
Battle Road Scenic Byway Committee

Funding provided by the
District Local Technical Assistance program

Prepared for

Town of Arlington

Town of Lexington

Town of Lincoln

Town of Concord

Minute Man National Historical Park

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Prepared by

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Acknowledgements

This project was completed with the contributions and full participation of the Byway Task Force, comprising representatives from the towns of Arlington, Lexington, Lincoln, and Concord, and the Minute Man National Historical Park. (See below for a complete roster.) The task force was convened specifically for this effort, and its members' commitment to the goals of the project helped ensure that the group made progress towards a successful outcome in what could have been a difficult or contentious process. In particular, we wish to thank Richard Canale of the Lexington Planning Board, who re-energized the participants around the Byway after two years of little activity and led the task force in envisioning the role of the proposed new committee. This project was conducted by the Metropolitan Area Planning Council (MAPC) with funds from the District Local Technical Assistance (DLTA) program administered by the Massachusetts Executive Office of Housing and Community Development.

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MAPC staff members involved in this project include Peter Dunn, Municipal Services Specialist; Manisha Bewtra, Land Use Planner; Stephen J. Daly, Director of Municipal Governance; and Jennifer Garcia, General Counsel.

BYWAY TASK FORCE

Town/Entity		Representative
Arlington	Planning	Laura Wiener
Arlington	Economic Development	Ted Fields
Arlington	Historical Society	Howard Winkler
Arlington	Econ. Dev. Committee	Angela Olszewski
Arlington	Selectman (former)	Clarissa Rowe
Lexington	Planning	Maryann McCall-Taylor
Lexington	Planning Board	Richard Canale
Lexington	Selectman	Joe Pato
Lincoln	Planning	Chris Reilly
Lincoln	Planning Board	Bob Domnitz
Lincoln	Selectman	Peter Braun
Concord	Public Works	Ian McKenzie
Concord	Planning	Lara Kritzer
Concord	Selectman	Elise Woodward
Minute Man NHP	Planning & Communication	Lou Sideris
MAPC	Municipal Governance	Peter Dunn

Table of Contents

ACKNOWLEDGEMENTS	2
EXECUTIVE SUMMARY	4
CHAPTER ONE: BACKGROUND.....	4
CHAPTER TWO: PROJECT SUMMARY	4
CHAPTER THREE: OUTCOMES.....	5
APPENDIX A: MEMORANDUM OF UNDERSTANDING.....	7

Executive Summary

MAPC supported the towns of Arlington, Lexington, Lincoln, and Concord and the Minute Man National Historical Park in establishing a Battle Road Scenic Byway Committee, an entity tasked with implementing the byway's corridor management plan. These towns are committed to the preservation and enhancement of the Battle Road's cultural resources, but coordinating activities across jurisdictional boundaries has been difficult. The corridor management plan, completed in 2011 with state and federal funding, called for the creation of a permanent management entity to serve as a central forum for discussing issues and coordinating activities related to the byway. DLTA funding supported MAPC's efforts in convening municipal stakeholders to establish this entity. The first meeting of the newly created Battle Road Scenic Byway Committee was held in December, 2013.

Chapter One: Background

The Battle Road passes through the towns of Arlington, Lexington, Lincoln, and Concord, following the approximate path of the British regulars on April 19, 1775, during the battles that marked the start of the American Revolution. In 2006, the route was officially designated a Massachusetts State Scenic Byway with the intention of recognizing, protecting, and enhancing the byway's unique resources. In 2010 and 2011, MAPC worked closely with the four towns, the Minute Man National Historical Park, and the Massachusetts Department of Transportation to produce the Battle Road Scenic Byway Corridor Management Plan. This plan, funded by the Federal Highway Administration's National Scenic Byway Program with a matching grant from the Massachusetts Highway Department, proposes strategies to manage transportation, land use, and tourism along the byway. The towns formally adopted the plan in May, 2011.

First among the top priority recommendations in the corridor management plan is the establishment of a Battle Road Scenic Byway management entity. This entity would be responsible for carrying out the activities in the corridor management plan in coordination with the towns, the national historical park, MassDOT, and other stakeholders. The plan called for the convening of a temporary Battle Road Scenic Byway Task Force to propose the structure, membership, and responsibilities of the permanent entity.

Competing priorities and a lack of funding led to a two-year lull in byway activity after the completion of the corridor management plan. In the winter of 2013, MAPC consulted with various town stakeholders to discuss the possibility of using DLTA funding to support the task force in creating the permanent management entity.

Chapter Two: Project Summary

In April, Peter Dunn of MAPC met with Richard Canale of the Lexington Planning Board to identify members in the project task force. In accordance with the plan's recommendation, the task force comprised three representatives from each town, of which at least one would be a selectman, plus one representative from the Minute Man National Historical Park and one from MAPC. Many of these

members had been involved in the working group that produced the corridor management plan. See the acknowledgements section for the full list of task force members.

The task force met for the first time on May 6, 2013, at the Major John Buttrick House in Concord, then met three more times through September. Particularly at the beginning of the project, these meetings gave each participant a chance to update the group on their town's current and upcoming activities related to the byway. After the two years that had gone by without a meeting explicitly related to the byway, the communities were interested to see how they could better learn about and coordinate the various projects that directly or indirectly impact the byway.

After introducing the basic objective of the group at the first meeting, MAPC researched alternative approaches to byway management to present the task force with options for the Battle Road. MAPC's Manisha Bewtra, who had managed the corridor management plan project, had begun much of this research during a previous project. MAPC compiled and distilled this information to return it to the task force as a series of choices and issues to discuss at the second meeting on June 3. With their responses and input, MAPC began drafting a memorandum of understanding that described the purpose, membership, and operation of the management entity. At the third meeting, on June 24, the task force reviewed the draft MOU line by line to fill in missing details and resolve any areas of disagreement. Once these revisions were incorporated, each town's task force members presented the draft MOU to the town's board of selectmen over the summer months for their preliminary approval. MAPC's counsel and several town counsels also reviewed the document. At the fourth and final meeting of the task force on September 4, the group agreed on the final version of the MOU (see Appendix A). By October, each of the four towns' boards of selectmen and the superintendent of the national historical park signed the MOU, then made their nominations to the newly formed Battle Road Scenic Byway Committee.

The first meeting of the Byway Committee was held on December 5, 2013, in Lexington. As specified in the MOU, each of the five entities may nominate up to three representatives to serve on the Byway Committee. At that meeting, the committee elected its officers and planned its priorities for the coming year.

Chapter Three: Outcomes

The successful establishment of the Battle Road Scenic Byway Committee represents a major step for the management of this important cultural resource. The Minute Man National Historical Park and the towns of Arlington, Lexington, Lincoln, and Concord each has projects, policies, and activities that are affecting the byway, not to mention the many community organizations that contribute to the byway experience. However, jurisdictional boundaries have historically been an obstacle to effective coordination of these activities. With the establishment of this new committee, each entity retains its full authority to develop and implement policy. Although the Byway Committee has no explicit power over these practices, it will nevertheless be influential as the only inter-municipal organization dedicated to the preservation and enhancement of the Battle Road Scenic Byway.

At the committee's first meeting, it identified several current issues that it would like to become involved in during the upcoming year. The committee also prioritized the recommendations from the corridor management plan that it has determined are most important to address. In addition, the committee intends to conduct outreach to municipal staff, local boards, and other byway stakeholders to introduce the organization's purpose and develop working relationships. Keeping a full task list will be essential to keep committee members engaged and maintain the momentum of the effort. A lack of any dedicated funding presents a challenge to the organization. Committee members plan to ask their towns for small allocations in the FY2015 budgets, and they are also looking for grant funding opportunities to support the mission of the byway.

Appendix A: Memorandum of Understanding

MEMORANDUM OF UNDERSTANDING

by and between

the **Town of Arlington**, the **Town of Lexington**,
the **Town of Lincoln**, the **Town of Concord**,
and the **Minute Man National Historical Park**

for the purpose of establishing a permanent management entity for
The Battle Road Scenic Byway: Road to Revolutions

WHEREAS, the Battle Road Scenic Byway: Road to Revolutions (the Byway) is a route through the towns of Arlington, Lexington, Lincoln, and Concord (the Towns) following the approximate path of British regulars on April 19, 1775 during the battles that marked the start of the American Revolution, and passing many sites of cultural and historical importance; and

WHEREAS, the Byway was officially designated a Massachusetts State Scenic Byway in 2006 with the intention of recognizing, protecting, and enhancing its unique resources, and this designation was expanded in 2012; and

WHEREAS, the Metropolitan Area Planning Council (MAPC) worked closely with the Towns, the Minute Man National Historical Park (the Park), and the Massachusetts Department of Transportation (MassDOT), to produce the Battle Road Scenic Byway Corridor Management Plan (the Corridor Management Plan), funded by the Federal Highway Administration's National Scenic Byway Program with a matching grant from the Massachusetts Highway Department, for the purpose of proposing strategies to manage transportation, land use, and tourism along the Byway, and was completed with the approval of the Towns in May, 2011; and

WHEREAS, the Towns and the Park seek to establish a permanent management entity for the Byway to carry out the Corridor Management Plan; and

WHEREAS, a task force with representation from the Towns and the Park was convened in the spring of 2013, with assistance from MAPC funded by the District Local Technical Assistance program, for the purpose of defining the structure and membership of such a management entity;

NOW THEREFORE, the Towns and the Park agree as follows:

I. ESTABLISHMENT OF A BYWAY MANAGEMENT ENTITY

1. The Towns and the Park shall form a permanent committee to be known as the Battle Road Scenic Byway Committee (the Byway Committee) with representation from each of the Towns and the Park for the purpose of carrying out the activities of the Corridor Management Plan and serving as the decision-making body for Byway-related issues. The Byway Committee as defined in this Agreement is not an independent legal entity.

2. The Byway Committee shall have a Fiscal Agent, to be selected by the Committee, which shall be responsible for receiving and disbursing funds, keeping financial records, and providing basic administrative services, as required. The Committee and Fiscal Agent shall specify the terms of services to be provided in a memorandum of understanding.

3. The Byway Committee shall create a Stakeholders Advisory Group comprising representatives from a broad range of interest groups involved in Byway-related activities. Members of the Stakeholders Advisory Group shall provide input to inform the Byway Committee's decisions, and shall support specific Byway-related tasks as directed by the Byway Committee.

II. PURPOSE

Byway Committee

1. The Byway Committee shall have functions and responsibilities including but not limited to:

- a. Developing and publishing an annual work plan and priorities for Byway management activities that advance the Corridor Management Plan
- b. Leading the effort to secure Byway funding from grants or other sources, including requesting funding from the Towns as necessary
- c. Developing an annual budget
- d. Convening regular meetings of the Stakeholders Advisory Group and encouraging broad participation to provide a public forum for the discussion of Byway management-related issues
- e. Establishing and directing sub-committees tasked with carrying out specific Byway management tasks
- f. Appointing members of the Stakeholders Advisory Group to sub-committees of the Committee

g. Submitting an Annual Report to the four Town Boards of Selectmen; Town Planning/Redevelopment Boards or similar boards, the Superintendent of the Minute Man National Historical Park, the MassDOT Scenic Byway Coordinator, and the Fiscal Agent.

2. The Byway Committee shall have no independent authority to make regulatory changes or appropriate municipal funding. The Byway Committee's decisions and recommendations shall not supersede the existing authority of the Park, any other state or federal agency, or any Town board or committee, including but not limited to Boards of Selectmen, Planning/Redevelopment Boards, Historic District Commissions, Tourism Committees, and Conservation Commissions, unless such authority is expressly granted to the Byway Committee by the appropriate body.

Stakeholders Advisory Group

3. The Stakeholders Advisory Group shall serve as the forum for the public discussion of Byway-related issues. Its purpose is to ensure that the Byway Committee's actions are informed by the full range of parties with a stake in the Byway's management. Members of the Stakeholders Advisory Group shall have the opportunity to present their interests to the Byway Committee at regular meetings. Members of the Stakeholders Advisory Group may also be appointed to serve on ad-hoc working groups or sub-committees focused on specific Byway tasks, as directed by the Byway Committee.

III. MEMBERSHIP

Byway Committee

1. Each Town shall appoint up to three representatives to the Byway Committee. The appointment shall be made by the Town's Board of Selectmen, or its designee. The Towns are advised to consider appointing a balance of voices representing municipal interests including but not limited to planning, public works, tourism, and elected officials. The Superintendent of the Minute Man National Historical Park shall appoint one representative to the Byway Committee. The Byway Committee representatives shall be appointed for two year renewable terms. Each Town and the Park shall notify the Vice Chair of the Byway Committee of any changes to its representatives.

Stakeholders Advisory Group

2. Membership in the Stakeholders Advisory Group shall be open to all. The Byway Committee shall solicit interested parties and shall develop a method to actively notify members of upcoming meetings, inform them of Byway activities, and encourage their participation.

IV. METHOD OF OPERATION

Byway Committee

1. The Byway Committee shall meet at least three times per calendar year. Additional meetings may be called by the Chair or the Vice Chair, or by any two Byway Committee members from separate entities. Meetings shall be open to the public. A quorum of the Committee shall be present if at least four entities are represented at a duly called meeting.
2. Votes of the Byway Committee shall be taken with one vote per Town and one vote for the Minute Man National Historical Park. Each Town and the Park shall determine its own method for determining its vote among its representatives. Four affirmative votes are required to pass a motion.
3. The Byway Committee shall elect a Chair, a Vice Chair, and a Secretary from among its members. None of these officers shall be representatives from the same entity. Officers shall serve two-year terms. The Chair, Vice Chair, and Secretary shall not serve in the same office for more than two consecutive terms. The Chair shall set meeting agendas and chair the meetings. The Vice Chair shall chair meetings in the absence of the Chair. The Vice Chair shall be responsible for keeping a current roster of Byway Committee members, and shall confirm the Committee appointments of each Town and the Park with their appointing bodies annually. The Secretary shall take meeting minutes and record votes taken.

V. AMENDMENTS TO THIS AGREEMENT

1. This Memorandum of Understanding may be amended or canceled at any time by mutual written agreement of all participating parties. Any participating Town or the Park may withdraw from this Memorandum of Understanding upon 60 days written notice to the Byway Committee, signed by the Town's Board of Selectmen or the Park's Superintendent, as the case may be.

[Signature page follows]

SIGNATURES

This Memorandum of Understanding is to be signed by the Chair of the Board of Selectmen of each Town, upon a vote of the Board authorizing the Chair to do so, and the Superintendent of the Minute Man National Historical Park.

X_____

Chair, Board of Selectmen
or
Superintendent

Town
or
Minute Man NHP

Date