



Lambeth

Waterloo Area

Supplementary Planning Document (SPD)

April 2013



SUMMARY

The Waterloo Area Supplementary Planning Document (SPD) intends to help deliver a range of high-quality developments and improvements at Waterloo.

The SPD promotes higher density commercial and residential development, improved public realm, and better transport links. The cultural offer will also be enhanced with improved arts, leisure and cultural facilities.

By defining the opportunities and issues in Waterloo, the SPD intends to deliver lasting and tangible benefits to the area. Benefits include:

- Waterloo playing an enlarged role in the London economy and improvements to the area's status.
- Opportunities to access the 15,000 new jobs that are expected to be created.
- The development of new housing, including affordable housing. Approximately 1,900 new homes will be developed within Waterloo.

The SPD sets out site specific guidance for a range of development areas including the Shell Centre, Elizabeth House and the South Bank Arts Complex. The document illustrates the benefits these schemes will bring to Waterloo and how they can be linked together through an improved network of streets and spaces.

The high demand on public space within the Waterloo area is addressed with the SPD highlighting the importance of the expanding Jubilee Gardens on to the Hungerford Car Park.

The guidance sets out how the barrier effect of Waterloo station can be reduced and how existing connections can be improved and additional pathways across the station made.

The importance of Waterloo station as a major public transport interchange is highlighted and the SPD illustrates how future transport improvements will benefit the area.

The national and international importance of the South Bank as a visitor destination is reinforced and the SPD seeks to balance the needs of this major London destination and its growth with the facilities and services required by the local area and its communities.

The Implementation chapter highlights how this ambitious vision can be delivered through partnership working, project prioritisation and a co-ordinated approach to pooling s.106 and CIL contributions.

The Waterloo Area SPD was originally adopted by Cabinet on 8 June 2009. As there has been significant change in the area since the document was published, the SPD needed to be updated to respond to Lambeth's growth agenda. This 2013 SPD continues the same approach as the 2009 SPD and supports high density development and a programme of public realm improvements as part of a comprehensive upgrade of supporting infrastructure.

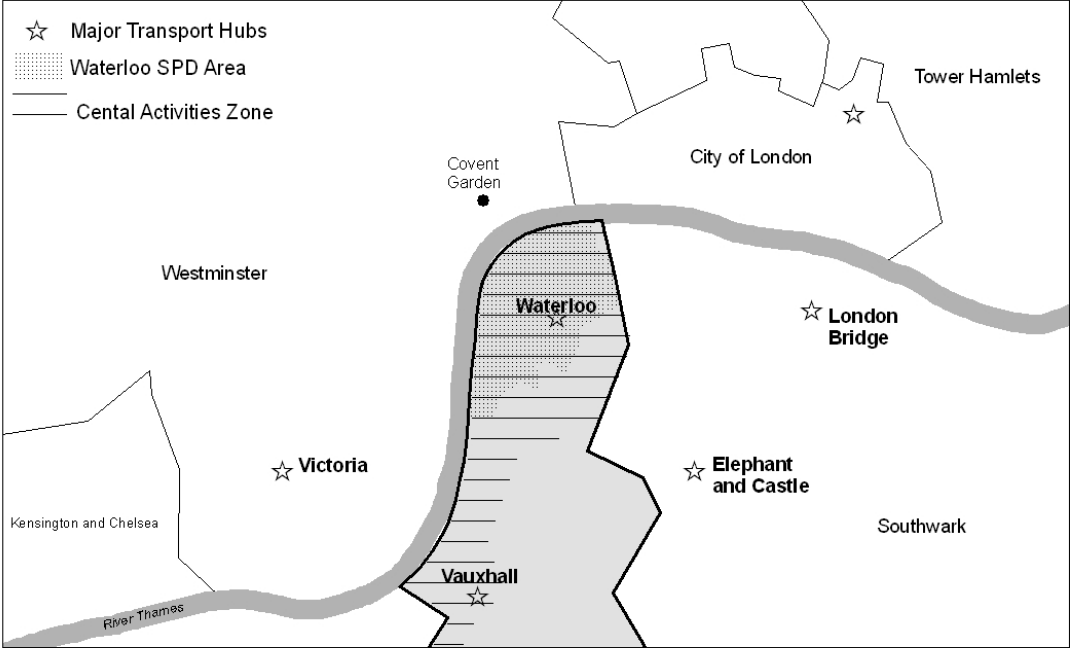
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CHAPTER 1

INTRODUCTION

- 1.1 The Waterloo area has enormous potential to play a greater part in the London economy. The area is now recognised as an integral part of central London, with a vibrant cultural offer. Lambeth Council is determined to encourage a growth in cultural and commercial activity, as well as the provision of new high quality homes. The Council want to bring about lasting benefits for residents, through an improved and well managed and maintained public realm, improved facilities and enhanced employment opportunities. There are significant development opportunities, and new development must bring investment to the area in a range of new facilities.
- 1.2 This SPD sets out Lambeth Council's planning framework for achieving this change. This takes forward work by the Great London Authority in the Waterloo Opportunity Area Framework (2007) and sets out how the Lambeth Core Strategy 2011 applies to Waterloo.

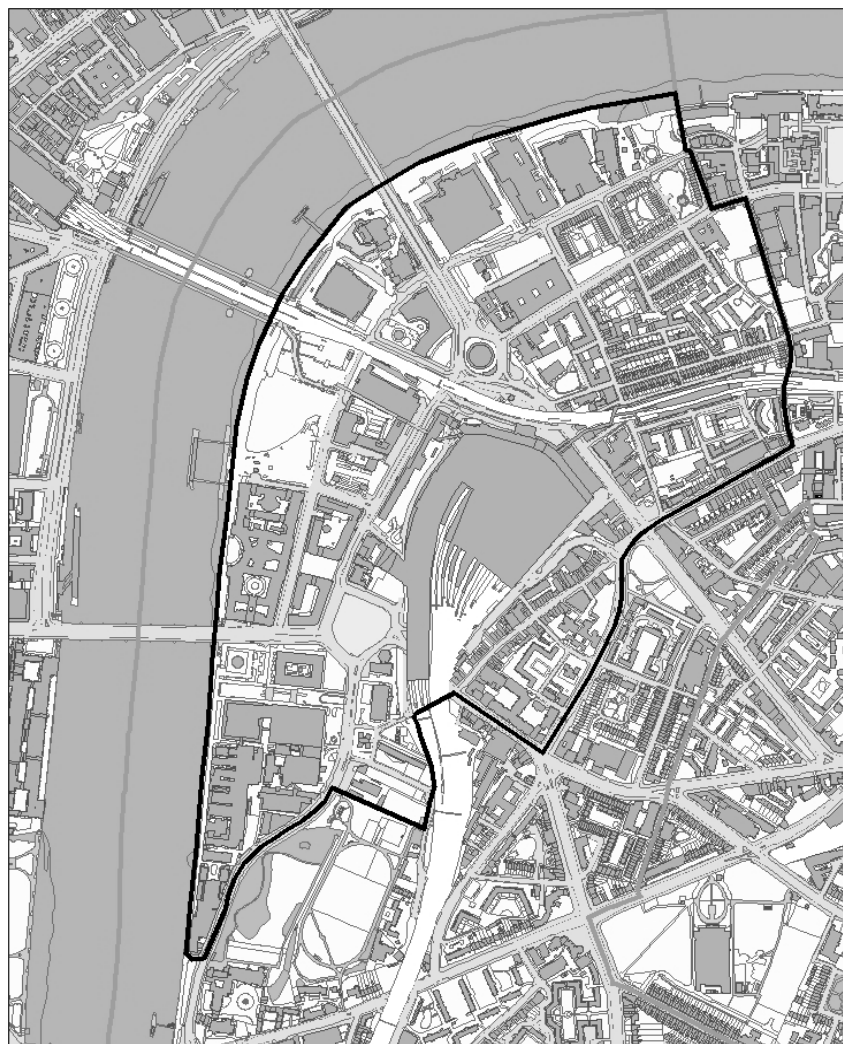
Figure 1 – Strategic location



The Waterloo SPD area

- 1.3 The SPD area is shown in figure 2. It is tightly defined to cover the core area of Waterloo, where the main development opportunities are considered to be. However, this core area acts as the town centre for north Lambeth and part of Southwark. The City of Westminster and Southwark share an extensive boundary with the area defined by the SPD. The Council is concerned that development in the core area brings regeneration benefits to the surrounding communities.
- 1.4 Lambeth Council will continue to work with the neighbouring borough of Southwark and Westminster to take forward the objectives of this SPD. Where appropriate, projects will need to be coordinated across the borough boundaries.

Figure 2 – The Waterloo SPD area



Waterloo Study Area
Borough boundary

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PURPOSE

- 1.5 The purpose of the SPD is to:
- Provide a development framework to ensure a comprehensive approach to the regeneration of Waterloo.
 - Apply policies contained within the Lambeth Core Strategy and the Mayor's London Plan (specifically to Waterloo).
 - Provide a framework within which Lambeth Council can assess development proposals and secure the highest design quality.
 - Coordinate public realm and infrastructure improvements.
 - Enable pooling S106 and CIL contributions on an area basis, where appropriate.

STATUS AND APPLICATION

- 1.6 The Waterloo Area SPD was originally adopted by the Council on 8 June 2009 following public consultation. The details of the consultation and responses are available on the Council's website – www.lambeth.gov.uk/planning. This 2013 version of the SPD has been prepared in order to link the SPD to the Lambeth Core Strategy which was adopted in January 2011 and provide guidance on the implementation of Core Strategy policies in Waterloo.
- 1.7 The SPD provides guidance for applicants in the preparation of schemes and is a material consideration in the determination of relevant planning applications. Section 38(6) of the Planning and Compulsory Purchase Act 2004 states that Local Planning Authorities must determine planning applications in accordance with the statutory development plan, unless material considerations indicate otherwise.

The Vision for Waterloo – A World Class Place

1.8 The vision for Waterloo is:

A World Class Place – The overall scale, design and layout of major proposals in Waterloo should form a coherent urban design, creating an area of world-class quality.

- **A desirable destination for cultural pursuits, business and pleasure.**
- **A place of work with particular emphasis on the creative and cultural industries.**
- **A place with a flourishing, cohesive and inclusive residential community.**
- **A place of high-quality, accessible open spaces with riverside walkways and views.**
- **A meeting place that is friendly, clean, colourful, safe, dynamic and diverse.**
- **A place that has world recognition.**

1.9 This SPD takes forward the Vision and sets out in detail how Lambeth will ensure that development is used to make Waterloo a world class place.

1.10 The different communities and mix of uses are vital to Waterloo's character and WCDG, SBEG, CSCB, WQBID and local councillors, and the WaCoCo community conference in October 2008, agreed the following as key tests for the area's future development and the SPD:

- **Waterloo's land and buildings currently balance 4 core functions and communities: residential, business, cultural, and transport.**
- **Future development in the area should maintain this balance while addressing these needs.**
- **No one function should be developed to the detriment of the others.**
- **All communities would benefit from improved retail, open space, and social infrastructure.**

1.11 Lambeth Council is a member of the South Bank Partnership (SBP) which brings together various organisations with an interest in the South Bank and the wider Waterloo area. The SBP Manifesto is supported by the Council and sets out similar aspirations for Waterloo to the Core Strategy:

- Economic growth, new developments, new jobs and better retail.
- Improved schools and training, especially to benefit local residents without work.

- A safe, clean and accessible environment for all.
- An efficient transport interchange and improved transport links.
- Improved health and housing and increased opportunities for culture, sport and recreation and community engagement.
- Reduced carbon emissions.

- 1.12 This SPD promotes change and growth in the Waterloo area. It is intended that a sustainable mix of high density development will provide jobs and new homes. Growth and the high levels of investment that will accompany it, will deliver a series of redevelopment schemes of exceptional urban quality. Infrastructure is critical to this given the role that Waterloo Station plays in London as a whole and that this is a place where people live and work. It is also a part of London where the increase in visitor numbers over the last decade has made a radical impact on the place as a destination and the level of infrastructure needed to service and facilitate these increases. The image of the London Eye is now synonymous with the image of the capital as a whole, both nationally and across the region.
- 1.13 This growth is expected to continue, and with the prospect of an increase in commercial, residential, cultural and retail development in the area. The Council wishes to see the area maturing into one of the most important urban centres on the South Bank.

CHAPTER 2

LAND USES AND FACILITIES

POLICY CONTEXT

- 2.1 The development plan framework for Waterloo is made up of the following documents:
- The Lambeth Core Strategy 2011
 - The London Plan 2011
- 2.2 In addition, the following documents are also relevant to development in Waterloo.
- The Waterloo Opportunity Area Planning Framework (2007).
 - The Lambeth Regeneration Delivery Plan (2007).
 - Our 2020 Vision: Lambeth's Sustainable Community Strategy (2008).
 - The South Bank Partnership Manifesto.
 - The Waterloo Open Space Audit and Strategy.
 - The Mayor's Transport Plan.
 - The Lambeth Local Implementation Plan.
 - The Prince's Foundation Vision and Plan for the Waterloo Area (2012).

The London Plan

- 2.3 The London Plan identifies Waterloo as an Area of Opportunity, within which residential and non-residential densities are expected to be maximised but carefully managed to take account of the existing community. The indicative estimates of growth for the Waterloo Opportunity Area for the period 2011 to 2031 are as follows:
- Employment capacity 15,000 new jobs.
 - Minimum 1,900 new homes.
- 2.4 Table A1.1 of the London Plan states:
- “The Area provides opportunities for intensification of commercial, residential and cultural facilities associated with a major transport hub, a major office location and a Strategic Cultural Area (see Policy 4.6). There is potential to enhance the South Bank and extend the cultural and entertainment offer as a major London visitor destination which can also be enjoyed by local residents and employees. This should be carefully managed to take account of local residential and other needs. In the short to medium term, reuse of the former International Station will provide significant new facilities and increased capacity for the station and the area, as well as expansion of rail services. In the long term, the station presents a major development opportunity.”*

- 2.5 Waterloo is also within the London Plan Central Activities Zone, the core area of activities that make London a capital and world city.

The Lambeth Core Strategy 2011

- 2.6 The Lambeth Core Strategy sets out the Council's planning policies for the whole borough, but also includes a strategic policy specifically promoting regeneration in Waterloo – Policy PN1. Policy PN1 should be read in conjunction with this SPD.
- 2.7 The rest of this chapter elaborates on promoting an appropriate mix of uses in Waterloo. Subsequent chapters of this SPD elaborate on the design, public realm and transport elements of Policy PN1.

BUSINESS AND EMPLOYMENT

- 2.8 Tackling unemployment is the key priority of the Lambeth Sustainable Community Strategy. The Council believes that the only way to deal with the root causes of the numerous social challenges it faces is to tackle the high level of unemployment within the borough. It aims to do this by: promoting high quality business places which are investment areas of choice for the private sector, thus enabling businesses to grow and create wealth and employment opportunities; supporting the development and growth of skills training and learning opportunities; and attracting new funding aimed at providing local employers with job-ready people.
- 2.9 Waterloo has an important role to play in this regard. It is one of central London's leading business districts, home to international companies such as Shell and IBM and a major teaching hospital. It is already the main area of private and public sector employment in Lambeth. Waterloo has excellent links and has considerable potential to accommodate more business activity, creating more jobs and opportunities for local people.
- 2.10 Policy S3 of the Core Strategy identifies the Waterloo Opportunity Area as a suitable area for large scale office development. In the area around York Road and Waterloo Station, much of the office stock is coming to the end of its useful life with the potential for redevelopment for modern office space.
- 2.11 Elsewhere in Waterloo, smaller businesses and social enterprises will be encouraged. Many railway arches have already been converted to provide for small business use, and there are still many opportunities, particularly in the south of the SPD area. In appropriate cases, commercial developments over 1,000 sqm will be required to provide premises for small and medium enterprises (see Lambeth SPD on s106 Planning Obligations 2008).
- 2.12 Certain development schemes will be required to provide local employment and training initiatives, for example, through supporting Employ SE1 and the Waterloo Job Shop (see chapter 8). This is to ensure that development schemes genuinely provide work and benefits for local people, and provide opportunities for those who find it difficult to get into or return to the labour market.

PROMOTING MIXED USES

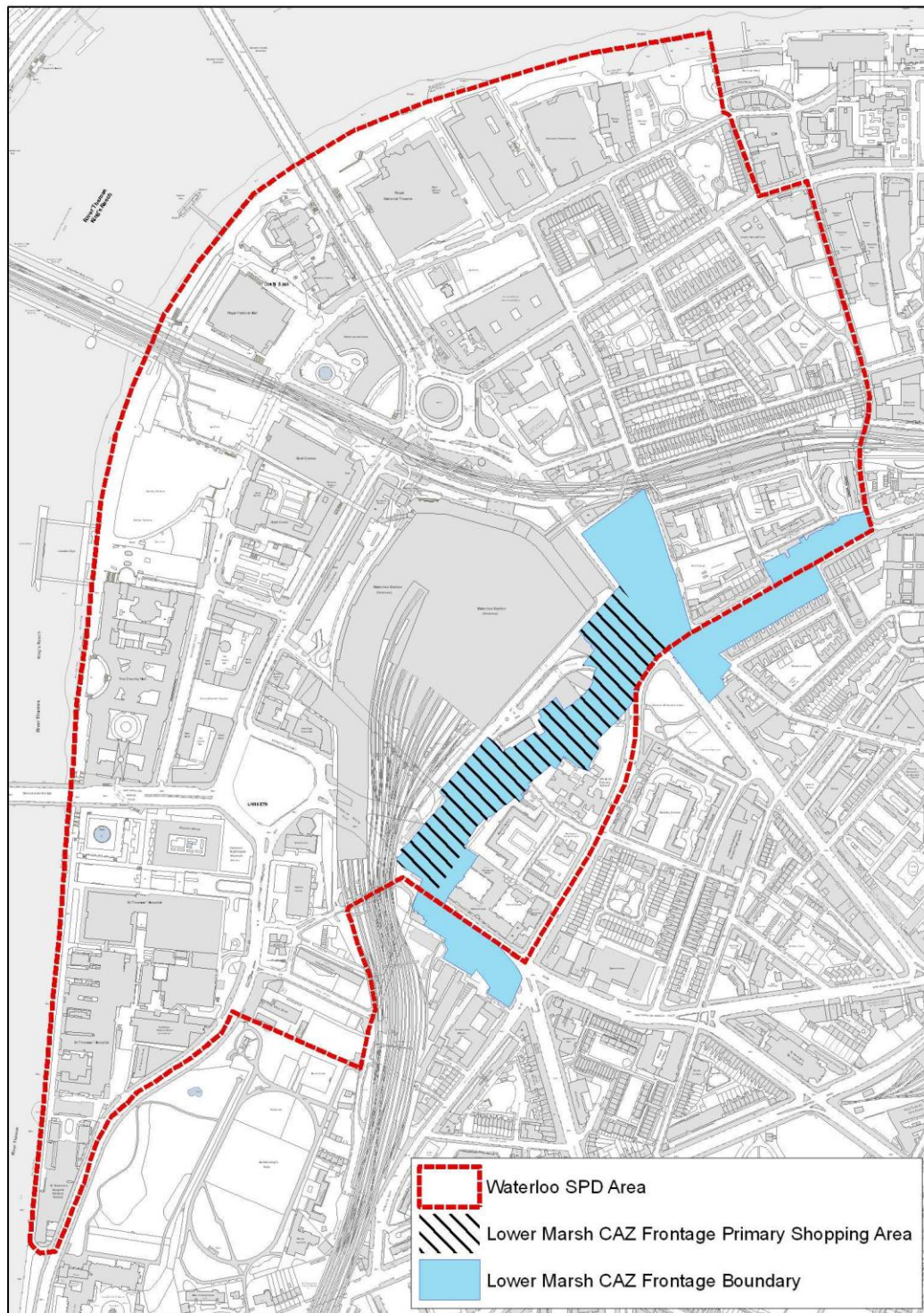
- 2.13 One of the strengths of Waterloo is its successful mixture of uses and communities. This adds to the interest and vitality of the area. In accommodating new commercial developments, Lambeth is concerned to continue this mixture and to discourage single use street blocks. Policy S1 of the Core Strategy promotes mixed uses generally and within the CAZ policy 2.11 of the London Plan encourages a mix of uses including housing where development schemes include an increase in office floorspace.
- 2.14 These policies help secure mixed use developments that include housing. The provision of housing that is affordable in this area is important to ensuring that a choice of housing is available for local people. Other uses will also be encouraged to ensure the provision of a range of services are available, such as shops and community facilities, both to the occupants of the development and the existing community.
- 2.15 Other than in the quieter residential streets, development will be expected to have active frontage uses at street level - to maintain and increase the level of activity on street. This helps to add interest and variety to the street for pedestrians, can help to make a place feel safer and generally helps to make a development more attractive at street level - rather than blank or obscured frontages.

RETAIL USES

- 2.16 The London Plan and Core Strategy designate Lower Marsh and The Cut as Central Activities Zone (CAZ) Frontage - effectively the main shopping area for Waterloo. This area is shown on Fig 3. Given the small unit sizes in Lower Marsh and existing business pattern, the Council will promote Lower Marsh as a centre for local needs and specialist, independent retailing. Redevelopment of the station and sites to the north will create opportunities for new retail facilities within the Opportunity Area. Retail developments outside the designated CAZ Frontage should demonstrate that they do not adversely affect it. Developments will be encouraged that benefit Waterloo as a whole by providing a greater range of facilities, improved links, and new and complementary uses.
- 2.17 In development schemes north of the station and the viaducts, retail uses may be permitted, in order to provide active frontages and meet local needs, but should not be of a type or scale that might adversely affect Lower Marsh. Lambeth will expect any improvements to Waterloo Station to provide more shops at street level that reinforce the shopping function of Waterloo and Lower Marsh and to improve links to Lower Marsh.
- 2.18 Priorities for local people are the provision of a supermarket to serve local convenience food shopping needs and more new shops in the area rather than more bars and restaurants. As identified within Section 7, it is considered that a supermarket could potentially be accommodated within the Waterloo International Terminal redevelopment. Lower Marsh is considered by the local community to provide for many local needs already, but in order to generate more footfall for

businesses there, a priority is to improve pedestrian routes from the station and the north.

Figure 3 – Lower Marsh CAZ Frontage



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HOUSING

- 2.19 Housing is concentrated to the east of Waterloo road and to the south of Waterloo Station. The White House and part of County Hall have also been converted to residential use. In total the SPD area has an existing population of 5,000 people and 2,700 households. The housing stock is mostly purpose-built low-rise terraced housing, small properties and some five to seven storey mansion blocks.
- 2.20 Policy S2 of the Core Strategy promotes the provision of new housing in Lambeth and requires housing developments to include a mix of dwelling types, affordability and size of unit, having regard to local circumstances and site characteristics. The Waterloo Area SPD should be read in conjunction with Policy S2.
- 2.21 The London Plan target of at least 1,900 new homes in Waterloo by 2031 will help meet Lambeth's own targets for providing new homes for the borough as a whole.

SOCIAL AND COMMUNITY FACILITIES

- 2.22 Generally, the Council will seek to ensure that the community is supported by good social community facilities. The arts organisations that make up the South Bank Arts Complex provide the largest concentration and range of community facilities in the area. They include the long term residency of SEI United in the Royal Festival Hall, the media library in the BFI as well as the free open foyers and outdoor spaces in and around all the venues which are artistically animated all year round. Whilst these excellent arts institutions provide local support (for example the National Theatre works with the local community, Coin Street, WAC, Age Concern Lambeth and Blackfriars Settlement), they tend to obscure attention from the poor provision of local community facilities, especially sport, leisure and library. New development will only add to the number of people in the area and increase pressure on already stretched services.
- 2.23 It is therefore vital that new development does not exacerbate this problem and makes proportionate s.106/ CIL contributions or offers creative solutions to enhance existing and new services with the Council. The Council will pool these contributions with a view to bringing forward new facilities in Waterloo. In larger schemes, there may be opportunities for on-site provision of accommodation.
- 2.24 Existing provision, projects and gaps in community provision are as follows:
- Sport and leisure: An approved scheme at Doon Street will provide a new swimming pool and indoor leisure centre for North Lambeth. Currently the only public indoor facilities are provided at the Colombo St Sports centre (in Southwark). Outdoor recreation facilities are located at Paris Gardens/Hatfield and Archbishops Park. The Sports Action Zone project provides sport activities for local young people and intends to provide more facilities at the former Lilian Baylis School site, Lollard Street (south of Lambeth Road). Additional open space and amenity space is needed generally across the Waterloo area.
 - Children's play areas. Good quality facilities are provided at Archbishops

Park, Jubilee Gardens, and Ufford Street. A new play area is proposed adjacent to the riverside walk and the ITV building.

- Health facilities – Lambeth PCT aims to consolidate other primary health care facilities for Waterloo in or near Lower Marsh/ Waterloo Road. This is likely to be in partnership with Southwark PCT to serve the area south and east of Lower Marsh and the Cut. The PCT has indicated that between 2,000-3,000 sqm floorspace is likely to be required.
- Library – a new permanent facility is needed for Waterloo – as part of a community hub or part of a new development. A new library, subject to availability of funding, could bring opportunities to provide a greater range of services and in a more attractive and accessible building. Any redevelopment of the Waterloo Jobshop and Library site should make provision for a route through into the station.
- Schools – Lambeth is committed to providing new primary school places and in North Lambeth these are programmed to be delivered first at Vauxhall School where there are fewer constraints. There may be longer term potential to expand Johanna School should there be sufficient demand/ population growth. Additional secondary school places will also be needed but these will have to be provided elsewhere in Lambeth as the London Nautical School site at Stamford Street has already been expanded.
- Community meeting rooms and resources. The Coin Street neighbourhood centre on Stamford Street provides modern, high quality meeting rooms and facilities for community groups, and various facilities are provided at the Living Space on Waterloo Road. The Waterloo Action Centre, at the old library on Baylis Road, is used by a range of community groups and classes but is outdated accommodation and needs renewal. Ethelm House, on Cornwall Road, is derelict and should be brought back into community use. A number of community events and activities are currently run from St John's Church adjacent to the IMAX roundabout and there are proposals to develop the church to provide greater access for new and existing community projects. Improvements to St John's Churchyard will form part of these proposals and include higher quality public space.
- Policing – existing policing facilities should be protected and additional policing facilities will be required across the SPD area to mitigate the impact of the proposed development and the increase in residents and visitors as required by the MOPAC/MPS.

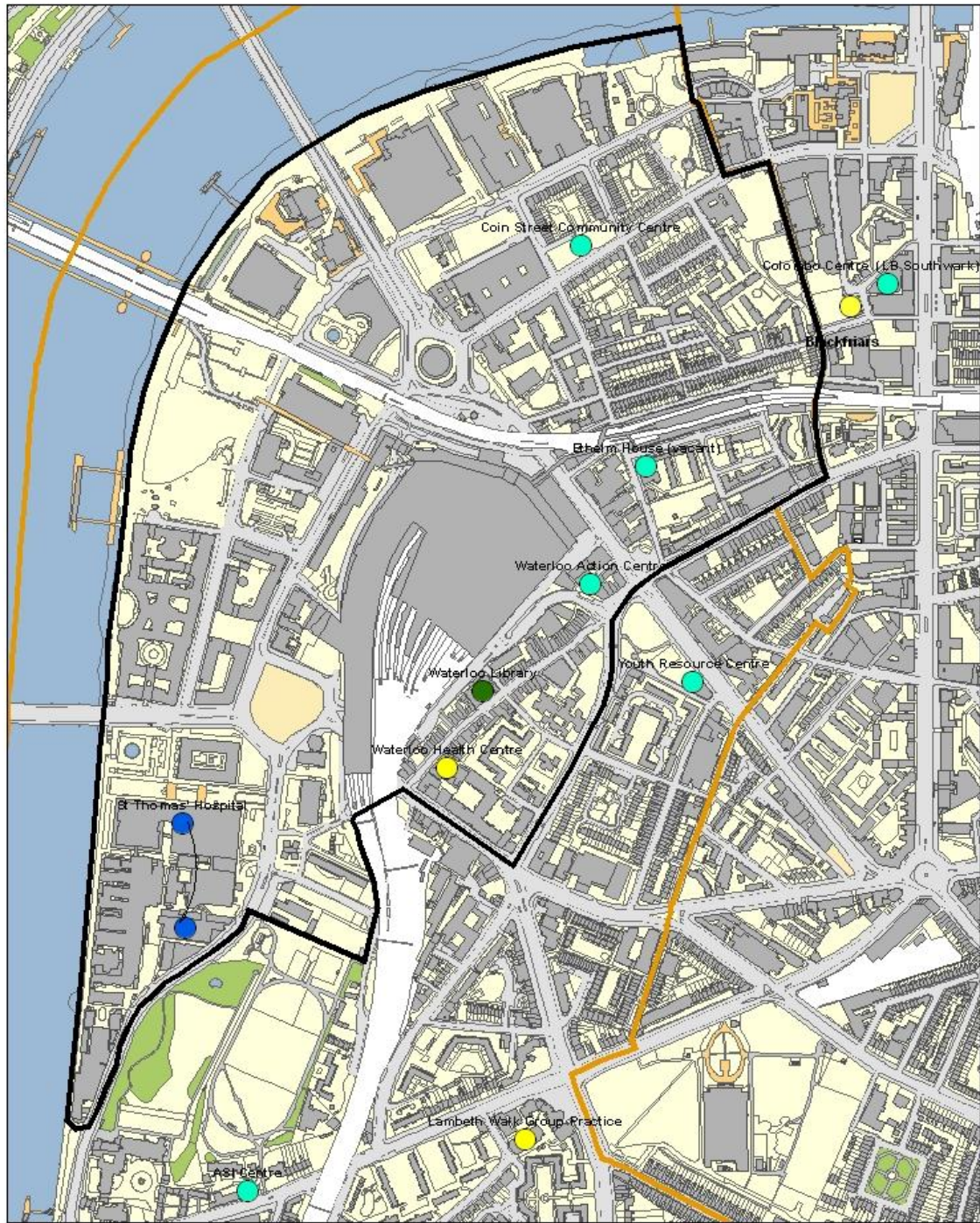
2.25 St. Thomas' Hospital is not strictly a local community facility, but provides higher level health services. This facility benefits the people of Waterloo but most people will be travelling from some distance to use this hospital. It is also important in providing local employment and in supporting local services.

2.26 The Guy's and St. Thomas' NHS Foundation Trust intends to renew facilities at St. Thomas' and the Council supports the hospital and the Trust's development strategy. The Trust is working towards achieving the status of an Academic Health

Services Centre and has a programme for development and improvements to the range and quality of health services on the site. This programme includes bringing old buildings up to modern standards and building new purpose-designed facilities. Development of Founder's Place will provide more flexibility on the hospital site to pursue the programme. Outside the site, pedestrian routes from the station and Lower Marsh to the hospital are currently not obvious and are unattractive. These routes and connections need to be improved.

- 2.27 There are significant higher education uses in Waterloo, with Notre Dame University of Indiana and King's College London both located on Stamford Street, and other colleges close by. King's College has ambitious plans to expand its presence at Waterloo and contribute to a combined cultural and educational quarter. The Council supports King's College's strategy to achieve the highest quality facilities including related and supporting facilities such as staff and student accommodation.

Figure 4 – Existing community facilities



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|---|---------------------|---|-----------------|
|  | Waterloo Study Area |  | Hospitals |
|  | Borough boundary |  | Community Halls |
|  | GP practices |  | Libraries |

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ARTS AND CULTURE

- 2.28 The South Bank is Europe's premier arts and cultural centre and is recognised in the London Plan as being a strategically important area for arts, culture and entertainment. Waterloo is also home to the Old Vic and the Young Vic on The Cut and the Doon Street development will provide a home for the Rambert Dance Company. Improvements are planned to modernise and expand the Southbank Centre, the National Theatre and the BFI National Film Theatre. The public realm around these important institutions also needs improving and maintaining to accommodate higher numbers of visitors, to provide better pedestrian links and to create an appropriately high quality setting.
- 2.29 The Council supports the regeneration of the South Bank and specific improvements to the South Bank Arts Complex are set out in Chapter 7. Where commercial enabling development is necessary, the Council aims to ensure that the concentration of arts and culture attractions is not diluted. Lambeth's approach is set out in the saved UDP policy 30.

HOTELS AND TOURISM

- 2.30 The Mayor of London is promoting London as a global tourist destination and aims to spread the benefits of tourism throughout the capital. In order to achieve this, the London Plan aims to provide a net increase of 40,000 hotel bedrooms by 2031 and advises boroughs to focus strategically important new visitor provision on Opportunity Areas within the CAZ, such as Waterloo.
- 2.31 Policy S3 (f) of the Core Strategy steers large hotel developments to locations with good public transport accessibility, such as the Waterloo Opportunity Area. With its excellent public transport links and close proximity to the South Bank and Covent Garden, Waterloo is considered a good location for hotel development.
- 2.32 Visitor attractions, businesses and hotels should ensure that the amenity of residents is preserved as far as possible. Such organisations should contribute to measures for the better management of visitors, e.g. coach management, litter collection, and queue management.
- 2.33 Applications for apart-hotels and short term/temporary accommodation are treated as hotels for the purposes of assessing planning applications. The Council is concerned that these types of accommodation do not create jobs in the same way that hotels do and tend not to create active frontages. Proposals for this type of accommodation will be assessed carefully, taking into account such concerns.

DEVELOPMENT OPPORTUNITIES

2.34 There are several large and obvious development opportunities in Waterloo. These are listed below. Further information on some of these sites can be found in chapter 7.

	Site	Potential for development
1	Waterloo Station & Waterloo International Terminal	Remodeling of Waterloo Station to increase station capacity with potential for enabling development above and utilisation of arches space below to help fund the station improvements.
2	Elizabeth House	Redevelopment of post-war office buildings.
3	Shell Centre	Mixed use development with potential to improve pedestrian links and public realm.
4	South Bank Arts Complex	Renewal of the arts and cultural facilities with improved public realm.
5	St.Thomas' Hospital	Improvements to the hospital.
6	York House/ Beckett House, Westminster Bridge Road	Redevelopment of office buildings.
7	Founders Place, Lambeth Palace Road	Residential development plus hospital accommodation.
8	2-6 Hercules Road	Scope for infill development.
9	111-141, Westminster Bridge Road	Utilisation of space under arches.
10	Doon Street	Mixed use development with sports centre for community use.
11	Coin Street Neighbourhood Centre, Stamford Street	Development of community and arts facilities (neighbourhood centre completed – part of site remains vacant)
12	Gabriel's Wharf and Prince's Wharf	Mixed use, mainly affordable housing and active frontage uses.
13	Union Jack Club/Mercury House, Waterloo Road	Redevelopment of office and hotel accommodation with active frontage uses.
14	Cornwall Road, The Cut	Development in place of bus garage, providing a suitable replacement can be found.

Figure 5 – Development opportunities



CHAPTER 3

URBAN DESIGN

INTRODUCTION

- 3.1 The Vision and Policy context in Chapters 1 and 2 establish the potential for higher density development in Waterloo. The Council is concerned to ensure that accommodating this new development is used as a positive opportunity to improve Waterloo's environment so that it lives up to its potential as a key part of central London. New development should build on the strengths of Waterloo's existing character and redevelop poor quality sites so that they become assets to the area.
- 3.2 This chapter sets out urban design analysis and design guidance for Waterloo, elaborating on policy PN1 of the Core Strategy. Proposals to improve the public realm are set out in Chapter 5.

HISTORIC DEVELOPMENT

- 3.3 Waterloo was once part of Lambeth Marsh, an area of marsh and sandbanks stretching from Blackfriars Road round to Lambeth Bridge in the South. It contained a village called Lambeth Marsh – later 'upper' and 'lower' Marsh. To reclaim the riverfront, an embankment, Narrow Wall (now Upper Ground), was built to contain floods and provide a causeway along the edge of the marsh. By the 17th century, riverfront land was being used for timber yards and wharves as well as osier beds, and in the 18th Century, industrial buildings began to appear.
- 3.4 The 19th Century introduction of massive pieces of infrastructure radically altered Waterloo. In 1817, Waterloo Bridge was opened - on the second anniversary of the Battle of Waterloo. Waterloo Road was then built to connect the new bridge with St George's Circus. The bridge and its approach roads acted as a catalyst for development such as Roupell Street and St John's Church. By the 1840s the area was completely built upon with workers' housing and industrial buildings.
- 3.5 In 1848 the first Waterloo Railway Station was built on Waterloo Road, followed by extension of the railway from London Bridge to Charing Cross, with the completion in 1864 of Hungerford Bridge and the Charing Cross viaduct. In 1869 Waterloo Junction Station was built - now Waterloo East Station.
- 3.6 Industries including printing works became established in the area. In 1914 W.H. Smith & Son established a printing works at 127 Stamford Street replacing some terraces and in 1921 London County Council set up a printing school within the Nautical School buildings.
- 3.7 Waterloo suffered significant bomb damage during World War II but those parts that escaped intact are today protected in conservation areas. In 1951, the land between Waterloo Bridge and County Hall hosted the Festival of Britain. The Festival's only permanent building was the Royal Festival Hall (RFH) erected 1949-51. The Festival triggered redevelopment of the area as the 'South Bank'.

- 3.8 The end of the GLC in 1986 resulted in a major loss of employment, but since then buildings have been reused and redeveloped as hotels, visitor attractions and flats. The erection of the London Eye, the new Hungerford footbridges and other attractions along the South Bank have established the area firmly as part of central London's visitor offer.

CONSERVATION AND HERITAGE

- 3.9 There are five conservation areas in Waterloo - see Figure 7. Each is covered by a Conservation Area Statement.
- 3.10 **South Bank Conservation Area**
A nationally important collection of 20th Century buildings front the South Bank and is an architectural showcase for the post-war period. The Queen's Walk and other public spaces provide a setting for these listed buildings and a context for numerous important views. The buildings have high group value and their linear character and unity of treatment with common materials (Portland Stone) makes them easily identifiable. Although monumental in scale, they are relatively low in height (8-10 storeys) with the exception of the Shell Centre and ITV tower.
- 3.11 **Waterloo Conservation Area**
The Waterloo Conservation Area represents mostly 19th and early 20th Century development with a mix of architectural styles and land uses from residential terraces to substantial commercial buildings. Small office, retail and restaurant uses within the Conservation Area enhance its character. The majority of buildings within the Conservation Area make a positive contribution to its character and appearance including the terraced houses. St John's churchyard provides the only open space and its contribution to the Conservation Area is considered high.
- 3.12 **Roupell Street Conservation Area**
The character of the area stems from the symmetry of the two storey cottages as well as the very modest height and scale of the buildings. It comprises close-knit, formal streets, lined with robust early 19th century terraced houses which are rare survivors from the period and very well preserved. The majority of the buildings make a positive contribution to the Conservation Area and are listed.
- 3.13 **Lower Marsh Conservation Area**
Lower Marsh is one of the most historic routes within Lambeth, lined with 19th Century commercial development and some re-fronted 18th Century buildings. The Conservation Area also includes Baylis Road, where it merges with Lower Marsh and the former Fire Station fronting Waterloo Road. Waterloo Station is visible from various parts of the Conservation Area and is, itself considered by English Heritage as an undesignated heritage asset. Any development on the station should step down towards Lower Marsh to avoid overwhelming the area.
- 3.14 **Lambeth Palace Conservation Area**
The Lambeth Palace Conservation Area has at its heart the exceptionally important Lambeth Palace, a complex of buildings originating in the medieval period. The Conservation Area also includes the former St Mary's Church, the

Victorian buildings of St Thomas Hospital and historic development along Lambeth Road. Lambeth Palace Gardens are a Grade II registered park and garden.

3.15 Westminster World Heritage Site

The Westminster World Heritage Site (WHS) is immediately across the river from St. Thomas' Hospital. Development in Waterloo should not adversely affect the outstanding universal value or setting of the WHS. This SPD should be read in conjunction with the Draft Statement of Outstanding Universal Values (OUV) in the London's World Heritage Sites Setting Guidance Supplementary Planning Guidance.

3.16 Lambeth Palace

Lambeth Palace and Westminster WHS have a significant relationship. Development in Waterloo should not adversely affect this relationship.

3.17 Neighbouring Conservation Areas

Immediately across the river in Westminster are a number of Conservation Areas; Westminster Abbey and Parliament Square, Whitehall, Smith Square, Millbank, Savoy and Strand Conservation Areas. Equally, in adjoining Southwark there is the Old Barge House Alley Conservation Area and the Grade II Listed features at Stamford Street and Hatfields.

Figure 6 – Adjacent Conservation Areas

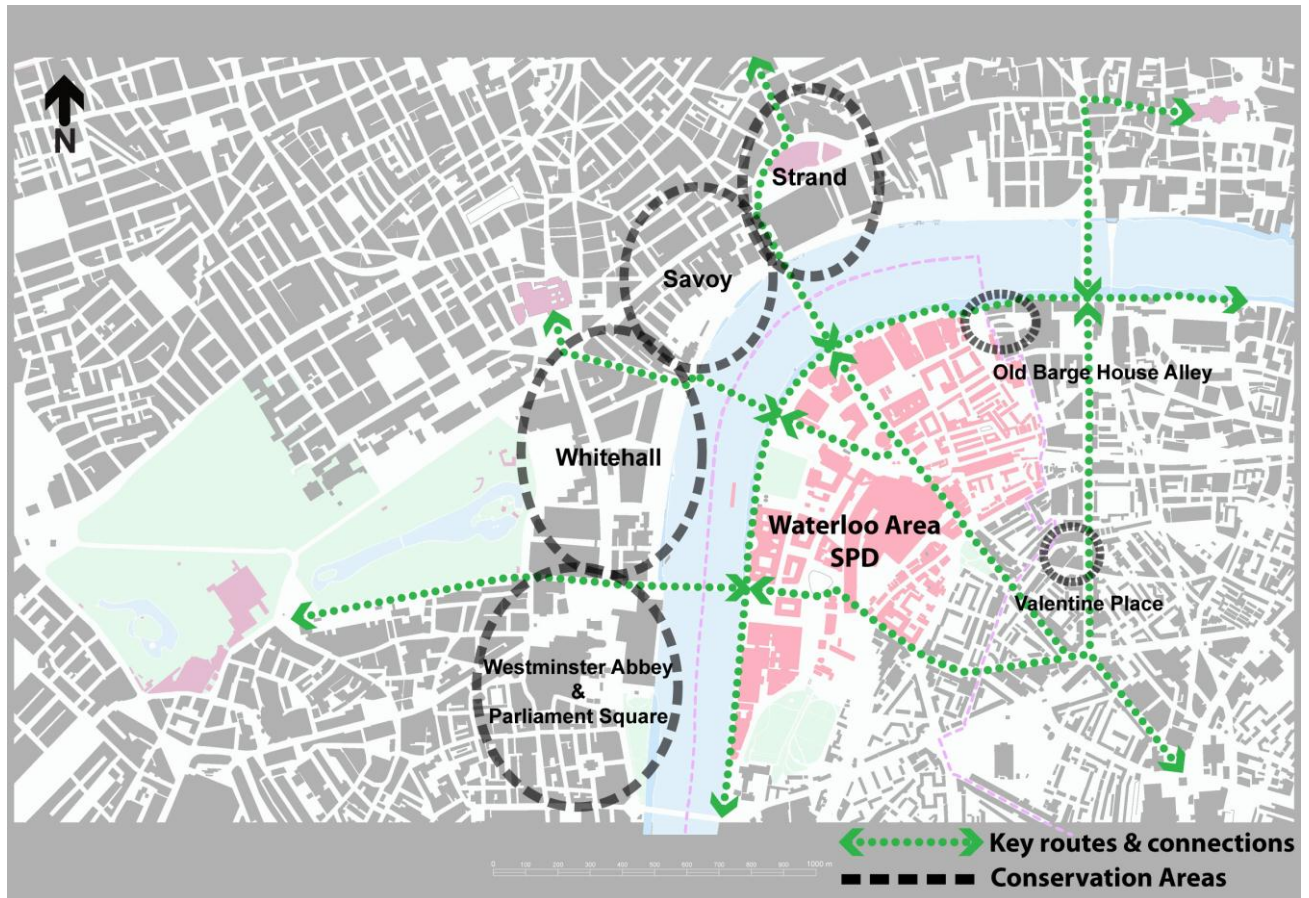
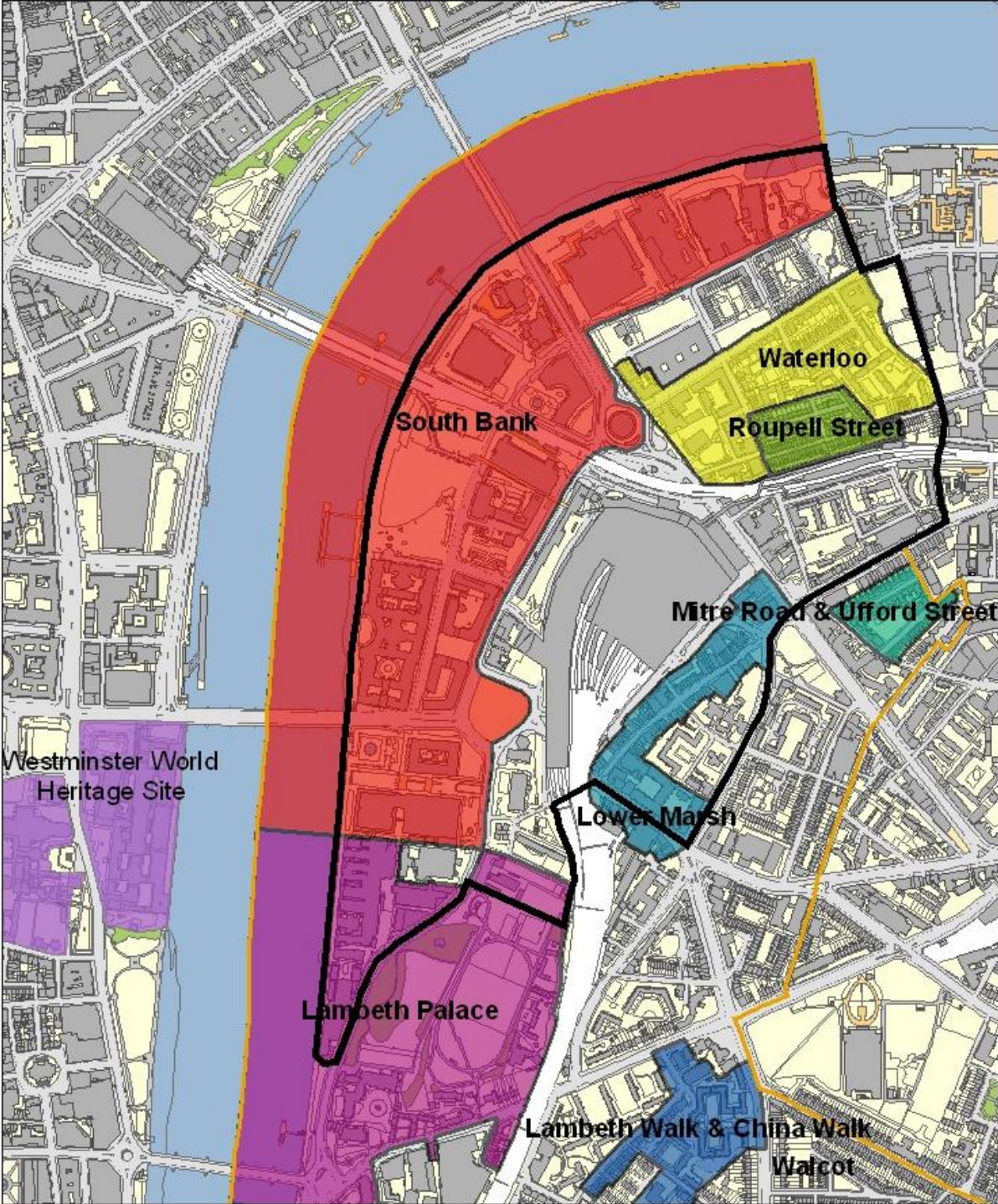


Figure 7 – Conservation Areas



- | | |
|----------------------------|----------------------------------|
| Conservation Areas | Waterloo Study Area |
| Lambeth Palace | Borough boundary |
| Lambeth Walk & China Walk | Westminister World Heritage Site |
| Lower Marsh | |
| Mitre Road & Ufford Street | |
| Roupell Street | |
| South Bank | |
| Waterloo | |

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3.18 Listed Buildings

There are many buildings in Waterloo of historic and architectural importance. Figure 8 illustrates the grade I, II* and II listed buildings within Waterloo. Listed buildings within the SPD area are listed below:

Grade I

Royal Festival Hall, Belvedere Road

Grade II*

Royal National Theatre, Upper Ground

Waterloo Bridge, Waterloo Road

Church of St. John with All Saints, including various Grade II listed walls and tombs, Waterloo Road

Old Vic Theatre, Waterloo Road

Main block of County Hall, Belvedere Road

Westminster Bridge, Westminster Bridge Road

South Bank Lion, east end of Westminster Bridge Road

Grade II

Block 5 and Governor's Hall of St. Thomas' Hospital

Chapel, St. Thomas' Hospital

South Wing, St. Thomas' Hospital

Fountain in the courtyard of Shell Centre

250m of river wall with 19 lamp standards

Balustrade with five lamp standards immediately north of County Hall, Belvedere Road

Façade of 133-155 Waterloo Road

Royal Waterloo Hospital, Waterloo Road

150 Waterloo Road (London Ambulance Service HQ)

121 Westminster Bridge Road

2-18 (even), 20-30 (even), 23, 37, Whittesley Street

1-61, 73 Roupell Street

St. Andrew's and St. John's CofE Primary School, Roupell Street

St. Andrew's House, Roupell Street

61 Stamford Street, (London Nautical School)

63 Stamford Street

65-87 (odd) Stamford Street

89, 91, 96-123 Stamford Street

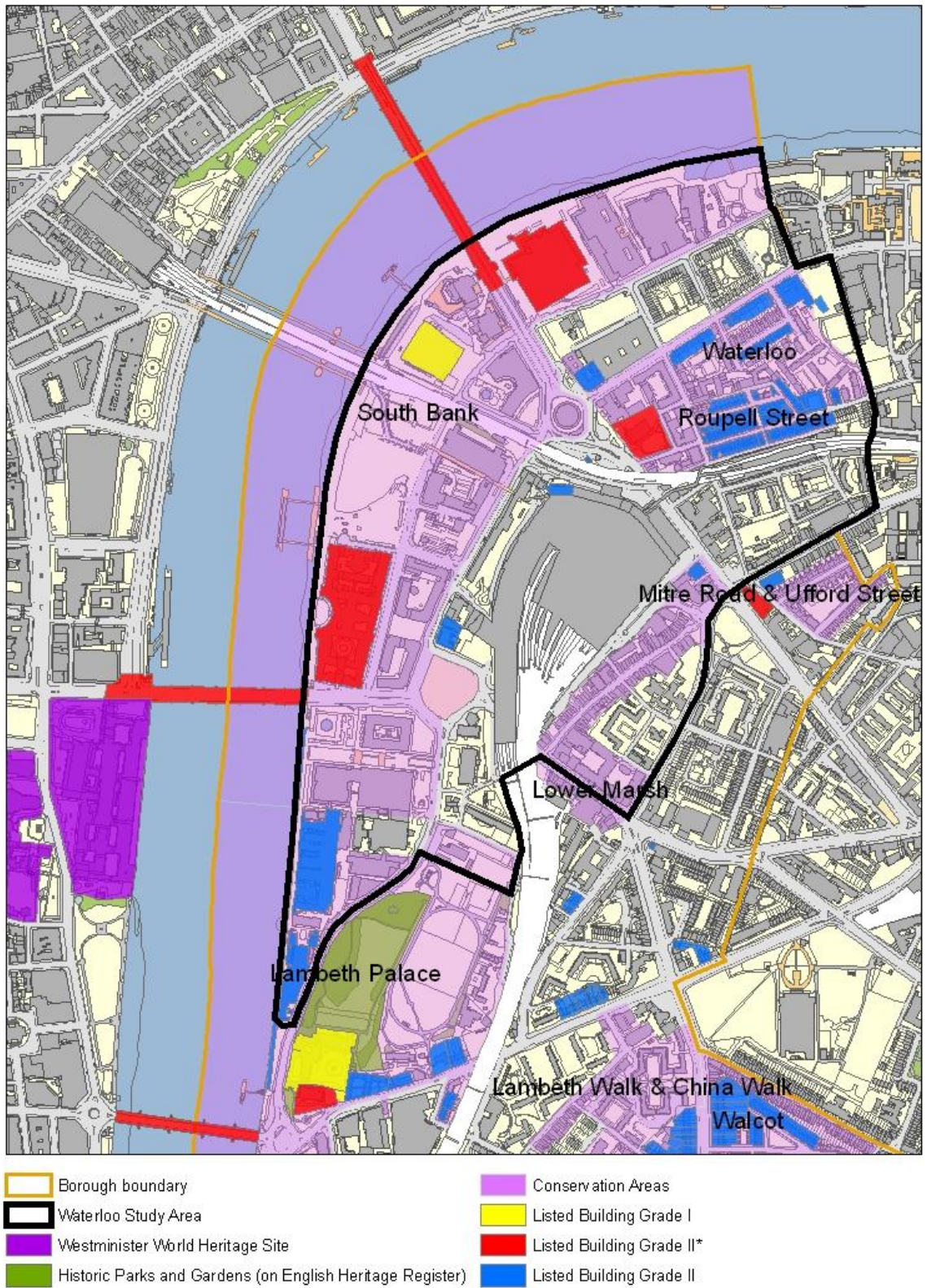
Victory Arch, Waterloo Station

5, Whichcote Street

General Lying-In Hospital, York Road

Tower of form Christchurch and Upton Hospital.

Figure 8 – Listed Buildings



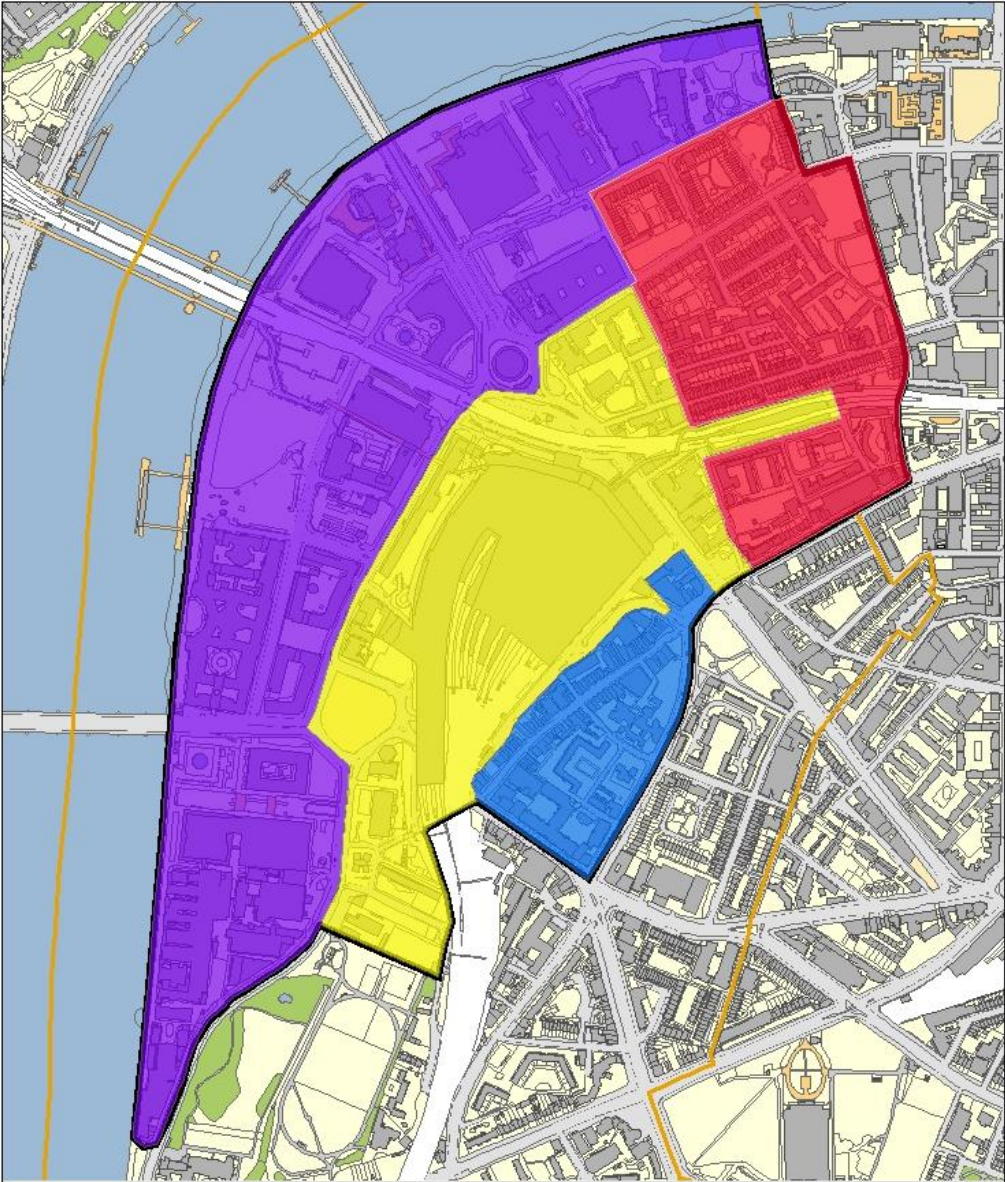
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CHARACTER AREAS

- 3.19 Waterloo is an area with a strong character and identity; the river and associated cultural attractions, the large railway infrastructure, and the finer grained residential areas all contribute to Waterloo's distinctiveness. Whilst the need for regeneration is evident, it is vital that development responds to Waterloo's existing character.
- 3.20 Policy PN1 (c) of the Core Strategy divides Waterloo into four character areas: the Riverside Character Area, the Railway Character Area, the Residential Character Area and the Lower Marsh Area. These are analysed in more detail in the following sections and are illustrated in figure 9.
- 3.21 **Riverside Character Area**
The Riverside Character Area extends from the riverside back to Upper Ground, York Road and Lambeth Palace Road and was originally developed in the 19th and 20th century from former wharves. It includes the South Bank cultural attractions, the London Eye and the Albert Embankment.
- 3.22 The area is characterised by 20th Century large-scale, stand-alone buildings with a strong horizontal emphasis. Strategic views that cross the area restrain building heights, but there are a number of tall buildings, including the Shell Tower (26 storeys/107m), the ITV building (27 storeys/85m) and the London Eye (135m). Due to the large block sizes, connections between the Riverside Walk and the interior are infrequent and are typically service access with low quality streetscape.
- 3.23 **Railway Character Area**
The Railway Character Area is dominated by Waterloo station and viaducts, which create a massive barrier and divide the area. The area includes large-scale office buildings of coarse grain and massing ranging from 10 to 25 storeys. Most of these post-war developments include poor public spaces and lack strong, active frontages. The area's environmental quality is poor and needs improving.
- 3.24 There has been strong development interest in sites to the west of Waterloo station for high-density office and residential developments, and redevelopment of these key sites would provide modern accommodation and enhance the townscape.
- 3.25 **Residential Character Area**
The residential area to the north of Waterloo station comprises high quality 19th century terraced houses with tight, formal streets. The predominant development form is the urban street block with buildings following the perimeter. This creates well-defined streets with a clear distinction between public and private spaces.
- 3.26 There is a mix of small to medium-sized blocks filled with 2-to 5-storey buildings. The typical depth of a block ranges between 40m and 90m and the length varies between 90m and 150m. Most blocks are divided into fine grain development plots which enhance adaptability. Although predominantly residential, the area comprises at its edges a mix of offices, schools, retail and community facilities.
- 3.27 **Lower Marsh Area**

The Lower Marsh Area is focused on the Lower Marsh shopping street, lined with 19th Century commercial buildings and some re-fronted 18th Century buildings. Commercial uses continue along part of Westminster Bridge Road. Development is in perimeter block layout, with blocks divided into fine grain plots. Buildings are 2 to 5 storeys in height. Retail uses fill the ground floor and residential uses on the upper floors on Lower Marsh. Stand-alone developments sit along the area's south-eastern edge such as Johanna School and Munro House.

Figure 9 – Character areas

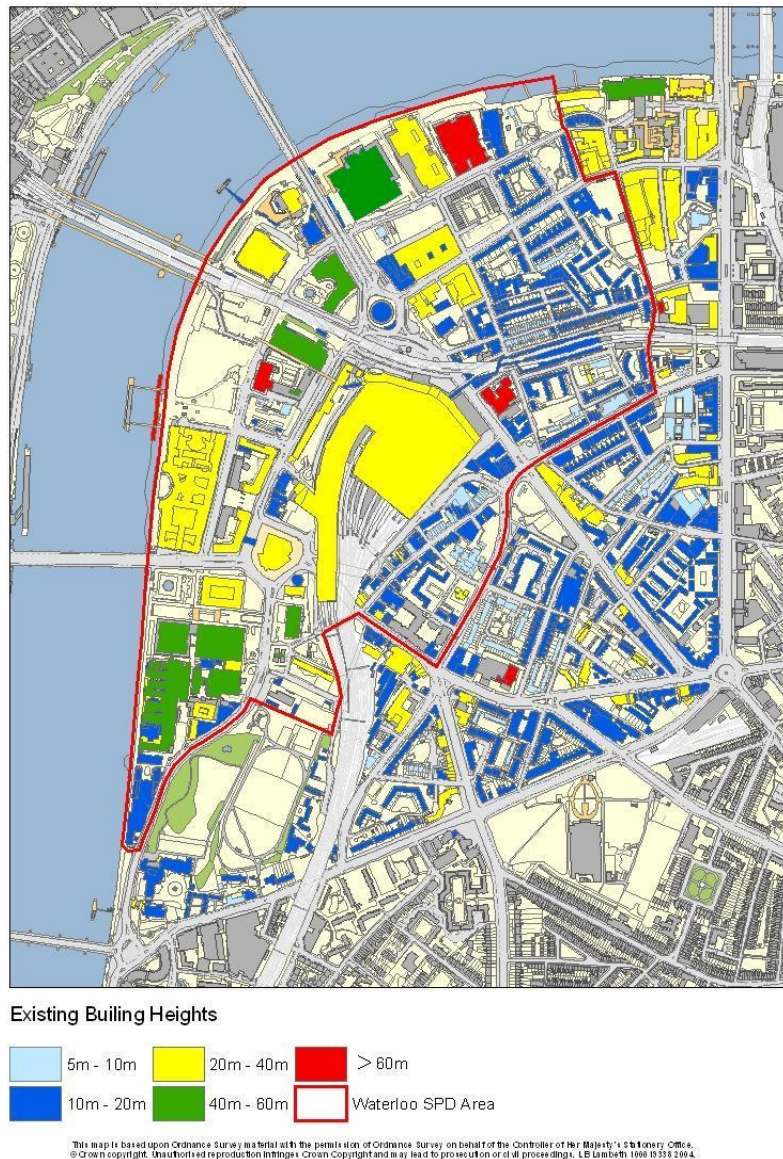


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Building Heights and Scale

- 3.28 Figure 10 shows the heights of existing buildings in Waterloo. The skyline focal point of Waterloo from 1961 was Shell's 107m 26-storey headquarters, but since 1999, the focal point on Waterloo's skyline has been the 135m high London Eye.
- 3.29 The series of structures along the riverside are monumental in scale yet relatively low in height. They have a linear character and building height between 8-10 storeys. The monumental nature of these buildings needs to be maintained and not eroded through crowding by development of an inappropriate height and density. These are punctuated by tall buildings - the ITV building (85m), the OXO tower (67m) and Kings Reach (111m) (the latter two in Southwark). Permission has been granted for a 144m tall tower on Doon St, behind the National Theatre.
- 3.30 Around the station, the Union Jack Club on Waterloo Road rises to 79m and Elizabeth House has 14 storeys. South and east of the station, building heights fall rapidly away to domestic scale architecture, with the 2 storey terraced housing on Roupell Street and 3-5 storey blocks at Coin Street, The Cut and Baylis Road.

Figure 10 – Building heights



IEWS

- 3.31 Policy S9 (c) of the Core Strategy and saved policy 41 of the UDP set out how Lambeth will manage important views and assess development proposals within them. Further detailed guidance specific to each of the views is set out in the GLA's London View Management Framework.
- 3.32 Views of importance to the whole of London are protected by the London View Management Framework (2012). The LVMF SPG is based on 2011 London Plan policies.
- 3.33 The Westminster World Heritage Site (WHS) adds an important contribution to Lambeth's setting and the desirability of the Waterloo area for development and as a visitor destination. The universal outstanding value of Westminster (WHS) and its protection will add a significant constraint to the height of development at

Waterloo station. As elsewhere in London, cross-borough working is crucial to ensure the protection of the WHS and cross-river views.

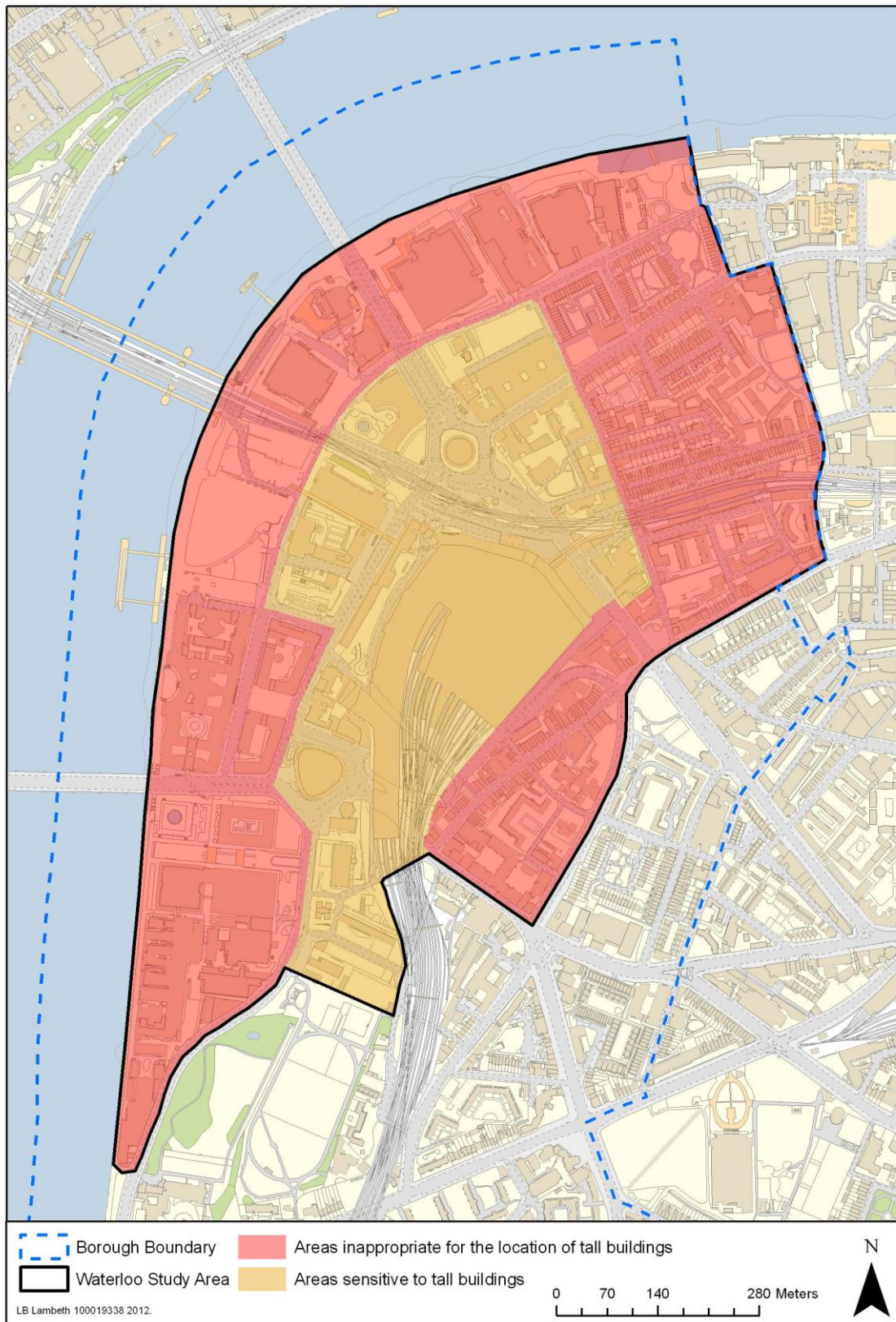
- 3.34 Background development that would appear above the roofline of the Palace of Westminster should be refused. Buildings that appear in the gap between Elizabeth Tower and Portcullis House have the potential to diminish the significance of Elizabeth Tower, calling for buildings to be sensitively designed and be of the highest architectural quality. It is imperative that any building or part of a building that appears in this view does not materially detract from the scale and importance of Elizabeth Tower and does not draw the eye away from it.
- 3.35 The LVMF (2012) introduces Protected Silhouettes for linked assessment points 27B.1 and 27 B.2. These safeguard the silhouette of the Palace of Westminster World Heritage Site from the encroachment of development in its background. The extent of the area affected in Lambeth extends the length of the Albert Embankment (between Vauxhall Bridge and Westminster Bridge). Development sites along York Road are outside the background area of the protected silhouette but are in the background area of view 27A.

INCREASING THE DENSITY OF DEVELOPMENT

- 3.36 It is accepted that the Waterloo area will be higher density than other parts of the Borough, but that the nature and form will be heavily influenced having due regard to Waterloo's existing character and the heritage and views that cross the area. Taller buildings are likely to be most appropriate in the Railway Character Area where many buildings are from the post war era and would benefit from redevelopment.
- 3.37 Waterloo station is currently the focal point of Waterloo. Improvements to the public realm in front of the station are necessary to reflect this importance. The Victory Arch, the iconic centrepiece of the station, will be maintained as a vital piece of the area's history and identity. Over time though, with the scale of development proposed in other areas, the intention is that the station becomes part of a network of buildings and streets, rather than a single structure that dominates, at the expense of other 'place making' ambitions.
- 3.38 To reinforce this, there are opportunities to improve built development and public realm generally throughout the area. The importance of improving permeability cannot be understated including through the Elizabeth House site, the Shell Centre, under and throughout the station and viaducts.
- 3.39 Permeability to and from and through the station is critical, particularly to connect Lower Marsh into the area where large scale development is anticipated to take place.
- 3.40 Improving pedestrian linkages to the riverside walk and bringing the activity currently enjoyed along the South Bank into the heart of the Waterloo area is an essential part of the overall urban design framework.

- 3.41 Figure 11 sets out in more detail those areas which are sensitive or inappropriate for tall buildings as recommended by English Heritage and CABI's guidance on tall buildings. This figure takes into account the heritage and character assets set out earlier in this chapter and provides guidance as to where protection of those assets creates the greatest constraints for building taller:
- Areas inappropriate for tall buildings (red) – where development significantly above the existing contextual height will not normally be appropriate. This area is mainly made up of smaller scale residential streets or designated conservation areas.
 - Areas sensitive to tall buildings (amber) – areas where there is potential to build taller subject to the design of the proposals satisfactorily addressing views and the setting of heritage assets.
- 3.42 In assessing development proposals and appropriate height, the Council will consider the specific merits and impacts of the scheme. Proposals for tall buildings in any of the above areas will be subject to urban design considerations. Figure 11 does not preclude tall buildings if other policy criteria are met and the quality of the proposals justify support.
- 3.43 The network of Underground lines which converge at Waterloo provides excellent accessibility but also necessitates additional engineering features for new buildings which can affect height and location. These engineering requirements will affect the eventual form of the cluster. Developers are recommended to contact London Underground Infrastructure Protection at Transport for London before design work commences on any site.

Figure 11 – Areas appropriate for tall buildings



DESIGN GUIDANCE FOR TALL BUILDINGS

- 3.44 Tall buildings are defined in the London Plan as buildings that are significantly higher than their surroundings and/ or have a considerable impact on the skyline. The Lambeth Core Strategy defines tall buildings as developments over 25m high on sites adjacent to the Thames and buildings over 30m elsewhere.
- 3.45 Tall buildings can mark points of significant activity, create fine landmarks, highlight civic buildings and emphasise important transport connections. On the other hand, they can overshadow, overlook and dominate their immediate surroundings. Inappropriately planned, designed and located tall buildings can be harmful to the setting of historic buildings, conservation areas, significant views and skylines.
- 3.46 Guidance on tall buildings is set out in:
- Lambeth Core Strategy 2011 - policy S9
 - Saved UDP policy 40
 - London Plan 2011 - policy 7.7
 - CABE and English Heritage (July 2007)
- 3.47 **London Plan**
Policy 7.7 of the London Plan steers tall building development to the CAZ and opportunity areas that have good access to public transport. Policy 7.7 requires tall buildings to incorporate the highest standards of architecture and materials, to have ground floor activities that provide a positive relationship to the surrounding streets, and contribute to improving the permeability of the area.
- 3.48 **CABE & English Heritage Guidance on Tall Buildings**
This guidance note sets out how CABE and English Heritage evaluate proposals for tall buildings and provides advice on best practice. It is acknowledged by Government and accepted as a material consideration in the determination of planning applications. The guide advocates a plan-led approach to the location of tall buildings, calls for tall buildings to exceed the latest regulations on reducing carbon emissions and for the conservation and enhancement of heritage assets.
- 3.49 Tall buildings have a strong impact on their environment and any tall building should be of a high quality design. Slender structures are more likely to be acceptable than bulky structures.
- 3.50 Planning applications for tall buildings should include:
- A visual impact assessment to illustrate impact on context, especially on heritage assets, their settings and significant views. This should be through visual modelling of proposals – photomontages or three-dimensional computer models (buildings fully rendered) – from relevant assessment points. Proposals should be shown in daylight and nightlight conditions.
 - A tall building statement, including benefits and justifications for a tall building on the proposed site. This should also cover energy consumption and efficiency, and microclimate (wind tunnel studies, sun path studies, shadowing, privacy and overlooking) and maintenance.

3.51 **Lambeth Core Strategy**

Lambeth's policy guidance for tall buildings is set out in Policy S9 (d) of the Core Strategy and Saved UDP Policy 40:

URBAN DESIGN PRINCIPLES FOR WATERLOO

3.52 **General for Waterloo Area**

- Proposals should increase permeability and connectivity, especially in the north south direction to link the South Bank area with Lower Marsh.
- Development should maintain and improve access to the Riverside Walk.
- Large or segregating blocks should be subdivided and create pedestrian linkages that are clearly defined and overlooked.
- Proposals should contain active ground floor uses where they benefit from footfall in the area. Blank facades should be avoided.
- Servicing of new development should be off street.
- All development must create safe and secure environments, reducing the scope for crime, fear of crime, anti-social behaviour and fire, having regard to Secured by Design standards and the DCLG publication, Safer Places: The Planning System and Crime Prevention (2004).
- Waterloo is part of the central Government Security Zone with special emphasis placed on crowded places and critical infrastructure. Major development proposals, particularly those with potential to create crowded places, should have regard to the DCLG/National Counter Terrorism Security Office consultation document Safer Places: A Counter Terrorism Supplement (April 2009). This sets out guidance on resilience to terrorism and the design considerations that should be taken into account in the South Bank Community Safety Zone.
- Lambeth Crime Prevention Team, the British Transport Police Counter Terrorism Security Advisors, TfL's Crime Prevention Design Advisors and the South Bank Business Watch should be consulted on proposals.

3.53 **Riverside Character area**

- Opportunities should be sought to create linkages between the Riverside Walk and Upper Ground/Belvedere Road that are clearly defined and overlooked. These linkages will be achieved through public realm improvements and the encouragement of active frontages.
- As a guideline, tall buildings, in this context defined as buildings over 25 metres in height, are generally considered inappropriate. High quality design may justify development proposals stepping up behind Upper Ground/Belvedere Road where there are already set piece buildings.

- To protect the setting of the Westminster World Heritage Site and the horizontal character of the South Bank riverfront, new buildings in the County Hall / St. Thomas' Hospital area should be of a contextual height. Views between the Houses of Parliament and Lambeth Palace and the silhouette of County Hall need to be carefully managed.

3.54 **Railway Character area**

- Development around the station should reinforce it as the central node of the area but not overshadow the proposed public space.
- Development should enhance pedestrian routes, public realm and access to the public transport facilities.
- The Railway Character Area presents a clear opportunity for higher density development around the station and may include limited opportunities for tall buildings.
- Development on the station should enhance the quality of environment at street level for pedestrians and adjacent occupiers.
- New development should be of excellent design quality and preserve and enhance the setting of the Roupell Street Conservation Area, the St John's Church and the Victory Arch.

3.55 **Residential Character Area and Lower Marsh Character Area**

- Development should improve connectivity and access from York Road to Lower Marsh.
- New development should adhere to a common building line and add to its continuity.
- Building heights should be 2-5 storeys and should generally not exceed 15m. Tall buildings, in this context defined as buildings over 25m in height, are considered inappropriate.
- Building heights on the higher density corridor of Westminster Bridge Road should match the existing context, taking into account guidance in the Lower Marsh Conservation Area Statement.

CHAPTER 4

MOVEMENT & TRANSPORT

INTRODUCTION

- 4.1 The transport objectives set out in order to deliver the Opportunity Area Planning Framework's (OAPF) vision for Waterloo are the following:
- Objective 1: Create a transport interchange which promotes convenient, efficient and accessible transfer between different modes of transport.
 - Objective 2: Create a high quality, permeable urban environment which enables the creation of a world class place, and a desirable destination for business and leisure.
 - Objective 3: Create a place which maximises connectivity to other parts of London, encouraging the increasing mode share of sustainable modes of transport.
- 4.2 The Council is working with Transport for London (TFL), Greater London Authority (GLA), Network Rail (NR), the Department for Transport (DFT), and the local stakeholders, to identify the interventions needed to deliver a world-class area that is able to serve the needs of the Waterloo area and wider London.

EXISTING SITUATION

Rail and Underground

- 4.3 Waterloo is London's busiest station with over 90 million entries and exits to the National Rail station alone in 2010/11. The London Underground (LU) station provides interchange between four lines.
- 4.4 The Network Rail station is formed of two distinct parts: platforms 1-19 are reached from the main concourse with services from the suburban network and longer distance commuter services. Platforms 20-24 form part of the Waterloo International Terminal (WIT) which served as the London terminus for Eurostar services from Brussels and Paris from 1994 until 2007. WIT is not currently in use for passenger services.
- 4.5 The main concourse can become very congested as passengers wait in front of information display boards whilst others access the platforms. The numerous entry points to the concourse both from the street and the Underground make these flows more complicated.
- 4.6 The busiest morning peak hour sees 44,000 passengers arriving into the station on National Rail services and there are approximately 26,000 boarders and 10,000 alighters on LU.
- 4.7 The LU station has three interlinked parts; the Jubilee line with its 'Colonnade' ticket hall; the Waterloo & City line underneath the main concourse; and the Northern and Bakerloo lines with their ticket hall to the west of the station.

- 4.8 The Jubilee line provides services both into the West End and to London Bridge, Canary Wharf and Stratford to the East. The Waterloo & City line is a direct link between Waterloo and Bank in the heart of the City. The Northern line Charing Cross branch serves Waterloo providing links to the West End and Euston.

Buses

- 4.9 Waterloo Station is an integral part of the London Bus network with some of its most heavily used routes serving the area. London's rail geography means that the bus network provides a vital link between Waterloo and parts of the City and areas around Holborn and the West End which are not served by LU from Waterloo.
- 4.10 There are three main locations that serve as bus interchange points for passengers arriving into Waterloo by train: Station Approach and/ or York Road for buses towards Westminster Bridge; Waterloo Road for buses towards the West End and the City; and Tenison Way bus waiting area for buses to similar destinations to those on Waterloo Road.

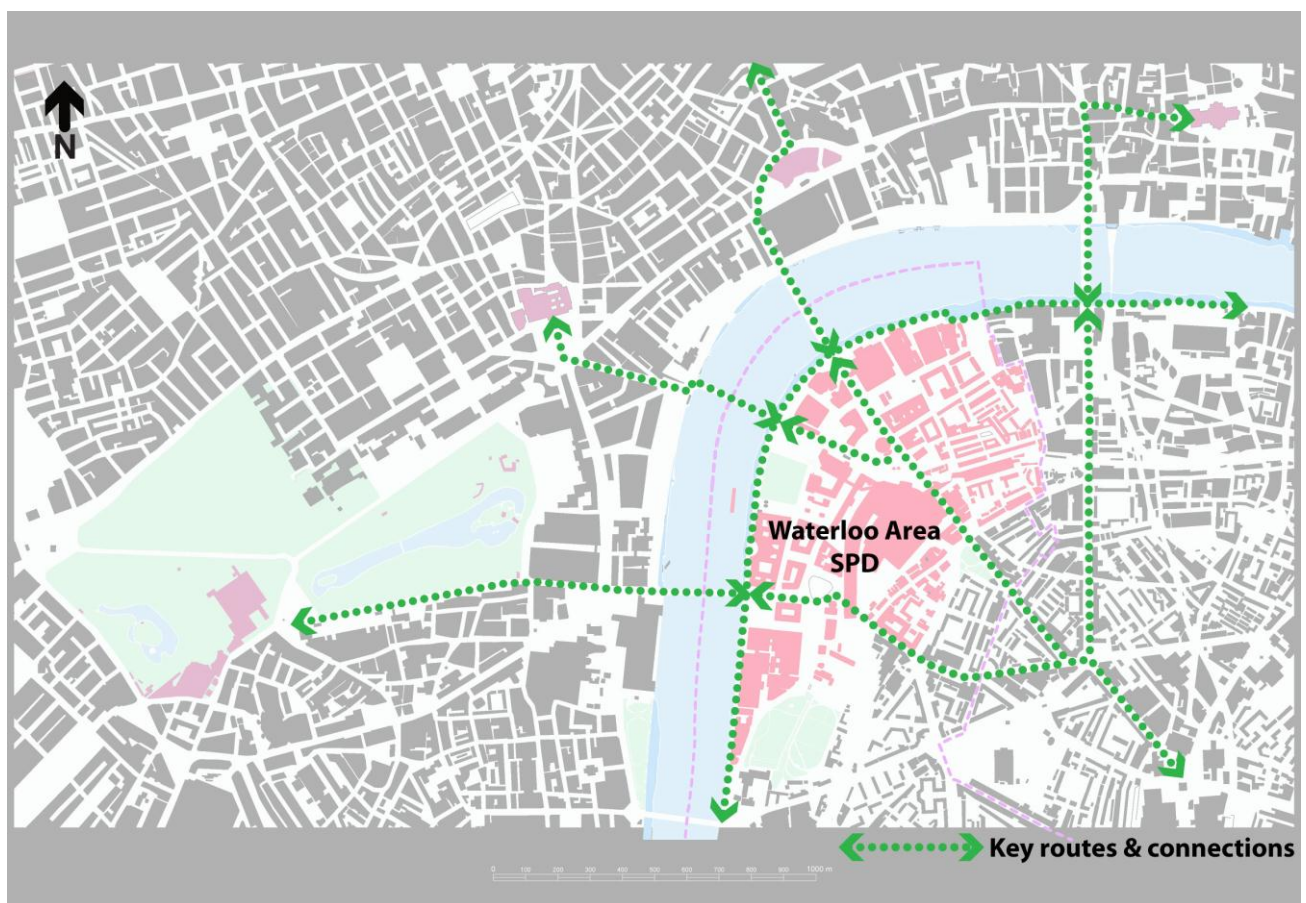
Walking

- 4.11 Walking is a major onward travel mode for National Rail arrivals at Waterloo Station in the morning peak: 80% of rail journeys which have a final destination within 2km of Waterloo are made on foot.
- 4.12 Severance caused by transport infrastructure and large-block developments reduces the permeability of the area. The number of viaducts, raised walkways and subways can deter pedestrians from using certain routes, particularly at night, due to concerns about safety. Waterloo Station itself is a major source of severance, which particularly affects Lower Marsh. Such severance is an issue at three distinct scales:
- Strategic severance– the blockage to (primarily) east-west movement caused by the 'superblock' of the station as a whole,
 - Local severance - blockages caused by individual buildings and busy routes resulting in the severance of direct sight and desire lines.
 - Small scale severance – the necessity of pedestrians to take indirect routes across public spaces due to a need to negotiate excessive street furniture and clutter, waiting pedestrians (for example on Tenison Way) and other obstacles within the pedestrian environment.
- 4.13 There are a number of locations where high footfalls and footway use cause crowded conditions on the footway. Flows are particularly high towards the bridges over the Thames. There are crowding problems where large queues of bus passengers and pedestrians meet, particularly in Tenison Way and on Waterloo Road.
- 4.14 The space directly in front of Victory Arch suffers from two key issues:
- The space is confusing as it is traversed by many forms and movements including walking, cycling, public and private transport making it difficult to navigate.

- The space is overcrowded with people, vehicles and the excess of street furniture and signage that is intended to encourage logical, safe and easy movement.

4.15 Leake Street connects York Road with Lower Marsh and the southern end of Station Approach. The street is mostly an underpass that is beneath Waterloo Station platforms. The pedestrian environment is poor due to inadequate lighting, a lack of activity and perception of crime. Despite this, the underpass offers significant place-making and cultural potential as a well known designated graffiti area and is an important east-west connection. The current environment discourages movement and divorces the potential of the space from the wider area.

Figure 12 – Key routes across the SPD area



Cycling

- 4.16 Cycling demand in and around Waterloo is high and adequate infrastructure and facilities need to be provided to cope with and encourage rising demand. The adopted South Bank Cycle Action Plan 2011-2015 should be taken account of within all development proposals.
- 4.17 Cycling is a minor but growing onward travel mode for the after-rail market at Waterloo with about 2% of journeys in the morning and evening peaks being made by bicycle. The Barclays Cycle Hire points at Waterloo are very heavily used with

demand exceeding supply in the morning peak. Cycle parking in the vicinity of the station is exceeding near capacity at most times.

- 4.18 There are a number of important cycle routes including National Cycle Route 4. Roads approaching Waterloo and Westminster Bridges are heavily used but there are a number of cycle accident hotspots throughout the area, including at the IMAX roundabout and Addington Street/ Westminster Bridge/ Lambeth Palace Road.

Other (taxis, coaches etc)

- 4.19 Other modes at Waterloo include taxis, coaches, service vehicles and general traffic. The main taxi rank is on Station Approach but informal set-downs occur throughout the area and particularly outside the Colonnade ticket hall.
- 4.20 A number of coach services operate around the area. These include tourist coaches offering tours of London, coaches serving the hotels in the area and those using the area to park away from the busy road network in Westminster. These latter use the ramps from the IMAX roundabout to Belvedere Road and Upper Ground.

FUTURE SITUATION

- 4.21 A number of factors affect the future operations of Waterloo Station and the transport network around it. These include a projected increase in passenger numbers, Network Rail's plans for 10-car trains (and possibly 12-car at a later date), changes in TfL's level of service (for example LU line upgrades, bus enhancements, additional facilities for walking and cycling), changing travel patterns (for example peak spreading or cycling rates increasing) and a number of major development sites coming forward.

National Rail

- 4.22 National Rail has seen strong demand growth of the last twenty years; this has remained reasonably strong throughout the recent economic downturn.
- 4.23 The main source for forecasts of NR growth is the London and South East Route Utilisation Strategy (L&SE RUS), published in August 2011 by Network Rail.

London Underground

- 4.24 Significant growth in patronage is forecast to occur on London Underground lines. The current programme of LU upgrades provides an increase in capacity but crowding is likely to remain on many of the lines through Waterloo.
- 4.25 Beyond the committed line upgrades, there are a number of potential schemes that could affect the supply of capacity through Waterloo. These include an upgrade to the Northern line to partially or fully separate the branches, a line upgrade to the Bakerloo line, a line upgrade to the Waterloo & City line and the possible extension of the Bakerloo line south from Elephant & Castle.

Buses

- 4.26 The bus network in London is constantly under review to ensure that supply is matching demand in terms of flows and desired destinations. However, in order to run an efficient and reliable network there is a need to provide the correct infrastructure. Modelling by carried out for TfL indicates that it is the pressure on the existing infrastructure in terms of bus stop capacity, bus standing capacity, and signal time and road space for buses that constrains the overall supply of buses.
- 4.27 Additional bus patronage at Waterloo, from new developments, the introduction of 10- or 12-car trains into the NR station and background growth, needs to be met which may require additional facilities.

Other

- 4.28 The allocation of road or footway space for vehicles and pedestrians is more flexible than the provision of public transport schemes and so is not planned in the same way. Nevertheless, this does not mean that they are less important but they are harder to forecast. For example performance at the IMAX roundabout is likely to worsen if vehicular flows and/ or the number of cyclists increase. Given that the junction is already operating close to its capacity in the peaks, this is likely to be a constraint on further growth. Modelling by TfL gives a picture of worsening levels of service on the footway particularly around Tenison Way and the pedestrian crossing on Waterloo Road as it approaches the IMAX Roundabout.

Highway Network

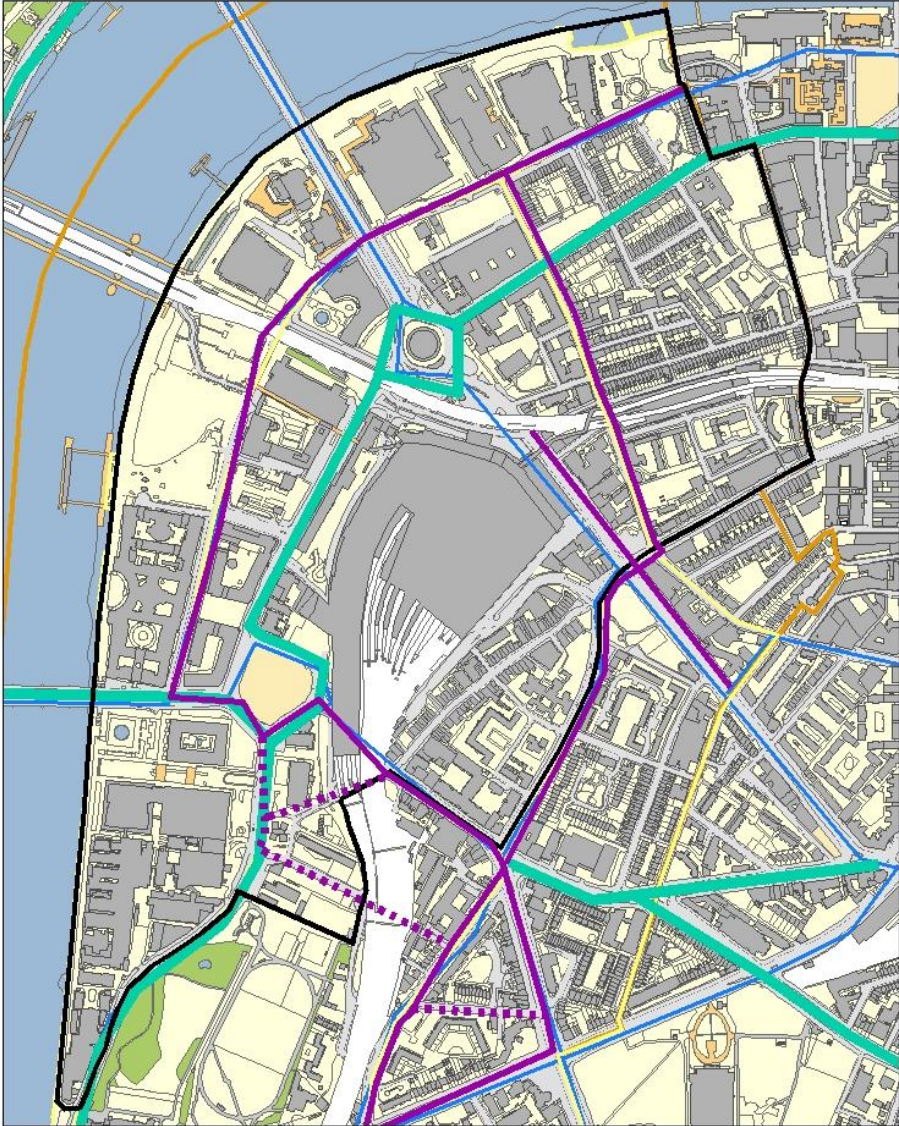
- 4.29 The most heavily trafficked roads include York Road, Waterloo Road, Stamford Street, Westminster Bridge Road and Lambeth Road. These streets experience a high level of through traffic.
- 4.30 Critical junctions in terms of congestion are identified as:
- Waterloo Road roundabout (IMAX);
 - Westminster Bridge / Lambeth Palace Road junction;
 - Waterloo Road / Baylis Road / The Cut junction;
 - Westminster Bridge Road / Kennington Road junction.
- 4.31 High traffic flows along these roads result in severance for local pedestrian and cycle movements and lead to delays to traffic and buses.
- 4.32 The dominance of traffic around Waterloo Station should be reduced and a more efficient traffic layout should be aimed for that allows for a more pedestrian friendly environment. The Council will promote public realm improvements and traffic management measures in order to reduce the dominance of traffic and make Waterloo more pleasant to walk around. In new development, routes for service vehicles should be designed in such a way as to discourage through traffic.
- 4.33 Applications for major new developments will be expected to include a sustainable travel plan designed to deliver car free development proposals given the high accessibility of the area. The travel plan should show how access and servicing

movements will minimise impacts. The Lambeth Business Travel Network can provide advice to businesses on resources and initiatives in the area, and help develop a travel plan. Development proposals should include proper servicing facilities and these should be off-street. Travel plans should minimise the impacts of freight and servicing on local communities and have regard to the Mayor's London Freight Plan. Where appropriate, specific Delivery and Servicing Plans and Construction Logistics Plans should be submitted to address issues of servicing and freight transport.

CYCLING

- 4.34 The Council and SBEG have published the Adopted South Bank and Waterloo Cycle Strategy 2011-2015, while Lambeth and TFL have carried out two CRISP Studies (Cycle Route Implementation and Stakeholder Plan) in Waterloo to identify particular cycle route improvements to two key cycle routes:
- Route 1 along Upper Ground to Lambeth Bridge Roundabout
 - Route 2 along Cornwall Road, along Baylis Road and Hercules Road to Lambeth Walk.
- 4.35 Although there is already some provision for cyclists on these routes, work needs to be carried out to make them fast, safe and comfortable for users.
- 4.36 The routes should:
- Improve road safety
 - Provide cohesive, continuous routes, with continuity at the borough boundaries with Westminster and Southwark
 - Remove significant barriers to cycling making it a more attractive option
 - Improve permeability with connections serving key attractions and trip generators in the area.
 - In the case of the Upper Ground Route, provide an attractive and convenient alternative route, particularly for commuters, to the Riverside Walk where cycling is not permitted.
- 4.37 Cycle access and egress to and from Waterloo station should be improved from all directions and clear links to cycle routes should be established, improved and well signed. Priority provision needs to be made at all junctions on the approaching arms, firstly for pedestrians and then for cyclists in line with the Councils road user hierarchy.
- 4.38 New developments should connect to and improve the cycle network with direct, safe and well-lit cycle routes.
- 4.39 Secure cycle parking should be provided in places with highest demand – adjacent to cycle routes, transport interchanges, cultural attractions, public buildings and major education facilities. It is important that their siting (and cycle hire docking stations) does not create unnecessary street clutter or block pedestrian desire lines. Cycle parking provision in developments should exceed the standards set out in the London Plan.

Figure 13 – Waterloo Cycle Network



- Waterloo Study Area
- Borough boundary
- Proposed key cycle route (from Atkins CRISP report)
- TLRN
- LCN Routes
- UDP Cycle Network

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OFF STREET PARKING AND COACH PARKING

- 4.40 Given the excellent public transport provision in the area, car parking provision will be kept to a minimum and car-free development will normally be expected. The Council is promoting car-clubs as an alternative to car ownership and these schemes are particularly suitable for residential schemes in Waterloo.
- 4.41 The Council aims to rationalise the number of off-street car parks as part of the sustainable approach to transport. South Bank off-street parking will be confined to the Coin Street and Royal National Theatre sites. Limited operational and parking for people with disabilities is permitted as part of the Southbank Centre redevelopment. The Hungerford Car Park should be removed as part of this or other development in the area.
- 4.42 The popularity of visitor attractions on the South Bank means that a very large number of coaches and other vehicles arrive to set down and collect visitors. As set out in the South Bank Coach Management Review 2010. The Council emphasis is on providing designated drop-off points to avoid coaches being forced to pick up and drop off at unsuitable locations such as bus stops and outside residences. Coach Parking will not be permitted other than on designated on-street spaces; otherwise only short term stopping at pre-booked designated places will be permitted. The Council will be seeking to instigate an overall reduction in coach bays and enhance and improve the current management arrangements. This is critical given the loss of coach parking when the New Covent Garden Market at Vauxhall is redeveloped as part of the Vauxhall Nine Elms Opportunity Area Framework.

TAXIS

- 4.43 Taxis play an important role in servicing the station. Requirements for the provision for this mode need to be included in redevelopment schemes, and particularly in any redevelopment option for the station. Existing capacity for servicing the station should be retained or replaced, but improved provision will be encouraged, particularly where this helps to reduce conflicting pedestrian and vehicle movements. Major development proposals in Waterloo should consider how provision for taxi drop off will be accommodated while reducing these conflicting movements.

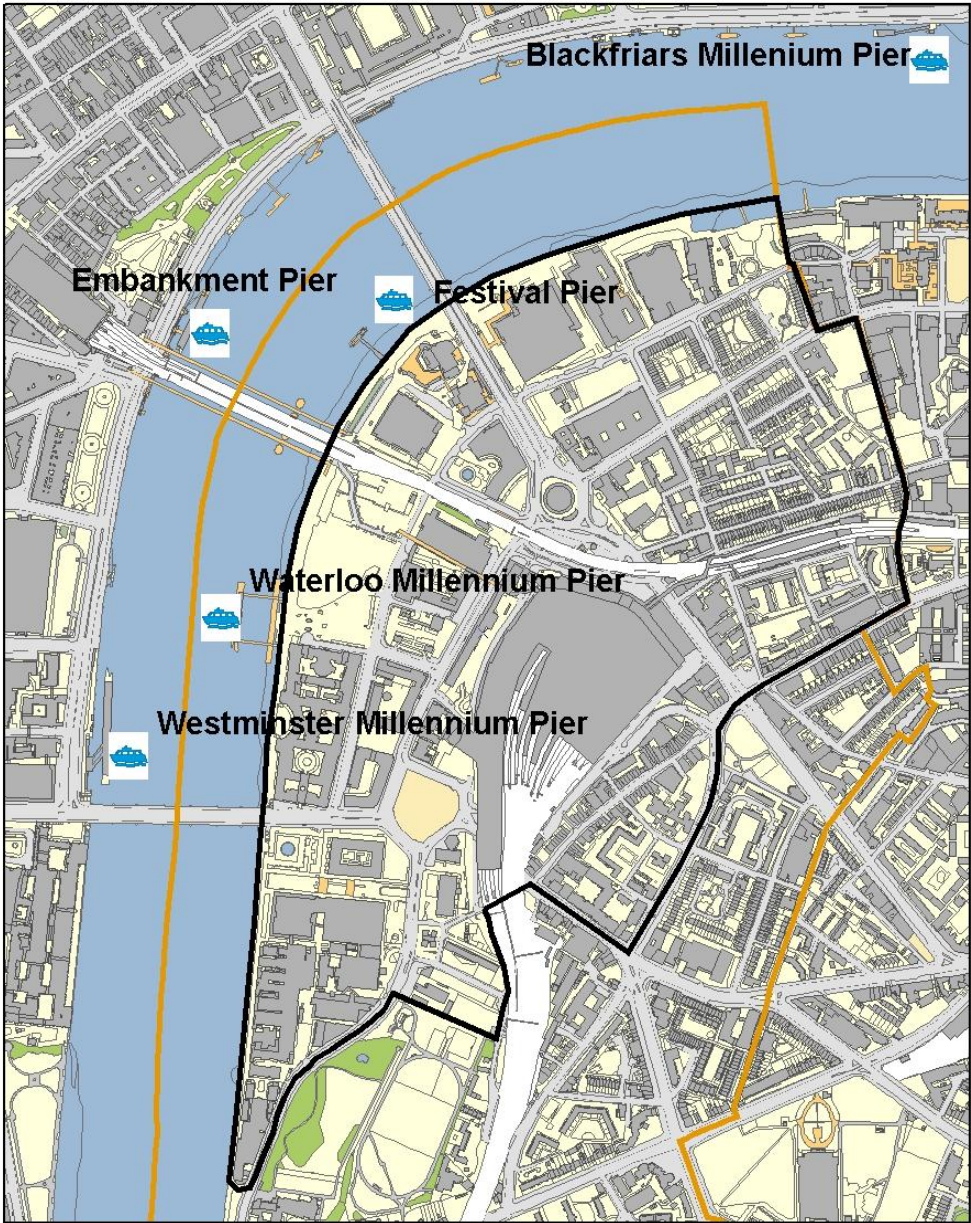
RIVER BUS SERVICES




- 4.44 Waterloo has two piers - Festival Pier and Waterloo Millennium Pier - with good river bus services to other parts of central London, Canary Wharf and the O2 Arena. The Council supports their greater use, and while they have limited capacity to provide any significant relief to congestion on other modes, these services are well used and play an important role in the visitor economy and the sustainable movement of people in central London.
- 4.45 The LDA has produced a River Thames Pier Plan (April 2009) to set out a rationale for pier provision on the Thames up to 2025. This anticipates that there is likely to be additional transport demand arising from the large amount of development

proposed in Waterloo, and that some of this extra demand could be met by river services.

- 4.46 The Pier Plan also highlights the potential of the Festival Pier which is not operating at full capacity. Growth in the leisure market together with additional travel demand generated by development in Waterloo may contribute to increasing use of the pier.
- 4.47 The Pier Plan identifies a 2km gap in pier provision between Festival Pier and Bankside Pier in Southwark and advocates a new South Bank Pier between Waterloo Bridge and Blackfriars Bridge by 2015 to meet tourist and commuter travel demand from new development in the area.
- 4.48 Pier upgrades, extension or development will need to be subject to an appropriate desk based assessment and consequent mitigation measures if required.
- 4.49 Marine licence may be needed for activities involving a deposit or removal of a substance or object below the mean high water spring mark or in any tidal river to the extent of the tidal influence. Any works may also require consideration under The Marine Works (Environmental Impact Assessment) Regulations 2007 (as amended) and early consultation with the MMO is advised.

Figure 14 – River Piers



-  River Stations
-  Waterloo Study Area
-  Borough boundary

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CHAPTER 5

PUBLIC REALM

The Existing Situation

- 5.1 Waterloo is one of London's main interchanges, constantly busy with people changing modes of travel, or continuing their journey by foot. The short distance to the South Bank and even to Westminster, Charing Cross, and Covent Garden make walking in the area very convenient and, in places, very pleasant.
- 5.2 However, as railway and road infrastructure have developed, pedestrians have been given less priority and pushed to the margins leading to congestion in many places, particularly around the station where more circulation space is needed.
- 5.3 The regeneration of the South Bank has created high quality spaces – but also brought much larger numbers of visitors. The public realm in the rest of Waterloo needs to be improved to cope with the large numbers of pedestrians and to create a high quality environment.
- 5.4 Pedestrian routes from the station need to be improved to link with surrounding development and beyond to Lower Marsh and the South Bank. Routes need to be brought to street level to improve way-finding and to accommodate those with mobility difficulties.
- 5.5 The station is a barrier for pedestrians. Redevelopment of the station is a key priority not only in terms of delivering an efficient transport interchange but also in connecting public realm and other areas severed by the station. The arrangement of trains and tracks above street level needs to be turned into an advantage by maximising pedestrian circulation and ancillary facilities at street level.

Public realm strategy

- 5.6 The Council aims to create a world class place and policy PN1 (g) of the Core Strategy aims to achieve improvements to the public realm, permeability and linkages throughout the area. This is vital to creating a high quality setting for development schemes and the various events that take place there.
- 5.7 It is acknowledged that a number of large development sites are coming forward within the Waterloo Area. These schemes should provide high quality public realm within their environs.
- 5.8 This chapter sets out a public realm strategy for the whole of Waterloo, with objectives being:
 - To create a high quality environment which in turn will encourage further central London development in Waterloo.

- To address any congestion points and provide sufficient space for predicted increases in pedestrian flows.
- To make onward trips from the station to be simple and convenient and to provide clear, attractive routes to other parts of central London e.g., to Westminster, Covent Garden and Bankside.
- To better integrate the station into the rest of the area, maximising pedestrian access at street level and creating new and better quality routes between the two sides of the railway.
- To improve the frontage quality of the station and encourage active frontages.

Pedestrian routes

- 5.9 More space and priority will be given to pedestrians in managing road space. Links will be improved between key areas to create attractive, convenient routes for walking. Routes should be continuous and at street level – vertical detours such as subways and footbridges should be removed, and excessive and unnecessary guard railing removed.
- 5.10 Major developments should show how they would add to and connect to the pedestrian network. The three priority links that need to be provided to complete the Waterloo network are:
- Route from west side of the station to Hungerford Bridge (south).
 - New pedestrian route under the station – probably via the Peak Hour subway/Milk Arch.
 - Route from Victory Arch to National Theatre via IMAX roundabout.

Route from west side of the station to Hungerford Bridge (south)

- 5.11 A key aim of the development strategy for Waterloo is to open out the west side of the station. This will enable more convenient access from the station to the river generally, but the key link will be a street level route from the west side of the station to Hungerford Bridge.
- 5.12 At present this is a raised walkway from the station to the Shell Centre. The route through the Shell Centre is closed to the public, and there is no clear route across Hungerford Car Park to Hungerford Bridge.
- 5.13 The Council will work with landowners to secure a high quality, continuous street level route from the station to Hungerford Bridge (and the Riverside Walk). This should lead from the street level WIT entrance, through the redeveloped Elizabeth House site, continuing at street level through the Shell Centre and Hungerford Car Park to the bridge. Eventually, the car park should be converted to open space as an extension to Jubilee Gardens. The Council may be willing to consider some development in this location, providing that the main use of the space is as open space, Hungerford Car Park is designated as Metropolitan Open Land, the de-designation of which must be secured by an amendment to the London plan

- 5.14 Each component will be delivered separately through site specific schemes but Lambeth will require developers to work together through a masterplan to create a coherent, high quality route.
- 5.15 York Road is an unpleasant environment and proposals for Elizabeth House and the Shell Centre should upgrade this street and consider whether any part of York Road could become a shared space so that pedestrian priority is increased as in other parts of Central London. Improved crossings should be provided on York Road as part of a strategy to provide street level routes and spread pedestrian movements around the station area. TFL will need to be satisfied that bus and traffic flows are not unacceptably affected if the footbridge is to be removed.

Pedestrian access to, and through, the station

- 5.16 As station improvements deliver extra passenger capacity, the public realm around the station will need to be enhanced in order to provide sufficient circulation space outside the station.
- 5.17 In order to deliver a successful interchange, Lambeth will require the following:
- Street level access to the station.
 - Opening out the west side of the station.
 - Better links through the station.

Street level access to the station

- 5.18 A key priority in improving pedestrian movement through Waterloo is to maximise pedestrian access to the station at street/ground level. Access should be created from all directions, eventually creating new links, in particular:
- Leake Street should be enhanced as a safe pedestrian and cycle route, through innovative lighting and active uses in the arches.
 - A new east-west route should open up under the station. Opening up the Milk Passage is structurally the easiest option and the new link should tie in with proposals for the former Eurostar Terminal and a new entrance to the station there.
 - Direct Link to Lower Marsh from the station.
- 5.19 Service access to the station will continue to be needed and must be retained in some form, but the current loop around the station causes conflict with pedestrian movement. To further improve connectivity and continuity of pedestrian routes, the Council will encourage service roads to be removed or replaced where opportunities arise to provide alternative access. Shared spaces, for example, could be used to create a more pedestrian friendly environment around the station.
- 5.20 Reuse of the WIT should enable provision of a new street level entrance on the western side of the station to the mainline station and to the LU Northern Line ticket hall. In the short term, this new entrance would serve to provide a more direct route to the London Eye, County Hall and Westminster Bridge Road.

- 5.21 Over time, this new entrance could link with the peak hour overflow route under the station to become a permanent route under the station and eventually provide direct street level access to Lower Marsh.
- 5.22 More street level activity could be achieved gradually. Reuse of WIT below the platforms for retail development will create opportunities for arches in the older part of the station to be opened up for routes, facilities and commercial uses. Lambeth will encourage any street facing arches to be used for entrances or active frontage uses, for example, at Mephram Street.

Opening out the west side of the station

- 5.23 The key elements of opening out the west side of the station will be the reuse of WIT, the redevelopment of Elizabeth House and the treatment of the spaces around the two buildings.
- 5.24 Reuse of WIT will allow entrances on this side of the station to be opened out. Unlike when Eurostar operated from Waterloo, use by domestic services creates scope to connect these entrances to the rest of the station and draw more activity to this side of the station.
- 5.25 Streetscape improvements to West Road outside WIT currently closed to traffic and pedestrians should provide a new public space. The re-opening of this entrance for pedestrians together with enhanced public realm would help to draw people away from the currently congested Victory Arch.
- 5.26 Redevelopment of Elizabeth House will be vital in reconnecting this side of the station with the rest of the South Bank. The Council will require permeability through the Elizabeth House site to be maximised, to create routes that follow desire lines from the station to the riverside and bridges. Any proposed layout for this site should also enable pedestrians to move freely from Concert Hall Approach / Sutton Walk to the west side of the station.
- 5.27 The section of Leake Street between WIT and York Road will need to be enhanced and promoted as a high quality pedestrian connection from the station to County Hall, St.Thomas' Hospital and Westminster.

Better links through the station

- 5.28 The station and the railway viaducts create a massive barrier between the South Bank and central London activities on the one side, and Lower Marsh and the residential communities on the other. Access to St Thomas's Hospital from the station is also difficult and convoluted. As the station is upgraded, there will be opportunities to reduce these divides by opening up new routes under the station.
- 5.29 Lambeth's general approach is to open up and enhance railway arches for routes or active uses, e.g., through imaginative lighting and live frontages.

- 5.30 To enliven Leake Street some arches are already in use, for example, by the Old Vic theatre, and Lambeth will encourage further opening up of these spaces to encourage more pedestrian use and improve this important link to Lower Marsh.
- 5.31 A new pedestrian link from Lower Marsh under the station could be created by linking the new western station entrance and the peak hour subway. In the longer term a connection could be made with Lower Marsh itself, via the Milk Arch for example. The route would be direct but long and completely under the station, so in order to make it attractive, it would need good head height and active frontage uses. The Council will encourage the provision of this route and the general provision of more concourse facilities at street level to better integrate the station with the surrounding area.

Clear, direct routes for disabled people

- 5.32 All the above public realm projects will help to improve access for disabled people, the elderly and people with young children, but as access is currently so poor and disjointed, this aspect needs to be focussed on so that the station programme delivers significant improvements.
- 5.33 Crossings need to be improved to encompass the needs of mobility and sensory impaired pedestrians in the heavily used spaces around the station. Dropped kerbs should be provided at all pedestrian crossings used to access the station and a consistent approach to provision of infrastructure promoted. The changes in level will require public lifts for wheelchairs. These should be large lifts so that all people with suitcases, pushchairs as well as wheelchairs can easily access facilities.
- 5.34 The Council will seek a separate access strategy from Network Rail and TFL for the Waterloo Interchange to guide the station improvement programme.

Public Realm projects

- 5.35 Key projects that the Council will seek to implement with partners in order to enhance the Waterloo area are:
- Elizabeth House – redevelopment of the 1960's office block on York Road, with new routes between the station and York Road and improved space outside the Victory Arch.
 - Extension to Jubilee Gardens – converting Hungerford Car Park to open space to tie in with the high quality park at Jubilee Gardens.
 - Creation of new accessible pedestrian routes from Belvedere Road and Waterloo Bridge to the River and public spaces and roof gardens as part of Southbank Centre's refurbishment of the Queen Elizabeth Hall and Hayward Gallery.
 - South Bank Spine Route – working with landowners and other partners towards the refurbishment and upgrade of Upper Ground, Belvedere Road and approaches to provide a high quality route for all users.

- Emma Cons Gardens – reconfiguring the open space opposite the Old Vic to create a more attractive gateway to Waterloo and a space suitable for community events.
- Lower Marsh/ Westminster Bridge Road – provision of high quality surfacing, new street furniture and better market management to create an attractive shopping street (currently under construction). Improvements to Westminster Bridge Road rail tunnel.
- Doon Street – new square and pedestrian link from Waterloo Bridge as part of the approved development scheme.
- Creation of new accessible space as part of the future redevelopment of the Shell building.
- IMAX roundabout and Waterloo Road – provision for incremental improvements to the pedestrian environment and installation of a high quality public realm.

Active frontages

- 5.36 Active ground floor uses, such as retail services, restaurants, cafes, pubs, health and social facilities on main pedestrian routes help create a lively, safe and attractive atmosphere. Active frontages are particularly important at the proposed IMAX roundabout, Waterloo Road, York Road, Stamford Street, Lower Marsh, The Cut, the Riverside Walk, Belvedere Road, Upper Ground and the new routes through Waterloo station and WIT.
- 5.37 Lambeth supports projects to turn viaduct arches in Waterloo from problems into assets by putting them to active uses or showing how they could be safe and attractive routes. Making the railway arches more welcoming and permeable will help to reconnect the area and create a more pedestrian friendly environment, e.g. through imaginative lighting and live frontages.

Public realm quality

- 5.38 The careful design, construction and maintenance of streets and footways within Waterloo is important to ensure the creation of a high quality public realm. Consistency of approach to the design of streets, including footway and carriageway surfaces, should be ensured. This will improve the appearance of the area and aid maintenance procedures.
- 5.39 Generally a restrained approach should be adopted using a limited palette of high quality materials. Within sensitive areas, such as conservation areas, the restoration of existing good quality paving will be encouraged.
- 5.40 Street clutter should be reduced and kept to a minimum. Removing street clutter improves the appearance of an area and will be given priority in street work projects. Where possible, services should be co-located, e.g. mounting of signs on walls and lampposts. Guard-railing should be removed, unless there are no other appropriate traffic management measures.

- 5.41 All street furniture should be:
- Of simple, high quality and durable design;
 - Co-ordinated in terms of materials and colour;
 - Designed to discourage anti-social behaviour such as rough sleeping and skateboarding;
 - Respond to the needs of disabled people; and
 - Be located in a position that does not impede pedestrian flows or pedestrian desire lines.
- 5.42 Street furniture must be approved by the relevant Highway Authority to ensure compliance with standards and ensure there are no maintenance liabilities. Improvements should also take into account guidance produced by the South Bank Employers' Group:
- South Bank Streetscape Design Guide (SBEG, 2004).
 - South Bank Urban Design Strategy (2002).
- 5.43 As part of the Mayor's Water Strategy and Policy 7.5 of the London Plan, Lambeth will encourage the provision of drinking water fountains in public spaces at and around the interchange and South Bank.
- 5.44 CCTV cameras should be mounted on buildings and walls to minimise visual intrusion wherever possible. Where sight line requirements dictate that cameras need to be installed on poles, they should double-up with lighting or other items of equipment, to minimise clutter.

Wayfinding and Information

- 5.45 Waterloo is visited by many tourists who do not know the area, and it is also a place that can be difficult for local people to navigate. The provision of information which enables people to move easily around the area is important. Information at the station and in the area enabling and encouraging visitors to choose to use public transport rather than a taxi will be encouraged.
- 5.46 Legible London wayfinding has been installed in Waterloo and Lambeth will encourage its use in areas beyond Waterloo. Developers will be required to provide further Legible London signage where there are gaps in coverage, or contribute to the provision of signage.

Public art

- 5.47 Public art will be promoted as part of development proposals to define and enhance public realm.
- 5.48 Art in the public realm should provide unique installations that add to the South Bank's status as an international centre for the arts or help spread cultural activity and interest south of the railways. The Council encourages pooled S106 contributions to art works in keeping with the public realm of the area rather than linked to the development site.
- 5.49 Public art can also be a good way to add to the attractiveness of spaces, for example tunnels and arches under the railways.

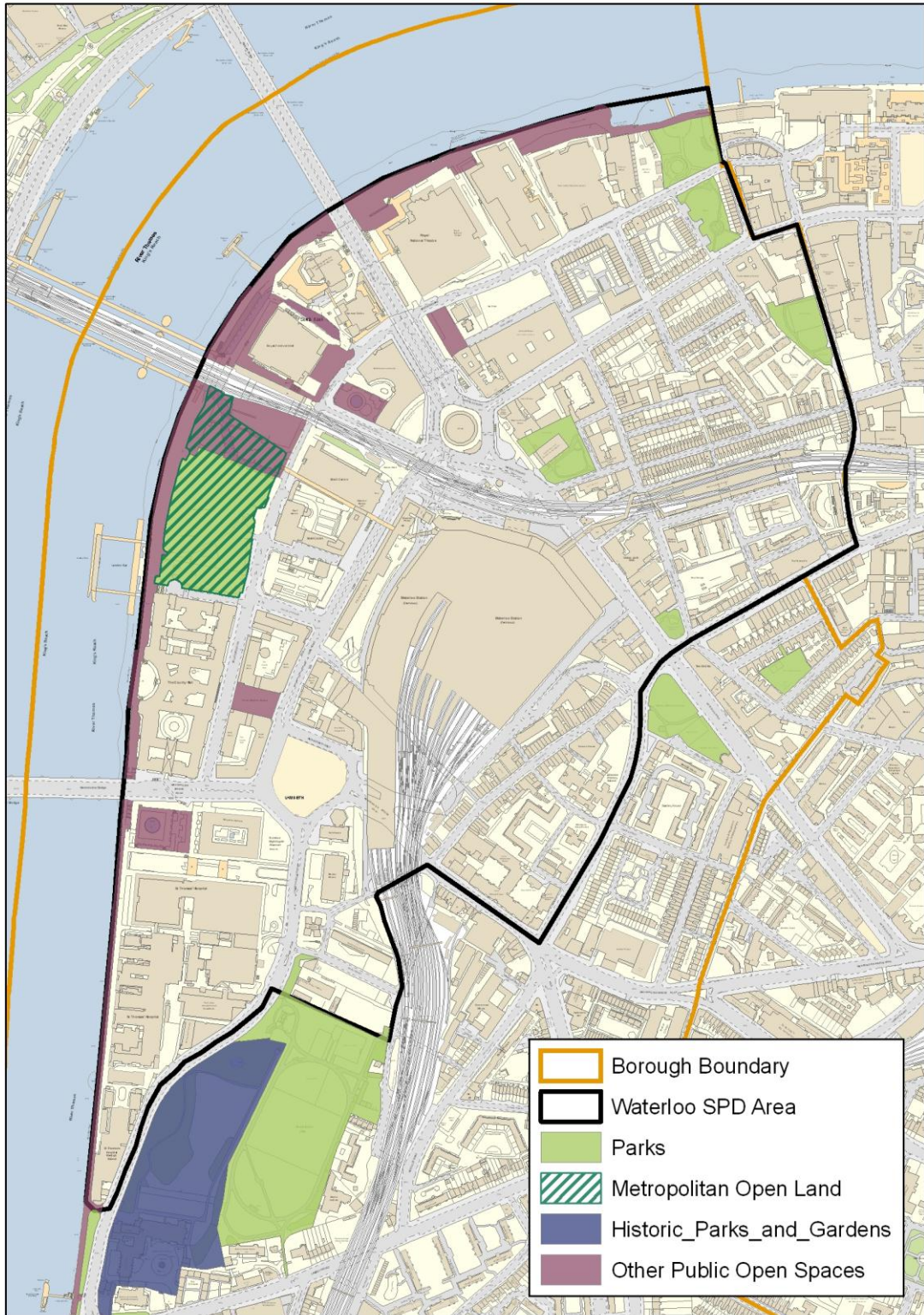
Tree planting and landscaping

- 5.50 Tree planting and landscaping will be encouraged where appropriate. The species should be appropriate to the streetscene and the highway authority should be consulted to ensure there are no maintenance liabilities.
- 5.51 Trees and landscaping as a part of enhancement schemes can help to soften the hard landscape and provide visual and environmental amenity. Careful consideration must therefore be given to the location and type of trees within the Waterloo context. Opportunities for tree planting are constrained by the density of underground services but appropriate landscaping will be encouraged to introduce more greenery and soften the environment. The planting of street trees should allow adequate space for accessible bus stops and ensure overhanging branches do not present an obstacle to double decker buses.
- 5.52 Trees and landscaping should reflect the function and scale of streets and open spaces, as well as existing landscaping within the surrounding context. Tree-planting in certain spaces can create attractive gateways to the area, while tree-lining certain routes could create boulevards, such as at York Road and Stamford Street. Additional tree planting could create a sense of a green link at Hatfields.

Parks and open spaces (see Figure 15)

- 5.53 The Council will protect and enhance open spaces and encourage a network of links to connect these spaces.
- 5.54 Given the limited amount of open space and increasing numbers of people putting pressure on them, it is important that these open spaces are co-ordinated to ensure that they perform complementary roles that reflect their size, location and catchment population. Landscaping and planting are an important way in which the character and function of open areas can be strongly defined and portrayed. Plant species must be encouraged that contribute to the ecology of the space.
- 5.55 The creation of more amenity space is a priority for the area and will be encouraged as part of development schemes either on site or off-site through pooled s.106 contributions. A key proposal for the area is the extension of Jubilee Gardens onto Hungerford Car Park. Local needs for sports recreation will need to be provided either at Archbishops Park or elsewhere in north Lambeth through pooled s.106 contributions.

Figure 15 - Parks and open spaces



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Figure 16 – Waterloo area in context



Figure 17 – Major national and local destinations

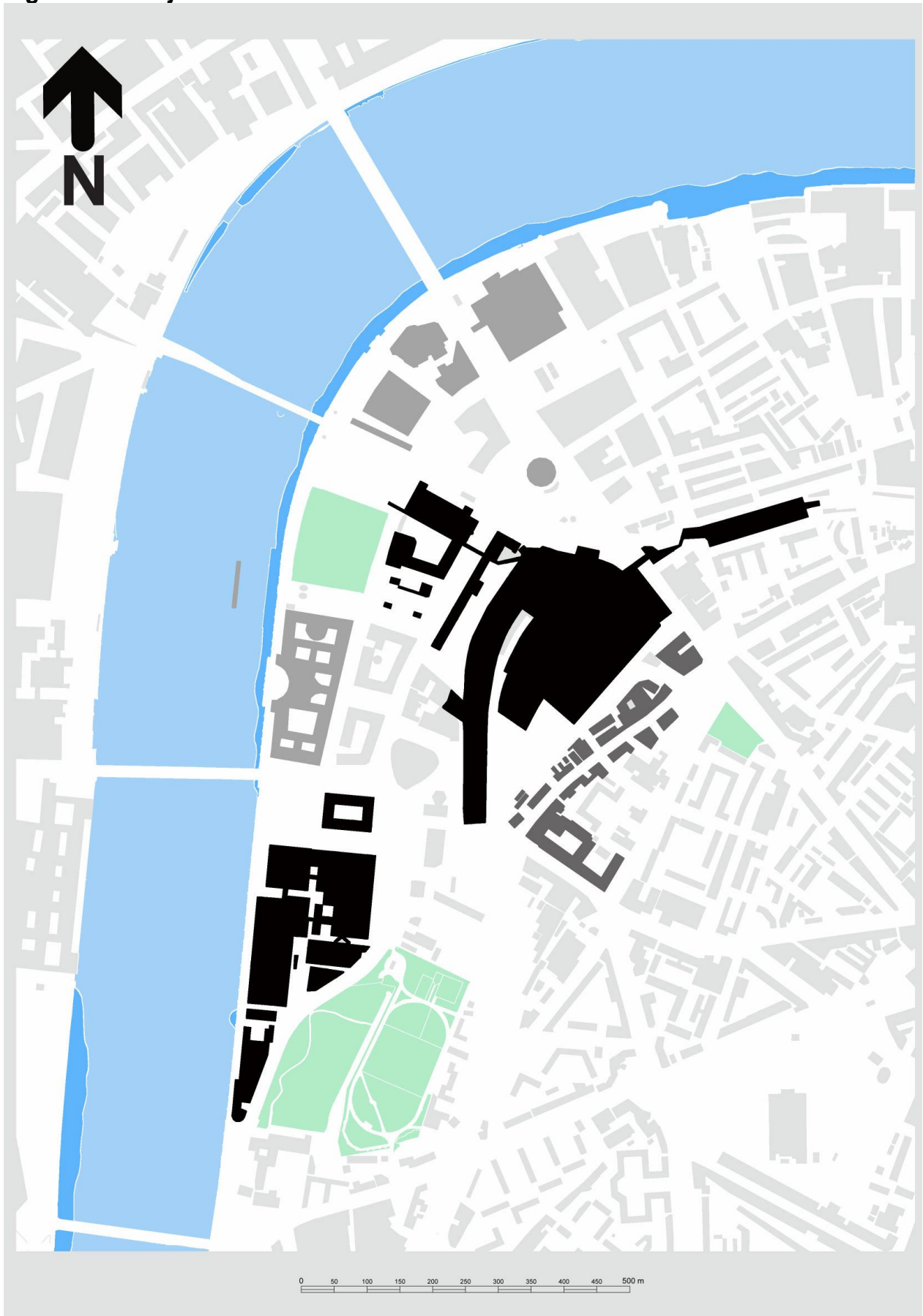


Figure 18 – Key routes and connections

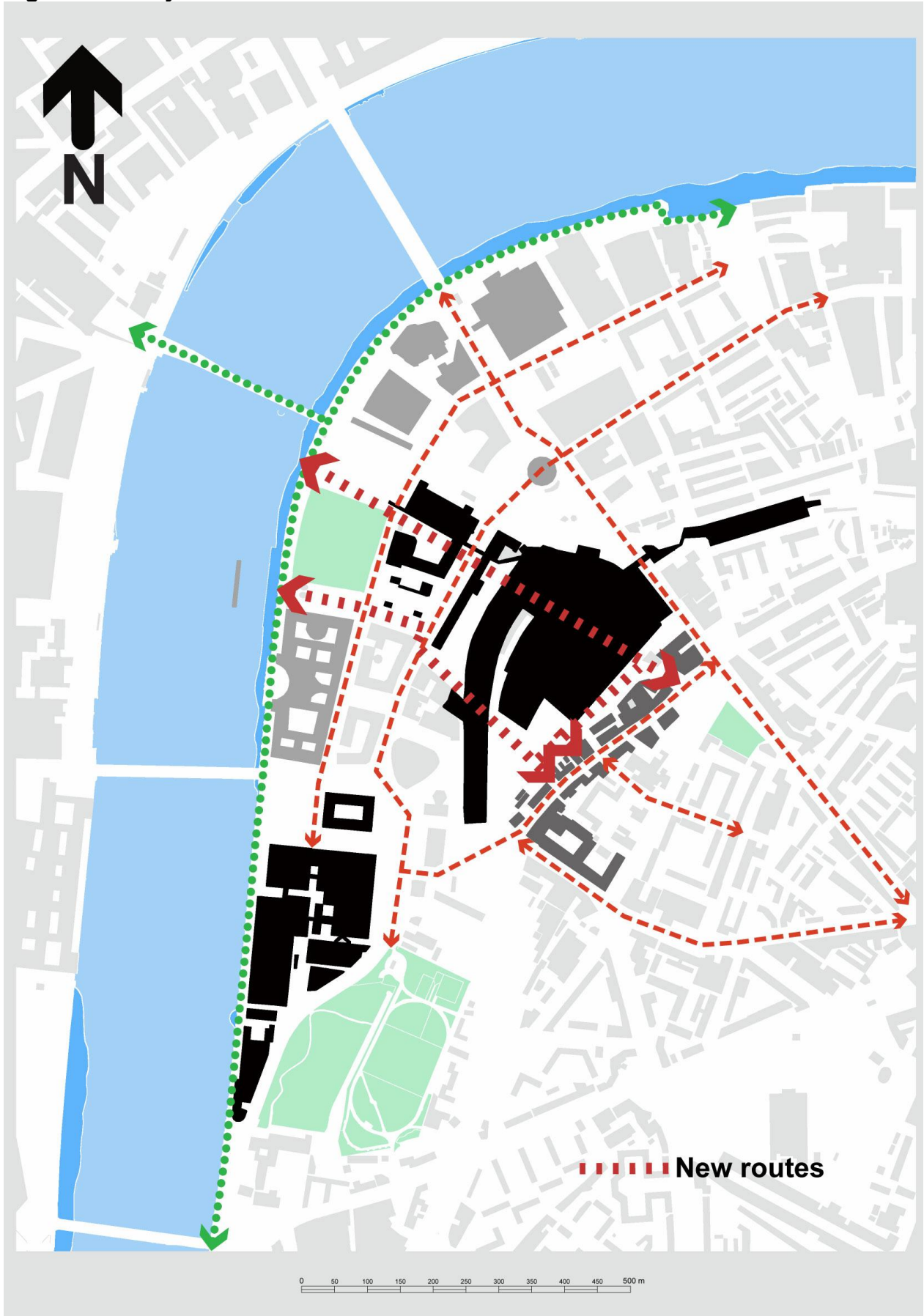


Figure 19 – Key routes and enhanced public spaces

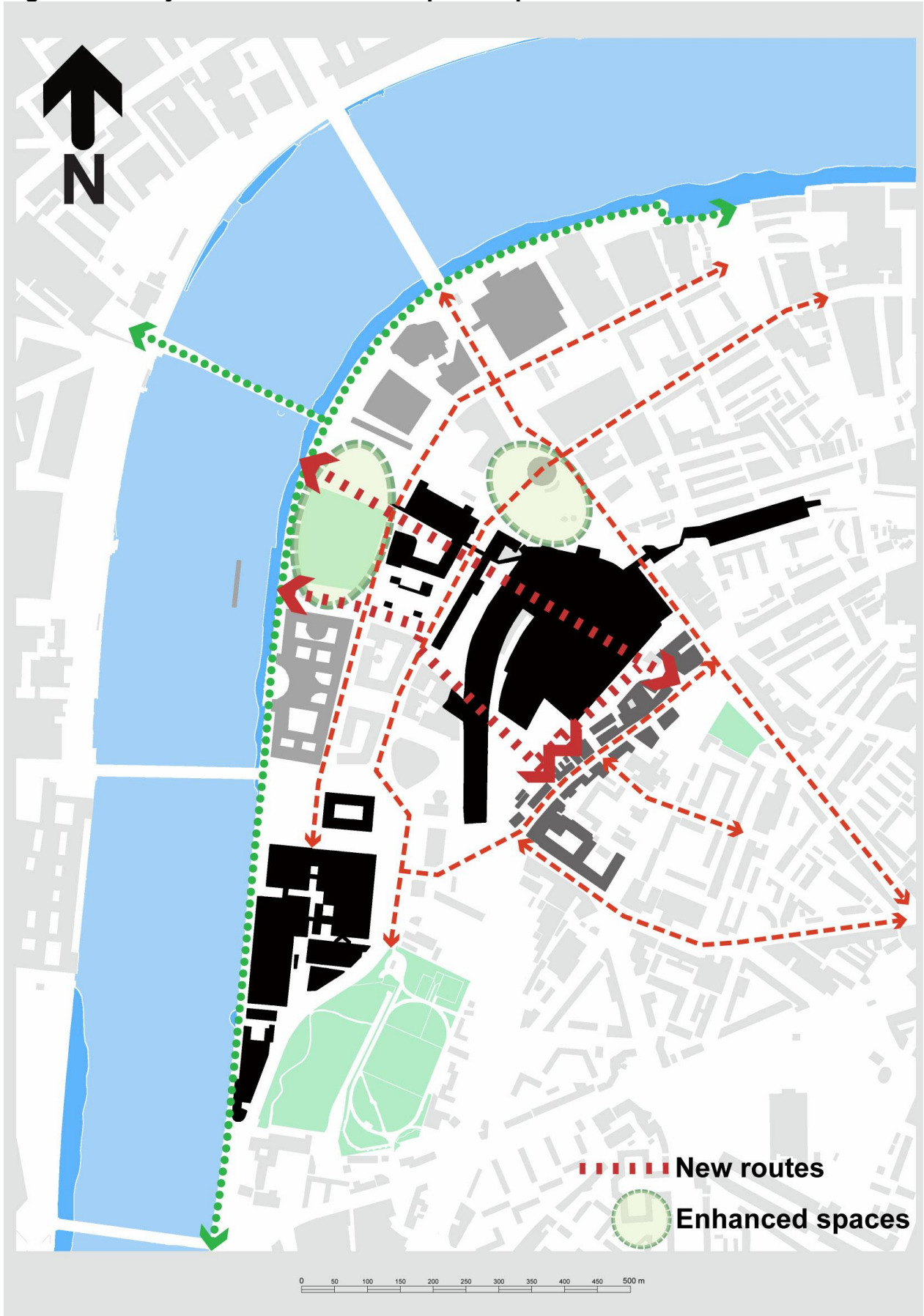
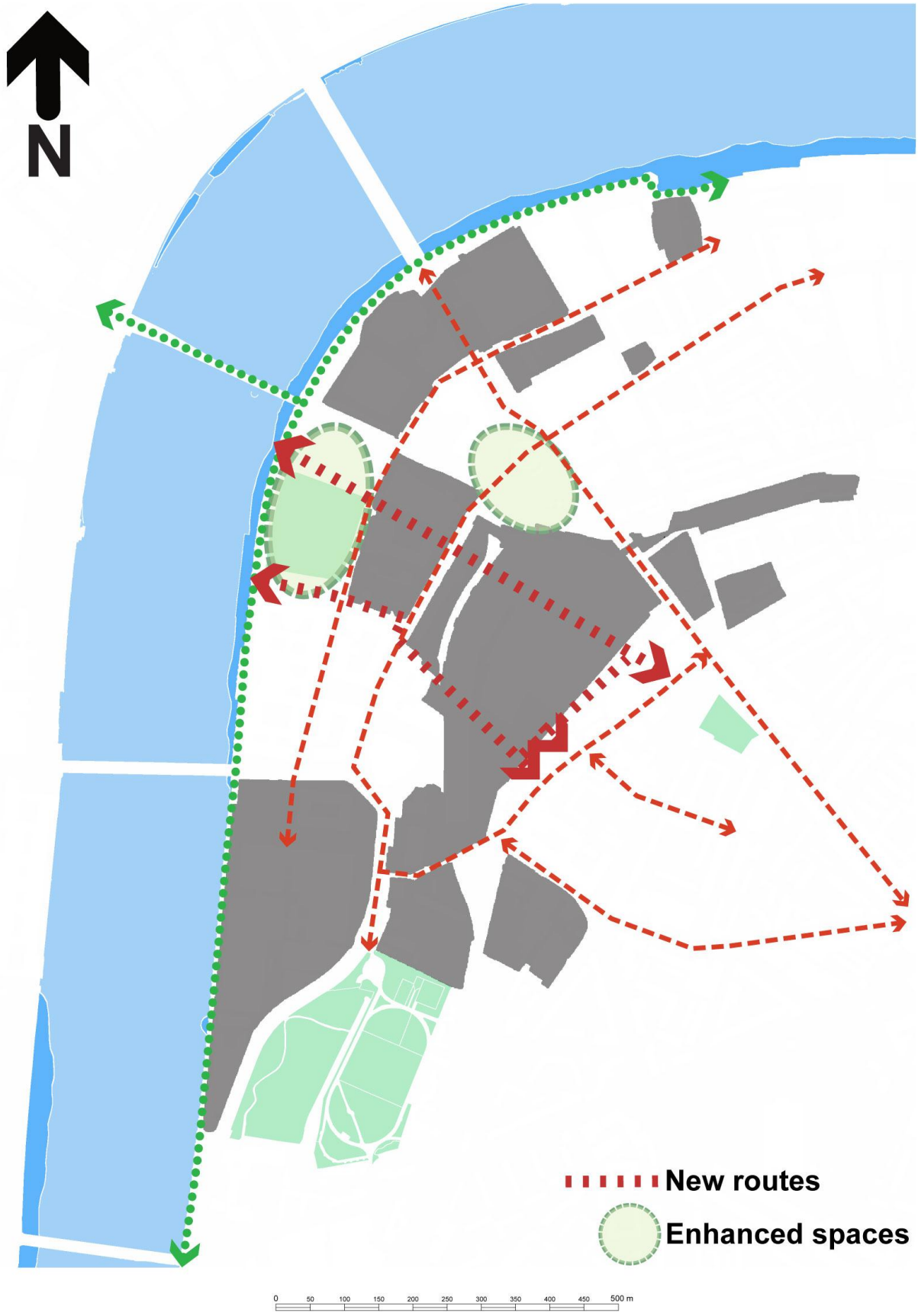


Figure 20 – An enhanced urban structure for Waterloo.



CHARTER 6

SUSTAINABLE DESIGN AND CONSTRUCTION

6.1 The Council will encourage development that is sustainable in terms of waste, water, energy and transport to meet the needs of the current and future commercial residential populations.

Policy Context

6.2 The London Mayor's energy strategy aims to put London on a path to achieving a 60 per cent reduction in CO2 emissions by 2050, relative to 2000.

6.3 As part of this strategy, London Plan (2011) Policy 5.2 requires an assessment of the energy demand and carbon dioxide emissions from proposed major developments, which should demonstrate the expected energy and carbon dioxide emission savings, including the feasibility of CHP/CCHP and community heating systems. This policy applies the Mayor's energy hierarchy to new development – using energy efficiency measures, CHP/CCHP, and then renewable energy as part of an overall approach to reduce CO2 emissions.

6.4 Lambeth Core Strategy policy S7 promotes the highest standards of sustainable design and construction by:

- Requiring all major development to achieve a reduction in carbon dioxide emissions in line with the London Plan through energy efficient design, decentralised heat, cooling and power systems, and on-site renewable energy generation. All other developments are required to achieve the maximum feasible reduction in CO2 emissions through these measures.
- Supporting the development of decentralised heat, cooling and power networks as part of major developments.
- Promoting zero carbon and low carbon development.
- Promoting improvements in the energy efficiency of existing buildings

6.5 Further guidance is set out in Lambeth's SPD on Sustainable Design and Construction.

Development Guidance/ Requirements

6.6 The large scale development opportunities and scope for high density development in a concentrated area creates particular opportunities to incorporate the principles of sustainability into the next generation of buildings in Waterloo.

Minimise energy consumption

6.7 Buildings should be designed to minimise energy consumption by maximising passive heating and cooling.

- 6.8 The need for active cooling systems should be reduced as far as possible through passive design including natural ventilation, appropriate use of thermal mass, external summer shading and vegetation on and adjacent to developments. The need for active heating should be minimised through employing efficient built forms, materials, orientation and layout (passive solar gain). Furthermore artificial lighting should be reduced with adequate daylight and sunlight being achieved throughout the living and workspace areas of the building.
- 6.9 Sustainability assessments for new development proposals should take into account the embedded energy in existing buildings. The Council will encourage the retention, reuse and recycling of building materials.

On-site renewable energy

- 6.10 All major developments are expected to achieve a reduction in carbon dioxide emissions of 20% from on site renewable energy generation unless it can be demonstrated that such provision is not feasible in line with London Plan policy 5.7.
- 6.11 All developments should demonstrate that their heating, cooling and power systems have been selected to minimise carbon dioxide emissions. In order to meet this target Lambeth will encourage a mix of renewable energies within the opportunity area. S106 agreements will be used to ensure compliance with the policy for the lifetime of the building.
- 6.12 Where the required reduction from on-site renewable energy is not feasible within major new developments, a financial contribution will be sought to an agreed borough-wide programme for carbon dioxide emissions reduction.

Combined cooling, heat and power and community heating.

- 6.13 Major development, where feasible, should incorporate combined heat, cooling and power and community heating.
- 6.14 Policy 5.6 of the London Plan states that developments should demonstrate that their heating, cooling and power systems have been selected to minimise carbon dioxide emissions. Developments should evaluate combined cooling, heat and power (CCHP) and combined heat and power (CHP) systems and where a new CCHP/CHP system is installed as part of a development, examine opportunities to extend the scheme beyond the site boundary to adjacent areas.
- 6.15 District CCHP/CHP systems offer the best practical means to make more efficient use of energy and reduce carbon dioxide emissions. They also offer scope for existing homes and businesses to benefit from affordable heating and to achieve CO2 emission reductions.
- 6.16 A strategic feasibility study of energy supply and CCHP options for the South Bank area was completed in February 2009. The study was commissioned by the South Bank Employers Group, and supported by the LDA, and sets out the technical, economic and environmental viability of a district energy network. It identifies how a CCHP network could be developed in the area providing a means for both new and existing development to achieve substantial carbon emission reductions. More detailed feasibility work will be carried out and developers will be encouraged to

consider how they can contribute to delivering the network as part of reducing their CO2 emissions. The Guy's and St.Thomas' NHS Trust has already installed a CHP system at St.Thomas' hospital for the complex of buildings there.

- 6.17 Where there are a few large development sites close together, the separate planning applications should consider using a centralised system for all those sites. Where this cannot be delivered in one phase of development due to timing or separate ownership, passive provision to allow for future connection to a wider decentralised network should be built into the development proposals to allow for its eventual delivery.

Connecting to district energy networks.

- 6.18 New buildings within the SPD area should be equipped with adequate fixtures or design to allow for future expansion of renewable technologies and integrated networks of waste and energy management.
- 6.19 All proposals should be configured to enable developments, where possible, to receive power, heating and cooling from a district power heating and cooling systems or networks of systems. Lambeth will encourage developers to facilitate and connect to the energy network identified by the 2009 SBEG study and to work with SBEG and the LDA to incorporate connection into their designs at the earliest stage. Further information is available from SBEG.' Where a local district heating network incorporates heat derived from renewables, this would offset the requirement for on-site renewables.

Green roofs

- 6.20 Green roofs and or walls should be incorporated within new buildings where appropriate.
- 6.21 Green roofs can improve the local microclimate, absorb noise and create space for amenity or biodiversity. Native plants and species should be used where possible as they generally have lower maintenance needs and can enhance the local biodiversity. Waterloo has little green open space and development should maximise the use of green roofs to provide new amenity and wildlife space.

Sustainable Water Management

- 6.22 Sustainable Water Management should be incorporated within all development in line with the Mayor's Drainage Strategy and the Mayor's Water Strategy.
- 6.23 London Plan Policy 5.13 promotes sustainable drainage and Policy 5.15 aims to protect and conserve water supplies and resources. Water efficiency measures should include the reuse of rainwater and grey water. Sustainable Urban Drainage Systems (SUDS) should be employed where appropriate.
- 6.24 It is essential that developers demonstrate that adequate water supply and sewerage infrastructure capacity exists both on and off the site to serve the development and that it would not lead to problems for existing users. In some circumstances this may make it necessary for developers to carry out appropriate studies to ascertain whether the proposed development will lead to overloading of existing water & sewerage infrastructure. Where there is a capacity problem and

no improvements are programmed by the water company, then the developer needs to contact the water authority to agree what improvements are required and how they will be funded prior to any occupation of the development. The assessment of the impacts on water and wastewater infrastructure will be required for all major developments in line with Policy S1 of the Core Strategy.

Flood Risk Management

- 6.25 The whole SPD area lies within the high risk Flood Zone 3a with tidal influences from the River Thames, but is protected by flood defences and the Thames Barrier. Risks still exist in the event of a failure of flood defences or other forms of flooding, such as sewer flooding.
- 6.26 The Council will work in partnership with the Environment Agency to manage and mitigate flood risk. Development proposals within flood risk areas are required to demonstrate how they will mitigate and manage flood risk through appropriate measures. Flood Risk Assessments should accompany planning applications in Flood Zone 3a. Development must comply with the exception tests in national policy in Planning Policy Statement 25 (Flooding) and with London Plan policy. On sites adjacent to the river Thames, remediation and improvements to the flood defence walls will be required where these are in poor condition. When developing within 16m of the tidal flood defence, developers need to make a statutory application to the Environment Agency for land drainage consent. Measures to mitigate flooding from groundwater and sewers should be included in development proposals for which this is a risk.

Community safety

- 6.27 Development must contribute to creating a safe and secure community at Waterloo. Development must adhere to 'designing out crime' principles, ensuring neighbourhoods and the routes through them are well lit and provide surveillance. The Waterloo area must be resilient to terrorism.

Chapter 7

SITE SPECIFIC GUIDANCE

- Waterloo Station & Waterloo International Terminal
- Shell Centre
- Hungerford Car Park
- South Bank Arts Complex
- Elizabeth House
- Union Jack Club
- Lower Marsh
- Cornwall Road bus garage

7.1 WATERLOO STATION & WATERLOO INTERNATIONAL TERMINAL

CURRENT SITUATION

- 7.1.1 Waterloo station is operating at its maximum capacity with approximately 85,000 passengers in each peak three hour period. Passenger congestion on the main concourse and the links to and from the London Underground lines is becoming a significant problem and the number of passengers using the station is predicted to increase which would lead to significant congestion.
- 7.1.2 In order to accommodate this passenger growth, significant improvements will be needed at Waterloo Station - platforms will need to be lengthened to take longer trains, more concourse space will be needed to provide greater circulation space and greater capacity on connecting modes is required. Together, these interconnecting improvements represent a major upgrade programme.
- 7.1.3 The footprint of the station and its approaches is severely constrained – but at the same time, the former International Terminal lies unused. Use of the long international platforms would allow other platforms in the station to be extended.
- 7.1.4 Remodeling of Waterloo Station to increase station capacity has the potential to provide 10,000-20,000 jobs.

Key phases of the station upgrade

- 7.1.5 It is anticipated that the upgrade of the station will be delivered in stages:
- By 2014, 10 car platforms.
 - Reuse of the International Terminal.
 - In the longer term, 12 car platforms.
 - A new street level concourse, also in the longer term.
 - Commercial development to part-pay for the improvements.
- Government funding commitments and detailed proposals for Waterloo station and WIT are currently being progressed.
- 7.1.6 Key components of the station upgrade are set out in below.

Bringing International Terminal (WIT) platforms back into use

- 7.1.7 Work to make WIT platform 20 available for domestic services has been completed but is not yet operational. The reuse of the other four currently vacant platforms and concourse of the former WIT for domestic services would enable Network Rail to provide ten car trains across all platforms. As the WIT platforms are able to accommodate 20 car trains, it would be possible to shorten the platforms and thereby allow the extension of some mainline station platforms.
- 7.1.8 Before the platforms are brought into use, works will be required to provide access to the WIT platforms from the main concourse effectively linking the two stations. The WIT platforms are 1.8 metres higher than the main station concourse and will need steps or a ramp structure to allow the platforms to connect with the concourse. The WIT platforms are also separated by the “orchestra pit” – the

former Eurostar departure area and this space will need to be bridged over to provide access to the platforms should direct access be required.

Reuse of the space below the WIT platforms

- 7.1.9 The former arrivals and departures areas for WIT stretch the length of the station. These large areas on two floors provide an opportunity for new commercial floorspace, potentially a supermarket – but space will need to be retained for access to the platforms above and routes through to the main station.
- 7.1.10 Reuse of WIT would relieve congestion on the main station concourse and at the Victory Arch entrance by dispersing passengers with the provision of additional and more direct routes towards the York Road and Westminster Bridge Road.
- 7.1.11 Reuse of WIT generally and retail use beneath the platforms should enable the following benefits:
- The provision of new entrances to the west side of the station.
 - New active street frontages to the west side of the station.
 - An improvement to the appearance of West Road.
 - Improvements to connections to Lower Marsh.
- 7.1.12 Retail use of WIT is supported where this would complement existing independent retail shops in Lower Marsh as well as existing facilities at the main station.

Providing for 10-carriage trains

- 7.1.13 Network Rail is committed to providing 10 car trains on the South West Main Line network by 2014, as stated in the London and South East RUS (July 2011).

Providing for 12-carriage trains

- 7.1.14 Although the WIT platforms are already sufficiently long to handle 12 car trains, the rest of the station would have to be substantially remodelled.
- 7.1.15 Capacity for 12 car trains could be provided by redevelopment of the country end of the tracks but the railway track layout is very dense with less room for infrastructure between tracks.
- 7.1.16 Provision of 12 carriage trains would trigger the need for:
- Much larger concourse space and this can only be provided at street level.
 - Additional capacity on connecting modes such as the Underground and buses, and improved pedestrian links to and from the station.

Create separate street level access to the Underground from West Road (west side of the station).

- 7.1.17 It is only possible to access the Underground station for the Bakerloo, Northern and Waterloo & City lines via the main station – which is at a higher level than the surrounding streets. The main Underground ticket office is close to West Road and

a separate, direct London Underground access would enable simpler access to Underground services and continued access should the main station be closed.

Create new station concourse at street level.

7.1.18 Providing concourse and entrances at street level would help integrate the station with the local area and help free up parts of the station above for more circulation space.

7.1.19 Re-opening WIT would create opportunities to open links through to the arches below the main station, and could eventually create a pedestrian through route linking York Road and the South Bank with Lower Marsh. Reopening the WIT will provide a new street level entrance on the western side of the station, improving access and relieving congestion at other entrances.

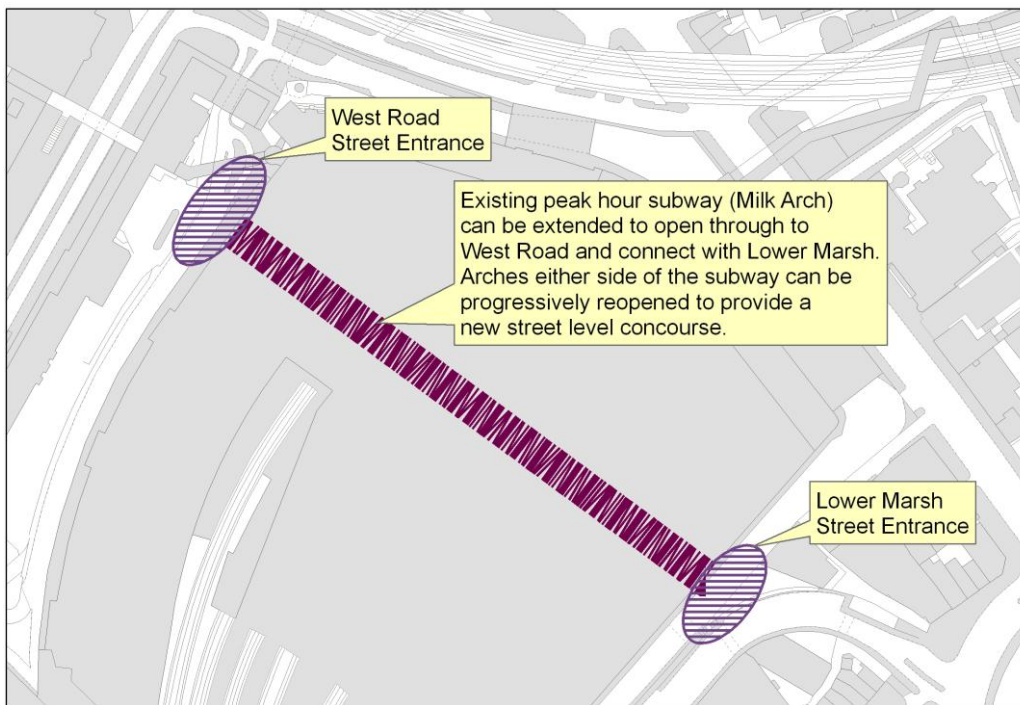
7.1.20 A street level concourse could be achieved in one of two ways:

- Progressive reuse of existing arches for circulation and commercial uses. Opportunities will be limited by the height and width of the arch structures, servicing needs and uses ancillary to the station.
- As part of a major redevelopment of the station. This has the advantage of creating a new structure with greater clear spans and more flexibility in the use of space, but will only be deliverable as part of a major reconstruction of the station above.

Create new through routes for pedestrians from York Road to Lower Marsh.

7.1.21 A key objective for Lambeth is to achieve better links through the station from York Road with Lower Marsh and the area south-east of the station. New street level entrances and street level concourse space will be seen by the Council as a means to gradually achieve these new links. It is already possible to walk through Leake Street but the route needs to be enhanced to create a safe attractive route. There is also potential in the longer term for greater use of the peak hour subway – to connect to new entrances on the west side of the station and extend towards Lower Marsh via the Milk Arch (Figure 21).

Figure 21 – Proposed Street Level Entrances

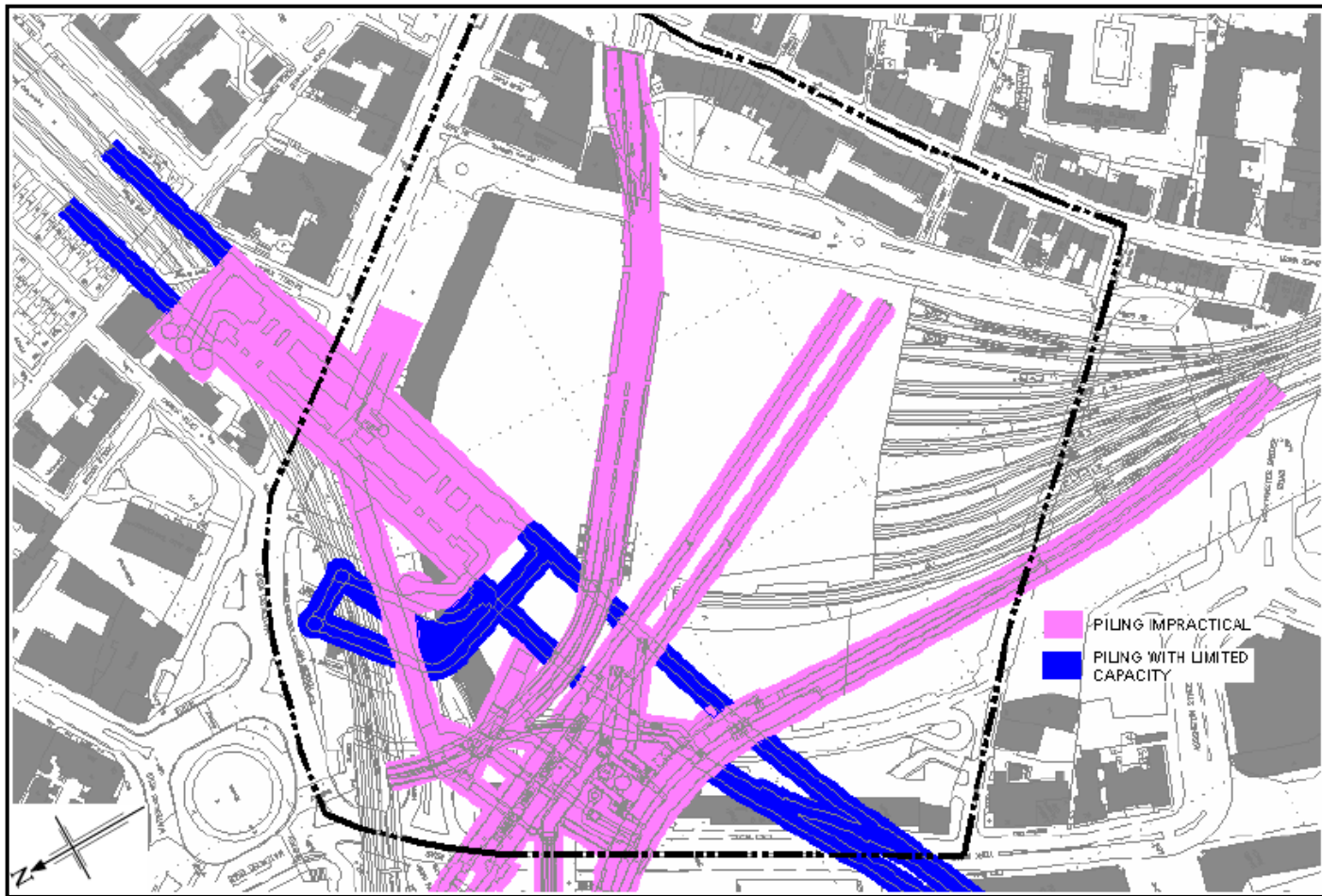


Development Opportunities

7.1.22 It is likely that providing for 12 carriage platforms will require redevelopment of parts of the station – and at the same time, commercial development could help meet some of the upgrading costs. Development proposals for the station site will only be acceptable if they are part of a comprehensive approach to improving the interchange.

- 7.1.23 Several physical constraints limit the development potential of the station:
- Four underground lines converge under Waterloo station – the tunnels and shafts present a major obstacle to development.
 - The underground station complex contains structures with particular sensitivity to movement, principally, escalators, travelators, lifts and old ventilation plant.
 - The mainline platforms and tracks are a constraint to potential above station development. The options for the placement of supporting columns are limited as a minimum width of platform is required to provide signal sightlines and sufficient space for passenger flow.

Figure 22 - Underground Constraints (Source: Jacobs, 2009)



7.1.24 Figure 22 shows parts of the station where piling is restricted by underground constraints. Although there are no defined “Exclusion Zones” for activities in the ground in the vicinity of London Underground structures, there are restrictions on the distance that piling should be from a structure and any such proposals would need to be agreed with TfL.

7.1.25 The area around the Victory Arch entrance in particular is affected by the Jubilee Line pedestrian travelator. The travelator is very sensitive to movement and could easily be disrupted by upward or downward earth movement.

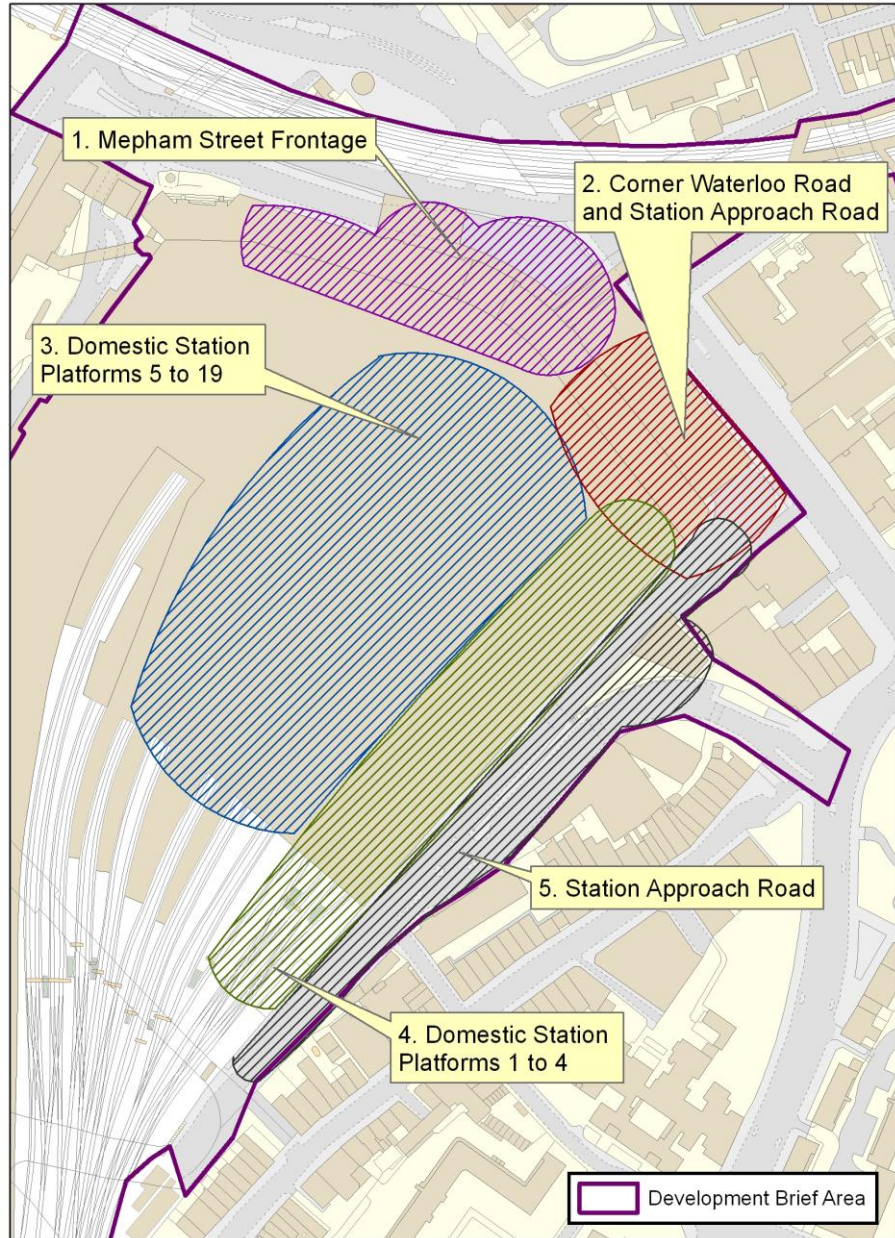
7.1.26 Figure 23 shows potential development areas on the station site.

Development of the International Terminal

7.1.27 WIT was constructed using a shallow raft which sits over the Bakerloo Line tunnels which has limited capacity to support further loading. Furthermore, the network of Underground lines under the station is at its densest below WIT, pushing up the costs of the substructure of any new development. It is also noted that development over the Bakerloo and Northern Line ticket hall is considered impracticable without its closure.

7.1.28 Given the existing, modern and substantial railway infrastructure at WIT, its reuse is preferred over its demolition. WIT has modern platforms that are more than long enough to accommodate Network Rail's upgrade for 12 car trains. To rebuild these platforms would be an unnecessary cost. Although some works are necessary to bring the platforms back into use, they are otherwise built to modern standards.

Figure 23 - Potential Areas of Development



7.2 SHELL CENTRE

Site History

- 7.2.1 Shell is one of Lambeth's largest employers and the Shell Centre represents one of the borough's largest development opportunities.
- 7.2.2 The redevelopment of Shell Centre as a major mixed use development comprising a large amount of office space and residential units as well as significant retail uses has the potential to deliver 1,200 to 1,500 jobs.

Current Status

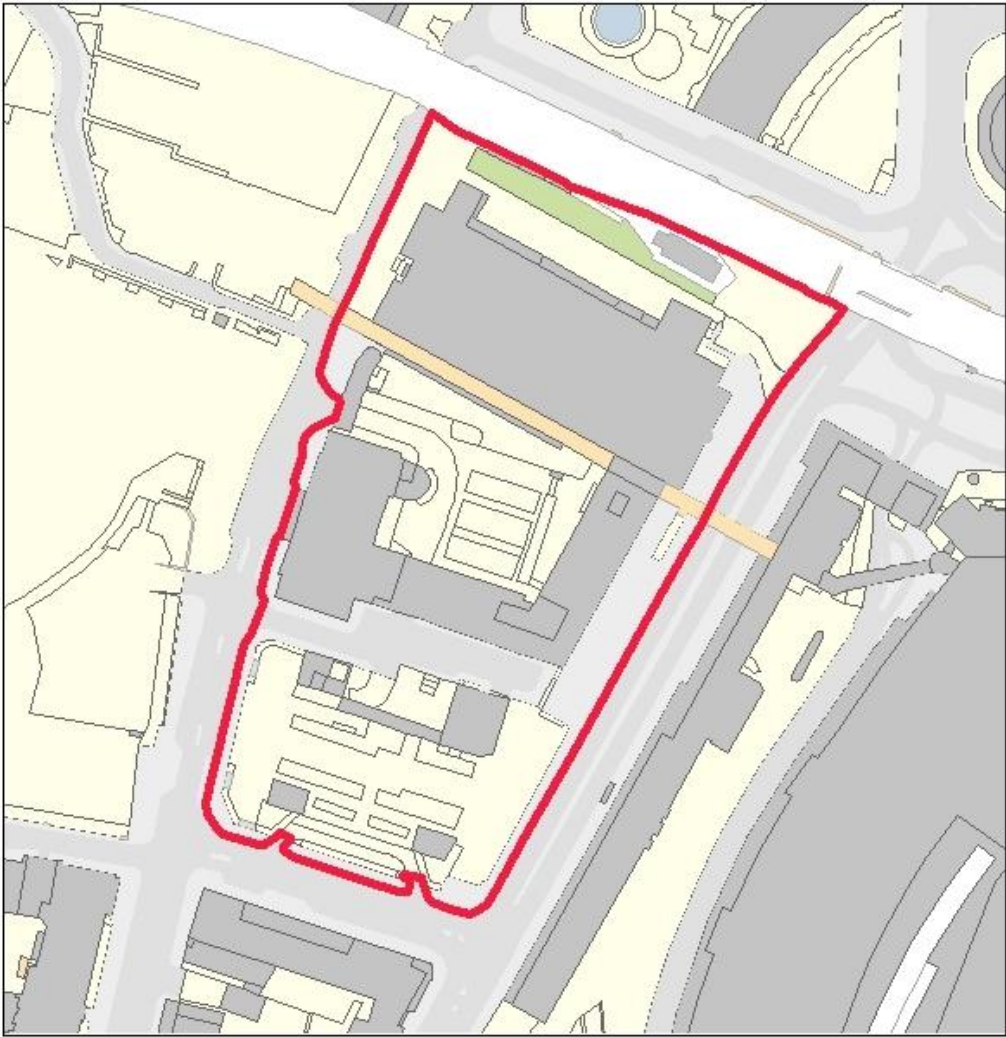
- 7.2.3 Shell appointed a development partner in 2011 and intends to redevelop the site for mixed uses, but retaining the site as the company's UK headquarters. The Shell Tower will be retained.
- 7.2.4 Planning permission and conservation area consent was granted on appeal in 2004 for a scheme including part demolition and the erection of a mixed use building of 69,000sqm on the podium site (01/02543/FUL). A new planning application was submitted to the Council in December 2012.

Development Principles

Urban Layout	<p>Proposals should preserve and enhance the character and appearance of the South Bank Conservation Area.</p> <p>The setting of the Grade I listed Royal Festival Hall should be conserved and enhanced.</p> <p>The pre-eminence of the Shell Tower to be retained as a London landmark. The Shell Centre is locally listed with the Shell Tower a positive contributor to the Conservation Area.</p> <p>The listed fountain should be retained or a suitable new location found.</p> <p>Open space should be provided either in its own right or to generate improvements to open space within the wider area.</p> <p>Development should frame and enhance the setting of Jubilee Gardens. The bulk, scale and mass in relation to Jubilee Gardens and Chicheley Street will be particularly important.</p> <p>Redevelopment should improve permeability and pedestrian linkages. Provision of clear routes and attractive spaces that connect well into the wider area will be required.</p> <p>Pedestrian routes through the site should be provided at street level to form part of a direct connection between Waterloo Station and Hungerford Bridge (south side) and between the Station and the London Eye.</p>
Grain and Height	<p>Development should relate positively to the Shell Tower and be of contextual height to complete the shoulder of the Shell Centre.</p> <p>Redevelopment of the north wing to a taller height may be acceptable if it enables the creation of new open space elsewhere on the site. Subject to impact on views and residential amenity.</p>

	<p>Development should scale down from tall buildings at the station to the riverside.</p> <p>Development will need to avoid the creation of an overall wall effect that could harm the significance of the surroundings assets.</p> <p>The perceived canyon-like character to York Road should be addressed.</p>
Land Use	<p>Mixed-use employment-led development - office (B1)/ residential including affordable housing.</p> <p>Ground floor retail/ cultural/ community.</p> <p>Sports/ leisure for public use.</p> <p>Replacement of police facilities.</p>
Transport	<p>Consider the replacement of the high level east-west pedestrian link to Waterloo Station with link at grade to Hungerford Bridge.</p> <p>Retain and enhance existing east - west pedestrian link to south of site.</p>
Public Realm	<p>Retain a view of the London Eye from York Road</p> <p>New street level pedestrian route across the site to replace the upper level walkway and connect Hungerford Bridge with the station. Proposals for any section of the route must contribute to achieving a coherent design for the whole bridge to station route.</p> <p>Rationalise and improve the public realm at the north east corner of the site where Concert Hall Approach meets the approach to Waterloo Station.</p> <p>Improvements to Belvedere Road, York Road and Chicheley Street.</p>

Figure 24



 Shell Centre MDO boundary

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7.3 HUNGERFORD CAR PARK

Site History

- 7.3.1 Hungerford Car Park sits between Hungerford Bridge and Jubilee Gardens. London County Council identified the site for open space in 1934, and in 1951 the site housed the Festival of Britain's Dome of Discovery. Jubilee Gardens opened in 1977 and was intended to eventually fill the area between County Hall and the railway viaduct.
- 7.3.2 Jubilee Gardens was designated as Metropolitan Open Land (MOL) in 1990. Planning permission was granted in the same year for new gardens that stretched across Hungerford Car Park but were never completed. Instead, the gardens and car park were used in the 1990s as a construction site for the Jubilee Line Extension works.

Current status

- 7.3.3 In 2012, Jubilee Gardens were re-landscaped to provide a high quality park and this is very intensively used as the number of visitors to the area continues to increase. There is very little green space in Waterloo and the car park is the only real opportunity to increase provision in the area. A priority project of the area is to extend the park on to part of the car park area.
- 7.3.4 Jubilee Gardens is protected as Metropolitan Open Land under policy 7.17 of the London Plan. Two thirds of Hungerford Car Park is also protected as Metropolitan Open Land under this policy and Lambeth seeks the conversion of the car park to open green space as an extension to Jubilee Gardens. Policy PN1 (d) of the Core Strategy supports the development of the remaining third of Hungerford Car Park for arts and cultural uses and appropriate supporting uses.

Development Principles

Urban Layout	<p>Development at the Hungerford Car Park will only be considered acceptable if it enabled the extension of Jubilee Gardens.</p> <p>At least two thirds of the car park site would be required to be used as open space.</p> <p>Development should maintain the campus style building pattern on the South Bank.</p> <p>A direct pedestrian route from the Hungerford Bridge to the station via the Shell Centre at ground level should be provided.</p> <p>The protected view to St.Paul's Cathedral from Westminster Pier must be maintained.</p> <p>Building up to existing railway viaduct whilst providing sufficient servicing.</p> <p>Development around Jubilee Gardens should frame and enhance its setting and relate to it in terms of access, frontages, and public realm design.</p>

Grain and Height	<p>Development should minimise the footprint of the building above ground by locating, where feasible and economic, as much of the proposals underground as possible.</p> <p>Height restricted in central part of site by the need to retain linear view of St. Paul's Cathedral from Westminster Pier.</p> <p>There is potential to rise to the height of the Royal Festival Hall to the west of the view corridor facing onto Riverside Walk but views from the Festival Hall to the London Eye and Houses of Parliament should be retained.</p> <p>New building should not adversely affect the character and setting of adjacent Listed Buildings.</p>
Land Use	<p>Uses contributing to or otherwise supporting the South Bank's world class arts and cultural status.</p> <p>Extension of open space to create an enlarged, coherent public open space.</p> <p>Active frontages on three sides (east, west and south) with facilities ancillary to the primary arts and cultural use.</p>
Transport	<p>New pedestrian environment in areas to east and west of site.</p> <p>Existing servicing to be retained and any new servicing to be provided along the viaduct.</p> <p>Provision of emergency access.</p>
Public Realm	<p>New street level pedestrian route across the site to replace the upper level walkway and connect Hungerford Bridge with the station.</p> <p>Extending Jubilee Gardens onto Hungerford Car Park.</p> <p>Upgrading of Riverside Walk.</p>
S.106	<p>Funding public realm improvements – the creation, delivery and maintenance of the Jubilee Gardens extension and upgrading Riverside Walk.</p>

Figure 25



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7.4 SOUTH BANK ARTS COMPLEX

Site History

- 7.4.1 The South Bank is Europe's largest arts centre comprising the Royal Festival Hall, the Queen Elizabeth Hall, Purcell Room, the Hayward Gallery, the British Film Institute and the National Theatre. Lambeth recognises the importance of the South Bank Arts Complex to the country and the benefits it brings to Lambeth residents. The Council supports the renewal of the complex to enhance its leading arts and cultural role. Any proposed development should preserve or enhance the setting of this complex.
- 7.4.2 The South Bank Arts Complex is characterised by large scale stand alone concrete buildings with a strong horizontal emphasis. Due to large block sizes connections between the Riverside Walk and Belvedere Road are infrequent. Many of these links are service access streets with blind frontages and low streetscape quality.
- 7.4.3 Improvements to facilities at the South Bank Arts Complex could result in an additional 400 jobs.

Current Status

- 7.4.4 In 1999 a masterplan for the entire Southbank Centre site was produced by Rick Mather Architects. This masterplan provides a framework for the improvement and extension of existing cultural facilities and public realm improvements. Phase 1 of the masterplan saw the refurbishment of the Festival Hall in 2007 and improvement of the surrounding area. Phase 2 was realised through the re-landscaping of Jubilee Garden in partnership with the Council, TfL and Jubilee Gardens Trust. Phase 3 of the masterplan, the refurbishment of the Queen Elizabeth Hall, Purcell Room and Hayward Gallery complex, now part of the Festival Wing project was announced in early 2013 and scheduled for completion in early 2017. The BFI has aspirations to find new premises on the South Bank – this would free up the current buildings for other cultural uses, allow rear servicing to the remaining buildings on the current site and enable improvements to pedestrian access through the site.
- 7.4.5 As part of the 1999 Rick Mather Architects masterplan, a South Bank Urban Design Strategy was produced in 2000. Its principles are:
- Improved accessibility, legibility and public open space.
 - Primary entrances to all destinations located at ground level.
 - Greater mix of use aimed at bringing visitors throughout the day.
 - All building frontages throughout the site should be animated with arts foyers, café and arts related retail.
 - Improved linkages between public open space, cultural facilities, public transport, highway networks and other key destinations looking beyond the limits of the Southbank Centre site.
 - Belvedere Road to be treated as an important cultural street.
- 7.4.6 A masterplan has also been produced by the National Theatre. This makes provision for a new building to the rear of the site providing extensive new facilities for the construction departments and active frontage onto Upper Ground. Enlarged public spaces around and within the Cottesloe Theatre are proposed, these will

incorporate extensive education facilities, a refurbished and vehicle-free public realm in the north east corner, as well as active frontage around the entire riverside of the building. The masterplan proposes more accessible and better landscaped public terraces.

Development Principles

Urban Layout	<p>Retention of existing urban grain (large scale pavilion buildings) in line with conservation area appraisals and management plans.</p> <p>Extensions should respect the forms and design of the host building along with its materials and construction details.</p> <p>Entrances and foyers should be at ground level where possible.</p>
Grain and Height	<p>Blanket height and contextual design in line with conservation area appraisals and good conservation practice.</p> <p>Building heights should consider the horizontal character of the area and be appropriate to their context.</p>
Land Use	<p>Overall character of the area as an 'arts space'.</p> <p>Shops, restaurants and cafes that are ancillary and complementary to the arts and cultural facilities, especially to create active frontage along Queens Walk and Belvedere Road.</p> <p>Other commercial developments associated with the arts and cultural use of the South Bank where there is a clear and lasting benefit to the arts and cultural use.</p>
Transport	<p>Improved at grade pedestrian links between the Riverside Walk and Belvedere Road / Upper Ground.</p> <p>Improved undercroft and ground level service areas at Queen Elizabeth Hall / Purcell Rooms / Hayward Gallery complex to secure safe, attractive and legible pedestrian environments.</p> <p>Better connections with upper level terraces.</p> <p>Improve the quality of street frontages and spaces for pedestrians by separation of service lanes and delivery yards, maximising rear and underground servicing in any improvement scheme.</p>
Public Realm	<p>Public realm improvements including improved at grade pedestrian links, removal of high level walkways and better connections between levels.</p> <p>Upper Ground and Belvedere Road should be enhanced through public realm improvement which should be robust and related to the strong character of the South Bank Arts Complex.</p> <p>Queen's Walk will be retained at its current width, and where appropriate widened through redevelopment.</p> <p>Improve and enlarge Jubilee Gardens.</p> <p>Improve Hungerford Bridge undercroft.</p>

Figure 26



 SOUTH BANK ARTS COMPLEX

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7.5 ELIZABETH HOUSE

Site History

- 7.5.1 Elizabeth House is a large, 1960's office block adjacent to Waterloo Station, currently let on a short-term basis. Planning permission was granted in 1996 for the redevelopment of Elizabeth House into three buildings of 13 storeys.
- 7.5.2 The redevelopment of Elizabeth House could accommodate between 7,000 and 8,000 office workers representing a significant increase over the current estimated 2,500 jobs.

Current Status

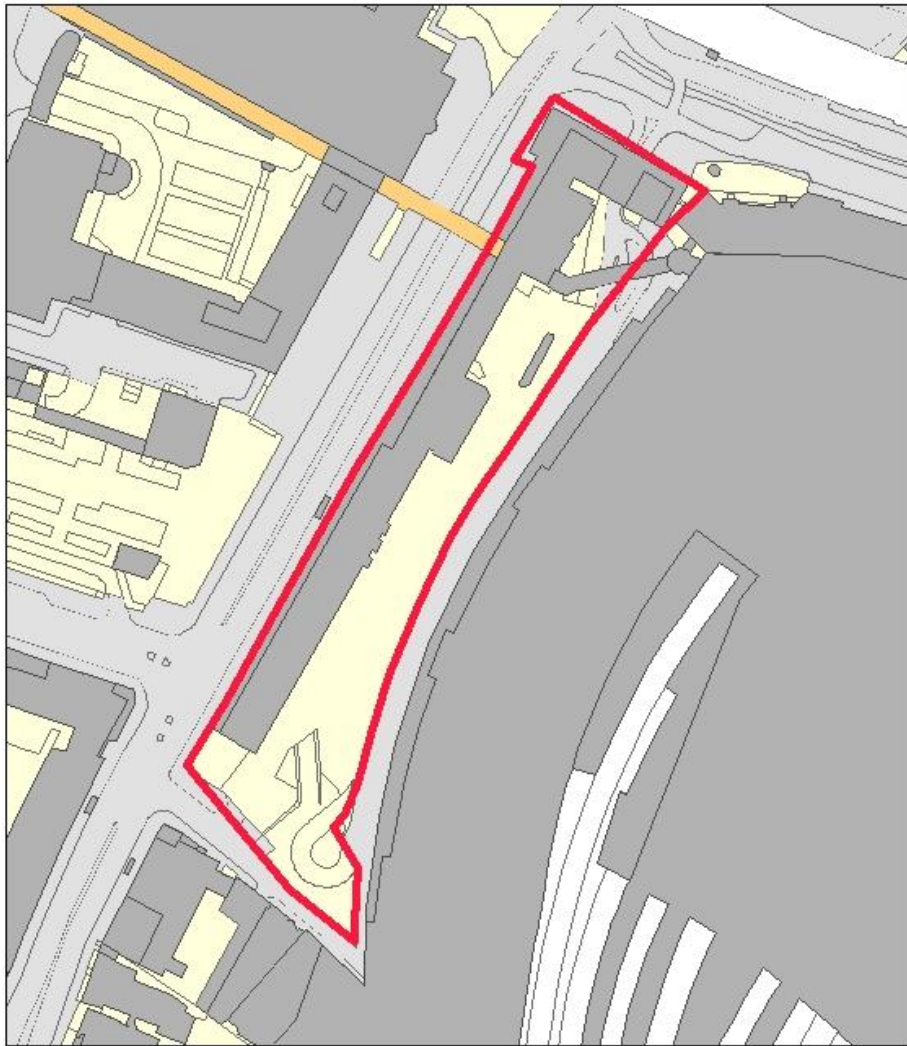
- 7.5.3 The Council was minded to approve a redevelopment scheme for the site in July 2008 to replace Elizabeth House with two office buildings at 28 and 22 storeys and one 33-storey residential tower with new pedestrian links and spaces between York Road and Waterloo Station. The scheme was called in by the Secretary of State and refused on the grounds of the adverse impact of heritage assets. The Council's Planning Applications Committee, however, resolved on 7th November 2012 to make a resolution to grant planning permission and conservation area consent for the comprehensive redevelopment of the site.


Development principles

Urban Layout	<p>Development should avoid creating a wall-like form.</p> <p>Primary active frontages along main routes.</p> <p>Secondary live frontages facing Waterloo Station and secondary routes between towers.</p> <p>Redevelopment should create ground level pedestrian routes from the station to the river.</p> <p>New public space at ground level should be provided.</p> <p>Development should ensure an attractive space and setting for the western side of the station.</p> <p>Redevelopment should safeguard access to the disused vent tunnels to secure future step-free access/ emergency escape route.</p>
Grain and Height	<p>Higher density development is supported but any proposals will need to have regard to views from Parliament Square (World Heritage Site), St. James' Park (LVMF view) and Somerset House (Grade I listed).</p> <p>Development should create a varied footprint and skyline.</p>
Land Use	<p>Active frontages (A and D uses) at ground floor on primary routes and new city square i.e. fronting York Road.</p>

Transport	Office (B1) and residential.
	<p>Enhanced east-west pedestrian links into station forecourt.</p> <p>New entrances into Waterloo station on façade facing development.</p> <p>New pedestrian links to better connect the station with the riverside walk.</p> <p>Enhance Leake Street.</p> <p>Secondary/ residential streets created adjacent to Waterloo Station and between tower blocks.</p>
Public Realm	<p>Improvement/ treatment of exposed flank wall of Victory Arch.</p> <p>Streetscape improvements to primary and secondary routes in accordance with public realm guidance.</p> <p>New street level pedestrian route to replace the upper level walkway from the station to Hungerford Bridge. The relevant landowners (SBC, Shell, Elizabeth House and Network Rail/BRBR) to continue to coordinate improvements to achieve this new route and to produce a whole route masterplan. Proposals for any section of the route must demonstrate that they contribute to achieving a coherent design for the whole bridge to station route.</p> <p>Improved pedestrian links to Lower Marsh.</p>
S.106	<p>Streetscape and public realm improvements.</p> <p>Public lighting.</p>

Figure 27



 Elizabeth House MDO

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7.6 UNION JACK CLUB/MERCURY HOUSE, WATERLOO ROAD

Site History

- 7.6.1 The Union Jack Club building was built in 1976 and consists of three towers built atop a low-rise base. The building has since been split in two, with the Club's 300 rooms and dining facilities occupying the two eastern towers. The Union Jack Club is for the welfare of serving and former members with over 100,000 guests a year and contributes to the local economy.
- 7.6.2 The Union Jack Club and podium piece relate poorly with the surrounding context and presents a large blank wall to Waterloo Road, an important pedestrian route. The office tower fronts Waterloo Road at the corner with Sandell Street and relates well with the street.
- 7.6.3 To the south of the Union Jack Club stand a small number of low-rise buildings from the 19th and 20th Centuries that house offices, restaurants and shops. These buildings are in generally good shape but because of their small size do not capitalise on the high level of accessibility provided by Waterloo Station. The public realm here is poor.

Current status

- 7.6.4 There are presently no major planning applications outstanding for this site.

Development principles

Urban Layout	<p>Perimeter block layout adhering to established building line.</p> <p>Selective redevelopment retaining best buildings on site.</p>
Grain and Height	<p>Opportunity for a landmark building fronting Waterloo station, forming a gateway to the station.</p> <p>Building heights should step down towards the Old Vic - contextual height facing Cornwall Road and Emma Cons Gardens.</p> <p>Development should respect and enhance the setting of adjacent listed buildings – Grade II* Old Vic Theatre and the Grade II former Fire Station.</p>
Land Use	<p>Redevelopment of this site should take advantage of this location and maximise new floor space.</p> <p>Primary active frontage along Waterloo Road, secondary 'live' frontage along Cornwall Road and new east-west pedestrian connection.</p> <p>Office (B1) above.</p> <p>Residential fronting Cornwall Road.</p>

Transport	<p>New east-west pedestrian route linking into existing network reinforcing existing hierarchy of routes.</p> <p>Retain and enhance existing traffic network around site.</p> <p>Improve approach to Waterloo East.</p>
Public Realm	<p>Improvements along Waterloo Road and Cornwall Road to include decluttering of street furniture, selective replacement, tree planting, pavement resurfacing.</p> <p>Retain and upgrade Emma Cons Gardens.</p> <p>Comprehensive design of public realm of new east-west link.</p>
S.106	Public realm improvements - IMAX roundabout, Waterloo Road, Emma Cons Gardens, and Cornwall Road.

Figure 28



- Waterloo Study Area
- MDO 107 Union Jack Club / Mercury House, Waterloo Road.

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7.7 LOWER MARSH

History

- 7.7.1 Lower Marsh follows one of the earliest routes through the Waterloo area, originally connecting the Westminster and Blackfriars Bridges across the Lambeth Marsh. The area was characterised by leisure activities like pleasure gardens and theatres, such as the Old Vic, which was established in 1816.
- 7.7.2 The opening of Waterloo Bridge in 1817 sparked rapid development as the marsh was drained and covered with rows of small houses, wharves and workshops.
- 7.7.3 The construction of Waterloo Station changed the character and role of the Lower Marsh as the area was cut off from the riverside by the station and railway viaducts. In the 20th century, war damage was followed by housing redevelopment that changed the street pattern and urban scale south of the River Thames. The construction of Baylis Road isolated Lower Marsh from the surrounding community.

Current status

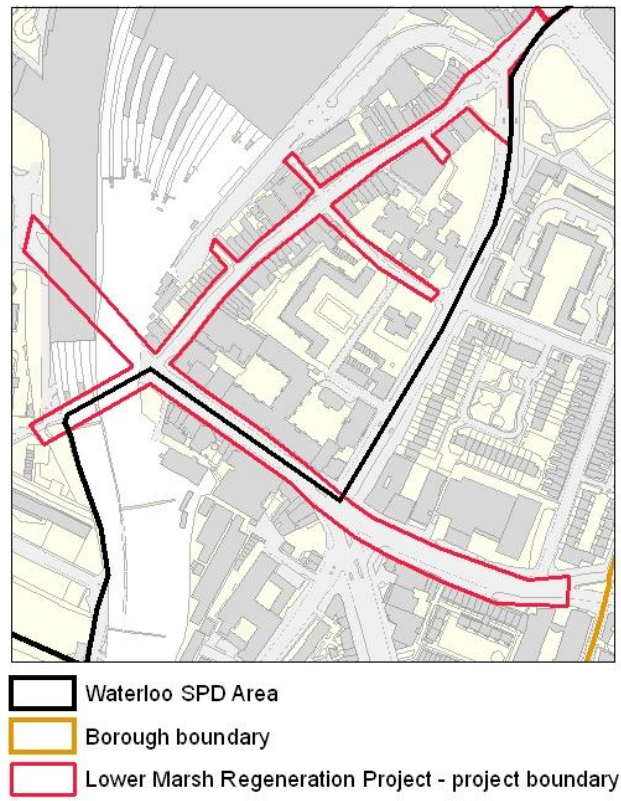
- 7.7.4 Lower Marsh is designated in the Core Strategy as CAZ Frontage, serving the northern part of Lambeth but the quality of the streetscape and links to the station and wider area need to be improved if more customers are to be attracted to the centre. Whilst Lower Marsh continues to contribute to local economic activity, the area suffers from a high-level of retail vacancies. Lambeth will promote its role as a centre for independent and specialist shops and local needs.
- 7.7.5 The Council is working with local stakeholders to implement the Lower Marsh Regeneration Project. This project will include streetscape improvements and improved links to the station, hospital and the rest of the area. It also aims to regenerate the street market through improved, more active market management and appropriate facilities for effective trading. The package of improvements will improve the attractiveness of the area to shoppers, bring greater activity to the area and help support local businesses there.

Development Principles

Development Principles	
Urban Layout	<p>Development should be of contextual height and retain or reinstate the historic urban grain.</p> <p>Active frontage at street level.</p> <p>Retention of existing historic fabric and townscape in line with Conservation Area Appraisal.</p> <p>Selective redevelopment of gap sites, notably 137-139 Lower Marsh, 79-87 Westminster Bridge Road, 2-8 Baylis Road.</p>

Land Use	Selective redevelopment and infill in line with the Appraisal.
	Encourage use of upper floors for office and residential. Potential redevelopment of the Waterloo Job shop and library building, subject to the re-provision of the uses within these buildings to the Council's satisfaction at a location to be agreed.
Transport	Improved at grade pedestrian links between Lower Marsh and Waterloo Station. The Waterloo Job shop and library site is to be safe guarded as a potential route from the Station directly on to Lower Marsh. Rerouting of taxi access (from Lower Marsh to Waterloo station). Improved access to Millennium Green and South Bank.
Public realm	Public realm improvements at gateways and connections to Millennium Green and Waterloo Station. Streetscape improvements to include resurfacing and street furniture Improved pedestrian links to the wider Waterloo area. Especially links to the station and north/ west of the railway. Shop front, signage and advertisement improvement in line with good conservation practice and Conservation Area Appraisal. Remodeling of cluttered taxi-dominated junction where Spur Road meets Baylis Road/ Lower Marsh. Reinstatement around Network Rail owned land at 137-139 Lower Marsh

Figure 29



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7.8 CORNWALL ROAD BUS GARAGE

Site History

- 7.8.1 Cornwall Road bus garage provides facilities that meet bus operational requirements and enable the smooth running of central London bus services. It is difficult to find sites for such facilities and so existing sites are given protection in the London Plan under policy 6.2 and in sections 2.5 and 2.6 of the Land for Transport Functions SPG.
- 7.8.2 However, the garage is surrounded on three sides by flats and houses, and its location severely impacts on the amenity of residents there. The Council believes that the garage would be better located elsewhere.

Current status

- 7.8.3 There are presently no planning applications for this site.

Development principles

Urban Layout	Establish frontage onto Emma Cons Gardens.
Grain and Height	Contextual height similar to surrounding residential development.
Land Use	Active frontage (retail or community) uses on Cornwall Road overlooking Emma Cons Gardens. Residential uses to rear and on upper floors. Creation of a proper edge to Emma Cons Gardens.
Transport	Improvements to Cornwall Road. Potential for new east-west pedestrian route linking into existing network.
Public Realm	Improve Cornwall Road for pedestrians and cyclists. Integrate with Emma Cons Gardens and The Cut.
S.106	Redevelopment of this site must include or be linked to provision of a new bus garage or other appropriate facilities. Lambeth will expect any uplift in the value of the site from development to cross subsidise provision of a replacement bus garage.

CHAPTER 8

APPROACH TO IMPLEMENTATION

- 8.1 This section outlines Lambeth's approach to ensuring that adequate and appropriate levels of infrastructure are provided and maintained. This will support the development of Waterloo as a successful growing and functioning locality. Adequate provision and sustainable arrangements for the management and maintenance of a range of infrastructure types are key requirements. This approach will improve the current environment and enable additional growth and development to support the creation of a successful place. Infrastructure planning and delivery needs to be linked to the likely phasing and delivery of major developments. Developments need to be fully compliant with the relevant planning policies and support the needs of business and the community in balanced place making, now and in the future. Landowners and developers are unlikely to realise the full value of their assets unless adequate infrastructure is provided on a timely basis.

Partnership working with business and community

- 8.2 According to forecasts, up to 30,000 additional jobs could be created in the borough over the next 20 years with the main areas of growth expected to be around Waterloo, Vauxhall and Brixton. With this unprecedented potential for higher levels of investment and economic activity, the Council and its partners will seek to maximise employment opportunities, to deliver affordable housing and work to make Lambeth an area of growth. The Council will work with stakeholders to facilitate and effectively manage opportunities for growth and ensure that all local people can realise the benefits. This future potential provides a timely opportunity to put a co-operative approach at the heart of the process. Co-operative commissioning will result from collaborative dialogue with the local community, citizens, experts, the business community, schools and young people.
- 8.3 The Waterloo area has a long and valued tradition of partnership working and funds from the Council's s.106 agreements have supported devolved or shared delivery through local partnership bodies such as the Waterloo Business Improvement District (BID) and the South Bank Employers Group (SBEG) whose memberships includes many of the largest landowners and occupiers in the area. By working closely with all local partners the Council is able to take forward its agenda of co-production and co-operative working.
- 8.4 With a statutory duty to consult on planning applications, the Council will involve the local community in discussions and keep everyone informed about the progress of any development proposals.

- 8.5 Consultation on this SPD has helped to set the context and priorities for developer contributions in and around Waterloo. Building on the project bank approach, used in the past, but moving to a more integrated and spatial approach as part of the local plan review, the Council will work with partners to co-produce delivery plans for key areas within the Waterloo Area to give a clear basis for localised spend of the Community Infrastructure Levy (CIL). To ensure that the viability of projects within these areas can be assessed, the Council will seek comprehensive information on strategic alignment, costs and benefits of projects. Independent advice will be sought as necessary to support this evidence base and allow effective prioritisation and decision making. Subject to commercial confidentiality and other constraints, the Council will engage fully with partners on the prioritisation of s.106 and CIL contributions arising from developments.
- 8.6 When planning applications are submitted, they need to include outline heads of terms for any s.106 agreement so that representations may be made during the consultation on the planning application. The Council will expect all developers to consult local groups before major development proposals are submitted for planning permission. The Council propose to use the Waterloo Steering Group as one forum where developers can present their proposals to key stakeholders at an early stage.
- 8.7 The Council has been active in supporting development of the Waterloo area through its planning functions and using funds agreed in s.106 agreements to improve and manage the area for the benefit of local business, visitors and residents.

Funding Challenge

- 8.8 With the reductions in public funding and in contributions from developer agreements as well as new delivery models in the public sector (such as the reforms to the Housing Revenue Account), the funding gap between the costs of desired infrastructure around Waterloo and the finance available is only likely to grow.
- 8.9 The Council will therefore have an increased focus on detailed project appraisal based on costs and benefits, a clear consideration of the standards that are possible and appropriate for the area in any new infrastructure and on identifying and using a greater range of funding sources than in the past. The Council's renewed focus on these issues will ensure that the Waterloo Area has a fundable infrastructure plan developed with local partners such as Transport for London, Network Rail, BRBR, Waterloo BID and SBEG. It will require agreement amongst partners about competing priorities, developing new and innovative funding approaches and ensuring that funding is leveraged

from all available sources to maximise its impact. Projects will be categorised by size¹ with appropriate due diligence reflecting their scale. Projects will be worked up in advance to support meaningful dialogue with planning applicants about the costs of mitigation (including for impacts outside the immediate curtilage), the necessary enabling works and appropriate area improvements linked to the proposed developments and their local effects such as increases in already high levels of footfall.

Principles of Infrastructure Delivery

8.10 In considering the development of the Waterloo Area over a 20 year time period the Council has adopted a number of key principles to the planning and funding of an integrated infrastructure plan:

- With a long tradition of partnership working in the area and as the Local Planning Authority, the Council will work collaboratively with a range of key partners including Network Rail, Transport for London, BRBR/LCR, SBEG, Waterloo BID, the GLA, community groups such as Waterloo Community Development Group and others to proactively bring forward the development potential of the Waterloo Opportunity Area over the next 20 years for the benefit of London and Lambeth's residents and businesses.
- The Council believe it is fair that those benefitting financially from any development, and the resulting increased activity levels, make an appropriate financial contribution to support the additional infrastructure required including its maintenance. Additional infrastructure investment is required to both support the expected level of activity and the creation of a high quality urban environment that itself helps to ensure the commercial success of new developments. This may, for example, involve developing tariff based models reflecting the investment and maintenance costs of a safe, well functioning public realm for the expanding number of users.
- It is essential that all stakeholders acknowledge that governance and delivery structures covering political, technical/officer and landowner/developer levels for partnership working are fit for this purpose, adequately resourced and operate effectively. The Council will seek to build a joint and shared position on the development of the area to give investors, developers and other operators certainty. Specifically, to bring forward a fundable infrastructure plan the stakeholders will:

¹ Indicative categories: £0-200,000, £200,000 to £1 million and £1 million+.

- Identify and monitor all potential funding sources from within their own capital and discretionary programmes. Partners will be expected to contribute fully to all funding bids that support works outlined in the SPD.
- Assess long term development capacity and the likely total infrastructure requirements.
- Agree to provide accurate cost and benefit evidence for all projects submitted for inclusion in the area based delivery strategy and jointly contribute to and conduct periodic progress reviews.
- Develop and resource a project management approach and share a forward agenda of activity to allow co-ordination and avoid duplication (e.g. strategy development, master planning and planning activities, consideration of planning applications).
- Review trend forecasts and complete post-implementation and benefit realisation studies to assess outturn impacts, costs and benefits.
- Produce and maintain a live Projects Plan for Waterloo and its constituent areas.

8.11 The Council and partners will seek to support the continued operation of mechanisms that support sharing the benefits of development across the local community. This, for example, would include employment brokerage and supply chain development functions based on best practice. Developers and operators will be required to sign up to best practice local labour and supply chain programmes for both construction and operational phases.

8.12 The Council, partners and the GLA will work with developers to ensure that applications are fully policy compliant (London Plan, OAPF and Core Strategy) and meet the relevant s.106 schedule including the provision of affordable housing.

Developer Contributions and Pooling

8.13 While Waterloo has excellent communications and facilities, there are key improvements that are needed to its current infrastructure and environment as well as significant new investments required to successfully accommodate increased levels of usage and activity in the future. The Council will ensure that contributions are made by developers and other parties to.

- Ensure the highest quality of development and environment (including its maintenance).
- Co-ordinate development activity.
- Mitigate the impacts of development on the existing community.
- Ensure infrastructure is brought forward in a timely way and that best value is achieved by working together.

8.14 Planning obligations will therefore be sought in accordance with.

- Policy S10 of the Lambeth Core Strategy 2011 and the Lambeth SPD on s.106 Planning Obligations and CIL.

8.15 There may be site specific issues that generate abnormal development costs, such as complex foundations due to the dense network of Underground lines in the area. This may have an impact on the profitability of private schemes and therefore potential developer contributions. The Council will use independent viability testing as part of their assessment process.

8.16 Developers will be expected directly to fund on a contractual basis investments required for the successful functioning of their developments. This should include accommodating the very high volumes of pedestrian movement in the area (including potential impacts outside the immediate curtilage of development sites). Furthermore, any s.106 contributions will be used to meet the Council's aspirations for the integrated development of the area, including the development over time of "balanced communities" and the provision of social infrastructure available to both new existing and new communities.

8.17 Developments in the Waterloo Area must pay the Mayor's Community Infrastructure Levy (CIL), which is being used to fund Crossrail, as well as the Borough's own s.106 schedule requirements. Lambeth Council and TfL will expect developers to make proportionate contributions to fund local infrastructure provision. In the future, Lambeth Council intends to adopt its own CIL before April 2014 and this will replace certain s.106 obligations.

8.18 This SPD sets out the area's need for improvements and infrastructure. In appropriate cases, developer contributions will be pooled in order to bring these projects forward working with local partners and through proven delivery mechanisms².

² S.106 pooling will accord with CIL regulations and this delivery chapter of the SPD will be used to inform the allocation of CIL spend locally.

- 8.19 Where a development will have an impact, but this is not sufficient to justify a discrete piece of infrastructure, the Council will seek a contribution to future provision elsewhere in the Waterloo area.
- 8.20 To ensure leverage of funds, the Council reserves the right to seek an element of match funding from relevant local partners when s.106 or similar funds are used to support another organisation's operations. While this will be reviewed on an annual basis, the Council through s.106 or CIL will, on a case by case basis, consider funding up to 33% of investments in infrastructure related to investments that align with the agreed place making vision, priorities and objectives for the Waterloo Area. This will obviously depend upon the scale of investment required and its relationship to other outcomes that the Council, and other stakeholders might wish to secure.

Programming

- 8.21 In support of this SPD, the Council acting as 'ringmaster' will maintain a live development and infrastructure phasing plan for the Waterloo Area, drawing from detailed partner contributions. The plan will set project priorities and targets and will help partners to co-ordinate their activities by:
- Estimating the scale and delivery timing of new jobs and homes in the Waterloo Area and the relationship to and impact upon current activity levels (e.g. footfall, passenger numbers) and the overall development capacity.
 - Programming the timing and phasing of all major developments including key milestones and their potential dependencies for other developments including their design, planning and implementation stages (covering both commercial developments for profit, transport and public utility developments for social and community benefit).
 - Assessing the potential sources of funding arising from each phase of development in terms of, for example, s.160 or CIL receipts, the value and quantity of affordable housing and potential additional business rates receipts.
- 8.22 Detailed programming gives the opportunity for partners to enter into more strategic infrastructure discussions and to consider mutually beneficial agreements with developers and landowners to ensure critical infrastructure is funded and 'frontloaded' to an agreed timetable.

Specific Infrastructure Issues

- 8.23 The Council has identified a range of specific infrastructure issues that require special consideration in the context of planning the future for

the Waterloo Area and in developing a balanced and successful locality. All of the following issues are important elements that need to be addressed jointly to integrate and co-ordinate place making activities for the whole of the Waterloo Area:

- Transport
- Public realm
- Affordable housing
- Open space
- Social and community facilities
- Employment and training
- Community safety and visitor management
- Code of Construction Practice

Transport

- 8.24 The SPD sets out the transport issues facing Waterloo and the main projects required to address the current needs and to meet the increasing demands which will result from additional future development. It is expected that all proposed developments will take account of and, to an appropriate degree, address the transport requirements of the Waterloo Area, both current and future, including cumulative and offsite impacts.
- 8.25 Lambeth Council and TfL will assess how developments can take account of and address the current and future transport requirements. In appropriate cases, the Council will consult the Waterloo Steering Group (WSG) which acts as a forum for discussion for representatives from TfL, Lambeth, Network Rail, BRBR, the GLA, Waterloo BID and SBEG.
- 8.26 The Council will seek developer contributions to a pooled fund to finance the identified transport requirements at Waterloo or secure the provision of appropriate in-kind contributions or works. Furthermore, cumulative and offsite impacts on public transport, cycling and walking demand, will be assessed and will be considered in securing pooled contributions to support agreed and appropriate capacity improvements across the wider area.
- 8.27 Lambeth and TFL, in consultation with the WSG, will:
- Work with the Waterloo Steering Group to establish and maintain a list of required transport improvements and projects over the short, medium and long term by regeneration area for consideration for pooled and individual contributions based on assessments of likely demand in the future.

- Consider the scale of financial contribution or type of in-kind benefit appropriate from each development proposal taking into account the extent to which individual proposals directly address the identified transport requirements at Waterloo and wider impacts (e.g. Waterloo Interchange).
- Consider which transport improvements should be funded by financial contributions from each development and the extent of pooling of s.106 funds to cover individual regeneration areas and support small scale interventions.
- Consider how and when contributions should be spent.

Public Realm

- 8.28 Much of the public realm used by visitors, residents and workers in and around the South Bank and other areas of Waterloo is under the management of private or other organisations who are responsible for its maintenance and any necessary improvements.
- 8.29 Development proposals in the Waterloo Area will be expected to improve the public realm and townscape around proposed development sites, address the problems with severance and permeability (especially connected to Waterloo Station) and to fund any associated ongoing maintenance costs. Where there is an increase in the density of development and/or usage, contributions will also be sought to fund public realm projects in the Waterloo area (including management and maintenance) in order to mitigate the impact of additional people using the streets and pavements, and to fund projects in the Local Implementation Plan.
- 8.30 With a focus on regeneration areas, potential investment in public realm will be considered by working with local stakeholders and agreed by the Waterloo Steering Group to support the aims of.
- Establishing a high quality of environment for Waterloo.
 - Giving a greater priority to pedestrians and cyclists and make the area attractive to walk in.
- 8.31 Where appropriate, the Council, with developers and partners, will investigate and consider options to secure sufficient resources to manage and maintain the existing and new public realm to a standard appropriate for a Central London location including its interface with the private realm.

Affordable Housing

- 8.32 The Council is committed to maintaining a vibrant, mixed community in Waterloo, and the Core Strategy sets out Lambeth's approach to affordable housing.
- 8.33 The Council, where appropriate, will build into S106 agreements an appraisal review mechanism which will capture any uplift in values during the lifetime of the development to maximise the delivery of affordable units on or off site and/or to enhance investment in infrastructure. This will especially be the case for multiple phase schemes.

Open Space

- 8.34 The Council will seek to enhance open space provision in Waterloo through direct and s.106 funding and consult on potential schemes in consultation with local stakeholders.
- 8.35 Hungerford Car Park is the key opportunity to create new open space in the area and open space at Hatfields has the potential to be improved for greater leisure use.
- 8.36 The Council will assess and, where appropriate, support proposals for the local management of parks and open spaces in line with its Co-operative Council ethos and will seek to secure resource to support effective management as well as capital improvements where possible.

Social and Community Facilities

- 8.37 Developer contributions will be sought for social and community facilities in order to facilitate the integration of developments with the local community. Lambeth Council aims to ensure that such contributions minimise the impact and enhance the benefits of new developments for the existing local community, and ensures "places of exchange" where existing and new communities can interact. Pooling contributions, rather than undertaking piecemeal improvements, is seen as a way of maximising the achievement of community priorities.
- 8.38 The Council will consult with the Waterloo Community Development Group, Coin Street Community Builders, WQBID and the SBEG on priorities for improving to community facilities.
- 8.39 Other local priorities for community facilities were highlighted during the consultation on this SPD and Lambeth will seek developer contributions towards these, in accordance with the SPD on s.106. These include: a new library for the Waterloo Area; additional youth facilities; a community hub; sports facilities; a health centre and, where

appropriate, access for local community groups, residents and businesses to the facilities of the arts and cultural institutions and large employers in the Waterloo area.

8.40 In line with the SPD on s.106, the Council will also seek developer contributions towards the following:

- School places.
- Outdoor sport facilities.
- Primary health care.³
- Policing resources and other emergency services.

8.41 The potentially significant increases in living and working populations in the Waterloo Area means that new facilities and services need to be increased in a timely manner to meet the those increased needs as they arise. And because the SPD boundary has been tightly drawn around the main development area, provision of these services may fall outside the SPD area but serve the expanding local population.

Employment and Training

8.42 While this SPD aims to support the growth of Waterloo as a central London employment location, the outcomes must benefit the local community in Waterloo which still suffers from above average unemployment. The Council considers that new development should create new employment and training opportunities for local residents. A particular challenge is ensuring that large central London offices and hotels create jobs and opportunities that are accessible for local unemployed people.

8.43 Lambeth's SPD on s.106 Planning Obligations sets out the following types of provision that will be sought from new development:

- Local Training in Construction - financial contributions to the recruitment, initial training and ongoing skills development for local trainees and those seeking employment, either related directly to the development or more widely across the local labour market. The number of construction trainees will be related to the scale of construction spend. A Training and Employment Skills plan will be required to set out the implementation plan, timings and monitoring approach amongst other matters.
- Employment and Training Contributions – financial contributions to enable local people to access employment in new schemes and compensation for the loss of any employment floorspace.

³ There is a general PCT requirement for a new health facility of 2,000 to 3,000 sqm.

Vacancies are to be disseminated widely (e.g. through Job Centre Plus and other local providers).

- Securing employment space to support small and medium enterprises (SMEs) and business start ups.

8.44 In addition, Lambeth Council runs a local procurement initiative and actively encourages developers and major contractors to participate in it. Accordingly, the Council would encourage local firms to tender for the provision of goods and services to contractors, developers and occupiers during both construction and end use phases. The developer, in conjunction with the Council, will be expected, in advance of the start of work, to run supply chain seminars for local firms on appropriate matters (e.g. procurement procedures, tender opportunities and phasing of work).

Community Safety and Visitor Management

8.45 Development proposals will be required to contribute to improving safety, security and litter management in existing spaces and routes, particularly where the development is likely increase the number of visitors to the area.

8.46 Proposals for public spaces should set out management arrangements in a management plan and this should also provide details of the management funding. In some circumstances, the requirement to manage large crowds or queues of visitors at tourist facilities or community facilities at peak times will require additional security or management services.

8.47 The environment within the station and on routes to the station should feel safe. Opportunities should be taken to reduce and design out crime, particularly to improve the pedestrian routes through the IMAX roundabout system, and routes underneath the station and viaducts.

8.48 The use of CCTV will be encouraged and the Council will expect new developments to participate fully in the already well established joint working between land owners in addressing security issues within the Waterloo Area.

8.49 Historically, there has been inadequate provision of public toilets in the area despite the high number of visitors. Toilet facilities need to be provided for the convenience of everyone, but also to address street urination which is a nuisance in the area. Temporary public toilets have now opened on the Riverside Walk. Public toilets also will be sought in appropriate cases to provide for the high and increasing numbers of visitors passing through the area.

Code of Construction Practice

- 8.50 The Council is concerned to minimise the impact of construction on residents and other existing users of Waterloo. Lambeth Council will therefore require developers to comply with a code of construction practice. The Council will normally specify the “Considerate Construction” scheme. The code should cover environmental, public health and safety aspects of construction works. It should include site set-up and servicing arrangements, management of construction traffic and highway works, site management, public safety, noise and vibration, hours of working, dust and air pollution, land contamination, waste disposal and protection of water quality and urban ecology.
- 8.51 The Code should set out clearly developers' and their contractors' responsibilities and requirements, as well as providing assurances to residents and others about the standards that they can expect during construction. Developers will be required to provide funding for the actual cost of enforcing the code and monitoring the impact on residential amenity.

Risk Assessment

8.52 The Council will maintain a register to identify the risks to the implementation of the Infrastructure Delivery Plan and propose steps to actively mitigate any impacts.

Risk	Level of Risk (Low, Medium, High)	Steps taken to mitigate probability and impact	Risk Owner
Inadequate funds for infrastructure delivery plan	High	Proactive scanning of funding sources by all partners. Identification of funds in partner capital programmes. Match funding approach. Potential for innovative models. Lobbying.	Lambeth Council / WSG / GLA
Incorrect phasing of infrastructure / abortive investment	Medium	Programme management of area's projects. Detailed project definition and appraisal of costs and benefits. Close partner working to share information, milestones and dependencies.	Identified Project Sponsor (Partner)
Development not coming forward	Medium	Pro-growth Council position. Clear tariff and terms for developers. Marketing of development opportunities. Effective pre-application discussions with clear infrastructure needs.	Lambeth Council
Inability to prioritise investments	Medium	More detailed project information to allow cost benefit appraisal. Link to applications. Use of appraisal framework. Independent advice.	Lambeth Council / WSG
Lack of detail on infrastructure projects	Medium	Minimum information and evidence requirements for appraisal. Use of project template for appraisal.	Lambeth Council / WSG
Poor partner working / impasse in decision making	Medium	Clear terms of reference and three levels of governance. Appropriate resourcing of meetings and programme management resource. Focus on short term wins and longer terms objectives.	Lambeth Council / WSG / TFL