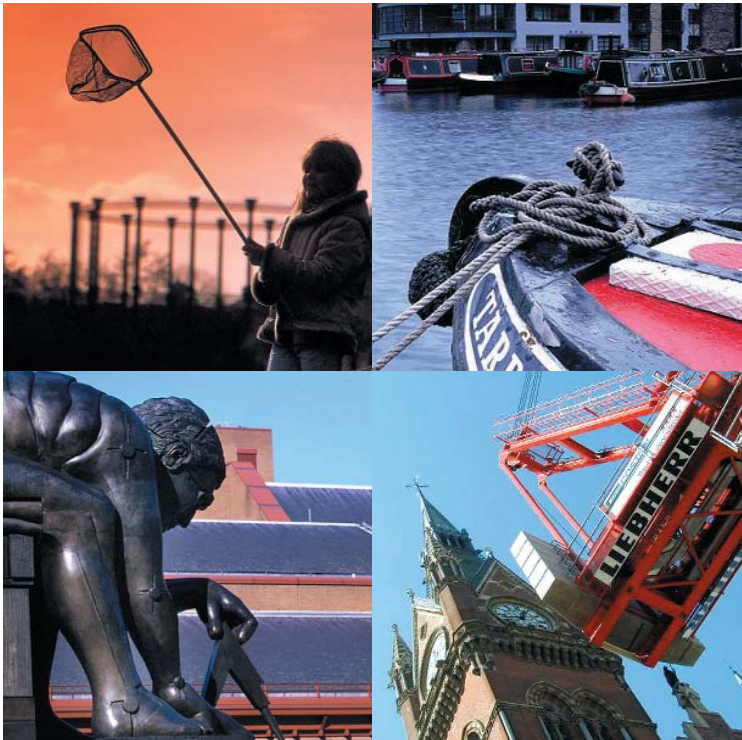


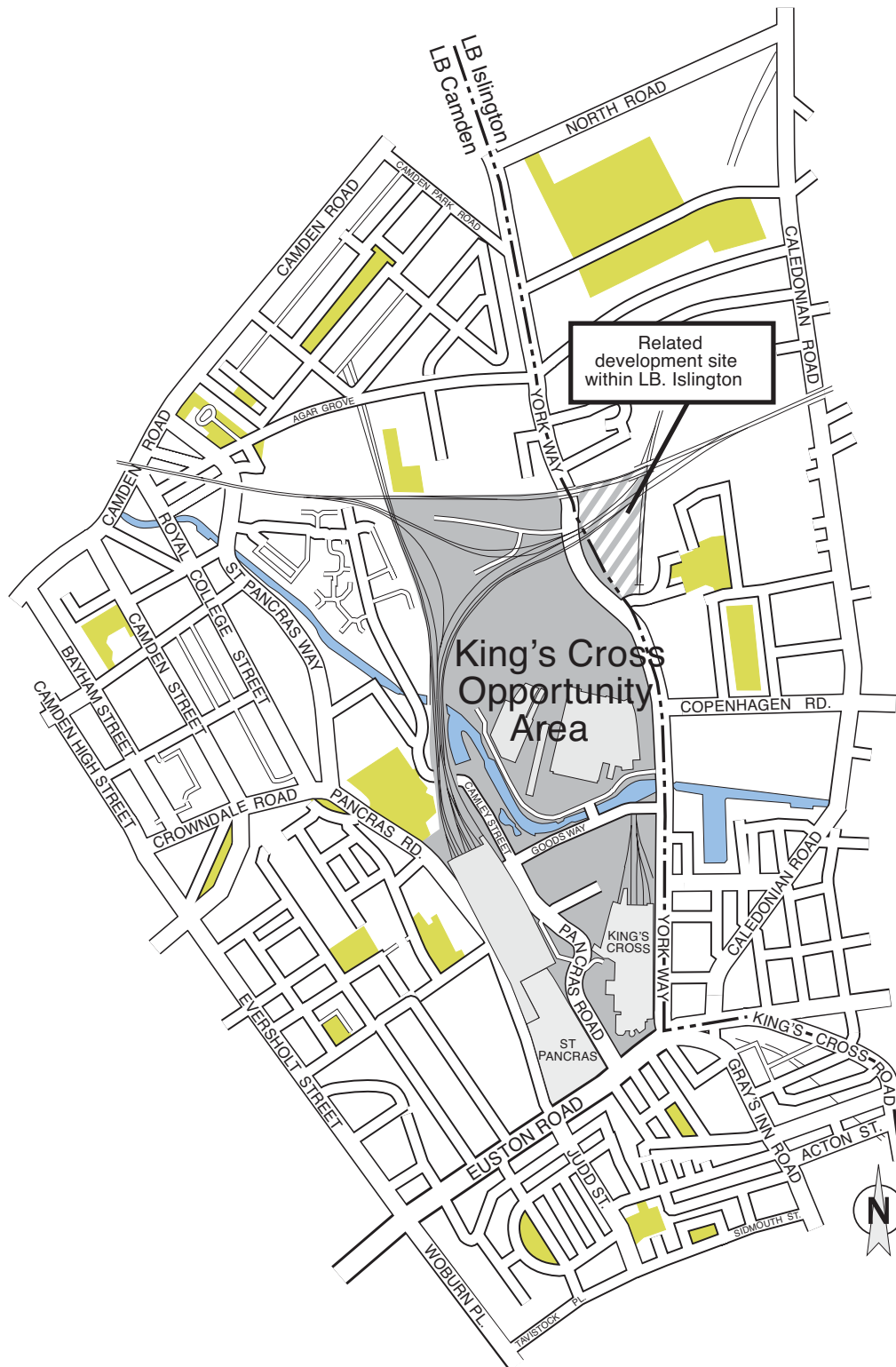
# King's Cross Opportunity Area Planning & Development Brief

January 2004





King's Cross Opportunity Area – Planning & Development Brief





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# King's Cross Opportunity Area Planning & Development Brief Part I

## Introduction

The Opportunity Area extends to 54 hectares (134 acres) of land in total, including the main line stations and other infrastructure. The principal owners are London and Continental Stations and Property (LCSP) and Exel, with Network Rail, British Waterways, Transco and LB Camden also owning land.

In terms of redevelopment opportunities, the main site, King's Cross Central, extends to 29 hectares (72 acres) overall. This includes 3 ha (8 acres) north of the CTRL embankment, which have already been earmarked for business and land uses affected by the CTRL. It also includes some 2 ha (5 acres) under roads. This leaves 24 hectares (approximately 60 acres) of developable land.

## 1. Introduction

### 1.1. Backdrop to Development

- 1.1.1. The potential for development and inner city regeneration at the heart of King's Cross has long been recognised. Guidance from the Government and the Mayor of London's London Plan identifies the strategic and local importance of the site and its potential to align its excellent transport accessibility with a vibrant, regenerative and sustainable development that will contribute significantly to London as a World City.
- 1.1.2. This Brief primarily covers the King's Cross Opportunity Area ("the Area") designated in Camden's Unitary Development Plan (UDP) (2000), the revised UDP Chapter 13 (adopted 2003), the Replacement UDP Deposit Draft (2003, Section 9) and in the London Plan (2004). It also provides guidance on land east of York Way, mainly enclosed by railway tracks and locally known as the "Islington Triangle" ('the Triangle'). The realignment of York Way westwards will create a new and different Triangle site, falling partly within Islington and partly within Camden. This means that a joint brief is appropriate in principle.
- 1.1.3. The two councils wish to see major development and regeneration started, and completed, as soon as possible, to overcome the problems and uncertainties that have blighted this site in the recent past.
- 1.1.4. The Area and the Triangle are shown on the aerial photograph below, bounded by the red line. The site extends from the North London Line (NLL) to Euston Road in the south, across to York Way to the east and the Midland Main Line (MML) from St Pancras to the west.

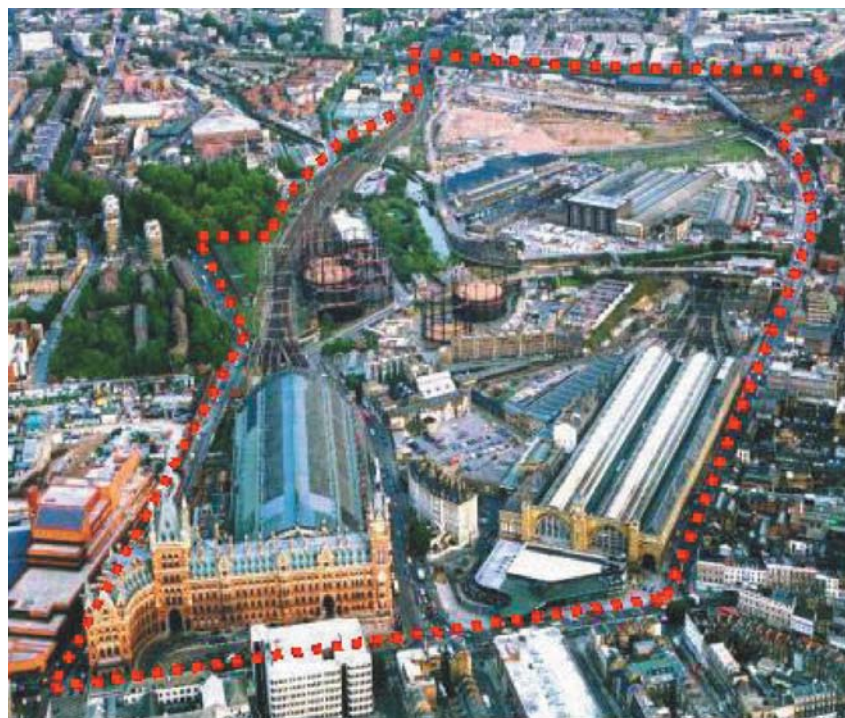
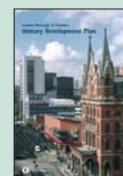


Figure 1.0 King's Cross Opportunity Area from the South



- 1.1.5. Camden has recently adopted new statutory planning policies for the Area, in an updated Chapter 13 of the UDP (adopted May 2003). Camden regards the adopted Chapter 13 as up to date. It is now included as Section 9 within the Replacement UDP Deposit Draft, for the Borough as a whole (June 2003).
- 1.1.6. The Area is nationally and internationally well known for the Grade I Listed Stations of King's Cross and St Pancras, both facing Euston Road. These stations, and the associated Underground network, are undergoing major upgrades that will further enhance this international, national and London-wide interchange. North of the stations lie important canal, railway and industrial heritage features, reflected by the designation of land south of Regent's Canal as part of the King's Cross Conservation Area. Similarly, land north of and including the Canal has a number of historic buildings and spaces. This part of the site lies within the Regent's Canal Conservation Area.
- 1.1.7. The Regent's Canal, a designated Green Chain and Corridor, runs through the middle of the site. Camley Street Natural Park, a designated Open Space, lies within the Area, alongside the western bank of the canal.
- 1.1.8. Other UDP designations affecting the Area and the Triangle include (see figure 1.1):
- > Strategic Views from Parliament Hill and Kenwood House, to St Paul's Cathedral;
  - > Regent's Canal Area of Special Character;
  - > Metropolitan Walk Potential Connection;
  - > Rail safeguarding for a number of projects including the Channel Tunnel Rail Link (CTRL), Thameslink 2000, King's Cross Underground Station upgrade, St Pancras Terminus highways, and a new Hackney-Southwest line (now referred to as CrossRail 2); and
  - > Grade I Borough Nature Conservation Sites (designated in Islington UDP (2002).
- 1.1.9. Somers Town and the area south of Euston Road are designated Areas for Community Regeneration in the Camden UDP (all versions), reflecting relatively high levels of economic and social need. The railways create physical barriers that isolate the Opportunity Area from these communities and present a critical challenge to their ongoing regeneration.
- 1.1.10. The Islington UDP (2002) identifies the existing Triangle as an Area of Opportunity, and identifies King's Cross generally as a Special Policy Area. The Plan sets out the council's aims of transforming the area into a vibrant and distinctive new quarter for London. Across the boroughs' boundary, along York Way, the Plan designates 'King's Cross/Thornhill/Pentonville' as an Area of Community Need and explains that the council will pay special attention to ensure that adverse environmental impacts associated with proposed infrastructure projects and developments are minimised; regeneration monies are used effectively to revitalise the area; and the local community receives a fair share of the benefits which regeneration projects and development will bring.



*London Borough of Camden, Unitary Development Plan, March 2000*



*London Borough of Camden, Chapter 13 of Camden's Unitary Development Plan May 2003*



*Greater London Authority, 2004, London Plan: A Spatial Strategy for Greater London*



*London Borough of Camden, March 2003, Replacement deposit draft UDP*



*London Borough of Camden, Supplementary Planning Guidance, June 2002*



*LB Islington, Unitary Development Plan, March 2001*



Model and illustration of St Pancras Station extension

1.1.11. Looking to the future, there are a number of projects at different stages, that have major implications for King's Cross:

- > The St Pancras International and Domestic Station, CTRL infrastructure, site restoration and landscaping will be completed in 2007;
- > The King's Cross-St Pancras London Underground station upgrade, with two new ticket halls, entrances and public realm improvements, will be completed by 2007;
- > P&O Developments have started the redevelopment of the four blocks immediately to the east of King's Cross Station, referred to as 'Regent's Quarter'. The development should be complete by 2007;
- > The restoration of St Pancras Chambers, with proposals for hotel and residential uses, by 2007-8, alongside the CTRL works. Applications are likely to be submitted in Spring 2004;

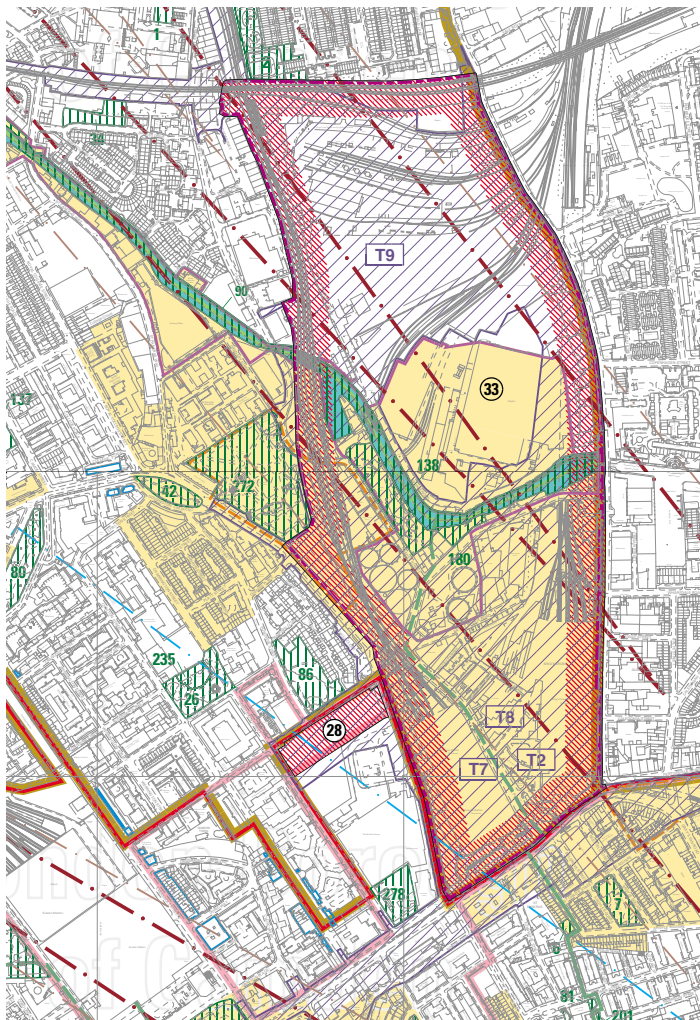


Figure 1.1 Extract from Camden Adopted UDP Proposals Map

- > LCSP, Exel and their development partner Argent St George will be developing the major part of the railway lands remaining after the CTRL works have been completed, including the Triangle. The development is currently referred to as 'King's Cross Central' and it is likely to take place over the period 2007-2018. Initial applications are expected in early 2004;

- > A replacement concourse is planned at King's Cross Station, with public realm improvements. These together are vital to the interchange as a major London gateway, but are also extremely important to creating a major London public space, exposing the original King's Cross façade and forming a key component in wider proposals to improve Euston Road. Applications are expected in March 2004;
- > The potential development or improvement of a number of sites and spaces outside the Area, including the land behind the British Library; and
- > Transport for London (TfL) and the Cross River Partnership are bringing forward proposals for the Cross River Tram, to link Camden Town and King's Cross in the north through to Peckham and Brixton in the south.

1.1.12. The scale of the main development (i.e. King's Cross Central) means that it naturally dominates this Brief, but much of this guidance has general application to the other projects, as well as specific advice where appropriate.

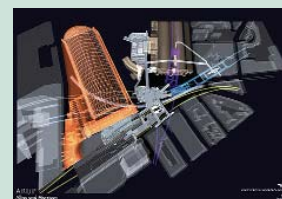
## 1.2. Recent Site History

1.2.1. There has been a planning policy impetus for large-scale redevelopment of the King's Cross railway lands for over 30 years. Despite this, major redevelopment and regeneration of the main site has thus far failed to happen, in part for economic reasons but also because of uncertainty over the alignment and delivery of transport projects.

1.2.2. In July 1988, British Rail lodged its Parliamentary Bill, to authorise the construction of a Channel Tunnel terminus (at King's Cross). The London Regeneration Consortium (LRC) made an outline planning application for redevelopment of the railway lands in April 1989, revised in October 1989.

1.2.3. After prolonged negotiations, Camden resolved in 1992 that it was "minded to grant" planning permission for revised LRC proposals, on certain conditions. LRC's outline planning application for the railway lands was eventually withdrawn in 1994, in the face of poor economic conditions and the Government's decision to bring the CTRL, at high level, into St Pancras station.

1.2.4. The CTRL Bill for a revised easterly route was lodged in Parliament in 1994, and the CTRL Act was passed in 1996. Section 1 of the link runs from the Channel Tunnel portal to North Kent. Financing arrangements for Section 2 of the link, to extend the line into a new international terminus at London St Pancras, were confirmed in April 2001 and LCR remain on course to complete Section 2 by 2007. Completion of section 2 will allow the opportunity to comprehensively redevelop the remaining land to finally emerge.



*Illustrations of London Underground improvements*



*Illustrations of Regent Quarter development*



## 1.3. About this Brief

- 1.3.1. The combination of a complex policy context and significant development opportunities, across two boroughs, creates the need for site-specific advice to guide development and help the councils implement policy and optimise the potential at King's Cross.
- 1.3.2. This Supplementary Planning Guidance (SPG) applies the provisions of both council's Development Plans (in particular adopted Chapter 13 of the Camden UDP (2003)), and sets out requirements for planning applications for developments within the Area. It aims to provide:
- > An opportunity for local community involvement in the future development in the Area and the Triangle;
  - > Guidance on how Camden's particular objectives for the Opportunity Area and Islington's particular objectives for the Triangle can be reached and informed by the known aspirations of developers across all the King's Cross projects;
  - > Providing certainty for land owners and developers, to encourage investment in a long-neglected area;
  - > A way of seeking as much agreement as possible among the various parties about how development should come forward, including indications of where conditions or legal agreements will be appropriate; and
  - > Assistance to Camden corporately, and other service providers, in planning their services.
- 1.3.3. These aims have to be reconciled with the need for flexibility given the scale and complexity of the site and the very extended period over which development is likely to take place, perhaps 12-15 years. That period is likely to see significant changes in social and economic circumstances, not least because of the anticipated overall growth predicted for London over that time. The site presents complex challenges, and it cannot meet an unlimited number of aspirations and objectives. This Brief needs to contain sufficient detail to shape development proposals, and seeks details in development applications where they are necessary and sufficient. Much detail will not come forward until later in the planning process.
- 1.3.4. This Brief replaces the adopted Camden Community Planning Brief (1994) and sits alongside the council's other SPG, most notably the revised King's Cross Conservation Area Statement (December 2003) and the Regents Canal Conservation Area Statement (2001). It also replaces the draft joint Brief for the Islington Triangle (1996). It will, therefore, be a material consideration in determining any application within the Area and the Triangle.
- 1.3.5. In developing the Brief, Camden has had special regard to the treatment of listed buildings and conservation areas in accordance with its statutory duties under the Planning (Listed Buildings and Conservation Areas) Act 1990. The Conservation Area Statement provides a full critique of the value and special features of the conservation areas and listed buildings that can be found within the Area. Camden will have regard to this assessment in determining the effects of the proposed development of this Area. In particular Camden will adopt the following approach:

- > Take into account its duties under Section 54A of the Town and Country Planning Act 1990 which requires a council to have regard to the Development Plan and any other material considerations;
- > Consider its statutory duties in respect of listed buildings and/or conservation areas and in particular the need to have special regard to the desirability of preservation or enhancement so far as the proposal affects a listed building;
- > Take into account any other material aspects which should be considered; and
- > Having had regard to both duties reach a conclusion or, in the event that there is a conflict between these duties reach a balanced conclusion.

1.3.6. There is a range of published and widely available advice for many topics such as design standards, accessibility, community safety, etc. This Brief seeks not to repeat this advice unless there are key points of application, and uses the margins to point to the other documents where greater detail is provided.

## 1.4. Objectives for Development

1.4.1. The King's Cross redevelopment began with the CTRL and may take twenty years to complete. To look out over this period, Camden has published "King's Cross – Towards an Integrated City" (September 2001), and a summary "King's Cross – Camden's Vision" (June 2002).

1.4.2. 'King's Cross – Camden's Vision' has forewords by the Leaders of both Camden and Islington councils. It aspires "to achieve the best possible future for King's Cross.... We aim to get the best out of the many employment, housing, education and leisure opportunities. The approach must be ambitious. We want to make King's Cross stronger, healthier, safer, more economically successful and very sustainable, with excellent services. Successful development will be well balanced and completed in good time. This means development that has:

- > International importance and contributes to London as a world city, while also relating well to surrounding areas on all levels. It should make strong connections with local residential and business communities;
- > A good blend of housing, retail, cultural and leisure, office and open space;
- > A rich mix of architectural styles that combine high quality design with lively, safe and attractive street scenes and public open spaces. It is essential community safety problems are 'designed out' to project a very positive image for the area;
- > Respect for the Victorian heritage by understanding the area's essential character and adapting the distinctive buildings and structures into an outstanding modern development;
- > The Regent's Canal at its centre and as a safe and pleasant place to walk along to reach other parts of the site;
- > Easy and safe routes through King's Cross Central, reducing traffic to a minimum, opening up and sign-posting links across the site and making York Way more attractive; and



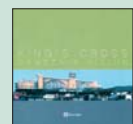
*LB Camden, 2003, King's Cross Conservation Area Statement Revised*



*LB Camden, 2001, Regent's Canal Conservation Area Statement*



*King's Cross – Towards an Integrated City*



*King's Cross – Camden's Vision*

Section 1 of the Replacement UDP Deposit Draft 2003 discusses the concept and need for sustainable development. Further discussion about sustainable development may be found on the following websites:

- > [www.sd-commission.gov.uk](http://www.sd-commission.gov.uk)
- > [www.sustainable-development.gov.uk](http://www.sustainable-development.gov.uk)
- > [www.london.gov.uk/mayor/sustainable-development](http://www.london.gov.uk/mayor/sustainable-development)
- > [www.un.org/esa/sustdev/](http://www.un.org/esa/sustdev/)



Home Office, Crime and Disorder Act, 1998

Department of Environment, Circular 5/94: *Planning Out Crime*

London Borough of Camden, Crime and Disorder Strategy 2002-2005

London Borough of Camden a 1999, Community Safety Strategy 1999 – 2002

London Borough of Camden, Street Population Strategy 2003-2005

- > Sustainable ways of working from the initial design, through the construction period, making sure the development will respect the environment for many years to come.”

1.4.3. The councils main objective will be to create firm links between the development and the local area so that it is a relevant and positive addition to, and well integrated with, this part of London. This integration includes:

- > Physical connections – The opportunities for better east-west and north-south movement across the site are key, breaking down the boundaries to the site. The development must be – and feel – fully connected with the rest of London, with full public access to attractive spaces and open and safe streets;
- > Economic connections – New jobs should be widely available, offering more opportunities for those who find it difficult to work for many reasons;
- > Social links – The Councils are keen to avoid development of an exclusive ‘ghetto’. We want to see and create a balanced and successful development that recognises cultural diversity in all aspects;
- > Completing the picture – A large development like King’s Cross Central will take place in stages. Each major phase of the comprehensive development should contain an appropriate mix of different uses, including housing;
- > Working with the community – In King’s Cross, the focus is on community involvement, better access to jobs and training, improving local people’s qualifications through education, safer streets and an attractive environment; and
- > Achieving sustainable development as sought in Camden Adopted UDP and Replacement UDP Deposit Draft, policy SKC1 and Paragraph 13.12 (9.12 in Replacement UDP Deposit Draft).

1.4.4. The two councils will work to ensure that these very important local objectives are well matched with London Plan policies for high density mixed use around major transport interchanges such as King’s Cross. A summary of the key relevant policy documents is contained within Section 4.

### Community Safety

1.4.5. Improving community safety is a high priority for both councils. The influx of new residents, commuters and visitors into the area, present challenges to community safety and designing out crime. It is important that the redevelopment of the Area and the Triangle seeks to minimise opportunities for criminal and anti-social activities and makes people feel safer and more secure in King’s Cross. Development proposals will be expected to incorporate crime prevention measures through their design, layout and landscaping, integrate with emergency planning measures and take into account potential displacement of crime and other anti-social activities in the wider area.

1.4.6. Camden’s Supplementary Planning Guidance (2002) sets out the objectives of planning for community safety including greater surveillance of the public realm, increased active frontages, use of graffiti and fly posting resistant materials amongst others. Full use must be made of Secured by Design in achieving these objectives.

The councils will also seek the advice of the police and other security specialists on the acceptability of designs in crime prevention terms and in developing a strategy for community that includes overall road safety.

- 1.4.7. A significant proportion of domestic burglary and other crime and disorder reports emanate from Camden's existing hotels and designs for proposed new hotels will need to be developed through close working with the police.
- 1.4.8. The need for a police presence in the Area may mean provision for some associated facilities and support for these community safety and other initiatives. Guidance on specific community safety issues occurs elsewhere in this Brief, reflecting strong concern on this matter.
- 1.4.9. Both councils will work together to ensure that neighbouring communities are safeguarded against adverse impacts, that opportunities arising from all development phases will benefit these communities, and that effective integration between the developments and these communities is achieved.

## 1.5. Community Involvement

- 1.5.1. Both Council's planning policies set out the councils' commitment to consultation. An initial consultation strategy for King's Cross has been prepared to ensure that community involvement is properly designed and effectively managed. The strategy is based on the following principles:
  - > Consultation will be on-going, with stakeholders informed of the outcomes and decisions made by the councils;
  - > Consultation will be two-way, with all stakeholders both talking and listening;
  - > Consultation will be inclusive and the councils will seek out and listen to the views of all sections of the community. A range of techniques will be used to achieve this;
  - > Good quality, accessible information will be provided;
  - > The community have many opportunities to debate and discuss issues;
  - > The councils will coordinate consultation with developers and other stakeholders to protect communities from "consultation fatigue"; and
  - > The strategy will be reviewed regularly with local communities.
- 1.5.2. From the outset, Camden's community consultation has explored a variety of ways to provide good information and involve people in the planning of the Opportunity Area, both within and outside the statutory consultation process, and cross-borough. This has included:
  - > Consultation on the Key Issues Paper, Objectives Paper and draft Chapter 13 Camden UDP Policies during 2001 and 2002;
  - > Some 180 meetings with local community groups of many kinds, since January 2002. These have provided information about

Association of Chief Police Officers, *Secured by Design*.  
[www.securedbydesign.com](http://www.securedbydesign.com)

More information on a range of crime prevention measures including design can be found on the Home Office website:  
[www.homeoffice.gov.uk](http://www.homeoffice.gov.uk).  
Click on "Crime Reduction".

Crime Prevention Through Environmental Design.  
More information can be found on the CPTED website: [www.cpted.org](http://www.cpted.org)



Camden consultation documents:

- > Camden UDP 'Key Issues' consultation, 2001
- > King's Cross - Camden's Vision June, 2002
- > 2002-2003 Consultation Summary
- > Leaflet - Changes at King's Cross, 03/04
- > King's Cross Consultation Outcomes



Other references:

- > Camden Central Community Umbrella Convention Findings, February 2003; and
- > Primary Care Trust, Health Impact Assessment of the Redevelopment of the King's Cross Area – Response to Argent St George's Third

- > development plans and feedback on local preferences. It involved direct contact with more than 1000 individuals including children, youth, homeless people, elderly, black and ethnic minority groups;
- > Involvement in initiatives such as the Access to Planning project run by the King's Cross Community Development Trust;
- > Setting up the King's Cross Development Forum, which has been running since December 2002. The Forum has discussed many issues associated with this Brief and ways that the community might be further engaged and involved in the future; and
- > Joint working with Islington on consultation and publicity.

1.5.3. This Brief draws on consultation responses from community involvement exercises carried out by the two councils, Argent St George, the Primary Care Trusts of Camden and Islington, the King's Cross Community Development Trust and Camden Central Community Umbrella. Local aspirations highlighted by the consultation are for cleaner, safer streets, jobs, homes including those that are affordable, green spaces, shopping, community, leisure and better healthcare and leisure facilities again including those that are affordable. Social and physical integration are seen as important, along with environmental and design quality. It is clear from consultation that local people wish to be involved in helping to shape the development. This is important to integrating the new investment into the wider area.

1.5.4. The councils will continue work with representative groups to facilitate and participate in the following:

- > Maintaining high quality publicly accessible information;
- > Maintaining the King's Cross Development Forum in representing local opinions as inclusively as possible over the whole King's Cross area;
- > Continuing consultation with "hard to reach" groups not wishing to attend the Forum, including minority groups;
- > Continuing the planning advice and support programme for black and ethnic minorities, and for any others that request it;
- > Continue working in schools, with young people and youth clubs;
- > Continue working with the principal community groups at conventions, events, etc;
- > Setting up focus panels or workshops on particular topics such as accessibility (including disabled people, the elderly and those with young children), safer and better streets, local priorities, etc;
- > Developing ways of bringing local people into design development, such as designs for streets, shopping/leisure/health uses, etc;
- > Developing ways of easier access to decision-making processes;
- > Encouraging and supporting community groups working together on wider regeneration initiatives that could, for example, attract LDA support; and
- > Creating innovative ways of sustaining long term and widely representative community involvement. Options to be explored include community development trusts, community partnerships in regeneration projects within the "arc of opportunity" supported by the London Development Agency, and other activities building on Single Regeneration Budget and Neighbourhood Renewal experience.

1.5.5. This is not a full list as developers will be encouraged to bring their own ideas on inclusive and innovative methods of consultation and community participation, and to work with all stakeholders to support and resource this involvement.

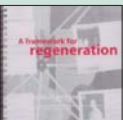
*Argent St George consultation documents thus far:*



*Principles for a Human City, July 2001*



*Parameters for Regeneration, Dec 2001*



*A Framework for Regeneration, Sept 2002*



*Framework Findings, June 2003*



# King's Cross Opportunity Area Planning & Development Brief Part II

**Sustainable, Vibrant and Inclusive Development**

DETR, 1997, Planning Policy Guidance 1: General Policy and Principles

DETR, 1996, Regional Planning Guidance 3: Strategic Guidance for London Authorities

DETR, 2000, Our Towns and Cities: The future delivering an urban renaissance

ODPM, February 2003, Sustainable Communities: building for the future

## 2. Sustainable, Vibrant and Inclusive Development

### 2.1. Scale and Mix

- 2.1.1. The development of King's Cross is expected to contribute to long established objectives for London, including its promotion as a World City, maintaining and enhancing the competitiveness of business, maximising housing provision to meet changing needs, encouraging a pattern of land uses and transport which minimises harm to the environment. Achieving this involves incorporating sustainable design principles, maintaining and improving the natural and open environment, promoting urban regeneration, while not harming the vitality & viability of town and other centres.
- 2.1.2. London has achieved its position as a World City through its vibrant and diverse economy, a unique cultural heritage and quality of life, the vitality and diversity of its communities, and major strengths in communications, finance and transport links, national and international.
- 2.1.3. National and strategic policies seek the sustainable and efficient use of space in London, encouraging intensification and growth in areas of need and opportunity. The London Plan seeks in Opportunity Areas substantial employment and housing growth, maximising access to public transport, while promoting social inclusion and taking account of the community, environmental and other distinctive characteristics of each area. The Plan states that King's Cross has the best public transport accessibility in London, with improvements to come. It identifies particular scope for high-density business development as well as housing, and sees conference facilities as possibly appropriate. Environmental quality is seen as crucial. The Plan states "the development framework should draw upon the historic features of the site to create a truly sustainable business and residential community, reliant on minimal use of cars".
- 2.1.4. Central London is important as a location for a range of activities of metropolitan, national and international significance, including government, learning, cultural, retail, tourist, leisure, and entertainment functions. The London Plan supports London's unique strengths as a diverse city, and sees these functions as continuing to be attracted to Central London to benefit from proximity to existing clusters and because of its unique infrastructure and specialisations. These uses will be appropriate at King's Cross, contributing to its vitality and viability, to its range of employment and business opportunities and to its regenerative potential.
- 2.1.5. The King's Cross Central development by its location and scale represents therefore an opportunity to make a very significant contribution to London. At the same time, for the development to be sustainable locally, it must address real local needs and achieve genuine integration with its locality and the communities who live there.
- 2.1.6. The recently revised Chapter 13 of the adopted Camden UDP (2003) sets out the strategic and other policies to achieve these aims and recognises that the Area is expected to strengthen the role, character and diversity of Central London Area. King's Cross has the potential to provide an outstanding development, exemplifying the principles of sustainability in a socially inclusive way. In particular it has public

transport accessibility and infrastructure to support business and commercial development, culture, tourism, retail and leisure, higher education and other Central Area activities. These should be combined with improved accessibility, new housing provision, the enhancement of existing and the provision of new open space, new community and other facilities, enhanced transport functions, and the integration of its valued historic features with high quality design.

## 2.2. Density and Form of Development

### Density

- 2.2.1. Government guidance supports efficient and sustainable use of land, the concentration of travel intensive uses (offices, retail, leisure, etc) close to major transport interchanges, and the reduction in the need to travel – particularly by car. Central Area margins (including King's Cross) are targeted for economic development, with the highest densities close to transport termini. Housing is also appropriate to meet local demand, support essential services in central London, maintain and enhance the mixed use character of those areas, promote the development of sustainable communities, and take advantage of high transport accessibility.
- 2.2.2. The London Plan aims to ensure development proposals achieve the highest possible intensity of use compatible with local context, good design principles and with public transport capacity. King's Cross is identified as part of the Central Activities Zone where developments are expected to maximise plot ratios. The Plan sets minimum targets for growth and states that these should be, where possible, exceeded (paragraph 5.30 and Table 2B.1). It sets challenging density targets for sites such as King's Cross, stating that commercial developments should achieve plot ratios of at least 3:1 wherever there is, or will be, good public transport accessibility and capacity; and that ratios nearer to 5:1 can be achieved in highly accessible areas within Central London and some Opportunity Areas (Para 4.44). The Panel report following the Examination in Public (EiP) into the draft Plan considers that plot ratio is a tool needing further development, but the Panel see it could be useful to achieve consistency in plan-making and recommend that the London Plan policies (in section 5B) say "maximise the density of development" in Opportunity Areas.
- 2.2.3. In the broadest terms, for example, a target plot ratio of 3:1<sup>1</sup> would indicate a scale of development across the 24 ha (240,000 square metres) developable land within the King's Cross Opportunity Area of 720,000 m<sup>2</sup> of development, taking no other considerations into account.
- 2.2.4. In practice, however, factors such as the physical characteristics of the site, the location of the canal, the retained heritage buildings and other sensitive areas, the Strategic View corridors, transport provision, and the requirements of high quality design and sustainability mean that densities are likely to vary across the site. The highest densities are likely to be in the southern part of the site, closest to the transport interchange. Throughout the site, optimising the use of land will require imaginative site planning and design solutions.

The Argent St George document 'A Framework for Regeneration' shows a developers' assessment that the site could accommodate between 650,000 and 800,000 square metres of built development and land uses. This would equate to an average plot ratio, across the site, of 2.7 – 3.3 to 1.

The Argent St George "Parameters" document discusses the plot ratio of recent developments in London, Europe and elsewhere.

<sup>1</sup> The plot ratio of development refers to the gross floor area of all buildings, divided by the site area. Thus, a plot ratio of 2.0 would mean that for every square metre of the site, there are 2.0 square metres of development floor space.

2.2.5. Given the scale and complexity of development for the Area and the Triangle, and the likely length of the development period, the assessment of any major proposals for this site will have to have regard to the need for flexibility in development content, to respond to changing needs and circumstances while optimising the scale and mix of uses, and achieving regeneration of the site and wider area within a reasonable timescale. In that context, the development should provide:

- > A range of activities that contribute to both the London-wide and local economies. The London Plan has a minimum target of 11,400 jobs from development of the King's Cross Opportunity Area and seeks to exceed these. It is considered that development which meets the policies of the London Plan and the adopted Ch.13 (2003) of the Camden UDP would be likely to exceed these minimum targets significantly, and achieve substantially higher numbers of employment opportunities. The Panel report, following the EiP into the draft Plan expresses doubts that the numbers in the Plan are sufficient to meet the overall London estimated demand. Overall, commercial development in the Area and the Triangle of, for example, 400,000 square metres, could provide around 20,000 employment opportunities over a wide range, for local people and others across London. Maximising the potential of the site for the creation of a range of new employment and business opportunities would, in addition, help to meet Camden's regeneration aims by achieving a sustainable and viable development. Good design and other factors may mean more or less space is achievable, while maintaining a satisfactory mix of uses, good townscape, transport, and achieving good development phasing. The highest densities and much of the commercial uses, including efficient offices for national and international companies, are likely to be closest to the rail termini, consistent with strategic and local guidance. However, most of the site has good accessibility for business uses, including those offering a range of local employment. The development overall should include space for all types of business, large and small, including workshops and 'incubator' space for new start-ups;
- > A significant proportion of new residential development. The London Plan gives a minimum target of 1250 new homes in the King's Cross Opportunity Area and seeks to exceed these. The adopted King's Cross chapter of the Camden UDP (2003) states the expectation of "at least 1000 housing units" in addition to the retention or replacement of the 74 units recently existing on the site. The London Plan sets out density guidelines with ranges for Urban and Central settings in accessible locations between 200 and 1100 habitable rooms per hectare. The Plan adopts the Sustainable Residential Quality (SRQ) design led approach. Policies within the adopted chapter 13 of the Camden UDP (2003) also support this approach, although they also comment that, residential densities are likely to vary across the Area according to the site characteristics, the need to make efficient use of land in a mixed use development, the requirements for high quality design and the particular requirements for good living standards for all types of households. However, general application of these guidelines to the development site would indicate that it should be possible to achieve considerably more than the minimum requirement for a net increase of 1,000 new homes set down in the adopted UDP (2003) Policy KC4. Having

regard to the other objectives for the site, particularly the need to optimise the potential for business and employment and to secure wider regeneration and sustainability, it is considered it would be desirable and appropriate to provide at least 1800 homes within the Area and Triangle. The councils will expect proposals to demonstrate full consideration of the site's housing potential; and

- > A wide range of leisure, cultural, retail, entertainment, community and other services and facilities, appropriate to the scale and mix of development and King's Cross's location and particular metropolitan significance, and equally available to local communities. These uses will be particularly important to the creation of lively, safe and attractive streets, and to the beneficial re-use of heritage buildings. Retail development, encompassing a range of convenience, comparison, service and food and drink uses, should address the needs of the new resident, working and visiting population, and also the gaps in provision for surrounding communities. The scale, type and specific location of retail development will be assessed to ensure that it does not threaten the vitality and viability of nearby centres, and takes full advantage of the public transport accessibility of the site. Major car-reliant retail development will not be appropriate.

2.2.6. Ultimately, the balance between all these uses will be determined by the requirement for a sustainable, mixed-use development that:

- > Makes optimum use of the site;
- > Is directed to local as well as strategic needs;
- > Is well integrated with surrounding areas;
- > Can provide an appropriate balance of different uses, at each major phase;
- > Is commercially viable;
- > Can be completed within a reasonable timeframe;
- > Reflects a very high standard of urban, building and sustainable environmental design that enhances valuable existing character including historic features;
- > Addresses the requirements for maintaining good quality of life standards in high density mixed use areas, particularly the amenity of residents and high quality public realm, with a planned response to community safety;
- > Meets the other requirements of development plan policies; and
- > Provides community and other public services and facilities including health care to meet the needs of the expanding residential, working and travelling populations in the area.

### Form of Development

2.2.7. The location and arrangement, both vertically and horizontally, of development is important, especially at higher densities and with a more intensive mix of uses. The development of the Area and the Triangle should recognise, and respond creatively to, what is best in the existing character of Central London and the King's Cross area, especially its streets, squares and public places, with:

- > Emphasis on physical, visual, cultural and functional connectivity, within the development, to the immediately surrounding area and beyond;
- > A pattern of streets and street blocks that is attractive to movement through all parts of the Area and the Triangle;



York Way shops near  
Copenhagen street



- > A people-orientated, accessible environment with rich and diverse streetscapes and other public realm, contributing positively to, and modifying where appropriate, the wider urban setting;
- > A mix of different uses to introduce interest and activity into the streetscape and spread the benefit of active frontages (e.g. not a `precinct` character of monolithic single use zones, 'gated' or otherwise exclusive environments, or dead frontages);
- > Careful consideration of the detailed relationship between all aspects of the public realm, including green spaces, "hard" urban spaces, areas of water, pedestrian and cycle paths, and highways;
- > New homes located across the Area and the Triangle wherever conditions allow, rather than grouped in large concentrations;
- > Cultural and leisure activities and services which respond directly to the diversity of the area and its existing and potential communities, developing the roles of open space, sport, youth, education, media facilities and art;
- > Phasing to ensure genuine mixed use at each major stage, and in a reasonable timeframe that meets wider regeneration priorities;
- > Incorporation of environmental sustainability practices;
- > An integrated public transport system to service a high density, mixed-use development and the wider locality; and
- > High quality design and internal spaces in all parts of the development particularly addressing the demands of higher density development.

2.2.8. The current inhospitable character of the Area and the Triangle divides local communities and produces a poor environment, so that creating good links to the new development will be central to a sustainable regeneration and extend the benefits of new investment into the wider communities thereby encouraging social cohesion. These physical, social and economic connections are identified throughout this Brief.

2.2.9. In this context, local authority adoption of the streets and public realm is a priority, as part of a partnership for sustainable, comprehensive urban management.

## 2.3. Transport

2.3.1. King's Cross lies at a major public transport interchange and is recognised in the London Plan as having the best public transport accessibility in London. This will improve further with the completion of the Channel Tunnel Rail Link in 2007, which will facilitate new high speed services to north Kent and to Europe. At the same time, London Underground Ltd is undertaking a major refurbishment and expansion of the existing King's Cross-St Pancras underground station. A new Thameslink station will be provided at St Pancras.

2.3.2. The Area's unique public transport accessibility underpins its potential for high density, mixed use development, fully integrated with the public transport network. In the future, this network may include Thameslink 2000, CrossRail 2 and the Cross River Tram, all of which offer the potential for further transport enhancements, during the lifetime of the Area's principal major developments.

DETR 1998: A New Deal for Transport: Better for Everyone

L B Camden 2003, Borough Spending Plan 2004/5

GLA, 2004, London Plan: A Spatial Strategy for Greater London

Draft London Plan:: Examination in Public Panel Report July 2003

GLA July 2001: The Mayor's Transport Strategy

DETR March 2000, PPG 3 – Housing (under review)

DETR March 2001, PPG 13 -Transport



2.3.3. At present, however, much of the existing public transport network frequently operates at or near capacity. Similarly, the road network is heavily trafficked and congested, with Euston Road being the northern boundary road to the Central London Congestion Charging Scheme. As explained below, the councils will require assessments of the impact of new developments upon these services and networks.

2.3.4. The councils are keen to ensure that redevelopment of the Area creates a better transport network for everyone, thereby giving greater choice and easier access to jobs, homes and other facilities within the Area and the Triangle itself and surrounding neighbourhoods and communities. New developments should promote walking and cycling and the establishment of good public transport links, particularly into the northern part of the Area and the Triangle, which currently has only a limited number of bus services. Delivering effective local transport connections is an integral part of the integration and regeneration objectives. An accessible, mixed use development will bring activities within closer reach, promote walking and cycling and offer people the chance to live closer to where they work, saving trips that would otherwise be carried on the transport system.

2.3.5. The key objectives for transport in developing the Area and the Triangle are therefore to:

- > Facilitate the further improvement of King's Cross Station and St Pancras Station including the CTRL terminus; in particular to provide for:
  - > The removal of the existing temporary concourse at King's Cross Station;
  - > The development of a replacement concourse on the western side of King's Cross Station;
  - > The enhancement of the street level pedestrian interchange between King's Cross and St Pancras/CTRL, minimising walking distances between the main stations and the Underground and buses, and possibly Cross River Tram (CRT);
  - > The integration of the development with Euston Road, and proposals for its enhancement as a major London thoroughfare; and
  - > The provision of essential supporting facilities, for example taxi and servicing access, and cycle parking/hire facilities.
- > Encourage and facilitate, where practicable, further improvements to strategic public transport links including London Underground, buses, Thameslink and other overland rail services;
- > Ensure that development proposals respond to the phasing of transport improvements, providing creative temporary solutions and, throughout high standards of safety, amenity, convenience, legibility and design;
- > Provide throughout the development high levels of accessibility, facilities and safety for pedestrians, cyclists and disabled people;
- > Improve public transport interchange and services;
- > Provide a safe and accessible environment for all users of existing and proposed public transport systems;
- > Minimise car usage, drawing upon a range of measures to reduce traffic and air pollution, including the limiting of car parking to provide only the minimum levels necessary and the maximisation of car free housing;

L B Camden, June 2001, Draft Regeneration Strategy

L B Camden, June 2001, Neighbourhood Renewal Strategy 2002

LB Camden March 2000: Unitary Development Plan (Note: Appendix TR2 gives advice on preparing a Transport Assessment)

LB Camden June 2003: Replacement UDP, Deposit draft

LB Camden 2003: Green Transport Strategy 2001-2005

Transport for London 2001: Intermodal transport interchange for London – best practice guidelines



- > Provide good internal connection to ensure accessibility to the Stations from all parts of the Area and Triangle;
- > Provide good connections with surrounding areas so all communities can benefit from development;
- > Ensure that those uses requiring access to the widest choice of transport facilities are located closest to the main interchange; and
- > Maximise the connectivity of the Area and the Triangle to surrounding communities and facilities.

### Transport Assessment

2.3.6. Major development proposals should be accompanied by comprehensive Transport Assessments. These should assess the trips likely to be generated by the new developments, across all transport modes; address the likely impacts on the public transport and highway systems; and identify measures to mitigate these impacts, extend transport choice and bring forward local improvements or benefits.

2.3.7. Developers should demonstrate that their proposals would not lead to any unacceptable impacts on the public transport and highway networks, taking into account:

- > The likely phasing of developments over time;
- > Plans for local capacity improvements, for example as part of the Government's Public Private Partnership (PPP) for the Underground and the various public transport schemes identified above, or otherwise coming forward in the development period;
- > The Central London Congestion Charging scheme and any likely changes to it; and
- > Changing user patterns such as mode shifts or peak spreading.

2.3.8. London Plan Policy 3C.2 seeks the matching of development to transport capacity. The policy does include an important element of flexibility, particularly where firm plans for increased capacity are planned. This is a complex matter and the Panel report, following the Examination in Public (EiP) into the draft Plan, recommended additional explanation to Policy 3C.2 that matching demand to capacity is not a mechanistic exercise. There are also other, wider transport assessment issues, such as connecting people and places within a compact, mixed city quarter, reducing the overall amount of travel demand and reducing/minimising the need for interchange.

2.3.9. Any Transport Assessment should include or be accompanied by a Travel Plan. The purpose of the Travel Plan is to facilitate the delivery of mitigation measures outlined in the Transport Assessment and the implementation of the key transport objectives detailed in paragraph 2.3.5. An area-wide Travel Plan will act as an ongoing management tool to guide each stage of the overall development. This will also provide a framework for localised travel plans for individual businesses and tenants. Examples of measures that should be incorporated into the Travel Plan include the following:

- > High quality walking and cycle routes;
- > The incorporation of secure cycle storage facilities;
- > Public transport promotion and initiatives such as the provision of information and interest-free season ticket loans;
- > City car club schemes;

Camden 2002:  
Supplementary Planning  
Guidance - section 5.1 on  
Green travel plans

ODPM/DfT July 2002:  
Using the planning process  
to secure travel plans -  
Best practice guide

British Land Company plc:  
Regent's Place Travel Plan  
[www.vicinitee.com](http://www.vicinitee.com)



Recharging an electric car



- > Higher occupancy vehicle systems;
- > The provision of recharging points for vehicles powered by alternative (zero or low emission) fuels;
- > The promotion and encouragement of 'green travel' planning and practices among site occupiers; and
- > A sustainable strategy for deliveries and servicing, including such measures as the use of rail and canal when these are practical options.

2.3.10. A Parking Plan should also be produced, which will determine the demand and mix of parking types and how any proposed parking will be managed. Like the Travel Plan, the Parking Plan is a living document and will be an ongoing management tool.

### Public Transport

2.3.11. It is expected that most trips to and from the new homes, offices, shops and other facilities will take place on public transport. Therefore the councils will expect to see a thorough and robust examination of all likely impacts on these networks.

2.3.12. The councils will also expect developers to address how their proposals can help bring about local improvements to transport infrastructure and services, keeping distances between modes to a practical minimum. The main opportunities are:

- > Improve the public transport interchange arrangements between buses, Underground, rail, taxis, pedestrians and cyclists at King's Cross and St Pancras, and integrating these with the new development to the north;
- > Improve the public transport accessibility across the Area and the Triangle by integrating various public transport modes and providing appropriate pedestrian links, and cycle parking where necessary;
- > Facilitate the introduction of additional bus services, and where appropriate the extension or diversion of existing services, to link the Area and the Triangle with adjacent areas. For example, new, high quality, frequent and reliable bus links between Angel and Camden Town could serve the northern part of the Opportunity Area and enhance its connections with surrounding areas, so that existing communities can have increased choice and enjoy the benefits of good access to new jobs, shops, leisure and other facilities within the Area. Provision of bus priority measures where needed to maximise the reliability of existing and new services;
- > A new railway station on the North London Line at Maiden Lane, adjacent to York Way. A new station could potentially integrate directly with the Cross River Tram (CRT, see below) and other services within the northern end of the Area. Options will be considered in the light of Islington's concern to retain Caledonian Road Station;
- > Accommodating and supporting the proposed CRT service within the Area; and
- > Potential water transport services along the Regent's Canal, for example water buses and water taxis, linking destinations on either side of the Opportunity Area such as Camden Lock and Battlebridge Basin.



*On-street transport information board*

TfL, Intermodal Transport Interchange for London (Jan 2001)





*Waterbus stop*



*On-street tram*

- 2.3.13. A new railway station at Maiden Lane could create significant benefits for the Opportunity Area and surrounding communities. A station at this site would provide much-needed public transport infrastructure to an area with very few services, as indicated on the Public Transport Accessibility Level (PTAL) map.
- 2.3.14. Such a station at Maiden Lane would have major regeneration benefits for the surrounding area, which is relatively isolated at present, and would help to progress development of the northern part of the Area. The station could provide a significant contribution towards the OrbiRail proposal, as outlined in the Mayor's Transport Strategy. An important interchange could potentially be created at this site, linking the North London Line, East London Line, Cross River Tram and bus services. Full transport assessment of this potential should include other stations nearby, such as Caledonian Road.
- 2.3.15. The development should take into account the potential extension of the CRT into the site including intermediate stops throughout the site and appropriate support facilities. The CRT route is currently at initial design stage and is being planned to run from King's Cross and Camden Town, via Euston, Holborn and Waterloo, to Peckham and Brixton. It is being designed to operate up to 40 trams per hour in each direction between Waterloo and Euston, but with fewer trams beyond this central section.
- 2.3.16. The CRT could bring a number of transport and other benefits. For example, it would provide extra public transport capacity and ease overcrowding on the Northern and Piccadilly lines.
- 2.3.17. At the same time, there are a number of challenging issues for the CRT project that require further work. These include the proposed routing of the tram as it approaches and passes through or around the Area, traffic displacement and complementary measures to protect and enhance sensitive areas, the location of a depot, and public realm and community safety issues.
- 2.3.18. Transport for London is undertaking further studies on the routing of the CRT, investigating sites for the location of depot facilities elsewhere, completing a traffic impact study, demand assessment and review of the business case. All of this work is expected to be completed during 2004 so that the final design can be 'frozen' towards the end of 2004.
- 2.3.19. However the key objectives remain that the tram should serve the existing passenger train interchange, and also the northern part of the development area, where it could then link up in the future with the possible new station at Maiden Lane. Both councils support the CRT providing valuable onward services into Islington.
- 2.3.20. Camden council prefers a route based on the Euston Road, as it uses the existing transport corridor, offers the possibility of the most efficient and direct route, and has the greatest regeneration potential.
- 2.3.21. Both councils consider that a major depot facility within the Area or the Triangle would seriously prejudice development and its regeneration potential and, therefore, a depot facility is not supported at King's Cross.

2.3.22. Major development proposals will be expected to address the CRT (accepting that there still remains uncertainty over its routing, alignment and timescale) and demonstrate that they facilitate, and do not prejudice, the implementation of high quality proposals that meet the key objectives set out above. This includes designing the operating infrastructure into the built environment to avoid intrusive and obstructive street features.

### **Pedestrian and cycle links**

2.3.23. The railway lands currently present a barrier to east-west movement. Major developments must address this as a fundamental part of any masterplan proposals. The councils expect to see easy and safe routes through the Area and the Triangle, opening up and signposting links across the Area and the Triangle and making York Way more attractive.

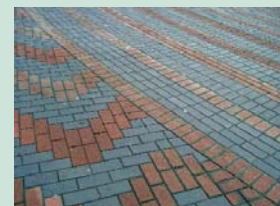
2.3.24. Development at King's Cross should contribute to a new, high quality public realm, connecting surrounding areas firmly and positively, and softening the transition between established and new. The main elements are paving, lighting, street furniture, hard and soft landscaping treatments and other fittings, bridge improvements and signage, to create attractive and safe places that encourage the free flow of people to and from new developments.

2.3.25. The councils expect a legible network of safe and convenient internal routes for pedestrians and cyclists, including a route from the northern part of the site to King's Cross and St Pancras Stations, with connections to public transport services, Metropolitan Walks, Green Chains and those London Cycle Network routes that pass through and adjacent to the Opportunity Area.

2.3.26. Linkages to the wider area should be reinforced where they exist and options for new connections facilitated and fully explored. As far as practicable, the areas to the north and west – Elm Village, Maiden Lane, Camley Street Natural Park and Somers Town – should have legible links through the site to areas to the east, at Copenhagen Street and Randall's Road/Bingfield Street.

2.3.27. The councils will work with developers, other highway authorities, British Waterways, rail operators and others to promote and secure improvements:

- > Under all bridges and their approaches and, where practicable, over the railway lines;
- > Along York Way, northwards to and including the Agar Grove junction;
- > To and from Maiden Lane estate;
- > Along Camley Street and routes to St. Pancras Gardens, Elm Village and Camden Square;
- > Eastwards to Copenhagen Street, Randall's Road and Wharfdale Road, improving links to Caledonian Road, Bingfield Park and communities in Islington; and
- > Along the towpath where it passes under bridges at Camley Street and York Way, and possibly the introduction of a new walkway on the south side of the canal.



*Paving can be used effectively to channel pedestrian movement and improve legibility*



2.3.28. These improvements should:



- > Provide new links over the Regent's Canal;
- > Connect as many origins and destinations as practicable, and with due regard to the safety and security of the user, to optimise accessibility, legibility and permeability within the site and into surrounding areas;
- > Minimise the risk of accidents and maximise personal security;
- > Provide fully accessible and appropriately designed routes and facilities that are suitable for all users;
- > Create shared zones where possible. It is important to keep pedestrian and cycle paths together with vehicular traffic, as these more open, well-used routes are usually safer and more direct than routes that are completely isolated from the road;
- > Provide routes along sensible desire lines, designed to a standard that makes walking and cycling through the Area and the Triangle and beyond, easy and efficient. For example, cyclists may be given the right of way over car traffic, or follow straight lines where car traffic has a more indirect route;
- > Enhance the canal towpath where appropriate for pedestrian and cycle use, ensuring natural surveillance through a mixture of uses and specific design solutions such as windows on the waterway; the creation of active frontages onto the canal; the use of carefully positioned lighting, CCTV on sites/buildings adjacent to the canal where appropriate, secure access points, well placed signage and surfacing works to facilitate responsible shared cycling/pedestrian use. The creation of new access points designed to disability standards to the towpath through wall arches and east of the Coal & Fish Offices, and at the CTRL/Midland Main Line bridge would help travel and surveillance; and
- > Provide on and off street secure cycle parking with developments having locker and showering facilities where appropriate.

### Car Parking/Storage

2.3.29. GLA and Camden policies stress minimising car usage, drawing upon a range of measures to reduce traffic and pollution. Minimising car parking is one such measure. The councils expect to see provision for car parking at very low levels, reflecting the unique accessibility of most of the site, and the advantages of high density mixed use in reducing the length and number of trips overall. Submitted proposals and accompanying Transport Assessments must explain the number, mix, allocation and management of spaces.

2.3.30. The Opportunity Area lies outside the Central London Area (Clear Zone Region) in the adopted Camden UDP (2000). Nevertheless, the councils considers that private non-residential car parking provision should not exceed the maximum standards for the Central London Area set out in the adopted Camden UDP. Camden has recently published proposals to revise parking standards as part of its Replacement Camden UDP Deposit Draft (2003) and expects development proposals to take account of these emerging standards.

2.3.31. The councils will also be looking to minimise car parking/storage provision associated with residential development and will expect developers to demonstrate how traffic generation will be minimised. Based on current circumstances within Camden, the council will seek a significant proportion of car-free housing, possibly up to about the 75%



level overall. Different car parking ratios may be appropriate for market housing, social rented affordable housing, key worker and other forms of intermediate housing, and housing for disabled people and those with special needs, as anticipated under Camden UDP Policy KC4 (2003).

- 2.3.32. The councils will seek to control parking, for example through the introduction of a Controlled Parking Zone (CPZ) or similar mechanism incorporating resident permit parking where necessary and providing appropriate scope for short-stay parking with waiting restrictions. The councils will take steps to ensure that the development will not adversely affect essential car parking availability, or residential amenities, in adjacent areas.
- 2.3.33. All parking should be designed carefully. On street parking can contribute to community safety and accessibility but will sometimes be constrained by street widths and adjacent land uses. Some on street parking may be allocated for taxi waiting spaces. Off street parking often leads to safety and design problems, particularly with regard to basement and semi-basement car parks and associated entranceways, and these should be addressed carefully. Any underground parking should be designed to “Secured By Design” standards.
- 2.3.34. Parking for disabled people should be provided close to buildings and amenity areas. Where underground parking is provided there should be accessible lifts.
- 2.3.35. Public parking may be appropriate for shops, hotel, cultural, entertainment and leisure uses, but will be limited to essential requirements. It may be provided either on street or in public off-street car parks.
- 2.3.36. There may be scope to combine private and public car parking, to make the best use of shared facilities, providing for different demands at different times of the day and week. Any off-street public parking should be based on essential short-term parking requirements, taking account of the high public transport accessibility of the site. Any such parking should not become operational until those uses that require public parking are occupied and the councils will require management and other measures to prevent long-term commuter parking, for example through charging structures and opening/closing times.
- 2.3.37. Developers should also take account of the need for secure motorcycle parking. Although there is no requirement for motorcycle parking in the adopted Camden UDP, the replacement Camden UDP Deposit Draft states that the provision of motorcycle parking is welcomed, as a substitute for some car parking.
- 2.3.38. Cycle parking is required for all developments and should be provided in appropriate, accessible locations. Employee parking ideally should be within the building to ensure that it is secure, dry and safe to use. Visitor parking should be provided, as far as practicable, within the curtilage and adjacent to the entrance. Cycle parking is also required for residential development. Camden provides more detailed guidance on cycle parking provision within its current UDP. The existing, adopted standard is a minimum of 1 space per 500 sq m gross floor area, for commercial uses. Camden has recently published proposals to revise this and other cycle parking standards as part of its Replacement UDP Deposit Draft.

Camden 2002:  
Supplementary Planning  
Guidance – Section  
3.2.30-33

Association of Chief Police  
Officers in England and  
Wales 1992: The Secured  
Car Park Award Scheme –  
Guidelines for self  
assessment;  
[www.securedbydesign.com](http://www.securedbydesign.com)

Camden Council, 2000,  
Streetscape Design  
Manual.



*On-street cycle parking*

Camden 2002:  
Supplementary planning  
Guidance, Section  
5.5.20-25.



*Bike cage*

- 2.3.39. Coaches are a form of public transport and can provide an important contribution to the leisure and tourism sectors. An appropriate level of coach parking provision is needed to ensure adequate access for coaches whilst avoiding adverse effects on the highway network. Coach parking should be provided where there is likely to be a justified demand, such as at certain leisure facilities within the development. For a hotel, a minimum of 1 coach drop-off bay is likely to be required within the curtilage. The likely demand at leisure uses will determine the need for coach facilities, and the traffic and amenity impacts will have to be carefully assessed. Additionally, general coach facilities should be considered to help service the needs of the CTRL terminals at St Pancras.

### Servicing

- 2.3.40. New development is expected to:

- > Plan and provide for off-street servicing for commercial premises wherever practicable. Time controlled access and sustainable freight/delivery arrangements should be considered to protect residential and pedestrian activities at busy times. On-street servicing will be allowed for residential uses;
- > Locate and design service areas and routes carefully with regard for safety and aesthetics (for example combined basement servicing and car parking areas may be appropriate);
- > Design service arrangements that cater for the efficient removal of trade and domestic recycling material and waste removal. Building designs should ensure that cleansing vehicles have suitable access arrangements; and
- > Adopt measures to minimise disturbance to street surfaces and amenities arising from utilities servicing and repairs, such as common/unified ducting.



*An example of vehicle access control*

Camden 2002:  
Supplementary Planning  
Guidance – Section  
3.2.34-42

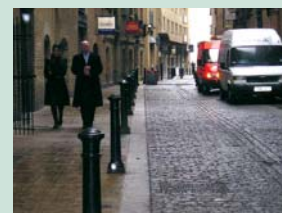
### Highways And Traffic Management

- 2.3.41. The existing highway network is expected to continue carrying a significant proportion of traffic travelling in the area. The new internal road layout within the Area should be designed to prevent 'rat running' and prioritise internal movement. The basic objective of all design is to create streets which are accessible, safe, convenient, secure, nuisance-free and provide an attractive environment for all road users, i.e. pedestrians, cyclists and vehicle occupants. More specifically the development should:

- > Provide strong north-south connections, linking the land north of the Canal to the area to the south; these links should be, primarily for pedestrians, cyclists and public transport, with limited access for motor vehicles;
- > Maintain Pancras Road, Midland Road, Goods Way and York Way as distributor roads for all classes of traffic and with improved facilities for pedestrians, cyclists and public transport; and
- > Put measures in place on Goods Way to give priority to north/south pedestrian, cyclist and public transport movements.



- 2.3.42. Design and designate all the other new roads in the development so that they have the function of local access roads. These roads should include measures to improve the quality of the street environment, including traffic calming such as surface changes, width restrictions etc., 20mph zones, home zones and traffic cells. The aims will be to:
- > Improve safety for all pedestrians and cyclists;
  - > Assist access to public transport;
  - > Reduce the speed of traffic, the number of accidents and the level of noise and pollution;
  - > Provide where appropriate segregated facilities for service vehicles;
  - > Discourage through traffic and non-essential use of motor vehicles;
  - > Provide space for non-traffic activities;
  - > Enhance the street appearance and reduce street clutter;
  - > Achieve an overall improvement to the environment; and
  - > Create new urban squares and other people friendly spaces free from traffic.
- 2.3.43. The new road layout should maximise connectivity to the surrounding area paying particular attention to the location of site access points, and seeking to align them to existing streets and other access points surrounding the site, to maximise permeability to the site without causing traffic management problems on existing streets.
- 2.3.44. In all cases the network should be built and maintained to the highest standards and the use of good, hard wearing materials, including high quality lighting installed in accordance with crime prevention design principles. Creating a good environment for pedestrians is likely to involve the provision of footpaths on both sides of all carriageways. Pedestrian crossing points should be carefully designed with flush dropped kerbs and tactile paving.
- 2.3.45. Local authority adoption of all or most of the new streets and public realm areas is likely to form part of a partnership for sustainable, comprehensive management, together with agreements with the councils and Metropolitan Police to guarantee public access. Sustainable, comprehensive management requires high quality maintenance, cleaning and enforcement regimes, throughout the development, with adequate protection and provision for public transport services.
- 2.3.46. The detailed alignment of Pancras Road is important to the setting of the station as now extended, to pedestrian and traffic movement and the setting of other heritage buildings. The realignment agreed in connection with the CTRL changes should be re-evaluated in the light of the overall development proposals for the Area with a view to returning it to its original position. This is likely to have additional advantages for the public realm, for reducing pedestrian and traffic conflict, and to make more efficient use of land in this part of the site.
- 2.3.47. Highways, cycle lanes, footpaths, parking spaces, cycle storage facilities, directional signage and so on should be designed with regard to the council's current Supplementary Planning Guidance and other recent best practice in order to enhance the local environment and reduce clutter. The aim is to achieve excellence in urban highway design and street management.



*Planters can be used instead of bollards*

Camden 2002:  
Supplementary Planning  
Guidance – Section  
5.7.16 - 18



*Carriageway lighting, footway lighting and signals mounted on a single column reduces street clutter*

## 2.4. Economic Development

2.4.1. Economic development is an important part of regeneration and needs to be delivered in partnership with the two councils and appropriate delivery, support and training agencies. As an Opportunity Area in the London Plan, the Area and the Triangle are of sufficient scale to make a significant contribution to London's economy.

2.4.2. The local King's Cross communities are currently some of the most deprived in the country and - for regeneration to have any meaning - new investment must spread and sustain the economic development and integration into the surrounding area. To maximise benefits to local people requires positive actions: it is not sufficient to rely on "trickle down" optimism.

2.4.3. From an economic development perspective some of the priorities for the councils, developers, the London Development Agency and others include:

- > A variety of retail and entertainment floorspace within the Area and the Triangle which does not threaten other regeneration, integration, employment and housing opportunities;
- > A variety of business floorspace within the Area and the Triangle, ranging from corporate headquarters through to space suitable for small and start up businesses. Efficient buildings with flexible floorplates and innovative design and tenure arrangements are more sustainable and capable of providing a range of unit sizes;
- > Ensuring that local residents have access to existing or new local training and employment opportunities, addressing the skills mismatch between the local labour market and opportunities arising from all the development phases and beyond;
- > Providing viable opportunities for the cultural, media and other sectors which are important growth sectors in London that are already present in the King's Cross area, and bring diversity of employment;
- > Assisting smaller businesses (e.g. venture capital funding), providing central business support and working with key partners on transitional arrangements and relocation assistance as part of phased development; and
- > Flexibility in phasing, construction and layout to meet changing market demand and ensure diversity of use within the Area and the Triangle.

2.4.4. The London Plan emphasises the Area and Triangle's scope for high density business development. The provision of a "critical mass" of office floorspace in the Area and the Triangle is a cornerstone of viable regeneration. It will provide most of the job opportunities.

2.4.5. Most of the Area and the Triangle is appropriate for office use, particularly south of Regent's Canal, along York Way and adjacent to the CTRL embankment, but the size, design and location will be strongly influenced by the overall spread and mix of uses, transport links and townscape factors.





2.4.6. Office developments should:

- > Help create a lively, mixed-use character from the outset, and avoid concentrations of monolithic units;
- > Provide opportunities for public and shared areas on upper levels within larger blocks for use as cafes, restaurants, workplace crèche facilities, gymnasiums, etc, subject to security considerations; and
- > Provide affordable business support activities in conjunction with smaller office accommodation to encourage and ensure sustainable enterprise. These could include centralised office support functions, business advice services, on-site recruitment services and other measures to maintain employment diversity.

## 2.5. Retail, Leisure, Entertainment & Related Commercial

2.5.1. Existing retail provision within the Area and the Triangle and its immediate environs is relatively small scale and primarily serves the needs of workers and travellers and, in part, the local population. At present, there are few retail activities that attract a wider clientele. Camden's Neighbourhood Renewal Strategy (2002) identified a local perception of a lack of local modern convenience shops.

2.5.2. Retailing, leisure, entertainment uses including "commercial leisure" activities like cafes, restaurants, etc, are important because:

- > New development should meet its needs for shopping, conveniently located for the whole development area and nearby communities, providing in particular varied retail activities appropriately located across the Area and the Triangle, allowing residents, visitors and workers easy access to a range of shops and local services and contributing to a vibrant and rich streetscape;
- > They are important supporting elements in the Area's varied role within Central London, recognised as a 'new quarter for London' (RPG3) and as an Opportunity Area in the Central Activities Zone in the London Plan;
- > They offer an appropriate, and potentially beneficial, alternative uses for a number of the heritage buildings, securing their future in a way that is likely to involve less extensive physical interventions than some other uses;
- > Key gaps in local retail provision can make it difficult for local communities to have easy access to a range of competitive goods and services;
- > These uses can generate positive values which help deliver the mix of uses, high quality development and regeneration benefits called for in this Brief;
- > The sharing of leisure, retail and cultural facilities can provide economic and social integration with a wider area; and
- > Shopping, entertainment and other uses can create lively, safer streets in a mixed use development, increase the range of job opportunities and attract people from the surrounding area to support cultural events.

DETR, 1996, Planning Policy Guidance Note 6

ODPM, 2003, Draft Planning Policy Statement 6: Planning for Town Centres

LB Camden, 2002 Neighbourhood Renewal Strategy





2.5.3. Section 6.14 of the Camden Replacement UDP Deposit Draft states that the Area provides potential for the establishment of food and drink and entertainment uses in a planned environment where residential amenity can be protected and there are excellent transport links.

2.5.4. The quantum of retail proposed must not cause unacceptable harm to the viability and vitality of centres in Camden, Islington and other neighbouring boroughs.

### Design considerations

2.5.5. Shops and cafes, etc, can make a positive contribution to the attractiveness of an area and particularly enhance streets and public spaces. They have a degree of design flexibility, but can also easily become unattractive and harmful features unless care is taken:

- > The councils will look for a co-ordinated “design and management approach” for retail units in the Area and Triangle, giving firm guidance on shopfront appearance, signage, lighting, security and maintenance, etc;
- > For the Grade I Listed Stations, including St Pancras Chambers, this approach is required to ensure that independent decisions from tenants are complementary to and compatible with sensitive restoration of the heritage fabric;
- > Large storefronts can reinforce a long, block rhythm in the street scene, reducing vitality and human scale. The negative effects of such long frontages should be avoided with strong dividing elements that introduce a shorter, more interesting rhythm, including fascia breaks; and
- > Night time opening adds to safer streets, but can create conditions which make good standards of local amenity, particularly for residents, hard to achieve. The councils will wish to discuss licensing and related urban management controls with developers/ landowners/ occupiers, in line with its licensing and other relevant policies.

## 2.6. Tourism

2.6.1. The Area’s Central London location and high accessibility, and the proximity to two main train termini, make it an appropriate location for new hotel accommodation. Proposals to bring the St. Pancras Chambers back into use as an hotel will be welcomed, and will also allow greater public access to the Grade I listed building. Further hotels would be appropriate in this location, particularly those ensuring a range of types of such tourist and visitor facilities.

2.6.2. Proposals for new tourist attractions and activities will be assessed for their contribution to the overall diversity of uses, the range of employment, and to the viability and vitality of retail provision. Specific proposals will also need to be assessed in relation to transport capacity, traffic generation, parking requirements and environmental impacts especially noise, and should be fully integrated into their surroundings. Wider public access to hotel facilities, viewing terraces, etc, can be a welcome feature of a lively area.

2.6.3. Visitor attractions and facilities provide good local employment opportunities and will be expected to adopt the best practice measures for local recruitment, training and access to work applicable to all developments.

## 2.7. Other Economic Development

2.7.1. The Area already has significant industrial “capital”, helping to provide a wide range of jobs and essential functions supporting the city. These include the:

- > Three aggregate batching and cement plants that make a major contribution to sustainable materials transfer from rail to road in the centre of the capital, saving some 100,000 long distance HGV trips a year. These are to be retained in new facilities on land north of the CTRL rail line;
- > Two stations that provide good local employment opportunities and will be expected to adopt the best practice measures for local recruitment, training and access to work applicable to all developments; and
- > Various light industrial and storage businesses that currently occupy much of the central area around the Granary building. Some of these may wish to return or have transitional arrangements, which Camden will seek to assist where appropriate and with the relevant partners, including developers.

### **New provision**

2.7.2. For many reasons, new storage and heavier industrial activities are considered to be inappropriate to the Area and the Triangle unless they directly support the railways and stations.

2.7.3. Light industrial (B1) activities can sit alongside most other land uses. In terms of amenity, however, more ‘traditional’ uses or those that do not require a proper “shop front” that would enliven the street scene are best located to the north around the Camden depot, with access taken from York Way.

2.7.4. Light industrial activities will contribute to meeting the councils objective for mixed-use development, broaden the employment base and accommodate locally important businesses.

2.7.5. The London Plan has identified a number of dynamic emerging sectors, which could broaden London’s economic base and provide wider employment opportunities. These include e-business related activities.... the creative industries and the environmental industries. Plus a range of scientific, research and medical businesses at King’s Cross could benefit from proximity to the large number of higher education and medical institutions nearby.

2.7.6. Successful proposals are likely to include:

- > Light demand on the road network;
- > The provision of smaller units capable of use as managed workshops or incubator units for fledgling companies;
- > Provision for medium and larger units to accommodate growing firms, capable of offering units of up to about 1000 m<sup>2</sup>; and
- > Light industrial uses retained or introduced where possible in the voids under railway bridges and viaducts.



*Industry and construction*



*The Granary and its uses*

Islington has designated the King's Cross area east of 'York Way' as a creative industries quarter

King's Cross Central, 2002, Employment Training and Economic Development Review

London Borough of Camden, 2003, Draft Social Inclusion Strategy

London Borough of Camden, 2002 Neighbourhood Renewal Strategy

## 2.8. Employment and Training

### Labour Demand

2.8.1. Delivering a successful development scheme does not in itself provide automatic regeneration in the surrounding local communities, particularly communities experiencing long term, high levels of deprivation. Development of the Area and the Triangle offers a very substantial growth in new job opportunities for local people. However, the skill levels likely to be in demand and those found amongst residents are not well matched. Regeneration provides the main opportunity to tackle high unemployment, lack of basic skills and the subsequent low pay, deprivation and health issues in the surrounding area. Successful integration of new development by maximising local employment will show great improvements for local communities.

### Linking Jobs with Local People

2.8.2. To ensure a genuine increase in jobs in the local economy, it is essential that local residents, particularly unemployed people, have good access to new job opportunities. This means removing the barriers to work and preparing young people and the more excluded groups of black and minority ethnic communities, or people experiencing long term unemployment, women, disabled people, refugees, asylum seekers and lone parents to take advantage of these opportunities.

2.8.3. At this stage, Camden and Islington expect at least 15% of new jobs to be taken up by local people by 2012, linked to phasing, education and an ongoing employment strategy. This link is likely to be a King's Cross Education, Employment and Training Strategy, devised, implemented and monitored collectively by the councils, local people and training providers, and the developers and incoming businesses. The focus will be on the local wards, with a wider zone perhaps extending to neighbouring boroughs where appropriate.

2.8.4. The Strategy would focus on both construction and occupation employment opportunities, and include some or all of the following:

- > Targets for recruitment of unemployed and other excluded people;
- > Various education or achievement programmes including some or all of the following: school liaison, curriculum development, additional funding for initiatives to raise education achievement, education and training compacts;
- > A construction employment and training programme, including the development of a formal King's Cross Code of Construction Practice (supported by a Contractors Group) including measures for local recruitment;
- > Continued running of the King's Cross Construction Training Centre, due to open in April 2004;
- > Ongoing basic skills training for unemployed and low skilled residents, providing a base level of skills with progression routes to customised training and employment;
- > Working with local schools to prepare students with the confidence, skills and qualifications required to access employment. This would include support for 0-19 and 16+ programmes;



- > Providing or assisting with customised training focused on achieving qualifications and delivering sustainable job opportunities, to prepare residents for employment in the business/finance, transport and retail/hospitality sectors, and particularly in “intermediate occupations” such as clerical, secretarial, sales, catering and personal services;
- > An on-site Employment Brokerage Service linked to specific skills training;
- > Workplace childcare facilities;
- > Temporary use of vacant buildings on site or nearby for employment and training premises, brokerage services or other business support;
- > The flexibility to adapt to changes over the years, for example in the local communities or in funding; and
- > Full participation by incoming businesses and employers.

2.8.5. It is likely that a successful education, construction and training strategy will need a co-ordinated consortium of interested parties to take it forward. This would include any jobs brokerage providers, the London Development Agency, the Learning and Skills councils, further education colleges, Jobcentre Plus, local training providers, Connexions, community representatives, neighbourhood partnerships and contractors, the councils and other major public sector employees such as the NHS. Developers with their tenants have a key role in this, such as outreach work to ensure that all communities are aware and able to access opportunities generated by the development.

2.8.6. While initial employment opportunities will be generated through the construction process, the significant and sustainable employment will be the end-use jobs created. Therefore, education, training and employment programmes must be targeted at both the construction and end-use opportunities.

2.8.7. The councils wish the strategy to take effect at the earliest opportunity, particularly for construction training, and will seek both this and the organisational commitment of the developer by legal agreement. Camden and Islington will pursue the strategy within the regeneration “Arc Of Opportunity” framework for additional LDA funding assistance.

## 2.9. Housing

2.9.1. Housing of different types and tenures should be well-integrated with other uses, as part of a vibrant new quarter for London. There is scope to create contemporary housing that is characterised by high quality design incorporating sustainability in both construction and use. It is intended that housing, including affordable housing, be included in each major phase of the development. Proposals for affordable housing should avoid excessive concentrations, and should not create accommodation that is immediately identifiable as affordable housing.



*New King's Cross  
Workplace Coordinator  
Project Training Centre*



*The Courtyard*

DETR, 1992, Planning Policy Guidance 3: Housing

Llewellyn Davies, 2000, Sustainable Residential Density: exploring the housing potential of large sites



“By designing places for people, and building “homes” rather than simply “housing”, we will create sustainable communities, restore vitality to our neighbourhoods and deliver an urban renaissance in London”

Richard Rogers in “*Housing for a Compact City*”

The Mayor of London’s publication “*Housing for a Compact City*” suggests a density range of 450-700 habitable rooms per hectare for London locations with high transport accessibility.

The Sustainable Residential Quality (SRQ) modelling adopted by the GLA identifies potential densities up to 1100 hrh in such locations.

*Circular 6/98, Planning and Affordable Housing*, says “Higher densities should be encouraged on easily accessible sites where appropriate.... but such developments will need special care in their design to ensure a good quality environment.” (paragraph 14)

2.9.2. In view of the particular nature and high restoration costs of St Pancras Chambers, no affordable housing will be required within the building. This consideration may also apply to the re-erected gasholders, depending on the nature and viability of their re-use. Contributions towards off-site provision will depend on the overall viability of acceptable proposals, subject to full financial appraisal. Other contributions towards education, local employment and training initiatives, community safety, health care, etc, will still be sought where appropriate.

2.9.3. Some residential moorings along the canal are desirable to retain local character and security, and add attraction to the waterway. The existing moorings should be retained, improved or re-provided locally, and there could be scope for additional residential and/or visitor moorings, whilst retaining a proper balance between public access, natural habitat and waterway character.

### General Housing Provision

2.9.4. The King’s Cross Chapter of Camden’s UDP (2003) states that a net increase of at least 1000 dwellings shall be provided in the King’s Cross Opportunity Area (Policy KC4), which means primarily on the Area and the Triangle.

2.9.5. There is a growing need to make the best use of scarce urban land and maximise new housing in the Area and the Triangle, in order to help deliver the London Plan’s 2016 housing target for Camden and Islington of 16,940 and 18,070 homes respectively and the Government’s Sustainable Communities Plan. Given this context, with an approach to high density development which ensures high quality design, the provision of at least 1800 homes within the Area and the Triangle would be desirable and appropriate because:

- > The site is exceptionally well served by public transport and can offer an important opportunity for the efficient use of land to provide significant numbers of homes for the Boroughs’ and London’s needs;
- > The housing needs of the surrounding area are acute;
- > Given the potential scale of commercial development, this quantity of housing will achieve a genuinely mixed use area;
- > This scale of housing provision contributes to sustainable development, and to the development of a sustainable community in the wider area; and
- > Innovative design solutions and higher space and other standards can enable higher levels of family and other accommodation to be achieved in high density housing.

2.9.6. High density does not imply a development dominated by tower blocks; there are many excellent examples in Camden and Islington of successful high density housing at five or six storeys or sometimes more.

2.9.7. Housing should be built to sit well within the wider street pattern, providing easy access to the street and increased community safety, rather than in introverted blocks within a ‘housing estate’.

2.9.8. Sustainable and successful high-density housing depends on a complex range of factors including location, management, mix, tenure, and the provision of community and public services and facilities. The design of high density housing requires special care as, without careful architectural and urban design, high-density developments will not lead to balanced, stable communities, or create places where people want to live.



2.9.9. Good design alone is not sufficient to guarantee a successful housing scheme and what is also required is an imaginative and responsive management regime that integrates all housing tenures into the wider area. All affordable housing should be designed to minimise lifetime management, maintenance and service costs.

2.9.10. Some internal space and other standards may need to exceed those set out in the Camden's or Islington's Unitary Development Plan in order to make high density housing work well on this site. The councils will apply the prevailing UDP policies for lifetime homes and wheelchair accessible development.



2.9.11. High-density housing needs to be supported by a comprehensive range of supporting social amenities close by. These are discussed in other sections of the Brief. They may be provided within the Area and the Triangle or accessible to it and may include (depending on the nature, scale and type of residential development):

- > Crèche, pre-school and other school provision;
- > Convenience shopping;
- > Play areas and public open spaces that have play areas for all ages;
- > Community meeting spaces; and
- > Health and primary care facilities.



2.9.12. Market housing is expected to contain a variety of dwelling sizes, including a quantity of homes of at least two bedrooms. On affordable housing, Camden will negotiate the provision for affordable housing within the context of Camden UDP policy KC4 and the Government's planning guidance on affordable housing, seeking a significant proportion of family housing to reflect local needs and the potential for more balanced communities.



2.9.13. In the borough generally, Camden currently (2003) seeks the following mix for social housing for rent: 20% x 1 bed; 30% x 2 bed; 30-35% 3 bed; and 15-20% 4 bed or larger. The council will take this and their housing needs at the time into account in negotiating the affordable housing component, which will be a matter for agreement with the developers.



2.9.14. Some locations within the Area are likely to prove inappropriate for residential use, because of environmental conditions. These locations include:

- > Facing the open tracks out of King's Cross Station;
- > Very close to the main stations;
- > Within some heritage buildings like the Granary;
- > At ground floor level above railway tunnels and abutting main roads; and
- > Very near to nightlife activities without adequate design safeguards.



### Affordable Housing

- 2.9.15. Affordable housing is both low-cost market and subsidised housing (irrespective of tenure, ownership or financial arrangements) that is made available to people who cannot afford to occupy houses generally available on the open market. The term applies to a wide range of housing types and occupiers, including for example families in social rented housing, sheltered accommodation, and shared equity schemes.
- 2.9.16. Camden UDP Policy KC4 sets out the basis upon which the council will negotiate the provision of affordable housing, to meet local and/or London-wide needs, including the need for larger, family housing. The policy requires that of the first 1000 additional units within the Area, 50% should be affordable, apportioned as 35% social housing for rent and 15% for essential workers and other intermediate occupiers. For units over and above the first 1000 additional units the councils has a target of 50% affordable housing, this should include a significant element of social housing for rent and housing for essential workers but may also include other forms of low cost housing. In assessing proposals against this policy, the councils will take into account the London Plan, prevailing UDP policies, other relevant policies, local and/or London-wide housing needs, the wider regeneration needs of the King's Cross area, economic circumstances and other material considerations. As Islington's UDP (2002) currently has a 35% affordable housing policy, affordable homes provision in the Triangle will be apportioned according to the prevailing UDP policies.
- 2.9.17. The affordable housing should not be located in discrete areas or as large estates but should be integrated into the wider development, along with market housing and other uses.
- 2.9.18. The provision of social and intermediate and other housing should be a significant element of each major development phase.
- 2.9.19. The achievement of a sustainable balanced community in the King's Cross area requires a level of certainty on numbers of dwellings and the funding arrangements for the social rented housing and intermediate units to ensure that sufficient grant and cross-subsidies are available, and that the future management is appropriate to the prospective occupants. Without this certainty, it is difficult for a council in its role as an enabler of affordable housing, for health trusts and education authorities as employers, and for a local authority as a service provider to plan for its future commitments. In particular, mechanisms to agree the following will need to be established before any grant of planning permission:
- > Appropriate unit mix and space / design principles;
  - > The method of setting rent levels and the scope of service charges to be levied on the social rented housing;
  - > The ownership and management arrangements for the social rented housing;
  - > The types of tenure and ownership of the intermediate housing;
  - > The target groups of occupiers and the selection criteria for each type of intermediate housing and the total occupancy costs which would be appropriate for that group; and
  - > The long term ownership and management responsibilities for the intermediate housing.



- 2.9.20. The councils will seek to maximise grant and public subsidy in order to optimise the delivery of affordable housing, remembering that grant and subsidy may not always be available during the development period.

## 2.10. Health

- 2.10.1. The health of the existing and future residents is a focus for Camden's Community and the Neighbourhood Renewal Strategy, particularly for King's Cross. One of the main aims for improving health status locally is to address the persistent and increasing inequalities in health. Reducing health inequalities can be achieved by ensuring equity in terms of access to good quality health services and by recognising the important contribution that can be made to people's health by addressing the wider societal determinants, such as access to work and better jobs, better education, good housing, safer streets, all of which contribute to a healthier future. Comprehensive and sustainable development that achieves social integration and cohesion, rather than displacement of the most vulnerable will deliver substantial health benefits for the area, and the councils will work both Primary Care Trusts (PCT), other NHS trusts e.g. University College London Hospital, private healthcare providers, other agencies, developers and local communities to ensure this happens.
- 2.10.2. For the organisations above, in terms of direct health impacts and service provision, the four main priorities are as follows.

### Construction Impact

- 2.10.3. During the construction phase, which could extend for another 15 years, it is important that adverse impacts including noise, traffic and other forms of pollution are minimised. Construction impacts on health will need to be identified through Environmental Impact Assessment supported development proposals, and reported in Environmental Statements.
- 2.10.4. The Implementation section identifies the content for planning and other applications for the various proposals within the Area and the Triangle. This includes an Environmental Sustainability Strategy and Code of Construction Practice needed to ensure that adverse environmental and health effects are minimised.

### Population Increase/Service Capacity

- 2.10.5. The emerging development proposals involve substantial numbers of new residents and workers and a large increase in the transient population of people who travel through or to King's cross as a major transport interchange. Health services and facilities are overstretched at present. It is important to ensure substantial demand is not placed on existing services and facilities in the surrounding area because of the development without a concomitant increase in appropriate health services and facilities to meet the needs of this expanded population.

### Quality Of Service Provision And Health Outcomes

- 2.10.6. For both Camden and Islington PCT, the aim is to increase the quality of service provision in the area such that healthcare is not only effective in terms of better outcomes for local people but also appropriate in terms of the needs of local people, especially vulnerable groups suffering from health and other inequalities. The provision of health services and facilities to meet the needs of people coming to live and work in King's Cross, or travelling to/through the area, as a result of the development will facilitate the delivery of high-quality healthcare and increase the

Camden and Islington Health Authority, 2001, Health Inequalities

Camden PCT, 2001, Camden Central Health Assessment

Barton et al, 2000, Healthy Urban Planning



*Wheel washing to remove dust and mud*



likelihood of better health outcomes for all. In the absence of appropriately increased provision, the quality of care and of health outcomes for both new and existing communities will be compromised.

- 2.10.7. Health provision related to new housing will be subject to re-assessment in the light of actual dwelling numbers, the timing of their occupation, the population mix and other factors which will become clearer as development proposals come forward. Meeting the needs of this population will involve some or all of the following:
- > Integrated primary health care service and support facilities including a walk in centre to serve the new populations. Such facilities will need to comply with prevailing standards and cater for the diverse ethnic population and the wider community including vulnerable groups e.g. black and ethnic minority groups, homeless, drug users, sex workers, refugees and asylum seekers;
  - > Residential care places, including extra-care sheltered accommodation for elderly people where smaller, community-based culturally sensitive provision would be preferable to large homes;
  - > Day centre facilities for the more active elderly, with special facilities for those with significant disabilities; and
  - > Facilities for those with learning difficulties, those re-housed in the community from longstay hospital care, and those with mental health problems, in accordance with government community care policies. These should aim to provide premises adaptable to a range of residential, day-centre, respite and outreach services, and may include cluster housing, respite facilities and a day centre.
- 2.10.8. Such facilities may best be located in the Area and Triangle. However, where a facility is better placed outside the Area and Triangle (but accessible to it), the councils, alongside the PCTs and other health care providers in the area, will work with the developer to identify and deliver the best location. In all cases the funding and the partnership work required indicate that new facilities are likely to be provided as co-operative ventures.
- 2.10.9. The redevelopment of the King's Cross area will entail an increase in the number of residents and workers. In addition there will be an increase in the number of people travelling to or through the expanded transport interchange. This rising residential, working and transient population will necessitate increased provision of health and healthcare services that not only meet the increased demand but also are appropriate to the various service users, e.g. catering for large ethnic diversity, and providing for port health care.

#### **Emergency Planning and Port Health**

- 2.10.10. Various risk assessments and subsequent measures will need to be identified and implemented by the statutory agencies (fire, police, ambulance, councils) and healthcare providers in collaboration with the landowners, developers, and operators of the major transport infrastructure to make prudent provision for the health and other impacts arising from a major incident/accident at King's Cross / St Pancras and the status of King's Cross as a port. The assessments and measures referred to are a matter for a number of different organisations and agencies.

## 2.11. Education and Children's Services

- 2.11.1. The introduction of housing on the site will increase the number of school-aged children, and there will be many young people visiting the Area too. Some of the new resident families may be relocated from other homes within the locality and the children may already be attending a local school, but others will be totally new to the area.
- 2.11.2. A significant increase in the numbers of school-age children in the area could pose problems for the local primary and secondary schools, particularly in Camden on current assessments of existing and planned capacity. Absorbing more full form entries within existing premises is not likely to be achievable.
- 2.11.3. Both Islington and Camden has implemented a number of projects and strategies in recent years, including successful Sure Start programmes. These play a strong part in Camden's Community, Social Inclusion and other Educational strategies that are now focusing particularly on services primarily for all those aged between 0-19 years. New development will place a greater demand on these services, and developers are encouraged to work with both local authorities to address the demands in an innovative way that makes best use of available funding.
- 2.11.4. Estimates of the eventual residential and working population of the Area and the Triangle will vary, and a more detailed range of required provision will be developed to accommodate future needs, some of the following may need to be included:
- > Provision for primary school ages, currently estimated to be within two-form entry accommodation, with attached Sure Start, Children's Centre and health and social care, to provide fully for the 0-11 age group. Nursery places for under 5s age group will need play areas, etc, and floorspace requirements will reflect the standards in force at the time. This provision may be co-ordinated with workplace childcare facilities, and may be delivered as part of current proposals to achieve co-operative provision over the wider King's Cross area;
  - > Appropriate provision for secondary school age children, for example adding the required form entry/entries to South Camden Community School, and including adult and community learning provision with some childcare facilities. An additional site nearby may be needed to match space to a co-ordinated range of provision for the 14-19 age group and adults that includes the existing City Learning Centre - a community college model;
  - > Additional Sure Start funding and enhanced 0-19 benefits such as bursaries and other support from incoming businesses; and
  - > Appropriate provision for youth activities and facilities, and services such as Connexions.
- 2.11.5. Such provision may be within the Area and the Triangle or accessible to it. Close partnership working on funding and delivery will be essential. Elements may also share buildings and spaces with other uses, and encourage people to move throughout the whole King's Cross area. At the appropriate time, the councils will also consider day centre facilities for disabled people, connected to a resource centre that assists in accessible transport services, and adult education – perhaps linked to education, employment and training opportunities.

London Borough of Camden, 2003, Draft Social Inclusion Strategy

London Borough of Camden, 2003, Draft Children and Young Persons Strategy

Every Child Matters, 2003, DFES Green Paper



- 2.11.6. The London Plan encourages the location of centres of academic excellence in key locations with good public transport amongst other criteria. The Area is a potential location for further learning, such as higher education institutions.

## 2.12. Leisure, Culture and Community Facilities

- 2.12.1. Leisure Future's study (2002) identified that one of the key needs at the neighbourhood level is to help individuals engage in cultural activities. In this context, it is important for the new development to provide sufficient facilities for the expected increased in residents, visitors and workers who will come to King's Cross. Relevant training, access to information and resources, coaching and mentoring are contributory activities.
- 2.12.2. The Area and the Triangle provides an opportunity for the introduction of leisure, cultural and community facilities as part of the overall balance of uses on site. There should be facilities that are accessible, affordable and responsive to community needs. In particular, facilities that provide an opportunity for people to undertake physical activity will have a beneficial effect on both physical and mental health.
- 2.12.3. In meeting needs and taking new opportunities, the appropriate types of facilities should include some or all of the following, many of which being capable of sharing or otherwise working in combination to optimise floorspace, affordability and management:
- > Youth facilities and very high quality, indoor and outdoor play areas;
  - > Community centre(s), which may be associated with appropriate places of worship;
  - > Indoor recreation and sports hall;
  - > Swimming pool(s);
  - > Library and tourist information points;
  - > Visual arts centre;
  - > Contributions towards arts programmes and public art works; and
  - > Enhanced facilities for canal users.
- 2.12.4. In some circumstances, the upgrade of existing nearby facilities in poor condition may be preferable to building new facilities on-site. This can often be more sustainable, a better use of resources and retains facilities that are located within the communities that need and use them. However, the councils will continue to work with health, social and other services and the local community to prepare options.

Leisure Futures Limited,  
2002, A Cultural Plan for  
King's Cross

London Borough Of  
Camden, 2000, Camden's  
Cultural Strategy –  
Enriching Life

London Borough Of  
Camden, 2000, A Different  
League – Camden Sports  
and Physical Activity  
Strategy

London Borough Of  
Camden, 2000,  
Community Strategy

Sport England, Planning ,  
1999, Policies for Sport

DTLR, 2001, Better Places  
to Live by Design: A  
companion guide to PPG3





## 2.13. Open Space

### Existing Provision

- 2.13.1. Camley Street Natural Park is a nature reserve with restricted public access, and St Pancras Gardens is a cemetery and small garden space. These two spaces are valuable and improve local amenity, however, they otherwise make a clearly limited contribution to wider open space functions partly due to their small size. Regent's Canal is a linear open space that performs a number of recreational and non-recreational roles including nature conservation.
- 2.13.2. Other open spaces are also found in the wider area including Argyle Square and the British Library Courtyard. However, the latest preliminary studies have identified some deficiencies overall.
- 2.13.3. Local open space and sporting needs are influenced by:
- > The concentration of housing in the surrounding area much at high density including relatively few homes with access to a garden. Public open spaces have to perform an enhanced role to support recreational needs normally met by private gardens (children's play, informal games, etc.);
  - > The higher levels of deprivation within the King's Cross area, which mean that some existing residents may not be able to readily access sporting opportunities due to poor connections, cost and related factors; and
  - > The cultural diversity of the wider area, with a wide variety of different needs, currently met to varying degrees.

### New Provision

- 2.13.4. Both Islington and Camden will seek the provision of a range of public open spaces and publicly accessible open spaces (inc green spaces) within the Area and the Triangle, and both councils will expect new provision to have different forms to help meet appropriate existing needs, and those arising out of the development.
- 2.13.5. There are two key priorities. Firstly, there should be adequate provision across the Area and Triangle for children, residents, the working population and visitors. Secondly, there should be a range of high quality "civic" spaces designed within a public realm and open space strategy for the Area and the Triangle, particularly the King's Cross Central site, as part of the creation of a new high quality sustainable quarter building upon its valued historic character but bringing new distinctive identity.
- 2.13.6. Camley Street Natural Park is the only predominantly green space located within the Area. This park has important "green lung" and townscape value, but it cannot be relied upon to meet the open space requirements for the new development and is not considered suitable for use as a local park.
- 2.13.7. The Regent's Canal offers a different kind of open space, with recreational value but more robust and specialist in its character and value. The Canal has the potential to contribute a very attractive space at the heart of the development, able to perform a range of leisure



Camley Street Natural Park



Argyle Square



British Library

- DETR, 1991, Planning Policy Guidance 17: Planning for Open Space, Sport and Recreation
- ODPM, 2002, Planning for Open Space, Sport and Recreation
- ODPM, 2002, Assessing Needs and Opportunities: A Companion Guide to PPG17
- ODPM, Urban White Paper, 2000, Our Towns and Cities: The Future
- Urban Parks Forum, 2001, The Parks Assessment Report
- ODPM, 2002, Living Places: Cleaner, Safer, Greener
- CABE and DETR, 2000, By Design: Urban Design in the Planning System: Towards Better Practice



Other useful information may be found on the following websites:

[www.cabespace.org.uk](http://www.cabespace.org.uk)

[www.pps.org](http://www.pps.org)

[www.london.gov.uk](http://www.london.gov.uk)



functions, meet the needs of different groups while balanced against other aspirations mentioned elsewhere in this Brief. Enhancement, including improved access and safety, is also important to its role as a Green Chain and a section of the Metropolitan Walks network (see also section 3.5).

2.13.8. Estimates of the eventual residential and working population of the Area and the Triangle will vary, and more detailed requirements for open space provision will be developed. These requirements are likely to include:

- > A local park that is primarily a 'green' space and is designed and landscaped to allow for passive and active recreation, maximise accessibility and be safe and secure. A park of less than 1.0ha is unlikely to fulfill this role; and
- > A range of children's play areas and facilities;
- > Different public and publicly accessible open spaces (inc green spaces), appropriate to the needs and character of particular parts of the development (see section 3 for further guidance).

#### Open Space Design

2.13.9. Good open spaces address crime, safety and security issues and also score well on accessibility, functionality, orientation, robustness, outlook and microclimate. Good management is essential to maintaining quality and safety. This may include other options such as 'community gardens'

2.13.10. New and enhanced open spaces should also be designed to:

- > Reflect the strong urban and historic industrial character of the site where they provide a context for the Area's distinctive 'heritage buildings. High quality, robust hard-surfaced public realm are likely to be more appropriate to these buildings and their setting; and
- > Include innovative approaches to landscaping and planting in and around new and existing buildings including roofs, to create an environment for wildlife and plants and provide elements of sustainable drainage.

2.13.11. Collaboration with the community, artists and designers is an important element in designing successful civic and other open spaces.

2.13.12. High quality and innovative design is vital in the creation of recreational space for residents in high density housing, particularly where child densities are higher. The solution is likely to involve a combination of individual balconies or upper level terraces, and clearly defined and well-managed public open space, for example enclosed by buildings on three sides and the street along the fourth side. These arrangements optimise safety and increase the availability and sense of space throughout development, without creating inward-looking, defensive blocks. However, there may also be a role for appropriately designed communal or courtyard spaces.

2.13.13. The quality of the street environment is also important, especially as routes between and alongside formal open spaces, and as part of the public realm generally.

# King's Cross Opportunity Area Planning & Development Brief Part III

## The Built Environment

### 3. The Built Environment

#### 3.1. Design Context

3.1.1. The Area and the Triangle still retain a strong industrial character derived from its railway heritage. This character is an asset to any new development. The development presents an opportunity to create a new place where attractive spaces are framed by good architecture and high quality design weaving the historic elements into a new and distinctive part of Central London.

#### Site landmarks and features

- 1 St Pancras Station
- 2 Euston Road
- 3 King's Cross Station
- 4 Gas Holder No. 8
- 5 Regent's Canal
- 6 York Way
- 7 Granary Complex
- 8 Camley Street Natural Park

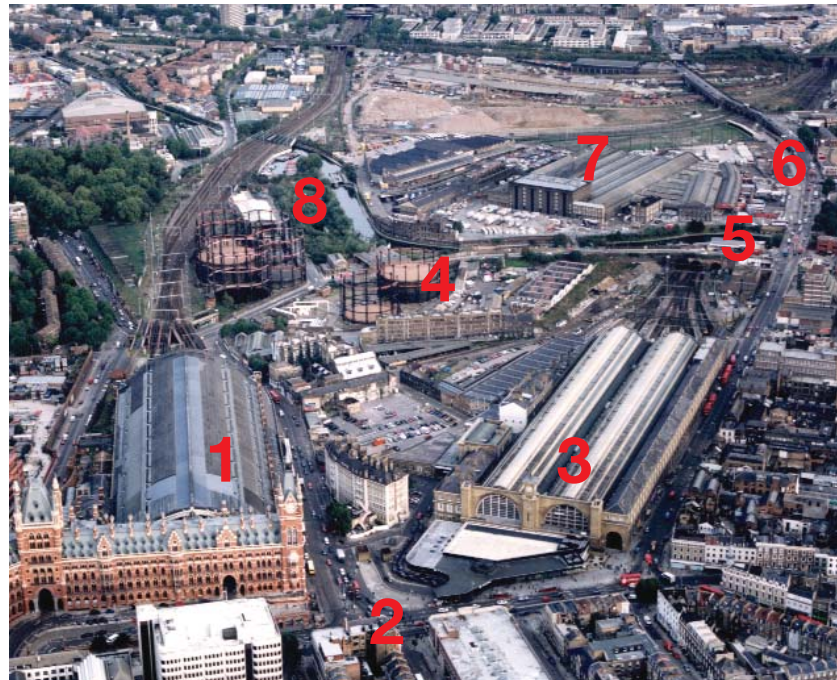


Figure 3.0 Site landmarks and infrastructure

The ODPM guide 'By Design' notes that notes that key aspects of urban design are:

- > Creating a place for people
- > Enrich the existing
- > Make connections
- > Work with the landscape
- > Mix uses and forms
- > Manage the investment
- > Design for change

These seven defining principles underpin the Council's thinking for the successful development of the King's Cross Opportunity Area.

3.1.2. London has a varied language of streets, squares and other features that should be reflected in the main development if it is to integrate into the city successfully. The success of the development will be substantially experienced and judged at and from street level.

3.1.3. Physical integration through improved linkages with the surrounding area is visually and psychologically very important, to encourage and underpin the commercial, economic and social investment that will settle the new part of London into the city. This will improve the sustainability of surrounding areas and spread the benefits more widely. An inward-looking new development will fail to meet regeneration objectives.

## 3.2. A Masterplan Approach

3.2.1. This Brief recognises the need for flexibility in the development and assessment of proposals, taking account of the likely extended development period. It seeks however a comprehensive approach to the whole site, to ensure development achieves the full regenerative potential of the site. A comprehensive approach is also considered essential to the creation of a quarter with its own distinctive character, and to the introduction and maintenance of high quality standards throughout the development, including attention to the implications of development achieved in a number of phases.

3.2.2. A comprehensive masterplan for the Area and the Triangle will provide a unifying physical vision for development. A successful masterplan will:

- > Identify the elements of existing character and important buildings, landmarks and infrastructure which the development will protect, enhance and incorporate;
- > Establish a structure and layout based on principles of connectivity, permeability and successful urban design and environmental sustainability, and incorporating an open space and public realm strategy for the whole site; and
- > Set the standards of design and quality for the whole development and its separate phases.

3.2.3. The masterplan should include:

- > Proposals for the retained heritage buildings and fabric, showing how their restoration, adaptation, and reuse protects, and where appropriate, enhances them and their setting, and preserves or enhances the character or appearance of the conservation areas, and relates and contributes to the new development;
- > A road network that opens the Area to vehicles, preventing rat-running but with some through movement;
- > Streets and spaces that are accessible, safe and attractive, and connect successfully with surrounding areas;
- > Links to the area outside the site so that the physical and potential community severance created by railways and roads is reduced and where possible, eliminated. This will be aided by new connections to the existing highways at all current and opposite junctions, wherever practical;
- > A clear axis/route from north York Way to the station precinct and then on to Euston Road in the south, crossing the canal and then Goods Way at grade - figure 3.1;
- > East-west connections linking, where possible, existing communities and providing accessibility and permeability. This is likely to include a route connecting the CTRL canal bridge area (towpath) to Randall's Road (Bingfield Park) – figure 3.8;
- > A legible and varied street pattern, that does not create coarse grained 'estates', or blocks or precincts formed by the construction of stand-alone, large impenetrable floorplate buildings;
- > New development that defines York Way, Goods Way, Camley Street and Pancras Road as formal, recognisable London streets;

Commission for Architecture and the Built Environment /English Heritage, 2002, Building in Context

Llewellyn- Davies, English Partnerships and The Housing Federation, 2000, Urban Design Compendium

Urban Design Group, 2002, Urban Design Guidance

Camden Council, 2000, Streetscape Design Manual

Commission for Architecture and the Built Environment, and Officer of the Deputy Prime Minister, 2002, Paving The Way - How we achieve clean, safe and attractive streets

Commission for Architecture and the Built Environment and DETR, 2001, The Value Of Urban Design

English Heritage, 2001, Streets For All, a London Streetscape Manual

DETR, 2000, Our Towns and Cities: The Future, Delivering an Urban Renaissance. White Paper

DETR, 2000, By Design. Urban Design in the Planning System: Towards Better Practice

ODPM, 2003, Planning and Access for Disabled People: A good practice guide

GLA, July 2003, Accessible London: Achieving an Inclusive Environment, draft SPG

- > Pedestrian bridges across the canal in the lock area and across the tracks into King's Cross station aligned with Wharfedale Road;
- > High quality pedestrian and cycle routes, linked to existing footway networks and the London Cycle Network;
- > Integrated public transport routes;
- > Removal of the existing King's Cross station concourse to expose the main elevation of the Station, and the creation of a new concourse on the western side; integration of the new larger space in front of King's Cross with Euston Road, with the space(s) around the new western concourse, and with the approaches to St Pancras;
- > Significant public "place-making" at the main intersections of principal routes and main "entrances" into the Area and the Triangle;
- > A clear strategy for the public realm including green open spaces and other public spaces of varying size, form and function, and the ways of providing green links between them;
- > Crime prevention and community safety measures fully incorporated through design, layout and landscaping, with a layout that encourages the surveillance of streets, footpaths and communal areas, avoids left-over and under-designed spaces, the positioning of blank facades onto important routes and spaces, and poorly surveyed alleyways;
- > Variety and interest throughout the development, including a range of building heights, volumes and shapes, respecting important views, heritage buildings and the character and appearance of conservation areas;
- > Incorporate concepts of environmental sustainability through design, maximising opportunities for sustainable urban drainage systems, recycling, common service ducting, etc; and
- > A unifying, contemporary and effective design approach to streetscape, including bus shelters, signage, lighting, CCTV, CRT and other street furniture that maintains the high quality architecture and reduces street clutter.



### Key spaces

3.2.4. Central London has a variety of public spaces, especially the squares and open places with routes across. There are a number of locations where the enhancement of existing and the creation of new open spaces will make important contributions to the making of the Area and the Triangle into a “place”. These important locations are:

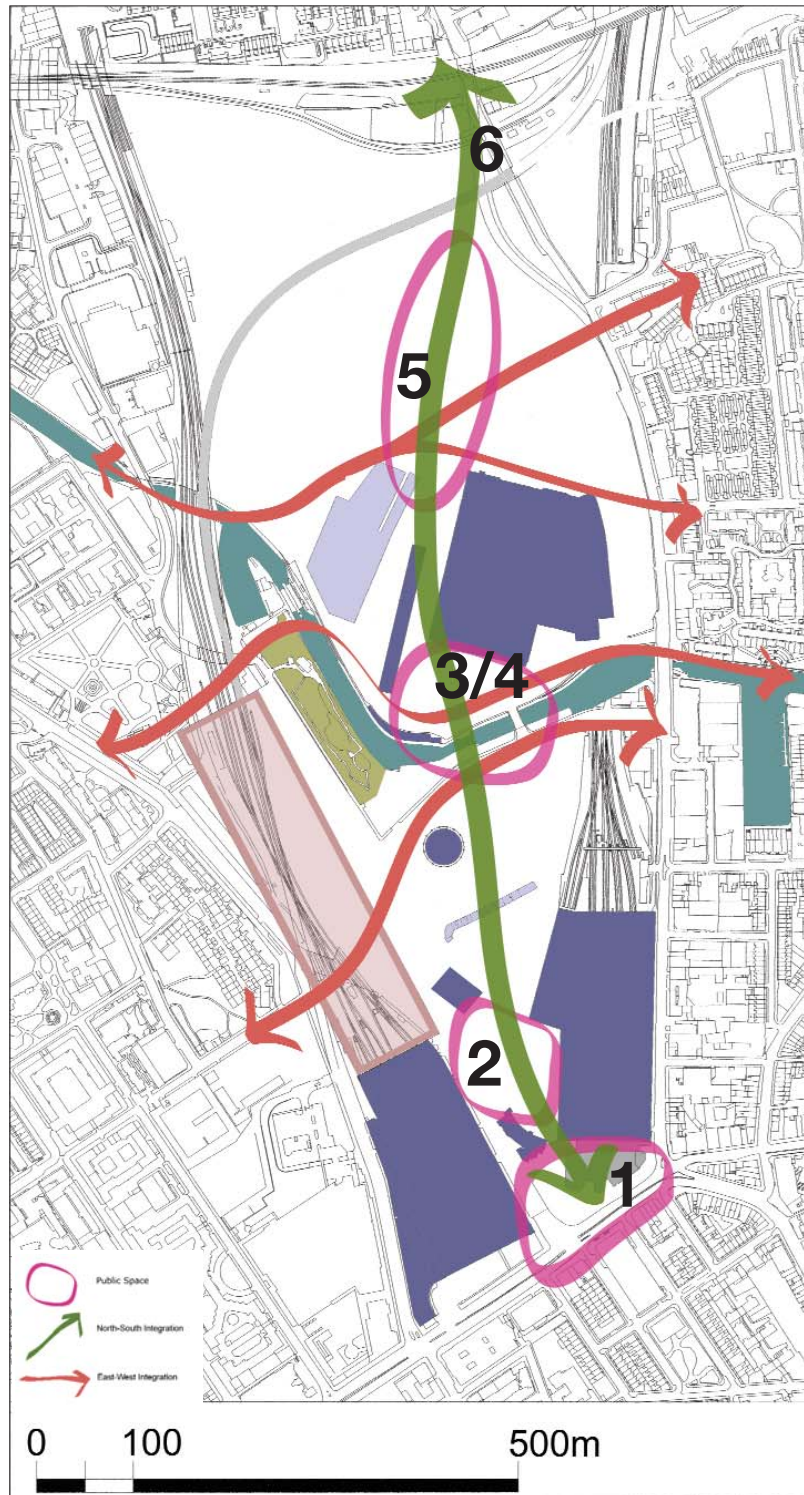


Figure 3.1 Key spaces and integration

3.2.5. These locations are considered in more detail in the sub-area sections of the Brief.

### Key

- 1 The Euston Road frontage to King's Cross Station, providing the setting for the Grade I Listed buildings, a new eastern focal point for Euston Road, and the southern “gateway” to King's Cross Central;
- 2 The area between the two stations north of the Great Northern Hotel where the new station concourses face each other. Here perhaps two spaces can be created, one around taxi, bus, cycle and pedestrian movement for the stations, and the other next to the German Gymnasium and the southern part of the major new development creating the beginning of a new principal axis leading north;
- 3 Regent's Canal towpath;
- 4 In front of the Granary, defining its setting and its relationship to the Canal, and attracting people to the diverse activities of the central heritage area of the development;
- 5 The area north of the Goods Yard heritage buildings, where potential routes crossing through the northern half of the King's Cross Central site would intersect; and
- 6 The area flanking York Way at the south side of the new CTRL bridge, to connect the Area with the Triangle and open up views through the underbridge area and into new development.

English Heritage, 2001, *Informed Conservation: Understanding Historic Buildings and their Landscapes for Conservation*

ODPM, Sept 1994, *Planning Policy Guidance 15 – Planning and the Historic Environment*

English Heritage, 1998, *Inventory of Architectural and Industrial Features*

Hunter and Thorne, Historical Publications, 1990, *Change at King's Cross*

DETR, 1997, *Planning Policy Guidance 1 – General Policy and Principles*

DETR, 2001, *Planning Policy Guidance 3 – Housing*

DETR White Paper, 2000, *Our Towns and Cities: The Future, Delivering an Urban Renaissance*

Urban Task Force, 1999, *Towards an Urban Renaissance*

Building Regulations, 2002, Part L & Historic Buildings

### Heritage

- 3.2.6. The Area contains a combination of historic buildings and structures, which arose from complex transport interchanges, unique in this country. The character of the heritage buildings and structures is mostly of a robust, unpretentious and industrial nature. The special character of the Conservation Areas is described in the relevant Conservation Area Statements (see paragraph 1.3.5)

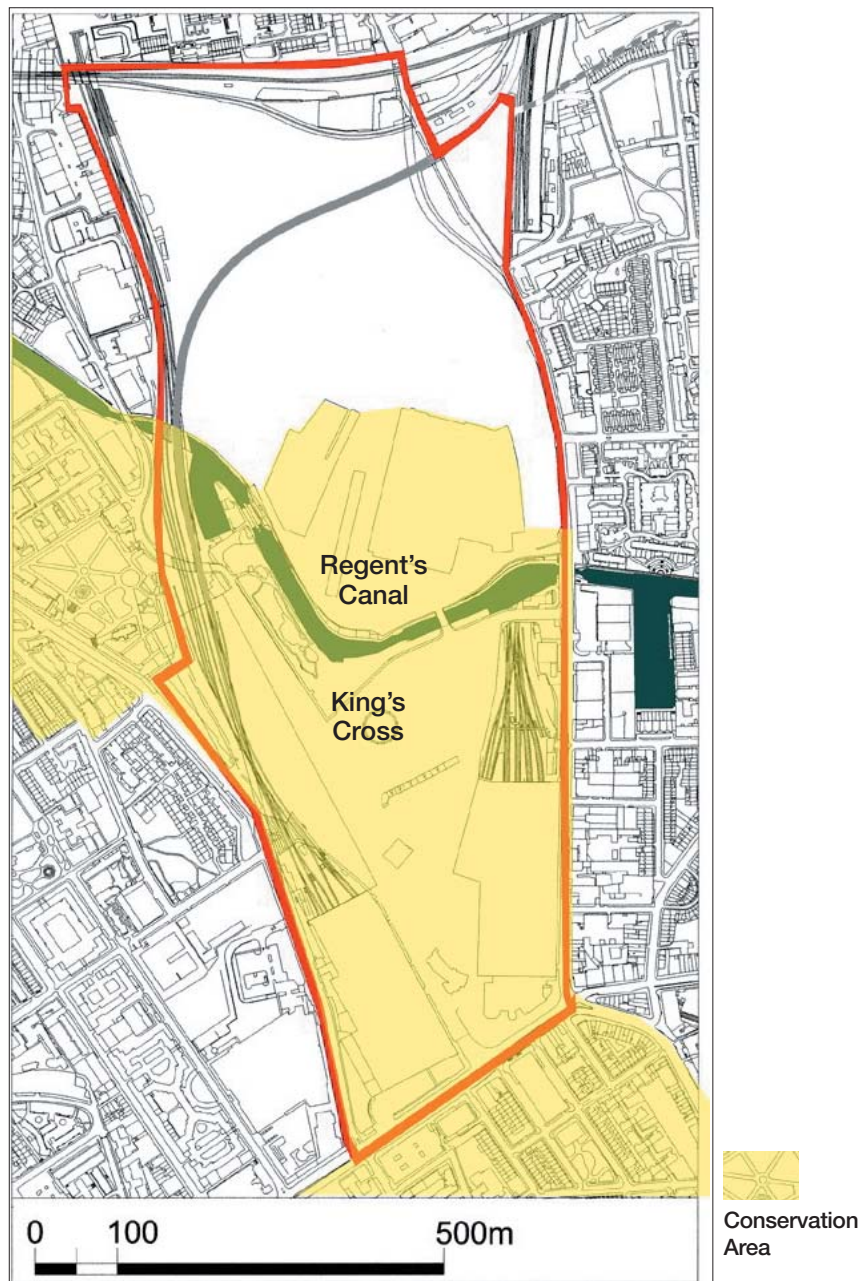


Figure 3.2 Conservation Areas, Listed and Contributory Buildings

- 3.2.7. The Area, and particularly its historic fabric, has undergone extensive change. Substantial transport infrastructure investment has brought about direct loss of fabric, altered the setting of many of the surviving buildings and has over a long period created uncertainty, which has led indirectly to change and loss through neglect and decay. Many of these buildings represent important and valued local assets, and it is necessary to assess the potential for their restoration and reuse in the context of the extent of change, and in the light of further significant change in the role of the area, its infrastructure and its land.



3.2.8. The general presumption in PPG15 is that all listed buildings are to be retained and permission will not be given for their total or substantial demolition. However, Government guidance provides that demolition may be acceptable if it brings forward other benefits, for example, where the proposed works would bring substantial benefits for the community, which have to be weighed against the arguments in favour of preservation (PPG 15 section 3.17). Demolition of unlisted buildings in a Conservation Area can similarly be justified if relevant similar criteria are met. Camden has therefore to assess proposals involving the loss or substantial alteration of historic buildings against other wider regeneration aims.

3.2.9. The main principles for addressing the Area's heritage include:

- > Development must have regard to the need to preserve or enhance the character or appearance of the Conservation Areas;
- > Appropriate uses should be sought for historic buildings, with sympathetic restoration and interventions. Changes such as creating new openings should not be to the detriment of the appearance and plan form of a building;
- > New development should not treat historic buildings as separate 'heritage zones'. The design of new buildings alongside historic buildings should be 'woven into the fabric of the living and working community' and historic buildings should not be set apart (PPG15 s2.14). A listed building may form an important visual element in the street. In this instance, there is a requirement on local authorities: "considering applications for planning permission or listed building consent for works which affect a listed building to have special regard to certain matters, including the desirability of preserving the setting of the building" (PPG15, s. 2.16);
- > Many items of aesthetic and historic interest including setts, kerbs, bollards, plaques, signs, track rails, etc, remain in the Area. These can enhance the Conservation Areas and help explain the complex land uses around the site. Wherever possible these elements should be recovered and re-used in a sustainable manner to improve the blend of old and new development. It may not be feasible to retain all these features, but every effort should be made to retain them on site;
- > Should archaeological remains be found on site they should be dealt with in accordance with relevant government guidance e.g. PPG 16;
- > Where demolition/alteration of significant buildings and structures is proposed, recording and analysis should be undertaken in accordance with relevant government guidance, eg PPG15;
- > The historic archaeological and technological significance of the building should be assessed in accordance with PPG15 (s. 2.15): "Some buildings are of intrinsic interest. It is important in such cases that there should be appropriate assessment of the archaeological implications of development proposals before applications are determined"; and
- > Provision of interpretation panels at key panoramas and places of interest to interpret what is being seen, and with signs and plaques explaining heritage features (for example the horse ramps at the canal).

English Heritage, 1997,  
King's Cross Railway  
Lands: English Heritage  
Position Statement

English Heritage, 1989,  
King's Cross  
Development Site: an  
Inventory of Architectural  
and Industrial Features

English Partnerships &  
The Housing Corporation,  
2000, Urban Design  
Compendium

GLA, Towards the London  
Plan, Initial Proposals for  
the Mayor's Spatial  
Development Strategy

CABE/EH, 2002, Building  
in Context

DETR, 2001, Better  
Places to Live by Design:  
a Companion Guide to  
PPG3

English Partnerships,  
Llewellyn Davies & the  
Housing Corporation,  
2000, Urban Design  
Compendium

ODPM, 2000, By Design.  
Urban Design in the  
Planning System:  
Towards Better Practise

English Heritage, 2000,  
Streets For All-a Guide  
to the Management of  
London Streets

ODPM, 1990, Planning  
Policy Guidance 16:  
Archaeology and Planning

## Views

- 3.2.10. Views in and across urban townscape are important because they:
- > Are part of the historic understanding and knowledge of the place;
  - > Provide interesting backdrops and contribute to a sense of place;
  - > Reveal buildings and attractive features, progressing from enclosure to open view, with a sense of discovery, and providing a sense of historic composition;
  - > Assist with orientation;
  - > Provide a focus for travel along attractive routes and vistas; and
  - > Contribute to a balance between open and built environment.
- 3.2.11. Two Strategic Viewing Corridors cross the site, from Kenwood to St Paul's Cathedral and from Parliament Hill to St Paul's Cathedral (see figure 1.1). From these viewpoints, statutory policy (RPG3A) defines wedge-shaped corridors splaying out following a notional plane, which follows an inclined angle from the viewpoint to St Paul's. The policy states that the height of development within the viewing corridors should not exceed this development plane. This policy restricts building heights over much of the Area to about 50m (this varies slightly with ground level). In addition, each plane has a Wider Setting Consultation Area, and these extend beyond each Viewing Corridor. Development must take account of this setting.
- 3.2.12. At present, the open and undeveloped nature of the site means that there are many revealing vistas across the site. Few of these have an extended history, though some newly opened up views can be shown as valuable. It is unrealistic to expect that many of these views or their full scope can remain. All views within the Area will change to some degree due to ongoing and proposed developments. However, some views, particularly those set out below, should be retained, in whole or in part, through imaginative street alignment and building design. The important features within the site can be framed and new views created. Glimpses will complement the larger views that should be gained from certain vantage points. It is especially important for the street layout south of the canal to allow important visual references. In this area in particular:
- > Long, large buildings or blocks can impose on a view by their mass if not by their actual height, and this effect is to be avoided;
  - > New roofscapes and skylines can contribute to visual richness;
  - > Skyline views of King's Cross station and St Pancras Chambers' clock towers/spires are especially important;
  - > Plant rooms and telecommunications installations should be incorporated into the design of new roof tops, rather than added as an unsightly afterthought;
  - > There should be a variety of views including vistas and wider panoramas. Routes should afford a variety of unfolding mid- and short-distance views, particularly relating visually to Listed Buildings. Street patterns should enrich, create and retain views;
  - > Occasional glimpses of landmarks within and outside the site should be retained and created to provide reference points and add interest. The views of the skyline of St Pancras Chambers are one of the defining characteristics of the area, seen into and across the site; and
  - > Tall buildings may provide opportunities for public viewing decks or spaces to provide exciting new views and panoramas, to include landmarks and green spaces.

LPAC, 1991, RPG3A  
(Supplementary Guidance  
for London on the  
Protection of Strategic  
Views)

LPAC, 1991, Strategic  
Planning Advice on High  
Buildings and Strategic  
Views in London

CABE/EH, 2003,  
Guidance on Tall  
Buildings

Argent St George, 2002,  
Parameters for  
Regeneration

- 3.2.13. It is desirable to retain the following main and secondary views or panoramas, and development proposals will be expected to take these into account.

**Main views:**

- > Views from Euston Rd looking north up Pancras and Midland Roads to the side elevation of Barlow Shed;
- > Series of views from King's Cross station frontage, Great Northern Hotel, St Pancras Chambers and the Barlow Shed;
- > An emerging view of the Granary along a main route northwards from the stations, of the Granary;
- > A glimpsed view from north of the German Gymnasium to the north end of the Barlow train shed and St Pancras extension;
- > Views from York Way south of Wharfedale Road, looking south-west to King's Cross station shed and over tracks to new development;
- > Glimpsed views of local landmarks such as St Pancras clock tower and Chambers, the Barlow shed and St Pancras extension from viewpoints in the Goods Yard complex (including Wharf Road, Granary open space and the upper level of the Coal Drops) and/or from the canal tow path, canal and St Pancras lock area;
- > View from Maiden Lane Bridge (on York Way) to the Granary, Coal and Fish Offices and Camley Street Natural Park; and
- > Views from Euston Road towards the stations, St Pancras Chambers and Great Northern Hotel.

**Secondary views:**

- > View from Camley Street (where the ground rises) to St Pancras station, Barlow shed and St Pancras extension;
- > Glimpsed views from middle and eastern parts of Goods Way to King's Cross station;
- > A newly-opened view from immediately north-east of the German Gymnasium towards the stations and Great Northern Hotel;
- > The views from the King's Cross station platforms and from trains to the portals of gasworks tunnels; and
- > Views from Pentonville Road, the Lighthouse Block area and Gray's Inn Road, towards the stations.

**Other views**

- 3.2.14. In addition, new views of local features such as the waterpoint, the relocated triplet and no. 8 gasholders and Camley Street Natural Park (CSNP) may be created through new street alignments, ground level variations and the pattern of built development Views may also be created from bridges over the East Coast Main Line (ECML), over the canal and at CSNP.

**Building scale**

- 3.2.15. High density development in the Area and the Triangle may mean many new buildings will be higher than in the surrounding areas. The starting point for assessing building scale and design is to understand the character of the Area and the Triangle and the way people will experience the resulting street scene. In the southern area, for example, the scale of the stations sets the scene for large buildings, but new buildings should create human streets and not be overpowering. Setbacks from building lines and variable building form should be used to allow greater density, without buildings becoming overbearing at street level.

English Heritage and the Commission for Architecture and the Built Environment (CABE), 2003, Guidance on Tall Buildings

This does not identify tall building heights, but defines tall buildings in relation to their wider context.

Government's Response to the Transport, Local Government & Regional Affairs Select Committee's Report on Tall Buildings, Nov 2002

London Planning Advisory Committee (LPAC), 2000, 'Strategic Planning Advice on High Buildings and Strategic Views in London'





- 3.2.16. There must be a variety of building heights throughout the Area and the Triangle, spreading the volume of development. Changes in level within the site should be dealt with creatively and should not result in blank street frontages or barriers to movement, accessibility or safety.
- 3.2.17. All buildings should be of high architectural quality, using high quality materials. Their designs should demonstrate how they:
- > Have a positive relationship with any adjacent listed building and its setting (further guidance is given in paragraphs 2.16-2.17 of PPG15);
  - > Preserve or enhance the character or appearance of the Conservation Areas;
  - > Respect the Strategic Viewing Corridors and take account of local views, vistas or panoramas identified in this Brief;
  - > Respect the characteristic London urban grain and structure based on the street and help to create a high quality public realm;
  - > Can be visually interesting at all levels, with ground and first floors well integrated into the street and wider public realm; and
  - > Avoid creating adverse local micro-climate conditions, including wind tunnel and overshadowing effects.
- 3.2.18. The potential locations for buildings that are noticeably taller than their context are limited. They should be not located where they would:
- > Intrude into the Strategic Viewing Corridors or above the development plane established by RPG3 and RPG3A;
  - > Fail to preserve or enhance the character or appearance of the Conservation Areas, or create unacceptable relationships with heritage buildings, including as backdrops to important views;
  - > Create adverse environmental impacts on surrounding areas, including unreasonable overshadowing of existing or new open space; and
  - > Interrupt the visual connections made along the primary streets, over-dominate the street scene or detract from its variety and interest.

### 3.3. Sub Area Design Guidelines

- 3.3.1. In addition to the overall Masterplan, more detailed design guidelines should be prepared, and the following sub-areas are considered to be appropriate sub-divisions, based on the existing site characteristics and the proposed development principles. The issues addressed necessarily overlap.
- 3.3.2. These sub-area design guidelines add to the guidance already outlined in this Brief, and also reflect other relevant Government guidance and wider best practice, such as those indicated in the margin references.

- 3.3.3. Each or both Councils, as appropriate will seek to agree the sub-area guidelines as the phases come forward for development.

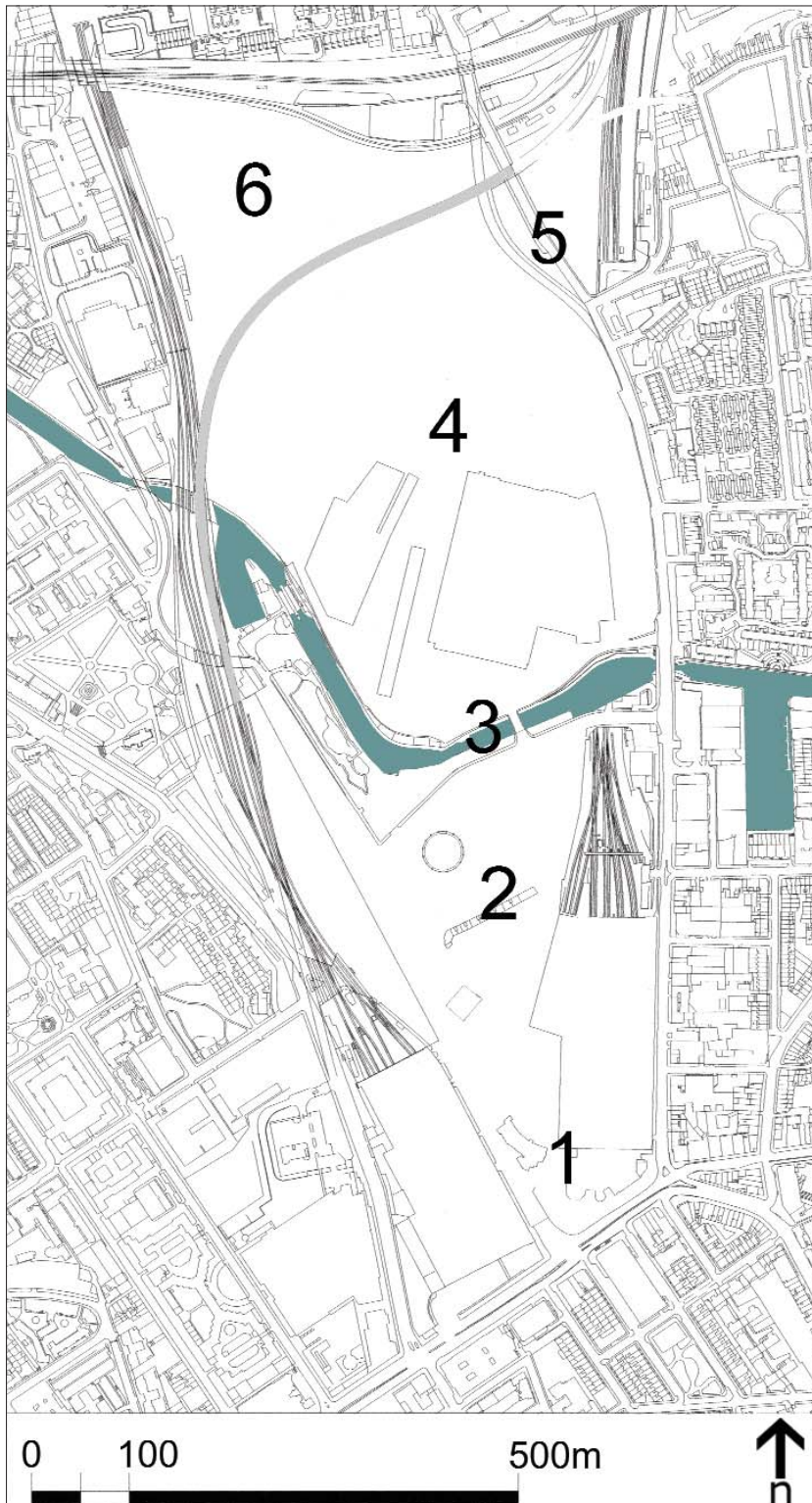
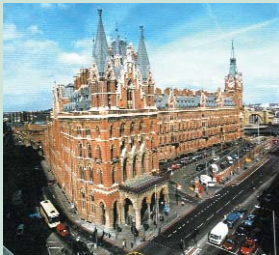


Figure 3.3 The sub-areas



Sub-Area 1



St Pancras Chambers



Great Northern Hotel

### Sub-Area 1 - The land between the stations and connecting to Euston Road

3.3.4. The principal elements in this sub-area are:

- > King's Cross Mainline Station (1852) – Grade I listed;
- > St Pancras Station (1865-69), and train shed extension (2007) - Grade I listed;
- > The Midland Grand Hotel (St Pancras Chambers) (1868-76) - Grade I listed;
- > The Great Northern Hotel (1854) – Grade II listed;
- > King's Cross Station forecourt including new and existing London Underground access points and plant at street level (2006); and
- > Euston Road.

3.3.5. Likely changes in this area include:

- > Removal of the existing concourse in front of King's Cross Station, and replacement with a new concourse, located on the western side, together with various other station enhancements;
- > Creation of new public spaces associated with the interchange, located north and south of the Great Northern Hotel, and accommodating substantial street level pedestrian movements, including between the main stations but also to and from London Underground and bus stops north and south of Euston Road and on adjoining roads, and major movements from the wider interchange to destinations both north in the development area, east and west along Euston Road and southwards;
- > The very welcome restoration of the St Pancras Chambers, with proposals coming forward for use as hotel and apartments;
- > The southernmost portion of the King's Cross Central development;
- > Highway changes and the possible route of the CRT; and
- > Proposed enhancement of Euston Road.

3.3.6. Development in this sub-area should:

- > Preserve or create appropriate settings for the Grade I listed buildings and not compromise their distinctive appearance, skyline or massing;
- > Retain and restore with appropriate uses the Great Northern Hotel. The removal of later additions (kitchen and toilet blocks at lower levels) could improve the character of the main building, if undertaken sensitively; the restoration and reuse should address the need to optimise pedestrian movement at the interchange;

- > Provide for the early replacement of the 1970s concourse to the front of King's Cross Station with a new western concourse;

The removal of the old concourse should:

- > Restore and adapt as appropriate the original front elevation of the station in a way that facilitates easy use of the interchange;
- > Be guided by a Conservation Plan and subsequent method statements;
- > Restore for use for pedestrian entry and exit and contribute to the creation of a new public space between the station and Euston Road, with a clearly defined relationship with related spaces to the east and west; and
- > Within the space in front of King's Cross station, the design must incorporate the retained London Underground structures. The treatment of these features is likely to be modest, contemporary and confining as much as possible below ground. The positioning of new lift access and ventilation runs should be reconsidered in this process, to reduce visual intrusion.

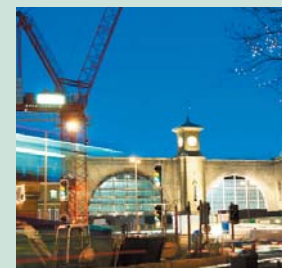
A new western concourse should:

- > Have a distinctive and strong, even dramatic presence, which responds to and takes inspiration from the mainline stations; at the same time it should not dominate them. There is an opportunity to build a concourse of special quality, building on the unique character of the site;
- > Create a strong sense of arrival and departure, with a real presence between the station and the Great Northern Hotel;
- > Not project significantly above the highest area of the western range or from the south façade of the main station;
- > Relate successfully to the Great Northern Hotel and the suburban trainshed;
- > Provide north-south visibility and free movement, and visually draw people from the interchange north into the development beyond and from the development to Euston Road and southwards;
- > Relate well to the public realm outside by being light and spacious, and probably overlapping the boundary;
- > Help define the public realm to the west, and be clear of barriers to east-west movement between St Pancras and King's Cross entrances and facades; and
- > Incorporate advanced sustainable building design.

- > Avoid significant buildings south of the German Gym, other than a new western concourse to King's Cross station;
- > Create strong visual and pedestrian connections from Euston Road northwards into the King's Cross Central site and correspondingly from this development southwards to Euston Road (figure 3.4);



*Eastern end of Euston Road*



*King's Cross Station*



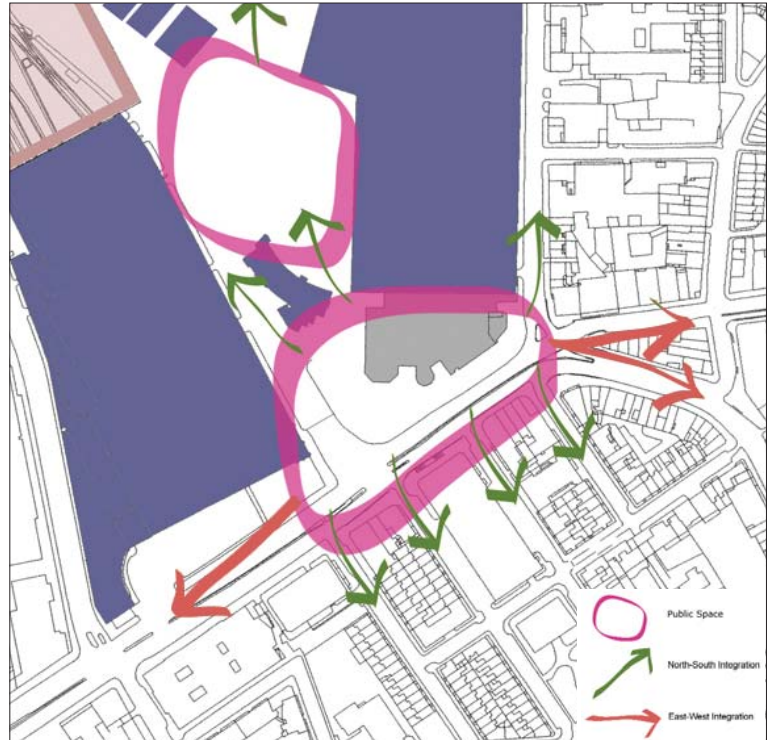


Figure 3.4 Connecting the southernmost part of the Area

SUSTRANS Safe Routes  
to Stations;  
[www.sustrans.org.uk](http://www.sustrans.org.uk).

- > Create the highest quality of new public realm around the interchange, forming a high quality setting for the listed stations, connecting the new spaces north and south of the Great Northern Hotel and relating successfully to Euston Road; Pancras Road; and essential support facilities such as for buses, taxis and cycle parking. This space should allow for free pedestrian flows, be mainly hard landscaped, and use durable, attractive materials that can withstand heavy and continuous public use;
- > Undertake highway changes that blend essential transport and movement with high quality urban design, nor compromise the scale and quality of the new spaces;
- > Develop a clear strategy to address the phasing of major transport improvements, ensuring that appropriate temporary designs and treatments are put in place which meet the same high standards, particularly in relation to the setting of the listed buildings, and for public movement and the quality and safety of the public realm; and
- > Enable the restoration of St Pancras Chambers (the Midland Grand Hotel) with viable uses that secure its future, provide public access to key interior spaces and relate well to the station, Euston Road and the wider public realm.



**King's Cross Station enhancement proposals** may include various interventions, such as adapting the east side cab route as an active railway platform (sometimes known as "Platform 0"). These will contribute to increasing transport capacity for the Area as a whole and are intrinsically linked to the concourse proposals, so that such proposals should all be submitted together.

However, the Platform 0 concept has clear disbenefits. It requires the demolition of historic structures at the north end of the station, various other interventions in the building fabric, losing the north access and cab road, and abandoning any opportunity to open up the east side to York Way, which would otherwise greatly improve the street's character and safety. The following requirements are considered appropriate:

- > Full integration with the concourse proposals;
- > Structural provision for a full pedestrian and cycle bridge across the tracks, linking York Way and the King's Cross Central development;
- > Minimised interventions in the historic fabric;
- > Engineering and urban design and layout that allows further building above the tracks, although away from the "country end" of the station;
- > Alternative interim and permanent taxi provision and cycle parking;
- > Additional lighting to York Way and the eastern range elevation;
- > Enhanced designs for integral and co-ordinated signage, information boards, PA systems and other station services appropriate to this Grade I station; and
- > Construction works co-ordinated with LUL/Camden street management, safety, evacuation and publicity arrangements.



*View of King's Cross & St Pancras stations*

### Sub-area 2 - South of the Canal

3.3.7. The principal elements in this sub-area are:

- > The northern part of King's Cross Mainline Station (1852) – Grade I listed;
- > The northern part of St Pancras Station (1868-74), and the train shed extension (2007), including the new CTRL entrance – Grade I listed;
- > The German Gym (1864-5) – Grade II listed;
- > The Stanley Buildings (1864-5) – Grade II listed;
- > The Culross Buildings (1891-2);
- > Gasholder No.8 (1883) and the triplet gasholders (1880) - Grade II listed;
- > The new gas governor (2002); and
- > Goods Way and Pancras Road, with significant gradient variation along Goods Way.



*Sub-Area 2*

LB Camden, 2003 King's Cross Conservation Area Statement revised

RPS for Argent St George, 2003, Heritage Character Assessment

English Heritage, 1988, Inventory of Architectural and Industrial Features

Proposals for the total demolition or substantial demolition of a listed building will need to address the considerations set out in s. 3.16-3.19 of PPG15; s. 4.27 of PPG15 states that these considerations also apply to proposals for the demolition of an unlisted building which makes a positive contribution to character or appearance of the Conservation Area. 4.25-4.29 covers conservation area control over demolition.

PPG15 is currently under review and a revised Policy Planning Statement (PPS) is anticipated for consultation in 2004.

3.3.8. The likely changes in this area include:

- > The completion of the CTRL terminus with related highway realignment;
- > The southern portion of the King's Cross Central development; and
- > Highway changes and the possible route of the CRT.

3.3.9. Development in this area should:

- > Preserve or create appropriate settings for the Grade 1 listed buildings. Building height and massing near the listed buildings will have the challenge of providing appropriate backdrops and successful transitions in scale, in order to help create good settings. The critical composition is the panorama of the Grade I Stations viewed from the south. This is likely to mean a similar height close to the stations, except alongside the new St Pancras canopy and north of the King's Cross trainshed;
- > Preserve or create appropriate settings for the other heritage buildings within this area and those of the Granary complex to the north and ensure development close to the Canal and CSNP does not harm their essential character, setting or enjoyment;
- > Provide a legible approach between the main interchange to the south and all parts of the new development. A strong north-south route needs significant width and building height to provide a scale appropriate to its vital role as the main visual and movement route connecting the overall development area. The high footfall is likely to mean quite formal, hard landscaping, using planting extensively to help define secondary routes and soften places where people might pause;
- > Create streets of varied character and form, maintaining a human scale in the balance of street width and building height. Even narrow streets can have higher buildings if the street length is short with open character at the ends, the public realm is attractive and the buildings achieve a satisfactory environmental performance. The street pattern and movement along it are very important to avoid 'bland' precincts. Detailed design of the public realm must have regard to the needs of sophisticated urban management, particularly in areas with a concentration of night-time uses;
- > Create variety as part of high density and mixed use development with higher buildings carefully located in relation to sensitive buildings, spaces and uses. Higher buildings may be appropriate alongside the East Coast Main Line (ECML) tracks and the St Pancras station extension, and inwards across the central part of this area, outside the strategic view and subject to wider guidance and the design criteria in this Brief. Greater building height may be achievable in places through formal setting back, but providing natural daylight to building interiors and integrally designed rooftop plant rooms (where unavoidable) will constrain the additional volume; and
- > Consider the relocation of the gas governor to a less prominent position, recognising the considerable technical constraints.

- 3.3.10. It is important to provide a strong visual and physical link to the north of the site (figure 3.5), which appropriately reflects the character and scale of this part of the development, legible, and capable of accommodating large numbers of people, public transport, cyclists and other vehicles. The existing Culross Buildings may stand across the possible alignment of this key route, and across important potential north-south views. The onus is upon a developer to justify demolition of a building which makes a positive contribution to the character or appearance of a Conservation Area. Development proposals must therefore provide an independent heritage assessment of the Culross Buildings. Proposals involving their substantial alteration or removal must be supported by the comprehensive masterplan approach required by this Brief, by clear reference to relevant policy, particularly PPG15, and the King's Cross Conservation Area Statement and other relevant guidance, and must fully demonstrate the specific benefits justifying the proposed outcomes for the Culross Buildings.

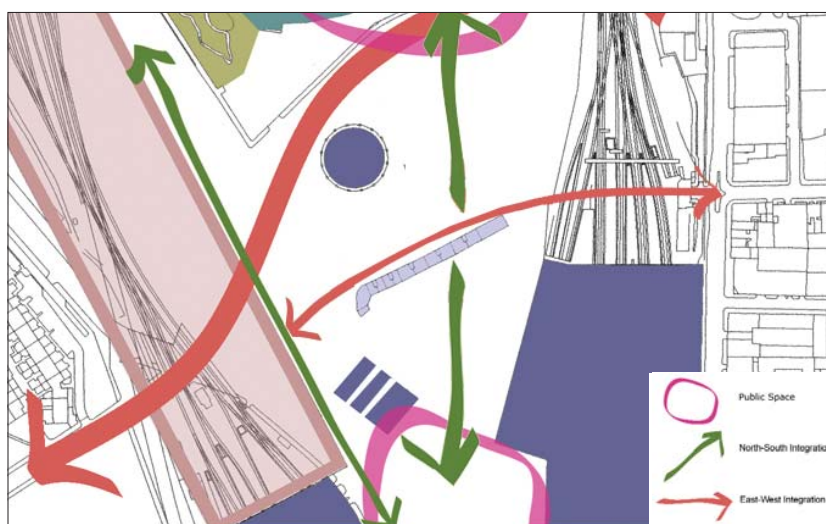


Figure 3.5 Connecting the southern part of the Area

- 3.3.11. The relocation, restoration and beneficial reuse of the gasholder triplet and Gasholder No.8 should be achieved as part of the development and the council will seek to achieve this in an early phase. Relocation together with the triplet frames would recover some of the original composition of the structures and increase prospects of viable re-use. This is provided for in the legal agreement of 1997 between English Heritage and London & Continental Railways. A range of possible uses should be considered and the gasholders should be integrated with other uses and buildings/spaces in the development. A location close to the canal may be the most appropriate and retain historic connections (see inset box in sub area 3).
- 3.3.12. The remaining part of Stanley Buildings is listed Grade II, though much truncated by earlier demolitions. Development proposals must provide an independent assessment of special interest of the Stanley Buildings, including their setting and contribution. Proposals involving their substantial alteration or removal must be supported by the comprehensive masterplan approach required by this Brief, by clear reference to relevant policy, particularly PPG15, and the King's Cross Conservation Area Statement and other relevant guidance, and must fully demonstrate the specific benefits justifying the proposed outcomes for the Stanley Buildings. Proposals for their restoration and re-use must

similarly be supported by the masterplan indicating how the proposals meet the objectives of the Brief, particularly in relation to connectivity and regeneration. This Brief asks for a re-evaluation of the previously approved realignment of Pancras Road in connection with the new CTRL entrance, and proposals for Stanley Buildings must specifically address the outcomes of that re-evaluation.



*Canal, lock and dredger*

- 3.3.13. The German Gymnasium should be restored and beneficial new use achieved. Proposals should be supported by the comprehensive masterplan approach required by this Brief, by clear reference to relevant policy, particularly PPG15, and the King's Cross Conservation Area Statement and other relevant guidance, and must fully demonstrate the specific benefits justifying the proposed outcomes for the Gymnasium. Re-use will probably require new openings and other interventions to integrate them with the new main entrance to St Pancras and the new development, and these should be justified as above and sensitively detailed.
- 3.3.14. For development near the Canal, it is very important to protect the character and amenities of the waterway and Camley Street Natural Park. In particular, building heights and spacing abutting or setback from the south side of Goods Way need to allow satisfactory daylight and sunlight to reach the canal edges. Street openings between blocks should be aligned to create important views north and south (see views section).
- 3.3.15. Although Goods Way provides some distancing of the new development from the Canal, this road hinders a direct beneficial relationship between the development and the waterway. New bridges have a particularly important link role, and maintaining reasonable scale on the south side is considered necessary. There are two small but significant plots either side of Goods Way at the junction with York Way. Although in different ownerships, these can work together to create a successful street and townscape at this important junction. The north plot can be developed to include public views westward along the canal (e.g. café/restaurant or retail uses), and access to the waterside. The south plot should also have active ground floor frontages to enliven the street and encourage pedestrian movement.
- 3.3.16. A finer grain street pattern is sought between a main north-south axis and Pancras Road, avoiding overshadowed "precinct" spaces and creating intimacy, permeability, views and a human scale.
- 3.3.17. All streets should in principle have active frontages, increasing their attraction and security as routes. The public realm can be regarded as beginning from well within ground floors, and active uses at ground level should relate to the human scale and create vitality and interest. This relationship is important in shaping building layout, spacing and detailing, where the streets should allow for people, cyclists, public transport and cars to share the public realm. Full pedestrianisation should not be considered where there are better ways of maintaining vitality, accessibility and the safe flow of passing vehicles.
- 3.3.18. Particular attention should be paid to potentially "secondary" areas like Pancras Road, which at the Goods Way junction is a major crossroads and should be treated as an attractive gateway into the new



development. The physical and movement link under the CTRL/MML bridge is a strong one, and designs should embrace the entire public realm at this place with active street frontages, high quality elevations and landscaping.

- 3.3.19. Development over the ECML tracks into King's Cross would be welcomed, especially to provide active frontage along Goods Way and York Way. There is scope to explore a positive interplay between this option, canalside development and a realigned Goods Way, creating a better junction and urban environment.
- 3.3.20. A pedestrian and cycle bridge over the ECML tracks is considered important, aligned with Wharfedale Road and providing a clear link into the main north-south axis, and on to Pancras Road.

### Sub area 3 - The Canal and Granary area

- 3.3.21. The principal elements in this sub-area are:
- > The waterway and its users including moorings;
  - > Camley Street Natural Park;
  - > Canal lock and lock keeper's cottage (1898);
  - > The St Pancras Waterpoint (1867) – Grade II listed;
  - > St Pancras Cruising Club basin;
  - > Existing bridges;
  - > Towpath (with high voltage cable beneath);
  - > The Granary (1851) – Grade II listed;
  - > The East and West Transit sheds (1850) and Train Assembly shed (1850 & C20th) – Curtilage of Grade II listed Granary;
  - > Midland Goods Shed (1850 & later alterations) - Curtilage of Grade II listed Granary;
  - > The Potato Market East Roof (1888) - Curtilage of Grade II listed Granary;
  - > The Handyside Link Canopy (1888) - Curtilage of Grade II listed Granary;
  - > Plimsoll Viaduct (1864-5 & 20Cth);
  - > The Coal and Fish offices (1852 & later alterations);
  - > The Eastern Coal Drops – grade II listed (1851) and Western Coal Drops (1859-60);
  - > Regeneration House (from 1850);
  - > The Canal Viaduct and stable arches beneath; and
  - > Western Goods Shed (1897-1899).
- 3.3.22. The likely changes in this area include:
- > The central portion of the King's Cross Central development including development abutting or crossing the Canal and directly affecting access to it and enjoyment of it;
  - > Highway changes, and the possible route of the CRT;
  - > New bridges; and
  - > Changing waterway activity and access to waterways.
- 3.3.23. The Canal is a transport route for water borne traffic, a vital green space and local habitat and an important historical feature. It is the main pedestrian and cycle route linking major tourist attractions at London Zoo, Regents Park and Camden Town to the new development. It is therefore vital that any new development focus on this space to ensure that its potential as a major public realm feature and connecting route is realised.



Sub-Area 3

British Waterways and  
The Metropolitan Police  
2000: Under Lock and  
Quay - Reducing Criminal  
Opportunity by Design -  
A Guide to Waterside  
Development and  
Improvement

[www.britishwaterways.co.uk](http://www.britishwaterways.co.uk)

Metropolitan Police  
Service and London  
Borough of Camden:  
Designing out Crime –  
An Assessment of the  
Regent's Canal, Camden.



Regent's Canal forms part of the Blue Ribbon Network. This is the spatial policy covering London's waterways and water spaces and land alongside them. Further detail may be found in Section 3.5 of this Brief, Section 10 of the Replacement UDP Deposit Draft 2003 and Chapter 4 of the London Plan.



*The Water Point*



*The Lock Keeper's Cottage*



*West of Maiden Lane Bridge*

3.3.24. The Canal has its own Conservation Area Statement, and is designated as an Area of Special Character in the Camden UDP (2000). The Canal has a changing sense of enclosure, partly because it is set into shallow cuttings and due to buildings rising adjacent on the Canal edge. The Canal buildings have an industrial and mercantile character and new development should respond to this.

3.3.25. As a public space, however, the Canal has been under-used due to its isolation from surrounding areas and the resulting potential for crime. The priority for both the councils is for the Canal towpath from the Islington tunnel to Camden Town to be improved as pedestrian and cycle paths, and these should connect into a wider network of such routes, particularly through the new development around. The safety of the towpath and underbridge treatments should be part of the improvement works, and proposals will need to be developed with close working between British Waterways, the Police, as well as Camden and Islington councils and the developers.

3.3.26. Development in this sub-area should:

- > Generally create appropriate enhancement and canalside development to meet Camden UDP and other guidance within this Brief. For example, improved connections with the canal are important to the viability and sustainability of development in the northern areas, and positive engagement blends waterside access with existing and new development without compromising the Canal's character or creating a cliff-like frontage. In addition, the council recognises the possible benefits of opening up the original canal basins or creating additional water features in the Area. Development proposals should consider these options, having regard to the constraints imposed by ground level differences and the limited access to such spaces where high density development;
- > Continue to provide and create views and sightlines to, from and along the Canal;
- > Improve community safety for pedestrians, cyclists and other users with better lighting, suitable surface materials and the application of integrated safety design principles;
- > Achieve a balance between opening up access and improving pedestrian and cycle links and respecting the Canal's sense of enclosure, 'hidden character' by retaining areas of tranquillity;
- > Respect and enhance the waterway in terms of massing, scale, materials, traditional Canal vernacular and historic context;
- > Retain specific historic features along the Canal;
- > Address biodiversity and ecology issues outlined in section 3 of this Brief, other wider guidance and plans;
- > On the north bank, retain and renew the towpath, and stabilise the existing old walls; open arches through to the interior public spaces; and create accessible public access down to towpath level by the CTRL/ Midland Mainline (MML) bridge, and along some of the length between the existing concrete bridge and the Maiden Lane bridge (York Way);
- > On the southern bank (east end), consider developing a "stepped" environment from waterway to reeds/planting and across a walkway linking to the Goods Way pavement, exploiting

converging levels and alignment. There are two potential sites for small buildings offering canalside views and activities: on the site of the existing filling station and east of CSNP. It is important to retain soft bank areas and improve habitat around these, allowing natural habitat growth on residual land;

- > Provide public artwork and interpretation points along the Canal;
- > Consider locating the gasholder frames by the water, combined with the renovation of the Coal & Fish Offices, new bridges and new direct access to a renovated towpath (see inset box); and
- > Where practicable, works to the Canal ground surface and walls should retain and enhance the particular Canal vernacular by using traditional materials such as bricks, stone sets and flags, and avoid appearing as a formal public highway.



Figure 3.6 Connecting north of the Canal

**Camley Street Natural Park** is a nature habitat sanctuary and educational centre, which is to be retained and safeguarded during development. See section 3.5 for additional guidance.

Development possibilities are thus limited, but in principle improved visitor facilities will be acceptable if they keep the park's character and are well designed into the natural environment and highly sustainable. The preferred location is along the Camley Street frontage, increasing surveillance under the bridge and providing a visual focal point in the street. The council would support an integrated scheme that provided secure entrances to the Park, the St Pancras Cruising Club and the Waterpoint.

3.3.27. Camley Street is a highly integrated route, well used by residents, Park visitors, boat owners and businesses moving to and from the stations. The newly relocated Waterpoint is a strong landmark that will be open to the public in 2005. The street offers some limited scope for townscape improvements, but creative landscaping, good lighting and any potentially occupiable building(s) along the west side are important to place-making, safe streets and to forming an attractive route northwards to the Elm Village area. Lighting and design improvements apply equally to the route beneath CTRL/MML bridge.



Camley Street Natural Park from station roof



Camley Street Natural Park



St Pancras Yacht Basin



Gas holder no. 8

**The Triplet Gas Holders (1880) guide structures and Gasholder no. 8 (1883)** are listed (grade II) and are monuments of 19th century industrial engineering. They formed the finest group of gasholders in the UK until recently decommissioned and the triplet dismantled to allow the extension to St Pancras Station. Under a mitigation agreement with English Heritage, the triplet is retained in careful on-site storage by the CTRL project. They await re-erection. Together, they are a valuable asset that could be used in an imaginative and contemporary manner to enhance the character of the Area.

The important points are that:

- > Re-erection should be in an early phase of the Area's redevelopment, with agreed method statements and repair schedule;
- > The location of the triplet should be near the Canal and the CTRL/MML tracks, being as near as is practical to the original gasworks site. Their presence here would reinstate a strong landscape character adjacent to the Canal, and return to the King's Cross skyline a distinctive and much cherished heritage feature;
- > New uses inside the structures should be sufficiently viable to ensure their long term maintenance, allow public access to view the structures close up, and relate well to the surrounding public realm;
- > Interior development should not project above the level of the lower part of the uppermost lattice girder, and should vary in height across the triplet by a minimum of 10 metres, so that some of the ironwork can be seen silhouetted;
- > The design, detailing and materials of development inside should avoid conflict with the external guideframes, for example, by maintaining a clear distance from them and using complementary materials like steel and glass. Solid panels may help retain original character by reducing visual clutter, especially opposite major viewpoints; and
- > New development should allow long views of the gasholders, particularly from the south and northeast, and closer views that reveal the full height and structure.

3.3.28. On the north bank of the canal, the objective is the sensitive restoration and re-use of this group of heritage buildings, where possible and appropriate and compatible with the other objectives of the Brief. The Granary is the focal point of this area of robust Victorian industrial architecture and this should be reflected in the masterplan and the proposals for this sub-area. Beneficial new use should be achieved, integrated with other proposals for the group. Development proposals must provide an independent heritage assessment of the Granary area. Proposals involving their substantial alteration or partial removal must be supported by the comprehensive masterplan approach required by this Brief, by clear reference to relevant policy, particularly PPG15, and the Regent's Canal Conservation Area Statement and other relevant guidance, and must fully demonstrate the specific benefits justifying the proposed outcomes for the Granary, and the related group of buildings. Proposals for the retention or removal of the remaining buildings must be similarly assessed and in relation to the objectives, of the Brief, particularly in relation to connectivity and regeneration. The various



buildings reflect the old track alignments and retain the atmosphere of their original uses. These qualities should be respected in new development that embraces their sustainable heritage restoration.

3.3.29. Development of the Granary will need particular care. The buildings and structures attached to the Granary (the “Granary complex”) are within its listed curtilage. Therefore, listed building controls apply and any alterations should respect the special character and setting of the Granary. Further, new or refurbished buildings should include active and transparent ground level frontages where possible and appropriate, particularly in heritage terms, to provide distinctive character, display interiors and enhance the public realm. The existing buildings (figure 3.7) and possible alterations include:

- 1 The Coal and Fish offices are set on a curve, following the bend of the Canal and form a strong relationship with the Granary, the Canal and to the Eastern Coal Drop. The stepping height is a strong feature to be retained.
- 2 The stable arches under the Canal Viaduct carrying Wharf Road may be opened up to provide canalside access and house new uses. The pattern of openings in these arches is quite important, possibly best grouped in twos or threes at each end, to provide views through and increase security.
- 3 The Plimsoll Viaduct may inhibit permeability within the site and successful re-use of the Coal Drop buildings.
- 4 The Western Goods Shed is a substantial, later structure, which could be sub-divided. Increased access across the site could be achieved by opening up bays across the building. Alternately, this site may be proved to be suitable for re-siting the triplets and no 8 gasholder.
- 5 The Western Coal Drops are capable of re-use with the introduction of sensitive openings.
- 6 The Eastern Coal Drops would greatly benefit from the reinstatement of the west and east elevations to nearer their original form, with the ground floor arches being opened up.
- 7 The Train Assembly Shed and the West and East Transit Sheds behind the Granary invite new uses, including a west-east axis. Alternately this area may be capable of new development. New development should reflect the linear plan form of the existing structure and not project above the roof of the Granary.
- 8 Regeneration House was the former main offices of the Goods Yard. It is capable of a wide range of uses.



*The Eastern Coal Drops*



*Part of the facade of the Granary*



Figure 3.7 View of Granary 'complex' from the south

- 9 The Handyside Link Canopy has a clear span between the flanking Eastern Transit and Midland Sheds. This open span allows a high degree of covered permeability.
- 10 The Midland Goods Sheds. As greater access is likely to be required to create a west-east route, the arches could be opened up. As the sheds provide a considerable floor space, they are very adaptable for a multitude of uses and activities.

- 11 The Potato Market East Roof is the roof to the east of the Midlands goods shed and the most easterly of the structures. It has therefore an important townscape role. It is set on a curve, thus giving an attractive perspective like York mainline station. It has particular historic importance as this alignment and some spandrel beams are from the 1850 Maiden Lane temporary passenger station, which was used by visitors to the Great Exhibition. For these reasons, it should be retained and enhanced.
- 3.3.30. The large area in front of the Granary has great potential as a major open space. It has several potential functions: creating a new setting for the Granary and other related buildings, providing a new focus of activity animating the northern side of the Canal, accommodating substantial pedestrian flows in all directions, allowing views to the south, providing a focus for specific open air activity to create a distinctive space and a destination in the northern part of the site. Such plaza and forecourt space could be used for a range of passive and active recreation, entertainment, events and performances, and should provide unrestricted pedestrian access for the general public.
  - 3.3.31. A successful scheme for this space may involve introducing some buildings or structures to help define and shape this space, altering its scale, adding intimacy and relating more positively to the Granary and other heritage buildings. The scope of views of the Granary setting needs careful consideration.
  - 3.3.32. The creation of attractive public spaces and through movement particularly east-west movement above the level of the canal and keeping and creating new views, and exploiting the various level changes is important.
  - 3.3.33. There are two principal locations where new bridges are likely to be needed across the Canal (figure 3.6):
    - 1 A central link between the areas of the development north and south of the canal. This link will ensure in particular that the development north of the canal realises its full regenerative potential and that residents and other occupiers of the buildings in this northern area have good access to the range of facilities in the southern part. This crossing should replace the existing concrete bridge, lying to the east of the Fish and Coal Offices and be built to adoptable standards capable of use by for all traffic; and
    - 2 A lighter weight span predominantly or exclusively for walkers and cyclists near the St Pancras Lock. This could also provide a link in a connection from St Pancras Gardens across the development to Bingfield Park.
  - 3.3.34. The design of new bridges across the Canal should be appropriate to the context, be of very high quality, and well connected to routes through the wider development. An architectural design competition may be appropriate.



### Sub Area 4 – Towards the CTRL Embankment

3.3.35. The principal elements in this sub-area are:

- > The CTRL track embankment rising across the area;
- > York Way;
- > Railway and sewerage tunnels; and
- > The northern ends of the Granary complex.

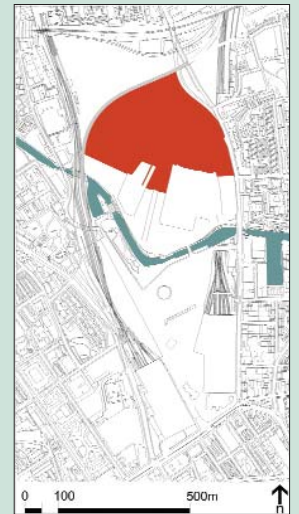
3.3.36. The likely changes in this area include:

- > The northern part of the main King's Cross Central development; and
- > Highway changes and the possible route of the Cross River Tram.

3.3.37. This area should include a broad mix of uses, and a variety of open spaces and building forms.

3.3.38. As the area is without an established street pattern to guide the design, the following new principal connections would enhance connectivity and permeability:

- > From the Copenhagen Street/ York Way entry point in the east to the Regent's Canal bridge in the west;
- > From the Triangle in the northeast (and Bingfield Park further to the east) to the rear of the Eastern Coal Drops; and
- > Continuing the main north-south axis from the Granary area to the York Way/CTRL bridge area.



Sub-Area 4



Figure 3.8 Connecting the northern part of the Area

3.3.39. The principal intersections of the primary connection routes as shown on the diagram would provide a good opportunity to create a new central public space such as a local park outlined in paragraph 2.13.8. If well framed by buildings, a space of this nature would add to overall open space and related facilities in a potentially safe and usable way, would lend legibility to the wider area, and would help increasing a place of some distinctiveness.



Sub-Area 5

### Sub-area 5 – York Way and the Triangle

3.3.40. The principal elements in this sub-area are:

- > Islington / Camden Borough Boundary, see section 1.1;
- > York Way and the junctions with connecting streets;
- > The CTRL bridge over York Way;
- > Railway tracks and other infrastructure at various levels defining the Triangle;
- > Significant ground level variations; and
- > The context of some neglected premises along the east side of York Way.

3.3.41. The likely changes in this area include:

- > Further ground level changes;
- > The realignment of York Way, creating a newly configured Triangle development site, related to the main King's Cross Central site;
- > The northeastern edge of the King's Cross Central development;
- > The possible route of the CRT; and
- > Substantial new CTRL infrastructure.

3.3.42. Camden and Islington have agreed that York Way and the Triangle will benefit from guidance that looks at them together. This brief identifies the main principles and focal points, and the councils intend to complete a more detailed study for York Way as part of Islington's Action Area planning for the wider area east of the Area, which may also form an annex to this brief in due course.

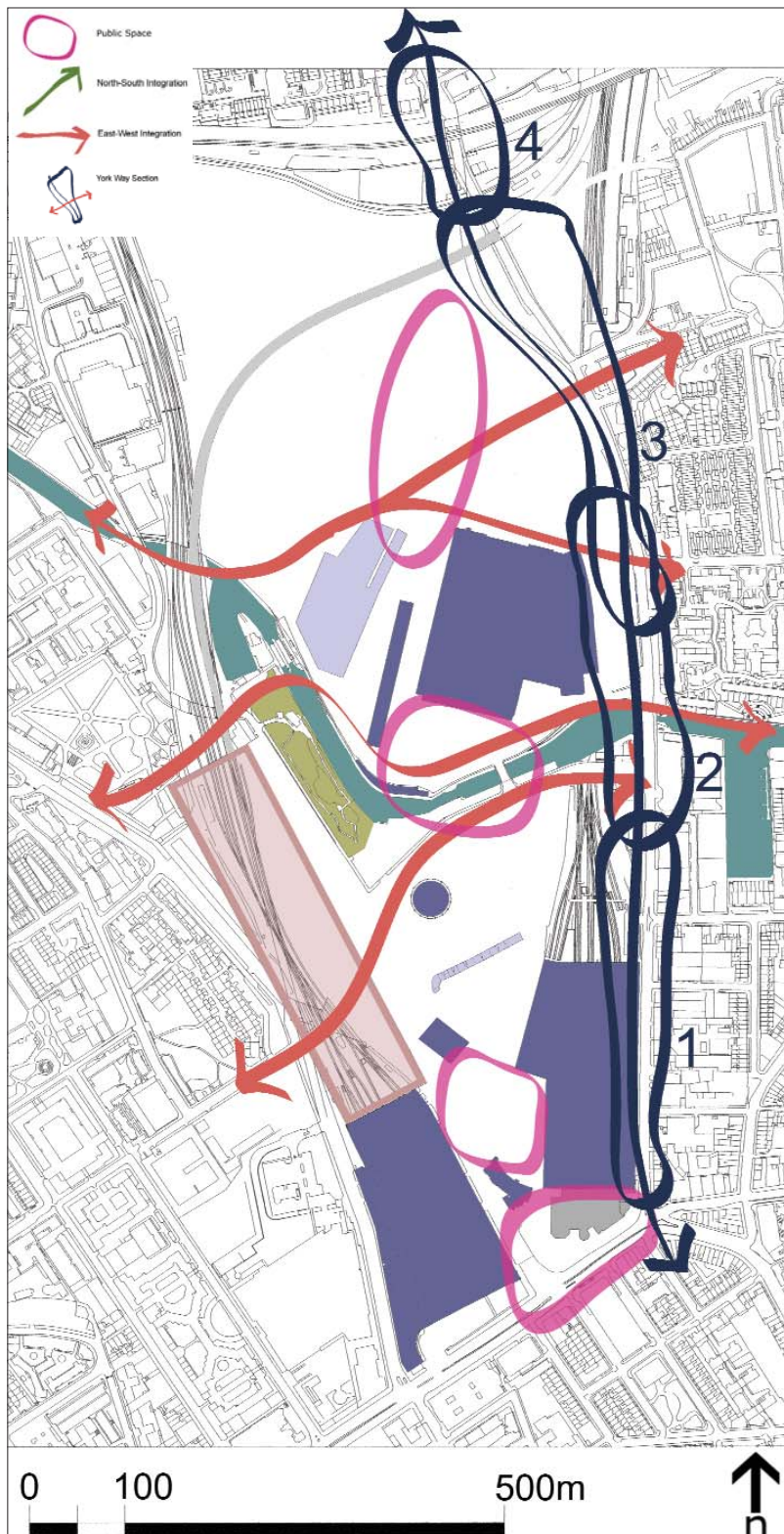
3.3.43. With its unattractive appearance and poor walking environment, York Way acts as a significant barrier to movement between east and west, and discourages north-southbound movement, too. The main focus for this area is to maintain York Way's 'distributor' function in the road hierarchy, while integrating new development on both sides with its surroundings, significantly improving the existing poor streetscape, adopting the measures needed to help in minimising traffic impacts.

3.3.44. In general terms, new development should enhance the York Way environment, forming an attractive, lively, safe and accessible environment by:

- > Establishing a northern focus connecting and integrating York Way, the CTRL bridge, the Triangle frontages, new development and routes to the south in a distinctive place. A mix of uses and active frontages, good design and attractive public realm can, with sufficient character and presence, revitalise this important area. Bus and Tram stops will help in this, and long sightlines through the CTRL bridge are also important;
- > Creating high quality entry points from York Way adjacent to the Triangle, Goods Way, Regent's Canal and across from Copenhagen Street;
- > Creating an active frontage at ground level with building height, scale and setback modulated to achieve a balanced townscape with development on the eastern side of York Way;
- > Varying height and massing, with access sightlines that open views of development to the west from York Way; and
- > Maximising street and bridge lighting and surveillance that optimises community safety and perceptions of safety, combined with tree planting, co-ordinated street furniture and signage, and other street improvement initiatives that can draw on creative solutions. These should be extended northwards under the

CTRL/ North London Line (NLL) bridges to Agar Grove, and eastwards into Islington, to improve overall pedestrian movement and broaden the transition between existing and new areas.

3.3.45. York Way has four main sections, or lengths, of public realm, spaces and frontages that the councils consider should be fully considered and incorporated in development proposals. The sections overlap, and new development will be assessed on how well it responds to the following considerations and opportunities:



**Key**

- 1 Euston Rd to Crinan St
- 2 Regents Canal Crossing
- 3 Copenhagen St to The Triangle
- 4 The Triangle Northwards

Figure 3.9 York Way environment





*Changing streetscape and views along York Way from south to north*



*Aerial view of the Triangle*

### 1) Euston Road to Crinan Street

- > The dominant façade of King's Cross Station makes York Way oppressive, an effect continued by the high wall extending almost to Goods way. Subject to heritage considerations, “softening” options include opening some of the arches – mainly at the south and north ends - to public viewing into the station, and inserting railings and/or openings in the boundary wall; a wider pavement; enhanced street lighting; and the bridge into the development area opposite Wharfedale Road.

### 2) The Regent's Canal crossing

- > The canal bridge and its approaches form perhaps the most important length of the street. The bridge is slightly elevated and offers significant views both east and west, up to 500 metres long. There are development plots at both ends of the bridge (see sub areas 2 & 4) and streets beyond them, so that this crossing is actually a large and complex area of public realm extending 50 metres or more along York Way in both directions. It requires special care in new building scale and design, and in the surfaces, street furniture and public access to the canal, maintaining the viewing lines and creating a place where people might pause to enjoy them.

### 3) Copenhagen Street to the Triangle

- > The street character is marked by diverse building styles and scale, with set backs and defensive designs in some places. There are - and will be further - level changes, where building design should compensate to retain activity at street level. An intensively planted zone or short length of boulevard could create special character.

### 4) The Triangle northwards

- > The railway bridges present serious challenges to creating a safe and attractive walking environment along York Way.

**The Triangle** will have a development potential significantly shaped by the existing and new railway lines, and by its role as an important part of the York Way street scene, complementing the wider development. Initial masterplanning and outline planning applications should thus include proposals for the Triangle, and the councils would welcome development in an early phase to help define the regeneration area more definitively. After public consultation on the possible content of a freestanding brief, the two boroughs have agreed to the following key points:

- > Variation in building heights and massing should be used to avoid over-dominating York Way and to respect the local view south from Dartmouth Park Hill, at the eastern end of the site. Good designs that avoid microclimatic, overshadowing and other impacts may allow a tall building to be located in the Triangle;

- > The mixed use development of the Area should continue into the Triangle, where the councils favour housing, with retail or other uses to enliven the street frontages. The lack of outlook at lower levels suggests this is an appropriate location for retailing and/or public leisure, incorporating a wide range of indoor and outdoor sports activities;
- > Subject to satisfactory designs and residential amenity being achieved this close to railway lines, the Triangle could accommodate about 200 one- and two-bed homes in contributing towards the overall housing provision in the Area. The site is considered well suited to keyworker homes as part of the range of market and affordable housing;
- > Good walking, cycling and public transport connections to the main development are important aspects of successfully integrating the Triangle, with safe crossings on York Way; and
- > The CTRL services and access area should be integrated into the wider townscape as much as possible, providing a satisfactory street elevation and boundary treatment that helps to lessen the utilitarian character of the pedestrian environment under CTRL bridges. Options exist for shared use of turning space, greened and landscaped hardstandings, and additional natural habitat. Access/gateway widths should be kept to a minimum.

### **Sub-Area 6 - North Of The CTRL Embankment**

3.3.46. The principal elements in this sub-area are:

- > The concrete and cement batching plants;
- > The Camden council depot;
- > The CTRL and North London Line (NLL) bridges over York Way;
- > Railway tracks at various levels;
- > York Way and the service road to this area; and
- > The context of some neglected premises along the east side of York Way.

3.3.47. The likely changes in this area include:

- > Highway changes and the possible route of the Cross River Tram;
- > Northernmost section of the King's Cross Central development; and
- > A possible NLL station.

3.3.48. Bordered by the NLL, the MML, York Way and the CTRL Embankment, this area is strongly shaped by railways and roads. It presently contains three concrete/cement batching and storage facilities and a councils transport depot. The result is an industrial character, but one much overlooked by housing at Maiden Lane.

3.3.49. Opportunities remain for additional commercial or industrial development, and the area is suitable for supporting infrastructure and services such as a waste disposal, compaction and recycling facility.



*Sub-Area 6*



3.3.50. Proposals in this area should:

- > Contribute to a general improvement in amenity of this area and outlook for nearby residents;
- > Protect nearby residents from noise, dust and other environmental impacts, and avoiding, for example, buildings that reflect train noise back onto residential premises;
- > Establish connected spaces of secured habitat, predominantly along the northern and western boundaries of the site and within the CTRL embankment, but also on rooftops, elevations and other available where practicable; and
- > Use material colour selection and other devices to add visual interest and reduce the apparent bulk of large and otherwise utilitarian structures.

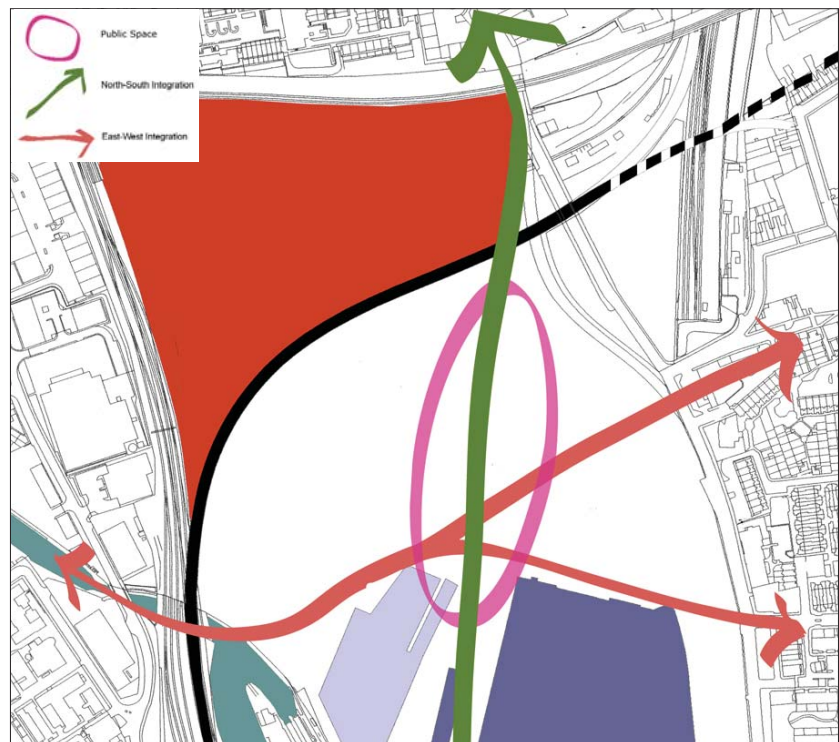


Figure 3.10 Connecting beyond the CTRL embankment

### 3.4. Environmentally Sustainable Design Principles for Buildings and Services

3.4.1. The councils are committed to promoting sustainable practices in development. The Area and the Triangle provides excellent opportunity to apply the principles of sustainable design, use and construction in practice and to secure a living and working environment that benefits local people, while keeping the wider ecological impact to a minimum. The total amount of land available for development and its location, for example in relation to public transport networks, both contribute to this potential and, as one of the largest brownfield sites in central London, the development presents the opportunity to be a landmark environmentally sustainable development that embraces its built and natural heritage.

3.4.2. The councils expect development proposals to promote sustainable design principles and also maximise opportunities for improved energy efficiency to limit greenhouse gas emissions.

- 3.4.3. Paragraph 13.61 of the adopted Camden UDP (9.61 of Replacement UDP Deposit Draft) outlines some of the key sustainable design principles that developments within the Area should address. In addition, Camden's Supplementary Planning Guidance 2002 outlines the major issues and provides some guidance in creating sustainable development.
- 3.4.4. This section of the Brief will expand on elements of that SPG and describe how sustainable design principles and opportunities could be addressed, in line with the councils adopted planning policies. It also explains some of the technical options and choices involved.
- 3.4.5. The councils recognise that there are sometimes complex balances and compromises to be made and achieved, between different aspects of sustainable development and wider economic or social objectives. They also recognise that, because of the long-term nature of the development of the Opportunity Area, a flexible approach that reflects changing social, economic, environmental and technological circumstances will be central to the sustainable regeneration of the area. The major developments on the railway lands are expected to take up to 15 years and, in that time, new opportunities, for example in renewable energy, are expected to open up, become more practical and economically viable. It is important, therefore, that future phases of development can take advantage of future opportunities as they arise. This should mean 'designing-in' future flexibility, or 'future proofing' aspects of the masterplan and design, so that decisions made today do not prejudice future options.
- 3.4.6. The onus will therefore be on developers to explain how they intend to incorporate and address sustainable design principles and opportunities, within their proposals and its phased implementation over time. As explained in section 4, the councils expects major development proposals at King's Cross to be accompanied by an environmental sustainability strategy, covering energy, waste, water, drainage and other matters.

### Energy

- 3.4.7. Balancing the gains of development against the detrimental effects of growth on the environment is an ongoing challenge for London. One of the most difficult elements of this dilemma is managing energy. Energy is crucial to all aspects of development, however its production, distribution and use have negative impacts.
- 3.4.8. Energy conservation is an important part of sustainable development. Camden's SPG provides outline information on the methods that can be employed to reduce the amount of energy we use in our buildings. New alternative and renewable – as well as cleaner and more efficient – technologies are being developed and implemented every year. Government and community awareness is growing and expectations for sustainable development are high.

### Energy Strategy

- 3.4.9. The councils would expect any environmental sustainability strategy submitted in support for major development proposals to address the following principles, explaining the options and opportunities that will be considered and incorporated to apply these principles in practice:

UKCIP, April 2002, Climate Change Scenarios for the United Kingdom: The UKCIP02 Briefing Report

Greater London Authority, 2004, Energy Strategy: Green Light to Clean Power

Government's Energy Efficiency Best Practice Programme Energy Consumption (ECON) Guides

Building Regulations Approved Document Part L1:

Conservation of Fuel and Power in Dwellings 2002

Building Regulations Approved Document Part L2:

Conservation of Fuel and Power in Buildings Other than Dwellings 2002

Government Energy White Paper, 2002, Our Energy Future – Creating a low Carbon Economy

London Borough of Camden, 2002, Supplementary Planning Guide (SPG)

BRE, 1991, Site Layout: Planning for Daylight

BRE, 1998, Report 351 Green Guide to Specification

The UK government has a target of reducing 1990 carbon dioxide emissions by 20% by 2010. The 2003 White Paper 'Our Energy Future' the Government accepted a target of cutting carbon dioxide emissions by 60% by 2050 compared to current levels.

English Heritage, 1997: Sustaining the Historic Environment: New Perspectives on the Future- a Discussion Document

English Heritage, 2002: Building Regulations and Historic Buildings: Balancing the needs for energy conservation with those of building conservation: an Interim Guidance Note on the application of Part L

London Borough of Camden, 2003, Green Buildings Guide

London Borough of Islington, 2003, Green Buildings, draft Supplementary Planning Guidance

ODPM, 2003, Draft Planning Policy Statement 22: Renewable Energy

Other useful information may be found on:

BREEAM office;  
[www.bre.co.uk](http://www.bre.co.uk)

Design Advice  
[www.energy-efficiency.gov.uk](http://www.energy-efficiency.gov.uk)

Association of Environmentally Conscious Builders  
[www.aecb.net](http://www.aecb.net)

Building Research Establishment  
[www.bre.co.uk](http://www.bre.co.uk)

Centre for Alternative Technology  
[www.cat.org.uk](http://www.cat.org.uk)

Energy Efficiency Best Practice Programme:  
[www.energy-efficiency.gov.uk](http://www.energy-efficiency.gov.uk)

English Nature  
[www.english-nature.org.uk](http://www.english-nature.org.uk)

Friends of the Earth  
[www.foe.co.uk](http://www.foe.co.uk)

Energy Saving's Trust  
[www.est.org.uk/](http://www.est.org.uk/)

The Carbon Trust  
[www.thecarbontrust.co.uk](http://www.thecarbontrust.co.uk)

Clear Skies [www.clear-skies.org](http://www.clear-skies.org)

- > Minimise energy requirement in the basic design taking into account the embodied energy of construction materials used;
- > Minimise CO2 emissions;
- > Take full advantage of renewable energy resources;
- > Maximise energy efficiency;
- > Minimise the potential fuel poverty in residential units; and
- > Maintain flexibility, in order to take advantage of new renewable/efficient energy technologies as they mature.

3.4.10. The councils will expect development proposals to address:

- > The UK and London Government energy targets and hierarchies outlined in the Government Energy White Paper and the 'Green Light to Clean Power: The Mayor's Energy Strategy'; and
- > The role and practicality of monitoring and reporting. For the Area and the Triangle, site wide energy consumption could be used as a monitoring tool, subject to resolving matters of commercial and individual confidentiality. Offering occupiers the opportunity of having their energy consumption monitored and benchmarked against best practice, to assist in reducing costs, could provide one way of generating valuable data.

### Energy Efficiency

3.4.11. Developments should reduce the need for energy by incorporating energy efficiency measures and opportunities, building design, services, energy source and supply methods.

3.4.12. New development should demonstrate consideration of energy efficiency at all stages from initial master planning to individual building design. This should be undertaken in accordance with best practice, for example the Government's Energy Efficiency Best Practice Programme Energy Consumption (ECON) Guides.

3.4.13. Development of the Area and the Triangle should facilitate a comfortable, safe microclimate that is conducive to delivering energy efficient buildings. The shape, size and relative position of individual buildings, together with the type of materials used, could have a significant effect on the microclimate experienced by building users and others moving around at ground level.

### Environmental and Carbon Efficiency Targets

3.4.14. The councils would expect new buildings within the Area and the Triangle to achieve the following or its equivalent:

- > For offices, a rating of not less than "Very Good" under the prevailing Building Research Establishment environmental assessment method (BREEAM) for offices, with an aspiration for "Excellent";
- > For housing, a rating of not less than "Very Good" under the prevailing "Ecohomes" assessment method by the Building Research Establishment (BRE), with an aspiration for "Excellent", subject to wider objectives for high density development, including affordable housing, to meet the site's full potential;
- > Mixed use and retail buildings – an appropriate assessment criteria and scoring for mixed use buildings under the prevailing bespoke or relevant BREEAM system; and

- > Industrial - a rating not less than “Very Good”, with an aspiration for ‘Excellent’ under the prevailing BREEAM industrial system.
- 3.4.15. Proposals for the adaptive re-use of existing listed and other heritage buildings, within Conservation Areas, will be treated on their merits, taking into account the council’s planning policies on the historic environment and the Government advice in PPG15.
- 3.4.16. In addition to commitments to achieve high assessment ratings, the councils will be looking to see:
- > Carbon emission targets for different building types, within major developments that demonstrate a meaningful reduction compared to Building Regulations;
  - > Commitments to put measures in place, to help deliver these targets; and
  - > Developments that take advantage of opportunities to use passive natural ventilation, as a means of delivering fresh air to occupants. The choice of ventilation system(s) is likely to vary across the site, taking in to account noise and other external pollution levels (for example from road and rail traffic), occupier requirements, market perception and other factors. Both councils will be looking to see a careful examination of these factors, as opposed to an ‘automatic’ reliance on mechanical ventilation or air conditioning.

### Renewable Energy

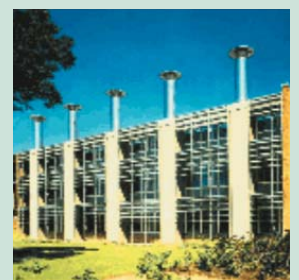
- 3.4.17. Major development proposals can present current and future opportunities to take advantage of energy generation from renewable sources. The Mayor’s Strategy sets a target for major developments to generate at least 10% of their energy needs (power and heat) from renewable energy. Section 1.64 of the Camden Replacement UDP Deposit Draft (2003) seeks a similar target.
- 3.4.18. The planning system clearly has an important role to play in promoting renewable energies. At the same time, electricity generation in particular is a strategic national issue and the regulatory framework current encourages building occupiers to exercise market choice over means of supply.
- 3.4.19. Taking these factors into account, the councils expect major development proposals within the Area and the Triangle to address the Mayor’s energy target and demonstrate how it could be met and exceeded, over time, through the application of solar photovoltaic, solar thermal, wind power, geothermal (district heating), bioenergy (biomass) and other technologies and supply arrangements, as they continue to evolve. This should not be limited to buildings. For example, photovoltaics incorporated in street furniture such as lighting provide assist in meeting renewable energy targets and also raise public awareness.
- 3.4.20. The Area may offer excellent opportunities for the development of one or more ‘showcase’ renewable energy projects and the councils will work with developers to examine how and where these might be delivered.



Solar Energy Panels



Energy



Daylighting



Natural Ventilation





Shading



Recycling



Recycling



Water



Materials

### Efficient Supply of Energy

- 3.4.21. The Area presents excellent opportunities for a Combined Cooling, Heating and Power plant (CCHP). This needs to be considered carefully, taking into account technical considerations of demand and load, air quality, road traffic and other matters. For example, a successful strategy to reduce overall energy demand may affect the viability and practicality of CCHP. The location of any CCHP plant will also be relevant: locating CCHP remote from the main energy load could reduce its viability.
- 3.4.22. The councils will seek a commitment to undertake a detailed feasibility of the potential for CCHP to serve the development and the potential to power it from renewable resources. The potential for ground water cooling, ground source heat pumps and hot water recovery systems should also be addressed.
- 3.4.23. The practicality and viability of new infrastructure may be aided by a strategy that allows it to expand, over time, to service surrounding areas. Such a strategy could also make a valuable contribution to reducing fuel poverty.

### Materials

- 3.4.24. Materials for new developments should be chosen carefully, taking into account both aesthetic qualities, noise reduction and insulation properties, recycled content and whole life impacts. For example, the councils would expect materials specifications to promote the use of timber from sustainable sources, low PVC and VOC materials, including paints, windows, pipes, ducting and recycled materials.

### Services and Infrastructure

- 3.4.25. New utility services and infrastructure will be required to support the comprehensive redevelopment of the Area and the new social and economic activities that it will accommodate. The development should be built in such a way as to enable site occupiers to reduce their demands and meet them, where practicable, through sustainable means.
- 3.4.26. Major development proposals should be supported by an environmental sustainability strategy and this should include consideration of water management, water supply and surface water disposal.

### Water Supply and Surface Water Disposal

- 3.4.27. The councils are keen to promote innovative thinking applied to water supply including treatment and use and surface water disposal. For the supply of water, the development should seek to:
- > Reduce demand for all water. The councils encourage the incorporation of measures and initiatives into the design and construction of buildings to facilitate a reduction in potable water consumption by 20% or greater from current (2003) typical demands. For example, BREEAM Ecohomes very good rating requires 39% typical water reduction; and
  - > Promote the retention, use and re-use of on-site water. This could involve using alternatives to traditional mains supply of potable water and the discharge of waste water to existing infrastructure. The potential role and contribution of rainwater harvesting, ground water abstraction, grey water recycling and other water treatment should be examined and addressed.

3.4.28. For the disposal of surface water, the councils encourage the use of sustainable urban drainage systems (SUDS) in the Area and the Triangle. The urban characteristics of the Area and the Triangle, its historic fabric and the emphasis on high density development may present both opportunities and constraints for surface water drainage and the councils are keen to ensure that these are explored fully. The development will, in any case, need to meet the surface water discharge requirements of the Environment Agency.

3.4.29. Further guidance should be sought from the Environment Agency, the councils highways departments and other relevant organisations.

### Waste Management and Recycling

3.4.30. Government guidance and other initiatives, taxation and incentives are committed to ensuring that we use our natural resources sensibly and increase the value we get from them. At the heart of this commitment are:

- > Obligations to reduce landfill of biodegradable municipal waste; and
- > A set of statutory targets, for local waste authorities, to reduce waste going to landfill, increase recycling and recovery of value from municipal waste.

3.4.31. To meet these emerging targets, new developments should seek to generate less waste and explore methods to deal better with unavoidable waste that is produced.

3.4.32. The principles of integrated waste management apply to all aspects of the construction process through to the daily waste minimisation and recovery patterns of the future population. The planning system has a role to play in many of these areas. Major development proposals should facilitate the application of new technologies and best practice initiatives for waste management and recycling, relevant to mixed use, urban developments, as they emerge over the lifetime of the scheme.

3.4.33. The councils expect to see a development strategy that promotes and seeks to achieve, through a range of practical measures, appropriate targets for household recycling and the recovery of value, taking into account relevant national and London guidance.

3.4.34. Measures to achieve sustainable waste management during both the construction and operational stages could include:

- > Exploration of mitigation measures to achieve waste minimisation at source;
- > Designing earthworks to minimise the amount of soil to go off site, commensurate with levels that promote good accessibility to all areas;
- > Use of the “reduce/reuse/recovery/recycle” approach to limit production of waste, for example through on-site dedicated storage, handling and use and re-using surplus or unwanted waste materials to minimise the landfill of construction waste;
- > The incorporation of a waste reprocessing facility for a variety of construction and operational waste streams. The land between

Much can be done within a development to save water. Further guidance on water conservation can be from the Environment Agency National Water Demand Management Centre ([www.environment-agency.gov.uk](http://www.environment-agency.gov.uk)), Department Environment, Food and Rural affairs ([www.defra.gov.uk](http://www.defra.gov.uk))

Thames Water ([www.thames-water.com/waterwise](http://www.thames-water.com/waterwise)) and other undertakers

Other useful information may be found at

UK SUDS Database [www.suds-sites.net](http://www.suds-sites.net)

Water UK: [www.water.org.uk](http://www.water.org.uk)

Ciria [www.ciria.org.uk/suds](http://www.ciria.org.uk/suds)

ODPM, PPG25 Development and Flood Risk.

DETR, 2000, ‘Waste Strategy 2000 for England and Wales’

Greater London Authority, 2002, ‘The Mayor’s Draft Municipal Waste Strategy, Public Consultation Draft’

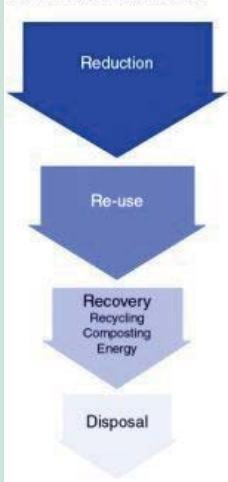
Office of the Deputy Prime Minister, 1996, Planning Policy Guidance 10

The Waste Hierarchy provides a framework for sustainable waste management.

For development, sustainable methods of waste management should be favoured according to this hierarchy.

Planning Practice Guidance 10 notes:

Figure 2: The waste hierarchy



The waste hierarchy, the proximity principle and regional self-sufficiency all need to be taken into account in identifying the combination of facilities and other waste management options which give the best balance between environmental, social and economic needs.

London Borough of Camden, 2002, Biodiversity Action Plan  
 DETR, 2001, Planning Policy Guidance 9: Nature Conservation  
 GLA, London Biodiversity Action Plan, Volume 2  
 GLA, 2002, Mayor's Biodiversity Strategy  
 GLA, LDA, et al, 2003 Design for Biodiversity  
 Habitats Directive Legislation (Conservation Regulations 1994)  
 London Borough of Camden, Local Agenda 21 Action Plan  
 London Borough of Camden, Nature Conservation in Camden – Ecology Handbook 24  
 GLA, 2004, London Plan, Spatial Development Strategy for Greater London

the CTRL and NLL, together with adjacent, Camden-owned existing depot facilities along York Way, may present opportunities to incorporate new waste facilities (for example clean bulking facilities). This would need to be examined further, through a feasibility study;

- > The promotion and use of sustainable materials within developments across the Area and the Triangle;
- > The provision of effective and easy-to-use public realm waste segregation facilities, for users, occupiers and visitors;
- > The design of buildings to facilitate effective, simple waste segregation and storage facilities;
- > The potential re-use of any green waste; and
- > Information, education and awareness raising, to promote waste minimisation by tenants and other occupiers.

### 3.5. Biodiversity

- 3.5.1. Planning has an important role to play in the conservation and enhancement of biodiversity, as the use and development of land brings with it both threats and opportunities for biodiversity.
- 3.5.2. The principal nature conservation areas of importance within the Opportunity Area are focussed on the Camley Street Natural Park and the Regent's Canal, which are Sites of Metropolitan Importance for nature conservation. Camley Street Natural Park is also a Local Nature Reserve. The NLL and King's Cross Goods Yard is identified as a Site of Borough Importance (Grade 1), as is the adjoining railside land in Islington, however the Channel Tunnel Rail Link construction and other developments have removed most of the habitat in this area. Beyond these identified sites, the planning history of the Area (see section 1.3), means that there are, at present, under-used and vacant parcels of land that have some biodiversity value.
- 3.5.3. As explained elsewhere, the councils wish to see the comprehensive redevelopment of the Area, to provide a high density, high quality mixed-use development. It is inevitable, therefore, that existing site conditions will change radically. At the same time, minimising any adverse impacts on the environment, securing positive environmental gains and enhancing opportunities for biodiversity are part of achieving sustainable development and are recognised as such in Strategic Policy SKC1 (sub paragraphs f and g). Refer also to section 2.13 and 3.3 for additional guidance.
- 3.5.4. Adopted UDP Policy KC10 (2003) seeks to protect and enhance Camley Street Natural Park and the Regent's Canal and other policies that are relevant, within the Replacement UDP Deposit Draft (2003), include the wider open space policies N1-N4, policy B1 on design principles and policy RC1 on the Regent's Canal.
- 3.5.5. The Draft London Plan Policy 3D.12 confirms that new development should capitalise on opportunities to create, manage and enhance wildlife habitat and that priority for habitat creation should be given to sites within or near to areas of regeneration and/or adjacent to existing wildlife sites. The Panel report, following the Examination in Public (EiP) into the draft Plan, confirms that 3D.12 is an important policy and

states that conservation issues should be considered in the layout and design of development, so as to enable the penetration of wildlife into the urban fabric. This can be an important adjunct to the protection and management of habitats and spaces nearby. (paragraph 2.38 of the report).

3.5.6. Development proposals should also have regard to the statutory requirements regarding protected species. Policy N6 in the replacement Camden UDP Deposit Draft (June 2003) seeks to protect protected species and their habitats, for example bats and black redstarts. These species are also Priority Species identified in the London Biodiversity Action Plan.

3.5.7. Overall, the development of the Area and the Triangle offers scope to protect and enhance the principal areas of importance and provide additional opportunities for biodiversity. These include:

- > Introducing new terrestrial habitat forms such as within the enclosed CTRL embankment, new open spaces, the northern and northwestern boundaries of the Area;
- > Incorporation of purpose designed shelters, roosts etc for new buildings and structures;
- > The use of green and brown roofs (or equivalent system) for at least 15% of new buildings, vertical green habitat/walls and other means to add natural diversity, visual interest and capture other benefits, for example energy savings;
- > The incorporation of 'green' trails linking habitats and green spaces both within and outside the Area where possible;
- > Coordinated vegetation planting within the public realm taking account of aesthetic, biodiversity, maintenance and other issues;
- > Biodiversity information and interpretation points; and
- > Enhanced visitor and interpretation facilities at Camley Street Natural Park.

#### **Camley Street Natural Park (Biodiversity)**

3.5.8. Camley Street Natural Park is a statutory Local Nature Reserve and is designated as a non-statutory Site of Metropolitan Importance for nature conservation. It lies adjacent to the main King's Cross Central site. The site is owned by Camden and leased and managed by the London Wildlife Trust.

3.5.9. The park encompasses a variety of habitats with wet and dry woodland, grassland, fen vegetation and ponds. There is a nature trail and a small visitor centre that provides limited interpretation, educational and other facilities, that could be enhanced. The park is an important educational resource, used by local schools and other establishments. It is also open to, and used by, the general public. London Wildlife Trust runs an events programme for local community groups and the general public, plus a volunteer programme. London Wildlife Trust hopes to develop these roles in the future and has aspirations to develop an improved visitor centre, with more facilities.

3.5.10. The retention and protection of the Park, as a wildlife and educational resource, is considered to be essential to the character of the area and new development.

London Biodiversity Action Plan including Action Plans on:

- > Bats
- > Wasteland Habitats
- > Black Red Starts
- > Peregrine Falcon

Useful information may be found at:

[www.blackredstarts.com](http://www.blackredstarts.com)

[www.lbp.org.uk](http://www.lbp.org.uk)

[www.englishnature.org.uk](http://www.englishnature.org.uk)

[www.environmentagency.gov.uk](http://www.environmentagency.gov.uk)

[www.bats.org.uk](http://www.bats.org.uk)



*The Black Redstart*



*Example of a green roof*



*Wall mounted nest box*



*Maximise planting opportunities and species selection*





Camley Street  
Natural Park



Diversity of species and  
habitats along the Canal

- 3.5.11. Camden expects new development to be sensitive and avoid any adverse visual, shading, microclimate, noise or lighting effects on the Park and to its long-term enhancement, as a biodiversity and educational resource.

### Regent's Canal (Biodiversity)

- 3.5.12. The Regent's Canal is an important ecological corridor winding through north London. As identified above, it is designated as a non-statutory Site of Metropolitan Importance for nature conservation. It is also subject to other open space and green chain designations. The Canal is valued for its recreational, tourism, business, transport, residential and open space qualities that often place competing pressures on this finite resource. Use of the Canal is likely to increase as more people are introduced to the site and the Canal becomes more people friendly. This will have safety and other benefits that are central to the council's aspirations.

- 3.5.13. The Regent's Canal features strongly in the Camden Replacement UDP Deposit Draft (Section 10) and the draft London Plan (as part of Blue Ribbon Network). It is important that redevelopment of the area captures the potential that the canal offers, striking a successful balance between the enhancement of the canal for biodiversity, sustainable design measures and other objectives, listed within the adopted Camden UDP (2003) at paragraph 13.69.

- 3.5.14. The Canal's important habitat value and biodiversity role could be enhanced by:

- > Reducing the presence of invasive species along the Canalside;
- > Retaining or replacing areas of natural vegetation on the Canalside;
- > Creating pocket habitats along the Canal edge, for example near bridges;
- > Providing safe and secure nesting opportunities e.g. for Sandmartins and Kingfishers;
- > Softening parts of the Canal wall, for example by creating vegetation benches and roosting sites;
- > New aquatic and other planting to link the Canal, Camley Street Natural Park and adjacent areas; and
- > The inclusion of bat friendly design features.

- 3.5.15. Further information and guidance of the Canal may be found in the adopted Camden UDP (2000 and April 2003 for Chapter 13), the Camden Replacement UDP Deposit Draft (June 2003), the Regent's Canal Conservation Area Statement, Camden's Biodiversity Action Plan, the Draft London Plan, LBC Canal & Rail Side Habitat Plan, British Waterways Biodiversity Action Plan and the London Canal's Committee "Guidelines for Canalside Development".

### Biodiversity Studies and Statements

- 3.5.16. The councils will assess any applications for development, within the Area and the Triangle, in relation to their effects on the conservation of biodiversity and expects developers to address biodiversity as part of their environmental impact assessment (EIA) studies. These studies should address the matters highlighted above, together with:

- > Any relevant requirements of the Habitat Regulations;
- > The protection of species listed in the London and Camden Biodiversity Action Plans (BAPs); and
- > The delivery of mitigation measures identified in the Environmental Statement, including the protection of retained habitats during phased construction.

3.5.17. The councils will also be looking to see that the potential for conservation and enhancement of biodiversity has been fully explored and taken into account in the preparation of a number of strategies and statements that should accompany major development proposals. These strategies and statements are explained in Section 4.



# King's Cross Opportunity Area Planning & Development Brief Part IV

## Implementation



## 4. Implementation

### 4.1. King's Cross Central

4.1.1. The King's Cross Central site is a substantial regeneration development area and the councils will expect any developer to adopt a "masterplan" approach in bringing forward plans to redevelop/refurbish it. Comprehensive development is the key element in ensuring that regenerative benefits can be delivered effectively to this area and a masterplan provides the basis on which to form a cohesive and co-ordinated strategy in its delivery.

4.1.2. The councils will look for a masterplan which identifies the various uses to be provided throughout the site, the physical infrastructure to be put in place to support the development, the proposed hierarchy of new public routes and public spaces and the way in which historic buildings and structures will be woven within the new urban quarter. Accessibility and permeability, particularly to pedestrians, will be another important aspect of the masterplan. This will be informed through the disposition and layout of buildings, proposed uses and their interrelationships.

#### Compulsory Purchase

4.1.3. The councils will consider using Compulsory Purchase powers if this is necessary to secure a high quality and sustainable development that meets the requirements of the UDP.

#### Applications

4.1.4. The comprehensive proposals, informed by a masterplan, will need to be the subject of a number of separate planning, Listed Building Consent and Conservation Area Consent applications. At the time this brief was finalised, the councils envisaged the following initial applications:

- > A main application for planning permission for the development of the entire Area, except for sub-area 6, land North of the CTRL Embankment. The application would be submitted to Camden and would seek 'outline' permission, including means of access, siting of new buildings within development zones (see below), landscaping proposals and other development parameters. The applicants should submit to the council Conservation Plans in sufficient detail for heritage features within the Goods Yard grouping north of the Canal and for the retained heritage buildings south of the Canal. These Plans shall establish clear guidance on acceptable use(s) and physical interventions;
- > A second planning application for sub-area 5, the Triangle, to be submitted to both Camden and Islington for determination. This application will need to include means of access and other development parameters to explain the relationship between the proposed development and development proposed in sub-areas 1-4 and 6; and
- > A series of parallel Listed Building Consent and Conservation Area Consent applications to support (a) any proposal to demolish a Listed Building or non-listed building within a conservation area and (b) in accordance with the agreement between the landowners and English Heritage, the dismantling and re-erection of gasholder number 8.

- 4.1.5. A separate application for sub-area 6, land North of the CTRL Embankment, is expected to be made to Camden once the developers have carried out further feasibility studies into the possible development of this part of the site. This application would seek 'outline' permission, including means of access, siting of new buildings, landscaping proposals and other development parameters. The council wants to see proposals come forward as soon as possible for sub-area 6, to assist the comprehensive development of the Area and the Triangle as a whole.
- 4.1.6. Further Listed Building Consent and Conservation Area Consent applications would need to be made, as necessary, following the grant of outline planning permission.

#### **Assessment of Environmental Impacts**

- 4.1.7. The above applications will need to be supported by an overarching EIA, which assesses any likely significant environmental impacts of the proposals during both the construction and operational stages of the development in accordance with the Town and Country Planning (Environmental Impact Assessment) Regulations 1999. An EIA should take account of guidance in Circular 02/99 and relevant best practice guidance. The developers have given the councils formal notice under Regulation 12 of their intention to undertake an EIA into the proposals and to submit an Environmental Statement (ES) alongside their proposals. The ES will set out the EIA findings.
- 4.1.8. Both councils have commented on a draft Scoping Report prepared by the developers in April 2003 and expect them to take account of these and the comments of other interested parties when considering the scope and methodology for the EIA and the information to be included in the ES.
- 4.1.9. By its very nature and scale, there will be many aspects of the proposed developments that are not fixed at the outset, but rather will evolve over a number of years.
- 4.1.10. The EIA should be based on a description of development that nevertheless acknowledges a need for details of the project, though evolving over time, to be set within clearly defined "parameters". The EIA process should take full account of the implications for the environment and reflect the likely significant effects of the project, at the 'outer edges' of the parameters that are set out and defined.
- 4.1.11. It will be for the developers to ensure that they frame their development parameters with regard to the key environmental topics, so that a robust assessment of the proposals can be carried out. In addition to those issues set out previously the development parameters will need to include/address:
- > The maximum amount of employment, residential, retail, leisure and other floorspace that is applied for (by Use Class where appropriate);
  - > The minimum and maximum number of residential units, including unit mix;
  - > The identification of development zones;
  - > The disposition and quantum of land uses, across the proposed development zones;

- > The disposition and quantum (maximum number and floorspace/number ratio) of car and cycle parking spaces across the proposed development zones;
- > The alignment and width of proposed primary, secondary and other access and circulation routes within the development site and details of highway accesses;
- > The layout and hierarchy of the proposed public realm, including publicly accessible open space;
- > The planning status of (and any proposals for) each historic building and structure within the site;
- > Baseline and proposed site levels in metres Above Ordnance Datum (AOD);
- > Minimum and maximum building heights across the site in metres AOD; and
- > Conformity with Strategic Views.

4.1.12. In granting any planning permission, it will be for the councils to use planning conditions and planning agreements to ensure that the process of project evolution keeps within the parameters applied for and assessed.

#### **Other Technical Assessments**

4.1.13. If not included as part of the ES, the applications will also need to be supported by the following assessments:

- > Retail Impact Assessment – Depending on their nature, proposals for between 1000m<sup>2</sup> & 2500m<sup>2</sup> of additional retailing may need to be accompanied by an assessment. In any event, proposals for more than 2,500m<sup>2</sup> of additional retailing will need to be accompanied by a full assessment of their likely impact. All required assessments will need to address, amongst other things, the likely impacts on the viability and vitality of centres in Camden Islington and other neighbouring boroughs, taking full account of other permitted and proposed shopping floorspace, including that within the Area/Triangle;
- > Transport Assessment – This should quantify and assess the likely level and impact of travel demand generated by the proposals and identify any mitigation measures to address any adverse impacts, for example as part of a Travel Plan; and
- > Townscape & Heritage Assessment – This will need to provide a thorough assessment of the special character and context of listed buildings and the character of Conservation Areas within the development site and assess the likely implications of the proposed developments.

#### **Supporting Information**

4.1.14. These applications will need to be supported by the following information:

- > A Planning Statement, to address the compliance with relevant planning policies;
- > An overarching Urban Design Statement, setting out the design principles that have been adopted for the site and its wider context;
- > An Accessibility Statement, outlining how the access needs of disabled people have been addressed as part of the design process; and

- > A Community Involvement Report, explaining the steps the developers have taken to consult local communities and take their views into account.

### **Guidelines, Strategies & Plans**

- 4.1.15. The councils also wants the applications to be supported by the following Plans, Guidelines and Strategies:

### **Design & Conservation**

- > Design Guidelines for proposed new buildings, in sufficient detail to enable Camden to assess the relationship with retained buildings; and
- > Initial Conservation Plans for the heritage buildings that are to be retained, supporting proposed use(s), setting out the principles for refurbishment and identifying physical interventions that may be required.

### **Public Realm & Open Space**

- > A Public Realm and Open Space Strategy for the delivery, management and maintenance of public realm and open space, including opportunities to incorporate public art.

### **Implementation and Sustainability**

- > An Implementation Strategy, to explain how the developers intend to phase the delivery of a mixed-use sustainable development across both the Area and the Triangle, including the timely provision of new infrastructure/services, affordable housing, public realm and other social and regenerative benefits. This Strategy will also demonstrate how the development will respond to the phasing of; for example, major infrastructure proposals such as the King's Cross western concourse with appropriate temporary uses, arrangements and benefits;
- > A Travel Plan to address any impacts and fulfil sustainable transport objectives;
- > An overall environmental management strategy which includes a Code of Construction Practice, method statements and monitoring methods to avoid unnecessary adverse environmental impacts during the construction phase; and
- > An Environmental Sustainability Strategy, addressing how the developers intend to address travel, waste, energy, water demand and other matters.

### **Regeneration**

- > A Regeneration Strategy, outlining the opportunities for local people to benefit from the proposed development, including employment and skills development opportunities during both the construction and operational phases.

### **Interim Uses**

- > The scale and complexity of the Area and Triangle means that the comprehensive development of the King's Cross Central site will take a number of years to deliver. It is in everyone's interests



that land and buildings are kept or brought into active use during this period, as this will make good use of scarce urban land, provide some income and site security for the developers, help prevent the deterioration of heritage buildings that are to be retained, maximise employment opportunities, add to the vitality of the area and help improve the personal safety of local people and visitors. The council will, therefore, sympathetically consider planning, Listed Building Consent and Conservation Area Consent applications for appropriate uses and associated works. However, it will want to ensure that any interim uses that are permitted are commensurate with the developer's proposed phasing and construction activity and that they do not frustrate the timely delivery of the long-term comprehensive development of the Area and Triangle.

### Conditions and Planning Obligations

- 4.1.16. As explained above, the councils will consider the use of planning conditions and planning agreements to ensure an appropriate balance of benefits in the scheme overall and that the process of project evolution keeps within the development parameters applied for and assessed. It may also use conditions and/or obligations to secure mitigation measures identified through the EIA and any separate Technical Assessments and to secure key aspects of the Guidelines, Strategies and Plans referred to above.
- 4.1.17. The comprehensive development of the site is an important objective for the councils and it is keen to see social and regenerative benefits, including affordable housing, provided at the earliest appropriate opportunity. The councils will also be keen to ensure that any permitted demolition or removal of existing buildings or structures does not lead to 'voids' that are then left undeveloped for long periods of time, taking paragraph 4.29 of PPG15 into account. These are also matters that may be addressed through conditions and/or planning obligations.
- 4.1.18. Planning obligations may also be used to secure the provision of or contributions towards a number of social and regenerative benefits that are, in accordance with Circular 1/97 and the councils general SPG:
- > Necessary;
  - > Relevant to planning;
  - > Directly relate to the proposed development;
  - > Fairly, and reasonably, relate in scale and kind to the proposed development; and
  - > Reasonable in all other respects.
- 4.1.19. In considering what benefits may be sought, the council will have regard to the indicative list in the supporting text to Camden UDP Policy KC12.

## 4.2. CTRL & LUL Works

### Context

- 4.2.1. The Channel Tunnel Rail Link (CTRL) and King's Cross/St. Pancras Underground Works (LUL) are being designed and built using the powers conferred in the CTRL Act 1996. The Act, in effect, gives deemed planning permission for these works subject to the conditions

imposed by Section 9 and Schedule 6 of the Act. Schedule 6 to the Act requires the submission of additional specified details to Camden for approval and sets out the grounds under which they may refuse to approve and set condition to those submissions. In determining these applications Camden will ensure that these submissions are consistent with the CTRL Environmental Minimum Requirements (EMR) which comprise the following documents: the Planning Memorandum; Environment Memorandum; Code of Construction Practice and Deed of Heritage. The Planning Memorandum contained in the EMR sets out the framework by which applications for approval under Section 9 and Schedule 6 shall be dealt.

- 4.2.2. In summary, the councils can determine the design and appearance of new buildings but not the nature of plant and machinery (consultation only), except transformers; the location of fencing and walls; access to the public highway; lighting; and a range of construction mitigation measures and arrangements. The latter is supplemented by s61 approvals under the Control of Pollution Act. In general, the only valid reasons for refusal are grounded on harm to the local environment, local amenity and road safety, all of which are subject to the proposals being reasonably capable of amendment or relocation.

#### **Assessment of Environmental Impacts**

- 4.2.3. The works were subject to an EIA and the Development Agreement between London & Continental Railways and the Government requires that any variations made to the design assumed for the purposes of the ES should not materially worsen the environmental effect compared with the assessment presented in the Statement.

#### **Determining Applications**

- 4.2.4. In determining submissions, the councils will seek to ensure that works do not cause unnecessary disruption to local communities in terms of noise and pollution and that they exhibit a unified approach to design and appearance and location in order to achieve a townscape solution of the highest urban quality.

### **4.3. King's Cross Station**

#### **Context**

- 4.3.1. As a result of increased passenger numbers using King's Cross Station, Network Rail/SRA is considering a range of options to provide additional capacity and a modern, integrated transport service at King's Cross Station. As part of these proposals, a design for a new western concourse building is being developed. This will replace the existing concourse fronting Euston Road.

#### **Applications**

- 4.3.2. The proposals will need to be the subject of a detailed planning application and Listed Building Consent application, to be submitted in parallel. These should include details of the interfaces with the historic structures and how the proposals integrate with and do not prejudice the development of the rest of the Area.

### **Assessment of Environmental Impacts**

- 4.3.3. The proposals may require an EIA, depending on their scale and nature.

### **Other Technical Assessment**

- 4.3.4. If not included as part of an ES, the applications will also need to be supported by the following assessments:
- 4.3.5. Retail Impact Assessment – Depending on their nature, proposals for between 1000m<sup>2</sup> & 2500m<sup>2</sup> of additional retailing may need to be accompanied by an assessment. In any event, proposals for more than 2,500m<sup>2</sup> of additional retailing will need to be accompanied by a full assessment of their likely impact. All required assessments will need to address, amongst other things, the likely impacts on the viability and vitality of centres in Camden, Islington and other neighbouring boroughs, taking full account of other permitted and proposed shopping floorspace, including that within the Area/Triangle;
- 4.3.6. Transport Assessment – This should quantify and assess the likely level and impact of travel demand generated by the proposals and identify any mitigation measures to address any adverse impacts, for example as part of a Travel Plan.

### **Implementation & Sustainability**

- 4.3.7. An overall environmental management strategy which includes a Code of Construction Practice, method statements and monitoring methods to avoid unnecessary adverse environmental impacts during the construction phase.
- 4.3.8. An Environmental Sustainability Strategy, addressing how the developers intend to address travel, waste, energy, water demand and other matters.

### **Conditions and Planning Obligations**

- 4.3.9. The council will consider the use of planning conditions and planning agreements to ensure full details of works (where these are not specified in the planning/Listed Building Consent applications) are submitted and approved before works commence and that there is a clear timetable for the removal of the 'temporary' canopy and completion of the works.
- 4.3.10. Planning obligations may also be used to secure the provision of or contributions towards a number of social and regenerative benefits that are, in accordance with Circular 1/97 and the council general SPG:
- > Necessary;
  - > Relevant to planning;
  - > Directly relate to the proposed development;
  - > Fairly, and reasonably, relate in scale and kind to the proposed development; and
  - > Reasonable in all other respects.
- 4.3.11. In considering what benefits may be sought, the council will have regard to the indicative list in the supporting text to UDP Policy KC12.

## 4.4. St. Pancras Chambers

### Context

- 4.4.1. The Chambers Group (Whitbread Group plc and Manhattan Lofts) have been appointed by London & Continental Railways as preferred developers. The Group is progressing proposals to restore and convert the Grade I listed building to a hotel and associated activities and residential flats. The council wants to see the high quality refurbishment of this landmark building take place as soon as possible, so that it can serve as an 'early' beacon of regeneration for the Area.

### Applications

- 4.4.2. The proposals will need to be the subject of a detailed planning application and Listed Building Consent application, to be submitted in parallel. The application for listed building consent should be accompanied by a schedule of works that will include:

- > Works required to be completed prior to occupation;
- > Full details of the introduction of new services; and
- > Full details of methods of satisfying the Building Regulations.

- 4.4.3. The applications should also be accompanied by a Conservation Plan, which establishes, amongst other things:

- > Appropriate uses;
- > A management and maintenance strategy; and
- > Programmes for a photographic record of the building and its services, the investigation of the nature and survival of historic decorative schemes and mitigation procedures for elements of the building that are adversely affected by the proposed scheme.

### Technical Assessment

- 4.4.4. The applications will need to be supported by the following assessments:

- > Financial Justification - Any application for 'enabling development' must be supported by a financial justification, prepared in accordance with English Heritage Statement Practical Guide to Assessment: Enabling Development & Conservation of Heritage Assets (2001). Any such financial justification must be agreed by Camden and English Heritage before they would be prepared to grant consent for such development;
- > Retail Impact Assessment – Depending on their nature, proposals for between 1000m<sup>2</sup> & 2500m<sup>2</sup> of additional retailing may need to be accompanied by an assessment. In any event, proposals for more than 2,500m<sup>2</sup> of additional retailing will need to be accompanied by a full assessment of their likely impact. All required assessments will need to address, amongst other things, the likely impacts on the viability and vitality of centres in Camden, Islington and other neighbouring boroughs, taking full account of other permitted and proposed shopping floorspace, including that within the Area/Triangle;



- > Transport Assessment – This should quantify and assess the likely level and impact of travel demand generated by the proposals and identify any mitigation measures to address any adverse impacts; and
- > A Travel Plan should be developed as part of the planning submission.

#### **Implementation & Sustainability**

- 4.4.5. An overall environmental management strategy which includes a Code of Construction Practice, method statements and monitoring methods to avoid unnecessary adverse environmental impacts during the construction phase.

#### **Conditions and Planning Obligations**

- 4.4.6. The council will consider the use of planning conditions planning agreements to require full details of works (where these are not specified in the planning/Listed Building Consent applications) are submitted and approved before works commence. It will also consider the use of planning conditions and planning agreements to ensure that the Conservation Plan is adhered to in developing and implementing these details and to secure satisfactory public access and phasing of the development.
- 4.4.7. As discussed earlier in this Brief, in view of the particular nature and high restoration costs of the Chambers, no affordable housing within the building is required. Contributions towards off-site provision will depend on the overall viability of acceptable proposals, subject to full financial appraisal.
- 4.4.8. Planning obligations may also be used to secure the provision of or contributions towards a number of social and regenerative benefits that are, in accordance with Circular 1/97 and the council general SPG:
- > Necessary;
  - > Relevant to planning;
  - > Directly relate to the proposed development;
  - > Fairly, and reasonably, relate in scale and kind to the proposed development; and
  - > Reasonable in all other respects.
- 4.4.9. In considering what benefits may be sought, the council will have regard to the indicative list in the supporting text to UDP Policy KC12.

## **4.5. Cross River Tram**

#### **Context**

- 4.5.1. Transport for London is undertaking further studies on the routing within King's Cross Central, investigating the sites for the location of depot facilities followed by an assessment of their environmental impact, a traffic impact study and complementary measures, demand assessment and review of the business case. All this work is expected to be completed during 2004 so that final design can be "frozen" towards the end of 2004.

#### **Application**

- 4.5.2. The works will be subject to a Transport & Works Act (TWA) Order application in due course (earliest date expected is end of 2005).

#### **Assessment of Environmental Impacts**

- 4.5.3. An EIA will be required to support the Transport & Works Act application.

#### **Implementation & Sustainability**

- 4.5.4. An overall environmental management strategy which includes a Code of Construction Practice, method statements and monitoring methods to avoid unnecessary adverse environmental impacts during the construction phase.

#### **Way Forward**

- 4.5.5. The councils expect TfL to consult fully with all relevant stakeholders, including the local community, over the proposals and reserves the right to make representations on the proposals as an independent body

### **4.5.6 Key Policy Documents**

#### **Local**

##### **Unitary Development Plan**

A UDP contains policies relating to the use and development of land and buildings in the borough. It contains policies on a wide range of matters including housing, the environment, transport, leisure, and economic and community uses.

#### **Camden**

- > Unitary Development Plan 2000
- > Unitary Development Plan Alteration No. 2 Affordable Housing and Mixed Use Policies
- > Replacement Unitary Development Plan Revised Deposit Draft 2004 - currently on consultation

#### **Islington**

- > Unitary Development Plan 2002

##### **Supplementary Planning Guidance**

This is additional advice issued by a local planning authority expanding upon its statutory policies.

#### **Camden**

- > King's Cross Conservation Area Statement
- > Regent's Canal Conservation Statement
- > Supplementary Planning Guidance 2002

#### **Islington**

- > Green Construction 2003
- > Other guidance ranging from Green Travel Plans to Lifetime Homes. See [www.islington.gov.uk](http://www.islington.gov.uk) for further information.

Islington are presently preparing and consulting on a series of Area Action Plans for King's Cross that include parts of York Way and the Triangle. See <http://www.islington.gov.uk> for further information.

### London Region

- > Mayor's Spatial Development Strategy for Greater London - "the London Plan"

The London Plan provides the framework for the Mayor to produce more detailed strategic guidance on issues which cannot be addressed in sufficient detail in the plan. To provide detailed advice on its policies, Supplementary Planning Guidance (SPG) and Best Practice Guidance (BPG) documents are being produced. Key SPG documents produced so far:

- > Accessible London: Achieving an Inclusive Environment

The Mayor is also required to produce other strategies for London.

Each must be consistent with the others and the London Plan acts as the integrating framework for all. Each must take on board national policies and international obligations. These strategies are:

- > Transport Published July 2001
- > Economic Development Published July 2001
- > Biodiversity Published July 2002
- > Air Quality Published September 2002
- > Municipal Waste Management Published September 2003
- > Ambient Noise March 2004
- > Culture Consultation draft May 2003

The Mayor has also produced a strategy on energy, with publication expected in 2004. In addition, a Children and Young People's Strategy has been produced (January 2004).



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