

Report of the Head of Development Management and Building Control

Address: WILLOWTREE MARINA WEST QUAY DRIVE HAYES

Development: Conversion of the first floor and loft space to create 3 x 2-bed and 1 x 1- bed flats with ground floor extension for relocation of existing Chandlery

LBH Ref Nos: 46463/APP/2023/2279

Drawing Nos: WTMWQD_PLN_004.3
WTMWQD_PLN_006.3
Cherryfield Ecology Report 20/01/2023
Design and Access Statement
WTMWQD_LOC_001
WTMWQD_PLN_001
WTMWQD_PLN_005
WTMWQD_PLN_003
WTMWQD_PLN_002 Rev B
WTMWQD_PLN_007

Date Plans received: 01-08-2023 **Date(s) of Amendments(s):** 01-08-2023
15-11-2023

Date Application valid 01-08-2023

1. SUMMARY

Planning Permission is sought for the conversion and extension of the first floor and loft space to create 3 x 2-bed and 1 x 1- bed flats with ground floor extension for relocation of existing Chandlery.

In terms of the principle of development, the proposal involves development within the Green Belt. As such the applicant must demonstrate that the proposal would meet one or more the exceptions within para 154 of the NPPF to be considered appropriate development or demonstrate that very special circumstances exist (VSC). In this case the proposal would involve a residential development facilitated by a modest roof extension to accommodate the residential units within the upper floor area and an infill extension at ground floor level to relocate the chandlery. It is considered that the proposed extensions would appear subordinate additions to the existing building and would be proportionate. As such the proposal meets exception c) of paragraph 154 of the NPPF (2023) and is therefore appropriate development within the Green Belt and would have a limited impact upon openness.

Having regard for the sites Green Belt designation, during the assessment of the application it has been necessary to negotiate the submission of amended plans and additional supporting information to respond to design and highway concerns.

The applicant has submitted a set of revised drawings which are considered to respond to Officer's initial design concerns regarding the scale of the proposed dormer and its potential to have an

adverse impact on the appearance of the building. The amended plans demonstrate a reduction in the scale of the dormer which is now considered to form proportionate addition to the existing building.

In terms of the highway concerns, the application site benefits from a large car park which serves the Marina moorings and the existing building on site which contains a restaurant and nursery. The initial application provided an indication that the proposal to introduce residential use on this site above the existing restaurant, chandlery and nursery uses, would not lead to a reduction in car parking which would impact the uses which the car park serves resulting in parking over spilling onto the public highway outside of the site.

The applicant has provided additional evidence to demonstrate how the existing car park is used. In summary, 63 parking spaces currently exist at the site. 18 spaces are allocated for the site's commercial users and 12 for residential moorings. The remaining 33 spaces are unallocated and 6 of those spaces would be allocated to users of proposed flats. Taking into consideration these points, the proposal would cause no loss of parking to the sites existing users and would provide sufficient parking space for users of the new flats, alongside overflow parking space. The development is therefore considered to have an acceptable highways impact.

Overall, it is considered that subject to the recommended conditions the proposed development would cause no harm to the character and appearance of the area or the host building, nor would it cause significant harm to neighbouring amenities or the local highways network. Residents of the new flats would be provided with an acceptable standard of internal and external living accommodation. Additionally, the development would constitute appropriate development in the Green Belt and would cause no harm to its openness or purposes.

It is therefore recommended that the committee grant planning permission for the proposed development.

2. RECOMMENDATION

APPROVAL subject to the following:

1. RES3 Time Limit

The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

REASON

To comply with Section 91 of the Town and Country Planning Act 1990.

2. RES4 Accordance with Approved Plans

The development hereby permitted shall not be carried out except in complete accordance with the details shown on submitted plans numbers:

WTMWQD_LOC_001
WTMWQD_PLN_006.3
WTMWQD_PLN_004.3

and shall thereafter be retained/maintained for as long as the development remains in existence.

REASON

To ensure the development complies with the provisions of the Hillingdon Local Plan Part 1 (2012), Part 2 (2020) and the London Plan (2021).

3. RES5 General compliance with supporting documentation

The development hereby permitted shall not be occupied until the following has been completed in accordance with the specified supporting plans and/or documents:

Cherryfield Ecology Report 20/01/2023

Thereafter the development shall be retained/maintained in accordance with these details for as long as the development remains in existence.

REASON

To ensure the development complies with the provisions of the Hillingdon Local Plan Part 1 (2012), Part 2 (2020) and the London Plan (2021).

4. NONSC Sustainable Drainage and Water Management

No development above ground level shall take place until a scheme for the provision of sustainable water management and water efficiency shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall:

- i. Provide information about the design storm period and intensity, the method employed to delay and control the surface water discharged from the site and the measures taken to prevent pollution of the receiving groundwater and/or surface waters;
- ii. Include a timetable for its implementation; and
- iii. Provide a management and maintenance plan for the lifetime of the development

The scheme shall also demonstrate the use of methods to minimise the use of potable water through water collection, reuse and recycling and will:

- iv. Provide details of water collection facilities to capture excess rainwater;
- v. Provide details of how rain and grey water will be recycled and reused in the development;
- vi. Provide details of how the dwelling will achieve a water efficiency standard of no more than 110 litres per person per day maximum water consumption (to include a fixed factor of water for outdoor use of 5 litres per person per day in accordance with the optional requirement defined within Approved Document G of the Building Regulations).

Thereafter the development shall be implemented and retained/maintained in accordance with these details for as long as the development remains in existence.

REASON

To ensure the development does not increase the risk of flooding in accordance with Policies DMEI 9 and DMEI 10 of the Hillingdon Local Plan Part 2 (2020) and Policies SI2 and SI 13 of the London Plan (2021).

5. RES7 Materials (Submission)

No development above ground level shall take place until details of all materials and external surfaces (associated with the proposed development) have been submitted to and approved in writing by the Local Planning Authority. Thereafter the development shall be constructed in accordance with the approved details and be retained as such.

Details should include information relating to make, product/type, colour and photographs/images.

REASON

To ensure that the development presents a satisfactory appearance in accordance with Policy DMHB 11 of the Hillingdon Local Plan Part 2 (2020).

6. RES9 Landscaping (car parking & refuse/cycle storage)

No development above ground level shall take place until a landscape scheme has been submitted to and approved in writing by the Local Planning Authority. The scheme shall include:

1. Details of Soft Landscaping

1.a Planting plans (at not less than a scale of 1:100)

1.b Written specification of planting and cultivation works to be undertaken

1.c Schedule of plants giving species, plant sizes, and proposed numbers/densities where appropriate and to include pollution absorbing species.

2. Details of Hard Landscaping

2.a Refuse Storage (secure and enclosed)

2.b Cycle Storage (6 cycle storage spaces shall be provided for the approved dwelling and the storage shall be secure and enclosed)

2.d Hard Surfacing Materials

2.e External Lighting

2.f Other structures (such as play equipment and furniture)

2.g Car parking layout for 6 parking spaces, including details to demonstrate that 2 of the 6 spaces to serve the residential units are provided with active electrical vehicle charging points (EVCP).

3. Details of Landscape Maintenance

3.a Landscape Maintenance Schedule for a minimum period of 5 years

3.b Proposals for the replacement of any tree, shrub, or area of turfing/seeding within the landscaping scheme which dies or in the opinion of the Local Planning Authority becomes seriously damaged or diseased

4. Schedule for Implementation

Thereafter the development shall be carried out and maintained in full accordance with the approved details.

REASON

To ensure that the proposed development will preserve and enhance the visual amenities of the locality and provide adequate facilities in compliance with policies DMHB 11, DMHB 12, DMHB 14, DMEI 1 and DMT 2 of the Hillingdon Local Plan Part 2 (2020).

7. 0M10 Construction Management Plan

Prior to development commencing, a demolition and construction management plan shall be submitted to and approved in writing by the Local Planning Authority in consultation with the Canals and Rivers Trust. The plan shall detail:

- (i) The phasing of development works
- (ii) The hours during which development works will occur (please refer to informative I15 for maximum permitted working hours).
- (iii) Measures to prevent mud and dirt tracking into the nearby water source, footways and adjoining roads (including wheel washing facilities).
- (iv) Traffic management and access arrangements (vehicular and pedestrian) and parking provisions for contractors during the development process (including measures to reduce the numbers of construction vehicles accessing the site during peak hours).
- (vi) Measures to reduce the impact of the development on local air quality and dust through minimising emissions throughout the demolition and construction process.
- (vi) The storage of demolition/construction materials on site.
- (vii) A site operation plan shall be submitted detailing the measures that will be taken during construction to ensure that the sites existing uses can function and are not adversely impacted by construction works at the site.

The approved details shall be implemented and maintained throughout the duration of the demolition and construction process.

REASON

To safeguard the amenity of surrounding areas in accordance with Policy DMHB 11 of the Hillingdon Local Plan Part 2 (2020).

8. NONSC Non Standard Condition

The 6 car parking spaces illustrated on drawing reference WTMWQD_PLN_002 Rev A shall be allocated for the residential units and shall be retained for this use for the lifetime of the development.

REASON

To safeguard the amenity of surrounding areas in accordance with Policy DMHB 11 of the Hillingdon Local Plan Part 2 (2020) and to ensure that adequate parking is provided for the sites users in compliance with Policy DMT 6 and Policy T6 of the London Plan (2021).

9. NONSC Non Standard Condition

Notwithstanding the approved drawings, prior to the occupation of the hereby approved dwellings, details of the siting, design and materials of all privacy screens to balconies shall be submitted to and approved in writing by the Local Planning Authority.

Thereafter, the screens shall be installed as per the consented details prior to the first occupation of the development here by approved and the privacy screens shall be retained on site for so long as the development remains in existence.

REASON

To prevent overlooking to adjoining properties and to protect the privacy of occupiers of the flats in accordance with Policy DMHB 11 of the Hillingdon Local Plan Part 2 (2020).

10. NONSC Non Standard Condition

Prior to the occupation of the hereby approved dwellings, a Servicing and Delivery Plan shall be submitted to and approved in writing by the Local Planning Authority. The plan shall include details of how the sites existing commercial uses will be serviced; where servicing and delivery vehicles would park; and mitigation measures which will be implemented to minimise the impacts of servicing and deliveries on residents at the site.

REASON

To safeguard the amenity of surrounding areas in accordance with Policy DMHB 11 of the Hillingdon Local Plan Part 2 (2020) and to ensure that adequate parking is provided for the sites users in compliance with Policy DMT 6 and Policy T6 of the London Plan (2021).

11. NONSC Non Standard Condition

Prior to the commencement of the development either revised floor plans illustrating the re-location of the existing plant room equipment or evidence to demonstrate the equipment within the existing plant room is no longer required, shall be submitted to and approved in writing by the Local Planning Authority.

REASON

To safeguard the functionality of the existing uses within the building whilst the development is constructed and for the lifetime of the development and to ensure to the amenities of local residents are protected in accordance with Policy DMHB 11 of the Hillingdon Local Plan Part 2 (2020) and Policy S3 of the London Plan (2021).

12. NONSC Non Standard Condition

No floodlighting or other form of external lighting shall be installed unless it is in accordance with details which have previously been submitted to and approved in writing by the Local Planning Authority. Such details shall include location, height, type and direction of light sources and intensity of illumination.

REASON

To safeguard the amenity of surrounding properties in accordance with Policy DMHB 11 of the Hillingdon Local Plan Part 2 (2020); and to protect the ecological value of the area in accordance with Policy DMEI 7 of the Hillingdon Local Plan Part 2 (2020).

INFORMATIVES

1. I52 Compulsory Informative (1)

The decision to GRANT planning permission has been taken having regard to all relevant planning legislation, regulations, guidance, circulars and Council policies, including The Human Rights Act (1998) (HRA 1998) which makes it unlawful for the Council to act incompatibly with Convention rights, specifically Article 6 (right to a fair hearing); Article 8 (right to respect for private and family life); Article 1 of the First Protocol (protection of property) and Article 14 (prohibition of discrimination).

2. I73 Community Infrastructure Levy (CIL) (Granting Consent)

Under the terms of the Planning Act 2008 (as amended) and Community Infrastructure Levy Regulations 2010 (as amended), this development is liable to pay the London Borough of Hillingdon

Community Infrastructure Levy (CIL) and the Mayor of London's Community Infrastructure Levy (CIL). This will be calculated in accordance with the London Borough of Hillingdon CIL Charging Schedule 2014 and the Mayor of London's CIL Charging Schedule 2012. Before commencement of works the development parties must notify the London Borough of Hillingdon of the commencement date for the construction works (by submitting a Commencement Notice) and assume liability to pay CIL (by submitting an Assumption of Liability Notice) to the Council at planning@hillingdon.gov.uk. The Council will then issue a Demand Notice setting out the date and the amount of CIL that is payable. Failure to submit a valid Assumption of Liability Notice and Commencement Notice prior to commencement of the development may result in surcharges being imposed.

The above forms can be found on the planning portal at:
www.planningportal.gov.uk/planning/applications/howtoapply/whattosubmit/cil

Pre-Commencement Conditions: These conditions are important from a CIL liability perspective as a scheme will not become CIL liable until all of the pre-commencement conditions have been discharged/complied with.

3. I15 Control of Environmental Nuisance from Construction Work

Nuisance from demolition and construction works is subject to control under The Control of Pollution Act 1974, the Clean Air Acts and other related legislation. In particular, you should ensure that the following are complied with:-

A. Demolition and construction works which are audible at the site boundary shall only be carried out between the hours of 08.00 and 18.00 hours Monday to Friday and between the hours of 08.00 hours and 13.00 hours on Saturday. No works shall be carried out on Sundays, Bank or Public Holidays.

B. All noise generated during such works shall be controlled in compliance with British Standard Code of Practice BS 5228:2009.

C. Dust emissions shall be controlled in compliance with the Mayor of London's Best Practice Guidance' The Control of dust and emissions from construction and demolition.

D. No bonfires that create dark smoke or nuisance to local residents.

You are advised to consult the Council's Environmental Protection Unit (www.hillingdon.gov.uk/noise Tel. 01895 250155) or to seek prior approval under Section 61 of the Control of Pollution Act if you anticipate any difficulty in carrying out construction other than within the normal working hours set out in (A) above, and by means that would minimise disturbance to adjoining premises.

4. I23 Works affecting the Public Highway - Vehicle Crossover

The development requires the alteration of a vehicular crossover, which will be constructed by the Council at the applicant's expense. This work is also subject to the issuing of a separate licence to obstruct or open up the public highway. For further information and advice contact: - Highways Maintenance Operations, 4W/07, Civic Centre, Uxbridge, UB8 1UW.

5. IT05 Wildlife and Countryside Act 1981

Wildlife and Countryside Act 1981: Note that it is an offence under this act to disturb roosting bats, nesting birds or any other protected species. Therefore, if applicable, it is advisable to consult your

tree surgeon / consultant to agree an acceptable time for carrying out the approved works.

153 **Compulsory Informative (2)**

The decision to GRANT planning permission has been taken having regard to the policies and proposals in the Hillingdon Local Plan Part 1 (2012) and Part 2 (2020) set out below, including Supplementary Planning Guidance, and to all relevant material considerations, including The London Plan (2021) and national guidance.

DMEI 10	Water Management, Efficiency and Quality
DMEI 14	Air Quality
DMEI 4	Development on the Green Belt or Metropolitan Open Land
DMH 2	Housing Mix
DMHB 11	Design of New Development
DMHB 12	Streets and Public Realm
DMHB 14	Trees and Landscaping
DMHB 15	Planning for Safer Places
DMHB 16	Housing Standards
DMHB 17	Residential Density
DMHB 18	Private Outdoor Amenity Space
DMT 1	Managing Transport Impacts
DMT 2	Highways Impacts
DMT 5	Pedestrians and Cyclists
DMT 6	Vehicle Parking
EM2	(2012) Green Belt, Metropolitan Open Land and Green Chains
LPP D1	(2021) London's form, character and capacity for growth
LPP D3	(2021) Optimising site capacity through the design-led approach
LPP D4	(2021) Delivering good design
LPP D5	(2021) Inclusive design
LPP D6	(2021) Housing quality and standards
LPP D7	(2021) Accessible housing
LPP G2	(2021) London's Green Belt
LPP H1	(2021) Increasing housing supply
LPP H2	(2021) Small sites
LPP S3	(2021) Education and childcare facilities
LPP SI13	(2021) Sustainable drainage
LPP T5	(2021) Cycling
LPP T6	(2021) Car parking
LPP T6.1	(2021) Residential parking
NPPF11	NPPF 2021 - Making effective use of land
NPPF12	NPPF 2021 - Achieving well-designed places

NPPF13	NPPF 2021 - Protecting Green Belt Land
NPPF2	NPPF 2021 - Achieving sustainable development
NPPF4	NPPF 2021 - Decision-Making
NPPF5	NPPF 2021 - Delivering a sufficient supply of homes
NPPF9	NPPF 2021 - Promoting sustainable transport

3. CONSIDERATIONS

3.1 Site and Locality

The application site is located at the end of West Quay Drive. The site comprises the Willowtree Marina which is made up of a part single part two storey building in mixed use as well as moorings for boat owners and users of the Grand Union Canal. Alongside the moorings, a large car park, trees and other greenery exist within the site.

The building within the site is currently used as a chandlery, restaurant and nursery.

The development site is within the Green Belt and the site has a PTAL rating of 1A.

Planning Permission is sought for the conversion of the first floor and loft space to create 3 x 2-bed and 1 x 1- bed flats with ground floor extension for relocation of existing Chandlery.

3.2 Proposed Scheme

Planning Permission is sought for the conversion and extension of the first floor and loft space to create 3 x 2-bed and 1 x 1- bed flats with ground floor infill extension to facilitate the relocation of existing Chandlery. Cantilever balconies are proposed to provide private amenity and terraces to serve the new residential units.

The site nursery, chandlery and restaurant would be retained, as would the toilet and shower facilities.

3.3 Relevant Planning History

46463/A/91/1703 Yeading Marina Boathouse West Quay Drive Hayes
Change of use of first floor flat to office use ancillary to chandlery
Decision: 25-02-1992 Approved

46463/APP/2001/664 Willowtree Marina West Quay Drive Hayes
CHANGE OF USE FROM MARINA WORKSHOP TO USE FOR PURPOSES WITHIN CLASS B8
(RETROSPECTIVE APPLICATION)
Decision: 21-05-2001 Approved

46463/APP/2002/186 North Eastern Edge Of The Marina , South Of The Footpath West Quay Drive Hayes

INSTALLATION OF A BOARDWALK TO LAND ADJACENT TO WILLOW TREE MARINA (FOR EDUCATIONAL PURPOSES)

Decision: 19-04-2002 Approved

46463/APP/2004/3092 Willow Tree Marina West Quay Drive Hayes

CHANGE OF USE FROM BOATHOUSE TO CHILDREN'S NURSERY AND ALTERATIONS TO FRONT AND REAR ELEVATIONS

Decision: 20-09-2005 Approved

46463/APP/2005/3105 Willowtree Marina West Quay Drive Hayes

DETAILS OF LANDSCAPING REMEDIATION SCHEME, DUSTBIN, REFUSE COLLECTION AREA, CYCLE PARKING SPACES, "SAFE STRIP", WELD MESH, DISABLED RAMP, BOLLARDS, "GO SLOW" SIGN ETC IN COMPLIANCE WITH CONDITIONS 9, 11, 12, 13, 14 AND 15 OF PLANNING PERMISSION REF 46463/APP/2004/3092 DATED 22.9.2005 : CHANGE OF USE FROM BOATHOUSE TO CHILDRENS'S NURSERY.

Decision: 16-05-2006 Approved

46463/APP/2006/372 Willowtree Marina West Quay Drive Hayes

VARIATION OF CONDITION 15 TO REMOVE REQUIREMENT TO PLACE WELD MESH ON RAILINGS SURROUND TO THE MARINA OF PLANNING PERMISSION REF.46463/APP/2004/3092 DATED 22/09/2005 (CHANGE OF USE FROM BOATHOUSE TO CHILDREN'S NURSERY AND ALTERATIONS TO FRONT AND REAR ELEVATIONS).

Decision: 04-04-2006 Approved

46463/C/94/3151 Yeading Marina Boathouse West Quay Drive Hayes

Installation of two externally illuminated fascia signs

Decision: 27-01-1995 Approved

46463/E/96/0486 Yeading Marina Boathouse Complex West Quay Drive Hayes

Change of use of part of first floor from office to one-bedroom flat (retrospective application)

Decision: 24-05-1996 Approved

46463/F/96/0487 Yeading Marina Boathouse Complex West Quay Drive Hayes

Change of use of part of first floor chandlery to Class B1 (office)

Decision: 24-05-1996 Approved

46463/G/96/0855 Willowtree Marina West Quay Drive Hayes

Change of use of workshop to Class B8 (packaging, storage and distribution)

Decision: 05-07-1996 Approve Limited
Time

46463/H/98/0601 Willowtree Marina West Quay Drive Hayes

Erection of a summerhouse/storeroom (for use ancillary to the residential houseboats at the Marina)

Decision: 21-05-1998 Approved

Comment on Relevant Planning History

The sites planning history is cited above.

Planning application reference 46463/E/96/0486 is of particular importance as this application proposed to introduce residential use to the site. Whilst the development plan has been subject to significant change since this application was approved, it is considered to be material to the assessment of the application.

4. Planning Policies and Standards

Planning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise.

The Development Plan for the London Borough of Hillingdon currently consists of the following documents:

The Local Plan: Part 1 - Strategic Policies (2012)
The Local Plan Part 2 - Development Management Policies (2020)
The Local Plan Part 2 - Site Allocations and Designations (2020)
The West London Waste Plan (2015)
The London Plan (2021)

The National Planning Policy Framework (NPPF) (2023) is also a material consideration in planning decisions, as well as relevant supplementary planning documents and guidance.

Local Plan Designation and London Plan

The following Local Plan Policies are considered relevant to the application:-

Part 1 Policies:

PT1.BE1 (2012) Built Environment

PT1.H1 (2012) Housing Growth

Hillingdon Planning Committee -

PART 1 - MEMBERS, PUBLIC & PRESS

Part 2 Policies:

- EM2 (2012) Green Belt, Metropolitan Open Land and Green Chains
- DMH 2 Housing Mix
- DMEI 4 Development on the Green Belt or Metropolitan Open Land
- DMHB 11 Design of New Development
- DMEI 10 Water Management, Efficiency and Quality
- DMEI 14 Air Quality
- DMHB 12 Streets and Public Realm
- DMHB 14 Trees and Landscaping
- DMHB 15 Planning for Safer Places
- DMHB 16 Housing Standards
- DMHB 17 Residential Density
- DMHB 18 Private Outdoor Amenity Space
- DMT 1 Managing Transport Impacts
- DMT 2 Highways Impacts
- DMT 5 Pedestrians and Cyclists
- DMT 6 Vehicle Parking
- LPP G2 (2021) London's Green Belt
- LPP D1 (2021) London's form, character and capacity for growth
- LPP D3 (2021) Optimising site capacity through the design-led approach
- LPP D4 (2021) Delivering good design
- LPP D5 (2021) Inclusive design
- LPP D6 (2021) Housing quality and standards
- LPP S3 (2021) Education and childcare facilities
- LPP D7 (2021) Accessible housing
- LPP H1 (2021) Increasing housing supply

LPP H2 (2021) Small sites
LPP SI13 (2021) Sustainable drainage
LPP T5 (2021) Cycling
LPP T6 (2021) Car parking
LPP T6.1 (2021) Residential parking
NPPF13 NPPF 2021 - Protecting Green Belt Land
NPPF2 NPPF 2021 - Achieving sustainable development
NPPF4 NPPF 2021 - Decision-Making
NPPF5 NPPF 2021 - Delivering a sufficient supply of homes
NPPF9 NPPF 2021 - Promoting sustainable transport
NPPF11 NPPF 2021 - Making effective use of land
NPPF12 NPPF 2021 - Achieving well-designed places

5. Advertisement and Site Notice

5.1 Advertisement Expiry Date: **7th September 2023**

5.2 Site Notice Expiry Date: Not applicable

6. Consultations

External Consultees

A site notice was placed at the development site on 17/08/23.

Additionally 39 neighbouring properties were directly notified of the proposal. Letters were sent on 08/08/23 and 24/10/23. Both times residents were given 21 days to provide responses to the proposed development.

During the consultation periods, a total of 11 objections were received. The objections have been summarised below.

- 1) The proposal would cause harm to the local highways network.
- 2) The proposal would cause harm to the character and appearance of the area, as well as harm to the design of the existing building.
- 3) The proposal would cause harm to neighbouring amenities (privacy, light, outlook and mental health).
- 4) The development would have an adverse ecological impact (bats and contamination of marina water).
- 5) We will have to relocate due to noise and disturbance during and post construction - this would put us at a financial deficit.

Hillingdon Planning Committee -

PART 1 - MEMBERS, PUBLIC & PRESS

- 6) Not all residents have been consulted on the proposed development.
- 7) Construction works will cause noise and disturbance, harming neighbours amenities.
- 8) The development would have an adverse impact on the functioning of the marina.
- 9) The development would cause harm to the conservation area.
- 10) The proposal would provide an unsafe environment for future residents, as they would have to walk along the access road to the site.
- 11) Possible use of the site for as air bandb
- 12) The development would lead to an increase in anti-social behaviour
- 13) Increase in light pollution

A comment was also received from the Lock and Quay Restaurant and Bar who operate from the site. The comment is as follows 'I have met with my landlord and any concerns we had as a business at the location have been discussed and I feel reassured. Please remove my objection from this application.'

A petition with 23 signatures has also been submitted against the application. The petition raises the following concerns regarding the proposed development:

- i) The development will impact on surrounding property prices.
- ii) Having unknown contractors frequently visiting the site would reduce the security of residents.
- iii) Construction works would also cause disturbance to neighbouring residents, harming their amenities.
- iv) The proposal would cause harm to neighbouring amenities (privacy, light and outlook).
- v) A nature reserve abuts the marina, the development could have an adverse impact.
- vi) All residents in the surrounding area were not consulted on the application.

PLANNING OFFICER COMMENTS

Issues relating to points 1,2,3,4, i, ii, iv, v are considered in the main body of this report.

With regards to points 5, 7 and iii, construction works are temporary and therefore so are the associated impacts. The Environmental Protection Act (1990) and Pollution Act (1974) are in place to ensure that construction works are carried out in an appropriate and environmentally friendly manner. Notwithstanding the above, a condition requiring a construction logistics plan and construction management plan to be agreed with the Council has been recommended, in order to minimise the impacts of construction on neighbouring residents and the environment as far as practicable.

In relation to point 6 and vi, a site notice was placed at the site and 39 neighbouring properties were consulted on the application. The statutory consultation obligations for the application have been carried out. See section 6.1 of the report for further information.

In relation to point 8, there is no guarantee that the works would have an adverse impact on the sites ability to operate. Furthermore operators at the site have been consulted on the application and raised no objection to the proposed development. Additionally, if approved a condition requiring a construction management plan is recommended. The condition would include the requirement for a site operation plan, ensuring that any adverse impacts of construction do not have a permanent or significantly adverse impact on the ability of the site to function.

In relation to point 9, the development site is not within a conservation area.

In relation to point 10, there is lighting along the access road to ensure adequate levels of visibility. Car parking is included within the scheme to ensure that residents have the option of driving in and out of the site; limiting the need to walk. It should also be noted that at present the site is in mixed use and when

necessary its users may walk to and from the site via the access road, as such the new residents and users would be provided with the same level of safety.

In relation to point i, property prices are not a material planning consideration.

In relation to point ii, there is no guarantee that contractors would engage in anti social behaviour or activities which would endanger residents.

In relation to point 11, the application seeks planning consent for the provision of new residential units.

In relation to point 12, the proposal would result in an area which is occupied outside of the existing hours of operation, which would naturally increase the surveillance and safety of the area.

With regards to point 13, the proposal would result in an increase in internal light activity. The applicant has submitted an ecology assessment which indicates that the development would not result in an unacceptable level of harm to local ecology and in particular bats. A condition to restrict the implementation of additional lighting would be attached to the decision notice to ensure any further lighting required to serve the development, in particular external lighting, would require planning permission.

Internal Consultees

HIGHWAYS OFFICER:

A planning application has been received for a site at Willowtree Marina seeking permission to convert the first floor and extend the roof of an existing building to create 4no. flats together with a ground floor extension to relocate an existing Chandlery. The proposal would involve reallocating 6no. car parking spaces from the existing 63no. space car park to the residential units, 2no. of the residential car parking spaces would be provided with an active electric vehicle charge point. There is no cycle parking proposed.

Willowtree Marina hosts 90no. narrow boat berths, of which 12no. are residential, there is also a restaurant and a chandlery. The site is served by 63no. car parking spaces of which 12no. are allocated to the residential moorings. The application site is within an area with a PTAL ranking of 1a demonstrating that the application has poor access to public transport compared to London as a whole suggesting that future residents would be reliant on the private car for trip making.

As mentioned above the proposal would provide 6no. car parking spaces. The London Plan 2021 Table 10.3 - Maximum Residential Parking Standards would allow up to 1.5 parking spaces per dwelling or 7no. in total, the 6no. proposed is in accordance with the London Plan and is accepted. The London Plan Policy T6.1 requires that these spaces are leased and not sold and only requires disabled persons parking for development providing 10no. or more units. The Chandlery would be reduced in size, accordingly the maximum number of car parking spaces the London Plan would allow would fall from 6no. to 4no.

The proposal would not provide any cycle parking, this would be contrary to the London Plan (2021) Policy T5 which would require 7no. cycle parking spaces. The Highway Authority believes that there is sufficient scope for the applicant to satisfactorily address the cycle requirement and therefore could be conditioned.

As part of the proposal 6no. of the existing car parking spaces would be reallocated to the residential use, however the number of car parking spaces the Chandlery would require would fall from 4no. to 2no. With the proposal built out there would therefore be a net reduction in car parking supply to the existing uses of 4no. spaces, from 63no. to 60no. This figure is considered insignificant, sufficient car parking spaces would be retained to cater for the others uses at the Marina. However, a Car Parking Management and Design

Hillingdon Planning Committee -

PART 1 - MEMBERS, PUBLIC & PRESS

Plan is required to show how car parking spaces would be allocated amongst the commercial tenants, residential moorings and the new dwellings. This Plan should also demonstrate how the residential car parking spaces would be allocated to units and leased not sold under a 1990 Town and Country Planning Act s.106 agreement legal agreement.

There are no highway objections to this proposal subject to the following planning conditions.

Conditions

Plans are submitted showing how the development would accommodate safe, secure and accessible parking for 6no. cycles.

REASON to be in accordance with the published London Plan 2021 Policy T5 Cycling which requires that developments should "provide cycle parking at least in accordance with the minimum standards".

The Highway Authority requires that a Parking Design and Management Plan is submitted to the Council for approval outlining how the 6no. car parking spaces would be allocated and leased.

REASON to be in accordance with the published London Plan 2021 Policy T6.1 Residential Parking.

The Highway Authority require that a Service and Delivery Plan is submitted for approval.

REASON To be in accordance with the published London Plan 2021 Policy T7 Deliveries, servicing, and construction.

CASE OFFICER COMMENT:

The Highway Engineers request for a car parking management plan is noted, however details have been submitted to demonstrate how the car park is currently used by those who use the moorings and visit the marina and those using the commercial uses within the building. Based on this information it is clear that the proposal would provide sufficient parking without compromising the other uses. Drawing ref WTMWQD_PLN_002 Rev B indicates the location of the 6 spaces to serve the residential uses therefore a condition pertaining to these spaces being allocated for use by the residential units for the lifetime of the development is considered sufficient.

ACCESS OFFICER:

This proposal for conversion of the first floor and loft space to create 3 x 2-bed and 1 x 1- bed flats has been reviewed against the requirements of the 2021 London Plan policy D7 which should not be applied to this existing building. Conclusion: no objections raised from an accessibility perspective.

NOISE OFFICER:

Given the nature and context of the proposed development apparent from the information provided I do not consider noise and vibration to be a material planning issue.

WASTE OFFICER:

Please provide details of waste and recycling provisions to accommodate additional waste and recycling arising from the 4 proposed dwellings. With 7 additional bedrooms it is anticipated that a further 840L of waste will be produced per week. Provisions should be assessed to ensure that they are able to support 120L of waste per bedroom, per week across the whole development. Additional containers should be sourced if required, with a suitable space allocated within the current storage area for waste and recycling containers. Consideration should be made for a 140L communal food waste unit to be installed to enable residents to recycle food as well as dry mixed recycling.

Hillingdon Planning Committee -

PART 1 - MEMBERS, PUBLIC & PRESS

PLANNING OFFICER COMMENT:

Comments from the Access Officer, Highways Officer and Waste Officer have been taken into consideration in the assessment of this application. In order to make the development acceptable in planning terms the recommended conditions and informatives would be attached to the permission, should the application be approved. The applicant has confirmed that the main building within the site is being used as a chandlery, restaurant and nursery. It also includes toilet and shower facilities, alongside a plant room.

7. MAIN PLANNING ISSUES

7.01 The principle of the development

The NPPF (2023) and Policy GG2 of the London Plan (2021) state a requirement to encourage the effective use of land and encourage the use of previously developed, vacant and underutilised sites to maximise development potential, in particular for new housing. Chapter 5 of the NPPF supports the delivery of homes, confirming that local authorities should, through their Local Plans, demonstrate how housing targets and objectives will be met. Particular emphasis is given to housing delivery over the next five years, but authorities are also required to consider growth beyond this.

Policy GG4 of the London Plan seeks to ensure that London's housing needs are met. Policy H1 of the London Plan (2021) promotes the optimisation of housing output within different types of location. Consideration will also be given to the accessibility of the site to services and amenities. Policy H2 of the London Plan advises that Borough's should proactively support well designed homes on small sites in decision and plan making.

At local level Policy H1 of the Local Plan: Part 1 - Strategic Policies (November 2012) gives general support to housing provision to meet and exceed the Council's minimum strategic dwelling requirement.

The site comprises the Willowtree Marina which is entirely located within the Green Belt. A detailed assessment of the proposal's accordance with the Green Belt related development plan policies is set out in section 7.5 of this report.

The application proposes an extension to the existing building on site and the introduction of residential use to the upper floor comprising of 3 x 2 bed and 1 x 1 bed flats. Given the policy support for the optimisation of brownfield sites to contribute towards delivering new homes, and the planning history of the site which indicates that residential use was previously deemed to be acceptable, subject to the proposed developments compliance with other relevant planning policies and material planning considerations, the principle of extending the building to facilitate the provision of residential use in addition to the existing non-residential uses, is considered to be acceptable.

HOUSING MIX

Policy H10 of the London Plan (2021) states that applicants and decision-makers should have regard to the need for additional family housing. Family housing is defined within the glossary of the London Plan (2021) and advises that it must generally be of a size that has three or more bedrooms.

Policy DMH 2 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020) states that the Council will require the provision of a mix of housing units of different sizes in schemes of residential development to reflect the Council's latest information on housing need.

The supporting text to Policy DMH 2 states at paragraph 4.6 that 'The Council's current information on housing need indicates a substantial borough-wide requirement for larger affordable and private market units, particularly three-bedroom properties. Applicants proposing residential schemes will be required to demonstrate that this need has been taken into account.'

3 x 2 bed and 1 x 1 bed flat are proposed. Due to the sites mixed use, constrained siting and low accessibility it is less suitable for family sized housing. Taking into consideration these points the proposed housing mix is considered to be acceptable. The scheme is therefore considered acceptable in terms of Policy DMH 2 and London Plan Policy H10.

7.02 Density of the proposed development

Policy D3 of the London Plan (2021) states 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. In other areas, incremental densification should be actively encouraged by Boroughs to achieve a change in densities in the most appropriate way. This should be interpreted in the context of Policy H2 of the London Plan (2021) which states that Boroughs should proactively support well-designed new homes on small sites below 0.25 hectares in size.

Numerical densities are considered to be more appropriate to larger sites and what is considered of greater significance to the determination of this application is the local contextual factors. The key consideration is therefore whether the development would acceptably integrate with the character and appearance of the area, and would respect residential amenity considerations, rather than the consideration of the numerical density of the proposal. These issues are discussed in detail at sections 7.07 and 7.08 of this report.

7.03 Impact on archaeology/CAs/LBs or Areas of Special Character

The development would not have an impact on any heritage assets.

7.04 Airport safeguarding

The development would have no impact on airport safeguarding.

7.05 Impact on the green belt

The proposed development site is located entirely within the Green Belt therefore the applicant is required to demonstrate that the proposal either constitutes appropriate development by meeting one or more the exceptions set out within the NPPF or that very special circumstances exist.

Policy DMEI 4 of the Hillingdon Local Plan - Development Management Policies (2020) states that 'A) inappropriate development in the Green Belt and Metropolitan Open Land will not be permitted unless there are very special circumstances. B) Extensions and redevelopment on sites in the Green Belt and Metropolitan Open Land will be permitted only where the proposal would not have a greater impact on the openness of the Green Belt and Metropolitan Open Land, and the purposes of including land within it, than the existing development, having regard to: i) the height and bulk of the existing building on the site; ii) the proportion of the site that is already developed; iii) the footprint, distribution and character of the existing buildings on the site; iv) the relationship of the proposal with

any development on the site that is to be retained; and v) the visual amenity and character of the Green Belt and Metropolitan Open Land'.

Policy G2 (A) of the London Plan (2021) states 'The Green Belt should be protected from inappropriate development: 1) development proposals that would harm the Green Belt should be refused except where very special circumstances exist'.

The NPPF was updated in 2023, as such it provides the most up to date planning guidance for how development in the Green Belt should be assessed. It is therefore considered to be a significant material consideration. Paragraph 154 of Chapter 13 provides a list of exceptions which, if met, the development will be considered appropriate. The existing building is approximately 9.5m high, 21m deep and 39m wide. Having reviewed the planning history, the building does not appear to benefit from additions therefore it is considered that exception c) and g), both are set out in detail below:

c) the extension or alteration of a building provided that it does not result in disproportionate additions over and above the size of the original building.

g) limited infilling or the partial or complete redevelopment of previously developed land, whether redundant or in continuing use (excluding temporary buildings), which would:

- not have a greater impact on the openness of the Green Belt than the existing development; or
- not cause substantial harm to the openness of the Green Belt, where the development would re-use previously developed land and contribute to meeting an identified affordable housing need within the area of the local planning authority

The proposal involves the construction of a new loft dormer to the eastern elevation of the existing building, an alteration to the roof form within the set in section of the front and rear elevation nearest the gable which forms the western elevation and the construction of a ground floor extension. All of these alterations combined will facilitate the provision of new residential units to the upper floor whilst retaining the existing chandlery, nursery and restaurant.

In terms of footprint the existing building has a GEA (Gross External Area) of approximately 604m². The extended building would have a GEA of approximately 678sqm. The extended building would therefore be 12% larger at ground floor level than the existing building. At first floor level the built form would be increased from approximately 431 sqm to 531 sqm resulting an increase of approximately 100 sqm GEA (23.2%). Subsequently this amounts to an overall increase in built form of 174 sqm (16.8%). Having reviewed the planning history of the site and the historical images the building does not appear to have been extended significantly since it was originally built. Taking this into consideration and the modest increase in built form the proposal would comply with exception c) of the NPPF (2023) and therefore constitutes appropriate development within the Green Belt.

Whilst the proposal is not required to comply with more than one of the exceptions it should also be noted that the development would also be considered limited infilling on previously developed land. Apart from the modest circa 70 sqm extension at ground floor level, the additional floor space is to be contained within the upper floor level through the provision of a dormer, roof alteration and cantilever balconies/terraces. The scale of the extensions are modest, proportionate, largely hidden within the existing roof forms and the main roof ridge height would not be increased. The proposed extensions would therefore not result in a reduction in openness and given that the building is sited within an established car park heavily dominated by hardstanding it is considered that proposal would constitute the redevelopment of previously developed land. As such the proposal would also meet exception g) of the NPPF 2023.

Taking the above points into consideration, the applicant has demonstrated that the proposal constitutes appropriate development within the Green Belt, therefore no very special circumstances are required. As such the proposal meets Policy DME1 4 of the Hillingdon Local Plan - Development Management Policies (2020), Policy G2 (A) of the London Plan (2021) and paragraph 154 of the NPPF (2023).

7.06 Environmental Impact

Not applicable to this application.

7.07 Impact on the character & appearance of the area

Paragraph 135 of the National Planning Policy Framework (NPPF) 2023 states 'Planning policies and decisions should ensure that developments:

- a) will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;
- b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;
- c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);
- d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;
- e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and
- f) create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.'

Policies D1, D3 and D4 of the London Plan (2021) require development proposals to be of high quality and to enhance the local context by delivering buildings and spaces that positively respond to local distinctiveness.

Hillingdon Local Plan Part 1: Strategic Policies (2012) Policy BE1 states 'The Council will require all new development to improve and maintain the quality of the built environment in order to create successful and sustainable neighbourhoods, where people enjoy living and working and that serve the long-term needs of all residents. All new developments should achieve a high quality of design in all new buildings, alterations, extensions and the public realm which enhances the local distinctiveness of the area, contributes to community cohesion and a sense of place.'

Policy DMHB 11 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) states: 'All development, including extensions, alterations and new buildings will be required to be designed to the highest standards and, incorporate principles of good design including: i) harmonising with the local context by taking into account the surrounding scale of development, height, mass and bulk of adjacent structures; building plot sizes and widths, plot coverage and established street patterns; building lines and setbacks, rooflines, streetscape rhythm, for example, gaps between structures and other streetscape elements, such as degree of enclosure; architectural composition and quality of detailing; local topography, views both from and to the site; and impact on neighbouring open spaces and their environment.'

Policy DMHB 12 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) re-emphasises the need for new development to be well integrated with the surrounding area and provides design criteria as to how this would be achieved.

The site is located within a residential area with dwellings located along the West Quay Drive to the south and west of the main marina building. The marina building is also visible from within the marina and canal itself therefore it is considered to be a prominent building albeit largely screened by the presence of mature trees from more distant views beyond the marina moorings and West Quay Drive.

The existing building is approximately 9.5m high, 21m deep and 39m wide. The building has been finished in cladding and tiling and is for the most part grey and brown. The proposed extended building would be approximately 9.5m high, 21m deep and 39m wide. The building would be finished in materials to match the existing building. It would also incorporate glazed balconies and dormers.

During the process of the application concerns were raised regarding the size of the proposed side dormer. The dormer has since been reduced in size and split into two to ensure that it better integrates with the existing building and does not dominate its roof. The additional balconies would add to the existing contemporary design of the building and break up the extent of the width of the front and rear facades. The proposed alteration to the roof form which is located between the main gable which forms the western elevation, and the central gable involves a form of half hip introduced which creates additional, habitable space within the upper floor roof.

Turning to the ground floor extensions, this will facilitate the relocation of the chandlery to the ground floor where at present it is only the stairwells to provide access to the existing upper floor space which are located on the ground floor. The extension would measure circa 70 sqm and would not extend beyond the existing established building lines in terms of height, width and depth. Furthermore, the extension is to be constructed using materials to match the existing building resulting in an extension which is subordinate and integrates with the existing building in terms of appearance and function.

Due to the modest scale and materiality of the extensions proposed, it is considered that the development would integrate well within this residential and marina setting. The comments received during the public consultation period included objections relating to the scale of the extensions. Given that the site is located entirely within the Green Belt, the scale of the extensions is required to be modest in order to comply with the NPPF exceptions and demonstrate appropriate development. Most of the extensions are contained within the envelope of the existing building and overall present an increase in built form of 174 sqm (16.8%). The extensions also do not extend beyond the existing established buildings lines therefore the scale of the extensions are appropriate.

If minded to approve the application, conditions pertaining to the submission of a detailed landscaping scheme and materials shall be attached to the decision notice. Taking into consideration all of the above, the proposed development would have an acceptable impact on the visual amenities of the area. As such the application complies with Policies D1, D3 and D4 of the London Plan (2021), Hillingdon Local Plan Part 1: Strategic Policies (2012) Policy BE1, Policies DMHB 11 and DMHB 12 of the Hillingdon Local Plan : Part 2 - Development Management Policies (2020) and Paragraph 135 of the National Planning Policy Framework (NPPF) 2023.

7.08 Impact on neighbours

Policy DMHB 11 of the Hillingdon Local Plan: Part Two - Development Management Policies (2020) states that development proposals should not adversely impact on the amenity, daylight and sunlight of adjacent properties and open space.

It is noted that the public consultation drew objections which referred to the potential impact upon neighbouring residential properties which are located within close proximity to the site in terms of loss of outlook, privacy and loss of daylight/sunlight.

The nearest residential property is located approximately 16 metres to the west of the western elevation of the existing building. The ground floor extension is an infill extension and would not extend beyond the depth of the existing western elevation. The alteration to the roof form which involves the change to a form of half hip, would be located within the middle of the western gable and the central gable and would not extend beyond the existing ridge line and therefore would not be visible to No.47. Furthermore, the dormer would be located towards the eastern section of the building and would not feature windows directed towards neighbouring properties within 21 metres.

Due to their location towards the centre or eastern side of the building, the proposed balconies and rooflights would approximately be 28m from 47 and 48 Marina Approach and 50m from 11 Marina Approach. Due to the separation distance between the new openings and balconies, the proposal would not cause harmful loss of privacy to the mentioned neighbouring properties.

The separation distance between the site and its neighbours, as well as the fact that the ridgeline of the resulting building would be the same as the ridgeline of the existing building, would ensure the extensions cause no harmful loss of outlook to neighbouring properties.

The site is in mixed use and would continue to be post development, the addition of 4 properties in this isolated waterside location would not result in an over intensification of the sites use which would cause undue noise and disturbance to neighbours. Overall and for the reasons mentioned above the proposed development would have an acceptable impact on the amenities of neighbouring properties.

7.09 Living conditions for future occupiers

INTERNAL AMENITY

Policy DMHB 16: 'Housing Standards' of the Hillingdon Local Plan Part 2: Development Management Policies (2020) states:

All housing development should have an adequate provision of internal space in order to provide an appropriate living environment. To achieve this, all residential development or conversions should meet or exceed the most up to date internal space standards.

The London Plan (2021) advises that 2b 3p flats set over 1 storey should provide future residents with 61sqm, 2b 4p properties are required to provide 70sqm and 1bed 1 person properties 39sqm. The residential accommodation to be provided at the site is as follows:

2bed 3 person flat - 84 sqm
2bed 4 person flat - 78 sqm
1 bed 1 person flat - 54 sqm
2bed 4 person flat - 72 sqm

The residential accommodation provided would meet required floorspace standards. Residents would have habitable rooms with access to light and outlook. They would also have easy access to the services within the marina. The accommodation provided is considered to be acceptable.

EXTERNAL AMENITY

Policy DMHB 18 of the Hillingdon Local Plan Part 2: Development Management Policies (2020) requires all new residential developments to provide good quality and usable private outdoor amenity space. 20sqm of amenity space should be provided for 1 bed flats and 25sqm for two bed flats. As such the proposed new residents should be provided with a minimum of 95 sqm of private, usable and well-located amenity space.

The proposal would provide the follow:

2bed 3 person flat - 10 sqm
2bed 4 person flat - 15 sqm
1 bed 1 person flat - 9 sqm
2bed 4 person flat - 22 sqm

The proposal would provide a total of 56 sqm thus would result in a shortfall of 39 sqm and would therefore provide insufficient external amenity space for new residents in terms of Local Plan standards. Notwithstanding this point, private amenity spaces would still be provided for new residents. The applicants Design and Access Statement refers to the site being located within 5 minutes' walk to public open space which could be used to offset the shortfall in on-site provision. Officers have undertaken a review of local open spaces within the local area and whether they are within adequate walking distance from the site. To the north of the site is Willow Tree Pond and Nature Reserve with Willow Tree Open Space just beyond this. To the south is an established woodland and to the west is Yeading Playground all of which are within 5-10 minutes walking distance. Finally, to the east is Craneleigh Park albeit occupants would need to locate a canal crossing to access this public open space. Overall, Officers would agree that there is sufficient open space to offset the shortfall in on-site provision.

Given the level of publicly accessible open space in this area, a reason for refusal relating to the on-site shortfall of amenity space would not be considered robust enough to defend at appeal should the Council have been minded to recommend refusal. Furthermore, the benefits of the scheme are considered to outweigh the potential harm in this regard therefore despite the policy departure, the proposal is considered to be acceptable on-balance.

7.10 Traffic impact, Car/cycle parking, pedestrian safety

Policy DMT 2 of the Hillingdon Local Plan Part 2: Development Management Policies (2020) states: 'Development proposals must ensure that:

- i) safe and efficient vehicular access to the highway network is provided to the Council's standards;
- ii) they do not contribute to the deterioration of air quality, noise or local amenity or safety of all road users and residents;
- iii) safe, secure and convenient access and facilities for cyclists and pedestrians are satisfactorily accommodated in the design of highway and traffic management schemes;
- iv) impacts on local amenity and congestion are minimised by routing through traffic by the most direct means to the strategic road network, avoiding local distributor and access roads; and
- v) there are suitable mitigation measures to address any traffic impacts in terms of capacity and functions of existing and committed roads, including along roads or through junctions which are at capacity.'

Policy DMT 5 of the Hillingdon Local Plan Part 2: Development Management Policies (2020) states:

'A) Development proposals will be required to ensure that safe, direct and inclusive access for pedestrians and cyclists is provided on the site connecting it to the wider network, including:

- i) the retention and, where appropriate, enhancement of any existing pedestrian and cycle routes;
- ii) the provision of a high quality and safe public realm or interface with the public realm, which facilitates convenient and direct access to the site for pedestrian and cyclists;
- iii) the provision of well signposted, attractive pedestrian and cycle routes separated from vehicular traffic where possible; and
- iv) the provision of cycle parking and changing facilities in accordance with Appendix C, Table 1 or, in agreement with Council.'

Policy DMT 6 of the Hillingdon Local Plan Part 2: Development Management Policies (2020) states: 'Development proposals must comply with the parking standards outlined in Appendix C Table 1 in order to facilitate sustainable development and address issues relating to congestion and amenity. The Council may agree to vary these requirements when:

- i) the variance would not lead to a deleterious impact on street parking provision, congestion or local amenity; and/or
- ii) a transport appraisal and travel plan has been approved and parking provision is in accordance with its recommendations.

PARKING

63 parking spaces currently exist at the site. 18 spaces are allocated for the sites commercial users and 12 for residential moorings. The remaining 33 spaces are unallocated.

The London Plan (2021) advises that 1-2 bed dwellings in Outer London with a PTAL rating of 0-1 should be provided with up to 1.5 parking spaces. 6 functional parking spaces are therefore considered to be required for the proposed development. 6 of the 33 unallocated spaces are to be allocated for users of the new dwellings. The proposed parking provisions are therefore considered to be acceptable. Taking into consideration these points, the proposal would cause no loss of parking to the sites existing users and would provide sufficient parking space for users of the new flats, alongside overflow parking space.

Notwithstanding the above, as set out in the internal comments section of this report, the parking spaces to be dedicated to the development are illustrated on drawing reference WTMWQD_PLN_002 Rev B. Adequate details to demonstrate these spaces could be secured for the residential units without compromising the use of the park for the other uses on site have been provided therefore a condition to secure the spaces for the use of the residential units for the lifetime of the development is sufficient.

Overall, taking into consideration the extent of parking spaces that exist at the site, it is considered that adequate parking would be provided for all.

ELECTRIC CHARGING POINTS

Part G) of Policy T6 and part C) of Policy T6.1 of the London Plan (2021) state that all residential car parking spaces must provide infrastructure for electric or Ultra-Low Emission vehicles. 2 ev charging points are required and shown on the submitted plans. A condition has been recommended to secure the electric vehicle charging points for the proposed dwellings, in the event of approval.

BICYCLE PARKING

Appendix C, Table 1 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) requires the provision of cycle parking facilities for new residential units. 6 cycle parking spaces are required and are shown on the submitted plans. Full details of the cycle storage design will be secured through condition in the event of an approval.

REFUSE/RECYCLING COLLECTION

Policy DMHB 11 part (d) of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) states that development proposals should make sufficient provision for well-designed internal and external storage space for general, recycling and organic waste, with suitable access for collection. Full details of the sites waste storage facilities will be secured through condition in the event of an approval.

ACCESS

The site's existing access would be retained and utilised for the proposed development. Concerns were raised regarding new residents walking on the existing access road. There is lighting along the access road to ensure adequate levels of visibility for road users and walkers. Car parking is included within the scheme to ensure that residents have the option of driving in and out of the site; limiting the need to walk. It should also be noted that at present the site is in mixed use and when necessary its users may walk to and from the site via the access road, as such the new residents and users of the site would be provided with the same level of safety. Issues regarding access to the site are therefore not considered to be reasons for refusing the application.

A condition is also recommended requiring the submission of a delivery and servicing plan to ensure the sites commercial uses can continue to be serviced without conflict with new residents.

CONCLUSION

The Borough's Highways Officer has raised no objection to the proposed development, subject to conditions which have been recommended for inclusion if the application is approved.

Overall, subject to the aforementioned conditions, it is concluded that the proposal would not discernibly exacerbate congestion or parking stress, and would not raise any measurable highway safety concerns, in accordance with the Hillingdon Local Plan: Part 2 - Development Management Policies (2020), Policies DMT 1, DMT 2 and DMT 6 and Policies T4, T5 and T6 of the London Plan (2021).

7.11 Urban design, access and security

Discussed in other sections of this report where relevant.

7.12 Disabled access

London Plan Policy D7 states:

To provide suitable housing and genuine choice for London's diverse population, including disabled people, older people and families with young children, residential development must ensure that:

1) at least 10 per cent of dwellings (which are created via works to which Part M volume 1 of the Building Regulations applies) meet Building Regulation requirement M4(3) 'wheelchair user dwellings'

2) all other dwellings (which are created via works to which Part M volume 1 of the Building Regulations applies) meet Building Regulation requirement M4(2) 'accessible and adaptable dwellings'.

No objection has been raised by the Council's Access Officer. Policy D7 of the London Plan (2021) is not to be applied to conversions and extensions.

7.13 Provision of affordable & special needs housing

The scale of development is below the threshold where affordable housing would be required.

7.14 Trees, landscaping and Ecology

TREES

Policy DMHB 14: 'Trees and Landscaping' of the Hillingdon Local Plan Part 2: Development Management Policies (2020) requires:

A) All developments will be expected to retain or enhance existing landscaping, trees, biodiversity or other natural features of merit.

B) Development proposals will be required to provide a landscape scheme that includes hard and soft landscaping appropriate to the character of the area, which supports and enhances biodiversity and amenity particularly in areas deficient in green infrastructure.

C) Where space for ground level planting is limited, such as high rise buildings, the inclusion of living walls and roofs will be expected where feasible.

D) Planning applications for proposals that would affect existing trees will be required to provide an accurate tree survey showing the location, height, spread and species of trees. Where the tree survey identifies trees of merit, tree root protection areas and an arboricultural method statement will be required to show how the trees will be protected. Where trees are to be removed, proposals for replanting of new trees on-site must be provided or include contributions to offsite provision.

Due to the nature of the works (extensions) and their siting (predominantly at first floor), as well as their distance from trees, the development is unlikely to cause any harm to significant trees in the area. In the event of the application being approved a landscaping scheme would be secured via condition to ensure that appropriate landscaping is provided at the site.

ECOLOGY

Policy DMEI 7 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) states that if development is proposed on or near to a site considered to have features of ecological or geological value, applicants must submit appropriate surveys and assessments to demonstrate that the proposed development will not have unacceptable effects. The development must provide a positive contribution to the protection and enhancement of the site or feature of ecological value.

The development site neighbours the Yeading Brook Minet Country Park (a Nature Conservation Site).

Trees and greenery surrounding the site would be retained. The development proposes no works within the nature reserve or conservation site. The works would take place within the confines of the

existing building or upon existing hard standing around the building. In these locations they would have no ecological harm.

A condition requiring a construction logistics and management plan, would be added to the application in the event of an approval to ensure that noise, vehicle movements associated with construction are limited and appropriately controlled.

Additionally, the application has been supported by a preliminary bat roost assessment, which was undertaken by Cherryfield Ecology (January 2023). The assessment concludes that there were no bats or evidence of bats found on site, and that the building provides negligible potential for roosting bats due to the lack of roosting features such as gaps under the roofing tiles or gaps leading to the loft voids. Furthermore activity and noise generated within the existing mixed use building would cause noise, creating an unsuitable environment for bats.

The residential development would introduce a level of activity at evening and night time which may not exist at present within the building due to its existing hours of operation. However it should be noted that marina accommodates a number of residential and temporary moorings which would result in a similar level of activity during the evening and night time. Given that these moorings are located on the water any noise or light pollution from them would be considered more harmful than the proposed development. A condition restricting the use of external lighting would be attached to the decision notice in order to minimise any potential light spillage into the canal corridor which could have a detrimental impact upon marine life.

The development site is located approximately 95m from the Willow Tree Pond Nature Reserve and the proposed works are therefore considered to have no notable adverse impact on the Reserve.

Taking into consideration these points the proposal is considered to have an acceptable ecological impact.

In the event of an approval an informative would be secured advising that should protected species be found at the site, the applicant(s) must fulfil their duties under the Wildlife and Countryside Act 1981 (as amended) and the Conservation of Habitats and Species Regulations 2010.

7.15 Sustainable waste management

Policy SI 7 (Reducing waste and supporting the circular economy) and Policy D6 (Housing quality and standards) of the London Plan require developments to be designed with adequate, flexible, and easily accessible storage space and collection systems that support, as a minimum, the separate collection of dry recyclables (at least card, paper, mixed plastics, metals, glass) and food.

Policy EM11 of the Hillingdon Local Plan: Strategic Policies (Sustainable Waste Management) states that the Council will aim to reduce the amount of waste produced in the borough. To achieve this, the Council will require all new developments to address waste management at all stages of a development's life from design and construction through to the end use and activity on site.

The proposed plans do not indicate where waste will be stored and collected from for both the retained uses and the new residential properties. A condition is suggested to be added to the decision notice pertaining to the submission of waste storage and collection details.

7.16 Renewable energy / Sustainability

Policy SI 2 of the London Plan (2021) states residential development should achieve at least a 10%

improvement beyond Building Regulations 2013.

Policy DMEI 2 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) requires all developments to make the fullest contribution to minimising carbon dioxide emissions in accordance with the 2016 London Plan targets.

The proposed development is of a minor scale therefore whilst the principle of SI 2 (carbon reduction) is applicable, the London Plan Policy applies more specifically to major scale applications. The applicant is not required to submit an energy statement with the application or demonstrate a policy level of on site savings. Notwithstanding this point, the modern construction of the development would be considered as providing sufficient energy savings itself and therefore the development would comply with the principles of the carbon saving development plan policies.

A condition would be secured requiring the proposed development to achieve as a minimum, a water efficiency standard of no more than 110 litres per person per day maximum water consumption (to include a fixed factor of water for outdoor use of 5 litres per person per day in accordance with the option requirement defined within Approved Document G of the Building Regulations).

Subject to the above conditions, the proposal would be compliant with Policy SI 2 of the London Plan (2021) and Policy DMEI 2 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020).

7.17 Flooding or Drainage Issues

Policy SI12 of the London Plan (2021) states that development proposals should ensure that flood risk is minimised and mitigated, and that residual risk is addressed. Policy SI 13 of the London Plan (2021) states that development proposals should aim to achieve greenfield run-off rates and ensure that surface water run-off is managed as close to its source as possible.

Policy DMEI 9 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020) states that proposals that fail to make appropriate provision for flood risk mitigation, or which would increase the risk or consequences of flooding, will be refused. The Policy also states 'A) Development proposals in Flood Zones 2 and 3a will be required to demonstrate that there are no suitable sites available in areas of lower flood risk. Where no appropriate sites are available, development should be located on the areas of lowest flood risk within the site. Flood defences should provide protection for the lifetime of the development. Finished floor levels should reflect the Environment Agency's latest guidance on climate change. B) Development proposals in these areas will be required to submit an appropriate level Flood Risk Assessment (FRA) to demonstrate that the development is resilient to all sources of flooding.'

Policy DMEI 10 states that development within areas identified at risk from surface water flooding which fail to make adequate provision for the control and reduction of surface water runoff rates will be refused.

The development site is located within Flood Zone 1 and is therefore at low risk of flooding. In this location the proposed first floor extensions and chandlery extension would have no adverse flooding impact.

In the event of approval, a condition would be secured requiring the submission of a sustainable water management scheme. The condition would ensure the proposal complies with Policies DMEI 9 and DMEI 10 of the Hillingdon Local Plan: Part 2 - Development Management Policies (2020),

Policies SI 12 and SI 13 of the London Plan (2021) and NPPF (2023).

7.18 Noise or Air Quality Issues

NOISE

Policy D14 of the London Plan (2021) states that in order to reduce, manage and mitigate noise to improve health and quality of life, residential and non-aviation development proposals should manage noise by avoiding significant adverse noise impacts on health and quality of life.

The proposed development would have no adverse noise impacts. The necessity to comply with Building Regulation standards would ensure that the development is appropriately noise insulated.

AIR QUALITY

Local Plan Policy DMEI 14 states:

A) Development proposals should demonstrate appropriate reductions in emissions to sustain compliance with and contribute towards meeting EU limit values and national air quality objectives for pollutants. B) Development proposals should, as a minimum: i) be at least "air quality neutral; ii) include sufficient mitigation to ensure there is no unacceptable risk from air pollution to sensitive receptors, both existing and new; and iii) actively contribute towards the improvement of air quality, especially within the Air Quality Management Area.

The development site is located within an Air Quality Management Area. Greenery within and surrounding the site would be retained. The increased car parking movements associated with the development would be limited when compared with the sites existing use and vehicle movement capacity accommodated by its large car park, thus the development is unlikely to have any significant adverse air quality impact. Additionally the provision of infrastructure for electric vehicles would contribute positively to meeting air quality objectives as would the provision of Cycle parking which would support sustainable means of transport to and from the site, reducing the need for emission generating transport methods. The proposed parking does not exceed the London Plan maximum parking standard and overall for the reasons mentioned above this minor development is considered to be Air Quality neutral.

7.19 Comments on Public Consultations

The issues raised during the consultation process have been addressed in the sections above.

7.20 Planning obligations

The Council adopted its own Community Infrastructure Levy (CIL) on August 1st 2014 and the Hillingdon CIL charge for residential developments is £95 per square metre of additional floorspace. This is in addition to the Mayoral CIL charge of £60 per sq metre.

The proposal involves the creation of residential units and is CIL liable.

7.21 Expediency of enforcement action

Not applicable to this application.

7.22 Other Issues

PLANT

It is noted that the existing plans illustrate a plant room is located at first floor level. The proposed plans do not illustrate the re-location of this plant room and no evidence has been submitted to demonstrate that plant equipment is no longer required or the uses within the building can function without it. Furthermore, if the plant equipment does need to be re-located then its location should be assessed as it may lead to an unacceptable visual impact or increase in noise levels which could be detrimental to both local ecology and neighbouring residents. As such a condition pertaining to the submission of revised floor plans illustrating the re-location of the plant room or evidence to demonstrate that plant equipment is not required, is to be attached to the decision notice.

CONTAMINATED LAND

Policy DMEI 12 of the Local Plan (2020) states

'A) Proposals for development on potentially contaminated sites will be expected to be accompanied by at least an initial study of the likely contaminants. The Council will support planning permission for any development of land which is affected by contamination where it can be demonstrated that contamination issues have been adequately assessed and the site can be safely remediated so that the development can be made suitable for the proposed use.

B) Conditions will be imposed where planning permission is given for development on land affected by contamination to ensure all the necessary remedial works are implemented, prior to commencement of development.

C) Where initial studies reveal potentially harmful levels of contamination, either to human health or controlled waters and other environmental features, full intrusive ground investigations and remediation proposals will be expected prior to any approvals.

D) In some instances, where remedial works relate to an agreed set of measures such as the management of ongoing remedial systems, or remediation of adjoining or other affected land, a S106 planning obligation will be sought.'

It is noted that during the public consultation contamination was raised as a concern. The marina site itself is not indicated to be land at risk of possible contamination therefore a contaminated land assessment or conditions pertaining to the submission of one post decision, is not required.

8. Observations of the Borough Solicitor

General

Members must determine planning applications having due regard to the provisions of the development plan so far as material to the application, any local finance considerations so far as material to the application, and to any other material considerations (including regional and national policy and guidance). Members must also determine applications in accordance with all relevant primary and secondary legislation.

Material considerations are those which are relevant to regulating the development and use of land in the public interest. The considerations must fairly and reasonably relate to the application concerned.

Members should also ensure that their involvement in the determination of planning applications adheres to the Members Code of Conduct as adopted by Full Council and also the guidance contained in Probity in Planning, 2009.

Planning Conditions

Members may decide to grant planning consent subject to conditions. Planning consent should not be refused where planning conditions can overcome a reason for refusal. Planning conditions should only be imposed where Members are satisfied that imposing the conditions are necessary, relevant to

planning, relevant to the development to be permitted, enforceable, precise and reasonable in all other respects. Where conditions are imposed, the Council is required to provide full reasons for imposing those conditions.

Planning Obligations

Members must be satisfied that any planning obligations to be secured by way of an agreement or undertaking pursuant to Section 106 of the Town and Country Planning Act 1990 are necessary to make the development acceptable in planning terms. The obligations must be directly related to the development and fairly and reasonably related to the scale and kind to the development (Regulation 122 of Community Infrastructure Levy 2010).

Equalities and Human Rights

Section 149 of the Equalities Act 2010, requires the Council, in considering planning applications to have due regard to the need to eliminate discrimination, advance equality of opportunities and foster good relations between people who have different protected characteristics. The protected characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

The requirement to have due regard to the above goals means that members should consider whether persons with particular protected characteristics would be affected by a proposal when compared to persons who do not share that protected characteristic. Where equalities issues arise, members should weigh up the equalities impact of the proposals against the other material considerations relating to the planning application. Equalities impacts are not necessarily decisive, but the objective of advancing equalities must be taken into account in weighing up the merits of an application. The weight to be given to any equalities issues is a matter for the decision maker to determine in all of the circumstances.

Members should also consider whether a planning decision would affect human rights, in particular the right to a fair hearing, the right to respect for private and family life, the protection of property and the prohibition of discrimination. Any decision must be proportionate and achieve a fair balance between private interests and the public interest.

9. Observations of the Director of Finance

Not applicable.

10. CONCLUSION

Planning Permission is sought for the extension and conversion of the first floor and loft space to create 3 x 2-bed and 1 x 1- bed flats. In addition, a ground floor extension is proposed for the relocation of existing Chandlery.

The site is entirely located within the Green Belt, where development will be restricted in order to protect openness and the quality of the land in accordance with it's original purpose. The proposal has been reviewed robustly against the Green Belt related policies and is considered to propose appropriate development within the Green Belt therefore no special circumstances are required.

In terms of design, the extensions are modest and will appear subordinate additions to the existing building. Conditions are to be imposed to ensure that the materials used to construct the development are of the highest quality. Furthermore the proposed development has been designed to ensure that surrounding residents are no unduly harmed in terms of loss of daylight/sunlight and overlooking/privacy.

The proposal would provide adequate internal levels of living accommodation. However the scheme does fall short of the Local Plan's minimum external amenity space standards. Notwithstanding this point Officers agree that there is adequate open space within a 5-10 minute walk from the site which would offset the on-site shortfall. Whilst this policy conflict weighs against the development, this is considered to be outweighed by the benefits of the proposal which includes the provision of new homes on previously developed land, such development is supported by the Local Plan and London Plan.

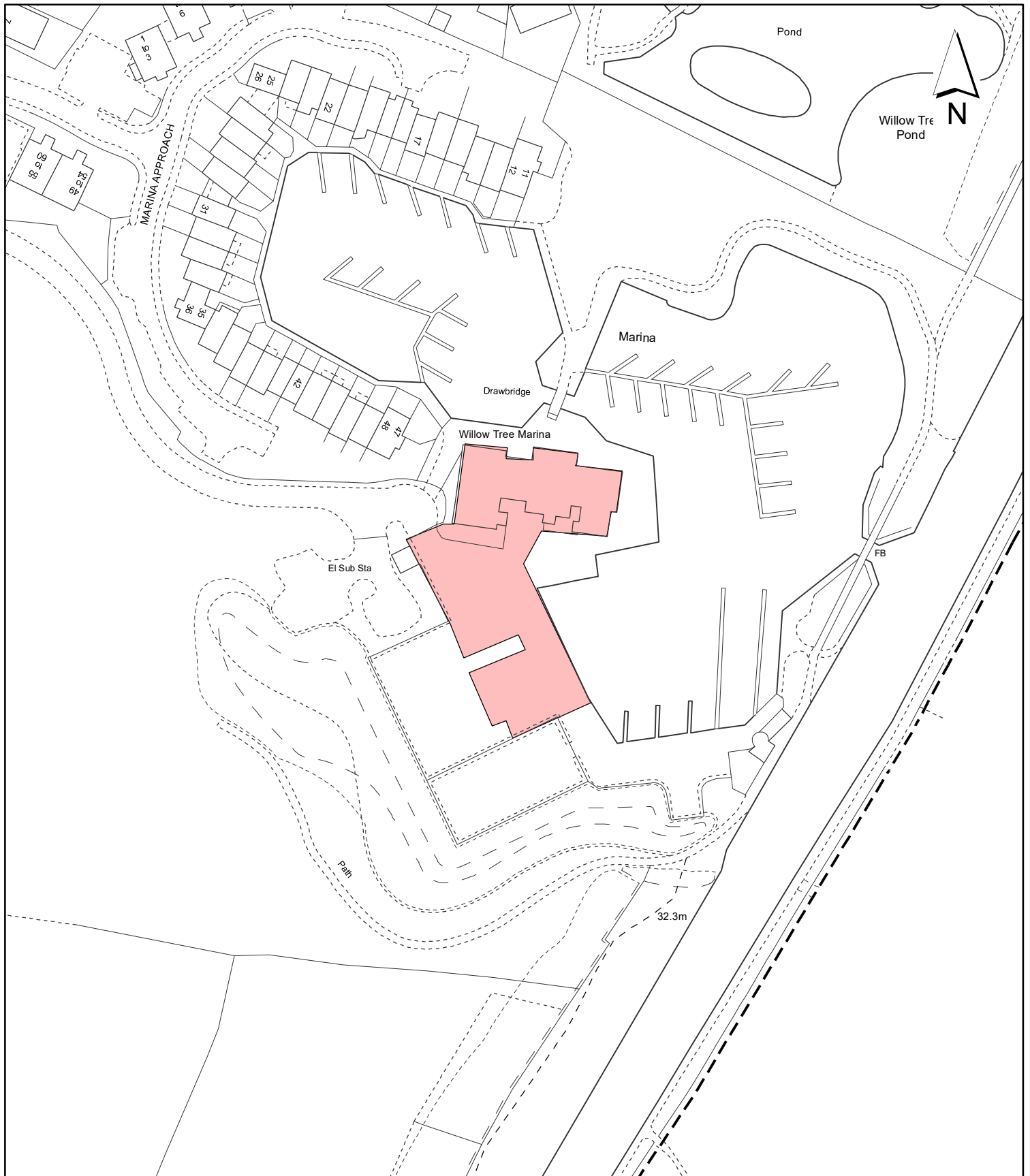
Finally the application has been reviewed by the Council's Highway Officer who has raised no objection and a condition is to be attached to the decision notice to safeguard the 6 spaces proposed for use by the new residential units for the lifetime of the development.

The benefits of the proposed development are therefore considered to outweigh the minor policy conflict and it is recommended that planning permission be granted for the proposal, subject to conditions.

11. Reference Documents

The Local Plan: Part 1 - Strategic Policies (2012)
The Local Plan: Part 2 - Development Management Policies (2020)
The Local Plan: Part 2 - Site Allocations and Designations (2020)
The West London Waste Plan (2015)
The London Plan (2021)
NPPF (2023)

Contact Officer: Haydon Richardson **Telephone No:** 01895 250230



Notes:

 Site boundary

For identification purposes only.
 This copy has been made by or with the authority of the Head of Committee Services pursuant to section 47 of the Copyright, Designs and Patents Act 1988 (the Act).
 Unless the Act provides a relevant exception to copyright.
 © Crown copyright and database rights 2020 Ordnance Survey 100019283

Site Address:

Willowtree Marina

LONDON BOROUGH OF HILLINGDON
Residents Services Planning Section

Civic Centre, Uxbridge, Middx. UB8 1UW
 Telephone No.: Uxbridge 01895 250111

Planning Application Ref:

46463/APP/2023/2279

Scale:

1:1,250

Planning Committee:

Minor

Date:

April 2024



HILLINGDON
 LONDON