

Report to Planning applications committee

Item

14 September 2017

Report of Head of planning services

Subject Application no 17/00980/F – Eastgate House,
122 Thorpe Road, Norwich NR1 1RT

Reason Objection

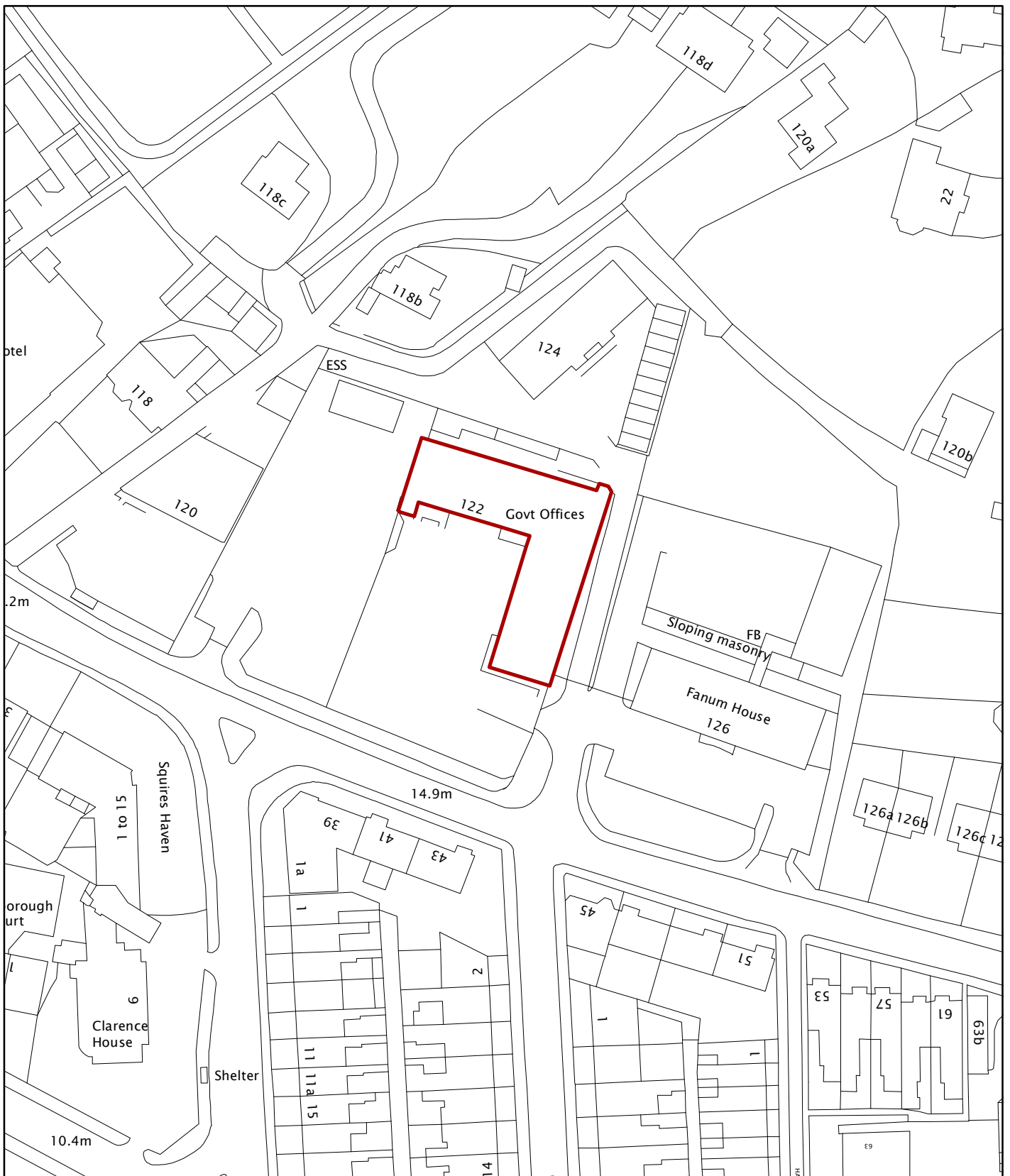
for referral

4(c)

Ward:	Thorpe Hamlet
Case officer	Samuel Walker - samuelwalker@norwich.gov.uk

Development proposal		
Erection of fourth and fifth floor extension to Eastgate House to create 7 No. new flats.		
Representations		
Object	Comment	Support
2		

Main issues	Key considerations
1	Principle of Development
2	Design
3	Heritage
4	Trees
5	Transport
6	Amenity
Expiry date	25 August 2017
Recommendation	Approve



© Crown Copyright and database right 2017. Ordnance Survey 100019747.

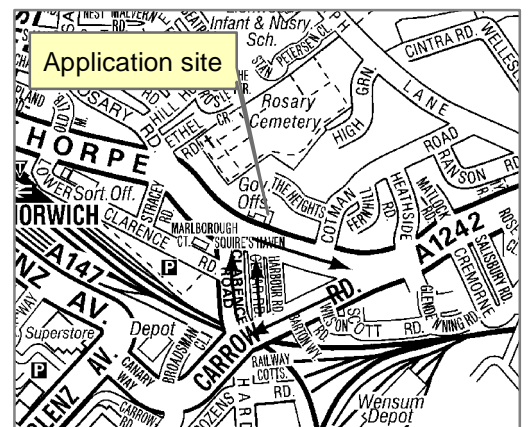
Planning Application No 17/00980/F
Site Address Eastgate House, 122 Thorpe Road

Scale 1:1,000



NORWICH
City Council

PLANNING SERVICES



The site, surroundings and constraints

1. Eastgate House is a five storey building on the north side of Thorpe Road. The building was previously in most part lawfully an office use (B1a) that has secured prior approval for conversion to residential. There has been a subsequent approval for external alterations including erection of new patio areas, installation of replacement windows, erection of Juliette balconies with re-cladding and rendering. This conversion and refurbishment is currently substantially under way.
2. Space on the ground floor was excluded from the prior approval application as it was and continues to be used as a coroner's court room (a Sui Generis use).
3. The site is surrounded by a mix of uses including other office buildings and residential dwellings. The Thorpe Ridge Conservation Area is located further to the north of the site. There is a pair of grade II listed buildings around 80m to the east on Cotman Road (2 and 4) and two locally listed buildings to the north, but given the distances they are not considered to be affected. Directly to the east Harbour House (126 Thorpe Road) is locally listed.
4. The site levels change from the north down to the south of the site. The site is within flood zone 1.

Relevant planning history

Ref	Proposal	Decision	Date
4/1990/0115	Erection of four lock-up garages at rear of site.	Approved	05/03/1990
4/1993/0476	Erection of entrance lobby.	Approved	15/07/1993
09/01076/CF3	Change of use of part of the ground floor of 122A from offices (Class B1) to a Coroners Court Room (Class sui generis).	Approved	18/11/2009
13/01665/PDD	Change of use of Eastgate House from offices (Class B1a) to provide 38 flats (Class C3).	Prior Approval Not Required	15/11/2013
14/00967/F	Construction of stairwell and lift shaft to provide access to Eastgate House.	Approved	01/09/2014
14/01175/F	Alterations to the exterior of Eastgate House including erection of a new canopied entrance, installation of replacement windows, erection of Juliette balconies with re-cladding and rendering.	Approved	03/10/2014

Ref	Proposal	Decision	Date
15/01129/PDD	Change of use from offices (Class B1) to residential (Class C3) to provide 47 residential units.	Prior Approval Granted	08/10/2015
16/01889/O	Outline application including matters of access, layout and scale for the erection of 24 No. dwellings contained within a 3 and 5 storey building, 5 car parking spaces and amenity areas. NOTE: Access crosses the current application site; the new building is proposed on an adjacent site.	Pending Consideration	
17/00430/F	Alterations to the exterior of Eastgate House including erection of a new patio areas, installation of replacement windows, erection of juliette balconies with re-cladding and rendering.	Approved	24/04/2017
17/00649/NCD	Change of use from offices (Class B1) to residential (Class C3) to provide 47 residential units.	Approved	09/06/2017

The proposal

- Proposed is an extension on the fourth floor of the eastern wing, to mirror the existing fourth floor to the west wing of Eastgate House, and a partial fifth floor extension in the corner where the east and west wings meet. This is for the provision of seven additional dwellings comprising of five flats and two maisonettes.

Summary information

Proposal	Key facts
Scale	
Total no. of dwellings	Seven
No. of affordable dwellings	None
Total floorspace	Total - 410.4m² Unit 48 (Flat): 1B/2P 40m² Unit 49 (Flat): 1B/2P 40m² Unit 50 (Flat): 2B/3P 57.4m² Unit 51 (Flat): 1B/2P 44.2m² Unit 52 (Flat): 1B/2P 41.8m²

Proposal	Key facts
	Unit 53 (Maisonette) 2B/4P: 85m² Unit 54 (Maisonette) 2B/4P: 102m²
No. of storeys	Existing: 3 storey and 4 storey Proposed: Vertical extension to 3 storey element to complete 4th Storey and small area of extension to create a fifth storey.
Max. dimensions	The site is on a gradient, so dimensions are given from ground level to top of proposed development at front and rear of site: Approximately 18m from ground level to top of proposed fourth floor extension a front of site. Approximately 17m from ground level to top of proposed fifth floor extension at rear of site. Plan dimensions are within the existing footprint 11.5x37m
Density	54 in 0.074 hectares
Appearance	
Materials	Proposed: Walls: render (Neutral colour) Windows: Dark Grey coated aluminium to match existing Roof – Single ply membrane (Sarnafil or similar) – coated silver colour fascia. Opaque and clear glazed balustrade with silver coated aluminium.
Construction	Vertical extension
Energy and resource efficiency measures	None specified
Operation	
Opening hours	N/A
Ancillary plant and equipment	None proposed
Transport matters	
Vehicular access	Existing
No of car parking spaces	27 (Including 2 disabled)

Proposal	Key facts
No of cycle parking spaces	16

Representations

6. Adjacent and neighbouring properties have been notified in writing. Two letters of representation have been received citing the issues as summarised in the table below. All representations are available to view in full at <http://planning.norwich.gov.uk/online-applications/> by entering the application number.

Issues raised	Response
Scale and massing – Out of Scale development, over dominant building. Above existing tree line	15-23, 28-39
Character of neighbourhood	14-23
Amenity (Loss of light, privacy) Query why this was not proposed as part of the original planning scheme	28-39

Consultation responses

7. Consultation responses are summarised below the full responses are available to view at <http://planning.norwich.gov.uk/online-applications/> by entering the application number.

Assessment of planning considerations

Relevant development plan policies

8. **Joint Core Strategy for Broadland, Norwich and South Norfolk adopted March 2011 amendments adopted Jan. 2014 (JCS)**
- JCS1 Addressing climate change and protecting environmental assets
 - JCS2 Promoting good design
 - JCS3 Energy and water
 - JCS4 Housing delivery
 - JCS5 The economy
 - JCS6 Access and transportation
 - JCS7 Supporting communities
 - JCS9 Strategy for growth in the Norwich policy area
 - JCS11 Norwich city centre
 - JCS12 The remainder of the Norwich urban area including the fringe parishes

9. Norwich Development Management Policies Local Plan adopted Dec. 2014 (DM Plan)

- DM1 Achieving and delivering sustainable development
- DM2 Ensuring satisfactory living and working conditions
- DM3 Delivering high quality design
- DM6 Protecting and enhancing the natural environment
- DM7 Trees and development
- DM8 Planning effectively for open space and recreation
- DM12 Ensuring well-planned housing development
- DM13 Communal development and multiple occupation
- DM15 Safeguarding the city's housing stock
- DM30 Access and highway safety
- DM31 Car parking and servicing
- DM32 Encouraging car free and low car housing
- DM33 Planning obligations and development viability

Other material considerations

10. Relevant sections of the National Planning Policy Framework March 2012 (NPPF):

- NPPF0 Achieving sustainable development
- NPPF1 Building a strong, competitive economy
- NPPF4 Promoting sustainable transport
- NPPF6 Delivering a wide choice of high quality homes
- NPPF7 Requiring good design
- NPPF8 Promoting healthy communities

Case Assessment

11. Planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. Relevant development plan policies are detailed above. Material considerations include policies in the National Planning Framework (NPPF), the Councils standing duties, other policy documents and guidance detailed above and any other matters referred to specifically in the assessment below. The following paragraphs provide an assessment of the main planning issues in this case against relevant policies and material considerations.

Main issue 1: Principle of development

12. Key policies and NPPF paragraphs – DM12, NPPF paragraphs 49 and 14.
13. The NPPF states that where a 5 year supply of land for housing cannot be demonstrated, applications for housing should be considered in the context of the presumption in favour of sustainable development and that relevant policies for the supply of housing should not be considered up-to-date. Since the Norwich Policy Area does not currently have a 5 year land supply, Local Plan policies for housing supply are not up-to-date. As a result the NPPF requires planning permission to be granted unless:

"Any adverse impacts of doing so would significantly and demonstrably outweigh the benefits ... or

Specific policies in the NPPF indicate development should be restricted".

14. The creation of the new dwellings uses an existing site which has permission for use as residential. The principle is therefore acceptable subject to consideration of matters of design, amenity and transportation.

Main issue 2: Design

15. Key policies and NPPF paragraphs – JCS2, DM3, NPPF paragraphs 9, 17, 56 and 60-66.
16. As an extension to the roof of a relatively large building the development has the potential to be very prominent, particularly given its visibility from views such as Cedar Road and further east along Thorpe Road as far as Cotman Road. Mature trees along the southern boundary and along Thorpe Road obscure views from the west, however there are glimpses where the proposed extension will be visible, and more so during winter months when the trees are not in leaf. However, the north side of Thorpe Road varies in character fairly significantly, particularly in scale – the largest building being that on the application site.
17. The proposed fourth floor extension matches the external design appearance of the existing fourth floor to the west wing, incorporating design details and materials as approved under application reference 17/00430/F. The fifth floor design, whilst considerably smaller has a design principle more reminiscent of previous vertical extensions approved under application reference 14/01246/F. The structure is designed in a contemporary style with a large overhanging flat roof which is beneficial for summer shading whilst allowing winter light to enter the building. The facades are a mixture of glazed doors and screening and rendered walls in keeping with the floor below. There is proposed provision of external amenity space in the form of roof terraces at fifth floor level. These are private terraces in association with the two maisonettes and a single terrace for use by other occupants of the building, these have been specified with glazed screens with silvered aluminium fittings and rails; details of these should be secured by condition.
18. In the context of the wider changes to the building the extension is acceptable as it complements the modernisation of the building. Subject to conditions on the external materials, these will not have an adverse impact upon the street scene, nor does the increase in height adversely detract from the significance of any of the locally listed buildings, particularly Harbour House adjacent. In views from the north the visible change under this application will be an extension to the eastern end of the fourth floor and the fifth floor extension. There is no adverse impact upon the character of the adjacent conservation area.

Main issue 3: Heritage

19. Key policies and NPPF paragraphs – DM9, NPPF paragraphs 128-141.
20. The design of the proposed extension is in keeping with the design as approved for external alterations elsewhere on the building. The form of the extension respects the form of the existing building. The continuity of design approach is not

considered to impact the setting of adjacent locally listed building at 126 Thorpe Road or nearby Thorpe Ridge conservation area

Main issue 4: Trees

21. Key policies and NPPF paragraphs – DM7, NPPF paragraphs 109 and 118.
22. The existing trees to the boundaries of the site form an important part of the streetscape, character and screening of the site.
23. The proposed extension does not expand on the existing footprint of Eastgate House, as such there is no impact to Trees.

Main issue 5: Transport

24. Key policies and NPPF paragraphs – JCS6, DM28, DM30, DM31, NPPF paragraphs 17 and 39.
25. The new units are in a highly sustainable location and are acceptable in principle. The plans currently show provision for bicycles to the rear of the property, there are 16 spaces shown. 10 are required under policy DM31 in association with this current application. Condition one of application reference 15/01129/PDD remains outstanding, additional cycle storage in association with the original 47 units is still required.
26. Bin storage has been indicated adjacent to the entrance to the site; however, the storage shown is not of usable scale, or appropriate position. However, it is considered that adequate provision is deliverable within the large site and a condition will be attached to require further detail.
27. 27 Car parking spaces (two of which are designated disability spaces) have been specified for the development; this is in accordance with the minimum requirements set out in DM31 of 0.5 spaces per unit for residential development in 'accessible' locations.
28. There is an existing established access to the highway for this site, with appropriate room for access by and manoeuvring of refuse and emergency vehicles. This is not affected by the proposed development.

Main issue 6: Amenity

29. Key policies and NPPF paragraphs – DM2, DM11, NPPF paragraphs 9 and 17.
30. While the extension will cause some issues for overshadowing to the upper flats within the west wing, the extent is not severe given the scale of the extension and the overshadowing cause by the existing east wing.
31. Two additional bedrooms on the fourth floor and living spaces (kitchen and living room) on the fifth floor will look northwards, but given the topography of the site and adjacent properties, height and distance there are not considered to be unacceptable impacts for the privacy of the neighbouring occupiers. There are no significant concerns for overlooking elsewhere or for loss of outlook. Occupier

amenity will be adequate with the terraced areas provided and as such there are no apparent amenity concerns.

32. The separation of the proposed development to existing properties to the West is of a significant distance that it is considered that there no overlooking or overshadowing impacts. A shadow impact assessment has been submitted to support this application.
33. Given the mixed use of the area and separation distances the additional properties will have negligible impact on amenity/working conditions.
34. It has been queried why this was not applied for under the original application. This site has been granted change of use under permitted development prior approval from offices to residential. This type of change of use application is a 'light touch' and does not allow for any external alterations. Subsequent applications have been submitted for external alterations and extensions as the project progresses.
35. The proposed flats have been designed as follows:
Flat units 48 and, 49 have been designed with a complete internal floor area of 40m². Flat 52 has been designed to 41.8m², These have been designated as 1 bedroom, 2 person flats; this is currently 10m² and 8.2m² under the designated space standard for this level of occupancy. It has been advised that these should be revised to 1 bedroom 1 person occupancy, they will then be within the 39m² designation for this level of occupancy. Revised drawings are expected to be submitted for consideration by committee members.
36. Units 53 and 54 are two storey Maisonettes for an occupancy of two bedrooms / four persons each. At 85m² and 102m². These are well within the specified 79m² internal floor areas required for this level of occupancy.
37. Unit 50 is a flat designated as 2 bedroom / 3 person occupancy; the floor areas is specified as 57.4m², this falls marginally short (3.6m²) of the recommended 61m² for this level of occupancy.
38. Unit 51 is a flat designated as: 1 bedroom / 2 person occupancy; the floor area is specified as 44.2m², this is 5.8m² short of the recommended 50m² for this level of occupancy.
39. Provision of external amenity space has been made via private roof terraces for the two number maisonettes, and a communal roof terrace space to be shared by other flats within the building.

Compliance with other relevant development plan policies

40. A number of development plan policies include key targets for matters such as parking provision and energy efficiency. The table below indicates the outcome of the officer assessment in relation to these matters.

Requirement	Relevant policy	Compliance
Cycle storage	DM31	Yes subject to condition
Car parking provision	DM31	Yes subject to condition
Refuse Storage/servicing	DM31	Yes subject to condition
Energy efficiency	JCS 1 & 3 DM3	Not applicable
Water efficiency	JCS 1 & 3	Yes subject to condition
Sustainable urban drainage	DM3/5	Not applicable

Other matters

41. The following matters have been assessed and considered satisfactory and in accordance with relevant development plan policies, subject to appropriate conditions and mitigation:
42. Given the scale of development the dwelling would not need to have on-site renewable energy provision. Water efficiency would need to meet Building Regulation 36 2(b) requirement of 110 litres/person/day water efficiency set out in part G2 of the 2015 Building Regulations for water usage and a condition is recommended to ensure this.

Equalities and diversity issues

43. There are no significant equality or diversity issues.

Local finance considerations

44. Under Section 70(2) of the Town and Country Planning Act 1990 the council is required when determining planning applications to have regard to any local finance considerations, so far as material to the application. Local finance considerations are defined as a government grant or the Community Infrastructure Levy.
45. Whether or not a local finance consideration is material to a particular decision will depend on whether it could help to make the development acceptable in planning terms. It would not be appropriate to make a decision on the potential for the development to raise money for a local authority.
46. In this case local finance considerations are not considered to be material to the case.

Conclusion

47. The development is in accordance with the requirements of the National Planning Policy Framework and the Development Plan, and it has been concluded that there are no material considerations that indicate it should be determined otherwise.

Recommendation

To approve application no. 17/00980/F - 122 Thorpe Road Norwich NR1 1RT and grant planning permission subject to the following conditions:

1. Standard time limit;
2. In accordance with plans;
3. External materials – roof covering, fascia details, window details, balustrade including fittings.
4. No occupation until provision of refuse and cycle storage has been implemented.
5. Water efficiency 110L per person per day



Distance A:
 Horizontally = Approx 37.03m
 Direct to proposal = Approx 38.83m

Distance B:
 Horizontally = Approx 13.86m
 Direct to proposal = Approx 17.88m

Distance C:
 Horizontally = Approx 51.35m
 Direct to proposal = Approx 53.07m

Distance D:
 Horizontally = Approx 15.56m
 Direct to proposal = Approx 21.78m

REV	DATE	DESCRIPTION	DRAWN	CHECKED BY
A	04/08/2017	Site plan updated	VS	ML

PLANNING

Chaplin Farrant Limited

51 Yarmouth Road
 Norwich
 NR7 8ET
 Tel: 01603 706000
 Fax: 01603 790001
 office@chaplinfarrant.com
 www.chaplinfarrant.com

Also at:
 London
 Winchester
 Southampton
 Great Yarmouth

This drawing is copyright of the Architects and shall not be reproduced without their permission.

Check all dimensions and report any errors or omissions.

Do not scale from this drawing.

EG Estates

Eastgate House
 Thorpe Road
 Norwich

Distances from surrounding buildings to proposal

5392

082
 17
 DB

A
 1:200@A1
 MN



Elevation A
East Elevation



Elevation B
North Elevation

B	15/05/17	Drawing checks and minor amendments to suit	DB	MN
A	7.3.17	Minor amendments	JL	MN
REV	DATE	DESCRIPTION	DRAWN	CHECKED BY
Revisions				



Chaplin Farrant Limited
51 Yarmouth Road
Norwich
NR7 0ET
Tel: 01603 706090
Fax: 01603 706091
office@chaplinfarrant.com
www.chaplinfarrant.com
Also at:
London
Winchester
Southampton
Great Yarmouth

PLANNING

EG Estates
Eastgate House
Thorpe Road
Norwich

Existing North and East Elevation

5392

56

B

March 17

100@A1-200@A3

JL



Elevation C
West Elevation



Elevation D
South Elevation

B	15/05/17	Drawing checks and minor amendments to suit	DB	MN
A	7.3.17	Minor amendments	JL	MN
REV	DATE	DESCRIPTION	DRAWN	CHECKED BY

Revisions

CF

Architects Engineers Quantity Surveyors

Chaplin Ferrant Limited

51 Yarmouth Road
Norwich
NR7 6ET
Tel: 01603 706000
Fax: 01603 706001
office@chaplinferrant.com
www.chaplinferrant.com
Also at:
London
Winchester
Southampton
Great Yarmouth

This drawing is copyright of the Architects and shall not be reproduced without their permission.
Check all dimensions and report any errors or omissions.
Do not scale from this drawing.

EG Estates

Eastgate House
Thorpe Road
Norwich
PROJECT

Existing West & South Elevation
DRAWING

5392
PROJECT REF

57
DRAWING NO

B
REVISION

March 17
DATE

100@A1-200@A3
SCALE

JL
DRAWN BY

MN
CHECKED BY

Proposed New Extension



East Elevation



North Elevation

REV	DATE	DESCRIPTION	DRAWN	CHECKED BY
C	04/09/17	Hand-drawn revised to suit revised layout	VS	MH
B	15/05/17	Drawing checks and minor amendments to suit	DB	MH
A	25.05.17	Amended to suit floor plans	LC	MPH



Chaplin Farrant Limited
 31 Yarmouth Road
 Norwich
 NR7 6ET
 Tel: 01603 790000
 Fax: 01603 700003
 office@chaplinfarrant.com
 www.chaplinfarrant.com

Also at:
 London
 Winchester
 Southampton
 Great Yarmouth

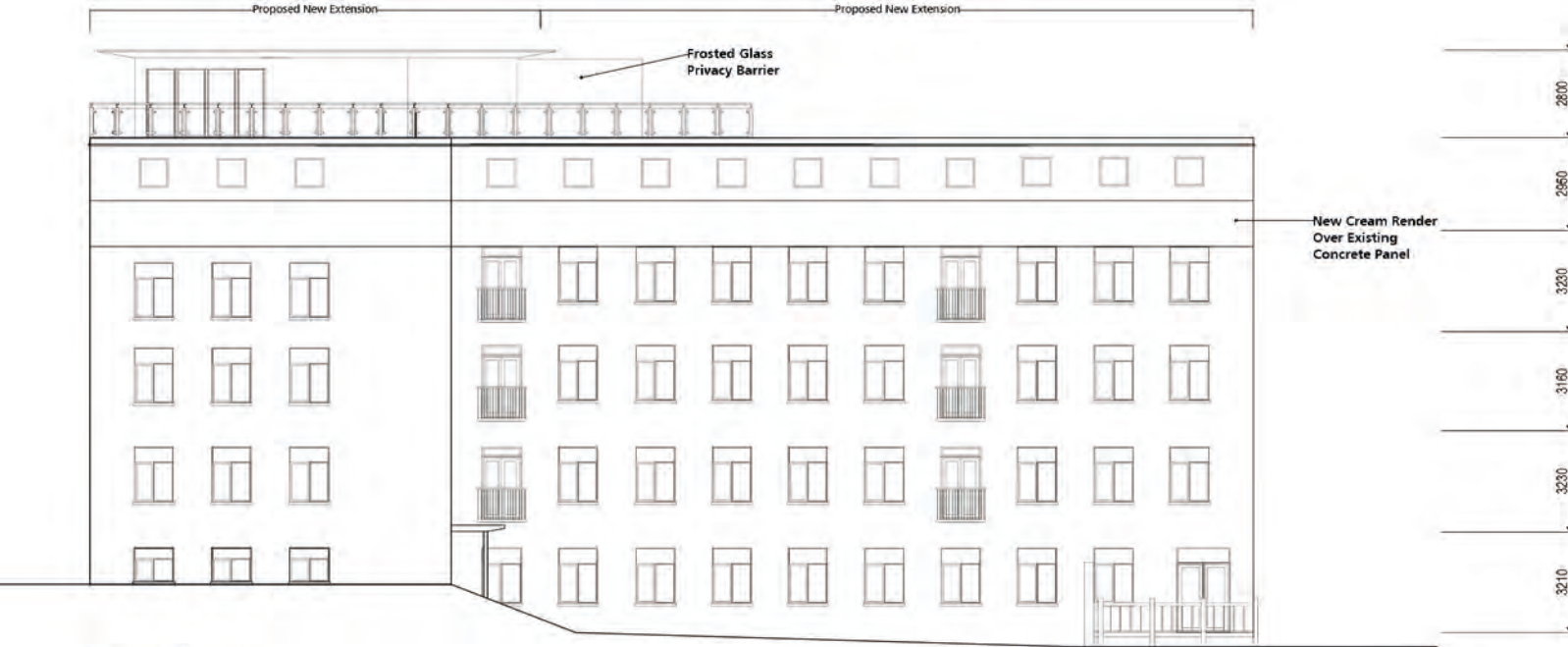
EG Estates
 31 Yarmouth Road
 Norwich
 NR7 6ET
 Tel: 01603 790000
 Fax: 01603 700003
 office@egestates.com
 www.egestates.com

Eastgate House
 Thorpe Road
 Norwich
 NR7 6ET

Proposed North and East Elevation

5392
 77
 C
 March 17
 100@A1-200@A3

This drawing is copyright of the Architects and shall not be reproduced without their permission.
 Check all dimensions and report any errors at emissions.
 Do not scale from this drawing.



West Elevation



South Elevation

B	15/05/17	Drawing checks and minor amendments to suit	DB	MN
A	25.05.17	Amended to suit floor plans	LC	MN
REV	DATE	DESCRIPTION	DRAWN	CHECKED BY

Revisions



Architects, Engineers, Quantity Surveyors

Chaplin Farrant Limited

51 Yarmouth Road
Norwich
NR7 6ET

Tel: 01 603 700069
Fax: 01603 730001

office@chaplinfarrant.com
www.chaplinfarrant.com

Also at:
London
Winchester
Southampton
Great Yarmouth

This drawing is copyright of the
Architects and shall not be
reproduced without their
permission.

Check all dimensions and report
any errors or omissions.

Do not scale from this drawing.

PLANNING

EG Estates

Eastgate House
Thorpe Road
Norwich
NR6 6ET

Proposed Option B
West & South Elevation

5392

15/05/17

78

04/06/18

March 17

100@A1-200@A3

JL

04/06/18

04/06/18

04/06/18



REV	DATE	DESCRIPTION	DRAWN	CHECKED BY
D	31/08/17	Units 48 - 49 amended to show reduce size. Unit 52 - 1B/1P	DB	MIN
C	15/08/17	Drawing checks and minor amendments to suit	DB	MIN
B	08/06/17	Amendments to stair layout and tread size. Addition of steps into hallway.	LC	MIN
A	25/05/17	Amendments to floor plan of Unit 48. Addition of staircase to communal terrace.	LC	MIN

CF

PLANNING

EG Estates

Eastgate House
Thorpe Road
Norwich

Proposed Fourth Floor Plan

5392

075 **D**

March 17 **1:200 (A3)**

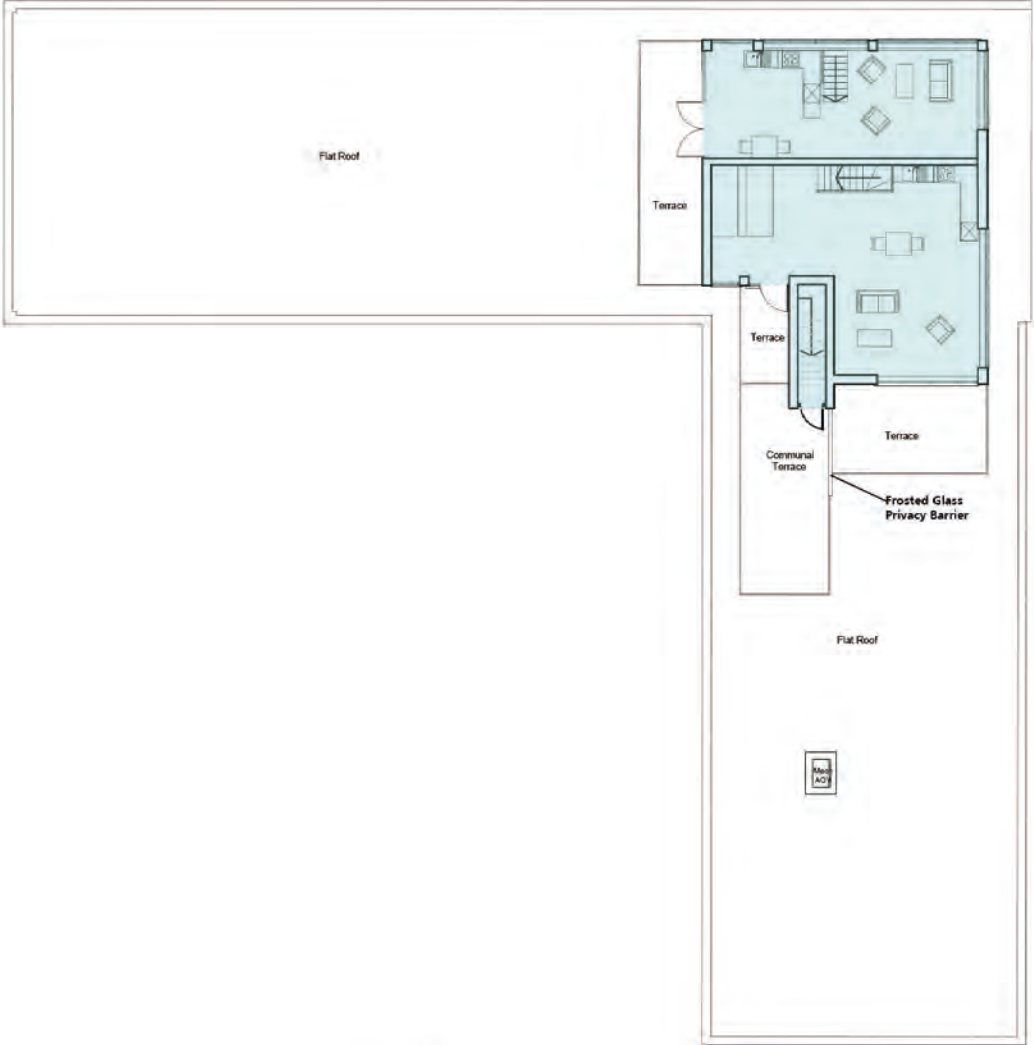
JL **MIN**

Chaplin Farrant Limited
51 Yarmouth Road
Norwich
NR7 0ET
Tel: 01603 760000
Fax: 01603 760001
office@chaplinfarrant.com
www.chaplinfarrant.com
Also at:
London
Winchester
Southampton
Great Yarmouth

This drawing is copyright of the Architects and shall not be reproduced without their permission.

Check all dimensions and report any errors or omissions.

Do not scale from this drawing.



#	15.08.17	Drawing checks and minor amendments to last	DE	MN
A.	25.05.17	Amendments to floor plans Addition of communal roof terrace	LC	MN
REV	DATE	DESCRIPTION	DRAWN	CHECKED BY
Revisions				

**PLANNING**

Architects and Planning Consultants

Chaplin Ferrant Limited
31 Yarworth Road
Norwich
NR1 5ET
Tel: 01603 708009
Fax: 01603 700001
office@chaplinferrant.com
www.chaplinferrant.com
Also at:
London
Manchester
Southampton
Great Yarmouth

EG Estates
Eastgate House
Thorpe Road
Norwich
5392

This drawing is copyright of the Architects and shall not be reproduced without their permission.
Check all dimensions and report any errors or omissions.
Do not scale from this drawing.

76	B
March 17	1:200 (A3)
JL	MN