Dark Matter: The Planning and Politics behind Kings Cross

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The Bartlett School of Architecture UCL
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67 acres in central London
The most connected transport hub in the capital...
King’s Cross – Brief Planning History

- Planning policy impetus for large-scale redevelopment for 30+ years
- 1988 – British Rail lodged Parliamentary Bill for Channel Tunnel
- 1989 - London Regeneration Consortium (LRC) outline planning application (later amended)
- 1991 – opposition groups submit alternative planning application
- 1992 – Camden “minded to grant” LRC scheme
- 1994 – LRC withdraws planning application
- 1994 – New CTRL Bill for easterly route
- 1996 – CTRL Act Passed
- 1996- King’s Cross Partnership formed (awarded £37m of SRB money in 1997)
- 1998 – CTRL project restructured
- 2001 – Argent appointed developer following competition
The Committee – projected

- Labour: 6 for 3 against
- Conservative: 0 for 4 against
- Liberal Democrat: 1 for 2 against
- Total refuse: 7 for 9 against
The Committee - actual

• Labour 7 for 1 against 1 not able to vote
• Conservative 0 for 3 against 1 absent
• Liberal Democrat 1 for 2 against

• Total Approved 8 for 5 against
King’s Cross Permissions – Dec 2006

For Main Site
• 1 planning permission (64.50 acres)
• 4 listed building consents (for demolition)
• 4 conservation area consents (for demolition)
• 119 planning conditions
• A rather large S106 agreement

Triangle Site – Appeal heard in February/April
1. The Catalyst
St Pancras International

£2.5 billion on transport upgrades
...for national
...and international travel
2015 - the German inter-city express train arrives
2. The Place
67 Acres in Central London...
Key Facts

- 57 developable acres
- Almost a kilometre long
- 9.5% unemployment (inner London 7.3%)
- 85% public/RSL housing
- 67 different languages
- Top 10% UK deprived wards
- 30% over Camden average for health problems
The Channel Tunnel Rail Link
3. The Agenda
Camden’s Key Objectives

• Enabling a world class development within Central London
• Social, economic and physical integration into the surrounding areas
• Maximising the transport interchange investment and potential
• Wider area regeneration
• Protecting vulnerable communities during prolonged construction phases
• Responsible environmental performance
• BUT … still a piece of “London”
Fine mix
An integral part of Central London
Community Engagement

Issues (1)

- A child born today will be 16 before the building works are completed.

- A child entering a Camden secondary school at 11 will be 18 and finishing when the first jobs are available.
Camden’s Response (2)
The Impact Group

- Independent Chairman
- To co-ordinate quick and effective responses
- Develop strategies to predict and cope with problems
- Prepared to tour communities to make contact and listen

Comprises
- L.B. Camden
- L.B. Islington
- Metropolitan Police
- British Transport Police
- London Continental Railways

- Transport for London
- Railtrack
- Health Authority
- Argent/St George
- P & O
4. The Strategy
The Applications

- 3 planning applications
  - Main Site
  - Triangle Site (Camden)
  - Triangle Site (Islington)
- 4 applications for listed building consent
- 4 applications for conservation area consent
- Lots of supporting documents!
Development Zones

Key:
- Development Zones
- Development Zone Boundary (L.O.D. ≥1.0m)
- Development Zone Boundary (L.O.D. ≥3m)
- Indicative Subdivision into Development Plots

West Hardyside Canopy

In some cases, Development Zones include areas of public realm, as shown in drawing KXC 004. For example, Development Zone M includes the Coal Drops Yard, between the Eastern and Western Coal Drops, which would be refurbished as part of the public realm.

Indicative Position & Orientation for Gas Holder Guide Frames, which would be re-erected within Development Zone N
Maximum Building Heights
Site-Wide Environmental Specifications
Urban Design

- Content
- Public Realm
- Enclosure, Scale, Edges
- Grain, Geometry, Levels
- Microclimate
- Building Lines, Frontage
- Routes
- Setbacks, Roofscape
- Uses, Servicing
- Views, wider opportunities
5. The Process
## FORCING AN ENQUIRY

<table>
<thead>
<tr>
<th></th>
<th>ADJACENT BOROUGH</th>
<th>ISLINGTON</th>
<th>(LIB DEM CONTROLLED)</th>
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</thead>
<tbody>
<tr>
<td><strong>YES</strong></td>
<td>MPs</td>
<td>ST PANCRAS ISLINGTON SOUTH</td>
<td>FRANK DOBSON (LAB)</td>
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<td>CHRIS SMITH (LAB)</td>
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<tr>
<td><strong>YES</strong></td>
<td>STATUTORY BODIES</td>
<td>GLA/MAYOR TFL/LUL</td>
<td>KEN LIVINGSTONE (LAB)</td>
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<td>ENGLISH HERITAGE ENVIRONMENT AGENCY</td>
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<td><strong>YES</strong></td>
<td>STATUTORY CONSULTEEES</td>
<td>ENGLISH HERITAGE ENVIRONMENT AGENCY</td>
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<tr>
<td><strong>NO</strong></td>
<td>MET POLICE</td>
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<tr>
<td><strong>NO</strong></td>
<td>NETWORK RAIL</td>
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<tr>
<td><strong>NO</strong></td>
<td>ADJOINING LAND OWNERS</td>
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<tr>
<td><strong>NO</strong></td>
<td>WARD COUNCILLORS</td>
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<tr>
<td><strong>NO</strong></td>
<td>PUBLIC OPPOSITION</td>
<td></td>
<td>(REGARDLESS OF SCALE)</td>
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THE PREMISE

• A PROCESS OF CONVERGENCE
• BOTH PARTIES WANTED TO SUCCEED
• STAKEHOLDER MANAGEMENT WAS KEY
• BOTH PARTIES WANTED TO AVOID AN ENQUIRY
  
BUT
• BOTH PARTIES PREPARED TO GO TO ENQUIRY
  
AND
• JUDICIAL CHALLENGE WAS INEVITABLE
principles for a human city

A document prepared by Argent St George, the selected developer for King’s Cross Central, and the landowners, London and Continental Railways and Exel

July 2001
Edition 3
Our ten principles

- A robust urban framework
- A lasting new place
- Promote accessibility
- A vibrant mix of uses
- Harness the value of heritage
- Work for King’s Cross, work for London
- Commit to long-term success
- Engage and inspire
- Secure delivery
- Communicate clearly and openly
High Density, Mixed Use

- **Broadgate**  Plot ration = 4.2
- **Canary Wharf**  Plot ration = 4.7
- **Charter Quay**  Plot ration = 2.2
- **Covent Garden**  Plot ration = 2.5
- **Mayfair**  Plot ration = 2.5
- **Paddington**  Plot ration = 3.7
A framework for regeneration

work in progress

The third consultation document about King’s Cross Central, with tear out pages for your views.

September 2002
6. The Negotiations
Stakeholders

- Health Authority
- Learning & Skills Council
- Police, etc

Islington

- Camden
- Argent & St George
- London & Continental Railways

- GLA & LDA
- English Heritage
- Environmental Agency
- GOL

- Railtrack
- London Underground
- Exel & other landowners
- P&O

Local communities
Wider constituencies

Design for London
Consultation
Key Issues

• Housing / Affordable housing
• High numbers of families at high density
• Opportunity Area vs Conservation Area
• Heritage “balance”
• Adoption/control of the public realm
• Cross River Tram
• Environmental Sustainability and in particular
• Energy
HOUSING

• HOW MUCH IS ENOUGH?
• WHAT CONSTITUTES AFFORDABLE?
• PHASING AND GUARANTEES
Public Realm

• 10 new squares for London
• (5 new world squares)
• 20 new streets
• Beautifully designed, built and managed

BUT STILL PUBLIC!
Principal Public Realm Areas
Inclusive and accessible

PLEASE WALK ON THE GRASS

A managed estate
THE FINANCIAL MODEL

• DTZ MODEL – KEY VARIABLES
• HOUSING FINANCE
• PROBLEMS WITH DATA
Section 106 Agreement

- 250 pages
- 6 months to negotiate
- Over 50 meetings after heads of terms!
- 35 principal topic areas
- Council resources and commitment
- Complex but sophisticated
- Difficult to standardise for projects like King’s Cross
- Goodbye S106, hello CIL?
Section 106 Agreement

- Affordable housing
- Employment and training
- Community enterprise
- Small business support / local purchasing
- Business volunteering
- Social and community fund
- Community meeting facilities
- Community safety
- School and Children’s Centre
- Supporting local schools
- Leisure
- Health
- Public realm
- Improvement to adjacent streets and open spaces
- Public art
- Pedestrian bridge to Camley Street Natural Park

- Canal and water space enhancement
- Support for implementation panels
- Access and inclusivity
- Environmental sustainability
- Energy
- Construction materials & waste
- Carbon fund
- Gas holder guide frames
- Code of construction practice
- Parking
- Green travel initiatives
- Bicycle storage facility
- Improvement to bus services
- Cross River Tram
- Maiden Lane station
- Nightclubs and casinos
- Retail
- Nursing home
7. The Plan
Framework Principles
8. The Design
9. The Buildings
23 OFFICE BUILDINGS
A WORKFORCE OF 35,000 PEOPLE
13 RESIDENTIAL BUILDINGS
HALF A MILLION SQ FT OF SHOPPING
HOTEL, CULTURE, LEISURE AND EDUCATION

A MAJOR NEW PIECE OF CENTRAL LONDON
23 OFFICE BUILDINGS

13 RESIDENTIAL BUILDINGS
PROVIDING UP TO 2000 NEW HOMES

HALF A MILLION SQ FT OF SHOPPING

HOTEL, CULTURE, LEISURE AND EDUCATION

A MAJOR NEW PIECE OF CENTRAL LONDON
23 OFFICE BUILDINGS

13 RESIDENTIAL BUILDINGS

HALF A MILLION SQ FT OF SHOPPING
UNIQUE DESTINATION SHOPS
BARS AND RESTAURANTS
HOTEL, CULTURE, LEISURE AND EDUCATION

A MAJOR NEW PIECE OF CENTRAL LONDON
23 OFFICE BUILDINGS
13 RESIDENTIAL BUILDINGS
HALF A MILLION SQ FT OF SHOPPING

HOTEL, CULTURE, LEISURE AND EDUCATION
INCLUDING UNIVERSITY OF THE ARTS LONDON AND THE
WORLD FAMOUS CENTRAL SAINT MARTINS

A MAJOR NEW PIECE OF CENTRAL LONDON
PRIMARY SCHOOL
CHILDREN'S CENTRE
COMMUNITY MEETING FACILITIES
TWO HEALTH CENTRES
PUBLIC HEALTH AND FITNESS FACILITIES
INDOOR SPORTS HALL
ADVENTURE PARK AND OPEN PLAY SPACE
PUBLIC BICYCLE INTERCHANGE
POLICE OFFICE / STATION
SKILLS AND RECRUITMENT CENTRE
SMALL BUSINESS SPACE

A MAJOR NEW PIECE OF CENTRAL LONDON
The Regent’s Canal and Granary Square

A new destination Granary Square
University Of The Arts London
Energy Centre

Focus on sustainability
100% of heat and 80% of all power needs will be generated on site - unique in London.
Skip Garden, Kings Cross
10. The Wider Area
Kings Place

King’s Cross - The Big Picture
St Pancras International shopping

King’s Cross - The Big Picture
The Francis Crick Institute

King’s Cross - The Big Picture
£450m at King’s Cross Station - open
By 2016 up to 30,000 people will be living, working and studying at King’s Cross