



ISLINGTON

Town Hall, Upper Street, London N1 2UD

Report of : Director of Environment and Conservation

Meeting of	Date	Agenda Item	Ward(s)
West Area Committee	10 th January 2006		Caledonian Road Barnsbury

Delete as appropriate	Exempt	Non-exempt
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Subject: King's Cross Central - Revised observations by the London Borough of Islington on the Planning Applications for the Main Site.

Provisos:

1. *For clarity this report and appendices attached do not make recommendations with regard to planning application P041261 for the Triangle Site, submitted to Islington Council for determination on 28th May 2004.*

The Triangle site is divided between the London Boroughs of Camden and Islington and as such, the planning applications relating to the Triangle Site will need to be determined in concert. It is noted however that the Triangle does form an intrinsic part of the overall development proposals (particularly with regard to housing provision) therefore reference will be made to this part of the scheme where it has a bearing on material considerations or where it would otherwise be reasonable to do so.

2. *For the avoidance of doubt, the observation report focuses on the 'Main Site' applications submitted to Camden Council submitted on 28 May 2004 and the subsequent revisions submitted in September 2005. Islington Council reserves the right to make additional comment if any significant changes to the planning applications occur.*
3. *To avoid repetition, where the term planning application(s) is used this may include reference to both planning applications submitted to LB Camden, LB Islington, and also include Listed Building consent and Conservation Area consent applications submitted to LB Camden.*
4. *Images used throughout this report and in the formal observation response have been taken from material submitted as part of the application package. These do not infer how the finished development would necessarily appear.*

1. SYNOPSIS

- 1.1 This report provides the context and planning history relating to the King's Cross Central proposals and presents the formal observations of Islington Council, which if agreed by Committee will be sent to Camden as part of the town planning statutory consultation process. The observations are made in the form of a technical report attached as Appendix 1.
- 1.2.1 For brevity background information on site history, process and context etc are listed in Appendix 2.
- 1.2.2 All constituent reports have been drafted in line with the Council's "One Islington" policy priorities of regeneration, working in partnerships, a vibrant local economy, access to a full range of leisure, cultural and retail services and a safer environment.

2. RECOMMENDATIONS

- To agree the formal observations (Appendix 1) to be submitted to LB Camden, as Islington Council's consultation response to the planning applications for King's Cross Central.

3. PLANNING PROPOSALS

3.1. Details of Proposals

- 3.2. A series of outline planning applications have been submitted along with associated applications for listed building consent and conservation area consent. The somewhat hybrid proposals are based upon a series of "parameter plans" that, as their name suggests, specify the parameters for different aspects of the design, including scale, land use, position or massing.
- 3.3. These are further refined through detailed and extensive supporting documents, however the majority of these do not constitute part of the present applications.
- 3.4. The approach is designed to provide flexibility to the evolution of the development over a development period of a possible 20 years.
- 3.5. The outline planning application seeks approval for:
 - primary infrastructure works and means of access *
 - bulk, massing, siting*
 - land use*
 - landscaping*

*all to the extent to which they are defined and described in the Development Specification including the Parameter Plans.
- 3.6. The application does not seek approval, at this stage, for the detailed design or external appearance of any buildings, although many images of 'built out' scenarios are provided in some supporting evidence. The applicants have also submitted in parallel four applications for listed building consent and four applications for conservation area consent.

3.7 Application Documents

The planning documents submitted are listed below. Those **in bold** form the actual planning application, the remainder are supporting documents and although relevant their content, aspirations or assertions cannot be assumed to be part of the application and therefore nothing within those documents would necessarily come to fruition without being conditioned or part of any S106 agreement. This approach of having documents "above the line" (part of the formal

submission) and “below the line” (supplementary or supporting information) makes appraisal of the scheme more complex to summarise.

3.7.1 Following initial consultation the applicant revised some elements of the scheme including documents either part of, or supplementary to, the actual planning application. These revisions submitted formally in September 2005 are also identified below.

3.7.2

- **Planning Application Form(s)**
- **Location Plan**
- **Development Specification - REVISED**
- **Development Specification - Parameter plans REVISED**
- **Development Specification - Landscape Proposals REVISED**
- **Development Specification - Works to Retained Historic Buildings REVISED**
- **Environmental Statement (Parts 1-4) NEW PART 5**
- **Environmental Statement - non-technical summary REVISED***
- **Code of Construction Practice - REVISED**
- Environmental Sustainability Strategy
- Urban Design Statement
- Urban Design Guidelines (south)
- Urban Design Guidelines (north)
- Public Realm Strategy
- Implementation Strategy
- Regeneration Strategy
- Transport Assessment – (Supplement to the ES)
- Green Travel Plan
- Illustrative Highway Proposals - **REVISED**
- Retail Impact Assessment
- Planning Statement
- Statement of Community Engagement 1-3
- Access & Inclusively Strategy – **NEW**
- Triangle Site Explanatory Statement
- Triangle Site Development Specification and Parameter Plans - **REVISED**

These, and the additional documents submitted to Camden, outline how the redevelopment proposals would operate. A summary of the key aspects of the application is outlined below:

3.8 Application Proposals Summary - Main site

3.8.1 The overall net site area covered by the King’s Cross Central application is approximately 26.1 hectares. A further site termed the linear land is situated to the north of the new CTRL viaduct. Despite previous suggestions an application on the development of this site is still not forthcoming.

3.8.2 For the purposes of the Development Specification and Parameter plans this floorspace is divided into 22 development zones for the main site. The application then outline the possible ways in which these development zones might be developed.

3.8.3 The proposed overall floor space for the main site has been reduced (down 5,185sqm) to 713,090 sq m. in total.

3.8.4 In terms of land uses and revisions the development can be broken down as follows (**Bold = New**, *Italic = Original* figure, * figure includes triangle):

Land Use / Use Class Order		Floorspace Proposed Sqm (Up to)	Notes / Comment
Business & Employment Uses / B1		455,510 <i>486,230</i>	Reduced by 30,770sqm
Residential floor space C3		173,475* <i>176,875</i>	Reduced by 3,400sqm 1,700 + 650 'student housing' units
Shopping, Professional & Financial Services, Food & Drink	A1 A2 A3 A4 A5	45,925* <i>No change</i>	No change Indicates maximum figure across the site. A4 & A5 added to reflect 2005 Use Class Order amendments
Community, Health, Education and some Cultural Uses / D1		71,830* <i>75,765</i>	Reduced by 3,935sqm Now specifies: Primary school 2,100sqm Children's centre 645sqm Health 'Walk in' Centre 750sqm Primary Health Care Centre 1,250sqm
Assembly & Leisure / D2 and *Nightclub uses		28,730 <i>31,550</i>	Reduced by 2,820sqm Now specifies a 25m Swimming Pool, sports halls/courts & 5-a-side football pitch. D2 used to include. *Nightclubs this is now <i>sui generis</i> (2005 Use Class Order)
Car Parking Spaces		21,500 sqm <i>23,850sqm</i>	Reduced by 2,350sqm For use by residents and businesses, retail, leisure uses, hotel guests, visitors, city car club & general public.
Bicycle Park & ancillary facilities. Wind Turbines		800 cycle spaces 14 turbines.	New underground bicycle interchange secure storage facility

The aggregate total of these maximum floor space figures, for all categories of land uses 854,045sqm, exceeds the overall total floor space applied for 713,090sqm. This is because the application seeks permission for "up to" the maximum floor space specified for each category of land use. This offers the developers a significant amount of flexibility to develop according to swaying market rates for, for example, offices and residential uses during the rather long build out period of 12-15 years.

3.8.5. Parallel applications for conservation area consent (summary of proposals):

- Demolition of the non-listed Culross buildings.
- Demolition of the non-listed Western Goods Shed.
- Demolition of the non-listed Plimsoll Viaduct.
- Demolition of various other non-listed buildings and structures.



3.8.6. Listed building consent (summary of proposals):

- The northern Stanley Building is now embedded with a contemporary structure..
- Dismantling of gas-holder no. 8 so as to relocate and re-erect its guide frame within development zone N.
- Demolition of the most northerly bay (one bay only) of the East Handyside Canopy; the removal of the buttress wall that runs northward from the north east corner of the Canopy; and demolition of the most northerly bay (one bay only) of the West Handyside Canopy.
- Demolition of extensions to the Great Northern Hotel.

3.9 Application Proposals - Triangle Site

3.9.1 The Triangle application is separate from the Main Site application. However, details are included here as it is part of the wider development proposals in order to present an overview of the entire development proposals. No appraisal is made at this point of the Triangle site.

3.9.2 The overall floorspace for the 'Triangle' site has increased from 24, 000 sqm. to 26,600sqm and is primarily divided as follows:

Land Use / Use Class Order		Floorspace Proposed Sqm (Up to)	Notes / Clarifications
Business & Employment Uses / B1		0 <i>0</i>	No change
Residential Property / C3		21,100 <i>18,000</i>	246 units <i>250 units</i>
Shopping, Professional + Financial Services, Food & Drink	A1 A2 A3 A4 only	2,500 <i>2,500</i>	No change Figure forms part of total for entire site. Split into 3 units at, with no one unit larger than 2,000sm A5 (Take-away not applied for)
Community, Health, Education and some Cultural Uses also Assembly & Leisure / D1 /D2		3,500 <i>3,000</i>	Reduced by 500sqm No occupier identified at present D2 used to include Nightclubs these are now sui generis in the 2005 Use Class Order
Central Open Space		N/A	Ancillary open space - access to be restricted to crèche (part) and residents only.
Car Parking Spaces		158 spaces <i>185 Spaces</i>	123 Resident spaces at 0.5% provision 4 Visitor Spaces 31 Spaces for D1/D2 Use
Bicycle Parking Spaces		250 spaces <i>250 Spaces</i>	

3.9.3 On the 'Triangle' site the proposed development comprises three principal buildings constructed on a ground and lower ground podium level. The lower ground podium level is identified for car parking, bicycle storage and servicing of the retail units. The siting, access, bulk and massing are more fixed than those of the main site; this is primarily due to the physical constraints of the railway lines and York Way, which in effect define the Triangle site. As stated previously, the Triangle application will be assessed and determined separately.

4.0 CONSULTATION

- 4.1 Responses from statutory and public consultation including community groups will be assessed as part of the development control function of Camden when they assess and determine the planning applications. Where comments appertain to the Triangle application they will form part of the assessment of the planning application report when determining the proposals.
- 4.2 The King's Cross Team has been working closely with its counterpart team in Camden and with Islington Council's Development Control service. A system of information sharing and joint attendance at public meetings is well established and has been in place for over 2 years. This work along with other initiatives outlined below was cited by the Office of the Deputy Prime Minister as one of ten national examples of best practice.
- 4.3 Initial consultation on the scheme commenced on June 18th 2004 and closed on 8th October 2004 and this was repeated when the revisions to the scheme were submitted in September 2005. Public consultation from 10 October to November 21st 2005. Overall consultation has included:
- For both submissions over 30,000 joint Council notification letters and leaflets issued to local residents and businesses in the area as part of the consultation process.
 - From July 4th to October 8th 2004 the provision of an exhibition and feedback point at Contact Islington and at Camden Town Hall where visitors could view the applications.
 - Free provision of the application plans and all supporting evidence provided upon request in CD format and issued in anticipation to all statutory and key agencies/associations.
 - An online comment form on the Islington website inline with e-govt
 - Publication of 'EXCHANGE', the KX Team newsletter in both 2004 and 2005. Each edition 8,000 copies were distributed by hand to households within the King's Cross Regeneration Project Area.
 - A roving exhibition shared with Camden, toured numerous local community events and was available upon request to attend significant public events, with the majority at the weekend or in the evening.
 - Members of the King's Cross Team also attending various community and civic group meetings including the KX Development Forum.
- 4.4 As part of King's Cross 'PRIDE' (*Public Response Initiative - Developing Engagement*) trees will be planted in the area for each target met for public visiting or attending meetings/consultation events. The King's Cross Team is currently working with *Greenspace* to select locations for the 6 trees awarded through King's Cross PRIDE, which will be planted Spring 2006.
- 4.5 A summary of consultation responses to both applications is available online:
www.islington.gov.uk/Environment/Planning/MajorSchemes/King'sCross/consultation.asp
- 4.6 **External Consultation**
A large number of statutory bodies were given the opportunity to comment formally on the applications. Camden also consulted Islington Council as neighbouring Borough to the main site. This report, as stated earlier, forms our response to Camden.
- 4.7 Internal Consultation.
- 4.8 A series of 20 theme meetings were held to look at various aspects of the scheme in detail with officers from various service areas/departments. Feedback from these meetings was summarised into a discussion paper for an officer Project Summit on September 30th 2004. The results of which were reported to the Corporate Management Board and have been drawn upon in drafting the Council's attached formal response.

- 4.9 Internal consultation for the revised scheme was tailored toward those departments and services where revisions were relevant to particularly services / departments. All directorates have been consulted and briefed accordingly.
- 4.10 Drawing from the relevant responses to the internal and external consultation, feedback relating to Islington specific issues and comments has been utilised to inform the Council's formal observation report attached.

5.0 NEXT STEPS

5.1 Formal Observations

- 5.2 The attached report (Appendix 1) constitutes the planning observations of Islington Council as neighbouring borough and will be sent to Camden, the planning authority for the main site applications as part of the consultation process.

6.0 IMPLICATIONS

6.1 Financial Implications

- 6.2 The Council has identified funds for the continuation of the team's work to enable sufficient resources to continue to be deployed on negotiations in connection with current applications and other relevant projects in the King's Cross area. Other departments and services have contained resource inputs from extant budgets.

7.0 Legal Implications

- 7.1 The report and its recommendations to agree to the formal observations are supported by the Council's powers in the Local Government Act 2000 to promote or improve the economic, social and environmental well being of their area.
- 7.2 The Council has a statutory duty under the Crime and Disorder Act 1998 to consider the community safety implications of all its activities. This means that all policies, strategies and service delivery need to consider the likely impact on crime and disorder. The Council must act reasonably to reduce/prevent crime in its area.

8.0 Equality Implications

- 8.1.2 The promotion of equality has remained an intrinsic aspiration throughout all stages of managing the King's Cross Regeneration project, including the drafting of the Community Engagement Statement, Neighbourhood Action Plans and the Joint Planning & Development Brief. This ethos continues in the approach to the attached observation report.

9. CONCLUSION

- 9.1. The King's Cross Central proposals provide a real opportunity to re-invigorate the social and urban fabric of King's Cross. After decades of uncertainty, the submission of a comprehensive planning package is welcomed. The plans submitted have a lot to be commended but changes are necessary.
- 9.2. After assessing the present proposals against the approved Joint Planning Brief, in addition to their ability to complement the Neighbourhood Action Plans that form supplementary planning guidance, the attached observations constitute the formal position of Islington Council.

10. BACKGROUND PAPERS:

- King's Cross Central – Formal Observation BY LBI Report to West Area Committee - 3 March 2005*
- Camden and Islington Council's King's Cross Opportunity Area - Joint Planning & Development Brief, January 2004 *
- Corporate Management Board Papers June 10th 2004 & October 19th 2004
- King's Cross Neighbourhood Framework 2005*
- King's Cross Central S106 Options paper
- King's Cross Central - Thematic Review: Project Summit Paper - September 30th 2004
- Community & Statutory consultation feedback database

*Available at www.islington.gov.uk/King'scrossteam

Final Report Clearance

Signed by -----
Director for Joint Board or Exec Member if going to the Executive
Date -----

Received by -----
Head of Scrutiny and Democratic Services
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