

TOWN OF STOW
PLANNING BOARD

Minutes of the July 22, 2015 Planning Board Meeting

Planning Board Members Present: Lori Clark, Ernie Dodd, Len Golder, Steve Quinn,
Margaret Costello

Voting Associate Member: Mark Jones

Lori Clark called the meeting to order at 7:00 pm

Discussion of Meeting Minutes

Ernie Dodd Moved to approve the minutes as amended.

Steve Quinn seconded.

Meeting Minutes of July 1, 2015

VOTED: (5-0) Unanimously in favor.

Member Updates

Mark Jones reported that the School Committee has put out a request for Services proposal for accurate demographic study.

Planner's Report

Facility Dude Update

Karen Kelleher noted staff have been looking into a geolocational GIS Based App, where features such as drainage, accident location, plow routes, fire cisterns, etc. can be GPS located. It also provides a work order system that tracks location, time, type of work and routes, which can be connected to the Town's GIS system for updated mapping. Karen Kelleher said the Superintendent of Streets Mike Clayton watched a web demo and seemed excited about the app as it would streamline his Department's reporting and also easily locate problem areas in the field in order to add things to the work plan. There are uses for other departments as well – such as tracking dangerous intersections, fire cisterns, and building inspection. This could be a very useful tool for the Master Plan update and implementation.

Karen Kelleher noted that Jill Kern, the GIS Analyst has been digitizing old subdivisions for the location of drainage systems and Board of Health files for Septic systems. However there are many gaps in information throughout town. This program will help fill in the gaps. These Maps will be helpful to the Highway Departments, as they spend a lot of time trying to track down old plans. Karen Kelleher said staff are further vetting the company and will be talking with other towns that use the system.

Joanne Drive Subdivision

Karen Kelleher said that staff have met with Mr. Lundy and his son and Engineer Rich Harrington to discuss plans for the Joanne Drive Subdivision. Staff encouraged them to look into utilizing the PCD Bylaw and to first delineate the wetlands before coming to the Board with a Subdivision Plan. They seemed hesitant about using the PCD Bylaw because they wanted larger lots and they did not want the open space to come to the Town. After the meeting, Rich Harrington showed them a couple of PCD Developments to give them a better idea as to what they would look like. They agreed to have the wetlands confirmed before moving forward with submission of a Subdivision Plan.

Villages at Stow

Karen Kelleher sent an email to Ed Tarnuzzer of the ZBA about outstanding issues including final as-built plan and financial reporting.

Delaney Street Solar Facility

Karen Kelleher said she sent an email to Syncharpha about the need to renew their Special Permit. Cliff Chapman advised that they have sold the project to Morgan Stanley and that he will inform their manager to get in touch with Karen Kelleher right away.

GIS Update

Karen Kelleher noted that Jill Kern has set up a common data store that all of the departments that use GIS can have access to for the latest shape files, including Assessor's data, USGS data, aerial photography, MassGIS Data, and Stow Shape files that have been developed so far.

Economic Development Committee

Karen Kelleher said the EDIC is still collecting surveys from Stow Business owners. To date, they have received 24 surveys. Approximately 160 business were notified. The EDIC is currently reviewing the sign bylaw, as that was one of the top concerns raised at the forum.

Planning Board Deliberation on Collings Foundation Inc. Site Plan Approval and Erosion Control Special Permit

Lori Clark reiterated the educational indicators defined by the Board:

1. Presence of purposeful and planned development of educational information, similar but not limited to the concept of a curriculum.
2. Presence of a systematic and uniform method of delivering the information to defined audiences
3. Evaluation of subjects participating in the educational process

4. Qualifications relevant to both the development of the educational subject matter and the effectiveness of the delivery of the subject matter
5. Development and delivery of educational programs or materials, are directed to further the mental, moral, or physical powers and faculties of those participating.

Lori Clark noted that regarding the educational indicator 3, relating to evaluation, its presence is helpful in determining an educational use but it is not a requirement. Lori Clark clarified that each indicator is not required for a finding of educational significance. Ernie Dodd said he believes that the fifth indicator could more accurately reflect the Dover case law by utilizing aspects of the Metrowest case and Whitinsville case.

Ernie Dodd noted the language out of the Whitinsville case in particular:

"We agree with the judge that "[e]ducation is a broad and comprehensive term. It has been defined as 'the process of developing and training the powers and capabilities of human beings.' To educate, according to one of Webster's definitions, is 'to prepare and fit for any calling or business, or for activity and usefulness in life.' Education may be particularly directed to either the mental, moral, or physical powers and faculties, but in its broadest and best sense it relates to them all."

Ernie Dodd said that number 5 should be replaced with the Whitinsville definition. Specifically, Ernie Dodd noted that language should be added to the fifth indicator, saying the educational activity "must develop and train the powers and capabilities of human beings. The educational aspect must prepare and fit for the individual for any calling or business, or for activity and usefulness in life."

Barbara Huggins cautioned the Board to consider whether this language further narrows the definition to a particular phrase outlined in only one case. Ernie Dodd said he feels it broadens the definition rather than narrow it.

Lori Clark asked the Board whether they should replace the fifth indicator with Ernie's language. Margaret Costello said she believes it would be a necessary addition as the case law has noted that protection under the Dover Amendment was not intended for uses in which an educational component is engrafted onto a non-educational use. Len Golder said that the quote suggested by Ernie Dodd would serve to narrow the definition of education which he believes should be broad.

Mark Jones said that it is fine to include Ernie Dodd's suggested language, with perhaps the addition of a quote that follows admitting that in some cases the definition could be broader. Steve Quinn said he believes the Board picked these five criteria and agreed upon them at the last meeting.

Lori Clark believes number 5 is vague and feels that the additions Ernie Dodd would like to make may not make much of a difference in how she interprets the meaning of the fifth indicator.

Ernie Dodd said that he does not believe Dover was intended for any organization to claim they are educational. Ernie Dodd said he has suggested the addition to provide a clarifying definition to what is meant by improving the “mental, moral and physical powers and faculties.” Steve Quinn said it still feels largely the same to him. Lori Clark agreed, saying it will not change the way she reads it.

Len Golder noted it quotes only one of Webster’s dictionary definitions. Lori Clark reiterated that not all the indicators have to be met.

Margaret Costello and Mark Jones said they believe it would be useful to include it. Steve Quinn said he does not object. Lori Clark affirmed that the indicator will be added. Len Golder said he is against adding it. Barbara Huggins cautioned against creating narrowly defined limiting factors in the indicators. Lori Clark said they will change it. The 5th indicator will read:

5. “The development and delivery of educational programs or materials must develop and train the powers and capabilities of human beings; prepare and fit the individual for any calling or business, or for activity and usefulness in life and be directed to further the mental, moral, or physical powers and faculties of those participating.”

Lori Clark explained to the Board that the best way to make findings regarding Dover Amendment qualification is to go through the document provided by staff that outlines and explains each of the submitted documents in the record.

Applicant’s Submitted Educational Definitions

Lori Clark read through the statements on definitions noting that none of the definitions are directly applicable to Dover qualifications and what the Board has gleaned from case law is the best indication that they have. The Planning Board agreed.

Educational Awards / Honors

Ernie Dodd said the organizations that awarded and honored the Collings Foundation likely have criteria for providing awards, but he does not know what that criteria was or if it has any relevance to the educational indicators as defined by the Board.

Steve Quinn said the awards make mention of the Collings Foundation’s educational work, however, nothing in the information is conclusive.

Margaret Costello questioned whether the Stow location had anything to do with the awards.

Len Golder said the awards could be considered as an indicator of educational activity. Mark Jones said he would like to evaluate them for relevancy to the site.

Lori Clark said that given they do not have the criteria that was used by the awarding organizations and may not have been given the award based on the Dover interpretation, the information on awards and honors may offer some legitimacy to the Collings Foundation, but does not lend help indicate educational activity relevant to the Dover Amendment. Lori Clark said that as with the definitions, third party definitions do not necessarily impart Dover compliance.

Steve Quinn agreed saying they may give legitimacy to the artifacts but it is tough to say what else can be gleaned from them.

Mark Jones agreed.

Package of 281 Letters

Assistant Planner, Jesse Steadman explained the process of analyzing the 281 submitted letters, noting that 55 mentioned the Stow facility in particular, and those letters were further analyzed and categorized according to the theme of their content, then filtered through the five educational indicators to see if any relevant information could be extracted.

Ernie Dodd said that it appears many of the letters were solicited to support the museum, and the authors were not all familiar with educational aspects of the project. Ernie Dodd said he does not believe the letters have much bearing on the educational aspects of the use, saying it appears that most people make one trip to see the artifacts and do not spend a lot of time at the facility. Ernie Dodd said he believes the letters would have more meaning if they were from Stow residents. Ernie Dodd said it does not appear that any information on qualifications is provided.

Len Golder said that the letters do impart a sense of what the events and activities meant to participants for their benefit and therefore indicator number 5 appears to be met here. Len Golder said they have not presented any qualifications.

Margaret Costello said the Cantigny museum letter appears to depict highly sophisticated educational activity and she does not know why the applicant included it since it does not appear the application before them depicts similar activity.

Ernie Dodd said that the letters did not identify a planned development of information or curriculum, nor any evidence of evaluation. The Stow Teacher/NRSD letter was not relevant to the application since it appears that the teacher that had worked with the Collings Foundation has been retired for several years and is not involved in any recent efforts to coordinate what may be taught in school. Ernie Dodd said he is not too sure if the Stow Teachers/NRSD information is up to date.

Len Golder said the letters referring to support in general and support for the Wings of Freedom Tour are not relevant, but the 55 that refer to Stow could relate to criteria number 5.

Steve Quinn said that the letters are not a good use of the Board's time.

Lori Clark said the letters could be discussed at other points in the decision and could relate to indicator 5 regarding improving the mental, moral, or physical powers or faculties, but not #4 relating to qualifications.

Review of Petition in Support of Collings Foundation Goals

Lori Clark read the petition and said she assumes that there is general support noted here.

Steve Quinn said he does not remember letters or petitions mentioned in the Dover Case law as qualifying indicators.

Margaret Costello said she does not see a connection between the educational indicators and the language in the petition. Margaret Costello said the petition does not show any indication of the five indicators.

Description of Museum

Lori Clark read through the description of the museum and noted the information submitted by Boston Productions Inc.

Ernie Dodd said that much of the design and layout submitted describes the content that was likely created by Bob Collings Sr. Ernie Dodd said it seems like a decent museum, but does not believe that there is the presence of planned information or a curriculum, or that what has been provided is an in depth presentation. Ernie Dodd said the subject matter in the story lines is does not meet the level you would receive in a formal education. Ernie Dodd said he enjoys seeing old planes, but does not know if he would consider it to be educational against the Board's criteria, whether a docent is present or not. Ernie Dodd said you don't have to listen or participate if you do not want to and kids of all ages may be impressed but also may not have any understanding, which makes him wonder if there is a curriculum or instruction or learning to help them as they go through the museum. Ernie Dodd said he sees no evidence of evaluation. Ernie Dodd said the information may be accurate but he is unsure whether there is any in depth understanding of the material presented. Ernie Dodd explained that when you consider the size of text books versus what the applicant has presented, the story lines only provide a few pages of information on topics that could take weeks to cover in a class. Ernie Dodd said it seems very shallow and the age of the participant may determine what you get out of it. Ernie Dodd said the museum provides information but nothing that is useful information. Participants are viewing antiques and not being provided with any useful information as it relates to indicator number 5.

Steve Quinn said that he believes the information submitted on the museum applies to indicator's number 1 and 2, and people go there to learn and people travel there to learn.

Steve Quinn said it is clear that the exhibits are laid out in a chronological and historical way that shows history and battles as they evolve, which is the equivalent of a curriculum. Steve Quinn said he believes the museum is educational and that it further applies to indicator 2 by the visuals, videos, plaques and presentations. Regarding just how educational is pretty subjective. Steve Quinn said he does not see any evidence of evaluation. Steve Quinn noted that if you want to learn about history and battles you can get a lot out of it.

Len Golder said that the information is presented in a format similar to other museum's. Len Golder said that the material is organized, has a history to it, and a systematic presentation rather than a helter-skelter organization of material. Len Golder said there are no degrees imparted so he is unsure about the impact it has on one's life regarding indicator #5, but it meets most criteria. Len Golder said it appears that the qualification criteria has been met, although he does not see any evidence of evaluation.

Mark Jones said the information submitted on the museum appears to fit number 1 regarding intentionality of planned information, however the experience is likely not uniform and more dependent on the level of interest of the individuals. Mark Jones said he does not see any evaluation of the attendees indicated. Regarding qualifications of the development of the subject matter, Mark Jones said he sees materials for the exhibit makers, and knows that the applicant has interest in the topic, but it is not clear if there is an educational qualification to those designing the content. Regarding number 5, Mark Jones said he cannot tell based on the submission how it fits regarding the usefulness for a calling or how it fits into moral development experience.

Margaret Costello said it appears to fit indicator 1 regarding the planned development of information, however, there does not appear to be a uniform method of delivery. Margaret Costello said she does not see an evaluation component and is mixed on whether there is any good information presented regarding qualifications. Regarding indicator number 5, Margaret Costello said she believes the application is presentational rather than well documented. Margaret Costello said she would have liked to see more documents regarding curriculum rather than just floor layouts. The information presented was lacking in substance against Dover educational indicator number 5.

Lori Clark said she believes the information submitted demonstrated a form of curriculum, with a chronological layout that made it apparent that thought went into it. There does appear to be a systematic delivery of information, but it is unclear to her regarding how the story line will relate to the docent conducted tours. From the information submitted she is not sure there was specific information on how the story lines will tie into the docent tours. There was mention of an education center and library but no mention of how those would fit in. Lori Clark said her thought regarding the delivery of information is that it will be inconsistent based on how people choose to go through the museum. She did not see any indication of evaluation. Lori Clark said the Boston Productions Inc. qualifications appear to focus on multimedia design solutions for creating displays and while she believes the docents have subject matter expertise, it is unclear whether the information that will be shared was planned in a way that supports educational delivery effectiveness. Lori Clark

said she did not see a substantial amount of information about qualifications from an educator's perspective. Where is the educational expertise to make the subject matter effective, she asked? Lori Clark said the Story Line layout of the walk through history confirms an indication of number 5. Lori Clark said she believes that this museum has potential to be educational, but there are holes in the submission to substantiate the criteria to show that.

Steve Quinn said he believes the information submitted on the museum meets indicator's 1,2,4, and 5 even though more detail that would have helped. Steve Quinn asked if there are other museums that have been approved through Dover? Barbara Huggins said they can really only utilize that which has been discussed through case law and should not look at un-litigated institutions for guidance.

Docent Conducted Tours

Ernie Dodd said that he is sure the docents have been provided the documentation to describe what is in the museum, but is not sure if they are educators or if they have real qualifications to give a tour. Ernie Dodd said he is unsure if there are enough docents available in the case of large crowds. If the docent is not there, do the participants go through the museum on their own? What materials are they required to be knowledgeable of? No materials describing their level of knowledge were provided. There is no indication of a curriculum. Ernie Dodd said he does not believe the Board has been provided enough information to say that there is uniformity in the tour, since they have no scripts. Ernie Dodd said there is no evaluation that he knows of and it appears they are not required to pick up any information and not sure how much information they can pick up from the docent. Regarding qualifications it does not seem there is any way to evaluate qualifications of the docents based on the information given. Does not feel the information they provide is what the Dover Amendment requires, or that the docent conducted tours provide information that is useful in the participant's life as it relates to indicator number 5.

Len Golder said that he believes docent tours meet indicators 1,2 and 5 given that participants can benefit from the tours. Len Golder said the tour he received was presented in a systematic way and would enhance your knowledge if you were interested. Len Golder said he did not see any evidence of evaluation. Regarding qualifications, Len Golder noted that Bob Collings Sr.'s qualifications appeared to provide the necessary communication skills.

Mark Jones said he presumes if there are docents there would be regularity in their training and since it is not presented in the documents he cannot tell. Mark Jones imagines they should have an organized docent tour, but he does not see anything that shows that is likely the case and therefore cannot be sure regarding indicator number 1. Mark Jones said he cannot say whether criteria number 2 regarding a systematic delivery of information is met either as it is not demonstrated. Mark Jones said he sees no indication of evaluation of participants. Mark Jones said the docents may be qualified because they are interested, but the information submitted does not show that they have any training. It is uncertain and unstated in the documents. Regarding indicator number 5, Mark Jones said what he sees

from the submission is a guided exposure to the artifacts, but he cannot tell what the consequence is in terms of effect on the participant.

Margaret Costello said that the concept of a curriculum or plan is not there in the submission. Nor is any indication of training or educational materials. Margaret Costello said she feels the submission on docent conducted tours is nebulous. Margaret Costello said there did not seem to be a concrete connection to Stanford University tours as described in the application, and the letter provided by James Adams did not indicate a connection to docent tours. Margaret Costello said there does not appear to be any formalized program or tailored tours for different age groups. Margaret Costello said she does not see the submission confirming the indicator number 1.

Regarding the delivery of information, Margaret Costello said she agrees with Mark Jones that not enough information was submitted. Margaret Costello said no systematic and uniform method of delivery was shown. There was no indication of evaluation either. Margaret Costello said that the only qualifications are life stories of the Docents so she cannot confirm that criteria either. Margaret Costello said she does not see anything concrete by which to judge the educational power of what was delivered.

Steve Quinn said that he considers the docent conducted tours to meet indicator 1 and 2. Regarding qualifications, Steve Quinn said he assumes that those who know the equipment would be giving the tours and would be qualified. Steve Quinn said it seems difficult to apply the application to a defined definition after the application had been discussed in public hearings. Steve Quinn said the information meets indicator number 2 because the docent's job is to systematically and uniformly deliver the information. Steve Quinn said that there was no information put forth on how they deliver it and he does not care, as he is not sure what they could submit that would define that.

Barbara Huggins said there was an extensive hearing process and the applicant knew that the information would be analyzed according to the Dover Amendment. Barbara Huggins said she does not really see another way of doing and taking in the information. Barbara Huggins said this approach eliminates any preconceptions.

Lori Clark said the onus is on the applicant to put forth documentation to qualify for Dover. Barbara Huggins said she does not see an alternative, and that the Board must look through component parts and then offer a conclusion based on that.

Lori Clark said that docents are clearly used as a systematic way of sharing information but there is limited information on their qualifications or consistency of the information being shared, meaning she is unsure whether the systematic delivery is uniform. Lori Clark said she does not see a lot of information that there is a planned curriculum for the docents. Lori Clark said it cannot be assumed or presumed. From a curriculum standpoint, she does not know what it is because it was not in the record. Lori Clark said she would assume that subject matter expertise is present but does not know because it was not in the record. Nor does she know if there is an educational qualification for sharing the information. Regarding the Stanford collaboration letter, there was a statement regarding engaging

various faculty members, but did not go beyond and say what they were going to do. I can see docents being a part of the system but I don't know if based on the information they have submitted, if I can truly assess the criteria.

Proposed Educational Programming

Margaret Costello said that overall it felt like the information on the educational programming was a scramble to tap into any possible educational connections. The section felt as if it existed on paper only and that it was the stretching of a veneer of education and she could not see evidence to make her feel that anything submitted was more than a list of connections. It was very superficial feeling, she added. Margaret Costello said she does not feel there is evidence of education. There is no plan of integration from the documents submitted and the programs listed. Margaret Costello said there is limited information around the plan of action and against the criteria there is no substance.

Mark Jones said he is a little sympathetic in that they are trying to figure out how to bring people into this exhibit. However, said Mark Jones, the information appears to be a skeleton of things they would like to do but not quite a commitment, and really more of a plan in progress. Mark Jones said it is not a school, meaning there are opportunities for learning, but he does not see a plan, rather only hopes.

Len Golder said it meets the criteria of a syllabus, which typically do not have a lot of detail and as an outline would seem to meet the criteria of the first two indicators.

Steve Quinn said there are discussions of increasing field trips, although it is tough to apply to the five criteria. Steve Quinn said that you cannot schedule field trips to a building that does not exist.

Lori Clark said these seem to be good ideas of how you could apply programs to the museum. If there was information submitted to show that those programs are up and running it would be a different discussion. Lori Clark said the submission of a plan of action or framework would have helped.

Ernie Dodd said he can see value in the museum providing personnel to go to a school in regard to a subject the school was covering and present pictures and other information that would be of value to the school system's program. Ernie Dodd said the field trips have to fit with what the school is teaching. Ernie Dodd described the new programs and noted that they would require weeks of studies and does not see how those topics presented in a few hour visit is significant. What educational value is it if it is not directly related to a curriculum being exposed to at school?

Ernie Dodd said he does not feel that any of the programs meet the intent of the Dover definition because they do not provide useful information as stated in indicator number 5. There is no program but instead just ideas, and he is not sure if it useful to the students or if the teachers are qualified to go into detail about the subject matter. Ernie Dodd said he sees no indication of evaluation and does not feel that the intent is there.

STEM and STEAM Programs

Ernie Dodd said he questions whether the Collings Foundation is qualified to run such a program. Ernie Dodd said is unsure what the duration of the program is and whether it is significant. If they were supporting a school with a STEM program is it coordinated? Ernie Dodd said the information shows only a limited curriculum and that the systematic delivery of information may only happen for that one day the program is offered. Ernie Dodd said the program would probably be evaluated by the teacher. Ernie Dodd said he is not sure if anyone is qualified to provide STEM training. As for conforming to indicator number 5, it is very limited.

Steve Quinn said he believes it meets all five criteria and offers a curriculum that is more than Ernie's limited discussion. Steve Quinn said the information provided would enhance STEM programs.

Mark Jones said it looks like an educational program, although the qualifications of the leader have not been described. Mark Jones said it appears that there may be a curriculum or an organized person to give a particular kind of tour. Mark Jones said the application is silent on evaluation. Mark Jones said there seems to be documents that show that Lynn Lewis is qualified but it is not explicitly said as to what her qualifications are. Mark Jones believes the STEM and STEAM programs would meet the fifth indicator.

Len Golder said that the evaluation components were not met in past examples, although its possible that these programs involve schools which may allow the schools to do the evaluation. Regarding the time devoted to the program it is difficult to gauge.

Margaret Costello said it is not clear to her, although this appears to be a proposal of an idea rather than something that has been implemented. STEM being connected to a school would offer an educational component.

Lori Clark said she likes the STEM – School connection, although it is still in the planning stages. Lori Clark said it is good they have already identified someone to work on it.

Resumes, Credentials, Bio Sheets

Ernie Dodd said there is no question regarding Robert Collings Sr.'s qualifications and is sure he is quite familiar with what he has. Ernie Dodd said Caroline Collings is an educator although he is unsure of her knowledge on the Collings Foundation's subject matter. Robert Collings Jr. is a pilot but it is not clear that there is any educational qualifications. Hunter Chaney is purported to be an English Teacher.

Mark Jones said they appear to be qualified.

Len Golder said he agrees with Ernie and if you have had some educational experience it can be extrapolated to other areas of expertise. Robert Collings Jr. could have a good way of communicating education due to his flight training experience.

Margaret Costello said the resumes do not really indicate the effectiveness of the subject matter.

Lori Clark said that this information substantiates the qualification criteria, both in regards to subject matter and delivery.

Summary of Current Activities

Lori Clark said the events are the last meaty section of the document and the suggestion is to formulate their thoughts based on their interpretation of the criteria and indicators.

The Board noted that they should be looking at the Summary of Current activities events and the Applicant's Form 1023 Part IV.

The next meeting is Monday the 27th at 7pm.

Meeting Adjourned,

Respectfully Submitted,

Jesse Steadman