AD.18



Allocations and Designations Plan Historic Environment Topic Paper

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Former Houghton Colliery Site	
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1. Introduction

- 1.1 Sunderland City Council (the Council) formally adopted the Core Strategy and Development Plan 2015-2033 (CSDP) on 30 January 2020. The CSDP sets out the strategic approach to development affecting the historic environment, heritage assets and archaeological remains. However, it does not designate heritage assets or sites of archaeological interest. These designations will be made in the emerging Allocations & Designations (A&D) Plan.
- 1.2 The Planning (Listed Buildings and Conservation Areas) Act 1990 sets out the legislative framework through which Local Planning Authorities (LPAs) are able to designate Conservation Areas. This is expanded on in the National Planning Policy Framework (NPPF) (2019), including consideration of special architectural or historic interest and ensuring that the concept of conservation is not devalued through the designation of areas that lack special interest.
- 1.3 The Council is in the process of preparing the final part of the Local Plan, the A&D Plan, which will provide site-specific designations for the protection and conservation of designated heritage assets in the city in order to deliver the overall strategy set out within the CSDP. Detailed policies setting out how the Council will assess applications which affect designated and non-designated heritage assets, are set out within Policies BH7-BH9 of the CSDP.
- 1.4 The purpose of this report is to set out the evidential basis on which to justify the selection and designation heritage assets within the Draft A&D Plan, such as Conservation Areas and Scheduled Ancient Monuments (SAMs).

2. Existing Designations

2.1 Saved policies of Sunderland's Unitary Development Plan (UDP) allocate and designate sites for a range of uses across the plan-area, including the designation of existing and proposed Conservation Areas. As this was adopted in 1998, there have been some amendments to these designations overtime which have been informed by the preparation of detailed Conservation Area Appraisals and Management Strategies. Further details regarding each of the Conservation Areas is set out below.

Existing Conservation Areas

Ashbrooke Conservation Area

- 2.2 Ashbrooke was declared a Conservation Area in 1969 in recognition of its architectural and historic interest. It is a spacious, leafy suburb that contains many examples of Victorian terraced housing punctuated by fine church architecture and adjoining historic parks.
- 2.3 The Ashbrooke Conservation Area Character Study¹ was adopted by the Council in January 2005 as supplementary planning guidance, which reaffirmed the boundaries of the Conservation Area designated in the UDP. It is proposed to retain the Conservation Area boundaries as designated in the UDP in the draft A&D Plan.

¹ <u>https://www.sunderland.gov.uk/media/2698/Ashbrooke-Character-Appraisal-Adopted-as-Supplementary-Planning-Guidance-in-December-2004/pdf/Ashbrooke_Planning_Guidance_LQR.pdf?m=635410134756770000</u>



Figure 1: Ashbrooke Conservation Area Boundary

Bishopwearmouth Conservation Area

2.4 The Bishopwearmouth Conservation Area was first designated in 1969 and was substantially extended in 1989. In recent years the context and setting of the Conservation Area has dramatically changed with the demolition of the Crowtree Leisure Centre, development of Keel Square and the redevelopment of the Fire Station.



Figure 2: Bishopwearmouth Conservation Area Boundary

2.5 The Bishopwearmouth Conservation Area Character Appraisal and Management Plan was re-adopted by the Council in June 2018 as formal planning guidance. In light of the changes in the surrounding built environment, the Conservation Area was extended to the north east corner to incorporate Keel Square for the contribution it makes to the special character of the area as a high-quality public space. The northwest boundary of the conservation area was also amended to align with the existing street pattern defined by Paley Street and provide a more discernible edge to the Conservation Area on the ground. This amended boundary is proposed to be designated in the A&D Plan. Further detail can be found in the Bishopwearmouth Conservation Area Character Appraisal and Management Plan (2018)².

Houghton's Conservation Areas

- 2.6 The two Conservation Areas within Houghton are St. Michael's and Nesham Place, which were designated in 1975 in recognition of their architectural and historic interest. The two conservation areas are relatively small adjacent areas, with broadly similar characters and a shared history. Both are within the settlement of Houghton-Le-Spring, originally forming the historic core of the town, the two are now divided by the busy A690, although they remain connected by a well-used footbridge.
- 2.7 Houghton's Conservation Areas Character Appraisal and Management Strategy was adopted in 2007³. There have been no amendments to the boundary of Houghton's Conservation Areas since their designation in the UDP. It is proposed to retain these designations in the draft A&D Plan.

² <u>https://www.sunderland.gov.uk/media/20610/Bishopwearmouth-Character-Appraisal-Adopted-as-Planning-Guidance-in-June-2018/pdf/Adopted_Bishopwearmouth_CAMP_June_2018.pdf?m=636716536370270000</u>

³ <u>https://www.sunderland.gov.uk/media/2690/Houghton-Character-Appraisal-Adopted-as-Planning-Guidance-in-December-2007/pdf/Houghton_planning_guidance_LQR.pdf?m=635410135348030000</u>



Figure 3: Houghton's Conservation Areas Boundaries

Newbottle Village Conservation Area

- 2.8 Newbottle Village was declared a Conservation Area in 1975 around the heart of the former medieval village in recognition of its architectural and historic interest. It is a genuine old English Village containing numerous fine 'listed' 18th century houses alongside former farmhouses and barns set in an agricultural and rural context. It also contains several examples of 19th century terraced colliery housing and latter 20th century developments.
- 2.9 Newbottle Village Conservation Area Character Appraisal and Management Strategy was adopted in March 2009⁴. There have been no amendments to the boundary of Newbottle Village Conservation Area since the designation in the UDP. It is proposed to retain this designation in the draft A&D Plan.

⁴ <u>https://www.sunderland.gov.uk/media/2671/Newbottle-Village-Character-Appraisal-Adopted-as-Planning-Guidance-in-March-2009/pdf/Newbottle_planning_guidance_LQR.pdf?m=635410136682770000</u>



Figure 4: Newbottle Village Conservation Area Boundary

Old Sunderland and Old Sunderland Riverside Conservation Area

- 2.10 Old Sunderland Conservation Area was designated in 1969, it is largely defined by the open spaces of the Town Moor and landmark historic buildings such as the Parish Church of Holy Trinity, the Donnison Charity School for Girls and the former Orphanage Asylum. The adjacent Old Sunderland Riverside Conservation Area was designated in 1994 by the City Council in conjunction with the Tyne and Wear Development Corporation and includes the quaysides on the south bank of the River Wear and parallel streets including Low Street and High Street East. This second designation effectively links the earlier designation to the riverside and extends westward to meet the Sunniside Conservation Area to the east of the City Centre.
- 2.11 Old Sunderland and Old Sunderland Riverside Conservation Area are identified together by the red line boundary on the map below. There have been no amendments to either boundary since the designation in the UDP. It is proposed to retain this designation, shown below, in the draft A&D Plan.



Figure 5: Old Sunderland's Conservation Areas Boundaries

Roker Park Conservation Area

- 2.12 Roker Park Conservation Area was declared in 1995 in recognition of its architectural and historic interest. Centred upon a registered Historic Park and Garden, it displays many fine examples of Victorian and Edwardian terraced housing. It also contains several individual buildings of note and includes the seafront and promenade areas of Roker. All of these elements give it a diverse and unique character.
- 2.13 The Council adopted the Roker Park Conservation Area Character Appraisal and Management Strategy⁵ in February 2007 as formal planning guidance. This included a significant extension to the designated boundaries of the Conservation Area to include the Roker Lighthouse, Roker Pier Cottages, the Bungalow Café and several historic buildings associated with Sunderland's

⁵ <u>https://www.sunderland.gov.uk/media/7646/Roker-Park-Character-Appraisal-Adopted-as-Planning-Guidance-in-February-2007/pdf/Roker_Park_planning_guidance_LQR.pdf?m=635410134938670000</u>

marine heritage. This amended boundary is proposed to be designated in the A&D Plan. Further detail can be found in the Roker Park Conservation Area Character Appraisal and Management Strategy (2007).



Figure 6: Roker Park Conservation Area Boundary

Ryhope Village Conservation Area

- 2.14 Ryhope Village was declared a Conservation Area in 1971 around the heart of the former medieval village in recognition of its architectural and historic interest. It can be described as a 3-row village centred upon a large triangular village green that evolved from a typical agricultural settlement into a mining village and later into a residential suburb. The Village contains numerous fine 18th century former farmhouses, barns and cottages, chapels, civic buildings and residential properties of various periods, including examples of 19th century terraced colliery housing and latter 20th century developments.
- 2.15 The Ryhope Village Conservation Area Character Appraisal and Management Strategy⁶ was adopted in December 2010 as formal planning guidance and did

⁶ <u>https://www.sunderland.gov.uk/media/9151/Ryhope-Village-Character-Appraisal-Adopted-as-Planning-Guidance-in-December-2010/pdf/Ryhope_Village_Planning_Guidance.pdf?m=635410137191670000</u>

not propose any amendments to the boundary of the Conservation Area designated in the UDP. It is proposed to retain the Conservation Area, as designated in the UDP, in the forthcoming draft A&D Plan.



Figure 7: Ryhope Village Conservation Area Boundary

Silksworth Hall Conservation Area

- 2.16 Silksworth Hall Conservation Area was designated in 1970 in recognition of its architectural and historic interest. The Conservation Area includes the former grounds of Silksworth Hall originally the seat of Silksworth Manor, the former grounds of Doxford House now Doxford Park, and the now disappeared medieval village of Silcesworth which developed around the spine of Warden Law Lane. Given the early history of Silksworth, it is likely that the Conservation Area could yield significant archaeological evidence should opportunities arise to investigate this in the future.
- 2.17 The Silksworth Hall Conservation Area Character Appraisal and Management Strategy⁷ was adopted in January 2010 as formal planning guidance and did

⁷ <u>https://www.sunderland.gov.uk/media/7949/Silksworth-Hall-Character-Appraisal-Adopted-as-Planning-Guidance-in-February-2010/pdf/Silksworth_Planning_Guidance_LQR.pdf?m=635410137008070000</u>

not propose any amendments to the boundary of the Conservation Area designated in the UDP. It is proposed to retain the Conservation Area, as designated in the UDP, in the draft A&D Plan.



Figure 8: Silksworth Hall Conservation Area Boundary

Sunniside Conservation Area

- 2.18 Sunderland Central Conservation Area was designated in 1969 in recognition of its architectural and historic interest. The Conservation Area is based on the core of the early 19th century development of Sunderland, including the Fawcett Estate and other parcels of land. In more recent years the area has come to be widely known as "Sunniside" following the renaissance of the area, which commenced in 2000 and is still ongoing and taking its name from the fine public gardens in the east of the Conservation Area.
- 2.19 The Sunniside Conservation Area Character Appraisal and Management Strategy⁸ was adopted in October 2009 as formal planning guidance and extended the boundary of the Conservation Area as designated in the UDP to the south-eastern corner to include a number of buildings of significant local

⁸ <u>https://www.sunderland.gov.uk/media/7948/Sunniside-Character-Appraisal-Adopted-as-Planning-Guidance-in-November-2009/pdf/Sunniside_planning_guidance_LQR.pdf?m=635410136852770000</u>

historic and architectural interest and positive townscape value. Upon adoption of the CAMS, the name of the Conservation Area was also formally changed from Sunderland Central Conservation Area to Sunniside Conservation Area. It is proposed to designate the Conservation Area as amended in the draft A&D Plan. Further detail can be found in The Sunniside Conservation Area Character Appraisal and Management Strategy (2009).



Figure 9: Sunniside Conservation Area Boundary

The Cedars Conservation Area

- 2.20 The Cedars Conservation Area was designated in February 2008 in recognition of its special architectural and historic interest. Comprising predominantly midlate Victorian/Edwardian terraced houses and villas, the area is a leafy suburb featuring a range of villas and terraced houses that exhibit a high-quality craftsmanship in timber and terracotta. Its planned nature continues to have a discernible influence on the area, despite modern infill development that deviates from the original layout.
- 2.21 The Cedars Conservation Area was not designated in the UDP but was identified as a Proposed Conservation Area. The boundaries proposed in the

UDP were established when designated as a Conservation Area through The Cedars Conservation Area Character Appraisal and Management Strategy⁹ which was adopted in October 2009. It is proposed to retain these boundaries as the designated Conservation Area in the A&D Plan. Further detail can be found in The Cedars Conservation Area Character Appraisal and Management Strategy (2009).



Figure 10: The Cedars Conservation Area Boundary

Washington Village Conservation Area

2.22 Washington Village Conservation Area was designated in 1975 in recognition of its architectural and historic interest. The Conservation Area is based on the historic village of Washington and is of a broadly similar character throughout, although within the Conservation Area, subareas of special character may be established. At the heart of the village is the Green, a focal point at the crossroads of key historic routes through Washington and the location of a medieval two-row settlement. Buildings of particular note in Washington Village

⁹ <u>https://www.sunderland.gov.uk/media/2688/The-Cedars-Character-Appraisal-Adopted-as-Planning-Guidance-in-March-2008/pdf/The_Cedars_planning_guidance_LQR.pdf?m=635410136300270000</u>

include Washington Old Hall, seat of the Washington family of which George Washington was a descendent, Dame Margaret Hall and Holy Trinity Church.

2.23 The Washington Village Conservation Area Character Appraisal and Management Strategy¹⁰ was adopted in January 2009 as formal planning guidance and did not propose any amendments to the boundary of the Conservation Area designated in the UDP. It is proposed to retain the Conservation Area, as designated in the UDP, in the draft A&D Plan.



Figure 11: Washington Village Conservation Area Boundary

Whitburn Bents Conservation Area

2.24 Whitburn Bents Conservation Area was declared in 1970 in recognition of its unique character and its historic interest, particularly in respect of the involvement of Sir Hedworth Williamson. It is the smallest conservation area in Sunderland and features a concave terrace of early twentieth century cottages built on the site of earlier fisherman's cottages and a former eighteenth-century

¹⁰ <u>https://www.sunderland.gov.uk/media/2694/Washington-Village-Character-Appraisal-Adopted-as-Planning-Guidance-in-January-2009/pdf/Washington_Planning_Guidance_LQF.pdf?m=635410136517430000</u>

farm stead. The Conservation Area is located in a pleasant situation immediately on the seafront and provides panoramic views of both the coast and towards Cleadon Hills. It forms a highly desirable gateway into the City, providing a distinctive group of charming buildings to the coastal landscape.

2.25 The Whitburn Bents Conservation Area Character Appraisal and Management Strategy¹¹ was adopted in November 2007 as formal planning guidance and did not propose any amendments to the boundary of the Conservation Area designated in the UDP. It is proposed to retain the Conservation Area as designated in the UDP in the draft A&D Plan.



Figure 12: Whitburn Bents Conservation Area Boundary

¹¹ <u>https://www.sunderland.gov.uk/media/2684/Whitburn-Bents-Character-Appraisal-Adopted-as-Planning-Guidance-in-December-2007/pdf/Whitburn_planning_guidance_LQR.pdf?m=635410136063370000</u>

Proposed Conservation Areas

- 2.26 The UDP proposed seven areas which were to be appraised for designation as new Conservation Areas:
 - High Barnes Chester Road;
 - The Cedars Ryhope Road;
 - Burdon Village;
 - East Rainton Village;
 - Fatfield;
 - Hetton Town Centre; and
 - Springwell Village.
- 2.27 The Cedars has since been designated as a Conservation Area through the adoption of The Cedars Conservation Area Character Appraisal and Management Strategy in October 2009 (as set out earlier in this report). This document amended the proposed boundary shown in the UDP and this represents the designated boundary of the Conservation Area taken forward in the draft A&D Plan.
- 2.28 It is not proposed to retain any other proposed Conservation Area boundary as identified in the UDP, as the Council is no longer seeking to identify new Conservation Areas in these locations.

Listed Buildings

- 2.29 Sunderland contains approximately 700 listed buildings which have been formally recognised for their historic and architectural value. Due to the significant number of listed buildings contained within the city, it is not considered appropriate to identify these on the Policies Map.
- 2.30 Development proposals which would affect a listed building will be determined against the NPPF and Policies BH7 and BH8 of the CSDP, which seek to conserve and enhance heritage assets based upon their significance.

3. Archaeology

- 3.1 Saved policies of the UDP designate Scheduled Ancient Monuments (SAMs) (B12), Other Specific Sites and Monuments (B13) and Areas of Potential Archaeological Importance (B14). The register of SAMs is maintained by Historic England and they are nationally designated by the Department of Culture, Media and Sport (DCMS). Other Specific Sites and Monuments are of local significance and are non-designated heritage assets. Areas of Potential Archaeological Importance relate to sites of known or potential archaeological significance which would require an appropriate archaeological assessment or evaluation if affected by development.
- 3.2 Consultation has been undertaken with the County Archaeologist as to which archaeological designations should be retained in the emerging A&D Plan. It is considered that the designation of SAMs on the Policies Map is appropriate due to their national significance and designation. SAMs are above and beneath ground structures identified by the DCMS as being nationally important archaeological remains. There are currently 10 SAMs in Sunderland which are identified below:

Hastings Hill

3.3 Includes a cursus, causeway enclosure and round barrows - identified by aerial photography as no surface earthworks remain.



Figure 13: Hasting Hill Scheduled Ancient Monument

Seven Sisters Round Barrow

3.4 A stone and earth mound 3m in height and 25m in diameter.



Figure 14: Seven Sisters Round Barrow Scheduled Ancient Monument

Ryhope Pumping Engines

3.5 With engine house, boiler house, chimney and reservoirs; these are complete and in good condition.



Figure 15: Ryhope Pumping Engines Scheduled Ancient Monument

Hastings Hill Round Barrow:

3.6 A stone and earth construction, 1m high and 12m in diameter. It is situated 230m west of Hastings Hill Farm.



Figure 16: Hastings Hill Round Barrow Scheduled Ancient Monument

Monkwearmouth Anglo-Saxon Monastery and Medieval Priory

3.7 Includes remains about 1m beneath the present ground surface, confirmed through archaeological excavations.



Figure 17: Monkwearmouth Anglo-Saxon Monastery and Medieval Priory Scheduled Ancient Monument

Hylton Castle

3.8 Includes the remains of a medieval fortified house, chapel and gardens. The only standing remains are the gatehouse tower and the house itself. The gatehouse and chapel are also grade I listed buildings.



Figure 18: Hylton Castle Scheduled Ancient Monument

Bowes Railway

3.9 Dating from 1826, the site is the world's only surviving rope hauled railway at standard gauge. Mainly situated at Springwell Colliery, where the workshops are largely intact.



Figure 19: Bowes Railway Scheduled Ancient Monument

The Colliery Engine House at Washington F Pit

3.10 Situated on the west side of Albany Way includes an early 20th Century colliery engine house and in-situ engine and steel lattice headgear.



Figure 20: The Colliery Engine House at Washington F Pit Scheduled Ancient Monument

World War I Early Warning Acoustic Mirror

3.11 Situated on Namey Hill, 570m north of Carley Hill Cricket Ground. The mirror is also grade II listed.



Figure 21: World War I Early Warning Acoustic Mirror Scheduled Ancient Monument

Humbledon Hill

3.12 A defended settlement of Iron Age date which developed from a Later Bronze Age palisaded enclosure, surviving as the buried remains of its ditches and partially surviving banks.



Figure 22: Humbledon Hill Scheduled Ancient Monument

- 3.13 With regard to Other Specific Sites and Monuments, it is not considered appropriate to designate these on the Policies Map. There are currently 3,599 Historic Environment Records for Sunderland, so designating these with any clarity would be difficult. The Historic Environment Record is also continuously being updated so the Policies Map would quickly become out of date. CSDP Policy BH9 sets out the approach to development affecting archaeological assets. It is considered appropriate to assess the impact of development on a case-by-case basis in consultation with the County Archaeologist.
- 3.14 Following consultation with the County Archaeologist, the Council has also decided against showing Areas of Potential Archaeological Importance on the Policies Map in the emerging A&D Plan. Although the areas designated as being of potential archaeological importance in the UDP covers land which has been surveyed and land known to have potential for archaeological remains, all greenfield sites and many brownfield sites will also have archaeological potential so mapping these areas with any clarity will be difficult and potentially cover large areas of the Policies Map. It is considered appropriate not to designate Areas of Potential Archaeological Importance and deal with applications on a case-by-case basis in consultation with the County Archaeologist.

4. Development Allocations

- 4.1 The draft A&D Plan seeks to allocate two strategic sites at Riverside Sunderland and Land East of Washington (Washington Meadows) and a further 58 housing allocations. The Plan also seeks to allocate Land at the former Houghton Colliery for retail development.
- 4.2 With regard to the two strategic sites, Supplementary Planning Documents (SPDs) are being prepared for the proposals to ensure that they are delivered comprehensively, that site constraints are taken into consideration as part of the masterplanning of the proposals and that appropriate mitigation is provided.

Riverside Sunderland

- 4.3 The SPD for Riverside Sunderland is at an advanced stage and the SPD has been subject to two rounds of public consultation. A Heritage Impact Assessment (HIA) has been prepared for the proposals which has informed both the content of the SPD and the allocation within the draft A&D Plan.
- 4.4 A number of planning applications have already been approved and development is well underway on the Vaux site which forms part of the Riverside Sunderland designation.

Land East of Washington (Washington Meadows)

4.5 The Council are proposing to prepare an SPD which will provide guidance on the delivery of the proposed urban extension on land to the East of Washington. The SPD will be prepared alongside the preparation of the A&D Plan and will take into consideration any heritage impacts as necessary.

Housing Allocations

- 4.6 The draft A&D Plan proposes to allocate a total of 58 sites for residential development. Development Frameworks have been prepared for each of these allocations, which involved preparing constraint maps for each of the sites to identify issues that would need to be addressed and mitigated through good design. The constraints mapping took into consideration known heritage assets including listed buildings, scheduled monuments, conservation areas and sites of potential archaeological importance.
- 4.7 Where potential impact upon heritage assets was identified, the requirement for site-specific mitigation was set out within Appendix 1 of the draft A&D Plan to ensure that proposals are well designed and respond positively to heritage assets and their respective setting.
- 4.8 Building upon the work undertaken through the Development Frameworks and following discussions with Historic England, the Council will prepare

proportionate Heritage Impact Assessments where necessary for those sites where potential impacts have been identified. As a number of the proposed site allocations already have the benefit of planning permission and their respective heritage impacts have already been assessed as part of that process, it may not be necessary to prepare Heritage Impacts for these sites.

Former Houghton Colliery Site

4.9 The former Houghton Colliery site represents a longstanding development allocation for the future expansion of Houghton Town Centre. A planning application for the development of the site has been submitted and is awaiting determination. It is anticipated that the heritage impacts of the proposals will be considered as part of the planning application, however the Council will prepare a Heritage Impact Assessment for the site at a later date if necessary.



