



# **Dark Matter: The Planning and Politics behind Kings Cross**

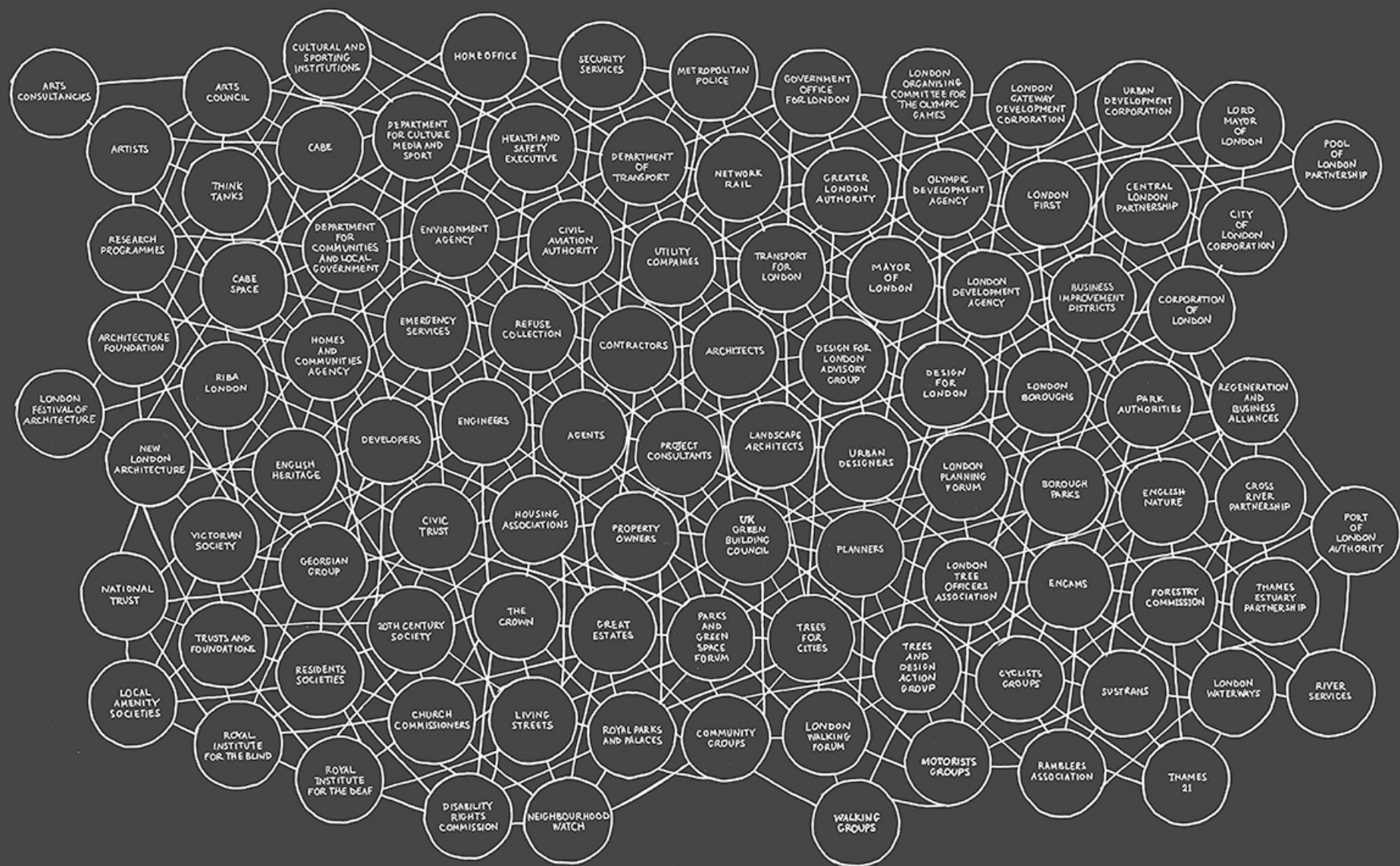
**Professor Peter Bishop**

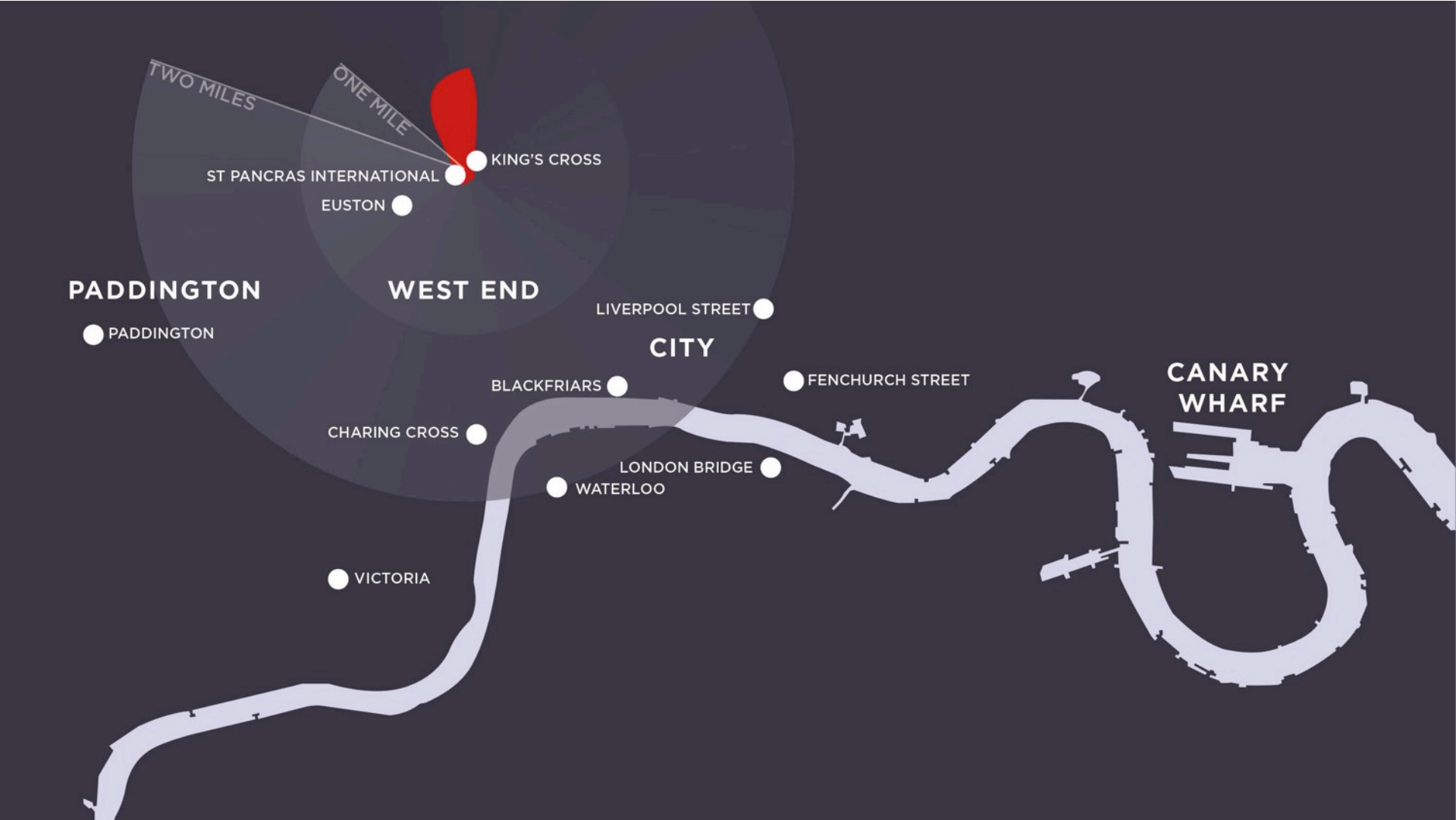
**Bartlett Omega Programme**

**The Bartlett School of Architecture UCL**

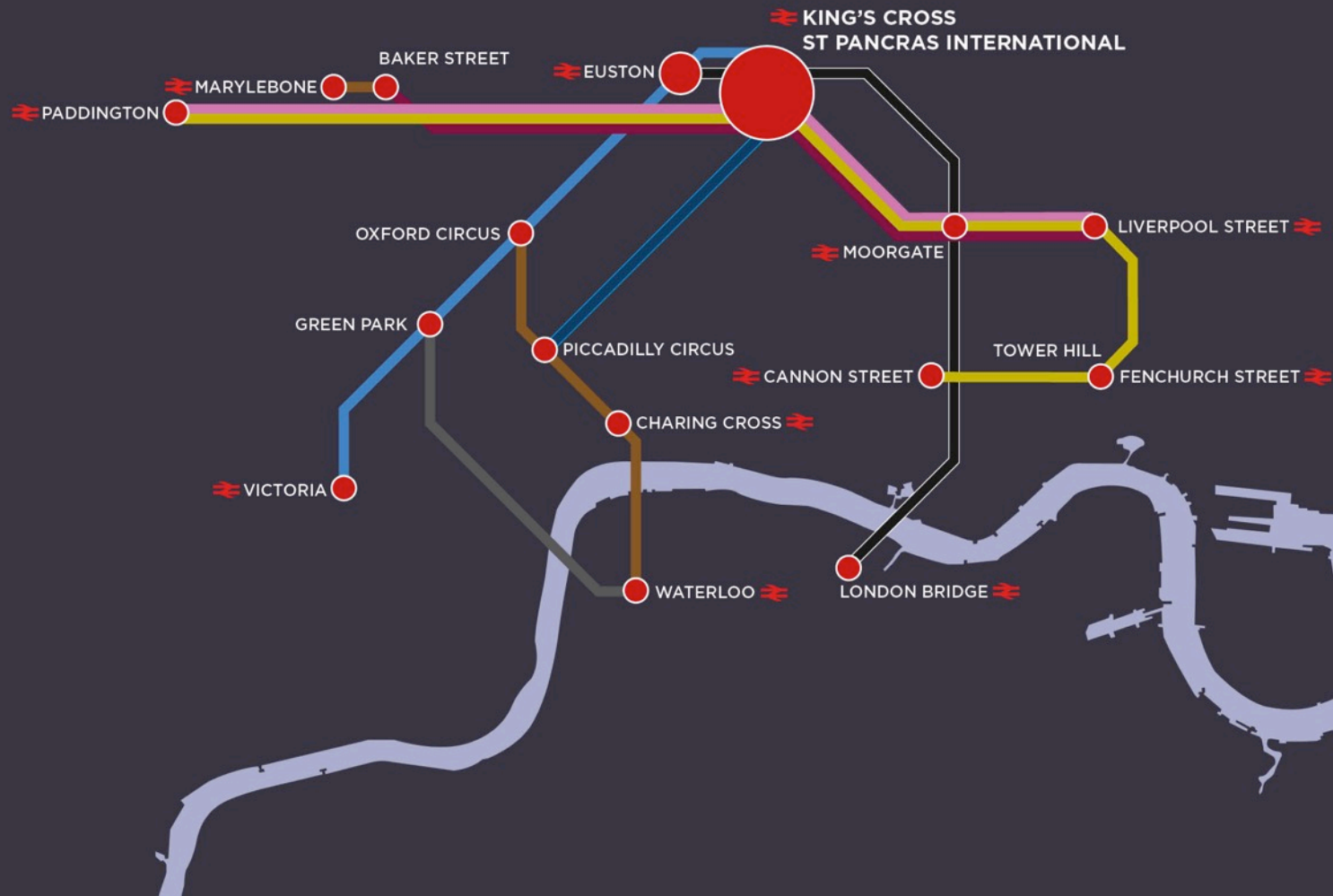
**February 2015**







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

# Islington

Local Election

Local Election

No Overall Control

Lib Dem Control

Lib Dem Control

# Camden

Labour Control

Labour Control

Mayoral Election

Lib Dem/Conservative  
Control

2000

2001

2002

2003

2004

2005

2006

2007

2008

Pre Application Discussions

UPD Revised

Community Consultation

Consultation  
Planning Applic. Submitted

Revised Planning Applic.

Mayor  
S.106 Agreed  
Consent Issued

Judicial Review

2000

2001

2002

2003

2004

2005

2006

2007

2008

Brindley Place Visit  
Corporate Buy In

Islington & Camden Leaders  
Joint Agreement

Exec. Agree Negotiation Strategy

E.H. Agree Approval

Camden Town Appeal  
CTRL Appeal  
GLA Agree approach

Rebriefing of Executive  
St. Giles Court Agreed





# 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





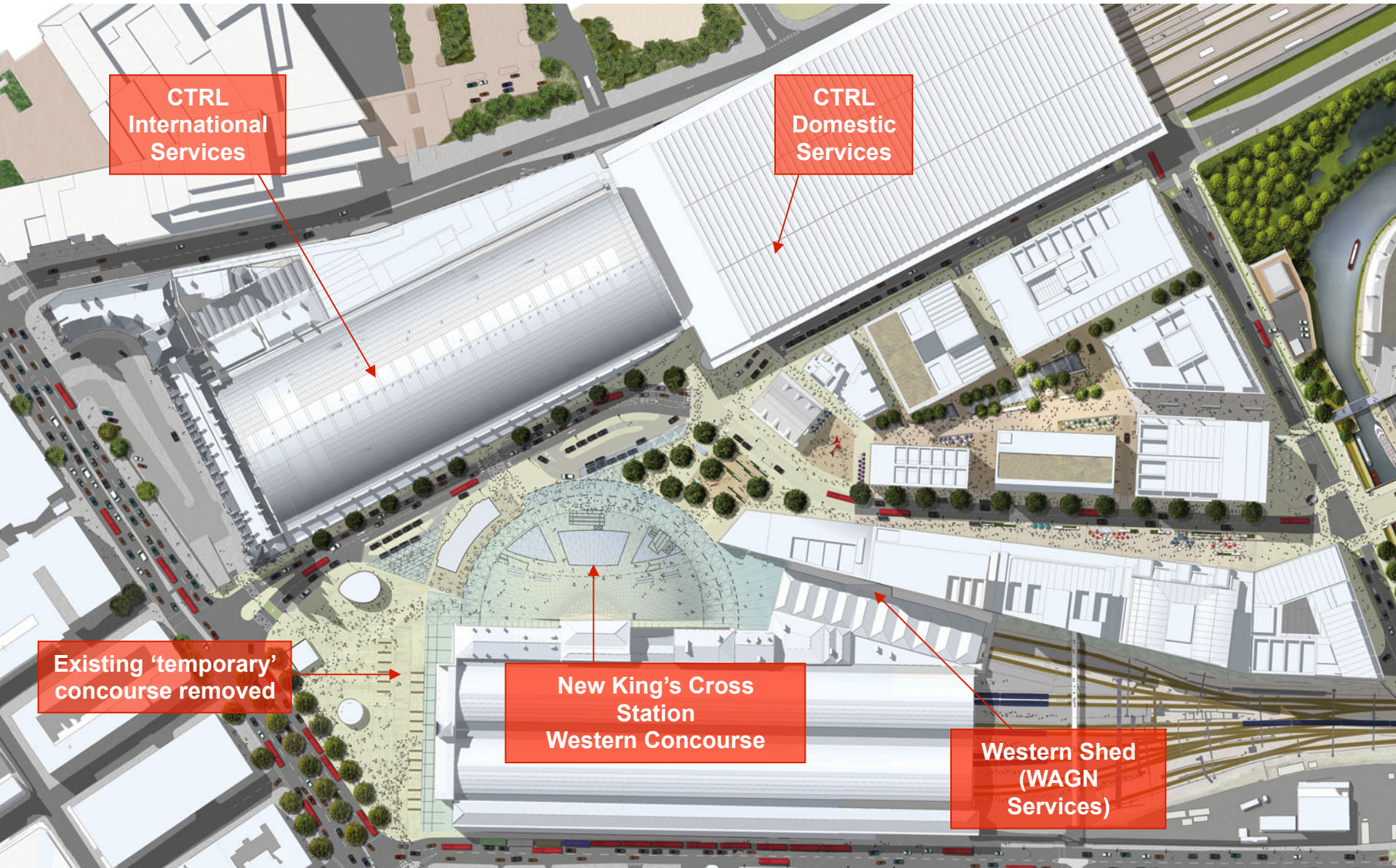
...and international travel



2015 - the German inter-city express train arrives

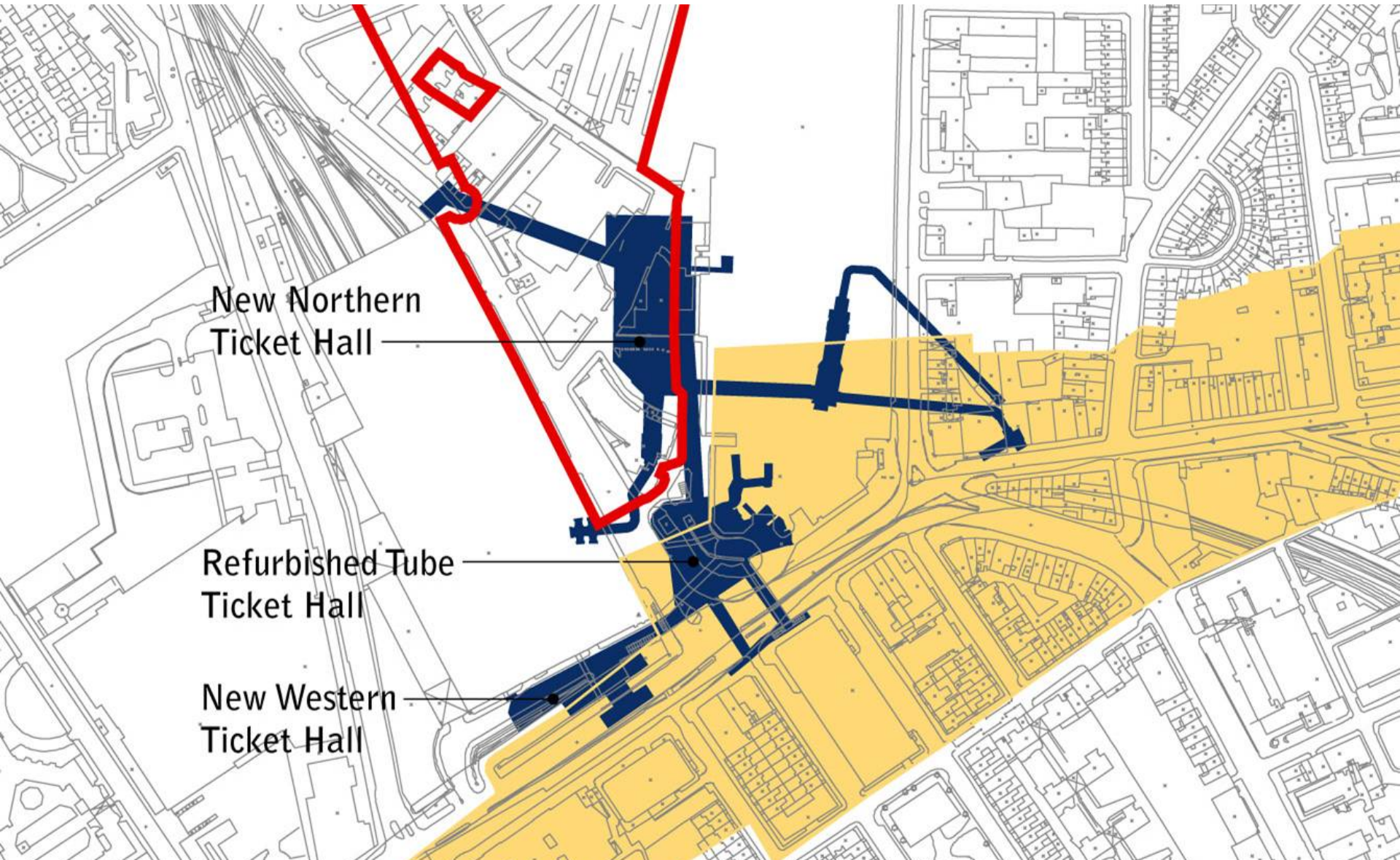


# International and Domestic Rail





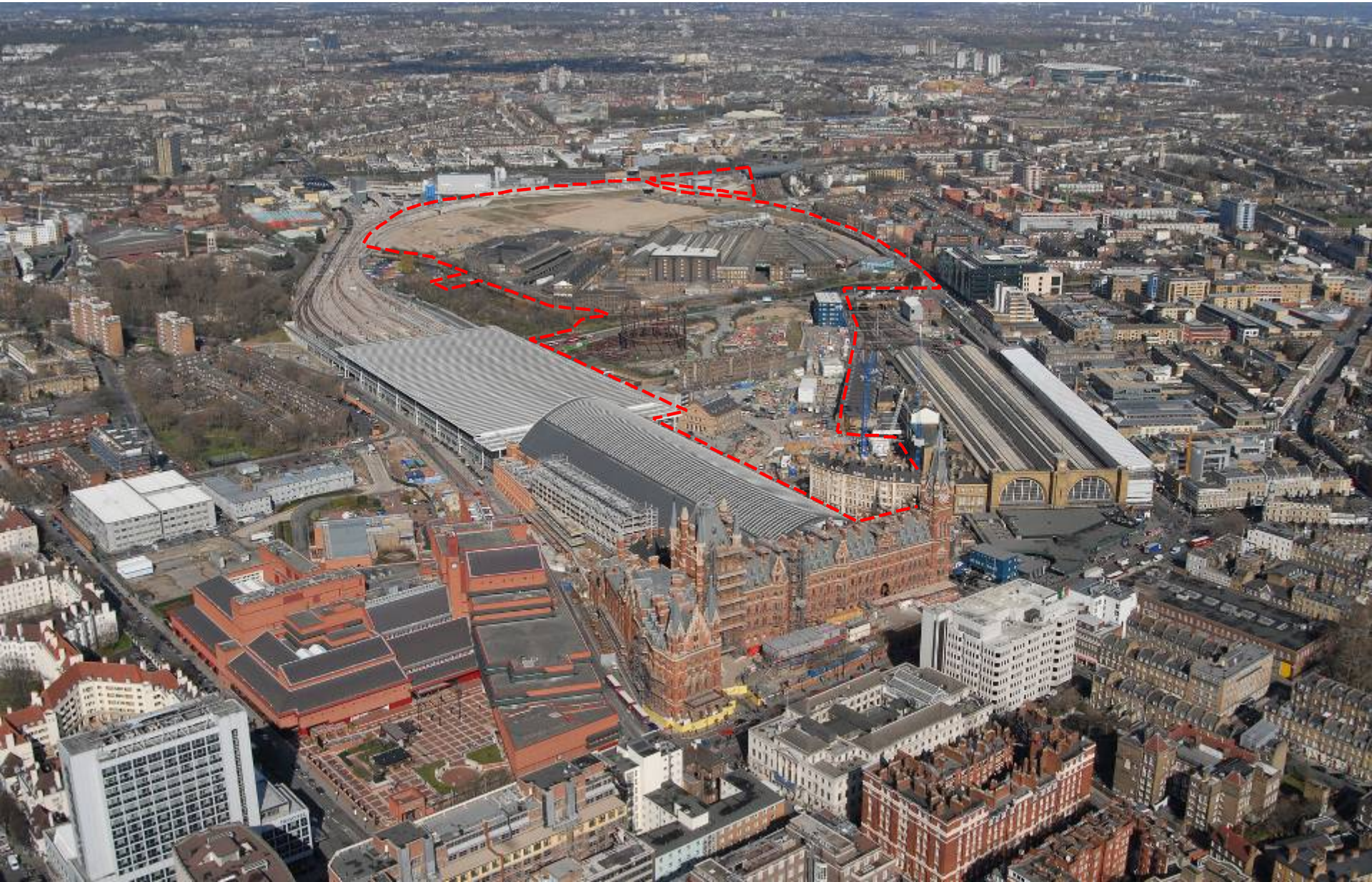
# Underground Interchange



## 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





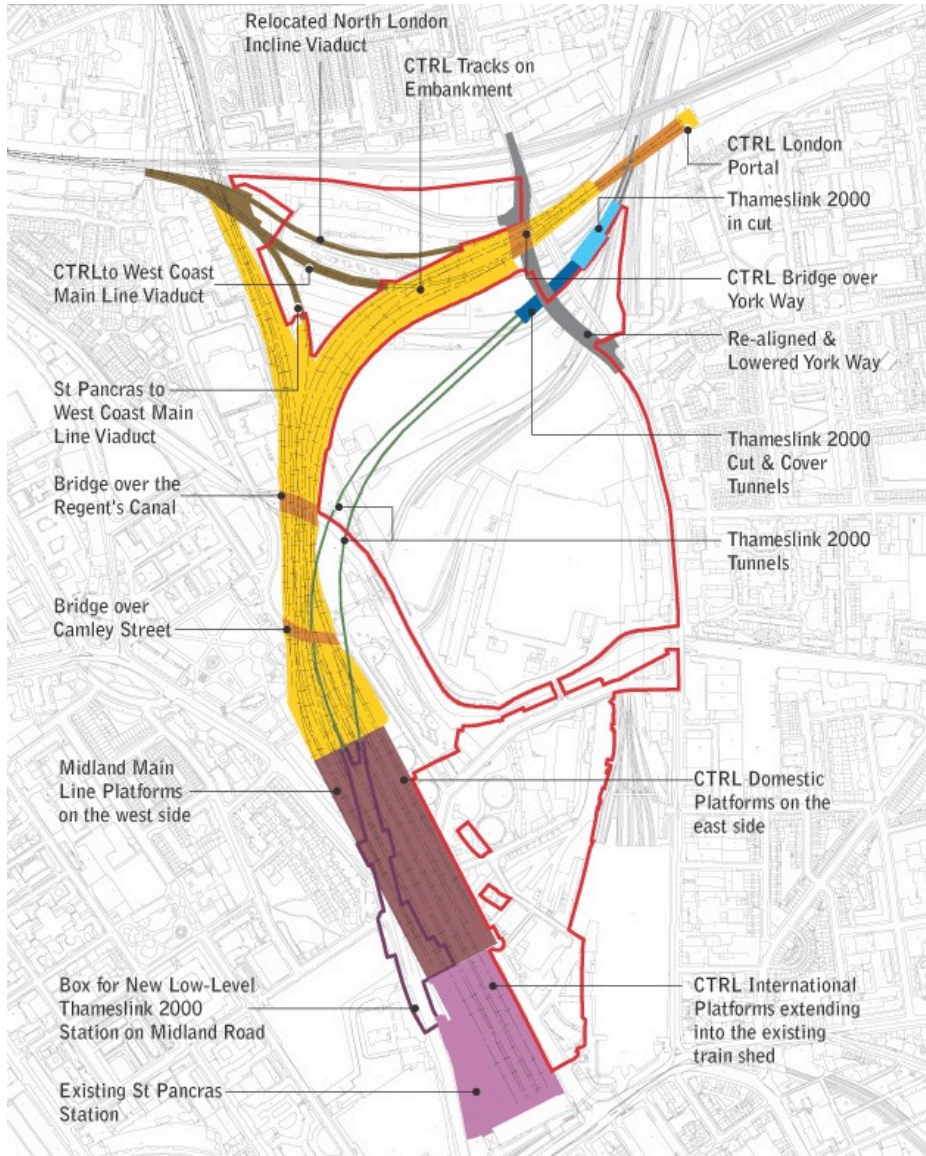








# The Channel Tunnel Rail Link



## Legend

- Boundary of King's Cross Central
- Re-aligned York Way
- CTRL Rail Lines & Embankment
- St Pancras Station Extension
- Thameslink Bored Tunnels
- New Thameslink Station
- Thameslink Cut & Cover Tunnel
- Existing St Pancras Station
- Bridges
- Thameslink in Cut
- New Viaducts

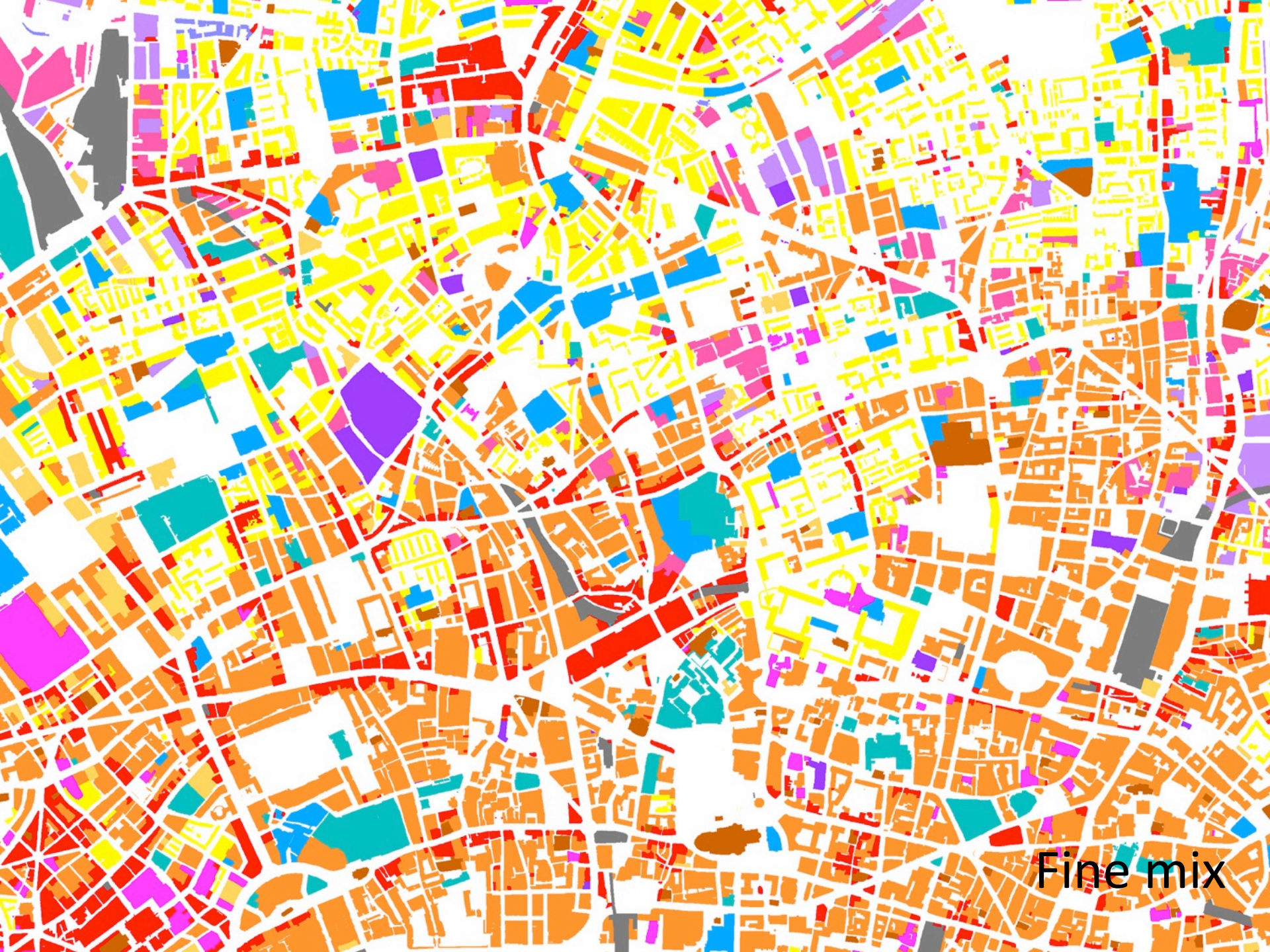
# 3. The Agenda



# 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”

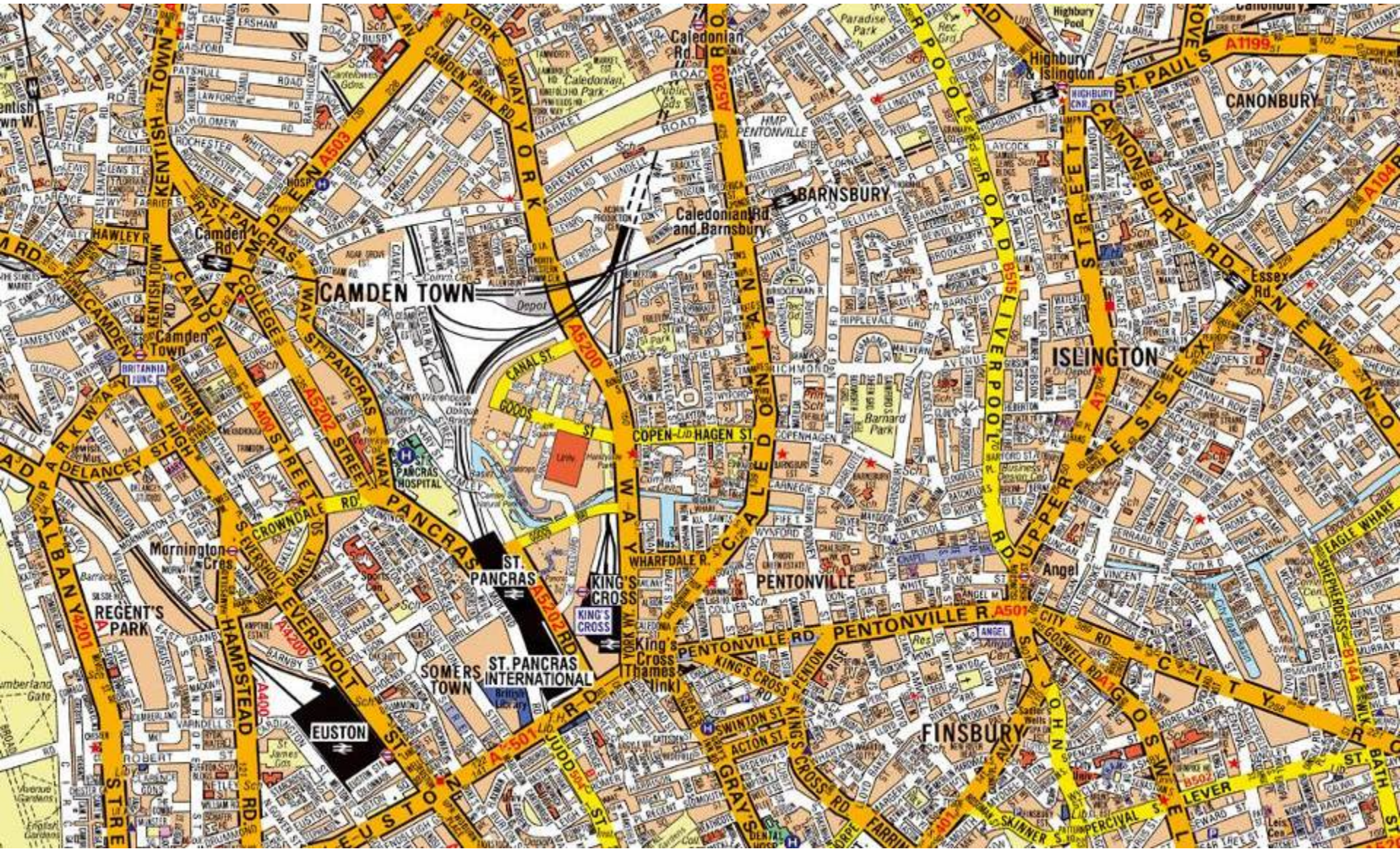




Fine mix



# 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



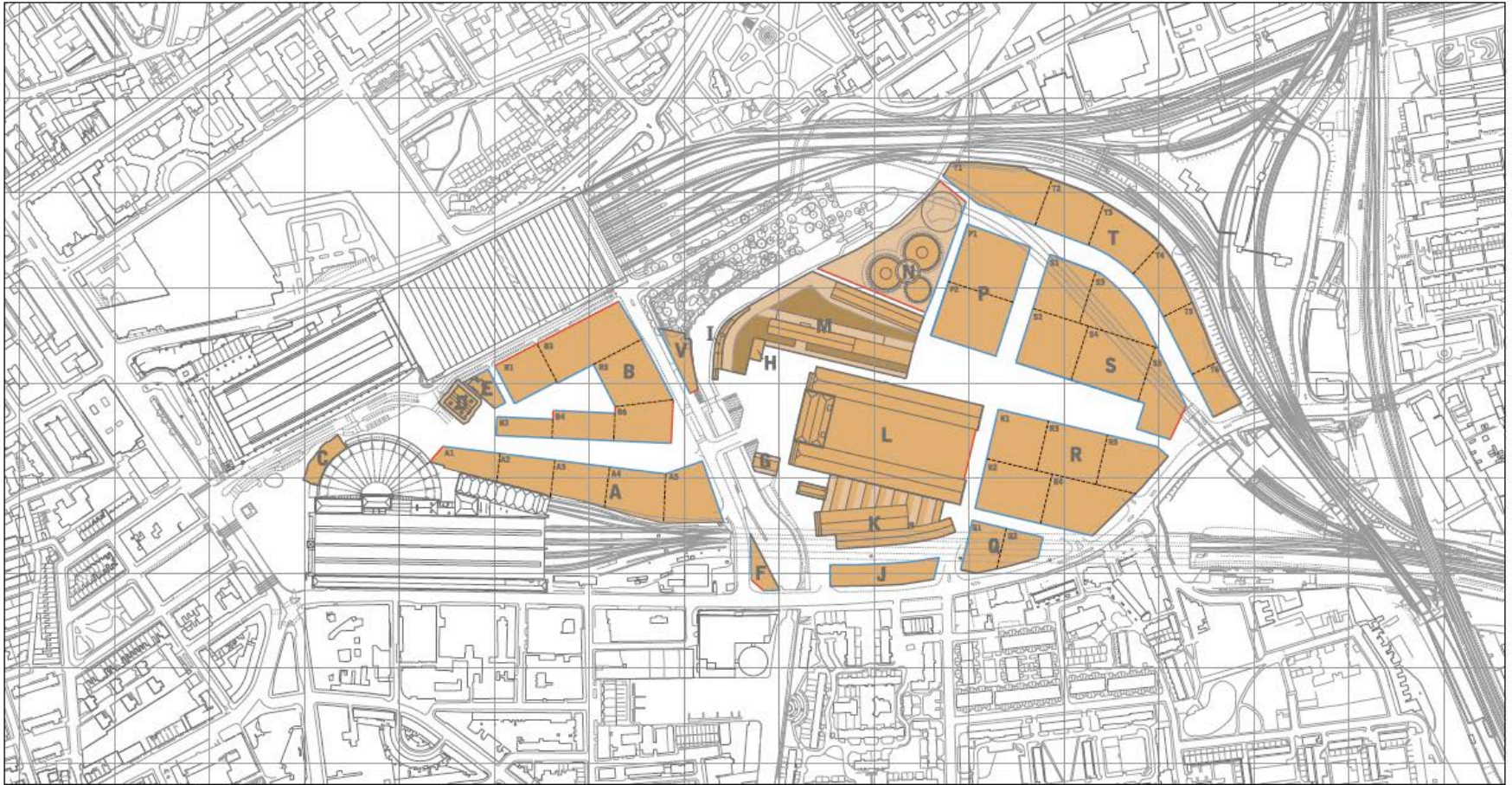
# The Applications



- 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



© Crown Copyright. All rights reserved. Licence No AL 100006289

Argent (King's Cross) Limited

Key:

King's Cross Central  
Main Site Planning Application  
Revised Development Specification  
Revised Parameter Plans  
Scale 1:4000 @ A3

Rev: T

260\_PP\_P1\_000000\_PP1\_000000

- Development Zones
- Development Zone Boundary
- Development Zone Boundary (L.O.D.  $\pm 1.0m$ )
- Development Zone Boundary (L.O.D.  $\pm 5m$ )
- Indicative Subdivision into Development Plots
- West Handyside 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

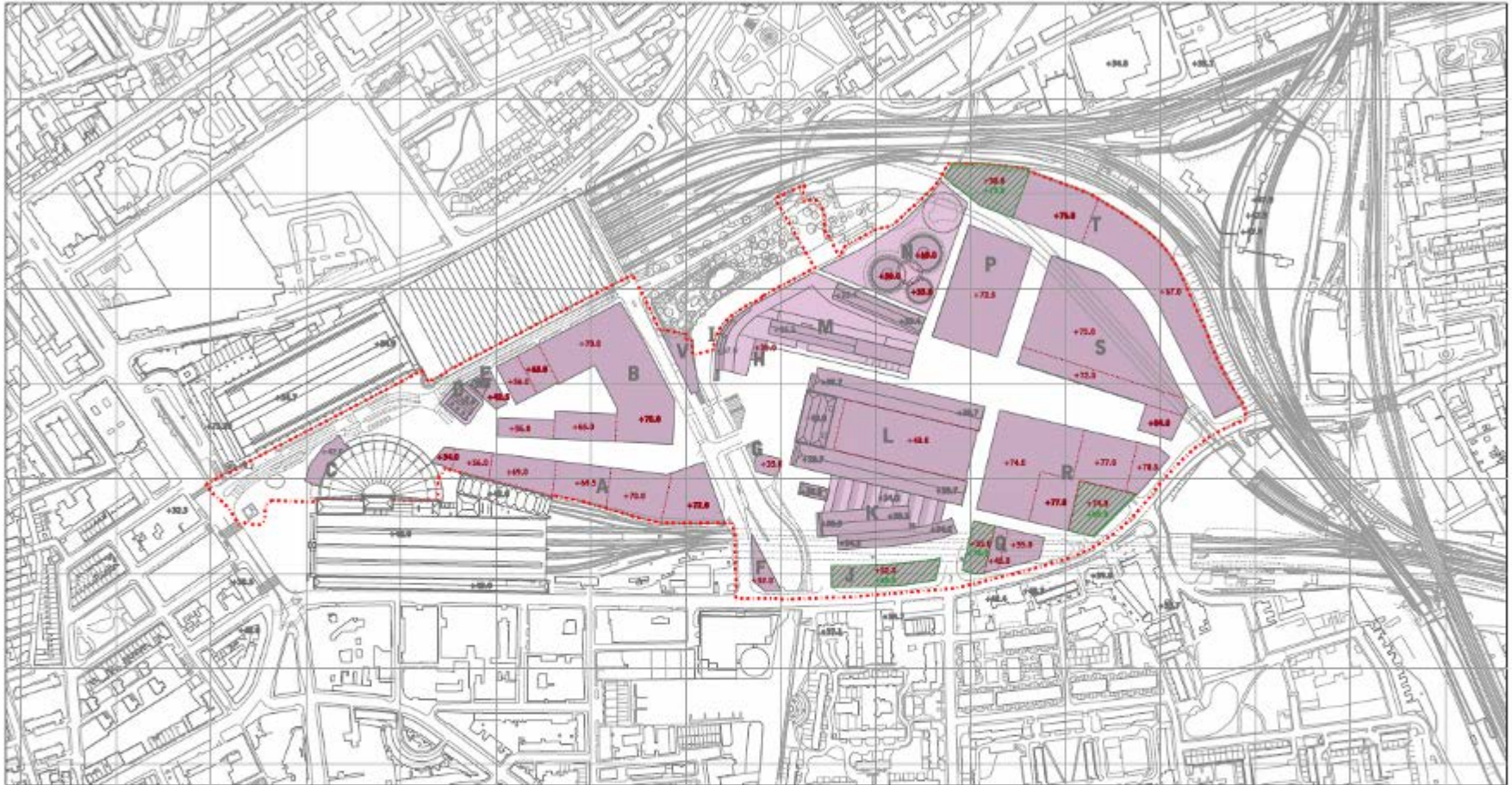
KXC 005  
Development Zones

0 25 50 100 200





# Maximum Building Heights



Argent (King's Cross) Limited

King's Cross Central  
Main Site Planning Application  
Revised Development Specification  
Revised Parameter Plans  
Scale 1:4000 @ A3

Rev: W

XXXXXXXXXX

Key:

<span style="display: inline-block; width: 20px; height: 10px; background-color: #800080; border: 1px solid black;"></span>	Development Zone Subdivisions
<span style="display: inline-block; width: 20px; height: 10px; background-color: #FF0000; border: 1px solid black;"></span>	Maximum Permitted Building Height A.G.D. within Development Zone Subdivision
<span style="display: inline-block; width: 20px; height: 10px; background-color: #008000; border: 1px solid black;"></span>	Height of existing buildings A.G.D. within and adjacent to the site
<span style="display: inline-block; width: 20px; height: 10px; background-color: #008000; border: 1px solid black;"></span>	Maximum Permitted Height A.G.D. of Wind Turbines within Development Zone Subdivision

KXC 014

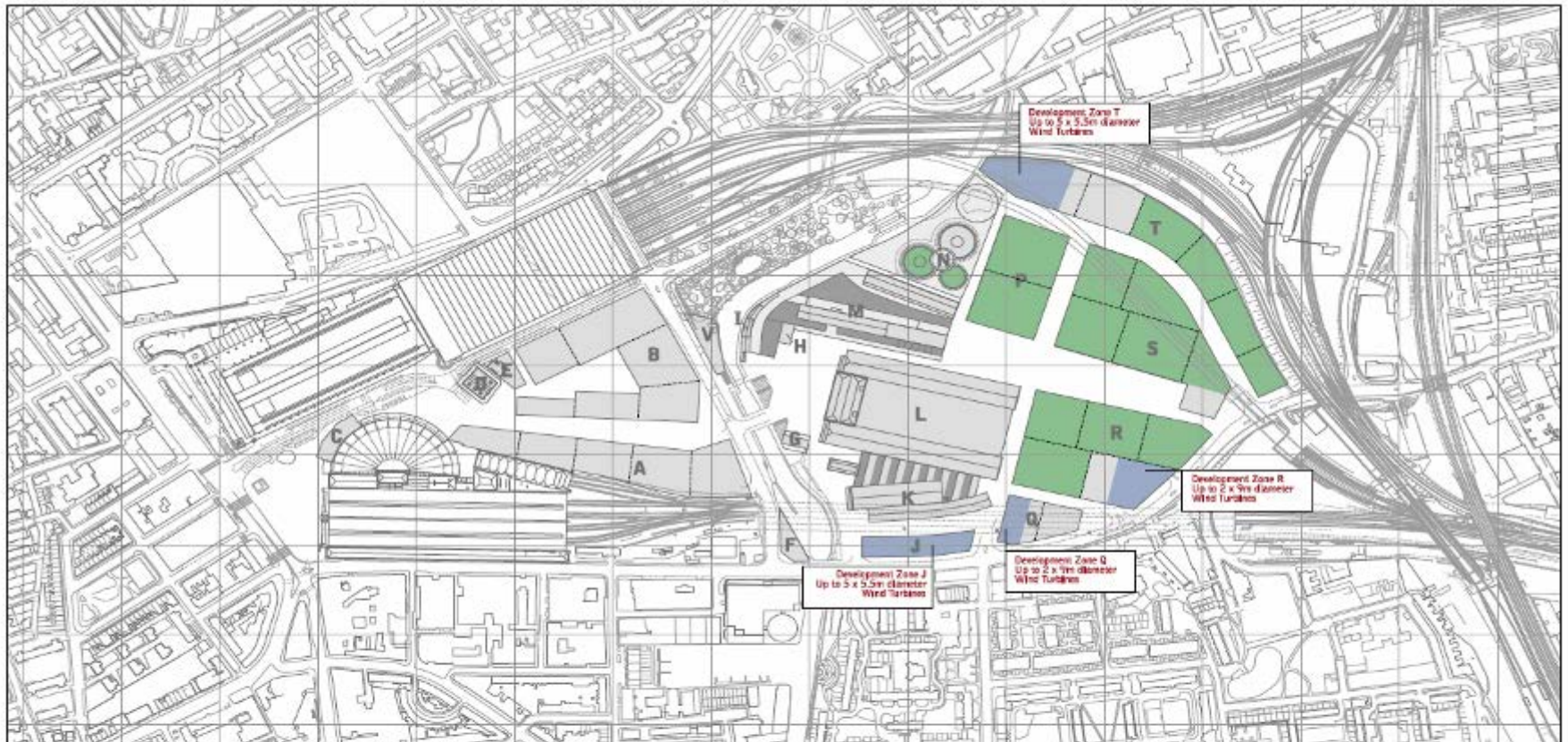
Maximum Building Heights

0 25 50 100 200





# Site-Wide Environmental Specifications



© Crown Copyright. All rights reserved. Contours No. A1, 100000000

Argent (King's Cross) Limited  
King's Cross Central  
Main Site Planning Application  
Revised Development Specification  
Revised Parameter Plans  
Scale 1:4000 @ A3

Rev: A

001/21/14/00000\_001\_000000

Key:

- Priority Zones for Green / Brown Roofs
- Zones for Wind Turbines at Roof Level

KXC 021

Priority Zones for Green /Brown Roofs and Wind Turbines

0 25 50 100 200



# 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

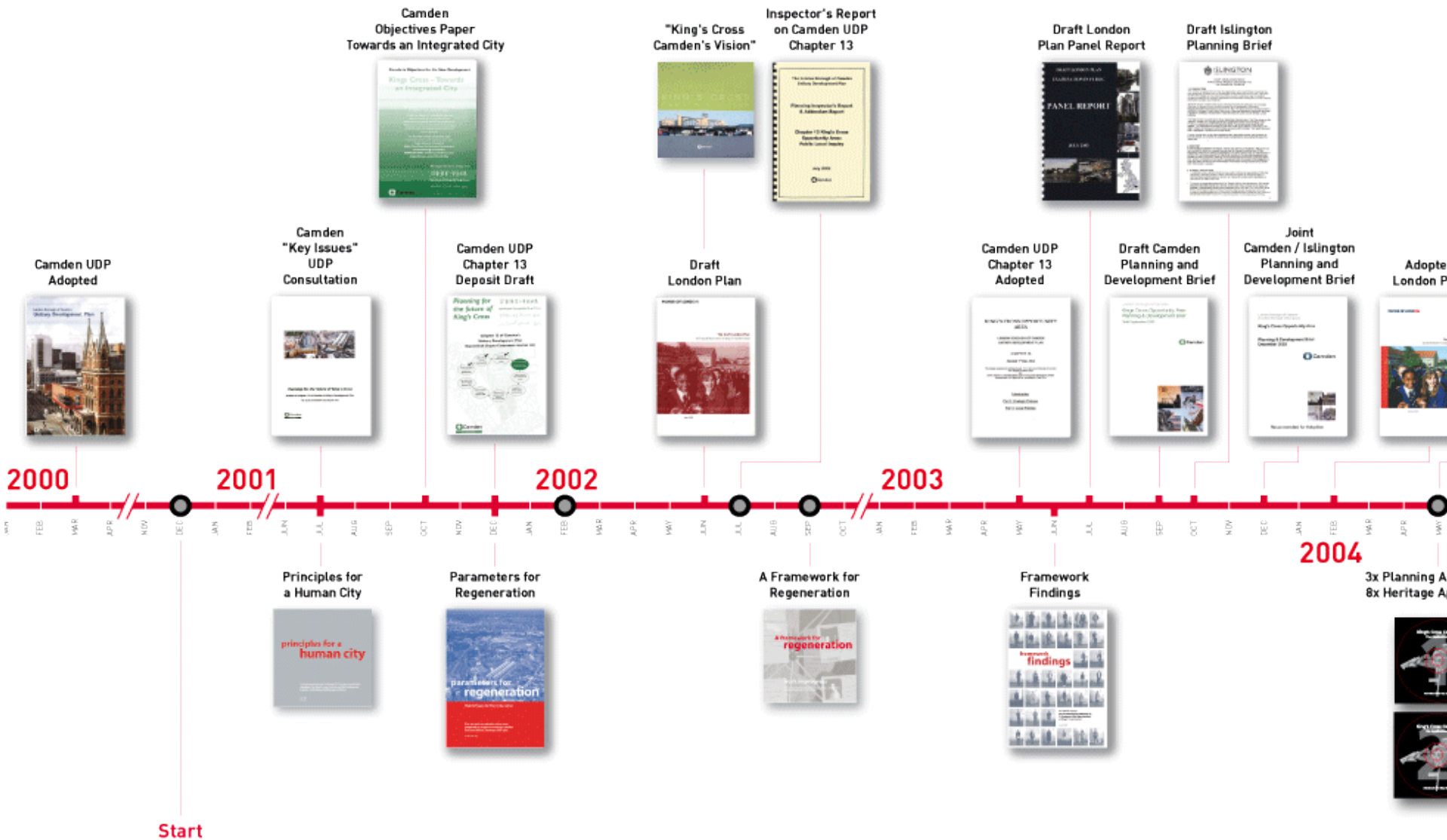
YES	ADJACENT BOROUGH	ISLINGTON	(LIB DEM CONTROLLED)
YES	MPs	ST PANCRAS ISLINGTON SOUTH	FRANK DOBSON (LAB) CHRIS SMITH (LAB)
YES	STATUTORY BODIES	GLA/MAYOR ) TfL/LUL )	KEN LIVINGSTONE (LAB)
YES	STATUTORY CONSULTEES	ENGLISH HERITAGE ENVIRONMENT AGENCY	
NO	MET POLICE		
NO	NETWORK RAIL		
NO	ADJOINING LAND OWNERS		
NO	WARD COUNCILLORS		
NO	PUBLIC OPPOSITION (REGARDLESS OF SCALE)		

# 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



# The Last 7 Years...



# The Last 7 Years...

Islington refuse Triangle Site



Judicial  
Review  
Hearing



Start on site!



Camden  
approve  
detailed  
S106  
Agreement



Planning Permission  
and related  
consents granted



SoS  
decides  
not to call in



LB Islington  
Resolve to  
Grant Permission



Mayor  
decides not  
to direct  
refusal



LB Camden  
Resolve to  
Grant Permission  
/ Consents



Inspector's Report  
on Replacement  
Camden UDP



3x Revised  
Planning Applications



DRAFT  
Sub Regional  
Development  
Framework



2005

2006

2007

Replacement UDP  
Proposed  
Modifications



Replacement UDP  
Revised  
Deposit Draft



Adopted  
London Plan



3x Planning Applications  
8x Heritage Applications





# 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







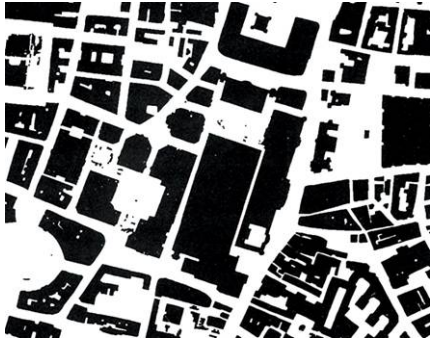
# parameters for regeneration

Work in Progress for King's Cross Central

**The second consultation document  
prepared by Argent St George, London  
and Continental Railways and Exel.**

December 2001

# High Density, Mixed Use



**Broadgate** Plot ration = 4.2



**Covent Garden** Plot ration = 2.5



**Canary Wharf** Plot ration = 4.7



**Mayfair** Plot ration = 2.5



**Charter Quay** Plot ration = 2.2



**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

# A framework for regeneration

## work in progress

A summary of the third consultation document about King's Cross Central,  
with a tear-off section for your views.

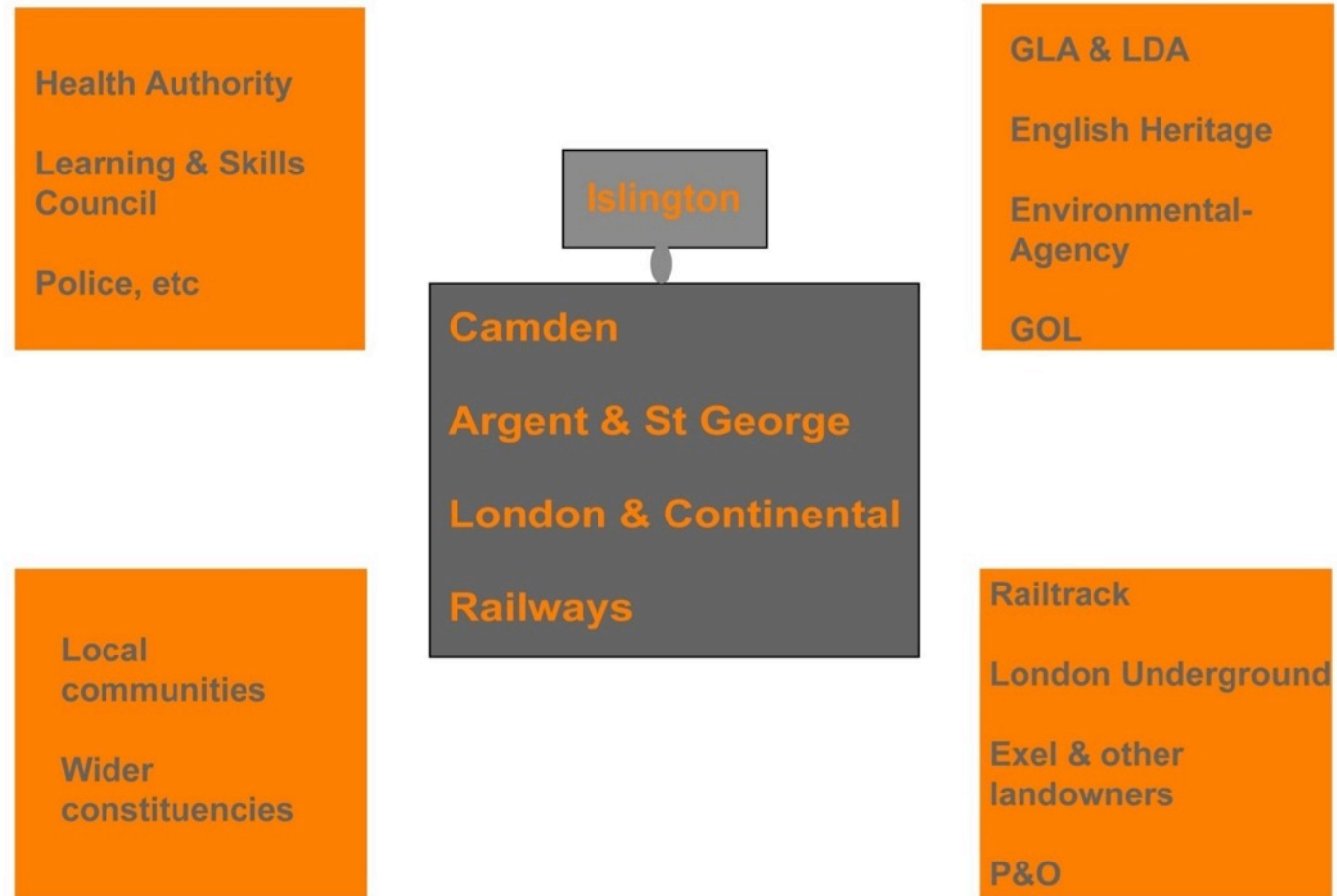
October 2002



## 6. The Negotiations



# Stakeholders



# Consultation

## regenerating king's cross

The plan for the regeneration of King's Cross is a major project for the City of London. It will involve the demolition of the old railway buildings, the construction of new housing, offices, shops, and public spaces. The plan is to create a vibrant, mixed-use community that will be a model for urban regeneration.

## granary complex

The plan for the Granary Complex is to create a new residential and commercial development. It will include a mix of housing, offices, and shops. The plan is to create a vibrant, mixed-use community that will be a model for urban regeneration.

## granary square

The plan for Granary Square is to create a new public space. It will include a mix of housing, offices, and shops. The plan is to create a vibrant, mixed-use community that will be a model for urban regeneration.

## southern hub

The plan for the Southern Hub is to create a new residential and commercial development. It will include a mix of housing, offices, and shops. The plan is to create a vibrant, mixed-use community that will be a model for urban regeneration.

## gas holders

The plan for the Gas Holders is to create a new residential and commercial development. It will include a mix of housing, offices, and shops. The plan is to create a vibrant, mixed-use community that will be a model for urban regeneration.

## king's cross station

The plan for King's Cross Station is to create a new residential and commercial development. It will include a mix of housing, offices, and shops. The plan is to create a vibrant, mixed-use community that will be a model for urban regeneration.

## coal drops

The plan for the Coal Drops is to create a new residential and commercial development. It will include a mix of housing, offices, and shops. The plan is to create a vibrant, mixed-use community that will be a model for urban regeneration.

## northern area

The plan for the Northern Area is to create a new residential and commercial development. It will include a mix of housing, offices, and shops. The plan is to create a vibrant, mixed-use community that will be a model for urban regeneration.

## goods sheds

The plan for the Goods Sheds is to create a new residential and commercial development. It will include a mix of housing, offices, and shops. The plan is to create a vibrant, mixed-use community that will be a model for urban regeneration.

## islington triangle

The plan for the Islington Triangle is to create a new residential and commercial development. It will include a mix of housing, offices, and shops. The plan is to create a vibrant, mixed-use community that will be a model for urban regeneration.

## islington triangle

The plan for the Islington Triangle is to create a new residential and commercial development. It will include a mix of housing, offices, and shops. The plan is to create a vibrant, mixed-use community that will be a model for urban regeneration.

## islington triangle

The plan for the Islington Triangle is to create a new residential and commercial development. It will include a mix of housing, offices, and shops. The plan is to create a vibrant, mixed-use community that will be a model for urban regeneration.

We would like to hear your views on our ideas for King's Cross Central. The questions below are a chance to have your say. Please answer some or all of the questions, tear along the perforations and then seal, returning the form to the FREEPOST address overleaf.

- Which 3 words or phrases sum up the kind of **place** you would like King's Cross to be?
  - a.
  - b.
  - c.
- What are the most important things you **believe** need to happen, to **change** King's Cross for the better?
  - a.
  - b.
  - c.
- Changing King's Cross will take a long time. What should happen **first**?
  - a.
  - b.
  - c.
- What do you **like** most about our framework ideas (and why)?
  - a.
  - b.
  - c.
- What's your biggest **concern** about our framework ideas (and why)?
  - a.
  - b.
  - c.
- How do you think our 'framework' ideas would alter **your experience** of King's Cross?
  - a.
  - b.
  - c.
- What **local benefits** would you like to see?
  - ☐ Improved community safety
  - ☐ Support for local schools
  - ☐ Support for local youth work
  - ☐ A wide range of new job opportunities
  - ☐ Better local bus services
  - ☐ Training opportunities, to address existing barriers to employment
  - ☐ Revenue for local businesses
  - ☐ New affordable housing
  - ☐ Better leisure, cultural and community facilities
  - ☐ Pay for services for children
  - ☐ Better health services
  - ☐ Or something else? Please explain: \_\_\_\_\_
- How would you rank the following **environmental issues**, in order of priority? (1 = most important, 10 = least important)
  - ☐ Well managed, attractive public spaces
  - ☐ A cleaner environment
  - ☐ Promote walking / better pedestrian routes
  - ☐ Promote public transport
  - ☐ Reduce car use
  - ☐ Minimal energy usage
  - ☐ Using renewable energies
  - ☐ Water conservation
  - ☐ Waste recycling
  - ☐ Improve air quality
  - ☐ Or something else? Please explain: \_\_\_\_\_

Are there question(s) that **you would** like to ask, about the 'framework' ideas? \_\_\_\_\_

You can use this box to make any **additional comments**. \_\_\_\_\_

Your name: \_\_\_\_\_

Organisation: \_\_\_\_\_

Contact Address: \_\_\_\_\_

Postcode: \_\_\_\_\_

your views



# 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

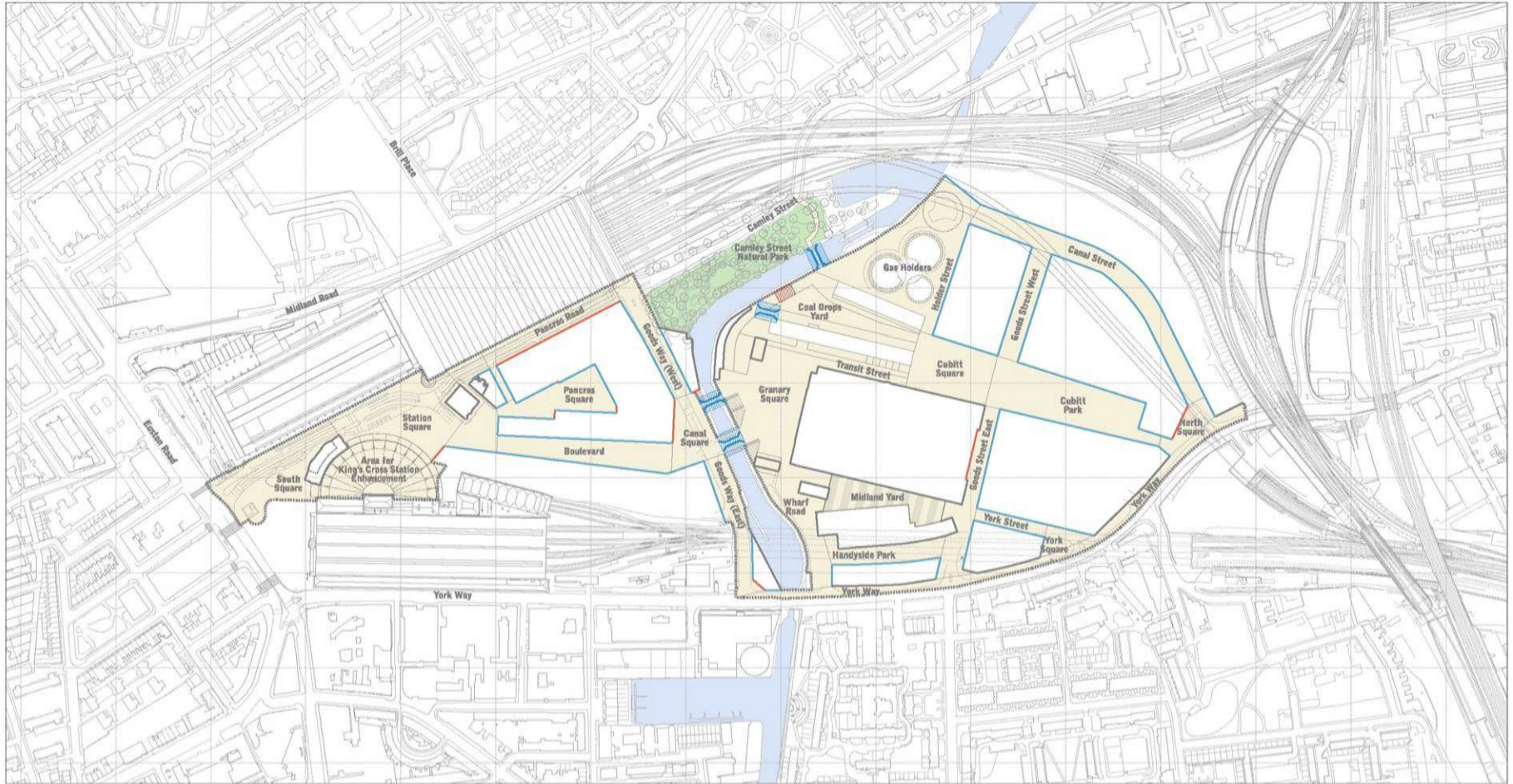


# Public Realm

- 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



## 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

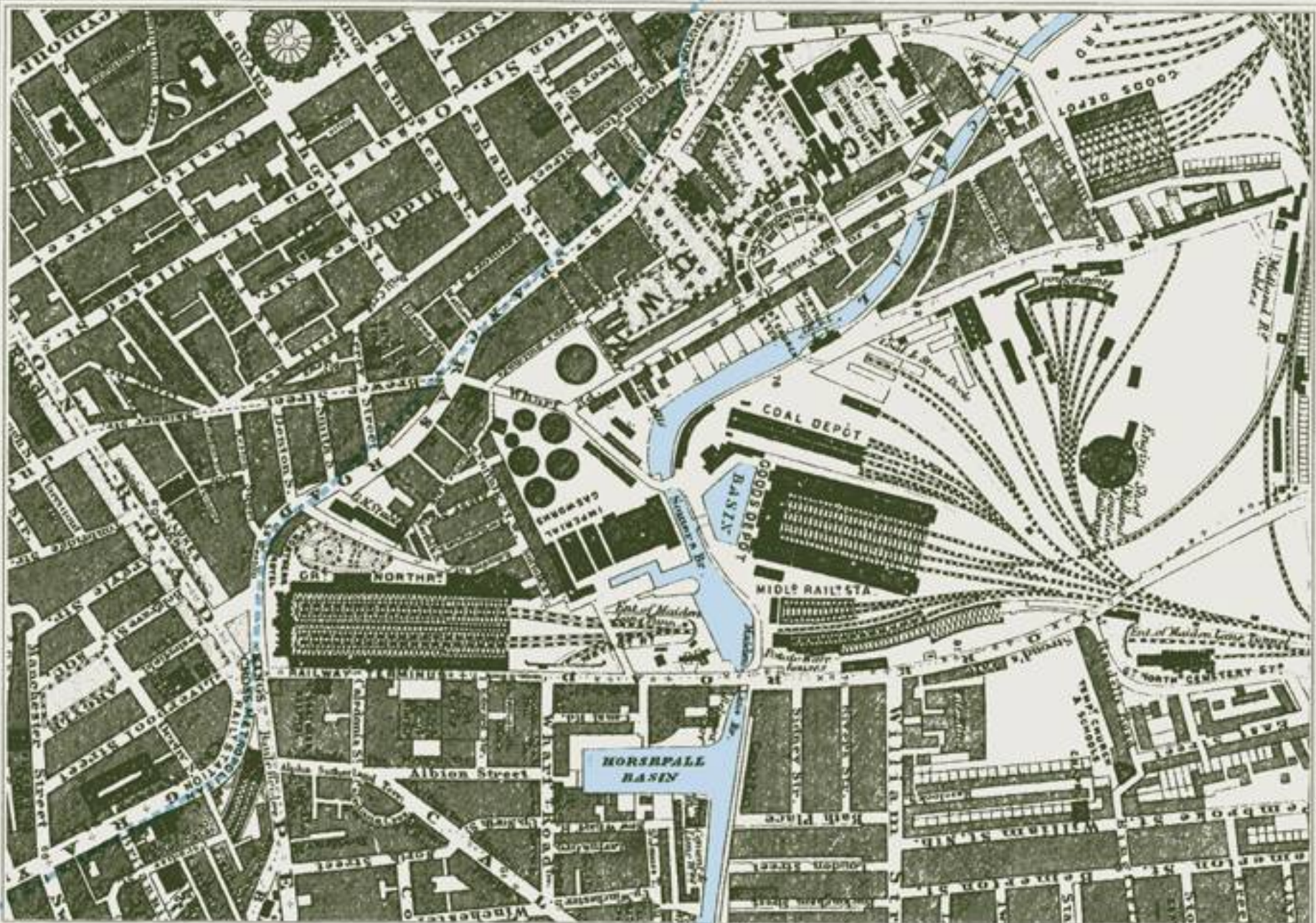


# 7. The Plan













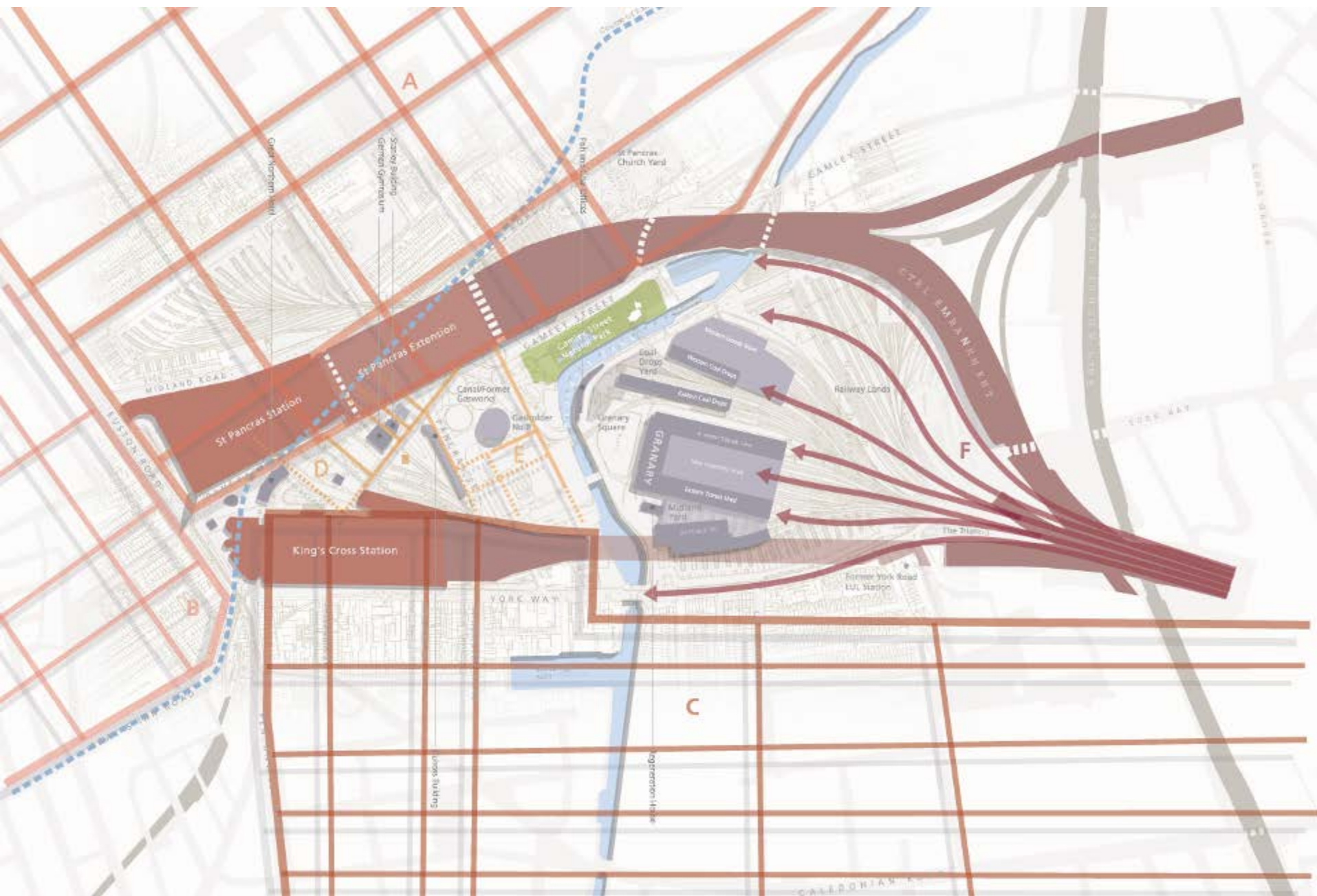












# Framework Principles





# Framework Development Areas













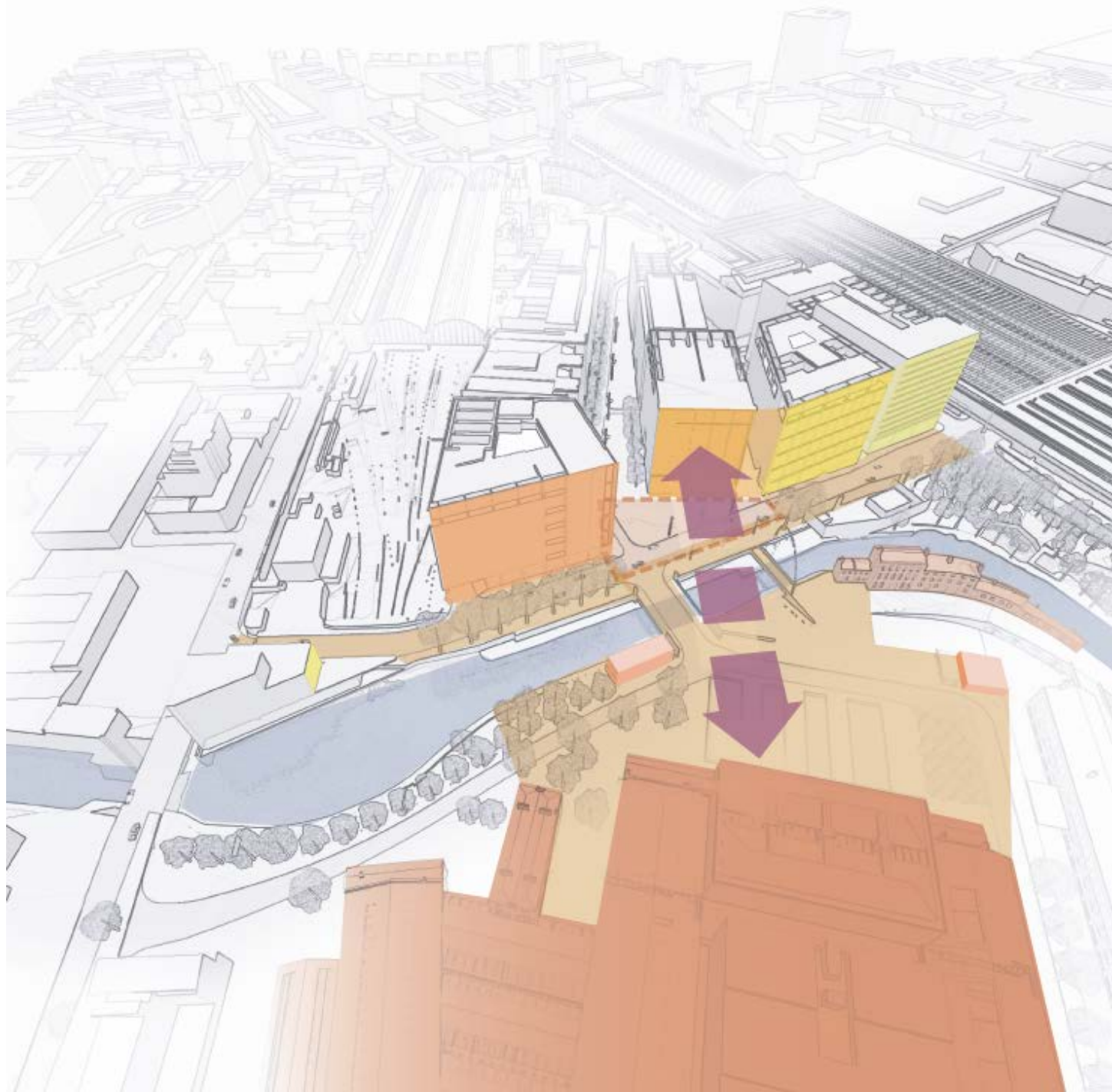


# 8. The Design

























# 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





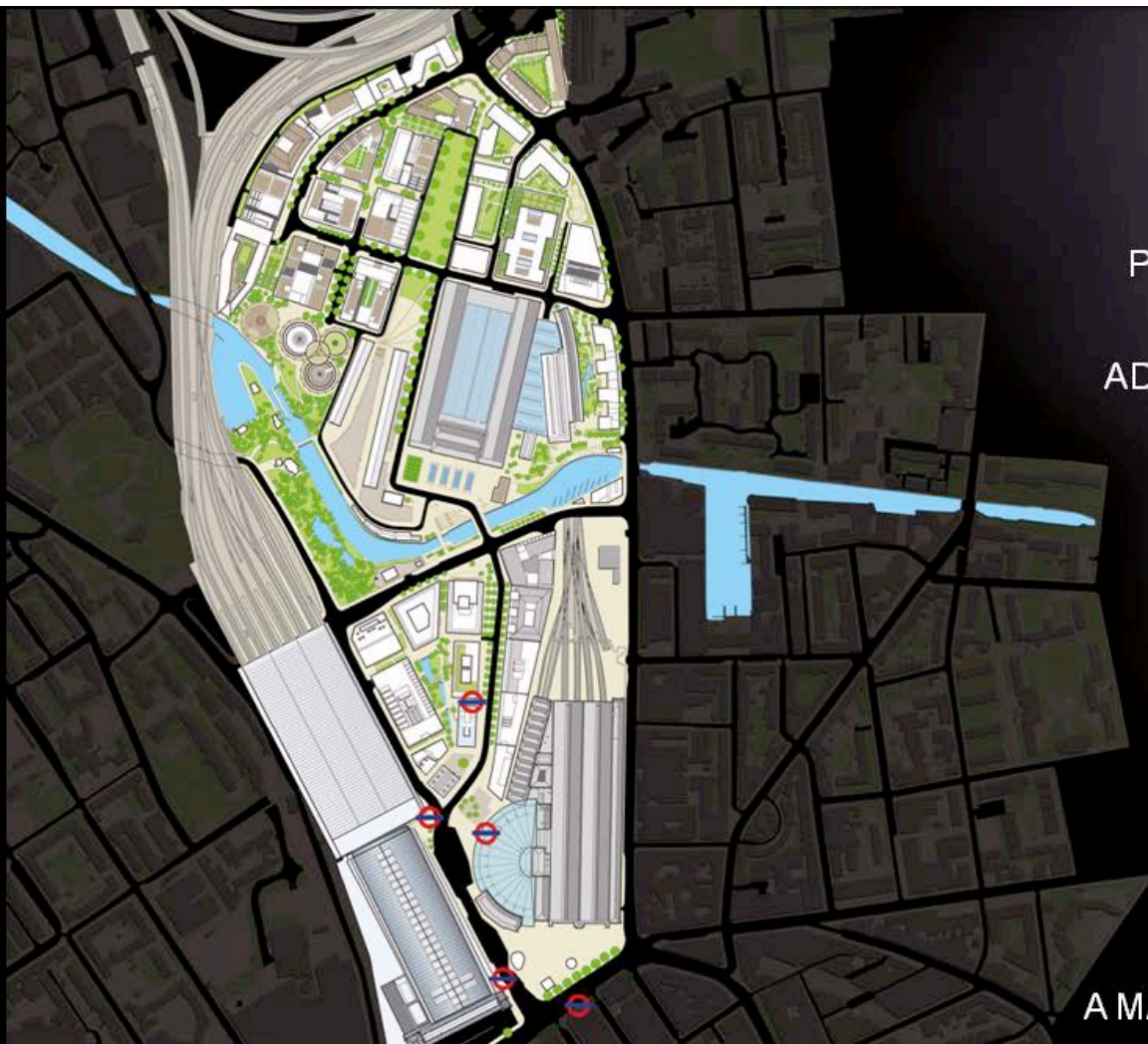
23 OFFICE BUILDINGS

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



Open now









# Energy Centre



Focus on sustainability



100% of heat and 80% of all power needs  
will be generated on site - unique in London



Focus on sustainability

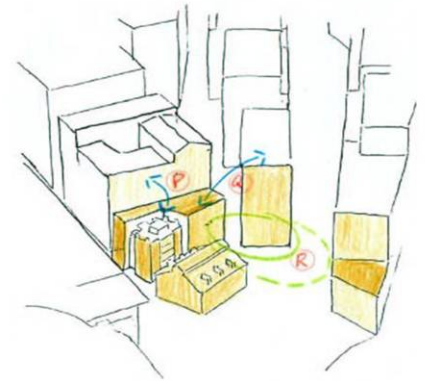
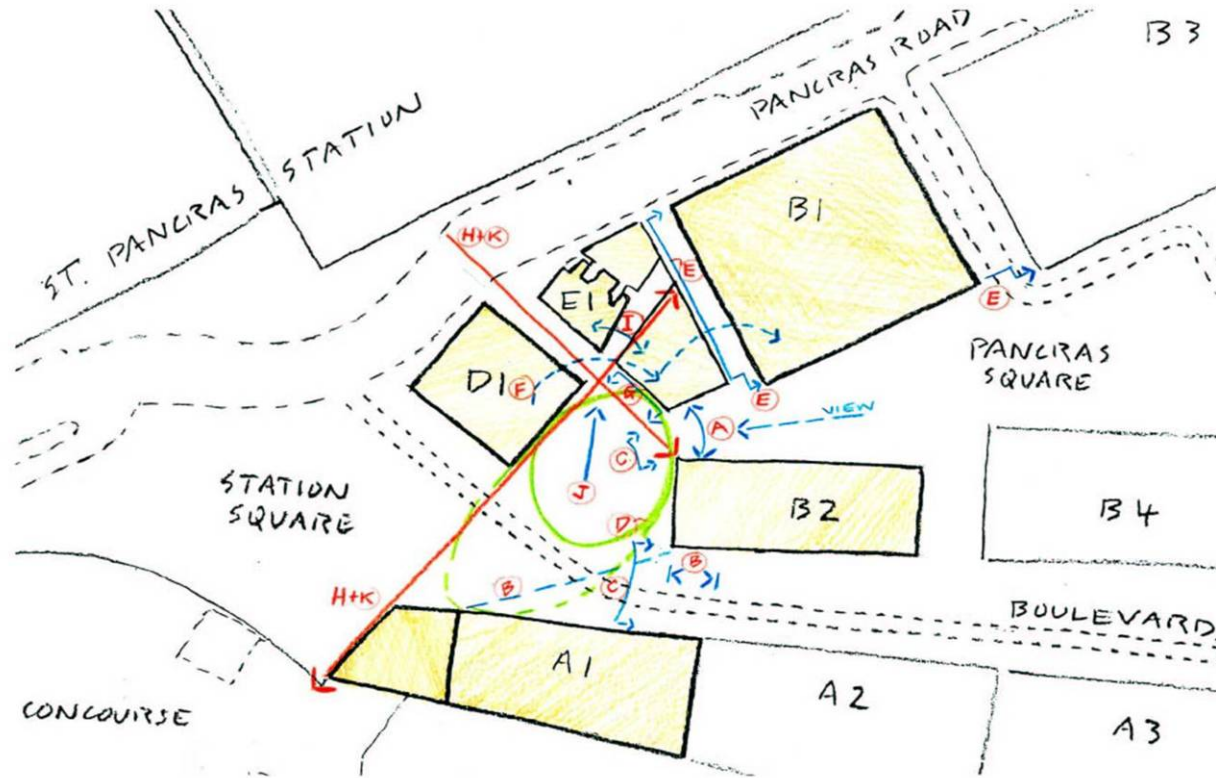


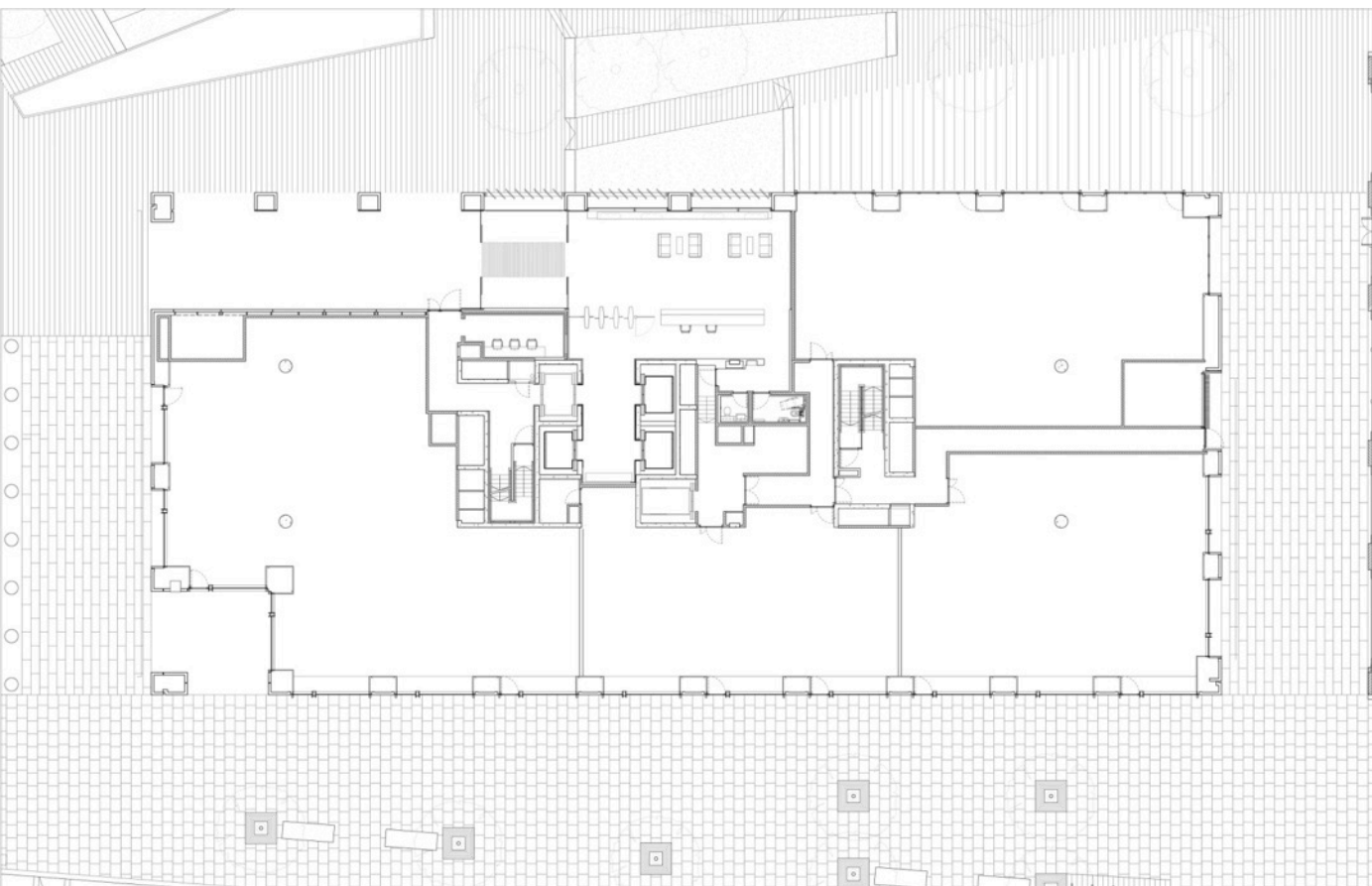






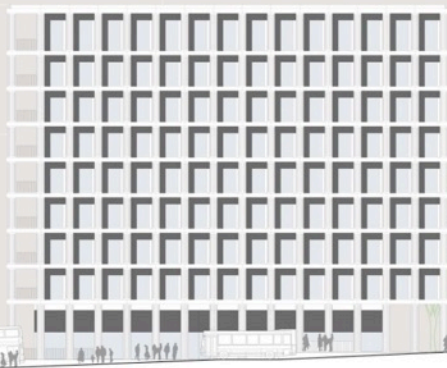




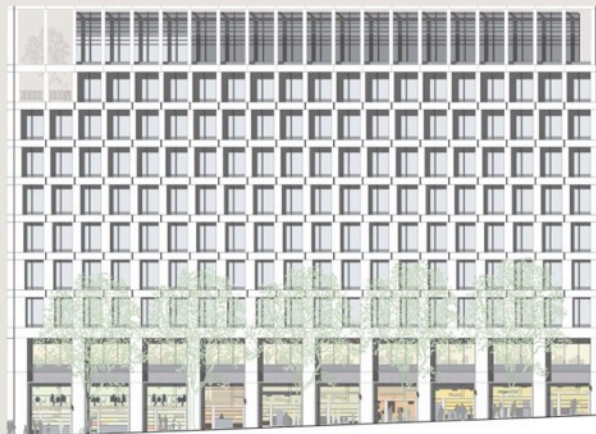


Ground Floor Plan

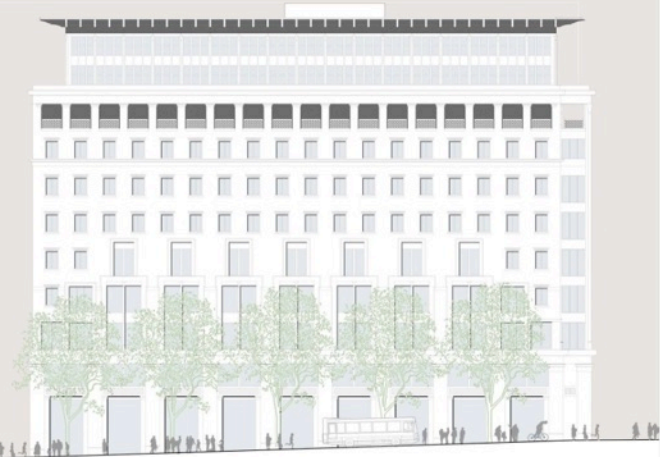




Building B2



Building B4



Building B6



























# 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**



# St Pancras Renaissance Hotel



**King's Cross - The Big Picture**

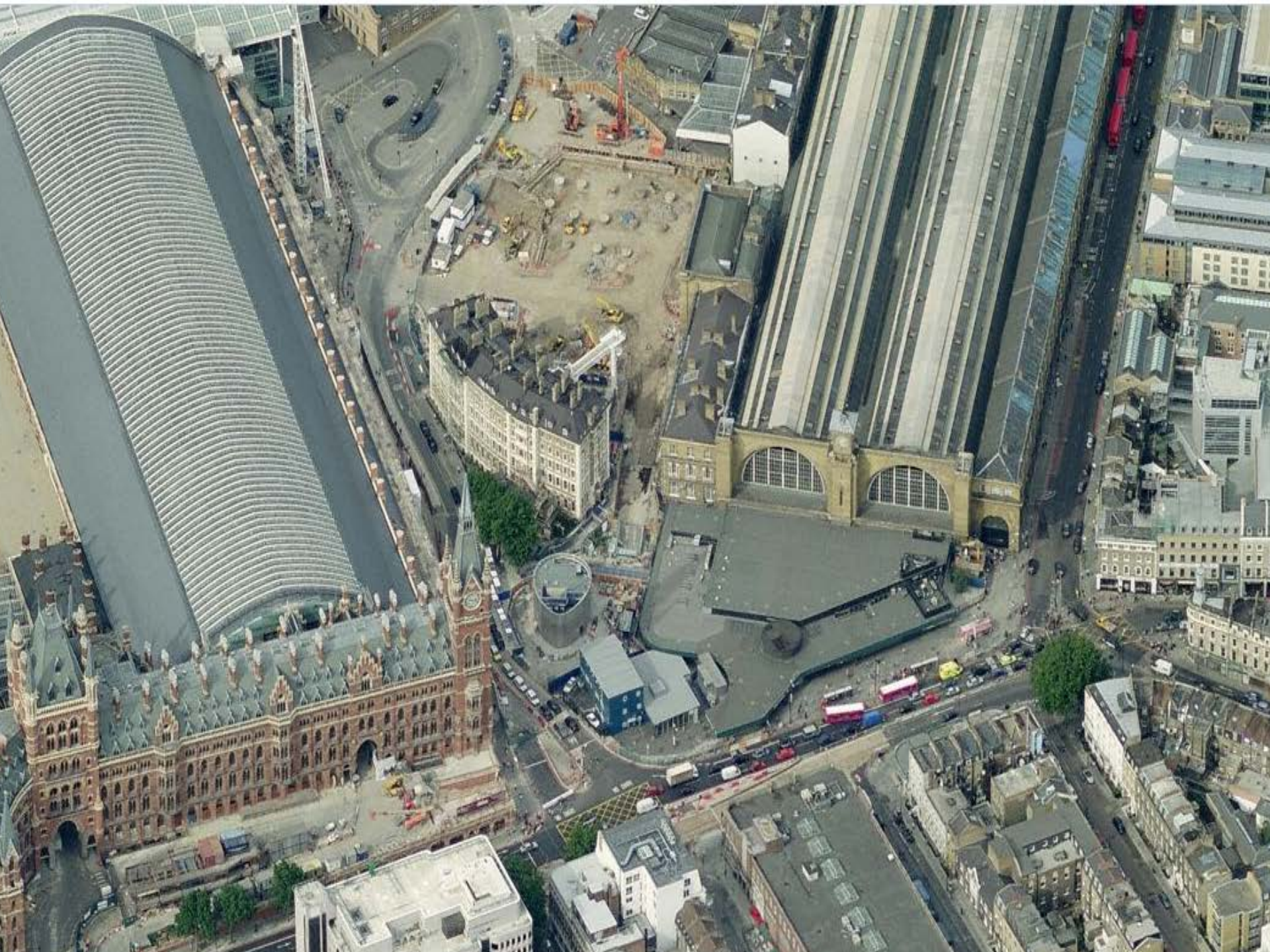


# The Francis Crick Institute



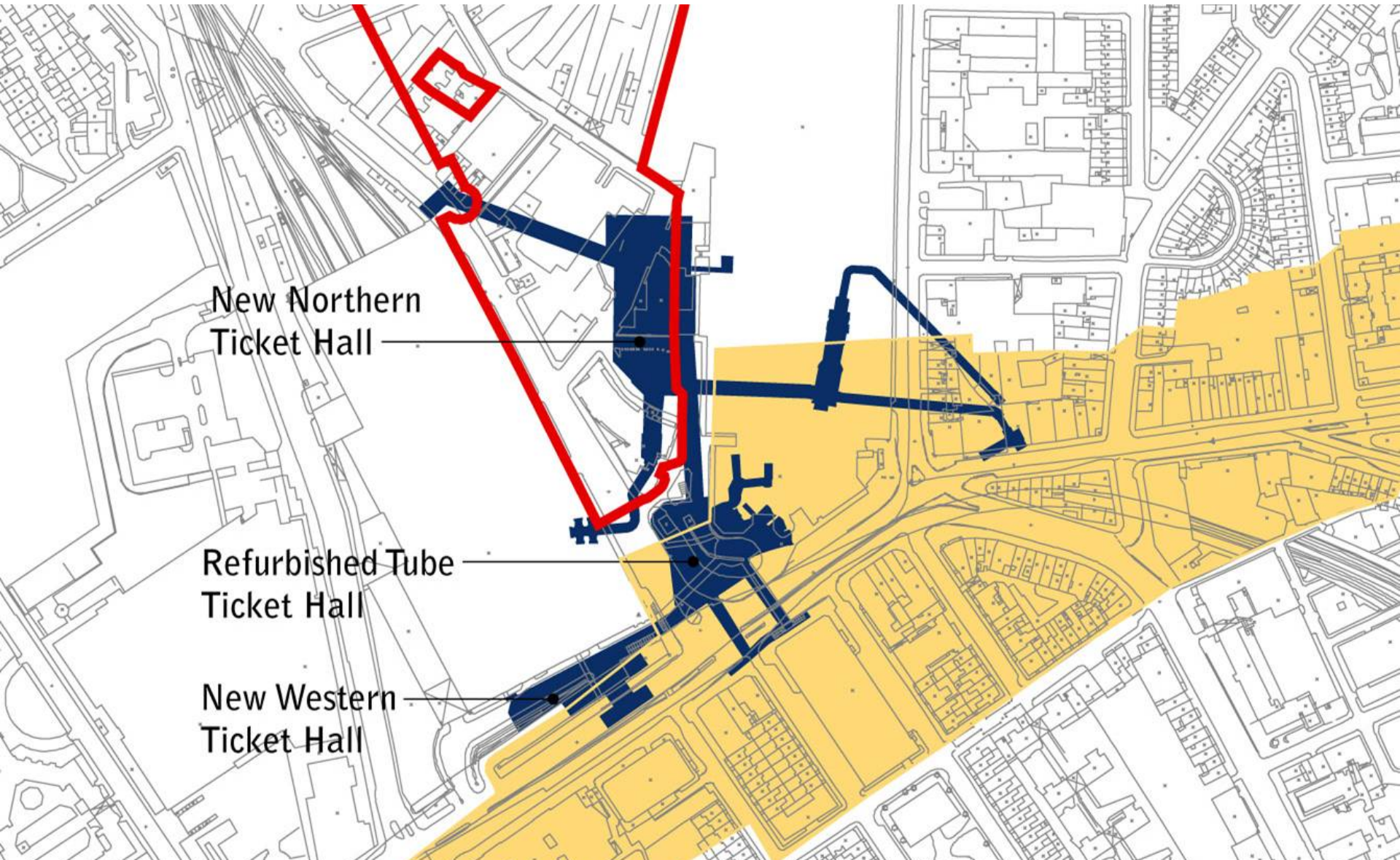
King's Cross - The Big Picture







# Sub Surface Constraints





# King's Cross Station



£450m at King's Cross Station - open

















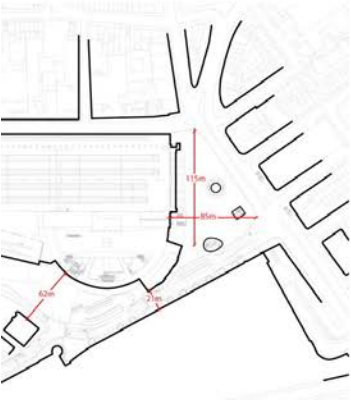








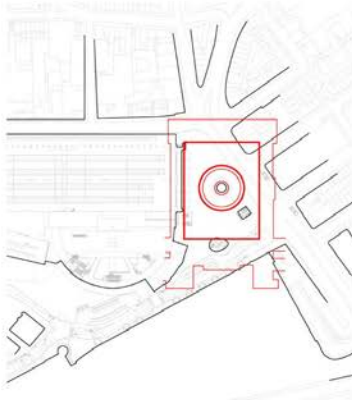
Proposed Condition



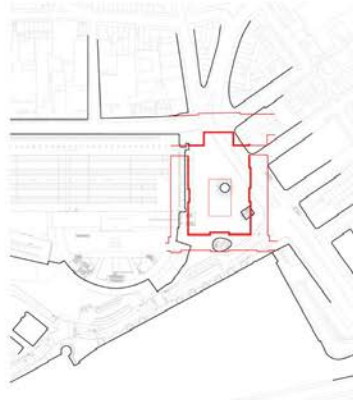
Trafalgar Square



British Museum



Somerset House







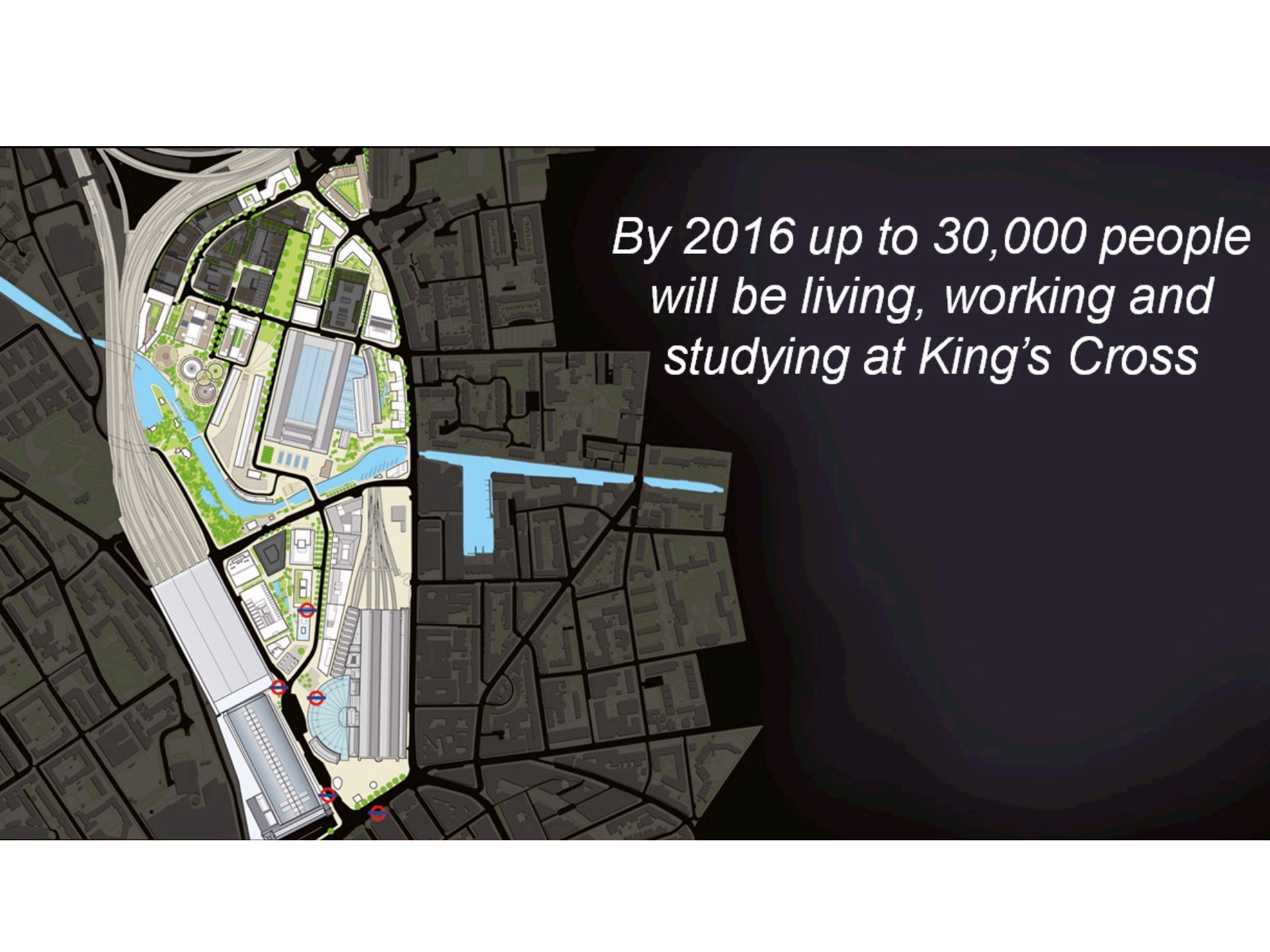










An aerial map of the King's Cross area in London, showing the Regent's Canal, the railway tracks, and the surrounding urban landscape. The map is color-coded to show different types of development: green for parks and green spaces, blue for water, and grey for buildings and infrastructure. A large blue arrow points from the text on the right towards the canal area. Several red circles with white 'X' marks are placed along the railway tracks and the canal, indicating specific locations of interest or development.

*By 2016 up to 30,000 people  
will be living, working and  
studying at King's Cross*





King's Cross