Report for Resolution

Report to Date	Planning Applications Committee 26 August 2010	^{Item} 5(4)
Report of	Head of Planning Services	J(4)
Subject	10/01036/F: Fire Station, Bethel Street, Norwich NR2 1NW and 10/01037/L: Fire Station, Bethel Street, Norwich NR2 1NW	

SUMMARY

Description:	residential units (5 no. three be bedroom flats, 1 no. three bed	the Fire Station to provide 14 no. edroom maisonettes, 5 no. three room house, 1 no. two bedroom ats), offices and either A1, A2, B1 of the main building.
Reason for consideration at Committee:	Major Development and Objec	ctions
Recommendation:	Approve	
Ward: Contact Officer:	Mancroft Mr Rob Parkinson	Senior Planning Officer (Development)
Date of receipt: Applicant: Agent:	28 th May 2010 Norfolk County Council Norfolk Property Services	

INTRODUCTION

The Site

Location and Content

- The Norwich Fire Station is a Grade II Listed Building located on Bethel Street and is currently in operation until such time as the Fire Service relocates to new premises at Trowse in 2011. The replacement site already has planning permission and construction is apparently underway. The Fire Station was originally constructed as part of the 1930s Civic Quarter group of buildings, including the City Hall and Police Station.
- 2. This part of the city centre is a mix of uses with residential influence. Neighbours immediately east are the police station and its parking / holding compound, and the City Hall, both of which are Listed Buildings. Immediately north are the ten Old Barley Market three-storey town houses. Residential and office uses extend along Bethel Street to the west, although the immediate neighbour is the Country and Eastern retail premises at the former ice rink. Opposite the main Fire Station building on Bethel Street is the entrance to the Forum Car Park and pedestrian route to Theatre Street behind the Forum building.

- 3. The Fire Station is a complex of linked brick-built buildings creating a horseshoe courtyard. The main tender house engine building is the four-storey building on the south side fronting Bethel Street, set back from the road edge but accessed via the tall glass doors opening directly onto Bethel Street, hosting engines and plant in the atrium at ground level with recreation area, kitchens and dormitories in the two floors above. The western building is a four and five-storey garage and pump store with dormitory space above. The north range of buildings is a two-storey garage area dominated by its 5-storey brick-built tower designed in an Italianate campanile style, and similar in some respects, such as its historic brick detailing, to the City Hall tower. The historic Weights and Measures building also forms part of this northern range, being attached its east end and being accessed from the eastern driveway as a separate building.
- 4. The courtyard is currently used for staff car parking, accessed from the east and the private drive shared access used for the police service. A private but shared access drive lies to the west of the fire station leading to the Old Barley Market houses with access available to the adjoining retail premises; a part of this drive behind the western part of the building is also used for fire service staff parking.

Planning History

5. There have been some previous applications for minor installations and works to the building, but no applications for such extensive works or changes in use before now.

Constraints

 The Fire Station was designated as a Grade II Listed Building in October 2008, and lies within the designated City Centre Conservation Area. The area is also part of the Area of Main Archaeological Interest (defined by Local Plan policy HBE3), Visitor Attraction Area (policy TVA4), City Centre Leisure Area (policy AEC1), and Cultural and Civic Area (policy CC3).

Topography

7. This is a level site although the buildings are somewhat taller than their neighbours to the north, south and west.

The Proposal

8. The application includes conversion of the fire station into a mixture of residential types (14 dwellings in total) distributed across the site, and changes of use to the main engine room building to provide general office use (390 sq.m. in total) at first floor and part of a new mezzanine floor of the southern block, and ground floor of the western block, and various options for city centre-orientated non-residential type uses at ground floor and the remainder of the mezzanine floor of the southern block. These various uses total 312 sq.m. and include retail (Use Class A1), financial services (A2), offices (B1) and non-residential institution uses (D1) which are defined as such as places of worship, clinics, health centres, consulting rooms, museums, galleries, exhibition halls and training centres.

- 9. Under the provisions of the Town and Country Planning (General Permitted Development) Order 1995 1990, Part 3 Class E, developments that include such options for multiple alternative uses within their planning permission are entitled to swap between use types within the same permission within the first 10 years after the planning permission has been granted, without the need for prior express planning consent, providing that they do not result in a breach of planning condition attached to that permission. Conditions can be used to specify where the different types of use are permitted around the complex.
- 10. The northern range of the complex is made up of garage bays with the distinctive tall brick hose tower above, and the Weights and Measures Building attached to the east. The application originally proposed to extend this northern block by adding an additional glass-fronted storey along the full length of the top of this building, abutting the hose tower, in order to provide additional bedrooms to three of the dwellings within the northern range. Whilst officers considered that this part of the proposal would not have caused significant harm to the appearance or fabric of the Listed Building, the extension would still have caused unjustified harm to the architectural heritage of the building, a material consideration recently set out by national policy within PPS5 and which was the subject of initial concerns expressed by English Heritage (see paragraph 14).
- 11. Accordingly, the extension has since been removed from the proposal with the result that some of the flats now have fewer bedrooms than originally intended.

Representations Received

12. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. 3 letters of representation have been received for each application, citing the issues as summarised in the table below.

13.

Issues Raised	Response
A building of this size in the city centre should not be used for	See paragraphs:
residential development and instead should be adapted for	8-9
public use such as a concert hall or gallery, particularly so as it	24-28
is close to the Forum and Theatre Royal and other attractions.	
The East Anglian Art Fund object to the scheme for because the	See paragraphs:
long term future of this landmark building should be subject to	8-9
wide public consultation, and should if possible be preserved for	25-26, 28
continued public use rather than subdivision into offices and	
residential units. The premises are considered to be an ideal	
site for the arts and a gallery to make an impact on tourism.	
The neighbouring premises at 34-36 Bethel Street (Country and	They are not
Eastern) and the Norfolk Police HQ have rights of way over	compromised by
some of the land in the application which should not be	any new buildings
compromised by the scheme.	and rights of way
	are not planning
	issues.

Consultation Responses

- 14. English Heritage (received 22.07.10): The Fire Station is Grade II Listed in recognition of its architectural and historical significance. Whilst the preference would be to retain something close to the original use, the proposed mixture of office and residential use allows most of the main working areas of the building to be kept as single spaces and much of their characteristic detailing to be retained. Residential elements are largely restricted to secondary parts of the complex or existing dormitory space; in this way an acceptable level of impact on the building's interior has been achieved and external composition maintained.
- 15. It was felt that the extension originally proposed to the top of the north range of buildings would conflict with the policies set out in national PPS5 by being harmful to the architectural significance of the listed building. In summary, the concerns expressed were because the proposal would have:
 - Detracted from the setting, impact and significance of the brick tower by raising the height of the northern range so disturbing the relationship to the main station.
 - Introduced incompatible materials to the brick-built complex and surroundings and being quite visual from certain locations it would become distracting.
 - The extension would also detract from the overall architectural composition of the complex as a whole, not least because the range contained the Norfolk Weights and Measures Office building which had some status in its own right.
- 16. The applicants presented an argument that the extension was necessary to make the project viable and to pay for the replacement fire station. However, English Heritage contend that the fire station is currently in decent condition and capable of re-use and, seemingly, residential conversion without the additional storey. Whilst there was clear benefit in providing a future use for the fire station, it is not considered appropriate to permit a scheme which causes such harm to the historic asset. In considering the arguments of project viability, the scheme included inadequate evidence of the need for the extension and did not satisfy the requirements of PPS5 concerning public benefit and harm to the Listed Building.
- 17. Whilst the extension remains a part of the proposal English Heritage would continue to object to the granting of both planning permission and Listed Building consent on the basis that the harm caused to the architectural significance of the building has not been adequately justified in accordance with government guidance.
- 18. English Heritage (update received 17.08.10): Subsequent to the receipt of revised plans that show the north range extension to have been removed, the objection has been removed. The proposed adaptation to provide mixed office and residential use is supported. The substantial internal alterations to create additional residential accommodation are accepted and conditions should be applied on any approval in line with the recommendations of the Council's Conservation and Design officer.
- 19. Environment Agency (received 06.07.10): The site is located within a groundwater source protection zone and further works are necessary, to be required by conditions, to ensure (1) the existing fuel tanks on site have not given rise to contamination, and to establish the necessary remediation measures, (2) ensure remediation and monitoring is undertaken, and (3) use of precautionary measures. Confirmation should be sought that sewerage infrastructure capacity exists. The

scheme should make maximum use of water efficiency measures (by condition). Adequate pollution control measures should be in place where necessary on site.

- 20. **Anglian Water** (received 05.07.10): There is adequate capacity in the infrastructure to allow water supply and surface water, waste water and foul sewerage disposals.
- 21. Environmental Health Pollution Control (received 19.07.10): Noise from roads should not be an issue but as there is mixed residential and commercial proposed there needs to be adequate insulation between floors/ceiling etc to protect loss of amenity from noise (by condition). Adequate bin storage/recycling areas are proposed. Should gardens be proposed, further site investigation and remediation would be required. Should the ground conditions in the area of the fuel storage tanks be disturbed, then the fuel tanks would need to be reviewed and probably removed. Conditions are recommended for (1) noise insulation, (2) plant and machinery, and (3) contaminated land treatment measures.
- 22. **Norfolk Landscape Archaeology** (received 30.06.10): The proposal affects land within the Area of Main Archaeological Interest. As ground disturbance would be fairly small for the development, but the underground fuel storage tank removal works would involve significant ground disturbance, although this is ground that has already been disturbed. Hence a scheme for archaeological investigation work is needed prior to development starting (to be required by condition).
- 23. **Norfolk Police Authority** (received 07.06.10): The east side access is subject to statutory user rights by the police authority to the rear of City Hall, and no building development should take place on this land. No comments from architectural liaison.

ASSESSMENT OF PLANNING CONSIDERATIONS

Relevant Planning Policies

Relevant National Planning Policies

PPS1 - Delivering Sustainable Development

PPS1 Supplement – Planning for Climate Change

PPS3 – Housing

PPS4 – Planning for Sustainable Economic Growth

PPS5 - Planning for the Historic Environment

PPG13 – Parking

PPS23 - Planning and Pollution Control

Relevant Local Plan Policies

NE4 – Street trees

NE9 - Comprehensive landscaping scheme and tree planting

HBE3 – Archaeology assessment in Area of Main Archaeological Interest

HBE7 – Evaluation of standing archaeology

HBE8 - Development in Conservation Areas

HBE9 – Development affecting Listed Buildings

HBE12 - High quality of design in new developments

HBE19 - Design for safety and security including minimising crime

EP1 - Contaminated land

EP10 – Noise protection between different uses

EP16 - Water conservation and sustainable drainage systems

EP17 – Protection of watercourses from pollution from stored material, roads & car park

EP18 - High standard of energy efficiency in new developments

EP22 - High standard of amenity for residential occupiers

TVA1 – Proposals for new visitor attractions – access

TVA4 – Proposals for visitor attractions with priority areas and sequential approach

TVA8 - Heritage interpretation

AEC1 – City Centre Leisure Area: Major art and entertainment facilities – location and sequential test

AEC3 – Loss of buildings for community use

EMP1 - Small scale business development

EMP16 – Office development – sequential test and criteria

SHO3 – Locational conditions for new retail development – sequential test

SHO9 – Retail development contributions to enhancement of public facilities in the area

HOU1 - Provision of new housing to meet identified needs

HOU2 - Mix of uses including housing on sites within the City Centre

HOU5 - Accessibility for wheelchair users

HOU6 – Contributions to community needs and facilities by housing developers

HOU13 – Proposals for new housing development on other sites

HOU15 - Conversion of vacant or underused parts of buildings

HOU18 – Conversion of properties to houses of multiple occupation and building flats

TRA3 – Modal shift measures in support of Norwich Area Transport Strategy

TRA5 - Approach to design for vehicle movement and special needs

TRA6 - Parking standards - maxima

TRA7 - Cycle parking standards

TRA8 - Servicing provision

TRA9 – Car free housing – criteria

TRA10 - Contributions from developers for highways works at the site

TRA11 – Contributions for transport improvements in the wider area

TRA14 - Enhancement of the pedestrian environment and safe pedestrian routes

TRA24 – City Centre Strategy

TRA26 - Design and materials in the streetscape

CC3 – Cultural and Civic Area – appropriate uses

Supplementary Planning Documents and Guidance

City Centre Conservation Area Appraisal (September 2007) Energy Efficiency and Renewable Energy (Adopted December 2006) Open Space and Play Provision (Adopted June 2006) Transport Contributions (January 2006) Heritage Interpretation (Adopted December 2006)

Principle of Development

Policy Considerations

- 24. The principle of the development proposed is acceptable when considered against national and Local Plan policy. Residential is a supported and appropriate use for such conversions, providing they make provision for adequate on-site facilities.
- 25. The additional range of mixed uses is appropriate for the city centre, and their being located at ground floor street level is encouraged to bring activity to the street frontage. Office uses should be provided as part of mixed-use developments, and in this proposal it is suggested that at least 390 sq.m. office space would be provided

at first floor level and part of the new mezzanine level in the south block and ground floor level also in the western block, with more possible at ground floor in the southern block. Restricting use of the southern block's first floor to only being office use is considered most compatible with the constraints of the Listed Building and the aims of ensuring the existing open plan layout internal space remains protected in the future whilst an end-user is not currently known at this stage. In the future, it may be possible to allow alternative uses within these spaces provided that details can show satisfactory proposed layouts, functions and any changes necessary to the Listed Building. All the proposed uses at ground floor level would likely be able to provide street frontage activity and added vitality to the area.

- 26. The possibility of providing certain leisure and public recreation uses, such as a D1 use class gallery, is actively encouraged in this location as part of the Cultural and Civic Area of the city centre, as set out by Local Plan policy CC3.
- 27. Retail in this location would not normally be encouraged as the site is outside the defined city centre retail area where there are currently other vacant units available. Nonetheless, the site is so close to the defined retail area, as well as other attractions as the Forum, and other small retail units along Bethel Street, that is it considered appropriate, complementary and beneficial if retailing were to take place at this location.
- 28. The loss of the community use from the building would normally be resisted within Local Plan policy (AEC3) unless it could be demonstrated that it is no longer suitable for the continued use, and that there is no alternative viable community use that could be accommodated there. In this instance the loss can be justified by the need for the fire service to relocate (with the benefit of an approved replacement facility) and by the potential for other community uses to come to the site within the D1 use.

Other Material Considerations

- 29. The alterations required to the Listed Building are necessary to provide the mix of uses proposed and the ongoing use of the premises, and can be accommodated without significant detrimental impact or harm to the building's fabric.
- 30. To ensure the non-residential elements are provided and can be seen to be viable, a condition is proposed to ensure that all non-residential units are fitted out, prepared and made available for first occupation before any residential unit is occupied.

Housing Proposals

Affordable and Accessible Housing

31. The scheme does not qualify for requiring affordable housing provision. There is a requirement to ensure homes are accessible, which should be achieved by using a new lift in the front block to make use of the existing dumb waiter shaft with minimal alterations.

Housing Numbers and Density

32. The number of dwellings proposed (14) is an acceptable density for a mixed-use scheme in the city centre.

Impact on Living Conditions Noise, Disturbance and Amenity

- 33. Although the site lies within the City Centre Leisure Area (AEC1), where potentially food and drink uses might also be located, it is considered possible to include residential uses within the scheme because the complex is quite self contained and currently distanced from such uses. Further, although the Cultural and Civic Area encourages food and drink uses, at this site it is considered that any future proposals for restaurant or bar uses would not only be subject to requiring specific permission, but also be constrained in their possibilities because of the restrictions of accommodating such designs around ensuring protection of the Listed Building.
- 34. Some types of activity within the D1 Use Class may not be acceptable in this location due to its potential impacts on traffic and transport generation, or the potential for the use to detract from the vitality and viability or activity of the area, or being incompatible with the area's designation as a Cultural and Civic Area, or the impact on the or character of the Conservation Area, or due to their potential impacts on the amenity of neighbouring uses, or because the uses may be incompatible with the preservation of the Listed Building without knowing at this stage if any changes would be necessary to accommodate specific uses. Accordingly, it is proposed to use conditions to restrict the types of use that would be acceptable within the D1 use class.
- 35. The requirement to ensure all walls and floors are provided between residential and non-residential units prior to first residential occupation will minimise impacts on residential amenity of future occupants during any prolonged construction period.
- 36. A condition is proposed to require prior approval of the location, position, specification and appearance for any plant and machinery proposed at the site, to prevent loss of amenity for future residents in this relatively confined space.
- 37. The landscaping proposals for the courtyard will greatly enhance the potential for improved residential amenity, although this is shared communal space likely to be utilised by users of the non-residential units too. There is of course also public open space available within Chapelfield Gardens, a short walk away. Conditions will be used to ensure timely provision of landscaping and amenity space for residents.

Overlooking, Overshadowing and Loss of Privacy

38. The dwellings are for the most-part inward-looking into the courtyard and are an acceptable distance from one another to avoid detrimental impact to residential amenity of future occupants. The dormer windows added to the southern elevation roof pitch are an appropriate addition and will not compromise amenity. Subject to conditions for selective obscure glazing, future and existing neighbouring properties will not experience further overlooking, loss of privacy, nor overshadowing.

Design

Layout, Form and Alterations to the Listed Building

39. Internally the fire station retains many of its original features and most of these will be retained in the proposed development. In order to ensure that this is the case a

condition will be added to ensure that even minor architectural details, such as door handles and door signage, are preserved – as in this particular instance they are integral to the significance of the building.

40. The most significant internal areas of the building are the ground and first floors of the southern block and these areas will receive only minor alterations which should not affect the significance of the open-plan spaces. Significant features in these areas (such as the lockers, panelling and clock at first floor level) will be retained by condition. Conditions will also be used to agree details of any new glazed screen on the inside of the existing garage doors. The wrought iron staircase in the Weights and Measures Building will be retained and unaltered, which is beneficial.

The Southern Block

- 41. The southern block is currently the engine shed and staff rooms. The ground floor of the tender house engine room is proposed for some or all of the mix of use types within A1, A2, B1 or D1 Use Classes. A new mezzanine floor is proposed at the west end of the engine hall in the south block, part of which is confirmed to be used for office use and part of which is to be available for the variety of uses proposed. The details of the mezzanine floor materials, design and installation shall be agreed by condition.
- 42. The second floor level of the main southern building is currently used for dormitory accommodation. This area is significant in that its plan form clearly indicates its former use and many of the architectural features survive such as the decorative skirtings, ironmongery and small windows over the doors. However the current cellular layout in this part of the building restricts its future use, so fairly significant alterations to the plan form in this area are proposed which would alter the historic function of the plan form of each storey. There are five maisonettes proposed to use the second and third floors, and for example, whilst this allows conversion of the third floor roof space into useable living accommodation of a suitable standard, but it does require 'punching' holes into the ceilings. Within the roof, new dormer windows will be lined up with existing windows below and will be in keeping with the architectural style of the building so will not detract from its appearance. On balance, all these changes to the appearance, function and character of the Listed Building are considered acceptable, and in most cases necessary.
- 43. A new door is proposed in the east elevation of the southern block to provide access to a new bin store from the eastern access drive. Currently this is shown in a similar architectural style to the grand historic door of the Weights and Measures Building opposite, but to do so would be inappropriate so conditions are proposed to agree this detail. Within the courtyard, removal of the canopy attached to the southern block will be beneficial and improve both the appearance of the building and views out from it.
- 44. Details of the new balustrade required for the level access should be conditioned to ensure that its design does not detract from the appearance of the building.

The Western Block

45. The west building is currently used for stores and garaging at ground level, with residential use already at upper floors, which are divided into a series of flats for fire station staff shift accommodation. It is proposed to use the ground floors for B1 use class office, workshop and studio space, accessed from the courtyard. Many of the

internal walls at this level are recent additions and so few alterations will be made to the original fabric. The garage doors will be retained and replaced where necessary, with details agreed by condition.

- 46. The upper floors will remain in residential use, albeit the internal layout is reconfigured slightly by removing some internal walls to provide adequate space standards for the conversion to four flats. These changes are acceptable as most of the historic plan form and architectural detailing will be retained such as tiled and timber fireplace surrounds and historic doors.
- 47. A single-storey cycle store is proposed to be attached to the northern end of the western block, in the recess currently used as fire service staff parking. This will provide cycle storage for both residents and commuters, and will avoid incurring onto land suggested to be owned by neighbouring properties, and will not inhibit access to any of the adjoining uses.

The Northern Block, including the Weights and Measures Building

- 48. The ground floor here is also used for garaging and stores, and the upper floor is used as fire service offices. Both the Weights and Measures building and the garage block incorporating the tower are significant buildings. This northern block is proposed to be converted entirely for residential use, providing three houses and two flats. Many existing internal walls are recent additions and the only remaining significant architectural feature in this block (other than the tower above) is the staircase within the Weights and Measures building. This staircase will be retained within the proposed scheme, so although there are many changes proposed few alterations will be made to the building's original fabric. The garage doors to the courtyard will be retained and replaced where necessary, with details to be agreed by condition.
- 49. The hose tower above the northern block is a particularly significant feature of the Listed Building, built in the form of a campanile and relating to the tower at City Hall. The proposals allow this to be brought into active residential use by providing a study area at second floor level and viewing platforms at third and fourth floor levels. Even if removal of the additional storey extension proposal restricted the extent of its active use (such as through Building Regulations standards), it would still be possible to ensure its upkeep and maintenance by using such means as leasehold management arrangements when the complex becomes occupied.

General

- 50. In all areas of the complex, particularly those being converted to residential accommodation, it will be important to use conditions to require that sound insulation and fire proofing measures are agreed and provided, on account of the mix of uses and the need to protect the fabric of the Listed Building. Equally, the position of boiler flues and services such as soil vent pipes will need to be agreed through condition so that any such additions do not cause detrimental effect on the appearance of the building.
- 51. Conditions are also proposed to ensure prior agreement on necessary details of:
 - all new joinery (for example windows and doors);
 - the mild steel gates proposed at the entrance to the courtyard (which are proposed to replace existing timber gates);
 - position, content and fixing and provision of a plaque feature needed for

visitor information and heritage interpretation as a means to record the significance of the previous use;

- solar panel details and positioning, installation and maintenance (see also Paragraph 60);
- The materials proposed for use in the cycle store at the northern end of the western elevation to ensure they complement the adjoining fire station materials;
- The location, position and appearance of any plant and machinery;
- Opaque glazing or privacy screening to bathrooms.
- 52. Overall, the proposal will enhance the character of the Conservation Area by improving the landscape setting and appearance of the Listed Building, whilst ensuring that the designated asset remains in active viable use.

Transport and Access

Vehicular Access and Servicing

53. Residential refuse collection will take place from Bethel Street, with containers stored within a new store accessed from the courtyard but removed for collection through a proposed new door in the east elevation. This is considered acceptable.

Car Parking

54. The scheme is proposed as a car-free development, which is considered appropriate for this city centre site given its constraints and the excellent links to public transport and local facilities. Should car parking have been proposed within the courtyard as the space is currently used for staff parking, it would have been to the detriment of the setting of the buildings, landscaping and amenity of future residents. Visitor parking is available locally in both off-street and on-street locations. Conditions will be worded such that the landscaped courtyard does not become used for car parking, even on a temporary basis.

Improved Pedestrian Links

55. The landscaping proposals will need to include measures to reinstate the public footpath along Bethel Street where it is currently removed to allow access for fire engine crossover. This is a necessary measure required to improve the public highway as a consequence of the proposals, to bring the highway up to its otherwise-necessary standard to both prevent the area being used for parking and to ensure the necessary improved pedestrian and disabled access around the site, as required by Local Plan policy TRA10. A condition is proposed to require the details of these works to be agreed prior to commencement and the works themselves to be completed prior to first use or occupation of the premises; as a result the pedestrian links along Bethel Street will be much-improved.

Cycling Parking

56. The new cycle store proposed to be added to the north of the western elevation will provide storage for both residents and, in a separated but adjoining section, for staff of the office and workshop units. Although a little distant from main southern block or most easterly dwellings, they are accessible through the courtyard and will be both covered and secure. Final details of all cycle storage arrangements and their

designs will need agreement, for both permanent and visitor storage (which should include stands on Bethel Street, for visitors to the non-residential uses, and in the courtyard). In particular the nature of the car-free development proposal will require an increased level of cycle parking than that currently shown.

57. Conditions are proposed to ensure all refuse and cycle stores are provided and made available for first use prior to first residential occupation.

Environmental Issues

Site Contamination and Remediation

58. Due to the historic presence of fuel storage tanks and the sensitivity of ground waters, some further works are required to remediate the site safe and confirm the adequate treatment of contamination, which can be required by conditions as requested by the Environment Agency.

Archaeology

59. The need for archaeological evaluation during ground disturbance shall be required by condition in line with the recommendations of Norfolk Landscape Archaeology.

Energy Efficiency and Renewable Energy

60. The development proposes to include solar panels on the south and northern blocks in order to help the scheme achieve at least 10.1% of its energy demands through on-site renewable energy generation, including each flat having its own dedicated solar thermal system. This is to be welcomed, and is commendable given the constraints imposed by needing to avoid harm to the Listed Building. However, the final details may need to change as technologies evolve in the period before their installation, and so a condition is suggested to agree final details, installation, location, specifications and positioning prior to development, and to require installation and availability for use prior to first residential occupation.

Trees and Landscaping

61. A comprehensive landscaping scheme has been suggested and in the main will enhance the proposal and offer a high standard of amenity and environment for residents, workers and visitors to the complex. Whilst elements such as proposed bollards are effective, there are certain aspects which should be revisited through conditions, such as the proposed works for repaving Bethel Street and defining the pavement, final planting positions, providing a range of hard landscape material types, and providing heritage interpretation through landscape features.

Replacement Planting

62. Currently there are no trees on site, or the adjoining public footpath. Planting proposals will soften the internal courtyard area and provide a pleasant green setting for residents and workers alike. Instead of providing street trees, which might actually mask or minimise the impact of the retained glazed doors to Bethel Street, it is suggested to provide planters along the public footpath

Planning Obligations

Transport Improvements

- 63. Financial contributions towards sustainable transport improvements in the city centre are required for both the residential and non-residential elements. The contributions from the residential element are fixed, at £3,950 (based on the current standard formula).
- 64. However, the transportation contributions required for the non-residential element would differ depending on the nature of the use. A fixed sum can be required from the known office use at first floor and part of the new mezzanine floor of the southern block and use of the ground floor in the western block, which together total 389.7sq.m. and attract a contribution of £24,434 (based on the standard formula).
- 65. The variety of uses proposed for the remainder of the new mezzanine floor and ground floor of the southern block (totalling 311.7 sq.m.) would cause the financial contributions to change as a result of the type of Use Class activity introduced in those locations; accordingly, the legal agreement will allow variable amounts of contributions to be made dependent on the first use of this part of the premises, and in accordance with the current standard formula.

Open Space and Play Equipment

66. The development does not qualify for needing to make contributions to open space, but is required to provide £25,392 for off-site children's play equipment.

Conclusions

- 67. The proposed conversion and alterations will provide for a mixed use development of residential and appropriate city-centre non-residential uses in a sustainable location and which will complement the surrounding Cultural and Civic Area and nearby retail area, whilst enhancing the vitality and activity of this part of the city centre. The alterations are made as part of a high quality design that will enhance the character of the Conservation Area, improve the landscape setting and appearance of the Listed Building, and ensure the designated heritage asset remains in active viable use.
- 68. Subject to conditions and requirements of the legal agreement the scheme will provide an acceptable mix of uses and high standard of residential amenity, improvements to the public realm and lasting preservation of the Listed Building sufficient to outweigh the impact caused by the necessary alterations to its interior.

RECOMMENDATIONS

Committee is asked to determine both applications under recommendations A and B.

(A) To approve Application No 10/01036/F at Fire Station, Bethel Street, Norwich NR2 1NW, and either:

(1) grant Planning Permission, subject to the completion of a satisfactory S106

agreement by 1st September 2010, to include the provision of contributions to sustainable transport improvements in the city centre, and off-site play equipment, and subject to the following matters being covered by conditions:

- 1. Standard time limit;
- 2. Development to be in accordance with approved plans;
- 3. Confirmation of B1 uses within specified areas;
- 4. Confirmation of A1, A2, B1 and D1 uses permitted within specified areas;
- 5. Restrictions on the nature of certain uses within the proposed D1 Use Class;

Pre-Commencement approval of:

- 6. Details of the design of the Bethel Street footpath reinstatement works;
- 7. Site investigation and any necessary contamination measures (Env. Agency #1);
- 8. Contamination remediation strategy verification report (Env Agency #2);
- 9. Contamination precautionary measures (Env Agency #3);
- 10. Scheme to show maximum use of water efficiency measures;
- 11. Archaeological investigation works to be agreed and undertaken;
- 12. A scheme to be agreed for all specified internal features to be retained;
- 13. Details of obscure glazing or privacy screening to bathrooms as appropriate;
- 14. Details of external features to be retained to be agreed;
- 15. Details of door to east elevation bin store access;
- 16. Details of all noise insulation and sound proofing measures (including those between non-residential and residential uses) and fire proofing measures;

17. Details and position of the soil vent pipes, services, flues and other forms of mains supply infrastructure;

- 18. Details of all garage doors, whether proposed for removal or replacement;
- 19. Details of joinery of all windows and doors;
- 20. Details of mild steel gates at entrance to courtyard;

21. Details of position, content and fixing and provision of a plaque feature for visitor information and heritage interpretation;

22. Solar panel details and positioning, installation and maintenance to be agreed, and to be installed prior to first occupation of the development;

23. Details of materials proposed for the cycle store at the northern end of the western elevation;

24. Details of location, position and appearance of any plant and machinery;

Prior to First Occupation / First Use

25. Footpath reinstatement works shall be undertaken and completed;

26. All external works and all internal walls and floors between all the non-residential and residential uses shall be completed prior to first residential occupation;

27. Details of all cycle storage to be agreed, including design, access points, quantity and arrangements for storage, and security measures, shall all be agreed, and all cycle stores shall be provided and available for first use;

28. Refuse stores shall be provided and available for first use;

29. Final details of landscaping scheme to be agreed;

30. All hard landscaping to be provided within 3 months of first residential occupation and maintained thereafter;

31. All soft landscaping to be provided within 6 months of first residential occupation and maintained thereafter;

General

32. No works to the building until Listed Building Consent has been granted (which would include all conditions having been discharged);

33. Prior approval of any plant and machinery proposed, to include details of location, positioning, installation, specification, noise, appearance and maintenance.

(Reasons for approval: The recommendation is made following consideration of national and local development plan policy and all material planning considerations. The proposed conversion and alterations will provide for a mixed use development of residential and appropriate city-centre non-residential uses in a sustainable location and which will complement the surrounding Cultural and Civic Area and nearby retail area, whilst enhancing the vitality and activity of this part of the city centre. The alterations are made as part of a high quality design that will enhance the character of the Conservation Area, improve the landscape setting and appearance of the Listed Building, and ensure the designated heritage asset remains in active viable use. Subject to conditions and requirements of the legal agreement the scheme will provide an acceptable mix of uses and high standard of residential amenity, improvements to the public realm and lasting preservation of the Listed Building sufficient to outweigh the impact caused by the necessary alterations to its interior. As such the development is considered to comply with national policy PPS1, PPS3, PPS4 PPS5 PPG13 and PPS23, and saved policies NE9, HBE3, HBE7, HBE8, HBE9, HBE12, HBE19, EP1, EP10, EP16, EP17, EP18, EP22, TVA1, TVA4, TVA8, AEC1, AEC3, EMP1, EMP16, SHO3, HOU1, HOU2, HOU5, HOU6, HOU13, HOU15, HOU18, TRA3, TRA5, TRA6, TRA7, TRA8, TRA9, TRA10, TRA11, TRA14, TRA24, TRA26 and CC3 of the City of Norwich Replacement Local Plan (Adopted Version November 2004).

Informative;

1. Construction hours and methods.

Or,

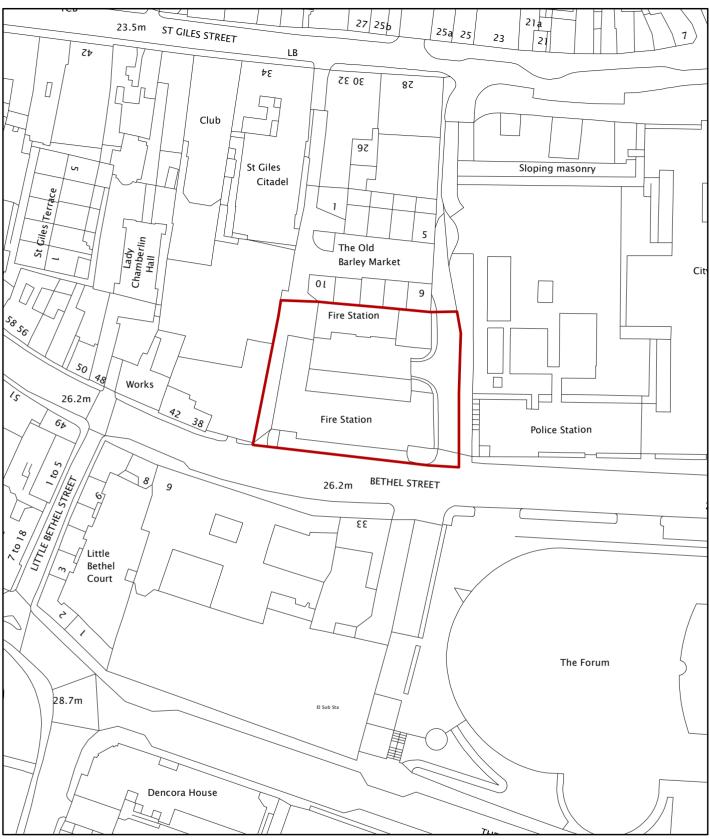
(2) where a satisfactory S106 agreement is not completed prior to 1st September 2010, that delegated authority be given to the Head of Planning and Regeneration Services to refuse planning permission for Application No 10/01036/F at Fire Station, Bethel Street, Norwich NR2 1NW, for the following reason:

In the absence of a legal agreement or undertaking relating to the provision of off-site children's play provision, and sustainable transport improvement contributions the proposal is contrary to saved policies SR7, TRA11 and HOU6 of the adopted City of Norwich Replacement Local Plan (November 2004).

(B) To approve Application No 10/01037/L at Fire Station, Bethel Street, Norwich NR2 1NW, and grant Listed Building Consent, subject to the following conditions:

- 1. Standard time limit;
- 2. Development to be in accordance with approved plans;
- 3. Details of internal features to be retained to be agreed;
- 4. Details of any new glazed screen on the inside of the existing garage doors to be agreed;
- 5. Details of new mezzanine floor and its fixings at the west end of the engine hall.
- 6. Details of all noise insulation and sound proofing measures (including those between non-residential and residential uses) and fire proofing measures.

(Reasons for approval: The recommendation is made following consideration of national and local development plan policy and all material planning considerations. The alterations are made as part of a high quality design that will enhance the character of the Conservation Area, improve the landscape setting and appearance of the Listed Building, and ensure the designated heritage asset remains in active viable use, and subject to the conditions will provide a high standard of design and improvements to the public realm to allow lasting preservation and enhancement of the Listed Building sufficient to outweigh the impact caused by the necessary alterations to its interior, and as such is considered to comply with national policy PPS1 and PPS5 and saved policies HBE8, HBE9 and HBE12 of the City of Norwich Replacement Local Plan (Adopted Version November 2004).

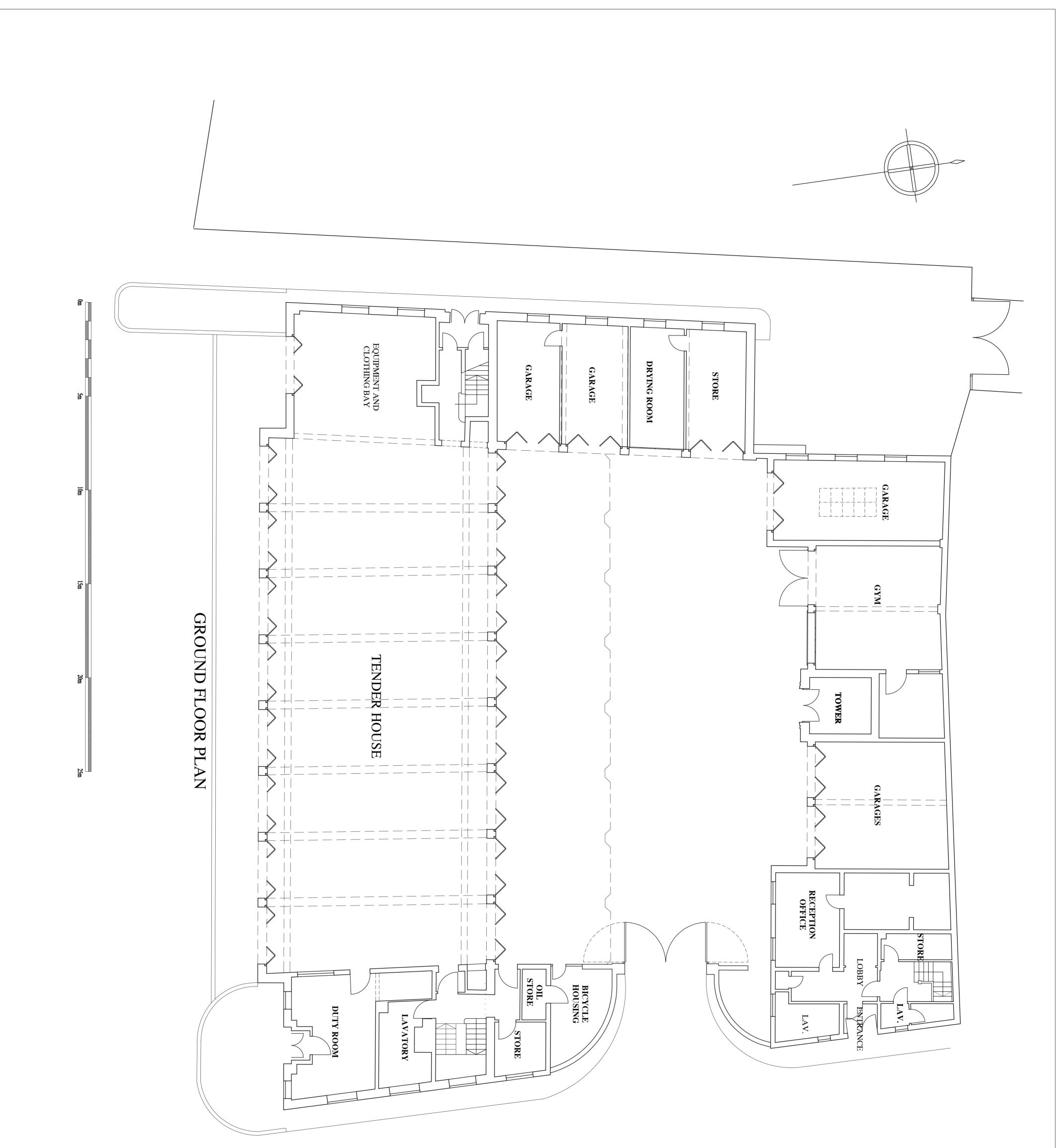


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Planning Application No-10/01036/F and 10/01037/LSite Address-Fire Station, Bethel Street, NorwichScale-1:1,000







 NPS SOUTH EAST LTD

 ■ NORWICH OFFICE NAUTILUS HOUSE NR7 OHR TEL: 01603 706706 FAX: 01603 706700

 □ CHELMSFORD OFFICE CM2 QJA TEL: 01245-505400

 □ NEEDHAM MARKET OFFICE IP6 8AS TEL: 01449-727670 FAX: 01449-727696

 □ REEDHAM MARKET OFFICE IP6 8AS TEL: 01449-727670 FAX: 01449-727696

 □ BRIGHTON OFFICE BN2 6NT TEL: 01273 391100 FAX: 01273 391101

 □ HAMPTON COURT OFFICE KT8 9HD TEL: 020 8481 7820 FAX: 020 8481 7821

 □ WHITSTABLE OFFICE CT5 2QJ TEL: 01227 793480 FAX: 01227 793605

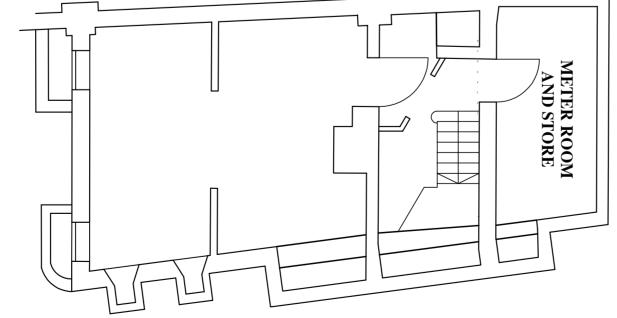
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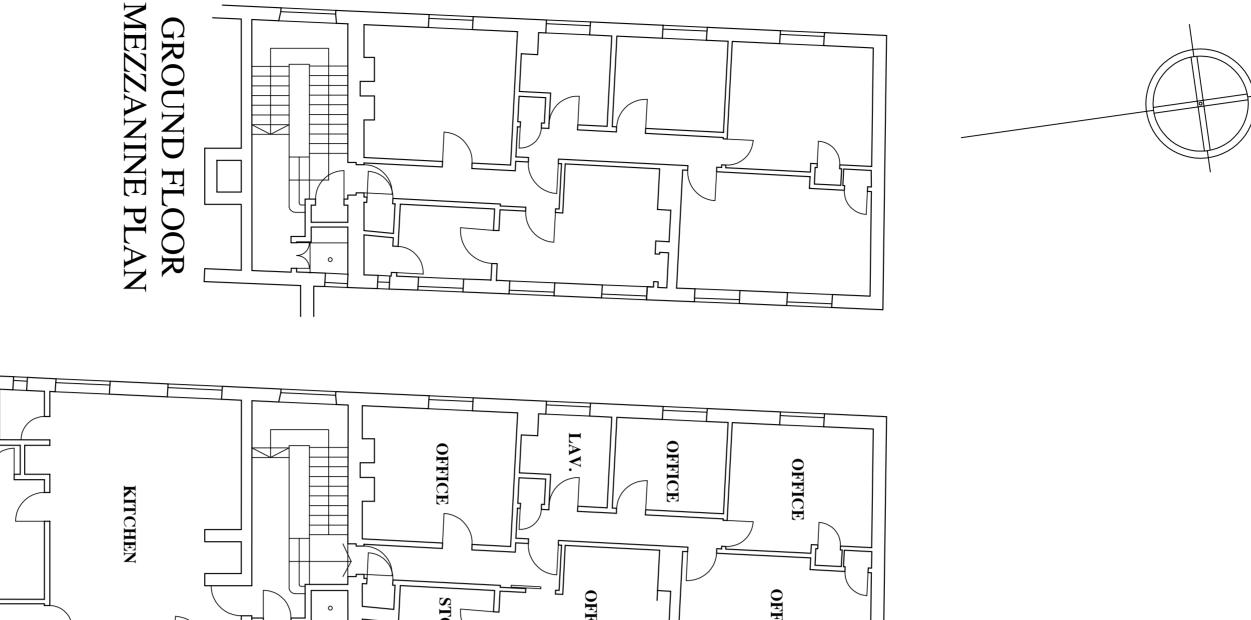
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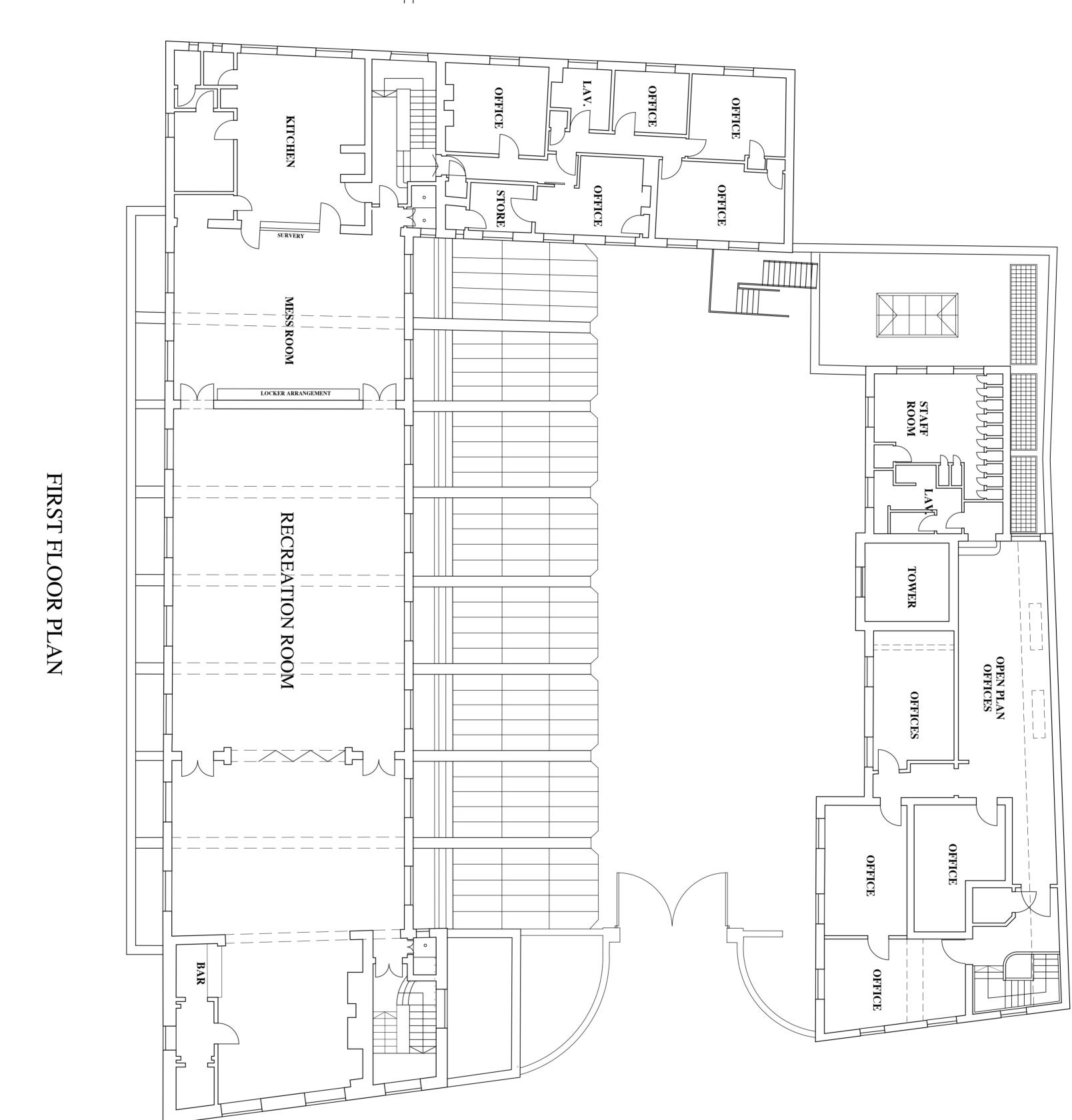
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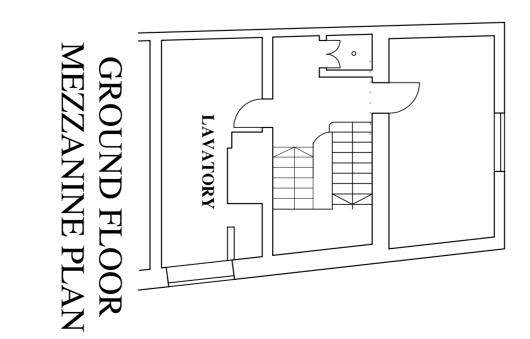
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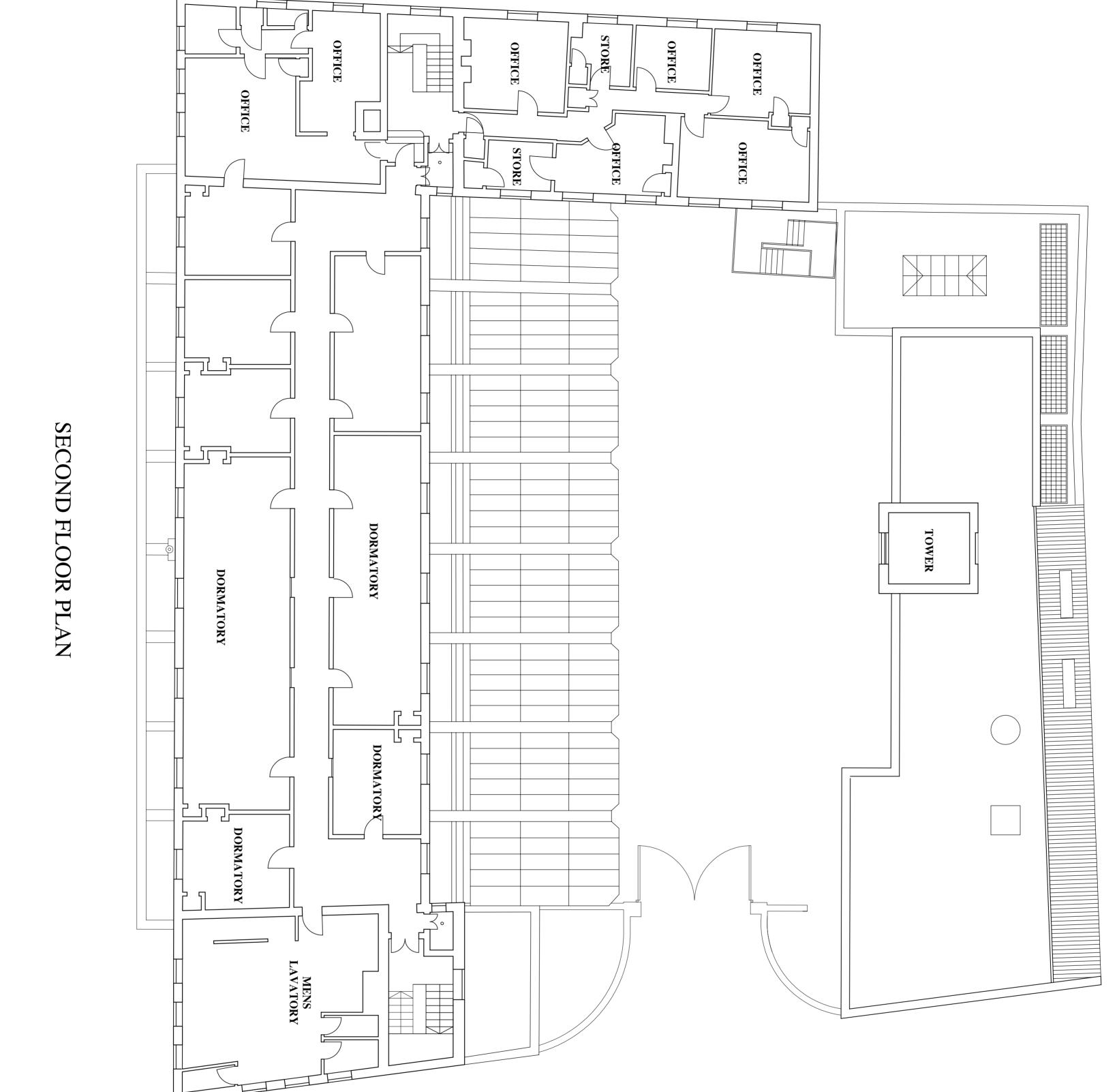
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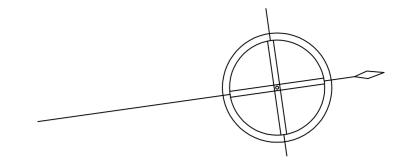
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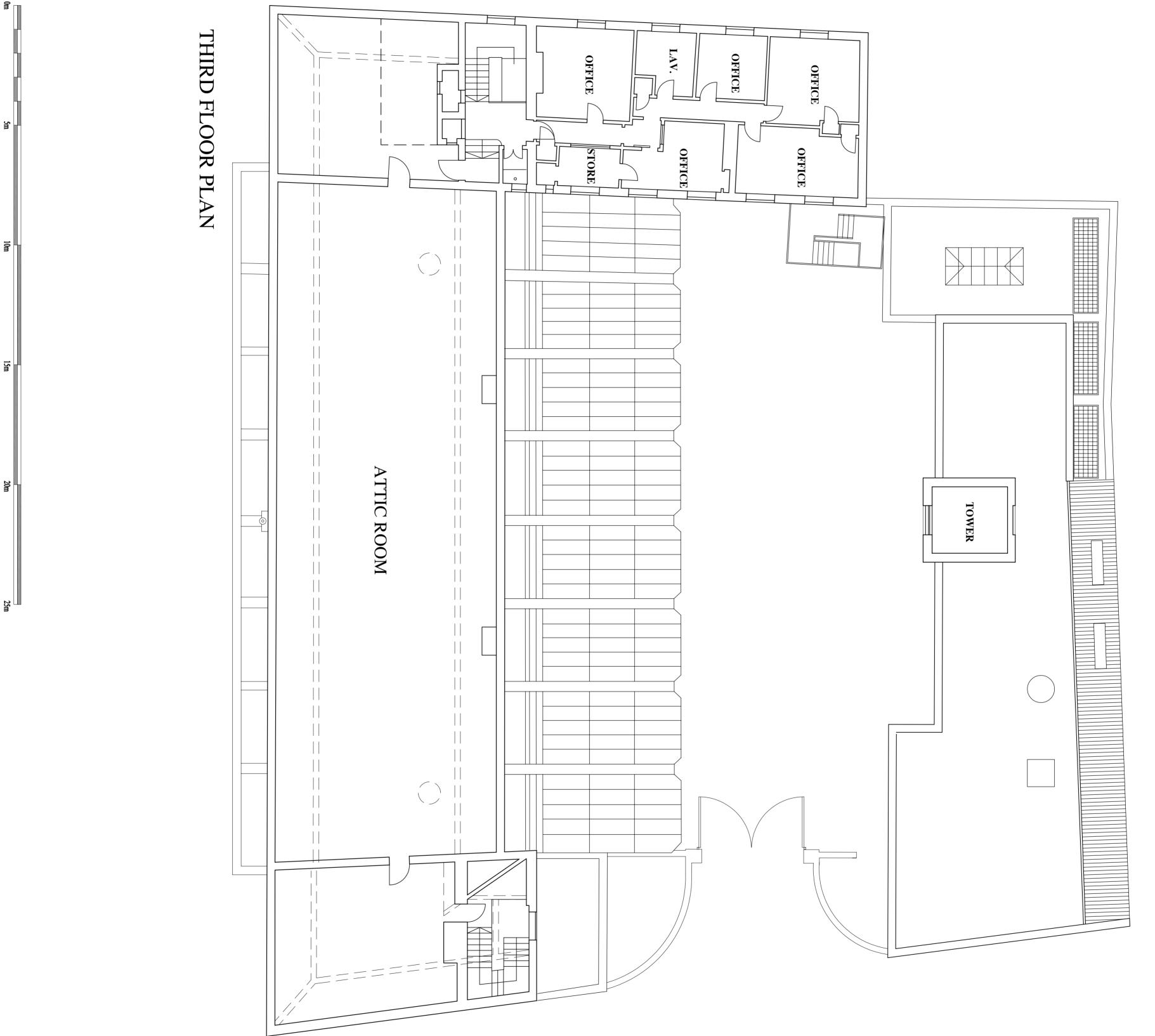
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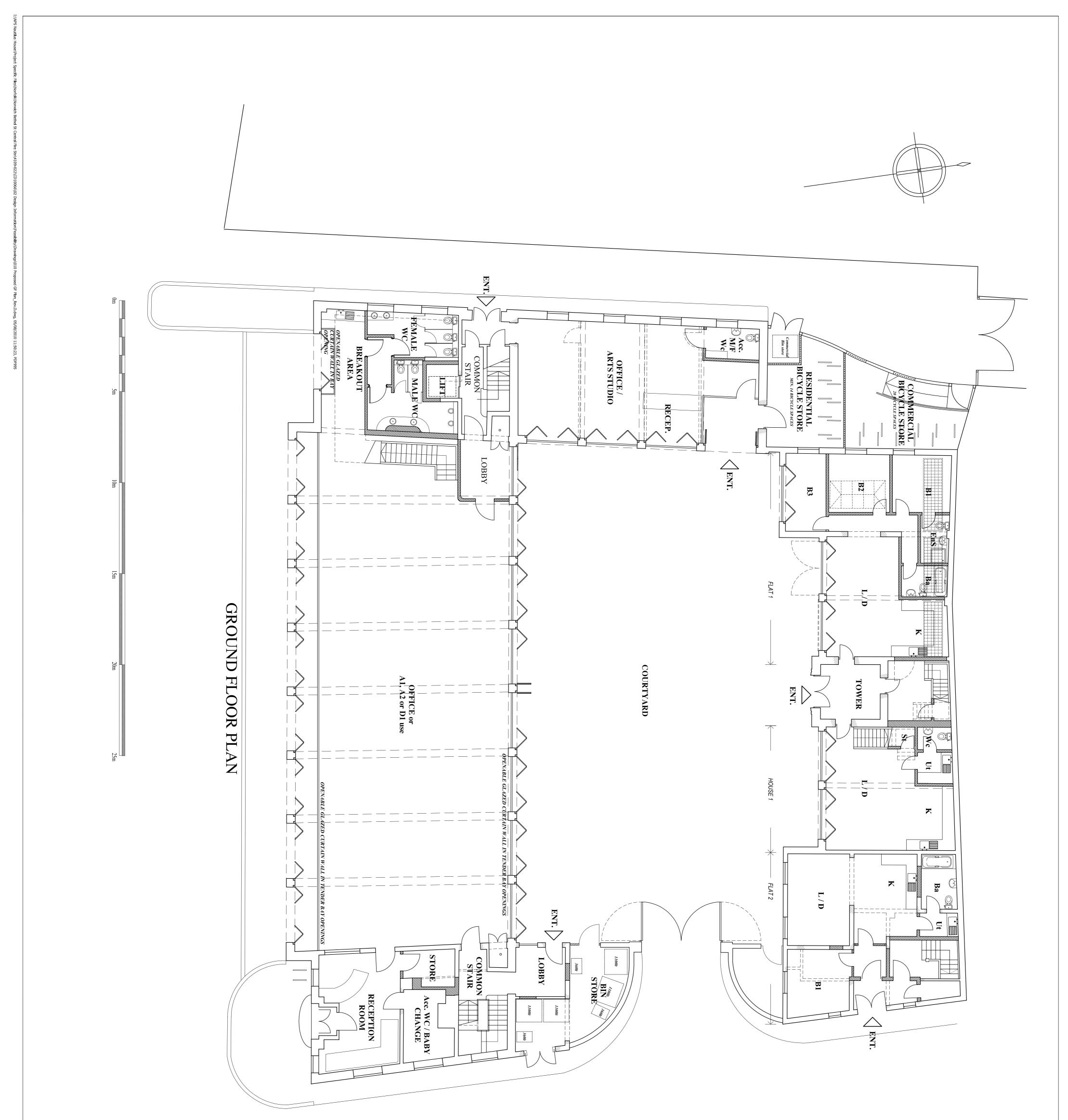


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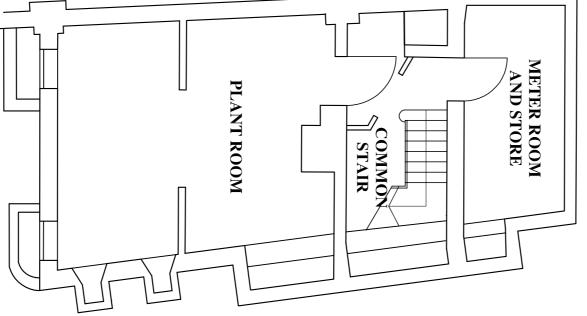
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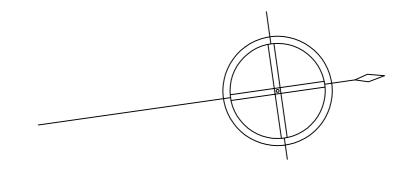
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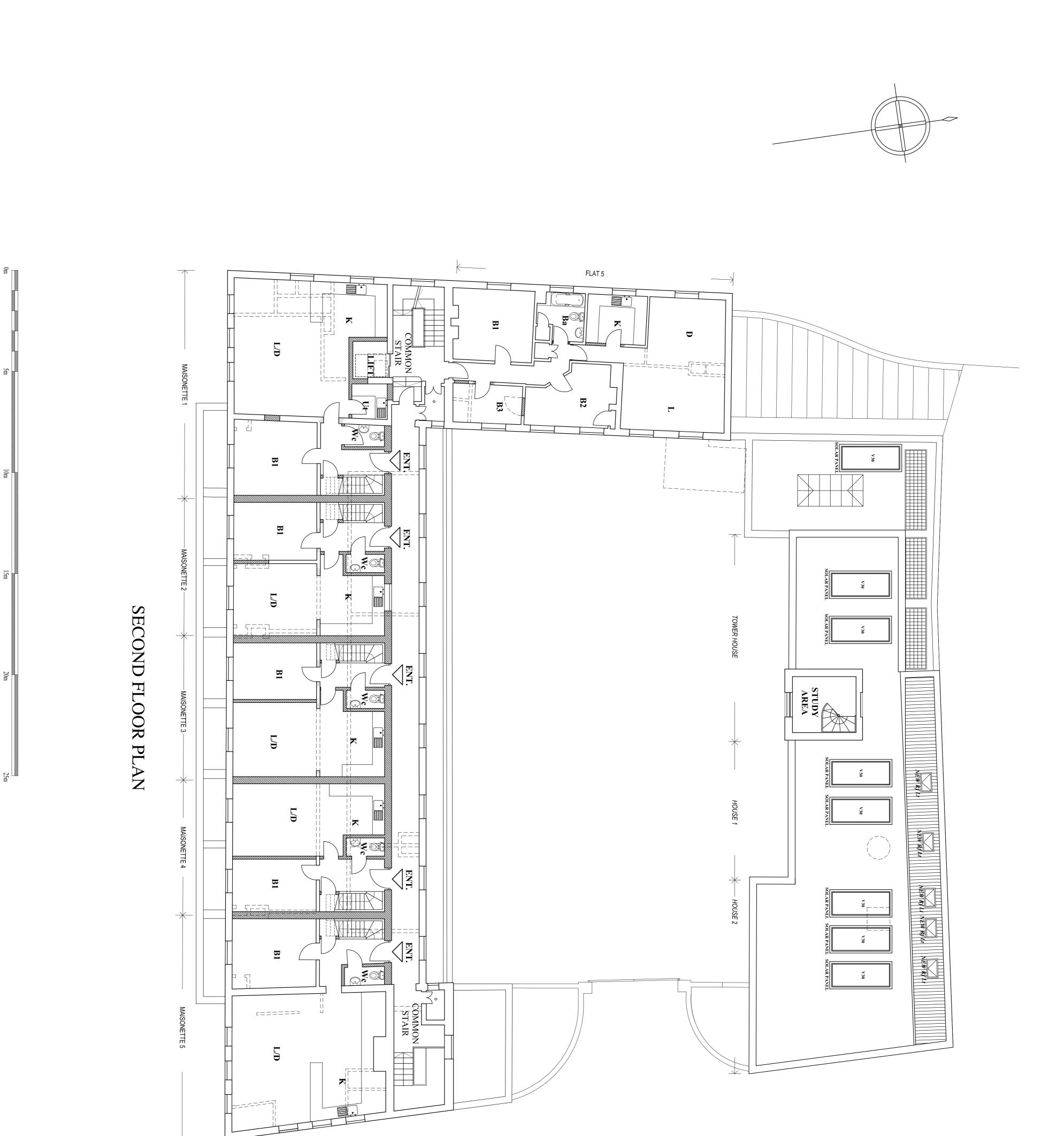
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DENOTES **ALTERATIONS**



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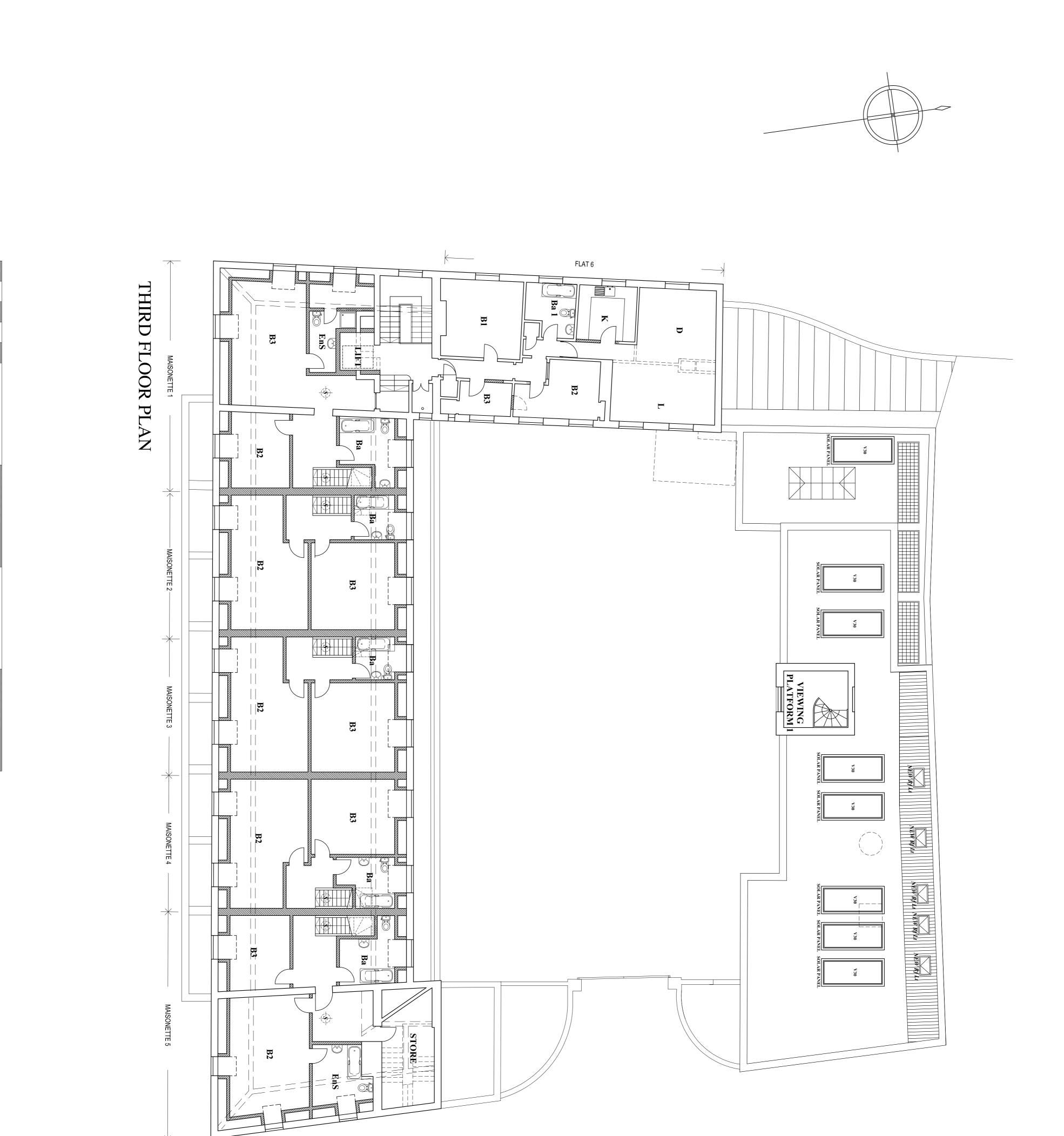
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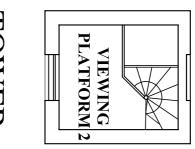
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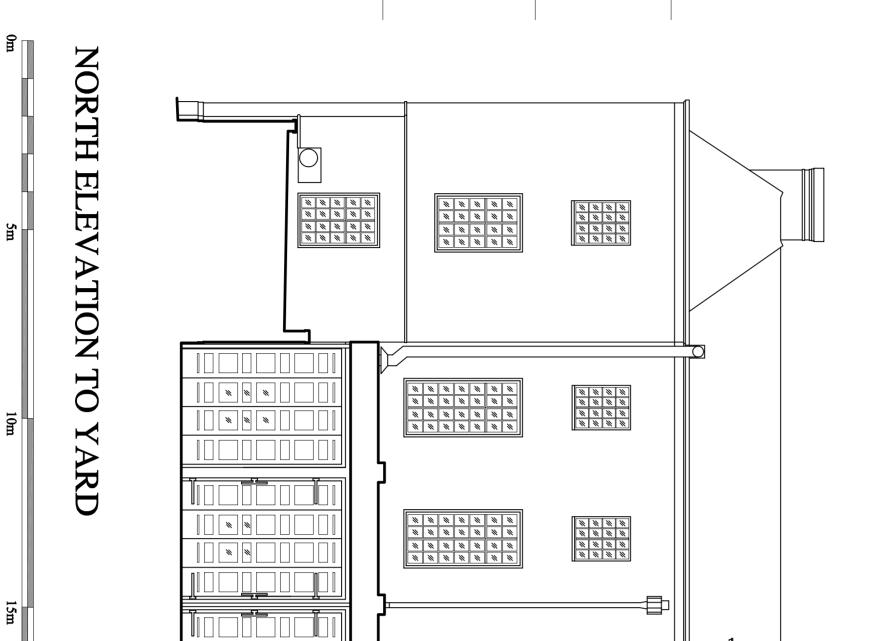
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DATABASE DATE SCALE		SUBJECT	SUB
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D 04.08.2010 WEIGHTS & MEASURES BUILDING LAYOUT AMENDED TO REMOVE PROPOSED SECOUND FLOOR C 29.01.2010 EAST LIFT REMOVED, WEIGHTS & MEASURES BUILDING LAYOUT AMENDED A 10.07.2009 OFFICE EXTENSION REMOVED, WEIGHTS & MEASURES BUILDING LAYOUT AMENDED EV DATE DESCRIPTION VPS SOUT LIGHTS & SOLAR PANELS ADDED TO WIEGHTS AND MEASURES BUILDING & TOWER FOURTH FLOOR PLAN NORWICH OFFICE NAUTILUS HOUSE NR7 OFR TEL: 01603 706706 FAX: 01603 706706 NORWICH OFFICE CM2 0JA TEL: 01245-505400 FAX: 01449-727676 NEEDHAM MARKET OFFICE CM2 0JA TEL: 01245-505400 FAX: 01449-727696 NEEDHAM MARKET OFFICE BN2 6NT TEL: 01245-505400 FAX: 01449-727696 NEEDHAM MARKET OFFICE BN2 6NT TEL: 01245-505400 FAX: 01449-727696 HAMPTON COURT OFFICE KT8 9HD TEL: 020 8481 7920 FAX: 01245-505401 HAMPTON COURT OFFICE KT8 9HD TEL: 020 8481 7920 FAX: 01245-703605 WHITSTABLE OFFICE CT5 20, J TEL: 01227 793480 FAX: 01227 793605 WHITSTABLE OFFICE LU1 10Z TEL: 01582 544710 FAX: 01582 728662	04,08,2010 WEIGHTS & MEASURES BUILDING LAYOUT AMENDED TO 29,01,2010 29,01,2010 EAST LIFT REMOVED, WEIGHTS & MEASURES BUILDING L 10,07,2009 OFFICE EXTENSION REMOVED FROM PROPOSAL IV DATE DESCRIPTION V DATE OFFICE NATON V DATE OFFICE NOR <td< td=""><td>04.08.2010 29.01.2010 08.09.2009 10.07.2000000000000000000000000000000000</td><td></td></td<>	04.08.2010 29.01.2010 08.09.2009 10.07.2000000000000000000000000000000000	

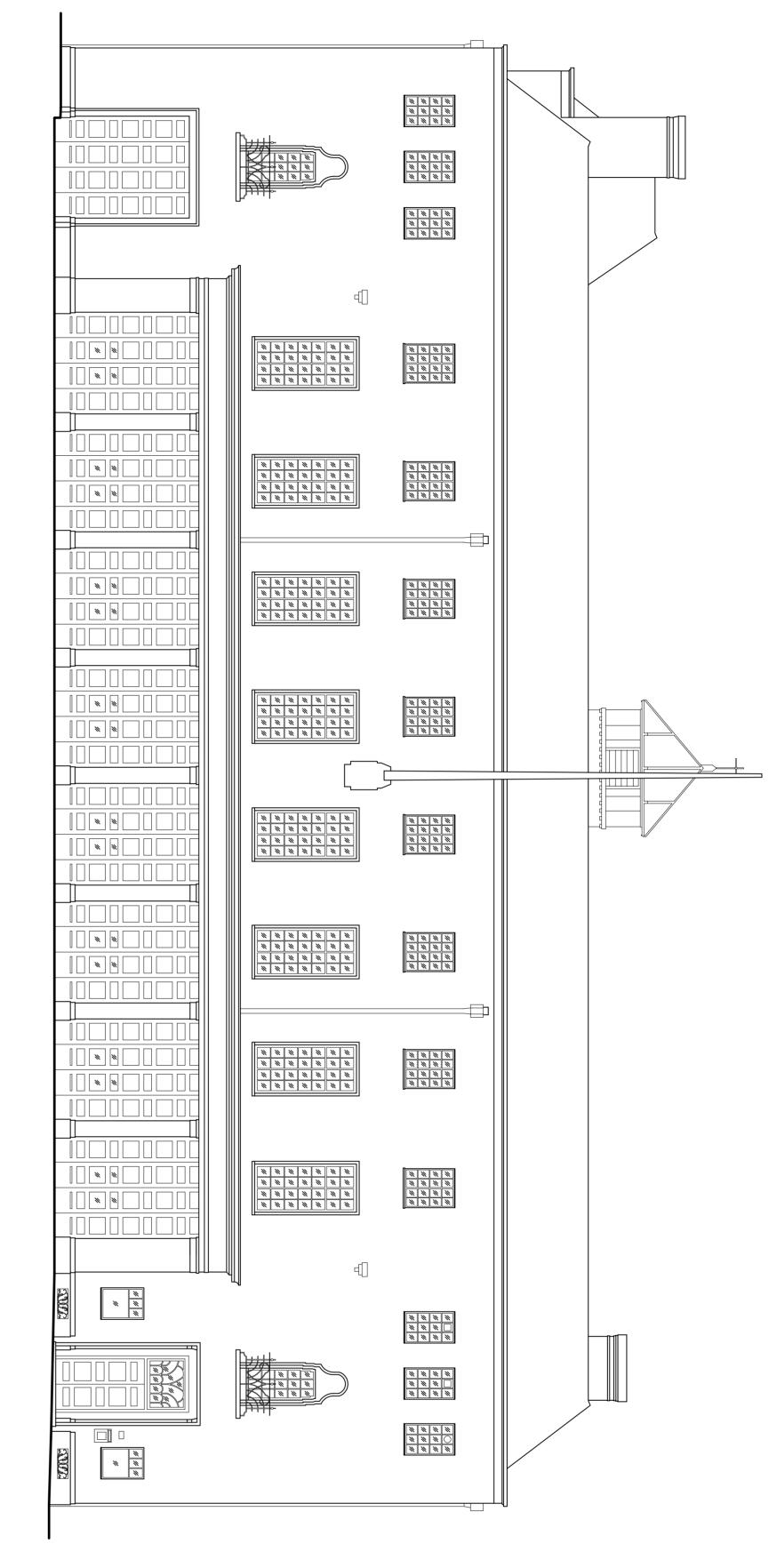


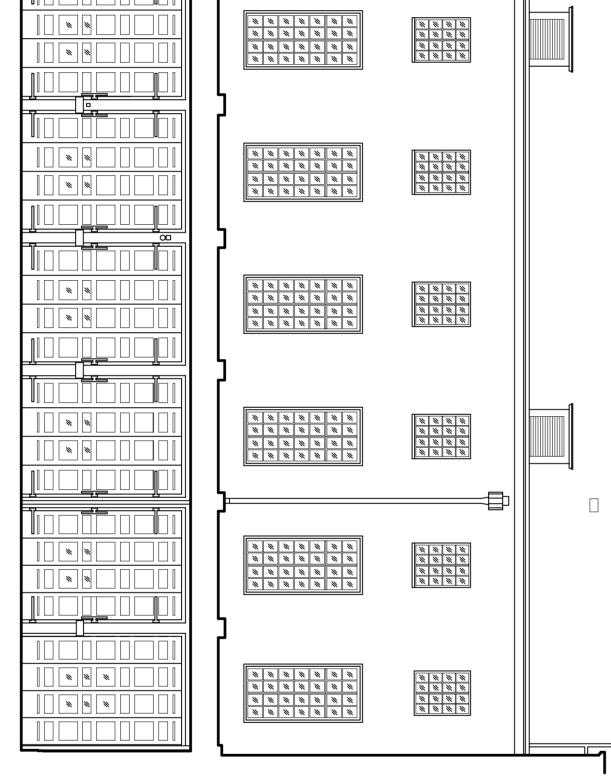
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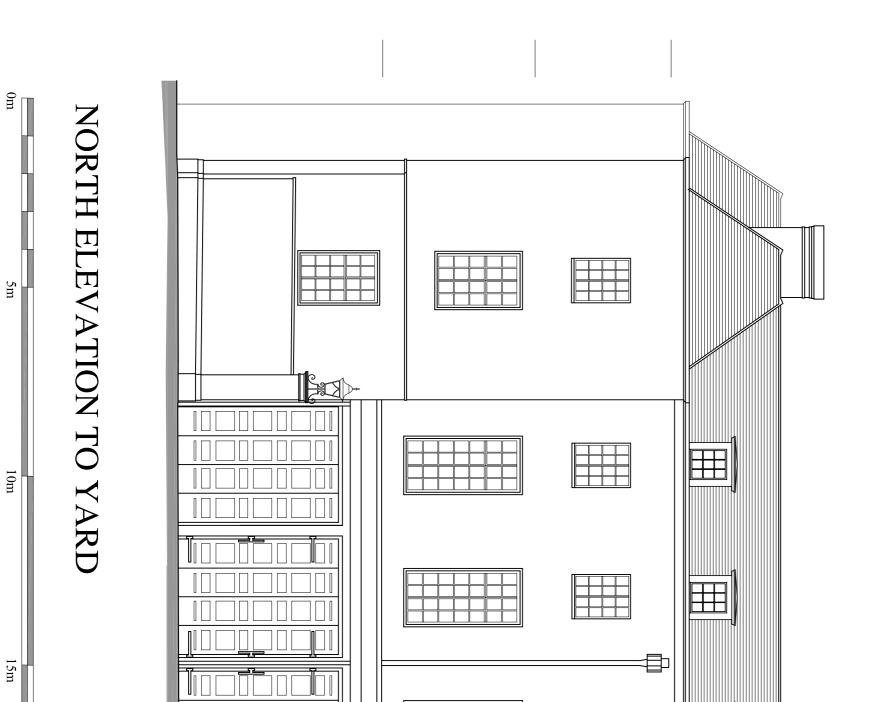


	CD10	PROJECT NR	SUBJECT EXISTING E	PROJECT BETHEL ST. F FEASABILITY	■ NORWICH OFFICE NAUTILUSI □ CHELMSFORD OFFICE CM21 □ HEEDHAM MARKET OFFICE IN □ BRIGHTON OFFICE BN2 6NT □ HAMPTON COURT OFFICE K □ HAMPTON COURT OFFICE CT5 20 □ LUTON OFFICE LU1 10Z TE	REV DATE	B 09.09.2009 A 23.07.2009	WEST FLD VI-
© NPS T	10066 006	DRAWING NR	ELEVATIONS	. FIRE STATION Y	UT TEL: 01245-505400 XM2 0JA TEL: 01245-505400 XE IP6 8AS TEL: 01245-505400 XMT TEL: 01245-505400 XMT TEL: 01245-505400 XMT TEL: 01273 391100 FAX KT8 9HD TEL: 020 8481 TEL: 01582 544710 FAX: 01	DESCRIPTION	HOSE TOWER ADDED TO BETHEL ST ELEVATION GENERAL REVISION	WEST ELEVATION
his drawing may not be reproduced in	B	NR REV	DATABASE				LEVATION	BETHE STREET ELEVATION TO YARD 1 NOR I ELEVATION TO YARD 1 VELEVATION TO YARD 1 EAST SECTION ELEVATION TO YARD 2 WEST ELEVATION TO YARD 2
\odot NPS This drawing may not be reproduced in any form without prior written agreement	A.B. T.B.	DRAWN CHECKED	DATE SCALE MAY 09 1:100 A1	CLIENT NORFOLK COUNTY COUNCIL	psgroup			CRAY OT ELEVATION AND ENTRANCE TO YARD

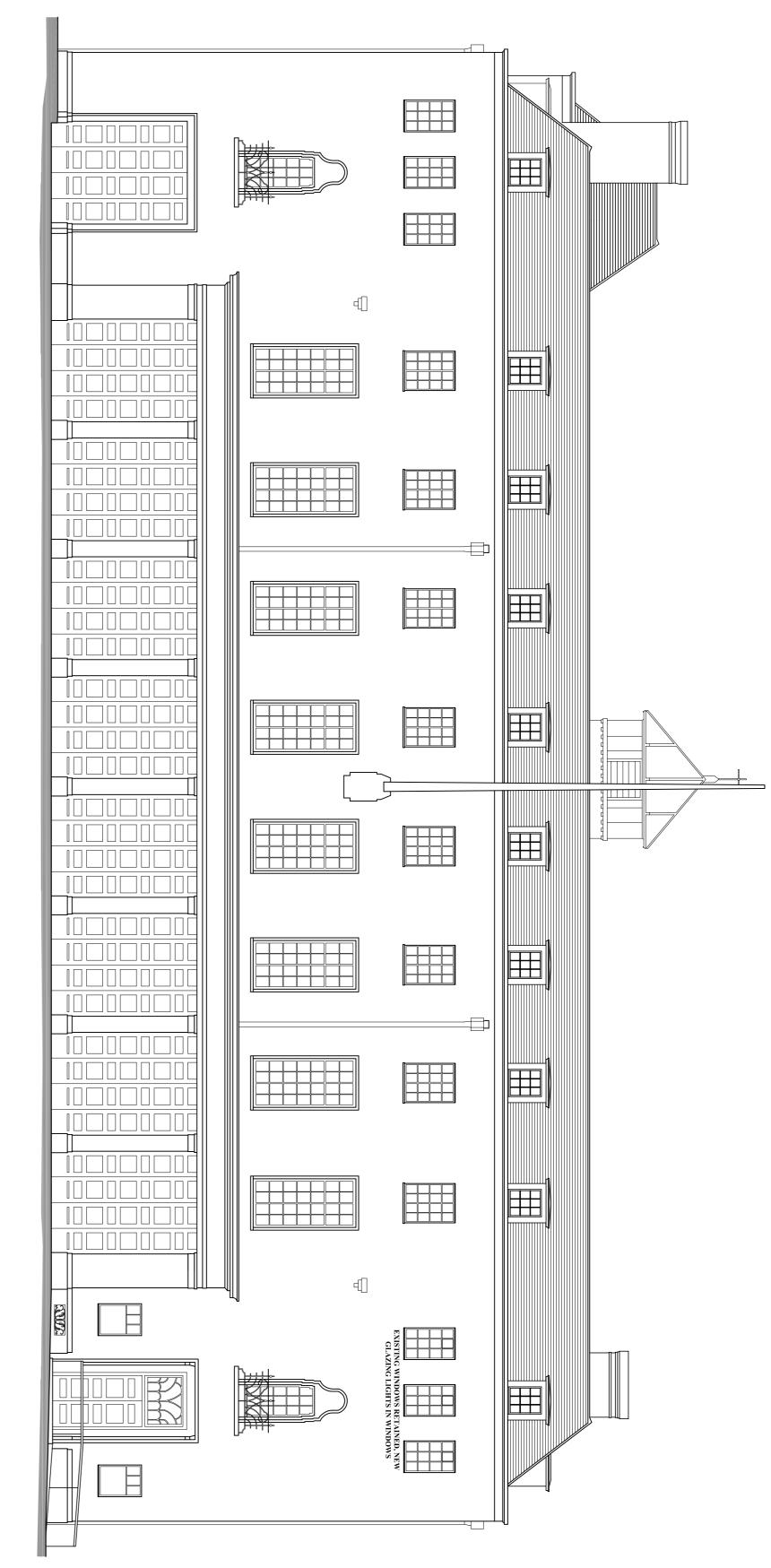
Elevation Layout

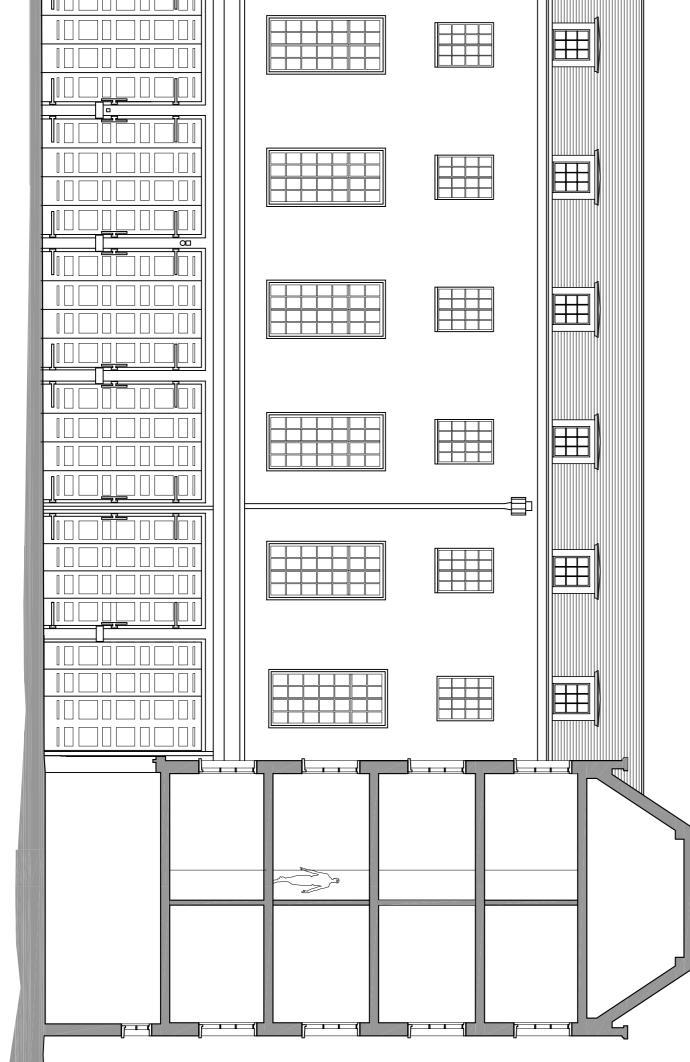
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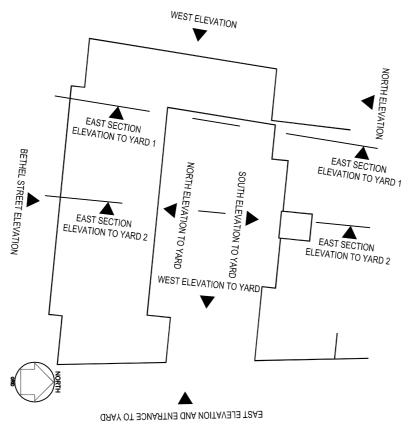




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		R)SED		L ST. BILIT	NORWICH OFFICE NAUTIL CHELMSFORD OFFICE C NEEDHAM MARKET OFFIC BRIGHTON OFFICE BN2 6 HAMPTON COURT OFFICE WHITSTABLE OFFICE CTI LUTON OFFICE LU1 1QZ	DATE	09.02.2010 09.09.2009 10.07.2009	
			PROPOSED ELEVATIONS		PROJECT BETHEL ST. FIRE STATION FEASABILITY	UPS SOUT NORWICH OFFICE NAUTILUS HOUSE CHELMSFORD OFFICE CM2 0JA TE NEEDHAM MARKET OFFICE IP6 8AS BRIGHTON OFFICE BN2 GNT TEL: 0 HAMPTON COURT OFFICE KT8 9HD WHITSTABLE OFFICE CT5 2QJ TEL: LUTON OFFICE LU1 1QZ TEL: 01582	DESCRIPTION	ROOF LIGHT WIN DORMER WINDOV OFFICE EXTENSI	
	010	DRAWING NR	ONS		ATION	VPS SOUTH EAST LTD NORWICH OFFICE NAUTILUS HOUSE NR7 OHR TEL: 01603 706706 FAX: 01603 706700 CHELMSFORD OFFICE CM2 0JA TEL: 01245-505400 FAX: 01245-505401 NEEDHAM MARKET OFFICE IP6 8AS TEL: 01449-727670 FAX: 01245-505401 BRIGHTON OFFICE BN2 6NT TEL: 01273 391100 FAX: 01273 391101 HAMPTON COURT OFFICE KT8 9HD TEL: 020 8481 7920 FAX: 020 8481 7921 WHITSTABLE OFFICE CT5 2QJ TEL: 01582 544710 FAX: 01582 728662		ROOF LIGHT WINDOWS AMENDED SHOW ALL AS DORMER WINDOWS AND SOLAR PANEL ARRANGEMENT AMENDED DORMER WINDOWS AMENDED TO A DORMER WINDOW & ROOF LIGHT MIX OFFICE EXTENSION REMOVED FROM PROPOSAL	EAST SECTION ELEVATION TO YARD
(C	REV		DATABASE		LTD 706 FAX: 01603 706700 5-505401 1449-727696 1101 120 8481 7921 93605		S DORMER WINDOWS AND S INDOW & ROOF LIGHT MIX L	BETHEL STREET ELEVATION TO YARD 2
A.D.	> D	DRAWN	MAY 09	DATE	CLIENT NORFOLK COUNTY COUNCIL	nps/grou		SOLAR PANEL ARRANGE	
-	H D	CHECKED	1:100 A1	SCALE	COUNCIL	dho		MENT AMENDED	USE TO YARD

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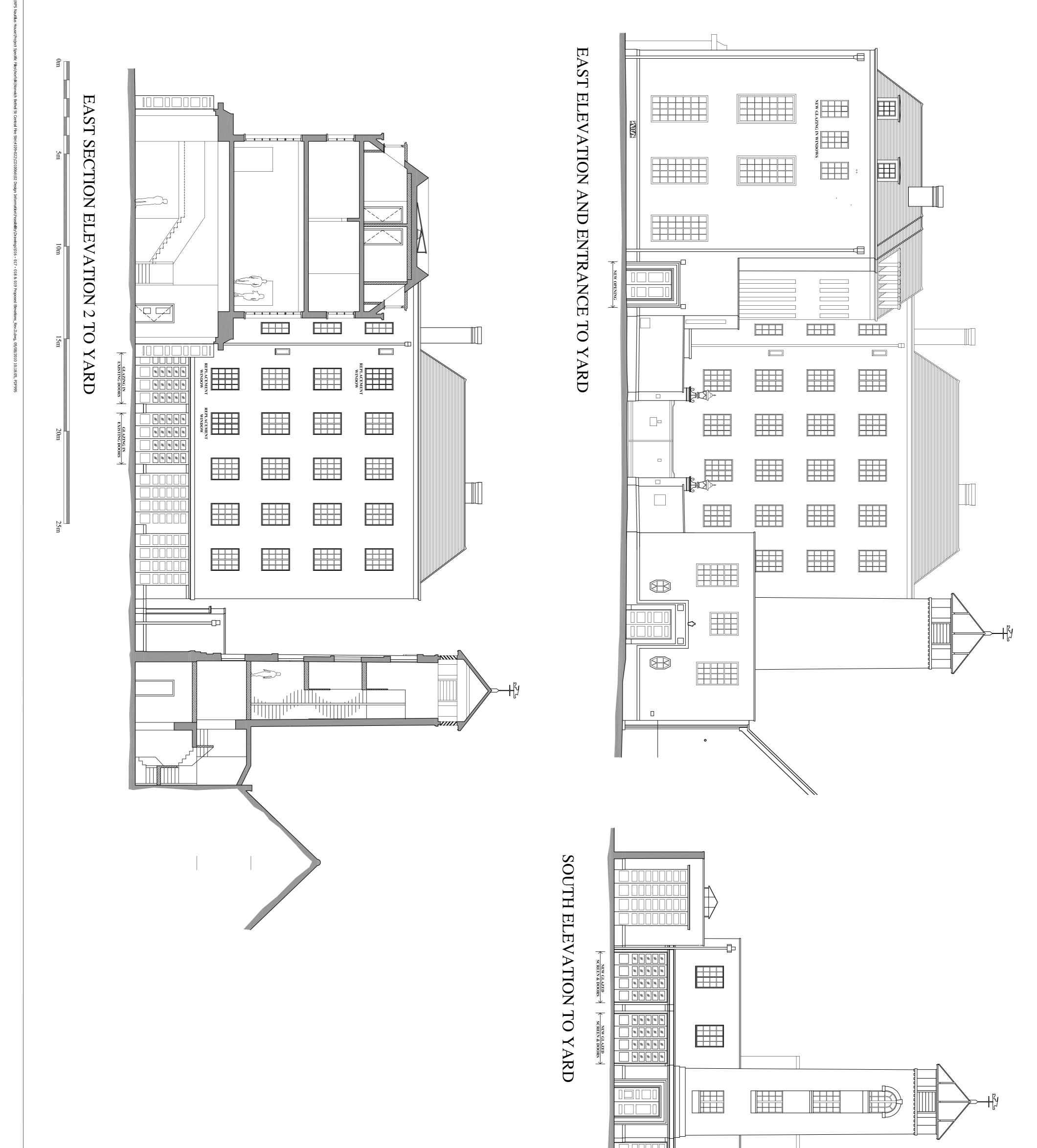


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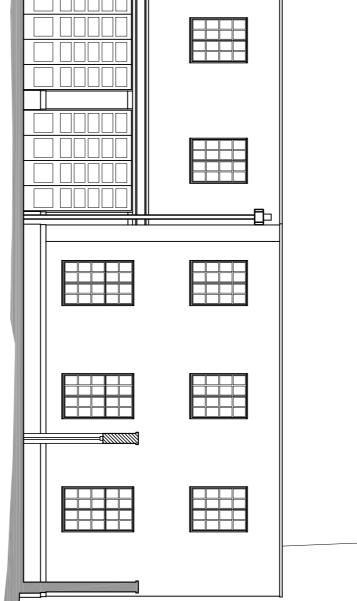
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Elevation Layout

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0066		DEL			00 ROOF LIFT WINDOWS AMENDED SHOW ALL AS DORMER WINDOWS AND SOLAR PANEL ARRANGEMENT AMENDED 09 TOWER FOURTH FLOOR & NEW OPENING TO EAST ELEVATION ADDED TO SCHEME 09 OFFICE EXTENSION REMOVED FROM PROPOSAL 00 DESCRIPTION		
018	DRAWING NR	SNC	TATION				
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A.B.	DRAWN	date MAY 09	CLIENT NORFOLK COUNTY (psgroup		ED SECOUND FLOOR SOLAR PANEL ARRANGEI SCHEME	
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