

Delegated Report		Analysis sheet		Expiry Date:		03/11/2009	
		N/A / attached		Consultation Expiry Date:		14/10/2009	
Officer				Application Number(s)			
Jonathan Markwell				2009/3917/P			
Application Address				Drawing Numbers			
7 St Pancras Way London NW1 0PB				Please see decision notice			
PO 3/4	Area Team Signature	C&UD	Authorised Officer Signature				
Proposal(s)							
Erection of a single storey side extension at block A, installation of rooflights and reinstatement of windows at blocks A and B, various elevational alterations and new entrance gates, in connection with the change of use from a scrap metal yard (Sui Generis) to business use (Class B1) and one live-work unit (Sui Generis).							
Recommendation(s):		Grant Planning Permission subject to S106 Legal Agreement					
Application Type:		Full Planning Permission					
Conditions or Reasons for Refusal:		Refer to Draft Decision Notice					
Informatives:							
Consultations							
Adjoining Occupiers:		No. notified	05	No. of responses	00	No. of objections	00
				No. electronic	00		
Summary of consultation responses:		A site notice was also erected on 23/09/2009, expiring on 14/10/2009. No objections have been received.					
CAAC/Local comments: <small>*Please Specify</small>		King's Cross CAAC has no objections to the proposals.					
Site Description							
<p>The site comprises a pair of 19th century industrial stable buildings arranged around a cobbled courtyard (granite setts) accessed off the west side of St Pancras Way. The stables were built by the Midland Railway Company in 1865-68 as ancillary structures associated with St Pancras station, their London terminus. The frontage building (block B) is two storeys tall whilst the rear stable (block A) is a single storey structure with two timber ventilators to the ridgeline.</p> <p>The buildings share the same general appearance, constructed of red brick with windows set beneath arched heads of blue/black engineering bricks at ground floor level and flat stone lintels at first floor level. Whilst the buildings are modest and relatively unadorned their decoration is consistent with their functional character. External features of interest include a dentil cornice to both buildings, circular windows to the gables of the rear building and a curved corner with corbelled brick detail to the north west corner of the frontage building. The pair have been identified as making a positive contribution to the King's Cross Conservation Area, of which they form a part. The last known use of these buildings</p>							

was as a scrap yard (Sui Generis), which is thought to have continued until around 2001. Since this time the site has been unused.

To the north of the site fronting St Pancras Way is a homeless persons hostel run by St Mungos (No. 9 St Pancras Way). The 3-storey 19th century building has also been identified as making a positive contribution to the conservation area. Adjoining the site to the south is 1-5 St Pancras Way -a collection of industrial buildings of mainly 2-storey height dating from the late 19th and mid 20th centuries. These buildings have been identified as making a negative contribution and planning permission (see relevant history above) has recently been granted for a residential and office development on this site following the demolition of the existing buildings. At the time of the site visit on 16/10/2009, it appeared that this permission is currently unimplemented. Beyond these, commanding the junction of St Pancras Way and Crowndale Road is the 5/6-storey Goldington Court, a much decorated yellow and red brick building dated 1903 and an early example of a municipal housing.

To the rear of the site (west elevation) is the southern portion of the Royal Veterinary College. This includes a 3-storey plus attic front façade facing Royal College Street and is considered to make a positive contribution to the conservation area. Opposite the application site to the east is St Pancras Hospital, forming a large group of buildings dating from the late 19th century, set in generous grounds. These too are considered to make a positive contribution to the character and appearance of the conservation area.

St Pancras Way is a one-way Borough Distributor road connecting Camden Town to the north with King's Cross to the south. The road is predominantly characterised by various industrial and large-scale storage and distribution uses. However in recent years many of these have started to undergo redevelopment for mixed residential and commercial use, particularly along the northern stretch of this road, beyond the Kings Cross Conservation Area.

Relevant History

No. 7 St Pancras Way

PEX0001109 - The refurbishment alteration and extension of the existing buildings, to include roof extensions and side extensions, to provide twelve houses. Withdrawn 17/05/2001.

PEX0100543 - Conversion of warehouse accommodation to office use (Class B1) and 12 residential units comprising 6 mews houses and 6 flats together with external alterations and an increase in the height of the roof. Refused 02/10/2001.

CEX0100627 Demolition of existing warehouse buildings. Refused 02/10/2001.

2007/2514/P - Partial demolition of existing buildings and redevelopment to create a three-storey building plus a new basement, all for office (Class B1) use. Refused 16/08/2007.

Reasons for refusal:

The proposed demolition has not been adequately justified in terms of all the relevant criteria contained in PPG15 and would result in the loss of the historic character and architectural interest of the existing buildings and the integrity of the courtyard setting.

The proposed scheme, by reason of its scale, bulk, massing, materials and detailed design, would fail to respect the form, profile, character and architectural and historic interest of the host buildings and would detract from the character and appearance of this part of the Kings Cross Conservation Area.

The proposed development fails to make adequate provision for energy efficiency, and does not sufficiently justify proposed measures to be incorporated for the purposes of achieving the current London Plan target of 10% of the site energy needs being generated from on site renewable sources.

The proposed development, in the absence of a legal agreement for a service management plan, a construction management plan, post-construction sustainability statement and securing contributions

for public open space and necessary highway works.

Appeal lodged 18/03/2008 but subsequently withdrawn 09/06/2008.

2007/2517/C - Demolition affecting all roofs, southern flank walls and internal walls to both buildings and partial demolition to other elevations.

Reason for refusal:

The proposed demolition has not been adequately justified in terms of all the relevant criteria contained in PPG15 and would result in the loss of the historic character and architectural interest of the existing buildings and the integrity of the courtyard setting.

Appeal lodged 18/03/2008 but subsequently withdrawn 09/06/2008.

No's 1-7 St Pancras Way

2005/3206/P & 2005/3207/C - Redevelopment, involving the demolition of existing warehouse buildings at Nos. 1-5 and the front building at No. 7, to provide 71 residential flats and 530sq.m. of offices in a six-storey replacement building and refurbished rear building at No. 7. Withdrawn 13/01/2006.

No's 1-5 St Pancras Way

2008/4425/P - Redevelopment involving the demolition of existing warehouse buildings to provide a new 4-6 storey building comprising 44 residential flats (23 x 1bed, 19 x 2bed, 2 x 3bed) and 170 sqm B1 employment use. Granted 09/12/2008.

2008/4451/C - Demolition of all existing buildings. Granted 24/11/2008.

No's 5 & 7 St Pancras Way

9220005 - Certificate of established use as a scrap metal yard. Granted Certificate of Lawfulness (Existing) 18/06/1992.

Relevant policies

London Borough of Camden Replacement Unitary Development Plan 2006

SD1 – Quality of life
SD2 – Planning obligations
SD6 – Amenity for occupiers and neighbours
H7 – Lifetime homes and wheelchair housing
B1 – General design principles
B3 – Alterations and extensions
B7 – Conservation areas
T1 – Sustainable transport space
T3 – Pedestrians and cycling
T7 – Off-street parking, city car clubs and city bike schemes
T8 – Car free housing and car capped housing
T9 – Impact of parking
T12 – Works affecting highways
T16 – Movement of goods
E2 – Retention of existing business uses
E4 – Live/work units

Camden Planning Guidance 2006

King's Cross Conservation Area Statement

Planning Policy Statement 23: Planning and Pollution Control (2004)

Assessment

Introduction

Planning permission is sought for the refurbishment of the buildings (block A and block B) and change of use from the existing lawful scrap metal yard use (Sui Generis) to primarily an office workshop use (Class B1C) and also a single live/work unit (Sui Generis) within block B. A number of external alterations and extensions are also proposed. These include the erection of a single storey side extension at block A, adjacent to the boundary with No's 1-5 St Pancras Way. It is also proposed to install rooflights to blocks A and B and reinstate and alter windows and doors for both blocks A and B.

Principle of development

From the information within the previous applications at the site (see relevant history above), the information submitted as part of this application and the site visit undertaken on 16/10/2009, it is clear that the buildings have been vacant for a number of years. The applicant has confirmed that the most recent occupier, a scrap metal yard operator (Sui Generis), vacated the site in 2001. This is consistent with the planning history of the site (see relevant history above). As such, the buildings are currently in some state of disrepair. In light of this it is considered that the existing permitted use is no longer viable at the site. In such circumstances UDP policy E2 encourages the provision of alternative forms of employment space.

The proposed use involves the provision of light industrial workshop space within Class B1c. This will be within both block A and block B, totalling 581m² of floorspace. The applicant has indicated that the space will be rented to artists and light industrial workshop uses in units between 50 and 100m². The proposed floorplans are shown as open plan, as the size and extent of the unit sizes are not finalised at this stage. In addition, the applicant has indicated that between 25 and 30 people are likely to use the spaces. Camden has an identified shortage of smaller studio and workshop space across the Borough, so the provision of such a use is considered to be welcomed in principle. It is however considered necessary to ensure that the buildings remain as flexible as possible in their design and layout to accommodate a wide range of businesses in the future. As such, the retention of high level doors within block B and the introduction of features such as flexible, open-plan floorspace is welcomed. As such, this proposed use is considered to be acceptable in principle.

The proposals also incorporate a live/work unit, within block B at ground and first floor level adjacent to the boundary with No. 1-5 St Pancras Way. It is important to note that this space will largely be ancillary to the main B1c use at the site, and occupy approximately 90m² of the whole site. The applicant has confirmed that the occupier of this unit will run and administrate the B1c use at the site. UDP policy E4 broadly supports the provision of live/work units and the proposals broadly comply with the terms of this policy. For example, the proposals will not result in the loss of a permanent residential unit (E4a) or of an industrial use where there is potential for that use to continue (E4b) or harm residential amenity (E4c). Considerations in relation to transport issues noted by this policy are discussed in the transport section below. In short, the proposals are not considered to significantly increase traffic levels, on-street parking or harm road safety.

In summary the principle of development for the uses proposed are considered to be acceptable, given the existing site circumstances and the nature of the uses proposed.

Quality of residential accommodation proposed

The Council considers live/work unit proposals in the same way as housing units, as specified in paragraph 7.38 of the UDP. In terms of the living accommodation being proposed, it is of sufficient size to accommodate a two-person, one-bed unit; according with CPG residential space standards. All rooms are regular in size and shape while also providing sufficient outlook and ventilation to future occupiers. As specified in paragraph 7.37 of the UDP, a condition is recommended to be added denoting that the 37.3m² of business floorspace within the live/work unit be retained. This will ensure a self-contained residential unit does not occur on site in the future without the submission of an

application for this change of use.

With regard to lifetime homes, the applicant has not submitted commentary detailing how the proposed scheme will adhere to the lifetime homes standards outlined in Policy H7. However, given the constraints of the existing building, it is acknowledged that not all standards will be able to be complied with in their entirety. However, where applicable, the applicant will be encouraged to adhere to as many lifetime homes standards as possible when implementing the scheme. An informative statement to this effect is recommended to be added.

Design

In terms of design, a range of alterations to the windows, doors and roof materials are proposed to both block A and B, in addition to the extension to block A. As such, each element is looked at in turn.

With respect to the window alterations, where existing windows are traditional openings it is proposed to introduce new window frames. It is also proposed to unblock a significant number of blind windows, particularly to block B on the east elevation facing St Pancras Way. It is proposed to retain the original rhythm of the openings, with the unblocked openings allowing the introduction of additional natural light and ventilation to the buildings. This is considered to be pivotal to securing a viable use of the building in the future. Although these proposed works will have an impact on the appearance of the building, it is not considered to unduly harm its robust industrial character. The new windows themselves are to be simple painted softwood frames with double glazed units. There are single traditional opening casements at first floor level, with inward opening bottom hung units at ground floor. These elements are considered to be acceptable in design terms.

In relation to alterations to the doors, new painted timber doors are proposed for within existing openings. A new doorway is to be created from an existing window opening on the courtyard elevation of block B by dropping its cill and an existing doorway is to be partially blocked up to create a window opening on Block A. The large unsympathetic opening to the courtyard elevation of block A is to be reduced in width so as to correlate with the surviving lintel and a new door inserted. A new painted wooden gate is proposed for the entrance from St Pancras Way. These alterations are not considered to raise any design issues and are therefore considered to be acceptable.

The proposals also incorporate the replacement of the roofs of both buildings. The existing roofs comprise corrugated asbestos sheeting. It is proposed to replace this with corrugated iron Euroclad Sinusodial Corus HPS200 Ultra material. A sample of a pure grey version of this material has been submitted. The applicant has however acknowledged that the implemented scheme will comprise a black colour finish. Although the Council would have preferred a natural slate roof, the proposed material is considered to be adequate within the context of the whole scheme. Within this context the roof material is considered to be acceptable, with the black colour secured via condition. The proposed rooflights will also be slimline 'conservation style' rooflights set flush with the ridge of the roofs of the buildings. No issues are raised in regard to the proposed rooflights. The applicant has also confirmed that the setted courtyard surface between the stable blocks will be retained as existing. This is welcomed in design terms for it is of historic and aesthetic interest.

In respect of the proposed extension, there is currently a small lean-to structure at the southern end of block A. It is proposed to demolish small sections of this structure and extend it to create a new toilet block and kitchen. The structure will be covered with a single mono-pitch roof with four conservation grade rooflights. This part of the application site is not considered to be of particular architectural merit and the proposed modifications are considered to be acceptable. It is proposed to add timber cladding to this extension. This is considered to be acceptable in principle, although a condition is recommended seeking samples of this cladding to be submitted to and approved by the Council.

In overall terms the design of the scheme is considered to be acceptable. The light touch refurbishment and sympathetic re-use of the building are welcomed in design terms.

Amenity

With regard to amenity issues, the proposed additional windows proposed are not considered to exacerbate existing levels of overlooking to neighbouring buildings. Moreover, the proposed scheme is not considered to lead to a loss of sunlight/daylight or outlook to neighbouring occupiers (including those within the consented but yet to be implemented scheme at No's 1-5 St Pancras Way. Therefore no amenity issues are raised in respect of neighbouring occupiers.

It is also important to note that the additional windows and alterations to doors will improve the quality of the business space / live/work space being created. It will improve outlook, ventilation and access to natural sunlight and daylight at ground and first floor level of both blocks. As such, the proposed accommodation is considered to provide a good quality of accommodation for future users of the buildings.

Transport

With regards to cycle parking, UDP policy T3 requires development to sufficiently provide for the needs of cyclists. A minimum of five cycle spaces are required in total. One space is required for the live/work unit and four spaces for the office workshop space (1 space per 250sqm and 2 for visitors). Within the transport statement submitted by the applicant it was denoted that 10 spaces would be provided. However the proposed plans do not indicate in detail if the cycle spaces in the courtyard area will adhere to the design specifications of the Council. As such, the provision of five cycle spaces will be secured via condition. These spaces will be maintained and retained permanently thereafter.

In relation to the servicing of the buildings, it is proposed to have off-street servicing space in the courtyard area adjacent to the St Pancras Way elevation. There is considered to be satisfactory space for such servicing, although a condition is recommended to ensure no unloading takes place outside the application site (for example on the St Pancras Way highway), in line with policy T16 of the UDP. Given the similarity of the existing and proposed uses it is not considered to be necessary for a Servicing Management Plan to be required.

In relation to car-parking, there will be space off-street for maintenance and servicing vehicles for the office workshop space. However, it is considered that the proposed live/work unit should be made car-free. This will be secured via a S106 Legal Agreement and is considered necessary owing to the following factors:

- The site has a Public Transport Accessibility Level of (PTAL) of 4 (good) and is within a Controlled Parking Zone.
- Not making the development car-capped would increase demand for on-street parking in the Controlled Parking Zone (CPZ) the site is within. This is considered unacceptable in CPZ's that are highly stressed where overnight demand exceeds 90%. Kings Cross (CA-D) CPZ operates Mon-Fri 08:30-18:30, Sat 08:30-13:30 and 117 parking permits have been issued for every 100 estimated parking bays within the zone. This means that this CPZ is highly stressed.

For car-free development, the Council will:

- not issue on-street parking permits;
- use planning obligations to ensure that future occupants are aware they are not entitled to on-street parking permits; and
- not grant planning permission for development that incorporates car parking spaces, other than spaces designated for people with disabilities, and a limited number of spaces for car capped housing in accordance with Council's Parking Standards.

The applicant has denoted that they are willing to make the live/work unit car-free, as secured via a S106 Legal Agreement.

It is also considered necessary to improve the quality of the highway immediately surrounding the application site. As such, the footway adjacent to the application site will be repaved and the vehicular crossover serving the area proposed for the live/work unit will be removed. The crossover serving the access to the courtyard area will be retained. These works will mitigate the impact of the increase in

trips the proposed development is anticipated to generate. It will also tie the development into the surrounding urban environment. An added benefit of the highways works is that damage caused to the highway in the area of the proposed highways works during construction can be repaired. This work will be secured via a S106 Legal Agreement and the applicant has denoted a willingness to enter into this agreement.

Other issues

The site is located within an area where there is identified to be potential for the land to be contaminated. In addition, the application site is known to have been used as stables for Midland Railways and most recently between 1970 and 2001 as a scrap metal yard. Given this context, it is considered that a watching brief for contamination during site works will need to be kept. In the event that contamination is found when carrying out the development it must be reported in writing immediately to the Local Planning Authority. An investigation and risk assessment would then be must be undertaken, with subsequent remediation works if necessary. Owing to this application being for primarily a change of use of existing buildings, it is not considered necessary for this to be secured via condition. However, an informative is recommended to be added regarding this potential issue.

With regards to waste and recyclables, there is considered to be sufficient internal space within the office workshop space and the live/work unit for waste and recyclables. It is also possible that dedicated space for recycling and residual waste can be provided within the external courtyard area between the two blocks.

Recommendation

Grant Planning Permission subject to S106 Legal Agreement, comprising the following heads of terms:

- The live/work unit being car-free development;
- Highway improvement works adjacent to the application site on St Pancras Way.

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