside	<ul style="list-style-type: none"> <li>• Multi-user route to be enhanced and further developed to link with the similar system in the Festival Park</li> </ul>
SA94.2	Wearmouth Bridge to Panns Bank via Pann Lane	<ul style="list-style-type: none"> <li>• Provision of clearly defined, well designed cycle routes</li> </ul>
SA98.7	West Wear Street car park	<ul style="list-style-type: none"> <li>• Land to be improved as appropriate</li> </ul>