



ISLINGTON

Planning Service
Public Protection Division
Environment and Regeneration
Department
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London
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PLANNING SUB-COMMITTEE		AGENDA ITEM NO:	B1
Date:	12 July 2011		

Application number	P101452
Application type	Full Planning Application
Site Address:	Bedford Tavern Public House, 160 Seven Sisters Road
Proposal	Conversion of upper parts of the main public house to 4 self-contained flats, and the erection of a mansard roof at the rear associated with the creation of a four storey (including basement) dwelling

RECOMMENDATION

That the Committee resolve to **GRANT** planning permission as set out in Appendix 1.

INTRODUCTION

This application is a deferral from the Planning Committee of the 17th May 2011. The application was deferred by Members so that a site visit could be undertaken.

Site and Surroundings

1. The site is located on the southern side of Seven Sisters Road, on the eastern corner with Berriman Road. The property is a three storey building, with the basement and ground floors occupied by the Bedford Tavern Public House, with residential use on the upper floors. The building is not located within a conservation area but is Locally Listed Grade S. The Seven Sisters Road is a busy thoroughfare including a mix of uses, many properties of which have commercial at ground floor level with residential uses above. The residential block of Medina Court lies to the north-east of the property, and the adjoining Berriman Road to the west is predominantly residential in character.

Proposal (in Detail)

2. Conversion of upper parts of the main public house to 4 self-contained flats, and the erection of a mansard roof at the rear associated with the creation of a four storey (including basement) dwelling.
3. It should be noted that the building works have already begun on-site. However, the application will be judged upon its merits, with any works undertaken having no bearing upon the assessment of the application.
4. The 4 x 1 bedroom self-contained flats will be located within the existing building on the first and second floors. The new dwelling will be created at the rear of the site through the conversion of basement, ground and first floor levels, and through the creation of a second floor resulting from the erection of a mansard roof extension. The dwelling will be situated adjacent to 52 Berriman Road.

Issues

5. The main issues arising from this proposal relate to the:
 - impact on the character and appearance of the host building.
 - the impact on the amenity of neighbouring occupiers
 - standard of accommodation provided.

Relevant History

6. No relevant planning history

CONSULTATION

Public Consultation

7. Letters were sent to 25 occupants of adjoining and nearby properties at Medina Court, Seven Sisters Road, Corker Walk and Berriman Road on 9 August 2010. A site notice was displayed on 9 August 2010. The public consultation of the application therefore expired on 2nd September 2010, however it is the Council's practice to continue to consider representations made up until the date of a decision.

8. At the time of the writing of this report a total of 4 responses had been received from the public with regard to the application. The issues raised can be summarised as follows:
- Development is too large and unattractive
 - The proposal would be detrimental to privacy
 - Increase noise to neighbouring properties
 - Reduces daylight to neighbouring house and garden.
 - Arrangements for storage of rubbish inadequate
 - Concerned with impact on neighbouring structures
 - Significant building works have already been undertaken

External Consultees

9. An objection was received from Cllr Phil Kelly. A summary of the grounds of objection is set down below:
- An extra building (four storey townhouse) on this site seems to run contrary to the policy of not allowing buildings which effectively fill the gap between terraces of buildings and terraces in streets at right angles
 - House would have serious adverse impact on properties in Berriman Road.
10. An objection was also received from Jeremy Corbyn MP who is a neighbouring resident. The following issues were raised:
- My property would suffer from excessive bulk of the building and from overlooking.
 - We already live in a densely built urban area and I see no reason to increase this.
 - Building is overdevelopment.
11. Since the Committee of the 17 May 2011, further observations have been raised by a neighbouring occupier: They are as follows:
- It says in the Public Consultation section of the papers you have that a notice was displayed in August 2010, however substantial works actually started in April 2010, and it was only after we realised significant changes to the structure were being carried out without any planning permission, that the owner went through the proper procedures (see para. 30)
 - There are issues of light with the 'tower' that has already been built, which the project manager has told us is a stairwell, not a 'rain cover' as the architect explained (see para. 30).
 - There are issues with privacy concerning the verandah that is being built (see para. 27)
 - The whole structure is not 'sympathetic' to the scale of other buildings in the locality, especially at the rear of the building, for ourselves and for our immediate neighbours (see para. 20 - 'Conservation and Design')
 - There are already a number of people living in the building, before any Council decision. Is this legal? This has already created problems of refuse, as they are dumping bags in the street. I have alerted the Council to this (See para. 30 And Condition 12)

Internal Consultees

12. Conservation and Design Officer - was consulted on the application and offered the following feedback:
- The proposals are generally considered acceptable.
 - uPVC windows are highly inappropriate for a heritage asset and would substantially harm its significance. Should any windows be proven to require replacement the new windows must accurately replicate the historic windows in terms of material, profile and detailing. Condition is recommended.
 - The historic shop window to the pub front should not be replaced unless evidence can be provided to show that it is beyond repair. Should it be proven to require replacement then the new shop window must accurately replicate the historic shop window in terms of material, profile and detailing. They must be painted timber windows, with a slim profile and narrow integral glazing bars with a putty finish. Condition is recommended.
 - If any new windows are to be double-glazed these shall only be permitted if they incorporate the latest slimmest double-glazing technology which is now available on the market so that they meet the above requirements.

RELEVANT POLICIES

National Guidance

13. The following national and regional guidance is considered particularly relevant to this application:
- | | |
|-------|------------------------------------|
| PPS1 | Delivering Sustainable Development |
| PPS 3 | Housing |

Development Plan

14. The Development Plan is comprised of the London Plan 2008 (consolidated with amendments since 2004) and the Islington Unitary Development Plan (2002). The following policies of the Development Plan are considered relevant to this application:

London Plan 2008 - Spatial Development Strategy for Greater London (consolidated with alterations since 2004)

The Broad Development Strategy

- 2A.1** (Sustainability Criteria)
- 2A.3** (London's Sub-Regions)
- 2A.4** (The Central Activities Zone)

Connecting London – Improving Travel in London

- 3C.17** (Tackling Congestion and Reducing Traffic)

The Crosscutting Policies:

- 4A.3** (Sustainable Design and Construction)

Thematic Policies

- 3A.1** (Increasing London's Supply of Housing)
- 3A.2** (Borough's Housing Targets)
- 3A.3** (Maximising the Potential of Sites)
- 3A.5** (Housing Choice)
- 3A.6** (Quality of New Housing Provision)

Designs on London

- 4B.1** (Design Principles for a Compact City)
- 4B.2** (Promoting World Class Architecture and Design)
- 4B.6** (Safety, Security and Fire Prevention)

and Protection)
4B.8 (Respect Local Context and Communities)

Islington Unitary Development Plan (2002)

Environment Policies:

Env16 & 17 (Protection of Amenity)

Conservation and Design Policies:

D3 (Site Planning)

D4 (Designing in Context)

D5 (Townscape)

D11 Alterations and Extensions

Housing Policies:

H3 (New Housing and Changes of Use to Residential)

H7 (Standards and Guidelines)

H10 (New Development)

Sustainable Transport Policies:

T4 (Reducing the Need to Travel)

T18 (Parking and Traffic Restraint)

T55 (New Development)

Designations

15. The site has the following designations under the London Plan 2008 and Islington Unitary Development Plan (2002):
- Finsbury Park Special Policy Area
 - Site within 100m of a TLRN Road

Supplementary Planning Guidance (SPG) / Document (SPD)

16. The following SPG's and/or SPD's are relevant:

Islington UDP

- Accessible Housing in Islington
- Car Free Housing
- Green Construction
- Planning Standards Guidelines
- Urban Design Guide

London Plan

- Accessible London: Achieving and Inclusive Environment
- Housing
- Sustainable Design & Construction

Islington Local Development Framework Core Strategy

17. The Core Strategy was formally adopted by the Council on 17th February 2011 and now forms part of Islington's Development Plan.
18. The following policies in the Local Development Framework (LDF) Core Strategy have been taken into consideration:

Spatial Strategy

Policy CS 8 Enhancing Islington's Character

Policy CS 10 Sustainable Design

Policy CS 12 Meeting the Housing Challenge

EVALUATION

Land-use

19. The four self-contained flats will maintain the residential use of the upper floors of the building. The loss of part of the public house is not protected within planning policy, and as the four storey dwelling will be located on land adjacent to the residential terrace of Berriman Road, the proposed residential use is considered acceptable in land use terms.

Conservation and Design

20. The mansard roof extension, with associated front parapet, will be the only new form added to the townhouse building at second floor level, providing an additional storey. This element will only infill this second floor area between the adjoining properties, and considering that it will be set off the front elevation and of a different height to the existing conformed terrace roofline, it will not detract from the appearance of the street scene.
21. The site is not located within a conservation area, but the Bedford Tavern is locally listed Grade S. Alterations to the existing building include changes to the windows on the front and side elevation to incorporate uPVC frames. The Conservation and Design Team have provided feedback however to state that the new windows must be sympathetic to the existing building, and a condition is therefore to be attached to any approval to ensure that the windows are painted timber sash windows.
22. The Conservation and Design Team have also stated no works are to be undertaken to historic shop window of the public house. Furthermore, any new double glazed windows shall incorporate the latest slimmest double-glazing technology. Both of these restrictions shall be conditioned to ensure appropriate compliance.
23. The new entrance door to the four storey dwelling is considered acceptable in design, subject to it being constructed of timber. This will enable the new door to be sympathetic to the appearance of the building and street scene.

Neighbouring Amenity

24. Policy D3 (Site Planning) states that development should be designed so to safeguard daylight and sunlight, minimise disturbance to occupants of adjoining buildings, and respect privacy of neighbouring occupiers.
25. With regard to any impact on daylight and sunlight, the mansard roof extension will not extend beyond the existing building line of the adjoining residential terrace of Berriman Road. The mansard is considered of a typical size and does not impact on neighbouring properties such to warrant the refusal of the application.
26. It should be noted that the application includes a Daylight and Sunlight Report, which states that the development meets the BRE guidelines with regard to daylight and sunlight.
27. It is noted that objections has been received with regard to potential nuisance created by the development. However, with regard to the proposal being detrimental to privacy,

there are no additional vantage points created that allow direct views into neighbouring buildings. A terrace is proposed at first floor level at the rear of the building. However, this will be inset within the footprint of the building and not beyond the rear building line, and therefore will not result in any detrimental impact on neighbouring privacy.

28. With regard to creating an increase in noise to neighbouring properties, the proposed development is for residential use. This is deemed to be compatible with the neighbouring residential uses. Nevertheless, a condition will be attached to any approval of the application to ensure that appropriate sound insulation is provided between adjoining properties.
29. With regard to refuse provision, there is an adequate forecourt area in front of the properties that provides adequate space for refuse storage provision. Nevertheless, a condition will be attached to ensure adequate arrangements are provided.
30. It is noted that works have been undertaken already, and an objector states that people are living there already. The Planning Department has made the applicant's aware that work and occupation must not be undertaken without first receiving the consent of the Local Planning Authority for the development. Such works are done so at the applicant's own risk, and if the planning application to formalise such works is refused then the building will have to be reinstated to its original form. It should also be noted that any works undertaken at the property that do not receive consent will also be subject to enforcement action as required.

Quality of Resulting Residential Accommodation

31. Policies H7 and H10 of the Council's Unitary Development Plan (2002) encourages the provision of new housing of adequate size and layout.
32. The converted building provides four self contained units that are all of a rational layout with room sizes above the standard guidelines set out in the Planning Standards Guidelines (2002).
33. The four storey townhouse is also of a rational layout and incorporates rooms that are above the required standards. The main issue with regard to this dwelling is the basement room. This room does not have particularly good amenity in terms of receiving daylight. However, there will be some daylight from the window at the top of the stairs on the front elevation of the building, and furthermore the applicant has included daylight tubes to increase the light that reaches this basement room. Considering this provision, and as the room shall only be used as a kitchen, which is not considered a habitable room within planning policy.

Highways and Transportation

34. No car parking provision is provided on-site, which is in line with council policy. Thus, there are no highways issues which adversely impact upon the locality as a result of this development.

SUMMARY AND CONCLUSION

Summary

35. This proposal will make a positive contribution to the residential stock in Islington, providing a good standard of accommodation. The design of the alterations, subject to compliance with conditions, are considered acceptable. The main extension to the property, that being the mansard roof extension, is of an acceptable design and will be set back from the main elevation of the building, and thus the development will be sympathetic to the scale of other buildings in the locality. Due to the sympathetic design, location and orientation of the dwelling, it will have a negligible impact on the amenity and privacy of neighbouring occupiers.

Conclusion

36. It is recommended that planning permission be granted for the reasons and details as set out in Appendix 1 - RECOMMENDATIONS.

APPENDIX 1 – RECOMMENDATIONS

SCHEDULE OF APPLICATION DETAILS	
Application reference	P101452
Proposal	Conversion of upper parts of the main public house to 4 self-contained flats, and the erection of a mansard roof at the rear associated with the creation of a four storey (including basement) dwelling
Drawing numbers	Daylight and Sunlight Report, Drawing nos: A3/104; 111-004; 111-AO-001; 111-A1-002 Rev B; 111-A1-003 Rev B; 111-A1-005 Rev A; 111-A1-004 Rev A; 111-028 Rev B
Case Officer	David Farndon

Type of application	Full Planning Application
Application received	25 June 2010
Application completed	11 October 2010
Name of applicant	Ms G Frantzis
Name of agent	Mr Sundeep Bhavra
Area Team	East/West
Heritage information	Not in conservation area; building is Locally Listed Grade S
Ward	Finsbury Park

RECOMMENDATION A

That the grant of planning permission be subject to **conditions** to secure the following:

List of Conditions:

1	Commencement
	<p>CONDITION: The development hereby permitted shall be begun not later than the expiration of three years from the date of this permission.</p> <p>REASON: To comply with the provisions of Section 91(1)(a) of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004 (Chapter 5).</p>
2	Approved plans list
	<p>CONDITION: The development hereby approved shall be carried out in accordance with the following approved plans:</p> <p>Daylight and Sunlight Report, Drawing nos: A3/104; 111-004; 111-AO-001; 111-A1-002 Rev B; 111-A1-003 Rev B; 111-A1-005 Rev A; 111-A1-004 Rev A; 111-028 Rev B.</p> <p>REASON: To comply with Section 70(1)(a) of the Town and Country Planning Act 1990 as amended and the Reason for Grant and also for the avoidance of doubt and in the interest of proper planning.</p>
3	No permission for removal of timber sash windows

	<p>CONDITION: Notwithstanding the approved plans permission is not granted for the removal of any historic timber sash windows.</p> <p>REASON: To ensure that the Local Planning Authority may be satisfied with the external appearance of the building, and to comply with policy D4 of Islington's UDP.</p>
4	Timber sash windows
	<p>CONDITION: Any new windows must accurately replicate the existing historic windows in terms of material, profile and detailing. They must be painted timber, double-hung 1/1 sash windows with horns, with a slim profile and with a putty finish. If any new windows are to be double-glazed these shall only be permitted if they incorporate the latest slimmest double-glazing technology which is now available on the market so that they meet the above requirements.</p> <p>REASON: To ensure that the Local Planning Authority may be satisfied with the external appearance of the building, and to comply with policy D4 of Islington's UDP</p>
5	No permission for removal of shop window
	<p>CONDITION: Notwithstanding the approved plans permission is not granted for the removal of the historic shop window to the front of the public house.</p> <p>REASON: To ensure that the Local Planning Authority may be satisfied with the external appearance of the building, and to comply with policy D4 of Islington's UDP</p>
8	Joinery to match
	<p>CONDITION: All new joinery work shall match the existing joinery work adjacent in respect of materials, dimensions and profiles, unless shown otherwise on the drawings or other documentation hereby approved or required by any condition(s) attached to this consent.</p> <p>REASON: To ensure that the Local Planning Authority may be satisfied with the external appearance of the building, and to comply with policy D4 of Islington's UDP</p>
9	External works to match
	<p>CONDITION: All new external works and finishes and works of making good to the retained fabric, shall match the existing adjacent work with regard to the methods used and to material, colour, texture and profile, unless shown otherwise on the drawings or other documentation hereby approved or required by any condition(s) attached to this consent.</p> <p>REASON: To ensure that the Local Planning Authority may be satisfied with the external appearance of the building, and to comply with policy D4 of Islington's UDP</p>
11	No plumbing and pipes
	<p>CONDITION: No new plumbing, pipes, soilstacks, flues, vents or ductwork shall be fixed on the external faces of the building unless shown on the drawings hereby approved.</p> <p>REASON: To ensure that the Local Planning Authority may be satisfied with the external appearance of the building, and to comply with policy D4 of Islington's UDP</p>
12	Sound insulation
	<p>CONDITION: Full particulars and details of a scheme for sound insulation between the residential units hereby approved, as well as with adjacent residential properties, shall be submitted to and approved in writing by the Local Planning Authority, and the approved scheme shall be installed before the units hereby permitted are occupied, and permanently retained thereafter.</p>

	REASON: To protect the amenities of the occupiers of residential accommodation, and to comply with policies D3 and Env17 of Islington's UDP
12	Refuse storage
	CONDITION: Details of refuse storage shall be submitted to and approved in writing by the Local Planning Authority and the details approved shall be implemented prior to occupation. REASON: To protect the amenities of neighbouring properties, and to comply with policies D3 and Env17 of Islington's UDP

List of Informatives:

1	Car free development
	All new developments are car free in accordance with Policy CS10 of the Islington Core Strategy 2011. This means that no parking provision will be allowed on site and occupiers will have no ability to obtain car parking permits, except for parking needed to meet the needs of disabled people.

RECOMMENDATION B

That if members are minded to approve this proposal officers recommend that the following summary forms the **reasons for grant** to be published on the decision notice:

This proposal has been approved following consideration of all the relevant policies in the Development Plan (Unitary Development Plan 2002, Core Strategy and the London Plan 2008), Government Planning Policy Guidance/Statements and other material considerations.

- This decision was made by the Members of the Planning Sub-Committee on the 12 July 2011.
- The external works to the building, including set back mansard roof extension, are sympathetic to the existing locally listed building and will not be detrimental to the character and appearance of the street scene. Subject to compliance with the conditions attached to the approval of this application, the development is in line with Policies D3 (Site planning), D4 (Designing in context) of Islington Council's Unitary Development Plan (2002) and Policy CS9 of the Core Strategy 2011;
- The residential units will provide residential accommodation that meets the requirements set out in Islington Council's Planning Standards Guidelines (2002), and is in line with H3 (New Housing and Changes of Use to Residential), Policies H7 (Standards and guidelines), and H10 (New Development) of Islington Council's Unitary Development Plan (2002);
- Consideration has been given to the objections made to the proposal, and having regard to the sympathetic design, siting, layout and orientation of the approved development, it is considered that it would not have adverse impacts on the amenity (i.e. daylight and sunlight, privacy) of any nearby properties to the extent considered sufficient to outweigh the reasons for

granting planning permission. The dwelling complies with Policies D3 (Site planning) and D4 (Designing in Context) of Islington Council's Unitary Development Plan (2002).