## RICHMOND DEVELOPMENT REVIEW BOARD REGULAR MEETING APPROVED MINUTES FOR APRIL 11, 2012 MEETING

Members Present:<br/>Members Absent:David Sunshine, Chair; Brian Werneke, Vice-Chair; Stephen Ackerman, Lori Cohen<br/>One vacancyOthers Present:Cathleen Gent, Town Planner/Staff to the DRB; Ruth Miller, taping for MMCTV<br/>Comcast 15; Also see attached list.

## Sunshine called the meeting to order at 7:05 p.m.

Sunshine said that, due to the busy agenda, the Board will be fairly strict on the time limits for each hearing. If the hearing cannot be completed, it will be continued until the next available time in May or June. Sunshine asked those attending each public hearing to sign in and reminded everyone that, if they wish to seek status as an interested person, there are specific criteria, per the Richmond Zoning Regulations, Section 7, which he reviewed. Sunshine then noted that anyone wishing to have interested person status should speak during the hearing.

## Public Hearing

 <u>William Donovan, Inc.</u> – Application #12-029 for conditional use review for a parcel located at 282 River Road (RI0282) in the Commercial zoning district, per Richmond Zoning Regulations, Section 5.6 (Conditional Use Review, including Site Plan Review) to add a fast-food restaurant (mobile truck) as part of a mixed use of the property, and Section 4.9 (Non-Conforming Uses) to replace and to increase the square footage of an existing non-conforming single family house.

Gent explained to the DRB that William Donovan would not be present at the hearing and that no letter of authorization was presented by which Donovan would be represented by Mathew Norton, co-applicant. The DRB discussed the matter and voted unanimously to move forward with the public hearing.

Norton provided an overview about the proposed project. He explained that he owns Anytime Towing, which is located at 282 River Road and proposed to Donovan that a mobile food truck be added to the mixed uses on the property. Norton then thought of the idea of replacing the existing mobile home with a new mobile home about a year ago when the former residents moved out. The third element of the application, a fence, will improve the appearance between the Riverview Commons Mobile Home Park and will add security. Norton requested a waiver from the DRB regarding the requirement that a professional (engineer, surveyor, etc.) prepare the site plan. He noted that the site plan has been prepared to the best of his ability, using a previously approved site plan as a model.

The first topic was the mobile food truck. Norton briefly discussed an email communications from VTrans, which stated that, because the truck is registered and can be moved, that VTrans does not think the activity will cause any issues. If problems arise, VTrans will look at the situation again. Norton said that the food truck will be located at 282 River Road only during the portion of the year when it is open for business. There will be no water or wastewater accessed from the property for the truck. He may run power from the main building to the truck. He plans to use propane gas for cooking and will have a frialator and hood system. The fan system will be muffled with a diffuser on the main fan to control odors.

The DRB then asked about the length of time that the mobile home residence has been vacant. Norton said that the residents were in the process of moving out when he began his business began last year and acknowledged that they applicants are in range of the limit in terms when the residence ceased being occupied. He added that, unfortunately, Donovan is not at this hearing to answer the question of when the residents moved out of the mobile home.

53 The DRB asked whether any additional traffic will be generated by the mobile food truck business. Norton 54 said he is largely relying on foot traffic and customers of the existing businesses at 282 River Road. On the 55 application, he stated that there will be an additional 30 average weekday trips and 20 average PM peak 56 hour trips. He added that the truck is not large in size and that he and his son will operate the food truck business. Norton said that he wants to clean up the area near the truck, for instance, reseeding the grass in 57 58 the area of a former used car lot, removing the gravel, and cleaning up brush. Ackerman noted that the 59 parking area is not near the food truck and Norton responded that he does not want traffic right where people 60 are getting their food. Although it is not on the site plan, he plans to place small "parking in rear" signs along

the front. Sunshine asked about signage for the business. Norton said that there will be one "A" frame sandwich board and one sign on the truck that lists the menu. Norton added that the "A" frame sign will be set up only when the business is open, which will be daylight hours only.

Norton next discussed the fence along the east side of the property. There will be a gate to allow foot traffic from the mobile home park, but the goal is to close up the area for security purposes. The proposed fence is 8 feet tall. That height is needed to alleviate general light from going onto properties in the mobile home park. The fence will be located in such a way on 282 River Road that Norton can keep both sides of the fence easily maintained.

Werneke (DRB liaison for the project) added that, based on conversations with Norton, the food truck business will be open from May to the end of October each year. The food truck will be located in a lower flat spot approximately 60 feet from Route 117. In response to a question, Norton said that the trip ends are based on an assumption that some of the traffic will be from Lucky Spot customers and mobile home park residents. He added that he does not want parking in the flat area near the mobile food truck and that he will direct customers to the parking spaces in the rear. He plans to set up picnic tables for patrons, but does not plan to leave the tables overnight, as there is a potential they would be stolen.

- The DRB then discussed the parking layout with Norton. On the side of the building, there are up to four parking spots and, in the rear, there are 16 parking spots, for a total of 20 spots that are shared between the towing/repair shop business and the mobile food truck operation.
- The site plan does not show that the old mobile home is leaving, but Norton confirmed that it will be removed, along with a small nearby shed. In response to a question, Norton said that the supplies for the food truck operation will not be stored at 282 River Road. He added that there will not be any deliveries for that business.
- The DRB then discussed the fact that the new double wide mobile home will likely be within the FEMA Special Flood Hazard Area when the new maps are released later this year. Norton said that the slab will be raised and the mobile home will be elevated the maximum amount, per the installers recommendations. He pointed out the location of the new mobile home on the site plan, noting that it is between the existing mobile home and the proposed fence.
- Norton said he plans to complete the ground work for the food truck business and install the fence this year, but will not replace the mobile home this year.
- Sunshine opened the hearing to the public. No comments were offered.
- The DRB asked where rubbish from the food truck will be located. Norton showed the location depicted on the site plan (area with circle and "x"), a little fence with a trash barrel. Cohen said that she is interested in specific plans for the mobile home related to flooding concerns. She suggested that a condition may be warranted regarding compliance with flood hazard regulations. The DRB confirmed that Donovan must confirm with evidence that the existing mobile home was vacated prior to March 19, 2011.

Motion by Werneke, seconded by Ackerman, to continue the public hearing until May 9<sup>th</sup> to receive either a letter or testimony from William Donovan regarding the date when the existing mobile home was vacated. As part of the motion, Norton was directed to bring in a letter of authorization from Donovan if Norton will be representing Donovan during the public hearing. Voting: 4 in favor; 0 opposed; 0 abstentions.

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2. <u>Ian Ryan</u> – Application #12-028 for parcel located at 32 Beaver Pond Hill Road (BV0032) in the Agricultural Residential zoning district, for final subdivision review for a 2-lot subdivision (original lot and 1 new lot).

54 Sunshine swore in Ian Ryan, Scott Homsted (engineering consultant), and Annie Dwight (attorney). Homsted 55 provided an overview of the project. Ian Ryan plans to subdivide his 10.5 acre parcel into a 3.6 acre parcel 56 (Lot 1 - original parcel with the house) and a new 6.9 acre parcel (Lot 2), which will be sold. He noted that 57 the DRB has already granted preliminary subdivision approval. Homsted described the planning progress 58 that has been done since the preliminary subdivision approval. The site plan has been revised to show the 59 limitations associated with the deeryard, which encroaches slightly onto Lot 2. The building envelope has 50 been revised to exclude the class 3 wetland, except for the driveway. They have met with the state wetland ecologist and a wetlands consultant, who has confirmed the wetland delineation. In response to a question from Sunshine, Homsted said that the well for the new structure is within the building envelope. Homsted then discussed their research in terms of the number of lots that have access off Beaver Pond Hill Road, which shows that there were six lots originally with such access. However, there are currently five lots due to a lot merger. So this proposed subdivision would bring the number back up to six lots.

Homsted then reviewed the building envelope area, showing the driveway location across the wetland. He discussed the deeryard, noting that there are dozens of acres within the deeryard and the amount of encroachment within the building envelope is 1/3 of an acre.

Referring to an email from Keith Kasper, Ackerman disclosed that he lives on Old Farm Road, which is on the other side of Hinesburg Road from Beaver Hill Pond Road.

The DRB discussed the road issue. Sunshine said that he would like to see a road agreement. He said that the correct term to use is "rateably" apportioned per the Hubbard v. Bolieau case and indicated that the original developer, Saltzman, created covenants and deeds that apply to the west side (Beaver Pond Hill Road) as well as the east side (Old Farm Road) of the road. Sunshine said he has seen too many instances where maintenance is not set out in advance. He indicated he is looking for an agreement between lot 1 and lot 2 owners. Dwight noted that she drafted two versions of the road agreement and that she will revise one version in light of Sunshine's suggestions.

The DRB discussed the rural road standards, which could be invoked in this instance. Holsted said that upgrading the length of the road to the rural road standards would be very expensive and likely would kill the project. He brought up one potential way to address the issue, which was discussed during the preliminary subdivision approval, namely to apply for conditional use approval for an expansion of a non-conforming use (the road). There are currently five lots. By going to six lots (with four residences), that would be below the 25% expansion threshold. He added that the rural road standards would double the size of the road width. Lot 2 represents a very small portion of the road and is relatively flat. The DRB discussed the option of requiring the rural road standards to the second driveway (lot 2), pointing out that the board has, in the past, required upgrades of a portion of the road. Ackerman asked whether Ryan has obtained information from the emergency departments regarding whether lot 2 is accessible. Ryan indicated that he has not. Ackerman said he would like to see such letters from the three Richmond emergency departments.

Sunshine opened the hearing to the public. No comments were offered.

Motion by Ackerman, seconded by Cohen, to continue the hearing until May 9<sup>th</sup> for the purpose of receiving letters from the Richmond fire department, police department, and Richmond Rescue addressing whether each department can service the proposed development. Voting: 4 in favor; 0 opposed; 0 abstentions.

- <u>Town of Richmond</u> (hearing continued) Application #12-011 for conditional use review for proposed and asbuilt improvements within the FEMA Special Flood Hazard Area, per Richmond Zoning Regulations, Section 6.8 (Flood Hazard Overlay District) at 203 Bridge Street (BR0203); 286 Bridge Street (BR0286); 430 Bridge Street (BR0430); 431 Bridge Street (BR0431); and the Bridge Street Bridge. BR0203 is within the Residential Commercial zoning district and the other parcels are within the Agricultural/Residential zoning district.
- Town Administrator Geoff Urbanik addressed the DRB and requested a continuation of the hearing for two
   month, until June, in order to get the additional information requested at the last DRB hearing. Motion by
   Werneke, seconded by Ackerman, to continue the hearing until June 13<sup>th</sup>. Voting: 4 in favor; 0 opposed; 0
   abstentions.
- 4. <u>Chittenden County Fish & Game Club</u> Application #12-025 motion to appeal and motion for stay regarding
   the February 21, 2012 Notice of Zoning Violation by the Zoning Administrative Officer related to the
   increased use of the shooting range at an outdoor recreation facility located at 1397 Wes White Hill Road
   (WW1397) in the Agricultural Residential zoning district.

Zoning Administrative Officer Gwynn Zakov provided an overview regarding the Notice of Zoning Violation,
which was issued to comply with the underlying Vermont Environmental Court (2004) and the Vermont
Supreme Court (2006) decisions regarding an increased scope and intensity of the use of the shooting range
facility at the Chittenden County Fish & Game Club (CCF&GC). In Zakov's opinion, the decisions are still

binding on the parties. No applications have been submitted for either an expanded use or a non-conforming use by the CCF&GG. Under the Richmond Zoning Regulations, Zakov enforced the violation. In response to a question by Sunshine, Zakov said that the violation has not been cured since February 21<sup>st</sup>.

Town of Richmond Attorney Mark Sperry submitted copies of the following documents: Vermont Environmental Court decision (2004); Vermont Supreme Court decision (2006); Vermont Environmental Court decision (2011).

John Collins, attorney for the CCF&GC spoke next. Five CCF&GC members (Michel Allen, Moe Forcier, Bruce Bailey and two unidentified persons) were sworn in. Collins said that he wanted to remind the DRB and community what a good neighbor the club is and that he was surprised and disappointed that the notice of violation was issued. Collins presented a hearing memorandum regarding the Notice of Violation from 2/21/12. He noted that, in 2010, the DRB held a remand hearing with all parties and issued findings. Cohen replied that the DRB decision was vacated because the DRB did not have authorization to issue that decision. Collins said that the court did not require the CCF&GC to file an application. He added that the CCF&GC is in compliance with the 1969 noise levels. Sunshine said that the DRB is bound by the previous court decisions. Werneke confirmed that the notice of violation is based on the court's findings that the use increased. Collins replied that the usage has not changed materially. Collins then stated that the "law of the case" should not be followed, citing State v. Gomez, where a decision was erroneous and would create a "manifest injustice" if followed. He said that he does not believe the Town has met its burden vis-à-vis the notice of violation. Collins re-submitted all exhibits that were submitted during last year's DRB hearing, which are on file at the Planning and Zoning office. Collins said that, based on the fact that there were 2,000 members plus guests using the CCF&GC in 1969, there has been substantial decline since 1969. The club has put in safety measures and restricted the hours of operation. Collins then submitted two DVDs with all the testimony from the DRB's public hearings on December 8, 2010 and January 12, 2011.

27 Michel Allen testified that he is the vice-president of the CCF&GC board and reiterated what he said during 28 the last DRB hearing that there has been no increase in noise. He goes to the club and checks in often. He 29 said he is concerned that the usage would be required to be cut from 1969 levels. This will affect hundreds of 30 Richmond residents, just for the benefit of a few people. Allen said that there has been no difference in 31 usage since 2010 and 2011 and that it is less than during the 1960s. He said he has heard gun shots from 32 other properties in the neighborhood after hours, from the north, namely an individual who manufactures 33 guns. Allen added that there is no control of hunting in the state wildlife management area, and there may be 34 shooting there occasionally. Collins said that numerous other witnesses can establish there is no change in 35 use and that the gun shooting might come from other properties. He asked for the opportunity to come back 36 again to the DRB. Sunshine replied that such a decision is deferred at this time. In closing, Collins reiterated 37 that there is no change in the use and no change in the facts of the case. 38

39 Before Attorney Dan O'Rourke addressed the DRB. Sunshine said that written participation does not 40 conform with evidentiary rules for evidence. Based on that stipulation, O'Rourke requested an opportunity for 41 a continuance. He said that he would submit a memo with those letters and Sunshine accepted that. 42 O'Rourke said the Court's decision was clear about the levels in 1969 and that there was a court transcript 43 from the CCRPC president specifying that the levels have increased since 1969. There has been no 44 evidence presented that the CCF&GC has reduced the use since 2003-2004 Environmental Court decision. 45 He said he believes the Town is taking the appropriate steps to gain compliance, in keeping with the 46 Richmond zoning regulations, under Section 4.7 and 4.5, which were referenced in the Court decisions. He 47 noted that the town has not made any attempt to reclassify the use or make it a permitted use. 48

Sunshine swore in William Smith of Wes White Hill Road. Smith said he was sorry to hear that letters cannot
be used as testimony at this hearing. All of the letters discuss what the usage is today compared with 2004,
specifically that the usage has been the same or increased since 2004. He added that he has not heard
anyone arguing that the usage has gone down since 2004. Smith submitted the letters to the DRB.

54 O'Rourke asked Collins if all testimony from the DRB 2010-2011 hearing was submitted tonight and Collins 55 stated that it is.

Town Attorney Mark Sperry spoke next. He stated that no applications have been filed with the DRB, per Judge Wright's orders. He referenced his April 4<sup>th</sup> letter to the DRB and noted that the court found the usage definitely doubled and perhaps increased by 4-5 times. He stated that what triggered the recent notice of violation was letters from neighbors. He said that, starting with Judge Wright's decision, the CCF&GC has to cure the violation by cutting back the use. Sperry said that town is not trying to get the CCF&GC to cease its operations, however, the town would like to see the CCF&GC comply and apply for permits or cut the usage in half, relative to the 2003 levels.

Werneke, Cohen, and Sunshine discussed the general potential outcomes of the current proceedings and encouraged all parties to engage in mediation.

Town Administrator Geoff Urbanik said that the town realizes that all three sides have been in this position before. He said the DRB does play a role and that, even though there is a likely appeal process. The case needs to be presented with the DRB and the town is as equally as important as the other two parties.

Moe Forcier said that it's difficult to find fault with the opposing group (i.e., the neighbors), as they have been good neighbors for many years. He said the question is how the use can be determined since no one was there in 1969. He said he has heard shooting in the forest reserve area, with illegal deer hunting.

Sunshine swore in David Gote from Starksboro. He said he has come to the CCF&GC since 1976. The people using the club have been congenial, with camping, fishing, shooting, hiking all taking place. The CCF&GC provides tangible income for the club.

An unidentified person asked how to measure whether the use has increased or not.

An identified person asked if the DRB can be a party to binding arbitration. Sunshine said the DRB cannot be a party to binding arbitration. That person discussed details regarding the mediation. O'Rourke stated that there is a signed gag order and this is not the place to talk about the earlier mediation.

Delores and Fred Carter were sworn in.

Delores Carter said that they lived across the CCF&GC for some time (where Smith lives currently). Fred bought the land in 1959. They married in 1963 and summered in the house until 1967, then moved there full time in 1969. At that time, there were days without a car passing by and there was no shooting. The largest event was the fathers day fishing derby. There is much higher usage today compared with 1963. The roads were not plowed and they did not open the parking areas at the club. Now the CCF&GC shooting goes on year round.

Fred Carter spoke next. He read the letter that he submitted for the DRB hearing in 2010. Carter said that they have first-hand knowledge about CCF&GC activities, beginning in 1962 through 1977, and thereafter through 1990. He said that the operation of the range is now and has been an evolution of escalation of use and improvements. For instance, the orientation of the shooting axis was change 90 degrees prior to 1969, for safety reasons. Instead of being 180 degrees away from the road, it is only 90 degrees. Carter noted that there are now several shooting benches instead of one and that the intensity of the use has grown steadily from two seasons to all seasons and all weather since the area is now snow plowed and there are covered shelters for shooters. The number of days has grown from weekend target practice to every day of the week. Carter said that use of large capacity magazines did not begin to show up on a daily basis until the 1980s, as those types of guns became more available. Carter recognized that he did not keep a diary of activities in the 1960s, nor did the CCF&GC.

Bruce Bailey then spoke. He had been sworn in earlier. Bailey noted that the Club had a good relationship
with past neighbors. In 1975-19776, there were 1,500 to 2,000 members. Today, there are half that number.
The CCRPC has erected berms to reduce the noise for the neighbors. Bailey added that CCF&GC is the
only organized range in Chittenden County and that it's better for people to shoot there than in their
backyards.

Zeb Snow said that his father was a member and taught him to shoot at CCF&CG. He is disappointed that the problems persist and that CCF&GC provides an opportunity for people to respectfully treat firearms.

Ellen Ward was sworn in. She addressed the questions regarding the Low's residency. She said that Low family was there in the early 1970s. She said that the testimony and comments from CCF&GC supporters insinuates that the neighbors do not know what they are talking about. She said that the guns sound like semi-automatic weapons and the guns are completely different than they used to be. She added that she did not hear that type of shooting in the past. There was a gate and no winter use.

60 Steve Pento said that Ward's testimony was misinformed and there are no automatic weapons allowed at the CCF&GC.

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57 58 Urbanik clarified the Town of Richmond's role in issuing the Notice of Zoning Violation. He said it is not in the town's interest to shut down the club, rather than to try to lead this to a conclusion with the town taking an active role.

Michel Allen discussed his thoughts about specific neighbors and made comments about the earlier mediation sessions.

Delores Carter stated that no one wants to shut the CCF&GC down, but there is not supervision of the types of weapons and the hours of operation. It is important for rules and regulations and that an adjustment in the current activities would help.

- Sunshine reminded everyone that the comments during the public hearing must pertain to the Notice of 14 Zoning Violation.
  - Tyson McGinty spoke next. He said some members of the DRB seem to be apprehensive about making a ruling and some DRB comments are not professional. He stated that, as appointed officials, the DRB has a role in making a decision.
- 20 William Smith said that, on a recent Saturday, he did a count of the number of shots at the CCF&GC. He 21 said that, as a conservative estimate, that he counted over 2,000 shots. He added that there are different 22 23 types of weapons with large capacity magazines that can shoot 30 times instead of 6 shots, which the older weapons could fire. He stated that, over the past 19 years, the usage has increased. 24
- 25 26 Paul Rogers was sworn in. He said he was at a nearby residence on Easter Sunday and did not hear a shot. He was surprised to see there were 6 people at CCF&GC at the time. He asked whether the DRB will be fining CCF&GC \$100 per day. Sunshine said that will not be decided with this hearing.
- 28 29 John Collins asked if the town would agree to a 90-day continuance to allow the parties to come up with an 30 agreement. Mark Sperry said he would have to get the authority for that from the Selectboard, adding that 31 the DRB does not have the power to fine. The Selectboard levies the fines. 32
- 33 Dan O'Rourke said that some of the characterizations of the past mediation are not viewed by all in the same 34 way and that not one side has been recalcitrant. He said that a 90-day continuation is a long time and 35 suggested that public hearing continuation should be shorter. After further discussion, all parties agreed to 36 develop a mediation plan. 37
  - Motion by Ackerman, seconded by Werneke, to continue the DRB hearing for #12-025 to May 9, 2012 for the purpose of receiving a mediation plan to the DRB by all three parties. If such a plan is not presented at that time, the DRB will decide whether to close the hearing. Voting: 4 in favor; 0 opposed; 0 abstentions.
- 43 **5. OTHER BUSINESS** 
  - Meeting Minutes: March 14, 2012
  - One edit was offered. Motion by Ackerman, seconded by Cohen, to approve the minutes as revised. Voting: 3 in favor; 0 opposed; 1 abstention (Werneke).
- 49 6. DELIBERATIVE SESSION 50
  - At 8:38 PM, motion by Webster, seconded by Ackerman, to enter deliberative session. So voted.
    - At 10:29 PM, motion by Ackerman, seconded by Werneke, to come out of deliberative session. So voted.
  - 7. Adjournment
    - At 10:30 PM, Cohen made a motion, seconded by Ackerman to adjourn the meeting. So voted.

PLE	ASE SIGN IN		
Town of Richmond Development Review Board Public Hearing Attendance Sheet April 11, 2012			
Name PLEASE PRINT	Address	Agenda Item of concern	
hom blob Apt.	20 Joffieres - Rol.		
Jan Ryan	32 BROWER Pond Hull -	>	
Annie Dwight		32 Bearer Pa	
Geote ey Urbanik	220 Cochran RCA 220 Cochran RCA 22 Alder Provile, Roy	CCFGC Gurchet	
Charles Kaeler	Ector Jet, uf		
Iterschel Lapidow	colchester	Gun Club	
Douglas St. Amour	Richmond Box 631	CeFGC	
Willton Smith	1376 wes white Hill, Richmon	1 CCFGC	
Mille Harris/John Collins	& Collins metakhon Harris & 308 Main - Burlington	((FGC	
Buynn Zahov	ZONING ADDIN OFFICER	CCFSEC	
BAANIN III	190 DURANA RD	GERGEL	
BOG LAJOIC	6.7 STAGE ND	CCP6	
DAVID RIPLEY	UNDERHILL VT	FISH & GAME	
Ellen Ward	98 Durand Rd.	CCFZG	
MARK SPERRY	COLLEGE ST	TOWN OF A	
Bluck Hern	RECHMONS	RE ZEF+	
Van TRAINDLe	WINDS/<1	CCF+G	
STEFAN GUNLOCIC	CHARLDTTE	Fish & Game	
Stephen lender	Ugerbury	Fisht bam	
& RUCE BAILES	KICHMUND 05450	(UHAC	
RICHARD BISSONETTE	173 SANDHILL RD ESSEX JCT	CCF46	
Mycher Arcen	161 COSTALATTON RD	CCF-+6-	

PLEASE SIGN IN Town of Richmond Development Review Board Public Hearing Attendance Sheet April 11, 2012						
				Name PLEASE PRINT	Address	Agenda Iter concern
				MICHELLEVEE	113 Pine Jane Colchester VT05440 1576 Wes WHITE Hill	COFG
MOE FORGIER	1576 WES WHITE Hill	CCFGC				
JEFF PUGH SR	31 DUXBURY RD 4 Marchan Drug Essen 282 Rune-Kd. Kihroud	CC FGC				
Mathew NORTH	282 Rue-Kd. Kihrout					
SCOTT HOMSTED	104 MAIN ST. COLLITESTER JI 05446	RYAN CCFGC				
ANDY SayIROS	24 Joursuice Est. Ricitions	CCFGC				
faul Lagers	746 Williams Hill Roed	CEFGC				
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