

# NORWOOD: DESIGN SUPPORT

Prepared for  
Norwood Planning  
Assembly



DRAFT

December 2018

AECOM

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## APPENDIX - Planning policy review and relevant planning history

### Quality information

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Draft	01	Norwood Planning Assembly	Vanessa Adams Blerta Dino Charlotte Simpson Peter Starr Neha Tayal	12/11/18	Ben Castell

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# Introduction

# 01

# 1. Introduction to the Area

## 1.1. Neighbourhood Plan Area

The Norwood Planning Assembly (NPA) was designated in 2017 to prepare a Neighbourhood Plan for the area shown in Figure 1.1.

The neighbourhood of Norwood lies within the London Borough of Lambeth. It takes in three wards: Thurlow Park in the north; Knight's Hill to the west; and Gipsy Hill in the east. The Neighbourhood Plan area is largely residential with the district centre of West Norwood at its heart, two local centres around Tulse Hill in the north and Gipsy Hill in the south-east, and a further two along Rosendale Road serving the northern and eastern areas. The area is well served by public transport, particularly by rail, and is bisected by Norwood Road in the north which then splits into Knight's Hill and Norwood High Street by St Luke's Church.

The district centre of West Norwood is the central hub of the neighbourhood the area with its concentration of shops, services and facilities along Norwood Road. It has seen a wave of regeneration in recent years with investment in community and cultural facilities like the West Norwood Leisure and Health Centre, and the recent opening of the new Library and Picturehouse and South London Theatre. Community events such as the West Norwood Feast are thriving and expanding, and bring many visitors to the area.

West Norwood also has the largest concentration of land in employment use in the borough in its Key Industrial Business Area (KIBA), comprising a mix of warehouses, offices and garages for approximately 70 businesses (Lambeth Local Plan Review of Key Industrial and Business Areas, October 2017). This area is considered to be under-utilised and needs investment and revitalisation, particularly to support the burgeoning creative industries that the area (and Lambeth Council) is keen to support and encourage.

## 1.2. Plan progress

Since designation, the NPA has held a number of community consultation events to involve local people in the preparation of the Neighbourhood Plan including stalls at the West Norwood Feast and a Visioning Workshop in May 2018. The NPA is beginning to draft its vision statement and policies for its Neighbourhood Plan and expects to be publish a draft Plan for referendum in May 2020.

## 1.3. Main areas of interest

In 2017, NPA began to identify a number of key projects for its Neighbourhood Plan area. Subsequently, NPA has agreed that the two key areas which the Neighbourhood Plan will focus on are: Site 18, the Priority Area 1 of Norwood; and the Priority Area 2 of Norwood, namely the High Street and the Key Industrial Business Area (KIBA). Note that Site 18 and KIBA are allocations made through the Local Plan, as set out in further detail in Chapter 2.

## 1.4. Study brief

Through the Ministry of Housing, Communities and Local Government (MHCLG)'s Neighbourhood Planning Programme, NPA requested technical support via Locality to provide design advice. This has been carried out by AECOM as Locality's technical consultants.

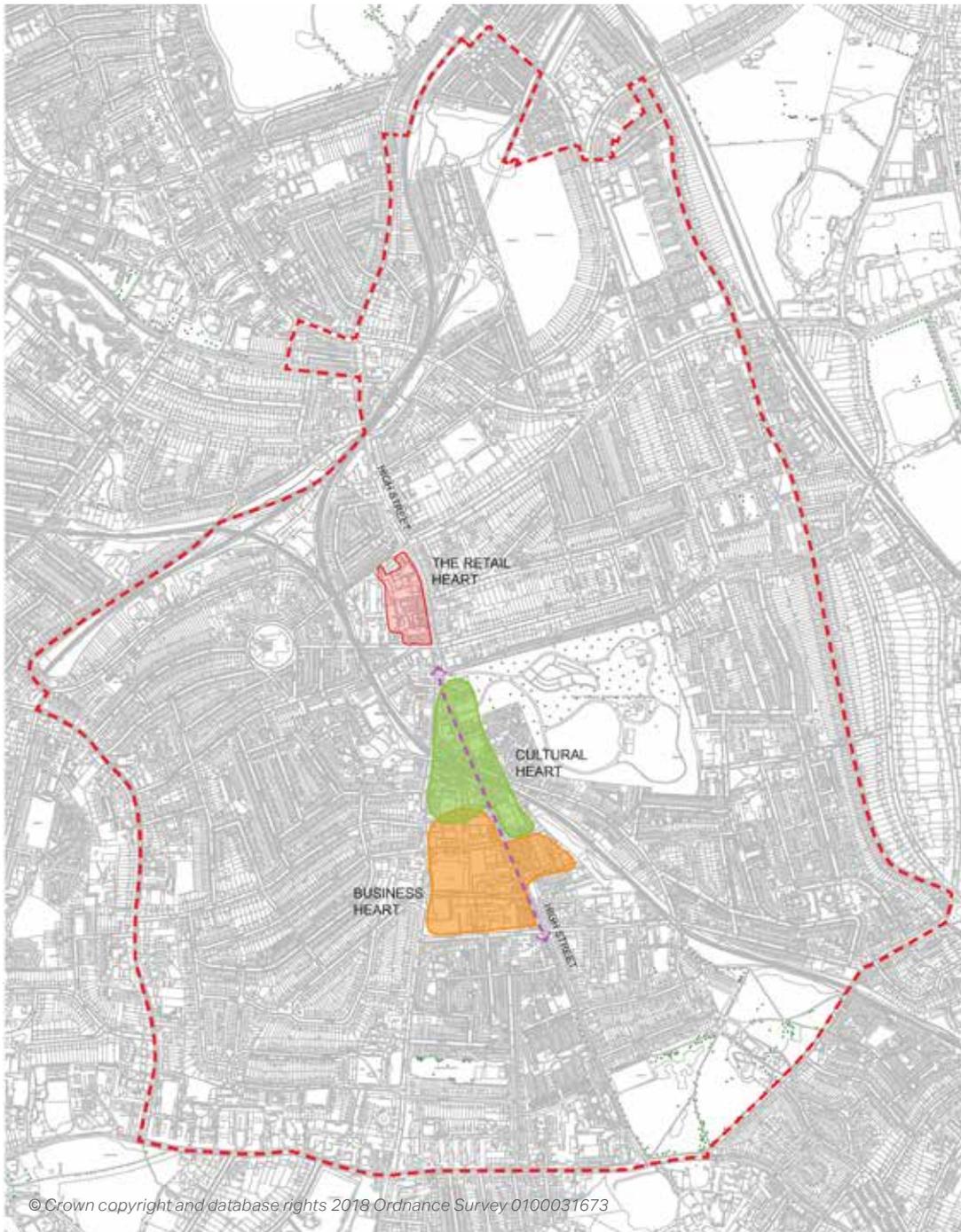
This technical support aims to provide NPA with information (evidence) and advice (professional judgement) to help them decide its priorities and direction for its Neighbourhood Plan, to draft policy intents in relation to spatial proposals and design, and to engage confidently with stakeholders such as developers, Lambeth Council, local businesses and of course residents, who will have a vote on the draft Neighbourhood Plan at the referendum stage.

This document puts forward recommendations for NPA to consider but is by no means definitive in that it is a 'high level' strategic analysis of the area and its potential, rather than a detailed proposal. This document provides impartial technical support and explores possible policy directions to inform the NPA's neighbourhood plan-making process and to inform the group's discussions with the local community.

This document brings together the baseline position based on primary data (from site visits and two consultation events) and secondary data (previously collected by Lambeth Council's consultants to inform the West Norwood and Tulse Hill Manual for Delivery 2017).

As part of this commission, AECOM undertook the following tasks:

- Two site walkabouts with members of the NPA;
- Attendance at the NPA stall at two West Norwood Feasts - one at the start and one at the end of the



**Figure 1.1 Norwood Neighbourhood Plan Area and main areas of interest**

commission to gather initial ideas and views on the options;

- A stakeholder workshop for the Priority Area 1, and another for the Priority Area 2;
- Liaison with landowners in both main areas including identification of landowners in the Priority Area 1 through Land Registry search and sending letters to inform them of the stakeholder workshop;
- Liaison with Lambeth Council regeneration and planning officers;
- Review of existing, relevant planning policy guidance;
- High level options and design guidance for future development in each of the Hearts; and

- Policy intentions for the NPA to consider when drafting their Neighbourhood Plan.

## 1.5. This document

The remainder of this document is structured as follows:

- Chapter 2 sets out the overarching policy context and the existing work that has been undertaken by Lambeth Council which has informed this work;
- Chapters 3 to 5 (Part 1) focus on Priority Area 1, and Chapters 6 to 8 (Part 2) focus on Priority Area 2, both covering consultation, site analysis, options and key principles; and
- Chapter 9 sets out the overarching recommendations for the NPA to consider in their next stage of plan preparation.



**Context**

**02**

## 2. Existing policy context

This section sets out a brief review of the overarching policy context for the two main areas of Norwood that this report focuses on, as well as a summary of the existing studies that have been undertaken by Lambeth Council, particularly with respect to the West Norwood and Tulse Hill Manual for Delivery (2017).

### 2.1. Planning policy

#### National Planning Policy Framework (July 2018)

The National Planning Policy Framework (NPPF) was published in July 2018. It sets out the Government's economic, environmental and social planning policies for England and how these should be applied. It provides a framework within which locally-prepared plans for housing and other development can be produced. At the heart of the NPPF is a presumption in favour of sustainable development that should run through both plan-making and decision-taking.

#### The draft London Plan (July 2018)

The London Plan is currently undergoing a full review. A draft new London Plan was published by the Mayor for consultation in December 2017 and submitted for examination. On the 13th August 2018, the Mayor published early suggested changes to the December 2017 consultation version.

The partial review of the Lambeth Local Plan is taking place in the context of the London Plan review. The aim is for the revised Lambeth Local Plan to be in general conformity with the new London Plan and the timetables align accordingly.

Overarching policies that affect the whole of West Norwood include:

*Policy GG2 Making the best use of land* – To create successful mixed-use places that make the best use of land, those involved in planning and development must enable the development of sites within and on the edge to town centres.

Maximum residential parking standards relevant to West Norwood:

- All areas of PTAL 5-6 : Car free
- Inner London PTAL 3: Up to 0.25 spaces per dwelling unit

- Inner London PTAL 2: Up to 0.5 spaces per dwelling unit
- Inner London PTAL 0-1: Up to 0.75 spaces per dwelling unit.

#### London Borough of Lambeth Planning Framework

The key documents for London Borough of Lambeth (LBL) planning framework include:

- Adopted Lambeth Local Plan DPD, 2015 ; and
- Emerging Draft Revised Local Plan for consultation, October 2018 .

#### Adopted Lambeth Local Plan (2015)

The adopted Local Plan (2015) describes West Norwood as a town sitting in a bowl defined by hillsides on three sides. Its access routes are characterised by distant views that include glimpses of the City, Crystal Palace, Dulwich and the ridge at Leigham Court Road. West Norwood is of a strongly suburban nature, with lower density housing and more of a family and community focus. As a result it has a distinctive character and offers a mixture of shopping, entertainment, cultural and leisure facilities.

West Norwood has strong existing business activity and is home to the largest concentration of land in employment use in Lambeth in the West Norwood Commercial Area. A number of major development sites within this Key Industrial and Business Area (KIBA) provide an opportunity to increase the range and quality of business space and jobs in the area.

The policies of relevance to development in Norwood include:

*Policy PN7 West Norwood* – The council will promote the role of West Norwood as a vibrant district centre through the development of key sites, to increase the amount and quality of shopping floorspace, education, community facilities and housing. It will safeguard and encourage shopping uses; within the primary shopping area. The council will promote its development as a hub of community life and a centre of commercial activity and will ensure that development results in the commercial strengthening of the centre as a whole.

Regeneration of the area will be focused around four focal areas: West Norwood Town Centre Opportunity Site, the West Norwood Commercial Area, the Library and Norwood Hall, and Tulse Hill. This will be delivered by:

a) West Norwood Town Centre Opportunity Site (the area just north of the triangle) – promoting retail-led mixed-use development including housing and a new public space to provide a main focal point for the town centre and improved connections through the area, particularly to Norwood Road. This area is also known as Site 18.

b) West Norwood Commercial Area (the industrial area south of West Norwood station) – supporting commercially-led redevelopment to provide an increase in the range, quality and flexibility of business premises and encouraging a variety of employment uses.

c) Library and Norwood Hall (the triangle and land to the east and west) – community and cultural intensification.

### **Draft Revised Lambeth Local (October 2018)**

Changes to national planning law and policy, a full review of the London Plan, and changes in Lambeth means part of the Local Plan (2015) needs to be reviewed. As a result LBL are producing a Local Plan Review to set out a vision and robust planning policies required to direct and guide development in the borough over the next 15 years. LBL are only at the beginning of the process and have only just realised a draft Local Plan Review (October 2018) for consultation, between 22nd October and 17th December 2018.

No new policies are suggested within this Local Plan Review. Instead policies have been reviewed and updated. The changes to policies that are relevant for West Norwood are:

*Policy T7 Parking* – The council will apply the maximum residential car parking standards set out in London Plan policy T6.1 apart from in PTAL areas 1 and 2, where the following Lambeth specific maximum standards will apply:

- PTAL 2 – up to 0.25 spaces per unit; and
- PTAL 1 – up to 0.5 spaces per unit.

Note that Priority Area 1 is in PTAL Zone 6a (Excellent) and Priority Area 2 in PTAL Zone 5 (Very Good) so the Council will be seeking car free development in both areas.

*Policy PN7 West Norwood* – The council will promote the role of West Norwood as a vibrant district centre through the development of key sites, to increase the amount and quality of retail floorspace, workspace, education, community facilities, commercial uses, cultural uses and housing.

It will safeguard and encourage shopping uses; within the primary shopping area, all ground floor units should be in active-frontage uses and no fewer than 50 per cent of ground floor units are to be in A1 use. Throughout the centre as a whole, there should be no more than 15 per cent and no more than two in five consecutive A5 uses.

## 2.2. Existing studies

Since 2009, Lambeth Council has undertaken a number of studies on the West Norwood and Tulse Hill area, culminating in the most recent document, the Manual for Delivery. This section provides a brief overview but more detail from each of the studies is covered under the relevant chapters in the remainder of this document.

### **West Norwood Town Centre Masterplan (April 2009)**

The Council commissioned consultants EDAW to prepare which originally identified the Priority Area 1 (then known as MDO38) as a potential opportunity site for a supermarket-led development, and also identified the need to create a vision for the KIBA. Whilst this was prepared almost 10 years ago and the market and policy context has changed considerably, it is still useful to consider this document as it informed the next two reports discussed below.

### **A Plan for West Norwood and Tulse Hill: Community Evidence Base Report (November 2016)**

Lambeth Council commissioned a team led by economic consultancy Regeneris Consulting in 2016 to provide an analysis of the current economic, social and physical position of West Norwood and Tulse Hill as well as a summary of the findings from an extensive community consultation exercise. This included a review of the 2009 West Norwood Masterplan.

Comments from local residents in the West Norwood area - including comments specifically on the Retail, Priority Area 2 - were received and summarised as part of the Commonplace work, an online consultation exercise which was carried out between April and August 2016.

### **West Norwood and Tulse Hill: A Manual for Delivery (April 2017)**

This document forms part of the evidence base for Lambeth Council's 2018 Local Plan Review and was based on the Community Evidence Base Report prepared by the same team. It sets out a broad framework for regeneration in the town centre and provides: a vision for how the local economy should evolve in the future; guidance on how important sites could be transformed; and recommendations on how to support the evolution of the area by identifying partners and actions.

Whilst it contains an element of place-making and development principles for the main areas the NPA are interested in, it is not a planning policy document so the Neighbourhood Plan has the opportunity to build on this work.



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# PART 1: PRIORITY AREA 1

Introducing  
Priority Area 1

# 03



# 3. Introducing Priority Area 1 - Town Centre

## 3.1. Overview

Priority Area 1 of West Norwood is shown below in Figure 3.1. It lies on the west side of Norwood Road in the northern part of the West Norwood district centre. It is bounded to the north by York Hill, Norwood Road to the east, Lansdowne Hill to the south and the York Hill estate to the west. The site contains a mix of uses with flats above shops, two large retail stores (Iceland and B&Q), a petrol station, and a pub on Norwood Road, and a mix of employment uses on the western part of the site with a vacant laundry building (former Brooks laundry site), car repair garages and industrial units including one which is being used as a church northwest of B&Q. It also includes a Council-owned public car park on Waylett Place.

It is well located within the district centre on the main commercial spine connecting to the railway station, as well as Priority Area 2 in the south. Its significance, in terms of its potential for revitalising West Norwood, has long been recognised in planning policy terms by Lambeth Council.

The site was originally identified in 2009 in the Strategic Housing Land Availability Assessment (SHLAA) and the West Norwood Masterplan, and then formalised in the 2015 Local Plan as a major, retail-led, mixed-use redevelopment opportunity. The Council aspiration has been for a comprehensive redevelopment of the area but this has proved difficult in terms of land assembly and the potential of the site remained largely untapped, although there has been some redevelopment, notably the new Iceland store with flats above, just south of Waylett Place.

However, this could all be about to change. In late 2017, a outline planning application came forward for the residential-led redevelopment of the former Brooks laundry site on the western part of the site (currently being considered by Lambeth Council). In addition, the owners of two adjoining sites north of B&Q are in discussions with the Council about redeveloping their site, also for a residential-led mixed-use scheme.

These discussions are apt at a time when investment in community and cultural facilities at West Norwood has been welcomed with the new Health and Leisure Centre, Library and Picturehouse and South London Theatre. The momentum that is beginning to build is encouraging and the NPA is keen to ensure that the redevelopment contributes to the creation of a new and revitalised Priority Area 1 for West Norwood, particularly at a time when high streets across the country are struggling to retain and attract retailers, regardless of whether they are independent or major chains. As such, it is important to understand the role of the different pieces of the jigsaw within Priority Area 1 and how they can all hang together

to create a compelling destination for local residents and visitors alike.

The rest of this chapter sets out a summary of consultation findings, site analysis, opportunities and constraints, options for development, and key principles for development.

## 3.2. Policy Review

### The draft London Plan (July 2018)

Policies that are relevant to Priority Area 1 in West Norwood are:

**Policy SD6 Town centres and high streets** – The vitality and viability of London's varied town centres should be promoted and enhanced by encouraging hubs with a diverse range of uses and identifying locations for mixed-use or housing-led intensification to optimise residential growth. The particular suitability of town centres to accommodate a diverse range of housing should be considered and encouraged, including smaller households, Build to Rent, older people's housing and student accommodation.

### Adopted Lambeth Local Plan (2015)

As identified in Chapter 2 of this document, Priority Area 1 is identified as an important site in Policy PN7 West Norwood. The Local Plan also includes a site boundary map - shown here on Figure 3.1 - and states that its preferred use is *"Retail-led mixed-use development to include housing, new public space and improved connections through the area, smaller retail units fronting Norwood Road and car parking"* (page 201).

Other policies that are relevant to Priority Area 1 include:

**Policy ED2 Business, industrial and storage uses outside KIBAs** – bearing in mind that there are some employment uses on the site, the Local Plan states that the loss of land or floorspace in business, industrial or storage (B class) use, or in employment-generating sui generis use, will not be supported unless it is demonstrated that there is no demand for the floorspace. It also states that mixed-use will be supported where the existing quantity of B class floorspace is replaced or increased.

**Policy ED6 Town centres** – District centre's primary shopping areas predominant retail function will be maintained. It specifically addresses the role of primary

shopping areas in delivering regeneration for major, district and local centres. Almost all of Priority Area 1, excluding Thanet House on York Hill and the former Brooks Laundry site, are within the designated district centre primary shopping area.

**Policy ED10 Local centres and dispersed local shops**

– The council will support and protect the role of local centres and local shops in meeting the day to day needs of communities. Active-frontage uses, and particularly retail (A1) uses, will be encouraged and protected. Change of use of ground floor shops in local centres will only be supported where the use proposed is an active-frontage use and an appropriate mix and balance of uses is retained.

### 3.3. Previous work

**A Plan for West Norwood and Tulse Hill: Community Evidence Base Report (November 2016)**

This report noted the key challenges facing Priority Area 1 at the time which are still relevant today. Its fragmented landownership and the numerous small plots of land which are already occupied; and higher value land uses which are in key locations - the B&Q and petrol filling station. Overall, it was suggested that the private sector would be unable to assemble the whole of Priority Area 1 on its own. The emphasis it therefore suggested would be to focus on place-making to create a well designed scheme to help generate greater value to help offset assembly costs, and for the Council to consider working with a developer partner.

The Commonplace online consultation also highlighted a number of key concerns from local residents and stakeholders about this area of West Norwood:

- Demand for a more varied choice of shops and restaurants/other evening leisure activities;
- Concerns about vacant or under-used sites like the former Brooks laundry and area around Waylett Place affecting the area’s image and perception of safety;
- Demand for improvements to the quality of the town centre environment including more street lighting, planting, open space, and shop fronts improvements;
- Demand for improvements to the pedestrian and cycling environment, and traffic calming measures.

**Figure 3.1 Site 18 286-362 Norwood Road (taken from the Lambeth Local Plan 2015, page 200)**



**West Norwood and Tulse Hill: A Manual for Delivery (April 2017)**

The vision for Priority Area 1, as outlined in the Manual for Delivery, is to “encourage new development and land uses to ensure the Central Retail Area is better integrated into the wider area. Retail-led development at ground floor, along with business and leisure uses, complemented by a mix of private and affordable residential units on the upper floors will help improve the public realm, and support local employment opportunities in this central part of Norwood Road.” (page 92).

The Manual also promotes the delivery of new housing and commercial floorspace in the heart of the town centre, and the enhancement of town centre vitality with new modern floorspace to attract a broader range of retailers.

It sets out a number of development priorities for the area with the aim of:

- providing new housing;
- improving the quality of buildings;
- creating a more diverse retail and commercial offer; and
- improving connections north to south and east to west public realm.

## 3.4. NPA emerging vision

### Priority Area 1 meeting, November 2017

The NPA held a public meeting on 28th November 2017 with **XX attendees** to discuss Priority Area 1 and more specifically, the developer's submitted proposals for the former Brooks Laundry site. In relation to the Priority Area 1 and land use planning, comments included:

- Support for good quality design;
- The need for a joined-up approach to the redevelopment; and
- The potential to widen pavements on Norwood Road and to turn Waylett Place car park into a public space.

These comments echo those identified in the 2016 Commonplace consultation exercise.

### Visioning workshop #1, May 2018

The first in a series of visioning workshops was held by the NPA on 25th April 2018. Key comments from the **XX attendees** who attended included:

- The need to be open - the community, businesses, developers and Council need to work collaboratively.
- The need to be able to live locally - with more affordable housing provision;
- To be safe - for children, pedestrians and cyclists;
- To be accessible - for people and businesses;
- To be affordable - for residents and business owners alike.
- The need to be clean - reducing pollution and waste in streets.

All of these themes underpin the options produced for Priority Area 1 as shown in Chapter 5.

## 3.5. Current proposals

There is a live planning application for 6 Lansdowne Hill, the former Brooks Laundry site in the southwestern corner of Priority Area 1 site (18/00580/FUL). The application is for the demolition of the existing building and erection of a part 6 and part 7 storey building to provide 51 residential flats (Use Class C3) with amenity space at 5th floor level, and erection of a 4 storey office building (Use Class B1(a)), together with provision of cycle stores, car parking spaces, refuse/recycling stores, landscaping and a new pedestrian links. The application was originally submitted in February 2018 but has since been revised by the applicant, Leyton Clubs, in response to consultation and Lambeth Council feedback (October 2018). Figure 3.2 shows an indicative visualisation of the scheme as submitted by the applicant.

There are also pre-application discussions between the Council and two landowners represented by Urban Associates for 300 Norwood Road (land to the rear of Texaco) and the site to the west, 15 York Hill. The landowners are proposing to redevelop their sites for a four storey residential building (16 flats) to the west and a three storey B1/D1 building behind the petrol station, on a similar footprint to the existing buildings.

## 3.6. Area of study

Figure 3.1 sets out the boundary of the site allocation for area known as Site 18 in the Local Plan. The boundary of Priority Area 1 for the purposes of this document is shown on Figure 3.2 in order to focus on parcels which have less of a residential component to them. Redeveloping plots which are entirely residential - such as those in the southwestern corner (8-20 Lansdowne Hill) and on the northern edge (Thanet House, 1-12 York Hill) - are likely to require a longer time scale than envisaged for the Neighbourhood Plan.

For the purposes of urban design analysis, it has been necessary to consider a wider area than the red line area shown here, for context in terms of land use, building heights, and circulation. This is labelled in the following drawings as the 'study area', shown in blue.



**Figure 3.2** Proposals for 6 Lansdowne Hill, source: Leyton Clubs (London) Ltd planning application



**Figure 3.3** Visualisation for 6 Lansdowne Hill, source: Leyton Clubs (London) Ltd planning application



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**Figure 3.4** Priority Area 1 boundary (AECOM/NPA)



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# Site Analysis

# 04

## 4. Site analysis

### 4.1. Landownership

Priority Area 1 is in multiple ownership, as shown in Figure 4.1 and identified from a detailed Land Registry search (undertaken as part of this report).

It is clear that any intervention in this area will need consultation and co-operation from all landowners. A robust phasing strategy will be required based on what sites can become available by what time. The phasing strategy will also need to support ongoing operations for various retailers whilst delivering high street interventions and other individual sites. Integration between various sites can prove to be challenging and can be ensured by developing a 'shared' vision and delivery strategy early on.

Previous Council studies have already highlighted the fact that the fragmented landownership is a major obstacle to the comprehensive redevelopment of Priority Area 1. However, the difference with the previous studies and the current situation is that two of the key landowners are now progressing proposals for redevelopment - Leyton Clubs Ltd and Juno Asset Management.

Letters were sent to the landowners to invite them to the stakeholder workshop on 3rd October 2018 to discuss the emerging options and their aspirations for their sites. Figure 4.1 shows those who attended the workshop in their capacity as landowners, representatives of landowners - or key tenant in the case of B&Q - and indicates the level of interest and momentum there now is in revitalising Priority Area 1.



**Area behind the west side of High Street**

Under-used and fenced-off areas make up most of the urban fabric in this zone. These could be improved considerably by providing a safer pedestrian realm

### Stakeholder engagement

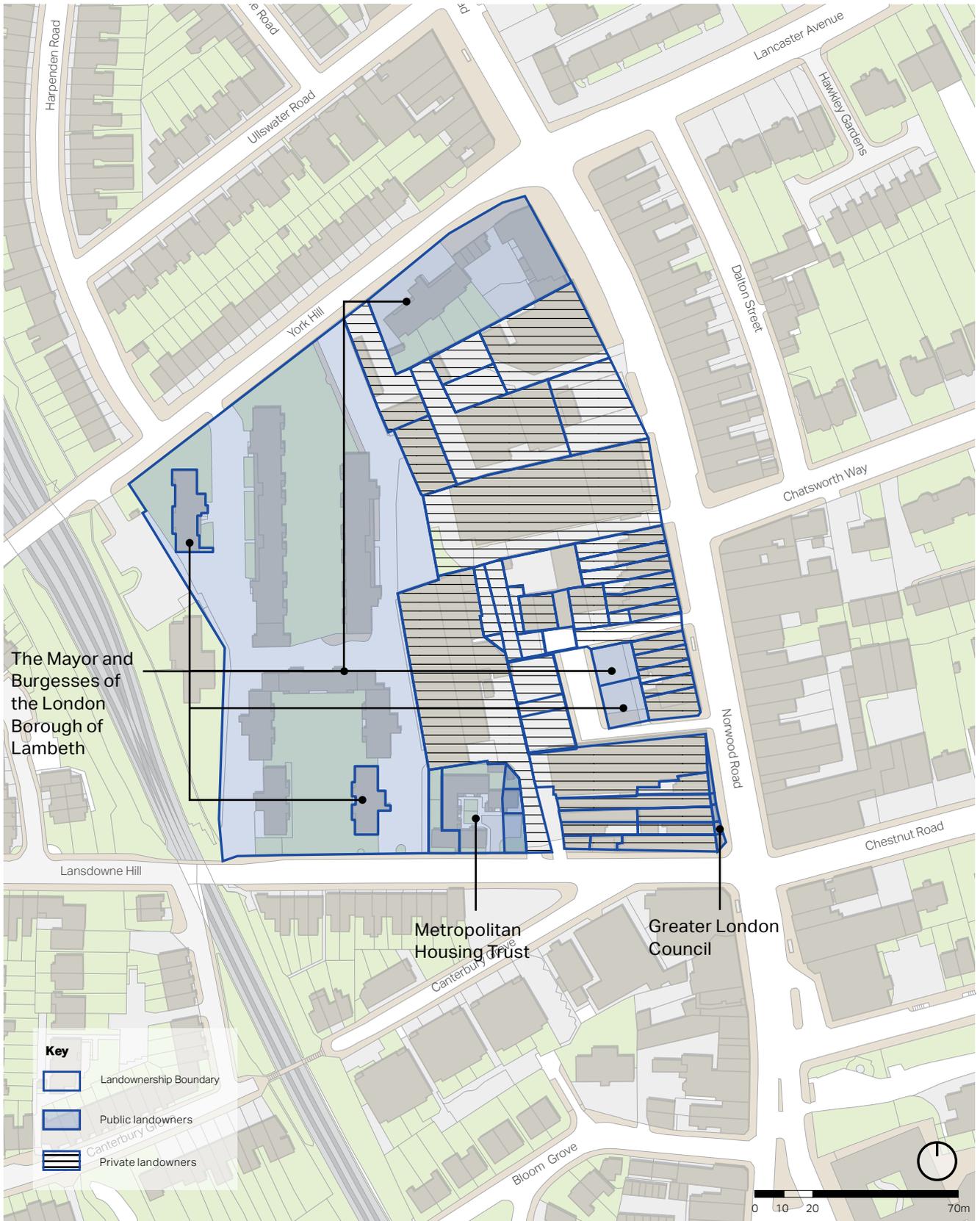
As part of this study, AECOM held a workshop on 3rd October 2018 for landowners within Priority Area 1, via letters for those identified by a Land Registry search and via the Council's regeneration team. The landowners/representatives of landowners who attended are shown on Figure 4.1. Draft options were presented and discussed. The key issues raised during the meeting included:

- **Landownership:** it was suggested that it would be desirable to unite the landowners in Priority Area 1. Past attempts to initiate change demonstrate that the fragmentation of ownership is a serious barrier. Recent failures have left locals frustrated and disinterested.
- **Texaco petrol station:** opinion was divided on its redevelopment. However, it is under private ownership and informal feedback from participants suggests that the landowner has no interest in redevelopment.
- **Lack of retail and services:** the overarching feeling was that there is little variety of choice in terms of restaurants and shops near Norwood Road.
- **B&Q:** the store is currently under-invested because of ownership uncertainty but the current landowner stated their willingness to engage B&Q have a 14 year lease left on the site but have put the property up for sale
- **Attracting businesses:** Getting the right infrastructure in place is key for any scheme - e.g. higher speed broadband.
- **Incentivise private-sector development:** options need to be more ambitious to increase unit numbers to help viability as well as increase population density and vibrancy.



**Priority Area 1 workshop, October 2018**

A number of the key landowners and the Council regeneration officer attended this event



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Figure 4.1 Priority Area 1: Land ownership

## 4.2. Land use

The wider area is primarily mixed use, and makes up a key stretch of West Norwood’s primary shopping area as defined in the Local Plan. Priority Area 1 itself on the western side of Norwood Road contains a variety of retailers and services, ranging from small, independent stores to larger, chain stores such as Iceland and B&Q.

Most of the core shopping area has shops on the ground floor and other uses above (mostly residential). The buildings on the eastern side of Norwood Road are better preserved with historic architecture, and largely intact elevations and façades, presenting a coherent and unified frontage and townscape.

The west side of Norwood Road however is interspersed with architecture from different periods and more frequent service and delivery access lanes, thereby interrupting the continuity of the façades. Most shops are small to medium sized units with the exception of a large B&Q as a specialist offer. Next to the B&Q, a petrol station occupies an area equivalent to three shops. Both are considered higher value uses.

The area behind the shops is hard for pedestrians and cyclists to navigate, mostly consisting of service areas for shops or areas of informal and formal car parking. Further west in the area adjacent to the railway line, the York Hill residential estate comprises three to six storey blocks of flats set amongst communal, green open spaces. The estate is separated from the back of shopfronts in Priority Area 1 by level differences and walls.

- Restaurants, Cafe’s & Take Aways
  - ① Restaurant/ Pub
  - ② Café
  - ③ Fast Food/ Takeaway
  - ④ Bakery
  
- Specialised Services
  - ① Hairdressers
  - ② Nails & Cosmetics
  - ③ Optician
  - ④ Laundrette
  - ⑤ Garage/ Car Wash/ Spares
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- Pharmacy & Drugstore
  - ① Pharmacy
  - ② Drugstore



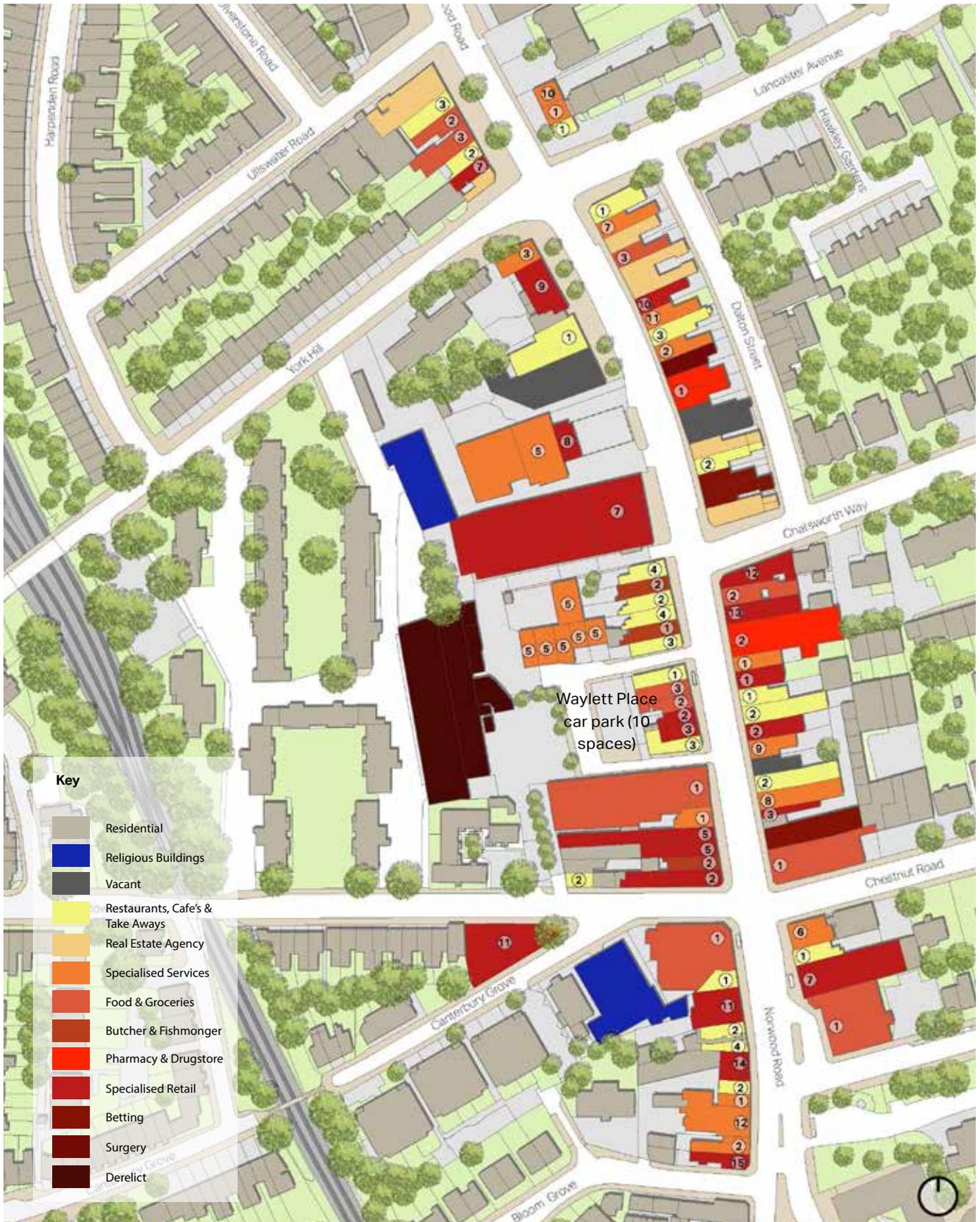
**336-346 Norwood Road**  
Mixed-use area with active ground floors occupied by retailers and residential / offices above



**304-334 Norwood Road**  
Mostly small retail units although B&Q is a large format store occupying a key position in Priority Area 1



**York Hill estate**  
Residential estate adjacent to Priority Area 1 as seen from the B&Q car park



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Figure 4.2 Priority Area 1: Existing Land use

# 4.3. Building heights

As with land uses, it is necessary to consider the wider area when analysing building heights - this is shown on Figure 4.3 on the opposite page. Most buildings in the wider area are primarily low to mid rise consisting of one to four storey buildings. The dominant height in the wider area is three storeys, as seen in the residential terraces.

The eastern side of Norwood Road is characterised by four storey façades with shopfronts on the ground floor and residential / office uses above. The western side of Norwood Road (i.e. Priority Area 1 itself) is interspersed with two storey and three storey buildings, with four storeys on the northern edge and the one storey, Texaco petrol station as exceptions. Besides the petrol station, a one storey unused warehouse building occupies the area behind the shopfronts.

Further west of Priority Area 1, the York Hill residential estate adjacent to the railway line consists of apartment blocks ranging from a maximum of six storeys to a minimum of two storeys.

As shown in Figure 4.4 below, the site slopes from west to east, with the railway line at the highest point and Norwood Road at the lowest. The York Hill estate sits at a 12m high datum compared to the shops on Norwood Road.

There is therefore, in design terms, an opportunity to consider Priority Area 1 as a site for taller buildings taking into account its surroundings and topography.

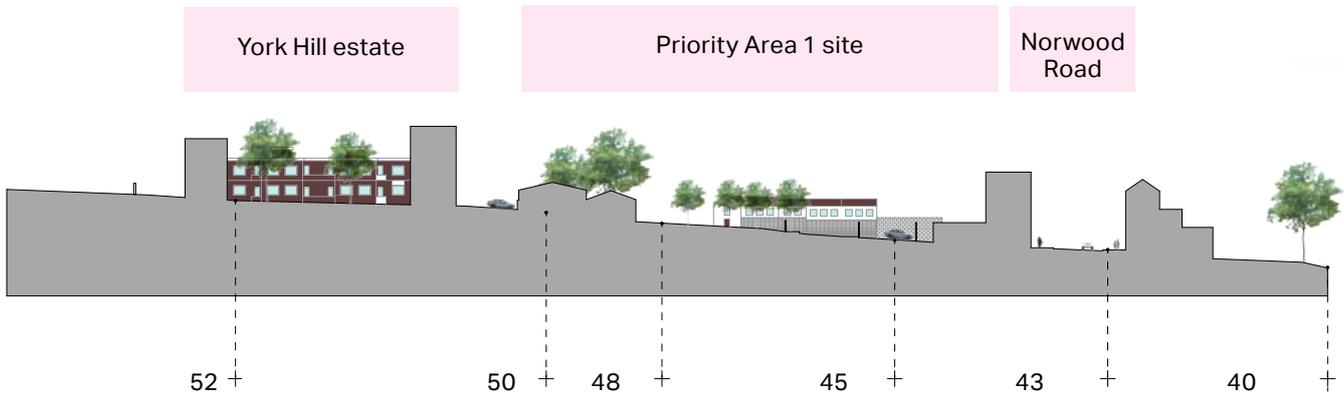


Figure 4.4 Priority Area 1: cross-section of existing site to show topography



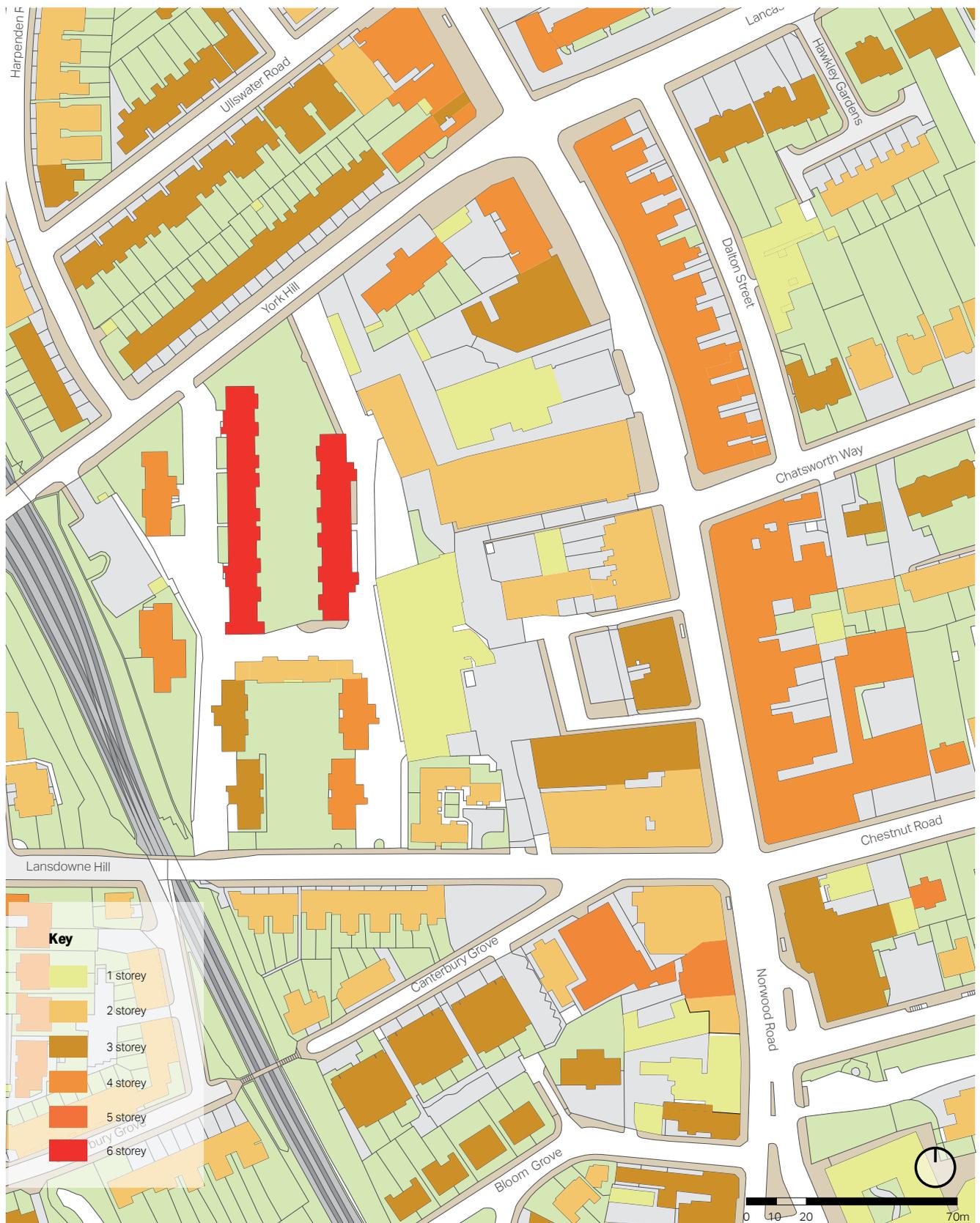
**West Norwood High Street - East side**  
Consistent architecture with four storey high façades, retail on ground floor, residential/ commercial uses above



**York Hill estate**  
Residential estate adjacent to the western edge of Priority Area 1, characterised by four to six storey apartment blocks



**Norwood Road - West side**  
Contrasting from the east side, the frontages on the west side are formed of a variety of heights



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Figure 4.3 Priority Area 1: Existing Building heights

## 4.4. Circulation

Figure 4.5 shows the main movement corridors in the wider area are the three roads which form the northern, eastern and southern boundaries - York Hill, Norwood Road and Lansdowne Hill respectively. Norwood Road is the major route through West Norwood, connecting Priority Area 1 to the West Norwood station and Priority Area 2 in the south.

The residential estate adjacent to the railway line is self-contained and separate from Priority Area 1 in terms of circulation, accessed via the streets to the north and south. As explained in the previous section, the levels rise from Norwood Road towards the west, with the railway line sitting on a high point. This results in severance between the residential area in the west and Norwood Road in the east.

In addition to the lack of east-west connections due to the topography, there are also constraints to north-south movement through Priority Area 1. The B&Q site effectively severs the northern part of the site from the southern part as it is a large building covering most of its plot.

In general, the plots within Priority Area 1 are accessed by a number of cul-de-sacs leading off York Hill, Norwood Road or Lansdowne Hill, leading to an urban environment which is hard to navigate and creating numerous areas of potential conflict between vehicles, pedestrian and cyclists, and different land uses and needs.

### Key

-  Priority Area 1 Boundary
-  Main movement corridors
-  Inner block movement Public
-  Inner block movement Private & Semi-private
-  Residential Access Point
-  Non-residential Access point



#### Waylett Place

The area behind the shops used for servicing and parking are under-used and inefficient resulting in a poor and unsafe urban environment. These are not pedestrian friendly and could be considerably improved



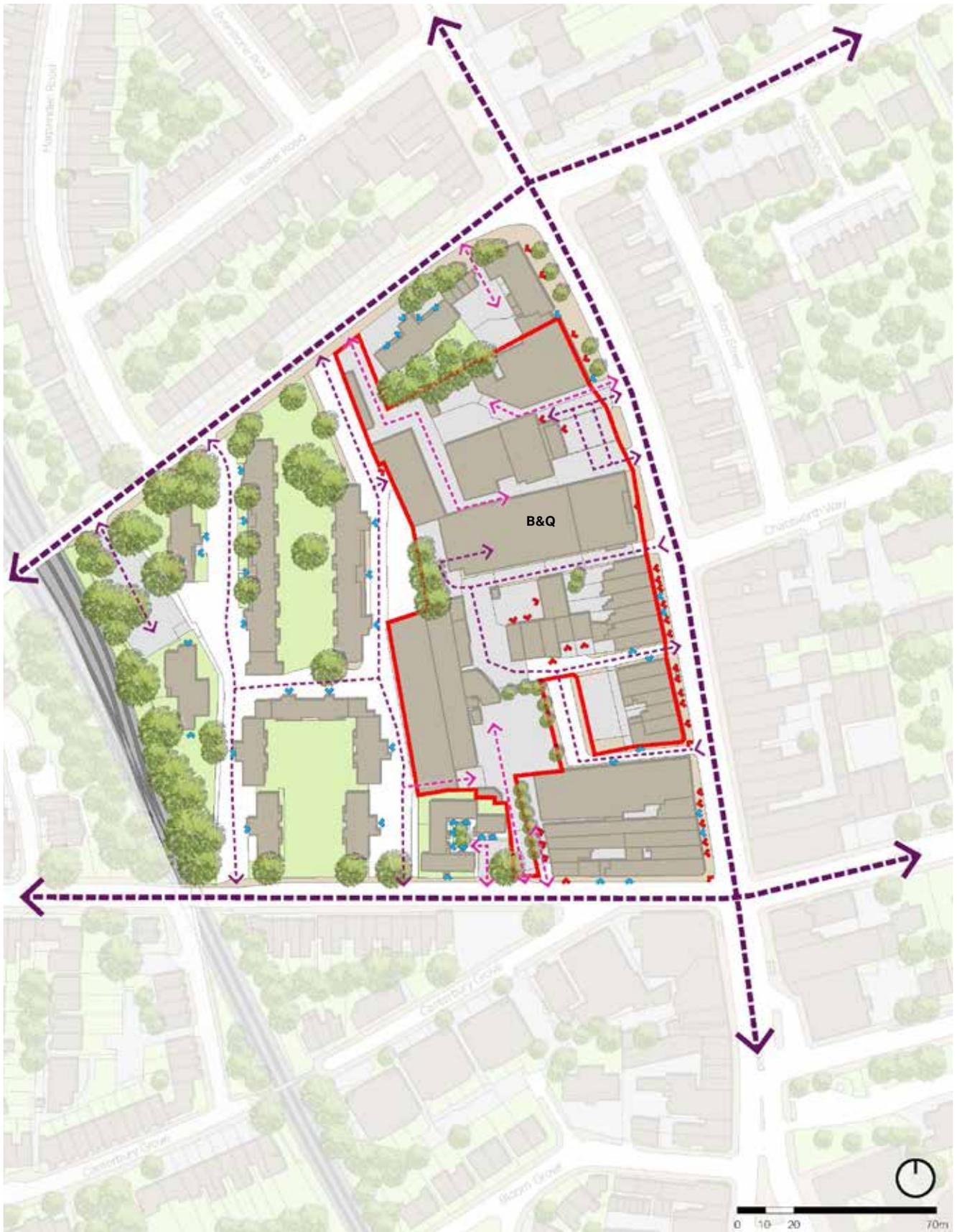
#### Norwood Road

The main road is a two way vehicular street serving as a major north-south link for the wider area



#### Car parking

Waylett Place has a mixture of designated and informal parking spaces



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**Figure 4.5 Priority Area 1: Existing Circulation**

# 4.5. Constraints

The study area generally lacks quality public realm, good connections and infrastructure, despite forming the active heart of West Norwood. The western side of Norwood Road, incorporating Priority Area 1, is in much need of improvement and investment.

Accessibility and wayfinding is poor in Priority Area 1 with poor quality and uncoordinated shop frontages and architecture, particularly when compared to the more coherent east side. The service areas behind the shops are poorly organised and maintained, and fragmented, adding to the perception of a low quality, unsafe environment and image.

There is a lack of connection to Norwood Road from the York Hill estate due to level differences and there are other barriers throughout the area - such as walls and fences - all serving to create unfriendly "edge conditions", making it difficult to better integrate Priority Area 1 with its surrounding area.

Norwood Road serves as a major north-south vehicular link and is often congested - from our site observations and as stated in the 2016 Community Evidence Base Report - and the narrow pavement on the western side creates an unpleasant environment for shoppers.

**Key**

-  Study Area
-  Priority Area 1 Boundary
-  Poor quality streetscape
-  Under used area
-  Parking
-  Busy junction
-  Bus stop
-  Poor facade
-  Rail tracks
-  Existing links
-  Wall
-  Lack of permeability



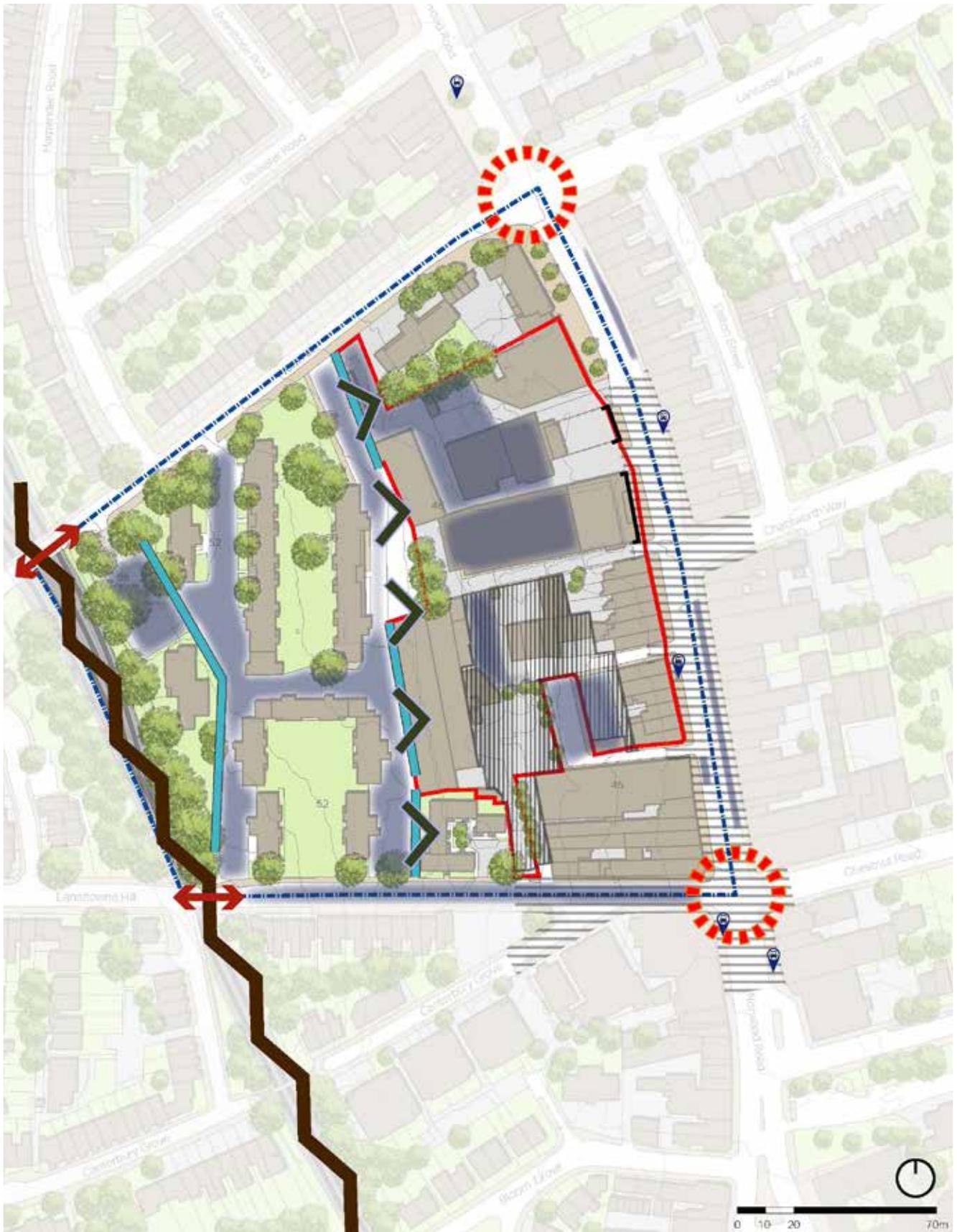
**Lack of east-west connections**  
Interface between the York Hill estate and the western edge of Priority Area 1 - no through route



**Norwood Road**  
Poor quality frontage on to Norwood Road



**Fences and barriers**  
Unfriendly "edge conditions" between parking areas and adjacent street on Waylett Place



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**Figure 4.6 Priority Area 1: Existing Constraints**

# 4.6. Opportunities

The study area is a diverse, mixed-use neighbourhood which has evolved over a period of time. The study area can be characterised as two clusters of different building typologies and use: an inward-looking residential western half, comprising the York Hill residential estate; and an outward-looking eastern half with a mix of uses and Norwood Road as its focus.

Due to topography constraints and existing edge conditions, the two sides are not connected and there is an opportunity to integrate these two halves and the wider area.

The range of opportunities for Priority Area 1 could vary with degrees of intervention and which are set out in Chapter 5 in more detail:

- **Redevelopment:** there appear to be under-used areas which indicate opportunities for redevelopment. As shown on Figure 4.7, redevelopment could improve the edge conditions together with the potential to provide new housing, an improved retail offer and new, high quality frontages on the western side of Norwood Road. Existing building heights and level differences indicate that the development on the western edge and within Priority Area 1 itself could be higher than existing buildings. This could allow for significant provision of new housing on selected sites without creating negative edges to the existing urban fabric.
- **Improvements:** there are opportunities for improvements in connectivity and public realm across site.

**Key**

-  Study Area
-  Priority Area 1 Boundary
-  Potential for improving public realm & parking
-  Play area
-  Potential for improving built form & public realm
-  Good quality public realm & streetscape
-  Quality parks & open spaces
-  Active facade/ retail & services
-  Positive residential facades
-  Quality buildings & street frontage
-  Connection to cultural hub
-  Gateway to heart of the town centre
-  Potential for new link



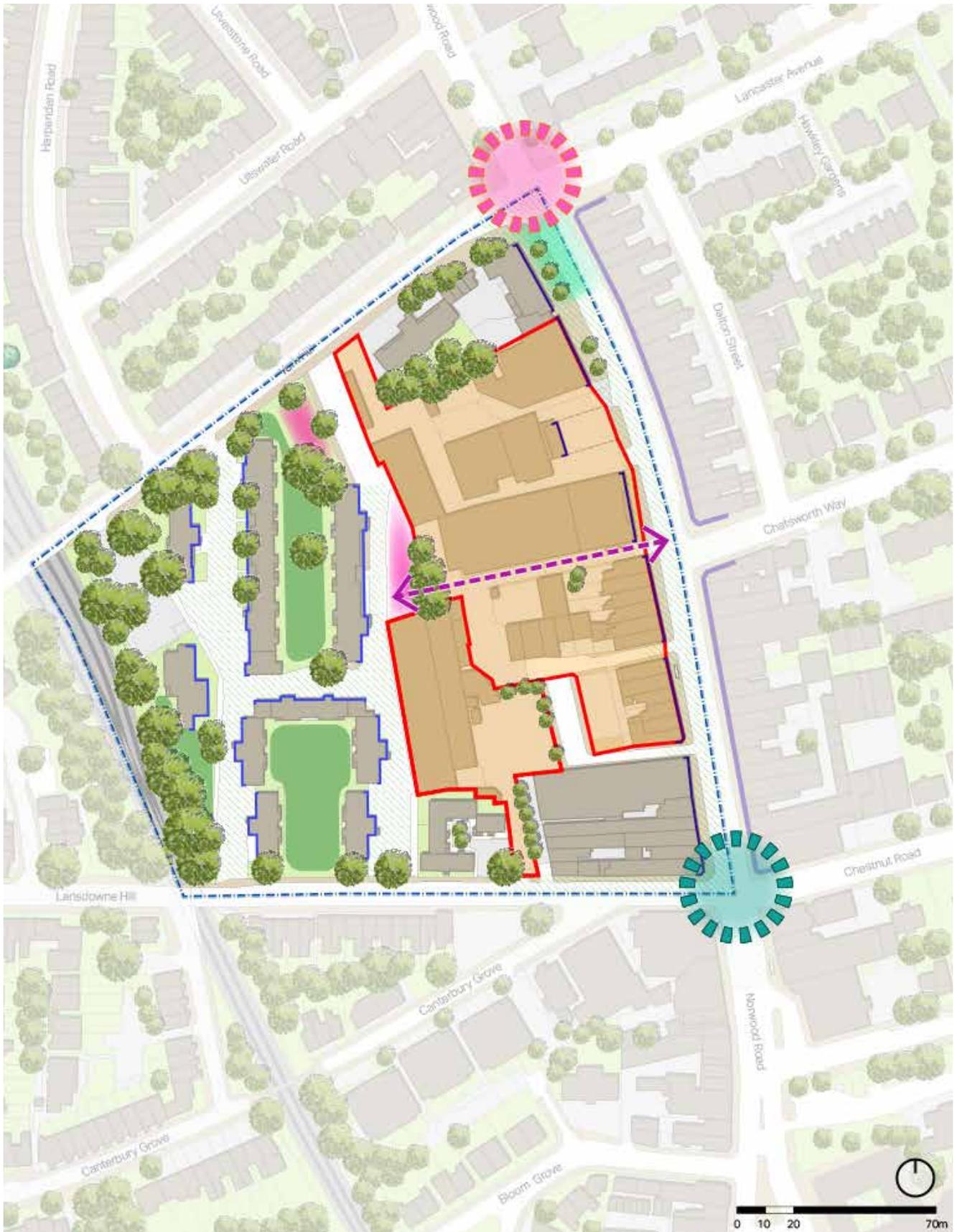
**York Hill residential estate**  
The estate is mid density with ample open spaces and play areas for recreation.



**Norwood Road (west) shopfronts**  
Mix use, active environment with good provision of shops and services.



**Norwood Road (east) - shopfronts e**  
Positive urban environment with active frontages on ground floor and four storey consistent façades, well-preserved.



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**Figure 4.7 Priority Area 1: Existing Opportunities**





## Development Options

# 05

# 5. Development Options

## 5.1. Key objectives

Based on the site analysis and work done to date, it is possible to establish a set of key design and development principles for the revitalisation of Priority Area 1. These are loosely based on the emerging vision for Norwood, which is being developed by the NPA, and how they could be translated into broad spatial objectives as the Neighbourhood Plan must be focused on land use planning:

- **Open:** there is a recognised need for the community, businesses, developers and Lambeth Council to work together, particularly if the vision for revitalising the Priority Area 1 is to be achieved. In spatial terms, this means **ensuring that the development of each site or parcel of land does not preclude development on any other site**, or to negatively impact upon the wider vision for Priority Area 1.
- **Local:** the need for access on the doorstep to schools, jobs, communal facilities, green spaces and shops has been identified. Priority Area 1 could indeed provide some of these opportunities for local people in **a mixed-use development with new homes, workspace (jobs), public open space and shops**.
- **Safe:** there is a need to ensure that the area is safe, particularly for children, pedestrians, cyclists. In land use terms, this means planning for **new pedestrian and cycle connections through Priority Area 1, and routes and open spaces which are overlooked** by front doors and windows (i.e. natural surveillance).
- **Affordable:** providing space and services which are affordable for residents and business owners. **Providing a range in size and type of homes (types and sizes), workspace and shops** within any scheme will be important. This document does not go into the level of detail of size and types of residential units or workspace but has provided a high level indicative schedule of floorspace.
- **Clean:** reducing pollution and waste in streets was also seen as a priority - again, in terms of land use planning this can be translated into a focus on the need to **create a good quality public realm** and an area which local people are proud to call their own. Instilling a sense of civic pride in Priority Area 1 with investment in the public realm and good quality street furniture (including bins) should therefore be a priority for any redevelopment, as should careful consideration of the servicing and access requirements of different users - shop owners, businesses, residents and visitors alike.

Whilst many of these overlap with the development priorities that set out in the Council's Manual for Delivery, the NPA should consider including their own within their Neighbourhood Plan to establish their local priorities for Priority Area 1, and to encourage the key landowners to become part of delivering the vision. The Neighbourhood Plan does not need to, and should not, to repeat guidance that already exists elsewhere but can build upon or provide more detail than currently exists.

## 5.2. Introducing the options

All of the objectives listed have informed the potential development options as set out in this chapter. These are:

- **Option 1 - Streetscape improvements;**
- **Options 2A and 2B - Infill development; and**
- **Options 3A, 3B and 3C - Maximum or large scale redevelopment.**

It is important to note here that these are not detailed proposals but are included for the NPA and local community to consider these approaches to understand what they may wish to include in their Neighbourhood Plan.

It is also important to note here that the options are based on car parking standards as set by the Lambeth Local Plan, Local Plan Review and draft London Plan which focus on car-free development as much as possible. Early discussions with the Council has suggested there may be some flexibility based on the fact that there is currently some limited town centre shopper parking (approximately 10 spaces in the Waylett Place car park), so in options where a large retail unit (potentially a relocated B&Q for example) is proposed, this would need to be shared use with the retailer and general town centre shoppers.



01

01 Norwood Road (west side)



02

02 B&Q and Texaco, Norwood Road (west side)



03

03 Knowles of Norwood, Norwood Road (west side)



04

04 Open space between B&Q and York Hill estate



05

05 Mechanics/car repair, Waylett Place

# 5.3. Option 1: Streetscape improvements

This is the ‘minimum intervention’ option which focuses on improvements to the public realm, shopfronts and connectivity to enhance the urban environment. This option, as shown in Figure 5.1, assumes none of the sites within Priority Area 1 come forward for redevelopment - although the current the former Brooks Laundry proposals are shown - but also takes into account that some consultees stated that they would not wish to see large scale change here.

There are a number of advantages for this option including:

- Improved streetscape along Norwood Road and around Waylett Place with provision of trees and street furniture where possible and appropriate. The recent re-paving of Norwood Road could be further enhanced to create a more welcoming environment.
- Improvements to Priority Area 1 with connections to the York Hill estate via the integration of the Brooks Laundry site.
- Minimal disruption to existing businesses/landowners and avoids the need for any land assembly.

However, this option is highly unlikely to encourage significant new development and investment in the area, and will not provide new housing or improve the retail/ evening economy offer. Without such development or investment, the funds to pay for this type of improvements would need to be sought from the public sector.

**Key**

-  Priority Area 1 Boundary
-  Proposed Buildings Layout
-  Improve Shop Fronts
-  Improve Public Realm (along the High Street)
-  Improve Public Realm (of inner block)
-  Buildings Proposed by Landowners



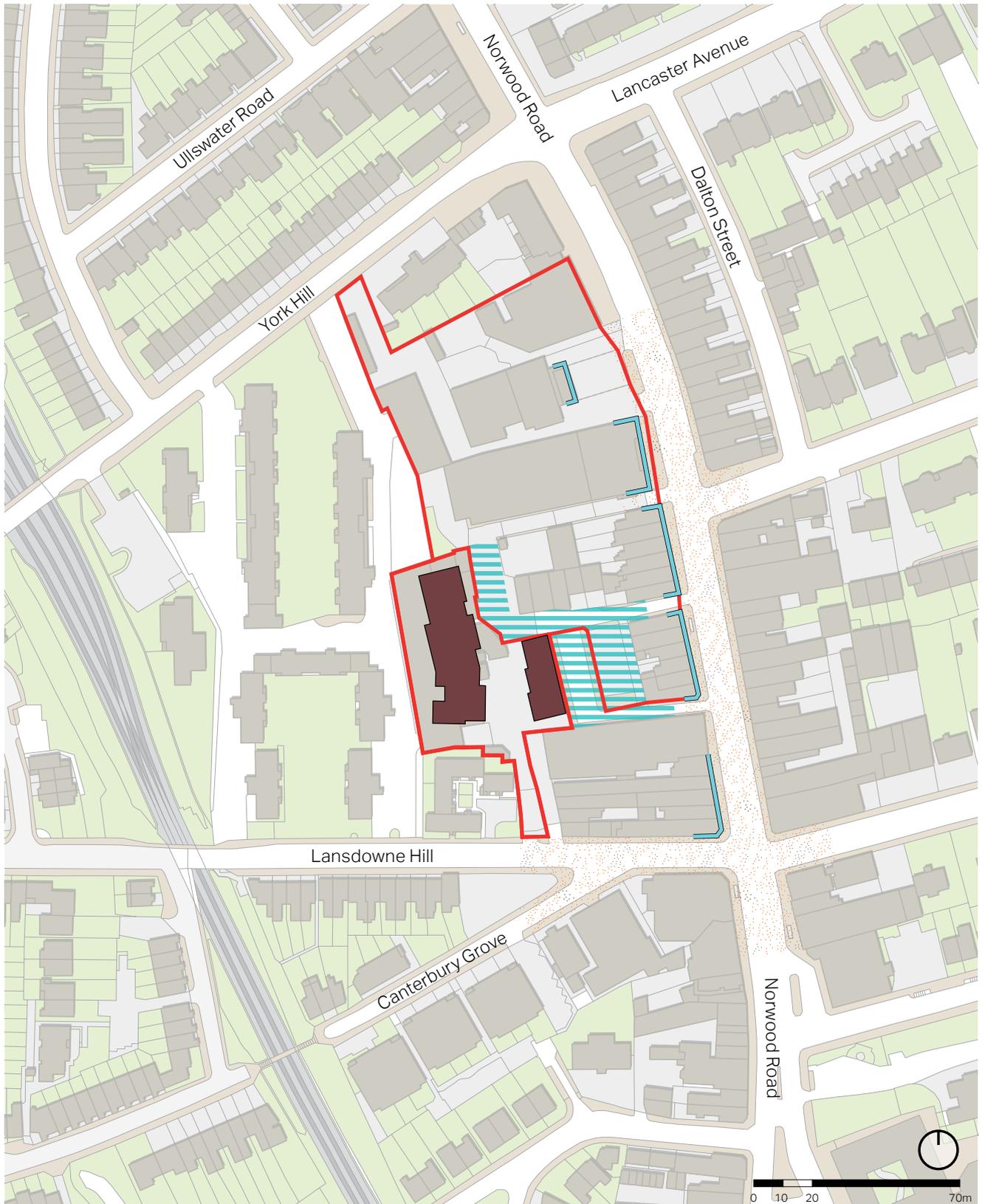
**Quality surface treatment**  
Potential to further enhance the street scene in Priority Area 1, particularly around Waylett Place



**Sit out pockets**  
Potential for seating on the wider area of pavement north of the Texaco petrol station



**Pedestrian area lined by planting**  
Greening pedestrian routes to improve the image of the area



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Figure 5.1 Retail Heart: Option 1

# 5.4. Option 2A: Infill development

Figure 5.2 shows infill development based on a scenario where sites north and south of the B&Q store could be redeveloped, based on the designs currently being proposed by the landowners. South of B&Q, this option retains the existing street and urban block pattern around Waylett Place but with the existing buildings redeveloped around new public spaces, broadly in line with Chatsworth Way, and integrated with the Brooks Laundry site.

This option retains the car park at Waylett Place but for dual use so that it could also be used for civic purposes at specific times - e.g. as an additional hub for the West Norwood Feast. This would involve removing the existing steel fencing and re-landscaping it to make it more welcoming. There is also potential for the block between the car park and the B&Q to be redeveloped with new cafés/restaurants facing a new public space with flats above. Shops in blocks A and B would be re-provided facing Norwood Road, again with flats above in buildings of up to four storeys high.

This option has its advantages:

- Improved public realm with high quality materials, planting, seating and street furniture within Priority Area 1, behind the shops on Norwood Road.
- Opportunity to create a wider pavement on the west side of Norwood Road to provide a better walking environment.

OPTION 2A		
	Amount (net)	Net Area (m2)
FLATS	84	5,890
RETAIL		694
OFFICE		677

Proposals by Landowners		
	Amount (net)	Net Area (m2)
<b>Proposal 1</b>		
Flats	34	2,380
Non Residential development		979
<b>Proposal 2</b>		
Flats	51	3,423
Office		992

**Key**

-  Priority Area 1 Boundary
-  Existing Buildings
-  Development Blocks
-  Open Space
-  Play Area
-  Movement Corridors
-  Servicing
-  Improve Public Realm
-  Parking/ Other Use
-  Buildings Proposed by Landowners



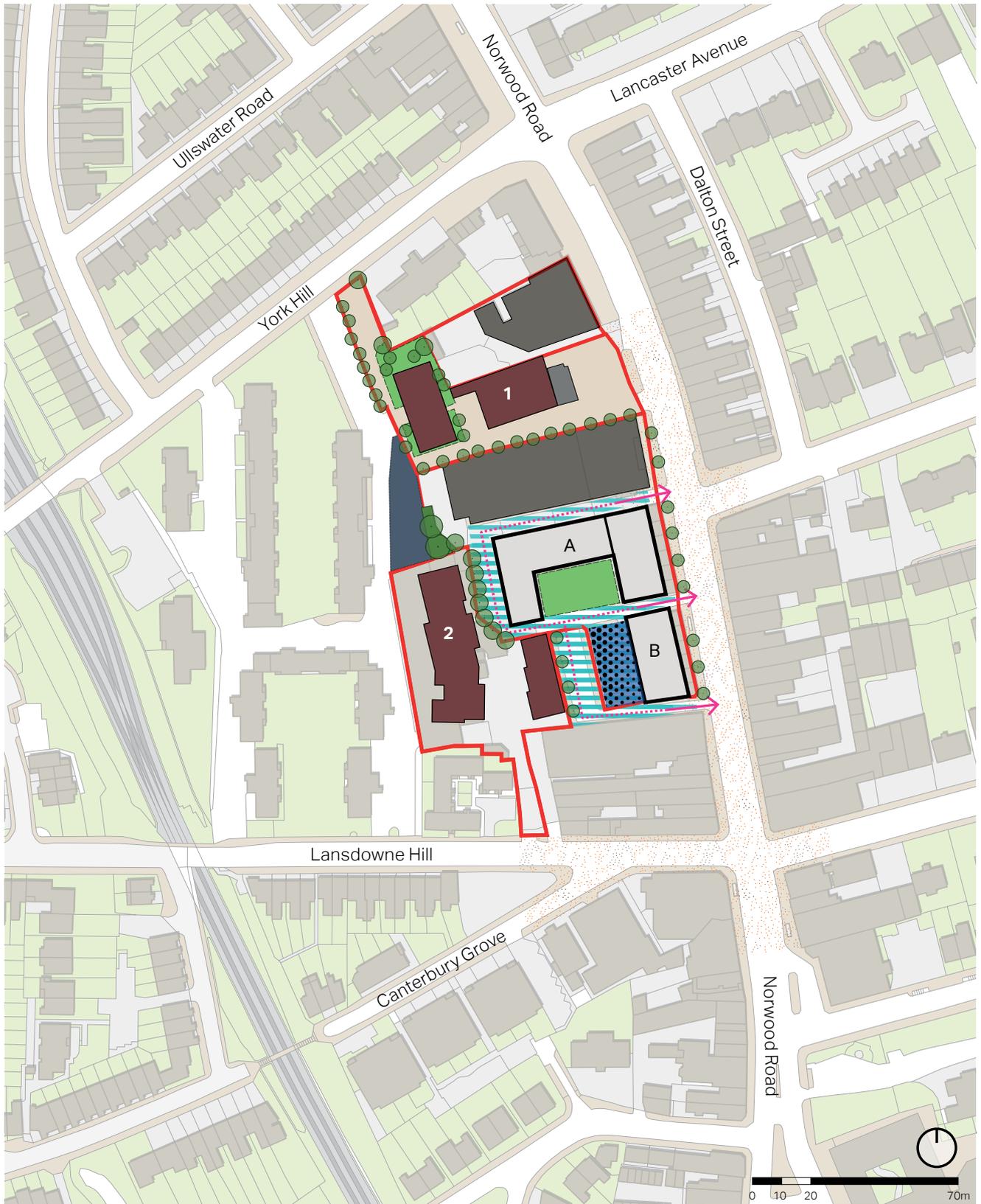
**High quality public areas**

High quality materials for paving, street furniture and lighting are critical to an area's image and useability



**Evening economy**

Potential for a new public space fronted by restaurants and bars



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Figure 5.2 Priority Area 1: Option 2A

- Creation of a new public space, new shop units and more evening leisure opportunities.
- Retention of an element of town centre parking.
- Smaller parcels of land are more in line with existing landownership boundaries and may be easier to assemble than a comprehensive redevelopment.
- Enables B&Q and Texaco, both considered to be higher land value uses, to continue trading without disruption.
- By providing additional homes on the site, this could help to contribute to financing the public realm improvements which are also suggested by this option.

Conversely, there are disadvantages too:

- As with Option 1, this option does not unlock the full potential of the site and land assembly would still be complicated. Only the southern half of the site is redeveloped - but this would be a significant step change in the quality of the area.
- By leaving B&Q and Texaco in situ, it does not raise the quality of the streetscape or improve the shop frontages along Norwood Road.
- Lack of ability to increase north-south movement through the site, although some would argue this is as important as enhancing east-west movement.

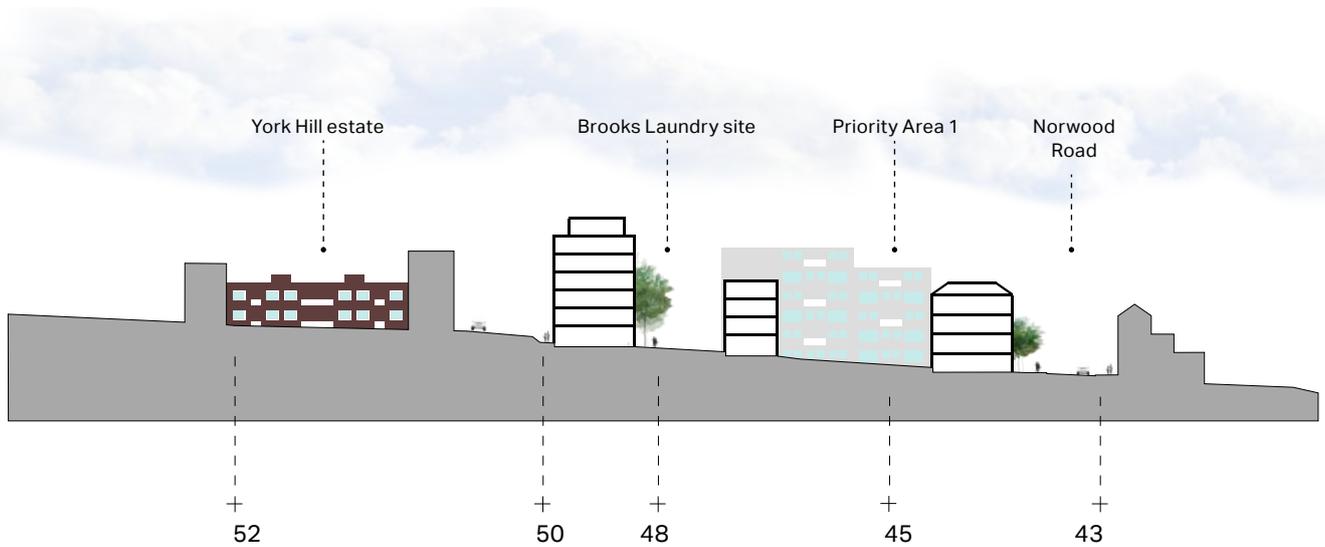


Figure 5.3 Priority Area 1: Option 2A indicative cross-section



Figure 5.4 Priority Area 1: Option 2A, looking west from Norwood Road  
Existing buildings shown in dark grey, new in white



Figure 5.5 Priority Area 1: Option 2A, looking southwest towards York Hill estate  
Existing buildings shown in dark grey, new in white



Figure 5.6 Priority Area 1: Option 2A indicative visualisation

# 5.5. Option 2B: Infill development

Option 2B is a medium-level intervention, based on a scenario where a number of key sites on the west side of Norwood Road could become available for redevelopment, including the petrol station, as shown in Figure 5.2. This option includes part of the current proposals on the Brooks laundry site, retaining the larger of the two buildings. In addition, public realm improvements are suggested to the rear of new shops fronting Norwood Road.

Blocks A, C and E, shops are proposed to face Norwood Road on the ground floor with flats above. This option delivers 618 sq.m of retail and 135 new homes, with an additional 51 proposed on the Brooks laundry site.

Advantages for this option include:

- Improved public realm with high quality materials, planting, seating and street furniture within the Priority Area 1, behind the shops on Norwood Road.
- Opportunity to create a wider pavement on the west side of Norwood Road to provide a better walking environment.
- Improved streetscape on west side of Norwood Road with three key blocks redeveloped with quality shopfronts to attract new/retain existing shops.
- Creation of a new public space, new shop units and more evening leisure opportunities.
- Retention of an element of town centre parking.

OPTION 2B		
	Amount (net)	Net Area (m2)
FLATS	135	9,420
RETAIL		618
OFFICE		1,011

Proposals by Landowners		
	Amount (net)	Net Area (m2)
Flats	51	3,423

**Key**

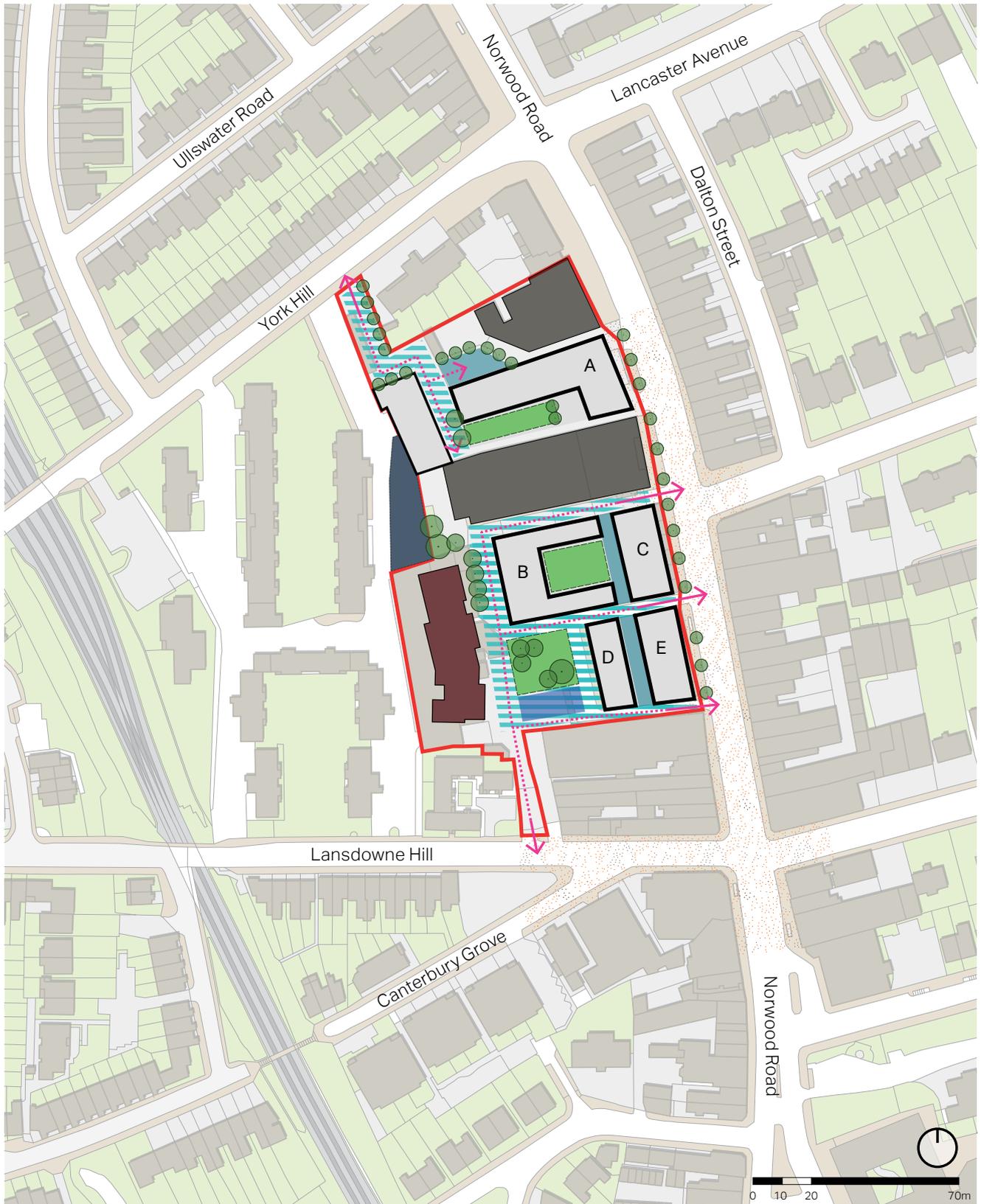
-  Priority Area 1 Boundary
-  Existing Buildings
-  Development Blocks
-  Open Space
-  Play Area
-  Movement Corridors
-  Servicing
-  Improve Public Realm
-  Parking
-  Buildings Proposed by Landowners



**Communal gardens**  
Quality green spaces for the new residential blocks. Royal Seaport, Sweden.



**Quality architectural and public realm design**  
Case study reflecting good design from Stockholm, Sweden.

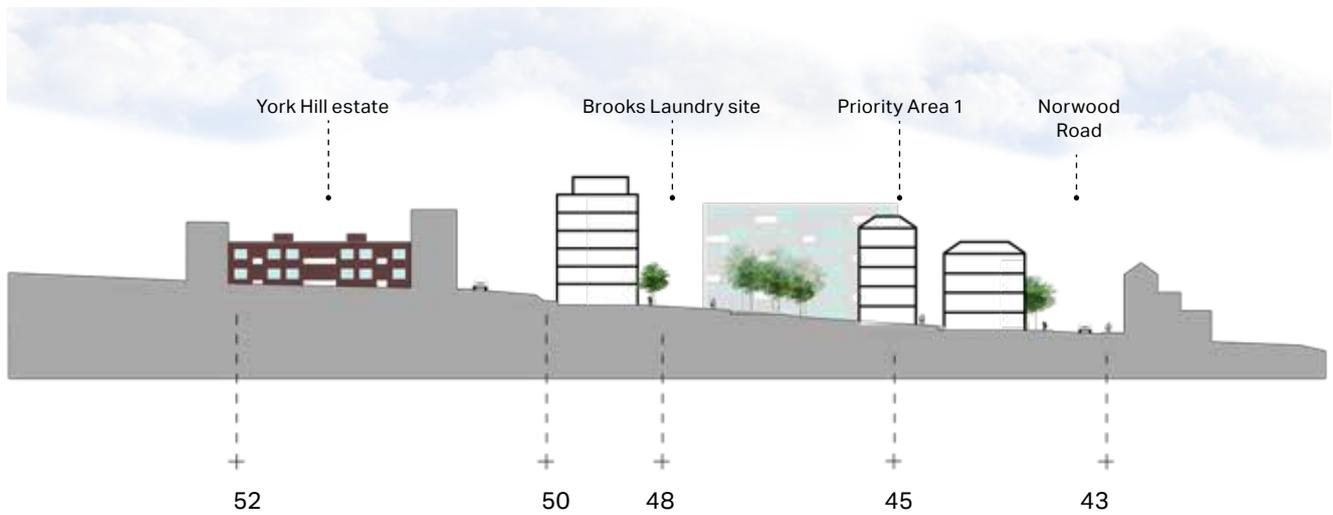


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Figure 5.7 Priority Area 1: Option 2B

- Smaller parcels of land are more in line with existing landownership boundaries and may be easier to assemble than a comprehensive redevelopment.
- Enables B&Q to continue trading without disruption.
- Creation of a more walkable town centre environment west of Norwood Road with new north-south and east-west routes which pedestrians can use.
- Better integration of the former Brooks laundry site with blocks B and D, as well as the provision of new open space in that part of the Priority Area 1.
- Provides sufficient servicing access at the rear of the shops facing Norwood Road.

This option could deliver many benefits but land assembly is still an obstacle, and the retention of B&Q in situ would create a blank wall facing the new development to the south. Care would also need to be taken to ensure that the rear servicing areas for the shops are designed carefully so as not to impact upon the other users in the newly redeveloped area, particularly residents and pedestrians.



**Figure 5.8 Priority Area 1: Option 2B, looking west from Norwood Road**

Existing buildings shown in dark grey, new in white



**Figure 5.9 Priority Area 1 : Option 2B looking southwest from the corner of Norwood Road/York Hill**

Existing buildings shown in dark grey, new in white



**Figure 5.10 Priority Area 1: Option 2B looking southeast from the York Hill**

Existing buildings shown in dark grey, new in white



Figure 5.11 Priority Area 1: Option 2B indicative visualisation

## 5.6. Option 3A: Large scale redevelopment

This option, as shown in Figure 5.12 looks at the potential of the whole site, if in the longer term the B&Q site became available for example. This option provides the opportunity to re-provide the B&Q in a new format with flats above - such as the one on Holloway Road in north London. A new space for a larger retail unit north of the existing B&Q could create more space to the south for a more significant public open space within Priority Area 1, benefiting the York Hill estate as well as new residents and shoppers.

This option would provide new shops fronting Norwood Road, creating a more coherent facade on the western side of the road to reflect the character of the eastern side. New blocks on the west side of Norwood Road would be four storeys to match the east side. Again, this option includes the current proposals for the former Brooks laundry site. This option delivers 2,210, sq.m of retail and 124 new flats, plus the 51 being proposed on the Brooks laundry site.

In addition to the benefits provided by Options 2A and 2B, this option could also offer:

- A major transformation of Priority Area 1 and provision of new housing, public space, shops and workspace, improved connectivity and a higher quality public realm.
- A new north-south, pedestrian route connecting Waylett Place to York Hill in the north.

OPTION 3A		
	Amount (net)	Net Area (m2)
FLATS	124	8,704
RETAIL		2,210
OFFICE		364

Proposals by Landowners		
	Amount (net)	Net Area (m2)
Flats	51	3,423
Office		992

### Key

-  Priority Area 1 Boundary
-  Existing Buildings
-  Development Blocks
-  Open Space
-  Play Area
-  Movement Corridors
-  Servicing
-  Improve Public Realm
-  Parking
-  Buildings Proposed by Landowners



**Wider pedestrian area along the high street**  
Image showing new high street streetscape, Sidcup High Street, London.

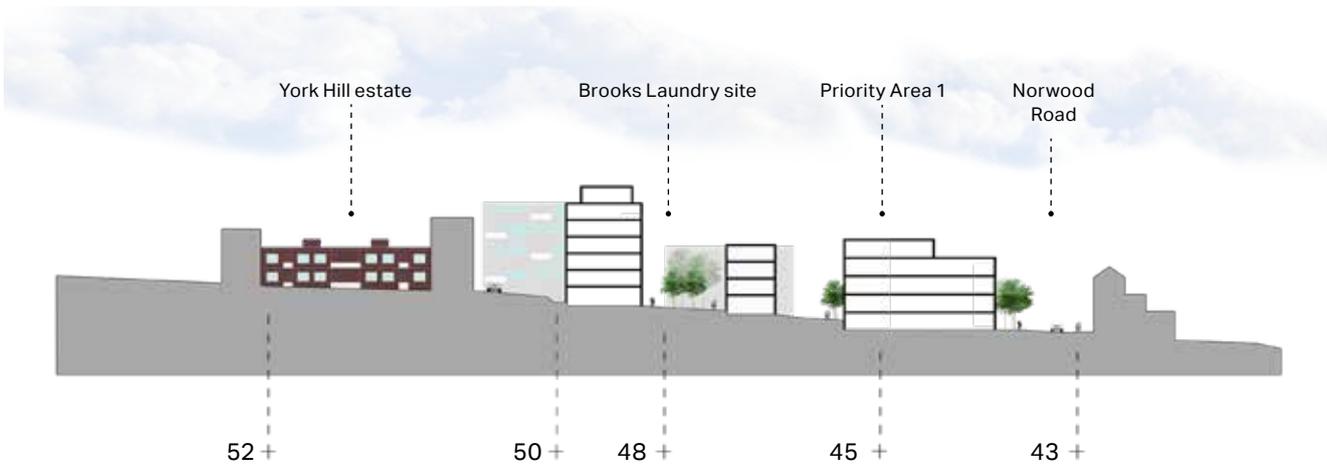


**Quality public space with active frontages**  
Brewery Wharf in Twickenham, London. Designed by JTP.



- A more substantial public open space within Priority Area 1 fronted by a mixture of commercial and residential uses.
- A new, larger store which could be the re-provided B&Q with parking accessed off York Hill. By relocating it north, construction could be phased to allow the old store to continue trading until the new one is complete.
- Better integration of the proposed Brooks laundry site buildings.
- A stronger western facade of Norwood Road to complement the eastern streetscape.

However, delivering this option would be challenging in terms of timing, land assembly and dealing with existing tenants like B&Q. Parking standards for new retail development - which is what a re-provided B&Q would count as - should be car-free developments in line with the draft Lambeth Local Plan Review and draft London Plan, although the Council has indicated a degree of flexibility if it could also be shared with more general town centre shopping uses.



**Figure 5.13 Priority Area 1: Option 3A, looking west from Norwood Road**

Existing buildings shown in dark grey, new in white



**Figure 5.14 Priority Area 1: Option 3A looking southwest from Norwood Road**

Existing buildings shown in dark grey, new in white



**Figure 5.15 Priority Area 1: Option 3A looking north from Lansdowne Hill**

Existing buildings shown in dark grey, new in white



Figure 5.16 Priority Area 1: Option 3A indicative visualisation

# 5.7. Option 3B: Maximum development

Figure 5.17 shows how the site could be redeveloped if all the sites came forward. Whilst achieving this comprehensive redevelopment is unlikely given land assembly issues, it is still useful to look at in terms of understanding what the potential for the site could be, and to ensure that development coming forward on individual sites does not preclude development on other sites.

For this option it is assumed that the recently developed Iceland remains in situ and that the Knowles of Norwood building at the northern end of the site is retained and enhanced. It also takes in the existing open space (where blocks B and E are shown) which is currently surrounding by fencing and provides some limited outdoor exercise equipment. This option could provide 200 new homes as well as shops and flats as shown in the table.

Together with redevelopment of all the sites, public realm improvements are suggested to the service areas to the rear of the shops on Norwood Road. In blocks A, D, I and J, retail frontage is proposed on the ground floor facing Norwood Road with flats above. The built form will complement the east side of Norwood Road with four storey articulated façades and a wider pavement.

Option 3B could also create a whole new, high quality residential-led quarter behind the Norwood Road shops with new homes, community and play facilities, open spaces, a mix of workspace and new connections to help integrate the new with the existing areas.

As with Option 3A, land assembly and existing tenants/occupiers would be the greatest challenge to delivering this vision.

OPTION 3B		
	Amount (net)	Net Area (m2)
FLATS	200	14,032
RETAIL		2,260
OFFICE		2,337

**Key**

-  Priority Area 1 Boundary
-  Existing Buildings
-  Development Blocks
-  Open Space
-  Movement Corridors
-  Servicing
-  Servicing Area



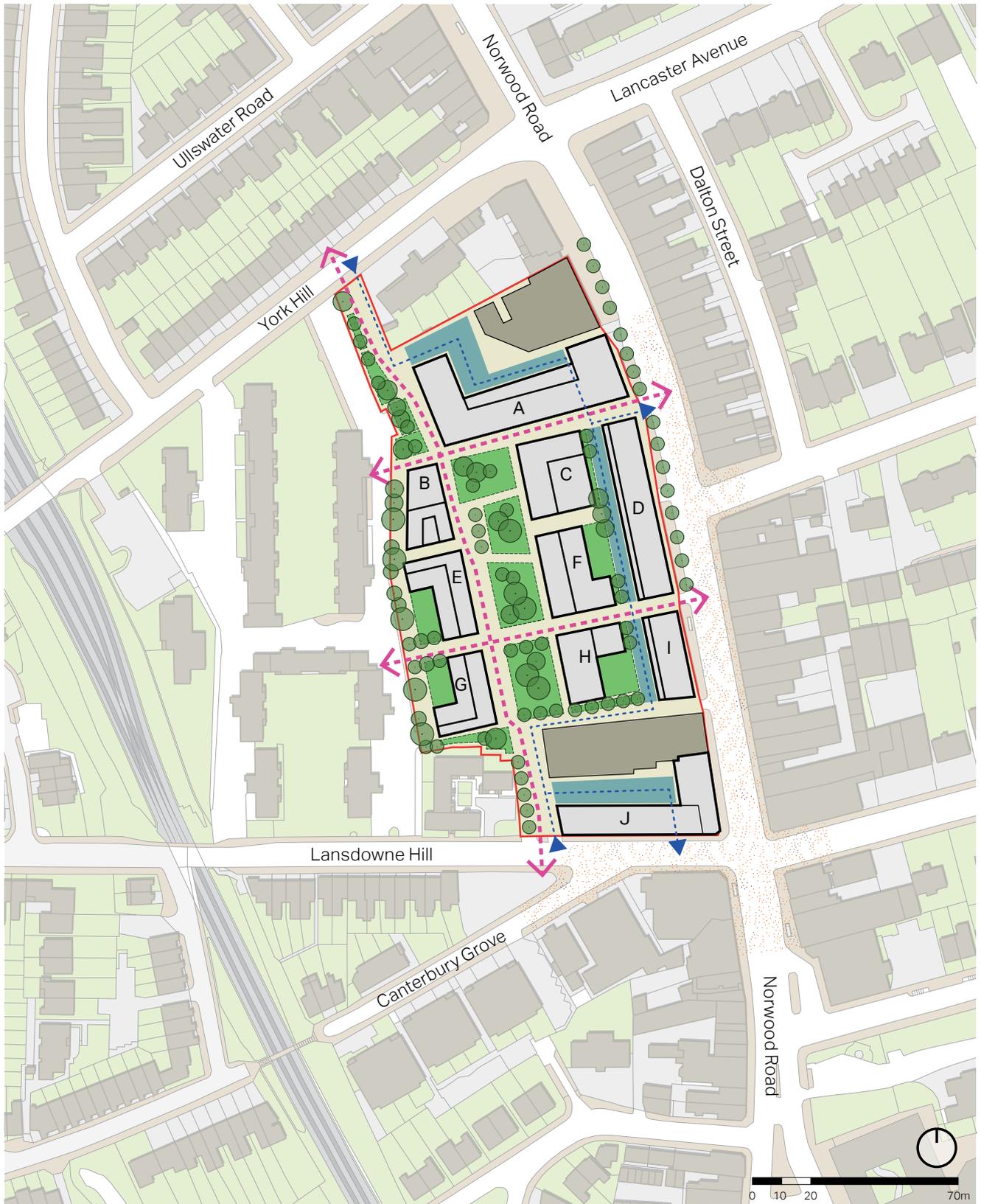
**Plant containers to enhance public realm quality**  
Use of planters within the public realm can further enhance the aesthetics of the new residential-led quarter.



**Semi-private communal gardens**  
New residential development integrating open space, play areas and communal facilities.

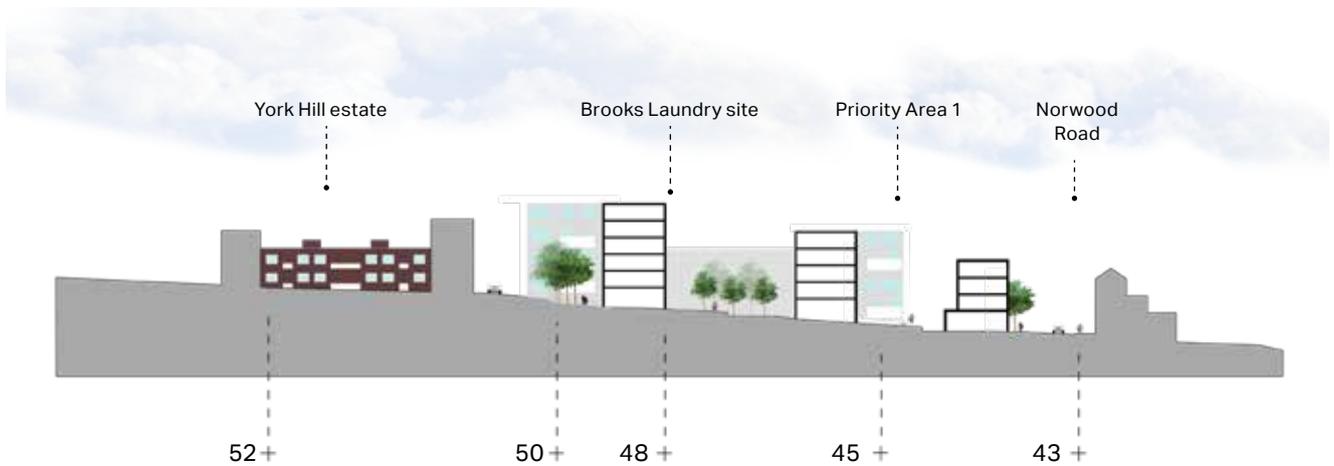


**High quality public realm in residential area**  
Good design example for the green corridor among buildings B, E, G, C, F and H.



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Figure 5.17 Priority Area 1: Option 3B



**Figure 5.18 Priority Area 1: Option 3B, looking west from Norwood Road**  
 Existing buildings shown in dark grey, new in white



**Figure 5.19 Priority Area 1: Option 3B looking northeast from Lansdowne Hill**  
 Existing buildings shown in dark grey, new in white



**Figure 5.20 Priority Area 1: Option 3B looking southwest from Norwood Road**  
 Existing buildings shown in dark grey, new in white



Figure 5.21 Priority Area 1: Option 3B indicative visualisation

# 5.8. Option 3C: Large scale redevelopment

This option is based on a scenario where the majority of the sites on west side of Norwood Road become available for redevelopment, including the B&Q site. Together with redevelopment of the sites, public realm improvements are suggested behind the shops on Norwood Road. Blocks E and G include shops on the ground floor fronting Norwood Road with flats above, whilst block C could be a large store, potentially a re-provided B&Q.

As with the previous option, the existing open space fitness area between the Priority Area 1 and the York Hill estate is redeveloped and re-provided elsewhere within the scheme. This option provides more retail than workspace.

There are similar advantages and disadvantages for this option to the previous one, although this site would create a central open spine of open space, more similar to the urban pattern seen to the west in the York Hill estate.

OPTION 3C		
	Amount (net)	Net Area (m2)
FLATS	113	7,943
RETAIL		2,506
OFFICE		303

Proposals by Landowners		
	Amount (net)	Net Area (m2)
Flats	51	3,423

**Key**

-  Priority Area 1 Boundary
-  Existing Buildings
-  Development Blocks
-  Open Space
-  Vehicular movement
-  Servicing
-  Parking
-  Buildings Proposed by Landowners



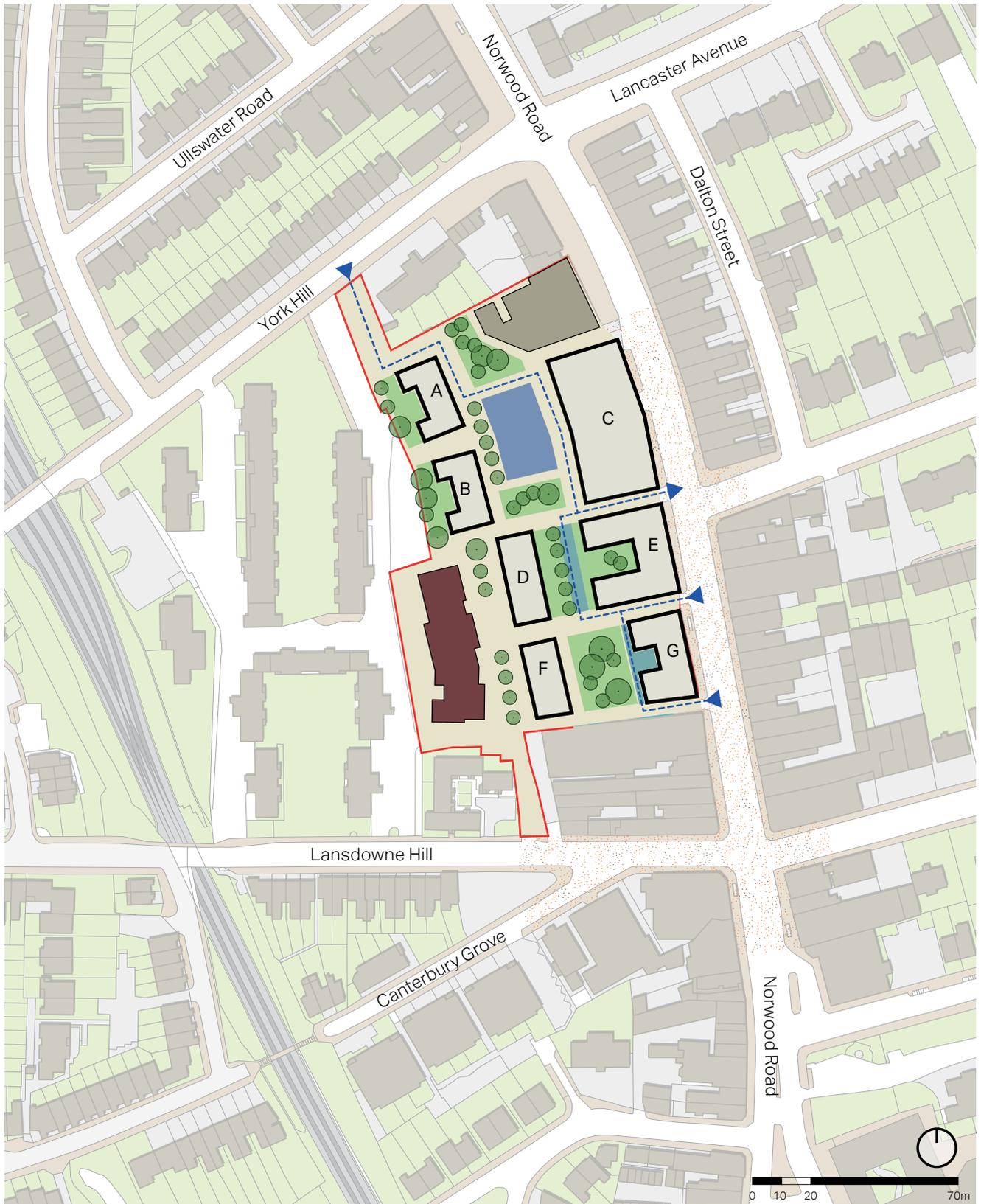
**Communal gardens**  
Safe and secure private communal gardens with play areas and relax space.



**Quality surface treatment**  
Use of high quality materials, street furniture and trees are essential to provide good quality public realm capable of improve an area's image and perception.

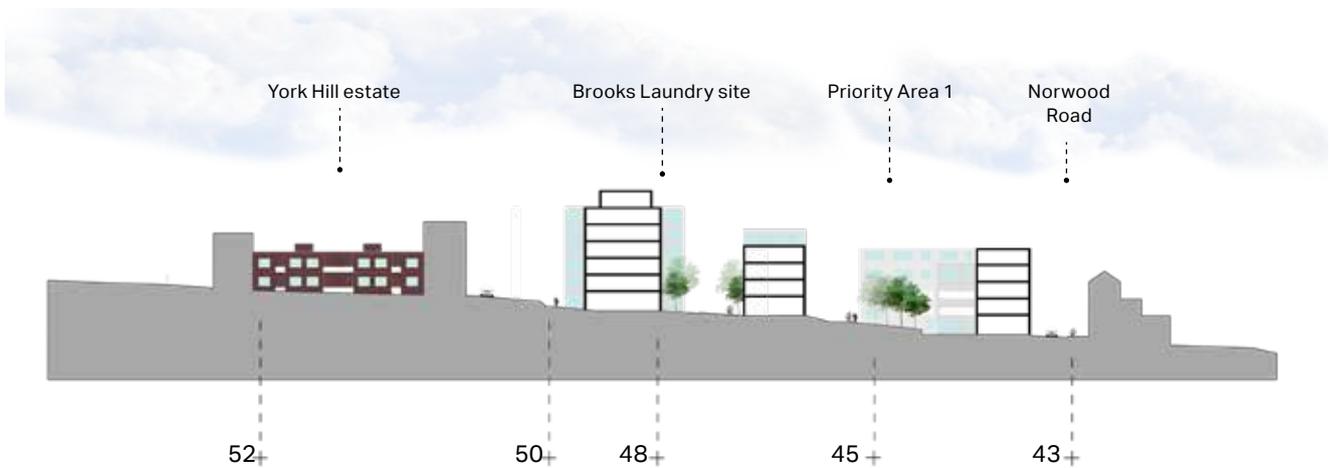


**Quality rendering and private gardens**  
Potential for private open space overlooked by residential apartments



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Figure 5.22 Priority Area 1: Option 3C



**Figure 5.23 Priority Area 1: Option 3C, looking west from Norwood Road**  
Existing buildings shown in dark grey, new in white



**Figure 5.24 Priority Area 1: Option 3C looking southeast from York Hill**  
Existing buildings shown in dark grey, new in white



**Figure 5.25 Priority Area 1: Option 3C looking west from Norwood Road**  
Existing buildings shown in dark grey, new in white



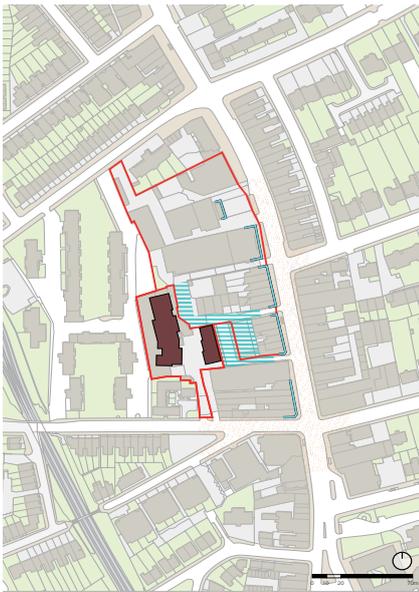
Figure 5.26 Priority Area 1: Option 3C indicative visualisation

add comments from 14th Nov?

# 5.9. Options consultation

The options discussed above were shared at the NPA's Feast stall on 4th November 2018 where members of the public were invited to stop and look at the options and to share their views. These options were also discussed at the NPA's 14th November 2018 Visioning Workshop #2.

## Option 1: Public realm



**Comments:**

- Higher quality and more variety of shops needed on High Street.
- Opposition to development of generic shopping centre with chain shops. This model of development is out of date and could result in empty units in the near future.
- Redevelop petrol station.

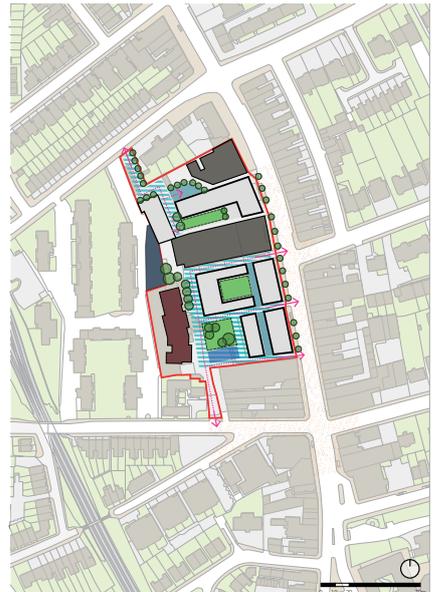
## Option 2A: Infill development



**Comments:**

- Good idea to retain Texaco and B&Q.
- Greening the area is welcomed but a certain amount of parking should be retained to support local businesses.

## Option 2B: Infill development



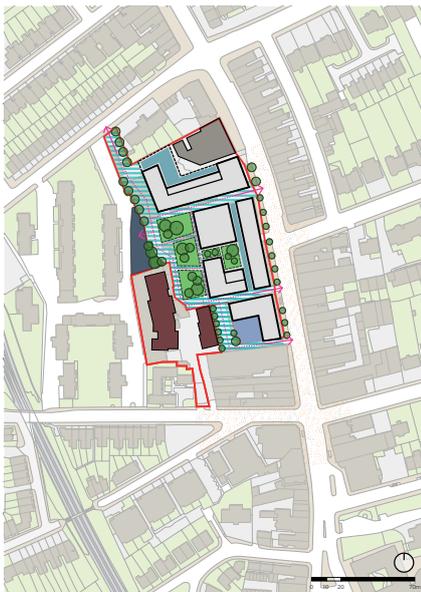
**Comments:**

- Need one large supermarket of decent quality. Promote the use of alternative methods to access Streatham Hill i.e.: avoid using cars.
- There are 3 small supermarkets in the area that provide the same thing. Better to replace with one large supermarket.



Figure 5.27 NPA stall, Feast 4th November 2018

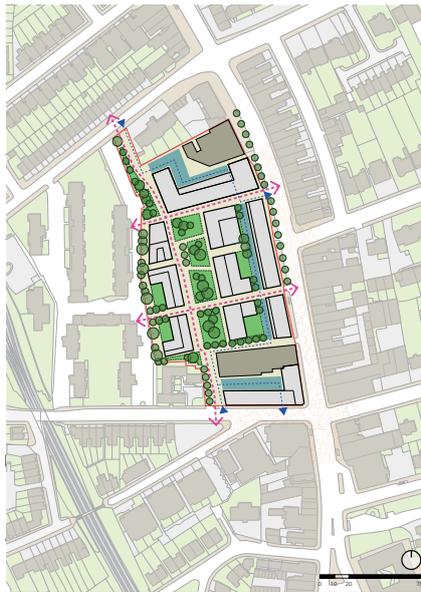
**Option 3A: Large scale redevelopment**



**Comments:**

- N/a

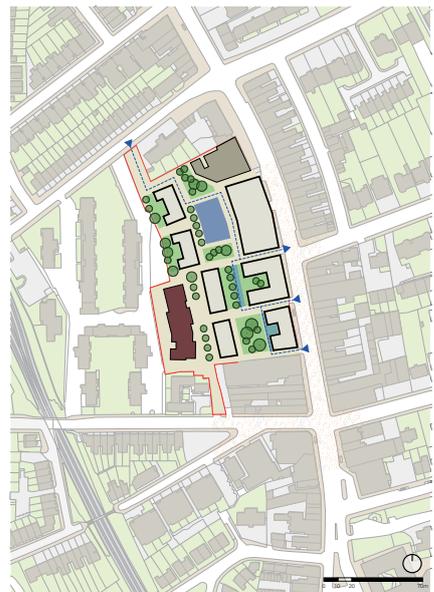
**Option 3B: Maximum development**



**Comments:**

- Parking is needed for shops to stay healthy as customers will not spontaneously visit the store if there is none. "A necessary evil".

**Option 3C: Large scale redevelopment**



**Comments:**

- Design green spaces for residents to use – sitting, chatting, drinking coffee, etc.
- No point in putting parks behind office blocks.



THE  
BUSH  
RECORD BAR

←

Travel Parking



# PART 2: BUSINESS & CULTURAL HEARTS

Introducing  
the Business &  
Cultural Hearts

06

# 6. Introduction

## 6.1. Overview

The Priority Area 2 of West Norwood are shown here on Figure 6.1, in the southern part of the district centre.

The Cultural Heart is loosely focused around West Norwood Station and the upper part of Norwood High Street, but also takes in the area east of Knight’s Hill. This area includes a mixture of warehouse, retail and wholesale, office buildings, railway arches and newly opened cultural facilities such as the Library and Picturehouse and South London Theatre. There are some shops on the High Street, although a number have been converted for residential use, as the focus for retail has shifted north and west of West Norwood station, on Knight’s Hill and Norwood Road.

The Business Heart is largely the same area covered by the KIBA designation - see Section 6.2 for further detail - and is the largest concentration of employment use in the borough. It includes a range of offices, warehouses and small business units, as well as a scrap yard in the east by the railway line and is home to a variety of users including small businesses, churches, retailers and manufacturing companies. There are also a number of vacant sites, notably the large site on the corner of Chapel Road and Knight’s Hill. Ernest Avenue and Rothschild Street run east-west through the Business Heart.

As well as being recognised and protected as an important employment area, this area has also been identified by Lambeth Council as having the potential to become South London’s Creative Enterprise Zone, a prominent hub for creative industries. In order to protect jobs in this area, inward investment is critical to enhance the area’s image and environment.

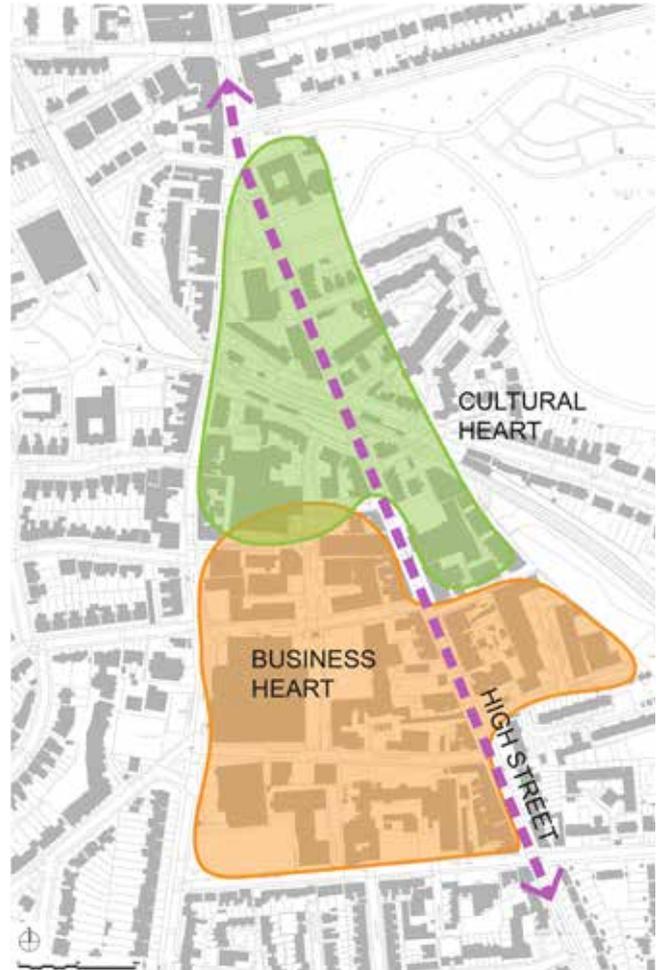


Figure 6.1 Location of the Business & Cultural Hearts



**Railway arches, East Place**  
It is unclear how many of these are actually in use although one seems to be used by a roofing/scaffolding company at present



**Norwood High Street**  
Shop conversions



**Winn & Coales (Denso), Rothschild Street**  
Chemical manufacturing company which occupies a large site between Ernest Avenue and Rothschild Street

## 6.2. Policy Review

### The draft London Plan (July 2018)

Policies that are relevant here are:

**Policy E2 Low-cost business space** – The provision and where appropriate, protection of a range of low-cost B1 business space should be supported to meet the needs of micro, small and medium-sized enterprises and to support firms wishing to start-up or expand.

**Policy E7 Intensification, co-location and substitution of land for industry, logistics and services to support London's economic function** – Development Plans should be proactive and consider whether certain logistics, industrial and related functions in selected parts of LSIS could be intensified and/or co-located with residential and other uses, such as social infrastructure, or to contribute to town centre renewal.

### Adopted Lambeth Local Plan (2015)

The following policies are relevant here:

**Policy ED1 Key Industrial and Business Areas (KIBAs)** – Development in KIBAs will be permitted only for business, industrial, storage and waste management uses, including green industries and other compatible industrial and commercial uses (excluding large scale retail) ancillary to, or providing for, the needs of the KIBA. The boundary of the KIBA is shown in Figure 6.2.

**Policy ED2 Business, industrial and storage uses outside KIBAs** – In order to maintain a stock of sites and premises in business use across the borough:

- a. Development for business (B1) uses will be supported on all sites.
- b. The loss of land or floorspace in business, industrial or storage (B class) use, or in employment-generating sui generis use, will not be supported unless clear and robust evidence is submitted which shows there is no demand for that floorspace.
- c. Mixed-use development including housing, work-live or other mix of compatible uses will be supported where the existing quantity of B class floorspace is replaced or increased.
- d. Where small business units are provided as part of a mixed-use scheme, these should incorporate a range of unit sizes and types to meet local business needs, and be well designed and flexible.

- e. Where a site last in B class and/or employment-generating sui generis use has been cleared, redevelopment will be permitted only where it provides B class floorspace to replace the previous quantity of floorspace if known, or otherwise provides the maximum feasible proportion of B1 floorspace for the site.
- f. Change of use from business use (up to 1,000 m<sup>2</sup> B1(a)) in town centres, including the use of accommodation above shops as offices, will be supported provided:
  - i. it can be demonstrated that the continued use for business uses is not viable; and
  - ii. the premises have been marketed unsuccessfully for at least one year; and
  - iii. the proposed use is appropriate to the building and its location.

**Policy ED4 Work-live development** – Work-live development will not be supported in Key Industrial and Business Areas.

### Draft Revised Lambeth Local Plan (October 2018)

No new policies are suggested within this Local Plan Review. Instead policies have been reviewed and updated. The changes to policies that are relevant for West Norwood are:

**Policy ED3 Key Industrial and Business Areas (KIBAs)** (formerly ED1) – Development in KIBAs will be permitted only for business, industrial, storage and waste management uses, including green industries and other compatible industrial and commercial uses (excluding large scale retail) ancillary to, or providing for, the needs of the KIBA. Areas of KIBA land with potential for both intensification and co-location with residential and other uses are shown on the Policies Map. To be eligible for the Fast Track Route, a 50 per cent affordable housing threshold will apply to proposals of this nature if there is a net loss of industrial capacity. A minor revision to the boundary is proposed as shown overleaf.

**Policy ED5 Work-live development (formerly ED4)** – Work-live development will not be supported in Key Industrial and Business Areas. It may be acceptable on non-designated industrial land and in Creative Enterprise Zones, provided it does not result in the loss of a site which is suitable for continued business use.

There is a proposed new Creative Enterprise Zone designation within West Norwood, shown in Figure 6.3. This is to redefine and revitalise the role of Norwood High Street for creative and digital enterprises, building on the proximity to the Commercial Areas, and the heritage and cultural area in the town centre.

The revised Local Plan explains this more: *“parts of West Norwood are identified in the London Plan as being as a Strategic Area of Regeneration and the southern part of Norwood High Street is currently performing comparatively weakly to the rest of the town centre, with many ground floor units vacant or being converted to non-town centre uses. Its proximity to the West Norwood Commercial Area offers an opportunity to redefine its role and has been removed from the town centre boundary, and has instead been identified as a Creative Enterprise Zone (CEZ). Within the CEZ, the council will support new mixed use development that brings forward business space to encourage the growth of creative and digital industries and complements the role of the Commercial Area.”*

CEZs are funded by grants of £50,000 issued by the Mayor of London. These initiatives aim to develop four key areas: space (affordable and creative workspace), skills and support, policy (promoting pro-culture policies in Local plans) and community (strengthening links).

**Policy PN7 West Norwood - Norwood High Street**  
 – Designating part of Norwood High Street a Creative Enterprise Zone (CEZ) to redefine and revitalise the role of Norwood High Street for creative and digital enterprises, building on the proximity to the Commercial Area, and the heritage and cultural area in the town centre. The council will support the investment in and renewal of spaces appropriate for creative and digital enterprises to encourage a range of businesses such as makers, artists and designers to locate in the CEZ.

**Evidence base: Review of Key Industrial and Business Areas (KIBAs), October 2017**

The report analysed the existing KIBAs and assessed whether any changes are needed to current designations. The recommendation for West Norwood Commercial Area is no change in approach, this site is integral to the KIBA given its location and has potential for employment-only development.



Figure 6.2 KIBA boundary (shown in purple) and safeguarded waste sites (shown in red) (taken from the London Borough of Lambeth Interactive Lambeth Local Plan Policies Map 2015)

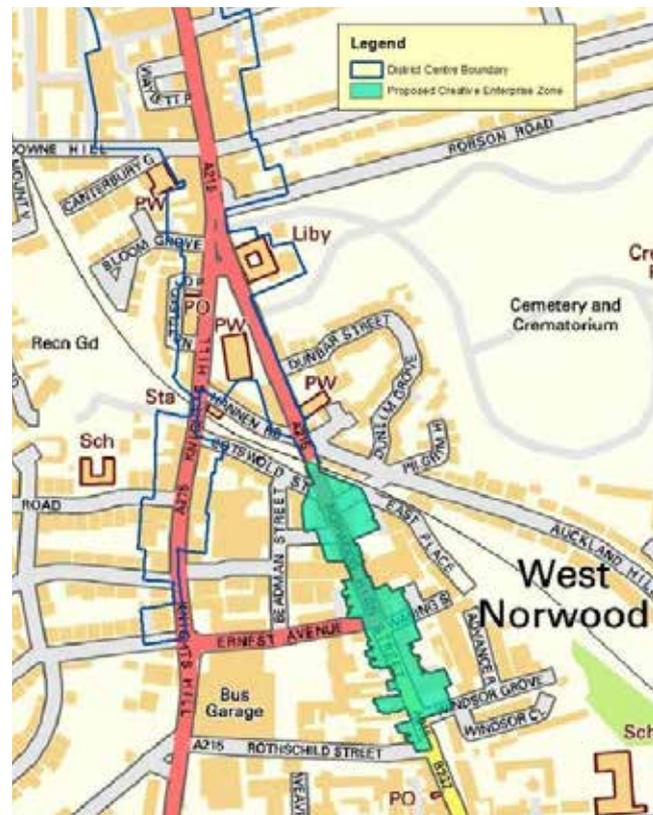


Figure 6.3 Proposed Creative Enterprise Zone (taken from the Draft Revised Lambeth Local Plan, October 2018)

## 6.3. Previous work

### A Plan for West Norwood and Tulse Hill: Community Evidence Base Report (November 2016)

This report noted that the KIBA has around 45,000 square metres of commercial floorspace across around 75 premises, and with nearly 75% of floorspace in B use classes. It estimates that the area provides approximately 500 jobs across a mix of sectors with the main employer being transport. Other sectors include manufacturing, professional and business services and wholesale. The key challenges facing the area include relatively poor infrastructure, a lack of signage, a small number of under-used or vacant sites, and some illegal conversions of buildings.

General feedback suggested the following key issues:

- Frustration that nothing has happened to improve the quality of the Commercial Area despite successive rounds of consultation over the past 20 years.
- There was agreement that the Commercial Area is currently under-utilised and that in headline terms there is a huge amount of potential for growth and improvement.
- Landowners confirmed they do not struggle to rent space and are typically able to achieve good rental values.
- There is overall agreement that the Commercial Area is not suited for 'heavier' industrial uses due to access constraints for vehicles; but is suited for lighter industry and office space given its strong location.
- Specific challenges include: loading restrictions; vehicular access; and parking.

Suggestions to enhance the Commercial Area included:

- Overall agreement that there is potential to encourage more creative uses and space for small business in the northern part of the Commercial Area and along Norwood High Street (e.g. live work space).
- General agreement that space for lighter industries serving the south London population (e.g. motor trades) needs to be protected in areas such as this.
- A number of landowners/businesses were interested in the potential to redevelop their plots / premises to introduce better quality space at a greater density, and introducing a mix of uses.

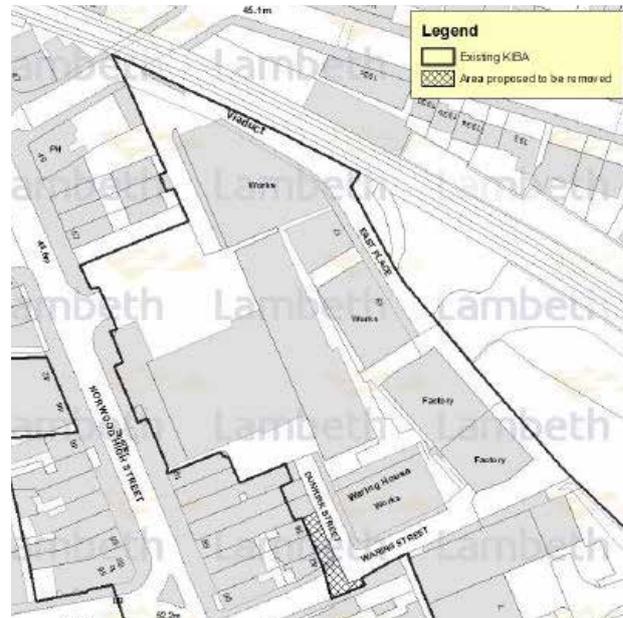


Figure 6.4 Proposed revision of KIBA boundary (removal of residential areas) (taken from the Draft Revised Lambeth Local Plan, October 2018)

- The current built fabric of the West Norwood Commercial Area means that many of the buildings are not fit for refurbishment and as such rebuild would be necessary to increase density in line with modern standards.
- Agreement that the Commercial Area needs to develop a better identity and image.
- The idea of a multi-storey car park was put forward to address concerns around parking, to serve commuters, bus drivers, businesses and potential new higher employment density.

### West Norwood and Tulse Hill: A Manual for Delivery (April 2017)

The Manual identifies the Commercial Area as a hub of creative enterprise, innovation and industry where *“it will be necessary to encourage a more diverse mix of commercial spaces and activities, enhance the quality, visual appearance and connectivity of the area, and create a more positive external identity and image.”* The vision for the area includes:

- creation of a hub of creative enterprise between Knight’s Hill, Knight’s Hill Square and Norwood High Street;
- retaining and strengthening the area south of Ernest Avenue for light industrial and manufacturing uses; and
- revitalising and redefining the role of the High Street. This was once the area’s main shopping street but now suffers from a high vacancy rate and poor urban environment.

# 6.4. Stakeholder engagement

## Business & Cultural Hearts workshop May 2018

As part of this study, a workshop was held on the Priority Area 2 on 18th May 2018. Invitations were sent to those on the Council's regeneration contacts database and general NPA mailing list and attended by approximately 20 participants. General feedback from the participants were sought on the positive and negatives of the area, as presented in Figure 6.4 below.

General suggestions made during the workshop's plenary session after a presentation on context included:

- Retaining and strengthening independent businesses.

- Improving movement for pedestrians and deliveries.
- Addressing derelict/vacant sites.
- Cultural uses in the railway arches and more artists' workshops generally.
- More jobs for young people - apprenticeships.
- Developing the Effra canal along the railway as a riverside walk.
- Creating a sense of community - more cultural facilities.

The participants were asked to discuss in groups the key opportunities of the area with regard to opportunities at the railway arches, High Street, cultural facilities, Chapel Road and Knight's Hill Square. These are summarised in Figure 6.5.

<i>Positives about Cultural and Business Heart</i>	<i>Negatives about Cultural and Business Heart</i>
Good community spirit arising from active consultations by Norwood Forum and Norwood Planning Assembly and good response (eventually) to pothole notifications.	No blue badge parking along Norwood road after street works. Harpenden road junction traffic management badly consulted (I only found out about the proposed traffic island in Norwood road after the end of Harpenden Road was dug up).
Lots of potential open sites. Great access to town centre and transport.	Traffic concentration and traffic speed, difficult for pedestrians. Expensive parking. Moderate levels of employment could be improved.
Artists and hereditary businesses.	Run down and intimidating high street. Poor environment.
Mix of shops. Cemetery and church.	Lack of other areas or green space. Quality of urban environments in parts.
Late night public transport: N2, N68, N3 and West Norwood and Tulse Hill.	Logistics – near impossible to deliver or collect. Parking – near impossible for visitors.
There are derelict sites that no one will miss flattened.	Downgrading of the library. Buses and air pollution.
The cemetery. New cinema.	Increasing knife crime. Lack of variety on the high street.
Community Spirit - Feast.	Run down environment. Insensitive of employment space.
Creative businesses. Rare industrial space.	Looks a mess. Full of employment uses. Too much warehousing and therefore fewer jobs
Provides jobs, including manufacturing. Links in to the rest of the community.	Dominated by the bus station and safe storage. Poor public environment, car parking, etc.
Closeness to the town centre and the rail station.	Polluted traffic packed high street. Littering, grime, dilapidated abandoned phone boxes and railway bridges.
Artists open house, Feast, Green Spaces.	The one way traffic system. No big supermarket. High street is depressing, not meeting potential.
Sense of place. The Feast. Cemetery and conservation area. St. Luke's Church.	Underutilised resources.
Potential, youth regeneration, Feast.	Safety. Protracted and non-visible development plans. Gentrification versus keeping local businesses.
Community spirit and connection. Local artistic and social activities.	Lack of green space and tree planting.
Mix of interesting businesses and activities.	Employment needs to be densified.
Great social cohesion and community spirit. Great improvements happening.	It is not integrated with the rest of the town. Gentrification.
	Good things are historical. Environmental quality and connection between commercial area and main town centre.
	Fly tipping. Empty shops on high street.



Participants at the Business & Cultural Heart workshop, May 2018

Figure 6.5 Outcomes of the group discussions at the Business & Cultural Heart workshop

### Group 1

There was a general narrative to regenerate the areas directly surrounding the High Street by converting currently derelict spaces into studio spaces, colleges, basketball courts and even the potential to develop a riverside walkway.

### Group 2

A workshop cluster along the High Street was suggested with restaurants to be concentrated on Knight's Hill. Artists' space was again mentioned - this time proposing that artists themselves lead the design of the facilities.

### Group 3

The theme of increasing facilities for artists was discussed in this group. Certain derelict or run-down buildings with potential for conversion were pointed out. Many also suggest the need for improved connections throughout the area alongside a public square and possibly a green open space.



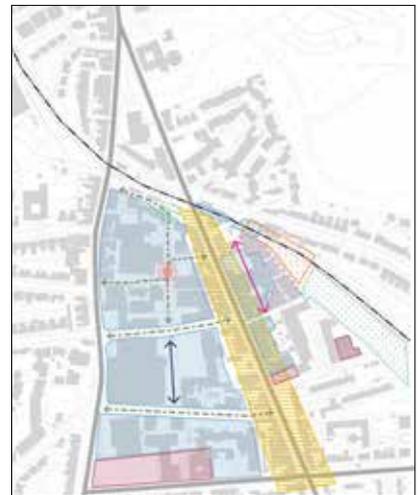
Key

- Small business units
- Temporary carpark or sports court
- Studio facilities & Multi-media area
- Riverside walkway
- Improve delivery and collection access
- Vacant sites to be redeveloped



Key

- Restaurants
- Charities
- Artists' space
- Vacant sites
- Redevelopment
- Workshops
- Renovation
- X Public Square



Key

- Employment
- Redevelopment
- Regeneration
- Green Spaces
- ↔ Historical connection
- ↔ Improved connectivity
- Improved Arch
- Improve Artists' Facilities
- Public Square
- ↔ Proposed Connection



EL SHADDAX  
HAIR DRESSER  
BARBER  
NAILS

Smart C

ONE WALLS

EL SHADDAX HAIR AND BEAUTY SALON

081-761-4166



## Site Analysis

# 07

# 7. Site Analysis

## 7.1. Landownership

In terms of the area formally designated as the KIBA, the Lambeth Local Plan Review of the KIBAs document (October 2017) identified 17 land parcels, but within those there are many different landowners, some of which have been identified by our Land Registry search. The different landownership boundaries are shown on Figure 7.1 but this is by no means an exhaustive plan. The Manual for Delivery identified at least 40 to 50 businesses within the Commercial Area alone.

The largest sites are in the southern part of the area, with Arriva owning and occupying the plot bounded by Ernest Avenue, Rothschild Street and Knight’s Hill, but also leasing the adjoining site to the east. The second largest site is the plot between Chapel Road, Weavers Walk and Rothschild Street, owned and occupied by Winn & Coales. Two other plots of a significant size are owned by Big Yellow Self Storage and a vacant, privately owned site fronting Knight’s Hill and between Rothschild Street and Chapel Road, and Travis Perkins own and occupy a medium sized plot on the east side of Norwood High Street.

The rest of the area is characterised by a very fragmented pattern of landownership and with such a large area, consultation and co-operation between all landowners will always be a challenge. The role of the Station to Station BID in pulling together all the key players will be increasingly important as the preparation of the Neighbourhood Plan progresses.

### Stakeholder engagement

As part of this study, and in addition to the stakeholder workshop held in May 2018, meetings have been held

with two of the key landowners in the area to discuss their aspirations for their sites, Arriva and Travis Perkins. The NPA has also been engaging with a group of landowners on Knight’s Hill Square. Early discussions with these stakeholders has identified that:

- **Arriva** - the largest business operating in the area has confirmed they have no plans to redevelop their site. The site they own and the adjoining site that they lease to the east are fully utilised, accommodating 140 buses (parked overnight) and approximately 500 employees on a daily basis. To this end, they have confirmed that the promotion of a north-south link through their site, on the alignment of Beadman Street and Weavers Walk, would not be desirable or safe from an operational point of view. They may potentially be willing to consider redeveloping their site if a suitably large decant site could be found to minimise disruption.
- **Travis Perkins** - their site fronts Norwood High Street and comprises a car park and a wholesale and retail unit (builders merchant). They are keen to explore the potential for a mixed-use redevelopment on their site, however they are in the KIBA designated part of the High Street which is protected for employment use.
- **Knight’s Hill Square** - the four landowners on the north side of Knight’s Hill Square include 23B Knight’s Hill Road (Portico Gallery) 1 and 3 Knight’s Hill Square, 8 Beadman Street have been working together to prepare a strategic development brief for the collective redevelopment of their sites which comprise 3,500 square metres (gross) of B1, B8 and D1 use. They are exploring mixed-use options including restaurants/cafés (A3), small and medium sized business workspace (B1a and B1b), co-living space (C2), extension/refurbishment of the Portico Gallery, and new public space to be linked to the restaurants, cafés and gallery.



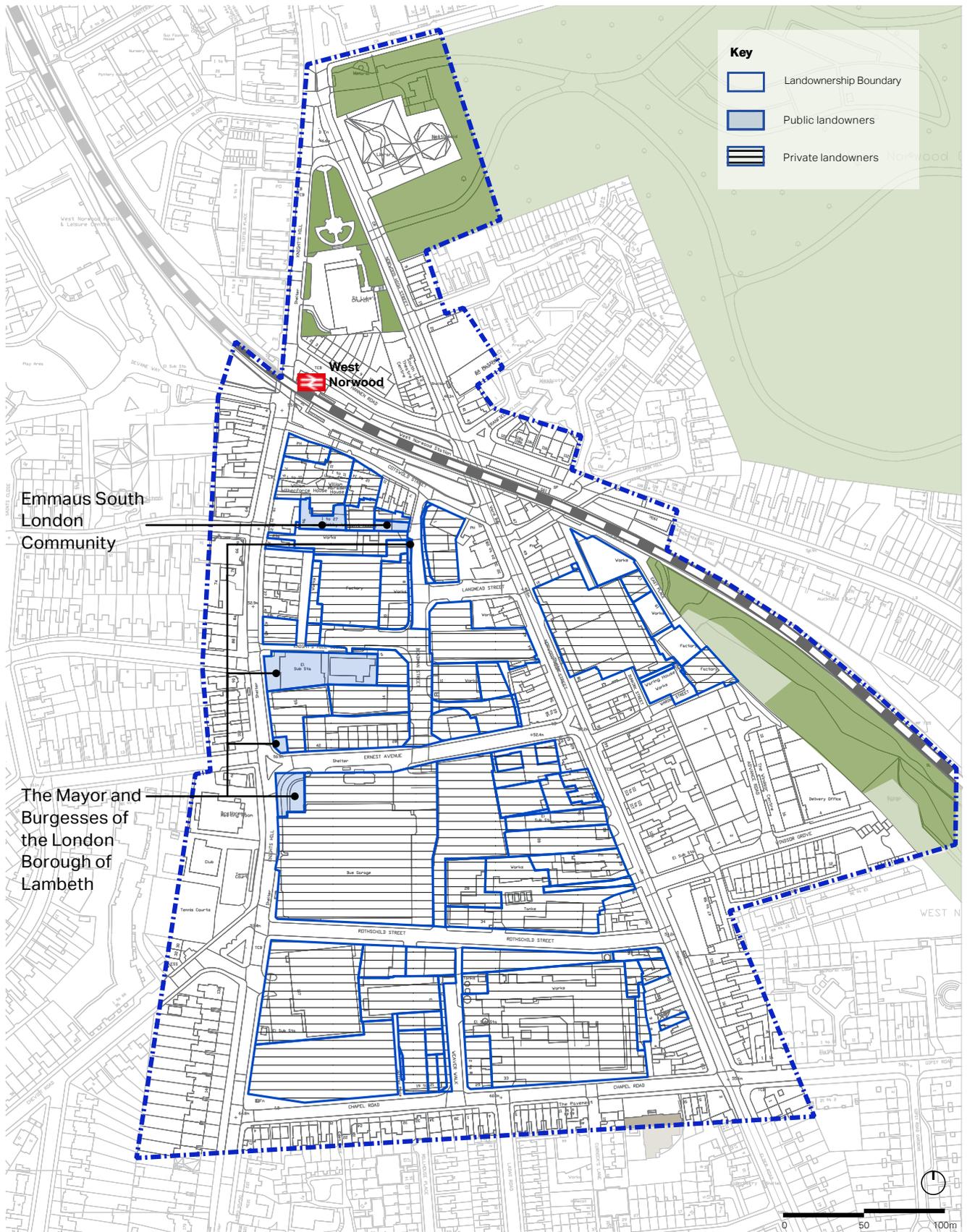
**Norwood Bus Garage**  
One of the major site within the KIBA area is Norwood Bus Garage, owned by Arriva London, a bus company operating services in Greater London.



**Local owners**  
The area has a diverse mix of land uses and occupiers from warehouses, offices, shops and converted buildings.



**Vacant sites**  
Within the KIBA area there are few vacant sites that are owned by private entities, the largest is on the junction of Chapel Road/Knight’s Hill.



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Figure 7.1 Business & Cultural Hearts: landownership

## 7.2. Land use

The Priority Area 2 cover the largest concentration of employment uses in the Borough and this is reflected in Figure 7.2.

The Cultural Heart around West Norwood station includes a mixture of cultural and religious uses to the north, retail and a gallery on the western edge along Knight’s Hill, and a cluster of creative workspace east of Norwood High Street by the railway arches. There are also offices, small and medium sized business units and warehouses in the northern part of the designated KIBA area, between the railway and Knight’s Hill Square.

Norwood High Street runs north-south, connecting both Hearts together. Whilst it is considered to be failing as a shopping parade, there are still a number of local, independent retailers but primarily between Ernest Avenue and Chapel Road. A number of the shopfronts north of Ernest Avenue have been converted into residential use.

The Business Heart is predominantly occupied by employment uses, with nearly 80% of floorspace in B use classes and nearly 20% of businesses in the manufacturing sector (Manual for Delivery 2017). There is a mix of industrial/manufacturing activities - including creative industries - as well as warehousing/storage companies, trade retail/building merchant activities and motor trades.

There are also two vacant sites shown on Figure 7.2. The site on the corner of Chapel Road and Knight’s Hill which has lain vacant for some years (previously the site of a

technical college), and the site on the corner of Windsor Grove/Norwood High Street site, also vacant for some time. Two other sites are outlined on Figure 7.2 based on the stakeholder engagement discussed previously, the Knight’s Hill Square and Travis Perkins sites.

There is also the possibility that the Royal Mail Delivery Office at the eastern end of Windsor Grove may close in the near future, to be relocated to Anerley.

### Key

-  Residential-led area
-  Retail-led area
-  Employment-led area
-  External storage and warehouse area
-  Religious facility
-  Educational facility
-  Cultural facility
-  Leisure Facility
-  Cemetery
-  Vacant
-  Access point industrial
-  Potential development sites
-  Study area



#### Norwood High Street

Mostly small retail units although Travis Perkins is a large store occupying a key position on the High Street. Many shopfronts have been converted to residential units over the years.



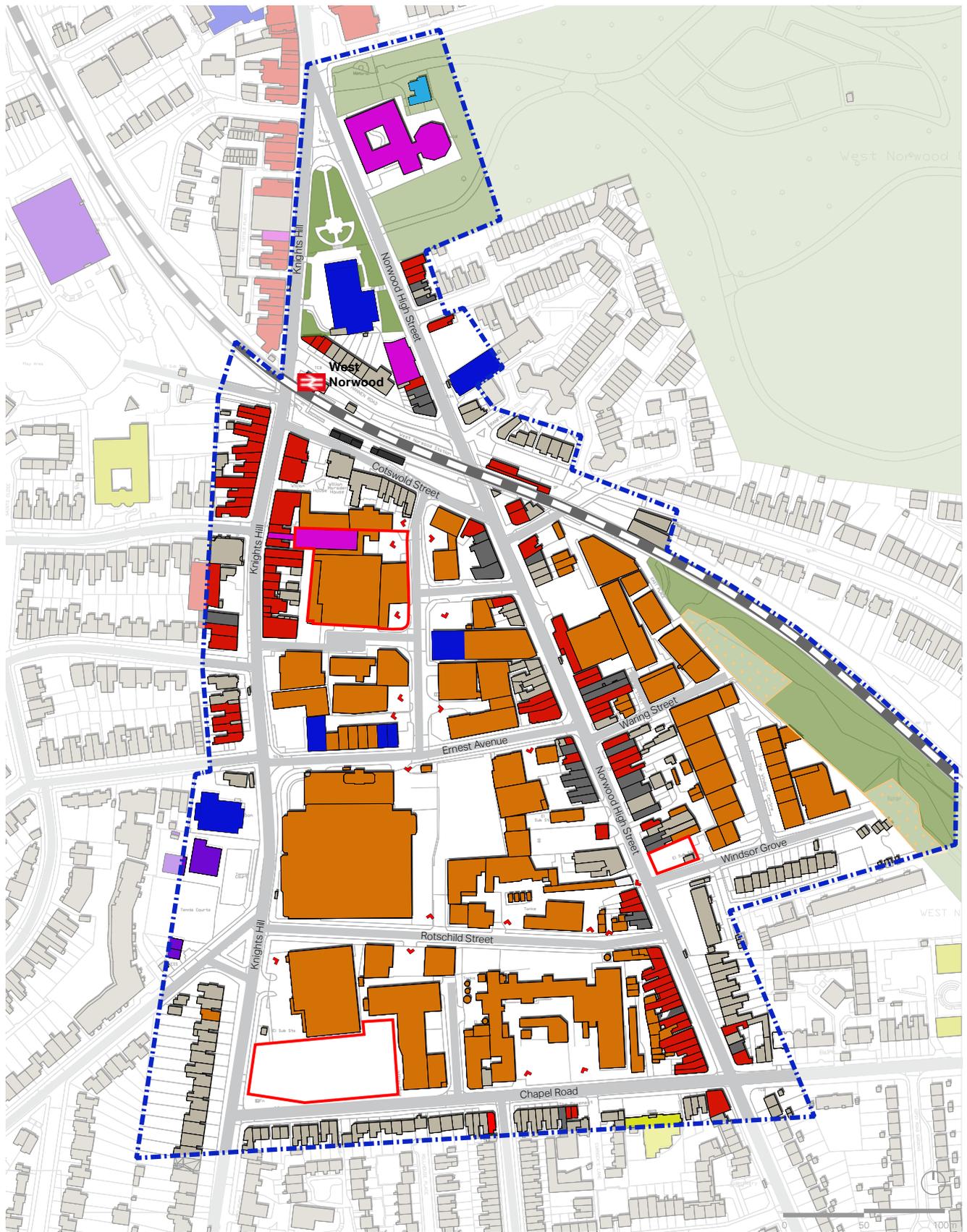
#### Employment Uses

Within the KIBA there is a variety of employment uses which includes small scale manufacturing, food production, storage, furniture reconditioning and vehicle maintenance.



#### Religious buildings

The area includes a number of religious buildings including Catholic and Anglican Churches and a Mosque, as well as a number of illegal warehouse conversions with the KIBA.



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Figure 7.2 Business & Cultural Hearts: land use

# 7.3. Building heights

Figure 7.3 shows the majority of the study area is characterised by one to two storey buildings. Taller buildings are focused around the station and the northern end of Knight’s Hill, on the western side of Norwood High Street between the railway line and Ernest Avenue, and in the southern part of the study area between Chapel Road and Rothschild Street (Big Yellow Self Storage and the four storey Winn and Coales office building).

Along the High Street, there appears to be an opportunity for increasing building heights on the eastern side north of Waring Street, to match the frontage on the western side. This would help to create a stronger, more positive urban environment in this location.

### Key

- 1-2 Storey
- 3+ Storeys
  
- Existing buildings
- Green open space
- Potential development sites
- Study area



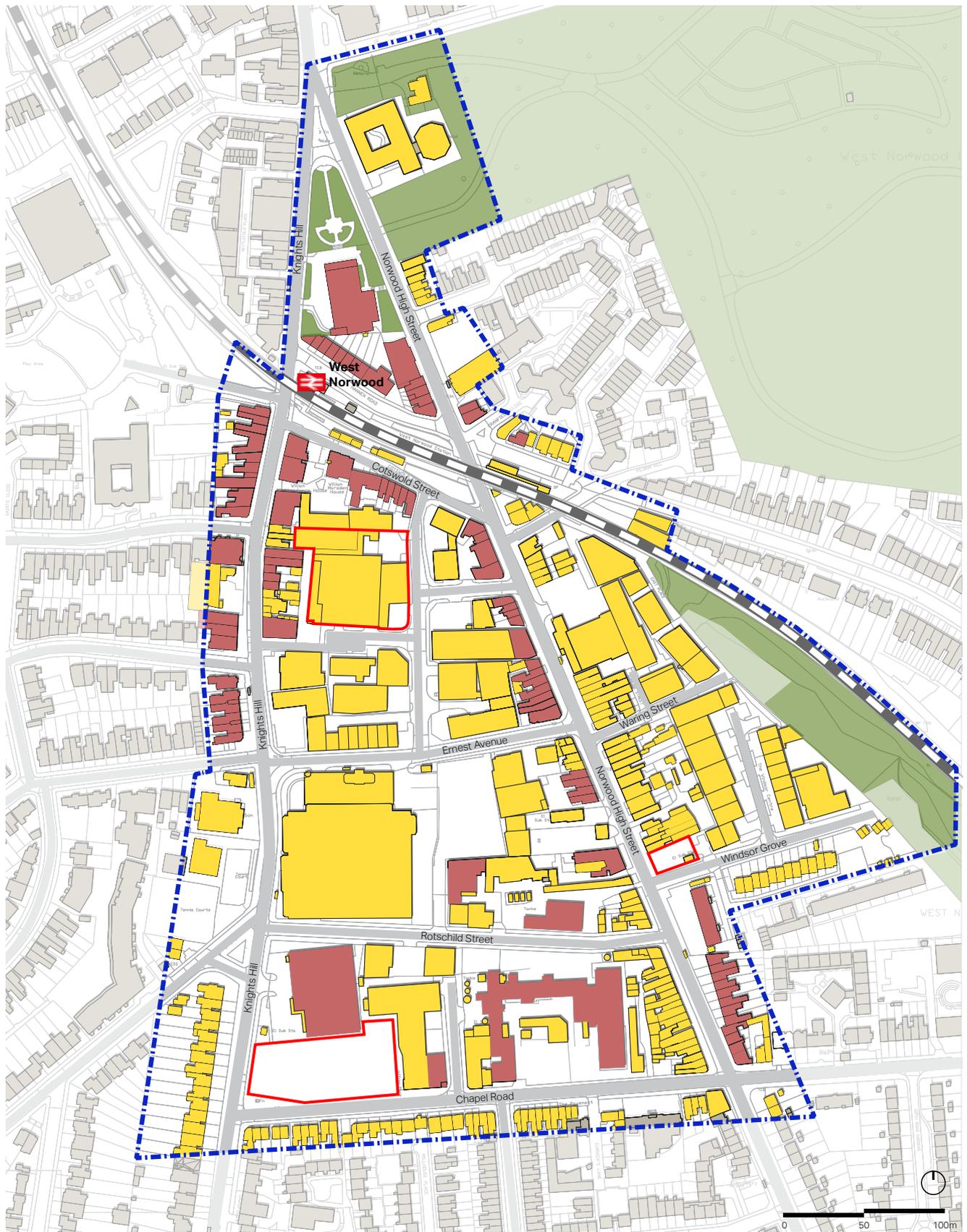
**Norwood High Street**  
The eastern side of Norwood High Street is characterised by largely retail on ground floor, residential/commercial uses above, while the western side has predominantly three to four storeys residential/commercial buildings.



**Manufacturing facilities**  
There are manufacturing facilities on Rothschild Street, largely two to three storeys high.



**Offices and mixed use**  
Predominantly two to four storey offices and mixed used buildings.



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Figure 7.3 Business & Cultural Hearts: building heights

# 7.4. Constraints

Figure 7.4 highlights a number of constraints faced by the Priority Area 2:

- Norwood High Street connects the two Hearts together (and further north to the Priority Area 1) but is also a major route for through traffic, creating a street environment which is not pedestrian friendly.
- Lack of identity and a coherent streetscape along the High Street, particularly on the stretch between Rothschild Street and the railway line. Some shopfronts have been converted to residential uses which adds to the negative perception of the area.
- There are large areas of poor quality public realm - for example, on Norwood High Street under the railway bridge, from the southern entrance/exit of the railway station, and within the Business Heart itself, with poor quality paving.
- There are under-utilised areas within the Business Heart, adding to the perception of an under-invested business area - particularly the vacant Chapel Road/ Knight's Hill site and the Windsor Grove/High Street site. The Arriva staff car park site in the centre of Ernest Avenue also adds to this negative perception of the area although it is required for operational reasons.

**Key**

-  Study area
-  Busy junction
-  Poor quality environment, which feel unsafe and unfriendly for pedestrians
-  Public realm improvements needed
-  Vacant or underused site
-  Building Frontage of major interest
-  Conservation Area
-  Listed Building
-  Poor public interface
-  Safeguarded Waste Sites
-  Poor permeability to the town
-  Railway station



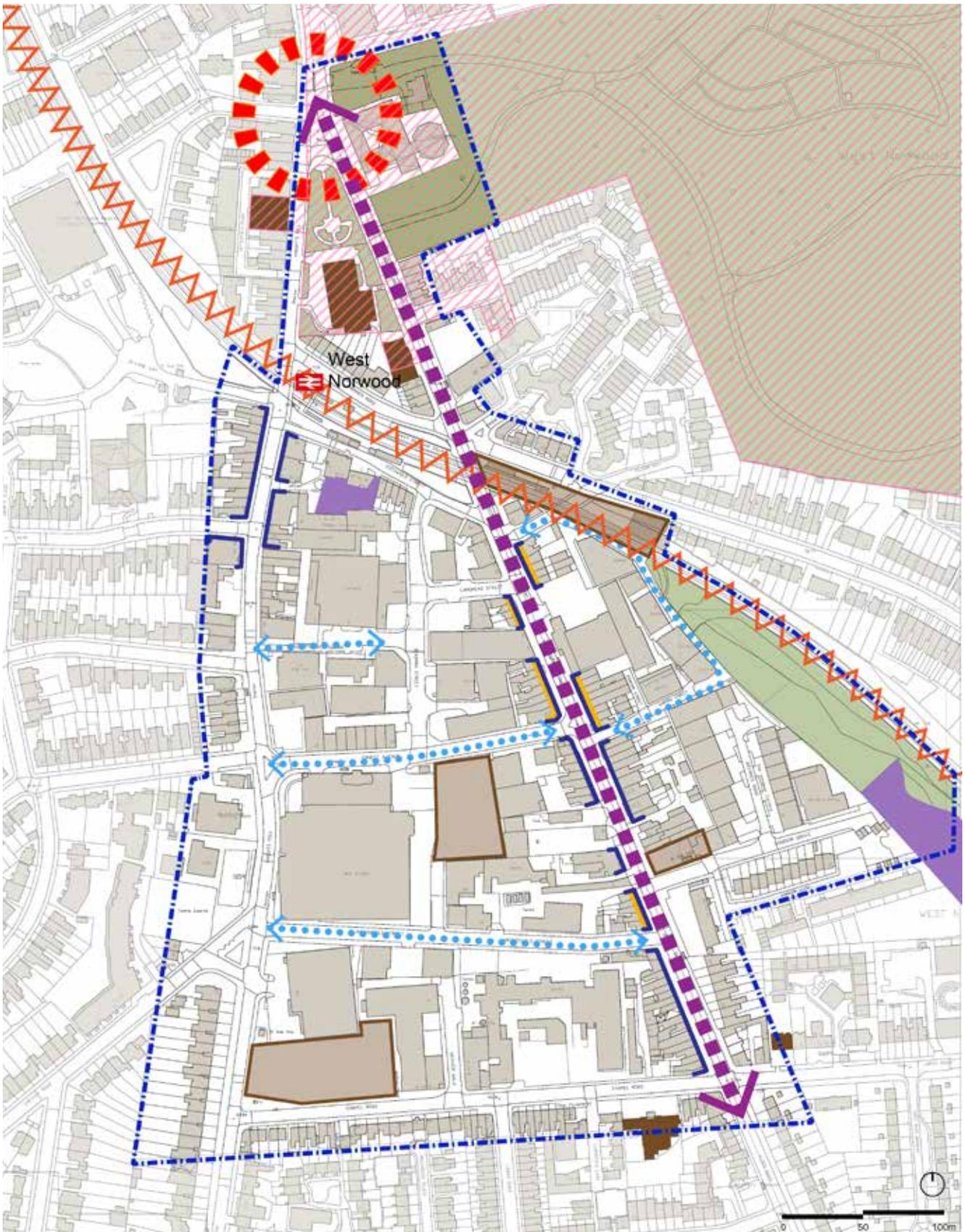
**Poor quality public realm**  
Some areas are derelict or characterised by poor quality public realm, providing unsafe and unattractive environments.



**Car dominated environment**  
The area is unattractive to pedestrians due to poor connectivity and a car dominated environment.



**Poor perception of the High Street**  
Norwood High Street has lost its primary function and many shopfronts in its northern stretch south of the railway have been converted to residential units, leading to a loss of character and identity.



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Figure 7.4 Business & Cultural Hearts: constraints

# 7.5. Opportunities

There are a number of opportunities for the Priority Area 2 including:

- Capitalising on the Council’s designation of a Creative Enterprise Zone along Norwood High Street between Rothschild Street and the railway line, by encouraging public realm improvements and the redevelopment of sites to encourage small and medium sized creative industries to locate there, building on the existing creative communities such as those at the Acme Studios on East Place.
- Creating a gateway the northern end of the High Street by the railway line and Cotswold Street by improving the street environment under the railway bridge - better lighting and potentially street art to signify entry into the Cultural Heart.
- Strengthening the existing cultural and creative offer such as the Portico Gallery. As the landowner of the Gallery and adjoining sites are willing to collaborate, this area north of Knight’s Hill Square is a clear opportunity to create a hub of community activity.
- Providing new public space in the Cultural Heart to create a focus for activity and to provide uses which could attract creative activities e.g. shared workspace, cafés, etc.
- Creating a stronger building line and frontage along Norwood High Street and a clear identity for the Cultural Hub, with an emphasis on well-designed, flexible units which could attract creative activities.
- Intensifying use of vacant or under-utilised sites for a mix of employment uses to support small and medium sized enterprises.

**Key**

-  Study area
-  Potential Development sites
-  Opportunity to Strengthen links for pedestrians and reduce barriers
-  Opportunity to improve High Street, enhancing crossing and providing a more pedestrian-friendly and secure environment
-  Enhanced Crossing and improved connection to West Norwood Health and Leisure Centre
-  Opportunity for new public square
-  Opportunity for regeneration of railway arches, providing a more vibrant environment
-  Cultural Heart
-  Norwood Health and Leisure Centre
-  Key cultural facility/asset for local community (Portico gallery)
-  Existing creative industries
-  Railway Station
-  Gateway



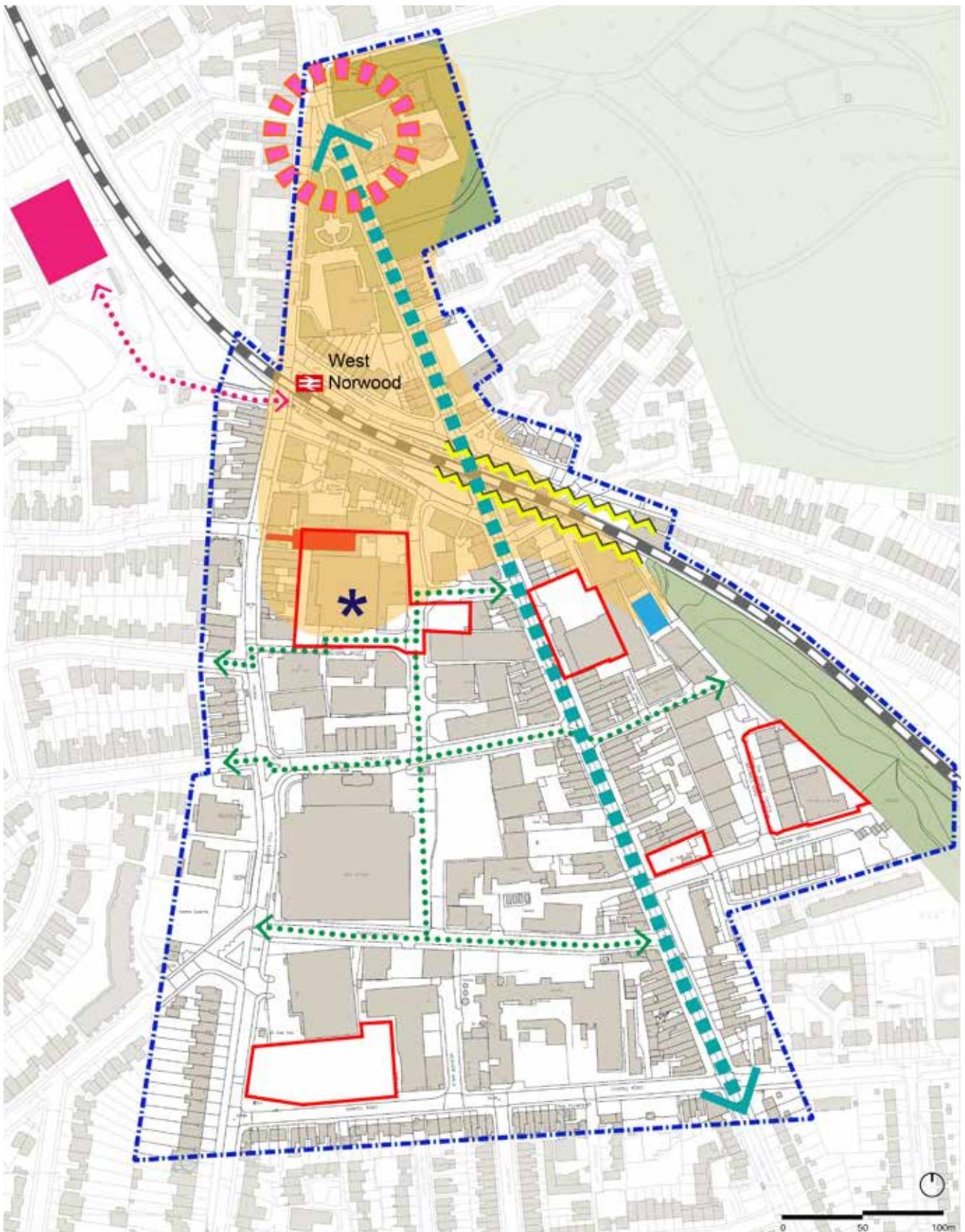
**Railway arches**  
Potential for new uses within the arches



**West Norwood Post Office**  
The West Norwood Post Office is set for re-location and this site could be a potential site for employment.



**Windsor Grove Site**  
The site at the corner between Norwood High St and Windsor Grove is currently vacant and has potential for mixed use development.



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Figure 7.5 Business & Cultural Hearts: opportunities



No 18

BUILDERS MERCHANTS

47



# Development Options

# 08

WIN

## 8. Development Options

### 8.1. Key objectives

Based on the site analysis, existing work and stakeholder engagement done to date as part of this study and as part of the wider NPA engagement work, the following objectives can be established, again focused around the emerging vision for Norwood as a whole:

- **Open:** as with the Priority Area 1, any change in the Priority Area 2 need to be driven by a partnership of landowners, businesses, the Council, Station to Station BID, the NPA and the local community. Early engagement with neighbouring sites and land uses is to be encouraged, as is widespread involvement in developing the vision for the area further to achieve buy-in. Without a full, collective understanding of what the area's potential could be, it will be hard to initiate change.
- **Local spaces and places:** the focus for the Cultural Heart will be to ensure accessible community and cultural facilities for all to use and benefit from – protecting and enhancing existing ones like the Portico Gallery, Library and Picturehouse and the South London Theatre, but also creating a unified public realm or routes to connect these together and any new facilities that might be developed. It also means being locally specific in design terms, drawing upon the area's heritage and strengths.
- **Local jobs:** The focus for the Business Heart should be to ensure the protection and generation of jobs and local businesses, making the best use of under-utilised sites and creating space for new types of workspace, as well as new homes for local people along the High Street.
- **Safe:** moving around the Priority Area 2 should be improved for pedestrians and cyclists and better connections from the south side of the railway station and public realm enhancements under the railway bridge on Norwood High Street with better lighting and innovative street art. This area will effectively act as the gateway to the Cultural Heart in the north and the Business Heart in the south, as well as the entrance to the new Creative Enterprise Zone designated by the Council.
- **Affordable:** new development in the area will need to ensure there is suitable provision of affordable housing in appropriate locations, and suitable provision of a range of workspace types to suit different occupiers.

- **Clean:** as with the Priority Area 1, the desire to reduce pollution and waste in the streets of Norwood could be translated into the requirement for high quality public realm throughout the Priority Area 2.

In addition, quality of design should be a requirement for all new development with a particular focus on architectural merit along the Creative Enterprise Zone on Norwood High Street. High quality design can contribute to an uplift in the perception and image of an area, which can in turn encourage investor confidence.

### 8.2. Introducing the options

Three broad options have been developed for the NPA and wider community to consider:

- **Option 1** - Public realm improvements only. This option looks at public realm enhancements only in the study area – a minimal level of intervention.
- **Option 2** - Medium development. In addition to public realm enhancements, this option focuses on at the potential of the sites which are known to be definitely available for redevelopment.
- **Option 3** - Maximum development. In addition to public realm enhancements, this option also explores the potential of other sites which could come forward and which would particularly contribute to a strengthening of the Cultural Heart in the northern part of the study area.

We have not sought to include a comprehensive redevelopment option of the entire study area given its size, complexity and sheer number of businesses and landowners. However, it is hoped that the options suggested would act as catalysts to a wider programme of redevelopment in the longer term as the benefits of an improved urban environment and new buildings begin to influence the overall character and confidence in the area.



**Knight's Hill Square looking east**

# 8.3. Option 1 Public realm enhancements

This is the 'minimum intervention' option which focuses on improvements to the public realm, shopfronts and connectivity to enhance the urban environment. This option, as shown in Figure 8.1, focuses only on the public realm improvements (paving, lighting, etc) to help unify the area around the station, connections to the West Norwood Health and Leisure Centre in the west and to St Lukes and the Library in the north, and to enhance the High Street area. Traffic calming measures could also be introduced, subject to more detailed feasibility studies.

These measures would all help to create a more attractive environment in this area but is unlikely to encourage significant new development or investment in the area, and will not deliver the new homes or workspace which would be needed to help fund this level of public realm improvements.

### Key

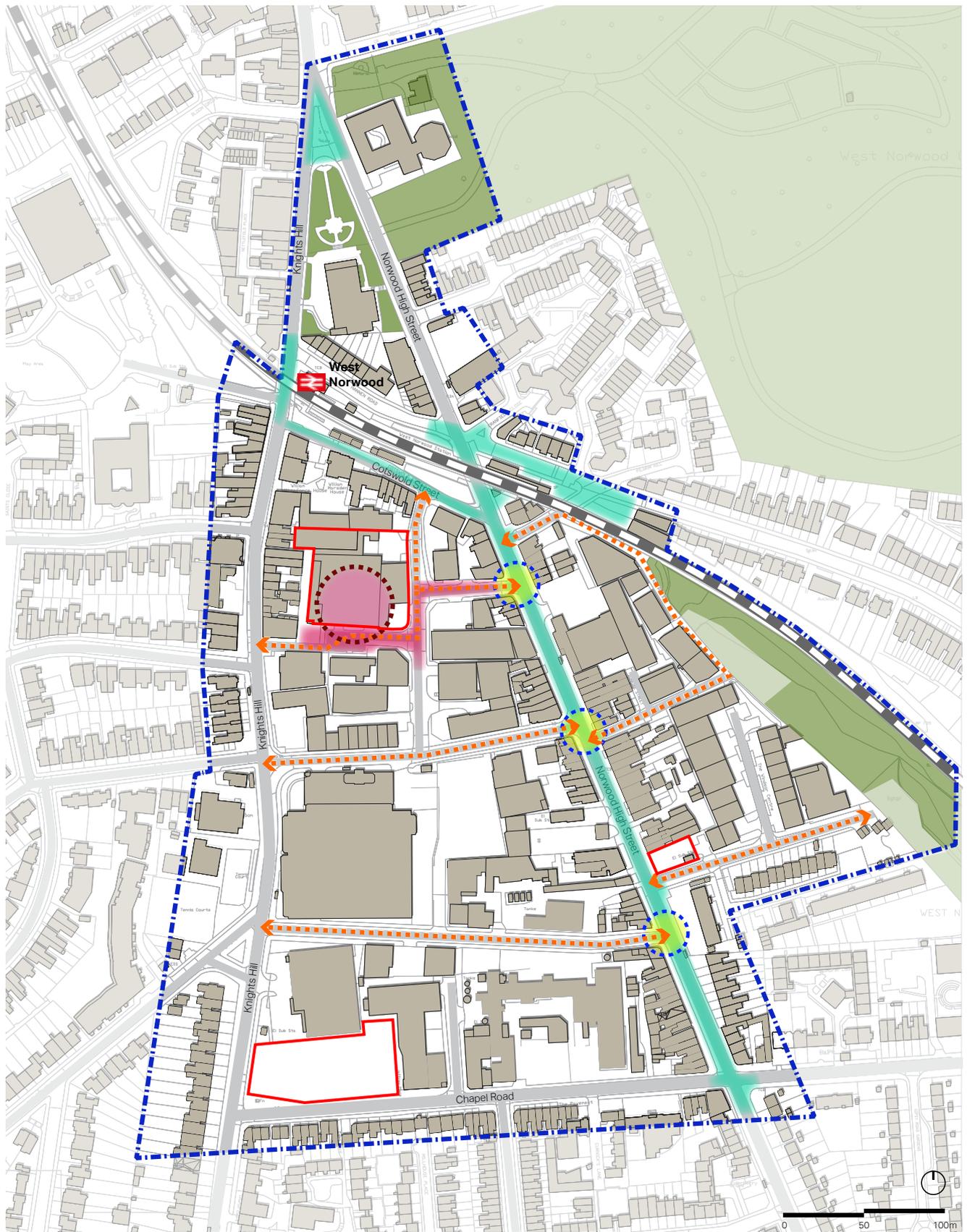
-  Existing buildings
-  Green open space
-  Potential development sites
-  Study area
-  Public realm improvement
-  Surface treatment
-  Improve existing links
-  Traffic calming measure
-  Potential new square



**Figure 8.2 Traffic calming measures on the High Street**  
3D visualisation of traffic calming measures.



**Figure 8.3 Raised surface**  
Speed hump and neck down interventions for calming heavy traffic along Norwood High Street.



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Figure 8.1 Business & Cultural Hearts: Option 1

# 8.4. Option 2: Medium development

This medium-level option, shown in Figure 8.4, incorporates the public realm enhancements suggested in Option 1 and adds in development that could come forward on sites that are understood to be vacant, under-utilised or available for development, based on our initial stakeholder discussions and site visit.

The major 'move' in this option is a new creative activities/enterprise hub north of Knight's Hill Square (site A) which incorporates a refurbished/extended Portico Gallery and two new five to six storey buildings facing onto a new public space. The new buildings could accommodate a mix of uses such as restaurants/cafes on the ground floor fronting the public space, workspace for small and medium sized businesses, and potentially co-living space on upper floors associated with the workspaces (e.g. The Collective, a new initiative in Old Oak, West London). The new public space could become a wider community asset, perhaps even a permanent additional hub for Feast.

This option would also include new employment space on the vacant Chapel Road site, fronting Knight's Hill with servicing/parking to the rear and new employment space on the vacant Windsor Grove site. The latter in particular could have an element of residential on the upper floors as it is outside of the KIBA boundary.

It may be that the stretch of Norwood High Street within the designated Creative Enterprise Zone could include specific design requirements to help give it a clear identity and to revitalise it, with new development required to ensure the highest standards of urban and architectural design which responds to its local context with perhaps a nod to its heritage as the one-time main shopping parade of West Norwood.

## Key

-  Existing buildings
-  Green open space
-  Potential development sites
-  Study area
-  Proposed buildings
-  Public realm improvement
-  Potential for new square
-  Raised surface
-  Improve existing links
-  Improve quality of the arches
-  Proposed trees



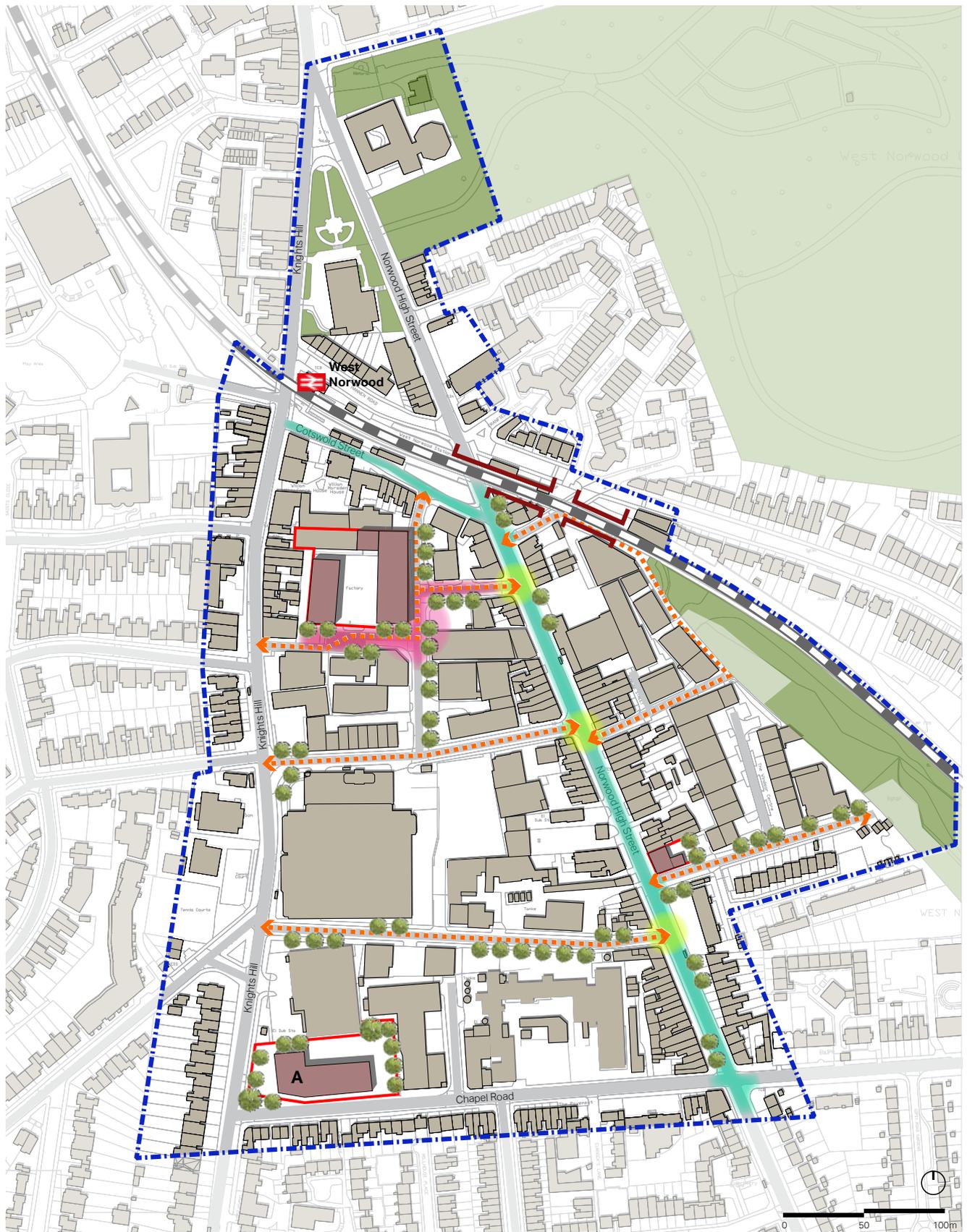
Shopfront/workshop unit for a furniture maker, Shoreditch



Figure 8.5 Mixed use development



Figure 8.6 Visualisation of Site A  
3D visualisation for development site A.



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Figure 8.4 Business & Cultural Hearts: Option 2

# 8.5. Option 3: Maximum development

This option adds to the layers of Options 1 and 2 by exploring what could be developed on other sites which could potentially come forward in the short to medium term, namely the Travis Perkins site on the east side of the High Street, south of Pilgrim Hill, and the Royal Mail Delivery Office at the eastern end of Windsor Grove.

Travis Perkins has indicated an initial interest in potentially redeveloping their site and replicating their development at Kings Cross where their new trade counter is on the ground floor with student housing above. However, this site is within the KIBA boundary and outside of the proposed CEZ boundary so residential is unlikely to be permitted given the current policy stance. However, a redevelopment of this prominent site on the High Street would be beneficial and the right kind of scheme could help to catalyse this change.

The Travis Perkins at Kings Cross is an example of what is informally known as the "New London Mix" (Places That Work - GVA, Architecture 00, Dan Hill and Centre for London, 2018) where employment activities are combined with residential and other everyday uses, either vertically or horizontally, in one development site, urban block or neighbourhood, and without detriment to either residents or businesses. The New London Mix can include a range of activities from light industry, designer-maker, storage space or logistics depots, artist workspace, commercial and community uses – all uses already found in West Norwood.

OPTION 3				
	Area sqm	Number of floors	Total area sqm	Flats
1	167	3	501	
2	480	5	2,400	
3	680	5	3,400	
4	375	4	1,500	
5	222	4	888	10
6	1,220	3	3,660	
7	1,754	5-6	10,525	

### Key

-  Existing buildings
-  Green open space
-  Development sites
-  Study area
-  Proposed buildings
-  High street improvement
-  Surface treatment
-  Proposed trees
-  Improve quality of the arches



Travis Perkins, St Pancras Way



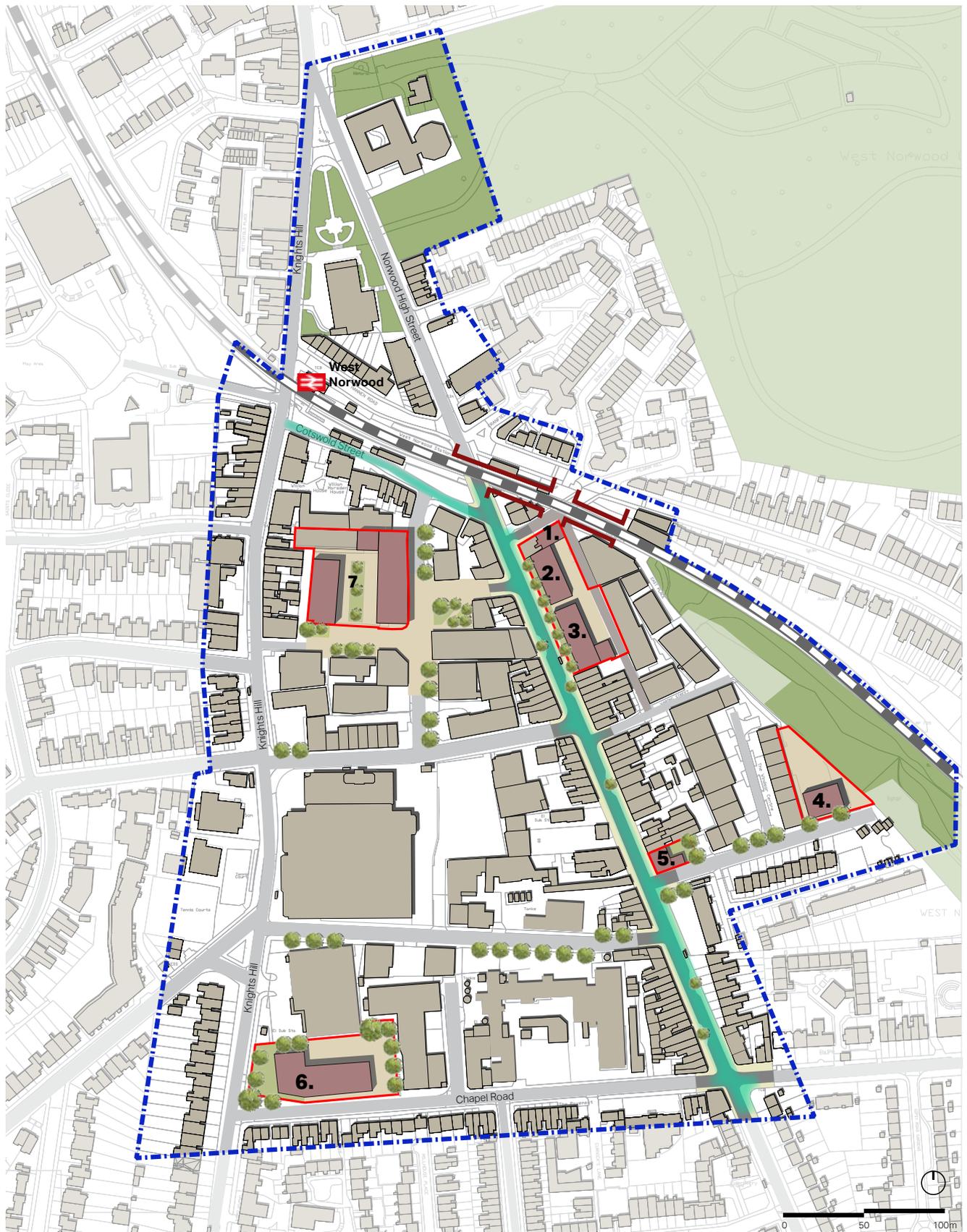
**Development on Norwood High Street**  
The development 2 and 3 on Norwood High Street will provide ground floor retail and employment above.



**Residential development**  
The development 5 will provide 10 residential units arranged over four storeys.



**Employment development**  
The development 4 will provide opportunity for office/employment uses.



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Figure 8.7 Business & Cultural Hearts: Option 3

Macreanor Lavington’s Urban Design Guidance for the Old Kent Road (2016) provides detailed guidance on the design of efficient and attractive mixed-use urbanism, enabling residential and employment uses to co-exist. This document provides a set of guidelines which are based around three broad strategies - standalone employment use, horizontal mix (residential and employment uses sharing the same plot), and vertical mix (residential stacked above employment uses) – which are then used to determine how intensification of employment uses could be achieved, and to create a sustainable mix of employment uses alongside residential uses.

There is a case to consider developing such guidance for West Norwood, and how a vertical mix of employment uses and residential uses could be explored further with Lambeth Council for the High Street in particular where residential properties are already located in areas outside of the KIBA boundary which is particularly disjointed on either side of the High Street.

An initial review of existing uses on site visits suggests that the KIBA boundary is adhered to on the High Street where it is at its least coherent, but there could be potential to rationalise it to exclude sites with High Street frontage. This could potentially free up sites like the Travis Perkins site on the High Street to be redeveloped for a vertical mix of employment and residential uses.

**Case study: mixing employment and residential uses**

Integrating different land uses within the site is part of creating a healthy mixed-use development. With this in mind, the coexistence of industrial uses and residential/ other uses could play a key role at Norwood. The area currently benefits from a strong supply of industrial land that could potentially attract the companies and people needed to shape its new identity. Industrial facilities that have flexible space are perfect for the creative economy, such as artists and companies that require large, adaptable studios. Existing buildings that could be re-purposed or converted are ideal. The influx of artists can trigger a virtuous circle of attracting people, business and more people.

Strategically placing residential uses near industrial land in Norwood will help catalyse an area that is in need of density. The proximity of art galleries, workshops, offices, restaurants and homes will make Norwood a place people will want to live and work in. Blending industrial space with housing and retail will support Norwood’s evolution towards becoming a cultural destination and an employment centre.

The redevelopment of the Ram Quarter in Wandsworth demonstrates that industry can sit next to housing - 600 new homes are being built in proximity to a fully operational brewery. Space for nano-breweries as well as retail and leisure facilities are also being provided.

Likewise, the Blackhorse Lane industrial area in Waltham Forest is a successful example of how industrial uses can complement residential and other land uses as the area is similar to Norwood. The transformation of the Sutherland Road Quarter from an undervalued industrial site to a mixed-use business park and residential community was achieved through a thorough design process that placed industrial heritage at the heart of the project.



**The Ram Quarter**  
Source: Avanti Architects



**Blackhorse Lane**  
Source: Blackhorse Lane Ateliers

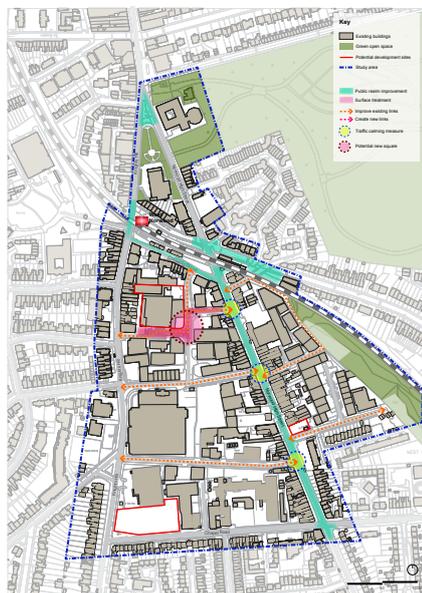
# 8.6. Options consultation

The options were shared at the NPA's Feast Stall on 4th November 2018 where members of the public were invited to stop and look at the options and to share their views. These options were also discussed at the NPA's 14th November 2018 Visioning Workshop #2.

The following comments were made during the meeting:

- Maintain income, culture and age diversity
- Concerns about gentrification and rising property prices
- Provide more facilities specifically for children. More facilities should be provided for young people, such as tennis courts, sports facilities, etc
- Build on existing infrastructure and local pride and history
- Fragmented land ownership
- Improving pedestrian access, stopping dependency on private vehicle use
- Creating a public square
- Need for more retail units
- retention of historic facades and local physical heritage

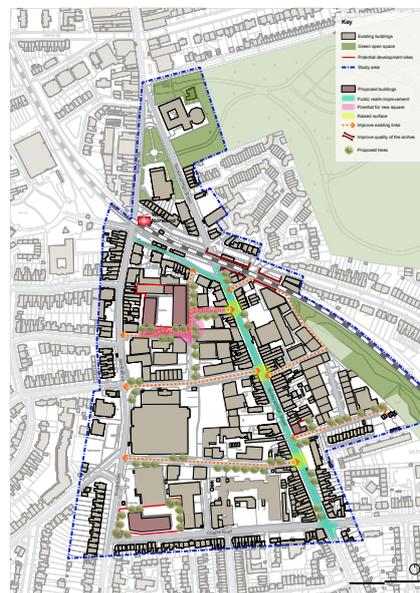
## Option 1: Public Realm



### Comments:

- Free community arts spaces for all
- Facilities should be accessible for people of all ages
- Case study: Arts Express in Southwark

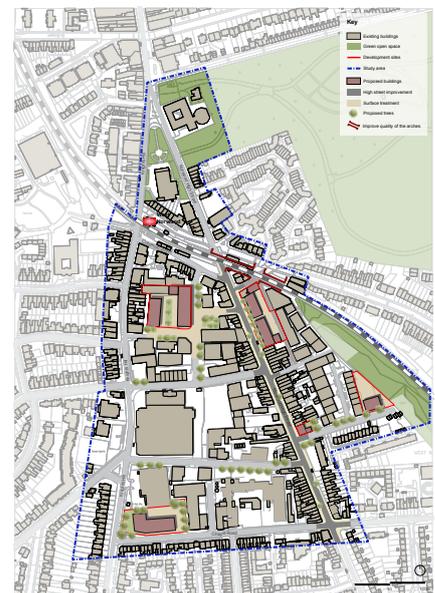
## Option 2: Medium Development



### Comments:

- Positive: unused/derelict land is being put to use
- Good, efficient use of space
- Potentially look into solar panels and renewable/eco-friendly initiatives to promote the locality

## Option 3: Maximum Development



### Comments:

- Very positive feedback. Look into designing a creative space within the public square ie: Granary Sq. in Kings Cross
- Consider further improving facilities for artists
- Excellent use of trees and landscaping
- Public Sq. can equally be used as a social meeting place.



## **Next Steps for Norwood**

**09**

# 9. Next Steps for Norwood

## 9.1. Next steps

This report marks an important stage in the regeneration of the Retail, Priority Area 2 of West Norwood and the preparation of a Neighbourhood Plan for West Norwood. Future stages could include the following:

### Viability testing

This report has suggested that a range of development could be accommodated on a range of sites, alongside employment and retail space. But there are also notable costs that will be associated with development and financial appraisals should be undertaken to better understand the viability of development proposed in this document.

### Exploration of a Neighbourhood Development Order

Neighbourhood Development Orders (NDOs) are an exciting route to Planning for Qualifying Bodies wishing to accelerate and secure a particular scheme, with project partners where appropriate, using the examination and referendum timetable and the opportunity to provide a planning permission for an outline or detailed scheme. NPA has initiated a discussion with Lambeth Council on this subject and should continue to discuss this opportunity, particularly with the Priority Area 1 and/or the High Street, as it may help to de-risk the project and attract further funding to address any potential funding gap. It would also provide NPA with a level of continued involvement and influence on development you otherwise may not have as the scheme progresses.

### Further engagement with landowners

This report has begun to show how all landowners could benefit from a coordinated approach to development and the engagement during the preparation of this report has begun some of those discussions and progressed discussions with others. This work could be used as the basis for on-going discussions and pre-planning work and there is some evidence in revised, submitted plans for the Brooks laundry site that this work has had an influence on the landowner's thinking of the site as one piece of a wider Priority Area 1. Following the Priority Area 1 workshop, the Council indicated that a Memorandum of Understanding between the key landowners, NPA and themselves to demonstrate commitment to work collaboratively could be beneficial – this would be necessary if an NDO is considered a viable route to follow. However, there is also much more for the NPA to do in reaching out to more landowners, particularly in the Business Heart, but this should be with the support of the BID.

### Further engagement with Lambeth Council

Engagement with Council officers has taken place throughout this study, notably the Regeneration team, but further discussions should be had with the Planning Policy team to work through the possibilities of flexing the KIBA/CEZ boundaries and policies, specifically to take advantage of the proposed Creative Enterprise Zone designation in order to revitalise Norwood High Street, and to explore the idea of an NDO further.

### Further engagement with the local community and other stakeholders

The NPA should continue to engage with the local community and other stakeholders in the local area, working in partnership with the Station to Station BID, and should try to reach out to a wider and more diverse audience in a range of different ways. This report should provide further impetus for on-going discussion to unlock regeneration in West Norwood.

## 9.2. Neighbourhood plan policies

The options presented in this report are essentially a series of possible scenarios for the NPA to consider and to share with local people. Where there is public support for some of the ideas in these options, the NPA steering group should consider incorporating the outputs into the Neighbourhood Plan vision and objectives, and key spatial elements of the options transposed into statutory policy within the Neighbourhood Plan.

The report can be used as part of the NPA's evidence to support the forthcoming Neighbourhood Plan and its draft policies where the analysis highlights relevant issues and opportunities that can be influenced by land use planning interventions.

Any policies put forward must be capable of meeting the basic conditions (e.g. having regard to national policies and general conformity with the strategic policies contained in the development plan). The steering group should consider how our recommendations can be transposed into policy through discussions with the Council and use the best practice guidance from Locality to prepare draft policies for consultation. Locality's 'Writing Planning Policies' guidance sets out how different planning policies are designed to achieve different things. The three most common types of policy described in the guide are:

- **Generic** – a simple policy which applies universally to development across the entire neighbourhood plan area;
- **Criteria-based** – a policy with a series of requirements that should be met by development proposals. These can be set out as separate bullet points; and
- **Site-specific** - this is where a policy applies to particular areas of land. One of the most powerful tools for a neighbourhood plan is to allocate land for particular type of development and setting out principles to guide development, but the Priority Area 1 for example, is already allocated in the Local Plan and does not need to be allocated again in a neighbourhood plan. The High Street is not currently allocated as such and is likely to be covered by the proposed Creative Enterprise Zone designation in the draft Local Plan Review, but the NPA could consider whether to include site-specific policies for development for key sites within it. Any site specific policies you wish to include in the neighbourhood plan should also have a clear map showing the location and boundaries.

It is recommended that the NPA seek guidance from Lambeth Council's policy and development management planners in advance of formal consultation and submission.

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