

PLANNING COMMITTEE – 5 FEBRUARY 2019

Application No:	15/00785/LBC	
Proposal:	Listed Building Consent for a development comprising 64 residential units (Use Class C3) and community building (Use Class D1) through the conversion of a Grade II Listed Farm Complex "Bulcote Steading" and associated enabling residential development, with associated parking and landscaping. To be read in conjunction with application ref: 17/02325/FULM	
Location:	Bulcote Farm Old Main Road Bulcote Nottinghamshire	
Applicant:	Mr John Tootle Northern Trust Company Ltd	
Registered:	11th May 2015	Target Date: 10th August 2015
Extension of time agreed in principle		

This application has been referred to Planning Committee by the Business Manager for Growth and Regeneration given that it relates to applications ref. 15/00784/FULM and 17/02325/FULM which form comprehensive enabling development to facilitate the Listed Building works proposed in this application and which are before Members.

The Site

The application relates to circa 2.7hectares of land on the south eastern edge of Bulcote Village comprising the site of Bulcote Steading, a model farm building constructed in 1904 which is Grade II Listed and the site of associated former outbuildings (demolished in the 1960s) used for housing animals and storage purposes. There remain some associated barns/outbuildings in situ. Although predominantly redundant there are still some small areas being rented out for stabling and storage.

To the north of the site there is ribbon development comprising Corporation Cottages, a terrace of Grade II Listed residential properties. Beyond these is a further Grade II Listed Building, Bulcote Crossing Cottage.

Field House a Grade II Listed Building lies to the south.

Relevant Planning History

15/00784/FULM – A Full Planning Application has been submitted in conjunction with this Listed Building Consent application which seeks permission for a development comprising 64 residential units (Use Class C3) and community building (Use Class D1) through the conversion of a Grade II Listed Farm Complex "Bulcote Steading" and associated enabling residential development, with associated parking and landscaping. This application is also before Members at this Committee.

17/02325/FULM – A full planning application has also been submitted in December 2017 in

conjunction with this application seeking permission for an additional development comprising 16 residential units (Use Class C3). This application is also before Members at this Committee.

The Proposal

Listed Building Consent is sought by this application for the:-

The restoration of the Grade II Listed Model Farm Building to facilitate the conversion to provide 24 dwellings comprising:-

- 1 no. 1 bed
- 8 no. 2 beds;
- 14 no. 3 beds;
- 1 no. 4 bed; and

- the provision of a new community unit of circa 95 sqm within the retained dairy on the south eastern side of the building.

- Circa. 1168 sqm of shared amenity space is proposed within the courtyard.

- Provision of circa 160 parking spaces (within the quadrangle, private driveways and parking courts).

The proposal would involve the demolition of several later modern 20th Century buildings which include an open barn a grain drying barn a modern portal framed building attached to the end of the original brick built grain farm forming part of the main farm building and a machinery barn.

The proposed conversion works comprise

- Internal sub division of buildings to form internal rooms
- New/repaired staircases
- Some infill of existing door and window openings
- Minimal new openings
- Repair/replacement of windows and secondary glazing
- Repair to existing external and internal walls (including glazed brick walls in community building)
- Repairs and reroofing of existing roof tiles (new tiles to match)
- Roofing over an existing roof light
- Repairs to or new internal fixtures and fittings
- Retention of architectural elements including winches, pulleys, belt drive system, trap doors and external light.

The following documents have been deposited in support of this application:-

Bulcote Conservation Deficit – received 19.09.18

Revised Heritage Statement – received 05.01.18

Statement of Community Involvement (and appendices) - received 12.05.15.

A raft of drawings have been deposited with the application for both the proposed conversion works and enabling development:

Proposed community building (04) 001 Rev C

House Type 5 (04)005 Rev B

House Type 2 (04)002 Rev C

House Type 4 (04)004 Rev C

House Type 7 (04)007 Rev B

House Type 9 (04)011 Rev B

House Type 20 (04)022 Rev B

House Type 21 (04)023 Rev B

House Type 22 (04)024 Rev B

House Type 14 (04)016 Rev B

House Type 6 (04)006B Rev B

House Type 8A (04)008 Rev B

House Type 8B (04)009 Rev B

House Type 8C (04)010 Rev B

House Type 10 (04)012 Rev B

House Type 11 (04)013 Rev B

House Type 12 (04)014 Rev B

House Type 13 (04)015 Rev B

House Type 16 (04)018 Rev B

House Type 15 (04) 017 Rev B

House Type 17 (04)019 Rev B

House Type 18 (04)020 Rev B

House Type 19 (04)021Rev B

Typical House Types Services Strategy (04)050 Rev A

Retained Stable Units (04) 003 Rev C

Ref G and Ref J Proposed Elevations Rev B

Ref K Proposed Elevations (02)042 Rev B

Ref K and J Proposed Elevations (02)043 Rev B

Ref J and Ref K Proposed Elevations (02)044 Rev B

Ref A and Ref B Proposed Elevations (02)046 Rev B

Ref L Proposed Elevations (02)047 Rev B

Ref I Proposed Elevations Rev B

Ref E and Ref F Proposed Elevations (02)049 Rev B

Ref D Proposed Elevations (02)050 Rev B

Typical Conversion Methodology Stable Range Unit 9 (02) 055 Rev #

Typical Conversion Methodology Stable Range Unit 16 (02) 056 Rev #

Proposed Drainage Strategy (02) 100 Rev A

Proposed services Strategy (02)0101 Rev A

Proposed site layout (02) 003 Rev E

Conversion Properties Proposed Ground Floor Layout 02(009) Rev D

Conversion Properties Proposed First Floor Layout 02(010) Rev D

Site Elevations and Sections Proposed Layout (02) 016 Rev B

Site Elevations and Sections Proposed (02) 017 Rev B

Departure/Public Advertisement Procedure

Occupiers of 65 properties have been individually notified by letter. Site notices have also been displayed near to the site and notices posted in the press.

Planning Policy Framework

The Development Plan

The Courts have accepted that Section 54A of the Town and Country Planning Act 1990 does not apply to decisions on applications for Listed Building Consents, since in those cases there is no statutory requirement to have regard to the provisions of the development plan. However, Local Planning Authorities are required to be mindful of their duty under the legal framework in determining such matters, i.e. Section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 and take into account the following other material considerations:

- *National Planning Policy Framework (NPPF) Adopted March 2018*
- *Planning Practice Guidance (PPG) - on line resource*
- *Historic England's Good Practice Advice Note 2 and 3 – Managing Significance in Decision Taking in the Historic Environment and The Setting of Heritage Assets*
- *Historic England Advice Note 2 – Making Changes to Heritage Assets*
- *Historic England Advice "Stopping the Rot"*

Consultations

All comments received during consultation have been appended in full within the Heritage section at Appendix 1 Bulcote Farm Applications attached to Agenda Item 16.

Representations have been received from local residents/interested parties which are summarised within the heritage sections of comments received attached as Appendix 2 Bulcote Farm Applications attached to Agenda Item 16.

Appraisal

Principle of Development

The significance of the affected heritage assets namely the Grade II Listed Model Farm and the Conservation Area are detailed within the Conservation Officer comments contained within Appendix 1.

Section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990 (the 'Act') requires the Local Planning Authority (LPA) to pay special regard to the desirability of preserving listed buildings, their setting and any architectural features that they possess. In this context, the

objective of preservation is to cause no harm, and is a matter of paramount concern in the planning process.

The Courts have accepted that Section 54A of the Town and Country Planning Act 1990 does not apply to decisions on applications for Listed Building Consents since in those cases there is no statutory requirement to have regard to the provisions of the development plan. However, LPAs are required to be mindful of other material planning considerations in determining such matters, such as the National Planning Policy Framework (NPPF - revised July 2018), PPG as well as the legal framework set out in the previous paragraph.

I note that the internal Conservation Officers comments make reference to the now superseded NPPF (2012). However the commentary in Section 16 of revised NPPF (2018) does not significantly differ to the superseded text and the revised document does not alter the following assessment. It is noted that Section 16 (Conserving and enhancing the historic environment) does refer to more recent case law in stressing that harm is harm irrespective of whether it is less than substantial or not, however the application is assessed on the basis and in the knowledge of this case law in any case.

The importance of considering the impact of new development on the significance of designated heritage assets is expressed in section 16 of the NPPF (2018). Paragraph 193 advises that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation, for example. Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. In determining applications, local planning authorities should take account of: a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation; b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and c) the desirability of new development making a positive contribution to local character and distinctiveness. LPAs should also look for opportunities to better reveal the significance of conservation areas when considering new development (paragraph 200).

The setting of heritage assets is defined in the Glossary of the NPPF which advises that setting is the surroundings in which an asset is experienced. Paragraph 13 of the Conservation section within the Planning Practice Guidance (PPG) advises that a thorough assessment of the impact on setting needs to take into account, and be proportionate to, the significance of the heritage asset under consideration and the degree to which proposed changes enhance or detract from that significance and the ability to appreciate it.

Additional advice on considering development within the historic environment is contained within the Historic England Good Practice Advice Notes (notably GPA2 and GPA3).

The LBC decision process should determine what impact the proposed works have on the special interest of the listed building as outlined in the Conservation Officers comments.

Bulcote Farm was designated Grade II Listed in 2005. Its significance relates to its architectural interest and its social history as defined within the Listing which is detailed below together with its rural setting and relationship to adjacent Listed Buildings.

Bulcote Farm comprises a series of farm buildings dated 1902 which are laid out in a quadrangular plan designed by the Nottingham City Engineer Arthur Brown and identified by red brick with blue brick bands and sill bands plus ashlar dressings. There are plain tile roofs with various ridge stacks.

Fenestration includes metal framed windows with central opening casements and segmental headed windows throughout.

The main buildings include fire-proofed brick arched floor construction throughout with concrete floors.

Both the north-west and north-east ranges have two storeys.

The north-east stable range has recessed centre with 20 bays divided by pilaster strips. Every fourth bay has a tall glazing bar window with a smaller window above, and every intermediary bay has a single smaller window above.

The projecting block with three windows to the left has large glazing bar windows with smaller window above. The five window projecting block to right has five large glazing bar windows with a central taking-in door with a single smaller window to left and two to right.

To south is a set of ornate iron gates with gabled iron gatepiers linking to the single storey office building. This building has two tall brick chimneystacks, a metal roof ventilator and plate-glass sash windows throughout.

The street front has a double and two single sashes.

The gabled south-east facade has two pairs of sashes and a door to left gable and a large triple sash to right gable.

The main courtyard front has octagonal corner bay window topped with an iron weather vane. To left a door flanked by single sashes and beyond a pair of sashes.

In front of this façade is a 15 ton weighbridge made by W & T Avery Ltd, London & Birmingham.

South east stable range has two storeys with a single dairy range to right. The stable range has 12 bays with alternating doors and windows from left, above a taking-in door and three small columns.

The dairy to right has deeply overhanging roof supported on circular cast-iron columns. Seven bays, from left a glazing bar sash then a doorway, two further sashes, another double door and another two sashes beyond.

There are two single storey ten bay pig stye ranges to south-west with slate roofs. Both main fronts have ten small glazing bar windows and ten roof-lights. The rear facades have ten small segment arched doorways.

The gable ends have irregular rooflines with single doorways which lead into corridors serving the individual styes and which have narrow gauge railway-lines for feeding trucks. Both these ranges have similar facades to the inner courtyard.

The north-west storage range has 20 bays with 13 large glazing bar windows which alternate irregularly with three cart entrances and a broad entrance to the inner courtyard. Beyond to the right a later C20 extension which is not of special interest. To north-west two specialist single storey buildings with large glazing bar windows with segmental heads.

Shortly after the mid-1960s, much of the animal husbandry structures on the site were demolished, including cow sheds, calf pens and piggeries. A new dairy farm was erected on the other side of the road in 1987. Operations on the site have been scaled back since then, and the site effectively became redundant in 2013 although some of the buildings have remained in storage use.

Bulcote Farm is an important example of an industrial farmyard constructed specifically by Nottingham City Corporation in order to assist with the disposal of the solid waste produced by their new sewage works at Stoke Bardolph - surveys of the land at Stoke Bardolph identified it as a suitable area with good drainage, where the sewage could be disposed of by means of spreading it on farm land and letting it seep through into the soil. The area covered by the farmland increased in subsequent years subsequently extended into the neighbouring parish of Bulcote after the Corporation of Nottingham purchased 650 acres of land. Bulcote Farm consequently became fully operational in 1904.

The former farmstead also has group association with the farm manager's house to the south and the 6 semi-detached labourer houses known as Corporation Cottages which are all Grade II listed, and were, according to the listings, also designed by Brown, 1902.

The site and its buildings form an important grouping within the Conservation Area as noted within the Bulcote Conservation Area Appraisal (2001) which identifies Bulcote Farm as being a unique example of municipal agricultural design being an extensive complex of turn of the century model farm buildings.

Turning to the proposed renovation and conversion works to the Listed Building, following detailed discussion and negotiation with the internal Conservation Officer a revised scheme has been submitted in relation to the proposed conversion works. The repair schedule largely includes:

- Internal sub division of buildings to form internal rooms
- New/repaired staircases
- Some infill of existing door and window openings
- Minimal new openings
- Repair/replacement of windows and secondary glazing
- Repair to existing external and internal walls (including glazed brick walls in community building)
- Repairs and reroofing of existing roof tiles (new tiles to match)
- Roofing over an existing roof light
- Repairs to or new internal fixtures and fittings
- Retention of architectural elements including winches, pulleys, belt drive system, trap doors and external light

The proposals have been assessed by a number of heritage bodies including Historic England.

The Council's Conservation Officer now raises no objection to the significantly revised scheme of conversion works. It is accepted that the most significant internal intervention would be the

introduction of the new staircases. However new internal walls have been kept to the minimum and have been positioned on existing structural lines. Intervention has been kept to a minimum and has been clearly justified, there are minimum new external openings and accretions and the previously proposed new roof lights have been removed from the scheme. The replacement or alteration to existing concrete floors to enable flood resilience is considered acceptable.

Minimal alterations to the fabric of the building are proposed. The roofs are to be repaired or re-roofed with existing salvageable slate coverings where ever possible and any new slates will be sourced to match existing. Bearing this in mind I would concur with the internal conservation officer's opinion that the proposed works would not significantly affect the industrial of the heritage character of the buildings or their setting.

It is acknowledged that the car parking within the courtyard will significantly impact on the setting of the listed farm complex. However being mindful of the existing extent of hardstanding and the industrial character of the site this is not considered to be so fundamentally harmful, particularly as landscaping is proposed to the central area. Officers are satisfied that this will preserve the stack yard setting of the listed building range.

The comments of Historic England are noted with regards to the proposed renovation and conversion scheme. They consider that notwithstanding the revised proposal, which it is accepted has made some changes and subsequent improvements to the internal layout and which would work with existing historical structural components, the proposed works are still considered to be harmful to the significance of the designated heritage asset. Historic England has however recommended that it is for the LPA to be satisfied that it has sufficient information to satisfy that the proposal meets the tests within the NPPF -if the LPA is minded to approve then robust conditions should be imposed to cover all areas of external and internal works to meet good conservation practice. It should be noted that the applicant has made a concerted effort to contact and engage with Historic England in discussions with regard to this matter. However further advice from Historic England has not been forthcoming.

Although Historic England continue to have concerns about the overall scheme, following discussions the Council's Conservation Officer is satisfied that Historic England have not fundamentally objected, particularly given their recommendation that it is for the LPA to be satisfied that the proposal meets the tests set out within the NPPF. In their earlier comments, they had raised concerns about the enabling development and the conversion. Notwithstanding concerns about the quantum of enabling, the applicant has sought to address concerns about the conversion works in the revised plans, notably to the dairy range and in the general conservation strategy to preserve architectural details and reduce intervention. Retention of the single storey piggery was also a significant revision in these earlier discussions. On balance, it is considered that that the current conversion proposals are acceptable and do address the comments raised initially by Historic England who have subsequently raised no specific concerns about the proposed conversion.

Taking the above into account and the latest comments from Historic England, officers are satisfied that in considering the proposed scheme appropriate weight has been given to the significance of the heritage asset and that the applicant has a) demonstrated that no alternative viable uses have been found through the marketing of the site and b) that there is no available funding which would enable the conservation of the buildings.

Furthermore officers are satisfied that the application has been accompanied by sufficiently detailed plans and supporting information (including financial information) to allow a thorough and robust assessment of the proposed scheme in terms of the proposed renovation works. I would concur with the internal Conservation Officer that the repair schedule which proposes repair and renovation as far as practicable, follows good conservation practice, and is a well-considered and positive conservation approach to the development which would sustain the special heritage interest of this important Listed Building complex, securing its long terms retention and its contribution to the heritage setting of the site without causing any significant harm to the asset or its setting.

Conclusion

It is therefore concluded that the proposal will preserve the special interest of the listed building and no harm would be caused to the setting of nearby listed buildings. The proposed works therefore accord with section 16 of the Act. The proposal also complies with heritage advice contained within Section 16 of the NPPF and the PPG as well as other relevant guidance produced by Historic England.

Taking this into account it is considered that there is no reason to withhold consent in this instance.

RECOMMENDATION

Grant Listed Building Consent subject to the conditions set out below:

Conditions

01

The works hereby permitted shall begin within a period of three years from the date of this consent.

Reason: To comply with the requirements of Section 51 of the Planning and Compulsory Purchase Act 2004.

02

The works hereby permitted shall not be carried out except in complete accordance with the following approved plans, reference:-

Proposed community building (04) 001 Rev C

House Type 5 (04)005 Rev B

House Type 2 (04)002 Rev C

House Type 4 (04)004 Rev C

House Type 7 (04)007 Rev B

House Type 9 (04)011 Rev B

House Type 20 (04)022 Rev B

House Type 21 (04)023 Rev B

House Type 22 (04)024 Rev B

House Type 14 (04)016 Rev B

House Type 6 (04)006B Rev B
House Type 8A (04)008 Rev B

House Type 8B (04)009 Rev B
House Type 8C (04)010 Rev B
House Type 10 (04)012 Rev B
House Type 11 (04)013 Rev B
House Type 12 (04)014 Rev B
House Type 13 (04)015 Rev B
House Type 16 (04)018 Rev B
House Type 15 (04) 017 Rev B
House Type 17 (04)019 Rev B
House Type 18 (04)020 Rev B
House Type 19 (04)021Rev B
Typical House Types Services Strategy (04)050 Rev A
Retained Stable Units (04) 003 Rev C

Ref G and Ref J Proposed Elevations Rev B
Ref K Proposed Elevations (02)042 Rev B
Ref K and J Proposed Elevations (02)043 Rev B
Ref J and Ref K Proposed Elevations (02)044 Rev B
Ref A and Ref B Proposed Elevations (02)046 Rev B
Ref L Proposed Elevations (02)047 Rev B
Ref I Proposed Elevations Rev B
Ref E and Ref F Proposed Elevations (02)049 Rev B
Ref D Proposed Elevations (02)050 Rev B
Typical Conversion Methodology Stable Range Unit 9 (02) 055 Rev #
Typical Conversion Methodology Stable Range Unit 16 (02) 056 Rev #

Proposed Drainage Strategy (02) 100 Rev A
Proposed services Strategy (02)0101 Rev A

Proposed site layout (02) 003 Rev E
Conversion Properties Proposed Ground Floor Layout 02(009) Rev D
Conversion Properties Proposed First Floor Layout 02(010) Rev D
Site Elevations and Sections Proposed Layout (02) 016 Rev B
Site Elevations and Sections Proposed (02) 017 Rev B
Site Elevations and Sections Proposed (02) 018 Rev B

Reason: To ensure that the works take the agreed form envisaged by the District Planning Authority when determining the application and thus result in a satisfactory form of works.

03

No works of demolition shall begin until a binding contract has been entered into for the carrying out of works for redevelopment of the site in accordance with all the necessary permissions and consents.

Reason: To ensure that the development will proceed in accordance with para.198 of the NPPF.

04

Prior to commencement of works a site meeting shall be held between the local planning authority and the persons responsible for undertaking the works to ensure that the Conditions attached to the Listed Building Consent are understood and can be complied with in full. Notification of the date and time of a meeting shall be made in writing to the Local Planning Authority.

Reason: This condition is to ensure that follow-up action can be taken before works begin on site. This is a complex scheme where there will be a number of other conditions, and where planning permission has also been granted.

05

Prior to commencement of works it shall be agreed in writing with the Local Planning Authority the appropriately qualified professional specialising in conservation work who will supervise the hereby approved works of alteration or demolition. Any proposed changes to the agreed supervision arrangements shall be subject to the prior written agreement of the LPA.

Reason: To ensure that the works respect the special interest of the listed buildings.

06

Prior to commencement of works, an updated schedule of works, including structural engineering drawings and method statement shall be submitted to and approved in writing by the Local Planning Authority. The details shall include:

- a) a method statement for ensuring the safety and stability of the building fabric identified to be retained throughout the phases of demolition and renovation;
- b) the arrangements for temporary secure storage of salvage materials and architectural features to be repaired off-site; the person or body specialising in this procedure appointed by the applicant; and a timetable for their reinstatement, re-use or disposal;
- c) a detailed methodology for the repair and renovation of the building fabric to be retained; and
- d) an updated methodology for all service and utility interventions, thermal upgrading and flood resilience improvements to concrete floors.

Particular regard should be given to the following items: chimney-pieces; cast guttering and hopper-heads; windows containing historic window glass; historic light fittings; hoist winches; loft hatches; glazed brick faience; architectural elements associated with the weighbridge; metal-work; vaulted ceilings; historic timber beams, joists and rafters.

No such features shall be disturbed or removed temporarily or permanently except as indicated on the approved drawings or without the prior approval in writing of the Local Planning Authority. Where appropriate, sound materials/features/fixtures forming part of the building shall be carefully taken down, protected and securely stored for later re-use. The agreed measures shall be carried out in full.

Reason: to ensure that the works take the form envisaged by the Local Planning Authority and that they respect the special architectural and historic interest of the listed building.

07

During the works, if hidden historic features are revealed they should be retained insitu unless otherwise agreed in writing with the Local Planning Authority. Works shall otherwise be halted in the relevant area of the building and the Local Planning Authority should be notified immediately. Failure to do so may result in unauthorized works being carried out and an offence being committed.

Reason: To ensure that the works respect the special interest of the listed buildings.

08

A programme of historic building recording and full recording report shall be submitted to and approved in writing by the Local Planning Authority before work commences.

Reason: To ensure and safeguard the recording and inspection of matters of archaeological/historical importance associated with the building.

Informatics

01

This application has been the subject of discussions during the application process to ensure that the proposal is acceptable. The District Planning Authority has accordingly worked positively and pro-actively, seeking solutions to problems arising in coming to its decision. This is fully in accordance with Town and Country Planning (Development Management Procedure) Order 2010 (as amended).

02

REASONS FOR APPROVAL IN ACCORDANCE WITH THE TOWN AND COUNTRY PLANNING (GENERAL DEVELOPMENT PROCEDURE) (ENGLAND) (AMENDMENT) ORDER 2010

The Courts have accepted that Section 54A of the Town and Country Planning Act 1990 does not apply to decisions on applications for Listed Building Consents since in those cases there is no statutory requirement to have regard to the provisions of the development plan. However, in determining such matters, Local Planning Authorities are required to be mindful of the objective of preservation required under Section 16(2) of the Town and Country Planning (Listed Buildings and Conservation Areas) Act 1990 and other material planning considerations such as the National Planning Policy Framework (Adopted March 2012).

03

This Listed Building Consent relates solely to the plans, drawings, notes and written details submitted with the application, or as subsequently amended in writing and referred to on this decision notice. Any variation of the works or additional works found to be necessary before work starts or while work is in progress [or required separately under the Building Regulations, by the County Fire Service or by environmental health legislation] may only be carried out subject to approval by the Local Planning Authority. Unauthorised modifications, alterations, or works not covered by this consent may render the applicant, owner(s), agent and/or contractors liable to

enforcement action and/or prosecution.

BACKGROUND PAPERS

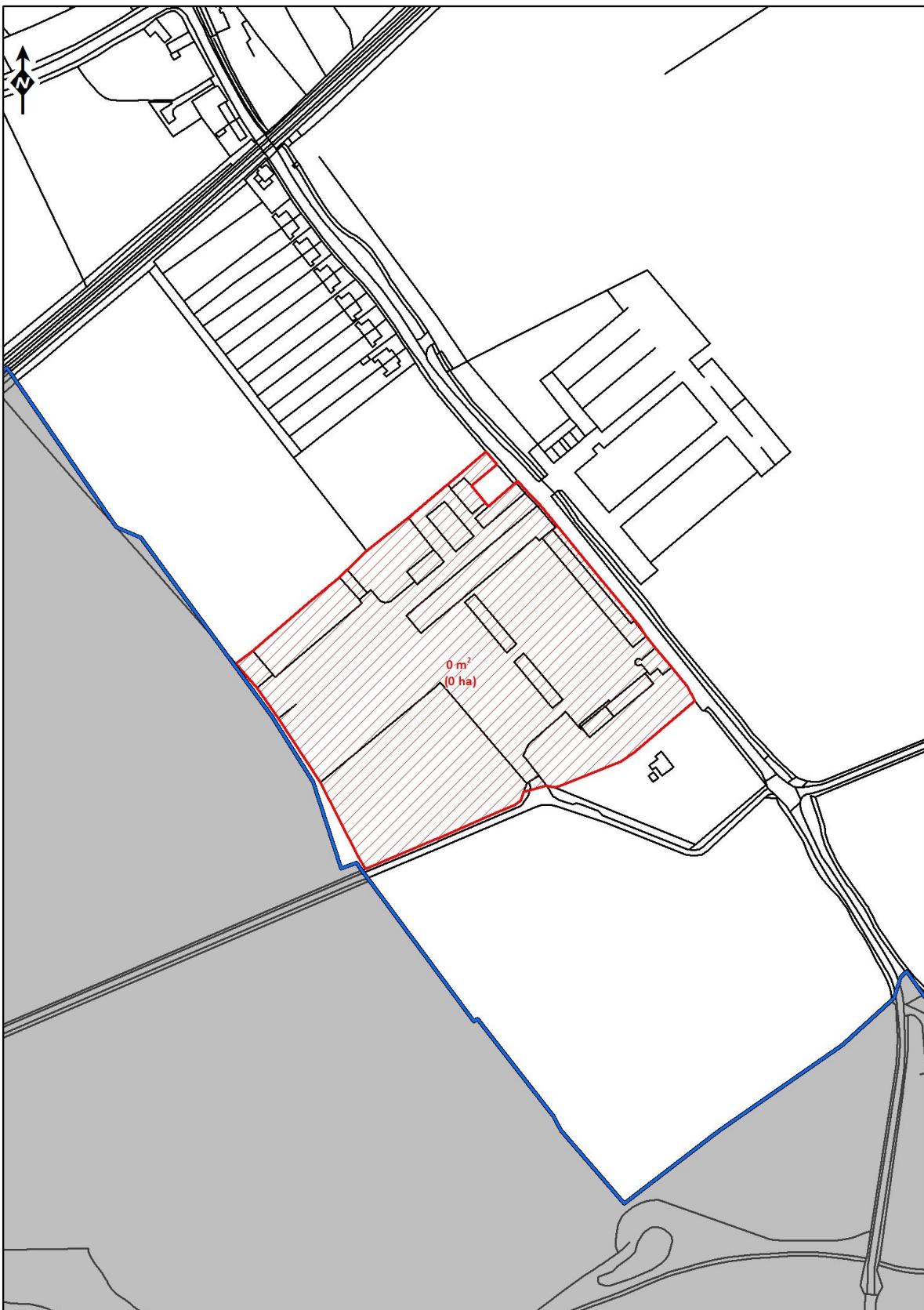
Application case file.

For further information, please contact Bev Pearson on ext 5840.

All submission documents relating to this planning application can be found on the following website www.newark-sherwooddc.gov.uk.

Matt Lamb
Business Manager – Growth and Regeneration

Committee Plan - 15/00785/LBC



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