# Agenda Item 10

# PLANNING APPLICATIONS COMMITTEE 16 January 2014

Item No:

<u>UPRN</u> <u>APPLICATION NO.</u> <u>DATE VALID</u>

13/P2904 10/09/2013

Address/Site 12A Ravensbury Terrace, Wimbledon Park SW18 4RL

(Ward) Wimbledon Park

**Proposal:** Demolition of existing buildings and erection of 9 residential

units (Class C3) and 425 sq m office space (Class B1) in a building ranging in height from three to five storeys, together with associated access arrangements, parking and landscaping.

**Drawing Nos** PLA3 001, 002, PLA 010, 011, 100, 101, 102, 103, 104, 105,

200, 201, 202, 203, 501, 505, PLA 500, Design and Access

Statement, Transport Statement, Contamination Risk Assessment Report, Habitats Survey and Flood Risk

Assessment

**Contact Officer:** Richard Allen (8545 3621)

#### RECOMMENDATION

GRANT Planning Permission subject to conditions and completion of a S.106 Agreement

#### **CHECKLIST INFORMATION**

- Heads of agreement: Yes
- Is a screening opinion required: No
- Is an Environmental impact statement required: No
- Has an Environmental Impact Assessment been submitted: No
- Press notice- No
- Site notice-Yes
- Design Review Panel consulted-No
- Archaeology Priority Zone
- Flood zone 3b

# 1. **INTRODUCTION**

1.1 This application has been brought to the Planning Applications Committee due to the objections received, its out of centre location and the requirement for a S.106 Contribution towards affordable housing, education, sustainable transport and the residential development being designated 'permit free'.

### 2. **SITE AND SURROUNDINGS**

- 2.1 The application site comprises a collection of industrial buildings occupying a site area of 924m2 that run along the west side of Ravensbury Terrace. The eastern edge of the site at the rear is the River Wandle and to the north of the site is a tributary of the river. Both the River Wandle and the tributary are inaccessible due to the collection of outbuildings that abut the site boundaries. To the front of the site, fronting Ravensbury Terrace is a building currently occupied as offices by Thomson Reuters. The business has been based at the site since 2006 with approximately 80 employees. A call centre known as Contact Law is also based at these premises
- 2.2 Within the site is an area of hardstanding from which vehicular access is available from Ravensbury Terrace. Although not formally laid out for parking, it is possible to park 4 cars.
- 2.3 To the south side of the site is a large brick warehouse, containing residential and office facilities.
- 2.4 Ravensbury Terrace comprises a mix of two storey housing and industrial buildings of varying architectural style and quality. The site is close to the borough boundary with the London Borough of Wandsworth. It is not within a conservation area.

# 3. **CURRENT PROPOSAL**

- 3.1 The current proposal involves the retention of the frontage office building and demolition of the remaining existing buildings on the site and the erection of a part three, part four, part five storey building comprising nine residential units (4x 1 bed and 4x 2 bed flats and 1x 3 bed duplex apartment) and 425m2 of office floor space.
- 3.2 The proposed building would be sited to the north and west parts of the site with the existing offices at 12A Ravensbury Terrace being retained on the Ravensbury Terrace frontage. The proposed building would 'wrap around' the retained offices and would be between 13 and 25 metres in width and have an overall length of 36.5 metres. The proposed building would range in height from 11m (three storey), 14m (four storey) and 17m (five storey). The proposed building would be faced in brick with a pitched roof form. It would be of contemporary design but would reflect the character of adjacent retained commercial buildings. The existing access from Ravensbury Terrace would be

retained and at ground floor level, undercroft car parking would be provided for 7 cars and 20 cycles together with bin stores, plant room and entrance lobby/lift.

3.3 At first floor level six office suites would be provided. The floor space of each unit is set out below:-

Office Suite	1	55.4m2
	2	88m2
	3	41.8m2
	4	50.6m2
	5	59.4m2
	5	59.4m2

Office suite number 1, 2 and 6 would have small balconies.

Whilst 6 separate units are shown, the new space has been designed to be flexible, with the potential to be reconfigured in response to market demand. It provides 425 sq m GIA

3.4 At second, third, and fourth floor levels 9 residential flats would be provided. The schedule of accommodation is set out below to show the gross internal floor area for each flat compared to the London Plan minimum floor area requirements:-

#### Second Floor

Flat 1 - 2 Bed 4 Person 70m2 - London Plan GIFA -70m2

Flat 2 – 2 Bed 4 Person 83.6m2 - London Plan GIFA - 70m2

Flat 3 - 2 Bed 4 Person 79.6 m2 - London Plan GIFA - 70m2

Flat 4 - 1 Bed 2 Person 50.3m2 - London Plan GIFA - 50m2

Flat 5 - 1 Bed 2 Person 59.6m2 - London plan GIFA - 50m2

#### Third Floor

Flat 6 – 3 Bed 6 Person 85.4m2 at 3<sup>rd</sup> floor level

(Split level accommodation also occupies part of fourth floor)

Flat 7 - 2 Bed 4 Person 79.6m2 - London Plan GIFA - 70m2

Flat 8 – 1 Bed 2 Person 50.3m2 - London Plan GIFA - 50m2

Flat 9 - 1 Bed 2 Person 59.6m2 - London Plan GIFA - 50m2

#### Fourth Floor

Flat 6 – Living/Kitchen/Dining area 69m2

(The total floor area of the split level accommodation is 154.4m2). London Plan GIFA – 95m2

3.5 In terms of amenity space provision, the proposed flats would each have a balcony. The balcony sizes for each flat are set out below:-

Flat 1 - 7.6m2Flat 2 - 8.8m2

Flat 3 - 10.7m2

Flat 4 – 11.1m2

Flat 5 – 10.2m2

Flat 6 – 8.8m2

Flat 7 – 10.7m2

Flat 8 – 11.1m2

Flat 9 – 10.2m2

## 4. **PLANNING HISTORY**

4.1 None relevant to the current redevelopment proposal.

### 5. **CONSULTATION**

- 5.1 The application has been advertised by site notice procedure and letters of notification to occupiers of neighbouring properties. In response, 11 objections from occupiers of neighbouring properties have been received. The grounds of objection are set out below:-
  - -The occupiers of part of the existing offices at 12A Ravensbury Terrace operate a call centre employing 30 people and are very concerned at the substantial construction work proposed just 4 metres from their premises.
  - -The proposals should include a pedestrian and cycle bridge across the River Wandle to create an alternative to the busy Penwith Road.
  - -The proposal will result in an increase in HGV traffic in Ravensbury Terrace that is already causing problems.
  - -The owners of 8 Ravensbury Terrace have no objection to a mixed use development. However, the windows at first and second floor levels of the building may prejudice future development of the adjoining site.
  - -It would make more sense if access to the site was from the Haslemere Industrial Estate access. Should create a new access road or take down width restrictions on Haslemere to allow both access points to share the burden.
  - -Ravensbury Terrace cannot accommodate a further increase in road traffic.
  - Banham Security, who are developing a site at 20 Thomsett Road directly opposite the application site object to the residential element on the basis that it could prejudice their employment use and is not compatible with its location on a site directly opposite a Wandsworth Council designated Locally Significant Industrial Area where B1, B2 and B8 uses are preferred. Designation in Merton's Sites and Policies Plan for mixed office/residential use has not yet been through Examination in Public so is not formally adopted. Future residential occupiers could object to a perceived nuisance from adjoining industrial uses. Development should be confined to employment uses or as a minimum the employment use should be located to act as a buffer.
- 5.2 In addition, the 3 Southfields Ward Councillors from the adjoining Borough of Wandsworth have submitted a joint objection on the grounds of

- -disruption and danger to pedestrians including school children during construction
- already high levels of lorry traffic from industrial estate nearby and whilst width restrictions are in place on the parallel road there are none on Ravensbury Terrace so the road will bear the entire increase.

They propose that width restrictions are at least temporarily removed from Haslemere Road to allow traffic to use that alternative route or that an alternative access road is built diverting traffic away from heavily populated roads. If plans are approved, imperative that there be a Construction Management plan in consultation with local residents and those living in Ravensbury Terrace

#### 5.3 London Borough of Wandsworth

The building's scale, location and design would fail to protect or enhance the setting of the River Wandle. The proposals fail to provide or justify the lack of improved access to the River Wandle.

Should the Council be minded to grant permission, the following conditions and contributions are requested;

- 1) Prior to commencement of development, details of a scheme to insulate the approved development against noise generated by the adjacent Locally Significant industrial area shall be submitted to and approved by the local planning authority. The approved measures shall be installed prior to the commencement of the use/occupation of the building.
- 2) Prior to commencement of development a Construction Management Plan shall be submitted to and approved by the lpa inconsultation with the London Borough of Wandsworth. The Plan should detail the routing of construction vehicles, arrival and departure times, and any proposed temporary traffic and pedestrian management measures during the course of construction. The works shall be carried out in accordance with the approved plan.
- 3) A financial contribution should be sought for improvement to the Wandle Valley while a footpath as part of a riverside walk should also be included within the development.

#### 5.4 Future Merton

The application site is located north of the borough, near the borough boundary with the London Borough of Wandsworth. The site comprises offices and vacant offices and 0.9 ha in area. The site is located in an established employment area providing a mix of B class uses. The site at Ravensbury Terrace adjoins the Haslemere Industrial Estate and the Rufus Industrial Estate. Though an established employment site, it is not designated as a Strategic Industrial location (SIL) or Locally Significant Industrial Site (LSIS) and is thus a technically scattered employment site. It is stated with the planning application; that 425m2 of additional office space is to be provided, in addition to retaining 354m2 of existing office floorspace. Since 2006, the site has been occupied by Thomas Reuters and has approximately 80 employees, who we understand fully support this proposal. This proposal would need to comply with the following key policies CS7 (Centres) and CS12 (Economic Development) of the Core Planning Strategy and E.1(General

Employment Policy), E.7 (Land Uses on Sites Outside the Designated Industrial Areas), TC.1 (Promoting Development in Town Centres) and TC.2 (Town Centre Type Developments Outside Designated Town Centres) of the UDP.

The proposal retains the existing B1 floorspace and is redeveloping vacant B1 floorspace for office use (which includes residential development), thus complies with Policy E.1 of the UDP and Policy CS12 of the Core Planning Strategy. Policy E.7 of the UDP encourages offices to locate on scattered employment sites, though the justification text indicates that proposals for above circa 200 m2 of floorspace outside town centres are unsuitable as they are likely to generate journeys to work on a scale which could harm local amenity. This proposal is for an additional 425 m2 of floorspace on a scattered employment site outside a town centre. As the site is not located in a Town Centre, and the proposal is for Town Centre type uses, Policy TC.2 requires the applicants to submit a sequential test with the planning application which has not been submitted.

With regards to emerging policy, the site is proposed for designation in the Sites and Policies Plan. This site is referred to as Site Proposal 64: 12A Ravensbury Terrace, Wimbledon Park SW18 4RL and the proposed allocation is for offices and residential.

#### The Sites and Policies Plan:

- -Has been heavily consulted on since January 2012, which includes this site and the proposed site allocation.
- -The full Council signed off this document and as such are happy for this site to be designated for residential and office use.
- -This document was submitted to the Secretary of State for Examination, and no changes were made to this site designation between Council sign off and submission to the Secretary of State.

Therefore, despite the fact that the applicants have not submitted a sequential test, there are factors with some material weighting that could be taken into consideration to support this proposal.

#### 5.5 Transport Planning

Transport Planning have stated that Ravensbury Terrace is located near the borough boundary with Wandsworth. It has a PTAL raring of 3 although the site is within reasonable walking distance of Earlsfield Station. The site is referred to in the Sites and Policies document proposal 64. Issues identified within the proposal are Transport proposal 24TN for a potential pedestrian/cycle bridge crossing the Wandle in the vicinity of the site as part of the Wandle Trail. The applicant has provided a transport statement that demonstrates that the proposal's impact on the highway is minimal. The proposed development uses the existing access and has provided adequate parking spaces with the mitigation that there is a CPZ in operation within the Merton section of Ravensbury Terrrace and that the new residential units should be made permit free, secured through a S.106 Agreement. A financial

contribution towards sustainable transport initiatives in the borough of £500 per unit (both residential and commercial) would be required to be used for improvements to walking and cycling access to the River Wandle. The cycle parking will also be secured through condition Therefore there are no transport objections to the proposal subject to . there should be 1 cycle parking space per unit in a secure easily accessed location. No transport objections subject to appropriate conditions and obligations.

5.6 <u>Environment Agency</u> Awaiting response.

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## 6. **POLICY CONTEXT**

- The relevant policies contained within the adopted Merton Core Strategy (July 2011) are CS8 (Housing Choice), CS9 (Housing Provision), CS12 Economic Development, CS13 Open space and Development, CS14 (Design), CS15 (Climate Change) and CS20 (Parking, Servicing and Delivery).
- 6.1 The retained policies contained within the Adopted UDP (October 2003) are HS.1 (Housing Layout and Amenity), E1 General Employment Policy, E11 Environmental Improvements from Employment Development, BE.15 (New Buildings and Extensions), BE.16 (Urban Design), BE.22 (Design of New Development) and BE.25 (Sustainable Development), PE.2 (Pollution and Amenity), PE.5 Risk of flooding, RN.3 Vehicular Access, F2 Planning Obligations.

### 6.2 The London Plan (July 2011)

The relevant policies within the London Plan are 3.4 (Optimising Sites Potential), 3.5 (Quality and Design of Housing), 3.8 (Housing Choice), 3.11 (Affordable Housing Targets), 4.1 (Developing London's Economy), 4.2 (Offices), 4.3 (Mixed Use Development and Offices) and 5.2 (Minimising Carbon Dioxide Emissions), 5.3 (Sustainable Design and Construction), 5.12 Flood Risk Management, 6.3 Transport and 7.4 Local character.

6.3 The National Planning Policy Framework (March 2012) is also relevant to the proposal.

#### 6.4 Emerging Sites and Policies Plan

The Council's emerging Sites and Policies Plan has been through 4 rounds of consultation and will be undergoing Examination in Public in late January 2014 with adoption anticipated early in 2014.

### 7. PLANNING CONSIDERATIONS

7.1 The main planning considerations relate to the provision of office accommodation outside Town Centres, flood risk issues, design, standard of Accommodation, neighbour amenity and relationship to adjoining employment

uses, parking, highways and sustainable transport, flood risk issues, sustainability and S.106 Requirements.

## 7.2 Provision of Office Accommodation Outside Town Centres

The proposal would result in the provision of 425m2 of additional floor space in addition to the retention of 354m2 of existing floor space. Retained UDP policy E.7 encourages office development to locate on scattered employment sites although proposals for more than 200m2 of floor space should not be located outside Town centres as they are likely to generate journeys to work on a scale that could harm local amenity. Retained policy TC.2 of the UDP therefore requires that the applicant submit a sequential test with the planning application, which has not been done. However, Future Merton has confirmed that the site is designated 'Site Proposal 64: 12A Ravensbury Terrace' within the emerging 'Sites and Policies Plan' with an allocation for offices and residential use. The Sites and Policies Plan has been subject to wide consultation since January 2012, including this site and its proposed allocation with no representations received relating to its designation. The full Council has signed off the 'Sites and Policies Plan' and as such are happy for the site to be designated for office and residential use. The document was submitted to the Secretary of State and no changes have been made to the site designation. Therefore despite a sequential test not being submitted, the above factors are a material consideration and that in the circumstances the proposal is on balance acceptable despite not being in accordance with retained UDP policy E.7. The proposal maintains the existing employment use at the front of the site.

#### 7.3 Flood Risk

The agents advise that pre-application advice from the Environment Agency (EA)'s Development and Flood Risk Technical Specialist has informed the detailed design and preparation of the scheme. The submitted Flood Risk Assessment (FRA) (September 2013) explains how the scheme has responded to the Environment Agency's requirements. The EA's Flood Report is appended to it and the FRA explains why the applicants believe the site is not at risk of 1 in 20 year flooding which currently indicates the wider area surrounding the site.

7.4 With regard to the functional floodplain the FRA explains the following:

The definition of the functional floodplain is largely focussed on the predicted 1 in 20 year (5% AEP) flood level. As discussed in detail in Section 4.5 of the FRA, there is a significant amount of uncertainty over the predicted flood levels at this location. Taking into account the indications that the numerical hydraulic model is over-predicting flood depths in this location, it is considered that the site is not within the functional floodplain.

7.5 In addition to the flood levels predicted by the Environment Agency's hydraulic model, when defining the functional floodplain, it should be noted that neither the site, or the surrounding area, has a recorded history of flooding. Taking into account the fact that PPS25 Guidance clearly states that developed areas

are not generally considered as functional floodplain and the historical evidence that suggests that the hydraulic model is over-predicting flood levels in this location, it is concluded that the site would be more accurately defined as being within Zone 3a rather than Zone 3b.

- 7.6 The NPPF states that the Local Planning Authority should apply the sequential approach as part of the identification of land for development in areas at risk from flooding. The overarching objective of the Sequential Test is to ensure that lower risk sites are developed before sites in higher risk areas. When applying the test it is also necessary to ensure that the subject site is compared to only those sites that are available for development and are similar in size. This requires a comprehensive knowledge of development sites within the district and is generally applied as part of the Local Development Framework (LDF) process. However, when applying the test to sites that have not been assessed as part of the LDF it is necessary to apply a bespoke test. In consultation with the London Borough of Merton, a Sequential Test for this site has been undertaken and the proposed development is deemed to pass the test.
- 7.7 A key feature of the scheme is that the vulnerable use (residential) is located above first floor so not as to be impacted in the unlikely event of a flood. Details of a safe exit route are provided within the Design and Access Statement and shown on the attached plans. A condition requiring the details of the dry means of escape to be agreed in writing before occupation has been suggested. The Environment Agency will need to be happy with this safety aspect of the scheme and their comments are awaited.

#### 7.8 Design Issues

A contemporary design has been adopted for the proposed development. However, the form of the proposed building, with tall narrow elements and pitched roofs, and the use of facing brickwork echoes the character of the retained frontage building and the adjacent commercial buildings. The proposal is therefore considered to be acceptable in terms of retained UDP policies BE.16 and BE.22 and Policy CS14 of the Adopted Merton Core Strategy.

#### 7.9 Standard of Residential Accommodation

Nine flats would be provided in the development and the internal layout of the flats is considered to be acceptable and all the flats comply with the minimum standards set out in the London Plan. In terms of amenity space each of the 9 flats would be provided with a small balcony. However, amenity space provision for flat developments is calculated on 10m2 per habitable room (the development having 24 habitable rooms. The 9 flats would therefore require 240 m2 of amenity space. The balconies would provide a total of 89m2 amenity space. The development therefore has a shortfall of 151m2 in amenity space provision.

#### 7.10 Neighbour Amenity

The proposed building would be sited behind the retained office building fronting Ravensbury Terrace and would abut the adjacent office building.

There are no residential properties within close proximity of the application site and the proposed balconies would not result in any overlooking and/or loss of privacy to occupiers of neighbouring residential properties. The proposal is therefore considered to be acceptable in terms of retained UDP policy BE.15.

## 7.11 Relationship to Nearby Commercial Uses

In order to avoid any prejudice to the operation of nearby employment uses, given the mixed character of the immediate locality and the presence of a Wandsworth Council designated Locally Significant Industrial Area directly opposite, a condition will be imposed requiring details of noise insulation measures to the proposed residential units

## 7.12 Parking/Highways/Sustainable Transport

The proposed development would provide off street parking for 7 cars and secure cycle parking for 18 cycles. Transport Planning has no objections to the proposed development subject to the residential units being designated 'permit free' secured through a S.106 Agreement and that a financial contribution towards sustainable transport initiatives in the borough be made also secured through a S.106 Agreement. The proposal is therefore considered to be acceptable in terms of Adopted Core strategy Policy CS20 (Parking). Transport proposal 24TN identifies a potential pedestrian/cycle bridge crossing the River Wandle immediately to the south of the site as part of the Wandle Trail. However, the structure of the pedestrian/cycle bridge would be part of the adjoining sites, either to the north from Groton Road (Wandsworth) to 5 Ravensbury Terrace or from south of the site towards Haslemere Terrace, not on the site of 12A Ravensbury Terrace itself. A contribution will be sought towards improvements to the Wandle Trail.

7.13 In relations to concerns about traffic generation, in particularly additional lorry traffic through Ravensbury Terrace, a detailed Traffic Management Plan will be required for the construction phase. In relation to the completed development, the assessment predicts an increase of 20 car movements, which is unlikely to be noticeable. In addition, the change in the nature of the use would reduce the potential for there to be large goods vehicles visiting the site rather than increase it. The proposal is therefore considered to be acceptable in this respect.

## 7.14 <u>Sustainability</u>

The commercial element of the proposed development would be required to meet the BREEAM rating of not less than 'very good' and that the development should also comply with the London plan Co2 reduction targets. The residential development would also be required to comply with the Code for Sustainable Homes (Code Level 4). Appropriated conditions should therefore be imposed on any grant of planning permission to ensure compliance with sustainability targets.

#### 7.15 Planning Obligations

The proposal involves a residential development of 9 residential units and Core Strategy Policy CS8 (Housing Choice) requires the developer to make a

financial contribution towards affordable housing in the borough (£374, 208). The development would also attract a financial contribution towards education provision in the borough (£6856.98), a financial contribution towards the improvement of the Wandle Trail in relation to pedestrian/cycle access (£7,500) and the residential units being designated 'permit free'.

## 7.16 Local Financial Considerations

The proposed development is liable for the Mayoral Community Infrastructure Levy, the funds of which will be applied by the Mayor towards the Crossrail project.

# SUSTAINABILITY AND ENVIRONMENTAL IMPACT ASSESSMENT REQUIREMENTS

8.0 The proposal does not constitute Schedule 1 or Schedule 2 development. Accordingly there is no requirement for an EIA submission.

#### 9.0 **CONCLUSION**

9.1 The proposal will result in the redevelopment of a commercial site to provide six new office units and nine residential flats. The design of the proposed building is considered to be acceptable and the proposal would not affect neighbour amenity. Accordingly it is recommended that planning permission be granted.

#### **RECOMMENDATION**

#### **GRANT PLANNING PERMISSION**

Subject to the completion of a S.106 Agreement covering the following heads of terms:-

- 1. A financial contribution towards affordable housing in accordance with the Council's SPG (£ 374,208).
- 2. A financial contribution towards education provision in the Borough (£6,856.96).
- 3. A financial contribution towards sustainable transport initiatives in the Borough (£7,500).
- 4. The development being designated 'Permit Free'.
- 5. Payment of the Council's legal and professional costs in drafting, completing the legal agreement.
- 6. Payment of the Council's monitoring fee

and subject to the following conditions:-

- 1. A.1 Commencement of Development
- 2. B.1 (Approval of Facing Materials)
- 3. B.4 (Site Surface Treatment)
- 4. B.5 (Boundary Treatment)
- 5. C.2 (No Permitted Development Doors/Windows)
- 6. C.4 (Obscure Glazing)
- 7. C.6 (Refuse and Recycling)
- 8. C.7 (Refuse and Recycling-Implementation)
- 9. D.9 (External Lighting)
- 10. D.11 (Construction Times)
- 11. F.1 (Landscaping Scheme)
- 12. F.2 (Landscaping Implementation)
- 13. H.6 Cycle Parking Details to be Submitted
- 14. H.7 (Cycle Parking Implementation)
- 15. H.9 Construction Vehicles)
- 16. No demolition works shall be undertaken on site until a statement containing information regarding: the method of construction; measures to indentify, and remove asbestos, if present and measures to prevent nuisance from dust and noise; has been submitted to and approved in writing by the Local Planning Authority. The demolition works shall then be undertaken in accordance with the approved statement.

Reason for condition: To safeguard the amenities of the area and to ensure compliance with policy PE.2 of the Adopted Merton UDP (October 2003).

- 17. J.1 (Lifetime Homes)
- 18. L.2 (Code for Sustainable Homes-Pre Commencement)
- 19. L.3 (Code for Sustainable Homes Pre Occupation)
- 20. Prior to commencement of development, details of a scheme to insulate the approved development against noise generated by the adjacent Locally

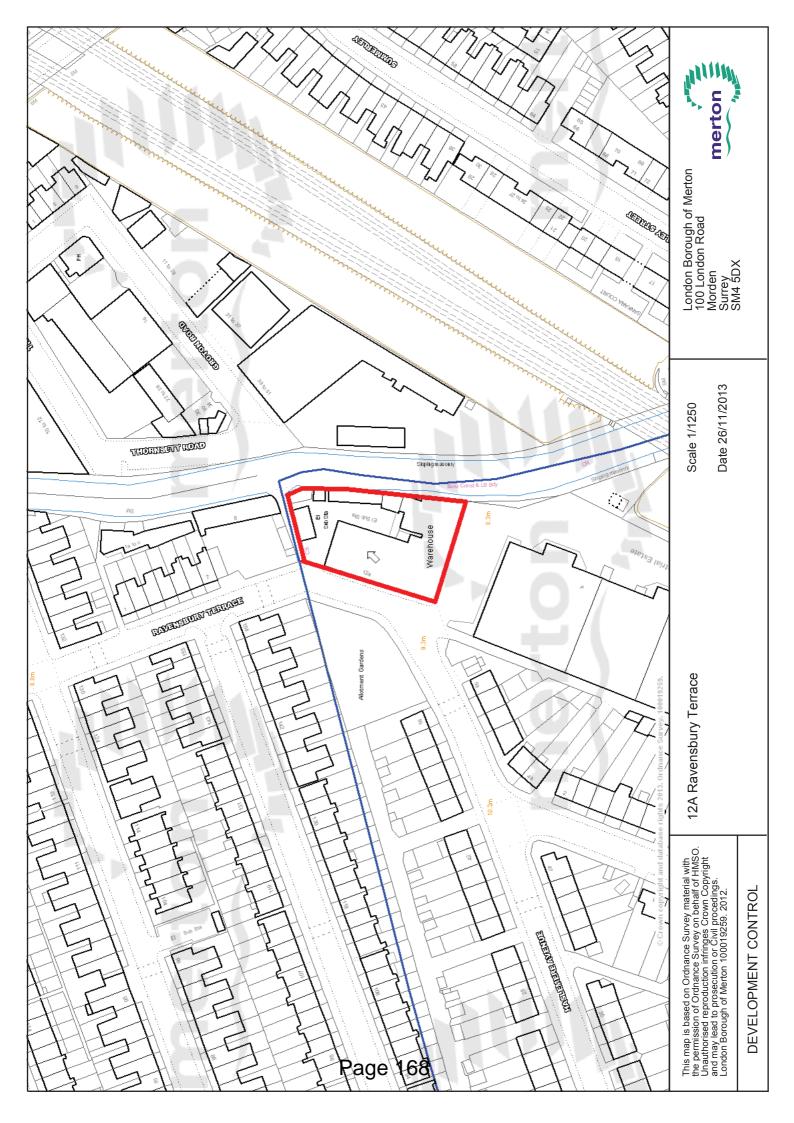
Significant industrial area shall be submitted to and approved by the local planning authority. The approved measures shall be installed prior to the commencement of the use/occupation of the building.

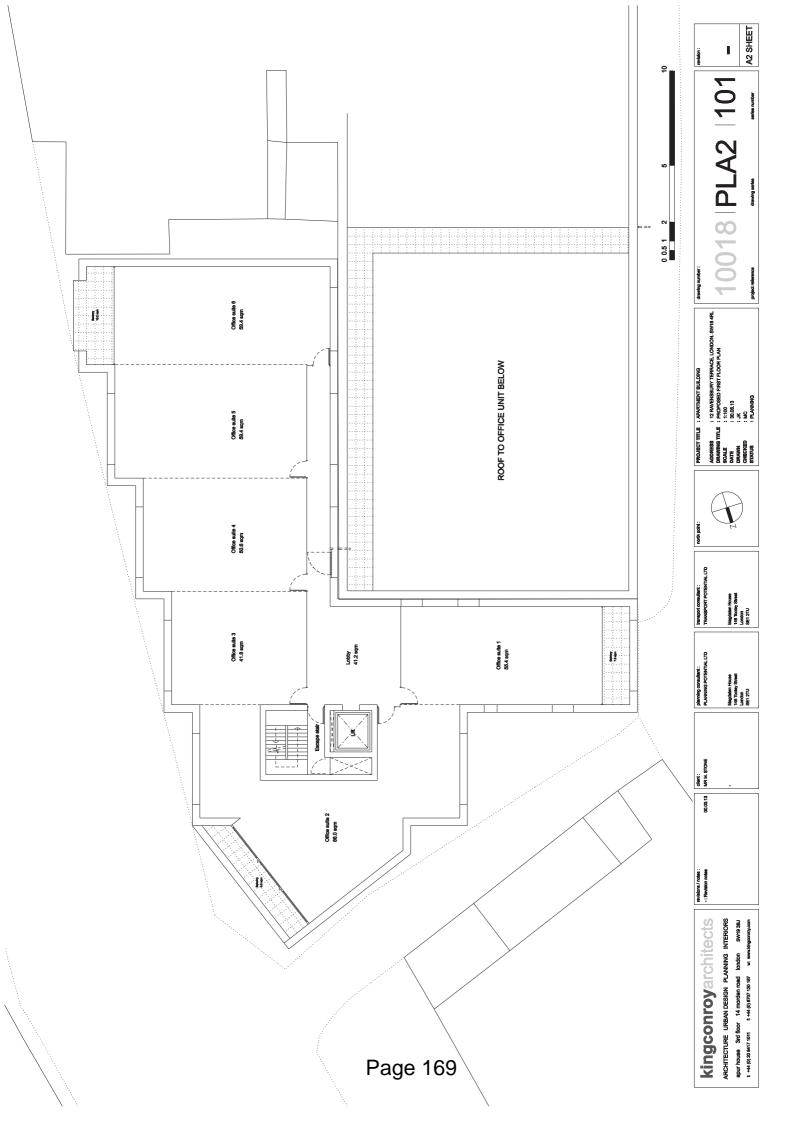
21. Details of means of dry escape

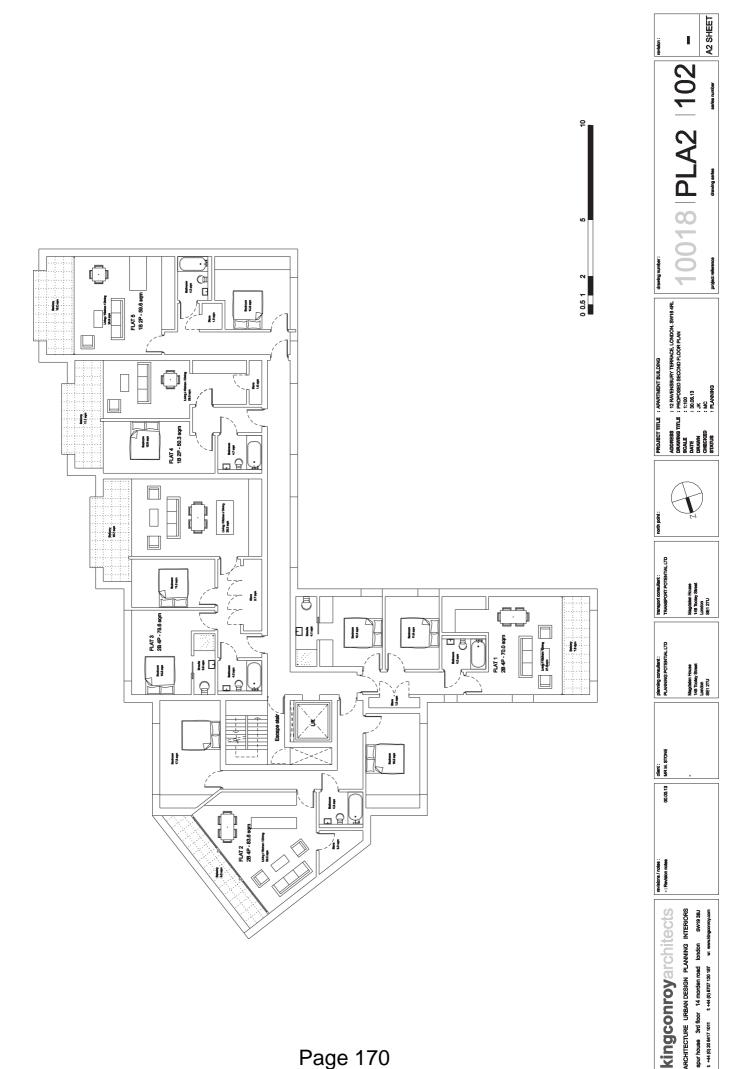
INF.1 Party Wall Act

INF.8 Construction of Vehicular Access

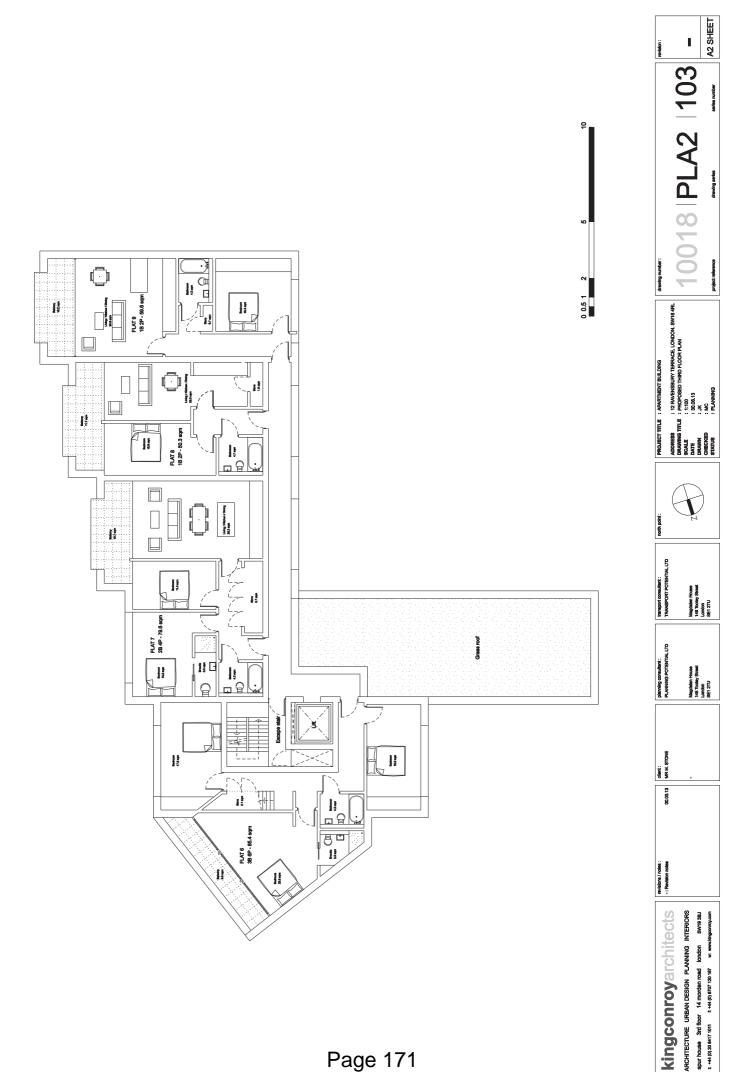
INF.12 Works Affecting the Public Highway



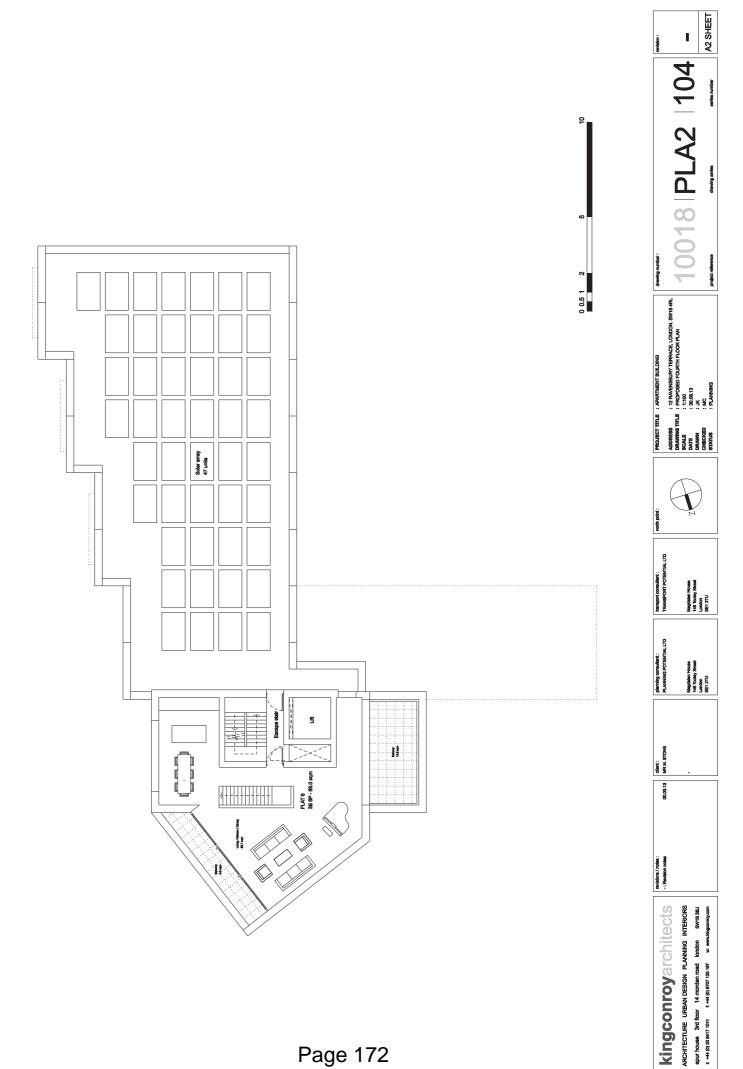




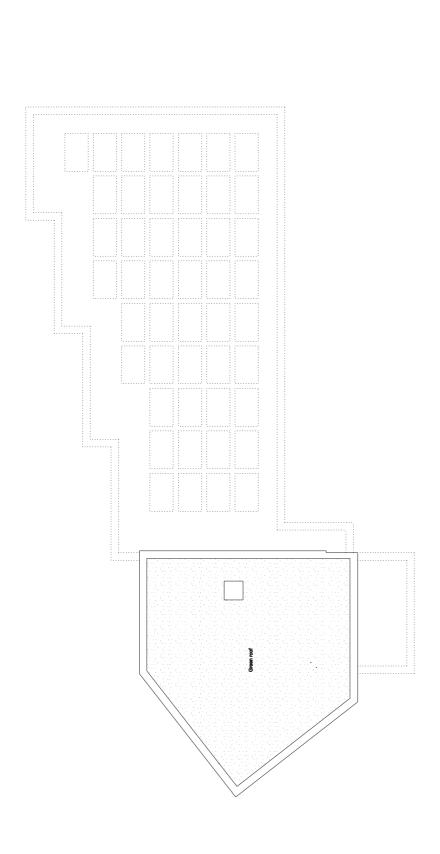
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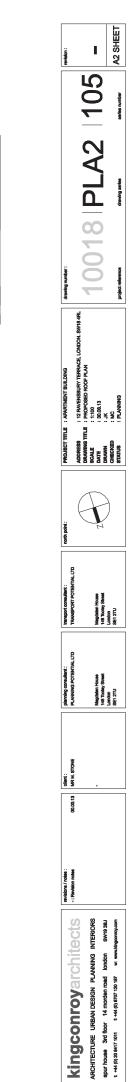


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