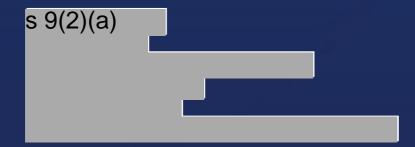


Flat Top Quarry Development:

Securing North Auckland's Infrastructure Future

3 May 2024





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Sensitive	commercial position of of Winstone Aggregates if released			



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Executive Summary:

Winstone Aggregates (**Winstones**) the owner and operator of Flat Top Quarry that is located in Wainui, Auckland, puts forward its Flat Top Quarry Development proposal for consideration as a project to be referred via the Governments new Fast-Track Approvals Bill. This proposal aims to significantly extend Flat Top Quarry's ability to continue to supply aggregate, extending the life of the quarry and providing quality aggregates that are vital for the North Auckland region's infrastructure, underlining its regional and national significance.

Key Points:

- The Challenge. The National Environmental Standards (NES) for Freshwater have significantly delayed development at Flat Top Quarry, effectively blocking applications for nearly four years. Flat Top Quarry currently supplies more than of the North Auckland regions' roading, drainage and hard fill aggregate requirements. \$ 9(2)(b)(ii)
 - The current constraints, particularly due to the NES for Freshwater, have stymied plans by complicating development in areas with degraded wetlands on grazed farmland.
- **The Solution.** Urgent approvals are necessary to develop the quarry pit westward and utilise two nearby overburden disposal areas (OBDAs). This strategic development will secure over ^{s 9(2)(b)(ii)} of rock resource, supporting vital regional infrastructure and development projects.
- The Need for a Fast Track Process. Although recent amendments to the NES for Freshwater provide a new consenting pathway for quarries, the process remains fraught with complex, ambiguous definitions not aligned with the practical realities of quarry locations. Moreover, the broad definition of wetlands often encapsulates degraded areas within existing farmland, as seen at Flat Top. Accessing the Fast Track process will enable Winstones to obtain essential approvals swiftly, rather than over multiple years, ensuring that environmental outcomes are optimally managed through comprehensive mitigation strategies.



Unique Location - Flat Top Quarry is located 35km north of the Auckland CBD and
is the only significant quarry in operation in the North Auckland region (see Figure
1 below). The next closest quarry after Flat Top Is Whangaripo Quarry to the north
which is 65km north of the Auckland CBD. The closest quarry of scale to the south
is Brookby, some 23km south east of the Auckland CBD.



Figure 1 - Regional Significance

- Distance to Market As a general rule every 30km of trucked distance doubles the
 price of aggregate. Retaining Flat Top Quarry as a regional resource for future
 roading and development projects is essential to maintaining the availability of
 reasonably priced locally-resourced aggregate.
- Geology The scarcity of quarries in the North Auckland region reflects the unique geology of the region which has resulted in very few hard rock resources located close to the surface. This means that there is little scope for the development of more quarries in this region.
- Support for Regional and National Infrastructure Prioritising the quarry's growth through the fast-track process underscores the urgent need for a sustainable aggregate supply in the North Auckland region where Statistics NZ projects 28%



of Auckland's future growth will occur¹. Flat Top Quarry is strategically placed to directly contribute to key regionally and nationally significant infrastructure projects including (see Figure 2 below):

- Penlink project in North Auckland connecting Whangaparoa Peninsula to SH1.
- Development of the North Auckland and West Auckland Future Growth
 Zones in the Auckland Unitary Plan;
- The Warkworth to Wellsford Major Investment Project (MIP) under the Crown Investment Programme; and

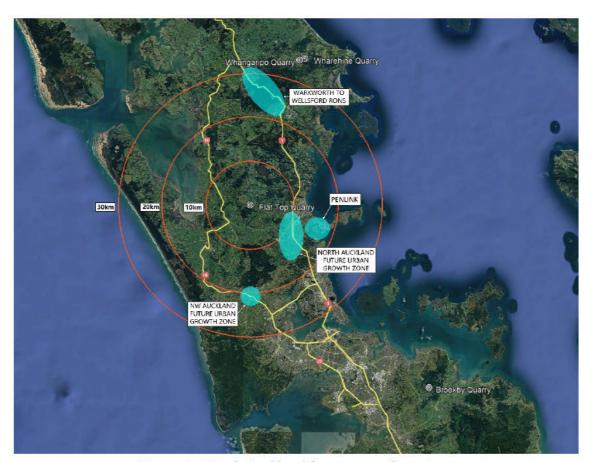


Figure 2 - North Auckland future growth projects

Confidential and Commercially Sensitive:

¹ Market Economics - Auckland Market Analysis for Brookby Quarry (Nov 2023) – Page 6 (www.epa.govt.nz/assets/Uploads/Documents/Fast-track-consenting/Brookby-Quarry/Appendix-21-Assessment-of-Economic-Effects.pdf)



• **Shovel ready:** With much of the technical design work already completed, work to commence development of the quarry would be swift. Based on expected timeframes under the Fast Track Approvals Bill Winstones would expect to start the development within weeks of obtaining approval.

By adopting the fast-track consenting process, the Flat Top Quarry Development Proposal exemplifies a proactive and strategic approach to meeting New Zealand's infrastructure challenges, aligning with the Government's vision for streamlined development and sustainable growth.



1. Winstone Aggregates Background

Winstone Aggregates, a division of Fletcher Concrete and Infrastructure Limited (FCIL), part of the Fletcher Building group, holds a prominent position in the aggregates industry in New Zealand. With a rich history dating back to the 19th century, over the last 150 years+, Winstones has established itself as the largest manufacturer and distributor of aggregates in the country. The company operates numerous extraction sites across New Zealand, including the Auckland region, where it plays a significant role in meeting the demand for aggregates. The company is also committed to a high level of environmental responsibility and sustainability goals (see **Appendix A** for details)

In the Auckland region, Winstones operates two quarries, Hunua Quarry and Flat Top. There is an additional joint venture operation Rodney Aggregates Supplies in Whangaripo to the north. These operations provide a local and reliable source of aggregates for various construction projects in the region. Winstones' quarries in the Auckland area have been longstanding contributors to the Auckland market, supplying essential materials for roading, construction, and infrastructure development. The major competitor to Hunua is Stevenson's Drury Quarry, in relatively close proximity to Hunua. Brookby Quarry, in East Auckland, is the other major quarry in the wider area to note.

Winstones has put forward the development of its Flat Top Quarry for consideration as a suitable candidate for referral to the new Fast-Track Approvals Bill to accelerate the necessary consents required for this development. The development is essential to to enable the quarry to continue to maximise its operation and strategic growth and maintain its support of regional and national projects.

Flat Top Quarry - Regional Significance

Flat Top Quarry, owned and operated by FCIL on behalf of Winstones (see Certificates of Title at **Appendix B**), is a vital strategic asset in the North Auckland region's infrastructure framework and supply chain, it has demonstrated its capacity to support significant regional and national infrastructure projects and has contributed to Auckland's growth



since it was first established in the 1940's. Winstones took over the operation of the quarry in 1975.

Flat Top Quarry, which supplies \$\(^{59(2)(b)(0)}\)	of the roading, hard fill and drainage aggregate to				
the North Auckland market, $s \overline{9(2)(b)(ii)}$					

As noted above Flat Top Quarry is located 35km north of the Auckland CBD and is the <u>only</u> significant quarry in operation in the North Auckland region. The next closest quarry after Flat Top Is Whangaripo Quarry to the north which is 65km north of the Auckland CBD. The closest quarry of scale to the south is Brookby in Clevedon, some 23km south east of the Auckland CBD.

The scarcity of quarries in the North Auckland region reflects the unique geology of the area which has resulted in very few hard rock resources located close to the surface. The rock resource at Flat Top, which is ideally suited to projects requiring roading, drainage and hard fill aggregate. This scarcity means Flat Top is one of the cornerstones in the region's construction and infrastructure sectors.

There has been a consistent shift in demand for the quarry in the past 10 years due to the high level of activity in the local market including the maintenance of the North Auckland roading system, development of Milldale and Millwater subdivisions in North Auckland and the Puhoi to Warkworth RONS project. Going forward there is the Silverdale industrial area and Warkworth to Wellsford Major Investment Project (MIP) under the Crown Investment Programme, with the SH16 duplication as well. Were the quarry to close the strategic aggregate materials needed for such projects would need to be imported from 30+km away thereby significantly increasing the delivered cost of the product and negative externalities such as increased CO² emissions from trucks and additional road wear.



Any development of Flat Top Quarry must also be accompanied by consenting an area to place overburden, the layer of soil and rock that lies above valuable mineral deposits. Overburden requires strategic management for efficient resource extraction. If not effectively managed, viable resource can be sterilised by placement of overburden. Proper overburden management is essential not just for quarrying operations but also for minimising environmental impact and ensuring the site's sustainability. The proposed quarry development aims to address this challenge, securing the quarry's future productivity and contribution to the North Auckland region's growth.

3. North Auckland Future Growth

Having a secure supply of quality aggregate close to demand is critical for project cost control. Once a load of aggregate is taken more than 30km from a quarry, the consumer is generally paying more in cartage costs than for the actual aggregate² e.g., the cost of aggregate at least doubles when it is demanded more than 30km from its source. In the case of Flat Top Quarry, the current average cost for customers of hard fill and drainage aggregate is approximately \$30/tonne delivered. Should the quarry have to close, this price could effectively double to \$60/tonne for customers including NZTA and Auckland Council. This would significantly increase project costs in the North Auckland region.

Auckland's demand for materials will continue to grow, driven largely by strong population growth in growth areas located in both the south and north of the Auckland isthmus. Using Statistics NZ's population projections and aggregating the Local Boards to five broad areas shows that spatially, the growth will be concentrated around the northern/western parts as well as the on the isthmus-southwards. The specific share of growth in the main locations are³:

- North 28%
- West 8%
- Central 22%

² https://aga.org.nz/fact-files/

³ Market Economics - Auckland Market Analysis for Brookby Quarry (Nov 2023) – Page 6 (www.epa.govt.nz/assets/Uploads/Documents/Fast-track-consenting/Brookby-Quarry/Appendix-21-Assessment-of-Economic-Effects.pdf)



- East 17%
- South 25%

These spatial patterns are relevant because they influence where aggregate will be required. Based on the projections above the northern and western areas of Auckland will accommodate 36% of Auckland's growth. Given Flat Top's unique location in North Auckland, it is ideally located to provide aggregate to western and northern Auckland – areas that will see large shares of the population growth looking forward.

Specific projects that Flat Top Quarry is well positioned to supply aggregate to include (see Figure 2 on page 6):

North Auckland Future Urban Growth Zone [10km South East of Flat Top Quarry]

North Auckland is growing fast with such areas identified for future urban growth in Silverdale, Dairy Flat, Wainui and Ōrewa are expected to accommodate 41,000 new homes, 22,000 new jobs and 110,000 new residents in the coming decades.

North-West Future Urban Growth Zone [20km South of Flat Top Quarry]

Over the next 30 years, an extra 100,000 people are expected to live in the North-West urban area (Kumeū-Huapai, Riverhead, Redhills and Whenuapai), along with 40,000 new houses and 20,000 new jobs.

Penlink Highway [15km South East of Flat Top Quarry]

O Mahurangi Penlink is a 7-kilometre-long, two-lane future state highway. Once completed the new state highway will create a more direct and quicker route between the Whangaparaoa Peninsula and central Auckland.

Warkworth to Wellsford Road of National Significance [25km North of Flat Top Quarry]

The Warkworth to Wellsford project is the second section of Ara Tūhono Pūhoi to Wellsford. The Indicative Alignment is 26km long, includes an 850m long twin bore tunnel in the Dome Valley and three interchanges located at Warkworth, Wellsford and Te Hana. Once constructed, Warkworth to Wellsford will provide a safer more resilient route, which will improve accessibility to Northland.



4. Flat Top Quarry - Benefits of the Fast Track Process

Summary

The development area contains highly degraded wetlands and located within grazed exotic farmland. Removal of the wetlands is difficult and time consuming under the current NES for Freshwater. Navigating the NES for Freshwater requires the use of a number of ambiguous definitions and tests, resulting in lengthy delays and uncertainties through the existing RMA consenting pathways. Winstones needs to develop Flat Top Quarry urgently if safety and efficient future pit development is not to be compromised.

Discussion

The aggregate industry often faces challenges in the consenting process and the protection of quarry resources and quarrying can only occur where there is suitable accessible rock. Flat Top Quarry is the <u>only significant supplier of roading</u>, hard fill and <u>drainage aggregate</u> between the Auckland CBD and Whangaripo some 65km to the north.

Planning for the future development of Flat Top Quarry began in 2019. Winstones attempted to lodge the resource consent for the development when Council ecologists concluded that the area of proposed development contained "natural inland wetlands" as defined in the newly released NES for Freshwater. The overly restrictive definition of "natural inland wetlands" in the original NES for Freshwater resulted in Auckland Council deeming the removal of the wetlands a prohibited activity. This effectively prevented Winstone from any development of the quarry despite the fact that we were able to adequately offset loss of the wetlands elsewhere. The practical effect of the poorly worded NES for Freshwater has been to delay further development of Flat Top Quarry for 4 years.

It wasn't until February 2023 that the then Minister for the Environment amended the NES for Freshwater under section 53(2)(a) of the RMA. Part of these amendments was the introduction of new consenting pathways for the unavoidable removal of wetlands for various classes of development, including quarrying. It should be noted that while



there is a pathway, this is still onerous, novel and one that creates significant uncertainty for consenting and business investment.

Removal of those wetlands, and offsetting this loss elsewhere, is provided for under the amended NES for Freshwater but is subject to various tests which are unclear in their application by both applicants and councils alike.

To add to the confusion, the relevant tests are being used in different ways in different national policy documents. This ambiguity makes it difficult for infrastructure providers and developers to meet the relevant tests, sometimes resulting in either a decision to redesign the project to avoid sensitive areas (i.e., wetlands and areas of indigenous biodiversity), or to argue the case with the high risk of ending up in court. Both options often result in major cost increases for infrastructure and other projects.

In addition, there is further uncertainty on interpretation of the NES for Freshwater due to a judicial review being lodged with the High Court challenging the validity of the consenting pathways introduced by the 2023 amendments. It is these amendments that Winstones seeks to rely upon in order to progress its development of the quarry.

Winstone is a responsible operator with a long history of undertaking extensive rehabilitation offset projects. At our Hunua Quarry we have planted of 40ha of native vegetation to offset the loss of biodiversity due to pit development. Winstone is not seeking to circumvent its responsibilities as they relate to offsetting the loss of biodiversity, including wetlands.

5. Development Scope and Description:

Previous engineering analysis reveals Flat Top Quarry holds 9(2)(b)(ii) cubic metres of aggregate, underscoring its significance to the region's roading and development industry. Developing the quarry beyond the currently consented envelope will allow for extraction of this resource but must go hand in hand with management of the estimated 9(2)(b)(ii) cubic meters of overburden that will be removed as part of the development.



The proposed OBDA areas not only ensures the quarry's continued productivity but also aligns with environmental sustainability goals. By integrating overburden management into the quarry's development plan, Winstones would ensure a balanced approach to resource extraction and environmental conservation, securing the quarry's role as a vital contributor to the North Auckland region's infrastructure and economic development for the foreseeable future.

The scope of the project for which resource consent would be sought encompasses the following key elements:

- Quarry Development: Growth of the quarry will require development of the quarry pit to the west and southwest, \$ 9(2)(b)(ii) (see Figure 3 below).
- OBDA Earthworks: Growth of the quarry will involve earthworks to prepare
 additional OBDA sites. This will be undertaken with an approach that minimises
 environmental impact and respects the existing landscape, including placement
 design, season of earthworks, and landscape rehabilitation.
- **Development of the OBDA's**: The OBDA areas will be prepared to facilitate the deposition of overburden, allowing quarrying activities to progress efficiently (see *Figures 4 and 5* below)



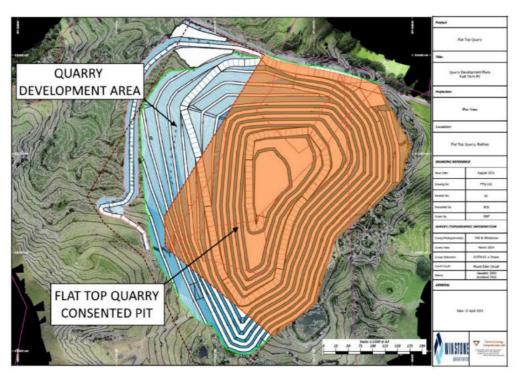


Figure 3 - Proposed Quarry Development

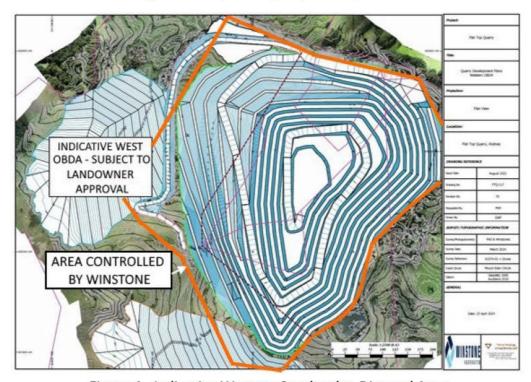


Figure 4 - Indicative Western Overburden Disposal Area



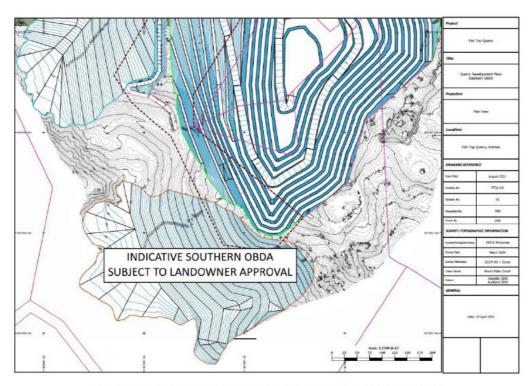


Figure 5 - Indicative Southern Overburden Disposal Are

The Flat Top Quarry Development is a well-considered proposal that takes into account the long-term needs of the construction industry, the local economy, and the community. By providing a detailed and strategic plan for the quarry's growth, Winstone Aggregates demonstrates its commitment to sustainable development and its role as a key contributor to the nation's infrastructure.

6. Te Tiriti o Waitangi (Treaty of Waitangi) Settlements, arrangements and commitments that impact the proposal.

The Tāmaki Makaurau Collective Deed of Settlement 2014 provided collective redress for the shared interests of the members of the Tāmaki Collective in relation to specified maunga, motu and lands within Tāmaki Makaurau.



The details of this settlement are set out below, but it is important to note that they are not relevant to the Flat Top development proposal.

The members of the Tāmaki Collective/Ngā Mana Whenua o Tāmaki Makaurau are:

Ngāi Tai ki Tāmaki, Ngāti Maru, Ngāti Pāoa, Ngāti Tamaoho, Ngāti Tamaterā, Ngāti Te Ata, Ngāti Whanaunga, Ngāti Whātua o Kaipara, Ngāti Whātua Ōrākei, Te Ākitai Waiohua, Te Kawerau ā Maki, Te Patukirikiri, Te Rūnanga o Ngāti Whātua.

The settlement was given effect to by the Ngā Mana Whenua o Tāmaki Makaurau Collective Redress Act 2014, which gave effect to certain provisions of the collective deed, which provided shared redress to the iwi and hapū constituting Ngā Mana Whenua o Tāmaki Makaurau, including by:

- a) restoring ownership of certain maunga and motu of Tāmaki Makaurau to the iwi and hapū, the maunga and motu being treasured sources of mana to the iwi and hapū; and
- b) providing mechanisms by which the iwi and hapū may exercise mana whenua and kaitiakitanga over the maunga and motu; and
- c) providing a right of first refusal regime in respect of certain land of Tāmaki Makaurau to enable those iwi and hapū to build an economic base for their members.

Consultation

Early discussions with iwi authorities listed above commenced in January 2023. Ngai Tai ki Tamaki, Ngati Manuhiri and Ngati Whatua o Kaipara all sought to continue dialog on the proposal.

While the draft archaeological effects assessment did not identify any specific cultural sites within the proposed development area, Winstone Aggregates is aware of the cultural relevance of the wider North Auckland region to mana whenua and will continue to discuss this with the relevant iwi groups.



7. Conclusion:

The Flat Top Quarry Development proposal aligns with key regional and national priorities, reflecting a strategic approach to resource management and infrastructure development:

- The Problem Flat Top Quarry is limited in terms of space and urgently need to develop outside the current quarry pit. Development of the quarry has been delayed for many years and are set to continue largely due to ambiguous definitions contained with the NES for Freshwater the wider complexity this brings to the consenting process. Within 2 years the inability to develop the quarry further will significantly compromise the efficiency and safety of the quarry operation.
- The solution Approvals are required to develop the quarry pit to the west, and to place overburden in two nearby overburden disposal areas (OBDAs). This development would extend the life of the rock resources 9(2)(b)(ii) beyond the current rock reserves.
- Flat Top Quarry Strategic Location Flat Top Quarry provides of the North Auckland market's supply of roading, drainage and hard fill. The quarry is located 35km north of the Auckland CBD and the unique geology of the North Auckland region means it is the only significant quarry in operation in the North Auckland region.
- **Distance to Market** As a general rule every 30km of trucked distance doubles the price of aggregate. Retaining Flat Top Quarry as a regional resource for future roading and development projects is therefore essential.
- **Support for Regional and National Infrastructure** Flat Top Quarry is strategically placed to directly contribute to key regionally and nationally significant infrastructure projects including:
 - Development of the North Auckland and West Auckland Future Growth
 Zones in the Auckland Unitary Plan;
 - The Warkworth to Wellsford Major Investment Project (MIP) under the Crown Investment Programme; and
 - Penlink project in North Auckland connecting Whangaparoa Peninsula to SH1.



- Need for Fast Track Process While the amended NES for Freshwater does now
 contain a consenting pathway for quarries, not well aligned with to the reality that
 quarries can only existing where rock resource is located. Access to the fast track
 process will mean Winstones can endeavour to secure the required approvals in a
 reasonable timeframe while ensuring optimal environmental outcomes through
 offsetting etc.
- Shovel ready: Based on expected timeframes under the Fast Track Approvals Bill Winstones would expect to start works within weeks of obtaining approval.



Appendix A: Environmental credentials

Winstones is an industry leader and takes its environmental footprint very seriously, it is committed to long-term sustainability. As part of the Winstone sustainability strategy an Environmental Product Declaration (EPD) for aggregate and sand products was undertaken, making Winstone the first quarry company in New Zealand to do so. Released in February 2022, the EPD covers the embodied carbon of products from eight quarries across the country.

To further demonstrate commitment to sustainability Winstones developed a positive biodiversity plan with the goal of achieving positive biodiversity by 2030. This plan involves implementing voluntary pest control measures across their sites, focusing on degraded native vegetation within ecological districts without existing pest control programs. Winstone plans to invest \$3.2 million by 2030, with an initial investment of \$600,000 in the first year alone.

Winstones efforts in sustainability and biodiversity have been recognised by industry peers. They were awarded the 2022 MIMICO Environment and Community Award for being the first quarry company in New Zealand to produce an EPD for aggregate and sand products. This prestigious award was determined by popular vote at the QuarryNZ conference.

In addition to biodiversity and sustainability initiatives, Winstones conducted a Life Cycle Assessment (LCA) of their products in 2020. Working with environmental services consultancy thinkStep, an assessment of the environmental impacts of their product inputs and outputs, including electricity, diesel, water, waste, and emissions was undertaken. The outcome of the LCA was the EPD, a science-based and independently verified document that communicates transparent and comparable data about the lifecycle environmental impacts of their products.

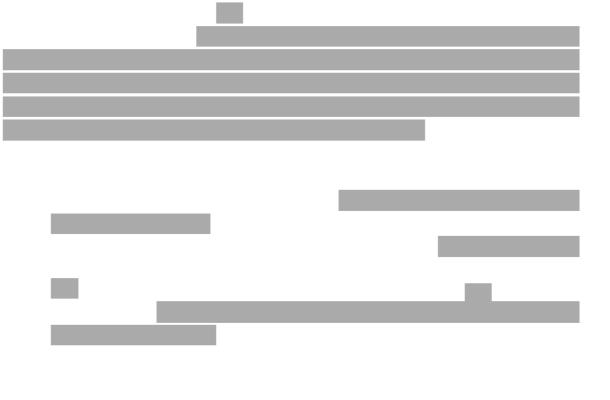


The EPD not only addresses carbon emissions but also considers the environmental impacts of acid rain, algal blooms, summer smog, energy use, and water consumption. It covers all stages of the product life cycle and adheres to international standards. Winstones EPD supports end users in their commitment to environmental sustainability and seeking credits with relevant rating schemes such as the Infrastructure Sustainability Rating Scheme and Green Star Design and As Built New Zealand v1.0.

Through Winstones sustainability efforts, including biodiversity initiatives and the production of the EPD, the aim is to reduce Winstones environmental footprint and become national leaders in the aggregate industry. Winstone prioritises transparency, environmental protection, and continuous improvement as key pillars of the sustainability strategy.













Identifier NA93D/761

Land Registration District North Auckland

Date Issued 15 July 1994

Prior References PROC A18558

Estate Fee Simple

Area 2.2582 hectares more or less

Legal Description Part Allotment 211 Parish of Makarau and

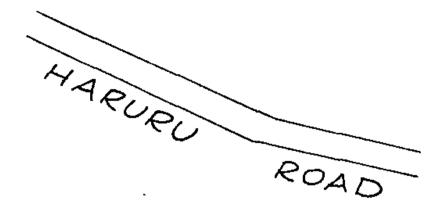
Part Allotment 211 Parish of Makarau

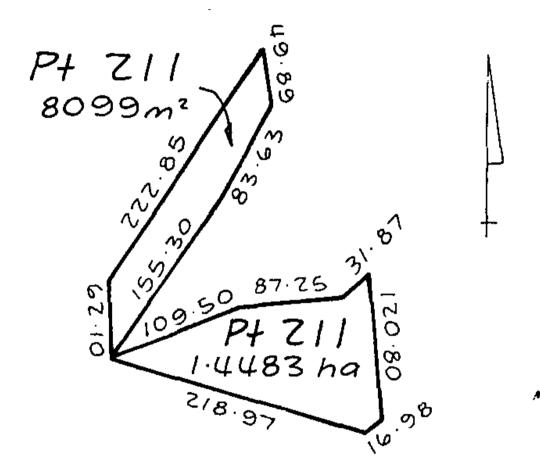
Registered Owners

Fletcher Concrete and Infrastructure Limited

Interests

Subject to a right (in gross) to convey electricity over part of Part Allotment 211 Parish of Makarau marked B on DP 510008 in favour of Vector Limited created by Easement Instrument 10962793.2 - 15.12.2017 at 1:13 pm





Total Area - 2.2582 ha 50 43909 28 efd rf



Search Copy



Identifier NA93D/765

Land Registration District North Auckland

Date Issued 15 July 1994

Prior References GN A186534

Estate Fee Simple

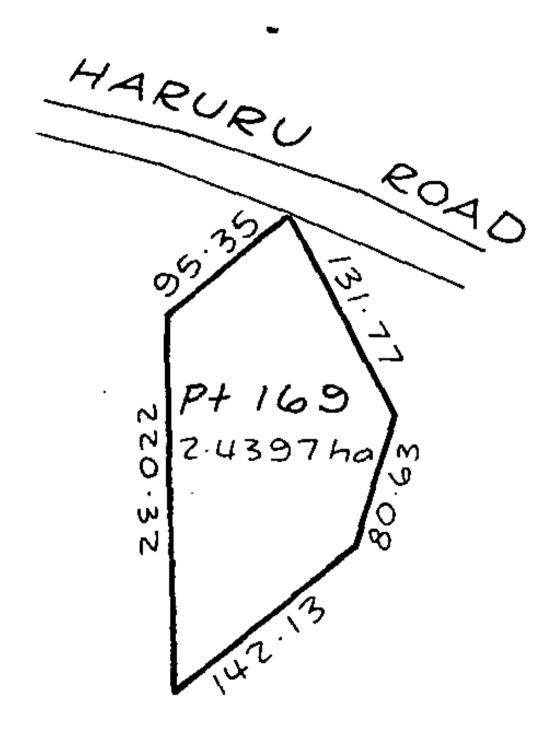
Area 2.4397 hectares more or less

Legal Description Part Allotment 169 Parish of Makarau

Registered Owners

Fletcher Concrete and Infrastructure Limited

Interests





Search Copy



Identifier NA93D/766

Land Registration District North Auckland

Date Issued 15 July 1994

Prior References PROC A186534

Estate Fee Simple

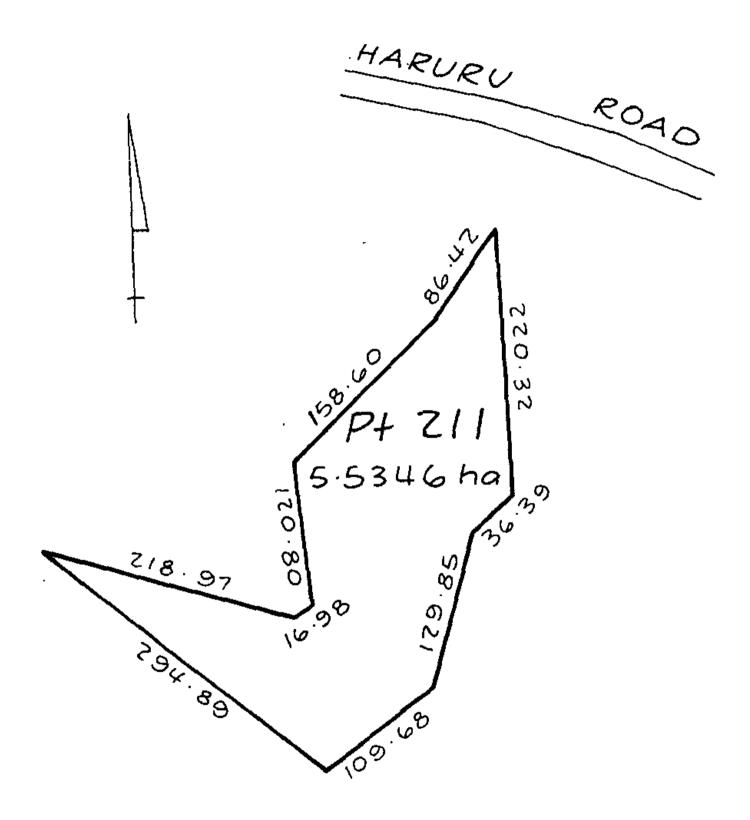
Area 5.5346 hectares more or less

Legal Description Part Allotment 211 Parish of Makarau

Registered Owners

Fletcher Concrete and Infrastructure Limited

Interests









Identifier NA985/58

Land Registration District North Auckland

Date Issued 07 December 1950

Prior References

NA6/39 PROC 12448

Estate Fee Simple

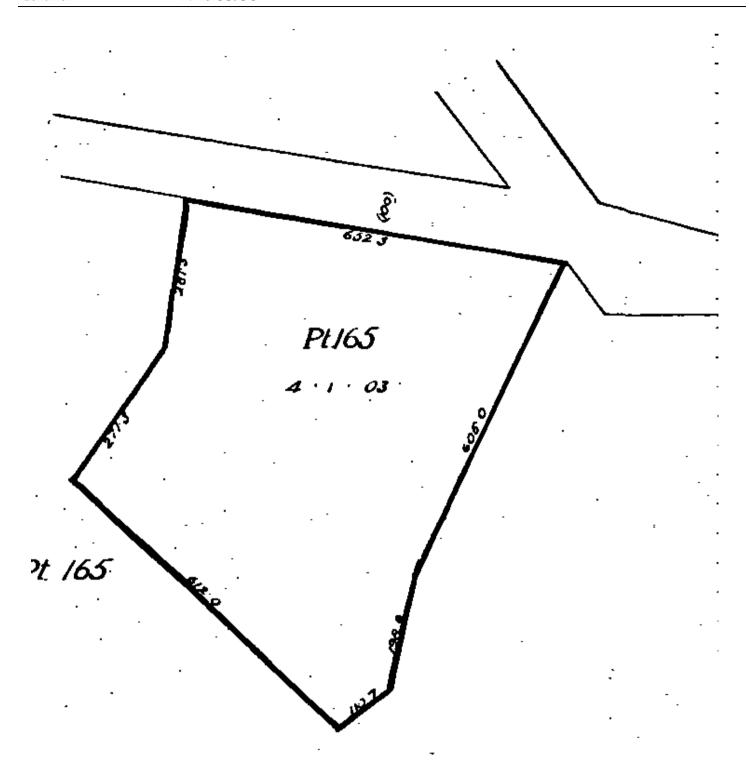
Area 1.7275 hectares more or less

Legal Description Part Allotment 165 Parish of Makarau

Registered Owners

Fletcher Concrete and Infrastructure Limited

Interests









Identifier NA985/59

Land Registration District North Auckland

Date Issued 07 December 1950

Prior References

NA289/245 NA935/296 NAPR198/274

PROC 13078

Estate Fee Simple

Area 5.1959 hectares more or less

Legal Description Allotment 204, 208 Parish of Makarau and

Part Allotment 165, 169 Parish of Makarau

Registered Owners

Fletcher Concrete and Infrastructure Limited

Interests

Subject to a right (in gross) to convey electricity over part of Part Allotment 165 Parish of Makarau marked A on DP 510008 in favour of Vector Limited created by Easement Instrument 10962793.2 - 15.12.2017 at 1:13 pm

