Minutes of the Commission Meeting
Held on September 4, 2014
In the Stone Building
33 New York Avenue, Oak Bluffs, MA

IN ATTENDANCE

Commissioners: (P= Present; A= Appointed; E= Elected)
P Tripp Barnes (E-Tisbury)
P John Breckenridge (E-Oak Bluffs)
P Christina Brown (E-Edgartown)
P Madeline Fisher (E-Edgartown)
P Josh Goldstein (E-Tisbury)
P Erik Hammarlund (E-West Tisbury)
P Fred Hancock (E-West Tisbury)
P Leonard Jason (A-County)
P James Joyce (A-Edgartown)
P Joan Malkin (A-Chilmark)
P W. Karl McLaurin (A-Governor)
P K. Newman (A-Aquinnah)
P Doug Sederholm (E-Chilmark)
P Linda Sibley (E-West Tisbury)
- Brian Smith (A-West Tisbury)
P James Vercruysse (A-Aquinnah)

Staff: Mark London (Executive Director), Bill Veno (Senior Planner), Paul Foley (DRI Planner), Christine Flynn (Economic Development and Affordable Housing), Sheri Caseau (Water Resource Planner)

Chairman Fred Hancock called the meeting to order at 7:00 p.m.

1. MINUTES


Christina Brown moved and it was duly seconded to approve the minutes of August 7, 2014 as written. Voice vote. In favor: 12. Opposed: 0. Abstentions: 1. The motion passed.

James Vercruysse joined the meeting.

2. BY-LAWS AND DRI REGULATIONS


Fred Hancock presented some proposed changes to the By-laws and DRI Regulations.
• Terms of Officers: The existing by-laws say officers take office immediately after being elected. The proposal is to revise the By-laws to conform to our actual practice of having them take office the first of the year.
• DRI Regulations: The changes involve reconsideration of a DRI vote, surrender of a DRI decision, and rescission of an approved DRI.

A full discussion will be at a future meeting as well as a vote, in conformance with the By-laws requirement that changes be presented 20 days before they are voted on. The full existing DRI regulations are available.

James Vercruysse joined the meeting.

3. NEW BUSINESS


3.1 Announcements

Fred Hancock said that the Town of Tisbury has appointed a new representative to the Commission, Harolc Chapdelaine.

Leonard Jason suggested and the Commission agreed to send a letter of appreciation to Ned Orleans for his years of service to the MVC.

3.2 Reports from Committee and/or Staff

Compliance Committee

Erik Hammarlund said a meeting is to be scheduled either September 9, 2014 or September 16, 2014 based on availability of committee members. The meeting will be picking up on some of the earlier issues that the committee was discussing. The meeting was scheduled for September 9, 2014 at 8:00 a.m. based on member availability.

Planning and Economic Development (PED)

Christina Brown said when the MVC was looking at the Transportation Improvement Program (TIP), which programs upcoming projects, and the Unified Planning Work Program (UPWP), which identifies what the Commission work will be in terms of transportation), there were questions about the process and the content. There is a PED meeting scheduled for October 9, 2014 to present the information; all Commissioners and the public are invited to attend.

MVC Website

Mark London said the programming of the updated website will be done in a few weeks, after which the information will be uploaded, and it will be ready for beta testing. It is getting close to being done.

Linda Sibley suggested that staff should ask volunteers who had problems navigating the old site to test the new site.

Erik Hammarlund noted that the Commission has digital scanned documents that cannot be searched on the website. Mark London said the MVC has purchased software to make it happen and staff will have to find the time to do the work.
Finance Committee

Christina Brown noted that the Finance Committee has not been officially appointed and the Town of Edgartown likes to have early discussions regarding the budget so she thought she would bring that to the attention of the MVC.

4. LAGOON RIDGE SUBDIVISION DRI-464-M2 CONTINUED PUBLIC HEARING


For the Applicant: David Danielson, Bob Fitzgerald

Linda Sibley, Public Hearing Officer, opened the Continued Public Hearing at 7:15 p.m. and reviewed the public hearing process.

4.1 Staff Report

Paul Foley presented the following.

- The packet of information contains new correspondence, the offers, and the plans.
- The proposal is a Form B Preliminary Plan for a proposed subdivision of approximately 32.5 acres of land to create 23 lots with up to 25 dwelling units.
- The area is zoned R-3 Residential. The minimum lot size is 60,000 sf (1.37 acres). The applicant plans on utilizing Section 7.3: Flexible Development provision of the Oak Bluffs Zoning By-laws which allows density bonuses for certain obligations such as affordability, over 55 housing and open space. Part of the property is located in the Lagoon Pond DCPC and part of the property is located in the Oak Bluffs Water Resource Protection District.
- Six of the eight large lots are slightly larger than the standard zoning lots. The cluster lots range from 18 to 26% of the standard zoning lots which allows for 60% open space.
- A package treatment plant would be built to treat the sewage of units in Cluster C. Units in Cluster A and B would have individual septic systems with de-nitrification.
- Key issues regarding wastewater: the applicant meets the de-nitrification standards but how will the sewage treatment plant be maintained, will it have odors and will it impact the neighbors.
- In other subdivisions there is still a 50 foot buffer between the lots and property line, but for the current plan in the small lots there is not a 50 foot buffer.
- The Form B if approved by the MVC will go back to the Town. It will later come back to the MVC approval of a definitive Form C plan.
- In the past, the MVC has given approval for a Form B, called for working out the details for the Form C.
- The offers include writing dark skies concepts into the covenants.
- Two lots will be for affordable housing; one will be a single family and one will be for a duplex and the lots will be given to Habitat for Humanity. Details still need to be established such as monitoring, perpetuity, and phasing.
- Correspondence has been received from Marie Doubleday of the Oak Bluffs Affordable Housing Committee asking the applicant to construct four to six multiple family units.
- The Land Bank has written asking that in addition to the existing trails, the applicant add a trail that goes to Barnes Road.
- Correspondence has been received in favor of the project and in opposition. A member of the project team (Neal Sullivan) has written in support of the project.
- Angelo Demaggio wrote with concerns about smells and maintenance of the package treatment plant as well as depreciation of the existing homes in proximity of the treatment plant. He was also concerned about disturbance of the peace if some of the homes were rented for weekly rentals and the lack of a buffer between lots and the abutting neighbors.

There was a discussion about the wastewater numbers.
- John Breckenridge noted the new wastewater figures are not incorporated in the new staff notes.
- Paul Foley said that has been brought to his attention and the numbers should be a little lower.
- Sheri Caseau said she received the change today and just recalculated and with the four houses added in the lower cluster, with roads, driveways, roof and landscape areas it would be 101.27 kg/yr. If all eight houses were in the package treatment plant the numbers would go down to 95.74 kg/yr.
- Erik Hammarlund asked if that was the total and not per acre.
- Sheri Caseau confirmed it is the total number.

4.2 Applicant’s Presentation

David Danielson presented the following.
- 60% of the land will be conserved.
- The history goes back to 1998 so the project has been a long time coming.
- The Oak Bluffs Planning Board approved 25 dwelling units in July 2013 and granted bonuses for clustering homes to provide open space and for creating senior housing. All four bonus dwelling units are restricted to two bedroom dwellings.
- The plan is following the priorities of the Town and Island Plans.
- Cluster A connects Pond View and Danielson land. The homeowners will become members of the Vineyard Hills Homeowners Association. The homes will average four bedrooms similar to the adjacent homes in Tower Ridge, West Meadow and Pond View.
- The project will have WRPOD protection, green construction and innovative alternative (IA) septic systems.
- Cluster B is on Double Ox Road and based on the comments from John Breckenridge at the last meeting it will be hooked up to the nitrogen reduction system that is in Cluster C.
- Cluster C is the center of the property with fifteen lots with thirteen units. Three dwelling units including one duplex have been offered to MV Habitat for 80% AMI affordable housing.
- Six dwelling units including one duplex will be restricted for senior (over-55) occupancy.
- Lots for eight dwelling units will be sold at market rates.
- The site for a possible future community house (lot 12) is in the cluster.
- In 2007 the MV established stringent nitrogen standards for this watershed. Meeting them will be accomplished by:
  - Enhanced IA wastewater treatment for all homes.
  - Restrictions on landscaped areas and fertilizer use.
• Limits on the number of permitted bedrooms.

• At the last meeting John Breckenridge said if the wastewater numbers were only coming in under the standard for the nitrogen he was not very excited about that. Meeting this very stringent standard has not been met by any other development in the past and it is a very substantial effort to do so.

• Benefits and detriments of the project were presented.
  
  • Groundwater: There will be restrictions on volatile organic compounds, storage tanks and vehicle storage. In all areas there will be limits on fertilizers, landscaping and preserving 60% of the natural environment.
  
  • Wastewater: Treatment is state of the art. Although there will be 21 new houses it will add a small percentage to the hundreds of existing houses in the watershed and although only 30% of the nitrogen in Lagoon Pond is traceable to domestic sewage it is the main element subject to mitigation. He is very pleased to do as much as we can. The public’s thinking is not to add any more homes to this watershed. In perspective, more homes would be added with this project but only a small amount to what is already there.
  
  • Open Space: Over 60% of acreage is preserved. The entire area was studied and the pitch pines would be protected as they may be habitat for the Imperial Moth.
  
  • Night Lighting and Noise: Dark skies concepts have been written into the covenants. All path and roadway lighting will be directed toward the ground. Construction noise would be limited to 7:00 a.m. to 7:00 p.m.
  
  • Traffic and Transportation: The formal traffic study found a minimal impact on the traffic flow and adequate sight lines for cars entering and turning off the highway. A right of way will be provided to allow for a bike path.
  
  • Scenic Values: The project is located in beautiful woods that will be protected by wide buffer zones. Roadways will be modified to save mother trees.
  
  • Character and Identity: Homes will be nestled in the hills out of sight from any major roads which will have little impact on the Island character and identity.
  
  • Impact on Abutters: Cooperative and mutually beneficial agreements have been signed with the Vineyard Hills Homeowner Association. That association affects Cluster A. A few neighbors in Bayes Hill and Tower Ridge may now see houses in the distance where they have seen only trees so they may be impacted.
  
  • Supply of Low to Moderate Income Housing: Oak Bluffs requires 15%. The project will have three units of affordable housing. Habitat agreed to build a duplex and a single family home at Lagoon Ridge.
  
  • Impact on Public Facilities: While debatable, a Down-Island fill-in development on a bus line and near the hospital, high school and roundabout is positioned to provide work force housing in eight dwelling units and as a result auto use and in town parking may be reduced.
  
  • Impact on Services: The roads in Lagoon Ridge will be the responsibility of the homeowner association, not the town. Children are our future and in our view not a burden on the taxpayer.
  
  • Consistency with Town, Regional and State Plans and Objectives: The project based its objectives and mission on the Island Plan. It is the first project to apply under the Oak Bluffs Flexible Zoning provisions with incentives approved by the
citizens at Town Meeting. The project has cooperated fully with all State provisions under NHESP, MEPA, etc.
   - The project conforms to zoning and the DCPC Regulations.
   - The four-year review has greatly improved the plan.
   - Nitrogen mitigation exceeds the stringent MVC standards for the Lagoon watershed.
   - The affordable housing proposal meets MVC and Oak Bluffs policies.
   - NHESP and MEPA have approved the project.
   - The project meets open space, senior, and affordable housing needs.
   - The project preserves 60% open space and tracts a space for recreation.
   - Senior housing will be created and the project offers sites for needed housing down Island in an established residential area.

There was a discussion on about the package treatment plant.
   - **Linda Sibley** asked the applicant to explain the package treatment plant and address the potential for odor and failure.
   - **Bob Fitzgerald** presented the following.
     - A Title 5 approved system is a septic tank and a leaching field and is what has happened over the last twenty years.
     - As the nitrogen issues have been addressed there have been add-ons to the septic systems which can reduce the nitrogen which is done by using the bacteria in the septic tank. The bacteria in the system will reduce the nitrogen. A couple of steps are taken to the system which will reduce the nitrogen.
     - The treatment system is an add-on to the Title 5 system and that is what is being proposed.
     - The MVC guidelines were looked at and the applicant is willing to do what needs to be done to meet those guidelines.
     - Mass DEP allows 19 parts per million as acceptable for treatment for a single family home. The applicant had to do better than that for the cluster so a combined system has been proposed that is still Title 5 and still will all be done underground.
     - More control can be provided with a single combined system and can reduce the nitrogen to 13 parts per million and meet the MVC guidelines.
     - There are no odors from these systems. When you hear treatment plant you think an open system with air blowing. That is not the proposed system. The proposed system is an approved Title 5 to reduce the nitrogen.
     - Maintenance: When you cluster together the MVC has its own standards which are quarterly testing and the Oak Bluffs Board of Health will have their own standards. There are more stringent requirements regarding maintenance and once there is a cluster system maintenance costs are higher. There would be an operator at least monthly for the first couple of years until the system is up and running and all of the houses are built. Typically the manufacturer is involved in the first three to four years of the project.
   - **Doug Sederholm** asked if the applicant has proposed to add four units closer to the plant and do the recommended numbers in the staff report take that into account.
   - **Bob Fitzgerald** thought Sheri Caseau had that information.
   - **Doug Sederholm** said Sheri Caseau has noted 106.8 kg/yr and now it is 101 kg/yr.
• **Bob Fitzgerald** confirmed and said the nitrogen is reducing from 19 parts per million to 13 parts per million.

• **Katherine Newman** noted it was said that it might take longer for the treatment plant to be up and running if built in staggered pieces and asked if it mattered with a septic system like this if the houses are occupied year round.

• **Bob Fitzgerald** said it depends. If a few houses are on line year round then it is fine. There is a little bit of start-up time and the pumps are adjustable. If the houses were built all at once there is immediate start-up. If houses are built with various time frames there is a gradual start-up.

• **Joan Malkin** asked what is meant by gradual start-up. If only three houses were hooked up the first month and then more later, why is that relevant.

• **Bob Fitzgerald** said start-up is based on the flow as all pumps would not need to run at full capacity.

• **John Breckenridge** noted that what is essentially being said is with limited bacteria and flow less oxygen and pumping is needed.

• **Bob Fitzgerald** said because the system is not being used when the houses are being built, meeting the MVC guidelines won’t be known until the build is complete.

• **John Breckenridge** said the leaching field is right at the treatment plant. Will there be excess leaching or wastewater capacity that could be sold to a neighboring area down the road.

• **Bob Fitzgerald** said no, the system is designed specifically for the proposed development.

• **Erik Hammarlund** asked if the system loses efficiency with only a few houses on line.

• **Bob Fitzgerald** said no, you can adjust the system and have it run at efficiency.

• **Linda Sibley** noted that the word plant brings a different connotation.

There was a discussion about the Form B.

• **Joan Mallin** noted that the project is Form B and at this point does the MVC accept offers or impose conditions or is this just a discussion and that would be done later.

• **Linda Sibley** said the MVC doesn’t do a lot of Form B, but it is the same process with the understanding that when the project comes back as a definitive project there may be some other details or changes but shaped by process of the MVC or town.

• **Fred Hancock** said the MVC might say that the applicant doesn’t have a particular issue nailed down when they come back with Form C and these are areas that need to be addressed.

• **Christina Brown** said a Form B approval by the MVC only allows the applicant to go back to the Planning Board. The MVC can be general about the areas the MVC wants to review.

### 4.3 Public Testimony

**Dan Cobans** said he did not hear anything about the leaching field. He has a leaching field for a Title 5 system and it is fairly huge. How big will the project’s leaching field be and where is it located?

• **Bob Fitzgerald** said the location was indicated on the plan and the field is 82 x 100 feet.
- Dan Cobans said there was a discussion last time and some of us were wondering if there will be sewers at some point on Barnes Road and the public had asked the question if these houses could be built with connections so future owners of the homes would not incur much of the increased cost to connect.

- Linda Sibley said that point may be something that could be clarified when the definitive site decision is made.

Angelo DeMeglio said he did send a letter to the MVC on July 22, 2014 but he guessed nobody got it, but it is in front of the MVC now. He had some questions regarding the Title 5 and does it take up quite a bit of area? It seems the footage is quite small for the number of houses being proposed. It just seems a lot of houses clustered up behind me and he questioned what is affordable housing.

Linda Sibley said there is a definition for affordable housing and what the applicant has put in front of the MVC meets the definition.

Doug Riesman said he was at the meeting on behalf of the Lagoon Pond Association. As stringent as the regulations are now with the amount of nitrogen that is allowed into the soil we all have to remember that the amount of nitrogen that is allowed to go into Lagoon Pond right now has reached the threshold. Part of the Commission’s job is to oversee what is happening now as well as the future and if continued to add more nitrogen into the watershed at any level we are just killing Lagoon Pond faster and faster. There are other types of systems that the applicant can look into that would put less nitrogen into the watershed such as a step system. There needs to be a hard look at how much nitrogen is going into the watershed as it is not healthy. There was a reference to 30% of nitrogen going into the pond was from septic systems but he has seen numbers as high as 78% nitrogen in Lagoon Pond is from the septic systems. This is a huge decision that folks have to make here tonight so he wanted the MVC to think about the nitrogen and the future and not just the houses.

Alan Roble abuts the Danielson land and has talked with David Danielson. In order to get plot C up and moving the applicant has to sell plot A and B. But if B is the lower one the applicant has four houses there that are to be part of the treatment system. How do you get the treatment system going? You can’t build C if you don’t sell B as you won’t have the money but the treatment system is part of plot C. That is confusing to me. Besides Bayes Hill and Pond View, Oakwood Lane also abuts the project. As far as seeing houses in the distance that is an accurate statement. He has heard the engineer say the 13 parts per million is a goal. Is that a goal or a fact? How does the excess nitrogen that is put on our lawns and flower beds affect the 13 parts per million?

Norman Rogers lives in Vineyard Hills. As a neighbor he has been looking at this project for over the past three years. With regards to the septic system he has seen them fail over the years and has seen Title 5 rebuilds. The proposed seems to be a real nice low nitrogen number and state of the art. We do have a nitrogen issue with Lagoon Pond. His issue is the pumping out of septic systems. How often should they be pumped and how often are they actually pumped. He thinks the old systems should be made to keep up with what the applicant is doing.

Chris Alley said 13 milligrams per liter is a target and is not an off the shelf type of number. He wondered what exact type of system is being proposed. As Alan Roble put it what type of assurances is there that the numbers can get down to 13 milliliters per liter.
Kate Feiffer is an abutter of Cluster C and as a work at home person she is concerned about the noise and the noise pollution in general of having so many houses built in such a short time and wondered if noise as well as light pollution could be discussed.

- Linda Sibley asked Kate Feiffer if she was concerned after or during the houses were being built or both.
- Kate Feiffer said mostly the building and construction process.

Jevon Rego said the Land Bank made a request that there be trails going to Barnes Road and asked if that had been discussed. Linda Sibley said it was discussed and it is possible.

Angelo DeMeglio asked if the project moves forward and gets approved, whether the buffer zone could be moved a little more away from Bayes Hill and Oakwood Lane. He felt Bayes Hill and Oakwood Lane are more affected than Vineyard Hills.

4.4 Commissioners’ Discussion

Linda Sibley reminded the Commissioners that this is a Form B and the MVC will see it again as a definitive subdivision. The important thing for the Commission is to be sure that the issues that the MVC would like to be addressed more specifically in a Form C are on the public record.

Doug Sederholm said assuming the MVC can condition the wastewater to be the 13 parts per million and if it isn’t met what can be done to modify or improve the system to make sure it is met and what can the applicant suggest to make an enforcement mechanism. Do does the applicant assure the MVC that he will meet those numbers? As pointed out by several individuals the pond is impaired and it is not that the applicant should bear the burden due to all of the horrible septic systems that are pouring nitrogen into the pond that neither the applicant or the MVC have any control over. But the applicant is the one in front of the Commission so what can the applicant do to assure the MVC that he will meet the numbers that will be the MVC guidelines for the project. What sanctions should there be if the applicant cannot control the numbers?

David Danielson responded to several concerns.

- He has been the Chairman of the Board of Health for Plainfield for the last 16 years and just stepped down in July and has been monitoring septic systems from a regulatory point of view. He has talked with the Oak Bluffs Board of Health and thinks Shirley is very tough and has done a good job of protecting the ponds and ensuring the septic systems are installed properly and maintained. The Oak Bluffs Board of Health is very willing to consider the three systems that are being proposed. Specs are being obtained and we are confident that the numbers are achievable. In case the numbers are not being met it would be in violation with the contract that would be signed with the manufacturer and the manufacturer will be doing inspections and making sure the system is operating properly for the first three to four years. The manufacturer will do whatever needs to be done to correct any issues. If something had to be done if the numbers were not met a building moratorium could possibly be imposed. Construction could actually be stopped if the nitrogen numbers were not being met.
- The idea that everything needs to be sold in Cluster B to build Cluster C at first was thought to be the case but the banks are willing to open up lines of credit and it is likely to be much quicker to build then was thought a year ago. Based on current sales in Vineyard Hills it may be possible to capitalize with fewer sales.
With regards to noise, people do not want to hear construction noise. He has been investigating houses that come delivered on barges and one of the main reasons to use package housing is that the foundation is poured and then the house is set. The noise comes from the interior construction and it is not a year of building. He is not saying there would not be any stick building but package homes would help to minimize the noise. In addition all the tradesmen and contractors that we can control will sign an agreement that has been worked out with Vineyard Hills that says work hours are from 7:00 a.m. to 7:00 p.m. and spill proof containers are used to protect the environment. That agreement controls the hours that would disrupt the neighbors.

Some of the existing trails will be mapped out and they will be cleaned up a bit and there will be trails going down to Barnes Road.

With regards to sewer, as Linda Sibley suggested we would come back to the MVC. From an engineering perspective it would be more difficult than was previously thought. It may be easier to put in the connections now rather than later but the cost estimate is approximately $750,000 to do it so it is huge bullet to bite.

There was a discussion about the nitrogen numbers in relation to landscaping/fertilizer use.

- **John Breckenridge** asked, with regards to nitrogen, whether there something regarding landscaping and pesticides on the lawns and how was it figured into the MVC nitrogen numbers and how would that be controlled.

- **Sheri Caseau** said the fertilizer/landscaping use was calculated into the nitrogen numbers.

- **John Breckenridge** clarified that with the 101 kg/yr the fertilizer is in that number.

- **Sheri Caseau** added that David Danielson said one of the conditions was to limit the amount of landscape to 10%.

- **Linda Sibley** asked if the applicant will have landscaping envelopes or just percentages

- **David Danielson** said there will be percentages. The building envelopes will be set with the land owners so they will be fixed with their location.

There was a discussion about the size and functionality of the septic systems and the nitrogen numbers.

- **Alan Roble** said two years ago he put in a septic system and the system was so large it took up a quarter acre of his house so 82 x 100 feet sounds pretty small.

- **Linda Sibley** said there are design guidelines that go along with the proposed systems so the applicant has to meet that criteria and she did not know if there were economies of scale.

- **John Breckenridge** said if he understood the basics the typical Title 5 septic is dealing with infiltrators and adding oxygen dripping down through the soils. With the package system oxygen is being introduced through the pumps.

- **Bob Fitzgerald** said with the treatment system cleaner water is being put into the ground and the pumps are controlling the air.

- **Linda Sibley** asked Sheri Caseau if staff was capable of assessing the system.

- **Sheri Caseau** said yes with the help of the General Contractor and there is the center at the Otis Air base for assistance.

- **Bob Fitzgerald** reiterated that 13 parts per million was a target. That is a number that would have to be reached to meet the standards set by the MVC. If the project is
approved it would be a requirement and is what would be presented to the Oak Bluffs Board of Health. If the applicant does not meet the requirement the regulation of the Commission specifically spell out that if testing fails the system will be modified and if it cannot be modified the system will be deemed failed and a new system will be replaced. The applicant is doing the homework and we are looking at systems that have been installed and tested. The Mass DEP, EPA and the National Sanitation Foundation looks at these types of systems, certifies and approves them. The types of systems being looked at are BioClear out of New Bedford, Amphidromne of Rockland and FAST systems of Kansas. All three systems basically use the same process and all have the certifications. Numerous evaluations have been done by county boards that show the 13 parts per million can be met.

- Joan Malkin said the system is designed to meet the 13 parts per million and it was stated that the applicant needs to make that number. If the applicant said the target is 12, would the manufacturer say no problem? Does meeting a lower number become cost prohibitive.

- Bob Fitzgerald said a lower number can’t be done for 17 houses. You would need 50 houses to justify the economies and that is where the State comes in with their requirements. You get to a point where only a certain requirement could be met and there are also cost issues, 13 parts per million is a reasonable number. When we spoke with the DEP they said there is no problem in meeting 19 parts per million and that is affordable by the homeowner. When trying to drop down to a lower number such as 10 parts per million it costs a lot of money and it is almost like having a regular municipal plant and then you would have to have people checking it daily.

- Erik Hammarlund said parts per million is relating to volume rather than the total pounds of nitrogen. He is much less concerned about the total parts per million the system can produce rather than the total pounds of nitrogen that will come out of the system.

- Doug Sederholm said the applicant is meeting the MVC standard by weight.

- Erik Hammarlund asked if the property was just subdivided by lot would the standard be different.

- Doug Sederholm said the standard is based on kilograms per acre per year and the applicant has to meet the standard.

- David Danielson said someone asked what if it could be done better and the amount of nitrogen could be lowered. Melinda Lobeg came to the Lagoon Pond Association meeting and she said you can add pine bark to the leach field itself and that will further reduce the nitrogen. He has been following up with her and has been in touch with people over at Otis Air Force Base. If there is some way this can be done that is not cost prohibitive we will do it. We care as much about Lagoon Pond as anyone else does and will do what we can to protect it.

Josh Goldstein thanked the applicant for adding other houses to the package system and asked how that changes the construction schedule because the plant has to be built before the houses. David Danielson said he is going to the bank tomorrow.

Erik Hammarlund asked the applicant if he is not intending to get credit for providing workforce housing to the degree you would hope the MVC considers it a benefit he would hope it would be memorialized in writing to make sure it will happen.
Christina Brown asked the applicant to clarify whether he is proposing to build the affordable houses or give the land to Habitat for Humanity. She also hopes the applicant would talk to the Oak Bluffs Affordable Housing Committee. David Danielson said he is proposing to give the land to Habitat and he has spoken to the Oak Bluffs Affordable Housing Committee several times.

Joan Malkin said she is interested in the construction schedule and would like to hear more about that at a later date. Being mindful of the conservation restrictions such as what NHESP and the Land Bank suggested she would like those things incorporated into recommendations and would also like to see where the trails will be mapped. It seems there should be some undertaking to ensure Habitat turns the land into housing within a certain amount of time otherwise the project doesn’t meet the affordable housing standard if it is just an empty lot. She would like to see the donated lots turned into affordable housing. David Danielson said that Brian Packish, Chairman of the Oak Bluffs Planning Board shares that concern and the subject will be on the agenda for the Oak Bluffs Planning Board meeting.

Joan Malkin noted that premature issues include the size of the houses and guest houses as well as the building envelope but since there will be some sort of a home owner association it would be nice to know the scope of the restrictions in the association such as what is the association responsible for and the restrictions for fertilizers, landscaping, etc. David Danielson said the restrictions and covenants are in draft form and are part of the applicant’s package.

There was a discussion on the review of the project with Form B and Form C.

- Dan Cobans asked what takes priority, the ability to develop a piece of land or the protection of Lagoon Pond.
- Linda Sibley said the MVC Act requires the Commission to balance the benefits and detriments of a project so there isn’t a single answer.
- Doug Soderholm said a number of years ago the MVC adopted guidelines for emission of nitrogen for subdivisions and other projects. The amount of nitrogen depends on the watershed. For Lagoon Pond the number is 3.4 kg/acre/yr. That is the priority the Commission was able to set to protect the lagoon from further damage and that won’t make it materially worse. That means means it is the ideal. The goal that everyone would like to see is zero but zero costs a lot of money and even reducing it to 10% of what comes out of the pipe costs a lot of money. That is why Edgartown has its own wastewater treatment plan. The point is to the extent it is a priority the Commission can only do so much and what the Commission did was set a guideline for how much nitrogen a project can put into the groundwater that ultimately gets to the pond. You cannot tell somebody they cannot develop their land but to the extent the MVC can say you can develop it in a certain way.
- Fred Hancock said one thing that should be considered in terms of the Form C is some sort of phrasing language so that if the applicant had permission to do the project they did not just build the upper and lower developments and not the center. The MVC is approving the whole project and the benefits of the middle section might make the project more palatable. There should be some language that the middle part has to be developed within a certain number of years.
- Erik Hammarlund respectfully disagreed. If the applicant wants to build some lots and leave the rest unbuilt that is okay.
• **Linda Sibley** said can the MVC agree that will be debated at the Form C.
• **Fred Hancock** noted that he is saying there should be some language regarding the build of the property. In the past the MVC has been buried in other cases where things stretched on forever and the Commission never got to the benefit portion of the program.
• **Linda Sibley** said considering the project is a Form B the MVC cannot have any outstanding big issues. David Danielson gets the last comment.

4.5 Applicant’s Closing Statement

David Danielson presented following.
• He thanked everyone involved, the opponents as well as the proponents, the neighbors, the Town, the MVC and the team of people who have worked with him on this project.
• His children wanted to give this land to the Land Bank for years and they did not want to take it so by providing 60% woods we have balanced as well as imagined the needs of the wildlife, the pond and my family.
• He is proud of the project and hopes the MVC approves it and sends it back to the Town.
• He thinks the project is a lot better than when it was first presented to the MVC.

Linda Sibley, Public Hearing Officer closed the Public Hearing at 8:30 p.m. and left the written record open until September 18, 2014 and a Post Public Hearing to be scheduled for September 22, 2014.

Fred Hancock, Chairman recessed the meeting at 8:30 p.m. and reconvened at 8:35 p.m.

W. Karl McLaurin joined the meeting and John Breckenridge excused himself from the meeting.

5. NOVA VIDA ALLIANCE CHURCH EXPANSION DRI-603-M4 CONTINUED PUBLIC HEARING


*For the Applicant:* Valci Carvalho, Rosemarie Haigazian, John Folino

Linda Sibley, Public Hearing Officer, opened the Continued Public Hearing at 8:30 p.m. for DRI 603-M4. She noted the public hearing was primarily continued because the MVC had outstanding questions about the acoustical report. The acoustical engineer, Lawrence Copley, will videoconference in on the public hearing if needed.

5.1 Staff Report

Paul Foley noted there are several new letters received. Reverend Flanders is present at the meeting to answer any questions that the MVC may have for him.

5.2 Acoustical Report

The following questions were presented to be answered by the acoustical engineer.

• **Doug Sederholm** said in comparing the recommended acoustic offers for 2013 and 2014 he noticed that in 2013 the engineer recommended one-inch-thick insulating glass and in 2014 recommends insulating glass to provide STC30 sound insulation which is 5/8” thick. Is the rationale for that because the existing “big” building is between the

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sanctuary and the neighborhood? He questioned how the engineer determined that 5/8”
glass was needed rather than one inch and is there any quantification for that. What does
STC30 mean? Is the only place that there will be amplified sound for this project in the
sanctuary? Would the applicant be willing to condition that amplified sound would not be
practiced anywhere else?

- Rosemarie Haigazian asked what if there was a wedding in the other spaces.
- Valci Carvalho said the wedding would be in the sanctuary and the gathering in the
  other room with no music.
- Erik Hammarnlund noted that the acoustic report was based on a twenty one-minute
  measurement in 2013 for amplified music with 35 people in attendance at another
  location. He would like to know what the level of noise is for 35 people versus 150
  people. He presumed the noise produced for a larger group is more than a smaller group.

Lawrence Copley, the acoustical engineer on videoconference, presented the following.

- The set of twenty one-minute measurements was in the report of July 16, 2013. He
  actually attended the service for about one hour and selected the louder portions with an
  average sampling of the twenty one-minute periods. He felt that was pretty representative
  for the sound.
- With regards to having more people in attendance, it would be loud and lively but not
  like a rock concert. He believed there were maybe five or six performers which are fairly
  typical and i: would not be very comfortable if the music was played much louder.
  - Joan Malkin asked if it was just instruments or is there also singing and does the
    congregation join in.
  - Lawrence Copley said it is both and the singers all had microphones.
  - Joan Malkin noted she asked the question because if there is a congregation of
    150 it may be louder.
  - Lawrence Copley asked what the seating capacity was.
  - Joan Malkin noted it was 150.
  - Lawrence Copley said the human hearing system is very adaptive and it can
    handle a wide range of sound levels. If the sound went from 75 voices to 150
    voices it would add 3 decibels which is what is called a Just-Noticeable Difference
    and the sound would not be perceived as much different. There is a huge
    difference between 1 and 10 voices which adds 10 decibels and between 10 and
    100 voices also adds 10 decibels yet from 75 to 150 voices the increase is only 3
    decibels. He did not do a head count but he believes there were approximately 75
    in attendance when he did the sound measurement.
  - Valci Carvalho said there were 80 to 90 people in attendance.

Doug Sederholm said in July 2013 the recommendation was one inch thick glass and based
on the new configuration of the sanctuary with the existing building between the sanctuary and
the closet house Mr. Copley is suggesting 5/8” thick glass and the sound insulating should be
STC30. He asked how Mr. Copley arrived at that recommendation and did he try to quantify the
effect of the intervening building on sound traveling to the rest of the neighborhood.
- Lawrence Copley said the shielding is good for 10 decibels and applies to the houses
  on the west side of Ryan’s Way. For the houses on the east side of Ryan’s Way the
  increased distance from 130 feet to 190 feet is about 6 decibels which is what allowed
for the reduction requirements for the windows. STC is an index of sound insulation and stands for Sound Transmission Class; it is a standard for building and sound insulation. When a window is specified for building, the STC rating can be specified. The configuration with 5/8" insulating glass has been tested many times and it is known that it is good for STC30.

There was a discussion about amplified sound and meeting the STC rating.

- **Doug Sederholm** asked if it was correct to state that the recommendations are all for amplified sound being made within the sanctuary.
- **Lawrence Copley** confirmed that is accurate.
- **Doug Sederholm** said if amplified sound is going to be created in any other part of the structure such as the existing building, in order to reduce sound from leaving the building would the acoustical engineer take new sound reducing measures.
- **Lawrence Copley** said he did not consider that but it has since been brought up. There are windows on the south side, bay windows ad sliding glass doors. He would have to examine those and it may be necessary to upgrade them. The distance to the nearest house from that’s side is 180 feet so the same STC30 would apply.
- **Doug Sederholm** asked about the walls and the roof of the building and would those specifications need to be revised to meet STC30.
- **Lawrence Copley** said any frame construction is good for at least STC40.
- **Doug Sederholm** asked if the applicant agreed that they would only have amplified sound in the sanctuary, the additional steps for the existing building would not be needed to meet STC30.
- **Lawrence Copley** confirmed that is correct.
- **Doug Sederholm** said it is a little unclear if the two main entrances on the side of the sanctuary will have interior doors in the vestibule.
- **Lawrence Copley** said there is a discrepancy between the two plans.
- **Doug Sederholm** asked if Mr. Copley recommends that there should be interior doors in the vestibule for wither plan.
- **Lawrence Copley** said it would be advantageous to have a vestibule arrangement. However, if the applicant felt they could manage to not have people coming and going during the service there may not be a need for that arrangement.

**Linda Sibley** thanked Mr. Copley for conferencing in on the hearing.

### 5.3 Public Testimony

**Rev. Thomas Flanders** presented the following:

- He has served as the overseer for this denomination which part of a larger international group.
- Financing for the project would be provided by the denomination.
- The question he ultimately has is if there is anything the MVC can tell him that is outstanding that would preclude the MVC from going to vote on this project.

**Linda Sibley** said speaking for herself she did not believe so. The MVC was beginning to close the hearing at the last meeting but the Commission did not have the answers for the outstanding acoustical questions. However, the question needs to be asked of the rest of the Commissioners.
Rev. Thomas Flanders reiterated that Paul Foley had told him there was an outstanding acoustical issue.

5.4 Commissioners’ Discussion

There was a discussion about the status of Ryan’s Way.
- Joan Malkin asked if Ryan’s Way is a town or private road.
- Linda Sibley said it is a private road.
- Joan Malkin noted that the Church would therefore be a member of the Road Association and the subsequent agreements for the Road Association.
- Linda Sibley said if the Road Association agreements are founded then the Church would legally be a part of the Road Association.

There was a discussion about amplified sound.
- Doug Sederholm asked if the Church plans to have amplified sound in any other part of the building other than the sanctuary, because if the Church is planning that, then the MVC has to address that issue.
- Valci Carvalho said the answer is no.
- Rev. Thomas Flanders asked if the MVC considers the sound to be amplified if someone was speaking into a microphone or is it just the music.
- Doug Sederholm said amplified sound is anything where the sound is amplified electronically.
- Rev. Thomas Flanders asked if after a wedding someone in the other area at the reception goes to a microphone to give a prayer would the MVC consider that amplified sound.
- Doug Sederholm said it would be considered amplification but it really depends on the degree and he would have to believe that someone saying a prayer in the assembly room would have to be done in such a way that amplification wouldn’t be necessary, but he could not state that definitively.
- Rev. Thomas Flanders said he has spoken in that space recently and felt Doug Sederholm was correct, but if amplification was needed it would be because someone is very frail or soft spoken.
- Linda Sibley said she did not think that a person ordinarily can be louder than amplified music.

There was a discussion about the possible curb cut.
- Katherine Newman asked if there was ever a final decision about entering Ryan’s Way and the issue about the curb cut.
- Linda Sibley said there was not.
- Katherine Newman asked if the curb cut relates to a DCPC and can the MVC make that decision.
- Fred Hancock said yes.
- Linda Sibley said the MVC can make that decision in the Commission’s deliberations for the project.
- Katherine Newman asked if the MVC can condition that the entrance can only be such and if the ZBA denies the curb cut the applicant has to come back to the Commission.
• Fred Hancock said that could be done.

5.5 Public Testimony

Linda Sibley, Public Hearing Officer, opened the meeting to public testimony and asked that only new information be presented.

Russell Wendt said Ryan’s Way is ten properties not eleven and there is a road association although the association does not meet. The ten parties are responsible for the private road including maintenance; each of the ten parties is equally responsible. There are no current dues and the Church is part of the association.

• Doug Sederholm asked if the association has by-laws and has a surveyor and assessors.
• Russell Wendt said he can’t answer that.
• Doug Sederholm noted there is a statute on how a road association is formed and what it is supposed to have in it and also noted that he was just curious about the association.
• Russell Wendt said the road association was formed in 1981.
• Katherine Newman asked if the road association had a choice, what curb cut would the association like for this project.
• Russell Wendt said personally he would like the access from Vineyard Haven-Edgartown. Each property owner is part of the association and if the road was re-paved each party would each have to pay their portion.

Kris Chvatal said the STC standard only covers 125 hertz to 4,000 hertz. Sound that is below 125 hertz is amplified bass guitar, drums and amplified voice and those are sounds that resonate most and those are the sounds the neighborhood is hearing coming from the other church which is 700 feet away. Sounds below 125 hertz have much different properties. The low sounds transmit through the exterior walls and framing. His suggestion was to use acoustic glue between the studs and the dry wall which would dampen the sound so it is not transmitted through the wall. He believed the bowling alley project is using a double dry wall that creates a pocket of air that absorbs some of the vibration. Doing that would add only $6,000 to $8,000 to the project costs which is about 1% over the project cost and it would have a substantial impact on the neighbors and urged the board to consider this.

Russell Wendt asked what are the summer and winter periods for the project. He felt it would be advantageous to all parties to set dates.

• Linda Sibley said the MVC will take a note of that suggestion.
• Joan Mallon asked what that would be relevant to.
• Erik Hammarlund said it would be relevant to the hours of operation which are different for the summer and winter.
• Valci Carvalho (son) said June 21st to mid-September is summer and everything else is winter.
• Linda Sibley asked the applicant if they were willing to state June 15 to September 15.
• Valci Carvalho (son) said yes.

Rev. Thomas Flanders said he appreciates the concerns of the gentleman that is a neighbor on Ryan’s Way about the acoustical impact of the project. When the Commission considers
approval on a project, does the MVC consider the acoustical engineer report versus public opinion? Based on that testimony would the MVC take that into consideration during the deliberation?

- **Linda Sibley** said that is the purpose of a public hearing.
- **Doug Sederholm** noted that he would be concerned if individual Commissioners were Googling things and relying on that information. That would really be outside the scope of a public hearing. The MVC is a quasi-judicial body. For anything that the MVC hears the Commissioners can weigh what they believe the credibility of the witness is and the reliability of the information of the witness.
- **Linda Sibley** suggested that the MVC submit to the acoustical engineer the information about low frequency and the suggestions that were presented and ask for the engineer’s views.
- **Kris Chvatal** said he would submit his information on sound insulation for the written record.

### 5.6 Commissioner’s Questions

There was discussion about STC and sound mitigation.

- **John Folino** said STC is a standard in the industry. He is building the bowling alley. STC is much like UL, you can go to a book and it tells you the assemblies, etc. to use to arrive at a particular STC level. Someone needs to define what the STC level is for the proposed project. The level has to be defined by a regulatory agency and then it falls back to the engineer and consultants to achieve that sound reduction.
- **Josh Goldstein** said he lived above a bar in Florida and asked if he said to the builder or engineer that he felt every boom, boom, boom from the bass they could go to the equivalent book and say XYZ can be done to mitigate the sound to not feel the lower end of the frequency/sound spectrum.
- **John Folino** said that is correct and there is a cost versus a benefit to consider.
- **Josh Goldstein** asked if the expense levels are dramatic or can the mitigation be done at a respectable cost.
- **John Folino** said it can be both, based on the measures taken.

There was discussion about receipt of the acoustical engineer’s information and closing the public hearing.

- **Linda Sibley** thought the public hearing could be closed and the written record left open until noon on September 8, 2014.
- **Doug Sederholm** asked what if the acoustical engineer cannot respond by noon on Monday September 8, 2014.
- **Linda Sibley** said procedurally the MVC can take information from staff right up to the moment the Commission makes a decision, so staff could research possible sound mitigation measures. The MVC can have free communication with staff about their expertise and staff can educate themselves on the issue. If the acoustical engineer cannot respond the MVC can deal with the other issues.
- **Doug Sederholm** said the acoustical engineer needs to get the information on the record.
- **Erik Hammarlund** asked if the public hearing can be closed conditionally.
- **Linda Sibley** said the hearing can be re-opened.
- **Mark London** suggested allowing the engineer to submit his information until 4:00 p.m.
- **Rosemarie Haigazian** suggested getting the engineer on the phone to find out if he can meet the time frame.

There was a discussion about the sound impact on the neighbors.

- **Valci Carvalho** noted the church is 180 feet away from the closest neighbor and that is a huge difference from the other church.
- **Linda Sibley** noted the MVC has received testimony that the neighbors can hear the sound from the other church that is down the road. She felt it is a legitimate concern and the MVC can try to reach the acoustical engineer and find out whether he considered that.
- **Erik Hammarlund** said the approval is not a permit for this particular church it is a decision for a church.
- **John Folino** said someone needs to define the STC level this proposed building needs to meet.
- **Linda Sibley** added particularly with bass frequencies.

There was a discussion with the acoustical engineer by videoconference.

- **Lawrence Copley** said for the level of detail so far, the STC would be STC40. Once the project goes to the design phase for the building he would be able to provide a more detailed analysis to make sure bass sound does not penetrate out of the envelope of the building.
- **Linda Sibley** said it was suggested by a concerned citizen that perhaps it was needed to consider the construction of the walls themselves and have possibly two layers of sheetrock separated by acoustical glue.
- **Lawrence Copley** said he is very familiar with various types of construction for sound insulation and that is one method but this is a detail that would be worked through during the design phase of the building. What is being looked at now is a schematic design which is not something that the building would be built from. The detailed design would include the construction details.
- **Linda Sibley** asked if a goal can be set for low frequency transmission that the MVC can use in the decision making process.
- **Lawrence Copley** said he could not do that on the fly.
- **Linda Sibley** asked if it could be done by 4:00 p.m. on September 8, 2014.
- **Lawrence Copley** said it could be done.
- **Linda Sibley** said that would be incredibly helpful for the MVC as the Commission would like to close the public hearing and move forward with the decision making process.
- **Lawrence Copley** said it is absolutely a valid concern the people have raised but it is not something usually done at this point, but if it is helpful to the MVC he could do that. He will use the data collected during the service he attended and put something together on that topic.
- **Christina Brown** added that the neighbors are hearing bass music from 700 feet away.
- **Lawrence Copley** said there are certain things that are not known about the other church.
• Linda Sibley said the Commission just wants to be sure the MVC has a design that can do the job and thanked Lawrence Copley for his assistance.

5.7 Applicant’s Closing Remarks

John Folino presented the following.
• He said is task is to explain the proposed project so the MVC can make a decision for the church to proceed.
• The MVC has heard from the abutters, consultants, and board members and he would like to take that information into consideration by providing some of the details for the project.
• Earlier a question was asked if the foyer has double doors. The proposed plan was reviewed showing the double doors.
• The proposed building will not be seen from Ryan’s Way as the existing building is a lot higher and larger.
• He has read over the Island Plan and he thinks the applicant conforms to it.
• The applicant is building a 3,929 square foot addition to sustain the church. There is a need for classrooms for bible study to perpetuate the ministry. There is also a fellowship hall to hold functions. The second floor of the existing building is three bedrooms and a kitchen and meets the Island Plan goal by providing lodging for staff.
• The applicant has hired architect Mike Walker who has been involved in many island projects including the bowling alley.
• The design team includes Lawrence Copley as sound engineer and the applicant will offer sound standards acceptable to the MVC.
• One of the things different between the World Revival Church and this church is that now there is a Stretch Code which is an energy code that mandates that the applicant provide highly insulated roofs and walls and that will further mitigate the sound transmission.
• The addition is screened by the existing building and deflects quite a lot of sound.
• Depending on the requirement for landscaping, the building could be further obscured.
• Per the Oak Bluffs parking regulations there is a need for 30 spaces for the proposed project and the proposal has 41 parking spaces.
• In a prior meeting, an abutter to the Edgartown Church where the church has held services spoke that the sound was not an issue.

Doug Sederholm referred to drawing A.1.2 and said there appeared to be an entrance near the front and asked if that was emergency exits. John Folino said yes and those doors will have crash bars and won't have outside access.

There was a discussion about the curb cut.
• Rosemarie Haigazian said as she understands it the issue with the curb cut cannot be addressed at this time by the applicant.
• Linda Sibley asked if the applicant can make an offer to switch to the suggested alternative curb cut once the approvals are received.
• Kris Chvatal asked if the applicant needs approval only from the ZBA.
• Linda Sibley said the applicant needs permission from both the MVC and the ZBA due to the Island Road District.
• Kris Chvatal asked if when the applicant puts the permit before the Town is the access road on it.
• **Linda Sibley** said the MVC can order the applicant to use the access and the applicant may not get permission from the Town. It works out that the applicant needs approval from both the MVC and the Town.

There was a discussion about compliance.

• **Kris Chvatal** asked at what point is the applicant considered in compliance. What if the applicant builds the sanctuary but does not complete the second floor of the existing building, how does that work.

• **Linda Sibley** said that is a good question and would depend on how the MVC writes the approval. Sometimes the MVC states a specific condition must be fulfilled before a certificate of occupancy is issued.

There was a discussion about access to the project.

• **Kris Chvatal** said it might be a good idea if all of the materials and the trucks come off the new access rather than the private road.

• **Linda Sibley** said there are several options and it depends on how the MVC conditions the access.

• **Rosemarie Haigazian** asked if the MVC would consider acknowledging access from Ryan’s Way so the applicant does not have to come back to the MVC if the ZBA denies the new curb cut.

**Linda Sibley**, Public Hearing Officer closed the Public Hearing at 9:30 p.m. and kept the written record open until September 8, 2014, 4:00 p.m.

**Fred Hancock**, Chairman noted the current plan is to go to Post Public Hearing LUPC on September 8, 2014 and then back to the MVC for Deliberation and Decision on September 18, 2014.

The meeting was adjourned at 9:35 p.m.

**DOCUMENTS REFERRED TO DURING THE MEETING**

• Minutes of the Commission Meeting – Draft, Held on August 7, 2014

\[signature\]

11-4-14

Chairman

\[signature\]

11/6/14

Date

Clerk-Treasurer

\[signature\]

11/6/14

Date

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