

# Wearmouth Candidate World Heritage Site Masterplan and Design Code



**Supplementary Planning Document**  
**Consultation Draft**

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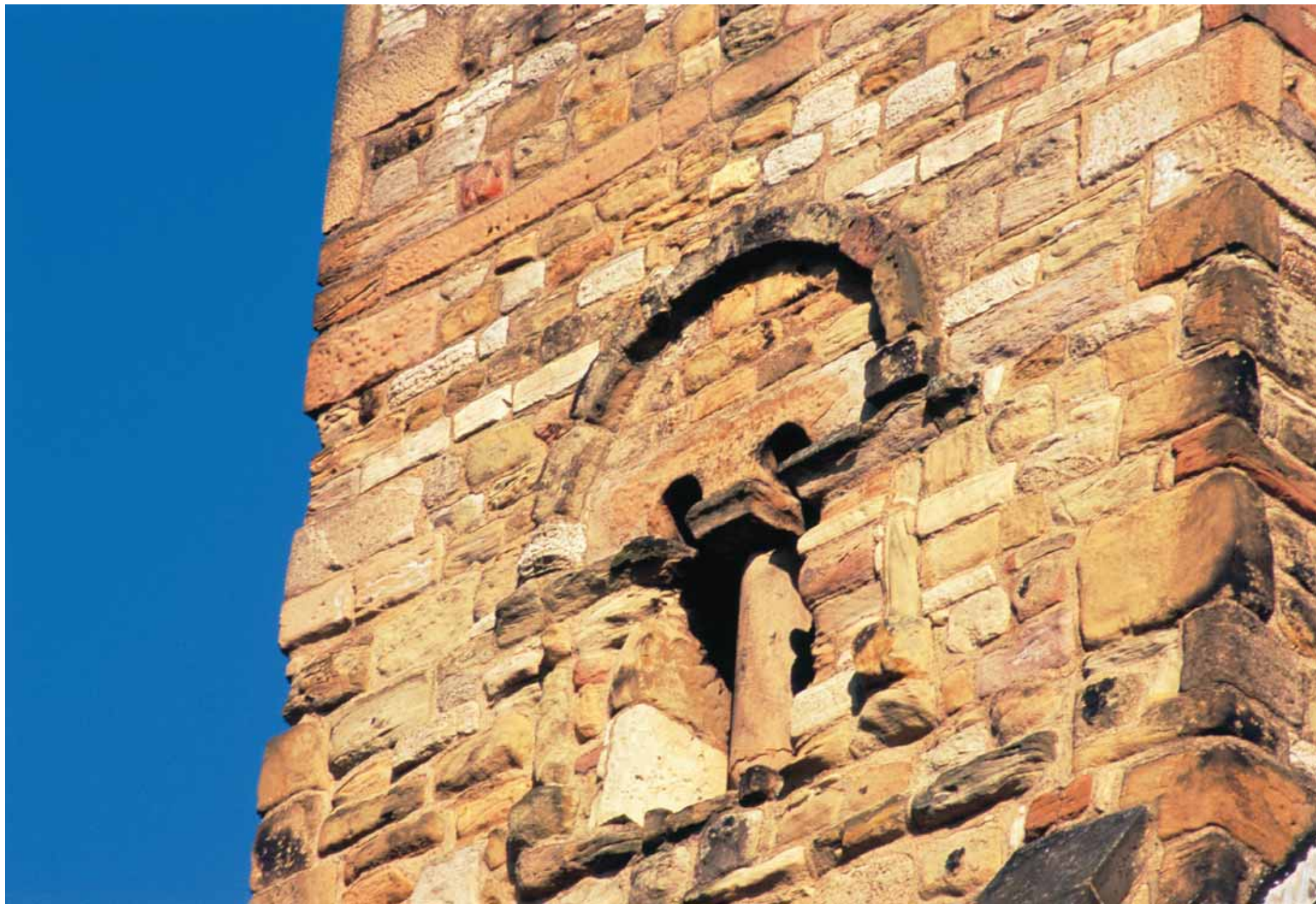
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The River Wear Corridor and Wearmouth  
Bridges

## 1.0 Introduction

### 1.1 Background

This Supplementary Planning Document (SPD) sets out a detailed planning framework for the Wearmouth area of Sunderland. It has been jointly commissioned by Sunderland City Council, the Sunderland University, the Homes and Communities Agency and One North East.

At the heart of the SPD area is the 7th Century Grade 1 listed St Peter's Church and the discernible remnant of the original seventh century monastic estate of St Peter's. Together with St Paul's at Jarrow it is the UK government's nomination for World Heritage Site status in 2011, and are of recognised international importance, Wearmouth-Jarrow is considered to be 'one monastery in two places'. A decision on its inscription is to be made by UNESCO in the summer of 2012.

A 'buffer zone' has been devised by the Wearmouth-Jarrow Partnership - the Management Group taking the World Heritage Site candidature forward - to protect known and potential archaeological deposits associated with the candidate World Heritage Site (cWHS), its immediate setting, important views, and areas that are functionally important to the cWHS and its protection. This buffer zone which includes land on both the north and south shores of the River Wear has been accepted by Sunderland City Council. World Heritage Site status would bring with it

international recognition of this unique heritage site and the opportunity to bring social and economic benefits to Sunderland and the wider North East region. The cWHS and the area around it is of major importance to the successful regeneration of the city, containing various development opportunities to drive the city's economic, social and environmental prosperity.

However, it also brings with it international responsibilities for care and conservation of the property and its setting. A statement of Outstanding Universal Value (OUV) has been prepared as part of the cWHS bid which sets out the reasons why the site is considered worthy of WHS status. A summary of the statement can be viewed overleaf. To view the statement in full, please visit: [www.wearmouth-jarrow.org.uk](http://www.wearmouth-jarrow.org.uk)

## 1.2 Purpose of the document

The purpose of this SPD is founded largely in the desire to balance the demands of heritage protection and enhancement with the need to secure significant regeneration activity, primarily through the further development of the University's campus at St. Peter's. It will provide a planning framework to ensure that internationally important heritage of Outstanding Universal Value (OUV) is protected and enhanced, whilst development delivering strategic change and environmental enhancement is sensitively managed across the SPD area, including the south shore, which forms part of the Old Sunderland Riverside Conservation Area.

Many of the objectives for the SPD are derived from higher level policies to which the SPD must have regard. Such strategic policies require a mechanism through which they can be applied, and their implications better understood and coordinated to achieve added value. This SPD will serve that purpose for the Wearmouth area.

An indicative layout for the area illustrates the City Council's aspirations for area, and is accompanied by a design code which provides developers with more specific design guidance to ensure that proposals will match the City Council's ambition.

The draft masterplan also provides developer information on the implementation and delivery of proposals including the phasing of development, planning and other statutory requirements and opportunities for funding.

This masterplan has been prepared as a Supplementary Planning Document (SPD) supplementing policies NA28A and NA3B.1 of the Sunderland Unitary Development Plan (UDP) Alteration No. 2 and forming part of Sunderland City Council's Local Development Framework (LDF). When approved it will be a material consideration when determining planning applications and provide specific guidance on the regeneration of the Wearmouth area. The document will be taken forward through the statutory planning process in accordance with the Town and Country Planning (Local Development) (England) Regulations 2004 (as amended).

## Significance of the Nominated Property

The twin monastery of Wearmouth-Jarrow, founded in the late seventh century AD on estuarine sites in the north-east of England looking out to the North Sea coast and the wider world, is a milestone in the development of Christian Europe. Its architectural remains in the original monastic churches and associated archaeological complexes, exceptional both in quality and quantity, provide a visible link between the past world of Classical antiquity and the coming world of the European Middle Ages. In its design, it was a key stepping stone on the way to the greater formalisation of monastic layouts which accompanied the development of written monastic rules across Europe during the course of the next century, which would come to dominate medieval European society.

The outstanding library and teaching assembled at Wearmouth-Jarrow by Benedict Biscop and his colleague and successor Ceolfrith, and its scholarly ethos, were unlike anything else available in its day. Particularly through the prolific and wide-ranging works of its most renowned thinker, Bede, Wearmouth-Jarrow at its apex became the primary intellectual centre of Western Europe, the scriptorium developing a faster script in order to keep up with demand from across Europe for copies of its scholarly output.

The founders of Wearmouth-Jarrow and the scholarly ideas of Bede created a gateway for the ideas of late antiquity to enter the emerging early medieval world: through Wearmouth-Jarrow the skills and learning of late antiquity centred on the Mediterranean Sea, and the ideas of the early Christian world were not only translated to the northern limits of the emerging literate world, but combined, developed, remodelled and expanded, then exported back to Europe and beyond.



## The Outstanding Universal Value of the Wearmouth - Jarrow cWHS

Outstanding Universal Value (OUV) is a general statement of why a place is important which, in itself, can be difficult to use directly for day-to-day management. The attributes of OUV are its more specific expressions. These can be used to define the need for management actions in order to sustain OUV. They can define the potential impact of proposed changes or developments, or the state of a Property's authenticity and integrity.

Five tangible attributes have been developed which express the OUV of Wearmouth - Jarrow cWHS:

- The relationship between the twin monasteries and their respective estuarine sites
- The standing (above-ground) remains of the Anglo-Saxon monastic building complexes
- The in situ excavated remains of the Anglo-Saxon monastic building complexes
- The monastic plan
- Further archaeological remains

Two associative attributes substantially augment understanding of the OUV of the Property:

- The legacy of knowledge and understanding derived from the work of the monastery
- The rich combination of the in situ, portable and documentary evidence



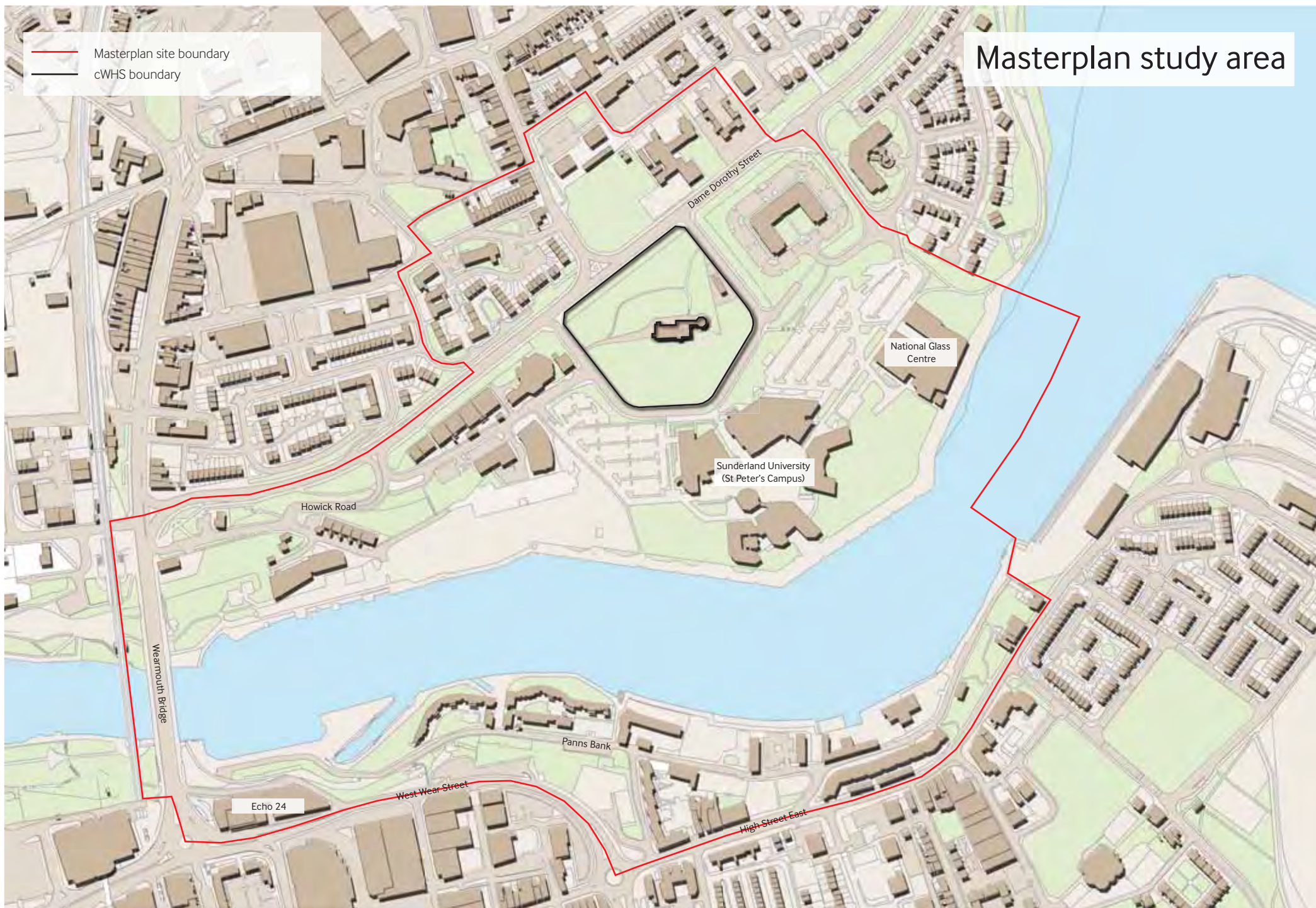
St Peter's Church (West entrance)

## 1.3 Masterplan site and location

The Wearmouth cWHS Masterplan and Design Code covers an area of approximately 49 hectares occupying a prominent location immediately adjacent to Sunderland City Centre on the banks of the River Wear corridor. Located along the busy A1018 and A183 linking Sunderland with Newcastle and South Shields, and adjacent to the Tyne and Wear Metro, the masterplan area occupies a prime location, capable of providing a major new vibrant city centre quarter harnessing the site's rich heritage value accessible to all within Sunderland and the wider area.

The SPD boundary itself has been purposefully drawn to coincide with the buffer zone of the cWHS discussed above, to address land use and planning issues therein. This SPD will thereby become an important tool in the successful management of the cWHS. The boundary extends from the Wearmouth Bridge in the west, along Dame Dorothy Street, including Dame Dorothy Street Primary School and part of the adjacent residential estate to the north. It incorporates the North Sands Business Centre and National Glass Centre to the east, and extends from Corporation Quay along High Street East and West Wear Street to the south shore.







## 2.0 Vision statement and objectives

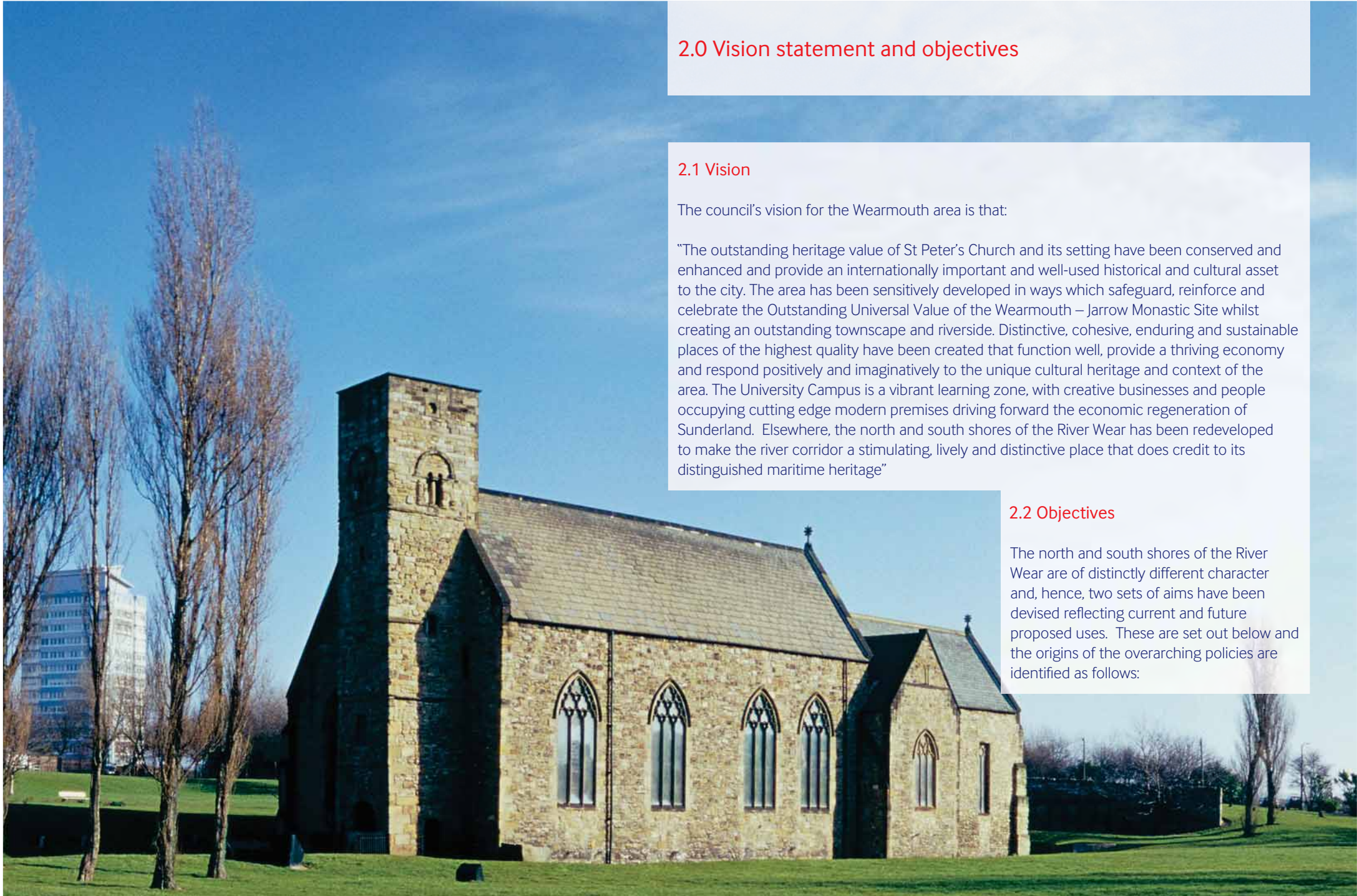
### 2.1 Vision

The council's vision for the Wearmouth area is that:


"The outstanding heritage value of St Peter's Church and its setting have been conserved and enhanced and provide an internationally important and well-used historical and cultural asset to the city. The area has been sensitively developed in ways which safeguard, reinforce and celebrate the Outstanding Universal Value of the Wearmouth – Jarrow Monastic Site whilst creating an outstanding townscape and riverside. Distinctive, cohesive, enduring and sustainable places of the highest quality have been created that function well, provide a thriving economy and respond positively and imaginatively to the unique cultural heritage and context of the area. The University Campus is a vibrant learning zone, with creative businesses and people occupying cutting edge modern premises driving forward the economic regeneration of Sunderland. Elsewhere, the north and south shores of the River Wear has been redeveloped to make the river corridor a stimulating, lively and distinctive place that does credit to its distinguished maritime heritage"

### 2.2 Objectives

The north and south shores of the River Wear are of distinctly different character and, hence, two sets of aims have been devised reflecting current and future proposed uses. These are set out below and the origins of the overarching policies are identified as follows:







The objectives for the North Shore are as follows:

- Conserve 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
- Ensure urban design of the highest quality in design and sustainability is achieved which enhances the setting of the cWHS and the riverside frontage
- 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
- Deliver a mixed-use development at Bonnersfield which includes new residential development

- Develop the riverside as a desirable destination in its own right - a place to be seen, with public access to it 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
- Promote the use of the river and other modes of sustainable transport along the river corridor

The objectives for the South Shore 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 urban design of the highest quality 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 St Peter's Church and the cWHS
- Provide accessible routes to, from and within the area with direct, safe and convenient links to the riverside and city centre



## 3.0 Planning policy context

The Government announced in 2010 its intention to introduce streamlined national planning guidance - the National Planning Policy Framework - as part of its strategy to re-invigorate the economy. This framework is anticipated to be in place by April 2012; however, until then the existing suite of planning policies will inform planning decisions. The planning policy context set out in this section should be read in conjunction with the emerging National Planning Policy Framework and, where relevant, will be superseded by it at the appropriate time.

### 3.1 National

#### Planning policy statements and guidance

National Planning Policy is currently set out by government in Planning Policy Statements (PPS) and Guidance (PPG), supporting the provisions of the Town and Country Planning Act 1990, Planning and Compulsory Purchase Act 2004 and associated legislation and regulations.

This SPD has been prepared with regard to relevant national planning policy, in particular:

PPS1: Delivering Sustainable Development sets out the overarching objectives for planning. Sustainable development is identified as the core principle underpinning the planning system. Four key aims are set out: social progress in recognising the needs of everyone; protection of the environment; prudent use of natural resources; and the maintenance of high and stable levels of economic growth and employment.

PPS3 Housing seeks to ensure that everyone has the opportunity of living in a decent home, which they can afford, in a community where they want to live. In particular regard needs to be had to the quality of new housing, achieving a good mix of housing which meets the needs of current and future population, the suitability of a site for housing including environmental sustainability and whether the proposed development would support wider housing and policy objectives for the area. The deliverability of sites and impact on overall land supply also needs to be considered.

PPS4: Planning for Sustainable Economic Growth has an overarching remit to encourage sustainable economic growth. It reinforces the role of town centres as the location of choice for all economic development including leisure uses, hotels and retail development. Emphasis is placed upon the need for sequential testing for proposals outside of an existing centre. Such proposals may also need to provide an impact assessment. Notwithstanding this all proposals will be assessed on accessibility particularly by public transport and the scope for long term sustainable physical and economic regeneration.

PPS5 Planning for the Historic Environment (2010) sets out planning policies on the conservation of the historic environment consistent with the UK's obligations as a signatory to the 1972 UNESCO World Heritage Convention, the Council of Europe's Granada Convention (The Convention for the Protection of the Architectural Heritage of Europe), Valetta Convention (The European Convention on the Protection of the Archaeological Heritage) and the Florence Convention (The European Landscape Convention).

The PPS deals with all types of heritage in a single document, replacing the earlier distinction between buildings and archaeology. It puts greater emphasis on pre-application discussion to understand the significance of heritage assets affected by using a 'values-based' approach to inform decision making. It sets out new, clearer policies on setting and design, and on key topics such as archaeological interest, conservation areas and their preservation and enhancement, World Heritage Properties, and conflicts with other planning priorities.

PPS9: Biodiversity and Geological Conservation sets out the Government's vision for conserving and enhancing biological diversity. Local planning authorities are required to consider the environmental characteristics of an area and ensure appropriate weight is attached to designated sites of international, national and local importance and protected species. Biodiversity features should be protected and where possible enhanced within the design of development.

PPG13: Transport sets out the objectives to integrate planning and transport at the national, regional, strategic and local level and to promote more sustainable transport choices both for carrying people and for moving freight. It aims to promote realistic choice of access to jobs, shopping, leisure facilities and services by public transport, walking and cycling, and reduce the need to travel, especially by car. Where developments will have significant transport implications, Transport Assessments should be prepared and submitted alongside the relevant planning applications for development.

There is an emphasis on high quality design to create places that are used safely and securely by the community and sustainably connected to each other to encourage walking, cycling and the use of public transport. Existing town centres should be the preferred location for new retail development, to promote vitality and viability.

PPG17: Planning for Open Space, Sport and Recreation urges local authorities to recognise the recreational value of natural features whilst minimising the impact of activity on those features. Where possible, access to natural features for sport and recreation purposes should be enhanced. The PPG discourages development on existing open space, sports and recreational buildings unless it can be demonstrated that these areas are surplus to requirements. The guidance does however recognise that not all open space, sport and recreational land are of equal merit and some may be suitable for alternative uses.

In addition to the current national planning policy framework outlined above, other national heritage-related protective designations are also relevant. Important heritage sites are designated nationally, imposing an additional level of protection; further, protective measures for churches are also found in Ecclesiastical Law. Change relating to heritage assets is managed through the following procedures.

#### Ancient Monuments and Archaeological Areas Act 1979 (as amended).

Scheduled Ancient Monuments are archaeological sites and monuments of national importance and this Act affords them the highest level of protection in the United Kingdom, based on legislation that has existed for over 120 years. Works affecting scheduled Ancient Monuments must have Scheduled Monument Consent (SMC) from the Secretary of State for Culture, Media and Sport. English Heritage administers SMC and advises the Department for Culture, Media and Sport on the scheduling of monuments and granting consents. There is one Scheduled Ancient Monument within the SPD area, the Monkwearmouth Anglo-Saxon Monastery and Medieval Priory.

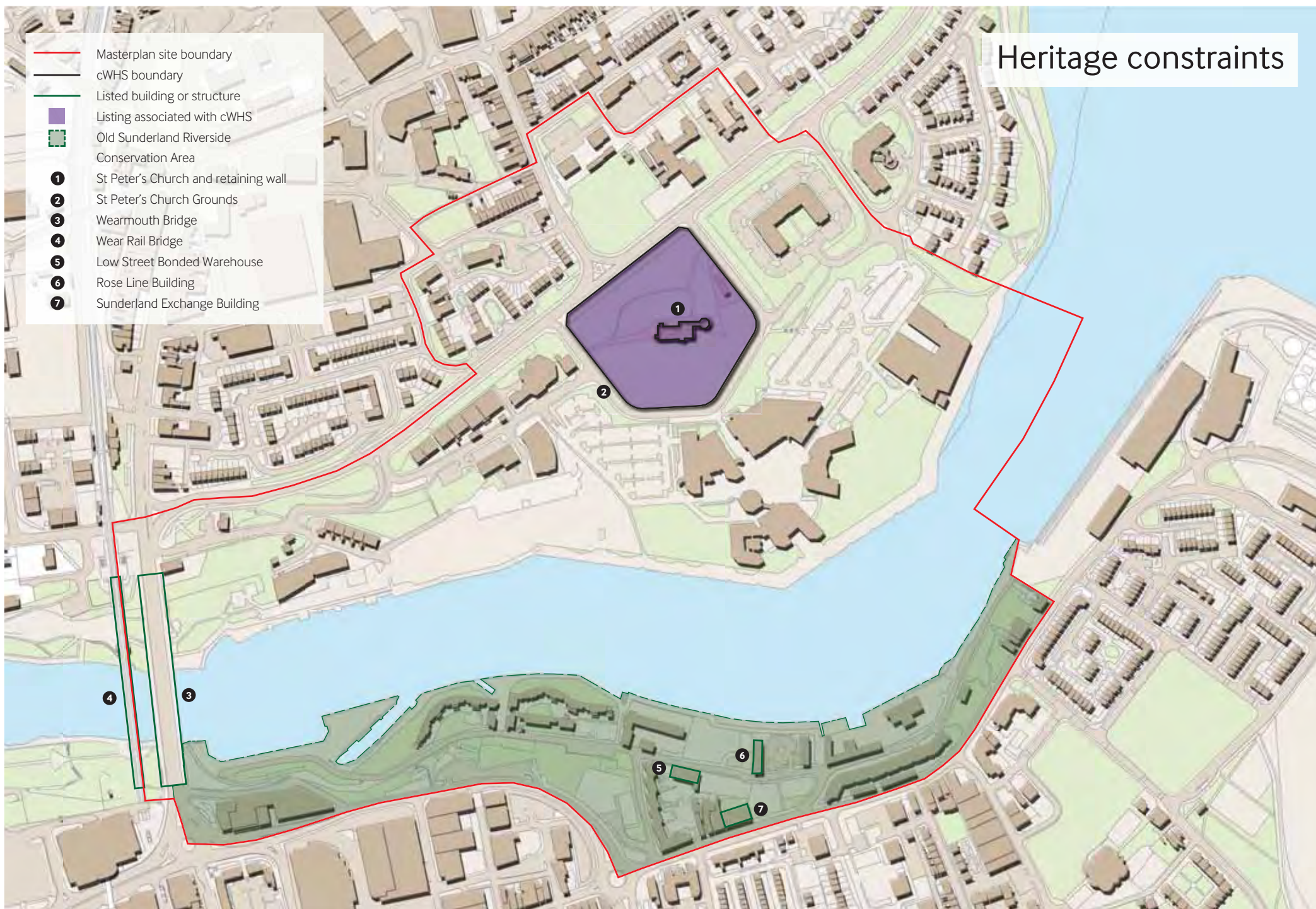
#### Planning (Listed Buildings and Conservation Areas) Act 1990

Under the provisions of this legislation and with advice from English Heritage, the Secretary of State for Culture, Media and Sport maintains a list of buildings of special architectural or historic interest. Local authorities are responsible for implementing a listed building consent procedure for works that affect buildings on the list and must formally consult English Heritage if a building of Grade I or II\* is the subject of an application for such consent. There are 7 listed buildings in the SPD area.

- Church of Saint Peter (Grade I Listed)
- Retaining wall to east of Saint Peter's Church (Grade II Listed)
- Wear Railway Bridge (Grade II Listed)
- Wearmouth Bridge (Grade II Listed)
- Low Street Bonded Warehouse (Grade II Listed)
- Roseline Building, Wylam Wharf (Grade II Listed)
- Exchange Building (Grade II Listed)



## Heritage constraints



## Building for Life

Developed in partnership between the Commission for Architecture and the Built Environment (CABE) and the Home Builders Federation (HBF), and endorsed by the government, Building for Life is a national standard for well designed homes and neighbourhoods. Twenty Building for Life criteria are used to evaluate the quality of new residential developments.

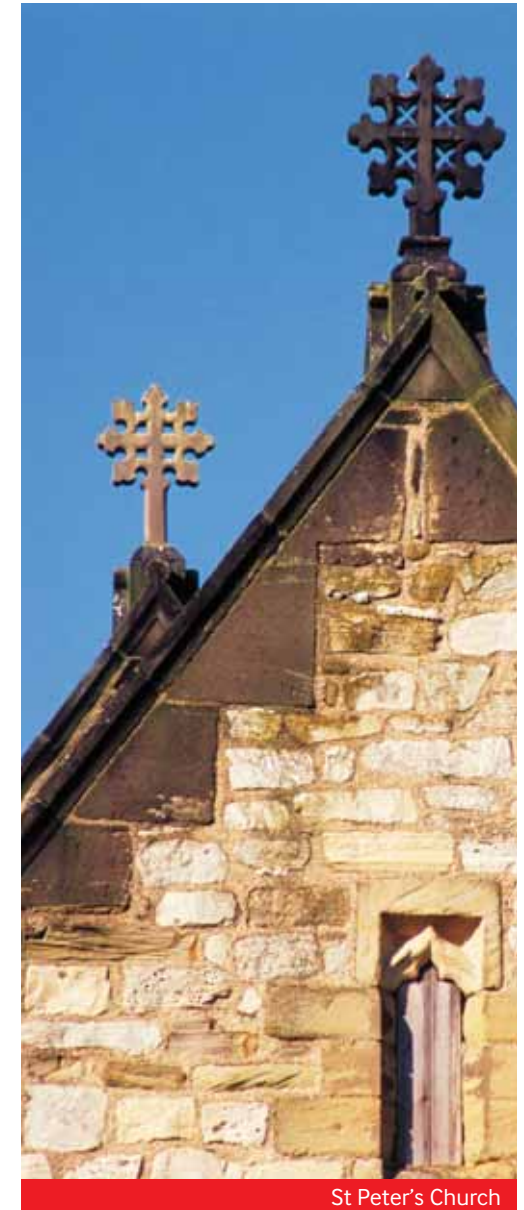
The council's Urban Design Team now has an obligation – through the CABE Building for Life Accredited Assessor Program – to promote and endorse the Building for Life Initiative, and as a consequence may formally assess any major residential schemes or developments with significant residential components.

## 3.2 Regional

The coalition government of 2010 has made it clear that it intends to revoke regional planning policy as part of its localism and national planning policy agendas and will introduce legislation to that effect. In the meantime, legal judgement has confirmed that the government's intention potentially reduces the weight to be accorded to regional planning policy.

Regional planning policy for the north-east is contained in the North East of England Plan: Regional Spatial Strategy to 2021. Policies of particular relevance to the SPD area which may be material considerations include:

- Policy 9 Tyne and Wear City Region among other things gives priority to the regeneration of the River Wear corridor, supporting the region's universities and sustainably developing the tourist potential of the region's world heritage sites
- Policy 16 Culture and Tourism seeks to ensure that the development of culture, sports, leisure, recreation and tourist facilities and attractions protects, invests in and enhances and maintains the region's natural, built and heritage environments
- Policy 32 Historic Environment seeks to conserve and enhance the historic environment of the region
- Policy 33 Biodiversity and geodiversity seeks to ensure that the region's ecological and geological resources are protected and enhanced
- Policy 38 Sustainable construction



St Peter's Church



### 3.3 Local

#### Overarching Strategic Policy

The Sunderland Strategy 2008 – 2025 is the overarching strategy for the city produced by Sunderland Partnership which establishes that Sunderland will become a welcoming and internationally recognised city. The Sunderland Image Strategy, to be read in conjunction with the Sunderland Strategy sets out the city's brand values. These two strategic documents recognise the attributes of the cWHS and the river corridor as key assets to maximise the quality of life for residents of the city and the importance of harnessing the cWHS as a cultural and tourism attraction.

#### Other strategic policy of relevance to this masterplan are:

The Housing Strategy for Sunderland has three major aspirations for the city:

- Improve the choice of type, location and price of housing to meet demands, and reverse the trend of outward migration
- Improve the quality and standard of housing and ensure sustainable communities
- Provide housing and accommodation with support options that reflect and meet the needs and aspirations of Sunderland's large and diverse population.

Sunderland's Economic Masterplan (EMP) seeks to increase the tourism economy of Sunderland and sets clear aims and objectives for the development of Sunderland as a visitor destination. It will seek to ensure tourism development will support the Sunderland Strategy and benefit both visitors and residents. The cWHS and development along the river corridor are considered as two key components crucial in achieving this aim.

#### Unitary Development Plan Alteration No.2

Local planning policy for the central area of the city is contained in the adopted Sunderland UDP Alteration No.2. Alteration No.2 is the key document in relation to this SPD as it establishes the current development plan context within which this SPD is being brought forward and the over-arching policies to be elaborated upon. In particular, it:

- Identifies a significant part of the SPD area as a "strategic location for change" (policy NA3B.1) with a particular emphasis on the further development of the University's St Peter's campus as a driver of regeneration, whilst requiring new university buildings to be designed sympathetically in relation to the candidate World Heritage Site (cWHS)
- Identifies land at Bonnersfield as an important site for residential development, drawing attention to development proposals that had been granted consent for a medium to high rise development (though that consent has since lapsed)
- Commits to the World Heritage Site candidature which features prominently, creating a presumption against development that would adversely affect the character and appearance of the cWHS and its setting (policy NA28.A) and pledges to secure sustainable urban design (policy B2A)

Policies NA28.A and NA3B.1 of Alteration No.2 are particularly relevant to the SPD as they establish a number of fundamental principles to be observed in the preparation of any SPD or Action Plan.

#### Policy NA28.A Monkwearmouth anglo-saxon monastery/ medieval benedictine priory, in the grounds of St Peter's Church

There will be a presumption against development which would adversely affect the character and appearance of the candidate world heritage site (cWHS) and its 'setting' as defined on the proposals map.

Development proposals will be required to demonstrate that full account has been taken of their impact on views to and from the candidate world heritage site (cWHS) and, where necessary, to propose a suitable programme of mitigation as part of the planning application.

**Policy NA3B.1** The City Council will encourage the more effective use of land within the Bonnersfield/ St. Peters university campus area, for the following land uses

#### Land use

The following uses will be:-

#### Required

- C3 housing
- D1 non-residential institutions (restricted to non-residential education and training centres only)

#### Acceptable

- D2 assembly and leisure
- B1 business (with no permitted change to B8)
- A1 retail (small scale, individual retail units to serve the day-to-day needs of local residents and workers. Such floorspace should not exceed 250 sqm in total, with no individual unit to exceed 50 sqm net)
- A3 restaurant and cafe (small scale units to serve the day-to-day needs of local residents and workers. Such floorspace should not exceed 725 sqm in total)
- C3 housing (student accommodation)

#### Unacceptable

- B2 general industry
- B8 warehousing and storage

Proposals for other land uses will be considered on their individual merits having regard to other policies of the UDP.

#### Environmental and access improvements

The City Council will seek to deliver the following environmental/ access improvements:-

1. Direct pedestrian access between St. Peter's metro station, bus stops/stands Bonnersfield and the university campus;
2. Direct pedestrian and cycle access to the riverside;
3. Improved pedestrian links and quality of the public realm along the means of approach to the candidate world heritage site (cWHS)

#### Design requirements

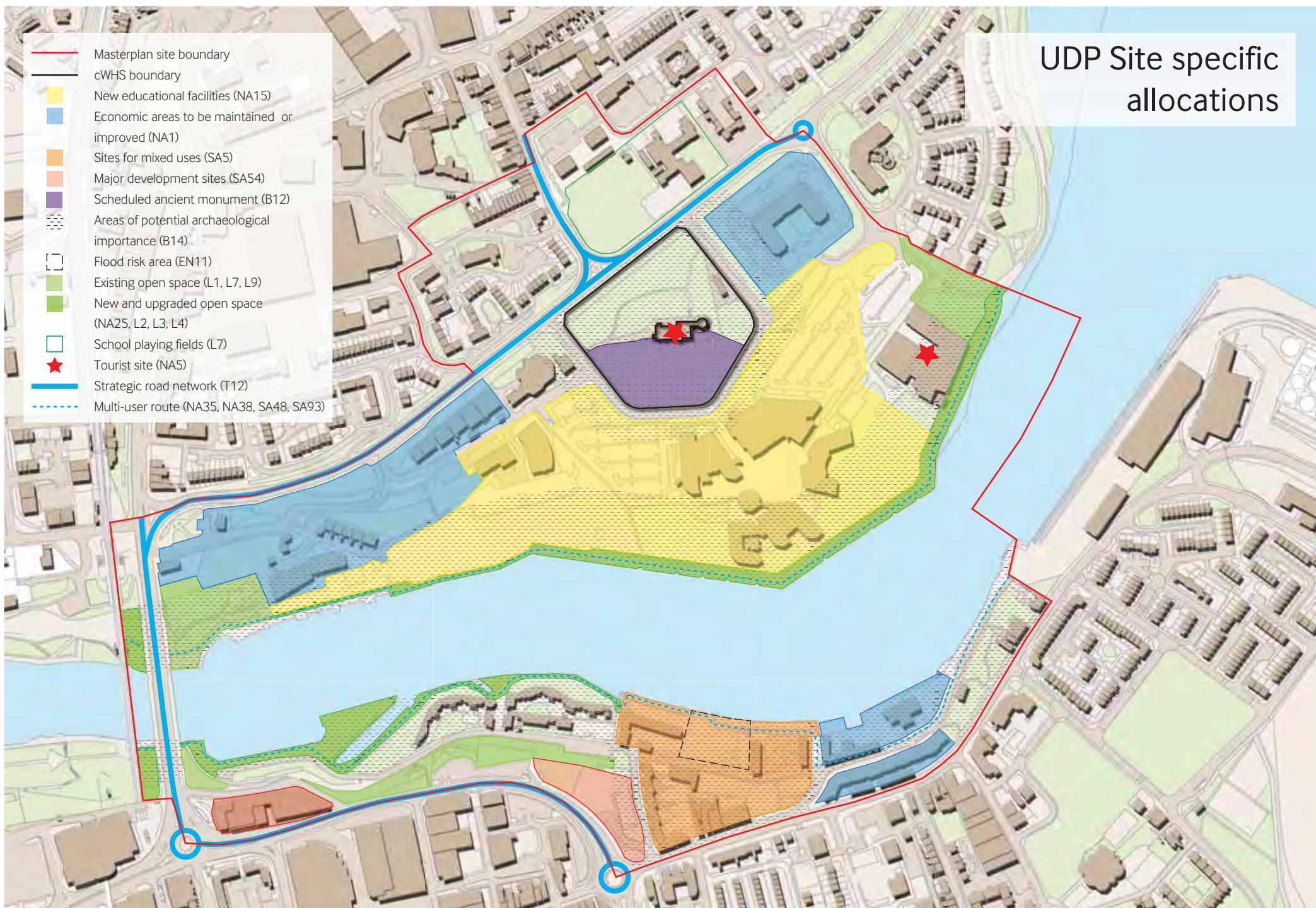
Redevelopment proposals will be required to demonstrate the following design qualities:-

1. A high standard of contemporary design that is informed by the best qualities of the topography and built form in the locality to provide a distinctive and appropriate response to this prominent gateway site to the city centre;
2. The design, layout, massing and scale of development proposals must be sympathetic to the candidate world heritage site (policy NA 28.A) and must enhance and not detract from its character, its setting and views of it from the surrounding area;
3. Development should present an active frontage to the riverside and facilitate ready access thereto;
4. Residential development within 800 metres of St. Peter's metro station should achieve a minimum average density of 50 dwellings per hectare.

Proposals for town centre uses will be assessed in the context of policy S2A.



## UDP Site specific allocations



## Unitary Development Plan Saved Policies

The council's Unitary Development Plan 1998 (UDP) is the adopted Development Plan that guides new developments and decisions on planning applications in the city.

As shown on the site specific allocations map adjacent, a number of UDP site specific allocations affect the masterplan area. These saved policies are set out below. Development proposals will also be informed by a further range of UDP policies, which are set out in **Appendix 1**.

**B3:** Public and private open space will be protected from development which would have a serious impact on its amenity, recreational or nature conservation value; proposals will be considered in light of their contribution to urban regeneration and to the importance of such space to the established character of the area.

**B12:** There will be a presumption in favour of the preservation of scheduled ancient monuments and other nationally important archaeological sites. Planning permission for development which would have an adverse effect on their site or setting will be refused unless exceptional circumstances prevail.

**B14:** Where development proposals affect sites of known archaeological importance, the City Council will require an archaeological assessment / evaluation to be submitted as part of the planning application. Planning permission will not be granted without adequate assessment of the nature, extent and

significance of the remains present and the degree to which the proposed development is likely to affect them.

**L7:** Land allocated for open space or outdoor recreation as shown on the proposals map will be retained in its existing use.

**NA1:** Established industrial / business areas and available sites within them will be retained and improved for the primary uses indicated below.  
(5) Bonnersfield (2.2ha net): Offices, research, light and general industry, warehouses and storage (B1,B2,B8)

**NA5:** The provision and/or improvement of visitor facilities and other works to enhance the attraction of the following will be encouraged:-  
(3) The National Glass Centre  
(4) St Peter's Church  
Proposals which adversely affect these attractions will normally be resisted.

**NA15:** Approximately 10ha of land will be allocated within the St Peter's riverside area for the development of a campus for the Sunderland University

**NA25:** Improved recreational use of and access to the riverside will be encouraged wherever possible, especially in the following locations:  
(3) At North Sands / St Peter's Riverside

**NA30:** The following views are of particular importance and will be protected and where possible enhanced:-  
(4) Along the river valley from Wearmouth, Queen Alexandra and Hylton bridges.

**NA35:** The following are identified as strategic multi-user routes and will be protected from development. Where stretches are already in existence they will be improved; otherwise new links will be provided to complete the proposal:  
(2) Following the river from the seafront to Hylton Bridge via the Wearmouth Colliery site and Hylton riverside.

**NA38:** Well designed designated and advisory cycle routes with connections to adjacent uses and to strategic multi-user routes will be provided as appropriate in the following locations:-  
(3) On footpaths crossing Wearmouth Bridge to join with multi-user routes.

**SA1:** Established industrial/business areas and available sites within them will be retained and improved for the primary uses indicated below. Ancillary uses and exclusions as outlined in policy EC4 will apply unless otherwise stated.  
(7) East End 1.8ha.(net): Light industry, offices, research and development (B1), storage and distribution(B2,B8), subject to size and impact on the amenity of the area  
(9) Fish Quay: Fish related processing, storage and distribution (B1, B2, B8)

**SA5:** The following areas and available sites within them will be retained and improved for a mixture of commercial and industrial uses. Ancillary uses and exclusions as outlined in policy EC5 will apply unless otherwise stated.  
(2) Land north and south of Low Street: Food and drink (A3), light industry, offices, research and development (B1), student accommodation.

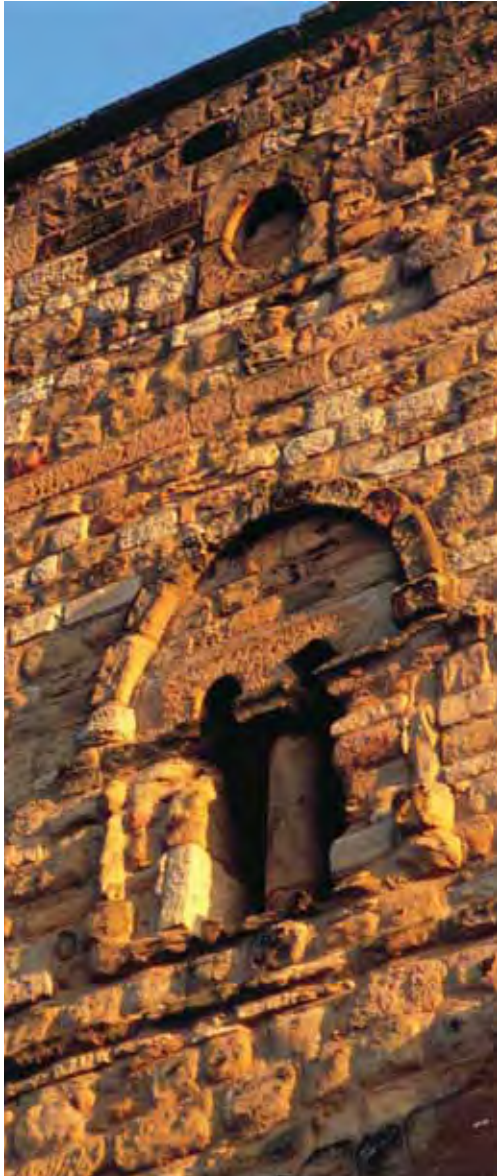
**SA48:** The following are identified as strategic multi-user routes and will be protected from development unless required as part of a public transport corridor. Where stretches are already in existence they will be improved; otherwise new links will be provided to complete the routes proposed:  
(1) From East End to former Penshaw-Pallion line via the riverside

**SA54:** Major new developments will be directed to the following sites, the principal land use intentions being as shown:-  
(10) West Wear Street: Offices (B1), hotel (C1), specialist housing (C3)  
(11) Russell Street: Offices(B1), specialist housing(C3)

**SA93:** Footpaths / multi-user routes will be enhanced and further developed in the following locations:-  
(2) the multi-user route along the Panns Bank riverside to link with the similar system at Festival Park

**SA94:** Clearly defined, well designed cycle routes with appropriate connections to adjacent uses and to strategic multi-user routes will be provided in the following locations:-  
(2) Wearmouth Bridge to Panns Bank via Pann Lane  
Provision will also be made for cycle parking.





St Peter's Church

### Local Development Framework (LDF)

The City Council's Core Strategy (Revised Preferred Options Draft 2010) lies at the heart of its emerging LDF and sets out the City Council's approach to broad spatial issues such as housing, the environment and economic development.

This broad spatial approach will guide the preparation of the forthcoming Allocations DPD (Development Plan Document), which will set out specific land-use allocations across the city. A comprehensive evidence base informs this approach.

Policy CS6 Central Sunderland recognises the importance of the cWHS as a world class heritage designation which will attract tourist and investment in to the city. It also identifies the need to rejuvenate the river corridor to bring life to the backs of the river and improve the setting of the city's landmark bridges.

### Old Sunderland Riverside Conservation Area

Old Sunderland Riverside Conservation Area was declared in 1994. It encompasses the historic quays and wharfs on the south shore of the River Wear, whose origins are in medieval times; also included are the ancient highways of High Street and Low Street that once linked the early settlement of Sunderland with its parish centre of Bishopwearmouth, about one kilometre to the west.

The special interest of this area lies in its archaeology, history and up-standing architecture. Archaeological linkages exist between the south shore and the 7th century monastic site of Wearmouth on the north shore; hence, it is in part included within the buffer zone of the cWHS. The conservation area has been the subject of heritage-led regeneration initiatives since its designation and several key historic buildings have been restored from a ruinous state and brought back into use. Nevertheless, the Conservation Area is included on English Heritage's 'Heritage at Risk Register' for 2011 and identified as being 'at risk'.

Generic policies for the preservation and enhancement of conservation areas are to be found in the Government's Planning Policy Statement No.5: Planning for the Historic Environment and the saved policies of the Council's Development Plan (Policies B2 to B17) until superseded by the city's LDF. The council has a programme to produce specific 'character appraisals and management strategies' (CAMS) for its 14 conservation areas; the CAMS for Old Sunderland Riverside is at consultation draft stage. The final draft will be completed and referred to Council for adoption as Planning Guidance in early 2012. This will provide guidance for the conservation of heritage assets and for the sensitive redevelopment of current and future vacant sites.

### Central Area Urban Design Strategy SPD

The council's adopted Sunderland Central Area Urban Design Strategy (SCAUDS) aims to deliver the highest qualities in urban design on key and major development sites around the city centre and along the river corridor.

The document's vision seeks to secure and enhance Sunderland's central area as an economic driver for investment and regeneration, and support it as a place that is valued by the whole community where people want to live, work, study and visit.

Within the strategy, the masterplan area is divided into two central area districts. North of the River Wear is the St Peter's District which it describes as an enviable collection of city destinations which includes the university, the National Glass Centre, and the cWHS of St Peter's making the district a key opportunity and city destination. South of the river is the Panns Bank District which it describes as having dramatic topography, river views and a historic pattern of streets which can provide the setting of a growing mix of cafes, bars, restaurants and apartments.

### Residential Design Guide SPD

The council's adopted Residential Design Guide aims to deliver high quality sustainable residential development.

The document identifies the principles upon which good residential design is based and identifies key criteria against which proposals will be assessed. These criteria include the degree to which a development:

- Responds to the context of the site
- Successfully connects to existing routes and facilities
- Addresses the needs of the community
- Establishes a well structured layout
- Creates a safe and attractive public realm
- Considers the detailed elements and materials necessary for good design
- Harnesses the potential for energy efficient layout and construction

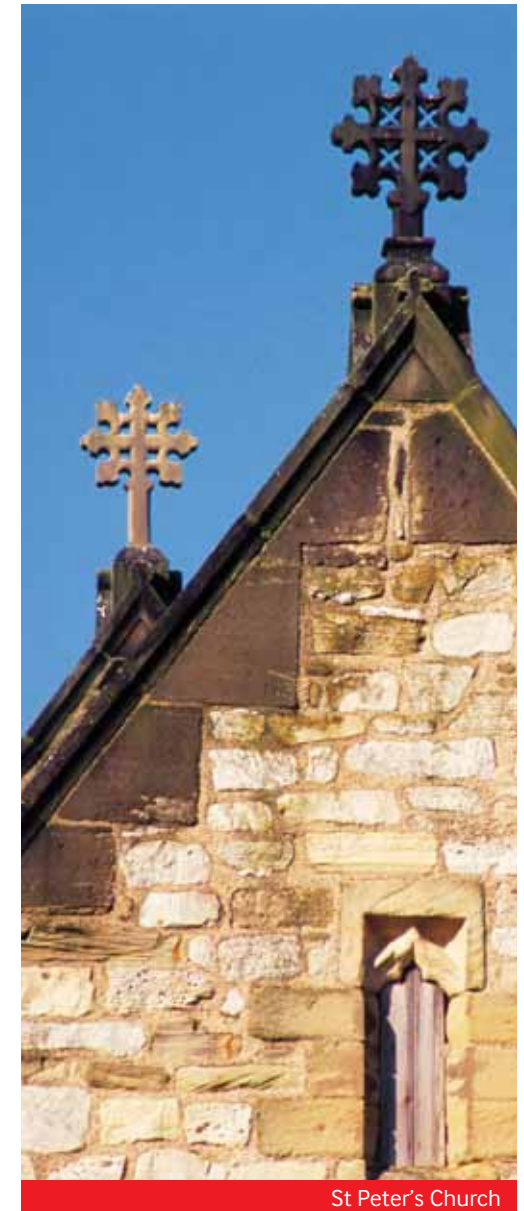
### 3.4 Other planning considerations

The council's Strategic Housing Land Availability Assessment (2010) assesses potential sites for future housing development and seeks to ensure that land availability is not a constraint on the delivery of new homes.

The council's Strategic Housing Market Assessment provides an assessment of the requirements of housing in Sunderland, including types of housing, locality of housing and affordable housing. It also researched the needs of the wider communities.

The Retail Needs Assessment forms part of the evidence base to inform retail policies in the emerging LDF. The study provides an in depth analysis of shopping patterns and provision in the catchment area and identifies future need and capacity across the city until 2021.

The above documents can be found at [www.sunderland.gov.uk/ldf](http://www.sunderland.gov.uk/ldf)



St Peter's Church



## 4.0 Site context

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

- Historic context and heritage significance
- Physical context
- Built form
- Surrounding townscape
- Current land uses
- Views of value and heritage significance
- Access
- Other issues (including flood risk, geology)
- Concluding SWOT Analysis

### 4.1 Historic context and heritage significance

#### Early History - 7th to 17th Centuries

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 most famous member of the community was the Venerable Bede who was born in 673AD. The monastery at Wearmouth, twinned with its sister monastery at Jarrow (built some eight years later and often referred to as 'one monastery in two places', a central theme to the WHS candidature) enabled Bede to become one of the greatest scholars of his day. His life and legacy combined with the important

physical remains make the monastery a site of world importance that contributed considerably to what is generally regarded as the 'golden age of Northumbria' as a centre of culture and learning.

The monastery was abandoned due to Viking attacks in 845-7 AD but revived in 1072 when it became part of the cell of Durham, though this was only to last until 1083. From that time the occupation of the monastic site appears to have been minimal and sporadic, until around 1235 when it was re-occupied by the Durham cell. A monastic presence was maintained at the site throughout much of the medieval period, though it never again achieved the international significance that it had in its early years.

The lay settlement of Monkwearmouth is thought to have been focused either to the north or to the south and west of the Church. Its location remains a matter of conjecture and is the subject of ongoing archaeological research.

On the south side of the River Wear, opposite the monastic site, there is documentary evidence from the seventh century of a settlement, which most likely developed into Sunderland. This was almost certainly associated with a medieval port, as mentioned in the charter of Hugh Pudsey 1180-83, which is the first clear evidence for the existence of South Wearmouth as a place of maritime commerce, later to be incorporated into the town of Sunderland.

Excavations at the Fish Quay between Low Street and High Street East have recorded well preserved medieval remains including evidence of the fishing industry. Excavations also revealed that the area north of Low Street had been reclaimed from the river in the sixteenth and seventeenth centuries. Above these deposits a series of riverside structures and cellars were excavated.

#### 18th and 19th Centuries

A dramatic change directly affecting St Peter's Church at the end of the 18th century was large scale dumping of ships' ballast to form 'ballast hills'. This tipping in the early 18th and 19th centuries resulted in the distance to the river from the Church increasing from 173m to 322m. Stretches of the north bank are therefore located on reclaimed land. Much of the ballast hills were cleared away in the early 19th century.

In the latter years of the 19th century, the church was quite radically reconfigured and the nave enlarged to its current appearance. The appearance of the church today is very different from that of Anglo-Saxon times. The main surviving feature being the west porch with its distinctive carvings and masonry wall adjoining.

The first Wearmouth Bridge, at the western extent of the SPD area, was 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. This is one of the most iconic historic buildings in the city and dominates vistas of the river corridor in the river's lower reaches. Immediately west of this is the listed Wearmouth Railway Bridge of 1879, then the world's largest hog-back iron girder bridge with a single span of 300 feet.

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 19th century, terraces of 'Sunderland Cottages' (single-storey houses for workers) filled the area around the church.

The main industry on the south side of the river was ship repair and ship building which took up much of the space between the river and Pann's Bank. The other industry of particular note 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. At the bottom of Bodlewell Lane, where the river bends to the north, was a ferry that remained in operation until the 1950s. There is an ambition to re-establish such a service today.

## 20th Century to Present

The SPD area has 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 until its closure in 1979; the demise of shipbuilding 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 town (in the mid-1950s the 'biggest shipbuilding town in the world') and its heritage value remains a source of immense civic pride. The last yard closed in 1988.



Wearmouth Bridges

During the period 1987 to 1998, the SPD area was subject to the special planning regime of an 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.

TWDC extensively reclaimed riverside lands at St. Peter's from defunct heavy industrial use to provide sites for new industries and commerce to regenerate the City. The main development was the University's £60 million flagship St Peter's campus on the former North Sands Shipyard.



View towards St Peter's Church from the South Shore c. 1940's

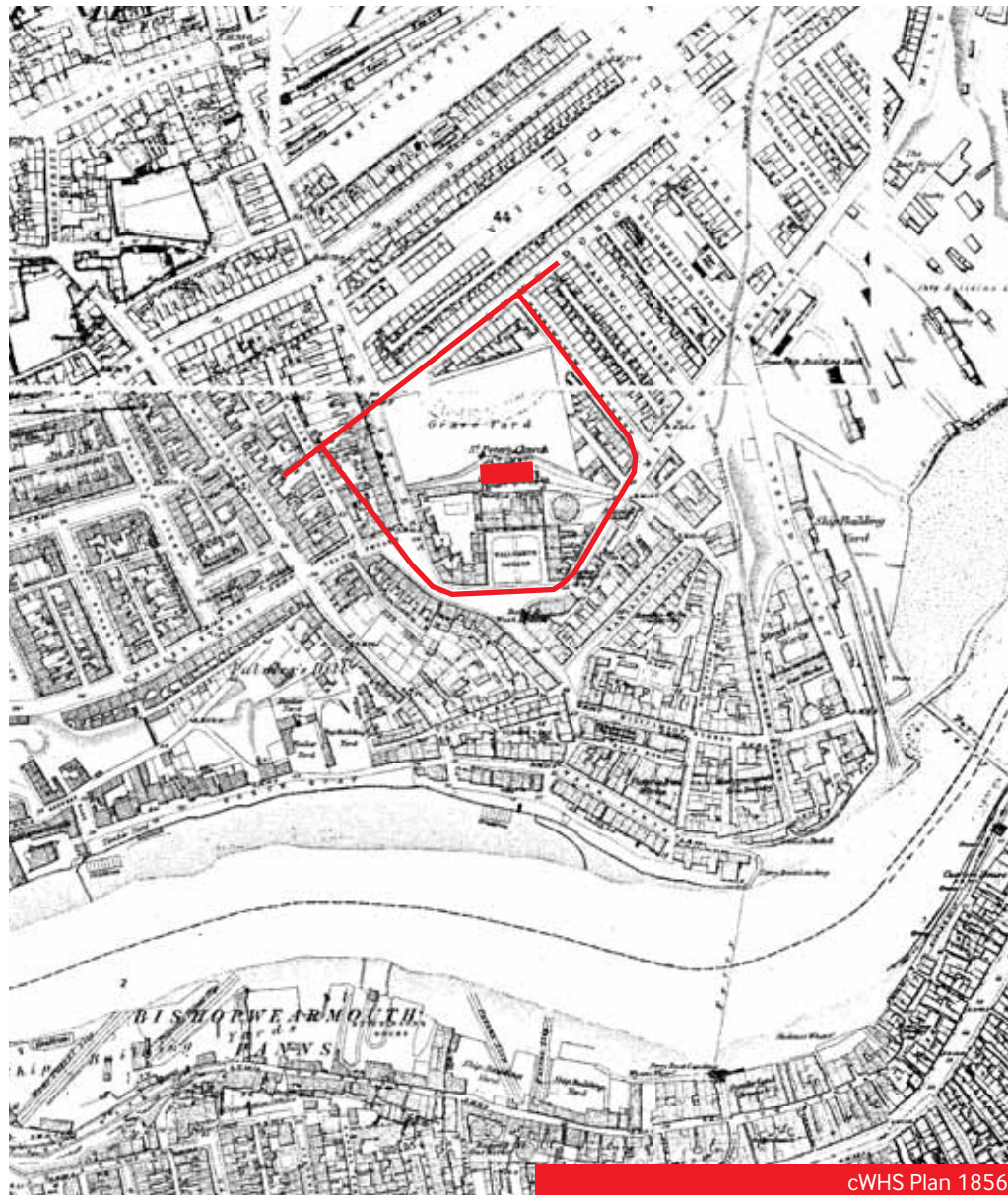
TWDC also assisted in the delivery of the National Glass Centre tourist attraction which houses the ceramics and glass teaching elements of the University and located here as St. Peter's was the first place in the country where glass was manufactured - the skills being imported from 7th century Gaul for use in the building of the original church. The North Sands Business Centre and residential development around Pann's Bank on the south shore were also delivered during the TWDC years. Large tracts of reclaimed land still remain available for development, the most recent completed scheme being the St Peter's Sixth Form College.

On the south shore, TWDC in partnership with Sunderland City Council embarked upon a heritage led regeneration scheme; first, jointly declaring the Old Sunderland Riverside



Conservation Area in 1993; then immediately establishing a funding partnership with English Heritage. With this area-based regeneration funding in place, further site specific bids were made to secure the restoration of several key historic buildings that became focal points for regeneration activity. Grants were secured from Heritage Lottery Fund, English Partnerships, the Government's Single Regeneration Budget and the European Regional Development Fund. In this manner the following buildings were restored and brought back into beneficial use: Exchange Buildings, Wylam Wharf Bonded Warehouse, Low Street Bonded Warehouse, Eagle Workshops, Lambton's Bank, Lambton House and Virginia House. This heritage initiative continues in 2011 as such funding remains available through the council's partnership with Heritage Lottery fund (a Townscape Heritage Initiative) though the economic downturn since 2008 has severely undermined its effectiveness.

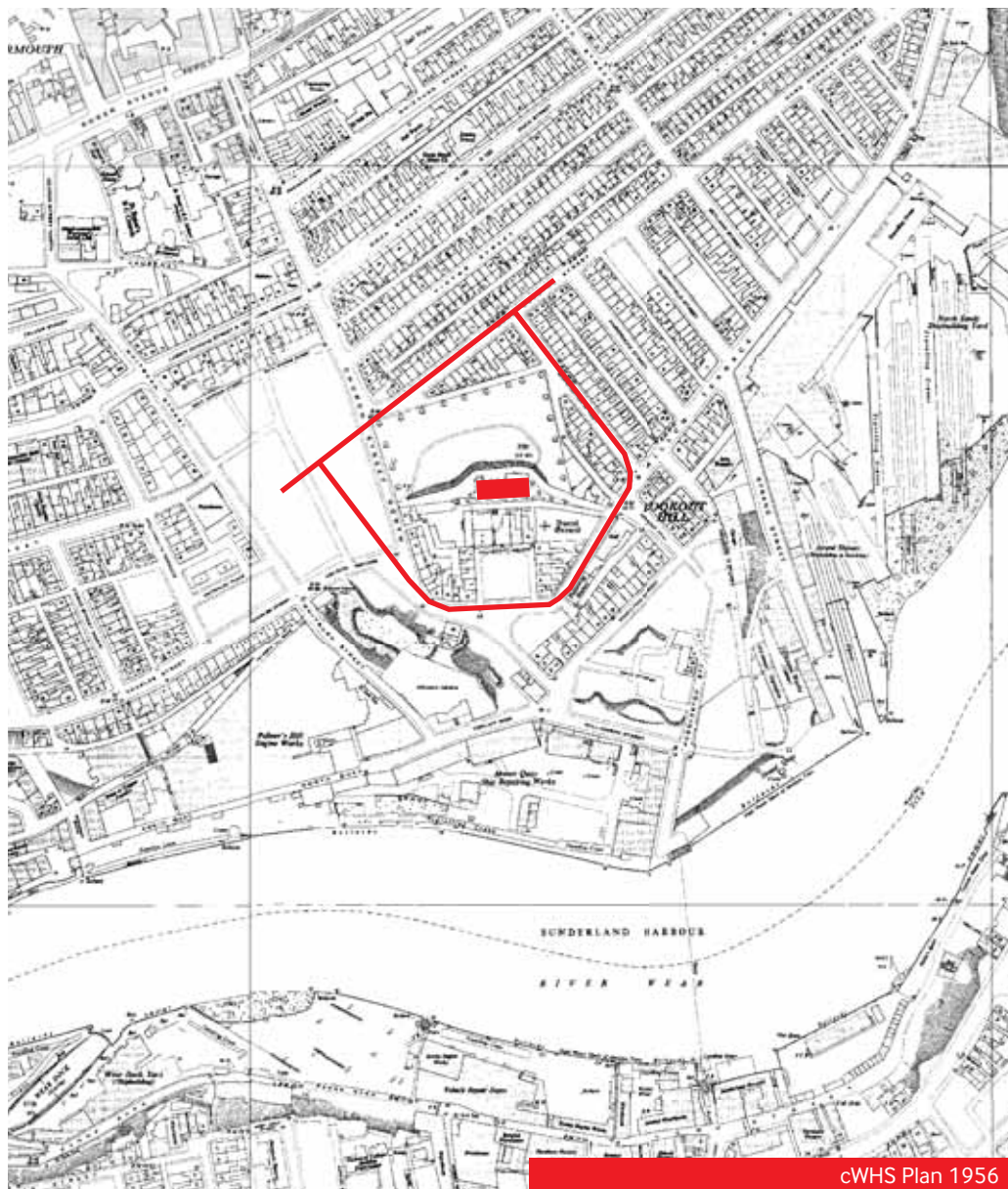
Following the closure of other major industries in central Sunderland, Sunderland Urban Regeneration Company - Sunderland arc - was established in 2002 in order to fulfil the aspirations of the Government's Urban Task Force and subsequent Acts of Parliament to promote the urban renaissance of Sunderland. These events also led the City Council to update the development plan for Central Sunderland - the UDP Alteration No. 2: Central Sunderland provides the current land-use policy context for the area.



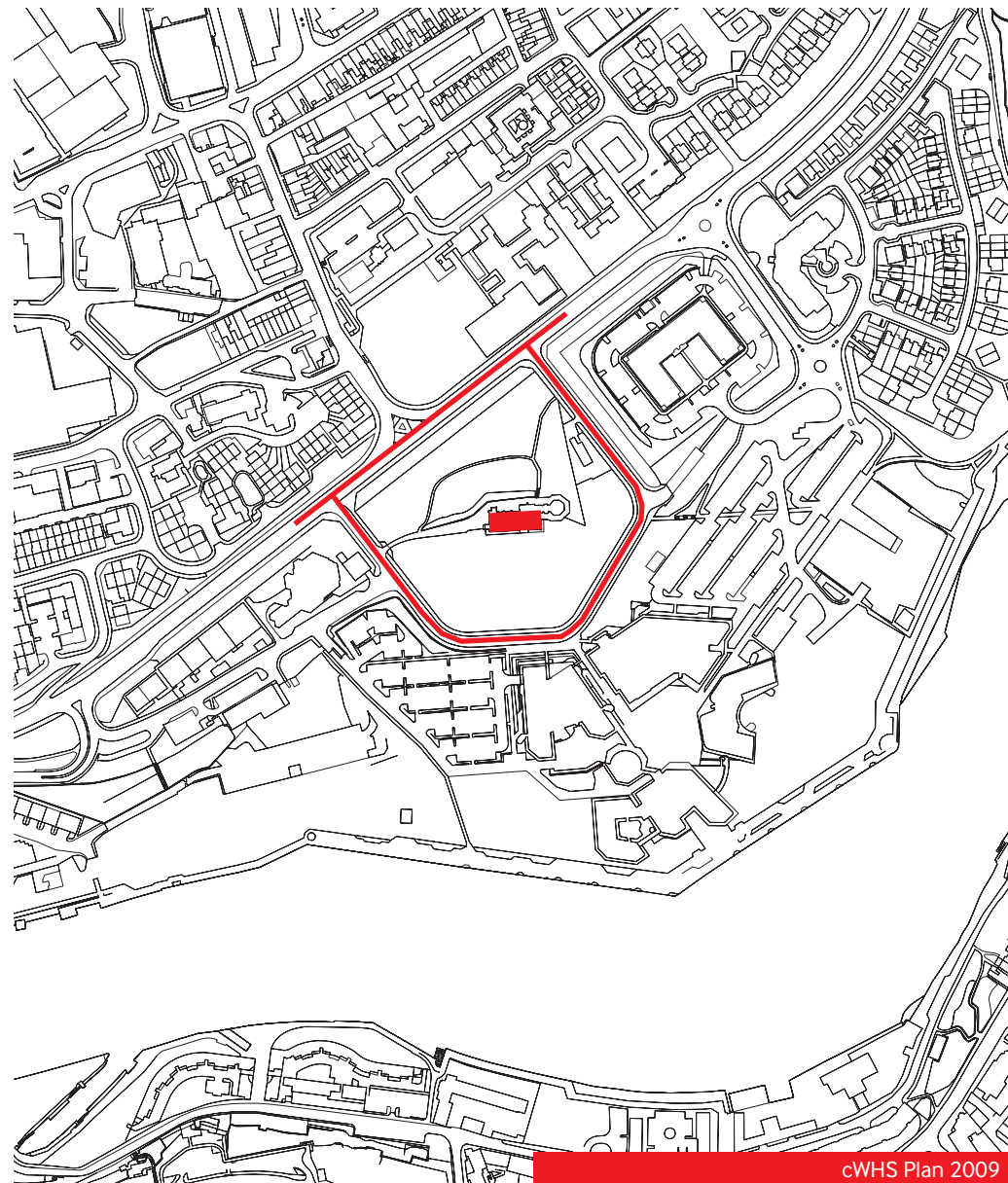
cWHS Plan 1856

Maps: This succession of Ordnance Survey plans illustrates the radical changes in scale and massing of buildings in the area in the last 150 years. Photographs reveal that the built presence changes over time from terraces of houses to huge shipyard sheds. Coupled with other evidence, it seems that any direct visual or physical link between the church and the river was lost some 200 years ago. The views achievable today are due to the demolitions of riverside industries in the 1980s and 1990s, as part of a Government strategy to make the river corridor available for new enterprises through which the city would be regenerated; Chief amongst such enterprises has been the University of Sunderland. Whilst valued, the views enjoyed today are destined to be obscured at least in part, when further new development required to achieve the Development Plan's designation of this area as a 'Strategic Location for Change' is taken forward, especially in relation to the further expansion of the University Campus. However, it is highly desirable for significant visual and physical linkages to be preserved and enhanced in order to maintain the attribute of OUV that relates to the monastic site's estuarine setting and this requirement is to be an important element of this planning framework.





cWHS Plan 1956



cWHS Plan 2009





Aerial photograph showing the physical context of the Wearmouth Masterplan area

## 4.2 Physical context

The SPD area has an apparent and distinctive form which would commonly be associated with a river gorge and estuarine setting. With the River Wear running through the centre of the site, both the north and south shores contain steep slopes which accommodate the change in levels between the surrounding limestone plateaux on which the city centre and Monkwearmouth are located and the level of the river itself. As is common for an estuarine setting, the steepness of these slopes lessens towards the east as the Wear Valley opens out and the river joins the North Sea. Consequently, the form and appearance of this relatively small section of the gorge changes dramatically as it passes through the SPD area. To the west, the gorge is narrow and characterised by steep slopes and cliffs which make this section of the gorge an ideal location for both the Wearmouth Road and Wear Rail Bridges. To the east, the gorge is significantly wider and characterised by gentle slopes which opens out to panoramic views of the coast.

The land along the river's north shore has been reclaimed from industrial use to gentle grassed slopes, with land terraces being introduced where the steepness of the topography increases to accommodate the future wholesale redevelopment of the site. Much of this work was done in the 1980s and 90s under the remit of the now defunct Tyne and Wear Development Corporation and some areas have since been developed by the University of Sunderland as part of the city's regeneration.

In the interim and prior to development, many areas of land along the north shore have been basically landscaped to form temporary areas of green open space, or have been used as surface car parking for the university. Other areas where development has either stalled or is yet to commence remain fenced off and inaccessible. All these features offer a poor relationship to both the river and the cWHS and offer very little benefit to the aesthetic value or functional role of the wider area.

The topography of the south shore is much steeper which has had a greater influence on the area's appearance. The area was not as suitable for large scale ship building factories, and consequently has not been subject to wholesale site clearance and redevelopment. This part of the area is therefore much more densely built up and has much smaller amounts of open and/or vacant development sites.





The National Glass Centre

#### 4.3 Built form

The historic and physical context of the SPD area has inherently influenced the built form and townscape appearance of the area itself. Reflecting the physical context of the area as discussed above, both the north and south shores have very distinctive and different characters with regard to their built form.

With the exception of the cWHS site itself, the north shore has very few remnants or visible evidence of its rich heritage, and consists primarily of either modern buildings or large areas of open and vacant space. The age of these buildings range from a group of small scale 1960s industrial buildings to the contemporary architecture associated with the National Glass Centre and other university buildings. The scale of these buildings range in height from 1-2 storeys around the cWHS itself, up to 8 storeys at the Bonners Raff development immediately adjacent to the Wearmouth Bridge.

The south shore is of a very different character being the remnant of Old Sunderland, which has not fared well since World War II. These ancient streets were once very densely developed. Wartime bombing and post war slum clearances, coupled with the decline in the traditional marine industries since the 1960s have served to severely fragment their built form and developments that have taken place in the mid 20th century have been

of poor quality. The intervention of various regeneration agencies has led to several very notable historic buildings being restored from a derelict state and returned to full and beneficial use. These punctuate the townscape and give a sense of what the area was like in its hey-day.

These historic buildings have been complemented by a small number of modern interventions such as Echo24 to the west, the University halls of residence, and the River View apartments above the Fish Quay to the east. There have gone some way to restore a distinctive built presence to the High Street, but much remains to be done.

There are much fewer vacant development sites on this side of the river, although sites at Numbers Garth, Scotia Quay and land adjacent to 197 High Street East represent significant development opportunities. Notwithstanding the above, developments along the south shore are anticipated to be piecemeal in nature, fitting into the already well established urban fabric of this part of the city, instead of a more comprehensive form of development more likely along the north shore.

#### 4.4 Surrounding townscape

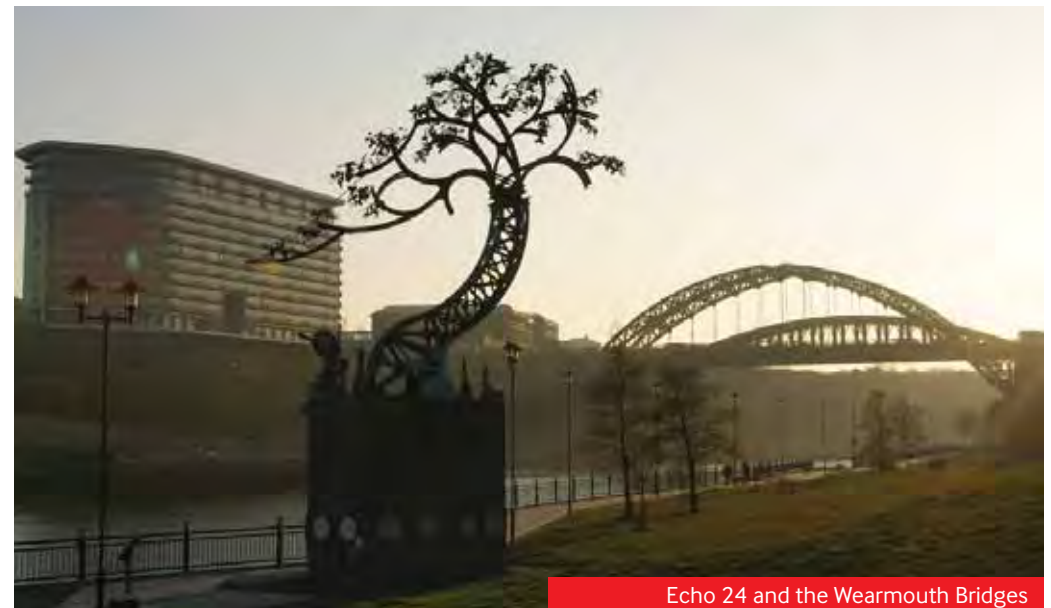
The dense, fine urban grain that was prevalent in the mid 19th Century was lost in the 20th Century as the shipbuilding and ship repair industries developed to a much larger 'monumental' scale along the riversides. These in turn have been removed and the area today has a fragmented character in terms of built form. Architectural styles vary from the ancient and historic, as exemplified by St. Peter's Church, to the modern and contemporary at St Peter's Campus and the National Glass Centre, but also include simple and poor quality single storey industrial units - all can be found on the north shore.

To the north of Dame Dorothy Street, Church Street provides the main vehicular route from the north for car bound visitors approaching the St Peter's area. The environs of Church Street are quite poor and have an air of dilapidation, though this improves as the junction with Dame Dorothy Street approaches and the church of St Peter and the University Campus come into view. At this point, the development to either side is of more recent origin and in reasonable condition, though rather uninspired.

To the west of Church Street lies the Dundas Street area; this is also quite poor and fragmented, but offers opportunities for new development to lift the area. Some developer interest is already evident here; the main interest from a conservation viewpoint lies in the potential for archaeological remains to be present that may relate to the St Peter's monastic site, or hopefully may relate to the medieval lay-community of Monkwearmouth that may have occupied lands in this locality.

Dominating the river gorge and providing the dramatic backdrop to nearly all of the townscape described above, is the Wearmouth Bridge. This imposing and iconic structure demands respect and provides a dramatic end-stop to many splendid views of the river that may be enjoyed from many locations along the two banks of the river. Perhaps the most notable being the view from around Scotia Quay to Noble's Quay on the south shore from which the whole panorama of the river valley may be taken in, from the bridge in the west to the harbour mouth and North Sea beyond to the east.

Other than the quays and wharfs, the setting of the cWHS is thus of very recent origin and features few structures of heritage significance as such, but is inclusive of several modern structures of undoubted architectural merit. The estuarine setting of the early monastic site (a motivating factor for its founders) is still discernible, but the character of the landscape and townscape is quite unrecognisable from its Anglo-Saxon form. The area continues to evolve from the period in the 1990s when, to an extent, the slate was wiped clean. Many areas of open space and other areas currently used as surface car parks are actually awaiting development proposals. The challenge of this SPD is to ensure that the development that occurs here will be befitting of a heritage site of international importance.



Echo 24 and the Wearmouth Bridges



## Land uses





#### 4.5 Current land uses

There are quite distinct breaks between groupings of land uses in the SPD area. The most distinctive grouping is that of the modern faculties of the University Campus that has at its hub the internationally important heritage asset of St Peter's Church, and the Monkwearmouth Anglo Saxon Monastery and Medieval Priory. Also within this grouping is the North Sands Business Centre; and fronting the riverside is the National Glass Centre, a unique venue providing activities inspired by glass and set to become a reception facility for visitors to the World Heritage Site. Built in 1998 to celebrate the historical and contemporary relevance of glass art and manufacture to the site, it continues the early values of the Wearmouth-Jarrow monastery.

To the west, between the campus and the Wearmouth Bridge, is Bonnersfield. This steeply sloping area once accommodated many small workshops and warehouses relating largely to ship repair activities, almost all of which have now been cleared. Key amongst the surviving buildings is Bonners Raff, a warehouse converted to residential apartments. Considerable developer interest has been evident in recent times and a number

of development concepts have been brought forward, but a suitable and viable form of development remains to be devised. Within Bonnersfield there is also a terrace of light industrial units dating from the 1980's which are predominantly vacant and of poor form. This quite substantial site is seen as suitable for a mixed use development of potentially significant physical presence.

To the north of Dame Dorothy Street is an area of post-war residential properties, including three 14-storey residential apartment blocks and Dame Dorothy Primary School. Other uses present include a medical centre, a community centre and a cluster of older commercial uses along Church Street North. Several commercial units are currently vacant and the area has an air of dilapidation, though there is some developer interest that may help to address this.

On the south shore of the river, the historic quays of Old Sunderland run along the river's edge from Pann's Bank in the west to Corporation Quay (the Port of Sunderland) in the east. This is a narrow area of land between the historic High Street and the river. Key uses include the Echo 24 apartment block, which includes a ground floor restaurant; significant areas of student halls of residence, offices, restaurants, the Fish Quay and the modern apartment block River View. This part of the SPD area is also located within the Old Sunderland Riverside Conservation Area.



The areas urban grain offers and indication to the range of uses located across the site



## 4.6 Views of value and heritage significance

Long established as a fundamental component of the setting of the cWHS are the views which currently exist of the church building and wider monastic site. These include views both into and out of the cWHS itself, but also views which provide clear visual links between the cWHS and other key features within the SPD area, for example the river, surrounding attractions and gateways.

Strategic aim 3 of the WHS Management Plan covers the objectives and policies associated with development and regeneration projects within the buffer and wider setting of the monastic site at Wearmouth. Prime amongst those relevant to the issue of views are the following:

Policy 20 (Management plan policy 3a.1)  
The Wearmouth-Jarrow Partnership will continue to influence the local authorities to embed the protection and enhancement of the property's Outstanding Universal Value, including key views and potential archaeological deposits, in planning policy (particularly Local Development Frameworks and supporting plans, guidance and strategies) in accordance with statutory planning procedures.

Policy 21 (Management plan policy 3b.5)  
The local planning authorities will manage change to protect and enhance the attributes of Outstanding Universal Value of key views identified in the Conservation Plan.

Land within the setting of the cWHS at Wearmouth is proposed to undergo major regeneration in ways which could impact on key views to and from St Peter's and the monastic site. Some development in the setting may present valuable opportunities to enhance views, but some views that are currently enjoyed are in danger of being obstructed, at least in part, through new buildings being erected. Such obstructions must be minimised or mitigated as appropriate if the above policy of the WHS Management Plan is to be satisfied.

All of the WHS attributes identified above, demand an understanding and appreciation of the extent to which they may be impacted upon by the visual quality of the WHS's surroundings and the vantage points from which they may be observed. Matters of a visual or aesthetic nature and an analysis of key views are of primary concern in relation to the first two attributes described above. Key Views have therefore been identified in the WHS Management plan (2011) following detailed visual analysis of the site. These have been identified on the basis of locations from which meaningful views of or from the cWHS can be enjoyed, and at the same time demonstrate one or more of the attributes identified in the Statement of OUV. The views are described in detail in **Appendix 3** of this document.

This analysis has been adopted for the purposes of this SPD and supplemented in the light of opportunities for enhancement that have been revealed during the preparation of this document.

The key views are as described below:

- P1 An unfolding panoramic view over a length of some 300m at high level on the south shore with a particular vantage point from the current car park on West Wear Street
- P2 An unfolding panoramic view at low level from the south shore over a length of some 250 metres with a particular vantage point to the east of the viewshed, aligned with a radial line of sight through the Campus to St Peter's monastic complex, with the Anglo-Saxon west porch and tower as a focal point
- P3 An unfolding view at low level from the north shore over a length of some 150m. Currently restricted by the convex landform and seasonal foliage, this viewshed has the potential to be greatly enhanced through the resculpting of the contours in conjunction with the future redevelopment of the site
- P4 A 360-degree panorama achieved from the roof terrace of the National Glass Centre showing the relationship of the river corridor and St Peter's monastic complex to the harbour mouth and sea beyond
- P5 Close range views of church as observers move along Dame Dorothy St, with St Peter's Church and monastic complex suddenly revealed in its landscaped setting.
- P6 A contained view along Church Street when approaching from the north.

- P7 A contained view along Charles Street to the St Peter's monastic complex
- P8 A contained view from the Wearmouth Bridge along Charles Street.
- Converse of P2: A view from the monastic complex through the University Campus towards the River Wear and across it to the viewpoint on the south shore.
- Converse of P6: View from St Peter's monastic complex towards the National Glass Centre and beyond to the river corridor, harbour mouth and open sea

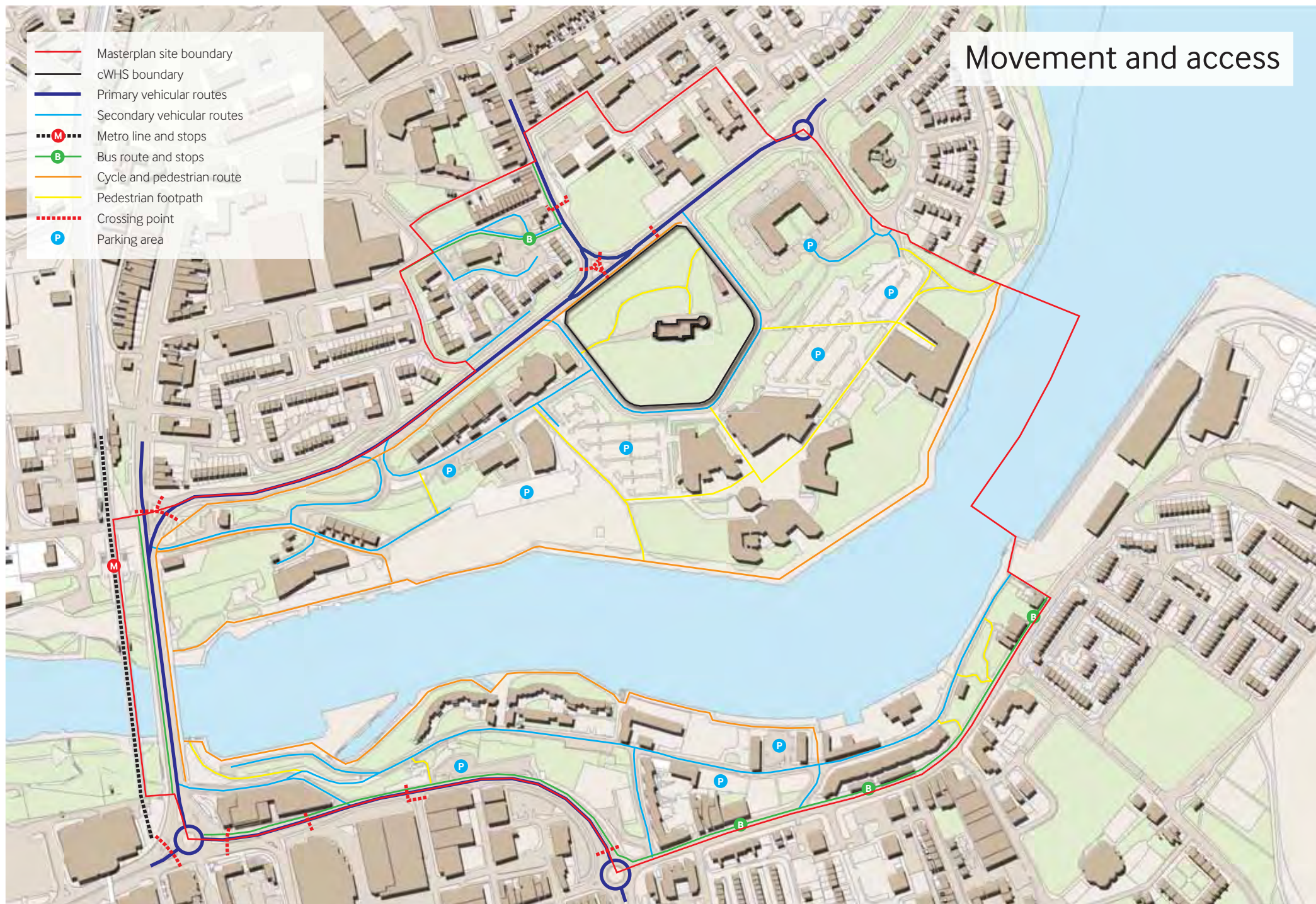
Other Significant Views at Wearmouth include a set of secondary views. These do not directly demonstrate the OUV as the WHS itself cannot be seen; however, they do provide contextual information on the dramatic geography of the estuarine setting of the Property.

- S1 Wearmouth Bridge looking eastward
- S2 Noble's Quay

## Key views









#### 4.7 Accessibility and highway capacity

Accessibility for both pedestrians and vehicles throughout the SPD area is rather fragmented due to the variety of land-uses and the area's topography. There is no continuous vehicular link through the area other than Dame Dorothy Street, which is one-way westbound from its junction with Church Street North.

St Peter's is well connected to neighbouring areas to the east and west with a continuous shared-use footpath/cycleway along the river. Both shores feature promenades that accommodate multi-user routes; the north shore is of particular note as it forms part of National Cycle Way NCN1 and the Coast to Coast (C2C) route which terminates at Roker Beach, some half mile to the east. These connect to the St Peter's Metro Station with some effort, although proposals to provide a new subway beneath the Wearmouth Bridge would improve the current situation. The area benefits from proximity to the city centre and frequent Metro services. Whilst no public bus services currently serve the area, bus stops are within walking distance.

Primary and secondary vehicular routes, with cycle routes and pedestrian access points are illustrated opposite. Future developments in the area will place additional strain on existing highways to the north and south of the SPD area. 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.

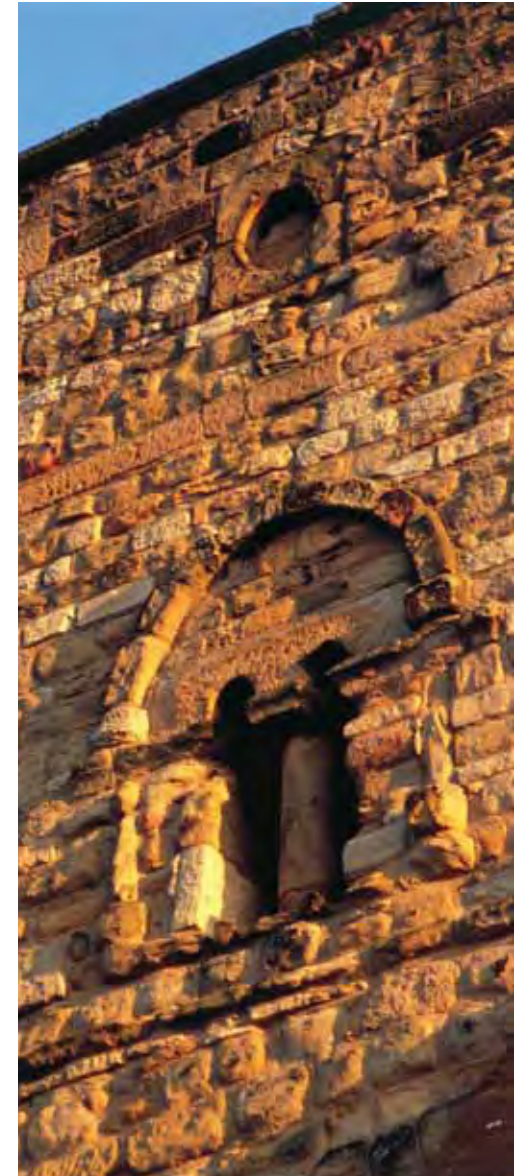
A proposed improvement scheme to the Wheatsheaf Gyratory may reduce the significance of capacity constraints. These proposals are part of a bus corridor improvement scheme to modify certain junctions and are subject to Department for Transport funding. It is also understood that the proposed Sunderland Strategic Transport Corridor (SSTC), once in place, would reduce traffic flows on North Bridge Street. However, these are medium to long term projects in terms of full completion and should not wholly be relied upon in terms of mitigation of traffic generation; accordingly limiting parking and travel planning options are seen as key issues.

Future development of the University Campus has the potential to improve the provision and legibility of pedestrian routes. New waterfront development would also increase surveillance of the riverside footpath/cycleway, increasing the sense of security for pedestrians and cyclists. The Planning Framework should address parking provision as a number of existing parking areas are proposed to be developed – the potential for undercroft parking spaces in areas adjacent to the riverbank requires further investigation. The number of parking places is yet to be defined and would 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 in line with a sustainable travel plan, yet to be developed, which would discourage car use on campus and promote other means of transport. It is important that car parking is appropriately screened from key views and must not compromise the Outstanding Universal Value of the candidate World Heritage Site. These issues are addressed in the Design Code provided later in this document.

Pann's Bank forms a narrow strip of land on the south shore with significant level differences. Pedestrian, cyclist and vehicular routes predominantly run parallel to the river. Access between West Wear Street/High Street East and the waterfront is restricted by the topography, the linking lanes and steps being steep. Access is most readily achieved to the east via Bodlewell Lane.

Proposals for a new ferry connection have been the subject of a feasibility study and would improve pedestrian linkages between the north and south banks of the river and between St Peter's, Sunniside and the City Centre. As other strategic riverside sites are developed, such as Stadium Park and Farringdon Row, there is scope for such a ferry to service those sites also, thereby re-introducing water-borne activity to the river for leisure purposes as much as for simply transportation reasons. A longer-term aspiration is the provision of a new footbridge across the river downstream of the Wearmouth Bridge, though a successful, regular ferry service may negate the need for this.



St Peter's Church Tower



#### 4.8 Other issues

A number of other, less significant issues were identified through the consultation process and these are dealt with below:

##### Archaeology

The area is of high archaeological importance and potential. Proposals for development will require an archaeological assessment and finds will need to be preserved or appropriately recorded in line with advice in PPS5.

More detailed guidance is contained within the WHS Management Plan and an archaeological strategy for the area is being devised by the Wearmouth - Jarrow Partnership. Developers should also consult with the county archaeologist for advice on these issues before proceeding with detailed development proposals.

##### Biodiversity

The site adjoins the River Wear Wildlife Corridor and is in close proximity to Local Wildlife Sites (formerly Sites of Nature Conservation Interest) where there is a need to protect sites and species of national, regional and local importance. New developments should provide measures to enhance biodiversity.

##### Flood Risk

The area is not considered to be at risk from fluvial or tidal flooding. Development increasing surface water run-off could increase flood risk and will require appropriate mitigation and should incorporate Sustainable Urban Drainage Systems.

##### Climate Change and Energy Conservation

There is a need to consider the impacts of climate change, the use of raw materials and energy consumption to minimise carbon emissions and reduce pollution. Developments should achieve at least the Code for Sustainable Homes Level 4 for housing and aspire to achieve BREEAM Excellent for other developments, or higher as required by future legislation.

##### Air Quality

Air quality must continue to be monitored and protected. New developments must not lead to a breach in air quality objectives.

##### Waste and Recycling

The council is committed to reducing waste and amounts sent to landfill sites. New developments must take account of waste management and recycling in design, construction and operation



The Wearmouth River Corridor

## 4.9 SWOT Analysis

The St Peter's and Bonnersfield areas, whilst accommodating major development opportunities in this strategic location for change, display a number of weaknesses and tensions which may serve to inhibit their successful regeneration. The potential for such matters to prejudice the attainment of World Heritage Site status for Wearmouth – Jarrow if not managed sensitively is recognised. Taking into consideration the area's current context as discussed above, the following S.W.O.T. analysis was carried out to ensure that the future redevelopment of the area efficiently addresses its needs and issues, whilst harnessing its full potential.

The following analysis takes into consideration the observations made in the site context section and combines them with the findings of work undertaken previously by the City Council to support the regeneration aspirations for the wider river corridor, in particular the results of consultations with the council's partners in regeneration.

The following analysis therefore identifies the components which the council recognises as the primary strengths, weaknesses, opportunities and threats for the area to be addressed in the adopted masterplan and design code.

### Strengths

- Internationally significant heritage assets of outstanding value and importance
- Significant economic drivers established within the masterplan area including the University and the National Glass Centre
- Political support to secure WHS status.
- Large areas of developable land in close proximity to the city centre
- Excellent public transport and associated transport hubs, surrounding road network
- Links with the national cycle network
- Commercial and investor interest associated with the site
- Natural beauty and dramatic estuarine setting
- Commitment from the council to support comprehensive and large scale redevelopment
- Current land ownership pattern is conducive to comprehensive redevelopment occurring

### Weaknesses

- Some buildings on the site do not create a sense of place nor celebrate the site's internationally significant historic assets
- Large proportion of the site is covered by vacant development sites and open air car parks which creates a poor first impression to visitors
- The topography includes significant level changes that could inhibit development through issues with access and engineering
- Public realm is poor in places and there is evidence of vandalism with attendant maintenance issues;
- The site currently feels segregated from the city centre
- Levels of traffic using roads around the area can impede movement and can inhibit pedestrian links with other parts of the city



## Opportunities

- To harness the economic, tourism and social opportunities associated with WHS status
- To promote the comprehensive redevelopment with the aim of delivering a new vibrant city centre quarter
- To enhance the physical and natural assets of the site including improving views and the quality of the public realm
- To realise potential of brownfield land reclaimed from former ship building yards which are now suitable for development
- To develop a masterplan to increase developer confidence and attract and stimulate future investment
- To improve the area's connectivity between the city centre and the coast
- To mitigate against the noise associated with the busy routes which currently pass through the site
- To achieve a new pedestrian link to improve connectivity across the river at its lower reaches

## Threats

- Poorly designed development could adversely affect the setting of one or more of the area's many heritage assets, most importantly, the cWHS, but also the listed river bridges and Old Sunderland Conservation Area
- The current economic climate has lowered developer confidence in investing in the area for the short term. This may lead to substandard developments being granted consent to the detriment of the setting of heritage assets
- The site's industrial heritage may have left a legacy of contamination which could impact upon the viability of any given development
- Competition from other development sites elsewhere in the city and the wider region could inhibit the timely development of the site
- The site is owned by a small number of diverse stakeholders which could limit the comprehensive nature of the development of the whole site
- Archaeological deposits may lead to delays in project delivery due to the requirement to investigate and record appropriately;

- Made up ground may present construction issues and additional prohibitive cost
- Highway Capacity around certain junctions may lead to excessive congestion and deter further development

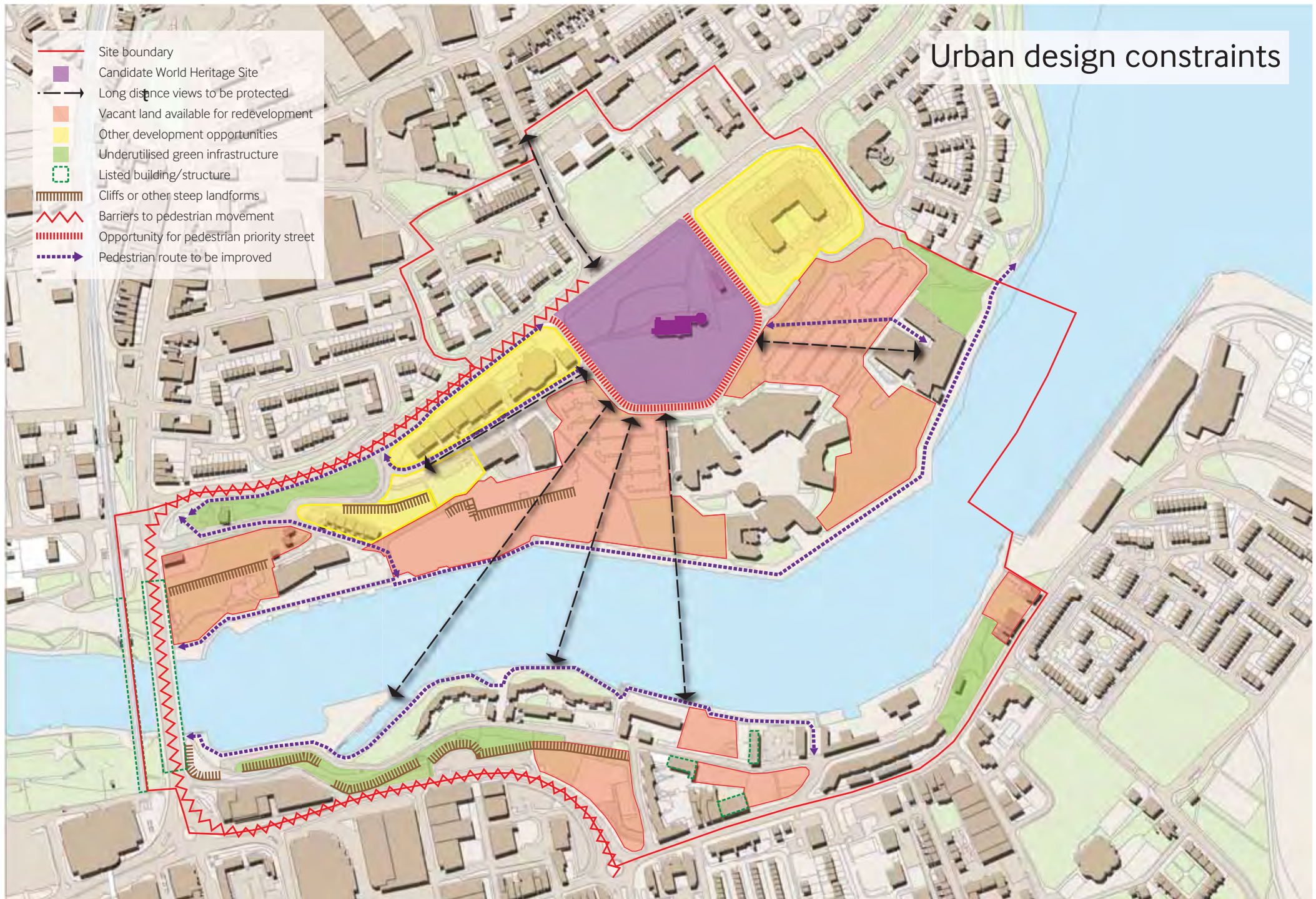
Whilst not an exhaustive list this S.W.O.T. analysis gives a clear indication of the kind of considerations which need to be taken into account when developing a coherent masterplan for the site. Whilst some considerations may carry a greater priority over others, for a masterplan to be able to successfully achieve its aims and aspirations, all of the area's strengths, weaknesses, opportunities and threats need to be acknowledged and addressed within a coherent design solution.

## 4.10 Constraints plan

The constraints plan opposite offers a spatial interpretation of the analysis of the Wearmouth area. Whilst many of the issues identified are relevant to the whole masterplan area, the constraints plan clearly recognises the areas which should be the focus of attention and the varied issues and priorities throughout the masterplan area.

The issues included within the constraints plan are by no means exhaustive but should act as a useful tool to help owners and developers develop a suitable layout which not only addresses the S.W.O.T. analysis in principle, but also spatially.

## Urban design constraints





## 5.0 Feasibility and developer aspirations



### 5.1 Market Context

Traditionally, Sunderland's economy has been dominated by manufacturing and heavy industries. As these have reduced in importance, 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. 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.

Over the last decade, Sunderland has successfully developed a range of out-of-town office schemes including Doxford Business Park and Rainton Bridge South Business Park. To redress the balance, the former Vaux Brewery site has been identified for a significant amount of office and residential 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.

Sunderland has the fifth largest retail footprint in the North East. There are a number of proposed retail and leisure schemes in Sunderland including the redevelopment of the Roker Retail Park to the north of the SPD area, Holmeside Triangle and part of the former Vaux Brewery sites. Any additional retail / leisure schemes to these would need to be ancillary to a wider development of a different mix of uses.

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 three to four years. As the underlying economic conditions begin to improve, developers are starting to return to the market and are seeking new opportunities. Small rises in house prices are now being recorded in most indices. Within Sunderland, a number of strategic sites are proposed which have the potential to provide a range of new housing types and which could come forward within the next 5 years.

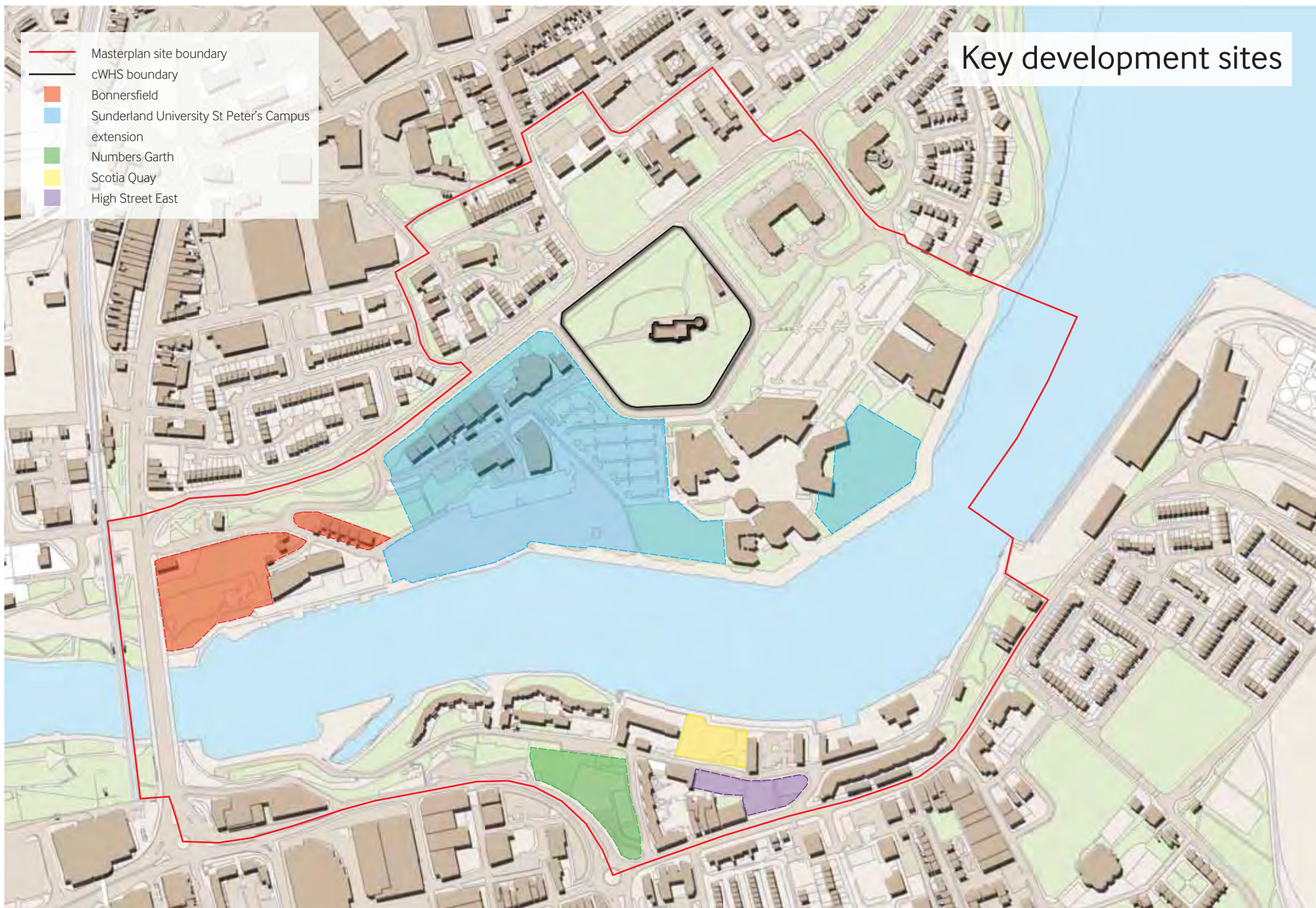
The market for student accommodation has matured significantly over the past 5 years, with drivers for change including a need for higher quality, purpose-built accommodation. The Sunderland University has some stock built in the 1960s in need of modernisation. There remains significant operator appetite for new products in good locations close to the University, providing the new residential units are delivered in partnership with the University.

The City of Sunderland Economic Masterplan seeks to promote an enhanced role for the University in the city's emerging Economic Development Strategy. The aim of the strategy is to create a 'University City' where quality of place, urban centric assets, a city for young people, great sights and activities and a dynamic urban culture are promoted.

The University has a strong track record in fostering innovation, enterprise and skills and in helping to create wealth and job-generating opportunities. It has strong links with industry and business and works with some of the world's leading companies. The University will continue to have a key role in delivering strategies and programmes for innovation and business development.

It is in this context that UDP Alteration No.2 was brought forward and the need for this SPD was recognised. Various stakeholders have embraced the need to deliver the structural strategic changes that are desired for the SPD area and their aspirations and proposals are set out below.







## Site ownership

- Masterplan site boundary
- cWHS boundary (Various owners)
- Sunderland University
- North of England Civic Trust
- Other private ownership

\* Areas not categorised above are either owned or adopted by Sunderland City Council



## 5.2 Strategic Sites

The SPD area contains several strategic sites / areas on prominent, gateway locations to the City Centre. These key development sites are identified on Key development sites plan on page 37.

**Bonnersfield** - a mainly vacant site lying adjacent to the Grade II Listed Wearmouth Bridge at a key gateway to the City Centre

**Sunderland University 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 offers a dramatic development opportunity located as it is atop the river gorge with steeply sloping topography; Policy SA54.11 of UDP Alteration No 2 allocates this site for offices and specialist housing

**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 current city centre with Bishopwearmouth to the west. It has a number of vacant sites, most notably to the east side of Exchange Building where a recent consent has been given for a hotel development. UDP Policy SA5.2 allocates this area for food and drink, light industry, offices, research and development and student accommodation

The potential for reviving a ferry crossing is currently being considered which could link several of the riverside development sites being brought forward by Sunderland Council. In the short term it is most likely to operate only from the Wylam Wharf / Scotia Quay area on the south shore to the National Glass Centre / St Peter's Campus area on the north shore. There is a longer-term aspiration for a low level 'East Bridge' to connect the north and south banks of the River Wear, though this is unlikely to be achieved in the foreseeable future.

## 5.3 Land Ownership

The current pattern of land ownership is illustrated on Site ownership plan opposite where it is clear that there are four main stakeholders, prime amongst them being the Sunderland University with the St Peter's campus on the north shore and halls of residence on the south shore.

Second most significant land holder is Sunderland City Council, the most significant site being at Numbers Garth.

Other significant holdings comprise land at St Peter's Wharf / Bonnersfield, sold by the City Council to a development consortium (Metnor-Akenside) to enable a mixed use development that is still at design stage.

The North of England Civic Trust (NECT) holds a number of key sites on the south shore that are a legacy of the activities of the Tyne and Wear Development Corporation (now disbanded); two in particular are available for development – Scotia Quay and land to the east of Exchange Building. It is notable that NECT have been a key partner in earlier heritage led regeneration initiatives that resulted in the once derelict Exchange Building and The Eagle Workshops being restored and returned to beneficial use.

The pattern of ownership is highly conducive to regenerative development taking place as the strategic sites are already in the ownership of those agencies that wish to encourage appropriate development.

It is most important that any such future development is sensitively managed and is of the highest quality so as to safeguard and enhance the heritage status of the cWHS, to contribute to St Peter's identity of history and innovation, and perhaps most of all to make this part of the river corridor a highly distinctive, stimulating and characterful place.



## 5.4 Developer aspirations

The most significant current development proposal in the area is Bonnersfield, proposed by Metnor - Akenside and comprises of four blocks that rise up to as much as 17 storeys. The impact of such tall buildings on significant views has been assessed within the framework of a Visual Analysis prepared as part of the background work for this SPD. The prominence of the site and the scale of development proposed in the context of the backdrop of the listed Wearmouth Bridge led the council as local planning authority to consider in detail the application site circumstances and design requirements in conjunction with partners in the Wearmouth-Jarrow WHS Partnership.

The conclusion of this protracted exercise has been that the City Council has formed the view that whilst the mix of uses proposed fits within the provisions of the UDP Alteration No.2, this particular form of development was overly ambitious in terms of the form and quantum of development being proposed; that the scale and massing of the buildings is unduly large; that it will impact adversely on views of the adjacent Wearmouth Bridge; that it exceeds the guidance set out in the SCAUDS; and that it will prejudice the achievement of a high standard of environment at a key point of arrival for the cWHS. Accordingly, whilst the council acknowledged that the satisfactory development of this site will contribute much to the regeneration of this area, this particular solution was not to be favoured. At time of writing discussions are ongoing with the developer to devise a more appropriate development for this very important location; the design code adopted later in this SPD will be a key instrument in achieving this.

The University of Sunderland is a key strategic partner within Sunderland with significant land holdings across the city. The 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.

To facilitate the further development of the campus and also to inform this SPD, the University commissioned Faulkner Browns Architects in 2008 to prepare an indicative masterplan for the campus. The University's masterplan has not been adopted or sanctioned by the council as the local planning authority, although it has proved to be a valuable tool in ascertaining the quantum of development the University is aspiring to in the future. The findings of the University's work has therefore been taken into account when writing this SPD to ensure the masterplan and design code associated with this document offers a viable and realistic design solution response.



Sunderland University St Peter's Campus Site

Whilst this 'master planning' exercise has been ongoing for some time, there are currently no live building projects being actively promoted by the University.

On the south shore, two key sites for redevelopment are in the ownership of the North of England Civic Trust, a legacy of the former Development Corporation. The trust is a building preservation and conservation trust that provides consultancy and funding advice for the built environment across the Northern region, promoting the retention of traditional building skills through training and events. The Trust is committed to securing high standards in conservation and in the architecture of new buildings and is holding two sites, one at Scotia Quay, the other to the east of Exchange Building, pending suitable development proposals that will regenerate the area. Both sites have been the subject of recent developer interest. The former being the subject of a current enquiry for a business incubator initiative with café / gallery space that may serve very well to activate the river frontage here. The latter for a hotel development by the leaseholder of the adjacent Exchange, which gained consent in 2009 which will help to activate the High Street and go some way to re-establishing a much needed built presence on the street frontage. Both of these developments are considered to satisfy the requirements of the UDP Alteration No.2 and also the policies of the Old Sunderland Conservation Area.

The consent granted to Leah Properties Ltd along High Street east is significant as it represents the first significant developer interest for some time in this somewhat neglected corner of Monkwearmouth. It is hoped that this may trigger interest in other developments in respect of the nearby shops in terms of enhancements to frontages, etc.

Various lands are in the ownership of Sunderland City Council, largely areas of car parking and incidental open space; the most significant site capable of being brought forward for development is that of Numbers Garth above the river's south shore. This site occupies a dramatic location atop the river gorge with fine views over the river to the Wearmouth cWHS. There are no current proposals for the site but the council envisages that this will be a 4 to 6 storey mixed use development of primarily business and leisure uses, which could usefully incorporate a publicly accessible viewing platform taking advantage of the fine views to the north. This site will be brought forward in a manner that sits well within the terms of the UDP Alteration No.2 and also the policies of the Old Sunderland Conservation Area. Guidelines for its development are included in the Design Code set out in later sections of this SPD.

In addition to particular development sites, the highways and incidental areas of open space provide opportunities to enhance the setting of the various buildings in the SPD area, both modern and historic. The Council's ambition is to secure a comprehensive approach to delivering good quality public realm that provides accessible riverside squares and terraces that take advantage of the southerly aspect and panoramic views.

A full list of the planning history of the sites discussed above can be found in [Appendix 4](#) of this document.



Bonnersfield development site



## 6.0 Consultation and masterplan evolution

In May 2010 a draft Planning Framework SPD was made available for public consultation prepared on behalf of the City Council by Nathaniel Lichfield and Partners. This followed earlier consultations with stakeholders during a 'scoping exercise' as part of the preparation of a Strategic Environmental Assessment and generation of options. A Steering Group was formed to take the document's development forward. This group comprised Sunderland City Council, Sunderland Arc, the Homes and Communities Agency, One North East and the Sunderland University. Regular meetings were held with these organisations during the preparation of the first consultation draft.

The consultation was carried out in accordance with Regulation 17 (1)(b) of the Town and Country Planning (Local Development) (England) Regulations 2004 (as amended). It included a number of workshop sessions with key stakeholders on a one to one basis. In addition, open manned exhibitions were held at a number of venues in the locality and copies of the draft document were made available in local libraries, the National Glass Centre and the Civic Centre in Sunderland.

Specific bodies were formally consulted by letter enclosing a CD containing the Framework Report, Strategic Environmental Assessment Report and other relevant documents in accordance with Regulation 17(2)(b). Others were consulted by letter, pointing them to the relevant information on the council's website, offering copies of the CD if required and seeking their views. Residents and businesses within the framework area and immediately adjoining it were consulted by letter accompanied by a booklet which summarises the framework proposals.

This exercise produced numerous responses, most notably from those parties with a development interest in the area; and otherwise, agencies with a statutory role to play most notable amongst these being English Heritage.

The general views expressed were supportive of land use allocations made within the UDP Alteration No.2 being put into effect and the main principles and provisions within the draft SPD were accepted in principle. In particular, the WHS candidature was generally seen as a worthwhile initiative that would create regenerative activity that would benefit all. However, concerns were expressed around the potential that WHS status may have for unduly constraining built development in the SPD area, which also has regenerative value. Conversely, concerns were also expressed by English Heritage and the Church that the location, scale, massing, and built form of structures that are to be built in the coming 15 years or so have the potential to impact adversely on the

essential attributes that are seen as critical to obtaining and sustaining World Heritage Site status. This was especially relevant to the visual attributes linking the monastic site to the river and the general quality of the aesthetics of future buildings and their setting.

Such concerns, strongly expressed, have led the City Council to extensively revise the text of that first consultation draft in order to increase the weight being afforded to heritage concerns and other matters of environmental quality. Similarly, the masterplan solution that was promoted in the first draft is now recognised as being insufficiently flexible and has not struck an appropriate balance. It is recognised that this could serve to place in jeopardy the desire to create an environment of world class

architecture, culture and heritage befitting a World Heritage Site.

In recognising these short-comings, the Council has decided to change its approach to the SPD.

Much of the supporting text has been re-visited to better express the aspirations of the Council and its key partners in regeneration; the council has also adopted an approach to addressing the above spatial, architectural and urban design concerns in the form of a Design Code. This takes the form of "a set of illustrated design rules and requirements which instruct and may advise on the physical development of a site or area. The graphic and written components of the code are detailed and precise, and build upon a design vision such



as a masterplan or a design and development framework for a site or area.” (from CLG, ‘Preparing design codes: a practice manual’, RIBA Publishing, 2006)

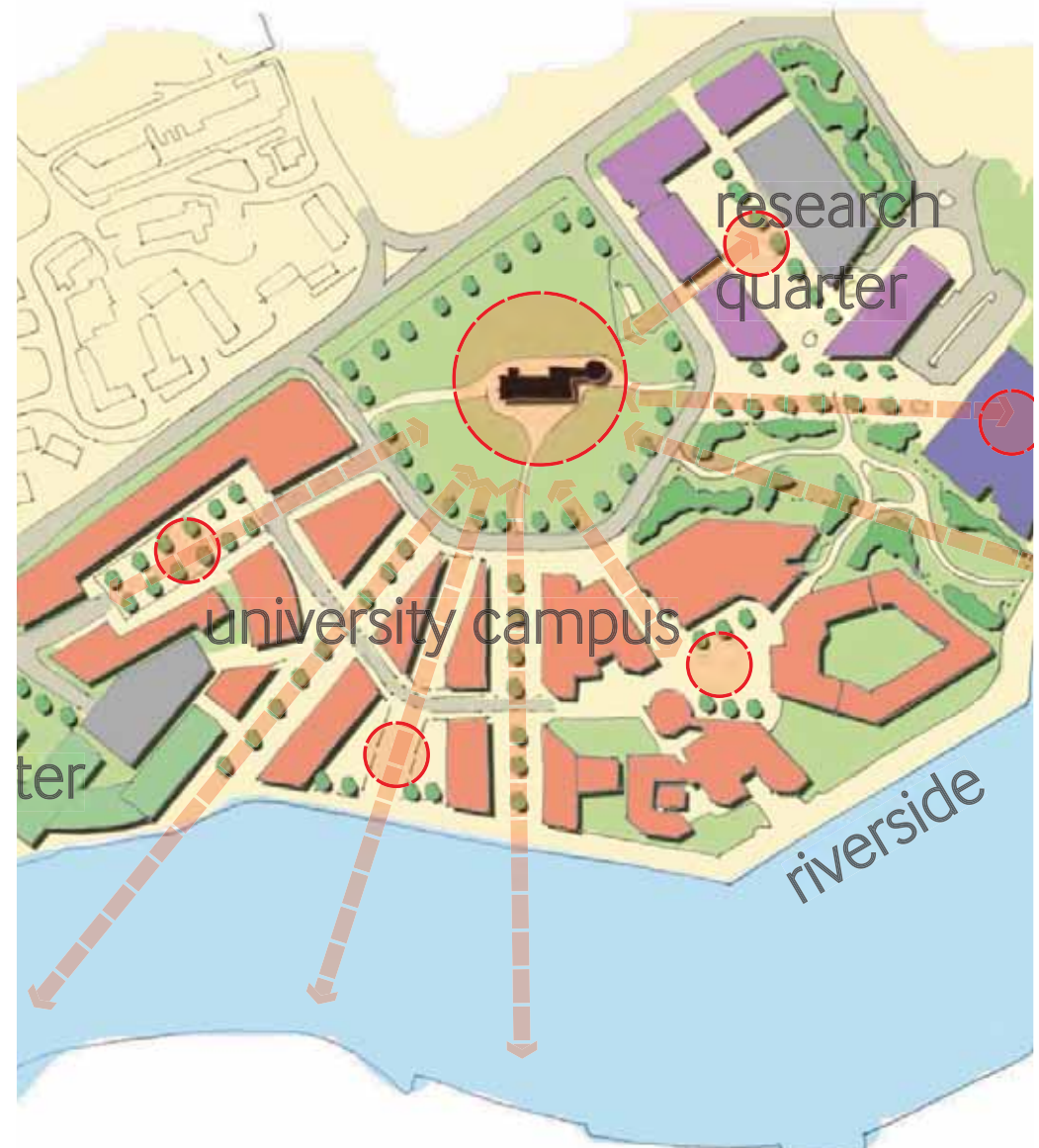
Design codes are a way of putting a plan into operation, being as much about setting out how to assemble different urban components as they are about what should be delivered. They require substantial design work up-front but can lead to time savings and more certainty and quality later on. They help ensure that agreed design intentions are not lost in translation, but are recorded and efficiently transmitted into good quality urban development. For a set of rules to constitute a code, they must:

- combine written instructions and graphic illustration,
- concern physical development within a defined area,
- give prescriptive and precise instructions (at least in part),
- distinguish clearly between mandatory and advisory elements

The following sections of this SPD take the design code concept and applies it to the foregoing analysis. Some initial work and images that have emerged have been the subject of initial workshop sessions with English Heritage and the Sunderland University Responses have been encouraging and, hence, this work has been developed further and the

outcome illustrated in the following sections of this draft SPD. These will in turn be subject to a further consultation with key stakeholders in the form of workshop sessions followed by a period in which they may produce more detailed representations. A brief exercise seeking the views of the general public will also be undertaken. The draft will then be further refined in the light of the representations received before being submitted to the council’s Cabinet for formal adoption as a supplementary planning document and part of the council’s suite of Local Development Plan documents.

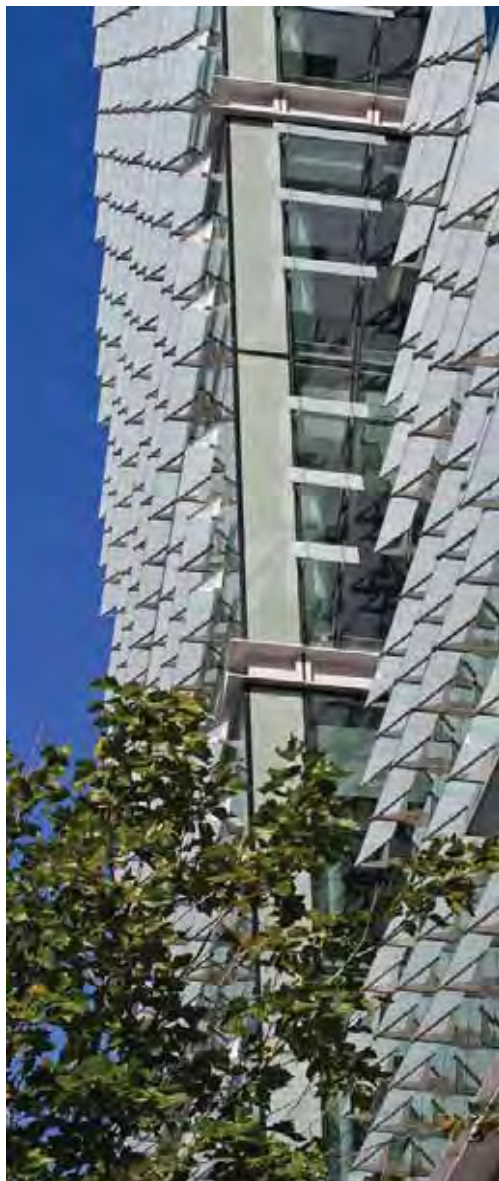
Responses received during the course of the previous consultation exercise have been addressed and appropriate additions or revisions have been incorporated into the text and policies of the re-drafted SPD. This includes matters raised by the Highways Agency, the Environment Agency, the utility companies, Nexus and Sport England, in addition to the representations referred to above.



Concept sketches of revised masterplan



## 7.0 Masterplan principles



High quality commercial architecture

In response to the comments and conclusions made as part of the public consultation and workshop, and then relating them back to the key objectives identified for the masterplan, it is now possible to produce a number of broad planning and urban design principles which should be adopted and recognised within the masterplan. These principles are not exhaustive, nor are they prescriptive, but instead they offer a clear indication of how the masterplan has evolved from a concept into a spatial form.

The key principles identified as most relevant are listed as follows:

### Use

- The uses included within the masterplan should consist primarily of education, residential and/or business led mixed use development that is relevant to the site's proximity to the city centre and the river corridor to help establish a new vibrant quarter of the city
- Other ancillary uses such as retail and restaurants should also be encouraged where it can be established that such uses are to be delivered in an ancillary capacity and help improve the vitality, viability and deliverability of the scheme, and help deliver the objectives of the masterplan

- Uses to be retained and enhanced within the masterplan include land and property immediately to the north of Dame Dorothy Street (consisting primarily of Dame Dorothy Primary School and surrounding residential land uses), as well as a majority of the land along the south bank of the River Wear.
- In addition to the uses above, a significant level of new and/or improved public realm should be delivered to help soften the otherwise urban character of the site, and to help address the steep slopes which affect parts of the site. This can also help mitigate issues of noise and any conflicting land uses, and enhance the setting and character of and heritage assets

- Any uses which do not accord with the above principles or are likely to hinder the delivery of the above uses will be resisted.

### Layout

- The primary objective behind the layout of the site is to secure, complement and enhance existing views of the cWHS which have been identified earlier in the document and to reinstate links between the cWHS and the River Wear.
- The layout should therefore respect and reinforce the importance and value of the cWHS by increasing activity and pedestrian movement to and around the site; and increasing the cWHS's physical and visual presence in the surrounding area



Building uses should help activate public spaces

- Commercial and business led mixed use development should be focused around the cWHS to both the east and west of the existing St Peter's University Campus. This relates well to existing uses, and the lower densities and building heights are more likely to complement the setting of the cWHS
- Higher density residential led development should be focused towards the west of the site towards the junction of Dame Dorothy Street and Bridge Street This is a use better suited to the steeper topography of this part of the site and more likely to reinforce this area as a key gateway to the City Centre.
- The layout of new development on the south bank of the river should relate to and complement the existing urban grain which has become established through time in line with guidance included within the Old Sunderland Riverside CAMS
- The layout and distribution of active uses should be focused along the river frontage and primary routes to and around the cWHS should take full advantage of the river side setting of the site to encourage pedestrian movement and activity along the riverside to and from the cWHS
- A new and clearly defined network of hard and soft landscaped pedestrian and multi-user routes should span the site improving permeability, improving access to and from the cWHS, providing cohesion with the different character areas, and integrating the masterplan into existing and established routes
- All areas of public realm should be bound by primary building frontages in order to benefit from natural surveillance
- Key junctions between routes and primary entry points into the site should be clearly defined as gateways

## Scale

- The scale and massing of any buildings on the site should reflect their context and surroundings taking into consideration topography and proximity to sensitive buildings and structures as well as gateways and nodes
- Building heights should be increased towards river frontages where the width of the river is able to accommodate taller buildings which can harness views along the river gorge and out to sea
- Building heights should be reduced towards the cWHS and other heritage assets to a height which is suitable to its context. This is likely to vary according to the particular characteristics of the asset, location and views.
- Building heights should also help to create strong frontages along the river and key routes to reinforce nodal points, gateways and improve legibility across the site
- Key gateways between routes and primary entry points should be clearly defined through the use of building scales, proportions and architectural features



A strong urban frontage can help define and frame river frontages



## Access

- Primary vehicular access to the site should be gained off Dame Dorothy Street to the north shore and High Street East and West Wear Street to the south shore
- Development should prioritise the use of public transport above that of private vehicle use and encourage a modal shift towards more sustainable forms of transport.
- Existing roads within the masterplan area need to be improved and rationalised in a sensitive manner so to be able to suitably accommodate the proposed increase quantum of development whilst also delivering safe pedestrian friendly environments
- St Peter's Way which bounds the cWHS to the east, south and west shall be reconfigured to be pedestrian priority offering access only to adjacent properties in order to benefit the wider setting of the cWHS
- Pedestrian and other multi-user routes should be accommodated along a number of designated routes free from vehicular traffic and linking key parts of the site
- Interaction between pedestrian and vehicular movements should be kept to a minimum, and where such an approach is unavoidable, priority should be clearly biased towards the pedestrian

- All pedestrian and vehicular routes should integrate seamlessly into the existing routes and desire lines in and around the site
- All areas of public and private parking, as well as service areas need to be accommodated within building blocks away from public view so to protect the quality and visual amenity of areas of public realm
- Significant areas of large format parking should be limited and wherever possible accommodated in suitably located multi-storey car parks to ensure the site's development potential is maximised without compromising the setting of the cWHS and the aesthetics of the wider area.

## Landscape

- Significant areas of formal landscaped open space should form a component part of the wider masterplan
- The area of land within St Peter's Way should benefit from a high quality public realm scheme to enhance the setting of the cWHS and re-enforce the site as the focus of the masterplan area
- Areas of public realm should radiate out from this point and form a coherent network of public routes and spaces linking the site with the wider area. This should accommodate the identified key vies of the cWHS and ensure the essential between the church and the river are sustained.

- A proportion of landscaping should take the form of formal hard landscaping which should be practical in meeting the anticipated increase in footfall, but also aesthetically attractive to improve the visual quality of the area
- Notwithstanding the above, formal tree planting and other features should be incorporated to soften the appearance of areas of hard landscaping and to mitigate against issues such as wind and noise

- In areas inappropriate for development (such as steep slopes or other land forms) opportunities for more dense informal planting should be explored to help support the area's biodiversity to support the green corridor which runs along the route of the River Wear
- All significant areas of publicly accessible space should benefit from natural surveillance and be safe, active and vibrant through both daytime and evening hours

The principles identified above are depicted in the principles diagram (opposite page) which offers an initial concept on how such principles may be realised spatially across the site.



Building design should help provide a safe and attractive evening environment

## Urban design principles

