| Agenda Item | 6.5 |
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| Report No | PLS-33-22 |

## HIGHLAND COUNCIL

| Committee: | South Planning Applications Committee |
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| Date: | 28 April 2022 |
| Report Title: | $21 / 00769 / F U L: ~ B r i a n ~ R i z z a ~$ |
|  | Blairlomond, 11 Drummond Crescent, Inverness IV2 4QW |
| Report By: | Area Planning Manager - South |

Reason referred to Committee: Area Planning Manager's discretion
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.

## Recommendation

Members are asked to agree the recommendation to REFUSE the application as set out in section 11 of the report.

## 1. PROPOSED DEVELOPMENT

1.1 This proposal is for an extension to the existing single-storey garage-block that sits to the rear/north-east of the villa known as Blairlomond.
1.2 Pre-Application Consultation: None; note the previously withdrawn 20/03470/FUL.
1.3 Supporting Information: site photos, original deed plan.
1.4 Variations: Infill fence removed from proposal, amended drawing received 05.11.2021.

## 2. SITE DESCRIPTION

2.1 Blairlomond is a large B-listed villa which sits within extensive mature garden grounds, roughly triangular in shape; this is bounded to the west by Drummond Crescent, to the east by Merlewood Road, and backs onto the properties in Drummond Circus to the north. The existing garage-block sits to the rear/north-east of the villa, close to the boundary with the rear gardens of 22 and 24 Drummond Circus (note that No. 24 is often mapped as No.23).
2.2 The site and adjacent houses are all within Inverness Riverside Conservation Area.
2.3 Blairlomond is mostly screened from outward visibility by the many mature trees in the garden. The existing garage-block is however visible from within Drummond Circus, as it sits adjacent to the northern boundary and is on an elevated groundlevel.
2.4 The existing garage building is (approximately) 15.35 m wide by 7 m deep, $2.6 / 3.3 \mathrm{~m}$ to eaves/ridge. The roof has a natural slate finish, with stonework to the frontage and terracotta-pink coloured render to sides and off-white render to rear. The frontage houses three garage doors (yellow) with a central-bay gabled-frontage.
2.5 The boundary between the application site and 24 Drummond Circus is currently a matter of contention, with the submitted plans being disputed for their accuracy by No.s 22 and 24. This boundary has previously been the subject of a high hedge dispute; see 3.3 and 8.12.
3. PLANNING HISTORY
$3.1 \quad 27.03 .2001$
00/01070/FULIN Garage outbuilding
04.12.2018

HHA-270-7 High Hedges (Scotland) Act Appeal [Highland Council High Hedge Notice $17 / 00007 / \mathrm{HH}]$

20/03469/LBC and 20/03470/FUL Extension of garage

Applications Withdrawn
3.5 The withdrawn scheme noted in 3.3 was for an extension 16 m wide, almost the fullwidth of the garden boundary to No. 24 Drummond Circus; these applications were recommended for refusal, prior to their withdrawal. This application, and its associated 21/00770/LBC, are for a garage extension half the width of the previous (8m).

## 4. PUBLIC PARTICIPATION

4.1 Advertised: Affecting Conservation Area

Date Advertised: 05.03.2021
Representation deadline: 26.03.2021
Timeous representations: 15 Householder
Late representations: 1 Householder
4.2 Material considerations raised are summarised as follows:
a) impact on the residential amenity of No. 24 Drummond Circus
b) extension is too close to the boundary with No. 24 , oppressive
c) proposal is too large for the site, for a residential area, and is higher than the houses in Drummond Circus
d) proposal will incur structural instability on the raised ground at the boundary
e) proposal will adversely affect the root area of the adjacent mature trees
f) proposal in inappropriate for the Conservation Area
g) adverse impact upon the setting of Listed Building
h) rainwater run-off from the proposal's roof
i) High-Hedge Act appeal result stated a level of $2 m$ height was acceptable, which the proposal exceeds; the re-instated $2 m$ high fence is adequate for the applicant's privacy
j) alternative sites are available within the wider garden
k) impact on wildlife
I) lack of maintenance access
m) unjustified need for development
n) question over the exact boundary line, potential for maintenance access
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.

## 5. CONSULTATIONS

5.1 Lochardil and Drummond Community Council "strongly objects to the erection of the garage extension. The applicant has revised the length of the garage extension applied for last year (20/03470/FUL), but the substantial issue, which is that a building is not appropriate for this location, has not changed. We remain concerned that the Court of Session's decision (re. the High Hedge Notice, see 3.2), which ordered the applicants to cut the previous boundary hedge to a height of 2 metres is not being respected and that this could set a precedent. The court's decision should be a material consideration in this planning application. Further, we have been made aware that a three-metre-high fence has been recently erected between the applicant's property and the adjacent property ( 24 Drummond Circus) without planning permission. The Community Council, objects on the following grounds (1-5):

1. Contrary to Justice: We are aware that the applicant's property sits higher than the properties behind and below it. The applicant seeks to build a garage extension in an area of ground that was previously occupied by a high hedge. The high hedge was the subject of a legal dispute. The high hedge created a situation where a neighbour's property was in eternal shadow and as such, they were not able to enjoy natural light. The applicant in this instance, Mr Rizza, was served a High Hedge Notice and was ordered to cut the aforementioned high hedge down to 2 metres. Mr Rizza appealed to the Scottish Ministers. On appeal the Highland Council's notice was confirmed by the appointed Reporter. The Reporter concluded "I find the high hedge to be a barrier to light reducing the reasonable enjoyment of the house at 24 Drummond Circus and impacting on both the windows of habitable rooms and the garden to the rear of the house. A reduction in the height of the hedge would not significantly alter the privacy or outlook of the hedge owner and I therefore find the high hedge notice, subject to my variations, to be proportionate and reasonable". Mr Rizza sought Judicial Review, on a point of law, from the Court of Session. In its decision, the Court of Session refused the application. This had the effect that the hedge required to be cut down to a height of 2 metres. This decision ensured that the residents, at 24 Drummond Circus, could enjoy their property and natural light. It would be contrary to that decision, which was issued in February 2020, if a permanent structure, taller than 2 metres, were to be built along the same boundary wall that the hedge previously occupied. It would be contrary to justice if an application were granted which allowed the building of a permanent structure, along the boundary wall, where that structure were higher than 2 metres in height.
2. Riverside Conservation Area: The extension is of a significant scale (about 8 metres long and 5 metres high). The building is out of proportion with the neighbouring properties. As the land is about a metre higher, it will look out of proportion with the rest of the cul-de-sac and detract from the qualities part of the Riverside Conservation Area where the shape of plots and boundaries contribute to the character of the neighbourhood (see annex).
3. Encroachment on Neighbouring Properties: The proposed garage extension will significantly encroach on three properties (22, 24 and 26), in particular 24 Drummond Circus. As the extension is due south, it will block the sunlight and cast a shade on the properties and gardens of the properties causing significant
negative impact. We understand that the height of the garage extension will be over 12 ft high on the neighbours' side and with a 45 degree pitched roof on top, considering the proposed extension is only 20 ft away from the adjacent property building, it will have an unacceptable detrimental impact.
4. Viable alternatives available: Considering Mr Rizza has an extensive plot, up to 2.5 acres up to Merlewood Road, there is sufficient opportunity, and a strong argument, for a log store and open garage to be located somewhere in the property - where it doesn't encroach on neighbours' sunlight. There is no necessity for it to be located in a site that is so close to the neighbouring plots.
5. Questions over the location and impact on neighbouring properties: The Community Council notes the building is proposed in close proximity to the neighbouring boundary with no clear indication of its exact location, nor if sufficient space is allowed for the maintenance of the garage building and no clarity whether the adjacent property ground is sufficiently protected. The plans submitted in support of the application do not clearly show the proposed height of proposed building, nor the scale compared to adjacent buildings/properties. These are all issues of serious concern and sufficient reason for not allowing the application to be granted.
We therefore conclude there are strong grounds for the rejection of this development."
"ANNEX - Inverness (Riverside) Conservation Area: The site is part of the Inverness (Riverside) Conservation Area, designated by Highland Council to ensure that development is not detrimental and enhances the character of the area. It is important to note that: The Riverside Conservation Area is defined by the quality of the Victorian development in its landscape and riverside setting. The Inverness Conservation Area Character Appraisal (2004) summary and appendices state: "Victorian Riverside and Victorian suburbs (Drummond) - these areas are defined by the quality of the Victorian development in its landscape and riverside setting. It is considered that the key strategy in these areas is one of control. This should involve attention to historic detail by ensuring strict policies to prevent inappropriate and in particular to curb inappropriate infill to or development within gardens." The area is characterised by the low density of development, with the large plots containing a large number of mature trees, and the backdrop of the wooded escarpment adding to the 'leafy suburb' character of the area. The plots are often bounded by low walls, or hedges or a combination of wall, fence and hedge/shrub division, giving, in many cases, a high degree of seclusion to the buildings."

## 6. DEVELOPMENT PLAN POLICY

The following policies are relevant to the assessment of the application

### 6.1 Highland Wide Local Development Plan 2012

28 - Sustainable Design
29 - Design Quality \& Place-making
34 - Settlement Development Areas
51 - Trees and Development
57 - Natural, Built \& Cultural Heritage

## 58 - Protected Species

### 6.2 Inner Moray Firth Local Development Plan 2015

No site-specific policies, refer to HWLDP

### 6.3 Highland Council Supplementary Planning Policy Guidance

House Extensions and Other Residential Alterations (May 2015)

## 7. OTHER MATERIAL POLICY CONSIDERATIONS

7.1 Inner Moray Firth 2 Proposed Local Development Plan

No specific policies apply.

### 7.2 Scottish Government Planning Policy and Guidance

Scottish Planning Policy (The Scottish Government, June 2014)
Historic Environment Policy for Scotland (HEPS) May 2019
Historic Environment Circular 1 (June 2016)
Historic Environment Scotland - Managing Change in the Historic Environment Guidance Note Series
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 Section 64 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997 states that, the Planning Authority has to pay special attention to the desirability of preserving or enhancing the character or appearance of the Conservation Area.

## Determining Issues

8.3 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.

## Planning Considerations

8.4 The key considerations in this case are:
a) compliance with the development plan and other planning policy
b) siting, design and scale
c) impact on neighbouring amenity
d) effect on the listed building and character of the conservation area
e) any other material considerations

## Development plan/other planning policy

8.5 The site lies within the Settlement Development Area of Inverness where Highland wide Local Development Plan Policy 34 supports proposals that are compatible with the existing pattern of development and landscape character, conform with existing and approved adjacent land uses and take into consideration their effect on any natural, built and cultural heritage feature without significantly detrimental impacts.
8.6 Policy 28 requires proposals to be assessed on the extent to which they impact on individual and community residential amenity, are compatible with public service provision and are accessible by public transport, cycling and walking as well as car. Policy 28 also supports development proposals which promote and enhance social, economic and environmental wellbeing. Proposals will also be judged in terms of how compatible they are with the existing pattern of development and landscape character, how they conform to existing and approved adjacent land uses and the effect on any natural, built and cultural heritage feature.
8.7 Policy 29 requires new development to be designed to make a positive contribution to the architectural and visual quality of the place in which it is located. Applicants should demonstrate sensitivity and respect towards the local distinctiveness of the landscape, architecture, design and layouts in their submissions.
8.8 Given that the development lies within the grounds of a listed building and within the Inverness Riverside Conservation Area, Policy 57 of the Highland wide Local Development Plan is also relevant. This supports proposals where it can be satisfactorily demonstrated that they will not have an unacceptable impact on the natural environment, amenity and heritage resource. Future developments should take account of the historic environment and that they are of a design and quality to enhance the historic environment bringing both economic and social benefits.
8.9 Subject to the development having no significantly detrimental impact on the character of the area and its historic environment and individual and/or community residential amenity then the proposals would accord with the Development Plan.

## Siting, design and scale

8.10 Representations question the location of the proposed building, particularly when the grounds to Blairlomond House extend to approximately 1ha, making alternative sites readily feasible. It is accepted however that it makes practical sense to extend an existing building and concentrate garaging and storage facilities in the one range, but it may have been possible however to build to the east of or opposite to the existing garage, subject to ground conditions/slopes and mature trees being protected; this would certainly have avoided the resultant conflicts with neighbouring amenity.
8.11 The scale and design of the proposal has been formulated to be consistent with the existing garage building, continuing its form, detailing and materiality. The proposed extension measures 8 m wide by $6.9 / 7.3 \mathrm{~m}$ deep in plan, with
approximately $2.5 / 5.4 \mathrm{~m}$ to eaves/ridge when viewed from within the site, but $3.5 / 6.37 \mathrm{~m}$ to eaves/ridge when viewed from within the garden to No. 24 Drummond Circus. It is notable that the proposed extension eaves/ridge drop approximately $800 / 700 \mathrm{~mm}$ from the existing building, making some effort to reduce bulk and height. Proposed materials are noted as: vertical timber cladding natural finish, natural sandstone walling, wall rendered to match existing, timber door, Grade A roofing-slate with lead ridge and soakers, aluminium rainwater goods, painted timber fascia and soffits to match; as a match to the existing building, these materials would be appropriate.
8.12 The design of the proposal's foundations has also been questioned, with an engineer's report prepared by the owners of No. 24 Drummond Crescent. This notes that the proposal's foundations will need to be at or below the ground-level of No.24's garden, for structural stability. This is accepted and it is noted that it would change the appearance of the proposal, not to mention causing disturbance to the garden and its boundary wall; the effective height of the extended-garage wall onto the garden/boundary will therefore be (at least) 3.5 m , for most of the garden's width, therefore higher than indicated on the proposed elevation.
8.13 While the proposal reflects the design and materiality of the existing garage building, extending it in the same form and details, the impact upon local place and character is considered to fail to make any positive impact; this is due to the elongated form and extended bulk, built at a higher level than surrounding residential development. It is considered that it makes a negative contribution to the architectural and visual quality of the place, due to its extended and incongruous bulk, blank and featureless. Outer visibility of the proposal, easily viewable from within Drummond Circus, is always elevated against a backdrop of mature trees, which to an extent will emphasise its incongruous nature.
8.14 Extending the existing outbuilding, in a 23 m long form, will introduce an alien element to the context of suburban-style housing and villas within mature gardens. As the existing building is on/close-to the boundary with adjacent residential properties in Drummond Circus, the proposed extension is fully exposed to the established pattern of residential development. The landscape character is very much one of houses within verdant gardens and backdrops of mature trees; the scale and nature of the proposal is more commercial/industrial in form and character, which will be incompatible with the context.

## Impact on Neighbouring Amenity

8.15 The impact on neighbouring amenity focusses primarily on the immediately adjacent house, No. 24 Drummond Circus, but should also consider the wider community context. Looking first at the issue of daylight/sunlight within No.24, the regulatory test (under The Council's planning guidance 'House Extensions and Other Residential Alterations', with criteria set by BS8206-2:2008 'Lighting for Buildings; Code for Daylighting') has been applied by the application agent in later submitted drawing-sections. A $25^{\circ}$ line is drawn from the horizontal, at the centre line of any habitable room window, and projected to see if it is interrupted by the proposed development. The agent's sections, on drawing 005 Rev.D, indicate that both room windows on the rear of No. 24 will meet the test by the projected line over-sailing the proposed ridge-level; but only by a small margin. The owners of

No. 24 Drummond Circus commissioned a consultant to assess the implications of the loss of daylight to their house and garden, which is appended to their letter of objection. Having compared the effect on the light in the house and garden of the proposed development, and tested it against British Standard BS8206-2:2008, the report states:
'The daylight and sunlight that could reach the rear windows will just be adequate but will fall below the minimum standards when surrounding Tree Preservation Order trees are taken into account. The sunlight that could reach the garden falls so short of the minimum standards that it cannot be quantified, and the development proposal would in fact prevent any sunlight reaching the centre of the garden between 8 am and 4 pm at any time of the year. This effect is extended by a couple of hours when surrounding Tree Preservation Order trees are taken into account. The fact that the resultant daylight within the house will only just meet the minimum standards is a cause for concern, and this is based upon the accuracy of the submitted drawings. The over-shadowing of the garden is a significant cause for concern, and both of these issues are combined with the over-bearing nature of the proposal onto the property; this over-bearing and oppressive impact is not acceptable within an area of suburban type housing and low-density development.'
8.16 The impact upon individual amenity is considered to be entirely adverse, the proposal being over-bearing and over-shadowing to the house and garden at No. 24 Drummond Circus.
8.17 In the wider community context the impacts upon amenity are expected to be visual, with the new building/roof being visible above/beyond Nos. 22, 24 and 25 Drummond Circus, but this aspect (as noted above) will expose the incongruous form and bulk, adversely affecting the contextual amenity.

## Effect on the listed building and character of the conservation area

8.18 The impact on built heritage is two-fold, on both the setting of the host Listed Building as well as on the wider Conservation Area context; although 'amenity' is also a consideration.
8.19 The proposed extension sits (approximately 11 m ) to the NE of the original Listed Building, to its rear-side and with some tree-screening the impact on the setting can mainly be fully viewed from within Blairlomond's garden area, and whether from the driveway approach or rear garden points, the impact on the setting is significant. The slate roofing and stone walling introduce natural materials which help the building to blend-in with its garden setting, but the scale of the enlarged building remains excessive and incongruous to the heritage context.
8.20 The impact on the wider Conservation Area can easily be viewed from within Drummond Circus. Here the existing garage's slate roof is visible beyond the bungalow gardens against the backdrop of mature trees. The extended building would be viewed similarly, but considerably increasing the adverse visual impact upon the character of the conservation area.
8.21 The impact upon amenity is also two-fold, directly upon the neighbouring residents of No. 24 Drummond Circus, but also the wider amenity of people's enjoyment and appreciation of the Conservation Area; both of these aspects are considered to be
adversely affected by the proposal. Overall, the proposal is not considered to meet the requirements of the statutory test of s64 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997 as it has not demonstrated that is does pay special attention to the desirability of preserving or enhancing the character or appearance of the Inverness Riverside Conservation Area.

## Other material considerations

Natural heritage must also be considered with respect to adjacent mature trees on the site, which some objectors have noted as problematic with potential disturbance to root-zones; this is accepted as an issue which would require further investigation.
8.23 The previous issue of High Hedge Act appeal/enforcement is a consideration for this proposal, where the DPEA Reporter considered that any hedge taller than 2 m was problematic for the amenity of No. 24 Drummond Circus; the height of the proposed garage-extension will significantly exceed this height above No.24's garden-level. The daylight/sunlight assessment has found the proposed building to be barely within regulations, relative to amenity within the house. This assessment does not however apply the same regulatory standards to the garden area (which will be over-shadowed) or assess the over-bearing nature of the proposal. The high-hedge issue took many years to resolve, with considerable resistance from the owner of Blairlomond. There is concern that this proposal is in many ways reverting to the previous condition of an over-bearing and over-shadowing boundary condition, which is unjustifiable.
8.24 The applicant has erected a timber fence onto the boundary with No. 24 Drummond Circus, which varies in height from 2.84 m adjacent the existing garage to 2.42 m at the western corner; this may actually be on the property of No.24, depending on where the actual boundary line is located. The erection of a rear/side boundary fence over 2 m in height in this location, without planning permission, is contrary to legislation. While significantly lower than the proposed extension, this new fence does however indicate how overbearing and obtrusive the proposal extension will be to the neighbouring amenity. It was expected that the fence would be included within this planning application in order that it be brought into planning control but it has been omitted from the proposal drawing 005 Rev.D, so it is no longer clear what the applicant's actual intentions are. This is likely to result in further action.

## Non-material considerations

8.25 The issue of the applicant seeking 'revenge/retribution' for the high-hedge issue, as noted by a number of representations, is not a material planning consideration that can be legitimately considered within this assessment.

Developer Contributions
None

## 9. CONCLUSION

9.1 Taking all issues into account, the proposal is considered unacceptable in terms of its design and the impacts that it would have upon surrounding amenity and the heritage resource.
9.2 The scale and form of the proposal is considered to be excessive and incongruous to the context in which it sits. The most significant impact on individual amenity relates directly to No. 24 Drummond Circus, where two separate assessments have found the level of daylight/sunlight reaching the house to be barely within acceptable limits with the amount of sunlight reaching the garden significantly diminished. The over-bearing and oppressive nature of the proposal is considered to significantly and adversely impact upon the amenity of No. 24 Drummond Circus.
9.3 The proposal is not considered to meet the requirements of the statutory test of s64 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997 as it has not demonstrated that is does pay special attention to the desirability of preserving or enhancing the character or appearance of the Inverness Riverside Conservation Area. Accordingly, the impacts on the setting of the Listed Building, and wider character of the Inverness Riverside Conservation Area, are also considered to be adverse.
9.4 The submitted plans have not been verified as accurate, with regard to the accurate boundary-line and actual height of the proposed building from the lower ground-level.
9.5 All relevant matters have been taken into account when appraising this application. It is considered that the proposal does not accord with the principles and policies contained within the Development Plan and is unacceptable in terms of applicable material considerations.

## 10. IMPLICATIONS

10.1 Resource: Not applicable
10.2 Legal: Not applicable
10.3 Community (Equality, Poverty and Rural): Not applicable
10.4 Climate Change/Carbon Clever: Not applicable
10.5 Risk: Not applicable
10.6 Gaelic: Not applicable

## 11. RECOMMENDATION

Action required before decision issued N
Notification to Scottish Ministers N

Revocation of previous permission N

Subject to the above, it is recommended that planning permission be REFUSED, for the reasons set out below.

## Reasons for Refusal

1. The proposals'

- inappropriate scale, siting and design, being an extension to and using the same aesthetic as, an existing building, and resulting in a garage over 23 m long within an established residential area in the Inverness Riverside Conservation Area, will have a considerable impact upon the wider local character, being over-bearing, oppressive to, and over-shadowing of, the house and garden at No. 24 Drummond Circus, which sits within an area characterised by lowdensity housing development;
- impact upon local place and character is considered to fail to make any positive impact; this is due to the elongated form and extended bulk, built at a higher level than surrounding residential development;
- makes a negative contribution to the architectural and visual quality of the place, due to its extended and incongruous bulk, in a monolithic form;
- outer visibility, easily viewable from within Drummond Circus, is always elevated against a backdrop of mature trees, which to an extent will emphasise its incongruous nature;
- extended 23 m long form will introduce an alien element to the context of suburban-style housing and villas within mature gardens;
- scale and nature is more commercial/industrial in form and character, which will be incompatible within its Inverness Riverside Conservation Area context;
- impact on the setting of the Category B Listed Building by the enlarged building is significant and remains excessive and incongruous to the heritage context;
- would have a considerable and adverse visual impact upon the character and amenity of the Inverness Riverside Conservation Area, as it would impact directly on the neighbouring residents of No. 24 Drummond Circus; and also on the wider contextual amenity of people's enjoyment and appreciation of the Inverness Riverside Conservation Area; above/beyond No.s 22, 24 and 25 Drummond Circus, as a result of its incongruous form and bulk;
- The submitted plans do not accurately show the full scale/impact of the proposal as viewed from the neighbouring property, to which there is also a disputed boundary/development line.
and therefore does not accord with Policies 28 - Sustainable Design, 29 Design Quality \& Place-making, 34 - Settlement Development Areas and 57 - Natural, Built \& Cultural Heritage of the Highland-wide Local Development

Plan, 2012.
Signature: David Mudie
Designation: Area Planning Manager - South

Author: Norman Brockie
Background Papers: Documents referred to in report and in case file.
Relevant Plans: Plan 1 - 2020 063-000 Location Plan
Plan 2 - 2020 063-001 Plan \& Elevations Existing
Plan 3 - 2020 063-005 Rev D Plan \& Elevations Proposed
Plan 4 - NH 665435 Title Plan

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## Site

1:500

North
Location
1:2000


Mr Brian Rizza
Erection of garage/carport @ 11 Drummond Crescent, Inverness

## Site \& Location Plan

| Drawn by | MB |
| :---: | :---: |
| Scale | As indicated |
| 2020 063-000 |  |





