Liz,

May I offer a revision to my letter: On closer review of Barbara Carboni’s Sept 9th Staff Memo I find at least 20 waiver requests, probably more. It is difficult to decipher.

Thank you,
Pamela

> On Oct 19, 2020, at 8:33 AM, Elizabeth Sturdy <ESturdy@truro-ma.gov> wrote:
> >
> > Ms. Wolff,
> >
> > This will be included. Please note that public comment will be at the end of the Agenda this week. Thank you,
> > >
> > Liz
> >
> > -----Original Message-----
> > From: Pamela Wolff <wolff.pamela@gmail.com> On Behalf Of Pamela Wolff
> > Sent: Sunday, October 18, 2020 2:44 PM
> > To: Town Planner <planner1@truro-ma.gov>; Jeffrey Ribeiro <jribeiro@truro-ma.gov>
> > Subject: Cloverleaf revisited
> >
> > Please see that the below letter is included in the ZBA packet in advance of Thursday’s meeting. I would be grateful if you would send me the link for the meeting. (I am somewhat technologically challenged!)
> >
> > Thanks,
> > Pamela
>
>>> Before the Truro ZBA discusses and votes on approval or denial of the 15 or so waivers sought by the Cloverleaf developer at its Thursday meeting I would like the below questions to be considered.
>>> >>> Let us now address the elephant in the room: No, not the $600,000. I refer to the apartment building.
>>> >>> This was an addition to the original plan made at the request of the Town, according to Ted Malone, the developer..
>>> >>> Let’s go hypothetical:
>>> >>> What if that building was tossed, reducing the body count by 30 or so?
Would that change the calculations about nitrogen loading enough to make this thing viable?

Would that make it unnecessary to bring the municipal water line?

Would that change the calculus of affordable units?

Would that render the whole thing financially not viable for the for-profit developer?

It would allow space for a proper playground, and sensible parking.

Pamela Wolff
Truro
Zoning Board of Appeals
Town of Truro
Truro, MA 02666

Dear Colleagues,

The residents of Pond Village, both as signatories to the prior letter and as participants/observers of the last ZBA meeting, thank you for the opportunity to express our concerns. We found it informative and hope the ZBA members learned from us as well. Yet important questions remain, and new concerns have arisen as a result of that discussion.

Our primary concern is safe water for our home use and for historic Pilgrim Pond. The health and safety of 150 families in Pond Village is as important as the housing needs of 39 families newly slated for the Cloverleaf. The Town apparently intends to guarantee the safety of drinking water for the occupants of the proposed Cloverleaf site but not for the residents of our community.

If the proposed sewage treatment system for the Cloverleaf Project is approved, 2.8 million gallons of contaminated water will be discharged each year into our down-gradient groundwater, into our wells and into our taps. This is equivalent to the volume of 330 in-ground swimming pools filled with contaminated water being dumped every year into our groundwater. Seen this way, close and careful attention to the public health impacts of the Cloverleaf project are not a distraction, but rather should be front and center. They must be thoroughly explored before the ZBA makes any additional decisions on waivers.

- **Public health and safety must come first.** This is not only a practical matter, but one of the primary responsibilities of the ZBA. In evaluating the myriad and extensive waivers associated with the Cloverleaf Project, the ZBA must consider, as clearly stated by the Town’s Attorney, the need to protect the health and safety of the occupants of the proposed housing and of the residents of the Town. We know, for the reasons set forth below, that our health and safety will be in jeopardy if Cloverleaf’s sewage treatment plant is approved as proposed. Deceptive efforts have been made in front of the ZBA to re-cast the limited data presented to make it seem as if the pilot system will reliably achieve safe levels of nitrogen loading and nitrate levels down-gradient. They will not.

- **The proposed sewage treatment plant is untested and places us at serious risk.** The proposed sewage treatment plant and plan is designed around an unproven pilot system and therefore fails to afford adequate protections to ensure public health and safety of our community. According to MassDEP, pilot systems are “intended to provide field-testing and a technical demonstration to determine if a particular alternative technology can or cannot function effectively.” To achieve even provisional use status, a minimum of 50 systems of the model type

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1 Based on each pool being 12’ x 24’-foot swimming pools of average 5-foot depth.
2 Furthermore, as we understand it, the ZBA consideration of the public health implications of the proposed project is particularly critical in 40B applications such as this, under which the ZBA functions as a “one-stop shop” (per Town Council) for the applicant. In such applications, the ZBA considers waivers of regulations usually heard by other boards (e.g., the BoH).
3 Technology is only approved when the Department has determined, based on relevant technical data, that the proposed alternative is likely to be capable of a level of environmental protection at least equivalent to that of a system designed in accordance with 310 CMR 15.100 through 15.293.” [https://www.mass.gov/guides/approved-title-5-innovativealternative-technologies#-piloting-use](https://www.mass.gov/guides/approved-title-5-innovativealternative-technologies#-piloting-use).
4 According to MassDEP, the provisional use designation is intended “to evaluate, under actual field conditions, alternative systems that appear technically capable of providing levels of protection at least equivalent to those of a standard on-site.
proposed by the developer must be installed and evaluated at various locations for at least three years. The applicant has provided evidence of only a few such systems in operation. **If approved, we can only conclude that the ZBA considers the Pond Village community to be a guinea pig for this wastewater experiment.**

- **The monitoring and contingency plans presented by the applicant are incomplete and inadequate to protect our health and safety.** Many questions remain unanswered that the ZBA must consider before proceeding. At least two representatives of the project acknowledged on October 8 that this untested nature of this system will create unanticipated, potentially adverse outcomes. For example, Mr. Nelson suggested that the sewage discharge will have impacts on Pond Village wells and contamination levels that are difficult to know. That alone is deeply concerning. In addition, Mr. O'Reilly acknowledged that the untested equipment might fail and be “replaced” with some other equipment, also unknown. Questions about system reliability also arise because the proposed operational life of systems of this nature are short compared to the 99-year life of the project. Critical factors such as mean- and worst-case times to failure, to respond and then to repair; discharge control; and even parts availability cannot be established with confidence in face of likely system failure at some point. These are just a few of the serious, unaddressed concerns outlined in Addendum 1.

- **The “peer review” process is insufficient.** The Town has characterized Horsley and Whitten’s study as a “peer review.” In our view, this is misleading. The process the Town has followed falls far short of any standards or guidance for peer review we can find, particularly when the pressing issue is the need to consider safe water and our public health. A meaningful peer review includes project review by a panel of multiple experts with credentials in all relevant aspects of a project. Instead of pursuing a process of this nature, the Town-commissioned review was performed by one engineering firm only and focused almost exclusively on engineering up the hill at the project site rather than on safe water down in the Village. A more comprehensive multidisciplinary peer review process—with experts in public health, drinking water safety, health economics, environmental sampling and monitoring, and ecology—is essential to garner confidence in this complex process and merit consideration for ZBA approval.

- **The ZBA must apply current science in this process.** Two weeks ago, we provided the ZBA with an expert peer-reviewed analysis of the severe adverse impacts on human health of well water contaminated above 3 to 5 mg/L. We also demonstrated that a large percentage of our wells, for historical reasons described below, can sustain no additional such contamination without posing documented health risks for Pond Village residents. If the ZBA finds the science we presented convincing, then it cannot seriously consider permitting the excessive volume of sewage discharge planned by the applicant. If the ZBA does not respect the science, we ask that it explain why it does not and provide properly peer-reviewed evidence to the contrary. Absent any response from the ZBA in this regard, we can only conclude that ZBA members have not had the opportunity to read this expert peer-reviewed report in order to understand the unquestionable harm this project will cause for us and its implications for Truro overall.

- **Pond Village’s current nitrate levels are a product of history, not irresponsibility. We cannot let the situation get worse.** The Pond Village area was the site where the Pilgrims found fresh water upon arriving in America 400 years ago. In the 18th and 19th centuries, a community grew up around Pilgrim Pond with the closely spaced homes and smaller lots characteristic of historic villages of this period. (See Addendum 2.) Today, Pilgrim Pond is suffering from nitrates and other contaminants caused by many factors, and many of our wells are also showing this stress. Some have suggested that we have not maintained our septic systems and that cesspools in the neighborhood are a significant cause for the baseline nitrate levels that our tests have revealed; however, only about 3% of houses in Pond Village have cesspools, compared to the Health Department’s estimate of 8% town-wide. There is no evidence that Pond Villagers neglect their wells, either. Whatever causes current conditions—be it historical

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5 For example, see the **Peer Review Handbook (4th Edition)** developed by the U.S. EPA’s Science and Technology Policy Council.
density or low elevations downgradient in a watershed below a state highway interchange—the Cloverleaf project will superimpose new density upon historic density. ZBA approval of density waivers can only worsen our water quality, and consequently, the health and safety of Pond Village residents. This is unacceptable to us, and it should be unacceptable to the ZBA.

- **Other initiatives underway should inform the ZBA before it makes any decision to grant additional waivers to the Cloverleaf.** As the ZBA learned during its October 8 meeting, the BoH is currently seeking the advice of experts in revisiting its health regulations with respect to private well water safety. More specifically, with respect to Pond Village, Ms. Beebe also informed the ZBA the BoH was undertaking a four-step plan to better understand the water quality issues in Pond Village. We urge the ZBA to make no decisions with respect to health regulations until they can be fully informed of the results of these efforts once completed. Similarly, the well thought out, thoroughly vetted, and carefully balanced provisions set forth in the Town’s existing Zoning Bylaws and regulations must apply to this project rather than ad-hoc, extensively waivered conditions.

- **Safe water and affordable housing are a false choice.** We reiterate without any ambiguity that the residents of Pond Village are uniformly in favor of affordable housing in Truro, including in the Pond Village area. We supported the vote approving Truro’s acquisition of the Cloverleaf parcel, which expressly stated the intention to build 12 to 16 units on it, as originally proposed. The need is real, and our response is unwaveringly supportive. As we said in our prior letter, we believe that safe water and affordable housing are not “either/or” but “both/and.”

We understand the complexity of the task in front of the ZBA and we are grateful for your diligence. The project that you are being asked to evaluate is more akin to city planning than to zoning review. The sheer volume of zoning and health regulations and by-laws that you are being asked to waive is a daunting task indeed.

Because this is a “40B” application, the ZBA has the unequivocal responsibility to consider and protect our public health. Many Pond Villagers are convinced that neither adequate time or expertise have been given to ensure our health is considered during this process and protected as a result of this process. **Yet it must become the greatest concern of all, given the number of Truro residents at risk.** The sheer magnitude of the health risks from the Cloverleaf that are at stake in Pond Village compels us to speak up.

**In conclusion,** for the reasons stated above and previously, we respectfully ask the ZBA to:
- **Address the issues raised** in our first letter that remain unaddressed, that is items 2 to 5 in whole or part.
- **Defer or deny granting any additional waivers** to the Cloverleaf project unless and until:
  - The BoH concludes a **thorough public process on new standards** for nitrate concentration in drinking water and for nitrogen loading in groundwater consistent with current science evaluations of health effects, that is, at or under 5 mg/L.
  - The developer produces a **new plan for ZBA approval**, verified by independent peer review of the planned modeling, that will achieve a 5 mg/L standard of both discharge and well water, either by reductions in numbers of bedrooms or by expanded wastewater treatment systems or a combination of both, with proven systems and documented backup systems.

Thank you for your continued consideration.

Sincerely,

Members of the Pond Village Community
(Signatories on next page)
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<th>Street</th>
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<td>Vicki Abrahamson</td>
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<td>Claire Aniello</td>
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<td>Mauro Aniello</td>
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<td>Nancy Bean</td>
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<td>Bay View Dr</td>
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<td>Lora Bumps</td>
<td>Bay View Dr</td>
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<td>Robert Cardinal</td>
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<td>Camille Cardinal</td>
<td>Twine Field Rd</td>
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<td>Jan Ils Christensen</td>
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<td>Richard Christensen</td>
<td>Twine Field Rd</td>
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<td>Raymond Clarke</td>
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<td>Jil Clark</td>
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<td>Sophia-Grace Clark</td>
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<td>Sheila Coleman</td>
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<td>Carolyn Collins</td>
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<td>William Connoly</td>
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<td>Steve Corkin</td>
<td>Merryfield Path</td>
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<td>Barbara Coughlin</td>
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<td>Robert Coughlin</td>
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<tr>
<td>Janine Cote*</td>
<td>Priest Rd</td>
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<td>Bryan Cote*</td>
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<tr>
<td>Theresa Daigle</td>
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<tr>
<td>Tom DeFranco</td>
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<tr>
<td>Francine DeFranco</td>
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<tr>
<td>Glenna Descy*</td>
<td>Bay View Drive</td>
</tr>
<tr>
<td>Don Descy*</td>
<td>Bay View Drive</td>
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</tbody>
</table>
Damian DeWolf  Bay View Dr  POND VILLAGE SIGNATORIES (con’t)
Shelly DeWolf  Bay View Dr
Barry Donahoe  Paines Way
Denise Donohoe  Paines Way
Rob DuToit  Shore Rd
Ellen English  Pond Rd
Laura English  Pond Rd
Andy English  Pond Rd
Sam English  Pond Rd
Pamela Fichtner  Pilgrims Path
Ronald Fichtner  Pilgrims Path
Michael Gagne  Pond Rd
Kathy Gagne  Pond Rd
Jeanne Gaarder*  Hughes Rd
Joe Gareau  Pond Village Ave
Pauline Gareau  Pond Village Ave
Jim Gillman  Bay Village Rd
Sandy Gillman  Bay Village Rd
Nita Giordano  Twine Field Rd
Alan Giordano  Twine Field Rd
Jeff Goldenberg  Pilgrim Pond Road
Eric Goss  Pond Rd
Amy Graves  Francis Rd
Marne Hodgins  Pond Road
Tony Hodgins  Pond Road
Elizabeth Hulick  Shore Rd
Charles Hutchings  Sage Ridge Rd
Carolyn Hutchings  Sage Ridge Rd
Eric Johnson  Twine Field Rd
Gwen Kazlouskas-Noyes*  Pond Rd
Scott Kazlouskas-Noyes*  Pond Rd
Hank Keenan  Highland Rd
Mindy Kingston  Pilgrim Pond Road
David Kirchner  Twine Field Rd
Deborah Kmetz  Professional Heights Rd.
Mary Ann Larkin  Pond Rd
Mary Ellen Laughlin  South Highland Rd
William F Laughlin  South Highland Rd
Gail Lebowitz  Pond Village Ave.
Julia Bergmark Lester  Pilgrims Path
Dan Maddalena  Merryfield Path
Jill Mays*  
Eric Mays*  
Matthew McCue  
Paula Passi McCue  
Jack McMahon  
Laureen McVay,  
Brigid Moynahan  
Chris Nagle  
Christina O’Brien  
Patric Pepper  
David Perry  
Louise Fournier Perry  
Gigi Porges*  
Janice Redman  
James Rudd  
Jane Rudd  
Karen M. Ruymann  
Frederick W. Ruymann  
Mallory A. Ruymann  
Lisa Sette  
Kathy Sharpless  
Gary Sharpless  
Jake Sharpless  
Ellyne Skove  
Santina Smith  
Frank Smith  
Barry Tendler  
Suzanne Tendler  
Scott Warner  
Lesley Weller*  
Lynn Williamson  
Lee Williamson  
Barbara Wolhgemuth*  
Diana Worthington  
Peter Burgess  
Karen Feldman

*Signatories to Oct 5 submission to ZBA. Unavailable at time of submission. Confirmation pending. Additional signatories will continue post-submission.
ADDENDUM 1

Deficiencies of the Monitoring and Contingency Plans

A range of deficiencies in the plans for ensuring safe and effective operation of the sewage treatment plant ("I/A" and backup systems) proposed for the Cloverleaf project have been identified and are explored more fully below.

1. If we understand Mr. O’Reilly, **after an exceedance, and if repairs are made, a resample will be taken within 30 days.** If monitoring were to become quarterly, that would also mean a problem could go undetected for up to another 90 days. Why allow 30 to 120 days of high-nitrogen content water at 8,000 gallons per day, namely 240,000 to 960,000 gallons, to discharge into Truro’s aquifer?

2. Horsley and Whitten’s March 3 report entitled *Peer Review/Cloverleaf Parcel* states:

   “If the Board agrees to the waiver with the use of an appropriate treatment system, then it should be conditioned on requirements for regular monitoring of the treated effluent, monitoring of groundwater on the southeastern property boundary, and the development of a contingency plan that describes how the property owner will address issues with the performance of the system if effluent standards aren’t met in the future.”

   **In what way are the details of the applicant’s monitoring and repair plan as discussed on October 8 binding at this point?** The applicant stated that such details would be part of MassDEP’s and the BoH’s permits for the pilot treatment system. If the ZBA were to even consider the requested waivers, at minimum, such requirements should first be made legally binding. Since the BoH has never permitted a system of this scale, it is imperative that independent and transparent expertise be brought into the process to inform the BoH in this phase of the permitting process. The same holds true for BoH oversight of the system, given the health risks involved.

3. According to Mr. O’Reilly, “The type of unit we’re specifying – the treatment processes are interchangeable so if they do get damaged, get clogged over time, which might be a possibility, they would be changed.” What if the manufacturer discontinues the model, no longer produces the parts needed, or if the manufacturer, for some reason, ceases operation as a business entity altogether? The manufacturer is a privately held, 25-person manufacturing firm located in Lexana, Kansas. **Has any due diligence been performed on the manufacturer to ascertain its financial viability or maintenance and support records?** This is doubly concerning since this is a pilot system which may not be further developed or supported.

4. If there are **failures of the sewage treatment plant for whatever reason, the time to repair depends on the availability of trained service technicians and spare parts.** These are most likely not in existence on Cape Cod, which adds an additional delay to the repair cycle. Assuming a malfunction of the treatment plant, there is not sufficient holding tank capacity to handle the volume of sewage that can accumulate during a delay of any significant duration. Will there be a standby agreement with a local licensed wastewater tank pumping company that has the capacity to pump and remove off-site 8,000 gallons per day of high-nitrate
concentration sewage? Will the contents of the numerous pump trucks required each day be dumped someplace in Truro, or elsewhere above the aquifer?

5. The development of a contingency plan must be part of the application process, and not left for future consideration. The reliability of the contingency plan must be evaluated now in order to assess the health risks attendant to its operation, should it be needed. Should that contingency plan ever need to be implemented, and should it turn out to be insufficient to protect the health of the residents in Pond Village below, it could, as the ZBA noted earlier, “have the potential to be quite detrimental to the neighborhood.” And then later on to be responsible for a health “disaster.”

6. What is the estimated nitrogen concentration of the discharge from the backup leaching facility? If that concentration exceeds 10 mg/L, will the volume be reduced to compensate for the increased concentration in the discharge?

7. In addition to design information about reserve locations, there are practical considerations of actually implementing a contingency plan.

   a. What plans are in place to implement the contingency plan in a timely manner?

   b. What would be the lead time to implement the contingency plan? How many days would elapse between when it is declared necessary to when the sewage could be re-routed to a fully operational and compliant backup facility? What construction on-site would be required to do so? For example, is there a large enough dose tank in place to accommodate any timed dose delivery of 8,000 gallons per day of wastewater to the leaching facility?

8. With respect to reserve locations, Horsley and Whitten’s March 6 peer review report also states:

   “The applicant should provide additional design information to confirm that these [reserve] locations can function as reserve areas and meet all Title 5 requirements for construction of a leaching facility in an area that has a significant change in topography. The applicant should also document that the proposed effluent pumps will function properly in the event the reserve areas must be utilized.”

   Have these requirements been satisfied? Are the reserve areas for the backup system adequate?

9. With respect to grading and construction requirements, on July 6 in follow-up to the March 6 statement above, Horsley and Whitten states:

   “The applicant shows the proposed reserve areas on the revised plans that include the use of a drip dispersal technology… It should be noted that the drip dispersal technology requires different components (pumps, hydraulic units, etc.) than a traditional pressure dosed system so there will be a different configuration of components should this be required. Additionally, although the drip tubing can be installed along trees, the tubing must be installed in zones of similar elevation and significant grading may be required for this to be constructed.”

   How significant is the grading required, and does that construction or the result of the construction pose any other requirements, including but not limited to additional waivers required? Is it possible to support plantings required by the BoH on the reserve leaching area should it become operational at some time?
10. **With respect to influence (water intake into the system),** according to the manufacturer, sewage treatment results assume there is sufficient alkalinity in the influent wastewater for nitrification and there are no issues with pH, temperature, or toxicity. What is the plan to maintain these parameters within manufacturer’s tolerance, and what are the implications should they not be maintained, especially to groundwater discharge concentrations?

11. No matter what the cause, if discharge exceeds a concentration of 10 mg/L, how long will it take the owner to detect such an exceedance, and then to notify the Health Department and Board of Health? How long will it then take to implement corrections? Is there a service level agreement in place to guarantee time to repair, which is especially important given the serious health consequences that could ensue from such a discharge?

12. **What are the credentials of the Certified Wastewater Operator** and do they have documented experience operating a sewage treatment plant with the components specified in the applicant’s plan?

13. **With respect to monitoring of the down-gradient groundwater,** it is paramount to guaranteeing the health of the many residents in the watershed including Pond Village. Recent and past test results of private well’s in the area show that existing levels of contamination leave no room for additional nitrogen loading. In fact, 20 wells were tested more than once during the town’s 10-year testing program, a program which was halted in 2016, the same year the project in question was approved by the voters for 12 to 16 units. That testing revealed that a statistically significant **90% of the wells so tested exhibited an increasing trend in nitrate contamination.** Had that testing program not been discontinued by the Town, for whatever reason, an additional 4 years of data would now be available to further establish this trend, and increase the sample size. **Given the health risks at stake, and in light of the report by Weston & Sampson only two years earlier that established the Pond Village area as one of concern for nitrogen loading, it is disconcerting that the Town apparently ignored the obvious need for continued data collection and monitoring.**

14. This upward trend in contamination levels, observed up to 2016, most likely due to up-gradient nitrogen loading, could very well be due to increased growth in vehicular traffic on the state highway and the cloverleaf on/off ramp interchange that is just up-gradient from these residents’ private wells. If that is indeed the case, then any margin of health safety that exists today, if at all, for the residents’ wells could very possibly erode with time as such growth trend continues.

15. The Town decided to create a dense project up-gradient from the Pond Village area of concern, and Town management, subsequent to voter approval for 12 to 16 units, tripled the size of the project to 40 units. Such a decision, without consulting the voters, **increased the density of the project to greater than the density of the City of Boston** (see Figure 1 below) -- without any continued monitoring or data collection whatsoever. **This ill-conceived approach to monitoring of a critical area in the planning phase of this project speaks strongly to our concerns about the monitoring that will be performed post-construction, without which the magnitude of the inevitable impact on our health and safety cannot be ascertained.**
Average Density Comparisons
Cloverleaf, Boston, Truro

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Residents assume 2 per bedroom; 70 bedrooms; per HUD Keating Memo 1991

[https://en.wikipedia.org/wiki/Truro,_Massachusetts](https://en.wikipedia.org/wiki/Truro,_Massachusetts)
ADDENDUM 2

Pond Village Historical Images

Pilgrim Pond Plaque - 1920

1858 Map

Main St, N Truro

Train Station, N Truro

Fish Weirs

Cottages at N Truro
Dear Truro Zoning Board of Appeals (ZBA),

In the October 8th ZBA meeting, the ZBA chair referenced a letter from Clint Kershaw that implied the number of signatures on the “Members of the Pond Village Community” letter was inconsequential, or anemic. I want to challenge that perspective, and the math.

The Water Resources Oversight Committee went through every street and lot in North Truro and compiled a list of 150 lots as being in the Pond Village watershed, with the lots being on the same groundwater flow from the Rt 6 cloverleaf interchange. Only about 130 of those lots have a structure or a well, so no signature should be expected from 20 of those 150 lots.

As per the transcript of the Oct 8th meeting, there were 77 signatures on the October 8th letter from the Pond Village Community. This week’s letter will have around 100 signatures. I think that this is a very high level of civic engagement in any year, and I want to also identify just a few unique aspects of this specific 2020 year:

- the residents of Pond Village, like the nation and the world, are struggling with the pandemic and all its impacts,
- the signatures were gathered, because of the pandemic distraction, in a short period of time, and gathered against the challenges of social distancing.

In light of above, I assert that this is an **extraordinarily** high level of concern from the Pond Village residents. The Zoning Board of Appeals cannot grant a waiver if it harms the health of the community. I appeal to the ZBA to not grant any waivers until the BoH has completed the discussion of "Private Wells in Truro, Safe Water;" and taken action on the Cape Cod Commission study on "Pilgrim Pond Stormwater and Watershed."

Sincerely,

Sheila Coleman
18 Pond Road,
North Truro, MA