



## Appendix 3

### 1. West Norwood Development Brief – Consultation Report

- 1.1 A draft development brief setting out the framework, planning principles and key objectives for the development of West Norwood town centre (MDO49) has been prepared by DTZ on behalf of LB Lambeth. As part of this process, and in line with government and local planning policy, stakeholder and public consultations have been undertaken. This report details these consultations and the responses to the draft development brief that have resulted.
- 1.2 The period of public consultation extended from 4<sup>th</sup> July until 20<sup>th</sup> August 2007 and followed cabinet approval of the draft development brief on 11<sup>th</sup> June 2007.

#### Consultation Newsletter

- 1.3 A consultation newsletter was produced that set out the main issues affecting the site, the key aspects of the draft development brief and information on how to find out more about the proposals. The newsletter included a tear off feedback form, along with the email and telephone contact information of the DTZ project team. Details and opening times of the public exhibition were also included.
- 1.4 This newsletter was distributed to 4,000 local homes and businesses, and a further 4,000 were distributed through local shops and public meetings. Norwood library and the Town Planning Advice Centre in Vauxhall also held copies of both the newsletter and the draft development brief.

#### Public Exhibition

- 1.5 A public exhibition was held at Norwood library from 6<sup>th</sup> to 23<sup>rd</sup> July 2007 and contained a series of information boards that provided more detail than the newsletter on the proposed options for the development brief. The exhibition was staffed for three sessions, in order to give the public an opportunity to discuss the proposals in more depth with council officers and DTZ consultants. The sessions were from 10am -12pm Saturday 7<sup>th</sup> July, 11am - 1pm Tuesday 10<sup>th</sup> July and 6pm - 8pm Thursday 12<sup>th</sup> July. In total the exhibitions were attended by around 100 people.
- 1.6 A workshop open to the public was held with planning officers and DTZ consultants from 7pm - 9pm on Monday 9<sup>th</sup> July at the Old Library, West Norwood. 40 people attended this session. A Norwood Business Network meeting was held on 26<sup>th</sup> July to discuss the brief, and was attended by 10 local businesspeople.

#### Further Publicity

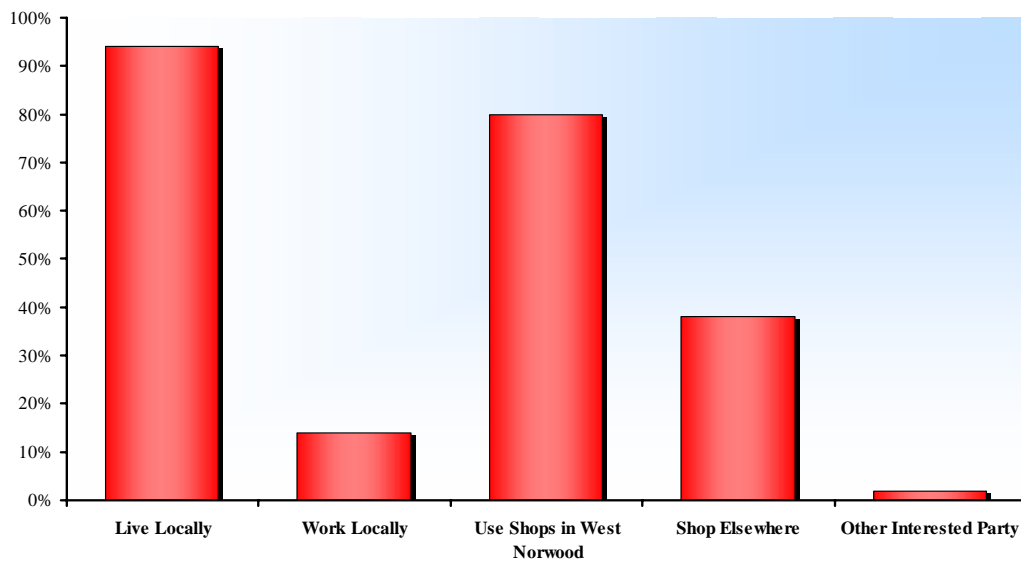
- 1.7 The full development brief and the newsletter were also placed on Lambeth's website. A specific page summarised the document and detailed the ways to comment on the proposals. A discussion forum was hosted on the Virtual Norwood website, with largely positive comments.

1.8 The newsletter was sent to all local groups and businesses on the town centre office database and letters were sent to landowners within MDO49. A front page article also appeared on the Streatham Guardian and the project was mentioned on BBC London radio.

**Responses**

1.9 The consultation generated 297 responses in total – 244 paper feedback forms, 49 emails and 4 phone messages. Of those who completed a feedback form (which was 82% of the total responses), the percentage who live, work and use the local amenities is indicated in Figure 1.1. This demonstrates that the vast majority both live and shop locally.

**Figure 1.1 Circumstances and behaviours of those completing feedback forms**



1.10 Detailed letters were also received from the Norwood Society, Transport for London, Thames Water, the Metropolitan Police, the Co-operative Group, the Environment Agency and St.James Investments/Tesco. Summaries of these responses are included at the end of the report.

1.11 The feedback forms were centred on six themes; uses, shopping facilities, community facilities, design quality, public space and transport. The results for each consultation statement that contained a statistical response are set out in the table below.

**Table 1.1 Paper Feedback Responses**

|                             | Strongly Agree | Agree | Disagree | Do Not Know / No Response |
|-----------------------------|----------------|-------|----------|---------------------------|
| Shopping: retention         | 38%            | 29%   | 20%      | 13%                       |
| Shopping: large supermarket | 21%            | 19%   | 54%      | 6%                        |

|                             |     |     |     |     |
|-----------------------------|-----|-----|-----|-----|
| Shopping: small supermarket | 26% | 30% | 30% | 14% |
| Community Facilities        | 46% | 25% | 13% | 16% |
| Quality Design              | 78% | 14% | 2%  | 6%  |
| Public Space                | 58% | 26% | 7%  | 9%  |
| Transport: car park         | 31% | 28% | 29% | 12% |
| Transport: congestion       | 71% | 21% | 2%  | 6%  |

N.B. The above statistics have been compiled from the 244 paper responses only. Email and phone responses have been incorporated through quotes and in the general findings.

- 1.12 These statistics show that for the themes of community facilities, design, public space and traffic congestion, the overwhelming majority of people either agree or strongly agree with the statements made. A less enthusiastic response is seen for the statements advocating the need for a car park, retaining existing shops and the need for either a large or small supermarket.
- 1.13 The complete list of statements and questions in the newsletter are listed (by theme) in Table 1.2 below. Each of these themes will now be discussed in turn.

**Table 1.2 List of Newsletter Statements and Questions**

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***Uses***

The brief states that the site should be used for improved shopping facilities, new housing and some employment uses. What other uses do you think are appropriate for the site?

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***Shopping facilities***

The existing traditional buildings and small shops on Norwood Road should be retained.

Part of the site should be used for a new large supermarket.

The site should instead be used for a new small supermarket and shops.

***Community facilities***

There should be a new leisure facility on the site.

What type of leisure or community facilities do you think are needed in West Norwood?

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***Design***

Any new development should be of a high quality design

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***Public Space***

There should be a new public space for a small market and events.

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***Transport***

There is a need for a town centre car park.

The development should not add to traffic congestion in the area.

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N.B. Respondents were asked to mark each statement; strongly agree, agree, disagree, don't know.

1.14 The first theme (and question) that the newsletter posed was on the additional uses that the site should accommodate - beyond shopping, housing and employment. The majority of responses were on the need for a green public space, off-road parking facilities, better quality restaurants and cafes, and leisure / sports uses. Facilities for young people was also a recurring theme:

‘There are no sports facilities and other leisure facilities are very thin on the ground’

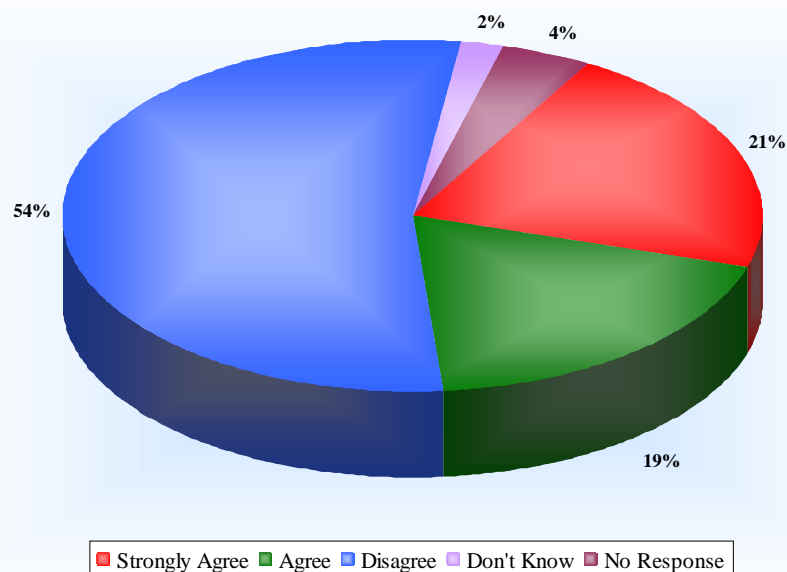
‘Youth facilities are minimal. There needs to be a variety of different outlets to meet the diverse needs of youngsters’.

1.15 The preferred option of the development brief supports all of these, except for sports uses. However, the brief does not preclude the possibility of a gym or indoor sports premises as part of the community or employment uses on the site.

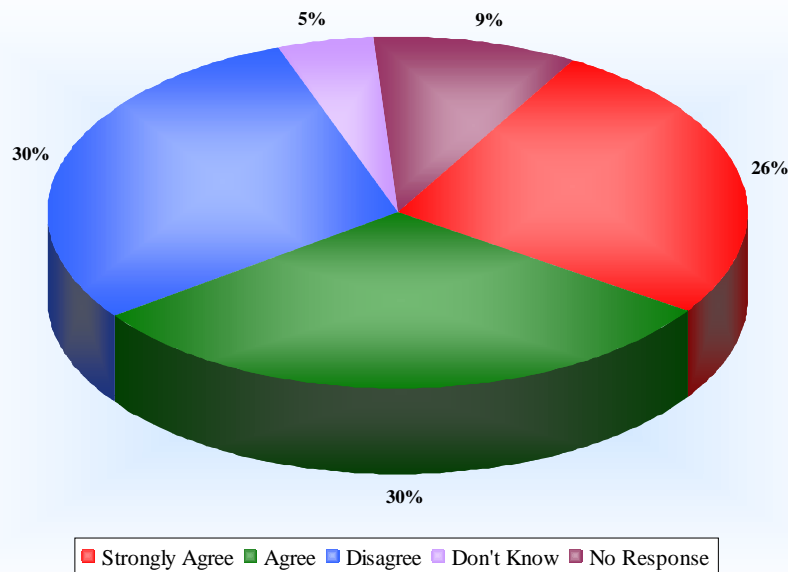
1.16 Shopping facilities were the subject of the second theme and have produced the greatest mix of responses. Although there is general agreement among respondents (67% either agreeing or strongly agreeing) on the first statement - that existing traditional buildings and small shops should be retained - the question of the need for further supermarkets shows less harmony.

1.17 In response to the second statement that advocated the idea of a large supermarket, 40% of respondents agreed. As Figure 1.2 shows however, a majority of 54% disagree with the idea. There is a more positive response to a smaller supermarket and shops being included instead (statement 3). For this, 56% of people either strongly agree or agree, with 30% disagreeing. This is demonstrated in Figure 1.3.

**Figure 1.2 ‘Part of the site should be used for a new large supermarket’**



**Figure 1.3 ‘The site should instead be used for a new small supermarket and shops’**



1.18 Option 2 in the development brief is in line with this opinion, advocating a medium supermarket and retail units along Norwood Road (of better quality than at present) rather than a large supermarket. The issue of supermarkets has however raised strong opinions, as reflected in the following comments:

‘I just wanted to say that a huge supermarket would be a disaster for the area, driving local shops out of business and ripping the heart and character out of West Norwood’

‘It is desirable to keep independent retailers but not in the ramshackle collection of ugly buildings they operate in currently’.

1.19 The debate surrounding shopping is summed up neatly in the response:

‘I would like [the area] to retain small shops and a sense of local community (fishmongers is good) but we need the services of a supermarket in West Norwood.’

1.20 For the third theme of community facilities, 71% of people agreed with the statement proposing a new leisure facility for the site (with 46% strongly in agreement). By far the most popular comments as to what this should be were for a gym and/or swimming pool (108 people specifically mentioned these). The following comments represent the general opinion;

'Community facilities are lacking in W Norwood, so it is vital that the opportunity to create a new leisure facility is not lost'

'A much needed designated fitness centre would make a significant contribution to lives of residents'.

1.21 Other common suggestions were for an open space or garden, a small cinema, and a community building or specific provision for both young and old people. The brief incorporates the desire for open space and contains provision for community uses. Although the brief does not specifically include plans for a gym / swimming pool, as mentioned above, it does not preclude this. A cinema would be harder to accommodate in Option 2 however.

1.22 The importance of good quality design (as backed by the brief) was reflected by 92% of respondents agreeing with the statement for this fourth theme. Various comments reflect this, including;

'One of the main problems with the high street in West Norwood is that design has not been a priority and that it looks very shabby'

'The priority should be for high quality design that maintains a vibrant but safe street life'

1.23 The desire for a new public space to be used for events and a small market - again reflecting Option 2 in the brief - was seen through 84% of people responding positively to the statement of the fifth theme (i.e. either agreeing or strongly agreeing). This view was also seen through the first question in the newsletter that generated many answers involving public or green space (as described above). The following quotes reflect the general opinion on the proposed square;

'The idea of a new public space is very good. It could transform the town centre around a focus, instead of it seeming like a ribbon of shops and other uses. It would make an excellent setting for the farmers' market and perhaps other similar ventures and public events'

'A market place could be a good idea. However, a big concern is the prevention of crime. Groups/gangs could gather in a town square'

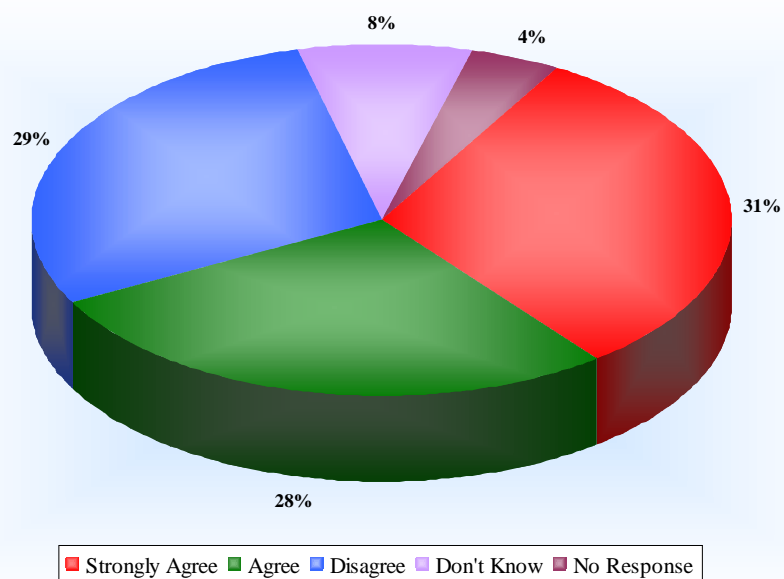
'The market square would only work if there was a restaurant or pub there to provide life in the evenings'.

1.24 For the final theme of transport, 59% of respondents agreed or strongly agreed that there was a need for a town centre car park, with 29% disagreeing (as demonstrated in Figure 1.4). Opinion on the need for a car park appears divided between it solving on-street parking problems and encouraging further cars to park in the area;

'A car park would be good as the parking is difficult in this area'

'I do not believe that building a car park in the area would help improve transport in the area. Surely it would make it worse?'

**Figure 1.4 ‘There is a need for a town centre car park’**



1.25 The last statement was on the need for the development not to add to traffic congestion and produced a 92% agreement rate (with 71% strongly in agreement). Through plans for off-street parking and the encouragement of alternative transport uses, the principles set out in the draft brief are firmly in line with the public opinion seen in these responses.

**Summary**

- 1.26 The consultation responses suggest that the public feel strongly about the following issues;
- there is resistance to a larger supermarket, and that measures should be taken to ensure the provision of independent shops
  - the general quality of retail offer needs to be improved, with less takeaways and betting shops, along with the general appearance of the area
  - a public space would provide a welcome focal point for the centre but care should be taken to ensure its security (particularly at night)
  - parking and traffic congestion problems need to be eased rather than exacerbated by more housing and shoppers



- the main element missing from the proposals is a gym or swimming pool for local use.

- 1.27 The comments received support the principles and framework set out in the draft development brief. The only local priority that the brief does not specifically address is providing local sports facilities in the form of a gym or swimming pool. However, this is not necessarily precluded within the brief, and could be incorporated as part of the community facilities.
- 1.28 The consultation has therefore provided useful feedback on local priorities and has overall endorsed the aims of the draft development brief. Local opinion clearly favours the provision of leisure facilities as part of the development but is concerned at provision of a large supermarket.

## Statutory Consultation Responses

### *Metropolitan Police Authority*

- 1.29 Comments from the Metropolitan Police Authority (MPA) are centred on the themes of design, access and planning obligations. Reference to good design techniques in helping to design out crime are welcomed, though the MPA suggests that the document should also seek to ensure that the development incorporates 'Secure by Design' principles. In terms of access, providing vehicular access to public space for emergency vehicles is welcomed.
- 1.30 The MPA are, however, concerned that new development on the site would have resource implications for policing the area. They therefore seek 'policing' to be added to the list of issues on which Section 106 agreements will be sought. Overall, the MPA support option 2 of the brief as the mix of uses will provide a vibrant area for longer period of the day than the other uses – reducing antisocial behaviour and crime.

### *Transport for London*

- 1.31 The proposals are welcomed by Transport for London as they all seek to reinforce the role of local centre – consequently reducing the need to travel and encouraging pedestrian movement. Any scheme will need to follow Transport for London guidance on car parking and cycling provision. Applications based on options 2 and 3 are likely to be referable and will therefore need to include a detailed transport analysis. There is also a need to reduce pedestrian accidents in the area, and to clarify the existing cause of these.
- 1.32 As redevelopment of the site is likely to increase travel in the area (in all modes), Transport for London would like to see any Section 106 agreements include provision for transport improvements. These include the upgrading of bus stops and bus priority measures, increasing the attractiveness of walking routes and crossing facilities, and holistic multi-modal improvements.

### *Thames Water*

- 1.33 The need to ensure an adequate water supply and sewerage infrastructure is highlighted by Thames Water and they consequently request that paragraphs are added into the brief ensuring that this is provided, in line with PPS12. Surface water drainage is also seen as an important means of avoiding flooding of the foul sewer. Thames Water therefore advise that reference is made in the brief of the need for this, along with the need to conserve water wherever possible. A note is also made regarding the need for the careful siting of trees in order to avoid damage to the public sewerage system.

### *Environment Agency*

- 1.34 The Environment Agency state that the site lies in flood zone 1 (the low risk zone) and that the development offers the opportunity to reduce the risk of surface water flooding. For this reason, options 2 and 3 are preferable to option 1 as by incorporating more green roofs and open space they are more environmentally sustainable. A flood risk assessment will be needed to support any planning application for the site, in accordance with PPS25: Development and Flood Risk.

#### *English Heritage*

- 1.35 As it currently stands, the brief is unlikely to lead to a development that would need to be referred to English Heritage. Therefore they have no comments on the proposals.

#### *Natural England*

- 1.36 The brief does not affect any of Natural England's priority interest areas and currently no objections are made to it. However, given the aspiration for green roads and street trees, mention should be made in the brief to PPS9: Biodiversity and Geological Conservation.

### **Stakeholder Consultation Responses**

#### *Co-operative Group*

- 1.37 The Co-operative Group support the intention to improve the area through mixed-use development and to provide housing on upper levels. They also support the intention for development at a greater density and to increase the block sizes at the northern end of the site. In terms of the development options, option 2 is seen as the most preferable. However, the Co-operative Group are concerned that a public square is proposed for the current location of the Co-op and do not believe that this is the most appropriate location.

#### *Tesco Stores Ltd / St James Investments*

- 1.38 Tesco and St James Investments support the prospect of development but disagree on a number of issues in the development brief. They believe that there needs to be greater consistency with the UDP to be compliant with PPS12. They also state that the retail analysis is based on conservative assumptions, that the transport analysis needs more detail and that the development needs to be considered in the context of Norwood as a whole. Given the cost of acquiring the substantial number of land ownerships, infrastructure costs and community provisions, they believe that option 2 is not feasible. Tesco and St James Investments therefore believe that option 3 is most appropriate for the site.

#### *Conduit Mead / Galloways*

- 1.39 These local property agents support option 3 of the development brief, as they believe it is the only scheme that is likely to be delivered and can bring sufficient benefits to the area – such as increased parking. They do have a concern that any scheme should be large enough to be a suitable draw for shoppers.

#### *Norwood Society*

- 1.40 The Norwood Society feel that the development brief will undermine the historic centre of West Norwood, which lies slightly to the south of the development area. They therefore believe that town centre development should be concentrated close to the railway station, old library and St Luke's church.