PETITION OF: J. GARY AND BARBARA MUELLER

IN THE

FOR JUDICIAL REVIEW OF THE DECISION OF THE COUNTY BOARD OF APPEALS OF BALTIMORE CO.

J. GARY AND BARBARA MUELLER

CIRCUIT COURT

FOR BALTIMORE COUNTY

IN THE CASE OF:

Case No.: 03-C-09-07062

* * * * * * * * * * *

OPINION AND RULING

This matter comes before this Court on a Petition for Judicial Review of the May 18, 2009 decision by the County Board of Appeals of Baltimore County (hereinafter "the Board").

BACKGROUND

The Petitioners in this case live in a 4600-squarefoot single family home that sits on a 1.78acre lot in the
Cockeysville area of Baltimore County. Behind the
Petitioners' home to the rear of the property there is a
detached garage which the Petitioners have upgraded and
turned into a separate living space for their son Cole who
is a college student. It is the converted garage structure
which is the subject of the zoning dispute in this case.

The Petitioners originally sought to have this use ratified by the Office of the Zoning Commissioner of

Baltimore County and then after being denied subsequently took a de novo appeal to the Board. In its opinion denying the use requested by the Petitioners the Board found that the converted garage was an "accessory structure" and that the in-law apartment use as an accessory structure was not permitted by the Baltimore County Zoning Regulations (hereinafter, "BCZR"). The Petitioners now take this appeal of the Boards' decision.

STANDARD OF REVIEW

"Judicial review of administrative agency action is narrow". United Parcel Service, Inc. v. People's Counsel for Baltimore County, 336 Md. 569, 576 (2000). This Court may not substitute its own judgment for that of the administrative agency. Id. at 576-77. "[The] Court's role is limited to determining if there is substantial evidence in the record as a whole to support the agency's findings and conclusions, and to determine if the administrative decision is premised upon an erroneous conclusion of law."

Id. at 577.

OPINION

The Petitioners argue, and this Court agrees, that if the Board makes a finding that an "accessory structure" exists the Board must then consider whether the specific use of that structure is proper in light of BCZR § 502.1.

The record clearly establishes that the converted garage at issue here was found to be an "accessory structure" by the Board. The Board's next step therefore should have been to determine by way of a hearing if the specific use Petitioners had requested, a living area for their son Cole, is permissible under BCZR § 502.1.

This Court finds that the Board erroneously concluded that an "accessory structure" may never be occupied by any person, including family members. The Board suggests in its May 18, 2009 opinion that it "cannot find anything in the BCZR that permits such an apartment as an accessory structure." The Board is correct that nothing in BCZR specifically allows a person use an accessory structure as a living space. This Court notes, however, that there is also nothing in the BCZR that specifically prohibits a person from living in an accessory structure.

This Court views that lack of prohibition in the BCZR together with a documented history of in-law apartments having being allowed in the past in determining that use of accessory structures as in-law type apartments are not prohibited. The one qualification of this general rule has always been that the occupants of the in-law apartment must be members of the same immediate family.

It is undisputed that the Petitioners' son is the person who occupies the accessory structure at issue here and the he is a member of their immediate family.

Therefore, the sole issue left for the Board to decide is if the use by the Petitioners' son is somehow detrimental to the health, safety and general welfare of the area.

RULING

Accordingly, on this 15th day of March, 2010, the Circuit Court of Baltimore County hereby REVERSES the Opinion and Order of the County Board of Appeals of Baltimore County and REMANDS for a hearing on whether the specific use is permissible under BCRZ 502.1.

THOMAS J. BOLLINGER, JUDGE

CC: Lawrence E. Schmidt, esq. Carole DeM. 110, esq. Michael R. McCan esq.



Petition for Special Hearing

for the property located at 1514 Burke Road, Baltimore, Maryland 21220

which is presently zoned R.C. 5

to the Zoning Commissioner of Baltimore County

(This petition me	ust be filed in pe	erson, in the zo	oning office, in triplicate, with original signatures.)
owner(s) of the propert	y situate in Baltimo , hereby petition for hether or not the Zo	ore County and v	nits and Development Management. The undersigned, legal which is described in the description and plat attached hereto ng under Section 500.7 of the Zoning Regulations of Baltimore ner should approve
See attached.			
Property is to be posted I, or we, agree to pay of bounded by the zoning County.	l and advertised as expenses of above regulations and res	Special Hearing strictions of Baltii I/V pen own	e zoning regulations. If, advertising, posting, etc. and further agree to and are to be more County adopted pursuant to the zoning law for Baltimore Ve do solemnly declare and affirm, under the alties of perjury, that I/we are the legal er(s) of the property which is the subject of Petition.
Contract Purchaser/Le	essee:		Legal Owner(s):
			James M. Anders, Jr.
Name - Type or Print			Name - Type or Ppint
Signature			Signature
			Debra L. Anders
Address		Telephone No.	Name Type or Print
City	State	Zip Code	Signature
Attorney For Petitione	<u>r:</u>		1514 Burke Road
John B. Gontrui	m		Address Telephone No. Baltimore, Maryland 21220-4419
Name - Type or Print	/		City State Zip Code
WB 11			Representative to be Contacted:
Sorrature			John B. Gontrum
Whiteford, Taylor & Company	Preston LLP		Name
One W. Pennsylvania	a Ave., St. 300	410-832-2000	One W. Pennsylvania Ave., St. 300 410-832-2006
Address		Telephone No.	Address Telephone No.
Towson Maryland		Zin Codo	Towson, Maryland 21204
City	State	Zip Code	City State Zip Code
			OFFICE USE ONLY
		ES	TIMATED LENGTH OF HEARING
Case No. 2011-0	345-LDH	250	
	710 2511		NAVAILABLE FOR HEARING
REV 9/15/98		Reviewed By	y A TSUI Date 525 20

ATTACHMENT TO PETITION FOR SPECIAL HEARING

1. To permit an in-law apartment.

421817

ZONING DESCRIPTION FOR 1514 BURKE ROAD BALTIMORE, MARYLAND 21220

Beginning at a point on the north side of Burke Road which is thirty feet (30') wide at the distance of 477 feet west of the centerline of the nearest improved street Bowleys Quarters Road which is thirty feet (30') wide. Being Lot # 168 in the subdivision of Bowleys Quarters, Plat 1 as recorded in Baltimore County Plat Book # 7, folio #12 containing 15,939 square feet. Also known as 1514 Burke road and located in the 15th Election District, 6th Councilmanic District.

DEPARTMENT OF PERMITS AND DEVELOPMENT MANAGEMENT

ZONING REVIEW

ADVERTISING REQUIREMENTS AND PROCEDURES FOR ZONING HEARINGS

The <u>Baltimore County Zoning Regulations</u> (BCZR) require that notice be given to the general public/neighboring property owners relative to property which is the subject of an upcoming zoning hearing. For those petitions which require a public hearing, this notice is accomplished by posting a sign on the property (responsibility of the petitioner) and placement of a notice in a newspaper of general circulation in the County, both at least fifteen (15) days before the hearing.

Zoning Review will ensure that the legal requirements for advertising are satisfied. However, the petitioner is responsible for the costs associated with these requirements. The newspaper will bill the person listed below for the advertising. This advertising is due upon receipt and should be remitted directly to the newspaper.

OPINIONS MAY NOT BE ISSUED UNTIL ALL ADVERTISING COSTS ARE PAID.

For Newspaper Advertising:
Item Number or Case Number: 2011-0345-SPH
Petitioner: DEBRA L ANDERS
Address or Location: 1514 BURKE ROAD
PLEASE FORWARD ADVERTISING BILL TO:
Name: Anses Anders
Address: 1514 Boxke Rood
BACTIMONE, Md 21220
Telephone Number:

BALTIMORE COUNTY, MARYLAND

INTER-OFFICE CORRESPONDENCE

DATE: June 30, 2011

TO:

Arnold Jablon, Director

Department of Permits, Approvals and Inspections

FROM:

Andrea Van Arsdale

Director, Office of Planning

SUBJECT:

1514 Burke Road

INFORMATION:

Item Number:

11-345

Petitioner:

James M. Anders, Jr.

Zoning:

RC 5

Requested Action:

Special Hearing

SUMMARY OF RECOMMENDATIONS:

The Office of Planning has reviewed the petitioner's request and accompanying site plan. This Office does not recommend approval of living quarters or commercial uses in accessory structures as they can result in creating problems with parking, noise and outdoor storage that are a nuisance to the surrounding community. Additionally this property is the subject of a code violation notice.

For further information concerning the matters stated here in, please contact Laurie Hay at 410-887-3480.

Prepared by:

Division Chief:

JM/LL: CM

BALTIMORE COUNTY, MARYLAND INTEROFFICE CORRESPONDENCE

DATE: June 9, 2011

TO:

Arnold Jablon, Director

Department of Permits, Approvals

And Inspections

FROM:

Dennis A. Kennedy, Supervisor

Bureau of Development Plans Review

SUBJECT:

Zoning Advisory Committee Meeting

For June 20, 2011 Item No. 2011-345

The Bureau of Development Plans Review has reviewed the subject zoning item and we have the following comment(s).

The base flood elevation for this site is 8.5 feet [NAVD 88].

The flood protection elevation is 9.5 feet.

In conformance with Federal Flood Insurance requirements, the first floor or basement floor must be at least 1 foot above the flood plain elevation in all construction.

The property to be developed is located adjacent to tidewater. The developer is advised that the proper sections of the *Baltimore County Building Code* must be followed whereby elevation limitations are placed on the lowest floor (*including basements*) of residential (*commercial*) development.

The building engineer shall require a permit for this project.

The building shall be designed and adequately anchored to prevent flotation, collapse, or lateral movement of structure with materials resistant to flood damage.

Flood-resistant construction shall be in accordance with the Baltimore County Building Code which adopts, with exceptions, the *International Building Code*.

DAK:CEN cc: File

ZAC-ITEM NO 11-345-06202011.doc



Martin O'Malley, Governor Anthony G. Brown, Lt. Governor Beverley K. Swaim-Staley, Secretary Neil J. Pedersen, Administrator

Maryland Department of Transportation

Date: 6-7-11

Ms. Kristen Matthews Baltimore County Department of Permits, Approvals and Inspections County Office Building, Room 109 Towson, Maryland 21204

RE: Baltimore County

Item No. 2011-0345-SPH Special Heaving. James and Debra Anders, Jr. 1514 Burke Road.

Dear Ms. Matthews:

Thank you for the opportunity to review your referral request on the subject of the above captioned. We have determined that the subject property does not access a State roadway and is not affected by any State Highway Administration projects. Therefore, based upon available information this office has no objection to Baltimore County Zoning Advisory Committee approval of Item No. 2011 - 0345-5PH

Should you have any questions regarding this matter, please contact Richard Zeller at 410-545-5598 or 1-800-876-4742 extension 5598. Also, you may E-mail him at (rzeller@sha.state.md.us). Thank you for your cooperation.

Sincerely,

Steven D. Foster, Chief Access Management Division

SDF/rz



KEVIN KAMENETZ County Executive JOHN J. HOHMAN, Chief
Fire Department

June 3,2011

County Office Building, Room 111 111 West Chesapeake Avenue Towson, Maryland 21204

ATTENTION: Zoning Review

Distribution Meeting of: June 6, 2011

Item No.:

Special Hearing: 2011-0345-SPH, 2011-0346—SPHA.

Variance: 2011-0339A - 0340A, 2011-0344A, 2011-0346—SPHA.

Comments:

The Baltimore County Fire Marshal's Office has no comments on the above case numbers at this time.

Don W. Muddiman, Inspector
Baltimore County Fire Marshal's Office
700 E. Joppa Road, 3RD Floor
Towson, Maryland 21286
Office: 410-887-4880
dmuddiman@baltimorecountymd.gov

RE: PETITION FOR SPECIAL HEARING 1514 Burke Road; N/S Burke Road, 477' W of c/line Bowleys Quarters Road 15th Election & 6th Councilmanic Districts Legal Owner(s): James & Debra Anders Petitioner(s)

- BEFORE THE
- ADMINSTRATIVE LAW
- JUDGE FOR
- **BALTIMORE COUNTY**
- 2011-345-SPH

ENTRY OF APPEARANCE

Pursuant to Baltimore County Charter § 524.1, please enter the appearance of People's Counsel for Baltimore County as an interested party in the above-captioned matter. Notice should be sent of any hearing dates or other proceedings in this matter and the passage of any preliminary or final Order. All parties should copy People's Counsel on all correspondence sent and all documentation filed in the case.

RECEIVED

JUN 06 2011

Peter Max Zummerman

PETER MAX ZIMMERMAN

People's Counsel for Baltimore County

CAROLE S. DEMILIO Deputy People's Counsel

Jefferson Building, Room 204 105 West Chesapeake Avenue

Towson, MD 21204

(410) 887-2188

CERTIFICATE OF SERVICE

I HEREBY CERTIFY that on this 6th day of June, 2011, a copy of the foregoing Entry of Appearance was mailed to John Gontrum, Esquire, Whiteford, Taylor & Preston, LLP, 1 W Pennsylvania Avenue, Suite 300, Towson, MD 21204,, Attorney for Petitioner(s).

> Peter Max Zummerman PETER MAX ZIMMERMAN

People's Counsel for Baltimore County

WHITEFORD, TAYLOR & PRESTON L.L.P.

JOHN B. GONTRUM
DIRECT LINE (410) 832-2055
DIRECT FAX (410) 339-4058
JGONTRUM@wtplaw.com

Towson Commons, Suite 300 One West Pennsylvania Avenue Towson, Maryland 21204-5025 Main Telephone (410) 832-2000 Facsimile (410) 832-2015

BALTIMORE, MD COLUMBIA, MD FALLS CHURCH, VA TOWSON, MD WASHINGTON, DC WILMINGTON, DE*

(800) 987-8705

February 15, 2011

M. Stuart Kelly Code Enforcement Officer County Office Building, Room 213 111 W. Chesapeake Avenue Towson, Maryland 21204

> Re: Case No. CO 88837 1514 Burke Road

Dear Mr. Kelly:

Our office represents Mr. and Mrs. James M. Anders, Jr., the owners of 1514 Burke Road. It is our understanding that Mr. and Mrs. Anders have been cited for having 2 dwellings on the same residential lot.

We also understand that Mr. Anders discussed this issue with you at some length and that the intention is for the concrete block building to continue as living quarters for Mr. and Mrs. Anders' mother. The Anders family is more than willing for the use to be limited to an "in-law" apartment. As Mr. Anders may have mentioned, the building was known as a garage, but included a stove and kitchen area when Mr. Anders purchased the property in the mid-1990's. It was renovated after Hurricane Isabel, and some of the allowances received went for replacement of the kitchen area.

As you may know, Baltimore County's practice of allowing in-law apartments as an accessory use was approved by Judge Bollinger in Circuit Court Case No. 03-C-09-07062. As he recited in his opinion, a copy of which is attached, it has been a long-standing practice of the county to permit such use as part of an accessory use. Unfortunately, that long-standing practice is under attack, and the Office of People's Counsel has appealed that case to the Court of Special Appeals and a subsequent case decided by the Zoning Commissioner in December has been appealed as well. People's Counsel does not believe that the use is permitted under the zoning regulations.

M. Stuart Kelly February 16, 2011 Page 2

People's Counsel has indicated that virtually all cases involving such issue are now going to be appealed even if granted until the appellate courts make a ruling. If the court rules that the practice is not allowed, either legislation will have to be adopted to permit the use, or such uses will be abolished as illegal. If the court rules that the practice is allowed, then the outcome of the case will dictate whether a special hearing is required. In either event conducting a hearing at this time would appear to be a waste of time.

We would respectfully request that with my clients' letter limiting the use of the site in the file that no hearing should be required until a final determination is made on the legal standing of the use. I am enclosing a draft of a Declaration of Understanding, which my clients are also prepared to sign upon your approval. Mr. and Mrs. Anders have had this use for their parent for many years without complaint, and we would suggest that many in the county are in a similar position. There is absolutely no intention to extend the use beyond the immediate family member.

Sincerely,

John B. Gontrum

JBG:jbg

Enclosure

DECLARATION OF UNDERSTANDING

THIS	DECLARATION	OF	UNDERSTANDING	(hereinafter	referred to	as
"Declaration")	is made on this		day of February, 20	11, by and be	etween JAMES	M.
ANDERS, Jr.	and DEBRA L. AN	IDER!	S, his wife, (hereinafter	r collectively	referred to as	the
"Declarants")	and the Department	of Per	mits, Approvals and In	spections of	Baltimore Cou	nty,
Maryland (here	einafter referred to as	"PAI"	").			

RECITALS

- A. The Declarants own property improved with a dwelling and accessory structure known as 1514 Burke Road, Middle River, Maryland 21220, and more particularly described in Exhibit A (the "Property") attached hereto and made a part hereof. The property is zoned R.C. 5, which is the particular zone where the Property is located.
- B. The Declarants and their predecessors in title have used the accessory structure as an accessory dwelling for immediate relatives of the owners of the Property, complete with kitchen. The Declarants wish to continue the use of the accessory structure as an in-law apartment. The Declarants propose to continue the use of the in-law apartment for Declarants' elder parents with the benefit of being attached to her family. The second kitchen will be removed, and the addition will be taken over by the Declarants upon their parents leaving or moving from the residence, or if the Declarants move or sell the Property, whichever first occurs.
- C. As a condition to its approval of the Declarants' request, PAI has required the filing of this Declaration among the land records of Baltimore County to provide notice to any future owners, subsequent bona fide purchasers of this Property, that no part of any improvement or addition on the Property may be used for separate living quarters and that all such improvement shall only be used as a single family residence, unless otherwise approved by and at the discretion of PAI.

DECLARATIONS

NOW, THEREFORE, in consideration of the premises and other good and valuable consideration, the receipt and sufficiency of which are hereby acknowledged, the Declarants and PAI hereby declare as follows:

- Any and all improvements now existing or to be constructed on the Property shall be used only as a single-family residence. No such improvements or additions shall ever be used as a separate living quarter or second residential unit.
- 2. The in-law apartment and kitchen will continue to be used as part of the existing structures on the Property and shall be an accessory use to the principal use of the Property as a single-family residence. Living quarters for the in-laws shall be used only by the in-laws and not as an independent residential unit, and shall not be used by any other person as living quarters.

- 3. Upon the vacation of the in-law apartment by the in-laws or upon the sale of the Property by the Declarants, whichever first occurs, the kitchen in the accessory structure shall be removed.
- 4. The Covenants, conditions, and restrictions above shall run with and bind the Property and shall be enforceable by Baltimore County, Maryland and by the owners or all or any portion of the Property.
- 5. Enforcement of this Declaration of Understanding shall be by proceedings at law or equity against any person or persons violating or attempting to violate any of the covenants, either to restrain the violation or to recover damages.

IN WITNESS WHEREOF, the Declarants have duly executed this Declaration under seal on the date first above written.

WITNESS:	
Ja	ames M. Anders, Jr.
D	ebra L. Anders
State of Maryland, County of Baltimore, to wit:	
I HEREBY CERTIFY that on thisSubscriber, a Notary Public of the State of Marylan James M. Anders, Jr. and Debra L. Anders, the Deproven) to be the persons whose names are su acknowledged that they executed the foregoing instance.	eclarants herein, known to me (or satisfactorily abscribed to the above instrument, and the
IN WITNESS WHEREOF, I have hereunto set my	hand and Notarial Seal.
W 0	Notary Public
My Commission Expires:	

EXHIBIT A

BEING KNOWN AND DESIGNATED as Lot No. 168, as shown on the Plat entitled "Bowleys Quarters," Plat No. 1", which Plat is recorded among the land records of Baltimore County, Maryland in Plat Book No 7, page 12.

The improvements thereon are known as 1514 Burke Road.

BEING the same property which by deed dated August 13, 1990 and recorded among the land records of Baltimore County in Liber 8580, folio 469, was granted and conveyed by MARY ANNE CRAWFORD unto JAMES M. ANDERS, Jr. and DEBRA L. ANDERS, his wife.

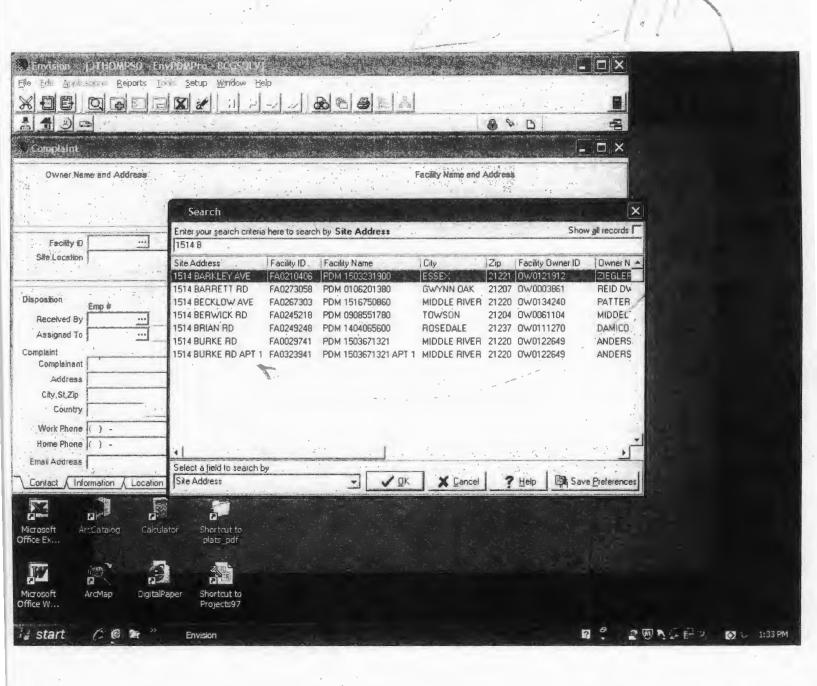
Permits and Development Management Code Inspections and Enforcement County Office Building, " 111 West Chesapeake A Towson, Maryland 21204

Code Enforcement Building Inspection Electrical Ir Plumbing I. Signs/ Fence.

TGETICY

410-887-3351 410-887-3953 410-887-3960 410-887-3620 410-887-3896

CODE INSPECTIONS AND ENFORCEMENT CORRECTION NOTICE
CO 88837 PROPERTY TAX ID 15-03-671321 212111
NAME(S): TAMES M. ANDERS JR
DEBRA / ANDERS
MAILING ADDRESS 514 BORKE RD
BACTIMORE MD ZIZZO
VIOLATION ADDRESS
Sitilie
CITY STATE ZIP CODE BALTIMORE MARYLAND
DID UNLAWFULLY VIOLATE THE FOLLOWING BALTIMORE COUNTY LAWS:
RESIDENTIAL ZONE CLASSIFICATION DR1 DR2 DR3.5 DR5.5 DR10.5 DR16 DR16 DR (230) DR (236) DR (233)
□ RC2(1A01) □ RC4(1A03) □ RC20 & 50 (1A05) □ RC6(1A07) □ MR (240) □ ML (253) □ MH (256)
□ RC3(1A02) □ RCC (1A06) □ RC7 (1A08) □ OTHER:
BALTIMORE COUNTY ZONING REGULATIONS (B.C.Z.R.)
AUTHORITY TO ENFORCE ZONING REGULATIONS: 32-3-102; 32-3-602; 32-3-603; 32-4-114
□ 101; 102.1: Definitions; general use □ 415A: License/ remove untagged recreation vehicle □ 1801.1: DR Zones-use regulations □ 415A: Improperly parked recreation vehicle □ 428: License/ Remove all untagged/ inoperative or damaged/ disabled motor vehicle(s) □ 415A: One recreational vehicle per property □ 1801.1D: Remove open dump/ junk yard □ 400: Illegal Class II trucking facility □ 431: Remove commercial vehicle(s) □ 1802.1; 270; 421.1: Illegal kennel. Limit 3 dogs □ 101; 102.1: Remove contractors equip. storage yard □ 102.5: Residential site line violation /obstruction □ 101; 102.1; ZCPM: Cease service garage activities □ 408B: Illegal rooming/ boarding house □ 402: Illegal conversion of dwelling □ BCC; 32-3-102; 500.9 BCZR; ZCPM: □ 101; 102.1; ZCPM: Illegal home occupation Violation of commercial site plan and/or zoning order
BALTIMORE COUNTY CODE (B.C.C)
□ 13-7-112: Cease all nuisance activity □ 35-2-301: Obtain building/ fence/ sign permit □ 13-7-115: County to abate nuisance & lien costs □ 18-2-601: Remove all obstruction(s) at street, alley, road □ 13-7-310: Remove all trash & debris from property □ 13-7-310(2): Remove bird seed / other food for rats □ 13-7-312: Remove accumulations of debris, materials, etc □ 32-3-102: Violation of development plan/ site plan □ 13-7-201(2): Cease stagnant pool water □ 1BC 115; BCBC 115: Remove/ Repair unsafe structure board and secure all openings to premise □ 35-5-208(a)(c): Seal exterior openings from rodents & pests □ 13-7-401; 13-7-402; 13-7-403: Cut & remove all tall grass and weeds to three (3) inches in height
OWNER OCCUPIED HOUSING (B.C.C)
□ 35-5-302(a)(1): Unsanitary conditions. □ 35-5-302(a)(2): Store all garbage in trash cans □ 35-5-302(a)(3): Cease
INVESTMENT PROPERTY (B.C.C)
□ 35-2-404(a)(1)(i): Remove hazardous or unsafe condition □ 35-2-404(a)(1)(ii): Repair ext. walls / vertical members □ 35-2-404(a)(1)(ii): Repair ext. plaster or masonry □ 35-2-404(a)(1)(vi): Repair exterior construction (see below) □ 35-2-404(a)(1)(vii): Repair exterior construction (see below) □ 35-2-404(a)(1)(ii): Repair exterior construction (see below) □ 35-2-404(a)(1)(ii): Board & secure. Material to match ■ 35-2-404(a)(1)(ii): Board & secure. Material to match
OTHER VIOLATIONS OR REMARKS: DCC 1770-3 1032-3
CNLY DWelling is Allower ON CATE EXISTING BUILDING AFTER CONSTRUCTION OF NEW DWELLING WITH
□ NOTICE POSTED AND MAILED
POTENTIAL FINE: \$200 \$500 \$1000 per day, per violation and to be placed as a lien upon your tax bill.
COMPLIANCE DATE: 1 INSPECTOR NAME: 1 PRINT NAME (Rev 905)



Facility. No.: FA 002974 Record No.: CO 88837

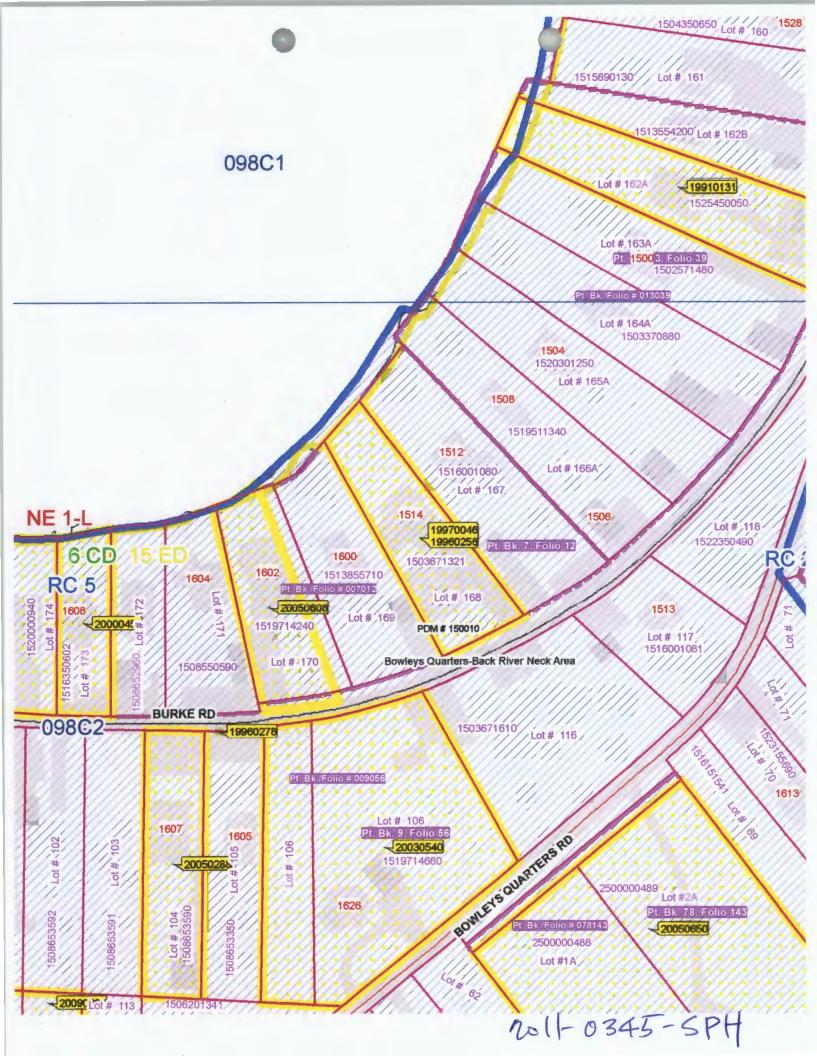
Date of Photograph(s): 2-2-11 1514. BUZKE RO

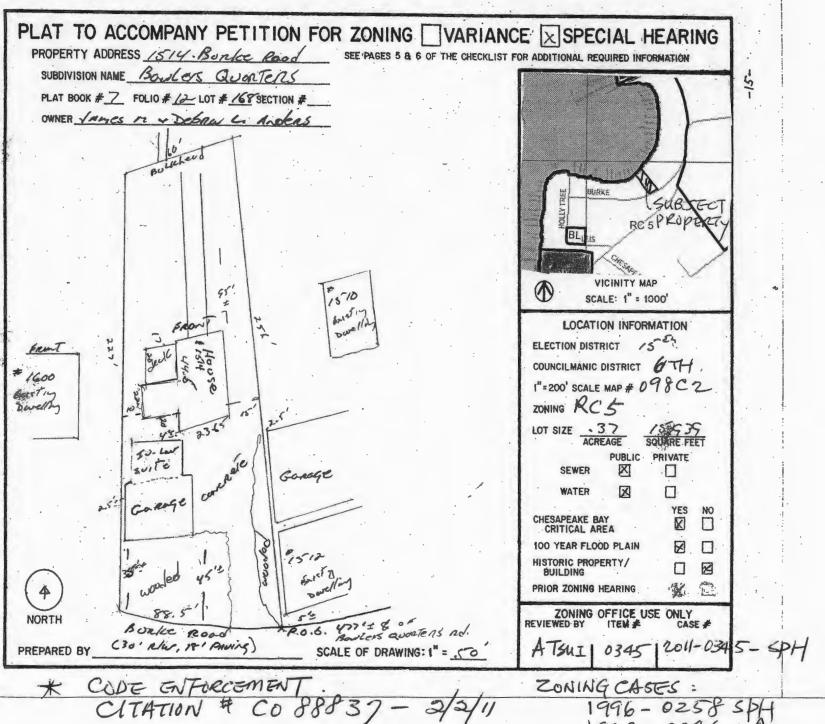


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