DEVELOPMENT MANAGEMENT PANEL

21 NOVEMBER 2011

- Case No: 1101250FUL (FULL PLANNING APPLICATION) AND 1101251LBC (LISTED BUILDING CONSENT APPLICATION)
- Proposal: DEMOLITION OF EXISTING OUTBUILDINGS AND REPLACEMENT WITH SINGLE STOREY EXTENSION TO PROVIDE ANCILLARY GUEST/TOURIST ACCOMMODATION. ALTERATIONS TO LISTED BUILDING AND PROVISION OF NEW VEHICULAR ACCESS
- Location: WEST FARM THE LANE

Applicant: MR R PURSER

Grid Ref: 513818 271865

Date of Registration: 19.07.2011

Parish: EASTON

RECOMMENDATION - APPROVAL

1. DESCRIPTION OF SITE AND APPLICATION

- 1.1 This is a grade II listed building within Easton. The farmhouse is 16th century in origin with later single-storey outbuildings to the side, abutting the north façade. There is presently no link between the existing farmhouse and the outbuildings. The outbuildings comprise of a brick built stable building with pitched roof; and block and timber cattle shed with mono-pitched roof and open sides. These are also structurally in a poor state of repair. Also within the curtilage is a garden area and hardstanding. Further to the north are two modern agricultural buildings.
- 1.2 It is specified in the Planning, Heritage, Design and Access Statement submitted with the application that 'West Farm is a working cattle farm, and with farmland abutting the application site'. Additional information submitted states that 'the farm comprises 19.86ha (49.07acres) in total; made up of 18.60ha (45.96acres) of grassland and 1.26ha (3.11acres) yard, buildings and orchard. The grassland includes grazing land and hay making. There are approx. 20-30 head of breeding cattle.
- 1.3 This is a joint report for 1101250FUL and 1101251LBC for the demolition of existing outbuildings and replacement with single-storey extension to provide additional accommodation as part of the main house and ancillary guest / tourist accommodation. Alterations to the listed building (internal alterations and the replacement of windows with doors) and provision of new vehicular access are also proposed.

2. NATIONAL GUIDANCE

- 2.1 **PPS1: "Delivering Sustainable Development" (2005)** contains advice on the operation of the plan-led system.
- 2.2 **PPS4:** "**Planning for Sustainable Economic Growth**" (2009) sets out the Government's comprehensive policy framework for planning for sustainable economic development in urban and rural areas.
- 2.3 **PPS5:** "**Planning for the Historic Environment**" (2010) sets out the Government's planning policies on the conservation of the historic environment.
- 2.4 **PPS7: "Sustainable Development in Rural Areas" (2004)** sets out the Government's planning policies for rural areas, including country towns and villages and the wider, largely undeveloped countryside up to the fringes of larger urban areas.
- 2.5 **PPG13: "Transport" (2011)** provides guidance in relation to transport and particularly the integration of planning and transport.
- 2.6 **PPS25:** "**Development and Flood Risk**" (2010) sets out Government policy on development and flood risk. Its aims are to ensure that flood risk is taken into account at all stages in the planning process to avoid inappropriate development in areas at risk of flooding, and to direct development away from areas of highest risk. Where new development is, exceptionally, necessary in such areas, policy aims to make it safe, without increasing flood risk elsewhere, and, where possible, reducing flood risk overall.
- 2.7 **Good Practice Guide on Planning for Tourism (2006)** contains advice on tourism and the role of the planning system in facilitating the development and improvement of tourism in appropriate locations.
- 2.8 **Draft National Planning Policy Framework: Consultation (2011)** sets out the Government's key economic, social and environmental objectives and the planning policies to deliver them. The intention is that these policies will provide local communities with the tools they need to energise their local economies, meet housing needs, plan for a low-carbon future and protect the environmental and cultural landscapes that they value. It seeks to free communities from unnecessarily prescriptive central government policies, empowering local councils to deliver innovative solutions that work for their local area.

For full details visit the government website <u>http://www.communities.gov.uk</u> and follow the links to planning, Building and Environment, Planning, Planning Policy.

3. PLANNING POLICIES

Further information on the role of planning policies in deciding planning applications can also be found at the following website: <u>http://www.communities.gov.uk</u> then follow links Planning, Building and

Environment, Planning, Planning Information and Guidance, Planning Guidance and Advice and then Creating and Better Place to Live

- 3.1 East of England Plan Revision to the Regional Spatial Strategy (May 2008) Policies viewable at <u>http://www.go-east.gov.uk</u> then follow links to Planning, Regional Planning then Related Documents
 - **ENV6**: "The Historic Environment" Within plans, policies, programmes and proposals local planning authorities and other agencies should identify, protect, conserve and, where appropriate, enhance the historic environment of the region including Conservation Areas and Listed Buildings.
 - **ENV7**: "Quality in the Built Environment" requires new development to be of high quality which complements the distinctive character and best qualities of the local area and promotes urban renaissance and regeneration.
- 3.2 Cambridgeshire and Peterborough Structure Plan (2003) Saved policies from the Cambridgeshire and Peterborough Structure Plan 2003 are relevant and viewable at <u>http://www.cambridgeshire.gov.uk</u> follow the links to environment, planning, planning policy and Structure Plan 2003.
 - None relevant
- 3.3 Huntingdonshire Local Plan (1995) Saved policies from the Huntingdonshire Local Plan 1995 are relevant and viewable at www.huntingdonshire.gov.uk/localplan95
 - En2: "Character and setting of Listed Buildings" indicates that any development involving or affecting a building of architectural or historic merit will need to have proper regard to the scale, form, design and setting of that building
 - En18: "Protection of countryside features" Offers protection for important site features including trees, woodlands, hedges and meadowland.
 - **En20**: "Landscaping Scheme". Wherever appropriate a development will be subject to the conditions requiring the execution of a landscaping scheme.
 - **En25**: "General Design Criteria" indicates that the District Council will expect new development to respect the scale, form, materials and design of established buildings in the locality and make adequate provision for landscaping and amenity areas.
 - **H30**: "Existing Residential Areas" Planning permission will not normally be granted for the introduction of, or extension to, commercial uses or activities within existing residential areas where this would be likely to have a detrimental effect on amenities.
 - **H34**: "Extensions to Dwellings" should have regard to the amenity and privacy of adjoining properties.
 - **E7**: "Small Businesses" will normally be supported subject to environmental and traffic considerations.
 - **To1**: "Promotion and Development" offers support for the development of tourism opportunities at an appropriate scale.

- **To2**: "Promotion and Development" new and improved tourist facilities will be encouraged where the scale and location is not environmentally detrimental and in keeping with the landscape and not damaging to residential amenities.
- **To7**: "Accommodation" the District council will sympathetically consider proposals for changes of use and conversions of existing buildings and extension and refurbishment of existing accommodation subject to normal planning considerations.
- **To11**: "Farm Tourism" the District Council will support farm based developments which support tourism, subject to agricultural considerations, where they are not environmentally detrimental nor damaging to residential amenities, and where satisfactory access and car parking can be provided.
- 3.4 Huntingdonshire Local Plan Alterations (2002) Saved policies from the Huntingdon Local Plan Alterations 2002 are relevant and viewable at <u>www.huntingdonshire.gov.uk/localplan</u> Then click on "Local Plan Alteration (2002)
 - **HL5**: "Quality and Density of Development" sets out the criteria to take into account in assessing whether a proposal represents a good design and layout.
- 3.5 Policies from the Adopted Huntingdonshire Local Development Framework Core Strategy 2009 are relevant and viewable at <u>http://www.huntsdc.gov.uk</u> click on Environment and Planning then click on Planning then click on Planning Policy and then click on Core Strategy where there is a link to the Adopted Core Strategy.
 - CS1: "Sustainable development in Huntingdonshire" all developments will contribute to the pursuit of sustainable development, having regard to social, environmental and economic issues. All aspects will be considered including design, implementation and function of development e.g., by making best use of land, buildings and existing infrastructure.
- 3.6 Policies from the Development Management DPD: Proposed Submission 2010 are relevant.
 - E1: "Development Context" development proposals shall demonstrate consideration of the character and appearance of the surrounding environment and the potential impact of the proposal.
 - E3: "Heritage Assets" proposals which affect the District's heritage assets or their setting should demonstrate how these assets will be protected, conserved and where appropriate enhanced.
 - P7: "Development in the Countryside" development in the countryside is restricted to those listed within the given criteria.
 a. essential operational development for agriculture, horticulture or forestry, outdoor recreation, equine-related activities, allocated mineral extraction or waste
 b. development required for new or existing outdoor leisure and recreation where a countryside location is justified

c. renewable energy generation schemes

d. conservation or enhancement of specific features or sites of heritage or biodiversity value

e. the alteration, replacement, extension or change of use of existing buildings in accordance with other policies of the LDF;

f. the erection or extension of outbuildings ancillary or incidental to existing dwellings;

g. sites allocated for particular purposes in other Development Plan Documents

• **P8**: "Rural Buildings" – proposals for the replacement for business purposes of buildings that are not of historic or architectural value but that fulfil criteria a, c and d below will be supported provided that they demonstrate that they bring about a clear and substantial improvement in terms of the impact on the surroundings, the landscape and / or the type and amount of traffic generated, and would not involve an in increase in scale.

a. of permanent and substantial construction, is structurally sound and capable of conversion and in an accessible location; or

b. of historic or architectural value which the scheme will preserve Proposals will be expected to show that the building will not be substantially altered or increased in footprint or scale.

Where a business reuse, including tourist accommodation, is proposed this will be supported provided that:

c. the employment generated is of a scale and type that is consistent with the specific location; and

d. the proposal is accompanied by an acceptable travel plan.

• **P9**: "Farm Diversification" a sustainable proposal for a farm diversification scheme will be supported where it makes an ongoing contribution to sustaining the farm business as a whole. A proposal should:

a. be complementary and subsidiary to the agricultural operations on the farm;

b. be of a scale, character and location that are compatible with the landscape setting of the proposal

c. not have a detrimental impact on any area of nature conservation importance

d. not involve built development on any site that does not contain existing built development, unless the reuse or redevelopment of existing buildings, on the holdings, for the intended use, is not feasible or an opportunity exists to demolish an existing structure and re-build in a location that makes a clear and substantial improvement to the surrounding area

e. not involve a significant, irreversible loss of the best and most versatile agricultural land

f. ensure that the type and volume of traffic generated could be accommodated within the local highway network.

P12: "Tourist Accommodation" – proposals for other (non Hotel) tourist accommodation will be acceptable where the proposal: is on a site within the existing built-up area of a Market Town, Key Service Centre or Smaller Settlement or within a specific allocation or an identified direction of mixed use growth set out elsewhere in the LDF; or c. is for the conversion or replacement of suitable existing buildings in the countryside and the proposal complies with other relevant policies. The occupation of new tourist accommodation will be restricted through the use of

conditions or legal agreements to ensure tourist use and not permanent residential use

- 3.7 **SPD Huntingdonshire Design Guide 2007**
- 3.8 SPD Huntingdonshire Landscape and Townscape Assessment 2007
- 3.9 SPG Re-use and redevelopment of farm buildings and outbuildings (2003)

4. PLANNING HISTORY

4.1 There is none relevant to the determination of this proposal.

5. CONSULTATIONS

- 5.1 **Easton Parish Council recommend refusal** (COPY ATTACHED)
- 5.2 CCC Highways no objections, subject to conditions
- 5.3 Alconbury and Ellington IDB no objection to the proposed development
- 5.4 CCC Rights of Way and access team Cherry Orchard Lane is registered on the Definitive Map and Statement (the legal record of public rights of way) as a restricted byway. The question of land ownership is not one that can be answered definitively. The surface of the route is vested in the highway authority by virtue of its status as a public right of way. It may or may not be that the subsoil is privately owned.

6. **REPRESENTATIONS**

6.1 Five letters of representation have been received raising the following issues:

- vehicles entering and leaving West Farm via the proposed new access would drive over a lay-by in front of 5 and 6 The Lane that is disputed as not being highway land

- application site should not include Cherry Orchard Lane and drains from the proposed new buildings should not be sited within Cherry Orchard Lane

- the owner of West Farm rents his fields to a cattle farmer for grass, but does not keep cattle himself

- the new vehicle access is inappropriate and would cause safety issues

- tourist accommodation is not suitable for Easton

- increase in traffic in the village

- the proposal would restrict use of garage entrance for Carrock Cottage, The Lane

7. SUMMARY OF ISSUES

7.1 The main issues to consider in this instance are the principle of part change of use of the site to tourist accommodation; suitability of the design, scale and proportions of the proposal(s) in relation to the existing listed building; impact of the proposal(s) on the amenities of neighbouring properties; and highways issues.

Principle:

- 7.2 Policy EC7 of PPS4: Planning for Tourism in rural areas states that 'local planning authorities should support sustainable rural tourism that benefit rural businesses, communities and visitors and which utilise and enrich, rather than harm, the character of the countryside, its towns, villages, buildings and other features. Local planning authorities should through their LDF's support the provision of tourist facilities and wherever possible, locate tourist facilities in existing buildings or replacement buildings, particularly where they are located outside existing settlements'.
- 7.3 Policy To11 of the Local Plan 1995 generally supports farm based tourist developments in the countryside, where the scale and location is neither environmentally detrimental nor damaging to residential amenities.
- 7.4 The listed farmhouse and attached brick built stable building is considered to be within the built-up framework of the settlement of Easton. The blockwork and timber animal shelter (and the large agricultural building within the red line of the site), to be replaced with the additional guest / tourist accommodation, is considered to be outside the built-up framework of the settlement at the edge of the village in open countryside, although there are a number of residential and agricultural buildings in the vicinity. This application proposes an almost like for like footprint reconstruction of the existing building and the site forms part of the larger farm site. Policy P8 of the DM DPD provides support for the replacement of rural buildings for business use, including tourist accommodation.
- 7.5 The proposed additional guest / tourist accommodation of two, 1-bed units is considered to be of a scale appropriate to this location. Whilst there is no travel plan submitted with the application it is considered that with the scale of holiday let proposed it would be excessive to require one in this case.
- 7.6 As such the principle of development is acceptable and complies with national and local planning policy.

Design and impact on listed building:

- 7.7 This is a 16th Century farmhouse, timber framed and plastered with the west wall replaced with a yellow gault brick. There is a plain tile roof. Large rendered stone side stack to hall in east wall with two carved medieval heads. 19th Century stack to south. West facing façade has two first floor three light windows and three ground floor similar windows. Yellow brick gabled porch. Interior has inglenook hearth and exposed ceiling beams.
- 7.8 The existing farmhouse at ground floor provides a lounge, dining room, kitchen / pantry and lobby. The attached outbuildings to be demolished and replaced are of modern construction. The stables are constructed of a red brick with shallow pitched roof of profile sheeting; there is a block and timber built animal shelter, open on

three sides above the blockwork, with profile sheet roof. The footprint of the existing outbuildings is 31m in length by 4.6m depth. It is considered that the outbuildings are historically significant by nature of their position and size in relation to the listed farmhouse and as such any replacement should maintain the relationship through position and size.

- 7.9 The footprint of the proposed replacement building is 31m in length by 5.35m depth (for the house extension) and 5m depth (for the proposed additional guest / tourist accommodation). The proposed house extension will have a ridge height of 3.7m and 2.2m eaves height; the additional guest / tourist accommodation will have a ridge height of 3.5m and 2.2m eaves height. The levels of the site would mean a difference in ridge heights of 0.5m.
- 7.10 The proposed extension to the listed building would allow for internal alterations to the layout so that the lounge would become a dining room, kitchen / pantry would become a lounge; and the proposed extension would provide a new kitchen, utility, shower room and family room.
- 7.11 The additional guest / tourist accommodation would provide 2 x guest rooms with en-suite facilities linked to a communal kitchen / dining area. There would be an internal link between the proposed extension to the listed building and additional guest / tourist accommodation. The proposed tourist accommodation is designed to provide inclusive access and built in accordance with Part M of the Building Regulations.
- 7.12 The use of materials, scale and detailing for the replacement is appropriate in respect of the relationship with the listed building, therefore the proposals comply with CS1, ENV6, ENV7, En2, En25, E1 and E3.

Neighbour amenities:

- 7.13 The proposed relocation of the access, although it would be nearer to No 5 and 6 The Lane than the existing access, would have better geometry and visibility splays than the existing access to West Farm and as such would improve the relationship of vehicular traffic with other road users. It is considered that the level of proposed vehicular traffic will not increase significantly to the current levels and as such the proposal would not have a significant detrimental impact on neighbour amenity in this regard.
- 7.14 The proposed replacement extension is of a size, scale and form comparable with the existing outbuildings, and as such this element of the proposal would not have a significant detrimental impact on neighbour amenity.
- 7.15 The proposal therefore complies with CS1, H30, H34.

Highways issues:

7.16 As part of the proposals, it is the intention to close the existing vehicular access that runs directly to the east of the listed farmhouse; and construct a new wider access further to the east by approx.15m.

It is stated in the supporting documentation submitted with the application that 'the new access is proposed for safety reasons, as the applicant has young children, and also to improve the setting of the listed building'.

- 7.17 A report prepared by 'Savills Transport Planning' was submitted with the application in respect of the existing and proposed access arrangements.
- 7.18 It is stated that 'whilst the application is residential in nature, the predominant function of the site in highway terms is that of an agricultural operation. Access proposals must therefore be capable of accommodating vehicles typically associated with modern agricultural operations. The restricted carriageway and verge width of The Lane currently results in vehicles entering / exiting the existing access over-running opposite and adjacent verges. The existing frontage hedge adjacent restricts access visibility. The Lane is unsuitable to cater for articulated service vehicles normally associated with modern agricultural operations; the largest commercial vehicle visiting the site is therefore a 10m rigid HCV (32 tonne, 8 wheel tipper lorry).
- 7.19 A plan submitted with the application shows the provision of a 6.0m wide access road, with 6.0m radius kerbs. The Savills report states 'the autotracking shown on the drawing demonstrates the access is workable for the maximum length HCV visiting the agricultural holding'.
- 7.20 CCC Highways has raised no objections to the proposals, subject to conditions relating to gates, access width, construction, visibility splays, and existing access closed off.
- 7.21 Two car parking spaces are proposed for the additional guest / tourist accommodation which are considered acceptable.
- 7.22 The use of the holiday lets will be conditioned so that it shall only be used by persons who have a main residence elsewhere. There is sufficient space within the curtilage for parking for the dwelling and the holiday units and for manoeuvring of vehicles to allow them to enter and leave in a forward gear.
- 7.23 As such, subject to conditions, there is considered to be no significant harm caused to highway safety through the proposed development.

Other issues:

7.24 **Restricted byway** – the current situation regarding Cherry Orchard Lane is given in the comments from CCC Rights of Way. Whilst this issue is raised by the applicant, the Parish Council and third parties, a refusal could not be sustained on these grounds particularly as the proposed extension to replace the existing buildings will not extend into this area.

Conclusions:

7.25 The proposed development is considered to be acceptable as:

- The principle of the residential extension and use as guest/tourist accommodation by those with a main residence elsewhere is acceptable in this location

- There is no detrimental impact to the character and appearance of the listed building

- there is no detrimental impact on residential amenity

- there would be no significant adverse impact on highway safety

RECOMMENDATION - APPROVE subject to conditions to include the following:

1101250FUL

2003	Time limit
Nonstand	No gates
Nonstand	Access width
Nonstand	Access construction
Nonstand	Parking.turning/loading
Nonstand	Temp facilities during construction
Nonstand	Visibility splays
Nonstand	Junction laid out with radius kerbs
Nonstand	Existing access closed off
Nonstand	Details of works to listed building/method of supporting structure
Nonstand	Structural arrangements
Nonstand	Details of rooflights, rainwater goods, verge and eaves, joinery, materials, extractor vents etc
Nonstand	Use of guest/tourist rooms

1101251LBC

2003	Time limit	
Nonstand	Details of works to listed building/method of supporting structure	
Nonstand	Structural arrangements	
Nonstand	Details of rooflights, rainwater goods, verge and eaves, joinery, materials, extractor vents etc	

CONTACT OFFICER:

Enquiries about this report to Ms Dallas Owen Development Management Officer 01480 388468

Polali

EASTON PARISH COUNCIL

Church Road Easton Huntingdon PE28 0TU

10th September 2011

Head of Planning Services Pathfinder House St Mary's Street Huntingdon PE29 3TN

Application Number: 1101250-251FUL - West Farm, Easton

Demolition of existing outbuilding and replacement with single storey extension to provide ancillary guest/tourist accommodation, alterations to listed building and provision of new vehicular access

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Refusal The main concerns of the Parish Council are:

a) provision of new vehicular access

The Lane, and Chapel Lane leading into The Lane are both extremely narrow (in parts only approximately 3 metres in width) single carriageway roads and the turn into the new access would necessitate use of land which it is understood is owned privately and not public highway. It is also understood that the construction of this particular area is merely stone chipped and has no substantial foundation. Until the ownership is clarified the Parish Council cannot approve the provision of the new access as this would trespass on and intrude into the privacy of the inhabitants of nos. 5 & 6 The Lane. The access to and from the site from Easton Road necessitates the negotiation of a very narrow tight bend with immediate high hedges unsuitable for anything other than a small vehicle. It is of concern that the access is required by HCVs trying to reach the site and blocking The Lane in the attempt. There is no pavement along this part of, or indeed hardly any of The Lane and none at all in Chapel Lane which makes road safety additionally important, especially with children walking this route to the bus stop for the school bus.

(b) accuracy of site plan

The site plan shows an area in the ownership of the applicant which is inaccurate as the land adjacent to the west side of the house and proposed new building is a restricted byway known on the definitive map as Cherry Orchard Lane. No objection has been expressed to the design or the position of the immediate part of the extension which is to adjoin the house. However there are objections to the proposal regarding the drainage of this new building. The site plan shows drainage to the west to a soakaway running over and foul sewer drainage running the length of the restricted byway, which is not in the ownership of the applicant as suggested by the site plan.

It is hoped the views of the Parish Council will be considered and rectification, correction and amendment made before any approvals are granted.

Yours faithfully

Easton Parish Council

Anthea Beer clerk to Easton Parish Council

telephone: 01480 890332

cell: 07771 606161

email: clerk_eastonpc@yahoo.co.uk

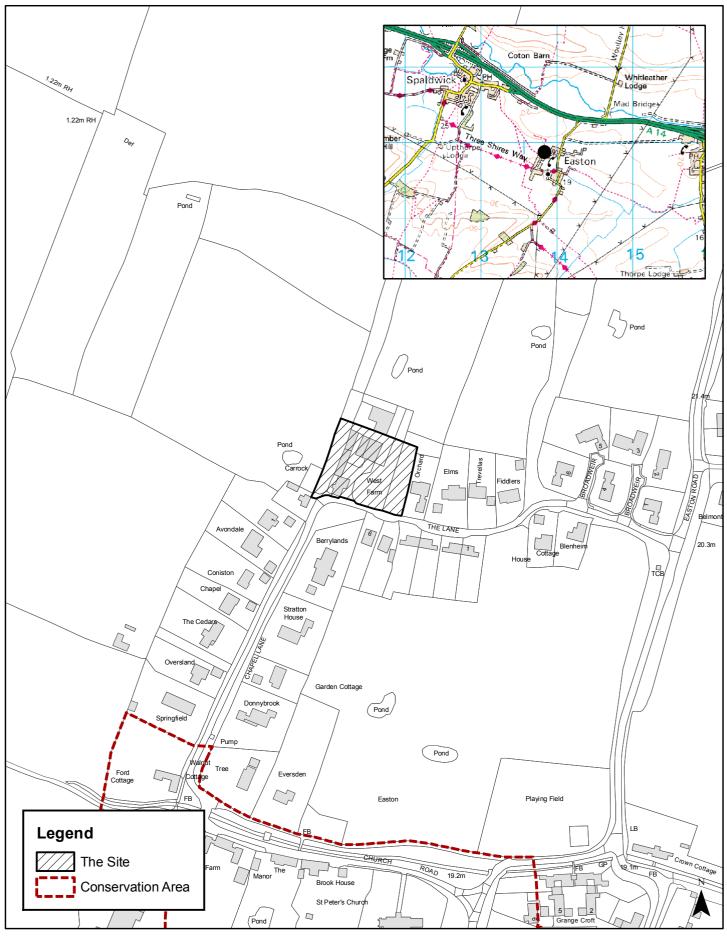
Development Management Panel

Application Ref: 1101250FUL and 1101251LBC

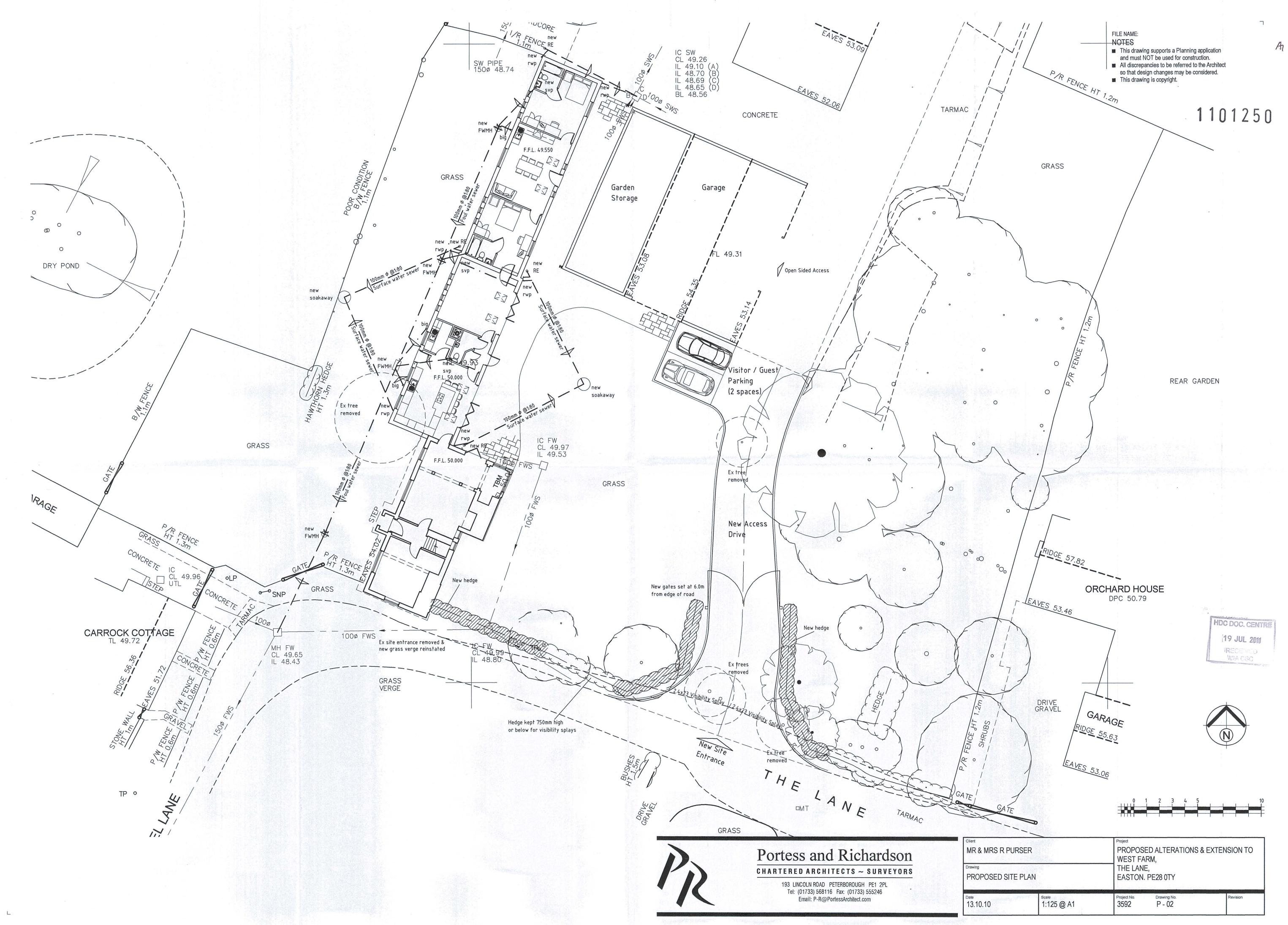
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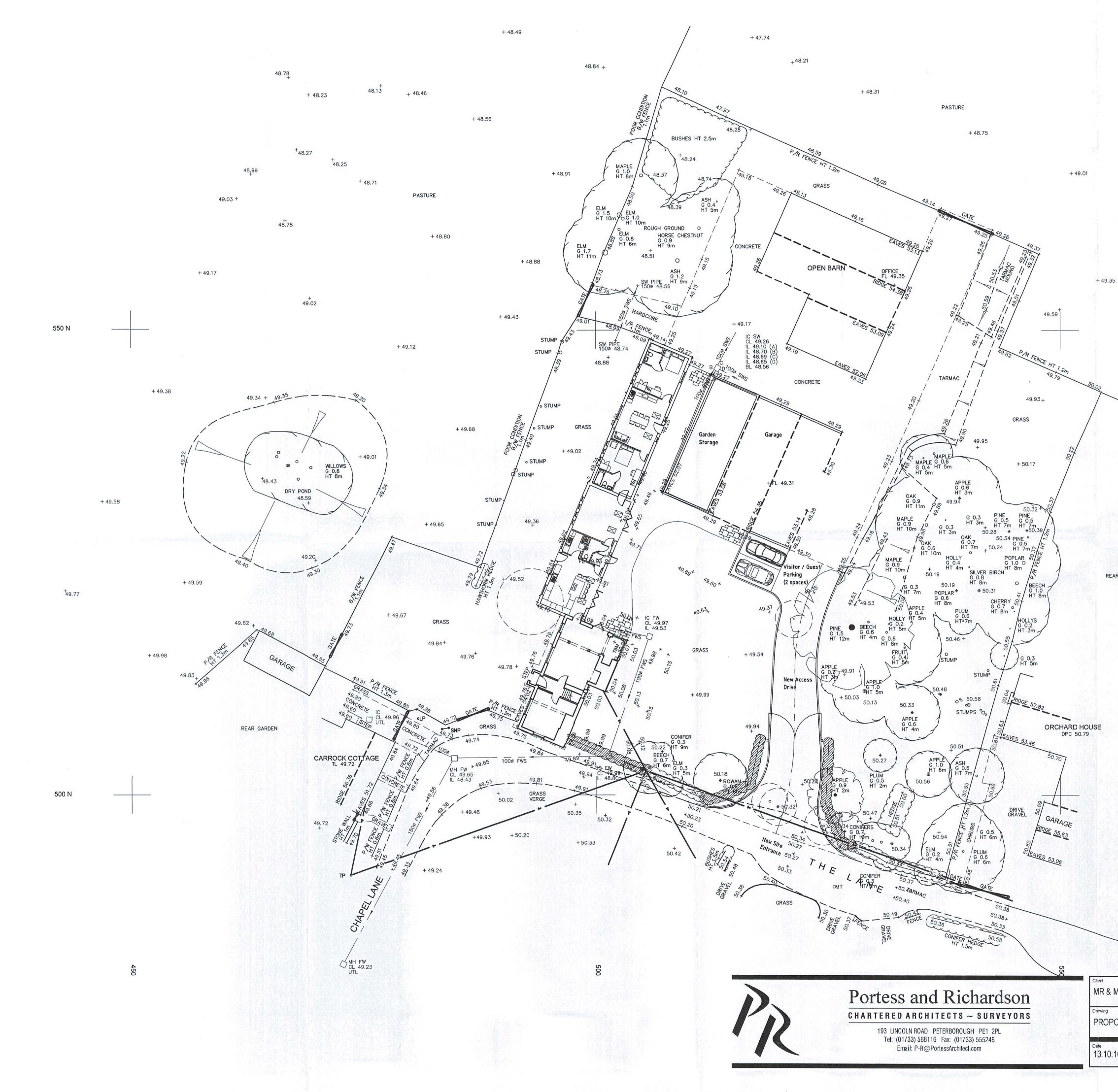


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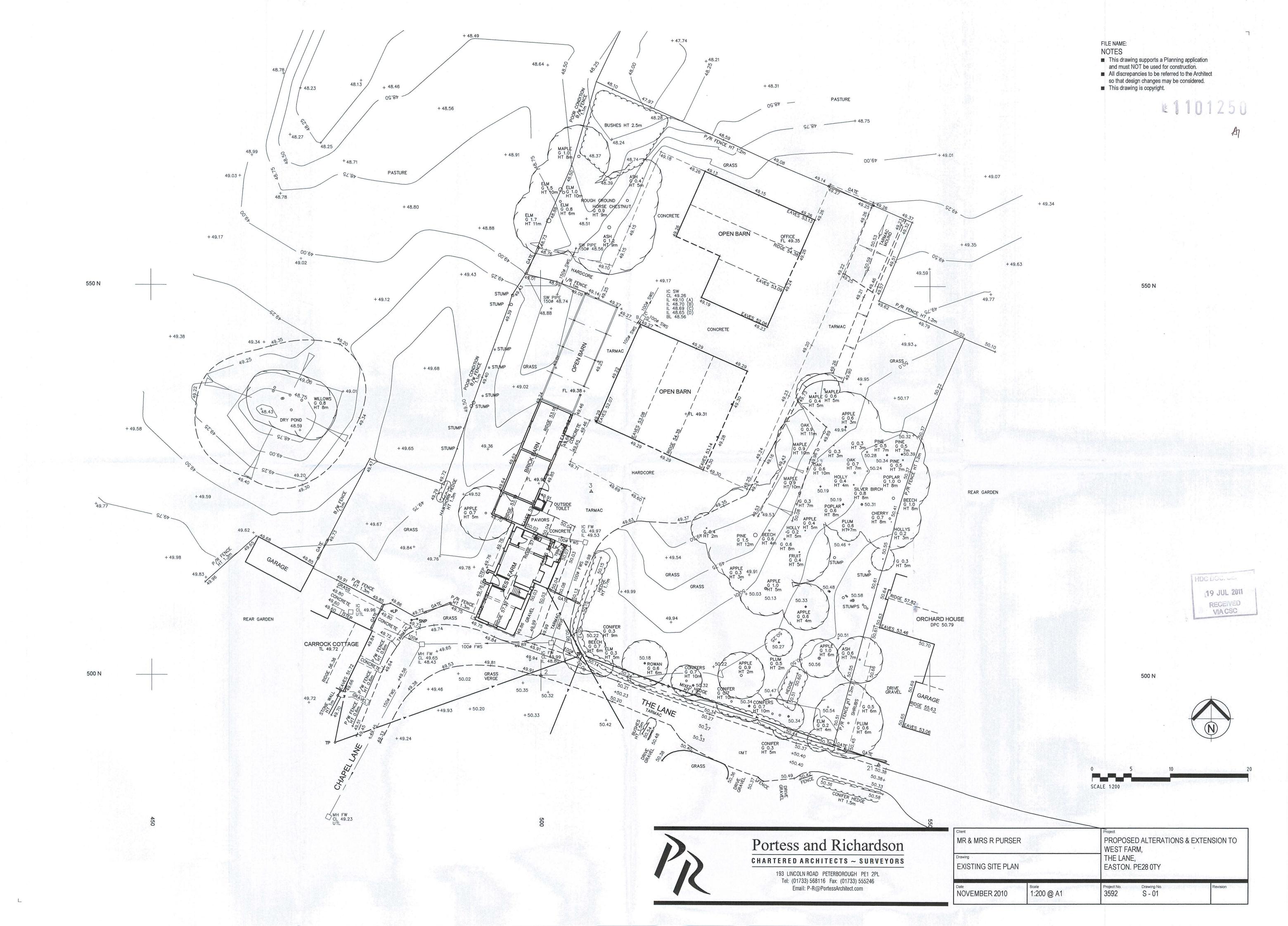
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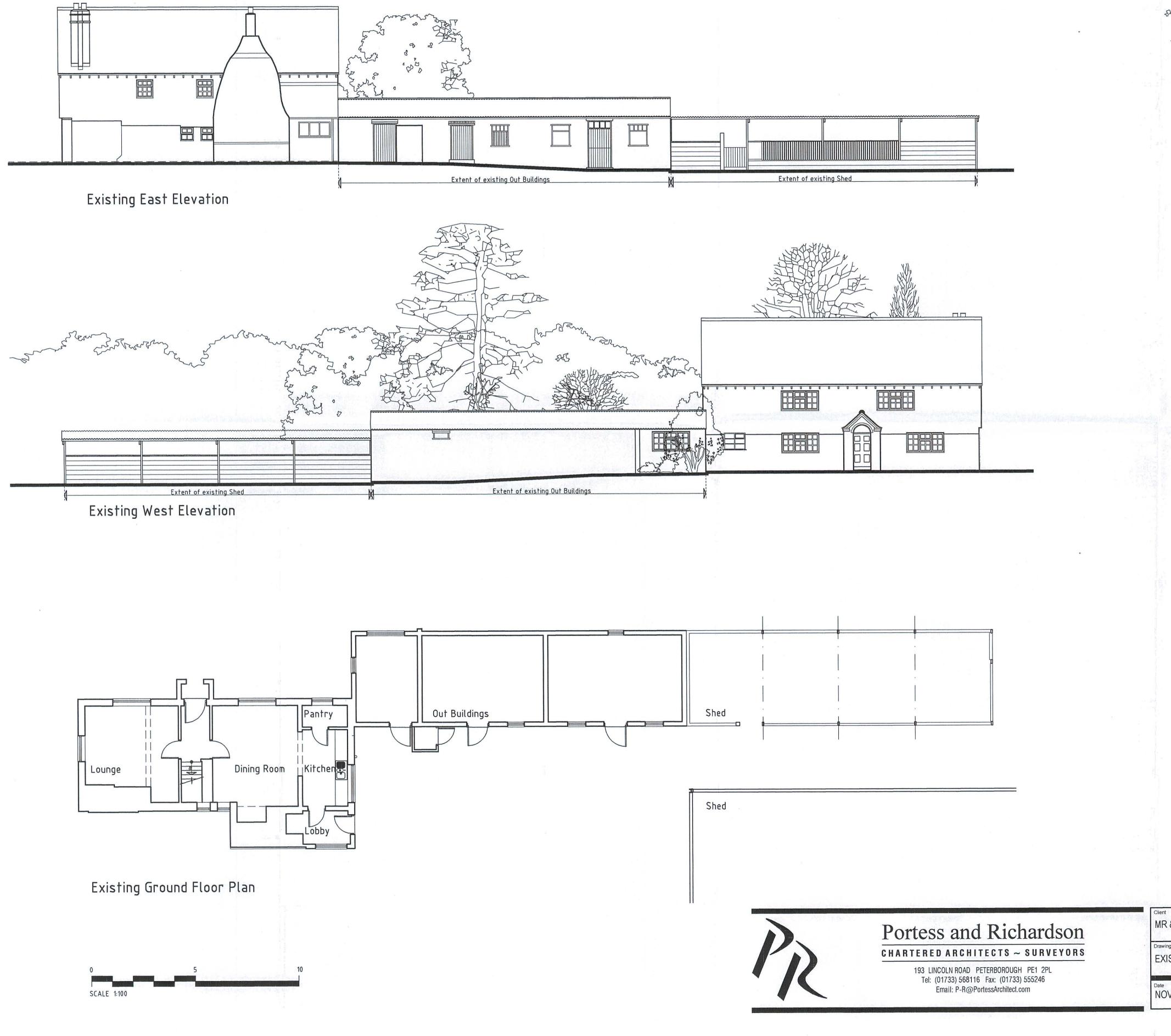
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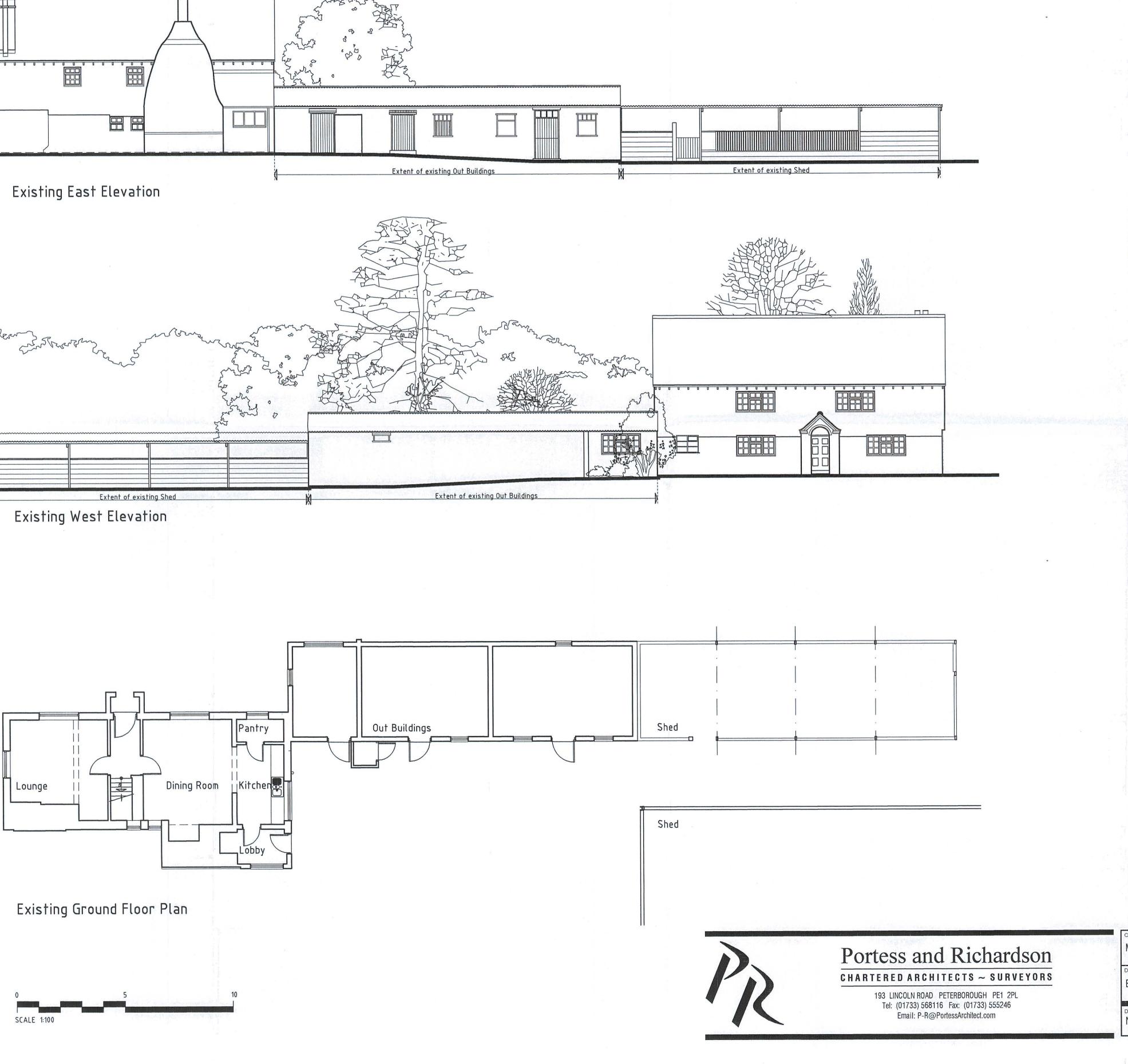
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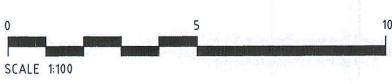






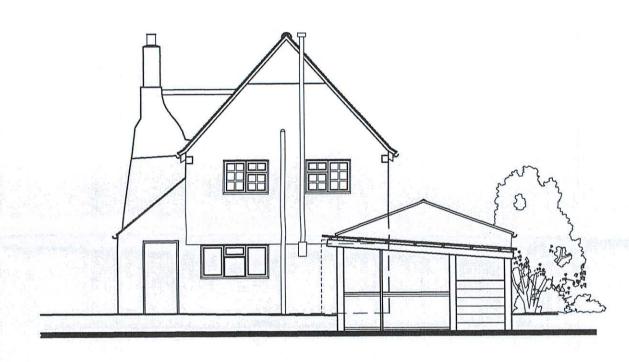


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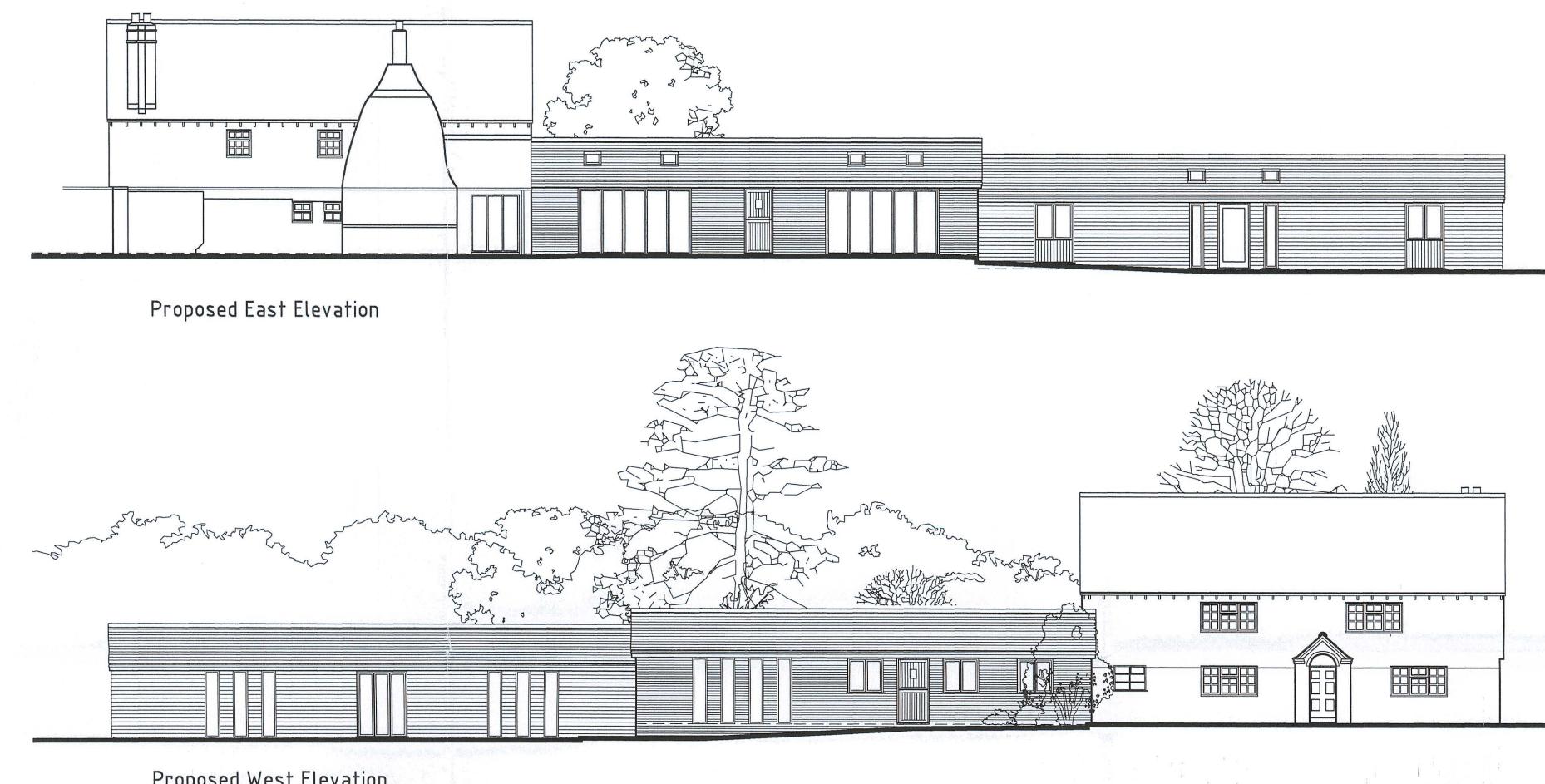
Existing South Elevation



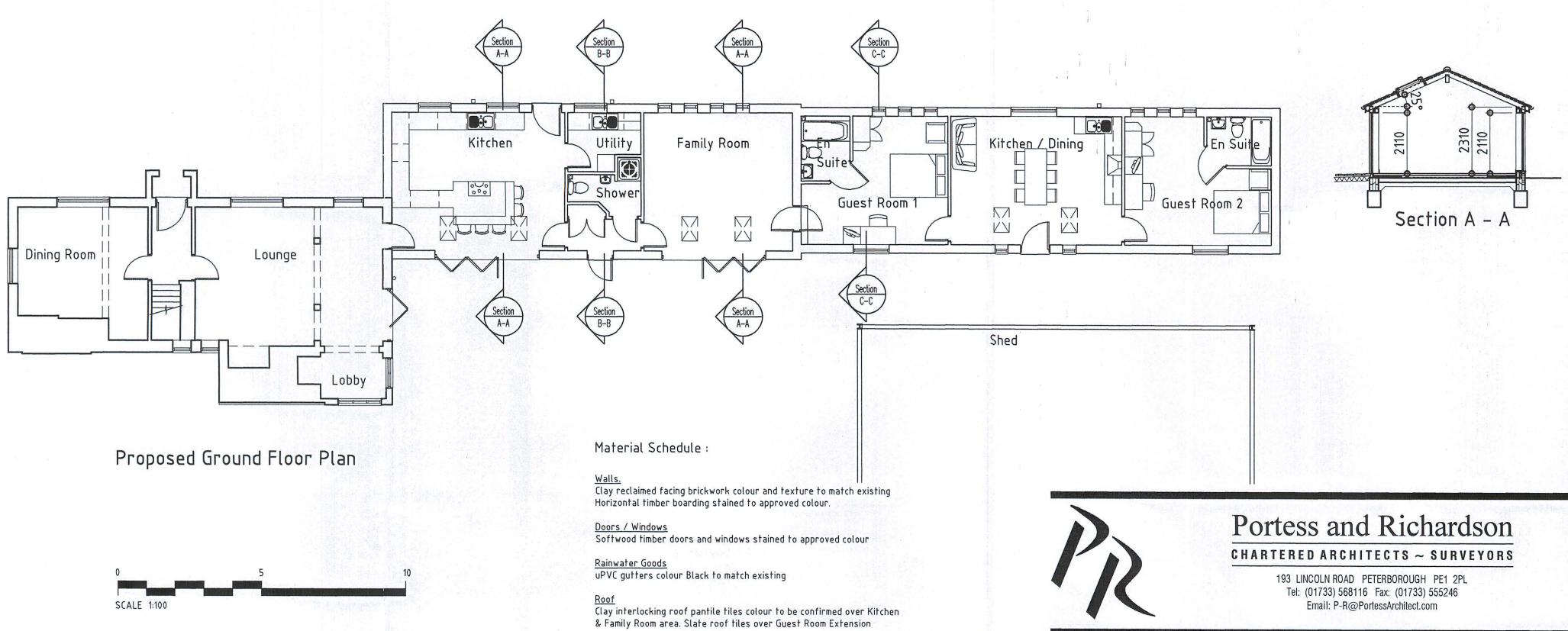
Existing North Elevation

19 JUL 2011 RECEIVED

R & MRS R PURSER Ving KISTING PLAN & ELEVATIONS		Project PROPOSED ALTERATIONS & EXTENSION TO WEST FARM, THE LANE, EASTON. PE28 0TY		



Proposed West Elevation



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