
Heritage, Design and Access Statement

for proposed works at:
129 Eastgate,
Pickering,
YO18 7DW

client:
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THE PROPOSAL

This proposal is for:

Demolition of existing side and rear extensions to the original public house building; change of use from a public house with living accommodation and erection of extension to form 3no. cottages; erection of an additional detached house and garage; formation of car parking and landscaping.

ASSESSMENT OF THE SITE'S EXISTING IMMEDIATE AND WIDER CONTEXT

• **Use –**

The last use of the site was as a public house (Royal Oak) with dining facilities (Use Class A3 and A4) and living accommodation (C3). Land to the south (rear) was used as a customer car park. This use ceased in August 2016 following prolonged and unsuccessful attempts by the then owner to sell the property and business as a going concern. The site is currently unused.

• **Character –**

The property can be divided into three sections:

- i. the original two storey (plus attic) building from around the mid-nineteenth century which has been altered and converted into a public house;
- ii. single storey side and rear extensions added mid to late twentieth century to create dining spaces;
- iii. land for car parking to the rear taking access from Outgang Road.

The overall character of the original building has been lost over time with various alterations and additions which have seen changes to window and door opening proportions and re-cladding of the external walls in render. It is believed the original underlying external walls are of natural stonework.

External window styles have been altered resulting in a nondescript frontage.

Internally, the original crosswalls have been removed to create an open plan to the public house in line with the trends of the 1970s.

• **Special designation –**

The site is within Pickering Conservation Area.

The site is within Pickering Town Centre as defined in the Local Strategy Plan.

There are no tree preservation orders attached to the site.

There are no listed buildings within the site or within influence of the site.

There are no landmark buildings of interest within the site or within influence of the site.

• **Spaces –**

The immediate surroundings contain a mixture of residential and commercial buildings/uses with a wide variety of styles and ages. The current building sits towards the northern end of the site fronting Eastgate with land to the rear used for customer car parking.

The space immediately behind the building once accommodated a beer garden and amenity area for customers but that use declined over time leaving the area largely unused in recent years.

- **Access routes –**

Pedestrian access is from Eastgate to the front (main) entrance and access by car is from Outgang Road to the rear (secondary) entrance.

The front entrance is directly from the public highway but the rear entrance requires crossing an unmade yard leading from the car park.

Eastgate (A170) is the main east/west route through Pickering and the site is located close to its junction with the A169.

- **Access to services/transportation –**

All access routes surrounding the site are surfaced and adopted providing level access to local transport services which are within easy walking distance.

There is a sheltered bus stop immediately in front of the building on Eastgate with frequent services to all surrounding towns and villages.

The rear access links with the A169 which carries public transport services to Malton (train station), York and the motorway networks of West Yorkshire.

ASSESSMENT OF THE PROPOSED IMMEDIATE AND WIDER CONTEXT

- **Uses –**
The proposal involves the cessation of uses A3 and A4 and an expansion of use class C3 to form a total of 3no. cottages and 1no. House with associated car parking.

- **Character -**
The proposal to erect a detached house to the rear of the extended original building will create an internal courtyard within the existing, unaltered stone boundary walls in a similar manner to several other developed burgage plots in Pickering.

The proposed cottages in plots 2 and 3 are designed to reflect the proportions and style of the original building which, in itself, will be altered back to somewhere in the order of what is believed to be its original appearance.

The main changes in appearance of the original building relate to the proportions of the window openings and type of cladding material. The front elevation openings have been given a more appropriate appearance by reducing their widths and re-introducing timber, vertical sliding sash frames.

A new door opening has been added to the front elevation between existing windows to produce a better balance to the elevations and to fit in with the proposed internal layout.

The external wall cladding will revert back to local stone facing materials by removal of the applied render. The underlying stonework will be repaired as required and re-pointed using lime mortar finished flush with the wall surface.

The roof will remain as existing with a 40° pitch but the clay pantiles and stone copings will be replaced with similar materials as part of the general repairs and maintenance plan.

The existing chimney stacks will require re-lining and repairing and it is planned to change the facing material of these to brickwork which is a more robust material and is a commonly found detail in the area. In practice these stacks will be re-built.

The design of the detached house continues the theme of the frontage cottages using similar materials but with a slightly more contemporary approach as a way of distinguishing them.

This overall approach will sit well alongside the neighbouring properties and will reduce the currently overbearing impact of the western wall of the adjacent carpet warehouse.

In terms of the Conservation Area the site is very much on the fringes of Pickering Town Centre and separated from it by the roundabout at the intersection of the A169 and A171. There are no buildings of particular architectural merit close to the site and therefore nothing to influence the design approach. Nevertheless, care has been taken to ensure the design and

choice of materials is in sympathy with the older buildings in the town centre and further along this section of main road.

- **Spaces –**
The currently open rear area of the site will be semi-enclosed by the introduction of the new house and by the formation of a small courtyard garden. This will serve to give the development a feeling of belonging and will also help to reduce the dominance of the high boundary wall to the side of the adjoining carpet warehouse.

- **Archaeology –**
There is no evidence of archaeological remains in either the old building or the surrounding land based on a visual inspection. However, if during the course of construction items of interest are found the Applicant will record the findings and notify the local Archaeology Advisory Service inviting their interest.

- **Contamination –**
There is no visible evidence of contamination on the site. Further and more detailed studies will be undertaken as a matter of course during and throughout construction and appropriate action will be taken in consultation with the appointed Building Control Body should materials of risk be found.

- **Accessibility –**
Access to the site from the public road and transport network will remain as existing which has good, surfaced carriageways and footways connecting to Pickering town centre and beyond via the local transport system.
Within the site the approaches to the cottages, house and car parking areas will remain level. Internally, areas have been planned to aid access.

- **Security –**
Each external door being installed shall be fitted with multi-point locking systems designed and installed to PAS24 – 2012 standard. Sliding sashes to windows will be fitted with locking devices to prevent unauthorised opening.
Natural surveillance from within each of the cottages and across the site will aid security.

- **Impact on Existing Trees –**
There are no trees on the site. There is, however, a self set sycamore tree just beyond the south-east boundary fence belonging to the carpet warehouse. This does not directly affect the proposals but will in time if left unchecked dominate the car parking bays in that area. The Applicant has spoken with the owner of the tree who has agreed to remove it at some point to avoid root damage to the warehouse building.
Such work does not require planning permission and for the purposes of this application is being disregarded.

- **Topography/gradients –**
The site is generally level and there are no proposals to alter that.

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- **Special designation –**
The site will remain within the Pickering Conservation Area and there is nothing contained in these proposals to warrant the addition of any other special designations.

SOCIAL CONTEXT

- **Effect from the proposed works –**

The proposals will benefit the community of Pickering by regenerating an area that is fast becoming an eyesore. The buildings as existing are empty and deteriorating with the potential for attracting further vandalism (break ins have already occurred despite security measures being in place). The former car park at the rear has become untidy and subject to weed growth.

The former public house has not been well patronised for many years and relied on a small number of tourists to survive until it reached a point when the viability of the business was lost. The premises are no longer considered to be a community asset with no prospect of becoming so again given the market for such edge of town pubs is shrinking nationally.

- **Over-looking/over-shadowing –**

The proposals have been designed to meet the requirements contained in the Ryedale Residential Design Guide. Within the development there are no areas of overlooking or over-shadowing.

Account has been taken of existing surrounding properties none of which will be overlooked or over-shadowed.

The impact on the site from existing over-shadowing by the carpet warehouse building will be tempered by the introduction of the proposed house.

- **Impact on local services –**

The proposal will be beneficial to local businesses and services by the generation of additional customers through the introduction of new housing stock. Trading at the former public house has been in decline year on year and eventually resulted in the business closing down in August 2016.

ECONOMIC CONTEXT

- **Employment –**

Short term employment will be provided throughout the construction period. Beyond that the employment market will benefit through the generation of increased business giving greater security for employees. Further, there will be a direct, positive affect on local employment by the creation of work for cleaning, maintenance and marketing staff.

- **Effect on attractiveness of area to investors –**

The site was offered for sale on the open market as a public house for over three years without success. In the final years of trading there was a succession of short-term tenant landlords in an attempt to regain viability as a business. All without success.

The proposed change of direction for the site will restore life to the site and add to the success of the local economy. The works are therefore seen as positive in this context.

RELEVANT PLANNING POLICIES

- **Local Plan Strategy Policies -**
Relevant policies contained in the adopted Local Plan Strategy are:
 - SP2 - Delivery and Distribution of New Housing
 - SP3 - Affordable Housing
 - SP11 - Community Facilities and Services
 - SP12 - Heritage
 - SP16 - Design
 - SP22 - Planning Obligations, Developer Contributions and the Community Infrastructure Levy

- **Regional Requirements**
NYCC – Transport Issues and Development

- **National and Regional Policies –**
National Planning Policy Framework (NPPF).

COMMUNITY INVOLVEMENT

The scale of the proposal does not warrant a pre-application public consultation process.

It is noted that the proposals will be subject to wider consultation by the LPA through the normal planning process following registration of the application.

EVALUATION AND SUSTAINABILITY

- Current local and national planning policies/guidelines are supportive of proposals which are beneficial to local communities and local businesses, which this proposal is.
- The proposal meets the aims and objectives of the adopted Local Plan Strategy insofar as the recommendations contained in adopted policies SP2, SP3, SP11, SP12, SP16 and SP22 have been taken into account.
- The proposal does not seek to alter the character of the area.
- The proposal affords an opportunity to improve the quality of life for the visitors to the area.
- The proposal seeks to regenerate a small area of Pickering which has been in decline for several years.

APPRAISAL

The main considerations in relation to this application are:

- i. the principle of the change of use and its impact upon the vitality and viability of Pickering Town Centre;
- ii. whether the proposed cottages and house will have satisfactory levels of amenity;
- iii. whether the proposals relate well to the character and appearance of the original building and Conservation Area;
- iv. the impact of the proposal on the amenity of the adjoining neighbours;
- v. highway safety;
- vi. developer contributions.

Local Requirements

• Local Plan Strategy Policies

SP2 – Delivery and Distribution of New Housing

The site is currently effectively vacant with potential to create new housing in a built up area. The proposal is designed in a way which respects the character of the original public house building while at the same time makes use of a previously developed building by conversion.

SP3 - Affordable Housing

The proposal provides 4 new dwellings in total which is a net gain of 3 dwellings measured against the existing use of the site. This is less than the minimum number of 5 housing units which triggers the requirement to provide affordable housing within the development.

SP11 – Community Facilities and Services – within this policy pubs are described as important elements that contribute to the valued quality of life in the District. Relevant extracts in relation to protection of existing facilities state:

Existing local retail, community, cultural, leisure and recreational services and facilities that contribute to the vitality of the towns and villages and the well being of the local communities will be protected from loss/redevelopment unless it can be demonstrated that:

- *there is no longer a need for the facility or suitable accessible alternatives exist, or;*
- *that it is no longer economically viable to provide the facility, or;*

In addition to the Royal Oak there are some 13 other pubs located within Pickering Town Centre. These are:

Rose Inn
Horseshoe
Forest and Vale
Letterboard
Black Swan
Conservative Club
Liberal Club

White Swan
Bar 4
Bay Horseshoe Station Hotel
Working Men's Club
Sun Inn

Of these most are struggling to maintain trading levels each year. One of the pubs is averaging a new tenant landlord per year which is an indication of poor trading figures. Another has adopted limited opening hours which, again, suggests trade is on the decline even in the centre of a market town such as Pickering.

Nationally, the number of British pubs has been in steady decline since the peak of around 99,000 establishments recorded in 1905. This figure was down to 58,200 pubs by 2009 which when compared with the great increases in population over the same period provides an illustration of how severe the reduction in numbers per capita has been.

In 2009 there were 52 pub closures each week in Britain the main reasons for which have been cited as a general reduction in the amount of alcohol people consume (per capita consumption has declined by 18pc since 2004) together with the availability of cheap beers and wines in supermarkets for home consumption. Today the level of closures stands at around 31 pubs a week.

In the case of the Royal Oak in the run up to its closure the then owners, Enterprise Inns, employed five different landlords in as many years in an attempt to increase trade, without success. Year on year turnover and viability was in decline culminating in the property and business being offered for sale on the open market in November 2011. Over a two year period there was no interest from potential buyers and trade continued to decline despite the pub being popular with the falling number of customers.

The pub was put to public auction in February 2017 but received no bids. The Applicant, as a Pickering businessman already involved in the licensed trade, was approached and agreed to purchase with the intention of seeking a change of use for the site. This decision was taken after due consideration of the trading conditions at the Royal Oak and the trend with licensed premises in Pickering in general.

Thus, it can be seen that:

- a) the need by local people and visitors for a pub in this location no longer exists illustrated by the fact that customer numbers have been dwindling steadily for many years, and;
- b) the facility is no longer a viable unit in terms of both economics and demand.

SP12 – Heritage

The site as a whole has no particular architectural or historic merit in Heritage terms except, perhaps, it could be argued that the Royal Oak was a traditional market town pub at one time. However, the future of such pubs is in doubt and events over the past five or six years at the Royal Oak demonstrate that public demand and demand by investors for such establishments is weak.

Re-development with a change of direction is the strongest option for the site in order to prevent stagnation and all the negative impact upon the local economy that will bring.

This proposal will bring life back to the site and enable the original building to be brought back into full use contributing to the local economy.

The design approach to the proposed development is mindful of the need to respect the architectural traditions of the market town and to create a unit that will add to the town's vitality and character.

Removal of the additions to the original Royal Oak building together with the alterations and extension will greatly improve the appearance of the site fronting Eastgate. Frontage dwellings along Eastgate are part of the traditional street scene, therefore the creation of three additional cottages in this way will suit and blend with the character of this part of town.

The erection of a single house on land to the rear will make better use of what is otherwise unused land which is in danger of becoming an area for fly-tipping and vandalism. Residential use in this part of town is established with existing dwellings to the immediate south and west of the site.

SP16 – Design

The form and scale of the design of the proposed cottages is based on features found in the original Royal Oak building and on similar building in the locality. In this way the best traditions of the market town are being followed making use of natural stonework, clay pantile roof covering and timber sliding sash windows.

It is considered that changes to the Eastgate frontage in particular will add positively to the distinctive character of the area and improve the street scene by replacement of earlier inappropriate extensions.

The resultant scheme will produce a development density of around 0.022ha/dwelling (44 dwellings per hectare) which is within the expected parameters of this policy.

Landscaping around the new dwellings will be simple making use of areas of gravel and grass/planting to soften the effect and create a calming atmosphere. This will also assist in the disposal of any surface water run-off which will be allowed to percolate naturally into the ground.

Supplementary Planning Guidance Document – Ryedale Residential Design Guide – makes recommendations as to space about dwellings. This proposal takes account of those guidance notes in order to maintain privacy from unit to unit and create spaces which are not overlooked or over-shadowed. The needs and entitlements of nearby dwellings have also been taken into account with no loss of amenity or privacy as a result.

Private and sunny amenity spaces for playing, gardening and hanging out washing are provided divided one to the other by 1.5m high close boarded timber fencing.

The relative position of the detached house to the nearest cottage on plot 3 exceeds the minimum recommended distance measured from dining room to gable. Cottages on plots 1 and 2 are unaffected by dwellings backing on to them but, nevertheless, benefit from reasonably well sized gardens

SP22 – Planning Obligations

It is acknowledged that any grant of planning permission for this proposal will be subject to developer contributions set out in the Community Infrastructure Levy.

Regional Requirements

- **NYCC – Transport Issues and Development**

The guide for standards relating to transport and parking standards is set out in 'Transport Issues and Development' produced by North Yorkshire County Council administered through the local planning process.

Historically, the application site has been used as a public house and hotel with owners' living accommodation. The only access for cars, deliveries and bikes is from Outgang Road at the rear of the site with access directly from Eastgate being closed off by a fence and gate. This application seeks to retain the rear access in its present form even though it falls short of some of the standards set out in the guidance notes.

The proposal is to take over the access and create a shared, private driveway leading to communal car parking for the 3 cottages and private car parking for the detached house. In doing this there will be a reduction in potential traffic compared with the current use. The need for service vehicles to regularly use the access and junction with Upgang Road will be greatly reduced, and on a general day to day basis, will stop.

This reduction in traffic usage will improve road safety for both vehicles and pedestrians at the junction with Outgang Road.

The junction with Outgang Road is narrower than desirable for new developments but visibility is good and Outgang Road is sufficiently wide at this point to allow vehicle movements to safely take place, particularly bearing in mind that traffic speeds along this section of road are generally low. The reduction in width can be safely offset by the reduction in usage as a result of the change of use from public house to residential.

In terms of car parking provision the proposal meets the standards set out in the guidance notes. There is one car parking space per dwelling plus one space allocated for visitor and/or disabled driver grouped together for the benefit of the 3 cottages. Plus private access, turning and garaging for 2 cars plus visitors for the detached house. A turning

area is provided which is of sufficient size to accommodate cars and light vans.

In terms of cycle parking there is no specific provision mentioned in the guidance notes but this proposal includes secure parking for at least 1 cycle per dwelling.

Refuse bin emptying will be carried out from Eastgate via a hard surfaced footpath leading to a central collection point for the cottages which contains space for two wheeled bins per dwelling. Further provision is made for collection of bins from the detached house along the same access route. The maximum travel distance from the public highway to the bin collection point is 25.0m, thus enabling the refuse operatives to pick up and deposit the bins without the need for leaving them on the public highway.

National Requirements

NPPF –

paragraph 2 states;

'Planning law requires that applications for planning permission must be determined in accordance with the development plan, unless material considerations indicate otherwise.'

It is considered this proposal is non-contentious and can be determined within the scope of the Local Plan Strategy.

SUMMARY

- **Amount –**
The proposal is for a small, regeneration development on a site currently in decline.
- **Layout –**
The proposal makes better use of an existing access and original building.
- **Scale –**
The scale of the development is modest and in keeping with the general vernacular of the area.
- **Landscaping –**
A soft landscaping approach has been adopted within the confines of existing stone boundary walls to maintain a sense of enclosure.
- **Appearance –**
The appearance of the proposed buildings is based on local, traditional design ideas in order to maintain the character of the Conservation Area.
- **Access –**
The existing access will continue to be used but in a potentially much reduced way.

CONCLUDING STATEMENT

This Design and Access Statement has been written in support of a proposal to redevelop an existing public house site into 3 cottages and 1 house.

The statement demonstrates the following steps required by Section 42 of the Act in that:

- the context of the site has been considered and documented, and includes an accessibility audit, together with references to relevant planning policies.
- the design of the proposal has been justified in terms of use, amount, layout, scale, landscaping, appearance and access arrangements.

Further:

- The proposal complies with the relevant Local Plan Strategy policies and national planning strategies and guidelines.
- In conclusion it is considered that the proposal meets the requirements of national and local planning policies and that the Council should be supportive of the scheme and grant planning permission.

END