

Report to Planning applications committee
Date 6 March 2014
Report of Head of planning services
Subject 13/01964/F Land Adjacent to 25 - 27 Quebec Road
Norwich

Item
4(1)

SUMMARY

Description:	Erection of 2 No. semi detached three bedroom dwellings.
Reason for consideration at Committee:	Objection. Application taken to 6 February committee, but deferred for a site visit. This report takes account of the late representations made following the drafting of the 6 February report.
Recommendation:	Approve
Ward:	Thorpe Hamlet
Contact Officer:	Mr Kian Saedi Planner 01603 212524
Valid Date:	20 December 2013
Applicant:	Mr Anthony Hudson
Agent:	Mr Matthew Griggs

INTRODUCTION

The Site

Location and Context

1. The site is accessed via Quebec Road and located between Thorpe Ridge and Thorpe Hamlet conservation areas. The site is surrounded by residential properties with the exception of the William IV Public House which neighbours the site to the east.
2. The level of the land drops steeply to the north and west of the site and the site is currently vacant and characterised by overgrown vegetation. OS maps dating from 1885 indicate that there were previously two buildings on the plot, which were likely to have been demolished around the latter half of the 20th century.
3. The site is covered by an area Tree Preservation Order (TPO).

Planning History

4. No relevant planning history.

Equality and Diversity Issues

There are no significant equality or diversity issues.

The Proposal

5. The proposal is for the erection of two no. semi-detached 3-bedroom dwellings.

Representations Received

6. Adjacent and neighbouring properties have been notified in writing. Letters of objections have been received from eleven persons (including Cllr Price) citing the issues as summarised in the table below.

Issues Raised	Response
Loss of light	Par. 13, 19, 39
Access	Par. 21-22 & 24
Overlooking/loss of privacy	Par. 10-12 & 17-18,
Loss of trees	Par. 30-32
Over dominant building	Par. 18-19, 39
Out of scale development	Par. 18-19
Poor design	Par. 18-20 & 32
Ground stability	Par. 26
Loss of view and property value	Par. 14
Drainage/Flood risk	Par. 21 & 26
Land ownership	Par. 34-36
Site notices	Par. 37
Light pollution and noise pollution from new dwellings.	Par. 16
Danger of cars overrunning into neighbouring gardens	Par. 25
Impact upon the highway	Par. 24
Drawings submitted with the application are economical when portraying the relationship between existing properties and the proposed dwellings.	Par. 38 and 39
Inadequate sun path study	Par. 13
Conditions should stipulate that hedging should not be removed and replaced as necessary and that an additional 1.8 metre high boundary fence must be erected to determine the boundary line.	Par. 10 & 32
The statement 'previously developed land' needs to be substantiated and put into context.	Refer to the site "Location and Context" section of the report

Consultation Responses

7. Comments of internal consultees are discussed within the body of this report.

ASSESSMENT OF PLANNING CONSIDERATIONS

Relevant Planning Policies

National Planning Policy Framework:

- Section 4 – Promoting sustainable transport
- Section 6 – Delivering a wide choice of high quality homes
- Section 7 – Requiring good design
- Section 10 – Meeting the challenge of climate change, flooding and coastal change
- Section 11 – Conserving and enhancing the natural environment
- Section 12 - Conserving and enhancing the historic environment

Relevant policies of the adopted Joint Core Strategy for Broadland, Norwich and South Norfolk 2014

- Policy 2 – Promoting good design
- Policy 3 – Energy and water
- Policy 4 – Housing delivery
- Policy 6 – Access and transportation
- Policy 11 – Norwich City Centre
- Policy 20 - Implementation

Relevant saved policies of the adopted City of Norwich Replacement Local Plan 2004

- NE3 - Tree protection, control of cutting and lopping
- NE8 - Management of features of wildlife importance and biodiversity
- NE9 - Comprehensive landscaping scheme and tree planting
- HBE12 - High quality of design in new developments
- EP16 - Water conservation and sustainable drainage systems
- EP18 - High standard of energy efficiency in new developments
- EP22 - High standard of amenity for residential occupiers
- HOU13 – Proposals for new housing development on other sites
- TRA5 - Approach to design for vehicle movement and special needs
- TRA6 - Parking standards - maxima
- TRA7 - Cycle parking standards
- TRA8 - Servicing provision

Development Management Policies Development Plan Document – Pre-submission policies (April 2013).

- DM1** Achieving and delivering sustainable development – **Significant weight can be applied.**
- DM2*** Ensuring satisfactory living and working conditions – **Significant weight can be applied.**
- DM3*** Delivering high quality design – **Only limited weight can be applied.**
- DM7** Trees and development – **Significant weight can be applied.**
- DM9** Safeguarding Norwich's heritage – **Significant weight can be applied.**
- DM12*** Ensuring well-planned housing development – **Significant weight can be applied.**
- DM28*** Encouraging sustainable travel – **Significant weight can be applied.**
- DM30*** Access and highway safety – **Only limited weight.**
- DM31*** Car parking and servicing – **Significant weight can be applied.**

DM33 Planning obligations and development viability – Significant weight can be applied.

Supplementary Planning Documents and Guidance

Trees and Development (Adopted September 2007)

Other Material Considerations

The Joint Core Strategy and Replacement Local Plan (RLP) have been adopted since the introduction of the Planning and Compulsory Purchase Act in 2004. With regard to paragraphs 211 and 215-216 of the National Planning Policy Framework (NPPF), both sets of policies have been subjected to a test of compliance with the NPPF. Both the 2011 JCS policies and the 2004 RLP policies above are considered to be compliant with the NPPF. The Council has now submitted the emerging Local Plan policies for examination and considers most of these to be wholly consistent with the NPPF.

The NPPF states that where a 5 year land supply cannot be demonstrated, applications for housing should be considered in the context of the presumption in favour of sustainable development and that relevant policies for the supply of housing should not be considered up-to-date.

In the light of the recent appeal decision on part of the former Lakenham Cricket Club it has been established that the Norwich Policy Area (NPA) is the relevant area over which the housing land supply should be judged.

Since the NPA does not currently have a 5 year land supply, Local Plan policies for housing supply are not up-to-date. As a result the NPPF requires planning permission to be granted unless:

- "Any adverse impacts of doing so would significantly and demonstrably outweigh the benefits ... or
- Specific policies in the NPPF indicate development should be restricted".

The lack of an adequate housing land supply is potentially a significant material consideration in the determination of the proposals for housing. This is likely to considerably reduce the level of weight that can be attributed to existing and emerging Local Plan policies which restrict housing land supply, unless these are clearly in accordance with specific restrictive policies in the NPPF. In this case this means that policy HOU13 of the Local Plan can be given no weight in the determination of this application.

Principle of Development

Policy Considerations

8. New housing development is considered against statement 6 of the National Planning Policy Framework and policy 4 of the Joint Core Strategy. In accordance with the National Planning Policy Framework and local planning policies, the proposal promotes the redevelopment of previously developed land in an accessible location with good access to local shops and bus routes which serve the City Centre.

Impact on Living Conditions

9. The proposed dwellings must be assessed both in terms of the quality of living being provided for both prospective residents at the site and also the potential implications of the new development upon those residents currently occupying properties in the vicinity of the site.
10. Both properties feature balconies on the south-west elevation along with a glazed frontage at first floor level. The layout of the site provides sufficient distance from the property immediately to the west (number 27 Quebec Rd) to minimise the opportunity for overlooking from the proposed balconies. The land drops abruptly at the boundary with 27 and such is the set back nature of the proposed dwellings that the line of view into the neighbouring garden is restricted. Any overlooking onto the neighbouring property (number 27) is further restricted by existing mature tree growth on the boundary and the applicant proposes to introduce native hedging, which, once established, will provide an additional source of natural screening between the two sites. Landscaping details will be conditioned and will include the need to submit detail of boundary treatments. Appropriate boundary treatment will be assessed to ensure that an adequate private environment is provided for both the proposed dwellings and neighbouring properties.
11. The staggered nature of the development and distance between neighbouring properties also mean that overlooking from the balconies is limited and not significant enough to detrimentally affect the living conditions of those properties located along Primrose Road.
12. Overlooking from the south-west elevation has already been discussed but it is considered that all other windows on the property have been sensitively designed and positioned as not to carry any significant potential for overlooking, which might otherwise harm the privacy of neighbouring properties. The two dwellings are situated centrally on the site and the proposed layout achieves sufficient separating distance from neighbouring properties to avoid any significant overlooking issues. Oblique views onto the rear of properties along Quebec Road will be possible from the first floor windows located on the north-east elevation, but again, the separating distance between properties and proposed landscaping on the boundary will help avoid any significant issue of overlooking.
13. The application is supported with a sun-path analysis which illustrates the extent to which the proposed development will increase overshadowing onto neighbouring properties. This will be presented at committee for members to see in more detail, but in summary, any increase in overshadowing predominantly affects the garage and parking area located to the north of the site and does not result in any significant increase in overshadowing to the rear gardens and habitable rooms of properties located along Quebec Road. The sun-path study is considered satisfactory for the purposes of this application.
14. Objections have been received regarding views that might be affected by the proposed development. Whilst the design of the scheme can be considered in relation to its impact upon the skyline, loss of view cannot feature as a material planning consideration. The potential impact upon the development upon house prices in the surrounding area also cannot be considered material to the assessment of the application.

15. Each proposed dwelling features a balcony and benefits from ample garden space at both front and rear. Any planning permission will be conditioned to ensure that the external areas of the site are landscaped to a high standard to ensure that an attractive living environment is provided as well as ensuring that the scheme relates well to the surrounding built and natural environment. Both dwellings satisfy internal space standards set out in policy DM2 of the emerging Development Management Plan and the installation of rooflights will ensure that the living rooms and kitchens located at first floor level will ensure high levels of daylighting and thermal insulation.
16. Potential light pollution and noise from the new dwellings is not considered to represent a significant issue.
17. It is therefore considered that the scheme provides for a high standard of living conditions for both prospective and neighbouring residents in accordance with saved policy EP22 of the adopted Local Plan.

Layout, Scale and Design

18. The layout of the site provides for adequate external space for future occupants as well as providing good levels of outlook. The two dwellings are positioned centrally on the site and provide sufficient separating distance between neighbouring properties to prevent any sense of overbearing and minimise issues of overlooking. The layout of the site also provides an adequate turning area in the forecourt area, which is essential for allowing vehicles to enter and leave the site safely in a forward gear. Both dwellings feature side passages allowing easy access to rear gardens where refuse is also proposed to be stored.
19. The two properties have been stepped in order to break the overall mass of the development. Roofs have also been pitched away from properties on the north and south boundaries of the site which has assisted in minimising any impact of overshadowing and potential sense of overbearing. The layout, scale and massing of the site is therefore considered to be acceptable and does not result in the development being over dominant in any way.
20. The site is located between two conservation areas, but such is the surrounding built/ natural environment that the proposed dwellings will only be visible from glimpsed views in the surrounding area. The proposed dwellings are of a contemporary design, but the proposed materials are considered acceptable for the local area. Red brick is predominant and the black pantiles should help to break up the red brick walls of the buildings. The timber boarding and glazed upper floor frontage will also help to break up the elevations of the buildings as well as providing visual interest to the scheme. Further detail of materials and windows/doors will be conditioned to ensure that the development integrates positively and sensitively with the surrounding context of the site. Subject to conditions therefore, it is considered that the proposal accords with the NPPF, policy 2 of the JCS and saved policy HBE12 of the adopted Local Plan.

Transport and Access

21. Vehicular access is provided from Quebec Road via a relatively steep access road leading into the site. The scheme provides for an adequate parking forecourt that provides sufficient turning space for cars to enter and depart the site in a forward gear, which will ensure that cars can safely enter onto the highway. It is recommended that a non-slippery material be used for the access slope and any hard-surfacing must also be permeable to ensure satisfactory drainage at the site. These matters will be ensured by condition.
22. Parking provision is compliant with the maximum standards set out in Appendix 4 of the adopted Local Plan and the parking forecourt benefits from a natural source of surveillance provided from the ground floor bedroom windows and glazed first floor frontage.
23. The applicant has indicated that cycle parking will be provided from the side alleys running alongside each dwelling. It is considered that cycle parking would be better suited in the rear gardens of the two proposed dwellings where a dual functioning cycle/bin storage unit could be installed integral to the site. This will ensure that the side access is free from obstruction in order to allow for the ease of collection of bin receptacles, and that cycle storage is both secure and covered. Conditions are suggested to ensure adequate provision of refuse/cycle storage.
24. The impact of the new dwellings upon the highway is likely to be negligible. The proposal will not increase traffic volume on the highway to any discernible degree and access to the site is pre-existing with double yellow lines and a dropped kerb already installed.
25. One objector has raised the potential danger of cars failing to stop and overrunning into neighbouring properties. The Council's Highways has raised no objection to the proposal and this issue is considered more a matter of driving proficiency rather than a significant planning consideration.

Environmental Issues

26. Concern has been raised regarding the ground stability of the site and potential for inadequate drainage from the site following the construction of the two dwellings. The site is not recognised as an area susceptible to subsidence as identified in saved policy EP2 of the adopted Local Plan. The matter of ground stability is therefore not material to the assessment of this application. Although not a standard course of procedure, CNC Building Control have been consulted informally following concern raised by a member of the public. It was confirmed that ground stability would form part of the assessment of the scheme to satisfy Building Regulations.
27. There are no records to show that the buildings previously built on the site were of any significance and there are no identified archaeological implications associated with the development.
28. The applicant has included an energy statement setting out the intended water efficiency measures to be incorporated into the scheme. Policy 3 of the JCS requires that all residential development achieve Code for Sustainable Homes level

4 for water on adoption. Any planning permission will be conditioned to ensure that an assessment is performed by a qualified code assessor and results submitted to the Council for approval prior to first occupation of the dwellings.

29. The scheme is not required by policy to provide any level of on-site renewable energy production. The applicant has nevertheless proposed to install photovoltaic panels on each of the south facing roofs of the dwellings in order to help the scheme achieve an overall level 3/4 Code for Sustainable Homes. This is welcomed and will reduce the reliance of the development upon carbonised sources of energy.

Trees, Landscaping and Ecology

30. In order to facilitate the development a number of trees are to be removed. Several of these trees are known as U category trees, which means they are unsuitable for retention due to either being dead or presenting a safe useful life expectancy of less than 10 years. Several other trees, especially those located further within the site are to be removed due to being located in the proposed footprint of the built development. These trees are known to be C category trees which are identified as being of such quality and value that are least suitable for retention.
31. The Council's Tree Protection Officer has reviewed the application and is satisfied with the proposal provided that planning permission can be conditioned to require full compliance with the submitted Arboricultural documentation.
32. The development will sit within much of the existing green edge of the site and will carry the potential for any landscaping scheme to enhance the amenity value and biodiversity on site. The applicant has indicated that native hedging will be planted around the site, which will act to both mitigate the loss of some of the trees as well as providing a natural form of boundary treatment and screening from surrounding properties. It will also be important to ensure a suitable mix of hard/soft landscaping at the front of the property in order to achieve a satisfactory appearance of the development. It is suggested to condition planning permission to require a detailed landscaping scheme to be submitted for approval prior to works commencing. The landscaping scheme shall include the requirement to submit details of boundary treatments.
33. The ecology on site has been assessed for the presence of any protected species and any associated measures that may be necessary to ensure protection. A strong potential for breeding birds and hedgehogs to be present on site has been reported. It is recommended that any clearance should take place outside of the bird breeding season (1 March to 31 August) in order to protect any birds from the destruction of their nests. A number of measures are also recommended in Section 6 of the Ecological Survey and full compliance with this survey will be required by way of condition.

Other Matters

Land ownership:

34. There has been question raised regarding the land ownership of the strip of land running along the north boundary of the site with numbers 29, 29a and 30 Quebec Road. The applicant has indicated that the area of land is in their ownership and

have confirmed via an email sent in on 28 January 2014 that this is the case as they understand it.

35. An objector has also stated that the agent has declared that they are the owner of the land included within the site rather than the applicant. The agent is acting on behalf of the applicant and has correctly declared their role on the Certificate of Ownership section of the application.

36. Any further matter of land ownership would constitute a civil matter rather than one to be considered under this application.

Site notices not erected:

37. One objector has stated that a site notice should have been erected and displayed. It is not compulsory for site notices to be erected where applications for proposed development are submitted. The site is not located within a conservation area, neither was it considered that the proposal would affect the character of the conservation areas in the surrounding area.

Drawings are economical in portraying the relationship between existing properties and the proposed dwellings:

38. Sufficient information has been submitted to enable an assessment of the application to be made. It is suggested that a condition be added to require finished floor levels of the proposed dwellings to be submitted to the local planning authority for approval in order to ensure that the height of the dwellings is acceptable with regards to their relationship with surrounding properties.

39. Condition 9 has been added to the wording of the previous committee report to address a neighbour concern regarding the relationship of the proposed development with surrounding properties to ensure that there is adequate control of the height of the new building.

Local Finance Considerations

40. The proposal would, if approved, result in additional Council Tax revenue for the council and new homes bonus and under section 143 of the Localism Act the council is required to consider the impact of new development proposals on local finance. However, it is also important to take into account other material considerations in assessing the merits of proposals, which in this case include the location of residential development, impact on residential amenities, design, transport and environmental considerations, amongst other things.

41. The proposed development of the site by the erection of three new dwellings is CIL liable and would be charged at a rate of £75 per sq.m of internal floorspace being created.

Conclusions

42. The proposal delivers two units of housing on previously developed land in an accessible location with good access to local shops and bus routes which serve the City Centre. The design, scale and layout of the development is such that the

proposal will not result in any significant harm to the living conditions of neighbouring properties surrounding the site and the design of the dwellings is considered to relate positively to the surrounding context of the site. Sufficient turning space has been provided to allow safe vehicular access and egress from the site and adequate cycle/refuse storage will be ensured by condition. The development carries a number of implications for the ecology of the site, but provided that works to the site are carried out in accordance with the recommendations set out in the supporting arboricultural and ecological assessments the biodiversity interest of the site can be protected and enhanced. Subject to the imposition of conditions, the proposal is considered acceptable and will provide for much needed housing in this part of the city.

RECOMMENDATIONS

To approve application ref. 13/01964/F (Land adjacent to 25-27 Quebec Road) and grant planning permission subject to the imposition of the following conditions:

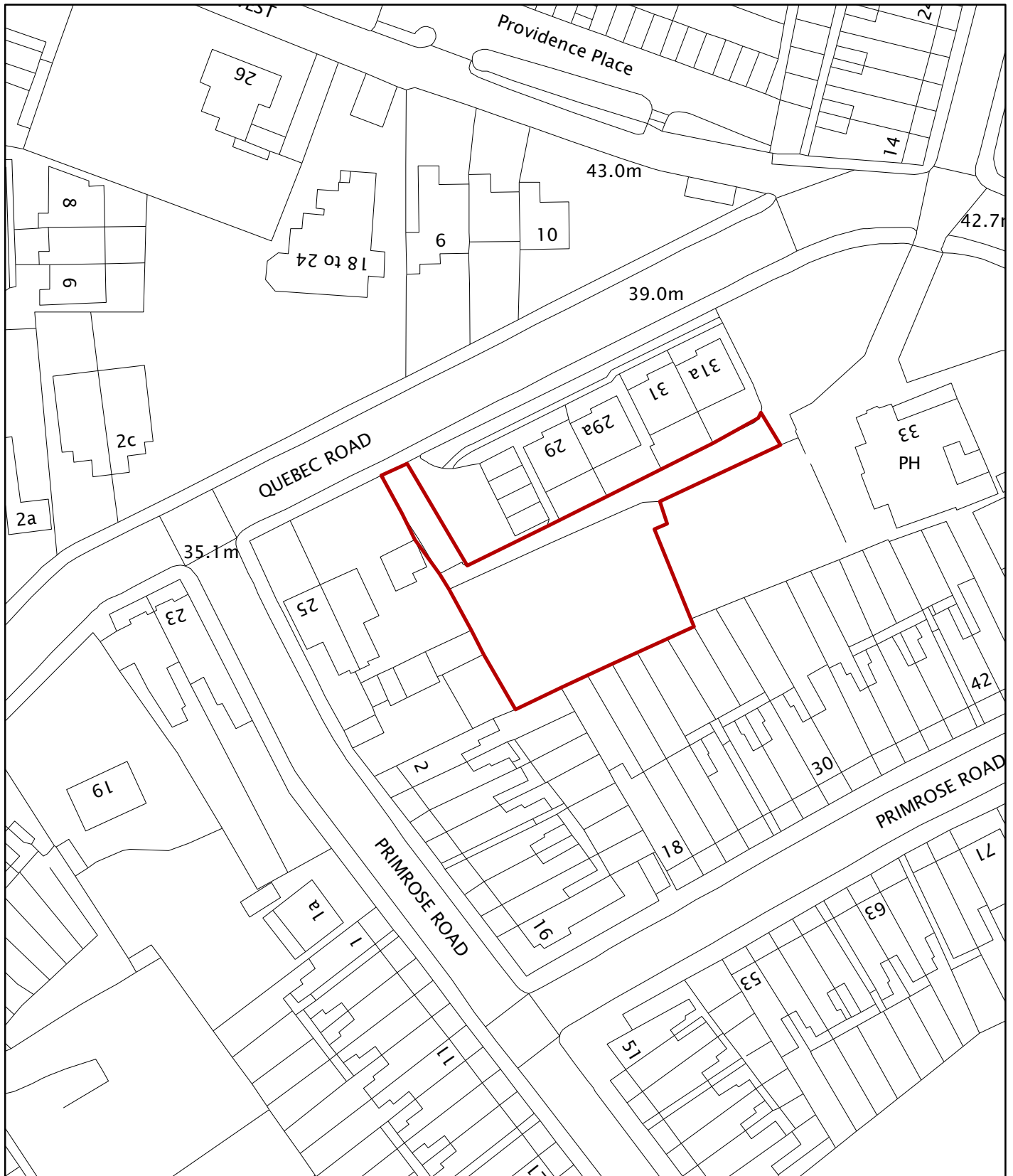
- 1) Commencement of development within three years from date of approval;
- 2) Development in accordance with plans;
- 3) Details of facing and roofing materials, joinery, photovoltaic panels and any boundary treatments;
- 4) Details of hard and soft landscaping, planting and biodiversity enhancements;
- 5) Full compliance with arboricultural documentation;
- 6) Full compliance with the summary recommendations made in section 6 of the Ecological Survey;
- 7) Details of cycle/refuse storage;
- 8) Water efficiency;
- 9) Finished floor levels

Article 31(1)(cc) Statement:

The local planning authority in making its decision has had due regard to paragraph 187 of the National Planning Policy Framework as well as the development plan, national planning policy and other material considerations, following negotiations with the applicant and subsequent amendments [at the pre-application stage] the application has been approved subject to appropriate conditions and for the reasons outlined in the officer report.

The following informatives should be added to any consent:

- 1) Considerate construction and timing to prevent nuisance
- 2) Site clearance to have due regard to minimising the impact on wildlife.
- 3) The new build floorspace created in this proposal is liable for the Community Infrastructure Levy (CIL). When the last of the pre-commencement conditions is approved you will receive a Liability Notice from the Council (Charging Authority) setting out what the charge will be. The relevant forms and guidance can be found on the Planning Portal website at www.planningportal.gov.uk.
- 4) Refuse and recycling bins for residential development:
All bins to be purchased by the applicant prior to occupation, in agreement with Norwich City Council city wide services department.
Customer Contact Team: 0344 980 3333 or info@norwich.gov.uk
- 5) Properties will not be eligible for on street parking permits
- 6) Permeable hardstanding:
Any hardstanding to be of a permeable material
<http://www.norwich.gov.uk/Planning/Pages/Planning-PavingFrontGardens.aspx>
- 7) Street naming and numbering:
Contact Kay Baxter at Norwich City Council, tel 01603 21 2468
(Mons & Tuesdays only)



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Planning Application No 13/02089/VC

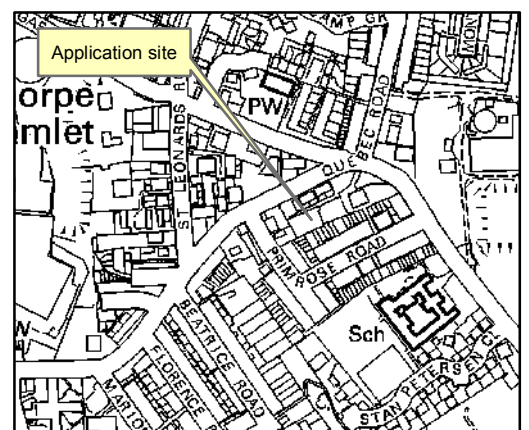
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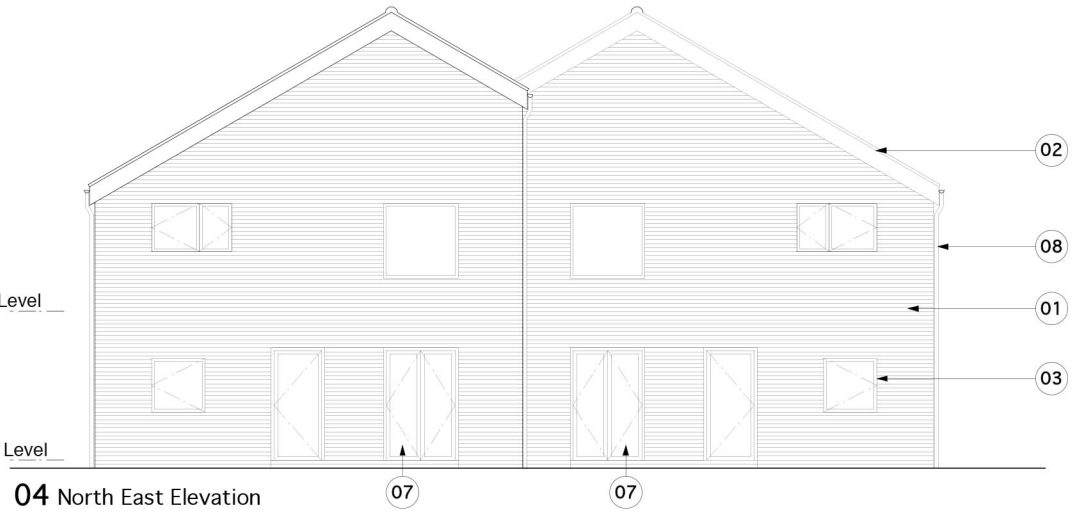
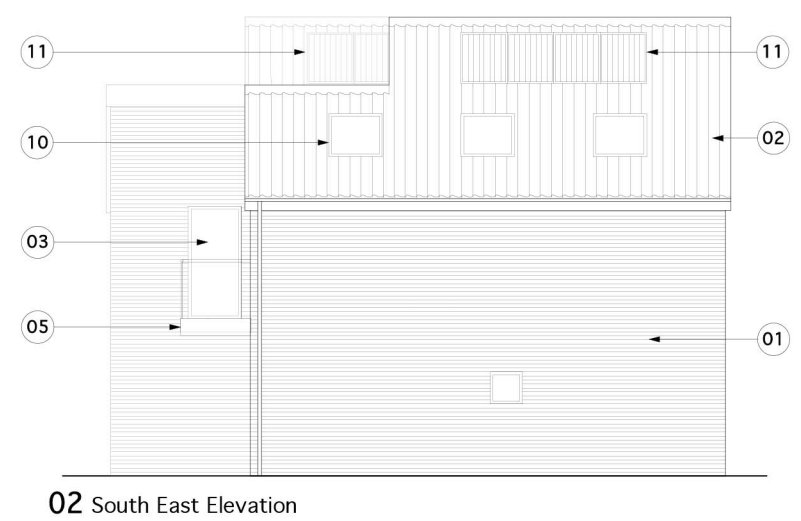
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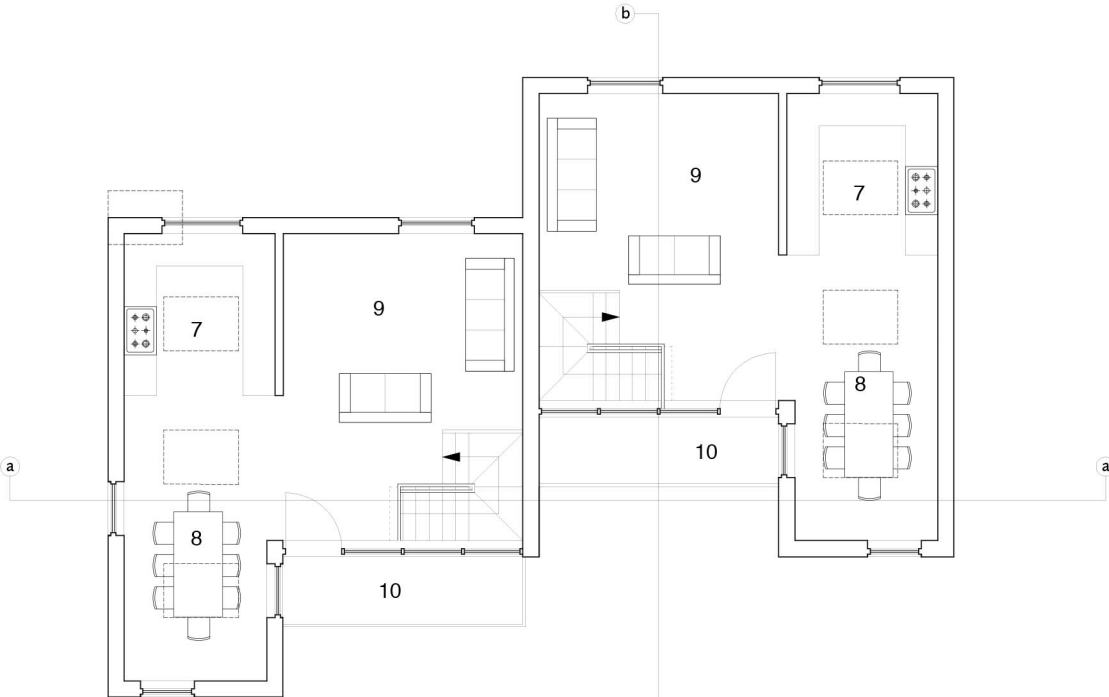




- Key:**
1. Red brick
 2. Black pantile roof
 3. Metal frame window, powder coat finish
 4. Timber door with side light
 5. External balcony with glass balustrade
 6. Metal framed glazed door and glazing
 7. Metal framed glazed doors
 8. Aluminium gutters and downpipes
 9. Vertical timber boarding
 10. Rooflights
 11. Solar PV panels



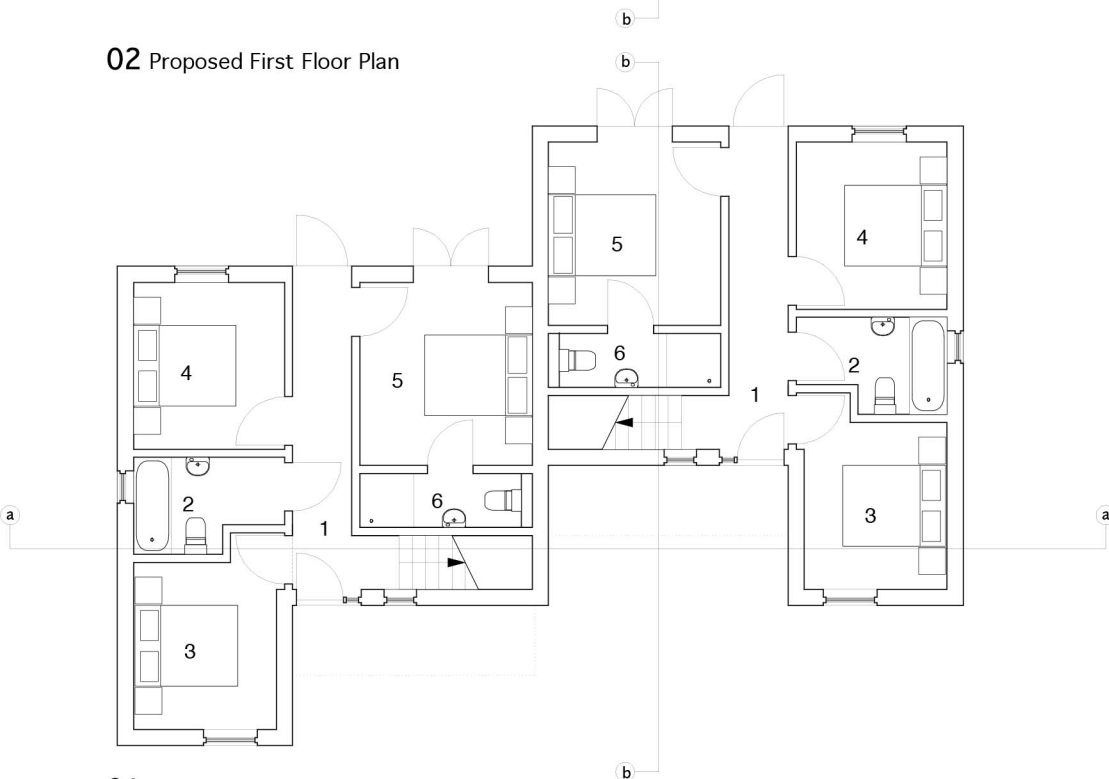
status		PLANNING		HUDSON Architects 9-10 Redwell Street Norwich NR2 4SN tel 01603 766 220 fax 01603 430 469 www.hudsonarchitects.co.uk info@hudsonarchitects.co.uk	
revisions					
P1	29.11.13	Issued for Planning;			
				job 2 DWELLINGS QUEBEC ROAD	
				LAND OFF QUEBEC ROAD	
				address NORWICH, NORFOLK	
				dwg title PROPOSED ELEVATIONS	
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02 Proposed First Floor Plan

First Floor Key:

- 7. Kitchen
- 8. Dining
- 9. Living
- 10. External balcony



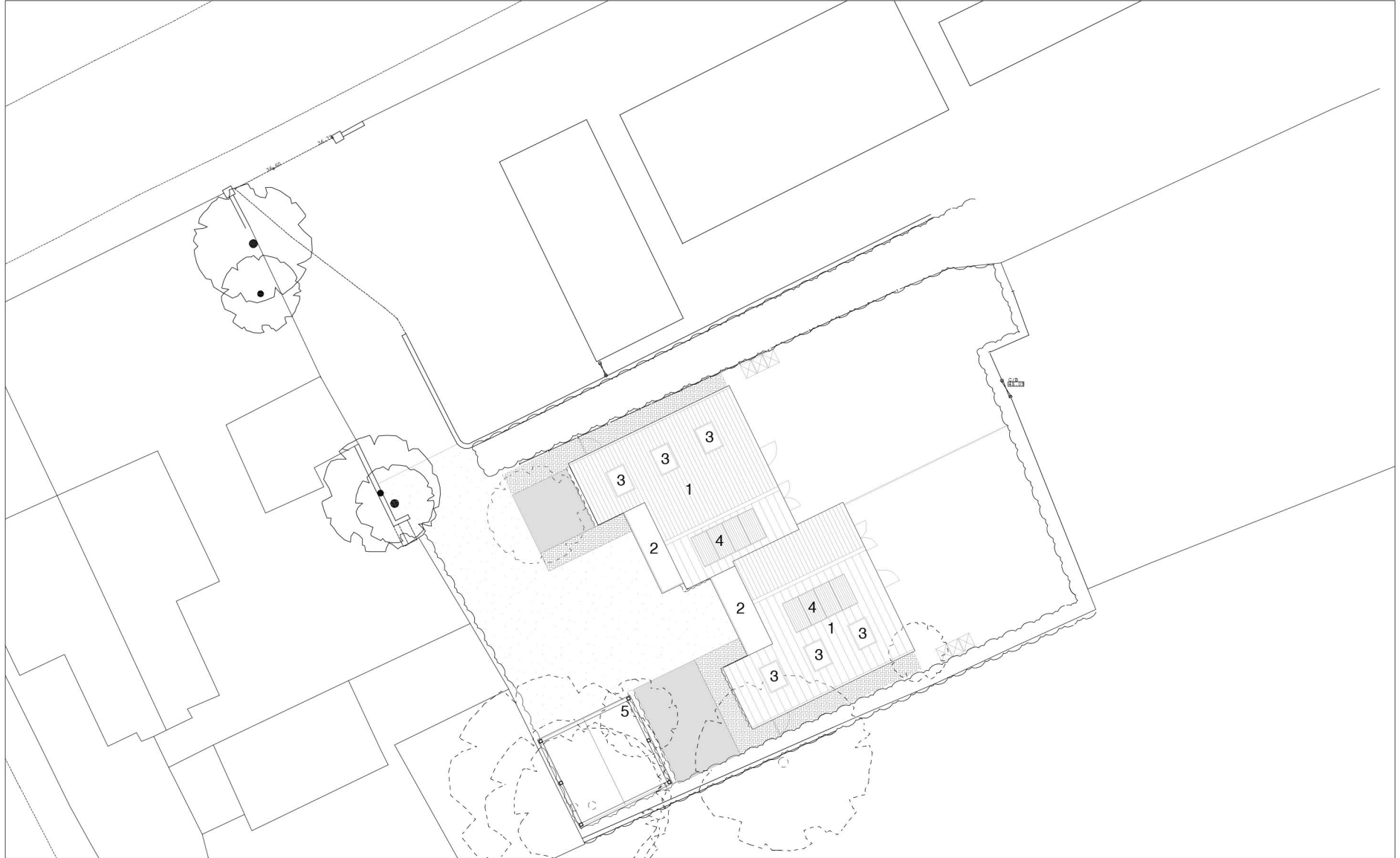
01 Proposed Ground Floor Plan

Ground Floor Key:

- 1. Entrance Hall
- 2. Bathroom
- 3. Bedroom 3
- 4. Bedroom 2
- 5. Master Bedroom
- 6. Master Ensuite



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revisions					
P1		29.11.13	Issued for Planning;		
		job 2 DWELLINGS QUEBEC ROAD			
		LAND OFF QUEBEC ROAD			
		address NORWICH, NORFOLK			
		dwg title PROPOSED FLOOR PLANS			
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Key:

1. Black pantile roof
2. External balcony with glass balustrade
3. Rooflights
4. Solar PV panels to south facing roofs
5. Timber post and beam car port



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Key:

1. Existing crossover point
2. Existing access to garage block and up to site
3. Existing garage block
4. 2no. parking spaces with timber beam & block carport to define parking area
5. Mix of hard/soft landscaping

6. Bin store for 3no. 240 litre bins
 7. Rear garden
 8. Free draining gravel/ shingle
 9. Paving
 10. Proposed shrubs and foliage approximately 1100mm high
 11. Proposed native hedging
 12. Non-slip free draining surface
 13. Refuse collection point
- Note: Bicycle storage to side alleys



Site Boundary



Existing Right of Way/
Sloped access



Areas of paving



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P1	29.11.13	Issued for Planning;			
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