

# Hastings District Council

Civic Administration Building Lyndon Road East, Hastings

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# **DECISION**

# **HEARINGS COMMITTEE MEETING**

(DECISION FROM HEARING OF APPLICATION BY KAHUNGUNU HEALTH SERVICES, 151 WAITANGI ROAD, WAIMARAMA)

Meeting Date: Friday, 13 September 2019

Time: **10.00am** 

Venue: Council Chamber

**Ground Floor** 

**Civic Administration Building** 

**Lyndon Road East** 

**Hastings** 

# HASTINGS DISTRICT COUNCIL

# A HEARINGS COMMITTEE MEETING HELD IN THE COUNCIL CHAMBER, GROUND FLOOR, CIVIC ADMINISTRATION BUILDING, LYNDON ROAD EAST, HASTINGS ON FRIDAY, 13 SEPTEMBER 2019 AT 10.00AM.

DECISION FROM KAHUNGUNU HEALTH SERVICES HEARING, 151 WAITANGI ROAD, WAIMARAMA

<u>DOCUMENTS CIRCULATED FOR HEARING - COMPILED AS ONE DOCUMENT</u>

<u>Document 1</u> The covering administrative report Pg 1

Attachment A Decision document from Kahungunu Health Services hearing held on 13 September 2019 Pg 3 REPORT TO: HEARINGS COMMITTEE

MEETING DATE: FRIDAY 13 SEPTEMBER 2019

FROM: DEMOCRACY AND GOVERNANCE ADVISOR

**CHRISTINE HILTON** 

SUBJECT: DECISION - KAHUNGUNU HEALTH SERVICES HEARING.

151 WAITANGI ROAD, WAIMARAMA HELD ON 13

**SEPTEMBER 2019** 

# 1.0 PURPOSE AND SUMMARY - TE KAUPAPA ME TE WHAKARĀPOPOTOTANGA

1.1 The purpose of this covering report is to enable the Decision from the Kahungunu Health Services hearing, 151 Waitangi Road, Waimarama held on 13 September 2019 to be put onto the website following the hearing and release of the decision.

# 2.0 RECOMMENDATIONS - NGĀ TŪTOHUNGA

A) That the Decision from the Kahungunu Health Services hearing, 151 Waitangi Road, Waimarama held on 13 September 2019 be put onto the Hastings District Council's website.

#### Attachments:

RMA20180494 Signed PDF Decision from Kahungunu Health Services hearing held on 13 September 2019

59548#0383

### HASTINGS DISTRICT COUNCIL

Report and Decision of the Hastings District Council through its Hearings Committee

Hearing held in the Council Chambers Hastings District Council
On Friday 13h September 2019

## DECISION ON RESOURCE CONSENT APPLICATION RMA20180494

Kahungunu Health Services at 151 Waitangi Road, Waimarama

#### PROPOSAL:

To convert an incomplete implement shed into a habitable building as a place of assembly at 151 Waitangi Road, Waimarama, being Waipuka 2T3 Block X Kidnappers SD. The site is within the Rural zone, and the proposal requires resource consent as a non-complying activity.

#### DECISION:

Resolved by the Hearings Committee on the 8th December 2017 pursuant to section 104B of the Resource Management Act 1991 (RMA) to **grant the application in part**. That part of the application that involves use of the building for overnight sleeping accommodation is declined. The full decision and reasons are set out below.

#### PRESENT:

Hastings District Council Hearings Committee
Cr G Lyons (Chair)
Cr W Schollum
Hastings Rural Community Board Member Mr P Kay

#### Applicant

Jean Te Huia as applicant for Kahungunu Health Services Matthew Holder who presented submissions on behalf of the Applicant

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#### Submitters

Lara Blomfield Legal Counsel

P McKay Expert Planning Witness

Pehi Potaka Submitter and adjoining landowner Myda Matthews Submitter and adjoining landowner

## Hastings District Council

Liam Wang - Reporting Planner

Caleb Sutton – Team Leader Environmental Consents/Subdivision

#### In attendance

Christine Hilton (Democracy & Governance Services Advisor) Murray Arnold (Environmental Consents Manager)

#### 1.0 BACKGROUND

- 1.1 The application was lodged by Sophia Edmead of Development Nous, on behalf of Kahungunu Health Services.
- 1.2 The application was limited notified to the owners/occupiers of 145 Waitangi Road which adjoins the site to the west. There was one submission received.
- 1.3 Full details of the application and Council planner's s42A hearing report were included in the Hearing Agenda (HDC reference 59548.
- 1.4 The site is located within the Rural zone of the Proposed District Plan and was assessed as a non-complying activity because:
  - Places of Assembly are not provided for in the Rural zone,
  - It is a place of assembly located within a Tsunami Hazard zone, and
  - There is non-compliance with the relevant yard setback standards.
- 1.5 A s42A report was prepared by a Council Officer who had fully assessed the application and who recommended that the application be granted subject to conditions.
- 1.6 The Hearings Committee visited the site on the 13 September 2019, accompanied by Murray Arnold (Environmental Consents

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- Manager). The Committee viewed both the subject site, the submitter's site, and the surrounding area.
- 1.7 The application was heard at a hearing on the 13 September 2019.

## 2.0 Evidence and Submissions Heard on Behalf of Applicant

- 2.1 The applicant's expert Planning witness (Mr Jason Kaye) was not present at the hearing, and had provided a statement of expert evidence which had been pre-circulated. (HDC reference 59548#0341).
- 2.2 Mr Matthew Holder presented submissions to the hearing on behalf of the applicant. The commissioners noted that these were not presented as expert evidence.
- 2.3 Ms Jean Te Huia presented her submissions on the proposal.
- 2.4 Mr Holder and Ms Te Huia responded to questions from the commissioners with the following points:
  - The references to a drain, and the trench that the commissioners noted on the Te Huias' site parallel to the boundary with 145 Waitangi Road (Potakas site), were clarified by Ms Te Huia. Ms Te Huia stated that the Potakas had installed drainage that caused flooding on the subject site. The Te Huias had dug a drain on their site and placed fill to prevent cross boundary flow of flood waters. They had never had a problem until their neighbour changed the drainage.
  - The sleeping accommodation in the new place of assembly is proposed to be on the mezzanine floor meaning that the 40 people to be accommodated would be sleeping upstairs.
  - When questioned about potential conditions of consent Ms
     Te Huia agreed to a condition to remove the upstairs
     window directly facing the Potakas upstairs deck, and to
     make the windows along the western side non-opening.
  - Ms Te Huia said she was not averse to alternatives to the screening trees on the boundary that might achieve the same outcome.

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#### 3.0 Evidence and Submissions heard for Submitter

- 3.1 The committee heard from Ms Lara Blomfield, Mr P McKay, and Pehitane Potaka, and Ms Myda Matthews. They spoke to their written submissions and expert evidence, copies of which were provided for the hearings committee and those attending the hearing
- 3.2 Ms Blomfield referred to paragraph 10 of Mr Holder's submissions and commented that the only expert evidence presented by the applicant was the Traffic Assessment from Traffic Solutions Ltd, and that some of the assumptions in that report were not correct.
- 3.3 In answer to questions from the hearings committee the following responses were given:
  - The road is a Maori roadway and a number of attempts by the Maori Land Court to manage maintenance of the roadway have failed. Arrangements for contributions to grading the roadway stopped when the applicant dug judder bars into the road surface. Since then there has been no maintenance and no road committee.
  - It is the submitters' position that the committee can have regard to the effects on the condition of the road arising from additional traffic.
  - The effects on the condition of the road arising from increased traffic has a potential economic impact on all users of the road.
  - The glare/reflection off the roof of the shed observed from the neighbour's house was at its worst mid-afternoon.
  - Visual effects are different to privacy and amenity effects.
     Privacy and amenity effects which are significant arise because the proposed place of assembly is immediately adjacent to the outdoor living space next door.
  - The visual screening (6m high) proposed in the draft conditions might, while mitigating visual effects, create adverse effects of shading of garden and paddocks on the neighbour's site.

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# 4.0 Summary of Reporting Planners Response to matters raised

- 4.1 Reflection/Glare was not raised in submissions, but the permitted baseline would allow this anyway if this was an implement shed.
- 4.2 The road safety issues raised in the Maori Land Court were related to speed of traffic which is outside of scope of this application and is not matter that HDC can control as this is not a public road.
- 4.3 The site is not in a typical rural environment with some papakainga housing across the road, and the housing density in the vicinity.
- 4.4 The proposal is not for a new activity, rather an addition to the existing place of assembly, and outdoor activities could occur in this location with a similar effect.
- 4.5 If the building was moved further away from the boundary it would increase the likelihood that the yard between the building and the boundary would be used as part of the place of assembly activities.

A record of the presentation and responses to questions from the hearings commissioners is included in the record of the hearing and referenced in the minutes.

#### 5.0 Applicant's Right of Reply

Mr Holder responded on behalf of the applicant addressing matters raised.

- 5.1 The applicant disputes the suggestion of deliberate deception, and believes that the plans clearly showed two levels in the building, the offset from the boundary, and that a large portion of the building will remain accessory shed.
- 5.2 The references to the fire report are in relation to the building consent, and the applicant has engaged with Council during that process.

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- 5.3 Ownership of the road is not within the scope for consideration as part of this application
- 5.4 The applicant is happy to:
  - accept conditions requiring compliance with Proposed District Plan noise standards and section 16 of the RMA, and is committed to meeting the PDP standards.
  - Accept conditions in relation to windows and screening, and a restriction on activities between the building and the boundary.
- 5.5 And in response to questions about the change to include sleeping in the building (when, and why) the applicant stated that:
  - o the existing marae on the site had limited capacity and they wanted more space for double bookings. The marae could sleep 60-70 people but not all groups required this amount of space, and with the new building they could cater for two schools or two classrooms on site.
  - The change in proposal occurred between December 2017 and February 2018, amended drawings for building consent submitted June 2018, but noted that still referring to no sleeping in July 2018.
  - Installing the second set of stairs to the mezzanine floor to meet fire design requirements opened up the possibility of using the mezzanine floor for sleeping
  - They lease the Waipuka 2R1 block which provides for access to the beach for users of their site.

#### 6.0 Principal Issues in Contention

The principal issues that were in contention were:

- Whether the proposal was contrary to the overall policy direction of the Proposed District Plan, and
- The scale and significance of the potential adverse environmental effects (less than minor or more than minor).

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#### 7.0 Committee's Deliberation and Decision

- 7.1 Instead of repeating the material contained in the reporting officer's s42A hearings report, the expert evidence of the planning experts, and the written submissions presented to the hearing, the Committee cross references its decision to the assessments set out in those documents.
- 7.2 In this regard the Committee acknowledges the opinions of the submitters' planning expert Mr P McKay, and those in the officer's hearing report. For the reasons set out below, the Committee do not consider the building should be used for overnight accommodation. With that change, the Committee largely agrees with the officer's finding that:
  - The proposal is consistent with, and not contrary to, the overall policy direction of the Proposed District Plan.
- 7.3 In relation to the matters raised in the hearing about the scale and significance of potential adverse environmental effects of the proposal, the Committee consider that not approving the building for overnight accommodation, together with the imposition of conditions to address matters raised can adequately address the adverse effects identified in the submissions and expert evidence, and in particular:

#### 7.3.1 Visual amenity and privacy

- Removal of the three pane window on the top floor on the north-western side closest to the adjoining site 145 Waitangi Road and requiring that the remaining top floor windows shown on the southwestern and northwestern elevation plans shall be opaque, double glazed and fixed so they are non-opening, would address potential effects arising from overlooking the adjoining site, and
- fitting all windows and doors on the northwestern and southwestern sides of the building with opaque frosted glass, would further address potential effects arising from overlooking the adjoining site.
- Construction of a solid screen on the first floor deck along the northwestern side of the deck would screen activities on the deck from the adjoining site

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• The Committee agreed with the submitter that the proposed condition for screen planting could create greater adverse effects than those it was intended to mitigate and have set a maximum height for the screening vegetation between the sites. The consent holder will be responsible for maintaining the vegetation at a height that achieves screening while not reaching a height that will create undue shading on the submitters' property.

# 7.3.2 Character and amenity, and scale:

- The Committee considered the proposed floor layout of the building and the area shown as garage which might also be used as a craft area. The Committee were of the view that to delineate between the uses within the building and control the scale of the place of assembly it would be necessary to have a solid dividing wall constructed between the place of assembly part of the building and the garage/utility area. This could be required as a condition of consent.
- In considering the matters raised about effects on privacy, character and amenity of the adjoining site and to avoid night time noise, the Committee view is that it is appropriate to impose conditions restricting the hours the facility can be used and consequently requiring that the building is not used for sleeping accommodation. The condition would be aligned with the timing of the change in noise limits set in the PHDP which decrease significantly at 10:00pm. The use of the building for overnight accommodation was considered to result in noise effects which would be more than minor, having regard to the amenity expectations of the Rural environment and the proximity of the building to the boundary of the site.
- The overall scale of activities on the site and the effects of the additional building for a place of assembly were raised in the hearing. To address potential effects arising from the number, scale, and use of buildings on the site, it is appropriate to have a condition to prevent further development with additional buildings on the site.
- The Committee considered the traffic impact report presented in the application which addressed traffic impacts and safety.
   The Committee acknowledge that dust will be generated by traffic travelling to and from the site, however consider that the

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nature of the place of assembly means that any effects will be isolated and short term as vehicle trips will in general occur at the start and end of use of the facility. To mitigate any safety concerns it is appropriate to impose a condition requiring the construction of passing bays between the site and the end of the public road, Waitangi Road.

 For the avoidance of doubt, the removal of overnight accommodation was key to the Committee determining that consent could be approved for the proposal. Without that aspect being approved, the Committee would have considered the adverse effects on the submitter to be unacceptable, and consent would have been declined.

# 7.3.3 Relevance of conversion of the utility shed

- Ms Blomfield, for the submitters, was critical of the applicant for relying on the utility shed to create a permitted baseline against which to justify a large building, closer to the boundary than would otherwise have been appropriate for a new place of assembly building. The Committee did not consider it necessary or appropriate to make findings on whether the building was genuinely intended to be used as a utility shed. As a general proposition, it agrees that it is generally inappropriate for permitted buildings for rural activities to be established only in order to be converted to a non-complying use, and such 'environmental creep' will be carefully considered and generally discouraged.
- In this case, the Committee has taken account of the existing utility shed as part of the existing environment but has also given careful consideration to effects on the environment that arise from its use as a place of assembly as opposed to a utility shed. The Committee is satisfied that the conditions imposed (including that the building may not be used for overnight accommodation) will satisfactorily address effects on the neighbours that arise from the new use of the building. They are therefore satisfied that the submitters are not unduly prejudiced by the fact that a permitted use is proposed for conversion to a non-complying one.

### 8.0 Relevant Statutory Provisions

8.1 Policy Statements and Plan Provisions

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- In considering this application, the Committee has had regard to the matters outlined in Section 104 of the Act, and in particular the relevant provisions of the following planning documents:
  - The New Zealand Coastal Policy Statement
  - the Hawke's Bay Regional Resource Management Plan (RRMP) and Regional Policy Statement, and
  - · the Hastings Proposed District Plan.
- With the removal of overnight sleeping accommodation, the Committee accepted the reporting officer's assessment and conclusions that overall the proposal was consistent with and not contrary to the provisions of the Proposed Hastings District Plan. The Committee notes that Mr McKay referred to Policy RZP5, and its explanation which refers to minimising effects on 'neighbouring property owners'. consider that the conditions imposed, and the restriction on hours in which the building can be used it not being used for overnight accommodation), will mean that this Policy can be achieved.
- The Committee also agreed with the assessment that overall the proposal was not contrary to the Regional Policy Statement, and agreed with the assessment of the NZ Coastal Policy Statement.

#### 8.2 Section 104D

As we have determined that overall (and with the removal of overnight sleeping and conditions imposed) the proposal is consistent with and not contrary to the objectives and policies of the relevant planning documents, we are satisfied that at least one of the tests under section 104D have been met and the application can be considered for approval.

8.3 Other Relevant Statutory Provisions and Matters
There were no other relevant statutory provisions.

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### 9.0 Part II Matters

In considering this application, the Committee has taken into account the relevant principles outlined in Sections 6, 7 and 8 of the Act as well as the overall purpose of the Act as contained in Section 5. With the changes and conditions imposed, the Committee considers the proposal is consistent with Part II of the Resource Management Act.

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#### DECISION

Pursuant to Rule NH10, RZ27 and TP2 of the Proposed Hastings District Plan (As Amended by Decisions 15 September 2015) and Sections 104, 104B and 108 of the Resource Management Act 1991, resource consent as a non-complying activity is GRANTED in part to Kahungunu Health Services to convert a near-complete implement shed located at 151 Waitangi Road, Waimarama to a "place of assembly" on a site legally described as Waipuka 2T3 BLK X Kidnappers SD

#### SUBJECT TO THE FOLLOWING CONDITIONS:

#### **GENERAL**

- Unless otherwise altered by the conditions of this consent, the development shall proceed in accordance with the plans and information submitted as part of the resource consent application RMA20180494 (PID 59548):
  - a. The application and assessment of environmental effect titled "Resource Consent Application for Land Currently Occupied at 151 Waitangi Road, Waimarama", dated 22 November 2018, prepared by Development Nous Limited. (HDC reference: 59548#0288). Copy of site plan attached.
  - b. Development plans submitted as part of the building consent ABA20171619 (HDC reference: 59548#0274 copy attached)

#### Tsunami Evacuation Plan

2. The consent holder shall submit a Tsunami Evacuation Plan to the Environmental Consents Manager, Hastings District Council (or nominee) for approval, prior to use of the place of assembly.

#### Noise and Amenity Effects

- The consent holder shall ensure that the proposed activity complies with the following performance standards contained within the Proposed Hastings District Plan, at all times:
  - a. Section 25.1.6D of the Proposed Plan setting out the maximum noise limits for activities in Rural Zones;

The following noise limits shall not be exceeded at any point within the notional boundary of any noise sensitive activity on any other site within a Rural Zone, or at any point within the boundary of any site, in any Zone other than an Industrial Zone:

 Control Hours
 Noise Level

 0700 to 1900 hours
 55 dB L<sub>Aeq (15 min)</sub>

 1900 to 2200 hours
 50 dB L<sub>Aeq (15 min)</sub>

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2200 to 0700 hours the following day 45 dB  $L_{Aeq}$  (15 min) 2200 to 0700 hours the following day 75 dB  $L_{Atmax}$ 

b. Section 5.2.5D of the Proposed Plan outlining the lighting and glare requirements for activities in Plains Production zone.

All external lighting shall be shaded or directed away from any residential buildings or roads, and shall be less than 8 lux spill measured at a height of 1.5 metres above the ground at the boundary of the site.

#### Visual screening

- All windows and doors on the south-western and north-western sides of the building shall be fitted with frosted glass or other types of glazing that are opaque.
- 5. The three pane window on the top floor on the north-western side closest to the adjoining site at 145 Waitangi Road shall be removed and the remaining top floor windows shown on the southern and western elevation plans are to be opaque, double glazed and permanently fixed so they are nonopening.
- A wall, or other type of solid screen (visual and acoustic) shall be erected on the north-western face of the first floor deck so that there is no direct line of sight between the deck and the dwelling at 145 Waitangi Road.
- The existing vegetation on the site between the proposed building and the common boundary with 145 Waitangi Road shall be maintained with a maximum height of 6m by the Applicant.

Note: Maintained means the ongoing replacement of any dangerous, dead or dying matter, the replacement of any trees that are lost or are otherwise defective and the general preservation of the shelterbelt within the respective boundaries to a healthy standard. Any dead shrubs/trees shall be removed and replaced within the next growing season.

#### Building

8. A solid internal dividing wall, with no door, shall be erected on the ground floor of the building between the proposed garage area and the downstairs lounge – as shown with a dashed line on the Development plans submitted as part of the building consent ABA20171619 (HDC reference: 59548#0274, copy attached) to permanently separate the two parts of the building.

### Use of building and hours of operation

- Use of the facility shall be restricted to the hours of:
   7.00am to 10.00pm, 7 days a week (Monday to Sunday)
- 10. The building shall not be used for sleeping accommodation.

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11. That no further buildings shall be erected on this site including visitor accommodation units, supplementary dwellings, or buildings used for sleeping. (refer to Application Appendix B, HDC reference 59548#0288 page 46, for a plan of the existing buildings on the site)

#### Access Road and Passing Bays

12. Three passing bays shall be constructed by the applicant with a compacted all weather metal surface, and dimensioned to allow two large buses to pass each other, to the satisfaction of the HDC's Development Engineer (or his nominee) along the private road leading to 151 Waitangi Road.

Location, size, and spacing of the bays is to be agreed with the Development Engineer prior to construction.

The passing bays shall be constructed and approved by the Development Engineer prior to use of the place of assembly

#### Review condition

13. Pursuant to Sections 128 of the Resource Management Act 1991, the Council may review any or all of the conditions of this consent by giving notice of the review in October in any year after granting consent for the purpose of ensuring the conditions are adequate to deal with any adverse effects on the environment arising from the exercise of this consent, which were not foreseen at the time of the application.

#### Monitoring

14. A monitoring deposit of \$230 (including GST) shall be payable to cover the reasonable costs of monitoring compliance with the consent conditions in accordance with Council's schedule of charges. In the event of non-compliance being detected by monitoring or justified complaint and/or the costs of monitoring the consent exceeding the deposit, the costs to Council of any additional monitoring shall be paid by the consent holder in accordance with the Council's advertised schedule of fees.

#### Covenant

15. A Covenant pursuant to section 108(2)(d) of the Resource Management Act 1991 shall be registered on the certificate of title for the site (CFR: HBV1/1372) to secure the performance of Conditions 4 to 11 inclusive, and shall remain for the duration of this consent.

The covenant shall be registered <u>prior to the use of the building</u> as a place of assembly.

#### Advice Notes:

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- This consent relates to use of the building as a place of assembly, and does not authorise use of the site or any other buildings for any other activity.
- To avoid doubt, except as otherwise allowed by this resource consent, all land uses
  must comply with all remaining standards and terms of the relevant Hastings District
  Plan. The proposal must also comply with the Building Act 2004, Engineering Code of
  Practice and Hawke's Bay Regional Plans. All necessary consents and permits shall
  be obtained prior to development.
- Under Section 125 of the Resource Management Act 1991 a resource consent will lapse if not given effect to within 5 years of the date the consent was granted, unless an extension is authorised under Section 125(1A)(b).

#### REASONS

- That Conditions 4 and 5 will assist to mitigate the submitters' amenity and privacy concerns. Limiting the opening of windows will reduce the effect of noise emanating from the subject site towards 145 Waitangi Road and the use of non-transparent glass will prevent any sightline into or out of windows and doors facing the submitters' site as agreed by the Applicant at the hearing.
- That Condition 6 will assist to mitigate the submitters' amenity concerns regarding loss of privacy by removing the direct line of sight between the deck and the dwelling at 145 Waitangi Road.
- That Condition 7 will assist to mitigate the submitters' concerns regarding shading of their garden area by maintaining the existing vegetation and preventing any overhang onto 145 Waitangi Road.
- 4. That Condition 8 will assist in confining any possible noise emanating within the building and addressing safety issues by separating the garage and downstairs lounge area, preventing direct movement between these two areas, which in turn will keep these distinct use areas separate.
- 5. That Condition 9 limiting the hours of use of the site and precluding the use of the building for sleeping/accommodation purposes will assist in avoiding night time noise on the property at 145 Waitangi Road.
- That Condition 10, which prevents further buildings on the site will limit the scale of development within this rurally zoned area and reinforces the provisions of Condition 9 regarding the use of the building.

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- 7. That Condition 11 which addresses passing bays will allow provision for the ease of movement of vehicles in a safe manner for any increased traffic volumes to and from the site at 151 Waitangi Road.
- 8. That Condition 15 is appropriate to ensure awareness and compliance with conditions of consent that apply on an ongoing basis, and will ensure that if there is a change of ownership, the new owners will be alerted to the need to comply with the conditions.

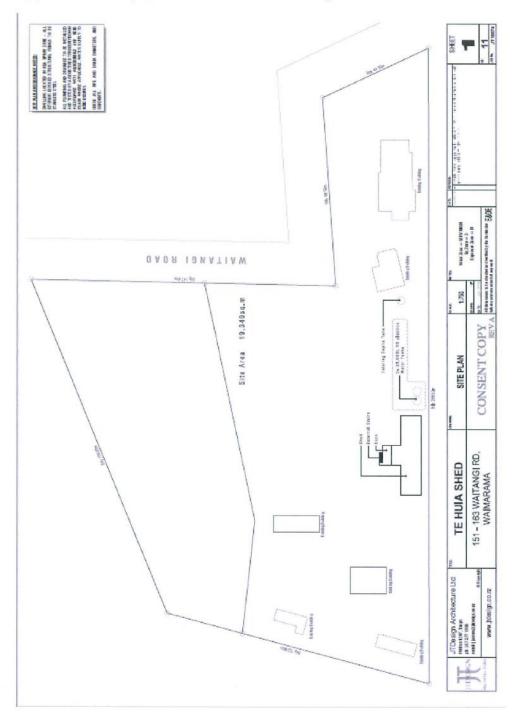
Chairperson:

George Lyons

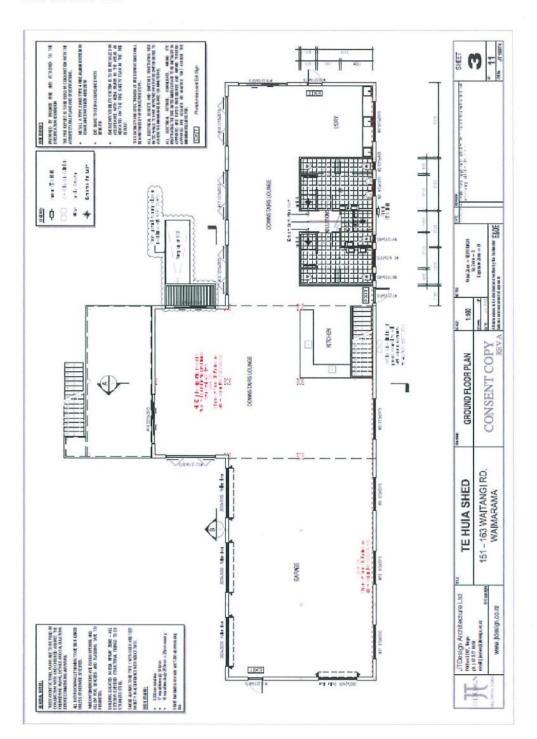
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November 2019

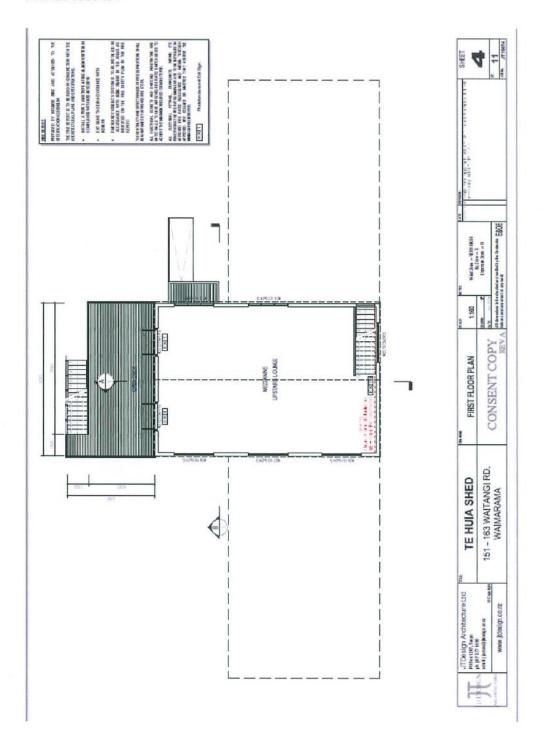
# Approved Plans (HDC reference 59548#0274)



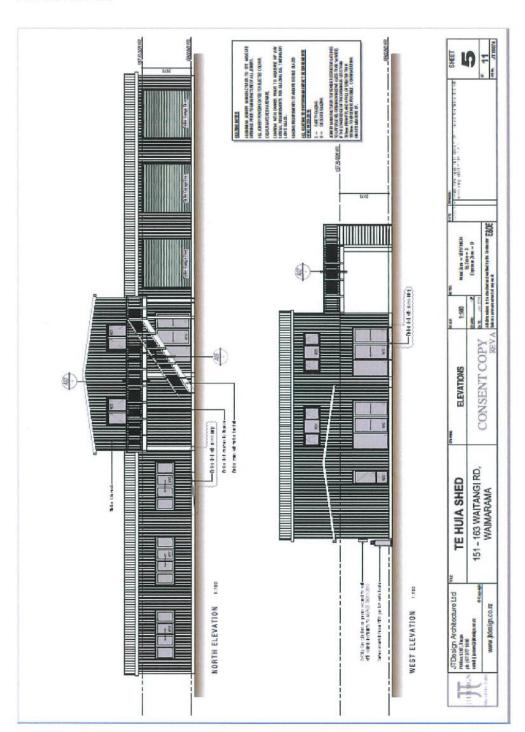
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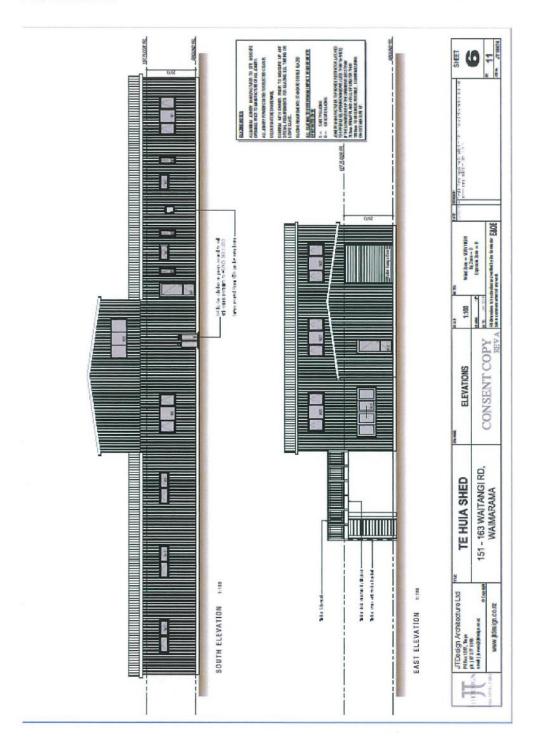
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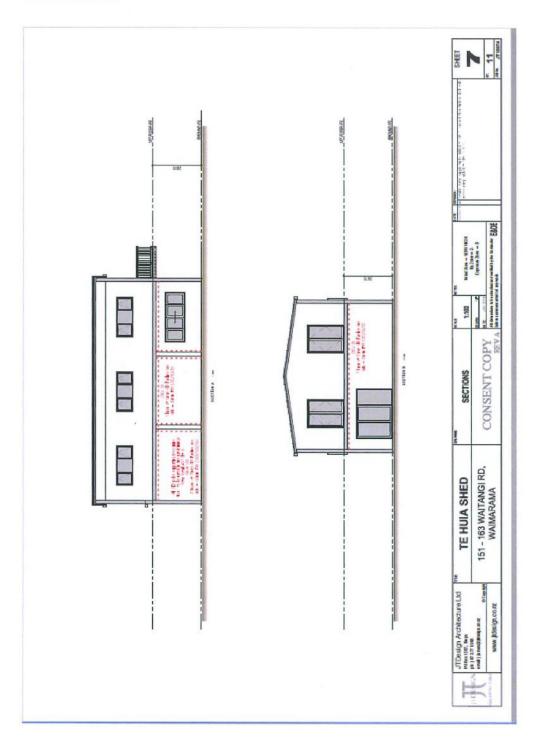


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# Existing Buildings (HDC reference 59548#0288, page 47)





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