

# Seaburn Masterplan and Design Code



# Seaburn Masterplan and Design Code

## Supplementary Planning Document

Janet Johnson  
Deputy Chief Executive  
Sunderland City Council  
PO Box 102  
Civic Centre  
SR2 7DN

Tel: (0191) 561 2439  
e-mail: [implementation@sunderland.gov.uk](mailto:implementation@sunderland.gov.uk)

July 2011

Following image supplied courtesy of Bob McConville



# Seaburn Masterplan and Design Code

## Supplementary Planning Document

Janet Johnson  
Deputy Chief Executive  
Sunderland City Council  
PO Box 102  
Civic Centre  
SR2 7DN

Tel: (0191) 561 2439  
e-mail: [implementation@sunderland.gov.uk](mailto:implementation@sunderland.gov.uk)

July 2011

Following image supplied courtesy of Bob McConville



# Contents

1.0 Background	3
2.0 Vision statement and objectives	6
2.1 The vision of the Seaburn masterplan	6
2.2 The objectives	7
3.0 Area context	8
3.1 Location	8
3.2 Defining the area	8
3.3 Access	10
3.4 Context	12
3.5 Wider context and townscape	17
3.6 Site issues and S.W.O.T.	18
3.7 Constraints plan	21
4.0 Planning and policy review	22
5.0 Feasibility appraisal	29
5.1 Introduction	29
5.2 Land ownership	29
5.3 Future of on-site council buildings/structures	29
5.4 Scale of development	29
5.5 Development Types	32
6.0 Evolution of masterplan	36
6.1 Masterplan options	36
6.2 Masterplan workshop and consultation	38
6.3 Findings of workshop	39
7.0 Masterplan principles	43
8.0 The masterplan	46
9.0 Design code	49
9.1 Urban structure and character areas	50
9.2 Land use and flexible space	56
9.3 Block principles	59
9.4 Building heights and densities	63
9.5 Gateways and landmarks	65
9.6 Building types and frontages	70
9.7 Street types	74
9.8 Access and servicing	82
9.9 Landscape and public realm	86
10.0 Implementation	92
Appendix A - Other policies and guidance	101
Appendix B - Other policies and guidance	103
Appendix C - Seaburn public realm masterplan	105



## 1.0 Background

The 2003 report *Shifting Sands* by the Commission for Architecture and the Built Environment (CABE) and English Heritage advocates the need to reassess and in some cases reinvent many of Britain's coastal resorts in order to ensure they are attractive destinations all year round. This has set the tone for much of the regional discourse on coastal areas, where investment into existing facilities, attractions and accommodation to improve the economy of coastal areas is encouraged.

Locally, there exists a clear strategic impetus to build upon the qualities of Sunderland's Seafront area. Sunderland's unique selling point as a 'City by the sea' is central to the promotion of the city. Accordingly overarching strategic policy is explicit in identifying the seafront as a focal point for investment towards the development of cultural and tourism attractions; and enhancing its role in providing a high quality of life for residents.

### Sunderland Strategy

The Sunderland Strategy (2008-2025) the city's sustainable community strategy includes the objective to develop the coastal zone whilst recognising the need to protect its important natural assets. Building on its natural beauty and historic character, the Seaburn and Roker Seafront will be an attractive, accessible and desirable destination for both visitors and residents, which the people of Sunderland can be proud of. It will provide cultural events and both passive and active recreational opportunities meeting the needs of residents, workers and visitors.

### Seafront Regeneration Strategy

The Seafront Regeneration Strategy was adopted by the council in February 2010 to provide a strategic platform to guide the regeneration of Seaburn and Roker seafront and deliver the objective set out in the Sunderland Strategy.

To inform the Regeneration Strategy initial activity involved extensive public consultation. In Spring 2009 the council undertook a city wide consultation survey to find out what the people who live in, work in and visit Sunderland feel should be the vision for the future of the seafront. 2,455 people completed a survey, took part in a range of workshops, focus groups and public exhibitions. The results of this survey and a further consultation on a draft regeneration strategy in August 2009 informed the final Seafront Regeneration Strategy for Sunderland. A summary of the findings from this consultation process can be found in the Seafront Findings report (2009) at [www.sunderland.gov.uk/seafront](http://www.sunderland.gov.uk/seafront).

The seafront at sunrise





## Seaburn Masterplan

In order to support the delivery of the objectives set out in the Seafront Regeneration Strategy, this draft Seaburn Masterplan has been prepared to guide the proper planning and regeneration of Seaburn. A spatial masterplan develops broad planning principles for the area, which reflect the identified constraints and opportunities as well as the messages from the extensive consultation exercises.

An indicative layout for the area illustrates the City Council's aspirations for Seaburn, 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 for the area.

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

This masterplan has been prepared as a Supplementary Planning Document (SPD) supplementing policy NA26 and EC8 of the Sunderland Unitary Development Plan (UDP) and forming part of forthcoming 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 seafront at Seaburn. 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). In addition, under the requirements of the European Directive 2001/42/EC a Strategic Environmental Assessment and Appropriate Assessment have been prepared alongside the SPD. Both documents are available at [www.sunderland.gov.uk/seafront](http://www.sunderland.gov.uk/seafront).

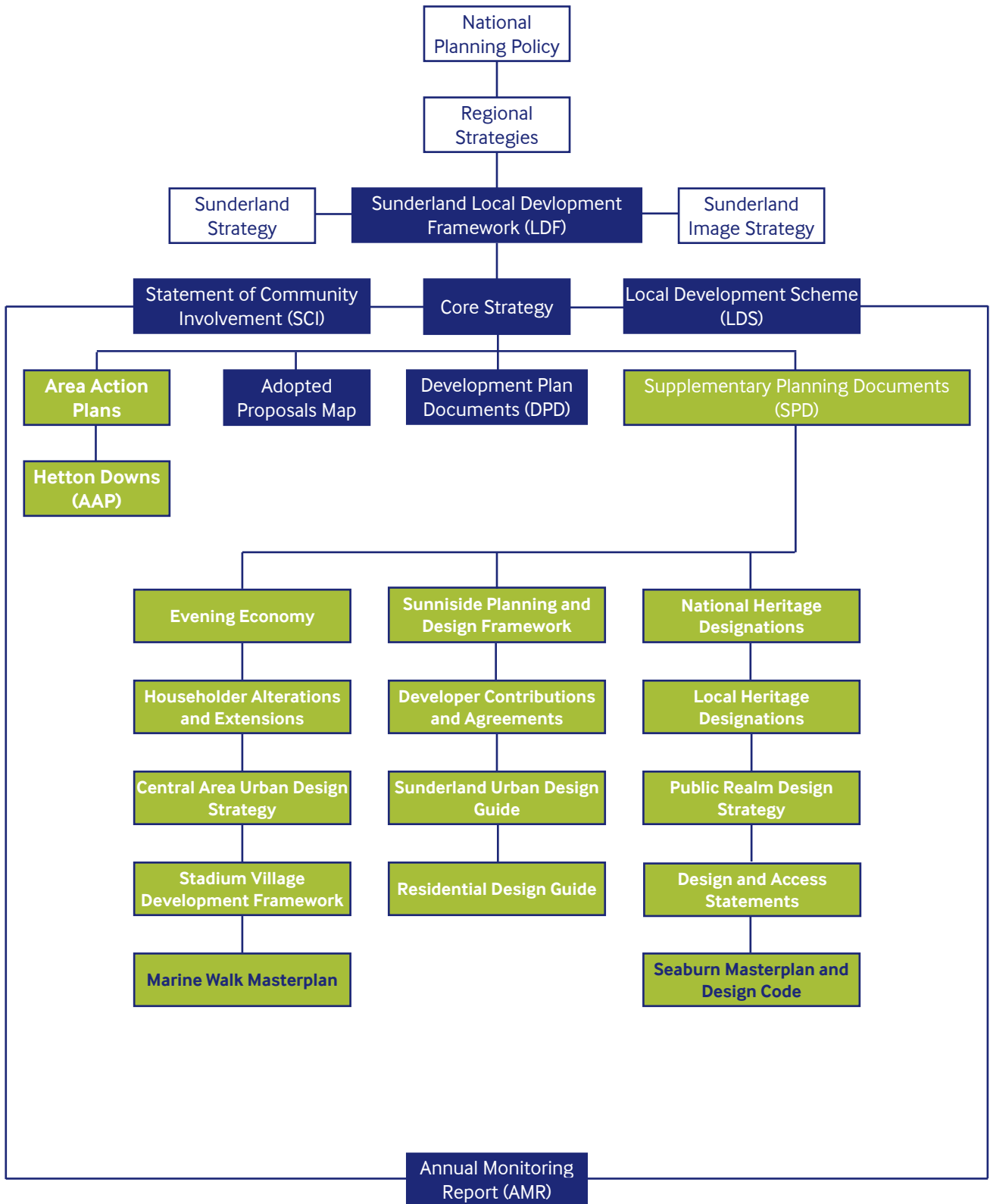
Seaburn Masterplan forms part of a suite of documents to support the delivery of the Seafront Regeneration Strategy. Figure 1 shows how the Seaburn Masterplan will fit into the wider LDF process.

Seaburn beach at sunrise



Figure 1  
Sunderland LDF Structure

Required   
Optional



## 2.0 Vision statement and objectives

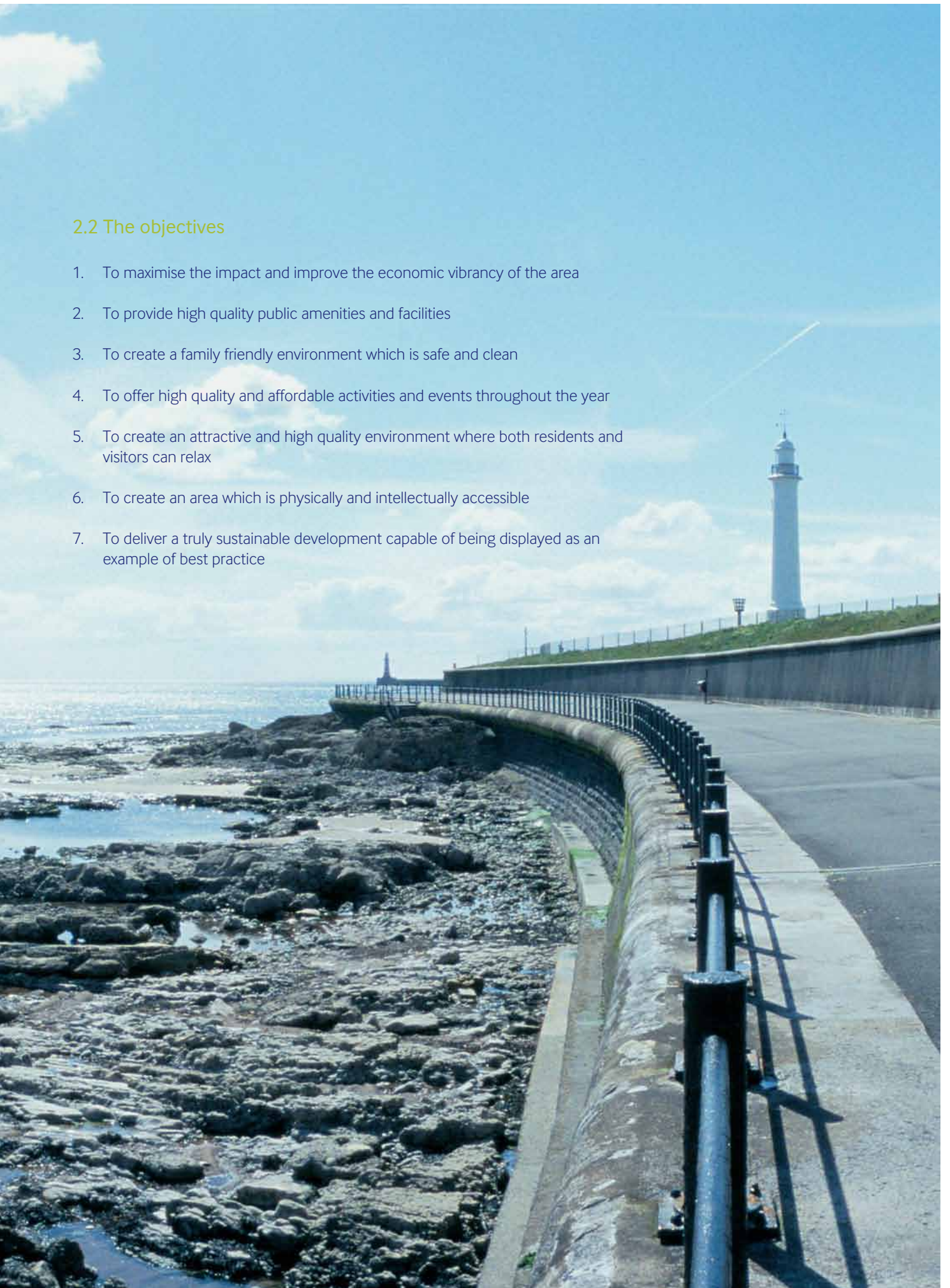
### 2.1 The vision of the Seaburn masterplan

This masterplan endeavours to deliver the vision for Seaburn set out in the Seafront Regeneration Strategy:

'Building on its unique natural environment and rich heritage, the seafront at Seaburn will be an attractive, safe, clean and accessible destination for all residents and visitors, of which the people of Sunderland can be proud. Seaburn will be a family focused resort offering high quality indoor and outdoor facilities. It will be a welcoming place to enjoy all year round, providing activities and events for everyone, supporting Sunderland's aspiration to be the UK's most livable city.'

## 2.2 The objectives

1. To maximise the impact and improve the economic vibrancy of the area
2. To provide high quality public amenities and facilities
3. To create a family friendly environment which is safe and clean
4. To offer high quality and affordable activities and events throughout the year
5. To create an attractive and high quality environment where both residents and visitors can relax
6. To create an area which is physically and intellectually accessible
7. To deliver a truly sustainable development capable of being displayed as an example of best practice



## 3.0 Area context

### 3.1 Location

The Seaburn Masterplan area covers an area of approximately 16.7 hectares occupying a prominent location along the city's seafront. Being located on Whitburn Road (A183) – the city's primary coast road – and being easily accessible to all within the city, the masterplan area occupies a prime location, capable of providing a major leisure destination to be enjoyed by all within Sunderland and the wider region.

### 3.2 Defining the area

The masterplan area includes a large area of land located along the Seaburn seafront. It is defined by Whitburn Bay to the east, Seaburn Camp to the north, the Seafields residential estate and Mere Knolls Cemetery to the west, and properties bounding Dykelands Road and the Marriot Hotel to the south. The site includes the entirety of Lowry Road, and includes sections of Whitburn Road (A183), Dykelands Road (B1291) and Seafields.

is being given to the potential of both the masterplan area and the Seaburn Camp site to accommodate areas of new housing development. However, it is not within the lawful remit of the masterplan-as SPD-to change the land use allocation of the Seaburn Camp site and playing fields, and as a consequence, it is not included within the remit of this document. Whilst the masterplan document will take due regard of the presence of Seaburn Camp, any potential change in allocated land uses will be addressed as part of the preparation of the LDF.

The Sunderland Unitary Development Plan (UDP) allocates the area to the north of the masterplan as open space and playing fields. As a result of wider statutory work into the preparation of the Local Development Framework (LDF) - and specifically the identification of new housing sites for the city - consideration



# Masterplan study area

- Masterplan site boundary
- - - Seaburn Camp site and playing fields boundary



### 3.3 Access

Sited on Whitburn Road and less than 3.5 km from Sunderland City Centre, Seaburn is easily accessible to all within the city and the wider region.

The masterplan area links well into the surrounding road network and the high number of free parking spaces make the area a key gateway to the seafront for private car owners. Whitburn Road provides direct access to Sunderland City Centre to the south, and Whitburn and South Shields to the north, whilst Dykelands Road provides access to Seaburn, Fulwell and Southwick to the west. Newcastle Road is less than 1.5 km away from the area, offering easy access to Gateshead and Newcastle, and providing onward connections to the A19 and the A1(M) and A194(M) motorways.

The area is highly accessible by more sustainable modes of transport. It is in easy walking distance (approximately 1.5 km) from Seaburn Metro Station offering direct access to Sunderland City Centre, South Shields, North Shields, Gateshead, Newcastle and Newcastle Airport, and also benefits from regular bus routes offering a range of services listed below.

Sunderland train station and Park Lane Bus and Metro Interchange are both located 3.5 km away in Sunderland City Centre and offer a range of regular rail and coach services nationwide.

Pedestrians and cyclists are also well catered for with the area playing host to a number of regional and national cycle ways and footpaths. National cycle route 1, which also forms part of the North Sea cycle route, and Bede's Way pass through the area via the north-south promenade offering links between Jarrow and St Peter's in Sunderland and connecting with the start/finish of the C2C route in Roker. In addition there are a number of shared use cycleways/walkways and minor footpaths passing through the area which successfully link with surrounding residential areas and communities.

Whilst the accessibility credentials of the area are apparent, failings are likely to focus around the poor sense of arrival often experienced by those travelling to or through the masterplan area. As can be seen on the Movement diagram, which identifies all the routes through the area, there are at least five opportunities to provide either gateway or nodal points, none of which are currently clearly identifiable. In celebrating such gateways or nodes, people using transport routes are more likely to recognise the area as a 'place to arrive' and a destination in its own right, and not an area to pass through on route to another destination.

Once at Seaburn, access and movement is more restricted. East-west pedestrian routes suffer poor legibility. In particular, the busy Whitburn Road serves as a significant barrier to pedestrians, divorcing the site from the beach. Vehicular movement through the area can also be tortuous and affected by congestion.

Bus routes servicing Seaburn Seafront

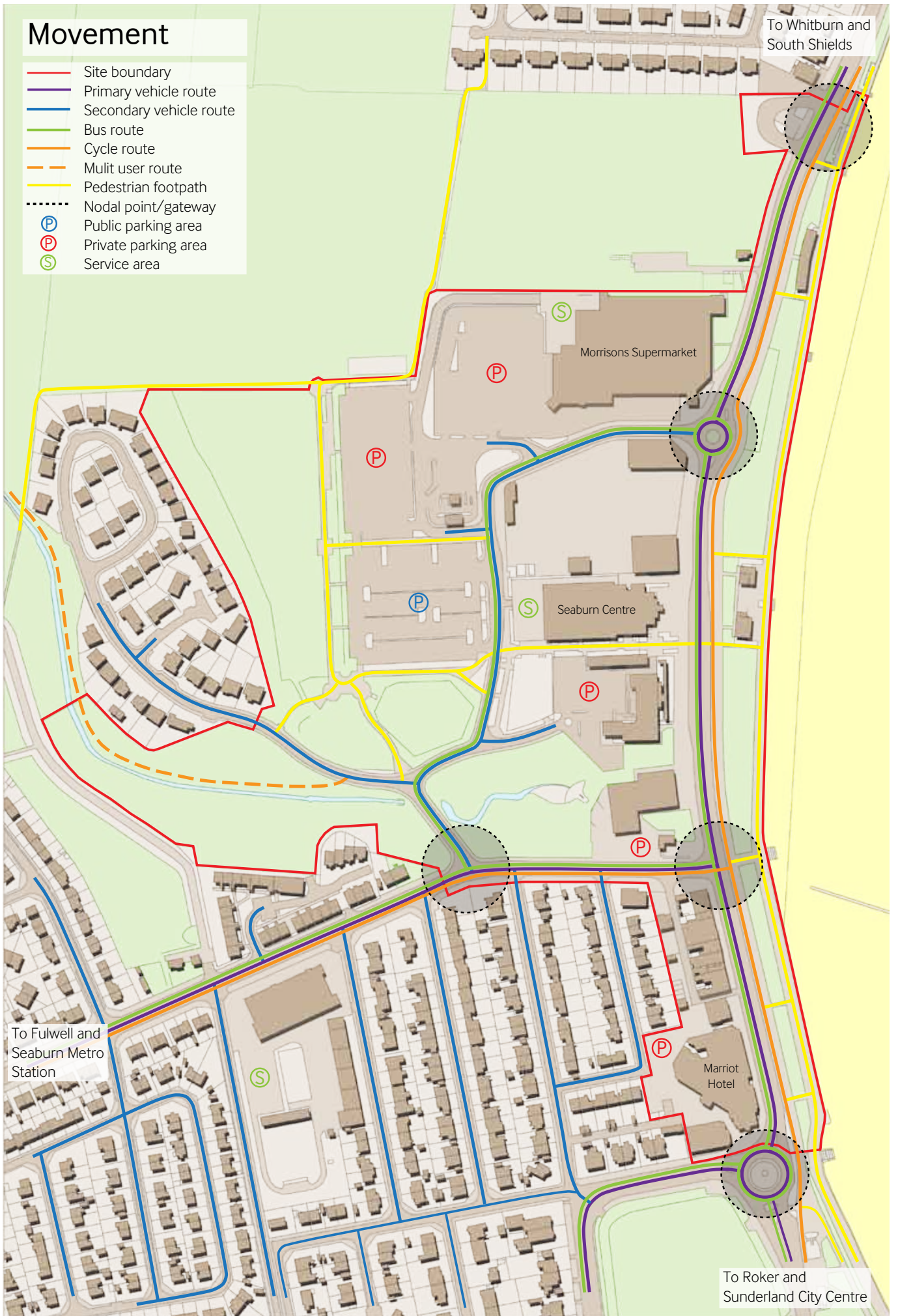
- 18/19 - Grindon to Seaburn (via City Centre)
- 99 - Hylton Castle to Seaburn
- E1/E2/E6 - Sunderland City Centre to South Shields (via Seaburn)

Cyclist using c2c route



# Movement

- Site boundary
- Primary vehicle route
- Secondary vehicle route
- Bus route
- Cycle route
- Multi user route
- Pedestrian footpath
- Nodal point/gateway
- P Public parking area
- P Private parking area
- S Service area





### 3.4 Context

#### Historic context

Whilst there is little visible evidence of the area's rich history today, it has seen a number of varied uses in its past. Spending the majority of its past as open countryside and farmland until the interwar period, the only other land use in close proximity during this time was Mere Knolls Cemetery, which has been in its current location since at least 1856.

It was not until the interwar period however that the area witnessed any sort of major redevelopment. By 1939, what had previously remained as undeveloped land to the south and north became large areas of housing. Dykelands Road was constructed incorporating a tramway linking residents to the centre of Sunderland, and a school camp – used by local schools as communal sporting facilities – was erected on Seaburn Camp directly to the north.

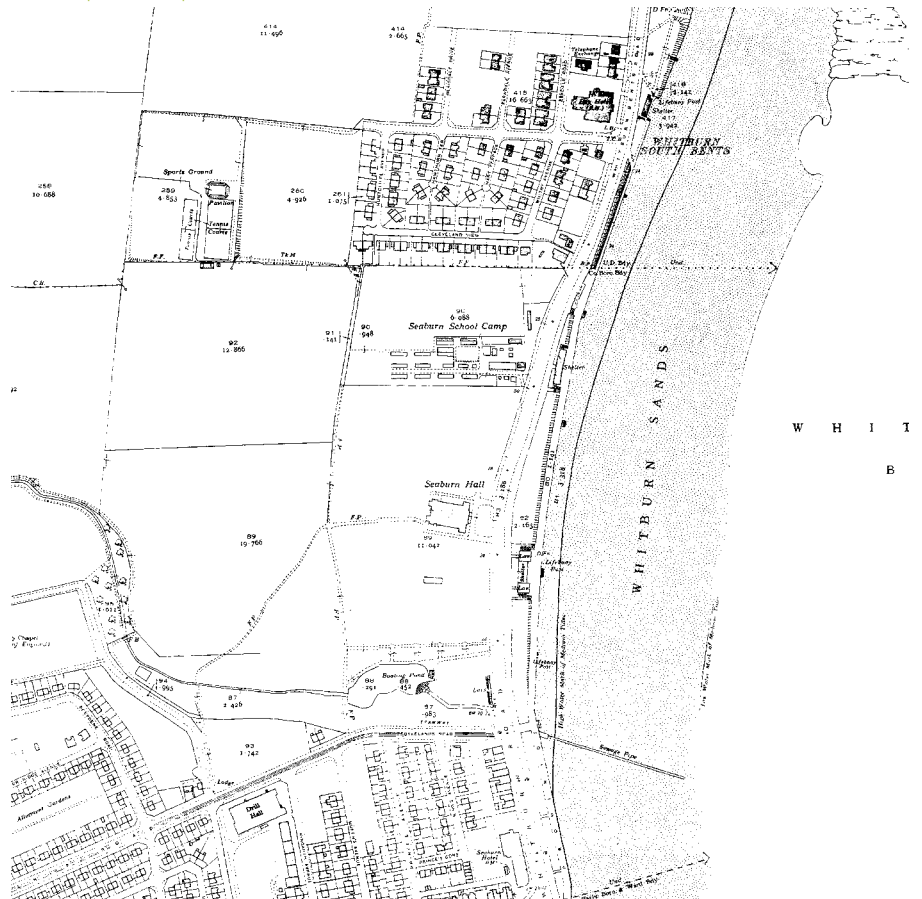
It was during this period that the masterplan area itself saw the first signs of a change in use from farmland to uses which complement its seafront location. In 1936, radical plans seeking the redevelopment of the masterplan area were unveiled. They included the construction of a hotel, concert hall, paddling pool and boating lake, golf course and putting green, tennis courts and car parking. As can be seen in the map opposite, the first phases of this major plan were implemented with the opening of the Seaburn Hotel, new boating lake and Seaburn Hall in 1939. However, due to the outbreak of the second world war the remaining components of the council's proposals were never realised and the remaining parts of the area lay empty for many years.

At the end of the war, a new set of ambitious plans were launched, but were again never to be realised fully due to the slow economic recovery following the war. Notwithstanding this, features of the proposals which were implemented included the construction of a new amusement park with a wooden rollercoaster, a miniature steam railway and a miniature-golf course. These attractions proved popular with tourists and helped Seaburn to promote itself as one of the best beach resorts in the North East.

However, as was the case with many similar resorts across the country, the fall in demand for domestic holidays due to the growing popularity of cheap foreign package holidays took its toll on Seaburn. Visitor numbers fell dramatically towards the late 1970s/early 1980s, and as a consequence, so did the

fortunes of many of the attractions in the area. By the mid 1980s many of the original landmarks and attractions had been demolished or had disappeared, including Seaburn Hall, the miniature railway and the boating lake, which were replaced with more modern facilities. Whilst some of these facilities, such as a small number of amusement arcades and a new smaller funfair, still related to Seaburn's role as a seaside resort, others - namely the Seaburn Leisure Centre, the Seafields housing estate and a large retail foodstore - represented a shift in focus towards meeting the needs of the wider residential community of north Sunderland.

1939 map of masterplan area



### Current status

Today the masterplan area is still largely dominated by leisure uses and other mixed use/commercial developments. These include a number of independently owned restaurants, retail units, amusement arcades and two hotels. As stated above, these uses are also supplemented by the Seaburn Centre and a large foodstore. There are a number of vacant properties also located within the site including the largely vacant funfair site and the derelict Lambton Worm Garden. In addition, there are two seafront shelters located along the promenade, one of which has been converted into a small restaurant; the other is currently vacant.

As well as these uses, large parts of the area are taken up by hard standing for use as permanent and overflow car parking, as well as large areas of open green space.

Whilst the area's function as a resort is much reduced, it is still considered a destination for leisure activity. In particular Seaburn continues to be the focus for large-scale events. Seaburn plays host to the Sunderland International Air Show, Great North 10k and the Great North Womens Run - its large areas of open space are able to accommodate such events which attract significant numbers of people. This capacity to hold such events is a quality which the City Council wishes to capitalise upon, whilst also ensuring the residential amenity and quality of life for local residents is maintained.

Entrance to former Seaburn Funpark, Seaburn



Morrison's foodstore, Seaburn



## Physical context

Whilst the area has witnessed high levels of development in the last 50 years, it still retains a largely open character, with areas of open green space and hard standing taking-up a large proportion of the land.

Cut Throat Dene which runs along the southern edge of the area, and a large recreation space formerly used as the miniature golf course located along the western edge of the site account for the majority of such green space. In addition to this, smaller green spaces worth noting such as those between Whitburn Road and the Promenade also play an important role in the area which needs to be acknowledged in the following masterplan. The area is largely level and does not contain any substantial areas of natural tree growth due to the coastal

setting. Whilst the presence of large areas of green space within the masterplan area inevitably offers some value to the site, the current quality and appearance of these features inhibit their value. Areas of grass land appear to be isolated and poorly utilised, failing to efficiently support surrounding habitats. Areas of planting are overgrown and suffer from a lack of maintenance.

Information from Northumbria Police also suggests that these areas are prone to acts of anti-social behaviour. With none of the open space within the masterplan area currently benefiting from natural surveillance, the information provided by the police appears to indicate the area has become popular with young people, especially in the evening hours. An inspection of the area, specifically around the former miniature golf course, confirms this opinion, with evidence of vandalism and littering, reinforcing the 'backland' and insecure nature of the area.

Equipped play areas are in similar condition - aging and in need of repair/ replacement. The area of the Lambton Worm play park is now vacant and the Pirate Playpark increasingly dilapidated.

Aerial photograph of masterplan area (looking north west)



### Built Form

The area only contains a small number of buildings, predominantly focused along Whitburn Road, ranging from small scale, single storey beach shelters along the seafront, to a two storey, inter-war period terrace of restaurants, cafes and shops, to large scale open plan modern buildings such as the Seaburn Centre and Morrison's supermarket. However the massing of these buildings is less varied, with the majority being between 1 and 2.5 storeys in height. The exception to this is the Marriot Hotel located at the south end of the area which, standing between 4 and 5 storeys in height, helps to identify the building as a local landmark.

The varied age, style and use of buildings around the area, and the many reincarnations the masterplan area has experienced over the past 80 years make the area appear somewhat fragmented and disjointed with a distinct lack of coherent identity. However in broad terms the area can be divided into three general sub-areas:

**Area 1** – Marriot Hotel and Queens Parade, the only surviving group of buildings constructed in the 1930's. This is located in the southern most part of the area.

**Area 2** – Ocean Park and seafront, modern leisure and entertainment uses built since the 1970's lining the seafront. This is located along the eastern edge of the area.

**Area 3** – Open space, including car parking and recreation land. This is located along the western edge of the area.

Aerial photograph of masterplan area (looking south)



# Land uses

- Site boundary
- Residential uses
- Mixed commercial uses
- Leisure
- Sport and recreation
- Areas of open space
- Other

- |                                   |  |
|-----------------------------------|--|
| 1. Little Italy Restaurant        | 10. Martinos Restaurant and Amusements |
| 2. Morrisons Supermarket/car park | 11. Water pumping station              |
| 3. Go Bananas Activity Centre     | 12. Queens Parade shops                |
| 4. Leisure World Amusements       | 13. Marriot Hotel                      |
| 5. Residential Building           | 14. Cut Throat Dene                    |
| 6. Seaburn Centre                 | 15. Lambton Worm Park (vacant)         |
| 7. Seaburn shelter                | 16. Children's play area               |
| 8. Pullman Lodge (Hotel)          | 17. Petrol filling station             |
| 9. Pullman Lodge (Restaurant)     | 18. Public car park                    |



### 3.5 Wider context and townscape

The surrounding areas of Seaburn and Fulwell consist largely of the residential suburbs of north Sunderland. Their locations in close proximity to the coast and the city centre make them a popular area to live, and it is one of the more affluent areas of the city, with a high proportion of people owning their homes. Socio-economic data provided by the Office of National Statistics (ONS) provides evidence of this:

- The Seaburn area has a significantly higher than average proportion of older residents than both Fulwell and the rest of the city. 28.7% of residents are aged 65 and over (males) or 60 and over (females) compared to 19.7 for Sunderland and 20.1 for the North East. Seaburn has a lower than average percentage of younger and middle-aged residents between the ages of 15-44
- House prices within the area are some of the highest in the city and above the national average, with over 84% of the properties in the surrounding neighbourhood being categorised as Council Tax Band D or above
- The area has a very high level of home ownership, with ownership rates in the surrounding neighbourhood standing at 97.2% in 2008
- Over 40% of residents in the area are employed within the management and professionally employed sectors, in comparison to a UK average of 26%, and an average in Sunderland of 17%.

Physically, whilst the Seaburn and Fulwell areas are dominated by residential uses, the area also hosts a healthy and vibrant local retail centre focused along Sea Road. This area runs from Seaburn Metro Station to the coast, approximately 0.3km south of the masterplan area. This contains a range of uses including both convenience and comparison services, as well as local amenities. The only other significant land uses present in the area are leisure and recreation uses relating to its location along the coast, although the majority of these uses are located within the masterplan area itself. The area contains no major employment or industrial uses.

With regard to the urban structure and townscape of Seaburn and Fulwell, the area is composed largely of a mix of Victorian and early 20th century terraces to the south of Sea Road, and more modern inter and post war housing to the north of Sea Road. As a consequence, the area has a strong urban grain, consisting largely of high density terraced blocks in the older areas of Seaburn and Fulwell, opening out to areas of lower density but still highly structured streets in the areas of more modern houses.

Building heights in the area are fairly consistent, with few buildings exceeding a height of approximately 2-2.5 storeys.

Historically an area of open land and countryside, major and rapid development in the early part of the 20th century means that Fulwell ward is not well served by open amenity space overall and by City Council standards is considered deficient. Nevertheless, in addition to Seaburn itself, Fulwell is located within easy walking distance of a number of significant areas of open amenity space in the form of Cliff Park, Recreation Park and Roker Park. The area to the north of Fulwell is however characterised by large expanses of green space. Indeed the masterplan area forms part of the northern urban-rural fringe of the city, opening out to large areas of countryside and farmland.

As a consequence of this and the coastal location, the masterplan area and beyond is rich in biodiversity and of importance for birds, bats and geology.

Two European designated sites (known as Natura 2000 Sites) are located within the "zone of influence" of the masterplan - the Durham Coast Special Area of Conservation (SAC) and Northumbria Coast Special Protection Area (SPA) and Ramsar site. These sites are designated due to the presence of habitats and species of European importance.

The Durham Coast Site of Special Scientific Interest (SSSI) is a key component of the Durham Coast SAC and overlaps with the SPA/Ramsar site. There are considered to be 5 management units of the SSSI within the zone of influence of the masterplan: Whitburn Bents, Whitburn Steel, Roker Cliffs and Parson's Rocks are all Sites of Nature Conservation Importance (SNCI), the latter also a Regionally Important Geological/Geomorphological Site (RIGs). Further information on these features can be found in the Appropriate Assessment Screening Report accompanying this document. [www.Sunderland.gov.uk/seafont](http://www.Sunderland.gov.uk/seafont)

Immediately to the west of the masterplan area, Mere Knowles Cemetery is also a SNCI and proposed Local Wildlife Site.

### 3.6 Site issues and S.W.O.T.

Whilst representing a major development opportunity, the masterplan area in its current form clearly displays a number of weaknesses which currently inhibit its success. Taking into consideration the area's current context as discussed above, the following S.W.O.T. analysis was carried out to ensure the future redevelopment of the area efficiently addresses its needs and issues, whilst harnessing its full potential.

The following analysis takes into consideration the initial observations in sections 3.3 and 3.4 and combines them with the findings of work undertaken by the City Council in the past to support the regeneration aspirations for the wider seafront. These include the drafting of an Issues and Options Report (2008) which undertook an in depth analysis of the seafront in its entirety and, through engagement with major public, private and resident stakeholders, resulted in a comprehensive S.W.O.T. analysis of both

Seaburn and Roker, and the key issues which need to be addressed in order to enable its successful regeneration. This document formed a component part of the evidence base which supports the council's Seafront Regeneration Strategy. A copy of the strategy can be downloaded at [www.sunderland.gov.uk/seafront](http://www.sunderland.gov.uk/seafront).

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

#### Strengths

- Natural beauty and location next to coastline
- Large areas of green open space in and around the study area suitable for events and a reputation for successfully holding events
- Close proximity to urban areas
- Accessibility and car parking provisions
- Established variety of commercial uses
- Commercial demand and sought after residential location
- Commitment from the council to support and deliver large scale redevelopment of the area
- Political support – Seafront Members' Steering Group set up to help deliver a suitable masterplan.

Seafront location and views



Panoramic views across adjacent countryside



## Weaknesses

- Local climate/weather
- Public realm in need of enhancement and improved maintenance
- Little to create a sense of place or identity
- Poor sense of arrival
- Poor commercial mix and lack of modern facilities
- Vacant sites creating a poor first impression to visitors
- Car parking and traffic volumes along Whitburn Road creates a barrier
- Little to maximise biodiversity within the area

## Opportunities

- The delivery of comprehensive redevelopment at Seaburn seafront to promote Seaburn as a popular destination and major seaside resort for Sunderland
- Funding secured to deliver a first phase of public realm improvements at Seaburn Promenade (Now Complete)
- Enhancing existing views out to sea and along the coast and providing visual links with surrounding areas of green open space
- Large areas of vacant land under council ownership creates opportunity for redevelopment
- Development of a masterplan has potential to increase developer confidence and interest
- Improve the area's connectivity in making Seaburn a place accessible to all
- Introduce traffic calming where appropriate
- To provide a seafront area which meets the needs of current and future residents and visitors to the area – maximising footfall and supporting local businesses

## Threats

- Competition from neighbouring resorts
- Risk of flooding and climate change
- Need to consider impact on existing residents
- Increasing amount of event space across the city – will the focus shift from the seafront?
- Sustainability of any new provision
- Resources/funding
- Current economic climate
- Impact on existing and future residents of Seaburn

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 successful, the area's strengths, weaknesses, opportunities and threats need to be acknowledged and addressed within a coherent design solution.

Evidence of graffiti



Littering



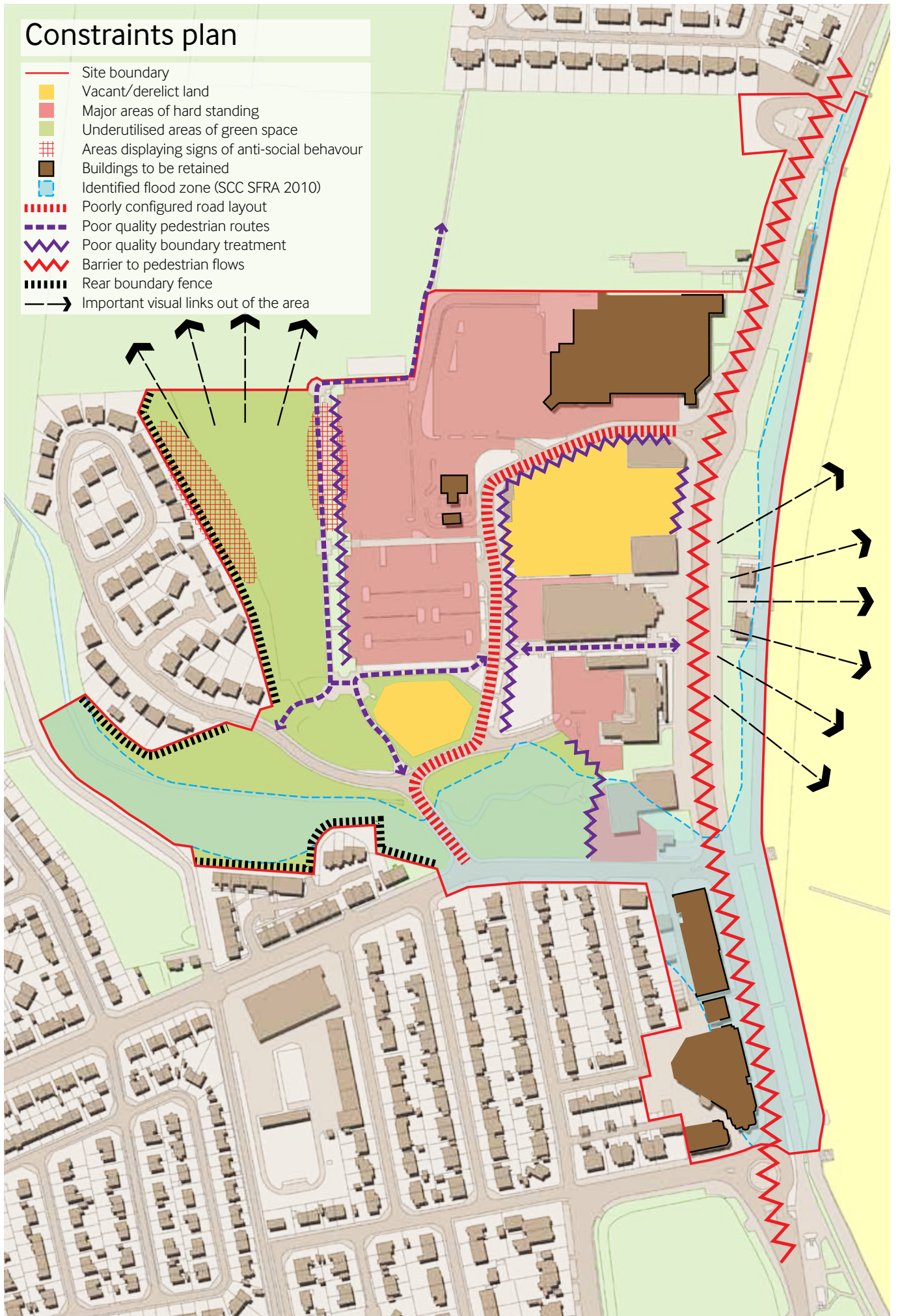
Signs of recent vandalism





# Constraints plan

- Site boundary
- Vacant/derelict land
- Major areas of hard standing
- Underutilised areas of green space
- Areas displaying signs of anti-social behaviour
- Buildings to be retained
- Identified flood zone (SCC SFRA 2010)
- Poorly configured road layout
- Poor quality pedestrian routes
- Poor quality boundary treatment
- Barrier to pedestrian flows
- Rear boundary fence
- Important visual links out of the area



### 3.7 Constraints plan

The constraints plan opposite offers a spatial interpretation of the analysis of the Seaburn 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.

Whitburn Road acting as a barrier to pedestrians



Large areas of vacant and derelict land



Issues with traffic congestion



## 4.0 Planning and policy review

In preparing a masterplan for Seaburn, consideration must be given to key policies and strategies that will inform development and will need to be addressed by schemes submitted for planning approval.

### European

#### The Habitats Directive

The Habitats Directive provides legal protection for habitats and species of European importance. This includes Special Protection Areas (SPAs) and Special Areas of Conservation (SACs), both of which are located in close proximity to the Seaburn Masterplan area. Article 6(3) of the Habitats Directive establishes that an Appropriate Assessment will be required for plans or projects, which may have an impact on these sites either alone or in combination with other projects. The Appropriate Assessment will determine whether the project will adversely affect the integrity of the site concerned. The Appropriate Assessment for this Masterplan can be found at [www.sunderland.gov.uk/seafront](http://www.sunderland.gov.uk/seafront).

### National

#### Planning Policy Statements and Guidance

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, and 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 their 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.

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.

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 recognize that not all open space, sport and recreational land are of equal merit and some may be suitable for alternative uses.

Planning Policy Statement 1: Delivering Sustainable Development



PPG20: Coastal Planning emphasizes the importance of reconciling development requirements with the need to protect and conserve the natural environment. The document recognises that certain tourism and recreation uses require a coastal location and acknowledges that coastal areas such as Seaburn can provide opportunities for restructuring and regenerating urban areas.

The government's Good Practice Guide to Tourism emphasizes the importance of accessibility as a key criterion for the development of tourism facilities. It establishes that due regard should be given to the extent to which proposals help to protect or improve unattractive or derelict sites, contribute to local tourism and the economy and provide a facility for local community. The impact on the vitality and viability of town centres should also be considered.

PPS23: Planning and Pollution Control clarifies that the impact upon the quality of land, air or water arising from development is capable of being a material planning issue. Consideration will therefore be given to whether development is an acceptable use of the land given the impacts of that use. The potential for contamination must be considered in relation to the existing use and circumstances of the land, the proposed new use and the possibility of encountering contamination during development. The potential for contamination and any risks arising must be properly assessed and any necessary remediation and management measures incorporated. Advice must be taken from the Environment Agency and other relevant bodies such as Drainage Boards, and water and sewerage undertakers who will be responsible for the control of processes or emissions.

PPS25: Planning and Flood Risk was revised in March 2010 in light of the potential consequences of future climate change. To ensure development is sustainable PPS25 states that land which is at risk of flooding should be identified and undergo a Strategic Risk Assessment as part of the Sustainability Appraisal. The accompanying Sustainability Appraisal to this masterplan can be found online at [www.sunderland.gov.uk/seafont](http://www.sunderland.gov.uk/seafont).

PPS25 Supplement: Development and Coastal Change identifies the need for impacts of coastal change to be taken into account at the planning stages. It should be ensured that new development at Seaburn is prevented from being put at risk from coastal change. Areas identified for coastal change (Coastal Change Management Areas) should be identified through an evidence base. Applications for development within these areas need to be accompanied by an assessment of the vulnerability of the proposed development to coastal change

The North East Shoreline Management Plan (SMP2) provides an evidence base identifying risks associated with coastal evolution and a policy framework to address these risks. In the case of Seaburn (Coastal Management Area MA06) improved management of coastal defences is recommended with no further construction of defences, allowing the cliffs to erode naturally ('Hold the Line'). The control of land use within the Seaburn Coastal Management Area will therefore need to be carefully considered.

#### Flood and Water Management Act 2010

The Act makes provision in relation to water, the management of risks in connection with flooding and coastal erosion. The act encourages the uptake of Sustainable Urban Drainage Systems (SUDS) by removing the automatic right to connect to sewers and providing for Local Authorities to adopt SUDS for new developments.

Flood risk areas within Seaburn have been identified on the constraints plan.

Planning Policy Statement 23: Planning and Pollution Control



## 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. 20 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.

## Regional

A number of regional documents have been prepared to guide the development of the city's tourism industry, including the North East Tourism Strategy 2005-2010 and the Framework for North East England's Coastal Visitor Economy.

Together these documents recommend that the city builds on its events calendar which can be complemented by the provision of new seafront facilities and improved infrastructure.

In addition the Tyne and Wear Coastal Partnership, comprising representatives from Sunderland City, North Tyneside and South Tyneside Councils, commissioned consultants to produce the Tyne and Wear Coastal Regeneration Strategy. The strategy recommends that Sunderland should concentrate on the development of key tourism products, based on: Maritime and Coastal Activities; History and Heritage; Events and Sport; Business Tourism; and the development of a range of niche tourism products.

## 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 recognize the attributes of the seafront as a key asset to maximize the quality of life for residents of the city and the importance of developing Seaburn as a cultural and tourism attraction.

The strategic aims of the above documents have informed the vision and objectives of the Seafront Regeneration Strategy, which sets out a framework to guide the regeneration of Roker and Seaburn, setting out development and planning criteria for the area.

The Regeneration Strategy is available at [www.sunderland.gov.uk/seafront](http://www.sunderland.gov.uk/seafront)

### Building for Life Evaluation Criteria



**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 coast is considered key to achieving this.

**Unitary Development Plan**

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 A.

L1: Leisure highlights how the provision of recreation and leisure facilities should enhance the quality of life for residents and visitors and how the attractiveness of the city should be developed in order to enhance its heritage and tourism potential.

L7: Land allocated for open space or outdoor recreation within the UDP will be retained in its existing use. Permission for alternative uses will only be granted if alternative provision of an equivalent scale, quality and accessibility is made.

B3: Public and private open space will be protected from development which would have a serious adverse effect on its amenity, recreational or nature conservation values. However, there is a recognition that in some cases the wider regeneration needs of the city may outweigh open space considerations.

H1: Seeks to provide housing which maximises choice, caters for reduced out-migration and assists in the regeneration of existing residential areas.

H8: Allows for Housing in addition to those allocated within the development plan subject to accordance with other policies in the plan

NA22.3: Amenity Open Space states that improvements in the level of provision and quality of amenity open space will be made in locations across north Sunderland including Cut Throat Dene.

NA26: promotes the recreational and tourist potential of the coast and clarifies that Seaburn is a suitable location for a range of indoor and outdoor leisure and tourism facilities to serve the region

NA30.1: Identifies views of particular importance to be protected - including views along the Roker/ Seaburn/ Whitburn Bents frontage

NA31.4: The City Council will encourage and undertake a programme of intensive planting of tree belts and woodlands including in the area around the periphery of the playing fields and Seaburn Camp.

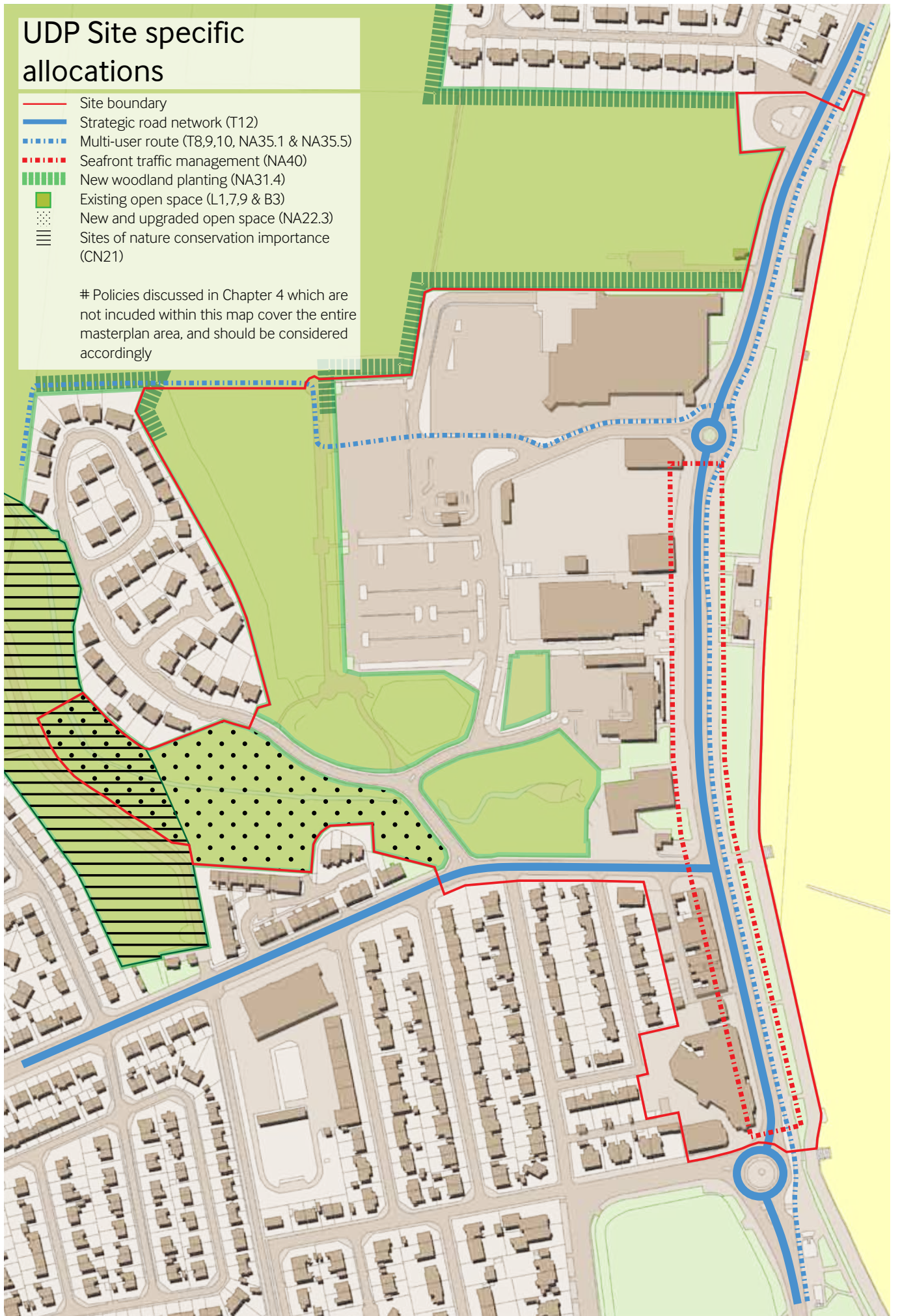
Economic Masterplan: Sunderland City Council



# UDP Site specific allocations

- Site boundary
- Strategic road network (T12)
- - - Multi-user route (T8,9,10, NA35.1 & NA35.5)
- - - Seafront traffic management (NA40)
- ▨ New woodland planting (NA31.4)
- Existing open space (L1,7,9 & B3)
- New and upgraded open space (NA22.3)
- ▨ Sites of nature conservation importance (CN21)

# Policies discussed in Chapter 4 which are not included within this map cover the entire masterplan area, and should be considered accordingly



NA35.1: Multi-user routes will be protected and existing stretches will be improved. Included in this will be a new link from Ocean Park via Cut Throat Dene to the A19 forming part of a northern peripheral route to Washington and destinations beyond the city.

NA38.5: Well designed and advisory cycle routes with connections to adjacent uses and to strategic multi-user routes will be provided as appropriate in a number of areas including along the A183 between Harbour View and the city boundary.

T12 identifies Whitburn Road as part of the city's strategic route network being a road of more than local importance.

EN13: Within the Coastal zone the City Council will seek to ensure that any proposal requires a coastal location and accords with other relevant UDP policies; will not increase likelihood of flooding, erosion or land instability; makes a positive contribution to the appearance of the coastal zone and conforms to other policies of the plan.

EC8: The Council will support the expansion of activities catering for tourists and other visitors. In order to do so, this policy aims to safeguard attractions, refuse proposals which would have an adverse impact on tourist attractions and actively encourage opportunities for new tourist initiatives

EC9: Hotels, conference centres and similar facilities will normally be permitted in areas associated with major recreation and leisure developments

L12: The city council will promote the recreational and tourist potential of the coast by providing development which provides for the need of visitors without adversely affecting the environment

CN15: The City Council will permit schemes which assist in creating the Great North Forest and which are in accordance with other policies. Those which would adversely affect the the creation of the forest will be resisted.

CN20: Development which will adversely affect a designated or proposed SSSI either directly or indirectly will not normally be permitted unless no alternative site is reasonably available

CN21 seeks to ensure that land identified as a Site of Nature Conservation Importance (SNCI) is protected. Development which would adversely affect the SNCI will be resisted.

## Local Development Framework (LDF) and Evidence Base

The City Council's Core Strategy (Revised Preferred Options Draft 2010) lies at the heart of it's 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. Of relevance to Seaburn Masterplan are:

Policy CS8 North Area recognises the need to deliver a mix of housing in the North area, which meets the needs of the city's residents yet identifies North Sunderland as having limited land available for new housing. In addition the objective to regenerate Seaburn and Roker is clarified.

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 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)

Preferred Options Core Strategy: Sunderland City Council





### Strategic Flood Risk Assessment (2010)

The City Council's Strategic Flood Risk Assessment (SFRA) was amended in June 2010 and has been endorsed by the council's Cabinet. The SSFRA identifies Cut Throat Dene as a potential flood risk to the Masterplan area. Whilst the risk of flooding from the watercourse is not high overall, the southern part of the Masterplan boundary is classed as Flood Zone 3B. This indicates that the areas of undeveloped land to the south of the masterplan area are at higher risk of flooding and no existing undeveloped land will be offered for development. The SFRA also identifies that in the past there have been groundwater-flooding issues in the Seaburn area. The whole of area of the masterplan is within a Critical drainage Area. Therefore all developments of 0.5ha or more must be subject to a Flood Risk Assessment (see page 93).

Consequently the SFRA recommends that all development in the area should link in with the future flood risk management strategy for the coastal defences and that land to the south of the masterplan area around Cut Throat Dene be retained as open space.

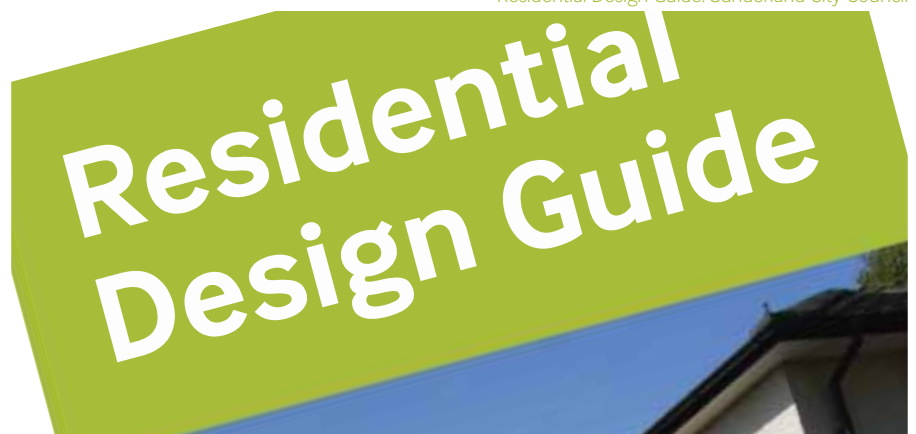
### Residential Design Guide SPD

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

### Play and Urban Games Strategy

Sunderland's Play and Urban Games Strategy 2007-2012 provides an audit of the quality of provision of equipped play in Sunderland. The strategy indicates that the Pirate Play Park and the Lambton Worm Garden at Seaburn are 'low quality.'



## 5.0 Feasibility appraisal

### 5.1 Introduction

The following section informs the development of the masterplan having regard to City Council strategic objectives, relevant planning considerations and the economic and land ownership realities of the area.

### 5.2 Land ownership

As the site ownership plan located on the next page illustrates, the majority of the Seaburn masterplan area is council owned, including the now vacant fairground site, public car park, former miniature-golf course and land at Cut Throat Dene. Records show that none of these sites are subject to restrictive covenants.

Three leaseholders are present on council land within the masterplan area: The Pullman Lodge Hotel, Seldon's amusements and Go Bananas amusements on Whitburn Road. The council proposes to work with existing leaseholders regarding development that may affect a leasehold interest.

Privately owned sites are the Morrison's store and car park, the former turning area for buses at the north end of the area under the ownership of Nexus, and the Martino's restaurant, car park and neighbouring amusements. It has become clear that the Morrison's store will continue to be present in the area for the foreseeable future. The future of land under the ownership of Nexus and the Martinos restaurant and amusements will be dependent on future plans of the owners.

In bringing forward this masterplan, the council will continue to work closely with the landowners and businesses within the area.

### 5.3 Future of council buildings/ structures

As majority landowner the City Council has various assets located within the Masterplan area, the future of which will need to be determined as part of the masterplanning process. Below is the City Council's current position in relation to these facilities.

The Seaburn Centre continues to operate as a local leisure centre serving the surrounding residential area. The facilities it provides such as the Wellness Centre and KICKZ project are of value to the local community. It should therefore be ensured that appropriate sport and leisure provision is available for existing users as part of the wider redevelopment of the Seaburn masterplan area.

A development brief is being prepared for the Seaburn shelter on Seaburn promenade promoting its redevelopment for a café/restaurant with the option for an ancillary retail use.

Further to the and Urban Games Strategy, consultation with the council's Play Pathfinder Team has indicated that an opportunity exists to replace the current run down Pirate Play Park with an alternative equipped play facility on a new site within the Masterplan area. There are no proposals to provide further play facilities within the now derelict Worm Garden.

The council owned car park continues to operate, although - as identified previously – the facility rarely operates at full capacity aside from events days.

### 5.4 Extent of development

In formulating options for this masterplan, consideration will be given to the scale of development which will best deliver the established vision and objectives for Seaburn.

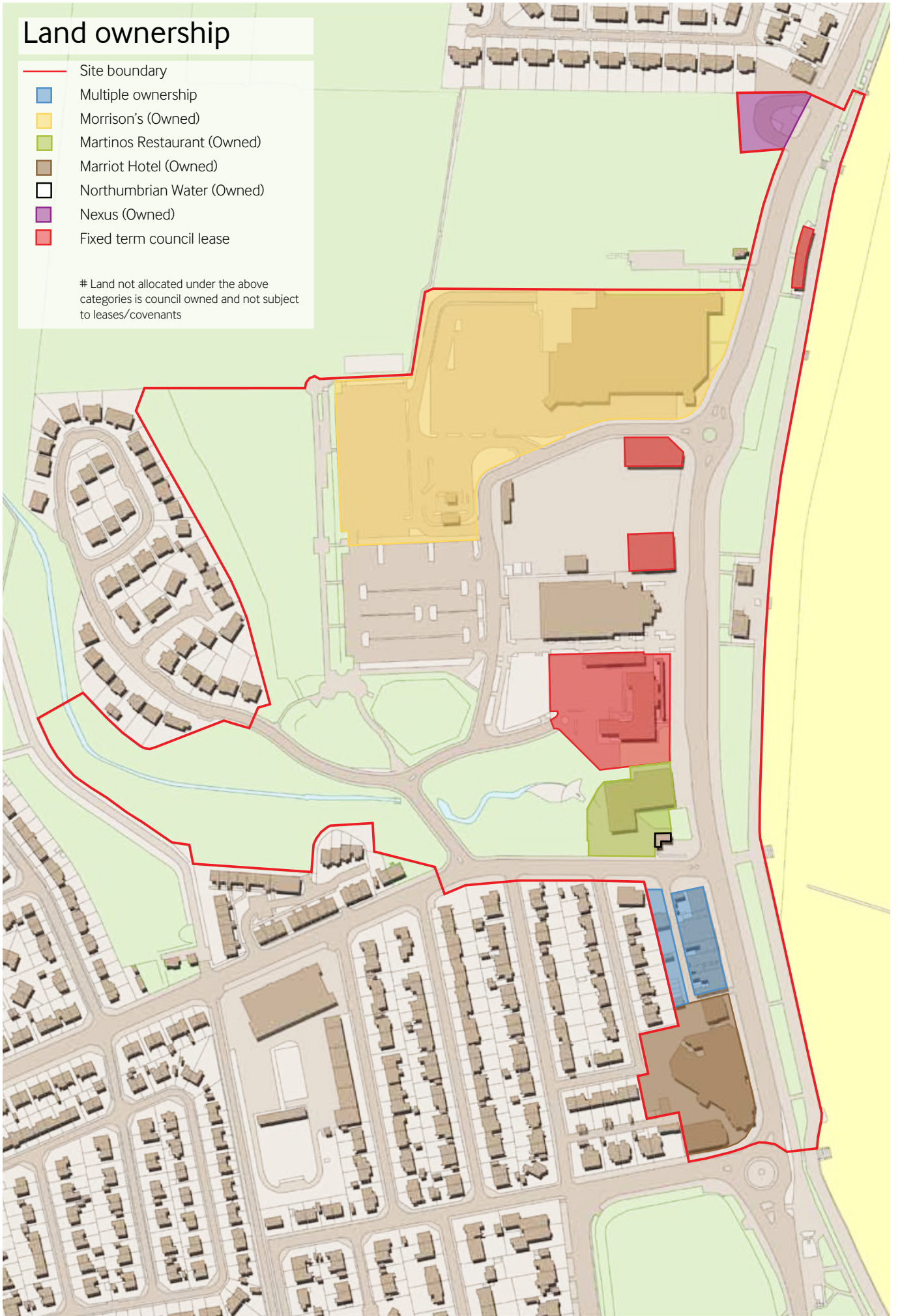
As majority landowner the City Council will have significant control over the type and quality of development coming forward. The opportunity therefore exists to take a comprehensive approach to development of the masterplan as opposed to the fragmented and piecemeal approach which has characterised development in the past.

It is recognised that a comprehensive masterplan approach may result in some loss of areas of greenspace to development. However it is considered in principle that, whilst a departure from planning policy, this could be justified by a carefully composed comprehensive approach, which would provide a regeneration solution to the poorer quality areas of greenspace to the west of the site, enhancing rather than compromising the value of the area.

Whilst there is a general policy presumption against development on open space, there is also the recognition that not all open space is of equal value and may be suitable for alternative uses. Evidence shows that open space to the west of Seaburn around the former miniature-golf course and Lambton Worm Garden is not functioning as intended.

# Land ownership

- Site boundary
  - Multiple ownership
  - Morrison's (Owned)
  - Martinos Restaurant (Owned)
  - Marriot Hotel (Owned)
  - Northumbrian Water (Owned)
  - Nexus (Owned)
  - Fixed term council lease
- # Land not allocated under the above categories is council owned and not subject to leases/covenants



A comprehensive approach to site assembly, incorporating areas of underused land as well as the underused public car park and previously developed land at Ocean Park into landscaped areas could potentially avoid any significant loss of overall provision for the local area. Whilst it is acknowledged that Fulwell ward is generally deficient in open amenity space, any loss at Seaburn would not be of sufficient scale to represent significant decrease in value to those residents living in the areas of greatest deficiency. More accessible and better quality areas of amenity space exist south of Fulwell in the form of Cliff Park, Recreation Park and Roker Park.

Additionally there is scope to improve the quality of amenity space provision and improve the character of the area by developing a comprehensive landscape strategy as part of the masterplanning process. This approach would enable new structured areas of high quality amenity space to be provided, which allow for improved accessibility, renewed areas of equipped play and natural surveillance issues to be addressed.

Improvements to the biodiversity of the area could also be made possible through taking a site wide approach to planting and habitat creation. Interventions should be informed through liason with Natural England and the Environment Agency to avoid loss of any established habitat.

A comprehensive solution will also enable opportunities for additional improvements to open space and biodiversity to be delivered through planning obligation or developer agreement. In particular, areas of greenspace around Cut Throat Dene could benefit from such arrangements. The SFRA 2010 identifies that these areas are within Floodrisk Zone 3B and therefore are not considered developable.

A broader analysis of the strengths and weaknesses of a comprehensive approach can be found in the following chapter.



## 5.5 Development Types

The opportunities for different development types is considered below in the context of the City Council's strategic and planning policy aims as well as the commercial realities of the area. Insight was gained through soft market testing and enquiries with local and national agents as well as local commercial and leisure operators.

### Commercial development

The strategic objectives of the Sunderland Strategy and Seafront Regeneration Strategy establish that Seaburn should be the focus of leisure-led development. This approach is supported by the City Council's Unitary Development Plan, which promotes the recreational and tourist potential of the coast and clarifies that Seaburn is a suitable location for a range of indoor and outdoor leisure and tourism facilities to serve the region.

In approaching this masterplan, regard has also been had to the principles in national planning policy. It is considered that a qualitative view should be taken to the principle of further leisure and associated development at Seaburn. Whilst the potential impact on the viability of the city centre and a nearby local centre at Sea Road will need to be considered in accordance with PPS4 - particularly for any retail development - the unique character and role of the seafront in the context of the city should also be recognised and given weight. In particular Seaburn's existing role as a resort, its accessibility by public transport and the significant opportunities a leisure-led development may afford for both economic and physical regeneration of the masterplan area are relevant - criteria emphasised by PPG20 and Good Practice Guide to Tourism. Where it can be demonstrated that a proposal would not adversely impact upon the city centre and local centre, the principle of development should be accepted.

### Food and drink uses

Food and drink-led uses at Seaburn are focused towards the south of the Masterplan area, mainly at Queen's parade.

At the time of the research agents were consistent in predicting demand for expansion of the existing uses in terms of outlets provided, particularly additional food and drink related outlets such as cafés or tea/coffee shops. There is also likely to be some demand for licensed premises, although the industry is generally going through a decline at the present time.

The development of additional coffee shops or restaurants in Seaburn will be encouraged, in order to add vibrancy to the area. However it is considered that whilst takeaways are a use consistent with the seafront location, there already exist a high number concentrated in the south of the area. In the interests of nearby residential amenity and ensuring a mix of facilities, additional takeaway proposals will be managed carefully.

### Retail

There has been very little general retail development in the Masterplan area due to the presence of the well-established Morrison's supermarket and nearby Sea Road local centre. The Sunderland Retail Needs Assessment identifies that Sea Road - in close proximity to the masterplan area and with a healthy turnover and range of facilities - is to be classed as a major district centre. Therefore it is likely that this trend will continue, with the proposed Tesco development at Roker Retail Park likely to provide an additional supermarket facility for north Sunderland.

Nevertheless limited retail development at Seaburn is considered compatible with the strategic vision of the area. Market research has indicated that there is some demand for a small number of retail outlets in the area, predominantly from specialist retailers, which would cater for the foreshore location and leisure oriented character of the area. Given the provisions of PPS4, retail proposals are likely to be small scale or as ancillary uses in a wider mixed-use scheme.

## Leisure uses

Whilst Seaburn's role as a resort has declined, Seaburn continues to function as a resort and accordingly Ocean Park is home to some indoor leisure facilities.

It is recognised that the market today may not support attempts to replicate the Seaburn of old. Large-scale leisure developments require a wide catchment area coupled with good transport links and minimal competition. Whilst Seaburn is undoubtedly well connected, demand for large-scale leisure uses are lessened by the proximity of competing major attractions. Just 6 miles from Seaburn, Ocean Beach fairground in South Shields has emerged as a successful traditional style resort. Wet and Wild in North Shields and Blue Reef Aquarium in Whitley Bay also offer large scale indoor attractions with a regional draw. Within Sunderland, leisure operators for larger scale developments are primarily considering locations that are more publicly accessible such as those closer to the city centre.

It is understood that demand exists for more modest facilities, which would be able to draw sufficient trade from beach visitors, yet also support local residents. This is supported by enquiries with existing operators, looking to diversify from traditional amusement arcades to more family inclusive operations. Smaller family oriented leisure development proposals are compatible with the vision for the area and will provide a commercially sustainable form of development for the future.

## Guest accommodation

There exists a small guest accommodation market in Seaburn. The Marriott offers 4 star accommodation and the distinctive Pullman Lodge with its rail car restaurant occupies a prominent position overlooking Whitburn Bay offers motel style accommodation. Two guesthouses are also located within or in close proximity to the Seaburn masterplan area. Further guest accommodation is located at Roker.

Recent development activity for guest accommodation at Seaburn has been limited and there are currently no definite development plans. Future hotel proposals in Sunderland have been focused around the city centre, where planning permission has been granted for a number of hotels. The construction of these schemes is yet to commence however.

A 2009 report into the future of the visitor accommodation market at Sunderland's Seafront indicates that the current seafront facilities have in the past experienced a reasonably healthy demand. However the credit crunch has of course had a perceptible impact on visitor numbers.

Immediate development prospects for a hotel at Seaburn have been limited by the weak financial climate and property market nationally. However there may be scope in the medium to longer term for a hotel at Seaburn as part of a wider mixed-use leisure development. In addition the potential exists for smaller scale pub accommodation or the upgrading of existing guest houses or hotels to cater for the boutique hotel market.

## Wider regeneration

The success of the leisure-led commercial market at Seaburn will also depend upon the changing status of Sunderland's seafront. Recent reports have found that the British seaside tourism industry is – contrary to popular belief - substantial and has lately been growing as the population increasingly visits seaside locations for day or weekend trips in addition to their main holidays.

Sunderland City Council's commitment to improving the profile of its seafront is visible in improvement works ongoing in Roker. As part of this commitment, the council is also actively seeking to build upon Seaburn's success as an events destination by expanding the events calendar for the area. As investment in the seafront continues and the events calendar develops over time, it is anticipated that the profile of Seaburn will increase and demand for leisure-led commercial development will improve further.

## Residential development

In considering the principle of residential development at Seaburn, regard should be had to the policy background of the area. It is acknowledged that based on current planning policy, housing is not an allocated use within the masterplan area.

Based on the land-use allocations for Seaburn within the UDP any proposals for housing within the masterplan area would represent a departure from the development plan. However in considering the principle of housing in the area regard should also be had to wider policy concerns.

As is recognised in Section 4 of the emerging Core Strategy the limited availability of land in the north area is a key constraint to housing development. Coupled with this, pressure also exists in the housing market itself. Seaburn is one of the most desirable areas of Sunderland and houses in the Seaburn area are particularly sought after. Although in part due to the locational advantages in the area it is also due to the fact that Seaburn has a higher number of larger residential dwellings than the rest of the city. Upper council tax band houses are at a premium in Sunderland (only 0.5% of the city's housing is in band G and H) yet demand for this type of dwelling is high. The Strategic Housing Market Assessment (SHMA) for Sunderland indicates that demand exceeds supply in Fulwell ward for 4-bedroomed or above properties with particular pressure for detached dwellings or bungalows. The need to provide the necessary house types to meet local demand in the north area and stem the current out migration to neighbouring areas is highlighted in emerging Core Strategy policy.

The current UDP does make allowance for the provision of housing beyond those sites specifically allocated in the development plan, particularly where these will maximise locational choice, will

address reduced out migration, assist in the regeneration of existing residential areas, and avoid compromising other policies within the plan.

Given the above pressures on housing delivery in the north area, whilst representing a departure from land use allocations, the provision of housing within the Seaburn masterplan area would nonetheless represent a key opportunity to address key wider strategic policy concerns and contribute to the regeneration of the area.

Enquiries with local developers support the identified need above and have indicated that Seaburn would support high value housing within a quality environment. Agents also suggest that with it's sought after seaside location, the Seaburn masterplan area may offer scope for a limited number of high quality residential apartments. Accordingly in seeking to establish a supply of sites to enable the attainment of the city's future housing requirements, the Sunderland Strategic Housing Land Availability Assessment (SHLAA) identifies the potential for new housing to be accommodated in the Masterplan area.

In addition to the need for upper Council-tax band housing, the SHMA also identifies a shortage of affordable housing across Sunderland. The SHMA identifies a total annual shortfall of 388 dwellings across the city.

Whilst the residential market overall has declined recently, it has been established that there would be a market for accommodation to meet the needs of the aging population in the Seaburn area. There is little purpose built accommodation to meet those needs and as such an extra care housing scheme could feasibly be accommodated within the Ocean Park Site. This provision could help older households to move out of larger family homes into accommodation designed to support independent living and wellbeing. As well as easing the above mentioned pressures in the local housing market this will also provide facilities for older households in the local area to access social health and wellness activities.

## Development Prospects

There is private sector interest in the Seaburn area. Discussions are ongoing between the City Council and potential developers for a range of uses including family-oriented leisure development, retail/ cafe uses and extra-care housing.

It is envisaged that the majority of development at Seaburn would be private sector led. However given the council's considerable land interest there is scope for a joint venture approach between the City Council and private developers in order to stimulate development in the area and secure the quality of development suitable for this high profile area.

The City Council will take a regeneration and design-led approach to development whereby the council will release sites for development and developers will be selected based on criteria that ensure the regeneration and design ambitions of this Masterplan are delivered.

A development brief for each site will be prepared to provide detailed guidance and criteria to be satisfied by a developer when submitting proposals.

## City Council funding

Whilst the City Council has previously been able to allocate some funding towards upgrading areas of public realm at the wider seafront, no further funding has been allocated at this stage.

Nevertheless the City Council will continue to seek opportunities to direct funding towards improving the public realm at Seaburn.

It is proposed that where viable the Council will seek to secure the wider improvements to the infrastructure of the area – in particular areas of public realm in need of improvement. In addition Section 10 of this document identifies opportunities for key infrastructure and public realm improvements to be secured through either planning obligations or other forms of developer agreement.

## Grant funding

Given the anticipated scale of public sector cuts affecting capital spending projects, the future of grant funding to support delivery of the Seaburn masterplan is uncertain.

As recently as March 2010, the CLG produced 'Strategy for Success: Securing the future of Seaside economies'. This pledged a range of measures to support seaside towns including the following grants:

- A new £5m Seaside Towns Grant Initiative targeted towards the most deprived seaside authorities
- Extending the Sea Change Programme to improve seaside infrastructure after 2011 subject to a review of spending

Whilst at the time of writing the proposed grants outlined above have yet to be cut, it is considered unlikely that these programmes will be made available.

Despite the above, the incoming coalition government has recently announced plans for a Regional Growth Fund and Local Enterprise Partnerships.

The Regional Growth Fund – first announced at the June 2010 budget - is a £1billion fund to support economic growth in areas hit by public sector cuts. At the time of writing the City Council is awaiting further detail on what the Regional Growth Funds should be spent on. However it is anticipated that private firms, acting alone or with the public sector, will be eligible for funding if they can show schemes will bring in investment and promote sustainable jobs and growth. What is also known is that the fund sets out two objectives - one focusing on places that can create new private sector jobs and the second focusing on places that are overly reliant on public sector jobs. Areas such as the north east – likely to be harder hit by such cuts – are likely to be favoured in accessing these funds.

Local Enterprise Partnerships (LEPs) are to replace the outgoing Regional Development Agencies. As with the Regional Growth Fund, at the time of writing further details are awaited as to how these will function. Local Authorities and businesses will be responsible for establishing the LEPs and despite the localist agenda, these LEPs could - if considered appropriate - encompass the same economic areas as RDAs. It is still not known whether the LEPs will assume control of the European Regional Development Fund (ERDF) funding currently administered by the RDAs.

Housing providers and housing associations may be able to access funding from the Homes and Communities Agency (HCA) to support the delivery of residential and extra care facilities within the Seaburn area.

Crowds at Seaburn watching the Sunderland International Airshow





## 6.0 Evolution of masterplan

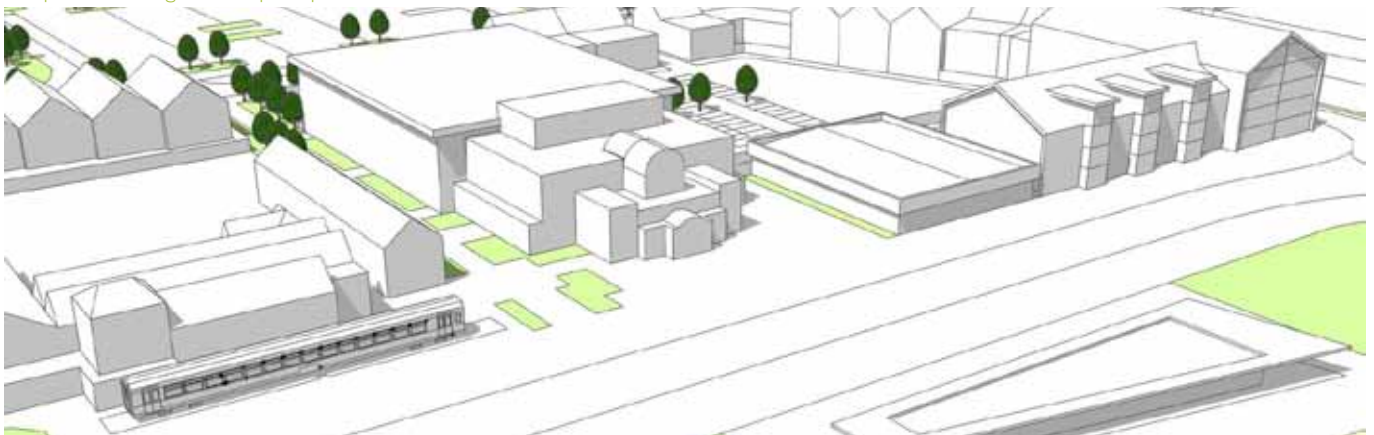
### 6.1 Masterplan options

Having identified the key issues which need to be addressed, acknowledged the area's main physical constraints, and assessed the feasibility of how the area may be taken forward in the future, the next stage in the masterplanning process is to identify the most appropriate approach to redevelop the area.

Taking into consideration the area in its current form – a brownfield site consisting of a mix of occupied and vacant premises – the development options will focus on varying levels of intervention on the area. Would it be best to redevelop around existing businesses and use only land which is currently available for redevelopment, or redevelop the area in a comprehensive way from a 'blank canvas'? As has been established, there is reasonable justification to consider the latter approach in principle. It was therefore imperative that various options for the area were fully explored, their strengths and weaknesses identified, and their ability to meet the objectives of the masterplan assessed if the most appropriate and suitable approach to redeveloping the area is to be found.

For this purpose, three development options for the masterplan area were drawn up so a full assessment of each individual approach could be made. These three options were as follows:

Computer modelling of masterplan options



### Option 1 – Minimal intervention

This option focused the redevelopment of the site on the following principles:

- All existing businesses and facilities in the area to be retained (including the Seaburn Centre and existing areas of parking)
- All existing areas of open green space in the area will be retained in their current form and location but may be improved
- Only land currently within council ownership will be considered for redevelopment
- Only brownfield land will be considered for redevelopment

### Option 2 – Moderate intervention

This option focused the redevelopment of the area on the following principles:

- All existing businesses and facilities on the area which are located on council owned land will be removed in their current form and (if necessary) accommodated within new developments (including the Seaburn Centre and existing areas of parking)
- All existing businesses and facilities within the area which are not located on council owned land are to be retained
- All existing areas of open green space in the area will be retained in their current form and location but may be improved
- Only brownfield land will be considered for redevelopment

### Option 3 – Comprehensive redevelopment

This option focused the redevelopment of the area on the following principles:

- All existing businesses and facilities in the area will be removed in their current form to allow for the comprehensive redevelopment of the area
- Opportunities to increase the area of developable space will be explored including a review of existing areas of open space in the area
- Opportunities to increase levels of developable space may be explored where it could be demonstrated that development would not result in any significant loss in open space and would increase the quality of remaining areas of open space
- All existing areas of open green space on the site which are protected under a national policy designation will be retained in their current form and location but may be improved

Computer modelling of masterplan options



## 6.2 Masterplan workshop and consultation

Taking the findings of the extensive public consultation into consideration, and drawing upon the three development options above, a number of workshops were organised by the council to identify which of the three options was the most appropriate to adopt as part of the final masterplan for the area.

In order to get a balanced and fair opinion which represented both the interests of the local community and the council, two workshops were organised. The first of these workshops included over 30 council officers all of whom are specialists in their chosen field. Over 15 different council departments were represented including planning and regeneration, leisure and tourism, housing, and property services. The second workshop was presented to the Seafront Members Steering Group comprising a number of elected councillors representing the residents and businesses living and located along the seafront.

Both workshops were given a detailed presentation of each of the development options, including a description of each of the schemes, their strengths, and their weaknesses. The workshop was then divided up into smaller groups to discuss the masterplan area. The questions focused on identifying the key uses that were felt to be most appropriate for the site and which uses should be resisted, as well as identifying key routes and spaces which should be accommodated within the emerging masterplan. The groups were then also asked to draw up their own proposals for the site, and give an indication as to which of the three approaches – minimal intervention, moderate intervention, and comprehensive redevelopment – was considered to be most beneficial for the area and its surrounding communities.

Computer modelling of masterplan options



### 6.3 Findings of workshop

In assessing the suitability, viability and sustainability of the three separate development options, the workshops made a number of constructive comments and recommendations which have helped identify the most appropriate development approach for the masterplan. In recognising the overarching aims and objectives for the seafront, it was possible to identify the following strengths and weaknesses of the three development options.

#### Option 1 – Minimal intervention

##### Identified strengths:

- All established businesses and facilities on the site are retained in their existing form
- Areas of existing redundant land are removed and made available for small/medium scale redevelopment
- Opportunities to provide piecemeal improvements to public realm

##### Identified weaknesses:

- The scale of potential redevelopment opportunities are unlikely to significantly alter people's perception of the area
- The lack of redevelopment opportunities is likely to inhibit developer interest and investment within the area
- Issues associated with large areas of poor quality and underutilised green open space are not addressed
- The lack of development is unlikely to provide a suitable gateway to the seafront and make the area an attraction in its own right
- No new areas of public realm are provided
- Issues with regard to both vehicular and pedestrian movement across the area remain unchanged
- Piecemeal development of smaller development plots removes the opportunity for more comprehensive redevelopment in the future
- The site remains dominated by large areas of poor quality and underutilised parking areas

Masterplan option 1



## Option 2 – Moderate intervention

### Identified strengths:

- Areas of existing redundant land are removed and become available for medium/large scale redevelopment
- The scale of potential redevelopment opportunities are likely to alter peoples perception of the area
- The larger scale of redevelopment opportunities is likely to encourage developer interest and investment within the area
- The scale of development is likely to provide a suitable gateway to the seafront and make the site an attraction in its own right
- Car parking is consolidated to provide greater development opportunities and provide new areas of public realm
- Pedestrian and vehicle movement through the area are partly addressed and site permeability improved
- Greater area of developable space increases scope for alternative complementary uses (including residential) improving the viability of comprehensive redevelopment

### Identified weaknesses:

- Issues associated with large areas of poor quality and underutilised green open space are not addressed
- Retention of privately owned businesses in their current form limits scope for providing a strong and high quality frontage along Whitburn Road and the seafront
- Some issues with regard to both vehicular and pedestrian movement across the site remain unchanged
- Limitations on space restrict the ability to provide perimeter blocks throughout the site and an active frontage on all areas of public realm

Masterplan option 2



### Option 3 – Comprehensive redevelopment

#### Identified strengths:

- Areas of existing redundant land are removed and become available for large scale redevelopment
- The scale of potential redevelopment opportunities are highly likely to significantly alter people's perception of the area
- The larger scale of redevelopment opportunities is likely to encourage the highest level of developer interest and investment
- The scale of development is most likely to provide a suitable gateway to the seafront and make the site an attraction in its own right
- Large areas of car parking and poor quality greenspace are addressed in a comprehensive manner to provide greater scope for development and improvements to the public realm.
- New areas of hard and soft public realm are provided improving the pedestrian experience
- Pedestrian and vehicle movement through the site are addressed and site permeability improved

- Greatest area of developable space is made available to alternative complementary uses (including residential uses) improving the viability of comprehensive redevelopment
- Comprehensive redevelopment area allows for consistently high design qualities to be implemented across the whole site
- A strong high quality frontage becomes possible along Whitburn Road and the seafront
- Perimeter building blocks become possible in nearly all locations around the site providing active frontages along all areas of public realm

#### Identified weaknesses:

- Levels of intervention likely to increase disruption to the wider area once construction commences
- Implementation of a comprehensive scheme requires the redevelopment of privately owned land and areas currently protected as green open space
- Likely phased development increasing the risk of inconsistencies in quality and deliverability of the scheme

Masterplan option 3



## Conclusions

In identifying the key strengths and weaknesses of each development option, it became apparent that in order for the masterplan to meet its objectives, a more comprehensive approach to redevelopment is required. Although more minor approaches which had a limited impact on the site and required less intervention did offer a number of benefits it was felt that these benefits were outweighed by their weaknesses and shortcomings, failing to demonstrate how they fully meet the objectives of the masterplan and the Sunderland Strategy.

Whilst recognising the risks associated with a comprehensive approach, it was felt these could be mitigated through the adoption of a robust design approach within a masterplan prior to the commencement of development on site.

Computer modelling of masterplan options



## 7.0 Masterplan Principles

In response to the comments and conclusions made as part of the public consultation and workshop, and 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 leisure and associated uses relevant to the seafront and capable of attracting tourists and visitors all year round, helping establish the seafront as a prime leisure destination
- Other uses (such as retail and residential uses) should be permitted where it can be demonstrated such uses improve the viability and deliverability of the scheme, and help deliver the masterplan
- Uses to be retained and enhanced within the masterplan include land and property associated with Morrisons supermarket, businesses and retail units located along Whitburn Road, and the Marriot Hotel
- Varying land uses shall be bounded and broken up by significant areas of new and/or improved areas of green open space to help retain the open character of the area and to improve permeability and visual appearance

### Layout

- The layout should primarily focus leisure and/or commercial related activity to the east of the area at Ocean Park with residential development towards the west
- New leisure and tourism related uses should be located on sites closest to the seafront along Whitburn Road to take full advantage of the seafront setting and to help focus and encourage activity along the seafront and promenade
- Whilst the focus of development should be along the seafront, new leisure and retail uses should also encourage pedestrian movement into the heart of the area
- Other ancillary retail uses may be located towards the rear (west) of the area to complement existing residential uses. This location benefits from lower levels of noise than those closer to the seafront and should help animate existing areas of open space and provide greater security to existing residents
- Areas of leisure and retail uses to the east and residential areas in the west should be separated by a new road through the area to help identify two clearly defined character areas
- A new and clearly defined network of hard and soft landscaped pedestrian and multi-user routes should span the area improving permeability, improving access to the seafront, providing cohesion with the different character areas, and integrating the masterplan into existing and established routes
- Key junctions between routes and primary entry points into the area should be clearly defined as gateways

### Scale

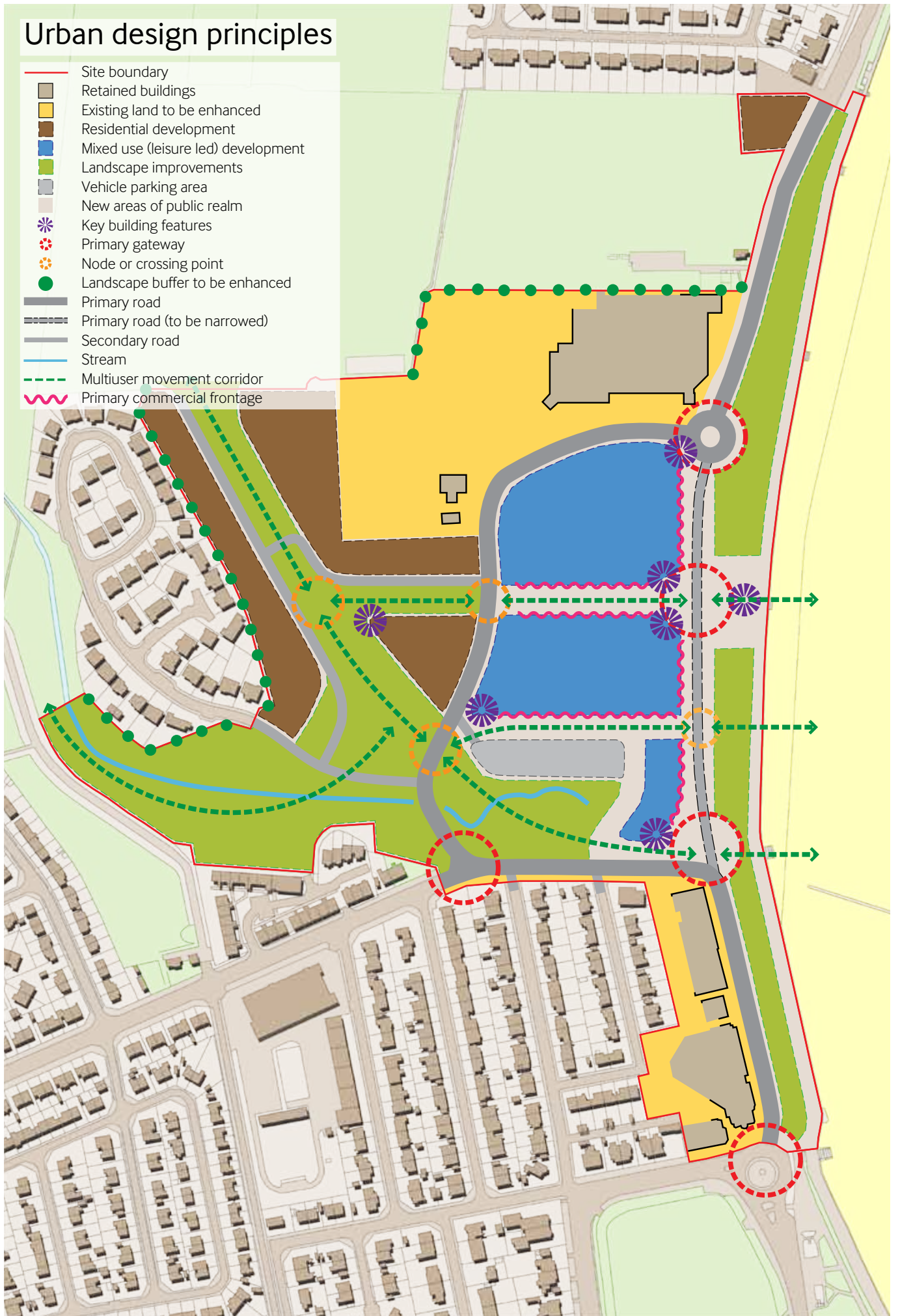
- The scale and massing of any buildings should reflect their context and surroundings
- Building heights should be increased towards the seafront where the width of Whitburn Road and promenade can accommodate taller buildings and to take full advantage of key sea views.
- Building heights should also create a strong frontage along the seafront with building heights rising to reflect key nodal points and gateways to help improve legibility
- Building heights should be reduced towards the west of the site towards existing residential properties to protect residential amenity and to complement the open character and appearance of this part of the site
- Key gateways between routes and primary entry points should be clearly defined through the use of building scales and proportions





# Urban design principles

- Site boundary
- Retained buildings
- Existing land to be enhanced
- Residential development
- Mixed use (leisure led) development
- Landscape improvements
- Vehicle parking area
- New areas of public realm
- ✱ Key building features
- ⊗ Primary gateway
- ⊗ Node or crossing point
- Landscape buffer to be enhanced
- Primary road
- Primary road (to be narrowed)
- Secondary road
- Stream
- Multiuser movement corridor
- Primary commercial frontage



## Access

- Primary vehicular access to the masterplan area should still be gained from Whitburn Road to the north and south and Dykelands Road to the west
- A new and/or widened vehicular route should be provided through the site along the general alignment of the existing Lowry Road to help alleviate traffic flows along Whitburn Road between the junction with Dykelands Road and Morrisons
- Reduced traffic flows along the above section of Whitburn Road should allow the opportunity to reduce the width and/or dominance of Whitburn Road in order to improve the pedestrian experience of this area
- 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.
- Any new route through the site should be used to service and/or access uses either side (leisure and retail uses to the east and residential uses to the west) to minimise the need for service/access points to be located along prime frontages

- Large areas of public parking should be located in close proximity to the seafront but remain out of view from the seafront so as not to detract from the visual appearance of the area
- 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 appropriate, 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

## Landscape

- Significant areas of landscaped green open space should form a component part of the wider masterplan
- The proportion of green open space should increase towards the west and south of the site to make best use of existing areas of open space, accommodate the constraints of an identified flood zone running through the southern section of the site, protect residential amenity of existing residents, and to integrate development with semi-rural areas bounding the site to the north and west
- The proportion of areas of hard landscaping should increase towards to the seafront and promenade to accommodate the harsh climatic conditions associated within such areas and to best accommodate high levels of pedestrian activity
- All significant areas of public space and landscape should benefit from natural surveillance and be safe

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



## 8.0 The masterplan

The draft Seaburn masterplan (opposite) represents the council's interpretation of how the key components of the masterplan document may be realised in a spatial form across the area. The spatial masterplan recognises the key objectives of the project, takes into consideration primary constraints and adopts the development principles identified in section 7. In doing so, the spatial masterplan offers a clear indication of how a strong urban design agenda and sound design principles can be realised across the area.

The central concept around the spatial masterplan focuses heavily on the delivery of a high quality scheme able to deliver a quantum of development capable of attracting significant developer interest and providing the seafront with a strong identity as a leisure destination, whilst protecting and enhancing the green and open character of the area. This represents a scheme that makes the most efficient use of the area, harnessing its existing assets, whilst maximising the development potential of existing brownfield land which currently detracts from the qualities of Seaburn and the wider seafront.

The spatial masterplan is not prescriptive in limiting how the site must be developed, nor is it exhaustive in suggesting that this is the only way the site can be redeveloped. It is an interpretation of how the council's aspirations for the area can be accommodated within the physical constraints identified in this document.

Other interpretations of how the site could be taken forward to meet the objectives of the masterplan may be appropriate, and the council will be open to discussions with any interested parties who wish to provide their own interpretation of the draft masterplan. However, any proposals which compromise the viability, deliverability and quality of any part of the masterplan will be resisted. To further strengthen this approach and to supplement the spatial masterplan, the following Design Code has been developed to provide further clarity on the expectations of the council for the redevelopment of the area.

### Potential uses

The masterplan is based around the delivery of a mixed use scheme capable of providing a major tourist and leisure destination for the city. However, to ensure uses within the masterplan are compliant with this aspiration and accord with the objectives of this document, all uses as identified within the Use Class Order 2010 are categorised below.

Uses considered to be appropriate in certain locations across the masterplan area and which will be encouraged include:

- Cafes, bars and restaurants (Use classes A3 and A4)
- Hotel uses (Use classes C1)
- Residential dwellings including apartments (Use classes C3)
- Non-residential institutions including crèches, galleries and museums (Use classes D1)
- Leisure uses (Use classes D2)

Ancillary uses considered to be appropriate in certain locations across the masterplan area but which will be subject to stricter control include:

- General retail uses (Use classes A1-A2)
- Hot food takeaways (Use classes A5)
- Business uses (Use classes B1)
- Residential institutions (Use classes C2)

Uses considered to be inappropriate for the masterplan area and which will be resisted include:

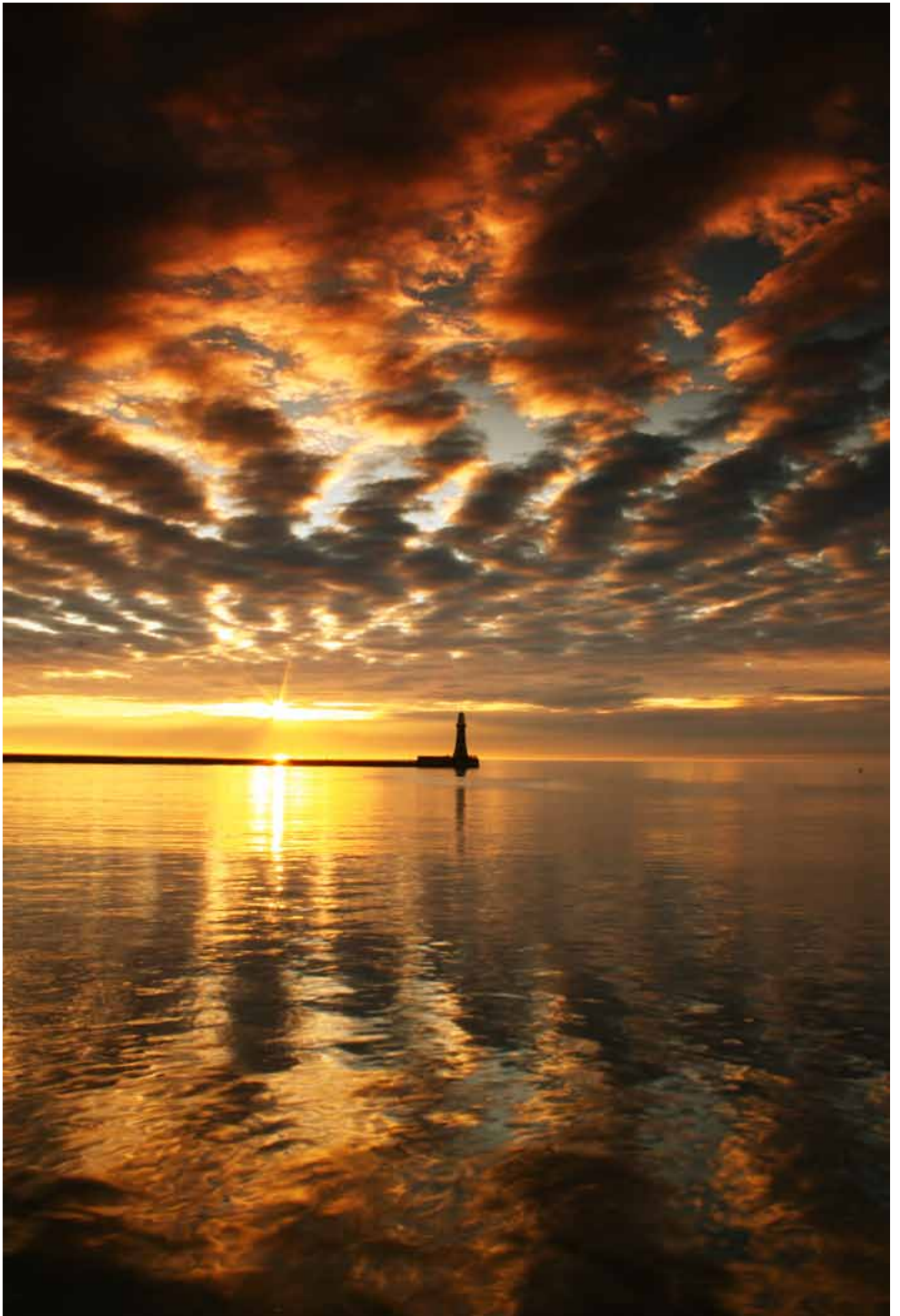
- General industrial uses (Use classes B2)
- Storage and distribution uses (Use classes B8)
- Secure residential institution (Use classes C2A)
- Housing in multiple occupation (Use classes C4)

Artists sketch - Seaburn masterplan



# Seaburn Masterplan





## 9.0 Design code

The Seaburn masterplan is a large scale masterplan which not only promotes the highest possible design qualities, but also represents a complex scheme likely to be delivered over a large time period. Due to the likely timescale of implementation and the varied land ownership issues across the area, the council has identified the area as appropriate for the use of a Design Code in line with advice contained within the Department for Communities and Local Government's (DCLG) 'Preparing Design Codes – A Practice Manual', and the Commission for Architecture and the Built Environment (CABE) 'The use of urban design codes'.

The Design Code sets out the standards of urban design the City Council expects to be delivered through the redevelopment of the masterplan area, and is a document which should be used by developers, architects and designers in advance of any planning submission being made. The Design Code has been drawn up in accordance with existing national and local planning policy and guidance – namely the council's adopted Residential Design Guide SPD and CABE's Building for Life assessment criteria - and should be read in conjunction with these documents. The council will then use these documents and the Design Code to review, evaluate and determine planning

applications for the site. It is therefore imperative that any planning submissions should be accompanied by a Design and Access statement which demonstrates compliance of the proposal with the code.

The Design Code is a tool which should be used to supplement and add clarity to the Seaburn Masterplan. Both the masterplan and the code complement each other: the masterplan offering a spatial interpretation on how the site should be developed, and the code offering a greater level of detail to the urban design principles guiding the masterplan. It is therefore crucial that the masterplan and code are read as a single entity helping guide and inform proposals for the site.

The structure of the Design Code breaks the masterplan down into a number of components. It is widely accepted that high quality urban design is not purely about the appearance of buildings, but is also heavily influenced by the relationship between buildings, public realm, streets and squares. The following structure of the code has therefore been developed to identify the key components the council considers most important when developing the masterplan:

1. Urban structures and character areas
2. Land uses and flexible space
3. Block principles
4. Building heights and densities
5. Gateways and landmarks
6. Building types and frontages
7. Street types
8. Access and servicing
9. Landscape and public realm

In order to provide an understanding of the guidance, a description is provided of the rationale behind each component of the code. This is then followed by a list of specific codes or criteria – often in the form of bullet points – which should be addressed and acknowledged by the applicant as part of any submission.

All illustrations and drawings within the code are a demonstration of how the code could be realised, and are for illustrative purposes only.

A copy of all other nationally and locally adopted planning and urban design policies which should be read in conjunction with this Design Code can be found at [www.sunderland.gov.uk/urbandesign](http://www.sunderland.gov.uk/urbandesign)

Artists sketch - Seaburn redevelopment



## 9.1 Urban structure and character areas

The Seaburn Masterplan is based on a structure of new and existing developments across the area, with increased densities and scale towards and along the seafront, and lower densities and scale to the rear adjacent to existing residential properties. The site is to be bound together by a network of green pedestrian and multi-user routes spanning the area, improving links to the seafront and addressing issues regarding site permeability.

All routes through the area are to be enclosed by strong active frontages offering natural surveillance to all publicly accessible areas and providing a number of clearly defined and legible routes and links. Gateway spaces, nodes and squares will also help aid legibility across the area as well as providing points of focus, where certain activities may be targeted and building heights and/or densities increased.

This broad structure will provide a development which is easy to use and interpret by the user and a scheme which will evoke a clear identity, capable of providing a recognisable brand for Seaburn and the seafront. This also allows the opportunity to break the area up into smaller character areas, each

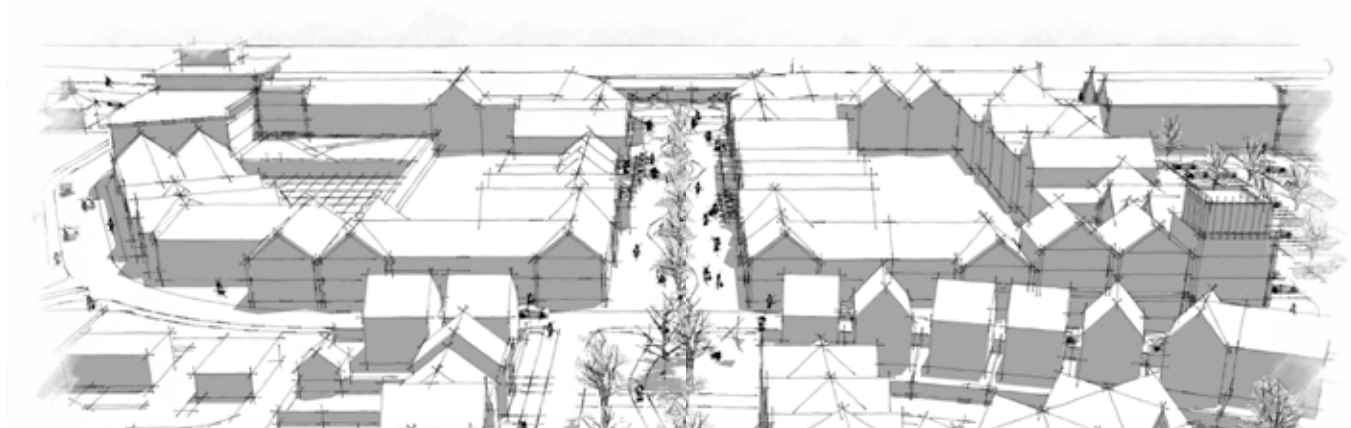
capable of having their own roles and identity, but which are linked together by the green routes. This enables a development, which whilst large, would be neither dominant nor monotonous in its appearance and would instead change and evolve when passing from one end to another.

The Seaburn Masterplan consists of five distinct character areas. The vision behind these is to establish a coherent urban hierarchy as described above, ranging from the more intensive leisure and entertainment core towards the seafront, and the less intensive residential park and Cut Throat Dene to the rear, in line with the broad structure as described above.

The Seaburn Masterplan consists of the following character areas:

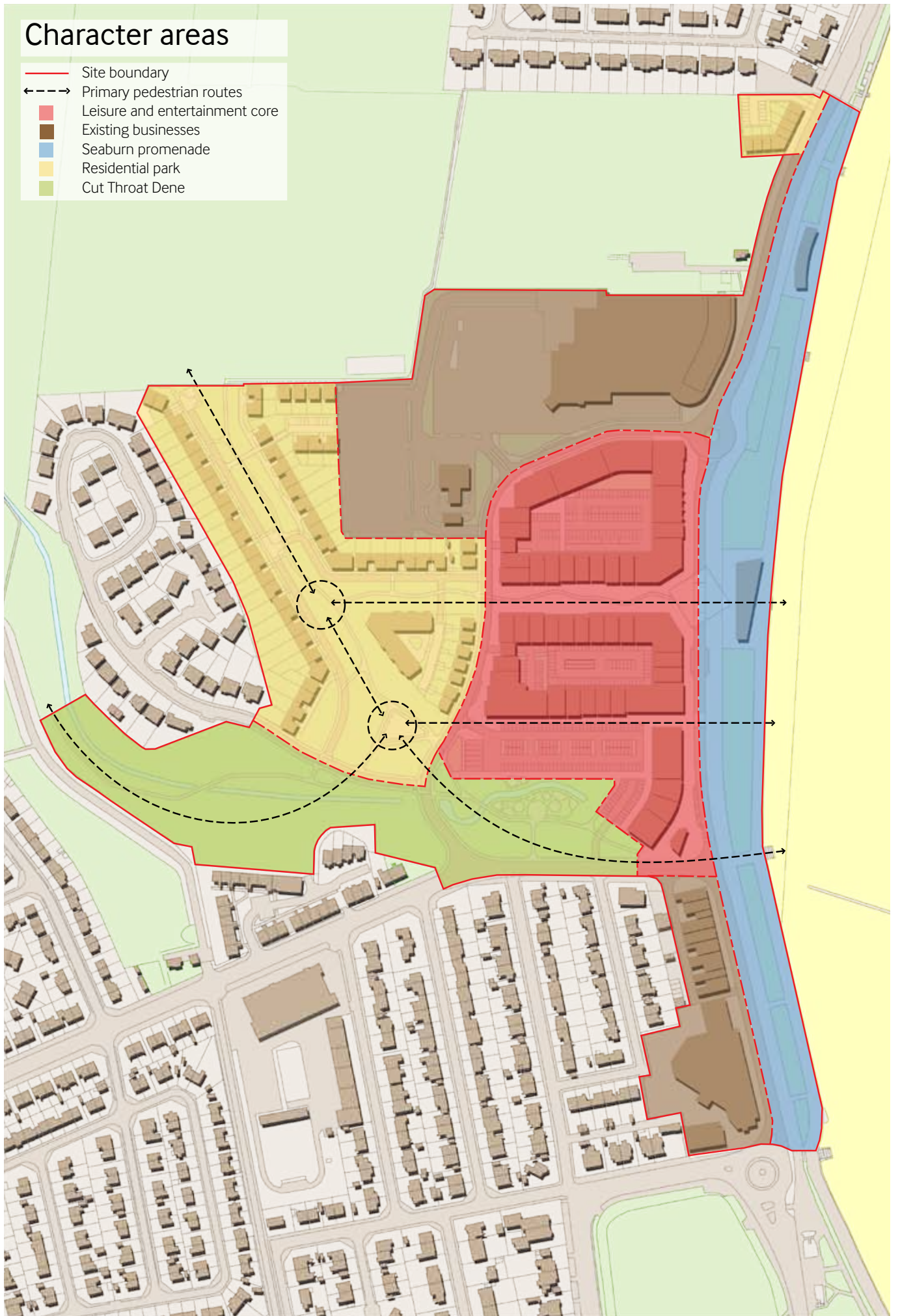
- Leisure and entertainment core
- Residential park
- Seaburn promenade
- Cut Throat Dene
- Existing businesses

Artists sketch - Seaburn redevelopment



# Character areas

- Site boundary
- ←---→ Primary pedestrian routes
- Leisure and entertainment core
- Existing businesses
- Seaburn promenade
- Residential park
- Cut Throat Dene

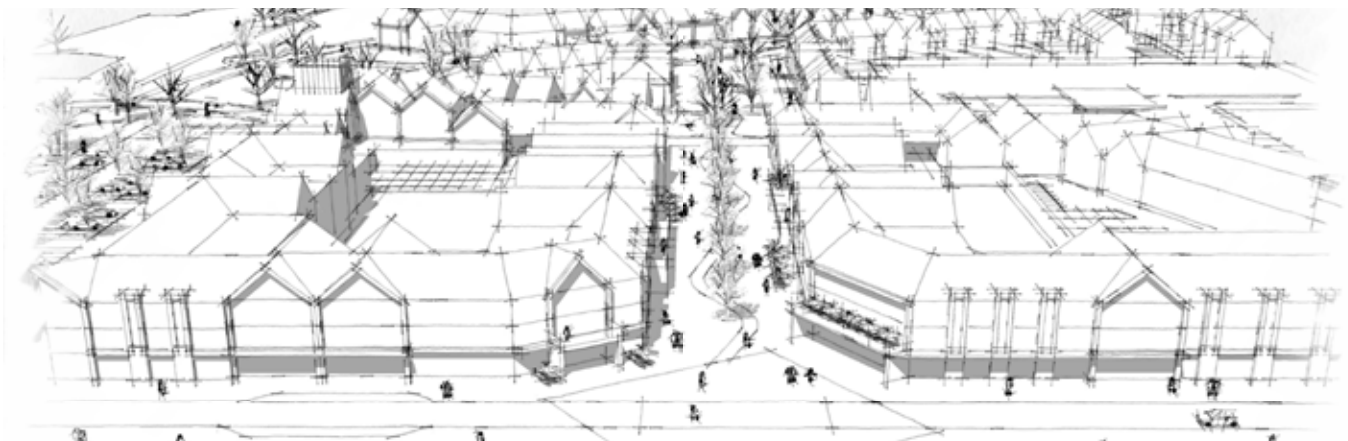




### Leisure and entertainment core

- The leisure and entertainment core will be located to the east of the area between Dykelands Road to the south and Morrisons supermarket to the north. The main extent of frontage to the area will run along Whitburn Road, and will extend westward to meet the newly aligned Lowry Road
- This area will form the heart of the wider masterplan area, providing strong frontages along the seafront and acting as a key gateway to the seafront and wider area
- At the heart of the leisure and entertainment core will be a new open plaza – which will span a narrowed Whitburn Road – and a new pedestrian boulevard linking the plaza and promenade with the rest of the area
- Activity in this area will be focused along both Whitburn Road and the new pedestrian boulevard including street cafes and outdoor dining to provide animation and establishing these areas as key pedestrian routes. The provision of active frontages will be fundamental to achieving this
- Uses considered appropriate and to be encouraged in this area include:
  - Food and drink uses including cafes, bars and restaurants (Use classes A3 and A4)
  - Leisure uses (Use class D2)
  - Non-residential institutions including crèches, galleries and museums (Use class D1)
  - Hotel uses (Use class C1)
  - Ancillary retail uses (A1)
- Uses considered permissible with justification include:
  - Residential dwelling including apartments (Use class C3)
  - Extra care residential development
- The scale and massing of buildings in the area will consist largely of buildings between 2 and 4 storeys depending on their location and setting. Build heights will be increased toward the seafront and promenade, and reduced to the rear (west) of the area
- Additional floors may be permissible at key gateways and nodes, although no building in this area shall exceed a maximum height of 6 storeys
- The upper storeys of buildings in this area should enable and maximise views across the seafront and out to sea
- Building blocks will be serviced internally to minimise the need for service entrances and areas to front directly onto areas of the public realm
- The dominance of roads which currently exist in this area will be reduced, and greater priority given to pedestrians to improve links with the promenade
- The public realm in the area will consist primarily of formal, high quality, hard landscaping. Both Whitburn Road and the new pedestrian boulevard will comprise high quality materials, lighting and street furniture, and areas of planting wherever possible

Artists sketch - Leisure and entertainment core character area



## Residential park

- The residential park element of the masterplan will be located at the rear (west) of the area, located between the newly aligned Lowry Road to the east, and the existing Seafields residential estate to the west
  - This area will play a fundamental role in the wider masterplan area, acting as a zone of transition linking the high density leisure and entertainment core with the surrounding areas of low/medium density housing and areas of semi-rural open land beyond
  - Forming the spine of the residential park will be a new linear park running the entire length of this area from north to south, which is then linked to the seafront and leisure and entertainment core through a series of green routes and links
  - Levels of activity within this area are to be significantly lower than that of the entertainment and leisure core to complement the area's more intimate residential character
  - Primary frontages will be focused along all areas of public realm to ensure levels of natural surveillance and supervision are adequate in all areas of publicly accessible parkland
- Uses considered appropriate to support local policy and the provision of greenspace which will be encouraged for this area include:
    - Extra care residential development
    - Residential dwelling including apartments (Use class C3)
  - Uses considered permissible with justification include:
    - Ancillary uses (classes A1-A3)
  - The scale and massing of buildings in the area will consist largely of buildings between 1.5 and 2.5 storeys depending on their location and setting. Build heights will be increased towards the leisure and entertainment core, and reduced to the rear (west) of the area
  - Additional floors may be permissible at key gateways and nodes, although no building in this area shall exceed 3 storeys
  - The upper storeys of buildings in this area should enable and maximise views across areas of parkland as well as increase levels of surveillance. Features such as terraces and balconies will therefore be encouraged
  - Building blocks should consist of a mix of perimeter and linear building blocks so as to create a variety in the building frontages and to reduce the visual impact of large areas of driveways located to the front of houses which may detract from the quality of the adjacent linear park
  - The dominance of roads which exist in this area will be reduced, and greater priority given to pedestrians to improve links with the promenade
  - The public realm will consist primarily of less formal areas of soft landscaping in the form of a linear park to help link the area with surrounding areas of open green space. Small areas of more formal space may be permissible at key nodes, but should not dominate over the semi-rural character of the area

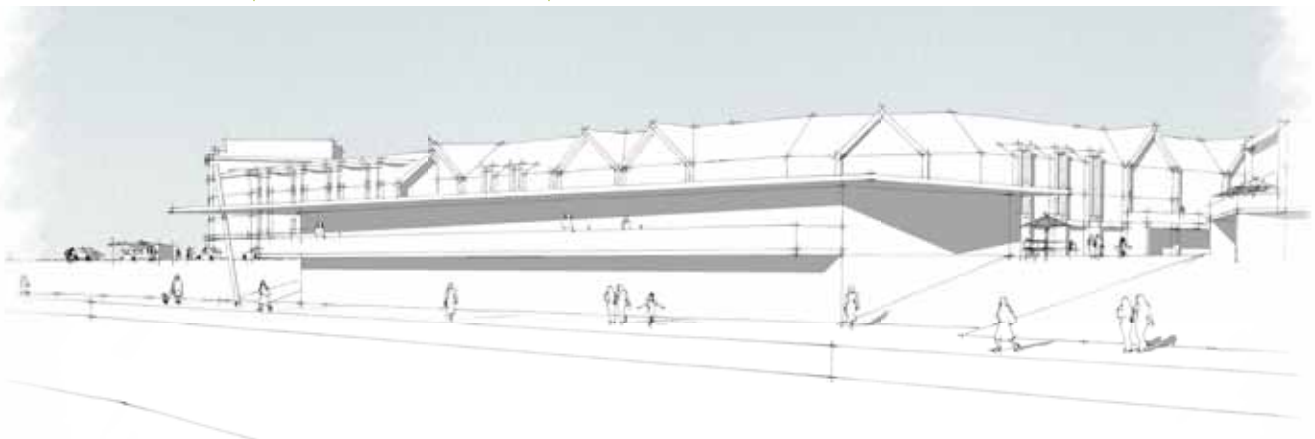
Artists sketch - Residential park character area



### Seaburn promenade

- The Seaburn promenade character area runs along the front (east) of the masterplan area, consisting of the strip of land between Whitburn Road and the beach
- The open character of this area is to be retained and enhanced wherever possible and development restricted to ensure the key panoramic views across the seafront are preserved
- Forming a point of focus along the promenade and acting as a primary gateway onto the beach will be a refurbished/redeveloped Seaburn Shelter. This shall be retained as the primary building along the promenade, and the only site deemed appropriate for redevelopment. A development brief addressing the redevelopment of the Seaburn Shelter site has been drawn up to supplement the masterplan
- Additional developments along the promenade will be resisted as a matter of priority
- This area will be improved through the upgrading of the public realm into a high quality area of formal public space including high quality surface materials, seating, lighting, signage and litter bins
- Uses considered appropriate and ancillary to the promenade and beach that will be encouraged include:
  - Uses including cafes, bars and restaurants (Use classes A3-A4)
  - Leisure uses (Use class D2)
  - Ancillary uses (A1)
- The dominance of roads which currently exist in this area will be reduced and greater priority given to pedestrians to improve links between the promenade and the rest of the masterplan area

Artists sketch - Potential redevelopment of Seaburn shelter, Seaburn promenade



## Cut Throat Dene

- Cut Throat Dene runs along the majority of the southern section of the masterplan area, and generally follows the route of the burn which runs through the area
- The role of this area is to preserve and enhance the natural assets which are located in this part of the area - including a Site of Nature Conservation Interest (SNCI) and protected open space and woodland – but also to accommodate the constraints of the identified flood zone which is located in this part of the area
- In accordance with SSFRA (2010) development in any built form will be resisted and will only be permitted in exceptional circumstances
- This area will instead be redeveloped through the upgrading of the public realm into a high quality area of soft landscaping and wild planting to support the natural and ecological strengths of this part of the site

## Existing businesses

- The existing business character area covers all the established businesses along the seafront which will be retained as part of the masterplan. These include the Marriot Hotel, the businesses located along Queens Parade in the southern section of the masterplan site, Morrison's supermarket and petrol filling station
- The role of this area is to preserve and enhance the range of existing businesses and services currently on offer along the seafront, and to ensure the longevity of these businesses are supported as part of the masterplan

- The masterplan does not anticipate any major redevelopment of any of the sites within this character area, with improvements more likely to occur through Individual improvements to properties, through private investment from the owner or other mechanisms such as Business Improvement Grants. The council will explore funding opportunities to offer Business Improvement Grants where ever possible
- The dominance of roads which currently exist in this area will be reduced, and greater priority given to pedestrians to improve links with the promenade
- The public realm in the area will consist primarily of formal, high quality, hard landscaping
- In addition to the above, whilst it is acknowledged that certain uses such as takeaways are associated with seafront locations, in the interests of residential amenity and to ensure a sustainable mix of services and facilities, the council will seek to ensure applications for new uses are considered on their merits against the objectives of the masterplan

Artists sketch - Potential improvements to Morrison's foodstore



## 9.2 Land use and flexible space

The Seaburn masterplan will accommodate a mixed use development capable of delivering a high quality leisure and entertainment destination, a new residential community and a host of facilities and uses capable of integrating existing residents from the surrounding area. The masterplan should not only be able to attract a large number of visitors and tourists to the seafront, but also be able to cater for the existing local community by providing amenities which are currently not available in the local area. Only when this balance is achieved can a truly successful and commercially sustainable development be realised.

### Leisure and entertainment uses

These uses will be primarily focused along Whitburn Road and largely be located within the 'leisure and entertainment character area'. Such uses may also be appropriate in the 'existing businesses' character area where current business premises have become vacant and an alternate use is being sought.

Leisure and entertainment use classes considered appropriate for the masterplan area include:

- A1 Shops (Ancillary)
- A3 Restaurants and Bars
- A4 Drinking Establishments
- C1 Hotels
- D1 Non-residential Institutions
- D2 Assembly and Leisure

Whilst the above use classes have been identified as appropriate for the Seaburn masterplan area, the site does sit outside the city centre and the boundary of Sea Road – the area's local centre. As a consequence, any proposals for such commercial uses on the site (including leisure and entertainment) have to demonstrate the following:

- How the use is appropriate for and complements its seafront location
- How the use is complementary to surrounding communities
- How the use does not jeopardise local services and the retail provision of Sea Road
- How the use is accessible to all

### Residential uses

These uses will be primarily focused towards the west of the area, adjacent to the proposed linear park, and will largely be located within the 'residential park' character area. Such uses may also be appropriate in the 'entertainment and leisure core' and 'existing businesses' character areas, especially on the upper floors of buildings which may not lend themselves to commercial uses. However, any residential uses located outside the 'residential park' character area will need to demonstrate that they are an essential ancillary component of a wider mixed use development, that proposals do not conflict with the principles of either the 'entertainment and leisure core' and 'existing businesses' character areas and that the amenity of residential properties can be protected.

The residential use classes considered most appropriate for the masterplan area, subject to supporting relevant greenspace policy requirements include:

- C1 Hotels
- C3 Residential Dwelling Houses

In line with the aspirations of the masterplan and to ensure the highest possible design qualities are to be delivered, all residential uses will need to accord to both the Building for Life Criteria and policy included within the Sunderland Residential Design Guide SPD. Any proposed extra care proposals must also accord with the principles set out in the council's Accommodation with Support Design Guide. In addition any proposals for residential uses on the site have to demonstrate the following:

- Does the accommodation mix reflect the needs and aspirations of the local community?
- Does the tenure mix reflect the needs of the local community?

### Indicative commercial frontage



### Other uses

In order to deliver a scheme which is truly sustainable and which is to realise its full potential, there are a number of uses which are not categorised above which may be appropriate on the site.

However, where such uses are proposed, proposals should be accompanied by a robust justification for that use and how it accords with the principles of the masterplan and design code. Any uses which are deemed to be in conflict with the masterplan and design code, and which are likely to have a detrimental impact on the area and its surrounding will be resisted.

### Flexible space

To provide a vibrant entertainment core and a sustainable development capable of meeting the ever changing needs of residents and market conditions, creating a scheme which is flexible and able to adapt over-time is crucial. This is particularly relevant but not exclusive to the entertainment and leisure core where buildings are likely to be occupied by a number of varying uses and tenants over the course of their lifetime. As a consequence, designing flexibility into development proposals should be a component part of the design rationale for any scheme.

To minimise the work required to change the use of buildings, flexibility can be achieved at the outset of a proposal by incorporating a number of key design features.

In the leisure and entertainment core, these include:

- Increased ground floor heights - a minimum floor to ceiling height of 2.8m will be required
- The inclusion of 'flexible frontages' to ensure shop fronts can be removed or changed without detriment to the upper floors of the buildings
- Flexible and open plan design to ensure internal walls can be built/ removed to allow ground floors to be subdivided and/or amalgamated depending on an occupiers needs
- Ensuring the design of floor joists and load bearing structures allows for future conversions
- Configuring internal circulation to allow potential future access to the upper floors independently of ground floor retail entrances

Similar principles will apply in the 'existing businesses' character area in the event of building plots being made available for redevelopment.

In the residential park area, these include:

- Ensuring there is suitable height within roof structures to enable future extension/conversion into the roof space
- To include suitable spacing standards down to side of detached and semi-detached dwellings to allow for side extensions, a minimum distance of 5-6m will be required
- To include suitable provision for back gardens for all houses to allow for rear extensions, a minimum garden depth of 10m will be required

### Indicative residential frontage



# Land use

- Site boundary
- Leisure led mixed use
- Residential
- Existing businesses
- Car parking
- Formal soft landscaping
- Wild soft landscaping



### 9.3 Block principles

The Seaburn Masterplan is based upon a perimeter block urban structure. Perimeter blocks are an efficient and logical built form which help create a clear distinction between public fronts and private backs. Public and private space is clearly defined, natural surveillance over the public realm is encouraged, and route legibility is easy to interpret.

However, it is recognised that it will not always be appropriate or possible to implement perimeter blocks across the entire area, and as such, other block types may be considered acceptable. As a consequence, to help determine which block type is appropriate for any given part of the site, the following key block principles will need to be addressed:

- The need to accommodate all the spatial needs of the dwelling within the block and/or building line, including private amenity space, private car parking, and refuse storage
- The need to balance land efficiency between the levels of provision and qualities of public open space with those of private space
- The need to balance the interests of providing safe and secure public space benefitting from natural surveillance and supervision whilst respecting residential rights to privacy and amenity

Once it has been determined which block type best accommodates the above principles for the given part of the site, a number of key design criteria then need to be 'designed into' the blocks to ensure they meet the high design aspirations and objectives of the masterplan. Whilst the ways in which these criteria may be demonstrated will vary according to the use and scale of any given block, all the following criteria must be addressed as part of any proposed scheme.

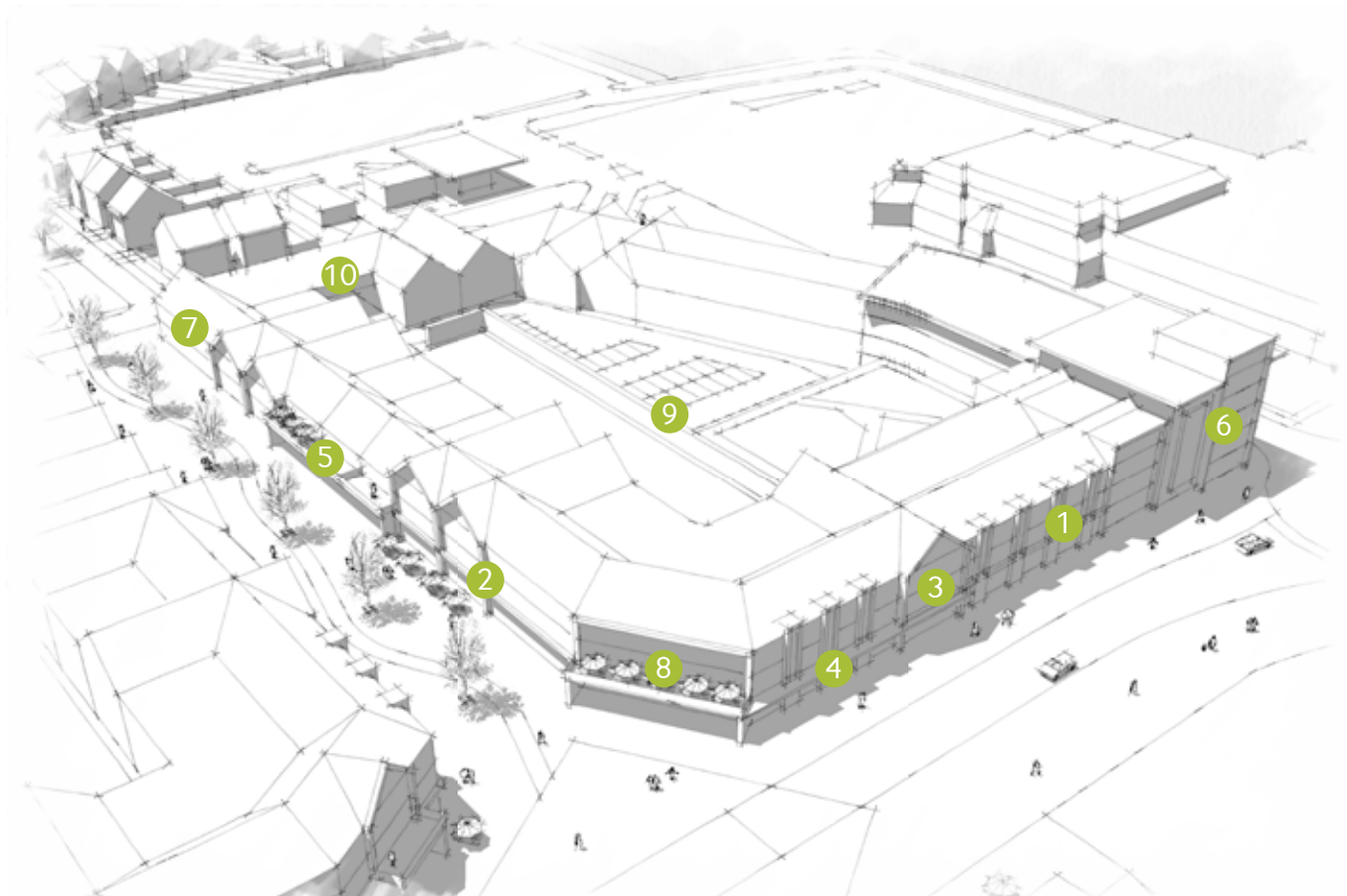
### Commercial blocks

1. **Continuous street frontage**  
Frontage should provide outlook onto all areas of open public space. Prominent routes will benefit from the higher levels of active frontage, with less activity permitted on less prominent frontages. The majority of elevations fronting onto areas of public realm must be active. Areas of significant blank/inactive frontages will not be permitted.
2. **Continuous building line**  
All new buildings shall conform to and enforce coherent building lines. Small variations such as setbacks and extrusions will be welcomed to create aesthetic interest. However the majority of buildings will need to conform to the same building line. Any proposals which are detrimental to and/or detract from the clarity of a building line will not be permitted.
3. **Architectural variation between building plots**  
Any large/continuous frontage should be suitably broken up so as to better relate to the urban grain of the surrounding area and to reduce dominance of the streetscape. Whilst a consistent approach to quality and design standards will be adopted throughout, variations in the façade treatment and style such as a mix of gable/front elevations will be welcomed. Large/continuous façades which dominate their settings will not be permitted.
4. **Flexible ground floor uses**  
All ground floor uses should be designed to be highly flexible to allow for alterations/conversions to be made with minimal disruption to adjacent properties. All ground floor properties must be designed to meet the specification discussed in section 9.2. Proposals which do not accord with this specification will not be permitted.



5. **External activity to be encouraged**  
To encourage activity into areas of public realm and create a vibrant pedestrian experience, opportunities to encourage external activity at both ground floor and upper floors will be encouraged. Features such as outdoor seating areas, balconies and roof terraces will also be welcomed.
6. **Building height increases to Whitburn Road**  
To relate to the proportions of the public realm along Whitburn Road, and take advantage of prominent views out to sea, building heights and massing should be increased along Whitburn Road in relation to the rest of the building block.
7. **Building height decreases towards Lowry Road**  
To relate to the residential scale of development to the rear (west) of the site, building heights and massing will be lowest along Lowry Road at the point of transition of the leisure/entertainment core to the residential park.
8. **Feature buildings on prominent corners**  
Buildings at prominent corners should be emphasised to improve legibility and to punctuate rooflines. The increase of building massing/height, use of materials, increased levels of glazing/fenestration can suitably achieve this effect. Proposals which are felt not to make the most effective use of their setting will be discouraged.
9. **Central courtyard to accommodate public and private parking, all service areas and amenity space**  
Where perimeter blocks have been used, central courtyards should accommodate all required onsite parking provision, servicing and amenity space. Space within such courtyards can be optimised through the use of elevated garden/amenity space accommodated above under-croft parking. Proposals which include front servicing of properties may have detrimental impacts upon the qualities of the public realm and will not be permitted.
10. **Single entrances to central courtyards**  
Where perimeter blocks have been used, entrances into the central courtyard should be minimised in order to ensure areas of frontage onto the street are maximised.

#### Commercial block principles



## Residential blocks

### 1. Continuous street frontage looking out onto all areas of open public space

The most prominent routes will benefit from the highest levels/proportions of active frontage, with less activity permitted on less prominent frontages. The majority of all elevations fronting onto areas of public realm must be active. Areas of significant blank/inactive frontages – including the gable wall of dwellings – will not be permitted.

### 2. Continuous building lines

All new buildings will conform to and enforce coherent building lines. Small variations such as setbacks and extrusions will be welcomed to help create aesthetic interest within the building line; however,

the majority of buildings will need to conform to the same building line. Any proposals which are detrimental to and/or detract from the clarity of a building line will not be permitted.

### 3. Architectural variation between building plots

Any large or continuous frontage should be suitably broken up so as to better relate to the urban grain of the surrounding area and to reduce the dominance of the streetscape. Whilst a consistent approach to quality and design standards shall be adopted throughout, variations in the façade treatment and style such as a mix of gable and front elevations will be welcomed. Large and continuous façades which dominate their settings will not be permitted.

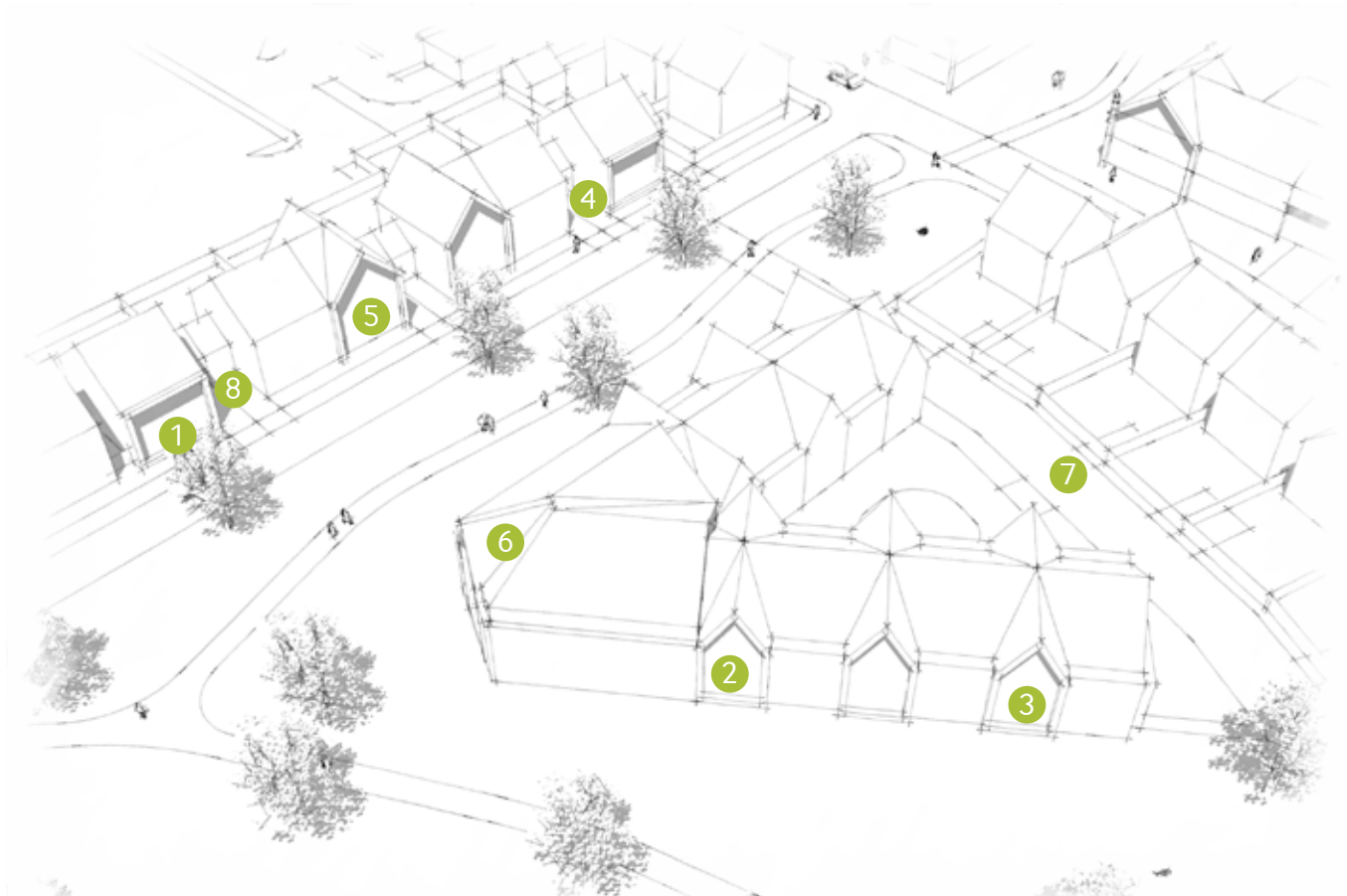
### 4. Flexible building design

All properties should be designed to ensure residents are able to refurbish and extend their dwelling as needed with minimal disruption to adjacent properties. All dwellings therefore need to be designed to meet the specification discussed in section 9.2. Proposals which do not accord with this specification will not be permitted.

### 5. External activity to be encouraged

Encouraging external activity on façades overlooking areas of public realm can create a vibrant pedestrian experience and increase levels of natural surveillance. Therefore, opportunities to encourage external activity on the upper floors of dwellings will be encouraged with features such as balconies and roof terraces being welcomed.

## Residential block principles



**6. Feature buildings on prominent corners.**

Prominent building corners should be emphasised to improve site legibility and to punctuate rooflines. This can be suitably achieved through the increase of building massing and height, use of materials and increased levels of glazing and external fenestration. Schemes which do not make the most effective use of their setting will be discouraged.

**7. Central courtyard to accommodate all private parking, service areas and amenity space.**

Where perimeter blocks have been used, the central courtyards should be used to accommodate all required onsite parking provisions, servicing and amenity space. This is particularly relevant in situations where properties front directly onto primary vehicular routes and areas of public realm where servicing properties from the front may not be possible. In this situation opportunities should be explored to incorporate mews type developments and home zones in order to make central courtyards an attractive and pleasant component of the block design. Proposals which include servicing properties from the front which are likely to have a detrimental impact on the qualities of the public realm and road safety will not be permitted.

**8. Front serviced properties to be designed so as not to detract from the quality of the streetscape.**

Where perimeter blocks are not considered appropriate, and it is possible to service dwellings from residential streets, the design of dwellings should ensure that features such as driveways and garages do not dominate areas of public realm. In these situations, all on plot parking should be accommodated behind the building line, with garages being set back behind the building line by at least 5m. Proposals which include on plot parking to be located in front of the building line will not be permitted.

## 9.4 Building heights and densities

Delivering an appropriate variety of building heights, types and densities can help create a rich urban form which is practical to use and attractive, representing the form of development needed for Seaburn to become a successful seafront destination.

In general, building heights across the area should vary from 2 to 5 storeys, with local variations occurring at key points where the built form and massing need to relate to the surrounding context. These variations can include a reduction in height when new buildings come in close proximity to existing dwellings and businesses, or an increase in height when buildings need to relate to key nodes and gateways. This approach will help secure a legible urban form across the site.

The plan on page 64 gives an indication on how building heights may vary across the masterplan site, and has been developed in accordance with the following principles:

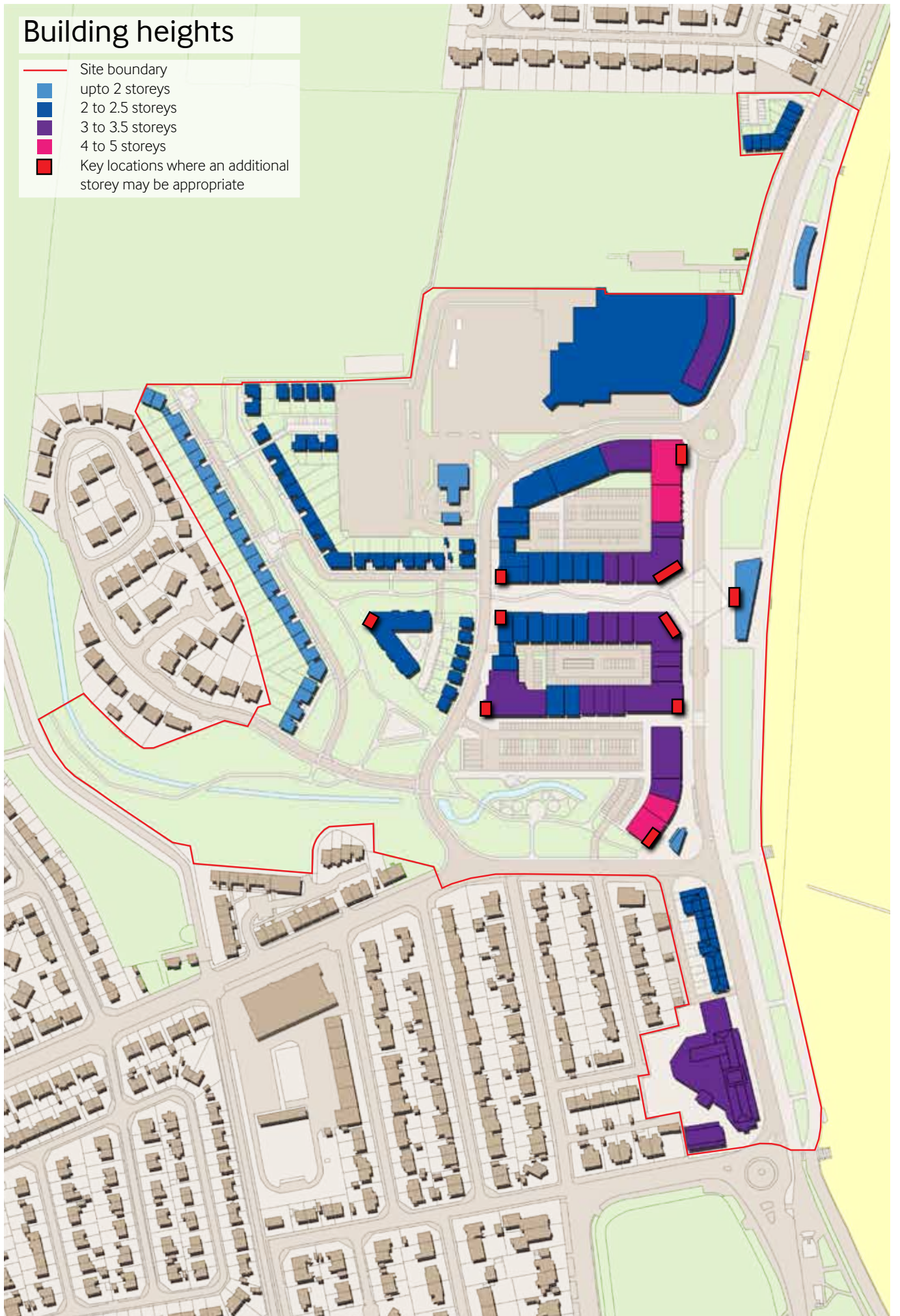
- Average building heights and densities will be highest in the eastern part of the site towards Whitburn Road and the seafront, and be at their lowest towards the western part of the site towards the Seafields estate. Development between Whitburn Road and the Promenade will be limited to 2 storeys in height to protect panoramic views of the coastline
- In general, buildings within the residential park character area will vary in height up to a maximum of 2.5 storeys. This ensures that the scale of buildings corresponds with existing adjacent dwellings in order to protect residential and visual amenity
- In general, buildings within the leisure and entertainment core character area will vary in height between 2.5 and 5 storeys tall. The scale of buildings directly adjacent to the residential park character area will be reduced so as to protect residential and visual amenity
- Building heights of new buildings along the western edge of Whitburn Road will be a minimum of 3 storeys to strongly define both Whitburn Road and the promenade
- An additional storey may be added to these upper limits at key gateways and nodes where it can be demonstrated such treatment will help improve site legibility. Where buildings do exceed these upper limits, additional justifications to warrant their increased prominence will have to be made to demonstrate such buildings are of the highest possible design quality and do not compromise the amenity of surrounding areas
- In general where taller buildings are included, these should be located to respond to topography, to identify key buildings and gateways, and respond to long distance views of the site, especially when viewed at different locations along the seafront
- No building will exceed a height of 4 storeys (12m) in the residential park character area, or 6 storeys (18m) in the leisure and entertainment core character areas. No building heights will be permitted to exceed the maximum build heights stated unless in exceptional circumstances where it can be demonstrated the building is of an exemplar quality and is in the public interests of the masterplan and wider area.
- Any buildings which are of a height which does not accord with the above principles will not be permitted

Artists sketch - Increase in building heights towards sea



# Building heights

- Site boundary
- upto 2 storeys
- 2 to 2.5 storeys
- 3 to 3.5 storeys
- 4 to 5 storeys
- Key locations where an additional storey may be appropriate



## 9.5 Gateways and landmarks

Landmarks and gateways help to provide reference points to emphasise a hierarchy of streets and spaces for all users, and play a fundamental role in contributing to the wider legibility of a development. They are generally designed to the highest qualities, can help add interest and variation to a skyline and are treated to stand out above the general character and qualities of their immediate surroundings. In the case of Seaburn, they also play a key role in providing a distinctive, pleasant and memorable arrival experience to visitors, helping to create a positive first impression to those who have never previously visited Seaburn.

Five primary gateways have been identified as part of the Seaburn Masterplan and Design Code:

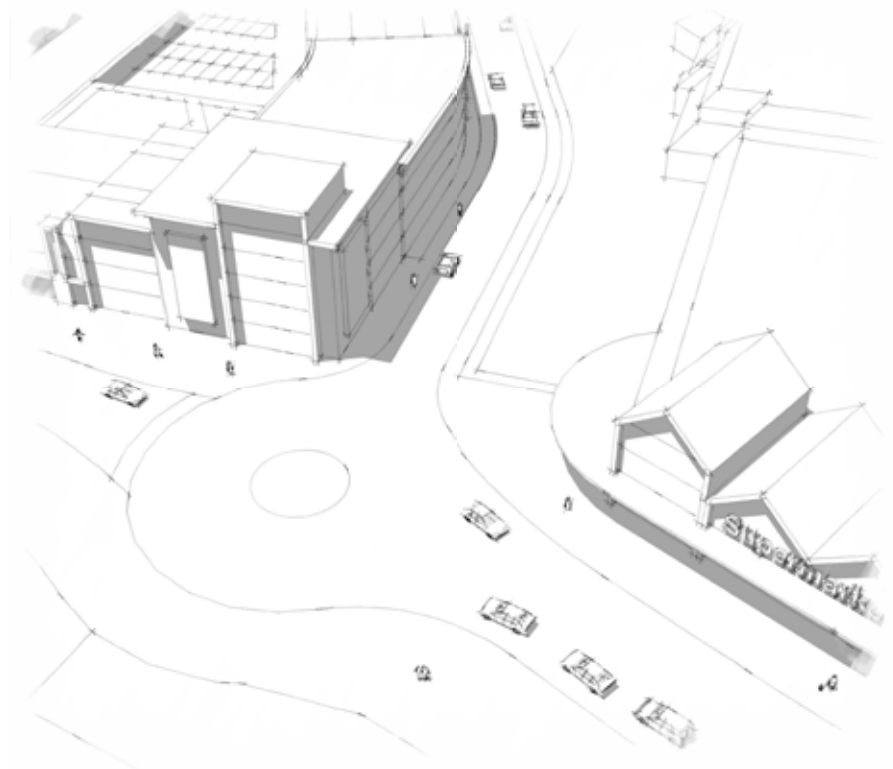
1. Northern Gateway
2. Central Gateway
3. Southern Gateway
4. Dykelands Road Gateway
5. Seaburn Terrace Gateway

Each gateway has different roles to play within the masterplan according to their location, and who is most likely to use them; the following codes have been developed to identify how their roles may be achieved.

### Northern gateway

- The northern gateway represents the primary gateway into the site for those entering from the north on Whitburn Road. The primary role of this gateway is therefore to provide the best possible arrival experience and first impression to visitors through the use of high quality contemporary architecture and materials.
- The gateway is bounded on one side by an existing supermarket. Other uses thought to be appropriate are leisure and entertainment uses at ground floor level with possible residential uses on upper floors to increase the scale and massing of buildings at this gateway. With regard to the importance of the frontage along Whitburn Road, all ground floor uses must positively relate to the public realm.
- Due to the prominence of the gateway when viewed from the north, it may be appropriate to increase the scale of development on the southern side of the gateway up to 6 storeys tall (18m maximum height). The scale of development to the north of the gateway (currently a supermarket) should be increased in the future to approximately 3-4 storeys to help create an attractive and smooth transition to the tallest part of the gateway.
- Buildings at this gateway will be architecturally distinct, contemporary in form and language and have a clear tripartite division (top, middle and bottom). Building corners should be emphasised with the use of glazing and features such as balconies to make best use of views.

Artists sketch - Northern gateway



# Landmarks and gateways

- Site boundary
- Focus/key buildings
- Prominent building frontage
- Identified gateways
- Identified nodes
- Identified key views

1. Northern Gateway
2. Central Gateway
3. Southern Gateway
4. Dykelands Road Gateway
5. Seaburn Terrace Gateway



- Landscaping at this gateway will be of the highest quality and mark the start of the primary pedestrian route running along Whitburn Road servicing the east of the masterplan area whilst providing access to the promenade. The dominance of Whitburn Road is also to be reduced through the use of alternative surface materials to help reduce the impact of this route as a barrier to pedestrian movement to and from the promenade.
- To realise the true potential of the northern gateway, a review of the orientation of the supermarket to the north will be needed in order to provide an active frontage on to Whitburn Road and to reinforce the urban structure of the streetscape in terms of scale and appearance.

### Central gateway

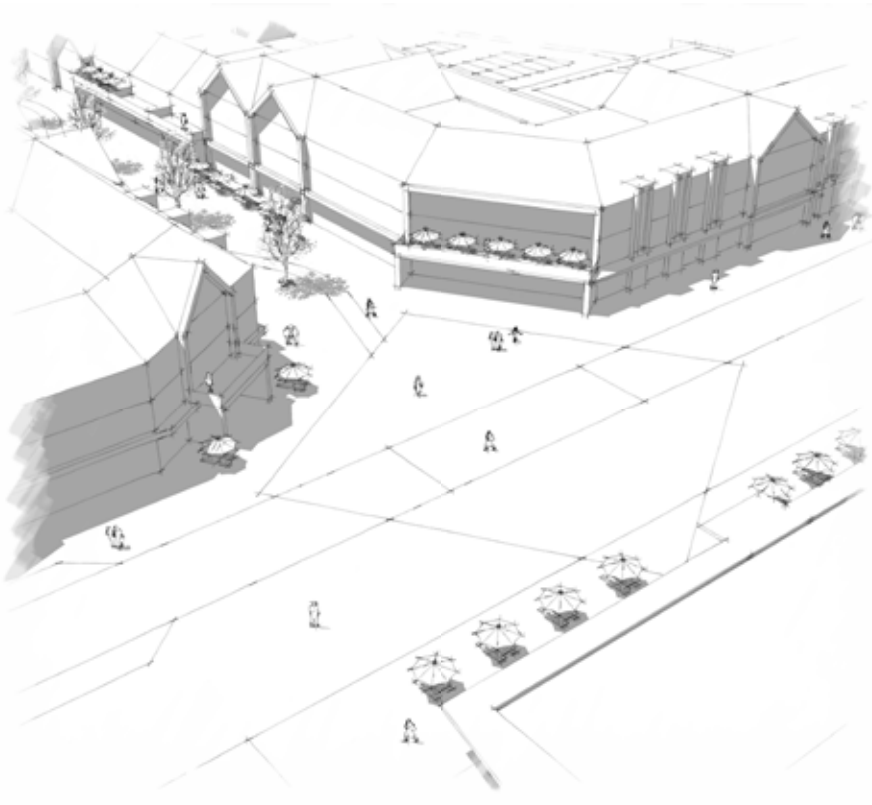
- The central gateway is designed to act as the primary focus of the masterplan area. The gateway not only marks the midpoint of the new leisure and entertainment frontage running along Whitburn Road, but also acts as a key formal gateway into the site, identifying the primary east/west axis running through the site linking the masterplan area with the beach. The plaza spanning Whitburn Road located at this gateway will therefore act as the primary pedestrian entrance into the site and serve as a space to be used as an events space and meeting place.
- The role of this gateway makes it the best location for the area's primary leisure and entertainment uses. Uses will spill out of buildings helping to

activate the main plaza, and activity in the area should be constant from first thing in the morning until later in the evening. This gateway is therefore a prime location for large scale restaurants and eateries as well as leisure uses such as galleries.

- Buildings of a symmetrical scale and massing either side of the plaza (west of Whitburn Road) will reinforce the formal character of this gateway. Generally building heights will consist of 3.5 storeys along this primary frontage, but it may be appropriate to increase the scale of development either side of the gateway up to 4.5 storeys tall (14m maximum height) to help aid presence and legibility.
- Buildings at this gateway will be architecturally distinct and contemporary in form and language. Building façades should front directly onto the gateway to help animate the plaza. Building fenestration should consist of large areas of glazing and include features such as balconies and terraces to make the most of the sea views.

- The landscaped formal plaza at the centre of this gateway will form the heart of this space, with formal landscaping reinforcing it as a node. The use of materials will be used to create a clear and safe crossing point over Whitburn Road and attract movement both into the area down a tree lined pedestrian boulevard, as well as along the seafront.
- To anchor this gateway at the centre of the Seaburn masterplan area, it will be framed to the east by the newly redeveloped Seaburn Shelter. This will be the only new development permitted on land between Whitburn Road and the Promenade, and whilst not tall, will form a central landmark and gateway building onto the beach,

Artists sketch - Central gateway





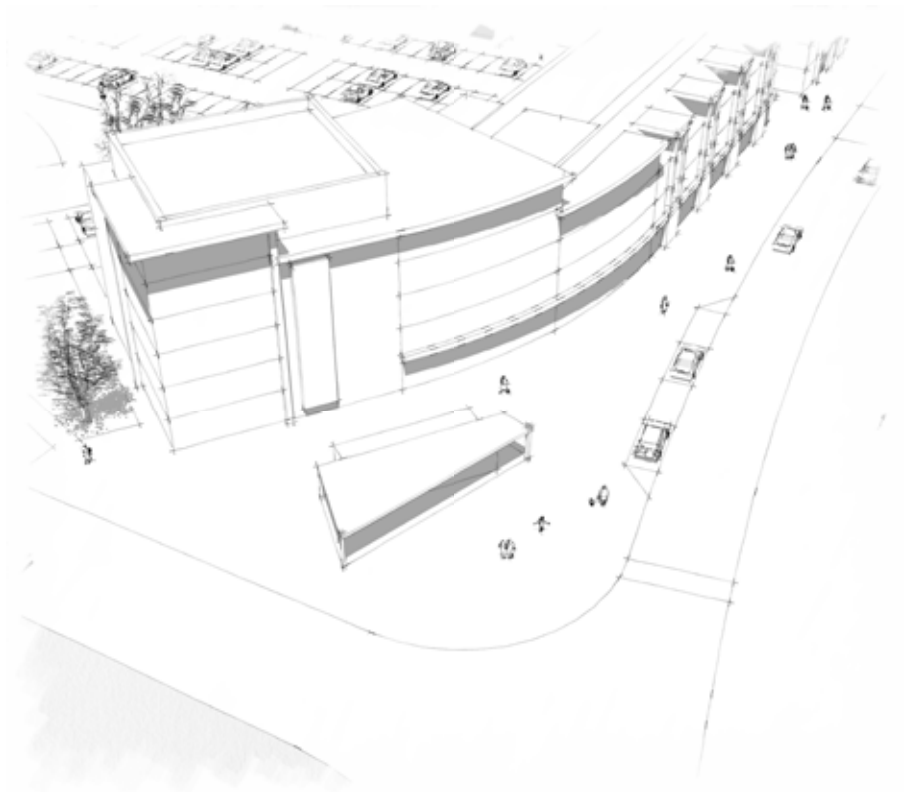
and into the area. An ideal location for a leisure use, this allows the opportunity to activate the central gateway on all sides, animating the space as the centre of a wider scheme.

### Southern gateway

- The southern gateway represents the primary gateway into the newly developed part of the site for those entering from the south along Whitburn Road. The primary role of this gateway is therefore to provide the best arrival experience possible to those visiting the area for the first time, through the use of high quality contemporary architecture and materials
- The gateway's location as the closest development site to the city centre, and to the existing and established businesses along the promenade, make it an ideal location for a facility which serves both the existing seafront as well as the rest of the masterplan area. Uses such as a hotel or leisure attraction would therefore work well in this location – uses which would be able to accommodate an increase in scale and massing to emphasise the gateway, but which also provides the active ground floor uses which are vital along this frontage.

- The southern gateway is also the most prominent, representing the termination to two key views into and across the area, firstly when viewed north along the seafront, and secondly the established long distance views towards the seafront when approaching from Dykelands Road. The northern corner of the gateway therefore may be appropriate for accommodating a taller building of up to 6 storeys (18m maximum height)
- Buildings at this gateway will be architecturally distinct, contemporary in form and language and have a clear tripartite division (top, middle and bottom). Building corners should be emphasised with the use of glazing and features such as balconies to make best use of the views from the building
- Landscaping at this gateway will be of the highest quality and will mark the start of the primary pedestrian route running along Whitburn Road servicing the front of the masterplan area, providing access to the promenade. The dominance of Whitburn Road is also to be reduced through the use of alternative surface materials to help reduce the impact of this route as a barrier to pedestrian movement to and from the promenade
- Further opportunities to activate the gateway and give the space its own identity may be possible due to the amount of public realm available. This could be achieved through the placing of a small scale feature building in the middle of the public realm for uses such as leisure and/or tourist information

Artists sketch - Southern gateway



### Dykelands Road gateway

- The Dykelands Road gateway represents the only access point into the area from the west. Designating this area as a gateway serves to acknowledge the junction between Dykelands Road and Lowry Road as a popular point of entry for local residents visiting the seafront
- As a consequence of this gateway being located adjacent to Cut Throat Dene, it would be inappropriate for this gateway to be defined through a built form, and instead will be identified through the use of planting and public realm
- Structured planting, formal areas of public realm and paving, and public art will all be appropriate in this location, helping to reinforce the character of this part of the area as high quality public realm and amenity space.
- The use of varying surface materials to help identify this point as a gateway for motorists travelling down Dykelands Road will also be appropriate

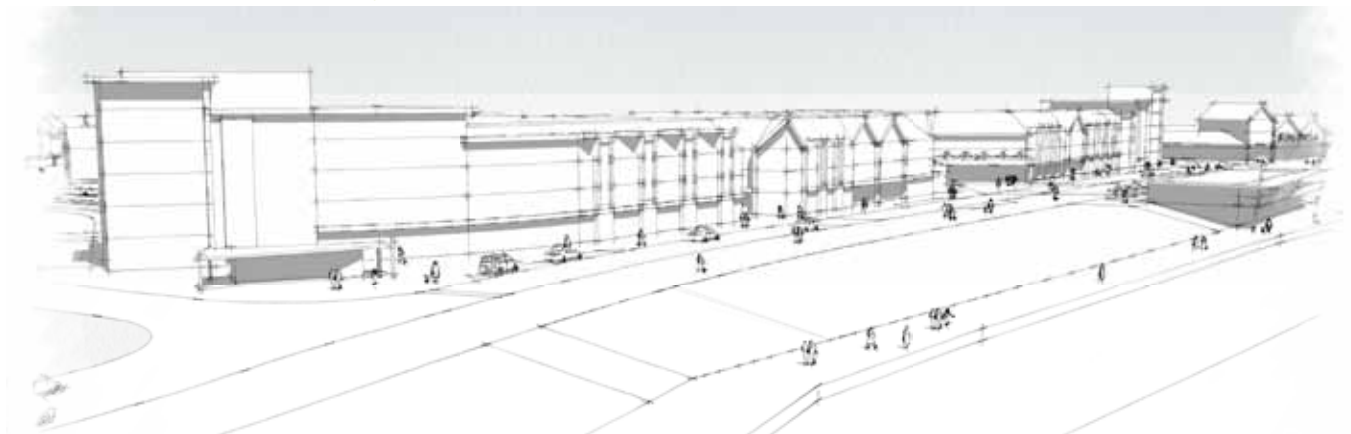
### Seaburn Terrace gateway

- The Seaburn Terrace gateway represents the first gateway into the site for those entering the site from the south and the city centre. Whilst a prominent gateway, it is already constrained by the existing Marriot Hotel and as such is unlikely to undergo any significant changes with regard to built form in the foreseeable future. Despite this, the gateway does identify a key junction along Whitburn Road marking the start of the masterplan area
- The lack of any available development sites adjacent to the gateway results in the need to identify the gateway in other ways than the built form, including the upgrading of the public realm and landscaping
- Structured planting, formal areas of public realm and paving, and pieces of public art will all be appropriate in this location, helping to reinforce its character as high quality public realm and amenity space

### Nodes

- Nodes have been identified as important crossing points or junctions throughout the area which, whilst not of a scale or prominence similar to that of gateways, still require acknowledgement through the urban fabric and demarcation as important spaces to help improve the legibility of the wider area
- Nodes are to be celebrated to a lesser extent than gateways to ensure a coherent hierarchy of streets and spaces is evident and not confusing to the user. Celebration of such nodes will therefore be focused through variations in the style of public realm, surface materials, street furniture and planting instead of being identified through the surrounding built form

Artists sketch - Whitburn Road and Seaburn promenade



## 9.6 Building types and frontages

Having defined how building blocks will be structured and identified the role gateways will play at different locations around the area, it is important to ensure that the streets and routes across the area also benefit from the same level of quality control standards and codes. Routes have to be attractive, feel safe and encourage movement if other key components such as gateways and spaces are to be integrated into a successful and coherent development. A key to ensuring this is through the design and appearance of the buildings and frontages that bound them.

How streets are animated and defined will inevitably depend heavily on the uses that bound them. A commercial street with commercial frontages will have a totally separate character and will be used in a different manner to similar streets in residential areas with residential frontages. As a consequence, to ensure streets, routes and space are defined and enclosed by appropriate frontages, the codes controlling the frontages have been separated according to the uses proposed – commercial and leisure uses; and residential uses.

### Commercial and leisure frontages

1. A range of unit sizes need to be provided along each frontage to encourage a variety of uses and to ensure bias is not given to any particular use along any frontage.
2. Building lines should be largely continuous with breaks in the building line only being permitted to provide service access into the middle of the building block. However, such instances should be kept to a minimum, and placed in an appropriate location so as not to detract from the quality and strength of the building line.
3. A majority of all ground floor frontages bounding the public realm must be active, with activity being provided through the following building features:
  - Primary and secondary pedestrian entrances which provide a clear physical link between the external public realm and interior of a property
  - Primary commercial windows which provide a clear visual link between the external public realm and interior of a property.

Indicative commercial frontage



Ground floor frontages which bound areas of public realm which are not predominantly active will not be permitted. Building features which are NOT considered appropriate for providing activity along a building frontage include:

- ❑ Emergency exits which do not provide a clear physical or visual link between the external public realm and interior of a property
  - ❑ Secondary commercial windows which do not provide a clear visual link between the external public realm and interior of a property
  - ❑ Fake or blocked commercial windows which are used for internal display purposes only and do not provide a clear link between the external public realm and interior of a property
  - ❑ Non-transparent frontages
4. Frontages above ground floor level which front onto areas of public realm should be transparent to encourage natural surveillance of the public realm. Features which promote external activity and natural surveillance above ground floor levels such as roof terraces and balconies will be encouraged.

5. Large areas of building frontage which front onto areas of public realm that are not suitably active/translucent will not be permitted.
6. Dynamic building frontages should be included to articulate building façades through use of building heights, architectural detail, punctuated rooflines, material changes and use of colour.
7. Building frontages should be successfully designed into corner buildings, with gable elevations being activated and treated in the same way as all other commercial and leisure frontages. Corner units should make the most efficient use of their dual aspect.
8. Building frontages should be designed to activate areas of public realm through both daylight and evening hours, and as a consequence should incorporate appropriate provision for external lighting; both in the form of wall mounted lighting to illuminate areas of public realm, but also architectural and/or feature lighting which can draw attention to key buildings and design features.

9. Commercial signage should be designed to form a component part of the overall design of building frontage to improve the legibility of the street and to reduce clutter within the façade.

Further details and clarification with regard to the design of shopfronts will be included within the council's forthcoming Shopfront Design Guide Supplementary Planning Document.

Indicative commercial frontage



### Residential frontages

1. A range of dwelling sizes needs to be provided along each frontage to encourage community diversification.
2. Building lines should be largely continuous with breaks in the building line only being permitted to provide service access into the middle of the building block. However, such instances should be kept to a minimum, and placed in an appropriate location so as not to detract from the quality and strength of the building line.

3. The majority of all ground floor frontages bounding the public realm must be active, with activity being provided through the following building features:

- Primary frontages as defined within the councils Residential Design Guide SPD including uses such as dining rooms, living rooms and bedrooms which provide a clear visual link between the external public realm and interior of a property

Ground floor frontages which bound areas of public realm which are not predominantly active will not be permitted. Building features which are NOT considered appropriate for providing activity along a building frontage include:

- Secondary windows and frontages as defined within the council's Residential Design Guide SPD including uses such as hallways, stairwells and toilets/bathrooms which do not provide a clear visual link between the external areas (of public realm) and interior of a property
- Non-transparent frontages

Indicative residential frontage



4. Frontages above ground floor level which front onto areas of public realm should be largely transparent to encourage natural surveillance across the public realm. Features which promote external activity and natural surveillance above ground floor levels such as roof terraces, balconies and Juliette balconies will be encouraged.
5. Large areas of building frontage which front onto areas of public realm that are not suitably active/transparent will not be permitted.
6. Dynamic building frontages should be included to articulate building façades through use of building heights, architectural detail, punctuated rooflines, material changes and use of colour.

7. Building frontages should be successfully designed into corner buildings, with all gables which abut or front onto streets being active with windows at all levels.

For further details and clarification with regard to the design of residential frontages, applicants should refer to the council's adopted Residential Design Guide SPD and CABE's Building for Life Guidance. Both of these documents will be used to help evaluate the quality of the residential elements of development proposals and should be read in conjunction with the above.

Indicative residential frontage



## 9.7 Street types

Whilst the quality of the built form is of major importance when assessing the success of a scheme, of equal importance is the layout, hierarchy and quality of the streets and routes running through the site. Buildings and structures across a site can help assist site legibility, but without an easy to interpret hierarchy of streets, built and designed to meet the needs of its users, the legibility of the built form can soon become confused.

Streets and roads should efficiently move users into, around and through a site without cost to the scheme's quality, function and appearance. Roads can no longer inhibit pedestrian movement, should adequately accommodate the needs of but not be biased towards vehicular traffic, and should positively contribute to the qualities of the public realm across a development. Therefore the primary objective behind setting design codes for streets is to provide a high quality and legible hierarchy of streets across the site which positively contribute to the wider design objectives of the masterplan.

To rationalise this approach, the following street hierarchy has been identified as part of the masterplan:

- Primary coast road
- Secondary street
- Residential street
- Shared street
- Multi-user boulevard

The following street dimensions have been produced using guidance contained within Manual for Streets (Department for Transport). Such dimensions should be adhered to as a matter of priority, although localised departures from these dimensions will be permitted in the interests of catering for suitable refuse, servicing and turning space provision.

Any proposals which demonstrate a significant departure from the dimensions shown will be resisted.

Proposed development along Whitburn Road



# Street hierarchy

- Site boundary
- Primary coast road
- Secondary road
- Residential street
- - - Shared street
- Multi user boulevard
- - -> Vehical entrance point
- - - Other multi user or pedestrain routes





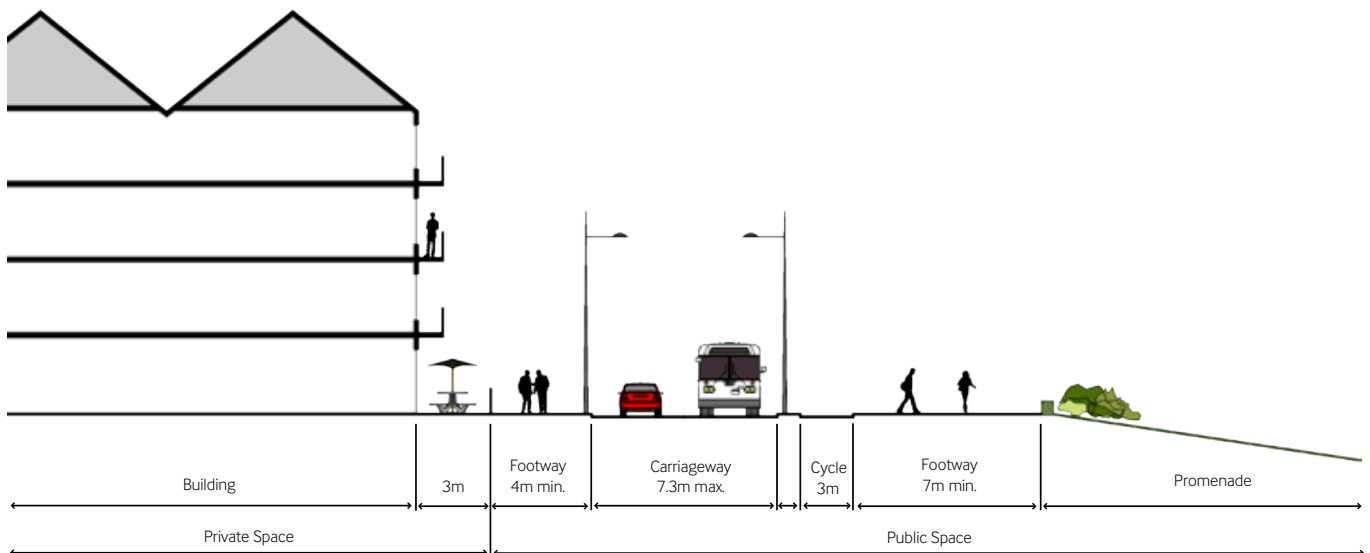
**Primary coast road (Whitburn Road)**

The coast road – as its name suggests – will continue to run along the eastern edge of the area parallel to the promenade, and will continue to fulfil its role as the primary coastal link connecting Sunderland with Whitburn and South Shields to the north. The alignment of this route will not vary significantly from its current position, but changes in the road design will be undertaken to address issues which currently exist with regard to its dominance and the detrimental impact on pedestrian movement in the area.

The key design considerations included within this route are as follows:

- The coast road will act as the primary frontage of the masterplan onto the seafront, promenade and beach, and as a consequence will host a range of uses and will need to accommodate some of the highest levels of pedestrian flows
- Defining the edge between the built form of the leisure and entertainment core, and the open character of the promenade and beach, the road will have to be highly permeable to be able to accommodate the high pedestrian flows between the two areas
- The vehicular carriageway will retain the ability to accommodate two lanes of traffic capable for adoption as a bus route, but will be reduced from its current width to lessen its dominance through the removal of on street parallel parking. The width of the vehicular carriageway will therefore be restricted to a maximum width of 7.3m
- Pedestrian footway provision will be maximised along this route to counteract the dominance of the road, but also to accommodate the flow of pedestrians crossing the road and moving along the beach. The width of the pedestrian footway either side of the road is likely to vary along the length of the road, but a minimum provision of 4m should be accommodated along the western edge of the road, with an increase to 7m along the eastern edge of the road to better accommodate the needs of beach users
- A segregated 2m wide (minimum) cycle lane set back from the road by approximately 1m should also be included along the eastern edge of the street to upgrade Route 1 of the National Cycle Network and the Bede’s Way Cycle Route both of which currently run along this route
- Alterations to the existing cycle provision along Whitburn Road will be required and consequently the need to install a new Toucan crossing may need to be considered.

Indicative primary coast road cross-section



- The provision of public realm and footway provision either side of the street will be increased at pedestrian junctions to accommodate nodal point and gateway spaces and the increased pedestrian movement associated with these areas
- Due to the setting and location of this route running adjacent to the beach, buildings will only run along the western edge of the route. Building heights will vary between 3 and 6 storeys to better relate to the scale of the street, but also to offer some form of enclosure
- To accommodate outdoor/ external activity associated with the leisure and entertainment uses contained within the buildings, a minimum 3m strip of defensible space will be accommodated along the western edge of the street between the pedestrian footway and the building line to allow for outdoor activity
- Street furniture will be restricted to the eastern edge of the street within the wider pedestrian footway. This should better serve people wishing to sit and enjoy views out to sea, whilst not compromising the free flow of pedestrians along the western edge of the street
- Due to its setting directly adjacent to the beach, the ability to incorporate soft landscaping along the street is significantly compromised by the relatively harsh coastal climatic conditions. Areas of planting will therefore be limited to low level planting in the existing green bank separating the coast road with the promenade
- A plaza will span Whitburn Road linking the proposed pedestrian boulevard with the promenade and serving as an events and meeting space

### Secondary streets

The secondary roads within the area should be suitable to accommodate traffic through and across the area whilst enabling access to the residential streets to the rear (west) of the area. With the width of the coast road (Whitburn Road) being reduced, the secondary roads will be capable of providing a suitable alternative to traffic passing through the area, and it is anticipated this will relieve traffic flows along the coast road.

The two secondary roads running through the area are Dykelands Road which runs along the southern section of the masterplan area, and a new road constructed through the middle of the redevelopment site. This new road will follow the general alignment of the existing Lowry Road, but will be rationalised and widened to provide extra vehicle capacity whilst allowing for greater flexibility on the adjacent building plots. This road would divide the leisure and entertainment core in the east from the residential park area in the west. Specific attention therefore needs to be paid to the design of the street to ensure it provides a suitable statement, which distinguishes one character area from another, but does not act as a barrier inhibiting movement between them.

The key design considerations included within this route are as follows:

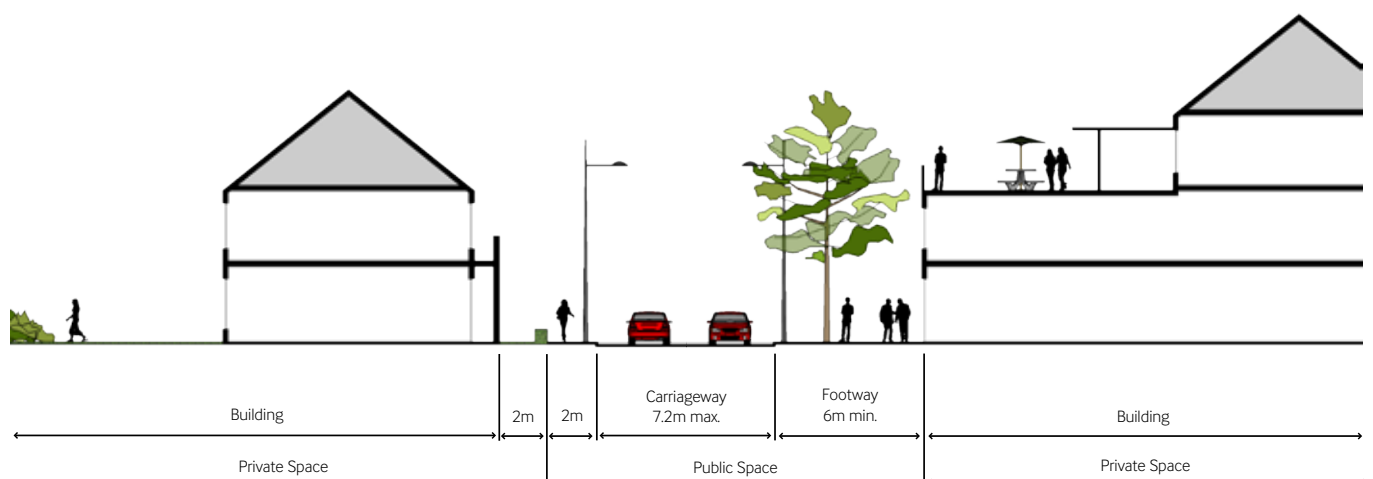
#### Proposed development along Lowry Road



- In defining the boundary between different character areas and their land uses, the secondary roads will need to be able to suitably address both uses in a way which does not compromise the quality, enjoyment and function of either
- The vehicular carriageway will have the ability to accommodate two lanes of traffic capable for adoption as a bus route. This is to enable the secondary routes to manage increased traffic volumes to offer a suitable alternative to Whitburn Road from both private vehicle and buses. The width of the vehicular carriageway will therefore be increased from its current size but will be restricted to a maximum width of 7.3m
- Pedestrian footway provision will be significantly increased along the secondary roads, especially when the street is bounded on both sides by buildings. To encourage pedestrians to use the eastern side of the street where the leisure and entertainment uses are likely to be focused, a minimum footway width of 6m will be provided. Along the western edge of the street where residential uses are likely to be focused, footway widths will be reduced to approximately 2m to protect the residential amenity of those living along a secondary road.

- The public realm and footway provision either side of the street will be increased at pedestrian junctions to accommodate nodal point and gateway spaces and the increased pedestrian movements associated with these areas
- Depending on the location along the road, the secondary roads will be bound by buildings on one or both sides. Buildings heights are likely to vary, but will not exceed 2.5 storeys for residential uses or 3 storeys for leisure and entertainment uses
- Spacing distances between buildings will also vary within these roads, however a distance of 18 metres between frontages of residential and leisure uses should be applied as a minimum; to protect residential amenity yet provide a sufficient level of enclosure to streets
- Where residential uses are likely to the western edge of the reconfigured road and to enhance residential amenity, a minimum 2m strip of defensible space will line the footway, likely to be incorporated into small front gardens. This will ensure the public are not able to gain free access to the front of the house, but does not compromise the ability of the dwelling to provide natural surveillance over the public realm
- Opportunities for outdoor/external activity associated with leisure and entertainment uses will not be permitted at ground floor level where buildings sit opposite residential properties; to reduce the impact on residential amenity. Any external activity will be limited to the rear of the property or suitably designed roof-top terraces which do not compromise the privacy and amenity of residents
- The inclusion of street furniture will also be restricted where leisure and entertainment uses front onto residential properties, in order to protect the residential amenity of residences and to discourage outdoor activity, especially in evening and night time hours
- Street planting will be incorporated along secondary routes, particularly beside wider footways bounding leisure and entertainment uses. These features will not only help improve the aesthetic appearance, but also act as a useful mechanism in improving the legibility of the streets and footways. Furthermore these features will help mitigate and reduce noise levels emitted from leisure and entertainment uses

Indicative secondary road cross-section



**Residential streets and shared streets**

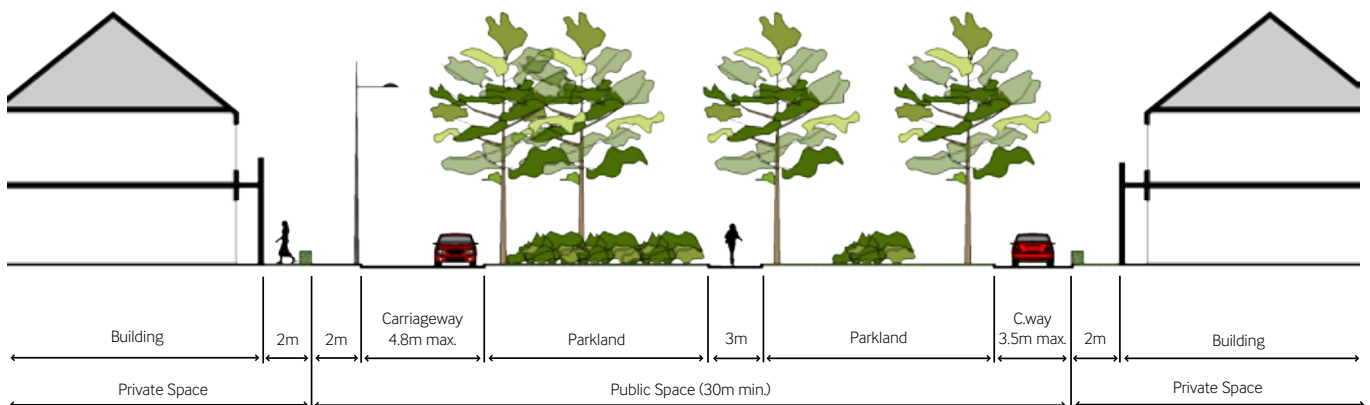
The role of the residential street is to deliver vehicular traffic from secondary streets to residential properties whilst having the lowest possible impact on the quality of the surrounding public realm. All residential streets within the masterplan area are located within the residential park character area, and their design is aimed at ensuring the green and open character of these areas is not compromised.

As a consequence, the layout of the masterplan has been designed to ensure such street types are kept to a minimum to ensure as little parkland as possible is consumed by streets. Where ever possible, properties are to be serviced by shared streets/driveways, and the widths of roads have been kept to minimum dimensions.

The key design considerations included within residential streets are as follows:

- Located within the residential park character area, residential streets need to be designed as a component part of the wider park design to ensure such streets positively relate to the character of the area. As such, they will be located to the edge of the linear park to act as a defining feature to help delineate areas of open public and private space, and to ensure the green character of the park integrates well with the more formal character of the surrounding dwellings.
- Vehicular carriageways will have the ability to accommodate two lanes of passing traffic, although widths will be kept to a minimum wherever possible. This will act as an informal traffic calming feature to ensure speeds are kept to a minimum and to reinforce the masterplan’s street hierarchy. The width of the vehicular carriageway will therefore be restricted to a maximum width of 4.8m.
- To encourage pedestrian flows towards use of the linear park, the provision of pedestrian footways immediately adjacent to the vehicular carriageway will be kept to a minimum, with footways only being located on the side of the street which bounds residential properties. Footway widths in these locations will be limited to approximately 2m.
- Routes running through the park will be of a minimum width of 3m and will be built to accommodate a multi-user route. This will not only encourage pedestrian movement through the park by establishing a clear hierarchy of routes, but will also suitably address the needs of cyclists using the area. The design of the cycleway through the park should be clearly designed to encourage cyclists to stay on the multi user path to allow pedestrians to use other paths without disruption

Indicative cross-section of linear park, residential and shared streets



- The provision of public realm in the area will be largely in the form of parkland, and will be located either side of the multi-user route to give a clear definition between vehicular carriageways and the pedestrian routes. This is to ensure the linear park character of the area is retained where ever possible, and as a consequence, a minimum spacing distance of 30m will be provided between facing residential properties.
- Due to the residential nature of the area, the residential streets will be bound by buildings on either one or both sides by residential uses. Buildings heights will range between 1.5 and 2.5 storeys, and are unlikely to exceed this height unless the scale positively relates to any adjacent nodes or gateways.
- To enhance the residential amenity of residents, a minimum 2m strip of defensible space will separate the front of all residential properties fronting directly onto footways and/or vehicular carriageways, to be incorporated into small front gardens. This will ensure the public are not able to gain free access to the front of houses, but does not compromise the ability of the dwelling to provide natural surveillance over the public realm.

Shared streets are the smallest street types included within the masterplan and are similar in their role to residential streets. However, the primary difference is the width of shared streets will be kept to a minimum and will only be used as a single lane carriageway. They will be used to access small numbers of dwellings where the use of a wider residential street may not be necessary, again to ensure the area used for road surfaces is minimal.

The key design considerations included within shared streets are as follows:

- To lessen the dominance of shared streets, the character and appearance of the street will be of a space which can be shared equally amongst pedestrians and vehicles. This will give the shared streets a defined role within the linear park and allow the streets to be positively integrated into the wider design of the park. Surface materials should be used to achieve this effect
- Vehicular carriageways will only have the capacity to accommodate a single lane of traffic and as such their width will be kept to a minimum. This will limit the amount of traffic able to use the street and will reinforce it as a clear route hierarchy. A maximum width of 3.5m has therefore been identified as appropriate
- Due to the limitations of the street as a consequence of its width, such streets will only be appropriate in servicing up to a maximum of 3 dwellings and should not be used for through routes to alleviate the risk of congestion on such streets. Appropriate provision of turning and reversing space will also be included within the design of the street, and the length of the street will be restricted to provide suitable visibility splays for drivers entering/exiting the street.

### Multi user boulevard

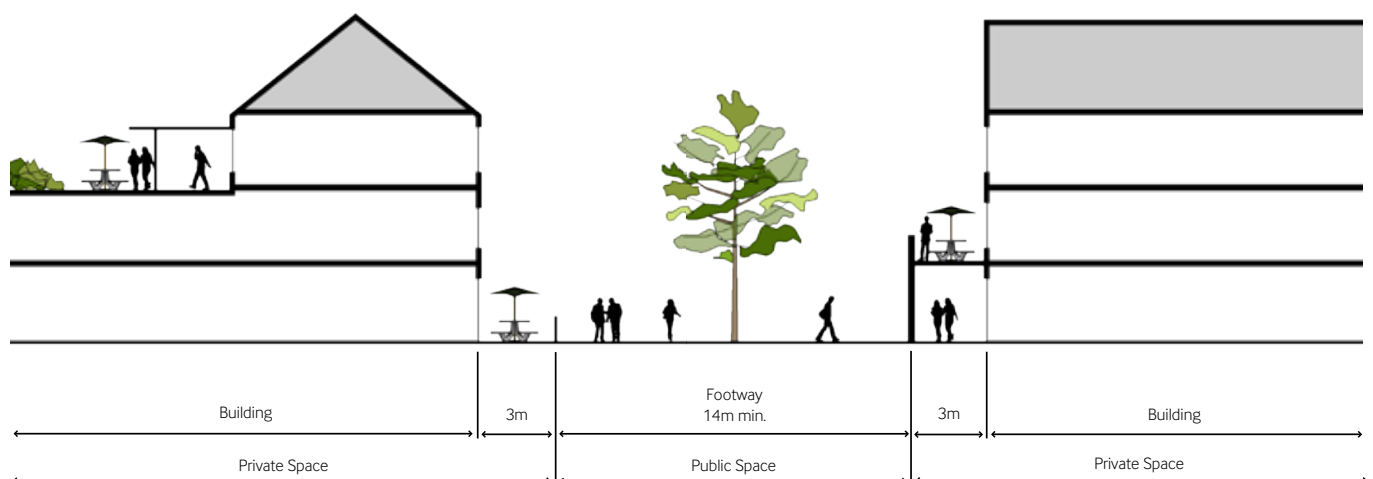
Whilst identified as a boulevard and representing a key route through the area, the multi user boulevard will not be designed to accommodate vehicular traffic. It will instead act as the primary pedestrian route through the redeveloped site, linking the residential uses to the west with the leisure uses and beach to the east. This street will be a focus of activity, with leisure and entertainment uses spilling out onto the street providing an attractive and vibrant area of public space.

The key design considerations included within this route are as follows:

- The multi user boulevard will be the prime pedestrian axis through the masterplan area and as a consequence will need to accommodate the high pedestrian flows required to ensure this route is popular through all hours of the day, from early morning to late evening
- To ensure pedestrian movements are given the highest priority along this route, the boulevard will be free from daily vehicular traffic movement and will not include a dedicated vehicular carriageway. Notwithstanding this, appropriate provision for emergency vehicles will need to be accommodated within the design of the street to allow access if required
- To establish the boulevard as the primary pedestrian route through the site, footways will be the widest along this route, with a minimum width of 14m being identified as appropriate. This provision will be adequate to accommodate the needs of emergency vehicles, include suitable street furniture and planting, and to cope with the high pedestrian flow using this route

- As an identified multi-user route, the boulevard will also have to be designed to accommodate the needs of cyclists incorporating cycle parking although the shared nature of this route removes the need for a segregated route to be included
- The provision of public realm and footways shall be increased at pedestrian junctions to accommodate nodal point and gateway spaces and the increased pedestrian movements associated with these areas
- Due to the setting and location of this route running through the middle of the masterplan area, buildings will run along both sides of the route to provide suitable activity and surveillance. Building heights will vary between 2 and 4 storeys to better relate to the scale of the street, but also to offer suitable enclosure
- To accommodate outdoor/ external activity associated with the leisure and entertainment uses contained within the adjacent buildings, a minimum 3m strip of clearly defined defensible space will be accommodated along both sides of the boulevard between the pedestrian footway and building line to allow for external eating/drinking areas
- The provision of street furniture along this route will also have to accommodate pedestrian flows along the boulevard. Furniture should therefore allow suitable opportunities for people to stop, sit, relax and enjoy the surrounding environment without compromising the ability for other users to move freely along the route
- Street planting will be incorporated along the boulevard to help add aesthetic value to the street and to improve visual amenity. Mature formal tree planting along the centre of the route will help define the role of the boulevard in the wider route hierarchy of the masterplan, and also act as a suitable mechanism to reduce the impacts of noise and wind, both of which are issues which will need to be mitigated through the design of the street

Indicative multi-user boulevard cross-section



## 9.8 Access and servicing

The success of the masterplan is heavily dependant on the ability of the scheme to deliver adequate vehicular access provision in order to accommodate the traffic movement the masterplan creates. This includes providing adequate provision for visitors accessing the area, residents living in the area, businesses operating out of the area, as well as the suitable management of services supplying the area.

These issues should represent a key design consideration for any development of the area, and should be an important component driving the design of any scheme. Notwithstanding the above, providing suitable access to properties should not come at the expense of other design qualities across the area, and so the need to consider access as a single component as part of a wider comprehensive scheme is imperative.

To support this approach, the following design principles have been identified and should be taken into consideration when designing the access provision of any proposal.

Proposals should accommodate parking as a component part of the schemes wider design



### Residential parking

- A maximum parking provision of 1.5 allocated parking spaces per dwelling will be permissible for residential developments. This will allow parking spaces to vary between housing types and ensures a broad mix of housing types and sizes are provided
- A maximum parking provision of 1 visitor parking space per 3 dwellings will be provided to adequately address the provision of people wishing to visit residents
- The above provisions have been identified as maximum levels. In any circumstance where a developer feels the needs of residents can be adequately catered for through a lower provision of car parking spaces, the onus will be on the developer to demonstrate their proposal provides adequate parking provision through the use of a robust travel plan to be agreed by the council. Both of these approaches are endorsed by policy included in PPG13: Transport
- In general, all allocated parking provision will be accommodated within the curtilage of building block and will be located behind the building line of primary building frontages. This is to protect the visual amenity and aesthetic quality of the public realm
- The use of rear parking courts and/or driveways located to the side of properties but accessed from the front of the dwelling will be appropriate where dwellings front on to both residential and shared streets. The latter however will not be appropriate where properties front directly onto the secondary streets due to the envisaged increased level of vehicle movements along these routes

# Access and servicing

- Site boundary
- ⋯ Vehicular access route
- ⋯ National cycle route
- ⋯ Vehicle drop-off \*
- Pedestrian access point to car park
- Bus route
- Location of bus stop
- Public car park
- Publicly accessible car park
- Private car park
- Private service area

\*for associated hotel uses only





### Private commercial parking and servicing

- Parking provisions for commercial areas will be provided in line with the maximum provisions proposed in PPG13: Transport according to their use, scale and location
- To minimise private parking requirements, visitor car parking for commercial uses can be shared with other non-residential uses, especially when the peak time of the varying uses are complementary (i.e. shops which are primarily used through the daytime and share parking spaces with leisure and restaurant uses which are predominantly used in evening hours) to ensure the parking provisions provided are used with maximum efficiency
- In any circumstance where a developer feels the needs of commercial premises can be adequately catered for through a lower provision of car parking spaces than advocated in PPG13, the onus will be on the developer to demonstrate their proposal provides adequate parking provision through the use of a robust travel plan to be agreed by the City Council
- In general, all additional visitor parking associated with commercial uses should be located within the leisure and entertainment character area. Its location should be accessible to all and in close proximity to the beach and seafront but should not directly front onto the beach and seafront itself. Car parking should therefore be located directly behind buildings fronting the seafront to protect the aesthetic quality and visual amenity of the foreshore area

- In general, all staff parking and service areas should be located within the building block to the rear of commercial properties and concealed from view from the public realm. This is to ensure the aesthetic quality and visual amenity of the wider development is not compromised and the impacts of noise associated with these uses are mitigated wherever possible
- In general all parking and access to commercial uses will be taken from the secondary street running through the area. The number of entrance points into parking and service areas will also need to be kept to a minimum to limit the visual impact such entrances will have on building lines
- Service areas and areas of private parking which have an overly intrusive or detrimental impact on the aesthetic quality of the masterplan will be resisted
- In addition to the above, any proposed hotel uses will need to include a suitable provision of taxi and/or private vehicle drop-off bays



Use of rear parking courts will be welcomed



A mix of parking solutions will be required



## Public parking

- To enable the redevelopment of the western part of the area for use as the linear park, the council envisages the need to relocate the public car park provision to a new location within the masterplan site. Whilst the level of parking provision to be provided has not yet been determined, the council will seek to ensure an adequate level of public parking is provided at all times both during and after the delivery of the masterplan to ensure such a public amenity is not lost as a consequence of the masterplan
- The role of this facility is to provide adequate parking provision to those visiting the seafront as well as those visiting any new facilities/ amenities which have been delivered as part of the masterplan
- To minimise public parking requirements car parking for commercial uses can be shared with other non-residential uses, especially when the peak time of the varying uses are complementary (i.e. shops which are primarily used through the daytime may share parking spaces with leisure and restaurant uses which are predominantly used in evening hours) to ensure the parking provisions provided are used with maximum efficiency

High quality streets and surfaces will be required



- In general, all additional visitor parking associated with commercial uses should be located within the leisure and entertainment character area. Its location should be accessible to all and in close proximity to the beach and seafront but should not directly front onto the beach and seafront itself. Car parking should therefore be located directly behind buildings fronting the seafront to protect the aesthetic quality and visual amenity of the foreshore location
- Further details with regard to the provision and location of public parking in the area will be clarified by the council in due course
- New development proposals must identify opportunities for the installation of electronic vehicle charging infrastructure. The North East of England has secured funding under the 'Plugged in Places' Programme.

## Cycle Parking

- Where required, developments must provide an appropriate mix of short-stay/long-stay cycle parking
- Short-stay cycle parking must be located as close as possible to entrances of buildings, be secure and well overlooked from buildings or by passers-by

Integrated public car parking



- Long-stay cycle parking must be sited in a safe and well lit location which is accessible, convenient and overlooked

## Public transport

- Both the primary coast road and secondary streets will be built to a specification which allows them to be adopted as a recognised bus route enabling the masterplan area to be adequately served by public transport.
- As well as existing bus stops which along Whitburn Road and Dykelands Road, which are to be retained as part of the masterplan, the opportunity to provide a new bus stop along the newly aligned Lowry Road has been identified.
- Whilst the council does not have the resources available to guarantee the delivery or supply of additional bus routes to serve the masterplan area in the future, the council is keen to participate in discussion with Nexus (the local passenger transport executive) and prospective developers to ensure adequate provision of public transport is maintained and, where appropriate, expanded. Nexus was one of the stakeholders consulted at the development stages of the masterplan.
- Mechanisms available within the planning process, such as planning obligations through s106 or CIL, will be explored with prospective developers to enhance the provision of public transport to, from and through the masterplan area.

## 9.9 Landscape and public realm

The landscape environment across the masterplan area will have a fundamental role to play in the character of the area. Similar to the ways in which streets are structured across the area, areas of landscape, open space and public realm will be designed around a clear hierarchical structure of high quality and aesthetically pleasing environments.

Parks and open spaces will embrace recreation and leisure provision, harness the area's ecological and nature conservation value and will maintain and enhance the qualities of the public realm and green spaces. All areas of public realm will act as amenity space not just for the masterplan area but also for communities in the wider area, including local residents and visitors to the masterplan area. As a consequence, the design of such spaces should be as coherent and robust as possible to ensure the sustainability of the whole masterplan area.

The general codes covering areas of open public space at Seaburn are as follows:

- The delivery of high quality open space across the site is of equal importance to the delivery of high quality built forms, and as a

consequence all built developments to be delivered as part of the masterplan will be expected to contribute to the delivery of high quality open space

- Due to the sensitivity of existing green space in the area and its protected status under the UDP, any loss to the volume of the existing green space as a consequence of development must be accompanied by a robust justification demonstrating that any such losses are compensated by a significant increase in the quality and value of the remaining open space/ public realm. This should be demonstrated in terms of ecology and biodiversity as well as aesthetic value
- Due to the sensitivity of the Seaburn area as a coast location and a partial flood zone, landscape design and materials must be suitable for their context. All areas of public realm and landscaping must be designed to mitigate the risk of flooding through appropriate sustainable drainage techniques where feasible. Permeable paving should be utilised for all large areas of hard surfacing. New developments should incorporate green roofs to increase green infrastructure. The potential impacts of coastal flooding also need to be taken into account.

- Open space will support a range of leisure and recreation uses and should be designed to host and accommodate such pastimes to promote a healthy living environment for local residents
- The safety of open public space will be a key consideration when designing the public realm, with routes and spaces being overlooked by built development frontages providing natural surveillance and a positive relationship with the built form. Planting and street furniture should not be located so to block natural surveillance across open spaces
- Existing planting and vegetation which displays significant ecological value will be retained where ever possible and incorporated into the masterplan and its wider landscaping proposal
- Respect for the area's context and natural ecology will be incorporated into the design of any open space. Regard must be had to the outcomes of the Sustainability Appraisal and the Appropriate Assessment report. Materials must be relevant to the context of the area's surrounding built form, and planting should be indigenous to encourage habitat diversification and encourage biodiversity

Use of native plant species



Formal planting and parkland



Wild meadow planting



# Green infrastructure

- Site boundary
- Existing trees to be retained
- + New tree planting
- Formal planted boulevard
- ⋯ Street tree planting
- ▨ Green planted buffer
- Linear park
- Cut throat dene meadow planting
- + Seaburn promenade planting
- Existing water course
- ▨ Removal of stream channel
- ▨ Possible location of SUD



## Linear park

The linear park feature will act as the primary open space running through the masterplan area forming a central spine linking Whitburn Road and the seafront with the western part of the area opening out onto Seaburn Camp and beyond. This will not only provide a coherent green link running through the area, but also provide an ecological corridor allowing for the expansion of existing habitats and the creation of new habitats.

A detailed design brief will be developed by the council once the scale of development on the masterplan site reaches an identified threshold which warrants the delivery of the park. However, the general principles guiding the design of the linear park are as follows:

- The design of the linear park will be integrated and relate to the design of buildings adjacent to the park, especially in situations where buildings front directly onto the park.
- The character of the park will be designed to vary along the route to better respond to the changed uses, built form and urban structure of the buildings sitting adjacent to it. Such changes can be established through the layout and use of the space, as well as in the style and character of planting.
- The boundaries of the park will be treated in an informal naturalised way to better integrate the park with its surrounding uses and to encourage pedestrian movement into the park to increase levels of activity
- Where the linear park crosses streets, the character of the boundary treatments will become more formal to provide tactile information to both vehicle users and pedestrians to encourage reduced traffic speeds and accommodate the needs of pedestrians passing between different sections of the park.
- A hierarchy of paths will be provided along the length of the park to encourage pedestrian use of the park and to increase the legibility of the wider masterplan area. Wider paths should be focused along the spine of the linear park, with smaller informal paths leading off the spine to provide a variety of experiences for park users.
- Equipped play is to be provided in the linear park (see subsequent guidance)

- The opportunity to integrate Sustainable Urban Drainage Systems (SUDS) within the design of the linear park should also be explored to make the most efficient use of the space and to include an appropriate provision of water features to encourage the establishment of new habitats associated with such environments. The removal of the concrete channel which currently guides Roker Burn through the southern section of the linear park would complement this approach by re-establishing the natural form of the burn and increasing its capacity for drainage and its ability to support habitats.
- The inclusion of appropriately high quality surface materials and street furniture is to be included within the design of the park. Materials should be relevant to their context and be durable.
- Appropriate lighting should also be provided along all routes to ensure users feel safe in both daytime and evening hours, although due regard must be paid to the potential impacts such lighting may have on surrounding habitats.

Use of contemporary formal planting



Attractive formal parkland



### Cut Throat Dene

The dene which currently runs along the southern edge of the masterplan site contains the course of the Roker Burn – a small watercourse which runs from the west of the area to the sea. Sitting immediately adjacent to a small but heavily wooded copse of trees and Mere Knolls Cemetery, and given the presence of the burn, there is clear evidence to suggest this part of the masterplan area has significant ecological value and should be maintained. Such sentiments are mirrored in the councils adopted UDP which, as noted in chapter 4.0, identifies this part of the masterplan area as a Site of Nature Conservation Importance (SNCI) to be improved. It therefore seems appropriate to address this part of the area in a different way to the linear park with the focus on preserving and enhancing the ecological value which is currently evident.

A detailed design brief will be developed by the council once the scale of development on the masterplan site reaches an identified threshold which warrants the delivery of this part of the masterplan. However, the general principles guiding improvements to Cut Throat Dene are as follows:

- Cut Throat Dene will be used as an urban meadow to help better integrate the transitions between the mature green character of land to the west with the urban form of the masterplan to the east. This will include a significant level of tree and grass planting and management
- The character of the dene will be significantly more organic in its appearance and form in comparison to the linear park with the use of hard landscaping being restricted. Footpaths and routes in this area which link with existing footpaths and wider networks should be constructed from gravel or organic materials such as woodchips to have the smallest possible impact on the movement of habitats
- Where the dene meets the street, its character will become more formalised to better respond to the urban form of the masterplan, although this should not be at the cost of the wider organic form and appearance of the rest of the dene
- As with the linear park and in accordance with the SFRA (2010) options to implement SUDS in this area should be investigated
- Improvements to Cut Throat Dene will be secured through developer agreement or planning obligation

### Multi user boulevard

Acting as the primary focus of the area's public realm, the multi-user boulevard will form the main pedestrian axis running east-west linking the beach and seafront to the rest of the masterplan area. This route will be the focus of activity within the site, hosting numerous entertainment and leisure uses opening out onto the street, and as a consequence will experience the highest levels of footfall.

The nature of the route will therefore have a significant influence on its design, and whilst the route will need to be hard landscaped, due consideration will be needed with regard to planting and furniture. This is to ensure the street is suitably softened through planting to improve the aesthetic value of the route as well as ensuring the route suitably integrates with the green character of the surrounding masterplan area, whilst simultaneously being able to accommodate the pedestrian demands imposed on the boulevard.

A detailed design brief will be developed by the City Council once the scale of development in the masterplan area reaches an identified threshold which warrants the delivery of the boulevard. Improvements will be secured through developer agreement or planning obligation.

Informal meadow planting



Meadow planting to support biodiversity



## Promenade

As with many seafront locations, the quality of the beachfront promenade is key to influencing the success of the area. Whilst the Seaburn Masterplan includes a number of important components targeted at improving the area's chances of success, none are more crucial than the promenade. Accommodating the primary pedestrian flows running north-south across the area and making the beach accessible to all who visit the area, improving the quality of the public realm of the promenade will be a key target to be delivered as part of the masterplan.

A detailed brief for public realm improvements at Seaburn has been developed by the council with the first phase completed in early 2011. Later phases of the works will be enabled through this delivery of the masterplan and, as a consequence, financial contributions to the delivery of the public realm improvements are likely to be sought by the council from any major developments in the area.

A copy of the council's Seaburn Public Realm Improvements Scheme can be found in Appendix C of this document.

High quality seafront promenade



## Existing vegetation and habitats

To ensure the masterplan harnesses the value of the site's existing ecology, efforts have been made to ensure existing habitats are protected, and wherever possible enhanced to ensure the environmental footprint of the masterplan is mitigated as much as possible.

A full assessment of the area has been carried out by consultants to assess the quality and value of existing vegetation, and wherever possible the council will seek to ensure their conclusions are promoted through the adopted masterplan and design code.

To support this approach and to ensure existing habitats are not compromised, the following codes have been developed:

- Wherever possible, all existing areas of vegetation which show evidence of having biodiversity and/or ecological value will be retained and incorporated into the masterplan. An initial assessment of the area has identified the existing planting which bounds Mere Knolls Cemetery to be of the highest value, to be protected as a matter of course
- Where development requires the removal of existing vegetation in locations other than that identified above, the onus will be on the developer to provide a robust ecological survey demonstrating any detrimental impact to the area's ecology has been satisfactorily mitigated against
- Opportunities to improve the quality of existing vegetation through controlled pruning, planting, and management should be explored as a matter of priority, with the extension and expansion of existing habitats being a key priority

- Where new planting is identified as an appropriate solution to enhancing the ecological value of an area of existing vegetation, attention must be paid to ensure the species are indigenous to the local area and are compatible with existing species
- Other possible activity which will enhance the ecological value of the site is the restoration of Roker Burn which is currently partly enclosed within a culvert. Removal of the culvert to restore the burn to its natural form is likely to enhance its value to surrounding habitats

## Play facilities

The opportunity to locate a new children's play area within the masterplan area has been identified, with the preferred location being at the southern end of the Linear Park adjacent to Roker Burn. This location has been selected following discussions with the council's Community Services Team who have been consulted during the development stages of this masterplan.

Play equipment should use materials from sustainable sources and must meet national standards for play and urban games. Provision must aim to reach a broad range of age groups and must satisfy the 10 principles of successful Play Spaces contained in Play England's guidance document 'Design for Play – a guide to creating successful Play Spaces.'

Equipped play facilities will be secured through developer agreement or planning obligation.

Consideration should also be given to the installation of a range of equipment for adults, with equipment specifically designed to provide gentle exercise for adults and older people.

### Street furniture, materials, and public art

The composition of areas of hard and soft public realm are crucial to reinforce route hierarchies, character areas and site legibility, so it is important that the materials and furniture used accentuate the overall sense of place and conform with the high levels of quality expected from the masterplan.

The images opposite illustrate the standard of furniture expected to be provided and must accord with the following codes:

- Materials should be suitable, durable and appropriate for their location to ensure longevity and to reduce the need for maintenance. The location of the masterplan area means materials must be capable of withstanding harsh environments both in terms of climatic, environment and human influence
- Materials and furniture should be sourced from a sustainable process and be obtained through a reputable supplier so that items can be replaced if damaged or vandalised
- Materials should be in keeping with their context to ensure fluidity with surrounding areas and influences. An appropriate palette of materials will be supplied by the council and advocated through the planning processes. Regard should be had to ongoing public realm works at Seaburn promenade

- Opportunities to incorporate pieces of locally commissioned public art throughout the public realm will also be welcomed to help enforce the legibility of the scheme and identify key areas such as gateways and nodes
- Footpaths and areas of hard surfacing should be designed to be suitable for people with limited mobility, including wheelchair users to ensure that the seafront is accessible to all. Consideration should be given to design and layout as well as materials.
- All new developments will be expected to incorporate a lighting scheme to frame and enhance the appearance of developments at night particularly at the key gateways and routes identified in this plan. A thorough approach to lighting may also assist in creating a sense of community safety and way finding.
- Due to the sensitive habitat in the area, considerable care must also be taken to minimize the impact of light pollution particularly on the inter tidal area. Consideration must also be given to minimizing energy consumption.





## 10.0 Implementation

### Timescale of the plan

The Seaburn masterplan provides a 10-15 year plan to guide development in the area. The Masterplan provides a realistic and deliverable framework for development in the future. There will be a need to review the document over time particularly in relation to changing market conditions and any emerging planning policy.

### Phasing

Due to the mix of uses envisaged at Seaburn, development is anticipated come forward on a phased basis, potentially delivered by a number of different developers.

An indication on how the masterplan phases will be implemented is shown in the Phasing Plan opposite. The plan identifies the key blocks for development. It is considered that these phasing blocks allow for comprehensive development proposals to be brought forward independently of each other and by different developers without compromising the overarching and comprehensive vision of the broader masterplan.

There is no set phasing timetable for the area, and the numbers associated with each phase do not relate to any chronological order with which the council expect the masterplan to be delivered. Due to the nature of the masterplan, it is envisaged the delivery of each site will depend heavily on the sites individual viability. Key factors will be developer interest and availability of sites. As the majority of sites are council owned, this will be either subject to length of leases attached to each site or the future lifespan of existing Council facilities.

### Phase 1 – Seaburn promenade improvements

Focuses on public realm improvements to the existing fabric of the Seaburn Promenade. Appendix C contains the masterplan scheme for these works. It is anticipated that this phase will be implemented over the entire lifetime of the plan as funding becomes available. Work on the first phase was completed early 2011. It is envisaged that future funding will be sought by means of developer contribution.

### Phase 2 – Seaburn shelter redevelopment

A development brief for the shelter has been prepared by the City Council promoting re-development for food and drink uses with the option for ancillary retail.

### Phase 3 – Business improvement scheme

Encompasses potential physical improvement works to Queens Parade and Marriott Hotel where required. Improvements are likely to be delivered over the timescale of the plan and will be dependent on the availability of funding.

### Phase 4 – Leisure and entertainment core 1

Focuses on the development of the former fairground site, which forms a key development block in the masterplan to the north of the multi-user boulevard. The Council will prioritise the development of this site, which is now largely vacant. The release of the site will be dependent on the lease arrangements for the site and the likely interest from the market.

### Phase 5 – Leisure and entertainment core 2

Focuses on the second key development area to the south of the proposed multi-user boulevard. The delivery of this site will also be prioritised by the City Council, but will also depend upon the City Council's lease arrangements for the site and market interest. Development will need to deliver green space improvements to be funded through planning obligation or developer agreement.

### Phase 6 – Residential park and Cut Throat Dene

Includes the housing site and improvements to the Cut Throat Dene area. Proposals will need to deliver significant biodiversity and open space improvements both within the site and to the wider Seaburn area. The delivery of these improvements is integral to this phase of development.

# Indicative phasing plan

1. Seaburn promenade improvements
2. Seaburn shelter redevelopment
3. Business improvement scheme
4. Leisure and entertainment core 1
5. Leisure and entertainment core 2
6. Residential park and cut throat dene



## Private stakeholders

In addition to the phases identified above, improvements to the Morrisons Store and re-development of Nexus land have been identified as potentially coming forward during the timescale of the plan. In all cases the council will seek to work closely with private stakeholders in the area to ensure that the principles of the Masterplan and Design Code are upheld.

## Leaseholders

The Council proposes to work with existing leaseholders regarding development that may affect a leasehold interest.

## Compulsory purchase orders (CPOs)

It is not considered that compulsory purchase will be necessary on the site in order to achieve the ambitions as set out in the Masterplan and Design Code, however, as a last resort, the council will consider the use of CPO powers where appropriate in council land.

## Land disposal

As discussed in section 5.0 the City Council will take a regeneration and design-led approach to development whereby the council will release sites for development and developers will be selected based on criteria that ensure the regeneration and design ambitions of this Masterplan are delivered.

A development brief for each site shall be prepared to provide detailed guidance and criteria to be satisfied by a developer when submitting proposals.

As a minimum, developer submissions for the Seaburn area should demonstrate compliance with the principles of the Masterplan and Design Code. However submission requirements will be established in the development brief.

## Planning applications

Developers will be encouraged to submit Full Planning Applications only.

In all cases and notwithstanding the commentary contained within this masterplan, developers will be expected to provide robust evidence to justify their scheme when scrutinised against national and local planning policy for the area.

Developers should refer to latest Tyne and Wear Development Control guidelines for submission requirements when submitting an application. In all cases, developers should seek to engage with the planning service through the pre-application process to clarify matters. Developers are advised to contact the Planning Implementation team to discuss proposals. Tel: 0191 561 2549 email: [implementation@sunderland.gov.uk](mailto:implementation@sunderland.gov.uk)

Given the particular sensitivities of the area, the developer must in particular have regard to the following requirements:

## Environmental impact assessment (EIA)

The need and scope for EIA must be determined through liaison with the City Council. Once this has been carried out developers should produce an EIA to include:

1. Description of the development including:
  - Physical characteristics of the whole development and the land use during construction/ operation
  - Description of the main characteristics of the production process, for instance nature and quantity of the material used
  - An estimate, by type and quantity, of expected residues and emissions (water, air and soil pollution, noise, vibration, light, heat radiation, etc) resulting from the operation of the proposed development
2. An outline of the main alternatives studied by the applicant or appellant and an indication of the main reasons for his choice, taking into account the environmental effects
3. A description of the aspects of the environment likely to be significantly affected by the development, including, in particular, population, fauna, flora, soil, water, air, climatic factors, material assets (including the architectural and archaeological heritage) landscape and the interrelationship between the above factors

4. A description of the likely significant effects of the development on the environment, which should cover the direct effects and any indirect, secondary effect.
5. Cumulative, short, medium and long-term, permanent and temporary, positive and negative effects of the development, resulting from:
  - the existence of the development;
  - the use of natural resources
  - the emission of pollutants, the creation of nuisances and the elimination of waste, and the description by the applicant of the forecasting methods used to assess the effects on the environment
6. A description of the measures envisaged to prevent, reduce and where possible offset any significant adverse effects on the environment
7. A non-technical summary
8. An indication of any difficulties encountered by the applicant in compiling the required information

### Ecological statement

It must be ensured that development at Seaburn does not compromise the the protected species and habitats within the masterplan area (including Sites of Nature Conservation Interest (SNCIs) and habitats protected under the Durham Biodiversity Action Plan) in any way. An ecological survey assessment and mitigation report must be submitted alongside any planning application, prepared by a suitably qualified professional and in accordance with good practice guidelines which is available at [www.ieem.org.uk/survey-sources/index.html](http://www.ieem.org.uk/survey-sources/index.html)

### Preliminary risk assessment

For all new development a preliminary risk assessment will be required regardless of the site history, contaminated or otherwise. This must consider the potential for contamination to be present in relation to the existing use and circumstances of the land, the proposed new use and the possibility of encountering contamination during development and any necessary remediation and subsequent management measures to deal with unacceptable risks.

### Floodrisk

A Flood Risk Assessment (FRA) and /or Drainage Impact Assessment (DIA) for all proposed development sites within the masterplan area will be required.

The FRA will identify the potential sources of flooding, from tidal, fluvial, groundwater and on-site drainage sources, review flooding history, obtain critical water levels and determine the influences on river hydraulics. The FRA will consider flooding both individually and in combination. The assessment also covers a number of other factors such as loss of floodplain storage and surface water drainage issues. The DIA shall provide a preliminary review of the potential options for drainage designs that may be developed in avoidance or mitigation of flood risks and will consider the physical changes the proposed drainage measures may cause to the development and to the area drainage efficiency beyond the proposed development. DIA will invariably offer an outline design for an appropriate sustainable drainage system that will consider betterment compared with the existing flood protection measures

Notwithstanding the above all development should maximise opportunities to improve the current surface water drainage issues to the surrounding community, through incorporating storage or measures to reduce conveyance. Such techniques should be identified within the development at the earliest possible stage.

### Building for Life

The City Council's Urban Design Team has an obligation – through the CABE Building for Life Accredited Assessor Program - to promote and endorse the Building for Life initiative.

It is the view of the council that the likely scale, quantum and impact of the residential component of the masterplan will meet the criteria, which makes the scheme eligible for evaluation under the Building for Life Initiative.

All applicants wishing to apply for planning approval for any residential element of the masterplan should therefore be mindful of the criteria, which need to be formally assessed through the Building for Life process.

For further details with regard to the Building for Life process visit [www.buildingforlife.org](http://www.buildingforlife.org) or [www.sunderland.gov.uk/urbandesign](http://www.sunderland.gov.uk/urbandesign)

## Energy and resource efficient development

As majority site-owner, the City Council is committed to delivering a comprehensive development, which has as little impact on the environment as possible. All new developments will be expected to address the energy efficiency and renewable energy requirements set out below through a sustainability statement, to be submitted as part of any planning application.

The City Council - as development partner and majority land-owner - has commissioned feasibility work into options for sustainable drainage and low carbon/renewable energy options across the masterplan area. This work will inform the implementation of a viable sustainable and resource efficient scheme and the energy efficiency standards to be set by the City Council when disposing of sites within the masterplan area.

Notwithstanding the above, all developments on council-owned sites must meet at least Level 4 of the Code for Sustainable Homes for housing or BREEAM Excellent construction standards for all other developments, or higher as dictated by future changes to Building Regulations.

## Energy efficiency and low carbon development

In new residential dwellings, the energy efficiency ratings must comply with at least the minimum standards necessary to achieve Level 4 of the Code for Sustainable Homes.

Other buildings must achieve at least the minimum BREEAM score required to attain an 'Excellent' rating for Energy Efficiency.

In support of the delivery of an energy efficient development, the design of all new schemes will be expected to demonstrate how demand for energy can be reduced. Layout and building orientation should optimise solar gain to provide natural sources of heat and light. Likewise natural cooling and sheltering techniques will be encouraged. Developments will be expected to use the landform and provide landscaping schemes, which provide shelter and shade during warmer weather.

In order to achieve the Code Level 4 (or above) standards, developments will be required to utilise renewable and/or low carbon energy technologies where feasible.

In accordance with emerging planning policy, new developments must supply a minimum of 10 percent of the site's energy consumption from renewable sources located on site. If constraints mean that renewables are not feasible, the 10 percent renewables requirement may be discharged if the development demonstrates an additional 10 percent reduction in energy consumption, on top of the current TER. In such events, developers will be required to provide a robust evidence base to justify this approach.

The City Council has commissioned feasibility work to inform options for delivering a viable approach to low carbon and renewable technologies, based on the requirements set out above and the anticipated use, scale and phasing of development coming forward. New development at Seaburn will be required to respond to the findings of the study.

## Water and drainage

Due to the flood risk and drainage capacity issues identified at Seaburn, all new residential developments will in particular be expected to achieve the minimum Code Level 4 score for internal potable water consumption. In addition residential developments will be required to attain a high code score in terms of the surface water run-off section through the provision of green roofs and measures to slow down surface water run-off on hard surfaces.

Other buildings must achieve at least the minimum BREEAM score required to attain an 'Excellent' rating for water.

## Wider sustainable drainage requirements

The City Council has commissioned a study into options for sustainable drainage and water management solutions across the area. The use of such systems will be essential to mitigate floodrisk in the area particularly around Cut Throat Dene and ensure the long term sustainability of development at the site.

The disposal of sites within the masterplan area will be informed by the outcomes of this study and developers will be required to contribute to the implementation and future maintenance of sustainable urban drainage/water management solutions where required.

## Developer contributions

The following information is to serve as guidance only. Detailed levels of financial contribution will be finalised during the planning stage.

As the majority landowner, the City Council will seek to secure financial contributions towards upgrading the infrastructure of the area by means of legal agreement, to be determined upon the transfer of land to a developer. Where this is not achievable the requirements will be enforced by means of Section 106/278 contributions.

The timing for the release of funds by the developer will depend on the timescale and phasing of the development, and will be specified in the agreement. It is recognised that phased payments for larger scale developments may be required.

The following information is to serve as guidance. Heads of Terms for developer contributions will be finalised during the site disposal and/or planning pre-application stages. It is understood that the capacity to deliver the required infrastructure will be dependent on other factors including the individual merits of any scheme and potential impacts on economic viability. Therefore the City Council will promote an open book approach to finalising Heads of Terms where required. In such cases, the developer will be expected to provide evidence regarding the feasibility of a scheme.

### 1) Offsite open space improvements Relevant UDP Policy: NA22.3, L7, B3

Developer contributions will be sought to deliver the proposed open space improvements identified in the landscape strategy of the Design Code and Masterplan.

Funding will be sought from phases 5 and 6 in order to ensure that the biodiversity and amenity value of the area is enhanced.

A scheme of appropriate improvement works will be designed and costed by City Council's Landscape and Countryside Team to determine the sums required.

### 2) Improvements to existing northern boundary cycle/footpath connections from the west through to the coast Relevant UDP Policy NA 35.1

Developer contributions will be sought to deliver improvements to the northern peripheral multi-user route from Ocean Park via Cut Throat Dene to Down Hill Sport Complex. A cost of works is to be determined by the City Council. Scope to amend the route shall be investigated.

Contributions will be required from Phases 4, 5 and 6.

### 3) Affordable Housing

Residential developments of 15 dwellings or over will be expected to deliver 10% affordable housing, with a tenure split of 75% social rented and 25% intermediate tenure.

All affordable housing must be tenure blind and evenly spread through the scheme.

Where developers consider the required 10% to be unfeasible, the City Council will require a viability study to be submitted, to demonstrate what proportion of affordable housing may be supported on site.

All viability assessments should be in accordance with the details set out in the council's forthcoming Affordable Housing Supplementary Planning Document.

The council's Affordable Housing Supplementary Planning Document should be consulted for further information on the delivery of affordable housing. For further details please contact the City Council's Planning Policy Team

### 4) Offsite equipped play area Relevant UDP Policy: H12/NA23

In order to deliver the proposed replacement of equipped play facilities at Seaburn, contributions will be sought from phase 6 towards the provision of an offsite equipped play area.

The current required contribution towards the total cost of the play equipment is £701 per dwelling, although the sum applied will be that applicable at the time planning permission is granted.

### 5) Public realm Relevant UDP Policy: NA26

In all cases, developers will be expected to create attractive and safe areas of public realm within their schemes, which contribute to achieving the aspirations contained within the Masterplan and Design Code.

However where appropriate developers will be expected to contribute towards the improvement of public areas outside the boundary of their development site in order to ensure a coherent and unified approach to public realm across the Seaburn area, which stitches together the individual development sites

Target areas include:

- Seaburn Promenade
- Proposed multi-user boulevard and plaza events space

The cost of delivering public realm improvements will be determined by the City Council, based on the current unit rate per square metre.

The above contribution will be sought from development phases 4, 5 and 6. 97

## 6) Public transport improvements

Relevant UDP Policy: R3' T8, T2

Contributions will be sought towards the provision of bus stop improvements at Lowry Road and the provision of a direct pedestrian link between the bus waiting areas and the Morrison's foodstore.

The City Council, in partnership with Nexus (the passenger transport executive for Tyne and Wear) is seeking to improve accessibility to the Seaburn area, particularly for those residents of the city less well served by public transport services and without access to alternative means of transport.

Developer contributions will therefore be sought from phases 4 and 5 towards the development of a seasonal shuttle bus service between Seaburn and the city centre to supplement existing public transport provision.

The cost of contributions is to be determined by the City Council in due course.

## 7) Streetworks

The proposed alterations to the road network necessary to enable the comprehensive development of the site are to be delivered by Section 278 Agreement and will be sought from phases 4, 5 and 6. Works which result in the re-development of existing carriageway and/or footway will require the submission of a Stopping Up Order. Once the Stopping up Order has been made, the areas of public highway concerned may be built upon. For further information please contact the City Council's Transportation Team.

## 8) Travel plan coordinator

Developers will be expected to provide funding towards a travel plan coordinator in order to develop and implement a sustainable travel plan for the area. An outline travel plan identifying the broad principles to be addressed through the redevelopment of the site will be prepared in due course to accompany the final masterplan. For further detail on the role of the Travel Plan Officer please contact: Sunderland City Council Travel Plan Coordinator (0191 561 7964)

## 9) Targeted recruitment and training

The City Council will seek to secure agreements for the targeted recruitment and training of contractors working on the construction phases at Seaburn. These agreements may take the form of targeted recruitment of a local construction workforce or investment into additional training for any locally based construction workers employed on the site. This targeted approach to training and recruitment is designed to assist the local economy and reduce worklessness and social deprivation. For further information, contact the council's Employment and Training Manager (0191 561 1339)

## 10) Sustainable urban drainage systems (SUDS) maintenance and adoption

The implementation of SUDS across the area will require ongoing maintenance. Should this require adoption by the City Council, developers will be expected to contribute towards the adoption and ongoing maintenance.  
[http://www.ciria.org.uk/suds/model\\_agreements.htm](http://www.ciria.org.uk/suds/model_agreements.htm)

## 11) Incentives for low carbon technologies

Developers will be encouraged to take advantage of schemes such as the Feed-in Tariff and Renewable Heat Incentive schemes.

The feed-in tariff is designed to encourage the take-up of renewable energy sources by guaranteeing producers the purchase of their electricity using small scale low carbon technologies. A premium price is paid for a fixed period.

Renewable Heat Incentive is to be launched in June 2011 and is designed to provide financial support that encourages individuals, communities and businesses to switch from using fossil fuel for heating to renewables. Those who replace existing fossil fuel heating systems with an eligible renewable technology could get paid a set amount each year as an incentive to reduce CO2 emissions.

### Future management and maintenance of the coast

Seaburn is located in close proximity to a number of ecologically sensitive sites - the Durham Coast Special Area of Conservation and Northumbria Coast Special Protection Area encompass a number of sensitive sites in close proximity to Seaburn.

Currently general maintenance and management of the coastline at Seaburn is the responsibility of the council's Resorts Management Team whilst inland areas are managed in the same way as other areas of the city. Events management – including the management of large scale events taking place at the seafront - is overseen by the City Council's Events Team, which provides specific guidance to events organisers. How an event is managed will depend on the individual event and whilst considerable attention is given towards managing health and safety and traffic impacts it is recognised that more needs to be done to address the potential ecological impacts of increased visitor numbers to the area.

Given the particular sensitivities of the Seaburn area and surrounds and in order to mitigate against the impact of likely increasing visitor numbers to Seaburn - particularly in respect of events - it will be necessary for the City Council to review and prepare a detailed management plan for Seaburn. This approach has been recommended through the Sustainability Appraisal and Appropriate Assessment process.

The following management and mitigation measures will need to be implemented at Seaburn:

**Dog prohibition zones** will be established at Parson's Rocks and Whitburn Steel incorporating a 50m buffer zone surrounding the designated sites. Measures to Control dogs in the areas around Parson's Rocks and Whitburn Steel shall be implemented and enforced by the City Council.

**A litter management plan** will be developed to cover both events and the daily management requirements. The management plan must be designed to ensure that prompt and continuous litter removal during events will prevent litter being blown to marine areas.

**An advisory/interpretive signage** scheme will be developed to encourage responsible recreational activities and guide people to use less sensitive areas of the seafront.

**An events management plan** for the Seaburn area will need to include plans for patron management and guidance on sensitive scheduling and location of certain events to avoid significant disturbance to birds and other biodiversity features.

Whilst there is no specific management plan for the coastal areas of Sunderland at present, the City Council is in the early stages of developing a detailed Seafront management plan covering both the Roker and Seaburn areas. The above measures will be integrated into the development of this plan.





## Appendix A - Other policies and guidance

In addition to the UDP site specific allocations, development proposals at Seaburn will be informed by a further range of UDP policies:

- CN18: The promotion of the interests of nature conservation will be sought throughout the city
- CN19: Special Areas of Conservation, Special Protection Areas, and RAMSAR sites will be conserved
- CN22: Developments which would adversely affect any animal or plant species afforded special protection either directly or indirectly will not be permitted unless mitigating actions are achievable
- L5: The council will seek to ensure that sufficient public parks and amenity open spaces are available to the public and where appropriate (including within new housing sites) 'pocket' parks will be developed on smaller sites. In addition when it is considered that there is insufficient space the council will seek to bring vacant and derelict sites into use.
- NA5: The provision and/or improvement of visitor facilities and other works to enhance attractions, including the Roker and Seaburn seafront zone, will be encouraged
- NA6: The City Council will encourage improvements to existing commercial and social structures in the coastal zone to help ensure their viability and maximise their potential contribution to the environment of the seafront
- NA23: Identifies Seaburn Park as a district play area which should be provided and maintained
- NA26: The seafront zone, including the Masterplan area, will be developed and enhanced to accommodate a range of indoor and outdoor facilities; providing a focus for leisure activity and tourism serving the region. New commercial/ leisure development will be limited to locations at the Seaburn Centre and at Queens Parade. Furthermore existing open spaces and park land areas at Seaburn Park will be upgraded
- NA40: Traffic management measures will be introduced along the A183 (Whitburn Road) between its junctions with Seaburn Terrace and Lowry Road to reduce potential conflict between pedestrians and vehicles
- EC8: The council will support the expansion of activities catering for tourists and other visitors. In order to do so, this policy aims to safeguard attractions, refuse proposals which would have an adverse impact on tourist attractions and actively encourage opportunities for new tourist initiatives
- EC9: Identifies that hotels, conference centres and similar facilities will normally be permitted in areas associated with major recreation and leisure developments
- CN23: Measures will be taken to conserve and improve the environment around Wildlife Corridors whilst encouraging designs which will prevent user conflicts

Development which may adversely affect the continuity of wildlife corridors will normally be refused. However, as part of wider plan objectives development may be acceptable provided habitat creation measures are taken to minimise the impact of development



## Appendix B - Other policies and guidance

In addition to those policies detailed in Section 4 of this Masterplan, developers are encouraged to have regard to the following policies, guidance when preparing development proposals for the area.

### National planning policy and guidance

- Planning Policy Statement: Planning and Climate Change - Supplement to Planning Policy Statement 1
- Building a greener future: Towards Zero Carbon Development
- Planning Policy Statement 3: Housing
- Planning Policy Statement 12: Local Development Frameworks
- Strategy for Seaside Success (DCLG)

### Local planning guidance

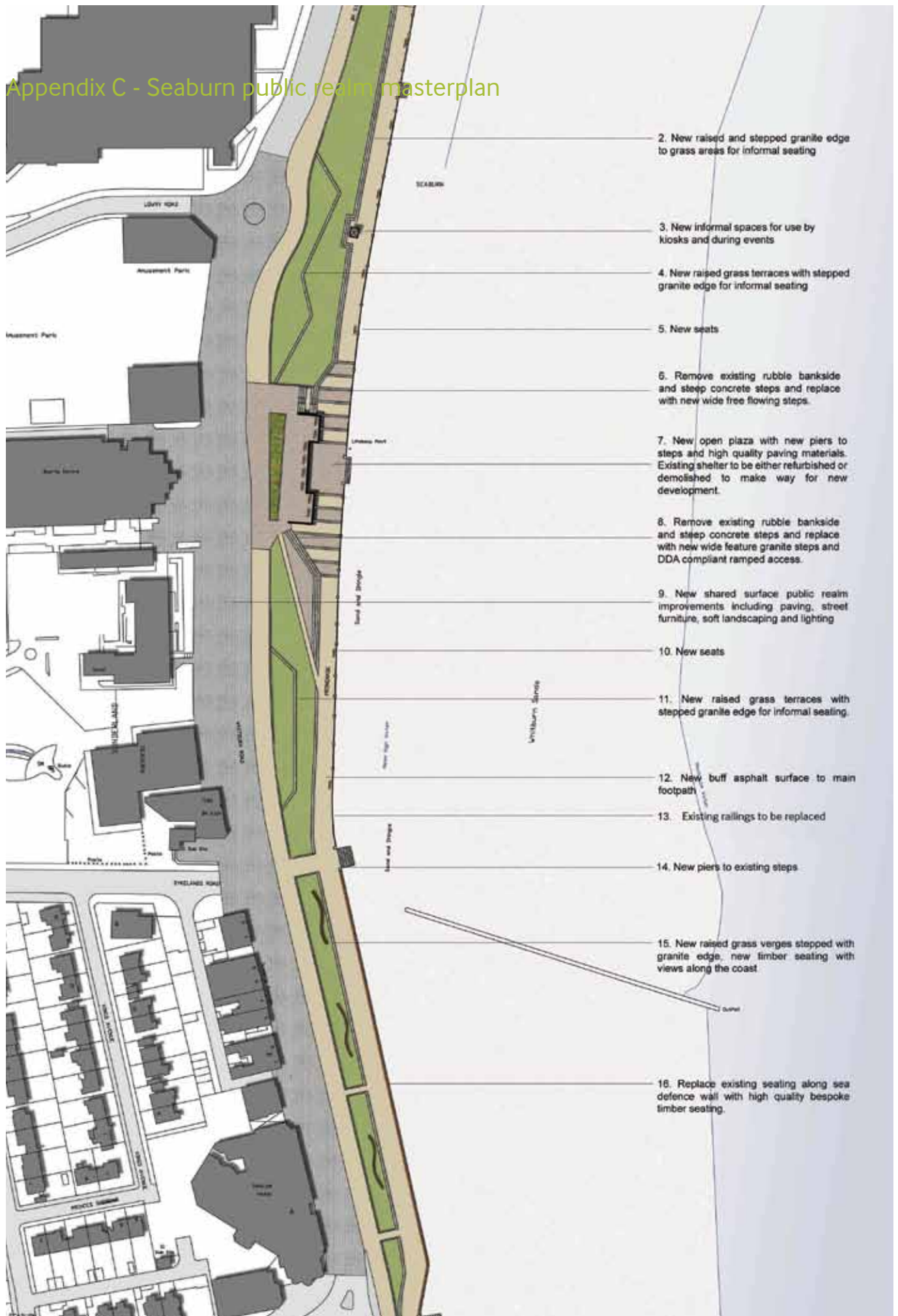
- Marine Walk Masterplan SPD (Sunderland City Council)
- A Guide to Preparing Design and Access Statements SPD (Sunderland City Council)
- The Validation of Planning Applications in Tyne and Wear
- Durham Biodiversity Action Plan (DBAP)  
[www.durhambiodiversity.org.uk](http://www.durhambiodiversity.org.uk)

### Other guidance

- Manual for Streets, DCLG & DFT
- Car Parking, What works where? (English Partnerships)
- Urban Design Compendium 1: Urban Design Principles (English Partnerships)
- Urban Design Compendium 2: Delivering Quality Places (English Partnerships)
- Design for Play: A guide to creating successful play spaces (Play England)
- Active Design (Sport England/CABE/DCMS/DH)



## Appendix C - Seaburn public realm masterplan



2. New raised and stepped granite edge to grass areas for informal seating

3. New informal spaces for use by kiosks and during events

4. New raised grass terraces with stepped granite edge for informal seating

5. New seats

6. Remove existing rubble bankside and steep concrete steps and replace with new wide free flowing steps.

7. New open plaza with new piers to steps and high quality paving materials. Existing shelter to be either refurbished or demolished to make way for new development.

8. Remove existing rubble bankside and steep concrete steps and replace with new wide feature granite steps and DDA compliant ramped access.

9. New shared surface public realm improvements including paving, street furniture, soft landscaping and lighting

10. New seats

11. New raised grass terraces with stepped granite edge for informal seating.

12. New buff asphalt surface to main footpath

13. Existing railings to be replaced

14. New piers to existing steps

15. New raised grass verges stepped with granite edge, new timber seating with views along the coast

16. Replace existing seating along sea defence wall with high quality bespoke timber seating.



For further details and copies in large print and other languages please contact:

Planning Implementation Team  
Office of the Chief Executive  
Civic Centre  
Sunderland  
SR2 7DN

Tel: (0191) 561 2439  
e-mail: [implementation@sunderland.gov.uk](mailto:implementation@sunderland.gov.uk)