

Cabinet Member Decision – 20 March 2019

Transforming Waterloo (Waterloo Roundabout) Regeneration Project

Wards: Bishop's

Report Authorised by: Emma Peters, Strategic Director, Sustainable Growth and Opportunity

Portfolio: Councillor Matthew Bennett, Cabinet Member for Planning, Investment & New Homes

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Executive Summary

This report sets out the case for the Council's strategic investment in the reconfiguration of the Waterloo Roundabout and the adjoining local highway network. This includes a financial contribution to TfL to undertake design, modelling and construction, and direct investments into adjoining streets and spaces. It is proposed that this be funded from Section 106 receipts arising from development within Bishops Ward and Community Infrastructure Levy (CIL) contributions.

The successful development of Waterloo into a competitive business district is of critical importance to London, Lambeth, and the Council's **Inclusive Growth** agenda. The area has significant potential for economic growth and job creation. Presently this is being undermined by poor infrastructure, connectivity and a sub-standard public realm, particularly that connecting Waterloo station (the UK's busiest) and the South Bank, which is home to FTSE 100 companies and a world class cultural cluster.

The proposed Transport for London (TfL) led Waterloo Roundabout public realm and transport project is central to the Council's regeneration and infrastructure investment programme. It will transform the physical environment by creating a new attractive open civic space at the heart of Waterloo, improving the highway network in favour of pedestrians and cyclists.

Summary of financial implications

The report seeks approval to contribute £2.5m of Council funds towards the projected £28.2m capital cost of the scheme. This will be funded through Section 106 planning agreements and Community Infrastructure Levy (CIL).

Recommendations

- (1) To approve the allocation of £2,514,118.94 (£1.06m from Section 106 funds and £1.45m from CIL) towards delivering the TfL led Waterloo Roundabout Regeneration Project.
- (2) To delegate authority to the Strategic Director of Sustainable Growth and Opportunity, in consultation with the Cabinet Member for Planning, Investment and New Homes, to negotiate and complete a Funding Agreement with TfL for payment of the council's contribution.

1. Context

- 1.1 Waterloo plays a pivotal role in the economy of Lambeth. Over a third of all jobs within the Borough are located in Waterloo. As part of Central London, Waterloo's growth and development will help deliver against the Council's strategic objective of Inclusive Growth.
- 1.2 In 2007 the Mayor of London published the Waterloo Opportunity Area Planning Framework (OAPF) identifying the area as capable of contributing to the Capital's growth by providing 15,000 new jobs and over 500 new homes. The Framework noted Waterloo's particular role within the Central London Economy as home to many of its pre-eminent cultural attractions.
- 1.3 The OAPF contained a vision: 'To give Waterloo a new 'City Square' to create a radically improved public space, to improve permeability to and within the area, and provide new development, principally in the area around and above Waterloo Station'. The OAPF established the following objectives:
- Create a new 'City Square' and interchange space for Waterloo to create a vastly improved public space around the station.
 - Give priority to pedestrians, cyclists and public transport.
 - Become a new centre for the area.
 - Use the public realm to bring the different parts of Waterloo together and address pedestrian movement/ connections.
 - Support the world class cultural quarter at the Riverside and use it as a motor for regeneration.
 - Maximise development potential.
 - Allow for incremental change.
- 1.4 In 2014 the Council published the Waterloo Supplementary Planning Document (SPD) to help shape the area's development as a thriving business district. The SPD recognised a lack of connectivity, and poor public realm as obstacles to the successful development of the area.
- 1.5 The Lambeth Local Plan (2015) established a framework for enhancing Waterloo as a key part of central London and Lambeth. It emphasised Waterloo's economic function as an international centre for culture and the arts and a pre-eminent international, domestic and local tourist, leisure and entertainment area. The London Plan (2016) subsequently designated the South Bank/ Bankside as a Strategic Cultural Area.
- 1.6 Policy TN4 of the Lambeth Local Plan (2015) commits the Council to work in partnership with TfL, Network Rail, and other public transport providers, to bring forward improvements to public transport infrastructure and services in the Borough, including the strategic interchanges at Waterloo, Vauxhall and Brixton, and provision for buses and coaches. This coincided with TfL undertaking initial consultation on a scheme to replace the 1960's Waterloo ("Imax") Roundabout with a road layout that aligns much more strongly with these objectives. Public consultation followed in 2017.
- 1.7 In 2018 Lambeth commissioned urban design and public realm consultants Publica to produce a Public Realm Framework for Waterloo, identifying and prioritising the need for local infrastructure investment. This emphasised the global, metropolitan and local functions of Waterloo's neighbourhood streets and spaces, and the particular pressure arising where various uses intersect. This framework has been used to improve the design of the new open spaces, and in particular the how this project relates to adjoining streets and spaces.

- 1.8 Whilst the world class cultural offer is being steadily enhanced as many of the major organisations based on the South Bank further develop their premises, and investments are made into spaces such as Jubilee Gardens the experiences of visitors to the South Bank is compromised by the poor public realm, and lack of connectivity to the South Bank.
- 1.9 Major developments have come forth in Waterloo, set to deliver c200,000 sqft of new commercial space and over 900 new homes, in the immediate station area notably at the former Shell Centre, Elizabeth House and the former International Terminus. Coupled with growth in demand from office space; both from large established companies and from small and medium sized enterprises (SMEs) and start-up businesses this will bring increasing pressure on the area's streets and spaces.

2. Proposal and Reasons

- 2.1 The Waterloo Roundabout is at the centre of Waterloo. It is surrounded by an historic townscape, including the former Royal Waterloo Hospital, Kings College, St John's Church and the Victory Arch entrance to Waterloo station. The architecture contrasts starkly with the appearance and function of the public realm, which is of low quality, non-linear and suffused by a network of rail viaducts and unattractive and uninviting post war underpasses.
- 2.2 Waterloo Roundabout acts as a vehicular gateway between the borough and Central London and the West End and is adjacent to Waterloo Station, London's busiest, used by over 90 million commuters annually. However the current layout of the roundabout and the area immediately surrounding does not allow for ease of onward pedestrian movement, particularly between the station and towards the South Bank.
- 2.3 In order to deliver against the objectives identified for Waterloo by the OAPF, London Plan, Lambeth Local Plan and Waterloo SPD, a fundamental reconfiguration of the roundabout and Waterloo Road is required. This should be done in manner which;
- 1. aids connectivity between the transport interchange and the South Bank, and other areas of Waterloo.**
 - 2. enhances the transport interchange experience.**
 - 3. Provides a more pleasant environment for pedestrians and cyclists,**
 - 4. respects the historic setting of Waterloo.**
 - 5. reduces crime and improves safety, especially at night time.**
- 2.4 The Waterloo Roundabout public realm and transport project has been led by TfL's Transformational Schemes Team. They have developed a design proposal that addresses the key strategic and policy objectives.
- 2.5 As designs have evolved TfL, as key borough partner and sponsor of the project, has continued to work with and engage local stakeholders and residents.

Design Detail

2.6 Key features of the design proposal prepared by TfL's Transformational Schemes Team include:

- Creating new public realm by relocating existing bus stops from Tenison Way to a new Bus Station on Waterloo Road.
- Closing the south west arm of the Waterloo Roundabout and changing the remaining carriageway to two-way traffic working.
- Permanently removing a number of underpasses and creating a new accessible link improving the at-grade pedestrian crossing from the public space towards the South Bank.
- Making cycling around Waterloo safer by introducing segregated cycle lanes at the northern end of Waterloo Road and around the Imax cinema.
- Widening footways on Waterloo Road to give more space to pedestrians and waiting bus passengers by narrowing the carriageway and removing a section of bus lane.
- Merging and relocating northbound and southbound bus stops on Waterloo Road to make more efficient use of roadspace.
- Banning the right turn travelling north bound on Waterloo Road into Stamford Street and the right turn for general traffic from Concert Hall Approach (this movement is still allowed for buses) in order to safeguard traffic flows through the area.

2.7 Officers from Area Regeneration, Transport and Highways and Planning have fed into the design process to help ensure the Council's objectives are being met, and that the scheme delivers good 'place making' for the benefit of local people by providing new and improved walking links, and 'at grade' crossings.

2.8 Council officers are undertaking additional studies to further understand the potential impact of the proposed banned right hand turn on to Stamford on the local roads (Borough) to the south east. These studies will allow for a series of mitigation measures to be considered.

2.9 In addition to the broad regeneration benefits outlined above, the proposed package of improvements will also have a positive impact for the pedestrian, cyclist and bus user experience in Waterloo. These particular benefits, by transport mode, are as follows:

Pedestrians

2.9.1 The design proposal will make it easier and safer to walk around and through the area, creating new routes along desire lines. Three of the underpasses are to be removed and pedestrian crossing facilities on the desire lines between the transport interchange connecting the station and the South Bank will be improved.

2.9.2 'At grade' pedestrian crossings on Waterloo Road will be relocated to better match the new desire lines.

2.9.3 Pedestrians will benefit from wider pavements along Waterloo Road at the entrance/exit point to the Jubilee line ticket hall.

Cyclists

2.9.4 The design proposal will make it easier, safer and less intimidating to cycle around Waterloo and encourage more people to take up cycling. Measures include the introduction of segregated cycle lanes around the Imax cinema and alongside, and opposite, the new bus station. These will have early release signals. Cycle crossing lanes will be installed at the foot of Waterloo Bridge.

2.9.5 This new and improved cycling infrastructure will complement the recently constructed Cycle Superhighways and Quietways, especially Quietways 1 and 5, the Nine Elms on the South Bank cycling network, improved junctions at Westminster Bridge and Lambeth Bridge, and on Blackfriars Road. These improvements are necessary to allow cyclists to pass through Waterloo safely and should encourage employees moving to area to choose cycling as a means of commuting thereby reducing congestion.

Bus users

2.9.6 The design proposal will benefit bus users by creating a new improved bus station, which will bring together the north, east and west bound bus stops. A spacious canopy will provide a 'dry' interchange and bus schedule information.

2.9.7 Further south, bus stops along Waterloo Road will similarly be brought together at improved bus stops.

2.9.8 Changes to the road layout will improve the flow of many buses through the area.

2.9.9 Replacing Tenison Way with the bus station will allow for the creation of a new and enlarged pedestrianised civic space adjacent to the railway viaduct opposite St John's Church. This will create a more attractive, spacious and comfortable waiting space.

Further Design

2.10 The Council has requested that as further detailed design works progresses, attention be paid to delivering the key outputs of the original vision and objectives set out in para1.3.

2.11 The Council is particularly keen to ensure that improvements to the Roundabout and Waterloo Road stitch into neighbouring roads and open spaces, and that all efforts are made to ensure the maximum provision of green infrastructure and air quality improvement.

2.12 The majority of the improvement works outlined above, including the new public open space on Waterloo Road, will occur on land owned by TfL and on red routes under TfL's jurisdiction. Some will occur on land under the Council's ownership and control, including Waterloo Road, the IMAX Theatre and its curtilage.

2.10 The Council recognises the importance of ensuring the scheme connects well with the adjoining streets and public spaces in Waterloo, notably Mepham Street, Exton Street, Alaska Street, Sandell Street, Concert Hall Approach, the IMAX tunnel underpass connection to Belvedere Road, and the junction of the Cut/Waterloo Road.

3.0 Finance

3.1 TFL have projected the capital cost at approx. £28.2m, of which TFL will contribute £25.7m and Lambeth Council £2.5m.

3.2 The projected payment schedule for Lambeth's contribution is shown in table 1 below.

Table 1: Projected Payments

Payment Type	2019/20 (£)	2020/21 (£)	2021/22 (£)	Total (£)
Payment to TFL	500,000	1,000,000	500,000	2,000,000
Lambeth Internal Costs	294,365	177,119	42,635	514,119
Annual Total	794,365	1,177,119	542,635	2,514,119
Cumulative Total	794,365	1,971,484	2,514,119	2,514,119

3.3 Table 2 below details the approved funding for Lambeth's £2.5m contribution.

Table 2 – Funding Sources

Funding Source	Amount (£)
s106	1,064,599
CIL Infrastructure	1,449,520
Total	2,514,119

4 Legal and Democracy

- 4.1 Section 137 of the Local Government Act 1972 authorises the Council to incur expenditure which in its opinion is in the interests of, and will bring direct benefit to their area or any part of it or all or some of its inhabitants providing the benefit is commensurate with the expenditure incurred.
- 4.2 The Council's powers to implement the measures proposed in this report are principally set out in the Highways Act 1980 and Road Traffic Regulation Act 1984 (RTRA) and will require the making of a Traffic Management Order (TMO).
- 4.3 In making a TMO (covering Cornwall Road, Sandell St, Alaska Street, Exton Street and Secker Street), the Council must follow the statutory consultation procedures set out in the Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996. The said Regulations, prescribe *inter alia*, specific publication, consultation and notification requirements that must be strictly observed. It is incumbent on the Council to take account of any objections before deciding whether or not to make the Order with or without modifications.
- 4.4 By virtue of section 122 of the RTRA, the Council must exercise its powers under the RTRA 1984 so as to secure the expeditious, convenient and safe movement of vehicular and other traffic including pedestrians, and the provision of suitable and adequate parking facilities on and off the highway. These powers must be exercised so far as practicable having regard to the following matters:
- The desirability of securing and maintaining reasonable access to premises;
 - The effect on the amenities of any locality affected and the importance of regulating and restricting the use of roads by heavy commercial vehicles, so as to preserve or improve the amenities of the areas through which the roads run;
 - The National Air Quality strategy prepared under Section 80 of the Environment Act 1995;
 - The importance of facilitating the passage of public service vehicles and of securing the safety and convenience of persons using or desiring to use such vehicles and;

- And any other matters that may be relevant
- 4.5 A recent High Court judgment confirms that the Council must have proper regard to the matters set out in paragraph 4 above and specifically document its analysis of all relevant section 122 considerations when reaching any decision
- 4.6 This proposed key decision was entered in the Forward Plan on 19 June 2017 and the necessary 28 clear days' notice has been given. In addition, the Council's Constitution requires the report to be published on the website for five clear days before the proposed decision is approved by the Cabinet Member. Any representations received during this period must be considered by the decision-maker before the decision is taken. A further period of five clear days – the call-in period – must then elapse before the decision is enacted. If the decision is called-in during this period, it cannot be enacted until the call-in has been considered and resolved.
- 4.7 In order to be lawful any Section 106 payment can only be used for purposes permitted by the relevant Section 106 obligation and any CIL payment can only be used for purposes permitted by the Community Infrastructure Levy Regulations 2010.

5 Consultation and co-production

- 5.1 From the outset the Council has sought to ensure that local stakeholders are actively engaged throughout the process. Senior TfL officers have presented emerging designs and scheme principles at meetings of the South Bank Forum, the South Bank Partnership and the Waterloo Strategic Forum.
- 5.2 The policy documents outlined in section 1 were all subject to statutory consultation.
- 5.3 During the design evolution process TfL, together with Council officers have undertaken a series of individual meetings with all immediate neighbouring landowners prior to public consultation. These include; The British Film Institute, the South Bank Centre, Kings College, St John's Church, the Union Jack Club, Bourne Associates, Bankside Open Space Trust, Waterloo Community Development Group, Canary Wharf Group, London & Continental Railways, Network Rail and South Bank Employers Group and We Are Waterloo BID.
- 5.4 TfL undertook public consultation on the design from **26 June 2017 to 20 August 2017**. This involved the distribution of letters on the consultation to 10,675 residents and businesses, emails to all registered Oyster users travelling through Waterloo and handing out 40,000 postcards to people travelling through the area. Five drop-in events staffed by TfL and LBL officers were held.
- 5.5 A public consultation report published in December 2017 (See Appendix 1) showed that 1628 responses were received in total with 55% saying they strongly agreed or agreed with the proposals. The area of concern which emerged were;
- The proposal to ban the right hand turn travelling north bound on Waterloo Road on to Stamford Street.
 - The loss of the mature trees in front of St John's church.
 - The need to connect with the wider cycle networks.
- 2.16 The Council submitted a formal response (See Appendix 2) welcoming the scheme and its principles as critical in the furtherance of Waterloo as a business district. It called however for further consideration and design work around certain aspects of the scheme, notably the protection of mature trees and

interface with The Cut/Baylis Road Junction, the design of the square and the coordination of the construction works.

6 Risk Management

- 6.1 The programme's risks are governed by Joint Delivery Group (JDG) comprising directors and senior officers from Lambeth and TfL.
- 6.2 The funding agreement will ensure the Council's contribution is a fixed contribution.
- 6.3 Regular briefings are provided to the Leader of the Council and Cabinet Member for Planning, Investment and New Homes.
- 6.4 The re-configured road layout in the proposed scheme requires a banned right hand turn from Waterloo Road on to Stamford St. Lambeth officers have investigated the proposal and are satisfied it is necessary for the efficient working of the proposed road layout. To ensure there is no negative impact on the adjoining residential streets to the South and East, the council is undertaking additional studies around to understand the likely level of impact on the streets and to inform any mitigation measures.

7 Equalities impact assessment

- 7.1 The project aligns with the Waterloo SPD which was accompanied by an Equalities Impact Assessment and an equalities impact assessment has been carried out by TfL, which concluded that the scheme would have a positive impact.

8 Community safety

- 8.1 The principles of designing out crime will be embedded in the public realm work associated with this project and create well lit and easy to police open spaces and walk ways.
- 8.2 Further work will be undertaken during detailed design of the project to understand the risks presented by Hostile Vehicle and appropriate preventative measures.

9 Organisational implications

9.1 Environmental

The proposed changes to how traffic moves through Waterloo are so significant that forecasting the scheme's environmental impact can only be indicative at this time Computer-modelling undertaken by TfL forecasts that the longer journey times created by prioritising the needs of pedestrians and cyclists will result in some drivers choosing to avoid the area and take alternative routes. As a result, the scheme is not forecast to materially affect total vehicle emissions in the immediate vicinity. A number of environmental improvements will be implemented as part of these proposals, including the provision of further green infrastructure.

9.2 Staffing and accommodation

The Council will need to secure staff with the necessary skills to perform project assurance. Once TfL confirm their timetable for delivering this project the Director of Environment will determine whether these

can be resourced using existing staff or whether a supernumerary post will be required. Allowance has been made for this in section 3.

9.3 Procurement

No procurement activities will be required as the works will be carried out by TfL.

9.4 Health

The Transforming Waterloo programme is committed to the promotion of walking and cycling.

10 Timetable for implementation

Description	Date
Public Consultation	19 th June 2017 – 20 th August 2017.
Submission of Planning Application	2019
Construction	2020

Audit trail					
Consultation					
Name/Position	Lambeth directorate/division or partner	Date Sent	Date Received	Comments in para:	
Councillor Matthew Bennett	Cabinet Member for Planning, Regeneration, Investment and New Homes	22/01/19	11/02/19		
Christina Thompson	Strategic Director, Finance and Investment	21/12/18	05/02/19		
Raj Mistry	Director- Environment	21/12/28	27/12/18	throughout	
Andrew Burton	Assistant Director Highways, Capital Programmes & Sustainability	21/12/18	27/12/18	throughout	
Sandra Roebuck	Director- Growth, Planning and Employment, Neighbourhoods & Growth	23/01/19	05/02/19		
Tom Bridgman	Assistant Director – Area Regeneration	22/01/19	23/01/19		

Simon Philips	Transport Manager – Neighbourhoods and Growth	21/12/18	30/01/18	Section 3
Owain Jones	Head of Area Regeneration- Waterloo & Streatham	21/12/18	22/12/18	throughout
Andrew Ramsden	Assistant Director - Finance- Neighbourhoods and Growth	21/12/18	30/01/18	Section 3
Edward Lewis	Lawyer, Legal & Governance	21/12/18		Section 4
Maria Burton	Democratic Services, Legal & Governance	21/12/18	28/12/18	Throughout
Councillor Jenny Mosley	Bishop's Ward Councillor	08/02/19		
Councillor Ibrahim Dogus	Bishop's Ward Councillor	08/02/19		
Councillor Kevin Craig	Bishop's Ward Councillor	08/02/19		

Report history	
Original discussion with Cabinet Member	05/04/17
Report deadline	N/A
Date final report sent	N/A
Part II Exempt from Disclosure/confidential accompanying report?	No
Key decision report	Yes
Date first appeared on forward plan	19/06/17
Key decision reasons	Expenditure, income or savings in excess of £500,000
Background information	Waterloo OAPF (2007) Waterloo SPD (2013) Lambeth Local Plan (2015) TfL's 5 Year Business Plan (2016) TfL's Waterloo Roundabout Consultation Report (2017)

APPROVAL BY CABINET MEMBER OR OFFICER IN ACCORDANCE WITH SCHEME OF DELEGATION

I confirm I have consulted Finance, Legal, Democratic Services and the Procurement Board and taken account of their advice and comments in completing the report for approval:

Signature _____ **Date** _____

Iago Griffith, Principle Regeneration Officer, Waterloo & Streatham

I confirm I have consulted the relevant Cabinet Members, including the Leader of the Council (if required), and approve the above recommendations:

Signature _____ **Date** _____

Councillor Matthew Bennett, Cabinet Member Planning, Investment and New Homes

Any declarations of interest (or exemptions granted):

Issue	Interest declared
None	N/A