Draft

Waterloo Supplementary Planning Document

urban initiatives

Lambeth Council

Lambeth
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01 Introduction

This draft Supplementary Planning Document (SPD) brings together the policies and proposals for development in Lambeth UDP (adopted 2007) and the Waterloo Opportunity Area Planning Framework (October 2007). It has been prepared by Urban Initiatives on behalf of Lambeth Council.

1.1.1 This piece of work follows on from the Waterloo Opportunity Area Planning Framework (OAPF) prepared by the Greater London Authority (GLA), which provides a strategic overview of the study area. The Framework identifies Waterloo’s strengths and weaknesses and presents a vision and a series of strategic objectives and development opportunities.

1.1.2 The Vision for Waterloo as set out in the Waterloo OAPF is: “to give Waterloo a new ‘city square’, that also serves as a public transport interchange space; to improve permeability to and within the area and provide new development principally in the area around and above Waterloo Station”
1.1.3 More specifically, the OAPF outlines the following objectives:
- A new city square and interchange space for Waterloo
- Remove general traffic from Waterloo Road
- Redefine and redefine Waterloo Station
- Address pedestrian movement/connections
- Support the world class cultural quarter at the Riverside
- Maximise development potential
- Allow for incremental change
- Preserve and enhance the key features of each of Waterloo’s character areas

1.1.4 Lambeth Council has also drawn up a Regeneration Delivery Plan (RDP) for the borough which includes proposals from the UDP as well as those of other Council services and public sector partners. The vision of the RDP is as follows:

The developments within the Waterloo area provide enormously improved accessibility and redesigned streetscape and public realm. The riverside area is enhanced as a world-class cultural centre containing the capital’s primary arts venues, and has increased use by local residents as well as visitors. The local economy benefits from the additional tourist and workforce spend in the area and the facilities created. The social and physical changes provide momentum for significantly improved public and community services and new leisure, education, health and community facilities”.

1.1.5 This Supplementary Planning Document (SPD) takes forward Lambeth’s vision and that of the Mayor and sets out in detail how policies in the Lambeth UDP will be applied to Waterloo. This SPD provides guidance on urban design and incorporates a framework on transport, public realm, building height and the location of tall buildings.

1.1.6 The purpose of this document is to encourage the 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 guides development in terms of land use, layout and height so that it:
- Supports and enhances Waterloo and the Southbank as a world-renowned cultural destination
- Supports the needs of local businesses and residents
- Protects the built heritage of Waterloo and its surroundings

1.1.7 Complementing these visions and taking reference from ‘By Design’ this document establishes seven key urban design objectives for future development in Waterloo.

1.1.8 These objectives have helped to inform the urban design recommendations outlined in the remainder of this report.
• A place with a distinct identity, which enhances the four character areas and builds on the cultural, employment and residential assets of the Waterloo area.

• A place where public and private spaces are clearly distinguished, with continuous street frontages and enclosed spaces, and a clear definition of private and public spaces.

• A place with attractive and successful outdoor areas, with safe and uncluttered streets and high quality green open spaces that work effectively for all in society, residents and visitors alike.

• A place that is easy to get to and to move around, with places that are well connected and permeable, finding a balance between different road users designed especially for pedestrians and cyclists.

• A place that has a clear image and is easy to understand, which provides recognisable routes, intersections and landmarks to help people find their way around.

• A place that can change easily, with developments that can respond to changes in social, technological and economic conditions.

• A place that offers diversity and choice, with a rich mix of uses and compatible developments that work together to create viable places and respond to local and national needs.
02 Context

2.1 Policy Context

The regeneration of Waterloo cannot take place in isolation. The guidance given in this document must accord with both existing and emerging planning policy documents and guidance notes.

2.1.1 This Supplementary Planning Document accords with the London Plan (2008) at a regional level, as well as the Waterloo Opportunity Area Planning Framework (2007) and Lambeth’s Unitary Development Plan (2007).

2.1.2 Lambeth’s UDP provides specific guidance for the future of the borough, and aims to make Lambeth a great place to live, work and visit by promoting high quality, sustainable development. Of particular relevance to the regeneration of Waterloo are policies 79 to 82 which provide guidance on future land uses, the scale and design of development, the public realm, transport, and individual opportunity sites.

2.1.3 The London Plan sets out a strategic vision for the future development of London. This vision is “to develop London as an exemplary, sustainable world city, based on the three balanced and interwoven themes of strong, long-term and diverse economic growth, social inclusivity and fundamental improvements in the environment and use of resources.” Within the London Plan Waterloo is identified as an Opportunity Area, a concept which is further developed within the Waterloo Opportunity Area Planning Framework (2007), the objectives of which are outlined in the previous chapter.

2.1.4 Within these documents there is a vast array of policies of relevance to the regeneration of Waterloo. Instead of repeating these policies here, this section summarises these policies under several themed headings.

Make best use of scarce urban land
- Maximise opportunities for development subject to achieving high standards of local amenity, land use mix and transport capacity;
- Seek to exceed the London Plan minimum guidelines for housing and have regard to the indicative estimates for jobs.

Improve transport provision
- Deliver improvements to Waterloo Station to provide increased passenger and train capacity;
- Enhance legibility, safety, security and ease of transport between modes;
- Manage the scale and cumulative impact of development to be within the capacity of the public transport network requiring, where necessary contributions to a joint fund to secure improvements;
- Limit off street parking and improve pedestrian and cycle facilities;
- Promote alternative modes of sustainable transport;
- Support Cross River Tram proposals;
- Promote inclusive design.

Maximise opportunities for housing
- To seek a minimum of 1,500 new homes between 2001 and 2016;
- A design led and mixed use approach should be taken to achieve densities of between 650 and 1100 habitable rooms/hectare;
- At least 50% of homes should be affordable, with 70% being social rented and there should be no discernable difference between the mixed tenure;
- All new homes should be built to Lifetime Homes standards and 10% should be designed to be wheelchair accessible;
- Provide family homes.

Secure a mix of uses
- Secure a mix of compatible uses, including Central London Activities, which contribute to London’s role as a world-class city;
- Include active frontage uses at pavement level and provide new homes as part of larger developments, where new housing should generally equate to 50% of the proposed increase in commercial floor space.
Encourage business and enterprise
- Encourage large-scale office development around Waterloo Station (Waterloo Office Regeneration Area);
- Promote and provide support for the future growth and development of Waterloo as a cultural hub, where creative and cultural industries thrive;
- Secure affordable workspace for small and start-up businesses;
- Ensure that Waterloo fulfills its potential as a prime business location within central London with a high quality environment and development;
- Sustain and enhance the vitality and viability of Lower Marsh district centre.

Make sure there is good social and community infrastructure provision
- Ensure that new housing and other uses are supported by good social and community facilities.

Capitalise on the South Bank infrastructure provision
- Promote and enhance the South Bank as a strategic cultural area;
- Direct hotel and visitor attractions to Waterloo Visitor Management Area and provide better visitor management.

Protection and preservation of conservation areas
- Protect and enhance London’s built heritage assets;
- Protection of views;
- High quality design and architecture, which enhances the existing context;
- Preserve or enhance character or appearance.
Figure 1: Character Areas as defined in the Waterloo Opportunity Area Planning Framework and the Lambeth UDP
2. Character and Identity

2.2.1 Waterloo is an area with a strong character and identity; the river and associated cultural attractions, the large railway infrastructure, and the finer grained residential areas all contribute to Waterloo’s distinctiveness. Whilst the need for regeneration within the Waterloo area is evident, it is essential that this regeneration and all future development responds to and respects Waterloo’s existing character. Understanding Waterloo’s distinctiveness is therefore hugely important.

2.2.2 Waterloo can be divided into four character areas: the Riverside Character Area, the Railway Character Area, the Residential Character Area and the Lower Marsh Area. There are also a number of Conservation Areas that contribute to the character and distinctiveness of the Waterloo area. These character areas and conservation areas are analysed in more detail in the following sections and are illustrated in figures 1 and 2.

2.3 Character Areas

The Waterloo area has been divided into four broadly distinctive areas in UDP Policy 81 and the Waterloo OAPF.

2.3.1 Riverside Character Area
The Riverside Character Area extends from the riverside back to Upper Ground, York Road and Lambeth Palace Road and was originally developed in the 19th and 20th century from former wharves. It includes the South Bank, home to many cultural attractions, the London Eye and the Albert Embankment north.

2.3.2 The area is characterised by the Riverside Walk and 20th century large-scale, stand-alone buildings with a strong horizontal emphasis. Generally, the area is characterised by large 6- to 12-storey buildings. Several strategic view corridors that run across the area restrain building heights. However, there are a number of tall buildings, including the Shell Tower (26 storeys/107m), Kent House (27 storeys/85m) and the London Eye (135m). Due to the large block sizes, connections between the Riverside Walk and the interior are infrequent and are typically service access streets with low quality streetscape design and usage.

2.3.3 Railway Character Area
The Railway Character Area is characterised by Waterloo Station and railway viaducts, which create a strong severance. The area comprises large-scale office buildings of coarse grain and massing ranging from 10 to 25 storeys. Most of these post-war developments include poor public spaces and lack strong and active frontages.

2.3.4 It must be noted that sites to the west of Waterloo Station are experiencing strong development pressure for high-density office and residential developments, as shown by the large number of recent planning applications for tall buildings.

2.3.5 Residential Character Area
The residential area to the north of Waterloo Station comprises quality 19th century terraced houses with tight, formal residential streets. Most of the area is designated conservation area. The predominant development form is the urban street block with buildings following the perimeter. This arrangement creates well-defined streets with a clear distinction between public and private spaces.

2.3.6 The area contains a mix of small- to medium-sized blocks filled with 2- to 5-storey buildings. The typical depth of a block ranges between 40m and 90m and the length varies between 90m and 150m. Most of the street blocks are divided into fine grain development plots, which enhances adaptability. Although predominantly residential the area comprises at its edges a mix of offices, schools, retail and community facilities.

2.3.7 Lower Marsh Area
The Lower Marsh Area gains its character from the Lower Marsh Conservation Area in which most of the area lies. It is characterised by a perimeter block layout with regular blocks ranging from 20m to 50m in width and 150m in length. Blocks are divided into fine grain development plots and buildings are typically 2 to 5 storeys. Retail uses fill the ground floor and residential uses on the upper floors on Lower Marsh. A number of stand-alone developments sit along the area’s eastern edge, such as Johanna Primary School, Matheson Lang House and Munro House.
Figure 2: Conservation and Heritage in Waterloo
2.4 Conservation & Heritage

2.4.1 There are five conservation areas in Waterloo: Roupell Street, Lower Marsh, Waterloo, Lambeth Palace and South Bank. Apart from Lambeth Palace, each is covered by Conservation Area Statement that details the area’s character, significance and a management plan.

2.4.2 Roupell Street Conservation Area
This area consists of early 19th century, tight, formal residential streets, lined with robust 19th century terraced houses with strong coordination between the well executed features, including windows, chimneys and doors. The houses are rare survivors from the period and very well preserved. Views within the conservation area contribute to its character. Modern tall buildings should not intrude on such views.

2.4.3 Lower Marsh Conservation Area
Lower Marsh Conservation Area has at its heart one of the most historic routes within Lambeth. Relevant guidance is included for redevelopment of Waterloo Station. Anticipating redevelopment nearby, the area appraisal recommends development on the station will need to step down in height towards Lower Marsh Street to avoid overwhelming the area. Redevelopment is seen to present a great opportunity to the area if improved linkages are made between Lower Marsh and the station so the street can attract station users.

2.4.4 Waterloo Conservation Area
The Waterloo Conservation Area is one of a number of interesting historic places in the northern most part of the borough and contains mostly 19th and early 20th century urban development. The area’s appraisal recommends that new buildings on Doon Street have active frontages and have regard to listed buildings nearby and views from Somerset House Courtyard, St James’s Park and Parliament Square. Tall buildings will also need to avoid falling into the backdrop of protected views.

2.4.5 South Bank Conservation Area
The South Bank Conservation Area was first designated in 1982 and subsequently extended in 1993. It encompasses Lambeth’s Thames bank from Bernie Spain Gardens in the North East to the post-war parts of St Thomas’ Hospital in the South were it adjoins the Lambeth Palace Conservation Area. This is an unusual Conservation area in that it covers many 20th century buildings, including the IMAX Cinema, the St. Thomas’ Hospital tower, and the ‘island site’. The culturally important and well-designed 20th century buildings give a unity to the area.

2.4.6 Listed Buildings and their settings
There are many listed buildings in Waterloo, as shown on Figure 2. Development must respect the setting of listed buildings and not compromise their special interest. The Council’s conservation area statements also identify buildings that are worth consideration for local listing.
2.4.7 Figure 2 illustrates the Grade I, II* and II Listed buildings within Waterloo, which are listed below:

**Grade I**
Royal Festival Hall, Belvedere Road
Lambeth Palace

**Grade II***
Royal National Theatre, Upper Ground
Waterloo Bridge, Waterloo Road
Church of St. John with All Saints, including various Grade II listed walls and tombs, Waterloo Road
Old Vic Theatre, Waterloo Road
Main block of County Hall, Belvedere Road
Westminster Bridge, Westminster Bridge Road
South Bank Lion, east end of Westminster Bridge Road

**Grade II**
Block 5 and Governor’s Hall of St. Thomas’ Hospital
Chapel, St. Thomas’ Hospital
South Wing, St. Thomas’ Hospital
Fountain in the courtyard of Shell Centre
250m of river wall with 19 lamp standards
Balustrade with five lamp standards immediately north of County Hall, Belvedere Road
Facade of 133-155 Waterloo Road
Royal Waterloo Hospital, Waterloo Road
150 Waterloo Road [London Ambulance Service HQ]
121 Westminster Bridge Road
2-18 (even), 20-30 (even), 23, 37, Whittesley Street
1-61, 73 Roupell Street
St. Andrew’s and St. John’s CofE Primary School, Roupell Street
St. Andrew’s House, Roupell Street
61 Stamford Street, [London Nautical School]
2.5 Existing Land Uses

2.5.1 Waterloo contains a broad mix of land uses that tend to be clustered together rather than being pepper-potted across the site. For the most part buildings are in single use except on York Road where ground floor shops have offices on the upper floors and on Lower Marsh where flats occupy the upper floors.

2.5.2 The riverfront is the focus for cultural facilities, as well as bars and restaurants, which cater for both the local and tourist markets. These facilities include the National Theatre, the Royal Festival Hall and the London Aquarium. There are also a number of bars and fast food outlets around Waterloo Station that have colonised the railway arches.

2.5.3 The heart of the study area is dominated by transport infrastructure. The station building and its platforms and tracks occupy a large swathe of land. The road junctions where Westminster Bridge Road crosses York Road and where Stamford Street and York Road meet Waterloo Road are also land hungry.

2.5.4 Office accommodation tends to be located one block back from the riverfront along both sides of York Road and into the northern end of Lambeth Palace Road. The accommodation tends to be purpose built and taller buildings.

2.5.5 Housing is concentrated to the east of Waterloo Road and to the south of Waterloo Station. In total the area has a population of 5,000 people and 2,700 households. The housing stock is mostly purpose-built low-rise terraced housing, small properties and some 5- to 7-storey mansion blocks.

2.5.6 Finally, there are smaller pockets of health, education and hotel-related land uses within the Waterloo area. St. Thomas’ Hospital covers a large riverside site at the southern end of the study area; Schiller University, King’s College London and the London Nautical School are all located on Stamford Street; and there are two large hotels, one in County Hall and the other on Addington Street. Planning permission has also been granted for a third hotel at 1 Westminster Bridge Road.
2.6 Transport and Public Realm

2.6.1 Waterloo is a major transport hub in the heart of London, where many transport modes and opportunities converge. Gaining an understanding of the existing transport network, as well as the many transport related issues and opportunities, is therefore vital. The following section analyses transport in the Waterloo area on a mode-by-mode basis, identifying key opportunities and barriers to movement. The section draws on the transport analysis presented in the Waterloo Opportunity Area Planning Framework.

2.6.2 Street Network
The current street pattern in Waterloo and its surroundings was strongly influenced by the bends of the River Thames and the bridges crossing the Thames built in the 18th and 19th century. Radial routes are supplemented by orbital routes including York Road, Stamford Street, The Cut and Lower Marsh, and together form a ‘spider web’ road structure. Both radial and orbital routes within the area are heavily trafficked, most particularly York Road, Waterloo Road, Stamford Street, Westminster Bridge Road and Lambeth Road. The local street pattern is irregular throughout Waterloo with east-west connections being more continuous than north-south routes.

2.6.3 There are opportunities within Waterloo to better integrate planning and transport. Car ownership in Lambeth is low with only one in two households owning a private car according to the 2001 Census. Car–free lifestyles could therefore be encouraged, although this would be dependent on high accessibility by sustainable transport modes.

2.6.4 Public Transport
Waterloo has exceptional public transport accessibility, with many connections with other parts of London and outside London, and the whole SPD area has a level 6 PTAL rating. It is served by two mainline railway stations (Waterloo serving the South West and Waterloo East serving the South East), as well as four underground lines (the Northern, Bakerloo, Jubilee, and Waterloo and City lines). There is also an extensive provision of bus services and night bus services (22 buses pass Waterloo, 12 of which are through routes), five taxi ranks near Waterloo Station, and a leisure River Boat service providing travel to Millbank, Greenwich and stops in between.

2.6.5 Walking & Cycling
Waterloo is centrally located and many places of interest, employment, retail, and community facilities are within a short distance, making the place ideal for traversing by foot or cycle. The pedestrian and cycle network within the area needs to meet demands of both leisure and functional trips.

2.6.6 Walking
The quality of walking routes within the Waterloo area is varied. Despite the high footfall in the area there are severe barriers to pedestrian movement and many of the routes are convoluted and confusing and do not follow ‘desire lines’. Generally, east-west permeability is greater than north-south, and many pedestrian routes are convoluted and confusing and do not follow the ‘desire lines’.

2.6.7 The most well used walking route is the riverside walk, which is part of a larger network of pedestrian routes serving the South Bank cultural uses. But accessing this riverside from other parts of the study area can be difficult and as a result the South Bank area can feel isolated from other parts of Waterloo.

2.6.8 Accessing Waterloo station on foot can also be difficult. The rail viaduct and heavily trafficked streets act as barriers to pedestrian movement. Although there are a series of raised walkways and terraces to assist those on foot, they cause pedestrians to ‘vertically detour’ and give vehicles undue priority.

2.6.9 Underpasses are also undesirable for pedestrians. Whilst these routes may be direct links they are generally dark, dirty, odorous and lack natural surveillance. This is particularly problematic around the IMAX and underneath the rail tracks south of the station.

2.6.10 Cycling
As with walking, there are barriers to cycling within the Waterloo area; the streets in the area have high volumes of fast moving traffic, there is a lack of dedicated cycle infrastructure, a lack of safe and good links from the station to the cycle network, and a lack of adequate cycle
parking at Waterloo Station. In addition, whilst parts of the London Cycle Network (LCN) pass through Waterloo they lack continuity and do not satisfactorily follow desire lines. Routes follow the main roads and are fragmented by the roundabouts and main junctions.

2.6.11 Committed Developments or Aspirations
The Waterloo OAPF presents a vision for the Station to overcome crowding and its poor environmental quality. There are plans underway to greatly improve transport facilities at Waterloo. This includes redevelopment of the Station and its surroundings and implementation of the Cross River Tram (CRT).

2.6.12 The Tram will connect Camden with Peckham and Brixton via Holborn and Waterloo. CRT has reached the point where consultation on route options closed in January 2007 and work will continue to produce designs for the preferred alignments for all branches by late 2008. A Transport and Works Act (TWA) submission is programmed for mid-2009 and the earliest construction will start in late 2012 to open in 2016.

2.6.13 Public Realm
Streets and public spaces are the first points of social, cultural and civic expression of an urban community. Successful places to which people are attracted to live, work and visit, have successful spaces and a growing body of research evidence demonstrates how well designed public spaces can offer wide ranging economic, social, cultural and environmental benefits.

2.6.14 Strengths: Riverside Walk and Open Spaces
The Waterloo study area presents a number of public realm assets such as the riverside walk and a number of publicly accessible green spaces including Jubilee Gardens. Indeed, all housing in the area is located within 5 minutes walking distance from a green space. However, existing green spaces are not interlinked through high quality pedestrian connections and/or green chains. Additionally, some of the green spaces are underused, difficult to access and lack adjacent active frontages and passive surveillance.

2.6.15 Improvements to The Cut have been completed which have widened and resurfaced pavements, creating a more pedestrian friendly environment connecting The Old Vic, The New Vic and Southwark Station. The scheme has substantially improved the environment on the street and has helped to reduce the impact of through traffic.

2.6.16 It is the Riverside Walk, however that is the main asset in terms of public space. It is well used and visited by tourists and locals alike. It comprises a rich mix of uses including international cultural entertainment attractions such as the London Eye and the National Theatre, bars and cafes as well as the book market and a skateboarding area. There are currently over 9 million visits to the South Bank every year.

2.6.17 Weaknesses: Poor pedestrian environment
The Waterloo study area presents a number of environmental problems due to lack of permeability and poor pedestrian conditions. Generally, there is a dominance of traffic engineering over the environment. Strong severance is created by the railway viaduct, the IMAX roundabout and Waterloo Station. The station is poorly linked to its surroundings with no level access, few entrances and few links through the station. Lack of permeability, low standard of paving quality and maintenance, narrow pavements, low tree cover, insufficient lighting, cluttering, problems of noise and nuisance all result in a poor pedestrian environment. Further problems are created by upper level pedestrian walkways and underpasses as well as badly placed steps and stairs especially near the Riverside Walk.

2.6.18 Generally, the streetscape is characterised by a large number of paving materials and street furniture resulting in a lack of coherence and unity. Streets show layer upon layer of improvement works, often with little relationship between one initiative and another. Paving materials are varied ranging from concrete flags of different sizes to natural stone. The large amount and variety of benches, columns, stands, signage, and lighting posts as well as different kinds of surface treatment with variation in types, shapes and colours creates clutter and confusion. Large amount of columns, signage and pedestrian railings further result in cluttering and decrease pedestrian connectivity. Pavements are often narrow and undersized.
Figure 3: Existing Building Heights
2.7 Building Height and Views

2.7.1 Building heights have an important influence on the character of cities and quarters. Whilst some cities are defined by low-rise buildings, others are defined by their high-rise structures. Cities can have a homogenous and uniform building height or present a diversity or range of building heights.

2.7.2 Tall buildings are defined as buildings that are significantly higher than their surroundings and/or have a considerable impact on the skyline. The Lambeth UDP 2007 defines tall buildings as developments over 25m high on sites adjacent to the Thames and buildings over 30m elsewhere (Policy 37).

2.7.3 Tall buildings can mark points of significant activity such as central places, create fine landmarks, highlight civic buildings and emphasise important transport connections. On the other hand, they can overshadow, overlook and dominate their immediate surroundings and have harmful effects on living conditions, private gardens and public spaces. Inappropriately planned, designed and located tall buildings can be especially harmful for historic buildings, conservation areas, significant views and skylines.

2.7.4 With the need for sustainable growth, high density, mixed-use development should be promoted in town centres and around major transport interchanges. However, high density does not require the provision of tall buildings and can also be achieved through low-rise compact development forms such as terraces, urban blocks and apartments built around garden squares.

2.7.5 Views to and from, as well as within, urban areas are also important and worth protecting - they form a valuable part of the urban experience. They help us as individuals to orientate ourselves and help to protect the integrity of landmark buildings and natural features. Views also provide vantage points from which the character and legibility of an area can be appreciated and understood.

2.7.6 Building Height in Waterloo

Guidance on tall buildings is set out in:

- Lambeth UDP 2007 - policy 40
- London Plan 2008 - policy 4B/10
- CABE and English Heritage (July 2008)

2.7.7 The skyline focal point of Waterloo has, since 1961, been Shell’s 107m 26-storey headquarters, a major landmark of high quality that aids navigation to the South Bank and Waterloo Station. Other notable tall buildings include the ITV building and the Union Jack Club. Waterloo’s skyline was reinforced in 1999 when the 135m high London Eye was put in place. Redevelopment of Elizabeth House may see three new towers of up to 37 storeys, creating a cluster of buildings at Waterloo Station. Just east of Waterloo Station there are three dark brick and glass towers at a maximum height of 79m which create a micro-cluster of buildings that are relatively unobtrusive on the skyline.

2.7.8 Further downstream, three towers break the riverside skyline of low buildings formed by the South Bank Arts Centre: Kent House (85m), Kings Reach Tower (111m), the tallest office building in the area, and the OXO tower (67m). The OXO tower is a slim, decorative landmark tower, rising from an 8-storey warehouse. This area between Waterloo and Blackfriars Bridges is subject to considerable pressure for taller buildings with four proposals between 30 and 60 storeys in various stages of planning.

2.7.9 Elsewhere in Waterloo, the most significant of a number of medium-rise buildings, including St Thomas’ Hospital (51m/13 storeys) and Elizabeth House (14 storeys), is the 21-storey Century House/The Perspective. This is a prominent and isolated tower near to Lambeth North tube station. Figure 3 shows the existing building heights within the Waterloo area.
2.7.10 Views
There are a number of protected views of relevance to new development in Waterloo. The area is crossed by eleven views designated by the London View Management Framework Plan (July 2007): three protected vistas managed by geometric definition (linear views of St Paul’s Cathedral from Westminster Pier and King Henry’s Mound at Richmond Park); a townscape view from the Serpentine bridge in Hyde Park to Westminster Palace. These views have limited impact on Waterloo, but do prevent tall buildings from lining the river. In addition there are seven river prospects.
In assessing visual impact on views and whether the impact detract from it, regard will be had to:

- The importance of the view in terms of the number of people using the areas from which the views will be seen and their typical lines of sight and the prominence of the object of the view when seen from that point. Important views may be identified in urban design appraisals of key areas (e.g. along the Thames);

- The impact of the proposal on that view in terms of the extent to which the proposal dominates or blocks foreground views;

- The degree to which the proposal blocks clear sky against which landmark structures are seen;

- Whether the proposal adds to or detracts from the quality of the backdrop of the object of the view. This will be assessed in terms of the contribution that the quality of the proposal makes to the silhouette, rhythm and appearance of all buildings against the skyline. However, harm will not necessarily be caused by proximity itself, or by seeing the old and new together; and

- Whether the improvement to the setting or framing of the view mitigates against some narrowing or loss of the view.

**POLICY 41 VIEWS**

Strategic Viewing Corridor – Permission will not be granted for developments within a strategic viewing corridor where the height of the viewing plane is exceeded and the strategic views are interrupted; or upon redevelopment, existing tall buildings are not replaced by less intrusive buildings.

ii. Background Consultation Areas – Permission will only be granted for developments within the Wider Setting and Background Consultation Areas, where the background of the view is not interrupted by obtrusive development.

iii. Other Views – Permission will not be granted for developments which detract from important views, backdrops or settings of:

- Listed buildings, conservation areas, ancient monuments;

- Landmark buildings and groups (including County Hall, the South Bank Centre, Oxo Tower, Lambeth Palace, the Waterloo churches, Victory Arch, St Paul’s Cathedral, Imperial War Museum, Houses of Parliament, Royal Waterloo Hospital, Tate Modern, London IMAX and the London Eye – a view of the Eye/Jubilee Gardens should be maintained from York Road);

- Monuments and statues;

- London squares and historic parks and gardens;

- Views of the City and North London from Brockwell Park, Norwood Park, West Norwood Cemetery, Gypsy Hill, and the Upper Sydenham/Sydenham Hill/Norwood Ridge and views from Streatham Common/The Rookery across the Wandle Valley; towards Pollards Hill and the North Downs; towards Wimbledon and the Thames Valley and other important views, prospects and panoramas; or

- The Thames, its embankments and bridges.
2.8 Development Opportunities and Recent Planning History

2.8.1 A number of large sites around Waterloo are identified in Lambeth’s UDP 2007 as Major Development Opportunities (MDOs). These are sites identified as subject to pressure for significant change or development that require guidance for development to be set in policy. Since the sites were identified as part of the 2002 UDP a number of them have had applications for development brought forward while some are still awaiting progression. Their progress is shown in the plan opposite.

2.8.2 These opportunity sites cover a significant portion of Waterloo, including a cluster of sites near Blackfriars Bridge and many sites along the western side of Waterloo Station. Development has been completed at Addington Street and Coin Street while the London Nautical School and the ‘island site’ are under construction. Planning applications have been received or permission granted for development at the remaining opportunity sites identified in 2002.

2.8.3 The Lambeth UDP 2007 identified further sites for intensification, including Waterloo Station, the Hungerford Car Park, Gabriel’s Wharf, Cornwall Road Bus Station and much of St Thomas’ Hospital. This study has also identified sites with additional development potential. These include the IBM building, the Union Jack Club and Wootton Street.

2.8.4 Figure 5 illustrates these development opportunities, as identified within Lambeth’s UDP 2007, as well as additional sites with redevelopment potential. This plan also shows sites which are currently at the pre-application or planning application stage, and those which have already been granted planning permission or are under construction.

2.8.5 Further information on these sites can be found in Chapter 8 of this document and on the proposals map of the UDP and its accompanying text.
Figure 4: Development Opportunity Sites
<table>
<thead>
<tr>
<th>Location</th>
<th>Code</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>WATERLOO STATION</td>
<td>MD091</td>
<td>Remodelling of Waterloo Station to increase station capacity with potential for air-rights development above and utilisation of arches space below.</td>
</tr>
<tr>
<td>ELIZABETH HOUSE</td>
<td>MD092</td>
<td>Redevelopment of post-war office buildings.</td>
</tr>
<tr>
<td>SHELL CENTRE</td>
<td>MD093</td>
<td>Potential to improve pedestrian links and open space.</td>
</tr>
<tr>
<td>SOUTH BANK ARTS COMPLEX</td>
<td>MD094</td>
<td>Renewal of the arts and cultural facilities with improved public realm.</td>
</tr>
<tr>
<td>FORMER COUNTY HALL</td>
<td>MD095</td>
<td>Reuse of listed building.</td>
</tr>
<tr>
<td>ONE WESTMINSTER BRIDGE</td>
<td>MD096</td>
<td>Apart-hotel under construction.</td>
</tr>
<tr>
<td>ST.THOMAS' HOSPITAL</td>
<td>MD097</td>
<td>Improvements to the hospital.</td>
</tr>
<tr>
<td>YORK HOUSE</td>
<td>MD098</td>
<td>Redevelopment of office buildings.</td>
</tr>
<tr>
<td>FOUNDERS PLACE</td>
<td>MD099</td>
<td>Replacement of affordable housing and development of hospital accommodation.</td>
</tr>
<tr>
<td>LAMBETH NORTH STATION</td>
<td>MD100</td>
<td>Scope for air-rights development.</td>
</tr>
<tr>
<td>2-6, HERCULES ROAD</td>
<td>MD101</td>
<td>Scope for infill development.</td>
</tr>
<tr>
<td>111/141, WESTMINSTER BRIDGE ROAD</td>
<td>MD102</td>
<td>Utilisation of space under arches.</td>
</tr>
<tr>
<td>DOON STREET</td>
<td>MD103</td>
<td>Development of sports centre for community use.</td>
</tr>
<tr>
<td>HOTHOUSE, STAMFORD STREET</td>
<td>MD104</td>
<td>Development of community and arts facilities.</td>
</tr>
<tr>
<td>GABRIEL'S WHarf AND PRINCE'S WHarf</td>
<td>MD105</td>
<td>Mixed use, mainly affordable housing and active frontage uses.</td>
</tr>
<tr>
<td>LONDON NAUTICAL SCHOOL</td>
<td>MD106</td>
<td>Under construction.</td>
</tr>
<tr>
<td>UNION JACK CLUB/ MERCURY HOUSE, WATERLOO ROAD</td>
<td>MD107</td>
<td>Redevelopment of office and hotel accommodation.</td>
</tr>
<tr>
<td>CORNWALL ROAD/ THE CUT</td>
<td>MD108</td>
<td>Development in place of bus garage, providing a suitable replacement can be found.</td>
</tr>
<tr>
<td>YOUNG VIC</td>
<td>MD109</td>
<td>New theatre completed.</td>
</tr>
</tbody>
</table>
3.1 Introduction

The purpose of this chapter is to elaborate on Policy 79 of the UDP which sets out general design principles for new development in Waterloo.

**Policy 79 Waterloo Development**

Development in the Waterloo Development Framework Area should contribute to the comprehensive and integrated sustainable regeneration of the area in line with its Central London functions and its role as a strategic opportunity area. Development proposals should:

A. Include a mix of Central London Activities, including maximising opportunities for housing and community facilities, appropriate to the size and character of the site and the scale of development proposed;

B. Be of an appropriate scale and design for an area of world class quality;

C. Be compatible with and sensitive to adjoining sites and the immediate area, and preserve or enhance the character, appearance and setting of the conservation areas in and adjoining the area;

D. Maximise opportunities to enhance the public realm, remove barriers, and improve permeability, accessibility and the quality of the environment; and

E. Depending on its scale and nature, include provision for improvements to public transport and access to public transport.

3.2 Urban Design Framework

3.2.1 Figure 6 opposite illustrates the overall urban design framework for Waterloo. At the heart of this framework is the proposal for a new city square and interchange space located at the junction of Waterloo Road, York Road and Stamford Street. This will create a new public space linking the River Thames and the South Bank Centre, existing office and residential developments, bus stops and the proposed cross river tram with Waterloo Station. The square will provide an attractive and pedestrian-friendly gateway to Waterloo and London more widely. The area immediately surrounding the square is identified as the central node and will be the focus for new development.

3.2.2 The Urban Design Framework plan also identifies the riverside walk as a key structuring element within the study area. Improving pedestrian linkages to this riverside walk and bringing the activity currently enjoyed along the South Bank into the heart of the Waterloo study area is therefore an essential part of the overall urban design framework.
Figure 5: Overall Urban Design Framework

- Study area boundary
- Riverside character areas
- Residential character area
- Railway character areas
- Lower Marsh character area
- Central node
- City square
- Riverside walk
- Improved access to riverside walk
- Main routes

Not to scale
3.3 Building Heights Framework

3.3.1 This section sets out a building height framework for the Waterloo area, establishing general recommended heights for each of Waterloo’s character areas. The study further identifies, in map based form, areas which are appropriate, sensitive or inappropriate for tall buildings as recommended by English Heritage and CABE’s Guidance on Tall Buildings.

3.3.2 The concept is to ensure that Waterloo Station is easily identified as the heart and focal point of Waterloo. This will be achieved by creating a new City Square in front of the station and creating a coherent cluster of tall buildings focused around a landmark of metropolitan height identifying the entrance of Waterloo Station. New district landmarks (65 to 110m) of slim proportions rise up towards this metropolitan landmark surrounding the station and enclosing the new City Square. This concept is illustrated in figure 7 on the opposite page and in 3D form in figures 9a, b and c.

3.3.3 Recommended heights referred to later in this SPD derive from this modelling work which was carried out in preparing the SPD to test the impacts of different development scenarios. In assessing development proposals and appropriate height, the Council will consider the specific merits and impacts of the scheme.

3.3.4 The network of Underground lines which converge at Waterloo provides excellent accessibility but also necessitates additional engineering features for new buildings which can affect height and location. These engineering requirements will affect the eventual form of the cluster.

3.3.5 The Victory Arch, the iconic centrepiece of the station, will be maintained as a vital piece of the area’s history and identity. Its integrity and setting will be carefully considered in any development scheme.

3.3.6 Each character area’s contribution to this overall concept is outlined in the following sections, setting out what the contextual height is for that character area, what constitutes a tall building and whether tall buildings are appropriate, sensitive or inappropriate. Figure 8 illustrates this. These contextual heights are guidelines - schemes of exceptional quality will be assessed on their merits and may demonstrate that they enhance the local area.

3.3.7 This concept may need to be adjusted to take into account factors which are unknown at this stage, namely the outcome of planning applications for Elizabeth House and on Doon Street, and the plans for the reconfiguration of Waterloo Station. Details of each major development site’s contribution to this concept is given in Chapter 9: Site Specific Guidance.
Figure 6: Areas appropriate, sensitive and inappropriate for tall buildings in Waterloo

- Study area boundary
- Areas appropriate for tall buildings
- Areas sensitive to tall buildings
- Areas inappropriate for the location of tall buildings
- Existing landmark
- Landmark opportunity
- Metropolitan landmark opportunity
- Lines of tall buildings
Figure 7a: 3D interpretation of the building heights framework

Figure 7b: Alternative showing current proposals for Elizabeth House and Doon Street

Figure 7c: Alternative showing retention of Waterloo Station facade
Figure 8: Buildings heights framework for Waterloo

- Study area boundary
- Riverside character area
- Residential character area
- Railway character area
- Lower Marsh character area
- Existing landmark
- Landmark opportunity
- Metropolitan landmark opportunity
- City square

Not to scale
Overall Urban Design Guidance

This chapter sets out general urban design guidance for development in the Waterloo area by character area. Guidance is provided on the layout, form and quality of development, as well as grain, land use and building heights. The aim is to ensure a cohesive built form that enhances the identity of the area.

4.1.1 The principles outlined within the following pages relate in particular to the following UDP policies, and the key ones are set out opposite:

- Policy 15: Additional Housing
- Policy 16: Affordable Housing
- Policy 19: Active Frontage Uses
- Policy 20: Mixed-Use Development
- Policy 31: Streets, Character and Layout
- Policy 32: Designing Out Crime
- Policy 33: Building Scale and Design
- Policy 29: Streetscape, Landscape and Public Realm Design
- Policy 40: Tall Buildings
- Policy 41: Views
- Policy 47: Conservation Areas
- Policy 79: Waterloo Development Framework
- Policy 81: Urban Design and the Character of Waterloo

4.1.2 Guidance relating to access and transport is dealt with in section 06 and public realm in section 07 of this report.

Policy 81 Urban Design and the Character of Waterloo

A. 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.

Policy 15 Additional Housing

Promotes a range of new housing development to meet different needs and demands throughout Lambeth

Policy 16 Affordable Housing

Seeks to maximise the provision of affordable housing in new development. On sites and buildings capable of providing 10 or more units gross, or 0.1 Ha or more in size, the normal expected level of provision will be 50% of habitable rooms assuming a public subsidy, or 40% of habitable rooms with no public subsidy (or pro-rata). A range of unit sizes of affordable housing should be provided, having regard to local circumstances, site characteristics, and the aims of the borough's annual Housing Strategy. Affordable housing required by this policy should be provided 'in-situ'. Off-site 'provision-in-lieu' will only be permitted where the configuration of the buildings, or the amenities and services of the proposed buildings are not suitable for those in housing need.
4.1.3 Riverside Character Area

The key concept for the Riverside character area is to create improved pedestrian linkages between the Riverside Walk and Belvedere Road / Upper Ground. These linkages will be achieved through public realm improvements and the encouragement of live frontages, therefore helping to draw some of the current footfall and activity.

4.1.4 The principles set out below will help to achieve this vision for the Riverside character area.

**URBAN LAYOUT PRINCIPLES**

1. Proposals should increase permeability and connectivity, especially in the north-south direction, with streets and paths that follow desire lines.
2. Development should maintain and improve access to the Riverside Walk.
3. The layout of development should integrate into existing layouts and encourage the creation of perimeter block layouts. Perimeter blocks help define public and private space and create well-defined and overlooked streets.

**GRAIN PRINCIPLES**

1. Opportunities should be sought to subdivide large blocks and create more frequent linkages that are clearly defined, enclosed and overlooked. Pedestrian links between the Riverside Walk and Upper Ground / Belvedere Road should be enhanced through public realm improvement and active frontages.
2. Improve continuity of cycle routes.

**LAND USE PRINCIPLES**

1. Buildings should always have their fronts and main entrances oriented towards the street to contribute to a lively, safe and attractive street scene. Frequent doors and windows will assist the overlooking and passive supervision of the street.
2. Proposals should contain active ground floor uses such as retail, services, restaurants, cafes, pubs, health and social facilities at central or better connected places where they benefit from footfall in the area, especially Belvedere Road and Upper Ground.
3. Servicing of new development should be off-street.

**BUILDING HEIGHTS PRINCIPLES**

1. Building heights in the Riverside South Bank area should generally not exceed 25m. Tall buildings, in this context defined as buildings over 25 metres in height, are considered inappropriate.
2. To protect the setting of the Houses of Parliament and the horizontal character of the South Bank riverfront, new buildings in the County Hall / St. Thomas’ Hospital area should be of a contextual height of about 25 to 35m. Tall buildings, in this context defined as buildings over 35 metres in height, are considered inappropriate. Views between the Houses and Parliament and Lambeth Palace and the silhouette of County Hall need to be carefully managed.
3. The Shell Centre Complex area forms the immediate backdrop to the low rise horizontal South Bank and is therefore sensitive to the development of tall buildings, in this context defined as buildings over 48m in height. New development should generally be of contextual heights of about 48m. There is an opportunity for a district landmark buildings at Waterloo Road between Doon Street and Upper Ground marking the northern most corner of the new City Square.
4.1.5 Railway Character Area

The Railway Character Area is dominated by Waterloo Station, together with large scale road and rail infrastructure. A key priority for the area is therefore to create a pedestrian-friendly environment and an attractive gateway to the Waterloo area and London more widely. The principles outlined in the table below seek to achieve this.

**Urban Layout Principles**
1. Development around the City Square should reinforce Waterloo Station as the central node of the area.
2. Proposals should increase permeability and connectivity, especially in the north-south direction, with streets and paths that follow desire lines.
3. The layout of development should integrate into existing layouts and encourage the creation of perimeter block layouts. Perimeter blocks help define public and private space and create well-defined and overlooked streets.

**Grain Principles**
1. Development plans should seek to subdivide large or segregating blocks and create more frequent pedestrian linkages that are clearly defined, enclosed and overlooked. Pedestrian linkages connecting Waterloo Station and Lower Marsh are especially needed, but may be a challenge to deliver.
2. Improve continuity of cycle routes.

**Building Heights Principles**
1. The Waterloo Station Railway Character Area presents a clear opportunity for a cluster of tall buildings around Waterloo Station and surrounding the proposed City Square. A cluster of tall buildings would respond to the exceptionally high transport accessibility of the area and mark the importance of Waterloo Station on London’s skyline.
2. The highest building - a metropolitan landmark subject to engineering constraints, should ideally be located close to the main entrance of Waterloo Station. The configuration of such a cluster will need to be carefully constructed to provide enclosure to the City Square without compromising the character and appearance of the Roupell Street Conservation Area and the setting of the Church of St. John and All Saints.
3. Areas east of Waterloo Road between Doon Street and Alaska Street are sensitive to the development of tall buildings. New development should be of contextual height.
4. The York Road area shown on Figure 8 is particularly sensitive to the development of tall buildings, in this context defined as buildings over 48m in height. Buildings in this area should be of contextual height and decrease in height towards Archbishop’s Park in order to protect views to and from as well as the setting of the Houses of Parliament, County Hall and St. Thomas’ Hospital.

**Land Use Principles**
1. Development should promote and enhance the mix of uses characteristic of the area that serves local residents and visitors alike. This includes residential, offices, culture, services and transport uses.
2. Buildings should always have their fronts and main entrances oriented towards the street to contribute to a lively, safe and attractive street scene. Frequent doors and windows will assist the overlooking and passive supervision of the street.
3. Proposals should contain active ground floor uses such as retail, services, restaurants, cafes, pubs, health and social facilities at central or better connected places where they benefit from footfall in the area, especially at the proposed City Square, Waterloo Road, York Road, Stamford Street and Lower Marsh. However, the focus for retail activity for the area should be at Lower Marsh.
4. Blank facades should be avoided. Ground floor heights should be a minimum of 3.5m and active ground floor uses should be encouraged where appropriate. This puts ‘eyes on the street’ increasing passive surveillance and security and also makes for more interesting and vital street environments.
5. Servicing of new development should be off-street.
4.1.6 Residential Character Area and Lower Marsh Character Area

The priorities for the Residential and the Lower Marsh Character Areas are to protect and extend the fine grain of development and to ensure that the special character and interest of the residential conservation areas are not compromised by new development. The following principles should therefore be applied to these character areas.

**URBAN LAYOUT PRINCIPLES**

1. Proposals should increase permeability and connectivity, especially in the north-south direction, with streets and paths that follow desire lines.
2. Development should improve connectivity and access from York Road to Lower Marsh.
3. The layout of development should integrate into existing layouts and encourage the creation of perimeter block layouts. Perimeter blocks help define public and private space and create well-defined and overlooked streets.

**GRAIN PRINCIPLES**

1. The layout of new development in the Residential Character Area and Lower Marsh Area should enhance and extend the perimeter block pattern with fine urban grain, frequent plot subdivision and a clear distinction between private and public spaces.
2. New development should adhere to a common building line and add to its continuity.

**BUILDING HEIGHTS PRINCIPLES**

1. Building heights should be 2-5 storeys and should generally not exceed 15m. Tall buildings, in this context defined as buildings over 25m in height, are considered inappropriate.
2. Building heights on the higher density corridor of Westminster Bridge Road should match the existing context, taking into account guidance in the Lower Marsh Conservation Area Statement.

**LAND USE PRINCIPLES**

1. Buildings should always have their fronts and main entrances oriented towards the street to contribute to a lively, safe and attractive street scene. Frequent doors and windows will assist the overlooking and passive supervision of the street.
2. Blank facades should be avoided. Ground floor heights should be a minimum of 3.5m and active ground floor uses should be encouraged where appropriate. In residential developments this means facing private rooms to the rear and main habitable rooms onto main routes, taking note of the difficulties involved in maintaining privacy. This puts ‘eyes on the street’ increasing passive surveillance and security and also makes for more interesting and vital street environments.
3. Residential proposals should provide a mix of housing tenures and sizes, including family housing where appropriate. Commercial units or live/work units at the ground floor of residential developments can provide a better interface with the street and create a more active frontage.
4. New residential uses should include new private or semi-private amenity space such as gardens, communal gardens, balconies or roof gardens.
5. Lower Marsh will be promoted as the specialist shopping centre for Waterloo. The Council will encourage retail uses and support the market. Community uses and other town centre uses will also be supported. More residential uses on upper floors will help bring life back to the centre. Retail development in other parts of Waterloo should connect well to Lower Marsh and should be complementary in terms of location and services.
Section 3 of this SPD indicates where tall buildings are likely to be appropriate in Waterloo. This chapter sets out the necessary design and evaluation criteria for tall buildings in general and in the specific context of the Waterloo area. Tall buildings should also comply with the building height principles in Section 4, as well as the Lambeth UDP, the London Plan and CABE and English Heritage Guidance.

5.1 Policy Review

5.1.1 Tall Buildings
Tall buildings are likely to have a greater impact than other building types due to their massing and size. Tall buildings can mark points of significant activity such as central places, create fine landmarks, highlight civic buildings and emphasise important transport connections. On the other hand, they can overshadow, overlook and dominate their immediate surroundings and have harmful effects on living conditions, private gardens and public spaces. Inappropriately planned, designed and located tall buildings can be especially harmful for historic buildings, conservation areas, significant views and skylines, and the greater their height, the broader their impact tends to be. It follows that their location needs to be carefully managed.

5.1.2 London Plan
According to the London Plan (Policy 4B.9) large-scale buildings including tall buildings should be of the highest quality design.

5.1.3 The London Plan also highlights that tall buildings create an opportunity for magnificent views from the top floors (para. 4.58). To facilitate these views to a wider public, the London Plan recommends that tall buildings should include public spaces on their top floors.

5.1.4 CABE & English Heritage Guidance on Tall Buildings
This guidance note sets out how CABE and English Heritage evaluate proposals for tall buildings and provides advice on best practice. It is acknowledged by government and accepted as a material consideration in the determination of planning applications. The guide advocates a plan-led approach to the location of tall buildings, calls for tall buildings to exceed the latest regulations on reducing carbon emissions and for protection of World Heritage Sites.

5.1.5 Lambeth UDP - Policy 40: Tall Buildings
This policy will apply to high buildings over 25m high on sites adjacent to the Thames and buildings over 30m elsewhere. New tall buildings, including extensions to existing buildings, will be permitted where the following criteria are satisfied.

5.1.6 Tall Buildings should enhance and not detract from London’s character, and should enhance the skyline, respecting its historic character. Any proposal should be very carefully related to its surroundings, both existing and proposed and especially to the height and form of any other tall buildings or prominent features in the vicinity. To assist assessment, plans should be accompanied by accurate representations of the appearance of the building in all significant views affected, including the relevant London panoramas, riverscape and local townscapes.

5.1.7 Location
Tall buildings should not be located where they would harm the character or settings of:

- Conservation areas
- Listed buildings
- Historic or characterful parks [including views out]
- Important London Squares
- Riverscape and townscape
- High points and ridges
- Strategic views and locally significant views
- The Palace of Westminster and Westminster Abbey World Heritage site
5.1.8 Tall buildings are more likely to be acceptable in locations:
- Where they will make a significant contribution to the focus and momentum of regeneration or growth.
- Which have high public transport accessibility and capacity (or will have as a result of development).

5.1.9 Tall buildings will also need to meet the following visual design criteria:
- Tall buildings should be of the highest architectural and constructional quality.
- The skyline should be enhanced through profile and use of materials.
- Bulky, solid structures or buildings with unsightly roof plant should be avoided.

5.1.10 Tall buildings should create pedestrian friendly spaces, a suitable high quality public realm, improving the sense of place and identity, and address streets (and potentially the river) with active ground floor uses. The Council will also have regard to the following considerations:
- The development should interact with, and contribute to its surroundings at street level.
- Development should provide a proper setting and treatment, including the provision of mixed uses, active frontage uses where appropriate, considerable improvements to the public realm, and landscaped open space.
- The building should achieve a harmonious relationship when viewed in context with surrounding buildings at street level and as part of the public realm.
- The development should have access, servicing, and entrances that do not detract from their surroundings;
- The amenities and development possibilities of surrounding sites and buildings should not be impaired. Where this cannot be demonstrated, the proposal should be part of, or accompanied by, a wider masterplan or development framework.

5.1.11 A tall building will also be required to be satisfactory in terms of the following considerations:
- Sustainability in design and construction, energy conservation and efficiency
- Sunlight and shadowing
- Wind turbulence and micro-climate
- Noise reflection
- Safety
- Public access to high-level viewing opportunities, where appropriate
- Safeguarding civil aviation, and the Government communications corridor
- T.V. reception
5.2 Design and Evaluation Criteria for Tall Buildings in the Waterloo Area

5.2.1 The Building Height Framework for the Waterloo area as set out in Chapter 3 demonstrates that tall buildings should be clustered around Waterloo Station and the City Square. Generally, proposed tall buildings should:

5.2.2 Not harm the setting or views of conservation areas, historic assets and significant local or London-wide views

- Proposals should be designed so as not harm the setting of conservation areas, historic buildings or significant views. These include views from the Westminster World Heritage Site, 11 views identified by the London View Management Framework as well as relevant local views from conservation areas and parks. Policy 41 and Policy 43 of the UDP set out Lambeth’s policy on protection of views.
- Development should not harm the character and setting of the World Heritage Site. Proposals should be assessed for their impact on the outstanding universal value of the site, its setting and visual identity.
- The London View Management Framework identifies two geometrically defined protected vistas that cross over the Waterloo area: a linear view of the dome of St. Paul’s Cathedral from Westminster Pier framed in the middle ground by the uniform Portland Stone buildings on the South Bank; and a linear view of the dome of St. Paul’s Cathedral from King Henry VIII’s Mound, Richmond.

5.2.3 Relate to the local character within the Waterloo area

- New developments should relate to the character of the immediate surroundings and the larger Waterloo area.
- To enhance local distinctiveness, new developments should respond to local building forms and patterns of development and should seek to implement a fine urban grain and street block layout.
- Frontages should be established along a regular and continuous building line to create enclosed streets with a clear distinction between public and private spaces. New developments can enhance the local character without necessarily having to replicate historic architectural styles. A contemporary interpretation of the structuring and qualitative aspects of the frontages, spaces, the organisation of the façade and the materials may be found. Usually, following the typical building line, adhering to a similar scale and height, treating the façade with a related degree of detail and subdivision, and employing similar materials can successfully integrate new buildings into a historic context.
- Furthermore, tall buildings should have a clear structure and be composed of a base, body and roof top/crown.

5.2.4 Relate to the pedestrian environment and public spaces

- The ground level of tall buildings should be highly accessible and improve the quality of the pedestrian environment.
- The fronts and main entrances of tall buildings should face the street.
- The overall development should reinforce the street line and respect the street scale.
- Sufficient openings in the façade should assist looking and passive supervision of the street space. Blank walls should be avoided and active frontage promoted. This makes streets feel safer and creates more attractive environments for pedestrians.
- The public realm should be enhanced through high quality landscape treatment.

5.2.5 Have an outstanding design

- Due to their massing and height, tall buildings have a strong impact on their environment and any tall building should be of a high quality design. Good quality implies good economics; tall buildings should be durable and adaptable. Slender structures are more likely to be acceptable than bulky structures.

5.2.6 Create a significant landmark and enhance the legibility of the Waterloo Area
setbacks, can also prevent the problem of overall reduced light at ground level.

5.3 Content of Planning Applications for Tall Buildings

5.3.1 In addition to the normal requirements planning applications for tall buildings should consist of:

- A design statement including development context, development objectives, urban design principles, scale and massing, materials, details, lighting (day and night time), existing and proposed land and building uses, ground floor uses, treatment of roof top/crown, ground floor treatment, public realm strategy.
- A visual impact assessment to illustrate the impact on the context, especially on conservation areas and significant views. This should be done through accurate visual modelling of proposals – photomontages or three-dimensional computer models (buildings fully rendered) – from relevant assessment points as defined by this study. Proposals should be shown in daylight and nightlight conditions.
- A tall building statement, including benefits and justifications – such as regeneration, sustainability, legibility and city image – for a tall building on the proposed site.
- A building services strategy including building systems and enclosure, energy consumption and efficiency, lighting (day and night time), telecommunications and microclimate (wind tunnel studies, sun path studies, shadowing, privacy and overlooking) and maintenance.

5.2.7 Consider impacts on the microclimate

- Tall buildings cause overshadowing of public space and surrounding buildings, as well as generally reducing the amount of light reaching the ground by blocking out the sky. Large reflective surfaces can also focus light into unexpected areas or cause dangerous glare. Tall buildings can also channel wind through the pedestrian environment increasing its speed and creating strong vortices and eddies. Consistently windy areas can develop as a result, which are difficult to walk through and which have a high volume of dust and litter in the air.
- Proposals for buildings above 6 storeys need to respond to several requirements to help improve environmental conditions surrounding them.
- To improve environmental conditions around buildings above 6 storeys it is best to avoid: large flank walls facing dominant wind; funnel like gaps between buildings; buildings pierced at ground level; and, long parallel rows of smooth faced buildings.
- Effects of wind channelling can be reduced by placing the building on a podium to interrupt downdrafts before they reach the pedestrian level. Similarly, podiums reduce updrafts by interrupting the flow of wind along the public realm and up the building. Downdraughts can also be mitigated with the use of sheltered arcades, colonnades and awnings. The surface of the building’s facades can help reduce wind channelling by increasing articulation of the façade, avoiding large smooth façade surfaces and creating setback steps as the building gets higher.
- Curved facades facing the prevailing wind also prevent the build up of air pressure that occurs when wind hits a flat surface.
- Overshadowing can be reduced by setting a tall building back from the effected area, or placing it on a podium. Reducing the bulk of a tower as it becomes higher, through regular setbacks, can also prevent the problem of overall reduced light at ground level.
Movement patterns in the study area are complex and there are a variety of conflicting demands of the different modes. The volume of the different traffic flows, major barriers, lack of permeability, and the series of level changes complicate movements around the area for all modes. Lambeth aims to promote sustainable travel through policies set out in the Lambeth UDP and Lambeth Local Implementation Plan. These aim to reduce parking provision and traffic impacts, encourage public transport and promote cycling and walking.

**Policy 80 Transport in Waterloo**

The scale and cumulative impact of development proposed should be within the capacity of the public transport network to cope.

Foot-way capacity will be increased and the quality of the pedestrian environment improved. Development proposals should demonstrate that they will have an acceptable impact on pedestrian capacity, connectivity and integration between places, cumulatively with other projected developments, or contribute towards wider proposals to address these issues.

In conjunction with TfL, the impact of traffic on major roads will be reduced with Waterloo Road, the Cut and York Road in future having pedestrian, cycle and public transport priority, and the impact of traffic reduced on Baylis Road and Westminster Bridge Road.

Major Development should include full proposals for servicing (including consideration of alternatives) compatible with the pedestrian safety and priority.

Where there are transport capacity constraints arising either cumulatively or from individual proposals, development will be required to contribute to a joint fund to secure improvements. A range of planning obligations will be secured towards this, triggered by phased implementation, to overcome problems that could otherwise restrict the potential of development.

Major developments should be accompanied by TAs. These should be coordinated between proposals and include: a shared assessment of baseline conditions, the capacity of public transport infrastructure now and in the future, and the scale and phasing of development and infrastructure improvements. Improvements to public transport accessibility, capacity and connections will be undertaken in Waterloo, taking account of its role as a major interchange.

TAs shall include a pedestrian demand analysis report containing detailed information on generated demand, related to foot-way widths, access routes, safety, and the cumulative impact of proposals within the area.
6.1 Infrastructure and Capacity Constraints

6.1.1 The baseline documented has reported on capacity constraints in the study area, which are summarised in the following:

6.1.2 Highway Network
The OAPF has drawn on the Congestion Charging Scheme (CCS) model to analyse traffic flows in the area followed by discussion with TFL and Lambeth Council. The framework concluded that both radial and orbital movements in the surrounding of the site are heavily trafficked.

6.1.3 The most heavily trafficked roads in the area include York Road, Waterloo Road, Stamford Street, Westminster Bridge Road and Lambeth Road. These streets experience a high level of through traffic.

6.1.4 Critical junctions in terms of congestion are identified as:
- Waterloo Road roundabout (IMAX);
- Westminster Bridge / Lambeth Palace Road junction;
- Waterloo Road / Baylis Road / The Cut junction;
- Westminster Bridge Road / Kennington Road junction.

6.1.5 High traffic flows along these roads result in severance for local pedestrian and cycle movements and lead to delays to traffic and buses.

6.1.6 Mainline Rail
Waterloo Station accommodates 260,000 journeys a day. The station is considered to operate at capacity at present during the evening peak. Current capacity constraints and the predicted increase in demand of approximately 20% over the next ten years have been driving the proposals to redevelop the station. Improvements to the station are required to increase capacity and ensure operational functionality, which include, increasing the size of the concourse area, and improving circulation.

6.1.7 London Underground
With regards to underground capacity a full assessment of congestion has been conducted as part of the GLA Planning Framework leading to the identification of locations where heavy congestion is predicted. Critical areas highlighted were:
- Jubilee Line ticket hall entrance portal due to restricted width of the main opening given the proximity of the escalators;
- Waterloo and City Line departures platform staircases and ramps, due to limited train services and exceptional peaks;
- Northbound Bakerloo Line platform due to restricted platform widths;
- Services northbound on the Northern Line, westbound on Jubilee Line, northbound on the Waterloo and City Line are all close to capacity in the AM peak.

6.1.8 Buses
Waterloo is an important hub for bus services and for bus passengers to interchange with other modes. Over the planning period, a 40% rise in bus use is predicted. In order to accommodate this rise, Lambeth and TFL will ensure that existing provision of stops and stands is retained and that new or replacement stops are located close to each other and to the station. The aim is to increase capacity for bus passengers and improve Waterloo as an effective and easy to use hub and interchange. The area is also busy with tour coaches serving the various South Bank attractions and these need to be accommodated.
6.2 Proposed Transport Projects and their Impact

6.2.1 Waterloo Road
The OAPF proposes the removal of general traffic from Waterloo Road between the IMAX roundabout in the north and the signalised junction with Baylis Road in the south, giving priority to public transport, pedestrians, and cyclists as part of a city square and interchange space. This proposal would facilitate the proposed Cross River Tram (CRT), and bring benefits for bus, pedestrian and cycle movements.

6.2.2 However, downgrading Waterloo Road is only viable if alternative traffic routes have the capacity to accommodate displaced traffic.

6.2.3 TfL is currently in the process of assessing the impacts of traffic reduction from Waterloo Road on the wider road network.

6.2.4 Parliament Square / Victoria Embankment
TfL is considering a reduction of road space at Parliament Square and Victoria Embankment. Initial modelling of the project indicates only minor traffic impacts on the Waterloo study area. Detailed assessments including modelling of the highway and demand changes will be undertaken by TfL and Lambeth is concerned to keep traffic impacts on Waterloo to a minimum and where possible improve conditions. Traffic modelling should also take into account the cumulative impact on Waterloo with development at Elephant and Castle.

6.2.5 Cross River Tram
The Cross River Tram (CRT) is proposed to be a new high-quality public transport link between Camden Town and Kings Cross in the north, and Brixton and Peckham in the south via Waterloo. The stated purpose of TfL’s CRT proposal is [a] to support regeneration in the most deprived parts of inner south London and [b] to provide increased capacity between Waterloo and Euston to relieve crowding on the tube.

6.2.6 Following a public consultation period for route options, which ended in January 2007, TfL is currently progressing work on selecting a preferred route. A Transport and Works Act (TWA) submission is programmed for mid-2009. The earliest the construction will start is late 2012 and the earliest the scheme could be operational would be early 2016.

6.2.7 In the vicinity of Waterloo Station, there is currently only one route option considered, which runs along Waterloo Bridge and Waterloo Road. South of the station the CRT splits in two routes, with one branch terminating in Peckham and the other branch in Brixton. The Peckham branch runs along Waterloo Road and London Road to Elephant and Castle. There are two route options under consideration for the Brixton branch; the more direct route follows Baylis Road and Kennington Road.

6.2.8 Since Waterloo will be a very busy stop, and may be the first tram stop after the two southern branches merge, TfL envisages three platforms will be required to allow for a tram to arrive while the previous one is still boarding. The tram would run with a 2-minute headway from Waterloo (4 minute headway per branch), resulting in a capacity of around 9,500 passengers per hour per peak direction.

6.2.9 CRT will provide a significant increase in public transport capacity and TfL expects that it will relieve the pressure particularly from the bus system, the Northern Line, and the Bakerloo Line. Impacts on the Jubilee Line and Waterloo and City Line are expected to be less significant.

6.2.10 Around 10,000 people per peak hour per direction use the bus system at present in Waterloo, around half of which are expected to switch to CRT. Many of these future CRT passengers would not be picked up at Waterloo Station but further south, as a consequence of which the pressure at Waterloo Interchange would be relieved.

6.2.11 Since the CRT route would run along existing streets, TfL is currently testing different traffic management measures to achieve adequate priority and journey speed for the tram.
measures range from no segregation at all to more radical solutions such as banning general traffic from Waterloo Bridge. TfL will determine the degree of segregation and the choice of traffic management measures through discussions and more detailed work over the next 2 years.

6.2.12 While the CRT takes out some of the vehicle capacity in Waterloo, it will significantly increase total passenger capacity on its route and will replace many of the existing bus movements.

6.2.13 The Redevelopment of Waterloo Station

In order to increase passenger capacity on the train routes from Waterloo, longer platforms are needed at the terminus station - initially to accommodate 10 car trains and in the longer term 12 car trains. This will necessitate significant alternations to the platforms at Waterloo Station and reuse of the (longer) ex-Eurostar platforms. In addition, the existing concourse is at full capacity. In order to accommodate longer trains and provide larger concourse areas for passengers, various options are being considered for the station.

6.2.14 Network Rail completed a pre-feasibility study in 2007, which considered options for redeveloping the station and is commissioning a further study, due to be completed in 2009 examining in more detail how to bring forward the required station improvements.

6.2.15 The long-term proposal for the station seeks to achieve a world-class transport interchange facility with increased capacity to cater for future demand growth while exploring opportunities for commercial development above, beside and within the station. Therefore, the interface with other modes was a primary consideration when evaluating the different options for the station redevelopment.

6.2.16 A central proposal is for the station concourse to be lowered to street level. This will create a larger concourse area to relieve capacity problems and improve access to the Underground services. The street level concourse will improve circulation interface between track level and the underground ticket hall.

6.2.17 A general principle guiding the proposals is to provide increased permeability through and around the station. Multiple station entrances are proposed from all directions and opening the station along the eastern and western edges at street level allows improved access to the ticket hall directly from Lower Marsh and York Road. Access for pedestrians will be primarily at street level along desire lines and new frontages will provide an active environment around the station. Removal of service roads would help achieve this but would only be supported if satisfactory replacement servicing can be provided.

6.2.18 Underground System

A series of improvements are scheduled for the Underground system in order to overcome the constraints outlined in section 5.1.7. Service improvements are expected to come through PPP. Improvements to signalling of the Jubilee Line are planned for 2009, allowing for an increased peak hour capacity. However, these increases in capacity are expected to be offset by general passenger growth.

6.2.19 A significant increase in Underground capacity could be achieved by TfL’s aspiration of rebuilding Camden Town Station and splitting the Northern Line in two segregated routes. Running trains between all combinations of branches, as is currently done, means around 20 trains per hour can run on each of the central sections, because merging trains have to wait for each other at the junctions. Segregating the routes will allow 30 trains per hour on all parts of the system, resulting in an increase of about 50% capacity on the Northern Line equating to an additional 6,000 passengers per peak hour and direction. However, since Camden Town Station would need to be rebuilt before this could be implemented, the completion of this project is unlikely to be before 2016.
6.3 Framework to coordinate transport and interchange improvements

6.3.1 As described above, a series of major transport projects are planned for and affect the Waterloo study area. It will be essential to coordinate these projects in order to maximise the benefits they can bring to the study area for the various modes. The following text brings together various proposals for the study area on a mode-by-mode basis. This is also illustrated in figure 10 on the following page.

6.3.2 Pedestrian Network
Improving pedestrian amenity, accessibility, and permeability is a core objective for the Waterloo study area and all proposals seek to contribute to enhancing the overall pedestrian environment.

6.3.3 With Network Rail envisaging lowering the station concourse to street level and providing additional entrances to the station from all sides, increased access and permeability for pedestrians would be achieved and the severance of the local area resulting from the station would be significantly reduced.

6.3.4 The proposals to remove traffic from Waterloo Road would enable the creation of an attractive public space with increased commercial activities and the establishment of a café culture. This in turn would increase the footfall and revitalise retail and leisure in the area.

6.3.5 Waterloo should be a connected place with an improved network of pedestrian links. Where possible, these links should be provided along key desire lines and at grade. It is proposed to remove the raised walkways and subways and replace them with at grade facilities. The proposed re-development of Elizabeth House for instance offers the opportunity to open up street level access to the Station from York Road with significant improvements in public realm space. The opportunity to remove the subway system in the proximity of the IMAX roundabout is a priority and is being actively explored as part of the station redevelopment plans and a project to improve the roundabout environs as a whole. Proposed developments should add and connect to the existing network at grade and active frontages should be sought along key links. In contrast, pedestrian links along service road should be avoided. Pedestrian links to the South Bank and between the green spaces in the area should be a particular focus of improvements.

6.3.6 Footway capacity will need to be increased in order to handle the increase in demand resulting from general growth and new developments being brought forward. In particular York Road and the links between Waterloo Station, the Hungerford Bridge, and the South Bank would benefit from footway widening.

6.3.7 The public realm guidance in chapter 6 builds on these principles.
6.3.8 **Cycle Network**
Cycling demand in and around the study area is high and constantly increasing and Lambeth is facing the challenge of providing adequate infrastructure and facilities to provide for the rising demand.

6.3.9 New developments should connect to and improve the existing network with direct, safe and well-lit cycle routes. Adequate cycle parking needs to be provided both for office and residential development. Cycle parking provision in developments should exceed the standards set out in policy 14 of the Lambeth UDP.

6.3.10 Cycle access and egress to and from Waterloo Station should be improved form all directions and clear links to existing cycle routes should be established, improved and well signed. Priority provision needs to be made at all junctions on the approaching arms. Improvements to Belvedere Road and Upper Ground as a cycle route will be encouraged to provide an attractive alternative to the Riverside Walk.

6.3.11 To facilitate an easy interchange between cycling and public transport, cycle parking should be provided at all station entrances and in the proximity of the bus station and tram stops. At least one large cycle park should be provided with sheltered facilities, lockers and maintenance and repair service, ideally combined with cycle rent facilities.

6.3.12 The proposals to reconfigure Waterloo Road would enhance the cycling environment in the proximity of the station by providing a traffic calmed cycling environment. Similarly, the new public realm outside station to the north including the area between Victory Arch and the IMAX would allow for attractive cycle movement. These new spaces provide the opportunity for new and additional cycle storage facilities.

6.3.13 Further to the above cycling will be enhanced through the overall reduction of motorised traffic, which is expected through the CRT and related traffic management measures that will discourage vehicular movement through the area.

6.3.14 **Public Transport Interchange**
The current thinking about the potential location of the future CRT stops is on Waterloo Road in front of the Church St. John the Evangelist. In fact Waterloo Road will function as a main public transport interchange and activity hub: The majority of bus stops being consolidated directly outside the station on Waterloo Road and the proposed town square contributes to an active environment and natural surveillance. The street level concourse of the station will improve the interchange between train, tram and bus.

6.3.15 The public space is expected to attract pedestrian and cycle movement and it is expected that the proposed major cycle park should be located at the eastern side of the station so that it is accessible from Waterloo Road.

6.3.16 A number of bus stops will be accommodated on York Road. The introduction of new entrances on the western side of the station and increased at grade permeability offered by the redevelopment of Elizabeth House in particular will allow improved access to these stops.

6.3.17 The current bus station in Tension Way is a core element of the TfL bus network and it will be retained and enhanced through public realm improvements. When more detailed proposals for the City Square will be brought forward TfL’s requirements regarding bus operations will be considered and integrated. Strong pedestrian links between the bus station and the new Waterloo Square will be established in order to ensure a good interchange relation between bus routes serving Waterloo Square, the CRT, and the rail services. Improvements to the Tenison Way bus interchange will be encouraged. TfL also regards the bus stands in the area as of critical importance in supporting bus services through the area and will be retained.
Figure 10: Waterloo Movement Strategy
6.3.18 **Vehicular Traffic**

The current dominance of vehicular traffic in the area around Waterloo Station should be reduced and a generally more efficient traffic layout should be aimed for, that allows for a more pedestrian friendly environment. The introduction of CRT along with road space reduction and traffic management features proposed (including the closure of Waterloo Road to general traffic) support these objectives in that they discourage vehicular through movements in the study area. Routes for service vehicles should be designed in such a way as to discourage through traffic.

6.3.19 **Given the excellent public transport provision in the area, parking provision will be kept to a minimum and car-free development will normally be encouraged. The Council is promoting car-club as an alternative to car ownership and has been successful in expanding the number of places substantially, and these schemes are particularly suitable for residential schemes in Waterloo.**

6.3.20 **Taxis**

Taxis play an important role at the station interchange and for this part of central London. Requirements for the provision for this mode need to be included in redevelopment schemes, and particularly in any redevelopment option for the station. Existing facilities should be retained or replaced, but improved provision will be encouraged, particularly where this helps traffic and pedestrian circulation around the station. Major development proposals in Waterloo should consider how provision for taxi drop off will be accommodated.
Successful, thriving and prosperous communities are characterised by streets, parks and open spaces that are clean, safe and attractive – areas that local people are proud of and want to spend their time”

(Living Spaces: Greener, Safer, Cleaner – Forward by Deputy Prime Minister, October 2003)

The public realm plays a hugely important role in making Waterloo a successful, vibrant and thriving place where people want to spend their time. The need for the careful planning and maintenance of our public realm is therefore recognised at all levels of governance. At a local level this is recognised in policy 81a, c and d of Lambeth’s UDP 2007.

This section of the report provides guidance in relation to the treatment of the public realm within Waterloo. This guidance aims to ensure that our streets, parks and open spaces – parts of the urban fabric that have often been ignored - are clean, safe and attractive.

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C. A Connected Place – An excellent network of pedestrian links will be developed and retained in Waterloo. As many as possible of these should be at grade and focused to make the routes between places clear. Major developments should show how they would add to and connect to this network, including proposals on other sites. In particular, developments, which include or connect with the Royal Festival Hall Terrace/Hungerford Bridge level and or the Waterloo Station concourse level, should demonstrate how they would connect, predominantly at grade. This includes Waterloo station, as and when it is remodelled. This should be done through a joint study.

Where they need to be kept raised walkways, subways and paths, and viaduct roads under the railway should be made safer, better lit and more inviting, including, increased active frontage uses facing onto them, and increased activity at street level.

D. A High Quality Public Realm - A co-ordinated approach and upgrading of signage, lighting, materials and street furniture - especially to cope with anticipated visitor flows – will be secured through planning obligations. Public spaces and green spaces will be created and secured as part of major proposals and through regeneration schemes. These spaces will be connected to the riverside walkway, with well-designed defined edges; also including entranceways with active frontages and compatible uses around them.

Dead frontages and amorphous and leftover spaces and car parks between major buildings will be improved, and should be removed before development.
7.1 Overarching principles

What Makes a Successful Place?

7.1.1 Successful urban spaces and places display common qualities: people are attracted to these places because of the experience these spaces offer. They are comfortable, interesting and fun places to be. The key characteristic of a successful place is that it provides inclusive spaces which accommodate people and their activities. Creating a successful urban place requires some thought about the qualities we want to experience in these areas.

7.1.2 The DETR publication ‘By Design: Urban Design in the Planning System: Towards Better Practice’ sets out a series of design qualities that our towns and cities should aspire to achieve. These qualities include the need to create places with real character and identity, places that are easy to navigate and move around, and places with diversity and choice. By Design also highlights the importance of a high quality public realm – places with attractive and successful outdoor areas. The success of the public realm depends on the arrangement of its paving, planting, lighting, orientation, shelter, signage, street furniture, and the way it is overlooked, as well as the routes which pass through it, and the uses in and next to it.

7.1.3 Traditionally, successful public spaces serve a number of functions; as meeting places where people gather, meet and greet; as market places that provide or encourage activity such as shopping and trade; and as market places that are about movement of all modes of transport enabling pleasant and efficient pedestrian movement. Each of these functions needs to be considered and nurtured within Waterloo.

7.1.4 The Vision for Waterloo

There is a clear priority and opportunity within the Waterloo study area to improve the quality of the public realm, increase permeability, particularly north-south connections improve strategic and local linkages and connectivity and create a more pedestrian friendly environment.

7.1.5 Indeed, The vision set out in the OAPF is: ‘To give Waterloo a new ‘City Square’, that also serves as a public transport interchange space; to improve permeability to and within the area and provide new development in the area around and above Waterloo station’

7.1.6 In order to achieve this vision the OAPF identifies, among others, the following key objectives:
- To use the public realm to bring together different parts of Waterloo and address pedestrian movement / connections;
- To remove general traffic from Waterloo Road and give priority to pedestrians and cyclists as part of creating a new ‘City Square’ and interchange space.

7.1.7 The following section provides guidance in relation to the public realm within Waterloo. The aim of this guidance is to create and maintain an environment that has the following qualities:
- Clean and safe,
- Contemporary,
- Uncluttered
- Durable,
- Accessible,
- High quality,
- High degree of consistency, and
- Relates to the surroundings and heritage.

7.1.8 Developers are encouraged to incorporate these principles and the following guidance into their plans at an early stage, so that the treatment of the public realm is seen as an integral part of creating well-designed and successful urban places.
7.2 Public Realm Masterplan

This section of the document considers spatially specific guidance relating to the structure of public realm in Waterloo. This guidance should be read in conjunction with Figure 11. Specific guidance in relation to the treatment of the public realm follows.

7.2.1 Various projects have improved Waterloo in recent years, such as Light at the End of the Tunnel, IMAX subway lighting and Kings College Plaza and Lambeth is working with its partners, such as CRP, SBEG, WCDG, SBC, etc. to further improve the public realm. There are a number of priority projects for improving the public realm at Waterloo that will make a difference to the character and ease of movement around the area. These projects are set out below:

7.2.2 City Square
One of the most significant interventions in relation to the public realm is the proposed new City Square and interchange space. This will create a new public space linking the River Thames and the South Bank Centre, existing office and residential developments, bus stops and the proposed tram cross river with Waterloo station. Downgrading Waterloo Road would further allow for a more pedestrian and cycle friendly environment.

7.2.3 The City Square should be better connected to the Riverside Walk through public realm improvement at the Concert Hall Approach and Waterloo Bridge.

7.2.4 Improvements to Waterloo Station
Options for the redevelopment of the station will include bringing the main passenger concourse down to street level - a priority for Lambeth. This would enable access to the station from all directions allowing for new links between the areas presently cut-off from each other by Waterloo station, especially Lower Marsh and the Riverside Walk. Another aspect of the public realm masterplan is to
could reconnect the area and create a more pedestrian friendly environment, especially fronting Waterloo station itself.

7.2.5 **New Green Links**
This study proposes to create a green link network by converting York Road / Stamford Street and Waterloo Road into pedestrian friendly tree-lined boulevards.

7.2.6 The tree-lining of York Road and Stamford Street will create a new green link connecting Lambeth Palace Gardens and Archbishop’s Park to the south, with Bernie Spain Gardens to the north. It is recommended that London plane trees be used to line these two streets, therefore reflecting their existing use along Lambeth Palace Road and along the Riverside Walk. This new green link will reflect the curve of the River at this particular point and will help to draw people into the heart of the Waterloo area activity from the Riverside. The link will also help to mark the divide between two character areas, namely the riverside Character Area and the Railway Character Area.

7.2.7 Tree-lining is also proposed along Waterloo Road to enhance the public realm and reinforce the importance and legibility of Waterloo’s main north / south connection.

7.2.8 **Better Pedestrian Links to the Riverside Walk**
Another key concept for the Waterloo public realm will be the creation of improved pedestrian linkages between Riverside Walk and Belvedere Road / Upper Ground. These new linkages, which will be achieved through public realm improvements and the encouragement of live frontages, will help to draw some of the current footfall and activity from Riverside Walk into the heart of Waterloo. There are also opportunities for pedestrian only linkages within the secondary road / pedestrian network.

7.2.9 **Improvements to the Railway Arches**
There is also an opportunity to invest in viaduct improvements. ‘Light at the End of the Tunnel’ provides a full analysis and has delivered various projects. Making the railway arches more welcoming and permeable
Figure 11: Public Realm Strategy for Waterloo

- Existing public green space
- Existing public squares
- Riverside Walk
- Proposed pedestrian link (square/shared surface)
- Proposed 'City Square'
- Upper Ground/ Belvedere Road
- Existing pedestrian connection between Riverside Walk and Belvedere Road/ Upper Ground
- Public realm improvement and active frontages on pedestrian connections between Riverside Walk and Belvedere Road/ Upper Ground
- Main road
- Secondary road/residential street
- Historic street in conservation area
- Proposed connection (secondary road/residential street). Road (R) or pedestrian connection only
- Proposed pedestrian connection between Lower Marsh and Riverside Walk through Waterloo Station
- Existing London Plane trees
- Proposed London Plane trees
- Proposed trees along Waterloo Road
- Primary active frontage
- Live frontage at pedestrian connections between Riverside Walk and Upper Ground/ Belvedere Road
This could be achieved through improved lighting and live frontages – restaurants, cafes, etc. - under the railway arches.

7.2.10 **Making the place more pedestrian friendly**

The structure, layout and design of the pedestrian environment is illegible, awkward and uninviting at present, comprising a complex network of pavements alongside busy vehicle dominated roads, underpasses and high level walkways. These are accessed via steps in the main. A primary concern of this masterplan is to encourage pedestrians to walk at ground level, by creating an exciting, safe, convenient and inclusive route system. It aspires to eliminate the need to provide for pedestrians either above or below ground. Further work will be carried in considering opportunities for developing networks of routes and spaces particularly drawing on work carried out by the Waterloo Community Development Group.

7.2.11 **Active frontages**

In order to ensure the creation of a high quality public realm it is important that buildings have their fronts and main entrances oriented towards the street to contribute to a lively, safe and attractive street scene. Frequent doors and windows will assist the overlooking and passive supervision of the street.

7.2.12 **Active ground floor uses**

Such as retail services, restaurants, cafes, pubs, health and social facilities, should be encouraged wherever possible. Active frontages are particularly important at the proposed City Square, Waterloo Road, York Road, Stamford Street, Lower Marsh, The Cut, but also Belvedere Road and Upper Ground.
7.3 Specific Design Guidance

7.3.1 There can be no ‘one size fits all’ approach to the public realm – the design of our streets, parks and open spaces must respond to and respect the local context. As such, a number of street typologies with distinctive characters have been identified within the Waterloo study area:

- Main roads;
- Secondary roads / residential streets;
- Contemporary streets (e.g. Upper Ground / Belvedere Road);
- Historic streets; and
- Riverside walk.

7.3.2 These distinctive street typologies will be referred to throughout the following sections and will help to inform the recommendations for the design and management of the public realm in the Waterloo area.

7.3.3 Streets and Traffic Management

The careful design, construction and maintenance of streets and footways within Waterloo is important to ensure the creation of a high quality public realm as set out in the Design Guide for Lambeth. Consistency of approach to the design of streets, including footway and carriageway surfaces, should also be ensured. This will help to improve the appearance of the study area and will aid maintenance procedures.

7.3.4 Generally a restrained approach should be adopted using a limited palette of high quality materials. Within sensitive areas, such as conservation areas, the restoration of existing paving should be encouraged wherever possible. The use of otherwise natural materials where this is a local tradition should be considered, e.g. Yorkstone. In other circumstances the use of a large module pre-cast concrete slab will usually be appropriate.

7.3.5 The use of tactile paving in a wide range of colours and textures can be particularly obtrusive. Care should be taken to use these surfaces sparingly. Alternatives, such as stainless steel studs/mono-coloured tactile paving should be considered in conservation areas.

7.3.6 The quality of paving on streets with a high pedestrian flow will be particularly important. Surface continuity should therefore be ensured by encouraging utility companies to use recessed covers on pavements, and to put in place strong management and maintenance procedures.

7.3.7 Traffic Management

With regards to traffic management the design of the public realm within the Waterloo study area must respond to the needs of all users, whilst being sympathetic to the local context. It is important, however, that the needs of pedestrians, cyclists and public transport users are put above those of private car users. The minimisation of street clutter and the creation of safe and attractive pedestrian and cycle routes should therefore be a priority. Design must be sensitive to both the requirements of traffic and highway engineering standards as well as aesthetic considerations. Consideration must also be given to integrating bus services, including bus standing, stops and priority measures.

7.3.8 Consideration should be given to the mounting of signs on walls and lampposts and guard-railing should be removed, unless there are no other appropriate traffic management measures, or where they are considered essential for pedestrian safety. Where there is no alternative guard-railing should be understated and painted black. It is also recommended that parking meters be replaced with pay and display machines.

7.3.9 Street Furniture

The overall approach to the provision of street furniture within the Waterloo area should be one that promotes quality, simplicity and the careful consideration of context. All street furniture (including seating, litter bins, public telephone boxes and bollards) should be

- Of simple, high quality and durable design;
- Co-ordinated in terms of materials and colour;
- Designed to discourage anti-social behaviour such as rough sleeping and skateboarding;
- Respond to the needs of disabled people; and
- Be located in a position that does not impede pedestrian flows or pedestrian desire lines, but where demand is highest.

7.3.10 In addition, the design of street furniture should respond to its local context. For example, within
historic areas furniture should be understated and replicate, where appropriate, original furniture. Within other parts of Waterloo, especially Upper Ground / Belvedere Road, there is the potential to encourage more contemporary designs, reflecting the character and function of the street. Contemporary materials could include stainless steel and glass.

7.3.11 The overriding objectives within the Waterloo area should be to reduce street clutter. The use of bollards should therefore be minimised. Where possible, services could also be co-located, such as the integration of public telephone boxes with bus shelters.

7.3.12 Transport related street furniture
The provision of transport related street furniture should adhere to the principles outlined above. Bus shelters, for example, should be well designed and constructed using high quality and durable materials. The use of advertising on bus shelters, particularly within historic parts of the Waterloo area, should be carefully considered.

7.3.13 Cycle parking should be provided in parts of the study area with highest demand – this could include sites adjacent to cycle routes, transport interchanges, key public buildings and major education facilities. It is important that their siting does not create unnecessary street clutter or block pedestrian desire lines. Coherence and coordination with regards to all street furniture across the Waterloo area is essential. Cycle parking provision in developments should exceed the standards set out in policy 14 of the Lambeth UDP.

7.3.14 Wayfinding and Information
Waterloo is an area of regional importance, as a major transport and cultural hub. The provision of information which enables people and traffic to move easily and efficiently around the area is therefore critical. The ‘Legible London’ project is designed to improve signage and wayfinding in the capital and is to use the South Bank as one of its pilot areas.

7.3.15 Signposts and information systems should be designed to reduce street clutter and visual intrusion. Consideration should be given to wall mounted information points, as well as the consolidation of existing and new signposts.

7.3.16 It is important that information points are well located. Suitable locations include:
- Key gateways into the area;
- Public transport interchanges (Waterloo station);
- Key public buildings; and
- Along important pedestrian walking routes (Riverside Walk).

7.3.17 Lighting, Safety and CCTV
The use of appropriate lighting within an urban area can help to make a place feel both welcoming and secure. Imaginative lighting can also be used for artistic and aesthetic effect, and can help to improve the visual interest of a place. The requirements to avoid light pollution and encourage energy efficiency will be concerns.

7.3.18 It is important that lighting responds to the typology of streets and spaces. Equipment will vary, for example, depending on the width of traffic-carrying streets, as well as their function. Lighting within public open spaces will also be an important consideration and will serve two functions – lighting should be both imaginative (in order to improve the visual amenity of the area) and practical (in order to improve the sense of security within the area).

7.3.19 All lighting equipment should be designed to minimise visual intrusion and should be of a simple design with high quality materials. The design of equipment should also respond to the local context – for example, traditionally designed, black understated lampposts within the more historic parts of Waterloo. Where possible, consideration should also be given to the use of wall mounted lighting brackets on building facades.

7.3.20 CCTV systems aim to deter crime and promote a feeling of confidence and personal safety to users of the area. Wherever possible, CCTV cameras should be mounted on buildings and walls to minimise visual intrusion. Where sight line requirements dictate that cameras need to be installed on poles, they should double-up with lighting or other items of equipment, to minimise clutter.

7.3.21 Trees and Soft Landscaping
Trees and landscaping plays an important role within an urban context, softening the hard landscape, and providing visual and environmental amenity. Careful consideration must therefore be given to the location and type of trees within the Waterloo context, as well as priorities for soft landscaping.
7.3.22 Trees and landscaping should reflect the function and scale of streets and open spaces, as well as existing landscaping within the surrounding context. The tree-lining of primary streets such as Waterloo Road, for example, would reinforce their importance as carriers of traffic, as well as key gateways into the Waterloo area. Priority should also be given to the tree-lining of streets that connect large areas of open space (e.g. York Road and Stamford Street), in order to create green linkages.

7.3.23 Landscaping / Parks and Green Open Spaces
The network of green open spaces within the Waterloo area perform an important role as areas where people can relax, play, learn and enjoy. The Council will protect and enhance open spaces in consultation with local stakeholders and encourage a network of links to connect these spaces. It is important, therefore, that these open spaces are co-coordinated to ensure that they perform complementary roles that reflect their size, location and catchment population. Landscaping and planting are an important way in which the character and function of open areas can be strongly defined and portrayed. Plant species must be encouraged that contribute to the ecology of the space.

7.3.24 In addition to projects in the Lambeth Local Implementation Plan [LIP], the South Bank Employer’s Group has compiled a list of public realm projects, in consultation with other groups in the area. These projects are set out in Appendix A and will be used as a public realm project bank for s106 planning obligations, together with those in the LIP. The list of projects will be updated regularly, separate to the SPD process. Further information can be found on www.sbeg.co.uk
Temporary exhibitions, such as these Anthony Gormley sculptures add interest and variety.

Spaces must meet local needs as well as those for visitors.

A good example of a north-south route with high quality public realm and active frontages overlooking the space.
08 Sustainable Design and Construction

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

8.1 Policy Context

8.1.1 The London Mayor’s Energy Strategy aims to put London on a path to achieving a 60 per cent reduction in CO2 emissions relative to 2000, by 2050.

8.1.2 As part of this strategy, London Plan (2008) policy 4A.7 requires developments to achieve a reduction in carbon dioxide emissions of 20% from on-site renewable energy generation (which can include sources of decentralised renewable energy) unless it can be demonstrated that such provision is not feasible.

8.1.3 Lambeth’s Unitary Development Plan promotes sustainable forms of development:

- All new development will need to incorporate sustainable design and construction (Policy 35).
- All major development (above a threshold of 1000m² or 10 dwellings) will be required to incorporate equipment for renewable power generation so as to provide a minimum of 10% of their predicted energy requirements (UDP Policy 34). This is a minimum standard and compliance with London Plan policy 4A.7 will generally be expected.
- Increased use of renewable energy is promoted and should be incorporated in larger sites (Policy 53b).

8.1.4 Further guidance is set out in Lambeth’s SPD on Sustainable Design and Construction.
8.2 Development Guidance/Requirements

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

8.2.2 Principle 1

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

8.2.3 The need for active cooling systems should be reduced as far as possible through passive design including natural ventilation, appropriate use of thermal mass, external summer shading and vegetation on and adjacent to developments. The need for active heating should be minimised through employing efficient built forms, materials, orientation and layout [passive solar gain]. Furthermore artificial lighting should be reduced with adequate daylight and sunlight being achieved throughout the living and workspace areas of the building.

8.2.4 Principle 2

All major developments are required to incorporate on-site renewable energy generation so as to provide a minimum of 10% of the site’s predicted energy requirements [Lambeth UDP] and developers are expected to achieve a reduction in carbon dioxide emissions of 20% from on site renewable energy generation [London Plan].

8.2.5 All developments should demonstrate that their heating, cooling and power systems have been selected to minimise carbon dioxide emissions. In order to meet this target Lambeth will encourage a mix of renewable energies within the Opportunity Area. The London Renewable Energy Toolkit provides useful guidance. S106 Agreements will be used to ensure compliance with the policy for the lifetime of the building.

8.2.6 In the rare case where renewable energy generation is not possible due to physical limitations of the site, developments may provide offsite renewable energy within the Waterloo area. In these cases, developments must have adequate infrastructure to utilise the off site renewable energy.

8.2.7 Principle 3

New buildings within the Opportunity Area should be equipped with adequate fixtures or design to allow for future expansion of renewable technologies and integrated networks of waste and energy management.

8.2.8 All proposals should be configured to enable developments to receive power, heating and cooling from a district power heating and cooling systems or networks of systems. These systems can also incorporate complementary renewable energy technologies such as wind power, photovoltaic and biomass.
8.2.9 **Principle 4**

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

8.2.10 **District heating** offers the best practical means to make more efficient use of energy and reduce carbon dioxide emissions. It also offers scope for homes to benefit from adequate and affordable heating. Developers will be encouraged to work with an Energy Services Company (ESCO) or a Multi Utility Services Company (MUSCO) to also provide affordable heating to local residents. Where there are a few large development sites close together, the separate planning applications should consider using a centralised for all those sites. Where this cannot be delivered in one phase of development due to timing or separate ownership, passive provision to allow for future connection to a wider communal system should be built into the development proposals to allow for its eventual delivery.

8.2.11 The London South University is undertaking a strategic feasibility study of energy supply and CHP options for the South Bank area. The study has been commissioned by the South Bank Employers Group and will provide a report setting out a recommended solution showing technical, economic and environmental viability. It is expected that this report will be finished in autumn 2008 and its findings will be incorporated in to the final versions of the SPD

8.2.12 **Principle 5**

Green roofs and or walls should be incorporated within new buildings where appropriate.

8.2.13 Green roofs can improve the local microclimate, absorb noise and create space for amenity or biodiversity. Native plants and species should be used where possible as they generally have lower maintenance needs and can enhance the local biodiversity.

8.2.14 **Principle 6**

Sustainable Water Management should be incorporated within all development in line with the Mayor’s Drainage Strategy and the Mayor’s Water Strategy.

8.2.15 London Plan policy 4A.14 promotes sustainable drainage and policy 4A.16 aims to protect and conserve water supplies and resources. Sustainable Urban Drainage Systems (SUDS) should be employed where appropriate. Porous paving should be utilised where possible in order to maximise ground water infiltration and minimise surface run off. Policy 4A.16 of the London Plan also sets a maximum water use target of 105 litres per person per day for residential development.
09 Site Specific Guidance

This section sets out site specific guidance which should be taken into account in preparing proposals for the following key redevelopment sites:

MD0 93  Shell Centre
        Hungerford Car Park
MD0 94  South Bank Centre
MD0 91  Waterloo Station
MD0 92  Elizabeth House
MD0 107 Union Jack Club
        Lower Marsh
        IMAX & ´City Square´
Shell Centre Site

Key
- Primary active frontage
- Secondary live frontage
- Public realm improvement (main road)
- Public realm improvement (secondary road)
- Public realm improvement (square)
- Existing landmark building
- New pedestrian link
- Opportunity for tree planting (London Plane) Green link
- RH Recommended height
9.1 Shell Centre (MDO 93)

9.1.1 Site History
Shell International put forward a plan to redevelop the Shell Centre on York Road in 2001. The plan would create a new 10-storey building on the upstream podium with office, retail and leisure uses. The ground floor spaces of the existing Shell Centre tower would be converted to retail uses and be open to the public. The public realm across the Shell Centre would be greatly improved. Planning permission was granted on appeal by the Deputy Prime Minister in 2004, but the scheme has not been built.

9.1.2 Current Status
The site is identified as a Major Development Opportunity in the Lambeth UDP (MDO93). Indeed, the UDP states that “the Council will promote the contribution this site can make to permeability and pedestrian linkages as well as to open space provision either in its own right or to generating improvements to open space within the wider area”. The utilisation of basement car parking/servicing is also encouraged in any development.

9.1.3 Development Principles
The Shell Centre benefits from easy access from the station. Development here should be of contextual height to complete the shoulder of the Shell Centre and reinforce the base of the cluster of tall buildings around Waterloo Station and the City Square. As the primary pedestrian connection between Waterloo Station and Jubilee Gardens/London Eye the public realm must be durable enough to cope with large volumes of pedestrian traffic.
| **Urban Layout** | Retention of Shell Centre tower and adjacent courtyard development  
Selective infill in perimeter block layout to south of Shell Tower  
Additional floors added to northern block to increase height by 17.5m  
Potential to replace lower level building adjacent  
Provide pedestrian routes between York Road and Belvedere Road  
Development around Jubilee Gardens should frame and enhance its setting and relate to it in terms of accesses, frontages and public realm design |
| **Grain and Height** | Retain landmark Shell Tower building as highest element in complex  
Perimeter block to south rising in height from Jubilee Gardens to a maximum height of 48m (podium height) at the York Road edge of the site  
Additional storeys on northern block rising to 80m |
| **Land Use and Development Capacity** | Ground floor retail/cultural  
Sports/leisure for public use  
Office (B1)/residential upper floors  
Utilisation of the basement parking and servicing area to house operational parking for the South Bank Centre being displaced from the Hungerford car park site and some parking for tourist coaches will be encouraged  
Primary active frontage onto Waterloo Station, York Road and Belvedere Road  
Secondary live frontage onto east-west pedestrian links and adjacent to railway |
| **Access and Transport** | Replace high level east-west pedestrian link to Waterloo Station with link at grade  
Retain and enhance existing east-west pedestrian link to south of site |
| **Public Realm and Landscape** | Streetscape improvements to primary and secondary routes to include pavement resurfacing, street furniture decluttering, lighting improvements etc. all in accordance with public realm guidance  
Creation of at grade routes through the site  
Creation of tree lined a venue fronting Waterloo Station.  
Enhance square within courtyard complex to include comprehensive redesign in accordance with principles set out in public realm guidance  
Retain a wider view of the London Eye from York Road  
A joint masterplan should be prepared by SBC/BFI, Shell, P&O and Network Rail to coordinate public realm improvements across Hungerford Car Park, The Shell Centre, Elizabeth House and Waterloo Station |
| **S.106** | Integration of public art into design of scheme  
Streetscape improvements  
Enhancement of square within complex of buildings  
Tree planting  
Provision of cultural facilities - and contribution to public transport  
Affordable housing provision  
Given the lack of leisure facilities in Waterloo, the Council will seek greater public access to the on-site sports facilities. |
Jubilee Gardens and Hungerford Car Park
9.2 **Jubilee Gardens and Hungerford Car Park**

9.2.1 **Site History**
The Hungerford Car Park sits between the Hungerford Bridge and Jubilee Gardens. The site was first identified for open space by London County Council in 1934 and became part of a larger planned park in 1943. In 1951 the site housed the Dome of Discovery as part of the Festival of Britain. Jubilee Gardens was first opened in 1977 and was intended to eventually fill the entire area between County Hall and the railway viaduct.

9.2.2 Jubilee Gardens was designated as Metropolitan Open Land (MOL) in 1990. Planning permission was granted in the same year for new gardens that stretched across Hungerford Car Park but were never completed. Instead, the Gardens and the Car Park were used in the 1990s as a construction site during works to the Bakerloo Line and Jubilee Line and construction of the London Eye.

9.2.3 The South Bank Centre proposed a 6-storey development with a sloping glass roof across the Jubilee Gardens and the Hungerford Car Park in 2000. These plans were scaled back and now include only development of a new building on the Car Park site.

9.2.4 **Current Status**
The condition of Jubilee Gardens has deteriorated while the number of visits to the area has increased significantly with the arrival of the London Eye. In 2002 the Jubilee Gardens Steering Group was formed to create a new vision for a world-class park which serves the needs of all users - residents, local employees and visitors to the South Bank.

9.2.5 In 2005, following public consultation, West 8 landscape architects won a design competition for redevelopment of Jubilee Gardens and planning permission was granted in April 2006. Lambeth will work with its partners to bring forward the scheme, in particular addressing legal issues and pooling s106 contributions.

9.2.6 The BFI is currently developing plans for a new film centre for the Hungerford Car Park that will include a new building hugging the viaduct and creating a significant expansion of the Jubilee Gardens.

9.2.7 As outlined within policy 84 of the Lambeth UDP, Jubilee Gardens and the Hungerford car park site are designated as Metropolitan Open Land and any development of the site would therefore be a departure from the adopted development plan. However, the UDP inquiry Inspector did recognise that the site could be suitable for a cultural facility of national importance that allowed for a park extension. The land should therefore be protected as MOL until such plans materialise.

9.2.8 Further, MDO 94 of the UDP states that the redevelopment of the South Bank Arts Complex as Britain’s premier arts and cultural centre is supported. This is subject to developments affecting the complex being compatible with the Council’s policies and proposals for Jubilee Gardens and the Hungerford Car Park site.

9.2.9 **Development Principles**
Any new development at the Hungerford Car Park, an area of MOL, could only be considered if it is related to the South Bank Centre and is necessary to ensure that the South Bank Centre retains its world class arts and cultural status. It should maintain the campus style building pattern on the South Bank and should define the edge to the Riverside Walk promenade and provide an extension to the Jubilee Gardens. A direct pedestrian route from the Hungerford Bridge to the station via the Shell Centre, at ground level, should also be provided. The protected view to St. Paul’s Cathedral from Westminster Pier must be maintained. Development around Jubilee Gardens should frame and enhance its setting and relate to it in terms of accesses, frontages and public realm. In addition development that generates visitors who will use the gardens should contribute towards the delivery, creation and maintenance of a world class park.
| Urban Layout | • Perimeter block layout respecting established building lines such as the Shell Centre building lines  
  • Building up to existing railway viaduct  
  • Development around Jubilee Gardens should frame and enhance its setting and relate to it in terms of accesses, frontages and public realm design |
| Grain and Height | • Height restricted in central part of site by the need to retain linear view of St. Paul’s Cathedral from Westminster Pier  
  • There is potential to rise to the height of the Royal Festival Hall to the west of the view corridor facing onto Riverside Walk but views from the Festival Hall to the London Eye and Houses of Parliament should be retained  
  • A single building of limited footprint to reinforce ‘campus style’ development of the Riverside Character Area |
| Land Use and Development Capacity | • World class venue for South Bank cultural uses  
  • Retain and enhance open space to south to link into Jubilee Gardens  
  • Active frontages on three sides (east, west and south) but no commercial units south of the railway - only ancillary facilities  
  • Basement carparking underneath the existing car park or Jubilee Gardens will not be permitted |
| Access and Transport | • New pedestrian environment in areas to east and west of site |
| Public Realm and Landscape | • Extension of Jubilee Gardens with exemplary landscape design proposals to provide a world class park and public realm  
  • Upgrading of Riverside Walk  
  • A joint masterplan should be prepared by SBC/BFI, Shell, P&O and Network Rail to coordinate public realm improvements across Hungerford Car Park, The Shell Centre, Elizabeth House and Waterloo Station |
| S.106 | • Funding of public realm improvements notably the provision of public space, upgrading of the Riverside Walk and Jubilee Gardens  
  • Provision of cultural facility  
  • Incorporation of public art as integral element of development |
Artist’s impressions of the winning design for Jubilee Gardens
Improve undercroft and ground level services at Queen Elizabeth Hall and Purcell Room/ Hayward Gallery complex

New street level route to replace upper level walkway

Improvements:
- Existing public green space
- Existing public squares
- Riverside Walk
- Proposed pedestrian link (square/shared surface)
- Proposed ‘City Square’
- Upper Ground / Belvedere Road
- Existing pedestrian connection between Riverside Walk and Belvedere Road/ Upper Ground
- Public realm improvement and active frontages on pedestrian connections between Riverside Walk and Belvedere Road/ Upper Ground
- Main road
- Secondary road/residential street
- Historic street in conservation area
- Proposed connection (secondary road/residential street). Road (R) or pedestrian connection only
- Proposed pedestrian connection between Lower Marsh and Riverside Walk through Waterloo Station
- Existing London Plane trees
- Proposed London Plane trees
- Proposed trees along Waterloo Road
- Primary active frontage
- Live frontage at pedestrian connections between Riverside Walk and Upper Ground/ Belvedere Road
9.3 South Bank Centre (MDO 94)

9.3.1 Site History
The South Bank Centre is a complex of artistic venues situated on the south bank of the River Thames between County Hall and Waterloo Bridge. The South Bank is Europe’s largest arts centre comprising the Royal Festival Hall, the Queen Elizabeth Hall, the Hayward Gallery, the British Film Institute and the London Eye. The South Bank attracts more than nine million visitors annually. The site housed the Festival of Britain in 1951 and was designated as a Conservation Area in 1982 and extended in 1993.

9.3.2 Current Status
The South Bank Centre is characterised by the Riverside Walk and large scale stand alone concrete buildings with a strong horizontal emphasis. Due to large block sizes connections between the Riverside Walk and Belvedere Road / Upper ground are infrequent. Many of these connections are service access streets with blind frontages and car parks and of low quality streetscape design. Upper Ground and Belvedere Road act as ‘backstreets’ of the Riverside Walk and do not attract any of the large footfall generated along the riverside.

9.3.3 In 1999 a Masterplan for the entire South Bank Centre site was produced by Rick Mather Architects. This masterplan provides a framework for the improvement and extension of existing cultural facilities and public realm improvements. The Royal Festival Hall reopened in June 2007 following the refurbishment of the Hall and redevelopment of the surrounding area and facilities. Improvements will also be needed to the Hayward Gallery, Queen Elizabeth Hall and the Purcell Room. Relocation of the British Film Institute to the Hungerford Car Park will create a world class film centre and enable rear servicing to the remaining buildings. In turn, this will enable the improvement of pedestrian access and public realm.

9.3.4 Development Principles
The area presents a clear opportunity to improve the pedestrian environment and to increase mixed use active frontages along the Riverside Walk and Belvedere Road / Upper Ground. At present, the decked area around the Hayward Gallery creates a poor environment at street level and is not suitable for disabled people. There are also several external staircases which are poorly signposted and confusing to use. At grade pedestrian links should be improved and levels better connected. Clearly defined routes are needed, particularly to link the Centre with the station. Improvements to the South Bank should comply with Policy 30 and MDO94of the UDP and the South Bank Conservation Area Statement.
| Urban Layout                                                                 | • Retention of existing urban grain - large scale concrete pavilion buildings - in line with conservation area appraisals and management plans  
• Extensions should respect the forms and design of the host building along with its materials and construction details. In some instances replication of architectural forms and details will be acceptable whilst in others a contrasting contemporary approach may be more appropriate. Extensions should not be so large as to dominate or compete with the host building in visual terms. |
| Grain and Height                                                            | • Blanket height and contextual design in line with conservation area appraisals and good conservation practice  
• Building heights should generally not exceed 25m to protect the consistent horizontal and unique character of this area.  
• Tall buildings, in this context defined as buildings over 25 metres in height, are considered inappropriate |
| Land Use and Development Capacity                                           | • Overall character of the area as an ‘arts space’  
• Shops, restaurants and cafes that are ancillary and complementary to the arts and cultural facilities, especially to create active frontage along Queens Walk and Belvedere Road. Other retail uses only where they are essential to retention and development of arts and cultural facilities.  
• Entrances and foyers should be at ground level |
| Access and Transport                                                        | • Improved pedestrian environment  
• Improved at grade pedestrian links between the Riverside Walk and Belvedere Road / Upper Ground  
• Improved undercroft and ground level service areas at Queen Elizabeth Hall / Purcell Rooms / Hayward Gallery complex to secure safe, attractive and legible pedestrian environments.  
• Better connections with upper level terraces.  
• Improve the quality of street frontages and spaces for pedestrians by separation of service lanes and delivery yards, maximising rear and underground servicing in any improvement scheme.  
• Improve Hungerford Bridge undercroft. |
| Public Realm and Landscape                                                  | • Upper Ground and Belvedere Road should be enhanced through public realm improvement which should be robust and related to the strong character of the South Bank Centre  
• Improvements to the public realm should aim to achieve greater unity with existing surface treatments and reduce clutter  
• Streetscape improvements to include resurfacing of pavements, street lighting, street furniture, selective street planting in line with public realm guidance  
• Improved wayfinding and signage  
• Queen’s Walk will be retained at its current width, and where appropriate widened through redevelopment.  
• Improve and enlarge Jubilee Gardens |
| S.106                                                                       | • Public realm improvements including improved at grade pedestrian links, removal of high level walkways and better connections between levels  
• Integrated public art opportunities presented within context of overall framework for site  
• Visitor management measures  
• Outreach programme including employment and training opportunities  
• Public toilets |
Waterloo Station

Option 1: Retention of existing station

- Retain listed victory arch
- Improved access to Waterloo East
- Improved pedestrian link
- Improved sub-station route
- Recommended height
- Opportunity for tree planting

Option 2: Redevelopment of station façade

- Retain listed victory arch
- Improved access to Waterloo East
- Improved pedestrian link
- Improved sub-station route
- Recommended height
- Opportunity for tree planting

Key:
- Primary active frontage
- Secondary live frontage
- Public realm improvement (main road)
- New city square
- Proposed landmark building
- Improved pedestrian link
- New pedestrian link through Waterloo Station to better connect Lewer Marsh with Riverside Walk
- Improve station facade
9.4 Waterloo Station (MDO 91)

9.4.1 Site History
Waterloo Station, in its present form, was constructed between 1900 and 1922 and is the largest rail station in the UK. In the 1990s, the now closed Waterloo International Terminal was built as the terminus for Eurostar services, which have since moved to St Pancras International.

9.4.2 The Station serves southwest London and the south of England. Passenger growth has been strong and the station is presently operating at capacity during the evening peak rush. Future growth of 20 per cent per year is forecasted and morning peak hour demand will exceed capacity by 2010. Network Rail has conducted a pre-feasibility study, which was published in January 2007, for a comprehensive redevelopment of the station. The plan calls for the lowering of the station concourse to ground level, allowing pedestrian connections through the station and extended tracks to allow for longer trains. The development would be part funded by commercial development in the Station’s air rights.

9.4.3 Current Status
Network Rail will commission a further analysis of redevelopment options at Waterloo Station in 2008. Interim conversion of some of the Waterloo International Terminal platforms will increase peak capacity and full reuse of these platforms to deliver extra capacity is supported by the Council.

9.4.4 MDO 91 in the UDP also provides guidance in relation to Waterloo Station. The UDP encourages the remodelling of Waterloo Station to increase platform, concourse, and tube capacity with potential for air-rights development above and utilisation of arches space below. More specifically the UDP states that the remodelling of the station should improve interchange facilities; preserve attractive architectural features; include a new bus station; include new east-west routes; and create a new public space.

9.4.5 Development Principles
Any redevelopment of the station should radically improve station and interchange facilities. Waterloo Station is the focal point of the area and should be made an attractive arrival point for visitors arriving by rail and underground. The Station itself should provide good integration between different modes of transport, including walking and cycling. There is a need for improved permeability through the station. New development should provide significant new floor space in this very accessible location and aim to create a landmark for the area to reinforce its status at the heart of the Waterloo. Any redevelopment of the station should not adversely affect the setting of listed buildings or conservation areas. A planning brief to address the complex constraints and opportunities for improving the station in more detail will be prepared following adoption of this SPD.
<table>
<thead>
<tr>
<th><strong>OPTION 1</strong></th>
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<tbody>
<tr>
<td><strong>Urban Layout</strong></td>
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<tr>
<td>- Remodelling of the station to increase capacity within existing station buildings</td>
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<tr>
<td>- Addition fronting Waterloo Road</td>
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<tr>
<td>- Utilisation of railway arches below</td>
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<tr>
<td>- Retention of Edwardian entrance façade</td>
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<tr>
<td>- Enliven railway arches</td>
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<tr>
<td>- New street level concourse and pedestrian route between York Road and Lower Marsh</td>
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<tr>
<td><strong>Grain and Height</strong></td>
</tr>
<tr>
<td>- Retention of station façade</td>
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<tr>
<td>- Any additions of blanket height</td>
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<tr>
<td><strong>Land Use and Development Capacity</strong></td>
</tr>
<tr>
<td>- Primary active frontage addressing Waterloo Road</td>
</tr>
<tr>
<td>- Secondary live frontage in railway arches to north</td>
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<tr>
<td>- Railway terminal and other transport interchange facilities</td>
</tr>
<tr>
<td>- Retail on ground floor</td>
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<tr>
<td>- Office (B1)</td>
</tr>
<tr>
<td>- Residential</td>
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<tr>
<td><strong>Access and Transport</strong></td>
</tr>
<tr>
<td>- Improve interchange facilities and connections at both Waterloo and Waterloo East Stations</td>
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<tr>
<td>- Improve interchange with other modes – bus, coach, taxi, Underground, bicycle and tram</td>
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<tr>
<td>- Replacement provision of Cornwall Road bus garage beneath the station</td>
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<tr>
<td>- Improve pedestrian movement within the Station</td>
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<tr>
<td>- Improve pedestrian access around the site notably, provision of at grade crossing linking Waterloo Bridge and interchange with Jubilee Line and CRT</td>
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<tr>
<td>- New street level entrance to station from York Road linking to Hungerford Bridge</td>
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<td>- Improved pedestrian environment to draw pedestrians through railway arches to north</td>
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<tr>
<td>- Increases in the capacity of the station should not be wholly absorbed by new development but should also radically improve transport conditions.</td>
</tr>
<tr>
<td><strong>Public Realm and Landscape</strong></td>
</tr>
<tr>
<td>- Street scape improvements to Waterloo Road in line with public realm guidance to include resurfacing, tree planting, decluttering and street furniture</td>
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<tr>
<td>- Creation of City Square in line with the above guidance</td>
</tr>
<tr>
<td>- Provision of public art and lighting within integrated overall framework for site</td>
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<td>- Lambeth Council would welcome a joint masterplan by SBC/BFI, Shell, P&amp;O and Network Rail to coordinate public realm improvements across Hungerford Car Park, The Shell Centre, Elizabeth House and Waterloo Station</td>
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<td><strong>S.106</strong></td>
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<tr>
<td>- Public realm improvements</td>
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<tr>
<td>- Enhancement of retained Station façade and other features of retained historic fabric</td>
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<tr>
<td>- Provision of public art within overall framework</td>
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<tr>
<td>- Provision of and improvement to pedestrian links around and through station</td>
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<tr>
<td>- Provision of bus interchange facility and upgrading train and tube interchange facilities</td>
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<td>- Provision of affordable housing</td>
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<td><strong>OPTION 2</strong></td>
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<tr>
<td><strong>Urban Layout</strong></td>
</tr>
<tr>
<td>• Remodelling of station to lengthen platforms and increase capacity</td>
</tr>
<tr>
<td>• Development of five tower blocks above station</td>
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<tr>
<td>• Utilisation of railway arches below</td>
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<tr>
<td>• Enliven railway arches</td>
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<td>• New street level concourse and pedestrian route between York Road and Lower Marsh</td>
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<tr>
<td><strong>Grain and Height</strong></td>
</tr>
<tr>
<td>• Sympathetic retention of Victory Arch and careful integration into new scheme</td>
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<tr>
<td>• Five landmark towers of decreasing height with distance from the entrance to the station</td>
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<tr>
<td>• A tower of metropolitan landmark height marking entrance to station. Four of ‘district’ height reducing to local height towards eastern end</td>
</tr>
<tr>
<td>• Development above the station must allow penetration of natural light down to concourse level</td>
</tr>
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<td><strong>Land Use and Development Capacity</strong></td>
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<td>• Primary active frontage addressing new City Square</td>
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<td>• Street scape improvements to Waterloo Road in line with public realm guidance to include resurfacing, tree planting, decluttering and street furniture</td>
</tr>
<tr>
<td>• Creation of City Square in line with the above guidance</td>
</tr>
<tr>
<td>• Provision of public art and lighting within integrated overall framework for site</td>
</tr>
<tr>
<td>• Lambeth Council would welcome a joint masterplan by SBC/BFI, Shell, P&amp;O and Network Rail to coordinate public realm improvements across Hungerford Car Park, The Shell Centre, Elizabeth House and Waterloo Station</td>
</tr>
<tr>
<td><strong>S.106</strong></td>
</tr>
<tr>
<td>• Public realm improvements</td>
</tr>
<tr>
<td>• Enhancement of retained Station façade and other features of retained historic fabric</td>
</tr>
<tr>
<td>• Provision of public art within overall framework</td>
</tr>
<tr>
<td>• Provision of and improved pedestrian links around and through station</td>
</tr>
<tr>
<td>• Provision of bus interchange facility and upgrading train and tube interchange facilities</td>
</tr>
<tr>
<td>• Provision of affordable housing</td>
</tr>
</tbody>
</table>
Elizabeth House
9.5 Elizabeth House (MD092)

9.5.1 Site History
Elizabeth House is a large, 1960's office block adjacent to Waterloo Station, currently let on a short-term basis. Planning permission was granted in 1996 for the redevelopment of Elizabeth House into three buildings of 13 storeys.

9.5.2 Alternative proposals were prepared in 2003/4 in response to a study into the future of the station. This ultimately led to a Statement of Development Principles signed up to by Lambeth, GLA and P&O Developments agreeing parameters within which redevelopment proposals would be advanced, and included principles for improvements to the public realm and balance of uses in the scheme.

9.5.3 Current Status
A new planning application for the site is currently under consideration. This proposal replaces Elizabeth House with two office buildings at 28 and 22 storeys and one 33-storey residential tower. It also includes new shops, kiosks and cafés on York Road and new pedestrian paths connecting York Road with Waterloo Station.

9.5.4 MD0 92 of the UDP provides further guidance in relation to Elizabeth House. This states that development should be broken up to avoid replicating the wall-like separation of York Road from Waterloo Station. In addition, the UDP encourages the creation of a new public space at ground level, improvements to the public realm and the retention and provision of active frontages at ground level.

9.5.5 Development Principles
Development at the Elizabeth House site should contribute to the cluster of tall buildings around Waterloo Station and deliver improved street level access from the station to the riverfront.
| Urban Layout | • Three structures of 22, 23 and 33 storeys each creating a landmark, the tallest creating a metropolitan landmark  
• Primary active frontages along main routes  
• Secondary live frontages facing Waterloo Station and secondary routes between towers |
| Grain and Height | • Variety in form and height creating a variety in footprint and skyline |
| Land Use and Development Capacity | • Retail at ground floor on primary routes and new city square i.e. fronting York Road  
• Office (B1) and residential |
| Access and Transport | • Enhanced east-west pedestrian links into Station forecourt  
• Entrances into Waterloo Station on façade facing development  
• New pedestrian link through Waterloo Station to better connect Lower Marsh with riverside walk  
• Enhance sub-station street environment  
• Secondary/residential streets created adjacent to Waterloo Station and between tower blocks |
| Public Realm and Landscape | • Tree planting along York Road to create tree lined avenue  
• Improvements to Station façade  
• Streetscape improvements to primary and secondary routes in accordance with public realm guidance  
• joint public realm masterplan |
| S.106 | • Streetscape improvements  
• Tree planting to create tree lined boulevard along York Road  
• Public lighting  
• Public art incorporated as part of design of scheme  
• Affordable housing provision |
Union Jack Club

Option 1, 2 and 3

62.5m 79m

rH 48m

rH 18m

Key

Primary active frontage
Secondary live frontage
Public realm improvement (main road)
Public realm improvement (secondary road/residential street)
Public realm improvement (square)
Existing landmark building
Proposed landmark building
New pedestrian link
Recommended height
9.6 Union Jack Club

9.6.1 Site History
The Union Jack Club is a residential club for members of the British Armed Services and their families. The Club first opened in 1904 but suffered bomb damage and was completely rebuilt. The current club building was built in 1976 and consists of three towers built atop a low-rise base. The building has since been split in two, with the Club’s 300 rooms and dining facilities occupying the two eastern towers. The third tower is a separately owned office building.

9.6.2 The Union Jack Club and podium piece relate poorly with the surrounding context and presents a large blank wall to Waterloo Road, an important pedestrian route. The office tower fronts Waterloo Road at the corner with Sandell Street and relates well with the street.

9.6.3 To the south of the Union Jack Club stand a small number of low-rise buildings from the 19th and 20th centuries that house offices, restaurants and shops. These buildings are in generally good shape but because of their small size do not capitalise on the high level of accessibility provided by Waterloo Station. The public realm here is poor.

9.6.4 Current Status
There are presently no major planning applications outstanding for this site.

9.6.5 Development Principles
The Union Jack Club site is in very close proximity to Waterloo Station. Redevelopment of this site should take advantage of this location and maximise new floor space. New development should improve the public realm, especially the public square at The Cut, and improve permeability and access to the residential area to the east.
| Urban Layout | • Perimeter block layout adhering to established building line  
| • Selective redevelopment retaining best buildings on site  |
| Grain and Height | • Contextual height  
| • Opportunity for a district landmark building fronting Waterloo Station below height of existing landmark buildings to west forming a gateway to Waterloo Station  |
| Land Use and Development Capacity | • Ground floor retail (A1-A3)  
| • Office (B1) above  
| • Residential fronting Cornwall Road to north  
| • Primary active frontage along Waterloo Road, secondary ‘live’ frontage along Cornwall Road and new east-west pedestrian connection  
| • Retain and upgrade open space at southern end of site  |
| Access and Transport | • New east-west pedestrian route linking into existing network reinforcing existing hierarchy of routes  
| • Retain and enhance existing traffic network around site  |
| Public Realm and Landscape | • Improvements along Waterloo Rd and Cornwall Rd to include decluttering of street furniture, selective replacement, tree planting, pavement resurfacing  
| • Comprehensive design of public realm of new east-west link  
| • All in accordance with principles set out in public realm guidance  |
| S.106 | • Whole suite of public realm improvements notably the open space to the south, the street environment along Waterloo Rd and Cornwall Rd and the comprehensive layout of the new pedestrian/traffic link  
| • Incorporation of public art within development as integral design feature  |
Lower Marsh
9.7 Lower Marsh

9.7.1 History
Lower Marsh follows one of the earliest routes through the Waterloo area, originally connecting the Westminster and Blackfriars Bridges across the Lambeth Marsh. The area was characterised by leisure activities like pleasure gardens and theatres, such as the Old Vic, which was established in 1816.

9.7.2 The opening of Waterloo Bridge in 1817 sparked rapid development around the Lower Marsh as the Marsh was drained and covered with rows of small houses, wharves and workshops. The area has since formed the commercial heart of the area, including a street market present since the early 19th century.

9.7.3 Since this time, the Lower Marsh has seen much change. The construction and later expansion of Waterloo Station, beginning in 1848, changed significantly the character and role of the Lower Marsh as the area was cut off from the riverside by the Station and railway viaducts. In the 20th century, war damage was followed by significant housing redevelopment that changed the historic street pattern and urban scale south of the River Thames. The route along The Cut and Baylis Road became a main traffic route and isolated the Lower Marsh retail centre from the surrounding community.

9.7.4 Current Status
Lower Marsh continues to serve as a commercial centre for the Waterloo area and is the home of many restaurants and varied shops. The building stock is of a consistent three to four floor roof height but of a diverse nature, containing interesting examples of early 19th century vernacular architecture and Georgian patterns and layouts.

9.7.5 The street market continues to contribute vitality and economic activity to the area. Lower Marsh is designated as a District Centre, serving the northern part of Lambeth, and the Council will support its renewal through streetscape improvements, market management, greater activity in the area and strengthening its role as a centre for independent and specialist shops. New retail development should be directed to the District Centre in the first instance.

9.7.6 Development Principles
The Lower Marsh area is of significant conservation value and its character should be maintained as set out in the Lower Marsh Conservation Area Statement. There is limited potential for redevelopment here apart from infill sites. Here development should be of contextual height and retain or reinstate the historic urban grain. The public realm needs improvement, especially at gateways and connections are needed to Millennium Green and Waterloo Station.
| Urban Layout                                      | • Retention of existing urban grain, historic fabric and townscape in line with conservation area appraisals and management plans  
  |                                                 | • Selective redevelopment and infill in line with the above and conservation practice |
| Grain and Height                                 | • Blanket height and contextual design in line with Conservation Area Statements and good conservation practice  
  |                                                 | • Selective increase in height to mark nodes, gateways e.g. 2-8 Baylis Rd |
| Land Use and Development Capacity                | • Retail on ground floor  
  |                                                 | • Residential Office above  
  |                                                 | • Encourage use of upper floors  
  |                                                 | • Selective redevelopment of gap sites notably 137-139 Lower Marsh, 79-87 Westminster Bridge Rd, 2-8 Baylis Rd |
| Access and Transport                             | • Improved pedestrian environment  
  |                                                 | • Improved at grade pedestrian links between Lower Marsh and Waterloo Station  
  |                                                 | • Rerouting of taxi access in Spur Rd/Baylis Rd access to Millennium Green and South Bank  
  |                                                 | • Improved access to Waterloo Station  
  |                                                 | • Selective improvement to access and servicing of individual sites |
| Public Realm and Landscape                       | • Streetscape improvements to include resurfacing of pavements, street lighting, street furniture, selective street planting inline with public realm guidance, DoT circular 1/96 Highway works in Historic Areas and PPG15  
  |                                                 | • Shop front, signage and advertisement improvement in line with good conservation practice and conservation area appraisals  
  |                                                 | • Remodelling of cluttered taxi dominated junction where Spur Rd meets Baylis Rd/ Lower Marsh  
  |                                                 | • Reinstatement around market trader’s storage at 137-139 Lower Marsh |
| S.106                                            | • Public realm improvements including co-ordinated lighting improvements  
  |                                                 | • Integrated public art opportunities presented within context of overall framework for site  
  |                                                 | • Selective refurbishment of historic buildings including reinstatement of key features as appropriate |
IMAX and ‘City Square’

- Existing public green space
- Existing public squares
- Riverside Walk
- Proposed pedestrian link (square/shared surface)
- Proposed ‘City Square’
- Upper Ground / Belvedere Road
- Existing pedestrian connection between Riverside Walk and Belvedere Road / Upper Ground
- Public realm improvement and active frontages on pedestrian connections between Riverside Walk and Belvedere Road / Upper Ground
- Main road
- Secondary road/residential street
- Historic street in conservation area
- Proposed connection (secondary road/residential street) Road / pedestrian connection only
- Proposed pedestrian connection between Lower Marsh and Riverside Walk through Waterloo Station
- Existing London Plane trees
- Proposed London Plane trees
- Proposed trees along Waterloo Road
- Primary active frontage
- Live frontage at pedestrian connections between Riverside Walk and Upper Ground / Belvedere Road

Victory Arch

90
9.8 IMAX and 'City Square'

9.8.1 History
The IMAX cinema was designed and built by Brian Avery and associates in 1999 on the site of the cardboard city, a well known location for the homeless between 1968 and 1988. The IMAX houses the largest cinema screen in the UK.

9.8.2 Current Status
Waterloo Road and the IMAX roundabout constitute a confusing, traffic dominated environment alienating to pedestrians. The current underpasses – despite recent improvements – are unwelcoming, confusing and perceived as dangerous.

9.8.3 Development Principles
The area of road and underpasses around the IMAX should be considered for major enhancement or restructuring to improve the pedestrian experience and safety both real and perceived.

9.8.4 There is a clear opportunity within the Waterloo Study area to improve the quality of the public realm and create a more pedestrian friendly environment around Waterloo Station. Indeed, the vision is to give Waterloo a new 'City Square' that also serves as a public transport interchange space. The new 'City Square' will create a new public space linking the River Thames and the South bank Centre, existing office and residential developments, bus stops and the proposed Cross River Tram with Waterloo Station. In order to achieve this, an international competition is under way to select a design team to propose and develop solutions for this very difficult space. At the same time Transport for London is undertaking large-scale traffic modelling to assess the area and identify constraints on any proposals.

9.8.5 The Draft Strategic Brief for the Competition, to be developed through an intensive consultation process, sets out a vision for the Waterloo City Square concept. The aim is to create a radically improved public space at the heart of Waterloo and to reconnect Waterloo Station with the surrounding area. Designs should:

- Provide a unified and quality public environment worthy of the area’s national and international significance.
- Enhance connections from the South Bank to and within the IMAX roundabout and Waterloo Station, identifying all options for legible pedestrian movement
- 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 or for public enjoyment
- 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
<table>
<thead>
<tr>
<th>Urban Layout</th>
<th>• New urban space and attractive routes</th>
</tr>
</thead>
</table>
| Grain and Height                                 | • Opportunity for a cluster of district landmark buildings around Waterloo Station including a metropolitan landmark located close to the main station entrance - subject to engineering constraints and the setting of the listed Arch  
• Areas east of Waterloo Road between Doon Street and Alaska Street are sensitive to the development of tall buildings |
| Land Use and Development Capacity                | • Active ground floor uses such as retail services, restaurants, cafes, pubs, health and social facilities should be encouraged around the new ‘City Square’  
• Buildings should have their fronts and main entrances oriented towards the new ‘City Square’  
• Make the railway arches more welcoming and permeable [as set out in ‘Light at the End of the Tunnel’] to reconnect the area and create a more pedestrian friendly environment, especially fronting Waterloo Station. This could be achieved through improved lighting and live frontages – restaurants, cafes, commercial space, artists workspace, etc. – under the railway arches. |
| Access and Transport                             | • High quality pedestrian routes that fully accommodate buses and the Cross River Tram  
• Enhance connections and access to the South Bank and the IMAX roundabout whether at ground level or below  
• Improve public safety and walking routes to the IMAX and Waterloo Road by delivering the potential for pedestrian movement at grade.  
• Improve entrances to the station and subways  
• Improve access to Waterloo Station [Network Rail has considered bringing the station passenger concourse level to street level]  
• Consider removal of service road loop around the station and replace with shared surface streets, subject to providing for bus and taxi requirements.  
• Bus stops and stands must be retained close to the station interchange and space around stops improved. |
| Public Realm and Landscape                       | • Redesign of square to provide a unified and quality public environment including resurfacing of pavements, street lighting, street furniture, street planting  
• The ‘City Square’ should be better connected to the Riverside Walk through public realm improvement at the Concert Hall Approach and Waterloo Bridge  
• Improved lighting and aesthetics to the IMAX and surrounding underpasses  
• Explore alternative at grade pedestrian connections  
• Improved wayfinding and signage |
| S.106                                            | • Pooled contributions towards the implementation, incremental if necessary, of the Waterloo City Square  
• Public realm improvements including safe pedestrian connections [improvement of underpasses, new at grade pedestrian connections]  
• New and improved lighting  
• Integrated public art opportunities presented within context of overall framework for site |
10 Implementation

The objective of this section is to set out a series of mechanisms that will be utilised to deliver improvements to public areas and infrastructure, and to deliver new and improved community facilities.

Waterloo has excellent communications and facilities, but there are significant improvements that are needed to its infrastructure and environment. The Council supports higher density development of Waterloo, but aims to ensure that contributions are made to:

- Ensure a high quality of development and environment
- Co-ordinate development activity
- Mitigate the impacts of development on the existing community

Where the implementation mechanisms described in this section would be secured through planning obligations, this will be done in accordance with:

- policy 57 of the Lambeth UDP (2007) and
- the Lambeth Supplementary Planning Document on s.106 Planning Obligations.

There may be site specific issues that generate abnormal development costs, such as complex foundations as a result of the dense network of Underground lines or large-scale demolition and remediation. This may have an impact on the profitability of private schemes and therefore developer contributions. Nevertheless, the Council will normally expect full compliance with the Council’s s.106 SPD.

Section 9 on site specific guidance highlights particular requirements for each of these sites, but the requirements are not exhaustive.

Community involvement

The Council has a statutory duty to consult on planning applications. However, because of 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.

Consultation on this draft SPD will help set the local priorities for developer contributions in Waterloo. The Council will also consult local groups on maintaining a project bank and keep this under review. Negotiations with developers will be on the basis of projects in this SPD, the SPD on s.106 and the local project bank.

When planning applications are submitted, they should include outline heads of terms for any s.106 agreement so that representations may be made during the consultation on the planning application.

Pooling

This SPD sets out a number of projects for area improvements and infrastructure. In appropriate cases, developer contributions will be pooled in order to bring these projects forward. Pooling of contributions will only take place within the guidelines set out in Cir 05/05, namely where there is a direct relationship between the development and the infrastructure, and the scale of the contribution is fair and reasonable.

Where a development will have an impact, but this is not sufficient to justify a discrete piece of infrastructure, the Council will seek a contribution to future provision elsewhere in the Waterloo area.

Developer contributions in the Waterloo SPD area will be pooled in order to:

- Make more effective use of contributions, and
- Prioritise key improvements

The full range of standard planning obligations required in Lambeth is set out in Appendix 2. The sections below set out particular areas where there are particular benefits in pooling contributions, or specific requirements arising in Waterloo.
A Transport

Section 5 of this SPD sets out the transport issues facing Waterloo and the main projects and requirements. Proposed developments must take account of, and to an appropriate degree address, the transport requirements of Waterloo. The Council will seek developer contributions to a fund or collection of in kind works to address the transport requirements at Waterloo.

Lambeth Council and Transport for London will assess how developments can take account of and address transport requirements. Cumulative impacts on public transport must be assessed and will be considered in securing pooled contributions towards necessary capacity improvements. In appropriate cases, the Council will consult the Waterloo Implementation Group (WIG) which acts as a forum for discussion for representatives from TfL, Lambeth, the GLa, the LDA and SBEG.

Lambeth and TfL, in consultation with the WIG, will:

1. Establish a short, medium and long term list of required transport improvements and projects – both small and large scale as a project bank for pooled and individual contributions
2. Consider the scale of financial contribution or type of in kind benefit appropriate from each development proposal taking into account the extent to which individual proposals directly address the identified transport requirements at Waterloo
3. Consider which transport improvements should be funded by financial contributions from each development.
4. Consider how and when contributions should be spent

As the Statutory Planning Authority with the powers to enter into section 106 agreements, any financial contributions collected towards Waterloo transport schemes will be paid to and held in account by Lambeth Council. Lambeth will be responsible for monitoring the expenditure of this money, and will have the final say over issues of probity. Lambeth will also monitor the in kind benefits provided as part of development proposals to make sure that the section 106 obligations are fulfilled.

B Public Realm

The existing quality of the public realm in Waterloo is generally poor, as highlighted in section 6. Development proposals will be expected to improve the townscape immediately surrounding the development site. Where there is an increase in the density of development, contributions will also be sought to public realm projects in Waterloo as listed in Appendix A in order to mitigate the impact of additional people using the streets and pavements in the area, and to projects in the Local Implementation Plan.

A project bank of public realm projects (Appendix A) has been compiled by SBEG in consultation with local groups and the Waterloo Implementation Group. These are projects which together represent a programme to:

- Establish a high quality of environment for Waterloo, and
- Give greater priority to pedestrians and cyclists and make the area attractive to walk in

All street and landscaping improvements should be in line with the guidance set out in the following two publications:

These aim to establish and maintain a high quality public realm throughout Waterloo and several projects have already been implemented, eg. street improvements to the Cut, completed 2008.

All improvements must be DDA compliant.
C Open Space
The Council will seek to enhance open space provision in Waterloo through direct and s106 funding and establish a project bank of schemes in consultation with local stakeholders. A range of public realm parks and open space projects have been identified by the Waterloo Open Space Partnership (WOSP) - a partnership of local community organisations and stakeholders interested in improving public open space. A number of these projects have worked up designs, costs, and have been publicly consulted upon.
S 106 funded schemes or those where planning obligations are currently being pursued, include:
- Jubilee Gardens
- Archbishops Park
- Emma Cons Gardens.

Further projects are being worked up, and may receive S 106 funding in future.
WOSP includes the Waterloo Green Trust, Waterloo Community Development Group, Lambeth Parks, Groundwork Lambeth/ Southwark, Roots & Shoots, Putting Down Roots, Bankside Open Spaces Trust and the South Bank Employers Group.

D Social and Community Facilities
Developer contributions will be sought for social and community facilities in order to facilitate the integration of developments with the local community. Lambeth aims to ensure that such contributions minimise the impact and enhance the benefits of new developments for the existing local community. Pooling contributions will maximise the benefit for community priorities rather than piecemeal improvements.

The Council will consult the Waterloo Community Development Group, Coin Street Community Builders and the South Bank Employers’ Group on priorities and establish a project bank for improvements to community facilities. This project bank will be used to identify whether in kind contributions towards community benefits, or financial contributions from developments will be required.

In addition, the Council will encourage access to the facilities of the arts and cultural institutions and large employers for local community groups, residents and businesses where appropriate, eg the South Bank Centre’s links with SE1 United, a group for young people in Waterloo.

There is a lack of leisure facilities in north Lambeth and the Council is committed to meeting this need and has identified the Doon Street site as being a suitable site in the UDP (MDo 103). The CSCB scheme at Doon Street will provide a new swimming pool and indoor sports facilities on this site. A public inquiry was held early in 2008 and the final version of the SPD will take account of the inquiry inspector’s decision. If the scheme is not approved, provision of alternative facilities will need to be considered to address the lack of leisure facilities.

There is also a need to provide a new library for Waterloo. The current building was intended as a temporary structure and is not adequate to the needs of the area.
E Code of Construction Practice
The Council is concerned to minimise the impact of construction on residents and other existing users of Waterloo. Lambeth will therefore require developers to comply with a code of construction practice. The Council will normally specify the “Considerate Construction” scheme. The code should cover environmental, public health and safety aspects of construction works. It should include site set-up and servicing arrangements, management of construction traffic and highway works, site management, public safety, noise and vibration, hours of working, dust and air pollution, land contamination, waste disposal and protection of water quality and urban ecology.

The Code should set out clearly developers’ and their contractors’ responsibilities and requirements, as well as providing assurances to residents and others about the standards that they can expect during construction. A site specific code of construction practice will be required for each development, with the primary aim being to protect residential amenity. The phasing of works would also need to be carefully considered, particularly in respect of the various other developments taking place in the area.

Developers will be required to provide funding for the actual cost of enforcing the code and monitoring the impact on residential amenity.

F Employment and Training
Earlier parts of this SPD encourage higher density development, and this will re-establish Waterloo as a central London employment location. However, the existing community in Waterloo has a higher than average unemployment rate, and the Council is concerned that new development should create new employment and training opportunities for local residents. A particular problem can be that large central London offices and hotels do not create jobs directly suitable for the local unemployed.

Policy 57 of the UDP states that the Council will expect planning obligations to include “local training provision to ensure that local people are in a position to compete for any new employment that might arise as a result of development.”

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

- Local Training in Construction - financial contributions to the recruitment, initial training and ongoing skills development for local construction trainees, and direct trainee placements
- Employment and Training Contributions - financial contributions to enable local people to access employment in new B1 schemes, compensation for loss of employment floorspace
- Securing employment space to support small and medium enterprises (SME’s) and business start ups.
G Security, Management of Public Spaces and CCTV
A key priority for the Council is to tackle crime and anti-social behaviour. Development proposals will be required to contribute to improving safety and security of existing spaces and routes, particularly where they are likely to increase the number of visitors to the area. Management arrangements should reflect this priority and ensure adequate security and management of the public spaces.

Proposals for new or enhanced public spaces should set out management arrangements in a management plan and this should also provide details of how the management is to be funded.

The Council is concerned that passengers, staff and other users of the station should feel safe whilst within the station and in the spaces around the station. Opportunities should be taken to reduce and design out crime, particularly to improve the pedestrian routes through the IMAX roundabout system, and routes underneath the station and viaducts.

The use of CCTV will be encouraged and the City Council will expect joint working from land owners in addressing security issues within Waterloo.

Street urination is a problem in Waterloo which affects local residents and businesses. Public toilets will be sought in appropriate cases to provide for the high number of visitors passing through the area.
<table>
<thead>
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<th>Planning Obligation Sought</th>
<th>Table Page</th>
<th>Major Residential</th>
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<th>Major Mixed</th>
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<th>Principle Means of Delivery</th>
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APPENDIX A: WATERLOO PUBLIC REALM PROJECT BANK
Appendix A: Waterloo Public Realm Project Bank

This appendix provides a framework for short to medium term public realm improvements in order to create a ‘network of safe, green and attractive public spaces’. This appendix is based on general design principles based on TfL’s ‘Streets for People’ criteria (taken from guidance for submission of area based schemes February 2005) and identifies 29 prioritised public realm projects.

The framework is based on the following overarching principles:

1. Improving the physical and living environment (provide better quality and more generous pavements, new trees, better lighting and reductions in traffic speed)
2. Reduce vehicle dominance and create attractive outdoor spaces (reallocate road space in favour of pedestrian provision)
3. Increase the opportunity to use streets as social spaces (appropriately sited seating areas)
4. Reduce social exclusion (step free environments)
5. Facilitate regeneration and increase transport opportunities and encouraging shorter journeys to be made (better quality walking routes, de-cluttering, greener and cleaner environments, high quality materials to ensure longevity)
6. Reduce the adverse effects of travel (improve the general environment including air quality)
7. Improve conditions for pedestrians, bus users and cyclists and encourage journeys made by these modes
8. Improved accessibility to the public transport network

As shown in the table the short to medium term priority public realm improvements mainly comprise pavement widening, new paving, improved lighting, new street furniture, tree planting, clutter removal and improved crossings. Based on sound urban principles these schemes will improve the public realm quality of the area.

This project bank will need to be reviewed annually so will not be included in the final version of the SPD but published separately.

**CAT 1: Projects where works have commenced:**

- Project: PR2 – KINGS PLAZA – PHASE 1 (implementation of lighting, footpaths, open space improvements, cycle facilities)
- Project: PR16 – WESTMINSTER BRIDGE (bridge structure work, improve pedestrian accessibility between Parliament Square and the South Bank, provide wider pedestrian walkways to the bridge)

**CAT 2: Project at various stages of design:**

- Project: PR3 – STEPS OFF WATERLOO BRIDGE (repair and renewal of steps, lighting, railings)
- Project: PR10 – YORK ROAD (landscape, urban realm proposals)
- Project: PR11 – STAMFORD STREET (reduce road width, improve landscaping, improve crossings and junctions)
- Project: PR13 – EMMA CONS JUNCTION
- Project: PR17 – RIVERSIDE WALKWAY (improved paving, lighting, seating, electrical infrastructure)
- Project: PR24 – THE CUT (reduction in traffic, increase tree planting, renewal of lighting and pavement surfaces)
- Project: PR25 – EMMA CONS GARDENS
- Project: PR26 – LOWER MARSH PIAZZA (café seating and events)

**CAT 3: Various studies and reports undertaken:**

- Project: PR14 – ISLAND SITE ROUNDABOUT (improvements and new layout)
- Project: PR27 – LOWER MARSH LEAKE STREET JUNCTION (improve streetscape, remove clutter)
- Project: PR28 – LOWER MARSH (Lower Marsh Market development including improved infrastructure and pitch marking for traders, new level surfaces, general streetscape improvements)
- Project: PR29 – UPPER MARSH (improvements to pedestrian links, new lighting, paving, tree planting, CCTV, Artwork)
**CAT 4: Independent Steering Group in Operation**

- Project: PR1 – IMAX (improvements to subway lighting)
- Project: PR13 – EMMA CONS JUNCTION – CAT 2 Project (new pedestrian layout, pavement widening, raised tables, clutter removal)
- Project: PR24 – THE CUT – CAT 2 Project
- Project: PR25 – EMMA CONS GARDENS – CAT 2 Project

**CAT 5: No action taken to date:**

- Project: PR2A – KING’S PLAZA – PHASE 2
- Project: PR4 – WATERLOO BRIDGE (provide at grade pedestrian access)
- Project: PR5 – WATERLOO BRIDGE – DON STREET CONNECTION (new access of Waterloo Bridge)
- Project: PR6 – WESTMINSTER BRIDGE ROAD (under bridge project, improve lighting, paving, water leaks, pigeon proofing)
- Project: PR7 – WATERLOO ROAD – NORTH OF CUT (lighting renewal, clutter removal, new paving and general streetscape improvements pending tram)
- Project: PR7 – WATERLOO ROAD – SOUTH OF CUT
- Project: PR15 – LAMBETH NORTH JUNCTION (pedestrian improvements)