

COMMITTEE REPORT

BY THE DIRECTOR FOR ECONOMIC GROWTH AND NEIGHBOURHOOD SERVICES
READING BOROUGH COUNCIL
PLANNING APPLICATIONS COMMITTEE: 4th March 2020

Ward: Abbey

App No: 191848/FUL

Address: Greyfriars Church, Friar Street, Reading, RG1 1EH

Proposal: Demolish Existing Church Centre, Construct New Three Storey Church Centre with Plant Enclosure on Roof and Single Storey Glazed Link at Ground Floor Level. Associated hard and Soft Landscaping and External Works

Applicant: Greyfriars Church

Agent: Bluestone Planning

Date validated: 26/11/2020

Application: 13 week target decision date: 20/3/2020

RECOMMENDATION

Grant subject to the conditions and informative listed below.

Conditions

1. Standard 3 Year Time Limit
2. Approved Plans
3. Pre-commencement materials samples (including: Cladding, all facing works, glazing for glazed link)
4. Pre-commencement details of window and door detailing (elevations, sections, and materials)
5. Pre-commencement programme for archaeological works
6. Pre-occupation implementation of noise mitigation scheme
7. Amplified music hours restricted
8. Pre-occupation implementation of mechanical plant noise mitigation scheme
9. Noise levels of plant/equipment restricted
10. Unidentified contamination
11. Pre-commencement construction method statement (including noise, dust, and methods for the control of pests)
12. Hours of working (0800 - 1800 Mon-Fri; 0800-1300 Sat; Not at all on Sundays/Public Holidays)
13. No burning of waste on-site
14. Pre-occupation provision of vehicle parking
15. Pre-occupation provision of bicycle parking
16. Pre-occupation car parking management plan
17. Arboricultural method statement to be followed
18. Pre-commencement landscaping detail to be submitted (including replacement planting)
19. Pre-occupation Landscape implementation
20. Standard landscaping maintenance condition (5 years)
21. Tree and vegetation removal not within nesting season (March-August inclusive)
22. Pre-occupation biodiversity enhancements details

23. Pre-commencement BREEAM 'Excellent' assessment Major - Interim
24. Pre-occupation BREEAM 'Excellent' assessment Major - Post Construction

Informatives

1. Building Regulations
2. Positive and Proactive
3. Ecclesiastical Exemption applies
4. Highways Act
5. Pre-commencement conditions
6. Bonfires
7. Terms and Conditions
8. CIL
9. Further Tree protection order approvals required
10. External lighting appropriately positioned to avoid nuisance to adjoining properties

1. INTRODUCTION

- 1.1 Greyfriars Church is a Grade I listed building, completed in 1311, said to be the most complete example of Franciscan-architecture in England in use as a church. Adjoining to its West and North-west sides is a 1970s extension providing entrance lobbies for the church, a lounge area, kitchen and toilets, this has recently been granted permission for a new atrium and entrance. On the north-west corner of the site, separate to the church is a 1980s extension providing a hall, meeting rooms, offices, a coffee shop and bookshop. Between these two permanent structures a temporary building provides additional office space. A separate small hall, dating from the early 1900s is located on the north side of the church.
- 1.2 This application has been brought before the Planning Applications Committee as the application is a Major development due to the proposed floor area.
- 1.3 Some works to buildings owned by religious groups or denominations in England are exempt from the provisions of The Planning (listed buildings and conservations areas) regulations (2014) by the Ecclesiastical Exemption order 2010. This includes the Church of England. The Greyfriars Church is part of the Diocese of Oxford, which is a Church of England Diocese. As such, any works to the Grade I listed building, or Grade II listed boundary wall, which would normally require listed building consent, would not in this case. The Ecclesiastical Exemption does not exempt denominations from requiring planning permissions which affects the exterior of a listed building. Reading Borough Council are required to have special regard to the desirability of preserving the structure or setting of the listed building when considering whether to grant planning permission in this instance.

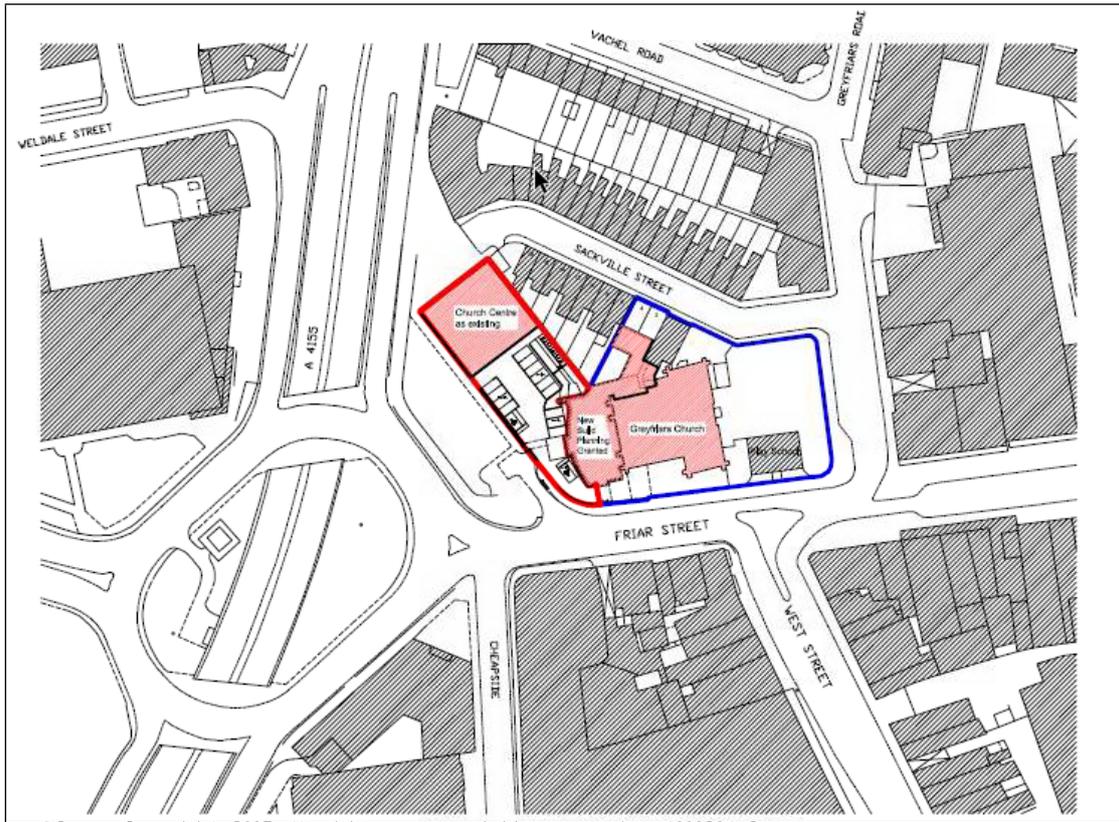


Figure 1 - Location Plan



Figure 2 - Aerial Image

2. PROPOSAL AND SUPPORTING INFORMATION

2.1 The application seeks full planning permission for:

- Demolition of the existing Church Centre
- Construct a new 3 storey Church Centre with plant enclosure on roof
- Construct single storey glazed link at ground floor level; and
- Construct associated hard and soft landscaping and external works

For clarification, as Greyfriars Church enjoys 'Ecclesiastical Exemption' under the Planning (Listed Buildings and Conservations Areas) Act 1990 (and the Ecclesiastical Exemption (Listed Buildings and Conservation Areas) (England) Order 2010). This means that Greyfriars Church would formally apply to Diocese of Oxford, which would include statutory consultations to the Local planning authority, Historic England, and the national amenity societies. The listed building consent would consider the internal works, and the means of attachment/alteration to the fabric of the listed building, whereas this application will consider the appearance, setting.

Submitted Plans and Documentation:

- GRE CENT 150.01 Existing OS Location plan
- GRE CENT 151.00 Existing site plan
- GRE CENT 152.00 Existing Ground Floor Plan - Church Centre
- GRE CENT 153.00 Existing 1st Floor Plan - Church Centre
- GRE CENT 154.00 Existing Roof Plan - Church Centre
- GRE CENT 156.00 A Existing Ground floor plan - Church & New Extension
- GRE CENT 156.01 B Existing Ground floor plan - Sackville Street
- GRE CENT 157.00 Existing Roof Plan - Church & New Extension
- GRE CENT 158.00 Existing elevations - Church Centre
- GRE CENT 159.00 Existing elevations - Church & New Extension East & West
- GRE CENT 160.00 Existing elevations - Church & New Extension North & South
- GRE CENT 161.01 Existing Sections - Sackville Street
- GRE CENT 162.00 Existing Site Section AA
- GRE CENT 163.00 Existing Sections - Church & Link -BB - CC
- GRE CENT 164.00 Existing Sections - Church & Link - AA - DD
- GRE CENT 165.00 Existing Section AA - Church Centre
- GRE CENT 166.00 Existing Section BB - Church Centre
- GRE CENT 170.01 Proposed OS Location plan
- GRE CENT 171.02 Proposed Block plan
- GRE CENT 172.01 Proposed Site plan
- GRE CENT 173.01 Proposed Floor Plan - Church Centre - Ground Floor & Middle Floor
- GRE CENT 174.01 Proposed Floor Plan - Church Centre - First Floor & Second Floor
- GRE CENT 175.03 Proposed Floor Plan - Church Centre - Roof Plan

- GRE CENT 180.04 Proposed Elevations - Church Centre
- GRE CENT 181.00 Proposed External Lighting - Church Centre
- GRE CENT 182.03 Proposed Site Section AA
- GRE CENT 185.02 Proposed Section - Church Centre - D-D
- GRE CENT 186.02 Proposed Section - Church Centre - E-E
- GRE CENT 187.02 Proposed Section - Church Centre - F-F
- GRE CENT 188.02 Proposed Section - Church Centre -G-G
- 5050 P1 Proposed Drainage Layout Option A
- 5051 P1 Proposed Drainage Layout Option B
- 4141 Proposed M & E Layout Ground Floor
- 4142 Proposed M & E Layout Gallery Floor
- 4143 Proposed M & E Layout First Floor
- 4144 Proposed M & E Layout Second Floor
- GRYFRRPA-OCT19 Root Protection Areas Plan
- GRYFRRSH-OCT19 Theoretical Shading Plan
- GRYFRTR-OCT19 Tree Crowns Plan
- GRYFRTRP-OCT19 Tree Retention & Protection Plan
- Planning Statement by Bluestone Planning dated November 2019
- Design & Access Statement by JBKS dated November 2019
- Phase 2 Acoustic report by Cole Jarman dated October 2019
- Statement of Need by Greyfriars dated April 2019
- Heritage Impact Statement by Oxford Heritage Partnership dated September 2019
- Statement of Significance by Oxford Heritage Partnership dated November 2017
- M&E Concept Design Report (including BREEAM) by Ridge Consultants dated November 2019
- Transport Statement including Travel Plan by Helix Highway Consultants dated October 2019
- Arboricultural BS5837 Report by BJ Unwin Forestry Consultancy dated October 2019
- Archaeological Desk Based Assessment by Oxford Archaeology dated November 2019
- Addendum to Archaeological Desk Based Assessment by Oxford Archaeology
- Preliminary Roost Assessment by MP Ecology October 2017
- Ecology Survey to Inform BREEAM pre-assessment by MP Ecology February 2019
- Initial BREEAM Review by Ridge Consultants October 2018
- Daylight Sunlight Report by Syntegra dated September 2017
- 3D Views - Ref. GRE- 3D views 26_09_2019

As received 19 November 2019

3. RELEVANT PLANNING HISTORY

190650/FUL - Demolition of the existing western foyer, and replacement with a larger glazed foyer area and other internal works; and single storey

rear extension to no's 2 and 4 Sackville Street to link the church to these building, and the change of use of the premise from Sui Generis (Counselling services offices) to Class D1 use (non- residential institution - public worship or religious instruction), and changes to external parking and landscaping. APPROVED AT COMMITTEE 17/7/2019

181498/PRE - Additional internal space, reconstruction of Church Centre, replacement of meeting room at west end, construction of new link to centre and reconstruction of car park together with external hard and soft landscaping to site and adjacent public realm.

172036/PRE - Additional internal space, reconstruction of church centre, replacement of meeting room at west end, construction of new link to centre and reconstruction of car park together with external hard and soft landscaping to site and adjacent public realm (approx 1047sqm).

160063/PRE - Proposed changes to the main entrance to Church.

100508/PRE - Pre-application advice for proposed development of new building

77TP962 - Change of use from residential to H.Q of Counselling and Outreach Service (2 & 4 Sackville Street) APPROVED

4. CONSULTATIONS

RBC Environmental Protection

- 4.1 Highlight issues in relation to noise arising from development, and noise from mechanical plant equipment, and noise during construction and demolition. These matters can be addressed by conditions requiring details to be submitted and approved prior to development commencing or prior to any additional mechanical plant being installed as set out above.

RBC Transport

- 4.2 Formal comments have not been received in relation to this application from transport officers. However, the previous application has been assessed and a car parking management plan agreed to be provided, as such this will also apply to this application. Details of bicycle parking to be provided on site, in an amended location to what is currently proposed, is being investigated by the applicant. These matters will be clarified in any update report.

Historic England

- 4.3 Historic England's response can be summarised as:
- The proposed building is relatively modest, particularly in comparison to nearby development and is far enough away to ensure that it does not

obscure key views or challenge the visual dominance of the west front of the Church itself;

- The materials and detailing are good enough to ensure a quality feel.

Reading Civic Society

- 4.4 No response received at the time of writing, but any response received will be reported to your meeting.

RBC Ecology

- 4.5 No objections subject to conditions as recommended above.

RBC Natural environment (trees) officer comments

- 4.6 No objections subject to conditions as detailed below.

Society for the protection of ancient buildings

- 4.7 No response at the time of writing.

Berkshire Archaeology

- 4.8 As the site is located within an area of archaeological potential, as identified on the local plan proposal map, the applicant provided a desk-based archaeological assessment. Berkshire Archaeology confirmed that the report is acceptable, and agrees that the proposal would be acceptable, subject to condition as the site lies in an area of archaeological potential, lying within the area of the Greyfriars Franciscan friary.

RBC Historic building consultant

- 4.9 The historic building consultant's comments can be summarised as:

- The current setting is not considered to be contributed to by the existing 1970s Church Centre or foyer structure;
- The proposed development to replace the building in the scale and materials is considered sympathetic and appropriate to benefit the setting of the listed building;

The historic building consultant has therefore no objections to the proposal subject to conditions.

5. Public Consultation:

- 5.1 Due to the location of the site (being adjacent to the Inner Distribution Road (IDR), and adjacent to the other church owned land, and all properties on the Southern side of Sackville Street, all properties within Sackville Street were notified by letter, and a site notice was displayed on the gate fronting Friar Street, and on a lamp post fronting the pedestrian walkway of the IDR from 27 November.

No representations had been received at the time of writing.

6. RELEVANT PLANNING POLICY AND GUIDANCE

- 6.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that proposals be determined in accordance with the development plan unless material considerations indicate otherwise. Material considerations include relevant policies in the National Planning Policy framework (NPPF) - among them the 'presumption in favour of sustainable development'.
- 6.2 Section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires the local planning authority to have special regard to the desirability of preserving a listed building or its setting or any features of special interest which it possesses.
- 6.3 Section 72 (1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires the local planning authority in the exercise of its functions to pay special attention to the desirability of preserving or enhancing the character or appearance of a conservation area.
- 6.4 The following local and national planning policy and guidance is relevant to this application:

National Planning Guidance

National Planning Policy Framework (2019)

National Planning Policy Guidance 2014 onwards;

Reading Borough Local Plan 2019

- CC1: Presumption in Favour of Sustainable Development
- CC2: Sustainable Design and Construction
- CC3: Adaptation to Climate Change
- CC4: Decentralised Energy
- CC5: Waste Minimisation and Storage
- CC7: Design and the Public Realm
- CC8: Safeguarding Amenity
- CC9: Securing Infrastructure
- EN1: Protection and Enhancement of the Historic Environment
- EN2: Areas of Archaeological Significance
- EN5: Protection of Significant Views with Heritage Interest
- EN6: New Development in a Historic Context
- EN12: Biodiversity and the Green Network
- EN14: Trees, Hedges and Woodland
- EN15: Air Quality
- EN16: Pollution and Water Resources
- EN17: Noise Generating Equipment
- EN18: Flooding and Drainage
- TR1: Achieving the Transport Strategy
- TR3: Access, Traffic and Highway-Related Matters
- TR4: Cycle Routes and Facilities
- TR5: Car and Cycle Parking and Electric Vehicle Charging
- RL1: Network and Hierarchy of Centres

- OU1: New and Existing Community Facilities
- CR1: Definition of Central Reading
- CR2: Design in Central Reading
- CR4: Leisure, Culture and Tourism in Central Reading
- CR9: Terraced Housing in Central Reading

Supplementary Planning Documents

Revised parking standards and design supplementary planning document (2011)

Sustainable design and construction supplementary planning document (2019)

Employment, skills and training supplementary planning document (2013)

Planning obligations under section 106 supplementary planning document (2015)

7. APPRAISAL

The main matters to be considered are:

- Principle of development
- Design considerations and effect on the Listed Building
- Impact on residential amenity
- Design and the public realm
- Transport
- Ecology and Natural Environment
- Sustainability
- Ground conditions
- Community infrastructure levy
- Equalities impact

Principle of development

7.1 The site is located within the Reading Central Area, where the use of the church is an established community facility. Policy OU1 'New and Existing Community Facilities' states that "*proposals for new, extended or improved community facilities will be acceptable, particularly where this will involve co-location of facilities on a single site*". In addition, the NPPF (2019) encourages the efficient use of land, and the provision of social, recreational and cultural facilities (including places of worship) within appropriate location. As the site is currently used for a wide range of community uses, and associated church services, the continued use of the site and improvement which facilitate and expanded community use is welcomed and acceptable in principle, subject to the considerations below.

7.2 As mentioned above, the site is currently used by various community groups, and other functions associated with the Church. The function of the building, as associated with the Church is acceptable where the use functions as ancillary to the main use of the site as a place of worship (D1 use class) and a condition is recommended to ensure this.

Design Considerations and effect on the Listed Building

- 7.3 The main Greyfriars Church is a Grade I Listed Building and therefore of great heritage significance. The works require careful consideration as the LPA has a duty under the Planning (Listed Buildings and Conservation Areas) Act (LCBA) (as amended) to protect and enhance the significance of heritage assets and their settings.
- 7.4 Section 66(1) of the LBCA states, in the determination of applications affecting the setting of a Listed Building, states that:
- ‘in considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority, or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.’*
- 7.5 Under the Planning (Listed Buildings and Conservation Areas) Act 1990, fixtures and curtilage buildings, that is any object or structure which is fixed to the building or is within the curtilage and forms part of the land and has done so since before July 1948, are also treated as part of the building for the purposes of listed building control.
- 7.6 The National Planning Policy Framework and Policy EN1 (Protection and Enhancement of the Historic Environment) of the Local Plan (2019) set out that works affecting the historic environment should seek to preserve and enhance the setting of heritage assets, including listed buildings.
- 7.7 The subject of this application is the 1981-83 Greyfriars centre (Church Centre), a brick-built structure with a sports hall, a café, a bookshop, meeting rooms and offices with toilets.
- 7.8 It is proposed to demolish the Church Centre and construct a new 3-storey Church Centre with plant enclosure on the roof, single storey glazed link at ground floor, and construction of associated hard and soft landscaping, and on-site bicycle parking. The external appearance of the building will be of a partial wedge-shaped structure, with clean elevations faced in stone and with the lower floor set back and differentiated by a strip of glazing and a glazed link connecting the building to the church. The car parking would be rationalised to include two disabled spaces (12 spaces in total).
- 7.9 It is proposed to remove the ancillary office mobile units and to re-provide this office accommodation in Nos. 2 and 4 Sackville Street. This would be joined via weatherproof link by roofing over the rear garden of No 2 Sackville Street and by rebuilding the existing rear extensions and attaching to the current access to the basement boiler room, the vestry, with access both to the adjacent 1902 Memorial Hall used as a Nursery School.

- 7.10 The proposed development has been subject to extensive pre-application discussions and refinement, including consultation with Historic England see above. Overall, the current setting is not contributed to by the existing 1970s Church Centre or foyer structure. The proposed demolition of the existing 1970s two storey Church Centre would not harm the setting of the Grade I Listed Building. Removal and replacement of the Church Centre with an appropriately scale building win sympathetic materials is therefore considered to represent a benefit to the setting of the Grade I Listed Church.
- 7.11 The form of the proposed building would follow the wedge shape of the existing building with the height increasing away from the boundary with the Sackville Street residential properties to the east. The detailed design is contemporary utilising large sections of glazing and limestone blocks or cladding with slate roofing.
- 7.12 The proposed replacement centre is considered to retain the dominance of the Grade I Listed Church and the design for the new centre incorporates appropriate high quality materials such as limestone cladding together with modern glazing and aluminium windows/doors. The design is, therefore, in contrast to the existing Church Centre is considered to enhance the setting of Listed Building. A condition is recommended to secure full details of proposed materials.

Impact on residential amenity

- 7.13 Policy CC8 aims to protect the amenity of nearby residents. In this instance, particularly in regard to loss of light and outlook. The nearest residential building are no's 12-18 Sackville Street, which are residential units. The ground and first floors all contain rear facing windows which face directly toward the development area. The proposed development would be built to a similar height at the boundary as the current building, with the majority of the mass of the building being built on the farthest side of the building (see below).

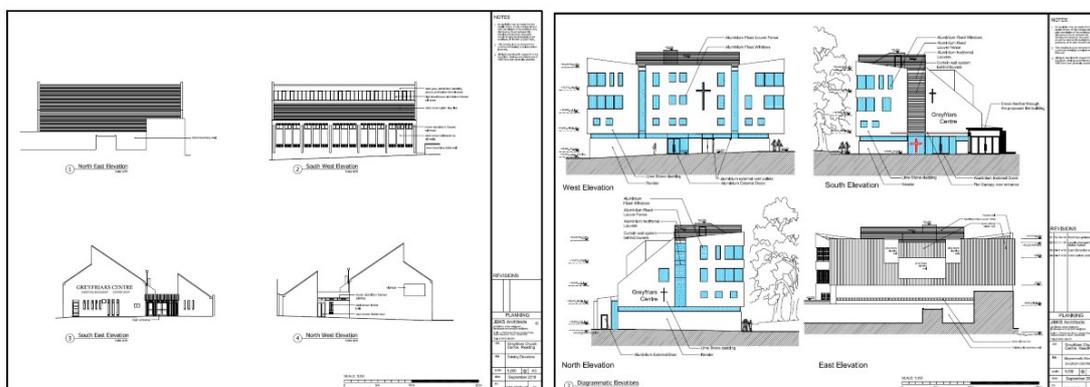


Figure 3 - Elevation side by side view

- 7.14 The proposed development, at its highest point, is located 10m from rear boundary (the shared boundary to the Sackville Street properties. The rear elevations of the Sackville Street Properties are (at the closest point) 7m to the closest windows on this elevation. The proposed design steps away from rear elevation, in addition, the roof is slopes for the majority of this view to reduce its visual bulk. Overall, the design and the distance from the adjoining residential properties would not represent an overly dominant built form, nor would the location of the proposal result in any significant loss of outlook from those residential properties. There are no windows facing Sackville Street that could result in overlooking concerns.
- 7.15 The applicant has submitted a daylight and sunlight assessment to support the application. The report demonstrates to an adequate degree that the proposed development would not have any significant detrimental impact on the access to daylight/sunlight for adjoining premises as a result of the proposal.
- 7.16 The proposed development would not cause a significant detrimental impact on the living environment of existing residents and therefore would be acceptable in this regard.

Transport

- 7.17 Full comments to be provided in an update report.

Ecology and Natural Environment

- 7.18 The proposed development will require the pruning of adjacent protected trees within the highways land. These are acceptable, and conditions will ensure this is undertaken appropriately. The loss of one tree on site as part of the development, and the atrium development will require replacement with 1 tree on site. Details on location of this will be required by condition prior to commencement.
- 7.19 In Ecology terms, the building currently does not include suitable roosting locations for bats, however the loss of vegetation on the site may be habitat for species. As such, a condition is recommended to ensure works (to remove vegetation) are undertaken with supervision of a suitably qualified Ecologist, and outside of the key nesting season. Details of ecological enhancements are recommended to be secured by condition.

Sustainability

- 7.20 The proposed development will be required to meet a BREEAM 'Excellent' standard in line with policy CC2, and the Sustainable Design and Construction SPD. This will be secured by conditions.

Ground conditions

- 7.21 The site is near an Area of Archaeological Potential, the proposed development will result in groundworks within this area. The applicant

submitted an archaeological desk-based assessment and this concluded that the below ground impacts have the potential to disturb important buried remains. Berkshire Archaeology agrees with the desk-based assessment and advise that a programme of archaeological work is required and should be secured by a suitably worded condition.

Employment Skills and Training Plan

- 7.22 The nature of the development requires that the applicant provide a suitable employment skill and training plan. The applicant has agreed this, and it shall be secured by a suitably worded condition.

Community Infrastructure Levy

- 7.23 The proposal constitutes a chargeable development however Reading Borough Council charges CIL in respect of development for “All other chargeable developments Borough wide at £0”. This also applies to proposed developments run by, or for a charitable purposes, or for a charitable institution, as identified by the applicant. As such, it is likely that if CIL were chargeable the exemption would result in a charge of £0.

Equalities Impact

- 7.24 In determining this application the Council is required to have regard to its obligations under the Equality Act 2010. The key equalities protected characteristics include age, disability, sex, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sexual orientation. There is no indication or evidence (including from consultation on the application) that the protected groups have or will have different needs, experiences, issues and priorities in relation to the particular planning application.
- 7.25 In terms of the key equalities protected characteristics it is considered there would be no significant adverse impacts as a result of the development.

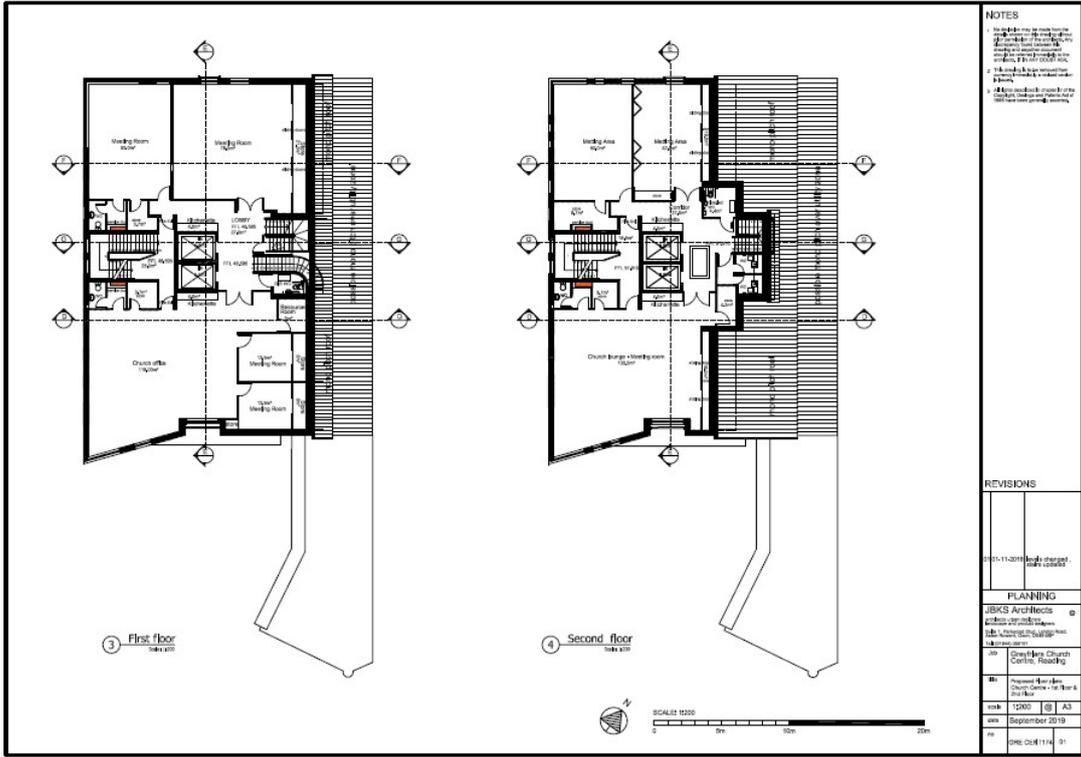
8. CONCLUSION

- 8.1 This proposal has been carefully considered in the context of the Reading Borough Council LDF, and supplementary planning documents. As the proposed development will improve the appearance, and setting of a listed building, and provide an improved community use, the proposed development is considered appropriate and it is recommended that approval be granted subject to the above mentioned conditions and informatives.

9. RECOMMENDATION

GRANT subject conditions

Case Officer: Anthony Scholes



NOTES

1. All work shall be in accordance with the latest editions of the following codes and standards:
 - a. International Building Code (IBC) 2015
 - b. International Residential Code (IRC) 2015
 - c. International Mechanical Code (IMC) 2015
 - d. International Fire Code (IFC) 2015
 - e. International Energy Conservation Code (IECC) 2015
2. All work shall be in accordance with the latest editions of the following codes and standards:
 - a. American Institute of Steel Construction, Inc. (AISC) 360-10
 - b. American Institute of Steel Construction, Inc. (AISC) 360-10
3. All work shall be in accordance with the latest editions of the following codes and standards:
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REVISIONS

NO.	DATE	DESCRIPTION
01	11-01-2019	Issue for permit

PLANNING

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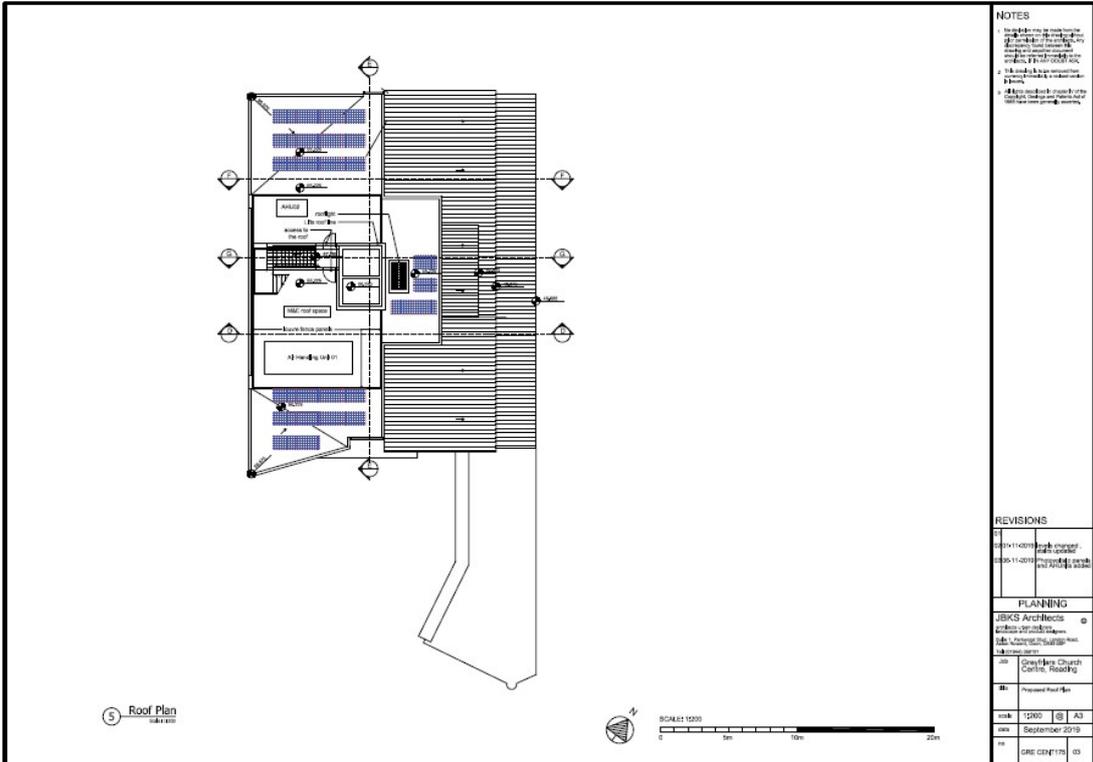
Job: Greylock Church Center, Reading

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 Church Center - 1st Floor & 2nd Floor

Arch: 12/00 © AJ

Date: September 2019

Rev: 01
 CRE: CRE/11/14 01



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