

The London Borough of Camden

Submission to the HS2 Growth Task Force

January 2014

Introduction

This report is the London Borough of Camden's response to the High Speed Two (HS2) Growth Taskforce report 'The Challenge'. The report follows a meeting between Councillor Hayward, the Leader of London Borough of Camden, and Lord Deighton, the Chair of the HS2 Growth Taskforce, in November 2013 and Councillor Hayward's attendance at the Taskforce Roadshow on 13 December 2013.

The London Borough of Camden (the Council) remains opposed to High Speed 2 (HS2) as currently proposed because of the devastating impact the scheme will have on Camden's communities. HS2 will force the demolition of hundreds of homes, will cause significant disruption to local businesses and a loss of local jobs, and will have negative impacts on important local services and community facilities. We are doing all we can to ensure that the concerns of our local communities are heard at the highest level in HS2 Ltd and government. However, if the scheme goes ahead, the Council is committed to getting the best deal for Camden's communities to minimise the adverse effects of HS2 on Camden.

The report is split into two sections:

- **Part 1: Overview of submission to the HS2 Growth Taskforce**
- **Part 2: Response to specific questions set by the Taskforce**

The Council requests that the Taskforce listen to the key arguments we make in this report and ensure our key asks and our practices from enabling growth for many years are fully embedded into the Taskforce's recommendations to HS2 Ltd and government on how HS2 can support growth. The Taskforce can help to raise HS2 Ltd's and government's ambitions for Euston station, to transform it from the unsatisfactory position it is today to be a truly outstanding project as Lord Deighton says in the foreword to 'The Challenge' report. HS2 Ltd and government must challenge boundaries and deliver an infrastructure project at Euston fit for the 21st Century and beyond that surpasses its predecessors in enabling growth that genuinely unlocks regeneration to make real positive differences to Camden's communities.

Part 1: Overview of submission to the HS2 Growth Task Force

This section outlines Camden Council's key asks of the Taskforce.

Raise ambition for Euston

A key objective of the HS2 Growth Taskforce must be to raise HS2 Ltd and government's ambition for Euston station. HS2 Ltd's current proposal for Euston station ('Option 8'¹) amounts to a false economy; failing to address Camden's ambitions for the area and threatening to deliver an ugly scheme with limited scope for regeneration and place-shaping. Option 8 fails to seize the enormous strategic opportunity at Euston to deliver significant economic and regeneration benefits for the local area and the UK as a whole.

The Council, Greater London Authority (GLA) and Transport for London (TFL) are developing a long-term vision for Euston in the Euston Area Plan (EAP). Independent research undertaken to develop the evidence base for the plan shows there is a significant opportunity for Euston to become a new landmark economic knowledge hub², combining commercial, office and knowledge sector uses that build on the existing strengths of the area.

We know that Euston is in need of regeneration. Its communities rank amongst the top 10% most deprived nationally³. The communities in this area face the same or worse challenges as other communities on the HS2 route that HS2 Ltd and government are focusing on.

The EAP – and other work – has shown that Option 8 fails to create the conditions for growth and address the regeneration, social and economic needs of the area. For example, the original 'HS2 baseline' scheme for Euston⁴ offers a much more comprehensive redevelopment capable of enabling significant regeneration and growth opportunities. The latest estimate is that the baseline scheme with development above the sunken tracks could generate an additional 13,500 jobs and £950 million per annum of Gross Value Added (GVA) at Euston once complete. This compares to an estimated 7,000 jobs and £270 million per annum of GVA from Option 8⁵. Other proposals for Euston, such as the community-led Double Deck Down scheme remain largely unexamined by HS2 Ltd. We would urge the Taskforce to push for a full appraisal of all the station options with regeneration and growth in mind, rather than HS2's aim of building the cheapest station as quickly as possible. This approach doesn't serve Camden or the stated aims of encouraging growth.

The Option 8 scheme fails to adequately meet the key aspirations of the local community and partners at Euston⁶. The baseline scheme outperforms Option 8 against all of key

¹ Option 8 retains the existing station and tracks with an extension to the west to accommodate the new HS2 station and tracks.

² Economic Land Use Vision: Euston Area Plan, London Borough of Camden, GVA/Aecom, June 2013.

³ Draft Euston Area Plan: Living Draft Background Report, July 2013.

⁴ This included a brand new station with sunken rail tracks to allow for new streets and development of homes, offices and dramatically improved public realm and connectivity above.

⁵ Based on latest draft EAP research, December 2013

⁶ Report for the Department of Transport: Euston Area Plan and HS2 Scheme Compatibility

objectives of the EAP, including enabling more housing, more jobs, and a better environment that could create a new permeable piece of city. Under Option 8, communities at Euston will experience all of the harm of HS2 and yet not gain any of the benefits.

Getting it right at Euston is critical to the overall success of HS2. Camden generates around £20bn of Gross Value Added (GVA) annually, a higher GVA than all other cities on the HS2 route except Manchester. Camden's economic output is comparable to Birmingham's yet we have one-fifth of the population. Without a comprehensive well designed scheme, developed in close consultation with the local community, HS2 will fail to be an outstanding project and will have failed to stimulate local growth and unlock regeneration opportunities. The EAP project board (including the Council, the GLA and TFL) have expressed their serious concerns about the current plans for Euston with the Secretary of State for Transport and have provided strong evidence of why a more comprehensive redevelopment scheme at Euston is essential⁷. HS2 needs to deliver a fully integrated scheme for Euston whose principles ensure incorporation of a new station for both HS2 and classic train services with above station development that reflects the needs of local communities and maximises growth prospects.

Blight must be addressed if growth is to be enabled

HS2 will not enable growth if blight and the adverse effects of the scheme in Camden are not addressed. HS2 Ltd needs to commit to a comprehensive blight mitigation strategy in Camden to prevent the extensive adverse effects on Camden's communities and ensure re-provision as part of any HS2 enabled growth proposals.

We believe that 80% of the impacts of HS2 along the entire route are just in Camden. The severity of the impacts has serious implications for our communities and their ability to function and grow. HS2 will have £1.1 billion of estimated 'bricks and mortar' costs and significant economic detriment in Camden⁸ if unchecked. This includes:

- 223 homes demolished (including 136 units of social housing) with at least a further 250 at risk
- 65 businesses demolished a further 235 safeguarded
- Severe impacts on schools and education, including the forced relocation of Maria Fidelis School
- The loss of 25,000 sqm of open space and impacts on community facilities
- Major transport and access disruption for 10 years or more during construction.
- £4.98 billion: Gross Value Added (GVA) generated per annum in the areas affected by HS2 including major centres of Euston and Camden Town⁶.
- At least 3,270 jobs at risk⁹.
- Delays to investment including in major regeneration projects.

⁷ Letter to Rt. Hon Patrick McLoughlin (Secretary of State) from Cllr Sarah Hayward (Leader of Camden Council) and Sir Edward Lister (Deputy Mayor of London), 22nd March 2013.

⁸ Costs to Camden Study, LSH July 2013.

⁹ HS2 Environmental Statement: Euston, Camden Town and HS1 Link and Primrose Hill to Kilburn CFA Reports.

As well as causing huge harm in the short-medium term, the blight will reduce and delay the significant growth potential in Camden and along the rest of the HS2 route. We strongly disagree with the Taskforce's premise that growth can somehow be accelerated to compensate for the blight that communities in Camden will suffer. If the blight is not addressed, it will lead to the break-up of communities, significant reputational damage and the flight of investment.

Blight mitigation is clearly the responsibility of HS2 and the Government, and Camden has worked hard to document the measures which are needed. Nonetheless, little progress has been made. The working groups have not yet managed to enable an effective strategy to be agreed and the whole process is proving to be unsatisfactory in ensuring the views and concerns of our communities are listened to and addressed. HS2 Ltd has so far failed to put in place a structure or make funding available to deliver the necessary mitigation measures. Camden Council urges HS2 Ltd to work with the Council and the community to provide a comprehensive package of mitigation measures to prevent the harmful impacts of HS2 on Camden's communities and in the process safeguard future growth prospects. The mitigation strategies the Council is recommending to HS2 will go towards ensuring a 'business as usual' environment, help maintain communities and enable them to prosper again in the future.

Drop the HS1 Link in its current form

Camden Council strongly opposes the HS1 Link in its current form. Camden faces all of the costs of the HS1 Link and no local benefits.

The link will be extremely damaging to Camden Town, one of the country's most dynamic cultural, creative and visitor centres. The link threatens to bring Camden Town to a halt, with construction over eight years or more. The works to the railway viaducts and re-building of rail bridges will cause major road closures causing traffic congestion in a tight urban setting.

The construction works will also have potentially devastating impacts on the local economy and Camden Town's international reputation. Camden Council estimates that the areas of the borough affected by HS2 are responsible for £342million of visitor spend and almost 3 million visitors per year¹⁰. The area is also a major creative and cultural industries hub. Camden Town Unlimited (CTU), the local Business Improvement District, has estimated that HS2 could cost the local creative economy over £600m and 9,000 job losses¹¹. The HS1 Link will have direct impacts on key destinations, including the iconic Camden Markets and a major regeneration proposal at Hawley Wharf which is set to provide new housing, a school and commercial development.

TfL shares the Council's great concerns about the link and its impacts on existing local transport and freight networks. The link will result in long term constraint to future upgrades of the London Overground service through Camden Road Station, a vital artery across north

¹⁰ Camden Council estimate based on findings from the 'Post Olympic Visitor Study', Acorn Tourism Consulting, March 2013.

¹¹ Camden Town Unlimited, 21st November 2013- Based on Study by BOP Consulting.

London which is showing huge growth in demand. The use of the additional capacity on this line for HS2 limits future expansion opportunities that will be needed to cater for forecast travel needs in the future. Freight capacity along the existing line will also be adversely affected.

According to HS2 Ltd's own evidence there is no business case for the HS1 link and the link is purely a strategic decision made by the Secretary of State for Transport. The government must re-evaluate the HS1 link and consider options to abandon or suspend proposals, delay them until further evidence is available such as the Davis Commission on airport expansion, or look at alternative means of delivering the link such as tunnelled options.

The Council considers that there is insufficient evidence to demonstrate that the link is fit for purpose in achieving the government's strategic aims in its current form. Given the devastating impacts on Camden Town and absence of evidence of a business case it is strongly recommended that the link is reconsidered.

Camden is already growth ready

Camden is already a growth ready borough and local authority with clear strategies and plans in place to enable growth, with or without HS2. The Camden Plan sets out our ambitions for the borough, to tackle some of the long term challenges our communities face. We already work closely with partners and businesses and business groups.

We are also putting in place the plans to enable growth and regeneration if HS2 were to progress. This builds on our extensive experience of enabling and delivering transformational, high quality and award winning development projects. To date, the Council's experience and proven proficiency in this field is not be fully capitalised upon.

At King's Cross/ St Pancras, a best practice example cited in the Taskforce's 'Challenge Report', the Council has been integral to the delivery of a world class new piece of city. King's Cross Central is already a brand new central London destination, which will eventually deliver 1,900 homes (750 affordable) and 29,000 jobs. The success of King's Cross is already evident with the opening of the new station and Granary Square civic space and the arrival of the University of the Arts. King's Cross has been one of the few developments to maintain pace throughout the economic downturn and attract major investors such as the soon to arrive Google European headquarters.

At King's Cross, working in close partnership with Argent and the private sector, we have delivered an ambitious employment and skills strategy. The King's Cross Construction Skills Centre (KXCSC) opened in 2005 and has secured many hundreds of construction training and employment outcomes. The second pillar of our strategy, King's Cross Recruit (KXR) will open shortly and will provide a job brokerage service to enable 15-30% of final end user jobs to be filled by Camden and Islington residents. The Council has established partnerships and best practice in place that HS2 could learn from and replicate.

HS2 Ltd are not currently recognising Camden's growth ready approach and practical experience in making growth happen. More needs to be done to ensure HS2 enables growth that delivers real genuine local benefits.

Part 2: Response to specific questions set by the Taskforce

Theme 1: Connecting Markets, Businesses and People

Introduction

Camden is growth ready with mechanisms in place to facilitate growth and development. However, it is of crucial importance to the success of HS2 that the London component of the scheme is seamlessly integrated both in terms of transport infrastructure, urban form and economy.

Current proposals for Euston Station fail to demonstrate that this integration will be achieved. In addition, the HS1 Link is not fit for purpose and would fail to deliver the strategic connectivity it is intended to provide. It will limit future capacity on existing networks and its construction will have devastating effects on the top visitor destination and creative economy of Camden Town.

The Council recommends that the taskforce take steps to address the proposals for Euston Station, including transport integration and that the HS1 Link in its current form be dropped.

Question 1: Do cities have visions and strategic plans to maximise growth from HS2?

Camden already has a vision and strategic plans in place to support growth with or without HS2. Our local ambition, driven by our understanding of local issues, is in direct contrast to how HS2 is currently being managed in Camden. Our strategies include:

- **The Camden Plan:** This plan sets out the Council's ambitions to make Camden borough better by 2017. This plan focuses on some of the borough's biggest challenges such as inequality, child poverty, getting young people into employment, building new homes and investing in growth.
- **Local Development Framework:** The Council's planning policy framework and supporting guidance supports growth and regeneration.
- **Euston Area Plan:** As discussed in Part 1, this plan is setting the long-term vision for Euston, with or without HS2. It has been developed to respond to HS2 proposals but also reflects previous aspirations in and around Euston Station.
- **Partnership with businesses:** The Council are working to harness the benefits of the economic growth we are creating. We want to attract investment that supports growth and helps more people into work and help them progress in their careers because employment is the main route to tackle income equality and child poverty.

- **Investing in neighbourhoods:** We are investing in neighbourhoods through our Community Investment Programme (CIP). We will build 1,200 new homes over the next four years and invest £117m in 58 schools to help our primary schools remain the best in the country and raise attainment so we have some of the best secondary schools in a decade.
- **Camden Town:** Through a partnership of the private sector, public sector and local community, we have tackled drug dealing and anti-social crime and invested in transport and the public realm. In policy we are protecting and supporting the unique things that make Camden Town special and are investing to help new creative and cultural sector businesses to set up and flourish.

We need HS2 Ltd and government to listen to and respond to our local vision and strategic plans, particularly raising the ambition at Euston.

Question 2: How are our cities, Network Rail, and other key partners working together to prepare for HS2 and maximise integration with local transport networks?

Transport integration at Euston

The Council, TfL and GLA fully recognise the need to address integration and have taken this forward through the EAP. However, the current HS2 scheme has not given sufficient attention to the complexities or scale of onward travel from Euston - a key consideration and serious concern.

HS2 at Euston cannot proceed without strong evidence and a firm commitment that onward capacity at Euston can be accommodated. Onward capacity of all transport modes must be incorporated into the proposed redesign of the station and include pedestrian, cycling, Underground, Crossrail, taxi, and buses. Camden has serious concerns that there is insufficient spare capacity on the Underground lines at Euston to accommodate the increase in passengers from HS2. Additional public transport services, such as Crossrail 2, must be planned for and included within HS2. If Crossrail 2 is part of the onward journey capacity requirements then a firm commitment must be made that this will be completed in parallel with HS2 at Euston Station. Crossrail 2 should be integrated into the design now in order to minimise the disruption and construction impacts, and future proof the redesign of Euston Station.

HS2 Ltd and Network Rail need to work in a much more open minded and integrated way with Camden, TfL and GLA to maximise both the redevelopment opportunities at Euston and to achieve comprehensive integration across transport modes to ensure the success of the scheme in terms of connectivity.

With regard to the impact on the road network, Camden is working with other bodies as TfL, through initiatives such as the Roads Task Force, as well as forming projects boards with them and neighbouring boroughs including L.B. Islington to monitor the impact of major schemes like HS2 on major roads in the area (which already carry high volumes of traffic)

such as Euston Road and the King's Cross Gyratory. This is with the objective of developing changes to the road network in the most effective manner in light of all the challenges the area faces with a view (amongst other factors) to supporting the area's regeneration in the long term, for example by creating the most appropriate environment for business, including burgeoning and strategically significant knowledge sector.

Transport integration and the HS1 Link

The Council urges that the HS1 Link as currently proposed be dropped. The link as currently proposed weakens the existing local transport networks. As outlined in Part 1, the Council and TFL have major concerns over the ability of the HS1 link to be constructed without severe impacts on the future of the North London Line (London Overground), a vital local transport artery servicing local people and one of London's top visitor attractions at Camden Town. The Link construction programme necessitates 7 rail bridge replacements which will result in long term closures of the Overground and local freight services whilst those bridges are replaced in this very congested area.

The HS1-HS2 Link would prevent future growth on the London Overground line through Camden Road Station because of the limited physical capacity for accommodating tracks and thus train capacity on the viaducts, even with the limited widening envisaged for the Link. HS2, in effect, takes away this growth opportunity which will be needed to cater for forecast travel needs in the future.

Overall railway resilience, and confidence in rail, will be adversely affected at this key location from the convergence and interaction of three different types of train services; freight, Overground and HS2. The suspension or provision of an alternative scheme for the HS1 link is therefore required.

Question 3: What opportunities are there to meet growing demand for more freight movement by rail?

As discussed above, the HS1 link, as currently proposed, will disrupt the local freight network and limit future growth potential if plans are not revised. The new Thames Gateway "super port" has recently opened with good rail accessibility. Much of its freight, and freight from other east of London locations, passes along the Camden Road viaduct. HS2 will remove one of the freight tracks to accommodate the HS1 Link at what is already a congested rail locality. This will reduce national rail freight capacity and significantly limit its growth potential thereby national growth.

The adverse impacts on the freight network are another reason that the HS1 Link in its current form should be dropped if growth is to be maximised.

Theme 2: Unlocking Regeneration and Development

Introduction

The section identifies how the taskforce can unlock barriers to growth at Euston. Based on the Council's experience at Kings Cross Central and other major developments it recommends key steps to deliver regeneration, attract investment and maximise development and growth potential.

HS2 Ltd is currently missing a major opportunity for growth and regeneration at Euston because of the current ill-conceived scheme for Euston. This fails to deliver the regeneration the area needs both for its existing communities and also, if it is to be a success in attracting investment, and to become a station complex that meets the expectations of a 21st century international destination.

Maximising potential at Euston will have resounding benefits for both the local communities affected but also on the success of the whole HS2 project and the cities that it interconnects.

Camden is one of London's leading exponents of delivering regeneration and development. Best practice and experience from schemes such as Kings Cross, Regent's Quarter and Central St. Giles, Crossrail at Tottenham Court Road and the Council's own Community Investment Programme all provide local knowledge in how best to attract investment and delivering growth.

Question 4: What opportunities are there for station sites to help transform and regenerate their surrounding areas?

The EAP identifies the major regeneration potential at Euston and the area north of the station towards Mornington Crescent and Camden Town, with the re-development of the station being key to unlocking this potential. However, HS2's Option 8 approach to station design¹² will not deliver the transformational change the area needs. This approach misses a major regeneration opportunity.

Euston is an area in need of regeneration. Its communities experience a range of social challenges including deprivation, unemployment, educational attainment and poor health¹³, as outlined below¹⁴:

- Communities are amongst the 10% most deprived nationally
- Job Seekers Allowance rate above the borough average¹⁵.
- Educational attainment in the EAP area lower than the borough average¹⁶.

¹² Including the retention of the existing station and extension to the west.

¹³ Draft Euston Area Plan: Proposed Submission Draft, December 2013.

¹⁴ All statistics from Office of National Statistics. 2011 Census profile unless otherwise stated.

¹⁵ 7% St. Pancras and Somers Town ward; 4.9% in Regent's Park ward; borough average 4.5%.

¹⁶ 18.2% of the population no qualifications in EAP area compared with 12.7% across Camden.

- Over 50% of households in the EAP area live in socially rented accommodation.
- Regents Park and St. Pancras & Somers Town ward fall within some of the most health deprived wards in the country.

On top of the social challenges, the area suffers from extensive physical constraints. The existing station and its immediate environs are a major barrier to regeneration at Euston. As identified in the EAP, the existing station has a poor and dated design and blank and block facades which create major barriers to movement, poor connectivity between communities and a poor overall quality of place, all adding to a negative image of the area¹⁷.

There is clear potential and need for regeneration at Euston. With comprehensive redevelopment, the station and surrounding development could provide significantly more homes and jobs help reconnect communities and dramatically enhance the environment. A comprehensive redevelopment is also needed to re-provide important community assets that will be lost as a result of HS2, such as open space. The objectives of the EAP have been developed following extensive research and community engagement to ensure local views are fully reflected.

HS2's preferred Option 8 scheme eradicates the majority of the regeneration potential at Euston and land to the north. As outlined in Part 1, Option 8 fails to deliver against the all regeneration objectives of the EAP and would significantly reduce development potential and value.

Viability is recognised as a constraint to the delivery of the Euston HS2 'baseline' scheme, involving sunken tracks with over-site development potential. The cost of structural components required to support development above rail facilities is substantial. However, the independent research undertaken by consultants demonstrated that the scheme is sufficiently close to viability to pursue a transformational scheme and investigate ways to address the funding gap¹⁸. Further work should also be done to evaluate the potential of other schemes for the comprehensive redevelopment of Euston Station, such as the community-led Double Deck Down proposals.

The once in a generation regeneration potential that HS2 could unlock at Euston is entirely dependent on achieving a better scheme for Euston Station. The Council, GLA and TFL recognise this and HS2 Ltd needs to change its approach to deliver a comprehensive solution at Euston.

Question 5: What is the scope to use HS2 stations - and the improved connectivity they offer- to kick start wider economic growth in the local area? Are local areas sufficiently resourced to deliver this?

The EAP and associated Economic Land Use Vision identify Euston as a location with substantial growth potential. Euston could be a new landmark economic hub, with strong prospects for a combined commercial office and knowledge, science and creative sector base. The EAP includes provision for at least 50, -70,000 sqm of specialist knowledge/

¹⁷ Adapted from- Draft Euston Area Plan: Proposed Submission Draft, December 2013.

¹⁸ Economic Land Use Vision: Euston Area Plan, London Borough of Camden, GVA/Aecom, June 2013.

research sector space. The knowledge economy – including professional services, digital/ ICT, creative industries and science - is a key driver of global competitiveness and in Camden and across London it is expected to account for the majority of future growth.

Euston and the surrounding areas are already part of a world renowned multi-sector knowledge cluster with institutions such as University College London (UCL); the Wellcome Trust and the future Francis Crick Centre with creative, cultural and technological industries also heavily featured. The further development of a 'Knowledge Quarter' with a number of collaborating institutions at Euston would support growth in the UK economy, providing a range of jobs and benefits and supporting the UK's competitive position.

Evidence suggests that location choices for both science and creative uses are increasingly place driven¹⁹. The EAP consultants noted that a comprehensive re-development of Euston station could transform the identity, image and quality of place to create a highly marketable destination for international audiences and deliver real improvements for the local community²⁰. A high quality mixed use environment at Euston with excellent transport links will help to create the dynamism that in turn makes an area more attractive to talented workers, students, academics, visitors and investors alike. Creating the right environment at Euston will therefore be crucial to attracting growth in the knowledge sector.

A piecemeal approach to Euston, such as Option 8, will have a lesser gross impact and diminishing returns because quality of place issues will be incompletely addressed. Such a scheme will mean economic, housing and fiscal opportunity costs for the local, London and UK economy.

Question 6: What more could central government do to remove barriers or facilitate local economic growth as a result of HS2?

Removing barriers to regeneration and growth at Euston

There are a number of barriers to regeneration and growth at Euston and in the corridor to the north. There needs to be more flexibility in HS2 Ltd's approach to Euston, including more integrated thinking and upfront investment to maximise the benefits of a redeveloped Euston.

Based on the Council's experience of the HS2 scheme so far, extensive experience of managing and facilitating other major infrastructure projects and industry best practice, the Council recommends that HS2 Ltd and the government take the following steps to ensure the full growth and regeneration potential of the HS2 scheme is realised:

- **Raise ambitions for Euston**
To deliver a comprehensive redevelopment scheme with maximised regeneration and growth potential.

¹⁹ Economic Land Use Vision: Euston Area Plan, London Borough of Camden, GVA/Aecom, June 2013.

²⁰ Economic Land Use Vision: Euston Area Plan, London Borough of Camden, GVA/Aecom, June 2013.

- **Encourage partners to overcome constraints**
Work with key partners including Network Rail to overcome the technical constraints obstructing the delivering of a comprehensive redevelopment scheme at Euston such as enabling decking over the station and tracks.
- **Commit to upfront funding:**
Provide public funding or finance mechanisms to deliver a better scheme at Euston including upfront funding for full decking to enable over-site development and the delivery of new homes, commercial uses and replacement open space. The Council is willing to work with partners to identify the most appropriate funding package.
- **Address onward travel capacity**
Address transport capacity issues and connectivity at Euston including provision for Crossrail 2.
- **Take time to get Euston right**
The scheme for HS2 at Euston is critical to the success of HS2 as a whole. Learn from experience at Kings Cross Central and provide additional time to develop the right scheme for Euston. This could include consideration of a temporary termination of HS2 at Old Oak Common whilst Euston is developed.
- **Upfront commitment and funding for mitigation**
HS2 Ltd must commit and provide funding for a comprehensive blight mitigation strategy to minimise the adverse impacts of the HS2 scheme on Camden's communities and to safeguard future growth.
- **Drop the HS1 Link in its current form**
Drop the HS1 link or consider alternative proposals that do not result in devastating impacts on the Camden Town economy and do not obstruct local transport and freight capacity growth.
- **Provide a formal mechanism for securing local interventions**
Learning from King's Cross, HS2 Ltd should provide a formal mechanism and commitment to secure local growth interventions through the Hybrid Bill / HS2 Act.
- **Facilitate the delivery of HS2 through our industries and workforce**
A number of recommendations relating to skills, training, job brokerage and procurement are covered under questions 10, 11 and 12 later in this report.

Question 7: What are the most effective local structures and governance arrangements to set the vision, develop the strategy, and deliver the necessary development to maximise the benefits from HS2?

Local partnership based governance and management is considered to be the most appropriate approach to delivering development and maximising benefits from HS2. Camden Council already has a comprehensive set of structures, mechanisms and policies in place creating the conditions to deliver the best possible outcomes of HS2 should the scheme go ahead and will continue to work to secure the best deal for local communities.

A centrally imposed development corporation would be inappropriate in Camden. They have had very mixed success in London and are not accountable to the communities they affect. Local knowledge, existing partnerships and best practice experience lies at the local level and this is where powers should be retained.

Local authorities are best placed to engage with local communities and understand local community needs. The EAP has been developed with detailed community consultation and engagement and the plan reflects the views of local people. A local approach to HS2 is essential.

The success of the Kings Cross scheme can be attributed to the Council's early engagement, visioning and partnership working leading through to delivery. This and other local development experience can be utilised to facilitate HS2. All decision making and planning powers must be retained by the local planning authority.

Camden already has structures in place that can facilitate delivery of the scheme. It has been agreed that the EAP Strategic Board should go on to provide an implementation function for the future redevelopment of Euston. The Strategic Board is attended by the Chairman of HS2 along with representatives from the Department for Transport and Network Rail, the Leader of Camden Council and the Deputy Mayor of London for Planning. This joint governance approach with local authorities is critical to help progress proposals for development, which seek to meet local aspirations, and reflect the reality of delivery constraints faced by the government.

Question 8: How can we maximise the potential for accessing private finance and securing effective business participation?

Camden Council has good relations and mechanisms to engage with our business community including through the Camden Business Board and local Business Improvement Districts (BIDs) and business networks.

During the Kings Cross redevelopment, the Kings Cross and St. Pancras Business Partnership was set up to promote and develop the area as a business location and allowed for expertise and resources to be shared.

However, not all areas of Camden affected by HS2 have professional or active business groups in place including at Euston. One of the mitigation recommendations arising from Camden's Business and Employment Mitigation Working Group is for HS2 Ltd to provide

measures for capacity building and resources to enable groups like the Drummond Street Traders Association to participate in full in the HS2 project.

Creating the conditions to attract investment is vital. Building confidence in the market by committing to the transformational long term vision in the EAP would facilitate this. Utilising the EAP and existing partnerships to develop detailed delivery proposals provides a robust foundation for accessing private finance and liaising with potential investors / businesses. This helps to demonstrate confidence and the desire to achieve the EAP vision, and therefore increases the likelihood that the vision could be achieved thereby helping to attract potential investors.

Furthermore, government committing to the delivery of the vision through upfront funding for infrastructure such as decking would also attract investors. As demonstrated at King's Cross, the provision of high quality of public realm has been a major factor in attracting investors and occupiers such as the University of the Arts and Google. Creating a top class environment at Euston requires the comprehensive redevelopment of the station site and HS2 should commit to this now.

Question 9: What can we learn from other major infrastructure projects?

Camden Council has extensive first-hand experience of facilitating and enabling high quality major infrastructure and development projects including HS1 and King's Cross Central. HS2 Ltd are not currently utilising this experience and the existing structures in place to inform the HS2 project and get the best outcomes for regeneration and growth.

Our experience from Kings Cross and other major projects in Camden should help inform the development of HS2. A brief summary of learning points is outlined below:

- **Local benefits and growth opportunities:**
It is essential local communities in the areas worst affected by HS2 see long term benefits from the scheme and that local people are supported to access benefits including access to housing, jobs, training and local procurement supply chains.
- **Mechanism to secure local benefits:**
CTRL/HS1 which was delivered through a Hybrid Bill process failed to adequately deliver local benefits around jobs and procurement. The Council had to secure these benefits (such as the highly successful King Cross Construction Skills Centre) separately via the planning system which was unsatisfactory. HS2 must not make the mistakes of its HS1 predecessor and should provide a commitment to and formal mechanisms for securing local benefits in the Hybrid Bill / HS2 Act.
- **Community engagement:**
Meaningful and transparent community engagement and partnership working has played a key role in all successful major infrastructure projects in Camden including at Regent's Quarter and the Francis Crick. HS2 Ltd needs to be more open and transparent in its engagement with local people along the route.

- **It takes time to get it right:**

The first proposals for the CTRL/HS1 route (via south London with an underground station at Kings Cross) would have resulted in the demolition of hundreds of council homes not unlike the current scale of impacts at Euston. This proposal was abandoned and replaced with a new route via Stratford and terminating at St Pancras Station that delivered significantly greater growth. The current timescale for the Hybrid Bill is over ambitious and risks being derailed. HS2 should take more time now to address mitigation and put in place the best proposals to deliver growth.

The Taskforce can influence HS2 Ltd to take the learning and experience both in Camden and from other major projects on board to maximise growth and ensure mistakes of the past are not repeated.

Theme 3: Delivering HS2 through industries and workforce

Introduction

Camden Council has extensive experience of harnessing jobs and supply chain benefits from development. This includes securing employment and training outcomes to benefit local residents from the King's Cross Central development. HS2 Ltd could benefit from this experience to help industries and the workforce prepare for HS2.

The extent to which HS2 is a driver of local growth will depend on how far the local workforce and local businesses, especially small and medium sized enterprises (SMEs), benefit from the scheme.

This section identifies the ways that HS2 can support industries and local workforces to prepare for HS2. This is based on Camden's extensive experience in supporting industries and the workforce to benefit from growth opportunities.

Question 10: How can we streamline procurement processes to secure the best outcomes and offer value for money to tax payers?

Based on the Council's experience there are a number of key measures that should be put in place to streamline the procurement process and offer value for money. These measures are summarised below:

- **Early supply chain engagement:** Engaging early with suppliers will provide time for potential suppliers to understand the project objectives and develop their service offerings and/or up skill and develop their workforce as required. There needs to be continuous engagement of suppliers throughout the build process so that suppliers are best able to respond to opportunities.
- **Eliminating unnecessary procedures²¹:** Public sector procurement Pre-Qualification Questionnaires (PQQs) can in some circumstances contribute to SMEs being put off from accessing public sector contracts, through appearing to be overly complicated or detailed in their requirements. In order to make this process more inclusive, PQQs should be eliminated or radically simplified with fewer questions and questions directly related to that particular procurement bid.
- **Remove complex and lengthy timeframes:** HS2 should seek to complete all procurement processes within 120 working days or sooner where practical and/or permitted by law. This would make it easier, quicker and less costly for potential bidders, particularly SMEs, to access public procurement.²²

²¹ Making Government Business more accessible to SMEs – Cabinet Office

²² https://www.google.co.uk/?gws_rd=cr&ei=cAKWUra-D9KUhQfGgoD4Cw#q=streamlining+procurement+gov.uk+

- **Clear procurement strategy and assessment criteria:** HS2 should develop a clear procurement strategy that includes targets for local procurement. Clear value for money assessment criteria should be developed that balance financial considerations against other factors such as local sourcing and environmental considerations and considers favourably bids that utilise best practice or innovation.

Question 11: How can we prepare UK businesses to participate in HS2 opportunities?

Camden Council has substantial experience in helping businesses to participate in growth opportunities and has developed procurement and supply chain policies and enabling mechanisms to ensure this is achieved.

Meaningful business engagement will be essential to preparing businesses for any opportunities presented by HS2. Camden Council has established strong relationships with our business community through the Camden Business Board, Camden Developers Forum and through working closely with Business Improvement Districts and business networks. To prepare businesses to participate in HS2 opportunities HS2 Ltd should:

- **Support the establishment and operation of business forums:**
HS2 should establish or assist in capacity building of existing local business representative groups and organisations. This would assist businesses in participating in the development of the HS2 project and to influence and access opportunities.

To enable businesses to participate, HS2 Ltd also needs to put in place practices, approaches and policies that overcome barriers which prevent access to supply chain opportunities. HS2 must provide support and funding to maximise buying power benefits and build capacity in local SMEs to enable them to bid for contracts.

Camden Council has successfully delivered supply chain and procurement initiatives that support local businesses and already has an established Local Procurement Code (LPC) which HS2 could utilise. This code seeks commitment from developers and subcontractors that local procurement will be built into planning agreements and local people will be employed where possible. This helps support local supply chains with a proportion of goods and services sourced from contractors local to the area, who will also have their own local supply chains. Camden supports the local procurement by hosting 'meet the buyer' events and workshops each year and provides buyers with an up-to-date supply chain directory which has over 250 suppliers listed. The code has helped to secure local procurement from a range of development projects including King's Cross Central.

To ensure HS2 generates local supply chain and procurement benefits, HS2 Ltd should:

- **Sign up to the Council's Local Procurement Code:**
Including targets for local procurement and sourcing of goods and services.

- **Provide funding for a Camden procurement and supply chain support project:**
Many SMEs don't have the capacity or expertise to win public contracts. HS2 Ltd should therefore consider provide funding for a local procurement and supply chain support project to engage with local businesses and potential suppliers early to make them aware of supply chain opportunities. Initial support and funding should also be provided to help them access opportunities by matching buyers and suppliers and ensure they have 'fit to supply' status.
- **Fairness and transparency in the supply chain:**
HS2 should ensure that all contracts are openly advertised online and are accessible to a diverse mix of businesses and supply chains.
- **Agree clear targets:**
HS2 Ltd and its contractors should work with Camden Council to ensure that local targets for recruitment and procurement are embedded through the Hybrid Bill process so that they are in place prior to the start of construction and the placement / letting of contracts. LB Camden's current LPC stipulates that contractors must aim towards a target of 10% in the procurement of construction contracts and goods and services from local businesses.

Question 12: How should we prepare the UK workforce to fully participate in HS2 opportunities?

A local approach to workforce participation is essential to delivering benefits to the communities most affected by HS2. As outlined above, Camden Council had a central role in ensuring local labour benefits from the re-development of King's Cross. We achieved this through putting in place a comprehensive skills and employment strategy and delivery model that is a best practice example in delivering local workforce benefits.

The first part of the employment and skills strategy delivered the King's Cross Construction Skills Centre (KXCSC). Since opening in 2005, KXCSC has supported 550 apprenticeships, trained 3,300 individuals and placed 2,000 people into construction employment. The second part of the strategy is King's Cross Recruit (KXR), which will open in early 2014. KXR will provide a job brokerage service to enable 15-30% of final jobs to be filled by Camden and Islington residents. Considering these existing facilities and the experience they provide will be of significant benefit to the HS2 scheme.

The HS2 Environmental Statement identifies that over 2,100²³ jobs could be created during the peak of construction at Euston. The Euston Area Plan also indicates the significant number of end user jobs that could be created through the associated re-development of the station and surrounding areas. To ensure that the local workforce is ready and prepared to take advantage of these opportunities the following steps are recommended:

²³ HS2 Ltd Environmental Statement, November 2013.

- **Development of a skills and employment strategy:**
Development of a strategy now to ensure opportunities and requirements of the HS2 scheme are fulfilled.
- **Early Identification of skills gaps and needs:**
Particular skills set will be required to carry out the jobs created through HS2. Therefore HS2 will need to analyse current skills provision against the demand profile for skills, labour and training opportunities throughout the duration of HS2 construction and post construction phases. By doing so, it will ensure that an equipped workforce will match the needs of HS2 and local employers, allow local skills providers to suitably prepare and will ensure a local level workforce.
- **Training provision:**
The results from a skills gap analysis would enable the development of targeted training programmes that are suited to the needs of the industry. This would ensure local residents are prepared to take advantage of future employment opportunities and that HS2 has access to a pool of technical and non-technical expertise.
- **Apprenticeships provision:**
Apprenticeships are an excellent way to link underrepresented groups to the employment opportunities that arise from HS2, they can also be tailored to meet specific skills that will be required during the construction and operation of HS2. Camden already has a successful apprenticeship programme which focuses on employer and employment training and aims to provide a good mix of on the job and classroom training to ensure a demand led approach to employment.
- **Working in partnership to achieve employment aims:** HS2 should seek to build effective partnerships with employment agencies and educational institutions, employers and Camden Council. Camden already has a scheme which supports local residents enter into sustainable employment called 'The Camden Employment and Skills Network' which HS2 could utilise as part of their skills and employment strategy.
- **Provide funding for employment and brokerage support projects:** The provision of an employment and brokerage support service will help link local residents to job and training opportunities. The skills and recruitment centre established as part of the Kings Cross redevelopment could act as a brokerage service. Further work to explore how this can evolve to support the development of HS2 would be useful, with a clear emphasis on partnerships with employers to ensure that the process is demand-led.
- **Utilise existing local infrastructure and partnerships:**
Such as KXCSC and KX Recruit.
- **Commitment to work towards local employment objectives:** HS2 contractors and sub-contractors should make commitments to create local jobs, apprenticeships, training opportunities, work engagement and school engagement opportunities. As

part of the Council's current planning obligations document²⁴ developers are asked to provide one apprenticeship for every £3 million spent per build and have 20% of the workforce employed locally.

Question 13: How should we ensure that we approach all the engineering and construction practices with techniques reflecting international best practice and innovations?

We recommend that the Taskforce consider the following initiatives to embed international best practice in engineering and construction practices:

- **Nesta** - <http://www.nesta.org.uk/> - NESTA's expertise could be utilised on how to develop innovation in sectors and practices and apply this learning to the construction and railway industry.
- **Procurement criteria:** See recommendations under questions 10 and 11 above.
- **HS2 best practice innovator:** HS2 should promote innovation and best practice and embed this in its policy and decision making criteria including its sustainability policy and code of construction practice.

SUBMISSION ENDS

²⁴ Camden Planning Guidance 8. Planning Obligations. London Borough of Camden