

Planning Statement

Temporary Recreation Space Development Zone Q

King's Cross Central
General Partner Ltd

June 2012

King's Cross



**KING'S CROSS CENTRAL
GENERAL PARTNER LIMITED**

**PROPOSED MULTI USE GAMES
AREA (MUGA) AND
ASSOCIATED TEMPORARY
RECREATIONAL AREAS ON
PLOT Q2 AND ADJOINING
LAND**

PLANNING STATEMENT

20 June 2012

Our Ref: Q30086

Contents

1.	INTRODUCTION	1
2.	APPLICATION SITE AND SURROUNDINGS	5
3.	PLANNING HISTORY.....	7
4.	PROPOSALS	11
5.	PLANNING CONTEXT AND POLICIES.....	17
6.	APPRAISAL OF PLANNING ISSUES	21
7.	CONCLUSION	25
8.	APPENDIX 1	26

1. INTRODUCTION

- 1.1 This Planning Statement has been prepared by Quod Planning on behalf of King's Cross Central General Partner Ltd., for a scheme designed by b:d landscape architects. It supports an application for planning permission for a temporary recreation space incorporating a Multi-Use Games Area (MUGA), amendments to the existing Skip Garden, and associated landscaping works within the areas known as Development Zone Q and York Square¹ of the King's Cross Central (KXC) development.
- 1.2 The site location and submission boundary are shown on submitted drawing bd 0080 SD 001 R01, reproduced at the end of this section. Its location in the context of the KXC Illustrative Masterplan is shown on Figure 1, also provided at the the end of this section.
- 1.3 Although the application site already has approval in principle for a permanent, mixed-use development under the KXC Outline Planning Permission², (including a public sports hall and indoor soft play uses within Plot Q2), the Applicant is seeking full planning permission for a temporary use of the land.
- 1.4 The proposed scheme comprises several components:
- A temporary open air MUGA;
 - Flexible recreation area (to include a changing programme of play, art and education activities);
 - A new access point from York Way into the site, with a flight of stairs alongside a double curved access ramp;

¹ York Square is a working name for identification purposes only and reflects the name used for the same space on parameter plan KXC 004 (Principal Public Realm Areas) under the KXC Outline Planning Permission.

² Granted on 22nd December 2006 with reference 2004/2307/P

- The erection of new temporary accommodation and minor amendments to the site layout of the existing Skip Garden (previously approved in August 2011 with reference 2011/2816/P); and
- Associated landscaping works.

1.5 Also to be implemented in association with the scheme, but not part of this application, are:

- Works to the highway to widen a section of the pavement on the western side of York Way. Additional width will be gained by removing the hatched markings in the centre of York Way, and expanding the pavement eastwards by a corresponding amount into the road; and
- The phased implementation of York Street, and East Lane (including the East Lane Garden)³, with temporary finishes. Details of these areas were approved by Reserved Matters Approvals 2008/5052/P and 2011/0431/P, respectively.

1.6 As the temporary uses cease in due course, Reserved Matters details will be brought forward on Plot Q2 for permanent development, pursuant to the KXC Outline Planning Permission. Further, pursuant to Condition 2 of the R4 Reserved Matters Approval (ref. 2010/0389/P), details will be submitted for the 'York Way Recreation Space', which will also replace the proposed facility. On completion of T1, the MUGA will be relocated to a permanent facility housed within the same building.

³ York Street, East Lane and the East Lane Gardens are working names for the purposes of identification only. York Street is identified by the same name on Parameter Plan KXC004 (Principal Public Realm Areas) of the KXC Outline Planning Permission, while East Lane is shown as 'R3' on Parameter Plan KXC007 (Principal Access and Circulation). The East Lane Garden forms part of the East Lane landscaping scheme, approved as part of the R5 North Reserved Matters Submission (2011/0431/P).

1.7 The proposed scheme is described in more detail in section 4 of this statement and in the other application documents, but is formally described for the purposes of the application as follows:-

“Construction of a temporary open-air multi-use games area with fencing and lighting, flexible recreation area, new pedestrian and cycle access from York Way and associated landscaping and cycle parking. Erection of temporary structures and amendments to the layout of the existing educational allotment garden.”

1.8 The temporary MUGA and recreation area represent the early provision of facilities, which will support the first phases of the KXC development prior to permanent facilities being completed, and provide an active use for this brownfield land in the short term. The design approach will result in a high quality, accessible, recreation space for local residents and workers in the area, meeting the relevant requirements of the KXC Section 106 Agreement (S106). In particular, the scheme seeks to minimise the use of new construction materials and creatively uses redundant skips, thereby promoting sustainable development.

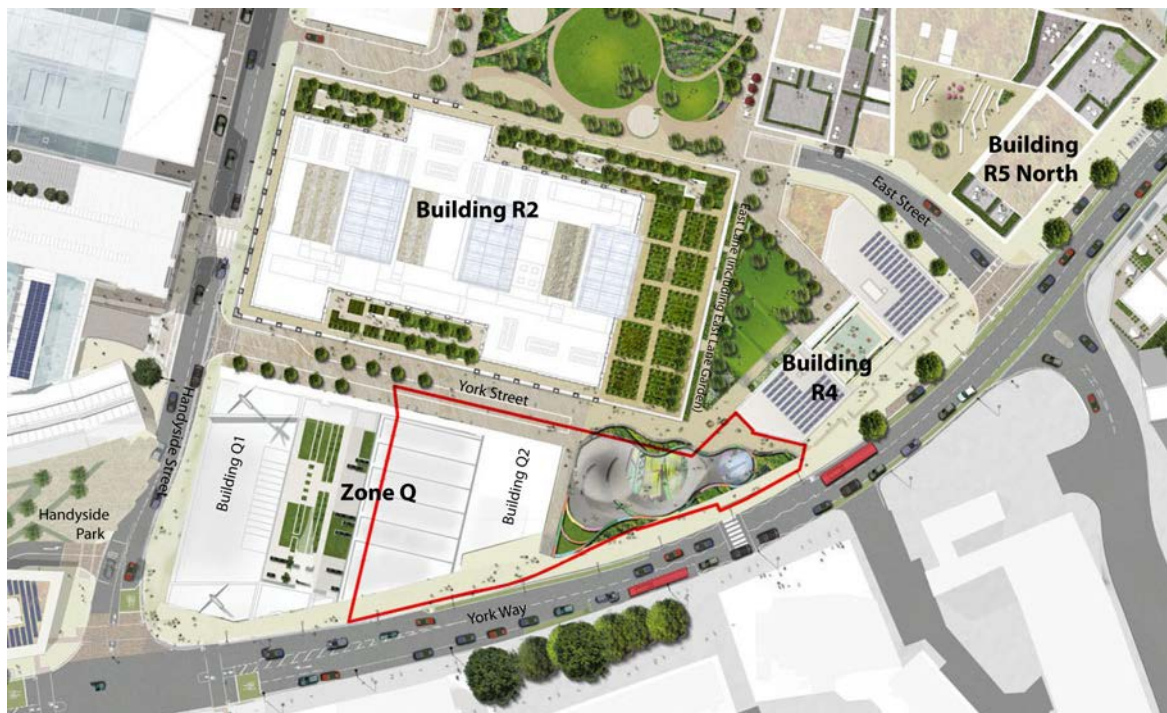
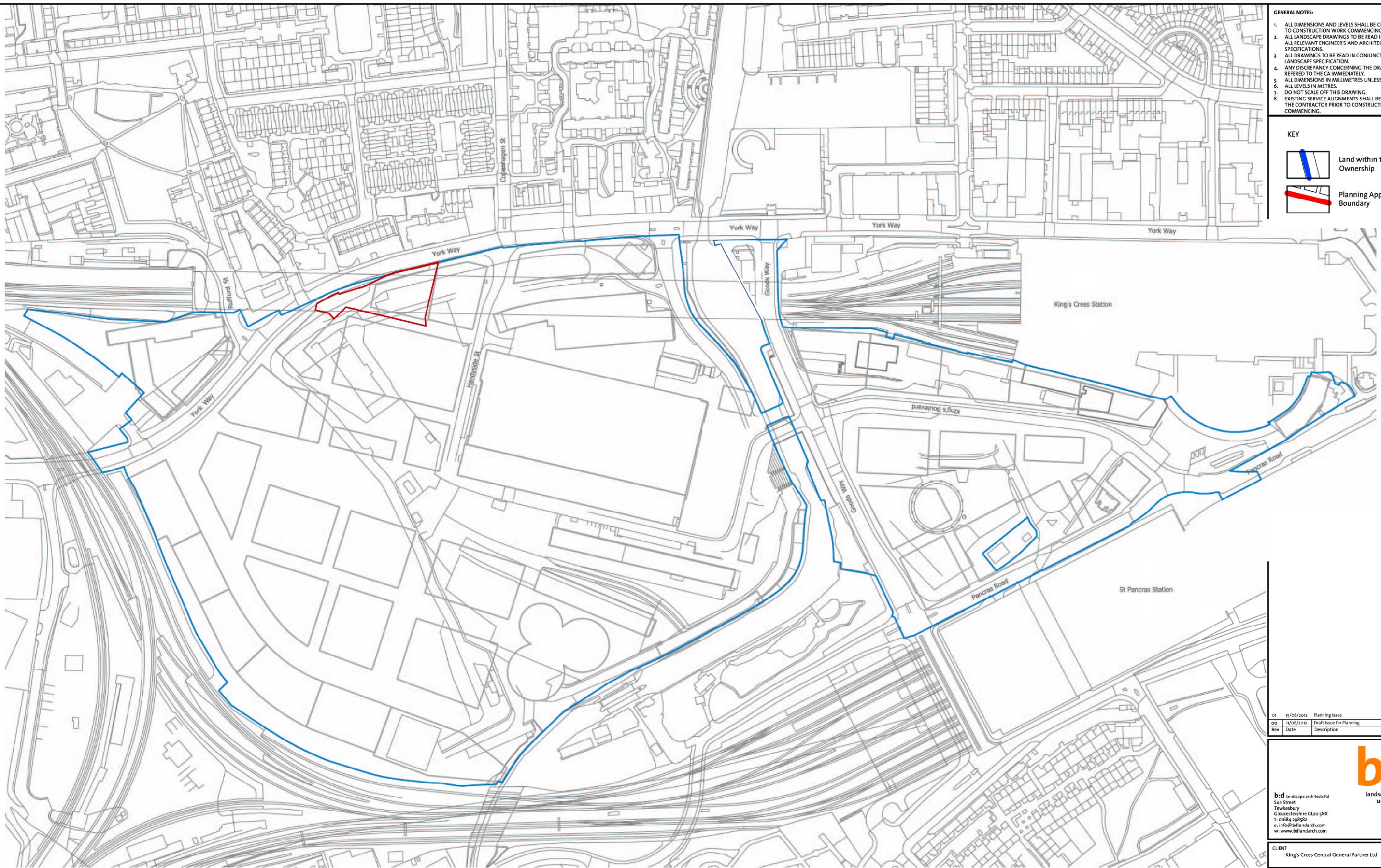


Figure 1 KXC Illustrative Masterplan

1.9 This statement sets out the planning context for the proposals, to assist in their consideration. In sections 2 and 3, we describe the relevant features of the application site and its surroundings and the proposals themselves. In section 4, we outline the planning context of the site and summarise the relevant planning policies. In sections 5 and 6, we give our assessment of the proposed scheme against those policies and our conclusions as to why we consider the proposals to be acceptable in planning terms, and valuable in supporting the balanced comprehensive development of KXC as a key new piece of central London.



1.10 In addition to this planning statement, the application comprises the following:-

- Completed London Borough of Camden application form and certificates;
- Drawing Package (b:d landscape architects); and
- Design and Access Statement (DAS) (b:d landscape architects).



- GENERAL NOTES:**
1. ALL DIMENSIONS AND LEVELS SHALL BE CHECKED ON SITE PRIOR TO CONSTRUCTION WORK COMMENCING.
 2. ALL LANDSCAPE DRAWINGS TO BE READ IN CONJUNCTION WITH ALL RELEVANT ENGINEERS AND ARCHITECTS DRAWINGS AND SPECIFICATIONS.
 3. ALL DRAWINGS TO BE READ IN CONJUNCTION WITH THE LANDSCAPE SPECIFICATION.
 4. ANY DISCREPANCY CONCERNING THE DRAWINGS SHOULD BE REFERRED TO THE CA IMMEDIATELY.
 5. ALL DIMENSIONS IN MILLIMETRES UNLESS NOTED OTHERWISE.
 6. ALL LEVELS IN METRES.
 7. DO NOT SCALE OFF THIS DRAWING.
 8. EXISTING SERVICE ALIGNMENTS SHALL BE CHECKED ON SITE BY THE CONTRACTOR PRIOR TO CONSTRUCTION WORK COMMENCING.

KEY

-  Land within the Applicants Ownership
-  Planning Application Boundary

01	15/06/2012	Planning Issue	HK	RB
00	11/06/2012	Draft Issue for Planning	HK	RB
Rev	Date	Description	Drawn	Checked

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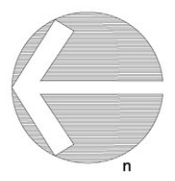
CLIENT
King's Cross Central General Partner Ltd

PROJECT
King's Cross Central
Temporary Recreation Area - Zone Q

TITLE
Site Location Plan

Status:	Drawn:	Checked:
For Approval	HK	RB
Scale:	Date:	Approved:
1:3000 @ A3	29.05.2012	RB

Drawing & Revision Number:
bd 0080 SD 001 R01



2. APPLICATION SITE AND SURROUNDINGS

- 2.1 Situated prominently along the north eastern edge of the KXC development, the application site is a largely flat, irregularly shaped area of around 0.25 ha. It is covered by a mix of existing tarmac and concrete hard-surfacing of varying condition. Currently the site accommodates, for the most part, miscellaneous parking as part of the construction compound for the R4 residential development immediately to the northwest, which is nearing completion. The southern part is home to an educational and experimental allotment, known as the 'Skip Garden', incorporating variously sized recycled skips as planters, polytunnels, and temporary accommodation buildings. The Skip Garden is operated by a charity, Global Generation, which uses organic and sustainable practices to provide an organic food production training site for local children and young people.
- 2.2 The site contains no permanent buildings and is not within or adjoining any Conservation Areas. The location of the site is shown in context on submitted drawing bd 0080 SD 001 R00, reproduced at the end of Section 1.
- 2.3 To the west of the site is further rough hard-standing, forming the strip which will form York Street in its interim and final stages. This runs alongside a hoarding, behind which is the construction site of Plot R2.
- 2.4 To the north west of the site are the construction sites of Buildings R4 and R5 North, both of which are nearing completion. Together these will provide 261 residential units, across a range of tenures.
- 2.5 Raised above the site along the eastern boundary is York Way. Travelling from south to north, this route rises gradually in relation to the application site, resulting in a difference in level of around 3.5m at the northern end of the site, alongside Building R4. Owing to the historic alignment of the road, an approximate 50m stretch of the pavement alongside the application site is narrow and restricts pedestrian use.
- 2.6 To the south of the site is further hard-standing and a temporary energy pod. Beyond that is Handyside Street, which forms a new route east-west route through the KXC site from York Way.



2.7 Much of the application site is underlain north/south by three shallow Victorian railway tunnels, known as the 'Gasworks Tunnels'. These affect the design of development on account of the need to protect the tunnel structures from significant excavation, or additional loading above.

3. PLANNING HISTORY

KXC Outline Planning Permission

- 3.1 As noted in section 1, the application site is within the KXC development site, for which Outline Planning Permission was granted on 22nd December 2006 (ref. 2004/2307/P). The permission provides for 713,090m² GEA of mixed-use floorspace across the 67 acre site, and establishes key masterplan parameters and principles from the Revised Development Specification and the Revised Parameter Plan documents (both dated September 2005).
- 3.2 In relation to Development Zone Q, which overlaps with part of the current application site, the Outline Planning Permission provides for a total of 10,750m² of new building floorspace, with B1 uses in Plot Q1 along Handyside Street and D2 uses (i.e. a public indoor sports hall) in Plot Q2.

Relevant Reserved Matters Submissions under the Outline Planning Permission

- 3.3 The status of the Reserved Matters submissions for buildings and public realm in the vicinity of the application site is summarised below:-
- Plot Q2, part of which falls within the application site, will be developed for mixed uses. A key element of those uses will be a public sports hall, thus maintaining the sport and recreation focus in this part of KXC, initiated by the current proposals. The adjoining plot to the south, Q1, is to be developed for predominantly business and employment uses. Reserved matters details of both buildings will be brought forward for approval in due course;
 - In its permanent state, York Street will link the future York Way Recreation Space with Handyside Street to the South. However, prior to completion of Building R2 and/or Plot Q, an interim scheme with temporary finishes will be provided to allow access to the proposed recreation space and, for a short period until completion of East Street, to control vehicular access to Building R4.
 - Building R4, located immediately north west of the site, received Reserved Matters approval in April 2010 (ref. 2010/0389/P). The building is currently under construction and will welcome the first of its residents in Summer 2012. Notably, the R4 scheme also included landscaping

along East Street, East Lane (subsequently superseded by a revised scheme submitted as part of R5 North – see below), and proposals for the permanent ‘York Way Recreation Space’. As shown in Figure 1, the latter will broadly sit in the same area as the proposed temporary MUGA and recreation space. In order that the design reflects the frontages and levels set by Building Q2, and to minimise disruption and abortive works resulting from the construction of adjacent buildings and landscaping, it is intended that details of this space will be submitted pursuant to Condition 2 of the above approval to coincide with the Reserved Matters submission for Q2. East Street is already under construction and is due to be completed alongside R5 North.

- A further residential building, R5 North, was granted Reserved Matters approval in April 2011 (ref. 2011/0431/P). R5 North lies to the west of R4 and is also under construction with completion due by the end of the year. As noted above, the submission included revised details of East Lane, including the East Lane Garden. This area will be partially implemented with temporary finishes, pursuant to the approval 2011/0431/P, to provide access to Building R4 and a connection between the proposed recreation space and East Street.
- Building T1 is a mixed-use building on the western boundary of the KXC site, which was approved in April 2009 (ref. 2009/0415/P). Although not in the immediate vicinity of the application site, it is relevant to this submission by virtue of the permanent MUGA which will be located at ground floor level. Other uses in the building include residential and commercial units, a multi-storey car park and the KXC Energy Centre (now complete and undergoing commissioning). It is anticipated that work will commence on T1 within the next year, with completion within 3 years.
- Building R2 to the west of the site already has Reserved Matters approval (ref. 2008/5052/P dated 22nd January 2009) for a major class B1 office building, with retail and other mixed uses at street level. That submission also included details of adjacent public realm, including York Street which runs along the western boundary of the site.

3.4 Together, the surrounding new residential buildings, including Building J further south, will provide over 400 dwellings of various sizes and tenures, resulting in a number of families with children of all ages living within a convenient walking distance of the application site. Furthermore, established residential areas are located to the east of York Way, within the London Borough of Islington. Local

people will be able to safely access the application site via the existing York Way crossings, one of which leads directly to the proposed steps and ramps down to the recreation space at the northern end of the site. In addition, the recently opened University of the Arts London (UAL) campus in the Granary complex is a short distance to the south east, and a 657-bedroomed student housing block, currently under construction within Plot T6, is a short walking distance to the north-west, immediately beyond R5. The application site is therefore well located to provide games and other recreation facilities for the expanding number of young people who will live and study nearby in KXC, as well as for the established local community.

- 3.5 The proposed recreational facilities will be complemented by the high quality play facilities for younger children to be provided at the northern end of Handyside Park (now approved with reference 2012/1883/P), immediately south of Handyside Street, and also by the future provision of an extensive informal play space at Cubitt Park, to the west of Zone R. See site location plan for exact locations.

Full Planning Permissions

- 3.6 Full planning permission for the Skip Garden, currently located at the southern end of the application site, was granted for a temporary period of 3 years (ref. 2011/2816/P dated 17 August 2011). The permission, which allows the *'erection of temporary structures in connection with the temporary use as an educational allotment garden (Class D1)'*, has been implemented and the site is in use for the permitted purpose. The present Skip Garden replaces those formerly located on Plot J (approval ref. 2010/1765/P dated 26 May 2010) and adjacent to the Southern Stanley Building, which were moved to facilitate permanent development in those areas.
- 3.7 This submission does not seek to implement the Outline Planning Permission (nor indeed Reserved Matters approval 2010/0389/P in relation to the permanent York Way Recreation Space) in respect of the area covered by the application site, but instead builds on previous temporary applications to provide further beneficial temporary uses serving the needs of the existing and emerging community. Nothing within the current planning application, in terms of use or works, would prejudice the future development of the site pursuant to the Outline Planning Permission or approved Reserved Matters submissions detailed above.



3.8 For the temporary period, pending permanent provision of the MUGA within plot T1, the facilities proposed at the application site can be regarded as a valuable early component of the planned network of play provision for all ages across KXC.

4. PROPOSALS

- 4.1 The proposed development comprises a multi-use games area (MUGA), a flexible recreation area and new access stairs/ramp from York Way, together with associated landscaping, lighting and cycle parking. It is intended that these facilities and landscaping will remain in place for between 3 and 7 years to reflect the opening of the permanent MUGA in T1 and the phasing of the adjacent development plots and public realm. Where sound, the development would adapt the existing hard-surfacing as the foundation layer, so as to avoid using unnecessary additional resources.
- 4.2 The scheme also incorporates additional accommodation for the existing Skip Garden and changes to its current layout, as summarised below.
- 4.3 Further associated works to adjacent areas of public realm and improvements to York Way will be undertaken alongside the proposed scheme but fall outside the scope of this submission. These works are, nonetheless, set out in this section to provide context to the submitted proposals.
- 4.4 This section should be read in conjunction with the accompanying Design and Access Statement (DAS) and Drawing Package, which provides further detail on the design and specification of the proposed scheme.

MUGA

- 4.5 A purpose-built MUGA, aligned north west/south east, is proposed at the southern end of the site, adjacent to the existing Skip Garden.

The proposed MUGA court measures 18.7m x 33m, with two recessed goals of 3.65 m x 1.8 m, making a total area of approximately 630m². It will be constructed and fitted out according to the relevant standards⁴, to include long recessed goals at each end, a Sky Blue coloured surface and a 3m high perimeter mesh fence. As explained more fully in the DAS, the MUGA and adjacent recreation area will be fully accessible by virtue of the proposed surface treatments, with level

⁴ Type 1, as described in 'A Guide to the Design, Specification and Construction of Multi Use Games Areas (MUGAs), including Multi-Sport synthetic turf pitches (STPs)', by Sport England and Play Construction Association.

thresholds between the different spaces. Wheelchair users will be able to access the space from the south or north west via York Street or East Lane, respectively.

- 4.6 In terms of management, it is intended that the MUGA will be accessed on a booking basis, between 9am and 10pm, and will be locked when not in use. King's Cross Estate Services (KCES), the estate manager for the development, will secure the MUGA overnight. Bookings will be managed by KCES. Further information can be found in Appendix 1 of this report.
- 4.7 The KXC S106 Agreement specifically anticipates and allows a temporary (interim) MUGA, pending permanent provision in Building T1 (see Section 3). Paragraph 14(b) of Section L of that Agreement requires it to be *'in an appropriate alternative location'*, such location being subject to the written approval of the Council. Further, any interim MUGA should be provided to an equivalent specification as the permanent facility.
- 4.8 The requirements of Section L of the S106 Agreement will be met in relation to the temporary MUGA as follows:
- It will be conveniently located to serve the area of KXC where early growth of the residential population, including many families, will occur;
 - It will establish this area as a focus for active play during the early stages of development of KXC, in anticipation of the indoor sports hall coming forward in due course as part of Building Q2;
 - It will complement the younger childrens' facilities approved in Handyside Park;
 - It meets the minimum size requirement of 630m² and the standards set out by Sport England (see footnote 4); and
 - It is fully accessible to wheelchair users and those with limited mobility.
- 4.9 Furthermore, Informative 13 of Reserved Matters approval 2010/0389/P for Building R4, states that the *'Council will wish to see delivery of the [York Way Recreation Space] in time for the occupation of the R4 building.'* The current proposals will meet the aspiration set out in the Informative through the early provision of a recreation space in the same location as the York Way Recreation

Space, while allowing the permanent scheme to be designed to reflect the emerging design for Building Q2 and respond to the needs of the local community.

Flexible Recreation Area

- 4.10 To the north and west of the MUGA, a new, appropriately lit hard-surfaced tarmac area will be laid out for flexible recreational purposes. It is proposed that a large-scale white motif will be applied across the surface, depicting plant foliage, to provide character and visual interest. Whilst the design of the motif is still to be developed, the intention is for it to represent the London Rocket plant, a herbal plant with slender stem branches which became abundant in London after the Great Fire of 1666. It tends to emerge in disturbed or damaged landscapes and is therefore seen to have an affinity with urban regeneration. The bold motif will create a striking contrast to the otherwise black tarmac surface. Concrete bench seating will be located to the west of the MUGA, where it can benefit those both relaxing in the recreation area and those watching games.
- 4.11 The area will be used for a range of different recreational uses over time, based around the themes of art, play and education. An example would be facilities that link with the existing Skip Garden, using skips for different recreational purposes, as illustrated on the application drawings and in the DAS. These changing recreational uses will be planned according to an activities programme lead by KCCGP and KCES, with potential input from site occupiers such as Global Generation, One Housing Group and the UAL. The programme of activities will be fresh and innovative and will respond to user demand/suggestions, within economic constraints. This will attract a wide range of users to the space, whilst ensuring that it is a 'good neighbour' to existing and future residential and business communities.
- 4.12 Although the MUGA will be locked at 10pm, it is not intended that the surrounding recreational area will be closed at night. However, the area will be monitored through CCTV and regularly patrolled by the KCES security team to safeguard it against possible misuse.

Skip Garden

- 4.13 The Skip Garden currently occupies a strip of land on a southeast – northwest axis, at the southern end of the site. As noted in Section 3, planning permission has already been granted and implemented for the existing buildings and the use of the site as an educational allotment for a

temporary period of 3 years (ref. 2011/2816/P dated 17 August 2011). This application does not seek to change the present use, which will continue pursuant to the current planning permission. Rather, it seeks approval for additional accommodation in the form of three small wooden sheds totalling 40m² and a revised layout for the site, as shown on submitted drawing bd 0080 SD 003 R00. It is proposed that the Skip Garden, including the proposed new structures, will be removed by 1st September 2014 in accordance with Condition 1 of planning permission 2011/2816/P.

New Access Stairs and Ramp from York Way

- 4.14 Included within the proposals is a new ramp and stairs located at the northern end of the site, adjacent to Building R4, which will provide temporary pedestrian and cycle access from York Way pending submission of the permanent design for the York Way Recreation Space.
- 4.15 The ramp is split into two, connecting with the stairs alongside Building R4. As a result of space constraints, the ramp gradients are set at a moderate 1:12 and 1:16 for the upper and lower stages, respectively. However, wheelchair accessible routes with gradients of 1:21 or better are provided to the recreation space and MUGA via York Street and East Lane/East Street.
- 4.16 On the banks between the ramps, opportunities will be sought to incorporate playable surfaces and features such as climbing holds.

Landscaping and Planting

- 4.17 A variety of shrub and perennial planting will be undertaken as part of the development. This will include a significant area of planting alongside York Street to the south of the site, planting around the edges of the MUGA, including climbing plants to clothe the eastern side of the perimeter fencing, and planting of the existing embankment along the York Way boundary to the north of the MUGA.
- 4.18 Full details of the planting and landscaping proposals can be found within the DAS and the submitted plans prepared by b:d landscape architects.

Lighting

- 4.19 Lighting for the MUGA will comprise four 6m tall light columns with Twin 250W ASY flood lights, as required by Sport England, in order to enable evening usage in all seasons. These will give good illumination of the games area, whilst minimising light spillage beyond the boundaries and upwards. When the MUGA is not in use in the evening, amenity lighting will shed some low lighting onto the court.
- 4.20 The flexible recreation area will also be lit to an appropriate level to allow safe and secure evening use, and to facilitate CCTV monitoring and passive surveillance from York Way and other neighbouring vantage points. This will comprise soft amenity lighting emanating from hoarding mounted fittings, at 6m intervals, with R4W 2D Thorn lights, as well as from feature lights highlighting planting, benches, skips, steps and ramps (see the Illustrative Lighting Plan in the DAS for further details).

Cycle parking

- 4.21 A total of 14 cycle parking spaces will be provided for the new recreation facilities in a prominent and easily accessible position at the northern end of the MUGA. These will be provided in the form of 7 galvanised steel Sheffield stands, which will be securely fixed to the ground.

Associated Works Outside the Scope of this Submission

- 4.22 York Street will run from Handyside Street to the south, northwards along the site's western boundary towards East Lane. Details of this street have already been approved as part of the Building R2 Reserved Matters submission.
- 4.23 As part of the phased implementation of the adjacent approved public realm, it is proposed that York Street will be brought forward alongside the proposed scheme, with temporary finishes (i.e. bonded gravel), to provide vehicular and pedestrian access to the application site and to R4 on its completion in summer 2012. These works are shown for information on drawing bd 0080 SD 800 R10 in a lighter shade.

- 4.24 York Street will be bollarded at the Handyside Street end, allowing only restricted vehicular access to the recreation area, Skip Garden and, initially, Building R4 (until East Street is completed) for management and maintenance purposes. Access will be on a prearranged basis with the KCES team.
- 4.25 Similarly, it is proposed to provide temporary finishes and landscaping along East Lane and the East Lane Garden to provide hardstanding for vehicles outside Building R4 and pedestrian access between East Street to the west and the recreation area. This will partially implement the R5 North Reserved Matters approval which included details of this area of public realm (see section 3 – Planning History). The interim scheme is shown on submitted drawing bd 0080 SD 800 R10 for information.
- 4.26 It should be noted that completion of East Street will coincide with the completion of R5 North, to prevent damage to the final finishes or disruption to use arising from the construction of that building. At that time, vehicular access to R4 will move from York Street to East Street as envisaged at the Reserved Matters stage.
- 4.27 On York Way, a narrow section of pavement adjacent to the site will be widened to around 2m through the removal of the central hatched area. This minor adjustment to the road layout will free up space for the expanded pavement, while leaving adequate width for the carriageway. The proposed works will leave the existing retaining wall and railings intact.
- 4.28 The widened pavement will provide improved pedestrian conditions along York Way and facilitate access to the proposed recreation space via the new ramps and steps. The works have been discussed with LB Camden Highways officers and will be implemented alongside the proposed scheme.

5. RELEVANT PLANNING POLICY

- 5.1 The London Borough of Camden Replacement Unitary Development Plan (UDP), adopted in June 2006, was replaced in November 2012 by the Local Development Framework (LDF). Only one UDP policy, LU1–Schedule of Land Use Proposals, remains formally extant. The Camden Core Strategy 2010-2025 sets out the key elements of the vision for the Borough and is a central part of the LDF. The Core Strategy is supported in terms of detailed development management by the Camden Development Policies 2010-2025 Document, adopted simultaneously.
- 5.2 The National Planning Policy Framework (NPPF), which came into force on 27 March 2012, is not considered to affect fundamentally the standing of the relevant detailed development management policies. Nevertheless, the NPPF is relevant, generally, for the positive and flexible attitudes towards development management (eg paras. 14, 187, and 197), the avoidance of unnecessary conditions on planning permissions (eg para. 206) and, specifically, for the importance attached in the context of promoting healthy communities, to delivering access to high quality open spaces, and opportunities for sport and recreation (eg paras. 69 and 73).
- 5.3 Against this background, the relevant policies of the Core Strategy and Development Policies documents are summarised in the paragraphs below. An appraisal of the application proposals against these policies is provided in section 6.

Camden Core Strategy 2010-2025

- 5.4 The Core Strategy Vision Statement focuses on Camden being ‘a borough of opportunity – a vibrant and diverse part of inner London that will develop its position as a key part of the capital’s success, while improving the quality of life that makes it such a popular place to live, work, and visit’. The Vision also embraces the focus of growth on key locations, including King’s Cross. The Council will ‘reinforce Camden’s valuable contribution to London, in terms of business, employment, research, retail, culture, entertainment, tourism, education, and medicine, while supporting housing and our residential communities’, with Camden having ‘a safe and healthy population’.

5.5 Reflecting that Vision, Policy CS1 promotes a concentration of development in the most suitable areas, in particular the identified growth areas, including King's Cross. The policy also promotes the best use of land and buildings. Policy CS2 echoes the emphasis on maximising site opportunities and seeks the achievement of the Council's aspirations for the growth areas. In relation to King's Cross, the aspiration 'is to secure a vibrant, attractive, safe destination with a mix of uses, in particular offices, homes, retail, leisure and community facilities...' (page 29).

5.6 Policy CS5 relates to 'managing the impact of growth and development', with particular consideration given to:-

- a) providing uses that meet the needs of Camden's population and contribute to the borough's London-wide role;
- b) providing the infrastructure and facilities needed to support Camden's population and those who work in and visit the borough;
- c) providing sustainable buildings and spaces of the highest quality; and
- d) protecting and enhancing our environment and heritage and the amenity and quality of life of local communities.

The Council will protect the amenity of Camden's residents and those working in and visiting the borough by:

- e) making sure that the impact of developments on their occupiers and neighbours is fully considered;
- f) seeking to ensure development contributes towards strong and successful communities by balancing the needs of development with the needs and characteristics of local areas and communities; and
- g) requiring mitigation measures where necessary."

5.7 Supporting community facilities and services is the subject of Policies CS9 and CS10. In particular, CS10 seeks to ensure that a range of community facilities, including sports and leisure facilities, is

provided to support Camden's growing population. Policies CS9 and CS11 promote sustainable and efficient travel, including improvements to infrastructure and pedestrian links, and providing attractive streets and spaces to encourage walking and cycling.

- 5.8 Promoting high quality places and conserving heritage is the subject of Policy CS14. Its remit includes requiring the highest standards of design that respect local context and character, promoting high quality landscaping and works to streets and public spaces, and requiring schemes to be designed to be inclusive and accessible.
- 5.9 Policy CS15 concerns protecting and improving parks and open spaces and encouraging biodiversity, including meeting increased demand for open space and play space, with particular reference being made to King's Cross.
- 5.10 Finally, the Core Strategy recognises that protecting and improving parks and play areas, as promoted by policies such as CS10 and CS15, can encourage Camden's residents to choose healthier and more active lifestyles, help to improve mental well-being and encourage social interaction (para. 16.3). As such, this supports Policy CS16, which seeks to improve health and well-being in Camden.

Camden Development Policies 2010-2025

- 5.11 Policy DP15 covers community and leisure uses, the latter including 'indoor and outdoor sports facilities and other relevant uses'. The policy seeks to ensure that increased demand for facilities is met and that new provision is close or accessible to the community served and accessible by a range of transport modes, in particular walking, cycling and public transport.
- 5.12 The transport implications of development and promotion of walking, cycling and public transport are the subjects of Policies DP16 and DP17 of the Development Policies document. The former seeks to ensure that development is well integrated with the transport network and is supported by adequate walking, cycling and public transport links. Policy DP17 encourages suitable provision for pedestrians, cyclists and public transport, including seating, convenient, safe and well-signalled footways and high quality cycle parking.

- 5.13 Policy DP18 covers parking standards and limiting the availability of car parking within developments. It aims to ensure that developments provide the minimum necessary car parking provision. It also refers to the standards for cycle parking provision set out in Appendix 2 of the document, in which no requirement for cycle parking for open recreational facilities of the kind proposed is specified.
- 5.14 Policies DP22, DP23 and DP24 promote sustainable construction and high quality design, incorporating appropriate landscaping and a high standard of accessibility. Promoting accessibility to facilities is also covered by Policy DP29.
- 5.15 Policy DP26 relates generally to managing the impact of development on occupiers and neighbours. The most relevant factors are 'noise and vibration levels' (DP26 (d)) by virtue of the activities the proposed scheme will facilitate.
- 5.16 Finally, Policy DP31 deals with provision of and improvements to open space and outdoor sport and recreation facilities. It seeks to ensure that the quantity and quality of such facilities are increased, with priority given to publicly accessible open space.

6. APPRAISAL OF PLANNING CONSIDERATIONS

The Principle of Development and Recreational/Community Use

- 6.1 The proposals, as described in section 4, would result in a full-standard temporary MUGA being brought forward at an early stage of the development of KXC, broadly coinciding with the start of a steady growth in population. Due to phasing and market considerations, this facility would not otherwise be available to the residents of KXC, as the MUGA proposed in its permanent position within Zone T1 will not be delivered for a number of years (KCCGP envisages completing building T1 in 2015).
- 6.2 The KXC development is specifically envisaged to provide a MUGA and the S106 explicitly anticipates this facility to be brought forward initially in a temporary location. This proposal, however, brings it forward substantially earlier than the trigger set out in the S106 Agreement (Part L, Paragraph 12), i.e. before the occupation of 975 residential units.
- 6.3 Similarly, by including the flexible recreation area around the MUGA, the proposals result in the early provision of a valuable art, education and play resource, allowing the realisation of varied, innovative and locally generated concepts.
- 6.4 The site is ideally located for a temporary MUGA and related flexible recreational space, being close to several major residential buildings under construction (on plots J, R4, R5 North and T6), as well as being within close reach of established residential areas to the east of York Way. Furthermore, there will be a beneficial complementary relationship to the play facilities for younger children to be provided in Handyside Park to the south of the application site.
- 6.5 The proposals are, therefore, considered to be in full accordance with paragraphs 69 and 73 of the NPPF, with Policies CS5 b), CS 9 d), CS10 d) and CS15 b) of the Camden Core Strategy, and with Policies DP15 g) and h) and DP31 of the Camden Development Policies Document.
- 6.6 A further advantage of the temporary proposals is that they make productive use of land that would otherwise remain vacant for several years. This efficient and early use of vacant land is in line with Policies CS1 and CS2 of the Core Strategy.

- 6.7 The early provision of the MUGA and flexible recreational facilities would, in addition, contribute towards increasing the health and well-being of the local population who are able to use the facilities, thus supporting the objectives of Core Strategy Policy CS16 and of paragraph 73 of the NPPF.

Landscaping, Planting and Sustainability

- 6.8 Notwithstanding that the MUGA and the flexible recreation area will be in place for a temporary period of between three and seven years, the applicant has sought to ensure that the construction of the facilities will be as sustainable as possible, that the facilities are imaginatively designed and well landscaped and that they will be accessible by all members of the community, including the disabled. Furthermore, the scheme incorporates sustainable urban drainage, wildlife planting and nesting boxes, improving the biodiversity of the site, as well as expanding the accommodation of the temporary Skip Garden. As noted in section 2, the aims of the Skip Garden include using organic and sustainable practice, using locally sourced recycled/free materials, and providing an organic food production training site for local children and young people, thereby promoting education and sustainability. As a result of these features/facilities, it is considered that the proposals support the achievement of Core Strategy Policies CS5(c), CS10(d) and CS14 and Policies DP15, DP22, DP24 and DP29 of the Development Policies Document.

Accessibility and Parking

- 6.9 In addition to providing recreational facilities, the proposals create a new ramp and staircase connecting York Way to the site, thereby improving access to and through the site for both cyclists and pedestrians, as promoted by Core Strategy Policies CS11 and CS14(c) and Policies DP17(a) and DP29(b) of the Development Policies Document.
- 6.10 The proposals do not provide on-site car parking, the site being highly accessible by foot and by bicycle. As described in section 4, cycling will be encouraged through the provision of 7 Sheffield stands, in accordance with Policy DP17(b), Policy DP18 and Policy DP26(j) of the Development Policies Document.
- 6.11 Furthermore, the site is easily accessible by public transport, in particular, thanks to the bus routes on York Way and to the numerous rail and underground services at King's Cross and St Pancras

stations. Taxi pick-up and drop-off laybys will be available on Handyside Street a short distance to the south and outside Building R4 to the north. As a result, the proposal accords with Policy DP16(a) and (c) and DP17(a) of the Development Policies Document.

Neighbouring Amenity

- 6.12 As established by Policy CS5(e) of the Core Strategy, paragraph 15.12 and Policy DP26 of the Development Policies Document, it is also necessary to give due consideration to the impact of the development on the neighbouring area. The main planning considerations to be appraised in determining the application are regarded as potential noise and other general effects on residential amenity, and the effects of lighting at night. Issues relating to outlook, over-looking, privacy and accessibility are also relevant considerations referred to in this policy. We deal with each in this section, with reference to the relevant LDF policies.
- 6.13 Given the nature of the temporary uses proposed (i.e. sport and informal recreation related to art, education and play), the main source of possible noise will be related to people playing games and calling to one another. As the use of the MUGA is more intensive and orientated around team sports, this is likely to be the louder source of noise, with the use of the flexible recreational area tending to be more incidental.
- 6.14 As stated above, the site is located within a short distance from several existing and emerging local communities. However, the nearest residential uses will be/are located within sufficient distance so as to minimise any negative acoustic impacts on existing and future occupiers, especially Building R4 (under construction and nearing completion), existing dwellings to the east of York Way and Building J (under construction), which lie approximately 35m, 50m and 80m from the MUGA, respectively. The MUGA was strategically located at the southern end of the application site in order to minimise the risk of nuisance to residents of Building R4. Further insulation design measures incorporated into the said building to mitigate noise pollution from vehicles using York Way, will also be effective in minimising noise from the recreation space.
- 6.15 As stated in section 4 of this statement, the MUGA will be operational from 9am – 10pm. It will be available on a pre-booked basis, allowing the managing body to restrict access to disruptive participants if need be. Similarly, the flexible recreation area will, as well as allowing for informal

use, accommodate a varied programme of activities to be managed by KCCGP. KCCGP will work closely with One Housing Group, the social housing provider for building R4, R5 and J to ensure the smooth running of space.

- 6.16 Noise emanating from the site will be reduced outside the operating hours of the MUGA. Should users create a nuisance in the recreation area around the MUGA, this will be monitored and, where necessary, controlled by KCES staff who will patrol the area at night and observe CCTV footage.
- 6.17 Overall, it is considered that any potential for noise can be appropriately managed and is outweighed by the benefits that the space will bring to nearby residents.
- 6.18 On account of the recreational nature of the uses and the absence from the proposals of buildings or significant structures, material issues such as loss of privacy, over-looking, over-shadowing, effect on outlook, sunlight and daylight, or odour, fumes and dust are not considered to arise. In relation to lighting, the MUGA will have standard equipment, which will concentrate illumination on the games area and will be turned off at night. The flexible recreation area will have sufficient lighting to create safe and secure conditions, which will not be excessive in the context of the normal street environment after dark.
- 6.19 Accordingly, the proposals are considered to be acceptable in relation to Core Strategy Policy CS5 e) and Policy DP26 of the Development Policies Document.

Relationship to Permanent Development of Zone Q

- 6.20 Nothing within the current planning application, in terms of use or works to create the temporary facilities, would prejudice the future development of the site pursuant to the KXC Outline Planning Permission.

7. CONCLUSION

8.1 As demonstrated by this statement and the other submission documents, the proposed development will bring into active temporary use land that would otherwise remain vacant for several years, pending future phases of the KXC development. In particular, it will enable the early provision of a MUGA to serve the growing population of KXC significantly in advance of both of its permanent establishment in plot T1, and of the agreed trigger in the S106 Agreement. The flexible recreation area and the Skip Garden provide a valuable complementary resource to the MUGA and a wider programme of activities for the space.

7.2 The facilities are well located for its intended users, namely the existing and emerging residential, business and student populations, and will be managed to ensure they do not negatively affect the general amenity of the area. The facilities will be of high quality design and attractively landscaped, and will be effectively integrated into the locality through the creation of a new access ramp and staircase from York Way, and the phased implementation of temporary finishes to York Street and East Lane (the latter being outside the scope of this submission but delivered at the same time as the proposed scheme).

7.3 Given the planning merits of the proposals as summarised in this statement and our assessment that the scheme accords with the relevant planning policies, it is our proposal that planning permission should be granted.

APPENDIX 1

Hours of Operation

The MUGA will open 7 days a week between 9am – 10pm. Locking/unlocking of the MUGA will be undertaken by the King’s Cross Estate Services (KCES) team. The MUGA will be closed when it is not booked, irrespective of the time of day.

A MUGA noticeboard will show a print out of bookings for the day. The KCES team will be responsible for printing out the schedule and attaching to the noticeboard. This schedule will help the KCES Team in ensuring that the correct users have access to the space.

The flexible recreation area (ie the area outside of the MUGA) and the access ramp and steps from York Way will be accessible at all times.

MUGA Bookings

A booking system will be provided through the King’s Cross website (www.kingscross.co.uk) allowing bookings up to 10 weeks in advance. This period will allow a reasonable level of continuity for local leagues and clubs, whilst also discouraging unused annual “block bookings”. A booking may be made up to an hour before the intended slot.

Bookings will be made in 1 hour blocks. KCES will have access to the booking system to enable them to print off the daily schedule and updated schedules as required. The schedule will also be available to view online.

A set number of hours a week will be set aside for corporate users of the space, typically at lunchtimes.

Charging for use of MUGA

Charges will be applied for corporate users, but not for community users. Payment will be taken via an online payment system accessible on the King’s Cross website.

Activities Programme Within the Flexible Recreation Area

A changing programme of activities will be planned for the flexible recreation area. The content of this programme will be led by KCCGP and KCES, with potential input from site occupiers such as Global Generation, One Housing Group and the Central Saint Martins College of Art and Design.

Lighting

The KCES team will have access to lighting controls as part of their responsibilities for managing the space. Floodlights for the MUGA will only be used during the stated hours of operation and when the MUGA is in use. However, amenity lighting for the remaining recreation area will be left on throughout the evening.

Refuse

The KCES Team will litter pick prior to opening the MUGA in the morning and periodically throughout the day.

Bins which allow for the separation of recyclable and non-recyclable waste will be distributed across the site to enable users to dispose of litter correctly. Again, collection of waste will be the responsibility of the KCES team.

Parking

The KCES team will address any parking infringements as part of their regular patrols of the site. They will also be responsible for providing and managing access to the site for service vehicles (on a pre-arranged basis) or emergency vehicles.

Crime prevention

A pleasant and civilized environment generally makes people feel safer and behave in a more responsible and respectful way. A 'zero tolerance policy' will therefore be adopted by the KCES team with prompt repairs, litter pick up and graffiti removal to engender a sense of civic pride.

KCES will patrol the MUGA as part of their regular site patrols and will check the MUGA every 30 minutes to ensure that there are no issues. A noticeboard on the MUGA will clearly display a number to call in case of



any problems accessing the MUGA, or with other users refusing to leave/misusing the facility. This number will go through the KCES office on site and out of hours will be diverted to the Shift Manager on duty. The site will also be covered by the King's Cross Central CCTV system.

King's Cross

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