THE HIGHLAND COUNCIL	
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SOUTH PLANNING APPLICATIONS COMMITTEE 14 December 2015

15/02822/FUL and 15/02823/CON: Reidhaven Estate 14-16 The Square, Grantown-on-Spey

Report by Area Planning Manager - South

SUMMARY

Description: Demolition of building to rear (CON); Erection of extension to provide office & meeting accommodation (FUL)

Recommendation - GRANT

Ward: 21 Badenoch and Strathspey

Development category: Local Development

Pre-determination hearing: Not required

Reason referred to Committee: Manager discretion

1. PROPOSED DEVELOPMENT

1.1 The proposed development involves the demolition of a single storey stone and slate building to the rear and joined on to 14-16 The Square (the building in question being on Church Avenue), the demolition of parts of the site boundary stone wall along Church Avenue, and the erection of a two storey office block linked to 14-16 The Square by a single storey and roof terrace block providing a new all abilities public entrance/reception area, meeting room and staff facilities. The design of the new extension is innovative and contemporary.

Existing parking displaced by the footprint of the new building would be relocated to the area just behind the two storey wing in the direction of Inverallan Parish Church, with landscaping taking up the remainder of the site.

The two storey wing has a shallow monopitch roof (with a lower counterslope at the Church Avenue gable end) clad in zinc, and walls clad in a mixture of horizontal larch boarding and zinc, with extensive areas of glazing. The gable of the two storey wing sits on the line of the existing building and boundary walls, but the single storey link is set back from the building line to create a landscaped forecourt between the street and the public entrance elevation which is extensively glazed.

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The roof of this link is a shallow monopitch green roof punctured by two skylights, with a roof terrace connecting the first floors of the old and new buildings to the rear. A narrow glass atrium completes the connection of the new buildings to the old at ground floor level.

- 1.2 An informal pre-application meeting was held with the project architect and Cairngorms National Park Authority followed by the submission of a pre-application advice request form. The Council's Conservation Officer advised that in her view the proposed development would preserve and enhance the character and appearance of the designated Grantown-on-Spey Conservation Area but that the proposed demolition would need to be fully justified in terms of Scottish Historic Environment Policy.
- 1.3 The existing vehicle access into the site is a gateway approximately 4.5 metres in width between the west-most corner of the single storey building and the gate pier opposite. The proposed two storey block would take up that space so the vehicle access is proposed to be relocated some 15 metres further along Church Avenue, requiring a new hard surfaced crossing of the grassed and treed avenue verge and a breach in the stone wall behind it.

Public access into the building is at present via a conventional front door stepped up from street level on The Square elevation of no. 14-16 and would be changed to all abilities access via the forecourt of the new single storey block with designated disabled parking bays adjacent in an area which is already used for streetside car parking. All other services (public water supply and drainage, electricity, telecoms) are readily available.

1.4 Supporting documents submitted include a design statement, conservation statement, critique of Conservation Officer's consultation response on CON application, asbestos survey report and certificate of analysis, statement of public benefit, images of doorway connecting the existing single storey building to 14-16 The Square, and comparison plans of existing and proposed Board meeting rooms.

1.5 Variations: None

2. SITE DESCRIPTION

2.1 The site consists of part of a terraced block of two storey and attic stone and slate buildings of traditional form and design, originally the Estate offices and houses, latterly partly a hostel and now occupied on lease by CNPA as its principal offices. To the rear is a single storey stone and slate roofed extension (which is the subject of the conservation area consent application) connected to 14-16 The Square, and behind the Church Avenue building line is a hard surfaced courtyard in the space between the two buildings and currently used for some off-street parking. There is an overgrown garden area to the north-west containing a number of cypress and other trees.

The site is located next to Church Avenue's junction with The Square, a focal point of the planned town and its civic space, all of which are located within the designated Conservation Area. Church Avenue is a principal cross street with listed structures at either end (the War memorial and Inverallan Church). Only the buildings immediately opposite the site at the corner of Church Avenue and The Square are placed on the rear of the Avenue and remaining buildings are a mixture of old, modern rural and modern suburban mostly set behind stone walls which serve to continue the formal division of public and private spaces set up by the buildings nearest to The Square.

Neighbouring residential properties are predominantly on the opposite side of Church Avenue. On the nearside of Church Avenue, land uses include a vehicle repair workshop and yard, and a Church Hall, while the nearest houses (Morlich Cottages) are separated from the site by the rear courtyard/parking area of No. 16 which also contains a traditional outbuilding and a modern biomass boiler enclosure. The need to maintain access to service this enclosure was a material influence on the proposed site layout. The space between the Church Avenue carriageway and the buildings nearest The Square on both sides is hard surfaced and used for car parking but the space between the carriageway and stone walls along the remainder of the Avenue contains two rows of mature trees contributing to the formal character of this street.

3. PLANNING HISTORY

3.1 02/00346/FULBS: temporary siting of mobile office units. Temporary permission granted 13/12/02;

04/00211/NPDBS: alterations and change of use of dwelling and hostel to offices: Crown development notification;

11/00414/FUL: installation of biomass heat cabin. Granted 3/3/11;

13/03991/FUL: temporary siting of two "portacabins". Temporary permission granted 29/11/13;

14/03553/PREAPP: demolition of existing rear extension and erection of building to rear to provide office and administrative accommodation.

4. PUBLIC PARTICIPATION

4.1 Advertised : Unknown neighbour and affecting Conservation Area (FUL); Demolition of unlisted building in Conservation Area (CON) Representation deadline : 27/8/15 (FUL); 21/8/15 (CON)

Timeous representations : 1 from local amenity society

Late representations : 0

- 4.2 Material considerations raised are summarised as follows:
 - Design interesting and innovative but inappropriate to historic environment setting.
- 4.3 All letters of representation are available for inspection via the Council's eplanning portal which can be accessed through the internet www.wam.highland.gov.uk/wam. Access to computers can be made available via Planning and Development Service offices.

5. CONSULTATIONS

- 5.1 **Conservation Officer**: No objection.
- 5.2 **Forestry Officer**: No objection. Tree constraints plan, tree protection plan and detailed landscaping plan required.
- 5.3 **Transport Planning**: No objection to demolition. Further information required on parking dimensions and provision.
- 5.4 **Community Council**: Neither supports nor objects to the proposals.
- 5.5 **Historic Environment Scotland**: Initial objection to demolition withdrawn following submission of further supporting information.
- 5.6 **CNPA**: No comment.

6. DEVELOPMENT PLAN POLICY

The following policies are relevant to the assessment of the application

6.1 Cairngorms National Park Local Development Plan 2015

- 2 Supporting Economic Growth
- 3 Sustainable Design
- 9 Cultural Heritage

7. OTHER MATERIAL CONSIDERATIONS

7.1 **Draft Development Plan**

Not applicable

7.2 Local Development Plan Planning Policy Guidance

Policy 2 – Supporting Economic Growth (non-statutory guidance)

Policy 3 – Sustainable Design (non-statutory guidance)

Policy 9 – Cultural Heritage (non-statutory guidance)

7.3 Scottish Government Planning Policy and Guidance

Scottish Historic Environment Policy (SHEP)

Scottish Planning Policy (SPP)

Planning Advice Note (PAN) 71 'Conservation Area Management'

'Creating Places' Policy statement

'New Design in Historic Settings' Historic Environment Scotland guidance document

8. PLANNING APPRAISAL

- 8.1 Section 25 of the Town and Country Planning (Scotland) Act 1997 requires planning applications to be determined in accordance with the development plan unless material considerations indicate otherwise.
- 8.2 This means that the application requires to be assessed against all policies of the Development Plan relevant to the application, all national and local policy guidance and all other material considerations relevant to the application.

8.3 **Development Plan Policy Assessment**

LDP Policy 2:3 states that proposals which support or extend the economy or which enhance the range and quality of economic opportunities or facilities will be considered favourably where they are compatible with/complementary to existing business activity in the area and support the vitality and viability of the local economy and the broader economy of the Park. The supporting public benefit statement indicates that the presence of the CNPA headquarters in Grantown provides significant economic benefit to the town and is complementary to existing business activity. There can be no doubt that the principle of a development which allows the Park headquarters to remain in its present location is consistent with this Policy.

LDP Policy 3:1 requires all new development to be accompanied by a design statement setting out how a number of listed criteria have been fulfilled. A statement meeting this obligation has been submitted.

Of the remaining sections of Policy 3 (replacement, converting, and alterations to existing building stock) it is the latter section (Policy 3:4 – Alterations to the existing building stock) which is most applicable as the proposal essentially seeks to extend the main existing building. The policy indicates that proposals will be considered favourably where they respect the design, massing, proportions, materials and general visual appearance of the area, and maintain an appropriate level of private ground including space for off-street parking.

LDP Policy 9:2 requires development in or affecting a conservation area to enhance its character and be consistent with any relevant conservation area appraisal or management plan, and use design, materials, scale, layout and siting appropriate to the site and its setting. Policy 9:6 states that where proposals would result in the substantial demolition of parts of buildings which have particular architectural merit, proposals will only be considered favourably where every effort has been exerted to find practical ways of retaining it, or where the demolition relates to parts of the building that do not have, or detract from, the special interest of the building. In all cases proposals involving demolition will only be considered in conjunction with a detailed planning application for a replacement development that enhances or preserves the character of the conservation area.

The determining issues in assessing compliance with the development plan for these applications are therefore:

i) has a sufficient case been made justifying the demolition of the existing building;

- ii) is the design of the proposed extension in terms of materials, scale, layout and siting appropriate to the site and its setting; and
- iii) will the proposal, if implemented, preserve or enhance the conservation area.

8.4 Material Considerations

Demolition

Scottish Historic Environment Policy states that if a building is considered to be of any value a positive attempt should always be made by the planning authority to achieve its retention, restoration and sympathetic conversion to some other compatible use before proposals to demolish are seriously investigated. Demolition may be appropriate if the building is of little townscape value, if its structural condition rules out retention at reasonable cost, or if its form or location makes re-use extremely difficult. Where demolition is to be followed by redevelopment of the site, consent to demolish should generally only be given where there are acceptable proposals for the new building. In any event, both Scottish Ministers and the planning authority have a statutory duty to have regard to the desirability of preserving or enhancing the appearance of the conservation area.

The rationale behind the proposals rests with the applicant's desire to provide additional office and meeting room accommodation for the current tenant of the building, The Cairngorms National Park Authority (CNPA).

CNPA has occupied the building in Grantown as its main offices since its establishment in 2003 with approximately 60 staff. An additional 10 staff are located at their other offices in Ballater, Aberdeenshire. CNPA is seeking to consolidate its planning service from Ballater to Grantown as part of a wider service improvement plan. To accommodate this there is an operational requirement to provide a total of 425sqm of floor space, inclusive of the 70sqm provided by the existing extension.

The existing extension projects from the rear elevation of the main building, is of traditional construction and whilst not listed, is of value to the townscape. Coupled with the main building it contributes to the preservation of the conservation area.

A feasibility study was carried out which explored a range of options including relocation of the headquarters to a vacant building or new build site elsewhere, or redevelopment of the existing site. The study concluded that redeveloping the existing site was the preferred option particularly in terms of socio-economic impacts. Following on from this a number of alternative design proposals were considered including an entirely separate new building, the complete or partial retention of the existing annex, and various single storey and multi storey options. The submitted design statement shows 15 alternative design solutions which were considered. In summary, retaining the existing extension would necessitate the construction of the new build to the north east part of the site. There would be practical difficulties in relation to access, provision of windows, and the integration of the new build architecturally. Retention of the façade would present similar issues and it is difficult to see what over-riding benefit would be had by retaining it. Whilst the existing extension helps preserve the character of the conservation area it is not in itself of any particular special interest historically or architecturally.

Demolition of the existing extension would provide significantly greater opportunities to develop the site and create a building fit for purpose featuring innovative design and using high quality materials whilst making best use of the available space thereby maximising the development opportunity.

In addition to the practical benefits of demolishing the existing extension the applicant has also submitted a compelling case emphasising the economic benefits to Grantown itself by enabling the continued occupation of the site by CNPA.

The final point to be considered and which should be given significant weight in assessing the case for demolition is that both the Council's Conservation Officer and Historic Environment Scotland are satisfied that the applicant has adequately demonstrated a strong case for demolition in accordance with Scottish Historic Environment Policy.

Design, scale and massing

The proposed extension is unashamedly contemporary. Inevitably such a modern intervention in the historic environment will not be without its critics.

Historic Scotland's 'New Design in Historic Settings' publication acknowledges that there is a view that new buildings in historic settings should seek to replicate existing buildings in design, appearance and materials and whilst this may be appropriate in specific circumstances new interventions in historic settings do not need to look 'old' in order to create a harmonious relationship with their surroundings. Contemporary design responses suggest an honesty and confidence in modern architecture which will be valued by future generations. However, a modern building which disregards its setting is very likely to be regarded as unsuccessful both now and in the future.

The publication also notes that conservation area designations need not imply a blanket protectionism, a view echoed in PAN 71 'Conservation Area Management' which states that whilst the designation of a conservation area is a means to safeguard and enhance the sense of place, character and appearance of our most valued historic places, physical change in conservation areas does not necessarily need to replicate its surroundings.

The LDP's non-statutory planning guidance on cultural heritage augments national guidance in noting that new development need not necessarily replicate its surroundings, but it should respect, enhance, and have a positive impact on the building and its setting.

The design of the proposed extension is respectful to its sense of place. The single storey element extending from the rear gable elevation of the existing building clearly defines itself as an addition to the main building, set back from the gable elevation of the main building. The two storey rear component has been carefully designed to minimise the eaves levels, with the monopitch roof and lower counterslope ensuring that although two storeys in height the overall massing is subordinate to the scale and massing of the main building to which it relates. The set-back central component of the extension allows for the creation of an attractive, welcoming and identifiable public entrance to the site.

The single storey central link component features a green roof and roof terrace which provides a link across the roofscape to the upper level of the new offices.

Internally, the innovative provision of sliding walls ensures the building meets the functional requirements of the end user by allowing adaptable space allocation. Overall the building has been designed with functionality and energy efficiency in mind.

<u>Setting</u>

The main building occupies a prominent site on the corner of The Square and Church Avenue with the principal elevation facing out towards The Square. This principal elevation will remain the dominant feature of the site in terms of the overall building's contribution to the townscape.

Church Avenue itself contributes positively to the streetscape, consisting of a tree lined avenue with Inverallan Church at the north west end of the Avenue providing an attractive focal point.

The proposed extension has been carefully designed to be a secondary building within the site respectful of its location within the streetscape. It is however considered that the boundary of the development could be strengthened to ensure that the street frontage is retained and that the strong avenue is maintained to preserve and enhance the streetscape. This can be addressed by condition.

<u>Materials</u>

The proposed external materials are traditional but utilised in a contemporary style. The roof will consist of zinc and the green roof will be planted and cultivated with flora indigenous to the Cairngorms National Park. The walls will feature untreated European Larch laid out in horizontal cladding. Over time the cladding will weather to a silvery grey colour, complementing the stonework of the main building. The south west elevation facing onto Church Avenue will feature extensive glazing, enabling the building and its occupants to benefit from its near south facing aspect in terms of daylight and heat, thereby contributing to the building's energy saving sustainable credentials. Stone from the demolition of the existing extension will be re-used in the construction of the low boundary wall running parallel with Church Avenue.

<u>Parking</u>

The existing approved courtyard parking layout shows seven parking spaces plus one disabled off-street. The proposed layout shows 10 off-street spaces with scope for at least two more, plus three disabled spaces adjacent to the roadside at the public entrance. Transport Planning have asked for further clarification in relation to car park dimensions and cycle storage provision and these are matters that can be addressed through conditions.

Effect of proposals on conservation area

There is no dispute that the existing extension which projects from the rear elevation in line with the gable elevation of the main building contributes to the main building's pivotal role in preserving the conservation area at this prominent location. The key question however is whether the redevelopment of the site with the new extension preserves or enhances the designated conservation area. Construction of the proposed extension will create an innovative modern building utilising high quality materials, creating a bold visual statement contrasting with the established traditional design of the main building but nevertheless deferential to its setting. Whilst the design will inevitably divide opinion it is difficult to argue that the proposal will not be seen as an exemplar of innovative design, befitting its role as the public face of the CNPA's headquarters.

It is considered that the proposal, if implemented, will both preserve and enhance the conservation area within which it is sited.

8.5 **Other Considerations – not material**

Not applicable.

8.6 Matters to be secured by Section 75 Agreement

Not applicable.

9. CONCLUSION

9.1 All relevant matters have been taken into account when appraising this application. It is considered that the proposal accords with the principles and policies contained within the Development Plan and is acceptable in terms of all other applicable material considerations.

10. **RECOMMENDATION**

Action required before decision issued Y

Notification to Scottish Ministers	Y	Conservation application onl	Consent

Notification to Historic Scotland Y As above

Conclusion of Section 75 Agreement N

Revocation of previous permission N

Subject to the above, it is recommended the applications be **Granted** subject to the following conditions and reasons / notes to applicant:

In relation to application 15/02822/FUL (Erection of extension to provide office and meeting accommodation):

1. No development or work shall commence until a detailed specification for all proposed external materials and finishes (including trade names and samples where necessary) has been submitted to, and approved in writing by, the Planning Authority. Thereafter, development and work shall progress in accordance with these approved details.

Reason: To ensure that the development is sensitive to, and compatible with, its context and local architectural styles.

2. No development or works shall commence until a detailed tree constraints plan (drawn on a site layout plan at a scale of at least 1:500) showing the position of the trees and their root and crown areas has been submitted to, and approved in writing by, the Planning Authority. The tree constraints plan must also show full details of trees to be retained and the measures to be carried out to protect the trees from construction activity. Thereafter, development and work shall progress in accordance with these approved details.

Reason: To ensure that adequate measures are taken to safeguard existing trees on and adjacent to the site in the interests of amenity.

3. No development shall commence until details of a scheme of hard and soft landscaping works have been submitted to, and approved in writing by, the Planning Authority. Landscaping works shall be carried out in accordance with the approved scheme. All planting, seeding or turfing as may be comprised in the approved details shall be carried out in the first planting and seeding seasons following the commencement of development, unless otherwise stated in the approved scheme. Any trees or plants which within a period of five years from the completion of the development die, for whatever reason are removed or damaged shall be replaced in the next planting season with others of the same size and species.

Reason: In order to ensure that a high standard of landscaping is achieved, appropriate to the location of the site.

4. No development or works shall commence until full details of an additional boundary wall which shall be constructed using stone salvaged from the demolition of the existing extension, and which is to be erected adjacent to the south west gable of the two storey extension, have been submitted to, and approved in writing by, the Planning Authority. Thereafter, the wall (including the section shown on approved drawing number 492_230 Rev. A) shall be completed prior to first occupation of the new extension.

Reason: In order to strengthen the boundary of the development to ensure that the street frontage is retained and that the strong avenue is maintained to preserve and enhance the streetscape.

5. No development or works shall commence until full details of the layout and dimensions of the off-street parking areas and the provision of cycle storage facilities have been submitted to, and approved in writing by, the Planning Authority.

Reason: To ensure that sufficient space is available for off-street parking and to ensure that adequate provision is made for cycle storage in the interests of amenity and road/pedestrian safety.

REASON FOR DECISION

The proposals accord with the provisions of the Development Plan and there are no material considerations which would warrant refusal of the application.

TIME LIMITS

In accordance with Section 58 of the Town and Country Planning (Scotland) Act 1997 (as amended), the development to which this planning permission relates must commence within THREE YEARS of the date of this decision notice. If development has not commenced within this period, then this planning permission shall lapse.

FOOTNOTE TO APPLICANT

Initiation and Completion Notices

The Town and Country Planning (Scotland) Act 1997 (as amended) requires all developers to submit notices to the Planning Authority prior to, and upon completion of, development. These are in addition to any other similar requirements (such as Building Warrant completion notices) and failure to comply represents a breach of planning control and may result in formal enforcement action.

- 1. The developer must submit a Notice of Initiation of Development in accordance with Section 27A of the Act to the Planning Authority prior to work commencing on site.
- 2. On completion of the development, the developer must submit a Notice of Completion in accordance with Section 27B of the Act to the Planning Authority.

Copies of the notices referred to are attached to this decision notice for your convenience.

Accordance with Approved Plans & Conditions

You are advised that development must progress in accordance with the plans approved under, and any conditions attached to, this permission. You must not deviate from this permission without consent from the Planning Authority (irrespective of any changes that may separately be requested at the Building Warrant stage or by any other Statutory Authority). Any pre-conditions (those requiring certain works, submissions etc. prior to commencement of development) must be fulfilled prior to work starting on site. Failure to adhere to this permission and meet the requirements of all conditions may invalidate your permission or result in formal enforcement action.

Local Roads Authority Consent

In addition to planning permission, you may require one or more separate consents (such as dropped kerb consent, a road openings permit, occupation of the road permit etc.) from Community Works prior to work commencing. These consents may require additional work and/or introduce additional specifications and you are therefore advised to contact your local Community Works office for further guidance at the earliest opportunity.

Failure to comply with access, parking and drainage infrastructure requirements may endanger road users, affect the safety and free-flow of traffic and is likely to result in enforcement action being taken against you under both the Town and Country Planning (Scotland) Act 1997 and the Roads (Scotland) Act 1984.

Further information on the Council's roads standards can be found at: <u>http://www.highland.gov.uk/yourenvironment/roadsandtransport</u>

Application forms and guidance notes for access-related consents can be downloaded from:

http://www.highland.gov.uk/yourenvironment/roadsandtransport/roads/Applicationfo rmsforroadoccupation.htm

Mud & Debris on Road

Please note that it an offence under Section 95 of the Roads (Scotland) Act 1984 to allow mud or any other material to be deposited, and thereafter remain, on a public road from any vehicle or development site. You must, therefore, put in place a strategy for dealing with any material deposited on the public road network and maintain this until development is complete.

Construction Hours and Noise-Generating Activities

You are advised that construction work associated with the approved development (incl. the loading/unloading of delivery vehicles, plant or other machinery), for which noise is audible at the boundary of the application site, should not normally take place outwith the hours of 08:00 and 19:00 Monday to Friday, 08:00 and 13:00 on Saturdays or at any time on a Sunday or Bank Holiday in Scotland, as prescribed in Schedule 1 of the Banking and Financial Dealings Act 1971 (as amended).

Work falling outwith these hours which gives rise to amenity concerns, or noise at any time which exceeds acceptable levels, may result in the service of a notice under Section 60 of the Control of Pollution Act 1974 (as amended). Breaching a Section 60 notice constitutes an offence and is likely to result in court action.

If you wish formal consent to work at specific times or on specific days, you may apply to the Council's Environmental Health Officer under Section 61 of the 1974 Act. Any such application should be submitted after you have obtained your Building Warrant, if required, and will be considered on its merits. Any decision taken will reflect the nature of the development, the site's location and the proximity of noise sensitive premises. Please contact env.health@highland.gov.uk for more information.

In relation to application 15/02823/CON (Demolition of building to rear):

1. No development or works for the demolition of the rear extension or any part thereof shall commence until a valid construction contract has been entered into under which one of the parties is obliged to carry out and itself complete the works of development of the site for which planning permission has been granted under application reference 15/02822/FUL and evidence of the construction contract has first been submitted to, and approved in writing by Historic Environment Scotland (acting on behalf of Scottish Ministers) in consultation with the Highland Council as Planning Authority.

Reason : In the interests of visual amenity and in recognition of the contribution that the building makes to the existing streetscape which is within a designated Conservation Area.

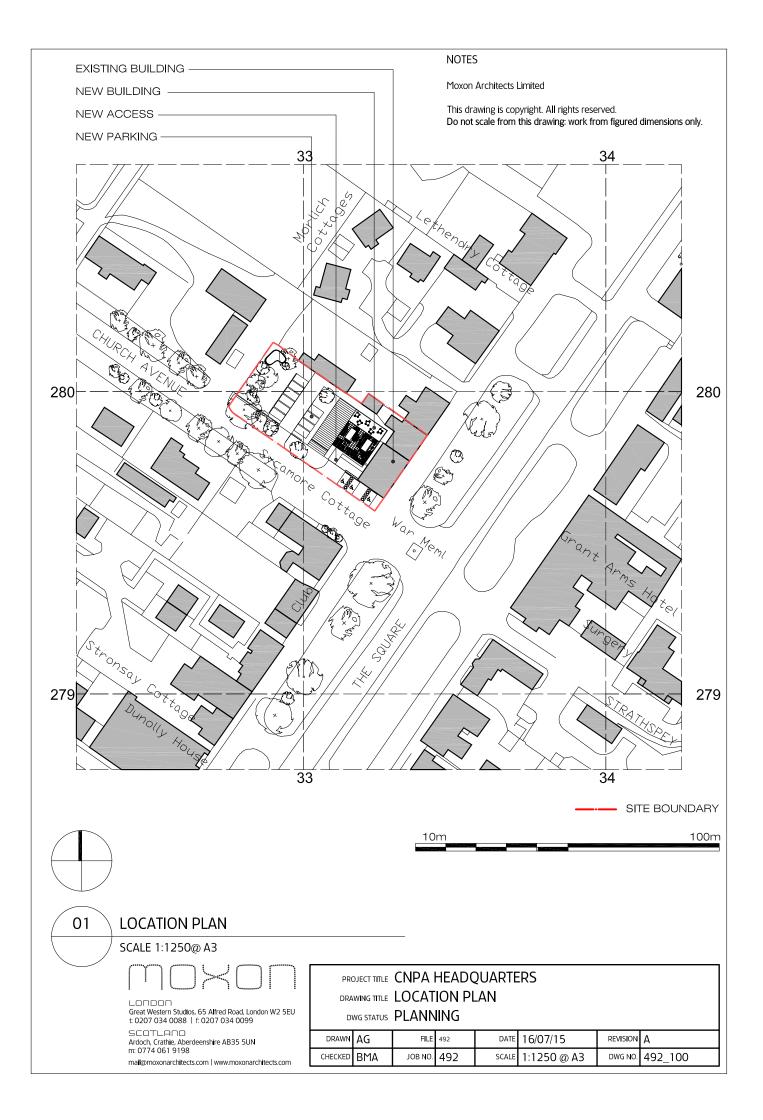
REASON FOR DECISION

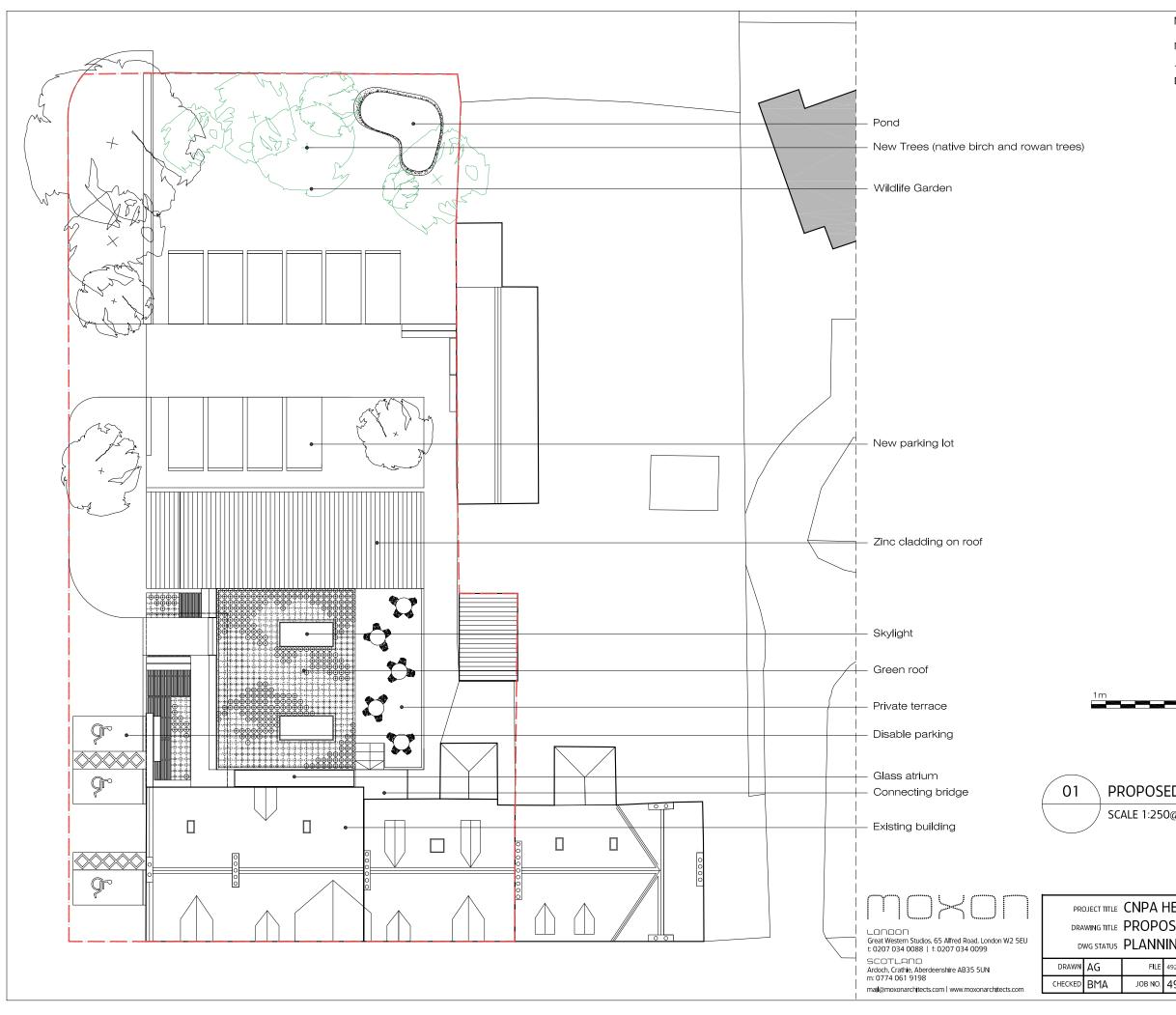
The proposals accord with the provisions of the Development Plan and there are no material considerations which would warrant refusal of the applications.

TIME LIMITS

In accordance with Section 16(1) of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997 (as amended), the demolition works to which this conservation area consent relates must commence within THREE YEARS of the date of this decision notice. If work has not commenced within this period, then this conservation area consent shall lapse.

Signature:	Allan J Todd				
Designation:	Area Planning Manager – South				
Author:	John Kelly				
Background Papers:	Documents referred to in report and in case file.				
Relevant Plans:	Plan 1 – Site Plan 492_210 Rev A				
	Plan 2 – Church Ave Elevation 492_230 Rev A				
	Plan 3 – Rear Elevation 492_231 Rev B				
	Plan 4 – NE Elevation 492_232 Rev A				
	Plan 5 – Ground Floor Plan 492_220 Rev A				
	Plan 6 – First Floor Plan 492_221 Rev A				
	Plan 7 – Section BB Plan 492_241 Rev A				





NOTES

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SITE BOUNDARY

20m

PROPOSED SITE PLAN

SCALE 1:250@ A3

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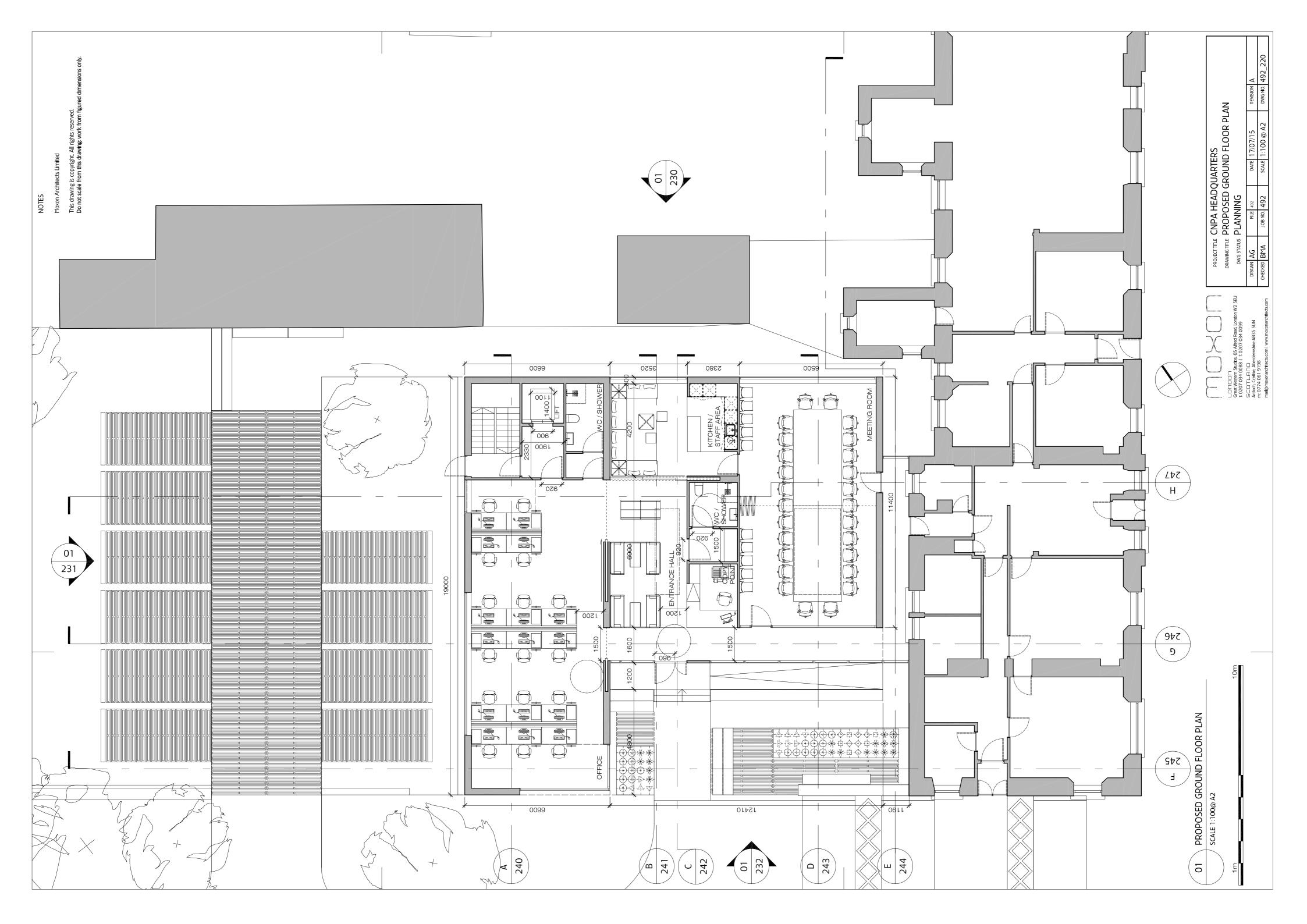


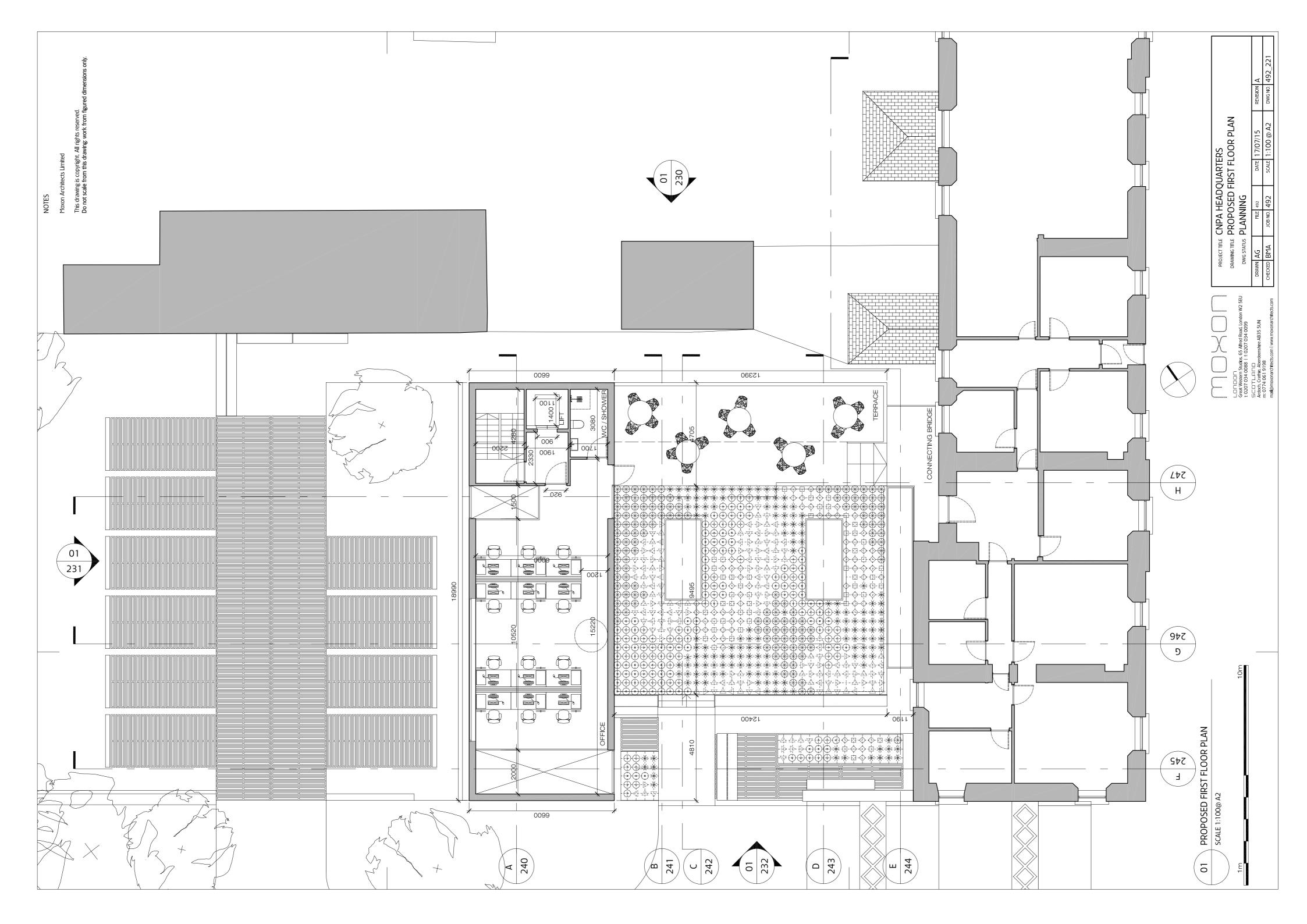
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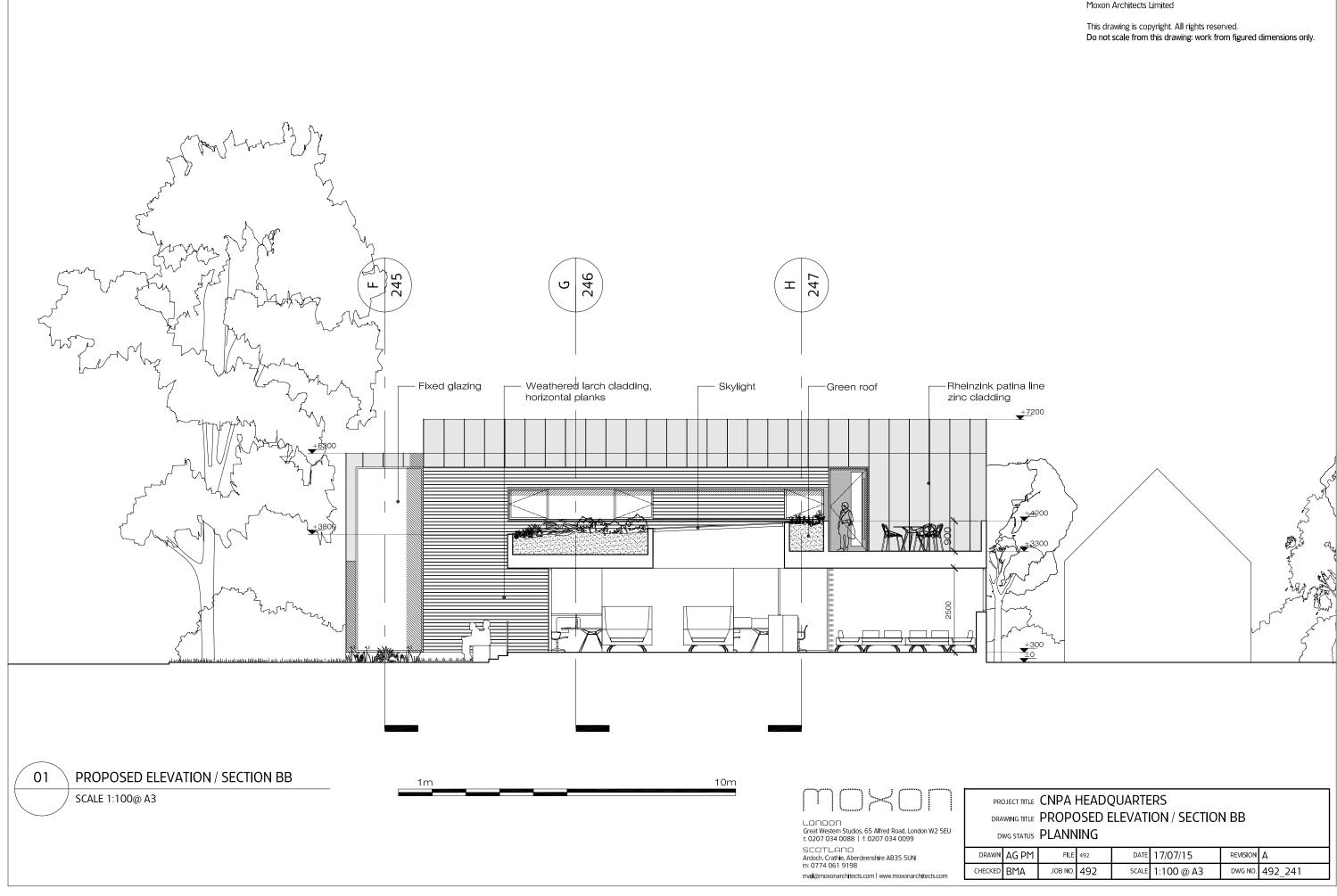
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