

Town and Country Planning Act 1990: Section 78 Appeal

21/57 Willow Way, London, SE26 4AR

Proposed Demolition and Redevelopment to provide  
employment floorspace and residential units

Planning Inspectorate Ref: APP/C5690/W/23/3321935

Proof of Evidence of Jason Flanagan, BSc Hons 1<sup>st</sup> MA RCA

FRWCMD,  
of Flanagan Lawrence

Core Document 5.8

Date: 3 October 2023

Contents

1. Executive Summary.....3

2. Introduction.....3

3. Development Proposals.....5

4. Summary of Masterplan and Urban Design Issues.....8

5. Response to Masterplan and Urban Design Issues.....12

6. Conclusion.....20

Appendices

Appendix A: Masterplan Options

## **1. Executive Summary**

- 1.1. My Proof of Evidence has been prepared to address the Masterplan and Urban Design Reasons for Refusal raised by the London Borough of Lewisham ('LBL') in their capacity as the Local Planning and Local Highway Authority in relation to the Planning Application for the Proposed Development at Plot A, 21-57 Willow Way, London, SE26 4QP ('the Site'). The Planning Application was refused by LBL on the 23rd of March 2023.
- 1.2. Of the six Reasons for Refusal that were identified in the LBL Decision Notice, three are considered to relate to Masterplan matters. These are generally identified as being in relation to Masterplan and Urban Design.
- 1.3. In addition to the Decision Notice, LBL provided further commentary and justification for the identified Reasons for Refusal within their Statement of Case (SoC) and the Officer's Report. Whilst more detail is provided in relation to the key masterplan matters within the SoC, the contested matters identified are considered to be consistent with the Reasons for Refusal.
- 1.4. My Proof of Evidence sets out how the matters raised by the LBL are considered to be appropriately addressed within the information already submitted in support of the Planning Application, the additional information provided during the determination period, and as part of the information within this Proof of Evidence.
- 1.5. In conclusion, based on my professional judgment, if planning permission were to be granted for the Proposed Development there would not be an unacceptable impact on the development potential of the remaining sites within the emerging Willow Way LSIS. As such, there should be no reason to prevent or refuse the Proposed Development on Masterplan grounds.

## **2. Introduction**

- 2.1. My name is Jason Flanagan. I am a Director of Flanagan Lawrence Ltd, Architects and Masterplanners, with more than 32 years of experience in architectural design and masterplanning in the United Kingdom (UK) and abroad. I hold a Degree in Architecture from University College London, and a MA in Architecture from the Royal College of Art.
- 2.2. I have significant experience in providing designs for masterplans for mixed use and residential-led development ranging from 140 apartments to 6,000, as well as a broad range of

architectural design experience across a variety of sectors, including commercial, performing arts, education, leisure and regeneration developments.

- 2.3. Examples of relevant projects include the Masterplan for Phase 1 of Thameside West for Keystone Developments which includes colocation of industrial uses and residential accommodation in the first two buildings; Wembley Park Masterplan for Quintain which is one of the largest regeneration projects in Europe with 4,500 new homes above a wide mixture of uses; Fisherton Street for Westminster Council and Linkcity, a residentially led scheme on a brownfield site on the old Coal Yard of Marylebone Station; Goldhawk Road for Londonewcastle in Shepherd's Bush, a co-location scheme with a mix of residential tenures for 56 homes.
- 2.4. I have been engaged by Kitewood Estates Ltd ('the Appellant') to advise on masterplan matters for the Proposed Development of land at 21-57 Willow Way, Upper Sydenham, London, SE26 4QP ('the Site').
- 2.5. I have prepared this Proof of Evidence in relation to the Appeal made by the Appellant under Section 78 of the Town and Country Planning Act 1990 ('the Appeal') [Appeal Ref. APP/C5690/W/23/3321935] in respect of a Planning Application submitted to the London Borough of Lewisham ('LBL') on 20th December 2022 (Planning Ref. DC/22/129789), hereafter referred to as 'the Planning Application' or 'the Proposed Development'.
- 2.6. I am familiar with the masterplan proposals for the wider Site developed by DC Architects, as well as the relevant planning policies, design standards, and the guidance relied upon in developing the proposals.
- 2.7. The LBL Statement of Case ('SoC') [CD 5.4] acknowledges that the application was refused under delegated powers on the 23rd March 2023 and six reasons for refusal were identified, three of which are considered to relate to Masterplan and Urban Design matters.
- 2.8. I confirm that my evidence for this Inquiry has been prepared and is given in accordance with the Guidance of the Relevant Professional Institutions and I confirm that the opinions expressed are my true and professional opinions.



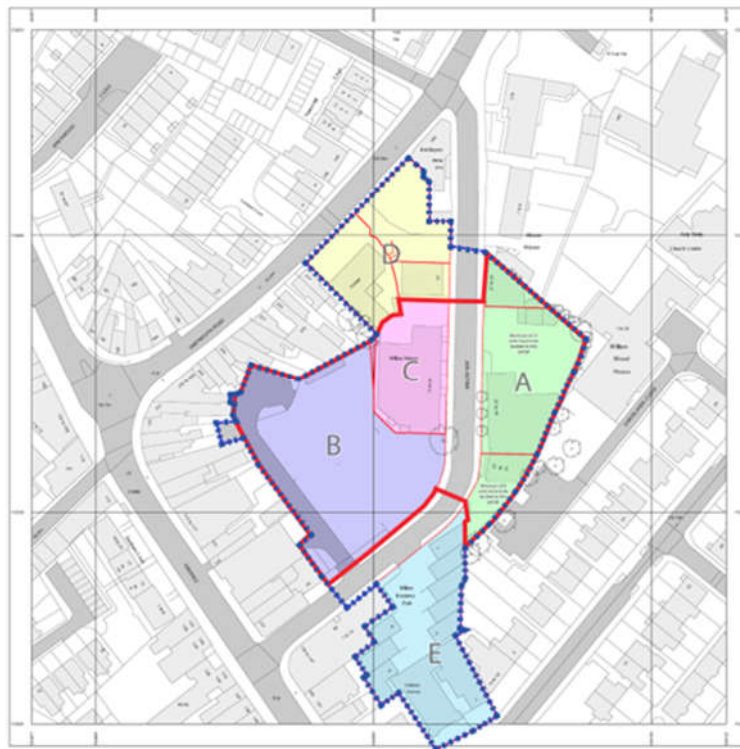
### 3. Development Proposals

#### 3.1. The Planning Application is as follows:

*“Demolition of existing buildings and redevelopment of the site comprising a block rising to 5/6 storeys accommodating 1,401sqm of employment floorspace (Use Classes E(g)(i)(ii)(iii)) at ground and mezzanine floors and 60 residential units (Use Class C3) above, with associated landscaping, amenity areas, cycle, car parking and refuse/recycling stores at 21-57 Willow Way, London, SE26.”*

#### 3.2. The Proposed Development (Plot A), forms part of Site SA481, as identified within the Lewisham Site Allocations Local Plan (adopted June 2013) [CD 4.34], which is identified as Willow Way Local Employment Location (LEL). Site SA48 and the emerging LSIS has been divided into 5 separate parcels/plots by the appellant for the purpose of distinguishing landownership and control, of which the Proposed Development (Plot A) is located towards the east, as shaded green in Figure 3-1.

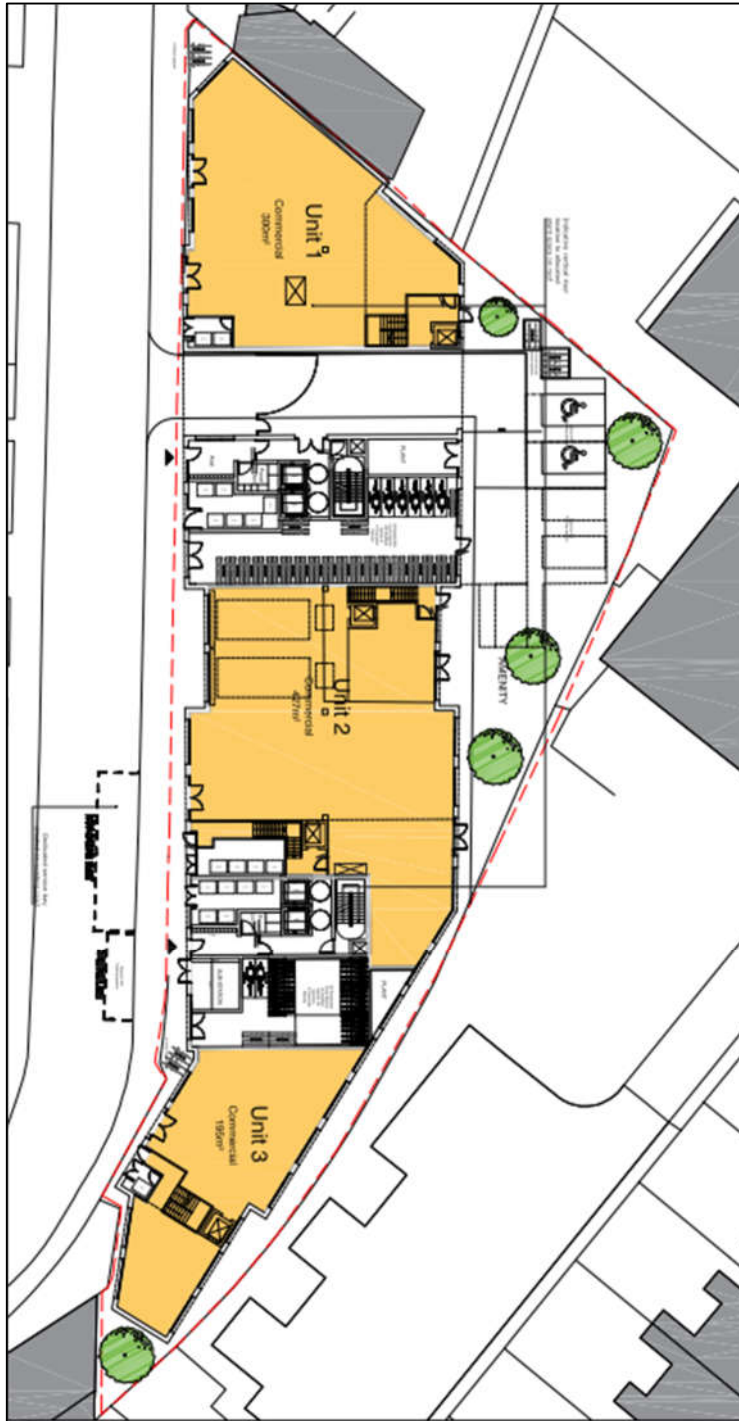
Figure 3-1: Site Location Plan



<sup>1</sup> Page 152 Site Allocations Document

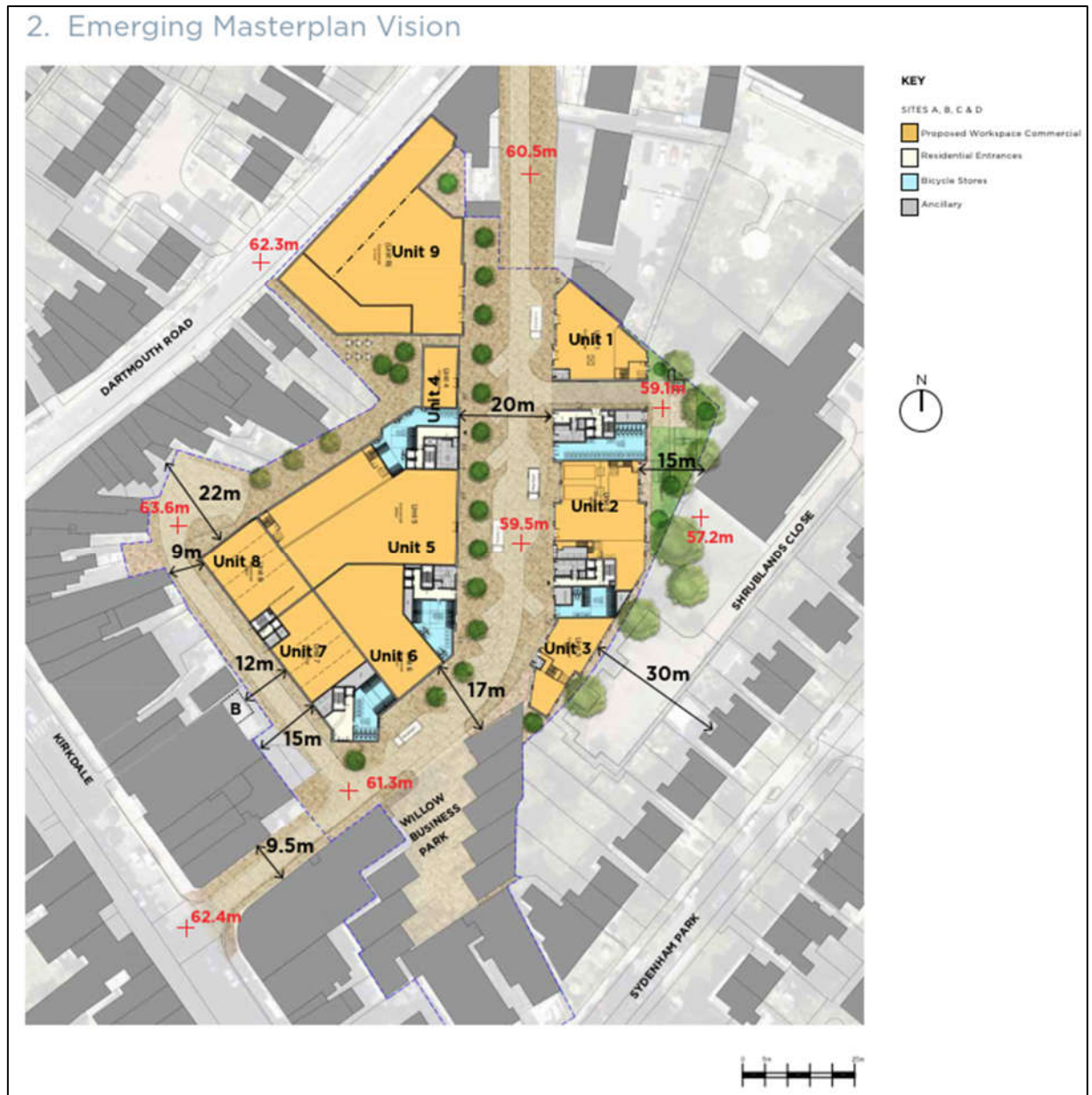
- 3.3. The proposed ground floor layout of Plot A is presented on the DCArchitecture+Design Drawing KTW034-DCR-GF-PL-A-0100 – Ground Floor Plan [CD 1.7], an extract of which is presented in Figure 3-2.

Figure 3-2. Ground Floor Plan



- 3.4. The Planning Application is supported by an Emerging Outline Masterplan for the Employment-led Mixed Use Redevelopment of Willow Way [CD 1.14]. Section 2 of this Emerging Masterplan includes a potential layout for the wider Masterplan<sup>2</sup>, an extract of which is presented in Figure 3-3.

3-3: Emerging Outline Masterplan



<sup>2</sup> Page 40 of the Emerging Outline Masterplan for the employment-led Mixed Use Redevelopment of Willow Way

- 3.5. The details of this Emerging Outline Masterplan are set out within the Emerging Outline Masterplan document and as such, are not repeated within my Proof of Evidence.

#### **4. Summary of Masterplan and Urban Design Issues**

- 4.1. As noted above, I consider there to be three Reasons for Refusal (RfR) that relate in part to Masterplan and Urban matters in the context of the Site and in relation to the Emerging Outline Masterplan. The LBL Decision Notice [CD 2.1] identified these as RfR 2 and RfR 3. For completeness, RfR2 and RfR3 are replicated below.

##### **4.2. Reason for Refusal 2**

*“The lack of detail on the proposed uses across the masterplan site results in a failure to demonstrate that the intensified co-location of uses can function at the proposed capacity of the masterplan site. Furthermore, it results in officers being unable to conclude that the proposal would meet the relevant transport, design, public realm or environmental policy (noise, air quality as well as sustainable urban drainage, energy and biodiversity) requirements. The granting of this application in absence of these details would fetter the development opportunity of the adjoining sites and undermine the objectives of the wider site allocation and masterplan area. The proposal would therefore fail to meet policies D3, D13, E6, E7 and SI 11 in the London Plan (2021), Policy E3 in the Lewisham Core Strategy (2011) as well as emerging policies (Site Allocation 9: Willow Way, EC2, EC3, EC6) in the Lewisham Local Plan Proposed Submission Document- Regulation 19 Stage (January 2023).”*

##### **4.3. Reason for Refusal 3**

*“The proposals would result in the closing of existing businesses on site with no justification/relocation package proposals and there is insufficient detail in the submission on whom future occupants might be and how the space, servicing and fit out requirements will attract a range of businesses within the target market. Combined with the lack of detail to show that the site itself can be adequately serviced or that the wider masterplan area won't be impacted by the proposed servicing arrangements, this could impact the quality and uptake of employment spaces and undermine the continued function of the employment location. The proposal is therefore contrary to policies D3, D13, E2, E3, E6, E7, T7 of the London Plan, Policy 14 in the Core Strategy (2011) as well as emerging policies (Site Allocation 9: Willow Way, EC2, EC3, EC6) in the Lewisham Proposed Submission (Regulation 19 Plan).”*

## 4.4. Reason for Refusal 4

*“No townscape views have been submitted and the proposal does not demonstrate a context based design that responds to local character, including surrounding heritage assets. Furthermore, the building heights in the masterplan area are excessive and without additional information, officers cannot conclude the proposals would result in high quality design or preserve local heritage assets. The proposal is therefore contrary to policies D3, D6 and HC1 in the London Plan (2021); paragraph 126 in the NPPG and paragraphs 127, 130, 199, 200 and 203 in the NPPF (2021) and; sections 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990.”*

- 4.5. In addition to RfR2,3 and 4, the LBL SoC [CD 5.4] identifies a number of further matters that I consider to be related to masterplan and urban design matters and the Council’s contentions on these are summarised below.
- 4.6. In 7.53 “The Council considers that it has not been satisfactorily demonstrated that the Proposal would not fetter or compromise the development of the remainder of the Willow Way LEL / emerging LSIS and the objectives of the wider site allocation and masterplan area. In addition, the Proposal does not demonstrate a context-based design that responds to local character, and would not result in high quality design.
- 4.7. In summary the Council does not consider the preparation of the emerging masterplan was developed in accordance with the principles of Policy DM3, London Plan Guidance and the GLA’s Practice note.
- 4.8. The Council considers that there appears to the Council to have been limited engagement with the other Landowners in the development of the masterplan.
- 4.9. The Council considers that there appears to have been no consideration of options as part of the masterplan’s preparation. This is particularly in relation to the appropriate re-provision of commercial floorspace as part of the scheme proposal.
- 4.10. The Council considers that the Emerging Outline Masterplan and the Delivery Strategy fails to provide confidence regarding the deliverability of the proposed masterplan, with regard to land assembly and preparation, infrastructure requirements, development phasing and any planning obligations.

- 4.11. The Council considers that the apportionment of residential space apportioned to Plot D makes it unviable.
- 4.12. Whilst supporting the masterplan design principle, the Council also questions the proposed widening of Willow Way being delivered wholly within Plots B, C & D.
- 4.13. It appears that the Council considers concerns regarding whether the Emerging Outline Masterplan represents an appropriate basis for demonstrating comprehensive redevelopment of the emerging Willow Way LSIS, the Council's concern is that granting approval for redevelopment of Plot A in this context would necessarily fix certain parameters and in so doing potentially compromise the successful future redevelopment of the wider site allocation.
- 4.14. The Council has a series of concerns with the proposed masterplan from an urban design perspective. These are set out within the Urban Design section of the Officer Report (paragraphs 202 to 277) and include the following:
- “• There is no convincing baseline analysis presented which underpins the masterplan proposal, with the exception of some site photographs and high-level mapping of the existing buildings on and immediately adjacent to the site.*
  - The majority of public open space, public realm enhancements and road widening to facilitate the more intensified development across the emerging LSIS is reliant on other plots coming forward and there is no detailing of the interim arrangements nor whether the other plots will be viable / deliverable given the need to provide these infrastructure requirements on their sites, without any being provided on the Proposal site.*
  - Officers are unable to conclude that there will be appropriate co-ordination, phasing and balance of uses across the site or that the site will have a functional relationship with the uses, public realm and townscape character of the Kirkdale Local Centre.*
  - In the absence of some testing of options on the type of employment uses to show how this would work with adjacent uses (including some design development and testing of servicing and environmental conditions of these options), officers are unable to conclude that the proposal would meet the requirements for co-location and avoid conflict with the proposed residential uses.*
  - There are concerns with regard to the proposed form, amount and character of the proposed masterplan, particularly on Plots B and C which have taller buildings than the Proposal with untested impacts in terms of views and daylight / sunlight.*
  - Whilst the proposed linkages to Dartmouth Road and the proposed public realm*

*enhancements are welcomed, there are concerns with regard to the deliverability of these elements given that these rely on land outside of the applicant's control, and it is unclear how the site access, transport and servicing would work in an interim state ahead of any future redevelopment of the remaining plots."*

4.15. In LBL's Statement of Case in in points 7.41, 7.42, 7.44, 7.45, 7.48, 7.49, 7.52 & 7.53 they establish their requirements for the masterplan within the emerging LSIS and the key requirements the masterplan should fulfil.

4.16. In 7.49 The allocation policy details a series of development requirements, summarised as follows:

*"1) Landowners must work in partnership and in accordance with a masterplan, to ensure the appropriate co-ordination, phasing and balance of uses across the site. to improve the functional relationship with neighbouring uses and the public realm, along with townscape character.*

*2) Development proposals must adequately address the operational requirements of the MOT centre in order to secure a viable future for it. The landowner of the MOT centre must be consulted through the masterplan process.*

*3) Development must not result in a net loss of industrial capacity, or compromise the function of the employment location.*

*4) Positive and active frontages along Willow Way, Dartmouth Road and Sydenham Park, and any new routes are required.*

*5) The site must be fully re-integrated with the surrounding street network to improve access and permeability in the local area with particular consideration given to the access and servicing arrangements for commercial uses.*

*6) Delivery of new and improved public realm and open space.*

*7) Development proposals must not adversely impact on the amenity of the public house located outside of the site boundary."*

4.17. The Practice Note also states that the masterplan should be informed by land ownerships and it defines the requirement for an Options appraisal, where the masterplan should identify a range of options that have been considered for the development of the relevant sub-areas, and set out an appraisal of the development options considered.

4.18. In 7.52 LBB states that:

*“ The masterplan approach should include: a spatial analysis, a site capacity analysis, an assessment of the infrastructure needed, could be met, access and servicing analysis to demonstrate existing and new industrial businesses requirements can be met and identifying potential impacts on the road networks, Agent of Change analysis to demonstrate how different uses can be good neighbours and how potential impacts can be mitigated in the new residential development, how development will be phased, & how the phasing will ensure that the intensified industrial development is delivered and completed in advance of the residential components, and the approach to decanting and relocating any businesses affected.”*

## **5. Masterplan and Urban Design Response**

- 5.1. The outline masterplan has been prepared by DC Architecture + Design for Kitewood for the entire site within the emerging LSIS (CD 4.37). This is a requirement for sites such as this where Industrial intensification and co-location within a LSIS are being considered as the scope for co-locating industrial uses with residential and other uses may be considered, and that this should be part of a plan-led or masterplanning process.
- 5.2. The proposed Submission Local Plan identifies the emerging Willow Way LSIS as a proposed site allocation (West Area – Site Allocation 9). The proposed allocation encompasses a site area of 1.29 Ha which includes the appeal site within its scope. It allocates the site for comprehensive employment led mixed use redevelopment with co-location of compatible commercial, main town centre and residential uses and identifies that reconfiguration of buildings and spaces will facilitate a new layout with new and improved routes, both into and through the site along with public realm and environmental enhancements. It identifies an indicative development capacity across the emerging LSIS of 175 (net) residential units and 6,705m<sup>2</sup> (gross) of employment floorspace. The outline masterplan achieves that capacity.
- 5.3. Masterplan Description: The Layout of the masterplan layout is ‘ordered and logical’ as stated by the DRP in their Design Review Report CD 5.4.1. At its centre is Willow Way, retained and widened to 20m to create an improved central public realm for the development with a good aspect and benefits for daylight and sunlight to the apartments in the buildings along the street and within the public realm. The widening of Willow Way allows for around a 10 m zone of public realm for planting, access, parking and services. The pair of buildings on either side of Willow Way form on an urban edge to the street with activity at ground level from access and servicing to the commercial space and the residential entrances.



- 5.4. Plot A is proposed as a single building combining a double height base of commercial space with apartments above. Plots B&C are proposed to be developed together as a joint venture between the Council and Kitewood with deeper commercial units on the lower two floors and residential amenity space above. The development of plot B&C is bounded by Willow Mews which is also widened to accommodate servicing of the commercial space and to set back the residential development from the rear of the buildings on Kirkdale. The ground level of Willow Mews is activated by access and servicing to the commercial space and residential entrances. Plot D is proposed to be a distinct and separate plot development, although consistent with the masterplan vision for the maximisation of commercial space. A narrow building front Dartmouth Road repairing the gap in the urban fabric to the south of the Bricklayer's Arms. A pedestrian route is proposed at the southern edge of plot D which creates additional permeability for the development linking Willow Mews, Willow Way and Dartmouth Road and creates a new active public space. Plot E has limited opportunity for additional development due to its current use and overlooking to the southeast.
- 5.5. The residential layouts of plot A allow for recessed balconies and good orientation to the west and east with dual aspect units to over 50%. The residential layouts of the building on plot B&C have been tested to prove overlooking issues in the inside of the elbow of the 'V' shaped plan can be designed out. Amenity space is provided with both private balconies and communal roof top space at various levels. The workspace layouts provide a variety of floorspace depths and widths, with a 6m clear height in the main to produce long term flexibility. Ease of access for servicing from Willow Way and Willow Mews ensures their functionality. Only Blue Badge Parking is provided for the apartments.
- 5.6. Regarding the Massing of Plot A: The Building on Plot A is 6 storeys at its highest, 5 storeys to the parapet with a setback roof level. It steps down in height to the south and north to respect adjacent building heights. The building form is articulated along its length with a setback central entrance and balcony zone which emphasises the central workspace entrance. The open aspect to the north of Plot A minimises overshadowing issues. The building is set to the western edge of the plot to maximise the distance to the care home.
- 5.7. Regarding the Massing of Plot B/C: The west side of Willow Way consists of 6 linked building forms to create a granular townscape. The Southern end is the tallest at 8 storeys articulating an accent entrance building to the new development off Kirkwood. The height then steps until it reaches 6 storeys at the southern boundary of plot D. The site rises by 3 - 4 m along Willow

Mews across to Dartmouth Road, whilst the buildings above step down in scale to 4 storeys at the west corner of Willow Mews to respect neighbours.

- 5.8. Regarding the Massing of Plot D: The street facing building on Dartmouth Road is intended to repair the street scape and at two storeys plus roof level will respect the scale of the locally listed pub. The courtyard to the rear allows light into the pub garden and rear elevation. The podium over the commercial workspace creates amenity space for the residences.
- 5.9. Regarding Urban Design and the Outline Masterplan: the analysis of context is thorough. The context is also highly varied, and the new typology of co-location requires an architectural form which is different to its surroundings in scale and layout. The central feature of the masterplan is Willow Way which is proposed to be widened to create space for the servicing and access as well as enhanced public realm. This is a logical first step, retaining a road which is been in existence since 1865 at least, and pragmatic as it avoids expensive service diversions. It also allows the masterplan to respect the land ownership boundaries making delivery more straightforward. The public realm enhancements will be brought forward jointly between Kitewood and the Council when plots B & C are developed in phase 2. Overall, the masterplan illustrates that the Council's Capacity can be delivered for both the workplace allocation and the number of residential units envisaged. The options analysis indicates that there are a number of ways to develop plots B,C and D with the current design for Plot A. it is also logical to cluster the taller elements of the massing towards the centre of the site either side of Willow Way where they have the least impact on their surroundings. Alternative studies have been carried out for the employment use space and the preferred option which is to maximise the available space for light industrial use forms the basis of the outline masterplan. The illustrative scheme shows how servicing and access for the workplace can be configured as well as a shadow analysis of the daylighting to the public realm and residential amenity space.
- 5.10. The potential to create a pedestrian link to Dartmouth Rod is welcomed but is of course subject to the owner of Plot D engaging with the development process. The illustrative scheme represents a potential for the routes to be active and overlooked by the new development on plot D. However, if the new pedestrian route did not come forwards the linkage to the surrounding street network at either end of Willow Way also works well from an urban design perspective.
- 5.11. Building A forms a strong urban edge to Willow Way with an active frontage at ground floor for the commercial uses and residential entrances with activation of the upper floor levels with

balconies and glazing to the apartments. The height and massing of the building proposed for Plot A is 6 stories overall with the upper floor set back. A two storey commercial plinth transitions into three single height apartments above with a fourth floor set back above. The height and massing of the building is appropriate for this back land site and its context, with limited views locally as seen in the TVIA. The DRP found the massing of the block on Plot A to be reasonable. It appears mostly as a 5-storey building from the rear as the uppermost floor is set back and the massing steps down to both the north and south along Willow Way continuing the scale of development set by nos, 139 to 145 Kirkdale to the south and Shippenham Court to the north-west. The facades are calm and well-ordered and contribute to the building's elegant appearance. The commercial uses are clearly expressed by the double height ground floor openings in the expressed brick frames which ground the building and provides an activated edge to the street. The residential accommodation above is clearly expressed by the cladding within the brick frames and the recessed balconies. All of this is tied together by the primary architectural order of the brick frames which give the building a structured and ordered appearance. With regard to its impact on the urban design, the building proposed for plot A responds well to its context and provides a mixture of uses which will activate Willow Way.

- 5.12. The masterplan does not form part of the Appeal site and is outline and illustrative in nature. It suggests a possible way forward for the redevelopment of the wider area which would need to be tested through more detailed design stages. The delegated report notes that the DRP found the masterplan ordered and logical and that the massing for Plot A as part of this, seemed reasonable. It is sufficient to give comfort that if the Appeal Proposal is found to be acceptable it would not prejudice the development of the remainder of the allocation site.
- 5.13. Regarding Townscape, Height and the outline masterplan: As worded RfR4 relates to concerns regarding the heights suggested for the outline masterplan (which does not form part of the Appeal Proposal) which it claims are excessive. The outline masterplan has been tested in a subset of 9 of the TVIA views as set out at Appendix A, and it has been assessed that the outline masterplan at the heights suggested in the DAS accompanying the Appeal Proposal would have a limited effect on the local area; and (subject to their detailed design) that there would be no harmful effects. In fact, it would enhance views 7 and 8 from Dartmouth Road. All materials relating to the height of buildings (which is shown to be acceptable as currently proposed, see above) and extent and detailed design of public realm can then be addressed as detailed proposals emerge of the other sites. For an analysis of the Townscape views please refer to Proof of Evidence by Andy Shelley, PCA Heritage [CD 5.10]

- 5.14. The Council also raise concerns about the impact of the height of buildings on plots B&C in relation to daylight and sunlight. The 20m width of Willow Way was established both by an assessment of traffic and access requirements, and sunlight and daylight. The Masterplan designers DC Architecture used the old daylighting metric for a 45-degree angle from the sill of the lowest residential window to sky to determine the width of the space and the tallest building elements.
- 5.15. The masterplan which has been prepared for the site identified in the emerging LSIS takes into account the relevant guidance from the Council and GLA – ref Design and Access Statement page 73. [CD 1.11] It has also been based on a contextual analysis of the site and its immediate surroundings, including an assessment of longer-range view impacts – ref TVIA [CD 5.3.1] Appendix A.
- 5.16. The Council have identified the capacity for both workplace and residential accommodation across the site and the outline masterplan confirms that this is achievable, without prejudicing the future development of parts of the site and adjoining land. The masterplan is based on an assessment of the site and its context which responds to the wider strategy in the Borough, with the preferred mixture of uses identified in the emerging LSIS. It also takes into account land assembly and has been subject to discussions with adjacent landowners.
- 5.17. As the LSIS site includes multiple land ownership, fragmentation of existing uses and will need upgraded infrastructure, the purpose of the illustrative masterplan is to provide a framework to enable the optimum use of the sites within the emerging LSIS for the Council to assess, in order that development can be brought forward comprehensively and in line with a site wide masterplan.
- 5.18. The ‘Opportunities’ section of the allocation policy identifies that redevelopment and site intensification, along with the co-location of commercial and other uses, will provide a more optimal use of land and enable the delivery of new and improved workspace to support the long-term viability of the emerging LSIS. It also identifies that development will enable public realm enhancements to improve the quality of the townscape around the local centre and help to make the area a safer and more attractive place for business and community activity. This is a key part of the masterplan proposals for the widening of Willow Way.
- 5.19. Engagement has taken place with the primary landowners to develop the masterplan, including Lewisham Council as landowners of plot B. The masterplan leads to a potential development

with a net grain of industrial workplace capacity and does not compromise the function of the Employment Location, in line with Policy EC6 (Locally Significant Industrial Sites). Positive frontages are proposed along Willow Way, Dartmouth Road and Sydenham Park, with active ground frontages as well as new routes being proposed. The site is fully integrated with the surrounding street network to improve access and permeability in the local area. This includes a clear hierarchy of routes, with a legible and safe network of walking and cycle routes through the site. Particular consideration has been given the access and servicing of the commercial uses. The masterplan includes proposals for the delivery of new and improved public realm and open space in accordance with a site wide public-realm strategy. The masterplan proposals do not adversely impact on the amenity of the public house located to the north of the site boundary in line with Policy EC19 (Public Houses).

- 5.20. Regarding the Options Analysis: The outline masterplan has been informed by the land ownerships and how these are configured within the emerging LSIS in order to deliver strategic development across the site. A range of options have been considered for the illustrative masterplan and these are included in Appendix A of this proof. These illustrate that whilst Willow Way, Plot A and Willow Mews are relative fixes, there are a number of ways to develop the residential accommodation above the workspace illustrated for plots B,C &D, which will in turn vary the layout of the commercial space. This will evolve through the continued design development of these plots as they come forward. Options analysis has been informed by the ownerships, the position of the road and the opportunities and constraints
- 5.21. The outline masterplan by has been based on the Spatial Analysis of the site and its context, studies of capacities including the baseline which is the Council's Capacity included in the proposed submission Local Plan, there has been a broad assessment of the infrastructure needed to support the masterplan proposals including an analysis of how these requirements could be met, including access and servicing analysis and identifying potential impacts on the surrounding road network. There is a phasing and delivery plan which demonstrates how the intensified industrial development can be delivered along with the residential components.
- 5.22. The outline masterplan has been developed with reference to **Policy DM3 – Masterplans** and comprehensive development, along with relevant London Plan Guidance, including the GLA Practice Note - Industrial Co-Location Through Plan-led and Masterplan Approaches – ref Design and Access Statement [CD 1.11]. The Masterplan illustrates that Site A can be developed without restricting the development of the remainder of the emerging Willow Way LSIS / LEL.

The analysis of its context has informed the design of the masterplan which in scale and materiality directly responds to its locality. The masterplan offers the potential for the delivery of high-quality design across the various typologies and in the public realm. Utilising the options analysis, the outline masterplan illustrates that the overall site can be developed in line with the requirements of the relevant policies of the Proposed Submission Local Plan.

- 5.23. Regarding Plots D & E: The emerging Willow Way LSIS is **in multiple ownerships**. Of the 5 potential sites, plot E is not proposed to be redeveloped in the masterplan, predominantly because of reasons of viability as well as fragmented leases of ownership. It is also understood that the site has not been actively promoted for redevelopment, and the appellant has questioned its viability. Sites A and C are in Kitewood's control, and B is owned by the Council. Extensive dialogue took place between Kitewood and the Council on the design, phasing and deliverability of the core of the site (Plots A,B&C). The owner of plot D has been engaged in discussions but is not interested in developing site D in the short term, nevertheless an approach to its design is included in the outline masterplan to ensure a comprehensive approach to delivery across the emerging LSIS site as a whole. Furthermore, there are a range of options illustrating different ways Plots B-D can be developed within the illustrative masterplan, see Appendix A, which follow similar principles of co-location, with a variety of alternative forms for how the residential development can be developed in the future, including the potential for intensification of site D. For evidence of engagement with adjacent landowners and public consultation please refer to the Design and Access statement [CD 1.11] page 31.
- 5.24. Regarding **phasing and deliverability**, once Plot A is delivered, sites B & C would come forward as a single phase and deliver the public realm as part of this phase. Plot D's owner is not interested in developing their plot in the short term so this forms a later potential phase. Plot E has already been developed.
- 5.25. Regarding the delivery of Willow Way: The landowners either side of Willow Way (A -C) have developed the strategy for the widening of the road jointly as part of the Outline Masterplan exercise to create the generous public realm. It is worth noting that Willow Way may not have to be widened adjacent to plot D and that can be designed when or if that site comes forward. Willow Way can also be widened to 18m although, this reduces the public realm benefits and may impact on available building heights on Plots B&C with regard to daylight and sunlight.

- 5.26. The Council also raise concerns about the impact of the height of buildings on plots B&C in relation to daylight and sunlight. The 20m width of Willow Way was established both by an assessment of traffic and access requirements, and sunlight and daylight. The Masterplan designers DC Architecture used the old daylighting metric for a 45-degree angle from the window-cill of the lowest residential window to sky to determine the width of the space and the tallest building elements.
- 5.27. The DRP Comments (Ref Planning Officer's Report) includes the Commentary produced following the review on 28th February 2023. They found the masterplan to be 'ordered and logical' with which I agree.
- 5.28. They also commented that *'the scale and massing will urbanise a semi-suburban context and change its scale significantly'*. Having analysed various massing options, there is an inevitable change of scale from developing a masterplan to accommodate the required quantum on sites a-e and the resulting massing successfully fits its context in my view.
- 5.29. The DRP's comments on parking are dealt with in the Proof of Evidence by Mark Kirby.
- 5.30. The DRP's commented that 'whilst the massing for plot A seems reasonable, the acceptability of the proposed, height and massing generally (within the masterplan) is unproven as these issues have not (at that time) been tested through an HTVIA. In my view the massing is appropriate.
- 5.31. Detailed questions about the nature of the podium gardens and environmental aspects such as urban greening, SUDS, UGF and CO2 reduction would all be reasonably expected to be dealt with as the remainder of the masterplan moved into a more detailed level of design development.
- 5.32. Touching on the Design of block A the DRP comment that 'the architectural expression is calm and well mannered.' Also, they comment that *'The proposals seem rather generic rather than responding to the immediate varied context of the locale'*.
- 5.33. My view is that this approach is appropriate for the development of this road, given its place in the local hierarchy as back land development behind the prime commercial routes on Dartmouth Road and Kirkdale. These streets were originally called High Street and the block effectively forms the town centre. Its fabric is denser than surrounding areas and it carries commercial uses. This approach is also intended to respect the particular character of the

adjacent conservation area. Immediately adjacent buildings, to the south, the north and indeed to the east (William Wood House) are primarily built in different colour brickwork, with a variety of dressings that reflect their period of construction. We have therefore articulated the blocks to respond to the granular scale of the area by modulating the scale of the building elements in both height and plan and using different colour brickwork, articulated with treble and quadruple soldier course bands. This is dealt with in more detail in Henrik Lonberg's Proof of Evidence [CD 5.9]. There is another aspect to consider which is the expression of Co-Location and in particular the double height base of the Workspace which introduces a new scale into the context. The way the masterplan combines the mass of the workspace and residential components to form street edges is a successful aspect of the urbanisation of the plot.

## **6. Conclusion**

- 6.1. I have carried out a design assessment of the Masterplan and Urban Design elements of the proposals, with emphasis on the issues raised in the Reasons for Refusal and as further detailed in the LBL Statement of Case.
- 6.2. In section 5 - Response to Masterplan and Urban Design Issues within this proof of evidence I set out my opinion of the proposals relative to the issues raised based on which I conclude the following:
- 6.3. Within the design documents and in particular the Design and Access Statement [CD 1.11] and TVIA [CD 5.3.1] the applicant has demonstrated an analysis and understanding of the context, and through design proposals demonstrated how the context has informed the design.
- 6.4. The proposed layout, building height, and form of the masterplan have been informed by the context and is considered appropriate for the site.
- 6.5. There are various options within the masterplan framework for how plots B, C & D can be brought forward which allow Plot A to be developed first.
- 6.6. The urban design elements of the proposals are coherent, of high quality, and will make a positive contribution to the area.
- 6.7. Overall, the proposals provide an appropriate and high quality design solution. For the reasons explained in this proof of evidence, it is my professional opinion that there is no justification for



refusing the proposed development on the Masterplan and Urban Design grounds set out in Refusal Reasons 2,3 and 4.

- 6.8. In my view, there is no reason not to grant approval for Plot A as there is sufficient flexibility in the framework for the remaining plots to meet their requirements and the overall capacity.

**Jason Flanagan**

03 October 2023

## APPENDIX A

Town and Country Planning Act 1990: Section 78 Appeal

21/57 Willow Way, London, SE26 4AR

Proposed Demolition and Redevelopment to provide employment floorspace and residential units

Planning Inspectorate Ref: APP/C5690/W/23/3321935

Proof of Evidence of Jason Flanagan, BSc Hons 1st class MA RCA  
FRWCMD, of Flanagan Lawrence

Core Document 5.8

Date: 3 October 2023

## Introduction

The Outline Masterplan, demonstrates that the proposal for Plot A does not prejudice the future development of other parts of the site and adjoining land, or otherwise compromise the delivery of the site allocation and outcomes sought for the wider area.

On the following pages a series of masterplan options are illustrated. These options include studies presented at pre application meetings and the Masterplan Design as submitted in the Emerging Masterplan. The purpose of these options is to show that there are a number of ways Pots B,C and D can be developed which follow the principles of the proposed masterplan framework. They are all based on Plot A being developed as designed. Plot A as designed does not limit the development of the other sites within the LSIS, which can come forward in a number of ways as further design on these sites develops.

# Emerging context: A possible masterplan vision for the overall Emerging Willow Way LSIS

## 1.3 Design Development

Although Site A is physically segregated from the wider area by Willow Way, the proposals for Site A also considered how the surrounding area may come forward for development. In consideration of the opportunities and constraints of the wider area a possible masterplan vision was developed from the outset.

### TOWNSCAPE

- Courtyard to rear allows light into pub garden & rear elevation
- Two storey + roof will respect scale of locally listed public house and Dartmouth Road and re-establish street edge
- Podium creates residential amenity space over workspace

### PERMEABILITY & PUBLIC SPACE

- Potential link through from Willow Way site to Dartmouth Road through Site D
- Safe podium amenity space to rear
- Access to rear of Dartmouth Road enhanced by introduction of setback trees

### TOWNSCAPE

- Corner accent announces development

### SITE E

- Closing block at upper levels would hold yard but is unlikely to be viable and would impact on Sydenham Park



### MASSING

- The mainly non residential open aspect to the north, bookended by the 8/9 storey hostel block, allows scale which will have very limited impact on existing sunlight and daylight.

### PUBLIC REALM

- Remodelled & substantially widened.
- Setback creates min 10m public realm for planting, access, parking & services 20m street width allows good aspect & light to residential

### WORKSPACE & ACCESS

- Widened roadways + appropriate plan depth allow ease of access to workspace & good natural light and ventilation to units

### RELATIONSHIP TO CONSERVATION AREA

- Existing ground floor building to edge removed. New wall reduced in scale & greened to improve aspect from SE
- 30m gap respects outlook to south east.
- Step building, set back top floor & include inset balconies to respect privacy

# Emerging context: A possible masterplan vision for the overall Emerging Willow Way LSIS

## 1.3 Design Development



**Illustrated Roof Plan**



**Ground Floor Plan**



# Illustrated Proposals - Preferred Approach

## 1.3 Design Development



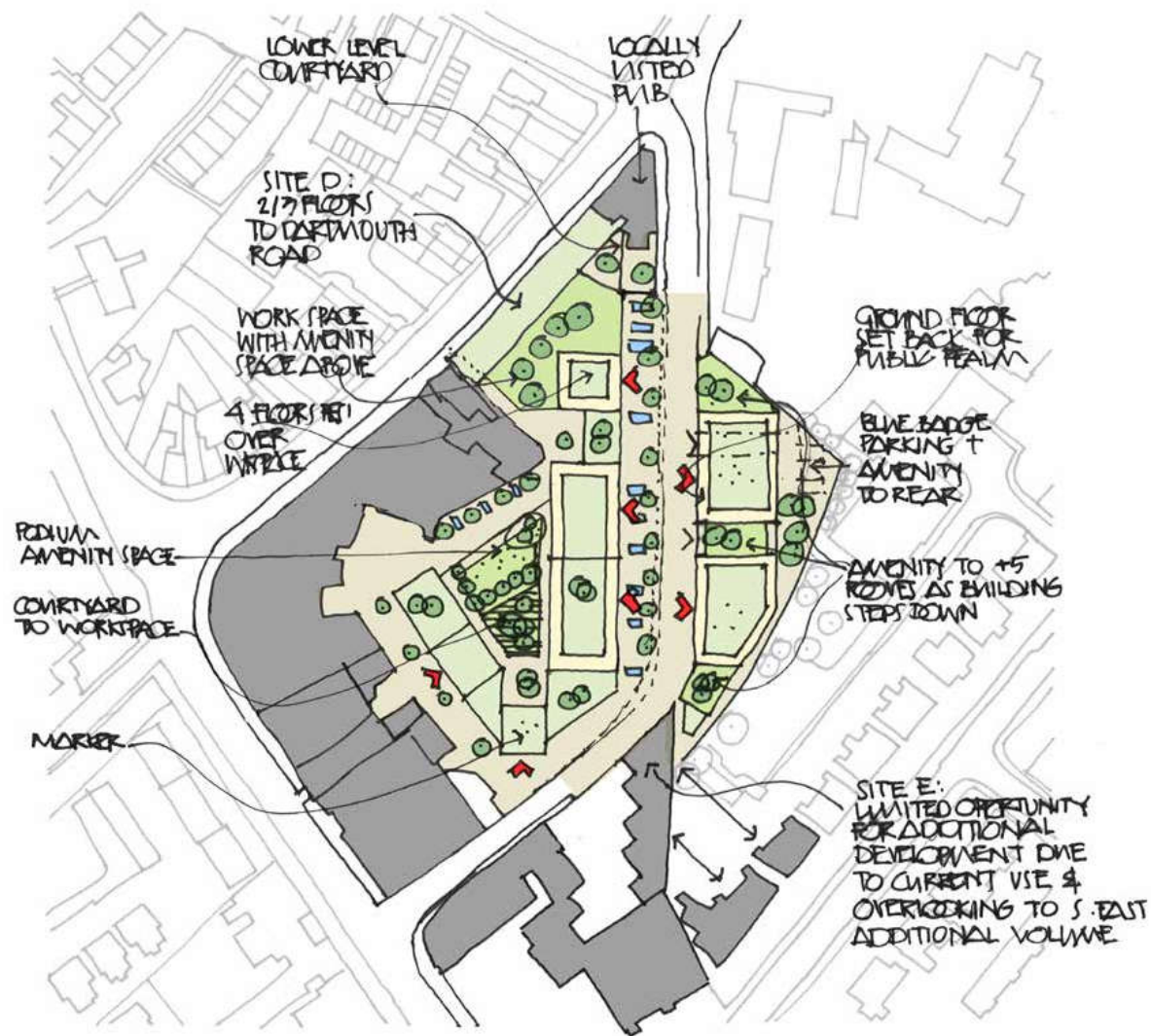
Illustrated Roof Plan



Ground Floor Plan

# Illustrated Proposals - Podium Alternative

## 1.3 Design Development



Illustrated Roof Plan

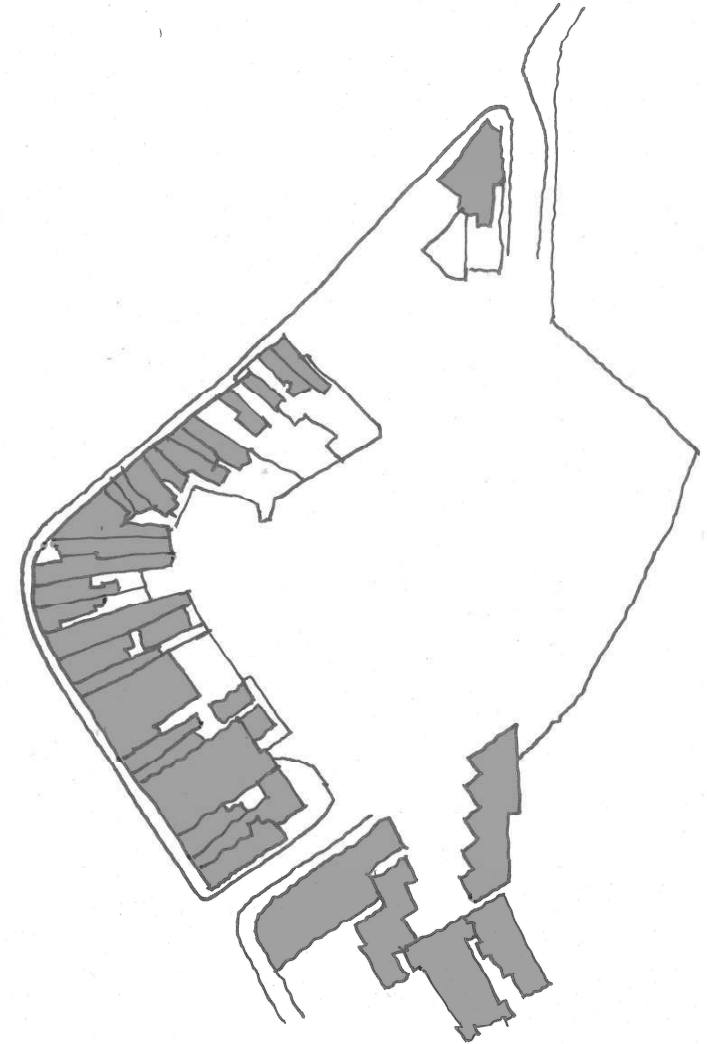
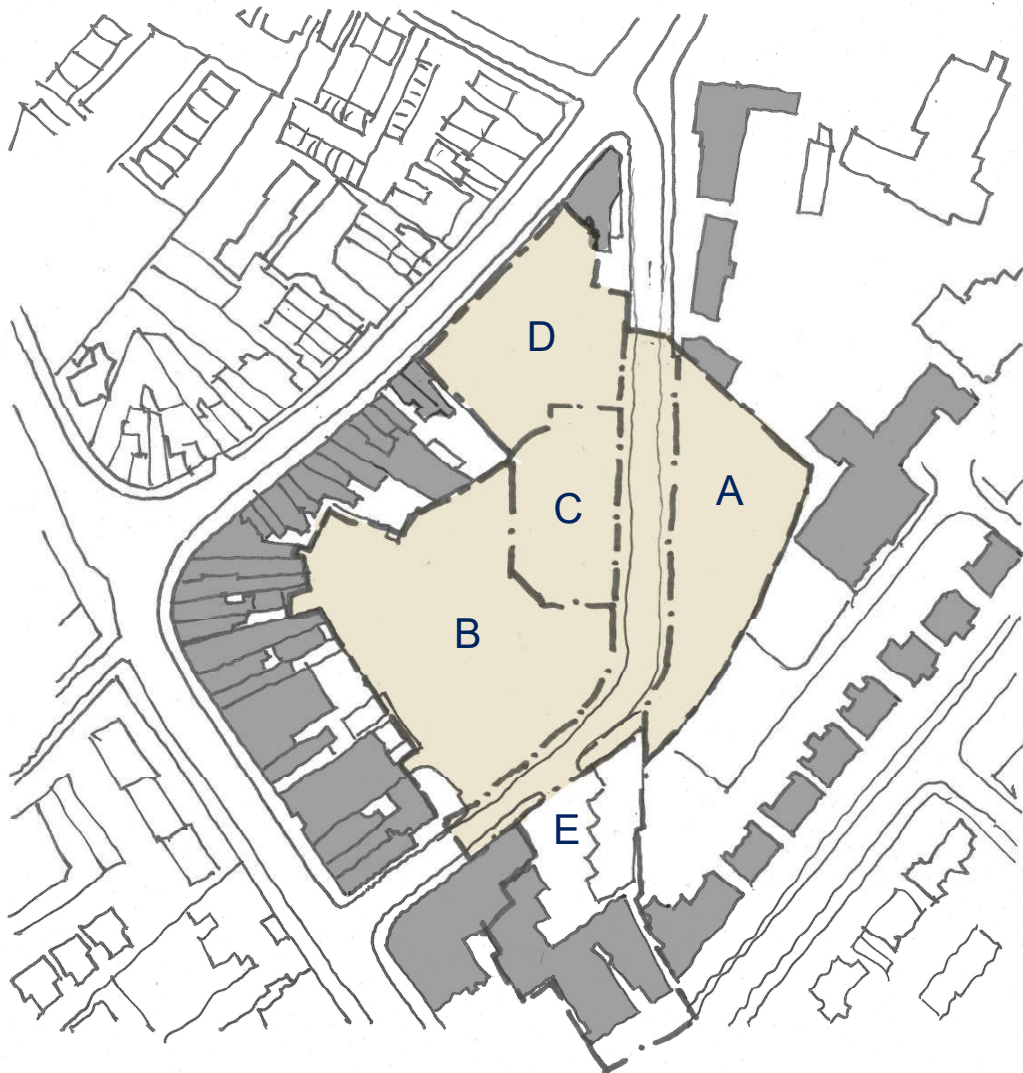


Ground Floor Plan



### Ownership Boundaries within the LSIS

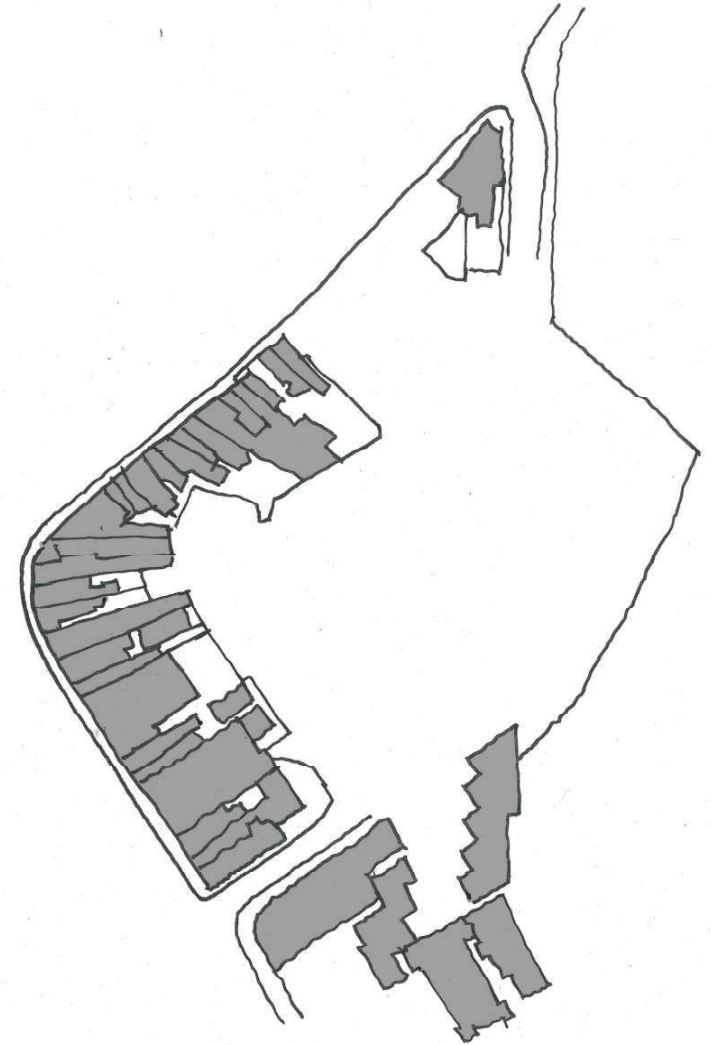
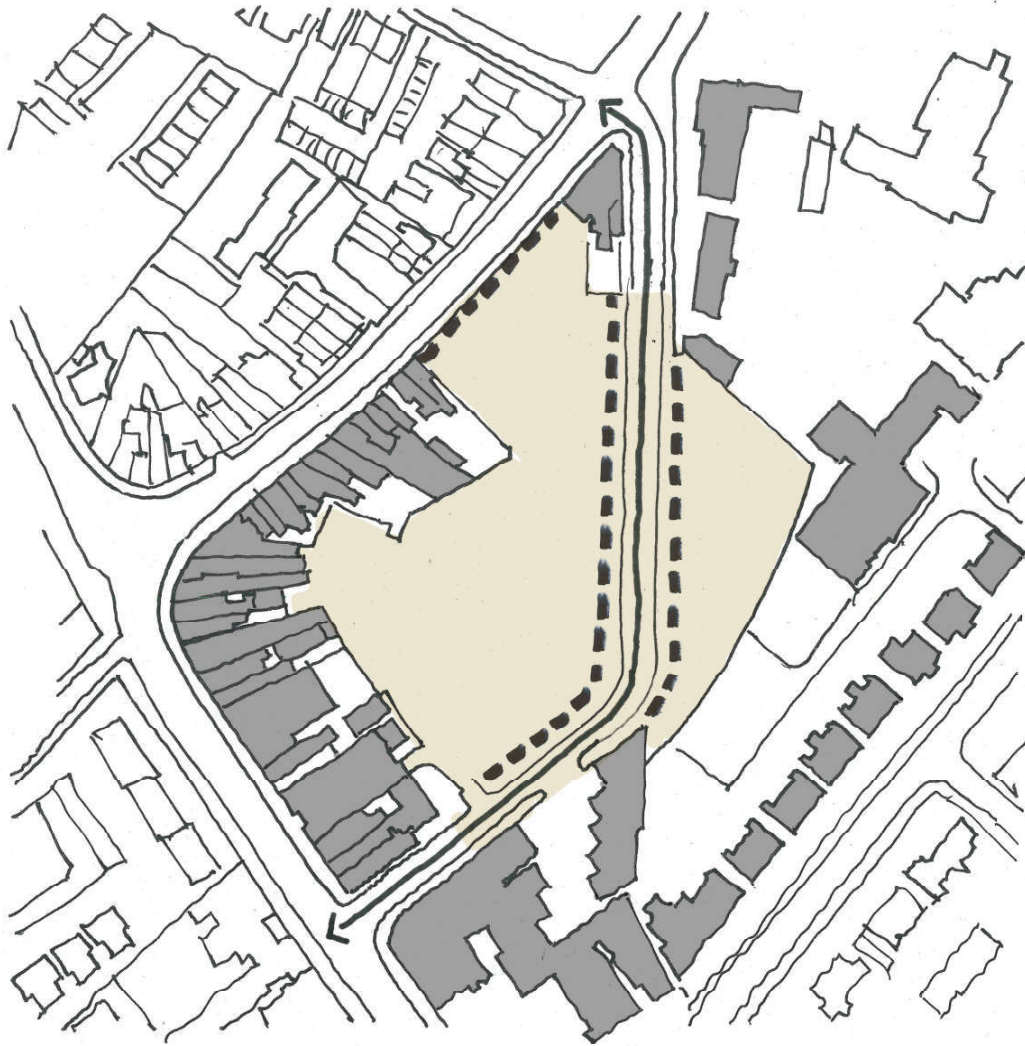
There are 5 ownerships within the LSIS. Kitewood are developing sites A & C. Lewisham Council own Site B. The masterplan has been developed jointly and also includes proposals for Site D, although the owner is not proposing to develop the site at this time. Site E has already been developed.





### **Willow Way**

At the centre of the masterplan is Willow Way, retained and widened to 20m to create an improved central public realm for the development with a good aspect and benefits for daylight and sunlight to the apartments in the buildings along the street and within the public realm. The widening of Willow Way allows for around a 10 m zone of public realm for planting, access, parking and services. The pair of buildings on either side of Willow Way form an urban edge to the street with activity at ground level from access and servicing to the commercial space and the residential entrances.



### The Width of Willow Way

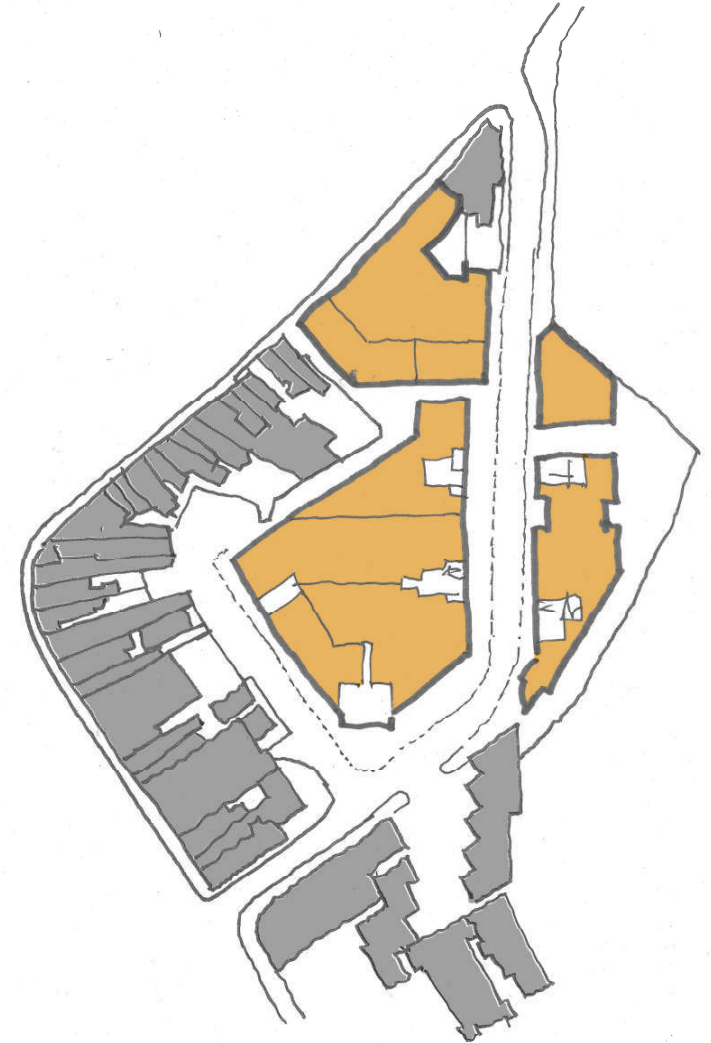
The illustrative masterplan proposes Willow Way is widened to 20m. This has obvious benefits for the public realm, daylighting the space and apartments. However, given the concern the Council has expressed around all of the public realm taking place in a westward widening of Willow Way, it is also possible to make the space work at 18m width for servicing and access. There will be a loss of public realm. But there would be an increase of Workspace floorspace and a small potential increase of residential accommodation too. The potential to explore this option as the masterplan develops in detail does not impact on the design of Building A which is unchanged.





### Option One

This concerns development potential on Plot D. the development on Plots A, B and C follows the same layout as in the Illustrative Masterplan seen on Pages 2 and 3 of this Appendix. This study concerns the question posed about the limited development potential of Plot D. There is the potential to consider the upper floors of the building facing Dartmouth Road on Plot D as residential, if this is more valuable and acceptable to the Council. Also, there is the potential to develop a narrow wing of residential development running south from the Bricklayer's Arms Outdoor Amenity Space towards the Building on Plot C. This option can be seen to either increase the overall residential development potential within the LSIS, or could redistribute some of the mass from sites B&C to D to reduce Plots B&C to under 18m high or 6 storeys total which is likely to be a more economical height with regard to fire escape and firefighting cores. Plots B&C are to be developed together. A clear break between Plots C & D has been introduced and Plot D will be developed later.



### Option Two

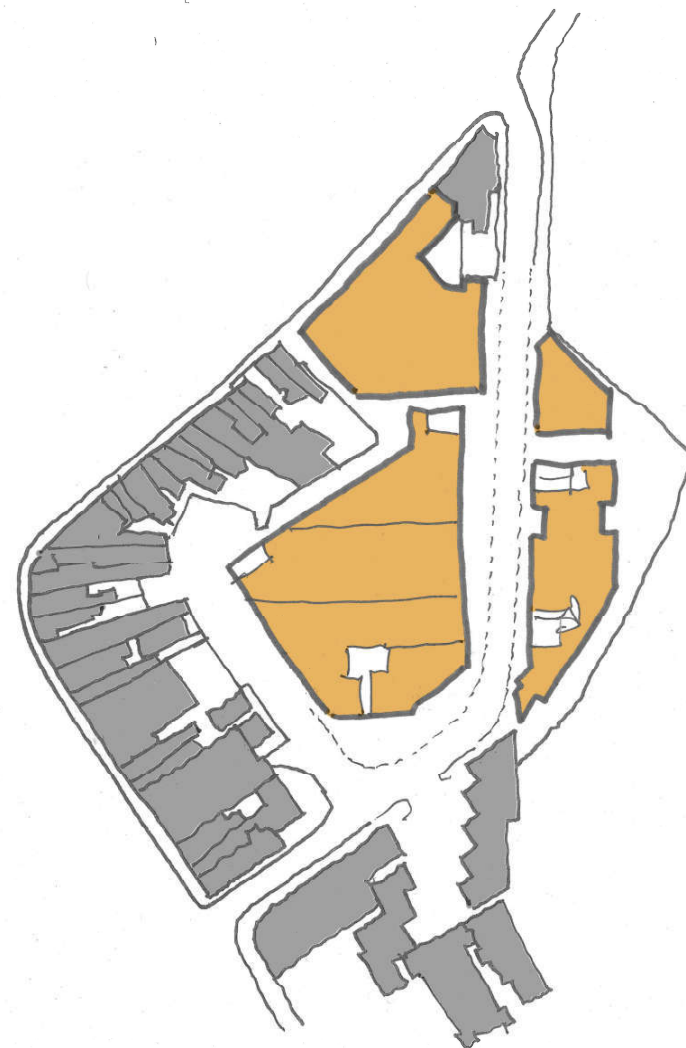
As above but with an 18m wide Willow Way between plots A, and B&C and D,. This would need further analysis from a daylight sunlight perspective and may reduce the available heights for residential development on B&C.





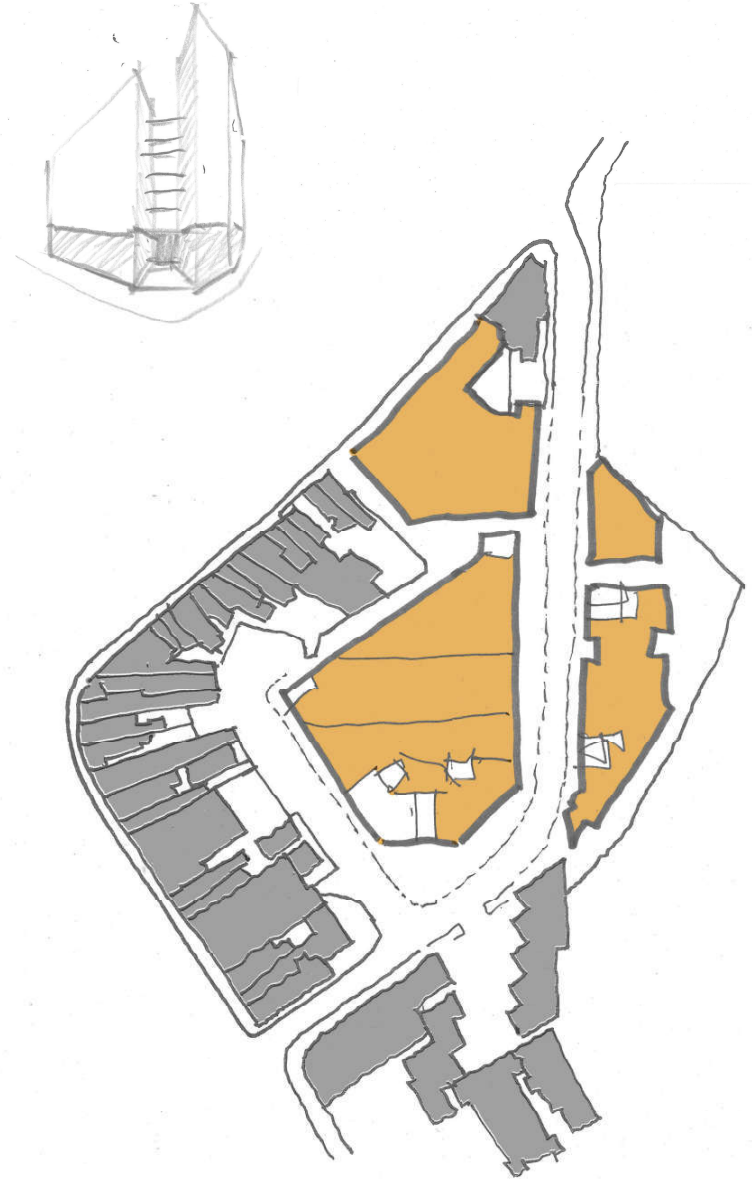
### Option Three

This concerns development potential on Plot D. The development on Plots A, B and C follows the same layout as in the Illustrative Masterplan seen on Pages 2 and 3 of this Appendix. The only variation here is that the residential development on Plots B and C could be considered as 100% dual aspect with deck access on the garden side. Residential Unit Delivery could decrease as a result.



#### Option Four

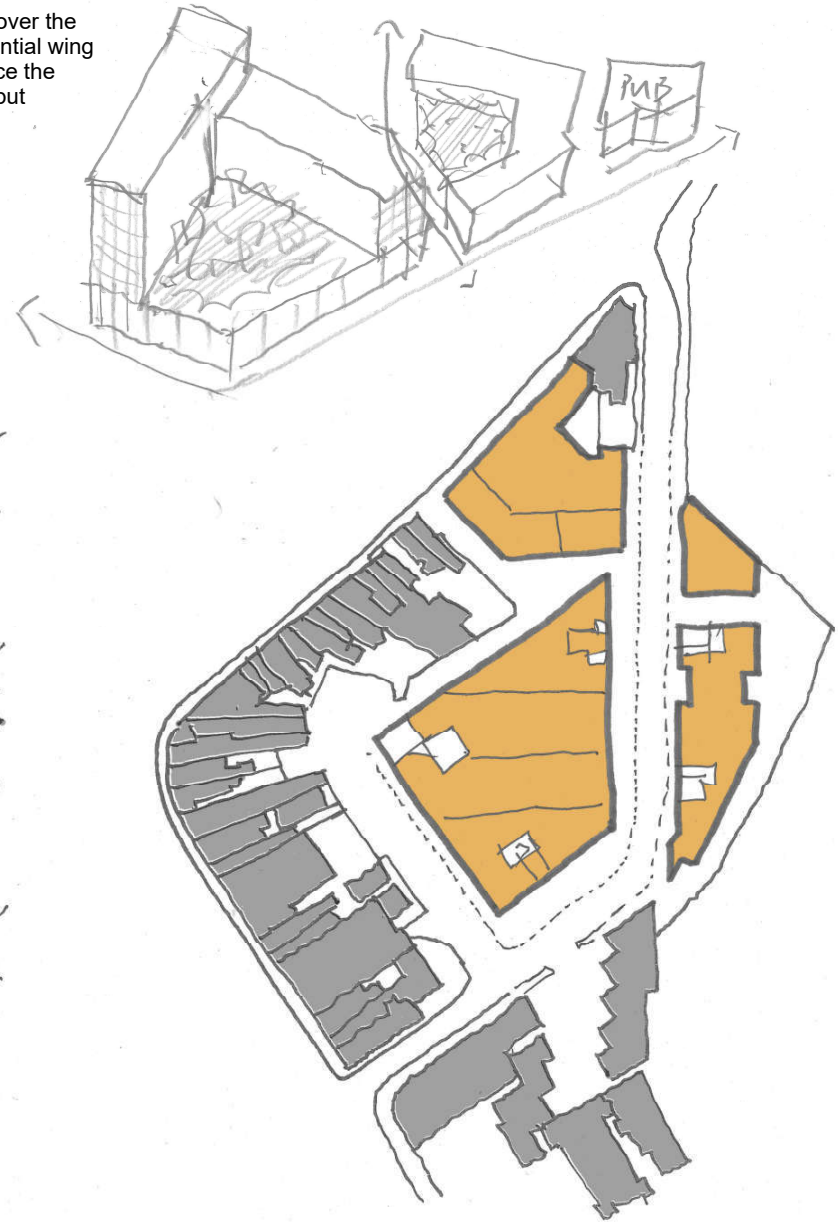
A further variation on the same theme. The Taller element at the south of Plot B/C could also be designed as a break in the blocks to allow sunlight into the amenity space between the east and west wings.





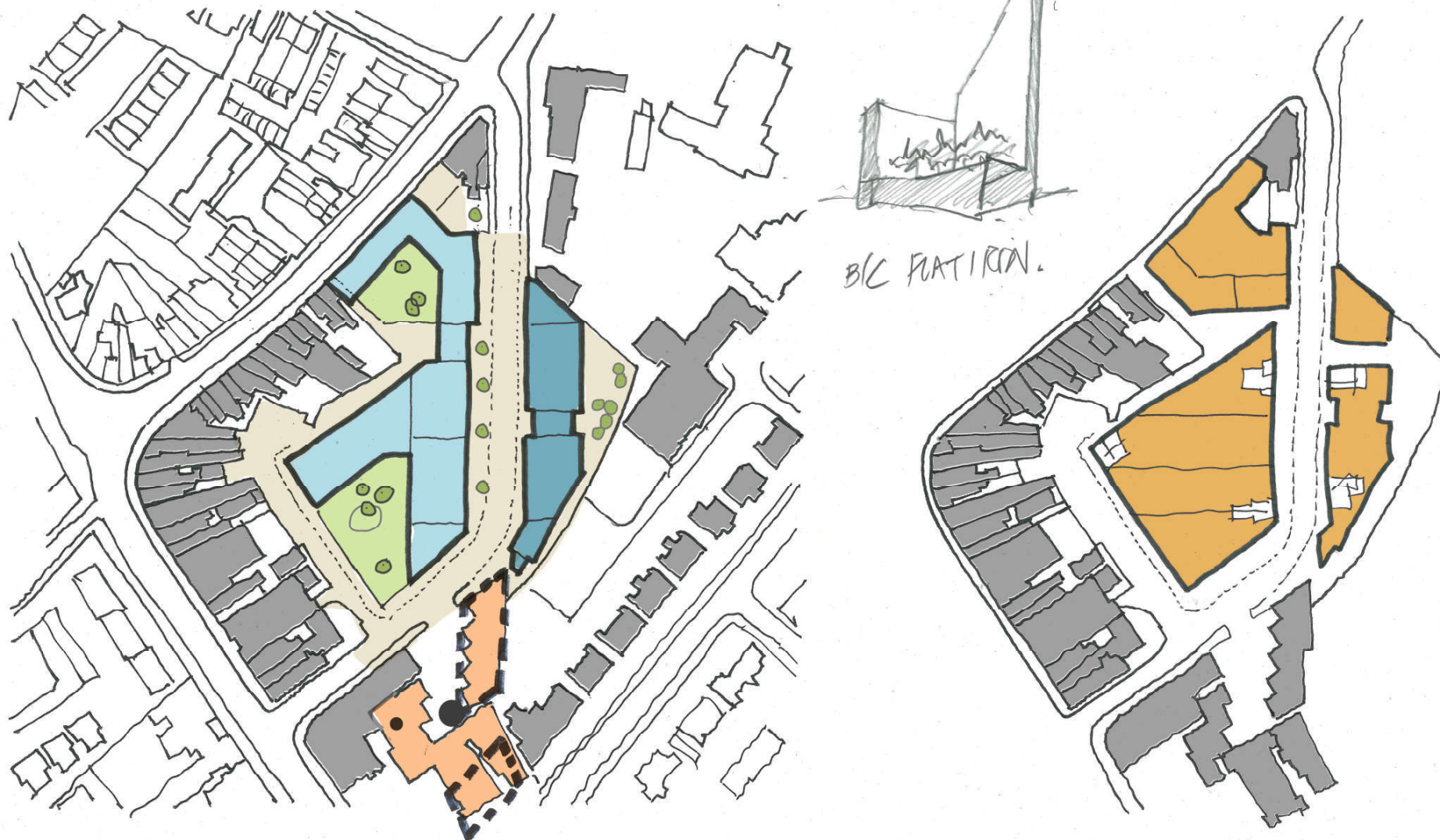
### Option Five

The Two residential wings on Plot B/C could be reconfigured to create a south and east facing amenity space over the Workspace. This improves daylight in the public realm and for the amenity space, but pushes a 6 storey residential wing closer to the properties on Dartmouth Road. The development on Plot D along Willow Way can step in to reduce the width below 20m. This strategy allows an expression of the double height workspace plinth along Willow Way but consequently loses the expression of the street.



### Option Six

This strategy reverses the V shaped wing of development above the workspace plinth on plots B and C. This option maintains the street edge of Willow Way. It Allows daylight into the amenity space above the workspace and expresses the workspace plinth on approach into Willow Way from the south.





### Option Seven

Inverts the V shaped residential development above the commercial accommodation and open the amenity space to the south. The addition of a residential wing south est of Dartmouth Road may allow a reduction in height.

