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Argent St George, LCR and Exel (“the applicants”) are committed to ensuring that King’s Cross Central generates significant regeneration opportunities at a local, regional and national level.

The submitted development proposals are in line with national, London and local aspirations for achieving and optimising regeneration. They contain the essential components needed to integrate new and existing communities with the opportunities created by new development. The proposals meet the common sustainability and regeneration objectives of Central, Regional and Local Government, whilst addressing aspirations and concerns raised by local people.

Delivering on these objectives and aspirations will require a partnership approach. The scale and mixed use nature of King’s Cross Central suggests a partnership approach to regeneration, with support and inputs from the Local Authorities, the London Development Agency (LDA), other service providers, local communities and other landowners. Recognition of each partner’s relative strengths and weaknesses in delivery would be essential to ensuring the benefits and opportunities created are spread appropriately, in a timely fashion, beyond the immediate boundaries of the site.

The proposals represent a unique opportunity to develop what is probably the largest plot of derelict and underused land in Central London. In doing so, the development would fundamentally change the social and economic role of King’s Cross, with new benefits and opportunities throughout the construction programme and beyond. Indeed, the King’s Cross Central proposals would bring a range of early social and economic benefits before the first building is even complete.

First, the start of work on site would provide relief for numerous local residents who are fed up with waiting for something to happen. Merely beginning work on site would overcome uncertainty. It would also signify the completion of CTRL and the opening of St Pancras International services. A well-structured construction and delivery programme, with regular new additions to the physical, social and economic fabric of the area would demonstrate that change is occurring and give assurances that the development is likely to be completed in a timely fashion.

Second, the construction programme requires a large amount of infrastructure to be built before any buildings are begun. This would mean improvements to local roads, phased opening of some routes through the site, improved drainage and storm water run off (preventing flooding) and enhanced local electricity capacity. Many of these benefits would be invisible to local residents but could facilitate the earlier redevelopment of other vacant or underused sites locally and remove the blight effect and hazard threats currently associated with the former railway lands.

The length of King’s Cross Central construction period also means that there is the potential for the construction sector to become a long term stable employment base within the local economy. The sector includes a range of occupation levels, including traditional unskilled, semi-skilled and skilled labouring, but also engineering, management and support functions including IT, personnel and others. The relatively high proportion of unskilled positions make it a good sector for low skilled unemployed people to target.

Ongoing development would soon transform the physical environment around what has historically been considered unsafe, underused and vacant land. The applicants are committed to the creation of a high quality public realm maintained by a comprehensive management regime. In making this
commitment the applicants aim to create a place that feels safe, is lively throughout the day and/or evening with a varied sense of rhythm.

King’s Cross Central could also deliver around 30,000 new jobs, of which up to 40% might be taken up by local people with the right employment brokerage and training measures in place. Moreover, the development would also significantly increase Business Rate and Council Tax revenues for the Local Authorities.

The mix of uses and building types in the King’s Cross Central proposals would act as a catalyst for economic clustering and further diversity in industry sectors in North London. In turn, this would generate greater opportunities for training and wider choice of employment.

The applicants are keen to ensure that King’s Cross Central is a focus for generating choices for local people. They support the joint development of a local employment strategy with its partners that maximises local take-up at King’s Cross Central. However they also believe that to maximise local opportunity, any employment and training initiatives developed because of the opportunities King’s Cross Central should have links into a much wider geographic area than the development site alone. This means, at least, connections with colleges, training courses and employers across North London.

There is a wealth of experience already evident in the local employment brokerage and training centres. The applicants feel it is important to learn from this before promoting anything new. They are supportive of the principles behind Tracks Towards Employment and The Construction Training Centre promoted by Camden, Islington and the LDA.

Long term ownership of the land and the principle of “stewardship” in the applicants’ approach to management mean that they would be well placed to forge close ties with occupiers and encourage them to participate in local employment and training initiatives. The estate management team at King’s Cross could itself employ 350-450 staff when the development is complete and these jobs would provide a range of opportunities for career progression. Combining these roles with public and voluntary sector led training and brokerage initiatives could dramatically increase local take-up and foster long term co-ordination between employers, public agencies and local communities that hitherto has struggled to develop in major developments elsewhere in the UK.

The scale of development, the number of jobs created, and the facilities offered, would thus have London-wide and possibly, national impacts. Yet the site also lies immediately adjacent to some of the most deprived communities in the UK. Recognition of this in the extensive consultation, design and planning work that has led to the final form of the proposals means that the proposed development would dramatically improve physical, social and economic conditions experienced by these communities.

For example, King’s Cross Central would offer facilities that provide important elements in developing stronger social capital, across existing community boundaries. The applicants envisage a range of community, leisure and assembly uses and aim to work with the Local Authorities and other service providers to ensure the best use of land and other resources is made, both on and off the site. The applicants also recognise that community “ownership” of the place and recognition of its benefits to the wider area is part of maintaining high standards of urban realm quality. They propose to work with the Local Authority, police and
other partners to consider how local communities can continue to be involved in decisions about the integration of King’s Cross Central into the wider area.

In addition, there is an opportunity to capture the economic and social advantages of establishing a wide range of housing choice using an innovative mix of tenures and low cost options alongside new market housing. In particular, King’s Cross Central is large enough to act as a catalyst for the creation of an “intermediate” market in its own right. This would facilitate a number of important positive economic and social changes, including:

- the creation of a local “ladder” of housing choice, offering a mix of affordable tenures, allowing residents in social housing stock to choose to move locally;
- encouraging low and middle income workers to move to jobs in Camden and Islington and other Central London locations, helping public services to attract and retain staff;
- demonstrating the deliverability and advantages of this form of development, suggesting that the same mix could also be achieved on land outside the boundary of King’s Cross Central;
- helping to stabilise transience in the local population by providing choice in the housing market, encouraging movement from inappropriate housing stock/tenure (freeing it up for others in need) and resulting in greater consistency in education, health care and other services; and
- the introduction of a new fluidity that could stimulate the local (and wider) housing market as a whole.

The applicants believe that a high proportion of high quality intermediate housing within the affordable housing contribution, with a range of tenures and financing initiatives on offer, would help maximise social and economic regeneration opportunities locally and across London. It would provide the basis for a local “housing ladder”, in which a choice of tenures and prices is available to local residents and underpin the Boroughs’ abilities to improve local services to those most in need. This would encourage longer-term commitment to the area, greater population stability and help foster a stronger sense of stewardship among residents, with potentially dramatic positive impacts on secondary social impacts such as crime, anti-social behaviour and health.

UK evidence suggests that these inter-related changes would trigger dramatic new levels of development activity across North London, enable economic intensification and bring new employment opportunities, new housing and choice of tenures, and a host of cultural, leisure and social benefits to multiple deprived populations. They would redefine King’s Cross and its role in the London economy and have London-wide, national and potentially international impact and recognition. The impact on image, value and desirability would help transform and remarket the area with the “ripple” effects spreading into the wider sub-region of Central and North London. These effects would manifest themselves as physical redevelopment as well as economic and social change.

The applicants are experienced and committed to facilitating the achievement of these aims. They would encourage the GLA, LDA, Local Authorities, supporting agencies, other landowners, residents and business communities to prioritise and support change at King’s Cross in working towards these shared objectives.

The applicants recognise that the approach to successful partnership should be determined jointly, with the involvement of all interests. A first step would be to define the most appropriate roles for each partner. To help future discussions and partnership formation the applicants have set out a strategy that identifies the
priority issues where it would be able to take a lead, and make a major contribution:

- Stewardship
- Local Employment
- Community Safety
- Diversity and Culture
- Childcare and Education

Partner support and assistance in tackling these issues would be vital if added value is to be achieved.

The applicants would encourage and support key initiatives to tackle these priority issues, early in the development process, where the limited resources available would deliver and “lever in” significant benefits. In the first instance, this may mean supporting employment initiatives that prepare local people for jobs known to be needed on site. It may also mean helping the Education Authorities on childcare and education strategies, involvement in local schools, the Police on design and community safety and the Local Authorities and local communities on area management initiatives. Importantly, this would also mean lending support to bids for further funding and special programmes.

Ultimately, the applicants’ track record and commitment to regeneration in the King’s Cross Central proposals can provide local communities, every tier of government and other potential partners with the confidence that development begun in 2007 would be seen through to completion. Its success would be built on partnership, openness and trust between the applicants, Local Authorities and local communities.

At the same time, the development must be allowed to evolve to reflect changing market conditions and social economic needs. It should not be constrained by over restrictive conditions on phasing, timing, land use mix or location, or inappropriate contributions. Flexibility would provide the applicants scope to work together in partnership with the Local Authorities and their partners over the next twenty years and beyond, to ensure King’s Cross reacts positively to changing social and economic contexts and achieves a step change in local conditions and perceptions.

The development proposals are capable of making a major contribution to London’s role as a World City and making King’s Cross a high quality, vibrant and economically successful urban quarter. It could also be a place where local people are proud to live, public services are second to none and demand to move in is higher than demand to move out.
Argent St George, LCR and Exel (‘the applicants’) are committed to ensuring that King’s Cross Central generates significant regeneration opportunities at a local, regional and national level.

The proposals represent a unique opportunity to develop what is probably the largest plot of derelict and under used land in Central London. In doing so, the development would fundamentally change the social and economic role of King’s Cross.

The scale of development, the number of jobs created, and the facilities offered, would have London-wide and possibly, national impacts. Yet the site also lies immediately adjacent to some of the most deprived communities in the UK. Recognition of this in the extensive consultation, design and planning work that has led to the final form of the proposals means that the proposed development would dramatically improve physical, social and economic conditions experienced by these communities.

In the words of the Inspector who considered the draft Chapter 13 of Camden Council’s UDP (now adopted):

“the Opportunity Area represents a rare if not unique opportunity to secure a form of development that can help alleviate a host of social, economic and environmental problems. I am in no doubt that the long awaited redevelopment of the Opportunity Area can bring significant benefits for those living nearby as well as those living further afield…the provision of a significant number of new dwellings, many to be occupied by less affluent members of society, together with a range of new employment opportunities, represent very significant regenerative benefits…

To my mind a vibrant new urban quarter is in prospect. Its benefits will extend beyond the boundaries of the Opportunity Area and boost the range of facilities available to the occupants of neighbouring areas. Indeed it seems to me that development proposals could upgrade and rejuvenate the locality and help alleviate many of the problems unfortunately associated with King’s Cross.”

Government, the Mayor, Camden and Islington Councils and local people share this sense of opportunity. Camden Council’s Vision for King’s Cross states that:

“The major developments being planned for the area will create opportunities to benefit Camden and our neighbours, and contribute to the economic and social well being of London as a whole.

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” (‘King’s Cross Camden’s Vision’, Camden Council, 2002).

A plethora of regeneration policy documents from every level of government, now set out expectations for physical, social and economic change. To a great extent these have been reflected in Camden and Islington Council’s Joint King’s Cross Opportunity Area Planning and Development Brief 2003. However, the delivery of social and economic change would require joint working outside the realms of planning policy and development control alone, particularly if the benefits and opportunities presented by the development are to be optimised.

The Joint 2003 Camden and Islington Planning and Development Brief sets out some specific expectations for economic development, employment and training, health and other community facilities. It also includes a request for a Regeneration Strategy to accompany the planning applications. This should:

“outline the opportunities for local people to benefit from the proposed development, including employment and skills development opportunities during both the construction and operational phases” (Camden and Islington Councils’ King’s Cross Opportunity Area Planning and Development Brief, 2003).

This document sets out the applicants’ Regeneration Strategy, as called for in the Joint Planning and Development Brief. It supports the Main Site and Triangle Site planning applications and is intended to help inform decision makers and consultees about the regeneration opportunities presented by King’s Cross Central. It goes beyond the (significant) opportunities created through physical development and the planning system alone by setting out:

• The applicants commitment to regeneration at King’s Cross Central;
• The applicants credentials in planning and delivering significant regeneration opportunities;
• Regeneration benefits that would arise directly from the development proposals;
• The wider regeneration opportunities that would arise from joint working with Government, the Mayor, Camden and Islington Councils, their partners, and local communities.

A number of sources are used to highlight design and planning features of the proposals that optimise their regeneration potential. The Strategy draws on the socio-economic section of the Environmental Statement, to highlight positive impacts on community priorities raised in the report on pre-application consultations, ‘Framework Findings’ (Argent St George LCR and Exel 2003): employment, housing, community services and facilities, and safer, cleaner streets. It concludes with some consideration of the priorities that the applicants in particular are well placed to support the generation and spread of benefits.
The components of successful regeneration are inevitably unique to local circumstances. What works in one place may not work in another. Whilst tools to measure need in different areas (such as the Index of Multiple Deprivation) suggest that social, economic and physical indicators can be similar, they do not reveal the complex and interrelated nature of causes that lie beneath them. These can vary from individual to individual, street to street and community to community.

Yet the objectives for improving the quality of life for communities in need are common, whether approaching them from a social, economic or physical perspective. In his November 2003 speech to the Prince’s Foundation, Deputy Prime Minister John Prescott described Sustainable Communities as meaning:

- good streets, parks and places where people can meet;
- they mean good schools, shops, jobs and services;
- they are safe, well managed and maintained;
- they include affordable and market housing;
- they are well connected by public transport; in short
- they are places where people are proud to live.


The Government’s views are mirrored by the Commission for Architecture and the Built Environment (CABE):

“at the neighbourhood level, it is essential to understand the local geography of the community: the social and economic fabric of the neighbourhoods. This understanding will be vital to ensuring that any change deals with problems beyond those that have a purely physical cause or symptom; for instance, the fear of crime and related issues of marginalised young people…Ultimately, regeneration comes down to the needs, frustrations, desires and rights of individual people who will have their lives changed by the process” (CABE, “Building Sustainable Communities: Actions for Housing Market Renewal”, June 2003).
These views are supported by recent research findings:

In his 2002 evaluation of Single Regeneration Budget initiatives Dr Pete Tyler (Professor of Land Economy, University of Cambridge) lists successful components as:

- combining physical regeneration (e.g. developing sites, refurbishing buildings) with people related regeneration (e.g. providing skills training, community facilities);
- forging transport improvements and other links between deprived neighbourhoods and other parts of the urban area where employment opportunities are available;
- providing premises and support services for onsite training of residents most disadvantaged in the labour market;
- providing premises and support services to encourage local small businesses and self employment;
- strengthening the capacity of the community to manage the physical neighbourhood effectively; and
- bringing about changes in housing tenure and, in particular, securing the underlying conditions for suitable profitable private sector house building.


As discussed below, the applicants’ proposals respond to each of these components, providing a range of direct benefits and new opportunities.

The Urban White Paper 1999 demanded more consistency between regional and local authorities in defining regeneration objectives, and greater partnership working between all public services in facilitating delivery.

The applicants have supported the statutory planning authorities in shaping new planning policies for King’s Cross. They supported and played their part in Camden Council’s review of its UDP policies for the King’s Cross Opportunity Area and its formulation of a revised draft Planning Brief. They similarly supported Islington Council’s decision to prepare a new draft Planning Brief for the Triangle Site and took part in the Council’s consultation. In November 2003, the applicants welcomed and supported the decision by both Local Planning Authorities to bring these documents together into a joint Planning and
Development Brief for the King’s Cross Opportunity Area and Triangle, as published and adopted in December 2003. At the strategic planning level, the applicants responded to the Mayor’s Draft London Plan and took part in the Examination in Public.

Accordingly a hierarchy of policies and strategies at national, London-wide and borough level identify regeneration aspirations for King’s Cross. Many of these aspirations are brought together in the joint Camden and Islington Planning and Development Brief 2003 which states that:

“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.” (Camden and Islington Councils’ King’s Cross Opportunity Area Planning and Development Brief, 2003)

The planning applications are the culmination of over three years work, during which time the emerging proposals have been influenced by consultation with local communities, the Greater London Authority, the Local Authorities and their service delivery partners. They represent the practical realisation of the ‘Principles’, ‘Parameters’ and ‘Framework’ documents previously published and reflect feedback from local communities.

The physical proposals now being put forward contain the essential components needed to integrate new and existing communities with the opportunities created at King’s Cross Central. They meet the common sustainability and regeneration objectives of Central, Regional and Local Government, whilst addressing the aspirations and concerns raised by local people. Many of these aspirations and concerns are addressed in the remainder of this document.

2.2 Sustainable Communities

In launching the Sustainable Communities Plan in February 2003, John Prescott identified King’s Cross as one of the opportunity areas where economic growth could be concentrated.
He has subsequently set out priorities for sustainable development (see speech quoted in Section 2.0), summarised by ODPM Minister Keith Hill:

“We have to find ways to translate our commitment to dialogue and diversity into the built environment. Good design is about improving not only quality of the physical environment, but also the way in which people live and work together. At one level, this means creating a public realm which is attractive, safe and secure for everyone to use without fear or hindrance...At another level, it is about designing places where people are physically able to meet and interact with each other.” (Keith Hill MP, ‘Joining up Community Cohesion and Regeneration’, 11 December 2003).

Tackling social exclusion and community needs in King’s Cross requires recognition of a multitude of complex issues and cannot readily be simplified into a shortlist of priorities. Physical, economic and social needs are intertwined so that, for example, street crime cannot be effectively tackled without improving the physical environment, working with schools, increasing employment prospects and achieving greater vitality and ‘pride’ in residents - catching the perpetrators is only a small part of the solution.

The applicants have always recognised that the long term success of King’s Cross Central would be closely linked to the regeneration of the neighbourhoods around it and its contribution to wider economic growth in London. The combined track records of Argent Group and St George PLC in regeneration and innovation were one of the important elements in their original selection as the Landowners’ development partners.

The applicants are confident that King’s Cross Central can be a benchmark for ‘sustainable’ regeneration. Argent Group and St George schemes have been at the forefront in demonstrating what can be achieved through partnership and joint working. At the start of the design process the applicants set out three aspirations that coincide with national, regional and local sustainability objectives for King’s Cross:

• **Economy** - London is the ‘engine room’ of the regional and national economy. King’s Cross has a major part to play in facilitating economic development and contributing to the capital’s continued economic growth;

• **Equality** - regeneration of King’s Cross must deliver benefits to existing local communities. Development would help to improve local opportunities for jobs, training and housing and facilitate better access to healthcare, education and other services;
• **Environment** - redevelopment of the King’s Cross lands presents opportunities to enhance greatly the quality of the townscape and public realm, and to adopt wider sustainability principles, for example in terms of energy efficiency, the use of water and the recycling of materials”.

(Argent St George, LCR and Exel, “Principles for a Human City” 2001).

Since the initial publication of “Principles for a Human City” in 2001, the applicants have recognised and developed an approach to development that seeks integration of the social, economic and physical elements of urban living. They have stated an intention:

“to create a lasting new place for people, one that can continue to support successfully their changing patterns of social and economic behaviour. To us, creating the conditions to improve and enhance urban life is the key to achieving long term value.”

This philosophy extends beyond the bounds of physical development alone and reflects the common elements between every tier of expectation, including those of Government, the Local Authorities, local communities and best practice. In parallel with local, regional and national policy development, the Argent St George, LCR and Exel publications “Parameters for Regeneration” (January 2002) and the “Framework for Regeneration” (September 2002) set out the applicants’ understanding of issues facing King’s Cross communities and the scope for optimising its regeneration potential:

“The right response lies in high quality, imaginative proposals that are financially viable, adaptable and deliverable, in a range of market conditions. By the start of the next decade, King’s Cross Central should be a role model for a sustainable world city, a rich mix of city life at a world-class transport interchange.

It should be a busy, thriving and exciting destination; a confluence of people and activity; an outstanding place to live work or just ‘be’. It should shape and define a place that is successful, safe and inclusive, one that provides many and varied opportunities for different groups to meet their economic, cultural, social and other needs. It should be attractive to residents, businesses, employees and visitors and fulfil our demanding aspirations for the built environment – human scale, variety and choice, a sense of place and belonging, the chance of delight and surprise.” (Argent St George, LCR and Exel, Framework for Regeneration, 2002).

2.3 **London-wide Intensification**

The Mayor has recognised the importance of King’s Cross Central to the social, physical and economic make up of the Capital in the London Plan. The Plan sees King’s Cross, and a number of other ‘Opportunity Areas,’ as major centres of economic growth and new housing development. It is accompanied by three
adjacent areas of ‘intensification’ (Arsenal/Holloway, Holborn and Euston), where Boroughs “policies for development should exploit their public transport accessibility and potential for increases in residential, employment and other uses, through higher densities and more mixed intensive use”.

(GLA, London Plan, 2004)

In support of these designations the London Development Agency has identified the area from King’s Cross to Finsbury Park as one of the priority areas for “Single Programme” funding, making £13.8m available for special initiatives from April 2003 to March 2007. The funding is intended to

“influence the development of the three key hubs in the area - King’s Cross, Arsenal, and Finsbury Park – so that they can play a key role as a driver for the Central London economy, and to ensure that they provide real benefits to local people and local businesses” (LDA, 2003).

In the King’s Cross hub the LDA aims to:

• create pathways into employment through continued support for the Tracks Towards Employment job brokerage (‘Tracks’) model, local labour interventions, customised employment and training packages linked to main employment sectors.

• support the growth of key business and clusters in the area, including advice, support and access to premises, capacity building through networking and inward investment activities.

• influence the physical environment and property/infrastructure investment, testing out new management mechanisms to improve the public realm and tackle crime.

King’s Cross Central, in combination with the major transport improvements at King’s Cross and St Pancras Stations, would be a significant catalyst for achieving economic “intensification”. Its impacts on image, value and desirability would help transform and remarket the area with the ‘ripple’ effects spreading into the wider sub-region of Central and North London. These effects would manifest themselves as physical redevelopment as well as economic and social change. The ‘Framework for Regeneration’ recognised this:

“King’s Cross Central has a major part to play in facilitating economic development and contributing to the capital’s continued growth. Regeneration must also deliver a range of benefits to existing local communities including:

• new opportunities for jobs, training and housing;

• improved access to health care, education and other services; and

• a better urban environment - a more accessible, better designed and better managed public realm.

We must all grasp this unique opportunity. If we do, we can achieve and deliver:

• density, diversity and flexibility
• a successful mix of businesses, homes, shops and other uses/activities
• an integrated transport system for the 21st century
• a clear identity, one that reflects the area’s unique accessibility and other qualities
• a successful economy, broadly-based across every business sector and size
• strong communities
• a clean and safe environment
• healthy populations, free from crime and the fear of crime
• excellent cultural, entertainment and recreation facilities
• first rate services
• the dynamic and innovative re-use of heritage buildings and other assets
• a bold approach to urban design, reflecting the values that people place on their historic environment, to complement and enhance the best from the past
• well-designed, energy-efficient buildings
• a varied and distinctive skyline
• lively public uses and activities, all year round
• an attractive and successful public realm – well-designed streets and animated public spaces, for the benefit of everyone”

(Argent St George, LCR and Exel, Framework for Regeneration, 2002).

The mix of uses and building types in the King’s Cross Central proposals would act as a catalyst for economic clustering and further diversity in industry sectors in North London. In turn, this would generate greater opportunities for training and a wider choice of employment. In addition, the applicants seek to develop and apply innovative ways of delivering physical development and long term management. In many cases the companies’ initiatives on previous developments have acted as exemplars and feature in Government Best Practice Guidance.

2.4 Neighbourhood Renewal

The complexity of addressing social, economic and physical needs at King’s Cross has long been recognised by Camden and Islington Councils. Camden has consistently promoted neighbourhood regeneration principles in its guidance for proposals for King’s Cross Central.

In 2001 Councillor Jane Roberts (Leader of the Council) wrote that “Regenerating King’s Cross is a Camden priority… Local communities continue to benefit from the King’s Cross Partnership’s regeneration programme, but there is still a great deal for all of us to do in making sure that new development meets the challenge of being relevant to and integrating with the wider area, at every stage… We will feed in ideas and solutions to ensure that London’s “new quarter” is accessible to local people and businesses in as many ways as possible, particularly through employment and training.” (Forward to “Principles for a Human City” 2001).

The 2003 Camden Community Strategy calls on Camden Council’s partners and its communities to work together towards meeting their priority objectives. It suggests that “all of us have a part to play in making Camden an even better place to live, work and enjoy. Together we can make a difference” It defines the priorities as:

• “A place with stronger communities
• A safer place
• A healthier place
• An economically successful place - for the benefit of local people
• An attractive and environmentally friendly place
• A place with excellent services."


The applicants consider themselves as key long term partners in the regeneration process for Camden and Islington Boroughs and have worked closely with both Councils to reflect social, economic and physical priorities. The Argent St George publication ‘Principles for a Human City’ set out ten principles that would underpin the development and reflect the Community Strategy objectives:

• a robust urban framework;
• a lasting new place;
• promote accessibility;
• a vibrant mix of uses;
• harness the value of heritage;
• work for King’s Cross, work for London;
• commit to long-term success;
• engage and inspire;
• secure delivery; and
• communicate clearly and openly.

The applicants’ recognition and commitment to these issues has been commended by the Leader of Camden Council:

“Camden Council, together with our partners, has signed up to a Community Strategy, ‘Our Camden’, Our Future’. Its vision, reflecting wide consultation, is of reduced inequalities in Camden’s population, of strong communities and excellent services…I am very pleased that Argent St George’s principles are compatible with this vision” (King’s Cross – Camden’s Vision, Camden Council 2002).
Yet however well designed, King’s Cross Central alone cannot address all of the social and economic disadvantages faced by local communities. A balance of contributions from the developers, public services and the community are prerequisites to optimising the spread of regeneration benefits in an area as dense and complex as King’s Cross.

The British Urban Regeneration Association (BURA) advises “the most successful schemes are those that address a range of issues by utilizing a multi-dimensional approach to regeneration. Integrated thinking and delivery are essential if genuine inroads are to be made into solving the regeneration issues of Britain’s towns and cities” (BURA ‘Guide to Achieving Effective and Lasting Regeneration’ 2002).

The King’s Cross Central proposals reflect and anticipate a multi-dimensional approach – one in which “integrated thinking and delivery” has informed (and should continue to inform) every decision. The applicants’ ‘Principles for a Human City’ are a clear exposition of the “fantastic opportunity” at King’s Cross, as summarised above from the ‘Framework for Regeneration’ document and evident in examples of the components of successful regeneration highlighted by the Deputy Prime Minister, CABE, leading academics, BURA and the two local authorities, Camden and Islington.

The scale and mixed use nature of King’s Cross Central means that it has a number of components that could form the focus for a partnership approach to regeneration, with support and inputs from the Local Authorities, the London Development Agency (LDA), other service providers, local communities and other landowners. Recognition of each partner’s relative strengths and weaknesses in delivery would be essential to ensuring the benefits and opportunities created are spread appropriately, in a timely fashion, beyond the immediate boundaries of the site.

2.5 Community Expectations

The Joint Planning and Development Brief commits both boroughs to continued working with local communities. To facilitate this a King’s Cross Community Forum has been established specifically to give residents, local businesses and other local organisations an opportunity to express their wishes and fears for the development proposals.
The findings of the Forum and other consultation events have been reflected in the brief, summarised as follows:

“Local aspirations highlighted by the consultation are for cleaner, safer streets, jobs, homes, shopping and leisure facilities. 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” (Camden and Islington Councils’ King’s Cross Opportunity Area Planning and Development Brief, 2003).

Annex A1 lists the top 20 more specific issues reported by Camden Council.

The applicants recognise that local communities are important partners in ensuring the success of the proposals and the delivery of benefits. Whilst local regeneration needs have been extensively reported, the applicants have also carried out wide scale consultation with local people about what they want to see created at King’s Cross Central. The conclusions of this exercise demonstrate a high degree of consensus with Camden’s findings.

In the extensive consultation exercise undertaken by the applicants and Fluid in 2002-2003 (reported initially in “Framework Findings” 2003; see also the Statement of Community Engagement submitted alongside the proposals) community responses suggested that there is general agreement on problems, and recognition of a need for integrated solutions. The submitted proposals take into account the findings from approximately 450 written, video or workshop responses to the Framework proposals and ideas, plus ongoing meetings and dialogue with over 4,500 people. The principal findings were:

• on the whole, people were very supportive of the Framework proposals and ideas;
• making King’s Cross clean and safe is the major priority for local people, followed by community access to new facilities and services;
• some people expressed concern that the applicants might not be able to ‘deliver’ the Framework proposals;
• many of the responses raised questions or concerns about the character of the place and in particular, the implications for heritage buildings; and
• there are strong interests in (and feelings about) the gas holders. Most people support their relocation and reuse.

(Argent St George LCR and Exel, Framework Findings, June 2003)
There were also some concerns raised and these have helped to shape and form the final proposals. They include concerns about:

- “Changes to the character of the area/the loss of what makes it ‘King’s Cross’;"
- Whether local people will gain access to the new jobs, housing and other facilities and services;
- Whether the Framework proposals and ideas will actually get delivered and the timescales involved;
- Whether the transport system can cope with new pressures;
- The ‘ripple effect’ of King’s Cross Central beyond the development boundary.”

(Argent St George LCR and Exel, Framework Findings, June 2003)

The Regeneration Strategy helps to address aspects of the second and fifth bullet points set out above. Other documents, for example the Environmental Statement, Urban Design Statement, Transport Assessment and Implementation Strategy, address the concerns raised in other bullet points.

More generally, by incorporating social, economic and physical integration as core principles for the King’s Cross Central proposals, the applicants have signalled their commitment to joint working with Central, London-wide and Local Government, service delivery partners and the local community towards optimising regeneration benefits. In doing so, they believe that each partner has a positive and distinct role to play. No single partner would be able to tackle the needs of the new and existing local communities in isolation.

An example consultation response and children taking part in the ‘Vox Pop’ consultation
One of the many ideas for public spaces at King's Cross Central
King’s Cross communities witnessed the negative impacts of aspirational, but ultimately, undeliverable major development proposals in 1990. With expectations raised and then dashed, they wish to avoid such events again. These memories have influenced community responses that demand that the applicants ‘get on with it’, ‘deliver benefits’ and “prepare a good plan and stick to it…” (Argent St George, Framework Findings, June 2003). Local communities would like the confidence that Argent St George, LCR and Exel is the right combination of developers and landowners to start construction at the earliest opportunity and see it through to completion and beyond.

The applicants have been working on proposals for King’s Cross Central for more than three years. In 2002 their efforts were recognised in the Commission for Architecture and the Built Environment (CABE) ‘Festive Fives’ design awards (December 2002):

“Argent’s track record, in Birmingham’s Brindleyplace and elsewhere, is impressive. King’s Cross Central, the development of the railway lands to the north of King’s Cross and St Pancras, is a challenge on a bigger scale than anything they have tackled so far. The early signs are highly promising. In partnership with housing developer St George, their work to date has pulled off the difficult task of setting out a clear design vision for the site while taking local communities and other key consultees with them as the ideas develop.”

In January 2004 the efforts made to understand what local people want from the development were recognised, for the second consecutive year, in the 2003 ‘Festive Fives’ Awards (January 2004). Argent Group together with St George was awarded one of five private sector commendations for “people and organisations who we think are breaking down barriers and rising to the challenges of providing better buildings and places” When making the award Jon Rouse (Chief Executive of CABE) said:

“Teaming up with St George, the joint venture to redevelop King’s Cross is highly promising. The mixed use scheme is hoped to bring local benefits and help to transform King’s Cross into a distinctive urban quarter. The Argent Group have shown real commitment to public consultation and community involvement, especially with young people. We commend their website, which apart from being an informative resource, is also an interactive tool, allowing the local community and interested parties to have their say on the proposed King’s Cross scheme. We encourage people to have a look and hope that Argent St George continue this excellent working practise with the community and truly consider their views.”

The combined track records of LCR, Exel, Argent Group PLC and St George PLC probably make the joint venture the most robust, delivery driven, development partnership in Britain today. Their track record in delivery can give local communities, Local Authorities, the Greater London Authority and Government confidence in the delivery of comprehensive development which optimises regeneration benefits and opportunities at a local, regional and national level. The local MP Frank Dobson has stated:

“There was a problem with Canary Wharf in that these great marble halls of buildings were constructed but the local residents living on the nearby estates did not see their environment improve. I do not think that the King’s Cross development will be some alien being like that. I have confidence that Argent St George are the right people to take forward this project. I have seen what they have done elsewhere and it is pretty good” (Ham & High, September 2003).
3.1 The Landowners

The application site is owned and controlled jointly by London and Continental Railways (LCR), the company charged with the construction of the Channel Tunnel Rail Link (CTRL), and Exel PLC, an international logistics company.

LCR’s regeneration effort is focused on the key strategic sites located along the length of CTRL route. The CTRL will run from St Pancras International Station in Central London to the Channel Tunnel portal near Folkestone in Kent, linking the UK rail network with Europe’s high-speed rail system. The development of strategic sites at King’s Cross, Stratford and Kent Thameside reflects current Government policy to focus major new urban development on ‘brownfield’ sites next to public transport hubs.

At Stratford, LCR are working with Chelsfield and Stanhope to regenerate over 73 acres of former railway marshalling yards as a new metropolitan centre for East London. A planning application was submitted for Stratford City in April 2003. The proposed 13.5 million sqft development will establish a new, dense, urban quarter, phased over time but anchored by major retail and leisure facilities, together with significant new office development, new open space and around 4,500 new homes. Subject to planning consents, construction of the first phase of the master plan is due to start in 2006. The completed scheme could produce over 30,000 new jobs.

This regeneration initiative reflects the Government’s decision to adopt an eastern approach to London for the CTRL, through the Thames Gateway. Published estimates of associated regeneration benefits total £1 billion and 50,000 has been the number quoted for new jobs.

Regeneration is therefore at the heart of LCR’s remit. To date the regeneration impacts of the Channel Tunnel Rail Link project have been underestimated. Latest estimates indicate that CTRL is leveraging in £8.5 billion of investment in identified schemes that will bring much needed jobs, homes and economic activity.
At King’s Cross, LCR has been working with Exel for a number of years and both companies were former board members of the King’s Cross Partnership, formed in 1996 with the aim of transforming the King’s Cross area into a vibrant and successful part of a world class city. The Partnership was awarded £37.5 million from the Central Government Single Regeneration Budget (SRB) funds and directed these funds, over the 7 years between 1996 and 2003, in pursuit of Partnership goals:

• A Better Place to Live
• A Sense of Place
• No Place for Crime
• A Place for Work
• A Place For Business
• A Place for Local People

(King’s Cross Partnership website 2004)

3.2 The Developers

From an initial shortlist of 17 major developers Argent St George were selected as preferred developer for the site in March 2000. The company is a partnership between two award-winning developers:

• Argent Group PLC has an exemplary track record including the renowned Brindleyplace in central Birmingham and a long list of awards including Civic Trust Awards, British Urban Regeneration Association (BURA) awards, CABE awards (as discussed earlier), various property awards and Developer of the Year North West by Insider Magazine 2003.

• Winner of the Queen’s Award for Enterprise in Sustainable Development in 2002, St George PLC was also voted National Housebuilder of the Year 2001 and is one of the UK’s leading property developers, specialising in high quality housing, mixed use and urban regeneration projects. St George’s parent company, the Berkeley Group, was responsible for the development of Gunwharf Quays mixed use scheme in Portsmouth which won the English Partnerships Award for Partnership in Regeneration 2003.

The combined experience of the applicants demonstrates a practical ability to deliver high quality mixed use development that adds considerable value to the surrounding area. Their experience has influenced the holistic approach adopted for the regeneration of King’s Cross Central. It demonstrates the applicants’ ability to deliver an efficient development programme and their capacity to respond to King’s Cross’ regeneration priorities. Some examples of this experience are reviewed below.

3.3 Successful Mixed-Use Development

Argent has been responsible for the comprehensive development of Brindleyplace in Birmingham for the past ten years. The development is described by the British Urban Regeneration Association as:

“one of the most impressive and successful inner city mixed use developments in the country…Currently approximately 5,000 people work in an area where 10 years ago few people would venture, let alone think of working and living”

(BURA website: Learning from Experience). It won the BURA ‘Best Practice in Urban Regeneration’ Award in 2000.
Brindleyplace is particularly recognised for the methods used by Argent in the successful delivery and management of mixed use development through partnership working with the Local Authority and other public services. In a speech made in November 2003 John Prescott described it as a demonstration of “what we can do when planners are given the opportunity to plan and city councils take a pro-active approach to improving the quality of life for their citizens” (John Prescott, Prince’s Foundation “Traditional Urbanism” Conference, November 2003).

Brindleyplace – Argent Group
Brindleyplace, Birmingham, is one of the largest examples of traditionally master-planned mixed use development in the UK. The 17 acre development is adjacent to the International Convention Centre (a past winner of a BURA Best Practice Award) and the National Indoor Arena.

Brindleyplace is contained around two new public squares and comprises: 1.1m sq ft of office accommodation in 10 separate buildings, many of which have active ground floor uses; Symphony Court, 143 apartments and town houses and 35 serviced apartments; the Water’s Edge, 65,000 sq ft of shops, restaurants and bars; City Inn, a 240 bedroom hotel (due for completion in December 2000), the Ikon Gallery, one of the UK’s leading contemporary arts galleries; the Crescent Theatre with a 340 seat auditorium, a studio theatre, a workshop and ancillary facilities; a 900 space multi- storey car park complete with a 35,000 sq ft Living Well Health & Leisure Club and a convenience store; the National Sea Life Centre, England’s largest aquarium attracting over 500,000 visitors a year.

(Source: BURA Best Practice in Regeneration Awards 2000)

Brindleyplace has also been praised for its regenerative effects on large parts of Birmingham. Research conducted by Birmingham University has concluded that:

“Brindleyplace has provided an enormously important catalyst for the continuing regeneration of Birmingham City Centre.

It has provided confidence and stimulated growth for a new entertainment quarter in Birmingham… Beyond this, and connected to it, are major housing renewal projects … which are seeing comprehensive housing renewal programmes underway and planned” (Austin Barber, Brindleyplace and the
Regeneration of Birmingham’s Convention Quarter, University of Birmingham, 2002).

In addition, the Berkeley Group (of which St George are a subsidiary) were lead developers of Gunwharf Quays, a large mixed-use scheme in Portsmouth, which in 2003 won the BURA Award for Partnership in Regeneration. The judges considered it to demonstrate best practice to a very high degree since it exploited the waterfront location to benefit the city as a whole, and build confidence throughout the Portsmouth area. One judge reported:

“This is an excellent example of a high quality mixed-use development in tune with the needs of the 21st century.” (BURA Best Practice in Regeneration Award, 2003)

3.4 Long Term Commitment

BURA considers it “crucial that regeneration initiatives are long-term in their perspective” if a lasting contribution is to be made (BURA 2002 p51). This involves commitment from all stakeholders, including the developer, residents, occupiers and public services.

The 2003 BURA Award judges were particularly impressed with the long-term commitment pledged to Gunwharf Quays by the partners involved, including Berkeley, the Local Authority and other local stakeholders. They considered that the close relationship between the public and private sectors was critical to its success. A Neighbourhood Forum was set up, augmenting formal and informal
public consultation, to ensure that the local community had the opportunity to be involved in the planning process. (Source: ODPM website - Deputy Prime Minister’s Award for Sustainable Communities 2003).

St George are also members of the highly praised Paddington Regeneration Partnership. This organisation focuses on the delivery of infrastructure and community benefits to a wide area around the core Paddington development area. The Partnership includes a number of developers, Network Rail, Westminster Council and The St Mary’s NHS Trust. It has successfully bid for SRB funding (the ‘Circle Initiative’) aimed at exploring new methods of Urban Management and has recently helped establish the Paddington Waterside Partnership that focuses on physical and social projects around the Regents Canal. The Partnership supports Paddington First, a job brokerage and training facility that aims to match local people to new job opportunities created in new development. Paddington Waterside Partnership was a runner up in the Mayor’s ‘Best Community or Partnership Initiative’ Award 2003.

Paddington Waterside Partnership Vision and development area

In the North West, Argent is currently involved in the redevelopment of a number of key sites in the Piccadilly area in central Manchester. In support of this, and the regeneration of the area as a whole, Argent was the founding member of the Piccadilly Partnership, a strategic alliance of landowners, service providers and the City Council. The Partnership aims to promote the Piccadilly area as an attractive investment location and to raise public awareness of ongoing redevelopment. The Partnership combines public and private sector partners to achieve practical benefits including local service improvements and an improved public realm. Referring to its leadership of the Partnership in 2003 Sir Howard Bernstein, Chief Executive of Manchester City Council, said:

“Argent has and continues to play a key role in delivering investment and help to stimulate the economic revival of this vital and vibrant district of the City Centre.” (This is Manchester, September 2003).

One Piccadilly Gardens – Argent Group

One Piccadilly Gardens, Manchester is Argent’s new landmark development, providing new high quality office and restaurant space over seven floors. Floor plates span 27,000sqft and can be sub-divided to accommodate multiple occupiers and differing space needs. The office building is fronted by high quality public space managed by the Piccadilly Partnership, led by Argent.

(Source: Argent Group)
3.5 Vibrancy and High Quality Public Realm

The design vision for Brindleyplace was awarded the highest overall rating of CABE’s Urban Design Case Studies in 2002:

“today Brindleyplace is enjoyed by a wide range of users who feel comfortable in the area and who are easily able to navigate through the simple grid masterplan…the range of uses and mix of public and private activities ensure that the key spaces are animated throughout the day.” (CABE, The Value of Urban Design, 2002).

High quality public spaces at Brindleyplace and Piccadilly Gardens

In considering a recent planning application submitted by Argent and the Royal Bank of Scotland (2002) for the final building to be built in Brindleyplace, the Chair of Birmingham City Council’s Development Control Committee said:

“This development will mark the completion of Brindleyplace, which has been a pioneering development which set new standards of quality for Birmingham and the rest of the UK.”

In addition, Brindleyplace received the Chairman’s Prize in the 2003 British Cleaning Council’s Awards for ‘Britain’s Cleanest City’ Competition. Judges considered the public realm to be the:

“best maintained of its kind and the surrounding areas upheld the same excellent standards, making this a very attractive place to visit”

St George’s recent Charter Quay development in Kingston upon Thames includes 244 residential units and a new theatre as well as mixed-use leisure and retail elements. It was granted the National Association of Town Centre Managers (ATCM) award for the Best Town Centre Mixed Use Development in
2003. Of particular note is the high quality of its public realm, which is considered to benefit not only the new residents but also the existing population.

Charter Quay – St George PLC
Charter Quay is an innovative mixed use development in the centre of Kingston, which pays particular attention to preserving and enhancing the local area in a way that creates environmental and social benefits. The development includes 244 new homes, cafes, bars and restaurants along with the first Elizabethan style theatre of the 21st century. It is generating some 300 jobs and has revitalised the whole riverside area.

(Source, St George PLC)

The scheme was short-listed for the Deputy Prime Minister’s Award for Sustainable Communities in 2003. It was highlighted as an example of good practice in creating a sense of place, with good design and a safe and healthy environment. In reaching the shortlist, it fulfilled the following criteria:

• “contributing effectively to a wider strategy for sustainable communities, including the creation of a safer, cleaner and more efficient environment;

• demonstrating a high quality of design for spaces and/or buildings;

• demonstrating sustainability through innovation and inspiration in construction processes and procurement; and

• demonstrating the creation of appropriate high density housing:”

Within Manchester, Argent and its partners recognise that the success of development projects, and their regeneration benefit depends upon ‘looking beyond the red line’ of the development boundaries to establish how else the area can benefit.
In Piccadilly, this has meant looking at:

- the way transport infrastructure is accommodated within the public realm and used to deliver positive change;
- the environmental quality and management of streets and public spaces, which depends upon the successful delivery of high-quality local services;
- attracting continued investment and delivering a sustainable mix of land uses; and
- shaping positive impressions of the area and addressing negative perceptions that relate to the past.

An important element in promoting vibrancy and continued development over long development periods is flexibility and mix of uses. These elements allow the construction and lettings programmes to respond to fluctuations in local markets over time. In particular, flexibility in the design of offices can allow space to be let to a variety of different sized businesses and reduces over reliance on large occupiers. At Forbury Square, Reading Argent designed up to four separate reception areas within each building, offering flexibility in terms of the size of businesses that can be accommodated there. Currently the development contains a mix of solicitors (2,000sqm), an asset management company (2,000 sqm), banking (700 sqm) and a restaurant (400 sqm). The development won Argent the 2003 Property Week Magazine sponsored Developer of the Year Award.

3.6 Community Benefits

The applicants are committed to delivery of community benefits and opportunities at King’s Cross Central. They have extensive experience in delivering real community benefits from physical development. In 2002 the Queens Award for Enterprise in Sustainable Development was awarded to St. George for the company’s approach to building successful mixed use schemes in London which deliver major benefits for the environment, society and the wider economy, together with its culture of continuous improvement over the last 5 years.

Imperial Wharf – St George PLC

This mixed-use development is currently under construction on the south bank of the Thames in the borough of Hammersmith and Fulham. It includes over 1,000 residential units; 8,000 sq m of B1 floorspace; 6,600 sq m retailing, financial and professional services, food and drink; a 175-bedroom hotel; fitness club; park and riverside walk.

(Source: St. George PLC)
Examples of specific projects aimed at delivering community benefits, over and above those delivered through development alone include:

- In granting their awards in 2000 BURA stated that “Argent have initiated programmes to inform the communities of their plans for Brindleyplace and have actively sought to involve local schools in a series of projects on various aspects of the development. Employment opportunities have been created and many organisations now actively seek to employ local people”.

- Argent estimate that around 80% of the workforce used on One Piccadilly Gardens and 65% at Brindleyplace were local people. In both places Argent worked closely with contractors to ensure local labour opportunities were maximised.

- Brindleyplace has directly generated 8,349 jobs and Austin Barber’s research (University of Birmingham) suggests that at least 1,000 new jobs have been created on Broad Street from new development as part of the ‘ripple effect’.

- LCR, as part of the CTRL project, employ a workplace coordinator who manages local employment of construction workers and is linked to other coordinators on major schemes elsewhere in London through the Building London Creating Futures Partnership.

- Argent have been keen promoters of involvement with schools, helping to fund new playgrounds, equipment and other facilities for local schools in a deprived neighbourhood close to Brindleyplace (Ladywood), sponsoring a reading volunteering programme with local school children and encouraging work placements in their offices and their occupiers.

Recent consultation events in King’s Cross

- Argent are closely involved in efforts to establish a Business Improvement District (BID) along Broad Street, aimed at increasing investment and trade for retailers in the area neighbouring Brindleyplace.

- Argent chair the Ladywood and Attwood Green (both deprived neighbourhoods in Birmingham) Business Forum in Birmingham, which supports local businesses, encourages networking and sponsors events and growth initiatives.

- The Gunwharf Quays development has created over 2,500 new jobs, of which 460 were taken by previously unemployed people in the local area, together
with 400 construction jobs. A dedicated Job Centre, run by the Employment Service, matched job seekers with employers’ specifications.

- Opening a new riverside walkway constructed by St George on the South Bank in Wandsworth in 2003, the Mayor of London, Ken Livingstone, said: “This tunnel walkway combined with the riverside promenade at St George Wharf will open up the river for the public on stretch of waterway that has previously been inaccessible, illustrating the continued commitment by St George to the wider community”.

- St George recently invited pupils and teachers from local schools; St Gaith’s, St Michael’s and St Anselm’s to join them at the award winning Battersea Reach development in SW18. The visit was part of the National Construction Week initiative to encourage children to consider careers in the construction industry.

- Within King’s Cross Camley Street Natural Park, children from 6 local schools within the boroughs of Camden and Islington received prizes for the murals they have created for Channel Tunnel Rail Link (CTRL) site hoarding along York Way. The children were asked to paint pictures of how they visualised the King’s Cross area in 5 years time. Artistic concepts have been based on transport, environmental mitigation, safety and careers in construction. Participating schools include: Copenhagen Primary School, Maria Fidelis RC Convent School, Blessed Sacrament RC Primary, Edith Neville Primary School, South Camden Community School, Jack Taylor Special Needs School, Netley Primary School and Argyle Primary School. This small scale project illustrates the way in which development projects at King’s Cross can continue to provide a focus for education liaison, support and project working.

**Hogs Mill Wetlands, Charter Quay, Kingston**
3.7 Flexibility

King’s Cross residents have expressed fears over any developer’s ability to sustain the level of development needed to achieve significant regeneration at King’s Cross, over what would inevitably be a long construction period. Argent and St George are conscious of the risks and difficulties of developing schemes across a number of economic cycles and have developed techniques to manage the process to maintain development over time.

In Brindleyplace, Argent revised the spatial master plan that it inherited in 1992, to enable a more incremental approach to development and delivery, and to provide greater flexibility over the timing, sequence and land use content of individual phases and building projects, consistent with market and other opportunities.

The result is that Argent has been able to deliver public realm improvements, living accommodation, workplace accommodation, retail and leisure uses, in a properly balanced manner and without a break, for more than 10 years, in the centre of Birmingham. Flexibility means it was able to build through the recession. It also means that it has been able, increasingly, to innovate in the provision of mixed-use buildings, in ways that could not have been anticipated when development first began in 1993. There is an ambition to do the same at King’s Cross Central, described in more detail in the Implementation Strategy.
Camden and Islington Councils’ King’s Cross Opportunity Area Planning and Development Brief 2003 calls for social and economic change for local communities, alongside physical development. 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 and office and open space;

• A rich mix of architectural styles that combine high quality design with lively, safe and attractive street scenes and open public 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

• 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”.

(Camden and Islington Councils’ King’s Cross Opportunity Area Planning and Development Brief, December 2003)

King’s Cross Central would meet and exceed these objectives. Through the applicants approach to Master Planning, Land Use Mix, Construction and Long Term Commitment, the proposals would directly deliver significant social and economic benefits as well as fundamentally improve the physical environment.

4.1 Master Planning

In the 2003 ‘Framework for Regeneration’ the applicants stated an intention to ensure that each of the different areas and places in King’s Cross Central relate to adjoining neighbourhoods and communities, make new connections between them and assist in their wider regeneration. The current proposals are underpinned therefore by three framework principles:

• “Create a network of safe pedestrian routes and other connections, to join up different parts of the city and integrate King’s Cross Central with existing neighbourhoods and communities in Camden, Islington and Bloomsbury;

• Learn from the urban grain of Central London, its pattern of built development, to combine (a) streets, squares and other routes and spaces that are easy to use and understand, with (b) opportunities to develop buildings that will be attractive to their users and occupiers and commercially and socially successful; and
• Embed the best historic buildings and other heritage features within the new development, within the fabric of the city.”

(Argent St George, LCR and Exel, Framework for Regeneration, 2002)

These principles match closely the December 2003 Planning and Development Brief:

“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 the development of an exclusive ‘ghetto’. We want to see 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; and

• 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.”

(Camden and Islington Councils’ King’s Cross Opportunity Area Planning and Development Brief 2003)

The headings used in the Brief are used below to demonstrate how the proposals respond to these integration objectives. They are also used to highlight the regeneration benefits that would be generated.
4.1.1 Physical connections

King’s Cross Central is positioned on the periphery of distinct residential areas. The communities of Somers Town, Coopers Lane, and Ampthill Square to the west, Agar Grove and Maiden Lane to the north and Market Road, Bemerton Estates and Naish Court to the east have been separated by the vacant rail lands and Borough boundaries for over 20 years.

King’s Cross Central would bridge this divide. Whilst the CTRL and Midland Mainline embankments will always form barriers to movement in the north west, the proposals include a new hierarchy of streets and footpaths that permeate the site and link it to the east and west. Besides the inclusion of new streets and footways, links to local underground and train stations and ‘designing’ in opportunities to accommodate a possible tram route, linkages between open spaces, centres of activity and services define the proposals. These are routes that have never existed before, linking areas that have previously involved multiple transport changes and inhospitable walking routes. For example, walking through King’s Cross Central would halve journey times to Bingfield Park for Somers Town residents.

New pedestrian routes include east-west connections across the Regents Canal and through the site into the neighbouring communities in Somers Town, York Way and off Copenhagen Street. In addition, a new entrance to King’s Cross Underground Station proposed in the southern part of the site would bring access to the station closer to these communities.

The new routes offer local residents direct access to the wide range of employment, social and leisure opportunities. The mix of uses would provide a
focal point for community services and spending. With local people employed in
the business, leisure and retail uses proposed, wages would be continually
reinvested in surrounding communities, creating opportunities to increase spend
in local convenience stores and other services.

The proposals also include an improved Canal towpath directly connecting the
site with attractions across Camden and Islington, such as Regents Park, London
Zoo and the shopping facilities of Upper Street, as well as the communities along
the way. The main streets are designed to accommodate buses and even trams,
which would, should the operators choose these routes (and the tram proposals
move forward), dramatically improve north-south movement and link the site to
the rest of London.

4.1.2 Economic connections

The Environmental Statement (ES) estimates that King’s Cross Central could
create around 30,000 new jobs, of which, up to 40% could be taken by local
people as defined within the Central and Wider Impact Zones1 if suitable
employment brokerage measures and training are in place. This exceeds the
figures expected by the 2004 London Plan. The ES estimates that without these
measures there would still be in the order of 10,000 local jobs created directly
and indirectly by the development (including construction). Not all of these
beneficiaries would come from the neighbourhoods immediately surrounding the
site but with the range of jobs on offer, it is likely that many would be suited to
lower skilled disadvantaged groups.

The measures needed to achieve higher levels of local employment and greater
impacts on disadvantaged groups are discussed further in the next chapter.
However, the form of development and wide range of business types that would
be attracted to King’s Cross Central would ensure the employment market is not
dominated by single use occupational structures.

King’s Cross Central would create:

• Entry level jobs for the unskilled and inexperienced.
• Local employment opportunities that allow households to balance work/home
time, allowing dual income earning households, through part-time working,
flexible hours, second jobs and the ability to take up ‘incentive benefits’ such
as income support and tax credits.
• Local jobs which may be taken by people who are already working but who
choose to upgrade their positions or wages, or who prefer to work more
locally.

4.1.2.1 Business Mix

The product range, the scale of the ‘offer’ and the long-term management and
ownership structure proposed at King’s Cross Central would help to create a
vibrant, viable cluster for enterprise. The proposals include scope for a range of
different commercial building formats, with modern office floorspace suitable for
a variety of businesses. The plots are designed to accommodate efficient, flexible
buildings, which allow sub-division to cater for multiple lettings and a mix of
large and small occupiers in response to market demand. Many of the historic
buildings naturally lend themselves to floorspace layouts more suited to small
companies and niche retailing.

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1 King’s Cross Central Environmental Statement defines the Central and Wider Impact Zones as the
following Wards - Caledonian, King’s Cross, St Pancras & Somers Town, Barnsby, Bloomsbury,
Clerkenwell, Cantelowes, Holborn and Covent Garden, Holloway and Regents Park.
The development areas nearest to the transport interchange (development zones A and B) are likely to attract occupiers who demand high specifications and, in some cases, large floorplates. However, all of the office accommodation in this area would be capable of sub-division to meet demand for smaller units of accommodation.

To the north of the Regent’s Canal, the applicants envisage a more eclectic mix of workspace accommodation. This would include accommodation that would enable occupiers to enjoy new, efficient but perhaps fairly basic (and therefore good value) accommodation. This is more likely to appeal to small and medium sized businesses.

To date, the applicants have held discussions with a number of business and organisations about moving to King’s Cross, including television and other media companies and an international ‘green’ organisation, looking for a suitable, sustainable location for its world headquarters. In most cases, however, taking these discussions further forward would depend upon the grant of outline planning permission for the development.

4.1.2.2 Occupational Diversity

King’s Cross Central would avoid the bi-polar effects of single use schemes (for example initial developments at Canary Wharf), where there is little middle ground between professional and unskilled positions, limiting most local employment to the lower end of the occupational spectrum. In King’s Cross Central the semi-skilled, skilled and managerial positions are likely to be well represented in the office and business uses as well as retailing and leisure. This would significantly increase the number of middle income local households and offer a wide range of low skilled jobs.

The creation of a more evenly spread ‘income ladder’ amongst households, and the opportunity for workers to improve their occupational positions at King’s Cross Central, would immediately give rise to improved social conditions and economic stability, including greater use of transport and services (such as internet, insurance, bank accounts), improved health and better education.

The mix of uses and building types would have strong representation from most occupational groups. Increased childcare facilities for children would allow parents greater flexibility in employment and the scope for more dual earning households.

In addition, the creation of employment opportunities close to the home can have a dramatic impact on household livelihood, including savings on travel and care costs (time savings limit the amount of external daytime care needed for children and elderly people). They can also enable parents and carers with commitments at home to access work through travel time savings and flexible hours. The savings made by locally employed residents would directly increase the potential for local spend and household investment in improved social conditions.

4.1.2.3 Increased Household Income

The Environmental Statement estimates that in the order of 10,000 new jobs could be directly generated by King’s Cross Central for local residents. These would include a range of wage levels spread across a hierarchy of occupational positions (from unskilled to senior management). This figure represents around 9% of the population of the wards in the Central and Wider Impact Zones around the site (around 109,000 people) affecting between 10% and 20% of all household income levels.
Using figures calculated for the Gunwharf development in Portsmouth\textsuperscript{1} crude estimates for household income can be made for King’s Cross Central. These suggest that the proposals would generate around £186m in household incomes for local people, with a further £167m generated in household income for other employees. Total local household income would be around £353m.

The application would also introduce up to 5,125 new residents in 2,550 households. This would represent a further significant influx of income and potential spend into the local economy.

4.1.3 Social links

There is no real centre to the neighbourhoods and communities surrounding the site. Instead social and economic relationships are commonly made outside the area and there is a tendency for income to be spent elsewhere (most obviously in Camden Town or Islington Town Centres), as discussed further in the Retail Impact Assessment report.

This can mean opportunities for efficient use of resources, wealth to be shared and reinvested locally are missed, giving rise to:

- duplication in the provision of services to residents and businesses,
- local shops can struggle to gain enough custom to survive;
- limited competition leading to high local shopping prices;
- territorial divisions amongst young people; and
- inconsistencies in schooling, health services and community facilities.

The applicants are keen to “provide people across London with a new destination, a collection of public places that provide many and varied opportunities for people to meet their economic, cultural, social, leisure and other needs.” (Argent St George LCR and Exel, Framework for Regeneration, 2002).

King’s Cross Central would give local residents opportunities for greater interaction, increased collective and individual income, and a focal point for work, socialising and entertainment. There are few focal points for community interaction at present.

The proposals present a permeable form of development open to the public, without the gates and barriers that have characterised some major schemes in the 1990s. Neighbouring residents would be able to take full advantage of the jobs, services, attractions, shops and employment offered.

4.1.3.1 Cultural Diversity

By encouraging a mix of occupiers and uses, including some independent businesses and retailing, the development would minimise displacement of existing businesses and encourage the sustainable growth and stability of new local companies. There are many advantages to the diversification of businesses, not least that they may offer the existing population a wider range of potential employment than before.

\textsuperscript{1} The College of Estate Management (Dixon & Marston, 2003; p57) estimated that by May 2003, Gunwharf Quays, Portsmouth had created 2,000 permanent jobs in total (1,650 FTE). Using typical income figures for Portsmouth, the researchers estimated that these employees earn a total of approximately £31.5m. Spending this amount in the local economy would generate a further £28.35m in household income for other employees. Therefore, the total household income generated by Gunwharf Quays was estimated at £59.85m.
Culture and creativity form an essential component of diversification of the local business and employment base. King’s Cross Central would complement Camden and Islington’s Cultural and Creative Hub ambitions. The Implementation Strategy highlights a number of opportunities for the generation of a cultural cluster in Kings Cross Central, including:

• There are opportunities within and around the **Goods Yard complex**, to the north of the Regent’s Canal, including the spaces in and around the re-erected gas holder guide frames which might accommodate cafés and restaurants, crèches, cooking schools, and/or other facilities. The adjacent public spaces present opportunities for outdoor music and theatre, exhibitions and competitions and perhaps a new ‘Speaker’s Corner’.

• **The Coal Drops** - where an eclectic mix of uses is envisaged, with specialist retailers; more ‘mainstream retailers’; restaurants and cafés; music venues, ‘live’ museums, theatre and other visitor attractions. To date, the applicants have held discussions with a wide range of organisations interested in the Coal Drops.

• **The Western Transit Sheds** could accommodate visitor attractions requiring larger volumes of adaptable space, with an active and welcoming street frontage. The applicants have held discussions with the owners/promoters of a number of interested museums, including the Children’s Museum, The Post Office Museum (who own exhibitions relating to changes in graphics, fashion and transport, over time) and the London Transport Museum.
• The Granary, Assembly Shed and Midlands Goods Shed – the applicants are working with the London Institute/Central St Martin’s College of Art and Design to potentially develop a range of new facilities within the Granary, the Assembly Shed site and the Eastern Transit Shed comprising: public galleries; dance facilities; a theatre; exhibition / showcase areas; studio and teaching spaces; workshops; administration; and restaurant and shop facilities.

The Implementation Strategy provides further information about some of the organisations the applicants have held discussions with, to give a flavour of some types of uses and occupiers that could be accommodated on the site. The uses identified within the Implementation Strategy (and above) are not definitive or exhaustive and there is of course no guarantee that any of the specific organisations mentioned will ultimately be seen at King’s Cross – this would depend upon a host of timing, commercial, operational and other factors.

4.1.4 Completing the picture

The history of previous failed attempts to redevelop the site and deliver regeneration, has influenced local people’s perceptions and aspirations. The applicants’ (and others’) consultation findings show that local people are frustrated at previous schemes failures to develop the area and deliver regeneration. They are also concerned to see that, this time, the plans can be delivered. The applicants, the Local Planning Authorities and local communities have a common interest therefore, in facilitating, starting and completing development at King’s Cross Central as soon as possible.

Most of the site would only be released for development upon completion and opening of the CTRL and this is expected to take place in early 2007. It may be possible for some site preparatory and off-site works to take place before then.

Thereafter the pace of development would depend upon market opportunities and other factors. The applicants are not in a position to make any commitments to a particular programme of works, or to a particular sequence of development activity, zone by zone. Such a commitment could frustrate development by imposing too stringent an approach, undermining the flexibility which is required.

Nevertheless, the planning applications provide a number of important commitments, about the timing of works in relation to the completion of business and employment, residential and other development.

The Implementation Strategy sets out some ambitious take-up rates (62,000 - 80,000 square metres per annum, not including the delivery of affordable housing) which, if achieved, would mean the King’s Cross Central development programme would take between 12 and 15 years to complete. Argent has demonstrated that it is capable delivering regeneration over similar periods successfully at Brindleyplace.

A continuous unbroken development programme would be the optimum for the delivery of regeneration benefits. It would offer consistency in employment and planning for training and brokerage needs. It would allow public services to plan
ahead and gives residents definitive end points for construction periods, whilst delivering new facilities and opportunities early on and throughout the programme. The applicants recognise these benefits and share the aspiration to maintain the development’s forward momentum. At the same time, the applicants must retain the ability to respond to changes in market and other conditions over time and the Implementation Strategy is candid about the cyclical nature of property markets and the problems (and opportunities) that they present.

4.1.5 Working with the community and service providers
The applicants have made extensive efforts to consult with local communities. The applicants are confident that the proposals address the concerns of most local residents and that the development over time would become a source of local pride and help generate greater ‘social capital’ within existing communities. Where this occurs Robert Putnam (US Social Commentator) argues that:

“in high social-capital areas public spaces are cleaner, people are friendlier, and the streets are safer. A growing body of research suggests that where trust and social networks flourish, individuals, firms, neighbourhoods, and even nations prosper economically. Social capital can help to mitigate the insidious effects of socioeconomic disadvantage” (Putnam, RD, Bowling Alone: the collapse and revival of American community, 2000).

Extracts from consultation videos (www.argentstgeorge.co.uk)

King’s Cross Central would offer facilities that provide important elements in developing stronger social capital, across existing community boundaries. The applicants envisage a range of community, leisure and assembly uses and aim to work with the Local Authorities and other service providers to ensure the best use of land and other resources is made, both on and off the site.

Camden and Islington Councils’ King’s Cross Opportunity Area Planning and Development Brief advises (see full quote at 4.2.1):

• Where a facility is better placed outside the Area (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 partnership work required indicate that new facilities are likely to be provided as co-operative ventures.
• Close partnership working on funding and delivery will be essential.
• Elements may share buildings and spaces with other uses, and encourage people to move throughout the whole King’s Cross area.
• In some circumstances, the upgrade of existing nearby facilities in poor condition may be preferable to building new facilities on-site.
• The Councils will continue to work with health, social and other services and the local community to prepare options.
There is little point in duplicating community facilities that are already adequately provided, to accommodate the needs of new residents and employees. However, there are some facilities that struggle to meet current needs (let alone the demands of new residents). Prioritisation of these would have a significant effect on building social capital. The applicants are keen to secure, therefore sustainable long term solutions that meet the development’s needs for GP/healthcare facilities, childcare for children under five years and primary and secondary education. Discussions with relevant service providers and operators are ongoing but to date the applicants aim to accommodate:

- a range of health clubs and other indoor sports facilities;
- appropriate health centre facilities for the new living, working and visiting population, including a Medi-Centre and exercise facilities on the ‘Triangle Site’;
- scope for low-level rock climbing, ‘bouldering’ or more challenging activities, within the re-erected guide frame for gas holder no.8, to provide safe and challenging physical recreation;
- boule, tennis, wall tennis and areas/facilities for 5-aside football;
- opportunities for ice-skating and outdoor performance, within a multi-functional public realm.

The applicants are also keen to continue working closely with Camden and their preferred partner for child care in the King’s Cross area, the Coram Family, aiming to incorporate first rate child care facilities, together with opportunities for:

- a number of specialist play areas for 1-8 year olds, within the re-erected guide frame for gas holder no.8 and within or adjacent to, other new areas of housing;
- places where 8-16 age groups can play in a more extreme way (be it skateboarding, roller-blading or something else!), without being a nuisance to others; and
- opportunities to work with local children and young adults to design, manage and operate new facilities, located, where possible, adjacent to other ‘play’ areas, to gain the benefits of passive surveillance.

In addition, the applicants would like to see a visitor, education, sustainability, exploratory centre, within the development, just as soon as safe access can be established to a suitable site. This is likely to be a temporary building initially; one that can be moved / expanded as the development progresses. In due course, the centre may become a permanent feature of King’s Cross.

These ideas and opportunities would be developed further as part of an evolving ‘play strategy’, as outlined within the submitted Public Realm Strategy.

The applicants also support the principle of diverse adult education facilities within the development. The London Institute, Birkbeck College and the Working Men’s College have all expressed interest in occupying new facilities.

4.2 Land Uses

Camden and Islington Councils’ King’s Cross Opportunity Area Planning and Development Brief 2003 advises:

“given the scale and complexity of development for the Area, 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.
- A significant proportion of new residential development.
- A wide range of leisure, cultural, retail, entertainment, community and other services and facilities”

(Camden and Islington Councils’ King’s Cross Opportunity Area Planning and Development Brief 2003)

The applicants have responded by combining a wide mix of land uses, encouraging a range of business, leisure and cultural clusters to develop and seeking to maintain an important degree of flexibility in their scale and location. These aspects of the proposals are explored further below.

4.2.1 Flexibility

The initial planning applications provide flexibility to adjust the balance of land uses over time and to phase development in different ways, according to market opportunities and other factors.

The Development Specification for the Main Site incorporates a series of ‘up to’ floorspace levels for each proposed land use type, within the parameters set for a vibrant mixed use scheme. It also incorporates some flexibility over the spatial mix of different land uses.

Retaining this flexibility is very important. It means that the applicants would have scope to respond to uncertainties and risks during the development programme. This may, for example, mean focusing more on residential and less on commercial development (or vice versa), within the overall maximum levels for each development zone and the specified implementation parameters, such that the applicants can continue to deliver each major phase of development as soon as possible.

It also means that the applicants, the local authorities and other service providers would have scope to decide later on the precise form of new provision within the main site in particular, armed with the best information available at the time. This is in line with the Joint Planning and Development Brief which states:

“[new] facilities may best be located in the Area. However, where a facility is better placed outside the Area (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. (2.10.8)

...Such [education] 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. (2.11.5)

...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. (2.12.4) “

(Camden and Islington Councils’ King’s Cross Opportunity Area Planning and Development Brief 2003)

4.2.2 Land Use Mix

Development at King’s Cross Central would significantly alter the current mix of local land uses and their economic and social contribution to King’s Cross communities. In addition, the scale of development, mix of land uses, its Central London location and the transport links to and from it suggest that the proposals would redefine current images of King’s Cross and have a London-wide economic and social impact.

The proposals would transform the physical environment on what has historically been considered unsafe and underused and vacant land. They would also significantly increase Business Rate and Council Tax revenues for the Local Authorities.

The combined Main Site and Triangle proposals would create:

• up to 486,280 sqm. of business and employment uses, in particular an enterprise ‘cluster’ of offices; the proposed business floorspace could also accommodate other uses such as research and development, studios, high technology uses and light industry;

• up to 2,550 new homes created, of which, a significant proportion would be affordable;

• up to 45,925sqm of shopping, food and drink and professional services uses;

• up to 79,265 sqm of community, health, education and cultural uses;

• up to 35,050 sqm of assembly and leisure uses which could include concert halls, dance halls, nightclubs, casinos, gymnasiums, sports centres, swimming pools and other sports/recreation areas;

• up to 8,475 sqm of the assembly and leisure floorspace may be cinema(s); and

• up to 47,225 sqm of hotel floorspace.

The development would also include new streets, parks, squares and other principal public realm areas with a total land area in the order of 10.2 hectares.

How the new development might look coming into St Pancras by train

4.2.3 Clusters

The Implementation Strategy provides more detail of the character of the development that would be created from this mix of land uses. It refers to six clusters which reflect the applicants’ placemaking strategy to achieve target rates of take-up for a broad range of B1, residential and other land uses. These clusters reflect and incorporate some of the land uses referred to above:
• **Children** - King’s Cross Central would be a safe and attractive place for children where the public realm is a destination in its own right and a key element of the ‘play’ strategy. Public art, within the new streets and spaces, presents significant opportunities to delight and inspire and provide opportunities for spontaneous and, in some instances, more structured play. But perhaps more importantly, the public realm generally can also provide opportunities for incidental play and delight, both for children and adults.

• **Enterprise** – the applicants are keen to attract a full range of ‘Central London’ businesses to King’s Cross. There would be a place for one-person start-up business, SME’s and larger space users, such that around 250 different businesses could be operating at King’s Cross, by the end of the next decade (2020).

• **Learning and Knowledge** - the applicants have held discussions with a number of organisations about the establishment of a learning and knowledge cluster at King’s Cross. This could include some or all of the Central Saint Martins College of Art and Design, alongside the introduction of some new Institute facilities. Discussions have also been held with the British Library about making people who work at and/or visit King’s Cross, more aware of the Library as a resource. There may, for example, be some form of ‘Information Portal’ within the King’s Cross development.

• **Art and Design** - if the London Institute/CSM does relocate to King’s Cross, it could help to establish the area as a location for other design led organisations, businesses, retailers and cultural attractions. In any event, the applicants are keen to promote a cluster of art and design activities a King’s Cross, to make King’s Cross a place where people want to be and to visit.

• **Recreation and Health** – the applicants intend to promote recreation and health by encouraging people to walk and cycle within King’s Cross Central; providing outdoor recreation facilities; attracting and facilitating the provision of a range of health clubs and other indoor sports facilities; attracting and incorporating appropriate health centre facilities; and providing and promoting opportunities to sell and market a diverse range of quality food products that reflect the area’s direct transport connections to many regions of the UK and continent and the many different communities in and around King’s Cross. King’s Cross would also provide opportunities for up to 50 eating establishments, from Michelin-starred restaurants to corner and side-street cafés. The applicants have held discussions with three internationally renowned chefs, about the possibility of opening restaurants and providing catering / teaching facilities within the development.

• **Cultural and Visitor Attractions Cluster** – the applicants are keen to attract a wide variety of cultural and visitor attractions, including: places to hear music; places to eat and drink (restaurants and cafes); places to see / experience art; places to visit; and places to shop. In particular, there are a range of opportunities to accommodate cultural and visitor attractions within the ‘Goods Yard’ complex north of the Regent’s Canal.

### 4.2.4 The Regeneration Effects of Mixed Use Development

With an effective balance of new physical development with improved local services and changes to the public realm, the impact of major development on the economic, social and physical form of neighbourhoods around it would be dramatic. There are several examples of where a mix of new land uses has combined to transform the role of an area or city:

• The development of ‘Euralille’ (around the CTRL station) in northern France has resulted in a redefinition of the entire City of Lille, from a run-down industrial town to a centre for commerce in the region (Spaans, 2002).
• **Camden Town** – through the refurbishment of the Dingwall’s market complex and the environmental improvement of the Canal towpath, significant new development has recently taken place in Camden Town, introducing major publishing company Elsevier and re-establishing the area as a location for office uses (primarily related to creative and cultural industries). Proposals for the redevelopment of the Underground station demonstrate continuing investor confidence.

• **Picadilly, Manchester** – investment by the City Council and Argent in a rundown area of Manchester has helped to trigger a revival in its economic fortunes by diversifying its role away from historic industrial and secondary shopping frontage to a new mixed use residential and office quarter. A high level of development activity can now be seen throughout the area.

There is general agreement between the local community, the Local Authorities, the GLA and Central Government that physical changes are needed in King’s Cross to encourage further social and economic regeneration. Most would agree that the area cannot remain static. The development of the King’s Cross Central site is an important part in this process, but not the only part. Without redevelopment of rundown or underused sites on surrounding streets such as York Way, Marylebone Road, St Pancras Road (and environs) and Copenhagen Street the full regenerative potential of King’s Cross Central is unlikely to be delivered.

However, the spread of impacts, or ‘ripple effect’ from King’s Cross Central has been raised as a concern by some local people (Framework Findings June 2003). Opinions have been split between those who see positive benefits from spreading effects further and those that fear a displacement of crime and rising property prices, forcing people out of the area.

The applicants acknowledge that the effect of some new development, accompanied by rising land values, new housing and changing employment sectors, sometimes referred to as ‘gentrification’ does not always have positive connotations. A review of over 100 papers on ‘gentrification’, conducted by the ESRC Centre for Neighbourhood Research (2002), highlighted that, on the one hand it can lead to physical renewal, increased tax revenues, reduced crime, improved local services, increased social mix and population stability. On the other, it can cause displacement of residents and businesses, social displacement, community conflict, increased crime and changes to local services. However, the author of the review, Dr Rowland Atkinson, points out in a later study that the effects are largely down to specific local circumstances:

> “gentrification cannot be singled out as a dichotomous positive or negative neighbourhood change and that city and neighbourhood contexts may alleviate or exacerbate the outward pressures that gentrification may create” (Breathing
life into dead cities? The costs and consequences of gentrification in declining metropolitan contexts, Dr Rowland Atkinson, University of Glasgow 2002).

As explained below local circumstances at King’s Cross Central suggest that the physical form, social structure and landownership patterns of the area provide inherent protections against the negative effects of gentrification. In addition, evidence from Brindleyplace, Gunwharf Quays and other major development projects in the UK suggests that the scale and mix of uses proposed and the flexibility in the implementation strategy provides an assurance that the positive impacts from the spread of benefits from King’s Cross Central will outweigh the negative. Elsewhere in the UK evidence suggests that the effects of large scale mixed use schemes are much greater than the sum of their individual land uses:

- Brindleyplace – Austin Barber found at Brindleyplace the:
  “follow-on development is of such a scale that it has exerted considerable influence on the changing role of Birmingham’s city centre in the urban economy and the city’s wider restructuring ambitions.”

Spatially, new investment and activities have expanded outwards from Brindleyplace in all directions, and now feed back into other parts of the city centre and to surrounding districts. Brindleyplace’s development and success has been critical to the emergence of new investment and the accelerating rate of change in recent years.

Brindleyplace’s success and immediate impact has succeeded in creating value in many urban sites which had previously been deemed suitable only for car parking or warehousing.” (Brindleyplace and the Regeneration of Birmingham’s Convention Quarter, University of Birmingham, 2002)

- In 1999 the DETR reported that regeneration projects on the Greenwich Peninsula (including the Millennium Dome, the Jubilee Line Extension and others) “appear[ed] to be acting as a genuine catalyst for comprehensive regeneration in Greenwich and throughout the Thames Gateway”. This effect was attributed to three factors; the growth of sub-regional partnerships in relation to the Thames Gateway; a review of local partnerships spurred by the development; and increased interest from developers in creating links between the Peninsula and the wider area.

- The British Urban Regeneration Association 2003 Award judges concluded that the Gunwharf Quays scheme, Portsmouth has acted as a catalyst for the wider regeneration of Portsmouth Harbour and the surrounding area: “This includes highway improvements and the encouragement of further developments in The Hard and Old Portsmouth areas. The judges were also satisfied that the retail outlets are not having a detrimental effect on the city centre shops – in fact some of the shops are being upgraded as a result of the increased Gunwharf Quays footfall, thus giving a better retail offer in the city as a whole. The two retail areas complement each other…The new vibrancy has given rise to proposals for a monorail, linking various parts of the waterfront, and a cross-harbour tramway” (BURA Annual Regeneration Awards 2003).

With a large number of potential development plots in surrounding areas (including the site north of the British Library, plots on Ceder Way industrial Estate, Vale Royal Estate, sites on Market Road) it is difficult to predict how far effects could spread at King’s Cross Central. The potential impact of the applications on land values around the site is the subject of much speculation but not something that the applicants can in any way control. Nevertheless increased local land values could further enhance positive benefits by encouraging and facilitating the reuse of buildings and land and the redevelopment of existing property (both public and private) to generate more efficient use.
To this end, recent development and the Parabola planning application for a site on York Way indicate these changes are already occurring. It is clear from current construction and property market activity that King’s Cross is perceived to be a growth location, with potential for rising residential and commercial land values. The Parabola Development proposals3 on York Way (Battlebridge Basin) and development at Regents Quarter and Naish Court are a clear reflection of growing confidence.

The mix of uses in the King’s Cross Central applications would further add to and diversify this effect, promoting growth in a wide range of commercial sectors, local retailing and a mix of residential tenures. In particular:

- The application would demonstrate the value of mixed use development on other sites (such as the site north of the British Library).
- A mix of ‘intermediate’ affordable housing tenures would signify the viability of investing in this sector, encouraging other developers to do the same.
- Increased land values on current social housing plots in need of refurbishment/replacement could help support Local Authorities and their partners redevelop and improve housing stock.
- Investment in a wider variety of commercial sectors would allow the diversification (and possible replacement) of existing ‘single sector’ employment sites that are struggling to be viable (such as Cedar Way and St Pancras Way Industrial Units).
- The creation of a new office/commercial cluster would encourage the redevelopment and refurbishment of antiquated, vacant, commercial buildings (such as those on Pentonville Road, King’s Cross Road and Gray’s Inn Road) spreading employment opportunities and further transforming the area into a modern employment district for London.

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3 Parabola Land has submitted a planning application to London Borough of Islington for an eight-storey 27,870 sq m (300,000 sq ft) office scheme overlooking the Regent’s Canal in Kings Cross, London N1. The scheme will also include an arts centre and gallery along with a café and restaurant. The development, is to be known as Kings Place, and is on a 0.6ha (1.3-acre) site.
At the same time local circumstances at King's Cross Central suggest that the physical form, social structure and landownership patterns of the area provide inherent protections against the negative impacts feared by local residents. For example:

- Development would occur on an underused site where many former businesses and residents moved out long before construction began. As a result there is little potential for direct displacement.
- A very significant proportion of local housing stock is owned by the Local Councils or Registered Social Landlords, meaning that tenants would not experience the effects of property price increases, that would normally occur in owner occupied or private rented stock.
- The application would result in a net increase in affordable and social housing in the area, catering for identified housing needs of low income groups.
- As discussed further in chapter 5, King's Cross Central would introduce an affordable housing element that could act as a catalyst for establishing a local intermediate housing market, achieving increased social mix and a range of affordable housing tenures for residents wishing to move within the area.
- The mix of uses in King's Cross Central would introduce a range of new services and result in the improvement of existing services, local shops and businesses.
- Given that most of the site is currently inaccessible, the development proposals are unlikely to directly displace criminal activity. In combination with changes to the railway stations and other developments, good design and management would mean that the area would become less attractive to the drug dealers and other criminals. It would also act as a deterrent to antisocial behaviour. Displacement of current drug and prostitution activity may occur from a general uplift in environmental conditions in the area brought about by new development. It is difficult to predict where these activities may relocate (if they relocate at all), but the applicants are keen to work with the Police and the Local Authorities to co-ordinate concerted action that will discourage and deter criminal and antisocial behaviour generally.

Maximising benefits and maintaining protections against negative impacts would require joint working between the applicants, Local Authorities, the Police and other partners. Through careful planning and management, King's Cross Central would result in a transformation of the economic and social focus for the area and deliver a host of positive changes to the lives of the existing and new populations. These elements are reflected in the applicant's approach to master planning and long term management.
4.3 **Construction**

The property cycle is always more volatile than the economy as a whole, because large decisions about new accommodation are nearly always easy to defer. This applies particularly to commercial office buildings. In the middle of an economic cycle, demand from occupiers picks up and developers tend to respond by expanding their building programme. Because of the time required to produce new buildings, however, there is a lag before the new 'product' comes onto the market, leading to a shortage in supply as the economy continues to grow.

This shortage presents opportunities for well-placed and well-planned schemes, to attract occupiers and investment and deliver several phases of successful development, quickly. The applicants aim to ensure that King's Cross Central is in a position to make the most of these opportunities, as and when they occur, for example by making early investment in infrastructure works and by providing flexibility to adjust the balance of land uses over time and to phase development in different ways, according to market opportunities and other factors.

The applicants have therefore responded to the expressed desire of Local Authorities and local communities, to see major development and regeneration started, and completed, as soon as possible, to overcome the problems and uncertainties that have blighted the site in the recent past.

The applicants have considered different approaches to the phasing of construction. Their findings and conclusions are set out in an Implementation Strategy submitted in support of the applications. The Strategy explains the way in which the applicants would approach the implementation of the King's Cross Central development, having regard to commercial, cost, environmental, technical, place-making, planning and other matters. In particular, the strategy explains how the 'cash flow' advantages of 'spreading' infrastructure and other costs across the development programme have been balanced with other factors, including:

- Undertaking works together, at the beginning, can be more efficient, in terms of construction methodology, programme and minimising disruption;
• The need to change public and market perceptions about King’s Cross; and
• The overall aim to deliver the first and subsequent major phases as fast as possible.

Through this approach, the applicants aim to deliver development and regeneration benefits early in the development programme and maintain an optimum development programme responsive to market demand. The scale of the project and its timescales means that the construction process itself would be a major contributor to economic and social benefits.

4.3.1 Early benefits
The King’s Cross Central proposals would bring early social and economic benefits before even the first building is complete.

First, the start of work on site would provide relief for numerous local residents who are fed up with waiting for something to happen. Camden Primary Care Trust have suggested that the raised and dashed hopes of the past failed attempts to develop are likely to have taken a toll on residents levels of stress. They have also left potential developers nervous about investing in the wider King’s Cross area.

Merely beginning work on site would overcome uncertainty. It would also signify the completion of CTRL and the opening of St Pancras International services. An optimum construction programme, with regular new additions to the physical, social and economic fabric of the area would demonstrate that change is occurring and give assurances that the development is likely to be completed in a timely fashion.

Second, the construction programme requires a large amount of infrastructure to be built before any buildings are begun. This would mean improvements to local roads, phased opening of some routes through the site, improved drainage and storm water run off (preventing flooding) and enhanced local electricity capacity. Many of these benefits would be invisible to most local residents but could facilitate the earlier redevelopment of other vacant or underused sites locally and remove the blight effect and hazard threats currently associated with the former rail lands.

4.3.2 Construction employment
The length of King’s Cross Central construction period also means that there is the potential for the construction sector to become a long term stable employment base within the local economy. The sector includes a range of
occupation levels, including traditional unskilled, semi-skilled and skilled labouring, but also engineering, management and support functions including IT, personnel and others. The relatively high proportion of unskilled positions make it a good sector for low skilled unemployed people to target. The nature of construction work means that employment generated and skills needed would fluctuate over the development period.

The approach to development embodied in the Implementation Strategy would facilitate the retention of people onsite for longer by moving them from one building to another as development progresses. As a result, the numbers of local people that could benefit could be far greater than the ‘full time equivalent’ (FTE) figures quoted in the EIA. Over the entire construction period, King’s Cross Central would directly employ up to ten times the FTE figure (27,000 ‘man years’). Whilst many of those benefiting are likely to move on to other jobs at some stage, King’s Cross Central would offer a more secure grounding in a diverse range of skills and experience than most other project in the UK.

An employment and training programme that linked King’s Cross to Stratford, Battersea, Heathrow Terminal 5, Woolwich Arsenal, Greenwich Peninsula and other major construction projects around the Capital could dramatically enhance the employment impacts and foster a ‘permanent’ growth in this sector, encouraging investment from contractors and greater stability for employees. This form of strategic pan-London approach is currently being promoted by the Building London Creating Futures Partnership and the applicants are keen to investigate its application further, as discussed in sections 5 and 6 below:

“This partnership which has been set up to help local people in central London find long-term employment while also helping the construction industry recruit and retain skilled staff. Funded by the European Social Fund and with support from Southwark Council, Building London Creating Futures works with Workplace Coordinators [usually based at major construction sites] to assist jobseekers into construction employment.” (Paddington First website). More information is provided in Annex A2.

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4 Typical Full Time Equivalent figures (used in the EIA) assume actual numbers should be factored down by 10 to account for the fluctuations in employment periods in the construction industry.
4.4 Long Term Commitment

Good environmental management and the quality of streets and buildings can have a significant impact on ‘social capital’, helping to reduce crime and the fear of crime, and increase environmental responsibility and pride.

The applicants subscribe to the “broken windows theory”, developed in the United States, which suggests that “if a broken window is left and not repaired, other windows will soon be broken. The message this gives to both offenders and residents is that no one cares. Consequently offenders are not deterred from committing similar acts again, and a perceived rise in crime becomes a reality” (Home Office ‘Together’ campaign, October 2003).

The applicants are committed to the creation of a high quality public realm maintained by a comprehensive management regime. In making this commitment the applicants aim to create a place that feels safe, is lively throughout the day and/or evening with a varied sense of rhythm.

Gary Taylor of Argent has said of Brindleyplace: “Over the past ten years we have realised that a mixed use environment needs to be intensively managed if it is to flourish and provide healthy returns. We examined the alternatives and concluded that having developed Brindleyplace, Argent was the main organisation best equipped to manage both the investments and environment” (Quoted in the Birmingham Post, Business Section p19, 7th November 2003).

Brindleyplace now employs over 60 people in estate management services. This includes a service team of 10 people responsible for litter collection, cleaning and maintenance (source: Brindleyplace Newsletter, August 2003 p2), and a team of over 20 security officers responsible for 24-hour security in the area (source: Brindleyplace Newsletter, July 2003 p2). King’s Cross Central would require a much larger estate management team to deliver the same services, as discussed in section 5 below.

The applicants’ management principles extend beyond the public realm, safety and security. They are underpinned by a philosophy of long term ‘stewardship’ to achieve successful integration of uses and neighbourhoods. Long term ‘stewardship’ at King’s Cross Central might mean:

- surveillance – including security officers and street wardens
- low traffic speeds (below 20 mph);
- well lit streets and spaces;
- regular cleaning and maintenance;
- an ongoing package of ‘events’;
- good signage;
- regular maintenance of planting and greenery;
• management of on-street traders;
• CCTV; and
• Management of safe routes to school.

These ideas are discussed further in the Public Realm Strategy.

The applicants intend to establish a collective ownership structure for the development as it progresses. This would allow the ongoing development to be owned – and managed – as a whole, with the companies and organisations involved taking a direct and active role in the future of King’s Cross.

The collective ownership model offers a number of advantages. For example, it should be easier to make available imaginative ‘non institutional’ occupation agreements for some companies and uses, including start-up businesses. This is likely to be important in building and establishing a successful cluster with critical mass at King’s Cross.

Stewardship may mean taking a ‘measured risk’ on some fledgling businesses and occupiers that would contribute positively to King’s Cross Central.

Long term ownership structures and a commitment to high quality management of the environment and services would present opportunities to address local aspirations by:

• exploring opportunities for business incubator units or innovative lettings and rental initiatives for starter businesses;
• managing evening uses, licences and security to avoid conflicts with residential and other uses;
• facilitating appropriate support facilities for employers, for example crèches, play space, health care, recycling, telecommunications and other services;
• encouraging commercial occupiers work with local schools and education projects;
• encouraging higher education provision within the site and linking it to commercial occupier needs;
• supporting local initiatives on jobs, training, housing, education; and
• encouraging greater engagement between occupiers and communities neighbouring the site, aimed at increasing local employment.

The effects of such measures would spread beyond the site boundaries, fostering a ‘stewardship’ approach to the development of other parts of the wider area and demonstrating the value of innovation, good design and strong management.
Evidence from other regeneration projects in the UK suggests that with wider regeneration interventions and co-ordination of supporting services from public and private sector partners, King’s Cross Central, in combination with other development and the redevelopment of the Stations, would be a catalyst for a step-change in conditions for residents and businesses across a large area of north London.

This chapter uses the Deputy Prime Minister’s characterisation of Sustainable Communities to identify the opportunities created by King’s Cross Central:

- **good streets, parks and places where people can meet**;
- **they mean good schools, shops, jobs and services**;
- **they are safe, well managed and maintained**;
- **they include affordable and market housing**;
- **they are well connected by public transport; in short**
- **they are places where people are proud to live.**


It also draws on examples from other developments to demonstrate how, with partnership working, the opportunities created could be optimised.

### 5.1 Good streets, parks and places where people can meet

The long-term aspiration must be that the quality of public realm and open spaces in neighbourhoods around King’s Cross Central is indistinguishable from that within the site and along York Way. Just as the quality of spaces in Brindleyplace raised the standard of public realm in areas around it (see 3.5), King’s Cross Central could have a catalytic effect on existing parks and streets, not least by directly addressing York Way.

Improving the attractiveness of public spaces serves to encourage increased levels of use, especially where new spaces are furnished with facilities such as cafes or concert spaces. This fosters a level of vitality in the area, which in turn, encourages more people to visit, turning the ‘space’ into a ‘place’. This increased vitality in regenerated areas encourages stewardship, vigilance, better maintenance and reduced crime and anti-social behaviour.

*Image of the proposed Long Park*
CABE report that “since 1965 Jan Gehl of the University of Copenhagen has conducted research on the contribution of public spaces to civic life in Copenhagen. The research has consistently shown that wherever public spaces of good quality are provided an increase in public life also takes place. As a result, despite the climatic differences, the level of public outdoor activity on a summer’s day in Copenhagen equals that of Rome.” (CABE, The Value of Good Design, 2003).

5.2 Good schools, shops, jobs and services

5.2.1 Schools and Education

Linkages between business, young people and local schools are often overlooked in major development schemes in the UK. Yet recent (2003) Joseph Rowntree Foundation research found that initiatives in schools can have small-scale but important effects in regenerating their local areas, including:

• acting as a focal point for the wider community; and
• enhancing the opportunities available to individual children.

However, the authors noted that “any attempt to extend the role of schools in area regeneration initiatives runs the risk of increasing the tensions between their ‘core business’ of raising attainment and the additional tasks they are being asked to perform” (JRF, Schools and Area Regeneration, 2003).

The approach adopted at Paddington has led developers and regeneration consortia to augment the existing activities of schools, and foster stewardship through learning about the local area and local development projects. Through the Westminster Education Action Zone the Paddington Waterside Partnership (including public and private sector partners) supports schools and delivers programmes of activities to around 27 schools including such core curriculum subjects such as design, history, science, geography and business studies. The scheme has an annual budget of around £1m, of which the Partnership has contributed around 10% for the past three years (source: Regeneration & Renewal, Nov 03 p19, and WEAZ website, www.westminstereaz.org.uk).

In addition, London’s Waterways Partnership (LWP) already runs several community projects based on and around Regent’s Canal, aimed at addressing social exclusion, low self-esteem and lack of community confidence. Among these projects is a ‘floating classroom’ on the Camden stretch of the canal, funded by SRB through LWP and other partners including the private sector. This is a venue for education and youth training as well as other community groups (Source: LWP booklet, London’s Waterways – a catalyst for regeneration, 2003).

Engagement of school pupils is important to the wider success of King’s Cross Central. Given the long construction period it is children who are currently attending schools that are likely to gain most from the employment and other opportunities generated. The applicants have already supported a number of
projects in local schools, including South Camden Community and Elizabeth Garrett Anderson, and are keen to ensure that schools and higher education are at the centre of local regeneration initiatives. In pursuing this aim it is important that linkages between occupiers and education form a central theme but do not detract from the focus of local schools to continue improving performance. In this context, lessons can be learnt from the Westminster Education Action Zone initiative.

Higher education institutes form the link between school and employment and the attractiveness and diversity of courses and jobs on offer can determine the direction of a child’s development at an early age. The King’s Cross Partnership found it difficult to attract local young people onto some of the more mainstream training courses in the late 1990s, largely due to a lack of interest (in construction or office based employment). By attracting the London Institute and/or other arts and culture orientated education organisations to King’s Cross Central, the development would create the opportunity to develop interests at an early age. It would be important to facilitate links between schools, higher education and employers to make opportunities more ‘visual’ to young people and encourage continuing interest.

To help make this link the applicants would like to see a visitor, education, sustainability, exploratory centre, within the development, just as soon as safe access can be established to a suitable site. This is likely to be a temporary building initially; one that can be moved / expanded as the development progresses. In due course, the centre may become a permanent feature of King’s Cross.

The applicants have visited the Building Exploratory centre at Hackney and discussed preliminary ideas with the founders and current operators of this respected and well used facility. The Hackney centre is an interactive exhibition exploring buildings and the built environment. It is the first education and resource centre in the UK to do this. Each year 70% of Hackney Schools take part in the centre’s education and arts programmes and thousands of local residents join its workshops and public tours. The applicants believe the Hackney Building Exploratory centre provides a useful model for King’s Cross.

5.2.2 Shops and Leisure

Camden Council reports that local people place “liveable/friendly spaces for residents and commuters - supermarkets/ shopping/ restaurants/ bars/ pubs” and “a cinema/theatre” as the seventh and eighth priority for King’s Cross Central.

Whilst the shops proposed in King’s Cross Central would provide direct regeneration benefits (in the form of jobs and local services), some residents have expressed fears that they may threaten existing local businesses. However, Brindleyplace and Gunwharf are two examples where the new shops and restaurants have actually led to an improvement in business for existing shopkeepers and a rise in quality and choice overall.

The Retail Impact Assessment (Arup, April 2004) that accompanies the planning applications concludes that the scope for drawing visitors and tourists from the broader metropolitan area and beyond is considerable, given the unique heritage environment, the targeting of the retail scheme towards this sector in the form of festival retailing within heritage buildings, and the high level of accessibility to the site. King’s Cross Central will also be of a sufficient scale and form to attract unique and flagship retail activity. The demand from workers in the King’s Cross Central scheme itself for retail and leisure services is likely to be considerable and indeed would be sufficient to support up to two thirds of the convenience retail floorspace proposed for the development.
Furthermore, the Retail Impact Assessment concludes that King’s Cross Central would not result in any significant loss of trade from existing local centres, but a ‘clawing back’ of some trade from centres such as Brent Cross and the West End which currently enjoy the business of Camden and Islington residents.

In conclusion, the retail and leisure elements of the scheme may be expected to play a catalysing role in the transformation of the King’s Cross area into a successful, balanced and vibrant community.

### 5.2.3 Jobs and Enterprise

Unemployment rates in King’s Cross are currently, and have historically, stayed consistently above national and London averages. Unemployment rates in London are currently very low and commentators have recently suggested that the UK is experiencing close to ‘full employment’ levels (between 2% and 3%). This means that the current unemployed are amongst the hardest to get into work.

This has been recognised by Camden and Islington Councils in their support of projects targeted at specific excluded groups and recent support for local Intermediate Labour Market Initiatives. The applicants are keen to work with the Local Authority and its partners to help promote local employment, jobs and enterprise.

![Unemployment Benefit Claimants, in the Central and Wider Impact Zones in King’s Cross Central Environmental Statement (April 2004) between 1999-2003](image)

Whilst King’s Cross Central would directly create substantial local employment, local take-up could be increased through a wider integration of employment and training initiatives. This could also create greater opportunities for more disadvantaged groups and unemployed who are less able to access employment through mainstream recruitment or training means.

Camden and Islington Councils currently support a large number of employment and training programmes across the boroughs’ and offer a wide choice of skill sectors to pursue. Yet unemployment and income levels remain at consistently poor levels in King’s Cross.

Recent examples of public sector training and job brokerage initiatives attached to major development projects have tended to focus on optimising the direct benefits created in the projects themselves:

- **Greenwich Local Labour and Business (GLLaB)** is a local labour market bureau that focuses on securing local jobs in major developments in the area, including retail, leisure, catering, construction, tourism, IT, creative and cultural industries. It was established and funded by Greenwich Council with funding support from the European Social Fund, the Employment Service (under the New Deal programme), SRB and a number of section 106 agreements from different developments. Between 1997 and 1999, when the development of the Millennium Dome was at its peak, GLLaB trained 2,100 local residents and found jobs for 1,500. It had 11,000 residents on its register (Macfarlane, Local Unemployment Benefit Claimants, in the Central and Wider Impact Zones in King’s Cross Central Environmental Statement (April 2004) between 1999-2003).
jobs from local development: the use of planning agreements to target training and employment outcomes, JRF 2000).

• **The Paddington First** recruitment agency was established in 2001 by the Paddington Regeneration Partnership, to help fill an estimated 30,000 vacancies over 10 years. The agency is operated by Jobcentre Plus and a range of local training providers, and has so far secured jobs for 3,000 people (December 2003). These include positions in the fields of construction, retail, healthcare, office work, catering and hospitality. The agency is funded through contributions from Westminster City Council (through the Social and Community Fund), Jobcentre Plus, the Learning and Skills Council, Chelsfield (Paddington Basin), Development Securities (Paddington Central) and through European funding for the EQUAL Building London Creating Futures programme.

• **West Quay retail development, Southampton** included recruitment and training programmes for permanent retail staff. As each occupier of the 86 new stores was identified, the developer approached them to offer a recruitment service. This included a Skills Register of local people, collated by Employment Services, from which businesses were encouraged to source their staff. It also included NVQ training courses and short pre-recruitment courses in customer care, first aid, security and police liaison (Macfarlane 2000, p 20).

In King’s Cross the London Development Agency, Camden Council, LCR and other partners have jointly established a Construction Training Centre to maximise local take up of jobs on CTRL. All construction industry vacancies on the CTRL project are passed to the Workplace Co-ordinator in the first instance, to encourage the recruitment of local people. As part of the Building London Creating Futures Partnership the Workplace co-ordinator is also able to meet demand for skills and jobs through links with other developments in London.

Looking beyond CTRL construction, the effect of King’s Cross Central on local employment and training is likely to be far greater than the jobs and courses on offer on site alone. The scale and diversity of employment and education sectors within the scheme mean that it could act as a focus for much wider programmes aimed at increasing opportunities for local people in employment markets across London.

There is evidence (e.g. Building London Creating Futures Partnership and Greenwich Peninsula work) that applying similar levels of co-ordination to a wider geographic area can deliver significantly more opportunities to local communities. In London, and particularly in King’s Cross the availability of public
transport means that employees can choose to work long distances from home with limited impact on travel times. This means the labour markets are fluid. Therefore a person capable of taking a job in King’s Cross Central is also likely to be able to choose an alternative job virtually anywhere else in the Capital.

The applicants would be keen to ensure that Kings Cross Central is a focus for generating choices for local people. They support the joint development of a local employment strategy with its partners that maximises local take-up at King’s Cross Central. However they also believe that to maximise local opportunity, any employment and training initiatives developed because of the opportunities at King’s Cross Central should have links into a much wider geographic area than the development site alone. This means, at least, connections with colleges, training courses and employers across north London.

There is a wealth of experience already evident in the local employment brokerage and training centres. The applicants feel it is important to learn from this before promoting anything new. They are supportive of the principles behind Tracks Towards Employment and The Construction Training Centre promoted by Camden and the LDA. However, they also believe that whilst there are multiple disadvantaged groups, there is scope for multiple initiatives tailored towards their specific needs. King’s Cross Central could form the focus for the successful integration of these with good co-ordination.

Initial discussions with the Government Office for London have suggested that models for such a co-ordination structure operate well particulary for smaller projects (currently based around Youth Crime initiatives). The applicants will consider these models and their suitability for King’s Cross further with the Local Authorities and other service providers.

5.2.3.1 Local employment with new occupiers

With appropriate employer focussed initiatives there are advantages to be gained from both large employers, who are more able to afford training and other small businesses that are more likely to naturally employ local people. Success can also be linked to small businesses’ ability to take advantage of the supply needs of the larger businesses or clusters of similar business sectors.

Research by the Joseph Rowntree Foundation extols the merits of encouraging greater employer participation in attracting local employment. In promoting initiatives, it advocates employers taking the lead, supported by other employer-led umbrella organisations, such as ‘Business In the Community’.

It highlights five examples of initiatives that have worked in case studies:

- Education-business links
- Training and related opportunities
- Contributions in cash, in-kind or through staff
- Commercial relationships (buying local services)

(Getting employers involved in area regeneration, JRF, 1999)

Long term ownership of the land and the principle of ‘stewardship’ in the applicants’ approach to management mean that they would be well placed to forge close ties with occupiers and encourage them to participate in local employment and training initiatives. The estate management team at King’s Cross could itself employ 350-400 staff when the development is complete and these jobs would provide a range of opportunities for career progression. Combining these roles with public and voluntary sector led training and brokerage initiatives could dramatically increase local take-up and foster long term co-ordination between employers, public agencies and local communities.
that hitherto has struggled to develop in major developments elsewhere in the UK.

The applicants have already discussed the principle of Business Incubator Partnerships with several higher education institutions, both science and art based; with the London Development Agency (LDA); and with other commercial interested parties. The applicants remain keen to explore the possibility of an innovation start up facility, where art, science and cultural based business ideas can be exchanged.

5.2.4 Services

Attracting staff and existing staff shortages are major issue for Camden and Islington Primary Health Trusts in King’s Cross. The applicants are confident that the changes brought about by redevelopment, combined with new facilities would help overcome existing difficulties in attracting staff and providing a sufficient range of modern services throughout the wider area. This effect could be extended further through better co-ordination of local services and design improvements to some existing facilities. Again, CABE advise:

“A King’s Fund document published in 2002 highlighted the example of Newham Hospital in south east London, where levels of staff morale increased by 56% following the redesign of the hospital. When asked if they felt valued, 78% of staff said ‘yes’ after the redesign compared to 22% three years previously.”


King’s Cross Central would include a number of new community services, including childcare, play space, assembly space and health facilities. These would be provided in a new high quality environment accommodating a mix of residential and business users. Putting effort into the design and management of such facilities can, the evidence suggests, improve the working environment for staff and help attract new staff. CABE advises:

“A study carried out in 2000 by PricewaterhouseCoopers for the Department for Education and Skills examined the relationship between capital investment in schools and pupil performance. It found that capital investment in school buildings had the strongest influence on staff morale, pupil motivation and effective learning time. The study highlighted one school where the design of playgrounds and the school hall had enabled a reduction of lunchtime assistants from 8 to 5, with the saved resources switched to direct educational expenditure” (CABE, The Value of Good Design, 2003).
The permeable nature of the development proposals is also central to addressing current aspirations for open space and other public services without the wasteful use of land and management resources in duplicating facilities. New routes between open spaces and services would allow a more strategic approach to planning the functions of these spaces (e.g. balancing sporting needs with other needs of young people or the elderly) and their management. They would encourage the movement of residents across borough boundaries and allow the sharing of local authority and other service providers’ resources, including other community facilities such as health centres, schools, facilities for young people, childcare and meeting places.

Increased permeability also gives public service providers an opportunity to consolidate existing services by encouraging people to make use of facilities that may not currently be a realistic option without new routes to them.

5.3 Safe, well managed and maintained

The applicants believe that it is important that the quality of management and environment proposed for the public realm in King’s Cross Central can be mirrored in adjacent streets and neighbourhoods to avoid polarisation and visual distinction. The streets and pedestrian routes out of the site connect with existing neighbourhoods where residents have suggested that public realm maintenance has been poor - cleanliness and fear of crime were the main issues for most people in recent consultation findings (Argent St George, LCR and Exel Framework Findings, 2003). The applicants would be keen to share their ideas and experience in design and long term management of the public realm with the Local Authorities, to explore ways of optimising the integration between King’s Cross Central and the neighbourhoods that surround it.

5.4 Affordable and market housing

The housing component of the King’s Cross Central proposals is a core element in their contribution to the regeneration of the wider area. Whilst the Central Impact Zone (defined by wards in the socio-economic chapter of the Environmental Statement) includes around 58% of housing in the social rented sector, the close proximity of several large housing estates to the site, dominated by social renting tenures, means that the percentage is likely to be much higher (approximately 70%) immediately adjacent to the boundaries of the site. Kate Barker’s Review of Housing Supply in the UK for HM Treasury (2004) has reported that:

“the [social sector] is increasingly housing more ‘other’ inactives (such as those who are permanently sick, disabled, full-time students or looking after the family or home and thus are not working)…far more of those leaving the sector are in full time or part time work, whereas far more of those entering the sector are either unemployed, retired or economically inactive.” (Barker Review Interim Report – Analysis, HM Treasury 2004).
In King’s Cross this means that public services that are already under-performing against national standards (such as some local schools) or struggling to meet needs (such as childcare or health services), are coming under ever-increasing pressure as more households in greatest need of these services come into social housing in the area to replace those who make less use of them. The trend is unsustainable without changes to the character of local estates and/or substantial increased investment in local services.

Even if this investment was available, it is debatable whether local services could be improved without addressing other structural issues including:

- variances in labour and housing markets that are preventing staff recruitment for middle and low waged employment (many local services, including health centres, have great difficulties in attracting staff or retaining to meet existing levels of demand);
- limited housing and tenure choices that are influencing poor staff retention;
- population transience (particularly amongst the most vulnerable households such as asylum seekers and homeless) that prevent delivery of high quality services (such as consistent education, GP registration, adult learning or childcare support);
- limited incentives to move from inappropriately sized social rented housing, due to limited alternative affordable choices (resulting in large flats occupied by small households and visa versa and limited turnover of social housing stock in general).

At a strategic level, there is agreement between national, London-wide and local government that providing suitable housing choice is considered fundamental to the economic well being of communities:

- The Barker Review “sees being adequately housed as necessary to individual well-being and understands housing’ vital contribution to building sustainable communities that people want to live in. The Review believes that while increasing the supply of private market housing is necessary, there is a further need for subsidised housing for those unable to access market accommodation” (Barker Review Interim Report – Analysis, HM Treasury 2004).
- The Mayor’s London Plan states that “in line with the concept of a sustainable and compact city, future residential development needs to be located so as to maximise the use of scarce land, to conserve energy and to be within easy access of jobs, schools, shops, and public transport. The provision of new
housing should also help support economic growth and offer a range of choices for new households” (GLA, London Plan, 2003).

- The Camden Housing Strategy Update 2002 sees the housing component of King’s Cross Central as an opportunity to address local regeneration needs: “One challenge with a long awaited development such as King’s Cross is how to effectively intermingle the regional new housing opportunity this presents with local needs... all the areas around need this development to be an effective intervention to help bring neighbourhood renewal with improved quality of life and opportunities” (Camden Council, Housing Strategy 2001-2005 Update, 2002).

The general shortage of affordable housing, limited choice and its effect on employment, quality of services and socio-economic conditions is recognised as a major contributor to social exclusion and a barrier to economic growth across London and at the local neighbourhood level. The dominance of public sector employment in the wards that immediately surround the site (including the London Boroughs of Camden and Islington Town Halls and University College Hospital accounting for around 14,500 jobs) makes this problem all the more acute locally.

The Joint Planning and Development Brief emphasises the need for King’s Cross Central to address London-wide and local needs in combination:

“ 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” (Camden and Islington Councils ‘King’s Cross Opportunity Area Planning and Development Brief’ 2003).

The scale of development, its unique location and its potential to make significant impacts across London make King’s Cross Central a dramatic opportunity to demonstrate the economic and social advantages of establishing a wide range of housing choice using an innovative mix of tenures and low cost options alongside new market housing. For this reason the applicants see significant regeneration advantages in a different ratio between social renting ‘intermediate’ and key worker housing in the affordable housing contribution than the 15:35 targeted in Camden Council’s adopted Unitary Development Plan. To put it simply, more intermediate housing and less social rented housing would strike a better balance between competing objectives, particularly at the higher levels of housing provision (beyond the initial 1,000 net identified in Camden Council’s adopted Chapter 13 of the UDP).

### 5.4.1 Intermediate Housing

The London Plan defines ‘intermediate housing’ as:

“sub-market housing which is above target rents, but is substantially below open market levels and is affordable by households on incomes of less than £40,000 (as at 2003/4 to be reviewed annually to reflect changes in income: house-price ratios)... This category can include shared ownership, sub-market rent provision and key worker housing which meets this criterion. It may also include some low-cost market housing where its price is equivalent to other forms of intermediate housing” (GLA, London Plan 2004).

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1Number of employees recorded by the Annual Census of Employment in the Central Impact Zone, as defined in the Environmental Statement
Current housing markets in King’s Cross tend to be bi-polar; a large proportion of low cost social housing, interspersed with pockets of high cost owner occupied and private rented accommodation. For those whose incomes fall outside the very narrow eligibility criteria for social rented housing King’s Cross is not an affordable option for housing. This is a London-wide problem dramatically affecting the delivery of high quality services. Research commissioned by the Keep London Working Group found:

“just under 50% of people leaving their teaching and nursing jobs leave London. Those who leave London cite housing, and housing related issues as the most important reasons for leaving…There is a very close relationship between the ‘state of the economy’, house prices and the difficulties in recruiting and retaining staff…” (Keep London Working Group, Key Points from key worker research studies, August 2003).

The Group report that these issues are faced by a wide range of people in all sectors, including:

- General managers – (Government)
- Protective Services Officers
- Natural scientists
- Teaching professionals
- Librarians etc
- Professional occupations not specified elsewhere
- Scientific technicians
- Health associate professionals
- Legal associate professionals
- Administrative staff in Government
- Security staff occupations
- Other health related occupations
- Other childcare occupations
- Domestic staff
- Social care providers
- Road transport operatives
- Other transport occupations
- Other occupations in the public sector
- Professional, technical occupations not specified elsewhere

* A partnership of London key worker employers, housing and planning authorities, developers and housebuilders, including both Argent and St George
Whilst the applicants recognise the need for social housing to address Camden and Islington Councils’ housing waiting lists they believe that prioritising significant quantities of new social housing would miss an opportunity to address the wider needs of London and/or the immediate neighbourhood. There is a danger that in simply concentrating more social housing in an area already dominated by it, further disadvantage and polarisation could be brought to new and existing communities and further pressure added to services (a danger raised by the Association of London Government in its response to the EIP for the London Plan). The opportunity to maximise local and London-wide regeneration effects may therefore be lost, with the prospect of further negative socio-economic issues being added.

Instead, King’s Cross Central is large enough to act as a catalyst for the creation of an ‘intermediate’ market in its own right. This would facilitate a number of important positive economic and social changes:

• the creation of a local ‘ladder’ of housing choice, offering a mix of affordable tenures, allowing residents in social housing stock to chose to move locally;
• encourage low and middle income workers to move to jobs in Camden and Islington and other Central London locations, helping public services to attract and retain staff;
• help stabilise transience in the local population by providing choice in the housing market, encouraging movement from inappropriate housing stock/tenure (freeing it up for others in need) and resulting in greater consistency in education, health care and other services;
• demonstrate the deliverability and advantages of this form of development, suggesting that the same mix could also be achieved on land outside the boundary of King’s Cross Central.
• introduce a new fluidity that could stimulate the local (and wider) housing market as a whole.

The Barker review points out that “the retention of more affluent households may help prevent further polarisation of the [social sector]” (Barker Review Interim Report – Analysis, HM Treasury 2004). One important ‘side-effect’ is that increased numbers of key worker and middle income residents would also generate greater Council Tax contributions whilst placing fewer demands on local services than social housing residents. This would indirectly help the Local Authorities and their partners fund improvements to services.

In addition, research for the Joseph Rowntree Foundation (Martin & Watkinson, Rebalancing communities by mixing tenures on social housing estates, JRF, 2003) found that initiatives that extended the mix of tenures and incomes on social housing estates have led to higher levels of tenant satisfaction and a better reputation for previously stigmatised neighbourhoods among outsiders. Where a greater proportion of affordable homes in mixed housing developments are in shared ownership the chances of successful open market housing and the prospects for sustainable communities developing have also been improved:

“key workers and shared- ownership people are going to have as much emotional investment in their house as any private buyer” (Director of London Residential Research, quoted in The Times, 9th February 2003).

The applicants believe that a greater proportion of high quality intermediate housing within the affordable housing contribution, above 15% for higher levels of provision, with a range of tenures and financing initiatives on offer, would help maximise social and economic regeneration opportunities locally and across London. It would provide the basis for a local ‘housing ladder’, in which a choice of tenures and prices is available to local residents and underpin the Boroughs’
abilities to improve local services to those most in need. This would encourage longer-term commitment to the area, greater population stability and help foster a stronger sense of stewardship among residents, with potentially dramatic positive impacts on secondary social impacts such as crime, anti-social behaviour and health.

5.5 Well connected by public transport

The Transport Assessment of the King’s Cross Central proposals (Arup, 2004) confirms that a key strength of the site is its potential for integration with the existing public transport network in this part of London, and public transport is at the forefront of the transport strategy identified for the development:

“the transport strategy… comprises a set of core principles relating to integration of the site with its surroundings, making the best possible use of public transport infrastructure and facilities, constraints on commuter and customer parking and a comprehensive Travel Plan for the site.” (Arup, King’s Cross Central Transport Assessment, 2004)

Furthermore, it concludes that:

• King’s Cross Rail Lands is unique in terms of its development size and excellent accessibility and its focus on public transport as the major means of access;
• the development of King’s Cross Central accords with policy at national, regional and local levels, including the aim of creating mixed use, high density development at public transport nodes;

Existing Bus network-King’s Cross Area

- the proposals are designed to encourage the use of the excellent public transport accessibility and promote modes other than the private car;
- the development would provide the scope to create a new central London cluster and would significantly reduce the need for interchange onto congested services;
- the additional trip demands generated by the development can be satisfactorily catered for within the available capacity allowing for committed improvements to public transport facilities; and
- the majority of trips associated with the development would use public transport, walk or cycle. Of these, most would be either by mainline rail or underground.
5.6 Places where people are proud to live.

The applicant’s consultation exercise revealed that one of the most important issues was that King’s Cross Central:

“change[s] people’s outlook and create a sense of worth” (Framework Findings, Argent St George, LCR and Exel, June 2003)

The commitment to innovation and good design and the mix of uses in King’s Cross Central reflects the applicants’ aspirations for the development to inspire its occupiers, visitors and neighbours. Elsewhere, it has not always possible to manage the occupier mix, blend of uses and quality and vitality of the environment, to ensure an inspirational character is achieved and maintained in the long term.

Besides opportunities directly generated, the success of King’s Cross Central would provide a focus for a wide range of other social and economic initiatives aimed at tackling local deprivation and disadvantage. It would:

- offer focus for educational and training programmes;
- highlight the range of employment sectors and occupational positions available to people; and
- demonstrate the merits of different housing tenures and encourage greater take-up of services.

Whilst people benefiting from these effects would not necessarily, live, work or use services in King’s Cross Central, the impact would enhance aspirations, encouraging them to better compete for work elsewhere, take more advantage of services on offer, and strive for better or different housing conditions.

The increased aspirations and self-believe that this effect inspires ultimately allows Local Authorities and other service providers to make more efficient use of funds, focusing them on the needs of communities that achieve positive change, rather than reacting to demands that might exacerbate, rather than solve, continuing disadvantage.
5.6.1 **Strengthening Community Capacity**

The applicants recognise that community ‘ownership’ of the place and recognition of its benefits to the wider area is part of maintaining high standards of urban realm quality. They propose to work with the Local Authority, Police and other partners to consider how the local communities can continue to be involved in decisions about the integration of King’s Cross Central into the wider area. Examples elsewhere include:

- **Westminster City Council** operates a grants scheme for local Paddington organisations called the Paddington Social and Community Fund. Grants can be awarded for projects which mitigate the effects of the development and/or enhance its benefits (Source: PWP website).

- On the **Pembury Estate in LB Hackney**, the Peabody Trust has sought to strengthen community cohesion by introducing a community lettings policy. This encourages families to remain in the area for many years, by offering offspring the opportunity to move to their own self-contained apartments on the same estate as their parents (Peabody Trust website). It is aimed at increasing a sense of ownership and encouraging resident ‘investment’ in the management of the local environment.

- The **Royal Docks Trust** was established with a £2.5m endowment from the London Docklands Development Corporation to ensure that local communities formed an integral part of the management of a large swath of development land around the Royal Docks in East London. Through shrewd investment of its endowment and an annual grants fund of £200,000, the Trust has been able to monitor and manage public realm (Windsor Park Estate, Becton), community facilities, training and enterprise facilities and services and even provided housing for ‘needy or handicapped people’.

With no single community representative organisation in King’s Cross it is unlikely that one mechanism would suit all. Therefore the applicants would be keen to explore co-ordination mechanisms with the Local Authorities. These might take a similar form to that proposed for employment and training, whereby multiple community ‘interest’ groups are linked through a single umbrella body, supported by both the developers and public sector agencies.
UK evidence suggests that the physical changes embodied in the King's Cross Central proposals would trigger dramatic new levels of development activity across north London. These changes would bring new employment opportunities, new housing and choice of tenures, and a host of cultural, leisure and social benefits to multiple deprived populations. They would redefine King's Cross and its role in the London economy and have London-wide, national and potentially international impact and recognition. Their track records demonstrate that LCR, Exel, Argent Group and St George PLC form the best combination for delivery.

The proposals also offer a ‘once in a century’ opportunity to achieve the step change in social and economic conditions needed to close the gap between local communities needs and the rest of the UK. With the right levels of support and commitment from local authorities and their local, London-wide and national partners, the proposals have the potential to exemplify the principles of the Sustainable Communities Plan and Neighbourhood Renewal Strategy.

The applicants are experienced and committed to facilitating the achievement of these aims. They would encourage the GLA, LDA, Local Authorities, supporting agencies, other landowners, residents and business communities to prioritise and support change at King's Cross in working towards these shared objectives.

### 6.1 Priority Themes

The applicants recognise that the approach to successful partnership should be determined jointly, with the involvement of all interests. A first step would be to define the most appropriate roles for each partner. To help future discussions and partnership formation, the applicants have set out a ‘strategy’ below that identifies the priority issues where it would be able to take a lead, and make a major contribution. Partner support and assistance in tackling these issues would be vital if added value is to be achieved:

- Stewardship
- Local Employment
- Community Safety
- Diversity and Culture
- Childcare and Education

#### 6.1.1 Stewardship

The ‘stewardship’ principle would pervade across every phase of King’s Cross Central, including:

- mitigating construction impacts (for example through the Code of Construction Practice);
- retaining flexibility and scope for business space suited to different business sector needs (to meet demand from large and small businesses);
- encouraging innovative approaches to increasing local employment and procurement of local services;
- taking a ‘measured risk’ on some fledgling businesses and occupiers that would contribute positively to King’s Cross Central, for example by making available imaginative, non-standard forms of occupation agreement (such as licences with turnover-based rents);
- managing the public realm, quality of buildings and ‘policing’ the environment in an appropriate manner;
- facilitating sustainable, long term, viable, community uses such as healthcare, education facilities, communal meeting places and leisure spaces;
ensuring that communication and power infrastructure maximises opportunities for business growth and the development of community information/education systems.

In addition, the applicants would be keen to share ideas with partners on the spread of management principles beyond the site boundary. These include the sharing of experiences and information on the delivery of local services, community safety and cleansing in their other developments in the UK.

6.1.2 Local Employment
The applicants would assist in promoting local employment in King’s Cross Central. In particular they would wish to explore the potential for a North London or Pan-London co-ordination of local employment initiatives focussed on the diversity of opportunity at King’s Cross. This would include:

- support for construction training projects and continuing the principles behind the King’s Cross Construction Training Centre.
- support for the principles of job brokerage initiatives (and the principles behind ‘Tracks Towards Employment’).
- exploring methods of co-ordinating the multitude of existing employment and training activities.
- early support for employment brokerage and skills training initiatives that match identified employers’ needs with skills shortages or residents’ aspirations.
- exploring the potential for pan-London links with training, higher education and employers;
- encourage occupiers to engage with local employment initiatives in the most appropriate manner to them;
- employer-led Local Employment Strategy; and
- taking a lead in the recruitment of the estate management team, which could employ 350-400 staff upon completion of the final development.

6.1.3 Community Safety
The applicants are keen to explore the best way of improving community safety and management of the environment, jointly with the Metropolitan Police and the Local Authorities, to ensure King’s Cross Central and adjacent areas provide a safe and welcoming environment, including:

- consulting with Police design teams to design out opportunities for crime from new buildings and public realm in detailed design stages;
- considering the best location and licence controls for evening uses in consultation with the Police and licensing authorities;
- promoting active management of the public realm, including consideration of CCTV and ‘warden’ patrols at all times of day and night.
The applicants are keen to support efforts to help improve community safety in the residential and commercial areas around the site, and would welcome early discussions with the Police and Local Authorities about their strategy for achieving this, building upon the success of King’s Cross Central.

6.1.4 Diversity and Culture
The applicants believe that diversity is important to the commercial success of King’s Cross Central and its integration with neighbourhoods around it. By promoting a mix of occupiers and uses, including some independent businesses and retailing, the development would encourage the sustainable growth and stability of new local companies. Culture and creativity form an essential component of successful sustainable development schemes and King’s Cross Central and would complement Camden and Islington’s Cultural and Creative Hub ambitions. In particular, the applicants would:

- welcome a range of business sectors and retail occupiers to reflect the cultural and creative diversity of King’s Cross;
- seek to attract higher education facilities and encourage linkages between businesses and local further education/training services;
- make occupiers aware of options to use local suppliers;
- manage a programme of arts and events that take advantage of the public realm and communal spaces created;
- promote the use of art and excellence in design in new buildings, public realm and the restoration of historic buildings; and
- seek to attract sustainable (viable), long term, iconic cultural uses (such as performance or museum facilities).

6.1.5 Childcare and Education
Improved childcare and education are objectives that lie at the heart of the Government’s Neighbourhood Renewal Agenda (along with Crime and Community Safety). The introduction of new residents and a new child population would require additional provision of services. However, determining what provision is required and appropriate (and where) is a more complex matter, one that requires integrated thinking and delivery.

Camden Council are currently reviewing the approach to both issues across the Borough. The applicants would welcome the opportunity to contribute to this review. It is important that any education provision made within King’s Cross Central is considered within the wider context of improving services across King’s Cross as a whole. This may require the concentration of the applicants’ resources on facilities that they are better placed to meet. Initially this means:

- seeking to attract childcare provision for the resident population up to the age of eight years;
- encouraging occupiers to provide childcare and crèche facilities in commercial buildings;
• supporting primary and secondary school education initiatives aimed at increasing local capacity and performance;
• encouraging employers and job brokerage to provide childcare to employees in King’s Cross Central;
• working with the education authorities to assess the need for new facilities for young people;
• encouraging occupiers to develop relationships with local schools and education initiatives;
• exploring the scope of special education initiatives as methods of raising local educational achievement.
• working with the Education Authorities to enhance performance, foster links between business and education and encourage greater interaction between communities and schools serving them.

This approach would aim to ensure King’s Cross becomes a Centre of Excellence for every stage of child development.

6.1.6 Early Support

The timing of interventions is critical to successful regeneration. To date, King’s Cross communities have witnessed a number of regeneration initiatives, often led by timing constraints imposed by funding sources rather than needs or opportunities. Nevertheless the Local Authorities and local partnerships have achieved considerable success in improving education performance, increased community safety and reduced crime levels, better health services and more training and job brokerage services.

Many of the projects currently planned or in progress will be complete by the time construction work begins on King’s Cross Central and, without making inappropriate early commitments, it would be difficult for the applicants to influence the direction of these initiatives. Yet it is important that the momentum gained should not be lost in the intervening period.

Therefore the applicants would encourage and support key initiatives early in the development process, where the limited resources available would deliver and ‘lever in’ significant benefits. In the first instance, this may mean supporting employment initiatives that prepare local people for jobs known to be needed on site. It may also mean helping the Education Authorities on childcare and education strategies, involvement in local schools, the Police on design and community safety and the Local Authorities and local communities on area management initiatives. Importantly, this would also mean lending support to bids for further funding and special programmes.
6.2 **Conclusion**

The applicants' track record and commitment to regeneration in the King’s Cross Central proposals can provide local communities, every tier of government and other potential partners with the confidence that development begun in 2007 would be seen through to completion. Its success would be built on partnership, openness and trust between the applicants, local authorities and local communities.

The King’s Cross Central proposals are in line with national, London and local aspirations for achieving and optimising regeneration. The integration of new development with existing neighbourhoods could act as an exemplar in achieving social and economic benefit from physical development. There would be new opportunities throughout the construction programme and beyond.

To achieve this, the development must be allowed to evolve to reflect changing market conditions and social and economic needs. It should not be constrained by over restrictive conditions on phasing, timing, land use mix or location, or inappropriate contributions. At the same time, the applicants would work together in partnership with the local authorities and their partners over the next twenty years and beyond, to ensure King’s Cross reacts positively to changing social and economic contexts and achieves a step change in local conditions and perceptions.

The development proposals are capable of making a major contribution to London’s role as a World City and making King’s Cross a high quality, vibrant and economically successful urban quarter. It could also be a place where local people are proud to live, public services are second to none and demand to move in is higher than demand to move out.
USEFUL LINKS & REFERENCES

34. “Brindleyplace and the Regeneration of Birmingham’s Convention Quarter” University of Birmingham, 2002


36. Birmingham Post - icbirmingham.icnetwork.co.uk

37. Regeneration & Renewal - www.regenerationmagazine.com


39. Building London Partnership - www.buildinglondon.co.uk


42. “Rebalancing Communities by mixing tenures on social housing estates”, Martin and Watkinson, JRF, 2003 - www.jrf.org.uk
Camden’s Consultation with the Community – Camden Council website
2003

“Top 20 issues raised:

1. Safe, affordable leisure facilities catering for the needs of people of all ages, particularly the youth. For example go-karting, skate-boarding, a dance school, 10 pin bowling, a snooker club, arcade games and a theme park for all ages - primarily children.

2. Sports facilities for both adults and children (a swimming pool, more football pitches, more gyms and a badminton centre). Importance was placed on the provision of separate sports facilities for men and women.

3. Safe parks, open spaces and children’s play areas.

4. A local multi use job training/community centre catering for various ethnic groups.

5. Safe/clean streets and routes through area - CCTV, Police Station, well maintained lighting.

6. Health Centre - Surgery /Pharmacy /Hospital/Dentist (with English, Chinese and Bengali staff).


8. A cinema/theatre

9. Affordable and accessible housing for families & key-workers as well as housing for the elderly & homeless (4-5 floors).

10. An ice rink.

11. Double glazing on houses/flats to block out the noise of the King’s Cross re-development works.

12. Facilities for the elderly.

13. More schools / education facilities

14. Improved public and private transport links/bus interchange/shuttle buses connecting the site both north-south and east/west (Euston-Islington).

15. More pet shops/vets.

16. Safe pedestrian and cycle routes through site

17. A local mosque

18. More employment for local people.

19. A new train station on York Way or Maiden Lane.

20. A cultural community centre focussed on the canal.”
**Extract from Paddington First Website**

Paddington First is a recruitment agency for all new jobs in the Paddington area but with a specialist focus on the needs of the construction industry. Paddington First follows the success of similar agencies at Cardiff Bay, Bluewater and Pfizer, which have resulted in matching thousands of construction workers with jobs with construction employers.

**Workplace Coordinator (Construction)**

Rebecca Lovelace is the Paddington First Workplace Coordinator with a specific focus on construction. Employed by Bovis Lend Lease her remit is to place skilled construction workers with local contractors and to assist jobseekers in finding construction work. Contact Rebecca directly on 020 7853 4512 or email rlovelace@paddingtonfirst.co.uk.

**The Paddington Principal Contractors Group (PPCG)**

PPCG provides a forum where an agreed and unified approach to matters such as training and recruitment across Paddington Waterside can be discussed and developed. The Forum enables the combined expertise and influence of the principal contractors to be used to address issues that face the construction industry nationally and provide an answer locally.

**Paddington Sub-Contractors’ Forum**

The Paddington Sub-Contractors’ Forum was formed to allow sub-contractors to become more directly involved in the construction training and employment initiatives for Paddington. The Forum is open to all sub-contractors.

**Expert job matching**

The dedicated Paddington First construction recruitment team has access to a database containing 1000s of skilled construction workers from all disciplines. When a vacancy is identified contractors simply notify their Paddington First account manager of the details and candidates are sent for interview. Arrangements can be made for an interview room to be provided if required.

**Training for new entrants**

In addition to offering access to a database of skilled construction workers, Paddington First works with local colleges and training providers.

**Ideas invited**

Construction contractors can suggest ideas for training programmes where skills shortages exist.

**College training**

People training in college need to work on site to achieve their National Vocational Qualifications (NVQ). It is also essential that a skill learned in college is applied to real work for a person to develop productivity.

**Work experience**

Offers from contractors who will provide work experience for trainees can be made to the Paddington First team who will co-ordinate arrangements.
The Building London Creating Futures partnership was established in 2001 in response to the shortage of skilled labour in the central London construction industry and the difficulties experienced by many local people, particularly ethnic minorities and other disadvantaged groups, in finding and sustaining employment.

There are a growing number of regeneration and development sites springing up in central London, often in areas of high deprivation and unemployment. It was recognised that these could provide a valuable opportunity to fill the workforce gaps with suitably skilled local people. An initiative of this nature could also be used to facilitate access to training as well as promoting sustainable employment.

The partnership has been led and developed from the outset by the London Borough of Southwark, with a wide-ranging body of members drawn from the public, private and voluntary sectors.

The initial seed funding, which came from the Skills Development Fund (SDF) through the London Development Agency, was to cover a pilot from August 2001-March 2002, prior to the project being rolled out across central London. This pilot was used to create a lasting, demonstrable and transferable model of co-operation and co-ordination between local labour and regeneration initiatives, as well as responding effectively to the needs of employees and employers.

The pilot centred on two workplace co-ordinators, one employed by MACE Ltd and based at its More London site at London Bridge, the second employed by Bovis Lend Lease based at its Paddington development. [It has now been extended and includes Workplace co-ordinators at St George’s Wharf scheme and LCR/Rail Link Engineering at King’s Cross].

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King’s Cross Central
Regeneration Strategy
Argent St George, London and Continental Railways and Exel

ARUP
For Argent St George, LCR and Exel
April 2004