

Delegated Report (Members Briefing)	Analysis sheet	Expiry Date:	10/07/2018
	N/A	Consultation Expiry Date:	10/07/2018
Officer		Application Number(s)	
Antonia Powell		2018/1103/P	
Application Address		Drawing Numbers	
Kings Cross Station Euston Road LONDON N1 9AP		For HPA document see: http://camdocs.camden.gov.uk/HPRMWebDrawer/PlanRec?q=recContainer:2018/1103/P	
Proposal(s)			
Heritage Partnership Agreement for King's Cross Station.			
Recommendation(s):	Approve Heritage Partnership Agreement		
Application Type:	Heritage Partnership Agreement (HPA)		

Consultations

Adjoining Occupiers:	No. notified	00	No. of responses	00	No. of objections	00
Summary of consultation responses:	<p>The Planning (Listed Buildings and Conservation Areas) (Heritage Partnership Agreements) Regulations 2014 requires the Local Planning Authority (LPA) to prepare a statement of their reasons for proposing to grant listed building consent. See Section 2 of this report for more information.</p> <p>The Regulations require the LPA to consult publically for a period of not less than 28 days on :</p> <ul style="list-style-type: none">• the statement of reasons,• extracts from the draft Heritage Partnership Agreement which relate to the proposed works, and• all other plans and documents detailing the proposed works <p>A Site notice was displayed on 09/04/2019 and a Press Notice published allowing comments up until 03/05/2019, in accordance with the requirements of The Planning (Listed Buildings and Conservation Areas) (Heritage Partnership Agreements) Regulations 2014, Part 5(1).</p> <p>No comments have been received in response to the publicity.</p>					
CAAC:	The King's Cross CAAC responded with " <i>No comment</i> "					
Historic England	Historic England were consulted on 19/06/2018. They have responded to confirm that they have reviewed the document and welcome the proposals.					

Site Description

The HPA relates to all of the Grade I listed station buildings, the surrounding land and subsidiary structures within the ownership and control of Network Rail. The extent of this area is shown on the plan in Annex A to Section 6 of the document – King's Cross Station Heritage Partnership Agreement – draft dated 19/02/2018 by John McAslan and Partners.

The site includes Main Train Sheds, the Southern Elevation and colonnade including the West Tower, Clock Tower and East Tower, the Eastern and Western ranges, the historic basement, plant rooms and shared service Yard, Platform 0, Platform 8/9 canopy, the Suburban Train Shed and the Western Concourse.

Full site plans are included in the HPA King's Cross Station document link
<http://camdocs.camden.gov.uk/HPRMWebDrawer/PlanRec?q=recContainer:2018/1103/P>

Relevant History

2006/0040/L for: Renewals, refurbishment and upgrading works to the Eastern Range (granted 15/03/2009).

2006/3387/P for: Alterations, refurbishment and extensions to King's Cross Station to provide for new operational railway purposes and passenger facilities (granted 09/11/2007).

2006/3394/L for: Alterations, refurbishment and extensions to King's Cross Station to provide for new operational railway purposes and passenger facilities (granted 09/11/2007).

2007/2609/L for: Installation of glazed barriers and automated ticket gates and various associated alterations to Railway Station (granted 11/09/2007).

2007/2611/L for: Alterations to and refurbishment of main train shed and suburban train shed roofs to include installation of photovoltaics (granted 31/08/2007).

2007/3787/L for: Erection of temporary access deck to train shed roof (granted 10/12/2007).

2008/2860/L for: Various alterations and works of refurbishment and repair to Southern facade and Northern end screen, the central spine wall and Platforms 1-8 (granted 10/03/2009).

2009/2899/L for: Temporary installation of automatic structural monitoring equipment on the Western Range, suburban train shed and internal spine wall of King's Cross Station and on the southern facade of the German Gym Building (granted 25/04/2009).

2009/5842/L for: Works to the southern glazed screens of the front entrance to the station (granted 08/02/2010).

2010/5568/L for: Change of colour of the frames, transoms and mullions (both internal and external) of the glazed screens to the two main arches of the King's Cross Station Train Shed (Sui Generis) from white to anthracite RAL 7016 (dark grey). (granted 06/12/2010).

2011/0031/L for: Installation of internal spiral staircase and glazed arch infill within West tower for access to the new station control room at the southern end of the western range building of Kings Cross Station (granted 11/03/2011).

2011/5363/L for: Internal alterations at first and second floor level, known as the Old Parcels Yard, including alterations to partitioning and flooring, in connection with use of unit as pub/restaurant (granted 17/01/2012).

2012/5554/L for: Internal fit out to existing retail unit G27 "The Harry Potter Shop" (granted 07/12/2012).

2012/6428/L for: Installation of blue ceramic plaque placed on the ground floor eastern facade of the Western Range building in Kings Cross Station celebrating the work of Sir Nigel Gresley (granted 22/01/2013).

2013/2164/L for: Installation of war memorial composed of 11 marble tablets arranged on individual totems and honour board located on south concourse of main train shed underneath main spine arch to the north face of the southern pier (granted 10/06/2013).

2013/4244/L for: Installation of pedestrian monitoring equipment at entrances and exits to station and retail units (granted 02/08/2013).

2013/4505/L for: Strengthening the existing floors and install new louvers over the existing window openings to ensure water tightness of the building and also to carry out electrical work to relocated

existing distribution board to Grade I Listed Station (granted 25/09/2013).

2013/5582/L for: Internal alterations to create a catering standard kitchen at second floor level of station, ancillary to existing mezzanine level retail units (Class A3). (granted 28/20/2013).

2013/6057/L for: Alterations to western range reception (unit G/01) to create a new retail unit; including alterations to the retail fascia, a new altered lobby area to be accessed from a new door in the western range gate line, and alterations to the contractor's reception to create a passenger assisted waiting room (granted 18/11/2013).

Please note there have been in excess of 200 Discharge of Condition LB applications granted in relation to the above applications.

Relevant policies

Listed Buildings and Conservation Areas Act 1990, as amended by the Enterprise and Regulatory Reform Act (ERR) 2013

The Planning (Listed Buildings and Conservation Areas) (Heritage Partnership Agreements) Regulations 2014

National Planning Policy Framework 2019

London Plan 2016

Policy 7.8 Heritage assets and archaeology

Camden Local Plan 2017

Policy D2 Heritage

Assessment

1. Background

- 1.1. Listed Building Heritage Partnership Agreements (LBHPAs) were introduced by section 60 of the Enterprise and Regulatory Reform Act 2013. The Historic England Advice note no. 5 provides the following introduction to Heritage Partnership Agreements (HPAs):

“They allow the owner of a listed building or buildings and their local planning authority (LPA) to agree which necessary works to the building are routine and regular and, if done correctly, will not harm its special interest. The agreement grants listed building consent (LBC) for these works, for an extended period of time, and they can go ahead whenever convenient.

This supports a partnership approach between the owner and the LPA and will help them to reach an agreed vision for the medium/long term management and maintenance of the listed building(s) covered. It will support dialogue and increase mutual certainty over the aspirations and requirements of all parties to the agreement. LBHPAs also have the potential to save time and resources for the partners as they will be able to spend less time dealing with minor applications, freeing them up to concentrate on any major or contentious issues affecting the building.

Other bodies besides the owner and LPA may be party to the agreement, including the Secretary of State and Historic England”

- 1.2. The Listed Building Heritage Partnership Agreement for King’s Cross Station is formed of two parts:

PART 1: Legal document

The legal section formally grants listed building consent for the consented works identified in the technical document.

1.1. The LPA has a legal duty in granting listed building consent through a LBHPA to have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses; and listed building consent granted by a HPA may be granted subject to conditions.

1.2. A HPA does not override any separate requirement for planning permission which may be required.

1.3. The proposed HPA is between the London Borough of Camden (the LPA), Network Rail (the applicant) and Historic England.

1.4. The proposed HPA would cover a 10 year term, at which point it would be terminated and/or revised in accordance with up to date conservation standards and principles and renewed.

1.5. The proposed HPA would require the LPA and applicant to hold a regular Review Meeting and the applicant would also be required to provide an Annual Summary of Works Report to the LPA on a yearly basis. The agreement would also allow for Listed Building Group Meetings to be held annually if the Council wished to convene such meetings.

PART 2: Technical document

The technical support document, The King’s Cross Station Heritage Partnership Agreement, sets out details of:

- the existing building,
- the boundary of the agreement
- assessment of significance
- assessment of suitability of the works
- a description of the consented works
- supporting appendices

Statement of Reasons

- 1.3. There is no application process for HPAs as they are reached by agreement; however, the Planning (Listed Buildings and Conservation Areas) (Heritage Partnership Agreements) Regulations 2014, part 3, requires the LPA to prepare a statement of their reasons for proposing to grant listed building consent through a HPA, which must include the following:
- a) an assessment of the likely effect of the proposed works on the special architectural or historic interest of the listed building to which the agreement would relate;
 - b) a reasoned justification for the proposed works; and
 - c) details of any conditions to which the proposed consent would be subject.

- 1.4. The following paragraphs (1.5 to 1.13) are extracts from the Council's Statement of Reasons:

Effect on special interest

- 1.5. The special interest of King's Cross Station can be split into three areas: historic, architectural and group value or setting.

Historic:

- The earliest and most complete major London Railway Stations. At the time it was opened in 1852 it was the largest station in the country.
- Early and ambitious building of its type of national, regional and local importance.
- Industrial archaeological interest connected to its evidence of the development of transport – Passengers and goods – rail, road and canal interchange and associated technology.

Architectural:

- Robust, double arched front screen and clock tower, Eastern and Western Ranges and glazed twin train shed roofs.
- Built by Lewis Cubitt, Kings Cross Station along with the Goods Yards buildings, the Granary and much housing in the King's Cross area.

Group value:

- Grade I listed King's Cross Station and neighbouring Grade I listed St Pancras Station and the GII listed Granary Building, the German Gym and unlisted Goods Yard buildings to the north.

Proposed works

- 1.6. The permissions listed in the planning history above permitted the alteration, refurbishment, security upgrading and conversion of the station complex into a world class transport and travel hub and retail destination, and with the creation of a new arrivals and departures concourse. The works included the formation of retail units on the ground floor of the Western Range and within the new Western Concourse along with a new first class lounge and office spaces created at the upper levels. The works consented in this HPA are all connected with either the ongoing maintenance of the complex in this use, or with the changing commercial and servicing needs of the office, retail and food & beverage occupiers within the units. In accordance with the HPA the freeholder of the property, who is party to the agreement, has responsibility for implementing and overseeing the HPA.

Effect

- 1.7. For reasons of the functionality of the document the King's Cross Station Heritage Partnership Agreement Part 2: Technical document is organised by the affected portions of the fabric,

rather than by purpose, scale or scope.

Works detailed within the document include the following:

Works as controlled by the definitions in the HPA, and the standard conditions required for making good, consent would be granted for reasonable replacement of materials and elements, within parameters controlling their extent, but which might nonetheless normally be considered for listed building consent. In no case do these consented works enable the alteration of the architectural character of the building, and thus would not result in harm to its special interest.

Areas of fabric permitted to be repaired, maintained and repainted are identified, and products meeting specified criteria are identified, which would harm neither fabric or architectural interest, nor appreciation of the architectural character of the building or its functionality.

In addition to the specific conditions applicable to each group of Consented Works, general conditions will apply, as listed in the HPA where relevant, to all types of Consented Works.

Modest measures to meet the changing needs of occupiers such as the replacement of electrical devices, IT, are consented within stated parameters and methods which limit them such that they would have no additional impact on special interest through visual impact or harm to fabric than under existing consents.

Parameters for penetrations and new service runs have been set out which are reasonable in relation to preservation of the fabric and causing minimal harm to architectural qualities, and would ensure that works fall short of causing harm.

Office and retail unit fit-out methods for fixing (signage, fittings, etc.) into historic fabric are set out, and the specifications and upper limits set to ensure that this would cause no physical harm to fabric which contributes to special interest.

Consented re-decoration and lining of units has been limited to materials and methods in areas of the station in relation to their significant architectural or historic architectural form and which would cause no physical harm to fabric of, or impede appreciation of their special interest.

Reasoned justification

- 1.8. None of the consented works would harm the special interest of the listed building, and this has been the explicit intention of officers in negotiating the HPA. The works are all either routine and related to the maintenance of the station, or related to the reasonable needs of its occupiers.
- 1.9. The justification for the work listed in the HPA document is to sustain and support the Station's use as a world class railway terminus securing its long term future. The public benefits are considered to be significant. The works consented under the HPA will establish clear guidelines for managing some of the physical impacts of its occupation, and by giving security and clarity to its owners, tenants and the Council.
- 1.10. It is therefore considered that the works proposed under the HPA would preserve the special architectural and historic interest of the listed Grade I King's Cross Station (including its setting) in accordance with s.16 of the Listed Buildings and Conservation Areas Act 1990 as amended by the Enterprise and Regulatory Reform Act (ERR) 2013, Policy 7.8 of the London Plan 2016 and Policy D2 of the Camden Local Plan 2017.

Conclusion

- 1.11. The HPA deals with the practicalities surrounding the on going repairs and maintenance of the station buildings and the multi-tenanted offices and retail units within the listed station buildings which requires flexibility to adapt. The parameters set out with the HPA ensure that alterations would preserve the special architectural and historic interest of the listed station.
- 1.12. The HPA allows Network Rail to undertake works specified in the agreement over an agreed period of time of 10 years so that they can be implemented as and when they are necessary to enable the function of the building within its permitted use. The agreement only covers the works specified and does not override any separate requirement for planning permission which may be triggered by the proposed works.
- 1.13. Network Rail, who is party to the agreement, has responsibility for implementing and overseeing the HPA. This means any tenant wishing to make alterations under the HPA would need to approach Network Rail who would then be required to oversee the works.

Conditions

It is recommended that the following are secured through the legal agreement:

- adherence to the scope, extent and detail of the works identified as 'consented' in the technical document,
- the recording and review regime outlined in the HPA document (annual summary and reviews every three years), and
- all works approved under this HPA (including all new external and internal works and finishes and works of making good to the retained fabric regardless of age) shall match the existing adjacent work with regard to the methods used and to material, colour, texture and profile.

2. Response to publicity

- 2.1. Part 5 of the Regulations requires the LPA to make its Statement of Reasons, extracts from the draft Heritage Partnership Agreement which relate to the proposed works, and all other plans and documents detailing the proposed works available for public inspection for a period of not less than 28 days. Part 5(4) of the Regulations requires the LPA to take into account any representations received during the consultation period in considering whether to make the HPA (with or without modification).
- 2.2. As detailed above, publicity has been undertaken and apart from a letter of support from Historic England and a "No comment" from the King's Cross CAAC, no other comments have been received.
- 2.3. Furthermore, there have been no material changes to relevant planning policy or guidance or to the application site since the Council's Statement of Reasons report was published online.

3. Recommendation:

- 3.1. It is recommended that the Council approve the King's Cross Station HPA.

The decision to refer an application to Planning Committee lies with the Director of Regeneration and Planning. Following the Members Briefing panel on Monday 7th May 2019, nominated members will advise whether they consider this application should be reported to the Planning Committee. For further information, please go to www.camden.gov.uk and search for 'Members Briefing'.