

Land at STATION PARADE Harrogate Development Brief



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FOREWORD

This development brief provides guidelines for the development of a key site in Harrogate Town Centre that has been the subject of development discussions and planning applications for many years, but where a comprehensive development scheme has failed to materialise. The Council in partnership with the County Council, Network Rail, and Northern Rail commissioned consultants Arup, DLG Architects and Colliers CRE to prepare the development brief.

Public consultation on a draft brief was undertaken in August/September 2004 and as a result the brief was revised and approved by the Area 3 Development Control Committee as Supplementary Planning Guidance on 10 May 2005. The brief includes an indicative scheme identifying one method by which the site could be developed in a comprehensive and viable way.

This site represents a unique opportunity to realise major benefits for Harrogate. The creation of a transport interchange - including a relocated railway station - adjacent to the bus station will enable better integration between bus and rail travel and the provision of travel information and other services and facilities for travellers. A high quality mixed-use development of the site could also enable the provision of town centre homes, retail and leisure uses improving the vitality and viability of this area.

I therefore look forward to working with the partner authorities and other interested parties to achieve a significant improvement of this key site.

Councillor Richard Cooper, Cabinet Member (Planning)

A copy of the Development Brief can be downloaded from the Council's web site at www.harrogate.gov.uk/planning or a paper version may be obtained by telephoning 01423 556586 or emailing julia.lamb@harrogate.gov.uk

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1.0 INTRODUCTION

- 1.1 The aim of this Development Brief is to provide advice on the different policy and site specific issues relating to the development of land at Station Parade, Harrogate and to provide an example of one way in which the site could be developed. This is a key site in Harrogate town centre and an important gateway to the town, especially when travelling by bus or train or indeed for those travelling by car and using the Victoria multi-storey car park. It is shown outlined on the plan attached at Appendix 1. The site has been the subject of development discussions and planning applications for many years, and a planning history of the site is included in Appendix 2.
- 1.2 In accordance with the Harrogate District Local Plan, adopted 2001 (altered May 2004) a comprehensive development and environmental improvement strategy has been prepared for the site. ARUP, DLG Architects and Colliers CRE (the Consultants) were appointed in early 2004 to investigate and prepare a comprehensive development brief. This work was commissioned jointly with North Yorkshire County Council, Network Rail and Arriva Trains Northern (now Northern Rail Ltd).
- 1.3 During the first half of 2004, the Consultants undertook investigations into the scope for comprehensive development. This detailed work took account of the physical constraints; the potential levels of market demand for various uses; the planning background and policy; the site's varied ownership structure; its key location; and, the all important rail, bus and road transport infrastructure issues. Consultation was undertaken with key stake holders including Harrogate Borough Council, North Yorkshire County Council, Network Rail, the Strategic Rail Authority, Northern Rail Ltd, Harrogate District Community Transport, Coalhouse Properties (Harrogate) Ltd (owner of part of the site), Blazefield Holdings Ltd (the bus operator), Tops Estates Plc (owners of Victoria Shopping Centre) and Commercial Estates Management (owner of the adjacent Exchange building). The results of the consultation were taken into account in the preparation of the development brief.
- 1.4 The development issues for this site which warranted specific guidance were identified as being:
- Provision of a transport interchange
 - An appropriate mix of uses to enable a comprehensive and viable development to be achieved
 - Accessibility and circulation
 - Urban design and environmental enhancement
 - Potential highways improvements
 - Provision of improved facilities including 24hr public conveniences
- 1.5 Development proposals must accord with:
- Planning Policy Guidance (PPS1, PPG3, PPG4, PPS6 PPG13 PPG15 and PPG17)
 - Regional Spatial Strategy for Yorkshire and the Humber to 2016 based on the Selective Review of RPG12.
 - Harrogate District Local Plan adopted 2001 (altered May 2004)
 - Other Government advice on affordable housing, planning obligations and design of new development
 - Harrogate Borough Council's Supplementary Guidance *Policy on Developer Contributions to Education Facilities* (October 1999)
 - Harrogate Borough Council's Supplementary Planning Guidance *Residential Design Guide* March 1999
 - Harrogate Borough Council's *Guidelines for Development Control on Parking Requirements* (April 2000)
 - Harrogate Borough Council's Public Open Space Commuted Sums Supplementary Planning Guidance

- 1.6 The main purpose of the brief is to set out guidelines for the redevelopment of the site including access, servicing layout and urban design considerations. The brief has been prepared in accordance with the former Department of the Environment, Transport and the Regions publication *Planning and Development Briefs: A Guide to Better Practice* (1998) and PPG12 *Development Plans* (1999). As work on this brief commenced prior to the enactment of the Planning and Compensation Act 2004 the brief has been adopted as Supplementary Planning Guidance. **A draft brief was approved for public consultation at a meeting of the Area 3 Development Control Committee on 27 July 2004. A period of public consultation took place for 6 weeks starting on 17 September 2004 and further consultation was then undertaken with interested parties. Comments received together with officer's responses were reported to a meeting of the Area 3 Development Control Committee on 10 May 2005 which approved the brief as Supplementary Planning Guidance**

2.0 DEVELOPMENT OBJECTIVES

- 2.1 The objectives of this development brief are set out below. Guidance on the implementation of these objectives is set out in Section 5.0 of this brief.
- **Creation of a commercially viable development on the site, which maximises retail potential whilst considering other potential uses such as residential, office, hotel, recreation, leisure and community facilities** – it is recognised that as a town centre location, this site has the potential for a vibrant mix of uses that will help to drive a commercially viable scheme whilst providing a development appropriate to its gateway location.
 - **Improvements to public transport facilities including better integration between bus, rail, taxis, walking, cycling, disabled access and car parking** – as part of a comprehensive development, improvements to the current transport infrastructure are envisaged and it is expected that any new development will bring the various transport modes closer together, linked by a new transport interchange building which should include public toilets, waiting room, café/retail outlets, better ticket and information facilities together with offices and facilities for rail and bus operators..
 - **Consideration of the potential for phased development on this site within a comprehensive development framework** – it is expected that development will be undertaken as part of a comprehensive scheme but the Council recognise that phased development may occur, provided it is in accordance with an agreed overall comprehensive strategy for the site as a whole.
 - **Incorporation of the footbridge and other pedestrian links into the development proposals** - the existing footbridges that run across the railway lines from the Victoria multi-storey car park to the current rail station and the Victoria Shopping Centre need to be maintained and incorporated within development proposals for the site. It is possible that they may be varied and improved as part of the development.
 - **Visual improvement and enhancement of this key town centre gateway site** – based on the highly prominent nature of the site's location and its presence within the Conservation Area, any new development will be expected to be of the highest quality, to enhance the area and be designed with respect for its context as part of the larger town centre which has a well-established character and appearance. Creative and innovative design will be encouraged provided that the principles embodied in this guidance are adopted.

3.0 SITE DESCRIPTION

3.1 Physical description

- 3.1.1 The site covered by the development brief has an area of approximately 0.83 hectares. It is bounded by the York to Leeds railway line to the east and Station Parade and the town centre retail core to the west. Moving north and south away from the site, retail uses begin to diminish in intensity with properties containing a mixture of uses. The site falls approximately 5.5 metres from south to north.
- 3.1.2 The 1960's Harrogate railway station sits below the landmark 12 storey Exchange office tower at the southern end of the site. Running northwards adjacent to the platform are a collection of under used station buildings built of brick. In between the latter and Station Parade there is a small public car park and drop off area/car park that serves the station. These are bisected at high level by a pedestrian footbridge linking the Victoria shopping centre with the Victoria multi-storey car park to the east of the railway line. There is also pedestrian access from this footbridge down to the station platforms and their associated link bridges across the tracks.
- 3.1.3 Moving further north, adjacent to the site to the west is an operational bus station, which is accessed via Station Parade at the junction with Cheltenham Parade and egresses onto Station Parade opposite the pedestrianised Cambridge Street. A narrow strip of land between the bus station and the railway platform to the east is used for Network Rail car parking. It rises to a maximum of 2 metres above the level of the bus station concourse and is accessed from the Station Parade and Cheltenham Parade junction. At the northern end of the site adjacent to Bower Street stands a small prefabricated building used by Network Rail contractors. There is also a small group of Sycamore trees. There is a pedestrian link known as one arch under the railway to the north of the site.
- 3.1.4 Some of the key features described above are illustrated in the photographs set out at Appendix 4.

3.2 Land Ownership

- 3.2.1 The site predominantly comprises two separate freehold ownerships. The majority of the land on both sides of the railway tracks is owned by Network Rail. The current train station and associated facilities are leased from Network Rail to Northern Rail Ltd. A small part of the site located opposite the junction of Cambridge Street and Station Parade and lying between the bus station and train station is owned by Coalhouse Properties (Harrogate) Ltd, a private property company. The adjacent bus station is owned by BlazeField Holdings Ltd whose wholly owned subsidiary Harrogate & District Travel Ltd, is the site's principal user. An Ordnance Survey extract attached at Appendix 3 shows the approximate extent of each of these titles but this should be taken as indicative only.
- 3.2.2 As well as the footbridge providing access across the railway tracks from one platform to another, there is another high level footbridge linking the Victoria Multi-storey car park with the station and the Victoria Shopping Centre. Network Rail have granted a 152 year leasehold interest to Harrogate Borough Council for the right to construct and afterwards maintain and use this bridge as a right of way from the car park to the shopping centre, the town centre and to and from the station. These rights except and reserve to Network Rail the right to relocate, adjust, connect into or alter at their own cost the bridge link between Tower A and the Pepperpot Tower as marked A and B on the plan at Appendix 3 in order to facilitate the development of the station, station forecourt or land adjoining or in the vicinity of the station or forecourt. Before doing so, Network Rail are required to obtain the written consent of the Council but this consent must not be unreasonably withheld. The new route should not be "materially less commodious than exists at the time of the Board's proposal", which could be broadly interpreted that the new route should be as convenient and of a similar nature to the current route. In other words, not significantly longer and no more restricted in terms of the hours of use.

3.2.3 The Council has in turn granted a right to use the footbridge to the head lessees of the Victoria Shopping Centre. Similar provisions are incorporated in that arrangement relating to the ability to relocate, adjust, connect into or alter the route of the bridge link. It will be a requirement of any development proposals for this site that this link is satisfactorily incorporated in to the development and continues to function appropriately.

3.2.4 The Victoria multi-storey car park located on the eastern side of the railway tracks is owned and operated by Harrogate Borough Council. It is accessed from East Parade and laid out over 14 levels, providing parking for approximately 850 vehicles. It operates a Pay on Foot system and is open from 7.00am to 7.00pm. A shop mobility facility is located within the car park.

3.3 Rail Facilities

3.3.1 Harrogate Station is classed by the Strategic Rail Authority (SRA) as a Category C Station and currently has the following facilities:-

- 3 ticket windows within the booking hall
- Ticket machines
- 4 public telephones
- Photo Me booth
- Cash Machine

3.3.2 Passenger waiting areas are located either in the booking hall or on the platforms. There are former refreshment rooms but these are dilapidated and currently not in use. Within the Booking Hall, there are three retail units comprising a newsagents, café and shoe repair/bag outlet.

3.3.3 Offices are also provided for rail use with a signing on point, toilets and mess room. Network Rail and Northern Rail Ltd would like these facilities in one location with the booking hall, staff and locker rooms. Other ancillary facilities at the station comprise:

- 3 bin stores on land at the rear of the bus station
- Storage in the warehouse building informally agreed with Network Rail

3.3.4 The station forecourt provides vehicular access to the booking hall from Station Parade comprising:-

- 3 taxi bays
- 19 short stay parking spaces
- Servicing for the station and retail units

3.3.5 Pick up and set down for cars is also permitted on the station forecourt. There are no specific facilities for buses and coaches. Currently local arrangements are made to cordon off the short stay spaces to enable buses to drop off/pick up at the station. This only happens when there are problems with the railway line or when there are big events at the Conference Centre or the Great Yorkshire Show Ground.

3.3.6 At the rear of the station, a public long stay car park for rail users is provided that runs adjacent to platform 2 with access from East Parade. This currently provides parking facilities for approximately 115 vehicles.

3.4 Bus Station

3.4.1 Blazefield Holdings owns the bus station located on Station Parade adjacent to the railway station. The new bus station opened early in September 2002 and has the following features:

- 13 stands, 12 being used by local bus services the majority of which are used by Harrogate and District Travel and the most northerly bay being used by National Express.

- Covered passenger concourse with waiting and seating areas.
- Kiosk – customer information at southern end is manned 7am until midnight.
- Real time customer information displays.
- It does not currently have space to allow use by community bus services.
- Space is also available for up to 5 buses to lay over between service. Although this was not envisaged as part of the design of the bus station the possibility of improving this position should be considered within the context of a comprehensive development scheme.

3.4.2 There are no toilets or other facilities for travellers within the bus station, although a small information kiosk is provided. Customer booking facilities are currently in unit 20A of Station Parade. Staff facilities are provided in the first and second floors of 42 Station Parade.

3.4.3 Approximately 90 buses per hour use the bus station. This equates to approximately 4 buses per stand per hour and gives Blazefield scope to increase operations in the bus station as services are expanded. A one-way system operates with buses accessing from the north end and egressing from the south. The layout is designed with pull-in – reverse out bays. The safety of passengers, Harrogate and District Travel's employees, and buses must be taken into consideration as part of any development proposals, including during the construction period.

3.5 Local Highway Conditions

3.5.1 Station Parade is a two lane – one-way road with a bay for approximately 12 taxis on its western side. There are two pelican crossings on Station Parade. One adjacent to Exchange Tower connects Victoria Gardens with the railway station and the other links the bus station with Cambridge Street, and is heavily used. There is a loading/disabled bay to the north of the bus station pelican crossing on the west side of Station Parade. The basement car park for Exchange Tower is accessed from Station Parade, just south of the egress from the station forecourt.

3.5.2 From East Parade the rear of the station is accessed via a single carriageway, and this also provides access for the Victoria Multi-Storey Car Park, to long stay car parking for the station and frontage properties. Access to the service area for Habitat and the other retail units in the block south of Exchange Tower is also from East Parade.

3.5.3 Vehicular access to Cambridge Street is banned between 1030 and 1700 hours. Outside of these hours it is open for servicing. Where the railway crosses Bower Road to the north of the site near Asda, there is a height restriction of 4.26 metres (14 feet).

3.5.4 The junction of Station Parade / Station Bridge is signal controlled. Access to the car parking at the rear of the station is via a signal controlled junction with East Parade. These junctions include pedestrian crossing facilities. A pelican crossing is also provided at the Cheltenham Parade/Station Parade junction.

3.5.5 There is a problem with pedestrian accidents on Station Parade, which seems to be caused by pedestrians not crossing at the pelican crossings. A summary of accidents that have occurred between January 1996 and November 2003 indicates a total of 33 accidents of which 6 were serious and 27 were slight, 17 of the accidents involved pedestrians.

3.5.6 Any proposed development should incorporate traffic management measures that would improve the safety for all users on Station Parade. This objective must be balanced with maintaining capacity of the road network and the access arrangements that are currently in operation. The Council has already identified the need to carry out improvement works on Station Parade and such a scheme is likely to be eligible for funding through the North Yorkshire County Council Local Transport Plan 2006-11. Further discussion on this matter is taking place with North Yorkshire County Council.

3.6 Physical Site Constraints

- 3.6.1 There are a number of operational constraints with regard to the location of the site and the operational railway. All new development schemes undertaken in close proximity to the railway require specific engineering approval from Network Rail and must comply with the standards and methods of working current at the time of the development.
- 3.6.2 No site investigation has been undertaken for buildings or land at this stage. Therefore, the risk of contamination or adverse ground conditions is unknown. Historic geo-technical data suggests the site has a minimal risk of contamination. However, developers should not discount the risk of finding hot spots within the site boundaries due to leaching of hydrocarbons and so forth from former railway sidings adjacent to the site. Developers should also note the requirements set out in the Harrogate District Local Plan Policy A8 concerning Contaminated Land.
- 3.6.3 A number of services are located in close proximity to the site. It should be noted in particular that a 610mm x 914mm brick combined sewer traverses the site see plan in Appendix 6. Network Rail and Yorkshire Water should be contacted at an early stage to discuss their requirements regarding the protection of the sewer, surface water disposal and water distribution. An agreement exists between Network Rail and Yorkshire Water regarding construction on the site. It will be the developer's responsibility to obtain the precise location of all services from the respective statutory undertakers.
- 3.6.4 Possible wind turbulence caused in conjunction with the adjacent tower will need to be considered as part of any development scheme. The Exchange Tower causes significant overshadowing of part of the site. Other issues such as noise attenuation and air quality also need consideration. For example noisy activities should be grouped together and measures to minimise noise transmission included in the development. Noise and air quality levels need to be established prior to development.
- 3.6.5 There is a small group of mature Sycamore trees to the north of the site which the Council's Arboricultural Officer has indicated provide an important bank of greenery in an otherwise treeless area and are therefore considered important as a visual amenity and contrast to surrounding buildings. The trees are currently protected as they are within the Conservation Area.
- 3.6.6 The site is within the Conservation Area and on the edge of the commercial/retail area.

3.7 Current Transportation Studies

- 3.7.1 The provision of a transport interchange at Station Parade needs to be considered within the wider context of a number of transportation studies currently being progressed. The Harrogate and Knaresborough Integrated Transport Study (HAKITS) will result in the development of a new transportation strategy for the period up to 2016, with an emphasis being placed on measures to improve public transport, walking and cycling. A package of measures to reduce congestion are currently being considered and this includes provision of a transport interchange at Station Parade. A study is also progressing to consider improvements to rail infrastructure and services on the Leeds-Harrogate-York line. The aim is to transform the line into a successful commuter route. The provision of a transport interchange at Station Parade in Harrogate, together with improved facilities for travellers, is therefore a key element in relation to both of these studies.
- 3.7.2 In addition, work has been undertaken on a long term proposal to consider the reinstatement of the Harrogate-Ripon line. Initial work has indicated that such a proposal could be viable and a second study to consider infrastructure requirements is currently being undertaken. The possibility of this occurring in the future therefore needs to be taken into account in development of the site to ensure options are not lost for the future.

4. PLANNING CONTEXT

4.1 National Planning Policy

- 4.1.1 Government policy is to focus retail, leisure and other key town centre uses which attract a lot of people within defined town centres. The objectives of this strategy are separate but related. The first main objective is to sustain and enhance the vitality and viability of town centres. It was feared that the growth of out of centre facilities would see central areas suffering through competition and disinvestment, which would lead to decay. This in turn would see the undermining of current investment in town centre facilities, the decay of our historic environment and an increase in social exclusivity for those without access to a motorcar.
- 4.1.2 The second main objective arose through the Government's commitment to the Kyoto Treaty to reduce harmful emissions. This commitment has been manifested in planning policy through the direction of uses generating significant movements to locations which are accessible and well served by Public Transport, primarily in established town centres which are the traditional focus for both buses and trains. This objective is aligned with the promotion of mixed development, which is intended to contribute towards a reduction in vehicle journeys and also ensure vitality and security for the night time economy.
- 4.1.3 Coupled with this approach has been a review of car parking policy with the emphasis now placed on minimising the number of spaces available so as to encourage those people making a journey to use a mode of transport other than the private car on a greater number of occasions. The Council's approach to car parking provision is outlined in its Parking Requirements Guidelines for Development Control July 2001. The very accessible location of this site means that parking provision in association with development will not be required with the exception of the operational needs of the development, cycle, and disabled parking. It is however, recognised that a developer may wish to provide some parking as part of the development. Residential parking in relation to any development will need to be discussed with the Borough Council.
- 4.1.4 A third main objective is to make the most efficient use of land, particularly land which has been previously developed. This objective is manifested through an emphasis on brownfield land regeneration, particularly for housing. Again, coupled with this approach is a broad policy of encouraging residential development in town centres, which will make an efficient use of land and ensure vitality in town centres throughout the day. This approach is re-emphasised in PPS6 Planning for town centres which also encourages local authorities to take a pro active role in redevelopment of key town centre sites.
- 4.1.5 A key element in achieving sustainable development is good design, which is indivisible from good planning. High quality and inclusive design should be the aim of all those involved in the development process. High quality and inclusive design should create well-mixed and integrated developments which avoid segregation and have well-planned public spaces that bring people together. Development should function well and add to the overall character and quality of the area, this requires carefully planned, high quality buildings. Good design should contribute positively to making places better for people. Design should be appropriate in its context and take opportunities available for improving the character and quality of an area.
- 4.1.6 It is fundamental to the Government's policies for environmental stewardship that there should be effective protection for all aspects of the historic environment. Physical survivals of our past add to the quality of life, by enhancing the familiar and cherished local scene and sustaining the sense of local distinctiveness which is so important an aspect of the character and appearance of our towns. The objective of planning processes is to reconcile economic growth and other needs with the need to protect the historic environment.

4.2 Regional Planning Policy

- 4.2.1 The Regional Spatial Strategy for Yorkshire and the Humber to 2016 based on the Selective Review of RPG12 sets out strategic policies up to 2016. This is currently being replaced by a new style Regional Spatial Strategy which will cover the period up to 2021.
- 4.2.2 In relation to this site, key policies seek to focus development in town centres and the following policies are of particular relevance. Policy E1 seeks to make both existing city and town centres more attractive, high quality and safe places to live. In achieving this objective, development plans should include appropriate measures to concentrate new development of appropriate kinds within existing settlements respecting their character and setting and creating high quality, sustainable places where people choose to live, work and take their leisure.
- 4.2.3 Land use and transport integration is covered by Policy T1 which identifies the locational criteria which should inform the identification of land uses. Policy T3 Personal Transport identifies the need to widen travel choice and reduce car dependency and T6 relates to transport in the main urban areas including improved transport interchanges, enhancement to rail and bus services/co-ordinated ticketing etc.
- 4.2.4 Regional Planning Guidance also expects Councils to manage the release of housing based on advice from the Regional Assembly, current best practice, local circumstances and the application of the sequential approval. The preferred preference is housing allocations on previously developed land and conversions within urban areas.

4.3 Strategic Planning Policy

- 4.3.1 The North Yorkshire County Structure Plan (Adopted October 1995) the policies of which are saved for a period of 2 years under the new planning system also provides the strategic planning policy context. It has an end date of 2006 and will eventually be replaced by the new style Regional Spatial Strategy which will provide the strategic content in the future.
- 4.3.2 The broad strategy is to focus the majority of new development in and around the main urban centres of York, Harrogate and Scarborough and thereafter market towns and service villages. These policies are complemented by those seeking environmental protection of the National Parks, AONB, the green belt and the countryside generally.
- 4.3.3 Housing policies set the general strategy for the location of development and the numbers of dwellings to be constructed in the districts. The policies confirm that provision will be made to maintain or extend the residential use of property in and around town centres (H9) through suitable new development, conversion and through use of vacant premises.
- 4.3.4 Shopping development will normally be permitted in or as an extension to existing shopping centres (S1). Single shopping developments over 15,000 sq ft gross floor area will only be permitted in or as an extension to an existing shopping centre.
- 4.3.5 With regard to the built environment, policies are consistent with Government advice. Areas of special townscape, architectural and historic interest will be afforded the strictest protection (E4).

4.4 Harrogate District Local Plan – adopted February 2001 (Altered May 2004)

- 4.4.1 The strategy of the adopted Local Plan is environmentally driven, seeking to protect the special character and environment of both the rural and built environment whilst seeking an environmentally sustainable quantity, pattern and form of new development. Whilst the policies seek to ensure sufficient provision of both employment and housing land, the allocation of land for housing development is restrained, the plan seeking only to meet local needs and reduce in-migration from West Yorkshire. Employment development will seek to meet the needs of both local industry and commerce, whilst also allowing the creation of new businesses to accommodate inward investment.

- 4.4.2 Harrogate is identified as the main shopping centre for the district, although it is supported by a range of other town and district centres. These town centres are identified as the preferred locations for new shopping development which attracts many trips so as to maximise the opportunities for linked trips and travel by public transport. The scale of any new development should be consistent with the scale and function of the town in which it is located.
- 4.4.3 The site is within the defined Harrogate town centre area. The majority of the site lies within the defined shopping centre and is within 40 metres of the primary shopping frontage, although separated from it by Station Parade itself. It is identified for a number of uses and as an area for “townscape and environmental improvement”. It comprises one of three sites identified in Harrogate town centre for retail based development amounting to a total of 8,000 sq metres net, approximately 9,400 sq metres gross. The Station Parade site is identified as having the capacity for 4,500 sq metres net, based upon the quantum of floor space included within an earlier planning permission. Site specific policies set out the Council’s vision for a mixed development of the site, including an interchange between rail, bus, private car and taxi with appropriate community facilities (i.e. public toilets – CF3) the need to link the development through pedestrian links to the town centre, East Parade and the Victoria Centre, and the need to relate the development to nearby buildings are also identified.
- 4.4.4 Due to the historic importance of the town centre, the Local Plan sets out extensive design principles for new development and redevelopment. The relevant policies state that development which does not pay attention to these criteria will not be granted planning permission. Additionally, conservation policies also seek to ensure adequate archaeological investigation of sites prior to, or during development.
- 4.4.5 The Council’s housing monitoring report of September 2004 identified a rate of housing provision 27% in excess of Structure Plan targets. As a consequence, and in accordance with national and regional policy, a housing release management policy restricts future supply for the current plan period up to 2006. This is being achieved through applying severe restrictions to the release of Greenfield sites and large previously developed sites. Through the Local Development Framework consideration is currently being given to housing requirements post 2006. Early indications are that the new style Regional Spatial Strategy will reflect the existing RSS and seek to concentrate future housing growth in Harrogate.

4.5 Site Specific Local Plan Policies

- 4.5.1 The site is located within the Harrogate Conservation Area and the **Shopping Area defined by Policy S2**. It is in a prestigious location, which is currently not exploited, as it forms an important point of entry to the town for those who travel by bus, rail and car and then either walk in to the town centre or continue their journey.
- 4.5.2 The site’s location within the Conservation Area and within a **Townscape and Environment Improvement Area as defined by Policy HD11j** means that the visual improvement of the area is seen as a high priority. Therefore, only the highest standards of design will be accepted on this site. The policy seeks through redevelopment and refurbishment to provide a bus station and transport interchange (**Policy T19**), shopping development (**Policy S6b**), refurbishment of the railway station, the provision of new toilet facilities (**CF3c**) and car parking (although this is no longer required). The policy goes on to state that shopping development should integrate with the pedestrian bridge link from Victoria Car Park to the Victoria Shopping Centre. Also that a comprehensive scheme is sought for this area, the design of which relates to Victoria Shopping Centre
- 4.5.3 Local Plan Policy S6b makes provision for 4,500 sq m of retail floor space as part of the comprehensive development proposals for this site. This area was based on the detailed application for the erection of a two storey mixed retail development with a pedestrian link to the Victoria Shopping Centre, which the Council were minded to approve in July 1997, subject to a Section 106 Agreement requiring the provision of a new bus station. This development did not proceed.

- 4.5.4 The Harrogate District Local Plan Annual Monitoring Report July 2002 identifies that the level of floor space envisaged on all three sites allocated for retail development under proposal S6 have failed to materialise. This is due to specific development issues on each site. The subject site is therefore seen as the only remaining site which can accommodate some of the identified town centre retail needs. There is under provision of retail floorspace in the town centre and the Council is seeking to maximise the level of ground floor retail development.
- 4.5.5 Local Plan Policy T19 identifies the need for a new bus station facility in Harrogate, which has now been provided. However, this has occurred without the provision of important facilities for the travelling public, including a waiting room and public toilets. The comprehensive development of the site is therefore expected to address these shortcomings.
- 4.5.6 Under Policy HD11j, it is specified that proposals for the site should consider the best way of providing improved facilities and services that are accessible to both bus and rail travellers, as well as other people visiting the town centre. In particular, it is envisaged that the feasibility of linking the bus station and railway stations should form part of any comprehensive redevelopment proposals for the site. It is envisaged that this may be brought to fruition by the relocation of the existing station facilities to a position adjacent to the existing bus station, with common facilities then being provided to maximise amenity to the travelling public. The railway industry is prepared to consider moving the station and North Yorkshire County Council are considering a substantial contribution to improving the facilities through the Local Transport Plan. The provision of an interchange at Station Parade is identified in the Harrogate and Knaresborough Integrated Transport Study as part of a package of measures to reduce traffic congestion.
- 4.5.7 Local Plan Policy HD11j makes provision for car parking as part of the redevelopment proposals for the subject site. In line with PPG13, this is no longer considered necessary as parking provision for this part of the town centre is provided in the nearby Victoria multi-storey car park, and the use of public transport should be encouraged in this accessible location. However, the potential loss of a well used car parking area adjacent to the station as a result of development does emphasise the importance of ensuring that the footbridges over the railway line form part of any redevelopment proposals. Access to the station and facilities must not be made worse than at present.
- 4.5.8 With regard to building design Policy HD11j states “The length of the Station Parade façade should relate carefully to the massing materials and details of the built form opposite”.
- 4.5.9 Under Policy CF3c the Council require the provision of new public toilet facilities as part of a comprehensive development of the site. It is the Council’s policy to seek to provide public toilets in relation to areas such as bus/rail stations as has recently been undertaken in Ripon and Knaresborough. The location of these facilities should be convenient and allow 24 hour access.

4.6 Retail Capacity Study

- 4.6.1 Harrogate Borough Council commissioned a Retail Study by CB Richard Ellis to help inform future retail policy and the future Local Development Framework. This was completed in February 2004 using the Council’s detailed retail floor space statistics for 2002 and included a “retail capacity study” to help inform the Council on the future need for retail development up to 2011.
- 4.6.2 The findings of the Capacity Study demonstrate that the Borough is highly reliant on Harrogate town centre as its key retail destination. In particular, the Study suggested that the Council should consider the following additional retail provision up to 2011:-
- Additional main food retailing in Harrogate town centre and/or serving the northern part of Harrogate town to assist in potentially reducing cross town traffic movement.
 - The overall capacity for additional convenience retailing in Harrogate/Knaresborough, for which the Council should plan, is up to some 5,000 sq m of net floor space.

- The Council was recommended to plan for an additional 4,027 sq m net of comparison retailing for Harrogate town centre by 2006, increasing to 11,692 sq m net by 2011. It was noted that these figures would be further increased if Harrogate town centre made efforts to take market share from existing out of town retail destinations and if efforts were made to reduce leakage from the Harrogate central area.

4.6.3 The Study went on to comment that where additional floor space had been identified and the Council had determined through an assessment of qualitative deficiencies and sustainable travel plans that a need should be brought forward, suitable promotional policies should be used to assist in the process. The clear identification of an appropriate site, its appraisal and the preparation of a development brief that may become Supplementary Planning Guidance were recommended strategies. This development brief is therefore fully in accordance with the recommendations of that retail capacity study.

4.7 Housing/Affordable Housing Policy

4.7.1 The requirement for affordable housing arising from the development of this site must be assessed in terms of Criterion 4 of Policy HX (Managed Site Release up to 2006) and Policy H5 (Affordable Housing), both contained within the Harrogate District Local Plan 2001, altered May 2004.

4.7.2 Criterion 4 of Policy HX states that on previously developed sites measuring at least 0.3ha and/or where more than 9 dwellings are proposed, planning permission will only be granted for development that will deliver "substantial planning benefits". Paragraph 9X9 of the justification to Policy HX states that substantial planning benefits should address proven harm or need. For affordable housing to contribute as a substantial planning benefit it should be over and above that which would normally be required under Policy H5.

4.7.3 The Council's starting point for negotiating affordable housing under Policy H5 is 50% of the total number of dwellings proposed, unless the developer submits a financial appraisal to demonstrate that this level of provision is not viable. Under Policy HX, the Council requires a higher percentage (at least 60%) of affordable housing as a substantial planning benefit, unless there are other substantial planning benefits to weigh in the balance, in which case this requirement will be reduced.

4.7.4 The development of this site will deliver a number of substantial planning benefits to Harrogate and the District as a whole, in terms of a substantial and necessary improvement to public transport infrastructure, much-needed environmental improvements, maximise the opportunity for additional town centre retailing and the provision of public conveniences in the town centre. The costs involved in the delivery of these substantial planning benefits, such as the relocation of the railway station to create a transport interchange are significant and can only be provided on this site. As such it is recognised, from the preparatory work undertaken by the Consultants and used as the basis for this development brief, that there may be scope to relax affordable housing requirements depending on the value of any scheme coming forward, and an account of viability.

4.7.5 The comprehensive development of this key gateway site in the town centre is however seen as a priority by the Council. As such, the Council may, in accordance with policy, be prepared to accept a reduced level of affordable housing. The appropriate level of affordable housing will be derived from a financial appraisal and the relative importance placed on other substantial planning benefits provided as part of a scheme. For instance it is conceivable that the costs and benefits of providing the public transport interchange, comprehensive environmental improvements, and the need for competing uses on the site (eg retailing) would result in approval of a scheme without any affordable housing.

4.8 Design Policies

- 4.8.1 This site is in the heart of Harrogate Conservation Area. Two major objectives within the Town Centre Conservation Area Designation Statement are:
- “1. To maintain and enhance the overall character of Harrogate Town Centre as a Spa town and high quality shopping centre”.
 - “2. To ensure that any development, redevelopment or alterations to buildings achieve the highest standards of design and reflect neighbouring traditional buildings in massing, proportions and materials and, in the case of alterations, style and detail”.
- 4.8.2 Additionally the design should comply with Harrogate District Local Plan policies HD20 Design of New Development and Redevelopment, and HD21 Shopfronts.
- 4.8.3 The site specific Policy HD11j acknowledges the visual importance of the Victoria Shopping Centre in the context of the site. This is not a building traditional to Harrogate and hence would not come within the precedents referred to under Objective 2 of the Conservation Area Statement, but it is a building of local interest that heavily influences the character of Station Parade. The development of this site should reflect the shopping centre in terms of massing onto the street, proportions and materials at street level. The development should not attempt to copy the style and detail of the Victoria Centre but should reflect the elegance and refinement of detail.

4.9 Other Local Plan Policies

- 4.9.1 In addition to the specific issues mentioned above, a number of other Local Plan policies will be important in considering proposals for this site. The Harrogate District Local Plan can be viewed at www.harrogate.gov.uk/planning. Information and copies of other planning guidance documents referred to in this brief are also available from the Council.

4.10 Planning History

- 4.10.1 A planning history of the site and surrounding area is attached at Appendix 2.
- 4.10.2 There is one ongoing major application relevant to the subject site. Coalhouse Properties (Harrogate) Ltd have had application N0 6.79.6853.T.FULMAJ refused planning permission on 15.07.2003. A further application 6.79.6853.U.FULMAJ from the same applicant was also refused on 29.06.2004. They have initiated an appeals process and an inquiry date has been set for early September 2005.

5.0 DEVELOPMENT GUIDELINES

5.1 Introduction

- 5.1.1 The following development guidelines have been prepared in accordance with government planning and design guidance, local planning and design guidance and the local characteristics of the site and its context.
- 5.1.2 The objective of this section is to provide guidance on the potential development of the subject site. It has been prepared against the background of the Council's objective of seeing the whole of the subject site developed in a comprehensive manner based on an agreed overall strategy. The Council recognise that the site could possibly be developed in phases but in order to be acceptable to the Council, any phased development will have to be progressed on the basis of plans that do not compromise a comprehensive overall approach. It is therefore anticipated that any development is more likely to be undertaken as a single overall scheme.

- 5.1.3 An indicative scheme identifying one way in which the site could be developed in a way which is both comprehensive and viable is included in Appendix 5. This scheme has been prepared by the consultants.

5.2 Mix of Uses

- 5.2.1 As a key town centre site that falls within the defined Harrogate town centre and predominantly within the defined shopping centre, it is anticipated that a mix of uses will be acceptable in any new development. In particular, the site has been identified within the Harrogate District Local Plan as having the capacity for 4,500 sq metres net of new retail floor space. This figure is based on the quantum of floor space contained within an earlier planning application and is not necessarily an upper limit.
- 5.2.2 In addition to the core retail use, it is anticipated that a range of licenced and leisure uses could also be acceptable if considered to be compatible with the overall development of the site. These may include bars and restaurants, nightclubs, health and fitness and other associated leisure uses. Some of these uses may give the ability to utilise upper parts of new buildings.
- 5.2.3 Subject to market demand, hotel and office uses would also be acceptable in planning terms and would help to further diversify the mix. This could also be an ideal location for the provision of community facilities and services.
- 5.2.4 Harrogate Borough Council have stringent policies relating to the creation of new housing within the District up to 2006. However, the new Local Development Framework currently under preparation will identify future housing sites post 2006. The basis for these allocations is the Urban Housing Capacity Study (UHCS). This site is identified as a potential housing site in the UHCS. Specific advantages include brownfield site, accessible town centre location with good access to public transport services and facilities, and the potential to provide housing of a type currently lacking in Harrogate. From a commercial perspective, residential development is potentially seen as a strong driver of comprehensive development on the Station Parade site. The housing market within Harrogate continues to go from strength to strength and demand for flats and apartments in accordance with the current "city centre living" boom is expected to be strong. However, the creation of residential accommodation on the site will need to address the Affordable Housing Policy addressed in section 4.7 above. Local authorities are required to consider the accessibility of the services they provide to customers. This site has many advantages in relation to the provision of services and the Council should be contacted at an early stage to discuss potential opportunities.
- 5.2.5 In conclusion, a range of uses will be acceptable on the Station Parade site and any development should have the objective of creating a vibrant mixed use scheme that builds upon the site's highly advantageous location adjacent to the current bus and train facilities. This will be further enhanced by the over-riding objective of creating a new transport interchange on the site as part of a comprehensive development.

5.3 Transport Interchange

- 5.3.1 The proposal to provide a Transport Interchange that incorporates both the railway and bus stations is a long standing aim of Harrogate Borough Council, North Yorkshire County Council, Network Rail, and Northern Rail Ltd. The Strategic Rail Authority and Blazefield Holdings also support the provision of this facility and early consultation with all parties should take place.
- 5.3.2 The provision of a transport interchange in Harrogate can be justified for the following reasons:-
- Regional Spatial Strategy Policy T6 identifies the need to make provision for interchanges. The emerging new style Regional Spatial Strategy is likely to continue this

policy. Harrogate, within the North Yorkshire Context, provides one of the few opportunities to create an interchange with the bus and rail stations near to each other.

- The proposal is being taken forward in partnership with Network Rail, Northern Rail Ltd and North Yorkshire County Council and has the support of passenger user groups.
- It is government policy to encourage integrated transport and improvements for public transport users, in order to reduce traffic congestion.
- The provision of an interchange forms part of the draft recommended package of measures in the Harrogate and Knaresborough Integrated Transport Study (HAKITS) that seeks to develop solutions to the transport problems and issues in Harrogate and Knaresborough.

5.3.3 Discussions with Network Rail, Northern Rail Ltd, Harrogate Borough Council, North Yorkshire County Council and Harrogate and District Travel indicate that a transport interchange should provide the following facilities

- An outline survey of the station area summarised that the total area needed for rail industry facilities is about 705m², plus an additional 300 m² for a foyer area. Therefore the minimum total area needed is 1,005m². This does not allow for any increase in size of the ticket office (at least 4 serving points will be required), and includes for the replication of the dilapidated refreshment rooms as a 247.9 m² retail area. Detailed design of the ticket office, waiting rooms and other facilities will need to be discussed with the train operator at an early date.
- Offices and crew facilities for the bus operator (although in agreement with the bus operator these could be provided nearby);
- Shared information point for bus and rail services;
- New Passenger Information Display System (PIDS) – providing information on both trains, buses and express coaches which is accessible to all. Consideration should be given to the provision of hearing loops;
- Left luggage facilities (if a viable business proposition – this would need to be agreed with the train operator);
- Consideration of the inclusion of banner space providing delegates to the conference centre with key information;
- Toilets at ground level open 24 hours;
- Waiting room facilities;
- A seamless CCTV system should be provided throughout the interchange area ideally this should be linked to the existing town centre 24hr surveillance system;
- Café and other retail/refreshment outlets appropriate for a transport interchange;
- Secure cycle parking;
- The station and interchange should have a clear presence and should be visible on Station Parade.

The site falls approximately 5.5m from south to north resulting in a difference in levels between the station platform and site levels. There must be disabled access to the Rail and Bus Stations and this must meet with the requirements of Northern Rail Ltd and the Strategic Rail Authority. Early discussions to establish requirements will be necessary.

5.3.4 North Yorkshire County Council included a provisional allocation of £200,000 for a new transport interchange in their Local Transport Plan budget for 2005. The County Council is currently preparing its second Local Transport Plan for the period 2006-2011 and the Borough and County Councils are currently in discussion regarding the provision of funds towards the interchange and improvements to Station Parade. The work undertaken for this development brief will enable a more informed allocation to be made. The provision of a comprehensive travel/information/booking centre, provision for community transport, real time information, and improvements for disabled access all contribute to the delivery of the objectives included in LTP2. In addition improvements for safety, reducing congestion on Station Parade and improving facilities for pedestrians and cyclists also have a positive contribution to the delivery of LTP objectives. It will therefore be important to coordinate the availability of funding and the timetable for any new development.

- 5.3.5 Detailed consultation with Network Rail and Northern Rail Ltd has indicated that there can be no guarantee of a financial contribution towards a new transport interchange from those bodies. However, both accept that the current train station is in need of improvements. Consideration however, could be given to the development of a business case for improvements in the context of other studies being undertaken to improve the Leeds-Harrogate-York line, the provision of an interchange and the role these play as part of a package of measures to reduce traffic congestion and car use in line with Government Policy. This is a matter which the Borough Council in consultation with other organisations will consider further.
- 5.3.6 Having completed the development of their new bus station facilities in the last few years, BlazeField Holdings Ltd are unlikely to be willing to contribute towards the new transport interchange in capital terms. However, in the sale of part of their land to Coalhouse Properties (Harrogate) Ltd, they had committed to lease first floor accommodation with a net lettable area of 2,750 – 3,250 sq. ft of first floor office and staff accommodation. It is therefore anticipated that they will be willing to take a lease on any new bus station facilities in respect of such accommodation provided as part of the transport interchange. Further discussion and consultation with BlazeField Holdings Ltd on this matter will obviously be required.

5.4 Urban Design Guidance

- 5.4.1 The relevant Local Plan policies governing urban design are contained in HD11 – Townscape and Environmental Improvement; HD20 – Design of New Development and Redevelopment; and HD3 – Control of Development in Conservation Areas, and also HD21 – shopfronts.
- 5.4.2 The subject site is situated in the Low Harrogate and the Town Centre Conservation Area. The Designation Statement produced by Harrogate Borough Council contains information on the historical and architectural significance of the area and also the Council's objectives for designating the area.
- 5.4.3 Neighbouring building facades of architectural value are as identified on the local plan proposals map. There are no listed buildings on the subject site, the nearest listed structure is the Grade II listed Jubilee Monument.
- 5.4.4 Existing buildings along the Northern section of Station Parade are predominantly 2/3 storey high Victorian buildings with shops on the ground floor and storage, office or living accommodation above. Travelling south along Station Parade, the first major deviation from this category is the large mass of the 3 storey 1980's Victoria Gardens Shopping Centre, which is based on Palladian designs. Opposite is the 1960's Exchange Tower complex (which includes the existing station, an 11/12 storey office tower (refurbished in 2003), and externally tired looking retail units that turn the corner onto Station Bridge.
- 5.4.5 Development within the site should look to enhance the appearance of the town centre as a high quality shopping centre and should not detract from the general character and appearance of the Conservation Area. Any development should be attractive in its own right and should seek to make a positive urban design statement within the town centre. Whilst any new buildings should respect the character and setting of the adjacent town centre they should also promote a forward looking civic aesthetic appropriate for such an important town centre gateway development in the conservation area.
- 5.4.6 The development site has the potential to provide buildings that enhance existing vistas. These include:
- The vista along Cambridge Street looking towards the existing bus station egress onto Station Parade.
 - The view south up Station Parade when standing at the Cheltenham Parade/Station Parade junction.
 - The view along Cheltenham Parade towards Bower Street.

These are marked on the plan in Appendix 4 showing key issues to be addressed in the sites development.

- 5.4.7 The development has the potential to provide a building that successfully completes the enclosure of the area south of the pedestrian bridge which includes Station Parade, the Monument Garden and the forecourt of Victoria Shopping Centre. The development should provide a form that ensures a pleasing composition as seen from Station Gardens.
- 5.4.8 Any future development should utilise construction materials in a sustainable manner paying due respect to local distinctiveness and vernacular detail. Consideration should also be given to the use of energy efficiency and re-useable energy technology where appropriate. Building detail design should be of high quality and careful consideration given to quality of material specification in prominent areas of the development. The use of stonework, particularly at lower level, will create continuity with Harrogate tradition.
- 5.4.9 As the vista along Cambridge Street into the site is important from an urban design perspective, the Council will consider favourably proposals that terminate this vista with an element of built form that creates a tower/landmark feature. Proposals of this scale would reinforce the gateway aesthetic of a train/bus interchange. It should be visually prominent and immediately legible to the visitor when approaching from the town centre and form an attractive composition with the forms of the Victoria Centre, Victoria Car Park and the Exchange building.
- 5.4.10. The view south along Station Parade towards the new bus and train interchange should have a civic scale and appearance. Building proposals should be of exemplar design with due reference to the both the Cambridge Street and Station Parade vistas. It is possible that dependent on the wind direction, there may be an amount of wind turbulence on the leeward side of Exchange Tower. In considering development on the subject site, there will need to be careful consideration of wind turbulence factors. The element that forms a backdrop to the bus station as seen from the north should be of a similar scale, or taller, than Victoria Car Park, as a low building here would not provide sufficient physical impact on the larger open space formed by the Bus Station and this part of Station Parade.
- 5.4.11 Development proposals located to the North of the site should respect the scale of the existing 3-4 storey height Victorian buildings lining the opposite side of Station Parade and also the two storey building adjacent at 1-9 Station Parade on the other side of the narrow Bower Street. Consideration could be given to creation of a higher section of building to act as a focal point and terminate the vista at the head of Cambridge Street however this should not excessively overbear Bower Street, such that it would create a canyon effect. The Council will encourage retention of the existing trees where development allows. Any building design should acknowledge the proximity of the railway and adjacent pedestrianised Bower Street.
- 5.4.12 Future development should seek to envelop the existing 2nd floor pedestrian bridge link between the Victoria Shopping Centre and multi storey car park and maintain its position where possible. Proposals for reworking the section of bridge that spans Station Parade in a "lighter aesthetic" could help to define urban blocks of a different period.
- 5.4.13 The form and scale of the proposed building along Station Parade opposite the Victoria Shopping Centre should respect that of the Shopping Centre and also ensure that the enclosure of the street is not excessive. A canyon effect will not be acceptable, the sectional proportions of the street should reflect others within the town in order to maintain the character of the conservation area. The Council will look favourably at building proposals along this section of Station Parade that respect the scale and rhythm of the Victoria Shopping Centre and reinforce the "sense of place".
- 5.4.14 The elevational treatment should reflect the function of the building, thus the treatment of the ground/mezzanine and any first floor retail elements should be clearly different to the treatment of development above.

- 5.4.15 The texture, finish and detail of masonry should reflect local tradition, that is rusticated stone or stonework with deep joints at lower levels and smooth face above, and with appropriate high quality detail.
- 5.4.16 If the shopfronts are not incorporated into the development until a later stage the developer must ensure through legal agreement that the shopfronts are of consistent design, of high quality, appropriate to the design of the development, and in accordance with the Council's guidance on shopfronts. It is suggested in light of the proportions of the Victoria Shopping Centre, that the shopfronts are generous in height and pass through two floors as necessary to reflect those of the Shopping Centre and other high quality shops in the town.

5.5 Public realm

- 5.5.1 The Council will require developers to formulate comprehensive landscaping proposals for the site taking into consideration its affect on the wider public realm.
- 5.5.2 There are existing trees along Station Parade and it is recognised that these help a little in creating a buffer zone between Station Parade and the adjacent buildings. Within any future scheme for Station Parade the Council will encourage enhancement of these trees and possible relocation towards the kerb thus enabling greater potential for street level vitality.
- 5.5.3 A full landscaping scheme will be required as part of a planning application. This must address all aspects of hard and soft landscaping and street furniture to reflect the importance of this gateway site within the town centre, in particular the potential for water features and landscaping in this area. Contemporary design that enhances the conservation area would be appropriate if the proposed building is of contemporary design. Materials are to be of the highest quality, ideally stone paving should be used. Early consultation should take place with the Design and Conservation and Parks sections on design and maintenance. The design must be of high quality and also reflect the town's position as a centre of floral excellence.
- 5.5.4 Pavement areas surrounding the new interchange should be maximised to help create a public realm that befits such an important gateway for the town. Current levels of access and permeability through the site should be maintained and where possible enhanced for all users. Development proposals should not create desire lines for pedestrians which would encourage conflict with vehicles in particular in relation to the bus station.
- 5.5.5 The Council is keen to encourage works of art to enhance buildings and spaces. Work could include landscaping, street lighting, street furniture, sculpture or water features. The Head of Arts in the Council's Museum Service should therefore be involved at an early stage in the site's design.

5.6 Parking Issues

- 5.6.1 In the creation of a new transport interchange, it is envisaged that short stay car parking currently using the station forecourt would be relocated to the rear car park accessed off East Parade. Long stay public car parking would continue to be provided at the rear of the station adjacent to platform 2 with access from East Parade.
- 5.6.2 Consultation with Network Rail, Northern Rail Ltd and the Strategic Rail Authority revealed that they will not accept any reduction in parking numbers as a result of the new development. Using spaces in the basement of the Victoria Car Park could offset the loss of long stay car parking due to the relocation of these facilities. A total of 26 long stay parking spaces for railway users could be provided in the basement, which would give a small increase in the amount of parking for railway passengers. It would also be feasible to provide separate access/egress to the basement of the Victoria Car Park for residential/hotel/rail parking. This arrangement would require this level to be blocked off from the levels above to avoid misuse and for security. The proposal will require further discussion with the Borough Council but could be achieved through a lease or through the season ticket system.

5.6.3 In addition, the current Network Rail parking would be removed from the rear of the bus station. The preferred option to replace these facilities is to provide a new area of car parking close to the electricity sub-station next to Bower Street, to the east of the railway track. A total of 20 spaces are required for rail employees. This is shown as an inset to the indicative scheme plan included in Appendix 5, further discussion will be required with Network Rail and Northern Rail Ltd on this matter.

5.6.4 Secure cycle parking is provided within the Victoria Car Park. Cycle Parking should also be provided as part of the interchange development. The level of parking provided should be determined by the Transport Assessment required under 6.13. The provision of cycle parking must be in accordance with the Strategic Rail Authority's Guide to Cycling Policy, November 2004.

5.7 Taxi Provision

5.7.1 Taxi parking is currently available on the station forecourt and this will need to be relocated as part of any development proposals. Alternative arrangements will need to be agreed with Northern Rail Ltd, Network Rail and local taxi organisations at an early stage in the design process.

5.7.2 The indicative scheme included in Appendix 5 includes the relocation of the existing taxi rank on Station Parade further north so that passengers leaving the interchange can easily access the head of the taxi rank. In addition there is a safe drop off/pick up point located outside the interchange. Provision for taxis could also be made to the rear of the station. Improvements such as platform ticket machines and provision of shelter and other facilities for rail users could improve this location as a taxi drop off/pick up point. However this is a matter to be agreed further with Network Rail and Northern Rail Ltd within the context of the wider development of the site and location of an interchange.

5.8 Highways - Station Parade

5.8.1 The improvement of Station Parade is seen by the consultants to be an essential element in the successful development of this site. Currently Station Parade acts as a barrier between the site and the town centre. The indicative scheme in Appendix 5 therefore outlines the basis for improvements in this location. In addition to the improvements for taxis referred to above, and the provision of a pick up/drop off point, provision is also made for community transport and servicing.

5.8.2 The junction between Station Parade, Cheltenham Parade and the bus station entrance could be improved for both vehicular and pedestrian traffic. There is also a high pedestrian accident rate on Station Parade which needs to be addressed. The Borough Council is therefore in discussion with North Yorkshire County Council regarding provision for a comprehensive study for Station Parade and its inclusion within the new Local Transport Plan 2006-2011.

5.8.3 It is envisaged that the existing bus station will remain in its current location and would operate as it does presently. Disruption to the bus station as a result of this development must be avoided wherever possible and early consultation with the local authority and bus operator are recommended. In addition as part of any planning application details of construction/phasing etc will be required, as outlined in para 6.3. Blazefield Holdings Ltd has advised that complete closure of the bus station for any period will not be agreed and this is supported by the Borough Council. However, in order to improve access for buses and pedestrians there may be some short term impact on the operation of the bus station and this will need to be agreed with the bus operator and the Council.

- 5.8.4 A review of the location of the two pelican crossings on Station Parade has taken place in relation to the indicative scheme for the site. To enable better provision for pedestrians to access the bus station, interchange and town centre more safely and conveniently pedestrian crossings are provided to the north and south of the junction with Cambridge Street and across the exit from the bus station. The crossing located to the south of site is relocated slightly as part of the scheme.

5.9 Development Servicing

- 5.9.1 The servicing arrangements for this town centre, mixed use development require careful and innovative thought. Two key factors must be paramount in any proposals:

- 1) Servicing arrangements on site and from the highway must be enforceable and ensure that unauthorised use and vehicle obstruction is avoided.
- 2) The safe and efficient operation of the bus station must not be compromised.

The indicative scheme included in Appendix 5 outlines an option for a number of servicing points which the consultants and the Borough Council consider viable subject to the discussion and agreement of their detailed operation and enforcement with the bus company and any developer. Site servicing is achieved in the following manner.

- Provision of a lay-by on Station Parade to serve new retail units/ and residential development which will be controlled by Highway Traffic Orders enforced by the Borough Council. This lay-by should be able to accommodate one rigid vehicle and one articulated vehicle at anyone time. Cars will not be permitted to use the lay-by but it will enable better community transport access to the interchange.
- A separate access adjacent to the bus station entrance will enable servicing of the residential block to the north of the site and also servicing by larger vehicles of the interchange (including cash collection vehicles), kiosk units, and residential development to the south of the site on a controlled basis. Exit for these larger vehicles will be via the bus station exit subject to agreement being reached with Blazefield Holdings. Exit for smaller vehicles will be via the existing junction with Station Parade. A barrier should be provided and these arrangements need to be agreed with the bus operator. A management strategy for servicing the site which satisfies all parties will be required as part of any planning application. See para 6.12.

5.10 Indicative Scheme

- 5.10.1 As part of the detailed work undertaken in the preparation of this development brief, the Consultants undertook a detailed review of the preferred scope of development for this site. A plan included in Appendix 4 indicates key issues to be considered in the site's development. Potential schemes were prepared and consultation undertaken with the key stakeholders. Following this consultation and comments received from the consultation exercise a revised indicative scheme for the site has been prepared and plans are included in Appendix 5. This represents one way in which the site could be developed in a comprehensive and viable way.
- 5.10.2 The plans envisage the relocation of the railway station to a new integrated transport interchange adjacent to the existing bus station. The frontage between the transport interchange and Exchange Tower is developed as a high quality retail building trading over multi levels. Above these buildings, a range of potential uses are possible including high quality residential space. A further residential block is envisaged close to the junction of Station Parade and Bower Street. Station Parade is to be the subject of further discussions between the County and District Councils and the preparation of a detailed study.
- 5.10.3 Servicing arrangements for the site have already been outlined in Section 5.8.

5.10.4 Included in Appendix 4 are photographs of some older and modern buildings in Harrogate, together with some building details indicating the types of building detail appropriate for this site. Developers are strongly recommended to contact the Borough Council at the earliest opportunity to discuss their design ideas for the site. The use of a simple block model to illustrate scale and massing will be requested. This site represents a unique opportunity to:

- realise major benefits for the bus and rail transport users of the town,
- provide, post 2006, town centre homes, and
- make a significant enhancement to the town centre's retail offer.

This mix of development cannot be provided anywhere else in the town centre and is key to its vitality and viability.

In addition to the above and to achieve sustainable development the built form, which will be a major feature in the townscape, must be of a very high quality of design.

5.10.5 In order to achieve a comprehensive development on this site the Council will consider the use of its Compulsory Purchase Powers if appropriate and necessary.

6. INFORMATION REQUIRED AS PART OF ANY PLANNING APPLICATION

- 6.1 A general list of information required as part of any planning application is set out below. As the subject site falls within a Conservation Area, all applicants should note that a full planning application will be required rather than an outline. In addition, an application for conservation area consent will be required for the demolition of buildings over 115 cubic metres.
- 6.2 A Design Statement prepared in accordance with PPS1 which includes an analysis of townscape character, design philosophy and management aims, addressing sustainable principles and local distinctiveness. This should include a detailed landscape strategy for the site to be agreed with the Design and Conservation Section.
- 6.3 Site clearance plan showing demolitions, contractors access/working areas, areas/features to be safeguarded/removed and location/type of protective fencing. A method statement including a Phasing Plan for the development will be required to show how the works will minimise disruption to the bus station and Station Parade.
- 6.4 Earthworks and drainage plan and sections showing areas of excavation and spreading, topsoil stripping, storage and spreading, contamination control, services
- 6.5 Plans, elevations and sections of the built form at an appropriate scale to illustrate the proposed building and its relationship with surrounding buildings clearly and in sufficient detail to compare floor levels. Additional larger scale elevations, sections and plans at 1:50 and 1:5 will be required to illustrate typical details of special areas/features. A location plan and site plan that clearly illustrates land ownership. Also larger scale part elevations, sections and plans to show details.
- 6.6 Street scene views and elevations illustrating how the proposed development will look from key identified points around the site.
- 6.7 Planting plan showing location, species, sizes, density, provenance and site preparation and a layout plan for the hard landscaping to show proposed surfacing materials and street furniture etc.
- 6.8 Phasing plan showing any advance works, phased construction and planting, programme of works.
- 6.9 Arboricultural method statement to BS 5837:1991.
- 6.10 Sketches and sections to illustrate walls, fences, changes in levels, site furniture, etc.

- 6.11 Outline specification including preparatory works; plant species, size, provenance, treatment between lifting and planting, planting operations; protection; maintenance provision including watering; materials and construction of paving, roads, railings, fences, steps, walls and gates.
- 6.12 Management Strategy – details of servicing arrangements for the site to be agreed with Harrogate and District Travel, and the Borough Council.
- 6.13 Transport Assessment and Travel Plan – scope to be agreed with Harrogate Borough Council at an early date.
- 6.14 Topographical survey at a scale no less than 1:500 showing contours and levels (contour interval to be no greater than 0.5 metre) to include adjacent boundaries, properties and adjoining highways.
- 6.15 Full engineering details of all proposed highway forecourt and drainage construction to include longitudinal sections, cross sections, construction details, materials specification, lighting setting out drawing, and finished floor levels.
- 6.16 For residential development: the proposed approach to affordable housing provision and the commuted payment for education facilities and public open space. A full financial appraisal must be submitted to justify the level of affordable housing proposed. Further advice on the financial appraisal can be found on the Council's website at www.harrogate.gov.uk/planning. The information is included in the leaflet Affordable Housing Planning Guidance for Developers and Planners 2004. See Annex 3, the leaflet is also available as a paper copy and can be obtained by telephoning 01423 556586.
- 6.17 A detailed scheme for the investigation and recording of contamination. Detailed proposals for the removal, containment or otherwise rendering harmless any contamination (the Reclamation Method statement).
- 6.18 A drainage feasibility report showing details of the proposed means of disposals of foul and surface water drainage, including land drainage and any balancing works and off-site works.
- 6.19 Prior to any approval an air quality report should be submitted by a suitably qualified Environmental Air Quality consultant. The contents of this report should be discussed at an early stage with the Borough Council.

7.0 CONTACT DETAILS

FOR FURTHER PLEASE CONTACT:

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APPENDICES

Appendix 1 - Site Plan

Appendix 2 - Planning History

Appendix 3 - Indicative Ownership Plan

Appendix 4 - Plan showing key issues to be addressed in the site's development/photographs of site and Harrogate details

Appendix 5 - Indicative Scheme

- Site plan
- 1st Floor Plan
- Mezzanine
- 2nd Floor Plan
- Typical 3, 4, 5th floors
- 6th Floor Plan
- 7th Floor plan
- Cross Sections

Appendix 6 - Plan of Sewer