

28 State Street Boston, MA 02109-1775 p: 617-345-9000 f: 617-345-9020 hinckleyallen.com

Robert T. Ferguson, Ir. rterguson@hinckleyaRen.com

September 30, 2022

VIA FIRST CLASS MAIL, FEDERAL EXPRESS (OVERNIGHT). AND EMAIL [buildingadmin@plymptontown.org; bosassistant@plymptontown.org]

Mr. Thomas Millias, Inspector of Buildings / Building Commissioner
Town of Plympton
~and~
Board of Selectmen
Town of Plympton
5 Palmer Road,
Plympton, MA 02367

Re: Request to Immediately Rescind/Vacate Cease and Desist Order of September 28, 2022: In RE: M19-B2-L4 Plympton, MA 02367

Dear Inspector Millias and the Board of Selectmen for the Town of Plympton:

This office represents RPBP, LLC ("RPBP"), the owner of the above-referenced property located at lot M19-B2-L4 in the Town of Plympton (the "Property"), as well as RPBP's principal, Peter Opachinski, and S L T Construction Corporation ("SLT") (RPBP, Mr. Opachinski, and SLT, collectively, for purposes of ease of reference in this letter only, "SLT"). SLT received the Town of Plympton's ("Plympton" or the "Town") September 28, 2022 letter ordering SLT to "CEASE AND DESIST from violating . . . provisions of the Town of Plympton By-Laws at Chapter 145 § 145-3 regarding Earth Removal" (the "Cease-and-Desist Order"). However, for at least the reasons that follow, the Cease-and-Desist Order lacks any valid factual or legal basis and there has been no violation as alleged. Therefore, SLT respectfully requests and demands that the Town immediately rescind and vacate the Cease-and-Desist Order for at least the reasons discussed in this letter and in light of the information set forth in the attached affidavit of Mr. Opachinski (the "Opachinski Affidavit"), a copy of which is enclosed. In short:

- 1. The Cease-and-Desist Order is based on an incorrect reading of the Town of Plympton Bylaws (the "Bylaws"), which as the Town has previously acknowledged do not require an earth removal permit for mere stockpiling of material;
- 2. SLT's use of the Property is not in violation of the Bylaws; and
- 3. SLT has kept the Town fully apprised of its use of the Property and the Town consistent with the plain language of the Bylaws has not required any earth removal permit and has explicitly (if not implicitly) authorized and/or permitted SLT's use of the Property.

Please be advised that, in the event that the Town does not immediately rescind and vacate the Ceaseand-Desist Order, SLT will have no practicable choice but to commence an action in court. This letter is not intended to be exhaustive.

1. The Cease-and-Desist Order is Based on an Incorrect Reading of the Town's Bylaws.

The Bylaws provide that "[n]o person shall conduct an earth removal operation in the Town of Plympton unless they are the holder of an earth removal permit issued by the Board or the operation qualifies for an exemption set forth in this bylaw." Bylaws, Chapter 145 (Earth Removal), § 145-3.

However, as noted in the Cease-and-Desist Order, the Bylaws set forth the following specific and limited definition of "Earth Removal Operation or Operations":

EARTH REMOVAL OPERATION or OPERATIONS

The **processing or removal**, or both, from a site, by hand or by machinery, of any earth material, including but not limited to loam, sand, gravel, clay, peat, hard-pan, or rock, **from the surface or subsurface** without the aid of drilling and/or blasting, together with all activities **associated with the removal**, including, but not limited to, the stripping of vegetation, loam, topsoil, or sod, the digging, stockpiling, processing, moving, depositing, or transportation of earth products in any form, natural, altered or otherwise. 'Earth removal operation' includes the moving of equipment required for the operation to, from, or within the site, and all land affected by the operation (e.g., fill, or storage piles, access ways, or structures). Earth removal operations shall include all land impacted by the operation (e.g. pits, fill or storage piles, access ways and structures).

Bylaws, Chapter 145, § 145-2 (emphasis added).

A plain reading of this definition makes clear that earth removal operations - as defined in the Bylaws are limited to the "processing or removal" of earth material "from the surface or subsurface" of a site in Plympton, "together with activities associated with the removal." As discussed below, there has been no "processing or removal" of any earth material "from the surface or subsurface" at the Property, period. The mere stockpiling of earth material on a piece of property, the surface or subsurface of which is not the subject of any earth "processing or removal" (including, for example, stripping or excavation operations), plainly falls outside the limited and specific definition of "Earth Removal Operation or Operations" set forth at Section 145-2. The mere fact that the term "stockpiling" appears in the definition does not justify a different conclusion, since it is clearly used in conjunction with activities that constitute "earth removal operations" under the Bylaws (i.e., "removal or processing" of earth material "from the surface or subsurface" and all "activities associated with the removal"). There is nothing in the Bylaws which suggests that stockpiling alone - without any associated activity within the definition of "earth removal operations" - constitutes the type of activity for which the Bylaws require an earth removal permit. As discussed below, SLT is not processing or removing any earth material from the surface or subsurface of the Property and the Town has acknowledged that mere stockpiling - without actual "earth removal operations" under the Bylaws – does not require a permit.

2. SLT's Use of the Property Does Not Violate the Earth Removal Provisions of the Bylaws.

As described more fully in the enclosed Opachinski Affidavit, SLT is not conducting any operations or activities on the Property that require an earth removal permit under the Bylaws. Several months ago, SLT fully disclosed to the Town its use of the Property. By letter to the Town of Plympton Board of Selectmen dated May 2, 2022, SLT advised that it is "temporarily stockpil[ing] excess sand & gravel on the Plympton side of [the Property]". SLT elaborated that it was stockpiling the excess sand and gravel in order "to construct [the] North Carver Business Park in Carver." SLT explained that the excess sand and gravel is not being removed from the surface and subsurface of the Plympton Property, but is being relocated from the adjacent property in Carver to "complete the construction of [SLT's] roadway in Carver." At no time has SLT "removed or processed" any earth material "from the surface or subsurface" of the Property located in Plympton. Thus, SLT's stockpiling of material does not fall within the limited and specific definition of "earth removal operations" under the Bylaws.

3. Plympton Has Previously Acknowledged That No Earth Removal Permit is Required for SLT's Temporary Storage of Material on the Property.

If the Town believed that an earth removal permit was required in order to stockpile materials on the Property, the Town had ample opportunity to so advise SLT. As noted above, SLT notified the Town months ago that it would be temporarily stockpiling material at the Property. Plympton did not require SLT to obtain an earth removal permit at that time. Instead, Plympton officials acknowledged and recognized that such storage is not in violation of the Bylaws. SLT understands that the Town considered SLT's May 2, 2022 letter. After receipt of SLT's letter, the Town of Plympton Building Department informed the Town Clerk, Board of Selectmen, Planning Board and Conservation Department, that "It]here is no permit necessary for stockpiles." A copy of June 28, 2022 email correspondence among Town officials is attached at Tab 1. Thus, the Town explicitly authorized and permitted SLT's use of the Property and confirmed the plain meaning of the Bylaws as described above. It was only after the Town received a request for enforcement that the Town suddenly issued its Cease-and-Desist Order. However, to the best of SLT's knowledge, there has been no evidence presented of any earth "processing or removal" "from the surface or subsurface" of the Property. Nor has the request for enforcement come from any person aggrieved by SLT's use of the Property (which is landlocked in a corner of Plympton by Route 44, a solar farm, and an ongoing subdivision development project in Carver). In these circumstances, the Town has improvidently issued the Cease-and-Desist Order, which is causing and/or will cause irreparable harm to SLT. The Town's issuance of the Cease-and-Desist Order is particularly troubling in light of SLT's May 2, 2022 letter, the Town's consideration of that letter and acknowledgement that an earth removal permit was not necessary, and SLT's long track record of compliance with applicable permit requirements (such as in neighboring Carver). If the Town believed that an earth removal permit would be required for SLT's temporary storage of earth material on the Property, the Town could have informed SLT on a timely basis and SLT could have proceeded with the earth removal permit process back in May.

Conclusion

In these circumstances, and for at least the foregoing reasons, the Town must immediately rescind and vacate the invalid Cease-and-Desist Order. If Plympton does not immediately rescind and vacate the Cease-and-Desist Order, SLT will have no practicable choice but to seek immediate judicial relief to

protect its rights and interests as well as to protect against the irreparable harm that the Town's Cease-and-Desist Order is causing and/or will cause to SLT.

Thank you for your prompt attention to this matter. SLT reserves all rights and waives none.

Very truly yours,

Robert T. Ferguson, Jr.

Enclosures

cc: S L T Construction Corporation

Eric F. Eisenberg, Esq.

TAB 1

AFFIDAVIT OF PETER J. OPACHINSKI

- I, Peter J. Opachinski, hereby depose and state as follows under oath:
- 1. I am the President and Secretary of S L T Construction Corporation ("SLT"), a Carver-based excavation contractor that has proudly served clients in the Commonwealth since 1986. I have worked in the construction industry for 46 years and have an intimate knowledge of excavation and other earthwork operations based on my experience.
 - 2. I have personal knowledge of the facts set forth herein, which I believe to be true.
- 3. I make this affidavit in support of SLT's September 30, 2022 letter requesting and demanding that the Town of Plympton ("Plympton") immediately rescind and vacate its September 28, 2022 Cease-and-Desist Order (the "Order"). All capitalized terms used in this affidavit have the same meanings given to those terms in SLT's September 30, 2022 letter.
- 4. I am a principal of RPBP, LLC ("RPBP"), the record owner of certain property located off of Spring Street in Carver, Massachusetts (the "Carver Property"). RPBP also owns an adjacent parcel located in Plympton, which is referred to in the Order as "M19-B2-L4" (the "Plympton Property"). Copies of both the Carver and Plympton Assessor's maps depicting the Carver Property and the Plympton Property are attached as **Exhibits 1 and 2**.
- 5. Pursuant to applicable permits and an approved subdivision plan, SLT has undertaken the construction of the North Carver Business Park (also known as the Rickett's Pond Business Park) (the "Business Park") at the Carver Property. The development will consist of approximately thirteen (13) buildings, complete with the necessary parking lots and roadways. In connection with the development project, SLT obtained a permit from the Carver Earth Removal Committee for earth removal on the Carver Property and also sought and received Carver approval of a subdivision plan for that project. A copy of the approved subdivision plan is attached as **Exhibit 3**. A copy of the Earth Removal Permit issued by the Town of Carver is attached as

Exhibit 4. SLT has undertaken operations at the Carver Property in reliance on Carver's permits and approvals.

- 6. As set forth in the earth removal permit and the approved subdivision plan, development of the business park at the Carver Property called for the excavation of hundreds of thousands of cubic yards of material. As a result, SLT has, from time to time, collected various quantities of material at the Carver Property that it will either use in connection with the construction of the Business Park or move off-site altogether. At times, the presence of material stored at the Carver Property has interfered with SLT's ability to perform its construction operations at the Carver Property. As a result, in order to facilitate construction in accordance with the approved subdivision plan (such as utility and roadway construction), SLT proposed to temporarily store the material on the adjacent Plympton Property. Temporary storage on the Plympton Property would cause no harm given, among other things, the fact that the Plympton Property is situated in the corner of Plympton between Route 44, the Carver Property, and a solar array.
- 7. Based on the Plympton Bylaws, I did not believe that an earth permit was necessary because I would not be removing or processing material from the surface or subsurface of the Plympton Property, I would merely be storing material on top of the surface. Regardless, I wanted to make sure that Plympton was aware of my use of the Plympton Property. On May 2, 2022, in an effort to be proactive and forthcoming with my temporary use of the Plympton Property, I wrote a letter to the Town of Plympton Board of Selectmen, in which I described the use, and my intent to move a portion of the sand and gravel that had accumulated on the Carver Property to the Plympton Property. I explained that the need to "temporarily stockpile excess sand & gravel" on

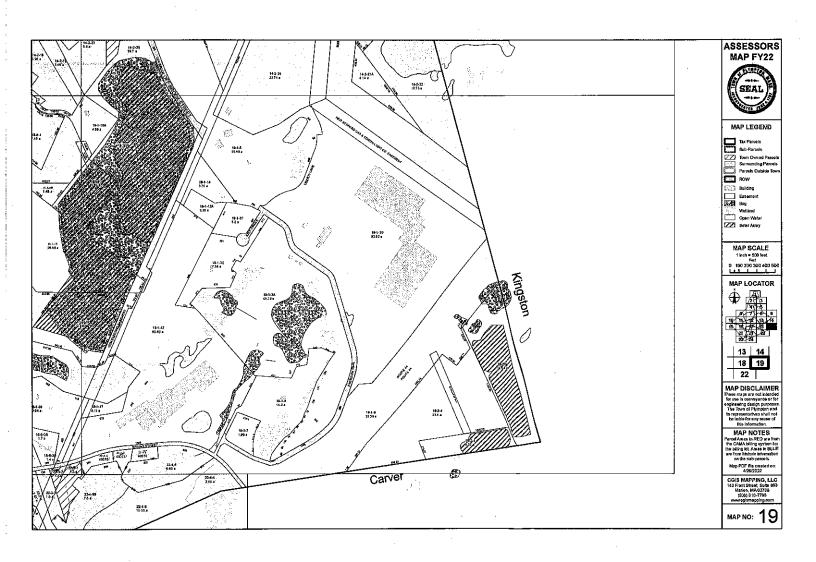
the Plympton Property would not result in the "removal of any existing sand & gravel" on the Plympton Property. A copy of this letter is attached as <u>Exhibit 5</u>.

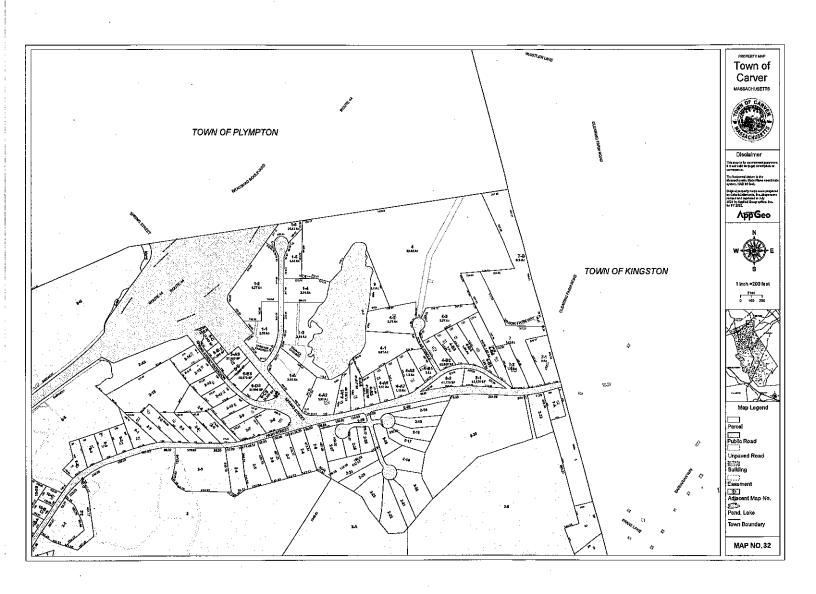
- 8. I did not receive any response from the Town of Plympton and the Town did not require SLT to obtain an earth removal permit. Nor did I otherwise hear any objection to the temporary storage of sand and gravel on the Plympton Property. I have subsequently become aware that the Town of Plympton considered my May 2, 2022 letter in conjunction with the Bylaws and determined that an earth removal permit was not necessary.
- 9. To be clear, SLT has not conducted earth removal operations at the Plympton PRoperty within the definition of the Bylaws. No earth material has been removed or processed from the surface or subsurface of the Plympton Property. SLT has simply temporarily stockpiled and stored material on top of the surface at the Plympton Property (under full view and with the apparent approval of the Town of Plympton).
- 10. SLT would suffer harm and/or irreparable harm in the event that Plymton does not immediately rescind and vacate its Order.

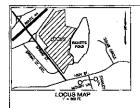
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SIGNED UNDER THE PENALTIES OF PERJURY THIS $\underline{^{22^{nd}}DAY}$ OF SEPTEMBER, 2022.

Peter J. Opachinski







EXISTING CONDITIONS PLAN

LAYOUT PLAN & PROFILE

CONSTRUCTION DETAILS FROSION AND SEDIMENTATION PLAN

PRE-DEVELOPMENT WATERSHED PLAN

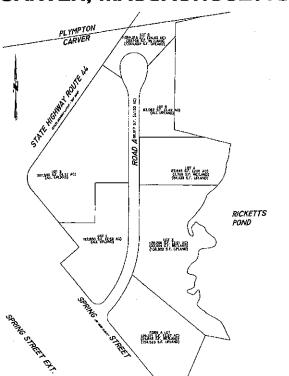
SUBDIVISION PLAN GRADING & DRAINAGE PLAN

Drawing Index:

6-7

9-12

DEFINITIVE SUBDIVISION PLANS RICKETTS POND BUSINESS PARK IN CARVER, MASSACHUSETTS



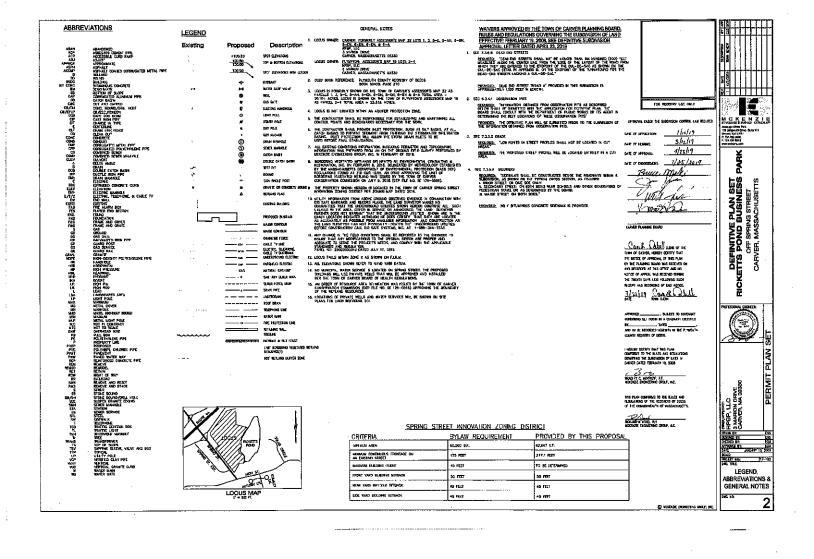
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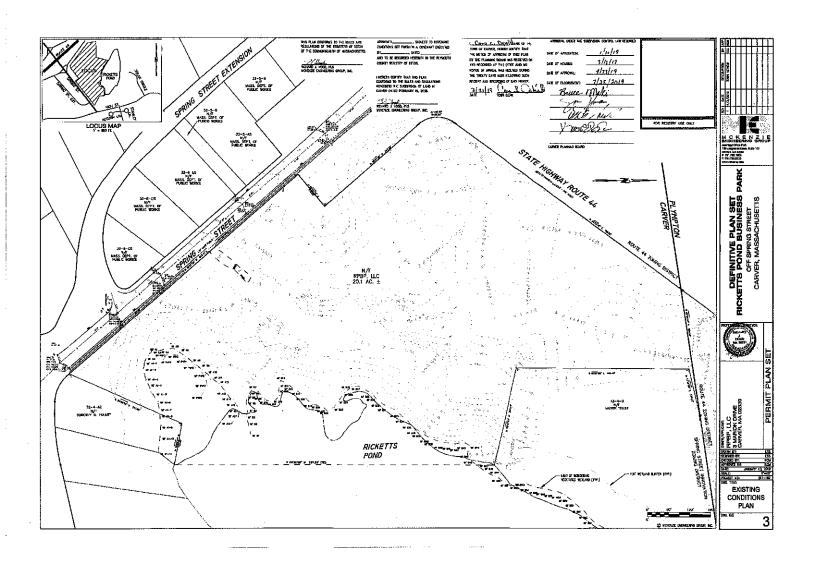
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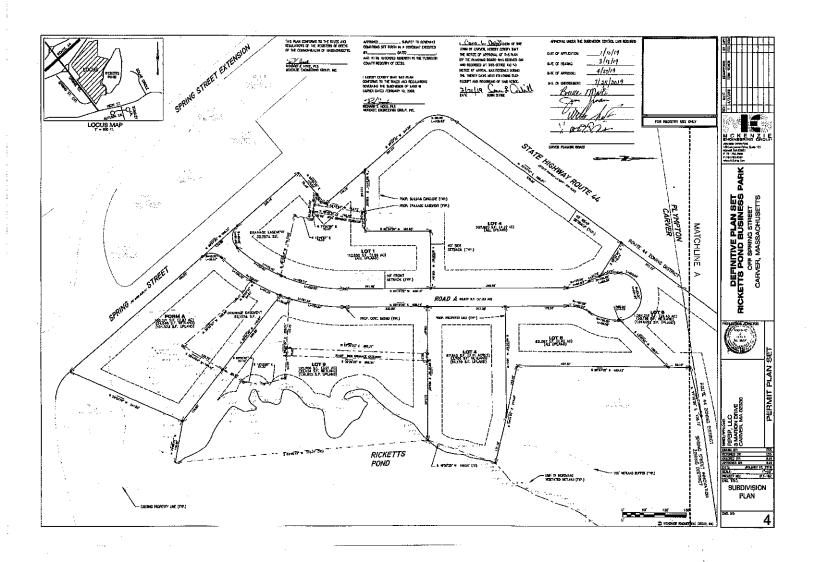
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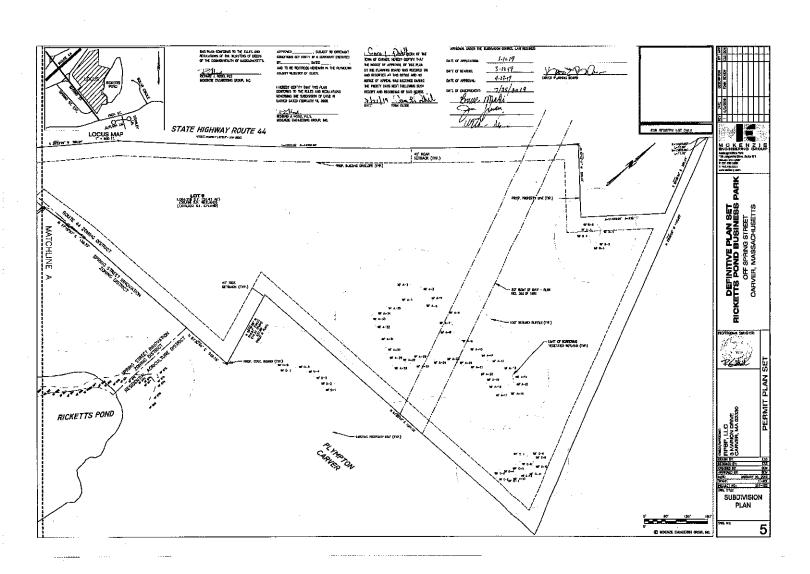
Owner/Applicant: OWIEI/Appacant; HPBP, LLC 3 MARION DRIVE CARVER, MA 02330

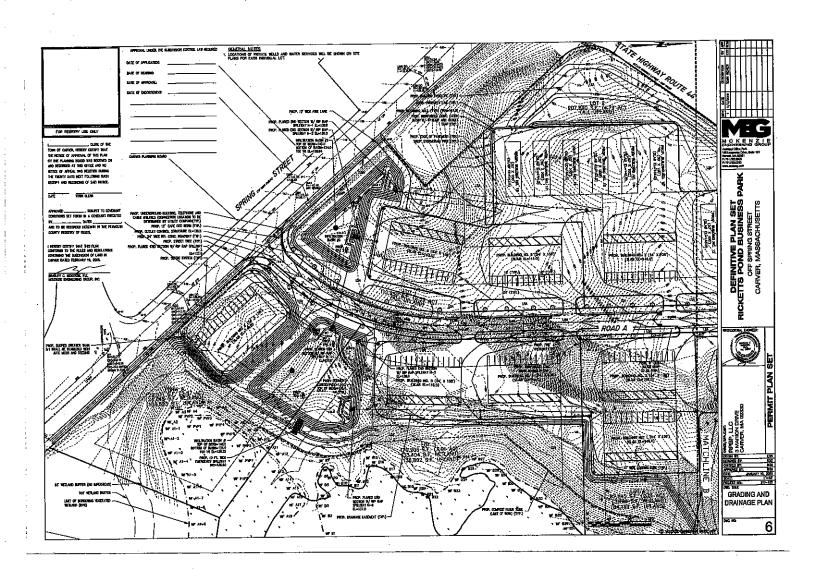
Engineer/Surveyor: MCKENZIE ENGINEERING GROUP, INC. 150 LONGWATER DRIVE SUITE 101 NORWELL, MA 02061

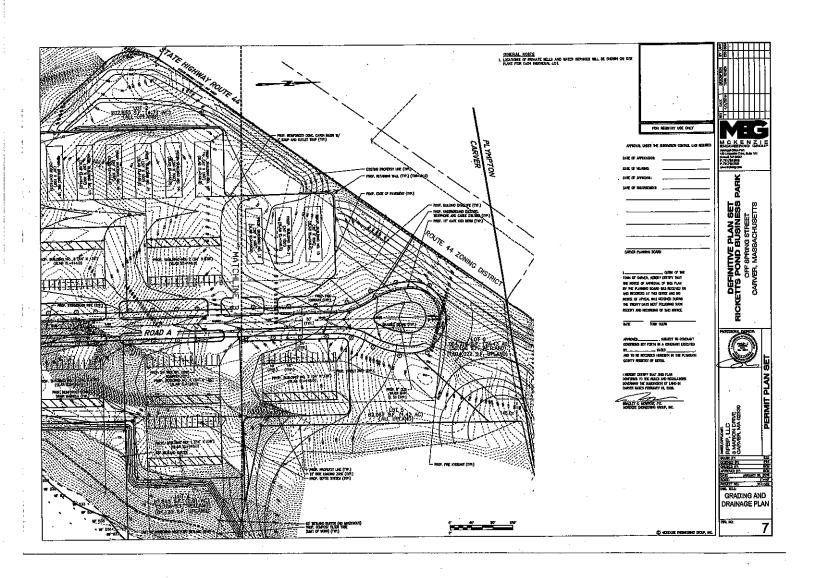


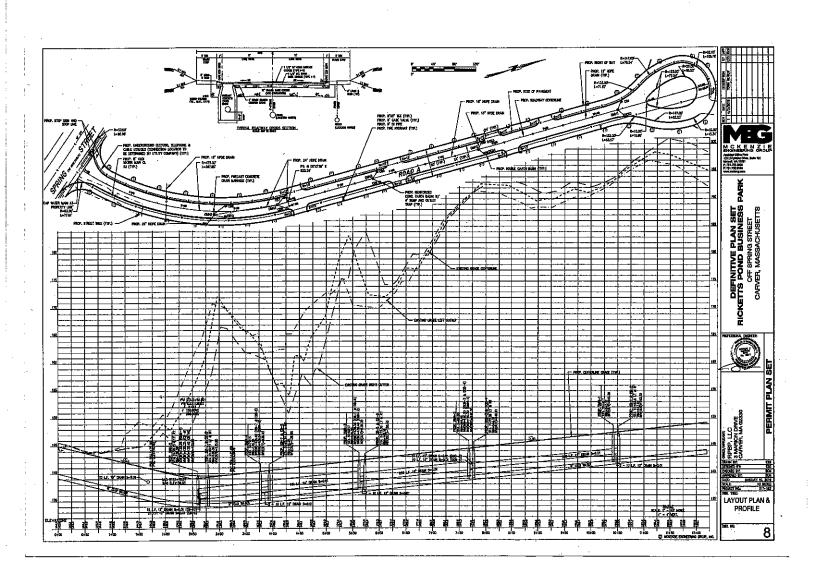


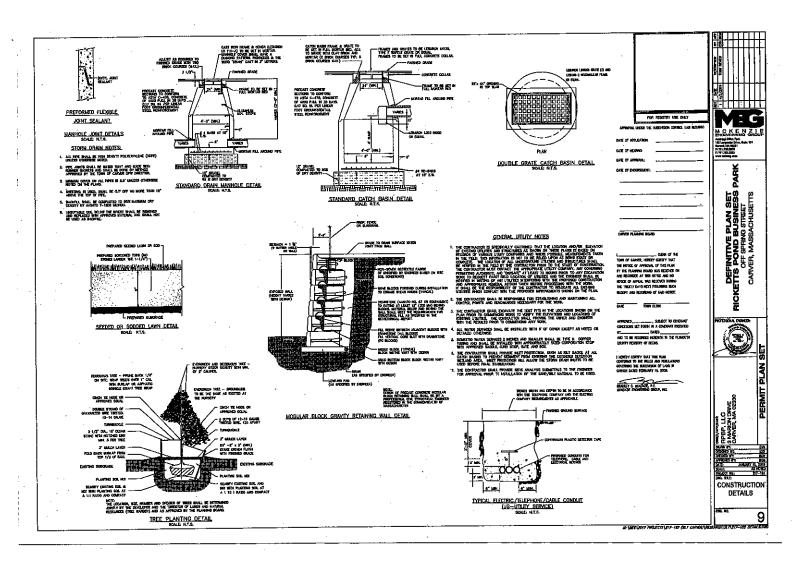


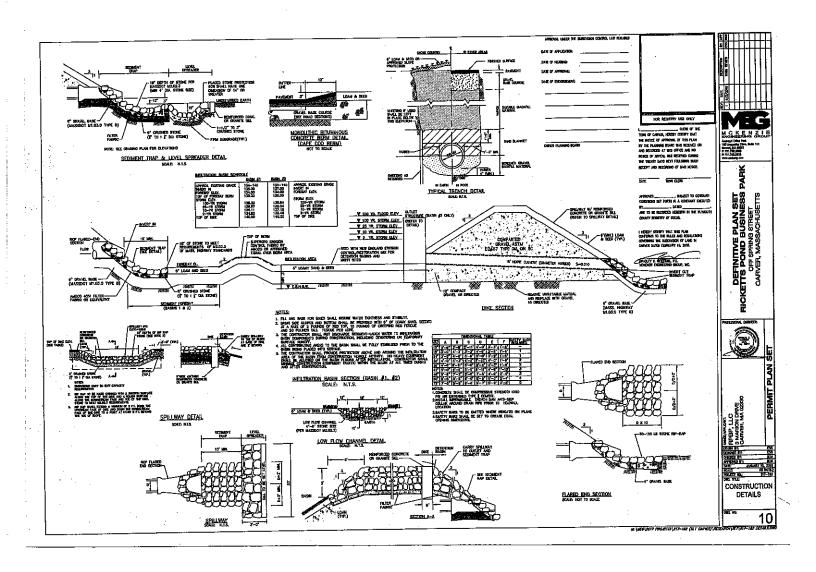


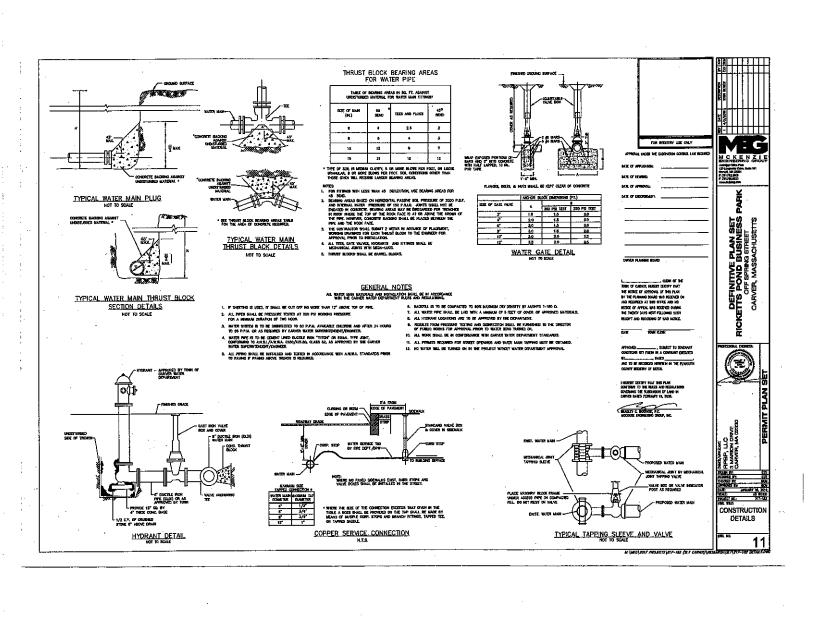


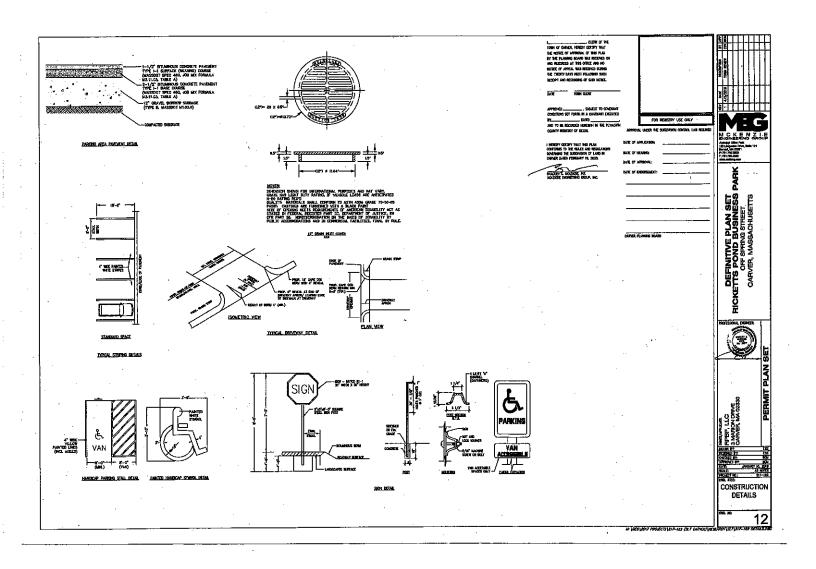


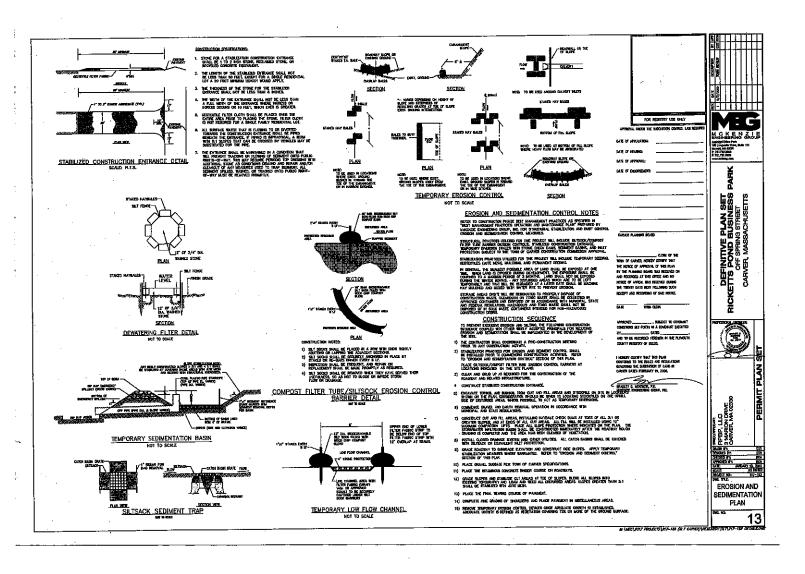


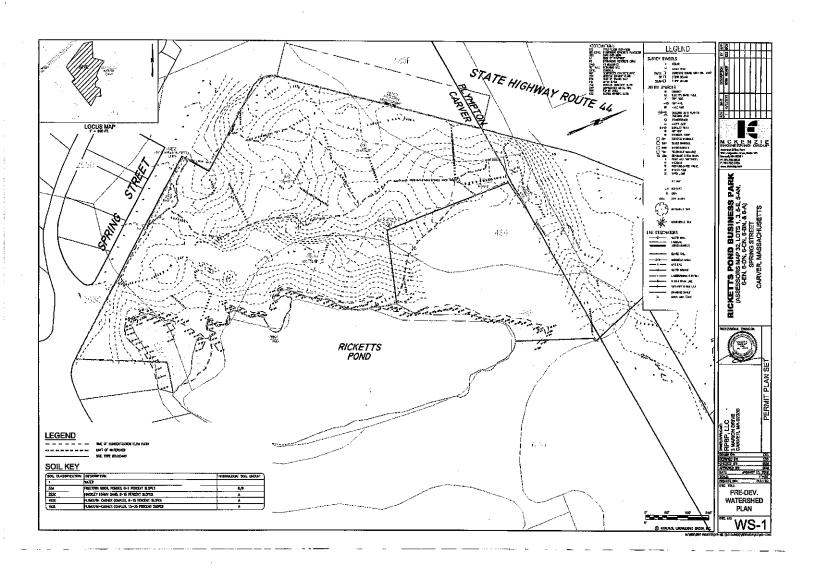


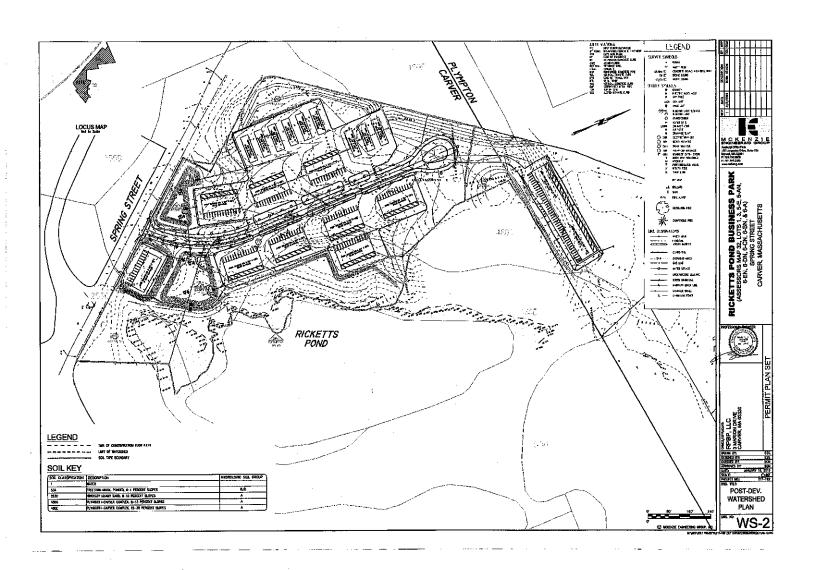












PINA ALIO

TOWN OF CARYER

Permitting Departments

TOWN CLERK

2019 FPR 24 AM 9 19

CARVER HA

April 23, 2019

Lynn Doyle Town Clerk 108 Main Street Carver, MA 02330



Bk: 51637 Pg: 214 Page: 1 of 3 Recorded: 09/13/2019 01:53 PM ATTEST: John R. Buckley, Jr. Register Plymouth County Registry of Deeds

. કે

RE:

Applicant—RPBP, LLC
Definitive Subdivision

Spring Street (Map 32, Lots 3, 5-E, 5-AN, 6-EN, 6-DN, 6-CN, 6-BN, and 6-A)

Dear Ms. Doyle:

At its meeting of April 23, 2019, the Planning Board voted to approve the Definitive Subdivision Plan submitted by RP**RP**, LLC to develop approximately 20.1 acres of vacant land located off Spring Street. The proposed development will be comprised of ten (10) mixed-use office/storage buildings as well as nine (9) storage buildings, as shown on the plan entitled: "Definitive Plan Set Ricketts Pond Business Park" prepared by McKenzie Engineering Group dated January 10, 2019 with the following findings:

Findings:

The Planning Board's public hearing for the above referenced plan was held pursuant to Rules and Regulations Governing the Subdivision of Land and the specific criteria found therein.

The Board voted 5-0 in favor to approve the Form C Subdivision Plan with following conditions:

Conditions:

- 1. Prior to the Planning Board's endorsement of the final plans, a true copy of the Planning Board's decision as registered at the "Plymouth County Registry" of Deeds" shall be submitted to the Carver Planning Department.
- 2. A copy of any change in ownership of said property and responsibility of said subdivision shall be filed with the Town Clerk within thirty (30) days of recording of said instrument.
- There shall be no burying of stumps anywhere on the approved subdivision property.
- 4. Any outstanding balance of the Review and Inspections Deposit Account shall be paid prior to the Planning Board's endorsement of final plans.
- 5. Prior to the Planning Board's endorsement of final plans, all easements, deed restrictions and conveyances, if any, as submitted to the Planning Board shall be executed and recorded at the Plymouth County Registry of Deeds and shall be submitted to the Carver Planning Department.

- 6. Applicant shall maintain all streets and utilities within the subdivision. Until a street within a subdivision is accepted by Town Meeting as a public way, all streets and other improvements within the street layout, including drainage systems, shall be operated and maintained by the developer or a Homeowner's Association.
- 7. In accordance with Massachusetts G.L. c. 41, sec. 81B, the applicant shall consent to allow members of the Planning Board and other persons acting under the authority of the Planning Board as its agents, to enter upon any lands and carry out such surveys and inspections as may be deemed necessary, and place and maintain monuments and marks.
- 8. The applicant shall cooperate and assist the Planning Board and Town Officials with verification that the layout, design and construction work are satisfactory and conform to the Town specifications and requirements of the Planning Board.
- 9. The Applicant shall agree to construct streets and complete all other work specified on the Definitive Plan or required under the Subdivision Rules and Regulations, meet all relevant provisions of the Carver Zoning By-Laws and other By-Laws, including installation of all required utilities in such subdivision, and all work incidental thereto, such as grading of lots to provide drainage, construction of retaining walls and other details, as outlined in Section 7 of the Subdivision Rules and Regulations.
- 10. The applicant shall complete the construction of all ways and municipal services within three years of the date of endorsement of the Definitive Plan. Failure to so complete shall result in the automatic rescission of the approval of such plans, unless the Planning Board extends said period, for good cause shown, after the written request of the applicant prior to the expiration of said period.

Waivers:

- 1. Sec. 7.3.6.B Dead End Streets: Dead End Street "Road A" provided in this submission is approximately set to 1220'.
- 2. Sec. 7.3.9.A Sidewalks: Sidewalks shall be provided on one-side of the Dead End Street "Road A".
- 3. Sec. 6.3.4.1 Observation Pits: Observation pit data shall be provided to the Town prior to construction of any stormwater management system (i.e. infiltration basins, catch basins, drain manholes, etc.)
- 4. Sec. 7.3.5.G Grade: The proposed street profile will be located entirely in a cut area.

Any appeal of this decision must be filed pursuant to MGL Ch. 40A, Section 117, and shall be filed within 20 days of the filing of this decision with the Town Clerk.

Wr. Maki - Vote of the Board
Mr. Hoffman -

Mr. Sinclair -

Mr. Robinson -Ms. Dahill -

Carver Planning Board

Ms. Bogart -

Bruce Maki, Chair

en Bogart Secretary

in Hoffman, Vice Chairman

Will Sinclair

Cara Dahill, Alternate



Cranberry Land U.S.A.

Town Clerk

Lynn A. Doyle
Notary Public
Lynn.doyle@carverma.org
108 Main Street

Carver, Massachusetts 02330 Tel: 508-866-3403 • Fax: 508-866-3408

CERTIFICATE OF TOWN CLERK AS TO PLANNING BOARD DECISION

Petition of:

RPBP, LLC

Location:

Spring Street

Map: 32; Lots 3, 5-E, 5-AN, 6-EN, 6-DN, 6-CN, 6-BN, and 6-A

Re:

(P-612-19 C)

Definitive Subdivision Plan

I, hereby certify that the decision of the Town of Carver Planning Board was filed in the office of the Town Clerk, April 24, 2019.

I further certify that twenty (20) days have elapsed after the decision has been filed in said office and that no appeal has been filed.

Date of Certification: May 14, 2019

Case: # 612

-Issue Date: May 15, 2019

Lynn A. Doyle - Town Clerk

cc: Planning Board

MLP



Cranberry Land U.S.A.

Town Clerk

Lynn A. Doyle Notary Public Lynn.doyle@carverma.org 108 Main Street Carver, Massachusetts 02330

Tel: 508-866-3403 • Fax: 508-866-3408

CERTIFICATE OF TOWN CLERK AS TO EARTH REMOVAL COMMITTEE DECISION

Petition of:

MA DOT/SLT Construction Corp.

Location:

Off Spring St. Adjacent to Ricketts Pond (Map 32 Parcels 3, 5, 6)

Book: Page:

Re:

Earth Removal Permit (#71)

I, hereby certify that the decision of the Town of Carver Earth Removal Committee was filed in the office of the Town Clerk on June 20, 2018.

I further certify that twenty (20) days have elapsed after the decision has been filed in said office and that no appeal has been filed.

Date of Certification: July 10, 2018

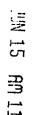
Case: #71

Issue Date: July 11, 2018

Lynn A. Doyle Town Clerk

cc: Earth Removal Committee

MLP





Earth Removal Committee

108 Main Street Carver, MA 02330 Telephone: 508-866-3401

June 6, 2018

Ms. Lynn Doyle, Town Clerk Town of Carver 108 Main Street Carver, MA 02330

Re: SLT Construction Corp Earth Removal Permit Map32, Lot 5-E, 1,3 5-AN, 6-A, 6-BN, 6-CN,6-DN, and 6-EN off Spring Street

Dear Town Clerk Doyle:

The Carver Earth Removal Committee voted to approve an earth removal permit for property off Spring Street, Assessors Map Map 32, Lot 5-E, 1,3 5-AN, 6-A, 6-BN, 6-CN,6-DN, and 6-EN subject to the following conditions:

- 1. Removal not to exceed approx. 557,349 cubic yards according to plans. Phase I 185,783, Phase II 185,783 and Phase III 185,783. Refer to the attached Cut & Fill Report Worksheet.
- 2. The plans submitted and attached define the work area and limits of excavation.
- 3. Project to be completed in 3 phases; start at the pink section according to the project plan. No movement from phase 1 to another without prior approval from the Earth Removal Committee.
- 4. Project is estimated to be completed over an approximate 3 year period of time. The Earth Removal Committee will inspect bi-annually.
- 5. 100' bituminous material to put in at end of access road and maintained to minimize mud and dirt on Spring Street.
- 6. Hours of operation: Monday - Friday 7:00 am to 4:00 pm and 7 to 12 pm on Saturday. Extra caution to be taken while entering or exiting during bus stop times: 6:40 am to 8:30 am and 2:00 pm to 4 pm.

- 7. Maximum number of truckload trips per day not to exceed 50 round trip.
- 8. All trucks must exit site and turn right onto route 44.
- 9. No trucks associated with the work allowed on High Street.
- 10. All sloping to be 3:1, all exposed side slopes to be regraded and dressed with 4 inches of top soil and seeded with Massachusetts Highway seed mix or equivalent at the rate of 50 pounds per acre.
- 11. Approval granted to allow installation of a rough road On the RT.44 side of the project through phase 2 and 3 in order to move and store topsoil efficiently.
- 12. The Truck Rules should be distributed and followed by all trucks entering or exiting your site. (See Attached) Trucks not to exceed 50 round trip.
- 13. There is to be no staging of trucks on Spring Street.
- 14. Dust control must be maintained. This would be up to and including sprinkler systems to mitigate the dust. An organic matter buffer will be put in place on the Ricketts Pond side of the project as the phases progress.
- 15. Inspection fees are to be submitted quarterly and will be paid to the Town of Carver at the rate of \$0.25 per cu. yd. \$0.005 to be paid for future Plympton portion of project as Carver roadways will be utilized.

This permit is predicated on approval of other Town departments, committees and boards, and the Earth Removal Committee may further amend or change conditions of this permit.

Sincerely.

CC:

Peter Opachinski, SLT Construction Corp John Woods, DPW Superintendent

Police Department

Carver Conservation

Carver Planning Department



Since 1986

May 2, 2022

Town of Plympton Board of Selectmen 5 Palmer Rd. Plympton, MA 02367

Re: Stockpiling of material

Dear Members of the Board:

As you may know, we are the owners of 21 acres of industrial zoned land off of Spring Street. We are presently removing sand & gravel to construct our North Carver Business Park in Carver. There will be approximately thirteen (13) buildings constructed in our business park when our build-out is complete.

Due to the large volume of sand & gravel on the Carver side of our property, we are finding it necessary to temporarily stockpile excess sand & gravel on the Plympton side of our property so that we may complete the construction of our roadway in Carver.

This roadway will provide frontage to three (3) lots that are being sold in the next 2 months. There will be no removal of any existing sand & gravel from Plympton at this time. Any materials that we stockpile in Plympton will be removed as soon as market conditions allow.

We will be submitting site plans to the Plympton Planning Board in the next few months for approval of a recycling operation what will process materials for our construction business.

If you have any questions, please do not hesitate to contact my office. I can be reached at 508-866-9061, ext. 15 or my cell at 508-958-6949.

Sincerely,

Peter J. Opachinski

President