

Delegated Report		Analysis sheet		Expiry Date:		20/01/2012	
(Members Briefing)		N/A		Consultation Expiry Date:		01/12/2011	
Officer				Application Number(s)			
Jenna Litherland				2011/5434/P			
Application Address				Drawing Numbers			
King's Cross Central Development Zone B (Zone B Public Realm) York Way London N1				Refer to draft decision notice			
PO 3/4		Area Team Signature		C&UD		Authorised Officer Signature	
Proposal(s)							
Amendments to landscaping of Pancras Square and secondary streets between E1/B1, B5/B6 and B2/B4 to reserved matters associated with the public realm within Development Zone B namely Turnhalle Square, Pancras Square and Canal Square and associated secondary routes connecting to the Boulevard, Goods Way and Pancras Road as required by conditions 3, 6, 9, 10, 12, 16-22, 31, 45, 51, 55-56 and 64-67 of outline planning permission granted 22/12/06 subject to a S106 agreement (Ref: 2004/2307/P) for a comprehensive, phased, mixed-use development of former railway lands within the Kings Cross Opportunity Area.							
Recommendation(s):		Approve reserved matters subject to conditions and approve conditional details.					
Application Type:		Approval of Reserved Matters					
Conditions or Reasons for Refusal:		Refer to Draft Decision Notice					
Informatives:							
Consultations							
Adjoining Occupiers:		No. notified	00	No. of responses	00	No. of objections	00
				No. Electronic	00		
Summary of consultation responses:		Site notice displayed from 04/11/2011 until 25/11/2011. Advertised in the Ham and High 10/11/2011. No representations received.					
Statutory Consultees:		<p>British Waterways – No comment.</p> <p>English Heritage - This application should be determined in accordance with national and local policy guidance, and on the basis of the Council's own specialist conservation advice.</p> <p>Environment Agency - No comment.</p> <p>London Underground Limited – No objection.</p>					

	<p>Thames Water - No response to date.</p> <p>Transport for London – No objection.</p>
<p>Non-Statutory Consultees:</p>	<p>King's Cross CAAC - No response to date.</p> <p>London Borough of Islington - No response to date.</p> <p>Metropolitan Police - No objection.</p> <p>Network Rail - No response to date.</p> <p>Local Groups</p> <p>King's Cross Development Forum - No response to date.</p> <p>Regents Network - No response to date.</p>

Site Description

This reserved matters applications relate to 'King's Cross Central' the former railway lands north of King's Cross Station for which outline planning permission was granted by the Council in 2006 for a comprehensive, phased, mixed-use development. King's Cross Central is bound to the east by King's Cross Station and York Way, to the north by the railway lines used by High Speed 1, to the west by St Pancras International, and to the south by Euston Road. The site can be divided into two distinct areas, north of the Regent's Canal and South of Regent's Canal. The parameter plans which were approved as part of the outline permission included one which divided the site into 'development zones' (KXC 005). The current application relates to the area identified as development Zone B.

Development Zone B is located south of Regent's Canal. It is bound to the north by the realigned Goods Way, to the west by Pancras Road and to the east by the King's Boulevard. Details of the realignment of Goods Way and the newly created Boulevard were approved by the Council on 31/10/08 (2008/3731/P) and amended on 15/08/2011 (2011/3138/P). To the south are development zones D and E which include the German Gymnasium and Stanley Buildings South both of which are grade II listed. Zone B is in close proximity to the grade I listed King's Cross and St Pancras Stations and the grade II Great Northern Hotel which lie to the south and to the grade II listed Granary building to the north, beyond the canal. The entire zone is located within the King's Cross Conservation Area.

The application site, referred to as Pancras Square, is the area of public realm in the centre of the 6 sub-zones within Zone B. The site also includes the secondary streets between the sub-zones. The Sub-zones B1, B3, and B5 form the west and northern edge of the Zone fronting onto Pancras Road and Goods Way. Sub-zones B2, B4 and B6 form the eastern edge of Zone B fronting onto the Boulevard.

The Boulevard, the road which marks the eastern boundary of Zone B has now been constructed and given a temporary finish. The existing Gas Governor is due to be relocated to Zone V in accordance with the reserved matters approval granted 08/12/09 (2009/4864/P). Zone B is also where the guide frame for Gasholder No. 8 was located before it was dismantled earlier this year to be refurbished and re-erected in Zone N in accordance with consent granted on 22/12/06 (2004/2315/L).

The site currently comprises vacant open land that is undergoing site clearance and enabling works, with no structures or vegetation remaining. The existing topography of the site ranges from 17.4m AOD in the north-west corner to 20m AOD adjacent to where Gas Holder No. 8 was located, it then falls to 18.5m at Battle Bridge Road and to 17.4m in Pancras Road on the southern boundary.

Relevant History

An outline planning permission was granted on 22/12/06 (2004/2307/P) for the following development now known as 'King's Cross Central':

'A comprehensive, phased, mixed-use development of former railway lands within the King's Cross Opportunity Area, as set out in the Revised Development Specification. The development comprises business and employment uses within the B1 use class; residential uses (including student accommodation), serviced apartments and hotels; shopping, food and drink and financial and professional services within the A1, A2, A3, A4 and A5 use classes; the full range of community, health, education, cultural, assembly and leisure facilities, within the D1 and D2 use classes; night clubs; multi storey and other car parking; re-erection of the linked triplet of gas holder guide frames to enclose new residential and other development, on the site of the Western Goods Shed; re-erection of the guide frame for gas holder no 8, alongside the re-erected triplet, to enclose new play facilities and open space; relocation of an existing district gas governor; works of alteration to other existing buildings and structures, to facilitate their refurbishment for specified uses; new streets and other means of access and circulation; landscaping including open space; new bridge crossings and other works along the Regent's Canal; the re-profiling of site levels; and other supporting infrastructure works and facilities.'

The key document containing the approved outline proposal is the Main Site Revised Development Specification and accompanying Revised Parameter Plans. The approved development specification document included 4 annexes:

- Annex A Supporting Infrastructure Works and Facilities;
- Annex B Floorspace Schedule for Development Zones;
- Annex C Specification for Access and Circulation Routes;

- Revised Annex D Landscape Proposals Plans;
- Annex E Specification of Works to Retained Historic Buildings and Structures; and
- Annex F Summary of Scheme Revisions and Refinements.

The outline planning permission was subject to 68 conditions which covered reserved matters and other details and also a S106 legal agreement securing 40 heads of terms. The following conditions have already either been discharged in their entirety or compliance has been demonstrated:

- Condition 1 - commencement of development.
- Condition 2 - submission of first reserved matters within 5 years.
- Condition 13 - approval of reserved matters for at least 25,000sqm GEA of built accommodation prior to development commencing in Zones A, B, F, J, P, Q, R, S or T;
- Condition 14(a) - approval of reserved matters for at least 70,000sqm GEA of built accommodation within 3 years of the permission.
- Condition 59 - baseline noise monitoring - discharged site-wide by LBC letter 12/06/07.
- Condition 68 - survey for unexploded WW2 bombs - discharged LBC letter 12/06/07.

Four associated listed building consents were granted on 22/12/06 for demolition of Stanley Buildings North (2004/2312/L), partial demolition of the Great Northern Hotel (2004/2313/L) and East Handyside Canopy (2004/2316/L) and the dismantling and relocation of Gas Holder No. 8 (2004/2315/L). In addition four conservation area consents were granted on 22/12/06 for demolition of unlisted buildings within the conservation area these included the Culross Buildings, the adjoining Culross Hall and 41 Battle Bridge Road (2004/2317/C), Plimsoll Viaduct (2004/2318/C), the Western Goods Shed (2004/2321/C) and various other buildings and structures across the site (2004/2320/C).

Of the listed building and conservation area consents only that for the relocation of Gas Holder No. 8 has any bearing on the reserved matters proposals under consideration. The Gas Holder has now been removed from Zone B to and will be repositioned to Zone N at a later date.

To date reserved matters approvals have been granted for Zones G, L and V and sub-zones T1, R2, R4, R5, B1, B2, B3, B4, B6 Zone B – Public Realm, Zone B Basements. In addition, full planning permission has been granted for student housing on Plot T6.

In addition to this applications have been approved in relation to existing and new principal access routes. On 10/05/07 approval was granted for details of the realignment of Pancras Road (2007/0729/P), and on 31/10/08 approval was granted for details of the realignment of Goods Way, partial details of Canal Square and full details of the Boulevard (2008/3731/P). This permission was then amended on 15/08/2011 (2011/3138/P)

Approval for Development Zone B

Zone B Basement (2011/4743/P) On the 24/11/2011 reserved matters was granted for the basement service areas for buildings B2, B4 and B6 and related vehicular service route, entrance/exit ramp off Pancras Road and central island area within Development Zone B as required by conditions 3, 16-23, 27-28, 31, 37, 38, 48-49, 51, 55-56, 60, 64-67 of outline planning permission granted 22/12/06 subject to a S106 agreement (Ref: 2004/2307/P) for a comprehensive, phased, mixed-use development of former railway lands within the Kings Cross Opportunity Area.

Building B1 (2011/4713/P) On the 24/11/2011 reserved matters was granted relating to Development Zone B (Plot B1) for the erection of a part 9/12/13 storey building, plus basement and basement mezzanine levels, comprising 41,035sqm of office floorspace (Class B1) at part lower ground, part upper ground and on first to eleventh floors, 1,000sqm of flexible retail/financial/café/drinking establishment/take away uses (Class A1/A2/A3/A4/A5) at part lower ground and upper ground levels, plant/storage areas and car parking at basement level, Metropolitan Police Office and staff cycle storage at mezzanine basement level, a public bicycle storage facility at part lower ground level with associated roof plant at part tenth and eleventh floors.

Building B3 (2011/4090/P) On the 03/11/2011 reserved matters approval was granted relating to Development Zone B3 for the erection of a 13 storey building plus basement comprising 2,772sqm of public leisure centre facilities (Class D2) at basement and lower ground floor, 2,066sqm of public library and access centre (Class D1/B1) at upper ground and first floor, 15,182sqm of office floorspace (Class B1) at second to eleventh floors, associated areas of plant, refuse storage, cycle storage, disabled car parking and servicing at basement level, with associated areas of public realm landscaping.

Zone B Enabling Works (2011/3564/P) On the 08/09/2011 details of enabling works was granted comprising principally earthworks, remediation and site preparation works within development zone B pursuant to conditions 25, 31, 56, and 64-68 of outline permission (ref. 2004/2307/P) granted subject to a section 106 legal agreement dated 22/12/06 for the comprehensive, phased, mixed-use development of former railway lands within the King's Cross Opportunity Area.

Zone B Basements (2010/0862/P) On the 30/04/2010 reserved matters approval was granted for the creation of basement service areas for buildings B2, B4 and B6 and related vehicular service route and entrance/exit ramp off Pancras Road within Development Zone B as required by conditions 3, 16-23, 27-28, 31, 37, 38, 48-49, 51, 55-56, 60, 64-67 of outline planning permission granted 22/12/06 subject to a S106 agreement (Ref: 2004/2307/P) for a comprehensive, phased, mixed-use development of former railway lands within the Kings Cross Opportunity Area.

Building B2 (2010/0864/P) on the 30/04/2010 reserved matters approval was granted for the erection of a nine storey building (basement and public realm dealt with under separate applications) for use as offices (Class B1) on upper floors, shopping/food and drink uses (Classes A1-A5) and new entrance to underground at ground floor level within Development Zone B2 as required by conditions 3, 6, 16-23, 27-28, 31, 33-36, 45, 48-49, 51, 55-56, 60, 64-67 of outline planning permission granted 22/12/06 subject to a S106 agreement (Ref: 2004/2307/P) for a comprehensive, phased, mixed-use development of former railway lands within the Kings Cross Opportunity Area.

Building B4 (2010/0868/P) On the 30/04/2010 reserved matters approval was granted for the erection of a ten storey building (basement and public realm dealt with under separate applications) for use as offices (Class B1) on upper floors and shopping/food and drink uses (Classes A1-A5) at ground floor level within Development Zone B4 as required by conditions 3, 6, 9, 10, 16-23, 27-28, 31, 33-36, 45-46, 48-49, 51, 55-56, 60, 64-67 of outline planning permission granted 22/12/06 subject to a S106 agreement (Ref: 2004/2307/P) for a comprehensive, phased, mixed-use development of former railway lands within the Kings Cross Opportunity Area.

Building B6 (2010/0870/P) On the 30/04/2010 reserved matters approval was granted for the erection of an eleven storey building (basement and public realm dealt with under separate applications) for use as offices (Class B1) on upper floors and shopping/food and drink uses (Classes A1-A5) at ground floor level within Development Zone B6 as required by conditions 3, 6, 16-23, 27-28, 31, 33-36, 45-46, 48-49, 51, 55-56, 60, 64-67 of outline planning permission granted 22/12/06 subject to a S106 agreement (Ref: 2004/2307/P) for a comprehensive, phased, mixed-use development of former railway lands within the Kings Cross Opportunity Area.

Zone B Public Realm (2010/0872/P) On the 30/04/2010 reserved matters approval was granted for the public realm within Development Zone B namely Turnhalle Square, Pancras Square and Canal Square and associated secondary routes connecting to the Boulevard, Goods Way and Pancras Road as required by conditions 3, 6, 9, 10, 12, 16-22, 31, 45, 51, 55-56 and 64-67 of outline planning permission granted 22/12/06 subject to a S106 agreement (Ref: 2004/2307/P) for a comprehensive, phased, mixed-use development of former railway lands within the Kings Cross Opportunity Area.

-The current application seeks amendments to this approval.

Infrastructure works south of canal (2008/3731/P) On the 31/10/2008 partial reserved matters was granted for Access and Landscaping and details of enabling works entailing various infrastructure relating to the southern part of the Kings Cross Central site between the Regents Canal, York Way, Kings Cross Station and Pancras Way; to include the realignment of Goods Way, reconstruction of part of the Regents Canal Southern Walls and provision of visitor moorings, partial details of Canal Square and full details of Boulevard.

Relevant policies

LDF Core Strategy and Development Policies

- CS2 – Growth Areas
- CS5 – Managing the impact of growth and development
- CS11 – Promoting sustainable and efficient travel
- CS13 – Tackling climate change through promoting higher environmental standards
- CS14 – Promoting high quality places and conserving our heritage
- CS15 - Protecting and improving our parks and open spaces & encouraging biodiversity

CS16 – Improving Camden’s health and well-being
CS17 – Making Camden a safer place
CS19 - Delivering and monitoring the Core Strategy

DP16 – The transport implications of development
DP17 – Walking, cycling and public transport
DP19 – Managing the impact of parking
DP20 – Movement of goods and materials
DP22 – Promoting sustainable design and construction
DP24 – Securing high quality design
DP25 – Conserving Camden’s heritage
DP26 – Managing the impact of development on occupiers and neighbours
DP29 – Improving access

Supplementary Planning Policies

Updated Camden Planning Guidance 2011

CPG1 – Design

Kings Cross Conservation Area Statement (2004)

The London Plan 2011

Assessment

Kings Cross Central - Reserved Matters applications

This report considers an application for matters reserved by the grant of outline planning permission for King’s Cross Central in respect of development Zone B. A reserved matters application is similar to, although wider ranging, than an approval of details application required by condition. The reserved matters deal with layout (except as set out in parameter plan KXC005), scale, appearance, access (except as set out in parameter plan KXC007) and landscaping. The application relates the central area of public realm within Zone B.

The application also addresses a number of conditions attached to the outline permission. Some of these conditions specify that certain supporting material must be submitted at reserved matters stage, others require the submission of details prior to implementation. These need to be formally discharged. Also addressed as part of the application is certain ‘controlling conditions’. These do not explicitly require the submission of details for approval, but restrict the form or timing of the development in some way. The applicant has therefore provided supporting information where relevant so that compliance with these may be monitored.

Proposal

Details of the Zone B public realm were previously approved in April 2010 (ref: 2010/0872/P). This submission covers minor amendments to the approved Zone B public realm, specifically Pancras Square and the secondary streets between E1/B1, B5/B6 and B2/B4. At the time of the previous application the detailed design for building B1 and B3 had not been established therefore the design for Pancras Square made certain assumptions regarding the location of entrances and commercial units at these buildings which lie on the western side and north-west corner of the square. The currently proposed amendments have primarily been prompted by the design development of Buildings B1 and B3. These buildings now have reserved matters approval (see section on relevant history). The submitted landscaping details update the scheme to improve vistas and approaches to building entrances and create additional spill out space alongside the B1 commercial units.

It should be noted that the reserved matters approval for Building B3 included revised proposals for the secondary streets between B1/B3 and B3/B5. These areas are therefore excluded from the scope of this application. Buildings B1 and B3, and the intended development of B2 and B4, have also driven a review of the approved Zone B basement design. A revised basement scheme was recently approved (ref. 2011/4743/P) which includes the full excavation of the central island of spoil beneath Pancras Square and the public realm sitting on top of a concrete slab. This has also required some minor adjustments to the layout of the square, in particular the positioning of tree pits.

The design retains the central feature of a series of landscaped planes and water features that step up through the square. These continue to be interspersed with steps and slopes which address the rising ground levels

and facilitate visual and physical progression through the square, including a fully DDA compliant route.

The proposed amendments can be summarised as follows:

- Reconfiguration of routes and spaces along the western edge of Pancras Square
- Reconfiguration of soft landscaping elements and sub-spaces throughout Pancras Square
- Changes to paving in Pancras Square and the secondary streets
- Revision of tree planting layout and choice of species
- Cycle parking and soft landscaping in Stanley Passage (secondary road between B1 and E1)

The following conditions are relevant to this application:

Condition No.	Details Required	Details Submitted
3	Approval of reserved matters	N/A
9	Reserved matters to include details of landscaping and trees	Yes
10	Reserved matters to include details of landscaping programme	Yes
12	Landscaping - ramps and lifts to be provided where there are level changes	Yes
16	Reserved matters accompanied by Urban Design Report	Yes
19	Reserved matters accompanied by Access Statement	Yes
51	Cycle parking in accordance with appendix 6 of the UDP 2006 (controlling condition)	Yes
66	Lorry movements importing infrastructure -annual limit (controlling condition)	Yes
67	Lorry movements importing construction materials - annual limit (controlling condition)	Yes

Assessment

This report will now consider each of the proposed amendments in turn.

Reconfiguration of routes and spaces along the western edge of Pancras Square

B1 Entrance - Under the approved scheme, the B1 entrance was approached by two, parallel pathways, separated by an area of shrub planting. This proposal seeks to replace this with a single, wider pathway. This will result in the loss of the planting dividing the pathway, however allows for the northernmost water feature and the adjacent planter beds to increase in size. This alteration will improve access to B1 from the square and is considered acceptable and complies with conditions 9 and 19.

B1 Commercial Units – The design of the commercial units at B1 and the amendments to the basements have resulted in the approved ramp alongside the east façade of B1 being unpractical. Therefore, it is proposed to adjust the width and position of the approved ramp and steps to allow for level planes in front B1 to allow for outdoors space for the commercial units. The accessible route would be altered however it would still provide accessible access to all of the building entrances. The maximum gradient along this route is 1:21 and the slope rise by no more than 500mm between landing points. Resting points are incorporated along the accessible routes offering range of seating types. The amendments to the accessible route comply with Conditions 9, 12 and 19 and are considered to be acceptable.

Reconfiguration of soft landscaping elements and sub-spaces throughout Pancras Square

Various alterations have been made to the proposed soft landscaping as a result of the reconfiguration of the access routes. Overall, this has resulted in an increase in landscaping areas, including an increase of 10m² of water, 136m² of lawn and 94 m² of planting. It is also proposed to alter some of the seating walls to timber benches with backs and arm rests to provide better assistance to those with mobility impairments. The proposal complies with Conditions 9 and 19. The overall increase in soft landscaped area could improve biodiversity and is welcomed.

Changes to paving in Pancras Square and the secondary streets

The approved scheme used Yorkstone, Gritstone and Ecopave to distinguish between the 'routes' and 'spaces' within Pancras Square. It is now proposed to use Sandstone paving throughout using a range of patterns and size of paving stones to articulate 'routes' and 'space'. The only exception to this is the secondary street between B4 and B6 which will use granite sets as per the approved scheme. The materials are considered to be high quality and accord within Condition 9.

Revision of tree planting layout and choice of species

32 Trees are proposed within Pancras Square and the side street this is the same number as previously approved. The position of the majority of the tree is also unchanged. However, there are a few variations which respond to the changes in hard and soft landscaping and the structural constraints of the basement slab. The trees species have been reviewed and the use of *Cornus contraversa* has been replaced with *Prunus serrula*. This will be more in keeping with the planting scheme for the Boulevard. The alterations to the tree species are detailed on the submitted amended planting palette for Pancras Square in line in Condition 9. The proposed amendments are considered acceptable.

Cycle parking and soft landscaping in Stanley Passage (secondary road between B1 and E1)

The approved scheme includes 70 cycle parking spaces within the secondary streets surrounding Pancras Square. 12 of these spaces were proposed in Stanley Passage. The current scheme seeks relocated 6 cycle parking spaces from the secondary street between B1 and B3 to Stanley Passage. Therefore, in total, there are 18 cycle parking space (9 racks) proposed in Stanley Passage. The reduction in the number of racks between B1 and B3 was approved as part of the reserved matters application for B3 (ref: 2011/4090/P). In total 70 cycle spaces will remain in the secondary streets surrounding Pancras Square. It was demonstrated in the reserved matters applications for B1 and B3 that the level of cycle parking provided will accommodate any visitor parking required by the proposed use of the buildings. As there are no proposed alterations to the total number of cycle spaces provided this does not need to be explored as part of the assessment of the current application. The cycle racks will be satin polished stainless steel Sheffield stands as proposed else where at the Kings Cross Central site. The additional cycle racks will result in a slight reduction of the shrub boarder along Stanly Passage. This is not considered to impact on the visual appearance of the area.

Other matters

The proposed amendments are of such a scale that they would materially affect the anticipated volume of construction and infrastructure materials or associated lorry movements. The proposal therefore complies within Condition 66 and 67.

Conclusion

The proposed amended details of the Zone B public realm comply with all the parameters set down in the outline permission in terms of landscaping, trees, access, cycle parking and lorry movements.

Recommendation

Approve the reserved matters application for Zone B public realm (subject to the conditions attached) and discharge the relevant associated conditions that form part of the outline planning permission granted 22/12/06 (2004/2307/P).

DISCLAIMER

Decision route to be decided by nominated members on Monday 19th December 2011.

For further information see

<http://www.camden.gov.uk/ccm/navigation/environment/planning-and-built-environment/planning-applications/development-control-members-briefing/>