

Leeds
CITY COUNCIL

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Report of the Chief Planning Officer

PLANS PANEL NORTH AND EAST

Date: 31st OCTOBER 2013

Subject: APPLICATION 13/03703/FU – A new 2FE (420 pupil) primary school and associated 26 place on land between Florence Street and Stanley Road, Harehills

APPLICANT

Leeds City Council

DATE VALID

14th August 2013

TARGET DATE

13th November 2013

Electoral Wards Affected:

Gipton & Harehills

Yes

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION: GRANT permission subject to the following conditions:

1. Time limit (3 years).
2. Development to accord with approved plans.
3. Details of levels to be submitted and approved.
4. Materials details and samples of external walling and roofing to be submitted and approved.
5. Surface materials to be submitted and approved.
6. Details of boundary treatments to be submitted and approved.
7. Landscape scheme to be submitted and implemented.

8. Landscape management plan.
9. Aftercare scheme.
10. Biodiversity protection and enhancement measures to be submitted and approved.
11. Area used by vehicles laid out, surfaced and drained.
12. Details of cycle parking and storage to be submitted and approved.
13. Submission of travel plan to be agreed.
14. Scheme to detail off site highway improvement and pedestrian safety measures.
15. Specified operating hours (construction); no Sunday / Bank Holiday operations.
16. Construction management plan to be submitted and approved.
17. Scheme to detail dust suppression.
18. Scheme to detail mud prevention
19. Screening arrangements for bins and sprinkler tank.
20. Separate systems of drainage for surface water and foul to be submitted and approved.
21. Details of works for dealing with surface water discharges to be submitted and approved.
22. No piped discharges of surface water until completion of drainage works.
23. Feasibility study into the use of infiltration drainage methods to be submitted and approved.
24. Scheme for surface water discharge from the development.
25. Sprinkler details and screening to be submitted and approved
26. Oil / grease Interceptor to be submitted and approved.
27. No development to take place with 3.5m of a sewer.
28. Details of external lighting to be submitted and approved.
29. Plans to require 1:20 typical detailing of door / window and eaves treatment to be submitted and approved.
30. Details of playing pitch layout and specification to be submitted.
31. Community use agreement to be submitted and approved.
32. Amendment of remediation statement to be submitted and approved.
33. Submission of verification report to be submitted and approved.
34. Report on unexpected contamination.
35. Employment and training strategy.
36. Submission of sustainability scheme to minimise carbon output and deliver renewable energy.
37. Implementation of off street highway works.

1.0 INTRODUCTION:

- 1.1 Children's Services have concluded a statutory process which aims to deliver a new primary school provision to be known as Nightingale Primary School. This proposal was approved by Executive Board at their meeting

of October 2012. The demand for additional primary school places is set out in a supporting statement prepared by Children's Services which indicates that within this catchment a two form entry to accommodate up to 420 children as well as plus a 26 place nursery is required. The scheme has also been designed to accommodate an extension in order to provide a further form of entry should that be required.

1.2 This application is presented to Members for determination following an earlier pre-application presentation to North and East Plans Panel on the 13th June 2013. At the time of the initial pre-app presentation Members were supportive of the proposal in principle and the general design solution. Members did however seek assurances that the introduction of a new primary school would not have a harmful impact upon the highway network and sought details in terms of supporting mitigation measures. The introduction of a parent drop off facility was also advocated by Members. The proposal is now presented with a package of supporting highway proposals to respond to earlier Member comments. In summary the scheme has been amended in the following ways:

- The provision of additional segregated staff car parking.
- Dedicated pupil drop off area.
- Segregated servicing provision.
- A package of off-site highway measures to manage on street parking and vehicle speeds.

2.0 PROPOSAL:

2.1 The project is to build a new two form entry primary school to provide 420 school places with a 26 place nursery on the Florence Street site of the together with parking, dedicated pedestrian routes, new playing pitches and multi-use games area. The site also includes the land occupied by the former household waste sorting site.

3.0 SITE AND SURROUNDINGS:

3.1 The site lies between Stanley Road to the south west, Ashley Road to the north west Florence Street to the north east and Compton Avenue to the south east. The context plan shows the site in relation to its surroundings. The site has frontages on Stanley Road, Florence Street and Compton Avenue but, terraced housing and a grassed area separate it from Ashley Road and, towards the site's southern corner, terraced housing separates it from Compton Avenue. A domestic waste recycling centre accessed from Stanley Road occupies the south western part of the site and a grassed area occupies the north eastern part.

3.2 The recycling centre operates as a waste transfer station with a one way system for public vehicular access around the outside of a bank of skips and service access for wagons delivering or collecting skips at the centre. The public entrance is approximately 60m, the service access approximately 140m and the public exit approximately 150m from Ashley Road. Areas of terraced housing surround the site on three sides and a cemetery occupies the fourth. St James's Hospital and Thackray Medical Museum are on Beckett Street south west of the site, Harehills Lane Shopping Centre runs along Compton Road and Harehills Lane to the east and there are other shops along Harehills Road to the north east.

4.0 RELEVANT PLANNING HISTORY:

4.1 The planning history of this site which is of any relevance is limited due to the previous industrial use of the site which predated planning controls. The impact of the previous use of the site and site remediation issues have however been fully considered as part of the assessment of this application.

5.0 HISTORY OF NEGOTIATIONS:

5.1 The applicant has been engaged in pre-application discussions with the applicant since mid-2011.

5.2 A public consultation event has been held and this was attended by Members of the local community, councillors, local community groups, parents. Governors, teachers, pupils and members of the design team. Positive feedback was received in the whole praising the form of the building the design of the interior / exterior spaces and the improvements to vehicular / pedestrian access. An issue was raised about the new pedestrian entrance from and the impact this will have on traffic and noise.

5.3 Children Services have met with Local Councillors to discuss the scope of the scheme. The feedback was generally positive.

5.4 As mentioned earlier, this scheme was first presented to North and East Plans Panel on the 13th June 2013. Below is a summary of the key issues Members raised:

- i) Members did not object to principle of providing a new school on this site nor were any issues raised in relation to the proposed siting, design and external appearance of the building.**
- ii Members expressed major concerns in relation to the implications the development would have upon the**

surrounding road network and sought assurances that the proposed school and surrounding land uses had been taken into account when assessing the proposed off site traffic management measures. Significant concerns were also raised in view of the fact that no provision had been made for parent parking or drop off facilities within the site that it was unacceptable for parent parking to be displaced on to the public highway. Members also sought further assurance that a robust and meaningful travel plan would also be put forward as part of a package of broader of measures to deal with highway issues

6.0 PUBLIC / LOCAL RESPONSE

- 6.1 The application was advertised by means of site notice and newspaper advertisement.
- 6.2 One representation has been received. Cllr Harrington has commented on the application and supports the proposal.

7.0 CONSULTATION RESPONSES

7.1 Statutory:

Highways - No objection in principle subject to conditions.

Environment Agency - No objection subject to conditions.

7.2 Non – statutory :

Yorkshire Water – No objection in principle subject to the submission of further details and subject to conditions.

Flood Risk Management - No objection in principle subject to conditions.

Transport Policy - No objection

Flood Risk Management – No objection subject to conditions

Contaminated Land - No objection in principle subject to the submission of further detail and planning conditions.

City Services – No objections.

8.0 PLANNING POLICIES:

- 8.1 The development plan includes the adopted Leeds Unitary Development Plan Review 2006 (UDPR) and the Natural Resource and Waste DPD, along with relevant supplementary planning guidance and documents.
- 8.2 The Submission Draft Core Strategy sets out strategic level policies and vision to guide the delivery of development investment decisions and the overall future of the district. On 26th April 2013 the Council submitted the Publication Draft Core Strategy to the Secretary of State for examination and an Inspector has been appointed. The examination of into the Core Strategy commenced on the 7th October 2013.
- 8.3 As the Council has submitted the Publication Draft Core Strategy for independent examination some weight can now be attached to the document and its contents recognising that the weight to be attached may be limited by outstanding representations which have been made which will be considered at the examination.
- 8.4 There are a number of relevant policies in the adopted Leeds UDP Review (2006) as follows:

BD5: New buildings should be designed with consideration of their own amenity and surroundings.

LD1: Landscape schemes to provide visual interest.

GP5: Development proposals should resolve detailed planning considerations.

GP11: Sustainability measures.

GP12: Carbon reduction measures.

N12: Urban design: Spaces between buildings of importance, new buildings should be good neighbours and respect character and scale of surroundings.

N13: Building design should be high quality and have regard to character and appearance of surroundings.

R5: Training and employment

T2: Development should not create problems of highway safety.

T24: Parking standards should be met.

8.5 Supplementary Planning Guidance / Documents:

SPG Neighbourhoods for Living.

Natural Resources and Waste Development DPD:

The Householder Waste Sorting Site (HWSS) is safeguarded for such use in this document. The relevant policy is Waste 2: "Safeguarding Existing Waste Management Capacity" and this states:

“Existing waste management sites shown on the Policies Map are safeguarded for continued use during the plan period. Increases in capacity or other improvements at these sites will be acceptable provided that the requirements of WASTE 9 are demonstrated.

Applications for change of use must demonstrate that there is either no longer a need to retain the site for waste management purposes or there is an overriding case for the proposed development that outweighs the need to retain the site for waste management purposes.”

National Planning Guidance:

- 8.6 National Planning Policy Framework - Encourages sustainable forms of development and good design.

9.0 MAIN ISSUES

1. Principle of development
2. Suitability of the site and relationship to adjacent
3. Design and layout issues
4. Impact upon surrounding residential amenity and living conditions
5. Highway issues
6. Landscape / tree issues
7. Contaminated land
8. Conclusion

10.0 APPRAISAL

Principle of development

- 10.1 Section 38(6) of the Planning & Compulsory Purchase Act 2004, indicates that in considering planning applications the determination must be made in accordance with the development plan unless material considerations indicate otherwise.
- 10.2 The site is centrally located within the urban area of Harehills. The site has previously been developed and is now a largely cleared and vacant area positioned within an area of residential character. The site is a prominent feature in the streetscene and is in need of investment and regeneration. The proposed development will result in the positive improvement and redevelopment of the site as well as providing primary school places in the catchment area.
- 10.3 The previous uses of the site are however an obvious cause for concern. To this end, the applicant has undertaken a ground investigation which

has revealed serious levels of contamination across the whole site. The extent and depth of the contamination suggests that that it would be unviable to remove the contamination. Instead, it is proposed that the contamination is capped and sealed. An independent review of the ground conditions has been undertaken and a detailed report produced which sets out remediation measures.

- 10.4 Members should also be mindful of a new policy statement issued jointly by the Secretary of State for Education and the Secretary of State for Communities and Local Government on the 15th August 2011. This sets out the Government's commitment to support the development of state-funded schools and their delivery through the planning system. It states that the Government is firmly committed to ensuring there is sufficient provision to meet growing demand for state-funded school places, increasing choice and opportunity in state-funded education and raising educational standards. It goes on to say that the Government believes that the planning system should operate in a positive manner when dealing with proposals for the creation, expansion and alteration of state-funded schools, and that the following principles should apply with immediate effect:
- i) There should be a presumption in favour of the development of state-funded schools, as expressed in the National Planning Policy Framework.
 - ii) Local authorities should give full and thorough consideration to the importance of enabling the development of state-funded schools in their planning decisions. The Secretary of State will attach significant weight to the need to establish and develop state-funded schools when determining applications and appeals that come before him for decision.
- 10.5 As noted at Panel in June of this year one of the Council's key priorities is to develop more sustainable waste management practices. The Council is also committed to realising increased performance in terms of waste reduction, re-use and recycling in order to reduce our reliance on landfill. It is not anticipated that the closure of this facility will significantly impact on the city's recycling performance as the Stanley Road HWSS achieves a lower recycling rate and accepts lower quantities of waste compared to the other urban redeveloped sites. This low usage is attributed to the fact that there are other HWSSs close by (East Leeds, Meanwood Road and Kirkstall Road). This coupled with the need to deliver a new primary school are factors to be considered in the context of Policy Waste 2.
- 10.6 Against this background it is considered that the principle of development is acceptable.

Suitability of the site and relationship to adjacent area

- 10.7 The site is located within in a sustainable location and predominantly residential in character. The site has previously been developed and is regarded as brownfield land. No objections are raised in principle to the proposed development in respect of its impact on the immediate environment and local highway network subject to appropriate mitigation measures.

Design and layout issues

- 10.8 The site layout plan shows the main scheme concept of accommodation arranged around two axes of the site formed by the street pattern of the adjacent houses and in response to Stanley Road to the south of the site. The proposed development is essentially centrally located within the site. The proposal comprises of both single and two storey elements which are 'forked' to reflect the geometry of the site. This in turn creates an attractive courtyard feature and helps efficiently use surrounding space. The positioning of the school centrally within the site provides the opportunity to make an architectural statement to the road frontage (Stanley Road). The topography of the site is steeply graded from Florence Street down to Stanley Road.
- 10.9 The levels across the site are a major design constraint and these have been addressed by using terracing. A staff car park off Ashley Road is located on the upper tier together with pedestrian and cycle links via Florence Street and Compton Avenue. The proposed playing fields and a MUGA are also positioned on this upper terrace fronting onto Florence Street and then stepping down by means of a ramp and steps as well as a planted embankment to the central area. Within this central area, the school is positioned together with hard surfaced play areas. The lower tier provides vehicular access to the site as well as an egress, staff parking and parent drop off facilities. Segregated pedestrian access is also provided.
- 10.10 The design of the school has also been influenced by the need to future proof to enable the school to be extended to a 3 form entry. Therefore the proposed extension zone is to be confined to one area of the site (to the east of the school block). This has influenced the space planning of the school in terms of the size and number of playing pitches.
- 10.11 In terms of scale, following an investigation of the external areas of the site, it is apparent that a single storey development solution could not be physically accommodated. Furthermore, to extend the school, and with minimum disruption, a horizontal arrangement is considered to be the most suitable proposal.

10.12 The proposed building style is of a simple form and of a traditional construction. The various single storey and two storey components of the proposal sit comfortably together and incorporate consistent and regular fenestration which is also articulated with a simple palette of materials. Additionally, and taking into account changes to the roof form, including monopitch, hipped and pitched roof and flat roof arrangements, it is considered that this helps create visual interest and variation and sit comfortably with the wider character and form of the area.

The building materials have been chosen with aesthetics, longevity, context and robustness in mind and in keeping with the surrounding houses. They will comprise of brickwork generally; a dark charcoal plinth will form the base to the main body of red brickwork. Artstone heads and cills will be included and stone coloured architectural masonry will be introduced to emphasis the main entrance. The pitched roofs will be an artificial slate type covering with single ply membrane to the flat areas.

10.13 The proposed scale and massing of the building is not out of keeping with the character of the immediate residential area. In this context, the proposed scale and massing of the development has been assessed in relation to its surroundings, topography, and the general pattern of heights in the area as well as views, vistas and landmarks. It is considered that the proposal satisfies RUDP planning policies BD5 and N12 in this regard and represents an acceptable design solution.

10.14 The proposed layout also includes the re-provision of new playing pitches, to the north east as well as a new MUGA to the east of the site. Elsewhere the scheme also proposes hard surfaced and grassed outdoor play areas as well as a proposed planted central embankment which is required to help address the difference in levels across the site. The layout and spatial relationship of these features are considered to be acceptable and will not harm the character of the area.

Impact upon surrounding residential amenity and living conditions

- 10.15 The proposed development has to be considered in terms of its impact upon the residential amenity afforded to nearby residents. The development is located within an area of predominantly residential character; the proposed development will be sited to the north side of the Stanley Road which is a busy radial road. To the east and west are rows of terraced housing where side gables of these properties face the site. To the north of the site the properties along Florence Street which include some commercial units overlook the site. In assessing the impact the proposed development will have upon the living conditions of surrounding residents, it is considered that there is no direct overlooking / overshadowing issues and the separation distances are also generous. It is further considered that there will be no demonstrable harm caused by means of noise or general disturbance associated with the use of a primary school.
- 10.16 To the immediate north east of the site a new playing pitch and MUGA is proposed. The separation distances to the nearest dwellings is considered to be acceptable and no flood lighting is proposed, there is also ample space to enable meaningful planting and screening measures to be introduced by means of planning condition. It is considered that the living conditions of surrounding residents have been safeguarded in this regard and satisfies policy GP5 of the Revised UDP.

Highway Issues

- 10.17 The site is located in a densely developed area where existing road conditions are busy and levels of congestion are high. The accompanying Preliminary Transport Assessment acknowledges these difficult conditions and advises that traffic management measures will need to be introduced within the local highway network to control excessive vehicle speeds, manage on-street parking and provide safe walking/crossing routes for pupils/parents travelling to the site on foot. On balance, the content and findings of the Preliminary Transport Assessment are accepted and the proposed development can be supported in principle in highway terms.
- 10.18 The site complies with the accessibility standards set out in the Core Strategy. However, the existing highway conditions in the vicinity of the site are busy/congested and the local pedestrian infrastructure is lacking in terms of facilitating journeys to the school on foot. Consequently, the proposed development includes measures to assist accessibility to the site by controlling vehicle speeds, managing on-street parking and providing dedicated pedestrian crossing facilities on Harehills Road, Stanley Road, Ashley Road, Florence Street and Compton Avenue.
- 10.19 The site will be served by an entry/exit vehicular access system on Stanley Road with a secondary access serving a staff car parking area off Ashley

Road. Parking restrictions will need to be provided in the vicinity of the Stanley Road accesses to ensure that satisfactory sightlines are available for drivers leaving the site. The extent of the parking restrictions will need to be taken into account and determined at the detailed design stage of the highway works.

- 10.20 In respect of car parking 53 staff including 4 disabled and 2 visitor spaces are now provided for the current proposed 2FE school which is expected to serve 50 full time equivalents (70 staff for the future 3FE extension) the proposed staff/visitor parking provision of 53 spaces is regarded as acceptable given all appropriate areas of the site have been explored and car parking maximised where possible. The proposal therefore satisfies RUDP parking guidelines. A further 22 off-street parking spaces are to be provided within the site to accommodate parent parking and a scheme of off-site highway works is proposed to assist in the control and management of any parking generated by the school within the local highway network.
- 10.21 In terms of cycle parking, the required level of parking for this mode of travel will be determined by the expected demand predicted by the school travel plan. Accordingly, the number and form of cycle parking spaces should be provided in accordance with the requirements of the Sustainable Education Travel Coordinator.
- 10.22 The proposals include a package of off-site highway works to improve accessibility to the site, manage on-street and control vehicle speeds within the local highway network. The works are currently indicated in draft form on a preliminary highway proposals plan. This will be presented to Members of Plans Panel.
- 10.23 The proposed new primary school is considered to have a negligible impact on public transport and no public contribution is required. The plans show a layby to the front for NGT. Stanley Road forms part of the protected alignment for a NGT extension into East Leeds. The early plans for this route would not require an NGT stop here, as one would be provided close by on Beckett Street. However the layby would be required to accommodate a relocated bus stop with the signalisation of the Beckett Street / Stanley Road junction. Therefore this feature should be retained on the plans as shown.
- 10.24 The scheme has been re-assessed in the light of Panel Members' comments and following the receipt of amended plans. In response to Member concerns, the layout plan has been modified to enable parent parking / drop off arrangements to be accommodated on site with an associated access and egress arrangement. The revised layout indicates that provision has been for 22 dedicated parent car parking spaces, which

is adjacent to the principal entrance of the building. In terms of staff, visitor and disabled parking arrangements, a total of 53 car parking spaces are now provided which includes 28 staff spaces served off Ashley Road.

- 10.25 The application was also submitted with a draft travel plan, which assesses the transport needs of the school to improve the accessibility and safety for all modes of transport. Colleagues in the Travelwise section have accepted the principle of the plan subject to it being updated. A suitable planning condition will control the delivery and implementation of the Travel Plan.
- 10.26 Against this background the Council's Highway Engineer has raised no objections to the principle of development, subject to conditions, the implementation of an agreed travel plan and a package as well as the delivery of off-site highway measures as listed above. It is considered that these revisions positively respond to Panel Members concerns and all highway issues have now been satisfactorily addressed. It is therefore considered that policies T2 and T24 of the Revised UDP are satisfied.

Landscape / tree issues

- 10.27 The Council's Landscape Architect has been consulted on the proposal and has made no objection to the principle of development subject to conditions. The proposal will result in a significant improvement to landscape quality with the introduction of new tree planting to the site frontage and in areas along the other boundaries. There will also be a band of trees planted across the middle of the site. This in conjunction with other soft landscaping will result in a significant enhancement in the character and visual amenities of the site and local area. Against this background it is considered that the proposal complies with policy LD1 of the Revised UDP.

Contaminated land

- 10.28 The site was undeveloped until a refuse destructor (incinerator) was built. This was constructed between 1854 and 1893, the exact date of construction is not known. By 1908, the site was developed further with a tramway depot and houses as well as more buildings related to the destructor. The 1921 mapping shows that the tramway depot had been extended and a cinema built. By the early 1970s the tramway depot building was being used as a disinfection centre. The site was cleared by 2004, except for the houses and became a recycling centre; the houses were all demolished by 2012. The site is heavily contaminated and the initial site investigation report identifies the presence of heavy metals, asbestos and gas.

- 10.29 The proposed remediation strategy does not involve removing the contamination from site but capping it and sealing the material. The introduction of hardstanding across a large proportion of the site will mitigate the risk in these areas; however in areas of soft landscaping further remediation will be required. As part of the development of the site, an earthworks cut and fill exercise is being undertaken to create the appropriate site levels and minimise the removal of any materials from the site.
- 10.30 Colleagues in land contamination have raised no objection to the principle of development but have sought further technical details to support the application. This was additional information was provided on the 18th September and includes:
- Additional SI data from 2013
 - Standalone Remediation Statement
- 10.31 This revised detail is currently being reviewed by land contamination colleagues and a further update will be presented to Panel Members.

11.0 CONCLUSION

- 11.1 The proposed development is considered to be acceptable in planning terms and lies within an area of sufficient size to accommodate such a use without having a detrimental impact upon both the visual and residential amenity of the area as well as its general character.
- 11.2 Overall, it is considered that the proposed scheme is of an acceptable quality in design terms and delivers new and essential educational accommodation on a site which is derelict and in need of redevelopment and investment
- 11.3 The scheme has been redesigned in response to earlier Member concerns to provide additional staff parking and a new parent drop off arrangement as well as proposed off site measures to improve both pedestrian safety and highway improvements which will help mitigate against any potential traffic impacts should they arise. Against this background it is recommended that the application is supported.

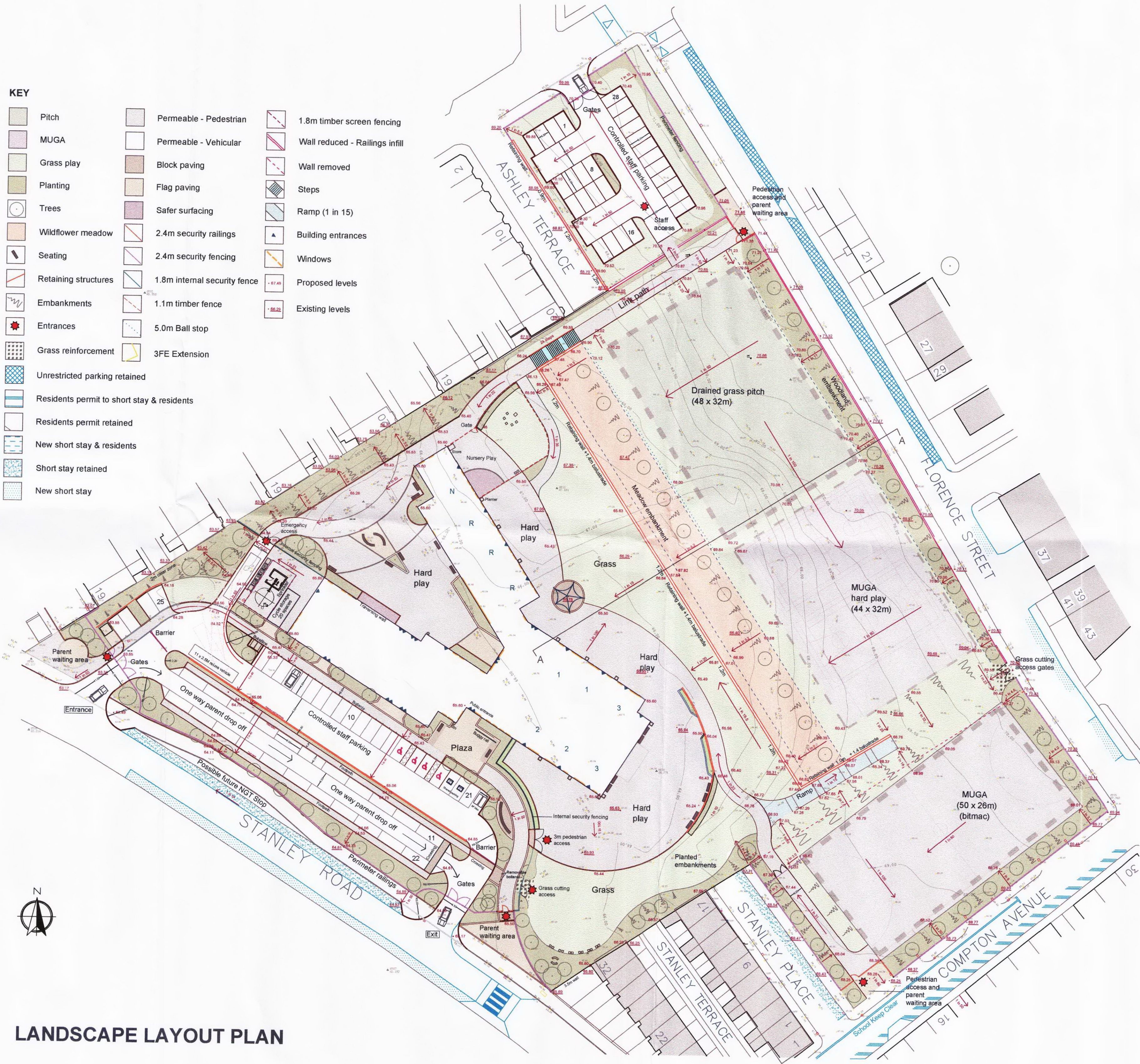
Background Papers

Application file: 13/03703/FU

Certificate of Ownership: Leeds City Council

KEY

- | | | | | | |
|--|--|--|------------------------------|--|--------------------------------|
| | Pitch | | Permeable - Pedestrian | | 1.8m timber screen fencing |
| | MUGA | | Permeable - Vehicular | | Wall reduced - Railings infill |
| | Grass play | | Block paving | | Wall removed |
| | Planting | | Flag paving | | Steps |
| | Trees | | Safer surfacing | | Ramp (1 in 15) |
| | Wildflower meadow | | 2.4m security railings | | Building entrances |
| | Seating | | 2.4m security fencing | | Windows |
| | Retaining structures | | 1.8m internal security fence | | Proposed levels |
| | Embankments | | 1.1m timber fence | | Existing levels |
| | Entrances | | 5.0m Ball stop | | |
| | Grass reinforcement | | 3FE Extension | | |
| | Unrestricted parking retained | | | | |
| | Residents permit to short stay & residents | | | | |
| | Residents permit retained | | | | |
| | New short stay & residents | | | | |
| | Short stay retained | | | | |
| | New short stay | | | | |



LANDSCAPE LAYOUT PLAN

Rev	By	Detail - PLANNING	Date

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PROJECT
Nightingale Primary Academy

DRAWING TITLE
Landscape Layout
PLANNING

DATE
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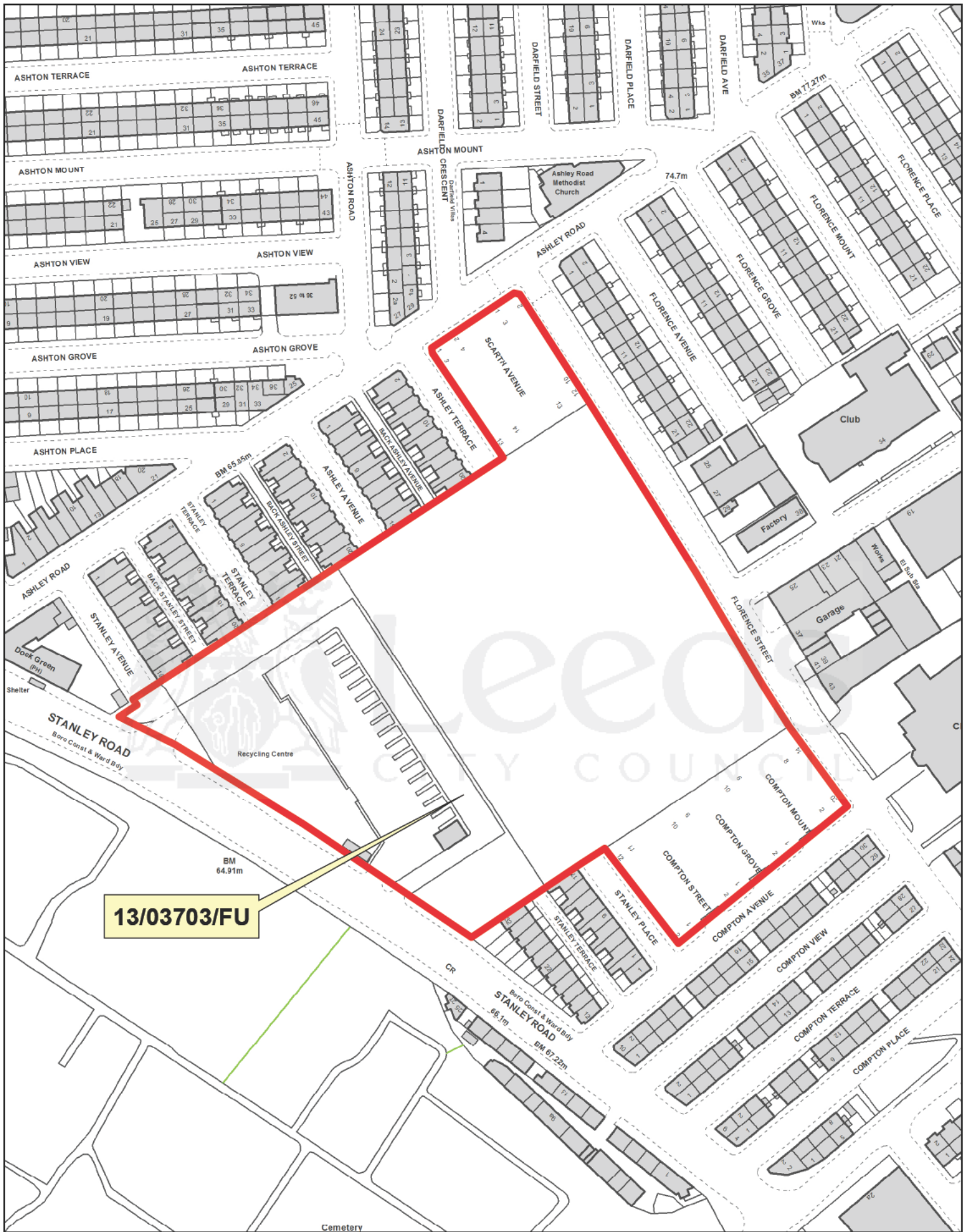
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NORTH AND EAST PLANS PANEL

