

Motspur Park Gasholders Site, London

Planning Statement

Berkeley Homes (West London) Limited

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LICHFIELDS

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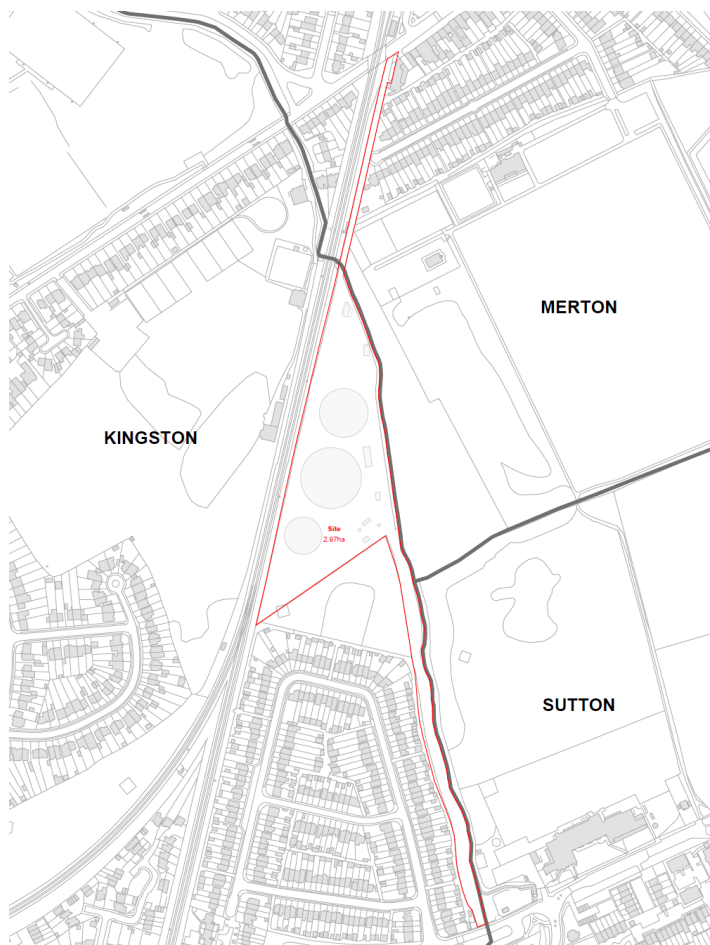
1.0 Introduction

- 1.1 This Planning Statement has been prepared by Lichfields, on behalf of the Applicant, Berkeley Homes (West London) Ltd (**'Berkeley'** or the **'Applicant'**) to accompany a full planning application (**'FPA'**) for the redevelopment of land in Motspur Park, situated on South of West Barnes Lane and East of Southern Railway, KT3 6NG, the Motspur Park Gasholders (**'MPG'**) site (the **'Site'**).

Site and Jurisdiction

- 1.2 The 2.97ha Site sits across two administrative areas; the majority (2.83ha) is within the jurisdiction of Royal Borough of Kingston upon Thames (**'RBK'**), with the northern access to the Site (0.14ha), to the north of Beverley Brook, contained within the London Borough of Merton (**'LBM'**). As a result, this is a 'cross-boundary' scheme for which identical planning applications are being submitted to both RBK and LBM in accordance with government guidance.
- 1.3 This Statement undertakes a planning policy assessment for each component of the application against the respective Development Plan policy framework for its jurisdiction.

Figure 1.1 London Borough boundaries in context of the Site



Source: Maccleanor Lavington.

Description of Development

1.4 The vision for the Site is to provide a new urban neighbourhood, set within a regenerative, natural landscape. The Site presents a unique opportunity for a nature-led redevelopment combining the benefits of contemporary apartment living nestled within a green and natural setting. It will deliver the opening up of the Site to public access for the first time in a 100 years, providing a new north/south pedestrian and cycle route through new public realm.

1.5 The planning application seeks full planning permission for the following Proposed Development:

“Demolition of existing gasholders and associated above ground structures / buildings and redevelopment to provide a residential development and ancillary residential facilities (C3 Use Class), together with associated works to the existing accesses and internal vehicular routes, new pedestrian and cycle routes, the provision of new publicly accessible open space, amenity space, hard and soft landscaping, cycle and car parking, works to the brook embankment, re-siting of some gas infrastructure, ground works and plant.

Cross boundary application:

- **RB Kingston:** *demolition of existing gasholders and associated above ground structures / buildings, construction of new residential development, works to the vehicle access onto Kingshill Avenue, internal vehicular access routes, cycle and car parking, new public realm, hard and soft landscaping, works to the brook embankment, [re-siting of some gas infrastructure], ground works and associated plant and equipment.*
- **LB Merton:** *works to vehicle access onto West Barnes Lane, including hard and soft landscaping and new public realm and associated ground works.”*

SGN and Berkeley

1.6 The Site is in sole ownership by SGN, a leading UK gas provider and distribution company, who acquired the Site when it was founded in 2005. Following years of upgrading gas infrastructure, including the storage of gas in underground pipework, the Motspur Park gas holders were decommissioned by Ofgem in 2012 and they are now redundant. SGN is required by Ofgem to dismantle these and all redundant gasholders by 2029.

1.7 Berkeley specialises in building homes and neighbourhoods across London, Birmingham and the south of England. Berkeley specialises in brownfield regeneration, reviving under-utilised land with complex constraints to create unique, sustainable and nature rich places where residents can enjoy a great quality of life.

1.8 Berkeley and SGN’s partnership began over a decade ago, to unlock and deliver new neighbourhoods on former gasholder sites. The partnership began progressing the proposed regeneration of the Site in 2017, promoting the Site through the emerging local plan, and engaging in early pre-application discussions.

1.9 This long-held ambition to redevelop the Site was renewed in earnest in Autumn 2024 as a design team, led by Maccreanor Lavington as the architect and Fabrik as the landscape

architect, was formed. This planning application is a culmination of that design development process, which has included extensive stakeholder input and consultation.

Planning Application Scope

- 1.10 The FPA submission plans, drawings and accompanying application reports and other documents is set out on a schedule within the covering letter to the application.
- 1.11 The Town and Country Planning (Environmental Impact Assessment) Regulations 2017 require that any Proposed Development falling within the description of a 'Schedule 2 development' within the Regulations, will be subject to an Environmental Impact Assessment ('EIA') where such development is likely to have 'significant' effects on the environment by virtue of such factors as its nature, size, or location (Regulation 4(2)).
- 1.12 The Proposed Development falls under the category of 'Infrastructure Projects – Urban Development Projects' (Schedule 2, 10, (b)) as described in the Regulations. The applicable threshold above which EIA is likely to be required is (i) the development includes more than 1 hectare of urban development which is not dwelling house development; or (ii) the development includes more than 150 dwellings; or (iii) the overall area of the development exceeds 5 hectares.
- 1.13 The Proposed Development is less than 5 hectares but relates to development of 586 new homes. Accordingly, the Applicant has voluntarily undertaken an EIA and this planning application is supported by an Environmental Statement ('ES').
- 1.14 The scope of the ES has been agreed with RBK and LBM through an EIA Scoping Opinion (ref. 25/00860/EIASCO and ref. 25/P0907 respectively). The agreed scope of the ES is set out in Appendix 1.

Planning Statement Structure

- 1.15 This Planning Statement contains the following sections:

2.0	Site Context	12.0	Energy and sustainability
3.0	Proposed Development	13.0	Transport
4.0	Pre-application engagement	14.0	Flood risk and drainage
5.0	Planning Policy Framework	15.0	Other environmental considerations
6.0	Housing need, delivery and supply	16.0	Planning obligations and CIL
7.0	Affordable housing, housing mix and viability	17.0	Planning benefits
8.0	Design	18.0	Northern access route
9.0	Tall Buildings	19.0	Balancing exercise
10.0	Metropolitan Open Land	20.0	Conclusions
11.0	Residential Quality		

2.0 Site context

Description

The Site

- 2.1 The Site is located between Motspur Park and Worcester Park, principally within the RBK administrative area, adjacent to its eastern boundary with the LB Merton ('**LBM**') (to the north) and LB Sutton ('**LBS**') (to the south).
- 2.2 The Site is accessed from 2 points: West Barnes Lane (in LBM) crosses the northern access route, close to Motspur Park railway station; and Kingshill Avenue (RBK) crosses to the south and on to Green Lane (LBS). The Site has a Public Transport Accessibility Level ('**PTAL**') score of 0-1b.
- 2.3 The 2.97ha Site is a former utilities site (*sui generis*) occupied by three redundant gasholders, which are 59m, 49m and 26m tall, associated gas infrastructure, and areas of hardstanding.

Figure 2.1 Aerial view showing existing gasholders



Source: Turner Morum LLP.

Existing site access

- 2.4 The primary access to the Site is located adjacent to the northernmost point of the Site, from West Barnes Lane, with a secondary access from the southernmost point of the Site, from Kingshill Avenue. Both of these access points are gated, and the Site is not currently accessible to the public.

Site constraints

- 2.5 The existing Site has significant constraints, including:
- an offset (no build zone) adjacent to the railway line
 - an offset (no build zone) adjacent to Beverley Brook
 - below ground gas infrastructure pipes, which will be retained and are subject to an easement zone
 - operational SGN gas infrastructure which will be retained
- 2.6 These constraints and their impact on the available developable area are visually represented within the Design and Access Statement.

Surrounding area

- 2.7 The 2.30 ha main development within the Site is contained by:
- the Railway line to Central London along its western boundary, adjacent to which lies the Fulham Football Club training ground;
 - the Beverley Brook along its eastern boundary, adjacent to which lies the Sir Joseph Hood Memorial Playing Fields ('SJHMPF')
 - a 'Site of Importance for Nature Conservation' ('SINC') adjoins to the south, beyond which lies allotments, and existing residential properties in Kingshill avenue; and
 - to the north, adjacent to the northern access route lies existing residential properties in Marina Avenue, West Barnes Lane and Motspur Park.
- 2.8 To the north and the south of the Site, the surrounding context is dominated by two and three storey residential development, typical of a London Suburb.

Policy Designations

- 2.9 The Site is subject to a number of policy designations within the Kingston Core Strategy ('KCS') 2012 (see Figure 2.1).
- 1 Metropolitan Open Land ('MOL'), across the Site (within RBK), excluding the northern access route (within LBM)
 - 2 Green Chain
 - 3 Green Corridor, running the railway line to the west (within RBK) and including the northern access route (within LBM)
 - 4 Site of Importance for Nature Conservation ('SINC') – Beverley Brook & southern part of the main development area (excluding the allotments)

- 5 Partially within Flood Zone 2/3
- 6 Critical Drainage Area
- 7 Archaeological Priority Area – Tier 2

2.10 The Site also lies near the:

- Green Corridor SJHMPF land (within LBM)
- Sir Joseph Hood Local Nature Reserve ('**LNR**') and SINC, on the eastern boundary (within LBM); and
- Manor Park SINC, 100m to the southwest (within RBK).

2.11 The Site forms part of a wider area of MOL within Kingston, Merton and Sutton, extending across the convergence of borough boundaries. It comprises previously developed land, is currently occupied by redundant gas infrastructure, and is not accessible to the public.

2.12 Parts of the Site are identified as being at risk of fluvial flooding (flood zones 2 and 3), based on the Environment Agency flood mapping for planning.

2.13 The Beverley Brook on the eastern boundary and the railway line on the west include 'development offset zones' required for the Environment Agency and Network Rail respective access purposes.

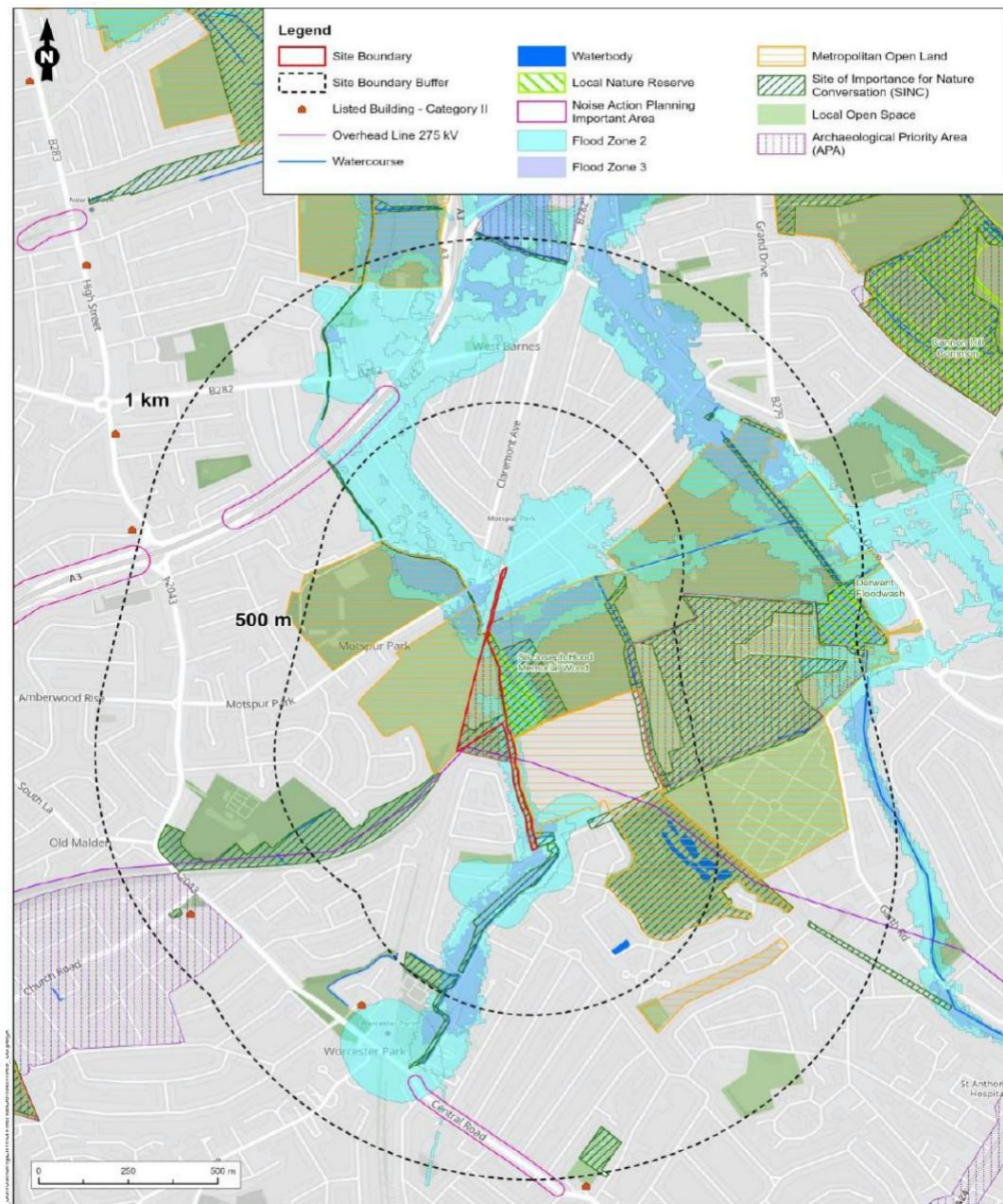
Figure 2.2 RBK policies map extract



Source: RBK Policies Map

2.14 Wider planning designations are identified on the following map:

Figure 2.3 Wider designations map



Source Ramboll, as sourced from RBK, LBM and LBS policies maps.

Planning History

- 2.15 The Site was established for gas production in 1924. The three gasholders were built in 1924, 1932 and 1954.
- 2.16 The planning history of the Site reflects its former use, with relevant permissions from RBK include:

Table 2.1 Relevant planning history

Reference	Description of development	Decision	Decision date
03/14178/HAZ	Continued use of the site for storage and distribution of 296.8 tonnes of natural gas	Approved	07.05.2003
01/5009/HAZ	Continued use of the site for the storage and distribution of 296.6 tonnes of natural gas	Approved	19.03.2001
92/1367/HAZ	Storage of 305.82 tonnes of natural gas	Refused	20.11.1992
92/1449/HAZ	Use of site for storage and distribution of 296.6 tonnes of natural gas	Approved	18.12.1992
453/MC	Gas Holder and Boosting Station	Approved	12.01.1949

Source: RBK online planning register

3.0 Proposed development

- 3.1 This section provides a description of the Proposed Development. This should be read alongside the accompanying Design and Access Statement, prepared by Maccreanor Lavington.

Residential quantum, tenure and mix

- 3.2 The proposed development will deliver 586 new homes. Table 1 below provides a breakdown of the proposed quantum of homes, split between the five blocks:

Table 3.1 Proposed no. of homes and tenure per block

Tenure	Number of homes					Total
	Block A	Block B	Block C	Block D	Block E	
Affordable Intermediate	0	60	26	16	0	102
Affordable Rent	0	0	0	72	0	72
Private	156	63	116	0	77	412
Total	156	123	142	88	77	586

Source: Maccreanor Lavington.

- 3.3 The proposed size mix is:

Table 3.2 Proposed unit mix by tenure (%) (rounded)

Unit type	Private Sale (%)	Affordable Intermediate (%)	Affordable Rent (%)	Total (%)
Studio	40 (10%)	0	0	40 (7%)
1 Bed	153 (37%)	34 (33%)	7 (10%)	194 (33%)
2 Bed	194 (47%)	69 (67%)	29 (40%)	292 (50%)
3 Bed	24 (6%)	0	36 (50%)	60 (10%)

Source: Maccreanor Lavington.

- 3.4 In addition to the five residential blocks, a 'Club House' (ancillary residential use) or 'Amenity Hub' is proposed.
- 3.5 A full, detailed, schedule of accommodation has been prepared by Maccreanor Lavington, and accompanies this application.
- 3.6 A range of new homes will be provided, which range in size from one to three bedroom units, with (10%) are proposed to be wheelchair accessible homes (M4(3)(2a) or M4(3(2b))), with the remainder proposed as M4(2).

Layout, height and massing

Layout

- 3.7 The building footprints are predominantly proposed within the western/central portion of the Site, with the north and south portions of the Site being used for vehicular and pedestrian access. The north-south pedestrian and cycle route will extend along the eastern boundary of the site, adjacent to the Beverley Brook.

- 3.8 The residential car parking spaces are situated along the western boundary, abutting the railway line, creating a buffer between this and the residential portion of the Site.

Figure 3.1 Proposed block plan

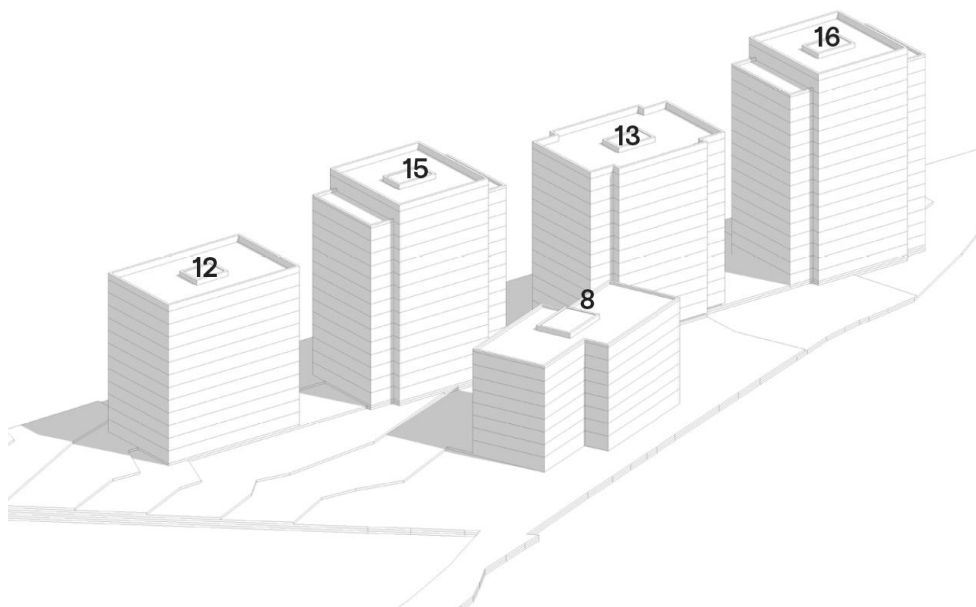


Source: Maccreanor Lavington

Heights

- 3.9 The height strategy for the Site responds positively to its surrounding context, a variation in heights proposed.
- 3.10 The tallest of the five blocks, is located to the north of the development, with building heights reducing to the south, blocks A and C have setback roofs and gables to create a transition in scale.
- 3.11 The heights of the blocks are as follows:
- Block A – 52 metres
 - Block B – 42.3 metres
 - Block C – 48.9 metres
 - Block D – 39.2 metres
 - Block E – 26.9 metres

Figure 3.2 Proposed massing



Source: Maccleanor Lavington

Massing

- 3.12 The Proposed Development features a range of building typologies, including Z-shaped, cruciform and rectangular; these typologies have been chosen intentionally to not only maximised dual and enhanced aspect units, but also to ensure sufficient gaps between buildings and openness so that the massing does not significantly affect the openness of the Site.

Design and materiality

- 3.13 The buildings have been designed strategically, balancing the twin roles of the buildings as they appear in the skyline as an ensemble, and close-up, set within the restored natural landscape. The design responds to the improved context of the scheme, with additional detailing to facades and crowns to address key spaces in the Proposed Development, whilst simple and cohesive detailing, using a limited palette of elements marries the scheme into the surrounding natural context.
- 3.14 The simple material palette, comprising 3 buff brick tones, glazed bricks and metalwork finishes used in different combinations across the buildings, will create subtle variation within the family of buildings.
- 3.15 A full breakdown of the proposed materials, and design strategy can be found in section 7.0 of the accompanying Design and Access Statement, prepared by Maccleanor Lavington.

Landscaping, public realm, amenity space and play

Landscaping and Public Realm

- 3.16 Full details in the proposals are set out in the Landscape and Public Realm Strategy, prepared by Fabrik. The landscape masterplan aims to create a coherent public realm, which will improve permeability and enjoyment of the Site and local area, creating a high-quality scheme that is safe and accessible.
- 3.17 The proposed development includes over 1.6 acres of new public realm, including play facilities for infants to 17 years, and offsite enhancements to the SJHMPF play areas.
- 3.18 The landscaping strategy includes areas of open lawn, accessible surfaced plant areas, trees marking the former gasholder columns, wildflower planting, shrub planting and narrow brick pathways.

Amenity space

- 3.19 The proposed apartments will have access to either a private terrace, or balcony (6 sqm per dwelling)¹. In addition, residential communal gardens are proposed across the masterplan.
- 3.20 The ground floor units will benefit from 152 sqm of private terraces, which are separated from the public realm through fencing and intentional planting.
- 3.21 Across the Site, the scheme benefits from 3,640 sqm of communal amenity, in the form of communal gardens and landscaped spaces, largely within proximity of the residential blocks. There is an additional, internal amenity space for the use of residents in the form of a 'clubhouse' of 252 sqm).

Play space

- 3.22 The proposed development includes play provisions for infants, to 15 year olds. These are provided through intentional play areas, including play equipment, incidental play areas and play along the way.
- 3.23 It is estimated, from the GLA child yield calculator, that 240 children will live within the proposed development, there is therefore a need for 2,400 sqm of play space on the Site. Play space for 0-11 years will be delivered on site, whilst play spaces for ages 11-17 are proposed off site, in the form of improvements to the Sir Joseph Hood Memorial Playing Fields. The breakdown of play space provided for each age range, is as follows:
- 0-4 years: 1,174 sqm *on site*
 - 5-11 years: 469 sqm *on site*
 - 12-15 years: 351 sqm *delivered off site*
 - 16-17 years: 407 sqm *delivered off site*

¹ Design and Access Statement, Maccreanor Lavington, section 5.9

Access, servicing and parking

3.24 The Site currently has access from both the existing northern and southern accesses; both of these accesses are gated, and the Site is not open to the public.

3.25 The Proposed Development will have two accesses:

- Retained and improved access from West Barnes Lane for pedestrians, cyclists and emergency vehicles to the north
- New multimodal access from Kingshill Avenue to the south of the development, which will serve as the only vehicular access into the development

Southern access

3.26 At present, the southern access to the Site is via Kingshill Avenue, a single carriageway road, which is subject to a 30mph speed limit, and extends to the southernmost portion of the Site.

3.27 The Proposed Development proposes a new multimodal access from Kingshill Avenue, delivering a priority junction, featuring access for pedestrians and cyclists. Pedestrian access across the junction will also be provided as the access will be part of a raised tabled to slow vehicle speeds where pedestrians have priority.

3.28 The proposed southern access road will serve as the sole vehicular access into and out of the Site, from Kingshill Avenue. The raised table will delineate the Site from the road network, slowing traffic, and making the Site safe and accessible for sustainable modes of transport.

3.29 A hard paved area is located just inside the southern entrance for servicing and to provide the opportunity for some limited activation such as a coffee van. Removable bollards will be located across the entrance to this arrival space to prevent day to day access from vehicles, however these blocks will be demountable to allow for maintenance access and allow the space the space to function as occasionally as a turning head for the SGN gas infrastructure service vehicle.

Northern access

3.30 To the north, the Site is accessed via West Barnes Lane, a single carriageway road, subject to a 20 mph speed limit, and extends on a northeast axis to the north of the Site. The entrance sits opposite Station Road and the railway station, and so a feature entrance gateway is proposed, constructed from the vertical steel elements of the gasholder structures.

3.31 The Proposed Development retains and improves the access from West Barnes Lane, providing a bell mouth access for pedestrians, cyclists and emergency vehicles.

3.32 From this access point, access for pedestrians and cyclists will extend south into the rest of the site, removable bollards are proposed to manage the Site access.

Car parking

- 3.33 A total of 89 residential parking spaces are included within the Proposed Development. This equates to a parking ratio of 0.15, lower than the policy requirement in policy T6.1 of the London Plan.
- 3.34 The entirety of the car parking provision will abut the western boundary with the South Western Railway ('SWR'). The appropriateness of this location moves any transport movement away from the Beverley Brook, and functions as a buffer between the SWR and the remainder of the development.
- 3.35 Of the 89 car parking spaces proposed, 18 are blue badge spaces, equating to 3% of the total parking provision. Should an increase demand for blue badge spaces arise, there is potential for an additional 7% of spaces to be delivered beyond the occupation of the development.

Cycle parking

- 3.36 The Proposed Development will embed active travel at its heart through the provision of internal pedestrian and cycle routes and high quality on-site cycle storage facilities.
- 3.37 Cycle parking will be London Plan and London Cycle Design Standards compliant, providing 1,035 long-stay cycle parking spaces for residents and 28 short-stay cycle parking spaces for visitors.
- 3.38 This provision will be distributed to provide each residential block with its own internal safe and secure cycle storage. It will incorporate a combination of double tier stands, Sheffield stands and stands capable of accommodating accessible and cargo bikes.

Servicing

- 3.39 The Proposed Development has been designed to ensure that deliveries and servicing can be undertaken within the development. In accordance with the relevant policy, and RB Kingston's feedback during pre-application engagement, a Delivery and Servicing Plan, prepared by Iceni, accompanies this application.

Energy and sustainability

- 3.40 Energy and sustainability measures have been considered throughout the design process, culminating in a strategy to minimise CO₂ emissions as far as possible. An Energy Statement, prepared by Whitecode, details that:
- Improved building fabric specifications are proposed to provide an improvement of 11% compared to the notional building;
 - Exhaust air source heat pumps will be installed to provide heating and hot water for residents;
 - The roof area available has been maximised for photovoltaic panels (180.8 kWp);
 - Overall, a 77% improvement over Part L1A 2021 of the Building Regulations will be achieved; and
 - A carbon offset payment will be made for the remaining shortfall to net zero carbon

- 3.41 The design and operation of the development has been carefully considered in line with the GLA's Whole Life Cycle Carbon and Circular Economy principles, as demonstrated by the submitted reports and spreadsheets, prepared by Whitecode.

4.0 Pre-application engagement

- 4.1 This section summarises the consultation and engagement undertaken for the application proposals, including the key feedback from planning pre-application meetings.
- 4.2 The Proposed Development has undergone an extensive and thorough pre-application engagement process. The planning application is a result of consultation with many stakeholders, including RBK, LBM, Greater London Authority ('GLA'), Transport for London, LB Sutton, Environment Agency, Network Rail, SWT Health and Safety Executive, Metropolitan Police, local community groups, local residents and elected members.
- 4.3 Full details of the public engagement can be found in the accompanying Statement of Community Involvement ('SCI'). The SCI also provides a detailed analysis of the feedback received from local residents, the public and other local stakeholders, how the Applicant has responded to matters raised, and how consultation has shaped the design of the final proposals.

RBK

- 4.4 There have been extensive meetings with RBK since November 2024, including five core pre-application meetings on the proposals for the Site between February and July 2025, in order to establish the principle of redevelopment of the Site and the design of the scheme
- 4.5 RBK Officers support the comprehensive residential redevelopment of this previously developed Site in the MOL and the overall vision and design approach. The following matters were discussed with RBK in that context:
- 1 site optimisation and the design principles
 - 2 activation of the Site's eastern edge with naturalisation alongside Beverley Brook
 - 3 landscape masterplan, public realm and play space
 - 4 proposed heights and massing and their townscape and visual effects
 - 5 building form and typology
 - 6 residential quality – daylight/sunlight, sun on ground, open / amenity spaces, outlook, ventilation, access points etc.
 - 7 architectural approach, detailing and materials
 - 8 connectivity through the Site via proposed pedestrian and cycle route linking Kingshill Avenue to West Barnes Lane and Motspur Park Station, and linkages to Marina Avenue and to the SJHMPF
 - 9 access arrangements and accessibility to services
 - 10 affordable housing tenure mix, housing mix and viability
 - 11 planning obligations

LBM

- 4.6 A number of pre-application meetings have been held with LBM and LBM Officers also attended the GLA pre-application meetings. LBM has indicated support for the principle of

housing development on this MOL Site, including the linkage the SJHMPF and securing play area the improvements to the SJHMPF play area in LBM.

- 4.7 Cross-boundary pre-application meetings with RBK and LBM have also been held, to establish the cross-boundary application planning process and responsibilities.

GLA

- 4.8 Two meetings were held with the GLA and these were also attended by RBK and LBM Officers. The initial meeting set out the vision and principle of the Proposed Development on the Site, whilst the second presented the amendments and changes to the scheme following consultation.

- 4.9 Key written feedback (30 April 2025) from the first meeting (1 April) is as follows:

- 1 Due to the brownfield site being in close proximity to a station, GLA officers strongly support the design-led optimisation of the Site for residential development (at the time 650 homes in buildings of 8-18 storeys), combined with green infrastructure and publicly accessible open space.
- 2 The existing former gasholder frames on Site, whilst offering a degree of visual permeability, do establish a certain baseline in terms of an impact on MOL an openness.
- 3 The London Plan would set a 35% affordable housing threshold for this Site, with respect to viability scrutiny, and a proposed level of 35% affordable housing is supported in principle.
- 4 The provision of enhanced green infrastructure and publicly accessible open space are key deliverables for this MOL site.
- 5 The indicative Site layout and iterative quantum of development scenarios presented are a reasonable response to residential led optimisation of this previously developed MOL site.

- 4.10 Key written feedback (18 September 2025) from the second meeting (21 August) is as follows:

- 1 The updated proposed scheme balances core design principles and optimisation of the site capacity, with an appropriate scale and form of development, responding well to the opportunities and constraints of the Site.
- 2 The proposed public realm landscape character areas are positive, and the re-use of the gasholder structures in the public realm is a strong move, and the contextual approach is supported.
- 3 There is a clear design concept underpinning the architecture and good principles with clearly defined and legible bases and middles.
- 4 A Healthy Streets approach is considered both throughout the Site and within the local area, including pedestrian and cycle routes to all modes of transport.
- 5 Overall, the updated proposed development is strongly supported in principle, and the provision of 35% affordable housing (by habitable room) would meet the strategic requirement for the fast track route.

Design Review Panel

- 4.11 Two meetings were undertaken with Design South East (RBK's Design Review Panel ('DRP')), on 16 April and 6 August 2025, leading to written DRP feedback on 2 May and 20 August 2025.
- 4.12 DRP commended the Applicant team on the changes that had been made following the first design review, commenting on significant improvements to the layout, form and massing; strengthening the 'pavilion block' concept; and the celebration of heritage through the re-use of post-industrial materials, which is successful in contributing to the unique vision and identity of the Site.
- 4.13 DRP also supported the:
- 1 Spatial reference to the gas holders within the landscape, and the reuse of steel elements, which was considered successful in contributing to the unique vision and identity of this place.
 - 2 Pavilion blocks along the western edge, which were found as a much cleaner solution, with neater footprints, and how the Site reads on the skyline having greater clarity.
 - 3 Reduction in maximum building height from 18 to 16 storeys, which graduates in height more sensitively across the full length of the Site.
 - 4 Increased visual permeability between buildings and the opening of long views looking east-west through the Site.
 - 5 Memory of the old gasholders in the landscape proposal; the circular reference to the main gas holder is a strong and effective mechanism for this within the layout.
 - 6 Subtle architectural variety between the blocks and the proposed material palette.
- 4.14 DRP recommended further design consideration be given to:
- 1 Strengthening the architectural identity in response to the site history and local context.
 - 2 The 'crown' of the tallest buildings and the 'feature gables' in long views.
 - 3 Alternative forms for Block E, including simplification, and evidence the rationale.
 - 4 An additional connection across Beverley Brook to the southern arrival gateway, the provision of a café or similar, and use of the waterway (Beverley Brook) in the landscape narrative including integration of SuDS.
 - 5 The design of the western edge of the Site to soften the contrast with the landscape-rich east of the Site.
- 4.15 The feedback received fed into the above pre-application discussions with RBK and GLA.

Other Stakeholders

- 4.16 In addition to the above consultations, consultation was undertaken with a number of local groups and other stakeholders, including: The Kingston Society, Kingston Resident's Alliance, Kingston Independent Residents Group, Old Malden Resident's group, Sutton Independent Residents, Worcester Park Residents Association, Worcester Park

Community, Raynes Park & West Barnes Resident Association, Friends of Sir Joseph Memorial Playing Fields, Fulham FC Training Ground, Motspur Park Football Club and South East Rivers Trust.

- 4.17 Full detail, presentation and analysis of the feedback received from the public consultation events on Tuesday 3 December 2024, Thursday 27 March and Thursday 24 July 2025 are included within the Statement of Community Involvement, prepared by Cavendish Consulting, which accompanies this application.

Main Design Changes

- 4.18 As a result of the pre-application and public consultation processes, the following amendments have been made to the Proposed Development and are reflected in this application submission:

- 1 building heights and building footprints have been decreased;
- 2 larger gaps were formed between the buildings;
- 3 an increase in the public realm, green and landscaped areas on Site;
- 4 the effect of the above changes, led to a reduction in the number of homes proposed from 650 to 586 dwellings;
- 5 increase in dual and enhanced aspect units;
- 6 off-site play space provisions for older children at the SJHMPF; and
- 7 architectural and façade enhancements.

5.0 Planning policy framework

- 5.1 This section sets out the key national, regional and local planning policy documents against which the planning application will be assessed.

Development Plan

- 5.2 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires planning applications to be determined in accordance with the Development Plan, unless material considerations indicate otherwise. At the time of submitting the planning application, the existing statutory development plan for this Site consists of:

- The London Plan (March 2021)
- The Kingston Core Strategy (2012)
- The Merton Local Plan (November 2024)

National Planning Policy Framework

- 5.3 The National Planning Policy Framework (NPPF, 2024) was last updated 12 December 2024, with minor revision on 7 February 2025. The document sets out the Government's planning policies for England. It is a material planning consideration in decision making. Planning law requires that application for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise.
- 5.4 The NPPF requires Local Planning Authorities (LPA's) to adopt a positive approach to decision making, and to apply a presumption in favour of sustainable development, meaning that LPAs must approve plans that accord with an up-to-date development plan, without delay (§11(c)).
- 5.5 The aim of the NPPF is to pro-actively deliver sustainable development to support the Government's housing need and economic growth objectives, to meet the needs of the country. Paragraph 8 sets out the three dimensions of sustainable development: 'economic' to help build a strong and competitive economy; 'social' to support strong communities and ensuring that a sufficient number and range of homes to meet the needs of present and future generations; and 'environmental' in protecting and enhancing the natural, built and historic environment.
- 5.6 Paragraph 61 notes that to support the Government's objective of significantly boosting the supply of homes, it is important that a sufficient amount and variety of land can come forward where it is needed. The overall aim should be to meet an area's identified housing need, including an appropriate mix of housing types for the local community. Paragraph 63 establishes the importance of meeting the housing need for different groups in the community, including those who require affordable housing (including social rent), and families with children.
- 5.7 Paragraph 125 (c) states that planning policies and decisions should give substantial weight to the value of using suitable brownfield land within settlements for homes and other identified needs. The paragraph makes clear that proposed should be approved unless substantial harm would be caused. Decisions should promote and support the development of under-utilised land and buildings, especially where this would help to meet identified

needs for housing where land supply is constrained and available sites could be used more effectively (Paragraph 125 (d)). Paragraph 126 notes that local planning authorities, and other decision making bodies should take a proactive role in identifying and helping to bring forward land that may be suitable for meeting development needs.

- 5.8 Paragraph 130 notes that local planning authorities should refuse applications which they consider fail to make effective use of land, taking into account the policies in the Framework. In this context, when considering applications for housing, authorities should take a flexible approach in applying policies or guidance relating to daylight and sunlight, where they would otherwise inhibit making efficient use of a site (as long as the resulting scheme would provide acceptable living standards).
- 5.9 Paragraph 135 states that decisions should ensure that developments are visually attractive as a result of good architecture; layout and appropriate and effective landscaping; and 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.
- 5.10 Paragraph 209 notes that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required, having regard to the scale of any harm, or loss, and the significance of the heritage asset.
- 5.11 Paragraph 116 states that development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highways safety, or the residual cumulative impacts on the road network, following mitigation, would be severe, taking into account all reasonable future scenarios.

The London Plan

- 5.12 The London Plan, adopted in March 2021, sets out the overarching strategic planning objectives for London as a whole, from 2019-2041. It outlines an integrated economic, environmental and social framework for the sustainable development of London over the next 20 years. A full list of the London plan policies, relevant to this application, are listed in Appendix 2.

Kingston Core Strategy

- 5.13 The Kingston Core Strategy ('KCS'), adopted in April 2012, sets the overarching planning framework for RBK until 2027 and includes both the strategic and Development Management policies. This Development Plan Document is now 13 years old, is out-of-date, and has not been reviewed in line with the national requirement to do so every five years.
- 5.14 The relevant policies for the determination of the Proposed Development are listed in Appendix 1.

Merton Local Plan

- 5.15 The Merton Local Plan (**'MLP'**), adopted in November 2024, sets out the strategic policies used to determine planning applications, Merton's regeneration strategy and vision for the Borough up to 2037/38.
- 5.16 The adopted MLP policies of relevance to the determination of the northern access route within the Site are presented within Appendix 1.

National, regional and local guidance

- 5.17 Relevant national planning guidance for the Proposed Development includes:
- 1 Planning Practice Guidance (**'PPG'**)
 - 2 Nationally Described Space Standards
 - 3 National Design Guide
 - 4 Historic England Tall Buildings Advice Note
- 5.18 Appendix 1 identifies the relevant GLA guidance which supports the London Plan and supplementary planning documents published by RBK and LBM.

Emerging Planning Policy and Guidance

London Plan Review

- 5.19 The GLA has commenced preparation of the new London Plan. The publication and consultation of the next London Plan – 'Towards a new London Plan' – ran from 9 May 2025 to 22 June 2025. The published, indicative timetable for preparing the new London Plan is as follows:
- Draft London Plan Consultation 2026
 - Examination Process 2026-2027;
 - Adoption 2027.
- 5.20 The new London Plan will need to respond to recent changes in national planning policy since the election of the Labour Government in July 2024, including an emphasis on the delivery of housing.

Emerging Guidance

- 5.21 Appendix 1 also identifies the relevant draft GLA guidance which supports the London Plan, which can only be given limited weight in decision-making.

6.0 Housing need, delivery and supply

- 6.1 This section considers the housing need, delivery and supply in the context of the contribution of new homes and affordable housing from the Proposed Development.

Context

- 6.2 The NPPF was updated in December 2024 and since its inception in 2012 it has required that local planning authorities significantly boost the supply of housing².

- 6.3 Chapter 11 of the NPPF sets out that planning policies and decisions by local planning authorities should promote an effective use of land in meeting the need for homes and other uses (§124). Bullets c) and d) of paragraph 125 are particularly relevant and require that planning decisions:

“c) give substantial weight to the value of using suitable brownfield land within settlements for homes and other identified needs, proposals for which should be approved unless substantial harm would be caused, and support appropriate opportunities to remediate despoiled, degraded, derelict, contaminated or unstable land;

d) promote and support the development of under-utilised land and buildings, especially if this would help to meet identified needs for housing where land supply is constrained and available sites could be used more effectively (for example converting space above shops, and building on or above service yards, car parks, lock-ups and railway infrastructure);”

- 6.4 The PPG provides guidance on housing and economic development needs assessments. It sets out the approach for assessing local housing need by following the ‘standard method’ to identify the minimum annual housing need figure³.

- 6.5 The standard method was revised in December 2024 and the Government’s consultation summarises that this change in methodology results in an ambitious but credible target for London. The previous standard method produced a result of c.99,000 homes per annum for London, in comparison the new standard method results in c.86,000⁴ homes per annum.

- 6.6 For RBK, the change in methodology means that the standard method result is now 1,569 homes per annum. This is an increase of 605 homes per annum, or 62%, above the current London Plan target for the borough.

Deputy Prime Minister’s Written Ministerial Statement

- 6.7 Following the change in Government, the then Deputy Prime Minister, Angela Rayner, published a WMS⁵ to accompany the proposed NPPF reforms on the 30 July 2024. The WMS reiterates that, given the importance of housing to supporting sustained economic growth, “*nowhere is decisive reform needed more urgently than in housing.*”

- 6.8 The WMS goes on:

² NPPF 2024 §61.

³ PPG, Paragraph: 002 Reference ID: 2a-002-20241212 Revision date: 12 12 2024

⁴ Updated with revised stock and affordability datasets.

⁵ Deputy Prime Minister’s WMS 30 July 2024. Available at: <https://questions-statements.parliament.uk/written-statements/detail/2024-07-30/hcws48>

“We are in the middle of the most acute housing crisis in living memory. Home ownership is out of reach for too many; the shortage of houses drives high rents; and too many are left without access to a safe and secure home.

That is why today I have set out reforms to fix the foundations of our housing and planning system – taking the tough choices needed to improve affordability, turbocharge growth and build the 1.5 million homes we have committed to deliver over the next five years.”

- 6.9 In respect of the location for new development, the WMS strengthens support for the use of brownfield land. It states that:

“The first port of call for development should be brownfield land, and we are proposing some changes today to support more brownfield development: being explicit in policy that the default answer to brownfield development should be yes; [...] and in addition, strengthening expectations that plans should promote an uplift in density in urban areas.”

- 6.10 The WMS is clear in setting out the Government's position on delivering new homes – a point succinctly summarised in its concluding sentence:

“There is no time to waste. It is time to get on with building 1.5 million homes.”

Housing need

National context

- 6.11 There can be no dispute that Britain is in the midst of a worsening housing crisis that needs addressing: the long-term under-delivery of new homes has had a dramatic and adverse impact on affordability which has prevented many people from being able to access a home of their own.

- 6.12 Even 8 years on, the then Prime Minister's foreword of the Housing White Paper 'Fixing our broken housing market'⁶ continues to accurately summarise the crisis being faced:

“Our broken housing market is one of the greatest barriers to progress in Britain today... housing is increasingly unaffordable. ... As a result it is difficult to get on the housing ladder... I want to fix this broken market ... The starting point is to build more homes.”

- 6.13 The Government has committed to delivering 1.5 million homes over this parliament. This aligns with a target of 300,000 homes each year. However, these targets have not been met historically and that there are concerns about whether they are attainable and/or can adequately meet future needs and demand⁷.

- 6.14 Since 2019, the average net additional homes completed in England has been just 231,234 each year. Cumulatively against the government's target of 300,000 homes a year, this equates to a shortfall of more than 343,000 homes over 5 years – equivalent to a city the size of Leeds⁸.

⁶ Housing White Paper, Fixing our broken housing market, February 2017.

⁷ Competition & Markets Authority, Housebuilding market study, Final report, February 2024.

⁸ Census 2021 estimate of number of households. Leeds = 341,466.

- 6.15 The scale of the housing crisis in England is also reflected in planning appeal decisions, where Planning Inspectors now regularly give ‘substantial’ or ‘very substantial’ weight to the provision of housing in the planning balance, particularly where an authority has shown to have a persistent and long-standing failure to meet its housing supply requirements.

London context

- 6.16 The London Plan has set a 10-year housing target for net completions between 2019-2029 of 522,870 homes, or c.52,300 homes per annum. Of this target, c.23% (119,250 homes) are to be provided on small sites of less than 0.25 hectares.
- 6.17 However, these targets were ‘capacity-based’ and significantly below the identified need of c.66,000 homes per annum in the 2017 Strategic Housing Market Assessment (‘SHMA’) – a point which was of ‘major concern’ to the Panel of inspectors⁹.
- 6.18 Over the six years of the London Plan period to date, there has been an undersupply of c.104,000 homes – more than two years of equivalent supply. To make good this backlog, the rate of delivery through to 2029 would need to increase to more than 78,000 homes a year.
- 6.19 If the rate of delivery continues at its current level, there is expected to be a shortfall of more than 174,000 homes in London – equivalent to 34% of the total target – by 2028/29. This is likely to be exacerbated by housing approval data which demonstrates that the rate of new homes being approved has reduced dramatically from c.86,000 in 2018/19 to just c.40,000 in 2024/25¹⁰.
- 6.20 These shortfalls are set in the context that the assessed need in the 2017 SHMA has also dramatically increased and, using the standard method for London, the LHN is c.86,000 homes a year.
- 6.21 Research by Molior¹¹ found that just 2,158 private homes began construction in the first half of 2025 – this equates to just 5% of the Government’s c.43,000 half-year target. This compares to a high of c.33,000 starts in 2015, and an average of c.17,000 per year between 2019 and 2023¹². This is a stark drop-off in housing starts which is reflective of challenging viability and market conditions that are being experienced by developers, in addition to new regulatory requirements.
- 6.22 In short, London is experiencing a significant housing crisis, and the evidence shows that this is continuing to worsen.

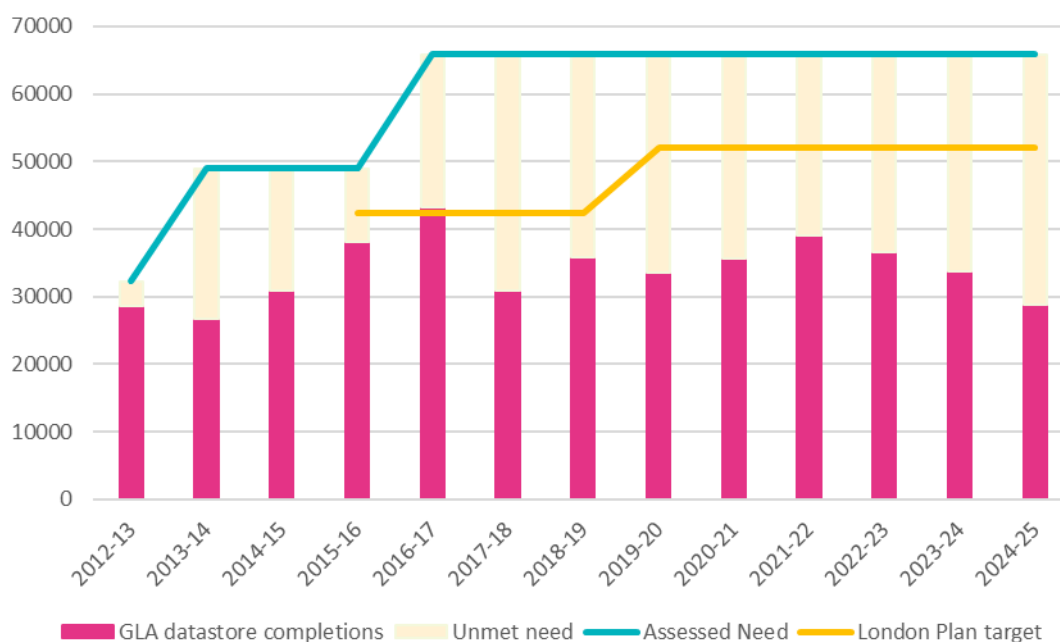
⁹ London Plan Examination in Public: Panel Report October 2019, §177

¹⁰ GLA Datastore residential approvals [Accessed 21 August 2025]

¹¹ Molior Residential Development In London Q2 2025. Available at: <https://www.moliorlondon.com/bulletins/molior-residential-development-in-london-q2-2025/> [Accessed 11 September 2025]

¹² Molior April 2024 Quarterly Report <https://www.moliorlondon.com/quarterly-analysis/april-2024-quarterly/> [Accessed 11 September 2025]

Figure 6.1 Net housing completions in London



Source: GLA Datastore. London Plan. Lichfields analysis.

Kingston housing delivery and supply

Housing Delivery Test results

- 6.23 Introduced in 2018, the HDT is an annual measurement by Government of housing delivery in each local planning authority area. The measurement identifies the number of homes required and the number of homes delivered over the preceding three years to calculate the percentage delivered.
- 6.24 The resulting percentage identifies if, and if so, what consequence would apply to the local planning authority. Where delivery falls below 75%, the presumption in favour of sustainable development (NPPF §11 and footnote 8) applies.
- 6.25 As demonstrated in Table 5.1 below, RBK has consistently and significantly under-delivered against the number of homes that it requires, with results continuing to worsen. RBK's 2023 result placed it in the bottom 7% of worst performing LPAs.

Table 6.1 Summary of HDT results

HDT result year	Number of homes delivered (2023 results)	HDT measurement result	HDT consequence
2021	494	76%	Buffer
2022	353	60%	Presumption
2023	397	48%	Presumption

Source: Government HDT results 2023, 2022, 2021

- 6.26 Paragraph 79(a) of the NPPF requires that LPAs prepare an action plan to assess the causes of under delivery and identify actions to increase delivery in future years where they have delivered less than 95% of their housing requirement. RBK have only prepared a single action plan, dating back to 2019 and pre-dating the published London Plan.
- 6.27 The Action Plan recognises that a “*step change in building more homes*” is needed to meet the needs of RBK’s residents. It sets out that RBK’s emerging new Local Plan is the document that will set out a long-term vision for the required growth; however, 6 years on, this strategy has still not been published.
- 6.28 The Action Plan details the challenges that the Borough faces in delivering housing. These include limited land supply which is constrained by MOL, Green Belt and heritage designations; and that many locations are already intensely developed or local characteristics are such that they make it very difficult to facilitate further significant development.

Authority Monitoring Report

- 6.29 The latest Authority Monitoring Report was published by RBK in January 2023 and covered the period to March 2022. This data is out-of-date, however the GLA London Datahub provides data for residential completions.

Table 6.2 GLA London Datahub residential completions in RBK.

	Target	Completions	Shortfall/Surplus
2019/20	643	365	-278
2020/21	643	-147	-790
2021/22	964	394	-570
2022/23	964	353	-611
2023/24	964	1,037	73
2024/25	964	429	-535

Source: GLA London Planning Datahub. Accessed 22 September 2025.

- 6.30 Since 2019, the start of the London Plan period, RBK has delivered on average just 405 homes per annum – just 42% of its housing target. Over this period, it has accrued a shortfall of 2,711 homes, or the equivalent of 2.8 years of housing requirement.

Five year housing land supply

- 6.31 RBK’s latest Five-year Housing Land Supply (5YHLS) and Housing Delivery Test (‘HDT’) position statement (March 2025) states that RBK has a 1.48 year deliverable supply of housing in the 2024/25 to 2028/29 period as of 1 March 2025¹³.
- 6.32 Examining the level of housing need in more detail, it is noted that RBK is currently subject to the London Plan’s housing requirement of 964 dwellings per annum (‘**dpa**’). However, it will become subject to 1,569 dpa (standard method) housing requirement in May 2026 (once the adopted London Plan becomes more than five years old), or a new London Plan

¹³ Based on Housing land supply position data collated by *Planning*, this is one of the worst housing land supply positions in England.

target thereafter. If all other assumptions remain unchanged, this would result in RBK's 5YHLS position falling to just 1 year.

- 6.33 Looking forwards, RBK's March 2025 5YHLS position statement identified a deliverable supply of 2,407 homes over the next five years against its current^[1] requirement to maintain a minimum pipeline of 8,146. In this context, it is clear that in order to fill the 5,739-home gap in RBK's future housing supply, the Borough will have to consider not only the Proposed Development, but also a number of other deliverable sites in the borough as a matter of urgency.

Significance of housing shortfall

- 6.34 The scale of any housing shortfall, as a result of a failure of the HDT, is a material consideration and will impact on the weight to be attached in the planning balance. It is therefore considered necessary to address, at least in broad terms, the scale of shortfall. This is consistent with the approach set out in the high court judgment *Gladman v SoS Housing Communities and Local Government* [2019] EWHC 128 whereby Justice Dove concluded (§26) *"in the event of there being a shortfall in the housing land supply, by and large it will be necessary for the decision maker to engage at least in broad terms what the extent of that shortfall is."*
- 6.35 In broad terms, the greater the degree of shortfall, the greater weight the shortfall must be given in the balancing exercise, and hence the greater the weight to be given to the benefits of housing delivery.

Contribution the Proposed Development will make

- 6.36 The Proposed Development will deliver 586 new homes over 5 residential phases of development. This equates to 60% of a year's worth of RBK's housing requirement (London Plan target), and substantially more than the average number of homes RBK has delivered since 2019.
- 6.37 The Proposed Development will therefore make a substantial, windfall contribution to RBK's housing supply.

Conclusions

- 6.38 There is a demonstrable unmet need for housing and affordable housing within RBK – a fact that is reflected in its failure to identify a sufficient housing land supply or to meet the HDT.
- 6.39 RBK recognises that it is a constrained borough; constrained by Green Belt, MOL and heritage designations. The Site provides a crucial opportunity to deliver a substantial amount of windfall housing on brownfield, previously developed land.
- 6.40 In the context of the acute lack of housing supply (at 1.48 YHLS), the Applicant has sought to optimise the capacity of the Site, balancing the delivery of new homes with achieving high quality design and the potential harm to the openness of the MOL.

^[1] Note that 5YHLS in RBK will be calculated against the relevant standard method figure (plus any applicable buffers) once the London Plan becomes more than five years old in May 2026.

7.0 Affordable housing, housing mix and viability

Affordable provision and tenure mix

- 7.1 Policy H4, ‘delivering affordable housing’, of the London Plan sets a strategic target for 50 per cent of new homes delivered across London to be genuinely affordable.
- 7.2 London Plan Policy H5 sets a Fast Track Route where 35 per cent of proposed homes meet defined requirements (part C). Footnote 59 applies the 35% threshold to utilities infrastructure sites where there are substantial decontamination and remediation costs and evidence provided, as is the case for the MPG Site.
- 7.3 Policy H6 seeks that the following split of affordable product is applied to residential development:
- a minimum of 30% low-cost rented homes (either London Affordable Rent or Social Rent)
 - a minimum of 30% intermediate products (including London Living Rent and London Shared ownership)
 - the remaining 40% to be determined by the borough as low-cost rented homes or intermediate products.
- 7.4 KCS Policy DM 15 relates to affordable housing. It seeks that sites of 10 or more homes provide 50 per cent of the homes as affordable housing and that they achieve a 70:30 tenure split between social/affordable rent and intermediate provision. This policy pre-dates and is inconsistent with strategic policy on the requirements of the Fast Track Route to the provision of affordable housing in London Plan H5.
- 7.5 Paragraph 11, footnote 8, of the NPPF sets out the circumstances in which policies may be out-of-date. For the purposes of applications involving the provision of housing, this includes situations where the LPA cannot demonstrate a five year supply of housing or where the Housing Delivery Test indicates that the delivery of housing was substantially below the housing requirement.
- 7.6 RBK fail both of the 5YHLS and HDT requirements. Furthermore, the whole 2012 KCS is out of date, having been adopted for more than 5 years without review (in accordance with NPPF para 34). Therefore, Policy DM 15 and all KCS policies regarding the provision of housing are out-of-date and should be given limited weight.

Affordable housing need

- 7.7 RBK’s 2024 LHNA states that the Borough’s gross annual affordable housing need is around 1,171 homes per annum. The Assessment points to “*clear evidence of an urgent need to increase affordable housing provision [in RBK].*”
- 7.8 The RBK Housing Action Plan (2019) references that “*there is a particularly pressing need to increase the amount of affordable housing which is accessible to those people whose incomes are insufficient to enable them to afford adequate housing locally on the open market.*”

- 7.9 The urgent need to increase affordable housing delivery sits in the context of GLA affordable housing statistics reporting 72 affordable housing completions in Kingston in 2024/25, meeting only 7% of the annual need. It is also notable that all the affordable homes delivered in this period were for social/affordable rent, with no intermediate products delivered whatsoever.
- 7.10 Meanwhile, the average number of affordable homes completed in RBK in the past three years is just 85, comprising under 30% of housing delivery overall, against the Mayor of London's target for 50% of homes delivered in London to be affordable.

Affordable housing provision

- 7.11 The Proposed Development will deliver 35 per cent affordable housing (by habitable room) and comply with the requirements of the London Plan Fast Track Route and those policies that remain up-to-date (London Plan H5).
- 7.12 The proposed affordable housing tenure mix provision, comprising 50% affordable rent and 50% shared ownership, accords with the London Plan tenure mix set out in Policy H6.
- 7.13 It is considered that KCS Policy DM 15 is out of date and has limited weight; however, it is acknowledged that the proposed affordable tenure mix does not accord with this 70:30 split but this is justified by the financial viability of the Proposed Development (below).

Financial Viability Assessment

- 7.14 A Financial Viability Assessment ('FVA') of the Proposed Development has been undertaken by Turner Morum LLP. The FVA assesses the viability of the Proposed Development in the context of five scenarios:

Table 7.1 Summary of FVA findings

Tab	Description	Total units	Affordable % (HR)	%3 beds	RLV	EUV	Surplus/ deficit	Viable/ non-viable
1A	50% Affordable Housing - Policy Tenure Split	586	50%	10%	-£56,509,538	£2,346,874	-£58,856,412	Non-viable
1B	35% Affordable Housing - Policy Tenure Split	586	35%	10%	-£38,696,689	£2,346,874	-£41,043,562	Non-viable
1C	35% Affordable Housing - Proposed Tenure Split 3 bed	541	35%	30%	-£33,866,207	£2,346,874	-£36,213,080	Non-viable
1D	35% Affordable Housing - Proposed Tenure Split	586	35%	10%	-£31,542,211	£2,346,874	-£33,889,084	Non-viable
1E	0% Affordable Housing	586	0%	10%	£1,145,111	£2,346,874	-£1,201,763	Non-viable

Source: FVA, Turner Morum LLP.

- 7.15 In all scenarios it is concluded that the Proposed Development is in deficit and significantly non-viable. The Proposed Development is technically non-viable, even when the level of affordable housing is reduced to 0%.
- 7.16 The Applicant has proposed a level of affordable housing provision based on a commercial decision to proceed with the scheme despite this level of deficit (scenario 1D). However, this provision is based on the proposed 50:50 tenure split between affordable rent and shared ownership; the house size mix currently proposed; and that there will be no Late-Stage review mechanism within the section 106 agreement – a proposal which has been agreed in principle with the GLA¹⁴. This provision is offered as, assuming an ambitious market growth model, the Applicant considers there to be potential for the scheme to be viable in the longer term.
- 7.17 As demonstrated in table 7.1, scenario 1B, applying a policy compliant tenure split (70:30) has a substantially higher deficit than the scenario that the Applicant has committed to as a commercial decision (scenario 1D). Similarly, the scenario with 30% 3-bedroom homes (scenario 1C) would result in an overall loss of 45 homes provided and a more substantial financial deficit – c.£2.3m more than the offer. These alternative scenarios tested are simply not viable in the long term and would, therefore, deliver no (zero) affordable homes.
- 7.18 To achieve the delivery of 586 new homes, in the context of a significant financial deficit, the proposed commercial offer by Berkeley represents an optimisation of the scheme.

Housing mix

- 7.19 London Plan Policy H10, 'housing size mix', seeks that schemes generally consist of a range of unit sizes. Determining the appropriate mix of unit sizes should have regard to:
- 1 *robust local evidence of need where available or, where this is not available, the range of housing need and demand identified by the 2017 London Strategic Housing Market Assessment*
 - 2 *the requirement to deliver mixed and inclusive neighbourhoods*
 - 3 *the need to deliver a range of unit types at different price points across London*
 - 4 *the mix of uses in the scheme*
 - 5 *the range of tenures in the scheme*
 - 6 *the nature and location of the site, with a higher proportion of one and two bed units generally more appropriate in locations which are closer to a town centre or station or with higher public transport access and connectivity*
 - 7 *the aim to optimise housing potential on sites*
 - 8 *the ability of new development to reduce pressure on conversion, subdivision and amalgamation of existing stock*

¹⁴ Should the GLA or MHCLG change the policy requirements relating to the GLA Fast Track Route during the determination of this application, Berkeley reserves its right to review this affordable housing offer to assist in the viability and deliverability of the project. Similarly, should future affordable housing policy and grant funding requirements change so that funding becomes available for some affordable units approved within 35% affordable housing FTR projects, once a new funding programme is announced, Berkeley would wish to consider the opportunity of doing so.

9 *the need for additional family housing and the role of one and two bed units in freeing up existing family housing.*

7.20 KCS Policy DM 13, 'housing quality and mix' sets an expectation that new residential development will incorporate a mix of unit sizes and types, providing a minimum of 30% of dwellings as 3 or more bedroom homes, unless it can be robustly demonstrated that this would be unsuitable or unviable.

7.21 Table 3.2 identifies that 60 (equating to 10.2%) of the proposed homes will be 3-bedroom, comprising 36 (60%) affordable rent and 24 (40%) private sale homes.

7.22 This proportion does not meet the policy expectation of 30% 3 bed homes set out in Policy DM 13, nor the RBK Local Housing Needs Assessment (Iceni, September 2024) ('LHNA') (Table 13.2) recommended 3-bedroom housing mix of 20% for affordable home ownership, 35% for affordable rented housing and 50% for market homes.

7.23 However, in applying the tests of suitability, viability and the considerations identified in London Plan Policy H10 and KCS DM 13, there are material considerations which justify this level of 3-bedroom provision. This reflects that the LHNA states that it would not be appropriate to apply its recommended housing mix prescriptively in all cases, subject to deviation being justified:

- 1 **viability** – as demonstrated in the accompanying FVA (detailed above), the Proposed Development is, technically, significantly non-viable with the proposed affordable housing provision and unit mix. The Applicant intends to take a commercial decision to deliver the scheme at 35% affordable housing (by habitable room). However, the financial deficit increases (by a further c.£2.3m) if the proportion of 3-bedroom homes is increased, with the consequential effect being that the total number of homes reduces (to 541). The level of 3-bedrooms homes proposed is the maximum that the Applicant can include while delivering 35% affordable housing.
- 2 **local evidence of need** – the RBK LHNA (Table 13.2) 3-bedroom housing tenure mix of 50% for market homes, 20% for affordable home ownership and 35% for affordable responds to the demand for such homes, which the LHNA identifies is very difficult for them to be provided and be considered genuinely affordable. However, the proposed housing mix of 10.2% 3 bedroom homes has purposefully been skewed in favour of meeting the 3-bedroom affordable rent homes need (60%), over private sale (40%) in the context of the affordable needs and viability position above.
- 3 **mixed and inclusive neighbourhoods** – the Proposed Development, by virtue of its housing size mix and tenure mix, which are distributed across the proposed buildings, will achieve a mixed and inclusive neighbourhood.
- 4 **deliver a range of unit types at different price points** – the Proposed Development responds to an identified need for affordable family housing in a Borough where it is recognised that delivering this form of housing is very challenging.
- 5 **the nature and location of the site** – the location of the Site is accessible to a town centre and has very high levels of connectivity to public and active modes of travel. Consistent with the consideration set out in the London Plan, these attributes mean that a higher proportion of one and two bed units is more appropriate.

- 6 **the aim to optimise housing potential on sites** – importantly, the Proposed Development will make a substantial contribution to RBK’s housing requirements and the Site’s capacity has been optimised. As identified above, the viability of the Proposed Development means that an increased provision of 3-bedroom homes and resultant loss of homes overall, would jeopardise the deliverability of the scheme and its optimisation.
- 7 **reducing pressure on existing stock and freeing up existing family housing** – the proposed unit mix, with a higher proportion of 1 and 2-bedroom homes will assist in providing the opportunity to release family homes within the Borough for other households. The proposed apartments, with high levels of accessibility, inclusive design and public realm, will be suitable for those older persons seeking to downsize.

7.24 While the proposed unit mix does not accord with the policy expectations set out in the out-of-date KCS Policy DM 13, it has been demonstrated that the proposed number of 3-bedroom homes will optimise the capacity of the Site and the delivery of the scheme. This is particularly important in RBK where the delivery of market and affordable homes is so dire and where the Plan and its policies for the provision of housing are out of date.

Conclusions

7.25 In the context of RBK’s significant need for new affordable homes and in spite of the identified financial deficit, the Applicant has made a commercial decision to deliver 35% affordable housing. This provision will comply with the housing policy requirements set out in the London Plan and is predicated on 1) a 50:50 tenure split, 2) 10.2% 3-bedroom homes, and 3) no requirement for a late stage review. The viability evidence demonstrates that the Applicant has maximised the proportion of affordable rented homes and 3 bed affordable and market homes that can be delivered in accordance with the KCS housing policies.

7.26 This combination of factors has been determined by Berkeley to be the optimised approach to delivering 35% affordable housing on the Site. The stark lack of affordable housing being delivered within the borough demonstrates that this quantum of 174 affordable homes should be recognised as an imperative beyond either the tenure or unit mix sought by RBK’s out-of-date policy position.

8.0 Design

- 8.1 This section assesses the design, character and landscape effects of the Proposed Development. This should be read alongside the accompanying Design and Access Statement; Landscape Statement; and the Townscape and Visual Impact Assessment.

Approach to context, optimisation and character

- 8.2 The context for considerations in this section is that there is a Government imperative to ensure that land is used efficiently.
- 8.3 Paragraph 129 of the NPPF states that planning policies and decisions should support development that makes efficient use of land. This includes taking account of the identified need for different types of housing and the availability of land suitable for accommodating it. It also requires a consideration of the desirability of maintaining an area's prevailing character and setting, or of promoting regeneration and change.
- 8.4 Paragraph 125 c) confirms that decision makers should give substantial weight to the value of using suitable brownfield land within settlements for homes, proposals for which should be approved unless substantial harm would be caused. Appropriate opportunities to remediate degrade or contaminated land should also be supported. Part d) seeks that decisions promote and support the development of under-utilised land, especially if this would help to meet identified needs for housing where land supply is constrained and available sites could be used more effectively.
- 8.5 The Government's approach to increasing density is set out in §130. It requires that planning policies optimise the use of land in their area and meet as much of the identified need for housing as possible. It seeks that areas which are well-served by public transport should seek a significant uplift in the average density of residential development, unless it can be shown that there are strong reasons why this would be inappropriate.
- 8.6 Paragraph 130 c) goes on to shift the emphasis that LPAs should refuse applications which they consider fail to make efficient use of land. It requires that they take a flexible approach in applying policies or guidance relating to daylight and sunlight, where they would otherwise inhibit making efficient use of a site.
- 8.7 The NPPF's position (§135 c)) is clear that schemes should be sympathetic to local character and history, including the surrounding built environment and landscape settings "*while not preventing or discouraging appropriate innovation or change (such as increased densities)*". It goes on to require that decisions ensure that developments optimise the potential of sites to accommodate and sustain an appropriate amount and mix of development (including green spaces) and support local facilities and transport networks.
- 8.8 Policy GG2 of the London Plan requires that the best use of land is made. It requires that decisions are taken to proactively intensify the use of land to support additional homes, particularly in locations that are well-connected to jobs, services, infrastructure and amenities by public transport, walking and cycling.
- 8.9 Policy D3 goes on to require that all development must make the best use of land by following a design-led approach that optimises the capacity of sites. Higher density

developments should generally be promoted in locations that are well connected to jobs, services, infrastructure and amenities by public transport, walking and cycling.

8.10 The Optimising Site Capacity: A Design-led Approach LPG (2023) recognises that Boroughs, neighbourhood planning groups and applicants should consider the viability and deliverability of sites when following the design-led approach (§2.8.3). It also recognises that responding to the existing character and distinctiveness of the surrounding context needs to be balanced with the capacity for growth, need for increased housing supply, and key factors such as access by walking, cycling and public transport, alongside an improved quality of life for Londoners (§1.1.1).

8.11 The National Design Guide (§44) recognises that:

“well-designed places do not need to copy their surroundings in every way. It is appropriate to introduce elements that reflect how we live today, to include innovation or change such as increased densities, and to incorporate new sustainable features or systems.”

8.12 It goes on to explain that (§59):

“where the scale or density of new development is very different to the existing place, it may be more appropriate to create a new identity rather than to scale up the character of an existing place in its context. New character may also arise from a response to how today’s lifestyles could evolve in the future, or to the proposed method of development and construction.”

8.13 The context and surrounding character analysis of the Site is described in detail in the accompanying Townscape and Visual Impact Assessment prepared by Montagu Evans.

8.14 That analysis recognises that the large volumes of the gasholders on the Site, while visually permeable, are striking features, industrial in nature and different in character, which are highly visible above the surrounding residential streets. These are recognised to have a character which is alien to the residential context of Motspur Park.

8.15 The opportunity for a bespoke architectural character that responds to the unique location and character of the Site has been recognised through the design development process, including design review. Consistent with the approach identified in the National Design Code (§59), the position and scale of the Site meets that it is capable of accommodating the creation of a new character identity, which is both desirable and appropriate in the promotion of the regeneration of the Site.

8.16 Montagu Evans consider that the Proposed Development would replace the gasholders with a design that would sit comfortable within the residential context of Motspur Park, with a compelling design approach that introduces new building volumes with subtle colour variations with brick elevations that reflect the local housing stock.

Design, height, scale and massing

8.17 The NPPF (§131) emphasises that the creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve. It goes on to require that developments add to the overall quality of the area and

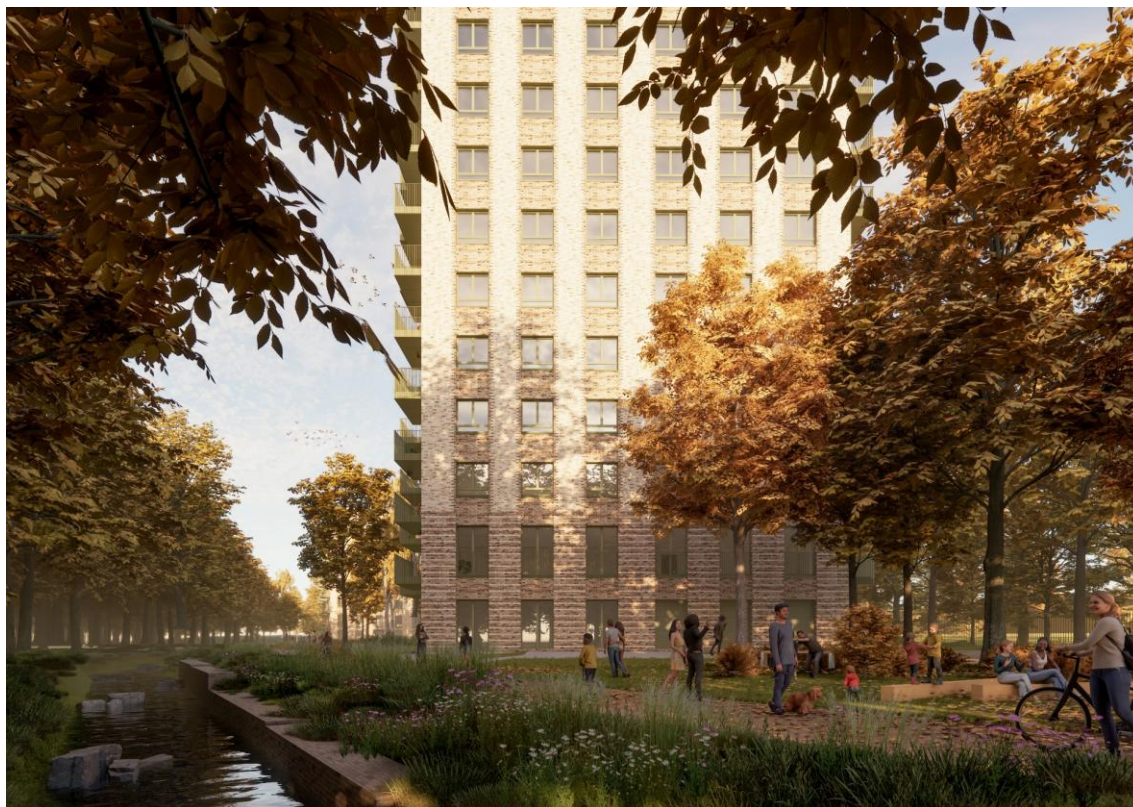
are visually attractive as a result of good architecture, layout and appropriate and effective landscaping.

- 8.18 London Plan Policy D3, ‘optimising site capacity through the design-led approach’, seeks that developments positively respond to local distinctiveness through their layout, origination, scale, appearance and shape, with due regard to existing and emerging street hierarchy, building types, forms and proportions.
- 8.19 It goes on to seek that they achieve safe, secure and inclusive environmental and provide active frontages. They should deliver appropriate outlook, privacy and amenity and conveniently located green and open spaces for social interaction, play, relaxation and physical activity.
- 8.20 Policy D4 of the London Plan, ‘delivering good design’, seeks that the design of development proposals are thoroughly scrutinised by planning and urban design officers, and should make user of the design review process.
- 8.21 KCS Policy CS 8, ‘character, design and heritage’, seeks that new development recognises distinctive local features and character, helps enhance locally distinctive places of high architectural and urban design quality and that relate well and connect to their surroundings. Policy DM 10 sets out the design requirements for new developments.
- 8.22 A design-led approach has been taken to optimise the quantum of development proposed on the Site and the opportunity that it presents to deliver much-needed housing, while balancing this consideration with the effect of the Proposed Development on the openness of the MOL.
- 8.23 The Proposed Development has undergone a rigorous design process, in particular with both RBK and GLA in addition to the Design Reviews. This input has led to design revisions, including making more of a use of the cruciform building typology and reducing the footprint of the buildings in order to increase the quantum of open space. This process accords with the objectives of London Plan Policy D4.
- 8.24 The accompanying Design and Access Statement, prepared by Maccreanor Lavington, describes the approach undertaken to achieve a high quality of design for the Proposed Development, including:
- 1 The proposed scheme optimises the Site capacity with an appropriate scale and form of development, in response to the opportunities and constraints of the Site – this is a position supported by the GLA.
 - 2 The landscape led approach to the layout of the Proposed Development has been defined by landscaping, access and movement principles, with key frontages proposed at the arrival points and central public spaces defined. This includes maintaining continuous green corridors along the brook, concentrating development on the PDL.
 - 3 The height of the proposed buildings has been articulated with taller buildings to the north, then decreasing towards the brook on the eastern side.
 - 4 The layout of the proposed buildings allows for east-west physical and visual permeability, while being an optimal orientation for overheating and cooling, and daylight/sunlight.

- 5 Servicing and parking are kept to the western edge, away from the Beverley Brook corridor, resulting in a compact built footprint and a generous, legible public realm that stitches the Site into local walking and cycling networks.
- 6 The ground floor of the buildings has been orientated and designed to maximise active frontages. For example, amenity space is located on the eastern side, fronting the new public route and primary entrances face towards the central landscaped area. This design balances privacy with passive surveillance of the public realm.
- 7 The appearance of the buildings has been developed in response to their unique context. It balances the roles of the buildings as they appear on the skyline as an ensemble and close-up, set within the restored landscape.
- 8 The buildings are designed as a ‘family’, with a balance between collectivity and individual expression. They have unique, distinct and recognisable architecture and a clear expression of scale through their plinth, middle and top. They provide a clear expression of entrances, with additional detailing, and simple and cohesive detailing using a limited palette of materials.
- 9 The materiality of the buildings includes three buff brick tones, with glazed bricks used at entrances and sparingly for special details. They are used in different combinations across the buildings to create a subtle variety in their design.

8.25 The Proposed Development achieves a high quality of design that is appropriate for its context and the character of the Site.

Figure 8.1 View of Building A from north (indicative landscape)



Source: Maccleanor Lavington.

Landscape, public realm and river corridor

- 8.26 Policy D8, ‘public realm’, of the London Plan seeks that development proposals should ensure that public realm is well-designed, safe, accessible, inclusive, attractive, well-connected, related to the local and historic context, and easy to understand, service and maintain. Landscape treatment, planting, street furniture and surface materials should be of good quality, fit-for-purpose, durable and sustainable.
- 8.27 It goes on to seek that the public realm encourages active travel and discourages travel by car and excessive on-street parking. It seeks to ensure there is a mutually supportive relationship between the space, surrounding buildings and their uses, so that the public realm enhances the amenity and function of buildings and the design of buildings contributes to a vibrant public realm.
- 8.28 KCS Policy DM 10 sets out the design requirements for new developments. It seeks that the public realm is enhanced as an integral part of the design of new development.
- 8.29 The design of the Proposed Development has been led by a clear landscape vision for the Site, summarised in the Fabrik Landscape Statement:
- 1 To unlock the Site, reconnecting it to the surrounding area and improving the pedestrian and cycle network for all residents in the area.
 - 2 To enhance the Site by creating a unique landscape that connects people with nature, by placing new homes in a natural setting and improving the local biodiversity of the area.
 - 3 To inhabit, by creating spaces that people want to spend time in, providing activity, socialisation, tranquillity and wonder.
- 8.30 This vision has been developed through the identification of nine character areas. These provide a variety of spaces that respond to the Site opportunities and constraints. These include a green corridor that runs on the eastern edge alongside the Beverley Brook, providing a route for pedestrians and cyclists as well as amenity space and ecological benefits. Each of the character areas has been carefully tailored to its surroundings, with specific planting selected based on its microclimate, orientation and aspect.
- 8.31 Amenity spaces are provided within the Site, providing residents with play and recreational space, in addition to a courtyard space between two of the residential blocks that provides space for seating, play, trees and planting. The design of these spaces includes features that relate back to the history of the Site as a gasworks, including areas where the footprint of the gasholder is marked by a faceted path and areas of seating constructed from the gasholder steels.
- 8.32 The woodland garden is a wooded and secluded garden nestled into the woodland to the south of the Site. It will be heavily treed and planted, with seating areas and some doorstep play. Throughout the Site, there will be significant greening, with the introduction of 213 new trees to the Site.
- 8.33 The western edge is a functional area which provides vehicle and service access. This creates a demarcation of functions, promoting the use of active modes of travel and the public realm, separate from the necessary servicing of the development.

- 8.34 The proposed landscaping strategy has been developed to deliver a variety of nature-led public and amenity spaces throughout the Proposed Development. It is considered that the quality of the proposed landscaping accords with the objectives set out in London Plan Policy D8 and those of KCS Policy DM 10.

Figure 8.2 View of Brookside cycle and footpath looking south.



Source: Design and Access Statement, Maccreanor Lavington.

Trees and ecology (including BNG)

- 8.35 A nature-led approach has been taken to the design of the Site within the Proposed Development. The objective has been to re-wild and naturalise this brownfield, industrial Site, bringing the woodland into the Site and creating connections to wider areas of green infrastructure, including through improvements to the Beverley Brook.

Ecology

- 8.36 NPPF §187 seeks the planning decisions contribute to and enhance the natural and local environment, including by protecting and enhancing sites of biodiversity value, establishing coherent ecological networks and minimising impacts on and providing net gains for biodiversity.
- 8.37 London Plan policy G6, 'biodiversity and access to nature', seeks that Sites of Importance for Nature Conservation ("SINC") should be protected and that proposals which reduce deficiencies in access to nature should be considered positively.
- 8.38 KCS Policy CS 3 requires that SINCs within Kingston are protected from inappropriate development and that the management of biodiversity is promoted.

- 8.39 The Site includes an existing SINC woodland in the southern portion of the Site. The Proposed Development responds positively to this, retaining and enhancing the SINC woodland and introducing a significant increase in trees across the wider Site as part of its re-wilding.
- 8.40 The Proposed Development incorporates green corridors along Beverley Brook and the railway, protecting and enhancing commuting and foraging routes for wildlife.
- 8.41 The Ecological Impact Assessment prepared by Tetra Tech RPS identifies that:
- 1 Jersey cudweed was recorded in small numbers to the south of the Site. An appropriate management plan to retain these species will be prepared (conditioned), which will focus on creating Open Mosaic Habitat on the biodiverse roofs, where the cudweed can then be translocated. No other species of nationally rare or scarce status were recorded from the Site.
 - 2 Japanese Knotweed was recorded to the north of the Site and as such a management plan should be produced to ensure this is not spread throughout or off-site during construction.
 - 3 Reptile surveys identified a small population of slow worm. A number of mitigation measures have been proposed to manage impacts on reptiles within the Site, including enhancement of existing woodland edge habitat as a suitable receptor area to keep the reptile population in-situ.
 - 4 The woodland, scrub, scattered trees, and the existing gas holder structures on Site offer suitable nesting opportunities for a range of bird species. Notably, breeding bird surveys confirmed absence of nesting peregrine falcons in the 2025 season.
 - 5 Following surveys between April and June 2025, the breeding bird assemblage was found to be of Local importance. The assessment identifies mitigation and compensation methods that should be considered, including timing vegetation clearance outside of the breeding season (March – September inclusive), ensuring vegetation is checked by a suitably experienced ecologist prior to clearance and installing bird boxes near to known breeding territories where possible.
 - 6 Bat activity surveys revealed that the peripheries of the Site, i.e. the adjacent watercourse and railway track supported relatively good levels of bat activity, largely from more common species such as common pipistrelle and soprano pipistrelle. Several mitigation measures have been proposed to protect roosting and foraging/commuting bats within the Site, which has included a sensitive lighting strategy.
- 8.42 The assessment also identifies the opportunities for enhancements across the Site. The accompanying Landscaping and Public Realm Report, prepared by Fabrik, proposed significant planting of native species throughout the Proposed Development. The features and enhancements to be delivered by the Proposed Development include:
- 1 The existing woodland and SINC to the south will be retained and enhanced
 - 2 The railway and brook will be retained as green corridors
 - 3 Adjacent tree lines to the Site boundary will be retained to maintain commuting and foraging routes and a lighting sensitive design delivered

- 4 Bird and bat boxes provided to new buildings and retained trees
- 5 Artificial nest suitable for Peregrine Falcons to 1 no. residential building block
- 6 Wildlife friendly tree, shrub and herbaceous planting including species known to provide fruit, berries and nectar resources for wildlife
- 7 Provision of bee bricks to enhance the habitat for solitary bee species
- 8 Provision of hibernacula for herpetofauna and hedgehogs created by reusing materials on Site
- 9 Night scented flowering plants, to encourage foraging bats to use the Site

Arboriculture

- 8.43 Paragraph 136 of the NPPF recognises the important contribution to the character and quality of urban environments that trees can make. It seeks that opportunities are taken to incorporate trees within developments.
- 8.44 Policy G7 of the London Plan states that development proposals should ensure that wherever possible, existing trees of value are retained, and that for permissions that necessitate the removal of trees, there should be an adequate replacement, based on the existing value of the benefits of the trees removed.
- 8.45 The supporting text of KCS Policy DM 10 states that the Council will expect new development to ensure that trees that are important to the character of the area, or are covered by a tree preservation order are not adversely affected, and where trees are lost through development, the Council will normally require the planting of two specimens for each tree lost.
- 8.46 As many as possible of the existing trees will be retained, however, some require removal due to their condition, or to enable construction of the development. The tree survey, undertaken by RPS Tetra Tech, confirms that there are no trees within the Site that are subject to a tree protection order. As a result of the Proposed Development, five individual trees and three groups of trees are to be removed and two tree groups are to be partially removed. Forty trees will be retained, and 213 new trees are proposed.
- 8.47 A landscape masterplan has been prepared that aims to create a coherent public realm which proposes to improve public permeability and experience throughout the Site, and its connection to the local area. Tree planting has been identified as a key aspect of the landscaping strategy, with significant new tree planting on site.
- 8.48 Tree planting has been identified as a key aspect of the landscaping strategy and, with a significant uplift in the number of trees across the Site, is in accordance with London Plan Policy G7 and KCS Policy DM10.

Biodiversity Net Gain and Urban Greening Factor

- 8.49 The Environment Act 2021 introduced provisions, which came into force in February 2024, for a mandatory Biodiversity Net Gain ('BNG') of 10%. The NPPF (§187 d)) seeks that planning decisions enhance the natural and local environment by providing net gains for biodiversity.

London Plan policy G6, 'biodiversity and access to nature', seeks that development proposals manage impacts on biodiversity and aim to secure net biodiversity gain. This is also reflected in KCS Policies DM 3, CS 3 and DM 6.

- 8.50 A BNG assessment has been undertaken by RPS and the statutory BNG metric has been used to calculate the pre- and post- development habitat units for the Proposed Development. It demonstrates the Proposed Development will result in a gain of +4.08 habitat units (or c.+34%).
- 8.51 The trading rules are currently not satisfied, due to the loss of 1.99 units of neutral grassland, but this impact will be offset through the creation of higher value Open Mosaic ('**OMH**') Habitat on the proposed brown roofs. OMH is recognised for its greater structural and botanical diversity, supporting a wider range of plant and invertebrate species compared to typical urban grassland. By incorporating a varied substrate and a carefully selected seed mix, including locally important species such as Jersey cudweed, the new OMH areas will provide enhanced ecological function and resilience. The assessment recognises the value of the OMH creation but also acknowledges that the trading rules are not fully satisfied due to the loss of neutral grassland units. However, on balance, it is considered that the scheme compensates for the loss of grassland by providing habitats of higher distinctiveness.
- 8.52 Opportunities for BNG have therefore been utilised and maximised on Site to, on balance, best align with the requirements of the Environment Act and London Plan and RBK planning policies, the headline being a +34% BNG.
- 8.53 London Plan Policy G5, 'urban greening', seeks that major development proposals contribute to the greening of London by including urban greening as a fundamental element of the site building design. It seeks that predominately residential developments achieve a target score of 0.4.
- 8.54 The legacy of the brownfield Site and existing uses mean that there is little ecological value to protect, but this presents a strong opportunity to enhance the biodiversity and enhance new habitats, and Beverley Brook. As a result of the proposed 're-wilding' and greening of the Site, the Proposed Development achieves an urban greening factor ('**UGF**') of 0.533 and complies with the objective of London Plan Policy G5.

Conclusion

- 8.55 Accordingly, the above description and assessment of the design of the Proposal demonstrates its compliance with the NPPF, London Plan and KCS policies on building, landscape and public realm design, ecology and trees.
- 8.56 The Proposed Development will result in a gain of +4.08 habitat units or +34% BNG and, as the trading rules are not satisfied due to the loss of 1.99 units of neutral grassland, this will be offset through the creation of higher value Open Mosaic Habitat on the proposed brown roofs to compensate for the loss of grassland by providing habitats of higher distinctiveness. Opportunities for BNG have therefore been utilised and maximised on Site to, on balance, best align with the requirements of the Environment Act.

9.0 Tall buildings

- 9.1 The Proposed Development incorporates five tall buildings of between 8-16 storeys. This section undertakes an assessment of the Proposed Development in the context of relevant tall building planning policy D9 of the London Plan and KCS Policy CS 8.
- 9.2 Important context to this assessment is the policy approach at a regional and national level to make an efficient use of land, including particular emphasis and importance in the updated NPPF (December 2024).
- 9.3 Policy D9 ‘Tall buildings’ (Part B) of the London Plan defines the GLA’s approach to the location of tall buildings. It seeks that Boroughs define locations for tall buildings in their Development Plans.
- 9.4 KCS Policy CS 8 ‘Character, Design and Heritage’ states that further guidance will be provided in relation to tall buildings within the Borough, but that they may be appropriate in its town centres.
- 9.5 RBK’s Core Strategy pre-dates the London Plan and has not defined the Site as a location appropriate for tall buildings. However, case law¹⁵ has confirmed that Part B of this policy is not a pre-condition to Part C and the assessment of impacts of a tall building (set out below). Where a Site is not identified as being suitable for tall buildings, it can still be assessed under Part C.
- 9.6 The Applicant considers that the Site is an appropriate location for tall buildings:
- it is currently occupied by three gasholders of 59m, 49m and 26m high – evidently tall structures.
 - the Site lies in a sustainable location, with easy access by foot or cycle to Motspur Park Station, which is within 25 minutes of London Waterloo.
 - the design of the Proposed Development and the visual assessment undertaken by Montagu Evans considers that the effect of it is minor-moderate/major beneficial.
- 9.7 Policy D9 Part C goes on to identify the relevant impacts that must be assessed in relation to tall buildings. It requires that proposals address visual impacts; their functional impact; environmental impact; and cumulative impacts. Table 8.1 below undertakes an assessment of each policy limb.

¹⁵ London Borough of Hillingdon, R (On the Application Of) v Mayor of London [2021] EWHC 3387 (Admin) (15 December 2021)

Table 9.1 Policy D9 tall building assessment

Policy limb	Assessment
1) visual impacts	
<p>a) the views of buildings from different distances:</p> <ul style="list-style-type: none"> i. long-range views – these require attention to be paid to the design of the top of the building. It should make a positive contribution to the existing and emerging skyline and not adversely affect local or strategic views ii. mid-range views from the surrounding neighbourhood – particular attention should be paid to the form and proportions of the building. It should make a positive contribution to the local townscape in terms of legibility, proportions and materiality iii. immediate views from the surrounding streets – attention should be paid to the base of the building. It should have a direct relationship with the street, maintaining the pedestrian scale, character and vitality of the street. Where the edges of the site are adjacent to buildings of significantly lower height or parks and other open spaces there should be an appropriate transition in scale between the tall building and its surrounding context to protect amenity or privacy 	<p>The accompanying TVIA assesses the agreed views of the Proposed Development from local, mid, and long range views. It concludes that the development does not appear in London View Management Framework Corridor, nor their Background Wider Consultation Area.</p> <p>The Site falls within two of the 13 ‘Very highly important views, identified in the 2018 View Study Report (VHIV2 Hampton Court Palace 1st Floor Drawing Room, Long Water Vista (HLA 4D) and VHIV6 West side of Heron Pond in Bushy Park and looks east (HLA 145)). In relation to these views, the TVIA concludes that the Proposed Development would be largely occluded by interposing existing buildings and vegetation, and that with a separating distance of more than 6.5km, there would be no impact.</p> <p>Overall, the TVIA concludes that the Proposed Development would lead to effects on townscape receptors between Minor Beneficial to Moderate Beneficial and Visual Receptors of None to Moderate-Major Beneficial.</p>
<p>b) whether part of a group or stand-alone, tall buildings should reinforce the spatial hierarchy of the local and wider context and aid legibility and wayfinding</p>	<p>The TVIA considers that the proposed development would introduce a new, vertical element which would sit comfortably in the town centre like environment along the railway corridor at Motspur Park station. The Proposed Development would be understood to help mark the station, which would have beneficial visual impacts to this receptor group in terms of wayfinding and legibility.</p>
<p>c) architectural quality and materials should be of an exemplary standard to ensure that the appearance and architectural integrity of the building is maintained through its lifespan</p>	<p>The TVIA assesses the detailed design of the Proposed Development and concluded that it would introduce a positive, attractive development, with high quality architecture. The Proposed Development will use high quality, durable materials which the TVIA concludes would work successfully with the local vernacular style.</p>
<p>d) proposals should take account of, and avoid harm to, the significance of London’s heritage assets and their settings. Proposals resulting in harm will require clear and convincing justification, demonstrating that alternatives have been explored and that there are clear public benefits that outweigh that harm. The buildings should positively contribute to the character of the area</p>	<p>The Site is not located in a conservation area and does not include any statutorily listed buildings. The accompanying Heritage Statement confirms that the setting and significance of all identified heritage assets and non-designated heritage assets will be preserved. No harm to the heritage assets is found as a result of the Proposed Development.</p>

Policy limb	Assessment
e) buildings in the setting of a World Heritage Site must preserve, and not harm, the Outstanding Universal Value of the World Heritage Site, and the ability to appreciate it	The Site is not within the setting of a World Heritage Site.
f) buildings near the River Thames, particularly in the Thames Policy Area, should protect and enhance the open quality of the river and the riverside public realm, including views, and not contribute to a canyon effect along the river	The Site is not in the vicinity of the River Thames (c.5km away).
g) buildings should not cause adverse reflected glare	Solar Glare is assessed within Chapter 14 of the ES. The assessment concludes that the Proposed Development would not give rise to significant effects on solar glare, with a minor adverse effect on identified receptors.
h) buildings should be designed to minimise light pollution from internal and external lighting	Through pre-application discussions with RBK it has been agreed that key, identified views will be tested at dusk within the TVIA. These views demonstrate that there will be a sensitively designed lighting scheme to minimise light pollution. It is proposed that a detailed external lighting strategy will be secured through a planning condition.
2) functional impact	
a) the internal and external design, including construction detailing, the building's materials and its emergency exit routes must ensure the safety of all occupants	The planning application is supported by a Fire Statement which considers the safety of the building occupants and compliance with London Plan Policy D5. It concludes that the proposed design will comply with Policy D5.
b) buildings should be serviced, maintained and managed in a manner that will preserve their safety and quality, and not cause disturbance or inconvenience to surrounding public realm. Servicing, maintenance and building management arrangements should be considered at the start of the design process	<p>The accompanying Delivery and Servicing Management Plan sets out the principles for the servicing of the Proposed Development. It incorporates designated delivery set-down locations, to maintain the safety and quality of the development. These are entirely within the Site to avoid causing a disturbance or inconvenience to surrounding public realm.</p> <p>Existing access and servicing arrangements that need to be maintained for the SGN infrastructure has been developed to accommodate the necessary vehicles and their manoeuvres safely.</p>
c) entrances, access routes, and ground floor uses should be designed and placed to allow for peak time use and to ensure there is no unacceptable overcrowding or isolation in the surrounding areas	The nature of the Site means that it does not have adjoining uses which result in 'peak time uses' that could otherwise cause impacts with overcrowding or isolation in the surrounding areas.
d) it must be demonstrated that the capacity of the area and its transport network is capable of accommodating the quantum of development in terms of access to facilities, services, walking and cycling networks, and public transport for people living or working in the building	<p>The accompanying Health Streets Transport Assessment demonstrates that the Site is located in a sustainable location, with access to the services and connections of Motspur Park and Worcester Park.</p> <p>The analysis demonstrates that, even in a worst-case scenario, the local transport network is capable of</p>

Policy limb	Assessment
	accommodating the Proposed Development. Transport for London has confirmed that no financial contribution for public transport improvements is required, supporting the position that the overall impact will be limited.
e) jobs, services, facilities and economic activity that will be provided by the development and the regeneration potential this might provide should inform the design so it maximises the benefits these could bring to the area, and maximises the role of the development as a catalyst for further change in the area	Through a design-led approach and the efficient use of land, the Proposed Development will balance the maximisation of the benefits of the development through the delivery of new homes and its associated economic benefits, against the need to consider the openness of the Site within the MOL designation.
f) buildings, including their construction, should not interfere with aviation, navigation or telecommunication, and should avoid a significant detrimental effect on solar energy generation on adjoining buildings	The Proposed Development is not anticipated to have an adverse effect on aviation, navigation or telecommunication. The orientation of the Site relative to neighbouring buildings will avoid a significant detrimental effect on their solar energy generation.
3) environmental impact	
a) wind, daylight, sunlight penetration and temperature conditions around the building(s) and neighbourhood must be carefully considered and not compromise comfort and the enjoyment of open spaces, including water spaces, around the building	<p>The effect of the Proposed Development on overshadowing of spaces surrounding the buildings and SINC/Brook has been assessed in the accompanying overshadowing report.</p> <p>All areas of amenity space within the Site, save for one, achieve 2 hours of direct sunlight on 21 March over at least 50% of their area. The assessment demonstrates that the remaining area achieves 31% and that c.50% of the play space within this area will receive at least 2 hours of direct sunlight on 21 March. The report concludes that the significance of this being technically below the BRE guidelines is not considered material.</p> <p>The overshadowing assessment demonstrates that no shadows are cast onto the Beverley Brook or SINC by the proposed development in the morning. By this time of the day, the areas would have been able to receive approximately 5-6 hours direct sunlight (the sun rises at 6am on 21 March). The Proposed Development does overshadow the Beverley Brook and the SINC into the afternoon, but it is not considered a material impact when assessed in accordance with the BRE guidelines. In addition, when compared to the gas holders at full capacity, the additional amount of overshadowing is not considered significant.</p>
b) air movement affected by the building(s) should support the effective dispersion of pollutants, but not adversely affect street-level conditions	The accompanying Environmental Statement includes an assessment of Wind Microclimate (Chapter 15). This assessment concludes wind conditions within and around the existing site satisfy the criteria for

Policy limb	Assessment
	pedestrian safety, and that wind conditions are suitable for at least short term standing or better throughout the year.
c) noise created by air movements around the building(s), servicing machinery, or building uses, should not detract from the comfort and enjoyment of open spaces around the building	The assessment of noise within the accompanying Environmental Statement confirms that mitigation will be sufficient to limit building services noise outside of the proposed homes and, as such, building services noise is not expected to result in any significant adverse effects at the proposed receptors.
4) cumulative impacts	
a) the cumulative visual, functional and environmental impacts of proposed, consented and planned tall buildings in an area must be considered when assessing tall building proposals and when developing plans for an area. Mitigation measures should be identified and designed into the building as integral features from the outset to avoid retro-fitting.	Cumulative assessments of the technical assessments submitted with the planning application have been undertaken where appropriate. These assessments demonstrate that there will not be significant adverse impacts from the cumulative development of schemes in the area.

- 9.8 The final limb of Policy D9 seeks that free to enter publicly-accessible areas should be incorporated into tall buildings where appropriate, particularly more prominent tall buildings where they should normally be located at the top of the building to afford wider views across London.
- 9.9 The Proposed Development incorporates publicly-accessible public realm throughout the Site. This includes opening up the Site for public access for the first time in 100 years and creating a new north-south connection between Motspur Park and Worcester Park.
- 9.10 The Applicant and design team have sought to optimise the Proposed Development and its viability. This has required the development of highly efficient building layouts and a building envelope which maximises the number of new homes, while balancing the need to consider the effect on the openness of the Site as MOL.
- 9.11 The addition of publicly accessible space at the upper levels would require separate access arrangements to maintain the security of the remainder of the building. Such an addition would reduce the efficiency of the building layout and would have a detrimental impact on the viability of the Proposed Development. The vision of the scheme from the outset has been landscape-led and, therefore, it has been important to maximise the ground floor areas with open spaces, play, tree planting etc. to promote health and wellbeing for future residents, but also the wider communities. Doing this has meant plant (sub stations etc.), bin stores and cycle stores are all in buildings on the ground floor (away from landscape areas) and therefore plant that can go on the roofs has, thus reducing the ability for any rooftop amenity space.
- 9.12 The ground floor of the building will accommodate a reception area and retail spaces that will be accessible to members of the public. It will also enhance the public realm surrounding the building, providing external public spaces for local visitors.
- 9.13 Whilst the Proposed Development includes tall buildings, at 16 storeys, block A is not of such prominence or of a unique vantage point that warrants the creation of a publicly accessible area at the upper levels.

- 9.14 For these reasons, the Proposed Development does not incorporate a publicly-accessible viewing area but will provide significant public benefit through the ground floor accessibility throughout the Site.

Conclusion

- 9.15 Accordingly, the above assessment demonstrates the Proposal's compliance with London Plan policy D9.

10.0 Metropolitan open land

- 10.1 The Site is designated as Metropolitan Open Land ('**MOL**') within the Core Strategy and the London Plan.
- 10.2 Policy G3 of the London Plan affords MOL the same status and level of protection as the national Green Belt. This requires that MOL is protected from inappropriate development in accordance with the NPPF tests that apply to the Green Belt.
- 10.3 A MOL Assessment, prepared by Lichfields, has been submitted in support of this application. That assessment considers the MOL designation of the Site and the potential harm from the Proposed Development on the MOL.
- 10.4 The assessment concludes that:
- 1 The Site, as a former gasworks, is previously developed land ('PDL'), as defined in the NPPF, which is not clearly distinguishable from the built-up area to the north and south. The PDL status of the Site is also recognised by the GLA in their 'Level 1 Pre-App' advice (30 April 2025).
 - 2 As PDL, it would amount to an exception to 'inappropriate development' in the MOL, providing that the Proposed Development would not cause substantial harm to the openness of the MOL (NPPF §154(g) and London Plan Policy G3).
 - 3 The Site itself does not contribute to the MOL as it does not satisfy the four MOL criteria of London Plan Policy G3. The presence of a small population of a nationally scarce plant species (Jersey cudweed) means the Site does contribute to the biodiversity element of this criterion; however, the Jersey cudweed is proposed for translocation to the open mosaic habitat being created on the biodiverse roofs of the development.
 - 4 There would be some harm to the openness of the MOL outside the Site from the spatial and visual effects arising from the development volume proposed, notwithstanding the reduced development footprint and heights of the buildings (compared to the structures), and the increase in human activity and movement.
 - 5 The permanence of the residential development on PDL would be neutral and the remediation to create more openness within the Site would be positive.
 - 6 Overall, the assessment concludes that the Proposed Development would result in a marked change to the openness of the MOL site but this would not be substantial, having regard to the Site's environmental context and the sensitive approach to design of the development.
 - 7 The opening up of the Site to public access, the provision of outdoor recreational space, new pedestrian and cycle routes along the river walk and biodiversity enhancements will improve the contribution that use of the Site makes to MOL purposes, amounting to MOL benefits.
- 10.5 Accordingly, as the harm that has been identified to the MOL is not substantial, the Proposal satisfies the requirement of the NPPF §154(g) policy exception test and London Plan Policy G3.

11.0 Residential quality

- 11.1 This section considers the quality of the proposed residential accommodation, including the access to private amenity space, play space, the daylight and sunlight to each home, and compliance with relevant space standards and design guidance.

Space standards

- 11.2 London Plan Policy D6, 'housing quality and standards', and KCS Policy DM 13, 'housing quality and mix', require the housing development be of a high quality design and provide adequately-sized rooms. Table 3.1 of the London Plan sets out the minimum gross internal floor area requirements.
- 11.3 All of the proposed new homes comply with the minimum space standards set out in Table 3.1 of the London Plan, as demonstrated in the Schedule of Accommodation schedule, forming part of the FPA submission.
- 11.4 Table 11.1 below shows the average size of each of the units (provided by Maccreanor Lavington) in comparison with the minimal internal space standards in table 3.1 of the London Plan and the best practice space standards in Appendix 1 of the Housing Design Standards LPG.

Table 11.1 Space standards comparison

Unit size (beds and persons)	Gross internal floor area			Built in storage area		
	Minimum space standard (sqm)	Best practice space standard (sqm)	Proposed scheme (sqm)	Minimum space standard (sqm)	Best practise space standard (sqm)	Proposed Scheme (sqm)
1B1P	39/37	43/41	37.16	1	1.5	1.02
1B2P	50	55	50.58	1.5	2	1.62
2B3P	61	67	71.19	2	2.5	2.76
2B4P	70	77	74.20	2	2.5	2.93
3B5P	86	97	87.29	2.5	3	2.59
3B6P	95	102	96.69	2.5	3	2.55

Source: Maccreanor Lavington

Private amenity space

- 11.5 London Plan Policy D6 requires residential development to provide private outside space. It requires a minimum of 5 sqm of private outdoor space for 1-2 person homes, with an extra 1sqm for each additional occupant.
- 11.6 KCS Policy DM10 (H) states that new developments should ensure adequate private and/or communal amenity space.
- 11.7 Each proposed new home will have access to its own private amenity space, through the provision of a terrace (ground floor units), or a balcony. As set out in the accompanying Design and Access Statement, each unit will have 6 sqm of private amenity space and there will be 152 sqm of ground level terraces. The uplift in amenity space requirement will be

achieved through the provision of communal amenity space across the Site, equating to 3,640 sqm.

Play space

- 11.8 London Plan Policy S4, 'play and informal recreation', seeks that residential development incorporates good-quality, accessible play spaces for all ages. It requires at least 10sqm of play space to be provided per child.
- 11.9 The London Plan's supporting text states that, whilst formal play provision should normally be made on-site, *"off-site provision, including the creation of new facilities or improvements to existing provision, secured by an appropriate financial contribution may be acceptable where it can be demonstrated that it addresses the needs of the development whilst continuing to meet the needs of existing residents. This is likely to be more appropriate for the provision of play facilities for older children, who can travel further to access it, but should still usually be within 400 metres of the development and be accessible via a safe route from children's homes."*
- 11.10 KCS Policy DM 13(a) requires any new residential development to accord with principles of good design, including the provision of appropriate amenity space and play space provision.
- 11.11 In total, using the GLA's child yield calculator, it is estimated that 240 children will live in the Proposed Development, requiring 2,400 sqm of play space.
- 11.12 The accompanying Landscape Design Statement, prepared by Fabrik, undertakes a review of existing local play opportunities. This identifies existing play spaces within easy access from the Site, including the SJHMPF which are immediately adjacent (4 minutes walk) to the Site.
- 11.13 Due to the nature and size of the Proposed Development, and the accessibility of the SJHMPF within a suitable walking distance, it is proposed that the 0-4 years play and part of the 5-11 years play is provided on Site. Older children's play, from 9-17 years will be delivered off Site within the SJHMPF.
- 11.14 This is broken down, as per age range, below:

Table 11.2 Play space provision per age group

Age Group	Provision	
0-4	1,174 sqm	On site
5-8	469 sqm	On site
9-11	351 sqm	Off site
12-17	407 sqm	Off site
Total	2,401 sqm	

Source: Fabrik

- 11.15 The proposed on site play space has been designed to be accessible for children with a variety of abilities and for use year-round. It is set within and wrapped by landscaping which will provide seasonal interest, providing sensory stimulation with scent, colour and texture.

- 11.16 Biodiversity and greenery are incorporated into the design of the play and social spaces, to increase climate resilience whilst fostering an understanding of ecology in everyday contexts, and bringing children and young adults into close proximity with nature.
- 11.17 The proposed play space, to be delivered both on site and through a planning obligation off site, will be of a high quality and provide sufficient space for the anticipated children living on the Site.

Daylight and sunlight

- 11.18 The NPPF states, when considering applications for housing, authorities should take a flexible approach in applying policies or guidance relating to daylight and sunlight, where they would otherwise inhibit making efficient use of a site (§130 c)).
- 11.19 The London Plan requires design of development to provide sufficient daylight and sunlight to new and surrounding housing that is appropriate for its context. The Housing Design Standards LPG seeks that particular consideration should be given to the impact of new development on the level of daylight and sunlight received by the existing residents in surrounding homes.
- 11.20 The GLA Housing SPG (2016) advocates for an appropriate degree of flexibility to be applied to the use of the BRE guidelines. It states that:
- “Guidelines should be applied sensitively to higher density development, especially in opportunity areas, town centres, large sites and accessible locations, where BRE advice suggests considering the use of alternative targets. This should take into account local circumstances; the need to optimise housing capacity; and scope for the character and form of an area to change over time.”*
- 11.21 Additionally, the BRE guidelines themselves, advocate for a degree of flexibility, particularly in higher density areas, where development constraints exist. They acknowledge that a rigid application of the guidelines may hinder efficient land use, particularly in opportunity areas, town centres and larger sites.
- 11.22 KCS Policy DM 10 requires that development proposals have regard to the amenities of occupants and neighbours, including in terms of sunlight/daylight.
- 11.23 An internal daylight and sunlight assessment has been undertaken by Point 2. The assessment concludes that:
- Climate Based Daylight Modelling (CBDM) and sunlight exposure calculations have been undertaken to the proposed habitable rooms in accordance with the BRE guidelines and BS EN 17037.
 - The CBDM calculations indicate that overall, 94% of the proposed habitable rooms will meet the recommended daylight standards. These results demonstrate a very good level of compliance for a higher density development.
 - The internal sunlight assessments show that 81% of all proposed habitable rooms assessed will meet the recommended sunlight criteria. Furthermore, approximately 95% of all Living/Dining Kitchens will meet the BRE guidance. These results again demonstrate a very good level of compliance for a higher density development.

- 11.24 The assessment considers that the Proposed Development demonstrates a very good level of compliance for higher density development when assessed against the BRE guidelines and that the proposed homes will benefit from adequate levels of daylight and sunlight.

Aspect

- 11.25 London Plan Policy D6, 'housing quality and standards', seeks that housing development maximises the provision of dual aspect dwellings and normally avoids the provision of single aspect dwellings. A single aspect dwelling should only be provided where it is considered a more appropriate design solution to meet the requirements of Part B in Policy D3 Optimising site capacity through the design-led approach than a dual aspect dwelling, and it can be demonstrated that it will have adequate passive ventilation, daylight and privacy, and avoid overheating.
- 11.26 Additional guidance regarding aspect is set out within the Housing Design Standards London Plan Guidance. However, the GLA recognise that there are "inevitable tensions and compromises that arise between different design elements during the design process", so that guidance should not be applied mechanistically.
- 11.27 The Design and Access Statement demonstrates that 72.4% of new homes will achieve dual and enhanced aspect. Enhanced aspect homes are those with windows in multiple directions but which do not strictly meet the GLA definition of 'dual aspect'. There are no north-facing single aspect units.
- 11.28 The challenge of maximising dual aspect homes on especially restricted sites, particularly with recent changes in fire safety requirements for residential buildings which result in less space-efficient layouts, has been tested at planning appeal¹⁶. Drawing similarities with that example and considering the Proposed Development as a whole:
- The Proposed Development has been designed with the clear need to optimise the use of a brownfield Site.
 - The Proposed Development will provide significant communal amenity space within the natural-led landscaping, in addition to private amenity balconies. The new residents will be able to enjoy admirable living conditions.
 - The linear orientation of the Proposed Development means that the vast majority of new homes will be afforded with vistas that are largely uninterrupted; they are not of such an urban context that means they have a close and direct relationship with a neighbouring building.
- 11.29 It is considered that the Proposed Development achieve a high standard of residential accommodation by virtue of its aspect, while seeking to optimise the use of land and design of the buildings.

Inclusive access

- 11.30 Policy D5 of the London Plan relates to 'inclusive design' It seeks that proposals achieve the highest standards of accessible and include design. This includes providing high quality, people focused spaces that are designed to facilitate social interaction and inclusion. Be

¹⁶ Appeal Decision APP/A5270/W/23/3347877, London Borough of Ealing, Waitrose 2 Alexandria Road.

convenient and welcoming with no disabling barriers and be designed to incorporate safe and dignified emergency evacuation for all building users.

11.31 Policy D7 relates to 'accessible housing' and requires that:

- 1 at least 10 per cent of dwellings meet Building Regulation requirement M4(3) 'wheelchair user dwellings'
- 2 all other dwellings meet Building Regulation requirement M4(2) 'accessible and adaptable dwellings'

11.32 The accompanying Design and Access Statement, prepared by Maccreanor Lavington, includes details of inclusive design. It identifies that:

- Step-free access is proposed to be provided to all parts of the Site and the landscaping has been developed to ameliorate level changes across and provide safe and accessible routes to all parts of the Proposed Development.
- Where graded routes are provided these are to be 1:21 or less steep and align with the recommendations within BS 8300:1-2018.
- Paths will be firm, slip-resistant, and have reasonably smooth surface treatments. Where there are different materials along the access routes, these will have level and even surfaces.
- Step-free access will be provided into the residential building entrance lobbies, designed to meet M4(3) requirements.

11.33 The Proposed Development includes 10% M4(3) wheelchair homes. These include homes that are 1B2P and 2B3P and they are distributed across the Site.

Conclusion

11.34 Accordingly, the above assessment demonstrates the Proposal complies with the policies and guidance of the London Plan and the KCS in respect of the various components of residential quality.

12.0 Energy and sustainability

- 12.1 This section considers the energy efficiency and strategy for the Proposed Development and its performance in relation to overheating, the circular economy and whole life carbon assessment.

Energy

- 12.2 Paragraph 163 of the NPPF requires that planning applications consider the need to mitigate and adapt to climate change. Paragraph 168 goes on to state that LPAs should given significant weight to the benefits associated with renewable and low carbon energy generation and the proposal's contribution to a net zero future.
- 12.3 London Plan Policy SI 2, 'minimising greenhouse gas emissions', seeks that major development is net zero-carbon by following the energy hierarchy of 1. Be lean; 2. Be clean; 3. Be green and 4. Be seen.
- 12.4 A minimum on-site reduction of at least 35 per cent beyond Building Regulations is required for major development. Residential development should achieve 10 per cent through energy efficiency measures.
- 12.5 Policy SI 3, 'energy infrastructure' seeks that major development proposals within Heat Network Priority Areas should have a communal low-temperature heating system in line with the identified heating hierarchy. This hierarchy begins with connection to local existing or planned heat networks.
- 12.6 KCS Policy DM 2 relates to low carbon development and identifies locations for combined heat and power networks. Where a district heating network is not in place, it seeks that major developments undertake a detailed investigation into the feasibility of establishing one.
- 12.7 The Proposed Development proposed the use of an individual heating system to each new home through the use of Exhaust Air Heat Pumps ('EAHP').
- 12.8 It is recognised that the Site is within a Heat Network Priority Area and therefore the GLA consider that the use of this technology diverges from the hierarchy set out in Policy SI 3, as it is not future proofed for district heat network connection. However, the GLA recognise that the Site is some distance from existing/planned networks, and is located within a low-density context amongst other physical constraints including a railway and watercourse.
- 12.9 The Energy Statement (section 5) outlines the process that has been undertaken to investigate heat network options. It identifies that the nearest proposed heat network to the Site is over 3km away and no closer, future networks have been identified.
- 12.10 Instead, Individual EAHPs will provide heating and hot water for the homes. They are also capable of providing cooling, to mitigate the risk of overheating when necessary, with dehumidified air to provide a pleasant indoor climate for the occupant.
- 12.11 The use of EAHP's does not require rooftop plant areas, providing increased capacity for additional photovoltaic panels.

- 12.12 The Energy Statement details actual metered electricity costs for the proposed EAHP system and details that protecting consumers from high prices has been developed from a fabric-first approach, prioritising energy efficiency and energy demand reduction.
- 12.13 Berkeley has undertaken a thorough investigation and testing process of EAHP systems, based on this extensive evaluation, they are confident that they will perform effectively in delivering energy-efficient heating and hot water. The technology has demonstrated it provides occupant comfort while maintaining cost-effectiveness, aligning with Berkeley's commitment to sustainable and future-proofed housing solutions.
- 12.14 A fabric-first approach has been adopted to reduce energy demand and building services will include energy efficient lights, optimised heat distribution and mechanical ventilation with heat recovery. The residential units achieve a 11% Be Lean CO2 emission saving.
- 12.15 Due to the baseline notional building for the ancillary residential clubhouse, it is not possible for the non-residential element of the building to achieve the London Plan requirement of a 15% fabric-first efficiency. However, the Energy Statement outlines the measures that have been taken towards this, including low u-values and g-values.
- 12.16 The roof area available has been maximised for photovoltaic panels (180.8 kWp).
- 12.17 Overall, a 77% improvement over Part L1A 2021 of the Building Regulations will be achieved. The balance to achieve net zero carbon will be met through a financial contribution to RBK's carbon offset fund. Through these steps, it has been demonstrated that the Proposed Development will accord with the policies set out within the London Plan and KCS.

Overheating and cooling

- 12.18 London Plan Policy SI 4 'managing heat risk' requires that major development proposals should demonstrate how they will reduce the potential for internal overheating and reliance on air conditioning systems, following the cooling hierarchy.
- 12.19 The accompanying Overheating Assessment, prepared by Whitecode, concludes that through the use of passive and mechanical systems, all of the proposed rooms are compliant with the relevant criteria, including Building Regulations Part O.
- 12.20 The cooling hierarchy has been followed, and the results show that if windows could be fully open, the majority of the scheme would comply passively. However, due to acoustic constraints, mitigation measures are required to homes on the north, south and west, should their windows be shut overnight. The proposed strategy is that tempered air from the EAHP will provide overheating mitigation.
- 12.21 Accordingly, the Proposed Development complies with the requirements of Policy SI 4.

Circular economy

- 12.22 A Circular Economy Statement has been prepared by Whitecode, in accordance with London Plan Policy SI 7, and using the London Plan Guidance for Circular Economy Statements (March 2022). This policy seeks that referable applications promote circular economy outcomes and aim to be net zero-waste.

- 12.23 The Circular Economy Statement explains that a number of cross-disciplinary workshops took place to ensure that circular economy principles were integrated into the design of the development from an early stage. Through these principles and the accompanying GLA Circular Economy Template, it demonstrates that the Proposed Development meets the requirements of London Plan Policy SI 7.

Whole Life Carbon Assessment

- 12.24 London Plan Policy SI 2 seeks that referable planning applications calculate whole life-cycle carbon emissions and demonstrate actions taken to reduce them.
- 12.25 The accompanying Whole Life Carbon Assessment, prepared by Whitecode, undertakes this assessment in line with the London Plan guidance. It concludes that:
- the development is within the GLA aspirational benchmark for Stages A1-A5, with emissions totalling 494 kgCO₂e/m² GIA.
 - the results for Stage B-C (excluding B6 & B7) indicate that the Proposed Development is slightly over the GLA benchmark with emissions totalling 497 kgCO₂e/m² GIA.
 - overall, the Proposed Development comfortably meets the GLA benchmark for Stages A-C with emissions totalling 983 kgCO₂e/m².
 - by implementing the decisions outlined in section 6 of the assessment, the development can expect to achieve a saving of 24.5 kgCO₂/m².
- 12.26 Through the WLC, it has been demonstrated that options for reducing carbon emissions have been considered and implemented where feasible.

Conclusion

- 12.27 Accordingly, the above assessment demonstrates the Proposal's compliance with London Plan policies and guidance and the NPPF on energy, overheating, the circular economy and whole life carbon.

13.0 Transport

- 13.1 This section considers the accessibility of the Site, impacts on access and highways and the proposed car and cycle parking provision.

Transport accessibility

- 13.2 Paragraph 109 of the NPPF requires that development proposals deliver well-designed, sustainable popular places. This includes ensuring that patterns of movement are integral to the design of schemes and identifying opportunities to promote walking, cycling and public transport use.
- 13.3 Paragraph 110 states that significant development should be focused on locations that are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes.
- 13.4 Policies T1 ‘strategic approach to transport’ and T2 ‘healthy streets’ of the London Plan require that development makes an effective use of land by reflecting its connectivity and accessibility, and by delivering patterns of land use that facilitate residents making shorter, regular trips by walking or cycling.
- 13.5 KCS Policy CS 5 reflects this objective, by seeking to reduce the need to travel by car. Policy CS 6 supports and encourages the use of public transport, cycling and walking.
- 13.6 The supporting Healthy Streets Transport Assessment (Iceni) concludes that the Site is demonstrably located within a sustainable location and satisfies the characteristics of sustainable development.
- 13.7 While the PTAL of the Site is presently 0 to 1b, it provides a good level of opportunity to travel by train, bus, cycle and walking:
- It is situated close to two railway stations, Motspur Park (approx. 500m to the north) and Worcester Park (approx. 1km to the south), providing direct connections into Central London and towards the south coast.
 - The TA identifies a number of regular bus services accessible from the Site, providing onward connectivity to surrounding areas and nearby railway stations.
 - The Proposed Development will open the Site to provide a north-south connection for pedestrians and cyclists between the existing Motspur Park and Worcester Park stations.
 - There is a wealth of existing amenities situated both north and south of the Site in Motspur Park and Worcester Park. South of the Site, there are additional prominent amenities just beyond the 1km walking distance such as Waitrose, Superdrug, Sainsbury’s Local and Manor Drive doctor’s surgery.
- 13.8 Overall, the Site is found to be an inherently sustainable location. The Proposed Development will capitalise on this position and enable new residents to travel both north and south and use a range of active and sustainable modes of travel.

- 13.9 A Framework Travel Plan, also prepared by Icení, has been submitted to accompany this planning application. This travel plan further encourages the use of sustainable travel and modes of transport other than the car.

Access, traffic and highways

- 13.10 NPPF paragraph 109 requires that development proposals understand and address the potential impacts of development on transport networks.
- 13.11 Paragraph 115 requires that planning applications ensure safe and suitable access to the Site for all users and that any significant impacts from the development on the transport network or on highway safety can be cost effectively mitigated to an acceptable degree. Paragraph 116 states that:
- “Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network, following mitigation, would be severe, taking into account all reasonable future scenarios.”*
- 13.12 Policy T4 of the London Plan considers the assessment and mitigation of transport impacts. It requires appropriate mitigation to address adverse transport impacts that are identified. It goes on to require that development proposals should not increase road danger. Similarly, KCS Policy DM 9 requires that new development does not contribute to congestion or compromise highway safety.
- 13.13 The Healthy Streets Transport Assessment prepared by Icení concludes that:
- The proposed vehicle accesses have been designed to slow vehicle speeds, and at the northern access to remove vehicle movements to limit its use for pedestrians and cyclists through the use of removable bollards.
 - The internal Site layout will deliver a legible and segregated network of pedestrian/cycle routes to enable them to move through and within the Proposed Development conveniently.
 - The Proposed Development will not result in any severe impacts caused by traffic on the junctions immediately outside of the Site, with little to no queuing and no recorded delay.
 - The number of additional passengers per train carriage (4) is considered to be a level of impact that would fall within daily variations of trips and not have a significant impact. Similarly, as there are multiple services on offer to residents, it is not expected that there would be any considerable increase in terms of passengers per bus.
- 13.14 It concludes that the Proposed Development accords with national, London and Local Planning Policy and that it will not have an impact on local transport networks that can be characterised as severe.

Car parking

- 13.15 The accompanying Healthy Streets Transport Assessment confirms that the northern portion of the Site benefits from a PTAL of 0-1b therefore, the criteria for Outer London

PTAL O-1 of the London Plan has been applied to the parking standards for the Proposed Development.

- 13.16 Policy T6 of the London Plan sets a maximum parking provision of up to 1.5 spaces per home.
- 13.17 KCS Policy DM9(b) requires all new development to comply with the car parking standards outlined in the London Plan, and the implementation of a car parking management scheme.
- 13.18 The Proposed Development follows the push for increased usage of sustainable modes of transport and applies a parking ratio of 0.15 spaces per dwelling (total of 89 spaces). This is considerably lower than the maximum policy requirement. It will promote sustainable travel whilst providing inclusive environments for people to live, so those with occupations requiring a car will have access to car parking.
- 13.19 In accordance with London Plan Policy T6, the proposed car parking will include provision for blue badge holders at a ratio of 3% of the total number of dwellings from the outset – equating to 18 blue badge bays. Should an increased demand for blue badge spaces arise, details on how an additional 7% of spaces can be delivered will be set out beyond occupation of the development.
- 13.20 In accordance with London Plan guidance, 20% of the total parking provision will have active Electric Vehicle Charging Points (EVCP) installed – equating to 18 bays. The remaining 80% will be equipped with passive EVCPs to accommodate for future demand.
- 13.21 The Applicant is also committed to deliver a total of up to 3 Car Club spaces for use by prospective residents and the wider local community, subject to provision from an appropriate operator. This intention accords with KCS Policy CS 7 which supports such schemes.
- 13.22 Therefore, the Proposed Development accords with London Plan Policy T6 and KCS Policy DM9, in taking a positive approach to reducing car parking provision beyond the maximum standards set.

Cycle parking

- 13.23 The Healthy Streets Transport Assessment sets out the required cycle parking provision in accordance with London Plan Policy T5. The Proposed Development will comply with these standards and provide 1,035 long-stay cycle parking spaces for residents and 28 short-stay cycle parking spaces for visitors.
- 13.24 The proposed cycle parking mix will be delivered in accordance with the London Cycle Design Standards and include 75% two-tier racks, 20% Sheffield stands and 5% enlarged Sheffield stands.
- 13.25 Long-term resident cycle parking will comprise a mix of provision within the ground-floor of residential blocks as well as provision within separate cycle stores.
- 13.26 All cycle spaces for residents are secure, sheltered and conveniently located. Visitor cycle parking spaces will be provided within publicly accessible areas in the form of 'Sheffield' stands and will be designed to be LCDS compliant.

- 13.27 The Proposed Development's cycle parking provision will accord with London Plan Policy T5 and the London Cycle Design Standards.

Conclusion

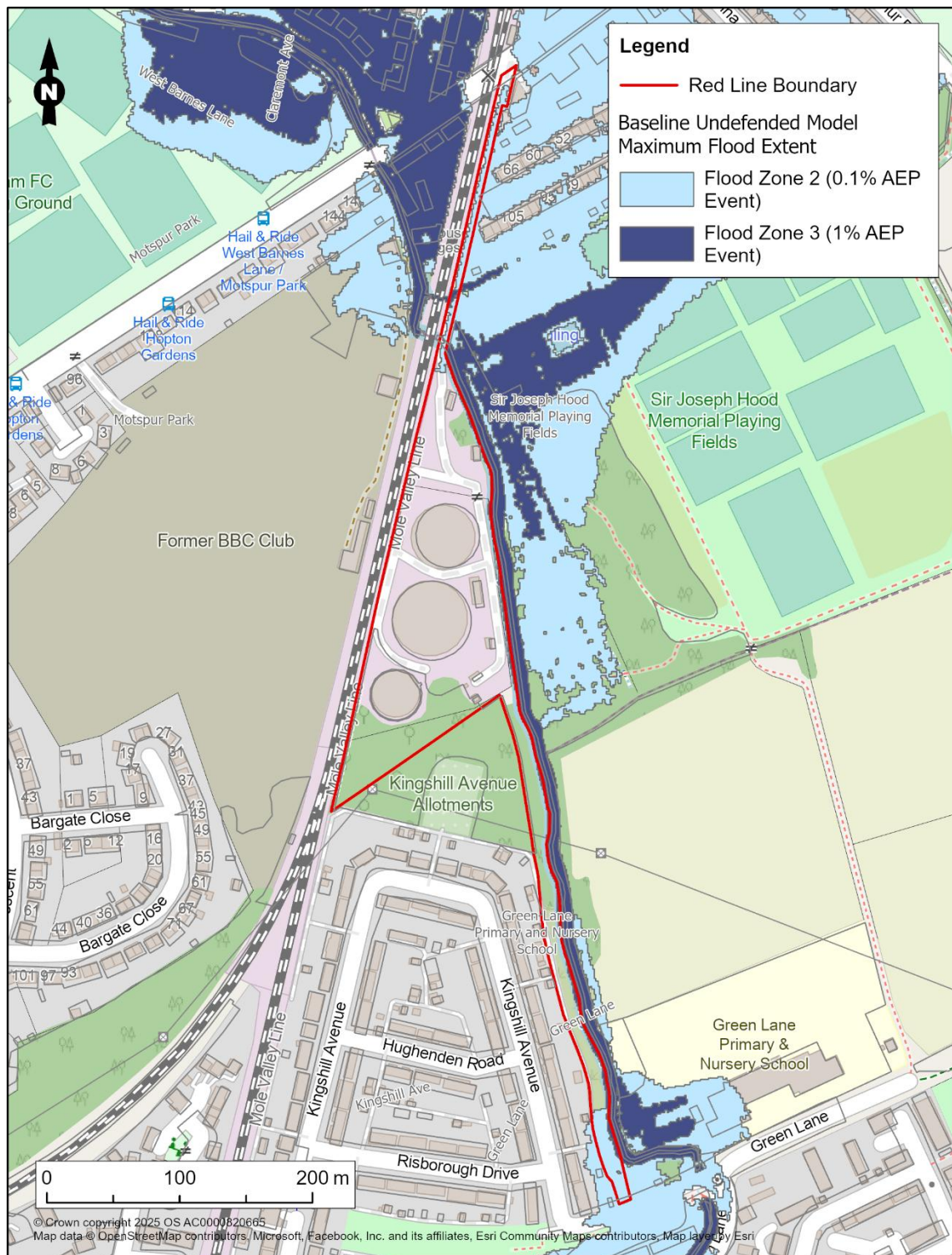
- 13.28 Accordingly, the above assessment demonstrates the Proposal's compliance with the policies and guidance of the London Plan, the KCS and NPPF.

14.0 Flood risk and drainage

Flood risk

- 14.1 The NPPF (§170) states that development in areas at risk of flooding should be avoided by directing development away from areas at highest risk (whether existing or future).
- 14.2 Development should only be allowed in areas of flood risk where it can be demonstrated that the most vulnerable development is located in areas of lowest flood risk, the development is appropriately flood resistant and resilient, it incorporates sustainable drainage systems, any residual flood risk can be safely managed, and safe access and escape routes are included (§172).
- 14.3 Paragraphs 173 to 175 of the NPPF set out the approach required in relation to flood risk sequential tests, as a mechanism to steer new development to areas with the lowest risk of flooding.
- 14.4 London Plan Policy SI 12, ‘flood risk management’, and KCS Policy DM 4, ‘water management and flood risk’, reiterate these requirements, adding specific targets such as reducing surface water run-off to greenfield run off rates. All development in RBK must have regard for levels 1 and 2 of Kingston’s Strategic Flood Risk assessment.
- 14.5 Parts of the Site are identified as being at risk of fluvial flooding (Flood Zones 2 and 3) by the Environment Agency’s flood risk data. However, a site-specific flood risk assessment (**‘FRA’**) has been undertaken by Ramboll which concludes that actual flood risks are lower than indicated by the flood zone extents, due to the flood zones not taking account of existing catchment-wide flood defences and having been informed by outdated modelling methods.
- 14.6 A site-specific FRA has been conducted by Ramboll to assess risk of flooding on the Site in detail. Ramboll’s Model Corrected Flood Zones demonstrate that Flood Zones 2 and 3 occupy only a small portion of the MPG Site. The corrected flood mapping of the Site is shown in Figure 14.1.

Figure 14.1 Model Corrected extent of Flood Risk on the Site (undefended).



Source: Ramboll

14.7

According to Ramboll's undefended model (presented in Figure 14.1), during a 1 in 100 AEP flood event, on-site flooding would be limited to the Northern access route, such that the probability of flooding in this area of the Site would be equivalent to Flood Zone 3. The majority of the Northern access route is located within LBM.

- 14.8 During a 1 in 1,000 AEP scenario on-site flooding would occur along the northern access route and a small section of the southern access route. As such, the probability of flooding on the southernmost extent of the Southern access route would be equivalent to Flood Zone 2. Whilst the northern access route (within LBM) is likely to experience some flooding due to potential overtopping of the Beverley Brook during a 1 in 100 AEP scenario, it has been demonstrated that the Site and the southern access route would remain free from flooding during this annual probability event (for both the present day and future climate change adjusted scenarios). Therefore, the Site is anticipated to maintain a dry exit / access route via the south of the Site in the designed flood event. The southern access route could be affected by flooding during an extreme 1 in 1,000 AEP event.
- 14.9 The remainder of the Site, including the central gas holder area (the main development area) and the majority of the Southern access route is presented in the modelling as located outside of the undefended 1 in 1,000 AEP flood extent which would be equivalent to land in Flood Zone 1. The proposed residential development would be positioned outside the climate change adjusted 1 in 100 AEP flood extent, and also outside of the 1 in 1,000 AEP flood extent; no residential development is proposed in areas at risk of flooding from any source.
- 14.10 Finally, with regards to mitigation, the development involves re-naturalising sections of the Beverley Brook, which is anticipated to benefit flood risk management by enhancing channel storage capacity during flood events. The hydraulic assessment confirms no significant increase in flood risk within or outside the site boundary for the 1% AEP plus Climate Change (2080 Higher (27%)) event.
- 14.11 Whilst the northern access route (within LBM) is likely to experience some flooding due to potential overtopping of the Beverley Brook during a 1 in 100 AEP scenario, it has been demonstrated that the Site and the southern access route would remain free from flooding during this annual probability event (for both the present day and future climate change adjusted scenarios). Therefore, the Site is anticipated to maintain a dry exit / access route via the south of the Site in the designed flood event. The southern access route could be affected by flooding during an extreme 1 in 1,000 AEP event.
- 14.12 On 17 September 2025, the Government updated Planning Practice Guidance on Flood Risk and Coastal Change to remove the blanket requirement to conduct a sequential test when a site-specific FRA demonstrates that the development can be made safe throughout its lifetime. Ramboll's FRA finds that the development is suitable for development in the location proposed. It shows that the development is anticipated to remain safe from all forms of flooding for its lifetime, taking account of the vulnerability of its users, without increasing flood risk elsewhere.

Sequential and Exception Tests

- 14.13 The conclusions of the site-specific FRA and the statement in PPG 7-027 to take a proportionate approach to the application of NPPF paragraph 175 suggests a sequential test is not required for this Proposal at the MPG Site. Nonetheless, for completeness, the Applicant has undertaken this process. The supporting Flood Risk Sequential Test prepared by Lichfields concludes that there are no sequentially preferable sites (or series of sites) to the Site for a development of this quantum and type within RBK.

14.14 Paragraph 178 of the NPPF sets out the Exception Test that should be applied before development is permitted in situations where suitable sites at lower risk of flooding are not available following application of the sequential test. Part a) of this test states that it should be demonstrated that:

“a) the development would provide wider sustainability benefits to the community that outweigh the flood risk”

14.15 Section 17.017.0 of this Statement considers the wider sustainability benefits of the Proposed Development. It concludes that these benefits are extensive, specifically in relation to the delivery of 586 new homes, of which 35% will be affordable. The planning balance that has been undertaken clearly demonstrates that these sustainability benefits will outweigh the residual flood risk that has been identified.

“b) the development will be safe for its lifetime taking account of the vulnerability of its users, without increasing flood risk elsewhere, and, where possible, will reduce flood risk overall.”

14.16 As concluded in the FRA submitted with this application and summarised at paragraphs 14.7 to 14.11, above, the development would meet the requirements of NPPF §178(b).

14.17 Accordingly, the necessary planning policy tests relating to flood risk have been complied with.

Drainage

14.18 The proposed surface water drainage strategy has been set out in the 2025 Drainage Report published by Ramboll. The proposed drainage strategy is to discharge surface water collected from building roofs and impermeable areas and discharge into Beverley Brook through five outfalls, at restricted discharge rates.

14.19 Ramboll have proposed a hybrid discharge option for the proposed surface water drainage, with 50% brownfield betterment rate used for the main site development and greenfield run-off rate used for the proposed pedestrian/cycle path (existing northern access road/path) and proposed access road (existing southern access road/path). The brownfield betterment rate is proposed due to the Site constraints, including existing and proposed utilities and associated easements, proposed site levels and landscaping, existing ecological habitats and brook water levels and limited space to provide below ground surface water attenuation.

14.20 Five outfalls will be used to discharge surface runoff from the Site. The total flow rate will be restricted to 18.70 l/s for the entire site, using a hydrobrake flow control device at four of the outfalls and a private package pump station at one outfall.

14.21 Proposed surface water drainage is designed to accommodate storm events with up to 1 in 100-year annual probability with an allowance for a 40% increase in rainfall depths to allow for climate change. This will ensure that the peak rate of storm water leaving the developed Site is controlled and accounted for within the design.

14.22 The Proposed Development incorporates Sustainable Drainage Systems (SuDS), including permeable paving with below ground surface water storage, attenuation tanks, filter drains, brown roofs and a Swale / Bioretention Area in the north-east of the Site.

- 14.23 The Proposed Development and accompanying drainage strategy accords with London Plan Policy SI 13, 'sustainable drainage', as it seeks to reduce risks associated with surface water and sought to incorporate SuDS where they are feasible in the context of the Site constraints.

Conclusion

- 14.24 Accordingly, the above assessment demonstrates the Proposal's compliance with the policies and guidance on flood risk and drainage in the NPPF, PPG, London Plan and KCS.

15.0 Other environmental considerations

- 15.1 This section assesses other relevant environmental considerations against planning policy, drawing upon the suite of technical assessments submitted with this application.

Fire safety

- 15.2 Policy D12 of the London Plan requires all development proposals to achieve the highest standards of fire safety.
- 15.3 A comprehensive Fire Statement, including fire strategy has been prepared by Introba, to accompany the application. The statement details how the Proposed Development meets the requirements set out in London Plan Policy D12 (Fire Safety) and D5 (Inclusive Design).
- 15.4 The Fire Statement also sets out details of how fire service vehicles are proposed to access the residential units and that it meets the relevant requirements. All residential units will be provided with a fire suppression system, where the system will extend to the amenity and ancillary spaces.
- 15.5 The Fire Statement concludes that the Proposed Development complies with London Plan Policies D12 and D5.

Air quality

- 15.6 London Plan Policy SI 1 ‘improving air quality’ states that development proposals should not lead to further deterioration of existing poor air quality. Development proposals should, at minimum, be Air Quality Neutral, and use design solutions to prevent or minimise increased exposure to existing air pollution. It goes on to require development subject to an EIA is supported by a statement to consider how an air quality positive approach can be taken.
- 15.7 KCS Policy CS 1 ‘climate change mitigation’ seeks to ensure that all development reduces levels of pollution.
- 15.8 The Air Quality Assessment, prepared by Ramboll, demonstrates how the Proposed Development will comply with parts B1 and C of London Plan Policy SI 1. It demonstrates that the Proposed Development is not anticipated to result in any significant effects on local air quality. It has been designed in accordance with good practice measures to minimise emissions and maintain a healthy environment.

Noise

- 15.9 London Plan Policy D14 ‘noise’ sets out that development proposals should avoid significant adverse noise impacts on health and quality of life, improve and enhance acoustic environment and provide mitigation where required.
- 15.10 KCS Policy DM1 states that new development should minimise air, noise and contaminated land impacts, in line with industry best practice.
- 15.11 The Noise and Vibration Assessment contained within Chapter 10 of the Environmental Statement, prepared by Ramboll, demonstrates how noise will be mitigated and managed to ensure compliance with local and regional policy.

- 15.12 In relation to completed development building services noise, it is confirmed that this will be at least 8 dB below the existing background sound level at all existing receptor groups, using a worst-case outcome and it will result in a minor adverse effect, which is not significant.
- 15.13 The assessment also considers the acceptability of internal noise standards for future residents and necessary noise mitigation. This mitigation includes the use of mechanical ventilation to bedrooms to limit noise ingress indoors, particularly in relation to railway movements at night. Mitigation will also be provided to building services to limit noise outside of the proposed homes and this is not expected to result in any significant adverse effects at the proposed receptors.
- 15.14 The site suitability assessment undertaken by Ramboll (ES Volume 3: Technical Appendix 10.6) has not identified any noise and vibration constraints that could not be resolved through good acoustic design. Therefore, no significant effects are expected to arise for the residential occupants of the proposed development either due to existing or proposed sources of noise or existing sources of vibration. Accordingly, subject to the mitigation measures and assumptions used within the assessment being secured by means of appropriately worded planning conditions, the site is likely to be suitable for residential use.

Health impact assessment

- 15.15 London Plan Policy GG3 plans to improve Londoners' health, and reduce health inequalities. It requires that those involved in planning and development must assess the potential impacts of development proposals on the mental and physical health and wellbeing of communities and mitigation measures of any negative impacts, through the use of a Health Impact Assessment.
- 15.16 Similarly, KCS Policy DM 21 requires health impact assessments for all major developments.
- 15.17 The Health Impact Assessment, prepared by Ramboll, assesses potential effects of the Proposed Development on human health and wellbeing. It draws upon and considers the impacts in relation to a range of environmental aspects including (but not limited to) socio-economics, air quality, noise, traffic and climate change.
- 15.18 The assessment concludes that all residents and on-site and off-site users of the Proposed Development, including all vulnerable groups, will benefit from improved open space and play space, prioritised walking and cycling space, safe and secure public realm, as well as access to new high-quality homes.
- 15.19 The Proposed Development would optimise opportunities for active and healthy lifestyles and deliver beneficial effects in respect of key health determinants, including physical activity, housing, open space and transport.
- 15.20 Overall, Ramboll conclude that the Proposed Development has taken health and wellbeing into consideration in its design and would positively contribute towards the creation of healthy and sustainable communities – it aligns with the principles outlined within national, regional and local policy.

Archaeology

- 15.21 Paragraph 207 of the NPPF requires that where a Site includes, or has the potential to include, heritage assets with archaeological interest, LPAs should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation.
- 15.22 London Plan Policy HC1 states that development proposals should identify assets of archaeological significance and use this information to avoid harm, or minimise it through design and appropriate mitigation.
- 15.23 The Site is subject to an Archaeological Significance Tier 2 designation.
- 15.24 The Archaeological Desk Based Assessment prepared by MOLA concludes that there are unknown but possibly moderate potential on the Site for prehistoric and medieval remains, as well as the high known potential of industrial remains of the gasholders.
- 15.25 Given the expected ground contamination on the Site, should archaeological remains survive such remediation, the viability of archaeological investigation would need to be assessed based on any perceived safety hazards resulting from the ground contamination.
- 15.26 The assessment considers that archaeological evaluation trenches/pits are likely to be required. These would aim to assess the presence, nature and significance of any archaeological remains in the areas of proposed impact. Any archaeological work would need to be undertaken in accordance with an approved Written Scheme of Investigation.
- 15.27 The Proposed Development therefore accords with London Plan Policy HC1 to identify assets of archaeological significance and appropriate mitigation.

Heritage

- 15.28 The Site is not located in a conservation area and does not include any statutorily listed buildings. The closest heritage assets are the Rookery and Pavilion, both of which are locally listed, and located c.500m to the north-west of the Site. The closest designated assets are approximately 1km from the Site.
- 15.29 The accompanying Heritage Statement, prepared by Montagu Evans, has been informed by Accurate Visual Representations included in the TVIA.
- 15.30 The assessment confirms that the setting and significance of all identified heritage assets and non-designated heritage assets that have been identified within the study area will be preserved. No harm to the heritage assets is found as a result of the Proposed Development.
- 15.31 Accordingly, the Proposed Development complies with Policy HC1 of the London Plan (2021); Policy CS 8 Character, Design and Heritage of RBK Core Strategy (2012), Policy D12.5 Managing Heritage Assets of the LBM Local Plan (2024); and paragraphs 207, 210, 212-216 and 219 of the NPPF.

16.0 Planning obligations and CIL

Draft s.106 Heads of Terms

16.1 Planning obligations in a section 106 agreement can be used to make an otherwise unacceptable development acceptable, including by securing the delivery of elements of the Proposed Development.

16.2 In accordance with the three tests established in Regulation 122 of the Community Infrastructure Levy Regulations 2010 (as amended), obligations contained within a section 106 agreement must be:

a) Necessary to make the development acceptable in planning terms

b) Directly related to the development

c) Fair and reasonable in scale and kind

16.3 The draft Heads of Terms for the Proposed Development include:

Table 16.1 Draft Heads of Terms

Topic	Description
Affordable Housing	The Applicant proposes a level of affordable housing (35% by habitable room) which accords with the London Plan Fast Track Route. Accordingly, this obligation shall be required to deliver the agreed level of affordable housing.
Carbon offsetting contribution	While the Proposed Development has strived to be net zero-carbon through the design and on-site technologies, a contribution to a carbon offset fund is necessary to achieve.
Car club scheme	To support the reduction in private car usage, both for new residents and the surrounding community, the Applicant intends to deliver up to three car club spaces (subject to operator capacity). This contribution will require the Applicant to use reasonable endeavours to secure car club provision.
Children's play space	Part of the proposed children's play space will be delivered off site. A contribution/obligation to deliver this play space will be incorporated in the section 106 agreement.
Local Employment and Training	Commitments to local employment and training initiatives (or a financial contribution where necessary) will be provided to support the RBK's delivery of services to support people and businesses with their employment and recruitment.
Travel Plan monitoring	A contribution is proposed for the Council to monitor travel plan measures.

Community Infrastructure Levy (CIL)

16.4 In accordance with the Community Infrastructure Levy Regulations 2010 (as amended), local authorities and the GLA may set levy rates for the creation of new development (subject to exemptions).

Mayoral CIL

- 16.5 The current MCIL2 is set at a rate of £60 per sqm for development within RBK (subject to indexation).

Borough CIL (RBK)

- 16.6 RBK adopted a CIL charging schedule in November 2015. This applies different rates across the Borough. For the Site, the applicable rate for residential development is: Zone 4 £50 per sqm (subject to indexation).
- 16.7 No floorspace generating development is proposed within the LBM administrative area and therefore CIL will not be applicable.

17.0 Planning benefits

- 17.1 This Statement has undertaken an assessment of the Proposed Development against the Development Plan. It has demonstrated that complies with the Development Plan where those policies are not out of date. The next step of the assessment is to undertake a balancing exercise in accordance with paragraph 11 of the NPPF – this is set out in section 16.0 of this Statement.
- 17.2 To inform the balancing exercise, this section demonstrates that it constitutes sustainable development and identifies the planning benefits of the Proposed Development.

Sustainable development

- 17.3 Paragraph 10 of the Framework sets out a presumption in favour of sustainable development. It has been demonstrated that paragraph 11 and this presumption applies for the Proposed Development and therefore it must be demonstrated that the Proposed Development constitutes sustainable development.
- 17.4 Sustainable development can be defined within three overarching and interdependent objectives; the economic, social, and environmental, which need to be pursued in a mutually supportive manner:

Table 17.1 Demonstrating a sustainable form of development

NPPF objectives definition	Response
Locational sustainability Significant development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes.	The Site is located within an inherently sustainable location with excellent levels of connectivity created. The Site benefits from proximity to Motspur Park and Worcester Park stations, as well as a number of regular bus services within a convenient walk of the Site. Both Motspur Park and Worcester Park benefit from a cluster of amenities and trip attractors along their respective High Streets; most prominently Worcester Park provides a diverse range of prominent amenities which prospective residents will be able to reach within a convenient walk.
an economic objective to help build a strong, responsive, and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation, and improved productivity; and by identifying and coordinating the provision of infrastructure.	The Proposed Development will contribute to the economic objective of sustainability through the direct and indirect economic benefits associated with the delivery of 586 new homes. This includes the construction phase investment within RBK and the local area, in addition to operational benefits through new local spending and council tax receipts.
a social objective to support strong, vibrant, and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering well-designed,	The Proposed Development makes a strong contribution to social sustainability. The Proposed Development will create a strong, vibrant, and healthy community between Motspur Park and Worcester Park of 586 new homes. It will provide a range of homes, including

NPPF objectives definition	Response
beautiful, and safe places, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural wellbeing.	affordable housing, which will contribute to the needs of RBK and the wider area for the present and future generations.
an environmental objective to protect and enhance our natural, built, and historic environment; including making effective use of land, improving biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.	The Proposed Development will be delivered with a density that optimises land use; it will achieve a biodiversity net gain; and will incorporate a design and technologies that move towards a low carbon economy, with waste and pollution minimised. The accessibility of the Site means that active modes of travel have been prioritised and car use reduced and mitigated through the proposed provision of car club facilities and EV car charging.

Planning benefits

17.5 The Proposed Development will deliver a significant range of benefits:

Social

- 1 Creation of 586 new homes in RBK of a mix of sizes to meet a range of housing needs in a borough which RBK recognises is significantly constrained
- 2 Delivery of 35% affordable housing (50:50 London Affordable Rent : Shared Ownership)
- 3 Opening up an inaccessible site to the public for the first time in 100 years, to provide new pedestrian and cycle links improving the connectivity of the existing community
- 4 Over 1.6 acres of new public realm including new play facilities for infants to 17 years, including enhancements to off-site SJHMPPF play areas, delivering benefits for new and existing residents in both RBK and LBM
- 5 Car club provision for both new residents and the existing community

Economic

- 6 A viable brownfield regeneration prospect in an accessible and sustainable location, in close proximity to a train station and bus services and in the context of a highly constrained Borough
- 7 Employment during construction (747 person years of direct employment)
- 8 Delivering economic benefits through construction phase investment (£36.6m in GVA to the local economy plus £2.4m in local annual spend) and operational use (£8.7m local spend annually, plus additional Council Tax receipts and New Homes Bonus payments).

Environmental

- 9 Decontamination of a derelict and redundant gas holders and hard standing site to achieve beneficial redevelopment of the Site (NPPF §125c)

- 10 Environmental enhancements to Beverley Brook and planting 213 new trees and linear hedgerows, and biodiversity enhancements (over 10% BNG)
- 11 Creating a distinctive new place, achieving a high quality of landscape and building design appropriate for its location, character and context
- 12 Beneficial effect on townscape through the removal of the gasholders high quality of building design

17.6 The weight to be given to each of these benefits and their application in the planning balance is set out in section 19.0.

18.0 Northern access route (LBM element)

- 18.1 The northern access route to the Proposed Development, comprising 0.14ha of the Site, is within the administrative area of the London Borough of Merton. This section undertakes an assessment of that element of the Proposed Development, in isolation, against the policies of the Merton Local Plan ('MLP') and London Plan policies where not considered earlier in this Planning Statement.
- 18.2 During the demolition and construction phases, vehicles will enter the Site from the north and exit from the south, providing a one-way system through the Site. In its operational phase, the proposed northern access route will only be used for pedestrians and cyclists, with vehicular access restricted by a removal bollard (for use by emergency vehicles).

Principle of development

- 18.3 The northern access comprises Character Area 1 in the Landscape Statement. The proposed new northern access will provide a safe, secure and accessible route in and out of the Site for pedestrians and cyclists, throughout the day and night. It is a crucial component of the Proposed Development in helping to prioritise the use of active modes of travel for new residents and to deliver the public benefit of a north-south route through the Site to West Barnes Lane and Motspur Park Station.
- 18.4 The proposed access will not include any built form of development; it will be limited to engineering operations to form a temporary road surface for the construction period and the operational phase landscaping for pedestrians and cyclists.
- 18.5 To aid wayfinding, a feature entrance gateway is proposed in this location, constructed from the vertical steel elements of the gasholder structures. This feature gateway includes signage, feature lighting and also incorporates a decorative gate that screens, but also allows access to, the adjacent substation.
- 18.6 The proposed northern access is located outside of the MOL and does not need to be assessed against either MOL or relevant Green Belt policies.
- 18.7 MLP Policy T16.1 relates to sustainable travel. It aims to encourage and enable people to choose active travel modes, by implementing a comprehensive network of safe and convenient cycle and walking routes.
- 18.8 MLP Policy O15.1 seeks to improve the opportunities for residents and visitors to experience nature. It aims to protect and seek improvements to walking and cycling routes to and through open spaces. It also seeks to promote healthy lifestyles to encourage well-being through the use of the Boroughs open spaces and recreational spaces.
- 18.9 The proposed northern access accords with each of these policy objectives. It will play a significant part in promoting active modes of travel, both for future residents and existing communities with a new north-south route connecting Motspur Park and Worcester Park. As part of the wider Proposed Development, the northern access forms part of a new network of cycle and walking routes through the Site. It will facilitate new connections to open and recreational spaces, including the adjacent SJHMPF.

18.10 LBM Policy O.15.1 deals with open space, green infrastructure and nature conservation and O.15.3 biodiversity and access to nature. The pedestrian and cycle route will be landscaped and contribute to enhancing the green infrastructure and biodiversity.

18.11 The principle of the creation of a pedestrian and cycle access accords with these relevant MLP planning policies.

Vehicular access to West Barnes Lane and highway effects (construction phase)

18.12 The northern access benefits from an existing access point for vehicles. This will be retained and improved for the operational phase to provide a bellmouth access for pedestrians and cyclists.

18.13 The accompanying Healthy Streets Transport Assessment considers the proposed construction vehicle routeing. It is currently proposed that all construction vehicles will enter from the northern access, from West Barnes Lane, avoiding the level crossing so that they always access the Site via a left-turn movement on West Barnes Lane.

18.14 Construction vehicles exiting the Site will use the southern access.

18.15 The Transport Assessment concludes that the low level of HGV trips associated with the delivery of the Proposed Development, it is not considered to be disruptive to local amenity. The Environmental Statement concludes that there will be a low uplift of construction traffic which is a temporary, adverse impact of minor significance.

18.16 Policy T7 of the London Plan relates to deliveries, servicing and construction. It states that Construction Logistics Plans and Delivery and Servicing Plans will be required and should be developed in accordance with Transport for London guidance and in a way which reflects the scale and complexities of developments.

18.17 MLP Policy D12.3 seeks to “ensure that the traffic and construction activity do not adversely impact or cause significant inconvenience in the day to day lives of those living and working nearby, and do not harm road safety or significantly increase traffic congestion.”

18.18 The Proposed Development, through the proposed construction vehicle routeing with a one-way configuration will seek to minimise impacts on the road network and is not considered to cause significant inconvenience to those living or working nearby. The proposed construction approach will be detailed and agreed with LBM and RBK in a future construction management plan and include the mitigation, as identified within Chapter 5 of the ES. Accordingly, the proposed approach to using the northern access for temporary construction vehicle movements accords with MLP Policy D12.3 and T7 of the London Plan.

Marina Avenue

18.19 The Proposal, as explained in the Healthy Street Transport Assessment, takes the opportunity to create a pedestrian/cycle access from the proposed northern access route on to Marina Avenue, in addition to the primary pedestrian/cycle/emergency access from West Barnes Lane to the north and the multi-modal access from Kingshill Avenue to the south. Unfettered vehicle access into/from Marina Avenue will be precluded via the

installation of a manual bollard. This secondary pedestrian and cycle access brings benefits from a safety and permeability perspective by providing alternative routes for those walking down the access to/from West Barnes Lane. It will also seek to promote social cohesion.

- 18.20 The Applicant's introduction of a secondary link to the north via Marina Avenue responded to DRP advice seeking greater permeability and perception of safety by providing a choice of routes. This additional permeability was also welcomed by RBK. The access to Marina Avenue would enhance the pedestrian and cycle route network and would provide choice to the journey to/from Motspur Park, consistent with the principles of a well-designed place in the Government's National Design Guide.
- 18.21 However, LBM have advised that Marina Avenue resident representatives of parents of children with disabilities living in Marina Avenue consider that the pedestrian and cycle access proposal would have a negative impact on the health, wellbeing and safety of their vulnerable children. The Applicant acknowledges that, under the Equality Act 2010, it can be necessary to make 'reasonable adjustments' to developments to ensure they do not place disabled people at a 'substantial disadvantage'.
- 18.22 Also, LBM officers have expressed concern that providing a pedestrian/cycle link to Marina Avenue would generate anti-social behaviour and that this would be used by mopeds, scooters and e-bikes, either for criminality or as a cut through which could cause conflict with pedestrians. The northern access in its entire length is designed to be pedestrian and cycle friendly, with signage & CCTV in operation and the development will have a 24 hour concierge service deterring motorcycles from using this route. If this didn't have the desired effect, the Council could introduce ANPR ticketing motorcycles who use this route.
- 18.23 The Applicant has retained the link to Marina Avenue within the application scheme, appreciating there are opposing views on the merit of doing so, and intends to review this aspect of the Proposal having considered the statutory and neighbour consultation responses on the application.

Flood Risk

- 18.24 Section 14.0 of this Statement and the accompanying Flood Risk Assessment consider the flood risk associated with the northern access, given its proximity to Beverley Brook.
- 18.25 MLP Policy F15.7 reflects national policy in relation to flood risk and confirms that LBM will steer development towards areas at lowest risk of flooding from all sources through the application of the sequential test.
- 18.26 MLP Policy F15.8 requires that developments must incorporate the latest climate change allowances as part of the FRA and surface water drainage strategy. It also expects a sequential approach to be applied to the site layout, locating the most vulnerable elements of a proposed development within areas at lowest risk of flooding.
- 18.27 As concluded within section 14.0 of this Statement and the accompanying Flood Risk Sequential Test, it is concluded that there are no sequentially preferable sites (or series of sites) to the Site for a development of this quantum and type within the search area (RBK administrative area).

- 18.28 As explained in the Flood Risk section above, according to Ramboll's undefended model (presented in Figure 14.1), during a 1 in 100 AEP flood event, on-site flooding would be limited to the northern access route, such that the probability of flooding in this area of the Site would be equivalent to Flood Zone 3.
- 18.29 During a 1 in 1,000 AEP scenario on-site flooding would occur along the northern access route and a small section of the southern access route. As such, the probability of flooding on the southernmost extent of the southern access route would be equivalent to Flood Zone 2. Whilst the northern access route (within LBM) is likely to experience some flooding due to potential overtopping of the Beverley Brook during a 1 in 100 AEP scenario, it has been demonstrated that the Site and the southern access route would remain free from flooding during this annual probability event (for both the present day and future climate change adjusted scenarios). Therefore, the Site is anticipated to maintain a dry exit / access route via the south of the Site in the designed flood event. The southern access route could be affected by flooding during an extreme 1 in 1,000 AEP event.
- 18.30 Ramboll's FRA finds that the development is suitable for residential development in the location proposed. It shows that the development is anticipated to remain safe from all forms of flooding for its lifetime, taking account of the vulnerability of its users, without increasing flood risk elsewhere.
- 18.31 Accordingly, as set out in section 14.0, the necessary NPPF and London Plan policy tests and the MLP policies relating to flood risk on the northern access route have been complied with.

Conclusion

- 18.32 The proposed northern access is an important element of the Proposed Development, delivering the benefits of north-south permeability through the Site for new residents and existing communities, which are assessed in the planning balance.
- 18.33 This section demonstrates that the proposed northern access will comply with the relevant MLP policies principle of this access route, connectivity, vehicular access during construction, landscape and flood risk, as well as those of the London Plan where not addressed in earlier sections of this Statement.

19.0 Balancing exercise

- 19.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 states that:
- “If regard is to be had to the Development Plan for the purpose of any determination to be made under the planning Acts the determination must be made in accordance with the plan unless material considerations indicate otherwise.”*
- 19.2 Paragraph 11 of the Framework then sets out the tests in which the presumption in favour of sustainable development and the ‘tilted balance’ applies in decision-taking. Part d) requires that where the policies which are most important for determining the application are out-of-date, granting permission unless:
- i. *the application of policies in this Framework that protect areas or assets of particular importance⁷ provides a strong reason for refusing the development proposed; or*
 - ii. *any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole, having particular regard to key policies for directing development to sustainable locations, making effective use of land, securing well-designed places and providing affordable homes, individually or in combination⁹*
- 19.3 Out-of-date policies for the provision are defined through footnote 8 as situations, *inter alia*, where the local planning authority cannot demonstrate a five-year supply of deliverable housing sites or where the Housing Delivery Test is less than 75%.
- 19.4 Footnote 7 identifies the policies in the Framework that must be considered and applied under part i. These include, *inter alia*, land designated as Green Belt and areas at risk of flooding.
- 19.5 It has been demonstrated that the Council is unable to demonstrate a five-year supply of deliverable housing sites – just 1.48 years – that it’s HDT result was just 58% and therefore that the policies most important for determining the application (*specifically policy CS 10 ‘Housing Delivery’ and DM 15 ‘Affordable Housing’*) are out-of-date.
- 19.6 Accordingly, paragraph 11 d) of the Framework is triggered.

Paragraph 11 d) i

- 19.7 Paragraph 11 d) i. requires an assessment of whether the policies in the Framework provide a strong reason for refusing the development proposed, when those policies are applied. Footnote 7 states that this includes land which is Green Belt. As the Site is MOL and Policy G3 of the London Plan affords MOL the same protections as the national planning policy tests applied to the Green Belt, the relevant Green Belt policies must be applied.
- 19.8 The Site is previously developed land and, therefore, the applicable test to establish if the development is ‘inappropriate’ is whether the redevelopment of the Site for residential use would cause substantial harm to the openness of the Green Belt (NPPF §154 g)).
- 19.9 Section 7.0 of this Statement undertakes an MOL assessment of the Site and Proposed Development. It concludes that the Proposed Development will not cause substantial harm

to the openness of the Green Belt and, accordingly, it is not development that is inappropriate.

- 19.10 Footnote 7 also references policies relating to areas at risk of flooding. Part of the Site, limited to the northern access, is subject to surface water flood risk. The Applicant has applied the tests set out at NPPF §173-175 and undertaken a sequential test to consider whether there are other reasonably available sites appropriate for the Proposed Development in areas with a lower risk of flooding.
- 19.11 Following the Government's clarification through the PPG, a proportionate approach should be taken, and a sequential test does not need to be applied where a site-specific flood risk assessment demonstrates clearly that the proposed layout, design, and mitigation measures would ensure that occupiers and users would remain safe from current and future surface water flood risk for the lifetime of the development.
- 19.12 Notwithstanding this clarification, the Applicant has undertaken a sequential test assessment. This accompanies the application and demonstrates that there are no sequentially preferable sites (or series of sites) for a development of this quantum and type within the Borough. Moreover, the mitigation proposed by Ramboll confirms that the Site will remain safe for occupiers and users.
- 19.13 Accordingly, policies relating to areas at risk of flooding are complied with and do not provide a strong reason for refusing the Proposed Development.

Paragraph 11 d) ii

- 19.14 Paragraph 11 d) ii requires that planning permission be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, having particular regard to key policies for directing development to sustainable locations, making effective use of land, securing well-designed places and providing affordable homes.
- 19.15 This Statement has identified and assessed the adverse impacts and harm resulting from the Proposed Development. It has found that the main harm arising from the Proposal is a marked level of harm to the openness of the MOL, albeit there is no conflict with NPPF para 154 g) as the impact on openness would not be substantial; there are also benefits to the MOL from the access, open recreation and landscape created.
- 19.16 The proportion of 3-bedroom homes (10.2%) is below the local policy expectation of 30%, but the level is justified by the viability and other London Plan policy H10 considerations supporting the proportion of 1 and 2- bedroom homes proposed, and the KCS housing policies being out of date.
- 19.17 The Proposed Development will result in a gain of +4.08 habitat units or +34% BNG and, as the trading rules are not satisfied due to the loss of 1.99 units of neutral grassland, this will be offset through the creation of higher value Open Mosaic Habitat on the proposed brown roofs to compensate for the loss of grassland by providing habitats of higher distinctiveness. Opportunities for BNG have therefore been utilised and maximised on Site to, on balance, best align with the requirements of the Environment Act.
- 19.18 There would also be a low uplift of construction traffic which is a temporary, adverse impact of minor significance.

- 19.19 Before turning to whether these adverse impacts would significantly and demonstrably outweigh the benefits, we first identify the extensive range of benefits resulting from the Proposed Development. The following table identifies the weight which we consider applies to each planning benefit in this case (from section 17.0), using the following spectrum of weight: limited, moderate, significant, substantial, very substantial.

Table 19.1 Benefits arising from the Proposed Development and our weighting

Benefits	Weight
Social	
Creation of 586 new homes in RBK of a mix of sizes to meet a range of housing needs in a borough which RBK recognises is significantly constrained	Very substantial
Delivery of 35% affordable housing (50:50 London Affordable Rent : Shared Ownership)	Very substantial
Opening up an inaccessible site to the public for the first time in a 100 years, to provide new pedestrian and cycle links improving the connectivity of the existing community	Substantial
Over 1.6 acres of new public realm including new play facilities for infants to 17 years, including enhancements to off-site SJHMPF play areas, delivering benefits for new and existing residents in both RBK and LBM	Moderate
Car club provision for both new residents and the existing community	Limited
Economic	
A viable brownfield regeneration prospect in an accessible and sustainable location, in close proximity to a train station and bus services and in the context of a highly constrained Borough	Substantial
Employment during construction (<i>747 person years of direct employment¹⁷</i>)	Moderate
Delivering economic benefits through construction phase investment (<i>£36.6m in GVA to the local economy plus £2.4m in local annual spend¹⁸</i>) and operational use (£8.7m local spend annually ¹⁹ , plus additional Council Tax receipts and New Homes Bonus payments).	Moderate
Environmental	
Decontamination of a derelict and redundant gas holders and hard standing site to achieve beneficial redevelopment of the Site (NPPF §125c)	Substantial
Environmental enhancements to Beverley Brook and planting 213 new trees and linear hedgerows, and biodiversity enhancements (over 10% BNG)	Significant
Creating a distinctive new place, achieving a high quality of landscape and building design appropriate for its location, character and context	Significant
Beneficial effect on townscape through the removal of the gasholders high quality of building design	Significant

- 19.20 The benefits of the Proposed Development are, therefore, extensive and the residual effect of the identified harm is of a lesser scale. In undertaking this balancing exercise, the harm

¹⁷ Socio-economics ES Chapter 7.

¹⁸ Ibid.

¹⁹ Ibid.

to the MOL identified from the Proposed Development, when considered with the identified mitigation and other benefits to the MOL, is demonstrably outweighed by the very significant and wide-ranging benefits of the Proposed Development.

19.21 The Proposed Development will make the effective use of land in a sustainable location, of a high quality of design and including the provision of 35% affordable housing.

19.22 Accordingly, the titled balance of §11 d) of the NPPF can be applied and planning permission should be granted for the Proposed Development.

20.0 Summary and conclusions

Site

- 20.1 The Motspur Park Gasholders Site is an under-utilised, previously developed, utilities infrastructure site. It is sustainably located with excellent access to public transport and local amenities by walking and cycling.
- 20.2 The Site is precisely the type of largely redundant, degraded and contaminated land that the Government, through the NPPF (Chapter 11), promotes the effective use of. In RBK, a borough which is constrained by Green Belt, MOL and heritage designations. This brownfield site and its capacity to accommodate significant development is vital to its delivery of new homes.

Proposed Development

- 20.3 A new urban neighbourhood, set within a regenerative, natural landscape will be created, transforming the Site. For the first time in 100 years, the Site will be re-opened to the public, creating a new north/south pedestrian and cycle route linking Motspur Park and Worcester Park.
- 20.4 The Proposed Development will deliver 586 much-needed new homes. This is a substantial windfall of housing, equating to 60% of a year's worth of RBK's current housing requirement and is substantially more than the annual average number of homes it has delivered since 2019.
- 20.5 These homes will be of a high-quality of design and architecture which, along with the landscape, river corridor and public realm, has been shaped through extensive pre-application engagement, including design review and public consultation.
- 20.6 Despite viability challenges, the Applicant has committed to providing 35% affordable housing – meeting the London Plan policy requirement. This will be a substantial boost to RBK's affordable housing delivery, which has met just 7% of its total need in 2024/25.

Planning policy considerations

- 20.7 Our assessment of the Proposal against the planning policy framework has led to the assessment of housing, affordable housing, housing mix, viability, design, tall building, MOL, residential quality, energy and sustainability, transport, flood risk and drainage, other environmental and planning obligation considerations. We have found that Proposal accords with the relevant policies of the Development Plan and NPPF in all these respects, where there is policy tension in the case of local affordable housing tenure and housing mix policy, and BNG requirements, this is justified by the assessment reasoning, including the Kingston Core Strategy being an out of date plan for housing purposes.

Planning harm, benefits and planning balance

- 20.8 RBK's housing delivery record is representative of the acute housing crisis that is being experienced across London. It has failed the Housing Delivery Test and its 5YHLS position (less than 1.48 years) is dire. These factors mean that the NPPF paragraph 11 'tilted balance' applies.

- 20.9 While the Site is within the MOL, the harm from the Proposed Development that has been identified to the MOL is not substantial, it satisfies the requirement of the NPPF §154(g) exception test policy. The Proposed Development will make effective use of land in a sustainable location, is of a high quality of design and includes the provision of 35% affordable housing.
- 20.10 This Statement has identified and assessed the adverse harm and the benefits resulting from the Proposed Development. The benefits of the Proposed Development are extensive and the residual effect of the identified harm is of a lesser scale. In undertaking the NPPF para 11 d) ii balancing exercise, the significant and wide-ranging benefits of the Proposed Development are therefore not demonstrably outweighed by the marked harm to the MOL from the Proposed Development and the temporary adverse construction traffic impact, which is of minor significance.
- 20.11 Accordingly, planning permission should be granted for the Proposed Development.

Appendix 1 Planning Policy Framework

Table 20.1 Relevant policy considerations for RBK and LBM.

Topic	NPPF	London Plan	RBK CS / LBM LP	Guidance	Emerging policy
RBK					
Housing delivery incl. affordable housing	§60-66	H1 – Increasing Housing Supply H4 – Delivering Affordable Housing H5 – Threshold approach to applications H6 – Affordable Housing Tenure H10 – Housing Mix Size	CS10 – Housing delivery DM13 – Housing quality and mix DM 15 – Affordable housing	Housing SPG Affordable housing and viability SPD	Affordable Housing LPG (draft May 2023) Development viability LPG (draft May 2023)
Green Belt and MOL	§153-160	G2 – Green Belt G3 – Metropolitan Open Land	DM5 – Green Belt, MOL and open space needs		
Best use of land	§124-130	D3 – Optimising site capacity through a design-led approach		Optimising Site Capacity: A design led approach SPG	
Good Design	§131-141	D4 – Delivering Good design D5- Inclusive design D6 – Housing quality and standards D7 – Accessible housing	CS8 – Character, design and heritage DM10 – Design requirements for new developments DM 11	Housing Design Standards SPG Optimising Site Capacity: A design led approach SPG	
Tall Buildings	n/a	D9 – Tall buildings			
Landscape, Public realm and play space	§96-108	S4 – play and informal recreation T2 – Healthy Streets D8 – Public realm	DM22 – Design for safety CS14 – Safer communities		

Topic	NPPF	London Plan	RBK CS / LBM LP	Guidance	Emerging policy
Climate change, energy and low carbon development	§162-169	SI 2 – Minimising Greenhouse Gas Emissions Policy SI 3 – Energy Infrastructure SI 4 – Managing heat risk SI 7 – Circular Economy	CS 1 – Climate change mitigation CS2 – Climate change adaptation DM1 – Sustainable design and construction standards DM2 – Low carbon development DM3 – Designing for climate change	Circular Economy Statement LPG Energy Planning Guidance LPG Whole Life Carbon LPG Be seen energy monitoring LPG	
Biodiversity and nature	§187-195	G1 – Green Infrastructure G4 – Open space G5 – Urban Greening G6 – Biodiversity and access to nature G7 – Trees and woodland	CS3 – The natural and green environment DM6 – Biodiversity	Urban Greening Factor LPG	
Sustainable Transport	§109-114	T4 – Assessing and mitigating transport impacts T5 – Cycling T6 – Car Parking T6.1 – Residential parking	CS5 – Reducing the need to travel CS6 – Sustainable travel CS7 – Managing vehicle use DM8 – Sustainable transport for new development DM9 – Managing vehicle use for new development	Sustainable Transport, Walking and Cycling LPG (2022)	
Deliveries and servicing	n/a	T7 – Deliveries, servicing and construction			
Flood Risk and SuDs	§170-182	SI 5 – Water infrastructure SI 12 – Flood Risk Management SI 13 – Sustainable drainage	DM4 – Water management and flood risk IMP2 – Sewerage and water infrastructure	Flood Risk and Coastal Change PPG	
Fire Safety		D12 – Fire Safety			

Topic	NPPF	London Plan	RBK CS / LBM LP	Guidance	Emerging policy
Air Quality	§199	SI 1 – Improving Air Quality		Air Quality Positive LPG Air Quality Neutral LPG	
LBM					
Transport	§109-114	T4 – Assessing and mitigating transport impacts T5 – Cycling T6 – Car Parking T6.1 – Residential parking	T16.3 – Managing the transport impacts of development	Sustainable Transport, Walking and Cycling LPG (2022)	
Flood Risk	§170-182	SI 5 – Water infrastructure SI 12 – Flood Risk Management SI 13 – Sustainable drainage	F15.7 - Flood risk management and sustainable drainage F15.8 – Managing local flooding	Flood Risk and Coastal Change PPG	
Landscape and public realm	§96-108	S4 – play and informal recreation T2 – Healthy Streets D8 – Public realm	O15.1 – Open space, green infrastructure and nature conservation	Play and informal recreation SPG	
Ecology	§187-195		O15.3 – Biodiversity and access to nature		