

SCHEDULE A: Applications with Recommendation

14/0129

Item No: 06

Date of Committee: 11/04/2014

Appn Ref No:
14/0129

Applicant:
Carlisle City Council

Parish:

Agent:
Day Cummins Limited

Ward:
Castle

Location: Former Fire Station, Warwick Street, Carlisle, CA3 8QW

Proposal: Erection Of Two Storey Extension Together With Internal Alterations
And Refurbishment To Create An Arts Centre

Date of Receipt:
19/02/2014 08:00:12

Statutory Expiry Date
16/04/2014 08:00:12

26 Week Determination

REPORT

Case Officer: Stephen Daniel

1. Recommendation

- 1.1 It is recommended that this application is approved with conditions.

2. Main Issues

- 2.1 Whether The Proposal Would Be Acceptable In Principle
- 2.2 Whether The Scale And Design Of The Proposals Would Be Acceptable
- 2.3 Impact Of The Proposals On The Living Conditions Of The Occupiers Of Any Neighbouring Properties
- 2.4 Highway Matters
- 2.5 Other Matters

3. Application Details

The Site

- 3.1 The main fire station building, is an L-shaped two-storey building, which fronts onto Warwick Street and Peter Street. The Warwick Street elevation contains a number of large openings, which are covered by grey metal up and over doors, which link to the former fire appliance area. The ground floor of the building also contains a kit area, communications rooms, stores,

a kitchen and toilets. The upper floor contains a number of offices, sleeping quarters, recreational areas, communication rooms and a kitchen. A yard is located to the rear of the main building and this contains some outbuildings and the former drill tower. There is an existing vehicular access into the yard from Peter Street.

- 3.2 The former fire station forms an integral part of an important group of purpose built civic buildings which were designed by Percy Dalton and constructed in the 1940s, comprising the fire station, police station and magistrates courts. The magistrates courts adjoins the site to the east and north, with the former police station also adjoining the site to the east. Housing built at the same time, originally for police and fire brigade personnel but now occupied as residential properties, stands opposite the site on Warwick Street. Peter Street runs along the western site boundary and this contains a surface level car park that is operated by the City Council and some residential properties.

Background

- 3.3 In November 2013, planning permission was granted for the temporary change of use of the old fire station into a Pilot Arts Programme (13/0813). This has allowed the Council to test out the different spaces for a range of different arts/entertainment formats and to market the building for different uses.

The Proposal

- 3.4 The proposal is seeking planning permission to create an arts centre in the old fire station on a permanent basis. This would involve minor alterations to the building to reconfigure existing spaces into functioning and viable venue spaces, the erection of a two-storey extension to the rear of the building and the erection of a two-storey escape stair also to the rear.
- 3.5 The large openings on the Warwick Street elevation, which link to the former fire appliance area, would be retained with five retaining large doors that would be of similar appearance to the existing doors. One of the openings would be changed to an emergency exit and would incorporate doors with glazing above. Some existing doors and windows on the Warwick Street elevation would be replaced by an additional up and over door to match the existing. The two large openings on the Peter Street elevation, which currently contain grey up and over doors, would be retained. One of these would contain doors and glazing and this would act as the main entrance to the arts centre with the other being glazed. A canopy would be added above the entrance. Signage would also be added to the building but this would be subject to a separate advertisement consent application.
- 3.6 A two-storey extension would be added to the rear of the building on part of the existing yard. The majority of this would be attached to the rear of the Warwick Street elevation and would project out 4.8m. Part of this extension would be attached to the rear of the Peter Street elevation and this would project out 4.6m. The extension would be constructed of a mixture of

forticrete blockwork coloured to match the existing building and brick with aluminum windows and doors, under a flat roof. A small two-storey stair tower would be also be added to the northern end of the Peter Street elevation. This would project out a maximum of 3.5m and would contain a staircase that would be used as a fire escape. It would be constructed of silver/ grey metal cladding panels.

- 3.7 The former fire appliance area, which occupies the ground floor of the main section of the building that fronts onto Warwick Street, would be converted into a main auditorium. This would be used as a performance and activity space and could be used for live music, comedy, theatre activities and exhibitions and would be able accommodate 250 people seated or 350 people standing. The former kit area, which fronts onto Peter Street, would contain the main foyer/ reception area and this would include a bar/ cafe, a box office and staff toilets. The ground floor of the extension would contain customer toilets and a backstage working area, which would have access from the rear service yard and access to the main stage area. The extension would also incorporate a staircase and lift to provide access to the first floor.
- 3.8 Two studios would be provided at first floor level, one above the main foyer/ reception area (Studio 1) and one above the western end of the main auditorium, adjacent to Peter Street (Studio 2). Studio 1 would be a flexible space that could be used for a variety of functions, including performances, workshops, conference hire and it would have a capacity of 96 seated and 120 standing. Studio 2 could be used for a variety of uses including dance, exercise classes, music activities, cinema or talks and would have a capacity of 120 seated. A bar area would be provided between the two studios. The existing small rooms that are located above the main auditorium could be used in conjunction with the main spaces and could have a variety of uses, including offices, meeting rooms, rehearsal space, changing rooms and artist's studios. The first floor of the extension would contain customer toilets, showers and dressing rooms.
- 3.9 The rear yard would remain primarily as a service access yard for deliveries and loading/ unloading, with some space also being available for limited staff parking. There might also be an opportunity to provide some tables for the cafe in the yard during the summer months. A new 1.8m paladin fence would be erected along the eastern boundary of the yard to the rear of the magistrates court building.
- 3.10 The applicant has applied to use the building from 8am to 11.30pm Monday to Saturday and from 9am to 10.30pm on Sundays and Bank Holidays.

4. Summary of Representations

- 4.1 This application has been advertised by means of site and press notices as well as notification letters sent to twenty-one neighbouring properties. Three letters of support have been received which make the following points:

- the multi-use arts centre proposed will bring a new vitality to this currently slightly quiet and underused area of the northern city centre;
- Save Our Streets support the application and considers that the addition of an arts centre to the Rickergate neighbourhood is viewed as an asset which will contribute to the life of the Rickergate community. It also preserves the facades and architectural integrity of the building as a Fire Station and as part of the Laing/ Dalton complex of buildings, which includes the old Police Station, Magistrate's Court, old Fire Station and houses in Warwick Street;
- the trial period seems to have been very successful and supported by varied, diverse and inclusive arts/ community groups within the city;
- making use of an existing building owned by the Council makes economic sense;
- aware that a number of former fire stations in the country have been very successfully converted into Arts Centres and that the buildings lend themselves to this sort of conversion;
- Rickergate has always had a number of students living in the area and having an Arts Centre in the centre of the city in which the student population and the wider community have a stake in will make for a more inclusive and cohesive environment;
- this will be of benefit to the students and the wider community and will encourage more local young people to consider the University of Cumbria as a first choice location for pursuing their studies;
- the proposed Arts Centre fits into the Carlisle Plan making use of the locally significant buildings in an area which already has a distinctive identity and a real sense of place;
- the conversion to an Arts Centre makes good use of the existing fire station building in relation to the risk to buildings in the event of a breach in the flood defences;
- query why the proposed conversion of the old fire station into an Arts Centre is not included in the City Centre Master plan. Development of Rickergate is mentioned in the plan, but no reference is made to an Arts Centre in Rickergate;
- apart from the five car parking spaces there are no further references to car parking provision. In view of the likelihood of increased traffic, more car parking spaces should be provided for the residents and small businesses of Rickergate;
- traffic plans for the city seem to be looking to re-route traffic from West Tower St. and Castle Way through Warwick Street and Peter Street. How will this impact on the area, particularly when the streets will be busy with young people and families attending events at the Arts Centre?

5. Summary of Consultation Responses

Cumbria County Council - (Econ. Dir. Highways & Transportation): - no objections;

Planning - Access Officer: - Comments provided to ensure the applicant is reminded of their duty under the Equalities Act;

Local Environment - Environmental Protection: - no objections;

Cumbria Constabulary - North Area Community Safety Unit: - suggested some security measures that should be considered;

Environment Agency (N Area (+ Waste Disp & Planning Liaison Team): -

objects to the lack of an adequate FRA;
Cumbria County Council - (Archaeological Services): - no objections, subject to conditions.

6. Officer's Report

Assessment

- 6.1 The relevant planning policies against which the application is required to be assessed are Policies DP1, EC3, LE19, LE27 and CP5 of the Carlisle District Local Plan 2001-2016. The proposals raise the following planning issues:
1. Whether The Proposals Would Be Acceptable In Principle
- 6.2 This application is seeking planning permission to change the use of the building to an arts centre. The building is located within the city centre, in close proximity to bus stops and a number of car parks and would, therefore, be a good location for an arts centre that has the potential to attract a large number of visitors. In light of the above, the proposal would be acceptable in principle.
2. Whether The Scale And Design Of The Proposals Would Be Acceptable
- 6.3 The changes to the existing building would be minimal and the character of the building would be retained. The large openings on the Warwick Street and Peter Street elevations would be retained, with the majority retaining large doors that would be similar in appearance to the existing doors. One of the openings on the Warwick Street elevation would be changed to an emergency exit and would incorporate doors with glazing above. The two large openings on the Peter Street elevation would be glazed with one containing doors that would form the main entrance to the building. A metal and glass canopy would be added above the entrance.
- 6.4 A two-storey extension would be added to the rear of the building on part of the existing yard. The majority of this would be attached to the rear of the Warwick Street elevation, with part being attached to the Peter Street elevation. The extension, which would not be visible from outside the site, would be constructed of a mixture of forticrete blockwork coloured to match the existing building and brick with aluminum windows and doors, under a flat roof. A small two-storey stair tower, which would be used as a fire escape, would be also be added to the northern end of the Peter Street elevation. This would be small in scale, would be constructed of silver/ grey metal cladding panels and would not be readily visible from outside the site.
- 6.5 The rear yard would be retained for deliveries and servicing of the arts centre and five parking spaces would also be retained. The only change would be the erection of a 1.8m paladine fence towards the eastern boundary of the site in close proximity to the rear of the magistrates court.

- 6.6 In light of the above, the scale and design of the proposals would be acceptable.

3. Impact Of The Proposals On The Living Conditions Of The Occupiers Of Neighbouring Properties

- 6.7 The building lies in close proximity to a number of residential properties on Warwick Street and Peter Street and the proposed use has the potential to cause a noise nuisance to residents. In order to prevent this, the building would have high levels of noise insulation both within the existing building and the proposed extension.
- 6.8 The applicant is seeking to open the arts centre from 8am until 11.30pm from Monday to Saturday and from 9am until 10.30pm on Sundays and Bank Holidays. Given the proximity of residential properties, the 11.30pm closing time allows the cafe/bar areas to be cleared post performance and should avoid large numbers of people exiting the building at the same time. This would therefore minimise impact on residential properties in the area. The hours are considered to be reasonable given that the building is located within the city centre.
- 6.9 The magistrates court adjoins the site to the east and north and has a number of windows in the rear elevation of the building, which face onto the courtyard. A dressing room window at first floor level in the new extension would face the rear elevation of the magistrates court at a distance of 5.6m. This room would not be open to the public but it is suggested that the window is obscure glazed to prevent overlooking issues. The only other windows that would face the magistrates court would serve a staircase and would be 19.6m away. Some doors, that would provide access from the foyer/ reception area to the yard, would also face the magistrates court but these would be 24m away. In the summer months the cafe might have some tables out in the rear yard but it is not anticipated that these would generate significant levels of noise.
- 6.10 The above measures would ensure that the building would not have an adverse impact on the occupiers of any neighbouring properties through loss of light, loss of privacy or over-dominance.

4. Highway Matters

- 6.11 County Highways has been consulted on the application and requested that the applicant submits a Transport Form, to identify the number of proposed vehicle movements to the site. Following receipt of this and confirmation that the building would be serviced from the rear yard the Highways Authority has no objections to the proposal.

5. Other Matters

- 6.12 The Environment Agency has objected to the proposals as the applicant has not submitted a bespoke Flood Risk Assessment (FRA). Whilst flooding issues are dealt with in the Design & Access Statement, this does not meet the minimum standards in line with the guidance on flood risk in the NPPF.

In the absence of an acceptable FRA the Environment Agency has objected to the granting of planning permission. The applicant has submitted additional information in order to satisfy the concerns of the Environment Agency and this is currently under consideration. Members will be updated on this matter at the meeting.

- 6.13 The County Archaeologist has been consulted on the application and considers that the ground works of the proposed development have the potential to disturb Roman remains and finds. Consequently, he has recommended that the ground works associated with the development should be subject to a programme of archaeological recording and a condition has been added to cover this issue.

Conclusion

- 6.14 In overall terms, the proposals would be acceptable in principle. The scale and design of the proposals would be acceptable and they would have an adverse impact on the occupiers of any neighbouring properties. In all aspects, the proposals are compliant with the objectives of the relevant adopted Local Plan policies.

7. Planning History

- 7.1 In November 2013, planning permission was granted for the change of use from the Old Fire Station to a temporary pilot arts programme (13/0813).

8. Recommendation: Grant Permission

1. The development shall be begun not later than the expiration of 3 years beginning with the date of the grant of this permission.

Reason: In accordance with the provisions of Section 91 of the Town and Country Planning Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004).

2. The approved documents for this Planning Permission comprise:
1. the submitted planning application form, received 19 February 2014;
 2. Design, Access & Heritage Statement, received 19 February 2014;
 3. Contamination Assessment, received 20 February 2014;
 4. Transport Form, received 13 March 2014;
 5. Site Location Plan, received 19 February 2014 (Dwg No. 3852-01);
 6. Existing Floor Plans & Site/ Block Plan, received 19 February 2014

(Dwg No. 3852-02);

7. Existing Elevations, received 19 February 2014 (Dwg No. 3852-03);
8. Proposed Floor Plans & Site/ Block Plan, received 19 February 2014 (Dwg No. 3852-04);
9. Proposed Elevations, received 19 February 2014 (Dwg No. 3852-05);
10. the Notice of Decision; and
11. any such variation as may subsequently be approved in writing by the Local Planning Authority.

Reason: To define the permission.

3. The materials (and finishes) to be used in the construction of the proposed development shall be in accordance with the details contained in the submitted application, unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure the objectives of Policy CP5 of the Carlisle District Local Plan 2001-2016 are met and to ensure a satisfactory external appearance for the completed development.

4. The proposed arts centre shall not be open for trading except between 08.00 hours and 23.30 hours on Mondays to Saturdays and between 09.00 hours and 22.00 hours on Sundays and Bank Holidays.

Reason: To prevent disturbance to nearby residential occupiers, in accordance with Policy CP5 of the Carlisle District Local Plan 2001-2016.

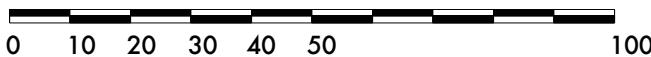
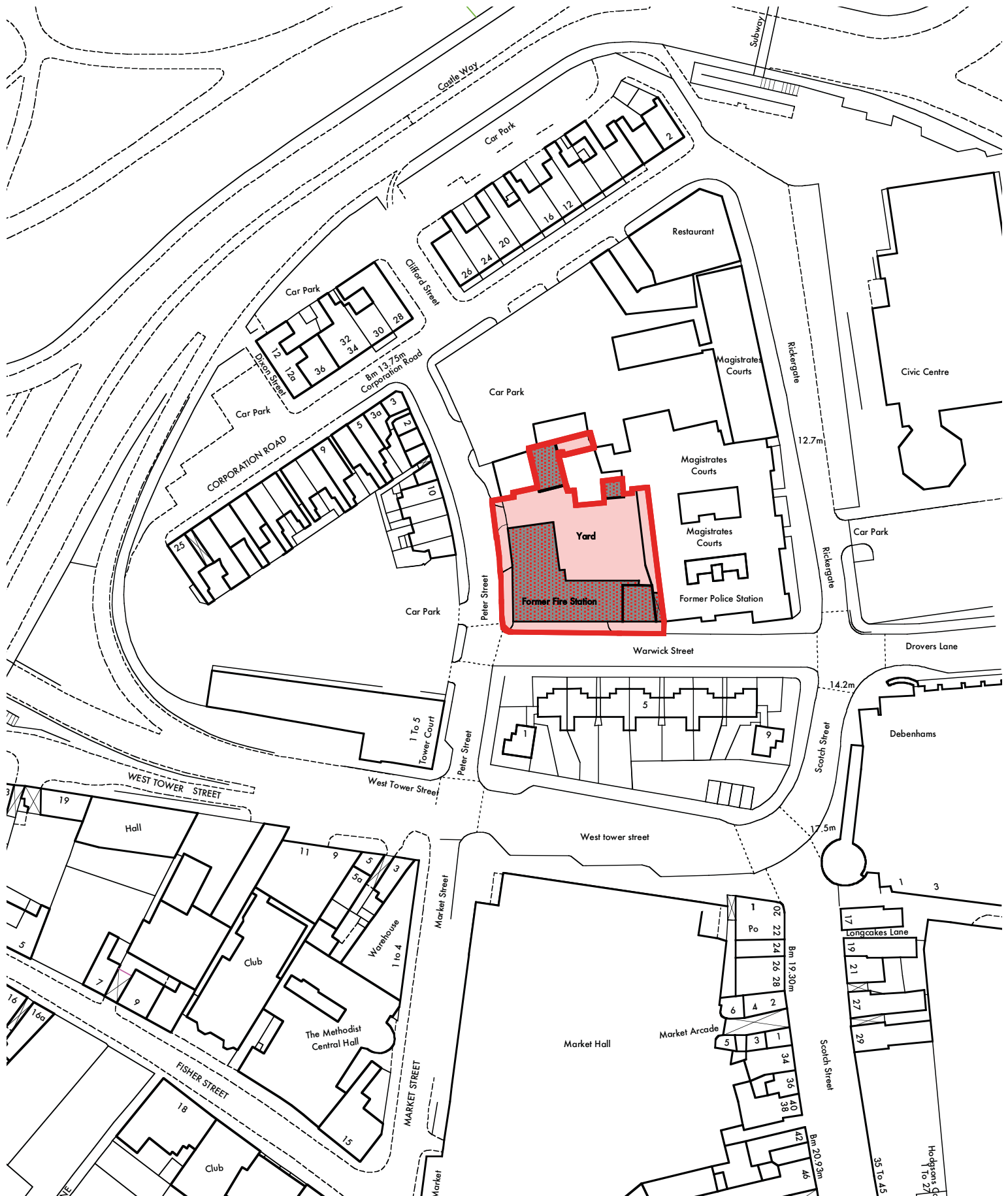
5. Prior to the commencement of development, a written scheme of archaeological investigation must be submitted by the applicant and approved by the Local Planning Authority. Once approved, the scheme shall be implemented in full with an archaeological watching brief being undertaken by a qualified archaeologist. Within two months of the completion of the development, 3 copies of the archaeological report shall be furnished to the Local Planning Authority.

Reason: To afford reasonable opportunity for an examination to be made to determine the existence of any remains of archaeological interest within the site and for the investigation and recording of such remains.

6. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 1995, (or any Order revoking and re-enacting that Order), the first floor window in the east elevation of the two-storey extension, which serves the male dressing room, shall be obscure glazed (to a minimum of Level 3) and non-opening and thereafter retained as such to

the satisfaction of the Local Planning Authority.

Reason: In order to protect the privacy of the magistrates court in accordance with Policy CP5 of the Carlisle District Local Plan 2001-2016.



Site Location Plan **1:1250**

old fire station arts centre

CARLISLE
CITY-COUNCIL

www.carlisle.gov.uk

Drawing Nr.
3852-01
Site Location Plan
February 2014

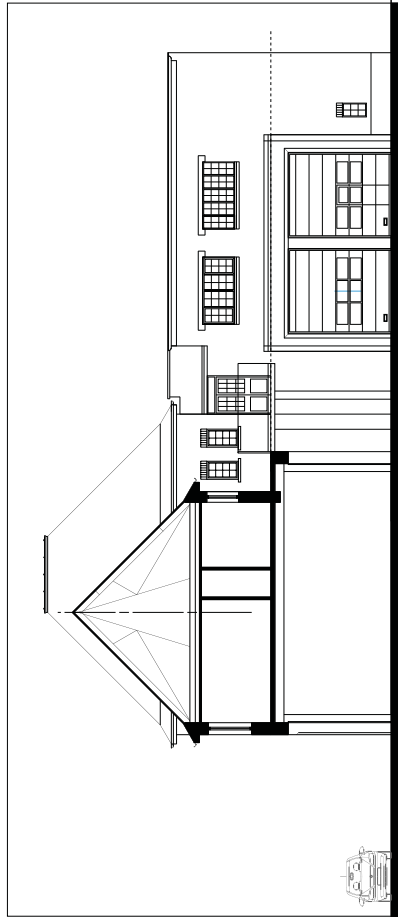




West Elevation
Peter Street
1:100



South Elevation
Warwick Street
1:100



East Elevation / Section
to Yard
1:100



North Elevation / Section
to Yard
1:100



Key Plan
1:500

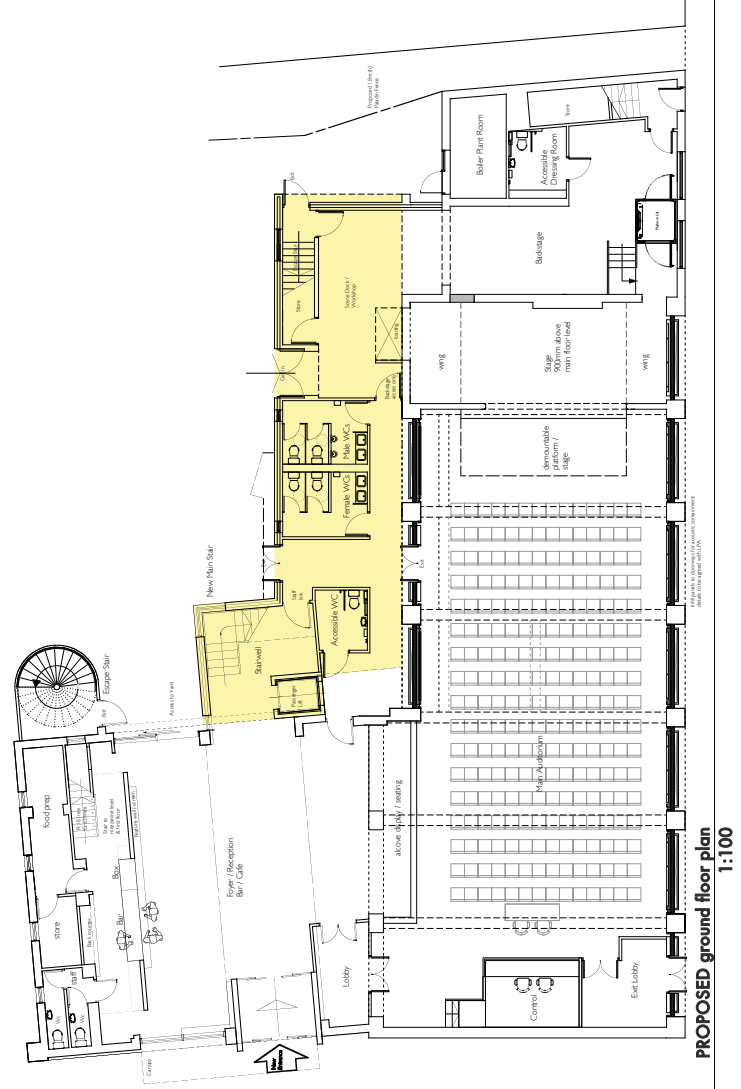
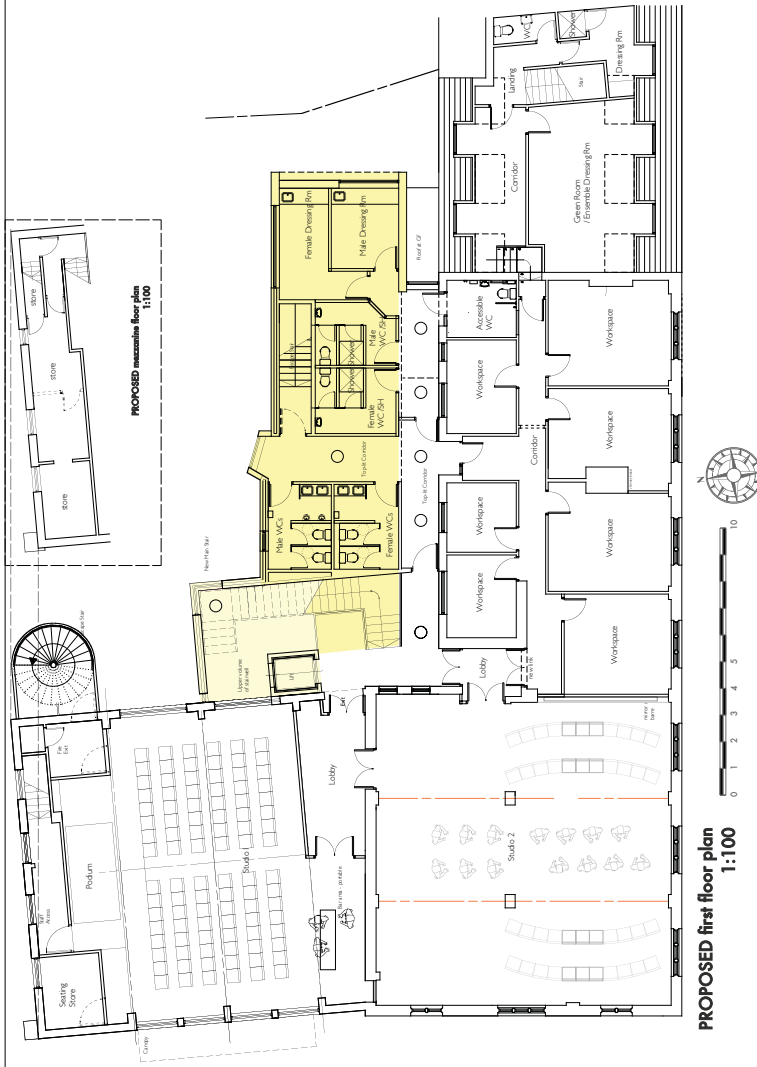
Rev	Date	Comments	Rev	Date	Comments
1			1		
Client: Carlisle City Council					
Project: Proposed Arts Centre, Old Fire Station, Warwick Street / Peter Street, Carlisle					
Drawing Title: Existing Elevations					
Drawn:	PB	Checked:	PB	Signalled:	
Scale:	1:100	Date:	12/2/14	Project Ref:	A1
Project Ref: 3652					
Drawing No: 03					
Floor: -					

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CARLISLE CITY COUNCIL
Cumbria City Council
Cumbria City Council
Cumbria City Council

Proposed Arts Centre, Old Fire Station,
Warwick Street / Peter Street, Carlisle

ALL WORKS TO BE COMPLETED
WITHIN THE SPECIFIED TIME
FRAME. ANY DELAYS TO BE
NOTIFIED TO THE CLIENT
IMMEDIATELY.



PROPOSED Site Plan / Block Plan 1:200

Site Location Plan 1:1250

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DAY CUMMINS

Carlisle City Council

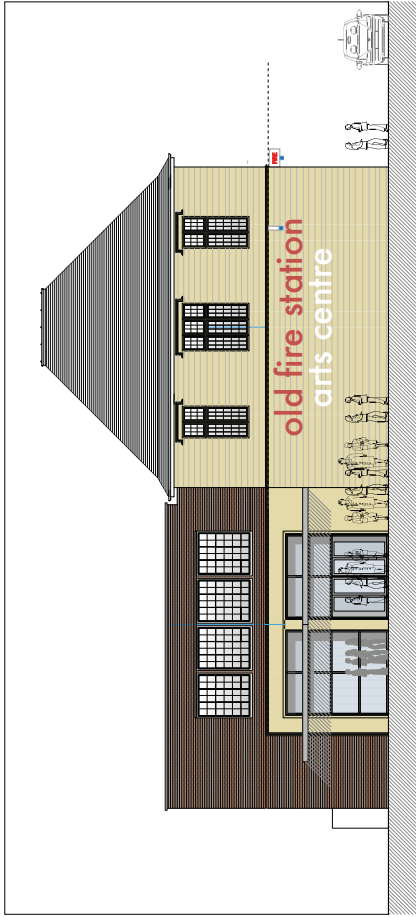
**Proposed Arts Centre, Old Fire Station,
Warwick Street / Peter Street, Carlisle**

Proposed Floor Plans & Site Plan/Block Plan

Client: PB **Contract:** PB **Scale:** 1:100 & 1:200 **Date:** 14/2/14 **Page No:** 04

3852

old fire station arts centre



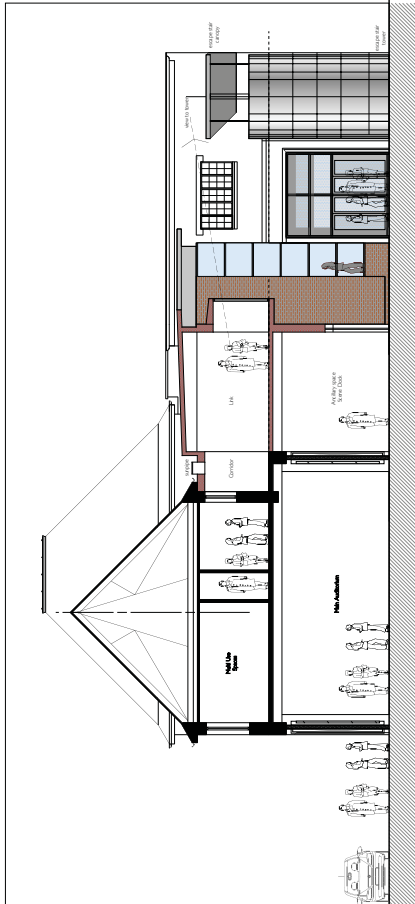
West Elevation
Peter Street
1:100

- > New Main Entrance: and glazed screen form on identifiable entry point and allow views into and out of the reception foyer
- > entrance to the main entrance
- > canopy to highlight main entrance

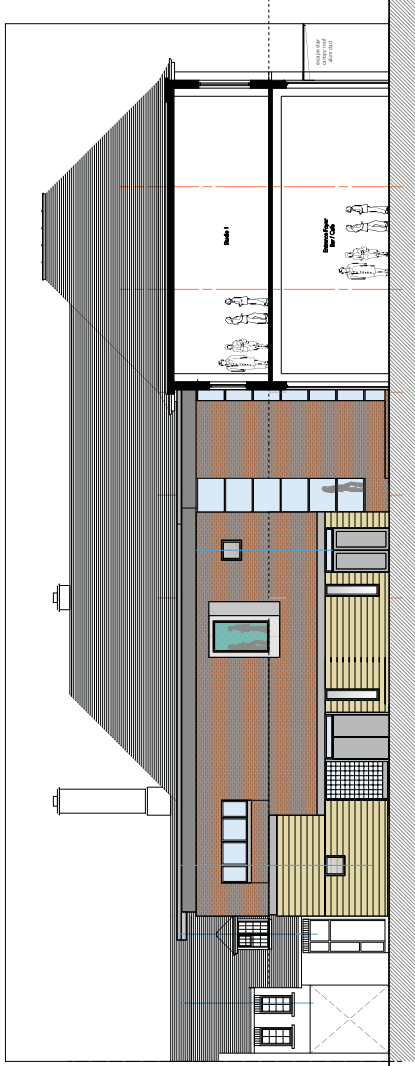


South Elevation
Warwick Street
1:100

- > Former driveway: dedicated with for event displays, graphics and to provide acoustic and visual buffer to the street
- > driveway - adding a transitional space
- > opening street buffer - canopy
- > illuminated / variable / blackout options
- > avoid moving parts / close maintenance



East Elevation / Section
to Yard
1:100



North Elevation / Section
to Yard
1:100



Key Plan
1:500

Rev	Date	Comments
1		

Client: Carlisle City Council

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Project: Proposed Arts Centre, Old Fire Station, Warwick Street / Peter Street, Carlisle

Proposed Elevations			
Drawing Title	Drawn	Checked	Signal
Proposed Elevations	PB	PB	

Scale	Date	Rev	Rev Date
1:100	14/2/14		A1

ALL WORKS TO BE COMPLETED BY 15/03/2014

Project No: 3652 Drawing No: 05

night

old fire station arts centre

FIRE

South Elevation
Warwick Street

- > doorways - cladding & translucent panels
- > openings sealed behind - acoustics

- SIGNAGE PROPOSALS
 - Illuminated signage: individual lettering approx 550mm (h)
 - Backlit signage (doorway) translucent panels
 - Backlit signage (doorway) LED lighting to minimise light spill
 - Colour refs, details, finishes and lighting levels to be agreed in writing with LPA

External light fittings
Emergency light fittings (type to be agreed with LPA)
to all fire exit positions

- Former doorways: distinctive infills for event displays, graphics and to provide acoustic and visual buffer to the streetscape
- > illuminated / variable / blackout options
- > avoid moving parts / ease maintenance

- DOORWAY TREATMENT PROPOSALS
 - Translucent panels set into outer cladding of infill portions
 - Backlit by low-energy e.g. LED lighting i.e. subtle / low impact / low maintenance
 - Potential to carry events programme / promotional information
 - Colour ref, details, finishes and lighting levels to be agreed in writing with LPA



Rev	Date	Comments	By
1			

Client: Carlisle City Council
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Project: Proposed Arts Centre, Old Fire Station,
 Warwick Street / Peter Street, Carlisle

Drawing Title: Proposed Elevations (Indicative signage / lighting)

Drawn	PS	Checked	PS	Signoff
Scale	1:100	Date	19/01/14	Page Size
				A3

Project No: 3852
 Drawing No: 06 / of 2

old fire station arts centre

Carlisle City Council
 Proposed Arts Centre
 The Old Fire Station
 Warwick Street / Peter Street
 Carlisle



[illegible]

- **DOORWAY TREATMENT PROPOSALS**
- Glazed curtain-walling, double or triple glazed, translucent & transparent glazing
- External downlighting provided below canopy underside to light entrance area
- Potential to carry events programme / promotion information
- Colour refs, details, finishes and lighting levels to be agreed in writing with LPA

New Main Entrance: and glazed screen form an identifiable entry point and allow views into and out of the reception foyer

- > **new acoustic glazing & acoustic lobbied doorway**
- > **canopy to highlight main entrance**

- **SIGNAGE PROPOSALS**
- Illuminated signage: individual lettering approx. 1000mm (h) max
- Flat lettering (dibond aluminium or similar) spaced off stonework
- Backlit by low-energy LED lighting to minimise light spread
- Colour nets and lighting levels to be agreed in writing with LPA

⑥: External light fittings
Emergency light fittings (type to agreed with LPA)
to all fire exit positions

West Elevation
Peter Street

RECEIVED
20 FEB 2014
2014/0129

old fire station arts centre

Carlisle City Council
Proposed Arts Centre
The Old Fire Station
Warwick Street / Peter Street
Carlisle