

APPENDIX 17

21-57 Willow Way
London, SE26

**TOWNSCAPE AND VISUAL IMPACT
ASSESSMENT**

FOR THE APPEAL SCHEME

LPA Ref: 22/129789

10 May 2023

GJHP

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1 INTRODUCTION

1.1 This Townscape and Visual Impact Assessment ('TVIA') has been prepared by GJHP in support of the appeal for refusal of planning applicant ref: DC/22/129789 (the 'Appeal Proposal') at nos. 21-57 Willow Way, London (the 'Site'), in the London Borough of Lewisham.

1.2 The description of development read 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'

1.3 Reason for refusal 4 ('RfR4') stated:

'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.'

1.4 The report assesses the effect of the Appeal Proposal on the townscape of the area around the Site, including consideration of the effect of the Proposed Development on views from locations around the Site,

in line with the viewpoint map submitted with the application (see below).

1.5 The report sets out the following:

- Relevant townscape policy and guidance.
- A description of the Site and its townscape context.
- An assessment of the architectural and urban design quality of the Appeal Proposal including consideration of the Design Review Panel ('DRP') comments and Officers' assessment of the scheme as set out in the delegated report.
- An assessment of the effects of the Appeal Proposal from 16 viewpoints in the area around the Site.
- An assessment of the townscape effects of the Proposed Development in rebuttal to RfR4.
- Conclusions.

1.6 Heritage matters are dealt with in the Heritage Statement prepared by PCA Heritage submitted with the application and at Appendix 17 Heritage Addendum of the Statement of Case.

Methodology

1.7 A viewpoint map was submitted with the application scheme (prepared by The Townscape Consultancy) but there was not time to prepare a TVIA to accompany the application due to contractual obligations in respect of submitting the application. The appellant was not able

to submit a TVIA during the course of determining the application.

1.8 This assessment is based on the viewpoint map submitted with the application (which Officers' have made reference to in their delegated report). Some of the viewpoints have been moved, and others added, in consultation with the heritage consultant in order to address specific comments made in respect of heritage assets in the delegated report.

1.9 A site visit, together with the use of maps and google earth, were used to understand the current condition of the Site and its context to ensure the submitted viewpoint map (as subsequently amended in consultation with the heritage consultant) was suitable for this assessment and in line with the methodology for the identification of viewpoints as set out below.

1.10 The impacts of the Appeal Proposal are assessed as part of this TVIA, informed by computer generated images showing 'as existing' and 'as proposed' views from selected viewpoints.

1.11 A site visits was carried out on the 24 April 2023.

Identification of viewpoints

1.12 Viewpoints are chosen through studying publicly accessible locations in the area around the Site from which the Site can be seen, or from which new buildings on the Site could be seen.

1.13 They are selected to provide:

- A representative range of viewpoints from different directions from which the Proposed Development will be visible;
- A range of distances from the site; and
- Areas of different townscape types.

1.14 They can include views:

- That have been identified as significant, by the Council or the GLA i.e. in planning policy and guidance documents and conservation area appraisals;
- That are of particular sensitivity as they may affect heritage assets or their settings;
- From representative townscape locations from which the Proposed Development will be visible; and
- From locations where there is extensive open space between the viewer and the Proposed Development so that it will be prominent and in particular areas of open space that are important in a local context, e.g. for leisure purposes, or riverside paths.

1.15 No views of or towards the Site are identified in any GLA or Council documents.

Assessment

1.16 The assessment of individual views (section 5), and the effects on townscape (section 6, which is informed by the visual assessments), consider the effects on the townscape and views as they will be experienced by viewers in reality. Viewpoints themselves are not generally fixed. Townscape is generally experienced as a progression of views or vistas as people make their way along streets or through spaces. In addition, viewers have peripheral vision, and can move their eyes and heads to take in a wide field of view when standing in one place than cannot be represented in a static photographic image.

1.17 For the 16 identified views illustrated in this section, there is an image of the view as existing, an image of the proposed view with the Appeal Proposal, and at Appendix A, a subset that includes an image of the proposed view with the Appeal Proposal and the illustrative outline masterplan (see section 4).

1.18 The views have been provided as Accurate Visual Representations ('AVRs') to inform the assessment of the visual effects of the Proposed Development. The Proposed views with the Appeal Proposal comprise either rendered (photorealistic) images or as 'wirelines' (diagrammatic representations showing the outline of the redevelopment proposal as a purple line; dashed where the scheme is occluded by foreground development). Rendered and wireline images illustrate accurately the degree to which the development will be visible, and its form in outline. Rendered images also show the detailed form and the proposed use of materials.

1.19 The subset of AVR views that include the masterplan show the appeal scheme as set out above, and the masterplan scheme as either a wireline outline or a chalk model.

1.20 The '*as proposed*' images are used as a tool to assess visual effects. The assessment provided in this TVIA represents a professional judgement of the likely effects of the Proposed Development on townscape and views which is also informed by the site visits and not just the view images.

1.21 The before and after view images in section 5 have been prepared by Preconstruct), and the methodology for the production of these is included at Appendix B.

Biography

1.22 Gareth Jones BA Hons MA UD Dip Bldg Cons (RICS) MRTPI IHBC has over 28 years' experience across the public and private sectors. He has worked in the conservation and design teams at the London Borough of Hammersmith and Fulham and Westminster City Council, and was the Design and Conservation Manager at the London Borough of Richmond Upon Thames. Gareth then moved to CABE where he was a design review advisor dealing with a wide range of projects across England. At Peter Stewart Consultancy he worked on a number of high profile projects including Southbank Place and Elizabeth House (at Waterloo), 120 Fleet Street in the City of London, and the new library at Lambeth Palace. Gareth set up GJHP in 2019 and has worked on behalf of Surrey County Council, the Royal Borough of Greenwich and London Boroughs of Richmond Upon Thames, Wandsworth and Camden, as well as a variety of private clients.

2 POLICY & LEGISLATION

2.1 This section contains an overview of the relevant national and local planning policies and guidance that are relevant to the consideration of townscape matters.

National planning policy

The National Planning Policy Framework, 2021

2.2 The Government issued the updated National Planning Policy Framework (NPPF) on 20 July 2021. The NPPF sets out planning policies for England and how these are expected to be applied.

2.3 The NPPF states that the purpose of the planning system is to contribute to the achievement of sustainable development, which has three dimensions; economic, social and environmental. The NPPF states, at paragraph 10, that *'at the heart of the National Planning Policy Framework is a presumption in favour of sustainable development.'*

Design

2.4 Section 12 of the NPPF, 'Achieving well-designed places', deals with design. At paragraph 126, the NPPF states that *'The creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities.'*

2.5 Paragraph 130 notes that planning policies and decisions should ensure that developments:

'will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;

are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;

are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);

establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;

optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and

create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.'

2.6 Paragraph 134 states that *'Development that is not well designed should be refused, especially where it fails to reflect local design policies and government guidance on design'*, and goes on to say *'Conversely, significant weight should be given to:*

a) development which reflects local design policies and government guidance on design, taking into account any

local design guidance and supplementary planning documents such as design guides and codes; and/or b) outstanding or innovative designs which promote high levels of sustainability, or help raise the standard of design more generally in an area, so long as they fit in with the overall form and layout of their surroundings.'

2.7 Section 16 of the NPPF deals with conserving and enhancing the historic environment. It applies to plan-making, decision-taking and the heritage-related consent regimes under the 1990 Act.

Planning Practice Guidance

2.8 The PPG includes a section called *'Design: process and tools'* which *'provides advice on the key points to take into account on design'*. This was issued on 1 October 2019; it replaces a previous section called *'Design'*.

2.9 The PPG deals with the processes of the planning system with respect to design, and notes that guidance on good design is set out in the National Design Guide.

The National Design Guide

2.10 The National Design Guide (September 2019) forms part of the Government's collection of planning practice guidance.

2.11 Paragraph 21 states that well-designed places are achieved by making the right choices at all levels, including:

*'The layout (or masterplan)
The form and scale of buildings
Their appearance*

*Landscape
Materials; and
Their detailing'*

- 2.12 Paragraphs 36 and 37 set out ten characteristics which contribute to the character of places, nurture and sustain a sense of community, and address issues affecting climate. These are described as follows:

'Context – enhances the surroundings.

Identity – attractive and distinctive.

Built form – a coherent pattern of development.

Movement – accessible and easy to move around.

Nature – enhanced and optimised.

Public spaces – safe, social and inclusive.

Uses – mixed and integrated.

Homes and buildings – functional, healthy and sustainable.

Resources – efficient and resilient.

Lifespan – made to last.'

- 2.13 Paragraph 126 (referred to in RfR 4, possibly in error) states 126 *'Well-designed homes and communal areas within buildings provide a good standard and quality of internal space. This includes room sizes, floor-to-ceiling heights, internal and external storage, sunlight, daylight and ventilation. The quality of internal space needs careful consideration in higher- density developments, particularly for family accommodation, where access, privacy, daylight and external amenity space are also important.'*

Regional planning policy

The London Plan, 2021

- 2.14 The London Plan 2021 was adopted in March 2021. It is the *'overall strategic plan for London'* and sets out a *'framework for the development of London over the next 20-25 years'*.

- 2.15 The policies most relevant to townscape and visual impact are found in Chapter 3, *'Design'* and chapter 7, *'Heritage and Culture'*.

- 2.16 Policy D1 on *'London's form, character and capacity for growth'* highlights the necessity for Boroughs to identify an area's capacity for growth by undertaking an assessment of the *'characteristics, qualities and values of different places'*. This should include the consideration of urban form and structure, historical evolution and heritage assets, and views and landmarks.

- 2.17 Policy D3 on *'Optimising site capacity through the design-led approach'* states that *'All development must make the best use of land by following a design-led approach that optimises the capacity of sites, including site allocations.'* The policy states that development proposals should *'enhance local context by delivering buildings and spaces that positively respond to local distinctiveness through their layout, orientation, scale, appearance and shape, with due regard to existing and emerging street hierarchy, building types, forms and proportions.'* Development should *'respond to the existing character of a place'*, and *'provide active frontages and positive reciprocal relationships between what happens inside the buildings and outside in the public realm to generate liveliness and interest.'* The policy further states that development design should *'be of high quality, with architecture that pays attention to detail,'* and use *'attractive, robust materials which weather and mature well'*.

- 2.18 Policy D8 on *'Public realm'* states there should be *'a mutually supportive relationship between the space, surrounding buildings and their uses'* and that development should *'ensure that buildings are of a design that activates and defines the public realm, and provides natural surveillance.'*

- 2.19 Policy HC3 on *'Strategic and Local Views'* states that *'development proposals must be assessed for their impact on a designated view if they fall within the foreground, middle ground or background of that view.'* The Mayor will identify Strategically-Important landmarks within designated views and will *'seek to protect vistas towards Strategically-Important Landmarks by designating landmark viewing corridors and wider setting consultation areas. These elements together form a Protected Vista'*.

Local planning policy and guidance

London Borough of Lewisham – Core Strategy (June 2011)

- 2.20 The London Borough of Lewisham adopted its Core Strategy in June 2011. Core Strategy Objective 10: *'Protect and enhance Lewisham's character'* states that Lewisham's distinctive local character will be protected by:
- a. *'Ensuring that new development achieves high standards of urban design and residential quality, and contributes to a sense of place and local distinctiveness informed by an understanding of the historic context'*
 - b. *'Ensuring that new development and alterations to existing buildings are sensitive, appropriate to their context, and make a positive contribution to the urban environment'*
 - c. *'Preserving or enhancing the condition and historic significance of the borough's heritage assets and their settings and the other identified elements of the historic environment.'*
- 2.21 Core Strategy Policy 15 *'High quality design for Lewisham'* states Council will *'apply national and regional policy and guidance to ensure highest quality design and the protection or enhancement of the historic and natural environment, which is sustainable,*

accessible to all, optimises the potential of sites and is sensitive to the local context and responds to local character.’ Part 4 sets out what development is expected to achieve in district hubs including preserve or enhance the historic character and significance in Sydenham, Forest Hill, Lee Green and Blackheath.

London Borough of Lewisham – Development Management Local Plan (2014)

2.22 The Development Management Local Plan was adopted in November 2014. It sets out LBL’s planning policies for managing development, and supports the implementation of the Core Strategy and the London Plan.

2.23 DM Policy 30 ‘Urban design and local character General principles’ states the Council will require all development proposals to attain a high standard of design. Part 5 sets out the requirements in respect of site specific design responses that include:

- a. the creation of a positive relationship to the existing townscape, natural landscape, open spaces and topography to preserve and / or create an urban form which contributes to local distinctiveness such as plot widths, building features and uses, roofscape, open space and views, panoramas and vistas including those identified in the London Plan, taking all available opportunities for enhancement*
- b. height, scale and mass which should relate to the urban typology of the area as identified in Table 2.1 Urban typologies in Lewisham*
- c. layout and access arrangements. Large areas of parking and servicing must be avoided*
- d. how the scheme relates to the scale and alignment of the existing street including its building frontages*
- e. the clear delineation of public routes by new building frontages, with convenient, safe and welcoming pedestrian routes to local facilities and the public*

- transport network, including meeting the needs of less mobile people and people with young children*
- f. the quality and durability of building materials and their sensitive use in relation to the context of the development. Materials used should be high quality and either match or complement existing development, and the reasons for the choice of materials should be clearly justified in relation to the existing built context*
- g. details of the degree of ornamentation, use of materials, brick walls and fences, or other boundary treatment which should reflect the context by using high quality matching or complementary materials*
- h. how the development at ground floor level will provide activity and visual interest for the public including the pedestrian environment, and provide passive surveillance with the incorporation of doors and windows to provide physical and visual links between buildings and the public domain.’*

2.24 DM Policy 37 deals with non designated heritage assets and sets out criteria for development within Areas of Special Local Character. The justification notes, ‘There are also many areas in the borough which possess sufficient architectural, townscape and environmental quality to make them of local value. The Council is currently working on compiling a list of such areas and establishing criteria for their adoption. Similar to conservation areas, areas of special local character will be identified based upon their architectural or townscape merits, but they will also include other elements of the historic environment such as locally important archaeology, landscapes or areas of distinct topography e.g. Sydenham Hill. Some of these areas may qualify for conservation area designation in the future.’ No reference is made to setting.

Draft Lewisham Local Plan November 2021

2.25 Lewisham’s new Local Plan will set out a shared vision for the future of the borough along with the planning

and investment framework to deliver this vision through to 2040. Consultation on the current version the Lewisham Local Plan: Proposed Submission closed on 25th April 2023.

2.26 Policy QD1 Delivering high quality design in Lewisham states development proposals must follow a design-led approach. Part B relates to ‘Distinctive and valued places’ and states ‘Development proposals must demonstrate an understanding of the site context and respond positively to Lewisham’s local distinctiveness by providing for buildings, spaces and places that reinforce and enhance local character. This includes the special and distinctive visual, historical, environmental, social and functional qualities of places that contribute to local character, identity, sense of community and belonging’.

2.27 Part C sets out what development proposals must address to be designed to successfully respond to local distinctiveness:

- a. Natural features including trees, landscape, topography, open spaces and waterways;*
- b. The prevailing or emerging form of development (including urban grain, building typology, morphology and the hierarchy of streets, routes and other spaces);*
- c. The proportion of development (including height, scale, mass and bulk) within the site, its immediate vicinity and the surrounding area;*
- d. Building lines along with the orientation of and spacing between buildings;*
- e. Strategic and local views, vistas and landmarks;*
- f. Townscape features;*
- g. The significance of heritage assets and their setting;*
- h. Architectural styles, detailing and materials that contribute to local character; and*
- i. Cultural assets. ‘*

2.28 The policy goes on to deal with ‘Places for people’ ‘Well-functioning and resilient places’ and ‘Delivering high quality development’

- 2.29 Policy QD5 View management deals with London Strategic Views and Lewisham Local Views.
- 2.30 Policy QD6 Optimising site capacity states at part A that *‘Development proposals must use the designed approach to make the best use of land and optimise the capacity of a site, with reference to Policy QD1 (Delivering high quality design in Lewisham)’*.
- 2.31 Policy HE3, at part D, sets out criteria for development within Areas of Special Local Character.

Willow Way Locally Significant Industrial Site (LSIS)

- 2.32 The Willow Way Employment Location (comprises 10-24, 21-57, Council Offices and Depot Willow Way, Units 1-8 Willow Business Park and Church Hall and Sydenham Park), SE26.
- 2.33 The Site allocation reads *‘Comprehensive employment led mixed-use development. Co-location of compatible commercial, main town centre and residential uses. Reconfiguration of buildings and spaces to facilitate a new layout with new and improved routes, both into and through the site along with public realm and environmental enhancements.’*
- 2.34 Development requirements in respect of townscape matters include:
- The site must be fully re-integrated with the surrounding street network to improve access and permeability in the local area. This includes a clear hierarchy of routes.
 - Delivery of new and improved public realm and open space.
- 2.35 Development Guidelines include:
- Development should provide for a coherent building line along Willow Way, taking into

- account the redevelopment of the former Sydenham Police Station site.
- The design of development must respond positively to the local context, giving particular consideration to heritage assets, including the Sydenham Park Conservation Area, Halifax Street Conservation Area, Jews Walk Conservation Area, Area of Special Local Character, as well as listed buildings and locally listed buildings along Kirkdale.

Lewisham Characterisation Study

- 2.36 The Characterisation Study (‘Study’) was adopted by the Council in June 2019. It sets out a description of the physical form of the borough, its history, places, streets and buildings. This analysis helps to provide an understanding of the particular attributes which make the borough of Lewisham what it is today, how its character varies across the borough and how this local distinctiveness might inform future approaches to managing growth and change. This is referenced where relevant in section 3.

Conservation Area Appraisal

- 2.37 The Forest Hill Conservation Area Appraisal sets out significance of the conservation area. It was adopted in July 2010.

3 SITE

Location

- 3.1 The Site lies in the south-western part of the London Borough of Lewisham, within the Willow Way employment area which lies to the south of Dartmouth Road, at the junction with Kirkdale.
- 3.2 Kirkdale runs from Sydenham Road and Westwood Hill to the south, both forming part of the A212, up to Lordship Lane (A2216), via Sydenham Hill, to the north. Dartmouth Road runs between Kirkdale and Forest Hill (to the north-east) and together with the southern section of Kirkdale forms part of the A2216. Willow Way runs between Kirkdale and Dartmouth Road.
- 3.3 Sydenham Park Railway Station lies some 810m by foot to the south along Kirkdale.

The Site



View into the main Site access

- 3.4 The Site, on the east side of Willow Way, is roughly triangular in shape and c.o.725 hectares. There are

currently 3 businesses operating on Site and these include a vehicle repair/garage, storage/warehouse catering business and a drinks machine repair/servicing business.

- 3.5 The Site comprises a mix of single storey and double storey buildings with areas of hardstanding, parking, yard areas and shipping containers interspersed between the buildings. The buildings and structures are of no architectural quality and present a piecemeal and fragmented frontage to the street detracting from the quality of the local area.



View towards the Site from the south on Willow Way (with Miriam Court in the background)

- 3.6 The buildings on Site are all post-war in date and are described in more detail in the Heritage Statement. Paragraph 206 of the delegated report states that 'officers acknowledge that the existing buildings are poor quality and haphazardly arranged'.

Historic development of the area

- 3.7 The Borough's Characterisation Study (the 'Study') provides a useful summary of the historic development of area:

'Up to the 17th century, much of the area was covered by The Great North Wood which extended from Croydon in the south to Deptford in the north (see historic map p12) . It gradually became fragmented by the emergence of London's suburbs in the 18th and 19th century. The discovery of medicinal springs at Sydenham Wells supported the early growth of Sydenham.

The opening of the Croydon Canal in 1809 and the arrival of the London to Croydon Railway in 1839 led to rapid development centred around train stations. Despite the economic failure of the canal, it made areas like Sydenham less isolated and helped to inform the location of the railway lines and sidings.

Growth fanned out from the south-west following the relocation of the Crystal Palace at Upper Norwood in 1854 which made the southern area around Sydenham and Forest Hill particularly desirable.

The northern area of what was known as Brockley developed south from Lewisham Way after the opening of New Cross station in 1850. The growth of this area with its large Victorian villas by 1870 created a demand for nearer stations. As a result Brockley Station was opened in 1871 and encouraged the original area of Brockley Village (now known as Crofton Park) to be developed with its own station in 1892. The area overall had previously remained as farmland with orchards; brickworks were common. Brockley's Mews lanes follow former hedgerows, footpaths and stream lines.

Hilly Fields opened as public park in 1896, following protests from the local community to keep it as an open space.

Today, the western area is defined by a series of historic villages on a north-south spine.'

3.8 A more detailed account of the history of the Site and the local area is set out in the Heritage Statement accompanying the application.

Immediate Site context

3.9 The Site, on the east side of Willow Way, adjoins the Willow Business Park to the south. This is an inward look scheme which presents a boundary wall and security gates to Willow Way.

3.10 To the north the Site adjoins a modern apartment block in the grounds of Moore House (a mid-century apartment block with a roof extension); both are 4 storeys high with flat roofs and the former, which lacks a true street frontage, has a blank façade along the Site boundary as seen in views north along Willow Way, where it is seen against the backdrop of Miriam Lodge (see below).



Moore House

3.11 To the south-east and north-east, the rear of the Site, it shares a boundary with the site of the 2 storey high plus pitched roof William Woods House built in the latter part of the C20, which occupies a backland site to the rear of the large semidetached C19 houses along Sydenham Park (see below).

3.12 On the opposite side of Willow Way to the Site there are two industrial sheds, one either side of a forecourt with tall security gates to the street; the larger one to the south (Willow House) 1.5 storeys high, and that to the north 2 storeys high.



West side of Willow Way, opposite the Site

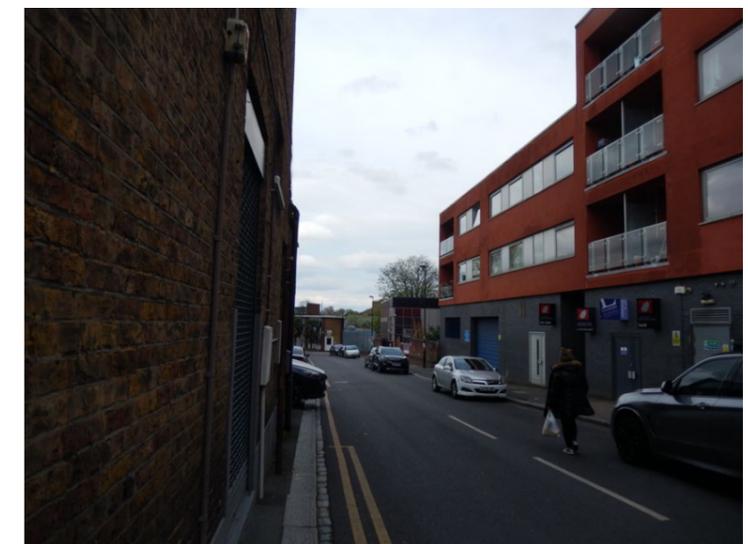


View south along Willow Way from outside the Site

3.13 South of Willow House and running around to the back of no. 221 Dartmouth Road is a large area of semi-derelict land comprising an area of hard surfacing with a small works building to the rear, surrounded by tall security fencing.



View towards the Site from Dartmouth Road Willow Way junction



View north into Willow Way from Kirkdale

3.14 Beyond, to the west and the north-west are the rears of the buildings fronting Kirkdale (which include the 4 storeys nos. 139 to 145 which wraps around into Willow Way) and Dartmouth Road (with the Bricklayers Arms, locally listed, at the junction) respectively. None of

which lie in any of the surrounding conservation areas though parts of which lie in the Kirkdale ASLC. Together with the Site, they lie in TCA 1, as described below.

Wider Site context

- 3.15 The Council have a comprehensive characterisation study of the Borough, which states that Lewisham ‘comprises a series of places and neighbourhoods which each have a subtle character of their own. These 21 neighbourhoods have been grouped into five sub-areas’ with similarities in terms of character and sense of place.
- 3.16 Sydenham lies in the Western Area which also includes Telegraph Hill, Brockley, Ladywell, Crofton Park, Honor Oak, Blythe Hill, Forest Hill and Sydenham Hill. This sub-area ‘is made up of a series of older villages on a north south spine which have grown around railway stations. Topography plays a big part in this area’s character and it has many open spaces at high ground giving long reaching views. This area presents opportunities particularly in Sydenham and Forest Hill for sensitive intensification of sites along their high streets’.
- 3.17 In respect of Sydenham the Study notes:
- ‘The area has a mixed character around its centre and a predominantly residential character elsewhere, with a range of typologies from large villas on wide tree-lined streets to grids of Edwardian and Victorian terraces. The relocation of Crystal Palace in the 1850s made this area particularly fashionable among the wealthy which saw the emergence of large villas on spacious streets. Sydenham Road is a strong east-west route and forms the commercial heart of the area with strong links with Sydenham station. The road is a busy and traffic dominated thorough-fare. Residential streets lie*

perpendicular to it. Sydenham is the fourth largest of the nine town centres and has a predominantly local function’.

- 3.18 Forest Hill, to the north east, is described in the Study as having ‘a mixed character around the district centre, contrasting with a predominantly residential character elsewhere, from large villas on wide tree-lined roads to grids of Edwardian terraces further east. Interwar or post-war blocks are set within communal landscaped gardens.’
- 3.19 The Study notes in respect of Sydenham Hill to the north-east, that the ‘area is characterised by its free form suburban blocks set within communal landscaped gardens on spacious and tree-lined streets. The hilly topography is a key feature and many of the streets offer panoramas towards the city and the West End. The area has a more spacious and leafier feel to Sydenham to the east, of which Kirkdale Road (A2216) forms its boundary. The area is enclosed by the Borough boundary to the south, east and north.’
- 3.20 In light of the scale of the Appeal Proposal and its visibility in the local area the assessment in this TVIA focusses on Sydenham. The area around the Site is discussed in this section by dividing it into a number of townscape character areas (TCA).
- 3.21 For the purposes of this assessment and taking into account the heritage context to the site (see Figure 2), we have identified two TCAs as illustrated in Figure 1:
- TCA 1 - the **local centre** focused on Kirkdale, Dartmouth Road and Willow Way; and
 - TCA 2 - the surrounding **residential suburbs** which include a number of conservation areas.

TCA 1 Local centre

- 3.22 TCA 1 comprises the Site and associated backland areas, as well as the nearby sections of the main routes of Kirkdale and Dartmouth Road (which have a commercial character). The development in this TCA provides a largely continuous built edge to the main routes, with a more varied and fragmented townscape beyond. There is a predominance of commercial uses at least at ground floor level, either in purpose built sheds, or in buildings fronting main routes with residential above. There are also some purpose built apartments C20 blocks including the 4 storey high Denham Court on Kirkdale (set higher than the street). The wider residential inner suburbs, which comprises varied typologies of principally houses or post-war estates, lie in TCA 2, see below.



Kirkdale, east side

- 3.23 Kirkdale, between Jews Walk and up to Dartmouth Road has the character of a local centre with development of 2, 3 and 5 storeys in height providing a townscape of varied character and quality, that generally presents a strong built edge at the back of the footway. Whilst to the west, the development beyond is primarily residential, including the Halifax Conservation Area (in TCA 2, see below), to the east is

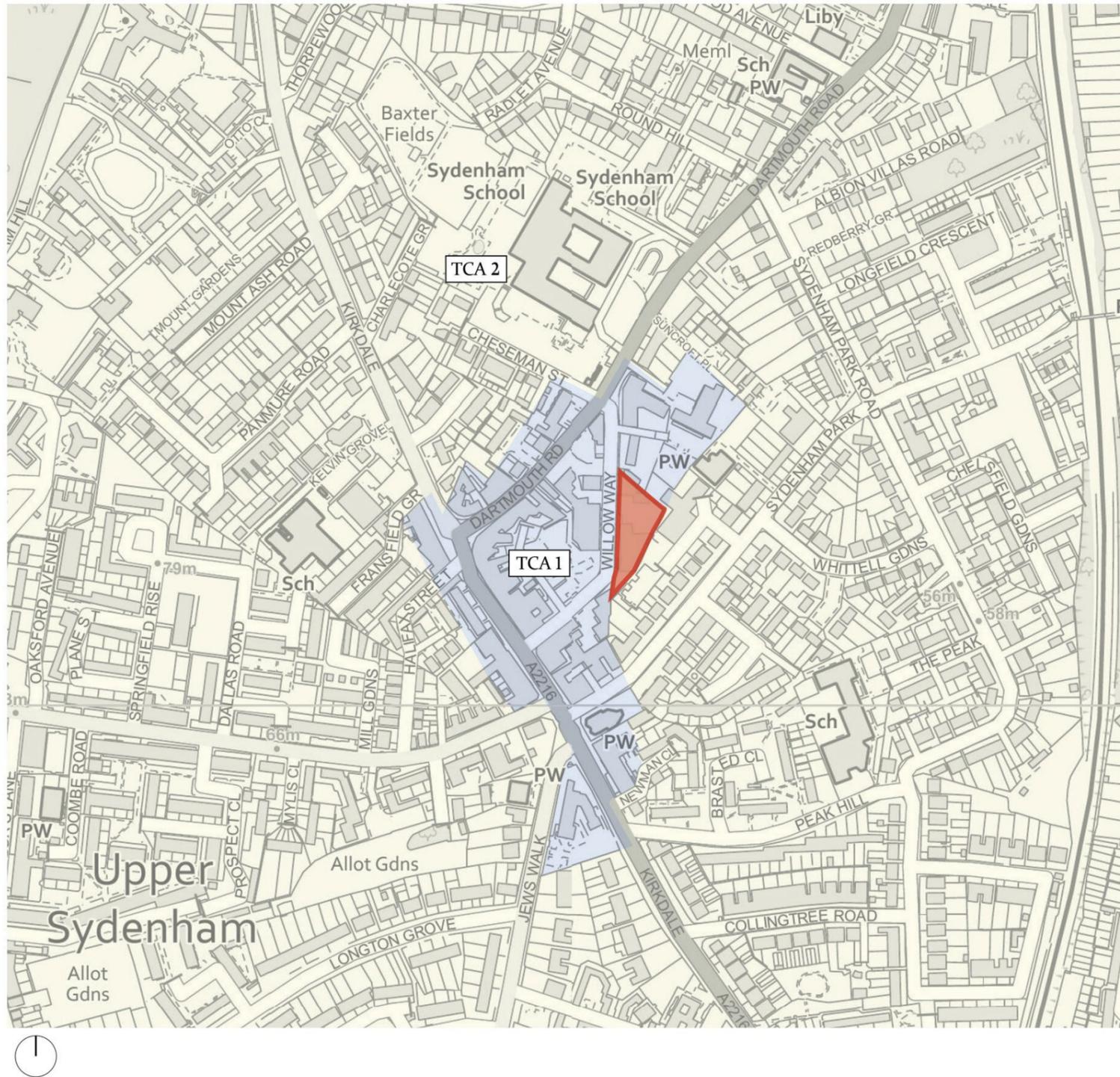


Figure 1: Townscape Character Areas

3.24 the Site, and the wider Willow Way industrial area, described in more detail above. The view along Willow Way from Kirkdale contributes nothing positive to the local area and presents a poor quality townscape and an uninviting route (see view 17 in Section 5). It detracts from the overall townscape quality of the area.



Kirkdale, west side



Dartmouth Road looking east – Miriam Court can be seen in the background

3.25 The same applies, thought to a lesser degree, to the western end of Dartmouth Road, which has a fragmented townscape character to the west of the junction with Willow Way (see below), though further

west, and immediately east of the junction has a well defined built edge with commercial uses at ground floor level or post-war or more recent apartment blocks, the latter including the recent 4 storeys high Shippenham Court at the junction.

- 3.26 Defining the western corner of the junction of Willow Way and Dartmouth Road is the 2 storeys high Neo Georgian style red brick Bricklayers Arms (outwith the masterplan allocation site) which is locally listed. Within the masterplan area to the west is the Dartmouth Service Station, a single storey poor quality building set back from the street behind a large forecourt, that detracts from the local townscape.



Miriam Court as seen from Dartmouth Road

- 3.27 Behind Shippenham Court, on a backland site, and rising to 9 storeys high (with plant room) is the 1970s slab block Miriam Court, a former Police Section House. It is accessed from Dartmouth Road and prominent in views along Willow way.
- 3.28 The listed Nos. 124 to 128, 134 to 146 and no. 152 Farnboro House are positive elements in the townscape (see below), as are the locally listed no. 110 and The Fox and Hounds, all along the west side of Kirkdale. The more recent nos. 13 to 149, which turns the corner into Willow Way also make a positive contribution. The

quality of the remainder of the buildings is however varied overall and many have undergone piecemeal alterations or poor quality extensions.



Nos. 124 to 128, 134 to 146 and The Fox and Hounds, Kirkdale

TCA 2 Residential suburbs

- 3.29 TCA 2 comprises the wider area, typical of inner London residential suburbs. There are examples of various types of housing from throughout the C19 and C20 and into the C21. These comprise modest terraced cottages, mid-sized terraced houses and grander large semidetached houses (as along Sydenham Park) from the C19; interwar housing; post-war estates and infill schemes; later townhouse schemes, as well as apartment blocks from the C20 and C21.
- 3.30 There are various schools and churches set within these wider residential areas in all directions. Sydenham School, set back from the street, is a large scale building locally, with a dominant presence along Dartmouth Road and seen from Baxter Fields.



View of Sydenham School from Willow Way



Housing in Carlton Terrace

- 3.31 The area includes various conservation areas (see below) which identify areas of distinct character that the Council consider to be of more value than the other areas (including the Kirkdale ASLC much of which lies in TCA 1). Whilst conforming to the same overriding pattern of development the various areas have their own particular characteristics, as reflected in the fact there are 5 conservation areas in the surrounding area.



Typical residential street

3.32 There are a number of listed buildings in the wider area, along Kirkdale and Jews Walk; as well as further north, to the west at Sydenham Hill, and east at Forest Hill. These are described below.

Heritage context

3.33 The Site does not lie in a conservation area nor does it include any listed buildings. There are a number of heritage assets in the area around the Site, as illustrated on the heritage context plan at Figure 2, referred to above where appropriate, and described below. These have informed the townscape and visual impact assessment in respect of townscape sensitives.

3.34 The effects of the Appeal Proposal on heritage significance is considered in at Appendix 14 Heritage Addendum of the Statement of Case.

Conservation areas

The Sydenham Park Conservation Area

3.35 The Sydenham Park Conservation Area was designated in 1973. Development took place in stages during the

latter half of the C19, with a mix of detached, semi-detached and terraced housing.

3.36 This conservation area does not have an adopted appraisal but the Conservation Officer describes it as follows in the delegated report for the Appeal Proposals, 'it is a tightly bounded area of mid C19th and later substantial villas and smaller picturesque houses arranged principally on three streets: Sydenham Park, Sydenham Park Road, and Albion Villas Road. Unifying characteristics are the substantial plots, detached layout, large gardens to front and rear, and the many mature large-canopied trees in the front gardens which lends the street scene a green and leafy appearance, as well as in the rear gardens and open spaces of Albion Millenium Green and Trinity Church. Views between the semi-detached villas on Sydenham Park Road, and also along Shrubland Close allow important glimpses of the large canopy trees in gardens and sites to the rear'.



Sydenham Park (south-east side), looking north-east

3.37 Nos. 37 to 43 (odd) and 24 & 26 are locally listed.

Halifax Street Conservation Area

3.38 The Halifax Street Conservation Area was designated in 1972. The Council do not have an adopted appraisal for

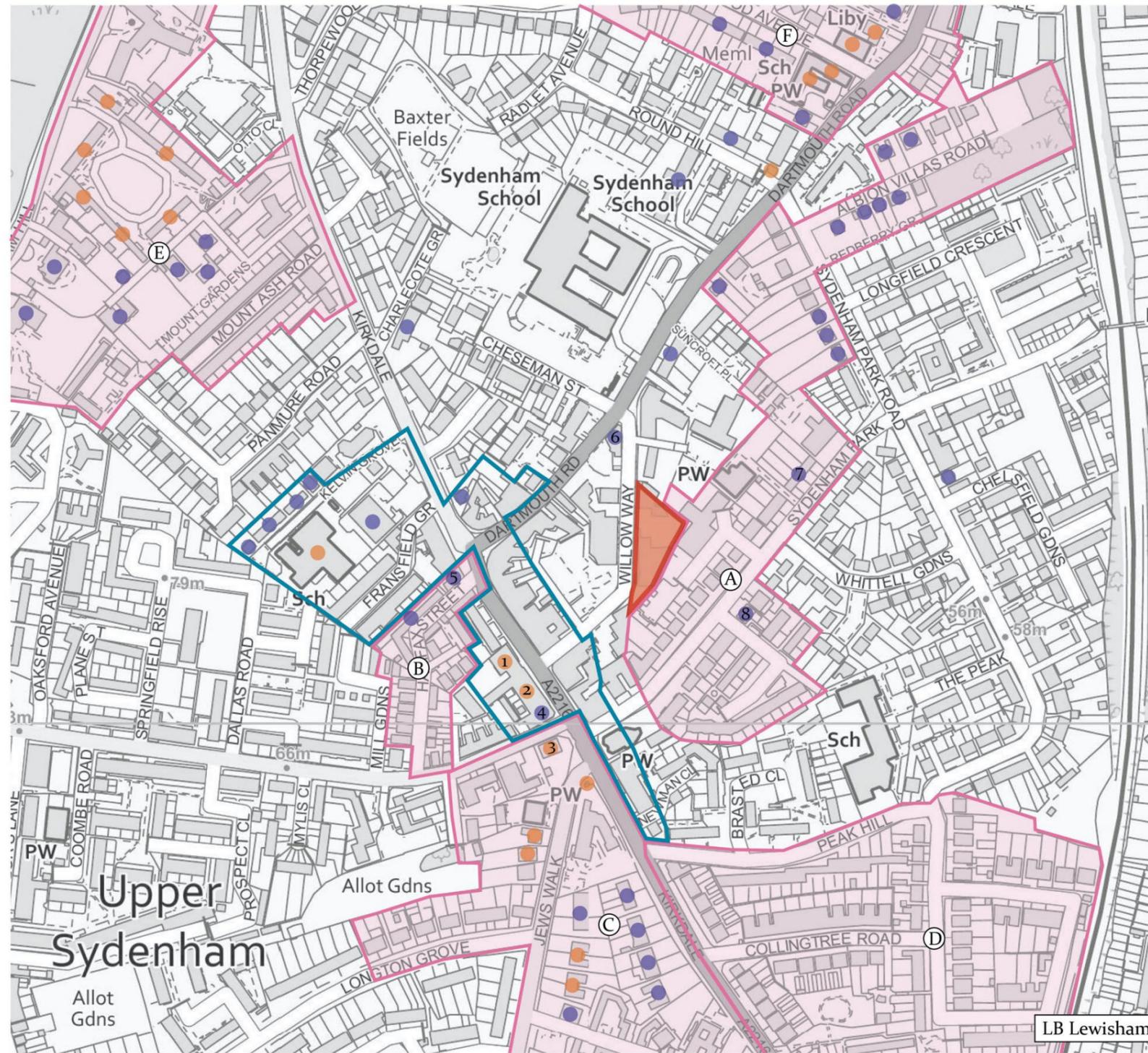
this conservation area. The Council's website states that 'this small area consists mainly of one street comprising a group of tightly-knit mid 19th century semi-detached houses set behind small front gardens. The style is simple. The houses are flat-fronted with little ornamentation using London stock brick, with slate roofs and timber sash windows. The development is well preserved and the area derives its special interest of the semi-rural vernacular character of the street which is unique in the borough.'



Halifax Street looking south

The Sydenham Hill Conservation Area

3.39 The Sydenham Hill Conservation Area was designated in 1976. The Council do not have an adopted appraisal for this conservation area. The Council's website notes the area contains a mix of C19 buildings and a C20 century housing estate (much of which is listed, see below), all of distinctive form and style and good quality, and identify 3 different character areas: Mount Gardens, Mount Ash Road and Lammas Green.



Key

■ Site

Conservation Areas

- Ⓐ Sydenham Park
- Ⓑ Halifax
- Ⓒ Jews Walk
- Ⓓ Cobbs Corner
- Ⓔ Sydenham Hill
- Ⓕ Forest Hill

Listed Buildings

- Grade II
- Locally Listed
- Kirkdale ASLC

Figure 2: Heritage Context Plan



Kirkdale at south-eastern edge of the conservation area

Jews Walk Conservation Area

- 3.40 The Jews Walk Conservation Area was designated in 1973. The Council do not have an adopted appraisal for this conservation area. The Council's website states that *'the area consists of semi-detached villas in a Gothic Revival style, exhibiting high quality craftsmanship. The villas are built in red brick with darker diaper patterns with stone dressings, mullioned casement windows and steeply pitched slate roofs.'*



Junction of Kirkdale and Jews Walk (right facing)

Cobb's Corner Conservation Area

- 3.41 The Council do not have an adopted appraisal for Cobb's Corner Conservation Area. The Council's website states that *'This area focuses on the historic road junction, now a prominent roundabout, at the entrance to Sydenham Road where the historic thoroughfares Westwood Hill and Kirkdale converge. Two of the area's landmark buildings are located here: the former Cobb's Department Store, built in 1902, and the Victorian Greyhound Pub'*; and goes on to identify two distinct character areas.

Forest Hill Conservation Area

- 3.42 The Forest Hill Conservation Area was designated in 1976 and extended in 1994 and 2010. There is an adopted appraisal for this conservation area from 2019. The Council's website states that *'It now comprises an area of 45 ha which makes it the fifth largest conservation area within the borough. The area encompasses suburban residential streets, mainly built between 1840 and 1900, and the commercial centre that developed around the railway station. The area also includes the gardens and open land associated with the world famous Horniman Museum.'*

Listed buildings

- 3.43 There are 19 entries on the statutory list of buildings of special architectural and historic interest within a 500m radius from the centre of the Site.
- 3.44 **The Nos. 124 to 128 (even), Kirkdale** are listed grade II. These 2 storeys plus basement houses date from the early to mid C19. They form the central part of a symmetrical stucco composition comprising 2 paired houses with a single house in between (the outer houses of each pair are marred by alterations and projecting modern shopfronts).

- 3.45 **Nos. 134 to 146 High Street Buildings, Kirkdale** are listed grade II. This 3 storeys, rising to 4 in the central part, parade of five shops with apartments above, dates from c.1896. It was designed by Alexander Hennell in a Queen Anne style and is built of red brick with extensive buff terracotta dressings.
- 3.46 **No. 152 Farnboro House, Kirkdale** is listed grade II. This 2 storeys and 3 windows wide villa dates from the early to mid C19. It is faced in stucco with a frieze, cornice and a blocking course.
- 3.47 **The Monument at south side of junction with Jews Walk, Kirkdale** is listed grade II. This Monument to the Diamond Jubilee of Queen Victoria was designed by A R Hennell, architect to Lewisham Board of Works, and dates from after 1898.
- 3.48 **No. 2 Jews Walk** is listed grade II. This 2 storeys and 3 windows villa dates from the 2nd quarter of the C19. It is built of yellow stock brick with a low pitched hipped slate roof with a bracketed eaves soffit.
- 3.49 **No. 4 Jews Walk** is listed grade II. This 2 storeys and 3 windows villa dates from the 2nd quarter of the C19. It is built of yellow stock brick with a low pitched hipped slate roof with eaves soffit.
- 3.50 **Nos. 5 to 11 Jews Walk** are listed grade II. These 2 pairs of Tudor style houses date from the third quarter of the C19. Each house is 2 storeys and 3 windows wide with very high pitched roofs and tall chimneys.
- 3.51 **The former Sydenham Public Lecture Hall with entrance gates, piers and railings, no. 84 Kirkdale** is listed grade II. This former public lecture hall, now an adult education institute was built in 1859-61 to the designs of Henry Dawson, based on a design attributed to Sir Joseph Paxton, and extended in 1904 by William Flockhart for the London County Council. It is a handsome mid-Victorian public building with

sympathetic and well-detailed Edwardian additions by a respected Arts and Crafts architect.

To the north-east in Forest Hill

- 3.52 **No. 104 Dartmouth Road** is listed grade II. This 2 storeys and 2 windows cottage dates from c.1800. It is faced in stucco with a low pitched hipped slate roof with an eaves soffit.
- 3.53 **Holy Trinity School, Dartmouth Road** is listed grade II. This single storey Gothic Revival style school dates from 1874. It is built of red brick with polychromatic blue brick bands and stone dressing, with a slate roof with ridge tiles.
- 3.54 **The Spire from the former Church of St Antholin, Round Hill** is listed grade II. The spire was brought from the demolished Church by Sir Christopher Wren in the City of London.
- 3.55 **The Forest Hill Public Library, Dartmouth Road** is listed grade II. This Public Library in an Arts and Crafts classical style by the designs of Alexander Robert Hennell ARIBA dates from the 1900. It is built of red brick in a Flemish bond with terracotta dressings, with a slate roof and terracotta and brick banded chimney stacks.
- 3.56 **Louise House, Dartmouth Road** is listed grade II. This former Girls Industrial Home to the designs of Thomas W Aldwinckle with William Johnson (builder), dates from 1891 and is a rare survival of a purpose-built industrial school of the late C19 with the historic function reflected in its design.

To the north-west on Sydenham Hill

- 3.57 **Nos. 24-29 and 30-39 (consecutive), Lammas Green** is listed grade II. This terrace of six 2 storey houses to the designs of Donald McMorran of Farquharson and

McMorran, with Peter Nuttall as assistant, for the Corporation of the City of London dates from 1955-7. It is built of colourwashed brick with pantiled roofs and brick chimney stacks.

- 3.58 **Nos. 30-39 (consecutive), Lammas Green** is listed grade II. This Terrace of ten 2 storey houses to the designs of Donald McMorran of Farquharson and McMorran, with Peter Nuttall as assistant, for the Corporation of the City of London dates from 1955-7. It is built of colourwashed brick with pantiled roofs and brick chimney stacks.
- 3.59 **Sydenham Hill Community Hall and retaining walls, Lammas Green** is listed grade II. This community centre to the designs of Donald McMorran of Farquharson and McMorran, with Peter Nuttall as assistant, for the Corporation of the City of London dates from 1955-7 by. It is built of colourwashed brick with pantiled roofs.
- 3.60 **Nos. 40-57 Lammas Green** is listed grade II. This 3 storey block of eighteen flats to the designs of Donald McMorran of Farquharson and McMorran, with Peter Nuttall as assistant, for the Corporation of the City of London dates from 1955-7. It is built of brick (faced in hand-made Essex bricks) with weatherboarded gables and pantiled roofs.
- 3.61 **Nos. 1-12 Lammas Green** is listed grade II. This 3 storey block of twelve flats to the designs of Donald McMorran of Farquharson and McMorran, with Peter Nuttall as assistant, for the Corporation of the City of London dates from 1955-57. It is built of brick (faced in hand-made Essex bricks) with weatherboarded gables and pantiled roofs.
- 3.62 **Nos. 13-23 Lammas Green** is listed grade II. This terrace of eleven 2 storey houses to the designs of Donald McMorran of Farquharson and McMorran, with Peter Nuttall as assistant, for the Corporation of the City of London dates from 1955-7. It is built of

colourwashed brick with pantiled roofs and brick chimney stacks. The houses are arranged in pairs.

Locally listed buildings

- 3.63 There are a number of locally listed buildings in the area around the Site. Those close to the Site are referred to where appropriate above. They are considered in more detail in the Heritage Statement.

Area of Special Local Character

- 3.64 The Site lies to the east of Kirkdale (formerly known as Sydenham Extension) Area of Special Local Character (ASLC). This has not been consulted upon or formally adopted, but the proposed boundary includes the stretch of Kirkdale between Peak Hill and Dartmouth Road, as well as Fransfield Road and the grade II listed former Sydenham Public Lecture Hall (1859-61) to the north. This area is described as part of TCA 1 above.

Townscape conclusions

- 3.65 Kirkdale and Dartmouth Road comprise the A2216 connecting Sydenham and Forest Hill, and in the area around their junction (close to the Site) have the character of a local centre with almost continuous built edges of 2,3,4 and 5 storeys high buildings, many with commercial uses at ground floor, and some statutorily or locally listed. Willow Way, running between the two, is an underused route through a run down backland area, offering a poor and uninviting connection for pedestrians.
- 3.66 The Site, like most of Willow Way, offers nothing positive to the local area and detracts from the townscape. Its street edge comprises largely dead frontage with few entrances onto the street other than for vehicles or services. This is mirrored on the

opposite side of the street with little animation or surveillance along a route dominated by parked cars and a large area of semi derelict land. The area has rightly been identified as a site allocation in the draft Local Plan.

- 3.67 This area, set between the main street frontages, is relatively visually self-contained, with visibility of the Site principally limited to views along Willow Way from either junction. Close to the Site to the north-east, and in a backland area, is the 9 storeys high Miriam House which has a limited presence locally as seen in the views in section 5.
- 3.68 The wider area comprises principally residential development from the mid to later C19 onwards, served by various churches and schools, with a townscape typical of inner London suburbs. These include streets of small terraced cottages such as at Halifax Street, or grand semidetached houses such as along Sydenham Park. Parts, including those aforementioned, have been designated conservation areas in recognition of their higher townscape quality. There are also a number of listed buildings in the wider area.
- 3.69 The Site offers the opportunity to provide a new high quality mixed-use development to regenerate the area, one that defines a positive built edge to the street, contributes a mix of uses locally and integrates Willow Way in a positive manner with the wider area, in keeping with the wider ambitions of the site allocation for this run down and uninviting area.

4 SCHEME

- 4.1 This section describes the Appeal Proposal as relevant to the TVIA. It then considers the advice provided by the Design Review Panel ('DRP') and Officers' assessment of the scheme as set out in the delegated report in respect of RfR4. It goes on to assess the architectural and urban design quality of the Appeal Proposal which informs the assessment of the townscape and visual effects in section 6 of this report.
- 4.2 The planning submission for the Appeal Proposal included an illustrative masterplan for the proposed Willow Way (LSIS) allocation site of which the Appeal Proposal forms Plot A. The main focus of this section and the TVIA is the Appeal Proposal however reference is also made to the wider masterplan as far as it is relevant in illustrating that the Appeal Proposal would not prejudice the development of the other sites within the wider site allocation.
- 4.3 The DAS and drawings prepared by the architects should be consulted in conjunction with this section.

Scheme description

Appeal Proposal (Plot A)

- 4.4 The Appeal Proposal comprises the demolition of the existing structures on the Site and their replacement with a part 4, part 5 and part 6 storeys mixed-use building with commercial uses located on the ground and first floors, and residential apartments above. The 3 commercial units each has an access from the street and there is a vehicular entrance that runs through the block towards its northern end, to 5 parking bays to the rear. There are 2 residential cores, each with an access from the street, the principal one with an access from a

footway along the vehicular route through the block as well.

- 4.5 The block comprises two 6 storey elements separated by a 5 storey link (set back from the street), and steps down to 5 storeys to the north (where it adjoins the 4 storeys high Moore Court), and to 5 and then 4 storey to the south (where it adjoins Willow Business Park). Each of the end elements is set back from the street. To the rear the building is articulated as a principally 5 storey elements with a setback 5th floor (in two parts), and a 4 storey step down to the south.
- 4.6 The grided brick clad elevations are of an ordered design with a regular pattern of openings. The commercial lower two floors are expressed as double height openings with large areas of glazing or roller shutters as required, and above the residential units have a more varied pattern of complementary fenestration and inset balconies with simple metal balustrades. To the rear, bays of balconies split the elevation into 5 parts. Two brick colours are used to distinguish the 5 storey elements from the others, and there are powder coated aluminium window frames and grill details.
- 4.7 The footway along the east side of Willow Way is widened and relandscaped. To the rear the Site boundary is defined by a 1.5 m boundary treatments with climbing plants, and there are areas of grass and hardstanding. There are 3 communal rooftop gardens, one on each of the 5 storey elements.

Masterplan

- 4.8 As part of the submission the appellant provided an illustrative masterplan for the wider proposed site allocation, which shows how the area could be developed. This comprised a robust street layout and suggested heights for the proposed buildings. It included a continuous built edge to the back of footway along Willow Way and Dartmouth Road, as well as a taller element marking the entrance from Kirkdale. It has not been developed in detail, nor does it form part of the Appeal Proposals. The set of AVR views at Appendix A show how this outline masterplan would appear in local views in conjunction with the Appeal Proposal.

PRP Comments

- 4.9 The application scheme was presented to the DRP post-submission on the 28th February 2023. Summary comments for the Appeal Proposal (plot A) and the masterplan from the delegated report relevant to townscape and visual impact matters as set out below:

Plot A (the Appeal Proposal)

- *'The architectural expression is calm and well mannered. The project would have benefitted from a much greater relationship with the HTVIA. The proposals seem rather generic rather than responding to the immediate varied context of the locale.'*
- *The ground level to the Plot A commercial units have a poor interface with the site boundaries creating a sliver of narrow external space to the rear which will be difficult to manage and use.*
- *Potentially these areas could become failed space. The layout should be redesigned to either create more*

generous useful space that contributes positively as a resource for the development, or the commercial units are brought to interface directly with the rear boundaries.'

Masterplan (paraphrased)

- The masterplan is ordered and logical, albeit that the scale and massing proposed will, if implemented, urbanise a semi-suburban environmental context, and change its scale significantly.
- The Panel were not convinced that the considerable amount of parking currently in the street could be made to disappear.
- The Panel stated that there is much greater opportunity to develop urban greening.
- Clarity is needed on the extent of the public realm deliverable if Plot A comes forward in isolation or in advance of the other plots.
- Whilst the massing for Plot A seems reasonable, the acceptability of the proposed height, scale and massing generally is unproven as these issues have not been tested in the current designs through an HTVIA.
- The Panel endorsed the relinking to Dartmouth Road, but questioned the quality of the public space created, its surveillance and the quality of its facing architecture.

Delegate report

Plot A

- 4.10 The delegated report summaries the Urban Design Officer's ('UD Officer') and the conservation officer's comments as follows:
- The UD Officer objected to the *'lack of context based design; ground floor identity and lack of public realm; absence of townscape views; relationship to William Wood House; layout and quality of*

proposed residential units and; a number of other detailed design comments which are detailed in the 'Design' section of the report'.

- The Conservation Officer objected to the *'height and continuous massing in relation to context and in terms of impact on heritage assets; lack of tree planting and; absence of views and missing view points and sections that are required to make an assessment of scheme'.*

- 4.11 Officer's comments were elaborated on in the *'Urban Design'* section. The UD Officer was critical of the baseline analysis and lack of information on design development; and both they and the Conservation Officer referred to the lack of a TVIA to provide an assessment of the effect of the proposal on local views (referring to the plan prepared by TTC at page 20 of the DAS, which forms the basis for the views included in this document). At para 245 and 246 the Conservation Officer requested additional views along Sydenham Park Road and Halifax Road and these have been provided (see section 5).

Layout

- 4.12 The UD Officer in the section *'Layout, form and scale'* at 213 commented on the effect on the Sydenham Park Conservation Area, being critical of the height (despite elsewhere saying the height may be acceptable subject to the outcome of the TVIA; see para 214 below) and note *'a stepped building line could be supported where the blocks have reduced height, but these could be further emphasized to add depth and visual interest to the primary façade'*. They went on to say *'The public/private edge where the building meets the ground has not been well mediated, with loading bays obscuring views to the residential core entrances when approached from Kirkdale'* and are critical that *'No buffer zone/softening has been provided between the pavement and the hard edge of the building'*.

- 4.13 Para 216 of the report states how the DRP considered the *'Plot A buildings establish a strong edge to Willow Way with the potential to create strong street frontage'*.

- 4.14 Para 217 of the report states both the UD Officer and DRP endorsed the linkages to Dartmouth Road and the widened footpath and public realm enhancements. However, both raised concerns with regard to the deliverability of these elements given this is on adjacent land and questioned what would happen in the interim. They also questioned the level of surveillance over this route.

- 4.15 Para 218 of the report states that overall, Officers accept the layout of buildings is logical but are concerned regarding the absence of the proposed road widening and public realm improvements along Willow Way as part of the Appeal Proposal (i.e. on Plot A). The development of the other sites could deliver the necessary widening and greening of Willow Way to address concerns raised in respect of the wider masterplan.

Height and massing

- 4.16 Under *'Appearance and Character'*, when considering height and massing the UD Officer notes at 206 *'The proposal introduces a step-change in scale from the immediate context, which gives the site a unique identity within the local area. This approach could be accepted if the proposal unlocks the potential of the site as identified in the emerging site allocation appraisal, and impact on the neighbouring properties can be shown to be mitigated'*. In the conclusion at para 273 it is noted that *'The scale and massing of the buildings within the application site and wider masterplan area cannot be fully assessed in the absence of townscape views.'* It is not concluded that the scheme is too tall.
- 4.17 The Conservation Officer notes in respect of height at para 240 that *'There is an abrupt change of levels which*

means the development at 5 – 6 storeys will rise significantly higher than the existing 2 storey buildings of William Wood House (built in the gardens of the villas on Sydenham Park Road) and also appear much higher than the predominant villa development within the CA' (this is tested as part of this assessment and considered further in at Appendix 14 Heritage Addendum of the Statement of Case); going on to say at 244 that *'The proposal, in contrast, is a continuous linear development rising from 4, through 5 to 6 storeys, with no gaps that would alleviate the sense of enclosure, nor sufficient open space provided to provide tree planting which could soften the impact.'*

4.18 Overall, the massing and orientation of buildings was broadly supported on the application Site in terms of immediate context (not withstanding heritage impacts), but it was considered that the proposals had not been designed based on local context in relation to their form, proportions and fenestration (see below).

Detailed design and materials

4.19 The UD Officer found *'The proposal makes use of contemporary forms with high quality robust materials which would be supported'* going on to criticise the architectural language; while the Conservation Officer concludes at para 248 *'that there is no objection to the approach to elevational design or materiality which could sit comfortably in the CA context subject to the points above being addressed.'*

4.20 The comments on context and character conclude at para 207 *'that it has not been adequately shown how the proposal will enhance its surroundings and that the applicant has not demonstrated an understanding or evaluation of the unique characteristics of the site'*. It goes on to say that the proposed architectural articulation is not informed by the local context, and is not distinctive. The UD Officer is critical that the residential character of the upper floors appears to

have informed the architecture of the ground floors, and conclude *'While the proposal is not offensive in terms of the architectural articulation, it does not provide adequate interest for its scale'*.

Masterplan

4.21 The UD Officer noted at 213, in respect of *'Layout, form and scale'* that the emerging masterplan has not been through a rigorous testing process.

4.22 The masterplan did not form part of the application and did not evolve through the application process. The road layout and overall approach is supported in principle. This is sufficient to give comfort that the Appeal Scheme, if found acceptable, would not prejudice the development of the remainder of the allocations site, and that the detailed design of future phases could address the points raised by Officers and the DRP.

Assessment

Appeal Proposal (Plot A)

4.23 Contrary to RfR4 and the assessment in the delegated report the Appeal Proposal is of a well considered design that relates well to its context. It will provide a new character on Site which will help establish a sense of place where one is missing today. The building has a mixed-use character which is consistent with recently built schemes, the emerging character of the local area, and the aspirations for the wider allocation Site.

4.24 The Appeal Proposal will transform the Site with a new building that positively addresses Willow Way, providing a strong built edge with an animated frontage at both ground floor and upper floor levels.

4.25 The Appeal Proposal responds positively to the scale of existing developments in the local area and sits in an

area that will undergo significant change (as suggested by the allocation site). The height and massing of the Appeal Proposal at up to 6 storeys high are appropriate for this backland site and its context, with limited presence locally, as seen in the views in Section 5. It appears mostly as a 5 storeys building from the rear (with a set back 5th floor) and 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.

4.26 The height overall is in keeping with the general townscape character locally, particularly the more recent apartment schemes, and whilst taller the existing buildings on Site and neighbouring buildings will sit comfortably within the local townscape. The DRP found the massing for Plot A reasonable. The use of distinct materials for various elements and the setbacks, including between the two 6 storey elements onto Willow Way, will further articulate the block.

4.27 The detailed elevation designs are well ordered and provide an appropriate appearance, the commercial uses clearly expressed by the double height ground floor openings that provide a clear base to the building as well as an animated edge to the street (which is missing along the entire length of this route at present). The residential use is clearly expressed by the fenestration and infill panel design as well as in the inset balconies, providing variety reflecting the different uses whilst maintaining a cohesive appearance to the whole. The same principles apply to the rear elevation where the 5 storey elements provide the focus and there are bays of balconies.

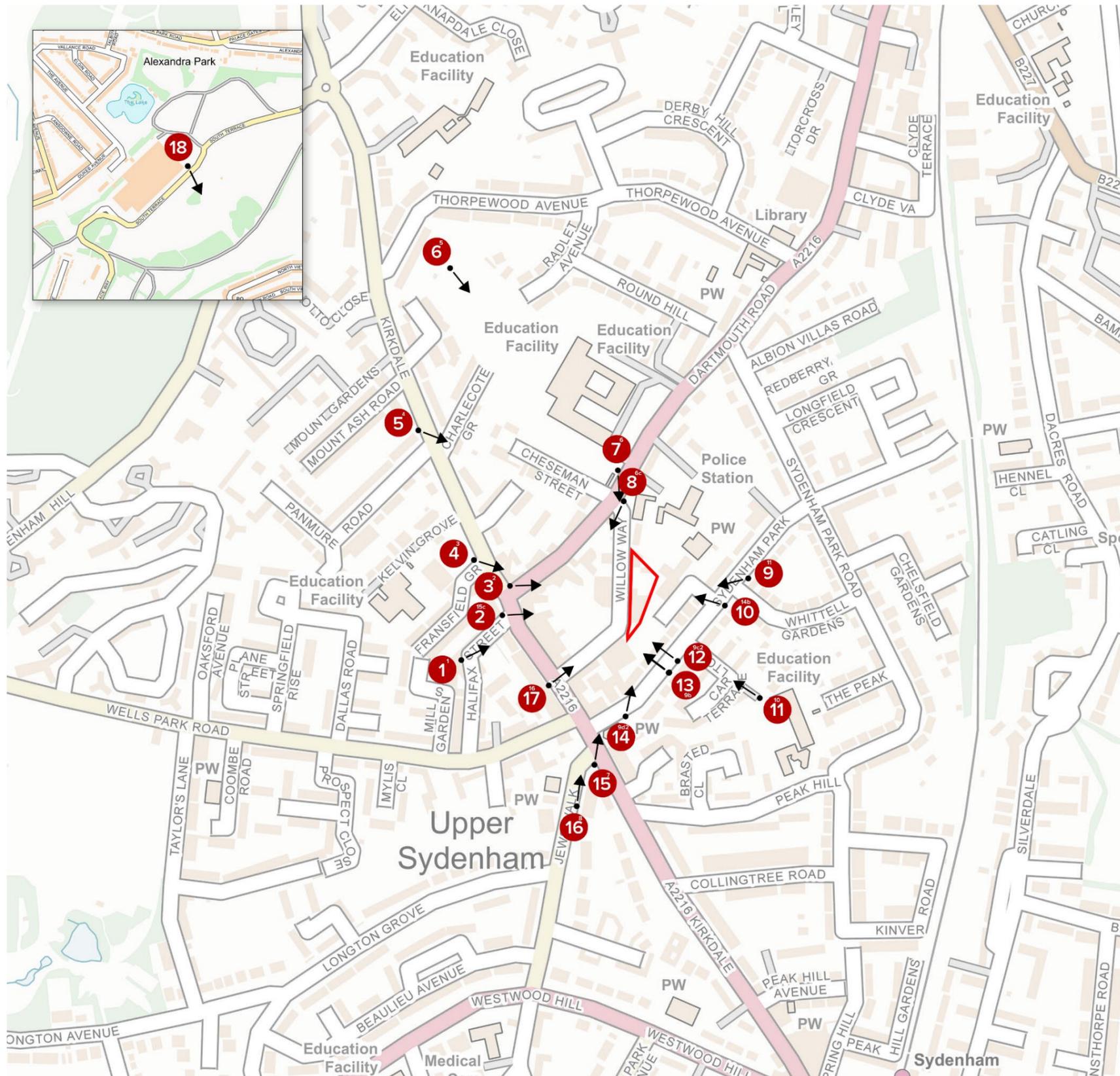
4.28 The robust brickwork grid can accommodate the various residential openings above including inset balconies and will be finished with crisp detailing. The use of different coloured brickwork will articulate the whole and provide variety along the street edge that is in keeping with the local grain and appropriate to the

Site context and high quality materials are proposed throughout.

Masterplan

- 4.29 The masterplan does not form part of the Appeal Proposal and is outline 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 the DRP found the masterplan ordered and logical and that the massing for Plot A seemed reasonable. It is sufficient to give comfort that if the Appeal Proposal if found acceptable it would not prejudice the development of the remainder of the allocation site. Future detailed design phases could address the points raised by Officers and the DRP, particularly in respect of public realm and open spaces. Section 6 comments on the townscape and visual effects of the proposed outline massing as illustrated in the views at Appendix A.

5 VIEWS



Key

- 1 Halifax Street
- 2 Halifax Street at junction with Kirkdale
- 3 Kirkdale, junction with Dartmouth Road
- 4 Kirkdale, junction with Kelvin Grove
- 5 Kirkdale, north of junction with Panmure Road
- 6 Baxter Fields
- 7 Dartmouth Road outside Sydenham School
- 8 Dartmouth Road at Willow Way junction
- 9 Sydenham Park junction with Whittle Gardens
- 10 Sydenham Park opposite Shrublands Close
- 11 Carlton Terrace
- 12 Sydenham Park – Park Terrace
- 13 Sydenham Park opposite nos. 9 and 11
- 14 Sydenham Park by Kirkdale
- 15 Jews Walk, junction with Kirkdale
- 16 Jews Walk, south
- 17 Kirkdale opposite Willow Way
- 18 LVMF 1.A1 Alexander Palace

The approximate extent of the Site is shown in red

Figure 2: Viewpoint map.

The views have been renumbered for the TVIA and the smaller number relates to the previous view number.



View 1 Halifax Street

Existing

- 5.1 This viewpoint is located on the footway outside no. 32, at the dog leg in Halifax Street, looking north-east towards Kirkdale (and the wider masterplan site). The viewpoint and view, up to Kirkdale Road are in the Halifax Conservation Area, and the buildings to the left (facing) in the conservation area are locally listed.
- 5.2 The foreground comprises 2 storey C19 terraced cottages. Terminating the view is the render faced no. 101 Kirkdale with a setback top floor (outwith the conservation area), the flank of which is visible beyond the single storey shopfronts of nos. 103 and 105; all with the Kirkdale ASLC.



View 1 Halifax Street

Proposed

- 5.3 The Appeal Proposal will not be visible in this view as indicated by the purple dashed wireline outline.



View 2 Halifax Street at junction with Kirkdale

Existing

- 5.4 This viewpoint is on the east footway of Kirkdale, at the junction with Halifax Road, looking south-east in the direction of the Site. The viewpoint is in the Halifax Conservation Area. The 4 storey rendered blocks and the building to the right of these (facing) lie within the Kirkdale ASLC.
- 5.5 The junction with associated highway railings, signage and refuse bins comprise the foreground, with the two modern flat blocks (left of centre) and modern poor quality shopfronts to the right of these prominent in the view. To the far left (facing) is a C19 terraced frontage along Dartmouth Road which has undergone various infill and piecemeal alterations, and beyond the 9 storey high (including plant room) 1970 Miriam House (a former Police Section House) can be seen. This is the only view in which Miriam House, close to the Site, can be seen.



View 2 Halifax Street at junction with Kirkdale

Proposed

- 5.6 A very small part of the top floor of the Appeal Proposal will be visible in this view in the gap between nos. 105 and 107 Kirkdale. The remainder of the scheme will be occluded as indicated by the purple dashed wireline outline. It will be barely noticeable in this view.



View 3 Kirkdale, junction with Dartmouth Road

Existing

- 5.7 This viewpoint is on the south-west footway of Kirkdale, at the junction with Dartmouth Road, looking east/ north-east in the direction of the Site. The 4 storey rendered apartment blocks lie within the Kirkdale ASLC.
- 5.8 The junction with associated highway railings, signage and recycling bins comprises the foreground, with the two modern apartment blocks prominent beyond. To the left (facing) is a C19 terraced frontage of buildings of various designs which have all undergone piecemeal alterations.



View 3 Kirkdale, junction with Dartmouth Road

Proposed

- 5.9 A section of the top floor of the Appeal Proposal will be visible in the background beyond the varied terraced frontage to Dartmouth Road, to the left (facing), rising roughly to the same height as the chimney of no. 237 Dartmouth Road (outwith the Kirkdale ASLC) as seen from this viewpoint. It will not be very noticeable in this view.



View 4 Kirkdale, junction with Kelvin Grove

Existing

- 5.10 This viewpoint is on the west footway of Kirkdale, at the junction with Kelvin Grove, looking south-east in the direction of the Site. The buildings in the foreground and middle ground to the east of the street lie within the Kirkdale ASLC. Nos. 89 and 91 to the far left facing are locally listed.
- 5.11 The highway is prominent in the foreground with buildings that are varied in age and quality beyond. The principal feature of interest in the view are the timber boarded nos. 89 and 91 to the far left (facing); to the far right is the view south-east down Kirkdale towards Sydenham Road.



View 4 Kirkdale, junction with Kelvin Grove

Proposed

- 5.12 A very small part of the top floor of the Appeal Proposal will be visible in this view in the gap between no. 91 Kirkdale and no. 184 Dartmouth Road. The remainder of the scheme will be occluded as indicated by the purple dashed wireline outline. It will be barely noticeable in this view.



View 5 Kirkdale, north of junction with Panmure Road

Existing

- 5.13 This viewpoint is on the west footway of Kirkdale, north of the junction with Panmure Road, looking south-east in the direction of the Site. The viewpoint is within the very south-east corner of the Sydenham Hill Conservation Area, looking away from it. The red brick building in the foreground, left of centre (facing) is locally listed.
- 5.14 The wide carriageway and trees and garden planting either side are the main focus of the view, with Kent visible in the far distance. The decorative gables of the grade II listed nos. 134 to 146 can be seen terminating the view along the street. This part of Kirkdale (not the A2216 at this point) has a distinct character to that south of Dartmouth Road.



View 5 Kirkdale, north of junction with Panmure Road

Proposed

- 5.15 A section of upper floors of the Appeal Proposal will be visible in the distance in the gap between nos. 57 and 61 Kirkdale. It will not be very noticeable in this view.



View 6 Baxter Fields

Existing

- 5.16 This viewpoint is on the north-west edge of Baxter Fields looking south/ south-east in the direction of the Site. There are no heritage assets in this view.
- 5.17 The grassed open space of the park and the play area comprise the foreground, with Sydenham School visible beyond the treed (mostly evergreen) south-east edge of the park.



View 6 Baxter Fields

Proposed

- 5.18 The Appeal Proposal will not be visible in this view as indicated by the purple dashed wireline outline.