

# 5

## **Delivery, Planning Benefits and Monitoring**

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## 5. Delivery, Planning Benefits and Monitoring

This section explains our approach to the delivery, planning benefits and monitoring of the Area Action Plan's vision and objectives. It should be read in conjunction with delivery information set out for each area in section 4.

### 5.1 Delivery and Viability

A key mechanism for delivering the Euston Area Plan will be Camden Council's decisions on planning applications. The policies and principles in this Plan, the London Plan, and the Camden Local Plan including Site Allocations will provide the framework for these decisions. We will also take account of the Mayor's and the Council's supplementary planning documents (in particular, the Camden Planning Guidance and conservation area statements, appraisals and management strategies) when determining planning applications.

Infrastructure delivery and partnership working will also play an important role in delivering the objectives and principles in this Plan, given its interrelationship of railway infrastructure delivery and associated mitigation works.

The area-based development principles in Part 4 seek to achieve a coordinated approach to change in each area, addressing a range of issues including transport, public realm, environment and open space as well as land use. This will ensure that the benefits of growth to the area and its community are optimised. In terms of the viability of the proposals set out in the plan, there is well established demand for commercial, institutional, retail and residential development in the Euston Area. Transaction and purchase values are high and the number of permitted and completed schemes is an indicator of fundamental viability in this location under a variety of circumstances.

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In considering the initial deliverability of the plan, the viability assessment focusses on the Euston Stations masterplan area. This suggests that there are variances in viability across the area but that, on balance there is scope to improve this through refinement of costs, masterplanning, efficient delivery and funding structures and the benefits of place making as development comes forward, therefore this could be a deliverable scheme. More detailed information is provided in Delivery section of the Background Report and the text below.

The high-level viability assessment that supports this plan highlights that the sites facing the most uncertainty in terms of current day viability, are those associated with transport infrastructure, where there are complex interactions between stations and tracks and development. These extraordinary costs, which are associated with enabling development add both challenges but also substantial opportunities. These costings will continue to be refined as the scheme proposals are progressed alongside wider funding and delivery structures.

The high-level viability assessment has been completed in line with Government guidance on viability and Plan making, assessing the impact of the policies in the Plan.

Specifically in relation to the Euston station masterplan sites, the viability assessment notes the difficulty in accurately establishing enabling costs until further design work is carried out and contracts are let and that there is the opportunity for additional funding streams to come online over the timescales envisaged.

As there are currently no confirmed design for the National Rail, HS2 or London Underground stations, the approach taken establishes a figure for enabling costs using benchmarking and professional judgement. It is expected that the costs for development associated with railway infrastructure at Euston will become known incrementally over the various stages of development and in line with Government guidance, the assumptions made on costs will continue to be reviewed enabling the viability to be reviewed as additional information on costs is available, this includes throughout the pre-app and application process. Information will need to be shared in an open and transparent manner to allow for an approach which accounts for the complexity of the project. It is expected that viability, and therefore affordable housing delivery and other contributions towards public benefits, will be reviewed at key milestones / as each phase of the Euston Masterplan is progressed given the long-term nature and phasing of the scheme over the railway/stations.

Across the EAP sites where viability assessment(s) are required to be provided to support a planning application such assessment(s) will be undertaken in accordance with National Planning Practice Guidance (PPG), and GLA and LB Camden policy and guidance. Where appropriate, and having regard to London Plan policy, mechanisms will be secured through a s106 Agreement and should be assessed at the various stages of development (i.e. early, mid and late stages) in order to allow for increases in contributions, to ensure that public benefits are maximised as a result of any future improvement in viability.

## 5.2 Construction Management

Due to Euston's location in inner London and the presence of major roads, railway and the construction of major infrastructure projects and significant development over many years, means that amenity is a particularly important issue for the area. Residents have already endured years of construction due to HS2 and the amount and period of construction ahead is considerable. Given the long duration of works at Euston, it will be crucial for developers to learn lessons and apply improvements from earlier stages of construction (including using existing forums and frameworks and providing support for the most affected and the most vulnerable).

In accordance with the Local Plan, Construction Management Plans (CMPs) are expected for major developments to address transport/highways and environmental health impacts as well as any cumulative construction impacts as a result of activity from multiple sites in close proximity. A draft Construction Management Plan should be submitted as part of any outline and planning applications at Euston for discussion with the Council and local communities and secured by s106 Agreement. It should consider the impact of the overlapping construction of the various projects.

Communities should be actively engaged with throughout construction with Community Working Groups established and maintained. Guidance for developers and contractors on Construction Working Groups is available on the Camden website. This will also be secured in a s106 Agreement.

## 5.3 Working with our Partners

Central to the delivery of the Euston Area Plan will be working with our partners in the area. In particular, the redevelopment of Euston station, and delivery of associated supporting transport infrastructure, will form a central element of growth and change in the area.

This Plan has been developed by the London Borough of Camden, with assistance from the GLA and TfL as key delivery and regulatory bodies, with involvement from Lendlease (Master Development Partner), The Euston Partnership, HS2 Ltd and Network Rail during the preparation of the Plan, as well as regular meetings at officer level.

The Euston Partnership (TEP) was established in 2020 to better integrate the three major projects at Euston (HS2, Network Rail redevelopment of mainline station, and Lendlease as Master Development Partner). The Euston Partnership Board includes senior representatives from the DfT, HS2 Ltd, Network Rail, Lendlease, Camden, TfL and the GLA. The Board provides strategic leadership for the regeneration at Euston and scrutinizes the work and integration of all the projects at Euston. It is expected that any future Governance structures and/or delivery vehicles will continue to support the delivery of the EAP.

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Many of the sites identified in the Euston Area Plan fall within public ownership either as sites owned by the London Borough of Camden, or by other Government bodies in particular Network Rail and the Secretary of State for Transport. Camden will continue to work with these bodies, as well as other landowners and the Master Development Partner Lendlease, in taking forward the delivery of this Plan.

This Plan has been developed in close consultation with the local community, neighbouring planning authorities and infrastructure providers. An important part of the successful delivery of this Plan will be through ongoing engagement with local people, voluntary sector organisations, developers, businesses, councillors and various council services.

### 5.4 Delivery Plans

Key delivery issues are described for each site and projects within the sub areas in Part 4, including viability, delivery partners and mechanisms and phasing. A summary of all the delivery issues for each site is presented in the Delivery Plan Summary table at appendix 2 – please refer also to this.

The Council will use these delivery plans to implement the Plan and will monitor progress on the identified projects on a regular basis. The delivery context and issues for the plan areas are also discussed in the accompanying study by Metro Dynamics which was prepared to support the EAP update.

The timeframes reflect the current priorities of the various delivery partners and may be subject to change in the future. Many of the projects will require further investigation including prioritisation against other proposals, detailed feasibility work, identification of funding, transport assessment and public consultation.

## 5.5 Phasing

The implementation and delivery of Euston Station Masterplan area Development should be coordinated across all stakeholders and ownerships throughout all stages of development, from pre-application to operation. It will be important to ensure that each phase of development is:

- Delivered as a socially and environmentally sustainable inclusive mixed-use place with its required supporting infrastructure, contributing to amenity & open space, sustainability, design quality and public benefit requirements set out in the preceding chapters. We will expect a balance of housing (including affordable housing), supporting facilities and jobs to be delivered throughout the phases.
- Constructed efficiently and with as little impact on local amenity as possible, through close working with the landowners to ensure early release of relevant plots and to ensure construction compounds are located where they will have least impact on local amenity and freedom of movement, and with other developers in the area to help reduce the cumulative impact of construction.

This Area Plan will run until 2051. For phasing purposes this has been split into the following three periods, which are referred to in the delivery strategies for each area in Part 4 and in the delivery plans summary table (Appendix 2):

- **Short term: 2026 - 2031**
- **Medium term: 2031-2041**
- **Long term: 2041+**



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KEY

- Phasing 1 c. 2029
- Phasing 2 c. 2032
- Phasing 3a c. 2037
- Phasing 3b c. 2041
- Phasing 3c c. 2047

- Area with development potential (residential/ open space) if possible to overcome constraints
- Euston Station's masterplan area
- Open space / public realm

Note HS2 construction phase is not shown above.

Figure 5.1 Indicative OSD Phasing (based on best understanding at time of writing)

## 5.6 Flexibility

Flexibility of implementation, consideration of wider costs associated with delivery of constrained sites, and adapting to economic and market circumstances, will be vital in the delivery of this Plan.

Following a reset of the projects, to consider how costs could be reduced and the stations and development better integrated to address some of the challenges facing such a highly constrained site, at the time of writing, there are no confirmed station designs or costs. There is a commitment to joint working by the delivery organisations to try to achieve the best solution for Euston rather than on an individual project basis. As the designs for the stations progress, further detailed work to understand technical and cost implications of development associated transport infrastructure will be required to fully test the viability of development in this area, and figure 5.1 is based on our best understanding of how and when plots may come forward for development.

The EAP does not exist in isolation and needs to respond to a hierarchy of policy requirements including national, regional and local planning policy and under section 24 (1)(b) of the Planning and Compulsory Purchase Act 2004 be in general conformity with the London Plan. The design-led capacity study, which has informed the proposed updates to the plan, has, in line with guidance, sought to optimise development across the Plan area. Based on information shared by landowners (about where development can be enabled), it has reassessed the potential capacity of the Plan area, considering where development can be enabled and taking into account the London View Management Framework (LVMF) context and impacts on local views and

townscape, assessed appropriate heights across the Plan area. It is considered that the capacity range identified in the proposed updates to the EAP accommodate the optimal level of growth in line with relevant London Plan policies and guidance and reflect the possibility that some of the later phases may be delivered beyond this plan period.

This range is considered to be appropriate representing the capacity capable of being supported in the Euston area – able to meet both wider planning requirements and the Plan policies and objectives. Should new opportunities for development be identified through design refinement it may be possible to deliver in excess of the ranges identified. It is recognised that with the unusual costs involved in development connected to the station and above tracks, development viability will be a considerable challenge. In considering proposals for redeveloping the station and tracks area in particular, the priority will be to ensure a development of high quality and excellently designed masterplan alongside any new station(s), and if additional development or taller buildings are necessary to facilitate this, some flexibility towards other requirements in this plan may be considered with reference to London and Local Plan policy, in order to ensure that public benefits are maximised.

The uncertainty around station designs and proposals for enabling works for development creates a particular need for sensitive and flexible implementation of the Plan, including around development and connections above Euston Station and Cutting.



Decisions on planning applications must be taken in accordance with the development plan unless material considerations indicate otherwise, in line with S38(6) of the 2004 Planning and Compulsory Purchase Act. Where development is associated with railway infrastructure (as is the case over the station and tracks and in the Cuttings area) and as station designs and costs still have to be confirmed, there are a number of unique factors which could be considered as material considerations, including but not limited to, the high cost of enabling works in the area, restrictions and complexity of development owing to transport operations and the contributions to nationally important infrastructure projects and strategies.

For over-site development, where costs including for redeveloping the Network Rail station and associated enabling development are yet to be fully established, viability will need to be assessed as part of the detailed masterplanning and applications for the sites/ phases using the strategic guidance in this plan.

This Plan has been prepared to be flexible enough to cope with change, while ensuring our vision and objectives for the area are delivered. Achieving the objectives and principles set out in this Plan should be the starting point for development proposals, and evidence should be provided to justify where these cannot be fully met, including a full investigation of alternative options to deliver the objective/ principle and a demonstration of the wider planning benefits that could be delivered in association with the proposal.

### 5.7 Planning Benefits for Euston

The provision of s106 planning obligations and community infrastructure levy (CIL) contributions from development schemes in the area form an important role in the delivery of infrastructure and facilities to support the plan, in addition to infrastructure being delivered as part of wider changes and mitigation works in connection with the redevelopment of Euston Station.

#### Planning obligations

Camden Council will use s106 planning obligations to influence the nature of development in Euston as well as to mitigate and compensate for its potential effects. S106 legal agreements will be used to manage site specific impacts (through financial and non-financial obligations) and secure measures necessary to make a development acceptable in planning terms. The main matters that Camden Council considers are likely to be addressed through legal agreements in the Borough are identified within the London Plan and Camden Local Plan. Specific priorities for planning obligations for each of the areas covered in this Plan are set out in Part 4 of this document. Within the Euston area as a whole, our priorities generally fall into the following broad categories:

- Open space and green infrastructure
- Affordable housing
- Affordable workspace
- Creating and securing local employment and training opportunities;
- Transport and other infrastructure;
- Community safety;

- New and enhanced streets and public spaces;
- Construction management;
- Community facilities and services;
- Play space
- Cultural and leisure infrastructure, including sports and physical activities
- Tackling climate change and environmental impacts
- Health and wellbeing
- Phasing and delivery

This infrastructure identified in this Plan is not exhaustive and schemes can introduce a range of impacts that may justify the need for a planning obligation.

### Community Infrastructure Levy (CIL)

CIL is a standard charge placed on development that will be spent on the infrastructure needed to support growth. Infrastructure is currently defined as roads and other transport facilities, flood defences, schools and other educational facilities, medical facilities, sporting and recreational facilities and open spaces. In Camden, two levies are collected:

- **Mayor of London CIL:** The Mayor of London charges a community infrastructure levy, which is used to fund strategic transport projects. The Mayoral CIL is collected by Camden and other boroughs and passed to Transport for London. It is charged across the whole of the borough with higher rates applying to the development of offices, retail and hotels in the Central Activities Zone (which applies to part of the Euston

development area). Information on Mayoral CIL charges can be found on the Mayor of London's website.

- **Camden CIL:** The Community Infrastructure Levy (CIL) enables local authorities to raise funds for infrastructure to meet the needs arising from new developments which exceed 100 sqm or add a dwelling. It is based on a formula relating to the type and size of development and is collected when planning permissions for new developments are implemented. The Council will also negotiate planning obligations to mitigate site specific issues and to allow for affordable housing to be delivered, as set out in the Local Plan. There are CIL rates for different uses and different parts of Camden which are set out in our Community Infrastructure Levy Charging Schedule. The Euston Area Plan boundary area lies across two value zones (zones A and B). The funds raised can be spent on infrastructure such as community facilities, schools, open spaces, health projects and transport infrastructure. Spending is set out in an annual Section 106 and CIL report. CIL funding priorities are set out in the Camden Infrastructure Funding Statement (IFS), which is also updated annually.
- Additional detail on the Council's approach to CIL is set out in our Local Plan, and Planning Guidance on developer contributions and the Infrastructure Funding Statement (IFS).

This Plan will help to guide decisions on infrastructure spending in the Euston area.

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### Infrastructure Payments

The Council is aware of the special circumstances which affect development at Euston and is supportive of the major redevelopment proposals. In certain circumstances, it is considered that an Infrastructure Payment could be collected in lieu of collecting CIL. This is only where it allows for strategic infrastructure to be delivered at Euston which is identified in the formally adopted planning framework. Any proposals to accept any payment along these lines will be assessed in accordance with the procedure set out in CIL Regulation 73A.

It is important to note that, Euston station as a national infrastructure project should not detract from the need for obligations or contributions that are necessary to ensure that the development is acceptable and that impacts in the local area are managed and appropriate local infrastructure is provided.

The role of alternative sources of funding such as Business Rates Retention (BRR) to help secure the objectives of this plan will be explored with central Government.

The local CIL (25% of the Camden CIL) will be allocated locally by ward councillors. The spending process is guided by a Local CIL priority lists for each ward. These have been developed by ward members in consultation with their local communities and are updated periodically.

## 5.8 Monitoring

Camden Council will monitor the effectiveness of this Plan in delivering its objectives. The Council currently monitors its Local Plan policies by regularly assessing their performance against a series of indicators and publishing the results annually. The Council will assess planning outcomes in the Euston Area Plan and the implementation of this Plan against these indicators where they are relevant and publish the results alongside the findings of borough-wide monitoring.

Progress and reporting on the delivery of the Euston Partnership Social Value Charter will also be a helpful tool in measuring the delivery of the plan's objectives.

Key potential triggers for a review of the whole or part of the plan/strategic principles or development principles include:

- Fundamental change to the proposed design of Euston Station;
- Changes to growth figures set out in the London Plan or Camden Local Plan beyond those envisaged in this plan;
- Significant economic change that would affect development viability or the economic role of Euston.

Camden and the GLA will monitor the delivery of homes and employment growth in the Euston area, in order to assess performance against London Plan targets, in particular Opportunity Area targets. Camden Council will also monitor government and London wide policy and changes in legislation to make sure that the Plan continues to be consistent with relevant national, regional and local planning policies, and to identify any need to review or reassess the approach taken in this Plan.

Table 4.1 in Appendix 2 identifies whether the benefits of certain infrastructure are predominantly local or national. It will be important to ensure that contributions are made to local infrastructure.



