

Euston Area Plan

Future Governance options and implementation role

Draft for Board discussion

1. Introduction

The joint production of the Euston Area Plan by Camden Council, the Greater London Authority (GLA) and Transport for London (TfL) is currently being governed by the Strategic Board. The Management Board reports to the Strategic Board. The membership of these boards consists of representatives from Camden Council, the GLA and TfL, with both Boards chaired by Camden Council.

As the EAP progresses through the planning process towards adoption, it is timely to consider the role of the Strategic Board and whether and how it should evolve to have an increased emphasis on how the EAP proposals can be implemented.

It is critical that the partners are able to influence the nature of the above station development. And that the Council in particular retains its control as the local planning authority in relation to the Over Site Development (OSD).

This report provides an analysis of options for the governance of the implementation phase of the project and takes into account the Government's response to the HS2 Growth Task Force (24th July) and implications for the Boards. It also suggests an opportunity for community representation on the Strategic Board.

It should be noted that this paper has been produced to consider potential implementation options related to key HS2 project milestones, but that these tasks/actions would also be applicable to any scheme brought forward in place of the HS2 Hybrid Bill scheme (existing or level deck), such as a scheme on the existing station footprint with HS2 or without HS2 going ahead. Camden Council is petitioning the HS2 Hybrid Bill as it believes the impacts on local communities and environment are unacceptable and if the scheme proceeds the Council wants to secure acceptable mitigation for the project impacts in Camden.

2. Existing roles

The joint board structures at Management and Strategic Board level have so far focused on guiding the production of the EAP and, where necessary, produced lobbying materials. This lobbying material focused on station design and over site development and was submitted to the Secretary of State, to try to ensure that the

EAP objectives and principles were considered in the station design process, and to lobby for a comprehensive station redevelopment.

3. Governance Options & pros and cons

Option 1: Strategic Board

The Euston Area Plan Strategic and Management Boards could continue to be utilised to guide the examination/adoption process for the EAP and also input into the HS2 station design process (or alternatives if HS2 does not progress) and development brief production throughout 2015. So far this joint governance approach has been extremely effective in progressing the EAP as a visionary document and influencing station design/OSD decision making.

There are good examples where a project board structure has been maintained (slightly altered where necessary) throughout the implementation phase of Opportunity Area Planning Frameworks (OAPF). The Vauxhall Nine Elms OAPF is currently being implemented and the process provided strategic direction through a Strategic Board structure. The process is working well, and allows local authorities to work alongside the GLA and development partners to oversee the OAPF's implementation.

In order to reflect the transition towards implementation of the plan, an option would be to retain the Strategic Board, and amend the membership to include: community representation, Network Rail, DfT and TfL as formal Board members (see figure 1 on page 9). At Management Board level the membership could be altered to formally include HS2 and Network Rail as Board members if the Board approach is progressed.

Board Structure – pros and cons

Pros	Cons
<ul style="list-style-type: none"> • Local authority retains planning powers • Quick to set up as EAP Boards already in place • Inexpensive to set up and maintain • Allows separation between the 	<ul style="list-style-type: none"> • The Boards do not have any formal decision making powers • Less certainty of process outcomes for development partners • Board structure may require refinement once a development

planning decision process and the implementation/application process

partner is secured to remain effective

- Capable of providing inputs/guidance where appropriate to a planning brief/design development process
- More opportunities to engage locally

Option 2: Mayoral Development Corporation

There are circumstances where a Mayoral Development Corporations have been introduced to implement the objectives of Opportunity Area Planning Frameworks in London. The principle reasons for their formation is to provide a clear objective decision making body where there are multiple land interests and local planning authorities, often in areas which also require significant investment to kick start projects. A Mayoral Development Corporation (MDC) can provide significant resources and additional certainty to help overcome these issues. Areas where the MDC approach has been taken include the Olympic Legacy lands and Old Oak Common, both of which had significant regeneration barriers and multiple ownerships and planning authorities.

A MDC is not considered necessary for Euston, as the land for station development and replacement housing will eventually be public sector landowners (HS2/Network Rail are likely to CPO the majority of land), and there is a single local authority. Euston is also a central London location, and with high land values and investment/developer interest therefore there is less need for a MDC to lever in investment.

MDC Structure – pros and cons

Pros	Cons
<ul style="list-style-type: none"> • Collaborative decision making process with all parties (land owners, public authorities and the Mayor) • Provides developer certainty and clarity over decision making process and therefore can help to attract investment 	<ul style="list-style-type: none"> • The set up process is lengthy and requires significant resources to set up legislative structure – the process may mean it is not in place in time to meet the HS2 Bill/procurement processes • Local authority loses planning powers to MDC and ultimately to

- Potential to secure a significant amount of dedicated resources and funding
 - Formal structure capable of being in place for all of the delivery and implementation phases
- the strategic authority (the Mayor in this case)
- Organisation is outside of local democratic processes and potentially there would be less opportunity for local community involvement
 - More appropriate where there are multiple landowners and planning authorities involved
 - More appropriate where there is likely to be difficulty securing investment

Option 3: End the Board

This would mean that there would be a vacuum of governance around implementation which others may seek to fill. This is a particular risk in light of the HS2 Growth Task Force recommendation to create a local delivery body - see section 4 below, and also in terms of the implementation tasks shown in section 5.

4. Role as local delivery body for economic growth

The Government responded to the HS2 Growth Force report recommendations on 24th July 2014 and noted the need to set up local delivery bodies to drive forward economic growth locally alongside a central delivery body. It is considered that either of the above mechanisms could fulfil a local delivery body role for the Euston area. The key role of the board would be to provide strategic direction and oversee economic initiatives and projects arising from the HS2 project and over site development.

5. HS2 timeline and potential EAP implementation tasks

This section briefly summarises the HS2 project milestones and related potential EAP implementation tasks following the conclusion of the examination and adoption process for the EAP itself during the remainder of 2014/early 2015, governed by the EAP Strategic Board.

Period	Milestones	EAP/Local Delivery Implementation impacts	Consultation
Autumn 2014 – Early 2015	<p>Potential HS2 Additional Provision to Hybrid Bill & revised Environmental Statement (ES) consultation (December 2014) if SoS decides to progress with level deck design</p> <p>Confirmation of overall approach to station design</p>	<p>Review changes to HS2 Bill/ES</p> <p>Once station design approach is confirmed it is essential for LBC, GLA and TfL to work to influence and guide the detailed design process of the station (where it relates to external appearance) and related over site development (OSD). A joint planning brief based around detailed masterplanning could be produced in 2015 with technical input from HS2/Network Rail to set out more detailed aspirations for development to meet the principles of the EAP.</p>	<p>HS2 to consult on ES and Hybrid Bill changes as required</p> <p>If a Planning Brief is produced community consultation will be required, a consultation strategy for this will need to be developed.</p>
2015	<p>Procurement process for a Developer Partner for OSD throughout 2015 – Network Rail/HS2/DfT will progress through OJEU process</p> <p>HS2/NR station design development</p>	<p>The EAP principles and potentially a more detailed planning brief should be used to inform this procurement process as much as possible. The EAP Strategic Board to ensure these along with wider community objectives and consultation requirements are considered in the process as far as possible given the nature of the procurement process which will be governed by NR/HS2/DfT.</p> <p>Ensuring station design takes into account EAP objectives, emerging planning brief requirements (if progressed) and</p>	<p>Procurement process to be taken forward separately by NR/HS2/DfT</p> <p>Development partner to demonstrate ability/commitment to consult with community and</p>

Period	Milestones	EAP/Local Delivery Implementation impacts	Consultation
		wider community aspirations will be important, and the EAP Boards and officers should liaise with HS2/NR to help shape emerging proposals.	meet EAP objectives
2016	HS2 Hybrid Bill Royal Assent (if approved) Detailed station design work OSD scheme development	Ensuring station design and emerging OSD design takes into account EAP objectives, emerging planning brief requirements (if progressed) and wider community aspirations will be important, and the EAP Boards and officers should liaise with HS2/NR to help shape emerging proposals.	Community involvement in OSD scheme development where possible.
2017	OSD pre application/application process Design of works authorised by HS2 Bill	EAP and Planning Brief to guide design process. EAP Boards to take an active role in shaping proposals as they progress and in ensuring appropriate levels of community engagement.	Community involvement potentially through a steering group and through regular consultation with the wider community at key design milestones as part of planning pre-application and application process.
2018	OSD reserved matters planning applications Design of works authorised by HS2 Bill		
2019	Delivery	EAP Boards to take an active role in promoting economic growth and ensuring projects such as S106 and CIL related projects (i.e. employment, infrastructure and social projects) are delivered.	

6. Consultation and planning powers

In governing any implementation actions/tasks it will be important for the governing body to consider mechanisms to involve the local community. Section 5 discusses the potential to produce a planning brief to help to shape emerging over site development aspirations for above and around the station and also the need for planning applications for both over site development (an outline application followed by reserved matters applications) and detailed station design elements (reserved matters applications as the HS2 Hybrid Bill will give outline planning permission), such as the external appearance of the station.

Camden Council will retain their planning powers for the determination of any OSD applications and external elements of the HS2 station design. Therefore the Strategic Board's role is to shape proposals to meet EAP and wider emerging strategic objectives as they progress. The Board will not formally determine planning applications as these will be determined through the Council's usual statutory planning decision making procedures. Pre-applications and applications will therefore need to be subject to Camden's usual community consultation procedures.

In King's Cross a community led steering group has been involved throughout the application and implementation phases of the Kings Cross masterplan process, and it is suggested that a similar group could be set up for the planning brief (if agreed to be progressed) and application process and funded for Euston.

7. Recommendations

- a. It is recommended that the EAP Board structure is retained and refined (see figure 1 below) for the development of the planning design brief for the station and OSD and the process of station design to guide more detailed HS2/NR design work. The Terms of Reference (ToR) for both the EAP Strategic Board and Management Board should be amended to reflect this new governance structure and implementation role as appropriate. The ToR should also be amended to include specific reference to its role as the local delivery body for economic growth, to meet the HS2 Growth Task Force recommendations. Following on from this it may be necessary to amend the membership to reflect landowner/developer interest changes. It would be expected that the EAP boards' role would be focused on issues related to town planning and regeneration matters.
- b. It is also recommended that a Community Steering group is set up, to allow the community to review key outputs from the Board, and get involved in the

Planning Brief and OSD pre-application/application process. A representative of a community group/newly set up Euston Community Steering Group should be afforded membership to the EAP Strategic Board.

- c. A more detailed Planning Brief for the station and OSD should be developed during 2015 informed by transport, economic, open space and housing workstreams as appropriate and community feedback. A consultation strategy should be developed to set out appropriate methods of engaging with the local community during the Brief's development.
- d. Finally it is also recommended that the EAP Board over the coming year discuss and agree the resources required to implement the tasks outlined in this paper. In the first instance, the Planning Brief, if progressed will require additional officer resourcing as the EAP funding ends in December 2014. Camden Council's usual approach would be to source funding for the production of planning briefs from the landowner.

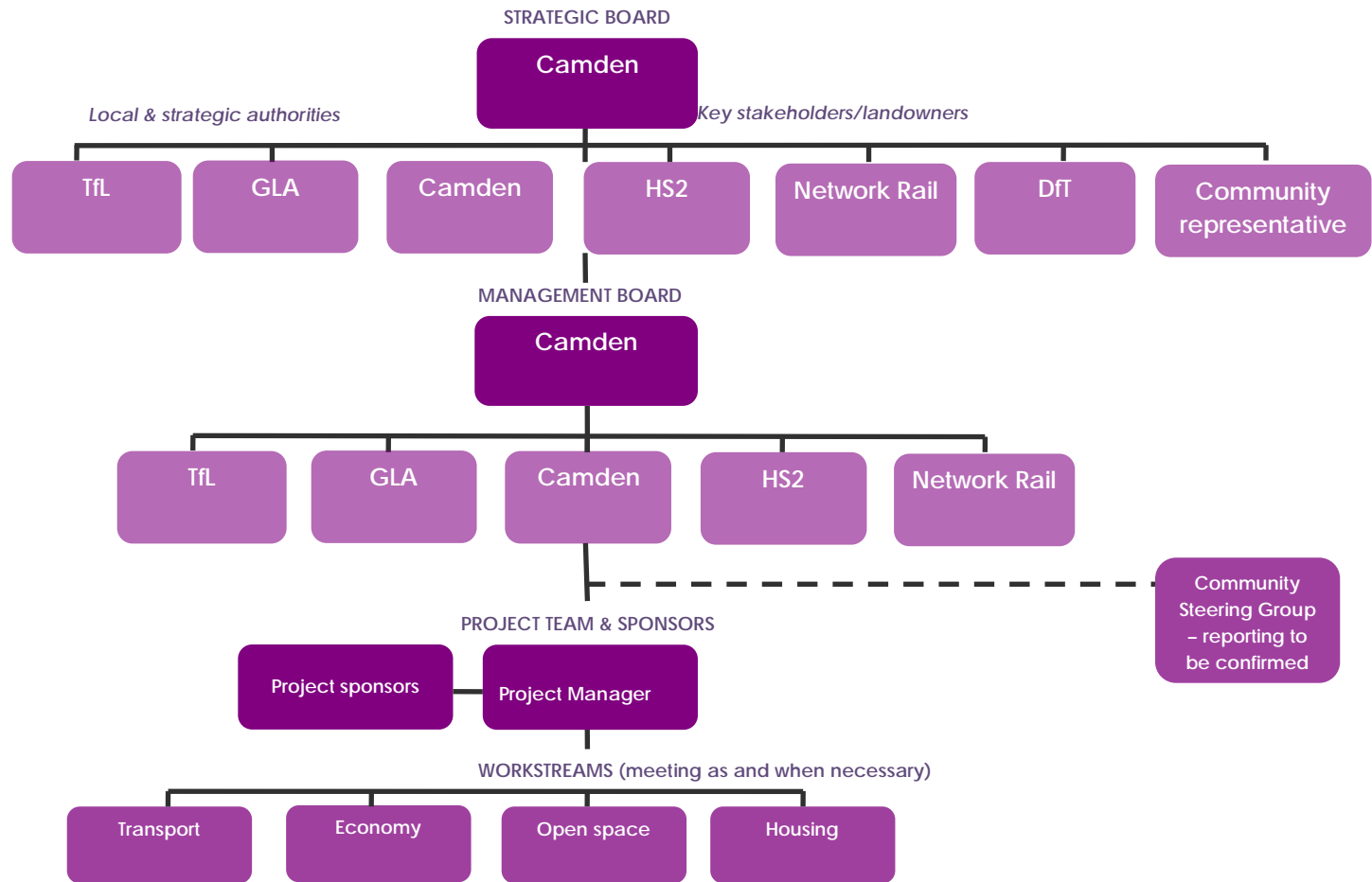


Figure 1: Suggested EAP revised Governance structure for implementation phase