Executive Summary

Waterloo Station is operating at capacity and a series of rail improvements are programmed which will have impacts on the area but also create opportunities. Lambeth Council has worked with Network Rail, BRBR, Transport for London and the Greater London Authority to prepare this development brief to provide greater certainty for landowners on and around the site and to ensure that the station is improved in a way that benefits the wider area. The aim of all stakeholders is to create a world class interchange that is better integrated into the area.

Network Rail proposes the following improvements:

- Short term increase in concourse space by replacing retail kiosks with retail space in frontage buildings – by 2012
- Capacity for 10 car trains - reuse of the former International Terminal and lengthening some platforms within the existing station building – programmed for 2014
- Capacity for 12 car trains - including redevelopment of parts of the station site to construct new tracks and platforms, a street concourse and enabling commercial development over parts of the station – longer term depending on passenger growth.

Each of these phases will create opportunities to provide new uses, entrances, links with the rest of the area and improvements to the public realm. Growth in rail capacity will trigger the need for matched increases in capacity on other connecting modes at the station. However, there are constraints above and below ground that affect what can be built.

Lambeth aims to maximise opportunities to open out new entrances to the station and to introduce new facilities and uses. It will be important to also improve the public realm around the station as part of the station upgrade programme, and to integrate these improvements with nearby developments such as Elizabeth House and the Shell Centre.

In the longer term, there is potential for significant office development on the station site as part of enabling the 12 car train works. The main constraint to redevelopment of the station site is the network of Underground lines, restricting development opportunities to the eastern side of the station. However, this side of the station is closest to the Lower Marsh Conservation Area and tall building development would affect protected views and the Westminster World Heritage Site.

Lambeth Council has published this draft version of the Development Brief for consultation and would like to receive comments by XXXX.
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1 Introduction

A A Brief History

1.1 The first Waterloo Railway Station was built on Waterloo Road in 1848 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. The station was built on a series of arches raised above marshy ground known as Lambeth Marsh and was accessed via vehicular ramps from Westminster Bridge Road. Run by London and South Western Railway, it was intended that the station become a through station to service the City.

1.2 In 1869 Waterloo Junction Station, now known as Waterloo East Station, was built. New sets of platforms were added to the main station in a piecemeal fashion and each set had its own booking office and public entrances from the street resulting in a very confusing and inefficient station layout.

1.3 Waterloo Station was rebuilt in its present form between 1900 and 1922. The station is bounded by Waterloo Road, York Road and Lower Marsh (see Figure 1.1) and comprises two structures; the main building comprising a series of Victorian developments and the modern former Waterloo International Terminal (WIT) to the north. WIT was the London terminus of Eurostar International trains from 1994 until 2004 when Eurostar transferred to St Pancras station and since then WIT has lain vacant.

B The Station Today

1.4 Waterloo Interchange, including the London Underground station and Waterloo East, handles about 180 million passengers a year (not including interchanges on the Underground), more than any other station in the United Kingdom (UK). It also has more platforms and a larger floor area than any other station in the UK.

1.5 The station is a key interchange for four London Underground lines with 50% of overground rail passengers also using London Underground services making the Underground station at Waterloo a massive interchange in its own right. A large number of bus routes serve the station, and together with taxi, cycle and pedestrian movements, the station is a very complex and congested central London interchange.
Figure 1.1 Roads surrounding Waterloo Station

- Tenison Way
- Mepham Street
- York Road
- West Road
- Cab Road
- Leake Street
- Waterloo Road
- Station Approach Road
- Spur Road
- Lower Marsh

Legend:
- Development Brief Area
- Leake Street Tunnel
- Milk Arch / Peak Hour Subway
1.6 In recent years Waterloo station has been 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. In particular the Windsor and Reading lines are the most congested. Current forecasts project that the capacity of the station will be exceeded before 2017.

1.7 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 for the Waterloo interchange over a number of years.

1.8 Waterloo station is a transport mode of national importance and improvement of the station will be an important regeneration project for London, with opportunities to create new jobs and facilities in line with London Plan targets.

1.9 Lambeth Council intends to make Waterloo a more attractive place to live, work and visit, and to extend the benefits of recent redevelopment of the vibrant South Bank to areas around the station. It is a desire of the Council to better integrate the station with its surroundings and deliver an interchange of a standard appropriate to a world city.

C Landowners and Transport Operators

1.10 Network Rail is a not-for-profit limited company which owns the UK’s railway infrastructure, including the railway tracks, signals, tunnels, bridges and most stations, but not the passenger or commercial freight rolling stock. Whilst owning over 2,500 railway stations, it only manages 18 of the biggest and busiest railway stations in the UK – one of which being Waterloo mainline station. Network Rail has primary responsibility for delivering any extra rail and station capacity.

1.11 The WIT is owned separately by BRB (Residuary) Limited. BRB (Residuary) is itself owned by the Government and reports to the Secretary of State for Transport. BRB (Residuary) is charged by the Government with bringing the WIT back into use. The respective ownerships are shown in Figure 1.2.

1.12 The train network is operated by South West Trains for which Waterloo station is the hub and London terminus for suburban train services to south-west London and fast services to Surrey, Hampshire, Dorset.
Wiltshire and Devon. South West Trains has the franchise to operate train services on this part of the national rail network until 2017.

Figure 1.2 Waterloo Station Ownership

1.13 Waterloo East station is connected to Waterloo station via a footbridge over Waterloo Road. Trains between Charing Cross station and Kent stop at Waterloo East with services provided by Southeastern. There
are no station facilities as such. There is direct interchange with Southwark station on the Jubilee Line at the eastern end of the station.

1.14 Transport for London (TfL) own and operate two London Underground stations below the main station concourse for four underground lines (Waterloo & City, Bakerloo, Northern and Jubilee). London Buses is a subsidiary of TfL and operates London’s bus services and manages bus stops and stations. TfL is also responsible for the Transport for London Road Network (TLRN) which includes York Road and the IMAX roundabout.

1.15 Lambeth Council is responsible for most other highway and pedestrian areas around the station, including Waterloo Road and Mepham Street.

1.16 Lambeth is working with Network Rail, BRB (Residuary), TfL and the Greater London Authority (GLA) to identify the transport requirements for all modes of transport in Waterloo and ensure that these integrate with improvements in the surrounding area. To accommodate projected increases and provide an efficient interchange, substantial redevelopment of the station may be necessary to accommodate railway operational requirements, and to meet the capacity needs of the station, including additional concourse and circulation space.

D Purpose and Aims

1.17 The main aims of the station upgrade programme are to increase the capacity of the station in terms of rail passengers and concourse space and to deliver an efficient, high quality transport interchange, linking to and surrounded by accessible, high quality public realm. The redevelopment of the interchange will also be an important regeneration project with opportunities to create new jobs, new homes and new facilities and achieve radical improvement for the area as a whole.

1.18 The aims of this Development Brief are to:

- To facilitate substantial improvements to public infrastructure at Waterloo Station.
- Provide an overarching vision for the future of the interchange and for the development opportunities it offers.
- Contain agreed development principles for the station between the landowners, Lambeth as the local planning authority and the GLA as the strategic planning authority.
- Set out clearly how the interchange improvements may be phased, taking account of the integration of the space formerly occupied by the WIT.
• Set out clearly Lambeth’s and the community’s long term aspirations for the interchange, so that each phase works progressively towards an overall strategy.

• Identify development potential on the station site, setting out clearly the constraints on and opportunities for development.

• Provide greater planning certainty for the landowners and future development partners.

• Ensure that all landowners’ plans are fully integrated.

• Set out the requirements of each of the transport modes and ensure that the improved station delivers an excellent interchange with all the modes with attractive, convenient links to the surrounding area.

• Ensure that station improvements improve the functioning of the whole area and are fully integrated with other regeneration and development projects in the area.

• Support the delivery of London Plan targets for jobs and homes in Waterloo.

• Provide for full engagement of all major stakeholders and landowners.

• Set out how impacts and benefits for existing South Bank/Waterloo communities will be managed, including residents, businesses, employees and station users.

• Provide for full input from those communities through engagement and consultation.

E The Waterloo Station Development Brief Area

1.19 The area covered by this Development Brief is shown in Figure 1.3 and includes the main station, WIT, Waterloo East station, Mepham Street and Station Approach Road. It addresses the development potential of the station itself, most of which is also identified as a development opportunity in Policy PN1 of the Core Strategy (2011).

1.20 Key sites adjacent to the station are outlined in green. These sites will be directly affected by the upgrade of the station or will directly affect the station, in particular, Elizabeth House. The Development Brief considers links with other projects to ensure integrated development and a high quality public realm across Waterloo.

1.21 The wider study area acknowledges other relevant development in the Waterloo and South Bank area and how interchange with other modes takes place in Waterloo. Full guidance for this wider area is set out in the Waterloo Area Supplementary Planning Document (SPD) 2009 which is currently being updated.
F Status and Application

1.22 This Development Brief has been prepared in accordance with Sections 17; 19; 23 and 24 of the Planning and Compulsory Purchase Act 2004, the Town and Country Planning (Local Development (England) Regulations) 2004 as amended and the guidance in Planning Policy Statement 12 (Local Development Frameworks).
When complete, the Brief will be published as an SPD to the Lambeth Core Strategy.

1.23 The Brief explains and provides further guidance to the interpretation and application of national planning policy, the London Plan (consolidated with alterations since 2004) (2008) and its draft replacement (London Plan 2009) the Lambeth Core Strategy (2011) and the Lambeth UDP (2007): Policies Saved Beyond 05 August 2010, and should be read in conjunction with these documents. The Development Brief follows on from guidance set out in Lambeth’s Waterloo Area SPD (2009) and the GLA’s Waterloo Opportunity Area Planning Framework (2007) (OAPF).

1.24 The Development Brief provides specific guidance for the station landowners and their development partners in the preparation of schemes to redevelop the station. The Brief replaces the Former Waterloo International Terminal Statement of Planning Principles prepared in March 2010 and which provided interim guidance specific to WIT in advance of this Development Brief. The Development Brief is a material consideration in the determination of relevant planning applications.

G Consultation

1.25 This draft Development Brief is the result of a collaborative process between Lambeth Council, the GLA, TfL, Network Rail and BRB (Residuary). This has also included informal consultation with stakeholder groups and local community representatives such as the Waterloo Community Development Group, South Bank Employers Group and the Waterloo Quarter Business Alliance.

1.26 This draft Development Brief was approved by the Council on 23 May 2011 for public consultation. Lambeth will formally consult people in Waterloo and relevant organisations for a period of six weeks. Lambeth will then revise the brief in light of comments received, before reporting a final version of the Brief to Cabinet for adoption later in autumn 2011.
2 Phasing and Delivery

A Current Situation

2.1 Waterloo Station is the UK’s busiest station in terms of passenger numbers and over recent years, concourse capacity has become limited and pedestrian movement constrained to the point that the station is now operating at capacity and trains are overcrowded.

2.2 The station presently accommodates 260,000 journeys per day, with more than 80,000 passengers passing through the station during the evening peak. There is significant movement of passengers along the length of the concourse between the platforms and for access to station facilities including ticket offices, London Underground station entrances, exit points from the station, bus routes / taxis at the front of the station and to Waterloo East station. These passenger flows are often in conflict with passengers who are waiting on the concourse for train information on their train services from screens located both on the concourse and above the gateline.

2.3 The recently installed gateline and improvements / enlargement to the peak hour subway have assisted with passenger flows on the concourse but have also caused larger queues on the platforms for passengers accessing the staircases down to the peak hour subway and are blocking off the route along the platform for passengers exiting the station via the concourse gateline.

2.4 The mainline station concourse is at first floor level with all passengers arriving at the station having to go up to this level. The concourse provides direct level access to platforms 1 to 19 – but not currently to the five WIT platforms – and there are several retail facilities on and around the edge of the concourse.

2.5 As trains leave Waterloo, the tracks quickly converge creating a very narrow “throat” to the station. This track layout effectively rules out lengthening platforms at the “country end” so that any platform extensions must be made within the existing track footprint or into the existing concourse.

2.6 At the same time, greater concourse space is needed for present passenger numbers and longer trains would necessitate even more concourse space. Longer platforms would eat into existing concourse space, but there is considerable potential for more passenger facilities and circulation space at street level, beneath the existing concourse.

2.7 The footprint of the station and its approaches is severely constrained, even by the standards of central London terminals. The vacation of WIT by Eurostar in 2007 presents an opportunity to create a step
change in the capacity and capability of Waterloo station. Use of part of the footprint of the long international platforms would allow other platforms in the station to be extended.

B The Need to Upgrade the Station

2.8 The main constraint on increasing passenger capacity is the length of platforms. These vary at Waterloo from platforms which can accommodate trains made up of only 8 carriages, to the platforms in WIT which can accommodate 20 carriage trains.

2.9 Before longer trains can be brought into service, the shorter platforms need to be lengthened so that all platforms can accommodate 10 car trains. The concourse must also be able to handle larger numbers of passengers. The reuse of both WIT platforms and circulation space to facilitate the upgrade is vital. Only once the terminus upgrade programme is in place can South West Trains and Network Rail roll out a programme of lengthening platforms on other stations across the network and introduce longer trains.

2.10 Network Rail plans to upgrade Waterloo station in two key phases with the completed scheme delivering a modern high quality interchange comprising:
   • By 2014, 10 car platforms across the station
   • In the longer term (end of the decade/2020's), 12 car platforms across the station
   • A new street level concourse
   • Commercial development to part pay for the improvements.

2.11 The key phases of the station upgrade are set out in the section below, with key components set out separately. Although Network Rail intends to bring forward the two key phases above – the 10 car and 12 car strategies – public expenditure savings make the timing and extent of government funding less certain. The recession has also meant that passenger growth has not been as steady as had been predicted, but this is expected to resume with economic growth and greater passenger capacity will still be needed albeit later in the decade.

2.12 Consequently, a flexible approach across the station site will be taken, with components of the upgrade being implemented as funding opportunities arise and in order to allow Network Rail to fully maximise the train service potential of Waterloo. Each component will be brought forward as a means of gradually achieving the complete long-term upgrade of the station.
C Phasing

A – Improve the station concourse, circulation and street level access

2.13 1. Separate street level access to the Underground from West Road (west side of the station).
   At the moment, it is necessary to enter and leave the main 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, more direct London Underground access would enable simpler access to Underground services for people in Waterloo and continued access to the Underground should the main station be closed at any point.

2.14 2. Create greater circulation space within the existing concourse (the balcony scheme).
   Proposed increases in train length and service frequency will add to passenger congestion on the existing concourse which is already operating close to capacity. By refurbishing the station frontage building and creating new retail floorspace at first floor level overlooking the concourse (see Figure 2.1), existing retail units within the concourse can be removed to create more space (see Figures 2.2 & 2.3). Information sources can be repositioned around the concourse as passenger numbers increase and pedestrian flows change. Network Rail proposed to implement this scheme in 2011/12 but it will not address congestion at station entrances and therefore will only create limited extra capacity for passenger growth.

Figure 2.1 Proposed Balcony Scheme (Source: Network Rail, 2010)
Figure 2.2 Proposed Ground Level Concourse (Source: Network Rail, 2010)
Figure 2.3  Proposed First Level Retail  (Source: Network Rail, 2010)
2.15 **3. Create new station concourse at street level.**
Providing concourse and new entrances at street level would help integrate the station with the local area by improving connectivity with adjoining areas and help free up parts of the station above for more circulation space, longer platforms and/or development.

2.16 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 would bring pedestrian access down to street level on the western side of the station, improving access for all, relieving congestion at other entrances and providing connections and linkages to the rest of the area together with associated public realm projects around the station.

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

- **Progressive reuse of existing arches which support the station above.** Some of the arches are already used for circulation, and there is scope for further use for circulation and commercial and retail uses. Opportunities will be limited by the height and width of the arch structures, servicing requirements and uses ancillary to the station.

- **As part of 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. It would also be costly and only feasible with substantial enabling commercial development on the station site.

2.18 **4. Create new through routes for pedestrians from York Road to Lower Marsh.**
A key objective for Lambeth as part of any station improvements 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 2.4).
B – Bringing WIT back into use

5. Reuse of the platforms
The Secretary of State for Transport announced in October 2005 that the WIT platforms would be reserved for the use of domestic rail services. Work to make WIT platform 20 available for domestic services has been completed but is not yet operational. The reuse of the four currently vacant platforms and concourse of the former WIT for domestic services would enable Network Rail to meet their short to medium term operational objectives to provide ten car trains across all platforms by 2014. 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.

2.20 Before the platforms are brought into use, works will be required to provide access to the former WIT platforms from the main concourse effectively linking the two stations. The WIT platforms are approximately 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.
2.21 6. **Reuse of the space below the platforms**

The former arrivals and departures areas for WIT stretch the length of the station and are vacant. These large areas of floorspace on two floors provide an opportunity for new commercial floorspace, station facilities, circulation space and access to the station from the west side, but opportunities for reuse will be restricted by the need to provide access to the platforms above and routes through to the main station.

2.22 The reuse of WIT would benefit passengers, the local Waterloo community and the area as a whole. It 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 London Eye, County Hall and Westminster Bridge Road.

**Figure 2.6 Retail and Circulation Option for reuse of WIT**
(Source: Network Rail, 2010)
C – Capacity for longer trains

2.23 7. Providing for 10-carriage trains
A key driver to upgrading the station is Network Rail’s commitment to providing 10 car trains on the South West Main Line network by 2014. This is the cornerstone commitment of South West Main Line Route Utilisation Strategy (RUS) 2006 as it enables increases in passenger capacity on the rest of the network. At present, there is no scope to run additional trains into Waterloo, but longer trains could deliver extra capacity if platforms were lengthened. The Strategy aims for the entire suburban network to be extended for ten-car operation by 2014, beginning with the Windsor and Reading lines which are the most crowded.

2.24 This project can only be delivered if the main terminus – Waterloo – is able to accommodate 10 car trains (as all trains have to stop here) – both in terms of platform length and concourse space for increased numbers of passengers. All platforms would need to accommodate 10 car trains.

2.25 At present platforms 1 to 4 on the south side of the station adjacent to Station Approach Road can only accommodate 8 carriage trains while platforms 5 to 19 can accommodate 10 carriage trains. Platforms 1 to 4 would therefore need to be lengthened to accommodate the 10 car trains. As these four platforms will be out of use during the upgrade works, Network Rail will look to ensure that it can continue to provide a full service without any significant disruption to passengers and would therefore utilise the former WIT platforms to provide a full domestic service.

2.26 To deliver all platforms at Waterloo to 10-car length (using 20m carriage stock) the following alterations are required:

- Platforms 1-4 extended
- Platforms 5-6 reduced in length (to accommodate adjacent lengthening)
- Platforms 7-8 narrowed whilst maintaining functionality
- Single 10-car siding replaces two 8-car sidings
- Track layout alterations from signal W2 into platforms

2.27 Specifically this means:

- Platform 1: Extended by 40.4m, W1 signal relocated
- Platform 2: Extended by 40.2m, W3 signal relocated
- Platform 3: Extended by 39.9m, W5 signal relocated
- Platform 4: Extended by 39.4m, W7 signal relocated
- Platform 5: Reduced by 9.2m, W9 signal relocated
- Platform 6: Reduced by 9.4m, W11 signal relocated
• Platform 7 and 8 unaffected in length but thinned slightly; W13 and W15 signals relocated

2.28 In view of the anticipated longer-term requirement for 12 car operation, where appropriate, the platform lengthening works for 10 car operation should include passive provision for further lengthening to 12 cars.

2.29 **8. Providing for 12-carriage trains**

The South West Main Line RUS 2006 envisages operating 12 carriage trains by 2022, requiring the construction of 12 car platforms at Waterloo around 2018-2022. The Strategy is being revised (London and South East RUS Draft for Consultation, 2010) but 12 car capacity is likely to remain a long term ambition. Although the WIT platforms are already sufficiently long to handle 12 car trains, the rest of the station would have to be substantially remodelled.

2.30 Redevelopment of the country end of the tracks to allow 12 car trains on platforms 1 to 4 is not considered a viable option as the railway track layout is very dense. Unlike other parts of the station which could be shut down to allow construction, shutting down a part of the throat would severely disrupt train services. Additionally, as the tracks are close together, there is less room for supporting infrastructure between tracks. Given this, some platforms would have to be lengthened across the existing concourse and into the space occupied by the Edwardian frontage buildings. The costs and practical implications of the works required to achieve this are such that it is likely to be unachievable without a commercial development partner.

**Figure 2.7 Option for Station Alterations to provide for 12 Car Trains** (Source: Network Rail, 2010)
2.31 Provision of 12 carriage trains would therefore trigger:

- demolition of the frontage buildings to enable the platforms to be lengthened
- new development to provide a new front to the terminus along Waterloo Road and new development extending over Station Approach Road associated with a Lower Marsh entrance to part pay for the improvements
- a new street level concourse as the new lengthened platforms would cut across the train level concourse and much greater circulation space would be needed. This would make the station more permeable and accessible and make connectivity with London Buses easier.
- the need for additional capacity on connecting modes such as the Underground and buses, and provision for taxis, cyclists and pedestrians, including improved public realm and pedestrian links to and from the station.

2.32 The five WIT platforms are already sufficiently long and would therefore not need to be reconstructed. The rest of the station could be reconstructed in tranches of 4 or 5 platforms, with trains from these platforms relocating to the WIT while they are rebuilt. This would be a major reconstruction project as much of the supporting structure below the station would also have to be reconstructed.

D – Development Opportunities

2.33 9. Over-Station Development
The station site covers a large area of land in central London and represents a major development opportunity – as highlighted in the Lambeth Core Strategy and the Mayor’s Waterloo OAPF (see chapter 3). The primary purpose of the site will obviously continue to be for railway infrastructure but there may be opportunities to develop around the station and above, although opportunities are limited by various engineering constraints set out elsewhere in this brief.

2.34 Over-station development is not tied in the same way as other station improvements to passenger numbers and the need to deliver station capacity so development could in theory take place at any time. However, the development would require the demolition of the existing frontage buildings, areas of supporting arches and some platforms and would create substantial knock-on costs in terms of disruption to the operation of the station. Such a development would require planning permission and Lambeth would only consider such an application favourably if it was part of a package to improve the interchange.

2.35 It is most likely therefore that building over the station would require the redevelopment of the arches and platforms. It is closely tied to the provision of 12 car platforms:
• Providing 12 car platforms will require redevelopment of parts of the station (supporting arches, frontage buildings and platforms) creating opportunities to put in the necessary supporting structure for development above

• Commercial development above the station could help cover some of the significant costs involved in redeveloping the station for 12 car platforms.

2.36 **Development along the eastern side of the station.**
The WIT platforms can already handle trains of 12 carriage length and therefore do not need to be rebuilt. While these extra platforms could provide some greater flexibility in operation for the South West Trains franchise, they could also allow the station to in effect shuffle westwards allowing the shorter platforms 1 to 4 to be removed and made free for development on the east side for development. This would be possible if only 19 platforms are sufficient to meet the future rail needs of the station and will need to be confirmed by Network Rail and TfL.

D **Delivery**

2.37 Network Rail is regulated by the Office of the Rail Regulator and is funded by a Network Grant from the Department for Transport. The Network Grant is received through a series of five year Control Periods.

2.38 **Control Period 4** runs from April 2009 to March 2014 and funding within this period has been allocated to cover the works needed to upgrade the station to run 10 car trains throughout the station. This may or may not include the reuse of the WIT.

2.39 **Control Period 5** will run from April 2014 to March 2019. Total available funding for this control period is not yet known and in any case, Network Rail must bid for funding for particular projects. Network Rail will therefore be making the case for funding for the 12 car upgrade of Waterloo station. However, it is almost certain that government funding will not cover the total cost of works and other funding streams will be required, particularly from development of the station site.

2.40 **Retail uses on the existing concourse** already provide an income stream for Network Rail. Retail units may need to be repositioned or cleared from the concourse to create more space for passenger circulation in the short term, and Network Rail intends to compensate for this by creating more space for commercial uses in the Edwardian frontage buildings and at street level in the undercrofts. This project does not require planning permission and Network Rail intends to implement the balcony scheme in 2011/12.
2.41 **Retail development in the arches below the station** could provide new facilities for passengers and contribute towards station improvements. There would be substantial costs involved in opening up the arches – and to creating circulation spaces to make these spaces attractive to passengers/customers but this could progressively provide congestion relief to the existing concourse and enable better street level connections with the surrounding area. However, retail use of the arches could bring forward an income stream at a relatively early stage in the upgrade project and not interfere with rail services.

2.42 **Retail use of WIT** would provide a significant amount of good quality floorspace – i.e. without the constraints of the Victorian brick-built arches. While this could provide income for the landowner, there are costs in bringing this space back into use, and significant funds are still required to bring the WIT platforms back into use for domestic services. While the space could physically be converted to retail use without the platforms being reused, the space would be much more attractive to retailers with the platforms in full use and thereby generating significant passing footfall.

**Continuous Railway Operations**

2.43 The station will need to be fully operational during the upgrade programme and during any period of construction. Some small scale and immediate changes can be undertaken without too much interruption and with beneficial outcomes. Larger scale alterations, particularly lengthening platforms for 12 car trains, will require closing sections of the station but replacement capacity can be provided by the five extra WIT platforms.

2.44 While short to medium term changes are required to relieve concourse congestion and meet rising passenger demand, it is imperative that any interim works take place within the framework of the long term vision for the station.
3 Planning Policy Framework

A Introduction

3.1 This section of the Brief identifies key policy issues to be addressed and relevant site specific policies.

3.2 Development proposals within the Development Brief area should be considered against the relevant parts of:

- Government planning policy and guidance
- Draft replacement London Plan (2009)
- Lambeth Core Strategy (2011)
- Lambeth Unitary Development Plan (2007): Policies Saved Beyond 05 August 2010
- S106 Planning Obligations Supplementary Planning Document (July 2008)
- Waterloo Area Supplementary Planning Document (2009)
- Conservation Area Statements (see Chapter 8 of this Brief).

B National Policy

3.1 Planning Policy Statement 1 (PPS1): Delivering Sustainable Development (2005). PPS 1 aims to protect and enhance the historic environment, and promotes high quality and inclusive design. Development should contribute to the creation of safe and mixed communities with good access to jobs and key services.

3.2 Planning Policy Statement: Planning and Climate Change (2007) is a supplement to PPS1. Developers should consider how their proposals contribute to reducing emissions for a low carbon economy and how they will adapt or future proof developments for a changing climate.

3.3 Planning Policy Statement 3 (PPS3): Housing (2010), seeks high quality and a mix of housing, both market and affordable, to support a wide variety of households. Housing should be well connected to public transport.

3.4 Planning Policy Statement 4 (PPS4): Planning for Sustainable Economic Growth (2009), seeks to deliver more sustainable patterns of development, and promote regeneration and development in existing town centres. Sites for main town centre uses should be identified through a sequential approach to site selection. Proposed edge of
centre or out of centre sites should not have an unacceptable impact on centres within the catchment of the potential development.

3.5  Planning Policy Statement 5 (PPS5): Planning for the Historic Environment (2010). Heritage assets should be conserved and enjoyed for the quality of life they bring. Substantial harm to grade I and II* listed buildings and World Heritage Sites should be wholly exceptional.

3.6  Planning Policy Guidance 13 (PPG13): Transport (2011), promotes sustainable transport choices. Intensive development should be promoted in areas most accessible or close to major transport interchanges such as Waterloo. Quick, easy and safe interchanges are considered essential to integration between different modes of transport.


C  London Plan (2008)

3.8  The London Plan provides the strategic policy framework for London. Policy 5E.2 (page 339) identifies Waterloo as an Opportunity Area focussed around the station where developments are expected to maximise density and contain mixed uses. The indicative estimates of growth for Waterloo for the period 2001 to 2026 are an employment capacity of 15,000 new jobs and a minimum of 1,500 new homes. Waterloo is also part of the CAZ which is the core area of activities that contribute to London’s role as a world city. Policy 3B.3 requires a mix of uses including housing wherever increases in office floorspace are proposed.

3.9  The Plan seeks to more closely integrate transport and spatial development, and aims to increase capacity, quality and integration of public transport to meet the needs of London and to facilitate the phased implementation of public transport infrastructure improvements. Policy 3C.2 states that all new developments must have travel plans. New shops or offices within the station site will need to have their own travel plan but these should form part of an overall travel plan for the whole station site.

D  Draft Replacement London Plan (2009)

3.10  The draft replacement London Plan was issued for consultation in October 2009 and is due to be finalised and published in 2011. Amendments include the need for additional comparison retail floorspace, increased housing supply and further guidance on the
location of tall buildings but Waterloo remains promoted as an Opportunity Area in the Plan.

E  **London View Management Framework (2010)**

3.11 The London View Management Framework (2010) (LVMF) is supplementary guidance to the London Plan (2008). It provides a strategic framework for the management of views to London’s historic landmarks in accordance with the policies of the London Plan. The relevant views which have an impact on development in Waterloo are outlined in a separate chapter of this Brief.


3.12 The Waterloo OAPF is Mayoral guidance supplementary to the London Plan (2008). It seeks to maximise development potential as a catalyst for regeneration and identifies the area above and around the station as suitable for a cluster of tall buildings. It proposes a new ‘City Square’ and interchange space for Waterloo to create a vastly improved public space around the station.

3.13 It provides a vision for Waterloo with a number of strategic objectives. Priorities include:

- the need to increase capacity at the station;
- the opportunity for development above the station;
- areas where active frontages should be provided; and
- key pedestrian routes to increase permeability.

3.14 Objectives include:

- the need to redefine the station as a new centre for the area;
- improve pedestrian connections;
- maximise development potential; and
- allow for incremental change.

G  **Lambeth Core Strategy (2011)**

3.15 Lambeth Council is currently preparing its Local Development Framework (LDF) which, when adopted, will replace the Lambeth UDP. This comprises a Core Strategy, a Development Management Development Plan Document (DPD) and a Site Allocations DPD.

3.16 The Core Strategy is the first and most important part of the LDF and will act as the delivery vehicle for the spatial aspects of Lambeth’s
Sustainable Community Strategy, the Council’s various strategies and those of its public sector partners.

3.17 The paragraphs below summarise the Lambeth Core Strategy policy context for the station, with more detailed guidance on uses on the station site being set out in Chapter 4.

3.18 Policy S1 sets out the Core Strategy’s spatial vision which encourages and supports sustainable development that enhances the local distinctiveness of neighbourhoods and delivers regeneration objectives (housing and jobs) defined in the Waterloo OAPF.

3.19 Policy S2 seeks to provide additional dwellings in line with London Plan targets. The loss of existing housing accommodation is resisted and affordable housing is expected on sites of at least 0.1 hectares or on sites capable of providing 10 or more units. At least 50% of housing should be affordable where public subsidy is available or 40% without public subsidy. A mix of dwelling sizes and type will be sought.

3.20 Policy S3 supports local economic development and Lambeth’s contribution to the central and wider London economy, by maintaining sites in commercial use across the Borough. It supports the vitality and viability of Lambeth’s hierarchy of major, district and local centres including the Waterloo Opportunity Area for retail, service, leisure, recreation and other appropriate uses, and maintaining the predominant retail function of core areas in major and district centres. Development within centres will be encouraged to provide additional retail floorspace.

3.21 Policy S4 supports sustainable patterns of development, promoting walking and cycling, and seeks to minimise the need to travel and reduce the dependence on the private car. Development will be required to be appropriate to the level of public transport accessibility and capacity in the area. It seeks improvements to public transport infrastructure and services at transport hubs including Waterloo. New developments are required to comply with the maximum car parking standards in the London Plan and provide cycle and motorcycle parking and car clubs wherever possible.

3.22 Policy S5 seeks to protect and maintain existing open spaces and their function, and to increase the quantity of public open space including through the Waterloo Square project.

3.23 Policy S6 aims to manage and mitigate flood risk.

3.24 Policy S7 ensures future development achieves the highest standards of sustainable design and construction, and in subsequent operation. All major development is required to achieve reductions in carbon emissions in line with London Plan targets. Where the required reduction from onsite renewable energy is not feasible, a financial
contribution will be sought to an agreed borough wide programme for carbon dioxide emissions reduction.

3.25 Policy S8 relates to the sustainable management of waste and supports the waste hierarchy.

3.26 Policy S9 states that the Council will improve and maintain the quality of the built environment and its liveability in order to sustain stable communities by seeking the highest quality of design, safeguarding and promoting improvements to the Borough’s heritage assets, protecting strategic views, supporting tall buildings where they are an appropriate development form for the area, improving the quality of the public realm, and creating safe and secure environments.

3.27 Policy S10 relates to planning obligations.

3.28 The Core Strategy policy for Waterloo (PN1) supports sustainable development for jobs and homes in line with London Plan targets. It also supports a full range of Central London and town centre activities in the whole Waterloo area to enable Waterloo to compete effectively for beneficial inward investment with other parts of central London. This includes the promotion of Lower Marsh as a centre for local needs and specialist independent retailing. Policy PN1(e) supports improvements in transport capacity and interchange quality of the station as one of London’s most important transport hubs, and public realm improvements and increased permeability with improved linkages to Lower Marsh and other parts of Waterloo.

H Lambeth Unitary Development Plan (updated version 2010)

3.29 To support the Council’s development management function in the interim period between expiry of the UDP policies and the adoption of the LDF, the Council has saved a number of existing UDP policies for a further three years. Relevant policies which have been saved beyond 5 August 2010 are Policy 14 and MDO91.

3.30 Transport: Policy 14 outlines the Council’s position on parking and traffic restraint. Car parking provision should not be below minimum disabled persons and other essential operational parking standards. Car free developments are encouraged in areas with good, very good and exceptional public transport accessibility levels (PTAL). Minimum standards for secure and sheltered cycle parking should be met including changing and showering facilities. Business premises should have proper servicing facilities. A framework travel plan covering the station and adjacent sites will be encouraged by Lambeth and TfL.
3.31 This policy recognises the need for substantial alterations to increase platform, concourse and tube capacity of the station with potential for air-rights development above and utilisation of arches space below the station. Remodelling of the station is supported to radically improve interchange facilities between different modes of transport. Redevelopment should include, amongst other things:

- retention of Edwardian architectural features
- a new bus station and public space, with at grade pedestrian access to Waterloo Bridge;
- ground level pedestrian entrance to York Road linking to Hungerford Bridge;
- an east-west through route with a link onto Lower Marsh;
- a replacement for Cornwall Road bus garage and a coach park; and
- development above the station, including a new public space, a full range of facilities, a significant amount of residential accommodation and penetration of natural light down to concourse level.

I S106 Planning Obligations Supplementary Planning Document (July 2008)

3.32 The SPD sets out the Council’s approach to seeking planning obligations and this is based on agreed fixed formulae for most types of contribution. In the case of the station, the Council recognises the importance of improving the rail infrastructure as a priority and the public benefits and viability of a scheme will be taken into account in calculating any developer contributions.

J Waterloo Area Supplementary Planning Document (2009)

3.33 The SPD encourages regeneration of Waterloo whilst protecting its built heritage and that of its surroundings, and enhancing the role of Waterloo as a world-renowned cultural destination. It provides urban design guidance and incorporates a framework on transport, public realm, building height and the location of tall buildings that will ensure the station is easily identified as the focal point of Waterloo.

3.34 A vision for the future of Waterloo was agreed with community stakeholder groups:

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. The vision for this area is for it to become:

- A desirable destination for cultural pursuits, business and pleasure;
- A place of work with particular emphasis on the media 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.

### Other Documents

3.35 The following documents are also relevant to development at the station:

- South Bank Partnership Manifesto
- South Bank Employers’ Group Urban Design Strategy, 2002
- The Mayor’s Transport Strategy, 2010
- Lambeth Local Implementation Plan, 2005-11
- Lambeth Economic Development Strategy, 2007; and
- Lambeth Sustainable Community Strategy, 2007
4 **Land Uses**

4.1 This section applies the planning and transport policy requirements of the London Plan (2008) and the Lambeth Core Strategy (2011) to development at Waterloo Station and within the study area.

4.2 Existing uses of the station are limited to railway operations, and ancillary retail and leisure facilities. Redevelopment of the station provides an opportunity to extend the range of services available to the local community.

A **Retail**

4.3 The Lambeth Core Strategy (2010) directs new development to the Borough’s Opportunity Areas, including Waterloo. It promotes town centre uses throughout the Waterloo Opportunity Area / SPD area, including the main station and WIT, whilst recognising the important role of Lower Marsh as a specialist retail destination.

4.4 The Waterloo Area SPD highlights the opportunities for new retail uses at street level as part of improvements to Waterloo Station. The Council wishes to see a mix of uses including retail in ground floor units which can activate street frontages and add interest and variety to the street for pedestrians. Active frontages should be provided on all sides of the station where operationally and physically possible, including Waterloo Road, the proposed Waterloo Square and on the west elevation facing Elizabeth House.

4.5 The Lambeth Retail Capacity Study (2008) found that while Waterloo has a good number of convenience shops, comparison shopping (durable goods) is relatively limited and a particular priority for local people is a local supermarket.

4.6 The Ipsos MORI survey (2008/2009) reported on satisfaction of the South Bank as a place to live, work and visit. It identified lower levels of satisfaction with shopping facilities among residents. These facilities were also not widely used by visitors or employees.

4.7 The main opportunity for new retail facilities is in the reuse of WIT. The arrivals and departures spaces below the platforms could be converted to provide retail facilities for the station and the area.

4.8 Retail use of WIT would bring a number of substantial benefits to Waterloo, including:
• The provision of new entrances to the station which will relieve current congestion on the concourse and at existing entrances/exits;
• New active street frontages to enliven the area and associated increase in public safety;
• An improvement to the appearance of West Road;
• An opportunity to secure improvements to connections to Lower Marsh; and
• A stimulus to further regeneration of the area.

4.9 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. It should also ensure that there is adequate circulation space for passengers and does not add to current congestion levels on the main station concourse or at its entrances. Layouts should provide clear pedestrian routes from the main station concourse and through WIT with additional entrances providing more direct routes towards the London Eye and Westminster Bridge Road.

Permitted Development

4.10 Previous retail use of WIT was associated with the primary use of the terminal as an international railway station and therefore retail uses were considered ancillary to the railway operation. Should future retail provision be provided within WIT operating in conjunction with the terminal’s primary railway operation, then such uses would also be considered ancillary. However, should retail proposals be brought forward independently of the railway operation, such proposals would not be considered ancillary to the operation of the station and would require planning permission for a change of land use.

Retail Impact Assessment

4.11 One of the Council’s key concerns in relation to retail use at WIT is that this could be disconnected from Lower Marsh, which provides specialist independent trading. Proposals for major retail development uses and other key town centre uses which attract a lot of people will be considered in accordance with PPS4 and Core Strategy Policy S3. Accordingly, a retail impact assessment to demonstrate that there are no available sites within the primary shopping area for such development should accompany any planning application. The impact of both the nature and quantum of additional retail floorspace will need to be assessed.

4.12 An assessment should set out how the proposed development is likely to affect Lower Marsh as a shopping area and include mitigation measures as appropriate and improvements to ensure that on balance Lower Marsh is not unacceptably harmed. Consideration should be
given as to how the provision of additional shops, particularly at street level, will improve links to the Lower Marsh primary shopping area.

4.13 Any proposed retail use within WIT will be required to include public realm improvements (refer Chapter 6) that improve linkages between WIT and Lower Marsh to prevent any potential disconnect. These improvements would also ensure sufficient pedestrian footfall in case reuse of WIT proceeds in advance of other developments. However, associated servicing would need to be located to minimise impacts on the public realm, and on existing and potential pedestrian routes, as well as taking into account existing and future servicing needs for other developments, particularly that for the main station and Elizabeth House.

Other Potential Uses for the International Terminal

4.14 The arrival and departure halls below the platforms are deep (wide) and enclosed on three sides. Despite the glazed west elevation, the floorspace has poor daylight levels and therefore is unlikely to be suitable for uses normally sought by the Council as a priority given the high transport accessibility of the site. Without access to adequate natural lighting, the available floorspace would not provide a high quality standard of accommodation for uses such as residential or B1 office floorspace. Likewise, it would also be unlikely to be suitable for hotel uses and educational facilities, unless the impacts relating to a lack of natural lighting can be overcome. However, the space could lend itself to other uses which would not necessitate good access to natural daylight levels, but could take advantage of the excellent public transport accessibility:

- conference centre;
- D1 uses including art galleries and exhibition spaces, as well as certain community facilities for the area such as a public library;
- D2 entertainment and leisure facilities including cinemas; and
- Class A retail uses.

4.15 Any future use of WIT must not affect pedestrian circulation to, from, or within the station and all crowd related issues such as queuing and dispersal must be contained within the site.

B Entertainment and Hotels

4.16 Lambeth supports Waterloo as a tourist/leisure and entertainment area and as a major location for hotels and apart-hotels. The Council also supports Waterloo as an international centre for culture and arts as part of the London Plan South Bank / Bankside Strategic Cultural Area. In the past, the British Film Institute (BFI) has considered relocating their national film centre within the South Bank. Lambeth would support the provision of a film centre at or near the station site.
4.17 While some evening and late night economy uses are appropriate for Waterloo, the station is not considered to be a suitable location for a high concentration of night time entertainment uses without ensuring that there would be no unacceptable conflict with residential uses in the wider area.

C Community Facilities (D1)

4.18 There are specific community facilities in Waterloo which need renewal and there may be opportunities in or near the station site to provide new facilities or for new development to contribute to new facilities.

4.19 Waterloo library is a temporary building and new library facilities are a priority for the community.

4.20 The Waterloo Health Centre in Lower Marsh has insufficient accommodation to meet current demands and the Blackfriars Medical Centre in Southwark would experience significant pressure as a result of an increased population in Waterloo. A development opportunity to establish a new modern surgery for the area is being sought.

D Offices and Other Employment Uses

4.21 Investment in major office development (over 1,000m²) is supported within the CAZ and the Waterloo Opportunity Area. Given the high PTAL rating of the area and an amount of office stock now coming to the end of its useful life, major office development in Waterloo is encouraged.

4.22 Large scale office proposals within Waterloo will need to provide an independent assessment of the impact of development on public transport services to ensure proposed improvements to infrastructure and capacity will not be exceeded. With high unemployment levels in Lambeth at 9% (State of the Borough Report, 2010), provision for local construction employment and training would be expected as part of any planning application.

E Mixed Use Development

Mixed Uses

4.23 Where increases in office development are proposed, a mix of uses including housing should be provided, unless such a mix would demonstrably conflict with other London Plan policies (Policy 3B.3). Core Strategy Policy S3 supports a range of uses within the CAZ and Waterloo Opportunity Area, including major office developments, large
hotels and apart-hotels, major leisure and cultural activities, other tourist attractions and retail development.

Housing

4.24 Housing is an important Central London Activity as it ensures areas are lively in the evening as well as the day, it reduces the need to travel and provides a distinctive mix of lively communities. Housing also creates activity to stretch beyond office and shopping hours and supports a wider range of shops and local facilities. The London Plan (Policies 3A.1 and 3A.2) sets a minimum target for housing provision and identifies sources of supply including major development in Opportunity Areas and intensification through development at higher densities.

4.25 The Draft Replacement London Plan (2009) seeks that the minimum housing annual average target is achieved and exceeded. Boroughs should enable development capacity to be brought forward to meet these targets.

4.26 Core Strategy Policy S2(g) seeks levels of residential density consistent with the London Plan having regard to (amongst other matters) the provision of other uses on the site, access to and capacity of public transport, and the urban design context.

4.27 Substantive requirements for transport interchange improvements at Waterloo could offset in part the requirement to provide housing as part of the redevelopment of the station. Any such case made would need to be fully justified and an independent financial viability assessment validated would need to be provided with any planning application.

Open Space

4.28 While there are a number of open spaces in close proximity to the station, they are generally small pockets of open space. The Core Strategy seeks to increase the quantity of open space in Waterloo through the Waterloo Square project and the extension of the Jubilee Gardens.

4.29 Commercial development of the station site should consider ways to create new open space provision as part of the scheme but contributions may be required to improve existing spaces as they are already heavily used and would be put under even more pressure.

4.30 For development around the station, where provision is not feasible on site or for non-residential development, contributions to provision elsewhere will be sought for specific improvement schemes.
G  Railway Arches

4.31 Below the station concourse and platforms, the arches are predominantly utilised for storage by the Eurostar catering services and for storage associated with station retail facilities. The more accessible arches below the railway viaducts tend to be used for car washing and parking activities. However, recently, uses of the arches have extended to cultural and music performances associated with the Old Vic Tunnels.

4.32 Railway arches present an exciting opportunity to provide other cultural uses and more profitable uses including new small business. Active frontage uses in particular are encouraged for their contribution to regeneration and the opportunity to visually improve the appearance of routes under the station. Uses should not prevent future use as pedestrian routes. Railway arches should be exploited to provide appropriate pedestrian linkages wherever possible and as a priority. Where arches are less accessible, storage would be considered an appropriate use. Development proposals which affect railway arches will need to demonstrate how the proposed scheme will improve the immediate environment around the arches.

4.33 Lambeth will encourage new uses in the arches leading off Leake Street to make this route feel safer. Arches here could provide a number of uses, including interesting and more affordable spaces for artists, workshops and cultural uses, and other commercial uses so that over time Leake Street becomes more lively.

H  Public Conveniences

4.34 Despite the high number of visitors to Waterloo and the South Bank, there are no public toilets other than within the station itself. The station redevelopment should ensure that existing public toilet facilities are retained, while developments around the station which generate uses that attract visitors should contribute to public toilet provision within Waterloo.
5 Interchange between Transport Modes

A Existing Situation

5.1 The main drivers for the station upgrade programme are set out in Chapter 2 of this brief, with the key rail proposals being:
- 10 car train capacity in the medium term
- 12 car train capacity in the longer term – 2020’s

5.2 These will only succeed if the capacity of the rest of the interchange is able to cope with the increased number of passengers. The millions of passengers who arrive by train, continue their journey to other parts of central London by Underground, bus, bicycle, boat and foot.
- 80% of all movements in Waterloo are related to rail trips
- 50% of rail trips go on to use the Underground
- 10-15% use buses in the AM 3 hour peak period
- The remaining 35-40% walk to local developments, Waterloo East (~5%) or outside the immediate area (~25%)

5.3 Longer trains will therefore trigger the need for:
- New station concourse areas, passenger facilities and entrances to handle larger numbers of passengers with comfort
- More space and better quality routes for pedestrians – to provide connections with local destinations and easy interchange with Waterloo East, buses and river services.
- Capacity on connecting tube and bus services
- Capacity in the Underground station
- More space and better quality routes and facilities for cyclists.
- Provision for taxis.

5.4 This chapter therefore sets out the operational requirements of the station and the related requirements needed for each of the other transport modes to deliver an efficient interchange.

B Policy and Guidance Context

Lambeth Core Strategy (2011)

5.5 The Core Strategy promotes a sustainable pattern of development, seeking better connectivity, better quality and more capacity in public transport, and promoting walking and cycling. The Core Strategy sets out specifically the need to improve transport capacity and interchange quality at Waterloo station and identifies the need to improve permeability around the station (Policy PN1).
Waterloo Area Supplementary Planning Document (2009)

5.6 The SPD identifies a number of development principles for transport improvements at the interchange:

- Improve interchange facilities and connections at both Waterloo and Waterloo East Stations.
- Improve interchange with other modes: bus, coach, taxi, London Underground and bicycle.
- Replacement provision of Cornwall Road bus garage.
- Improve pedestrian movement within the station.
- Improve pedestrian access from the station to the surrounding area, especially at grade links to Hungerford and Waterloo Bridges, and direct pedestrian access to Lower Marsh.
- New street level entrance to station from York Road linking to Hungerford Bridge.
- Improved pedestrian environment to draw pedestrians through railway arches to Lower Marsh and to the south of the station.
- Increases in the capacity of the station should not be wholly absorbed by new development but should radically improve transport conditions.

Transport for London Interchange Best Practice Guidelines

5.7 The TfL Interchange Best Practice Guidelines are designed to provide advice and guidance to those who are involved in improving the quality and efficiency of interchanges. The focus of the guidance is on multimodal interchange between one mode of public transport and another. It also considers interchange between public transport and the ‘feeder modes’ used to get to and from the interchange, for example walking and cycling.

5.8 The guidance supplements, rather than replaces, operators' design and service delivery standards and other legal and discretionary requirements, particularly safety, that apply to the design and operation of bus stops, piers, pedestrian environments, stations, etc and should be interpreted in the context of these standards.

C Operational Rail Requirements

5.9 The main rail requirements are set out in Chapter 2 – namely the increase in capacity to provide 10 car trains in the medium term, and 12 car trains in the longer term (predicted to be in the 2020's). These improvements are aimed at addressing current and predicted capacity issues in terms of:

- Overcrowding on rail services
- Overcrowding and congestion on the station concourse and at entrances.
5.10 As part of the station improvements, TfL and Lambeth will seek the following:

- 12 car capability for all platforms with passive provision for extending main line platforms in the future
- Increased station concourse size
- Sufficient capacity between concourse and platforms by multiple escalator accesses
- More than one access/egress from each platform
- Improved interchange between Waterloo and Waterloo East stations
- Full use and integration of WIT platforms
- Integrated fire and emergency evacuation procedures.

5.11 Detailed TfL and Lambeth requirements for the rail operation include:

- Clear and logical routing and navigation through the key stages of activity from arriving at the station to the boarding of trains and vice-versa.
- Clear lines of sight to/from each activity.
- Appropriate information and facilities to meet all the needs of arriving and departing passengers.
- Customer facilities arranged in a straightforward and logical manner; and with clarity of purpose.
- All station users should experience an environment that feels, and is, secure at all hours of opening.
- Comfortable environmental conditions commensurate with the attire expected to be worn, e.g. coats in winter.
- Step free access throughout and compliance with all relevant Codes of Practice and standards in respect of access for disabled people.
- Provision of appropriate spatial standards throughout for circulation and accumulation areas.
- Avoidance of conflicting passenger movements.
- Carefully positioned CIS and fixed wayfinding signage.
- In multi storey spaces, provision of appropriate headroom in respect of comfort, acoustics and ventilation etc.

5.12 Ultimately, Network Rail aims to achieve as far as practicable a ticketless interchange arrangement between all mainline platforms.

**Waterloo East Station**

5.13 Waterloo East station is served primarily by South-Eastern services between Charing Cross and south-east London/Kent/East Sussex. There is direct interchange with Southwark station on the Jubilee Line, but not with other Underground services – passengers have to cross to the mainline station and then the Underground network.
5.14 There are no plans to extend the platforms at Waterloo East, but access to the platforms needs to be improved through:
- Provision of improved direct access to the street including provision of an eastern entrance to Waterloo East to improve access to the South Bank.
- Improved pedestrian connections to the main station. Connections at present are tortuous and unpleasant and need to be improved at platform level over Waterloo Road and at street level to improve interchange with buses, Underground services and eventually the street level concourse.

Airtrack – provision of direct train services to Heathrow

5.15 The Airtrack project aims to deliver direct rail services to Heathrow Airport from Waterloo, Reading and Guildford from 2016. This project would introduce two additional train movements an hour into Waterloo, with the key part of the project being the construction of a short length of rail track at Staines. It is being promoted by Heathrow Airport Ltd (HAL) which is funded by British Airports Authority. HAL made an application to the Secretary of State for Transport in July 2009 for an order under the Transport and Works Act 1992 seeking powers to construct, maintain and operate the railway. A public inquiry was due to be held in Autumn 2010 but was deferred pending the Government’s public spending review.

5.16 The scheme is being taken forward separately to Network Rail’s programme of improvements at Waterloo station. Airtrack is compatible with the station upgrade programme and Lambeth supports the provision of new, direct services from the station to Heathrow. However, Airtrack will rely on integrated phasing for the projects and is contingent on:
- The provision of 10 car platforms at Waterloo station
- The WIT platforms having been brought back into use. As the existing station is at capacity, the new Airtrack service will necessitate at least one additional platform being open.
- There being no detrimental impact to existing services to and from Vauxhall and Waterloo.
D Interchange

General Interchange

5.17 Network Rail, BRB (Residuary) and TfL have ownership or responsibility for different parts of the station and effectively run different businesses out of the station, but all have an interest in achieving an efficient world class interchange that allows seamless movement through the station, between modes and to the streets beyond the station and interchange.

5.18 General TfL requirements for the interchange are:
- To improve infrastructure, services and capacity
- No loss of TfL operational functionality
- Network Rail to obtain full design assurance on assets
- Designs for TfL owned assets must be to TfL standards and meet assurance criteria
- There must be evidence that all obligations are in place prior to implementation of works

5.19 All schemes will need to be assessed for safety reasons, including for:
- Evacuation routes and assembly areas
- Access for emergency vehicles
- Potential conflict between vehicles and pedestrians
- Potential conflict between vehicles and other vehicles

5.20 There is currently significant platform congestion on the platforms as passengers seek to access the London Underground via the existing peak hour subway which runs beneath the main station platforms. This congestion is exacerbated by the against flow orientation of the current stairs and the proximity of these stairs to the city end. The provision of additional stairs in from the platform at the country end will assist this movement in the AM peak.

London Underground

5.21 Waterloo Underground station provides services on the Bakerloo, Jubilee, Northern and Waterloo and City Lines, with 214,000 passengers daily passing through the station. The Underground station comprises a complex network of escalators, tunnels and walkways linking the Underground lines and the mainline station above with three Underground ticket halls:
- Waterloo Road that primarily serves the Jubilee Line
- the main ticket hall under the main line station and
- the Shell Centre ticket hall on York Road.

5.22 Heavy congestion is predicted to occur by 2020 in the following areas:
- Jubilee Line ticket hall entrance portal due to the restricted width of the main opening given the proximity of escalators (all
• Waterloo and City Line departures platform, staircases and ramps due to limited train services and exceptional peaks due to concurrent arrival of National Rail trains (AM period).
• Northbound Bakerloo line platform due to restricted platforms.
• Northbound on the Northern line, westbound on the Jubilee Line and northbound on the Waterloo and City Line are all close to capacity in the AM peak period.

5.23 With 12 car passenger trains, it is predicted that peak alighting demands from the main concourse to the Jubilee Line and Waterloo Road will exceed existing capacity levels. Additionally, there would be no reserve capacity or ability to provide for increased demand or to cater for escalator servicing.

5.24 In order to deal with predicted passenger growth, TfL will require the interchange to include:
• increased ticket hall size and improved operational layout
• improved entrance arrangements and links between NR and TfL services
• improved access from York Road
• improved step free access to all levels (including Network Rail concourse level)
• improved electrical supplies and station/tunnel ventilation via shafts
• safeguarded Waterloo and City delivery area by Lower Marsh.

5.25 The following improvements are already programmed by TfL:
• Northern Line frequency will be improved from 20 to 25 trains per hour (estimated 2012).
• Improvements to the Bakerloo line – estimated around 2020.

Road Layout

5.26 The station is surrounded by a complex highway network (refer back to Figure 1.1) which cut the station off from the surrounding area. The road network already has high levels of traffic and has to accommodate various modes:
• A high proportion of the traffic on Waterloo Road / Waterloo Bridge is made up of buses and taxis and this is also an important cycle corridor. Waterloo Road acts as a London Distributor Road and radial link to Elephant and Castle and south London.
• York Road and Stamford Street serve west-east orbital movements in the southern part of central London and are susceptible to changing traffic conditions north of the river.
5.27 Key issues include:
- It is not easy for pedestrians and cyclists to access the station without having to cross a number of roads first.
- Pedestrian areas are fragmented between roads.
- The station entrance is not as prominent as it should be as there is no forecourt area for pedestrians and cyclists.
- The IMAX cinema is isolated by the roundabout.

5.28 The road network only has a given capacity and will place a constraint on future growth that will require active traffic management to accommodate extra buses, cyclists, taxis, pedestrians, service vehicles and general traffic while maintaining network performance.

5.29 As part of the improvement of the wider interchange, Lambeth and TfL will seek opportunities to create a more efficient traffic layout and a more pedestrian-friendly environment around the station by:
- Connecting the station to its surrounding neighbourhoods by improving the public realm and pedestrian connections on adjoining roads.
- Creating a much improved environment for pedestrians and cyclists with the ultimate aim of removing vehicles from this area.
- Improving pedestrian connections to the IMAX and riverside.

5.30 Specifically, TfL as Highway Authority and Traffic Authority for adjoining roads will require the following:
- TLRN and SRN to operate safely and within capacity including growth
- Road safety to avoid conflict between station users/pedestrians at station access on Waterloo Road and vehicular traffic/public highway.
- Signal controlled pedestrian crossings and safe walking routes
- Taxi flow
- Allow for possibility to reverse traffic along access road
- Street scene guidelines (TLRN)
- Consolidation of bus layout for efficient interchange
- Access roads to provide sufficient clearance for coaches
- Sufficiently wide carriageway
- Cycle routes directly up to cycle parking areas

5.31 Lambeth would like to see Waterloo Road improved to reduce vehicular traffic as much as possible to improve pedestrian linkages and interchange with buses. The dominance of buses on Mepham Street should be reduced, and the public realm improved particularly for pedestrians and cyclists. These objectives should be achieved as part of the Waterloo Square project.

5.32 Network Rail's 2007 Pre-Feasibility Study considered two options for the road layout outside the station:
• Option 1 – pedestrianise the station forecourt and Mepham St but retain the roundabout.
• Option 2 – peninsularise the IMAX roundabout to connect with the station forecourt. This would enable full implementation of the Waterloo Square project, but entails major highway works, including reallocation of road space and relocation of the bus station and could adversely impact on congestion.

5.33 Neither of these options were examined in detail or agreed with TfL or Lambeth Council. Further study of the road network will be required to assess how roadspace in the area is allocated.

Walking

5.34 Pedestrians are forced to use the restricted spaces left over around the station after other vehicular modes of transport have been provided for. The station is surrounded by roads busy with bus and taxi traffic so that pedestrians have to negotiate crossings and narrow footways to get to the station. Routes to and from the station are not clear and poor quality, and for those not using the station, it is difficult to walk through Waterloo without taking a significant detour around the station.

5.35 Greater priority needs to be given to pedestrians in the routes and spaces around the station to improve interchange with other modes and to make it easier to walk to local destinations.

5.36 Chapter 6 identifies where pedestrian congestion is worst in Waterloo and where it is projected to worsen – and also sets out projects aimed at improving the routes, spaces and wayfinding around the station for pedestrians.

London Bus Services

5.37 21 bus routes operate in the area, of which 12 are through services and 9 are terminating services. The main focus for bus and rail interchange is on Cab Road, Waterloo Road, Tenison Way and Mepham Street in front of the main station entrance (see Figure 5.1). Two bus services have stops on the Cab Road, at the front of the Station, arriving from Station Approach and departing towards York Road. Many passengers use Waterloo solely for bus to bus interchange.

5.38 There are also three tour bus services which operate around Waterloo Station.

5.39 Bus passenger growth is expected to grow in line with rail demand. With bus services at capacity at peak hours in Waterloo, significantly larger numbers of passengers and services will be difficult to accommodate and further assessment will be needed.
5.40 Interchange with buses can be confusing – bus stops are at various different locations and they do not appear to be fully integrated with the station, resulting in the following problems:

- At peak times, there is already insufficient space for waiting bus passengers at Tenison Way and Waterloo Road, with passenger congestion at key bus stops.
- Several stops are inconvenient for passengers travelling to and from the station because they have to cross the road to get to them.
- Several stops are located far from the station entrances – in particular the Victory Arch entrance.
- Mepham Street and the Station Approach Road (which are used by buses and taxis) cut the station off from bus stops at Tenison Way.
- Appropriate set down and parking is important during times of perturbation when a bus replacement service may operate.

5.41 There is poor signage between bus stops and poor way finding for bus passengers. There are limited bus shelters for waiting passengers and an insufficient number of stops to cater for demand which will be exacerbated by any increase in bus patronage.

5.42 TfL Buses will require the following as part of an improved interchange:

- provision to accommodate growth in bus passenger demand and operational bus capacity
- consolidate bus stops
- adequate waiting facilities

5.43 Options to increase bus capacity may need to be considered in more detail if improvements to the station lead to significantly larger numbers of passengers. While buses provide an important connecting mode for the station, Lambeth is concerned that provision for buses should be balanced against local environmental impacts and in particular any reassessment of highway space in Waterloo should seek to improve conditions for pedestrians. Waterloo Square is a key opportunity to rationalise this.
Figure 5.1 Bus Stops around Waterloo
Bus Stands

5.44 There are 27 bus stands at Waterloo dispersed over a wide area with no central location. TfL Buses has the following concerns:

- The bus stands take up a significant amount of space making it difficult to place them in a single location.
- The area is congested and standing buses take up space outside a central London interchange. London Buses advise that all 27 bus stands are required and must be retained in the area.
- Ideally, these are to be located adjacent to each other in a single location, with the stands not impeding pedestrian flows.
- London Buses would normally prefer dispersed bus stands to be brought together into a single location or at least for them to be located in a more co-ordinated way but there are unlikely to be opportunities to do this at Waterloo given the very dense use of the area.
- London Buses seeks provision of bus crew and bus controller facilities in the area.

5.45 Lambeth Council is concerned that the stands impede pedestrian flows and bus stands should where possible be relocated away from the station entrances. This is particularly important for Mepham Street where bus stands should be rearranged to improve the public realm for pedestrians and cyclists. Bus stands can also affect amenity and should be arranged in such a way that they avoid a long line of buses standing nose to tail. Any relocation of bus stands would need to be agreed with London Buses.

Coaches

5.46 A very large number of tour coaches arrive in Waterloo and the South Bank to set down and collect visitors. Coach activity is primarily focused on York Road, Belvedere Road and Chicheley Street.

5.47 Policy 82 of the Lambeth UDP aims for coach parking to be secured as part of the station development to cater for visitors of the South Bank. However, since adopting the UDP, rather than providing a coach park in the area, Lambeth’s emphasis is now on providing designated drop-off points to avoid coaches being forced to pick-up/drop off at unsuitable locations such as bus stops.

5.48 Coach access to Belvedere Road, Chicheley Street should be retained from york Road, with all picking up, setting down and parking maintained in accordance with the South Bank Coach Management Strategy.

5.49 Network Rail has examined the potential use of the existing arches for bus use and has found that the existing arches are too constrained to
accommodate buses, and this also applies to coach use. Sufficient clearance could only be created if large areas of the station were to be redeveloped, but this is not included in any option under consideration.

**Taxis**

5.50 Picking up taxis at Waterloo Station can be very convenient, but it is not clear where taxi pick up points are to those who do not know the station, and taxis tend to dominate some of the streets adjacent to the station, adversely affecting the pedestrian environment.

5.51 Circulation for taxis accessing and egressing the station is convoluted:

- Access for taxis to the front of the station at platform level is provided via Station Approach Road from Westminster Bridge Road and via Spur Road from the junction of Lower Marsh and Baylis Road.
- Taxis approaching the main station entrance currently queue along Station Approach Road but this can lead to queues as far back as Addington Street which is unsatisfactory.
- Taxis can depart either towards York Road to the west of the station or returning via Spur Road to the east. Taxis heading towards the City and north eastwards are forced to detour via Spur Road.
- When Eurostar operated from WIT, there was a taxi rank on the western side of the station but this has now been closed off. At the time, the whole station was surrounded by taxi routes.
- The main station rank and approach road cuts off the station from the surrounding area for pedestrians and cyclists.

5.52 In order to improve the interchange, TfL will require the following for taxis:

- Maximise capacity for taxis within ranks in appropriate locations
- Dedicated taxi set down area.

5.53 Key issues that need to be addressed regarding taxis:

- Management of taxi movements – currently long queues of taxis waiting
- Conflict with pedestrian movements, especially outside the Victory Arch.

5.54 A whole station approach to taxi access and movements needs to be agreed as part of the station upgrade programme. This should be set in a strategy that also includes servicing for the station in one overall Delivery Management Strategy that is submitted and approved before the first phase of improvements (10 car strategy) so an overall management framework is in place for all phases of the upgrade programme.

5.55 Conflicts with pedestrian access would arise if West Road was to open again to taxi access. Lambeth’s preferred option is to keep West Road
vehicle free and certainly as a pedestrian priority area as part of a wider strategy to open out the western side of the station for street level pedestrian access.

**Cycling**

5.56 Cycling demand in Waterloo is high despite roads in the area having high volumes of traffic. Various cycle routes converge here, there are several cycle hire docking stations with the largest in London being outside the station, and many commuters arrive by train at Waterloo station and continue their journey on to central London by bike. Cycle docking stations and cycle routes are set out in Figure 5.2.

5.57 The Lambeth Draft South Bank and Waterloo Cycle Strategy (2010-2012) considers cycling issues at a neighbourhood level. Cyclists tend to be underprovided for, particularly in terms of cycle parking in Waterloo and the South Bank.

5.58 To cope with rising demand and encourage further cycle trips, the following need to be addressed:

- Insufficient dedicated cycle infrastructure.
- Lack of continuity in cycle lanes and these not always satisfactorily following the desire lines.
- The dedicated cycle way from the main entrance to York Road conflicts with pedestrian flows.
- A lack of good, clear links from the station to the cycle network and in particular, to key destinations.
- Provision of cycle parking falls well short of demand.

**Cycle Parking**

5.59 Waterloo is to be London’s first cycle hub offering secure cycle parking, bike hire, information and repairs. The first phase of this – additional cycle parking and bike hire docking stations, was installed in front of the main station entrance in December 2010. Demand for cycle parking and hire is extremely high in Waterloo and further parking and docking stations will be needed.
5.60 Further improvements are required to improve cycle parking in Waterloo, namely:
  - further cycle hire docking stations
  - cycle parking provision for increased cycle parking provision
  - motorcycle parking provision.
There should be:

- a variety of options for cyclists to park their bikes around the station.
- bicycle racks distributed around the station so that cyclists can conveniently park their bikes regardless of where they are approaching the station from.
- a larger cycle shelter, so there is never a shortage of cycle parking and the cycles remain protected from the weather in a secure environment.

**Cycle Routes**

Cycle access to 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.

A key opportunity to improve cycle access to the station will be as part of Waterloo Square and the redevelopment of Elizabeth House. The improvement of the area in front of the Victory Arch in particular needs to resolve conflicts between cyclists and pedestrians.

Lambeth and TfL have carried out two CRISP Studies (Cycle Route Implementation and Stakeholder Plan) in Waterloo to identify improvements for two key cycle routes through Waterloo. These are:

- Route 1 along Upper Ground to Lambeth Bridge Roundabout
- Route 2 along Cornwall Road, Baylis Road & Hercules Road.

**River Bus Services**

Waterloo has two piers - Festival Pier and London Eye Millenium Pier - with good river bus services to other parts of central London, Canary Wharf and the O2 Arena. While they have limited capacity to provide significant relief to congestion on other modes, these services are well used and play an important role in the sustainable movement of people in central London.

The main issue in terms of upgrading Waterloo as an interchange is the need to improve pedestrian access to the London Eye Millenium Pier from the station. Chapter 6 on Public Realm sets out proposals for the creation of a new street level route from the station to the London Eye via the Elizabeth House and Shell Centre sites. This will help to make...
interchange between the station and river services much easier and attractive. However, the proximity of the pier to the station needs to be better signposted.

**Servicing**

5.67 Current servicing generally takes place below Station Approach Road between Waterloo Road and Lower Marsh and south of the street entrance to the London Underground Jubilee Line. Service vehicles can also access the platforms from Leake Street via a ramp on Platform 11/12. Although service vehicles can access the station through the Cab Road arch in the centre of the concourse, this route is normally barred by temporary barriers.

5.68 New commercial uses, especially retail uses, will require additional servicing arrangements. There is the potential for conflict with the need to improve pedestrian access to station entrances and pedestrian access through the Leake Street tunnel. Servicing requirements should avoid existing and future (identified and potential) pedestrian routes and desire lines. Appropriate servicing facilities could be located underground or if space permits, at grade.

5.69 The location of servicing bays and routes should be set out in any proposal, together with an impact assessment that ensures there is no unacceptable impact on highway safety, and clearly shows that servicing areas will not preclude public realm improvements as set out elsewhere in this document. A Delivery Management Strategy should be submitted in support of a planning application and this should form part of a wider strategy dealing with all modes that need to access the station.

**Car Parking**

5.70 As Waterloo has exceptional public transport accessibility, Lambeth, in principle, will discourage the provision of any parking at the station.

5.71 There is an existing vacant basement level car park below the WIT. It has a low roof height and so its potential for other uses is restricted, even for servicing.

5.72 Given its limited ability to provide for any other uses, the Council would consider proposals for the basement to be used for a very low level of cab parking (subject to an overall station approach), cycle storage, limited car parking associated with the Lower Marsh market traders with storage facilities, limited car parking associated with any retail uses within WIT and essential railway staff, plus parking for disabled people (subject to appropriate lift access to the upper levels).
5.73 BRB (Residuary) is encouraged to liaise with the Council to ensure a pragmatic approach for reuse of the car park bearing in mind the need to prioritise pedestrian access over West Road.

5.74 Given the excellent public transport accessibility, low car ownership and increasing use of cycling, Lambeth will expect any application for the re-use of WIT to include a sustainable travel plan, making the most of the opportunities to promote green travel, for example, cycle facilities including locker facilities, cycle trailer schemes, cycle hire and cycle storage.
6 Public Realm

A Existing Situation

6.1 As one of London’s main interchanges, Waterloo is 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.

6.2 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.

6.3 The regeneration of County Hall and the Southbank Arts Centre, together with the development of the London Eye and Hungerford Bridge, 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.

6.4 Pedestrian links 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 wherever possible to improve way-finding and to accommodate those with mobility difficulties.

6.5 The station presents both a physical and perceived barrier for pedestrians. The station redevelopment is a key priority for Lambeth not only in terms of delivering an efficient transport interchange but also in connecting public realm and retail areas that are severed by the location of 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.

6.6 Particular problem spaces that need to be addressed are:
- The main station approach in front of Victory Arch
- The IMAX roundabout and subway system
- Waterloo Road
- Mepham Street
- York Road – environment and crossings
- Routes from the west side of the station to Hungerford footbridge
- Links to Lower Marsh and the south of the station
- Routes under the station and viaducts, such as Westminster Bridge Road, Leake Street and new routes through the station.
B Pedestrian Flows

6.7 TfL’s Interchange Study (December 2010) provides information on existing and projected pedestrian flows in Waterloo. Interim results from the TFL Waterloo Legion Model Development Report in June 2009 predicted significant growth in pedestrian numbers – as show below in Table 6.1.

Table 6.1 – Total Peak Period Flows at Waterloo Station

<table>
<thead>
<tr>
<th>Scenario</th>
<th>AM (0700 – 1000)</th>
<th>PM (1600 – 1900)</th>
</tr>
</thead>
<tbody>
<tr>
<td>2006</td>
<td>59,936</td>
<td>65,083</td>
</tr>
<tr>
<td>2016</td>
<td>69,948</td>
<td>75,670</td>
</tr>
<tr>
<td>2026</td>
<td>73,372</td>
<td>80,085</td>
</tr>
<tr>
<td>2026 (with station redev)</td>
<td>75,104</td>
<td>83,308</td>
</tr>
</tbody>
</table>

6.8 There are several points around the station which are already congested for pedestrians as shown in Figure 6.2 below. Congestion will worsen as the capacity of the station is increased unless these streets are improved for pedestrians.

Figure 6.2 Pedestrian Congestion Points outside the Station

6.9 Chapter 5 of the Waterloo Area SPD sets out a public realm strategy for the whole of Waterloo, including a series of public realm projects. Key public realm objectives for the Council are:

a) To create a high quality environment which in turn will encourage further central London development in Waterloo.

b) To address any congestion points around the station and provide sufficient space for predicted increases in pedestrian flows.

c) 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.

d) 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.

e) To improve the frontage quality of the station and encourage active frontages.

Route Network

6.10 Figure 6.3 shows a key pedestrian network through Waterloo. Improvements to the station and redevelopment schemes should contribute to improving these key routes.

6.11 These routes need to be improved by giving more priority to pedestrians over traffic, providing better paving and street furniture and creating more active frontages. 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.

Public Realm Quality

6.12 Use of high quality materials is promoted where appropriate and in any case, use a consistent design approach. Streetscape improvements should be simple, uncluttered and allow full accessibility to the elderly, disabled persons and those with young children.

Street Furniture

6.13 Lambeth will promote quality, simplicity and the careful consideration of context in the provision of street furniture. Street clutter around the station should be reduced and barriers to pedestrian movement removed – particularly outside the Victory Arch which should be a high quality gateway. The use of bollards and signs should be minimised and, where possible, services could also be co-located.
Wayfinding and Information

6.14 It is confusing to find a way out of the station, and station improvements should identify simple, direct routes that connect with key destinations outside the station. Clear and attractive wayfinding information should be provided and this should normally continue the Legible London signposting.
Lighting and Public Art

6.15 Innovative lighting should be used to improve arches for the pedestrian experience, as has happened with other arches along the South Bank and ensure that routes are well-lit and safe. Public art can also be a good way to add to the attractiveness of spaces, particularly the tunnels and arches. When integrated successfully it can help to create dynamic and stimulating environments.

Landscaping and Open Space

6.16 There is unlikely to be scope for the creation of new open space on the station site itself, but redevelopment should maximise the use of green roofs and contributions to improving spaces around the station. Tree planting and landscaping around the station will be encouraged where appropriate.

Design Guidance

6.17 Proposals should also consider the following further guidance:

- English Heritage’s ‘Streets for All’ (2004)

D Key Components to improving Public Realm around the Station

6.18 A suggested programme of public realm improvements for Waterloo is set out in the Waterloo Project Bank (Appendix A of the Waterloo Area SPD). Schemes in the station area are shown in Map 6.4.

6.19 Station improvements which increase passenger capacity will make implementation of some of these public realm schemes essential in order to provide sufficient circulation space outside the station. At the same time, alterations to the station will bring opportunities to radically improve the pedestrian environment in Waterloo.

6.20 In order to deliver a successful interchange, Lambeth will require the following as part of the overall station improvement programme and development of adjacent sites:

a) Street level access to the station
b) Opening out the west side of the station
c) Better links from the station to the riverside
d) Better links through the station
e) A street level concourse
f) Waterloo Square  
g) Lower Marsh Regeneration Project  
h) Clear, direct and accessible routes for disabled people  
i) Improved wayfinding.

**Street level access to the station**

6.21 A key priority in improving pedestrian movement through Waterloo is to maximise pedestrian access to the station at street/ground level, and eventually bringing the main passenger concourse down to street level. Access should be created from all directions allowing for new links between the areas presently cut off from each other by the station and tracks, especially between Lower Marsh and the South Bank.

6.22 New entrances should be created at street level and open up direct street access to the Underground. New street entrances will help to disperse passengers through the station and reduce pedestrian congestion at the Victory Arch entrance.

6.23 Reuse of the WIT should enable provision of a new entrance on the western side of the station. 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.

6.24 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.

6.25 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, Lambeth will encourage service access and areas to be removed or replaced where opportunities arise to provide alternative access, removing conflict between pedestrians and delivery vehicles and promoting new and improved pedestrian and cycle routes. Use of shared space and shared surfaces should be promoted to create a more pedestrian friendly environment around the station.
Figure 6.4 Waterloo Public Realm Projects
Opening out the west side of the station

6.26 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.

6.27 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.

6.28 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.

6.29 Redevelopment of Elizabeth House will be vital in reconnecting this side of the station with the rest of the South Bank. Lambeth 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.

6.30 The section of Leake Street between WIT and York Road should be enhanced and promoted as a high quality pedestrian connection from the station to County Hall, St.Thomas’ Hospital and Westminster. Leake Street is likely to provide the service access to Elizabeth House and potentially WIT, and therefore, any proposals for servicing must minimise the potential for conflicts between delivery vehicles and pedestrians and cyclists.

Better links from the station to the riverside

6.31 York Road itself is currently an unpleasant environment for pedestrians and should be transformed into an attractive boulevard. Redevelopment proposals for Elizabeth House and the Shell Centre should include measures to upgrade this street into a high quality space. Improved pedestrian crossings should be provided on York Road as part of an overall strategy of providing street level routes and spreading the pedestrian movements around the station area, but TfL will need to be satisfied that bus and traffic flows are not unacceptably affected, particularly if the footbridge is to be removed.

6.32 Opening out the west side of the station will enable more convenient access from the station to the river generally, but the key link is a street level route from the west side of the station to Hungerford Bridge.
6.33 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.

6.34 Lambeth 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, Lambeth would also like to see the car park converted to open space as an extension to Jubilee Gardens.

6.35 Each component will be delivered separately through site specific schemes but Lambeth will require the landowners and developers to work together through a masterplan to create a coherent and high quality route.

**Better links through the station**

6.36 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. Redevelopment of the station will be an opportunity to reduce this divide by opening up new routes under the station.

6.37 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.

6.38 Leake Street is an existing route under the station that connects York Road with Lower Marsh. It was a taxi route from WIT and may need to accommodate service and taxi access again in the future, but at present it is solely used by pedestrians. Although it provides a direct link under the station, it is dark and can feel unsafe. There is however the potential for greater use of the arches to enliven this space and bring new activities to the area. 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.

6.39 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. Lambeth 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.
A street level concourse

6.40 Redevelopment of parts of the station for 12 car trains will create more radical opportunities to rebuild some of the station support structure so that the concourse can be brought down to street level. Having the main concourse at street level would help to link the station’s activities into the surrounding area and generally make the station easier to access.

6.41 More street level concourse activity could also be achieved gradually. Reuse of WIT below the platforms for retail use will create opportunities for arches in the older part of the station to be opened up for routes, facilities and commercial uses.

6.42 Lambeth will also encourage any street facing arches to be used for entrances or active frontage uses, for example, at Mepham Street.

Waterloo Square

6.43 The Waterloo Square project encompasses three key spaces which are vital to the successful operation of the station as an interchange. These are:
- Waterloo Place – the area outside the Victory Arch
- Waterloo Road – outside the Jubilee Line entrance
- The IMAX roundabout, subway network and Tenison Way bus station.

6.44 The project aims to:
- Provide a unified and quality public environment worthy of the area’s national and international significance.
- Enhance connections from the South Bank to the IMAX roundabout, Waterloo Road, the Riverside and Waterloo Station.
- Improve public safety and walking routes to the IMAX and Waterloo Road by delivering the potential for pedestrian movement at grade.
- Identify any opportunities for development of spaces including the undercrofts for commercial or cultural purposes.
- Improve and promote sustainability and energy efficiency
- Meet the highest standards of accessibility and inclusion for all people regardless of disability, age or gender.
- Complement the surrounding developments and their relationship to the public realm.

6.45 Lambeth is now working with local stakeholders to investigate further how the necessary improvements to this area can be delivered in a phased approach ensuring that all transport needs are met. A key priority will be to address the maze of underpasses around the IMAX and create a new public space outside the station.
6.46 Waterloo Place - the approach to Victory Arch - is confusing, congested and very unattractive. The space needs to be simplified and upgraded to provide a high quality entrance to the station and gateway to Waterloo. It should be a space where pedestrians have priority, enabling the safe dispersal of rail passengers and providing a place for people to meet and relax. The subway system unnecessarily passes under this space and should be shortened as a first phase in rationalising the overall space.

6.47 The project will include improvements to Waterloo Road to create a more pedestrian and cycle friendly environment and improved interchange between bus services and the station. The bus stops at Tenison Way and the bus stands on Mepham Street together form an integrated bus station of sorts, and improved passenger interchange and pedestrian movements will need to be provided as part of the Waterloo Square project.

6.48 Potential removal of the IMAX roundabout to create a new square between the cinema and the station requires further work to demonstrate that it is feasible to allocate road space in this way and retain the necessary bus station capacity, and ensure that traffic flow is not affected. There are shorter term measures that can be implemented to improve IMAX area such as shortening the subway to the station, introducing active frontage uses to some of the spaces under the bridges to enliven and overlook the routes, and further innovative public realm, art and lighting schemes.

6.49 The Waterloo Square scheme will be an essential part of providing for the extra number of passengers predicted and in providing efficient interchange with other modes. It is also intended to create a high quality foreground to the station and centrepiece to Waterloo.

**Lower Marsh Regeneration Project**

6.50 The Lower Marsh Regeneration Project aims to improve the public realm in Lower Marsh and the connecting streets, to provide market management and generally to create an attractive shopping street. With no through traffic, a sense of history and many independent shops, this could be a very pleasant and vibrant place.

6.51 The Project is funded through s.106 developer contributions. There will be consultation on a draft design in Spring 2011 and the Council intends to start works in 2011/12.

6.52 The project includes high quality improvements to adjoining streets, in order to draw more people from the station to use Lower Marsh. It will therefore link in with greater use and improvement of Leake Street.

6.53 The part of Leake Street between the station and Lower Marsh needs particular attention. Temporary uses, the taxi rank above and the old
taxi ramp below used for graffiti, all compromise this space. Lambeth will encourage improvements to create a safe, useable route and space and in the longer term seek the rebuilding of the taxi ramp to open out Leake Street at street level.

6.54 In the longer term, with redevelopment of the station, there may be opportunities to redevelop Spur Road and create new street level space and routes that connect with Lower Marsh. The Council will seek new direct routes to Lower Marsh from the station where opportunities arise as part of redevelopment proposals. The project will seek to improve pedestrian access to the station from Spur Road.

**Clear, direct routes for disabled people**

6.55 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.

6.56 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.

6.57 Lambeth will seek a separate access strategy from Network Rail and TfL for the Waterloo Interchange to guide the station improvement programme.
7 Physical Constraints

A Introduction

7.1 Network Rail has identified a number of physical constraints to potential development of the station and in particular any construction above it. These constraints largely relate to structures beneath the station and railway, namely underground tunnels and railway arches and extend to the station platform and track layout, and WIT.

B Underground Tunnels and Station Complexes

7.2 Tube line tunnels and shafts present a major obstacle to development. The underground tunnels of the Bakerloo, Northern, Jubilee and Waterloo and City Lines run under the site across the width of the station.

7.3 The underground station complex also contains a number of structures of particular sensitivity to movement, principally, escalators, travelators, lifts and old ventilation plant. These are primarily located below the car park and West Road between WIT and Elizabeth House with the Bakerloo and Northern Line station complex. The Jubilee Line station complex lies below the Mepham Street frontage.

7.4 The Waterloo Road frontage is unconstrained by underground structures and therefore presents no structural limitations in respect of height of development above the station.

7.5 Figure 7.1 shows parts of the station where piling is restricted by underground constraints. The network is particularly dense below Victory Arch, WIT and Elizabeth House. These locations represent a significant engineering challenge in terms of both cost and complexity.

7.6 In terms of engineering constraints, although there are no defined “Exclusion Zones” for activities in the ground in the vicinity of London Underground structures, there is guidance restricting the distance that piling should be from a structure and any such proposals would need to be agreed with TfL. In general, piles are not permitted within three metres horizontally and six metres above tube tunnels. The complex underground infrastructure that converges under the Station presents a major impediment to piling. In particular, the closely spaced tunnels of the Bakerloo and Northern Line station complexes means there is little opportunity for piling within those areas. However, the deeper running Jubilee Line tunnels would allow piling to a limited depth.
Figure 7.2 Underground Constraints (Source: Jacobs, 2009)
7.7 It is possible, in theory, to develop above areas constrained by underground structures, provided account is taken of London Underground restrictions. Generally, this means that pile foundations will need to be carefully located so as not to impinge on tunnels and shafts, and raft structures need to be used to span over sensitive areas where it is not possible or practical to drive or drill pile foundations. In practice, these restrictions will severely limit the amount of development that can be constructed at any given location, but would not prevent development from taking place.

7.8 The area around the Victory Arch entrance in particular is affected by the pedestrian travelator which connects the Jubilee Line with the other Underground services. The travelator is very sensitive to movement and could easily be disrupted by upward or downward earth movement. Demolition of buildings above could cause uplift if the site were to be left for a period of time, while construction of larger buildings would cause downward pressure. Development on this part of the station has therefore been ruled out as too complex and costly.

7.9 Bridging over one Underground line at a time, on the eastern side of the station is simpler and more affordable. The deeper running Jubilee Line allows a limited depth of piling for development above Mepham Street (Figure 7.2 (1)) from Victory Arch southwards. A new raft foundation could potentially accommodate 20 storeys above the existing station depending on detailed foundation design. However, there would be less capacity for any new raft foundation positioned above the travelators or above interchange tunnels. Development on this part of the station is achievable but still complex when the tube lines and building services are factored in.

7.10 Further south away from the Jubilee Line ticket hall, the part of the station on the corner of Waterloo Road and Station Approach Road (Figure 7.2 (2)) is unconstrained by underground structures and could support higher development subject to appropriate design to protect the setting of the listed Fire Station. A normal build grid for above station development could be achieved due to substantially existing piled foundations and could provide street entrances.

7.11 Development above the domestic station (Platforms 5 to 19) (Figure 7.2 (3)) where there are no underground lines is also possible. If the arches below the station are demolished, a new deck supported by columns through the station platforms could accommodate development of approximately 18 to 20 storeys. If the arches are retained, only six storeys can be accommodated above the station. Development over the central part of the main station would be complex in terms of impacts on rail services during construction, positioning support structure through platforms and providing good daylighting to the platforms.
7.12 Development above Platforms 1 to 4 (Figure 7.2 (4)) would be an easier option than development over the central part of the domestic station as arch demolition and site access can be more easily achieved. If the arches were retained, development could accommodate eight storeys. If the arches are demolished, a height of 20 storeys could be achieved.

7.13 Development alongside the station on Station Approach Road (Figure 7.2 (5)) fronting Lower Marsh would be easier to access and have fewer engineering constraints, but would be limited by the Northern Line tunnels and the line sidings of the Waterloo and City Line. This would create opportunities for pedestrian access through the station to connect with Lower Marsh.

**Figure 7.2 Potential Areas of Development**
C Arches

7.14 The arches which support the station, railway tracks and platforms add a further layer of complexity to development with some arches containing infrastructure operation critical services. The rhythm of the arches dictates building spans and their limited width and headroom restricts capacity for piling plant. Many of the arches are structurally interdependent with adjacent arches supporting each other.

7.15 Platforms 1 to 4 at the southern end of the station are closely spaced. Demolition of the arches below these tracks could be more easily achieved with site access from Station Approach Road. If the arches were retained, development comprising 8 storeys could be achieved. If the arches were demolished with remodelling of the station platforms, development of 20 storeys or more could be achieved.

7.16 Potential development above platforms 5 to 19 would be determined by the existing foundation capacity, platform spacing, the retention or demolition of arches, the strengths of the raft trusses and the need to allow daylight to reach the platforms. If the arches are retained, a height of approximately six stories could be accommodated. If the arches were demolished, 18 storeys could be achieved.

7.17 Development over the centre of the station above the train tracks would have severe implications for the transmission of natural light to the station.

D Platforms

7.18 The mainline platforms and tracks are also 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 ensure signal sightlines are not affected. Clearance requirements from the platform edge means that columns would not be permissible on narrow platforms and the track layout in the narrow station throat precludes the location of columns within it. This therefore constrains potential development above the central part of the station. Consideration must also be given to ensuring passenger movements are not unduly restricted by additional columns.

E Former Waterloo International Terminal

7.19 WIT was constructed using a shallow raft which sits over the Bakerloo Line tunnels. Although in engineering terms it would be possible to build on this raft and above WIT, it has limited capacity to support further loading. The raft and the tunnels place restrictions on the degree of development that can take place directly above the WIT structure although the southern part, adjacent to Westminster Bridge Road, is less constrained. Development of up to four storeys could be constructed above the existing raft.
7.20 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.

7.21 Given the existing, modern and substantial railway infrastructure at WIT, its reuse is preferred over its demolition. WIT has modern platforms and are more than long enough to accommodate Network Rail’s upgrade for 12 car trains. To rebuild these platforms would be an exorbitant and unnecessary cost. Although some works are necessary to bring the platforms back into use, they are otherwise built to modern standards. It would be more practical to utilise these platforms while works to extend the shorter platforms are being undertaken and bring WIT into re-use for commercial purposes.

F Summary

7.22 Having considered the substantial engineering constraints beneath the station, the most practical area for substantial above-station development is likely to be restricted to the Waterloo Road frontage and over the Station Approach Road.
8 Heritage Assets

A Introduction

8.1 Waterloo station and interchange sits in the middle of a number of conservation areas and listed buildings. Essentially, sensitivity and a high architectural quality of new development will be required to ensure the established character and appearance of Waterloo’s several conservation areas are preserved and enhanced, and that the settings of listed buildings are respected.

8.2 This chapter sets out the heritage considerations that development at the station will need to take into account and which should inform its height, scale, massing and form. London’s strategic views and the consequences for station development are set out in Chapter 9.

B Westminster World Heritage Site

Context

8.3 The Westminster World Heritage Site (WHS) is one of London’s most famous landmarks and located within close proximity to Waterloo, on the northern bank of the River Thames at the end of Westminster Bridge Road. The WHS affords views of Waterloo and the South Bank from Parliament Square.

Policy Guidance

8.4 There is national, regional and local policy and guidance aimed at the protection of the WHS. In summary, development should not adversely affect the setting of the WHS or significant views to it. Guidance includes, but is not limited to:
• PPS5 (Planning and the Historic Environment) highlights the central role of planning in conserving our heritage assets and utilising the historic environment in creating sustainable places.

• Circular 07/09 on the Protection of World Heritage Sites which requires a dynamic visual impact study.


• The London Plan (2008) and its draft replacement (2009) sets out policies for large scale developments, and the protection and enhancement of London’s historic environment. Policy 7.12 of the draft replacement includes a new townscape view (no. 26) from Parliament Square to the Palace of Westminster, however this view is not included in the latest version of the LVMF.

• The LVMF (2010) protects viewing corridors towards the WHS and its setting. As the revised draft was adopted prior to the draft replacement London Plan, it will need to be revised following the adoption of the draft replacement London Plan to include the new view from Parliament Square.

• Westminster City Council’s draft Metropolitan Views SPD (2007) seeks to protect the delicate outline of the Palace against the sky and in particular the roof of Westminster Hall. It defines an axial view of the clock tower from the north-west corner of Parliament Square, considered to be one of the iconic views of the WHS (View 37).

• Lambeth Core Strategy Policy S9 seeks to protect strategic views, including those that affect the outstanding universal value and setting of the Westminster World Heritage Site.

C Conservation Areas

8.5 Conservation areas are areas of heritage based protection designated by local authorities under Section 69 of the Planning (Listed Buildings and Conservation Areas) Act 1990. Section 72 of the Act (1990) places a statutory obligation on the Council to pay special attention to the desirability of preserving or enhancing the character or appearance of conservation areas. This includes exercising control over development proposals that are outside the conservation area but would affect its setting, or views into or out of the area. The Core Strategy seeks to safeguard and promote improvements to the Borough’s heritage assets.
8.6 Although there are many conservation areas in Waterloo, no part of the SPD area falls within any of these conservation areas.

8.7 There are six conservation areas in Waterloo: South Bank, Waterloo, Roupell Street, Mitre Road and Ufford Street, Lower Marsh and Lambeth Palace (Figure 8.1). With the exception of Lambeth Palace, each of these conservation areas is covered by a Conservation Area Statement which illustrates the unique qualities of the area. The
Statements set out how change can be managed in a positive manner and help inform decisions on planning applications. The Conservation Area Statements are available on the Council’s website.

8.8 This section also sets out local views for each of the conservation areas within Waterloo which are considered to play an important part in defining their appearance and characteristic. However, there are also local views from the residential hinterland beyond the conservation areas.

8.9 Views of Waterloo from Westminster City Council’s conservation areas may also be relevant.

**South Bank Conservation Area**

**Description**

8.10 A nationally and culturally important collection of significant 20th Century buildings front the South Bank and is an architectural showcase for the post-war period. The Queen’s Walk and other quality 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 towers. Tall buildings outside the Conservation Area are visible over a wide area and a number of buildings adjoining the Conservation Area contribute to its setting including Elizabeth House and Waterloo Station.

**Views**

8.11 Any station redevelopment would need to be sensitive to the character and appearance of the Conservation Area. The Conservation Area is a very important part of, and a positive contributor to, the character of the Thames. It is highly visible across the river from the north, in particular from Victoria Embankment, from the river itself, and from both the east and south. The riverside civic buildings present a strong horizontal massing in contrast with the Shell tower and the London Eye. New development appearing in these views should relate positively to the composition, be sensitively designed and not dominate these riverside buildings.

8.12 Aside from the views identified in the LVMF (2010), there are other attractive local views of landmarks from within the conservation area which add much to the interest of the area.
Waterloo Conservation Area

Description

8.13 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. The character context of the wider area is varied reflecting its evolution. 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 character and appearance of the Conservation Area is considered high. Cornwall Road provides a popular pedestrian route as an alternative to the busy Waterloo Road.

8.14 Building heights are of a relatively low scale with a range from 2-6 storeys. Tall buildings outside the Conservation Area but within close proximity include the London Eye and the towers of the Shell Centre, Kings Reach, the Union Jack Club and Elizabeth House, forming part of the wider Waterloo and London skyline, and therefore form part of the setting of the Conservation Area.

Views

8.15 The Royal Waterloo Hospital and the Church of St John’s and All Saints are focal points of local views. However, because of their relative position to the station and the context of their surroundings, their settings are unlikely to be harmed by above station development.

8.16 As streets in the Conservation Area are aligned towards the Victory Arch end of the station, potential development over WIT and at Elizabeth House will be important and may have impacts.

Roupell Street Conservation Area

Description

8.17 The character of the area stems from the symmetry of the two storey cottages as well as the very modest height, scale and bulk of the buildings. It comprises close-knit, formal residential 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 character and appearance of the Conservation Area. Most of the buildings therefore, are listed with their modest form and unified character contributing greatly to their special interest. The wider setting and context of the Conservation Area includes tall buildings (Shell Centre and Elizabeth House).
Views

8.18 Long views up and down Whittlesey, Roupell and Theed Streets are important as they include vistas of uninterrupted historic terraces which have uniformity and regularity. There is a contrast with the much larger and modern office buildings of Waterloo Road and the South Bank. Some views towards the west feature the spire of the Church of St. John’s and All Saints. Glimpsed views of the London Eye add interest.

8.19 Development over the main station is unlikely to interrupt views of the Church spire from within the Conservation Area oriented towards York Road, but development above Elizabeth House will need to take this into consideration. Over station development is likely to be visible from Windmill Walk where it meets Roupell Street and Theed Street.

Mitre Road and Ufford Street Conservation Area

Description

8.20 The Conservation Area is an important local example of the major change in estate planning theory and architectural trends in the early 1900s, with a move away from the more densely developed three storey terraces in Mitre Road, to the lower density garden suburb style cottages on Ufford Street. All the buildings share a well-defined street frontage with large open rear spaces provided to all residential buildings. The prevailing character is that of a quiet residential neighbourhood, markedly different from that of the immediate surrounding environment. Many of the buildings are considered to make a positive contribution.

Views

8.21 Local views are confined to the domestic scale with the main views of note being the terminating views at the end of streets. Despite the proximity of tall buildings and areas of intense development, the estate remains relatively enclosed and self-contained with only very limited views out. Views identified in the Conservation Area Statement would not be harmed by development at Waterloo Station.
Lower Marsh Conservation Area

Description

8.22 At the heart of the Conservation Area is one of the most historic routes within Lambeth. Today it is lined with mostly 19th Century commercial development and some re-fronted 18th Century buildings. The commercial character continues along part of Westminster Bridge Road. Lower Marsh is known for its historic street market. It has a pedestrian streetscape, characterised by small independent and specialist shops with residential uses above, providing a strong sense of enclosure. There are also offices and community facilities including a library and health centre. The majority of the buildings within the Conservation Area make a positive contribution to its character and appearance. Building heights are generally two to four storeys with larger and taller buildings (e.g., Union Jack Club) visible beyond the Conservation Area.

8.23 Development should not harm Lower Marsh or the setting of listed buildings (e.g., the former Fire Station on Waterloo Road) and should respect its character and appearance. Redevelopment of the station has the potential to be a great opportunity for Lower Marsh if the following can be addressed:

- Provision of legible and well integrated ground level pedestrian linkages which attract station users to Lower Marsh while respecting the special interest of the wider Conservation Area.
- Integrate and enhance the surviving historic streets on the station side of Lower Marsh into new routes.
- Improve the pedestrian experience by enhancements to (or re-routing of) the taxi access on Spur Road / Baylis Road.
- Improved provision for the storage of market stalls and associated equipment.

Views

8.24 The narrow, linear nature of Lower Marsh severely limits its views out and this enclosed character provides much of its intimate character. While there are no major landmarks within the Conservation Area, the views up the side streets from Lower Marsh are dramatically terminated by Waterloo station. Focal points are confined to the junctions at either end of Lower Marsh where pedestrian and vehicular activity is at its busiest.

8.25 In the context of development at Waterloo Station, the following views are considered relevant:
1. Views out of Lower Marsh along side streets towards the station, including Lancelot Street.
2. Views looking northwest from Millennium Green into the Conservation Area.
3. Views of the former Fire Station.
Lambeth Palace Conservation Area

Description

8.26 At its heart, is the exceptionally important Lambeth Palace, a complex of buildings originating in the medieval period. Adjacent to the Palace are the grade II Lambeth Palace Gardens, registered for their special historic interest.

Views

8.27 Views of potential development over the station from the Gardens are likely to be constrained by the main trees within the park. It is noted that views of the Shell Centre Tower are not obtainable from within the park.

Other Conservation Areas

8.28 There are a number of other conservation areas within the vicinity of Waterloo as shown in Figure 7.3 including Albert Embankment, Lambeth Walk and China Walk, and Walcot. However, due to distance from the station it is unlikely that station redevelopment will affect their setting.

Views outside Conservation Areas

8.29 There may be other views of local importance which are neither designated nor fall within a conservation area, but which the Council considers should be modelled and assessed for townscape impacts. The impact on these views will be dependent upon the bulk, scale and mass that the development may take. Local views can be determined for assessment during pre-application discussions.

D Listed Buildings

8.30 Listed buildings are those which are nationally protected under Section 69 of the Planning (Listed Buildings and Conservation Areas) Act 1990 for their special historical or architectural interest. The Council is required to take into account the desirability of new development making a positive contribution to the character and local distinctiveness of the historic environment where consideration of design should include scale, height, massing, alignment, materials and use. PPS5 states that substantial harm to or loss of designated heritage assets of the highest significance, including grade I and II* listed buildings and World Heritage Sites, should be wholly exceptional.
There may be other listed buildings which may require consideration depending on the form of development that comes forward, for example the view from the courtyard of Somerset House has been identified as sensitive to tall building development at Waterloo. Full descriptions of all Lambeth’s listed buildings can be found at: http://www.lambeth.gov.uk/Services/HousingPlanning/Planning/StatutoryListedBuildingsInLambeth.htm
County Hall

8.32 County Hall is located on the Riverside Walk north of Westminster Bridge Road and opposite the Westminster WHS. It is distinctive and a substantial example of Edwardian Baroque design. Constructed between 1911 and 1933, it is grade II* and was the first monumental building to be built on the South Bank. County Hall is a familiar landmark of national significance and has an extensive setting primarily connected with the river frontage and adjoining streets.

8.33 Setting issues:

- A strong horizontal feature silhouetted against a clear backdrop.
- Development appearing behind County Hall may be acceptable if sensitively designed.
- New tall buildings within the Waterloo Opportunity Area should contribute to the development of a legible cluster that respects the prominence of County Hall and does not diminish its role in establishing a horizontally oriented riverfront composition.
- New development should enhance the juxtaposition between the vertical elements around the Shell Centre and the London Eye with the horizontal emphasis of County Hall.

Royal Festival Hall

8.34 The Royal Festival Hall lies north of the Golden Jubilee Bridge and is one of England’s premier concert halls. It was built between 1949 and 1951 forming the centrepiece of the Festival of Britain site. It is grade I listed and is an outstanding example of post-war architecture.

8.35 The Hall has an extensive setting on the Thames frontage and in views from a number of vantage points along the Embankment and from Waterloo Bridge. It is a robust and substantial civil building in its own right as well as forming part of a collective river view setting. Accordingly, it has significant group value with other public buildings along the Thames and continues the strong horizontal theme set by County Hall.
8.36 Setting issues:

- The Shell tower is a constant feature in the background of the Hall providing a contrast with the low profile of the Hall and that of its riverside neighbours.
- There is consistency in materials (Portland Stone) that surround the Royal Festival Hall.
- The curved profile of the roof, double height windows and terracing stand out despite the cluster of low buildings in the background and the Shell tower.
- Development appearing behind the Royal Festival Hall may be acceptable if sensitively designed.
- Development appearing behind the Royal Festival Hall should not dominate the listed building nor diminish its relationship with the river.
- New development should not dominate the horizontal emphasis of the composition provided by these landmark riverside buildings.
- New tall buildings should be of the highest design quality and respect the historic environment.

Royal National Theatre

8.37 The Royal National Theatre lies east of Waterloo Bridge and west of the IBM building. It was constructed between 1969 and 1976, and is listed grade II*. The Theatre is one of the most important and best known post-war Modernist buildings in England.

8.38 The setting of the Theatre is extensive along the Thames frontage and in views from a number of vantage points along Victoria Embankment. It forms part of a group of post-war buildings known as the South Bank Centre and has a high group value with this riverside collection of civic buildings. The Theatre also has important group value with the IBM
building next door with which it shares scale and similar horizontal planes.

8.39 Setting Issues:

- The Royal National Theatre presents a strong horizontal form.
- The Theatre has high group value with the South Bank Centre and IBM building.
- Its setting includes tall buildings in the background including Shell Tower, the Union Jack Club and the London Studios Tower. Once constructed, the approved Doon Street tower will also form part of its setting.
- New visible development within the Waterloo Opportunity Area should be sensitively designed and respect the historic environment.
- New development should not dominate the riverside buildings nor diminish their relationship with the river.
- New development should not dominate the horizontal emphasis of the composition provided by these landmark riverside buildings.

Victory Arch

8.40 Victory Arch is listed grade II and forms the main foot entrance to Waterloo Station. It was built in 1919 - 1922 as a war memorial and designed in the form of a triumphal arch. Like many of the buildings on the South Bank, it is constructed of Portland stone.

8.41 The setting of the Arch is primarily contained in the space to the south of the station, but there are long views outwards to the north, north-west and north-east. Views outwards from the steps of the Arch take in a variety of buildings and structures associated with a changing and developing city, however, it is best appreciated when walking towards it and into the station.
8.42 Setting Issues:

- The Arch is an iconic centrepiece of the station and therefore should be treated with appropriate importance and prominently feature as part of the setting of Waterloo Square and gateway to the station.
- Development should carefully integrate the Arch into the redevelopment of the station and take the opportunity to enhance the setting of the Arch through a series of public realm improvements to the area and in particular on Mepham Street, Cab Road, Waterloo City Square and West Road.
- Development should incorporate proposals for improvements to the existing blank façade on the west side of the Arch or be integrated into a new scheme.
- The Arch forms an integral part of the station frontage. The frontage therefore, forms part of the Arch’s setting. The unlisted station frontage has a long 260m curved frontage building, clad in Portland stone and red brick.

**General Lying-In Hospital**

8.43 The General Lying-In Hospital sits on the corner of York Road and Addington Street. It is listed grade II, following a Classical design from the early-mid 19th Century. The Hospital is set within a location associated with a changing and developing city. Its setting extends to York Road and Addington Street and adjacent to modern, tall buildings including the Park Plaza hotels on Addington Street and on the Westminster Bridge island site.
8.44 Setting Issues:

- The setting of the Hospital has already been affected by taller new buildings on adjacent sites.
- Development on the station is unlikely to be visible behind the Hospital and therefore unlikely to significantly change the setting given recent adjacent development.

**Church of St John and All Saints**

8.45 The Church of St John the Evangelist on Waterloo Road opposite the station, is grade II* listed. Constructed in 1823 - 1824, it is one of four churches in Lambeth built in the Greek revival style. Like many of the buildings on the South Bank, the Church is built of Portland Stone. The setting of the Church is primarily experienced in the immediate spaces and street frontages. Green spaces beside the Church provide an open feeling and allow the Church and its surroundings to be appreciated.
8.46 Setting Issues:

- Views from the Church or its gardens will take in all of the front façade of the station set behind the overland viaduct.
- The Church is set within a busy urban context with the overland viaduct, Imax roundabout and substantial office buildings (Elizabeth House and Shell towers) forming part of its surroundings.
- Views of the Church and its gardens are unlikely to be substantially impacted upon by development at the station which would be set behind Waterloo Road and the rail viaduct.
- The ability to appreciate the Church and its setting is unlikely to be diminished by development above the main station for the same reasons.

5 Whichcote Street

8.47 The building at 5 Whichcote Street is an early 19th Century, two storey cottage and is grade II listed. The setting of the cottage has been compromised by the adjacent overland rail viaduct, a bus stop on its doorstep, the busy Waterloo Road, the Imax roundabout, and other structures and facilities associated with transport infrastructure. It sits in the middle of a bustling urban environment which includes large modern buildings within close proximity.

8.48 Setting Issues:

- The historic setting of the cottage (as part of residential terraces) has been lost and severely comprised by the transport infrastructure which surrounds it.
- Redevelopment of the station will be visible in the backdrop of the cottage. However, its setting is not within a pristine environment and the building is almost lost amongst existing major development and busy essential transport systems.
Royal Waterloo Hospital

8.49 The Hospital is on the corner of Stamford Street and Waterloo Road, opposite the Imax Cinema and is listed grade II. It is a strong and visually recognisable corner building rebuilt in Renaissance style between 1903 and 1905. The building is now the Schiller Campus for London City College and is a well known local landmark. Its prominent location plays an important part of the Waterloo Road streetscape.

8.50 Setting Issues:

- The setting of the listed building includes tall and large modern buildings within close proximity.
- Impacts arising from development at the station are unlikely to be significant due to distance and the immediate presence of the Imax Cinema.

Former Fire Station

8.51 The former fire station at 150 Waterloo Road sits between Lower Marsh and the station, and operates today as a restaurant and bar on the ground floor with offices on the upper levels. Built in 1910, it is grade II listed and has special architectural interest as one of a remarkable series of fire stations widely admired as being among the most accomplished achievements of civic architecture at this time. It is a four storey red-brick building with a granite base and glazed brick to the ground floor with Portland stone dressings. It has tall brick stacks and a slated mansard roof. The style is a free version of the Edwardian Baroque.
8.52 Setting Issues:

- The fire station will be sensitive to major redevelopment of the main station due to its proximity.
- There are three tall buildings on the east side of Waterloo Road forming the Union Jack buildings.
- Development should avoid being overbearing, dominant and creating enclosure of the setting of the fire station by setting back development from ground level elevations.
- A setting for the fire station could still be maintained by a low scale building to the immediate south on Waterloo Road which would still allow appreciation of the listed building against a tall building. Development could then step up in height away from the fire station.
- New development particularly on the Waterloo Road frontage will require an elegant design and careful use of materials to mitigate impacts on the setting of the fire station. Full integration at street level will be important to marry with the ground floor active uses of the fire station.

**Old Vic Theatre**

8.53 The Old Vic is a three storey theatre located on the corner of a busy intersection at Waterloo Road and The Cut and is one of the oldest to survive in England. In recognition of its architectural quality and rarity, it is listed grade II*. The Old Vic sits within a context of buildings of similar scale and its setting extends for some way in all directions along the crossroads.
8.54 Setting Issues:

- Potential development over the station is unlikely to diminish the theatre’s setting predominantly due to distance.
- Development above the station as viewed from the Old Vic would add to an emerging cluster of tall buildings, adding to those already present near the station and in particular the Union Jack Club.

E Local List

8.55 There are a number of buildings and structures which are not statutorily listed but which the Council has noted for their local architectural or historic interest. Those within the vicinity of the station are listed here.

Table 8.3 Local List of Buildings and Structures

<table>
<thead>
<tr>
<th>Building</th>
<th>Street</th>
<th>Postcode</th>
<th>Conservation Area</th>
</tr>
</thead>
<tbody>
<tr>
<td>14</td>
<td>Bayliss Road</td>
<td>SE1 7AA</td>
<td>Lower Marsh</td>
</tr>
<tr>
<td>N &amp; E Block, County Hall</td>
<td>Belvedere Road</td>
<td>SE1 7GF</td>
<td>South Bank</td>
</tr>
<tr>
<td>S &amp; W Block, County Hall</td>
<td>Belvedere Road</td>
<td>SE1 7GF</td>
<td>South Bank</td>
</tr>
<tr>
<td>24</td>
<td>Cornwall Road</td>
<td>SE1 8TW</td>
<td>Waterloo</td>
</tr>
<tr>
<td>The Old School</td>
<td>Exton Street</td>
<td>SE1 8UE</td>
<td>Waterloo</td>
</tr>
<tr>
<td>7</td>
<td>Exton Street</td>
<td>SE1 8UE</td>
<td>Waterloo</td>
</tr>
<tr>
<td>28 and 34</td>
<td>Lower Marsh</td>
<td>SE1 7RG</td>
<td>Lower Marsh</td>
</tr>
<tr>
<td>121</td>
<td>Lower Marsh</td>
<td>SE1 7AE</td>
<td>Lower Marsh</td>
</tr>
<tr>
<td>Christian Alliance Centre</td>
<td>Secker Street</td>
<td>SE1 8UF</td>
<td>Waterloo</td>
</tr>
<tr>
<td>Queen Elizabeth Hall / Purcell Rooms / Haywood Gallery Complex</td>
<td>South Bank</td>
<td>SE1 9PX</td>
<td>South Bank</td>
</tr>
<tr>
<td>IBM Building</td>
<td>Upper Ground</td>
<td>SE1 9PP</td>
<td>South Bank</td>
</tr>
<tr>
<td>89-95 and 170</td>
<td>Westminster Bridge Road</td>
<td>SE1 7HR</td>
<td>Lower Marsh</td>
</tr>
<tr>
<td>Shell Centre</td>
<td>York Road</td>
<td>SE1</td>
<td>South Bank</td>
</tr>
</tbody>
</table>

F Historical Interest of Waterloo Station

8.56 Waterloo Station is not within a conservation area and an application by English Heritage to list Waterloo Station and WIT was refused in 2010. The Victory Arch entrance is the only listed part of the station.
and therefore, should remain a strong feature of future redevelopment and the approach to the station. Although the station is not listed, there are a number of internal features of interest, some of which should be retained on the site, and where appropriate, enhanced. These features are considered undesignated heritage assets. However, none of the late 20th Century and early 21st Century operational or commercial fixtures, fittings or structures to the frontage, concourse or platforms, are of special interest.

8.57 The station has historical interest as the terminus and headquarters of the London and South Western Railway, one of the great Victorian / Edwardian railway companies and then of the Southern Railway which pioneered the electrification of British railways. Victory Arch is a reminder that Waterloo was a principal station for martial departure during the Great War.

8.58 The station was the last of London’s railway termini to be built. It is the largest and considered the finest British railway terminus of the early Twentieth Century. The station is an early example internationally and the only British example of a shift in modernised station design modelled on American railway stations. The focus of the station is on a spacious and elaborate concourse designed for passenger comfort, rather than on the traditional focus of the trainshed. With its absence of columns, the broad, elegant and sweeping concourse is a defining feature and was considered the station’s showpiece. The booking hall, restaurants and station offices were provided for in a single large frontage building on the concourse’s outer flank.
The frontage and concourse elevations are noted for their high quality materials and crisp detailing. The frontage's concave inner elevation is faced in red brick with stone dressings, punctuated by a series of four ashlar-faced architectural eyecatchers which are the facades of the former booking hall, the central carriage arch, the former refreshment buffet and Victory Arch. The interiors of many of the former public rooms have been extensively altered, but survivals include:

- the former tea rooms / Windsor Bar with an ornate Louis Quinze style interior and original payment kiosks - the Windsor Bar is a rare survival at a railway station;
- part of the former columned and barrel-vaulted booking hall (now a bar); and
- a fine columned stair hall to the general offices above the Victory Arch.

These Edwardian architectural features should be retained.
9 Urban Design

A Introduction

9.1 The station upgrade brings opportunities to create a high quality interchange. The station’s piecemeal development has resulted in disjointed arrangements and dislocation from the local community. Development of the station should bring high quality architecture, open out the station frontages and create an attractive, seamless interchange.

9.2 The regeneration of the South Bank in recent years and significant improvements to the public realm along the Riverside Walk and The Cut, have helped to shift people’s perceptions of central London to include Waterloo. However, the immediate environs of the station are still not good enough. Office blocks on York Road are of poor quality and out of date and the public realm in front of Victory Arch as the main entrance to the station is cluttered and lacks connectivity. As the main pedestrian route from the station to the South Bank, the Mepham Street area is a very unpleasant environment and the station itself presents a block to permeable access between Lower Marsh and the South Bank.

9.3 The station upgrade works and development of the adjacent Elizabeth House must address these issues and establish Waterloo as a high quality central London location. This section sets out urban design advice for the station based on existing legislative framework.

B Policy Guidance

London Plan (2008)

9.4 Policy 4B.1 sets out design principles for developments. Large scale buildings should be of the highest quality design and be suited to their immediate surroundings and their wider context in terms of proportion and composition and in terms of their relationship to other buildings, streets, public and private opens spaces, and other townscape elements. Such buildings should be attractive city elements as viewed from all angles and where appropriate contribute to an interesting skyline, providing key points within views and be sensitive to their impact on micro-climates in terms of wind, sun, reflection and overshadowing.

9.5 Development involving or in close proximity to residential development should consider privacy, amenity and overshadowing. Developments should ensure attractive, inclusive and safe pedestrian and public transport access. Developments should provide high quality spaces,
capitalise on opportunities to integrate green spaces and planting, support vibrant communities both around and within the building where appropriate, and contain a mix of uses with public access, such as ground floor retail or cafes.


9.6 Waterloo station and WIT is envisaged as the new centre for the area and redevelopment should deliver a number of design objectives:

- A world class integrated transport gateway to London with seamless interchange between public transport modes.
- A fully accessible environment with surface level access.
- A pedestrian route between York Road and Lower Marsh.
- Active street frontages with new frontage between the south-eastern face of the station and Lower Marsh through removal of the service road and Spur Road.
- Convenient and secure cycle access and parking facilities.
- Parking and storage for market traders in Lower Marsh.

**Lambeth Core Strategy (2011)**

9.7 The Core Strategy seeks the highest quality of design in buildings and the public realm. The quality of the built environment will be maintained by protecting strategic views (Policy S9).

9.8 Improvements in the transport capacity and interchange quality of Waterloo station are supported, including proposals to increase permeability by providing better linkages to Lower Marsh and other parts of Waterloo, including through development at the station for central London uses, while respecting the heritage context of the station and adjoining areas (Policy PN1).

**Waterloo Area Supplementary Planning Document (2009)**

9.9 The SPD promotes excellent design quality, primarily aimed at creating a place of world class recognition and identifies the following urban design principles for the station redevelopment:

- Tall buildings will be encouraged away from main frontages to reduce impacts at street level for pedestrians and adjacent occupiers.
- Utilisation of railway arches below platforms for concourse, circulation space and pedestrian through routes.
- Progressively deliver new street level concourse and pedestrian route between York Road and Lower Marsh.
- Open out frontages of station at street level with new entrances and active frontage uses.
- Enliven railway arches.
• Tall buildings should be designed and located to minimise impacts of overshadowing and on views and heritage assets.
• Sympathetic retention of the listed Victory Arch and careful integration into new scheme.
• Set back and step back development from Lower Marsh to address the setting of the conservation area and the listed Fire Station.

9.10 These principles are explored in more detail in the sections below.

C Tall Building Cluster

9.11 The station and the immediately adjoining area is identified in the London Plan and Waterloo Area SPD as providing appropriate potential for a loose cluster of tall buildings. This would provide a focal point on the skyline in line with Waterloo’s wider strategic London-wide role and consistent with the London Plan policy of maximising jobs and homes within Opportunity Areas.

9.12 The Waterloo OAPF takes forward the London Plan policies and CABE/English Heritage Guidance on Tall Buildings (2007). It identifies the station as the focus of a highly visible cluster of tall buildings where they can assist with orientation, visibility and place-making, supporting the strategy of creating the highest levels of activity at locations with the greatest transport capacity.

9.13 Lambeth supports higher density development on and around the station as an opportunity to mark the importance of the station as a transport gateway, to radically improve the quality of the interchange and to better integrate the station with the surrounding neighbourhood.

9.14 Any proposals for higher density development on the site in the form of tall buildings will need to address the complex network of protected views in central London. The next section sets out how protected views affect the station site.

9.15 It is vital that any development on or adjacent to the station, particularly tall building proposals, properly address the relationship with the street. New buildings should not be overbearing and should create an attractive street environment. Proposals should fully consider microclimatic conditions. Full policy guidance on tall buildings is set out in Policies S9 and PN1 of the Core Strategy.
D Strategic Views

9.16 Due to a lack of undeveloped land around the station, enabling development above the station may be required. Regional and local policies support tall buildings on and around the station provided the quality of the built environment is maintained.

9.17 Development should be designed with consideration of the impact on London’s strategically important views, river views of the South Bank from the River Thames and the North Embankment, local views and the impact on the setting of conservation areas and listed buildings, including the outstanding universal value and setting of the Westminster WHS.


9.18 The LVMF sets out the views that must be taken into account when evaluating the effect of development proposals on designated views to ensure the qualities of these landmarks are preserved or enhanced as London continues to develop as a world city. The views are classified in four ways. Each view has specific characteristics that contribute to an appreciation of London at the strategic level. The LVMF also includes Protected Vistas of defined corridors between viewing points and key landmarks in these views. Protected vistas which cross Waterloo are shown in Figure 9.1.

9.19 London Panoramas provide views from within important public open spaces. Those relevant to Waterloo are:

- 2A.2: Parliament Hill to the Palace of Westminster
- 2B: Parliament Hill to the Palace of Westminster
- 4A.2: Primrose Hill to the Palace of Westminster.

9.20 Linear Views protect the visibility of specific landmark buildings. The following affect Waterloo:

- Designated View 8A: Westminster Pier to St Paul’s Cathedral
- Designated View 9A: King Henry VIII’s Mound, Richmond to St Paul’s Cathedral.

9.21 River Prospects represent optimal viewing points from which the River Thames, the London skyline and some of its iconic buildings can be appreciated. The following prospects are relevant to Waterloo station:

- 12A: Southwark Bridge: upstream
- 14A.1: Blackfriars Bridge
- 15A.1: Waterloo Bridge
- 15A.2: Waterloo Bridge
9.22 Townscape Views represent views of an architectural composition of historical significance. Landmark viewing corridors manage development within the foreground, middle ground and background of these views. Development in parts of Waterloo could potentially fall into the background of the following Townscape Views and therefore should be taken into account:

- 23A.1: Serpentine Bridge to Westminster
- 26A.1: St James’s Park to Horse Guards Road

9.23 The views that cross Waterloo are also considered important local views for the South Bank as they reflect its riverside location and concentration of culturally and administratively important buildings. Some of the river prospects relevant to development at Waterloo are shown in Figure 9.2.

9.24 It is worth noting that the draft replacement London Plan (2009) proposes a new townscape view from Parliament Square looking towards the Palace of Westminster. However, the viewing point has yet to be defined.
Although not a Protected Vista, the view from St James’s Park to Horse Guards Road is a Townscape View and should be considered as part of any planning application.
Figure 9.2  River Prospects
View from the Palace of Westminster World Heritage Site (WHS)

9.25 A significant constraint on the height of development at Waterloo station will be the effect on the universal outstanding value of Westminster WHS. The effect should be assessed not only in terms of whether new development appears in any views from the WHS, but also how new development appears in the views and the need to carefully balance this against the need to preserve the iconic value of the site. In this respect, the design of proposed buildings appearing in views from the WHS will be a significant factor.

9.26 Any scheme which appears above the ridge line of Westminster Hall will not be acceptable. Given the Secretary of State decision on development at the Elizabeth House site on York Road and Westminster City Council’s identification of the delicate outline of the Palace including the ridge line of Westminster Hall as being important features of the view of the WHS from Parliament Square in their draft Metropolitan Views SPD, it can be concluded that it would certainly be contentious to propose a scheme that would be visible above the ridge line of the Houses of Parliament and such a scheme would be strongly resisted by the Council.

9.27 Buildings that appear in the gap between St Stephen’s Tower and Portcullis House have the potential to diminish the significance of St Stephens Tower, calling for elegance of design and careful placement. 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 St Stephen’s Tower and does not draw the eye away from it.

9.28 Quality of building design, the use of materials and how proposed buildings are viewed together will be factors in ensuring development above the station does not overwhelm nor devalue the universal outstanding value of WHS when viewed from Parliament Square, thereby necessitating a scheme of world class quality.

9.29 The views outlined above, will need to be appropriately modelled and assessed to determine whether the proposal on its own or in combination with approved schemes and existing buildings present in the view, will impact on the setting of the universal outstanding value of WHS and therefore whether the proposed scheme will preserve the outstanding significance and appreciation of the universally valued buildings within it.

View from Victoria Embankment, Waterloo Bridge and the River Thames

9.30 Existing policy set out in the Waterloo OAPF (2007), the Waterloo Area SPD (2009) and the LVMF (2010) has established a principle of development being visible above the existing skyline created by County Hall and other civic buildings that line the riverside including, the Royal
Festival Hall and Royal National Theatre. However, building designs should address the setting of heritage assets and areas identified as sensitive to the development of tall buildings as set out in the Waterloo Area SPD. Development should be of contextual height to relate to those established by tall buildings in the immediate vicinity and which form part of the setting and character of Waterloo. In assessing development proposals and appropriate height, the Council will consider the specific merits and impacts of each scheme.

9.31 Given the strong horizontal emphasis of the collective riverside buildings, development appearing behind these listed buildings should avoid dominating their setting, be sympathetically designed and contribute positively to their composition as a whole. New development should avoid diminishing the riverside prominence of these civic buildings and their relationship to the River Thames.

9.32 Where development appears behind the South Bank riverside buildings and creates a new skyline, consideration will need to be given to the degree to which the development blocks the clear sky against which landmark structures are viewed and whether the proposal adds or detracts from the quality of the backdrop of the object of the view.

E High Quality Design

9.33 Redevelopment should provide a landmark building of exemplary architecture so that the station can be easily identified with consideration given as to how proposed buildings within a scheme relate to each other as well as to their surroundings. The aim should be to deliver a world class scheme.

9.34 Development should respond to and enhance the architectural character or the area. Having due regard to strategic views, the tallest buildings in Waterloo should be focussed on the station itself, scaling down in height towards the River Thames and other parts of Waterloo.

9.35 Design should pay particular focus to the skyline and aim to enhance the skyline through profile and use of materials while respecting Waterloo’s historic character. Consideration of the primary materials in Waterloo and in particular, those of the South Bank should be explored but should not prevent the use of interesting materials to ultimately deliver a recognisable scheme.

9.36 Redevelopment of the station should make clear the location of entrances to the station and create a sense of place. Redevelopment should aim to integrate the station into its surroundings, building on the positive aspects of the local area and improving its visibility and accessibility.
9.37 New buildings should contribute positively to the streetscape and tall building proposals in particular need to consider how the building meets the street and creates an attractive environment for pedestrians. Design proposals should also consider impact on microclimate and in particular windy conditions that can be generated by tall buildings. The public realm should be comfortable for the purpose for which it is designed, whether that is walking or sitting and relaxing.

F  Street Frontages and Railway Arches

9.38 The station’s construction above street level on a series of arches causes a major barrier and divides the area. This needs to be turned into an advantage, having trains above and space to circulate beneath. This requires the opening out of the arches for routes and other uses.

9.39 A priority is to improve permeability through the station. Redevelopment should exploit the arches below the platforms and utilise these for concourse, circulation space and pedestrian through routes.

9.40 Arches around the station should provide active frontages to activate and connect the spaces between the station and the surrounding area. Dynamic ground level uses are encouraged as these can help to spread the benefits of active frontages and where pedestrian activity might be encouraged, for example, Lower Marsh. Areas that would benefit from active frontages or the opening of arches include:

- The façade of WIT facing Elizabeth House. This side of the station has the potential for a new attractive entrance and outdoor space with new shops and restaurants.
- The Leake Street Tunnel lacks surveillance and is poorly lit. Although a Banksy exhibition and graffiti attracted people to the area, there are still opportunities for improvement and the tunnel would benefit from further activity.
- The Mepham Street frontage could help provide a setting and a sense of place for the Victory Arch and Waterloo Square.
- The station elevation along Station Approach Road which is unattractive and suffers from a lack of active frontages due to the rear of buildings facing the street on both sides.

9.41 At the very least and in the short term, the arches around the station should be improved as a priority for safety reasons using creative illumination and public art to enhance the pedestrian experience and provide viable, attractive and safe routes. Making the railway arches more welcoming and permeable will help to reconnect the area and create a more pedestrian friendly environment. Over time these arches should provide active frontages.
9.42 Redevelopment should ensure:

- Fronts of buildings and main entrances are oriented towards the street to contribute to a lively, safe and attractive street scene.
- Frequent doors and windows to assist overlooking and passive supervision of the street.
- Active ground floor uses, particularly where they benefit from footfall in the area.
- Blank facades should be avoided.

G Security

9.43 All new development is required to create safe and secure environments that reduce the scope for crime, fear of crime, anti-social behaviour and fire. Proposed development should have regard to Secured by Design standards and the CLG publication, Safer Places: The Planning System and Crime Prevention (2004).

9.44 Waterloo is part of the central Government Security Zone for security and public safety reasons and as such has special emphasis placed on crowded places and critical infrastructure. Major development proposals, particularly those with potential to create crowded places, should therefore have regard to the CLG/National Counter Terrorism Security Office consultation document Safer Places: A Counter Terrorism Supplement (2009). The document sets out guidance on resilience to terrorism and the design considerations that should be taken into account.

9.45 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 all proposals affecting the station and adjacent schemes.
10 Sustainable Design and Construction

A Introduction

10.1 Lambeth will encourage development that is sustainable in terms of waste, water, energy, transport and form of construction, to meet the needs of the current and future commercial and residential populations.

B Policy Guidance

Planning Policy Statement: Planning and Climate Change, supplement to PPS1

10.2 New developments should:

- Take account of landform, layout, building orientation, massing and landscaping to minimise energy consumption, and minimise carbon dioxide emissions;
- Deliver a high quality local environment;
- Provide public and private open space as appropriate;
- Give priority to the use of sustainable drainage systems;
- Provide for sustainable waste management; and
- Create and secure opportunities for sustainable transport.

London Plan (2008)

10.3 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 1990. As part of this strategy, Policy 4A.4 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 C02 emissions.

10.4 The sustainability policies have been carried through to the draft London Plan (October 2009) which requires the highest standards of sustainable design and construction. A 60% reduction of carbon dioxide emissions will need to be achieved by 2025 with the aim of achieving zero carbon by 2031. Applications should include a statement on the potential implications of the development on sustainable design and construction principles, including demolition, construction and long-term management.
Lambeth Core Strategy (2011)

10.5 The Core Strategy promotes zero carbon and low carbon development, and requires all major development to achieve a reduction in carbon dioxide emissions in line with London Plan targets. Where the required reduction from onsite renewable energy is not feasible, a financial contribution will be sought to an agreed borough wide programme for carbon dioxide emissions reduction.

10.6 Further guidance is set out in Lambeth’s SPD on Sustainable Design and Construction (2008). The SPD identifies BREEAM ‘Very Good’ for non-residential developments and Code for Sustainable Homes Level 3 for residential developments as the levels Lambeth wishes to achieve as a minimum and to aspire to higher levels.

C Development Guidance and Requirements

10.7 The scope for high density development in a concentrated area creates particular opportunities to incorporate the principles of sustainability into new development in Waterloo. When considering energy efficient technologies, development at the station should be considered holistically otherwise the value of future over station development may be compromised as energy standards increase. Consideration should be given to creating an energy link between the station itself and above station development.

Principle 1: Minimise Energy Consumption

10.8 Buildings should be designed to minimise energy consumption by maximising passive heating and cooling. The need for active cooling systems should be reduced as far as possible through passive design 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, insulation, orientation and layout (passive solar gain).

10.9 Passive control for heating and cooling of stations should be taken into consideration in station design. For station concourse areas, it may be appropriate to aim for a set temperature difference between the inside and outside temperature, for example, either above or below the peak external temperature. Consideration should be given to sourcing and utilising second hand heat from retail units, the Underground network and transformers.

10.10 Lighting of stations and the need to remove the heat it produces is also a big issue for rail stations. Artificial lighting should be reduced and station layout design should exploit the receiving of natural daylight and sunlight.
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 to reduce waste and the use of sustainable materials including those with lower embodied energy and a high recycled content.

**Principle 2: On-Site Renewable Energy**

10.12 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 (London Plan Policy 4A.7).

10.13 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. The London Renewables’ energy toolkit (2004) provides useful guidance. Section 106 agreements will be used to ensure compliance with the policy for the lifetime of the building.

10.14 Individual energy technologies such as solar heating, PV cells, and ground source heating are expected to be developed as part of each site’s design response to energy and sustainability needs. Railway stations are one of the few building types that offer scope for large scale integration of renewable technologies and in particular, the incorporation of photovoltaics. However, shading from over station development or development on adjacent sites may reduce the area available.

10.15 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.

**Principle 3: Combined Cooling, Heat and Power and Community Heating**

10.16 Major development, where feasible, should incorporate combined heat, cooling and power and community heating.

10.17 Policy 4A.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.

10.18 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.

10.19 The draft replacement London Plan (Policy 5.2) sets targets for the reduction in carbon dioxide emissions with the aim that residential buildings will be zero carbon from 2016 and non-domestic buildings will be zero carbon from 2019.

10.20 A strategic feasibility study of energy supply and CCHP options for the South Bank was completed in February 2009. The study was commissioned by the South Bank Employers Group. It 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. 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 is already installing a CHP system at St. Thomas’ Hospital for the complex of buildings there.

10.21 Where there are a few large development sites close together, the separate planning applications should consider using a centralised system for all the 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.

**Principle 4: Connecting to District Energy Networks**

10.22 Where a development comes forward before a district energy scheme is available, building designs must be configured to allow, where possible, for potential connection to district supply networks to receive power, heating and cooling. New development should also be equipped with adequate fixtures or design to allow for future expansion of renewable technologies and integrated networks of waste and energy management.

10.23 Lambeth will encourage developers to facilitate and connect to an energy network and to work with the LDA to incorporate connection into their designs at the earliest stage. Where a local district heating network incorporates heat derived from renewables, this would offset the requirement for on-site renewables.

**Principle 5: Green Roofs**

10.24 Green roofs and or walls should be incorporated within new buildings where appropriate. Green roofs can improve the local microclimate, absorb noise and create space for amenity or biodiversity. The use of such spaces can also be extended to allow for food growing.
10.25 Native plants and species should be used where possible as they generally have lower maintenance needs and can enhance the local biodiversity. Green roofs can help with cooling in summer and energy efficiency in winter and are an important feature in sustainable urban drainage by absorbing storm water and releasing it slowly.

10.26 Living roof spaces are encouraged as additional outdoor space for residential accommodation.

**Principle 6: Sustainable Water Management**

10.27 London Plan Policy 4A.14 promotes sustainable drainage and policy 4A.16 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.

**Principle 7: Flood Risk Management**

10.28 The station and interchange 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.

10.29 The Council will work in partnership with the Environment Agency to manage and mitigate flood risk. Development proposals 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 PPS25 (Development and Flood Risk) and with London Plan policy.

10.30 Risk of flooding from rising groundwater levels, road drains and sewer overflows and surface water flooding from prolonged rainfall is possible and mitigation should be included in development proposals for which this is a risk.
11 Implementation

A Permitted Development

11.1 Some internal works to the station may be undertaken as Permitted Development (PD), not requiring Planning Permission under the Town & Country Planning (General Permitted Development) Order 1995 (GPDO). When works are PD, there is no breach of planning control and the Local Planning Authority cannot intervene. Network Rail is a Statutory Undertaker under the Town and Country Planning Act 1990 and therefore can benefit from PD rights under Part 17 (Class A) and Part 11 of the GPDO.

11.2 If development is wholly within the station, works such as upgraded servicing facilities, internal refurbishment, lighting and CCTV cameras may benefit from PD. However, to ensure planning permission is not required, the Council invites the landowner to advise the Council in writing of the proposed works so that a proper assessment can be made to ascertain and confirm whether the works constitute PD.

B Planning Application

Pre-Application Advice

11.3 Applicants are encouraged to seek pre-application advice from the Council prior to submitting a major application to ascertain whether the development is likely to be acceptable and in accordance with the Council’s planning policies. Details of the procedure for seeking pre-application advice can be found on the Lambeth Planning website. Applicants are advised to discuss validation requirements as part of the pre-application process.

Consultation

11.4 The Council has a statutory duty to consult on planning applications. Due to the likely scale of development the Council will endeavour to involve the local community in discussions where appropriate and keep everyone informed about the progress of development proposals. The applicant should have regard to the Lambeth Statement of Community Involvement. It sets out the Council’s approach to involving the community, statutory consultees and other stakeholders in the determination of planning applications in the Borough.

11.5 The Council advises that it is best practice to consult with the local community prior to submitting a planning application. Consultation with stakeholders and community groups such as the WCDG, SBEG and WQBA, as well as local ward councillors, is encouraged. The Council
considers that it is in the applicant’s best interests to undertake this pre-submission consultation at the earliest possible stages, so that the local community is fully informed and given an opportunity to participate in the process, to resolve any conflicts at an early stage, and where feasible, meet the concerns and aspirations of the community. Consultation should continue during the construction/implementation stages and post-completion to ensure all matters have been satisfactorily addressed.

11.6 When planning applications are submitted, they should be accompanied by a Statement of Community Involvement outlining the history of consultation carried out by the applicant and how the views of the local community and stakeholders have been taken into account in the formulation of the proposal. The application should also include outline heads of terms for any Section 106 agreement so that representations may be made on these matters during the consultation on the planning application.

Content of Applications

11.7 In order for the Council to formally consider an application, sufficient and accurate information and drawings must be submitted. The following list is by no means exhaustive, however, as a minimum, a planning application for a major development should be submitted with the following information:

- Application form
- The correct fee
- Existing and proposed drawings of plan, elevation and section
- Planning Statement
- Statement of Community Engagement
- Design and access statement
- Viability appraisal
- Heads of Terms for a s106 agreement
- Townscape, visual and heritage assessment
- Transport assessment
- Retail impact assessment
- Energy and sustainability assessment

11.8 Any major applications for those developments which meet the Government’s Town and Country Planning (Environmental Impact Assessment) Regulations (2010) Schedule 1 criteria and for those Schedule 2 criteria that the Council determines are likely to have a significant effect, will also be needed to be accompanied by an Environmental Impact Assessment that assesses all of the impacts of the proposed development. Exact requirements should be discussed with the Council and where a screening opinion has been provided, this should be appended to the application. An Environmental Impact Assessment is likely to include an assessment of:
• Socio Economic Issues
• Archaeology and Cultural Heritage
• Ground Conditions
• Ecology and Nature Conservation
• Water Resources and Flood Risk
• Transportation and Access
• Noise and Vibration
• Air Quality
• Wind
• Daylight, Sunlight and overshadowing
• TV and Radio Reception
• Aviation
• Waste
• Cumulative Assessment

11.9 The applicant should also refer to Lambeth’s Planning Advice Note 2: Planning Application Requirements (2008), which provides guidance to submitting a valid planning application.

Planning Performance Agreements

11.10 A Planning Performance Agreement is an optional agreement between the developer and local planning authority designed to give applicants more certainty about the timescale and requirements for processing large-scale major applications. Such an agreement can be discussed with the Council at pre-application stage.

C Section 106 Obligations

11.11 In accordance with the Community Infrastructure Levy (CIL) Regulation 122 (July 2010), it is now unlawful for a planning obligation to be taken into account when determining a planning application for development, or any part of a development, that is capable of being charged CIL, whether there is a local CIL in operation or not, if the obligation does not meet all of the following tests:

(a) necessary to make the development acceptable in planning terms,
(b) directly related to the development, and
(c) fairly and reasonably related in scale and kind to the development.

11.12 Where implementation mechanisms would be secured through planning obligations, this will be done in accordance with the Lambeth SPD on S106 Planning Obligations (2008). Key local stakeholders will be consulted on planning obligations in accordance with the Council’s protocol on Section 106 community engagement.
11.13 The phased construction of major developments will be controlled where necessary though Section 106 agreements to ensure that:

- the associated planning benefits are delivered in phases appropriate to the phases of development completed, for example, the incremental upgrading of the public realm, and
- the construction impact of development on the existing community can be effectively managed.

11.14 Any significant value generated by commercial development on the site will, of necessity, be recycled into covering the abnormal costs of the upgrade to railway infrastructure which is of importance to the continued success of the central London economy and considered a planning benefit in its own right.

11.15 Waterloo requires significant improvements to its infrastructure and environment. In recognition of this, the Waterloo Opportunity Area was excluded from the Crossrail Contribution Area as it was considered that the economic and environmental regeneration of Waterloo should not be put at risk by a need to provide for Crossrail contributions. The Council expects major developments would instead contribute a similar proportion to the upgrade of the Waterloo Interchange as the key piece of transport infrastructure in central London.

11.16 S106 contributions will be used where appropriate to secure funding for necessary improvements to the wider interchange at Waterloo and to improvements to the public realm surrounding the station. Given the exceptional development costs and benefit that redevelopment and reuse of the station would bring, developer contributions will be assessed according to the viability of the scheme. Nevertheless, the Council will normally expect compliance with the Council’s SPD on S106 Planning Obligations (2008). The Waterloo Area SPD (2009) provides further guidance in relation to pooling of obligations and specific requirements for Waterloo.

11.17 Beyond the operational railway improvements and improvements to the built environment at Waterloo, the Council considers that obligations for development at and around the station may be required to secure:

- Enhancement of Victory Arch, in particular the treatment of the flank wall if necessary;
- Improved bus interchange facility and upgrading train and tube interchange facilities;
- Sustainable transport infrastructure including public transport, parking restrictions, car club, travel plans, cycle infrastructure and cycling and pedestrian links;
- Off-site roadworks, road safety improvements and essential highway improvements;
• Provision of improved pedestrian links and public realm, and subsequent management including Leake Street tunnel and the incorporation of artistic features, and other projects as set out in the project bank;
• Public services relating to and/or arising from uses in the area such as public toilets;
• Open space provision;
• Provision and Incorporation of public art within overall development;
• Affordable housing;
• Education and health;
• Social and community facilities;
• Employment and training measures including promoting access for local people;
• Community safety and visitor management;
• Sustainable development in terms of both renewable energy, and sustainable design and construction; and
• Code of Construction Practice.

11.18 Depending on the results of a retail impact assessment that would be required to support any future application for additional retail within both WIT and the main station, the Council may also seek:

• Contributions to town centre enhancements, for example, the Lower Marsh Regeneration Project; and
• Contributions to improvements to existing local shops to help them compete successfully and develop a complementary role.