



Communitywide Historic Preservation Plan

Town of Sudbury

Sudbury, Massachusetts

Sudbury Historical Commission
and
Historic Districts Commission

September 2022



COMMUNITYWIDE HISTORIC PRESERVATION PLAN

TOWN OF SUDBURY

Sudbury, Massachusetts

Prepared for the
Sudbury Historical Commission
and
Historic Districts Commission
Town of Sudbury

Prepared by
Heritage Strategies, LLC
Birchrunville, Pennsylvania

September 2022

The activity that is the subject of this Historic Preservation Plan has been financed in part with Federal funds from the National Park Service, U.S. Department of the Interior, through the Massachusetts Historical Commission, Secretary of the Commonwealth William Francis Galvin, Chairman. However, the contents and opinions do not necessarily reflect the views or policies of the Department of the Interior, or the Massachusetts Historical Commission, nor does the mention of trade names or commercial products constitute endorsement or recommendation by the Department of the Interior, or the Massachusetts Historical Commission.

This program receives Federal financial assistance for identification and protection of historic properties. Under Title VI of the Civil Rights Act of 1964, Section 504 of the Rehabilitation Act of 1973, and the Age Discrimination Act of 1975, as amended, the U.S. Department of the Interior prohibits discrimination on the basis of race, color, national origin, disability or age in its federally assisted programs. If you believe you have been discriminated against in any program, activity, or facility as described above, or if you desire further information, please write to: Office for Equal Opportunity, National Park Service, 1849 C Street NW, Washington, DC 20240.

Table of Contents

CHAPTER I ▪ EXECUTIVE SUMMARY 1

CHAPTER II ▪ INTRODUCTION

Introduction to Historic Preservation Planning	15
<i>Preservation Planning</i>	16
<i>National and State Historic Preservation Programs</i>	18
<i>Historical Significance - What is Historic?</i>	19
<i>Preservation Principals and Approach</i>	21
Historic Context for the Town of Sudbury	29
<i>Historical Writings in Sudbury</i>	31
<i>Environmental Context and Indigenous Peoples</i>	33
<i>Contact Period (1500-1620)</i>	37
<i>First European Settlement Period (1620-1675)</i>	38
<i>Colonial Period (1676-1776)</i>	40
<i>Federal Period (1777-1830)</i>	43
<i>Early Industrial Period (1830-1870)</i>	46
<i>Late Industrial Period (1870-1915)</i>	50
<i>Early Modern Period (1915-1940)</i>	55
<i>Modern Period (1940-Present)</i>	57
History of Historic Preservation Planning in Sudbury	59
<i>Regional Planning Context</i>	60
<i>Initial Planning and Development 1929-1962</i>	63
<i>The 1962 Master Plan</i>	67
<i>Planning 1962-2000</i>	71
<i>The 2001 Master Plan</i>	73
<i>Planning 2001-2021</i>	75
<i>Sudbury's 2021 Master Plan</i>	81
<i>Conclusion</i>	88
Partners and Stakeholders.....	89
<i>Statewide Partners</i>	90
<i>Regional Partners</i>	91
<i>Town of Sudbury - Departments</i>	95
<i>Town of Sudbury - Boards, Commissions and Committees</i>	99
<i>Partnering Organizations and Non-Profits</i>	105

CHAPTER III ▪ INVESTIGATION AND ANALYSIS

Overview of Historic Preservation Issues and Opportunities	109
<i>Historic Resources in Sudbury</i>	110
<i>Primary Issues</i>	111
<i>General Issues and Challenges</i>	112
<i>Conclusion</i>	118
Historic Properties Inventory	119
<i>1967/68 Inventory</i>	120
<i>1989/96 Inventory</i>	123
<i>2006/07 Inventory</i>	124
<i>2020/11 Inventory</i>	124
<i>2020/21 Inventory</i>	125
<i>Resource Characteristics</i>	130
<i>Conclusion</i>	134

National Register of Historic Places --	
Analysis of Existing Listings and Eligibility	135
<i>Wayside Inn National Register Historic District</i>	136
<i>Sudbury Center National Register Historic District</i>	138
<i>Moses Brewer House</i>	139
<i>Bogie-Walker House</i>	141
<i>Goodnow Library</i>	142
<i>1767 Milestones</i>	143
<i>Conclusion</i>	144
Local Public Awareness and Engagement	145
<i>General Public Awareness</i>	146
<i>Community Historic Preservation Plan Survey</i>	147
Municipal Bylaws and Regulations.....	159
<i>Sudbury Town Charter</i>	160
<i>Local Historic Districts</i>	161
<i>General Bylaws</i>	165
<i>Zoning Bylaw</i>	173
<i>Planning Board Rules and Regulations</i>	177
Municipal Policy, Management, and Capital Improvements	181
<i>Municipal Organization and Management</i>	182
<i>Planning and Growth Management Policy</i>	184
<i>Sudbury's Historic Preservation Program</i>	186
<i>Municipal Properties - Maintenance and Capital Improvements</i>	188

CHAPTER IV ▪ RECOMMENDATIONS

Recommendations	201
Vision and Goals	202
Sudbury Master Plan.....	205
Sudbury's Historic Preservation Program	206
<i>Certified Local Government</i>	206
<i>Stewardship Working Group</i>	208
<i>Historic Properties Inventory</i>	209
<i>National Register of Historic Places</i>	213
<i>Historical Commission</i>	215
<i>Historic Districts Commission</i>	224
<i>Community Preservation Committee</i>	229
Municipal Bylaws and Regulations.....	231
Public Awareness, Programming, and Education.....	238
Municipal Policy, Management, and Capital Improvements	245
Mechanisms to Protect Public Investment in Private Historic Properties	256
Mechanisms for Oversight/Management of Town-Owned Historic Properties.....	257

CHAPTER V ▪ ACTION PLAN

Summary and Prioritization of Recommendations	V-1
---	-----

APPENDICES

A. National and State Historic Preservation Programs
--

ACKNOWLEDGEMENTS

Town of Sudbury

Select Board

Charles Russo, Chair
Janie Dretler, Vice-Chair
Daniel Carty
Lisa Kouchakdjian
Jennifer Roberts

Town Manager's Office

Maryanne Bilodeau Interim Town Manager
Patty Golden, Senior Administrative Assistant

Planning and Community Development Department

Adam Duchesneau, AICP Director
Beth Perry, Planning & Zoning Coordinator

Historical Commission

Christopher Hagger, Chair
Diana Warren, Vice-Chair
Diana Cebra
Jan Costa
Steven Greene
Marjorie Katz
Kathryn McGrath
Christopher Durall (Alternate)

Historic Districts Commission

Frederick Taylor, Chair
Susanna Finn, Vice-Chair
Christopher Hagger
Anuraj Shah
Taryn Trexler

Planning Board

Stephen Gavin
Justin Finnicum
John Hincks
Anuraj Shah
John Sugrue
Julie Zelermyer Perlman

Individuals and Organizations Consulted

Bill Andreas	Laura Mattei
Lori Capone	Lyn MacLean
Diana Cebra	Kathryn McGrath
Sherrill Cline	Dan Nason
Jan Costa	Brandon Parker
Rebecca Cutting	Beth Perry
Adam Duchesneau	Bruce Porter
Susanna Finn	Rebecca Robinson
Justin Finnicum	Anuraj Shah
Stephen Garvin	Fran Sharp
Christopher Hagger	John Sugrue
David Henkels	Frederick Taylor
John Hincks	Taryn Trexler
Hartley Johnson	Diana Warren
Jan Hardenbergh	Colin Warwick
Sally Hild	
Elaine Jones	Community Preservation Committee
Marjorie Katz	Conservation Commission
Beth Klein	Planning Board
Deborah Kruskal	Sudbury Historical Society
Thomas Kruskal	Sudbury Valley Trustees
Andrew Lewis	Wayside Inn Foundation
Robert May	

Massachusetts Historical Commission

State Historic Preservation Office

Michael Steinitz, Deputy SHPO, Director, Preservation Planning Division
Jennifer Doherty, Local Government Programs Coordinator

Sudbury Historical Commission
Diana Warren, Local Program Coordinator

Consultant Team

Heritage Strategies, LLC

Peter C. Benton RA
A. Elizabeth Watson FAICP



CHAPTER I – EXECUTIVE SUMMARY



EXECUTIVE SUMMARY

The Town of Sudbury has prepared this Communitywide Historic Preservation Plan to encourage and support the preservation of historic and cultural resources within the Town. The 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 initiative.

This plan is an implementation action that the 2021 Sudbury Master Plan suggested be prepared and included a number of recommendations that provided the basis for its conception. The plan outlines a coordinated historic preservation program embracing preservation initiatives that have been undertaken to date and broadening the scope of historic preservation activity for the future. It seeks to closely coordinate the work of Sudbury's historic preservation stakeholders with those of the Town's land conservation community. The ongoing need to raise public awareness and support for historic preservation is emphasized, recognizing that historic building and landscape resources are central to Sudbury's identity, community character, and quality of life.

This Historic Preservation Plan also seeks to incorporate preservation planning concepts and methodologies into Sudbury's long term growth management strategies and other municipal processes. It seeks ways to accommodate growth and change while preserving and enhancing the historic building, landscape, and archeological resources that are significant to the Town.

PRESERVATION PLANNING IN SUDBURY

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 – monuments were constructed commemorating important places and events in the 19th century, and a Town-wide history was written in 1889. Preservation of the Wayside Inn was a community focus in the early 20th century and was given impetus by Henry Ford through the Inn’s restoration and other projects.

Since the mid-1940s, Sudbury has transformed from an agricultural community into 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 its first local historic district in 1963 and followed with the establishment of a Historical Commission in 1968. Similarly, the Town was quick to adopt the Community Preservation Act in 2002.

Preservation planning is the means through which a coordinated long-term program of historic preservation actions may be developed by the 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.

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 in collaboration with a broad array of other public and private partners and stakeholders.

Preparation of this Historic Preservation Plan has been funded through a grant from the Massachusetts Historical Commission with matching funds provided through Sudbury’s Community Preservation Act program. The plan is organized into five sections as requested by the Massachusetts Historical Commission:

Chapter I – Executive Summary: provides an overview of the plan and key recommendations.

Chapter II – Introduction: provides background on preservation planning, Sudbury’s historical development, the history of preservation planning in Sudbury, and partners and stakeholders.

Chapter III – Investigation and Analysis: provides background and analysis on topics related to preservation in Sudbury – inventories; National Register listings; public awareness; and municipal policies, bylaws, and regulations.

Chapter IV – Recommendations: presents the plan’s recommendations for action along with context and discussion.

Chapter V – Action Plan: provides a matrix of the recommended actions noting priorities, timeframes, responsibilities.



Historic residence in Sudbury

VISION AND GOALS

The strategies and recommendations outlined in Sudbury's 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 years. Preservation is a practical discipline that can accommodate growth and change while continuing to preserve the characteristics that make a place special.

The following brief vision statement has been developed to guide development of this Historic Preservation Plan in coordination with the Sudbury Master Plan:

Vision Statement

Sudbury is a community where historic, cultural, and natural resources are valued, preserved, and enhanced as central to the Town's character and quality of life.

Goals for Historic Preservation

Four broad goals are identified that together express how Sudbury's historic resources and character relate to the Town's vision for the future and are embodied in the strategies and recommendations presented in the plan.

Goal 1 – Preserving Historic Resources:

To prevent the further loss of historic building, landscape, and archeological resources in Sudbury. Historic resources are irreplaceable – once lost they cannot be regained.

The Historic Preservation Plan recognizes the full range of historic resources in Sudbury and seeks to encourage their preservation and provide guidance for their appropriate treatment. A particular concern of some stakeholders has been the periodic loss of historic buildings that are of clear historical significance. The prevention of further loss should be a town-wide goal.

Goal 2 – Coordinating Stakeholders:

To facilitate coordination among public and private stakeholders in the recognition, preservation, and appropriate treatment of historic resources.

Historic preservation is primarily a product of grassroots initiatives undertaken over many years by private property owners. Public and non-profit entities are critical in providing leadership and through example in the actions they take. It is important that the various stakeholders impacting historic resources be engaged, informed, and coordinated toward desired preservation outcomes.

Goal 3 – Raising Public Awareness:

To raise public awareness about the role historic resources play in representing Sudbury's history and embodying the Town's character and quality of life.

Special emphasis is placed in this plan on raising public awareness about Sudbury's history and historic preservation. Needed and desired preservation actions will be easier if Town residents recognize the significance of historic resources and the benefits they provide to public and private interests. Rekindling the public spirit that led to the establishment of local historic districts in the 1960s or adoption of the Community Preservation Act in 2002 is an ongoing task as new preservation initiatives are considered.

Goal 4 – Informational Resources:

To provide Town government, the community, and owners of historic properties with information, resources, and support for the appropriate treatment of their historic buildings and landscapes.

In order to achieve desired outcomes, it is critical that good information is available as issues arise and options are weighed. With respect to public policy, Sudbury's various boards, commissions, and committees must be provided with guidance on the appropriate treatment of historic resources as development and change are considered. With respect to private property, information and guidance should be made available to property owners to help with decision making as they consider needed change to their historic buildings and other resources.



Barns are important but potentially vulnerable resources within the Town.

PRESERVATION ISSUES AND OPPORTUNITIES

Chapter III, *Investigation & Analysis*, of the Historic Preservation Plan outlines existing conditions with respect to historic preservation in Sudbury and provides the basis for strategies and recommendations going forward. Specifically, Chapter III summarizes the:

- Status of Sudbury’s inventory of historic properties,
- Degree to which properties have been listed or determined eligible for listing on the National Register of Historic Places,
- Extent of public awareness of and engagement with Sudbury’s history and historic resources,
- Adoption and use of available municipal bylaws and regulations with respect to historic preservation, and
- Status of and extent to which historic preservation considerations are incorporated into municipal policy, planning, management, and decision making.

An overview of historic preservation conditions, issues, opportunities, and challenges is provided at the beginning of Chapter III. Overall, however, two primary issues have been repeatedly identified by stakeholders in discussions conducted during the preparation of this Historic Preservation Plan and are reflected in the vision and goals presented above. These two primary issues are:

1. **Preventing further building loss** – Sudbury has a limited number of remaining historic buildings. They all contribute to the Town’s history, story, and character, and it is important to prevent their further loss whenever possible. Concern is particularly focused on buildings and clusters of buildings located outside of current local historic districts. The concern and focus on historic buildings should not, however, detract from the importance of historic landscape and archeological resources.
2. **Encouraging appropriate treatment of historic buildings** – Most of Sudbury’s historic buildings are private residences. Property owners should

be provided with information, resources, and encouragement for appropriate treatment of their historic buildings.

Sudbury has undertaken a substantial amount of inventory work since 1967 through which most of the Town's historic resources have been identified and documented. The Town's inventory of historic properties is fairly thorough and complete for buildings constructed before 1940. Additional inventory work has been recommended by the most recent survey consultants, and inventory work and the upgrading and enhancement of inventory information should continue.

Sudbury has very few individual property or district listings on the National Register of Historic Places and no listed National Historic Landmarks. This may be due in part to the Town's early achievements in undertaking inventories and the early establishment of local historic districts in Sudbury. There has been little impetus either publicly or privately in pursuing new National Register nominations since the 1970s. Opportunities exist for undertaking new nominations to the National Register that might help raise the public profile of significant historic resources in Sudbury.

Most residents recognize that history is an important part of community character in Sudbury, and this is almost taken for granted. The Town's iconic public buildings, two historic villages, and landmarks such as the Wayside Inn are widely recognized as central to the Town's identity. Beyond those widely recognized resources, however, historic preservation issues do not receive widespread public attention.

Opportunity exists for raising public awareness of historic resources by engaging residents with resources and providing educational and interpretive information highlighting their significance. The Recommendations outlined in Chapter IV of this Historic Preservation Plan prioritizes such outreach. Proposed educational initiatives include additional studies focusing on Sudbury's agricultural development, indigenous cultural heritage, and suburbanization. A comprehensive Town-wide interpretive presentation is proposed that will engage residents at historic, cultural, and natural sites throughout Sudbury.

Over the decades, municipal policy and planning in Sudbury have become increasingly sophisticated and have addressed an ever-broader number of community issues and responsibilities in accordance with local needs, national trends, and the enactment of state enabling legislation.

Today, Sudbury's Town government addresses a wide range of topics of community interest as represented by the number of boards, commissions, and committees that have been established and how busy they are. The Town of Sudbury has a number of bylaws and regulations that are relevant to the preservation of historic buildings and landscapes and that affect community character. Of particular importance to this Historic Preservation Plan are policies related to planning and growth management, historic preservation in particular, land conservation, and the management of Town-owned historic properties.



Historic residence in Sudbury

RECOMMENDATIONS AND PRIORITIES

The following is a summary of prioritized recommendations presented in Chapter IV, *Recommendations*, of this Historic Preservation Plan. These recommendations are based on the information developed in Chapters II and III of the Historic Preservation Plan which address different aspects of historic preservation in Sudbury. Interviews with over forty individuals with interests in historic preservation and representing Town boards, commissions, and committees as well as non-profit organizations contributed to the recommendations presented. Many of the recommendations focus on raising public awareness and support over the long term as well as coordination among Town entities on stewardship.

SUDBURY MASTER PLAN

This Historic Preservation Plan is prepared in concert with and as an implementing action of the Sudbury Master Plan, completed in September 2021 as work on the Historic Preservation Plan was about to begin.

Specific historic and cultural action items specified in the Master Plan have been incorporated in the Historic Preservation Plan and further developed for implementation, as outlined in the set of recommendations below. Other sections of the Master Plan that will impact historic resources, such as development of the Route 20 corridor and approach to conservation lands, are also relevant to the Historic Preservation Plan and are also addressed.

In general, the implementation of all historic preservation initiatives should be aligned with the Sudbury Master Plan and coordinated with other Town entities.

RECOMMENDATIONS:

- **Maintain an ongoing awareness of implementation initiatives associated with the Sudbury Master Plan. Provide information, input, and support for initiatives impacting historic resources when appropriate.**
- **Be proactive in anticipating and planning in advance for upcoming implementation initiatives associated with the Master Plan.**
- **Coordinate historic preservation initiatives with the Sudbury Master Plan**

CERTIFIED LOCAL GOVERNMENT

Sudbury is in the process of seeking designation as a Certified Local Government (CLG) by the Massachusetts Historical Commission and the National Park Service. As described in Appendix A of this plan, designation as a CLG will provide Sudbury with additional opportunities for grants and technical assistance.

The Historical Commission and Historic Districts Commission should use the CLG designation as the organizing concept and structure for the Town's Historic Preservation Program.

RECOMMENDATIONS:

- **Undertake and complete the application process for designation as a Certified Local Government in accordance with processes administered by the Massachusetts Historical Commission and the National Park Service.**
- **Review obligations under the CLG program and organize the Sudbury Historic Preservation Program both administratively and with regard to program implementation.**
- **Prepare a yearly report to be provided to the Massachusetts Historical Commission and Select Board on activities and accomplishments of the Town with respect to CLG designation and the Town's Historic Preservation Program as a whole.**

STEWARDSHIP WORKING GROUP

The Sudbury Master Plan called for creation of a Historic and Archaeological Working Group to advance the protection, preservation, and development of historic and archaeological resources and Town character. It is suggested that this action be launched in conjunction with the Town's Certified Local Government designation as a means of establishing the concept of a Town-wide historic preservation program and of engaging stakeholders with respect to it.

It is suggested that the Town's conservation and planning entities be included and that conservation issues and initiatives be recognized and supported through the Working Group as well, perhaps renaming it the **Stewardship Working Group**. The purpose of the group's expansion would be to better

integrate historic and conservation interests and to demonstrate that the stewardship of historic and natural resources is interrelated.

At minimum, the Stewardship Working Group should include the Historical Commission, Historic Districts Commission, Community Preservation Commission, Sudbury Historical Society, Wayside Inn Foundation, Conservation Commission, and Sudbury Valley Trustees. It is suggested that the Working Group meet twice yearly, spring and fall, to discuss issues, coordinate activities between participating entities, establish yearly goals and work program, and measure progress.

RECOMMENDATION:

- **Establish a Stewardship Working Group as recommended in the Sudbury Master Plan as the vehicle for engaging stakeholders in historic preservation Town-wide. Include land conservation entities as a means of better integrating historic and conservation interests.**

TOWN-WIDE INTERPRETIVE PRESENTATION

Interpretation — storytelling through public exhibits and media — is a means of exposing residents and visitors to the rich and diverse stories of Sudbury’s natural and historic places. A robust interpretive program in Sudbury will raise public awareness about those places and support historic preservation and conservation by stimulating interest, conveying significance, and highlighting the resources important to the Town. Interpretation will relate Town history to the authentic places that give Sudbury its distinctive character and quality of life.

As a primary initiative of this Historic Preservation Plan, a Town-wide interpretive presentation should be developed that offers a comprehensive summary of Sudbury’s history and natural landscape to the public using online and onsite exhibits. The initiative should include both historic and natural sites and should be organized and led by the Stewardship Working Group discussed above.

The Sudbury History Center (Loring Parsonage), Hosmer House, Wayside Inn, and Great Meadows NWR should serve as anchor sites to which visitors are directed for personal contact and an interpretive overview. Digital and onsite exhibits presented at natural and historic sites throughout Sudbury would expand the stories, provide places to explore, and provide in-depth personal experiences. The Town’s local historic districts, conservation lands, parks, trails, and other publicly accessible places would be featured for storytelling.

The presentation should coordinate storytelling between natural and historic sites by weaving the Town’s natural and human history together. Natural, indigenous, settlement, and agricultural stories should be featured. Implementation should be phased in over time. Together, the Town’s existing attractions, public lands, and potential new programming should be presented as a single coordinated Town-wide system such that interpretation of Sudbury’s identity is consistent between sites and landscapes. The program should be a

feature of the Freedom's Way National Heritage Area, which will support, promote, and market it.

RECOMMENDATIONS

- **Develop a coordinated Town-wide interpretive presentation of Sudbury's natural and historic places to raise public awareness and encourage support for preservation, conservation, and stewardship.**
- **Designate the Stewardship Working Group as the lead entity in implementation of the Town-wide interpretation and public engagement program.**

THEMATIC NOMINATION TO THE NATIONAL REGISTER

The National Register of Historic Places is the nation's official list of historic resources that have been determined worthy of preservation. Listing on the National Register is largely an honorary recognition, recognizing the importance of a historic resource without placing any obligations or restrictions on the resource owner. Listing does not give the federal government any ownership rights or regulatory controls with respect to a property. Limited regulatory controls may apply when federal funding or licensing is involved.

As a priority action, this Historic Preservation Plan recommends preparation of a thematic Town-wide nomination to the National Register of Historic Places based on the Town's agricultural history.

Sudbury's history is distinctive for its 300-year-long evolution (1639-1940) as an agricultural landscape and a community without significant intrusion from non-related commercial, industrial, or other forms of development. Sudbury's agricultural history parallels and exemplifies the history of agriculture in eastern Massachusetts.

Preparation of a thematic nomination will encompass the entire agricultural landscape in Sudbury, including historic farm complexes, farmhouses, barns, other outbuildings, and landscape features. It will include mills as an integral part of the agricultural landscape and Sudbury's important greenhouse industry that extend this history through the 20th century to the present. The study will facilitate and enhance the identification of resources for documentation and protection. It will inform preservation understanding by identifying architectural styles and building types, including barns and outbuildings.

In addition to documenting this significant history in Sudbury, the thematic nomination will help raise public awareness, especially that of the owners of historic properties outside of the Town's local historic districts. It will provide a basis for interpretation as recommended above.

RECOMMENDATION:

- **Prepare a thematic nomination of Sudbury's agricultural building and landscape history and resources to the National Register of Historic Places including assessment of post-European contact archaeological resources.**

INDIGENOUS CULTURAL LANDSCAPE STUDY AND SURVEY

A number of residents in Sudbury expressed interest in Native American history and archaeological resources during preparation of the Historic Preservation Plan in recognition of the significance of this history and that it is underrepresented as part of the Town's history. A study of pre-European history and archaeology was suggested. Some local residents are well aware of historic indigenous settlement and use areas.

It is recommended that such a study be undertaken as an Indigenous Cultural Landscape Study and Survey relating historic Native American presence and use of the land with natural landscape characteristics and features. The study will help raise public awareness of indigenous history and resources and provide a basis for landscape protection where appropriate. The study should include preparation of an archaeological sensitivity map which should be used by the Historical Commission and Planning Board to raise awareness when archaeological resources are threatened by new development.

RECOMMENDATION:

- **Prepare a study of the Indigenous Cultural Landscape in Sudbury relating the Town's various natural landscape areas with Native American presence, use, and significance.**

ROUTE 20 CORRIDOR PRESERVATION STUDY

One of the primary initiatives of the Sudbury Master Plan is development of a vision and plan for commercial and mixed-use development along the Route 20 corridor. The Master Plan favors redevelopment of Route 20 as a mixed-use area of high-quality design that serves as a pedestrian friendly destination for people in Sudbury and surrounding communities. The planning initiative will build upon and expand the work completed in early plans undertaken for the corridor.

The Historical Commission and Historic Districts Commission should actively engage in the visioning and design process seeking to preserve and enhance historic resources along the corridor and to enhance the character of South Sudbury and the King Philip Historic District.

As a proactive and short-term action, the Historical Commission should undertake an assessment of historic resources along the Route 20 corridor to assess their capacity for development and adaptive reuse. The planning work should be undertaken by a professional planning consultant experienced in work with historic buildings and contexts. The study should identify the historic resources, their significance, their character defining features and landscape contexts, and their capacity for adaptive reuse while retaining their historic integrity.

The study should recognize that the Route 20 corridor may change dramatically in overall density and character and should provide guidance to the broader visioning, planning, and development process. The planning study should be undertaken in collaboration with the Sudbury Planning Board. Community Preservation Act monies may be used to fund the study.

RECOMMENDATIONS:

- **Support the Historical Commission’s and Historic Districts Commission’s active engagement in the visioning and planning for the Route 20 corridor with respect to historic preservation issues.**
- **Prepare a Route 20 Corridor Preservation Study to identify the capacity of historic properties for adaptive reuse and change in accordance with visioning and planning for the corridor.**

HISTORICAL COMMISSION

The Sudbury Historical Commission has taken on issues and projects of increasing range and complexity in recent years and has responded to the challenges with perseverance and professionalism. As with many of the Town boards and commissions, the Historical Commission has had a full agenda of issues to address which places time pressures and stress upon members.

The Historical Commission’s mission as stated in its enabling legislation is the preservation, protection, and development of Sudbury’s historical or archeological assets. The Historical Commission is responsible for implementing many of the initiatives and activities addressed in the Historic Preservation Plan, including inventories, nominations, and studies.

In undertaking its mission, it is important that the Historical Commission actively engage with and provide information and advice to other Town boards, commissions, and committees as those entities are addressing issues that may impact historic resources. It is also important that the Historical Commission focus on initiatives that will build public awareness and support for historic preservation.

RECOMMENDATIONS:

- **Make sure that the Historical Commission is kept aware of topics and issues being addressed by other boards, commissions, and committees that may impact historic resources.**
- **Organize Historical Commission members and alternates to engage with and maintain relationships with key Town boards, commissions, and committees and their activities.**
- **Proactively and positively engage in topics and issues being addressed by other Town boards, commissions and committees providing information and guidance on the treatment of historic resources.**
- **Focus on initiatives that will engage residents, support property owners, and create positive perceptions of the Historical Commission and Sudbury’s Historic Preservation Program.**

The Historical Commission is responsible for administering Sudbury’s Demolition Delay Bylaw, which seeks to find alternatives to the demolition and loss of historic buildings when proposed. As implemented, Demolition Delay Bylaw review addresses both full or substantial demolition of buildings as a whole as well as partial demolition impacting a historic building’s exterior building fabric.

With respect to full or substantial demolition, the existing potential for a 6-month delay is not an adequate time period to allow for the exploration of alternatives to demolition. Communities have been trending toward an 18-month time period in accordance with guidance from the Massachusetts Historical Commission as necessary to leverage discussions when major development projects propose the demolition of historic buildings.

With respect to partial demolition, the Historical Commission makes a special effort to simplify and expedite reviews and make the review process friendly to property owners. However, the expedited review process is not written into the bylaw or described by regulations implementing the bylaw. It is recommended that regulations be prepared describing the review process for partial demolition and standards or requirements for avoiding triggering of a delay.

Additional potential modifications to the Demolition Delay Bylaw and its implementing regulations have been discussed by the Historical Commission and are outlined in Chapter IV of this Historic Preservation Plan.

RECOMMENDATION:

- **Prepare regulations related to the Demolition Delay Bylaw that outline a simplified and expedited review process for projects involving partial demolition.**
- **Revise language in the Demolition Delay Bylaw as needed to make it more effective in use with projects proposing full or substantial demolition.**

HOSMER HOUSE

One of the most important and rewarding responsibilities of the Historical Commission has been the oversight and management of designated historic buildings owned by the Town, of which Hosmer House is probably the best known. In past years, management of Hosmer House has been one of the primary activities of the Historical Commission. In more recent years, as the range and complexity of preservation issues has increased, Hosmer House has received a lower percentage of the Commission's time and attention.

The Historical Commission has explored the possibility of delegating management of Hosmer House to a subcommittee so that it may more reliably receive the attention it deserves. Additionally, specific actions have been recommended to support the appropriate care and treatment of Hosmer House and its collections.

RECOMMENDATIONS:

- **Establish a Hosmer House committee of the Historical Commission with authority to manage the day-to-day operations of Hosmer House.**
- **Prepare a combined Historic Structure Report/Cultural Landscape Report for Hosmer House and its surrounding landscape to document their historic features, guide the appropriate treatment over time, and undertake strategic planning for operations and management.**

- **Retain a consultant to assess the Hosmer House collections and provide ongoing guidance for their care and treatment.**

ZONING BYLAW AND SUBDIVISION REGULATIONS

The language with respect to historic resources in Sudbury's Zoning Bylaw and Rules and Regulations Governing Subdivision of Land documents is very limited. Without expanding regulatory authorities, simple changes to the existing language could strengthen the Planning Board's hand in negotiation of historic preservation issues with developers. Specifically:

- Provide definitions for historic resources, historic landscape resources, historic landscape context, and archaeological resources.
- Require that historic building and landscape resources be surveyed and identified on existing condition plans. Include identification of resources on adjacent properties.
- Require that historic landscape contexts associated with historic buildings be identified.
- State that it is Town policy that historic resources should be preserved and incorporated into new development in a manner that preserves their historical integrity.
- Require that developers describe the proposed treatment of historic resources in their development project.
- Allow for adaptive reuse that preserves the overall historical integrity of historic buildings and building complexes.
- When negative impacts are anticipated, require mitigation measures as an element of negotiation.
- When appropriate, require the preparation of a full Historic Resource Impact Study detailing the above measures in increased detail.

While these measures do not provide additional regulatory authority, they make the Town's intent that historic resources be preserved and appropriately treated clear, and they provide the context and basis for negotiations to achieve that aim.

In support of preservation planning goals, it is important the Town's historic resource inventory be made accessible through the Town's GIS system. This is easily accomplished through data sets available through MassGIS. Additionally, the Town's historic resource inventory should be made available digitally to developers online.

RECOMMENDATIONS:

- **Include additional language in Sudbury's Zoning Bylaw and Subdivision Regulations supporting the preservation and appropriate treatment of historic resources when new development is being planned.**
- **Make Sudbury's historic resource inventory available through the Town's GIS system and make historic inventory forms available online.**



CHAPTER II – INTRODUCTION

Introduction to Historic Preservation Planning

Historic Context for the Town of Sudbury

History of Historic Preservation Planning in Sudbury

Annotated List of Preservation Partners and Stakeholders



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 a Town-wide history was written in 1889.

Preservation of the Wayside Inn was a community focus in the 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.

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 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.

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 Rehabilitation 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.

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.

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 endeavors 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.



HISTORIC CONTEXT FOR THE TOWN OF SUDBURY

Historic contexts are those patterns or trends in history by which a specific occurrence, property, or site can be understood and its meaning within history or prehistory made clear. Sudbury's physical evolution can be tied to a series of historic contexts involving natural, economic, and social patterns at local, regional, and national levels.

In the 1970s and 80s, the Massachusetts Historic Commission (MHC) undertook a comprehensive, interdisciplinary assessment of the Commonwealth's cultural resources. Using a cultural landscape approach, Massachusetts was divided into eight regions (or study units) for which it was intended that broad-based regional reports be prepared to include discussions of geography and landscape; prehistory; patterns of settlement during successive periods of historical development; and examinations of architecture, economy, and material culture.

Five of the intended eight regional studies were completed between 1982 and 1985 and established a comprehensive, reconnaissance level overview of the development of each region. A study for the Boston Area was completed in 1982 and extended west to Lexington and Waltham. The intended study for the rest of the Eastern Massachusetts region that would have included Sudbury was never completed. Nonetheless, the Boston Area study is informative with respect to Sudbury because of the town's close proximity to the Boston metropolitan region and because of Sudbury's early settlement date.

This statewide approach provided the basis for the preparation of more detailed *Reconnaissance Survey Town Reports* for every municipality in Massachusetts. These Town Reports were prepared between 1979 and 1987 and have provided valuable insight and context for history and preservation planning for municipalities statewide.

The Town Report prepared for Sudbury was completed in 1980 and is abbreviated in its length and scope. The report provides a general overview of Sudbury's historical development in relation to the statewide historic contexts outlined for the regional studies. The statewide contexts or periods remain in general use and include:

- Prehistoric Period (before 1500)
- Contact Period (1500-1620)
- Plantation Period (1620-1675)
- Colonial Period (1675-1775)
- Federal Period (1775-1830)
- Early Industrial Period (1830-1870)
- Late Industrial Period (1870-1915)
- Early Modern Period (1915-1940/55)

The following discussion of Sudbury's historical development and historic contexts is based on the 1980 Town Report as supplemented with information derived from historic maps and histories written for the Town. As with the Town Report, this discussion is abbreviated and does not provide the level of research or detail that would be desirable through more intensive study.

Chapter IV of this Historic Preservation Plan, *Recommendations*, suggests the preparation of three more intensive studies that would provide a more in-depth understanding of Sudbury's historic landscape and its historic and archaeological resources.

The first recommendation is the preparation of an *Indigenous Cultural Landscape Study and Survey* focusing on Native Americans and their relationship to the natural landscape in Sudbury. It would focus primarily on the more recent Native American occupation of the Town as summarized in the discussion below.

The second recommendation is a Town-wide *thematic nomination to the National Register of Historic Places* based on the theme of agriculture. This study would focus on the agricultural landscape from the establishment of European Sudbury in 1639 to the present. As noted throughout this plan, Sudbury is notable for how it exemplifies the history of agriculture in Eastern Massachusetts. Agriculture is the primary historic context for Sudbury over the 1639-1940 period.

The third recommendation is for preparation of a *History of Suburbanization in Sudbury* that would focus on changes to the landscape as Sudbury evolved from an agricultural community into a suburban community between 1940 and the present.

Together, these three recommended studies will provide a detailed professional history of Sudbury's historical development, related historic contexts, the types of resources evident, and the relationship between Sudbury's historical development and the character of its natural landscape.

The discussion below seeks to provide some insights into Sudbury's historical development and poses some questions that might be explored through the more intensive studies suggested in Part III. Like the 1980 Town Report, the discussion below uses the statewide historic contexts or periods from the statewide framework for resource management for its organizational structure even though Sudbury's history is more exclusively agricultural in nature.

HISTORICAL WRITINGS IN SUDBURY

The Town of Sudbury has an interesting set of books documenting the Town's history. Perhaps most significant is *Puritan Village, The Formation of a New England Town* written by Sumner Chilton Powell and published in 1963 by Wesleyan University Press. *Puritan Village* is a seminal study of the establishment of the Village of Sudbury in 1638 and was winner of the Pulitzer Prize for History in 1964.

Through primary source research, Powell documents the establishment of Sudbury by its earliest settlers, moving out of Watertown in 1638, and describes the circumstances and concepts of its founding, based on an open-field village structure in which land was shared rather than owned in private. The book is important for the depth of its scholarly research and the detail it provides. Unfortunately for the present Town of Sudbury, the original village was located on the east side of the Sudbury River in what is now Wayland. Only some outlying portions of the present-day Town are represented in the period covered by the study. Nonetheless, it is notable that Sudbury's history begins with such an outstanding book.

The basis for most historical writings about Sudbury is Alfred Hudson's *History of Sudbury Massachusetts 1683-1889*, published by the Town of Sudbury in 1889 and republished by the Sudbury Press in 1968. The book is available online. Hudson also wrote the *Annals of Sudbury, Wayland, and Maynard, Middlesex County, Massachusetts*, published in 1891 and republished in paperback in 1994. Indexes to both the History of Sudbury and Annals of Sudbury, Wayland, and Maynard was published as one book in paperback by the Sudbury Historical Society in 1983.

Other than primary sources, Hudson's *History* is the best current reference for Sudbury's history. Closer to information and original sources than we are today, Hudson's *History* is over 700 pages in length and provides details on topics that might be difficult to research today. The *History* is typical of the extensive community histories published during the late 1800s, providing a great deal of important information but lacking in synthesis. Sources are not listed. Following a series of chapters addressing the Town's founding, the *History* is divided into 25-year periods in which various topics from each period are addressed.

Additional chapters discuss details of topics such as cemeteries, taverns, physicians, college graduates, natural features, and others.

A Brief History of the Towne of Sudbury in Massachusetts, 1639-1939 was published in 1939 as a project of the Federal Writers' Project of the Works Progress Administration in Massachusetts. The 69-page booklet was revised and reprinted in 1968 by the Sudbury Historical Society. Coinciding with Sudbury's tercentenary celebrations, the *Brief History* is very well-written and readable. However, it should not be considered a source book for other than the most basic facts.

Sudbury 1890-1989, 100 Years in the Life of a Town picks up where Hudson's *History* leaves off and presents an overview of Sudbury's history into the late 20th century when dramatic transformations were occurring due to suburbanization. Authored by Curtis F. Garfield and published in 1999 by Porcupine Enterprises in Sudbury, the paperback was supported by the Sudbury Foundation, Sudbury Historical Society, and Sudbury Board of Selectmen.

Sudbury 1890-1989 made extensive use of information documented in Town Meeting records and other archival materials included in the Town Vault. Informal in its presentation, it provides an overview of topics related to each decade of the 20th century in Sudbury—from Henry Ford in the 1920s, to exploration of Sudbury as a potential home to the United Nations in the 1940s, and the early decades of suburbanization in the 1950s through the 1980s.

Sudbury, A Pictorial History by Laura Scott was published in 1989 and covers the entire period of Sudbury history presented in Hudson's *History* and Garfield's *Sudbury 1890-1989*. Prepared in celebration of the Town's 350th anniversary, *Sudbury, A Pictorial History* was sponsored by the Sudbury Historical Society, Sudbury Selectmen's Office, and Wayside Inn. Laura Scott was Town Historian at the time.

Sudbury, A Pictorial History provides a professional yet accessible overview of Sudbury history and is richly illustrated with historic photographs. It is the best source for a good presentation of the Town's story. The book is currently out of print, and Chapter IV of this Historic Preservation Plan recommends that the book be republished as an educational resource for Sudbury residents.

In 2012, the Sudbury Historical Society published ***Sudbury, Images of America*** through Arcadia Publishing of Charleston, South Carolina. The Images of America series is an extensive and important set of publications providing historic photographs of communities across the nation. The Sudbury Historical Society deserves credit for preparing the book as part of the series on behalf of the Town. The book organizes historic photos of Sudbury under a variety of topics and focuses on people.

Most recent, and perhaps most important for discussion of this historic context, is Jan Hardenbergh's ***Historical Maps of Sudbury, Massachusetts***, the 3rd edition of which was published in 2020. Sudbury's current Town Historian, Jan Hardenbergh collected about 40 historic maps of Sudbury from a variety of sources and published them in a single volume with information and discussion about each map. Maps from Jan's book have been used to illustrate this section

of the Historic Preservation Plan and their compilation is invaluable to an understanding of the development of Sudbury's landscape over time. Discussion of key maps from *Historical Maps of Sudbury* is provided below in conjunction with information from several of the other sources listed above.

Other books have been published that relate to Sudbury history including *A Puritan Village Evolves, a History of the Town of Wayland, Massachusetts* (Helen Fitch Emory, 1981), *Old Sudbury* (Pinkham Press, 1929), *History of Middlesex County, Massachusetts* (1890), *The History of Longfellow's Wayside Inn* (Brian E. Plumb, 2011), other books on special topics such as the Wayside Inn and Henry Ford's Sudbury projects, and a variety of histories on topics in which Sudbury appears, such as histories of King Philip's War.

ENVIRONMENTAL CONTEXT AND INDIGENOUS PEOPLES

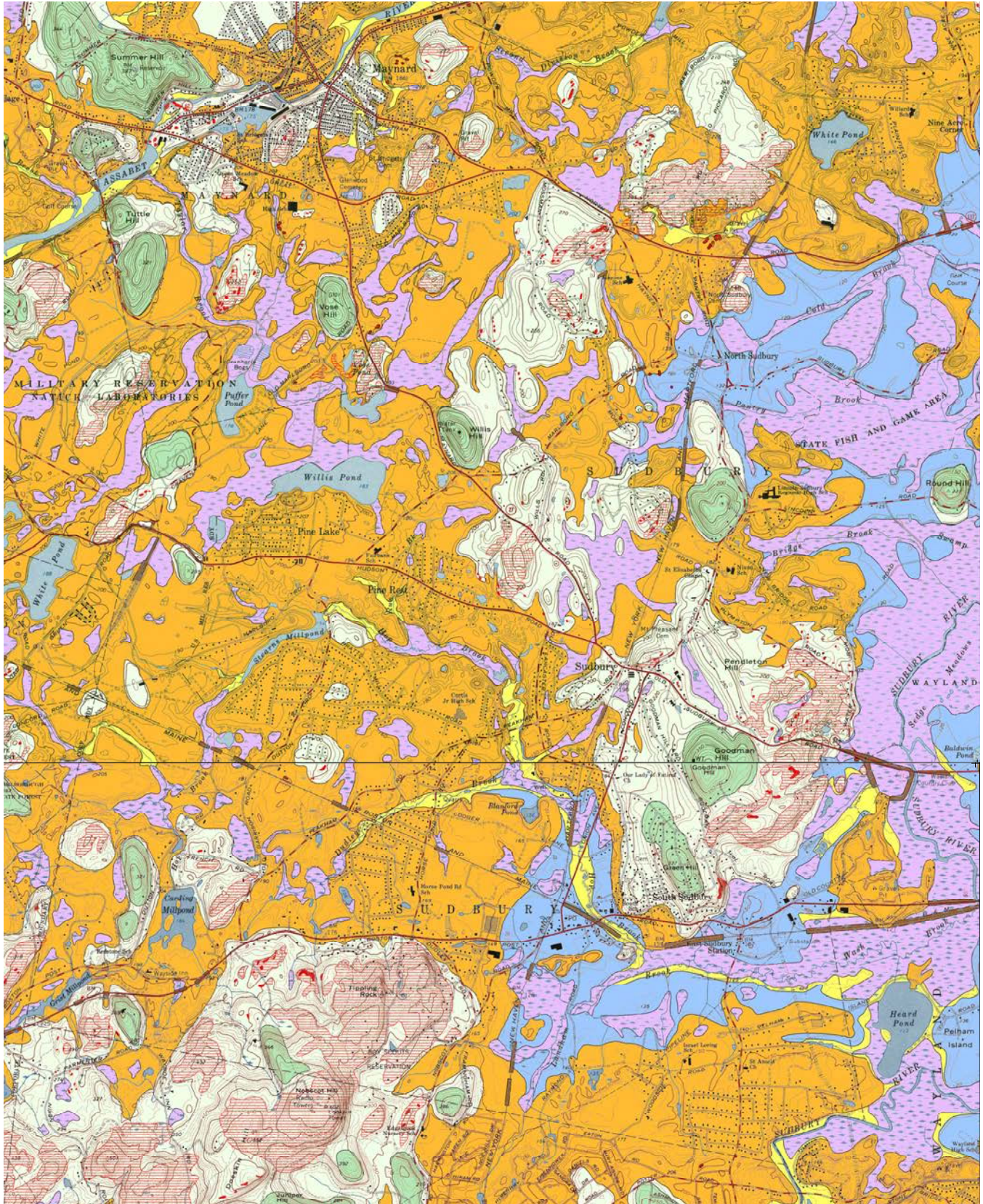
The Sudbury landscape was shaped by glaciers, and land use both in Native American eras and in post-European settlement periods was directly influenced by the character of the glacial landscape and the uses to which it could be put.

The last of the Wisconsin era glaciers to advance and retreat across New England was known as the Laurentide ice sheet and began its retreat about 12,000 years ago. As it retreated, the ice sheet left a landscape of low but varied relief with hills formed as moraines, till, and as glacial outwash. Their soils range in their degree of stoniness based upon the conditions of their formation, but they are mostly mixed rocks, stones, and sands of varying size. Low lying areas were lake bottoms or river courses of silt, and many areas do not drain well or at all. There are numerous swamps and kettle holes, as well as round-topped hills, and the terrain can be unpredictable.

The glacial deposits are divided into two broad categories, **Glacial Till and Moraine Deposits** and **Glacial Stratified Deposits**. Till, the most widespread glacial deposit, was laid down directly by glacier ice. Glacial stratified deposits are concentrated in valleys and lowland areas and were laid down by glacial meltwater in streams, lakes, and the sea in front of the retreating ice margin during the last deglaciation. **Postglacial Deposits**, primarily flood-plain alluvium and swamp deposits make up a lesser proportion of the unconsolidated materials.

The Town of Sudbury is located west of the Sudbury River and its broad lowland valley, which in part has protected the Town from the spread of development from the Boston metropolitan area to the east. The narrow Assabet River is a feature to the west of Sudbury and was attractive to industrial development due to the ability to substantially dam the river for waterpower. The town of Maynard grew here around the industrial facilities. Both the Sudbury and Assabet Rivers flow north and join to become the Concord River.

In general, Sudbury's highest elevations of hills and ridgelines are comprised of Glacial Till. Mid-elevations in Sudbury are comprised of Glacial Stratified Deposits. Creeks, valleys, wetlands, and lowland areas, including the Sudbury River Valley, are comprised of Postglacial Deposits.



Surficial Materials Map of the Maynard and Framingham Quadrangles (Scientific Investigation Map 3402, Quadrangle 97 Maynard and 98 Framingham; Massachusetts Geological Survey 2018)

The Surficial Materials Map of Sudbury area published by the Massachusetts Geological Survey on the facing page shows the Town's glacial landscape in detail.

Areas of Glacial Till

The Glacial Till laid down directly by the glacier ice is shown on the map opposite in green shades and represents the higher topographic elevations in Sudbury. The till areas are present in a north-south band on the east side of the Town adjacent to the Sudbury River lowlands and along the Town's southern boundary at Nobscot Hill.

The darker shade of green on the map depicts **Thick Till**, a non-sorted, non-stratified matrix of sand, silt, and a little clay containing scattered pebbles, cobbles, and boulders. Areas identified as Thick Till are greater than 10 to 15 feet in thickness and are mostly drumlin landforms in which the till thickness commonly exceeds 100 feet. In Sudbury, these drumlin features include Round Hill, Willis Hill, the top of Goodman Hill, Green Hill, and others.

The very light shade of green on the map depicts **Thin Till** which is generally less than 10 to 15 feet thick and may be laid over areas of shallow bedrock with occasional outcroppings. In the map opposite, shallow bedrock is shown with horizontal red lines and outcropping in solid red. An area of shallow bedrock along the east side of the Town extends from Plympton Road on the north to Goodman Hill Road on the south. A second area of shallow bedrock is present south of Route 20 in the vicinity of Tippling Rock and Nobscot Hill.

In general, historic road alignments avoid these higher elevations of Glacial Till. The drumlins of Thick Till are not suitable for cultivation due to their steep slopes. They may have been most suitable as woodlots. The areas of Thin Till may also be less desirable for cultivation due to the shallow bedrock and may have been used mostly as pasture and woodlots. Study of the historic layout of farm properties and field lines might provide insight on how these lands were used agriculturally.

Glacial Stratified Deposits

The Glacial Stratified Deposits laid down by the glacial meltwaters in front of the retreating ice margin are shown in the map opposite in orange and blue and are predominant throughout Sudbury.

Areas shown in orange are termed **Coarse Deposits** and consist of gravel, sand and gravel, and sand. Coarse Deposits may have been favored for agricultural uses due to their moderate slopes and their depth. Further study of farm layouts should seek to confirm this.

Areas shown in blue are termed **Fine Deposits** and consist of fine sand, silt, and clay laid down on bottoms of glacial lakes. In Sudbury, areas of Fine Deposits are located adjacent to the Sudbury River and in the vicinity of Hop Brook. They are generally low lying but may still be favorable to agricultural uses.

Postglacial Deposits

Postglacial Deposits are shown in purple and yellow on the Sudbury map. Purple areas depict **Swamp Deposits** comprised of organic muck and peat containing

minor amounts of sand, silt, and clay. They are located in lowlands areas of swamps, freshwater marshes, kettle depressions, and poorly drained areas. Where shown on the map, they are estimated to be at least 3 feet in thickness, and most are less than 10 feet thick. Swamp Deposits are laid over glacial deposits. In Sudbury, they are over Fine Deposits within the area of the Sudbury River and over Coarse Deposits or Glacial Till in upland areas.

The areas of Swamp Deposits are extensive along the Sudbury River and also follow the course of Hop Brook. In the western portion of the Town, numerous wetland swamp areas drain northwest to the Assabet River. Both the Sudbury and Assabet Rivers are known for their wetlands and wildlife, and both have large areas preserved as the Great Meadows and Assabet River National Wildlife Refuges.

Areas shown in yellow constitute **Flood Plain Alluvium** within the flood plain of modern streams. On the Sudbury map, these occur in narrow bands along the valleys of Hop Brook and its tributaries.

Indigenous Peoples

The lifeways of indigenous cultures extending from the retreat of glaciers some 12,000 years ago to the Contact Period with European cultures about 500 years ago is closely associated with the character of region's glaciated landscape and the wildlife and plant communities it supported.

Overviews of the history of indigenous peoples in Eastern Massachusetts are provided in a variety of technical publications based on the findings of archaeological investigations. Such publications include the *Final Comprehensive Conservation Plans* for the Great Meadows and Assabet River National Wildlife Refuges, both published in 2005 by the U.S. Fish & Wildlife Service, and *Historic & Archaeological Resources of the Boston Area* published by the Massachusetts Historical Commission in 1982.

Archaeologists divide indigenous history into three broad periods, the Paleoindian Period (11,000-8,000 BP), Archaic Period (9,000-2,500 BP), and Woodland Period (2,600-500 BP) based upon changes in lifeways as evidenced through archaeological research. The Archaic Period is further subdivided into Early, Middle, Late, and Transitional periods, while the Woodland Period is subdivided into Early, Middle, and Late periods.

Over this extensive timeframe, indigenous cultures evolved from small, widely spread populations practicing diversified hunting and gathering to more intricate and intensive population distribution with ranges in site sizes and internal complexity based upon site usage.

Late Archaic cultural complexes (4,500-3,000 BP) show the greatest frequency and widest distribution in different environmental zones within the Sudbury region. During this period indigenous peoples utilized the habitats within the region, with diverse tool assemblages and relatively large population densities. This intense use of resources in the immediate area of Sudbury appears to continue into the Transitional Archaic Period (3,600-2,500 BP) and the Woodland Periods.

By the Late Woodland (1,000-500 BP), horticulture of local domesticated plants intensified and neighbors to the south and west introduced maize horticulture. People lived in larger groups, and sometimes in fortified villages. During this period, complex political alliances emerged, perhaps reflecting an increase in sedentary lifestyle and population growth. The Sudbury River appears to be associated with the approximate dividing line between the territories of the coastal tribes, primarily the Massachusetts, and the inland tribes, primarily the Nipmuck. Inland groups may have continued a more mobile hunting and gathering subsistence strategy than their coastal neighbors. Site locations at Weir Hill, Heard Pond, and around the Rice Tract were fishing stations during these periods. (GMNWR 2005:37)

As mentioned above, Chapter IV of this Historic Preservation Plan recommends preparation of an *Indigenous Cultural Landscape Study* to examine the history of Native Americans and their relationship to the natural landscape in Sudbury. The study would include examination of previous archaeological studies from within the region, review of identified archaeological sites and resource findings, and preparation of an archaeological sensitive map that might be predictive of the potential for finding future sites and would be useful in future planning. The study would use the Surficial Materials Map of the Town reproduced above as a starting point for understanding of the regional ecology and its use by indigenous peoples.

CONTACT PERIOD (1500-1620)

Since at least the early 16th century, the coastal area between Maine and Massachusetts was being regularly visited by English, Dutch, and Portuguese fishermen; Basque whalers; and French fur traders. Contact occurred between these Europeans and coastal tribes of Native Americans. Contact with inland tribes was less direct. During this time, projectile points made from metals traded to the Native Americans by the Europeans begin to emerge. Other European materials were also adapted to suit Native American needs and ideologies.

The 1616-1619 period is known as the “great dying” for coastal tribes in Massachusetts during which as much as 90% of the tribal population was reduced along the state’s southern shore by exposure to European disease. The epidemic extended along the coast from the Kennebec and Penobscot rivers of southern Maine to the Narragansett Bay of Rhode Island, with the highest rate of fatalities concentrated around Boston Harbor and Plymouth Bay, including the Massachusetts and Wampanoag.

The epidemic had less devastating effects on inland tribes such as the Nipmuck who appear to have been associated with Sudbury, yet it was still significant, and additional European diseases continued to be introduced into the 1630s and later. Native populations recovered somewhat through the acquired immunity of survivors, which increased in the population after each epidemic. The complex political structures of Native American tribes that had emerged during the Late Woodland collapsed during the Contact Period due to the epidemics and growing European expansion.

Limited evidence has been found of Native American presence in Sudbury during the Contact Period despite the resource potential for fishing, hunting, and gathering. Reasons for this are not clear, especially since the area had supported a large indigenous population during earlier periods. No Contact Period sites have been clearly identified, though it is probable that some are present. Likely locations include well drained terraces and knolls overlooking the Sudbury River especially at falls and confluence points with major tributaries.

FIRST EUROPEAN SETTLEMENT PERIOD (1620-1675)

The *Plantation Period* identified in the Massachusetts statewide historic contexts is termed the *First Settlement Period* in the 1980 Town Report for Sudbury. As discussed earlier in this section, Sudbury's establishment is thoroughly and interestingly documented in Powell's 1963 book, *Puritan Village*.

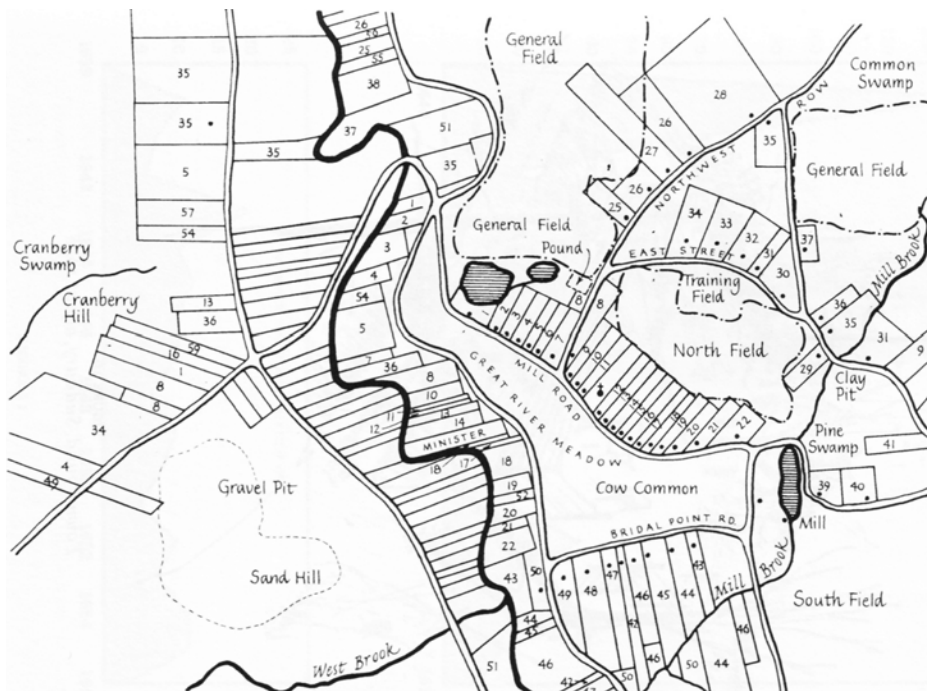
The first group of English settlers arrived in newly created Sudbury in September of 1638 with shelters reportedly dug out of the river banks, cased in lumber, and roofed with bark or sod. Additional settlers arrived in the spring, with about fifty-six households in early 1639. The plantation of Sudbury was officially incorporated by the General Court in September 1639.

Sudbury was established through three major grants of land. An original grant in 1638 formed the central Five-Mile Grant of the town. A second grant a mile wide was added to the south in 1640. A third two-mile wide grant was added to the west in 1649 and allocated to specific individuals rather than held in common.

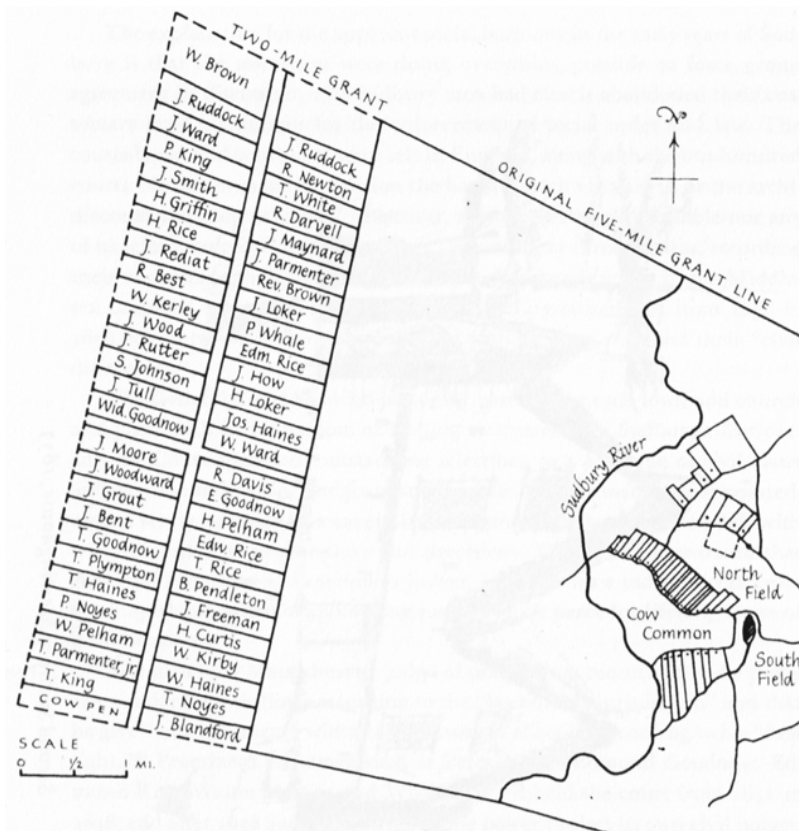
The selection of the site for Sudbury Plantation's original village was along an apparently established Native American trail following the course of today's Routes 20 and 27. The site takes advantage of the direct access to the existing settlements to the east, extensive meadow grasses along the river for grazing of animals, and probable cleared areas where previous Native American communities grew crops.

Powell's map of the original village depicts its layout and property allocations. Sudbury was established to practice an open field system of community organization favored by its founders in which families lived close together on house-lots in the central village and then were allocated additional parcels of land in other portions of the community for their use. Work was undertaken cooperatively and in common both on allocated parcels and public improvements. The remote parcels were probably targeted for specific resource uses such as meadow grazing, pasture, cultivation, woodlots, sand or gravel, and others. Large areas of land were held in common. The population of the original village is estimated in *Puritan Village* to have been about 180 persons in 1640, growing to about 260 persons by 1655.

Powell's village map apparently shows the crossing of the Sudbury River at today's Old Sudbury Road, a turn south to connect to today's Old County Road, and continuing west along today's Route 20 or Boston Post Road. Water Row is also probably an original 17th century road. Powell's Sand Hill and Gravel Pit is probably the sand/gravel area of Coarse Deposits shown on the Surficial Materials Map above, between Old County Road and Route 20.



Map of Sudbury Village on the east side of the Sudbury River in today's Wayland (Powell p77)



Land grants establishing Sudbury. The area west of the Sudbury River is mostly within today's Sudbury. The portion east of the river is in today's Wayland. (Powell p108)

Original settlement occurred entirely on the east side of the river, with the west side used as a resource area. A bridge across the river was constructed in 1643, and the first dwelling on the west side appears to have been constructed in 1646 on Water Row. Additional families had moved to the west side by the 1650s. Old Lancaster Road was cleared in 1653, and the first grist mill on Hop Brook was erected in 1659 near today's South Sudbury.

The Town's commons were extensive, comprising an estimated 89 percent of the total town plot. In 1647, a common grazing area of about 5,000 acres was laid out on the west side of the river in today's Sudbury extending from Pantry Brook on the north, to Landham Brook on the south, and west to the town line. Every land holder had a right to graze a certain number of cattle on the common land in accordance with the amount of meadow they had been allocated or had been able to purchase. (Powell:94)

Conflict between those who favored the open land system of community organization and those who favored ownership on individual farms was central to Sudbury's founding and early development.

COLONIAL PERIOD (1676-1776)

The years of 1675-76 marked a dramatic turn in the early settlement by Europeans of Eastern Massachusetts, Native American presence, and New England in general with the outbreak of King Philip's War. Frontier communities became sites of conflict as Europeans sought to establish themselves on Indigenous lands.

Sudbury was attacked by King Philip's followers on April 21, 1676. Residents withdrew to six fortified garrison houses, the best known being the Haynes Garrison House on Water Row. All of the other residences west of the river were destroyed. A group of fifty to one hundred men from Milton who had come to Sudbury's aid were attacked on Green Hill near today's South Sudbury and most were killed. They are buried and commemorated in the Town's Wadsworth Cemetery on Green Hill.

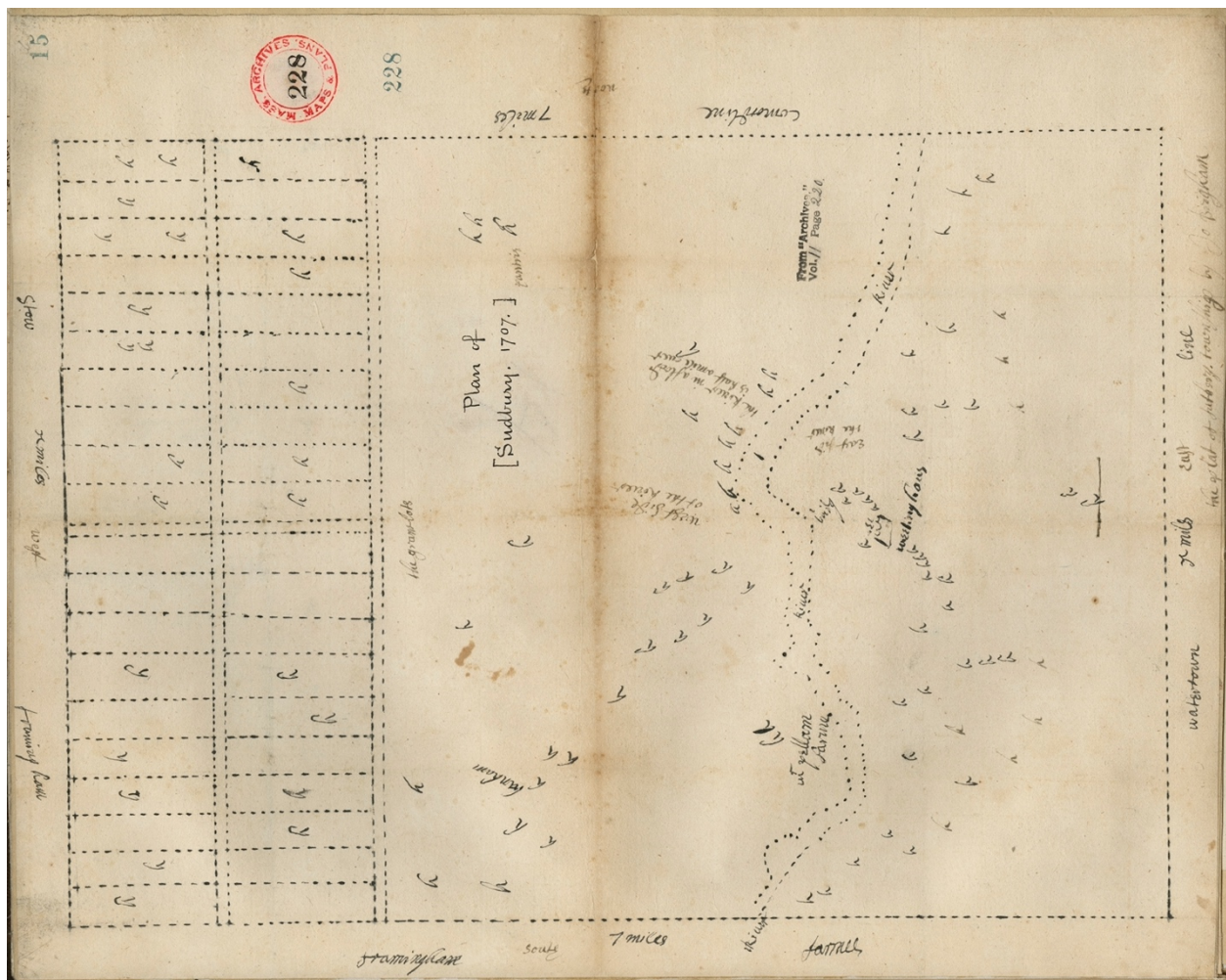
Sudbury was the last large engagement in King Philip's War, and the war was over by August 1676. Yet hostilities remained, and frontier areas from Massachusetts to Maine were slow to recover. Sudbury suffered significant losses, and life was severely disrupted. It took the rest of the 1600s for European settlement to be reestablished in Sudbury.

The Brigham map of 1707 shows the number and general distribution of households or residences established on the west side of the Sudbury River by that date. The map was prepared in support of west-side residents' petition to the General Court for establishment of a west side precinct in Sudbury with permission to erect a meeting house and maintain a minister. Distance and difficulties in crossing the Sudbury River to attend worship services were cited as reasons for the request.

The request was granted in 1708 but not implemented until 1723, when work on a new meetinghouse was completed. The meetinghouse was located on the site of today's First Parish Meetinghouse. The location was described in

site of today's First Parish Meetinghouse. The location was described in petitions as Rocky Plain, today's Sudbury's Town Center. A common burying ground had been established here in 1717, today's Revolutionary War Cemetery. The surface geology map of Sudbury shows the location as Thin Till with shallow bedrock present along the steep-sloped ridgeline overlooking the cemetery.

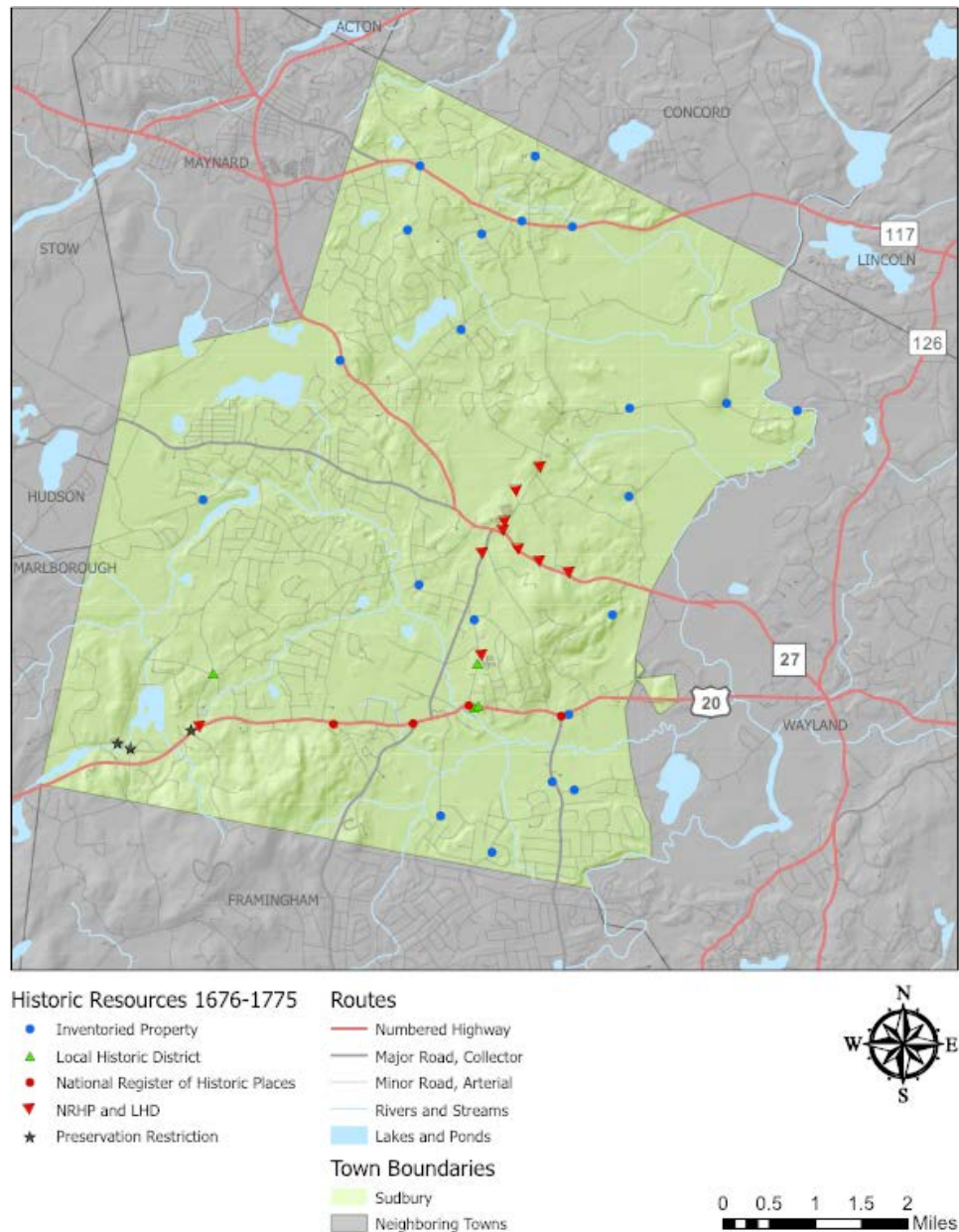
The 1707 map shows the original 5-mile square grant for Sudbury Plantation in a dotted outline. The later 2-mile grant is shown to the west (left) in dotted lines and was divided into plots allocated to individuals. Sudbury River is shown lightly with dotted lines north to south (top to bottom) through the middle of the 5-mile square. "h-like" symbols indicate the locations of residences. Symbols located to the west (left) of the river are in today's Town of Sudbury.



Brigham Map of Sudbury in 1707, prepared to demonstrate the number of properties that had been established west of the river. Symbols show the locations of families or residences established by that time. See the discussion in the text. (Hardenbergh p5)

The 1707 map shows about 32 residences on the west side within the area of the Five-Mile Grant and about 25 residences within the area of the Two-Mile Grant, with a total of about 57 residences on the west side of the river. Most residences are presumed to be farmsteads and appear to be located along

Water Row and today's Route 20 (Boston Post Road). No existing built structures are believed to remain from this date, but indicated sites are likely to be those where later residences were constructed to replace earlier ones.



Properties with structures dating from the Colonial Period documented in the Sudbury Historic Resource Inventory. All are dating from the 18th century.

During the Colonial Period farmers would have been undertaking clearing of the woodlands on selective sites to create areas of cultivated fields and pastureland, beginning the establishment of a domesticated rural agricultural landscape. Lumbering would have been the primary activity during winter months when crops were not growing and when the ground was frozen. Farmsteads were generally located close to roads with farm fields beyond.

Sudbury's primary road network was established during this period using routes that minimized obstacles such as stream crossings and steep slopes. It is conjectured that many of these routes had been Native American trails prior to their use by European settlers.

As the 18th century progressed, the landscape became increasingly domesticated. A second sawmill was established on Hop Brook in 1677, and South Sudbury began to develop as a village center. Examination of early property lines in conjunction with geological and topographical features might suggest how early land areas were used.

FEDERAL PERIOD (1777-1830)

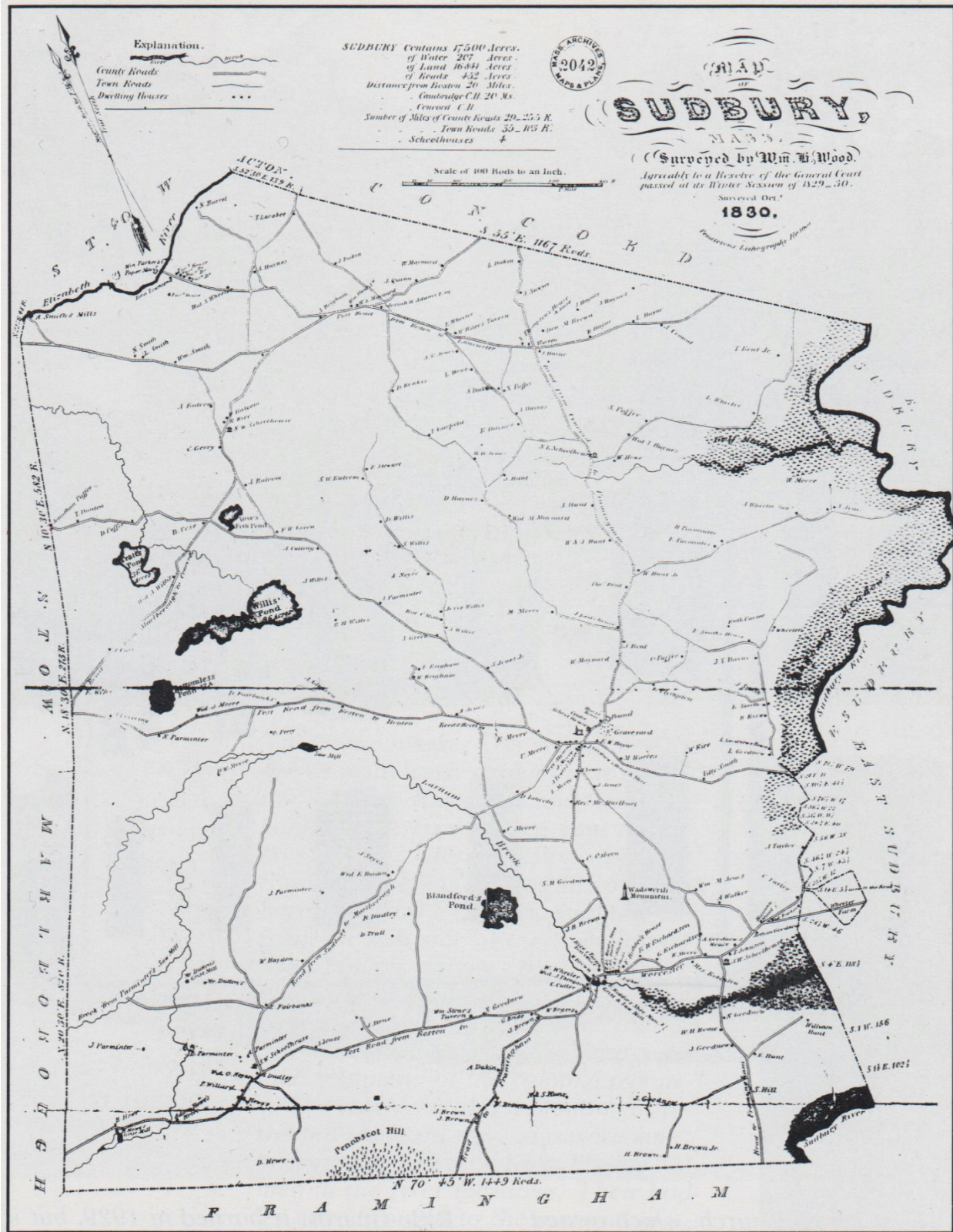
Today's Town of Sudbury was established in 1780 when division of the town into east and west with the Sudbury River as the dividing boundary was approved by the Commonwealth. East Sudbury was later renamed Wayland.

During the Federal Period, Sudbury continued to grow as an agricultural community, reaching a peak period of agricultural development by about 1830. The town's population was 1,290 persons in 1790 and 1,423 persons in 1830. That year, the Massachusetts legislature mandated that every town prepare a survey and submit a map to the Secretary of State. Sudbury's map was prepared by William Wood and is reproduced on the following page.

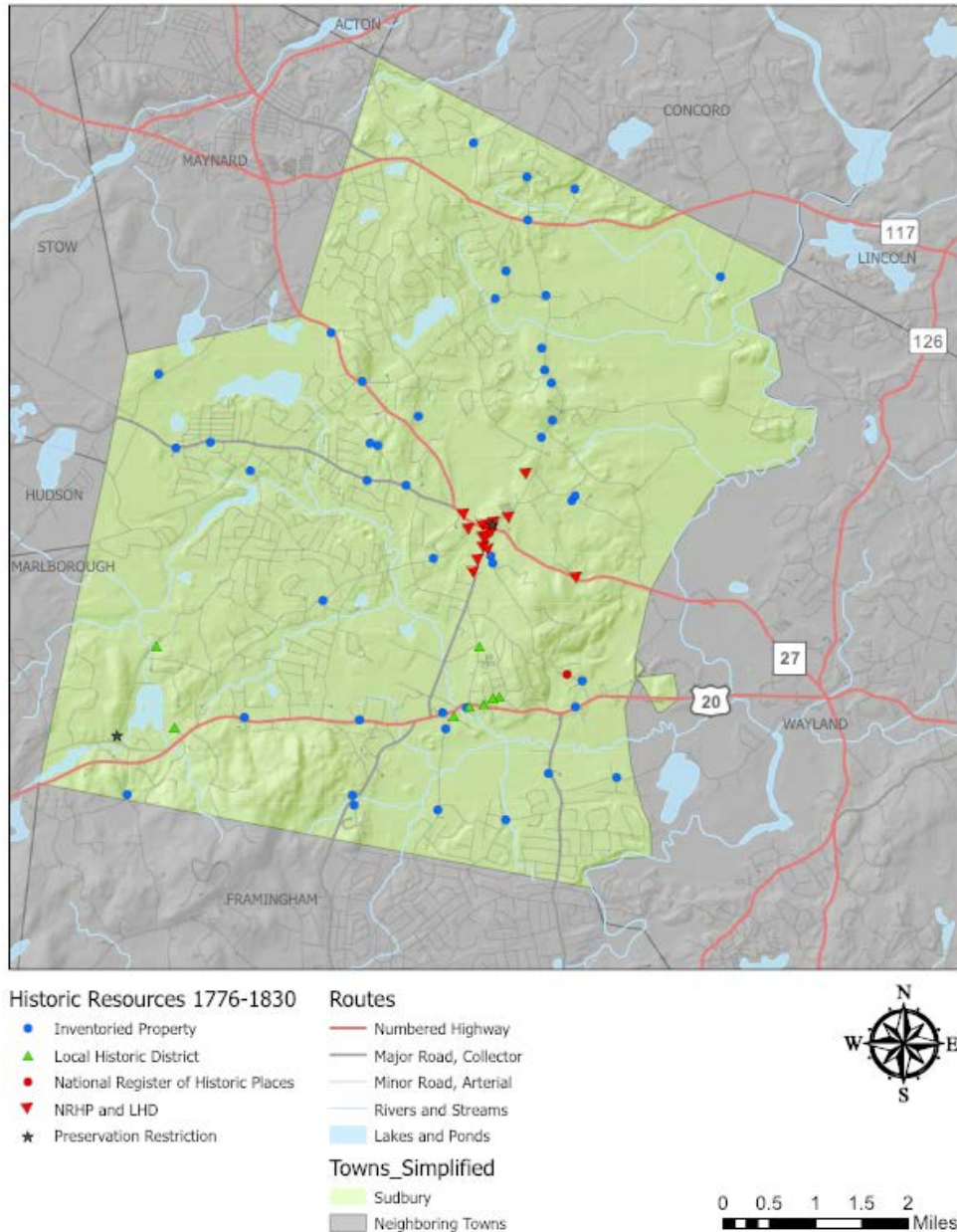
In addition to the accurate depiction of roads, meadows, and ponds, the Wood map shows the locations of residences along with the names of owners. This map is particularly useful in the potential study of farms and farmland and in relation to sites identified in the current Sudbury Historic Properties Inventory.



Etching of Mill Village in the early 1800s viewed from the south with Hop Brook in the foreground and Green Hill in the background. The Boston Post Road runs left to right with the bridge. Concord Road is on the upper left. (Scott p50; from Hudson)



William Wood map of Sudbury, 1830, showing residences and owners and indicating the locations of farmsteads (Hardenbergh p10)



Properties with structures dating from the Federal Period documented in the Sudbury Historic Resource Inventory

Farmers continued to clear land and improve their farms during this period, fine tuning the New England practice of mixed farming in which many different crops, animals, and products were produced in small quantities for home use and local trade. Many farmers also practiced off-farm trades. Farming did not produce large quantities of cash crops for export but was locally focused.

The 1830 mapping across the Commonwealth included a survey of areas remaining in woodlands, but for Sudbury this information has not been found. In the etching above from Hudson, woods are depicted on Green Hill.

Over sixty-five buildings dating from the Federal Period have been documented in Sudbury's Historic Properties Inventory. During this period Mill Village (South Sudbury) grew as an active local commercial center with its grist and sawmill and numerous small shops supporting the surrounding agricultural community. Businesses included brick yards, tanning works, malt house, and saw, grist, and fulling mills.

Sudbury's Town Center grew as a competing social and institutional center with its own set of small commercial shops. The First Parish Meeting House was constructed in 1797 in Sudbury Center, replacing the earlier structure.

EARLY INDUSTRIAL PERIOD (1830-1870)

Though termed the Early Industrial Period in the statewide historic contexts, the period 1830 through 1870 remained a predominantly agricultural era for Sudbury. The town's population grew from 1,423 persons in 1830 to 2,091 persons in 1870, Sudbury's highest population until after World War II.

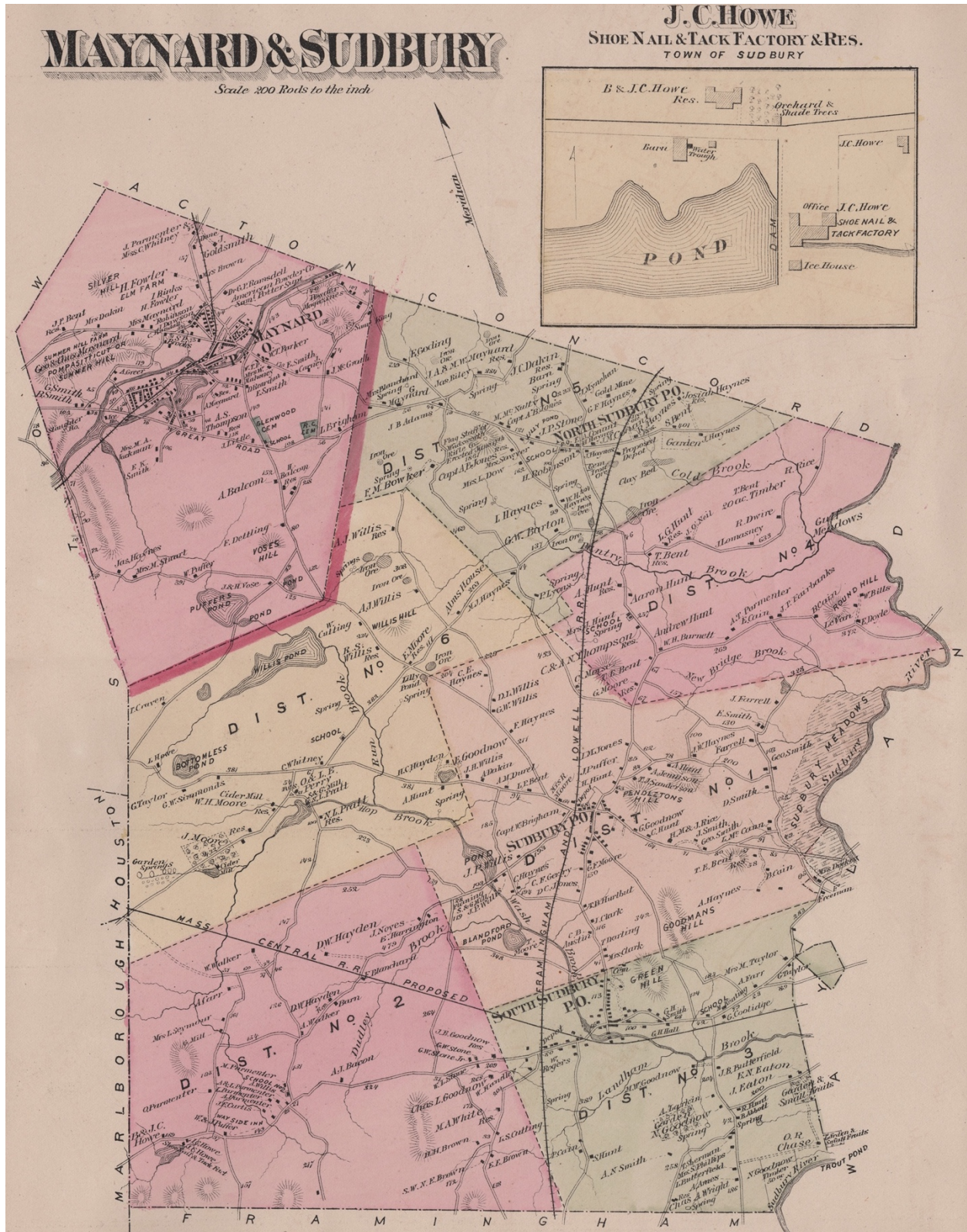
The 1850s was the peak period of agricultural development in eastern and central Massachusetts as measured through deforestation and agricultural activity based on the model of mixed farming. Across the region, as much as 60% to 80% of the landscape had been cleared for pasture, tillage, or other forms of agricultural use. The small areas of woodland that remained were subjected to frequent cuttings for lumber and fuel.

The 1820s and 30s was a period during which portions of New England switched to sheep farming for production of merino wool, which peaked in the 1840s. There is no mention of sheep farming in Hudson's History, however, and it is not known to what degree sheep farming influenced Sudbury, if at all. The widespread building of stone walls throughout New England to contain pastures for sheep farming is attributed to this era.

Agriculture in New England changed following the Civil War with the opening of the Mid-west prairies to grain production and the growth and refinement of the nation's railroad networks for the movement of agricultural goods. New England's model of small-scale mixed farming could not compete. Many New England farmers moved west, and farm abandonment proceeded through the end of the century.

In Central Massachusetts, farm abandonment led to the reversion of cleared farm fields to successional old fields and then young woodland. In Sudbury, however, farmers appeared able to adapt. Sudbury's proximity to the urban markets of the Boston metropolitan area and other developing urban centers led to opportunities for specialized agricultural production such as vegetables, flowers, and dairy. Systems developed throughout the region to support these market opportunities.

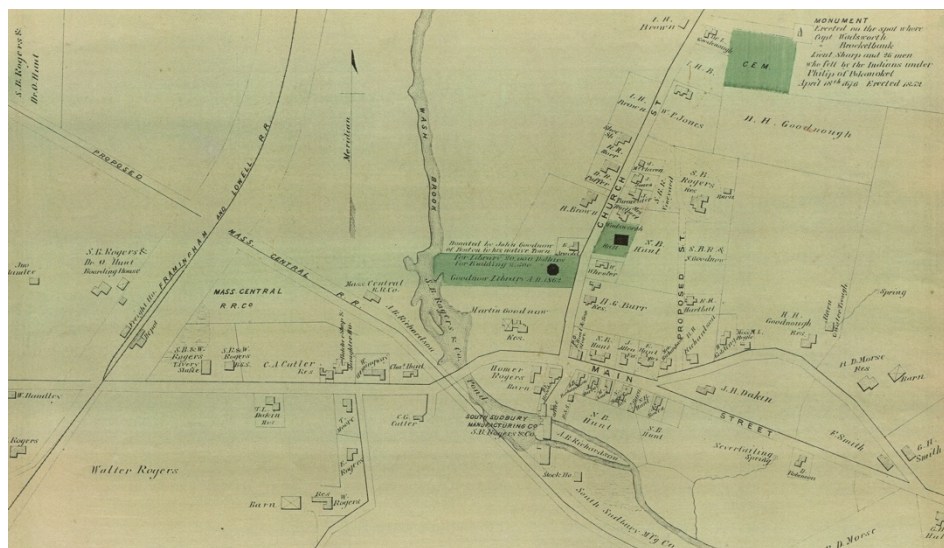
Study of the agricultural census for Sudbury and other sources might illuminate the changes in agriculture that appeared during this period. Study would include the types of barns and outbuildings constructed on Sudbury farms during this era. The 1875 Beers Atlas map on the facing page documents Sudbury at the end of the Early Industrial Period, including detailed maps of Central Sudbury and South Sudbury which show the growth of these two village centers.



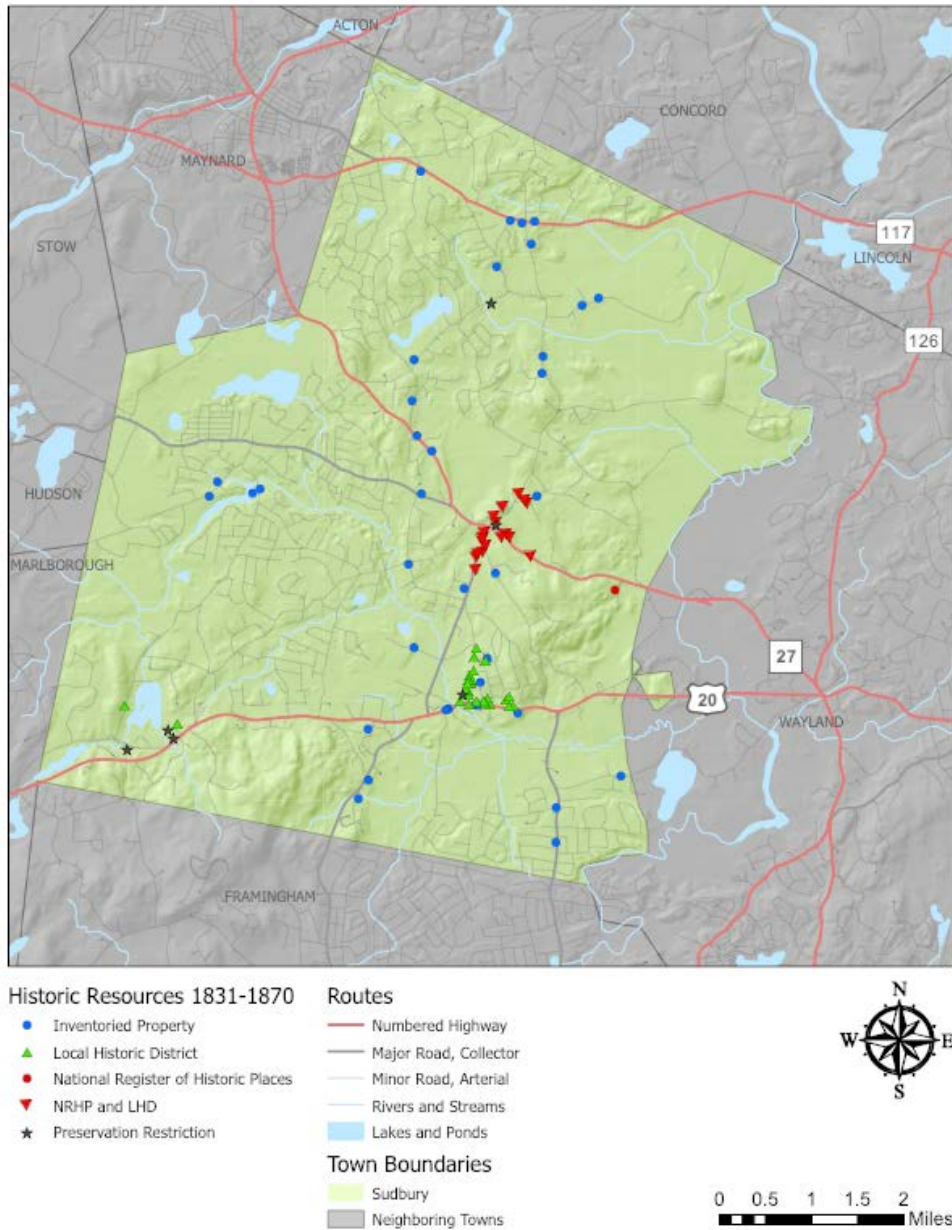
1875 Beers map of Sudbury (Hardenbergh p13)



Detail of Sudbury Center from the 1875 Beers Atlas (Hardenbergh p20)



Detail of South Sudbury from the 1875 Beers Atlas (Hardenbergh p23)



Properties with structures dating from the Early Industrial Period documented in the Sudbury Historic Resource Inventory

Examination of larger copies of the Beers Atlas is recommended for appreciation of settlement patterns in relation to landscape and in comparison to historic resources remaining today. The Beers Atlas shows the locations and ownership of farms throughout Sudbury along with features such as mills, stores, orchards, iron ore pits, and springs. Close study of the maps in conjunction with other sources would help document Sudbury's transformation during this period. The overlay of historic property lines over historic maps such as the Beers Atlas would help with the identification of historic farms. The locations of stone walls over these maps would help with identification of field lines within the farms.

Two changes underscored the Early Industrial Period in Sudbury. First was the growth of industry along the Assabet River to the northwest of the Town, which led to the establishment of the town of Maynard in 1871 with the transfer of the northwest portion of Sudbury to Maynard. The second change was the construction of railroads through Sudbury, which supported changes in agriculture production by providing efficient transportation to urban markets. The north-south Framingham & Lowell Railroad opened in 1871 with stations in North, Center, and South Sudbury. The east-west Massachusetts Central Railroad linking Hudson and Boston opened in 1881.

One social change that occurred during this period was a disagreement within the First Parish that resulted in a split in 1838, with the larger faction leaving to build a new church building just down the street on Concord Road opposite Goodman Hill Road. The Town voted to build a separate meeting house for Town government use in 1846, completing construction of the new building adjacent to the First Parish Meeting House in 1848.

LATE INDUSTRIAL PERIOD (1870-1915)

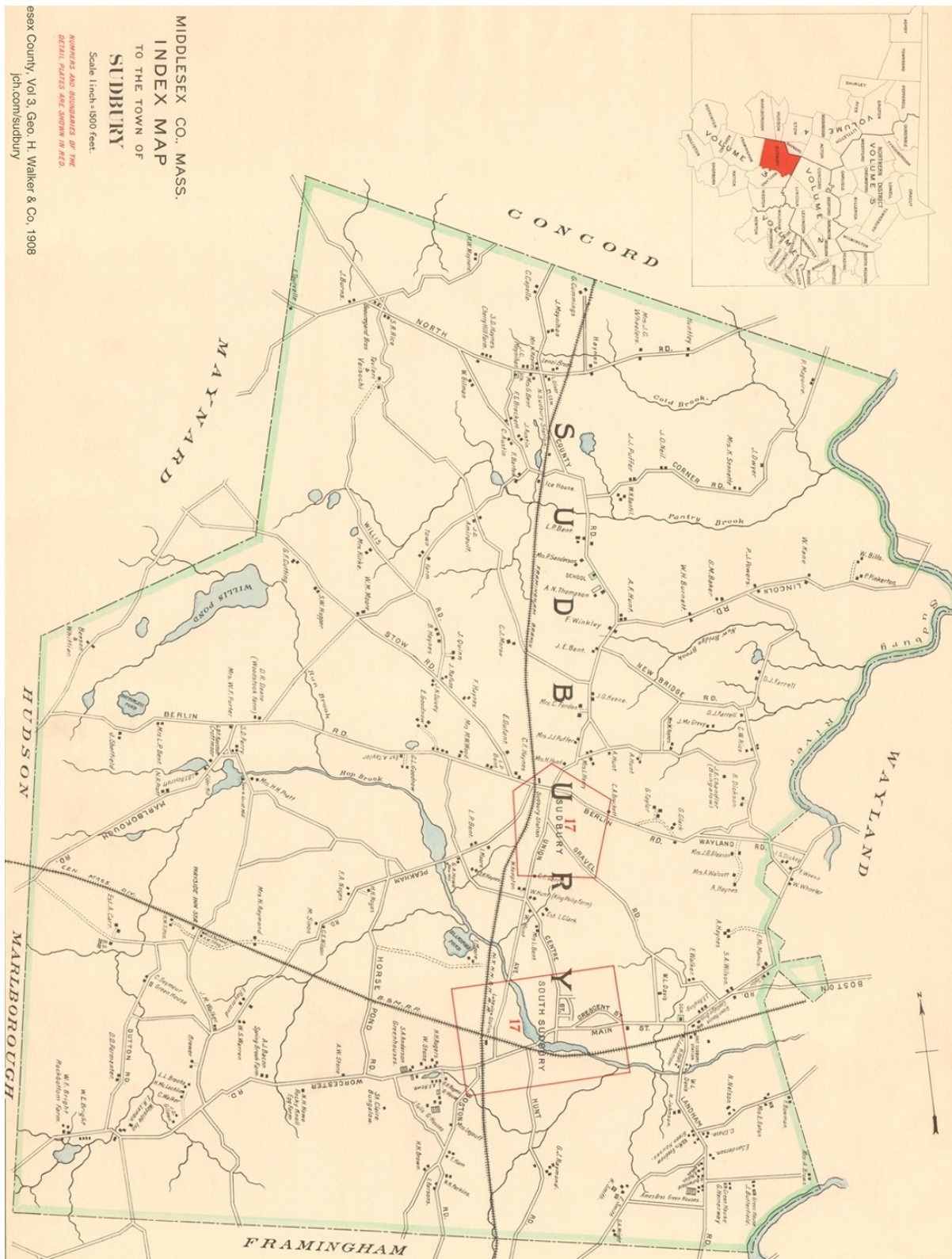
The Late Industrial Period saw maturation of the transformation of Sudbury's agricultural economy into a regional market system serving surrounding growing urban and suburban areas. The two railroads that commenced operations in 1871 and 1881 facilitated this transformation. The town's population declined by 913 from 2,091 persons in 1870 to 1,178 persons in 1880 and stabilized at 1,120 persons in 1910.

In *Sudbury 1890-1989*, Garfield describes a prominent dairy farm as consisting of 150 cows providing milk to regional markets and offering milk products such as cheese, butter, and ice cream in season (p29). In addition to dairy, gardening products included cucumbers, lettuce, rhubarb, tomatoes, and flowers. Greenhouses were introduced to facilitate garden production. Hudson reports that the first greenhouse was erected in 1879 for growing cucumbers. By 1889, over thirty greenhouses had been built, covering about a hundred thousand square feet of land. Heated by hot water, the greenhouses used about seven hundred tons of coal each year (Scott p72 after Hudson).

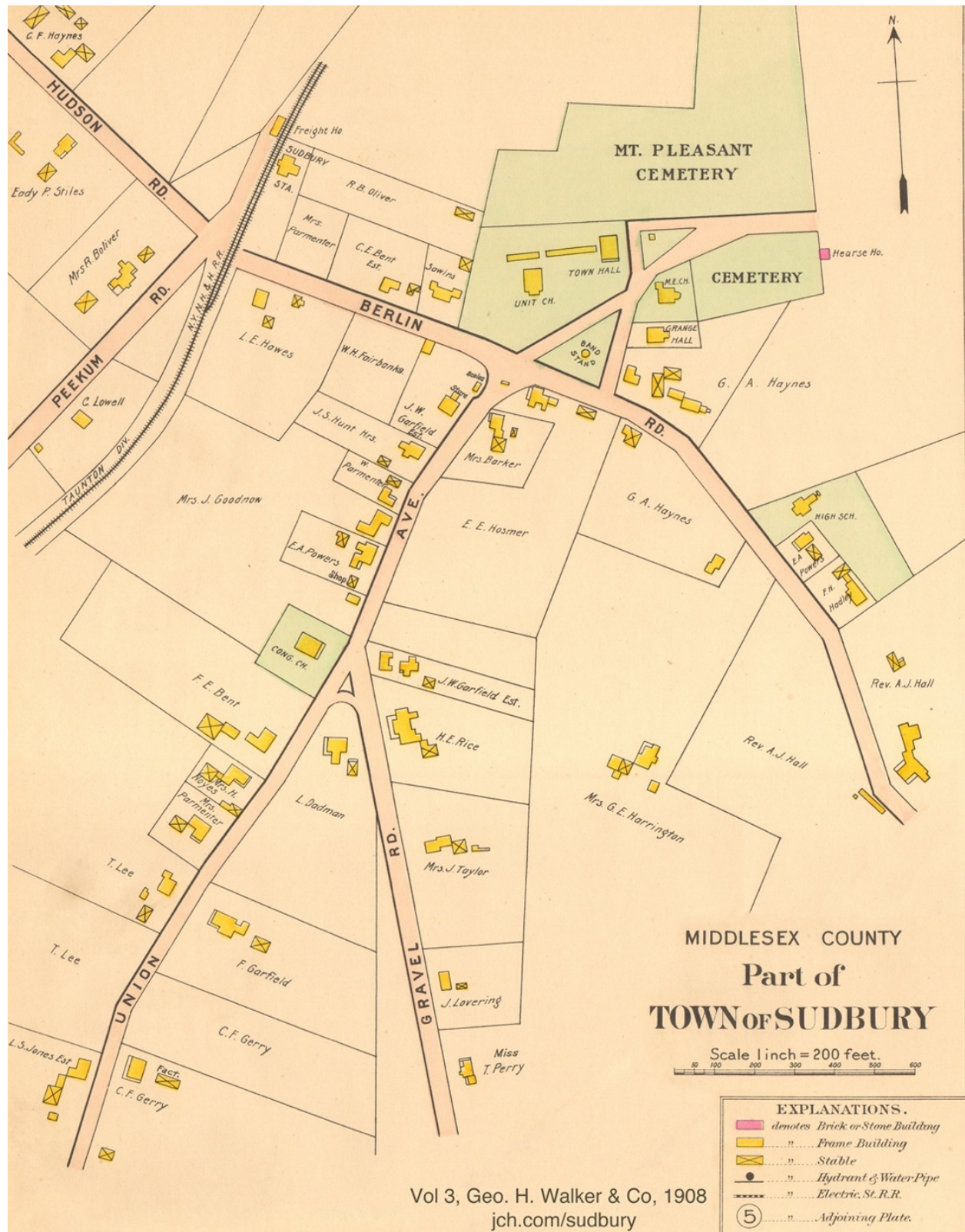
The Atlas of Middlesex County produced in 1889 by William Walker and later updated in 1908 provided detailed maps of Sudbury showing the locations of farmsteads, ownership, and details of Sudbury Center and South Sudbury. The 1908 map shows the locations of greenhouses on farms throughout the Town.

Despite transformation of the agricultural economy, Sudbury's population of about 1,150 persons in 1900 remained stable during this period and was about 100 persons less than it had been in 1800. Small mills continued to operate, and several new businesses such as machinery manufacturers were introduced. But otherwise, extensive growth and new building did not occur.

In addition to active farming, a number of gentleman estates were established by wealthy Bostonians in Sudbury, especially in the vicinity of Sudbury Center. A prominent example was the estate of nationally known Boston architect Ralph Adams Cram on Concord Road north of the Center.



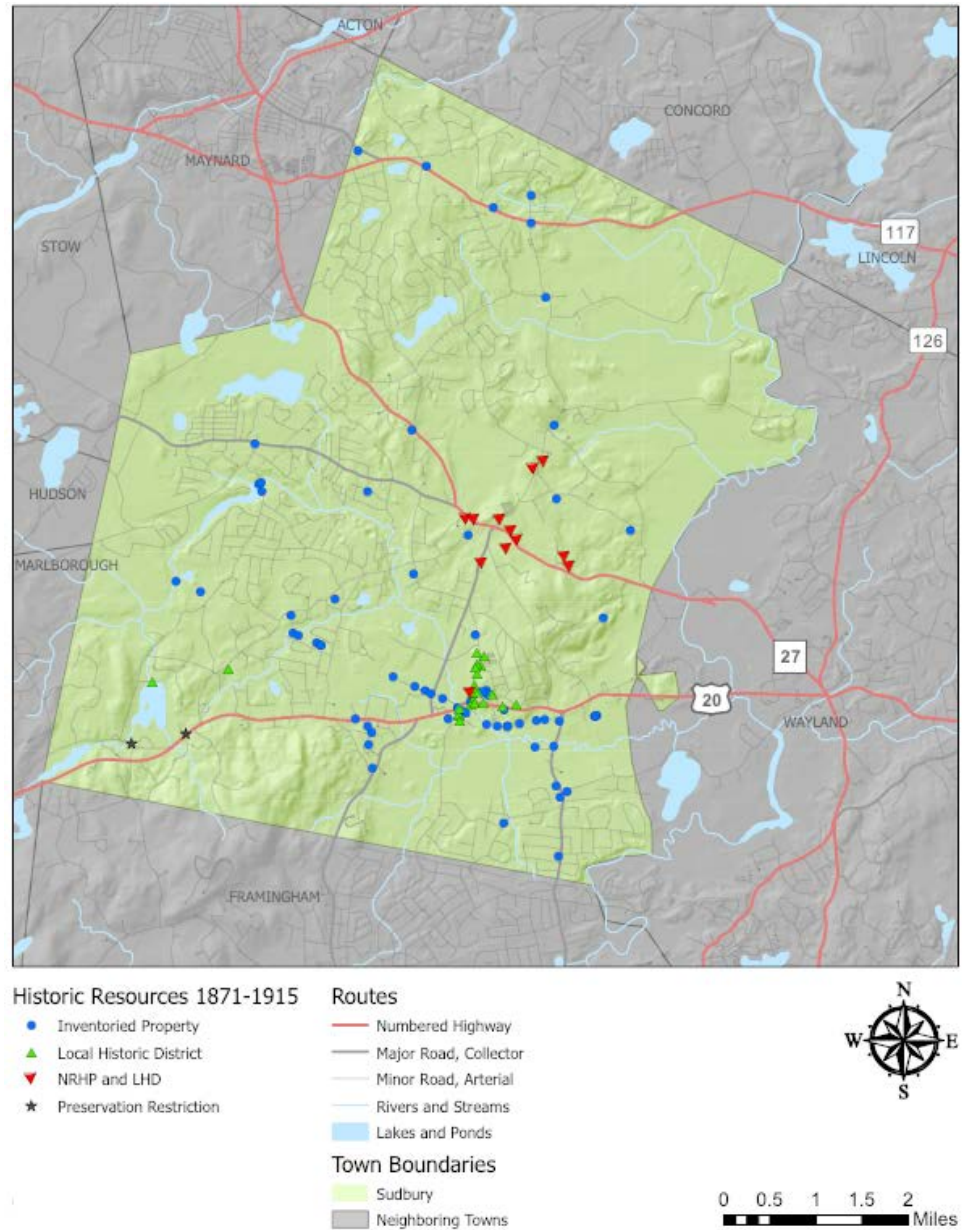
1908 Walker map of Sudbury. Study of full-scale versions of this map in comparison to other historic maps and the surficial geology map will increase understanding of Sudbury's historic agricultural landscape. (Hardenbergh p15)



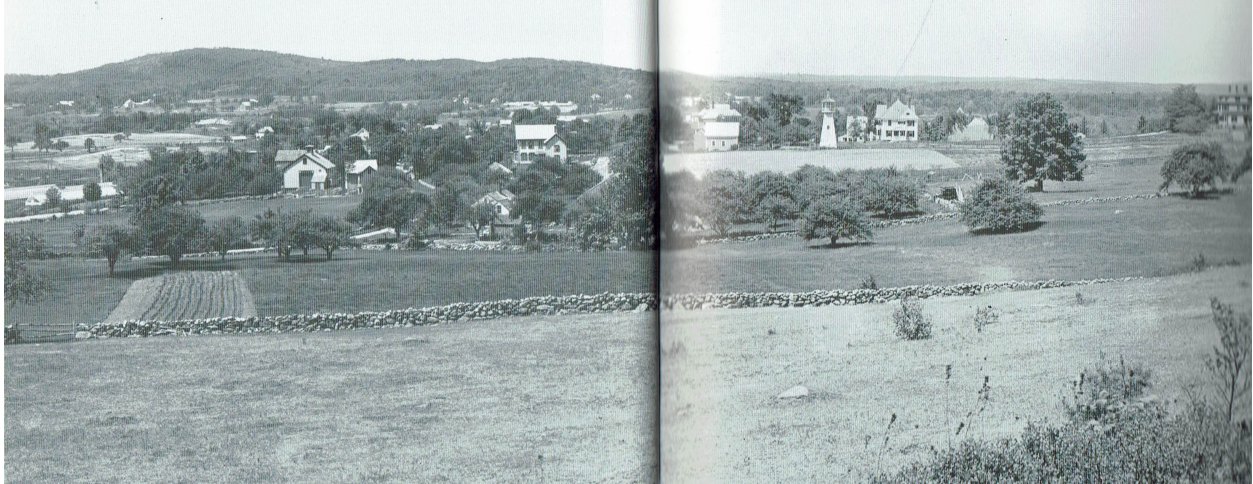
Detail of Sudbury Center from the 1908 Walker maps. Additional detail but little overall change is shown from the 1875 Beers maps included above. (Hardenbergh p21)



Detail of South Sudbury from the 1908 Walker maps (Hardenbergh p24)



Properties with structures dating from the Late Industrial Period documented in the Sudbury Historic Resource Inventory. A number of the structures inventoried through South Sudbury in this map are associated with the survey of the Massachusetts Central Railroad.



This scan of a historic photograph of South Sudbury from the Sudbury Historic Society's *Images of America* publication (pages 16-17) shows the Town's open agricultural landscape persisting during the early 1900s. The photograph was taken looking south from Green Hill in 1905.

EARLY MODERN PERIOD (1915-1940)

Sudbury's market garden economy continued to prosper into the mid-20th century without significant growth in new building, development, or population. During this period automobiles became more widely used, with improvements to roads and the introduction of new auto-oriented small businesses. Among the improved roads were Route 20, Boston Post Road, and Route 27, Old Sudbury-Maynard Road. Significant new commercial development did not occur along these routes in Sudbury despite the improvements.

Henry Ford's purchase of the Wayside Inn in 1923 and his subsequent local projects and purchase of additional lands impacted Sudbury through preservation and conservation. Ford paid for the re-routing of Route 20 as a bypass to the south of the Wayside Inn, preserving the rural character of the road on the Inn property.

Sudbury avoided dramatic change that would have occurred had Ford's most ambitious project come to fruition—construction of a small auto parts factory in South Sudbury. Ford planned to further dam Hop Brook to provide hydro-electric power to run the plant and purchased land for its implementation, which Town leaders supported. However, he was unable to secure a key one and one-half-acre parcel with water rights from farmer Guiseppi Cavicchio. Pressure for Cavicchio to sell was exerted throughout the 1930s. Without the land, however, the project fell through. Had it been implemented, the character of South Sudbury would have been dramatically altered. Today, Cavicchio Greenhouses, Inc. is a major Sudbury business and wholesale producer of annuals, perennials, and nurse stock.



Sudbury as depicted in 1943 USGS maps, Maynard Quadrangle above and Framingham Quadrangle below. This map depicts the town just before its transformation from an agricultural community into a rural suburban community. By this date, only the Pine Lakes and Pine Rest subdivisions along west Hudson Road had been completed. Study of full-scale versions of this map will help with understanding of the landscape transformation.

MODERN PERIOD (1940-PRESENT)

Following World War II, Sudbury began its dramatic transformation into a rural suburban community, which continued through the end of the century and to the present. This transformation is described on the next section of this Historic Preservation Plan, *History of Historic Preservation Planning in Sudbury*, tracing Sudbury's development from the initiation of community planning and zoning in Sudbury in 1929 to the completion of the 2021 Sudbury Master Plan.

Sudbury's population increase over the decades since World War II illustrates the dramatic nature of the community's suburban transformation:

- | | |
|-----------------|-----------------|
| ▪ 1940 – 1,754 | ▪ 1990 – 14,358 |
| ▪ 1950 – 2,596 | ▪ 2000 – 16,841 |
| ▪ 1960 – 7,447 | ▪ 2010 – 17,659 |
| ▪ 1970 – 13,506 | ▪ 2020 – 18,934 |
| ▪ 1980 – 14,027 | |

Between 1940 and 1970, Sudbury experienced its most intense period of growth. 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. 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. 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 throughout the central portion of the Town.

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.

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 indicated above, Sudbury's population almost tripled over the decade of the 1950s 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. Organizations were created to address these interests, including a Parks and Recreation Commission, the Sudbury Valley Trustees, Sudbury Foundation, Sudbury Historical Society, and a Conservation Commission.

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.

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%. 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.

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. The expansion of Sudbury's school system to accommodate the growing population occupied a significant amount of public time, effort, and financial resources.

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.

The establishment of the Great Meadows National Wildlife Refuge through this period and the designation of the Assabet River National Wildlife Refuge in 2000 significantly enhanced the protection of natural resources in the Town.

The characteristics of homes developed in Sudbury has changed dramatically since the 1950s and 1960s building boom – houses built over the past two decades are significantly larger and more expensive. The median price of single-family homes in Sudbury in 2015 was \$675,000, a 28% increase from 2000.

Planning studies summarize that Sudbury is dominated by families with children and has a growing 65+ demographic that is expected to increase dramatically. 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 Town has noted a need for more affordable housing, particularly rental housing, and housing targeted at the 65+ demographic.

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. Sudbury's environmental bylaws were considered models for use by other communities. The Town's planning laid the groundwork for subsequent planning and implementation initiatives in the first decades of the 21st century.

The USGS maps on the previous page from 1943 shows the Sudbury landscape just before the dramatic suburban transformation. The three recommended studies of Sudbury's history and historic landscape recommended in Chapter IV of this Historic Preservation Plan will research, explore, and fill out points suggested in the historic context discussions above and relate them to the significance and needed preservation of remaining historic resources in Sudbury.



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.

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.

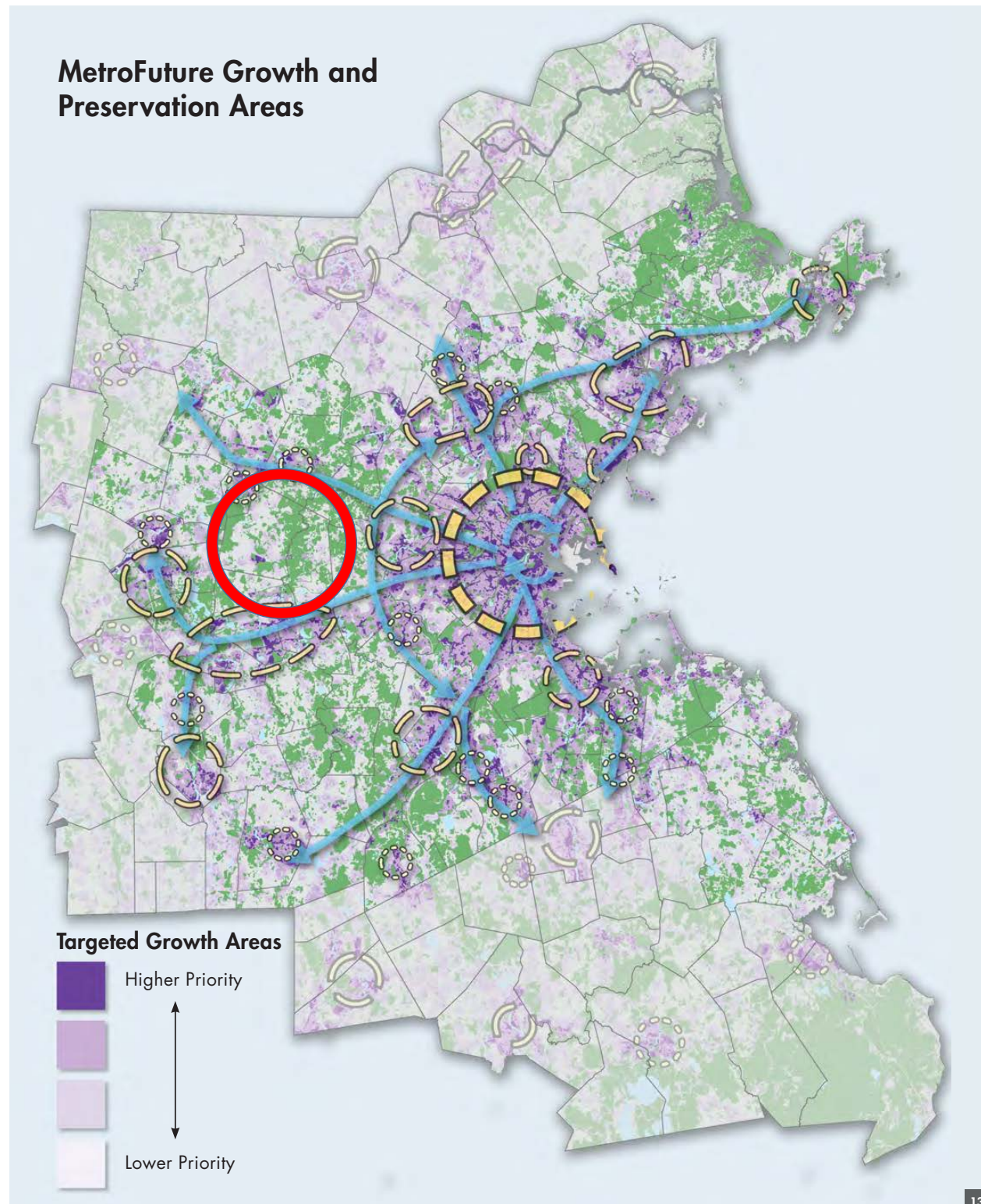
This pattern was reinforced by the emerging suburban commuter rail lines in the late-nineteenth and early-twentieth centuries. Today's Fitchburg Line extends west from Boston's North Station to Weston, where it turns north through Lincoln and Concord, bypassing Sudbury. The Worcester Line extends west 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 half way 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, circled in red, 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)

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.

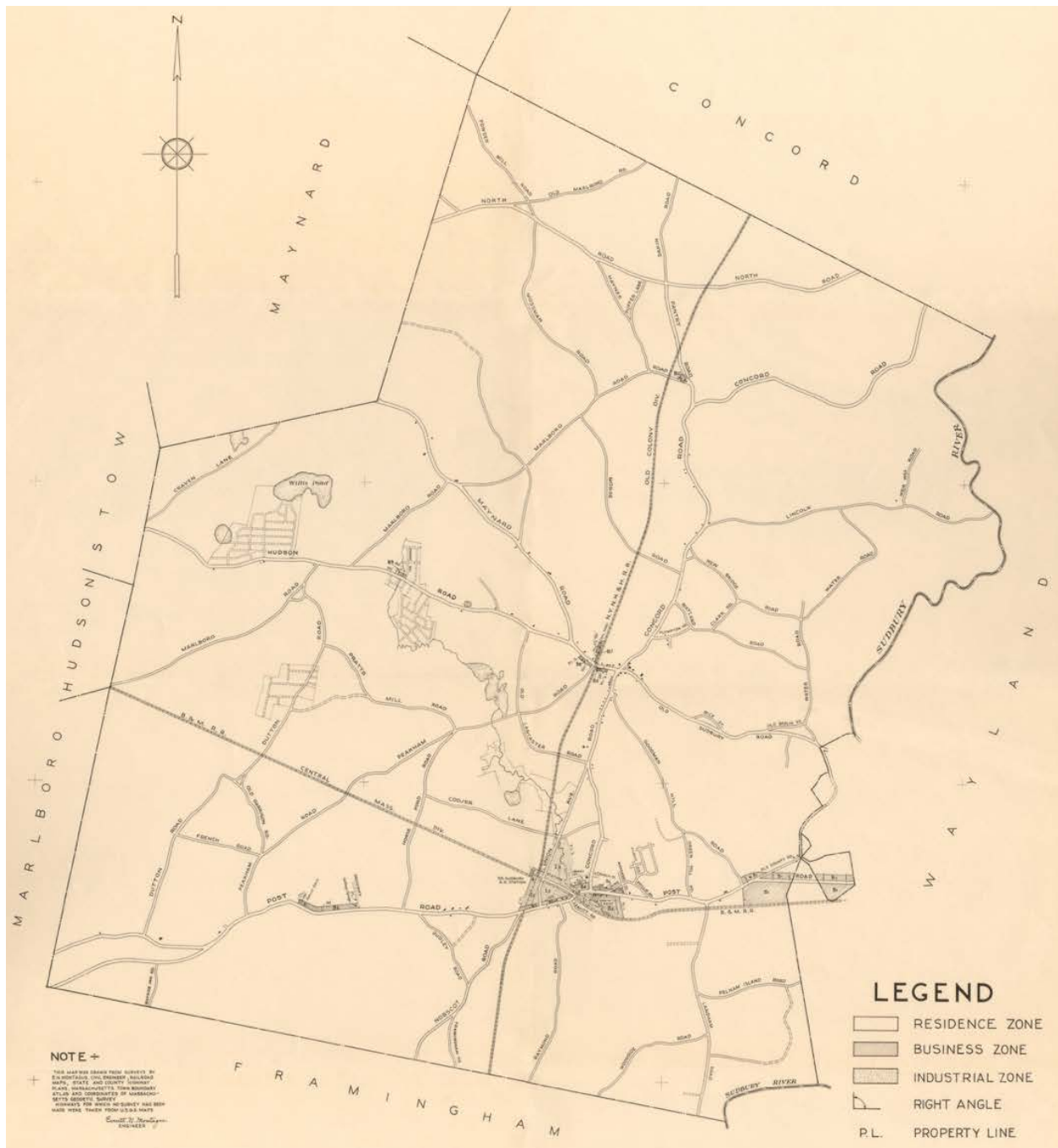
In 1930, the Planning Board submitted a Warrant for adoption of a **Zoning Bylaw** in Sudbury in accordance with state authorizing legislation. The proposal was deemed too complex and was postponed for further study. A revised proposal was submitted to Town Meeting in 1931 and was adopted, creating Sudbury's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



Zoning Map, Town of Sudbury, December 1938 (Sudbury 1938)

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 a single 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 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 and 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)

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 provided 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.

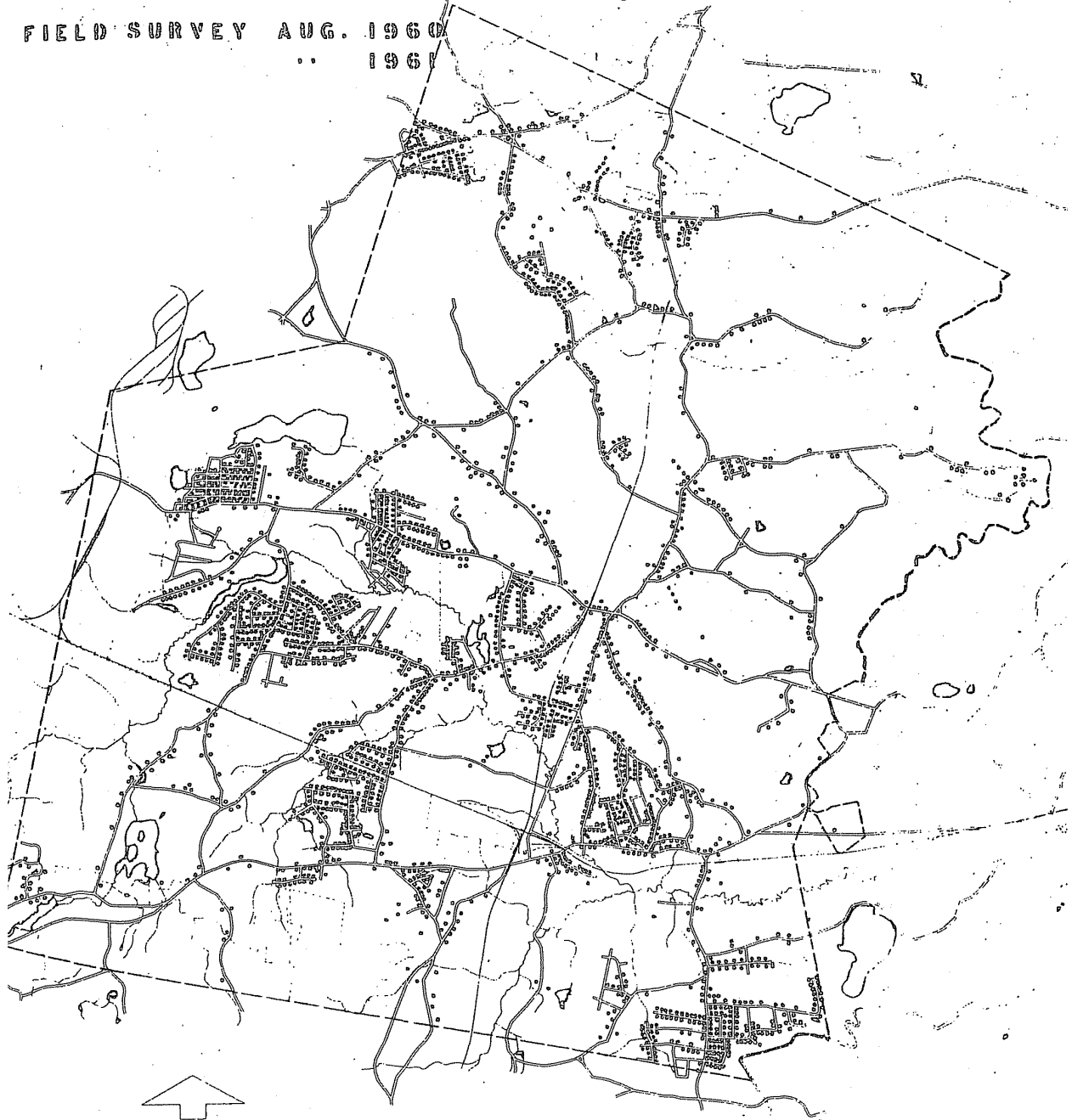
About Sudbury's historic homes, the plan states, "the portion of housing stock built before 1900 appears to be in unusually fine condition particularly as applies to maintenance of buildings, grounds and neighborhoods." The plan notes further that considerable areas of housing built since World War II 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



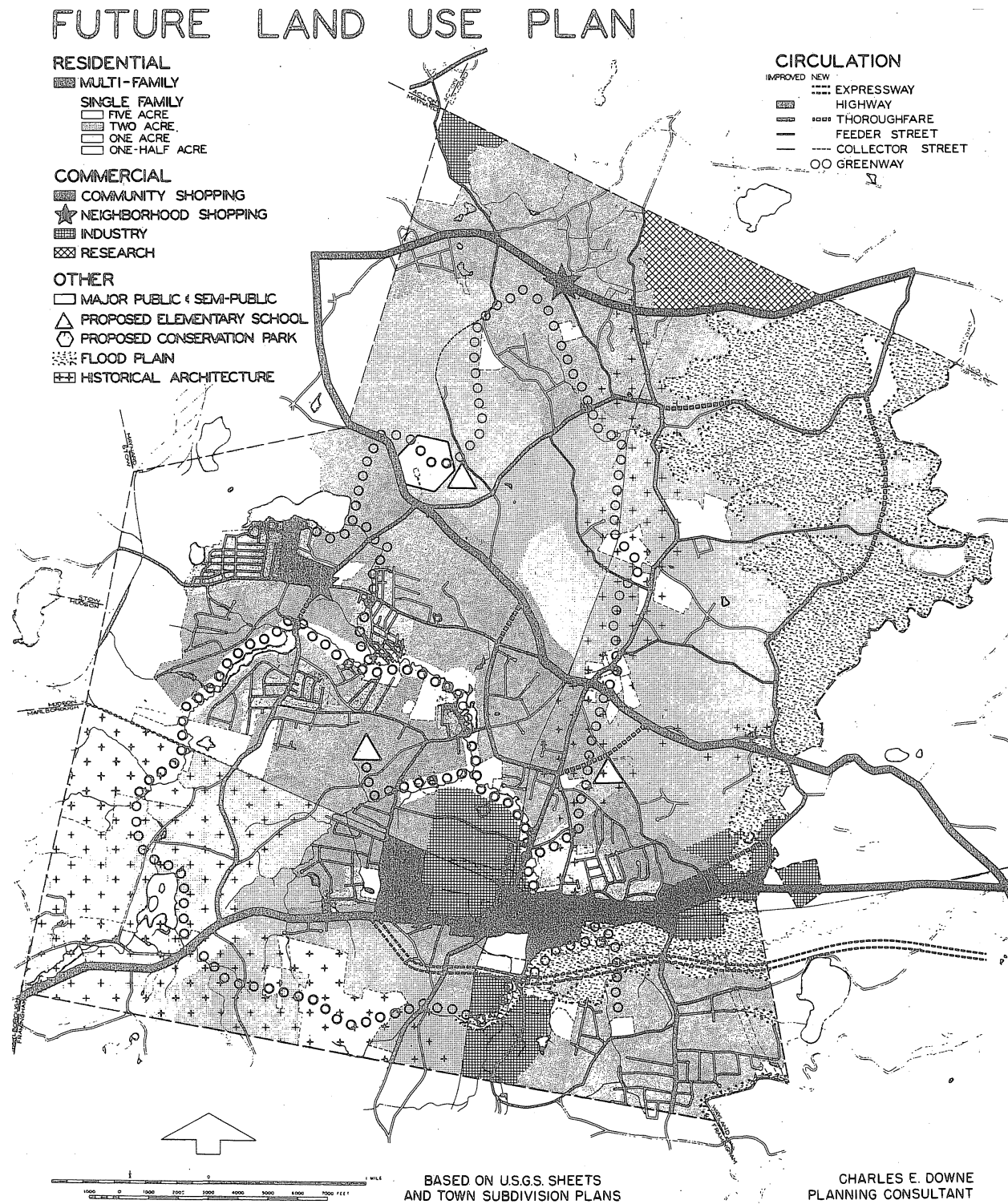
SCALE 0 1000 2000 3000 4000 5000 6000 7000 8000 9000 10000 FEET

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)



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.

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 Boston, 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 Chapter II.)

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 Council.

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.

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 addressed 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.

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 bring DCR'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 Greenhill 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 city 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 of 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.

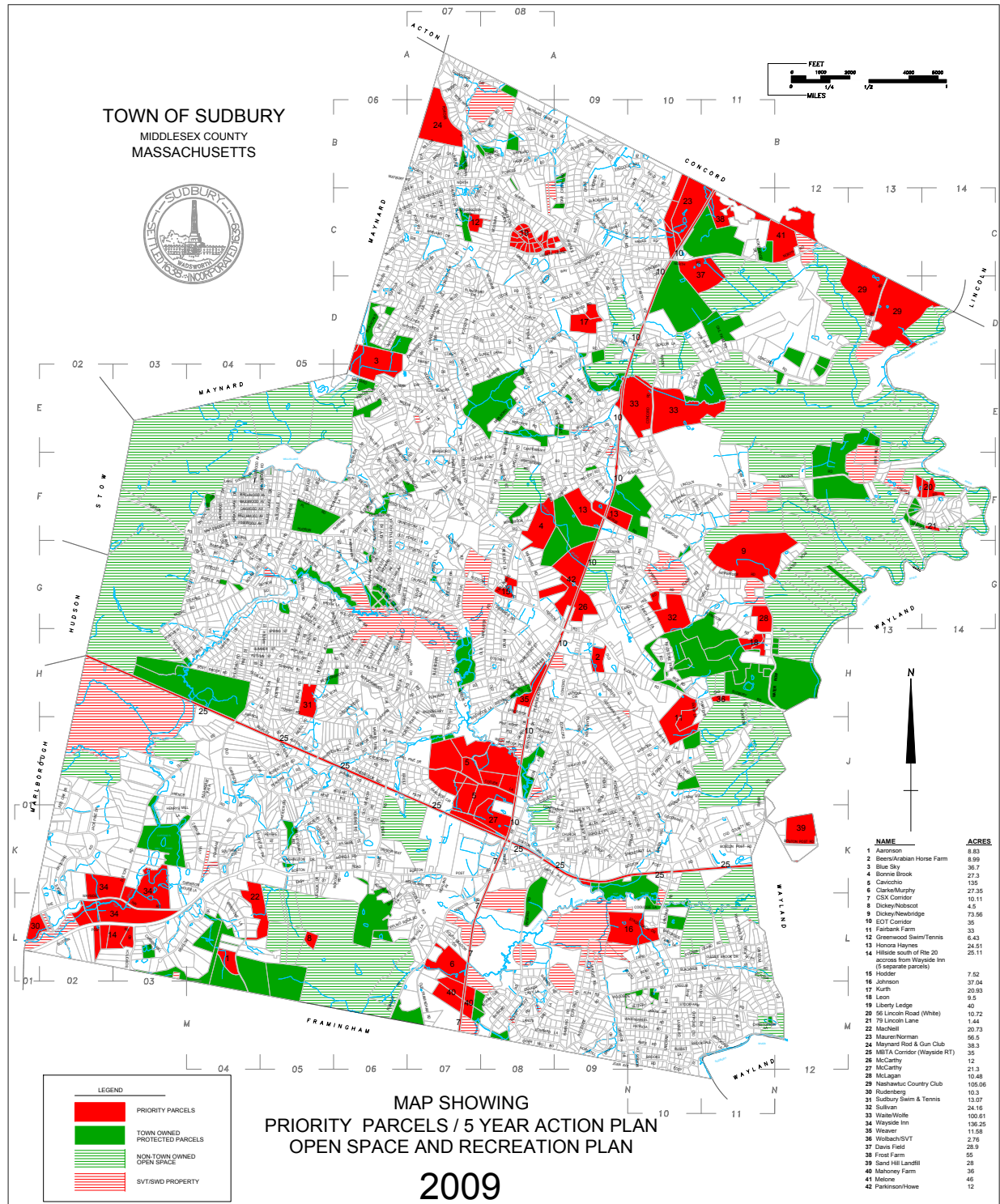
The 2009 Plan notes that many large land areas had already by that date been protected in Sudbury through combined governmental and non-profit initiatives. These include establishment of the Great Meadows and Assabet River National Wildlife Refuges, protection of conservation lands by the Sudbury Valley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

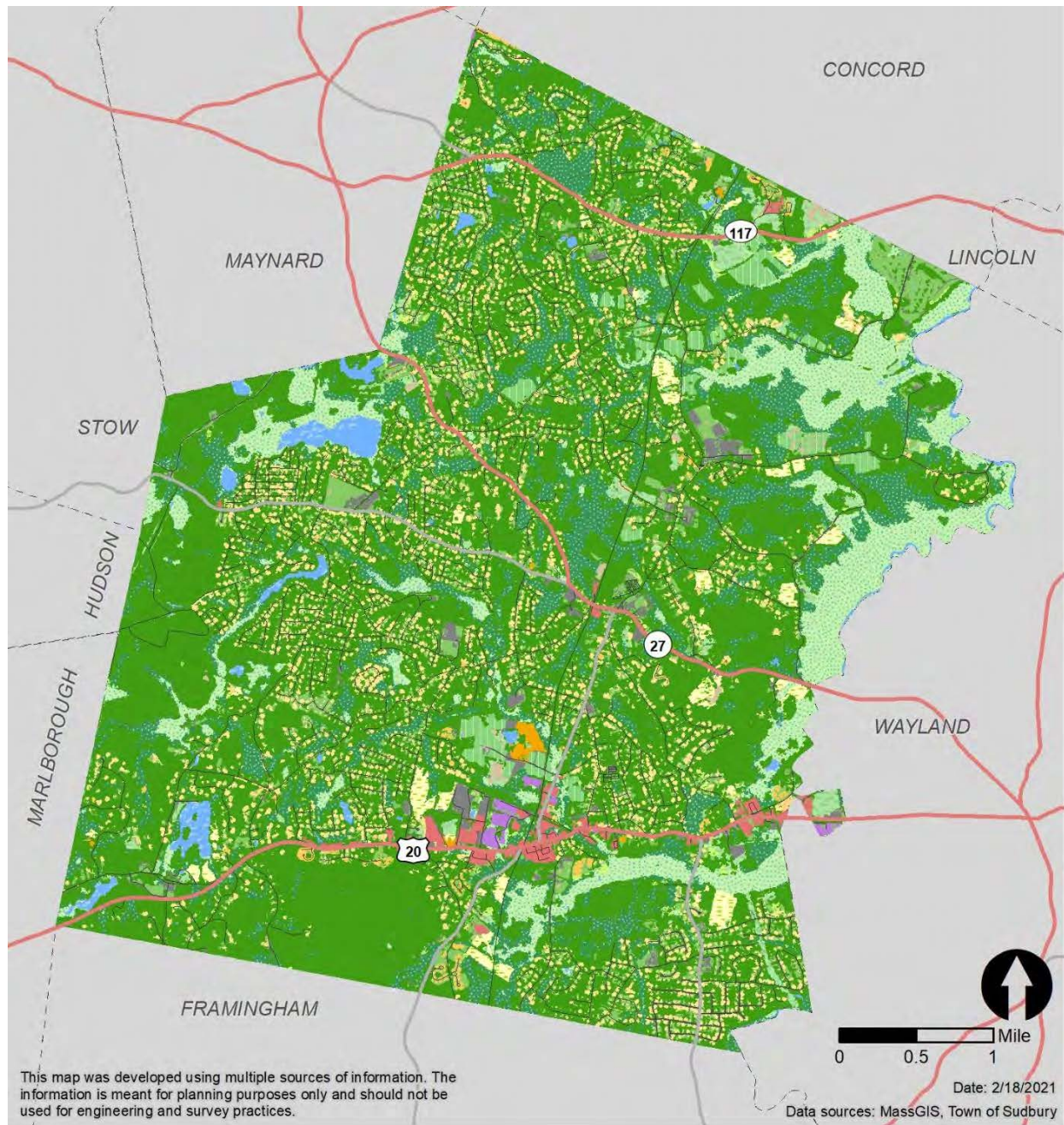
Primary focus of the study is the Route 20 corridor where, currently, businesses use on-site treatment systems which limit the types of establishments allowed and their size. Finding a wastewater treatment solution will protect Sudbury's drinking water in the Boston Post Road/Route 20 aquifer area, assist 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)

SUDBURY'S 2021 MASTER PLAN

Work on the 2021 Master Plan was completed in September 2021 and was led 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 residents 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 corridor's 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's 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 update 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 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

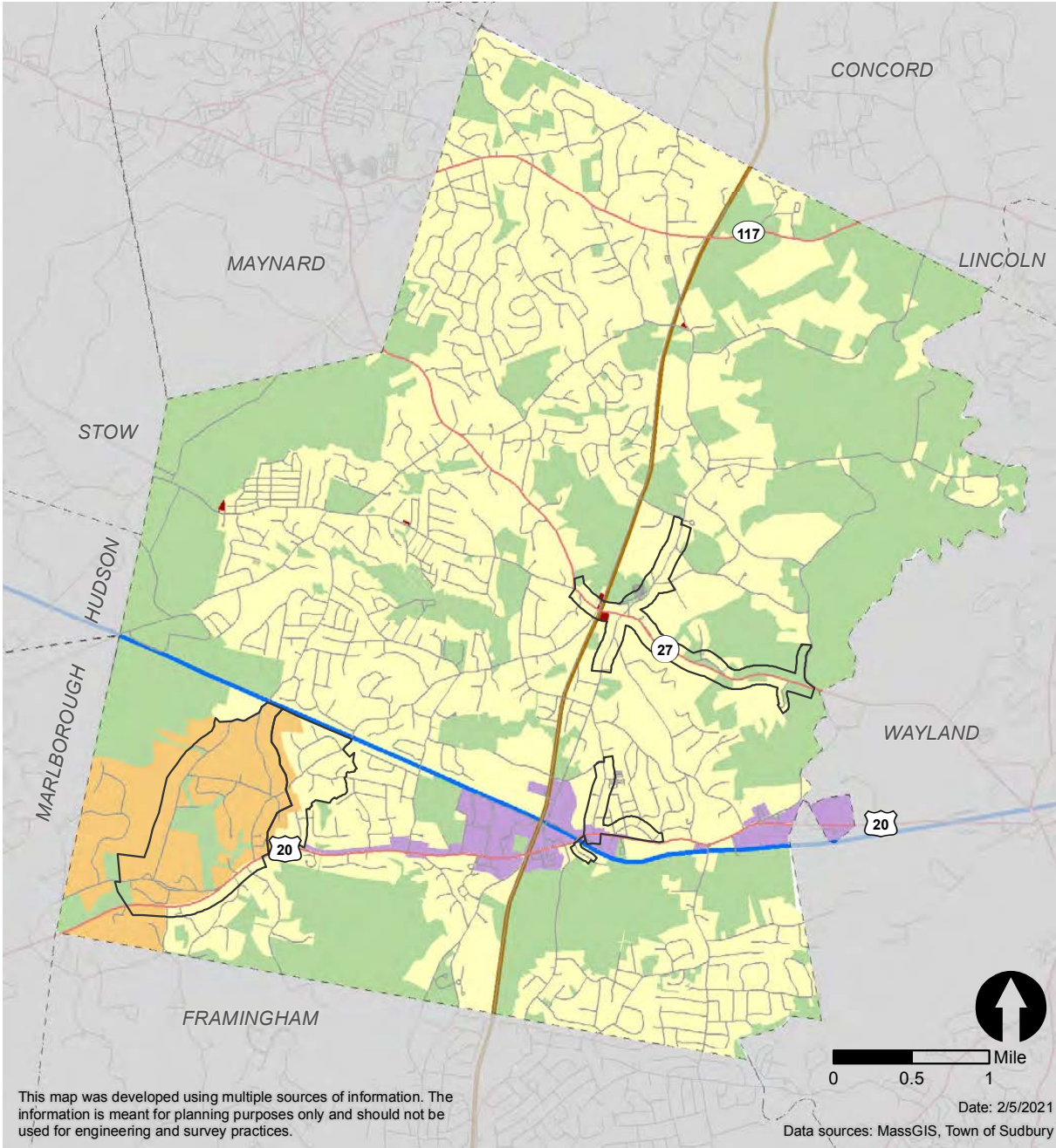
The Master Plan focuses on resources in Sudbury that allow residents to be healthy and productive citizens. Topics include mental health, environmental health, and services for the elderly. Environmental public health focuses on protecting people from threats to health and safety posed by outdoor air 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 affordably 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 resources 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.

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.



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.

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 Massachusetts Preservation Projects 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.

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 Realignment and Closure 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.

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.

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, and 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 Phillip 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 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 Review 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.

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 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 a 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 the 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 buildings, 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.



CHAPTER III – INVESTIGATION AND ANALYSIS

Overview of Historic Preservation Issues and Opportunities

Historic Properties Inventory

National Register of Historic Places

Local Public Awareness and Engagement

Municipal Bylaws and Regulations

Municipal Policy, Management and Capital Improvements



OVERVIEW OF HISTORIC PRESERVATION ISSUES AND OPPORTUNITIES

Sections in Chapters II and III of this Historic Preservation Plan outline existing conditions for Sudbury's historic resources across a range of topics, from the nature of the resources, to the impacts of change and Town planning, to their recognition and treatment. This section summarizes issues and opportunities that have been identified with respect to those topics and lays the groundwork for recommendations that are included in Chapter IV of the plan.

The identified issues and opportunities are presented in bullet form for easy consideration and review. The points identified may be positive, negative, or neutral in terms of the status of historic preservation in Sudbury—but they all relate to how recommendations may be conceived, shaped, or implemented. They suggest a number of possibilities for addressing preservation concerns and strengthening historic preservation Town-wide. Issues and opportunities seek ways to integrate historic preservation perspectives into the variety of public and private activities in Sudbury.

HISTORIC RESOURCES IN SUDBURY

- Sudbury's history is shaped by the character of its natural landscape – a **glaciated landscape** with distinct areas and attributes that contributed substantially to historic land use and development over time.
- The region's **indigenous history** is closely associated with the character of the glaciated landscape. Local historians are knowledgeable about locations and features associated with Native American habitation and use. There is opportunity for in-depth study for better documentation of pre-European history, for identification and protection of specific sites and resources, and for raising public awareness and appreciation.
- Sudbury's post-European contact development occurred over a nearly four-hundred-year period that mirrors the **history of agriculture** in Eastern Massachusetts. Sudbury did not experience significant industrial or commercial development as did other adjacent towns – its history is primarily agricultural in nature.
- Sudbury's agricultural history included a significant **greenhouse industry** beginning in the late 1800s that evolved in the early 20th century and is still present today within the Town.
- Built resources are **concentrated in the two clusters** of Sudbury Center – the Town's social, religious, and governing village – and South Sudbury – the Town's mill village. These two villages were first recognized and protected as **Local Historic Districts** in 1963 and 1972 respectively and are at the core of the Town's historic preservation program.
- Outside of the two village clusters are **numerous historic farmsteads** scattered along the rural scenic roads. While the agricultural fields associated with these farmsteads have been largely developed, many historic farmsteads have survived and been inventoried. However, a number have been lost to demolition even in recent years. Preservation and **treatment of remaining farmsteads** and especially **loss of historic outbuildings** are primary issues for the Historic Preservation Plan.
- The **Wayside Inn complex** is a unique and distinctive set of building and landscape resources with a story of great public interest.
- The **Town of Sudbury owns and manages** a significant number of historic building and landscape resources. Some, such as Town Hall, the Loring Parsonage, Hosmer House, and cemeteries, are among the most widely known by residents. Numerous others, however, are less well known or appreciated by residents and by Town decision-makers.
- **First Parish Meeting House** is an example of an iconic, privately owned historic building of great public significance due to its central role in Sudbury's early history and development.
- The Town's **two railroads** supported local agriculture and commerce, especially dairy farming and wholesale greenhouses, but did not lead to industrial development within Sudbury.

- Building resources within the Town are predominately **wood framed residential buildings** from various 18th, 19th, and early 20th century periods. Most are privately owned and continue to be used as residences.
- Sudbury is an **affluent suburb**. House prices have steadily risen over the past few decades. Generally, most historic homes in Sudbury are **well maintained**; most homeowners have the means to care for their historic residences, and historic residences are in demand for their character and quality.
- Nonetheless, there are exceptions. Some historic residences are **threatened** with development as well as with neglect, deterioration, and inappropriate care.
- The loss of historic agricultural resources such as **barns and other types of outbuildings** has been significant since the development of former farms into suburban enclaves and commercially developed areas.
- The owners of historic properties would benefit from additional **information and resources** about the significance and appropriate treatment of their historic buildings.
- In the six decades since 1940, Sudbury has transformed into a **fully developed residential suburb**. This transformation is itself of historical interest – its story should be documented.
- **Conservation lands** have been an important community interest since the 1950s and continue to be a community focus. Most conservation lands are of historical interest with respect to historic land use and remaining historic landscape features.
- From the 1700s into the mid-1900s, Sudbury’s agricultural landscape was open with far **fewer trees and woodlands**. Since its suburban transformation, the **woodlands have returned** and are an important part of the Town’s present character. The former agricultural landscape can still be “read” and appreciated within the woodlands and subdivisions.

PRIMARY ISSUES

Two issues are of primary focus for the Historic Preservation Plan:

1. **Preventing further building loss** – Sudbury has a limited number of remaining historic buildings. They all contribute to the Town’s history, story, and character. A goal should be to prevent further loss of historic buildings. Concern is particularly focused on buildings and clusters of buildings located outside of current historic districts. This focus on historic buildings should not detract from the importance of historic landscape and archeological resources.
2. **Encouraging appropriate treatment of historic buildings** – Most of the Town’s historic buildings are private residences. Property owners should be provided with information, resources, and encouragement for appropriate treatment of their historic buildings.

GENERAL ISSUES AND CHALLENGES

- Sudbury’s **boards, commissions, and committees** are fully engaged with Town issues and initiatives. Meetings are generally long, detailed, professional, and well-run, and are well-supported by staff. The degree to which various entities are fully absorbed in, or even overwhelmed by, their own issues inhibits easy communication and collaboration with other Town entities. Stakeholders note that issues and entities tend to be siloed.
- As evidenced in the recently completed **Sudbury Master Plan**, the topic of historic preservation is broadly accepted as an area of community focus and initiative.
- **Conflicting missions and interests** among Town entities, as well as separate regulatory frameworks, have contributed to the periodic loss of historic buildings in recent years and to differences in how historic buildings should be treated. Each loss is unfortunate and has its own story and lessons. Some losses are related to private development; others are related specifically to Town actions.
- Different boards, commissions, and committees are responsible for various **Town-owned properties**, and many of these properties include historic resources. In some cases, a single historic property is divided, with different entities having responsibility for different portions of the property. This can be an issue when missions and responsibilities do not align. An example might be Broadacres Farm, where the Select Board is responsible for the area where buildings are located, several of which are historically significant, while the Conservation Commission is responsible for fields, woodlands, and wetlands, and the Park and Recreation Commission may have responsibilities for recreational areas and uses.
- Need for **stronger support** for preservation interests as particular Town projects are undertaken is felt by those involved in historic preservation.
- Need for **broader communication, coordination, cooperation** among Town entities with respect to historic preservation is recognized in the Town Master Plan.

Inventory

- Sudbury’s overall inventory of historic resources is **fairly thorough** and complete for buildings constructed before 1940 and has been undertaken in a series of projects since 1967. Inventory work and the upgrading and enhancement of inventory information should continue.
- The Town’s **Native American cultural landscape** has not been the focus of study. Opportunity exists for an exploration, identification, and study of the pre-European contact landscape and related cultural and archaeological resources.
- The Town’s **focus on pre-1940 buildings** in inventories and bylaws makes sense from a historical perspective. The 1940 date marks the end of the Town’s 300-year long history as a predominantly agricultural community

and its transition to a suburban residential community. The Town's pre-1940 buildings and resources are of **primary preservation concern**.

- Interest has been expressed about enhanced inventory of remaining **barns and outbuildings**, which have been subject to loss in recent decades. Inventory would document what is remaining, increase understanding of building types, and help raise public awareness of support for their preservation.
- However, the Town's **post-1940 history** is also significant and of interest. There are a number of **mid-century modern** residential and institutional buildings that should be documented. Suburbanization has transformed Sudbury. The **story of the Town's suburbanization** between 1940 and the present should be documented.
- Concerns have been raised about **limiting the inventory of post-1940 buildings** due to language in the Demolition Delay Bylaw that might subject the large number of suburban residences in Sudbury to demolition delay review with respect to proposed future additions and changes. These concerns need to be allayed by limiting inventory and designation to only those buildings of historical significance.

National Register

- The number and approach to listing of historic resources to the National Register of Historic Places **has been limited** and could be much broader.
- National Register nominations provide an **opportunity** for deeper exploration of Sudbury's agricultural history and the range and types of resources related to that history, including outbuildings. Such opportunity could enhance public outreach and appreciation.

Historical Commission

- The Historical Commission has experienced an increase in the **range and complexity of preservation issues** it has addressed in recent years. Administrative support is provided by Town planning staff.
- The Historical Commission has been **in transition** in recent years, with new members replacing long-serving members. In the last several years the Historical Commission has added alternate members which is allowed under the Commission's charge, M.G.L. Chapter 40, Section 8D. New members have brought historic and archaeological experience to the Commission in line with its enabling legislation.
- The Historical Commission and Historic Districts Commission have been seeking ways to have better **communication and coordination** between the two entities.
- Both the Historical Commission and Historic Districts Commission could benefit from **access to professional preservation planning consultants** for advice and support on an as-needed basis.

- The Historical Commission and Historic Districts Commission have discussed and voted to become designated as a **Certified Local Government** by the Massachusetts Historical Commission. This recommendation is being taken to the Town Manager and Select Board for their consideration. The Town meets the requirements for designation and will benefit through increased availability of grants and technical assistance. Becoming designated as a Certified Local Government would be a recommendation of the Historic Preservation Plan.
- The Historical Commission's advisory and preservation planning roles have been underutilized and have generally not always been sought and included in Town issues and initiatives as they arise. Members recognize the **need for broader outreach, communication, and engagement** among Town boards.
- The Historical Commission's recent work to protect and preserve the **Massachusetts Central Railroad** National Register historic district and other historic resources in conjunction with a National Historic Preservation Act Section 106 consulting party review demonstrates the complex issues and bureaucratic processes the Commission has navigated in recent years.
- **Hosmer House** has been closed for two years due to the COVID pandemic impacting public access and support, budgets, and important initiatives. A renewed focus is needed as the historic house is reopened.
- Hosmer House is reported to have been a primary focus of the Historical Commission in **past years**, but in recent years the range of issues that the Commission is addressing has broadened. Some Commission members have strong interest in Hosmer House while others have more interest in other issues. Hosmer House **might benefit by creation of a subcommittee** with expanded membership that could focus specifically on its operation and needs. This possibility and creation of a part time house manager staff position has been discussed by the Historical Commission.
- Some residents have a **negative perception** of the Historical Commission in part due to use of the Demolition Delay Bylaw. Historical Commission members, however, feel that the Commission works diligently to expedite and facilitate reviews under the Bylaw for which **applicants have expressed appreciation**.
- Consideration should be given to how the Historical Commission can **enhance and facilitate engagement** with other boards, commissions, and committees.

Local Historic Districts

- Sudbury's five local historic districts appear to be **widely accepted** as important community assets.
- Historic Districts Commission (HDC) **meetings** are thoughtful, respectful, and well run. Applicants we have seen appear fully engaged and supportive of the review process. Discussions are detailed.
- Some residents have expressed concern about the **cost** of requirements proposed by the HDC as well as of work on historic buildings in general.

- Some residents have expressed concern about the difficulty of finding **qualified contractors** for work on their historic buildings.
- The HDC has been **in transition**, with new members replacing former long-time members. 2021 Town Meeting approved expansion of the HDC membership by adding two alternates which awaits approval by the State Legislature.
- The Sudbury Center and King Philip Historic District **boundaries** are defined by distance from the public right-of-way rather than by property parcel lines. This has caused complications with significant buildings (especially outbuildings) just beyond the historic district boundaries. Some new construction is placed just beyond the boundary to avoid review even though they are part of the historic context.
- Buildings and structures deemed historically significant that **straddle the property parcel line** are subject to review by both the HDC and Historical Commission (under the Demolition Delay Bylaw) complicating review processes. While this happens only rarely, it has been raised as an issue for consideration.
- A significant number of buildings within the two Wayside Inn Historic Districts are **not historically significant** and not located within a historic landscape context. The HDC's guidelines allow for abbreviated review, yet the review process still appears to be substantial. Consideration might be given to greatly limiting review requirements for non-historic buildings not located within a historic landscape context.
- The HDC has initiated a process for development of **design guidelines** to assist property owners as an educational resource and to facilitate HDC review and compliance. The new design guidelines will expand upon and illustrate the existing written General and Specific Guidelines currently in use. This would have been a recommendation of the Historic Preservation Plan and will be useful for the owners of historic properties throughout the Town.
- The Historic Districts Commission has discussed and voted for the Town to be designated to become a **Certified Local Government** by the Massachusetts Historical Commission. This action has been taken in consultation with the Historical Commission.

Planning, Bylaws, and Regulations

- The **Planning Board and Historical Commission** should be closely coordinated in the review of new development projects or changes involving historic properties. Historical Commission input should be incorporated into the Planning Board's review process.
- Consideration of Town policy with respect to historic resources and the Historical Commission's input with respect to **zoning variances and special permits** by the Board of Appeals should be strengthened.

- Sudbury’s **Zoning Bylaw and Subdivision Regulations** make only minimal reference to the identification, preservation, and appropriate treatment of historic resources when development projects are undertaken. The language should be expanded and enhanced to **clearly articulate Town policy** that historic resources should be preserved and appropriately treated in proposed new development. Consideration of the potential for archaeological resources should be included.
- Historic resources along the **Route 20 corridor** are particularly vulnerable to future development and change that will continue to occur over time. **Proactive identification and planning** for these resources should be undertaken as part of the visioning and planning for the corridor outlined in the recent Sudbury Master Plan. Planning should assess the **potential for the adaptive reuse** of resources, their potential for incorporation into new development, and which resources require special protections.
- The Town’s **Demolition Delay Bylaw** is in need of several revisions, outlined below.
- As noted in the section on the inventory of historic resources above, language subjecting all **inventoried buildings** to the Demolition Delay Bylaw should be revised and simplified to make it clear that only specific inventoried historically significant post-1940 buildings should be subject to review.
- The use of the Demolition Delay Bylaw with respect to new residential and commercial development needs to be **coordinated with the Planning Board’s review** of proposed development projects.
- When used in relation to the **full or substantial demolition** of historic buildings (often with respect to large scale development projects), the **6-month potential delay period** included in the Demolition Delay Bylaw is inadequate. A longer period is necessary to realistically provide time for consideration of alternatives to demolition and to provide leverage for negotiation.
- When used in relation to **partial demolition**, where limited areas of historic building fabric are to be altered or removed but where substantial demolition is not being proposed, the 6-month delay period included in the Demolition Delay Bylaw is adequate. Consideration might be given to cumulative demolition changes over a specified time period.
- Consideration should be given to addressing the **negative perception** of use of the Demolition Delay Bylaw for review of partial demolition, perhaps by clearly expressing how project reviews are expedited and organized to be user friendly.
- **Demolition by neglect** has been a concern and has led to the loss of historic buildings including historic residences as well as barns and outbuildings. Sudbury lacks a demolition by neglect or minimum maintenance bylaw.
- The **Scenic Roads Bylaw** is adequate as a tool for use by the Planning Board in the preservation of the character of designated scenic roads in Sudbury.

Consultation by the Historical Commission and Conservation Commission to the Planning Board review on projects subject to the Scenic Roads Bylaw should be routine.

- Use of funds available for the historic category through the **Community Preservation Act** as an incentive to support private property restoration or rehabilitation costs should be considered.

Preservation Partners

- Sudbury lacks a non-profit **preservation advocacy organization** that can take actions that are not necessarily appropriate to governmental boards and commissions. The Sudbury Historical Society no longer fills this preservation role it traditionally played since amending its bylaws in 2019. Such an advocacy organization could support the preservation roles of the Historic Districts Commission and the Historical Commission and advocate for preservation in Sudbury.
- The **Sudbury Historical Society** opened its **History Center** in the Town-owned Loring Parsonage in July 2021 in the midst of the COVID pandemic. The new History Center would benefit from broader public promotion, which could be undertaken in partnership with other local preservation partners.
- The move to the Loring Parsonage marks an **organizational transition** for the Historical Society which should be recognized and supported by the Town and associated preservation interests. This transition is not dissimilar to that being experienced by the Historical Commission and Historic Districts Commission.
- As most historical societies, the Sudbury Historical Society no longer takes a lead in historic preservation advocacy but rather is responsible for **documenting, archiving, and communicating** the Town's story.
- The Historical Society is in **need of a place** where outdoor public events can be held.
- The **Wayside Inn Foundation** is a widely recognized historic attraction and asset for the Town with respect to heritage tourism, education, and events. Its recent transition to a foundation has strengthened its efforts to advance its assets beyond the hospitality focuses of the Inn. The Town and the Foundation could revisit utilizing a Preservation Restriction on the land which does not encompass the building campus to preserve the historic landscape in perpetuity.
- The **Sudbury Valley Trustees (SVT)** are an important partner in land conservation as well as in public education and the interpretation of natural resources and landscapes. The SVT is in need of support in the preservation of historic resources associated with the some of the properties it conserves. Such support could be provided by a separate historic preservation advocacy organization, as mentioned above.

- The **Conservation Commission** should be considered a preservation partner both for its conservation lands and for the historic and archaeological resources on them. The Carding Mill is of particular significance.
- The **Permanent Building Committee** is an important partner with respect to changes to Town-owned historic buildings. The Committee includes requirements for consultants and contractors “experienced in historic renovation” in work on historic buildings. It seeks input from the Historical Commission, Historic Districts Commission, and Planning Board with respect to projects, though there are sometimes differences of opinion among those entities on recommendations and treatments.
- **Federal and State Recognized Indian Tribes** are important partners to assist the Historical Commission and other stakeholders in the identification of Native American historic properties, cultural landscapes, and archaeological resources, and in advocating for their protection and preservation. Consideration should be given to endorsing a formal acknowledgement of intent to partner with the tribes for purpose of protecting and preserving indigenous cultural resources.
- At present, renovations to **Town Hall** are under consideration, though on hold.
- Opportunity exists for a **coordinated interpretive program** among the various historic and natural resource interests to help raise public awareness and support of residents with respect to historic and natural resources Town-wide.

CONCLUSION

The issues and opportunities outlined above with respect to historic preservation in Sudbury provide the basis for the recommendations outlined in Part III of this Historic Preservation Plan. These issues and opportunities are further informed by information and action recommendations included in the 2021 Sudbury Master Plan. Further coordination and collaboration between Town boards, commissions, and committees as emphasized in the Master Plan is an important focus. Overall, opportunity exists for substantial engagement with residents in emphasizing the importance of historic building and landscape resources to the character and quality of life in Sudbury.



HISTORIC PROPERTIES INVENTORY

The Town of Sudbury has undertaken an extensive inventory of historic resources over the past fifty-three years. Inventory work has been completed in six primary campaigns completed in 1967/68, 1989/96, 2006/07, 2010/11, and 2020/21. The inventory has identified resources throughout the Town, including buildings, sites, and structures. Overall, the inventory work has been comprehensive and of high quality, updating older inventory forms and filling in gaps over time.

Inventory forms used within Sudbury have been those provided by the Massachusetts Historical Commission (MHC), and resources have been entered into the MHC's Massachusetts Cultural Resource Information System (MACRIS) online database. Documentation includes:

- 19 area forms (Form A) prepared for historic areas within Sudbury, including local historic districts;
- 448 individual building resources, most documented through individual building forms, (Form B);
- 5 cemeteries documented through burial ground forms (Form E).
- 32 structures, objects, and sites, most documented through various individual and area forms; and
- 61 railroad structures documented through an area form.

As noted in the Survey Final Report for the 2021 inventory (page 3), Sudbury's local historic districts are designated by Special Act of the state legislature (*Chapter 40 of the Acts of 1963*) rather than under the provisions of *M.G.L. Chapter 40 C*. The 1963 Historic District Study Committee formed by the Board of Selectmen recommended that the Town not adopt Chapter 40 C, but use a Special Act. The use of MGL Chapter 40 C to establish a local historic district requires that a district study report -- often supplemented with building inventory forms -- be prepared and filed with MHC. Use of a Special Act does not.

The absence of building-by-building documentation of local historic districts, combined with the age of the town's National Register districts (all established 45-50 years ago), contributed to the need for preparation of individual building inventory forms for properties within Sudbury's designated local historic districts through the various inventory projects that have been undertaken. Character-defining features of properties are often documented within these survey forms and consulted during Town planning and review processes.

Below is a summary of the inventory work undertaken during each of the Town's five inventory campaigns.

1967/68 INVENTORY

The Old Sudbury Historic District, also known as the Sudbury Center Historic District, was first established in 1963 and later expanded in 1967 and 2000. The Wayside Inn Historic Districts I and II were established in 1967.

Concurrent with the 1967 establishment and expansion of these two local historic districts, the Sudbury Historical Society undertook the first comprehensive inventory of historic buildings within the Town. The inventory was undertaken by volunteer historians using MHC Form B, Structure Survey, then in use. One hundred and fifty-four forms were completed documenting many of Sudbury's most historic buildings.

Three area forms were completed during this period as well, Area Forms A, B, and D. The first area form, SUD.A, represents the Sudbury Center Historic District. It is two pages long with minimal information—most important being a hand-drawn map of the local historic district showing the locations of buildings recorded using Form B, identified by their MHC Form B numbers.

Area form SUD.B represents South Sudbury and is similarly minimal in the information recorded. The hand-drawn map shows the locations and MHC numbers of the Form B survey forms prepared for the village. The King Philip Historic District in South Sudbury, established in 1972 by a citizen's Town Meeting Petitioner's Article, was in part based upon this inventory. Area form SUD.E appears to have been prepared in 1973 for the King Phillip Historic District and Wayside Inn National Register Historic District (also 1973) but includes no information other than the listing of the Form B numbers for buildings inventoried within them.

Area form SUD.D is also located in South Sudbury and represents the First Industrial Area in the Town, documenting the configuration of historic mill and

other buildings and related site features in the village from mid-19th century maps. Only two of the buildings survive today, and they are included in the SUD.B area form.

Area form SUD.C for Sudbury is listed as the Natick Research and Development Laboratories, which is a U.S. Army research facility in the Town of Natick, a few miles southeast of Sudbury. Reference may be to an extension of the lab located in Sudbury.

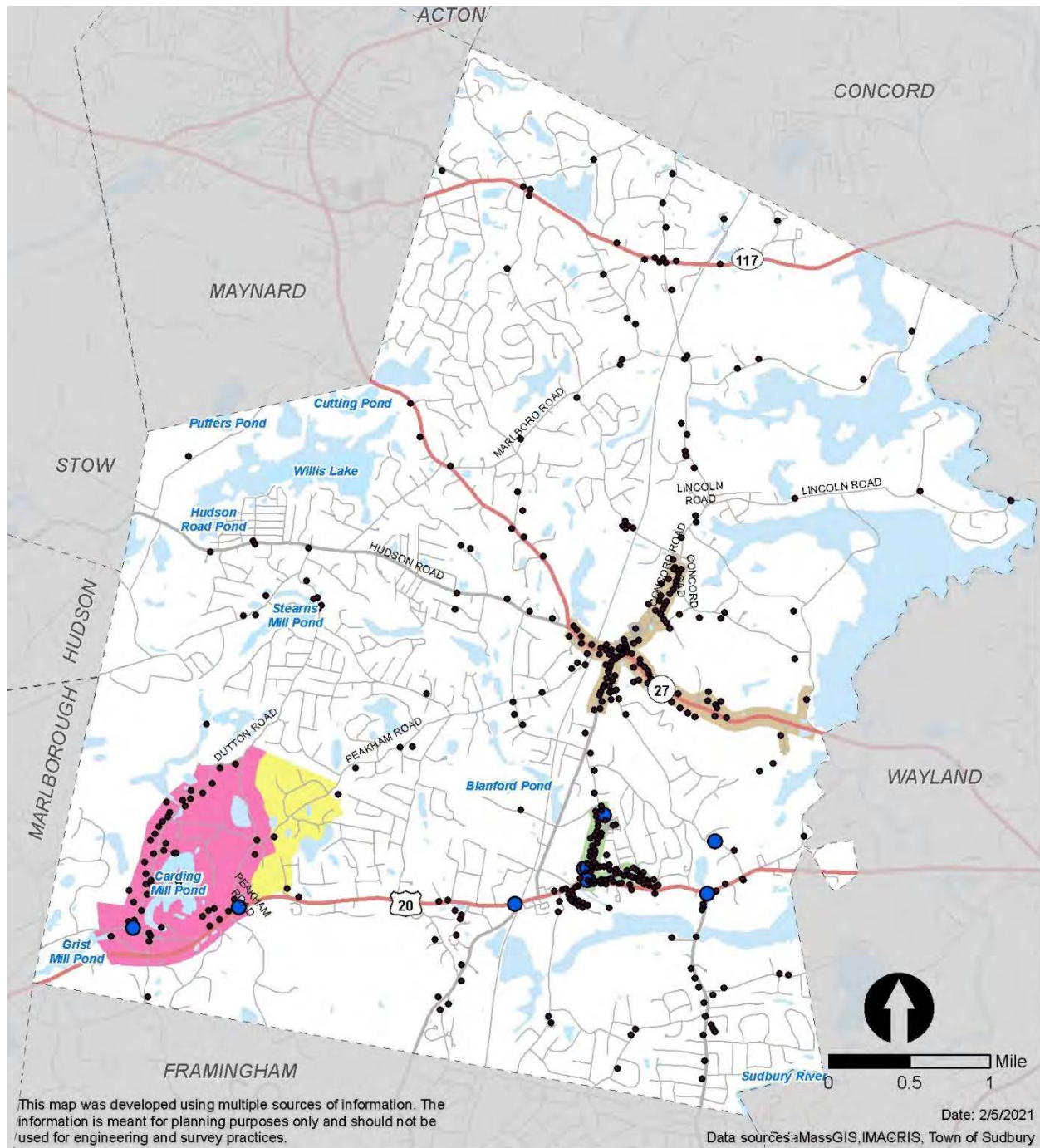
Building forms prepared for the 1967/68 inventory were filled out in pencil and included a black and white photo; information on building name, location, use, and date; assessment of condition; simple description checking or circling a list of relevant features; and a brief written description. While not deeply researched, the forms were filled with relevant information on each building's significance.

The inventory began with buildings associated with the Wayside Inn and Boston Post Road and worked from South Sudbury northward. The Boston Post Road (Route 20) and Hudson Road/Old Sudbury Road were a particular focus, but the inventory included buildings along most of the Town's historic roads.

While prepared by volunteers and while these early inventory forms are not as comprehensive as the MHC forms and survey standards used today, the 1967/68 inventory in Sudbury was in keeping with the standards of the time and was a significant first step in the documentation of historic resources in the Town and an impressive volunteer effort.



The Loring Parsonage, located adjacent to Sudbury Common, is among the earliest buildings in Sudbury, dating from c.1710 according to inventory form SUD.67. Now home to the Sudbury Historical Society, the building has been restored and is open to the public with exhibits on Sudbury's history.



LEGEND		Designation (July 2019)	Local Historic Districts
	Numbered Highway		George Pitts Tavern Historic District
	Major Road, Collector		King Philip Historic District
	Minor Road, Arterial, Local		Old Sudbury Historic District
	Local Roads		Wayside Inn Historic District I
	Surface Water		Wayside Inn Historic District II

* Historic sites and structures inventoried by the Town of Sudbury and/or listed on the Massachusetts Cultural Resource Inventory System (MACRIS) are not inclusive of all historic properties in town.

Map of inventoried historic resources from the 2021 Sudbury Master Plan Baseline Report (p73).

1989/96 INVENTORY

No inventory work appears to have been undertaken in Sudbury between 1968 and 1989. Beginning in 1989 and lasting through 1996, the Sudbury Historical Commission, established in 1968, undertook a comprehensive update of forms that had been prepared in 1967/68 and significantly expanded the Town's inventory both within the established local historic districts and throughout Sudbury.

A significant number of the new and revised Form B inventory forms were prepared by members or volunteers of the Historical Commission and date from 1989 through 1996. The inventories are typewritten on MHC forms in use at the time. While prepared by volunteers, the information included is professional in content and presentation and apparently met MHC standards. Forty-five of the original 1967/68 forms were updated and superseded by new forms prepared by Historical Commission volunteers. Additionally, Form Bs for 15 new buildings were prepared, for a total of 60 forms prepared by volunteers.

In 1995, the Historical Commission retained architectural historian Gretchen Schuler to supplement the inventory work being undertaken by volunteers. This began a consulting relationship that would extend through 2011 and document a significant number of new buildings in Sudbury.

Ms. Schuler's work embraced several areas of activity. First, she updated and replaced about 60 of the 1967/68 forms. Of the original 154 1967/68 forms, therefore, about 105 were updated by either Historical Commission volunteers or by Gretchen Schuler during this time frame.

Additionally, Ms. Schuler prepared new inventory forms for 42 previously unsurveyed buildings within the Town, including 12 in the newly created King Philip Historic District (1995), mostly along Concord Road. Others of the new buildings were located in the vicinity of South Sudbury, but not within the local historic district. Adding the new buildings documented by volunteers as noted above, about 57 new buildings were documented in the 1989-96 timeframe.

Finally, in 1995 Ms. Schuler also prepared an area form, SUD.F Form A, for the already established Wayside Inn Historic Districts I & II (1967). The documentation listed a total of 48 buildings within the districts. Thirty-four of these buildings were new listings in the Town's historic resource inventory, however 29 of the new listings were recorded as non-contributing modern buildings, dating to the 1970-1990 timeframe. Individual building Form Bs were not prepared for any of the new listings—just the listing of building addresses in the area form. The listed buildings are located along historic Dutton Road, Peakham Road, and Garrison House Lane. A number of contemporary roads with modern homes are also located within the two districts but are not recorded.

2006/07 INVENTORY

In 2006, the Sudbury Historical Commission again contracted with Gretchen Schuler to continue surveying historic resources in Sudbury. During this period, 38 historic buildings were documented; 3 area forms, Form A, were prepared for historic landscapes; and 6 historic sites/structures were recorded. Of the 38 historic buildings, 30 were documented using Form B including 28 newly documented buildings and 2 revisions of previous forms. No individual forms were prepared for the historic site structures.

Among the three area forms was the Carding Mill and Pond, SUD.M, within the Wayside Inn Historic District I. Two of the 6 historic site structures recorded and mentioned above were documented in the Carding Mill area form, which is why individual forms were not prepared for those resources.

The second area form, SUD.N, documented Pratt's Mill Dam and Pond adjacent to North Dutton Road below Hudson Road in the western portion of the Town. Four of the 6 historic site structures noted above are associated with and documented in this area form.

The third area form, SUD.O, documented Maenpaa or Broadacres Farm, a 25-acre site dating to the late 1920s at 82 Morse Road with a complex of agricultural buildings. Five new buildings were documented in the area form—individual Form B's were not prepared for these resources.

The 28 new buildings documented were located throughout the Town, from Raymond and Peakham Roads in the south to North Road in the north. Of the 30 buildings documented, one dates to the 18th century, 13 date to the 19th century and 16 date to the early 20th century.

2010/11 INVENTORY

In 2010, the Historical Commission again contracted with Gretchen Schuler to undertake additional inventory work. The work included documentation within four of the Town's local historic districts.

In the Sudbury Center Historic District, one building was resurveyed and three new buildings were documented with Form Bs. In the King Philip Historic District, documentation of the district's 2005 expansion was undertaken with the preparation of 11 new Form Bs. Thirteen additional buildings were listed in the district, but no forms were prepared—the buildings all date to 1925 or later, with seven dating to the 1940s and 1950s.

In the Wayside Inn Historic Districts, three new Form Bs were prepared. Finally, an area form, SUD.P, was prepared for the George Pitts Tavern Historic District on Maple Avenue in South Sudbury after 2008 Town Meeting had approved a Citizen's Petition establishing the district. The area form listed nine new buildings; individual Form Bs were not prepared for these resources at that time.

2020/21 INVENTORIES

Two inventories were completed during the 2020/21 period in Sudbury. In December 2020, historian Stacy Spies completed an inventory of the 1881 Central Massachusetts Railroad corridor running east-west through Sudbury and compiled her work in an area Form A numbered SUD.R. Ms. Spies also evaluated the Central Massachusetts Railroad corridor as being potentially eligible for listing in the National Register as a historic district.

The Central Massachusetts Railroad/Boston & Maine Railroad corridor encompasses the right-of-way within which the railroad operated and all of the buildings, structures, and objects it constructed for the dedicated purpose of running trains to transport freight and passengers. The line discontinued operations in 1980, but its resources remain intact. The inventory includes the rail bed, track structure, bridges, culverts, signals, mileposts, buildings, and other railroad features. Sixty-one railroad structures were recorded and mapped dating between 1880 and 1929 (SUD.900, 901, and 933-992).

Also during 2020/21, the most recent historic building inventory work was being completed as preparation of this Historic Preservation Plan was beginning. Undertaken by historians Wendy Frontiero and Kathleen Kelly Broomer, it is the only inventory to include a summary report outlining its goals, research process, results, and recommendations for future work.

The 2020/21 inventory is of high quality and was targeted to fill gaps in the documentary record of buildings constructed before 1940, the cut-off date for buildings subject to review under the Town's Demolition Delay Bylaw. As described in the survey report, roughly one-half of the properties targeted for survey were located in the Town's established local historic districts, including 49 properties. These inventories either updated inventory forms from 1967/68 or included new forms for resources that had previously only been listed in area forms. Documentation includes:

- 19 properties in the Old Sudbury Historic District and Sudbury Center National Register Historic District;
- 16 properties within the King Philip (Local) Historic District;
- 10 properties within the Wayside Inn Historic Districts I and II (National Register and Local) ; and
- 4 properties within the George Pitts Tavern (Local) Historic District.

Overall, two area forms, Form As, were prepared; 80 building inventory forms, Form B's, were prepared; and two structure forms, Form Fs, were prepared, in all recording 112 historic resources. Of the 80 building forms, 48 were updates to previously recorded resources and 52 were resources newly added to the inventory.

In selecting resources for inventory, the Historical Commission and consultants considered:

- Architectural quality and integrity;
- Architectural and historical significance;
- Visibility and threat;

- Under-represented or under-documented resource types;
- Town-owned historic properties;

Among the recommendations included in the summary report are recommendations for listing of resources on the National Register of Historic Places and recommendations for further study.

- Three resources were recommended for individual listing on the National Register under the theme of Agriculture and Industry while three more were recommended for further study.
- Five resources were recommended for individual listing on the National Register under the theme of Early 20th Century Suburbanization and Seasonal Development (ca. 1905-1971) while six more were recommended for further study.


Further study recommendations included:

- A town-wide reconnaissance survey for historic resources from the 1940 to ca. 1970 period of suburbanization;
- New or updated inventory forms for twelve individual resources;
- Historic context for architectural styles and building types;
- In-depth documentation on historic barns and other agricultural buildings;
- An expanded area inventory form for the Wayside Inn Local Historic District;
- Potential National Register listing of the King Philip Historic District and George Pitts Tavern Historic District;
- GIS mapping of pre-1940 buildings;
- A neighborhood history of Pine Lakes;
- A historic structure report for Sudbury Town Hall; and
- Historic Paint Analysis of the Flynn Building (White Building, former Center School and Sudbury High School).



Bridge 127 – photo from the Central Massachusetts Railroad area form, SUD.R.

JAN • 68



1. Address: OLD SUDBURY RD
 2. Name: LORING PARSONAGE
 3. Original use: PARSONAGE
 4. Present use: PUBLIC OFFICES
 5. Present owner: TOWN OF SUDBURY
 6. Open to public: YES
 7. Date: 1710 Style: EARLY GEORGIAN
 8. Source of date: HUDSON'S HISTORY AND ARCHITECTURAL RESEARCH

3. CONDITION: Excellent Good Fair Deteriorated Moved Altered Added
 4. DESCRIPTION
 FOUNDATION/BASEMENT: High Regular Low Material: STONE
 WALL COVER: Wood CLAPBOARD Brick Stone Other
 ROOF: Ridge Gambrel Flat Hip Mansard WAS HIP IN 18th CENTURY
 Tower Cupola Dormer windows Balustrade Grillwork NONE
 CHIMNEYS: 1 2 3 4 Center End End interior Cluster Elaborate Irregular
 STORIES: 2 3 4 ATTACHMENTS: Wings Ell Shed Dependency KITCHEN WING CA 1800
 PORCHES: 1 2 3 4 Portico NONE Balcony Recessed: NONE
 FACADE: Gable end: Front/Side Ornament: CLASSICAL ENTRANCE FINE ROOF CORNICE w/CLASSICAL CONSOLS.
 Entrance: Side Front Center/Side Details: PEDIMENT, FLUTED PILASTERS (GLASS TRANSOM)
 Windows: Spacing: Regular Irregular Identical/Varied 12 MAIN HOUSE
 Corners: Plain Pilasters Quoins Cornerboards
 OUTBUILDINGS NONE
 5. Indicate location of structure in relation to nearest cross streets and other buildings
 6. Footage of structure from street
 Property has _____ feet frontage on street
 VILLAGE GREEN. TOWN HALL LORING PARSONAGE Recorder Robert Desjardins
 For SUDBURY HISTORICAL SOC.
 Photo _____
 Date _____
 OLD SUDBURY ROAD.
 NOTE: Recorder should obtain written permission from Commission or sponsoring organization before using this form.
 SEE REVERSE SIDE
 FORM MHC-B 10M-4-67-944872

First page of a two-page inventory form for the Loring Parsonage from Sudbury's 1967/68 inventory. The second page of the 1967/68 inventories usually included a brief anecdotal summary of the building's significance. Prepared by volunteers, the 1967/68 inventory was important as an initial identification of historic buildings throughout the Town.

FORM B - BUILDING

Massachusetts Historical Commission
80 Boylston Street
Boston, Massachusetts 02116

Assessor's number D09-001 USGS Quad Maynard Area(s) Form Number 136

Town SUDBURY
e (neighborhood or village)
ress 285 Marlborough Road
oric Name Israel Hunt
: Present residential
Original residential
of Construction ca. 1820
ce Barton Diaries
/Form Federal/Greek Revival
itect/Builder unknown



Sketch Map
Draw a map showing the building's location in relation to the nearest cross streets and/or major natural features. Show all buildings between inventoried building and nearest intersection or natural feature. Label streets including route numbers, if any. Circle and number the inventoried building. Indicate north.



Exterior Material:
Foundation granite
Wall/Trim wood clapboard/wood trim
Roof asphalt shingles
Outbuildings/Secondary Structures none

Major Alterations (with dates) Colonial Revival
porches, projecting bay - early 1900s
side ells - mid to late 1900s, converted
Condition good
Moved ☒ no ☐ yes Date n/a
Acreage 3.25 acres
Setting Open setting with brook just south
of house at bend in road, opposite
barns (mid 1800s) which were part of farm,
now subdivided with new residences

Recorded by Gretchen G. Schuler
Organization Sudbury Historical Commission
Date (month/year) July 1995

RECEIVED
OCT 25 1995 Follow Massachusetts Historical Commission Survey Manual instructions for completing this form.

MASS. HIST. COMM.

Inventory forms from the 1990s were generally two to three pages in length, typewritten, and included a more detailed and researched architectural description and historical narrative on the second and third pages. In Sudbury, forms from the 1990s were prepared both by volunteers and by a professional consultant. Most of the forms prepared in 1967/68 were updated and replaced, though both are available.

FORM B – BUILDING

MASSACHUSETTS HISTORICAL COMMISSION
 MASSACHUSETTS ARCHIVES BUILDING
 220 MORRISSEY BOULEVARD
 BOSTON, MASSACHUSETTS 02125

Photograph

Façade (north) and west elevations.

Locus Map

↑
north



Recorded by: W. Frontiero and K. K. Broomer, consultants

Organization: Sudbury Historical Commission

Date (month / year): September 2021

Assessor's Number USGS Quad Area(s) Form Number

M10-0402

Framingham

SUD.452

Town/City: Sudbury

Place: (*neighborhood or village*):
South Sudbury

Address: 115 Stockfarm Road

Historic Name: Jerome and Rebecca
Butterfield House

Uses: Present: residential
Original: residential

Date of Construction: ca. 1880

Source: atlases, deeds

Style/Form: Italianate

Architect/Builder: not determined

Exterior Material:

Foundation: stone

Wall/Trim: vinyl/vinyl

Roof: asphalt shingle

Outbuildings/Secondary Structures:

attached garage; free-standing outbuilding (not visible from street)

Major Alterations (with dates):

side and rear additions, dormers, exterior chimney, replacement windows, artificial siding and trim (L 20th c)

Condition: fair

Moved: no ☒ yes ☐ **Date:**

Acreage: 0.69 acres

Setting: Located off Landham Road, a major north/south thoroughfare, near the Framingham town line. Surrounded by heterogeneous, suburban residential development, mainly from the 20th c. The generally flat lot is maintained primarily in lawn.

Inventory forms from the 2000s and used currently are significantly more complete and are generally prepared by a professional consultant in an electronic format. This is the first page of a three-page form that includes an architectural description, historical narrative, and bibliography and references on the second and third pages.

RESOURCE CHARACTERISTICS

Overall, the inventory for Sudbury recorded 297 buildings predating 1946 and appears to be substantially complete for that timeframe. No buildings appear to survive from the 17th century and the period immediately following the Town's founding in 1638. The MHC spreadsheet for inventoried buildings in Sudbury lists The Wayside Inn with a construction date of 1683, but this appears to be incorrect. The inventory forms for the Inn and its district date the building to 1702-1746.

1700-1799

Fifty-eight buildings (19%) date from 1700 through 1799, all but five of which were recorded in the initial 1967/68 inventory. Of these 57 18th century buildings, the vast majority (55) were residences, most related to agricultural properties. Only the First Parish Church and its carriage shed are non-residential.

The 18th century buildings span from throughout the century, including

- 20 (33%) from between 1700 and 1749;
- 10 from the 1750s;
- 2 from the 1760s;
- 7 from the 1770s;
- 11 from the 1780s; and
- 10 from the 1790s.

Thirty-eight (66%) of the 18th century buildings are located outside of the Town's local historic districts, evidence of both the significance of the agricultural historic context and the broad scope of the initial 1967/68 inventory. Thirteen are located in the Old Sudbury Historic District, 5 are located in the King Philip Historic District, and one, Wayside Inn itself, is located in the Wayside Inn Historic Districts.



Representative houses from the 1700s in Sudbury as represented in inventory forms.

1800-1859

The inventory records 100 buildings (36%) dating from 1800 through 1859, 78 of which were recorded in the initial 1967/68 inventory. Of the 100 buildings, 96 are residences. The four non-residences include one church, one grange, one hearse house, and one post office. Estimated construction dates for these buildings include:

- 18 from the 1800s;
- 8 from the 1810s;
- 15 from the 1820s;
- 12 from the 1830s;
- 27 from the 1840s; and
- 25 from the 1850s.

Fifty-four of the 1800-1859 buildings are located outside of the Town's local historic districts, again mostly related to agricultural properties. Forty-six are located within districts, including 24 in the Old Sudbury Historic District; 16 in the King Philip Historic District; 5 in the Wayside Inn Historic Districts; and one in the George Pitts Tavern Historic District.



Representative houses from the early 1800s in Sudbury as represented in inventory forms.

1860-1899

Sixty-one buildings (20%) inventoried dated from 1860 to 1899. Again, residential buildings predominate. Non-residential buildings include one church, one library (Goodnow Library), three schools, two railroad buildings, one mill, two barns, and one agricultural outbuilding. Buildings include:

- 13 from the 1860s
- 15 from the 1870s;
- 19 from the 1880s; and
- 13 from the 1890s.



Representative houses from the late 1800s in Sudbury as represented in inventory forms.

1900-1945

Seventy-nine buildings (26%) have been inventoried dating from 1900 to 1945. Non-residential buildings include one barn, two mill buildings, two chapels, three schools, one government building (Town Hall), and three commercial buildings. Buildings include:

- 28 from the 1900s;
- 15 from the 1910s;
- 21 from the 1920s;
- 10 from the 1930s; and
- 5 from 1940 through 1945.



Representative houses from the early 1900s in Sudbury as represented in inventory forms.

CONCLUSION

Sudbury has undertaken a substantial amount of inventory over the years through which most of the Town's historic resources have been identified and documented. Additional inventory work has been recommended by the most recent survey consultants which should be implemented. Additionally, it has been suggested by Historical Commission members that small neighborhood clusters, such as those on Raymond and Nobscot Roads, be inventoried on area forms as well. The Recommendations section of this Historic Preservation Plan suggests that inventory work be undertaken on an ongoing, regular basis rather than at long intervals.



NATIONAL REGISTER OF HISTORIC PLACES – ANALYSIS OF EXISTING LISTINGS AND ELIGIBILITY

The National Register of Historic Places is the nation’s official list of historic resources and districts that have been determined to be of significance. Administered by the National Park Service in partnership with State Historic Preservation Officers and Tribal Historic Preservation Officers, resources may be significant at the local, state, or national level. A discussion of the National Register is included in Appendix A of Sudbury’s Historic Preservation Plan with respect to National and State Historic Preservation Programs.

Listing on the National Register is largely an honorary recognition. It recognizes the importance of a historic resource or area without placing any obligations or restrictions on the resource owner. Listing does not give the federal government any ownership rights or regulatory controls with respect to a property. Listing provides opportunities for grants and other incentives, especially for municipalities.

However, historic properties and districts listed in or eligible for listing in the National Register that would be adversely impacted by an undertaking that receives federal or state funding, or requires a federal permit, license, or approval is subject to review under Section 106 of the National Historic Preservation Act, as amended. National Register historic properties may also be

subject to review under the National Environmental Policy Act intended to protect cultural resources. Listing may also be used to demonstrate a resource's significance for inclusion in local demolition delay or other review or protective process.

Properties that are nationally significant and possess exceptional value or quality in illustrating or interpreting the heritage of the nation may be designated as National Historic Landmarks by the Secretary of the Interior. National Historic Landmarks are the highest level of designation within the National Historic Preservation Program and are included in the National Register of Historic Places' official listing.

Sudbury has very few individual property or district listings on the National Register of Historic Places and no listed National Historic Landmarks. As noted below, the Wayside Inn is listed as a Massachusetts Historic Landmark.

Sudbury has two National Register Historic Districts, listed in 1973 and 1976; three individual property listings dating from 1990, 1992, and 2002; and a listing for six 1767 granite milestones. The potential for listing additional properties on the National Register both individually and as multiple property listings provides a tremendous opportunity in recognition of their significance for both educational and preservation purposes. Three individual properties and one historic district have been identified as eligible for National Register listing but have not been submitted for nomination. Sudbury's existing National Register listings are summarized below.

WAYSIDE INN NATIONAL REGISTER HISTORIC DISTRICT

The Wayside Inn National Register Historic District was listed in April 1973 based on a survey form prepared by the Massachusetts Historical Commission dated 1971. The Wayside Inn is believed to be the oldest operating inn in the country and is the setting of Henry Wadsworth Longfellow's *Tales of a Wayside Inn*. On that basis, the Inn was certified as a Massachusetts Historic Landmark in 1972.

The Wayside Inn was purchased by Henry Ford in 1923 and became the center of a complex of buildings intended to keep Americans in touch with the past, similar to his Greenfield Village in Dearborn, Michigan. The Redstone School, built in 1798, was moved to the site from Sterling, Massachusetts and operated as part of the Sudbury school system from 1927 to 1952. In the 1920s, Ford had the Grist Mill built as a reconstruction of a typical 18th century mill. In 1939, Ford had the Martha-Mary Chapel built by students of his Wayside Inn Boy's School. The chapel is a one-quarter-scale copy of the First Parish Church of Bradford, MA and one of five similar chapels built where he had boy's schools (SHS 2012:72).

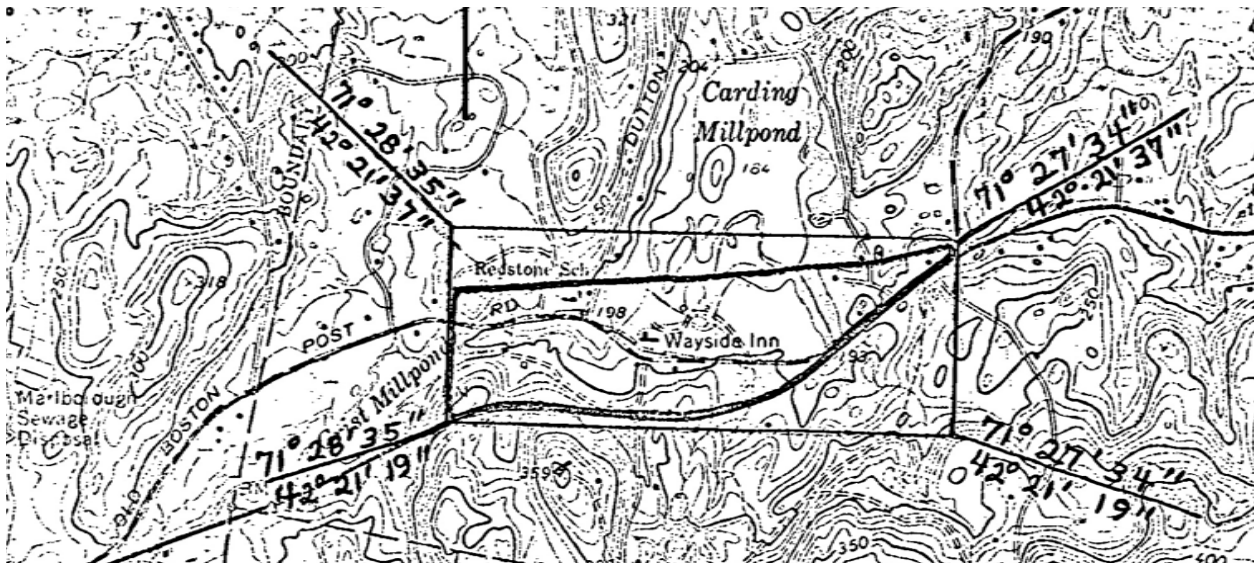
In 1926, with permission of the state, Ford constructed a bypass for Route 20 to the south of the Wayside Inn complex and the historic Boston Post Road. The boundaries of the National Register District extend from the point where the bypass separates from the historic route to a point just west of the Grist Mill and does not include the mill pond. The north boundary is just north of the schoolhouse and chapel. The south boundary follows the bypass. (MHC 1971)



Wayside Inn with the historic Boston Post Road



Grist Mill



Annotated USGS map showing the boundaries of the Wayside Inn Historic District from the 1973 National Register Nomination



Martha-Mary Chapel



Redstone Schoolhouse

SUDBURY CENTER NATIONAL REGISTER HISTORIC DISTRICT

The Sudbury Center National Register Historic District was listed in July 1976 based on a nomination prepared in 1975 by the Massachusetts Historical Commission. The district is 165 acres in area and includes 82 structures ranging in period from the 18th century to the early and mid-twentieth century.

The Sudbury Center Historic District includes religious, public, and commercial structures within the Center itself with residential structures on the roads radiating out from the Center. The core of the district is the Town Center where buildings surround the triangular Common and include the First Parish Church (1797), Town Hall (1939), Grange Hall (1846), and Presbyterian Church (1836/1896). The historic Loring Parsonage (c.1710) is adjacent, and Hosmer House (1780) is across the Old Sudbury Road.

The Sudbury Center Historic District is significant as a fine collection of well-preserved houses representing a wide range of architectural and period styles and as the center of much of Sudbury's historical development. The boundaries of the National Register Historic District mimic those of the Local Historic District in being measured as distances from the sides of the road. To the east, the district extends almost to the Town line near the Sudbury River and extends north along Water Row to include the site of the Haynes Garrison House, a significant feature related to the encounter here during King Philip's War in 1676.

To the north, the historic district extends along Concord Road to include Whitehall (1815/1915), the house of noted architect Ralph Adams Cram, and his St. Elizabeth's Chapel (1914). To the west, the district extends to Maynard Road to include a number of historic residences, and to the south it extends along Concord Road, again including residences associated with the Town Center. In 2000, it appears that the Local Historic District boundaries were extended to match those of the National Register District. (MHC 1975)



First Parish Church



Town Hall (right) with Grange Hall and Presbyterian Church to its left



Map of the Sudbury Center Historic District from the 1976 National Register Nomination. The boundaries match those of the local historic district. Numbered properties relate to contributing buildings listed.



Homes representative of the historic residences on roads radiating from the Town Center

MOSES BREWER HOUSE

The Moses Brewer House, also known as the Goulding House, appears to be a late First Period or transitional house dating to c.1720-30. The house was originally located in Wayland and was dismantled in 1918 and reconstructed and restored on its current site on Concord Road in South Sudbury between 1919 and 1925 by Leonard and Ruth Stevens Goulding and used as an antique store.

First Period properties were inventoried by students of the Boston University Preservation Studies Program focusing on properties constructed during the first century of colonial settlement in southeastern Massachusetts, before 1720. Properties inventoried in the First Period Survey were listed as a thematic group in the National Register. The Moses Brewer House was surveyed in 1985 and listed in 1990.

The Moses Brewer House is believed to have been located on the property of Moses Brewer in Wayland, which he sold in 1760. Because of its change in location, traditional histories have misdated the house to 1639 and 1700, and the chain of title from Brewer to the Gouldings is flawed. Because of its restoration, it is unclear whether several existing features are original to the house. (MHC 1985; SHS 2012:100)



The Moses Brewer House, also known as the Goulding House, 88 Concord Road in South Sudbury.

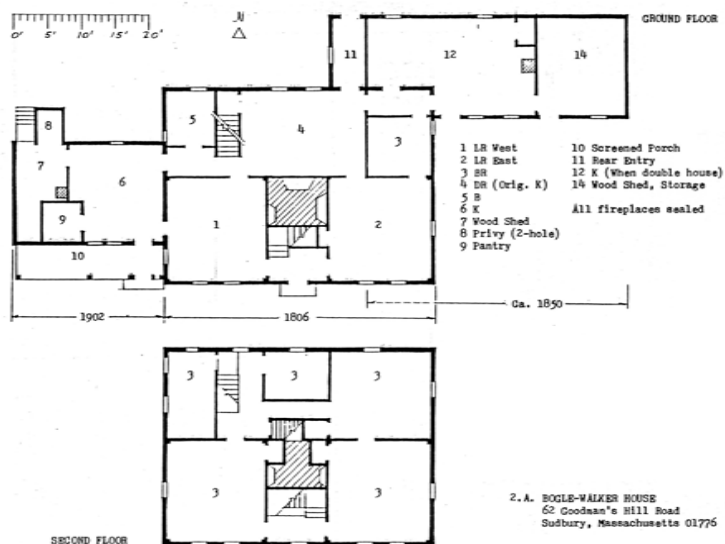
BOGLE-WALKER HOUSE

The Bogle-Walker House was listed on the National Register in 1992 based on a nomination form prepared by the Sudbury Historic District Commission and Massachusetts Historical Commission prepared in July 1992. It was demolished in 2006 when the farm was developed into house lots.

Formerly located at 55-62 Goodman's Hill Road, the Bogle-Walker House was constructed c.1806 and was an exceptionally well-preserved example of a large two-and-a-half-story center chimney farmhouse. The property was also significant for its ownership by one family from the 1720s to the 1990s and its evolution of a typical New England farmstead over two centuries. (MHC 1992)



Bogle-Walker House. Photo 1985 by M. McCarthy from the 1992 National Register Nomination.



Plan of the Bogle-Walker House from the National Register Nomination.

1767 GOODNOW LIBRARY

The Goodnow Library is a local community landmark and center of community life. The property was listed on the National Register in 2002 based on a nomination form prepared by the Sudbury Historical Commission and the Massachusetts Historical Commission in March 2002.

Located on Concord Road near the center of the village of South Sudbury, the Goodnow Library was constructed in multiple phases. The original portion of the building consisted of a small brick Italianate octagon structure constructed in 1862-63 which today remains evident only on the interior. A two-story annex was added to the rear of the octagon about 1885, and in 1894 a two-story façade was built across the front of the octagon and a rear L-addition was added to the south side of the rear annex. A small addition was added in 1971, and a large new library addition was constructed to the rear in 1999. The new building is sympathetic to the original 1863/1885/1894 building.

The Goodnow Library is significant as a key public institution in Sudbury for 160 years and its association with the evolution of South Sudbury from an industrial/mill area to a major secondary village, which by the late 19th century included over fifty Victorian-era residences as well as several commercial enterprises and civic institutions. The initial 1863 building was a gift bequeathed by John Goodnow, descendant of a prominent founding family of the Town.

The library is also significant as a rare surviving example of mid-19th century octagonal construction in institutional form, enlarged and transformed into a major Richardsonian Romanesque town library of the 1890s. (MHC 2002)



East elevation of the Goodnow Library. Photo 1999 by Clay Allen from the 2002 National Register Nomination.

1767 MILESTONES

The 1767 Milestones are historic milestones located along the route of the Upper Boston Post Road between the cities of Boston and Springfield. The 40 surviving milestones, six of which are in Sudbury, were added to the National Register of Historic Places in 1971.

The stones were actually placed in many different years but are named as 1767 because of a 1767 directive of the Province of Massachusetts Bay that such stones be placed along major roadways. The state highway department was directed in 1960 to undertake their preservation. Many of them underwent a major restoration in 2018.

The stones listed for miles 23 through 29 in Wayland and Sudbury are actually guideposts rather than milestones, and do not list any mileage. They were erected at road intersections rather than at the mile marks. The stones are quarried granite posts with plug and feather tool marks and post-date 1800.



1767 Milestone at the intersection of Wayside Inn Road (historic Boston Post Road) and Dutton Road within the Wayside Inn National Register Historic District.

CONCLUSION

Listing on the National Register is an honor and raises public awareness of historic character and significance. It is a means of building community support for historic preservation and the appropriate treatment of historic buildings and landscapes. Listing does not protect a resource from demolition, as evidenced from loss of the listed Bogle-Walker House noted above.

In the 1970s, impetus for the listing of historic districts in Sudbury to the National Register came from local advocates with the Sudbury Historical Commission and Town's Historical Commission concerned about development and the potential loss of historic buildings. At that time, historic preservation was in its infancy in Sudbury, and the threat was serious. Strong leadership and support was provided by the Massachusetts Historical Commission.

Perhaps due to the early achievements including establishment of local historic districts in Sudbury, there has been little impetus either publicly or privately in pursuing new National Register nominations since the 1970s despite progress in undertaking historic resource inventories.

As noted in Section II.B, the Sudbury Survey Update, 2020-2021 recommended listing of eight individual buildings and further study of nine buildings. This Historic Preservation Plan respects and fully supports these recommendations.

However, in order to have a broader public impact, this Historic Preservation Plan recommends that priority be given to a thematic nomination for resources Town-wide in order to raise their public profile and provide substantive historic study and documentation to their recognition and significance. The listing of individual buildings is important, especially where grant opportunities may be available, such as in bricks and mortar funding programs managed by the Massachusetts Historical Commission, but this plan recommends that priority focus be a thematic nomination. Additional discussion of recommendations and prioritization is included in Part III of this Historic Preservation Plan.



LOCAL PUBLIC AWARENESS AND ENGAGEMENT

Everyone in Sudbury is aware of the historic character of Sudbury Center, with its First Parish Church, Town Hall and Green, Revolutionary Cemetery, and historic homes. It is the iconic New England town center and the physical embodiment of community identity. Sudbury's broader history and range of historic resources are less well known.

Local public awareness is critical if historic preservation is to be at the top of public priorities. A goal of this Historic Preservation Plan is to imbue preservation principles into every aspect of community endeavor—making sure that historic preservation concerns are taken into consideration whenever public or private decisions are being made about buildings or landscapes.

This section touches on public awareness of, engagement with, and support for the preservation of historic resources throughout Sudbury. Some of the information outlined here is anecdotal, received through interviews and conversations, as well as through general observation. The chapter also includes a summary of an online survey that was conducted while the Historic Preservation Plan was being prepared.

In general, broad support was expressed for measures that would engage residents with historic buildings and landscapes, activating sites as an element of community building. Such support was heard across the range of Town boards, commissions, and committees as well as from residents at large.

GENERAL PUBLIC AWARENESS

In 1950, the population of Sudbury was 2,596 persons. Today it is 18,934, over a seven-fold increase. The Town had its most dramatic population increases in the 1950s and 1960s. Since 1970, when the population reached 13,506, increases have been steady but incremental.

In the 1980s and 1990s, Town governance continued to be the province of long-time residents, “old timers” as residents of the era state. While the Town was solidly suburbanized and there was a lot going on in terms of planning and continued growth, issues are remembered as less intense than they are today. Town leaders had ties to the area’s history and to the older families that were prominent landholders before the post-1940s boom. Residents and leaders are remembered as cognizant of Town history, though not inclined to interfere with an owner’s private property rights.

Four of Sudbury’s five local historic districts were in place during this period, but design reviews are remembered as casual conversations between friends and neighbors, with easy accommodation of interests. The Historical Commission was focused in large part on the care and public use of Hosmer House (donated to the Town in 1959) and seven historic cemeteries as well as the inventorying of historic resources.

In the two decades since completion of the 2001 Master Plan, Sudbury has continued to develop as an affluent residential suburb. While the overall population has increased by only 12%, from 16,841 to 18,934, the level of affluence has increased. Median home prices have increased by about 35% to \$720,000 in 2020. New homes being constructed are substantially larger and more expensive than those pre-dating 2000.

Older residents speak of the influx of affluent, young families in recent years. Many of the newer residents are successful young professionals—competent, dynamic, outspoken, and appreciative of Sudbury’s rural suburban character. The involvement of active, young professionals in Town governance is notable in the many local boards, commissions, and committees. There is a sense that Town issues have become more rapid, complex, and intense. Changes observed in the issues dominating Historical Commission and Historic Districts Commission time seem to bear this out. By inclination and by necessity, there is a sense expressed by local observers that the level of professionalism has increased.

History and historic preservation do not dominate the public interest. Schools, taxes, recreation, and public services take priority. Land conservation has had strong ongoing public support. While not at the forefront of public interest, historic preservation initiatives advanced through Community Preservation Act funding have passed overwhelmingly at Town meeting. Additionally, there was strong interest in and financial support for the adaptive reuse of the Loring Parsonage as the Sudbury Historical Society’s History Center.

Overall, however, when periodic controversies involving the potential loss of historic buildings have arisen, the buildings most frequently have been lost.

Support of private property rights remains strong even when the result may be the loss of an irreplaceable historic building.

Most residents recognize that history is an important part of community character in Sudbury, and this is almost taken for granted. The Town's iconic public buildings, two historic villages, and landmarks such as the Wayside Inn are widely recognized as central to the Town's identity. Beyond those widely recognized resources, historic preservation issues do not receive widespread public attention.

A strong local program of outreach and public engagement is needed to underscore the range and connectedness of Sudbury's historic resources and to build public support for more active measures for their preservation. Fortunately, from interviews initiated during preparation of this Historic Preservation Plan, Town partners seem poised and willing to initiate such outreach.

COMMUNITY HISTORIC PRESERVATION PLAN SURVEY

An online survey on historic preservation in Sudbury was conducted while the planning process for the Historic Preservation Plan was underway. The survey was announced in a public forum presented via an online Zoom meeting conducted on February 16, 2022. The survey was made active during the last week of February and remained open through the month of March.

The historic preservation survey was made available through the Town website and was promoted by the Town through a variety of online and social media formats. In the first two weeks that the survey was open, 155 responses were recorded. Only 36 additional responses were received through the final three weeks of March, for a total of 191 responses.

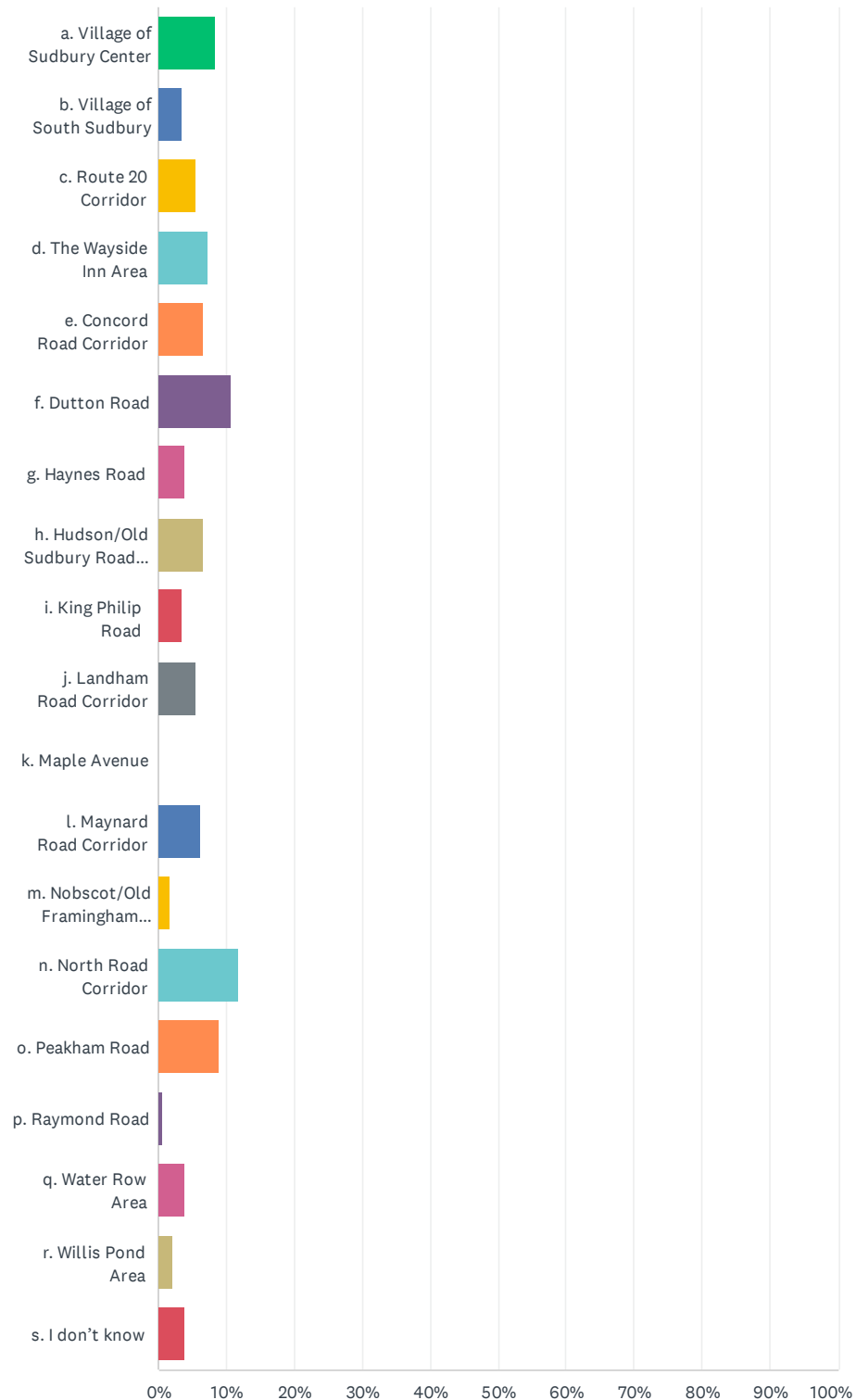
While this may seem a small number in a Town with a population of almost 19,000, it is a reasonable number of those engaged in community affairs. However, many who took the survey only answered a few questions and skipped the rest. For questions 3 through 20, only between 97 and 116 respondents provided answers; between 75 and 91 respondents skipped these questions.

Many of the survey's twenty-one questions sought written responses, so the survey results included many written observations and opinions, which made it more valuable than a purely statistical representation. It may be assumed that those willing to take the survey were engaged in community affairs and were generally interested in and supportive of historic preservation.

Survey Respondents

Residents responding to the online survey lived in neighborhoods fairly equally distributed throughout Sudbury and were not concentrated in any one area (Question 1 – see attached chart). Thirty-eight of the respondents listed locations other than the eighteen options provided in the survey. Only 20% stated that they lived within a historic building, village, or area (Question 8).

Sixteen percent stated that they were owners of a historic home (Question 18). Forty-two percent stated that they have lived in Sudbury for more than 30 years, while 35% stated that they had lived in Sudbury from 10 to 30 years (Questions 18 and 19).



Responses to Survey Question 1: What area of Sudbury do you live in?

Survey Questions About What is Historic and What is Historic Preservation?

Questions 2 through 6 sought to ascertain what resources or areas the respondents considered historic within Sudbury. Despite the answers received to Question 8, noted above, almost 50% stated that they considered their neighborhood to be historic or to have distinct historic character (Question 2).

One hundred sixteen (116) respondents answered Question 3 in which they were given the opportunity to list up to three areas which they considered to have strong history or historic character. Seventy-five respondents skipped this question. Practically all respondents listed Town Center (98 of 116) and the Wayside Inn (94 of 116). The King Philip Historic District was listed by 26 of the 116 respondents, and Concord Road was listed by 21 respondents. Pine Lakes received five listings.

Of individual resources, Goodnow Library was most widely recognized (5). Landscape resources including the Sudbury River, wetlands, farmland, Weir Hill, and Nobscot Hill received seven listings. About eighteen other listings were recorded by either one or two respondents. Similar results to those of Question 3 were recorded when respondents were asked to list their favorite historic resources (Question 6).

Respondents were asked to explain what historic preservation meant to them in Question 4. Ninety-seven respondents answered this question, while 94 skipped it. The written responses were thoughtful, and respondents used the opportunity to express opinions and concerns. Examples include:

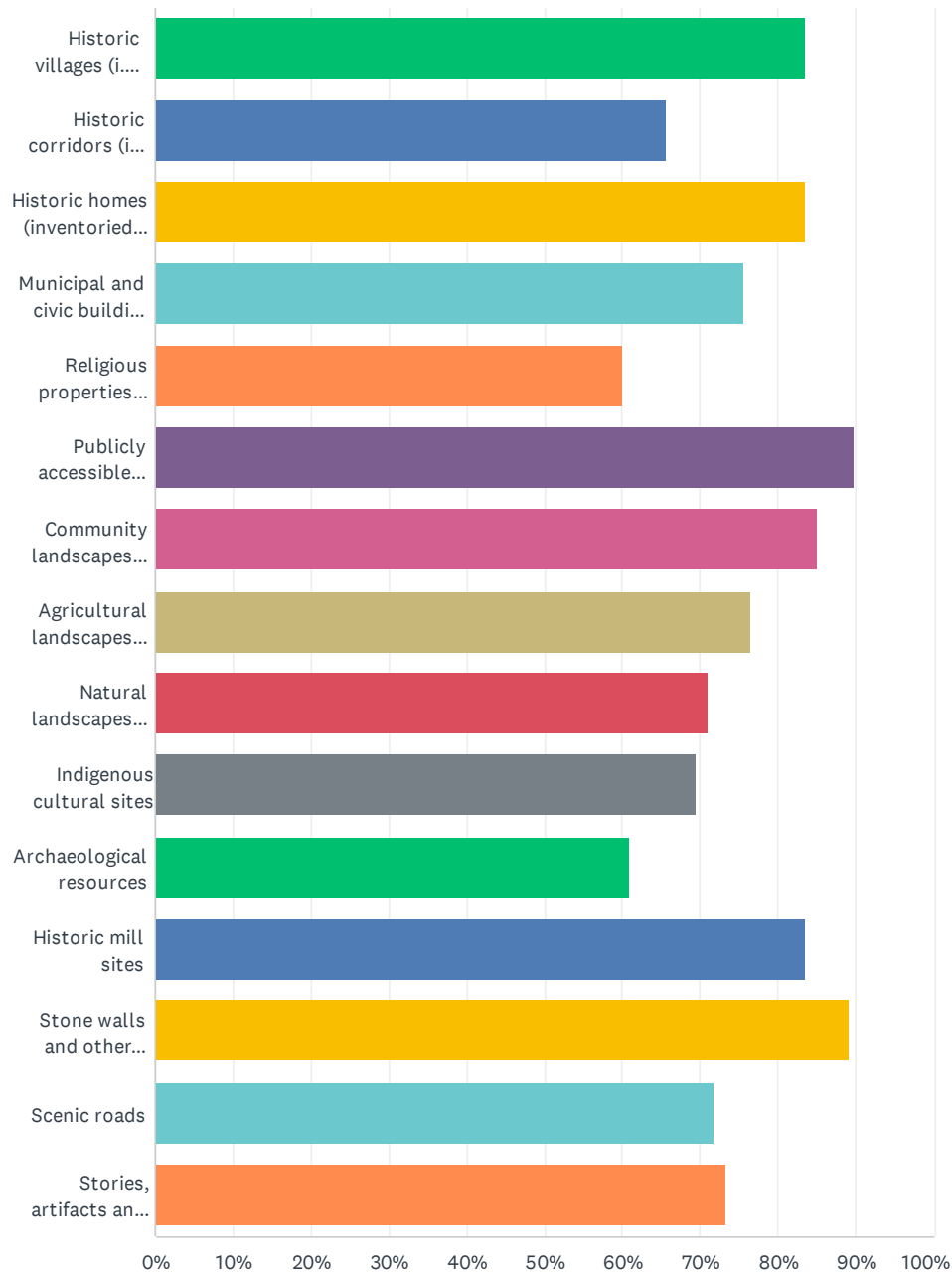
- Historic preservation means maintaining the meaningful, visible buildings and landscapes that demonstrate our past. Preservation is most valuable as "living history" that today's residents can interact with and learn from; not simply leaving old things untouched.
- Maintaining physical structures and landscaping while not infringing on the owners' ability to maintain their homes in a fiscally prudent way. It's a home for the owners and not a museum for others.
- It means being deeply committed to preserving both the architectural history and protected land of the town without creating cost prohibitive hurdles or endless hoops to jump through for homeowners to make improvements. It means holding both private homeowners and businessowners to the same standards.
- Historic Preservation means protecting buildings and landscapes that have meaningful historic significance. I believe this means much more than abiding by specific details on buildings, which is incredibly important, but additionally preserving the area around the buildings to keep it all in context. A historical building or buildings that are maintained as such but are surrounded by buildings and landscapes that show complete disregard for the historical area become themselves no longer worth preserving. If the entire historic district is not maintained as an entity, then the burden that falls on those that are abiding by the rules is unfair and of no purpose.

- The preservation of the historic character of town in a way that can be experienced and used by residents and visitors. A living history, not preservation simply for the sake of preserving, it should be more important than that and remain a part of town and living in town.
- I think historic preservation means identifying and preserving areas, buildings, artifacts and people's life stories that tell how Sudbury has evolved. With historic items identified and preserved, I think the next part is to provide a path to educate people about the history of Sudbury. Our history is what defines this historic town and we have an opportunity to not only preserve it but promote the knowledge we can acquire from history
- Historic preservation means maintaining the integrity of the original design - materials, colors, aesthetic, building methods, and landscape. Not becoming a museum but ensuring that the original character is maintained for future generations.
- History tells us about who we were, who we are and where we are going. It is our connection to history that helps us become better people in a better society. Therefore, it is incumbent upon us to preserve and pass these resources on to those who come after us. History holds us together as a town and a nation. I have lived other places where history was not appreciated nor preserved. The societies there lacked connection to each other and to their place in the world. To preserve historical places here is of the utmost importance as this is one of the most historically important towns and regions in our country. This includes the Native American cultural sites located here by the way. The preservation of history shows respect for the people who came before us and paved the way for all of the blessings we enjoy today.

In Question 5, respondents were asked “what makes up the Town’s “historic character” and what do you think of when you hear about historic preservation in Sudbury.” Fifteen choices of resource types were listed, and respondents were given the opportunity to add their own thoughts. The results of the listed choices are shown in the chart below. Most widely chosen were historic villages (84); historic homes (84); publicly accessible historic buildings, museums, and sites (90); community landscapes (85); historic mill sites (84); and stone walls and other remnant historic landscape features (89).

Other important resource types listed by respondents included:

- Oral histories
- Stories
- Historic documents
- Genealogical studies
- School buildings
- Religious properties
- Granite direction markers
- Indigenous cultural landscapes
- Landscapes including remnants of vegetation signatures



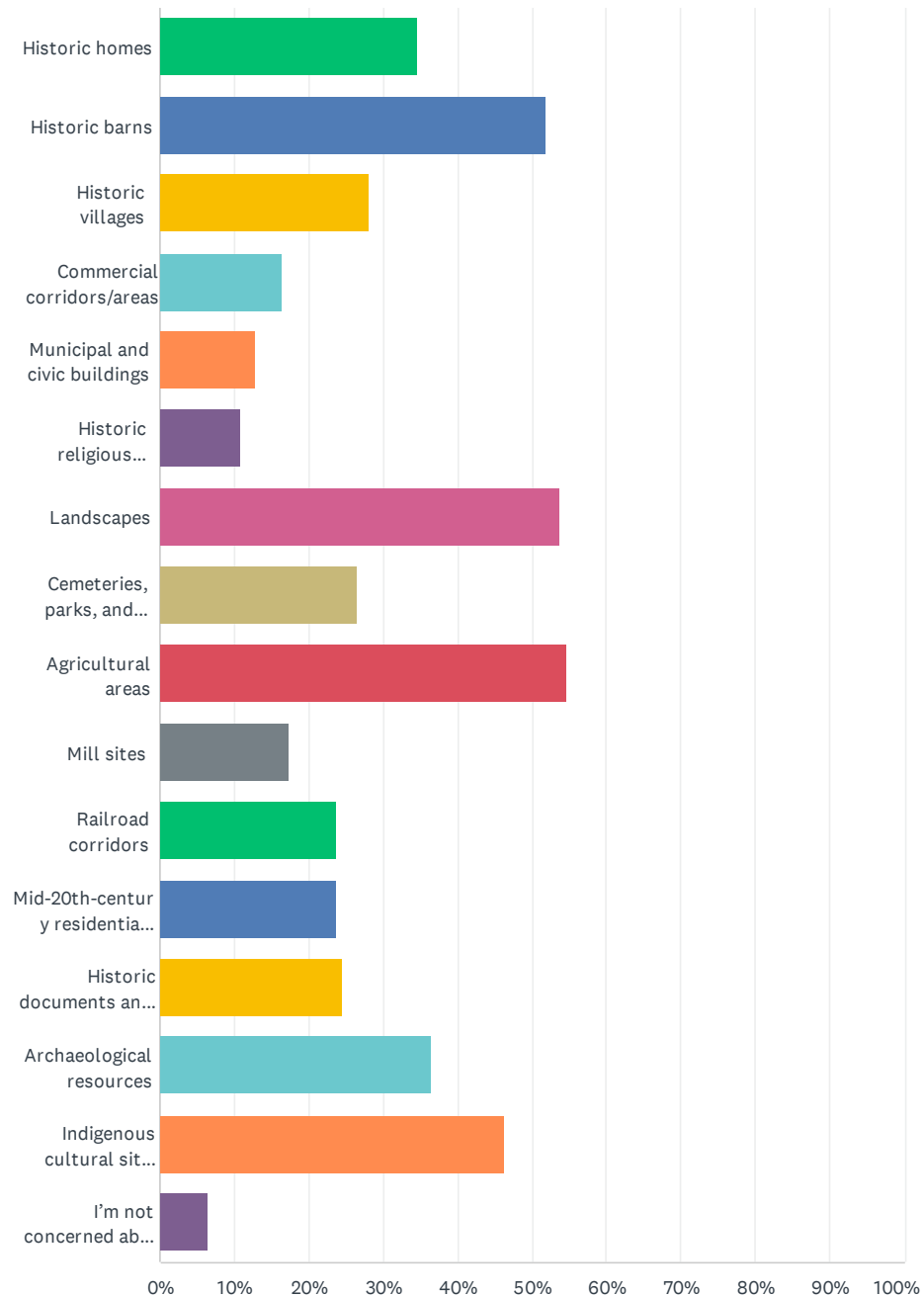
Question 5: What makes up the Town’s “historic character” and what do you think of when you hear about historic preservation in Sudbury?

Sixty-one respondents who indicated that they currently live in a historic building or village, or would like to, cited the character and authenticity of historic buildings, interest in history, and “to feel part of the river of time” as representative reasons for their interests (Question 9). Residents of the historic villages would like to see less development in these areas, increased walkability, interpretation, and less traffic. Complaints were registered that Town buildings and churches are not held to the same standards as private homeowners.

The thirty-two respondents who indicated that they would *not* like to live in a historic building or village cited restrictions, maintenance cost, and road congestion in the villages as their reasons (Question 11).

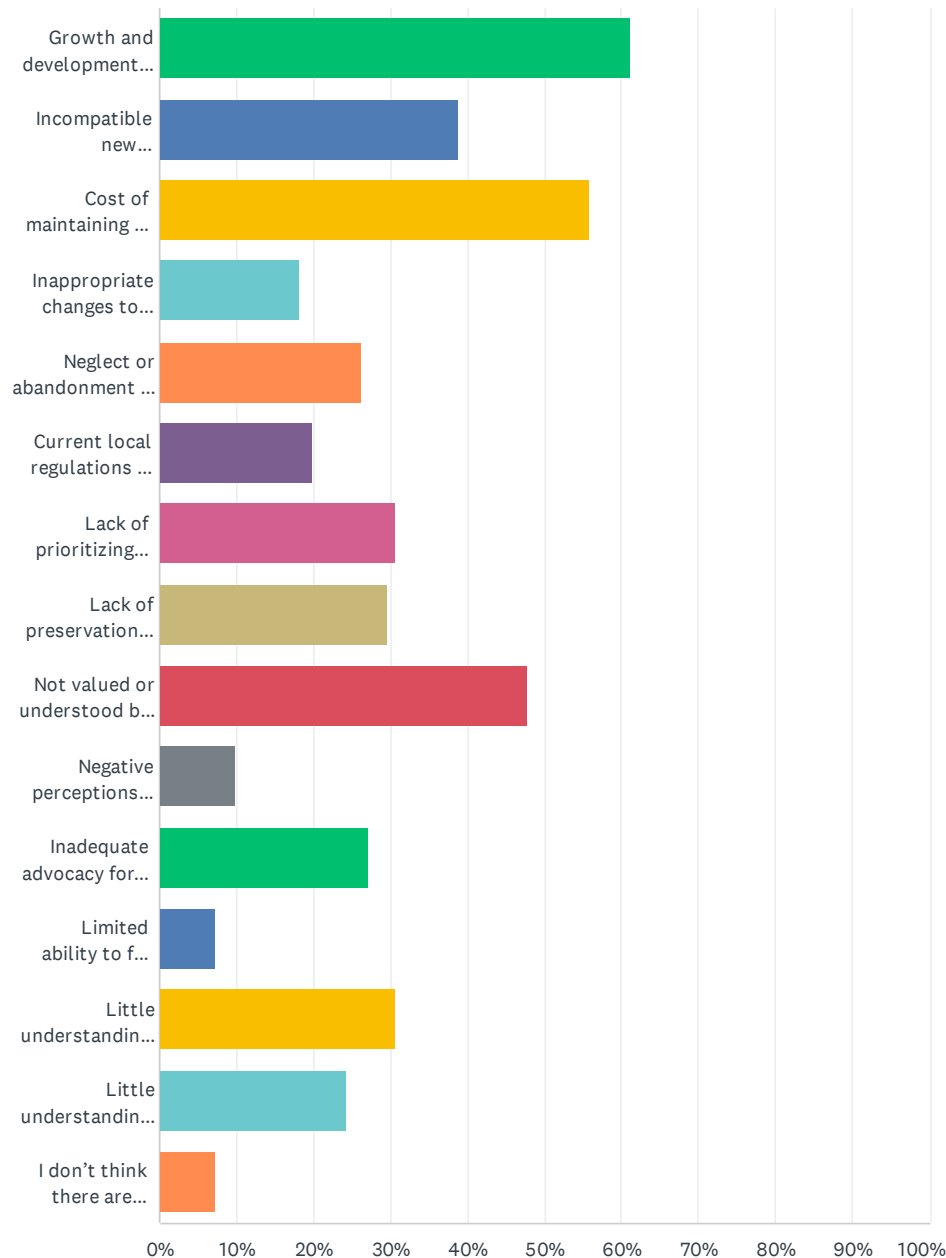
At-risk Resources and Preferred Preservation Tools

Respondents were asked which historic resources they felt were most at risk and which preservation tools did they prefer be used. Of the resources at risk, historic barns, landscapes, agricultural areas, and indigenous cultural sites rated of highest concern.



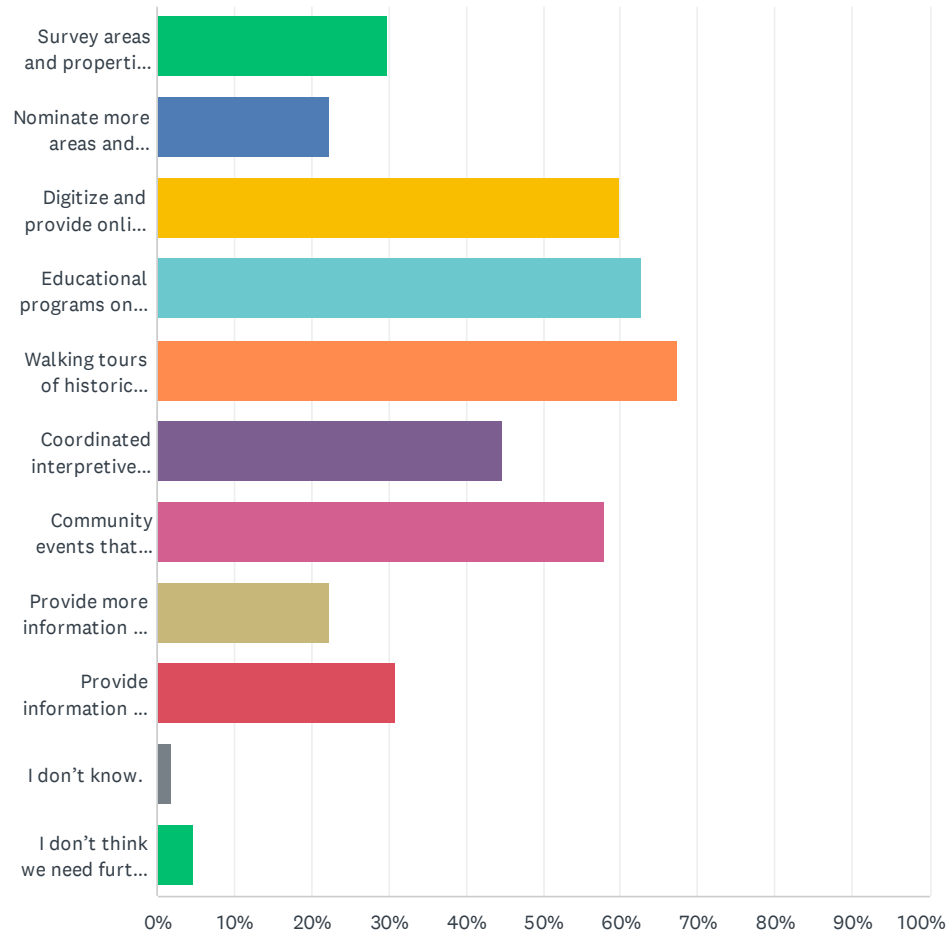
Question 12: What types of historic resources do you think are most at risk in Sudbury?

When asked about the causes why historic resources are at risk, growth and development pressure, cost of maintaining a historic property, not valued or understood, and incompatible new construction were of highest concern. Maintenance costs were cited particularly for the loss of historic barns. Deferred maintenance was noted as an issue. One respondent listed invasive species as a cause of the degradation of historic agricultural landscapes.



Question 13: What do you think causes these historic resources to be at risk?

The increased use of educational tools was widely supported in the online survey in contrast to regulations. Walking tours, educational programs, and community events that focus on local history and culture were chosen as preferred tools to support preservation in Sudbury. The digitizing and online access of information on historic properties and historic documents was also noted. Coordinated interpretive exhibits and other media in historic areas, along trails, an in natural landscapes was also preferred.



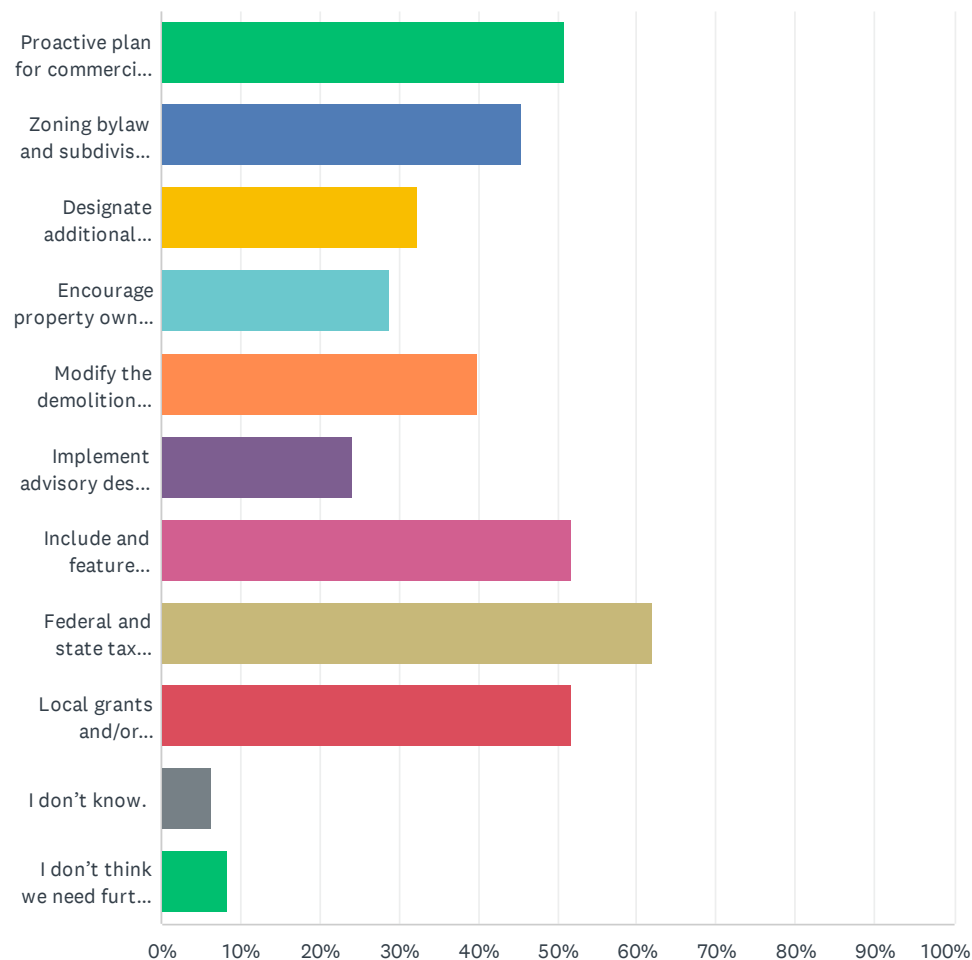
Question 14: Which educational and commemorative tools and actions would you like to see used more in Sudbury?

In the comments associated with Question 14, increased education on local history in Sudbury schools was noted as important by several respondents, emphasizing reaching out to and attracting the younger generation – making history fun. One respondent suggested that funding be provided by the Town to non-profits for collaborative interpretive projects to help meet educational goals. A suggestion was made that a pamphlet on history and historic resources be provided to new homeowners and renters.

Concerns about the use of regulatory tools were expressed in written comments to questions throughout the online survey. One hundred eight respondents addressed Question 15 on regulatory and financial tools, ten of whom provided written comments.

As evident in the bar chart below, use of federal and state tax credits, local grant and low-interest loans, proactive planning, and use of the Town's conservation lands program to preserve remaining agricultural lands were all supported, reaching above 50% of those responding.

Actual regulatory tools – additional local historic districts, encouraging property owners to establish single-property historic districts, modifying the Demolition Delay Bylaw to provide stronger protections, and implementing advisory design services as a service available to property owners were in a lower category of support – 24% to 40% of respondents.



Question 15: Which regulatory or financial tools and actions would you like to see used more in Sudbury?

Comments included suggested emphasis on the historic nature of Sudbury as a town rather than just at the single property level. Two of the ten commenters opposed additional regulations and two others expressed concerns. Two commenters sought funding to support homeowners.

Additional Historic Designations

Questions 16 and 17 sought recommendations for addition National Register and Local Historic District designation. Only 20 and 15 respondents addressed these questions, presumably those who best know the Town's historic resources and familiarity of what those designations entail.

With respect to National Register designation, 11 of the 38 suggestions received were of properties or areas that are already within the Sudbury Center or Wayside Inn National Register Historic Districts or along the Mass Central Railroad, which has been determined eligible for listing. Other suggestions included:

- Ford's Folly,
- Water Row,
- Smallpox Cemetery,
- Concord Road near Route 20,
- Pine Lakes,
- Lincoln Road,
- Cavicchios,
- Babe Ruth's House,
- Nobscot Hill, and
- A potential archaeological district related to King Philips War.

Several suggestions referred to individual farms and historic buildings.

With respect to Local Historic Districts, of the 24 suggestions two each were suggested for:

- Pine Lakes,
- Goodman Hill,
- the Nobscot area, and
- Dutton Road.

One suggested connecting the Sudbury Center and King Philip Historic Districts along the Concord Road corridor. Other suggestions included:

- Water Row,
- North Sudbury corridor,
- Nashoba subdivision,
- Sherman's bridge landscape, and
- Stern's pond.

Sudbury's Historic Preservation Program

Between 68 and 89 respondents addressed the eight topics listed in Question 20 about satisfaction with Sudbury's existing historic preservation program. Of these:

- **89%** felt that preservation in Sudbury reflects the **importance of historic resources to the Town's identity and character**. 46% gave preservation a high rating.
- **73%** felt that preservation in Sudbury reflects the **importance of landscape** to the Town's identity and character. 41% gave this a high rating as well.

- **61%** of respondents expressed **familiarity** with the Town’s historic preservation program.
- **64%** felt the Town’s historic preservation tools and efforts are **effective**, though only 20% gave it the highest rating.
- **54%** felt they are able to feel **informed** about historic preservation issues, though only 14% gave it the highest rating.
- **53%** expressed their **ability to participate** in Town preservation oversight processes, though only 16% gave it the highest rating.
- **44%** felt that the **Town’s website** is useful in supporting engagement with historic preservation issues, however only 68 respondents addressed this point.

One written comment to Question 20 noted that there can be confusion among residents between the various historic entities – Historical Commission, Historic Districts Commission, and the non-profit Sudbury Historical Society. Homeowners need to better know the difference so that they can seek the resources needed for applications and potential preservation contractors/suppliers and grants.

A separate comment expressed the opinion that many in the Town are not aware of what the Historical Commission does and that the Historical Commission and Historic Districts Commission are not strict enough, allowing development and changes to historic homes that should not have been allowed.

Additionally, a commenter noted that the Town is often only made aware of a historic preservation issue when there is a "crisis" requiring intervention.

Final Survey Question and Comments

The final question in the survey asked respondents if they had any other thoughts or concerns and invited them to write as much as they’d like. Thirty-two comments were received. Of these, 13 expressed unequivocal support for historic preservation, though several expressed opinions on specific issues of interest. Six comments felt that historic preservation was being used as a political issue to oppose development and change – that there needs to be a “better balance.”

A small minority of nine comments support preservation but expressed frustration with how preservation issues are addressed, ranging from arbitrary or excessive demands placed upon property owners, to a lack of financial support for homeowners trying to do the right thing, to a lack of consistency in the Town’s following its own guidelines, to over development, to impediments to reasonable development.

Five comments expressed emphasis upon appreciation of indigenous history and resources. Several expressed support for educational initiatives.

One appreciated comment was received without qualifications or concerns: *This survey and the historic preservation plan process is a huge step in the right direction. Kudos to all who have begun this process and are seeking community input and collaborations.*

While only a limited number of Sudbury residents responded to the preservation plan's online survey, the survey provided an opportunity for those engaged in preservation to express their interests and concerns. The survey demonstrates that preservation issues within Sudbury are not black and white – there are a variety of opinions and concerns. There is broad general recognition that historic resources are embodied in Sudbury's character and quality of life and are an important asset to the Town.

Opportunity exists for raising public awareness of historic resources by engaging residents with resources and providing educational and interpretive information highlighting their significance. The Recommendations outlined in Part III of this Historic Preservation Plan prioritizes such outreach. Proposed educational initiatives include additional studies focusing on Sudbury's agricultural development, indigenous cultural heritage, and suburbanization. A comprehensive Town-wide interpretive presentation is proposed that will engage residents at historic, cultural, and natural sites throughout Sudbury.



The Wayside Inn Foundation's Grist Mill is one example of a publicly accessible interpretive site that can be used to engage residents and visitors in Town history.



MUNICIPAL BYLAWS AND REGULATIONS

The Town of Sudbury has a number of bylaws and regulations that are relevant to the preservation of historic buildings and landscapes and that affect community character. This chapter provides an overview of current bylaws and regulations and provides a background for the recommendations included in later chapters. It includes not only a discussion of bylaws and regulations specific to historic preservation but also those that may have a more indirect impact.

A wide variety of planning tools are available in managing development and change in Sudbury. Chapter I of this Historic Preservation Plan provides an overview of the Town's planning history. Change is a vehicle for achieving the Town's vision for the future. Every planning tool should be considered in the enhancement of community character and quality of life, and the preservation and appropriate treatment of Sudbury's historic resources play an important role in that endeavor.

Sudbury's bylaws and regulations are enumerated in its General Bylaws as authorized under the General Laws of the Commonwealth of Massachusetts. Some Town bylaws are adopted as authorized under specific state laws. Others are adopted based on home rule authorities granted by the state and through Sudbury's Town Charter.

SUDBURY TOWN CHARTER

Sudbury's Town Charter was created through Special Act Chapter 131 of the Massachusetts Laws of 1994 and subsequently adopted by Sudbury's voters during the state-wide election that year. It is officially known as the Sudbury Home Rule Charter Act.

The Town Charter established a Select Board-Town Manager form of government in Sudbury in which a Select Board is vested with executive powers and Town Meeting is vested with legislative powers.

The Select Board is the chief administrative and policy making entity of the Town. It is responsible for the organization and management of Town affairs, enforcement of laws, and it is the licensing authority of the Town with power to issue licenses and make related rules and regulations. The Select Board appoints a Town Manager to aid in the administration of its official business and duties.

The Town Manager is the chief administrative officer of the Town and is responsible to the Select Board. The Town Manager appoints, supervises, directs, and is responsible for administration of all officers and their respective departments as authorized by the Town Charter, bylaws, vote of Town Meeting, or direction of the Select Board. The Town Charter specifically cites appointment of positions related to finance, police chief, fire chief, town clerk, treasurer, assessor, and public works. Others may be appointed as authorized. The Town Manager is not responsible for the Town's school or health departments.

The Select Board is responsible for the establishment and organization of boards, commissions, and committees. The Town Manager is responsible for the organization, administration, and operation of Town departments as well as their coordination with the various boards and commissions. The Town Manager may appoint additional ad hoc committees as deemed necessary.

Specific provisions are established in the Town Charter relative to the Department of Public Works and the maintenance of highways, cemeteries, memorials, Town buildings, open space, and other property. The Department of Public Works is also given responsibility for building inspection and zoning enforcement.

Among elected officials, the Town Charter specifies that voters shall elect a Board of Assessors, Board of Health, Select Board, Moderator, School Committee, Library Trustees, Planning Board, Housing Authority, Park and Recreation Committee, and others as may be established by law or interlocal agreement.

As the legislative branch of Town government, Town Meeting has responsibility for enacting local bylaws, passing budgets, and authorizing spending of Town money. The operations of Town Meeting are stipulated in the Town's General Bylaws. The Town Charter stipulates that Town Meeting is open to voters of the Town.

LOCAL HISTORIC DISTRICTS

Sudbury is among the earliest municipalities in Massachusetts to establish a local historic district. The first local historic districts in Massachusetts were established by Special Act of the state legislature in 1955 for Boston's Beacon Hill and in Nantucket. Special Act Districts were established in Lexington and Concord between 1956 and 1960. (MHC 2010:8)

Sudbury's Old Sudbury District was established by Special Act of the state legislature in Chapter 40 of the Special Acts of 1963. This was despite the legislature's adoption of a statewide enabling statute in 1960, the Historic Districts Act, authorizing municipalities to establish local historic districts through their own bylaws. Because Sudbury's local historic districts have been established by Special Act of the state legislature, no provisions for local historic districts are included in the Town's General Bylaws.

Sudbury's Special Act includes a provision allowing for the establishment of new local historic districts and for changes in the sizes of historic districts by a two-thirds vote of Town Meeting. The Old Sudbury Historic District, also known as the Sudbury Center Historic District, was expanded in 1967 and 2000.

Three additional local historic districts have also been created in Sudbury. The Wayside Inn Historic Districts I and II were established in 1967. The King Philip Historic District was established in South Sudbury in 1972 and expanded in 2005. The George Pitts Tavern Historic District in South Sudbury was established in 2008. The character and conditions of Sudbury's local historic districts are discussed further in Section II.A, Issues and Opportunities, and Part III, Recommendations portions of this Historic Preservation Plan.

In general, Chapter 40 of the Special Acts of 1963:

- established the Old Sudbury District;
- outlines a process for establishment of new historic districts and changes to historic districts in Sudbury;
- establishes the Historic Districts Commission and defines its organization, duties, and procedures;
- outlines requirements for the review of proposed changes to buildings, structures, exterior colors, signs, and landscaping within a historic district; and
- outlines the process for the appeal of decisions to Superior Court.

The Historic Districts Commission is comprised of five members appointed for five-year terms by the Select Board. In 2005, membership requirements were revised such that one member shall be a registered architect or similarly qualified individual; where possible, three members shall be voters from among various historic districts; and one member shall be from among two nominees of the Historical Commission. 2021 Town Meeting approved adding two alternate members to the Historic Districts Commission which has been approved by the State Legislature.

The areas of historic districts in Sudbury are defined by distance from the sides of specified streets (generally 150, 300, or 500 feet depend upon the district)

rather than by property lines or geographic features. This aspect of the Special Act has on occasion caused issues with respect to buildings or features just beyond the specified distance, which may occur especially with historic outbuildings. Proposed new buildings are sometimes sited just beyond the boundary of the district to avoid review, potentially disrupting the spatial character and rhythm of the district as well as its visual character. On occasion the district's boundary line passes through a building or feature, technically requiring only a partial review of a portion of the building or feature, or in the case of proposed demolition a review by both the Historic Districts Commission and the Historical Commission. Reviews are only applicable to features visible from a public street, way, or place, which is normal for a local historic district.

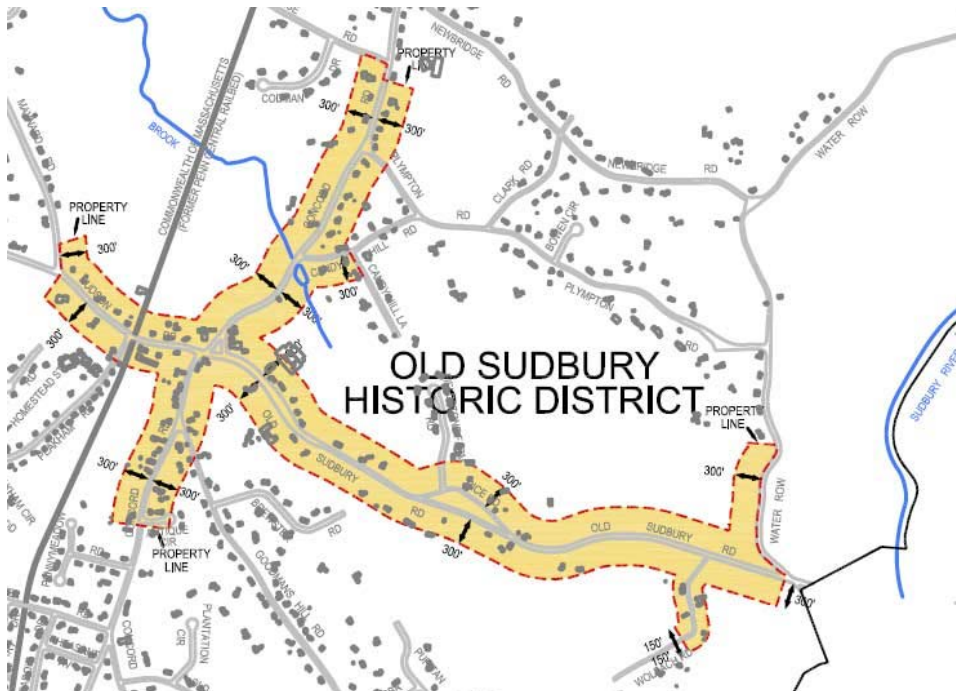
The Historic Districts Commission is responsible for review of exterior architectural features of buildings or structures "erected" within the district, which includes "constructed, reconstructed, restored, altered, enlarged, or moved" by definition. Proposed building changes, exterior color features, signs, and landscape changes require issuance of a Certificate of Appropriateness. Proposed demolition requires issuance of a Demolition Permit.

Upon receipt of an application, the Historic Districts Commission must determine whether a review is required within 14 days. If required, a public hearing must be held and a determination made within 45 days. The applicant may extend this period by written approval. In the case of an approval, the Historic Districts Commission may impose conditions but must notify the applicant and obtain their input before doing so. In the case of a disapproval, the Historic Districts Commission may make recommendations that if made would make the application acceptable. Such recommendations may (and should) be made prior to actual determination such that the applicant is given time to modify their proposal.

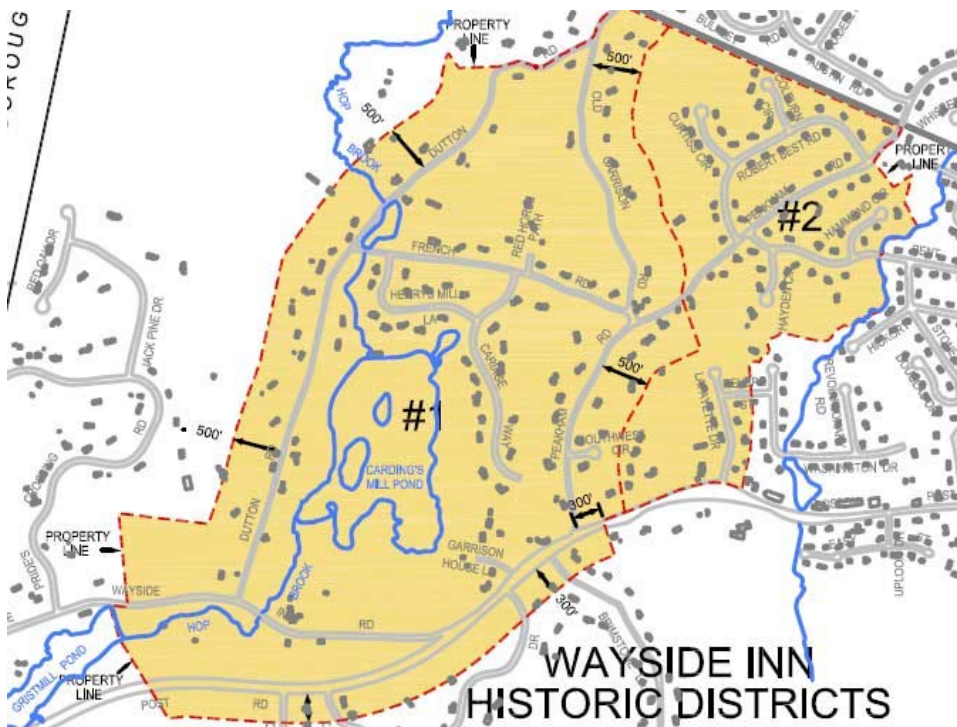
Routine building or landscape maintenance is excluded from review, as are changes required for public safety as determined by the Building Inspector. Property owners may change their exterior building color to white without review (as well as any other color pre-approved by the Historic Districts Commission).

In general, the provisions of the Special Act are in accordance with those applicable to local historic districts in other municipalities in Massachusetts. Sudbury's Historic Districts Commission has operated successfully for almost sixty years and has had strong support and guidance from the Town's Planning and Community Development staff. Additional discussion with respect to condition, issues, and challenges are included in Sections II.A and II.8 of this Historic Preservation Plan.

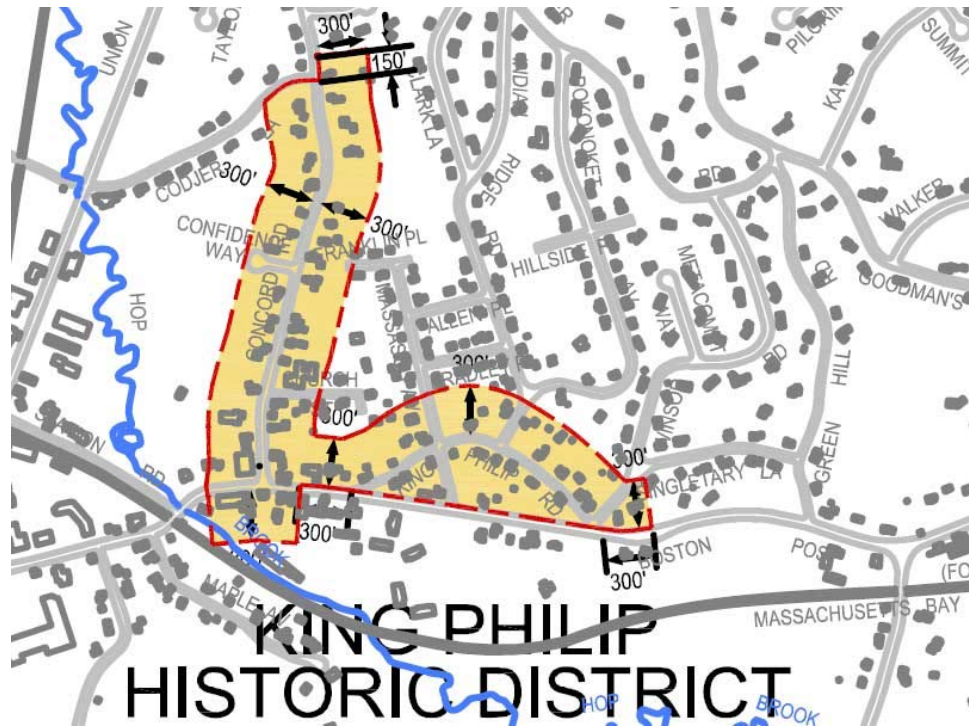
The Historic Districts Commission has prepared a set of general and specific guidelines to assist property owners in topics and approaches to planning changes and treatments to buildings within the local historic districts. The guidelines are concise and well written and were prepared internally by HDC members based on models from surrounding communities. The guidelines and reviews are customized to the nature, character, and historical significance of the building and its context.



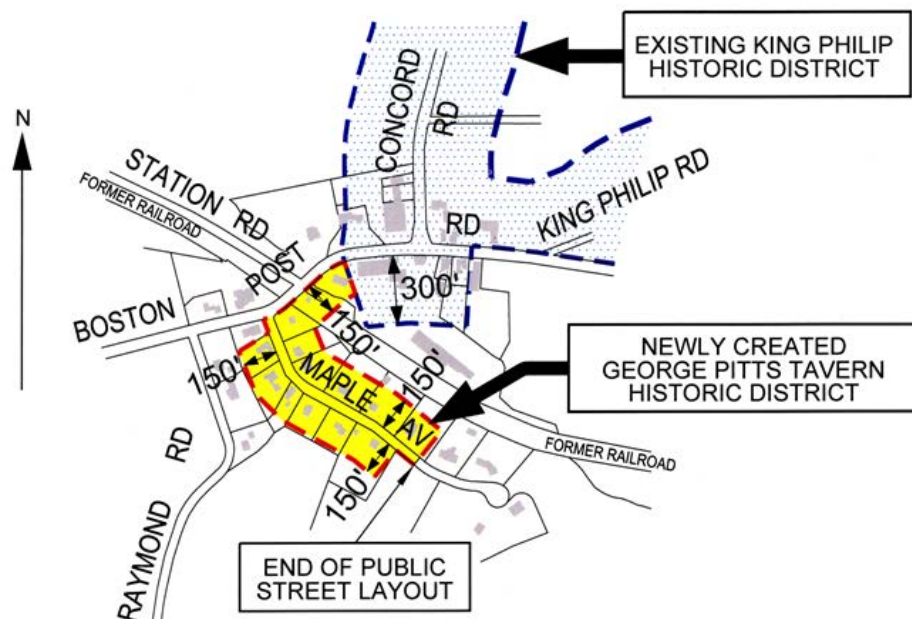
Old Sudbury Historic District (1963, 1967, 2000), also known as the Sudbury Center Historic District, preserves the vicinity of the historic Town Common, First Parish Meetinghouse, Town Hall, cemetery, and residences along Old Sudbury and Concord Roads. The area is also designated as a National Register Historic District.



Wayside Inn Historic Districts I and II (1967) preserve historic buildings and landscapes associated with the Wayside Inn, adjacent mills and farmsteads, and buildings constructed and moved to the site by Henry Ford. A number of new residential subdivisions have been constructed within the districts as well.



King Philip Historic District (1972, 2005) in the historic village of South Sudbury, the Town's historic industrial center along Hop Brook. The historic district focuses upon residential buildings along Concord Road, the north side of the Boston Post Road (Route 20), and King Philip Road.



George Pitts Tavern Historic District (2008) preserves historic buildings along the Boston Post Road and Maple Avenue adjacent to the King Philip Historic District in South Sudbury. Most of the residences preserved within the historic district were built between 1882 and 1900.

GENERAL BYLAWS

The Town of Sudbury has adopted a set of General Bylaws that regulate and control activities of public interest within the Town. The General Bylaws are enumerated in thirty-seven articles consisting of 137 pages. It is important for this Historic Preservation Plan to recognize four categories of bylaws that have the potential to impact historic buildings, structures, and landscapes. These include (a) bylaws on Town governance, (b) zoning bylaws, (c) bylaws related to environmental issues, and (d) bylaws directly related to historic resources.

Sudbury's Zoning Bylaw, Article IX of the General Bylaws, is discussed in the next section of this chapter. The other three categories of bylaws are discussed below. Bylaws directly related to historic resources include those related to Scenic Roads, Demolition Delay, and the Community Preservation Committee, which are discussed individually.

Town Governance

The organization of Town governance is outlined in the Sudbury Town Charter, which is summarized in a preceding section of this chapter. However, several articles of the General Bylaws expand upon the information provided in the Town Charter.

Articles I and II of the General Bylaws relate to **Town Meeting** and the processes by which Town Meetings are conducted. **Article III, Town Affairs**, is primarily about boards, committees, officials, and departments maintaining records and providing annual reports to Town Meeting. **Article X, Amendments**, simply states that the bylaws may be amended at Annual or Special Town Meeting. While these bylaws are broad in scope, they are fundamental to the character and organization of Town governance.

Article VII, Planning Board, is the 1946 bylaw that expanded the role of the Planning Board in accordance with state enabling legislation adopted in 1936. Under this bylaw, the Planning Board exercises authority over growth management and proposed new subdivisions and undertakes planning studies on behalf of the Town.

Article XV, Building Code, establishes the Massachusetts State Building Code in Sudbury in accordance with Chapter 2 of the Acts of 1972. The State Building Code has relevance to the treatment of historic buildings with respect to life safety and accessibility. **Article XIX, Appoint Tree Warden**, adopted in 1990, stipulates that the Select Board shall appoint a Tree Warden annually. The Tree Warden has duties that impact the historic landscape character of the Town, including the care of trees on Town-owned property and related to the Scenic Road Bylaw.

Article XIV, Perpetual Care of Burial Places, provides that the Town is authorized to set and receive funds for burial lots in Town-owned cemeteries for perpetual care, preservation, and improvement of the cemeteries, most of which are historically significant.

Article XII, Town Property, provides that the Town Manager has responsibility for the transfer of Town property between departments or the sale of property to the general public for property valued under \$10,000 and that the Select Board has the same responsibility for property valued over \$10,000.

The bylaw specifically states that lists of properties of historical significance shall be maintained by the Select Board, Historical Commission, and Committee for the Preservation and Management of Town Documents (CPMTD). Properties on the lists to be sold shall be sold by public bid. The Historical Commission and CPMTD shall be given advance written notice of any such proposed sales by the Select Board. All personal property located in the Hosmer House shall be deemed to be historically significant.

Environmental Bylaws

Several articles in the General Bylaws address environmental issues and should be acknowledged in relation to Sudbury's historic landscape character.

Article V(A), Earth Removal, is organized under Article V, Public Safety, and was enacted in 1960. It establishes an Earth Removal Board and requires that a permit be obtained for the removal of any soil, loam, sand, gravel, stone, or other earth material for any purpose other than the construction of a single family residence. In reviewing applications for removal permits, the Earth Removal Board shall assure that such removal is not detrimental to the neighborhood and may impose conditions, limitations, and safeguards to any approval. This bylaw is important in helping to preserve the natural and historic character of the Town's glaciated landscape.

Article V(F), Stormwater Management, was enacted in 2009 to provide similar protections in requiring that any land development adhere to minimum standards and procedures in controlling adverse effects of soil erosion, sedimentation, and post-development stormwater runoff. The bylaw requires that post-development stormwater conditions be equal to or less than pre-development conditions. It promotes best practices and use of non-structural stormwater management techniques. The Planning Board is responsible for administration of the bylaw and may delegate its authority to any Town employee, board, or agent.

Article XXII, Wetlands Administration, is important in protecting Sudbury's wetlands, surface waters, vernal pools, ground water table, and water recharge by requiring that permits be obtained from the Conservation Commission for any development or activities affecting wetland and adjacent upland resources. The bylaw stipulates that wetland resources be preserved and that adjacent upland areas within 100 feet of a wetland and 200 feet of a perennial stream or river be left undisturbed. In support of its responsibilities, the Conservation Commission may promulgate reasonable rules and regulations and may impose conditions upon its approvals.

This bylaw is perhaps the most important in stewardship of the Town's glaciated landscape given the extent of the existing wetlands and their role in historic land use and the character of the Town.

Sudbury has strong water related bylaws in large part to protect the underground water aquifer which is used by the independent Sudbury Water District to supply water throughout the Town. The Water Resource Protection Committee is a committee of the Sudbury Water District with responsibility for oversight of water resources and water quality. Though a committee of the Water District, its members are appointed by the Sudbury Water District, Select Board, Planning Board, Board of Health, and Conservation Commission. **Article XXII, Water Resource Protection Committee**, recognizes this committee and requires that it provide an annual report to Town Meeting as is required by other Town boards, committees, and departments.

Article XXIV, Upper Hop Brook Protection, recognizes the importance of the Upper Hop Brook Ponds and prohibits the use of motor powered watercraft and, in winter, motorized vehicles. The Upper Hop Brook Ponds are of historical significance for their use as sites for local mills. This bylaw is consistent with the interest in their protection and enjoyment for passive recreational use.

Scenic Roads

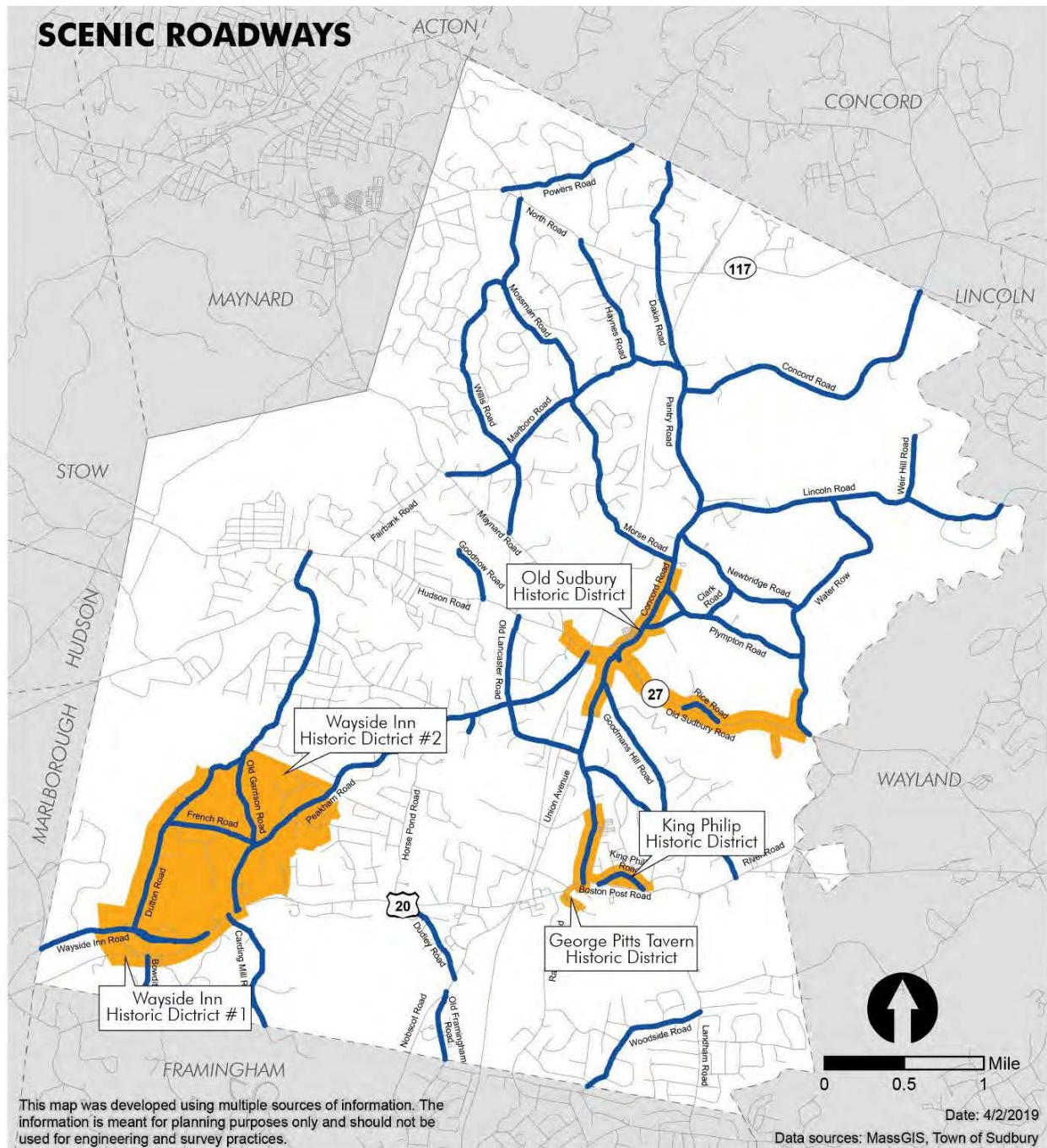
A Scenic Roads Bylaw is a general bylaw that helps to protect the rural and historic character of local roads from construction related activities. They are authorized by state enabling legislation in MGL Chapter 40- 15C, the Scenic Roads Act. Sudbury adopted a Scenic Road Bylaw in 1978 but did not specifically designate any roads. The Town's 2001 Master Plan recommended that the Scenic Roads Bylaw be implemented through the designation of specific roads as Scenic Roads by Town Meeting, which was accomplished in 2003. The bylaw was again revised in 2005.

Article VIII(B), Scenic Roads, is Sudbury's Scenic Roads Bylaw and is listed beneath Article VIII, Planning Board, because the Planning Board is given responsibility for its enactment. The Scenic Roads Bylaw comes into play most often in association with land development proposals being reviewed by the Planning Board.

The purpose of the Scenic Roads Bylaw is to protect the scenic quality and character of designated local roads by establishing rules and regulations governing the cutting or removal of trees and the protection of stone walls during the repair, maintenance, reconstruction, paving, or other alteration of the roads.

The Planning Board, Conservation Commission, Historical Commission, or the citizens of the Town by petition may propose "scenic road" status for any road in the Town other than a numbered route or state highway. A majority vote of Town Meeting is required for designation. A significant number of local roads in Sudbury have been designated as listed in the bylaw and depicted on the accompanying map.

The bylaw requires that any person or organization planning road repair, maintenance, construction, reconstruction, paving or other alteration that will involve the cutting or removal of trees or the tearing down of stone walls undergo a review process before the Planning Board. Following a public hearing to be conducted within 45 days of the receipt of required documentation, the



ROADWAYS

- Sudbury Scenic Roadways
- Sudbury Historic Districts



Map of designated Scenic Roads in Sudbury from the 2021 Sudbury Master Plan Baseline Report.

Planning Board votes to approve or deny the proposed changes. The Planning Board hearing is held in conjunction with that to be held by the Tree Warden acting under MGL Chapter 87.

The Scenic Road Bylaw pertains to stone walls, trees, and related features within the public right of way. It does not protect resources on private property, but may be used as a guide in the review and approval of subdivision and land development proposals.

Design standards are outlined in the bylaw for curb cuts and limitations on the removal of stone walls and trees. In general, for new roads or driveways, only three feet of stone wall may be removed beyond the approved new paving. Trees over eight inches in diameter are to be preserved. New trees shall be planted for every tree over six inches in diameter that is removed, or a payment may be made into the Town's tree replacement fund.

Among the considerations of the Planning Board in making its determinations are the preservation of natural resources, environmental and historical values, scenic and aesthetic characteristics, and public safety. Violation of the bylaw requires the restoration and replacement of the removed features to the satisfaction of the Planning Board. A fine of \$300 per day may be instituted as stipulated in the Scenic Roads Act, MGL Chapter 40 and enforced by the Planning Board, Building Inspector, or Tree Warden.

Demolition Delay

A Demolition Delay Bylaw is a bylaw that affords public review of demolition permit applications for historically significant buildings or portion thereof, structures and sites and that can invoke a delay period before the demolition of such buildings may commence. During the delay period, the building owner and the Historical Commission can explore opportunities to preserve or move the threatened building. While a Demolition Delay Bylaw cannot prevent a demolition indefinitely, the opportunity to delay the demolition of a historically significant building often has a positive outcome. Demolition Delay Bylaws are adopted under a municipality's home rule authority; there is no state enabling legislation. (MHC 2010:35)

Article XXVIII, Demolition Delay of Historically Significant Buildings, Structures, or Sites was adopted at Sudbury's Town Meeting in 2000 and revised in 2004. The stated intent of the bylaw is to provide an opportunity to develop preservation solutions for properties threatened with demolition and to allow the owner, the Historical Commission, and other appropriate Town departments time to find grants or some person or group willing to purchase, preserve, rehabilitate, or restore the building or structure.

Regulated buildings, structures, and archeological sites include those listed on the National or State Register of Historic Places, those within 200 feet of a federal, state, or local historic district, inventoried resources, and structures or portions of structures constructed prior to 1940 or of indeterminate age. The bylaw does not apply to buildings or structures within a local historic district,

which are subject to review by the Historic Districts Commission under the Special Act for local historic districts discussed earlier in this section.

When an application for a demolition permit (in Sudbury, a building permit) for a regulated building, structure, or site is received by the Building Inspector, the Building Inspector determines if the application is for a historic building, structure, or site. If the Building Inspector determines it is not historic then the application is not forwarded to the Historical Commission. However, if it is determined to be historic or if it cannot be determined if it is, the Building Inspector then forwards the application to the Historical Commission beginning a review process. In practice, the definition of “demolition” includes full, substantial, or partial removal or alteration of historic building fabric. The review process follows several steps:

- a. the Historical Commission undertakes a site inspection;
- b. the Historical Commission makes a determination that the resource is historically significant and a demolition plan review is required;
- c. the applicant submits documentation including a map, photographs, description of the property, reason for demolition, and description of proposed reuse of the site;
- d. a public hearing is held; and
- e. the Historical Commission may make a determination as to whether or not the building or structure should preferably be preserved and no demolition permit shall be issued until six (6) months after the date of such determination and so notifies the Building Inspector.

The Historical Commission also notifies the Massachusetts Historical Commission, Town Planner, Town Manager, Community Preservation Committee, and any other interested parties of its determination in an effort to obtain assistance in preservation funding or in finding an adaptive use of the building which will result in its preservation.

The Historical Commission invites the owner of the building or structure to participate in an investigation of alternatives to demolition including but not limited to incorporation of the building into future development of the site; adaptive re-use of the building or structure; seeking a new owner willing to purchase and preserve, restore, or rehabilitate the building or part thereof; or moving the building.

Non-compliance with the Demolition Delay Bylaw results in a \$300 fine plus the penalty that a building permit may not be issued for the property for a period of five years. Reconstruction of the exterior of the demolished building may allow for a building permit to be issued during the five-year period.

In addition to the six-month delay, the period to process the application and make determinations can take from one to six months. Other Demolition Delay Bylaws in Massachusetts have delay periods of 12-months and 18-months. In general, longer delay periods provide better results in preserving threatened buildings. The Massachusetts Historical Commission recommends a minimum delay period of 12 months. (MHC 2010:35)

Community Preservation Committee

The Community Preservation Act (CPA) was enacted by the Massachusetts legislature in 2000 as MGL Chapter 44B and enables adopting communities to raise local dedicated funds for open space preservation, development of affordable housing, the acquisition and development of outdoor recreational facilities, and historic preservation initiatives. CPA funds are raised locally through imposition of a voter-authorized surcharge on local property tax bills of up to 3%. Local funds are matched by annual distributions to the community from the state's Community Preservation Trust Fund, a statewide fund held by the Massachusetts Department of Revenue.

The CPA was adopted in Sudbury in 2002 and has since been instrumental in providing funding for open space, recreation, affordable housing, and historic preservation. Sudbury adopted the program at the 3% surcharge level, maximizing the amount of funding raised locally and matched by the state.

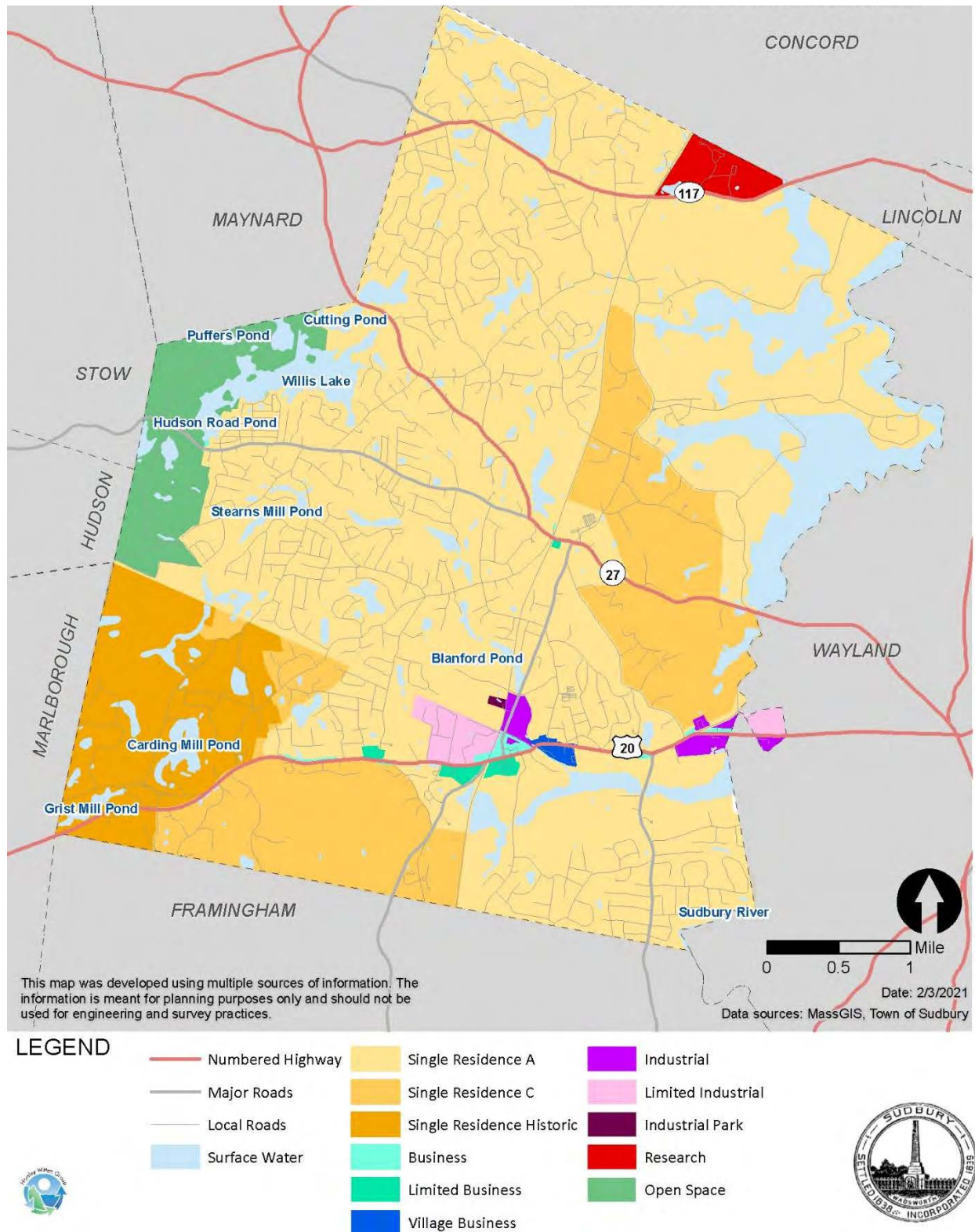
The CPA funds raised in FY20 through the local tax surcharge equaled \$2,089,301. The Town also received a revenue match from the state Community Preservation Trust Fund totaling \$525,058 and interest earnings of \$76,173, bringing total FY20 revenues to \$2,690,532. From FY03 through FY20, Sudbury has received \$12,249,538 from the state in matching funds. The local surcharge raised has been \$27,554,904. Approximately \$1,920,296 has been earned in interest on these funds.

Of the funds raised, approximately 52% has been used to conserve 554 acres of open space, including the acquisition of fee ownership or restriction interests in six farms and the Nobscot Mountain. Approximately 16% of funds have been approved for recreational purposes, including the acquisition of a portion of Broadacres Farm. (Sudbury 2020:161-162)

Types of historic preservation projects have included acquisition of historic properties, preservation or rehabilitation of historic buildings, survey and restoration of historic cemeteries, inventories of historic properties, archeological studies, and this historic preservation plan. Historic buildings upon which work was undertaken include Hosmer House, the Loring Parsonage, the Hearse House, Carding Mill, and Town Hall.

Article XXIX, Community Preservation Committee, of the General Bylaws establishes the Community Preservation Committee in accordance with the CPA, MGL Chapter 44B, and outlines its duties. The bylaw stipulates that the Community Preservation Committee shall study the needs, possibilities, and resources of the Town regarding community preservation in consultation with other Town boards, commissions, and committees.

The Community Preservation Committee shall make recommendations to the Town Meeting for the acquisition, creation, and preservation of open space; for the acquisition and preservation of historic resources; for the acquisition, creation, and preservation of land for recreational use; for the creation, preservation, and support of community housing; and for rehabilitation or restoration of such open space, historic resources, land for recreational use, and community housing that is acquired or created as provided in MGL Chapter 44B.



Zoning map from the 2021 Sudbury Master Plan Baseline Report.

ZONING BYLAW

Article IX, Zoning Bylaw, is included in Sudbury's General Bylaws and has been instrumental in shaping the forms of development that the Town has experienced over the past eighty years as the Town has transformed from a predominantly agricultural community to a suburban residential community. Initially adopted in 1931, Sudbury's Zoning Bylaw has undergone periodic modifications over the years as zoning and subdivision practices have evolved.

The core of the Zoning Bylaw is the set of zoning districts that have been created, the most important of which have not substantially changed since 1958. They include the

- *Single Residence "A" District*, which has a minimum lot area of 40,000 square feet and encompasses 70% of the Town;
- *Single Residence "C" District*, which has a minimum lot area of 60,000 square feet and encompasses 14% of the Town; and
- *Wayside Inn Historic Preservation District*, which has a 5-acre minimum lot size as established by Henry Ford and his foundation through deed restriction when they owned this large area of land. The Wayside Inn district is shown as "Single Residence Historic" on the zoning map on the previous page.

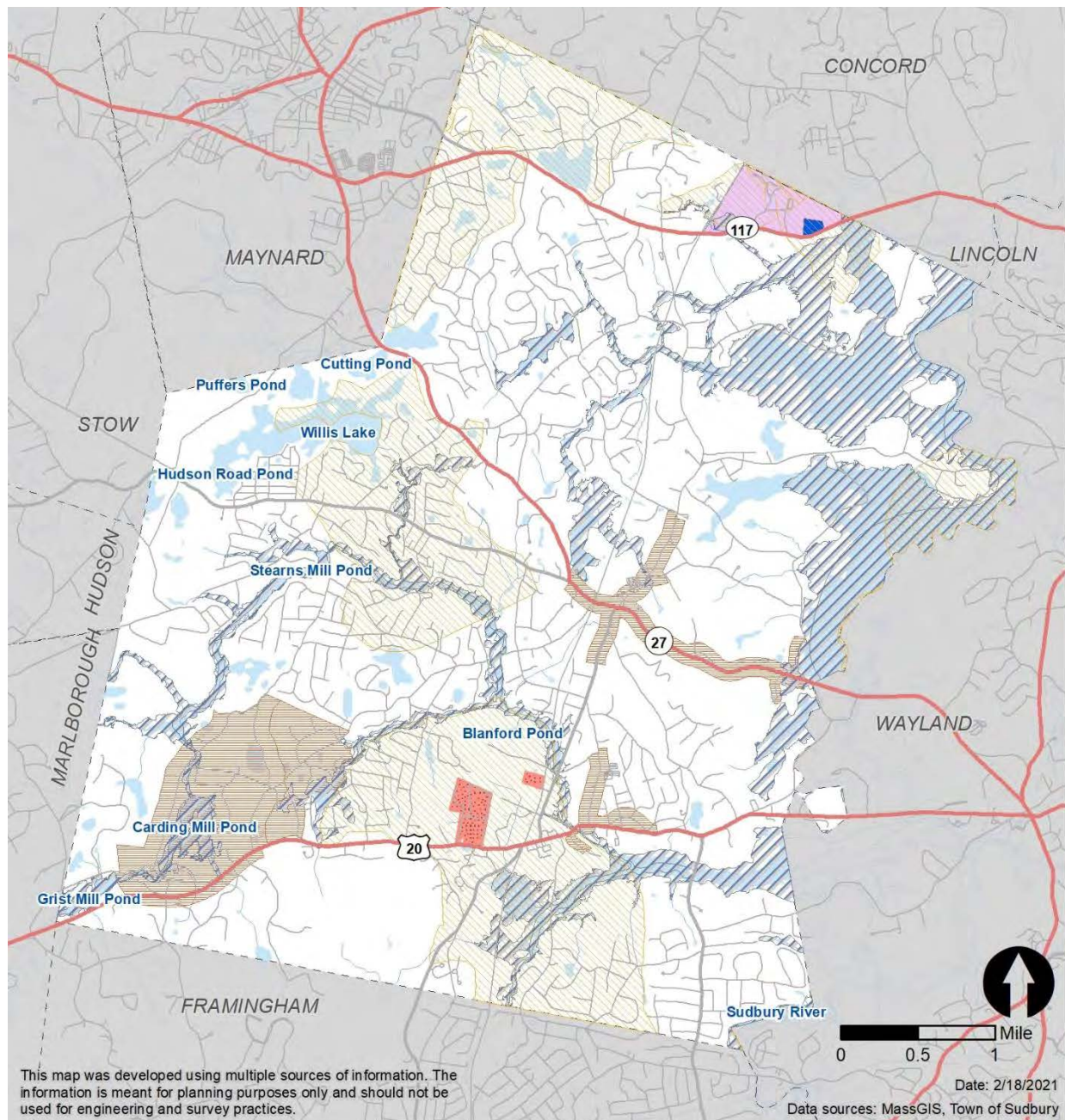
Business, industrial, and research zoning districts in Sudbury have always been limited in area and located along Route 20 in the vicinity of South Sudbury and the railroads, the east end of Route 20, and the east end of Route 117 (the location of Sperry Rand's research facility in 1960, a location that has since been redeveloped).

Portions of Sudbury's laws, General Bylaws, and regulations that are closely associated with the Zoning Bylaw and related requirements for land development are outlined in this chapter and include:

- Chapter 40 of the Special Acts of 1963, Historic Districts (Historic District Commission);
- Article V(A), Removal of Earth (Earth Removal Board);
- Article V(F), Stormwater Management (Planning Board);
- Article VIII, Planning Board;
- Article VIII(B), Scenic Roads (Planning Board);
- Article XXII, Wetlands Administration (Conservation Commission);
- Article XXXI, Farming Preservation Bylaw;
- Rules and Regulations Governing Subdivision of Land (Planning Board); and
- Site Plan Review Rules and Regulations (Planning Board).

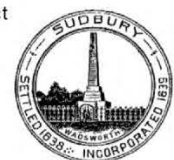
Overlay districts established in the Zoning Bylaw also play a critical role in shaping land development and review processes. As discussed earlier in this chapter, the overlays for local historic districts have been established or authorized by Special Act of the state legislature and are important to but not part of the Zoning Bylaw. Other zoning overlay districts, however, place limitations on land development and consequently often help preserve historic

landscape character and resources. Zoning overlay districts in Sudbury are depicted in the following map, including the overlay for historic districts.



LEGEND

Numbered Highway	Flood Zone (100 yr.)	North Road Overlay District
Major Road, Collector	Historic Districts	Melrose Smart Growth Overlay District
Minor Road, Arterial, Local	Mixed-use Overlay Districts	Water Resource Protection
Streams		
Surface Water		



Map of Sudbury's zoning overlay districts from the 2021 Master Plan Baseline Report.

The **Flood Plain Overlay District** is established by the 100-year flood-line within which construction is prohibited but conservation, recreation, grazing, farming, forestry, and similar uses are allowed.

The **Water Resources Protection Overlay District** is established over the aquifer that provides the Town public water supply. It limits and prohibits uses that might endanger the underground water supply, including grading and earthwork. Residential development is generally permitted provided lot coverage and impervious cover is limited to less than 15%.

The **Mixed-Use Overlay District** was established in 2016 on specific parcels to encourage redevelopment along the Route 20/Boston Post Road /Union Avenue commercial corridor that exhibits a blend of complementary land uses, promotes an active streetscape, enhances the vitality of businesses, and spurs the revitalization of underutilized commercial properties which build the Town's commercial tax base. The key property affected was the site of the former Raytheon plant developed in 1960 and recently redeveloped into a mixed use residential and commercial property.

The **North Road Residential Overlay District** was established in 2018 and has a similar purpose as the Mixed-Use Overlay District for redevelopment along the Route 117 corridor specifically including multi-family residential development and allowing for flexibility and creativity in the master planning and redevelopment of complex sites.

The **Melone Smart Growth Overlay District** was established in 2019 overlying the Town's Research District on Route 117 to facilitate creative planned redevelopment providing higher-density multifamily housing, more types of housing choices, and affordable housing that advances the goals of the Town's Housing Production Plan.

These recently enacted overlay districts are creative tools to encourage desired high quality commercial and affordable multifamily residential development in appropriate areas of the Town. They are exemplary as initiatives promoting best practices in community planning.

Earlier initiatives applicable to Sudbury's residential districts include Cluster Development and Flexible Development provisions of the Zoning Bylaw.

The purpose of **Cluster Development** is to maintain land use density limitations while encouraging the preservation of common land for conservation, agriculture, open space, and recreational use; *to preserve historical or archeological resources*; to protect existing or potential municipal water supplies; and to promote more suitable siting of buildings and better overall site planning.

The Planning Board may grant a Special Permit for a Cluster Development in Single Residence "A", Single Residence "C", and the Wayside Inn Historic Preservation Residential Zone Districts for single family detached dwellings and accessory structures allowing for smaller lot sizes with no increase in overall density. In general, minimum lot sizes are permitted to be half that permitted in the district.

Not less than 35% of the land area of the tract, exclusive of land set aside for road area, shall remain un-subdivided and dedicated as common open land. The common open land shall contain, as a minimum, 17.5% of the upland area of the parcel being subdivided. Ledge outcroppings, slopes in excess of 15% grade and flood plain shall not be included in the common open land for purposes of calculating the minimum requirement.

The common land shall be contiguous and accessible and shall be used for open space, conservation, agriculture, outdoor recreation, or park purposes. It shall be conveyed as open space to the Town, a non-profit organization, or corporation or trust owned by the property owners in the subdivision.

The Planning Board oversees the Special Permit and design review processes. In these processes, the bylaw states that the proposed plans should be distributed to a variety of Town boards, commissions, and committees for review and comment, including the Historic Districts Commission but not listing the Historical Commission. This omission should be corrected, or the Historical Commission be inserted in place of the Historic Districts Commission.

The purpose of **Flexible Development** is to allow development to be sited in the most suitable areas of a property; to allow for greater flexibility and creativity in the design of residential developments; to encourage a less sprawling form of development; and to minimize the total amount of disturbance on the site. The Flexible Development provision allows for smaller lot sizes without an increase in overall density.

Properties being developed must be at least 10 acres in size. Minimum lot sizes may be reduced from 40,000 to 30,000 square feet in Single Residence "A" Districts, 60,000 to 40,000 square feet in Single Residence "C" Districts, and 5 acres to 2 acres in the Wayside Inn Historic Preservation Residential District. As some lot sizes are allowed to be reduced yet density not increased, other lots will inevitably become larger than the minimum required. All lots are restricted from any further subdivision or development. Flexible Development is granted through a Special Permit by the Planning Board.

The Zoning Bylaw includes regulations and design guidelines for **signage** in zoning districts. Senior residential communities and incentives for **senior development** are encouraged in part to provide alternative and affordable housing as promoted in Sudbury's Housing Production Plan. Similarly, **accessory dwelling units** may be allowed in residential districts by Special Permit granted by the Board of Appeals. In 2020, Sudbury Town Meeting enacted a zoning provision requiring **inclusion of affordable housing** in new subdivisions creating three or more lots. Requirements may be met by creating affordable dwelling units within the development.

The Zoning Bylaw established a **Design Review Board** as an advisory board to review all applications for building permits, special permits, or variances for all proposals for non-residential uses if involving new construction, exterior alteration, or a sign larger than six square feet. The Design Review Board provides an advisory report in writing to the applicant and to the Town's

reviewing entity (Planning Board, Board of Appeals, Building Inspector) for their consideration.

Site design criteria under the bylaw's Performance Standards promote **natural features conservation**. Disruption of existing site features, including particularly the changing of natural topography shall be kept to an absolute practical minimum. Where tree coverage does not exist or has been removed, new planting may be required. Finished site contours shall approximate the character of the site and surrounding properties. Limitations are placed on clearing of vegetation and re-grading to reduce erosion. Landscaping and screening provisions are delineated for a variety of types of conditions with preference given to plants native to Massachusetts.

Under provisions for **site plan review**, the Zoning Bylaw outlines requirements for site plans, landscape plans, and building construction plans. The identification of historic building or landscape features are not included in the requirements. The Zoning Bylaw includes no **definitions** for historic building or landscape resources.

PLANNING BOARD RULES AND REGULATIONS

The Sudbury Planning Board has developed two sets of rules and regulations that have been important in guiding review of subdivision and land development projects and have had implications in the evolution of the Town's suburban landscape character. Neither set of rules and regulations provide a definition for historic resources or make substantial provision for potential impacts on historic building or landscape resources, though both natural and historic resources are noted in review processes. The degree to which potential impacts are identified and considered depends upon the processes which are implemented.

Rules and Regulations Governing Subdivision of Land

The Planning Board's Rules and Regulations Governing Subdivision of Land became effective in 1968 and have been updated through 2014. The Rules and Regulations have been prepared in accordance with the state legislature's enabling Subdivision Control Law, MGL Chapter 41, Section 81Q.

The Rules and Regulations set out the procedures for review of subdivision proposals and include a pre-application meeting with the Town Planner and other Town officials, Preliminary Plan submission and approval, and Definitive Plan submission and approval. Submission requirements, timeframes, and procedures for review and for public hearings are outlined for each stage of the process.

While not detailed, submission requirements for Preliminary Plans imply inclusion of information on historic building and landscape features. Such requirements could be more explicit and are dependent upon Town staff and boards to determine whether the level of detail submitted is adequate. State submission requirements include:

- Existing and proposed lines of streets, ways, easements, walkways, public and common areas, flood plain zoning, flood hazard districts, *historic districts* and other zone lines within the subdivision.

- Major site features, such as existing *stone walls, fences, buildings*, large trees, rock ridges and outcroppings, wetlands, streams and water bodies, wooded areas and open fields.

If a proposed project is 10 acres or more, the applicant is required to prepare a preliminary cluster subdivision plan illustrating an alternative to conventional subdivision design for consideration. Cluster designs could facilitate the preservation of natural and historic landscape resources.

Submission requirements for Definitive Plans are more detailed and include:

- Location of *existing buildings* if any, and any structures outside the subdivision located within 50 feet of the subdivision perimeter. (Could include historic buildings both within and adjacent)
- All water bodies, wetland and adjacent upland resource areas or flood plain areas including approximate depths, within or within reasonable proximity (1000 feet) of the subdivision. The limit of all wetland and adjacent upland resource areas within the subdivision shall be certified by the Conservation Commission prior to submittal of a definitive Plan to the Planning Board.
- Location of trees over eight (8) inches in diameter within, or within ten (10) feet of the Right of Way. (Could relate to the Scenic Road Bylaw)
- Major site features, such as existing *stone walls, fences, buildings, historic features*, large trees (over 18" in diameter), rock ridges and outcroppings, and wetlands, as well as a general outline of wooded areas and extent of vegetation proposed to be removed. (Includes historic landscape features)
- Existing and proposed topography of the entire subdivision including proposed foundation locations with two (2) foot contour intervals, from actual survey is required.
- Environmental impact studies, or other impact studies, showing the effect on quality, aesthetics, and human interests of the community may be required by the Board. (Though not stated, could include impact study on historic building and landscape resources both within and adjacent)

Additional submission and review requirements are stipulated for proposed Cluster designs.

The Rules and Regulations outline a Site Evaluation process for subdivisions that, though not stated, could include specific impacts on historic building and landscape resources. The Rule and Regulations state:

A Site Evaluation shall be submitted for all subdivisions which create frontage for six (6) or more lots. The Board may require that certain elements of the site evaluation be prepared by qualified experts. The Board may require that certain of the following information is necessary to evaluate a plan for less than six (6) lots as well, because of special circumstances relating to the location, natural features, or the proposal itself.

Among other requirements, documentation for Site Evaluation includes:

- Topography at two (2) foot contour intervals, with graphic drainage analysis; *location of all existing structures, including fences and stone walls*; and location of all surface water bodies, wetlands, and aquifer or recharge areas for existing public water supplies;
- Vegetative cover analysis, including identification of general cover type (wooded, cropland, brush, etc); location of all major tree groupings and outstanding trees, important wildlife habitats, and identification of areas not to be disturbed by construction;
- Soil types (based on the U.S. Department of Agriculture soils study), approximate groundwater level, and location and results of soil percolation and other subsurface tests;
- Visual analysis, including analysis of scenic vistas and the visual impact of the subdivision on other properties.

These requirements may be adequate for documentation of a historic landscape.

The narrative to be provided for Site Analysis is to include discussion of effects upon important wildlife habitats, outstanding botanical features, *scenic or historic sites or buildings*. This requirement implies that an impact study on historic building and landscape features may be required. Further detail on what a historic resource impact study should include would be desirable.

The Rule and Regulations state that copies of the proposed subdivision plans should be provided to other Town boards and commissions. This should include the Historical Commission, which should provide input to the Planning Board on historic building and landscape resources. Such input and recommendations are required in writing within 45 days after filing of the plan. Specific requirements related to the Wetlands Protection Act and Sudbury Wetlands Administration Bylaw by the Conservation Commission are outlined.

The Rules and Regulations state that at any time during the process of review and consideration of the plan, either before or after the public hearing, the Planning Board may require expert technical information or opinion or environmental or other impact studies on any aspect of the subdivision or the impact of the subdivision upon the community. Such expert opinion and/or impact studies could include those related to historic resources.

The Design Standards within the Rules and Regulations include general statements on the protection of natural resources, including historic resources. Though not strong or explicit, these statements provide a starting point for negotiation with applicants on the preservation of natural and historic resources. They state:

The Board will require that the Subdivider make every reasonable effort consistent with sound planning to preserve natural features such as large trees, water courses, scenic points, historic spots, and similar community assets, which, if preserved, will add attractiveness and value to the Subdivision.

The Board strongly encourages property owners and Subdividers to investigate and make use of conservation grants and easements, particularly in areas

subject to wetland jurisdiction. The procedures are simple and do not delay Subdivision approval. Information can be obtained from the Board or the Conservation Commission.

Site Plan Review Rules and Regulations

The Planning Board's current Site Plan Review Rules and Regulations were adopted in 2015 and provide additional detail for the requirements and application procedures for site plans submitted in accordance with Section 6300, Site Plan Review, of the Zoning Bylaw.

Among the procedures, the rules note that a pre-application meeting with Town officials is required and that a preliminary meeting with the Planning Board may be requested. Outside consultants may be retained to assist the Town with its reviews. The application form lists other boards, commissions, committees, and officials to whom applications may also be required, many of which are discussed earlier in this chapter. The Historic Districts Commission and Historical Commission are among the entities to whom the Planning Board may include in a site plan review. Coordination with the Historic Districts Commission and Historical Commission with the Planning Board is discussed further in Chapter IV, *Recommendations*, of the Historic Preservation Plan.



MUNICIPAL POLICY, MANAGEMENT, AND CAPITAL IMPROVEMENTS

Sudbury has formally recognized the importance of historic preservation as part of municipal policy and management since the designation of the Old Sudbury Historic District by a Special Act of the state legislature in 1963. Over the following decades, municipal policy and planning in Sudbury has become increasingly sophisticated and has addressed an ever-broader number of community issues and responsibilities in accordance with local needs, national trends, and the enactment of state enabling legislation.

Today, Sudbury's Town government addresses a wide range of topics of community interest as represented by the number of boards, commissions, and committees that have been established and how busy they are.

Municipal policy is established by the enactment of bylaws by Town Meeting and their administration by Town government. Of particular importance to this Historic Preservation Plan are policies related to planning and growth management, historic preservation in particular, land conservation, and the management of Town-owned historic properties.

This section of the Historic Preservation Plan provides an overview of municipal policy and the organizational elements of Sudbury's governing structure through which historic preservation issues are recognized and addressed. Many

of the subjects outlined below are discussed in more detail in other sections of this plan. They are presented here as an overview and summary of overall municipal policy, organization, and management.

MUNICIPAL ORGANIZATION AND MANAGEMENT

As presented in Section II.E, *Municipal Bylaws and Regulations*, Sudbury has a Select Board-Town Manager form of government in which the Select Board is vested with executive powers and Town Meeting is vested with legislative powers.

The Select Board is the chief administrative and policy making board of the Town and acts by the issuance of policy statements and guidelines to be followed and implemented by all Town agencies serving under the board. The Board of Selectmen appoints a Town Manager to aid in the administration of its official business and duties.

The Select Board is responsible for the establishment and organization of the Town's various boards, commissions, and committees. The Select Board appoints members of boards, commissions and committees with the exception of those elected directly by voters as stipulated in the Town Charter. Among those with elected members are the Planning Board, Park and Recreation Commission, School Committee, and Library Trustees.

The Town Manager is the chief administrative officer of the Town and is responsible to the Select Board. The Town Manager is responsible for the hiring of Town staff; the organization, administration, and operation of Town departments; and the coordination of departments with the various boards and commissions.

Town Departments

Municipal policy is implemented and managed by the Town departments and their staff under the direction of the Town Manager. Most Town departments may be involved in municipal policy on historic preservation issues and are described in Section II.D, *Preservation Partners and Stakeholders* of this Historic Preservation Plan. They include:

Town Manager/Select Board Office – coordinates the work of Town departments and staff.

Planning and Community Development Department – coordinates planning and development-related activities of the Town and supports the Planning Board, Zoning Board of Appeals, Community Preservation Commission, Historical Commission, Historic District Commission, and others.

Conservation Office – supports the Conservation Commission.

Town Historian – provides historical information to boards, commissions, committees, and staff on an as-needed basis.

Sudbury Park and Recreation – manages the Town's park and recreational facilities and provides recreational programming, activities to residents. Some parks are located on properties of historical significance.

Building Department – reviews applications and issues permits for building, electrical, plumbing, and gas construction projects within the Town. The Building Inspector is also the Town’s Zoning Enforcement Officer.

Department of Public Works – is responsible for the planning, development, maintenance, and operation of the Town’s public infrastructure and services and includes five divisions or departments including Engineering, Highway, Transfer Station/Recycling Center, Tree and Cemetery, and Parks and Grounds.

Facilities Department – is responsible for facility planning, renovation, construction, and maintenance of Town-owned buildings.

Sudbury Public School District – operates the Town’s four elementary schools and one middle school serving pre-K through grade 8 students. Some early school buildings may be considered of historical interest.

Lincoln-Sudbury School District – operates the Lincoln-Sudbury Regional High School serving grades 9 through 12 and located in Sudbury.

Goodnow Library – operates the Goodnow Library in South Sudbury under the direction of the Board of Library Trustees.

Boards, Commissions, and Committees

Sudbury employs a number of boards, commissions, and committees to oversee and manage aspects of the Town’s interests. A number of boards, commissions, and committees may be involved in municipal policy on historic preservation issues and are described in Section II.D, *Preservation Partners and Stakeholders* of this Historic Preservation Plan. They include:

Planning Board – undertakes planning for the Town and is responsible for implementation of Sudbury’s Zoning Bylaw and Subdivision Regulations.

Board of Appeals – a quasi-judicial body appointed by the Select Board to review applications for relief from aspects of the Town’s Zoning Bylaw.

Historical Commission – an advisory body to Town boards, committees and other commissions, responsible for the preservation, protection, and development of historic and archaeological resources of the Town, and oversight and use of Town-owned historic properties; also administers the Town’s Demolition Delay Bylaw.

Historic Districts Commission – reviews and approves proposed exterior alterations, additions, and new construction visible from the public way within the Town’s five local historic districts.

Community Preservation Committee – administers Sudbury’s participation in the Community Preservation Act, reviewing applications from qualified applicants and recommending projects for approval for funding by Town Meeting.

Design Review Board – reviews applications for sign permits in Sudbury for design quality and conformance with the Town’s sign bylaws.

Parks and Recreation Commission – oversees management of the Town’s parks and related programs, working closely with Sudbury Parks and Recreation.

Conservation Commission – responsible for protection of local natural resources and serves as steward of the Town’s conservation properties;

responsible for implementation and enforcement of Sudbury's Wetlands Administration Bylaw.

Cultural Council – administers Sudbury's participation in the Local Cultural Council program of the Massachusetts Cultural Council.

Land Acquisition Review Committee – provides advice on the acquisition of property for conservation, recreation, municipal use, or development.

Permanent Building Committee – supervises the design and construction of Town-owned public buildings.

Ponds and Waterways Committee – advises the Town on the condition of major ponds and waterways.

Trustees of the Goodnow Library/Library Board of Trustees – establishes and oversees policy for governance of the Goodnow Library and expenditure of library trust funds.

PLANNING AND GROWTH MANAGEMENT POLICY

An overview of the development of planning and growth management in Sudbury is presented in Section I.C, *History of Historic Preservation Planning in Sudbury*, of this Historic Preservation Plan. Municipal policies with respect to growth management are represented by the family of planning documents prepared and bylaws adopted over the decades.

Planning in Sudbury began with the establishment of a Planning Board in 1929 and a Zoning Bylaw in 1931. The role of the Planning Board was expanded in 1946 giving it the full responsibility in growth management it still exercises today.

Between 1940 and 1970, Sudbury experienced its most intense period of growth, transforming from a largely agricultural community to a heavily suburban community representative of the greater Boston metropolitan area. Planning intensified and new growth management tools were adopted, yet suburbanization continued unabated.

Work undertaken in preparation of Sudbury's 2001 Master Plan laid the groundwork for subsequent planning and implementation initiatives for the first two decades of the 21st Century. Planning initiatives included:

- 2000/2004 Demolition Delay Bylaw
- 2002 Report on Land Use Priorities
- 2002 Community Vision for the Old Post Road
- 2002 Community Preservation Act
- 2003/2005 Scenic Road Bylaw
- 2004 Athletic Fields Master Plan
- 2004 Source Water Assessment and Protection Report
- 2005 Ponds and Waterways Committee
- 2006 Heritage Landscape Report
- 2009 Open Space and Recreation Plan Update

- 2009 Regulations for the Use and Protection of Conservation Lands
- 2015 Route 20 Corridor – Urban Design Studies and Zoning Evaluations
- 2020 Ponds and Waterways Master Plan
- 2011/2016 Housing Production Plan and Update

Building on planning initiatives and bylaws developed between 1950 and 2000 and described in Section I.C noted above, these more recent initiatives continued the Town’s intensification of growth management tools in response to continuing development pressure.

Sudbury’s clearest statement of growth management policy is presented in the 2021 Master Plan, upon which this Historic Preservation Plan is based. 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. Among the policies outlined are the following:

Route 20 Corridor

The Master Plan 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 the future of the corridor and exploration of planning tools through which the desired vision can be realized. A number of historically significant buildings are located along the Route 20 corridor.

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 supports the effort to attract, retain, and expand business development. This task will most likely, again, impact the Route 20 corridor most heavily.

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.

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. 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’s 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, ecosystem protection, and remaining farmlands.

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 and passive recreation opportunities, including trails and walkways.

Housing

Sudbury has responsibilities in focusing on housing diversity and affordability in meeting the diverse needs of residents of all ages and income levels. The Town may pursue a broader housing strategy to maintain the required 10% affordable housing threshold but can address housing diversity.

SUDBURY’S HISTORIC PRESERVATION PROGRAM

This Historic Preservation Plan makes the point that Sudbury has an identifiable Historic Preservation Program comprised of the historic preservation policies, initiatives, tools, bylaws, and entities established for preservation purposes over the years.

Formal historic preservation measures were initiated by Sudbury in 1963 with establishment of the Old Sudbury Historic District in Sudbury Center by Special Act of the state legislature (Chapter 40 of the Acts of 1963) and creation of the Historic Districts Commission for its management. This is a significantly early date for the establishment of historic districts in Massachusetts.

Volunteers from the Sudbury Historical Society initiated a comprehensive inventory of historic properties 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. Continuing work on Sudbury’s inventory is described in Section III.B, *Historic Properties Inventory*.

The various elements comprising Sudbury’s Historic Preservation program are significant and similar to those enacted by other municipalities in Massachusetts. While these elements don’t preclude the potential loss of historic resources, they are important tools of public policy in Sudbury and help

ensure that historic preservation considerations will be included in the planning and implementation of initiatives.

The following elements should be considered part of Sudbury's Historic Preservation Program:

Certified Local Government

Under the leadership of the Historical Commission and Historic Districts Commission, Sudbury is seeking designation as a Certified Local Government under the federal program funded through the National Park Service and managed by the Massachusetts Historical Commission. The designation recognizes that Sudbury's Historic Preservation Program meets high standards and qualifies the Town for enhanced grant funding and technical assistance.

Historic Properties Inventory

As noted above, Sudbury initiated its historic properties inventory in 1967. Over the past 55 years, the Town has completed an extensive amount of inventory work in six campaigns and documented 19 historic areas, 448 historic buildings, 5 cemeteries, 32 structures, and 59 railroad structures throughout the Town. The Historic Properties Inventory is critical in identifying significant resources for planning purposes as well as in raising public awareness generally.

National Register of Historic Places

The National Register is the nation's official list of historic resources that have been determined worthy of preservation for their significance at the local, state, or national level. Listing is a purely honorary recognition but provides opportunities for grants and other incentives, especially for municipalities. Sudbury's list of National Register properties and districts is an important preservation tool.

Local Historic Districts

Local historic districts are a municipal-initiated tool through which local design review is required for construction projects impacting historic buildings within the designated area or district. Sudbury has five local historic districts authorized by designation through a Special Act of the state legislature (Chapter 40 of the Acts of 1963). Local historic districts are the most appropriate, effective, and time-tested means of protecting and enhancing historic villages, neighborhoods and areas and are widely recognized by local residents.

Historical Commission

Established in 1968 as noted above, the Sudbury Historical Commission is the Town's lead historic preservation entity. Appointed by the Select Board, the Historical Commission is an advisory body responsible for the preservation, protection, and development of historic and archaeological resources of the Town, and maintenance and use of Town-owned historic properties. It advises other Town boards, commissions and committees on historic preservation issues and administers the Town's Demolition Delay Bylaw.

Historic Districts Commission

The Historic Districts Commission was established in 1963 with the designation of the Old Sudbury Historic District and today reviews and approves proposed exterior alterations, additions, and new construction within the Town's five local historic districts. Its work is central to the preservation of Sudbury's most widely recognized historic areas.

Community Preservation Act / Community Preservation Committee

Adoption of the Community Preservation Act enables Sudbury to use state and local funding to acquire, rehabilitate, and preserve historic resources. Funding may be provided for the inventories and studies necessary to support preservation as well. The Community Preservation Committee is a key partner in the support of preservation projects.

Demolition Delay Bylaw

Sudbury's Demolition Delay Bylaw is an important tool in seeking to prevent the further loss of historic buildings outside of the Town's local historic districts and in supporting property owners in preserving the integrity of their historic buildings when undertaking partial demolition.

Scenic Roads Bylaw

Sudbury's Scenic Roads Bylaw helps protect the rural and historic character of local roads from construction related activities and contributes to the scenic quality of the Town's cultural landscape.

Public Outreach and Support

Education and interpretation of the general public are an important means of building support for and achieving the Historical Commission's mission of the preservation, protection, and development of historic and archeological resources in Sudbury. In this regard, non-profit partners such as the Sudbury Historical Society and Wayside Inn Foundation play an important and perhaps leading role. The History Center, Hosmer House, and Wayside Inn and related sites are authentic places where public history can be offered.

MUNICIPAL PROPERTIES – MAINTENANCE AND CAPITAL IMPROVEMENTS

The Town of Sudbury owns and maintains a considerable number of historic buildings and landscapes including several of the Town's most historically significant properties. Overall responsibility for the management and maintenance of Town property is under the authority of the Select Board and Town Manager and is conducted by the Facilities Department and Department of Public Works.

As noted previously in this chapter, the **Facilities Department** is responsible for facility planning, renovation, construction, and maintenance of Town-owned buildings, including a number of historically significant buildings for which specialized methodologies and treatments are required.

The Town's **Permanent Building Committee** works closely with the Facilities Department in supervising design and construction projects involving Town-

owned buildings. Architects with demonstrated experience in historic preservation are employed for projects involving historic buildings. The Permanent Building Committee's meetings are open to the public, and parties interested in projects involving historic buildings may attend meetings and provide comments.

The **Historical Commission** is responsible for monitoring work being undertaken on historic Town-owned buildings, including maintenance, renovations, and new construction, and providing input to the Facilities Department and Permanent Building Committee. The operation and maintenance of Hosmer House is a special responsibility of the Historical Commission.

The **Department of Public Works** is responsible for the planning, development, maintenance, and operation of the Town's public landscape and site infrastructure and includes five divisions or departments. As outlined in Section I.D of this plan, *Preservation Partners and Stakeholders*, departments involved in work with historic landscapes include:

The **Engineering Department** is responsible for planning the construction of water, sewer, street, and drainage projects 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.

In addition to overseeing the planning, design, and construction of roadway and stormwater management projects, the Engineering Department maintains the municipal Geographical Information System (GIS) and archives a large collection of irreplaceable plans and documents.

The **Cemetery Department** is responsible for the operation and maintenance of several Town-owned cemeteries, which are significant historic landscape resources. Sudbury residents and previous Sudbury residents may purchase cemetery lots. The Cemetery Department performs grave openings and interments. Routine mowing and maintenance services are contracted out to private landscape maintenance companies.

The **Highway Department** 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.

The **Park and Grounds Department** is responsible for the landscape maintenance of the Town's buildings, parks, 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. Their work includes maintenance of the historic landscapes surrounding Town-owned historic buildings as well as historic landscapes that are significant in their own right.

Town-owned Properties

Sudbury's Town-owned properties include buildings housing Town offices and facilities; schools; parks and recreational facilities; cemeteries; and conservation lands. Prominent among Town-owned **historic buildings** are:

- **Hosmer House** – located in Sudbury Center on the southeast corner of Sudbury and Concord Roads, Hosmer House was constructed about 1793 and long served as a general store and post office. The property was left to the Town by well-known local artist Florence Hosmer and is open to the public on a regular basis. Hosmer House is managed by the Sudbury Historical Commission.
- **Loring Parsonage** – Built c. 1710 and located in Sudbury Center adjacent to Town Hall, the Loring Parsonage is one of the oldest buildings in Sudbury. Long used for Town offices, the Parsonage is now home to the Sudbury Historical Society's History Center and Museum; rehabilitation and adaptive reuse work was completed in July 2021.
- **Town Hall** – prominently located in Sudbury Center on the Town Common, Town Hall was constructed in 1932 following the loss of the previous 1836 Town Hall to fire in 1930. Needed renovation and rehabilitation of Town Hall are in the planning stages but are currently on hold.
- **Flynn Building** – located in Sudbury Center east of the Loring Parsonage and built as the Center School in 1891 and later expanded, the Flynn Building served as the Town's high school until 1954 and now serves as Town offices.
- **Hearse House** – located in Sudbury Center adjacent to the Town Pound and Revolutionary War Cemetery, the Hearse House is a reconstruction of the historic Hearse House that contained the town owned vehicle used for transportation of bodies from homes to the First Parish Meeting House and the cemetery.
- **Section Tool House** – small surviving railroad building located along the Central Massachusetts Railroad in South Sudbury. The Section Tool House is owned by the MBTA but the Town has a lease agreement with the MBTA and the Historical Commission oversees its maintenance with the Facilities Department.
- **Carding Mill** – historic carding mill moved from New Hampshire in 1928 and reassembled in the vicinity of the Wayside Inn on Hop Brook by Henry Ford. The building is on Town conservation lands managed by the Sudbury Conservation Commission. The mill is associated with historic landscape features including the mill pond and dam.
- **Goodnow Library** – located on Concord Road in South Sudbury, the original Goodnow Library was built in 1863 with additions added in 1885, 1894, 1971, and 1999. The building is individually listed on the National Register of Historic Places.
- **Howe Lumber Company Lodge** – located at 489 Peakham Road and rented to the private sector.



Grange Hall (left) and Town Hall



Flynn Building



Hosmer House



Loring Parsonage



Goodnow Library



Revolutionary War Cemetery

Prominent among Town-owned **historic properties and structures** are:

- **Hayes Garrison Site** – located on Water Row, the foundation remains of one of six fortified houses that existed in Sudbury giving refuge to the settlers during the Sudbury Fight in King Phillip’s War, April 1676.
- **Military Training Field** – located on Old County Road, the 3-acre training field was laid out in 1713 for local militia storehouses and training. Use of the site is first mentioned in Town records in 1687.
- **Town Pound** – located in Sudbury Center adjacent to the Revolutionary War Cemetery, the Town Pound is a stone wall enclosure built in 1797 where stray cattle, horses, sheep and swine were rounded up and kept.
- **1767 Milestones** – Six granite milestones installed in 1767 along the Boston Post Road survive in Sudbury and are maintained by the Town under the oversight of the Historical Commission.

The Town owns and maintains several **historic cemeteries**, including:

- **Revolutionary War Cemetery** – located in the heart of Sudbury Center, the Revolutionary War Cemetery was established in 1716 by vote of Town Meeting. It contains about 175 burials from the 18th and 19th centuries with the earliest still existing headstone dating to 1727.
- **Old Town Cemetery / New Town Cemetery / Mount Pleasant Cemetery** – a complex of three cemeteries located on Pine Hill adjacent to Sudbury Center. The main entrance opens into Mt. Pleasant Cemetery established in 1845, then east to Old Town Cemetery established in 1844, and New Town Cemetery established in 1885.
- **Wadsworth Cemetery** – located on Concord Road in South Sudbury, the 6-acre cemetery was established in 1835 when several burials from the Revolutionary War Cemetery in Sudbury Center were moved to this location. The earliest headstone dates to 1833. The cemetery is named for Captain Samuel Wadsworth, the leader of a group of 26 colonial soldiers who were killed near this location during King Philip's War in 1676. A monument to Wadsworth was erected in 1852 beneath which the remains of the soldier were reinterred.

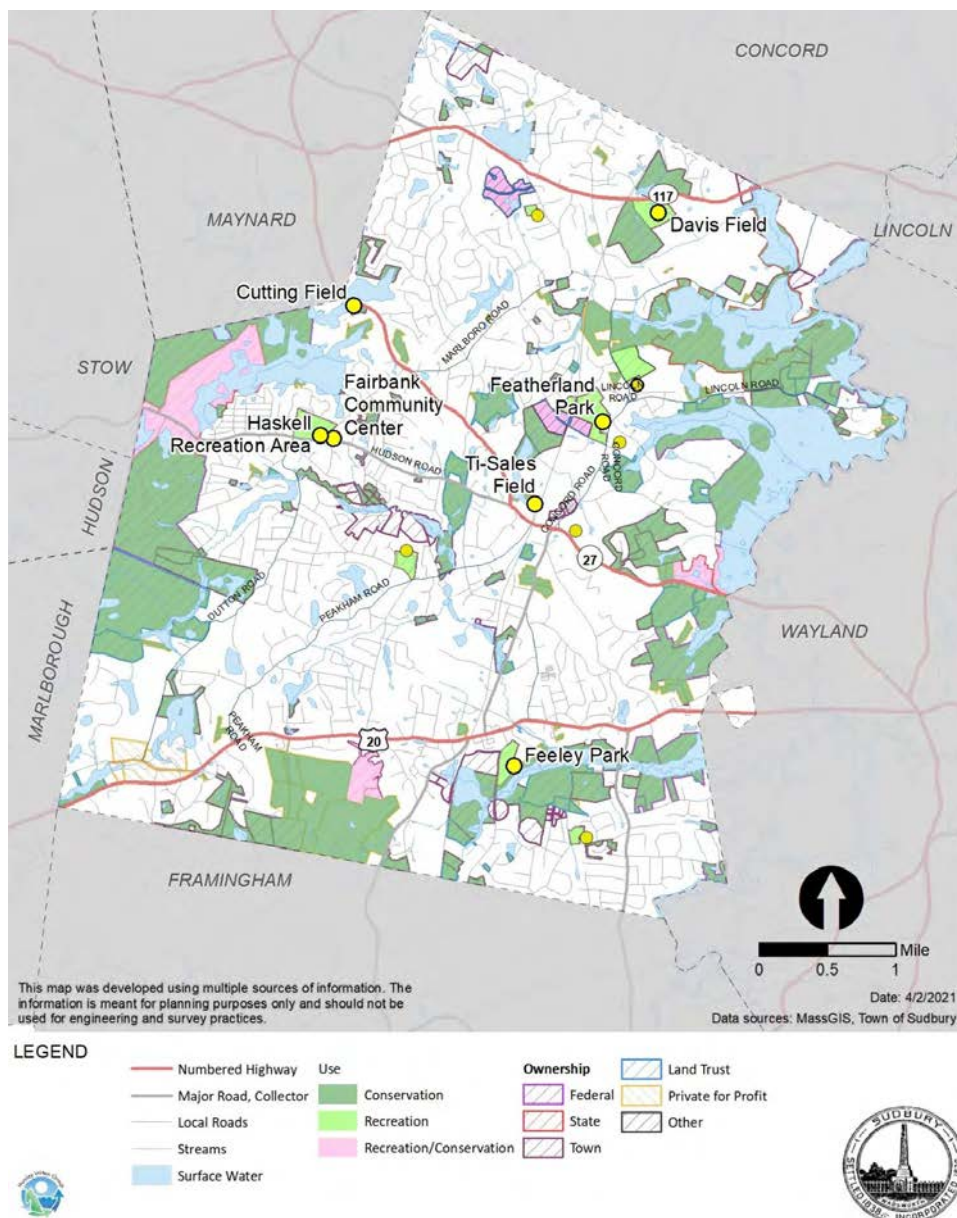
Sudbury owns a significant amount of **conservation properties** most of which are publicly accessible and are under the management of the Conservation Commission. Many of the Town’s conservation properties are associated with historic farms or have other historic associations. Sudbury’s conservation lands include:

- | | |
|--------------------------|-------------------------------|
| ▪ Barton Farm | ▪ King Phillips Woods |
| ▪ Broadacres Farm | ▪ Lincoln Meadows |
| ▪ Davis Farm | ▪ Nobscot Conservation |
| ▪ Frost Farm | ▪ LandPiper Farm |
| ▪ Haynes Meadow | ▪ Poor Farm Meadow |
| ▪ Hop Brook Marsh | ▪ Tippling Rock |

Some Town-owned lands are managed by multiple Town entities, including the Select Board, Parks and Recreation, and Conservation Commission, with

different entities responsible for the portions of the property appropriate to their mission. Broadacres Farm is such a property, where the Select Board is responsible for the area where the historic buildings are located and the Conservation Commission is responsible for management of the fields and woodlands.

In such cases, a clear delineation of management responsibilities and treatments are needed. Each Town property should be assessed for historical significance, identification of historic landscapes and features, and coordination of appropriate treatments.



Map of conservation lands from the Sudbury Master Plan (p. 109). Town-owned conservation lands are shown with a grey diagonal hash as indicated in the legend.



The First Parish Meeting House in Sudbury Center is closely associated with the Town's early history and is a visual and symbolic landmark.

Other Historic Properties of Special Public Interest

Although not owned by the Town, a number of historic properties in Sudbury are of special public interest. These resources are worthy of Town interest and support. These include:

- **First Parish Meeting House** – An iconic building and the focal point of Sudbury Center, the First Parish Meeting House was constructed in 1793 replacing an earlier 1723 structure in the same location. The Meeting House's establishment created the Town of Sudbury west of the Sudbury River as distinct from the original 1639 village settlement, now Wayland. Known as the Rocky Plain, the site was covered with rocks and poor soil and considered unusable for agricultural purposes. Town meetings were held in the Meeting House until 1846.

The First Parish Meeting House is significant to the history of Sudbury, to the character of Sudbury Center, and as a community icon. The First Parish also owns the Town Common between the Meeting House and Town Hall.

- **Grange Hall** – Grange Hall stands to the immediate north of the Town Hall in Sudbury Center and was built in 1849 as the Center District School House, a simple one-story schoolhouse for grades one through four. The Sudbury Grange #121 purchased the Center School from the town in 1890, and the building served as a center of Sudbury social life for over a century. Grange Hall is now owned by the Sudbury Foundation and is significant to the character of Sudbury Center.

- **Wayside Inn** – Known as America’s oldest operating inn, the Wayside Inn opened in 1716 with the expansion of an earlier two-room homestead and has been in continuous operation since. In 1923, the Inn and surrounding lands were purchased by Henry Ford, who undertook a number of initiatives on the property, constructing the replica Grist Mill (1929), moving the Redstone Schoolhouse to the site (1927), establishing the Wayside Inn Boys School (1928), constructing the Martha-Mary Chapel (1939), and other initiatives. Sudbury is widely known as home to the Wayside Inn and its resources.
- **Native American Grinding Stone** – Located on Green Hill Road, one of six known communal Native American grinding stones located in Sudbury. This six-foot diameter granite boulder was used for centuries by the native Nipmuc people before the arrival of the first English settlements.
- **Four Arch Stone Bridge** – The Stone Bridge on Old Sudbury Road over the Sudbury River was constructed in 1866 and replaced multiple wooden bridges that had connected the original village site, now in Wayland, with the west side of the river since 1643.
- **North Cemetery and New North Cemetery** – The North Cemetery is located on the east side of Pantry Road and is privately owned and operated. The cemetery is associated with the Haynes family and other 19th century Sudbury residents and may have been an informal family cemetery before being purchased and formally established in 1843. Earliest headstones date to the 1830s. The cemetery has been expanded to the west side of the road, which is known as the New North Cemetery.
- **Bruce Freeman Rail Trail and Central Massachusetts Railroad** – The Bruce Freeman Rail Trail, former 1871 Framingham & Lowell Railroad, runs north-south and is being adapted into a rail trail with the interpretation of historic railway features.. The 1881 Central Massachusetts Railroad runs east-west connecting Boston and Hudson and has been determined eligible for listing on the National Register and is also proposed to be developed into a rail trail. The two rail lines intersect in South Sudbury.

Additional conservation lands of public interest and significance are not under Town ownership. Conserved by the Sudbury Valley Trustees, U.S. Fish & Wildlife Service, and Massachusetts Department of Conservation & Recreation, most of these properties are of historical significance as well as of significance for their natural resources.

- **Great Meadows National Wildlife Refuge** –The Great Meadows National Wildlife Refuge conserves valuable freshwater wetlands stretching along 12 miles of the Concord and Sudbury Rivers. The southern portion of the refuge is located in Sudbury.
The U.S. Fish and Wildlife Service protects and manages Great Meadows as nesting, resting, and feeding habitat for wildlife, with special emphasis on migratory birds. The diversity of plant and animal life

visible from refuge trails provides visitors with opportunities for wildlife viewing and nature study. Offices are located on Weir Hill off of Lincoln Road.

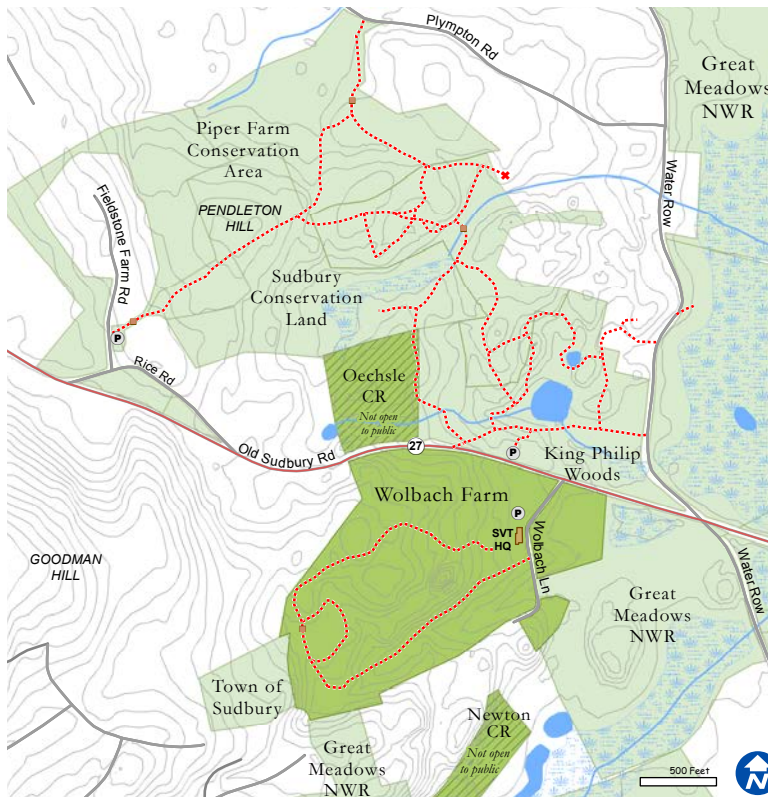
- **Assabet River National Wildlife Refuge** –The Assabet River National Wildlife Refuge is located on the Assabet River along the west border of Sudbury with its main entrance off of Hudson Road. The refuge has a large wetland complex, several smaller wetlands and vernal pools, and large forested areas which are important feeding and breeding areas for migratory birds and other wildlife.

The refuge's land was acquired by the federal government in 1942 and was known as the Sudbury Training Annex, a part of the Fort Devens Army base. It was decommissioned in 2000. While occupied by the military, the land was used in several ways which included the construction of weapons storage areas, an elaborate railroad construction to transport ammunition between the weapons bunkers and Boston, weapons training areas, chemical testing areas, and other military activities.

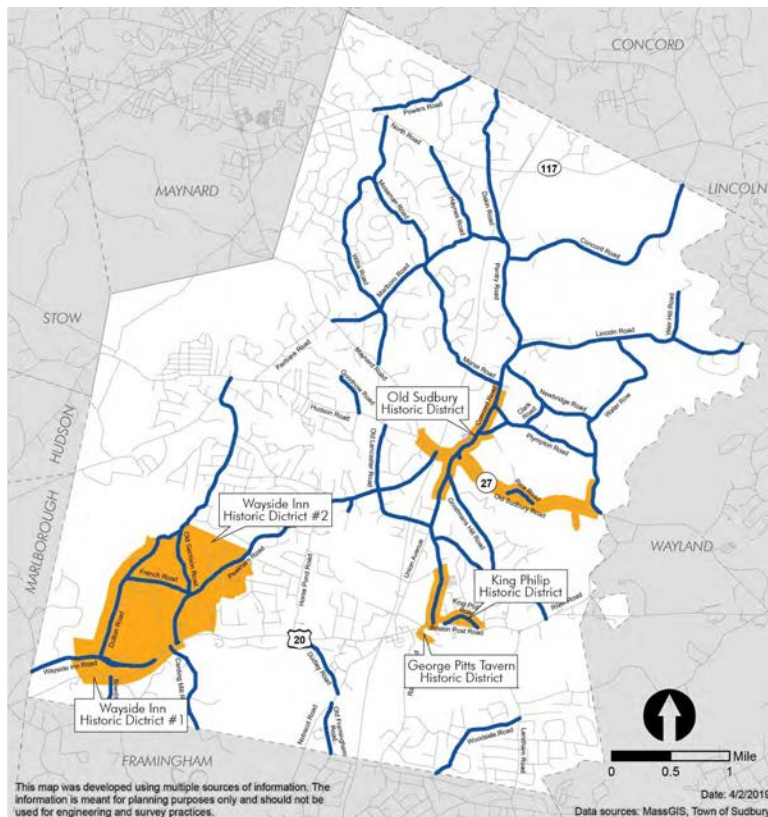
The **Sudbury Valley Trustees** (SVT) manages and/or holds conservation restrictions on a number of properties in Sudbury that are integral to the Town's land conservation strategy and program. These properties conserve valuable ecosystems and provide linkages to adjacent Town-owned conservation lands. Several of these properties are of historical significance as well. The SVT's offices at Wolbach Farm on the Old Sudbury Road, for example, are significant for their agricultural use as well as for their Olmstead designed gardens. Publicly accessible SVT conservation properties in Sudbury include:

- | | |
|-----------------------------------|------------------------------------|
| ▪ Wolbach Farm | ▪ Memorial Forest |
| ▪ Round Hill | ▪ Nobscot Scout Reservation |
| ▪ Gray Reservation | Conservation Restriction |
| ▪ Lyons-Cutler Reservation | |

A number of local **historic roadways** have been designated as **scenic roads** subject to Sudbury's Scenic Roads Bylaw, which is discussed in Section II.E of this preservation plan, *Municipal Bylaws and Regulations*. Historic roadways are significant features of the Town's agricultural landscape and contribute to Sudbury's rural/suburban character. Adopted in accordance with state enabling legislation, the Scenic Roads Bylaw provides for a review and approval process before the Planning Board governing the cutting or removal of trees and the protection of stone walls during development, maintenance, repair, or other alteration of the roads.



Trail map of Wolbach Farm demonstrating how SVT conservation properties provide critical linkages within Sudbury's conservation lands program. (Map SVT)



Map showing designated scenic roads in Sudbury from the 2021 Master Plan (p. 80)

Maintenance of Town-owned Properties

As noted earlier in this section, the **Facilities Department** is responsible for the maintenance of Town-owned buildings and the **Department of Public Works** is responsible for the maintenance of Town-owned landscape areas.

Proposed exterior changes to Town-owned historic buildings and structures within Sudbury's local historic districts are subject to review by the **Historic Districts Commission**. Maintenance and proposed changes to Town-owned historic buildings, structures, and landscapes throughout Sudbury are subject to oversight by the **Historical Commission**. The Historic Districts Commission and Historical Commission are both experienced with appropriate historic preservation treatments and should be influential in guiding Town policy toward the treatment of historic buildings and landscapes. Historic Districts Commission and Historical Commission reviews of Town-owned properties should include guidance for maintenance treatments.

The Town of Sudbury should be a model in the stewardship of its historic buildings and landscapes and an example of what is expected of the private and non-profit sectors. Sudbury's historic character is central to its identity and quality of life, and the historic resources in the Town's care are of particular significance.

Planned projects of note as this Historic Preservation Plan has been in preparation include the renovation and rehabilitation of Town Hall (currently on hold), roof replacement for Hosmer House, and proposed use and treatments for historic buildings at Broadacres Farm.

In general, the historical significance and character of Town-owned historic properties is well appreciated, and the properties are well maintained. The Facilities Department should retain professionals trained in and familiar with techniques and processes required for the maintenance and treatment of historic buildings. Supporting documentation should be available for each historic property to provide guidance. The need for preparation of **historic structure reports** and **cultural landscape reports** for historic Town-owned properties is discussed in the recommendations portion of this Historic Preservation Plan.

Information and resources on the appropriate treatment of historic buildings and landscapes have been developed by preservation professionals and organizations over decades with application in many historic preservation projects. Most important are the preservation principles outlined in the *Secretary of the Interior's Standards for the Treatment of Historic Properties* and their related guidelines, discussed in Section I.A of this plan.

Additionally, literature on building conservation practices for various types of materials, features, and conditions has been assembled and made available online. The most common source of information on building conservation treatments are the *Preservation Briefs* and *Preservation Tech Notes* prepared by the National Park Service's Technical Preservation Services and available online at <https://www.nps.gov/tps/about.htm>.

Preservation Briefs and Preservation Tech Notes are available on over fifty different subjects ranging from general topics such as cultural landscapes, new building additions, and accessibility to specific information on materials and features such as windows, siding, and roofs.

Historic Cemeteries

As noted earlier in this section, the **Cemetery Department** is responsible for the operation and maintenance of several historic Town-owned cemeteries where it performs grave openings and interments. Routine mowing and maintenance services are contracted out to private landscape maintenance companies.

The Sudbury Historical Commission monitors the condition of the historic Town-owned cemeteries and has undertaken several campaigns for repair and maintenance of headstones using Community Preservation Act funding. A major preservation project was undertaken in 2014 in which 150 headstones were restored. Such work continues on a periodic basis, though the Historical Commission has experienced difficulty in the retaining and scheduling of qualified contractors for the work due to the demand for such services.

The Massachusetts Department of Conservation and Recreation (DCR) has prepared guidance for the management of historic cemeteries. The 2009 publication *Preservation Guidelines for Municipally Owned Historic Burial Grounds and Cemeteries* provides information on the historical background, preservation planning, recommendations for management, and case studies for cemeteries (DCR 2009).

The 2011 publication *Terra Firma, Putting Historic Landscape Preservation on Solid Ground, A Guide to Identification and Protection* commemorated the tenth year of DCR's Massachusetts Historic Cemetery Preservation Initiative and reviews issues and best practices as they have evolved. In addition, the National Park Service has a Preservation Brief on the preservation and treatment of historic grave markers. Historic New England is also available to provide expertise, lectures, and advice on maintenance of historic cemeteries.

Town Archives and Historic Documents

Town archives dating back to the 17th century are stored in a vault at the Town Clerk's office, two vaults in the basement of Town Hall, and the Goodnow Library. The archives include general Town records; Town meeting records; tax records; birth, death, and marriage records; Select Board, School Committee, Treasurer's, Assessor's, and other records; annual reports; historic church records; historic maps; zoning maps; and others.

Both the **Town Clerk** and the **Goodnow Library** have used Community Preservation Act funding to preserve their collections. The Town Clerk has received funding for the survey, restoration, and preservation of Town records in 2008, 2009, 2011, and 2012. In 2010 funds were used to upgrade the two Town vaults with climate control, fire suppression systems, and shelving. The Goodnow Library has received funding for the digitizing of records in 2016 and 2019. The Town Archives are important and should continue to be assessed, preserved, and treated on an as-needed basis.



1767 Milestone



Hosmer House Garden



Civil War Monument at the Goodnow Library



Wadsworth Cemetery



Cast iron directional sign in Sudbury Center



Common in Sudbury Center

Sampling of historic landscape resources in Sudbury



CHAPTER IV – RECOMMENDATIONS

Vision and Goals

Sudbury Master Plan

Sudbury's Historic Preservation Program

Municipal Bylaws and Regulations

Public Awareness, Programming, and Education

Municipal Policy, Management, and Capital Improvements

Mechanisms to Protect Public Investment in Private Properties

Mechanisms for Oversight/Management of Historic Town-Owned Properties



RECOMMENDATIONS

Chapter IV of the Historic Preservation Plan presents strategies and recommendations for the further identification, preservation, and treatment of historic properties in Sudbury. These strategies and recommendations are based on the information developed in Chapters II and III of the Historic Preservation Plan which outline existing conditions and address different aspects of historic preservation in the Town. Chapter IV is organized into six sections:

- **Vision and Goals** – providing context for the strategies and recommendations;
- **Sudbury Master Plan** – acknowledging the importance of aligning historic preservation initiatives with the Town’s broader goals and activities;
- **Sudbury’s Historic Preservation Program** – recognizing that Sudbury has a historic preservation program with coordinated elements related to inventory, study, coordination, and the work of preservation-related commissions and committees;
- **Municipal Bylaws and Regulations** – aligning Town bylaws and regulations with historic preservation goals and initiatives;
- **Public Awareness, Programming, and Education** – emphasizing the importance of public outreach, engagement, and support; and

- **Municipal Policy, Management, and Capital Improvements** – focusing on historic properties, particularly on the treatment of Town-owned historic properties.

Interviews with over forty individuals with interests in historic preservation and representing Town boards, commissions, and committees as well as non-profit organizations contributed to the recommendations presented here. Several of the prioritized strategies and recommendations for the Historic Preservation Plan focus on engaging residents and raising public awareness and support over the long term. Priorities also focus on coordination among Town entities on the stewardship of historic, archaeological, and natural resources.

Chapter IV's final sections outline mechanisms that can be used to protect investments made to support the preservation of historic properties in both the public and private sectors.

VISION AND GOALS

A Vision and Goals were presented in the Executive Summary for the Historic Preservation Plan and are represented here in relation to the plan's strategies and recommendations.

The strategies and recommendations outlined in Sudbury's 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 before and after enactment of the 1966 federal Historic Preservation Act. Preservation is a practical discipline that can accommodate growth and change while continuing to preserve the characteristics that make a place special and of value.

The following brief vision statement has been developed to guide development of this Historic Preservation Plan in coordination with the Sudbury Master Plan:

Vision Statement

Sudbury is a community where historic, cultural, and natural resources are valued, preserved, and enhanced as central to the Town's character and quality of life.

Goals for Historic Preservation

Four broad goals are identified that together express how Sudbury's historic resources and character relate to the Town's vision for the future and are embodied in the strategies and recommendations presented in the plan.

Goal 1 – Preserving Historic Resources:

To prevent the further loss of historic building, landscape, and archeological resources in Sudbury. Historic resources are irreplaceable – once lost they cannot be regained.

The Historic Preservation Plan recognizes the full range of historic resources in Sudbury and seeks to encourage their preservation and provide guidance for their appropriate treatment. A particular concern is the periodic loss of

historically significant buildings. The prevention of further loss should be a town-wide goal.

Goal 2 – Coordinating Stakeholders:

To facilitate coordination among public and private stakeholders in the recognition, preservation, and appropriate treatment of historic resources.

Historic preservation is primarily a product of grassroots initiatives undertaken over many years by private property owners. Public and non-profit entities are critical in providing leadership and through example. It is important that the various stakeholders impacting historic resources be engaged, informed, and coordinated toward desired preservation outcomes.

Goal 3 – Raising Public Awareness:

To raise public awareness about the role historic resources play in representing Sudbury's history and embodying the Town's character and quality of life.

Special emphasis is placed in this plan on raising public awareness about Sudbury's history and historic preservation. Needed and desired preservation actions will be easier if Town residents recognize the significance of historic resources, their intrinsic value, and the benefits they provide to public and private interests. Rekindling the public spirit that led to the establishment of local historic districts in the 1960s and adoption of the Community Preservation Act in 2000 is an ongoing task as new preservation initiatives are considered.

Goal 4 – Informational Resources:

To provide Town government, the community, and owners of historic properties with information, resources, and support for the appropriate treatment of their historic buildings and landscapes.

In order to achieve desired outcomes, it is critical that good information is available as issues arise and options are weighed. With respect to public policy, Sudbury's various boards, commissions, and committees must be provided with guidance on the appropriate treatment of historic resources as development and change are considered. With respect to private property, information and guidance should be made available to property owners to help with decision-making as they consider needed change to their historic buildings and other resources.



Historic residence in Sudbury

GUIDING PRINCIPLES

In addition to the Vision and Goals outlined above, the following Guiding Principles shape implementation of the strategies and recommendations outlined in the Historic Preservation Plan.

Authenticity: We recognize and value authentic historic places and the complexities that derive from the layers of change that have occurred over time.

Shared Stewardship: We collaborate in the care and appropriate treatment of our natural, historic, and cultural assets, respecting individual resources as well as the contexts in which they are found.

Best Practices: We foster a continuing process of upgrading to best practices in planning and stewardship.

Preservation Values: We seek to infuse historic preservation values and considerations into all public and private activities.

Accommodating Change: We recognize that change is often necessary but can be accommodated in ways that incorporate preservation principles and can be leveraged to enhance historic assets and their contexts.

Quality: We promote and expect quality in all things. Work undertaken now should make a lasting contribution to the community and be worthy of the respect of future generations.

Community Respect: We respect the varied experiences and perspectives of individuals and organizations throughout the community.

Environment and Sustainability: We promote ecological and economic sustainability in our planning and our actions as the foundation of a successful community, including the preservation and rehabilitation of historic and cultural assets.

Long-Term Interests: We work in the best long-term interest of Sudbury, its people, neighborhoods, natural and historic assets, and environment.



Barns are recognized as significant historic resources from Sudbury's past.

SUDBURY MASTER PLAN

This Historic Preservation Plan is prepared in concert with and as an implementing action of the Sudbury Master Plan, completed in September 2021 as work on the Historic Preservation Plan was about to begin. The Master Plan states:

The rich history of Sudbury is the cornerstone that gives the Town a sense of place and creates a unique experience for the people who live here and those who visit. Connections to the past are part of the experience in the historic Town Center and traveling among the hundreds of historic homes scattered about Town.

Historic landscapes in the community include an array of historic homesteads, and remaining farmlands maintain living connections to Sudbury's rural past. Many of these sites are connected by scenic roads lined with old stone walls, mature trees, and fields.

Sudbury has an impressive collection of noteworthy sites, many of which are listed on the National and State Registers of Historic Places.

The Sudbury Master Plan includes a strong section on Historic and Cultural Identity with the stated goal to *preserve, protect, and develop the historical and cultural assets of Sudbury to foster appreciation of the Town's heritage for enjoyment today and by future generations.*

Specific historic and cultural action items specified in the Master Plan have been incorporated in the Historic Preservation Plan and further developed for implementation, as outlined in the set of recommendations below. Other sections of the Master Plan that will impact historic resources, such as development of the Route 20 corridor and approach to conservation lands, are also relevant to the Historic Preservation Plan and are addressed.

In general, the implementation of all historic preservation initiatives should be aligned with the Sudbury Master Plan and coordinated with other Town entities.

RECOMMENDATIONS:

- **Maintain an ongoing awareness of implementation initiatives associated with the Sudbury Master Plan. Provide information, input, and support for initiatives impacting historic resources when appropriate.**

Ongoing action of the Historical Commission

- **Be proactive in anticipating and planning in advance for upcoming implementation initiatives associated with the Master Plan.**

Ongoing action of the Historical Commission and Historic Districts Commission

- **Coordinate historic preservation initiatives with the Sudbury Master Plan.**

Ongoing action of the Historical Commission and Historic Districts Commission

SUDBURY’S HISTORIC PRESERVATION PROGRAM

This Historic Preservation Plan seeks to establish that Sudbury has a specific Historic Preservation Program consisting of ongoing initiatives directly associated with historic preservation and Town governance as overseen and implemented by the Historical Commission, Historic Districts Commission, and Community Preservation Commission.

Sudbury’s Historic Preservation Program was initiated in 1963 with the establishment of the Old Sudbury Historic District and Historic Districts Commission. Over the years, the program has grown and matured as described in Chapters II and III of this plan. Various topics and initiatives associated with the program are outlined below and should be viewed as a coordinated whole. They include the following existing and potential future elements:

- Certified Local Government,
- Stewardship Working Group
- Historical Commission,
- Historic Districts Commission,
- Community Preservation Committee,
- Historic Properties Inventory,
- Local Historic Districts,
- National Register of Historic Places,
- Heritage Landscapes, and
- Public Outreach.

Specifics related to other Town programs, entities, and activities, such as land conservation and the treatment of Town-owned properties, are included in later sections of this Part III. Public outreach as a broader initiative beyond the activities of the Historical Commission and Historic Districts Commission is addressed later as well. Specific bylaw and regulatory issues and recommendations related to historic preservation are also addressed in a separate section below.

Certified Local Government

Sudbury is in the process of seeking designation as a Certified Local Government (CLG) by the Massachusetts Historical Commission and the National Park Service. Municipalities with established historic preservation programs can be recognized through designation as a Certified Local Government (CLG) by the Massachusetts Historical Commission (MHC).

The CLG program is a federal program managed by the MHC through which federal funding is allocated specifically to be used as grants to qualified CLGs. Each year, 10% of the federal funds provided to the MHC are required to be offered as grants to local municipalities that have qualified as Certified Local Governments (CLGs). As of 2020, 25 Massachusetts municipalities participate in the CLG program.

By becoming a CLG, Sudbury will have a higher likelihood of receiving a yearly allocation of historic preservation grant funding for inventories and other key projects as outlined in this plan. Sudbury will also be eligible to receive technical assistance from the MHC that is not available to non-CLG communities. In contrast, by not being a CLG, Sudbury competes with about 300 other municipalities across the Commonwealth for funding and technical assistance.

Becoming a CLG demonstrates a community's readiness to take on preservation projects and be successful when seeking other opportunities for community revitalization and development using local historic assets. Sudbury already meets the most important requirement in becoming designated as a CLG through its establishment of local historic districts and the work of its Historic Districts Commission and Historical Commission. Becoming a CLG is a priority action and a critical next step in support of the other recommendations in this Historic Preservation Plan.

The Historical Commission and Historic Districts Commission should use the CLG designation as the organizing concept and structure for Sudbury's Historic Preservation Program.

RECOMMENDATIONS:

- **Undertake and complete the application process for designation as a Certified Local Government in accordance with processes administered by the Massachusetts Historical Commission and the National Park Service.**

*Short term and **priority** action of the Historical Commission and Historic Districts Commission with support from the Planning Department and approval of the Select Board.*

- **Review obligations under the CLG program and organize the Sudbury Historic Preservation Program to meet program requirements both administratively and regarding implementation initiatives.**

Short term action of the Historical Commission and Historic Districts Commission with support from the Planning Department.

- **Prepare a yearly report to be provided to the Massachusetts Historical Commission and Select Board on activities and accomplishments of the Town with respect to CLG designation and the Town's Historic Preservation Program as a whole.**

Ongoing action of the Historical Commission and Historic Districts Commission with support from the Planning Department.

Stewardship Working Group

The Sudbury Master Plan called for creation of a Historic and Archaeological Working Group to advance the protection, preservation, and development of historic and archaeological resources and Town character (Action A.1 of the Master Plan under *Historic and Cultural Identity*). It is suggested that this action be launched in conjunction with the Town's Certified Local Government designation as a means of establishing the concept of a Town-wide historic preservation program and of engaging stakeholders with respect to it.

It is suggested that the Town's conservation and planning entities be included and that conservation issues and initiatives be recognized and supported through the Working Group as well, by renaming it the **Stewardship Working Group**. The purpose of the group's expansion would be to better integrate historic and conservation interests and to demonstrate that the stewardship of historic and natural resources is interrelated.

At minimum, the Stewardship Working Group should include the Historical Commission, Historic Districts Commission, Community Preservation Commission, Sudbury Historical Society, Wayside Inn Foundation, Conservation Commission, and Sudbury Valley Trustees.

It is suggested that the Working Group meet twice yearly, spring and fall, to discuss issues, coordinate activities between participating entities, establish yearly goals and work program, and measure progress. It is suggested that the Working Group be the lead entity in implementation of a Town-wide interpretive program as outlined later in this chapter.

RECOMMENDATIONS:

- **Establish a Stewardship Working Group as recommended in the Sudbury Master Plan as the vehicle for engaging stakeholders in historic preservation Town-wide. Include land conservation entities as a means of better integrating historic and conservation interests.**
*Short-term, ongoing, and **priority** action of the Historical Commission, Historic Districts Commission, Conservation Commission, and others as appropriate.*
- **Designate the Stewardship Working Group as the lead entity in implementation of a Town-wide interpretation and public engagement program as described later in this chapter.**
Mid-term and ongoing action of the Working Group.



Sudbury is continuing to inventory and study the significance of its historic resources.

Historic Properties Inventory

Sudbury's Historic Properties Inventory is discussed in Chapter III of the Historic Preservation Plan. In general, the inventory has been comprehensive and is of high quality. Most resources pre-dating 1940 have been documented, and a significant number of older inventory forms have been updated over time.

Nonetheless, inventory work should continue on a regular basis as an ongoing project of the Historical Commission. The *Sudbury Survey Update, 2020-2121, Final Survey Report* includes Further Study Recommendations with respect to the Town's inventory of historic properties as well as recommendations for National Register study and designation. These recommendations are outlined in Chapter III.

This Historic Preservation Plan fully endorses the recommendations included in the Final Survey Report with the following prioritization.

First, undertake an ongoing program of inventory work using Community Preservation Act (CPA) funding. Apply for \$6,000 to \$8,000 CPA grants to undertake inventory work on a specified, targeted number of sites to be determined based on recommendations in the Final Survey Report and other considerations. It is recommended that a single consultant be retained for a six-year period of inventory work.

This recommendation assumes that inventory work will be undertaken without the use of MHC/CLG grant funding, which requires a minimal total expenditure of \$25-30K including grant and matching funds. This plan assumes that MHC/CLG grant funding will be used for other, higher priority study recommendations included below, such as the National Register thematic

nomination, Indigenous Cultural Landscape Study and Survey, Route 20 Corridor Preservation Study, Hosmer House Reports, and others.

Future inventory work would include preparation of new survey forms and/or updating of older forms. A list of specific properties for which new or updated forms are desired is included in the Final Survey Report. Additionally, the Report recommended preparation of an expanded area inventory form for the Wayside Inn Historic Districts.

Historic Preservation Plan recommendations with respect to National Register nominations are discussed in the next section of this chapter.

RECOMMENDATION:

- **Undertake an ongoing program of inventory work on an annual or biannual timeframe specifying work to be undertaken during each cycle including both new and updated inventory forms as determined appropriate.**

Ongoing action of the Historical Commission.

History of Suburbanization in Sudbury

With respect to post-1940 resources, the Final Survey Report included a brief context statement and suggested undertaking a reconnaissance survey as a first step in developing a working list of resources to be inventoried. The Report notes consideration of commercial, municipal, and private institutional buildings as well as custom-built dwellings and residential subdivisions. The Report urges confining future survey work to recording resources that retain their historic integrity, or the character defining physical materials, design features and aspects of construction that contribute to their historic appearance.

Further developing these thoughts, this Historic Preservation Plan suggests that a history of Sudbury's suburban development be prepared focusing on the period 1940 to the present. This recommendation would include expansion of the context statement and the proposed reconnaissance survey into a more comprehensive history documenting the Town's tremendous growth during this period. The study might begin with review of the development of the Pine Lakes neighborhood in the 1920s. A thorough documentation of Sudbury's suburban growth now would prevent the loss of vital information that will be lost if left to a later date. Use the history to help establish priorities for future inventory work.

RECOMMENDATION:

- **Prepare a history of Sudbury's suburban growth from the 1940s (or earlier) to the present to record this important period while information is available and fresh.**

Mid-term to long-term action of the Historical Commission

It should be noted that study and potential inventory of post-1940 resources should not automatically subject those resources to the Demolition Delay Bylaw. See recommendations for the Demolition Delay Bylaw below.

Heritage Landscapes

An overview of Heritage Landscapes was prepared for Sudbury in 2006 and is discussed in Chapter II, *History of Historic Preservation Planning in Sudbury*. Eight priority Heritage Landscapes were identified.

Consideration of future inventory work in Sudbury should revisit the Heritage Landscape Report to reaffirm its conclusions, add potential priority landscapes, and determine whether area inventory forms should be prepared for those landscapes. A possible preferred alternative to inventory forms would be the preparation of cultural landscape reports for those landscapes.

RECOMMENDATION:

- **Revisit the 2006 Heritage Landscape Report to reaffirm its findings and determine whether area inventory forms or cultural landscape reports should be prepared for identified priority Heritage Landscapes in Sudbury.**

Mid-term to long-term action of the Historical Commission.

Indigenous Cultural Landscape Study and Survey

As stated in this Plan, the Historical Commission is charged under M.G.L Chapter 40 Section 8D with not only the protection and preservation of historical resources but also archaeological resources. Although historical resources have been inventoried over the last three decades, Sudbury's pre-European history and archaeological resources have not been a focus of study. Many residents are not aware of historic indigenous settlement and use areas.

It is recommended that a study be undertaken as an Indigenous Cultural Landscape Study and Survey relating historic Native American presence and use of the land with natural landscape characteristics and features. The study would:

- Assess the characteristics of Sudbury's glaciated landscape during the pre-contact period;
- Summarize Native American history with a special focus on the several hundreds of years prior to contact;
- Include an archaeological reconnaissance survey of precontact and post contact sites and resources.
- Review how Native American peoples used and impacted different character areas within the landscape;
- Assess the types of archaeological resources that might be found there today; and
- Prepare an archaeological sensitivity map for the Town.

The study will help raise public awareness of indigenous history and resources and provide a basis for landscape protection where appropriate. The National Historical Preservation Act, as amended, refers to these resources as Traditional Cultural Properties. The archaeological sensitivity map should be used by the Historical Commission and Planning Board to raise awareness when archaeological resources are threatened by new development.

RECOMMENDATION:

- **Prepare a study of Sudbury's Indigenous Cultural Landscape with an archaeological survey component relating to Native American presence, use, and significance.**

*Short and mid-term **priority** action of the Historical Commission.*



The study of cultural landscapes recognizes the interrelationship between natural and cultural resources in both pre- and post-contact eras.

Cultural Landscape Approach

Similar to the above recommendation, in its inventories and assessments of historic resources and properties from all periods, it is recommended that the Historical Commission and its partners take a cultural landscape approach to historic preservation, emphasizing the relationship of historic buildings and other features to their surrounding landscape contexts. This is particularly important with respect to Sudbury's conservation lands and for the related National Register thematic nomination discussed in the following section of Part III.

Over the past thirty or forty years, historic preservation has taken an increasingly broader perspective in moving away from a concentration upon historic buildings as isolated objects toward a more holistic appreciation of buildings and related historic resources in their landscape context. In historic resource inventories, community planning, growth management, new development, and other activities, historic features in the landscape should never be viewed in isolation, but in relationship to the landscape as a whole.

The National Park Service has led the recognition and study of historic and cultural landscapes in the United States and has developed methodologies and guidelines for their identification, assessment, and treatment. These

methodologies and guidelines can be useful in helping us to understand Sudbury’s historic resources and landscapes as they have evolved over time. They provide a set of best practices that can help us recognize and preserve character defining features of the landscape significant to the Town’s character and identity.

The National Park Service has developed *Guidelines for the Treatment of Cultural Landscapes*, which is accessible online and which discusses the principles and methodologies for cultural landscape assessment and how to apply the *Secretary of the Interior’s Standards for the Treatment of Historic Properties* to historic landscapes.

RECOMMENDATION:

- **Take a cultural landscape approach to the identification and assessment of historic resources and properties, and post-contact archaeological resources. For each identified area or resource, identify its character defining features and work toward their preservation and enhancement.**

Ongoing action of the Historical Commission and its partners.

National Register of Historic Places

As discussed in Chapter III, *National Register of Historic Places*, there is great potential for the listing of additional resources and areas in Sudbury on the National Register of Historic Places. The National Register of Historic Places is the nation’s official list of historic resources that have been determined worthy of preservation. Listing on the National Register is purely an honorary recognition, recognizing the importance of a historic resource without placing any obligations or restrictions on the resource owner. Listing does not give the federal government any ownership rights or regulatory controls with respect to a property.

The Sudbury Survey Update, 2020-2021, Survey Final Report provides recommendations for the individual listing of identified resources on the National Register as well as recommendations for further study. Recommendations are related to the Town’s association with the historic contexts *Agriculture and Industry* and *Early 20th Century Suburbanization and Seasonal Development*. Additionally, further study for expansion of the Wayside Inn National Register Historic District and potential designation of National Register districts for the King Philip and George Pitts Tavern Historic Districts is recommended.

This Historic Preservation Plan respects and fully endorses these recommendations. As an alternative priority, however, this Historic Preservation Plan recommends preparation of a thematic Town-wide nomination to the National Register based on the Town’s agricultural history.

Sudbury’s history is distinctive for its 300-year-long evolution (1639-1940) as an agricultural landscape and community without significant intrusion from non-related commercial, industrial, or other forms of development. Sudbury’s

agricultural history parallels and exemplifies the history of agriculture in eastern Massachusetts.

Preparation of a thematic nomination will encompass the entire agricultural landscape in Sudbury, including historic farm complexes, farmhouses, barns, other outbuildings, and landscape features. It will include mills as an integral part of the agricultural landscape and Sudbury's important greenhouse industry that extend this history through the 20th century to the present. The study will facilitate and enhance the identification of resources for documentation and protection. It will inform preservation understanding by identifying architectural styles and building types, including barns and outbuildings.

In addition to documenting this significant history in Sudbury, the thematic nomination will help raise public awareness, especially that of the owners of historic properties outside of the Town's local historic districts. It will provide a basis for interpretation as recommended elsewhere in this section.

This is a priority recommendation of the Historic Preservation Plan.

RECOMMENDATIONS:

- **Prepare a thematic nomination of Sudbury's agricultural building and landscape history and resources to the National Register of Historic Places including assessment of related post-contact archaeological resources.**

*Short-and-mid-term **priority** action of the Historical Commission.*

- **Pursue the nomination of individual resources to the National Register as recommended in the Sudbury Survey Update 2020-2021.**

Long-term action of the Historical Commission.



A thematic nomination of Sudbury's agricultural resources and landscapes to the National Register will emphasize the central role of agriculture to the Town's history.

Historical Commission

The Sudbury Historical Commission has taken on issues and projects of increasing range and complexity in recent years and has responded to the challenges with perseverance and professionalism. As with many of the Town boards and commissions, the Historical Commission has had a full agenda of issues to address and has expanded to include Associate Members in the last five years to meet the increased workload.

Role of the Historical Commission

The Historical Commission's mission as stated in its enabling legislation is the preservation, protection, and development of Sudbury's historical or archeological assets. The Historical Commission is responsible for implementing many of the initiatives and activities addressed in the Historic Preservation Plan, including inventories, nominations, and studies.

In accordance with MGL Chapter 40, Section 8D, the roles and responsibilities of the Historical Commission include:

- Lead advisory preservation planning role,
- **Inventory and documentation** of historic resources within the Town,
- Making recommendations for listings of buildings or other resources on the **National Register of Historic Places**,
- **Monitoring** of issues related to historic resources, especially threats such as demolition by neglect,
- Providing **information and guidance** to Town boards, commissions, committees, and departments on issues impacting historic resources,
- Recommendations on the **design** of new development projects involving historic resources undergoing Planning Board review,
- Review and recommendations with respect to **impact studies** prepared in conjunction with zoning, subdivision, and land development applications,
- Administration of Sudbury's Demolition Delay Ordinance and review and recommendations with respect to the proposed **demolition** of historic resources,
- **Public outreach** to residents within Sudbury providing information and educational programming on the history, significance, and appropriate treatment of historic resources.

The Historical Commission should continue to participate actively in Town governance and be integral to municipal activities, policies, and programs. As an advisory body, the Historical Commission should make sure that other Town entities have the information and guidance they need to make informed decisions about actions that may have an impact upon historic buildings, structures, landscapes, sites, and archaeological resources.

In particular, the Historical Commission should work closely with the Town Manager, Select Board, Planning Board, Community Preservation Committee, and Conservation Commission. The Historical Commission should make recommendations to these bodies on issues related to historic preservation and should advocate for the appropriate treatment of historic resources.

In its operations, it is recommended that the Historical Commission prepare an **annual work plan** to (1) maintain ongoing relationships and monitoring of Town affairs and (2) undertake special designated projects such as the National Register thematic nomination, inventories, and public outreach initiatives.

The Historical Commission should continue to **organize assignments** for members and alternates for its ongoing work. Specific members or alternates should be assigned as **liaisons** to other Town boards, commissions, and committees. Members or alternates should be assigned to follow developments related to particular projects of interest or concern.

With the assistance of Department of Planning and Development staff, the Historical Commission should maintain a **spreadsheet** with a running list of projects and issues under consideration by Town boards, commissions, and committees affecting historic resources. Of particular importance are construction, land development, and subdivision projects under review by the Planning Board and Zoning Board. Note the status of each project, dates by which action of the board is required, and dates by which information and support from the Historical Commission is needed.

The Historical Commission should **monitor** the condition of historic resources in Sudbury on an ongoing basis. It should consider maintaining a **watch list** of potentially endangered resources and engaging with property owners and others in encouraging their care and appropriate treatment.

RECOMMENDATIONS:

- **Make sure that the Historical Commission is kept aware of topics and issues being addressed by other boards, commissions, and committees that may impact historic resources.**

Ongoing action of the Town Manager and Planning staff.

- **Organize Historical Commission members and alternates to engage and maintain relationships with key Town boards, commissions, and committees and their activities.**

Short-term and ongoing action of the Historical Commission.

- **Proactively and positively engage in topics and issues being addressed by other Town boards, commissions and committees providing information and guidance on the treatment of historic resources.**

Ongoing action of the Historical Commission.

The Historical Commission would benefit from access to professional guidance on some topics which it is required to address. While the Town's Planning staff provides important support, it is primarily administrative and on topics of general planning and process. It is recommended that the Historical Commission have access to a professional **preservation consultant** experienced in preservation planning and the architectural treatment of historic buildings who can be called in to provide guidance on a case-by-case basis

RECOMMENDATION:

- **Provide the Historical Commission with access to a professional preservation consultant experienced in preservation planning and the architectural treatment of historic buildings who can be called in to provide guidance on an as-needed basis.**

Mid-term action of the Select Board and Town Manager.

Historical Commission and Historic Districts Commission members have participated in **workshops and training** session on historic preservation on a regular basis. To be effective, it is essential that the Historical Commission and Historic Districts Commission maintain public confidence in its procedures and determinations as well as the confidence of applicants that procedures and determinations are predictable, professional, and fair. It is important that members are qualified and experienced in historic preservation and public processes. Communication through public outreach, discussed further below, is key. It important is that members continue to commit to participation in training in historic preservation on an ongoing basis as provided by the MHC, Preservation Massachusetts, and other preservation organizations.

RECOMMENDATION:

- **Participate in periodic, ongoing training in historic preservation to enhance the qualifications and experience of all members of the Historical Commission and Historic Districts Commission.**

Ongoing action of the Historical Commission and Historic Districts Commission.

Sudbury Master Plan

The first section of this chapter addresses the importance of the Sudbury Master Plan as a primary venue for the implementation of future projects and initiatives. The actions recommended in that section are attributed primarily to the Historical Commission as an aspect of its Town-wide role.

Here, the Preservation Plan wishes to emphasize the Master Plan as a central organizing element for Town initiatives. The Historical Commission should fully and proactively participate in Master Plan initiatives, recognizing its importance and embracing its goals and objectives, and providing input and guidance with respect to historic resources.

RECOMMENDATION:

- **Acknowledge and maintain awareness of the importance of the Sudbury Master Plan as a primary venue for Town projects and initiatives.**

Ongoing action of the Historical Commission.



The study of historic resources along the Route 20 corridor will identify the capacity of historic properties for adaptive reuse as new development is considered.

Route 20 Corridor Preservation Study

One of the primary initiatives of the Sudbury Master Plan is development of a vision and plan for commercial and mixed-use development along the Route 20 corridor. The Master Plan favors redevelopment of Route 20 as a mixed-use area of high-quality design that serves as a pedestrian friendly destination for people in Sudbury and surrounding communities. The planning initiative will build upon and expand the work completed in early plans undertaken for the corridor.

The Historical Commission and Historic Districts Commission should actively engage in the visioning and design process, seeking to preserve and enhance historic resources along the corridor and to enhance the character of South Sudbury, the George Pitts Tavern Historic District and the King Philip Historic District along the Route 20 Corridor.

As a proactive and short-term action, the Historical Commission should undertake an assessment of historic resources along the Route 20 corridor to assess their capacity for development and adaptive reuse. The planning work should be undertaken by a professional planning consultant experienced in work with historic buildings and contexts. The study should identify the historic resources, their significance, their character defining features and landscape contexts, and their capacity for adaptive reuse while retaining their historic integrity.

The study should recognize that the Route 20 corridor may change dramatically in overall density and character and should provide guidance to the broader visioning, planning, and development process. The planning study should be

undertaken in collaboration with the Sudbury Planning Board. Community Preservation Act monies may be used to fund the study.

This is a priority recommendation of the Historic Preservation Plan.

RECOMMENDATIONS:

- **Support the Historical Commission's and Historic Districts Commission's active engagement in the visioning and planning for the Route 20 corridor with respect to historic preservation issues.**

Ongoing action of the Historical Commission and Historic Districts Commission with the Planning Board.

- **Prepare a Route 20 Corridor Preservation Study to identify the capacity of historic properties for adaptive reuse and change in accordance with visioning and planning for the corridor.**

*Short-term and **priority** action of the Historical Commission and Historic Districts Commission in collaboration with the Planning Board.*

Town Center Cultural Landscape Assessment

The Sudbury Master Plan also recommends preparation of a Town Center Master Plan under Action A.2 which relates to the Historic Preservation Plan. Major renovations to road circulation in Town center were completed in 2015.

In discussions with stakeholders involved in preparation of the Sudbury Master Plan, it was stated that the Town Center Master Plan was intended to address landscape issues related to pedestrian circulation and potentially inappropriate treatments. Improvements to the parking lot behind Town Hall associated with planned additions and renovations to Town Hall, which would create a new primary entrance to the building facing the rear, was a primary issue to be addressed.

A full Town Center Master Plan is a project that is appropriate for the Planning Board to undertake as a larger planning project in association with proposed new work. The master planning should be undertaken with participation of the Historical Commission and Historic Districts Commission.

In advance of a Master Plan, it is recommended that the Historical Commission prepare a Cultural Landscape Assessment for Town Center identifying character defining historic and landscape resources, making recommendations for their preservation and appropriate treatment, and providing recommendations to guide the design of new proposed work, including appropriate trees, plants, landscaping, signage, and site features for the historic context.

RECOMMENDATION:

- **Prepare a Cultural Landscape Assessment of Town Center in support of proposed development and changes to Town Hall and the surrounding landscape.**

***Priority** short to mid-term action of the Historical Commission and Historic Districts Commission in collaboration with the Planning Board.*



Hosmer House is among Sudbury’s most significant Town-owned historic properties. A combined historic structure report/cultural landscape report is recommended to support its appropriate maintenance.

Hosmer House

One of the most important and rewarding responsibilities of the Historical Commission has been the oversight and management of designated historic buildings owned by the Town, of which Hosmer House is probably the best known. In past years, management of Hosmer House has been one of the primary activities of the Historical Commission.

In more recent years, as the range and complexity of preservation issues has increased, Hosmer House has received a lower percentage of the Commission’s time and attention. Under the recent COVID pandemic, Hosmer House was closed to the public and is only now in the planning stages of reopening.

The Historical Commission has explored the possibility of delegating management of Hosmer House to a **subcommittee** so that it may more reliably receive the attention it deserves. Additionally, specific actions have been recommended to support the appropriate care and treatment of Hosmer House and its collections.

This Preservation Plan endorses the establishment of a subcommittee with authority to manage Hosmer House on a day-to-day basis. It is suggested that two Historical Commission members collaborate in leading the subcommittee with the addition of other volunteers to assist them. The subcommittee can be authorized to expend designated funds for operations, maintenance, and support up to predetermined limits within the Historical Commission and Hosmer Fund budgets. The subcommittee may consider employment of a part-time **Museum House Manager** to lead day-to-day operations.

The leaders of the subcommittee should report on activities at regular meetings of the Historical Commission. It is recognized that meetings of the subcommittee may need to be open to the public, and a simple process for scheduling meetings should be established with the support of Planning staff.

To support the maintenance and appropriate treatment of Hosmer House and its landscape, it is recommended that a combined **Historic Structure Report and Cultural Landscape Report** be prepared to (a) outline the history and significance of the property, (b) identify character-defining historic features, (c) outline appropriate treatments for features, building fabric, and landscaping; and (d) undertake strategic planning for Hosmer House operations and management.

Similarly, Historical Commission members have proposed retaining a professional consultant to assess the **collections** in Hosmer House and identify steps toward their appropriate management, care, and treatment. The professional consultant could be retained on an ongoing basis, or a series of collections projects could be undertaken in sequence. A collections assessment should be undertaken as defined by the American Institute for Conservation Program (CAP). Matching grants may be available through the Foundation for Advancement in Conservation.

Additionally, it is proposed that Hosmer House be featured as an anchor site in the Town-wide **interpretive presentation** outlined later in this section. The Hosmer House Subcommittee should collaborate closely with the Sudbury Historical Commission and Wayside Inn Foundation in developing and implementing interpretive content and programming.

RECOMMENDATIONS:

- **Establish a Hosmer House Committee of the Historical Commission with authority to manage the day-to-day operations of Hosmer House.**
Short-term action of the Historical Commission.
- **Pursue employment of a part-time Museum House Manager to lead day-to-day operations at Hosmer House.**
Short to mid-term action of the Historical Commission.
- **Prepare a combined Historic Structure Report/Cultural Landscape Report for Hosmer House and its surrounding landscape to document their historic features, guide their appropriate treatment over time, and undertake strategic planning for operations and management.**
*Short to mid-term **priority** action of the Historical Commission.*
- **Retain a consultant to assess the Hosmer House collections, prepare an assessment report, and provide ongoing guidance for their care and treatment.**
*Short to mid-term **priority** action of the Historical Commission.*

Public Outreach

It is important that outreach be undertaken to engage residents with historic resources and build public support for historic preservation. Collaboration in public outreach may be undertaken with other entities with interests in history and conservation through the Stewardship Working Group discussed earlier in this section.

The thematic nomination to the National Register discussed in the previous section and the design guidelines and Town-wide interpretive program discussed in more detail later in this section are primary recommendations intended to help raise the profile of historic preservation in a positive way.

The National Register nomination will provide national recognition of the Town's agricultural history and its related resources. It will help educate residents about the significance of resources outside of the local historic districts and hopefully encourage property owners to treat them with care and respect.

The design guidelines are one of several tools that provide information and technical support to the owners of historic properties throughout Sudbury, providing them with principles and practical guidance in their appropriate treatment. The Town-wide interpretive program, a primary recommendation of this Historic Preservation Plan, is intended to engage residents with historic resources, promote their preservation, and increase coordination and cooperation between the Town's public and private preservation and conservation entities – something everyone can get behind and enjoy.

RECOMMENDATION:

- **Focus on initiatives that will engage residents, support property owners, and create positive perceptions about historic preservation and Sudbury's Historic Preservation Program.**

Mid-term and ongoing action of the Historical Commission in collaboration with members of the Stewardship Working Group.

Demolition Delay

The Historical Commission is responsible for administering Sudbury's Demolition Delay Bylaw, which seeks to find alternatives to the demolition and loss of historic buildings when proposed. As implemented, Demolition Delay Bylaw review addresses both full or substantial demolition of buildings as a whole as well as partial demolition impacting a historic building's exterior building fabric.

With respect to **full or substantial demolition**, the existing potential for a 6-month delay is not an adequate time period to allow for the exploration of alternatives to demolition. Municipalities are trending toward adoption of an 18-month time period as necessary to leverage discussions when major development projects propose the demolition of historic buildings. A recommendation to adopt a longer potential delay period is included later in this chapter in the section addressing bylaws.

With respect to **partial demolition**, the Historical Commission makes a special effort to simplify and expedite reviews and make the review process friendly to property owners. However, the expedited review process is not written into the bylaw or described by regulations implementing the bylaw. It is recommended that regulations be prepared describing the review process for partial demolition and standards or requirements for avoiding triggering of a delay.

Additional potential modifications to the Demolition Delay Bylaw and its implementing regulations have been discussed by the Historical Commission and are outlined later in this section under discussion of *Municipal Bylaws and Regulations*.

RECOMMENDATION:

- **Prepare regulations related to the Demolition Delay Bylaw that outline a simplified and expedited review process for projects involving partial demolition.**

Short-term action of the Historical Commission.



First Parish Meeting House in Sudbury Center



Sudbury Center Common – Sudbury’s local historic districts are at the heart of the Town’s historic preservation program.

Historic Districts Commission

As discussed in Chapter III, *Issues and Opportunities*, Sudbury’s five local historic districts are widely accepted as important community assets. Sudbury Center, the Wayside Inn, and South Sudbury (the King Philip Historic District) are readily cited by residents as the Town’s historic places. They have been local historic districts since 1963, 1967, and 1972 respectively, with the addition of the George Pitts Tavern Historic District in 2011, and design review is accepted as part of the building permit process with respect to making changes to buildings.

Sudbury’s Historic Districts Commission (HDC) reviews proposed new construction projects visible from the public way within the Town’s local historic districts. The HDC has been in transition in recent years, with new members replacing former long-time members. 2021 Town Meeting approved expansion of the HDC membership by adding two alternates, which has been subsequently approved by the State Legislature. The HDC collaborated with the Historical Commission in seeking Sudbury’s designation as a Certified Local Government by the Massachusetts Historical Commission and the National Park Service.

Design Guidelines

As planning for this Historic Preservation Plan was in progress, the HDC initiated a process for development of design guidelines to assist property owners as an educational resource and to facilitate HDC review and compliance. Funding for preparation of the design guidelines was approved by the Community Preservation Commission and by Town Meeting.

The preparation of design guidelines is strongly supported by this Historic Preservation Plan as an educational resource for the owners of historic properties throughout Sudbury. They will also be useful in clearly communicating design principles and guidance for meeting the standards used by the HDC in awarding Certificates of Appropriateness for proposed new work on historic buildings in the local historic districts. The new design guidelines will expand upon and illustrate the existing written General and Specific Guidelines currently in use.

In addition to guidelines for new design, it is recommended that the design guidelines provide information on the appropriate maintenance of historic buildings and conservation of historic materials. The guidelines should describe common issues affecting historic materials and appropriate means and methods for their care and repair.

RECOMMENDATION:

- **Prepare the HDC’s proposed design guidelines as an educational resource for the maintenance, repair, and implementation of changes to historic buildings throughout Sudbury.**

Short-term action of the Historic Districts Commission in collaboration with the Historical Commission.



Design guidelines are a resource to assist property owners in the care of their historic properties.

Historic District Boundaries

The HDC and some stakeholders have expressed interest in the possible expansion of existing local historic districts and designation of new districts. For example, the Concord Road corridor between the King Philip Historic District of South Sudbury and Sudbury Center has been noted as significant to both districts. Existing small clusters of historic properties have been cited as possible new districts.

These discussions are underway and may be put forward for Town consideration in the future. It has been noted that local historic districts may be discontinuous – not all land between the resources of interest need be included. Any recommendations for expanding existing local historic districts or designation of new districts must be undertaken in partnership with and with approval of property owners.

RECOMMENDATION:

- **Consider the expansion of existing local historic districts to incorporate significant adjacent resources or the designation of new local historic districts where appropriate.**

Long-term action of the Historic Districts Commission in collaboration with the Historical Commission.

Over the long term, consideration might be given to creating a Town-wide local historic district in which designated historically significant buildings are included in design review by the Historic Districts Commission. Such designation could be undertaken on a thematic basis, such as for historic farmsteads. Sudbury's use of the Special Act for establishment of local historic districts provides flexibility in the use of a potential town-wide designation.

RECOMMENDATION:

- **Consider establishment a Town-wide local historic district for designated historically significant buildings.**

Long-term action of the Historical Commission.

One note – as discussed in Chapter IV, *Municipal Bylaws and Regulations*, Sudbury's Old Sudbury District was established by Special Act of the state legislature in Chapter 40 of the Special Acts of 1963 and includes a provision allowing for the establishment of new local historic districts and for changes in the sizes of historic districts by a two-thirds vote of Town Meeting.

Massachusetts also has a statewide enabling statute, the Historic Districts Act of 1960, authorizing municipalities to establish local historic districts through their own bylaws. Because Sudbury's local historic districts have been established by Special Act of the state legislature, no provisions for local historic districts are included in the Town's General Bylaws. Sudbury may continue to establish new local historic districts and make changes to its local historic districts through the Special Act as approved by Town Meeting. Use of the Special Act gives Sudbury greater flexibility in its establishment of local historic districts because it is not bound by some of the limitations included in the Historic Districts Act.

Several other issues in discussions with the HDC and stakeholders arose that should be addressed over the long term.

The Sudbury Center, King Philip, and George Pitts Tavern Historic District boundaries are defined by distance from the public right-of-way rather than by property parcel lines. This has caused complications with significant buildings (especially outbuildings) located just beyond the historic district boundaries not being subject to review and protection. Some new construction projects are sited just beyond the boundary to avoid review even though they are part of the visible historic context.

Additionally, buildings and structures deemed historically significant that straddle the boundary line become subject to review by both the HDC and Historical Commission (under the Demolition Delay Bylaw), complicating the review process. While this happens only rarely, it has been raised as an issue for consideration.

Over the long term, it is recommended that the boundaries of these three local historic districts be revised to be the actual parcel lines of properties rather than distance from the public right-of-way. The expansion of local historic districts and/or establishment of new local historic districts should be implemented using property lines.

In the meantime, should conflicts occur with respect to buildings straddling the line, it is recommended that the Historical Commission defer to the HDC in undertaking review on its behalf with the provision that the entire building be subject to review, rather than just the portion visible from the public right-of-way.

RECOMMENDATIONS:

- **Over the long term, revise the boundaries of the Sudbury Center, King Philip, and George Pitts Tavern Historic Districts to be the full parcel lines of properties rather than distance from the public right-of-way.**

Long-term action of the Historic Districts Commission in collaboration with the Historical Commission with approval of Town Meeting.

- **Should conflict occur with respect to buildings straddling the historic district boundary, defer to a single review by the HDC with provision that the entire building be subject to review.**

Long-term action of the Historical Commission and HDC.

Non-historic Building Review

As mentioned in Chapter III, a significant number of buildings within the two Wayside Inn Historic Districts are not historically significant and are not located within a historic landscape context. Many are located within contemporary private subdivisions that have no relationship to historic landscape areas or features. While property owners within these neighborhoods may wish to have their properties subject to design review, there is no need that this occur other than the consensus of these owners.

It is recommended that such contemporary subdivision properties within the Wayside Inn Historic Districts not be subject to design review. Decisions on which properties should be subject to review should be made on an area-by-area basis by the HDC with input from property owners. The current HDC's guidelines allow for abbreviated review, yet in practice the review process still appears to be substantial.

RECOMMENDATION:

- **Substantially limit or exempt design review for contemporary residences in non-historic areas of the Wayside Inn Historic Districts as provided for in the districts' guidelines.**

Short-term and ongoing action of the Historic Districts Commission.

Single Property Historic Districts

A Single Property Historic Districts program should be established and promoted by the Historic Districts Commission and Historical Commission for privately owned historic properties where owners wish to establish a level of protection for the future as a legacy in the interest of the property and the community. Such designation would be provided solely on a volunteer basis for property owners who wish to establish such protection as a legacy to benefit the property.

As Single Property Historic Districts, properties would undergo review by the Historic Districts Commission when exterior changes are proposed as would any property located within a local historic district. The process for establishing a Single Property Historic District is the same as that for establishment of a local historic district under Sudbury's Special Act.

The Single Property Historic District designation provides a simplified mechanism through which oversight and protections can be provided for a historic property short of the establishment of preservation restrictions or easements. Preservation restrictions typically require the recruitment of a non-profit organization to hold the restriction in perpetuity, legal costs in setting up the restriction, and a substantial donation to the non-profit for its long-term management. The Single Property Historic District program is simpler, cost-effective, and gives the Town and Historic Districts Commission the responsibility for review and protection.

Single Property Historic District designation could be used as a means of establishing a public interest in a property in exchange for rehabilitation grants from the Community Preservation Commission (discussed below) or other form of Town incentive.

RECOMMENDATION:

- **Invite the private owners of historic properties to participate in the Single Property Historic District program as a means of providing long-term protection of their historic properties.**

Mid-term and ongoing action of the Historic Districts Commission and Historical Commission.

Preservation Consultant

As discussed above with respect to the Historical Commission, the HDC would benefit from access to professional guidance on occasion with respect to some project reviews. It is recommended that the HDC have access to a professional preservation consultant experienced in the architectural treatment of historic buildings who can be called in to provide guidance on a case-by-case basis

RECOMMENDATION:

- **Provide the Historic Districts Commission with access to a professional preservation consultant experienced in the architectural treatment of historic buildings who can be called in to provide guidance on an as-needed basis.**

Mid-term action of the Historic Districts Commission, Select Board and Town Manager.



Community Preservation Act funding is instrumental in the preservation and rehabilitation of Town-owned and non-profit historic resources.

Community Preservation Committee

The Community Preservation Committee (CPC) has been supportive of historic preservation in Sudbury by providing funding for a variety of preservation-related projects over the past two decades. In general, priority may be given to bricks-and-mortar projects in the maintenance and rehabilitation of Town-owned and non-profit historic buildings, structures, and sites. However, the funding of inventories, research studies, and educational resources is also very important and are emphasized in this Historic Preservation Plan as necessary to raise public awareness and support for historic preservation action in Sudbury.

Among the recommended projects outlined in Part III that could be funded through the CPC are:

- Design guidelines (already approved),
- Ongoing inventory work on a biannual basis,
- Thematic National Register Nomination for Sudbury’s Agricultural Buildings and Landscapes,
- Indigenous Cultural Landscape Study and Survey,
- Archaeological Reconnaissance Survey,
- Hosmer House Historic Structure, Cultural Landscape and Collections Assessment Reports,
- Route 20 Corridor Preservation Study,
- History of Suburbanization in Sudbury,
- Historic Structure Reports and Cultural Landscape Reports,
- Funds for retaining a Preservation Consultant,
- Funds for Preservation and Conservation Restrictions, and
- Educational resources, programming, and interpretation for environmental conservation and historic preservation.

Of this list, the Historic Preservation Plan recommends prioritization of (a) thematic National Register nomination, (b) educational resources, programming, and interpretation, (c) Route 20 Corridor Study, (d) Indigenous Cultural Landscape Study., and (e) Hosmer House HSR/CLR and collections recommendations.

Additionally, it is recommended that the CPC establish a program providing limited grant funding to private property owners as a means of providing financial assistance for preservation and rehabilitation projects. Property owners have lamented the cost of undertaking historic preservation projects in accordance with appropriate standards, not only as required within the Town’s local historic districts, but Town-wide. A small grants program established through the CPC would provide incentives for projects of community interest.

Guidelines for the grants programs could be needs-based, could emphasize certain types of maintenance and rehabilitation work, and could emphasize vulnerable building types such as barns and agricultural outbuildings. Use of the grants program would require the property owners to agree to some sort of legal preservation agreement for receipt of public support, which could be a preservation restriction, establishment of a single property historic district, or another form of agreement.

Establishment of a single property historic district for properties receiving grants outside of existing local historic districts is recommended by this plan. However, several communities have examples of other forms of agreements that may be considered.

RECOMMENDATIONS:

- **Continue to fund a variety of historic preservation projects that directly preserve historic resources, further documentation and understanding of historic resources, and raise public awareness and support for historic preservation.**

Ongoing action of the Community Preservation Committee as recommended and requested by the Historical Commission, Historic Districts Commission, and others as appropriate.

- **Consider establishment of a small grants program available to private property owners as an incentive for the preservation and maintenance of historic buildings.**

Mid-term action of the Community Preservation Committee with support of the Historical Commission and Historic Districts Commission.



Historic residences are the most common historic resources in Sudbury and are present from 18th, 19th, and 20th centuries. Private property owners are the important audience for preservation.

MUNICIPAL BYLAWS AND REGULATIONS

The Town of Sudbury was one of the earliest municipalities in Massachusetts to enact bylaws specifically protecting significant historic resources. Over the years, in addition to the Special Act that enabled the establishment of local historic districts, Sudbury has established a Historical Commission, enacted a Demolition Delay Bylaw, enacted a Scenic Roads Bylaw, and adopted the Community Preservation Act—all of which are among the most important and commonly enacted regulatory mechanisms in Massachusetts. These are in addition to the several environmental and conservation bylaws which the Town has enacted.

Going forward, preservation in Sudbury is more about making its regulatory framework work as efficiently and effectively as possible than it is about enacting additional bylaws and regulations. The following recommendations are offered.

Zoning Bylaw and Subdivision Regulations

Sudbury's existing Zoning Bylaw and Rules and Regulations Governing Subdivision of Land are reviewed in Part II, Section II.E, *Municipal Bylaws and Regulations*, of this Historic Preservation Plan. In general, the language in both documents with respect to the recognition and protection of historic resources is very limited and could be strengthened.

Without expanding regulatory authorities, simple changes to the existing language could strengthen the Planning Board's hand in negotiation of historic preservation issues with developers. Specifically:

- Provide definitions for historic resources, historic landscape resources, historic landscape context, and archaeological resources. (*Zoning Bylaw, Article 7000; Subdivision Regulations, Section II.A*)
- State that it is Town policy that historic resources should be preserved and incorporated into new development in a manner that preserves their historic integrity. (*Zoning Bylaw, general, non-regulatory statement of policy added to Article 2000; Subdivision Regulations, a new section on Protection of Historic Resources in Section V, Design Standards*)
- Require that historic building and landscape resources be surveyed and identified on existing conditions plans. Include identification of resources on adjacent properties. (*Zoning Bylaw, Article 6300, Site Plan Review, Section 6350, Site Plans; Subdivision Regulations, Section IV.B.4, Preliminary Plan Form and Contents and Section IV.C.3, Definitive Plan Form and Contents*)
- Require that historic landscape contexts associated with historic buildings be identified. (*Zoning Bylaw, Article 6300, Site Plan Review, Section 6350, Site Plans; Subdivision Regulations, Section IV.C.5, Site Evaluation*)

- For properties where historic resources have been identified on a property being developed or on a property immediately adjacent, include Historical Commission review as part of the review process. (*Zoning Bylaw, Article 6300, Site Plan Review, Section 6360, Reports from Town Boards or Agencies; Subdivision Regulations, Section IV.C.6.c, Review of Other Town Boards and Commissions*)
- Require that developers describe the proposed treatment of historic resources and their historic landscape contexts in their development project. (*Zoning Bylaw, Article 6300, Site Plan Review, Section 6350, Application; Subdivision Regulations, Section IV.C.5, Site Evaluation, Section IV.C.8, Expert opinion, and as a new section on Protection of Historic Resources in Section V. Design Standards*)
- Allow for adaptive reuse that preserves the overall historic integrity of historic buildings and building complexes. Consider the Secretary of the Interiors Standards for Rehabilitation for guidance. (*Zoning Bylaw, Article 6300, Site Plan Review, Section 6350, Application; Subdivision Regulations, Section IV.C.5, Site Evaluation, Section IV.C.8, Expert opinion, and as a new section on Protection of Historic Resources in Section V. Design Standards*)
- When negative impacts are anticipated, require mitigation measures as an element of negotiation. (*Zoning Bylaw, Article 6300, Site Plan Review, Section 6350, Application; Subdivision Regulations, Section IV.C.5, Site Evaluation, Section IV.C.8, Expert opinion, and as a new section on Protection of Historic Resources in Section V. Design Standards*)
- When appropriate, require the preparation of a full Historic Resource Impact Study detailing the above measures in increased detail. (*Zoning Bylaw, Article 6300, Site Plan Review, Section 6350, Application; Subdivision Regulations, Section IV.C.8, Expert opinion, impact studies*)
- When appropriate, require an archaeological survey. (*Zoning Bylaw, Article 6300, Site Plan Review, Section 6350, Application; Subdivision Regulations, Section IV.C.8, Expert opinion, impact studies*)
- When appropriate, require HABS/HAER standard photo documentation of historic building interior and exterior. (*Zoning Bylaw, Article 6300, Site Plan Review, Section 6350, Application; Subdivision Regulations, Section IV.C.5, Site Evaluation, Section IV.C.8, Expert opinion, and as a new section on Protection of Historic Resources in Section V. Design Standards*)

While these measures do not provide additional regulatory authority, they make the Town's intent that historic resources be preserved and appropriately treated clear, and they provide the context and basis for negotiations to achieve that aim.

In support of preservation planning goals, it is important the Town's historic resource inventory be made accessible through the Town's GIS system. This is

easily accomplished through data sets available through MassGIS. Additionally, the Town's historic resource inventory should be made available digitally to developers online.

Both mapping and inventory forms are currently available through the Massachusetts Historical Commission MACRIS program, however making them available through the Town's systems would simplify data collection and help underscore the Town's intent. It would be desirable over the long term to have the GIS mapping and inventory forms linked such that when a location is clicked the inventory form appears, but this is not essential.

RECOMMENDATIONS:

- **Include additional language in the Sudbury's Zoning Bylaw and Subdivision Regulations supporting the preservation and appropriate treatment of historic resources when new development is being planned.**

Mid-term action of the Planning Board with support from the Historical Commission.

- **Make Sudbury's historic resource inventory available through the Town's GIS system and make historic inventory forms available online.**

Short-term action of the Information Technology Department and Planning and Community Development Department with support of the Historical Commission.



Close coordination between the Planning Board and Historical Commission is critical in applying historic preservation principals to areas where development is occurring, such as along the Route 20 corridor.

Demolition Delay Bylaw

Sudbury's Demolition Delay Bylaw is discussed earlier in this section in relation to the Historical Commission, and issues related to the bylaw are outlined in Chapter III, *Issues and Opportunities*.

As noted in the Historical Commission section above, adoption of an 18-month period of potential delay for full or substantial demolition is recommended to provide adequate time for the consideration of alternatives to demolition as intended in the bylaw. Six-month periods have found to be inadequate in practice as many projects involving land development take considerably longer and the 6-month delay is not found to be a disincentive for negotiation.

It is recommended that several additional revisions be made to the bylaw to clarify and simplify review processes, as follows:

- Amend the bylaw to allow for notification of hearing by posting notice on the Sudbury Historical Commission webpage of the Town website instead of in a newspaper. (See Wayland 2022 Town Meeting Article 17 for an example of suggested wording.)
- Simplify the description of Regulated Buildings and Structures as (1) historic resources pre-dating 1940 identified in Sudbury's Historic Resources Inventory, and (2) resources post-dating 1940 that have been specifically designated by the Historical Commission.
- Provide definitions for *historic resource* and *Sudbury Historic Resource Inventory*.
- As discussed above, revise the delay period for preferably preserved buildings proposed to be fully or substantially demolished to 18 months to provide an effective period during which alternatives to demolition may be sought.
- Maintain the 6-month period for preferably preserved buildings where partial demolition is being proposed.
- Include an enforcement mechanism for agreements established between the applicant and Historical Commission avoiding enactment of a delay through a legally binding agreement between the applicant and the Town that may be enforced by the Town Manager.
- As discussed previously, adopt regulations supplementing the bylaw that describe the review process for partial demolition and standards or requirements for avoiding triggering of a delay. Include definitions for *full or substantial demolition* and *partial demolition*.

RECOMMENDATION:

- **Revised language in the Demolition Delay Bylaw as needed to strengthen and clarify the review process and make it more effective with respect to full or substantial demolition.**
Long-term action of the Historical Commission with approval of Town Meeting.

Historic Districts Special Act

Recommendations that would require use of the Sudbury provision with respect to local historic districts in Chapter 40 of the Special Acts of 1963 are included earlier in Part III in discussion of the Historic Districts Commission. These include:

- Potential use of property lines as the boundaries for local historic districts in lieu of distances from the public right-of-way,
- Consideration of the expansion of existing local historic districts or establishment of new districts,
- Use of Single Property Historic Districts, and
- Potential for a future Town-wide Historic Overlay District for significant historic buildings outside of the existing local historic districts.

Demolition by Neglect Bylaw

As noted in the Sudbury Master Plan, consideration should be given to the adoption of a Property Maintenance Code or Demolition by Neglect Bylaw in Sudbury.

A number of historic buildings have been lost in Sudbury due to the neglect and lack of maintenance by property owners. While this problem has been most evident in the loss of historic outbuildings, such as barns, carriage houses, and other agricultural buildings, it has also occurred with respect to significant historic houses that have been left abandoned to deteriorate. Enactment of a Property Maintenance Code and/or Demolition by Neglect Bylaw would provide tools to help address this problem.

Many municipalities have Property Maintenance Codes, which are routine and closely associated with building codes. They are most common in more urban or heavily developed communities where neighborhood maintenance and character are under threat due to rental, low income, and social issues. While these are not common problems in Sudbury, a Property Maintenance Code would support neighborhood upkeep, character, and property values on the occasions when needed.

Demolition by Neglect Bylaws are a common tool in use in historic preservation to help prevent the loss of buildings through lack of maintenance. The most common problem is the deterioration of roofing which allows water to penetrate a building and cause the structural elements to decay.

Demolition by Neglect Ordinances are difficult to enforce, and policies must be established through which municipal officials begin gently with a request that repairs be made and then move to more forceful means such as fines if they are ignored. A truly effective means of enforcement in difficult cases is when the municipality takes action to enter onto the property to take stabilization measures itself and then places a lien on the property to recover costs.

This Historic Preservation Plan recommends adoption of a Demolition by Neglect Bylaw as the most appropriate preservation-related tool to address the issue of neglect. Enactment of a Property Maintenance Bylaw is a broader topic that may be considered by the Select Board and Planning Board, but is not

specifically recommended here. The Massachusetts Historical Commission has model Demolition by Neglect Bylaws that may be considered for adoption by Sudbury, and models used by other Massachusetts towns should be considered as well. Along with the bylaw, regulations should be established outlining the process by which the bylaw will be implemented and enforced by the Town.

RECOMMENDATION:

- **Consider adoption of a Demolition by Neglect Bylaw to help address the issue of loss of historic buildings including barns to intentional lack of maintenance.**

Long term action of the Select Board with input from the Historical Commission and approval of Town Meeting.



Archaeological resources may be present in many types of landscape areas and should be identified and protected when possible. The thematic nomination to the National Register recommended in this section can help address identification of post-contact and settlement archaeological resources. The Indigenous Cultural Landscape Study recommended will help identify Native American archaeological resources.

Archaeological Resource Protection Bylaw

As outlined by the Massachusetts Historical Commission, an Archaeological Resource Protection Bylaw is a general bylaw that modifies existing regulatory processes to address protection of archaeological sites. An Archaeological Resource Protection Bylaw can require review by the Historical Commission for development projects proposed in areas that can be identified on a reliable archaeological sensitivity map. Inclusion of archaeological resources in the definitions sections of subdivision regulations, wetlands protection bylaws, and

sections of local zoning bylaws adds a level of regulatory review for new construction projects that might affect archaeological resources.

Identification of areas with potential for archaeological sites through sensitivity mapping is an important first step in planning for the adoption of an Archaeological Resource Protection Bylaw. Such a sensitivity map is recommended to be produced as part of the Indigenous Cultural Landscape Study discussed earlier in this Part III under Section III.C.3. Sensitivity mapping is undertaken to identify areas containing or likely to contain archaeological resources. When development projects are proposed in these areas, levels of archaeological investigation and mitigation may be considered.

Use of an archaeological sensitivity map would be an important tool in the protection of potential archaeological resources whether or not a full bylaw is adopted. The Historical Commission should use the sensitivity map to advise the Planning Board of the potential for resources, and the Planning Board could then negotiate with the developer for investigations, protections, or mitigations as deemed appropriate.

RECOMMENDATIONS

- **Use an archaeological sensitivity map as a tool to increase awareness of potential archaeological resources when new residential or commercial development is proposed.**

Mid-term action of the Historical Commission as an advisor to the Planning Board.

- **Consider adoption of an Archaeological Resource Protection Bylaw to protect archaeologically sensitive areas when new residential or commercial development is proposed.**

Mid-term action of the Historical Commission in consultation with the Planning Board and Select Board.

PUBLIC AWARENESS, PROGRAMMING, AND EDUCATION

Sudbury has a strong identity grounded in its pastoral suburban landscape character and featuring both natural and historic resources. Local residents are keenly aware of the Town's character and appear to value the quality of life it affords. In conversations and surveys, Town residents were aware of Sudbury's most historic places – Sudbury Center and the Wayside Inn – and yet other Town-wide resources are not as highly recognized, and the importance of their preservation is not as widely appreciated.

There is need in Sudbury for an ongoing program of public engagement to raise public awareness and support for the preservation of remaining historic resources. Such a program should include stewardship within Sudbury broadly, bringing together entities involved in natural resource conservation as well as historic preservation. It is suggested that this be a task of the proposed Stewardship Working Group discussed earlier in Chapter IV under Sudbury's Historic Preservation Program.

Several potential initiatives for public engagement are suggested below.

Preservation Advocacy Organization

Residents interested in historic preservation should consider forming a local Preservation Advocacy Organization. Such an advocacy organization would be a small non-profit organization that could promote historic preservation from the private sector without the restrictions binding governmental entities such as the Historical Commission or Historic Districts Commission. The organization could advocate for historic preservation at public meetings and undertake private sector initiatives, building its capacity over time.

A Preservation Advocacy Organization would be capable of undertaking pro-active private sector preservation activities within the Town. It must be capable of marshalling volunteer efforts and raising funds for its initiatives. It could start small with minimal or no funding and build its capacity over time. Some of its potential initiatives might be eligible for CPC funding.

The Preservation Advocacy Organization should be a companion organization to the Sudbury Valley Trustees (SVT). It should assist the SVT with historic preservation issues on properties SVT owns or protects, recognizing that historic preservation is not part of the SVT mission. Historic preservation actions could be separately funded and implemented by the Preservation Advocacy Organizations in collaboration with SVT.

Among its activities, the organization should advocate for historic preservation issues and undertake historic preservation projects where possible. For instance, it could purchase threatened historic properties and resell them with preservation restrictions to responsible buyers.

In forming an advocacy organization, founders should consult with organizations throughout the Town in developing a vision, role, and guiding principles for the initiative. They should cultivate a leadership group that can provide guidance and a basis for future financial support. It should identify a Board of Directors with a strong interest in historic preservation and good relationships with the network of Town interests that will be important to success.

Draft mission and vision statements, bylaws, and a set of guiding principles should be prepared. Consult with potential partnering organizations for guidance and support. Conduct public meetings to gather input on the initiative and its potential activities. Cultivate relationships with organizations and entities sympathetic with its mission, especially the Sudbury Valley Trustees.

In the beginning, the group can function on an informal, ad hoc basis. When ready, the organization should file for incorporation as a 501c3 non-profit organization.

The Preservation Advocacy Organization should be a bipartisan, private sector entity working to build community consensus around historic preservation issues. It should be professional in all its actions and should carefully maintain a reputation as an honest broker upon which other organizations and the public can depend. It should maintain good working relationships with Town boards, commissions, and committees. The Falmouth Preservation Alliance in Falmouth, MA is a possible model.

RECOMMENDATION

- **Create a local preservation advocacy organization to provide Sudbury with a non-profit partner that can address historic preservation issues through private sector initiatives.**

Long-term action of local residents and entities interested in historic preservation.

Communications – Semi-annual Newsletter

It is recommended that the Historical Commission and Conservation Commission collaborate in publication of a semi-annual newsletter to Sudbury residents on preservation and conservation topics. The newsletter could be a product of the Stewardship Working Group discussed earlier in Section III.C.2.

Other means of public outreach could also be employed, making sure that stewardship topics are included in any broader Town publication formats.

RECOMMENDATION

- **Publish a semi-annual newsletter to residents on preservation and conservation topics and make it available online, through email distribution, and through regular mail.**

Mid-term action of the Historical Commission and Conservation Commission, lead entities in the Stewardship Working Group discussed in this section.

Preservation/Conservation Awards Program

It is recommended that the Historical Commission and Conservation Commission collaborate in establishing an annual awards program to highlight initiatives undertaken by residents or entities in the historic preservation and conservation. Various award topics could be established, including building preservation/rehabilitation, landscape conservation, leadership and advocacy, and others. The program should be established as a public event that can be widely attended and publicized. The awards program could be a project of the Stewardship Working Group discussed in Section III.C.2.

RECOMMENDATION

- **Establish an annual Preservation/Conservation Awards Program to highlight and celebrate preservation and conservation initiatives and achievements by residents and entities in Sudbury.**

Short-term action of the Historical Commission and Conservation Commission, lead entities in the Stewardship Working Group.

Sudbury, A Pictorial History

The book *Sudbury, A Pictorial History* by Laura Scott was published in 1989 in celebration of Sudbury's 350th anniversary and was sponsored by the Sudbury Historical Society, Sudbury Select Board, and the Wayside Inn. This book provides an accessible and informed overview of Town history into the late 20th century that is not available in other publications such as Hudson's 1889 *History of Sudbury* or the 1939/1987 *The Brief History of Sudbury*.

Sudbury, A Pictorial History is now out of print and copies are hard to obtain. It is recommended that the book be republished so it can be readily available to Town residents again. As a longer project, it would be desirable to update the book in content and perspective, perhaps in preparation of the Town's 400th anniversary.

RECOMMENDATION

- **Republish the book *Sudbury, A Pictorial History* and make it available for purchase to residents and the general public.**

Mid-term action of the Sudbury Historical Society in partnership with the Historical Commission and Community Preservation Commission.

Technical Assistance to Homeowners

The Historical Commission and Historic Districts Commission should consider offering technical assistance to the owners of historic properties in the form of a professional consultant who could be called upon on an as-needed basis to meet with the owners and provide advice on the maintenance of historic buildings and building materials. The consultant could also provide advice on the approach to needed changes.

The consultant could be the same as proposed to provide advice to the two commissions, as discussed earlier in this section. He/she should have experience in architectural design, materials conservation, and preservation planning. The program could be funded through the Historical Commission budget or as a special initiative funding through the CPC.

RECOMMENDATION

- **Offer a program of professional technical support to the owners of historic properties providing analysis and advice on the maintenance and potential changes to historic buildings and historic building fabric.**

Long-term action of the Historical Commission, Historic Districts Commission, and Community Preservation Commission.

Town-wide Interpretive Program

Interpretation — storytelling through public exhibits and media — is a means of exposing residents and visitors to the rich and diverse stories of Sudbury's natural and historic places. A robust interpretive program in Sudbury will raise public awareness about those places and support historic preservation and conservation by stimulating interest, conveying significance, and highlighting the resources important to the Town. Interpretation will relate Town history to the authentic places that give Sudbury its distinctive character and quality of life.

As a primary initiative of this Historic Preservation Plan, a Town-wide interpretive presentation should be developed that offers a comprehensive summary of Sudbury's history and natural landscape to the public using online and onsite exhibits. The initiative should include both historic and natural sites and should be organized and led by the Stewardship Working Group discussed above.

The Sudbury History Center (Loring Parsonage), Hosmer House, Wayside Inn, and Great Meadows NWR should serve as anchor sites to which visitors are directed for personal contact and an interpretive overview. Digital and onsite exhibits presented at natural and historic sites throughout Sudbury would expand the stories, provide places to explore, and provide in-depth personal experiences. The Town’s local historic districts, conservation lands, parks, trails, and other publicly accessible places would be featured for storytelling.

The presentation should coordinate storytelling between natural and historic sites – weaving the Town’s natural and cultural history together. Natural, indigenous, settlement, and agricultural stories should be featured. Implementation should be phased in over time. Together, the Town’s existing attractions, public lands, and potential new programming should be presented as a single coordinated Town-wide system such that interpretation of Sudbury’s identity is consistent between sites and landscapes. The program should be a feature of the Freedom’s Way National Heritage Area, which will be approached for support, promotion, and marketing.

RECOMMENDATIONS

- **Develop a coordinated Town-wide interpretive presentation of Sudbury’s natural and historic places to raise public awareness and encourage support for preservation, conservation, and stewardship.**

*Mid-term **priority** action of the Historical Commission, Conservation Commission, Sudbury Historical Society, Wayside Inn Foundation, Sudbury Valley Trustees, Parks Department, Community Preservation Commission, and others.*

- **Designate the Stewardship Working Group as the lead entity in implementation of the Town-wide interpretation and public engagement program.**

Mid-term action of the Stewardship Working Group.



The Wayside Inn is a principal historic attraction in Sudbury.

In implementation of the Town-wide Interpretive Presentation, it is recommended that representatives of the Stewardship Working Group prepare a simplified **Town-wide interpretive plan** that can be implemented in phases over time. Professional interpreters and individuals experienced in public history should lead the effort and provide quality control. Assistance should be sought from the Freedom's Way National Heritage Area, Minute Man National Historical Park, and Great Meadows National Wildlife Refuge.

A set of Town-wide **themes and storylines** should be developed to organize and guide interpretation. Themes are the *Big Ideas* that convey meaning and the significance of historic sites and resources. Themes are intended to help residents and visitors connect individual stories with broader contexts, understand what those stories mean, and why they matter.

Storylines are threads of events that trace Sudbury's historical development over time by topic and are used to convey and illustrate themes. Themes should help relate Sudbury's stories to regional and national contexts. **Theme statements** should be prepared for each storyline to guide interpretive content. Each storyline may have several relevant themes, which may also track between different storylines.

Every potential interpretive area, site, and historic resource in Sudbury should have a place within the structure of storylines and themes for the Town-wide presentation. Both natural and historic sites should be included. Stories relating to individual sites and resources should be told and related to both the Town-wide contexts and those of other individual sites and resources.

Orientation materials should include an overview of Town-wide storylines and themes; sites where they are presented; and suggested routes, trails, and itineraries. Kiosks or other forms of orientation exhibit should be installed at key places where residents and visitors gather, such as the History Center, Wayside Inn, Rail Trail junction in South Sudbury, and at parks and trailheads.

The interpretive plan should outline how residents and visitors will be oriented to the Town-wide presentation. Sudbury's **website** can host orientation and interpretive information using the Town branding and graphic identity and may be linked to the websites of partnering sites and organizations. A family of **brochures and maps** that can be downloaded or printed and displayed should be created based on the storylines and themes.

Except for **anchor sites** such as the History Center, Wayside Inn, Hosmer House, and Great Meadows NWR, Sudbury's interpretive presentation will be primarily self-guided. A centerpiece of the presentation should be an **outdoor exhibit program** that can be used for self-guided experiences at historic and nature sites throughout Sudbury. The outdoor exhibit program will enable publicly accessible sites to tell their stories without the need for staffing or for indoor museum programming. Self-guided sites can be made visitor-ready with great flexibility and minimal cost such that they can be marketed to visitors alongside the Town's established attractions.

In accordance with the interpretive plan, professional interpreters associated with the Stewardship Working Group and the anchor sites should take the lead

in preparing content and providing guidance and quality control for the development and implementation of the exhibits.

The exhibits should use a common **graphic format** using a Town-wide graphic identity. It is suggested that National Park Service exhibit carriers be considered for use in the exhibits to simplify the design process, reduce costs, ensure consistency, and achieve a high-quality product.

The exhibit program should also consider the use of **digital content** that can be accessed using smartphones, tablets, and online through the Town website. Digital content should be rich in its visual presentation and has the advantage of being easily and frequently updated.

Public art is an important medium through which Sudbury's sites may be enhanced and interpretation offered. Historically, monuments, statues, plaques, and historic objects have been a means of commemorating places and events and may be considered a form of public art – Sudbury has a number of significant monuments that may be included in the Town's interpretive presentation.

New public art for interpretive purposes may include sculpture, murals, and other art formats installed in parks, along trails, and along sidewalks where appropriate to enliven the landscape and to tell Sudbury's stories.

Implementation can begin immediately with sites and programs that are visitor-ready and already active, such as those offered by the History Center, Wayside Inn Foundation, Hosmer House, Great Meadows NWR, and several Town and SVT conservation sites.

Priority can then be given to adding sets of new interpretive exhibits and experiences at key sites and locations over time. Sets of exhibits for any one area should be planned all at one time. Sets of interpretive exhibits to be installed should be phased in over time as funding is available. Sudbury's CPC has a history of funding interpretive exhibits as educational resources supporting historic preservation and natural resource conservation.



A Town-wide interpretive presentation can engage residents with both historic and natural sites.

MUNICIPAL POLICY, MANAGEMENT, AND CAPITAL IMPROVEMENTS

An overview of municipal organization and policy is presented in Part II, Section II.F, of this Historic Preservation Plan, *Municipal Policy, management, and Capital Improvements*. Most aspects of municipal policy with respect to historic preservation are presented in other sections of the plan addressing the history of planning in Sudbury, partners and stakeholders, historic properties inventories, bylaws and regulations, and other topics. Most important is the discussion of Sudbury’s Historic Preservation Program discussed earlier in this section.

Sudbury’s Town government addresses a wide range of topics of community interest as represented by the number of boards, commissions, and committees. Municipal policy is established by the enactment of bylaws by Town Meeting and their administration by Town government. Of particular importance to this Historic Preservation Plan are policies related to planning and growth management, historic preservation in particular, land conservation, and the management of Town-owned historic properties.

Historic and cultural resources are defining features of community character and identity. Municipal policy and planning initiatives should recognize the role of historic and cultural resources in local quality of life and place a strong emphasis on their preservation.

Town Policy and Planning Leadership

Town leadership in policy and planning is provided through the elected and appointed officials, principally the Select Board and Town Manager, and their directives and allocation of resources. The work of the Town’s numerous boards, commissions, and committees is also critical when it impacts historic resources.

The Select Board and Town Manager are essential in providing leadership and direction to Town staff, boards, commissions, and committees in municipal policy, management, the allocation of resources, and the implementation of programs.

Leadership in growth management is provided by the Planning Board and is expressed through the 2021 Sudbury Master Plan. A primary focus in growth management should be given to identifying, preserving, and enhancing the historic character of the built environment Town-wide.

The incorporation of historic preservation values, principles, and processes into Sudbury’s municipal planning and growth management strategies and documents is essential if local community character is to be preserved. It is a key factor in preserving historic buildings and landscapes and is one of the most important ways of implementing this Historic Preservation Plan. The 2021 Sudbury Master Plan provides a framework for these efforts and is supplemented by the recommendations included in this Historic Preservation Plan.

RECOMMENDATIONS:

- **Provide leadership in establishing municipal policies that enhance the historic character of the built environment and allocate the necessary resources toward their realization.**
Ongoing action of the Select Board, Planning Board, and Town Manager.
- **Recognize the role of historic and cultural resources as character defining features in community identity, character, and local quality of life.**
Ongoing action of the Select Board, Planning Board, and Town Manager.
- **Incorporate historic preservation values, principles, and processes into municipal policy, planning, and programs at all levels of municipal activity.**
Ongoing action of the Select Board, Planning Board, and Town Manager.
- **Recognize this Historic Preservation Plan as a companion document to the 2021 Sudbury Master Plan, implementing its preservation strategies and recommendations.**
Ongoing action of the Select Board, Planning Board, and Town Manager.
- **Continue to take advantage of available state and federal programs that will support and help implement the Town’s planning vision.**
Ongoing action of the Select Board, Planning Board, and Town Manager.

Conservation Lands

Land conservation has been an important community initiative in Sudbury over the past fifty years. Significant areas of land have been permanently preserved as open space by governmental entities at the local, state, and federal levels and by non-profit organizations. The Town of Sudbury, its Conservation Commission, and other stakeholders have played important roles in these efforts, which have received strong public support.

The scope and context for land conservation in Sudbury is outlined in the Town’s *Open Space and Recreation Plan.*, which is periodically updated and qualifies Sudbury for state and federal grants. Town involvement in land conservation has stemmed historically from the need to protect lands associated with groundwater supplying public water to the village centers as well as residential development areas Town-wide.

Land conservation helps preserve historic resources. Historic preservation can be framed in terms of landscape and landscape character with appreciation of how the landscape has changed over time through different periods of the Town’s historical development. This is particularly true with respect to Sudbury’s significant agricultural history.

Land conservation is a means through which historic resources can be preserved and is an important tool supporting a landscape approach to historic preservation. While the primary impetus for many land conservation initiatives has been based on ecological and environmental values, cultural and historic

landscape values are important as well. Historic preservation and land conservation are related in three important ways:

1. Most conserved properties have historic resources on them. This is particularly the case for former agricultural landscapes that have succeeded to woodlands, as in Sudbury. Remnant landscape features, and sometimes entire complexes are present within these landscapes. When land is conserved, the historic resources on the property are preserved as well. A landscape's story can be read through its geology, patterns of former land use, remnant historic resources, and successional plant communities.
2. Land conservation can be used explicitly to preserve historic properties, such as Davis Farm, Pantry Brook Farm, and Broadacres Farm in Sudbury. The preservation of Dickson property on Water Row for historic preservation and conservation purposes was one of the first projects for which CPC funding was used in Sudbury.
3. In places where organizations and financial resources are limited, partnerships between historic preservation and land conservation interests can address multiple community goals.

Land conservation and historic preservation interests should work together in expanding Sudbury's Town-wide open space system. In some cases, historic preservation should be a driving factor in land conservation initiatives.

RECOMMENDATION:

- **Support land conservation efforts that help preserve and connect historic landscapes and landscape resources.**

Short-term and ongoing action of the Historical Commission, Historic Districts Commission, and Sudbury Historical Society.

Historical and cultural values should be considered by Town and non-profit conservation organizations when properties are being evaluated for protection. Existing condition assessments for conservation lands should include the identification of historic buildings, structures, and landscape context and features. Treatment plans should include the preservation of historic features. Where land conservation organizations are not able to contribute resources to historic preservation treatments, creative preservation partnerships should be sought to provide the information, experience, and management capabilities needed. The establishment of a Preservation Advocacy Organization discussed in this section is one means of providing support to conservation organizations for historic preservation actions.

RECOMMENDATION:

- **Incorporate historical and cultural values into the criteria used to assess and prioritize land for conservation initiatives.**

Short-term and ongoing action of the Conservation Commission, Sudbury Valley Trustees, and other land conservation entities.

Sudbury's conservation lands and Town-wide trail network should be used to interpret the landscape as outlined in the Town-wide interpretive presentation discussed elsewhere in Chapter IV. Sudbury's trail network is an important recreational amenity for residents and visitors and supports historic

preservation interests by showcasing the historic landscape and providing linkages to historic sites. Community Preservation Act funding can be used as an important funding source in combination with other grants for phased implementation of the trail network.

RECOMMENDATION:

- **Use conservation lands and the Town’s open space trail network as an interpretive venue, presenting the natural and historic landscape to residents and visitors.**

Short-term and ongoing action of the Conservation Commission, Sudbury Valley Trustees, Historical Commission, Wayside Inn Foundation, and other entities through the Stewardship Working Group.



Conservation lands are often of historical as well as natural significance and have stories to tell.

Maintenance of Town-owned Properties

The Town of Sudbury owns and maintains a considerable number of historic buildings and landscapes including several of the Town’s most historically significant properties. An overview of Sudbury’s Town-owned historic properties is provided in Chapter III, Municipal Policy, Management, and Capital Improvements along with a summary of the Town entities responsible for their maintenance and treatment. Additional information on roles and responsibilities is provided in Chapter II on Partners and Stakeholders.

Sudbury should strive to be a model in the stewardship of its historic buildings and landscapes and an example of what is expected of the private and non-profit sectors. Sudbury’s historic character is central to its identity and quality of life, and the historic resources in the Town’s care are of particular significance.

Sudbury's Town Manager, Facilities Department, and Department of Public Works are responsible for implementation of maintenance and related projects involving historic buildings and landscapes, often using private sector contractors. The Select Board, Permanent Building Committee, Planning Board, Conservation Commission, Historical Commission, Parks and Recreation Commission, and others are involved in oversight and in new projects involving historic buildings and landscapes.

All should be aware of historic preservation principles and processes and would benefit from professional guidance and information.

RECOMMENDATIONS:

- **Incorporate historic preservation principles, processes, and conservation treatments into capital planning projects, site management, and site maintenance. Sudbury should be a model for the stewardship of its historic buildings and landscapes.**

Ongoing action of all Town boards, commissions, committees, and departments as expressed through the leadership of the Select Board, Planning Board, Historical Commission, and Town Manager.

- **Collect a library of information on *best practices* in preservation treatments and maintenance practices for the types of resources and issues being addressed. Make the information available to planning and maintenance staff and encourage its use.**

Short-term and ongoing action of the Historical Commission and Historic Districts Commission through the Stewardship Working Group.

- **Retain historic preservation consultants on an as-needed basis for advice on preservation, conservation, and maintenance treatments. Retain professionals experienced in historic preservation to prepare construction documents for projects being undertaken.**

Short-term and ongoing action of the Permanent Building Committee, Facilities Department, and Department of Public Works.

- **Use contractors with proven experience in conservation and historic preservation methodologies for the various trades involved with work on historic buildings and landscapes.**

Short-term and ongoing action of the Permanent Building Committee, Facilities Department, and Department of Public Works.

- **Provide preservation and conservation training to Town planning, parks, facilities, and maintenance staff through workshops, videos, and onsite consultations.**

Mid-term and ongoing action of the Planning and Community Development Department, Facilities Department and Department of Public Works.

Information and resources on the appropriate treatment of historic buildings and landscapes have been developed by preservation professionals and organizations over decades with application in many historic preservation projects. Most important are the preservation principles outlined in the

Secretary of the Interior's Standards for the Treatment of Historic Properties and their related guidelines discussed in Part I, Section I.A, *Introduction to Historic Preservation Planning* in this Historic Preservation Plan. Additional information on the Standards is available online.

Literature on conservation practices for various types of materials, features, and conditions is also made available online. The most common source of information on conservation treatments are the *Preservation Briefs* and *Preservation Tech Notes* prepared by the National Park Service's Technical Preservation Services. Preservation Briefs and Tech Notes are available for over fifty different subjects ranging from general topics such as cultural landscapes, new building additions, and accessibility to specific information on materials and features such as windows, siding, masonry, and roofs.



Historic structure reports are an essential tool in the preservation and maintenance of historic buildings.

Historic Structure Reports

Historic structural reports provide base information on the treatment of historic buildings and over time should be prepared for all of the Town's significant historic properties. As a priority, a historic structure report should be prepared for Hosmer House, as discussed earlier in this section. A historic structure report for Town Hall would be of benefit as well as rehabilitation and adaptive reuse planning for that building.

Historic structure reports generally include sections on:

- Background history and overview of the building's historical development,

- Statement of significance and discussion of local and national historic contexts to which the building is related,
- Identification of the building’s materials (wood, masonry, metals, etc.) and character defining features (doors, windows, porches, detailing, etc.),
- Conditions assessment for the building as a whole and for each type of material and character defining feature,
- Treatment plan, guidelines, and recommendations, and
- Guidance for accessibility, energy efficiency, and building mechanical systems.

Historic structure reports are baseline documents that are important in providing essential information to guide decision-making in the maintenance and preservation of historic buildings and consideration of needed changes over time. They are important as background for future new staff members and as future changes are considered. Historic structure reports should be prepared for each of Sudbury’s Town-owned historic buildings.

RECOMMENDATION:

- **Prepare a Historic Structure Report for each of Sudbury’s Town-owned historic buildings.**

Mid and long-term action of the Select Board, Planning Board, Stewardship Working Group, and Facilities Department.

Cultural Landscape Reports

Cultural landscape reports should be prepared for each of Sudbury’s historic properties as a long-term project with funding support from the Community Preservation Act. Cultural landscape reports are studies of historic properties that are undertaken in accordance with a specific methodology in order to document their features and provide guidelines for their treatment. In general, cultural landscape reports are comprised of the following sections:

- Background history and overview of the property’s historical development,
- Statement of significance and discussion of local and national historic contexts to which the property is related,
- Identification of the property’s character defining features,
- Conditions assessment for the landscape as a whole and for each character defining feature, and
- Treatment plan, guidelines, and recommendations.

The National Park Service has led the recognition and study of cultural landscapes including the preparation of cultural landscape reports and has developed methodologies and guidelines for their identification, assessment, and treatment. The identification and analysis of a landscape’s features and characteristics in a cultural landscape report usually include its:

- Spatial organization and land patterns,
- Views and vistas,

- Topography,
- Natural systems and features,
- Vegetation,
- Circulation,
- Land use,
- Buildings and structures,
- Small-scale features, and
- Other special considerations.

The National Park Service has prepared *Preservation Brief 36, Protecting Cultural Landscapes: Planning, Treatment and Management of Historic Landscapes* and *A Guide to Cultural Landscape Reports, Contents, Process and Techniques*, which are available online and outlines the contents of a cultural landscape report. Additional information and examples are available online as well.

RECOMMENDATION:

- **Prepare a Cultural Landscape Report for each of Sudbury’s Town-owned historic landscapes to document the properties and provide guidance for their future treatment.**

Mid and long-term action of the Select Board, Planning Board, Stewardship Working Group, and Department of Public Works.

Cemeteries

Sudbury owns and maintains numerous historic cemeteries as discussed in Chapter III, *Municipal Policy, Management, and Capital Improvements*. The Cemetery Department within the Department of Public Works is responsible for operation and maintenance of the cemeteries. Grass mowing and other routine maintenance is managed by the Parks and Grounds Department and is contracted to private firms. The Historical Commission has undertaken several conservation projects over the past two decades for the conservation of historic headstones.

Cemeteries and cemetery stones are among the oldest and most significant historic resources in Sudbury. Their condition should be assessed, and they should be properly maintained. Cemetery stones may also be considered historic works of art. Additionally, there are architectural elements in the cemeteries like decorative wrought iron railings, stone posts, and stone walls that also require maintenance and care. The Historical Commission and proposed Stewardship Working Group should take the lead in overseeing the maintenance and treatment of the Town-owned historic cemeteries. Conservation work should be undertaken on an ongoing, as-needed basis using CPC funding.

RECOMMENDATIONS:

- **Continue to perform appropriate routine maintenance of Sudbury’s historic cemeteries. Be careful that maintenance work does not damage historic features and is undertaken using historically appropriate techniques as outlined by the Massachusetts Historical Commission.**

Ongoing action of the Department of Public Works in consultation with the Historical Commission.

- **Continue to undertake the inventory, assessment, and phased conservation of cemetery headstones and other features. Obtain professional guidance and follow established conservation protocols.**
Ongoing action of the Historical Commission and Stewardship Working Group.
- **Prepare cultural landscape reports for Sudbury’s historic cemeteries as has been recommended for other Town-owned historic properties.**
Long-term action of the Historical Commission and Stewardship Working Group.
- **Interpret Sudbury’s historic cemeteries as part of the Town-wide interpretive presentation outlined earlier in this section.**
Long-term and ongoing action of the Stewardship Working Group.

A great deal of experience has been had in the care and maintenance of cemeteries and cemetery stones in Massachusetts. The Massachusetts Department of Conservation and Recreation (DCR) has prepared guidance for the management of historic cemeteries. The 2009 publication *Preservation Guidelines for Municipally Owned Historic Burial Grounds and Cemeteries* provides information on the historical background, preservation planning, recommendations for management, and case studies for cemeteries.

The 2011 publication *Terra Firma, Putting Historic Landscape Preservation on Solid Ground, A Guide to Identification and Protection* commemorated the tenth year of DCA’s Massachusetts Historic Cemetery Preservation Initiative and reviews issues and best practices as they have evolved. In addition, the National Park Service has a Preservation Brief on the preservation and treatment of historic grave markers.



Sudbury’s historic cemeteries are significant historic resources that are widely recognized and appreciated.

Town Archives and Historic Documents

Sudbury has a significant number of historic archival documents in Town Clerk's office, Goodnow Library, Town departments, Hosmer House and Sudbury Historical Society. The need for the inventory, assessment, curation, and preservation of these documents should continue to be addressed on an ongoing, long-term basis using CPC funding.

RECOMMENDATION:

- **As a long-term project, continue to address archival needs through inventory, curation, preservation, and digitization.**

Long-term action of the Town Clerk, Goodnow Library, Town departments, Historical Commission, and Sudbury Historical Society.

Other Historic Properties of Special Public Interest

A number of historic properties that are not owned by the Town are of special public interest as discussed in Chapter III of this Historic Preservation Plan. Preservation of these properties should be supported by both public and private efforts.

Perhaps most significant is the First Parish Meeting House in Sudbury Center. An iconic building closely associated with the Town's founding and expansion west of the Sudbury River, the First Parish Meeting House property was the location of the early Town Halls and includes the Common in Sudbury Center.

The congregation associated with the Meeting House has been diminishing in numbers in recent years. The building is expensive to maintain, and the congregation has been reliant on a few large donors and the Sudbury Foundation for ongoing maintenance and preservation work. The question of whether CPC funds can be used to support its preservation due to it being a religious building is not entirely clear and is being further investigated. Alternative management structures are also being explored to determine whether such structures could qualify as non-religious non-profit organizations.

Entities with preservation interests should work with the congregation of the First Parish Meeting House to determine how preservation support can be provided.

RECOMMENDATION:

- **Collaborate in strategies supporting the preservation and maintenance of the First Parish Meeting House.**

Mid-term action of the First Parish Church, Stewardship Working Group, Sudbury Foundation, and other preservation entities.

Of additional special interest are the conservation lands managed by the Sudbury Valley Trustees (SVT), also discussed in Chapter III. The Town and other conservation entities collaborate in land conservation aspects of SVT's work and the need for support with historic preservation aspects of their work is discussed earlier in this section with respect to the possibility of establishing a Preservation Advocacy Organization in Sudbury, with respect to using preservation in conservation criteria, and in interpretation.

SVT work involving historic preservation should be supported on a case-by-case basis with whatever tools are available and most appropriate. Other properties of special public interest should be engaged, monitored, and supported as well.

RECOMMENDATION:

- **Collaborate in strategies supporting the Sudbury Valley Trustees and other properties of special public interest in historic preservation issues associated with their sites.**

Ongoing action of the Stewardship Working Group.



A number of privately owned historic and conservation properties are of special public interest and deserve public support.

MECHANISMS TO PROTECT PUBLIC INVESTMENT IN PRIVATE HISTORIC PROPERTIES

The preservation of historic building and landscape resources happens primarily through local grassroots initiative. The most important grassroots initiative is the investment of private property owners in the appropriate maintenance and care of their historic homes.

The federal and state governments provide tax incentives for the preservation and rehabilitation of historic buildings used for commercial purposes. These federal and state tax credit programs are discussed in Appendix A of this plan but are not really relevant to conditions in Sudbury, where most historic buildings are residential or, if commercial, too small to make use of the tax credit process.

The Massachusetts Historical Commission (MHC, however, manages the Massachusetts Preservation Projects Fund through which grants are provided to municipalities and privately owned non-profit organizations for the preservation and rehabilitation of historic properties. The MHC protects the Commonwealth's investment through the grant program by requiring that a preservation restriction be enacted for the benefitting property. The preservation restriction is held by the MHC and preserves the property in perpetuity. MHC may also require that properties receiving such investment be made available for public access on a limited basis.

Similar grants may be provided at the local Town level through the use of Community Preservation Committee (CPC) funding for the preservation or rehabilitation of privately owned properties, as discussed earlier in this section. The use of CPC funds by non-profit organizations is straightforward. The use of CPC funds for private homes and businesses, as recommended earlier in this section, requires that criteria for awarding grants be established and that the public investment be protected in some way.

Local designation within a **local historic district** is one form of criteria that can be used to qualify a private property for a local public grant. The local historic district requires Historic Districts Commission review of any proposed work.

Establishment of a **preservation restriction** on a property receiving a local grant, as is required for MHC grants, is another common form of protection for the public investment in private property. Preservation restrictions are discussed in detail in Appendix A. Preservation restrictions are reviewed and approved by the MHC and may be held by the Town or by a non-profit organization. Their establishment is complicated and may involve a substantial donation for their ongoing management and monitoring.

Designation as a **single property historic district** provides a mechanism through which a property receiving a local CPC grant or other form of investment can be protected from inappropriate future changes short of the establishment of a preservation restriction. The use of a single property historic district is simpler, cost effective, and gives the Town and Historic Districts Commission the

responsibility for review and protection. A recommendation for the use of single property historic districts is included earlier in this section.

Preservation and Property Maintenance Agreement

Customized legal agreements can also be used to secure public investment in private historic properties. As a condition of receiving a CPC grant, the Town can enter into a legal agreement specifying how a building receiving the grant will be preserved and maintained. Processes, procedures, and requirements for making future changes can be delineated. Payback provisions can be included for violations if appropriate. The legal agreements can be customized to the type of resource, level of grant received, and other circumstances unique to the situation.

Special Permit or Subdivision Condition

Similar provisions can be included as negotiated conditions of subdivision and special permit approvals. Conditions could include the use of the various mechanisms outlined above or could outline specifics as to the use, treatment, and review processes for buildings receiving public investments.

MECHANISMS FOR OVERSIGHT/MANAGEMENT OF HISTORIC TOWN-OWNED PROPERTIES

The recognition, management, and treatment of historic Town-owned properties is discussed in Chapter III, Municipal Policy, Management, and Capital Improvements and in sections above. As emphasized there and here, historic building, landscape, and archaeological resources are central to Sudbury's character and quality of life. The Town of Sudbury should be a model for the recognition and appropriate treatment of historic resources. This can be accomplished through:

- Recognition by community leaders that the preservation of historic resources is central to public policy, especially the Select Board, Planning Board, and Town Manager;
- Understanding of community leaders of the basic principles of historic preservation as outlined in Chapter II of this Historic Preservation Plan;
- Providing community leaders with best practices information on the appropriate treatment of historic resources as they consider issues that may impact them;
- Building public understanding and support for the preservation of historic resources;
- Collaboration among preservation and conservation interests supporting and advocating for historic preservation; and
- Providing mechanisms through which historic preservation issues and recommendations may be fully considered as decisions on public policy are being made.

The purpose of this Historic Preservation Plan is to provide information and recommendations that will enable Sudbury to be a strong and proud steward of its historical and archaeological resources.





CHAPTER V – ACTION PLAN

An Action Plan has been prepared for Sudbury’s Historic Preservation Plan that reflects the strategies, recommendations, and priorities discussed in Chapter IV, *Recommendations*. The Action Plan is presented in the form of a matrix on the following pages.

Each of the recommendations included in Chapter V is listed in the matrix in same order as it appears in Chapter IV and under the appropriate topic or heading. For each recommendation, the matrix outlines the **Priority/Timeframe** for implementation, the entity with **Principal Management/Oversight** responsibility for implementation, and **Notes** with information pertinent to that recommendation.

Timeframes are presented as **Short Term** (1 to 2 years), **Mid Term** (2 to 5 years) or **Long Term** (more than 5 years). Recommendations of **High Priority** are noted as such. Most of these High Priority recommendations are gathered and presented in the Preservation Plan’s *Executive Summary*.

A number of recommendations are listed as **Ongoing** with respect to timeframe. For the most part, these Ongoing recommendations are best practices to be included in the regular activities of the responsible entity.

**Historic Preservation Plan
for the Town of Sudbury
Chapter V - Action Plan Matrix**

Number	Recommendation	Action Matrix Priority /Timeframe	Principal Management/Oversight	Notes
Sudbury Master Plan				
1	Maintain an ongoing awareness of implementation initiatives associated with the Sudbury Master Plan. Provide information, input, and support for initiatives impacting historic resources when appropriate.	Ongoing	Historical Commission	Coordinate with the Planning Board
2	Be proactive in anticipating and planning in advance for upcoming implementation initiatives associated with the Master Plan.	Ongoing	Historical Commission, HDC	Coordinate with the Planning Board
3	Coordinate historic preservation initiatives with the Sudbury Master Plan.	Ongoing	Historical Commission, HDC	Coordinate with the Planning Board
Sudbury's Historic Preservation Program Certified Local Government				
4	Undertake and complete the application process for designation as a Certified Local Government in accordance with processes administered by the Massachusetts Historical Commission and the National Park Service.	High Priority / Short Term	Historical Commission & HDC with the Planning Dept	
5	Review obligations under the CLG program and organize the Sudbury Historic Preservation Program to meet program requirements both administratively and regarding implementation initiatives.	Short Term	Historical Commission & HDC with the Planning Dept	
6	Prepare a yearly report to be provided to the Massachusetts Historical Commission and Select Board on activities and accomplishments of the Town with respect to CLG designation and the Town's Historic Preservation Program as a whole.	Ongoing	Historical Commission & HDC with the Planning Dept	

**Historic Preservation Plan
for the Town of Sudbury
Chapter V - Action Plan Matrix**

Number	Recommendation	Priority /Timeframe	Principal Management/Oversight	Notes
Stewardship Working Group				
7	Establish a Stewardship Working Group as recommended in the Sudbury Master Plan as the vehicle for engaging stakeholders in historic preservation Town-wide. Include land conservation entities as a means of better integrating historic and conservation interests.	High Priority / Short Term and Ongoing	Historical Commission, HDC, Conservation Commission, others	
8	Designate the Stewardship Working Group as the lead entity in implementation of a Town-wide interpretation and public engagement program as described later in this chapter.	Ongoing / Mid Term	Stewardship Working Group	
Historic Properties Inventory				
9	Undertake an ongoing program of inventory work on a biannual timeframe specifying work to be undertaken during each cycle including both new and updated inventory forms as determined appropriate.	Ongoing	Historical Commission	Ongoing, flexible relationship with the inventory consultant; CPC funding
History of Suburbanization in Sudbury				
10	Prepare a history of Sudbury's suburban growth from the 1940s (or earlier) to the present to record this important period while information is available and fresh.	Mid Term to Long Term	Historical Commission	Basis for future post-1940 inventory work; Potential for CPC & MHC funding
Heritage Landscapes				
11	Revisit the 2006 Heritage Landscape Report to reaffirm its findings and determine whether area inventory forms or cultural landscape reports should be prepared for identified priority Heritage Landscapes in Sudbury.	Mid Term to Long Term	Historical Commission	Potential for CPC & MHC funding
Indigenous Cultural Landscape Study and Survey				
12	Prepare a study of Sudbury's Indigenous Cultural Landscape with an archaeological survey component relating to Native American presence, use, and significance.	High Priority / Short and Mid Term	Historical Commission	Potential for CPC & MHC funding

**Historic Preservation Plan
for the Town of Sudbury
Chapter V - Action Plan Matrix**

Number	Recommendation	Priority /Timeframe	Principal Management/Oversight	Notes
Cultural Landscape Approach				
13	Take a cultural landscape approach to the identification and assessment of historic resources and properties and post-contact archaeological resources. For each identified area or resource, identify its character defining features and work toward their preservation and enhancement.	Ongoing	Historical Commission and partners	Potential for CPC & MHC funding
National Register of Historic Places				
14	Prepare a thematic nomination of Sudbury's agricultural building and landscape history and resources to the National Register of Historic Places including assessment of post-contact archaeological resources.	High Priority / Short and Mid Term	Historical Commission	
15	Pursue the nomination of individual resources to the National Register as recommended in the Sudbury Survey Update 2020-2021.	Long Term	Historical Commission	
Historical Commission				
Role of the Historical Commission				
16	Make sure that the Historical Commission is kept aware of topics and issues being addressed by other boards, commissions, and committees that may impact historic resources.	Ongoing	Town Manager & Planning Staff	
17	Organize Historical Commission members and alternates to engage and maintain relationships with key Town boards, commissions, and committees and their activities.	Short Term & Ongoing	Historical Commission	
18	Proactively and positively engage in topics and issues being addressed by other Town boards, commissions and committees providing information and guidance on the treatment of historic resources.	Ongoing	Historical Commission	

**Historic Preservation Plan
for the Town of Sudbury
Chapter V - Action Plan Matrix**

Number	Recommendation	Priority /Timeframe	Principal Management/Oversight	Notes
19	Provide the Historical Commission with access to a professional preservation consultant experienced in preservation planning and the architectural treatment of historic buildings who can be called in to provide guidance on an as-needed basis.	Ongoing	Historical Commission, Select Board & Town Manager	
20	Participate in periodic, ongoing training in historic preservation to enhance the qualifications and experience of all members of the Historical Commission and Historic Districts Commission.	Ongoing	Historical Commission and HDC with the Planning Board	As provided by MHC, Pres MA, and others
Sudbury Master Plan				
21	Acknowledge and maintain awareness of the importance of the Sudbury Master Plan as a primary venue for Town projects and initiatives.	Ongoing	Historical Commission	
Route 20 Corridor Preservation Study				
22	Support the Historical Commission's and Historic Districts Commission's active engagement in the visioning and planning for the Route 20 corridor with respect to historic preservation issues.	Ongoing	Historical Commission and HDC with the Planning Board	
23	Prepare a Route 20 Corridor Preservation Study to identify the capacity of historic properties for adaptive reuse and change in accordance with visioning and planning for the corridor.	High Priority / Short Term	Historical Commission with the Planning Board	Potential for CPC and MHC funding; To be prepared by a Historical Architect consultant
Town Center Cultural Landscape Assessment				
24	Prepare a Cultural Landscape Assessment of Town Center in support of proposed development and changes to Town Hall and the surrounding landscape.	Priority / Short to Mid Term	Planning Board in collaboration with the Historical Commission & HDC	

**Historic Preservation Plan
for the Town of Sudbury
Chapter V - Action Plan Matrix**

Number	Recommendation	Priority /Timeframe	Principal Management/Oversight	Notes
Hosmer House				
25	Establish a Hosmer House Committee of the Historical Commission with authority to manage the day-to-day operations of Hosmer House.	Short Term	Historical Commission	
26	Pursue employment of a part-time Museum House Manager to lead day-to-day operations at Hosmer House.	Short to Mid Term	Historical Commission, Town Manager, and Select Board	
27	Prepare a combined Historic Structure Report/Cultural Landscape Report for Hosmer House and its surrounding landscape to document their historic features, guide their appropriate treatment over time, and undertake strategic planning for operations and management.	High Priority / Short to Mid Term	Historical Commission	Potential for CPC & MHC funding
28	Retain a consultant to assess the Hosmer House collections, prepare an assessment report, and provide ongoing guidance for their care and treatment.	High Priority / Short to Mid Term	Historical Commission	Potential for CPC funding
Public Outreach				
29	Focus on initiatives that will engage residents, support property owners, and create positive perceptions about historic preservation and Sudbury's Historic Preservation Program.	Mid Term & Ongoing	Historical Commission in collaboration with Stewardship Working Group	
Demolition Delay				
30	Prepare regulations related to the Demolition Delay Bylaw that outline a simplified and expedited review process for projects involving partial demolition.	Short Term	Historical Commission	
Historic Districts Commission Design Guidelines				
31	Prepare the HDC's proposed design guidelines as an educational resource for the maintenance, repair, and implementation of changes to historic buildings throughout Sudbury.	Short Term	HDC in collaboration with the Historical Commission	Using CPC funding

**Historic Preservation Plan
for the Town of Sudbury
Chapter V - Action Plan Matrix**

Number	Recommendation	Priority /Timeframe	Principal Management/Oversight	Notes
Historic District Boundaries				
32	Consider the expansion of existing local historic districts to incorporate significant adjacent resources or the designation of new local historic districts where appropriate.	Long Term	HDC in collaboration with the Historical Commission	Requires consultation with property owners and approval of Town Meeting
33	Consider establishment of a Town-wide local historic district for designated historically significant buildings.	Long Term	HDC in collaboration with the Historical Commission	Requires approval of Town Meeting
34	Over the long term, revise the boundaries of the Sudbury Center, King Philip, and George Pitts Tavern Historic Districts to be the full parcel lines of properties rather than distance from the public right-of-way.	Long Term	HDC in collaboration with the Historical Commission	Requires consultation with property owners and approval of Town Meeting
35	Should conflict occur with respect to buildings straddling the historic district boundary, defer to a single review by the HDC with provision that the entire building be subject to review.	Long Term	Historical Commission, HDC	
Non-historic Building Review				
36	Substantially limit or exempt design review for non-historic residences in non-historic areas of the Wayside Inn Historic Districts as provided for in the districts' guidelines.	Short Term & Ongoing	HDC	
Single Property Historic Districts				
37	Invite the private owners of historic properties to participate in the Single Property Historic District program as a means of providing long-term protection of their historic properties.	Mid Term & Ongoing	HDC & Historical Commission	
Preservation Consultant				
38	Provide the Historic Districts Commission with access to a professional preservation consultant experienced in the architectural treatment of historic buildings who can be called in to provide guidance on an as-needed basis.	Mid Term	HDC, Select Board & Town Manager	

**Historic Preservation Plan
for the Town of Sudbury
Chapter V - Action Plan Matrix**

Number	Recommendation	Priority /Timeframe	Principal Management/Oversight	Notes
Community Preservation Committee				
39	Continue to fund a variety of historic preservation projects that directly preserve historic resources, provide further documentation and understanding of historic resources, and raise public awareness and support for historic preservation.	Ongoing	CPC with Historical Commission & HDC	
40	Consider establishment of a small grants program available to private property owners as an incentive for the preservation and maintenance of historic buildings.	Mid Term	CPC with Historical Commission & HDC	
Municipal Bylaws and Regulations				
Zoning Bylaw and Subdivision Regulations				
41	Include additional language in Sudbury's Zoning Bylaw and Subdivision Regulations supporting the preservation and appropriate treatment of historic resources when new development is being planned.	Mid Term	Planning Board in with support of the Historical Commission & HDC	
42	Make Sudbury's historic resource inventory available through the Town's GIS system and make historic inventory forms available online.	Short Term	Information Technology & Planning Depts	
Demolition Delay Bylaw				
43	Revise language in the Demolition Delay Bylaw as needed to strengthen and clarify the review process and make it more effective with respect to full or substantial demolition.	Long Term	Historical Commission	Requires approval of Town Meeting
Demolition by Neglect Bylaw				
44	Consider adoption of a Demolition by Neglect Bylaw to help address the issue of loss of historic buildings, including barns, to intentional lack of maintenance.	Long Term	Historical Commission and HDC	Requires approval of Town Meeting

**Historic Preservation Plan
for the Town of Sudbury
Chapter V - Action Plan Matrix**

Number	Recommendation	Priority /Timeframe	Principal Management/Oversight	Notes
Archaeological Resource Protection Bylaw				
45	Use an archaeological sensitivity map as a tool to increase awareness of potential archaeological resources when new residential or commercial development is proposed.	Mid Term	Historical Commission as an advisor to the Planning Board	See Indigenous Cultral Landscape Report Recommendation
46	Consider adoption of an Archaeological Resource Protection Bylaw to protect archaeologically sensitive areas when new residential or commercial development is proposed.	Mid Term	Historical Commission in consultation with the Select Board & Planning Board	Requires approval of Town Meeting
Public Awareness, Programming, and Education				
Preservation Advocacy Organization				
47	Create a local preservation advocacy organization to provide Sudbury with a non-profit partner that can address historic preservation issues through private sector initiatives.	Long Term	Local Residents and Advocates	Requires ability to raise funds privately
Communications -- Semi-annual Newsletter				
48	Publish a semi-annual newsletter to residents on preservation and conservation topics and make it available online, through email distribution, and through regular mail.	Mid Term	Historical Commission & Conservation Commission as leaders of the Stewardship Working Group	
Preservation/Conservation Awards Program				
49	Establish an annual Preservation/Conservation Awards Program to highlight and celebrate preservation and conservation initiatives and achievements by residents and entities in Sudbury.	Short Term	Historical Commission & Conservation Commission as leaders of the Stewardship Working Group	
Sudbury, A Pictorial History				
50	Republish the book Sudbury, A Pictorial History and make it available for purchase to residents and the general public.	Mid Term	Sudbury Historical Society	

**Historic Preservation Plan
for the Town of Sudbury
Chapter V - Action Plan Matrix**

Number	Recommendation	Priority /Timeframe	Principal Management/Oversight	Notes
Technical Assistance to Homeowners				
51	Offer a program of professional technical support to the owners of historic properties providing analysis and advice on the maintenance and potential changes to historic buildings and historic building fabric.	Long Term	Historical Commission, HDC, & CPC	Potential for CPC funding
Town-wide Interpretive Program				
52	Develop a coordinated Town-wide interpretive presentation of Sudbury's natural and historic places to raise public awareness and encourage support for preservation, conservation, and stewardship.	High Priority / Mid Term	Stewardship Working Group	Potential for CPC funding
53	Designate the Stewardship Working Group as the lead entity in implementation of the Town-wide interpretation and public engagement program.	Mid Term	Stewardship Working Group	
Municipal Policy, Management, and Capital Improvements				
Town Policy and Planning Leadership				
54	Provide leadership in establishing municipal policies that enhance the historic character of the built environment and allocate the necessary resources toward their realization.	Ongoing	Select Board, Planning Board, & Town Manager	
55	Recognize the role of historic and cultural resources as character defining features in community identity, character, and local quality of life.	Ongoing	Select Board, Planning Board, & Town Manager	
56	Incorporate historic preservation values, principles, and processes into municipal policy, planning, and programs at all levels of municipal activity.	Ongoing	Select Board, Planning Board, & Town Manager	
57	Recognize this Historic Preservation Plan as a companion document to the 2021 Sudbury Master Plan, implementing its preservation strategies and recommendations.	Ongoing	Select Board, Planning Board, & Town Manager	

**Historic Preservation Plan
for the Town of Sudbury
Chapter V - Action Plan Matrix**

Number	Recommendation	Priority /Timeframe	Principal Management/Oversight	Notes
58	Continue to take advantage of available state and federal programs that will support and help implement the Town's planning vision.	Ongoing	Select Board, Planning Board, & Town Manager	
Conservation Lands				
59	Support land conservation efforts that help preserve and connect historic landscapes and landscape resources.	Short Term & Ongoing	Historical Commission, HDC, & Sudbury Historical Society	
60	Incorporate historical and cultural values into the criteria used to assess and prioritize land for conservation initiatives.	Short Term & Ongoing	Conservation Commission, Sudbury Valley Trustees	
61	Use conservation lands and the Town's open space trail network as an interpretive venue, presenting the natural and historic landscape to residents and visitors.	Short Term & Ongoing	Stewardship Working Group	
Maintenance of Town-owned Properties				
62	Incorporate historic preservation principles, processes, and conservation treatments into capital planning projects, site management, and site maintenance. Sudbury should be a model for the stewardship of its historic buildings and landscapes.	Ongoing	Town Boards, Commissions, and Committees	
63	Collect a library of information on best practices in preservation treatments and maintenance practices for the types of resources and issues being addressed. Make the information available to planning and maintenance staff and encourage its use.	Short Term	Historical Commission & HDC through the Stewardship Working Group	
64	Retain historic preservation consultants on an as-needed basis for advice on preservation, conservation, and maintenance treatments. Retain professionals experienced in historic preservation to prepare construction documents for projects being undertaken.	Short Term & Ongoing	Permanent Building Committee, Facilities Dept & Dept of Public Works	

**Historic Preservation Plan
for the Town of Sudbury
Chapter V - Action Plan Matrix**

Number	Recommendation	Priority /Timeframe	Principal Management/Oversight	Notes
65	Use contractors with proven experience in conservation and historic preservation methodologies for the various trades involved with work on historic buildings and landscapes.	Short Term & Ongoing	Permanent Building Committee, Facilities Dept & Dept of Public Works	
66	Provide preservation and conservation training to Town planning, parks, facilities, and maintenance staff through workshops, videos, and onsite consultations.	Mid Term & Ongoing	Planning Dept, Facilities Dept & Dept of Public Works	
Historic Structure Reports				
67	Prepare Historic Structure Reports for each of Sudbury's Town-owned historic buildings.	Mid & Long Term	Select Board, Planning Board, Stewardship Working Group, Facilities Dept	Potential for CPC & MHC funding
Cultural Landscape Reports				
68	Prepare Cultural Landscape Reports for each of Sudbury's Town-owned historic landscapes to document the properties and provide guidance for their future treatment.	Mid & Long Term	Select Board, Planning Board, Stewardship Working Group, Dept of Public Works	Potential for CPC & MHC funding
Cemeteries				
69	Continue to perform appropriate routine maintenance of Sudbury's historic cemeteries. Be careful that maintenance work does not damage historic features and is undertaken using historically appropriate techniques as outlined by the Massachusetts Historical Commission.	Ongoing	Dept of Public Works in consultation with the Historical Commission	
70	Continue to undertake the inventory, assessment, and phased conservation of cemetery headstones and other features. Obtain professional guidance and follow established conservation protocols.	Ongoing	Historical Commission and Stewardship Working Group	Potential for CPC funding
71	Prepare cultural landscape reports for Sudbury's historic cemeteries as has been recommended for other Town-owned historic properties.	Long Term	Historical Commission and Stewardship Working Group	

**Historic Preservation Plan
for the Town of Sudbury
Chapter V - Action Plan Matrix**

Number	Recommendation	Priority /Timeframe	Principal Management/Oversight	Notes
72	Interpret Sudbury's historic cemeteries as part of the Town-wide interpretive presentation outlined earlier in this section.	Long Term	Stewardship Working Group	
Town Archives and Historic Documents				
73	As a long-term project, continue to address archival needs through inventory, curation, preservation, and digitization.	Long Term	Town Clerk, Goodnow Library, Town Departments, Historical Commission, Sudbury Historical Society	Potential for CPC funding
Other Historic Properties of Public Interest				
74	Collaborate in strategies supporting the preservation and maintenance of the First Parish Meeting House.	Mid Term	First Parish Meeting House, Stewardship Working Group, Sudbury Foundation	
75	Collaborate in strategies supporting the Sudbury Valley Trustees and other properties of special public interest in historic preservation issues associated with their sites.	Ongoing	Stewardship Working Group	



APPENDIX A – NATIONAL AND STATE HISTORIC PRESERVATION PROGRAMS

A.1 National Historic Preservation Program

**A.2 Massachusetts State Historic Preservation Program –
The Massachusetts Historical Commission**



APPENDIX A – NATIONAL AND STATE HISTORIC PRESERVATION PROGRAMS

Historic preservation is primarily a product of community-based 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. A comprehensive structure has been developed to help identify significant resources, encourage their preservation, and plan for their future.

This structure emanates from the federal government founded upon a nationwide consensus on preservation standards. However, preservation programs are implemented primarily at the local level by and in accordance with the goals, beliefs, priorities, and capabilities of local communities and their citizens. The grassroots nature of historic preservation is a fundamental concept and the strength of historic preservation programs.

Appendix A outlines the structure of the nation's historic preservation program at the federal and state levels. Its purpose is to show how the historic preservation program at the federal level is designed to encourage local initiative and demonstrate how local community preservation programs build upon the nationwide system in accordance with local interests and dependent upon local initiatives.

A.1 NATIONAL HISTORIC PRESERVATION PROGRAM

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 sponsored, funded or permitted 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.

The cornerstone of the national program is the *National Historic Preservation Act of 1966* (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, Native American tribes, and local governments. In addition, the act establishes that federal policy should contribute to the preservation of non-federally owned historic resources and provide encouragement to organizations and individuals undertaking preservation by private means.

The NHPA has been amended by Congress over the years to improve, clarify, and reaffirm the national program. Key elements of the NHPA and the National Historic Preservation Program are listed below and are relevant to historic preservation at the community level.

National Register of Historic Places

The NHPA authorizes the Secretary of the Interior to maintain the National Register of Historic Places composed of districts, sites, buildings, structures, and objects significant in American history, architecture, archaeology, engineering, and culture. The National Register is the nation's official list of historic resources that have been determined worthy of preservation. The Keeper of the National Register at the National Park Service is responsible for deciding on the eligibility of historic properties for inclusion on the National Register. Resources may be significant at the local, state, or national level.

The National Register is administered by the National Park Service and supports the efforts of public agencies, private organizations, and individuals to identify, evaluate, and protect significant historic and archeological resources. The National Register includes over 95,000 listings representing over 1.8 million individual contributing resources.

The National Register is the core designation program within the National Historic Preservation Program. Listed properties are recognized as having met professionally developed criteria for historical significance at the national, state, or local level. Listing on the National Register is largely an honorary recognition. It recognizes the importance of a historic resource without placing any obligations or restrictions on the resource owner. Listing does not give the federal government any ownership rights or regulatory controls with respect to a property, except for possible regulatory impacts if federal funding or licensing is involved.

Listing in the National Register provides economic and other benefits, including:

- Makes the resource eligible for federal and state rehabilitation tax incentives;
- Requires federal agency review under NHPA Section 106 to take into account an undertaking's impacts on a resource prior to issuance of a federal permit; and
- Qualifies a resource for federal historic preservation grants when funds are available.

The Massachusetts Historical Commission (MHC State Historic Preservation Office) administers the National Register program in Massachusetts on behalf of the National Park Service. Once voted on favorably by the State Review Board of the MHC at one of its quarterly National Register meetings, nominations of eligible properties are forwarded to the National Park Service in Washington, D.C. for review, approval, and listing.

The MHC website has additional information on the National Register Program including information on publications such as the *National Register Application Manual*, *The National Register of Historic Places: Effects and Benefits of Listing*, and *There's a Difference! – Local Historic District, National Register District*.

Although a national program, the National Register is important on a local level because it identifies and evaluates resources according to uniform, professionally recognized standards and criteria. These criteria are specifically designed to help state and local governments, organizations, and individuals identify important historic and archeological resources worthy of preservation and consideration when making local planning and land development decisions.

Listing on the National Register highlights the prominence of a resource and helps raise public awareness of its significance. Properties and districts in Sudbury that are listed on the National Register are discussed under Chapter III of this Historic Preservation Plan.

National Historic Landmarks Program

Properties that are nationally significant and possess exceptional value or quality in illustrating or interpreting the heritage of the nation may be designated as National Historic Landmarks by the Secretary of the Interior. National Historic Landmarks are the highest level of designation within the National Historic Preservation Program.

Authorized in the NHPA, approximately 2,600 properties across the country have been designated as National Historic Landmarks, only a small percentage of which are owned by the federal government. The National Historic Landmarks Program is managed by National Park Service staff, who assist organizations and citizens from across the country in the nomination and review process.

Designation as a National Historic Landmark:

- Ensures that stories of nationally significant historic events, places, or persons are recognized and preserved for the benefit of all citizens;

- Provides the property's historic character with a measure of protection against projects initiated by the federal government; and
- Qualifies a resource for grants, tax credits, and other opportunities when available to help maintain a property's historic character.

Designation as a National Historic Landmark is purely an honorary recognition. It does not give the federal government any ownership rights or regulatory controls with respect to a property. No National Historic Landmarks have been designated in Sudbury.

State Historic Preservation Programs

The NHPA establishes a partnership through which State Historic Preservation Officers (SHPOs) are designated in each state to 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. 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.

Among the duties of the SHPO within each state as outlined in the NHPA are to:

- Survey and maintain an inventory of historic resources;
- Manage the National Register process at the state and local levels;
- Prepare and implement a statewide historic preservation plan;
- Assist local governments in developing local historic preservation plans and in becoming Certified Local Governments;
- Administer federal grant, tax credit, and other assistance programs for historic preservation;
- Consult with federal agencies in the Section 106 program;
- Provide public information, education, and training and technical assistance in historic preservation; and
- Cooperate with all levels of government and the private sector to ensure that historic properties are taken into consideration at all levels of planning and development.

State Historic Preservation Offices are the backbone of the National Historic Preservation Program. They connect the national program to the local level and ensure that it is customized to state and local circumstances and interests in accordance with established national standards.

Certified Local Government Program

The NHPA establishes a program through which local governments can become certified to participate in the National Historic Preservation Program. The Certified Local Government Program is a preservation partnership between local, state, and national governments focused on promoting historic preservation at the grassroots level. The program is jointly administered by the National Park Service and the State Historic Preservation Offices in each state,

with each local community working through a certification process to become recognized as a Certified Local Government (CLG).

As a CLG, a local government has access to federal grants specifically designated to support local preservation planning as well as technical assistance provided by the SHPO and NPS. Local governments have the opportunity to network with other CLGs through the National Alliance of Preservation Commissions and other programs such as the National Main Street program. Most importantly, however, is the recognition that a CLG has demonstrated the commitment and capability to implement historic preservation planning at a professional level. There are twenty-seven CLGs in Massachusetts. The Town of Sudbury has not been certified as a CLG but is pursuing certification.

Section 106

Section 106 of the NHPA states that federal agencies must take into account the effect of any federal, federally assisted, or federally licensed undertaking on any resource that is included in or eligible for inclusion in the National Register.

Section 106 requires each federal agency to identify and assess the effects of its actions on historic resources. Those actions may directly affect the interests of the public, local residents, or local government. The responsible federal agency must consult with appropriate state and local officials, Native American tribes, applicants for federal assistance, and members of the public and consider their views and concerns about historic preservation issues when making final project decisions.

Effects are preferably resolved by mutual agreement, usually among the affected state's State Historic Preservation Officer, federal agency, and any other involved parties including local historical commissions. The Advisory Council for Historic Preservation oversees the process and may choose to participate in controversial or precedent-setting situations.

Section 106 can be an important vehicle through which historic resources are identified and protected. Additionally, larger Section 106 projects and multiple projects over time have generated considerable information and knowledge on local, regional, and national history.

When a federal undertaking such as a federally funded road project is proposed, the sponsoring agency is responsible for identifying and evaluating for National Register eligibility any resources over 50 years of age located within the area of potential effect of the proposed project. This type of survey is generally coordinated with the State Historic Preservation Office (In Massachusetts, the Massachusetts Historical Commission) and performed by individuals who meet federal qualifications for architectural history and archeology.

The evaluation of these properties might result in recommendations of National Register eligibility for additional historic resources and/or archeological sites. If it appears that proposed work might have an effect on a listed or eligible resource, the sponsoring agency needs to evaluate the effect and propose solutions for its mitigation.

Section 110

As amended in 1992, Section 110 of the NHPA outlines a broad range of responsibilities for federal agencies that own, manage, or otherwise control historic properties. Among other things, Section 110 calls for federal agencies to establish their own preservation programs that provide for careful consideration of historic properties commensurate with their mission and the effects of their activities on historic properties. The agencies are required to designate qualified Federal Preservation Officers to coordinate their historic preservation activities.

Advisory Council on Historic Preservation

The Advisory Council on Historic Preservation was created by the NHPA as an independent federal agency that promotes the preservation, enhancement, and productive use of our nation's historic resources, and advises the President and Congress on national historic preservation policy.

As directed by the NHPA, the Advisory Council is responsible for recommending administrative and legislative improvements for protecting our nation's heritage; advocate for full consideration of historic values in federal decision making; and reviewing federal programs and policies to promote effectiveness, coordination, and consistency with national preservation policies.

The Advisory Council is an appointed body with twenty-three members that meet four times a year. Day-to-day operations are managed by the Chairman, Executive Committee, and staff. Among its more specific responsibilities is management of the Section 106 review process and working with federal agencies to help improve how they consider historic preservation values in their programs.

Secretary of the Interior's Standards for the Treatment of Historic Properties

The *Secretary of the Interior's Standards for the Treatment of Historic Properties* (Standards) were established as part of the NHPA to provide a set of guidelines and standards for the preservation, rehabilitation, restoration, and reconstruction of historic buildings and landscapes. The Standards and accompanying Guidelines are used to advise both federal agencies and the general public on best practices for the treatment of resources listed in or eligible for listing on the National Register of Historic Places. The Standards provide valuable insight into the appropriate treatment of historic resources. The Secretary of the Interior's Standards are discussed in more detail in Chapter II of this Historic Preservation Plan.

National Park System and National Park Service

The National Park System is comprised of 419 sites and covers more than 85 million acres. These include 134 historical parks or sites, 83 national monuments, 62 national parks, 25 battlefields or military parks, 19 preserves, 18 recreation areas, 10 seashores, four parkways, three lakeshores, and two reserves. The National Park System preserves and interprets many of the nation's most significant historic sites. There are fifteen National Park System sites in Massachusetts including Minute Man National Historical Park in Concord and Lexington.

The National Park System is managed by the National Park Service (NPS). The NPS also helps administer dozens of affiliated sites, the National Register of Historic Places, National Heritage Areas, National Wild and Scenic Rivers, National Historic Landmarks, and National Trails. A 29-mile length of the Sudbury, Assabet, and Concord Rivers was designated as a National Wild and Scenic River by Congress in 1999.

The NPS was created by the Organic Act of 1916 with the mission “to conserve the scenery and the natural and historic objects and the wildlife therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations.” The Historic Sites Act of 1935 placed responsibility for the nation’s historic preservation activities with the NPS.

Over the years as federal historic preservation programs have increased, the NPS has played a central role in both administering programs and in providing leadership in conveying and encouraging a preservation ethic nationwide. The NPS is a key player in the National Historic Preservation Program.

One of the most important ways in which the NPS provides support for preservation is by providing technical services. NPS sites within the National Park System are encouraged to engage their local communities as part of their mission. This can be implemented in a variety of ways, including programs for schoolchildren, collaboration in heritage tourism, and support for community initiatives.

National Heritage Area Program

National Heritage Areas are designated by Congress as places where natural, cultural, and historic resources combine to form a cohesive, nationally important landscape. They are places known for their unique culture and identity, as well as for being good places to live and visit. Through their resources, National Heritage Areas tell nationally important stories that celebrate our nation's diverse heritage and support the local economy through heritage tourism.

National Heritage Areas are managed locally by designated ‘coordinating entities’, usually a local non-profit organization, that build public partnerships involving a wide variety of local interests to undertake projects in accordance with an approved management plan. The National Park Service administers the overall National Heritage Area Program nationwide, and partners with, provides technical assistance, and distributes matching federal funds from Congress to the local coordinating entity and its partnerships.

Fifty-five National Heritage Areas have been designated by Congress nationwide. Freedoms Way National Heritage Area was established by Congress in 2009 and consists of 45 communities in north-central Massachusetts and southern New Hampshire. Sudbury is located within and along the southern edge of the National Heritage Area, which include Hudson, Stow, Maynard, Concord and Lincoln but not Marlborough, Framingham, or Wayland.

National Heritage Areas are lived-in landscapes with a grassroots, community driven approach to heritage conservation and economic development. They

collaborate with communities to determine how to make heritage relevant to local interests and needs and to support locally driven historic preservation, natural resource conservation, recreation, heritage tourism, and educational projects.

Freedom's Way National Heritage Area is managed by the Freedom's Way Heritage Association and its primary NPS partner in Minute Man National Historical Park. Freedom's Way National Heritage Area has proved several small grants to local partners such as the Sudbury Historical Society.

Heritage Documentation Programs

The *Historic American Building Survey* (HABS), introduced in 1933, was the first of four National Park Service Heritage Documentation Programs created to establish permanent, high quality public records of significant historic resources.

HABS was initially introduced as a make-work New Deal program for unemployed architects and focused on documenting significant, threatened, or rare examples of historic American buildings with measured architectural drawings, large-format photography, and written documentation. The program became permanent as part of the Historic Sites Act of 1935. The Wayside Inn was documented by HABS in 1935, and its drawings and photographs are archived in the Library of Congress.

In 1969, the *Historic American Engineering Record* (HAER) was established to document historic engineering resources such as bridges, mills, dams, aqueducts, and vessels. The third documentation program, the *Cultural Resources Geographic Information Systems* (CRGIS), was established in 1989 to institutionalize the use of Geographic Information Systems (GIS), Global Positioning Systems (GPS), and Remote Sensing technologies in historic preservation within the National Park System, State Historic Preservation Offices, and Tribal Historic Preservation Offices.

The *Historic American Landscape Survey* (HALS) is the newest component of the program, established in 2000. HALS documents historic American landscapes, including both vernacular and designed landscapes, through drawings, written histories, and photography. Documentation produced through the Heritage Documentation Programs constitutes the nation's largest archive of historic architectural, engineering, and landscape documentation.

HABS, HARE, or HALS documentation is often undertaken as a mitigation measure when federal or state actions, such as transportation or utility projects, are determined to impact historic resources.

Federal Historic Preservation Tax Incentives

The Federal Historic Preservation Tax Incentives program was established in 1976 to foster private sector investment in historic preservation projects and promote community revitalization. It is one of the nation's most successful and beneficial community revitalization programs. It has leveraged over \$102 billion in private investment to preserve 45,383 historic properties since 1976.

The Preservation Tax Credit program is targeted for income-producing properties and requires that they be rehabilitated in accordance with the

Secretary of the Interior's Standards. Eligible properties include properties that are National Historic Landmarks, listed in the National Register, contribute to a National Register District, or have been determined eligible for the National Register. Most federal tax credit projects are historic commercial business or residential properties with construction costs of over two million dollars.

Preservation tax incentives attract private investment to the historic cores of cities and towns and often provide the additional financing that makes a difficult project viable. The program has been instrumental in the revitalization of urban centers across the country. Through this program, abandoned or underused schools, warehouses, factories, churches, retail stores, apartments, hotels, houses, and offices have been restored to viable economic use in a manner that maintains their historic character.

Tax incentives for preservation established by the Tax Reform Act of 1986 included a 20% tax credit for the rehabilitation of a certified historic structure and a 10% tax credit for the rehabilitation of a non-historic, non-residential building constructed prior to 1936. Both tax credits effectively lower the amount of tax owed; in general, a dollar of tax credit reduces the amount of income tax owed by one dollar.

In December 2017, Congress amended the Internal Revenue Code to reduce tax rates and modify policies, credits, and deductions for individuals and businesses using the tax incentives. Aspects of the 20% Historic Rehabilitation Tax Credit were modified, the 10% tax credit for the rehabilitation of non-historic buildings was repealed, and transition rules were provided for both credits.

The program is jointly managed by the National Park Service and Internal Revenue Service in partnership with State Historic Preservation Offices.

Save America's Treasures

Save America's Treasures is a matching grant program for the preservation and conservation of nationally significant intellectual and cultural artifacts and historic structures and sites, including historic districts, sites, buildings, and objects. Established by President Clinton in 1998 by executive order, the program has been an important source of bricks-and-mortar funding for nationally significant historic properties.

Grants are awarded to federal, state, local, and tribal government entities and non-profit organizations through a competitive matching grant program administered by the National Park Service in partnership with the National Endowment for the Arts, the National Endowment for the Humanities, the Institute of Museum and Library Services, and the President's Committee on the Arts and the Humanities.

Today, Save America's Treasures grants are targeted primarily for properties recognized as National Historic Landmarks. The Save America's Treasures grant program is funding \$25 million in project work in the federal Fiscal Year 2021.

Preserve America

Preserve America is a federal initiative that recognizes and designates communities that protect and celebrate their heritage, use their historic assets for economic development and community revitalization, and encourage people to experience and appreciate local historic resources through education and heritage tourism programs. Since the program began in 2003, over 900 communities have been designated as Preserve America Communities throughout the country. Twenty communities in Massachusetts have received Preserve America recognition.

Benefits of participation in the Preserve America program include recognition, promotion, and the ability for communities to apply for planning grants. Grants are awarded in five categories: research and documentation, planning, interpretation and education, marketing, and training. The grant program helps local communities develop sustainable resource management strategies and sound business practices for the continued preservation and use of heritage assets. Successful projects feature public-private partnerships and serve as models to communities nationwide for work in heritage tourism, historic preservation, education, and economic development. More than \$20 million in matching grants was awarded to 259 projects throughout the country between 2006 and 2009.

The Preserve America program was created in 2003 by executive order by President George W. Bush. It was permanently authorized as part of legislation passed by Congress and signed by President Obama in March, 2009. Management of the program is led by the Advisory Council on Historic Preservation and Department of the Interior.

Though authorized, the Preserve America grant program was targeted for termination by the Obama Administration and has not been funded by Congress since 2010. It is possible that this popular program will not be resumed in its past format but may be replaced by a similar program in the future.

Additional Grant Programs

Periodically, as appropriated by Congress, the National Park Service provides grants for other special programs and initiatives that have been identified. Grants are currently being offered for projects that preserve African American Civil Rights History and for preservation projects at Historically Black Colleges and Universities listed on the National Register of Historic Places.

National Environmental Policy Act of 1969

The National Environmental Policy Act (NEPA) was one of the first laws written establishing a broad national framework for protecting our environment. NEPA assures that all branches of government give proper consideration to the environment prior to undertaking any major federal action that might significantly affect the environment.

NEPA states that it is the policy of the federal government to preserve important historic, cultural, and natural aspects of the nation's heritage. NEPA requires Federal agencies to conduct interdisciplinary investigations and prepare environmental impact statements prior to making decisions about

projects that have the potential to impact the quality of the human environment.

Similar to Section 106, NEPA is triggered by projects using federal monies. Investigations conducted under NEPA cover a broad range of environmental issues, including the identification of impacts on historic resources. Projects in Massachusetts that are funded by the federal government require compliance with NEPA.

A.2 MASSACHUSETTS STATE HISTORIC PRESERVATION PROGRAM – THE MASSACHUSETTS HISTORICAL COMMISSION

The Massachusetts Historical Commission (MHC) was established in 1963 by the state legislature to identify, evaluate, and protect the important historical and archaeological assets of the Commonwealth. It was officially designated as the Commonwealth's State Historic Preservation Office with respect to the National Historic Preservation Act in 1971.

The MHC is a part of state government under the direction of the Secretary of the Commonwealth, the principal public information officer for Massachusetts. The Secretary of the Commonwealth also oversees the state's Corporations Division, Elections Division, Massachusetts Archives, Public Records Division, Securities Division, and State Records Center.

The MHC consists of seventeen members appointed from various disciplines who serve as the State Review Board for state and federal preservation programs. The Secretary of the Commonwealth chairs the MHC. The MHC has a professional staff that includes historians, architects, archaeologists, geographers, and preservation planners organized in three divisions:

Preservation Planning Division

The MHC's Preservation Planning staff works with and assists local communities and groups to become strong advocates for historic preservation planning. The Planning Division manages the state historic resource inventory program, National and State Registers of Historic Places, and Certified Local Government program—all programs important to community preservation. Planning staff provides technical assistance to local municipalities for survey and preservation planning, often undertaken through their local historical commissions, including planning for local historic districts.

Grants Division

The Grants Division administers a Survey and Planning Grant program and the Massachusetts Preservation Projects Fund, both of which are discussed later in this section.

Technical Services Division

The Technical Services Division staff provides a wide range of technical preservation assistance to public agencies, communities, and the public. They undertake environmental reviews required by federal and state law, and they manage the federal and state rehabilitation tax credit programs.

Massachusetts State Historic Preservation Office

The MHC operates as the Massachusetts State Historic Preservation Office and is responsible for administering state and federal historic preservation programs in Massachusetts. The Executive Director of the MHC serves as the State Historic Preservation Officer (SHPO) in accordance with federal historic preservation programs as outlined in the National Historic Preservation Act of 1966 (NHPA), discussed in a preceding section of this appendix.

Inventory of Historic and Archeological Assets

The Inventory of Historic and Archaeological Assets of the Commonwealth has been compiled and maintained by the MHC since its establishment in 1963 and has grown to include records on an estimated 200,000 properties and sites. The inventory includes buildings, structures, sites, objects, areas, parks, landscapes, and burial grounds. Inventory information is recorded on MHC inventory forms, following standards and guidelines set forth in the MHC's *Historic Properties Survey Manual*.

The Massachusetts Cultural Resource Information System (MACRIS) is an online database that allows individuals to search the MHC inventory for information on historic properties and areas in the Commonwealth. Organized by town or municipality, MACRIS provides access to survey forms and nominations within each municipality. The locations of surveyed sites are available in the database and mapping through MassGIS. Archeological assets are not made publicly available through MACRIS or MassGIS due to the potential for their damage.

National Register of Historic Places and State Register of Historic Places

The official lists of historically significant properties in Massachusetts are the National Register of Historic Places and State Register of Historic Places. The National Register is administered by the National Park Service in association with State Historic Preservation Offices and is discussed earlier in this appendix. There are over 4,300 Massachusetts listings in the National Register, second highest number for any state in the nation.

The State Register of Historic Places was created to serve as a master list of designated historic properties in the Commonwealth and to provide an added measure of protection to these properties. Properties are included on the State Register if they are: (a) listed and/or determined eligible by the Keeper of the National Register; (b) within local historic districts; (c) local, state, and national landmarks; (d) state archaeological landmarks; or (e) properties with preservation restrictions.

The State Register serves as a guide for developers and state agencies in determining whether a state funded, permitted, or licensed project will affect historic properties. The State Register review process was modeled closely after the federal review process and ensures that State Register properties will not inadvertently be harmed by activities supported by state agencies.

State Archeologist

The State Archaeologist oversees archaeological excavations on public lands or on lands in which the Commonwealth has an interest. The State Archaeologist also reviews development projects that affect archaeological properties and negotiates solutions to protect the sites. The work helps ensure that important archaeological resources are properly conserved.

Survey and Planning Grants

Survey and Planning Grants provide 50% matching federal funds for the preparation of community surveys, preservation plans, archaeological surveys, nominations to the National Register, and educational preservation programs. Eligible applicants are local historical commissions, Certified Local Governments, local municipalities and state agencies, educational institutions, and private organizations. Depending on funding availability, these grants are sometimes limited to Certified Local Governments.

Massachusetts Preservation Projects Fund

In years when the Commonwealth authorizes funds, monies are available for the restoration, rehabilitation, stabilization, and documentation of historic and archaeological properties owned by municipalities or non-profit organizations. Through the Massachusetts Preservation Projects Fund, 50% matching grants are available to qualifying properties listed on the State Register to ensure their physical preservation.

A highlight of this program is the option applicants have to apply for up to 75% of the total project cost if they are willing to commit an additional 25% toward an endowment fund for long-range preservation and maintenance of the property.

Projects can include pre-development and development projects consisting of stabilization, protection, rehabilitation and restoration of historic properties. They can range from the acquisition of an endangered property; to the restoration of an historic building; to research projects such as historic structures reports, archaeological data recovery projects, or study of innovative preservation techniques.

Certified Local Government Program

The MHC administers the federal Certified Local Government (CLG) program in Massachusetts in association with the National Park Service. Described earlier in this appendix in association with the National Historic Preservation Act, twenty-six Massachusetts communities participate in the CLG program.

Becoming a CLG demonstrates a community's readiness to take on preservation projects and be successful when seeking other opportunities for community revitalization and development using local historic assets. Certification provides communities access to expert technical advice from the MHC and the NPS and provides access to federal grant monies set aside specifically for CLGs.

Federal and State Rehabilitation Tax Incentives

The federal and state rehabilitation tax credit programs promote the rehabilitation of the Commonwealth's historically significant properties, while also serving as key economic development tools for the revitalization of historic communities. The Federal Historic Preservation Incentives program, established for income-producing buildings and discussed earlier in this appendix, offers a federal income tax credit equal to 20% of qualified rehabilitation expenditures on a historic property.

Established in 2004, the Massachusetts Historic Rehabilitation Tax Credit is an incentive program to encourage the rehabilitation of historic buildings by the private sector owners. Under the program a certified rehabilitation project on an income-producing property is eligible to receive up to 20% of the cost of certified rehabilitation expenditures in state tax credits. There is an annual cap, so there are selection criteria that ensure the funds are distributed to the projects that provide the most public benefit.

The MHC manages the application process, certifies the projects, and allocates available credits. Three rounds of applications are accepted each year. In the April round of 2020, 159 projects were awarded a total of \$19,170,000.

Section 106 and State Environmental Compliance

MHC staff reviews a variety of projects related to federal and state agencies' compliance with both federal and state laws for the protection of historic properties. At the federal level, project reviews are generally undertaken in compliance with Section 106 of the National Historic Preservation Act, discussed earlier in this section. At the state level, reviews are undertaken in compliance with MGL Ch9, sections 26-27c or under the Massachusetts Environmental Policy Act (MEPA). The MHC staff reviews and comments on approximately 2,500 federal projects each year.

Section 106 involves federal, federally assisted, or federally licensed undertakings. MHC staff works with the applicable federal agency involved and others to identify impacts on resources that are listed or eligible for listing in the National Register of Historic Places.

Federal and state environmental reviews frequently require architectural or archeological surveys of the impacted area be undertaken by qualified private sector professionals. Over the years, these surveys add considerably to the number of properties included in the state Inventory of historic resources. The reports generated identifying and assessing the effects on historic resources are reviewed by MHC staff. Environmental review projects frequently impact historic communities. The review of transportation projects is undertaken by MassDOT staff.

Massachusetts State Historic Preservation Plan 2018-2022

Every five years, as required by the National Historic Preservation Act and the receipt of federal funding support for the state historic preservation program, the MHC updates its state historic preservation plan. The most recent state historic preservation plan was prepared in 2018. The first state historic plan was prepared in 1978.

These plans reflect the input, discussion, and hard work of many individuals representing many different agencies and groups. Its goal is to provide all of the preservation partners, including municipal governments, state agencies, regional and statewide organizations and the MHC with a clear direction on how best to protect the irreplaceable historic and cultural resources of Massachusetts. The current plan outlines new priorities for the 2018-2022 period. While the MHC is the primary user of the state historic preservation plan, the plans are meant to be useful for all preservation partners at the local, state, and national levels.

Community Preservation Act

Massachusetts passed the Community Preservation Act (CPA) in 2000 as MGL Chapter 44B, which enables adopting communities to raise local dedicated funds for open space preservation, preservation of historic resources, development of affordable housing, and the acquisition and development of outdoor recreational facilities.

CPA funds are raised locally through imposition of a voter-authorized surcharge on local property tax bills of up to 3%. Local funds are matched by annual distributions to the community from the state's Community Preservation Trust Fund, a statewide fund held by the Massachusetts Department of Revenue. Each CPA community creates a local Community Preservation Committee (CPC) upon adoption of the Act, and this five to nine member board makes recommendations on CPA projects to the community's legislative body.

The CPA specifically requires that Preservation Restrictions be established for properties purchased using CPA funds. Municipalities may also require a Preservation Restriction or other measure of protection when any amount of CPA funds are awarded for rehabilitation or restoration of an historic property.

To date, 176 communities in Massachusetts have adopted the CPA and over 12,000 projects have been undertaken. The CPA was adopted in Sudbury in 2002 and has since been instrumental in providing funding for open space, recreation, affordable housing, and historic preservation. Sudbury adopted the plan at the 3% surcharge level, maximizing the amount of funding raised locally and matched by the state.

Preservation Restrictions

In Massachusetts, Preservation Restrictions may be placed on historic properties as well as on land as established by the state legislature in MGL Chapter 184, Sections 31-34. The Massachusetts Historical Commission is the state agency responsible for reviewing and approving preservation restrictions on buildings and archeological sites.

A Preservation Restriction is a voluntary legal agreement that protects a significant historic, archaeological, or cultural resource. It provides assurance that an historic or culturally significant property's intrinsic values will be preserved through subsequent ownership by restricting the demolition or alteration of its significant historic features.

A Preservation Restriction is filed at the Registry of Deeds and runs with the land and can have time limits or run in perpetuity. It usually focuses on exterior architectural features, but can also address significant interior spaces. Though a Preservation Restriction does not necessarily require public access, it may include provisions for annual open houses or similar public events if deemed appropriate.

In establishing a Preservation Restriction for a historic building, an owner agrees to maintain the building exterior in good repair consistent with the Secretary of the *Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings*. Prohibited activities are spelled out, such as demolition of the building, and the review process required for any proposed exterior alterations are described. Baseline documentation illustrates the property's historic significance and existing conditions at the time of establishment of the restriction through architectural drawings, photographs, historical records, and reports.

Preservation Restrictions can be donated or purchased by a government body or private preservation organization and are enforced by the holder of the restriction. Charitable donations of easements on historic buildings or archaeological sites may qualify for federal income tax deductions.

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. DCR protects, promotes, and enhances the state's natural, cultural, and recreational resources.

DCR's Division of MassParks maintains nearly 300,000 acres of the state's forests, beaches, mountains, ponds, riverbanks, trails, and parks. The Division protects land and resources on privately and municipally held land through technical assistance, grant and planning programs, policy development, and other services.

DCR's Bureau of Planning, Design & Resource Protection provides professional planning, design and project management services, and natural and cultural resource protection in support of DCR's state parks and forests, urban parks and reservations, and water supply divisions.

The Office of Cultural Resources (OCR) carries out the DCR's preservation mission through stewardship of the agency's historic buildings, structures, landscapes, archaeological sites, and archival resources.

The Preservation Planning Program of the Office of Cultural Resources protects the diverse collection of archaeological sites, historic buildings, structures, landscapes and objects on DCR property. The program works closely with the Massachusetts Historical Commission and other organizations to ensure that DCR is in compliance with various regulations that govern cultural resources on state-owned lands.

Housed within DCR's Office of Cultural Resources, the Historic Landscape Preservation Initiative (HLPI) is the culmination of over 25 years of historic landscape preservation efforts throughout the Commonwealth. From the Olmsted Historic Landscape Preservation Program of the 1980s to the Terra Firma technical bulletin series, the HLPI preserves historic landscapes through technical assistance to communities, inventory and evaluation of properties within DCR's state parks, publications and public education. DCR often works with communities, regional partners, and other landscape advocates toward common goals.

The Initiative provides services for the preservation of community landscapes and DCR park landscapes through programs including the Heritage Landscape Inventory program, Historic Cemetery Preservation Initiative, and Heritage Landscape Atlas.

From 2001 through 2009 DCR partnered with regional organizations to implement the **Heritage Landscape Inventory Program** in communities across the state. Through a competitive application process, 108 communities participated in the program. The regional partners served as liaisons with communities and provided a regional planning context for inventory and assessment.

In 2006, the Massachusetts Department of Conservation and Recreation (DCR) and the Freedom's Way Heritage Association collaborated to bringing DCR'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. See Chapter II, *History of Historic Preservation Planning in Sudbury* for additional information on DCR's Heritage Landscapes Inventory program.



