

COMMITTEE DATE: 21/06/2017

APPLICATION No. **16/03066/MJR** APPLICATION DATE: 19/01/2017

ED: **GRANGETOWN**

APP: TYPE: Listed Building Consent

APPLICANT: Wales & West Housing Association Ltd

LOCATION: ST PAULS CHURCH, LLANMAES STREET, GRANGETOWN, CARDIFF, CF11 7LR

PROPOSAL: CHANGE OF USE OF PART OF EXISTING CHURCH BUILDING FROM PLACE OF WORSHIP TO NEW RESIDENTIAL APARTMENTS (SMALLER PLACE OF WORSHIP RETAINED WITHIN BUILDING), CONSTRUCTION OF 2 NR NEW 2 BEDROOM SEMI-DETACHED HOUSES, CONSTRUCTION OF NEW EXTENSION BETWEEN EXISTING CHURCH VESTRY AND PARISH HALL TO PROVIDE NEW ENTRANCE TO CHURCH, CONSTRUCTION OF NEW CYCLE AND BIN STORE STRUCTURE, ADAPTATION OF EXISTING SITE PERIMETER FENCING TO PROVIDING ACCESS TO NEW HOUSES AND NEW CHURCH ENTRANCE, ALTERATIONS TO EXISTING LANDSCAPING TO ACCOMMODATE NEW CIRCULATION PATHS, ENCLOSED LANDSCAPE AMENITY SPACE FOR USE BY APARTMENT RESIDENTS AND FORECOURT APPROACH TO NEW CHURCH ENTRANCE, LBC APPLICATION FOR THE CONVERSION OF THE EXISTING CHURCH AISLES AND NAVE INTO 12 NEW APARTMENTS, REPLACEMENT OF 8 NR EXISTING WINDOWS IN AISLES AND CREATION OF 8 NR NEW WINDOW OPENINGS SERVING NEW APARTMENTS, ALTERATION OF EXISTING CHURCH CHANCEL TO CREATE NEW FLAT-FLOORED WORSHIP SPACE

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**RECOMMENDATION 1** : That, subject to Cadw not wishing to call in the application for determination by the Welsh Ministers, Listed Building Consent be **GRANTED** subject to the following conditions:

1. C02 Statutory Time Limit - Listed Building
2. The consent relates to the following approved plans:

<i>Dwg. No.</i>	<i>Title</i>
L(90)001	Site Location Plan
L(90)100	Site Plan
L(90)150B	Site Layout
L(00)100A	Ground Floor Apartment Plan
L(00)101	First Floor Apartment Plan
L(00)102	Second Floor Apartment Plan

L(00)103	Roof Plan
L(00)200	Sections A-A & B-B
L(00)201	Section C-C
L(00)202	Section D-D
L(00)203	Section E-E
L(00)204	Section F-F & G-G
L(00)300A	North Elevation
L(00)301A	West Elevation
L(00)302A	South Elevation
L(00)303A	East Elevation
L(00)150	Chancel and New Entrance Plan
L(00)151	Chancel Internal Elevations
L(00)501B	Link Building – Ground & Roof Plans
L(00)520B	Link Building – Elevations & Sections
L(00)900	Bin & Cycle Store Plans, Sections & Elevations
L(00)700	Houses Ground Floor Plans
L(00)701	Houses First Floor Plans
L(00)702	Houses Second Floor Plans
L(00)720	Houses Section
L(00)730A	Houses Elevations
<u>Demolition</u>	
L(00)050	Demolition Plan
L(00)051	Demolition Section 1
L(00)052	Demolition Section 2
L(00)053	Demolition Site Plan

Reason: For the avoidance of doubt.

3. No works to which this consent relates shall commence until an appropriate programme of historic building recording and analysis has been secured and implemented in accordance with a written scheme of investigation which has been submitted to and approved in writing by the local planning authority.  
Reason: As the building is of architectural and cultural significance the specified records are required to mitigate impact.
4. Prior to its installation, full details, to include a methodology of construction, of all structural timberwork/steelwork, the treatment of surrounds to existing columns, and large scale typical sectional drawings of any required supports or fixings associated with the inserted floors within the building shall be submitted to and approved in writing by the local planning authority, and the works shall thereafter accord with the approved details.  
Reason: To ensure that the detail of construction and method of working will accord with the principles of minimum intervention into any historic fabric and will not result in any undue damage to the building.
5. Prior to its installation, detailed drawings for the proposed link building where it connects to the listed building, at a minimum scale of 1:10, shall be submitted to and approved in writing by the local planning authority.

Reason: To ensure that the detail of construction and method of working will accord with the principles of minimum intervention into any historic fabric and will not result in any undue damage to the building.

6. Prior to the commencement of development, a detailed specification and mix ratio for repointing & bedding mortars for use during repair works or making good of internal and external stonework shall be submitted to and approved by the local planning authority and only approved mortars shall be used in the carrying out of development.

Reason: The use of inappropriate mortars may damage the fabric of the building.

7. Prior to its installation, details of the design and specification of any internal wall insulation and/or dry-lining system shall be submitted to and approved in writing by the local planning authority.

Reason: To protect the fabric of the Grade II Listed St Pauls in accordance with the Planning (Listed Buildings and Conservation Areas) Act 1990.

8. Prior to their installation, detailed plans showing the new and replacement windows within the nave, at a minimum scale of 1:10, shall be submitted to and approved by the Local Planning Authority. The alterations shall be implemented in accordance with the approved plans.

Reason: To protect the character of the Grade II Listed St Pauls in accordance with the Planning (Listed Buildings and Conservation Areas) Act 1990.

9. Prior to the beneficial occupation of the residential units within the listed building, a scheme of repair and redecoration of the churchyard railings and gates will be implemented.

Reason: To protect the character of these curtilage-listed structures in accordance with the Planning (Listed Buildings and Conservation Areas) Act 1990.

**RECOMMENDATION 2** : The recording work required under condition 3 should be undertaken to the standard of a Level 3 survey (Historic England 2016, Understanding Historic Buildings: A Guide to Good Recording Practice). The archaeological work must be undertaken to the Chartered Institute for Archaeologists (CIfA), "Standard and Guidance for Building Recording" ([www.archaeologists.net/codes/ifa](http://www.archaeologists.net/codes/ifa)) and it is recommended that it is carried out either by a CIfA Registered Organisation ([www.archaeologists.net/ro](http://www.archaeologists.net/ro)) or an accredited Member.

The record shall be submitted to an appropriate public archive (the NMR held by the RCAHMW and/or the HER held by GGAT) and receipt of its acceptance shall be provided to the LPA.

A list of archaeological contractors who have indicated their availability to work in Wales is available from <http://www.archaeologists.net/ro>.

## 1. **DESCRIPTION OF PROPOSED DEVELOPMENT**

- 1.1 The detailed application proposes the change of use of the main body of the church to 12 affordable apartments over 3 new floors utilising the main west entrance and installing stairs and lift in a new full height entrance foyer.
- 1.2 The chancel will be refurbished and retained as a place of worship and a new single storey extension built to connect the church with the Parish Hall and provide a new entrance hall to the church from St Fagan's Street over a new landscaped forecourt. The existing vicarage garage/ outbuilding will be demolished to make way for this new entrance.
- 1.3 Two new 2-storey semi-detached dwellings will be built next to the Vicarage on the northern boundary of the site. They have front door access from Llanmaes Street via small front gardens with railings, and small fenced private rear gardens. They are set back from the pavement and follow the building line of the existing terrace. Next to the houses and set back into the site there is a bin store and cycle store serving the apartments. These dwellings are not part of the LBC, but form part of a combined application for planning permission under 16/03066/MJR.
- 1.4 Amended plans were received addressing issues relating to the design of the link block.
- 1.5 Statutory pre-application public consultation was carried out by the developer from 10.11.16 to 9.12.16. Site notices were posted by the applicant and the planning application documents were made available on line. Letters were sent to the adjoining owners and occupiers and to the Ward Councillors. Welsh Water and Cardiff Council Highways were consulted in accordance with statutory requirements.
- 1.6 DCWW responded on drainage requirements. One local resident responded raising concerns over parking, noise from future occupiers, and lack of consultation. Local members did not respond.
- 1.7 The pre-application consultation undertaken by the applicant meets the requirements of the T&CP (Wales) (Amendment) Order 2016.
- 1.8 The application is supported by the following additional information:
  - Pre-Application Consultation Report
  - Heritage Impact Assessment
  - Design and Access Statement
  - Planning Statement
  - Flood Consequences Assessment (FCA) Report, and updated FCA Report
  - Ecological Survey Report
  - Structural Report

## 2. **DESCRIPTION OF SITE**

- 2.1 A flat roughly square 0.27ha site with the imposing Grade II listed church built in 2 phases between 1889 and 1902 sited in the centre of the site with the main entrance from Paget Street to the west. Immediately to the south of the church building is a single storey unsympathetic Parish Hall building constructed in 1968 and recently renovated, and a 2-storey Vicarage in the NE corner of the church plot that is not included in the red line boundary.
- 2.2 The church and other buildings are bounded to the west and the NW corner by grassed amenity space and several significant mature trees and the site is predominantly enclosed by iron railings and gates, which are also protected by the Grade II listing as curtilage structures.
- 2.3 The site is bounded by Paget Street to the west, Llanmaes Street to the north, a gated lane to the east, and St. Fagans Street to the south. A secondary pedestrian access is provided off St. Fagans Street serving the Parish Hall, and there is a gated vehicular access to the single storey garage (to be demolished) at the southeast corner of the site, accessed off the same street. The immediate area is predominantly residential comprising 2 storey late Victorian terraced housing.

## 3. **PLANNING HISTORY**

16/03066/MJR: Accompanying application for planning permission for change of use of part of existing church building from place of worship to 12 new apartments and construction of extension to provide new entrance to church, construction of 2 semi-detached houses, construction of cycle store and bin store, and associated landscaping. Under consideration.

11/2139/DCI: PP granted in April 2012 for extensions and refurbishment of St. Pauls church hall.

## 4. **POLICY FRAMEWORK**

Planning Policy Wales (PPW) Edition 9, November 2016: Chapter 6 - Conserving the Historic the Historic Environment.

Technical Advice Note 24: The Historic Environment

Cardiff Local Development Plan 2006-2026:

- KP17: Built Heritage
- EN9: Conservation of the Historic Environment

Supplementary Planning Guidance (SPG):

- Access, Circulation and Parking Requirements (2010)
- Waste Collection and Storage Facilities (2016)
- Planning Obligations (2017)

## 5. INTERNAL CONSULTEE RESPONSES

### **Conservation Officer:**

- 5.1 The building is Grade II listed, being originally added in May 1975 and reviewed in 1997. Details from list description (Cadw ref. 13770) are as follows:

#### **History**

*Designed 1888 by J P Seddon and J Coates Carter, architects, to replace iron church of 1879, on land donated by Lord Windsor who also gave £4000 towards cost of church. Nave and aisles built 1889-91; chancel 1901-2, at further expense to Lord Windsor of £3000. Projected tower and steeple never built. The church is interesting for the early use of concrete aggregate materials in its construction.*

#### **Exterior**

*Church in Geometrical Decorated style. Grey Pennant stone with dressings and banding of pink sandstone and Portland cement with pink pebble aggregate. Continuous tiled roof over nave and chancel. Nave, chancel, aisles, base of uncompleted tower. West front has 2 polygonal turrets with pyramidal roofs above arcading, niches for statues (not executed). Four-light decorated window above gabled tripartite doorway with grey shafts to arches (gable flanked by flushwork). Side elevations of 5 cross-gabled bays with tall 2-light windows with quatrefoils, oculi in gables, lancets to E and W aisle returns. East window of 5 lights (mandorla above in gable apex). Chancel elevations of 3 bays, three 3-light windows to N, to S, two 3-light windows, and stump of uncompleted tower with battered angle buttresses and tall arcaded panel. Vestry to S of chancel.*

#### **Interior**

*Lofty five bay nave with tall slender piers, 3-bay chancel at same height. Boarded roofs to nave and chancel of trefoil section, tie-beams and arch-braces on pointed corbels, boarded ceilings to aisles. Panelled wood fittings to chancel. Wooden pulpit with sculpted figures, and choir stalls by Coates Carter. Stained glass in E (war memorial) window; main theme is crucifixion, with, at base of window, panels of trench scene, artillery, seaplane, merchant ship; by Burlison & Grylls, 1920.*

#### **Reason for Listing**

*Listed as well-designed church by well-known local architect.*

Background: The submitted scheme is the result of significant pre-application discussions, through which numerous layout and alteration options were tested in order to develop the optimum viable proposal that would preserve the most significant internal and external elements of the building's character and fabric. This process is described in full within the submitted Heritage Impact Assessment and the DAS.

Alterations affecting the Nave and Aisles - change of use to residential and

formation of 12 apartments: With reference to changes of use, Paragraph 4.7 of Annex 2 to TAN 24; *'Managing Change to Listed Buildings in Wales'*, states that:

*Sometimes, buildings cease to be useful for their original purpose and new uses may be necessary to secure their long-term viability. This is particularly true of redundant farm buildings, industrial buildings, places of worship or large houses, for example. Change of use will almost invariably result in loss of historical form, fabric or detail, such as internal fittings, but these losses should be kept to the minimum necessary so that the original use can still be legible. When considering change of use, care needs to be taken not to over develop a listed building. For example, when converting a listed building into apartments, you should be realistic about how many units can be created. In some circumstances, a change of use may present an opportunity to enhance the heritage value of the building — for example, by strengthening its communal value through greater accessibility.*

In consideration of the above, the desirability and necessity of the change of use and alterations proposed to facilitate the creation of 12 apartments have been appropriately justified within the detailed Heritage Impact Assessment, a key part of which is an enhanced communal value through an element of continuing worship use and increasing access to the community. The applicant has demonstrated a good understanding of the structure, condition, performance and significance of the building, with a design response that seeks to maximise the retention of character and fabric.

The primary change is the partitioning of the church to form two distinct uses, residential and worship space in the chancel. While an optimum 'single vessel' use for the entire building is incompatible with the conversion of the Nave and aisles, its lofty height will continue to be appreciated and legible through the large new entrance circulation space within the entire western bay and up through the glazed dividing wall. This will also allow appreciation of the grand ornamental western end window. The remaining four bays would be subdivided, involving the loss of the aesthetic value of the large volume of the worship space and associated evidential value of its scale, however it is considered that this loss is acceptably mitigated by the sustainable reuse of the church and the enhancement of communal and evidential value of the asset associated with the retained and fully-accessible worship space within the chancel.

Loss of significant fabric has been demonstrated to be minimal within the conversion, with the new accommodation being formed within a new independent superstructure. The existing floor construction and finishes will be lost, however this has been demonstrated to be of relatively low significance, being formed from an uneven mixture of rubble stone or brick sleeper walls, iron and timber joists, flagstones, tiles and suspended floorboards; all generally covered by loosely fitted carpet.

The existing slender (and unusual) concrete columns would continue to be partially exposed within the new apartments, allowing a continued appreciation

of the original form and structure of the building. A condition is recommended for further detailed drawings to show how the columns will be integrated in terms of their junctions and acoustic and fire seals required.

It is not clear how the existing solid (assumed lime) plastered walls would be finished or insulated within the converted areas. Details of the design and specification of any internal wall insulation and/or dry-lining system should be secured by condition. These details must demonstrate how architectural features (corbels, string courses, reveal quoins and so on) will be handled; that it is compatible with solid walls and that any potentially harmful cold bridging issues will not result.

The existing original close boarded timber ceiling would be preserved in situ and visible from within the second floor apartments and circulation corridor.

The loss of pulpit, organ and font is regrettable, however this is unavoidable for a conversion of this nature. It is understood that the Church in Wales will rehome these items, however they should form part of the historic building record to be secured by condition.

Windows: The new ground floor level windows are considered to be appropriately detailed and would be positioned within relatively discrete locations. They would be predominantly screened on the southern elevation by the church hall. On the northern elevation they would be more visible, however this change to the building's appearance and minimal loss of fabric is mitigated by their detailing and position within an expansive pennant faced wall that is set well back from prominent viewpoints and away from the more decorative and composed principle west elevation.

The replacement windows above serving first and second floors have been justified as necessary for the purposes of ventilation, maximising natural light (avoiding further insertions to the exterior envelope) and maintenance. The replacements are limited to four bays on each elevation, aligned with the new windows to be inserted at ground floor. Detailed drawings are requested by condition (at least 1:10 scale).

Alterations to the Chancel to facilitate a retained place of worship: Aside from the partitioning from the rest of the church, the most significant alteration affecting the chancel is the loss of choir stalls, floor finishes and associated changes to the carved wall panelling to facilitate the single floor level. The loss of fabric has been minimised to that necessary to reconfigure the space, with the remaining wall space beneath to be finished with a contemporary contrasting panelling. These changes are recognised as essential to provide level access across the new flexible congregation space. The reuse of the displaced high altar hardwood panelling and doors within the new western partition is welcomed and serves to further minimise the loss of fabric. Large format drawings and a method statement for the altered existing and new panelling are requested through a condition.

The plans allow for the reuse of four choir stalls within the two entrance lobbies,



a positive proposal that goes some way to mitigating their loss.

Linking extension: Following further post-application design iterations, the linking extension is now felt to represent an acceptable addition that will facilitate level access and allow enhanced community/worship use of the two buildings. The link will internalise a small section of external walling, but has been carefully designed to be read as a subservient and modern structure, attached by glazed links where necessary.

Setting and landscaping: The application has not been presented with a formal 'enabling development' case to justify the provision of the houses within the setting of the church, however it is understood that they are required in order to justify the investment in the church and to allow the Housing Association to provide a range and choice of affordable units. It is recommended that a condition be applied to the planning permission requiring practical completion of the conversion works prior to beneficial occupation of the houses.

The two semi-detached houses would be located away from the most prominent views of the church. The existing area is currently largely screened by an unattractive concrete wall and vegetation within the side garden of the vicarage. A further benefit of this location is that it would not significantly affect the original decorative iron churchyard railings, which are 'curtilage-listed' by virtue of their age, position and association with the church.

The railings are currently in a poor condition and require redecoration. It is requested that these works should be secured by condition.

The location of the bin store is not ideal in terms of the impact upon setting, however it is recognised that there are no other practicable options. The low form and simple materials should ensure that the visual impact is minimal.

Building recording: Given the extent of change, it is considered necessary to ensure that the building is fully recorded to a recognised standard. A condition to request this work is recommended.

## 6. **EXTERNAL CONSULTEE RESPONSES**

- 6.1 Glamorgan Gwent Archaeological Trust (GGAT): Having consulted their records GGAT confirms that the proposal has an archaeological restraint. To ensure work is carried out in an appropriate manner GGAT request a standard condition requiring the pre-commencement submission of a programme of historic building recording and analysis for approval by the LPA.

## 7. **REPRESENTATIONS**

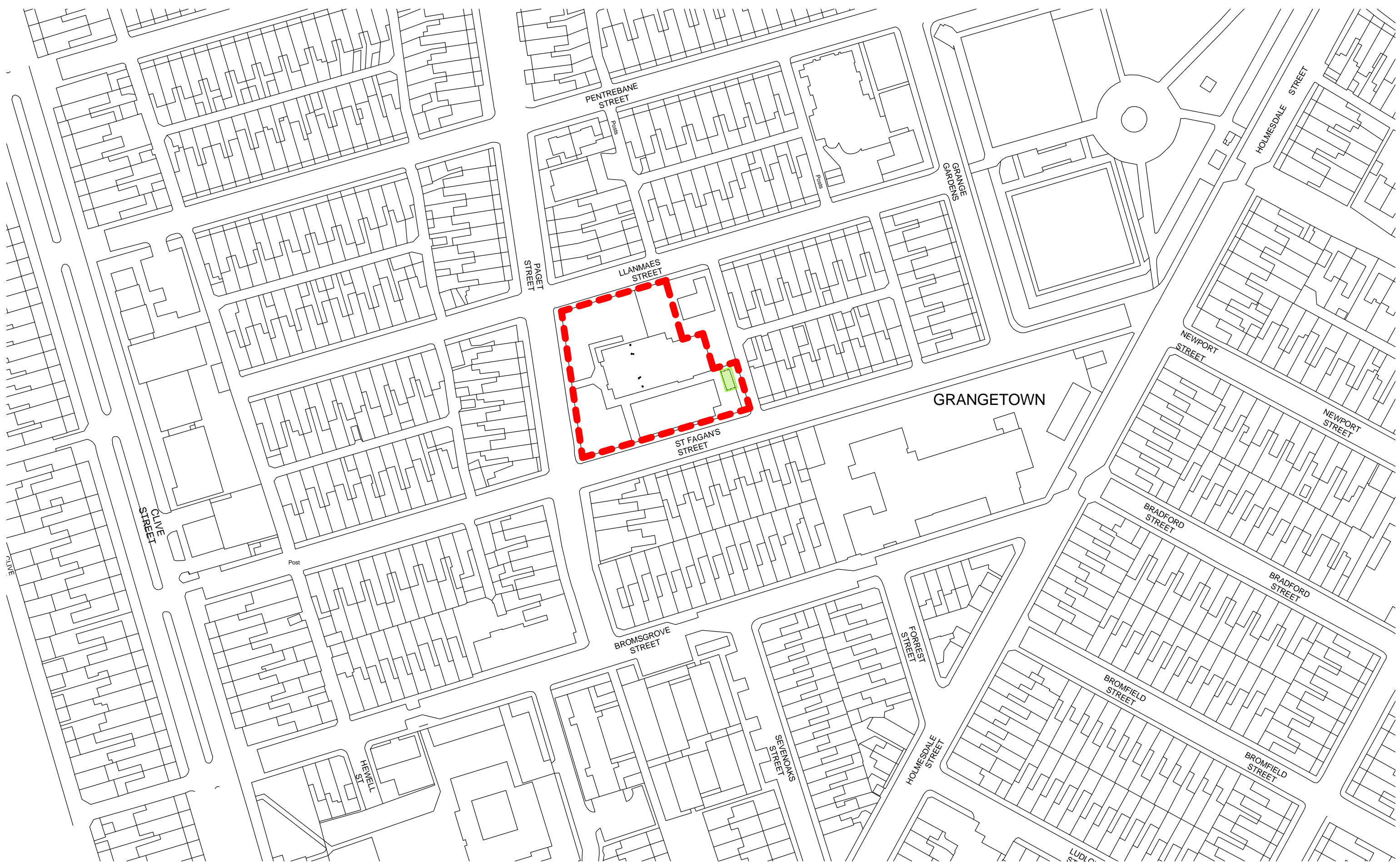
- 7.1 The application was advertised on site and in the press as affecting the setting of a listed building. Neighbours were notified. In relation to the LBC a representation has been received from the local resident at 35 Llanmaes Street objecting on the following ground: Impact of the semi-detached houses on the setting of the listed church and its landscaped grounds.

## 8. **ANALYSIS & CONCLUSION**

- 8.1 The main issue to assess is whether the proposals give due regard to the desirability of preserving listed buildings, their settings, and the features of special architectural or historic interest that they possess. This is covered in detail in the Conservation Officer's consultation response at 5.1.
- 8.2 The two semi-detached houses would be located away from the most prominent and significant views of the church. The existing area is currently largely screened by an unattractive concrete wall and vegetation within the side garden of the vicarage.
- 8.3 In order to ensure that the alterations will be compatible with the historic fabric and character of the building, conditions have been applied to approve further detailed drawings and specifications for specific elements. A recording condition has also been applied to address the GGAT advice.

### **Conclusion:**

- 8.4 The proposed development would bring a vulnerable listed building back into full beneficial and sustainable use, providing 14 affordable homes and retaining a significant element of the building's intended use as a place of worship. Any negative impacts upon the building's setting, loss of fabric or aesthetic appreciation have been appropriately justified or mitigated within the submitted proposals.
- 8.5 The proposed scheme would conform with the statutory requirement to give special regard to the desirability of preserving listed buildings, or their settings, or the features of special architectural or historic interest that they possess. It would also be consistent with policies that reflect the statutory requirement, including Policies KP17 and EN9 of the LDP and national planning policy and guidance set out in Planning Policy Wales and TAN 24.
- 8.6 It is therefore recommended that listed building consent be granted subject to conditions and referral to CADW.



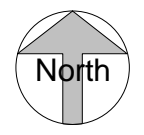
Revision	Description	By	Chkd By	Date
*	Initial Issue	JJ	RF	17.10.16
A	Garage demolition hatch added	JJ	RF	08.11.16

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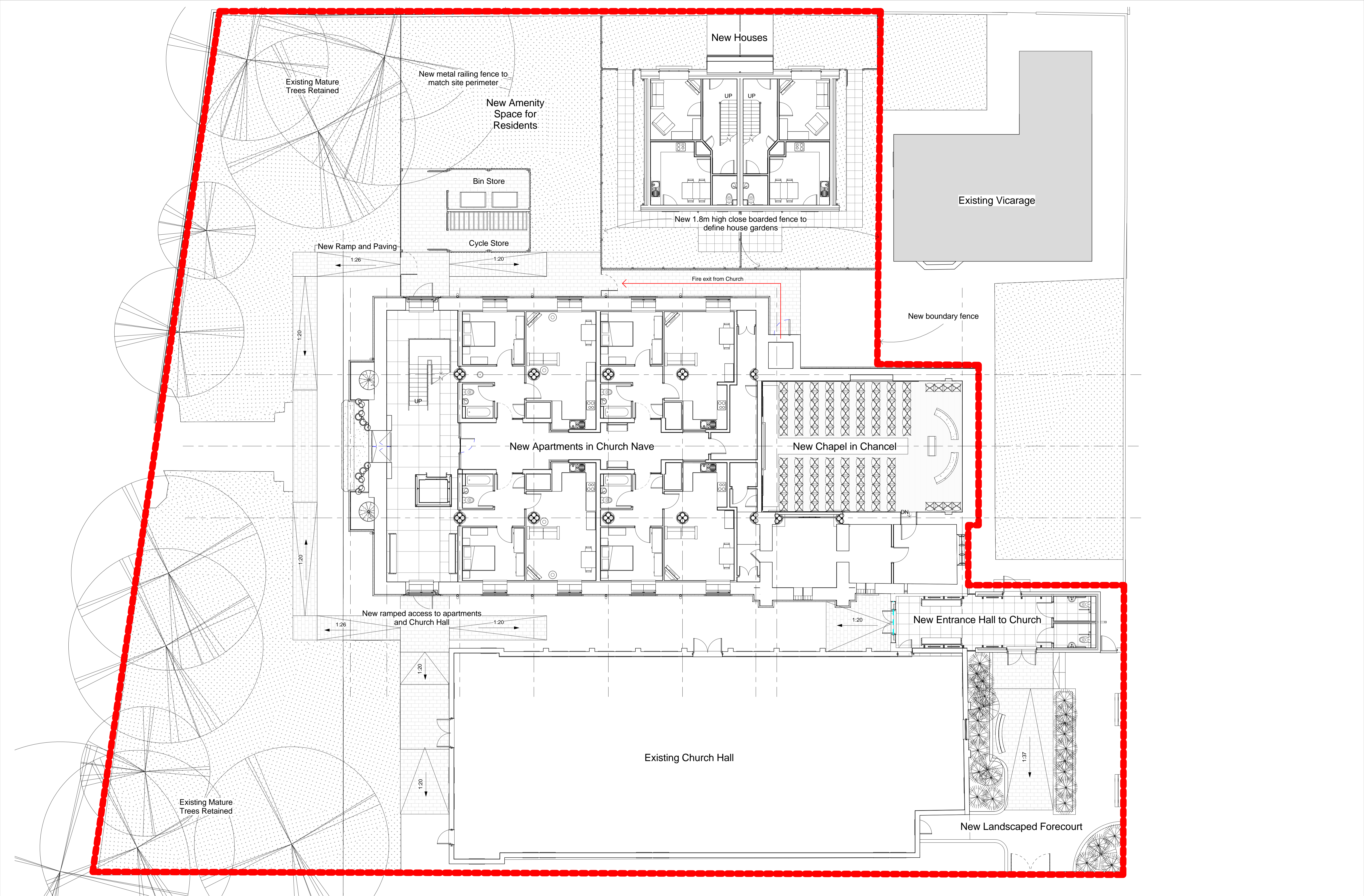
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 Project St Paul's Church, Grangetown

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Description Site Location Plan

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Job No. 315102      Drawing No. L(90)001      Revision A



Revision	Description	By	Chkd B	Date
*	Initial Issue	JJ	RF	17.10.16

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 Job No: 315102  
 Drawing No: L(00)300  
 Revision:



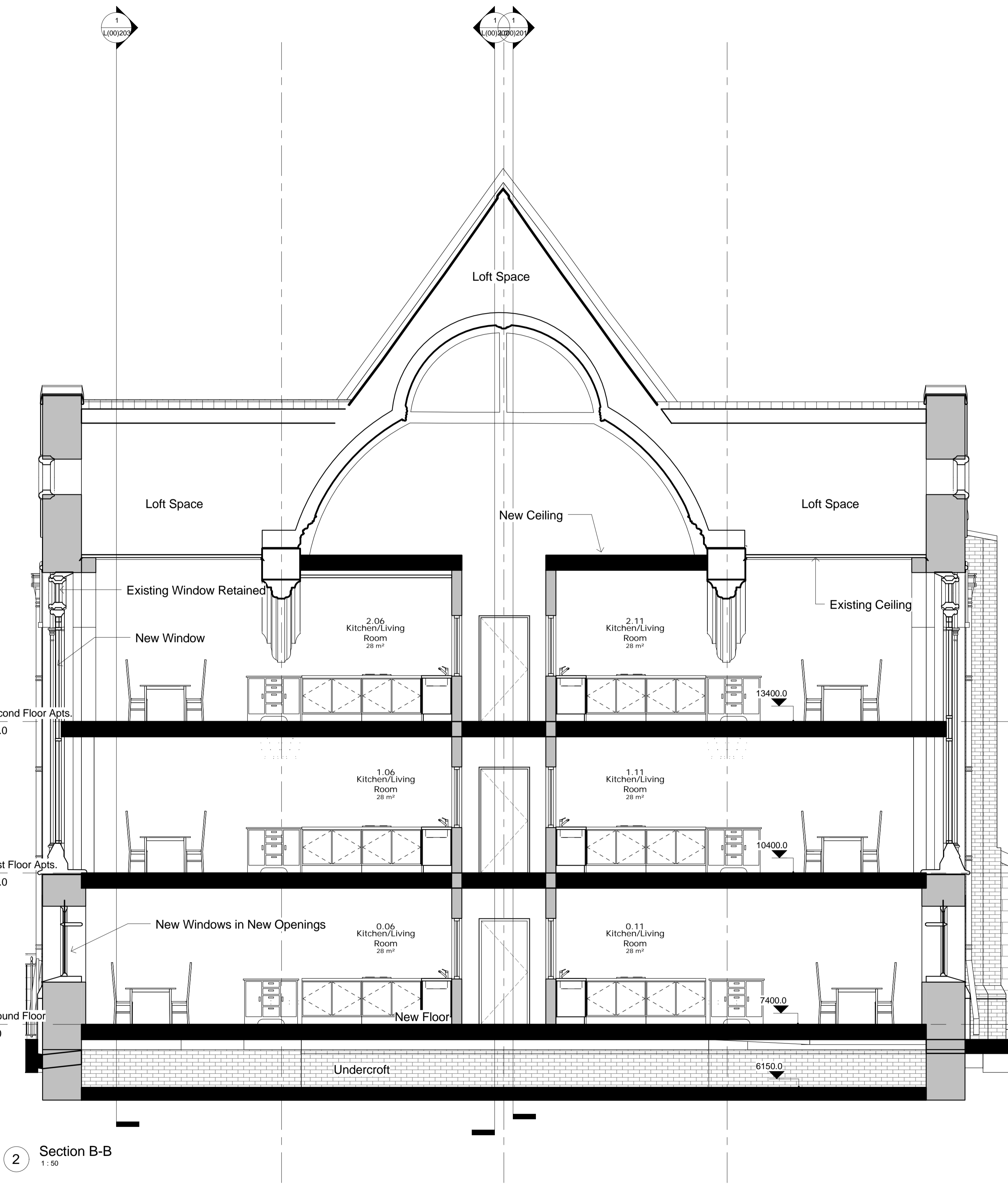
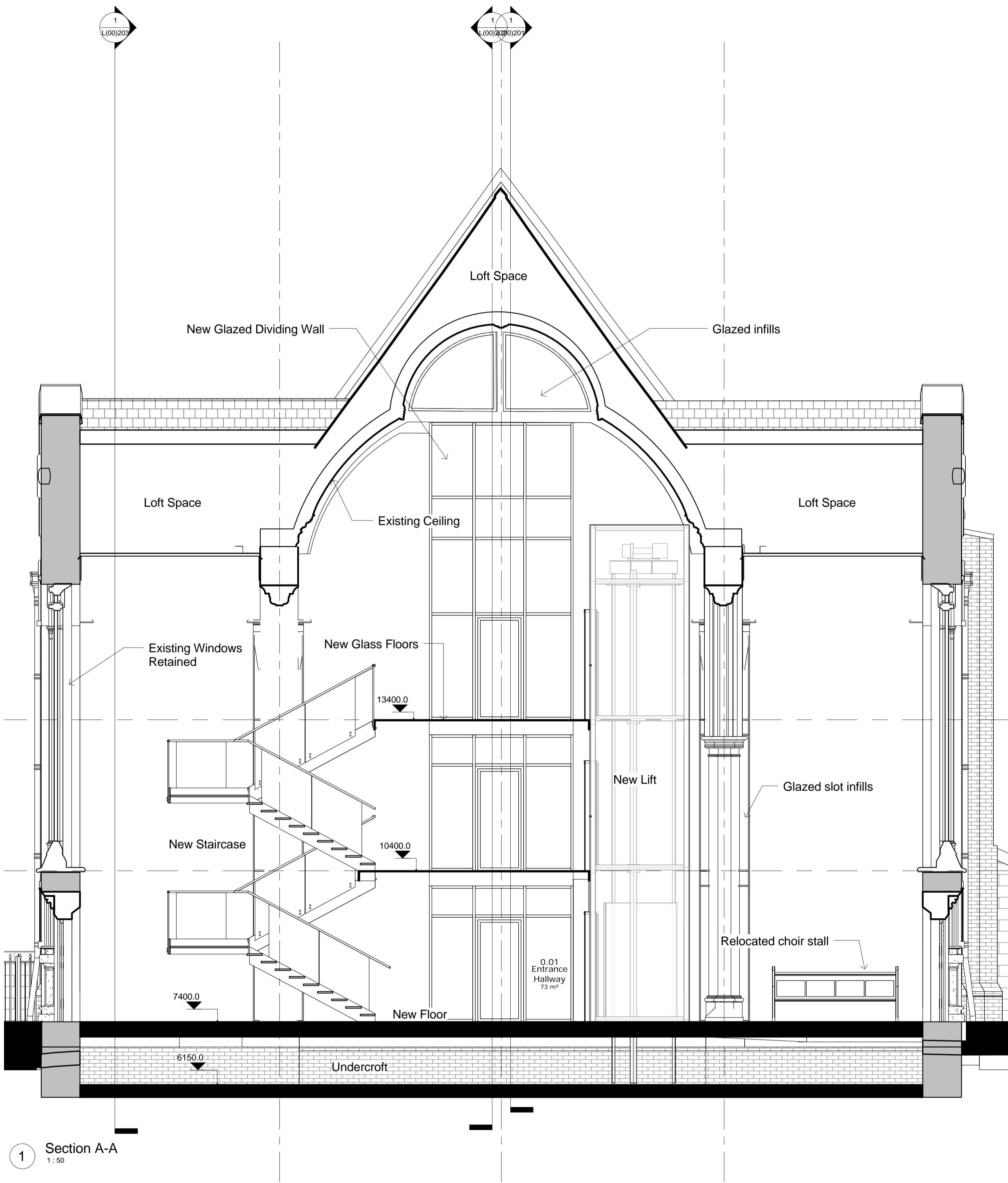
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**Austin-Smith:Lord**  
 Project St Paul's Church, Grangetown  
 Description Sections A-A & B-B  
 Job No. 315102 Drawing No. L(00)200 Revision