



PART I – INTRODUCTION

I.A Introduction to Historic Preservation Planning

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I.A – INTRODUCTION TO HISTORIC PRESERVATION PLANNING

Over the years, the Town of Sudbury has taken significant steps in the documentation and preservation of its historic building and landscape resources. Interest in Sudbury's history is longstanding – several of the Town's founding families remained at the center of community affairs for a long while providing a sense of historical continuity. Monuments were constructed commemorating important places and events, and Town-wide history was written in 1889.

Preservation of the Wayside Inn was a community focus in early 20th century, given impetus by Henry Ford and the Inn's restoration following the devastating 1955 fire. Since the mid-1940s, Sudbury has transformed from an agricultural community to a residential suburb of the Boston metropolitan area. As various planning tools and methodologies have become available for growth management, the Town has tended to adopt them. Sudbury was among the earliest communities in Massachusetts to establish a local historic district in 1963 followed by establishment of the Historical Commission in 1968. Similarly, the Town was quick to adopt the Community Preservation Act in 2002. An overview of Sudbury's planning history is provided in Chapter 3 of this plan.

The goal of this Historic Preservation Plan is to outline a coordinated historic preservation program for Sudbury that embraces the initiatives that have been undertaken to date and broadens the scope of historic preservation activity for the future. Historic building and landscape resources are central to Sudbury's

identity, community character, and quality of life. The purpose of this chapter is to briefly describe the basics of preservation planning and to outline and promote the principles of historic preservation that are its essence and core.

This Historic Preservation Plan emphasizes the role of history as a component of community character and identifies ways it can be recognized, strengthened, and enhanced through public and private action. As discussed below, the plan takes a landscape approach – examining the patterns and character-defining features of the historic landscape as an interconnected whole, rather than as isolated elements.

This Preservation Plan seeks to incorporate preservation planning concepts and methodologies into long term growth management strategies and municipal processes. It seeks ways to continue to accommodate growth and change while continuing to preserve and enhance the historic building, landscape, and archeological resources that are important to the Town.

I.A.1 PRESERVATION PLANNING

Preservation planning is the means through which a coordinated long-term program of historic preservation actions may be developed by a community to guide its work over time. The principal responsibilities of a preservation plan are to (1) **identify** historic resources within the community; (2) **evaluate** their character, significance, and integrity; and (3) **protect** identified resources through the development of programs, methods, tools, and processes for their preservation and continued use.

Sudbury's already has many of the programs, entities, and bylaws needed for preservation planning in place. Sections of this Historic Preservation Plan assess the Town's past work in the inventory and recognition of historic resources and in the bylaws, programs, and initiatives that have been taken for their protection.

The practice of historic preservation is well developed and continuously evolving. Historic preservation is based upon the federal and state programs noted below and were first initiated to prevent governmental actions from destroying irreplaceable historic, cultural, and archaeological resources in communities, such as actions that occurred during urban renewal in the 1950s and 1960s. These federal and state programs reach down to the local level to encourage grassroots community preservation action in both the public and private sectors. Most historic preservation occurs through local initiatives such as those contemplated in this preservation plan.

Preservation can make use of a wide variety of strategies. Most important is the development of the **information** that is necessary to make good decisions, whether in the public or private realms. That is where the identification and evaluation of historic and archaeological resources comes in. Second is the **communication** of best practices in planning, preservation, conservation, construction, and other areas of activity that enable property owners and the community to assess the best options in the treatment of historic resources. Third is **implementation** of programs and other preservation actions,

undertaking and sustaining the measures necessary to achieve the desired goals of historic preservation and enhancement within the community.

The core of any historic preservation plan is the community's historic preservation program. In Sudbury, this involves the activities of the Town's Historical Commission, Historic Districts Commission, and Community Preservation Committee as well as those of related partners, such as the Sudbury Historical Society, Wayside Inn Foundation, Sudbury Valley Trustees, and others.

However, a broad array of other public and private organizations and initiatives are important as well because of their relationships to historic resources as a component of community character or because of their potential impact on historic resources. This broad array of organizations and initiatives is the subject of this Historic Preservation Plan, which takes its cue from historic preservation programs at the national and state levels.



Preservation planning is a coordinated program for the identification, evaluation, and protection of historic resources. The First Parish Meeting House is among the most significant and iconic historic resources in Sudbury.

I.A.2 NATIONAL AND STATE HISTORIC PRESERVATION PROGRAMS

Over the decades, the federal government has established historic preservation programs in recognition of its responsibility to protect historic, cultural, and natural resources on federally owned lands and on other lands where federally funded, permitted, licensed, or sponsored activities are undertaken. Together, these programs have evolved into a comprehensive national historic preservation program. Through example and through a network of nationwide partnerships, the federal government provides leadership, encouragement, and support in the stewardship of historic resources associated with our nation's heritage.

National and state historic preservation programs are outlined in additional detail in Appendix A of this Historic Preservation Plan. The cornerstone of the national program is the *National Historic Preservation Act of 1966*, as amended (NHPA). The NHPA establishes as federal policy that the government will provide leadership in the preservation of historic resources and will administer a national preservation program in partnership with states, federally recognized Native American tribes, and local governments. The National Park Service within the Department of Interior oversees the NHPA/federal preservation activities.

The NHPA establishes a partnership through which State Historic Preservation Officers (SHPOs) in each state administer the national historic preservation program at the state and local levels. In Massachusetts, the Executive Director of the Massachusetts Historical Commission (MHC) is the Massachusetts SHPO, and the MHC is the State Historic Preservation Office, managing the statewide historic preservation program. Federal funding is provided to support the work of the State Historic Preservation Office through the Historic Preservation Fund, a yearly allocation authorized by Congress in the federal budget.

The MHC is the backbone of the national historic preservation program in Massachusetts. It connects the national program to the local level and assures that the program is customized to state and local circumstances and interests in accordance with established national standards.

The MHC manages a number of national level programs in Massachusetts of direct relevance to local communities, including the National Register of Historic Places, the Certified Local Government (CLG) program, federal Historic Tax Credit program, and environmental compliance for federal and state projects.

Additionally, the MHC manages a set of complementary state level preservation programs, including technical assistance to local communities, planning and project grants, and the state Historic Rehabilitation Tax Credit. The MHC has developed Massachusetts's State Historic Preservation Plan 2018-2022 to prioritize and guide preservation partnerships and actions throughout the state. The plan is available online through the MHC website.

Other state level initiatives support historic preservation as well. The Community Preservation Act authorizes local communities to raise local dedicated funds for open space preservation, preservation of historic resources, and other purposes and provides matching state level funds. The Massachusetts

Department of Conservation and Recreation (DCR) promotes preservation through its Historic Landscape Preservation Initiative and other programs. These MHC and DCR programs are discussed further in Appendix A and various relevant chapters of this Historic Preservation Plan.

I.A.3 HISTORICAL SIGNIFICANCE – WHAT IS HISTORIC?

At the federal and state levels, eligibility for listing on the National Register of Historic Places is used as the basis for coordinating and supporting public and private efforts to identify, evaluate, and protect historic and archeological resources. Listing or eligibility for listing on the National Register officially recognizes the significance of a historic resource or property.

Resources may be individually listed, be part of a thematic listing, or may be part of a National Register Historic District (as opposed to a local historic district). Resources may include buildings, structures, landscapes, archeological sites, and objects.

To be considered eligible for listing on the National Register, a resource or property must meet the [National Register Criteria for Evaluation](#). This involves examining the property's age, significance, and integrity. The Criteria for Evaluation are found in the *Code of Federal Regulations, Title 36, Part 60*, and state:

The quality of significance in American history, architecture, archeology, engineering, and culture is present in districts, sites, buildings, structures, and objects that possess integrity of location, design, setting, materials, workmanship, feeling, and association, and:

- A. *That are associated with events that have made a significant contribution to the broad patterns of our history; or*
- B. *That are associated with the lives of persons significant in our past; or*
- C. *That embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or*
- D. *That have yielded, or may be likely to yield, information important in prehistory or history.*

The National Park Service has established a process for the review and evaluation of nominations of properties to the National Register in partnership with State Historic Preservation Offices, in Massachusetts, the Massachusetts Historical Commission. Professional staff evaluate each nomination to determine whether it meets the Criteria noted above. In general, a property must be at least 50 years old to be considered for listing on the National Register.

On a local level, properties may be considered historically significant even if they do not qualify for listing on the National Register. The 50-year threshold remains applicable, but the individual property or resource may be relevant to

the overall pattern of history or change significant to the community and its landscape, essentially applying Criteria A and C above. In such circumstances, the historical significance of an individual property or resource must be made on a case-by-case basis and should be the responsibility of the Historical Commission.

Four classifications of local historic resources are suggested:

Class I: Properties listed or eligible for listing on the National Register of Historic Places including all related contributing resources.

Class II: Properties having high historic value to the Town of Sudbury but not listed on the National Register.

Class III: Properties of historic value to the Town of Sudbury but whose historic integrity may have been compromised.

Class IV: Historic sites, archeological sites, landscape structures or features, and ruins of historic interest.

The classification of historic resources is useful in determining levels of change appropriate to a resource and for the determination of eligibility of resources for certain incentives that may be available.



Many private homes are of historical significance to Sudbury's evolution as an agricultural community over almost four centuries of development and change.

I.A.4 PRESERVATION PRINCIPLES AND APPROACH

The strategies and recommendations outlined in the Sudbury Communitywide Historic Preservation Plan are informed and guided by the principles of historic preservation that have been developed and honed by practitioners in the field over the decades. Preservation is a practical discipline that can accommodate growth and change while continuing to preserve the characteristics that make a place special. The principles that have been developed in the field of historic preservation, in general, recognize the importance of preserving authentic historic fabric to the maximum extent possible.

Building and landscape uses come and go, but once lost, original historic fabric can never be recovered. The maintenance and preservation of original historic fabric, features, materials, and design elements, therefore, is central to a sound preservation approach. A key objective of this Historic Preservation Plan is to encourage and promote the preservation and maintenance of historic building and landscape fabric through many different types of endeavor and in as many ways as possible.

Historic Landscape Context

Land conservation has become an important focus in Sudbury as the Town has transformed from an agricultural community into a residential suburb. Sudbury's land conservation initiatives have been undertaken in large part for the protection of natural resources such as woodlands, wetlands, and waterways. But they are also important with respect to historic preservation. When landscapes such as farm landscapes, are preserved, the historic resources within them are preserved as well.

This Historic Preservation Plan urges the adoption of a landscape approach to historic preservation. Every landscape in Sudbury is a cultural landscape. Individual historic resources were constructed within larger landscape contexts and community patterns of use. Association with those contexts and patterns helps enrich the meaning and significance of individual resources and provides a broader and deeper perspective relative to community character in Sudbury.

The clues to the landscape's past use are evident in the land itself and can be in the form of remnant cultural features as well as the types of plant communities that have developed. Historic and cultural landscapes are significant to the understanding of Sudbury's historical development and are the central component of community character. Landscape planning tools and methodologies are therefore important in preservation planning.

Whether considering landscapes or buildings, the principles of historic preservation are embodied in the topic of *Preservation Treatments* and in *The Secretary of the Interior's Standards for the Treatment of Historic Properties*, both of which are discussed below.

Preservation Treatments of Structures

The historic preservation field uses a variety of terms to describe the treatments that may be applied to historic buildings and landscapes. Although sometimes these terms are used loosely in discussion, they have specific meanings that are important to distinguish. The four key preservation treatments include: Preservation, Rehabilitation, Restoration, and Reconstruction.

Preservation is defined as the process of applying measures necessary to sustain the existing form, integrity, and materials of an historic property. Work, including preliminary measures to protect and stabilize features, generally focuses on the ongoing maintenance and repair of historic materials and features. Removals, extensive replacement, alterations, and new additions are not appropriate.

Preservation stresses protection, repair, and maintenance, and is a baseline approach for all historic resources. As the exclusive treatment for a historic property, preservation implies minimal or no change. It is therefore strictly applied only to buildings and resources of extraordinary significance that should not be altered.

In Sudbury, highly significant historic community buildings such as the First Parish Meeting House, Loring Parsonage, and Hosmer House are appropriate for preservation treatment.

Rehabilitation is defined as the process of creating a compatible use in a historic property through carefully planned minimal alterations and compatible additions. Often referred to as adaptive reuse, rehabilitation protects and preserves the historic features, materials, elements, and spatial relationships that convey historical, cultural, and architectural values.

Rehabilitation acknowledges the need to alter or add to a property to meet continuing or new uses while retaining historic character. New, expanded, or upgraded facilities should be designed to avoid impacts to historic elements. They should also be constructed of compatible materials. Retention of original historic fabric should be a primary consideration in undertaking a program of rehabilitation and adaptive reuse.

Rehabilitation is perhaps the most important and widely used treatment in the field of historic preservation, particularly in communities that are revitalizing and adapting to new uses. Rehabilitation is the appropriate treatment for most historic residential, commercial, and community buildings in Sudbury.

Restoration refers to returning a resource to its appearance at a specific previous period of its history. Restoration is the process of accurately depicting the form, features, and character of a property as it appeared at a particular time by means of removal of features from other periods in its history and the reconstruction of missing features from the restoration period.

In restoring a property to its appearance in a previous era, historic plans, documents, and photographs should be used to guide the work. Limited and sensitive upgrading of mechanical, electrical, and plumbing systems, as well as code-related work to make a property functional, are all appropriate within a

restoration project. While a commonly used term, restoration is only occasionally used as a preservation treatment.

Reconstruction is defined as the process of accurately depicting the form, features, and character of a non-surviving historic property using new construction for the purpose of replicating its appearance at a specific period of time and in its original location. A reconstruction is a new resource made to replace an historic resource that has been lost. Reconstruction is a rarely used preservation treatment applicable primarily in educational and interpretive contexts.

Of these four terms, *Preservation* requires retention of the greatest amount of historic fabric, features, and materials. *Rehabilitation* acknowledges the need to alter or add to a property to meet continuing or new uses while retaining historic character. *Restoration* allows for an accurate depiction of the property's appearance at a particular time in its history. *Reconstruction* establishes a framework for re-creating vanished historic elements with new materials. Preservation and Rehabilitation are the most appropriate and applicable treatments for most historic buildings and landscapes.

Authenticity and Integrity

Central to the assessment of historic resources and their potential for change are the concepts of authenticity and integrity. **Authenticity** with respect to a historic building is associated with the preservation of authentic building fabric and features. Authenticity is different from historical appearance. An antique chair has great value because it is the real thing – directly associated with a past time in our history. Once lost, it is irreplaceable. A replica of an antique chair has much less value. If lost, it can easily be replaced.

Similarly, a historic building with authentic features and fabric from its period(s) of historical significance is of higher value than a building with contemporary replacements, replicas, or reconstructions. The preservation of authentic historic building fabric is of primary concern with any historic building.

Integrity relates to the degree to which any individual building retains its authentic building fabric and features. Buildings with high integrity can generally accommodate very little change, while buildings with low integrity can often accommodate a considerable amount of change. In the evaluation of a historic resource, the level of integrity of the historic resource should be assessed.

Features of a historic building or landscape that contribute to its significance are termed **character defining features**. For a building, character defining features may include materials such as wood, brick, or stone; built components such as windows, doors, porches, bays, or roofs; or detailing embodied into the design and workmanship. The identification of character defining features is the first step in determining how a resource should be treated.

Authentic building fabric and features that result in a building having high integrity should be preserved to the maximum extent possible. Changes to buildings with low integrity are easier to accommodate. Assessment of authenticity, integrity, and the degree of change that a historic building can accommodate must be made on a case-by-case basis.



Preservation principles as expressed through the Secretary of the Interior's Standards assist property owners in the appropriate treatment of their historic properties, especially when changes are needed.

U.S. Secretary of the Interior's Standards

The philosophy that guides the implementation of recommendations included in this Historic Preservation Plan is based on a set of guidelines entitled *The Secretary of the Interior's Standards for the Treatment of Historic Properties*, commonly called the "Secretary of the Interior's Standards" or simply the "Standards."

The *Secretary of the Interior's Standards* were created by historic preservation professionals and have evolved over time to provide guidance in the appropriate treatment of historic resources. The *Standards* were first established by the federal government in 1966 to provide guidelines for the appropriate treatment of buildings and resources impacted by federal projects. Because of their usefulness, they have been adopted throughout the field of historic preservation.

All federally funded and permitted activities affecting historic resources are evaluated with respect to these standards, including for the use of rehabilitation tax credits. The *Standards* were developed specifically to prevent unintended damage to or loss of historic resources by federal actions, such as those that occurred as the result of the wholesale demolition of historic neighborhoods through urban renewal as occurred in urban areas in the 1950s and 60s.

An individual set of standards was developed for each of the four preservation treatments noted above. Just as the treatment of Rehabilitation is appropriate for most projects, the ***Standards for Rehabilitation*** are applicable to most projects being undertaken for historic buildings and landscapes.

In the language of community planners, *The Secretary of the Interior's Standards* are a list of “best practices” for historic preservation. They are a touchstone for all activities affecting historic buildings and landscapes and help ensure that important issues about the care of historic buildings and landscapes are not forgotten in the process of making decisions about other issues. When the *Standards* are used in the context of a new construction project involving an historic building or landscape, they provide a starting point for the discussion of proposed changes to the building’s or landscape’s historic character and fabric. They were developed to ensure that policies toward historic resources were applied uniformly, even if the end result may be different in every case.

All preservation activities, whether they are publicly or privately funded, can be informed, and enhanced by understanding the *Secretary of the Interior's Standards*. Because the *Standards* outline a sensitive approach for assessing changes to historic properties, they are often included in design guidelines, preservation plans, ordinances, and regulations that govern activities affecting local historic districts. These *Standards* articulate basic principles that are fundamental to historic preservation. Although they have been modified over the years to accommodate changing views of historical significance and treatment options, their basic message has remained the same.

The durability of the *Standards* is testimony not only to their soundness, but also to the flexibility of their language. They provide a philosophy and approach to problem solving for those involved in managing the treatment of historic buildings, rather than a set of solutions to specific design issues. Following a balanced, reasonable, and disciplined process is often more important than the exact nature of the treatment option that is chosen. Instead of predetermining an outcome in favor of retaining or recreating historic features, the *Standards* help ensure that the critical issues are considered.

For federal projects and federal agencies, the language of *The Secretary of the Interior's Standards for the Treatment of Historic Properties* is codified in 36 CFR Part 68 (the Code of Federal Regulations, Title 36, *Parks, Forests and Public Property*, Chapter 1 *National Park Service, Department of the Interior*, Part 68). A related federal regulation, 36 CFR Part 67, addresses the use of the *Standards* in the certification of projects receiving federal rehabilitation tax credits.

The *Standards* are published by the U.S. Department of the Interior, National Park Service, and are available online, including definitions for the four preservation treatments – Preservation, Rehabilitation, Restoration and Reconstruction – as discussed above as well as the individual *Standards* established for each.

The Secretary of the Interior's Standards for Rehabilitation are emphasized here because they are particularly useful when considering the appropriate maintenance of historic buildings; the alteration of older buildings as necessary for reuse, safety, and accessibility; and the construction of new buildings in an historic context. The ten standards that comprise the *Standards for Rehabilitation* are quoted below followed by a brief discussion of the implications of each. Additional discussion of the *Standards for Rehabilitation* may also be found online.

STANDARD 1 – *A property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces, and spatial relationships.*

Standard 1 recommends compatible use in the context of adaptive reuse and changes to historic buildings and landscapes. This standard encourages property owners to find uses that retain and enhance historic character, not detract from it. The work involved in reuse projects should be carefully planned to minimize impacts on historic features, materials, and spaces. The destruction of character-defining features should be avoided.

STANDARD 2 – *The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize a property will be avoided.*

Standard 2 recommends the retention and preservation of character-defining features. It emphasizes the importance of preserving integrity and as much existing historic fabric as possible. Alterations that repair or modify existing historic fabric are preferable to those that require total removal.

STANDARD 3 – *Each property will be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or elements from other historic properties, will not be undertaken.*

Standard 3 focuses on authenticity and discourages the conjectural restoration of an entire property, feature, or design. It also discourages combining and/or grafting historic features and elements from different properties, and constructing new buildings that appear to be historic. Literal restoration to an historic appearance should only be undertaken when detailed documentation is available and when the significance of the resource warrants restoration. Reconstruction of lost features should not be attempted without adequate documentation.

STANDARD 4 – *Changes to a property that have acquired historic significance in their own right will be retained and preserved.*

Standard 4 recognizes that buildings change, and that many of these changes contribute to a building's historical significance. Understanding a building's history and development is just as important as understanding its original design, appearance, and function. This point should be kept in mind when considering treatments for buildings that have undergone many changes.

Most historic buildings contain a visual record of their own evolution. This evolution can be identified, and changes that are significant to the history of the building should be retained. The opportunity to compare multiple periods of time in the same building lends interest to the structure and helps communicate changes that have occurred within the larger landscape and community context.

STANDARD 5 – *Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.*

Standard 5 recommends preserving the distinctive historic components of a building or landscape that represent its historic character. Workmanship, materials, methods of construction, floor plans, and both ornate and typical details should be identified prior to undertaking work.

STANDARD 6 – *Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture, and, where possible, materials. Replacement of missing features will be substantiated by documentary and physical evidence.*

Standard 6 encourages property owners to repair historic character-defining features instead of replacing them when historic features are deteriorated or even missing. In cases where deterioration makes replacement necessary, new features should closely match historic conditions in all respects. Before any features are altered or removed, property owners are urged to document existing conditions with photography and notes. These records assist future choices that are appropriate to the property's historic character.

STANDARD 7 – *Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.*

Standard 7 warns against using chemical and physical treatments that can permanently damage historic features. Many commercially available treatments are irreversibly damaging. Sandblasting and harsh chemical cleaning, in particular, are extremely harmful to wood and masonry surfaces because they destroy the material's basic physical properties and speed deterioration.

STANDARD 8 – *Archeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.*

Standard 8 addresses the importance of below ground prehistoric and historic features. This issue is of most importance when a construction project involves excavation. An assessment of a site's archeological potential prior to work is recommended. If archeological resources are present, some type of mitigation should be considered. Solutions should be developed that minimize the need for excavation of previously unexcavated sites.

STANDARD 9 – *New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work shall be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.*

STANDARD 10 – *New additions and adjacent or related new construction will be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.*

Standards 9 and 10 are linked by issues of the compatibility and reversibility of additions, alterations, and new construction. Both standards are intended to 1) minimize the damage to historic fabric caused by building additions, and 2) ensure that new work will be different from, but compatible with, existing historic conditions. Following these standards will help to protect a building's historic integrity.

In conclusion, the basis for the *Standards* is the premise that historic resources are more than objects of aesthetic merit—they are repositories of historical information. It is important to reiterate that the *Standards* provide a framework for evaluating preservation activities and emphasize preservation of historic fabric, honesty of historical expression, and reversibility. All decisions should be made on a case-by-case basis. The level of craftsmanship, detailing, and quality of materials should be appropriate to the significance of the resource.

Conclusion

Historic preservation is primarily a product of local community initiatives fostered by many decades of interest and effort by private citizens. Over the past fifty years, federal, state, and local governments have established a framework that aids and encourages local community preservation efforts. The Town of Sudbury has taken significant steps in using preservation planning tools and methodologies in documenting and preserving its significant historic building and landscape resources.

Preservation planning is the means through which a coordinated long-term program of historic reservation action may continue to be implemented in Sudbury. It emphasizes the continued identification of historic resources, evaluation of their significance and integrity, and protection through appropriate tools and techniques.

This Preservation Plan seeks to incorporate preservation planning concepts and methodologies into Sudbury's long term growth management strategies and processes. It seeks ways to continue accommodating growth and change while preserving and enhancing historic building and landscape resources.



I.B – HISTORIC CONTEXT FOR THE TOWN OF SUDBURY

TO BE COMPLETED



TO BE COMPLETED





I.C – HISTORY OF HISTORIC PRESERVATION PLANNING IN SUDBURY

Sudbury is among the oldest communities in Massachusetts, and throughout its history Sudbury and its residents have been addressing issues of community interest. The Town's very founding in 1638 was based upon differing concepts of community structure and organization, specifically open-field villages and an emphasis upon the sharing of common land. Early leaders struggled to sustain their initial vision into the mid-1650s, when a younger generation focused on private land ownership resisted, broke away, and ultimately prevailed in the structure of land use and community affairs. The Town of Sudbury was located along the Sudbury River, which was central to its early agricultural development.

Through the eighteenth, nineteenth, and early twentieth centuries, Sudbury was a relatively prosperous agricultural community subject to the evolving patterns of the agricultural economy and change in eastern Massachusetts. It was not until the 1930s that community planning as we know it today began to be introduced, and it was not until after World War II that the Town began its transformation from an agricultural to a suburban residential community.

This chapter outlines the story of community planning in Sudbury related to the Town's transformation since the 1940s. In general, the Town has been ready to adopt various planning tools as they have become available and has been cognizant of the issues that suburban transformation has posed. The Town has

not, however, adopted dramatic planning measures proactively that would have significantly altered its development – it has let suburbanization play out and been fortunate in the results. Sudbury’s suburban transformation over the past eighty years has retained aspects of its former agricultural character specifically with respect to the preservation of historic buildings, the focus on historic centers, and the character of historic roadways.

New residential development has become the dominant land use and has been inserted into the landscape replacing the open agricultural fields of the pre-1940s eras with wooded residential neighborhoods that are tucked away and largely out of public view. Historic centers have been retained though have experienced change. Historic roadways remain as the primary routes throughout the Town and have not been dramatically widened or altered in response to increased usage.

Sudbury has faced the potential for dramatic change but has declined to participate. Henry Ford’s proposed Wash Brook Project in the late 1920s and 1930s would have transformed the village of South Sudbury and the Town but was stymied by the reluctance of a landowner to relinquish his land and water rights. In 1946, Sudbury avoided intense change as a finalist for the siting of the United Nations Organization complex and all that such development would have entailed. In the 1960s, the Town resisted the construction of a high voltage transmission line along miles of Sudbury River marshlands that would have impacted the visual character of the river corridor. Instead, Sudbury saw the expansion of federal, state, and local owned conservation lands as fundamental to the Town’s emerging suburban character.

History has been important to Sudbury’s residents extending back through the decades. Throughout Sudbury’s three centuries of agricultural evolution – 1638 through 1938 – founding families have played a central role in farming and in Town affairs, generation after generation. A plaque commemorating the 1676 Battle of Green Hill during King Philip’s War was placed on the site in 1730. The Wadsworth Memorial of the same event was erected in 1852. The Goodman Society focusing on Town history and character was founded in 1890. The Revolutionary Patriots Monument was dedicated in 1896 followed by Civil War memorial in 1897. Henry Ford’s restoration of the Wayside Inn and other projects related to the property were exemplary of high-end historic preservation initiatives during the 1920s and 30s.

Community and preservation planning in Sudbury has been influenced by the Town’s location and development with respect to eastern Massachusetts and the Boston metropolitan area.

I.C.1 REGIONAL PLANNING CONTEXT

The Great Meadow of the Sudbury River was an original reason for the siting of Sudbury’s initial village center in 1638. The lush meadow grasses along the broad lowlands bordering the river provided ample natural forage for the settlers’ domesticated animals. Three centuries later, however, as the Boston metropolitan area expanded westward, the Great Meadow was a physical barrier to easy suburban expansion from the east.

The Boston Post Road (Route 20), while an historically important roadway, did not develop as a primary regional transportation corridor for new twentieth century growth and development. Rather, mid-twentieth century development followed Route 9 from Boston to Worcester through Framingham to the south of Sudbury and Route 2 from Boston to Leominster and Fitchburg through Lexington and Concord to the north of Sudbury.

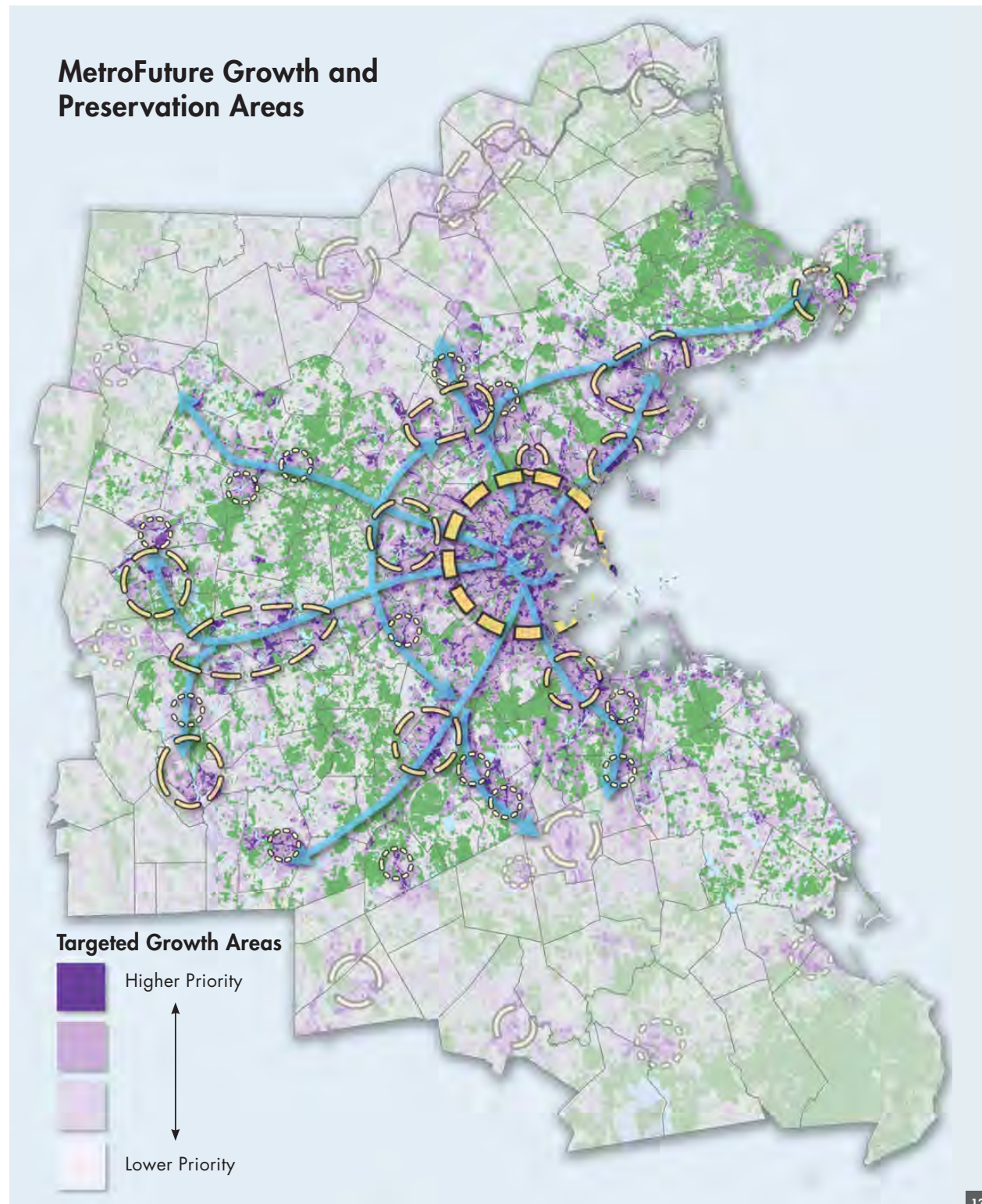
This pattern was reinforced by the emerging suburban commuter rail lines in the late-nineteenth and early-twentieth centuries. Today's Fitchburg Line extends west from Boston's North Station to Weston, where it turns north through Lincoln and Concord, bypassing Sudbury. The Worcester Line extends west from Boston's South Station through Natick, Framingham, and Westborough to Worcester, south of Sudbury. Early twentieth century neighborhood development followed these commuter rail lines and did not impact Sudbury.

The historic Central Massachusetts Railroad through South Sudbury never became a primary commuter line. The railroad has been in disuse since 1980. The north-south New Haven Railroad Framingham and Lowell line has been in disuse since 2000 and is being developed into the Bruce Freeman Rail Trail.

The Metropolitan Area Planning Council (MAPC), the regional planning organization for the Boston metropolitan area, identifies Sudbury as an *Established Suburb* characterized by owner-occupied single family homes on lots less than one acre. Established suburbs as defined as containing scattered parcels of vacant developable land where new growth takes the form of infill and some redevelopment. Their populations are relatively stable. (MAPC 2021:Sudbury)

East-west, Sudbury is located between the region's inner and outer beltways. The inner beltway, Route 128/I-95, was originally conceived in 1927 along a series of existing surface roads. Construction of the present interstate highway was begun in the early 1950s and completed in 1960. Route 128 is generally recognized as the demarcation between the more urban inner suburbs of the Boston metropolitan area and the less densely developed outer suburbs. It also references the high-technology industry that developed along its route from the 1960s through the 1980s. The suburban commercial growth associated with Route 128 significantly impacted the development of Sudbury as a nearby bedroom community.

Planning for the region's outer beltway, approximately 30 miles from center city Boston, began in the late 1940s and came to fruition in the 1960s. Absorbed into the interstate highway system as I-495, the section west of Sudbury between Westborough to the south and Littleton to the north opened in 1964 (Eastern Roads 2021). I-495 is not heavily developed but connects to Sudbury via interchanges with Route 117 and Route 20. The remote locations of major roads on all four sides of Sudbury have helped preserve the Town as a residential suburb.



Sudbury is identified as a lower priority growth area in the Metropolitan Area Planning Council's 2008-2030 Regional Plan, MetroFuture. Sudbury is bypassed by the primary regional Transportation Corridors and is identified as possessing Priority Conservation Areas of significant natural, scenic, agricultural, and recreational value. (MAPC 2008:13)

I.C.2 INITIAL PLANNING AND DEVELOPMENT 1929-1962

Sudbury's planning history can be divided into three periods based on the three master plans that have been prepared for the Town and provide points of reference, analysis, and change. The initial planning period spans from the establishment of the Planning Board in Sudbury in 1929 to the completion of its first master plan in 1962.

Sudbury established a **Planning Board** at Town Meeting on March 4, 1929 in accordance with state authorizing legislation and adopted a bylaw outlining its structure and duties. Comprised of five elected members, the Planning Board's duties were to advise Town officials upon municipal improvements, consider and develop a town plan with attention to main ways, land improvements, zoning, playground and parks, and schools.

The Planning Board was further responsible for examining plans for the laying out of and any changes to public ways, parks, and squares; purchase of land and location, erection, or alteration of public buildings; and plans for the exteriors of public buildings, monuments, and grounds. The Planning Board was responsible for advice and recommendations on such improvements as it deemed needful. The Planning Board was also to organize public lectures and educational work in connection with its recommendations.

In 1930, the Planning Board submitted a Warrant for adoption of a **Zoning Bylaw** in Sudbury in accordance with state authorizing legislation. The proposal was deemed too complex and was postponed for further study. A revised proposal was submitted to Town Meeting in 1931 and was adopted, creating Sudbury's original Zoning Bylaw.

The 1931 bylaw established three districts: Business District, General Residence District, and Single Family District. Business Districts were restricted to locations then in business or industrial use, land on the same side of the street within 400 feet of such use, and land adjacent to any railroad right of way.

General Residence Districts were established in developed areas bounded by streets that were more than one-half developed and where more than one half of such development was other than single family residential. The remainder of the Town was established as a Single Residence District. Agricultural uses were allowed in all districts.

Business or industrial buildings and uses were permitted in Residential Districts upon written consent of property owners within 500 feet. Minimum setbacks from the street centerline were required for all new buildings, 50 feet in Residential Districts and 40 feet in the Business District. Special requirements were made for filling stations, suggesting an impetus for creating the bylaw.

A major revision was made to the Zoning Bylaw in 1939 based upon a court decision invalidating certain sections and criticizing the vagueness of the districts described. Upon study, the Planning Board had a zoning map prepared defining three types of districts – Residential, Business, and Industrial. The zoning map and a revised Zoning Bylaw was adopted at Town Meeting in March 1939. (Sudbury 1970-1987:1-4)



As depicted on the zoning map, the revised Zoning Bylaw established small areas of business and industrial uses (a) in the vicinity of South Sudbury, (b) along Route 20 at the Town's eastern boundary, (c) along Route 20 between Peakham and Horse Pond Roads, and (d) in Sudbury Center at the intersection of Peakham and Hudson Roads in the vicinity of the railroad. For the most part, these zones appear to identify existing areas of business and industrial uses. The remainder of the Town was established as single a residential zone with minimum lot sizes of 20,000 square feet and 50-foot front setbacks, 20-foot side setbacks, and maximum 40% coverage. (Garfield 1999:120,127; Sudbury 1938)

In 1945, the Planning Board retained the Planning Director of the City of Cambridge to study zoning in Sudbury and prepare a long range plan for the Town covering a 25-year span. The 1945 plan was not available for review in the preparation of this Preservation Plan, but it may be considered Sudbury's first master plan.

The consultant reported that "immediately following the war extensive residential development will undoubtedly take place throughout the entire Metropolitan Region." He recommended that Sudbury update and expand the role of the Planning Board to exercise greater authority over the control of subdivisions and undertake more extensive planning studies as authorized under state enabling legislation in 1936. These recommendations were adopted at Town Meeting in January 1946, giving the Planning Board the role in growth management it still exercises today. The Planning Board considered its first subdivision plan that year and turned down a proposal for a business district. (Sudbury 1970-1987:2-3; Garfield 1999:120)

Between 1940 and 1970, Sudbury experienced its most intense period of growth. Between 1940 and 1950, the population increased 48% from 1,754 to 2,597 people. Between 1950 and 1960, the population increased 186% to 7,447 people (Sudbury 2001:12). Of Sudbury's 2,054 dwelling units in 1960, 1,286 or 63% were constructed between 1950 and 1960. Almost all were single family residences (Sudbury 1962:34).

In apparent anticipation of community growth, the **Sudbury Water District** was established in 1934 by state statute for construction of a public water works system. The Sudbury Water District was a separate entity, independent of Town government (SWD 2021). With initial boundaries set between Old Sudbury Road and Boston Post Road, the Sudbury Water District appears to have been created to provide the two historic villages with reliable public water; it seems likely that public depression era funding was involved.

By the post-war era, the system was facilitating the Town's rapid early suburban growth. Wells and water mains were constructed and extended to serve new development in throughout the central portion of the Town. The reliance upon public water supply and onsite septic systems has been central to Sudbury's late twentieth century development and has been a factor in both facilitating and limiting growth.

The new homes constructed during this early period were affordable to the young post-war families employed in the vicinity of the growing Route 128

corridor to the east. These small homes differ sharply from the large residences constructed in subdivisions further north later in the century. The 1962 Master Plan notes that by 1962 considerable areas of housing built since World War II had already declined in condition due to lack of adequate maintenance by home owners. (Sudbury 1962:38)

In 1949, Town Meeting approved several new business zones within the Town. In 1953, revisions were made to the Zoning Bylaw upon recommendation of a planning study prepared at request of the Planning Board. Three different single-family residential zones were established. In Zone A (previously the entire Town) minimum lot sizes were raised from 20,000 square feet to 22,000 square feet. Zone B was created with minimum lot sizes of 40,000 square feet. Zone C was created with minimum lots sizes of 60,000 square feet. Lots laid out prior to that date were grandfathered provided houses were constructed within five years. (Garfield 1999:120, 128; Sudbury 1970-1987:4)

In 1955, minimum lot sizes in Zone A were increased to 30,000 square feet, and in 1958 they were increased again to 40,000 square feet. In the 1958 discussions at Town Meeting developers fought back proposed changes that would have increased the lot sizes in Zones B and C to 60,000 and 80,000 square feet respectively. (Garfield 1999:128-130)

The Zone A district of 40,000 square feet and Zone C district of 60,000 square feet have remained the standard in Sudbury to the present, with Zone A comprising 70% of the Town's land area and Zone C comprising 14% (Sudbury 2021BP:143)

In parallel with the initial burst of suburban development in the 1950s was an increasing focus on quality of life issues of interest to the Town's residents and the creation of new organizations to address those issues. As noted above, Sudbury's population almost tripled over the decade and more than quadrupled over that in 1940. Perhaps most important to the new residents of young families were schools, which needed to expand to accommodate the increased number of children, but also important were recreation, conservation, and community character.

In 1953, two committees were created to address parks and recreation, and over the course of the decade significant steps were taken to acquire land for parks and to develop recreational facilities. A **Parks and Recreation Commission** was established in 1959 to replace and continue the work of the previous committees and remains active today, six decades later. (Sudbury 1962:83-85)

In the area of conservation, the non-profit **Sudbury Valley Trustees** was founded in 1953 with the initial mission of acquiring and conserving land in Wayland and Sudbury. By 1961, Sudbury Valley Trustees had acquired and conserved four properties in the Town. Their work later expanded to include land conservation throughout the Sudbury, Assabet, and Concord River watershed. (SVT 2021; Sudbury 1962:85).

The non-profit **Sudbury Foundation** was founded in 1952 to support community interests and the **Sudbury Historical Society** was founded in 1956 focused on

research, conservation, and education about Town history. (Garfield 1999:125; SHS 2021)

In 1960, the Town established a **Conservation Commission** charged with responsibility for the protection of natural resources within the community. The Conservation Commission was tasked with providing advice to the Town on issues related to natural resources and was authorized to purchase or accept land and/or conservation easements, including use of a Town Conservation Fund that was eligible for state and federal funding. The Conservation Commission also remains active in Town initiatives today. (Sudbury 1962:85)

Establishment of the federal **Great Meadows National Wildlife Refuge** was initiated in Concord in 1944. In 1961, a state bill was approved authorizing the federal government to purchase land in the Sudbury and Concord River valleys and establish the National Wildlife Refuge. Today, the Sudbury Division of the refuge comprises 2,321 acres of land along the river, at least 1,500 acres of which is in Sudbury, nearly 10% of the Town's land area. (Sudbury 1962:83; USFWS 2005gm:1)

Sudbury's development as a bedroom community places the tax burden of funding for school and Town needs on residential property owners. Efforts to expand the tax base to include business and industrial uses were initiated in the mid-1950s with creation of an Industrial Development Board to recruit clean industries to the Town. By 1960, both Sperry Rand and Raytheon Corporation had constructed facilities in Sudbury significantly increasing the number of manufacturing jobs in the Town and also providing some tax relief to residents. (Garfield 1999:124,130,134,155; Sudbury 1962:7,18)

I.C.3 THE 1962 MASTER PLAN

The decades of the 1950s and 1960s saw extraordinary investment in planning and public infrastructure, including highways, urban renewal, and other nationwide initiatives. Title VII of the Housing Act of 1954 provided federal funding for community planning which in Massachusetts was managed through the Massachusetts Department of Commerce. The Master Plan for Sudbury was undertaken over a two-year period between 1960 and 1962 using Title VII funding and managed by planning consultant Charles E. Downe, based in West Newton.

The 1962 Master Plan is a comprehensive review and assessment of conditions existing at the time. It was not intended to provide specific answers to the many issues identified, but rather to assist in making the best possible decisions over time. The plan was divided into three parts: (1) a series of inventory studies of current conditions, (2) a series of planning studies with suggestions for approach and implementation, and (3) a series of effectuation studies with suggested detail in achieving specific objectives of the plan. The plan outlines:

- Socio-economic conditions;
- Housing conditions;
- Community facilities – schools, recreation, police, fire, and others;
- Vehicle and pedestrian circulation;

- Public utilities – water, drainage, and sewerage;
- Proposed future land use;
- Recommendations of the zoning bylaws;
- Recommendations for subdivision regulations;
- Review of the capital budget; and
- Recommendation for economic development.

Undertaken in the midst of a two-decade long boom in suburban growth, the 1962 Master Plan not only provides an in-depth review of current conditions but laid the groundwork for addressing change through planning and infrastructure improvements.

The 1962 Master Plan recognized that Sudbury was rapidly growing into an upper class residential suburb and bedroom community for the surrounding region. They estimated that the Town was about 30% developed with about 11% in residential use, 2% in business use, 19% in public or semi-public use, and 68% in agricultural use or vacant land. About 48% of the Town’s land remained open for future development. (Sudbury 1962:12, 17-18)

The plan’s housing analysis noted that about 75% of the existing housing had been constructed since World War II and that 98% of it was single family residential homes. The summary of housing conditions noted that the majority of poor housing conditions existed in the housing stock built between 1900 and 1940, most of which appear to have been built in the 1920s as seasonal homes but had since been converted to year-round use.

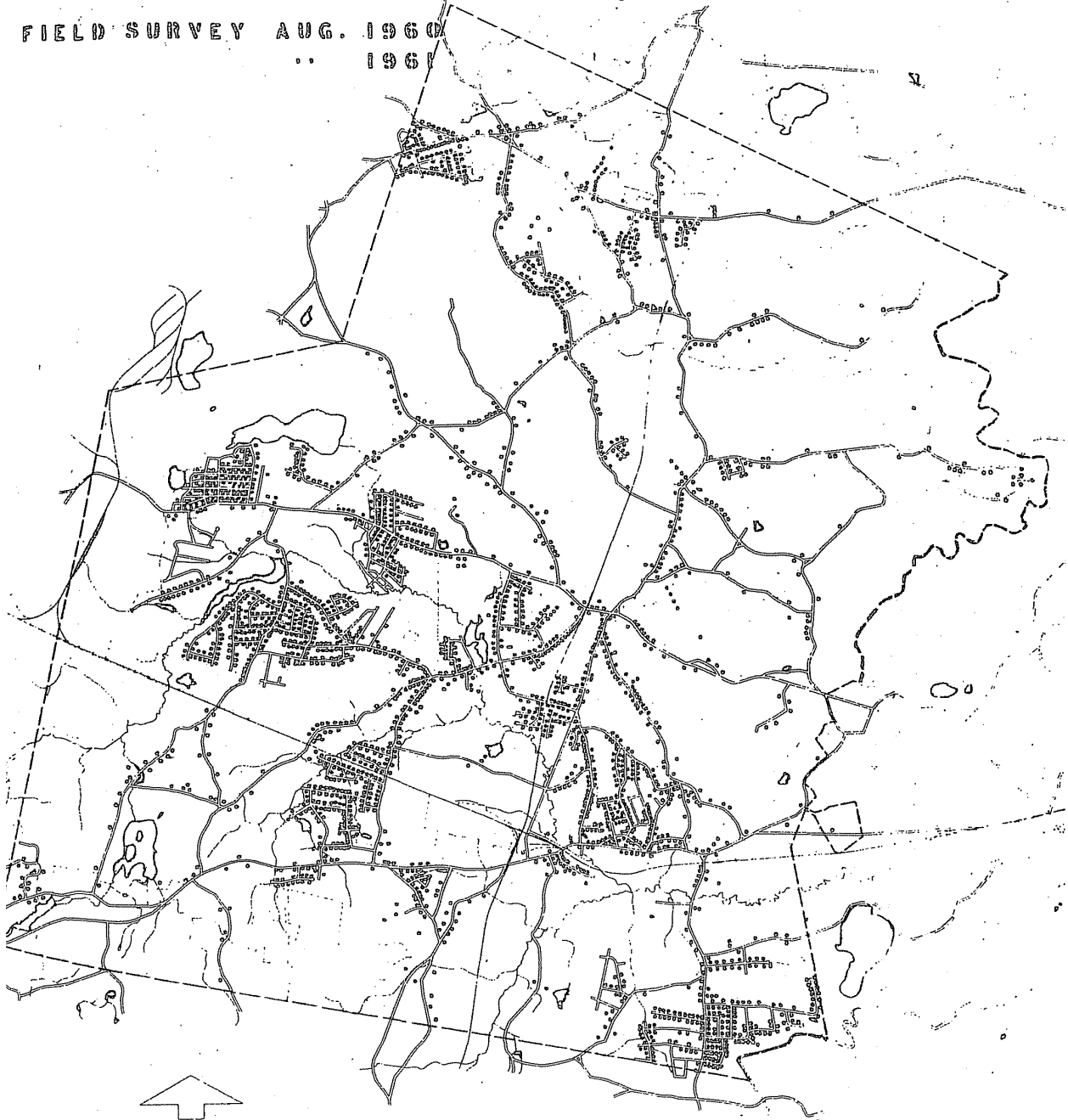
About Sudbury’s historic homes, the plan states, “the portion of housing stock built before 1900 appears to be in unusually fine condition particularly as applies to maintenance of buildings, grounds and neighborhoods.” The plan notes further that considerable areas of housing built since World War II have already declined to a ‘fair’ rating, generally due to lack of adequate maintenance.

The Master Plan reviews the Town’s actions in developing recreation and outlined planning for future parks and conservation lands. The plan proposed a system of conservation greenways, each 50 to 200 feet in width, with trails linking schools, parks, recreational facilities, and different areas of the Town.

The Master Plan notes the potential for open space provided by what would later become the Great Meadows National Wildlife Refuge along the Sudbury River. It also notes the potential future abandonment of the 725-acre Sudbury Training Annex of Fort Devens, which had been established in 1942 primarily for the storage of ammunition. The Annex was eventually closed in 2000 and transferred to U.S. Fish & Wildlife, becoming the **Assabet River National Wildlife Refuge**.

POPULATION DWELLING UNITS

FIELD SURVEY AUG. 1960
.. 1961



BASED ON U.S.G.S. SHEETS
AND TOWN SUBDIVISION PLANS

CHARLES E. DOWNE
PLANNING CONSULTANT

PLANNING BOARD SUDBURY, MASSACHUSETTS

The extent of residential development in Sudbury in 1961 as depicted in the 1962 Master Plan. New subdivisions in the central and southern portions of the Town were developed with small lots using public water and onsite septic systems. (Sudbury 1962:34-35)

FUTURE LAND USE PLAN

RESIDENTIAL

- MULTI-FAMILY
- SINGLE FAMILY
 - FIVE ACRE
 - TWO ACRE
 - ONE ACRE
 - ONE-HALF ACRE

COMMERCIAL

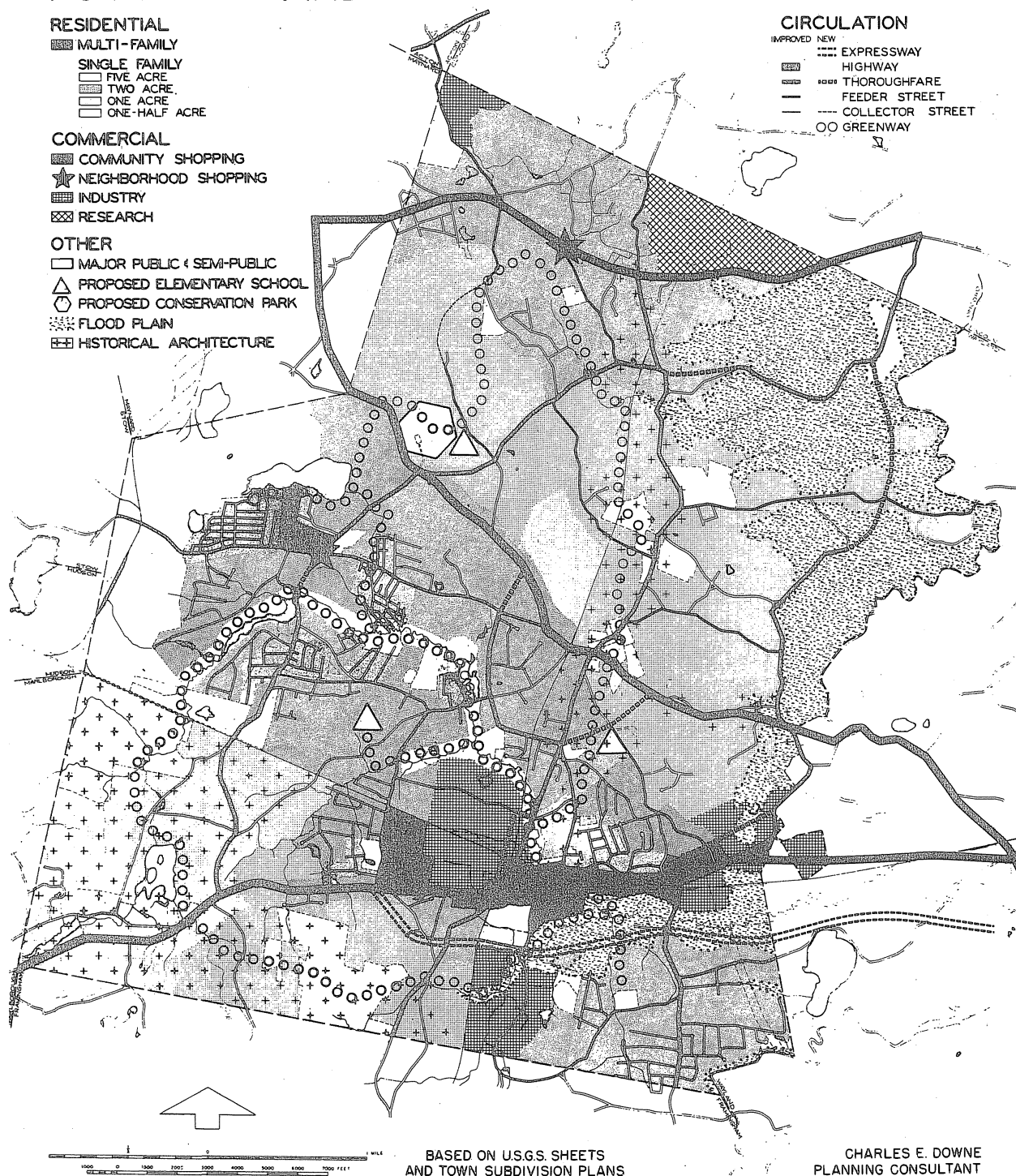
- COMMUNITY SHOPPING
- ★ NEIGHBORHOOD SHOPPING
- INDUSTRY
- RESEARCH

OTHER

- MAJOR PUBLIC (SEMI-PUBLIC)
- △ PROPOSED ELEMENTARY SCHOOL
- PROPOSED CONSERVATION PARK
- FLOOD PLAIN
- HISTORICAL ARCHITECTURE

CIRCULATION

- IMPROVED NEW
- EXPRESSWAY
- HIGHWAY
- THOROUGHFARE
- FEEDER STREET
- COLLECTOR STREET
- ○ GREENWAY



PLANNING BOARD SUDBURY, MASSACHUSETTS

Proposed Future Land Use in the 1962 Master Plan. Much of the plan was not implemented as shown, such as the proposal for predominantly two-acre zoning, the proposed conservation park, details of zones of historic architecture, areas of neighborhood and community shopping, and the bypass for Route 20. Nevertheless, the 1962 Master Plan was important in generating analysis, alternatives, discussion, and impetus in planning for future change. (Sudbury 1962:156-157)

A considerable emphasis of the Master Plan was on analysis and planning for expansion of the Town's school system over a ten-year period, to 1970. Related emphasis was placed on taxes and municipal spending.

The plan's discussion of circulation reviewed road usage, proposed improvements to historic intersections, and illustrated state planning for a byway for Route 20 around South Sudbury. A ring road was proposed around the south side of Sudbury Center. A system of pedestrian walkways was proposed primarily for linkages between residential areas and schools. This became the basis for the walkways that have since been installed. In 1962 both railroads in Town remained in use and were not expected to be abandoned.

The Master Plan undertook a compilation and reorganization of the Town's zoning ordinance and made recommendations for the subdivision regulations. Establishment of a floodplain district and a multi-family district were proposed. The plan recommended reducing the area allotted to 40,000 square foot lot size from 87% of the Town to 55%, while increasing the remaining area to 2-acre zoning. This recommendation was not adopted, and the reorganization of the Zoning Bylaw was not approved until 1967. The Master Plan included thoughtful analysis of the public water system and its expansion to serve growing subdivisions as well as the potential need for future stormwater drainage and sewer systems.

With respect to community character, the Master Plan notes that Sudbury was not and would probably never be a "cohesive community" in terms of physical development because different areas of the Town are topographically separated from each other and have different characters. The plan notes the identifying characteristic of the Town's "period architecture" but states that as the Town continues to develop, this "character-giving" architecture will become a lesser portion of the whole and consequently less effective in identifying the Town.

The Master Plan proposed that two historic areas be designated in Sudbury. The first in the Wayside Inn vicinity, which was already subject to 5-acre minimum lot sizes by deed restriction as well as period architecture design controls. The second was a broad area along Concord Road connecting South Sudbury to Sudbury center and extending to North Sudbury. It was proposed that relatively liberal design controls be established for period architecture and to include significant landscape features. It was not believed that restrictions need be as stringent as those used in more built-up historic districts.

I.C.4 PLANNING 1962-2000

The 1962 Master Plan laid the groundwork for community planning and implementation in Sudbury over the next three decades, some of which was propelled and supported by state authorizations and incentives. In 1963, the **Metropolitan Area Planning Council (MAPC)** was established as a regional planning agency serving the Boston metropolitan area, including Sudbury, providing regional planning coordination and support for municipalities.

Over the three decades from 1962 through 2000, Sudbury was occupied in management of its continued transformation into a residential suburb. The

decade of the 1960s continued the Town's dramatic growth. Population increased 81% from 1960 to 1970 (7,447 to 13,506) before leveling off from 1970 to 1990 (13,506 to 14,358) and then surging again by 17% in the 1990s (14,358 to 16,841). (Sudbury 2001:12; Sudbury 2016:9)

The amount of land in residential use increased from 11% in 1962 to 47% in 1998, while the amount of land in agricultural use decreased from 21% to 10% and in vacant land decreased from 47% to 8% (Sudbury 2001:17). The number of houses constructed over this period included 1,404 from 1960-1969, 801 from 1970-1979, 732 from 1980-1989, and 889 from 1990-1999 – a total increase of 3,826 houses or 331%, from 1,155 houses in 1960 to 4,981 houses in 1999 (Sudbury 2021:35).

Additionally, homes were becoming larger and more expensive. Minimum lot sizes had been increased to 40,000 square feet in most of Sudbury in 1958, which remained the standard. However, land constraints due to environmental conditions (steep slopes and wetlands of the glaciated landscape) and the successional woodlands helped establish the rural suburban character of new subdivisions in Sudbury.

Historic preservation made great strides in Sudbury over this period. In 1963, the **Old Sudbury Historic District** was established in Sudbury Center by Special Act of the state legislature (Chapter 40 of the Acts of 1963) following the lead of communities such as Beacon Hill, Nantucket, Lexington, and Concord. The Act created the Historic District Commission for its management. This is a significantly early date for the establishment of historic districts and presumably was undertaken with the approval of Town residents.

In 1966, the National Historic Preservation Act was enacted at the federal level establishing a National Historic Preservation Program and creating State Historic Preservation Officers (SHPO) in each state. In Massachusetts, the Executive Director of the **Massachusetts Historical Commission (MHC)** is the Massachusetts SHPO, and the MHC is the State Historic Preservation Office. This led to the expansion of State Historic Preservation Programs and support for historic preservation programs at the municipal level. (See Section I.A.)

In Sudbury, volunteers from the Sudbury Historical Society undertook a comprehensive inventory of historic resources in 1967 and 1968, documenting 154 of Sudbury's oldest and most significant historic buildings in locations throughout the Town. The Old Sudbury District was expanded in 1967, and the **Wayside Inn Historic District** was established on the lands owned and preserved by Henry Ford. The **King Philip Historic District** in South Sudbury was established in 1972.

The **Sudbury Historical Commission** was established in 1968 by a special Town Meeting vote under the authorization of Section 8D of Chapter 40 of the General Laws of the Commonwealth. In 1986, the Historical Commission continued the inventory work begun by the Sudbury Historical Society, lasting through 1996. The inventory included work by Historical Commission members as well as significant support from a professional historic preservation consultant. (See Section II.B.)

Other issues were in play during this period. During the 1960s, Sudbury and other municipalities fought the proposal of Boston Edison to run a transmission line through the meadows along the Sudbury River. By 1970 the issue was resolved when the utility agreed to run the lines underground along public right-of-ways. (Garfield 1999:146-152)

The expansion of Sudbury's school system to accommodate the growing population occupied a significant amount of public time, effort, and financial resources. In 1978, the Town adopted a **Scenic Road Bylaw**, but no roads were actually designated. In 1984, the Massachusetts Department of Works proposed widening Route 20 to four and five lanes impelling the Town to undertake alternative studies in 1986 and 1987 (Sudbury 2001:87).

The Town began the installation of asphalt walkways along existing roads, following up on recommendations in the 1962 Master Plan, and required that new subdivisions install walks. Sudbury's **Open Space and Recreation Committee** updated its planning studies in 1977, 1985, and 1997-1999. Approval of the 1997-1999 Open Space and Recreation Plan at the state level allowed the use of state funds for land acquisition. Recreation facilities were expanded and new park land was acquired for its protection.

The establishment of the Great Meadows National Wildlife Refuge through this period and the designation of the Assabet River National Wildlife Refuge in 2000, both mentioned above, significantly enhanced the protection of natural resources in the Town. The Town established a **Cultural Commission** in 1982 to take advantage of funding available to local municipalities through the Massachusetts Cultural Commission.

In the 1990s, Sudbury adopted a cluster development bylaw and several cluster subdivisions were implemented. Two bylaws encouraging senior housing were adopted in 1997 and 1998.

In 1996, Sudbury began work developing a revised Master Plan. A build-out analysis was commissioned from a consulting firm and a series of reports and documents were developed by a Strategic Planning Committee and a series of task forces. Work came to a head in 1999 with a series of public forums, and the Master Plan was completed and adopted in 2001.

I.C.5 THE 2001 MASTER PLAN

The 2001 Master Plan was prepared by a group of volunteers under the guidance of the Town Planner and Planning Board and met the statutory requirements of M.G.L. Chapter 41, Section 81D, for municipal Master Plans. The intent of the state statute is for municipalities to translate statements of public policy into a comprehensive, long-term document that can serve as a guide to decision making. Though prepared by volunteers, the Master Plan is highly professional in its scope and content. It had broad public involvement through the various boards and task forces that contributed to its preparation between 1996 and 2001.

The Master Plan addresses land use, economic development, natural resources, open space, historic resources, housing, transportation, and community services

and facilities. A broad range of goals dealing with the Town's needs and objectives was developed for each of these topics. Each chapter of the Master Plan was broken down into three sections – goals, objectives, and implementation strategies.

The 2001 Master Plan sought to integrate the critical issues facing Sudbury and threatened quality of life over the next 10 years – erosion of community character, loss of commercial tax base, development of critical open spaces, degradation of groundwater quality, and the ability of the Town to provide essential services. Implementation strategies were meant to be flexible and subject to modification with several alternative possible methods of implementing a particular policy. If one strategy was not approved, there were other alternatives available to carry out the overall goals and objectives.

Sustainability was the title and theme of the Master Plan – the inter-relatedness of issues and a desire to seek a balance between the economic, social, and ecological aspects of the community. Particular emphasis was placed on preserving Sudbury's character as a residential, low-density, rural/suburban community. High value was placed upon Sudbury's natural resources and beauty, its open spaces, wetlands, forests and wildlife. The Master Plan emphasized placing the sense of Sudbury's character at the forefront in their decision making processes. In addition to community character, the Master Plan continued to emphasize the importance of high quality public schools.

The land use element of the Master Plan emphasized the protection of natural resources through implementation of the Town's 1997-1999 Open Space and Recreation Plan in (1) preserving and acquiring open space, (2) using the cluster design bylaw and similar bylaws to preserve open space, (3) adopting the Community Preservation Act which had been signed into law in 2000, and (4) adopting water resource and wetland protection bylaws.

The land use element proposed maintaining the community's traditional historic character by expanding local historic districts, more stringent control of new construction within historic districts, expanding and enforcement of demolition regulations, and improving the scale and design of residential and commercial development. The plan noted that a comprehensive re-writing of the zoning bylaw was then being undertaken that could help address community design goals. The plan notes that tear-downs of older, modest residential homes and their replacement with larger homes appeared to be accelerating and was impacting the availability of moderately priced residences.

The Master Plan noted the adoption of a Demolition Delay Bylaw at Town Meeting in 2000. It recommended that the Scenic Roads Bylaw, adopted in 1978, be implemented through the designation of specific roads as Scenic Roads by Town Meeting. The plan recommended that a historic walking trail and town museum be created. The potential for eco-tourism and historic tourism in Sudbury were noted.

I.C.6 PLANNING 2001-2020

Work undertaken in preparation of the 2001 Master Plan laid the groundwork for subsequent planning and implementation initiatives in the new century. The **Community Preservation Act** was adopted in Sudbury in 2002 and has since been instrumental in providing funding for open space, affordable housing, and historic preservation. As mentioned, a **Demolition Delay Bylaw** was adopted in 2000, and it was updated in 2004. A report on land use priorities was completed in 2002, and an Athletic Field Master Plan was completed in 2004.

With respect to historic districts, the **Old Sudbury Historic District** was expanded in 2000, the **King Philip Historic District** was expanded in 2005, and the **George Pitts Tavern Historic District** was established in 2008. As outlined in Section II.B, additional inventories of historic resources were undertaken in 2006/07, 2010/11, and 2021. Scenic roads were designated in a 2003 update and implementation of the **Scenic Road Bylaw**. The Towns system of walkways continued to be expanded.

Sudbury's environmental bylaws were considered models for use by other communities. The Town was one of the first municipalities to comply with state standards for aquifer protection through enactment of a **Water Resource Protection District Bylaw** and the Town's **Wetland Administration Bylaw**, most recently updated in 2017, has provided greater protection of natural resources than the state Wetlands Protection Act (Sudbury 2001:64). The Town adopted regulations for the use and protection of publicly accessible conservation lands in 2009.

Two Town studies are of particular note with respect to the character of Sudbury's historic landscape, the 2006 Heritage Landscape Report and the 2009 revision of the the Town's Open Space and Recreation Plan.

2006 Heritage Landscape Report

In 2006, the Massachusetts Department of Conservation and Recreation (DCR) and the Freedom's Way Heritage Association collaborated to bringing DCA's Heritage Landscape Inventory program to communities in the proposed Freedom's Way National Heritage Area, including Sudbury. The primary goal of the program was to help communities identify a wide range of historic and cultural landscapes within the community, particularly those that are significant and unprotected, and provide communities with strategies for their preservation.

Eight priority landscapes were identified in Sudbury, each of which is highly valued, contributes to community character and was not at the time permanently protected or preserved. They included:

Hop Brook Corridor –The Hop Brook corridor in Sudbury is 9.4 miles long, originating in Marlborough and flowing in an easterly direction through several of Sudbury's ponds to the Sudbury River. It is the largest tributary of the Sudbury River and was the site of at least seven historic mills, only a remnant of which remain. Although a center of conservation interest, Hop Brook was threatened due to pollution from the Marlborough Wastewater Treatment Plant

located west of the Wayside Inn complex. In October 2006 the operating permit for the treatment facility was revised requiring substantial upgrades to the facility and effluent.

Hunt-Bent Farm –The 100-acre Hunt-Bent Farm, also known as Waite Farm or Panty Brook Farm, is noted as one of the most beloved agricultural landscapes in Sudbury with agricultural fields lining both sides of Concord Road just south of Pantry Brook. The farm includes an assemblage of historic buildings at the crest of a hill overlooking its multi-layered landscape. High priority for preservation is given to this farm as acknowledged in the 2009 Open Space and Recreation Plan, the Report of the Land Use Priorities Committee and the Heritage Landscape Inventory project.

Indian Grinding Stone – The Indian Grinding Stone is a large boulder located on private property on Green Hill Road north of Route 20. The boulder is located about 30 feet from the road within the front setback of the property and is framed by a post and rail fence that runs behind the stone and along the two sides, but not in front. A significant piece of the boulder has been hollowed out forming a large bowl-like depression on one side of the boulder; the edges are rounded and the bottom of the bowl or mortar is smoothed as if a pestle were used repeatedly for grinding. The Sudbury Historical Society retains a lease on the stone and the small area around it allowing people to access and view the stone. The Indian Grinding Stone is included in the Town's historic resource inventory.

Nobscot Reservation – Nobscot Reservation comprises over 480 acres of which 311 acres are in Sudbury and the balance in the town of Framingham. The reservation is owned by the Knox Trail Council of the Boy Scouts of America and is part of Nobscot Hill, an area of about 600 acres in Sudbury. A 118-acre parcel adjacent to the reservation, with trails to the top of the hill, is owned by Sudbury and known as the Nobscot Conservation Area. The reservation once comprised several farms with open farmland, stone walls, and farm buildings. The stone foundations of buildings, stone walls, a smallpox cemetery, and other historic landscape features remain, and much of the land has reverted to woodland. There are a number of interesting geological features such as kettle holes and eskers that tell the history of the land formed by a receding glacier.

Sudbury River Corridor – Sudbury River and its marshlands form the eastern boundary between Sudbury and Wayland. Most of the river is protected as part the Great Meadows National Wildlife Refuge. Due to the wide marshland and the Wildlife Refuge ownership of the meadows on each side of the river, there is little development on the shores of the river. In 1999 the Sudbury River was designated as a Wild and Scenic River. The plan recommended that remaining private parcels along the river be protected.

Town Center – Sudbury Center, first known as Rocky Plain, has been the civic center since ca. 1723 when a meetinghouse was constructed in Sudbury's West Precinct on the site of the present First Parish Church. The Sudbury Center National Register District and the Old Sudbury Local Historic District extend well beyond the immediate center. The heritage Plan expressed interest in a study preparing recommendations to preserve the heritage landscape, retain visual

cohesiveness, provide links to open space and improve vehicular and pedestrian circulation.

Water Row Corridor – Water Row was laid out over an old Native American trail that followed the broad marshland of the Sudbury River. It is one of Sudbury’s most scenic roads with stunning views of marshland, the Sudbury River, meadows, an historic site and an occasional historic house. The Heritage Landscapes Plan recognized the natural, historic, and archeological significance of the landscape and proposed protection of parcels remaining in private ownership.

Wayside Inn Complex – The complexity and significance of the Wayside Inn property was acknowledged in the Heritage Landscape Plan including the changes and protections implemented under Henry Ford’s ownership. The property is recognized as a Local Historic District, National Register Historic District, and Massachusetts Historic Landmark District. The plan recommended protections for the property’s agricultural landscape.

In addition to the priority landscapes listed above, residents identified other critical concerns related to heritage landscapes and community character. These are town-wide issues and included preservation of remaining farmland, the impact of land use decisions, additional protections for scenic roads, and recognition of the importance of the Town’s stone walls. Additional properties of importance were listed, and documentation and planning tools were outlined in the plan.



Detail – Map of Sudbury, Mass. Surveyed by William Wood (SHS 1938)

2009 Open Space and Recreation Plan

Open space and recreation have been at the forefront of planning in Sudbury since the 1950s as a suburban quality of life issue. For over seventy years, Town residents have supported measures providing recreational facilities and protecting open space and natural resources. Of particular significance have been the 1997-1999 and 2009 Open Space and Recreation Plans and the adoption of the Community Preservation Act in 2002, which provides ongoing funding for land conservation.

The 2009 Open Space and Recreation Plan was prepared by the Town's Open Space and Recreation Committee and was approved at the state level allowing Sudbury to participate in the Massachusetts Division of Conservation Services grant program. The Plan described the Town's landscape and environmental context, inventoried properties of conservation and recreational interest, analyzed conservation and recreational needs, and provided a five-year action plan.

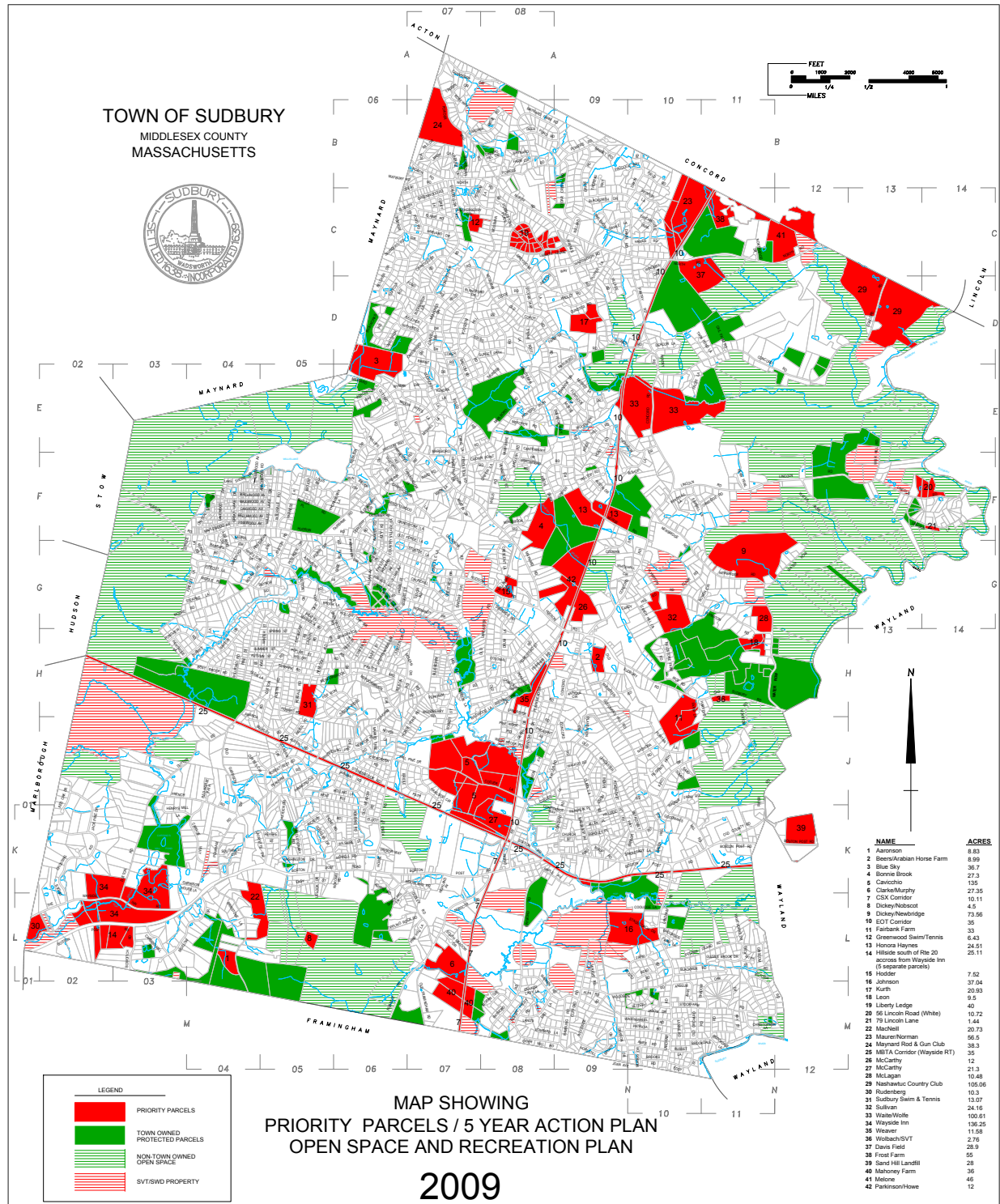
The 2009 Plan notes that many large land areas had already by that date been protected in Sudbury through combined governmental and non-profit initiatives. These include establishment of the Great Meadows and Assabet River National Wildlife Refuges, protection of conservation lands by the Sudbury Valley Trustees, and acquisition of park land by the Town.

The 2009 Open Space Plan identifies, analyzes, and prioritizes vegetative communities and habitat types, vernal pools, wildlife corridors, scenic landscapes, historic and cultural areas, and remaining agricultural lands. The plan identifies remaining large, contiguous tracts of land providing significant opportunities for additional conservation and protection of habitats, biodiversity, ecosystems, and recreational opportunities. Its summary of resource protection needs emphasizes:

- The preservation of open space as crucial to maintaining Town character and quality of life;
- Protection of wildlife corridors and critical habitats;
- Protection the Town's water resources and public water supply;
- Development of trails, walkways, and linkages for passive recreation.

The preservation of open space preserves remaining historic and cultural landscape features and is closely related to the goals of this historic preservation plan. Efforts to protect and preserve large land parcels in Sudbury that provide corridors for wildlife and recreational opportunities continue.

The 2021 Master Plan notes that Sudbury is defined by its open space and cultural landscapes which stem from its historic farming identity. The Master Plan notes that the Open Space and Recreation Plan is being updated as of this writing. Determining priority parcels helps the Town determine which resources and methods of preservation are best suited to continue the effort to help preserve the character of the Town and future recreational resources.



This map from the 2009 Open Space and Recreation plan shows conserved lands in green, lined green, and lined red. Priority parcels identified in 2009 for future conservation are shown in dark red. Parcels proposed for conservation are of value for their historic, cultural, and scenic attributes as well as for natural and ecological attributes.

Additional Planning Documents

Over the past several decades, Sudbury has established a full array of Town committees and commissions that have undertaken volunteer work on a variety of subjects. Most committees and commissions have issued reports on their activities and some have commissioned professionally prepared studies.

In June 2002, the **Final Report for A Community Vision for the Old Post Road** was released by The Cecil Group sponsored by the Town and the MA Department of Housing and Community Development. The visioning plan reviewed existing conditions and opportunities and constraints and suggested potential physical design recommendations for open space, mixed-use development, and streetscape treatments along the corridor.

In July 2004, the independent Sudbury Water District (not under Town jurisdiction) completed the **Source Water Assessment and Protection Report** relevant to the public water supply in the aquifer underlying the Town that supplies water to most properties. Such studies directly impact development and priorities in the protection of natural resources and conservation lands.

In 2005, the Town established a Ponds and Waterways Committee with a mission to study and establish strategies and options for the remediation and sustainability of publicly owned ponds and waterways. The committee's work was underway as the 2009 Open Space and Recreation Plan was being prepared, and it completed a **Ponds and Waterways Master Plan** in 2010.

In 2011, Sudbury completed a **Housing Production Plan** that was approved by the Massachusetts Department of Housing and Community Development identifying strategies enabling the Town to meet the minimum 10% threshold for affordable housing mandated by the state in MGL Chapter 40B. In 2016, the Town updated the plan.

In March 2015, the **Route 20 Corridor Urban Design Studies and Zoning Evaluations Report**, prepared for the Planning Board, was completed by The Cecil Group. The study considered potential changes in zoning for several commercial districts along the Boston Post Road and Union Avenue which included the Raytheon parcel. However, the study did not consider the impacts of recommended zoning changes on historic properties in the study area or in areas adjacent to it, like the Stone Tavern Farm to the west.

The **2016 Housing Production Plan** documents housing and demographics in Sudbury and is an important baseline report for planning purposes. The plan notes that most of Sudbury's housing (92%) is ownership units, mostly single family residences. The Town has a low percentage (8%) of rental units but has increased the amount of rental housing by 16 units over the last 10 years. In 2014 the Town added 64 units of rental housing at the Coolidge at Sudbury.

The median price of single family homes in Sudbury in 2015 was \$675,000, a 28% increase from 2000. The Housing Production Plan records that 23% of Sudbury households are cost-burdened, spending over 30% of their income on housing. According to the US Census, the median value of owner-occupied residences had increased to \$720,800 by 2020. The characteristics of homes

developed in Sudbury has changed dramatically since the 1950s and 1960s building boom – houses are significantly larger and more expensive today.

The Housing Production Plan summarizes that Sudbury is dominated by families with children under 18, has a growing 65+ demographic that is expected to increase dramatically in the next 15 years. The vast majority of Sudbury's housing stock is comprised of fairly large and expensive single family homes with market rental housing nearly non-existent. The plan concludes that there is a great need for more affordable housing in Sudbury, particularly rental housing and housing targeted at the 65+ demographic.

The plan outlines eight goals and nine strategies to increase affordable housing in Sudbury, ranging from preserving existing homes throughout Town to increasing the diversity of housing options by creating affordable housing for both ownership and rental in new developments.

Finally, as noted in the 2021 Master Plan, the Town of Sudbury is developing a **Comprehensive Wastewater Management Plan** as a 20-year planning document addressing wastewater needs and the information needed to qualify for state grants and loans for a wastewater treatment system.

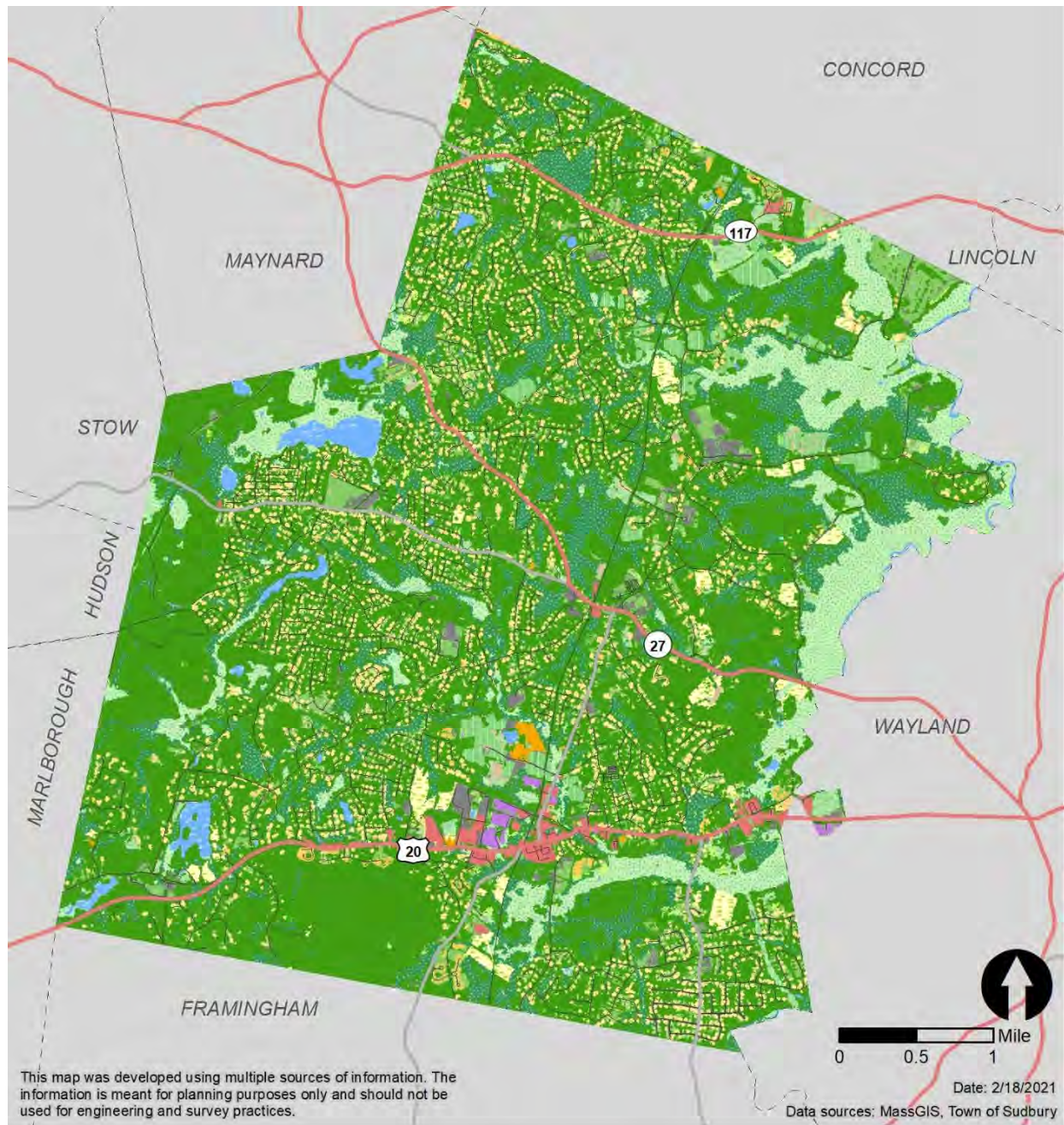
Primary focus of the study is the Route 20 corridor where, currently, businesses use on-site treatment systems which limit the types of establishments allowed and their size. Finding a wastewater treatment solution will protect Sudbury's drinking water in the Boston Post Road/Route 20 aquifer area, assist businesses with their wastewater disposal, and open opportunities for economic development along the roadway. Without alternative wastewater disposal there is a risk of groundwater contamination and loss of business. (Sudbury 2021:94)

I.C.7 SUDBURY'S 2021 MASTER PLAN

Work on the 2021 Master Plan was completed in September 2021 and was lead by a Master Plan Steering Committee representing the Planning Board with support by a team of professional planning consultants. Like the 1962 and 2001 Master Plans before it, the 2021 Master Plan reviews conditions existing at the time, documents issues of concern to the community, and outlines strategies to address issues over the next 20-year period.

The 2021 Master Plan is organized into three volumes: a Base Line Report, the Master Plan, and an Action Plan. The Baseline Report provides an overview of existing conditions across a range of topics and updates similar overviews included in the Town's previous master plans as well as other supporting plans and documents. The Baseline Report and its maps has been used as an information source for this Historic Preservation Plan.

The Master Plan is the primary document for setting policies and strategies, identifying the formative issues that will shape policy in all areas and laying out the framework for how the Town will achieve its vision. This Historic Preservation Plan uses the Master Plan's organization and strategies as a framework for addressing issues related to historic preservation and community character.



LEGEND

Numbered Highway	Residential - Single Family	Right-of-way	Bare Land
Major Road, Collector	Residential - Multi-Family	Cultivated	Forested Wetland
Local Roads	Residential - Other	Pasture/Hay	Non-forested Wetland
	Commercial	Developed Open Space	Water
	Industrial	Forest	Unconsolidated Shore
	Mixed Use	Grassland	Aquatic Bed
	Other Impervious	Scrub/Shrub	



Land cover map from the 2021 Master Plan. In contrast to the Town's pre-1940s agricultural character when there were few trees and the landscape was open, today Sudbury is primarily a suburban woodland infused and surrounded with conservation lands, mostly wetlands. (Sudbury 2021br:138)

The Action Plan details how the Master Plan will be implemented, outlining individual action items needed to address identified community issues and needs.

The Master Plan identified natural areas and open spaces, the Town's living history, and small town feel and sense of community as among the features they love and that contribute to community character and quality of life. Among the challenges are an aging demographic, rising costs of living, traffic, and connectivity attributable to an affluent maturing suburb. The plan confirmed and updated the vision statement on sustainability that was the philosophical touchstone for the 2001 Master Plan.

Master Plan Organization and Strategies

The Master Plan is organized into ten chapters, each addressing a different topic of importance to the Town's future planning and development. Each chapter outlines (a) an overarching goal of what the Town hopes to achieve with respect to that topic, (b) a review of opportunities, challenges, and needs describing important issues that impact the Town's future, and (c) policies and actions on how the Town plans to address challenges, meet local needs, and build upon available opportunities. Topics and proposed policies with potential impact on historic building and landscape resources are noted below.

Route 20 Corridor

Takes a comprehensive look at the future of Route 20, including issues related to housing, economic development, and infrastructure. The plan proposes continued visioning for future of the corridor and exploration of planning tools through which the desired vision can be realized, but did not consider historic resources in that visioning process.

As a historic roadway with many historic resources, the future of the Route 20 corridor is of particular importance to the Historic Preservation Plan. Historic resources along the corridor have been subject to inappropriate change and loss. Route 20 is Sudbury's principal commercial area and an important regional connector.

Recognizing that change is inevitable, implementation of the Historic Preservation Plan needs to anticipate the threats to remaining historic building and landscape resources and anticipate how change can be accommodated in a manner that preserves and enhances historic resources. Historic preservation advocates need to be ready before change comes with the means through which resources can be incorporated into the corridors vision.

Economic Development

The economic development chapter concentrates on building the Town's commercial tax base by supporting local businesses and building opportunities for new investments. The Master Plan notes that Sudbury's geographic isolation from surrounding growth areas impedes its potential as an economic center, reinforces its role as a residential enclave, and impacts the reliance on residential properties to support the tax base.

The Master Plan supports the effort to attract, retain, and expand business development. This task will most likely, again, impact the Route 20 corridor most heavily and the historic resources within it.

Transportation and Connectivity

The transportation section of the Master Plan addresses all modes of transportation with the goal of creating safe and equitable access for all Sudbury residents. Traffic congestion on major cross-town routes is a particular challenge. So is the character of the existing roadways, many of which have been designated as scenic roads and are central to the Town's rural suburban character. The importance of extending and improving the Town's pedestrian walkways and bikeways and retaining their informal rural character was noted.

The Master Plan commits to continue identifying, designing, and installing physical improvements to its roadways system in a way that increases public safety and pedestrian/bicycle mobility. The Historic Preservation Plan is interested that such improvements be accomplished in a manner that reinforces, preserves, and enhances the character of the historic landscape.

Historic and Cultural Identity

The Master Plan has a strong section on historic character that builds upon the Town's strong foundation for preserving and enhancing Sudbury's historic and cultural assets. The 2021 Master Plan recommended the preparation of this Historic Preservation Plan. Discussed in more detail in other sections of this Historic Preservation Plan, this plan is intended to further develop and begin implementation of this aspect of Sudbury Master Plan.

Natural Environment

The Master Plan promotes protection of the Town's important natural resources, including groundwater, surface water, forests, and wetlands. As in previous planning documents, the Master Plan focuses on the water resources that supply the Town's public water supply system as well as forest habitats, biodiversity, and ecosystem protection and remaining farmlands.

The Master Plan commits to protection of the Town drinking water supply, best management practices for stormwater management, enhancing the quality of surface water resources, and policies and standards that protect and improve the Town's natural resources.

Natural resources are of historical interest as they have supported the Town's post-European contact residents for almost four centuries and pre-European contact populations for almost one hundred and twenty centuries. Natural resources shaped land use in historic times. Their protection goes hand-in-hand with historic preservation interests and methodologies.

Conservation and Recreation

Sudbury and its surrounds are notable for their conservation lands, which contribute substantially to the character of the community and quality of life. The Master Plan seeks to continue building efforts to preserve important habitat and promote healthy lifestyles through active recreation opportunities.

Sudbury is committed to continuing to support the conservation of natural landscapes and to making the landscape accessible through walkways, trails, and other means. The conservation lands preserve the historic and cultural landscape as well as natural resources. The conservation of remaining agricultural lands is of particular significance. A property's historic attributes should be among the criteria considered when prioritizing which lands to conserve. This Preservation Plan emphasizes land conservation.

Town Facilities, Services, and Infrastructure

The Town of Sudbury owns a number of historic properties of which it has been a good steward over the years. The Town continues to acquire new properties of historical significance through parks and conservation initiatives. The Master Plan addresses municipality's responsibilities in continuing to provide high quality services to residents and businesses. Much of the focus is on livability, accessibility, maintenance, and municipal services. Historic preservation interests need to be involved in discussions and provide input when appropriate.

Housing

Sudbury has responsibilities in focusing on housing diversity and affordability in meeting the diverse needs of residents all ages and income levels. The Town of Sudbury has made significant progress increasing its stock of diverse housing based upon the 2016 Housing Production Plan. With the update to the Master Plan, the Town should consider an updating to the Housing Production Plan. The Town may wish to pursue a broader housing strategy that will still be used to maintain the required 10% affordable housing threshold but can also address housing diversity without obligations to annual production targets.

The Town's greatest opportunity to increase its housing diversity lies on Route 20, and this is discussed in the chapter on Route 20. Beyond the Route 20 corridor, the Master Plan's assessment on potential future development suggests there is limited capacity for the Town to significantly increase the number of single-family homes. Within the predominant zoning scheme, the ability for the Town to construct new homes on empty lots could be, for all practical purposes, exhausted over the next 20 years.

The review of unprotected land showed only a limited number of tracts that might support new subdivisions of significant size. While these tracts will likely be developed at some point, the majority of new single-family development will probably occur as small one- or two-unit developments scattered throughout the community. This small-scale, piecemeal growth in Sudbury's residential areas will help to retain the rural suburban character many residents called out as one of the more desirable characteristics of the community.

With limited land available for new development, high levels of local capacity, and a history of successful strategic housing development, Sudbury will continue to advance a thoughtful, sustainable housing approach. A fundamental component of this approach will be careful consideration of new housing options in specific areas of the community. Historic preservation interests need to remain engaged in review of new subdivision planning and development

proposals.

Resiliency

The Master Plan recognizes the potential impacts of natural hazards and climate change and the need for the Town to adapt. Through resiliency planning, the Town can assess the capacity of facilities and infrastructure that the community depends upon to provide services, perform economic functions, meet social needs, and determine how they will be able to respond and adapt to anticipated impacts and changes.

Planning proposals can reinforce and enhance historic and community character. Proposals have included stormwater planning, recharge proposals, use of porous paving in village districts, limiting of land disturbance, and use of tree preservation and maintenance bylaws.

Energy conservation initiatives need to be balanced with impacts on historic properties. Alternatives suggesting retrofitting historic buildings and replacing historic windows need to be use preservation techniques that preserve authentic historic building fabric. A 2020 Solar Bylaw in Sudbury allows small-scale ground mounted solar energy systems in all zoning districts. Installations must go through the site plan review process to address public safety and minimize undesirable impacts to neighborhoods as well as scenic, natural, and historic resources. Roof-mounted installations on single- and two-family homes are allowed by right, and those on multi-family structures and non-residential buildings must go through the site plan review process. Potential impacts on historic buildings, especially in historic districts, are under consideration.

Public Health and Social Wellbeing

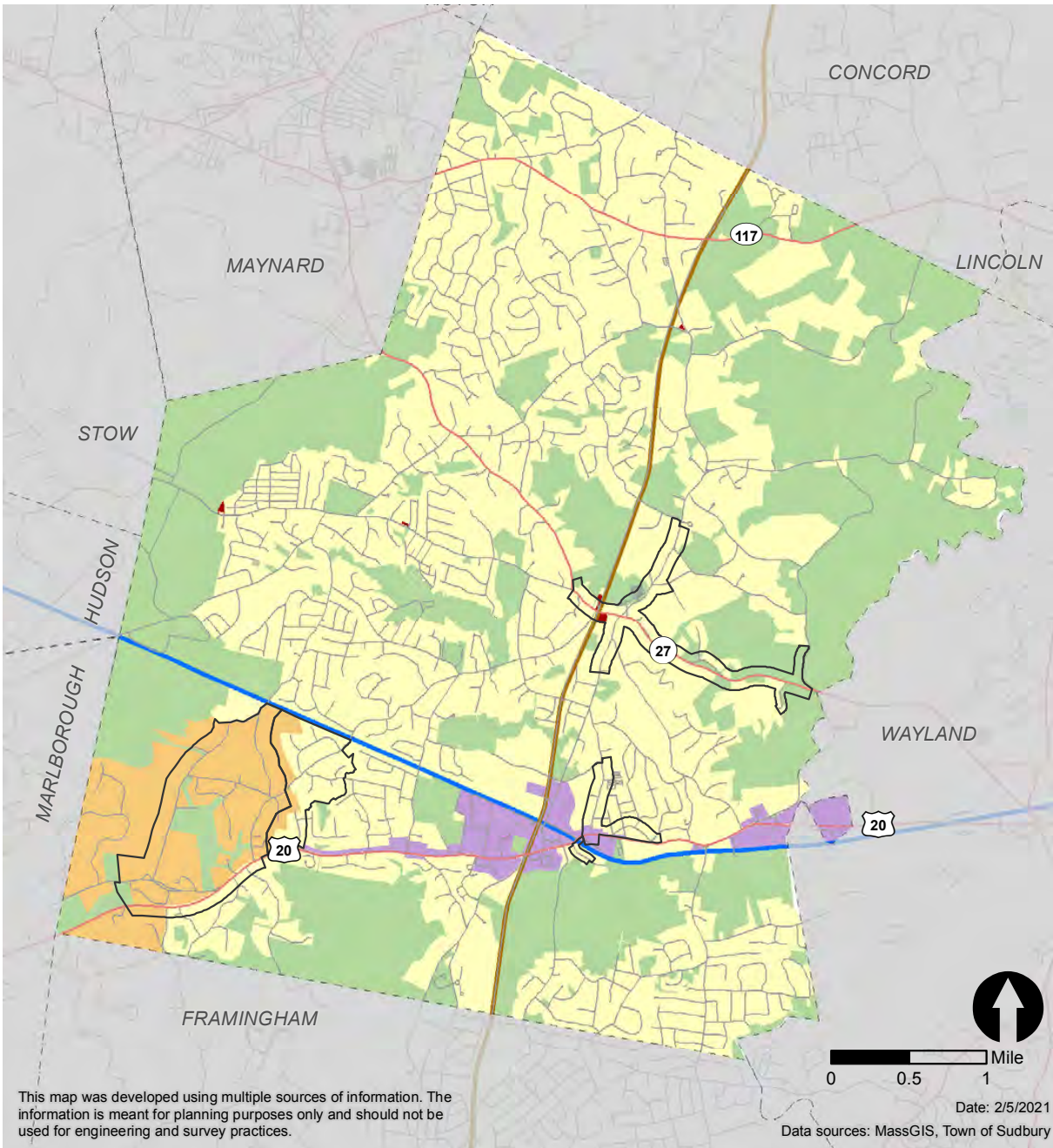
The Master Plan focuses on resources in Sudbury that allow residents to be healthy and productive citizens. Topics include mental health, environmental health, and services for the elderly. Environmental public health focuses on protecting people from threats to health and safety posed by outdoor air quality, water contamination, toxic substances, hazardous waste, fertilizers, herbicides, and pesticides. Sudbury is committed to building capacity in its social services and working to strengthen social and civic engagement in bringing residents together.

Future Land Use

The Master Plan's Future Land Use Map illustrates future land use patterns that will meet the issues and needs described in the Master Plan. The map is designed to provide context for future bylaw amendments and other land use policies.

Open Space and Recreation areas provide residents with publicly accessible passive and active recreational opportunities as well as conservation land dedicated to protecting natural resources. These areas are owned and/or managed by the Town, a state or federal agency, or non-profit organization or land trust. Conservation lands are of historic and cultural significance.

Areas categorized as **Commercial and Business** focus on activities that provide goods and services to local residents. They are primarily small establishments dispersed throughout the Town.



LEGEND

- | | | |
|-----------------------------------|-------------------------|-------------------------|
| Numbered Highway | Residential | Local Historic District |
| Roads | Rural Residential | |
| Proposed Bruce Freeman Rail Trail | Route 20 Mixed Use | |
| Proposed Mass Central Rail Trail | Commercial & Business | |
| | Open Space & Recreation | |



Future land Use Map from the 2021 Master Plan. The map is largely consistent with land use maps from previous master plan, though implementation strategies have evolved. (Sudbury 2021:131)

Route 20 Mixed-use is a focal point for economic and housing opportunities for Sudbury. Activities could include goods and services, flexible office space, and diverse housing options, such as multi-family dwellings, smaller units, and more affordable priced living options. Improving walking and biking safety are high priorities. The area should connect to the Bruce Freeman Rail Trail as this amenity comes to fruition. Public infrastructure investments, including wastewater treatment and roadway circulation improvements, are critical to attracting private interests. Impacts on existing historic resources and the potential to preserve and enhance historic character must be included in planning and development, both within and outside of historic districts.

Residential areas cover most of the Town. For the most part, these areas consist of single-family homes, many on lots between one and two acres. Where acreage is available, clustering homes to preserve natural areas could be considered. Changes to the zoning bylaw could also offer an alternative solution to this issue. Consideration of historic building and landscape resource should be incorporated into planning and development processes.

Rural Residential areas consist primarily of single-family homes on lots five acres or more in the area around the historic Wayside Inn. Where acreage is available, clustering homes to preserve natural areas is preferred as well as zoning changes to the land requirements with consideration to preserving natural areas.

Local Historic Districts are noted on the Future Land Use Map to ensure development within and adjacent to these districts complement these resources and are linked to planned accessible walking and biking amenities that connect these areas to other destinations such as open space and recreation, residential neighborhoods, commercial areas, schools, and other public spaces.

I.C.8 CONCLUSION

Over the past eighty years, Sudbury has developed a robust set of planning initiatives and processes involving an array of volunteer committees and commissions addressing community interests and needs. At the heart of Sudbury's appeal as a suburban residential community is its natural and historic landscape character. Though largely developed with residential homes, Sudbury's character and quality of life have been retained and enhanced over the decades and is prized by its residents. This Historic Preservation Plan seeks to facilitate emphasis on the preservation and enhancement of historic building and landscape resources as a central component of Sudbury's character.



I.D – ANNOTATED LIST OF PARTNERS AND STAKEHOLDERS

The following list of potential Preservation Partners and Stakeholders was prepared to identify organizations with interests in and/or influences upon historic preservation and historic resources in Sudbury. The list was also used to guide outreach during preparation of the Historic Preservation Plan. Through outreach and discussion, the planning team sought to coordinate with entities that have interest in Sudbury's historic properties and identify mutually supportive roles that the entities might play in the Preservation Plan's development and implementation.

This list of Preservation Partners and Stakeholders has been divided into various groupings, including statewide partners, regional partners; Town governmental departments; Town boards, commissions and committees; and non-profit and other types of local entities. Brief descriptions have been prepared for each entity noting how their work may influence or relate to historic resources. Information describing the partners and stakeholders has been drawn from their websites, published reports, and other publicly available sources.

I.D.1 STATEWIDE PARTNERS

Massachusetts Historical Commission (MHC)

The Massachusetts Historical Commission (MHC) is the designated State Historic Preservation Office in Massachusetts, as required by the National Historic Preservation Act, a governmental entity responsible for managing the Commonwealth's historic preservation program in partnership with the National Park Service at the federal level. Among its many programs, the MHC maintains a Cultural Resources Fund, which is a major source of preservation and rehabilitation funding for public facilities of historical significance.

This Historic Preservation Plan for Sudbury is funded in part through a grant from MHC and is being prepared in partnership with MHC staff. See Chapter 1, *Introduction to Historic Preservation Planning* and Appendix A, *National and State Historic Preservation Programs*, for additional information on MHC organization, responsibilities, and programs.

Preservation Massachusetts

Preservation Massachusetts is a statewide non-profit historic preservation organization dedicated to preserving the Commonwealth's historic and cultural heritage. Preservation Massachusetts is an advocacy and education organization working with individuals, organizations, and businesses to revitalize their communities, historic buildings, and landscapes through historic preservation. Among its initiatives most important to communities is its Circuit Rider program through which Preservation Massachusetts provides technical assistance to municipalities.

Massachusetts Department of Conservation and Recreation (DCR)

The Department of Conservation and Recreation is the Commonwealth of Massachusetts state parks agency and is steward of one of the largest state parks systems in the country. Its 450,000 acres is made up of forests, parks, greenways, historic sites and landscapes, seashores, lakes, ponds, reservoirs and watersheds. In Sudbury, DCR partnered with the Town in conservation of the King Philip Woods along Old Sudbury Road and Water Row. DCR also manages the Marlborough-Sudbury State Forest on the west side of the Town and is currently working on design of the Mass Central Rail Trail. In 2006, DCR worked with Town staff and residents to prepare a Freedom's Way Landscape Inventory, the Sudbury Reconnaissance Report, under the Massachusetts Heritage Landscape Inventory Program.

All of these projects involve historic landscape resources and some involve historic properties which have potential for interpretation. DCR is committed to its mission of identifying and preserving historic resources within the landscapes under its management. See Section I.A, *Introduction to Historic Preservation Planning*, Section I.C, *History of Historic Preservation Planning in Sudbury*, and Appendix A, *Federal and State Preservation Programs*, for additional information on DCR's organization and landscape preservation programs.

Massachusetts Cultural Council

The Massachusetts Cultural Council is a state agency promoting excellence, inclusion, education, and diversity in the arts, humanities, and sciences fostering

a rich cultural life for Massachusetts residents and contributing to the vitality of communities and economy. The Cultural Council receives an annual appropriation from the state legislature and funds from the National Endowment for the Arts, and others. In turn, the Massachusetts Cultural Council makes thousands of grants directly to non-profit cultural organizations, schools, communities, and individual artists.

Sudbury participates in the Massachusetts Cultural Council's *Local Cultural Council Program* through which the Town receives an annual grant, which it in turn distributes to local organizations through the Town's Cultural Council, discussed further below under Boards, Commissions, and Committees. The Massachusetts Cultural Council's *Cultural District Program* is particularly relevant to many heritage tourism communities providing educational and interpretive programs to residents and the general public.

Community Preservation Coalition

The Community Preservation Coalition is an alliance of open space, affordable housing, and historic preservation organizations working with municipalities to help them understand, adopt, and implement the Massachusetts Community Preservation Act. The Coalition was formed in the 1990s with the goal of achieving passage of the Community Preservation Act. With leadership and help from a diverse Steering Committee, the Coalition works to preserve Massachusetts communities' unique character by advocating for and supporting the Community Preservation Act, advancing smart growth and sustainable development for communities across the Commonwealth. The Coalition is a statewide reference to local communities for guidelines and use of the Community Preservation Act.

I.D.2 REGIONAL PARTNERS

Metropolitan Area Planning Council

The Metropolitan Area Planning Council (MAPC) is the regional planning agency serving the people who live and work in the 101 cities and towns of Metropolitan Boston. Established in 1963, MAPC is a public agency created under Massachusetts General Law Chapter 40B Section 24. MAPC is governed by representatives from each city and town in its region, as well as gubernatorial appointees and designees of major public agencies.

Each municipality within the greater Boston region belongs to one of eight MAPC sub-regions, each led by a MAPC staff member. Each sub-region includes municipal officials and regional and community stakeholders, who work together to develop an annual work plan and priorities.

Sudbury is located within the **Minuteman Advisory Group on Interlocal Coordination (MAGIC)**, a group of 13 suburban communities northwest of Boston working collaboratively on regional issues. In addition to Sudbury, MAGIC includes the Town's adjacent communities of Hudson, Stow, Maynard, Concord, and Lincoln. Sudbury connects to these communities through Routes 117 and Route 27 as well as several regional connectors. Sudbury shares a regional high school district with Lincoln. Issues related to rural suburban

growth are common to these communities. MAGIC's goal is to cooperate with and assist each member municipality in coordinating its planning and economic development so as to obtain maximum benefits for the western suburbs.

Sudbury also has interests in the regional group to its south, the **MetroWest Regional Collaborative (MetroWest)**. This group includes the adjacent communities of Wayland, Framingham, and Marlborough to which Sudbury connects via Routes 20 and 27, Landham, Nobscot, and other roads. The communities share several connected suburban neighborhoods and growth areas in common.

Member communities focus on a broad range of issues that affect the western suburbs, including sustainable development, equitable housing, clean energy, climate change, and transportation. MAGIC and MetroWest are guided by the principles found in the MetroFuture Plan, MAPC's regional development blueprint for the Boston Metropolitan area. Sudbury coordinates with the MAPC and MAGIC in its community planning and growth management strategies and has received planning support from them over the years.

Freedom's Way National Heritage Area

Freedom's Way National Heritage Area was established by Congress in 2009 to assist local and regional partners in preserving the special historical identity of the heritage area and in preserving, protecting, and interpreting its cultural, historic, and natural resources for the educational and inspirational benefit of future generations.

Freedom's Way National Heritage Area is comprised of 45 communities in north-central Massachusetts and southern New Hampshire. Freedom's Way includes urban, suburban, and rural communities that share a common landscape and cultural heritage. Sudbury is located along the southern edge of the National Heritage Area, which include Hudson, Stow, Maynard, Concord and Lincoln but not Marlborough, Framingham, or Wayland.

Freedom's Way National Heritage Area is managed by the Freedom's Way Heritage Association Inc., an independent non-profit organization designated by Congress as the national heritage area's local coordinating entity. The Heritage Association receives an annual appropriation of funding from Congress for implementation of the heritage area as outlined in a management plan completed in 2012. The Heritage Association guides the heritage area's initiatives in coordination with local partners and stakeholders. Sudbury may engage with the Heritage Association and regional partners in implementing the plan, particularly with regard to education and interpretation.

Sudbury Valley Trustees

The Sudbury Valley Trustees, founded in 1953, is a member-supported, 501(c)3 nonprofit organization that works in a 36-community region between Boston and Worcester protecting natural areas and landscapes within the Sudbury, Assabet, and Concord River watershed. Sudbury Valley Trustees is the leading regional land trust and collaborates with the Town of Sudbury in protecting environmentally significant tracts of land throughout the Town.

Sudbury Valley Trustees owns about 673 acres of land in Sudbury. It supports historic preservation through its conservation efforts by protecting important historic landscapes, including existing farmland, former farmland that has reverted to woodlands, wetlands, and other significant open space that contributes to the character of the community. Sudbury Valley Trustees' headquarters is located at Wolbach Farm, a historically significant property and garden.

Great Meadows National Wildlife Refuge

The Great Meadows National Wildlife Refuge is comprised of more than 3,800 acres stretching along the Sudbury and Concord Rivers. Initially established in 1944 and expanded to Sudbury in the 1960s, the refuge was created under the Migratory Bird Conservation Act “for use as an inviolate sanctuary, or for any other management purpose, for migratory birds.” Roughly 85 percent of the refuge is composed of valuable freshwater wetlands.

The Great Meadows National Wildlife Refuge is comprised of two units or divisions—the Concord Division (1,542 acres) and the Sudbury Division (2,321 acres). The Sudbury Division is located along the Sudbury River in Sudbury and Wayland and conserves a significant area of land bordering the two towns.

Great Meadows National Wildlife Refuge is one of eight national wildlife refuges that comprise the Eastern Massachusetts National Wildlife Refuge Complex and are managed together by the U.S. Fish and Wildlife Service. Centrally stationed staff take on duties at multiple refuges. Great Meadows is one of two staffed offices within the Complex and houses the Refuge Complex Headquarters and administrative personnel. The Great Meadows National Wildlife Refuge is a key conservation partner in Sudbury.

Assabet River National Wildlife Refuge

The Assabet River National Wildlife Refuge is part of the Eastern Massachusetts National Wildlife Refuge Complex mentioned above and is the most recent addition to the Complex, created in the fall of 2000. First established during World War II as Fort Devens' Sudbury Training Annex, the property served as an ammunitions storage facility and training area. The 2,230 acres of refuge lands were transferred to the U.S. Fish and Wildlife Service in 2000 in accordance with the Defense Base Closure and Realignment Act of 1990.

The refuge consists of several separate pieces of land: a 1,900-acre northern section, a 300-acre southern section, and 114 acres scattered along the Assabet River in Stow. It has a large wetland complex, several smaller wetlands and vernal pools, and large forested areas which are important feeding and breeding areas for migratory birds and other wildlife. The refuge has 15 miles of trails open to the public. Its main entrance and visitor center are located off of Hudson Road in Sudbury.

The Sudbury, Assabet & Concord Wild and Scenic River Stewardship Council

A 29-mile length of the Sudbury, Assabet, and Concord Rivers was designated as a wild and scenic river by Congress in 1999 based upon a River Conservation Plan that was prepared and approved by local municipalities. The River

Stewardship Council was then established to coordinate conservation of the wild and scenic river.

The Council functions as an official advisory committee to the National Park Service on federal permits affecting the river's resources. The Council raises awareness of the rivers through events and publications, including RiverFest, an annual celebration, and facilitates efforts to preserve and improve the river and its resources. The Council is comprised of eight municipalities along the rivers, the Sudbury Valley Trustees, National Park Service, U.S. Fish and Wildlife, and representatives of the Commonwealth of Massachusetts.

Native Plant Trust

The Native Plant Trust is an independent non-profit organization based in Framingham as the nation's first plant conservation organization and the only one focused solely on New England's native plants. The Trust was established more than a century ago, when ecology was a new word, to stop the destruction of native plants. Today, the Trust remains a national leader in native plant conservation, horticulture, and education.

The Native Plant Trust saves native plants in the wild, grows them for use in gardens, and educates the public on their value and use. With a staff of 25, the Trust is based at Garden in the Woods, a renowned native plant botanic garden. Staff and trained volunteers work throughout New England to monitor, protect, and restore rare and endangered plants, collect and bank seeds for biological diversity, detect and control invasive species, conduct botanical and horticultural research, and educate the public, from home gardeners to professional land managers. The Trust is a potential conservation partner for Sudbury and its residents.

Federal and State Recognized American Indian Tribes

The federal government officially recognizes the Mashpee Wampanoag Tribe, the Wampanoag Tribe of Gay Head (Aquinnah) and the Narragansett Indian Tribe who have monitored and investigated indigenous historic and cultural resources in Sudbury to advocate for their protection and preservation. Federally recognized tribes designate Tribal Historic Preservation Officers to consult on a government-to-government footing with federal agencies under Section 106 of the NHPA. The Nipmuc Nation, although not federally recognized, is a recognized tribe by the State of Massachusetts and consult with the Massachusetts Historical Commission.

Commission on Indian Affairs

Housed within the Massachusetts Department of Housing and Community Development, the Commission on Indian Affairs assists Native American individuals, tribes, and organizations in their relationship with state and local government agencies and to advise the Commonwealth in matters pertaining to Native Americans.

I.D.3 TOWN OF SUDBURY – DEPARTMENTS

Municipal policy is implemented and managed by an array of Town departments under the direction of the Select Board and Town Manager and in support of other Town boards, commissions, and committees. A number of Town departments or offices are directly involved in support of municipal policy on historic preservation issues.

Town Manager's Office

The Town Manager is appointed by the Select Board and is responsible for the management of all Town departments. The Town Manager is the appointing and contracting authority for all departments except the schools and the health department, and is responsible for overseeing all budgetary, financial, and personnel administration activities of the Town. This includes preparing the annual budget, appointing all staff and setting compensation, formulating and implementing personnel policies, and negotiating all contracts with the Town's union employees. Under the Town's Charter, the Town Manager is legally responsible for the physical maintenance of all Town-owned buildings, including Town-owned historic properties, with exception of properties owned by the Sudbury and Lincoln-Sudbury Regional School Committees.

Administrative staff in the Town Manager's office serve as liaison between the public and the Select Board, handles all phone calls, visitors, and correspondence directed to the office, and maintain all records of Select Board meetings. The office staff prepares the warrants for all Annual and Special Town Meetings, election notices for all elections, and coordinates the Town's Annual Report.

Town Clerk's Office

State law provides that the Town Clerk is the official keeper of the Town Seal and serves as custodian of Town records which include the 1638 Proprietary Records of Sudbury Plantation, and other official documents filed in the Town Clerk's Office. The Town Clerk is responsible for the maintenance, preservation and disposition of Town records in the Town Clerk's custody.

Planning and Community Development Department

The Planning and Community Development Department is responsible for supporting and coordinating planning and development-related activities of the Town, including land use and master planning, economic development, and open space conservation.

The Department staffs the following boards and committees and supports management of their activities: Planning Board, Design Review Board, Zoning Board of Appeals, Sudbury Housing Trust, Community Preservation Committee, Sudbury Center Improvement Advisory Committee. The Department provides administrative support to the Historic Districts Commission and the Historical Commission.

Conservation Office

The Conservation Office is an entity within the Planning & Community Development Department responsible for staff activities supporting the Conservation Commission. The Conservation Commission was established in 1962 to protect local natural resources and features and to act as stewards of the town's conservation properties.

Town Historian

The Town Historian is an annual appointment by the Select Board. The duties of the Town Historian are to provide authoritative information on the history of Sudbury and its resources to Town officials, boards, committees, and staff as needed or required based on accurate data and objective evaluation and interpretation.

Examples may include background material for the commemoration of significant events, and anniversary celebrations; data concerning ancient roads, bounds, land allotments, and decisions which bear upon the resolution of contemporary legal questions; genealogical information; and information on buildings and sites.

Sudbury Park and Recreation

The Town of Sudbury owns and maintains recreation and open space land to meet diverse objectives including public access to nature, opportunities for active recreation, and protection of critical natural resources. Several of the Town's parks are historically significant landscapes and have historic resources.

Sudbury Park and Recreation is the Town's park and recreation department and provides recreation activities, facilities, and general amenities to the public. It is known officially as the Sudbury Park, Recreation, and Aquatics Department.

The Department offers a wide range of programming for all ages and all interests, from educational instruction to sports to summer camps. Its goal is to provide opportunities for relaxation, learning and socialization that promote a strong sense of community; as well as personal growth and well-being in a safe and fun atmosphere.

Sudbury Park and Recreation is managed by six staff including a Director, an Administrative Assistant, an Aquatic Supervisor, an Aquatics Program Coordinator, a Recreation Program Coordinator, and a Youth and Teen Coordinator. Staff at Atkinson Pool also includes two aquatics staff, a lifeguard, and many part-time and seasonal employees.

Building Department

The Building Department is responsible for issuing all building, electrical, plumbing and gas permits. Building Permits are required for all construction that is not an ordinary repair as defined by the latest edition of the Massachusetts State Building Code. Their work involves plan review; permit issuance; and inspection of all building, electrical, plumbing, gas, and mechanical construction in the Town.

The Building Inspector is also the Zoning Enforcement Officer for the town, which includes provisions impacting historic buildings and landscapes under the Demolition Delay Bylaw.

Department of Public Works

The Department of Public Works is responsible for a wide range of Town activities related to the planning, development, maintenance, and operation of the Town's public landscape infrastructure and services. The Department has five divisions with a total of 34 employees—Engineering (four), Highway (19), Transfer Station/ Recycling Center (two), Tree and Cemetery (five), and Parks and Grounds (four).

Most importantly with respect to historic preservation, Public Works is responsible for the landscape maintenance in the vicinity of the Town's historic buildings, as well as maintenance of objects, markers, parks, and cemeteries.

Engineering Department

The Engineering Department is a division of the Department of Public Works and is responsible for planning the construction of water, sewer, street, and drainage projects in Sudbury and consists of the Deputy Director of Public Works and four engineers. The division provides engineering services to numerous Town boards and committees, Sudbury Public Schools, and Town departments (Police, Fire, Planning and Community Development, and Conservation) as well as the Sudbury Water District.

The Engineering Department oversees planning, design, and construction of roadway projects; assists with maintaining compliance with various state and federal programs; manages the Town's Street Opening Permits; reviews development and redevelopment plans to ensure roadway and utility changes conform to the Town's construction standards; inspects modifications and expansions to the roadway and stormwater networks; maintains the municipal Geographical Information System (GIS); and archives a large collection of irreplaceable plans and documents. Projects the Engineering Department is involved with impact the Town's historic landscape.

Cemetery Department

The Cemetery Department is a division of the Department of Public Works and is responsible for the operation and maintenance of seven Town cemeteries which are significant historic landscape resources. They include Mount Pleasant, New Town Cemetery, Old Town Cemetery, Revolutionary, St. Elizabeth's Memorial, Bay View Cemetery, and Wadsworth Cemetery. Sudbury residents and previous Sudbury residents may purchase cemetery lots. The Cemetery Department performs grave openings and interments.

Highway Department

The Highway Department is a division of the Department of Public Works and is responsible for the maintenance of all public streets and roads. Maintenance includes pavement management; leveling, grading and marking roads; snow plowing and sanding; street sweeping; pothole repair; sign and vandalism repair; shrub and tree care; drainage maintenance; and support of civic

activities. Many of the Town's roads are of historical significance and some are officially designated as Scenic Roads.

Parks and Grounds Department

The Park and Grounds Department is a division of the Department of Public Works and is responsible for the landscape maintenance of the Town's buildings, athletic fields, open space, and conservation land. Landscape maintenance includes mowing, aerating, fertilizing, irrigation and system maintenance; weed and insect control; litter clean-up; leaf removal; leveling, grading and marking fields; fence and vandalism repairs; shrub and tree care; and support of Town offices and civic activities.

Facilities Department

The Facilities Department is responsible for the facility planning, renovation, construction, energy conservation measures and efficiencies, preventative and regular maintenance, and repair of all Town-owned buildings, including the Town's elementary schools. A number of Town buildings are of historical significance, including the Loring Parsonage, Hosmer House, Hearse House, Goodnow Library and Broadacre Farmhouse (see Section II.F for more information about Town-owned historic properties.)

Sudbury Public School District

The Sudbury Public School District serves the pre-K to grade 8 student population in Town. It includes four elementary schools (grades pre-K to grade 5) and one middle school (grades 6 to 8). Sudbury's schools are reaching an age where they may be considered as of historical interest and significance.

In the 2018-2019 school year, enrollment was 2,653. In recent years, the district has been seeing a slow decline in enrollment. Sudbury's student population is an important constituency for education and engagement on regional history and civics.

Lincoln-Sudbury School District

The Lincoln-Sudbury School District is an independent entity that manages the Lincoln-Sudbury Regional High School complex which includes the historic White House, attended by high school students in Sudbury and Lincoln. The school is located on Concord Road in Sudbury and serves grades 9 to 12. Similar to the Sudbury School District, enrollment has been declining in recent years. Since the 2013-2014 school year, enrollment has been declining slowly but has remained largely flat since 2017. As with the elementary schools, the high school student population is an important constituency for education and engagement on regional history and civics.

The Lincoln-Sudbury School District offers various courses and activities for adults. The adult education program aims to engage in activities to gain new forms of knowledge, skills, attitudes, or values leading to personal fulfillment as a lifelong learner. Historical subjects are of interest.

Goodnow Library

The Goodnow Library is a municipal department overseen by the Board of Library Trustees. The library opened on April 4, 1863 as the second free public library in Massachusetts. The library was a gift to the Town by Sudbury native John Goodnow. It is located in the village of South Sudbury.

The Goodnow Library is located in a historically significant Town-owned building. It began as an octagonal building with windows on all sides and a cupola on top. Additions were added in 1885, 1894, 1971 and finally the largest in 1999. Throughout all the library's changes, the original 19th-century building remains. It has been carefully restored to resemble the 1863 structure, and is listed on the National Register of Historic Places.

The Goodnow Library is a central destination and prominent institution within the Town. In a recent year, 370,000 items were circulated; 161,000 visitors used the library; 7,600 people attended more than 300 programs; and 146,000 searches were done on the library's free electronic resources. The library has 5 full-time and 27 part-time library staff.

The library maintains an extensive Local History Collection with the goal of to preserving, collecting, describing, exhibiting, and making publicly accessible materials that document the history of Sudbury and its inhabitants. The historical collections are available to the general public on a limited basis for research involving local, genealogical and/or historical issues.

The Goodnow Library is part of the Minuteman Library Network, a consortium of 43 libraries made up of 36 public libraries and 7 college libraries in the Metrowest region of Massachusetts. Materials are available from these libraries, as well as across the Commonwealth via a statewide delivery system.

I.D.4 TOWN OF SUDBURY – BOARDS, COMMISSIONS AND COMMITTEES

The Town of Sudbury has established a number of volunteer boards, commissions, and committees to oversee and manage aspects of the Town's interests. Several of the boards and committees are required or inferred in the Town's charter, which was adopted by the state legislature in 1994. Others have been established by the bylaws approved at Town Meeting over the years. Several of these are required by the Town's participation in state-sponsored programs.

Forty boards, commissions, and committees are listed on the Town's website, and at least thirty-two more have been dissolved since 2004. The individuals serving on these entities are volunteers selected for their interests and expertise. A number are elected as required by the Town charter. Most, however, are appointed to their positions by the Select Board and by other relevant commissions when appropriate.

Entities managing aspects of municipal policy with potential impacts on historic resources include those listed below.

Select Board

The Select Board consists of five members, each of whom is elected for a three-year term. The Select Board serves as the primary policy-making body of the Town. They provide oversight for matters in litigation, act as the licensing authority for a wide variety of licenses, and enact rules and regulations for a variety of Town related activities. The Select Board serves, along with the Town Treasurer, as Trustees of Town Trusts. Select Board members serve without compensation.

Staff in the Select Board's Office accept articles for Town Meeting, prepare Town Meeting Warrants, and produce the Town's Annual Report. Staff also serve as liaison between the public and the Board, handle phone calls, visitors and correspondence directed to the Office and maintain all records of Select Board meetings. They also maintain the database of all Boards and Committees appointments and resignations.

The Select Board is responsible for Town-owned properties, many of which are historically significant. The policies and programs they support have a significant impact on individual historic properties and Town-owned sites, and the character and quality of life of the Town.

Planning Board

The Planning Board is responsible for overseeing implementation of the Town's zoning, subdivision, and land development bylaws and regulations. It is instrumental in implementing the Town's growth management policies. The Planning Board reviews and approves zoning and land development applications, has overall responsibility for writing and implementation of the Town's Master Plan, and recommends amendments to zoning, subdivision, and land development bylaws and regulations. Many proposed projects and issues addressed involve historic resources and landscapes.

The Planning Board is comprised of six members, three of whom are elected, two of whom are appointed by the Select Board, and one of whom is appointed by the Planning Board itself.

Board of Appeals

The Board of Appeals is a quasi-judicial body with five members appointed by the Select Board. The Board of Appeals reviews applications for relief from aspects of the Town's Zoning Bylaw. Most applications are in the form of special permits and variances related to proposed building and land development projects. Applications may relate to or have an impact upon historic resources, villages, neighborhoods, landscapes.

Historical Commission

The Historical Commission was established by Town Meeting in 1968 under Section 8D of Chapter 40 of the General Laws of the Commonwealth. It was preceded by the Commission on Historic Structures established in 1964 which was abolished in 1978 when its duties and responsibilities, and also its oversight of the Loring Parsonage and Hosmer House, were transferred to the Historical Commission.

The Historical Commission advises Town boards, committees, and commissions on issues related to historic preservation; is responsible for the preservation, protection, and development of the historic or archaeological assets of the Town; and oversees maintenance, treatment, and use of Town-owned historic buildings and properties. These include Hosmer House, Loring Parsonage, Town Hall, the Haynes Garrison site on Water Row, Revolutionary War Training Field on Old County Road, Carding Mill off Dutton Road, and five Town cemeteries including the Revolutionary War Cemetery in Sudbury Center.

The Historical Commission is the local governmental entity responsible for community-wide historic preservation planning. It is responsible for the Town's identification and inventory of historic and archaeological resources and is the contact or consulting party in state and federal historic preservation statutory review processes. The Historical Commission also administers the Demolition Delay Bylaw passed by the Town in 2000 and amended in 2004 upon the recommendation of the Building Inspector and Historical Commission to increase property owner participation in the process and clarification of the time frames required for each step of the process. The Demolition Delay Bylaw allows for a six-month delay in the demolition of buildings or portions thereof, structures and archaeological sites determined to be historically significant outside of local historic districts. The Historical Commission is made up of seven members and up to seven alternate members appointed by the Town Manager subject to the approval of the Select Board.

Historic Districts Commission (HDC)

In 1961 the Sudbury Historic District Study Committee was formed for the purpose of recommending to the Town specific areas of historic significance and the formation of a Historic District Commission to control the architecture of the sites and structures therein. The Study Committee recommended that the Town not adopt the Massachusetts State enabling law, M.G.L Chapter 40 C, to establish a Historic Districts Commission and Historic District, but rather adopt a modified version to better suit the Town. Sudbury's Historic Districts Act was submitted to the State Legislature and was adopted as Chapter 40 of the Acts and Resolves of 1963 followed by Town Meeting approval, establishing the Old Sudbury Local Historic District, now known as the Sudbury Center Historic District.

Since 1963, four additional local historic districts have been established and three districts have been expanded. There has been no set pattern of sponsorship to create or enlarge districts. In 1967, the Sudbury Center Historic District was expanded and Wayside Inn Historic Districts I and II were established. In 1972, the King Phillips Historic District was established by approval of a citizen-initiated Town Meeting Petitioners Article. In 2000, the Town approved the Select Board sponsored extension of the Sudbury Center Historic District along Old Sudbury and Hudson Roads. In 2005, the Historical Commission's sponsorship of the enlargement of the Kings Phillip's Historic District was approved. Again in 2008, a citizen-initiated Historic District to be established as the George Pitts Tavern along Maple Avenue was approved.

The HDC is responsible for reviewing proposed alterations to the portions of buildings and structures open to view from the public way that are located within the Town's five local historic districts. Reviews include the exterior architectural features of buildings, landscaping, stone walls, and signs. The HDC also studies proposed amendments to the Historic Districts Special Legislative Act as does the Historical Commission.

The HDC is comprised of five members appointed by the Select Board and to include a registered architect, where possible three registered voters of various historic districts, and one member appointed from two nominees of the Historical Commission. 2021 Town Meeting approved expansion of the HDC by adding two alternate members which will become effective upon State Legislative approval.

Community Preservation Committee (CPC)

The Community Preservation Committee (CPC) administers Sudbury's participation in the Community Preservation Act, a state program providing matching funds to municipalities for local projects in three categories — open space and recreation, historic preservation, and affordable housing. The CPC reviews applications from qualified applicants and recommends projects for approval for funding by Town Meeting.

The CPC is comprised of nine members, including designated members from the Select Board, Conservation Commission, Historical Commission, Planning Board, Park and Recreation Commission, Finance Committee, and Housing Authority, as well as two members at large appointed by the Select Board.

By statute, the CPC accepts applications and make recommendations for funding the (a) acquisition, creation and preservation of open space; (b) acquisition, preservation, rehabilitation and restoration of historic resources; (c) acquisition, creation, preservation, rehabilitation and restoration of land for recreational use; and (d) acquisition, creation, preservation and support of community housing. The open space and historic resource aspects of the Community Preservation Act are important to historic preservation and community character of Sudbury.

Design Review Board

The Design Review Board reviews applications for sign permits in Sudbury for design quality and conformance with the Town's sign bylaws. The Design Review Board also undertakes site plan review for projects before the Planning Board involving exterior building design, landscaping, and lighting for commercial sites and multi-family developments. The Board's recommendations are advisory and are often incorporated into the Planning Board's approvals for a project.

The Design Board is comprised of five members appointed by the Planning Board. Members shall include, where possible, an architect, landscape architect, resident from within or near the business district, and a graphics designer.

Park and Recreation Commission

The Park and Recreation Commission is a policy-making body responsible to the Town for providing year-round high quality indoor and outdoor recreation activities for children and adults. The Commission is comprised of five residents elected by voters and works closely with Sudbury Park and Recreation, the Town's Parks and Grounds Department, in the management of facilities and the implementation of programs.

Conservation Commission

The Conservation Commission was established in 1962 to address protection of local natural resources and features and to act as stewards of the Town's conservation properties. The Commission is responsible for implementing and enforcing the Massachusetts Wetlands Protection Act and the Sudbury Wetlands Administration Bylaw. It is directly supported by a dedicated staff member with conservation expertise in the Town's Conservation Office.

The Conservation Commission fosters community involvement in the protection and enjoyment of open spaces and natural resources through education and stewardship. Most of the Town's natural resources and conservation lands are of historical interest and significance. The preservation of conservation lands also preserves related historic landscape features. Conservation Restrictions are held on Pantry Brook Farm on Concord Road and Fairbanks Farm on Old Sudbury Road. The Town owns eleven conservation properties: Barton Farm, Davis Farm, Frost Farm, Haynes Meadow, Hop Brook Marsh, King Phillips Woods, Lincoln Meadows, Nobscot, Piper Farm, Poor Farm Meadow, and Tippling Rock. A Preservation Restriction is held by the State of Massachusetts on the Stone Tavern Farm agricultural lands on Horse Pond Road.

Agricultural Commission

The Agricultural Commission is an advisory commission providing a voice for the Town's farming community with a goal of improving the visibility of agriculture in Sudbury. It provides a network for farmers to assist them with resources that are available with respect to business, estate, and conservation planning; financial assistance; state and federal grants; and educational opportunities.

The Agricultural Commission maintains communications with Sudbury's Board of Selectmen, Conservation Commission, Board of Health, Planning and Zoning Boards, providing input on agricultural issues brought before the boards. It serves as an advocate, mediator, and negotiator with respect to farming issues. Agriculture is at the core of Sudbury's historical significance, and many agricultural building and landscape resources are of historical significance.

Land Acquisition Review Committee

The Land Acquisition Review Committee (LARC) was established by the Select Board in 2009 to provide advice on offers to the Town of real property for acquisition or preservation for conservation, recreation, municipal use, or development. Properties may come to be reviewed by LARC for a variety of reasons, including outright offers to the Town for purchase or the Town's exercise of right-of-first-refusal on Chapter 61 Program lands. Chapter 61 is a

state program providing a tax incentive for landowners who maintain their properties as open space for timber production, agriculture, or recreation.

Evaluations determine the appropriateness for purchase or preservation by the Town, considering the needs of the community to (a) preserve the character of Sudbury so defined by the Master Plan; (b) provide alternative housing so defined by the Housing Plan; (c) preserve and protect open space for conservation and recreation purposes utilizing the Open Space and Recreation Plan; (d) provide for community activities; (e) preserve for future town or school use; (f) enhance municipal revenue, including commercial potential of properties; or (g) protect natural resources, including water resources. Many lands may be of historic, cultural landscape, or natural resource conservation interest and significance.

Cultural Council

The Cultural Council administers Sudbury's participation in the Local Cultural Council Program of the Massachusetts Cultural Council. Annual funding to the Town from the Massachusetts Cultural Council may be used to provide small grants for support of grassroots cultural community-based projects in the arts, sciences, and humanities. The total amount of grants in any year may be in the \$4,000 range. Projects may include those of historical interest.

The Cultural Council was established in 1982 and has eight members appointed by the Select Board. The Massachusetts Cultural Council's budget is determined annually by the state legislature in July and applications are generally accepted by the Cultural Council in October. The Cultural Council also works collaboratively with organizations in the community, helping them develop ideas for programs and events.

Permanent Building Committee

The Permanent Building Committee has general supervision over the design and construction of Town-owned public buildings. The Committee has to employ professional assistance and, subject to specific authorization by the Town, to enter into contracts on behalf of the Town for the preparation of construction plans and specifications and for the construction of buildings and other structures. Such plans and specifications shall be developed in conjunction with and subject to the approval of the appropriate committee, board, or department head concerned. Buildings include the Town's four elementary schools of the Sudbury Public School District.

The Permanent Building Committee is comprised of seven members, five of whom are appointed by the Select Board, one by the Planning Board, and one by the School Committee. Town-owned buildings include those of historical significance, such as Hosmer House, Loring Parsonage, Goodnow Library, Town Hall, Broadacre Farmhouse and Flynn Building.

Ponds and Waterways Committee

The Ponds and Waterways Committee was established in 2005 to advise the Select Board and Town commissions and committees on the condition of the Town's major ponds, waterways and tributaries and to recommend remediation strategies where necessary. In 2010, the Committee completed a Master Plan

documenting its activities and recommendations.

The Ponds and Waterways Committee coordinates with the Town's Park and Recreation and Conservation Commissions. Many of the Town's waterways, such as Hop Brook, are of historical significance and include remnant historic landscape resources.

Trustees of the Goodnow Library

The Library Board of Trustees consists of six elected members who serve three year terms. The Board establishes and oversees policy for the governing of the Goodnow Library and has responsibility for the management and expenditure of library trust funds, as outlined in its bylaws. An overview of the Town-owned Goodnow Library is included in the previous section of this chapter.

I.D.5 PARTNERING ORGANIZATIONS AND NON-PROFITS

A variety of organizations collaborate with the Town in programs and initiatives relating to historic resources, historic landscapes, and community character.

Sudbury Historical Society

The Sudbury Historical Society is a non-profit membership organization dedicated to collecting and preserving Sudbury's historic records, promoting study of local history, and connecting people of Sudbury's traditions through educational programming and community engagement. The Historical Society was founded in 1956 and in 1970 absorbed the Goodman Society (founded in 1890) and its predecessor the Historical and Improvement Society.

In 1998, the Historical Society became established on the second floor of Sudbury Town Hall with support of the Town. In July 2021, it relocated to the recently rehabilitated c1730 Loring Parsonage, a significant Town-owned historic building, where it opened and operates the Sudbury History Center and Museum.

The Sudbury Historical Society supports academic research into the history of Sudbury; collects, studies, and conserves artifacts and records relating to the history of the Town and its people; provides public programming and events on the local history; provides educational materials and tours for students and children; and assists individuals seeking information on Sudbury history.

The newly completed Sudbury History Center has revitalized a significant historic Town asset and was undertaken over six-year period with the involvement of the Town's Permanent Building Committee, Historical Commission, and Historic Districts Commission.

The History Center allows the Historical Society to safely store and exhibit its collections, accommodate growing membership and volunteer corps, facilitate scholarly research, and provide a fully accessible historical resource for Sudbury's residents and visitors. The History Center contributes substantially to Sudbury Center's role as a destination for those interested in Town history and character. It facilitates collaboration with other partners and attractions.

The Sudbury Historical Society is a key educational and research partner for the Town and this Historic Preservation Plan.

Sudbury Foundation

The Sudbury Foundation is a local non-profit philanthropic organization established in 1952 by Herbert and Esther Atkinson. Long-time residents of Sudbury, the Atkinsons operated the Sudbury Laboratory, a small business specializing in soil testing kits. As their business prospered the Atkinsons shared their good fortune with others, both directly and through the Foundation. With their passing, the couple left their estate to the Sudbury Foundation to carry on their charitable work.

Today, the Sudbury Foundation awards grants and scholarships in excess of \$1.3 million annually. Funding is designed to strengthen the Foundation's non-profit partners who are working to solve some of the region's most pressing social issues. Among its many funding categories, the Sudbury Foundation supports preservation of the Town's natural, historic, and other cultural assets that celebrate Sudbury's history. The Foundation also manages the historic Grange Hall in Sudbury Town Center which has a conference room available as a community meeting space for Town committees and local non-profit organizations.

Wayside Inn Foundation

The Wayside Inn Foundation is a non-profit charitable corporation established in 1944 by Henry Ford to own, operate, and maintain the Wayside Inn Historic Site, a campus of nine historic buildings on over 100 acres. The Foundation's mission promotes early American humanities through hospitality, education, and programming, and continues an innkeeping tradition dating back to 1716. The site provides an opportunity for visitors to gather, engage, and find meaning, relevance, and inspiration through a place-based exploration of history.

The Wayside Inn is the oldest operating inn on one of the oldest commissioned roads in the United States. The Wayside Inn Historic District was designated as a local historic district in 1967, a Massachusetts Historic Landmark in 1970, and a National Register Historic District in 1973. For over three centuries, the Inn has provided the setting for historic meetings and gatherings, the stories of which have been handed down from innkeeper to innkeeper and from neighbors to guests, from one generation to the next.

In 1923, automobile manufacturer Henry Ford bought the Inn from Lemon family and used his vast resources to acquire acreage, buildings, and antiquities. With the intention of creating a living museum of Americana, he expanded the property to almost 3,000 acres in the towns of Sudbury, Marlborough, and Framingham. He added buildings to the property including the one-room Redstone Schoolhouse (relocated to the property in 1925), a fully functioning Grist Mill (built in 1929), and the Martha-Mary Chapel (built in 1940 from trees felled in the historic Hurricane of 1938).

From 1928–1947, Ford operated the Wayside Inn School for Boys, a trade school that prepared indigent boys for potential employment in Ford's factories. In 1944, a few years before his death in 1947, Ford placed the property into a non-profit organization to preserve the Inn's historic legacy. Following Ford's death, most acreage and some building, including the Carding Mill, were sold off. Much

of this land and its resources are included in two of the Town's local historic districts.

From 1944 to 1957, the Inn was governed by a Board of Trustees made up of Ford family members and their associates. In 1957, they transitioned governance to the National Trust for Historic Preservation. In 1960, Boston-based trustees assumed responsibility for the Inn, with no further involvement or support from the Ford family, the Ford Foundation, or the National Trust.

With no endowment for ongoing maintenance, the Inn had to become successfully self-sustaining in a short period of time. Since 1960, the Inn's success is due to the dedication of local trustees committed to historic preservation of the buildings and property and to Innkeepers with sound hotel and restaurant management skills. In 2019 the non-profit changed its name to the Wayside Inn Foundation to better reflect its broader set of historical assets and mission in addition to the Inn's amenities. While private property, The Wayside Inn property is open to public access with trails, historic buildings, and beautiful landscapes. The Wayside Inn is a key historic resource in Sudbury.

Sudbury Water District

The Sudbury Water District is an independent public utility established in 1934 under Chapter 100 of the Massachusetts General Laws. The District is responsible for the treatment and delivery of public water within Sudbury. Established initially to provide reliable water to the Town's historic village cores, the Water District's lines were extended regularly as the Town grew and new subdivisions were added. Today, the District provides water throughout the Town.

Sudbury's water comes from three underground aquifers (Raymond Road, Hop Brook, and Great Meadow) and is pumped from nine gravel-packed wells located throughout the Town. The District has four storage tanks located throughout the Town with a storage capacity ranging from 0.35 to 3.0 million gallons, totaling 6.35 million gallons. The District employs seven field personnel and three office staff. The Sudbury Water District is a local leader in protection of the Town's aquifers and water supply, a goal that also supports landscape conservation, particularly in the vicinity of Hop Brook and its tributaries.

Currently, Sudbury has no preservation tool to ensure the discovery, assessment, and management of archaeological resources within parcels owned by or work performed by the Sudbury Water District. Coordination with the Massachusetts Historical Commission and required archaeological survey, however, previously have been required as a result of submission of an Environmental Notice Form.

Hop Brook Protection Association

The Hop Brook Protection Association is a local volunteer non-profit organization focused on preserving and restoring Sudbury's portion of the Hop Brook waterway, the longest tributary of the Sudbury River.

Hop Brook enters Sudbury from Marlborough at Grist Mill Pond on the Wayside Inn property. The brook follows Dutton Road through Carding Mill and Stearns

Mill Ponds, turns east and runs between Hudson and Pratts Mill Roads to Peakham Road, turns southeast and cuts under Union Ave, crosses Route 20 at Station Road, joins with Wash Brook under Landham Road, and continues east to drain into the Sudbury River. After decades of work focused on advocating for improved water quality and conservation, the Hop Brook Protection Association transitioned to new leadership in 2019 and refocused on issues related to the corridor's environmental health, including those related to invasive species.