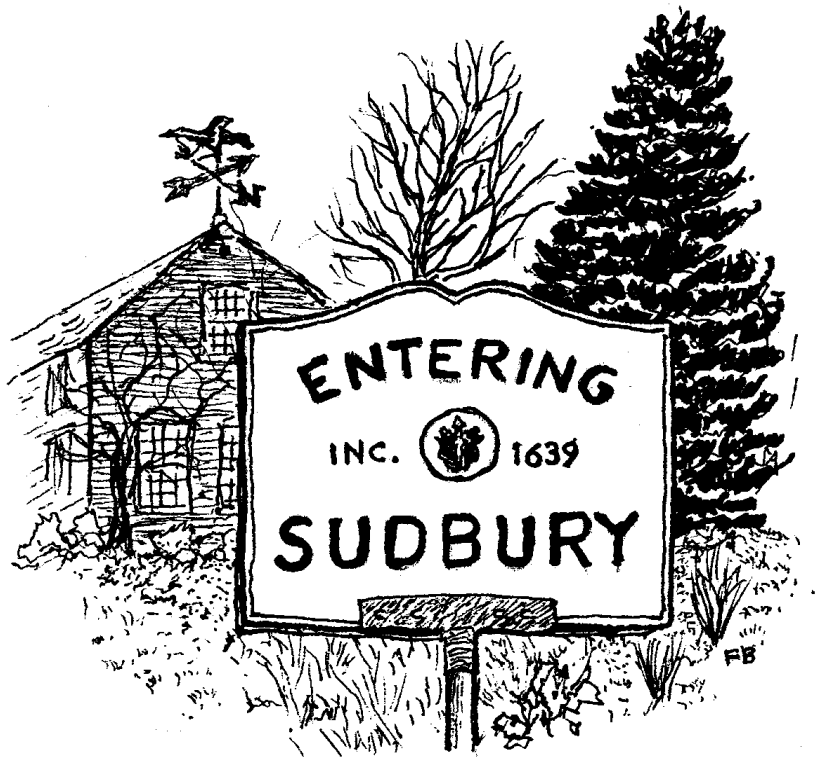


**Town of Sudbury**

**Community Preservation Committee**

**Report**

**October 2002**



Sudbury residents are invited to comment on this document. Please email comments or questions to [cpc@town.sudbury.ma.us](mailto:cpc@town.sudbury.ma.us) , or send comments to the Community Preservation Committee, 288 Old Sudbury Road, Sudbury, MA 01776

## **I. Introduction**

The Community Preservation Act (the “CPA”, MGL Chapter 44B) is statewide enabling legislation allowing cities and towns in the Commonwealth of Massachusetts to adopt a property tax surcharge with revenues from this surcharge (plus state matching funds) to be used for open space preservation, creation of community housing, preservation of historic buildings and landscapes, and creation of recreation opportunities. Sudbury adopted the CPA at the 2001 Annual Town Meeting and at a Town Election in March 2002. The surcharge went into effect with the start of Fiscal Year 2003 on July 1, 2002.

Consistent with the requirements of the CPA and with a bylaw adopted at the 2002 Annual Town Meeting, the Community Preservation Committee (“CPC”) was formed to study the needs, possibilities and resources of the town regarding community preservation. The CPC, appointed by the Selectmen, includes representatives of the town’s Conservation Commission, Historical Commission, Planning Board, Park and Recreation Commission, Housing Authority, Finance Committee, Board of Selectmen, and two at-large citizen members.

After its formation, the CPC met to discuss its role as facilitators for community preservation in Sudbury. It interviewed other members of local CPC’s, including the Town of Bedford and the City of Newton, to help determine its role. As with both Bedford and Newton, the Sudbury CPC determined:

- It will be a catalyst for projects, not an initiator
- It will be a funder, not a developer
- It will utilize community goals previously set forth in other public documents that have received wide scrutiny and public input
- It will attempt to meet multiple community preservation goals in each project
- It will communicate its mission and goals to the general public

The CPC also conducted a review of existing town studies, including the 2001 Master Plan, 1997 Open Space and Recreation Plan, 2002 Land Use Priorities Committee Report and the 2002 Townwide Comprehensive Facility Study. The published goals from these reports have been condensed into this report. These goals will form the basis for projects recommended by the CPC, as they have received wide public scrutiny and inspection. While it is assumed that other projects unrelated to these goals will be submitted over time and, further, that these goals may be amended over time as the needs of the town change, consistency with the main town goals as found in these reports, and as amended, will receive preference.

### **Sudbury’s Commitment to Community Preservation**

It is not surprising that Sudbury adopted the Community Preservation Act. For many years the residents of Sudbury have been concerned with erosion of the town’s historic and rural character. Sudbury was in the forefront of the Land Bank legislation (the precursor to the CPA), passing it in 1997 before it was ratified by the legislature. We have recently completed a lengthy strategic planning process culminating in the writing of a Master Plan, the first comprehensive planning document for Sudbury in over 35 years. We are looking ahead, trying to shape the community’s future, both through actions and words.

At the 1998 Annual Town Meeting, the following Character of Sudbury Statement was unanimously adopted as a resolution:

*“We in Sudbury appreciate our town but are concerned about its future.*

*We value the town’s essentially residential, low-density nature. A significant aspect of Sudbury’s charm and character is derived from its rural/suburban feeling. Becoming more like towns nearer Boston would not be considered “progress.” This is not to say that the value and convenience of consumer oriented, commercial activity and development is not appreciated. We remain open to positive change, while zealously safeguarding historical treasures and traditions. High value is placed upon Sudbury’s natural resources and beauty, its open spaces, wetlands, forests and wildlife. The opportunities that these resources provide for enjoying and appreciating nature, recreation and escaping from our hectic lives is precious. Aligned with these natural resources is the diligent protection of the quality of Sudbury’s water and air.*

*We feel that Sudbury’s residential housing should be built in harmony with and in proportion to its surroundings and acreage. Encouragement of this harmony for all construction is highly recommended. Moderation in the rate of growth within the town is also desirable.*

*Sudbury’s people are one of its most valued assets. Promoting a socioeconomic environment that permits and encourages a diversity of ethnicity, religion, age and income will perpetuate this important town value. We value the traditions and institutions that create a sense of community. However, to sustain our legacy of helping others and our spirit of volunteerism we need more involvement by citizens.*

*Maintenance of the quality of Sudbury’s public services and recognition and appreciation of the people that provide them is essential to Sudbury’s character. The high quality of Sudbury’s public schools is particularly valued. We expect that public officials, working in conjunction with others, will keep the sense of Sudbury’s character at the forefront in their decision making process. In such undertakings openness, fairness, proactivity and a view to preservation of Sudbury’s character and to the common good will be highly valued by Sudbury’s citizens.”*

## **II. Goals, Needs and Proposed Projects**

The basic goals of the Character of Sudbury Statement are embodied in the goals and objectives of the town’s Master Plan, Open Space and Recreation Plan, Land Use Priorities Committee Report and the Townwide Comprehensive Facility Study. It should be noted that in recommending to Town Meeting the award of Community Preservation Act funding, the Community Preservation Committee will give preference to projects which address more than one area.

# Open Space

## Overview

Sudbury enjoys a variety of open space resources distributed throughout town. These include conservation areas maintained by the Sudbury Conservation Commission, Great Meadows National Wildlife Refuge, Assabet River National Wildlife Refuge, Massachusetts Federation of Women's Clubs Memorial Forest, and Sudbury Valley Trustee reservations. Sudbury also enjoys many privately-owned parcels of land that add significantly to the "rural" character of the town, but which are not permanently protected from development.

The 1997 Open Space and Recreation Plan goals include the protection of the town's water supply, protection of wildlife habitat, trail linkage, recreation facilities for active and passive recreation, and preservation of the town's historic character. The following are excerpts from that Plan:

We want to work hard, now, for the future of Sudbury. The stakes are high, and time is of the essence. In our view, we see an ideal town where development is phased in over time to keep pace with our ability to maintain services and schools, and with a finite limit on the build-out capacity for Sudbury. We see a town that is pedestrian friendly, with sidewalks and greenway recreation trails converted from old railroad lines, linking the north, south, east and west. We envision a town that has a rich abundance of healthy functioning ecosystems on either border, linked together through existing and future conservation land. We see a town that has ample open space for active and passive recreation, that keeps a significant percentage of its land in active cultivation, in forest use, and provides ample watershed and natural resource protection. A place where one can be proud of its rich history, and celebrate its role in the founding of this country. And finally, a vibrant commercial center where strip malls and thoroughfares are altered to accommodate foot and bicycle traffic. A town where we all work together to achieve a healthy, sustainable balance of industrial, commerce, residential, natural, agricultural, educational, historical and other values we all want for our town.

## Sudbury's Open Space Goals

Goal: Protect and preserve critical natural resources and wildlife habitat.

- (1) identify critical parcels of land for municipal purchase or other methods of permanent protection from residential or commercial development
- (2) establish and maintain lines of communication with landowners to take advantage of opportunities to acquire and/or preserve property
- (3) support town acquisition of open space based on identified priorities, and
- (4) explore means and costs of purchasing development rights and other options for funding open space preservation

Goal: Protect and maintain surface and groundwater quality and quantity.

Goal: Preserve, enhance and connect, where feasible, large parcels currently in agriculture, open space and recreational use, and other undisturbed natural areas.

Goal: Prioritize areas of critical concern and develop a process to purchase land for preservation or other sustainable land uses.

Goal: Develop sustainable land uses on town-owned and private properties, such as eco-tourism.

Goal: Create trail linkages including new trails, bike paths, walkways and greenways.

## **Specific Criteria for Open Space Projects**

Open space proposals which address as many of the following criteria as possible will receive preference:

- Permanently protect important wildlife habitat, including areas that
  - are of local significance for biodiversity;
  - contain a variety of habitats, with a diversity of geologic features and types of vegetation;
  - contain a habitat type that is in danger of vanishing from Sudbury; or
  - preserve habitat for threatened or endangered species of plants or animals.
- Preserve Sudbury's rural and agricultural character.  
Provide opportunities for passive recreation and environmental education.
- Protect or enhance wildlife corridors, promote connectivity of habitat or prevent fragmentation of habitats..
- Provide connections with existing trails or potential trail linkages.  
Preserve scenic views.
- Border a scenic road.
- Protect drinking water quantity and quality.
- Provide flood control/storage.
- Preserve important surface water bodies, including wetlands, vernal pools or riparian zones.
- Preserve a primary or secondary priority parcel in the Open Space Plan.

## **Historic Preservation**

### **Overview**

Reverence for the past is amply demonstrated in Sudbury in areas where the look and feel of a small New England town have been preserved. Residents treasure the open space, stone walls, and beautiful older homes that grace the scenic roadways. Historic District boundary designations have been adopted to preserve and maintain older structures in several areas in town. An active Historical Commission, Historic Society and Historic Districts Commission work to enhance preservation efforts. Recent efforts include signage on homes stating the year built, roadside markers delineating historic district boundaries, completion of an inventory of non-designated historic structures, and continued efforts to obtain space for a Town Museum to house historical artifacts.

Sudbury also has many historical landmarks, including:

- Longfellow's Wayside Inn National Historic Site, including the Grist Mill, Martha-Mary Chapel and the Little Red School House.
- Town cemeteries dating back to colonial times.
- Native American settlements.
- Monuments commemorating the King Philip War and the American Revolution.
- The Hosmer House, which is a popular historic landmark used by residents for meeting and receptions as well as a museum for the former owner's paintings.

## **Sudbury's Historic Preservation Goals**

Goal: Preserve and maintain Sudbury's historic landmarks and historic districts.

Goal: Maintain the community's traditional, historic character.

Goal: Integrate the buildings and property in the Town Center for increased public awareness and usage, including creation of an historic walking trail in the Town Center.

Goal: Re-evaluate the historic district boundaries to assure incorporation of historically significant buildings and properties within the districts.

Goal: Address circulation patterns around the Town Center (both pedestrian and vehicular).

Goal: Expand the use of the Scenic Roads Bylaw in order to preserve the character of older roads.

## **Specific Criteria for Historic Projects**

Historical proposals which address as many of the following criteria as possible will receive preference:

- Protect, preserve, enhance, restore and/or rehabilitate historic, cultural, architectural or archaeological resources of significance, especially those that are threatened;
- Protect, preserve, enhance, restore and/or rehabilitate town-owned properties, features or resources of historical significance;
- Protect, preserve, enhance, restore and/or rehabilitate the historical function of a property or site;
- Project is within a Sudbury Historic District, on a State or National Historic Register, or eligible for placement on such registers, or on the Sudbury Historic Properties Survey;
- Project demonstrates a public benefit; or
- Project demonstrates the ability to provide permanent protection for maintaining the historic resource.

## **Community Housing**

### **Overview**

As far back as 1968, concern was expressed that Sudbury's housing stock was becoming more and more homogeneous due not to an overt plan but to the very nature of the zoning bylaws and the natural pressures of the housing market. Despite changes in the bylaw intended to counteract it, this trend has continued, with the exception of senior housing. Amendments to the zoning bylaw encouraging more moderate priced housing that have passed (Incentive Senior Development and Accessory Apartment bylaws) have not provided sufficient incentive for builders to choose such developments over conventional single family subdivisions. Other efforts to encourage diversity, such as adoption of inclusionary zoning bylaws, which require the construction of affordable housing within new subdivisions, have failed to gain Town Meeting approval. Older residents, less affluent families and single people are being shut out of Sudbury's housing market due to a lack of housing to fit different lifestyles.

State housing policy sets a goal of 10% affordable housing for municipalities throughout the state. We are currently at 3.83% of the total housing stock certified as affordable. Sudbury, with its concentration of single-family housing and escalating land values, has a long way to go in providing the kind of diversity called for by the state and desired by the town.

Affordable Housing Units as certified by the Department of Housing and Community Development, October 2001:

- Musketahquid Village (64 elderly/disabled)
- Longfellow Glen (50 elderly, 70 family)
- Orchard Hill Assisted Living (9)
- Sudbury Housing Authority scattered sites for families, single family and duplexes (21 units)

Total affordable units: 214

### Sudbury's housing characteristics:

Age of Housing Structures		
Year Built	Number	Percent
1998	80	1.5
1997	88	1.7
1991-1996	449	8.7
1981-1990	631	12.2
1971-1980	738	14.3
1961-1970	1244	24.2
1951-1960	1280	25.0
1941-1950	177	3.4
Before 1940	434	8.4
<b>Total Units = 5137</b>		

Source: Sudbury Assessing Department

Housing Values, 1997		
Valuation (\$)	Number	Percent
Up to 199,000	998	19.9
200—299,000	1841	36.6
300—399,000	1175	23.4
400—599,000	821	16.4
600—799,000	161	3.2
Over 800,000	24	0.5

Source: Sudbury Assessing Department

## **Sudbury's Housing Goals**

- Goal: Encourage greater diversity of housing opportunities in Sudbury to meet the needs of a changing and diversified population with respect to age, household size and income.
- Goal: Evaluate the current trend of "tear-downs" to determine the impact on the community and the housing stock.
- Goal: Expand housing opportunities in business districts.
- Goal: Encourage affordable housing units, including comprehensive permits that recognize the community's needs and goals.
- Goal: Allow incentives for inclusion of affordable housing units in single-family subdivisions (Inclusionary Zoning).
- Goal: Support initiatives to create a Housing Partnership or Community Development Corporation to secure funding for, construct and administer affordable housing.

## **Specific Criteria for Community Housing projects**

Community Housing proposals which address as many of the following criteria as possible will receive preference:

- Contribute to the goal of 10% affordability;
- Promote a socioeconomic environment that encourages a diversity of income, ethnicity, religion and age;
- Provide housing that is harmonious in design and scale with the surrounding community;
- Intermingle affordable and market rate housing at levels that exceed state requirements for percentage of affordable units;
- Ensure long-term affordability;
- Promote use of existing buildings or construction on previously-developed or Town-owned sites;
- Convert market rate to affordable units; or
- Give priority to local residents, Town employees, participants in the Sudbury Metco program and employees of local businesses.

## **Recreation**

### **Overview**

The Town of Sudbury, through its Park and Recreation Commission, maintains and manages the recreational facilities, areas and programs established by the town. The Commission divides its service sectors into three divisions—facilities, areas, and programs. Facilities are recreational lands that contain buildings or other structures, such as tennis courts, basketball courts, skateboard park, playgrounds, etc. Areas are recreational lands which do not contain buildings or structures, such as soccer fields. Programs are supervised activities conducted at either a facility or an area.

Properties owned by the town and managed by the Park and Recreation Commission include:

Davis Recreation Area: 29 acres on Route 117, 8-10 acres of which are suitable for active recreation. There are no services at this area with the exception of a portable toilet.

Fairbank Community Center: 8 acres located on Fairbank Road across from Haskell Field serves as the major recreation site for the Town of Sudbury. The Community Center is the location for the



Park and Recreation Department offices, as well as the Atkinson Pool, Teen Center, Fairbank Senior Center and Sudbury Public Schools K-8 Central Office. Site improvements to the Community Center were completed in 1997 with the reconstruction and improvements to the parking lot, walkways, landscaping, outdoor basketball courts, and the addition of a sand volleyball court and golf putting area. This facility has wheelchair accessible parking, entrances, lavatories, drinking fountains, programs and services.

Featherland Park: 40 acres on Morse Road that serves as a major site for Little League baseball and softball. Outdoor skating areas have recently been reconstructed for use during winter months. The programs and services for this park are wheelchair accessible, however the restroom is not.

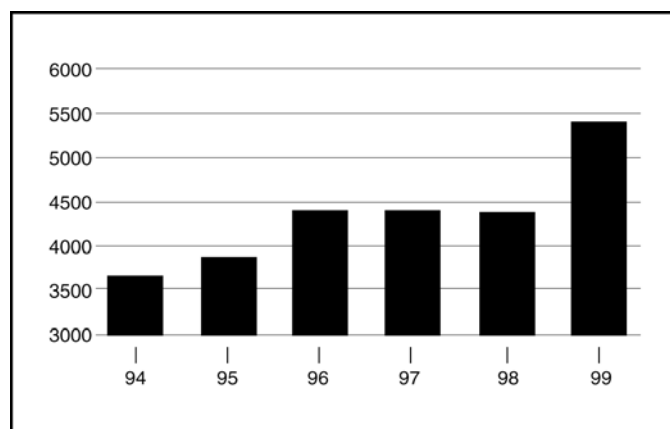
Frank Feeley Park: 150 acres on Raymond Road, 30 acres of which are suitable for active recreation, primarily baseball, softball and tennis. Restroom facilities are available, however they are not wheelchair accessible.

Haskell Recreation Area: 29 acres on Hudson Road that serves as the major site for active recreation in Sudbury. Other facilities at this area include the Toddler Playground, which was renovated and expanded in 1997, and the new skate park opened in 1998 for skateboarders and in-line skaters. Restroom facilities are available, however, they are not wheelchair accessible.

Heritage Park: 4.4 acres on Concord Road in the Town Center adjacent to the Hosmer House, used for passive leisure activities (walking, picnicking).

Other recreation areas in Sudbury include the school properties, which host many intramural sports, and town conservation lands, which contain walking, cross country ski and biking trails.

**Sudbury Park and Recreation Participants 1994–1999**



During this same time period, there has been no additional land acquired for park and recreation use in town.

### **Sudbury's Recreation Goals**

- Goal: Create additional recreational facilities, areas and programs to serve the needs of Sudbury residents while protecting our limited natural resources.
- Goal: Expand trail systems on conservation land for passive recreational use.
- Goal: Provide additional opportunities for active recreation.
- Goal: Increase alternative forms of transportation in Sudbury, including but not limited to bikeways.
- Goal: Complete the town walkway program.

### **Specific Criteria for Recreation projects**

Recreation proposals which address as many of the following criteria as possible will receive preference if they:

- Support multiple recreation uses;
- Serve a significant number of residents;
- Expand the range of recreational opportunities available to Sudbury residents of all ages;
- Jointly benefit Conservation Commission and Park and Recreation Commission initiatives by promoting passive recreation, such as hiking, biking, and cross-country skiing, on town owned property;
- Maximize the utility of land already owned by Sudbury (e.g. school property); or
- Promote the creative use of railway and other corridors to create safe and healthful non-motorized transportation opportunities.

## **III. Project Eligibility and Funding**

The Community Preservation Committee requires that all proposed projects be eligible for CPA funding according to the requirements described in the legislation. Funds collected under the CPA can only be spent for four main community preservation purposes – open space, historic preservation, community housing and land for recreational use. In addition, at least 10% of the funds received in any fiscal year must be spent or set aside for each of the first three of those areas (open space, historic preservation and community housing). The remaining 70% of each year's funds can be spent in any of the four areas. However, these funds cannot be spent on maintenance or used to supplement funds being used for existing community preservation purposes. In addition, up to 5% of the annual Community Preservation revenues can be spent on administrative and operating expenses of the CPC.

The town anticipates significant state matching funds in the first several years of the program. While the preliminary Fiscal Year 2003 Community Preservation Surcharge has been estimated to be approximately \$1,004,138.00, this number may be reduced depending on the number of local exemptions filed. The town may receive an 80-100% state match of its local receipts. While anticipated local revenues during the 5 year CPA period can be bonded to fund a large project, any bonding undertaken over the 5 year period shall require collection of the surcharge for the life of the bond. Town Meeting action would authorize such extension of the surcharge. All Community Preservation Act funding requests require the recommendation of the project by the CPC to Town Meeting, and a majority vote of Town Meeting.

## **IV. General Criteria**

The Sudbury Community Preservation Committee will give preference to proposals that meet the following general criteria:

- Are eligible for CPA funding according to the requirements described in the CPA legislation;
- Are consistent with the Master Plan, Open Space and Recreation Plan, Land Use Priorities Committee Report, Townwide Comprehensive Facility Study and other planning documents that have received wide scrutiny and input and have been adopted by the town;
- Preserve the essential character of the town as described in the Master Plan;
- Save resources that would otherwise be threatened and/or serve a currently under-served population;
- Either serve more than one CPA purpose (especially in linking open space, recreation and community housing) or demonstrate why serving multiple needs is not feasible;
- Demonstrate practicality and feasibility, and demonstrate that they can be implemented expeditiously and within budget;
- Produce an advantageous cost/benefit value;
- Leverage additional public and/or private funds;
- Preserve or utilize currently owned town assets; and
- Receive endorsement by other municipal boards or departments.

Each community preservation project will also be judged based on the category specific criteria listed in each area.

## **V. Solicitation of Project Proposals**

The Community Preservation Committee welcomes project proposals that may contribute to community preservation in Sudbury. Forms and guidelines for submission will be developed in October of 2002.

A public forum on the recommendations of the CPC, including a draft list of projects, will be held on December 4, 2002 at the Goodnow Library.

### **Community Preservation Committee:**

Paul Griffin  
Mark Kablack  
Christopher Morely  
Sigrid Pickering  
Kirsten Roopenian  
Judith Sheldon  
Sheila Stewart  
Steven Swanger

Carole Wolfe