

Board of Zoning and Building Appeals Staff Report

Report Date: November 12, 2025 Docket No. 2025-1322

Meeting Date:

November 20, 2025

Location:

200 Laurel Lake Drive

Parcel Number:

3203045

Request:

Appeal of PC decision

Appellant:

Laurel Lake

Retirement

Community, LLC

represented by

Hamilton Desaussure,

Jr., Esq., Stark &

Knoll

Property Owner:

Laurel Lake

Retirement

Community, LLC

Zoning:

D3 – Outer Village

Residential

Neighborhood

Case Manager:

Mary Rodack, Associate Planner

Contents

- Application 10-7-25
- Notice of Appeal & Pre-Hearing Memorandum
- Applicant submittal documents
- PC Decision 9-24-2025
- PC Meeting Minutes 6-9-25
- PC Meeting Minutes 9-8-2025



Location Map, City of Hudson GIS

Request:

The subject of this hearing is a request for an appeal, pursuant to Section 1212.01(c), from the final decision made by the Planning Commission at the September 8, 2025, meeting for a major site plan request to construct seven villa buildings for the Laurel Lake Retirement Community per PC case No. 2025-229. The Planning Commission denied three of the proposed buildings which would be located around the front looped drive (Buildings #1, #2, and #5) and approved the remaining four buildings (Buildings #3, #4, #8, and #9).

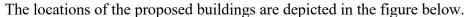
The appeal was filed by Hamilton DeSaussure, Jr., Esq., Stark & Knoll Co. LPA., at 3475 Ridgewood Rd, Akron, Ohio 44333, representing Laurel Lake Retirement Community, Inc., at Laurel Lake Dr, Hudson, Ohio 44236. The appeal is to that of the final decision which denied Buildings #1, #2, and #5.

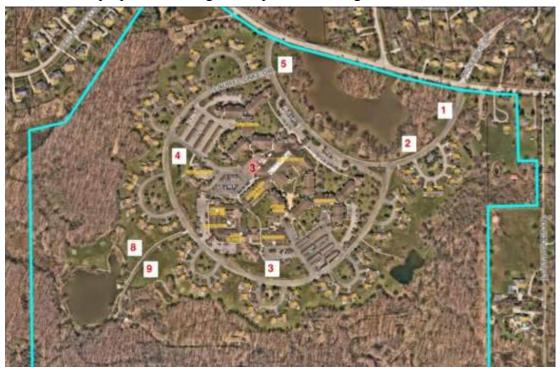
Adjacent Development:

The site is adjacent to residential development to the north and east and vacant land to the south and west.

Background

The property is located in District 3 – Outer Village Residential Neighborhood and is situated on Boston Mills Road. The lot is approximately 141 acres, and the owners purchased the property in 1988.





The application (24-221) had the following timeline through the Planning Commission for the joint Conditional Use and Site Plan application of PC Case:

- <u>July 8, 2024</u>: The application was introduced to the Planning Commission, and the board discussion focused on code compliance considerations of Buildings #1, #2, and #5. The Planning Commission requested the applicant further study buildings #1, #2, and #5.
- <u>August 12, 2024</u>: The application was placed on the Planning Commission agenda but was not discussed due to the applicant's request for additional time to address comments from the Planning Commission's July 8th meeting.
- <u>September 9, 2024:</u> The application was placed on the Planning Commission agenda but was not discussed due to the applicant's request for additional time to address comments from the Planning Commission's July 8th meeting.
- October 14, 2024: The applicant presented a revised application which included design and layout changes to Buildings #1, #2, and #5. The board discussion focused on concerns related to the proximity of the buildings to the pond, various amenities, and main drive. Discussion also included concerns regarding tree removal and disturbance within a wetland setback. The Planning Commission approved both the conditional use and site plan request with the condition that buildings #1, #2, and #5 be removed from the application.

• <u>January 16, 2025</u>: Laurel Lake filed an appeal (Case 24-1306) of the final decision made by the Planning Commission for a Conditional Use application. This appeal was presented at the Board of Zoning & Buildings Appeals meeting on January 16th, 2025. BZBA affirmed Planning Commission's decision to approve buildings #3, #4, #6, and #7 and reversed the Planning Commission's decision to deny buildings #1, #2, and #5. BZBA produced Findings of Fact along with the decision that discussed the Planning Commission decision. Therefore, the conditional use was approved for the 7 buildings.

Laurel Lake then submitted a Major Site Plan request (Case 25-229) for the construction of the seven buildings. The application, subject to this appeal request, had the following review timeline.

- <u>June 9, 2025</u>: The application was introduced to the Planning Commission. The Planning Commission's discussion focused on determinations from the BZBA appeal case and compliance with the code and Comprehensive Plan:
 - The applicant proposed turning one of the buildings into a duplex. This design did not align with the single unit in the Conditional Use approval.
 - o The Index of Ecological Integrity (IEI) and the limits of disturbance on the site plan.
 - o The Comprehensive Plan's objective to limit large-scale living facilities.
 - o The LDC regulations on front-facing garages.

The applicant requested a continuance to the August Planning Commission meeting to review the comments discussed during the meeting. The board voted to continue the meeting to a later date.

<u>Link to Agenda</u> <u>Link to Meeting Minutes</u> <u>Link to Video Recording</u>

- <u>September 8, 2025</u>: The applicant presented a revised site plan to the Planning Commission. The revisions included:
 - o Building #2 was redesigned back to a single unit per the initial BZBA Conditional Use approval.
 - o Reconfiguration of building #5 to reduce disturbance into the IEI.

The Planning Commission's discussion focused on the revisions and compliance with the Comprehensive Plan and Hudson's Code of Ordinances:

- o The disturbance into the IEI and tree removal.
- o The Comprehensive Plan's objective to limit large-scale living facilities.
- o The impact on Hudson's emergency services.

Public comments were received. The discussion concluded with a motion to deny buildings #1, #2, and #5, based on the Comprehensive Plan and to approve buildings #3, #4, #8, and #9. The motion was approved by a majority vote. The Planning Commission produced the Final Decision on September 24, 2025, which is provided with this report.

Link to Agenda Link to Meeting Minutes Link to Video Recording

Overview of PC Standards of Review

1202.02(a)(4) Planning Commission: Powers and Functions.

- (a) <u>Powers and Functions</u>. As amended by the Charter of the City of Hudson from time to time, the powers and functions of the Planning Commission ("PC") with respect to administering this Code are as follows:
 - 4.) Site plans—major developments. Hold public hearings, review, and take final action on proposed site plans for major developments, unless the site plan application is called up by the City Council for its review.

1203.02 Core Development Review Procedure.

All development applications are subject to the following seven-step "core" approval procedure, unless variations or exceptions to the core procedure are expressly provided for in the particular development application requirements set forth in this chapter.

	Core Development Review Procedure
Step 1	Pre-Application Conceptual Review
Step 2	Application
Step 3	Staff Review and Report
Step 4	Planning Commission Action or Recommendation
Step 5	City Council Review and Action
Step 6	AHBR Review and Action
Step 7	Zoning Certificate

1203.09(h) Site Plan Approval Procedures for Major Developments

Applications for site plan approval for major developments shall follow the core development approval process set forth in Section 1203.02, except for the following modifications:

- (1) <u>Step 1: Pre-Application Conceptual Review</u>. Pre-application conceptual review shall be mandatory for all persons intending to submit an application for site plan approval for a major development.
- (2) <u>Step 3: Staff Review and Report</u>. Within five days from the date that a submitted site plan application for a major development is certified as complete pursuant to Section 1203.01 (c), the City Manager shall forward a copy of the complete application to the Clerk of the City Council.
- (3) Step 4: Planning Commission Action.
 - A. The PC's role shall be to review all applications for concept plan and final site plan approval, together with the staff report, and take final action either approving, approving with conditions, or denying the application based on its compliance with the standards set forth in Section 1204.04.
 - B. If the PC recommends approval with conditions for a final site plan, the applicant shall resubmit to the City Manager a revised site plan that reflects any changes or modifications required or suggested by the PC. Within fifteen days of receipt of the revised site plan, the City Manager shall complete his review and either certify the revised site plan's compliance with the PC's conditions, which shall constitute final approval of the site plan, or he shall forward the revised site plan back to the PC with a recommendation that the PC deny the revised site plan on the ground of noncompliance with conditions. The PC shall act on the City Manager's recommendation that the revised site plan be denied at its next regularly scheduled public meeting.
 - C. Unless a zoning certificate is issued for any phase of construction within twelve months of the date of Planning Commission approval, such approval shall then automatically lapse and be null and void. These time limits may be extended by the City Manager upon showing that there has been uninterrupted progress on resolution of outstanding issues during the twelve-month period.

1204.04 General Review Standards: Site Plans

All reviewing agencies, the City Manager, the Planning Commission, and the City Council shall review site plan applications, and all submitted plans and reports, and evaluate them to determine

their compliance with the following standards:

- (a) The development shall be consistent with the purposes and intent of this Code, and with the policies, goals, and objectives of any applicable community plan, including the City Comprehensive Plan, as amended from time to time.
 - 1) The development complies with the use regulations as set forth in Chapter 1206.
 - 2) The development complies with all applicable requirements set forth in Chapter 1207, "Zoning Development and Site Plan Standards," except to the extent modifications, variances, or waivers have been expressly allowed.
 - 3) The development complies with all applicable federal, state, or county development regulations, standards, and requirements, or plans, including but not limited to wetlands, water quality, and wastewater regulations.
 - 4) The proposed development shall avoid or minimize land disturbance and grading and preserve the original contours and other natural topographical features of the site to the maximum extent feasible and shall incorporate measures to minimize soil erosion during all construction phases.
 - 5) The development must protect and enhance historic structures, sites, and archeological features designated by federal, state, and local agencies, and the applicant shall commit, to the maximum extent feasible, to protecting and enhancing any such structures, sites, and features eligible for designation discovered during the development process.
- (b) At the option of the applicant and prior to final site plan review by the Planning Commission, or by City Council when the application is for a major development that is called up by Council, the applicant may request in writing to obtain concept plan review and approval. The Planning Commission, or City Council, shall review the submittals as required for concept plan review in Appendix A of this Code and evaluate them to determine their preliminary compliance with the standards set forth in divisions (a)(1) through (a)(6) of this section, subject to final site plan review and approval.
- (c) The purpose of the concept plan approval procedure is: (1) to afford the applicant an opportunity to receive guidance of the Planning Commission, or Council when the application is for a major development that is called up by Council, on the major features of the site design for the development plan prior to the submission of engineering details for the project; and (2) to obtain a decision on the concept plan by the Planning Commission or City Council, conditioned upon review and satisfaction of the requirements for final site plan review by the Planning Commission or City Council. Approval of a concept plan does not constitute a final decision on the site plan application since the plan may require revisions based upon a review of the submissions for final site plan approval by the Planning Commission or City Council.

<u>Staff Comment</u>: The Planning Commission's collective analysis of these standards are captured in the meeting minutes/videos and attached decision letter.

Appeal Review Process

1212.01(c) Appeals: Final Actions and Decisions by the Planning Commission

Any party-in-interest aggrieved by any final action, decision, or order by the Planning Commission pursuant to this Code may appeal to the Board of Zoning and Building Appeals. All appeals shall be governed by Section 1202.03, including the time period for filing the appeal.

<u>Staff Comment</u>: The applicant's notice of appeal is attached for reference.

1202.03(b)(4) BZBA Operations: Filing of appeals

- a. An appeal to the BZBA may be taken by any party-in-interest or by any officer of the City affected by any decision of the Architecture and Historic Board of Review, Zoning Inspector, City Manager, Community Development Director, <u>Planning Commission</u>, or any decision in which the BZBA has original jurisdiction.
- b. All appeals shall be filed with the BZBA within twenty days after the decision by filing with the City Manager a notice of appeal specifying the grounds thereof.
- c. The City Manager shall transmit a copy of the notice of appeal to the BZBA, together with all the documents and other materials constituting the record upon which the action appealed from was taken.

1212.01 (f) Standards of Review

When examining any administrative decision on appeal under this Code, a reviewing body must affirm unless that decision is unlawful, unreasonable, or against the manifest weight of the evidence. A reviewing body shall give deference to the underlying body or decisionmaker's findings of fact. Findings of fact on appeal shall be presumed to be reasonable and may be overturned only if the reviewing body finds that no reasonable fact-finder could have reached the same conclusions.

1212.01(g) (Record of Review)

- (g) A reviewing body shall be confined to the underlying body or decisionmaker's record.
 - 1) The rule found in this subsection (g) applies unless, in the first level of an appeal from any final original order or decision, an appellant requests to submit additional evidence and it appears, on the face of the record, that one of the following applies:
 - A. The record does not contain a report of all evidence admitted or proffered by the appellant at the original hearing;
 - B. The appellant or its attorney was not permitted to appear and be heard in person and requested but was not permitted to do at least one of the following:
 - 1. Present the appellant's position, arguments, and contentions;
 - 2. Offer and examine witnesses and present evidence in support;
 - 3. Cross-examine witnesses purporting to refute the appellant's position, arguments, and contentions;
 - 4. Offer evidence to refute evidence and testimony offered in opposition to the appellant's position, arguments, and contentions; or
 - 5. Proffer any such evidence into the record, if the admission of it is denied by the officer or body appealed from;
 - C. The testimony adduced was not given under oath;
 - D. The appellant was unable to present evidence by reason of a lack of the power of subpoena by the reviewing body or decisionmaker, or the refusal, after request, of that reviewing body or decisionmaker to afford the appellant an opportunity to use the power of subpoena when possessed by that body or official; or
 - E. The underlying body or decisionmaker failed to file with the record conclusions of fact supporting the final order, adjudication, or decision.
 - 2) If any circumstance described in paragraphs (g)(1)B.1. to 5. of this section applies,

the reviewing body may hear the appeal upon the record and consider any additional evidence as may be introduced by any party. The reviewing body shall have all necessary subpoena power, and at the hearing, any party may call, as if on cross-examination, any witness who previously gave testimony in opposition to that party.

3) The failure of an appellant to request a hearing under paragraphs (g)(1) and (g)(2) of this section shall constitute a waiver of the right to submit additional evidence.

<u>Staff comment</u>: The BZBA shall review the above procedure to determine if additional evidence from the appellant can be submitted to the Board for the appeal.

1212.01(h) Remand Orders for Additional Findings of Fact.

Upon examining an administrative decision on appeal, a reviewing body may remand the matter to the underlying body or decisionmaker if the original findings in the appealed decision are determined to be incomplete, unclear, or not supported by sufficient evidence. The remand order shall include instructions for the underlying body or decisionmaker to gather more evidence, conduct further analysis, explain its reasoning more clearly, or reexamine the facts and issue a new, more thorough and well-supported explanation for its factual determinations.

<u>Staff Comment</u>: Attached is the adopted Final Decision from the PC September 8, 2025 meeting.

1202.03(b)(b) BZBA Operations: Decisions

- a. The BZBA shall take final action on an appeal or application within thirty days after the conclusion of the public hearing thereon.
- b. All decisions of the BZBA shall be based on written findings of fact related to the relevant standards or criteria set forth in this Code.
- c. A certified copy of the BZBA's decision shall be transmitted to the applicant or appellant and to the board, commission, or officer from whose decision an appeal was taken. Such decision shall be binding on such board, commission, or officer, and the terms and conditions of the BZBA action shall be incorporated into the approval, permit, or certificate, whenever an approval, permit, or certificate is authorized by the BZBA.

11/14/25, 10:20 AM 25-1322

(D) City of Hudson, OH

November 14, 2025

25-1322

Board of Zoning and Building Appeals (BZBA)

Status: Active

Submitted On: 10/7/2025

Applicant and Property Owner Information

Type of Hearing Request

Type of Request:*

Appeal

Type of Appeal*

Planning Commission Decision

Year Property Purchased*

unknown

Land Development Code Sections applicable to the

Appeal *

1204.04

Reason or Justification for the Appeal*

See Notice of Appeal

11/14/25, 10:20 AM 25-1322

BZBA Meeting Information

The following persons are authorized to represent this application with respect to all matters associated with the project*

Terry Seeberger Esq. Hamilton DeSaussure, Jr.

By checking this box, I do hereby certify that the information to the City of Hudson in and with this application is true and accurate and consents to employees and/or agents of the City of Hudson entering upon the premises of this application for purposes of inspection and verification of information pertaining to the application, and if this application is approved, to verify conformance to requirements and conditions of such approval. I acknowledge that City reviews or approvals do not absolve the subject property from deed restrictions, easements, or homeowner association covenants, restrictions, or regulations regarding structures and uses on the property. *

By checking this box, I do hereby certify that I am authorized to represent the property owner and to accept any conditions that the Board may impose.*

/

Board Meeting Date

AHBR	≜ BZBA

11/14/25, 10:20 AM 25-1322

Internal Company Name Variances Meeting Date District

HUDSON

COMMUNITY DEVELOPMENT • 1140 Terex Road • Hudson, Ohio 44236 • (330) 342-1790

PLANNING COMMISSION

CASE NO. 25-229 MAJOR SITE PLAN LAUREL LAKE VILLAS 200 LAUREL LAKE DRIVE

FINAL DECISION

Based on the evidence and representations to the Commission by Jeffrey Jardine, Riverstone Survey, Anthony Berardi, Laurel Lake, and City staff at a public meetings of the Planning Commission held at the regular meeting on June 9, 2025, then continued to the regular meeting on September 8, 2025 the Planning Commission denies Major Site Plan Request for units #1, #2, and #5 from the application and approves buildings #3, #4, #8, and #9. Buildings #3, #4, #8, and #9 were previously approved at the October 14, 2024 Planning Commission meeting.

The Planning Commission makes the following Findings of Fact:

- 1. The proposal is in direct conflict with the site plan standards of Section 1204.04(a) stating "The development shall be consistent with the purposes and intent of this Code, and with the policies, goals, and objectives of any applicable community plan, including the City Comprehensive Plan, as amended from time to time."
- 2. The City of Hudson Comprehensive Plan, specifically Action Item 2.1.2 states "Limit large scale facilities based on emergency service needs."
- 3. Comprehensive Plan action item 2.1.2 directly refers to large scale Continuing Care Retirement Communities such as Laurel Lake.
- 4. Such facilities create a strain on local emergency services. Such facilities comprise approximately 41% of the total emergency services calls in 2025.
- 5. The City is currently making substantial investments to staffing and facility upgrades just to accommodate existing large-scale facilities.
- 6. The Comprehensive Plan was developed with extensive community engagement and is the guiding document for policies and land use.
- 7. This decision is consistent with the previous October 14, 2024 site plan determination approving buildings #3, #4, #8, and #9 located to the interior and rear of the site and denying buildings #1, #2, and #5 located around the front pond.

Dated: September 24, 2025

CITY OF HUDSON PLANNING COMMISSION

Sarah Morman

Sarah Norman, Chair



City of Hudson, Ohio

Meeting Minutes - Final Planning Commission

Sarah Norman, Chair Angela Smith, Vice Chair Fred Innamorato Chelsea McCoy David Nystrom Jessie Obert Matt Romano

Monday, June 9, 2025 7:30 PM Town Hall 27 East Main Street

I. Call To Order

Chair Norman called to order the meeting of the Planning Commission of the City of Hudson at 7:30 p.m., in accordance with the Sunshine Laws of the State of Ohio, O.R.C. Section 121.22.

II. Roll Call

Present: 5 - Ms. Norman, Mr. Romano, Mr. Nystrom, Ms. McCoy and Ms. Obert

Absent: 2 - Mr. Innamorato and Ms. Smith

III. Swearing In

Chair Norman placed everyone under oath who would be giving testimony during the meeting.

IV. Approval of Minutes

A. PC 5-12-25 Minutes of Previous Planning Commission Meeting: May 12, 2025

Attachments: PC Meeting Minutes May12, 2025

A motion was made by Mr. Romano, seconded by Ms. Obert, that the May 12, 2025, Minutes be approved as amended. The motion carried by the following vote:

Aye: 5 - Ms. Norman, Mr. Romano, Mr. Nystrom, Ms. McCoy and Ms. Obert

V. Public Discussion

Chair Norman opened the meeting for Public Discussion on any topic not on the agenda. There was no Public Discussion.

VI. Correspondence

Chair Norman noted a recent appeal of a PC decision to BZBA. Chair Norman then suggested that following a hearing, the final decision be deferred to the subsequent meeting, in order to give time for the complete Finding of Fact. After discussion the Commissioners ultimately decided not to make changes to the process and decisions would be formalized by the Chair following the meeting, who would work with staff.

VII. Old Business (including continuation of public hearings)

A. PC 2025-231
A Conditional Use and Major Site Plan request of an artificial turf field and restroom building for Christ Community Chapel.

Attachments: Staff Report

Applicant Responses

Site Plans

Elevations/Floor Plan
Interior Landscaping Plan

Turf information

Wetland Delineation Report

Trip Generation Analysis

Stormwater Management Report

SWPPP

Engineering Review

Supplemental Documents

Public Comment for June Meeting

Previous Public Comments

Mr. Sugar introduced the application, which was continued from the April 14, 2025 meeting, detailed the various items of the project, noted additional documentation from the applicant per the request of PC, and reviewed the staff comments and recommendations.

Mr. Matthew Sutter, Sol Harris/Day, Architecture, was present for the meeting.

Reverand Zach Weihrauch, Lead Pastor, Christ Community Chapel (CCC), noted the purposes of the project: 1) Transforming the existing athletic field, which is used frequently, to be more attractive and usable. 2) Recognizing the aesthetics of this location as an entrance to Hudson. 3) To break down perceived barriers between the community and attenders of the church, so this becomes a welcoming space for families, whether or not they attend CCC.

Mr. Sutter detailed the three requests of CCC: 1) The existing soccer field be changed from grass to synthetic turf 2) The walking path with lighting to connect the playground and soccer field. 3) That a restroom facility be constructed, which will be available to those playing on the playground or field.

Mr. Sutter noted the previous approval for a church at this location and stated how he believes the requested items satisfy the LDC requirements: The closest house is 750 feet from the field, that the field is 14 feet below street level, that no speakers or scoreboard will be installed, that a sample of the artificial turf was presented to the Board, a safety study which showed no difference between a professional grass field and artificial turf, that no professional turf field exists in Hudson, and discussed anticipated noise from the improvements related to noise generated by existing traffic along 303 and Terex.

The Board, applicant, and staff, discussed: The MKSK plans which are marked as the landscaping plans, that bleachers will not be used, that the doors to the building have been left unlocked for public restroom use, that

porta-johns have currently been used for larger events - mainly on the south side of the property, that a variance will be requested for the restroom in the side yard, that if the variance is not given it is unknown where the relocated placement would be, that temporary chain link fence will be around the entire limit of disturbance, and that the temporary staging will be placed away from the residences - near W. Streetsboro Street,

Mr. Jimmy Kozy, CCC Executive Director of Operations, noted the playground is open to the public, that all programming is open to the public, and that a meeting with nearby resident has been announced for June 24, 2025.

The Board also inquired about the installation of temporary bleachers, Mr. Sutter noted that a natural slope exists for viewing of events, that no leagues which produce revenue for CCC exist, that no profit for CCC is produced by any event, that the plan is not to open the field for outside organizations, that no new uses for the field are envisioned, that a permanent decorative fence on the north and west sides of the fields is in the plans, that sufficient daylight exist for the sports and nothing is planned for night events, that emergency access to the field is off Terex Road with a marked access concrete pad, that the plan has been reviewed by the fire department, that the Conditional Approval was during the Township years, and that the soccer sound readings were done at another soccer game on a similar field,

Staff stated when the project would still be reviewed as major development, despite the stage being removed from the proposal. Staff gave a brief history of the application process, noted the reasoning on page 5 of the staff report of why a sidewalk was not required, and reviewed the fencing allowances.

The Board discussed whether this is a residential or commercial development and the implications for what fence may be constructed. Mr. Sutter noted the Ohio Building Code recognizes residential and non-residential, that if the Board denies the 6-foot fence, a variance could be requested from BZBA, that PC requested the fence at the last meeting, and that the applicant is willing to have a 4-foot fence.

The Board and staff discussed: If the field is a front yard or a side yard which will determine if a fence is allowed, the number of accessory uses on the property, that the code sets an accessory buildings limit of 4, that 1207 B 2 discusses landscaping if visible from the road - and how this is determined for this application, that the restrooms will be locked after hours, and that turf is counted as impervious surface.

Chair Norman opened the meeting for Public Discussion.

Mr. Nate Bailey, 123 E. Streetsboro Street, noted his work in Hudson as an architect and his belief this project will be a positive place for Hudson and appreciates the playground which is an investment for the community, as will be the soccer field, drinking fountain, and restrooms.

Seeing no one else coming forward to speak, Chair Norman closed Public Discussion.

The Commission, applicant, and staff discussed: The revised budget, which was included in the packet, the scale in the drawings being incorrect, and that the field will not be rented or leased to third parties.

The Commissioners discussed: That there is little change of function in the application and the field will be more attractive, that eliminating the stage from the application makes it more acceptable to the Commissioners, that all the Commissioners requests were done by the applicant, that the Commissioners need to give clear instruction regarding what it wants with regard to a fence, and the Commissioners appreciation for beautifying the field.

The Commissioners then discussed the staff recommendations and any additional recommendations.

Staff noted a 4-foot fence is permitted by code, that the Board may make the decision at this meeting, and the Findings of Facts be approved at a subsequent meeting. The Commissioners discussed the negatives of delaying a vote and causing a delay for the applicant.

The City Solicitor stated he believes a decision is to be made based on the Findings of Facts.

The Commissioners discussed their Findings of Facts, and Mr. Sugar informed the Commissioners how staff currently writes a Decision prior to the Chair signing the Decision.

Mr. Romano made a motion, seconded by Mr. Nystrom, based on the evidence and representations to the Commission on June 9, 2025, that the Planning Commission approve the Conditional Use and Site Plan Request for the Christ Community Chapel turf field and restroom building, according to plans received March 14, 2025.

The Planning Commission decision shall be subject to the following conditions:

- 1. Planning Commission approval is conditional upon a variance request being submitted to and granted by the Board of Zoning and Building Appeals to locate the restroom building within a side yard.
- 2. The design of the restroom building and fencing shall be reviewed by the AHBR.
- 3. Revise the landscaping plans, sheets L1.0 and L1.1, per the following:
- o Incorporate additional evergreens along the Terex Road frontage.
- o Widen the landscape buffer along the Terex Road frontage to maintain a consistent 50 ft width.
- 4. The comments of Assistant City Engineer David Rapp shall be addressed per the June 2, 2025 correspondence.
- 5. The applicant shall install silt fencing and/or polypropylene fencing to mark and protect the approved clearing limits, which shall be maintained by the applicant.
- 6. Satisfaction of the above conditions prior to scheduling of a preconstruction meeting with City Officials and no clearing or construction of any kind shall commence prior to the issuance of a Zoning Certificate.
- 7. If the applicant seeks a fence higher than 4 ft, a variance shall be sought from the Board of Zoning and Building Appeals.

Aye: 5 - Ms. Norman, Mr. Romano, Mr. Nystrom, Ms. McCoy and Ms. Obert

VIII. New Business (including public hearings)

A. <u>PC 2025-229</u> A Major Site Plan request for Laurel Lake Retirement Community. The request would construct seven villa duplex buildings.

Attachments: Staff Report

Submittal letter

Civil Plans

Landscaping Plan

Lighting Plan

Elevations - Floor Plan

Cost Estimates

Stormwater Management Report

Trip Generation Report

Wetland Delineation

Engineering Review

Supplemental Documents

PC Decision 2024

BZBA Decision - Conditional Use Appeal

Mr. Sugar introduced the application by describing the major site plan for seven villas, noting that approval was given for a major site plan with three of the seven buildings removed from the proposal, that the applicant appealed the denial of the three buildings near the pond, and that the denial was overturned. Mr. Sugar stated this review is for the site plan, outlined the changes from the previous submission, and reviewed the staff analysis.

Chair Norman clarified that a de novo hearing on the site plan was previously held, and this review is for only the three additional buildings. Solicitor Pitchford stated the prior site plan decision is in place.

Mr. Jeff Jardine, Riverstone Company, described the changes made to buildings 1, 2, and, 5.

The Commissioners, applicant, and staff discussed: The addition of one living unit in this application and how it relates to the BZBAs decision, whether it nullifies their decision. Solicitor Pitchford recommended the application be held to the BZBA decision.

The applicant described reasons for changing the application to make one unit a duplex, and other details of the project: To meet the need of the 40 applicants waiting for a Villa, that the economics for Laurel Lake are better with the additional unit, that the building greenspace will not drain directly into the lake, the new utilities are the reason some of the trees around the basin are being removed, and how the LDC applies to tree removal.

The Commissioners and applicant discussed: That the BZBA approval did not require encroachment variances, that the LDC requires a 50-foot setback while BZBA approved with a 43-foot setback, that confusion exists as to what type of body of water is in question, that the Comprehensive Plan discourages increasing the number of living units in large scale living facilities for the sake of safety services, that the Hudson Fire Department has stated no objections regarding fire access, the distances of the units from Laurel Lake Drive, that sidewalks and curbs will not be added, how pedestrian safety was addressed when there are more driveways interfacing with the road, how the existing pavilion area will be affected by a building unit, that the units have been designed to meet current requirements in consultation with Laurel Lake residents, and that this type of unit is unique to Laurel Lake,

Ms. Donna Anderson, Laurel Lake, stated 275 independent living units exist at Laurel Lake, that this proposal

does not increase the total number of living units because of combining single bedroom units into larger units, that the speed limit is 20 mph, that there are many walkers and stop signs along Laurel Lake Drive, that the Barlow Picnic Pavilion generally has the picnic tables inside with others on the lake side, that Laurel Lake is unique in Hudson in offering units for sale, and that it is a Type A Lifecare facility, and that Laurel Lake pays approximately \$1,000,000 per year in taxes,

Ms. Eileen Nacht, RDL Architects, stated the proposed units are similar to the existing units, that AHBR has reviewed the proposed units with generally positive comments, that the addition of the duplexes is harmonious with the existing units, and that AHBR preferred the proposed units have front facing garages - like the existing units,

Staff stated the number of retirement community housing units in Hudson is 8379, and that 785 housing units exist in all the facilities.

Mr. Anthony Berardi, CEO of Laurel Lake, noted Laurel Lake, with 411 living units, representing 5% of Hudson's total living units, justifies asking for more units by noting, because of combining units, there are actually less total units than originally approved. Mr. Berardi also noted that Laurel Lake has a wait list for larger units and open small units.

PC and staff discussed the timeline and steps of the application, those present at the pre-application meeting, that the pre-application meeting was done prior to the BZBA meeting and decision, and that BZBA determined the 50-foot setback does not apply to this application,

The Commissioners, staff, and applicant, discussed: The protection of the topographical features of the property when building the units, the setback analysis being difficult because of a private drive verses a public road, that staff recommends landscaping on the west side of the property near Boston Mills Road, that the front facing garages were designed to match the existing units, that sidewalks are not included in the plans and the applicant is to submit the cost for constructing sidewalks, that Hudson is planning a sidewalk along Boston Mills Road, that when the entire parcel is considered - the impervious coverage after construction - goes from 23.18 acres coverage to 23.93 acres, that preservation is being maintained as much as possible while developing their property, the number of trees to be removed for each building, that the retention pond does not have signage, that alternatives to a retention pond were explored by Laurel Lake but would require extra space - which is not available in this situation, that the area is not in a flood zone, the well-head protection area was discussed and it's implication for this proposed project, and that the traffic study does not include Laurel Lake's use for special events,

Mr. David Rapp, City of Hudson Engineering, described the stormwater plan and his recommendations.

Chair Norman opened the meeting for Public Comment. There were no Public Comments.

The Commissioners, applicant, and staff discussed: If the new units could be changed to smaller units if market conditions change, that combining apartments has continued since the last meeting, that the waiting list for large units continues to grow while the open small units continue to have openings, that the Hudson area offers many smaller housing units, if Laurel Lake is willing to move forward with a redesign if PC requests less density and intrusion into the setbacks, the financial impact on each villa if one unit is denied, the conflicts in the LDC regarding Wetlands Delineations, and that Laurel Lake is not in financial distress.

Mr. Jardine, noted the LDC definition of wetlands does not apply to the pond at Laurel Lake, how the IEI

applies to the pond in question, that Summit Soil and Water will require plans be submitted describing how the proposal affects the lake, that the IEI does not say work cannot be done - only that it be minimized, that the pond is not a wetland, and that Laurel Lake is a 36-year old business that desires growth.

The Commissioners discussed that BZBA did not approve buildings in the IEI area or six units, that a new application will need to be submitted for six units, the concerns regarding the setbacks, that the Comprehensive Plan is opposed to additional senior living housing, the well head protection as a concern, that only the site plan and IEI is being evaluated not the wetlands. PC also discussed that the applicant be asked when plans for five units, that do not encroach in the IEI, can be submitted, and that the applicant may wish to request a continuance of the meeting to consider their options.

The applicant requested a continuance to the August PC meeting.

A motion was made by Mr. Nystrom, seconded by Mr. Romano, that at the request of the applicant, the application be tabled, due back to Planning Commission on 7/14/2025. The motion carried by the following vote:

Aye: 5 - Ms. Norman, Mr. Romano, Mr. Nystrom, Ms. McCoy and Ms. Obert

B. PC 2025-507 A Conditional Use and Major Site Plan request for an addition for Hudson High School serving as an orchestra room.

Attachments: Staff Report

Conditional Use Letter

Site Plans

Elevation and Floorplan

Stormwater report

Traffic Letter

Engineering Review

Site Photos

Supplemental Documents

The Commissioners and applicant discussed tabling the application due to time constraints.

A motion was made by Mr. Romano, seconded by Ms. McCoy, that this Staff Report be tabled to Planning Commission, due back on 6/23/2025. The motion carried by the following vote:

Aye: 5 - Ms. Norman, Mr. Romano, Mr. Nystrom, Ms. McCoy and Ms. Obert

C. <u>PC 2025-561</u> A Text Amendment request to amend certain administrative appeal processes within the city.

Attachments: Staff Report

Proposed Amendment

Ordinance No. 25-85

Mr. Hannan introduced the text amendment regarding the review of decisions.

The Commissioners discussed the language of the text amendment, what new information might be brought to the reviewing body, edits to the proposed text amendment, notice to the body below, prior to the appeal taking place,

and representation from the lower board at the appeal.

Solicitor Pitchford also noted that BZBA will become the board of appeals for site plans and conditional use reviews.

A motion was made by Mr. Romano, seconded by Ms. McCoy, that this Staff Report be recommended for approval City Council with the discussed changes to be incorporated. The motion carried by the following vote:

Aye: 5 - Ms. Norman, Mr. Romano, Mr. Nystrom, Ms. McCoy and Ms. Obert

IX. Other Business

A. <u>PC Public</u> Update for Order and Rules of Public Hearings <u>Hearing Update</u>

Attachments: Staff Memo

Ordinance 25-21

Mr. Sugar reviewed City Council's mandated Public Hearing Update agenda. Chair Norman requested time limits (where applicable), public comment rules be included in the agenda.

This matter was discussed

X. Staff Update

There were no staff updates.

XI. Adjournment

Ms. Norman adjourned the meeting at 11:33 p.m..

Sarah Norman, Chair	

Upon approval by the Planning Commission, this official written summary of the meeting minutes shall become a permanent record, and the official minutes shall also consist of a permanent audio and video recording, excluding executive sessions, in accordance with Codified Ordinances, Section 252.04, Minutes of Architectural and Historic Board of Review, Board of Zoning and Building Appeals, and Planning Commission.

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City of Hudson, Ohio

Meeting Minutes - Final Planning Commission

Sarah Norman, Chair Angela Smith, Vice Chair Fred Innamorato Chelsea McCoy David Nystrom Jessie Obert Matt Romano

Monday, September 8, 2025

7:30 PM

Town Hall 27 East Main Street

I. Call To Order

Chair Norman called to order the meeting of the Planning Commission of the City of Hudson at 7:30 p.m., in accordance with the Sunshine Laws of the State of Ohio, O.R.C. Section 121.22.

II. Roll Call

Present: 7 - Ms. Norman, Mr. Romano, Mr. Nystrom, Mr. Innamorato, Ms. Smith, Ms. McCoy and Ms. Obert

III. Swearing In

Chair Norman placed everyone under oath who would be giving testimony during the meeting.

IV. Approval of Minutes

A. PC 7-14-25 Minutes of Previous Planning Commission Meeting: July 14, 2025 Contd

Attachments: PC Meeting Minutes July 14, 2025

A motion was made by Mr. Romano, seconded by Mr. Innamorato, that the July 14, 2025, Minutes be approved. The motion carried by the following vote:

Aye: 6 - Ms. Norman, Mr. Romano, Mr. Innamorato, Ms. Smith, Ms. McCoy and

Ms. Obert

Recused: 1 - Mr. Nystrom

B. PC 8-11-25 Minutes of Previous Planning Commission Meeting: August 11, 2025

Attachments: PC Meeting Minutes August 11, 2025

A motion was made by Mr. Innamorato, seconded by Mr. Nystrom, that the August 11, 2025, Minutes be approved. The motion carried by the following vote:

Aye: 5 - Ms. Norman, Mr. Nystrom, Mr. Innamorato, Ms. McCoy and Ms. Obert

Recused: 2 - Mr. Romano and Ms. Smith

V. Public Discussion

Chair Norman opened the meeting for Public Discussion on any topic which is not on the agenda. There were no Public Comments.

VI. Correspondence

Chair Norman requested that any correspondence regarding Planning Commission, outside of the public meetings be disclosed. She then noted:

- 1. The Commissioners were invited to Hudson Community Living's open house and that she had flowers delivered on PC's behalf.
- 2. She toured the JoAnn Fabrics building with Hudson City officials and summarized her observations to the Commissioners.
- 3. She will be presenting PCs request for a 90-day moratorium to City Council.

VII. Old Business (including continuation of public hearings)

A. PC 2025-229 Major Site Plan request to construct 7 villa buildings for the Laurel Lake Retirement Community.

<u>Attachments:</u> Staff Report for September 8th Meeting

Site Plans for September 8th Meeting

Engineering Review for September 8th Meeting

Public Comments

Site Plans - June 9th Meeting

Elevations - Floor Plan - June 9th meeting

Landscaping Plan - June 9th Meeting

<u>Lighting Plan - June 9th Meeting</u>

Stormwater Management Report - June 9th Meeting

Submittal letter - June 9th Meeting

Supplemental Documents - June 9th Meeting

Trip Generation Report - June 9th Meeting

Wetland Delineation - June 9th Meeting

Cost Estimates - June 9th Meeting

BZBA Decision - Conditional Use Appeal

PC Decision 2024

Mr. Sugar noted this application was continued from the June 9, 2025, meeting, where the Commissioners requested the applicant to revise the site plan to show five units as BZBA approved, and to revise the site plan to limit the encroachment into the Limits of Disturbance. Mr. Sugar then displayed a map showing the revisions. Mr. Jeff Jardine, Riverstone Company presented the updates on behalf of the applicant.

The Commissioners, applicant, and staff discussed: Changes to the landscape plan. The trees that would be removed towards the lake. The proposed redesign of the pond. The proposed front-facing garages. How building 5, in the proposed location, will affect outside events near the pavilion. The findings of the wetlands report and

how it relates to buildings 1, 2, and 5 and the adjacent pond.

Mr. Tony Berardi, Laurel Lake, noted, the additional buildings and pavilion have been discussed with Laurel Lake residents, with some opposed, some in favor, and many who have not expressed an opinion. The Commissioners expressed concern that building 5 is near the west entrance, where heavy traffic exists. Mr. Jardine stated the sight distances are within the ODOT standards and were designed using professional engineering standards.

Mr. Jardine discussed how the revised plan related to the City's Index of Ecological Integrity (IEI) and wellhead protection area.

The applicant and Plannign Commission discussed, proposed tree removal, the proposed 16-foot light pole at the southern end of the property, and the transformer adjacent to building 5 should be screened. The Commissioners further discussed the proposed front loaded garages.

Ms. Eileen Nacht, RDL Architects, addressed the comments regarding the side-loaded garages.

Mr. Jardine and the Commissioners noted that yard drains will be used to collect storm water, that swales are to be avoided, and that preliminary calculations have been done regarding storm water.

Mr. Sugar stated notices were issued for the meeting.

Chair Norman opened the meeting for Public Comments.

Chair Norman read a portion of an email submitted to staff by Dr. Mimi Larsen Becker, asking the Commissioners to take note of water issues on the proposed units, especially around unit five, which Dr. Becker requested not be approved.

In response to the Commissioners questions, the applicant stated the proposed sidewalk would extend all around the front drive and pond, that they were not aware of flooding issues in recent years, that it is there opinion there are no wetlands present around the proposed units, therefore, approval is not needed from the Army Corps, that Summit County the project, and that no work will be done that affects the Indiana bats during the restricted portion of the year.

The applicant thanked the Commissioners and noted Laurel Lake has a waiting list for these units.

The Commissioners stated and discussed: The wetland report and IEI bounadry, that the Comprehensive Plan is opposed to additional large residential developments, that the site plan may be reviewed independently from the Conditional Use permit, that the number of units make the area congested, that the design will cause trees to be damaged during construction, that the applicant stated the proposed units are not necessary for the financial health of Laurel Lake, that Hudson emergency services are already struggling, that LDC 1207.08 speaks to the well head which the Commissioners feel is within the limits, that the Comprehensive plan was approved in late 2024 and this application was submitted in May of 2025, that the front units are too close to the road, that conflicting statements were made by the applicant regarding the project being viable if the front units are not approved, and that approving this application will set precedent for ignoring the Comprehensive Plan.

Staff clarified that the proposed units are independent living villas.

The Commissioners discussed PCs goal of balancing the rights of land owners and the citizens' opinions in the Comprehensive Plan.

Ms. Smith made a motion, seconded by Ms. Obert, to deny the application based on the language of the Comprehensive Plan.

The Board and staff clarified the request also includes the 4 buildings at the southern end of the property.

Ms. Smith and Ms. Obert agreed to withdraw their motion with the intent to make a new motion to include all of the units.

The Commissioners discussed a vote affirming PCs and BZBAs previous decision to approve, that all the units violate the Comprehensive Plan, that the applicant met all the conditions set by the Commissioners.

Ms. Smith made a motion, seconded by Mr. Romano, to DENY units 1, 2, and 5, based on the Comprehensive Plan and to APPROVE units 3, 4, 8, and 9. The motion was approved by the following vote:

Aye: 5 - Mr. Romano, Mr. Innamorato, Ms. Smith, Ms. McCoy and Ms. Obert

Nay: 2 - Ms. Norman and Mr. Nystrom

B. Contd

PC 2025-904 A Text Amendment request relevant to regulations applicable to Assisted Living, Continuing Care Retirement Communities, and Institutional Care (nursing).

> Attachments: PC Memo for 9.8.25 Meeting

> > Staff Report - August 11 PC Meeting

City Council Memo

Map of Existing Facilities

EMS Incident Report

Hudson Comprehensive Plan

Mr. Hannan introduced the application by requesting the Commissioners' feedback on the staff-provided regulations applicable to assisted living.

Chair Norman noted this is a Public Hearing.

The Commissioners discussed the definition of assisted living as pertaining specifically to the elderly, and the possibility of expanding it to include assisted living for any age group.

Chair Norman opened the meeting for Public Comments. Seeing none, Public Comments were closed.

The Commissioners discussed the possibility of making an overlay district in which all new assisted residential living facilities are located.

Mr. Nystrom made a motion, seconded by Ms. McCoy, to request staff develop an overlay in the center of town to include a portion of D2, and all of D3, D4, & D5, with the northern boundary being the Turnpike for institutional residential uses.

The Commissioners further discussed the most appropriate districts for assisted living facilities to be located in light of the demands placed on emergency services.

Mr. Romano made an amend to the motion to exclude D 4 & D 5, Ms. Smith seconded the amendment. The amendment to the motion was approved unanimously.

Mr. Nystrom made motion, seconded by Ms. McCoy, to request staff develop a potential

overlay within the center of town that would include a portion of D2, and all of D3, with a northern boundary being the turnpike for institutional residential uses. The motion was approved by the following vote:

Aye: 7 - Ms. Norman, Mr. Romano, Mr. Nystrom, Mr. Innamorato, Ms. Smith, Ms. McCoy and Ms. Obert

VIII. New Business (including public hearings)

A. PC 2025-1027 A Concept Site Plan request for a proposed townhome development

Attachments: Staff Report

Memo From Applicant

Site Plans

Inspirational Images
Engineering Review
Title Commitment
Current Deeds
Site Photos

Mr. Hannan introduced the application by noting that a modified staff report with a clarification was distributed to the Commissioners, and this application is for a Basic Development.

Mr. Sugar introduced the revised Concept Plan Review for a townhome development at 86 Owen Brown Street in District 5 and reviewed the revisions.

Mr. Adam Fishman, Fairmount Properties, described: The location of the proposed development, the redevelopment of the area, that this revised plan is based on the previous comments from PC, the reduced density from 21 units to 18 units, that all the buildings will be out of the floodplain, that sanitary sewers and water issues are being addressed, that adequate on-street parking has been developed, that the historic village core is being protected, that Veterans Trail will be extended through the property with an interior courtyard which will be open to the public, that the proposed units will preserve the feel of the surrounding historic homes, that existing impervious surfaces will be removed and replaced with a landscaping, that detention and water quality controls will improve the function of Brandywine Creek, that the new plan will have two curb cuts, that the project will be innovative and unique with the transformative use of industrial and business units into residences, and the designs with attention to details will bring quality to the area.

The Commissioners, applicant, and staff, discussed: An approximate cost of \$275 to \$325 per square foot, with a sale price of around \$800,000 per unit, an anticipated start date of the spring of 2026, with a build time of 16 months, that Fairmont properties plans to develop the property with the use of a general contractor, that parking on Morris Road may be a safety issue, that a designated delivery area would be at the expense of greenspace, and the possibility that buildings 1, and 16, be rotated to face Owen Brown.

Ms. Meltzer, architect, stated that the side elevations will be developed to fit in with the streetscape on Owen Brown Street.

The Commissioners discussed that less than half of the units have elevators making them less friendly to empty nesters, which Mr. Fishman stated is caused by the smaller size of the units, that the façade heights will vary, that

staff is having ongoing discussions with state agencies regarding various approvals, the various build phases, and how the public is considered during the build phases.

Mr. Dave Pietrantone, Riverstone Survey, noted that some of the soil is unsuitable and will require removal and replacement, and that discussions are ongoing with the EPA and Summit County regarding storm water issues with hopeful resolution in the spring of 2026.

The Commissioners, applicant, and staff discussed: The Commissioner's concern regarding the proposed 10-foot path and its proximity to the units and adjacent homes, that pump station discussions are ongoing with the County, that fire response will primarily occur from the public streets, that net density calculations will need to be finalized, that a total of 30-feet is allowed for two curb cuts, the possibility of an on street designated delivery area during designated times, the possibility of more empty nester units, that about half of empty nesters desire first floor living, and that the final site plan approval should be based on the sanitary sewer program of Summit County.

Chair Norman opened the meeting for Public Comments to persons with standing. Seeing none, Chair Norman closed this portion of Public Comments.

Chair Norman opened the meeting for Public Comments from any citizen.

Ms. Jill Flagg, 64 Owen Brown Street, asked if the property will be raised out of concern that water will be added to the stormwater system, and noted her yard floods during storms.

Mr. Sugar noted this project will introduce stormwater management to the site.

Seeing no further comments, Chair Norman closed Public Comments.

The Commissioners thanked the applicant for the reduction of units, the addition of greenspace, the architectural amenities, the parking along Morse Road, the stormwater management system, that the provision for elevators in the units is appreciated, concern with the transition to the existing neighborhood, the need for a written commitment from Summit County regarding the utility work, the need for housing for all generations of citizens, that this location is good for townhomes, appreciation for how the applicant acted on PCs comments, concern regarding the bike trail/sidewalk so close to the houses, that the requirement for no front facing garages causes a smaller living area on the first floor, and concern that less than half of the units will have elevators.

Mr. Romono made a motion, seconded by Mr. Nystrom, to approve the concept site plan application based on preliminary compliance with general review standards for site plans stipulated in section 1204.04. The motion was approved by the following vote:

Aye: 7 - Ms. Norman, Mr. Romano, Mr. Nystrom, Mr. Innamorato, Ms. Smith, Ms. McCoy and Ms. Obert

IX. Other Business

A. PC 2025-905 Discussion and PC initiation for a Text Amendment request to Appendix A of Sept the Land Development Code relating to submittal requirements

Attachments: Staff Report

Redline Changes

Staff Report - August 11, 2025 PC Meeting

Mr. Sugar introduced and summarized the redline edition for submittal requirements and noted this will be recommended to Council who will then send it back to PC for final comments.

The Board provided comments for minor edits to be included in the draft to Council.

Mr. Nystrom made a motion, seconded by Ms. Obert, to advance the proposal to City Council with the two edits. The motion was approved by the following vote:

Aye: 7 - Ms. Norman, Mr. Romano, Mr. Nystrom, Mr. Innamorato, Ms. Smith, Ms. McCoy and Ms. Obert

X. Staff Update

Mr. Hannah noted: Changes are being made in the recording of the meetings, which may affect the livestream of meetings. 2) That city staff and Council are continuing to advance the work on the Downtown development, and that an architectural firm may be hired to prepare a concept plan for a development. 3) That a committee is meeting regarding the JoAnn's property.

This matter was discussed

XI. Adjournment

A motion was made by Ms. Smith, seconded by Mr. Nystrom, that this be adjourned at 11:14 p.m.. The motion carried by the following vote:

Aye: 7 - Ms. Norman, Mr. Romano, Mr. Nystrom, Mr. Innamorato, Ms. Smith, Ms. McCoy and Ms. Obert

Sarah Norman, Chair		

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