



The Cedars Conservation Area

Character Appraisal and Management Strategy

PLANNING GUIDANCE

The Cedars Proposed Conservation Area

Character Appraisal and Management Strategy

Philip J. Barrett
Director of Development and Regeneration
Sunderland City Council
PO Box 102
Civic Centre
SR2 7DN

Tel: (0191)553 1515
Fax:(0191) 553 7893
e-mail: implementation@sunderland.gov.uk

February 2008

Contents

Contents	i
Background	ii
Introduction	1
Part 1: Character Appraisal	
Historical Development	6
Fundamental Character	9
Views and Vistas	13
Character Zones:	
Victorian Cedars	15
The Terraces	17
Backland Area	19
Current Issues & Possible Solutions	21
Part 2: Management Strategy	
Introduction	28
Management Objectives and Proposals:	
1. Designation of Conservation Area	29
2. Green Spaces and Landscape/Streetscape Features	31
3. Public Realm	34
4. Residential Character	35
5. Article 4(2) Directions	36
Summary of Proposals	42
Appendix	43
References	44

Background

Conservation Areas

Conservation Areas were introduced by the Civic Amenities Act 1967 and are defined as "areas of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance". Local authorities are obliged to determine which parts of their district are of special interest and declare them Conservation Areas. Designation is dependent on the overall quality and interest of an area, rather than individual buildings, although it is common for such areas to contain a number of Listed Buildings. There are currently 13 conservation areas in the City of Sunderland, ranging from City Centre areas to pre-conquest villages to the Victorian suburb of Ashbrooke and the coastal resort of Roker. Each conservation area has its own unique character and appearance. Designation as a conservation area has a number of implications. In all cases "special" consideration must be given to the impact that development would have on the character and appearance of the area. Importantly, it requires planning consent to be gained for the demolition of buildings within conservation areas and for certain types of development which are elsewhere classified as 'permitted development'. These generally cover various types of cladding, the insertion of dormer windows into roof slopes, the erection of satellite dishes and radio masts/antennae. Designation also brings extra controls over works to trees and requires all applications for planning consent to be advertised to the public widely via the local press and site notices.

Appraisal of Character

The protection of an area does not end with Conservation Area designation. The Government's Planning Policy Guidance note (PPG) 15 "Planning and the Historic Environment" urges Local Authorities to prepare detailed assessments of the special interest, character and appearance of their conservation areas. Local Authorities' performance in producing such character appraisals is currently monitored by 'Best Value Performance Indicator' (BV219). A character appraisal defines and analyses the special qualities and architectural and historic interest which warranted the conservation area designation. PPG 15 states that "the more clearly the special architectural or historic interest that justifies designation is defined and recorded, the sounder will be the basis for local plan policies and development control decisions, as well as for the formulation of proposals for the preservation and enhancement of the character or appearance of an area." Character appraisals should therefore provide a framework against which development proposals can be assessed for their appropriateness in the historic environment.

Management of Conservation Areas

Local Authorities are under a duty from time to time to "formulate and publish proposals for the preservation and enhancement of any parts of their area which are conservation areas" (Planning (Listed Buildings and Conservation Areas (LBCA)) Act 1990, s. 71). English Heritage guidance on the management of conservation areas advises that such proposals should take the form of a mid-to-long term strategy, setting objectives for addressing the issues and recommendations for actions arising from character appraisals, and identifying any further and more detailed work needed for their implementation.

The Cedars Conservation Area Character Appraisal and Management Strategy

This Character Appraisal and Management Strategy has been prepared in response to the guidance outlined above and, as such, discharges the Council's obligations and duties under the Planning (LBCA) Act 1990, as well as complying with English Heritage's recommendations. Following a formal consultation process the City Council will adopt the finalised document as formal planning guidance to the adopted City of Sunderland UDP and future LDF and will be a material consideration when considering applications for development within the conservation area.

Introduction

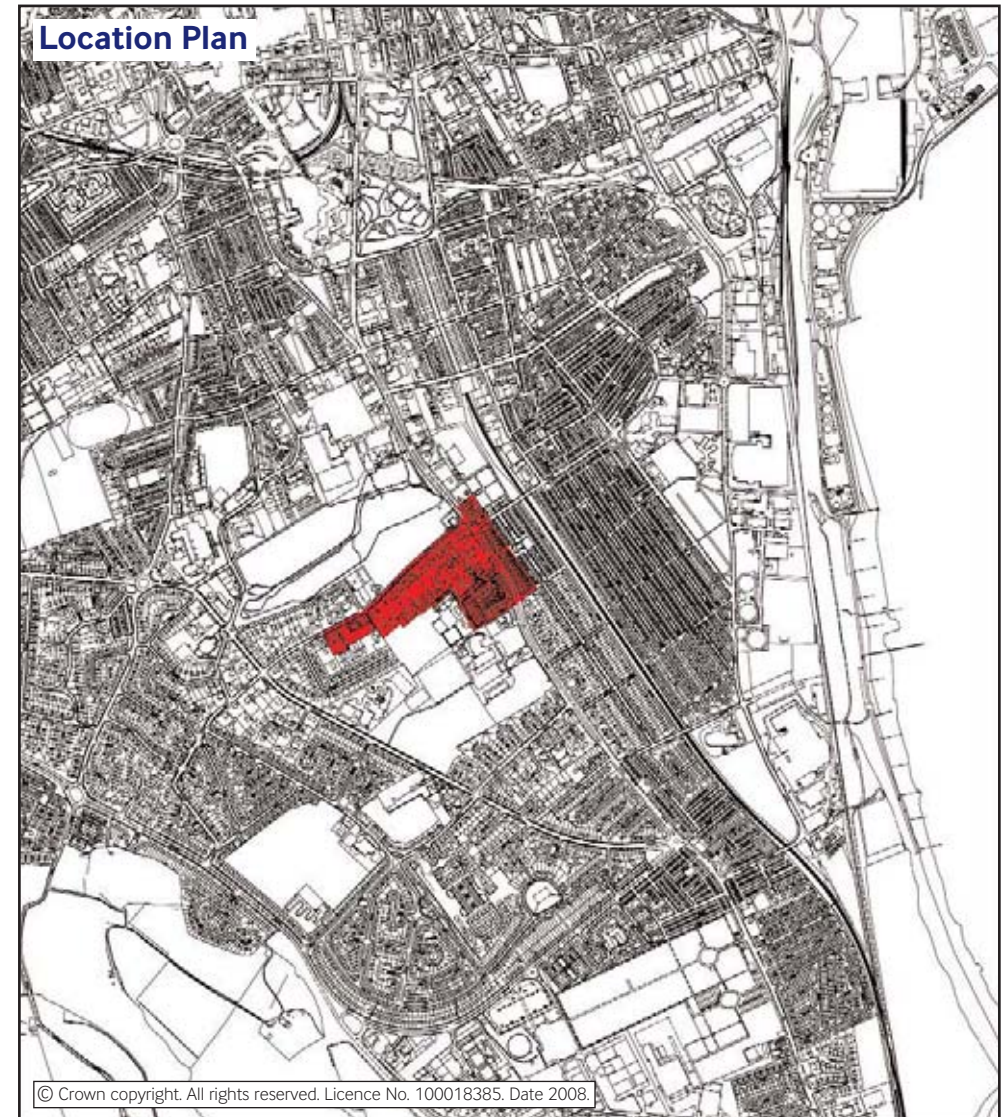
Sunderland City Council proposes that The Cedars and residential area to the south east be designated a Conservation Area in recognition of its special architectural and historic interest. In 1999 the North East Civic Trust produced a comprehensive study of the area for the council. At this time it was proposed that the Conservation Area would cover a larger area, including Belford House and grounds. Sadly, Belford House was lost to fire in 2006 which led to a re-consideration of the area and buildings to be included within the proposed Conservation Area.

Comprising predominantly mid-late Victorian/ Edwardian terraced houses and villas, the area is a leafy suburb featuring a range of villas and terraced houses that exhibit a high quality craftsmanship in timber and terracotta. Its planned nature continues to have a discernable influence on the area, despite modern infill development that deviates from the original layout.

This document combines an appraisal of the Conservation Area's character and appearance with management proposals for preserving and enhancing its special qualities. Part One, the Character Appraisal, identifies and assesses those characteristics and features that give the area its special architectural and historic interest and considers the current issues which threaten its architectural integrity and historic significance. Part Two of the document comprises a Management Strategy and contains a series of management objectives and proposals to address the issues raised in the Character Appraisal. This includes consideration of the resources needed, further work required and envisaged timescales to implement the management proposals.

Location

The Cedars is a mile to the south of Sunderland City Centre, flanked to the north by Backhouse Park and Ashbrooke Conservation Area, and to the east by Hendon, and the railway line. To the south lies South Moor school, formerly South Moor house and gardens.



Boundaries

The boundary of the proposed Conservation Area is an irregular, dog-leg shape that incorporates those parts of the area that contribute most significantly to its special architectural and historic interest. Bounded to the north-west edge by Backhouse Park and to the east by Rowlandson Terrace (two key access routes in/through the proposed Conservation Area and strongly defined boundaries), the southern limits are less clearly identified. Modern developments to the rear of The Cedars have been included due to their historic curtilage connections with the Conservation Area, despite a general lack of architectural merit and thus a lack of necessity for the added protection that Conservation Area status may convey. Despite its historic association within the area, the former Belford House site has been excluded as a consequence of its demolition due to an arson attack. The boundary includes those components of the area that contribute to its special historic and architectural interest and that are particularly worthy of protection and enhancement. A detailed appraisal and justification for the boundary is given on page 29.



Unitary Development Plan (UDP) Conservation Policies

Policy B4 of the City of Sunderland UDP, adopted by the council in 1998, states that: "All development within and adjacent to Conservation Areas will be required to preserve or enhance their character or appearance". Under this policy the council is obliged to prepare supplementary guidance in the form of character assessments for each of its conservation areas. These will identify features and characteristics that contribute to the areas' special interest, identify opportunities for enhancement and, where appropriate, establish design criteria for new development and restoration projects. The Cedars Conservation Area Character Study is one of a series of such assessments that will cover all the city's conservation areas.

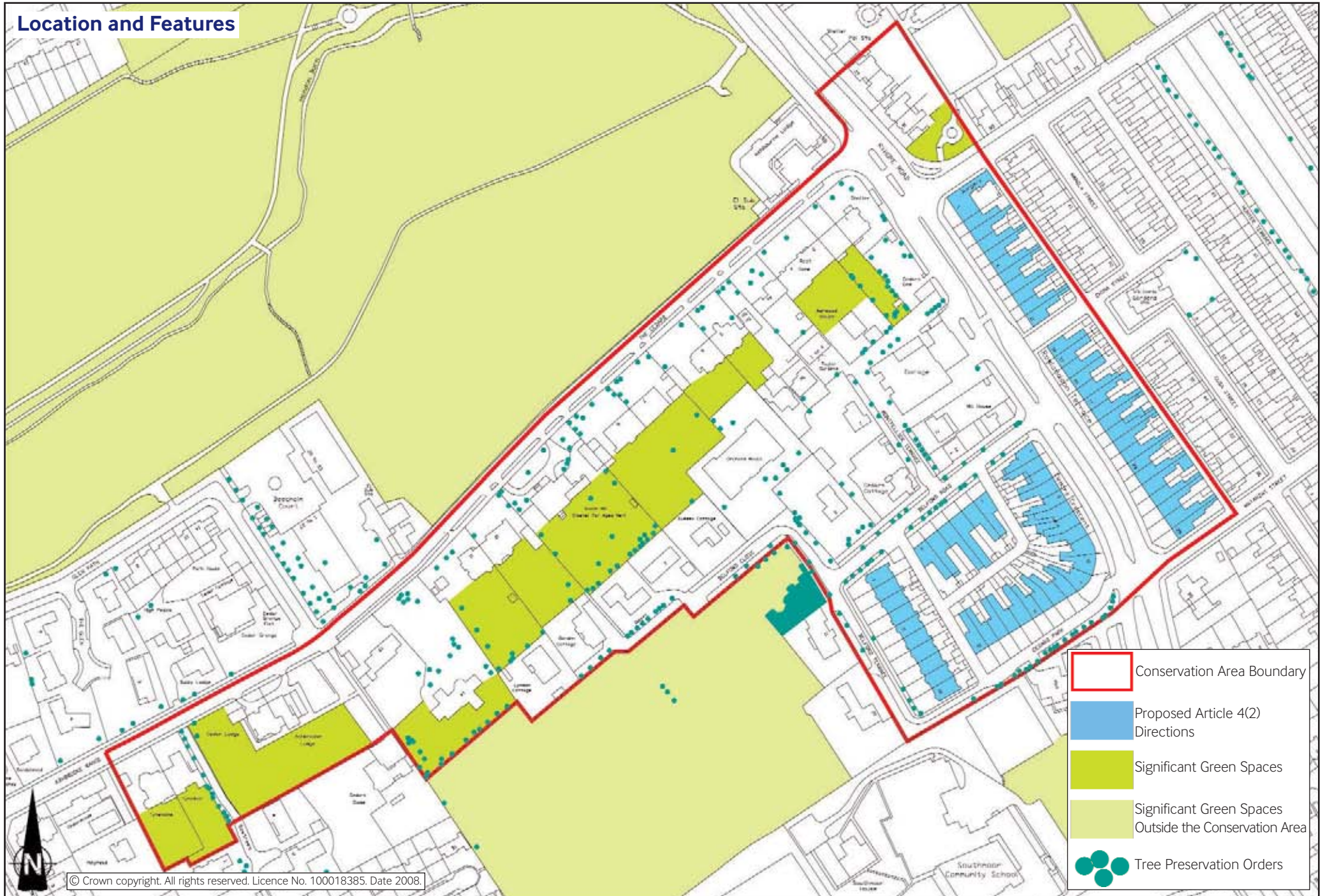
Conservation areas often include a number of listed buildings; unusually for Sunderland, the proposed Cedars Conservation Area does not currently include any.

In order to protect unlisted buildings from inappropriate alterations, the council can seek under policy B6 to make Article 4 Directions where considered appropriate, requiring planning permission to be gained for development which is normally 'permitted' in the case of dwellinghouses. The policy also encourages the retention of open spaces, historic street patterns and plot boundaries and for the council to exercise control over landscape features such as mature trees. Tree Preservation Orders (TPOs) are a good example of this; they ensure that the consent of the council must be obtained before trees can be cut down, topped or lopped.

However, within The Cedars Proposed Conservation Area the gradual loss of features, both architectural and natural, the impact of signage on historic buildings and the effects of new development gives cause for concern and raises the issue as to whether further measures should be introduced that would better protect and enhance the Conservation Area. To this end, the Management Strategy in part 2 of the document expands upon existing UDP policy to give clearer guidance on issues of particular importance to The Cedars. This includes a proposal for an Article 4 Direction on the terraces.

All UDP policies relating to Conservation Areas and Listed Buildings are reproduced in full in the appendix to this study.

Location and Features

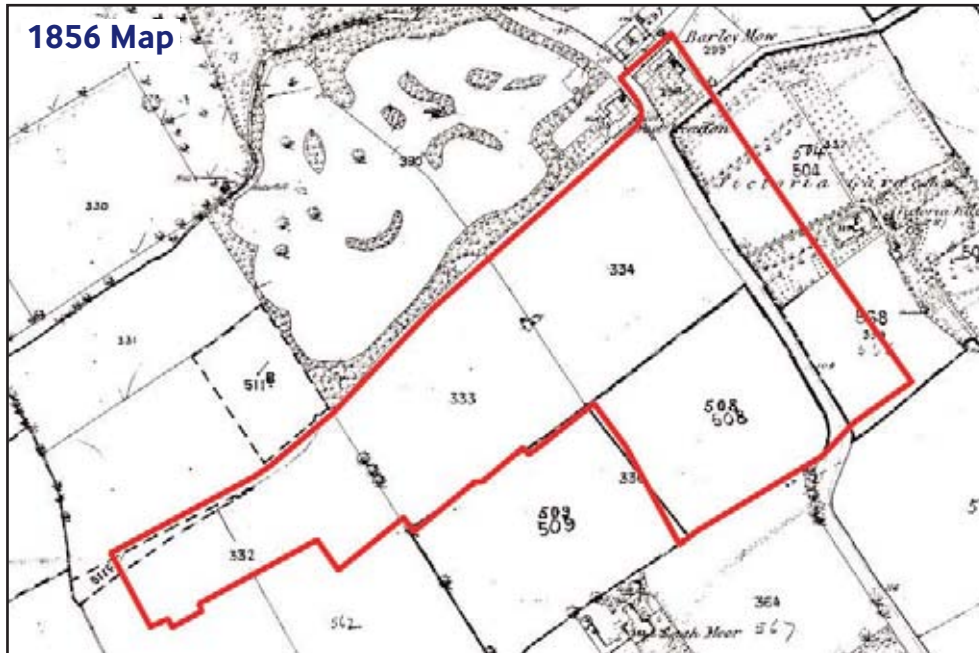


© Crown copyright. All rights reserved. Licence No. 100018385. Date 2008.

A photograph of a residential street scene. In the foreground, a brick wall with a decorative top edge runs across the bottom. Behind the wall, a paved street is visible with several cars parked. In the background, there are multi-story brick houses with white window frames and a chimney. Large trees with green and yellowing leaves are scattered throughout the scene, partially obscuring the buildings. The lighting suggests a bright, sunny day.

Part 1 Character Appraisal

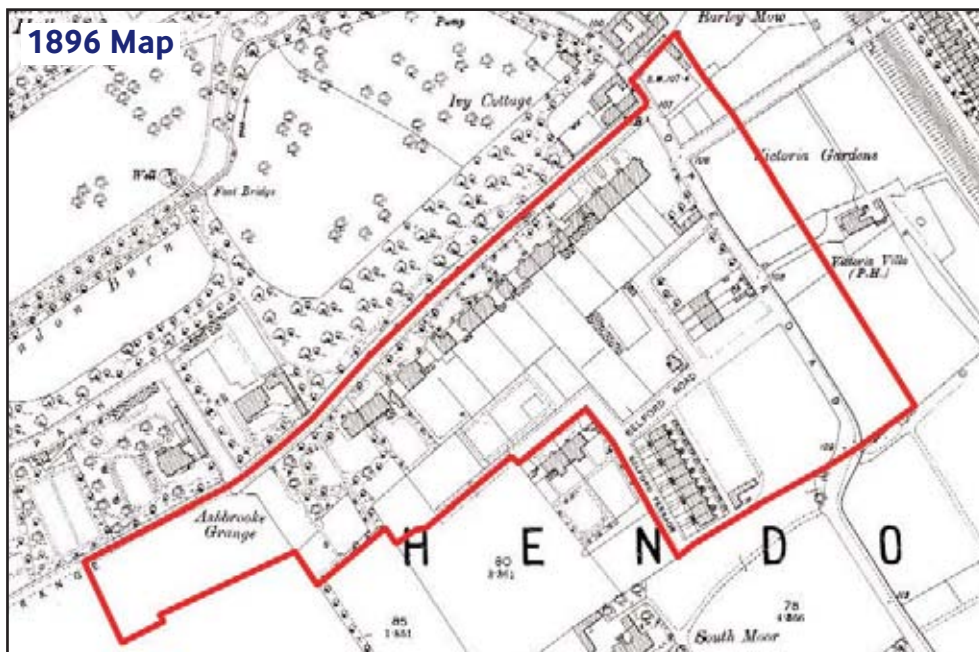
Historical Development



The earliest evidence of development in this area is the medieval turnpike from Sunderland - the Ryhope Road - referred to in the Corder Manuscripts. Villette Road and The Cedars are also thought to have existed in track form prior to the area's development. The extent of the Conservation Area is delimited by the former boundaries of three enclosed fields (in evidence on the 1st edition OS); early development of the area was clearly influenced by the previous agricultural land use and associated field boundaries.

It would appear from historic maps of the area that the land developed as The Cedars was originally part of the estate of South Moor House, now in the grounds of South Moor School.

Sunderland's major high-density residential expansion in the 1870s-1890s extended to both Hendon and Ashbrooke - areas that flank The Cedars to the north and east - yet largely failed to reach The Cedars. The area remained semi-rustic in nature, with occasional villas, often set in large landscaped grounds. This is thought to be due to the area's physical separation by the railway and the dene in what is now Backhouse Park. The majority of development in The Cedars Conservation Area occurred in the mid-late Victorian (although as noted not with the same intensity as surrounding areas) and Edwardian periods. Clear patterns of development are still evident in the plan form of the area, with planned phases of developments and 'themed' streets and terraces.



Mid-Late Victorian Development

The Cedars, Belford House, Belford Terrace and Belford Road were all laid out in this period. Belford House was originally built as a pair of semi-detached houses for Alderman Coates and formed a focal point to the community and the area's development. Sadly, Belford House was recently lost to fire and the site is now subject to redevelopment. The Cedars, a series of detached/semi-detached properties are likely to have been built to a single plan, possibly by a speculative builder, around 1860.

The site on which the petrol station is now located was formerly of residential status - with three large, late 19th century houses 1-3 Montpelier Terrace, that were demolished c.1960/early 1970s.

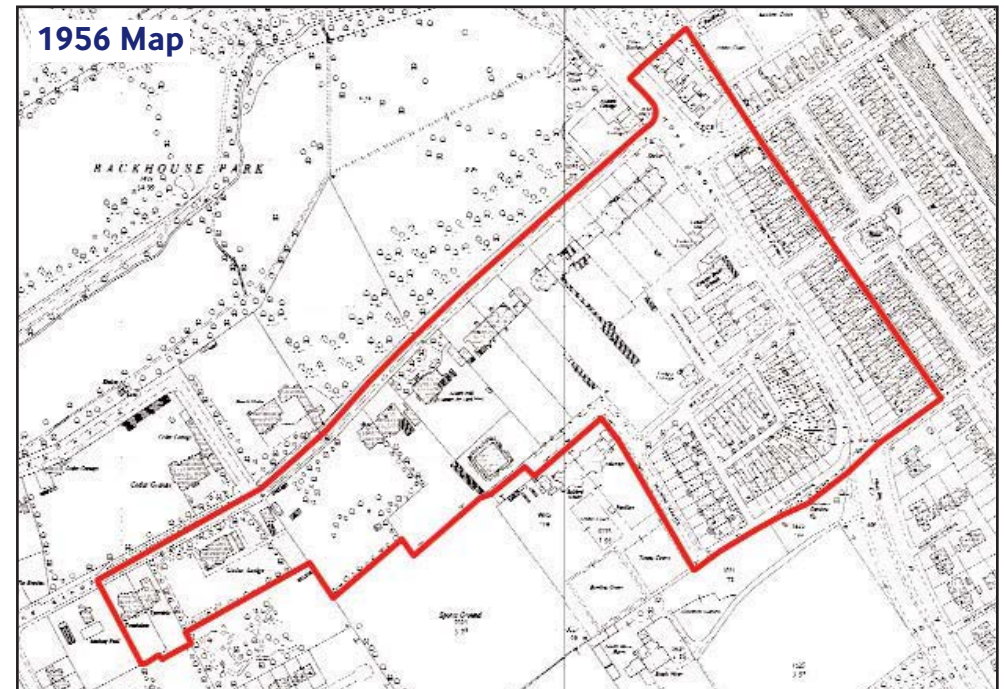
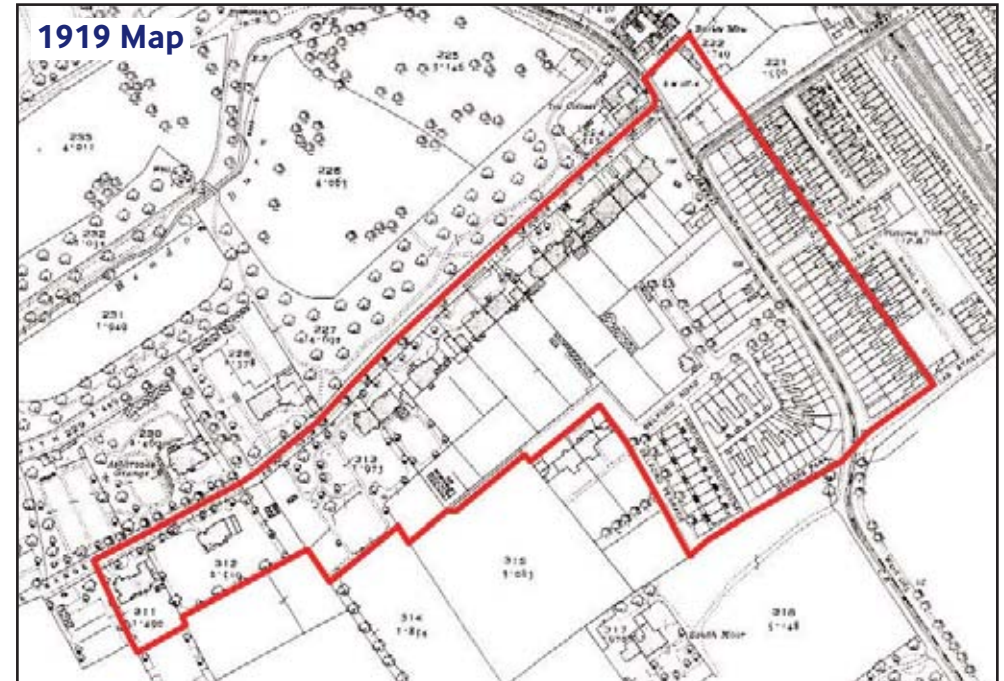
Edwardian Development

By 1918 the second major phase of the Conservation Area's development was in place, including Ashbrooke Range (an extension of The Cedars), Rowlandson Terrace, Cedars Park and Cedars Crescent. This phase led to a dramatic change in the pattern of development, increasing housing density with the introduction of highly decorative Edwardian terraces. These terraces were planned by various architects, probably including the locally prominent William and Thomas R Milburn (particularly noted for their design for the Empire Theatre, Bishopwearmouth Conservation Area); these may well be particularly fine examples of their residential work.

The 20th Century

By this time, along with the dualling of the road, trams were also running along Ryhope Road, making the area an attractive and accessible residential location. During this period alteration works were undertaken to older properties, particularly those on The Cedars - adding garages and extensions to the rear of the properties. The addition of garages, in particular, is likely to have associations with the expansion of the Ryhope Road. Householders on Rowlandson Terrace were paid compensation and lost a significant portion of their front gardens.

Most of the more recent development in the Conservation Area has occurred within the historic curtilages of the properties on The Cedars, utilising the long gardens to the rear of the houses. This development is of late C20th/early C21st origin and of a very different character to the remainder of the Conservation Area.



Fundamental Character

The fundamental character of The Cedars Conservation Area is derived from the combination of high quality mid-late Victorian and Edwardian terraces and large villas, set in a mature arboreal landscape. Many properties in the area also benefit from views into Backhouse Park (outside the Conservation Area), a mature park containing Hendon Dene (also known as the Ash Brook). The majority of development in this area was of a planned and frequently themed nature, and displays exciting detailing that significantly sets the area apart from the more mundane workers' terraces of the Hendon area. Key aspects of its character are the sense of enclosure, privacy and maturity that are heavily influenced by both the planned nature of the development and its associated greenery.



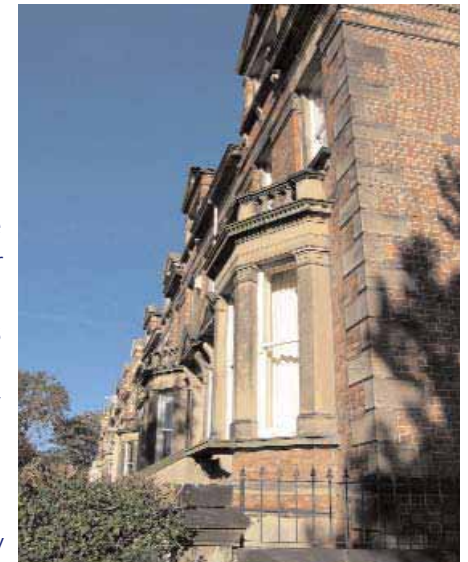
Layout

As the area was laid out in two phases of planned development it is of a fairly formal nature, bounded to the north by Backhouse Park, along the south side of which runs The Cedars. Perpendicular to this is Ryhope Road - in existence long before the area was developed. Initial development centred on The Cedars, with the subsequent creation of the Edwardian Terraces and semis to the south and west. Recent development has occurred in the backlands to the original development along The Cedars, within historic curtilages of those properties.

The terraces have uniform patterns of grain and footprint, while properties on The Cedars are less uniform, although many were originally of broadly similar footprint sizes.

Built form

The scale and massing of properties in the area is relatively uniform, particularly amongst the terraces. Along The Cedars and Ashbrooke Range properties are varied in heights, styles and layout, yet avoid appearing disjointed by use of similar materials, forms and proportions. The Edwardian terraces follow a typical form for their time, often with three storeys (one an attic with dormer window), although Belford Terrace has four storeys due to its additional basement level. Victorian development in the area is generally of a relatively imposing scale, particularly where there is significant horizontal massing, as in Belford terrace. The Edwardian semi-detached developments are at a more typically 2-storey planned domestic scale.



Above, the visual impact of scale and massing in terraced properties, Belford Terrace

Building materials

All properties in the Conservation Area, regardless of size or style, are built predominantly of warm red brick, with Welsh slate roofs. Victorian buildings typically have sandstone dressings and some Edwardian terraces feature swag frieze and decorated terracotta cor-nicing. Boundary walls tend to be of the same warm red brick as the houses, while others are of sandstone rubble. A key building material of the area is timber, which is used to create intricate and high quality detailing on bay windows and door surrounds a legacy of the timber import business of the Port, serving the shipbuilding tradition..



Example of red brick properties with sandstone dressing



Terracotta tile hung front elevation

Architectural style

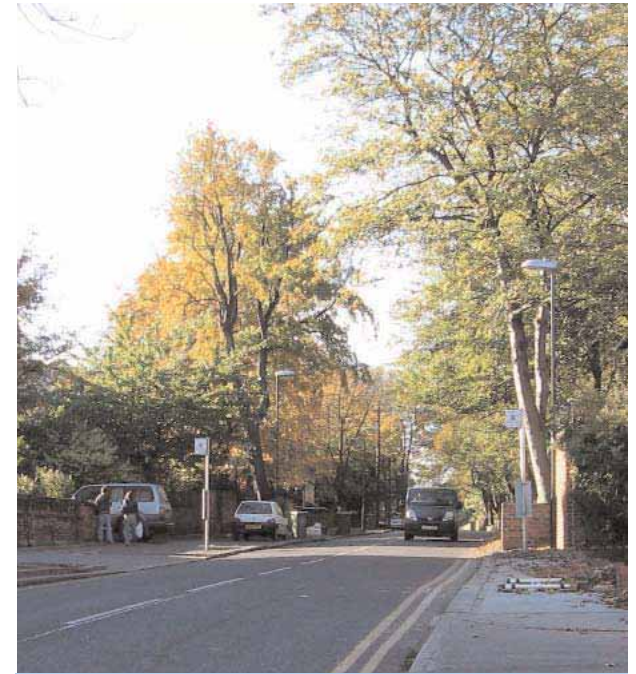
The older properties, from which the Conservation Area derives the bulk of its character, are late Victorian/Edwardian villas and Edwardian terraces. Belford Terrace and much of The Cedars follow a grand and ornate classical theme. Some of these villas were built in a distinctive Italianate style (for example South Hill, 9 The Cedars). Particularly evident in the Edwardian semis is an Arts & Crafts influence, showcased in the form of a stained glass Rennie Mackintosh rose in a stairwell window.



Landscape

The slightly elevated position of the Conservation Area relative to the steep valley of the dene in Backhouse Park and the eastern slope of the city down to the sea affords views north into the park, and Ashbrooke beyond. Views eastward, out to sea may also be enjoyed. The Conservation Area itself is broadly built upon a flat piece of land, although one or two streets are gently sloping. The gentle topography of the Conservation Area plays a key role in the uniformity of the terraces, ensuring a consistent roofline along many of the longer streets, such as Rowlandson Terrace.

Open space plays a significant role in The Cedars, through a combination of private spaces within the Conservation Area and the influence of those adjacent - such as Backhouse Park. These open spaces are generally heavy with mature trees and shrubbery and provide intense greenery throughout the area. Street trees contribute greatly to the area's landscape and essential leafy character, although it is a real shame that grass verges have been removed and replaced with hard surfaces due to the maintenance issues arising as a result of cars parking along the roadsides.



Mature trees along The Cedars.

Usage

The Cedars Conservation Area was planned solely as a residential area, and remains predominantly so today, albeit with some sub-division of larger properties. Other larger properties have been converted for commercial uses, such as South Hill College, Cedar House, and 6 The Cedars (now a nursery). There is also a petrol station in the area on land that was formerly residential; this patently commercial use bears no relationship to its surroundings and is at odds with the rest of the Conservation Area, presenting an undesirable frontage to Ryhope Road, a major arterial route into the city centre.

Summary box

Fundamental Character of The Cedars Conservation Area comprises:

- ❖ Leafy, residential area
- ❖ Planned development with themed terraces and villas
- ❖ High quality craftsmanship, influenced by Arts and Crafts style, creating magnificent detailing
- ❖ Classical themed Victorian architecture, at times ornate
- ❖ Exceptional retention of the integrity of historic features
- ❖ Strong horizontal massing, balanced by a dominant vertical emphasis
- ❖ Abundance of mature street trees creating strong sense of enclosure

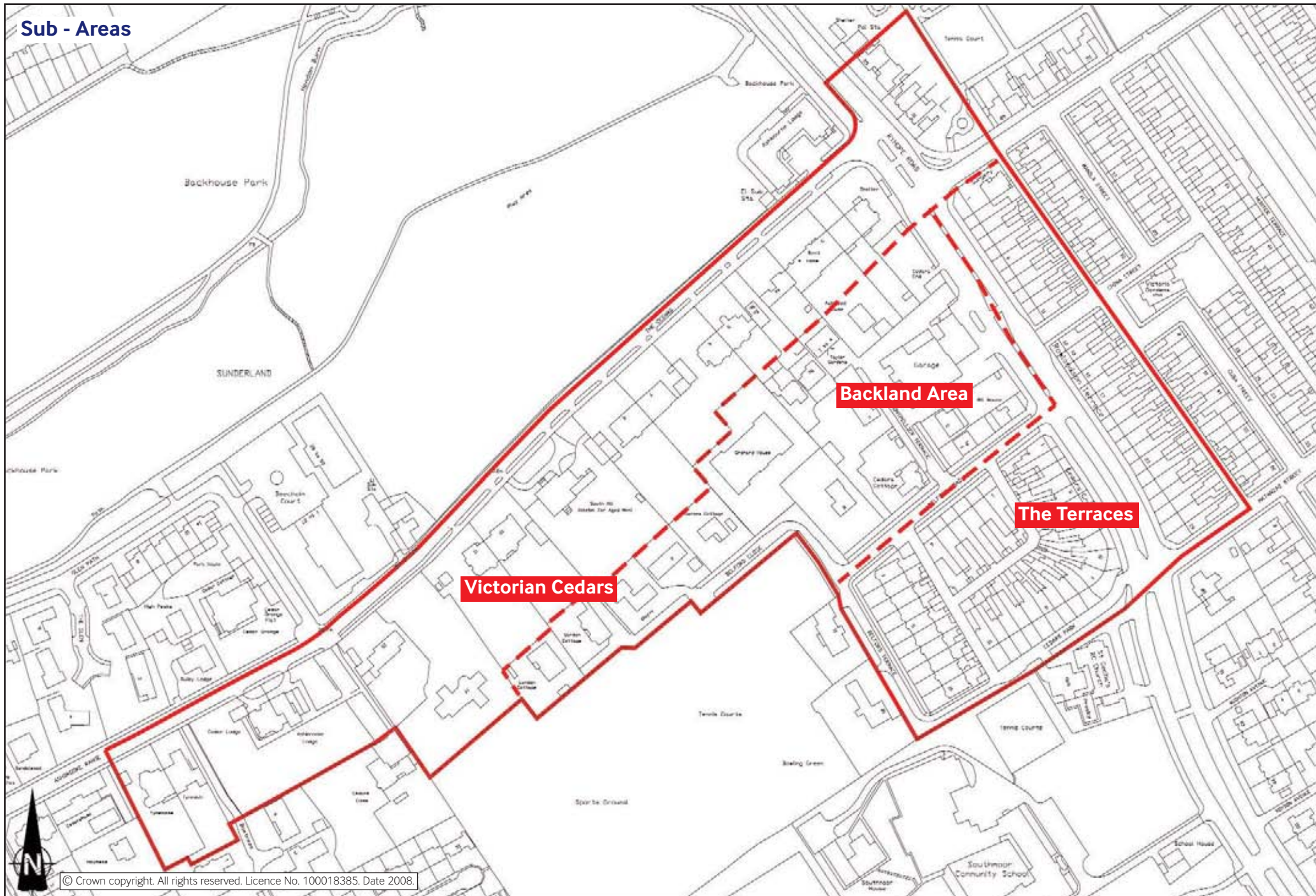
All of the above combine to give a high degree of local distinctiveness

Key components of character (i.e. sub-areas)

For the purposes of a more detailed study of its character, the Conservation Area is divided into 3 sub-categories that take the form of areas of broadly similar character (influenced in this case predominantly by building type), which combine to create the special character of the Conservation Area as a whole. There is, firstly, also a section devoted to Landmarks, Views and Vistas.

The three sub-areas are 'Victorian Cedars' which covers The Cedars, 25-31 Ryhope Road, the arched entrance to Barley Mow Park and Ashbrooke Road; 'The Terraces', covering Cedars Crescent, Cedars Park, Rowlandson Terrace, Belford Road and Belford Terrace; and the 'Backland Area' which contains Montpellier Terrace and infill development within historic curtilages.

Sub - Areas



© Crown copyright. All rights reserved. Licence No. 100018385. Date 2008.

Landmarks Views and Vistas

Landmarks

The Conservation Area is not endowed with obvious landmark features. There are no churches/spires to dominate the skyline or large properties that have a striking impact or stand out as being exceptionally different from their surrounding environs. The planned nature of the area results in a lack of earlier properties around which development has occurred and a level of uniformity to properties. That said, on approaching the conservation area from the north no.1 The Cedars has a prominent presence at the junction of The Cedars/Ryhope Road and could be argued to have certain landmark qualities.

The triumphal arched entrance to Barley Mow Park on the corner of Ryhope Road and Villette Road is also something of a landmark, and is located at a key gateway into the conservation area. Laid out in the 1920s the corner of the park included in the conservation area features a formal garden. The arch itself is partly built of materials from Ford Hall, Bishopwearmouth, and features dark red brick, and stone, brick and tile detailing.



The arched entrance to Barley Mow Park



Formal garden, Barley Mow Park

Views

Views into and out of conservation areas help to locate them and indicate their significance within the wider landscape setting and add to their special character. Of particular interest in The Cedars are views to the North Sea, and across Backhouse Park.



Towards Ashbrooke Conservation Area through Backhouse Park



Sea view from the junction of The Cedars and Ryhope Road

Vistas

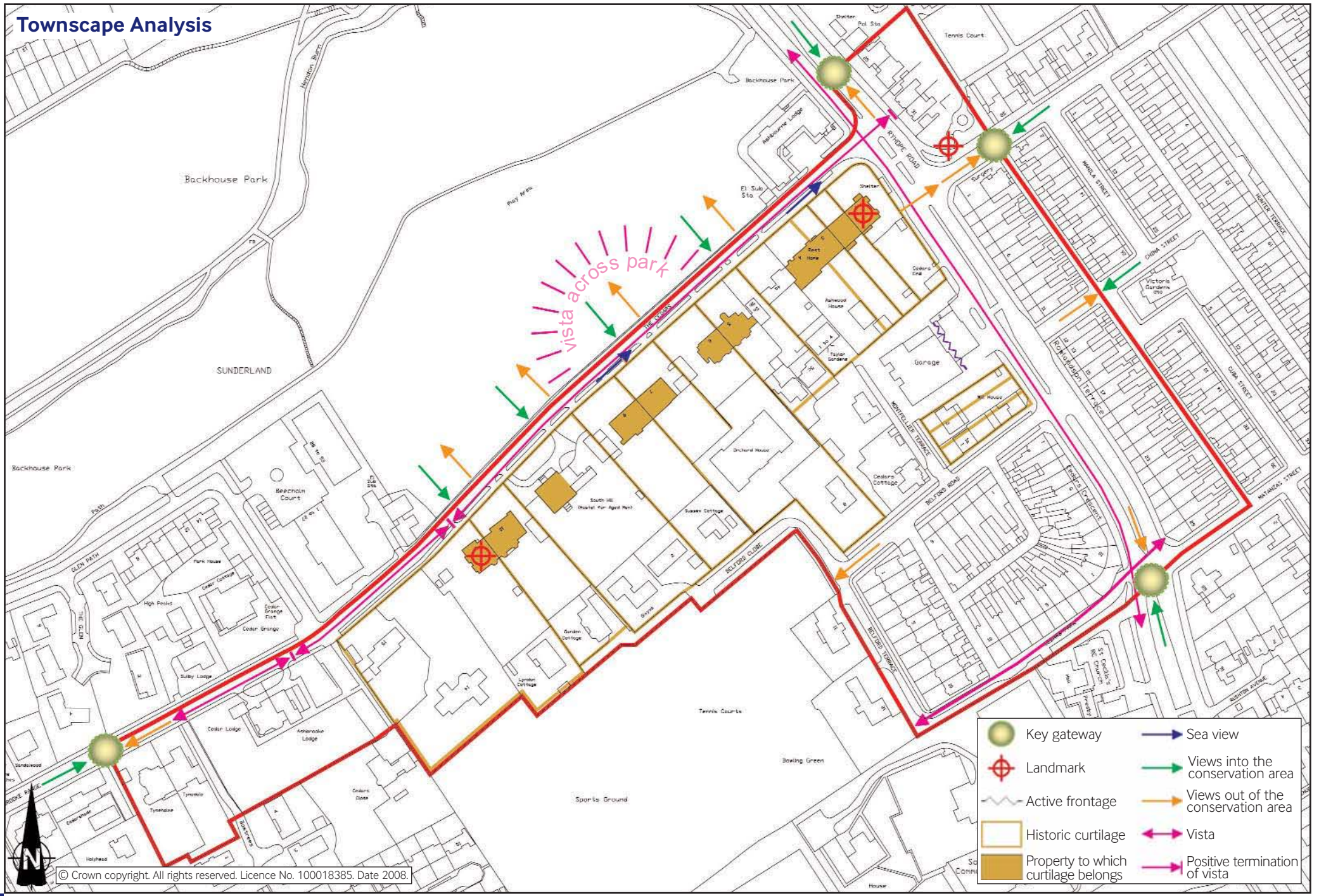
Vistas of terraces in The Cedars Conservation Area derive much of their character from their bulk horizontality, combined with strong vertical emphasis. These vistas, particularly when viewed from an oblique angle, display a rhythm and regularity that makes them highly interesting.



Along The Cedars vistas take a quite different character - influenced by the level of greenery and a building line that is set back some way from the road, vistas provide glimpses of properties between the trees, contrasting with the sweeping vistas of the terraces.



Townscape Analysis



- Key gateway
- Landmark
- Sea view
- Views into the conservation area
- Views out of the conservation area
- Vista
- Positive termination of vista
- Historic curtilage
- Property to which curtilage belongs
- Active frontage

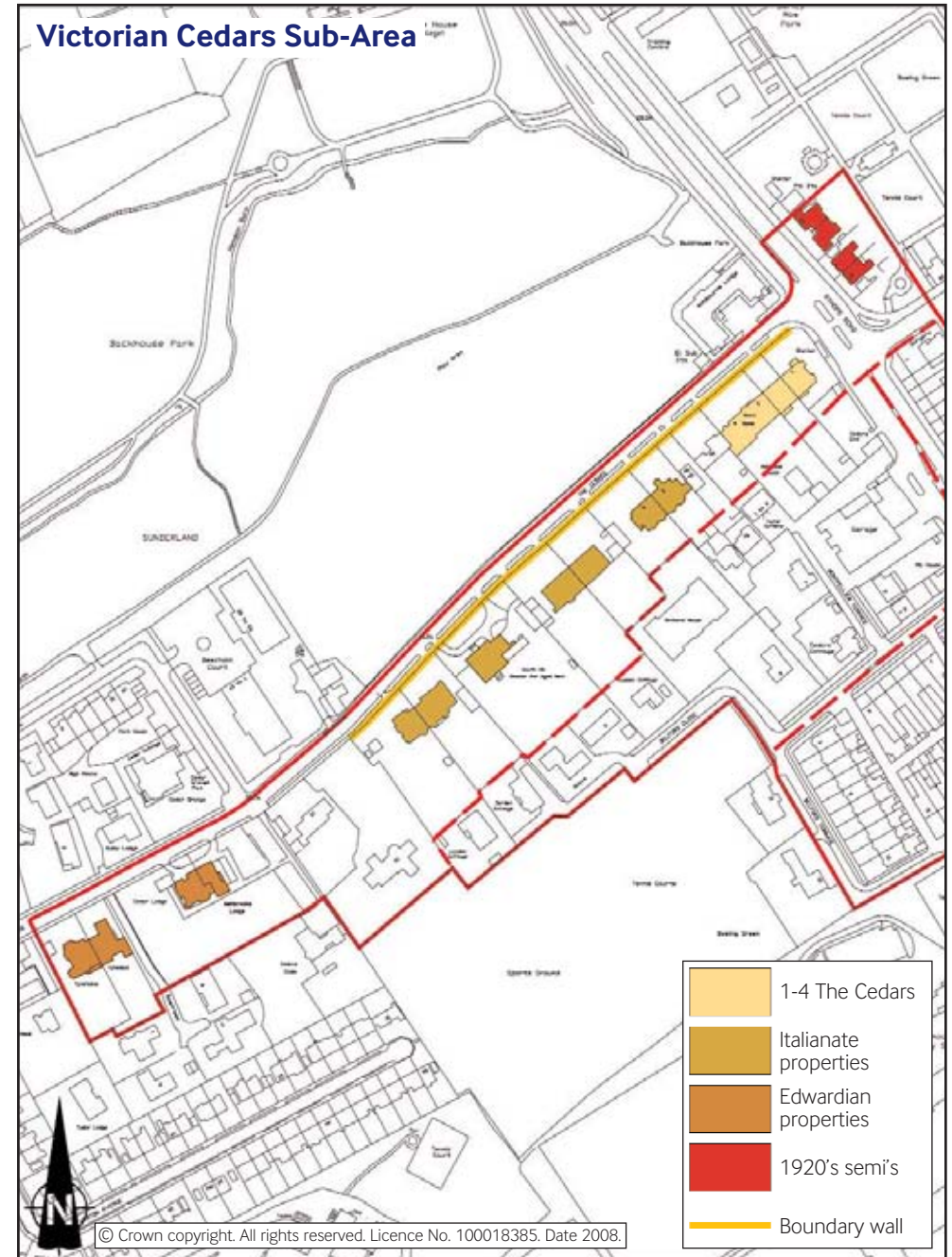
© Crown copyright. All rights reserved. Licence No. 100018385. Date 2008.

Victorian Cedars

The character of this part of the Conservation Area is heavily influenced by the privacy and seclusion provided by mature trees lining the wide avenues of The Cedars and Ashbrooke Range. The sub-area comprises a series of properties which, although part of a planned development, display a variety of heights, features, detailing and layout. This range of components is unified by the strong townscape value of the red brick boundary wall and well-informed classical architectural themes with timber sliding sashes, dormers, bays, oriels, and impressive doorways/porches. Open space, albeit private and detached from the public realm, makes a significant contribution to the character of this sub-area and to the Conservation Area as a whole. This is particularly apparent from aerial photographs.

Key Characteristics of the Victorian Cedars sub-area

- ❖ Imposing and impressive villas set within large grounds
- ❖ Wide tree lined avenue
- ❖ Views into Backhouse Park
- ❖ Planned development
- ❖ Range of building styles and sizes
- ❖ Unifying boundary wall
- ❖ Tranquil formal garden at entrance to Barley Mow Park
- ❖ Sense of space and openness of public realm contrasts with privacy and seclusion of private realm
- ❖ Predominantly residential



1-4 the Cedars



1 The Cedars



1-4 The Cedars

1-4 The Cedars

1-4 The Cedars is a short, substantial terrace, with three storeys and three bays to each property. Their scale and massing makes them a particularly prominent element of The Cedars and are thus of great townscape value. Although some detailing has been lost, number 1 (above left) boasts a large, two-storey porch with a mixture of Baroque and Italianate features, including 'bullseye' windows, a pierced parapet and a more locally influenced stag motif. Few original windows have been retained, with a variety of uPVC windows inserted in their place, which detract from the grand and imposing character of this terrace. Numbers 1 and 2 have recently been converted into twelve residential apartments.

Italianate Properties



South Hill College



Cedars End



The Conservation Area boasts several Italianate properties; South Hill (9, The Cedars) is a particularly fine example. Architecturally impressive, with a large Tuscan porch, it was designed as a symmetrical detached house (the only detached property in the street) and has since been added to with a number of relatively sympathetic extensions, although these have detracted from the original symmetry of the property. Cedars End (11 The Cedars), a semi-detached property, displays Italianate features, such as its porch, and polite architecture in the form of a three storey tower reminiscent of nearby Langham Tower.

Boundary Wall

Of immense townscape value, this magnificent brick wall runs almost the entire length of the properties on The Cedars, creating a sense of unified development across a range of building styles. Of the same warm red brick as many of the houses, the wall is a highly attractive feature of the street, and is characterised by its complex detailing and heavy stone coping. Some properties have retained gate piers with decorative pier caps, such as Cedars End below.



Early 20th Century Semis (Ashbrooke Range and Ryhope Road)



Tynedale



Tyneholme



Ashbrooke Lodge/Cedars Lodge

Tynedale and Tyneholme make up an asymmetric Edwardian semi that may have been built as one dwelling. Designed in the arts and crafts style with terracotta tile hung walls and featuring a stained glass Rennie Mackintosh rose in the stairwell window, the property contributes significantly to the special character of the area. Similarly unconventional are Ashbrooke Lodge and Cedar Lodge, with 'fantastical' terracotta dragons perched on the roof.

Two excellent 1920s semis (right) to Ryhope Road are also included in the Conservation Area note the pitched garages with timber doors and arched entrance porches.



The Terraces

This sub-area comprises the grand houses of Belford Terrace and 55 houses in a series of four planned terraces that make a strong statement in terms of rhythm, detail and unity. Edwardian properties in Rowlandson Terrace, Cedars Crescent, Cedars Park and Belford Road are notable for displaying the same impressive range of timber features, including fine panelled doors, delicately carved door canopies and decorative sash windows. The level of craftsmanship in such features is of the highest quality and unique to these terraces, making them highly distinctive. The terraces lend the entire Conservation Area a sense of style and individuality that set it apart from the surrounding environs. The architectural details of the terraces are a significant feature of the special character of the Conservation Area.

Key Characteristics of the Terraces sub-area:

- ❖ Ornate detailing in sandstone, timberwork or terracotta
- ❖ High quality craftsmanship
- ❖ Impressive retention of historic features
- ❖ High uniformity and rhythm throughout the terraces
- ❖ These distinctive terraces appear to be unique to the area
- ❖ Planned development



Belford Terrace



The oldest of the terraces, these Victorian properties have a dominant presence. Grand, classical and ornate, the houses are laid out in a traditional 'handed pair' arrangement, with the end pairs brought slightly forward to create a pavilion effect. Unlike other terraces in the area, they are highly decorated with stone dressings, including quoins, pediments, strings and parapets. The terrace also has a Welsh slate mansard (double-slope) roof, unique in the area.

Rowlandson Terrace/Cedars Park/Cedars Crescent/Belford House



Two-storey terraces with attic dormers and a strong vertical emphasis, these terraces are heavily decorated and embellished and are remarkable in their grandiosity. Rowlandson Terrace benefits from a high level of uniformity as a result of almost consistently white-painted timberwork. The other terraces in the area are built to identical designs, although some lack dormers and some have been painted bright colours such as those on Belford Road. This helps to define their character as slightly distinct from other streets, but is not desirable on longer terraces, such as Rowlandson. Part Two of this document proposes the making of an Article 4(2) Direction in order to bring this under control.

Timberwork detailing

Doors



Windows



The classical Baroque-style timberwork is of an extremely high quality and gives the terraces a highly distinctive character. Doors are framed by brick panels with curved fluted brackets above decorative terracotta tiles and intricate pedimented porches. The majority of windows are double height bays with slender sliding sashes and highly decorated stained glass transom windows to the top.

Dormers



Terracotta detailing



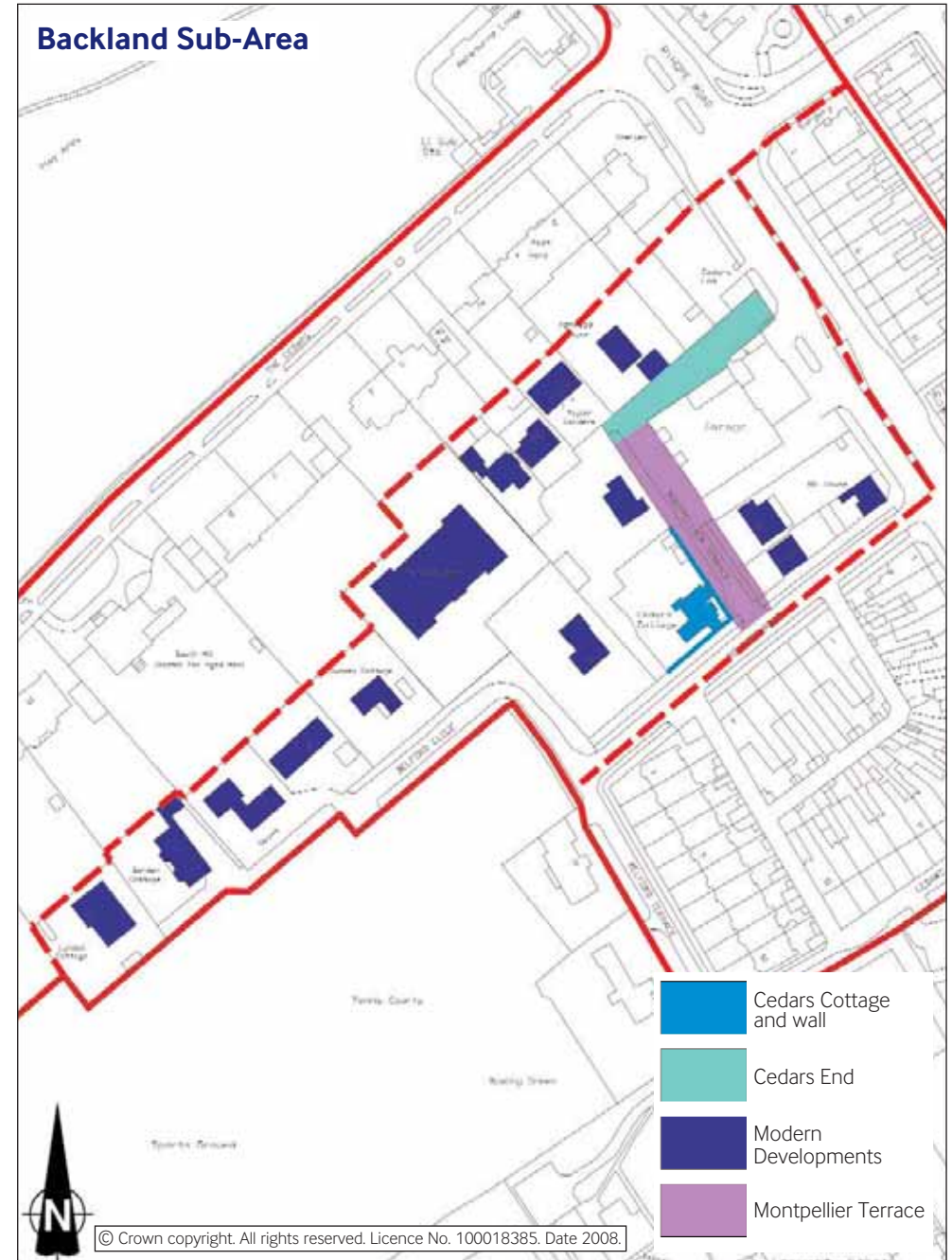
Timber and tile hung dormers are original features of the terraces, with a finial on top that reflects those within the porches. Original windows in the dormers are small sliding sashes, often leaded. Cedars Crescent and Cedars Park in particular have terracotta swag friezes beneath the eaves.

Backland area

This sub-area has been formed as the result of infill development in the grounds to the rear of houses along The Cedars. A large petrol station forecourt and a number of modern houses detract from the overall special character of the area. Unadopted Montpellier Terrace is untidy and fails to make a positive contribution to the Conservation Area; despite its status as the main access for a number of properties it is more reminiscent of a rear lane. Cedars Cottage is the only property of historical interest in this sub-area, and its boundary wall makes a positive townscape statement, defining the southern edge of the sub-area while also connecting it to the character and townscape of the rest of the Conservation Area. The streets here were laid out during the early development of the area, but the majority of properties were built much later (1970s onwards), resulting in an unplanned, disordered collection of properties that have little or no relationship with the grain and layout of the remainder of the Conservation Area.

Key Characteristics of the Backland sub-area

- ❖ Modern infill backland development
- ❖ Unadopted roads add character but can appear untidy
- ❖ Positive townscape value of Cedars Cottage boundary wall
- ❖ Historic access to the rear of 1-4 The Cedars
- ❖ Commercial interest in the form of Cedars Garage



Cedars Cottage and boundary wall

Formerly known as Richardson's Lodge, this gabled house with white render and slate roof makes a positive contribution to the Conservation Area, largely by virtue of its high quality boundary wall with detailed door case and gate piers - this wall bears strong physical and historical connections with the wall along The Cedars. Planned as the gardener's cottage for The Cedars, the property is now disconnected from The Cedars by a number of modern infill houses.



Modern developments

From the 1970s onwards there has been a significant amount of fairly unsympathetic infill development to the rear of The Cedars around Montpellier Terrace. These properties sit in the heart of the Conservation Area, yet display no unity in terms of mass, height, form or style - amongst themselves or with the surrounding historic development. There are a number of bungalows built in the rear garden spaces to The Cedars; while these do not contribute to the essential character of the Conservation Area, they are largely high quality properties that are subservient in height to the older properties and are, broadly speaking, set in historically separate plots.



Cedars Garage

Despite its close proximity to the formality of Rowlandson Terrace, Cedars Crescent and the return elevation of 1 The Cedars, the garage forecourt bears no resemblance to the scale, massing or building line of the rest of the planned development. Low buildings and a large area of hardstanding interrupts the otherwise exceptional street scene and fails to make a positive townscape contribution. The large illuminated signage board also strikes a discordant note.

Cedars End

Originally a rear access to The Cedars and known as Cedars End, this unadopted road is used by pedestrians as a link between Ryhope Road and Montpellier Terrace. It is in a state of some disrepair and may benefit from enhancement works.



Montpellier Terrace

This road was originally laid out as a rear access in conjunction with the development of The Cedars. It remains unadopted and in poor condition, with the exception of the entrance which has a series of attractive stone setts. There is no regular building line to unite the road or give it a linear form and two unsightly metal containers flank it to the rear of Cedars Garage.



Townscape value

While this sub-area is not of obvious historical merit, it is nonetheless situated at the heart of the Conservation Area and as such has clear historical and townscape connections with the rest of the area. Views of the Victorian development can still be had along Montpellier Terrace (see above), and some of the modern development in this area falls within historical curtilages of The Cedars. The sub-area also maintains some of the mature green cover found in the rest of the Conservation Area.

Current Issues and Possible Solutions

The historic and architectural interest and integrity of The Cedars Conservation Area is potentially at risk of degradation through, for example, the unsympathetic alteration of residential properties. As with most attractive historic locations, the Conservation Area is seen as a desirable place to live and in which to develop property, giving rise to potential development pressure. The protection of mature trees and open spaces in the Conservation Area is a particularly important issue, given their contribution to its fundamental character. There are, however, a range of possible options to address these issues: these are outlined below. The Management Strategy in Part Two of this document considers in more detail many of the following issues and establishes a series of objectives and proposals for the future management of the Conservation Area.

Boundary of Conservation Area

Issues:

- ❖ The adopted Sunderland Unitary Development Plan identifies a proposed “Belford House” Conservation Area, in the area broadly between Backhouse Park and Southmoor School. This recognises the area’s value in terms of both character and appearance. The initial proposed boundary has been reviewed as part of the appraisal process, and as a result of the unfortunate recent loss of Belford House itself.
- ❖ English Heritage states that conservation areas should display a cohesive character, with a legible boundary; it is a requirement of councils to justify the area to be included within the boundary, and also the reasons for the exclusion of adjacent areas/properties.

Solutions:

- ❖ The boundary of the Conservation Area has been carefully considered and the resulting boundary incorporates the most significant buildings and areas of special architectural and historic interest in the vicinity of The Cedars. The proposed boundary is largely similar to that originally set out in the UDP, with a number of additions and exclusions. A full appraisal and justification of the proposed boundary is provided in the Management Strategy, on page 29.

Building maintenance and alterations

Issue:

- ❖ No buildings in the Conservation Area are currently suffering from a lack of maintenance, which can lead to the degradation of historic fabric and features. Properties are generally very well maintained. However, relatively minor alterations to buildings can, over time, have a significant effect on the street scene and overall quality of the character and appearance of an area. Many modern alterations, such as the replacement of timber sliding sash windows with uPVC alternatives, appear harsh and can damage the historic fabric.
- ❖ Important historic features to protect in The Cedars Conservation Area include panelled doors, doorcases and porches, original windows, natural Welsh slate roofs, dormers, chimney stacks and pots, cast iron rainwater goods, boundary enclosures, traditional colour schemes and terracotta detailing.



The visual impact of uPVC windows in an otherwise uniform terrace



The visual impact of dramatic alterations such as the insertion of picture windows

Solutions:

- ❖ In the first instance, regular maintenance should be carried out to prevent or at least delay the need for repairs. Repairs should only be undertaken where considered strictly necessary to slow down the process of decay without damaging the character of the building. A guide on how to assess the maintenance needs of historic buildings is available from the council's Conservation Team.

- ❖ Where repairs are considered, a traditional approach should be adopted, replacing decayed material on a like-for-like basis. In certain circumstances, the fabric may be beyond repair and the replacement of features necessary. It is imperative, however, that the unnecessary loss of historic fabric is avoided. In some cases original windows have been replaced when they could have been more appropriately repaired. The discreet insertion of modern draught seals can greatly enhance the performance of sash windows in respect of heat retention and ease of use. There are local contractors that can undertake such work far cheaper than the cost of replacement.
- ❖ Design guidelines for residents on the general approach to be taken when contemplating repairs and alterations are set out in appendix 2. Owners and occupiers should, however, always seek the advice of the council's Conservation Team before carrying out works to their buildings.
- ❖ The effectiveness of design guidance is often dependent on the willingness of residents to observe it. Most minor alterations to unlisted dwelling houses do not require permission and the results often compromise their historic interest and architectural integrity. The council can place Article 4(2) Directions on residential properties that require owners to get permission for certain types of development. The Management Strategy in Part Two of this document includes proposals for the placing of such a Direction in the area and sets out guidelines that aim to establish clarity and consistency in the operation of the Direction.

New Development

Issues:

- ❖ Development pressure in The Cedars has led to the loss of portions of rear gardens for the development of detached houses. This has resulted in alterations to the form, grain and layout of the area, and some of the development has been unsympathetic in size, scale and materials. Most of the 'gap sites' in the Conservation Area have now been developed, so future pressure will probably fall on the rear gardens once more.
- ❖ Continued development in the Conservation Area is likely to result in further erosion of its special character, yet there remains a potentially destructive pressure to redevelop existing buildings and/or their grounds.

Solutions:

- ❖ New development in The Cedars should be resisted in the future, particularly in the rear gardens of houses on The Cedars road, in accordance with policy H22 of

the UDP. It would appear that in terms of space and access, these plots have now reached capacity. Should an opportunity to develop within the Conservation Area become available, the council will rigorously apply the principles of Supplementary Planning Guidance 6 - on backland development - in order to ensure the highest possible quality.

- ❖ A building or feature that is contemporary with the Victorian/Edwardian planned development of The Cedars Conservation Area will, in the vast majority of cases, contribute to the area's special interest and, hence, proposals to demolish it will be resisted in accordance with UDP policy. The map on page 25 identifies those buildings which make a positive contribution to the Conservation Area's historic/architectural character and those which are considered to have a neutral or negative impact on the area's townscape value.

Usage

Issue:

- ❖ The Cedars was planned as a residential development without commercial usage. Several large properties along The Cedars have been converted for commercial and institutional uses, which has increased pressure for parking provision and altered the character of the road. Throughout the remainder of the Conservation Area, however, properties remain predominantly residential, preserving its traditional character.

Solutions:

- ❖ Future proposals to convert residential properties for commercial use in The Cedars Conservation Area are unlikely to be viewed favourably, in order to protect and enhance the residential character and special interest of the area. It may, however, be acceptable to adapt larger properties into smaller apartments, as has occurred at 1-2 The Cedars.

Mature trees

Issue:

- ❖ Given the maturity of the trees in the Conservation Area there is a risk of their coming under threat from death or disease, and of their becoming dangerous.

Solutions:

- ❖ The council is responsible for a large number of trees of townscape significance in the area; as such it monitors and manages the green canopy and undertakes appropriate replanting schemes when and where it becomes necessary.

- ❖ The council can also consider placing Tree Preservation Orders (TPO's) on specific trees that are deemed worthy of individual protection. Many of the trees in the area, particularly the street trees, are already subject to TPO's in recognition of their amenity value.
- ❖ Local landowners are responsible for trees on their own land, and are encouraged to maintain green cover to a high standard.

Boundary Treatment

Issue:

- ❖ The loss of original boundary walls in The Cedars has a detrimental effect on the special interest of the area. Characteristic low brick walls with piers and close boarded fences along the terraces add to their uniformity and allow views of their extraordinary facades. While the boundary wall along The Cedars is a significant feature in itself, as is the limestone wall to Ryhope Road. Portions of original walls, gate piers and pier caps have been lost in the past, which has had a negative effect.



A former opening has been bricked up without regard to the original style, details or materials of the rest of the wall



A gate pier missing its decorative capping stone

Solution:

- ❖ Design guidance for owners to follow in repairing and reinstating traditional boundary walls along The Cedars is given on page 33.
- ❖ The magnesian limestone used to construct the wall to Ryhope road is of immense local significance, featuring fossilised remains that are no longer evident in newly quarried stones. It is essential this wall is preserved and any repairs carried out in situ, re-using existing stones rather than rebuilding sections in new stone.

Car parking provision/capacity

Issue:

- ❖ Pressure for car parking space along The Cedars has increased over the years due to the increased parking requirements associated with the conversion of large family houses into flats and commercial uses. This trend has resulted in large areas of hardstanding being laid out to the front of properties that detracts from the settings of these fine buildings, whilst on-street parking has also intensified, with the consequential and unfortunate loss of grass verges.
- ❖ There is a clear need for parking provision given the commercial nature of many of the properties on The Cedars, but any additional provision may conflict with the desire to protect and enhance the special character of the Conservation Area.



Solutions:

- ❖ It would be beneficial to the character of the Conservation Area as a whole to reduce the number of cars brought into this historic area; parking restrictions could be considered. The Cedars and Ryhope Road are both on bus routes and are therefore accessible by public transport - a more sustainable method of transport in itself.
- ❖ Where parking is required it should wherever possible be accommodated in curtilage to the front of properties in The Cedars in order to discourage on-street parking on the verges. Historically, the villas on The Cedars had gravelled fore-courts for carriages; softer surface materials such as this are more sympathetic to the settings of the buildings and will be encouraged as an alternative to tarmac.

Private roads

Issue:

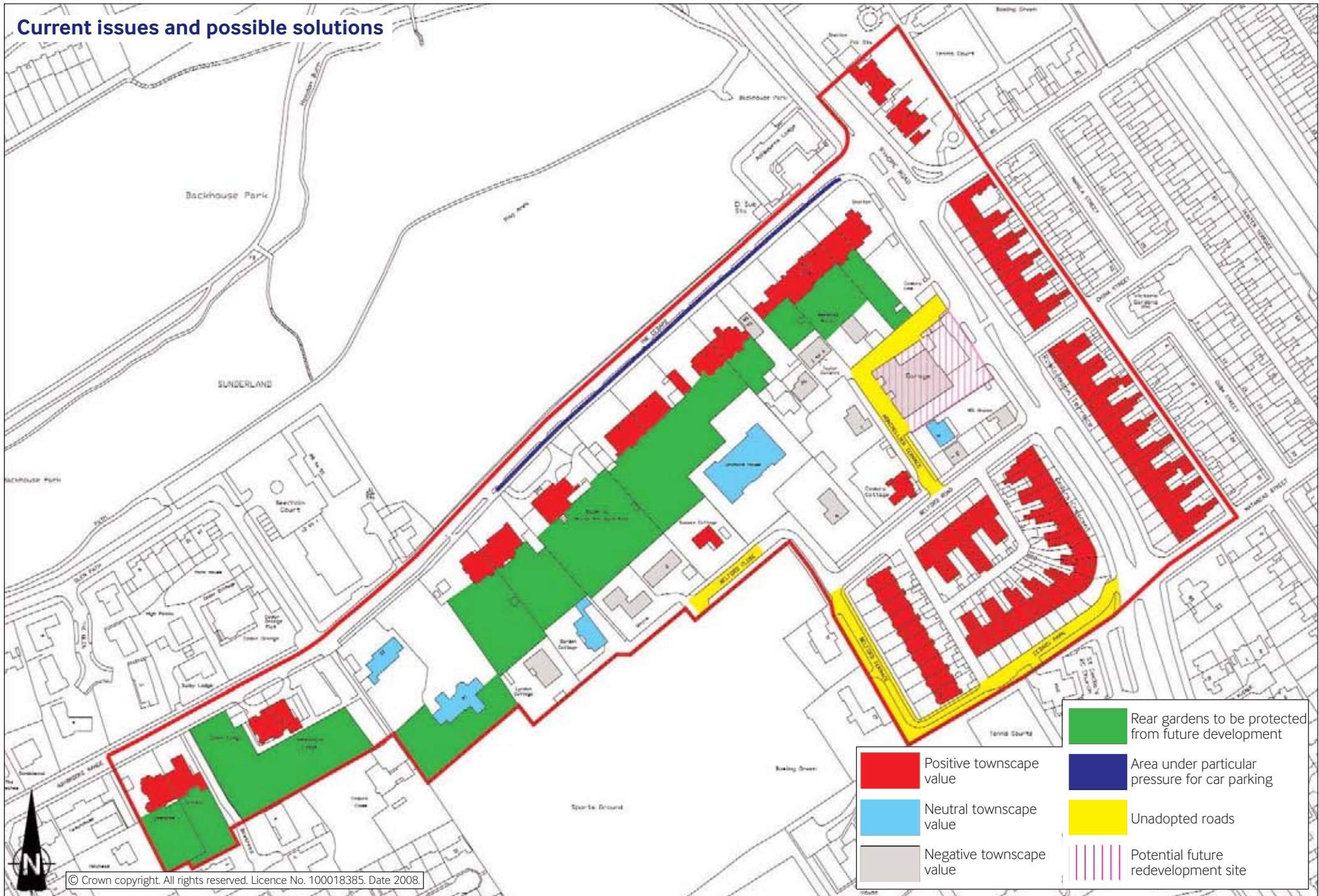
- ❖ Several roads in the Conservation Area are private and, in some cases, are not being maintained to the overall high standard of the area, detracting from its special character. There is, however, a degree of charm to private roads in general, and an associated value for homeowners as many people consider a private road to be a desirable feature to be connected to their property due to its sense of seclusion and exclusivity.



Solution:

- ❖ Residents responsible for private roads are encouraged to unite to make repairs/improvements to their roads in order to further enhance the special character of the area. In a previous consultation regarding the proposed Conservation Area, which was carried out in the 1990s, some residents suggested that it would be positive if the council was to adopt the roads. It is, however, unlikely that the council will adopt private roads unless they are first brought up to an adoptable standard by residents, which can be a costly process.

Current issues and possible solutions



	Positive townscape value		Rear gardens to be protected from future development
	Neutral townscape value		Area under particular pressure for car parking
	Negative townscape value		Unadopted roads
			Potential future redevelopment site

© Crown copyright. All rights reserved. Licence No. 100018385. Date 2008.



Part 2

Management Strategy

Management Strategy: Introduction

Part One of this document has identified and appraised the special characteristics and features of The Cedars Proposed Conservation Area. Part Two, the 'Management Strategy', addresses in more detail the issues raised in the appraisal. It establishes a number of management objectives and proposals to facilitate the more sensitive and proactive management of the Conservation Area, thus ensuring its special interest is better preserved and enhanced into the future. Measures through which the objectives and proposals may be achieved are discussed and an agenda is established that will be pursued as resources allow, securing the future conservation of the Conservation Area. Its primary objective may therefore be expressed as follows:-

PRIMARY OBJECTIVE: To ensure that the special architectural or historic interest of The Cedars Conservation Area is preserved and enhanced for the benefit of current and future generations and for the enrichment of the city's built heritage.

Management Objectives and Proposals

The Primary Objective sets out the overarching vision of the Management Strategy; that is the sustained conservation of the heritage assets that make up The Cedars Conservation Area. The following Strategy is divided into sub-sections that reflect the nature of the proposals, e.g. those that apply to the public realm. Each sub-section has a Management Objective which establishes the broad vision for that topic, followed by several Management Proposals which are the means by which the Objective may be achieved and which will be pursued as resources allow. The proposals seek to address the key issues that threaten the integrity of the Conservation Area and vary in their nature, ranging from protecting individual properties by imposing Article 4 Directions to ensuring that the tree canopy is preserved and maintained. These proposals form the basis of a mid-to-long term strategy for the future management of the Conservation Area and are summarised in the final section of the study, which also discusses the factors that will affect their implementation and the envisaged timescales involved.

N.B The Management Strategy has been devised as planning guidance to assist the council in preserving and enhancing the 'special architectural and historic interest' of the Conservation Area. It is not a management plan for the area in a wider sense. For example, it does not contain proposals for the general management of The Cedars in terms of nature conservation, wildlife habitats etc., nor does it consider social issues in the area such as crime and antisocial behaviour. Such issues are outside the scope of this document.

Management Objectives & Proposals

MANAGEMENT OBJECTIVE 1: To give formal recognition and status to the special architectural and historic interest of the proposed Cedars Conservation Area

PROPOSAL 1a: The council will designate The Cedars Conservation Area as an area of special architectural and historic interest.

English Heritage guidance to identifying and declaring new conservation areas notes that local authorities should only designate areas of 'special interest' in the local context, based on consistent criteria. The council believes that the area proposed as The Cedars Conservation Area meets these criteria. It is considered that the area is of sufficient special architectural and historic interest to warrant designation as a conservation area and to benefit from the extra controls designation brings. The principal effects of a property being included in a conservation area are set out below:-

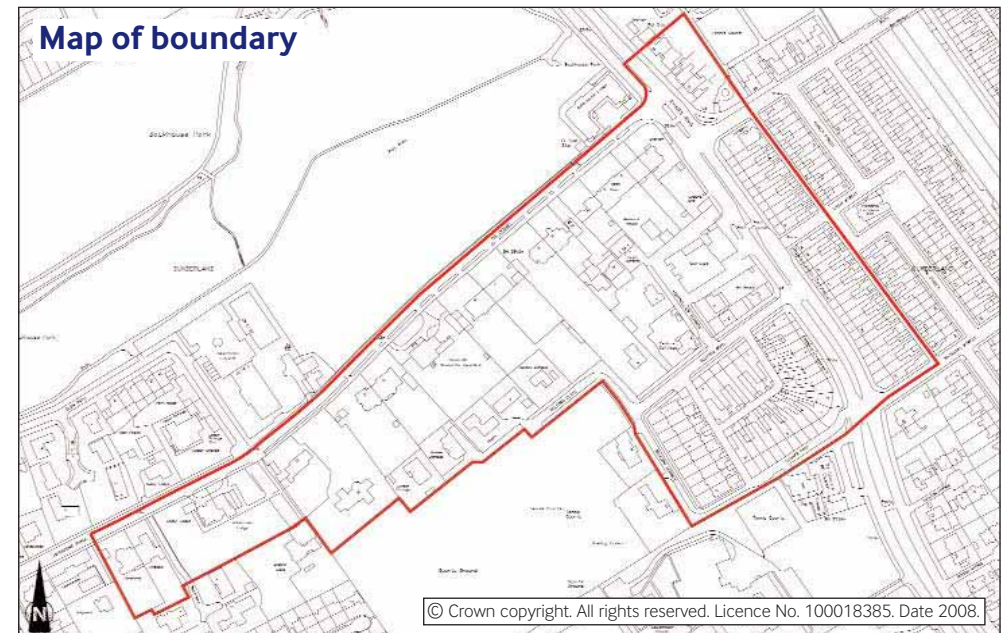
1. Consent must be obtained from the council for the demolition of any building in the area.
2. Special publicity must be given to planning applications for development in the area.
3. In carrying out any functions under the planning acts (and, in particular, in determining applications for planning permission and listed building consent), the council and the Secretary of State are required to take into account the desirability of preserving or enhancing the character or appearance of the area.
4. Permitted Development Rights under Town and Country Planning (General Permitted Development) Order 1995 are more restricted than in other areas.
5. Six weeks' notice must be given to the council before works are carried out to any tree in the area.

The council recognises that conservation area designation has some resource implications for owners and occupiers of properties within the area, because of the increased statutory controls and particular requirements for the repair or alteration of existing buildings, or construction of new buildings. For many owners, however, these implications may be outweighed by the 'cachet' of designation (demonstrated by estate agents' increasing emphasis on a conservation area location when advertising property for sale) and the tendency of development controls aimed at maintaining the character of the conservation area to sustain, or enhance, the value of property within it.

Justification of boundary of Conservation Area

English Heritage states that conservation areas should display a cohesive character, with a legible boundary; it is a requirement of local authorities to justify the area to be included within the boundary, and also the reasons for the exclusion of adjacent areas and/or properties.

The boundary proposed here is broadly similar to that initially proposed in the UDP, with the addition of the two large semi-detached properties on Ashbrooke Range, and the exclusion of the former Belford House site. Despite the obvious historical connections of this site with the planned development of The Cedars as a whole, the site is to be redeveloped and is therefore excluded. While the council is seeking a development of high architectural and design quality on this site, it is unlikely to be of a cohesive character or appearance with the rest of the Conservation Area. The area to be included in the boundary is fairly small - a compact area, unified in terms of both character and appearance, historically linked by planned development. While English Heritage notes that in the past many conservation area boundaries were drawn too tightly, this does not mean that smaller areas should not continue to be considered on their distinctive merits; recognition of the influence of an area's wider setting and context is important, particularly in an appraisal of its character, but should not necessarily be included within a conservation area.



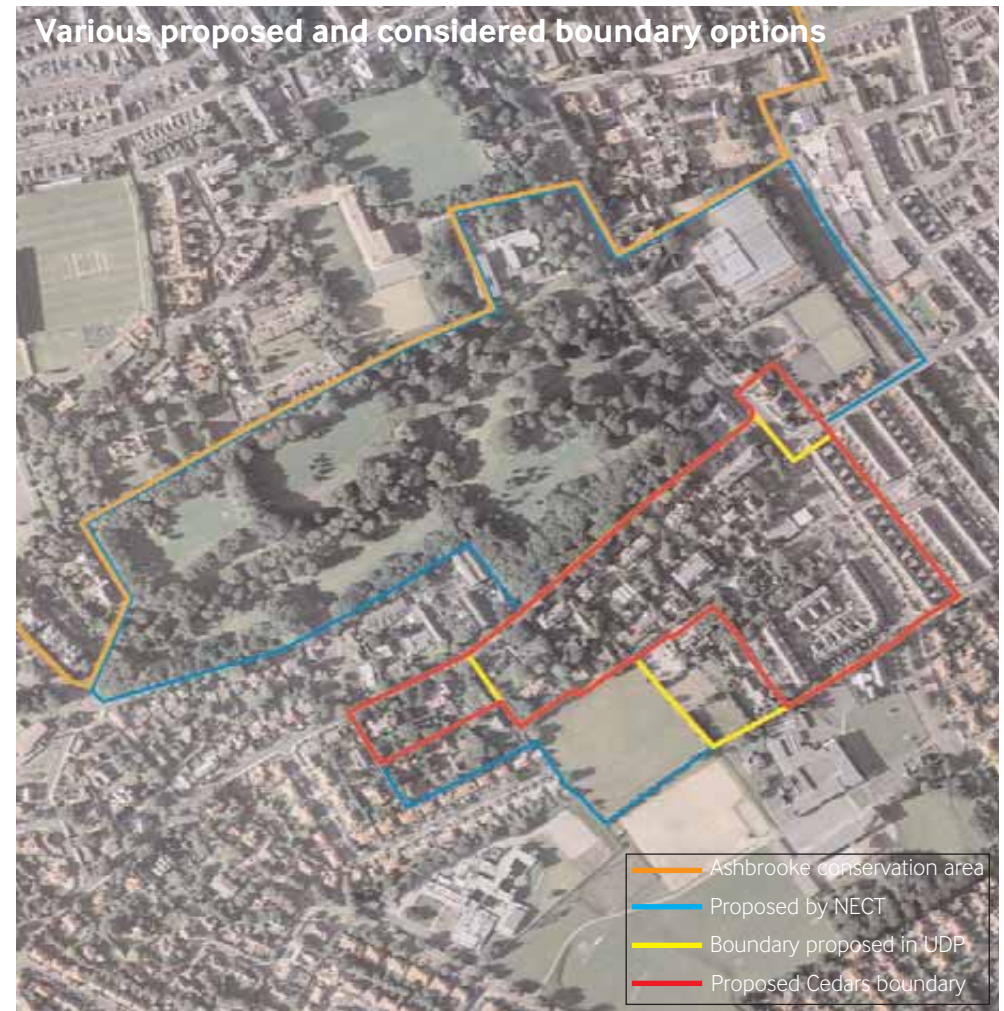
With this principle in mind, the council recognises the contribution that Backhouse and Barley Mow Parks make to the setting of the proposed Conservation Area (and identifies this in the preceding character appraisal). However, they do not form an integral part of its fundamental and cohesive character as a Victorian / Edwardian residential enclave; it is not considered justifiable therefore to double the size of the Conservation Area by including the parks.

The western boundary of the proposed Conservation Area marks a distinctive change in character and appearance. Grain, layout, materials, property style and age all change beyond the two semis on Ashbrooke Range.

The eastern boundary runs to the rear of Rowlandson Terrace; the terraced streets to the east of Rowlandson Terrace are of some historic interest, but are significantly different - and arguably inferior in terms of architectural style - to those within the proposed Conservation Area and are not considered to be of sufficient architectural or historic interest to warrant inclusion within it.

To the south, the boundary excludes the large modern campus of South Moor School.

The following map illustrates the options that the council considered when drawing the proposed boundary for the Conservation Area, including boundaries proposed during the 1999 consultation exercise carried out by the North of England Civic Trust.



MANAGEMENT OBJECTIVE 2: To protect and enhance significant green spaces and landscape / streetscape features of The Cedars Conservation Area.

PROPOSAL 2a: The council will continue to manage the protection of mature trees throughout the Conservation Area.

As identified in the character appraisal, mature trees contribute significantly to the special interest of the area - this extends to trees just outside the Conservation Area boundary, such as the mature trees in Backhouse Park and those lining the Belford House redevelopment site. Trees in conservation areas are under limited controls, in that notice must be given to the local planning authority before works can be carried out to them (this includes lopping as well as felling). However most street trees in the Conservation Area are subject to Tree Preservation Orders (TPOs) and are thus afforded a higher level of protection. Many of the trees on private land in the area are also subject to TPOs. The map overleaf identifies all trees subject to TPOs in the Conservation Area.

The green cover in the Conservation Area is fundamental to its special character. As such, it is vital that the council continues to afford this feature the highest possible protection, whilst also managing the canopy to prevent trees from becoming too large or potentially dangerous. Local landowners are responsible for trees on their own land, and are encouraged to maintain their green cover to a high standard.



Trees in Backhouse Park



Trees on the former Belford House site

PROPOSAL 2b: No further development will be permitted on the gardens/green spaces to the rear of existing properties in The Cedars and Ashbrooke Range; these spaces have been identified on the map on page 25



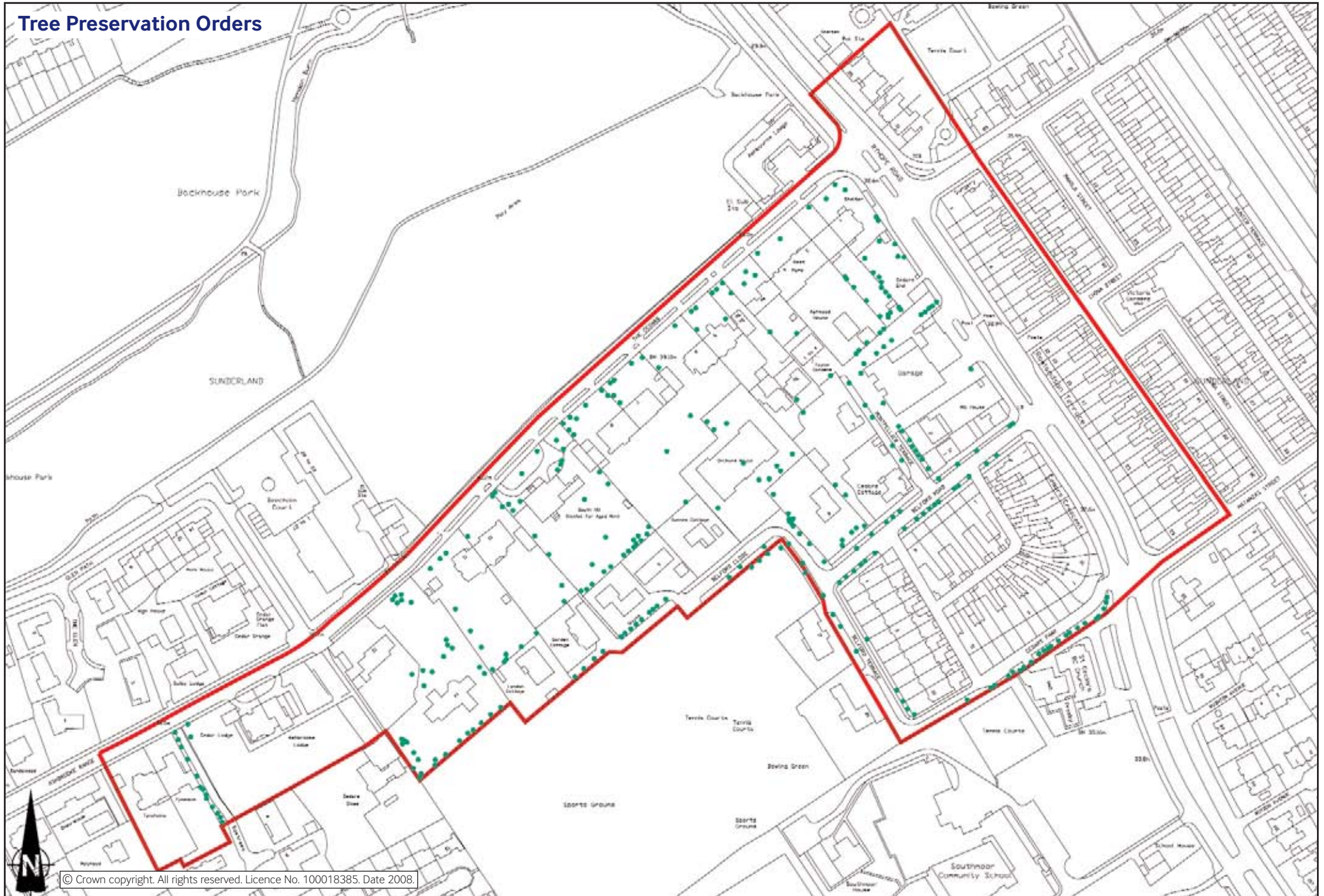
Ashwood House (right) modern infill development to the rear of 4 The Cedars - new properties in such close proximity to historic buildings can compromise the character and setting of a building.

In order to preserve the landscape settings of these buildings, retain evidence of the historic settlement pattern and protect the established and distinctive character of the locality, no further development should occur to the rear of numbers 3-15 The Cedars and the Edwardian semis on Ashbrooke Range.

The bottom third of all of these substantial gardens have been developed in piecemeal fashion over time for detached houses, but there remains a substantial amount of garden space between these developments and the original houses. Thus, the settings of the historic buildings have been largely retained and the historic settlement pattern is still discernible.

Any further development in the garden spaces of The Cedars would significantly reduce the attractive setting they provide to the historic houses, as well as evidence of the original settlement pattern. As a consequence, the distinctive character and appearance of this part of the Conservation Area would be severely diminished. It is considered important, therefore, that these garden spaces are protected from development. This is in accordance with Supplementary Planning Guidance 6 (Backland Development) of the adopted Sunderland UDP, as well as policies B4 and B6, relating specifically to conservation areas. This will not affect consents already granted and yet to be implemented.

Tree Preservation Orders



© Crown copyright. All rights reserved. Licence No. 100018385. Date 2008.

PROPOSAL 2c: The Council will require the retention and, wherever possible, seek to secure the reinstatement of characteristic brick/stone boundary walls and gateposts along The Cedars in the interests of preserving and enhancing the special character and distinctive appearance of the street scene.

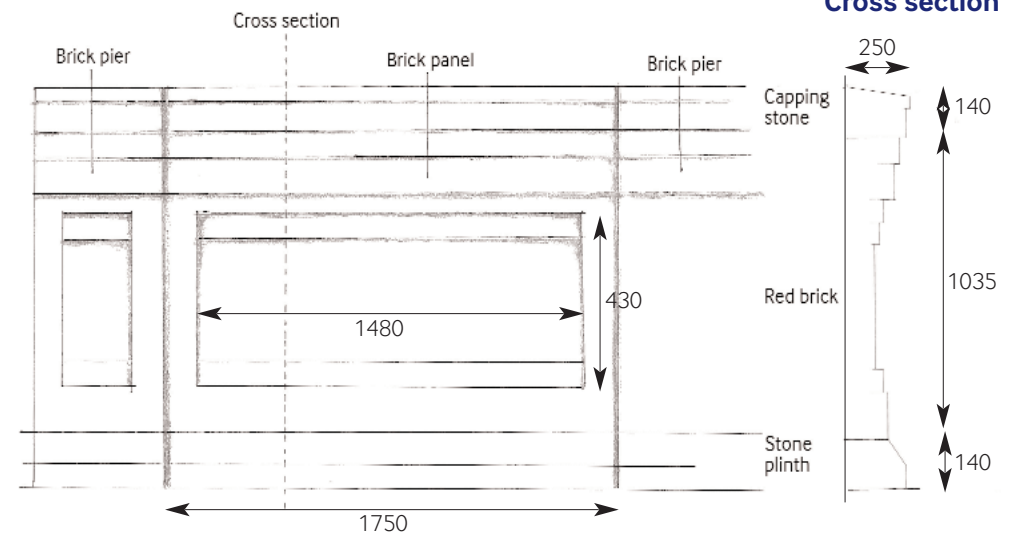
The traditional red brick boundary wall along The Cedars is highly distinctive and a particularly strong feature of the street. (Likewise, the limestone boundary on the return of 1 The Cedars, fronting Ryhope Road). The interesting construction of the brick wall, featuring decorative brick work, plinths and sandstone capping give them a unique character. The majority of the boundary wall survives along the street, although in some cases portions have been lost or unsympathetically altered. The council will require the retention of such characteristic boundary walls, both original survivals and modern reproductions. Examples are illustrated below.

Property owners will also be strongly encouraged to unify the street scene by constructing accurate replicas where original walls have been lost. Thus, any proposals for new boundary walls to the front of properties on The Cedars will be required to adhere to the design specifications given opposite.

Boundary wall, The Cedars



Sketch of Boundary Wall (dimensions in mm)



PROPOSAL 2d: The council will take a long-term view to the possibility of reinstating the grass verges along the roadside of The Cedars.

Grass verges along The Cedars have been lost due to demands for car parking, despite the additional loss of front gardens to hardstanding for car parking. The loss of the verges has changed the character of the street, hardening the edges and reducing the overall quality of its appearance. For highway maintenance purposes, grass verges are often over-run and the normal policy is for them to be hard paved. Retention or renewal of grass verges would be considered in certain circumstances, e.g. if parking can be relocated elsewhere and suitable physical measures can be introduced to protect the grass from over-run.

MANAGEMENT OBJECTIVE 3: To secure the enhancement of the quality of the public realm of the Conservation Area

PROPOSAL 3a: The council will identify and investigate means of bringing forward opportunities for environmental enhancement works within the Conservation Area.

The area identified in Part One as the backland sub area detracts in places from the special character of the Conservation Area. Montpellier Terrace is unadopted and appears to be poorly maintained - it would be desirable to approach the residents (who are responsible for the road) to unite to implement an appropriate environmental improvement scheme. It will be necessary to liaise with the council in order to ensure that the scheme is appropriate to enhance the special character of the area.

The now disused concrete shelter built into the stone boundary wall of 1 The Cedars on Ryhope Road is an unattractive and arguably intrusive feature in the street scene. Its removal would reduce cluttering around the busy junction, which also features a large number of traffic signals. There has however been suggestions that the shelter has associations with the former tram network along Ryhope Road and could potentially therefore be of some historical significance that may warrant its retention. Further investigative work will be required on this matter.



The disused bus shelter on Ryhope Road - to be retained or removed?

PROPOSAL 3b: The council will encourage proposals for the redevelopment of the Cedars Garage and Spar Shop site that would enhance the character and appearance of the Conservation Area. Until any such proposals come forward, the owners of the site will be encouraged to undertake a visual enhancement scheme.

This area comprises a large, unsympathetic area of hardstanding, creating an incongruous interruption in an otherwise exceptional street scene. The contrasting qualities of the petrol station site and Rowlandson Terrace opposite serve to further highlight its negative impact on the general character of the area.

Should the petrol station / spar shop site become available for redevelopment at some point in the future, the council will consider it as a major opportunity for enhancement. It will be essential that any new development on this site is of the highest design standard that respects and reinforces the fundamental character of this part of the Conservation Area, with a particular view to introducing a suitable frontage to Ryhope Road. Specific design guidance will be available from the Conservation Team should any redevelopment proposals come forward.



Hard landscaping of the forecourt interrupts an otherwise exceptional street scene.



Cedars End, currently unused



Poor mix of surface materials creates an untidy image.

In the meantime, it would be highly desirable for a range of subtle environmental improvements to be carried out to mitigate against the visual impact of the petrol station. Any enhancement scheme would be limited in its scope - predominantly due to restrictions associated with the potential hazards of petrol filling stations, but also as the land is in private ownership. The council will strongly support proposals to improve the site's image, possibly through:

- ❖ Better screening of the site from Ryhope Road and between the garage and adjacent new development by planting new trees/hedging to the south side
- ❖ Improvements to the ground surface at the entrance to the forecourt
- ❖ Landscaping of the areas not directly on the forecourt (e.g. to the rear of the shop, or surrounding the parking area for the shop)
- ❖ Boundary treatments that are more appropriate to the historic character of the area
- ❖ Maintenance of the strip of grass alongside Cedars End road

MANAGEMENT OBJECTIVE 4: To ensure that the Conservation Area retains its predominant historic residential use in order to protect its domestic suburban character

PROPOSAL 4a: The council will discourage future applications to convert residential properties for commercial uses.

The Cedars was a planned residential development, and was therefore always intended to be solely residential. The site on which the petrol station - the major commercial enterprise of the Conservation Area - is located was formerly in residential use. Three late 19th century houses are identified on the 1939 OS map, accompanied by a number of other units. It is unclear, however, when these were demolished. No other commercial or institutional sites in the Conservation Area were purpose-built; instead they were converted from residences in order to accommodate a new use.

In the interests of protecting the area's essential residential character, the council will discourage proposals for new commercial/institutional uses. Proposals to revert commercial properties to residential use will however be welcomed.

PROPOSAL 4b: Strict control will be exercised over proposals for commercial signage in the Conservation Area.

Signage in the Conservation Area should be as discreet as possible, in terms of size, colour, materials, location and prominence. The majority of the commercial and institutional properties in the area require signs for information purposes only, in order to inform visitors of their location.

Advertisements intended to promote businesses to passing trade are generally unnecessary in The Cedars, with the exception of the petrol station. Signage should be as minimally discreet as possible and preferably in sympathetic colours, materials and styles.

MANAGEMENT OBJECTIVE 5: To ensure the preservation of the distinctive architectural and historic integrity of the terraces in The Cedars Conservation Area.

PROPOSAL 5a: The council will seek to make a Direction under Article 4(2) to ensure that the area's terraced houses are subject to additional planning control, thus safeguarding features of significance.

Article 4 Directions

Article 4(2) Directions can be imposed by local authorities to control certain alterations to dwellings and other works that would otherwise be automatically granted consent by the Town and Country Planning (General Permitted Development) Order 1995. Thus, for example, the replacement of windows, doors, roof coverings etc. can come under planning control, the object being to refuse permission for works that are considered to be damaging or inappropriate to the historic fabric and features of the buildings. Such Directions only apply to properties in use as dwelling houses.

Policy B6 of the UDP states that the council will preserve the character and appearance of conservation areas by seeking, where appropriate, to control development by the use of Article 4 Directions. To counter the loss of important features of the terraces in The Cedars Conservation Area, the council proposes to place Article 4(2) Directions on the following terraces.

- 1-10 Belford Terrace
- 1-6 Belford Road
- 1-10 Cedars Crescent
- 1-10 Cedars Park
- 1-29 Rowlandson Terrace

These groups of buildings are considered to be of such architectural and historic merit as to warrant this additional level of protection. Properties on The Cedars were also considered for inclusion in the proposed Direction. However, almost all these properties have been adapted into flats or commercial uses and therefore do not benefit from Householder Permitted Development Rights. Thus, the additional level of control over alteration works that the Direction would bring to the above terraces is already in place for the majority of properties on The Cedars.

The Direction will thus require planning permission to be gained for the classes and types of development listed below:

Part 1 (GPDO)

- ❖ Class A The enlargement, improvement or other alteration of a dwelling house
- ❖ Class C Any other alteration to the roof of a dwellinghouse
- ❖ Class D The erection or construction of a porch outside any external door of a dwellinghouse
- ❖ Class F The provision within the curtilage of a dwellinghouse or a hard surface for any purpose incidental to the enjoyment of the dwellinghouse as such
- ❖ Class H The installation, alteration or replacement of a satellite antenna on a dwellinghouse or within the curtilage of a dwellinghouse

Part 2 (GPDO)

- ❖ Class A: The erection, construction, maintenance, improvement or alteration of a gate, fence, wall or other means of enclosure
- ❖ Class C: The painting of the exterior of any building or work

The particular elements to be brought under control are:

- ❖ Alterations to the front and rear roof coverings and erection of dormer windows or roof lights
- ❖ Alterations to chimney stacks or pots
- ❖ Alterations to the front elevation to form entry porches
- ❖ Alterations to the windows to the front elevation
- ❖ Extensions to the side elevations
- ❖ Erection of satellite dishes to the front elevation
- ❖ Alterations to rainwater goods to the front elevation
- ❖ Cladding of any part of the exterior with stone, artificial stone, timber, plastic or tiles
- ❖ Painting of previously unpainted parts of external elevations
- ❖ Creation of hardstanding to replace front gardens
- ❖ Protection of boundary walls

The following guidance note has been prepared to inform residents of the council's proposed design policy to be applied to householder enquiries and planning applications to replace historic fabric and features on properties subject to the Direction. The note is intended to establish consistency and clarity over the council's general principles in the use of the Direction in The Cedars Conservation Area.

Guidance on the application and use of the Article 4(2) Direction

In all scenarios, where alterations are proposed or are to be enforced, the following practice note will be applied. The Conservation Team will in all cases be afforded the opportunity to require or encourage the reinstatement of original features and materials.

Historic fenestration

Scenario	Action
Original windows have survived and are in situ	Require retention and repair/refurbishment as necessary. Installation of replicas acceptable if originals beyond repair. Modifications may be incorporated to improve ease of operation and heat retention. Stained glass detailing should be retained in all cases.
Original windows lost, existing are in timber but of poor form	Encourage reinstatement of working sliding sash timber frame windows using surviving original windows as model for style.
Original lost, UPVC put in place	Encourage reinstatement of working sliding sash timber frame windows using surviving original windows as a model for style. UPVC sliding sashes may be acceptable as a last resort when designed with regard to existing format. Note: to be acceptable they must operate as sliding sashes, hinged casements are not acceptable.

Doors/doorcases

Scenario	Action
Original door and surrounding timberwork and terracotta details have survived and are in situ	Require retention and repair/refurbishment as necessary. Installation of replicas acceptable if originals beyond repair.

Dormers

Scenario	Action
Original dormers have survived and are in situ	Require retention and repair/refurbishment as necessary. Installation of replicas acceptable if originals beyond repair.
Original dormers lost, existing are in poor form	Encourage reinstatement of dormer using surviving original dormer windows as a model for style.

Extensions

Scenario	Action
Extension to front or side elevation (end terraces)	Not permitted under any circumstance.

Roofscape

Scenario	Action
Rooflights to front elevation	Limited to one per dwelling, of the conservation style to sit flush with the roof slates.
Rooflights to rear elevation	Should be of the conservation style and kept to a minimum in terms of numbers and scale.
Original Welsh slate roof	Require retention, if replacement necessary use Welsh slate wherever possible but a natural slate of matching size and colour may be acceptable.
Tiled roof, not in Welsh slate.	Replacement using Welsh slate wherever possible but a natural slate of matching size and colour would be acceptable.
Householder proposes to recover roof in synthetic slate e.g. Eternit.	Few synthetic slates can replicate the appearance and weathering of natural slate - proposals will therefore always be refused.
Original chimney stack and pots have survived and are in situ	Require retention and repair/refurbishment as necessary. Installation of replicas acceptable if originals beyond repair.
Original chimney stack or pots lost	Encourage reinstatement of chimney/pots using surviving original chimneys/pots as models for style

Rainwater goods

Scenario	Action
Original timber or cast iron gutter and cast iron downpipe in situ.	Require retention and encourage repairs where necessary. If irreparable, replace using exact replicas i.e. timber box/cast-iron gutter and cast iron down pipe.
Originals lost. UPVC gutter and/or downpipe in place.	Encourage reinstatement of timber/cast iron elements as appropriate. Cast aluminium may be an acceptable alternative to cast iron provided it matches the dimensions, colour and profile of the original guttering/downpipe.

Boundary treatment

Scenario	Action
Original boundary wall/fence has survived and is in situ	Require retention and repair/refurbishment as necessary. Installation of replicas acceptable if original is beyond repair.
Original boundary wall lost	Encourage reinstatement of boundary wall/fence using surviving boundary walls/fences as models for style.

Painting schemes

Scenario	Action
Uniform white colour scheme in place for painted timberwork	Require continued use of uniform white colour scheme for painting of timberwork i.e. bay windows, surrounds, frames, doorcases.
Uniform colour scheme no longer adhered to i.e. Belford Road	Choice of traditional period colours may be used for painting of timber bay windows and door cases i.e. burgundy, dark red, navy blue.. Garish, bright colours should be avoided. Window frames to be painted white.
Front doors	Colour of choice

Architectural Quality and Intactness

The architectural quality of a terrace is most evident in the detailing and level of craftsmanship of its key features, such as windows and doors, and the extent to which such features have survived throughout the terrace. These have been primary considerations in selecting the above terraces for the proposed Article 4(2) Direction.

The architectural quality and workmanship of features on these terraces is particularly impressive and makes them highly distinctive. Significantly, such features are almost entirely intact throughout the terraces and this repetition of features gives the terraces a very striking appearance that it is considered imperative to protect.



Repetition of impressive surviving timber features along Cedars Crescent

Importance of Features to be Protected to the Area's Special Interest

The preceding character appraisal establishes the architectural features of the terraced houses as essential elements of the area's special interest. It is the contribution such features make to the Conservation Area's special interest that is a key factor in proposing the Direction.

For instance, properties in Rowlandson Terrace, Cedars Crescent, Cedars Park and Belford Road are notable for displaying the same impressive range of timber features, including fine panelled doors, delicately carved door canopies and decorative sash

windows. Illustrations of these features are shown on the following pages. The level of craftsmanship in such features is of the highest quality and unique to these terraces, making them highly distinctive. In contrast, Belford Terrace's imposing presence is emphasised by the bold use of sandstone features such as the bays and balustrade detail, door canopies, string courses, gutters and cornice detail.

Established or Degree of Potential Threat to Features

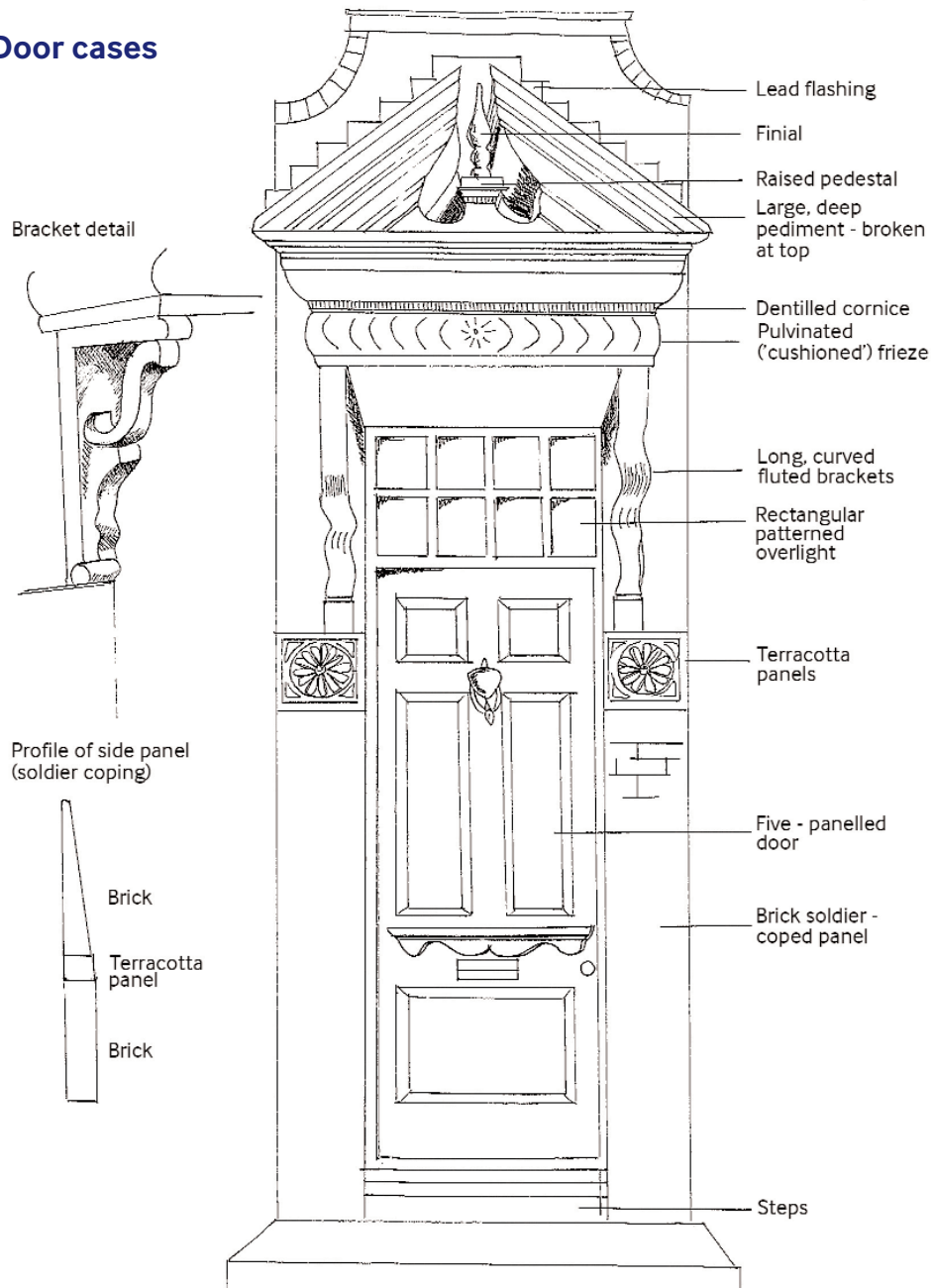
All residential properties in the Conservation Area face the potential threat of losing important architectural features due to householders exercising their permitted development rights. However, in certain terraces the evidence of this risk is more pronounced. In Rowlandson Terrace, for example, several property owners have replaced original sliding-sash windows with uPVC units and in the worst cases whole bays have been replaced. The loss of historic features in this manner has a considerably detrimental impact on the individual property and the uniformity and rhythm of the group. Such alterations need to be prevented in future, otherwise the distinctiveness of the terrace will gradually be lost.



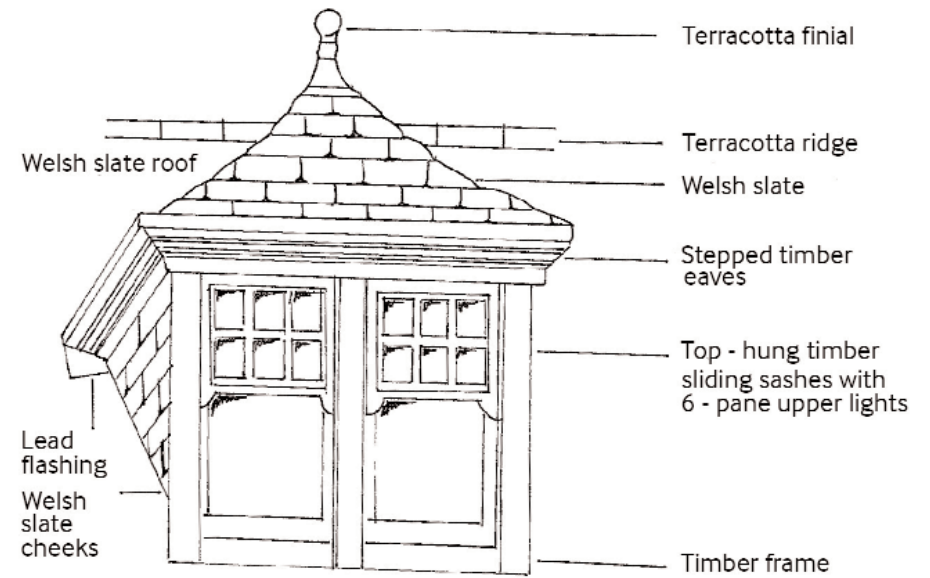
The impact of changing roof materials, (centre), and replacing original timber windows with uPVC (right) or diverting from a colour scheme (porch, far right), on otherwise uniform terraces is detrimental to the special character and appearance of an area.

Guide to architectural features to be retained on the Edwardian Terraces

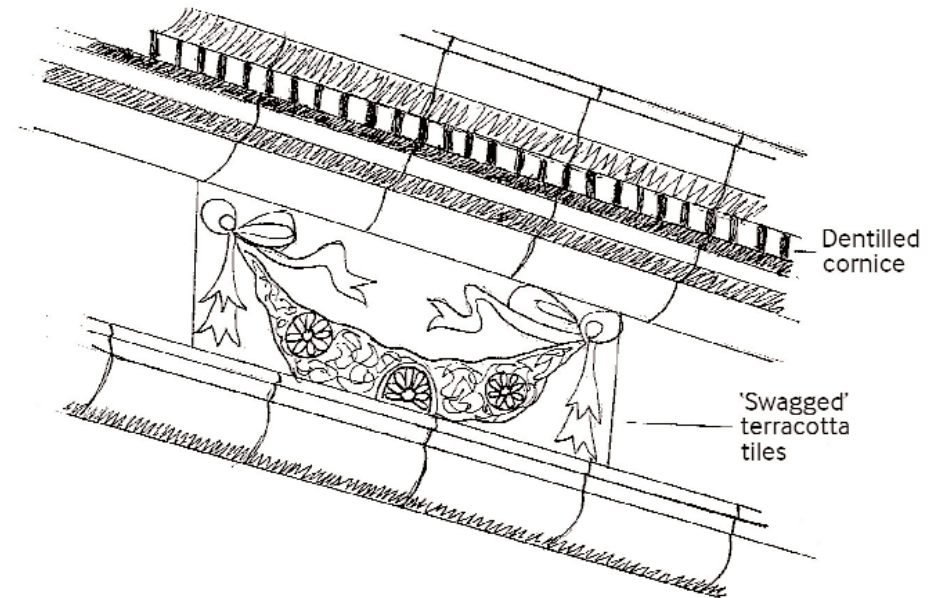
Door cases



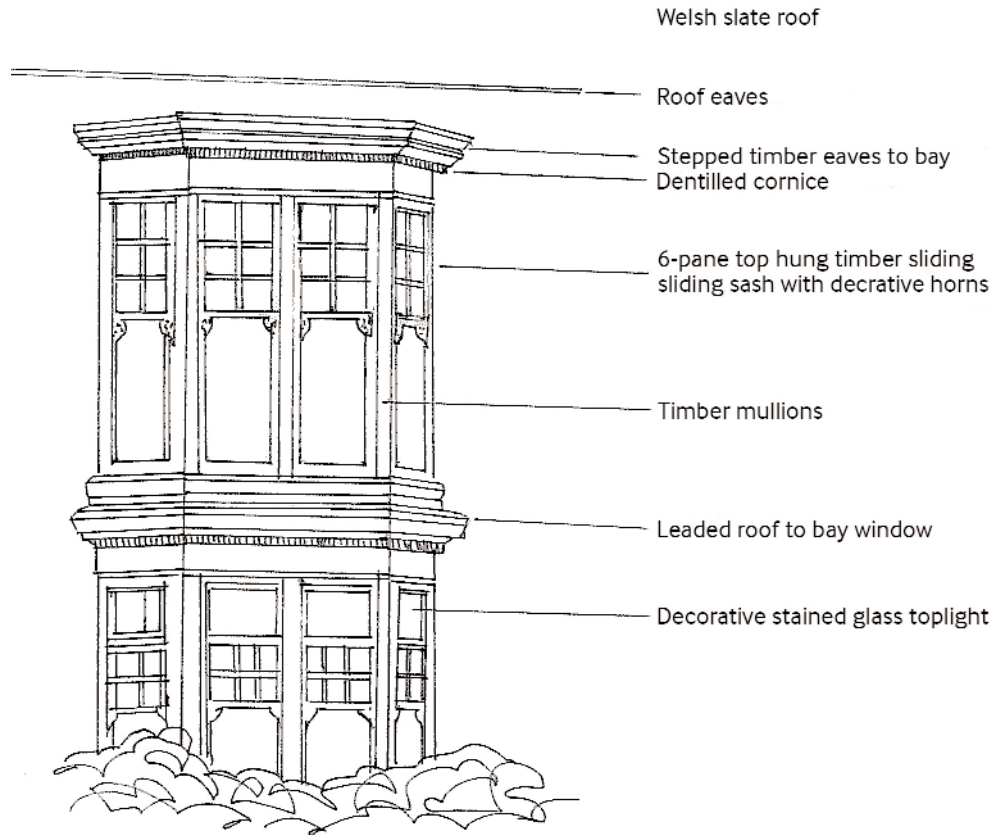
Dormer windows



Terracotta swag frieze in the eaves



Bay windows



Proposal 5b: The council will survey and monitor all properties in the Conservation Area that are subject to the Direction on a yearly basis and maintain a photographic and statistical record of all building elements covered by it. Any unauthorised alterations will be identified, investigated and appropriate action taken where deemed necessary.

Maintaining up-to-date survey records of all properties covered by the Article 4(2) Direction is fundamental to the successful and equitable operation of the Direction. Photographs of the front of each property will be taken on a yearly basis and surviving original building fabric and features noted i.e. sliding-sash windows, timberwork/sandstone/terracotta detailing, Welsh roof slates etc. In this way, a comprehensive database of the architectural and historic integrity of the core of the Conservation Area will be established and monitored regularly in accordance with recommendations in the English Heritage document 'Guidance on the management of conservation areas' (August 2005). The table below provides a sample of the statistical information compiled from the current survey of properties prior to imposition of the Direction.

Sample results of survey of Article 4 Properties - 01 May 2007

Street	Window type			Roof Covering	
	(%Properties in terrace)			(%Properties in terrace)	
	Timber sliding - sash	Timber casement	uPVC	Welsh slate	Concrete tiles
Belford Tce	60	10	30	100	-
Cedars Cres	100	-	-	100	-
Cedars Park	90	-	10	100	-
Belford Road	84	16	-	100	-
Rowlandson Tce	69	30	28	97	3
Overall%	80.6	11.2	13.6	99.4	0.6

The photographic record and statistical database of the Article 4(2) properties will be used to measure change and help the council to effectively manage the impact of changes on its character and appearance. In particular, it will enable unauthorised alterations to be identified and appropriate action initiated as necessary. In other Conservation Areas in the city this has already been implemented, with the council's enforcement team successfully taking action against the owners of a number of properties for carrying out unauthorised works.

Thus, through regular survey work a continuous cycle of monitoring, review and action will be established and used to sustain the distinctive character of the terraces subject to the Direction. When resources allow, the remainder of the Conservation Area will also be surveyed and a comprehensive photographic record of the whole area created which will similarly be regularly updated, although not with the same frequency as the Article 4(2) Direction properties.

Proposal 5c: The council will actively investigate sources of funding to provide grant assistance for repair and restoration works to properties subject to the Article 4(2) Direction and to encourage their appropriate enhancement where possible.

The council recognises that the extra controls imposed by the Article 4(2) Direction can, in some cases, result in additional costs being incurred by owners in properly maintaining and improving their properties to a standard befitting their architectural and historic interest. For example, the costs of replacing like-for-like a timber sliding-sash window typically significantly exceeds the costs of installing inappropriate modern alternatives such as uPVC double glazed units. As a result residents have, in the past, opted for cheaper, non-traditional products - which can be damaging to historic buildings - on the grounds of affordability; or chosen to not fully address their property's maintenance needs, leaving important features at risk from continued deterioration.

Whilst the Article 4(2) Direction can now prevent further losses of architectural features from the properties concerned, it does not require owners to properly maintain these features or reinstate those lost prior to the Direction being put in place. Many residents have expressed a desire to undertake restoration works to their properties, but unfortunately have not had the resources to do so.

The council will therefore endeavour to make grant assistance available to residents to offset the additional costs involved in the repair and restoration of architectural features. It must be noted, however, that the ability to provide grant is often dependent on the council making successful bids to funding partners such as English Heritage and Heritage Lottery Funding. In most cases, the council must provide 50% of the funding for the grant scheme's budget. Thus, the provision of a grant scheme in the area is by no means guaranteed and it may be a number of years before funding can be secured.

Management strategy: summary of proposals

Proposals	Timescale: Short (1-3 yrs) Mid-term (3-10 yrs)	Financial Sources/ Implications	Recommended Action
Declare conservation area			
1a Declaration	Short term	None	Consult, declare
Green spaces			
2a Trees	Continuous	Ongoing maintenance budget	Continuation of careful management
2b The Cedars garden spaces	Continuous	None	Protect garden spaces through the planning process
2c Boundary wall	Continuous	None	Encourage maintenance and restoration to historic pattern
2d Verges	Mid-long term	Public/partnership funding required	consult and investigate
Public realm			
3a Enhancement opportunities	Mid-long term	Public partnership funding required	Consult and investigate
3b Garage site	Mid-long term	Private investment	Liaise with landowner
Historical residential use			
4a Conversion	Continuous	None	Protect residential character through planning process
4b Signage	Continuous	None	Provide design guidance
Article 4 Directions			
5a Article 4 directions	Short term	None	Consult and implement
5b Surveying/monitoring	Continuous	None	Ongoing monitoring and action
5c Grant assistance	Mid-long term	Partnership funding required	Identify and pursue funding options

Implementation of Management Objectives

Whilst the council can effectively manage and improve aspects of the Conservation Area and satisfy certain management objectives and proposals through direct physical measures, its development control function and providing advice and guidance, the implementation of several proposals will be dependant on factors outside its direct control.

Financial Implications

Many of the proposals will require significant public and/or private investment to facilitate their implementation. For example, the implementation of further public realm improvements and other environmental enhancement works will require considerable public investment. Such funding is difficult to secure, especially in the current financial climate with the council facing increasing budgeting constraints from central government.

The provision of a grant scheme in the area to assist property owners with repair and restoration works is likely to be dependant on the council making a successful bid to English Heritage for partnership funding and the availability of match funding from the council's budget. In both these respects, the number of bids / projects always exceeds the resources available and schemes have to be prioritised. Unfortunately, it is often the case that conservation-based projects do not receive a high priority when competing for limited public funds against essential services such as health and education.

Further Work Required

Further and more detailed work will, in addition to securing funding, be required to bring forward certain objectives. In particular, further research and design work will be needed to inform any further environmental improvements.

Envisaged Timescales

The timescales indicated in the table for the implementation of the management objectives are deliberately vague due to the uncertainty surrounding the factors they are dependant upon. Some of the objectives may not be achieved in the next 10 years, whilst others might be implemented sooner than envisaged. In the final analysis, the availability of financial support will be the key factor in expediting many proposals.

Appendix - City of Sunderland UDP Conservation Policies

Conservation Areas

B4 All development within and adjacent to Conservation Areas will be required to preserve or enhance their character or appearance. To this end the council will issue planning/design guidance for the various areas from time to time.

B6 The council will preserve and enhance the character or appearance of Conservation Areas; measures will include:-

- (i) Encouraging the retention of existing buildings and the improvement Of features, open spaces, historic street patterns and plot boundaries
- (ii) Encouraging the retention of existing mature trees;
- (iii) Introducing controls over the display of advertisements;
- (iv) Seeking, where appropriate, to control development by the use of Article 4 Directions;
- (v) Giving special attention to the preservation of important views into and out of the area;
- (vi) Restoring highways and verges by use of appropriate materials and planting, encouraging utility companies to respect such works;
- (vii) Reducing the impact of traffic where possible by diversion and traffic calming measures; and
- (viii) Promoting environmental improvement and enhancement programmes.

B7 Applications for demolition of unlisted buildings in a conservation area will be determined by the extent to which the integrity, character and appearance of the area is affected, taking into account any replacement proposals. Where unlisted buildings make a positive contribution to the character or appearance of a conservation area, the criteria in Policy B8 which concern the demolition of listed buildings will apply.

Listed Buildings

B8 There will be a presumption in favour of retaining listed buildings. Demolition in whole or substantive part will only be given consent when all other avenues for retention (including preservation or enhancement in charitable or community ownership) have been explored and found not to be feasible or it is considered that redevelopment would produce substantial benefits for the community which would decisively outweigh the loss resulting from demolition. Consent will only then be given when planning permission for an acceptable replacement development has been granted, which will also be subject to conditions requiring the letting of a contract prior to demolition.

B9 The City Council will seek to preserve and enhance the character and qualities of those buildings listed as being of special architectural or historic interest:-

- (i) Refusing permission for extensions or alterations which would adversely affect their architectural or historic character;
- (ii) Giving financial assistance (where available) for appropriate works of restoration or repair in accordance with City policies;
- (iii) Giving favourable consideration to a wider range of uses than might normally be appropriate to help bring otherwise vacant buildings back into beneficial use, providing these do not adversely affect the architectural character or setting of the building or amenity of nearby residents;
- (iv) The acquisition and restoration of important buildings, particularly in Conservation Areas, if this is the only way to secure their preservation.

B10 The City Council will seek to ensure that development proposals in the vicinity of listed buildings do not adversely affect their character or setting.

References

City of Sunderland (1998) *Adopted Unitary Development Plan*

DCLG (Department for Communities and Local Government) (1990) *Planning Policy Guidance (PPG) 16: Archaeology and Planning*. HMSO also available at www.communities.gov.uk

Department of the Environment (1994) *Planning Policy Guidance Note (PPG) 15 'Planning and the Historic Environment'*.

English Heritage (2006) *Guidance on conservation area appraisals, HELM*.

English Heritage (2006) *Guidance on the management of conservation areas, HELM*.

North of England Civic Trust (NECT) (1999) *Proposed Belford/Backhouse Conservation Area, Sunderland (final report). Conservation Area Assessment and Draft Character Appraisal*.

Pevsner, N (1983) *The Buildings of England: County Durham, Second edition revised by Elizabeth Williamson*, Penguin Books.

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

Conservation Team
Development and Regeneration Services
Civic Centre
Sunderland
SR2 7DN

Tel: (0191) 5611515

Fax: (0191) 5537893

e-mail: implementation@sunderland.gov.uk

www.sunderland.gov.uk/characterappraisals

www.sunderland.gov.uk/conservation

www.sunderland.gov.uk/listedbuildings