



## **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 20<sup>th</sup> 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 18<sup>th</sup>, 19<sup>th</sup>, and early 20<sup>th</sup> 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-19<sup>th</sup> 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.

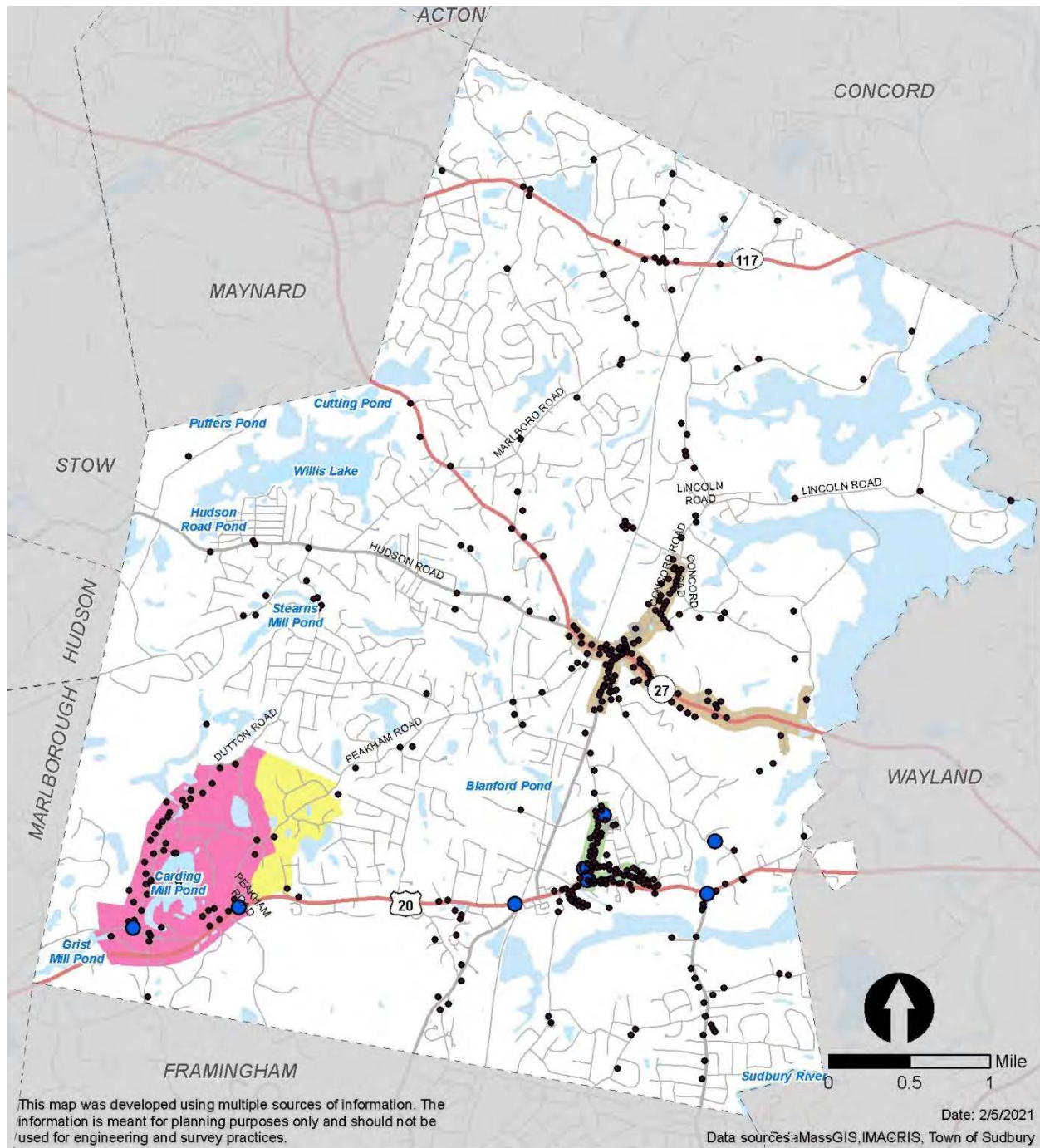
The inventory began with buildings associated with the Wayside Inn and Boston Post Road and worked from South Sudbury northward. The Boston Post Road (Route 20) and Hudson Road/Old Sudbury Road were a particular focus, but the inventory included buildings along most of the Town's historic roads.

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.**






Numbered Highway


Major Road, Collector


Minor Road, Arterial, Local


Local Roads


Surface Water

**LEGEND**


Numbered Highway


Major Road, Collector


Minor Road, Arterial, Local


Local Roads


Surface Water

**Designation (July 2019)**


National Register Historic Places


Inventoried Historic Site\*

**Local Historic Districts**


George Pitts Tavern Historic District


King Philip Historic District


Old Sudbury Historic District


Wayside Inn Historic District I


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 18<sup>th</sup> century, 13 date to the 19<sup>th</sup> century and 16 date to the early 20<sup>th</sup> 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 20<sup>th</sup> 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



Address: OLD SUDBURY RD  
 Name: LORING PARSONAGE  
 Original use: PARSONAGE  
 Present use: PUBLIC OFFICES  
 Present owner: TOWN OF SUDBURY  
 Open to public: YES  
 Date: 1710 Style: EARLY GEORGIAN  
 Source of date: HUDSON'S HISTORY AND ARCHITECTURAL RESEARCH

Music \_\_\_\_\_ Development or town/city \_\_\_\_\_ Architect \_\_\_\_\_  
 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**

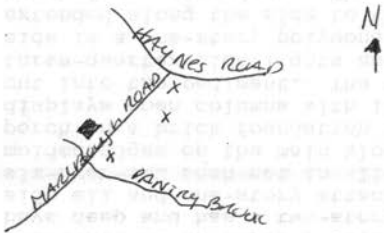
Massachusetts Historical Commission  
80 Boylston Street  
Boston, Massachusetts 02116

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 20<sup>th</sup> 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 17<sup>th</sup> 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 18<sup>th</sup> 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 18<sup>th</sup> 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 18<sup>th</sup> 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 18<sup>th</sup> 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)

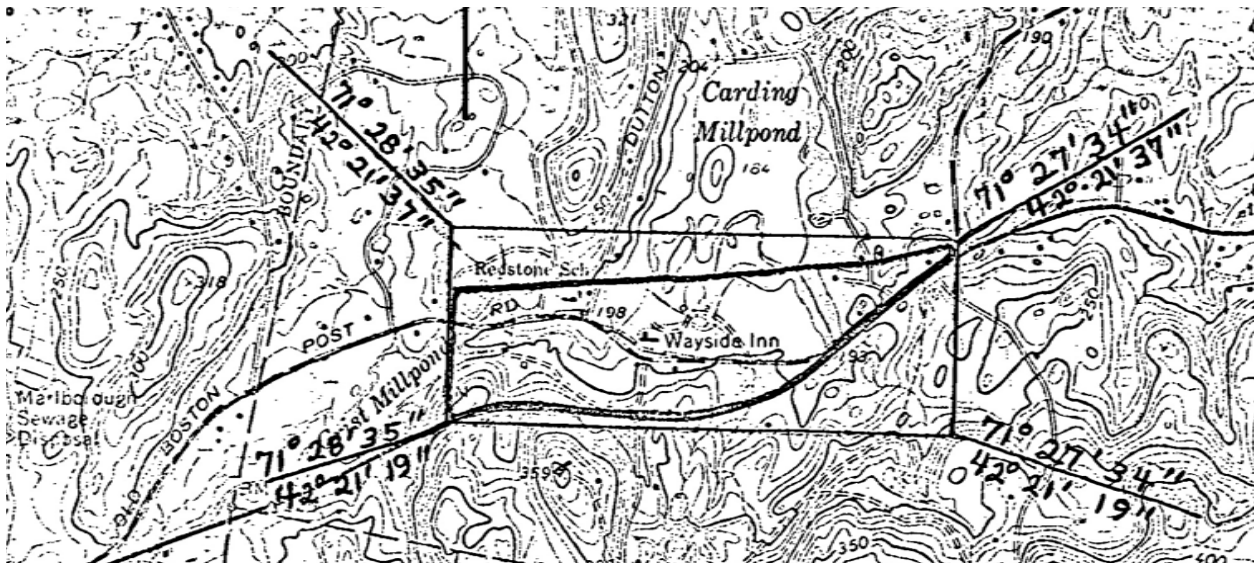




Wayside Inn with the historic Boston Post Road



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 18<sup>th</sup> 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.

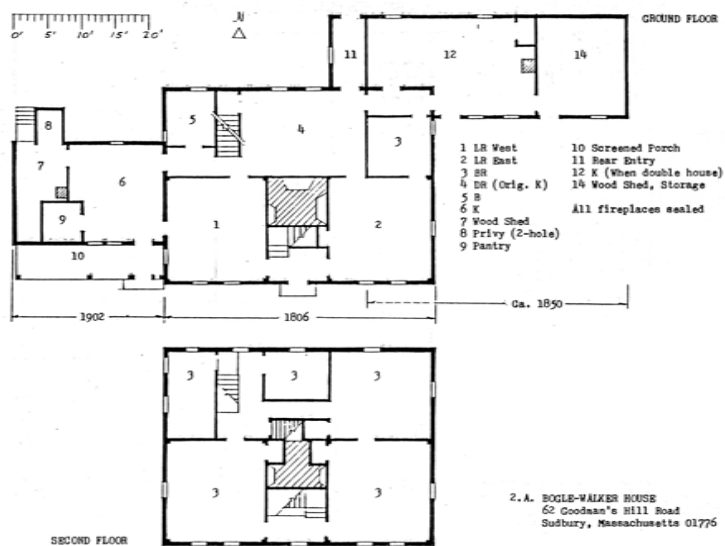
## BOGLE-WALKER HOUSE

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 19<sup>th</sup> 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-19<sup>th</sup> 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.

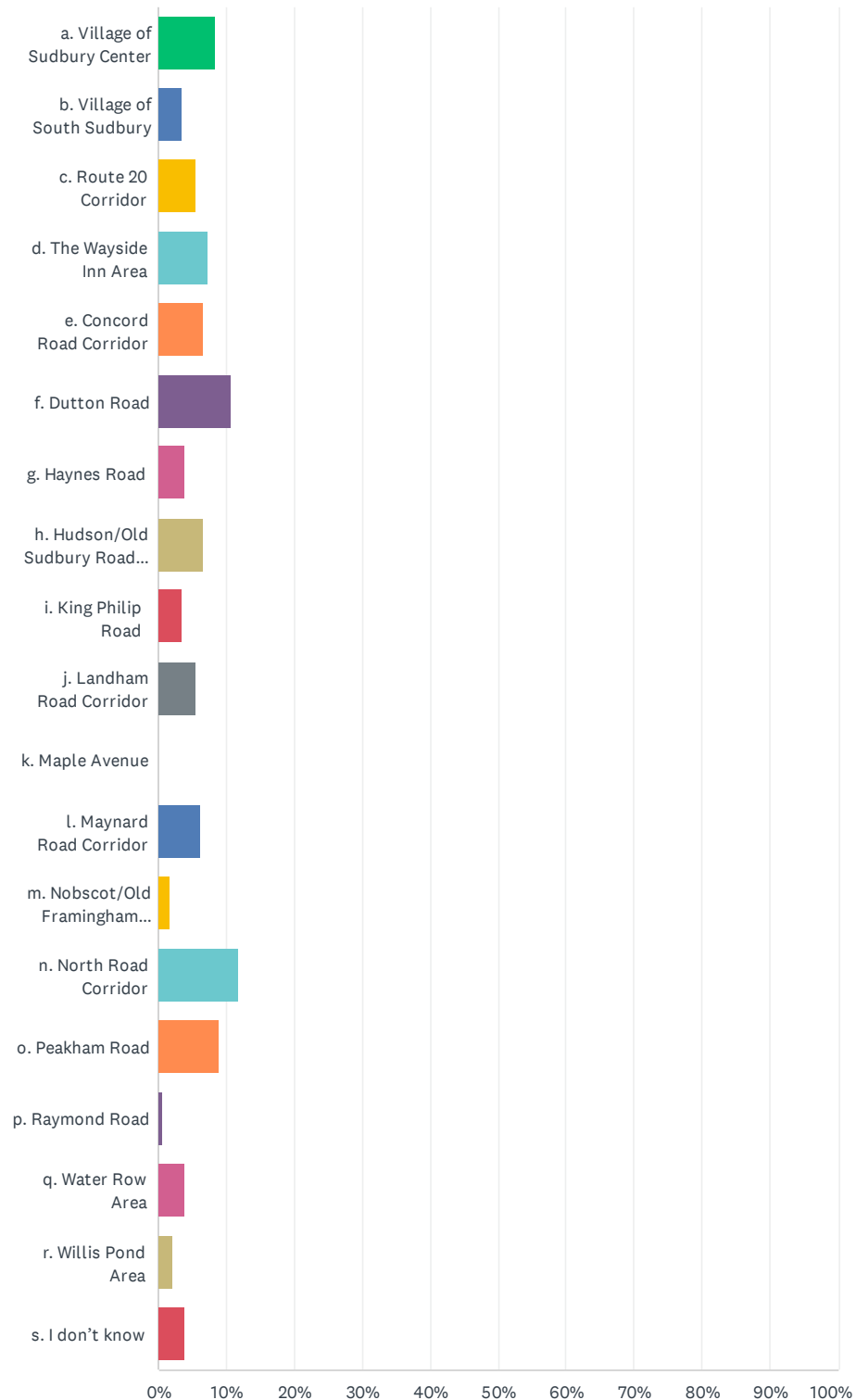
While this may seem a small number in a Town with a population of almost 19,000, it is a reasonable number of those engaged in community affairs. However, many who took the survey only answered a few questions and skipped the rest. For questions 3 through 20, only between 97 and 116 respondents provided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

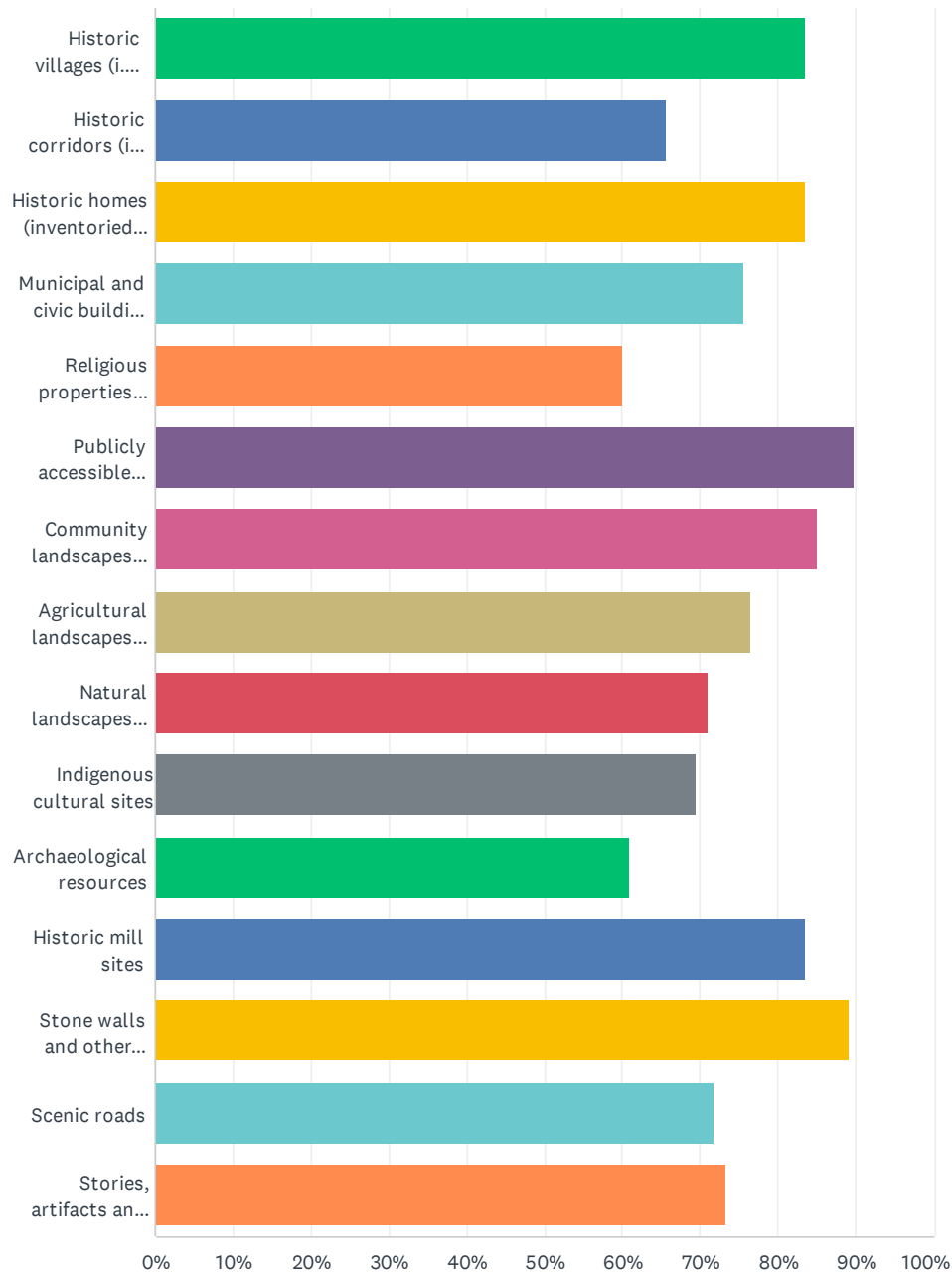
- The preservation of the historic character of town in a way that can be experienced and used by residents and visitors. A living history, not preservation simply for the sake of preserving, it should be more important than that and remain a part of town and living in town.
- I think historic preservation 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





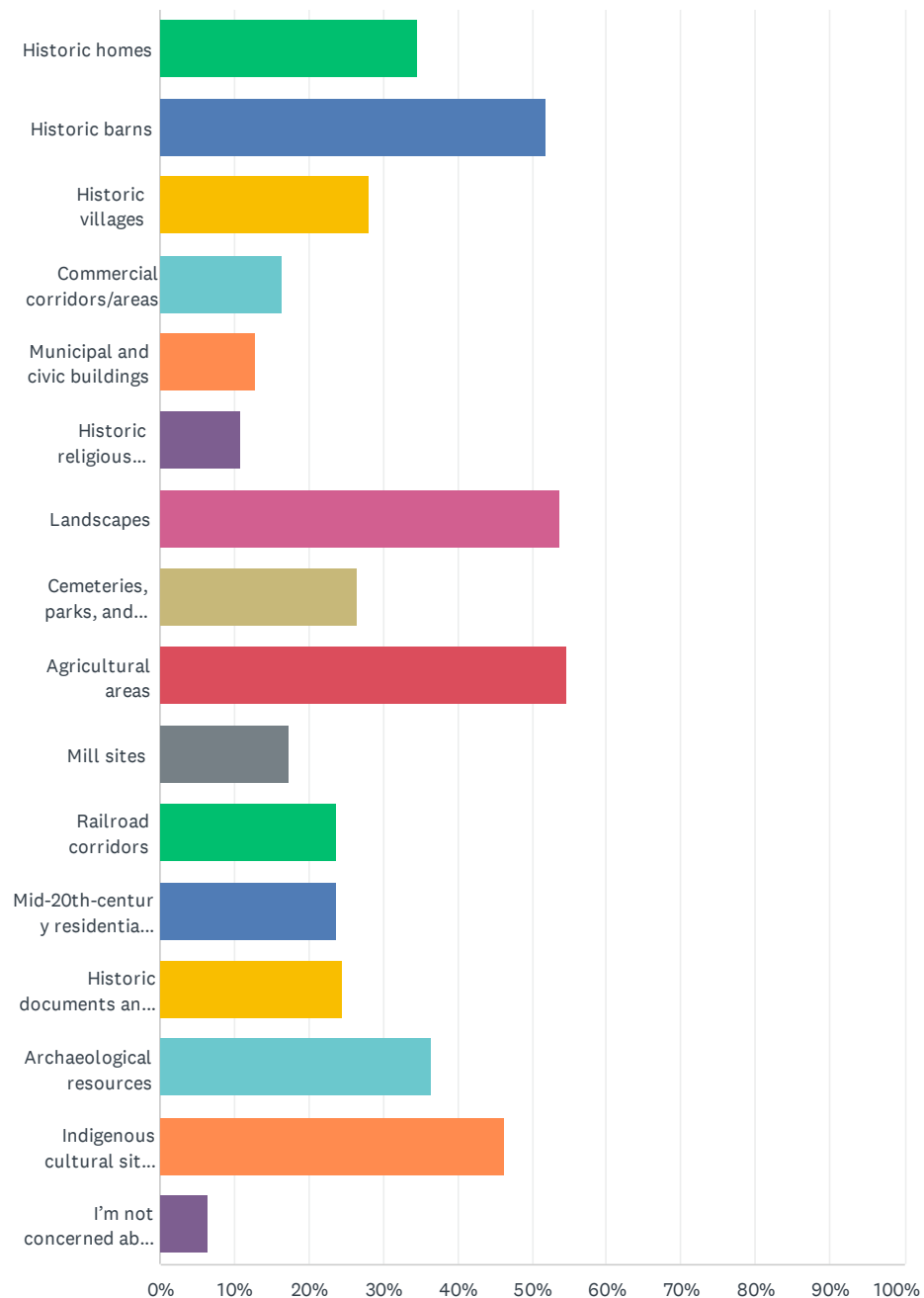
**Question 5: What makes up the Town’s “historic character” and what do you think of when you hear about historic preservation in Sudbury?**

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).

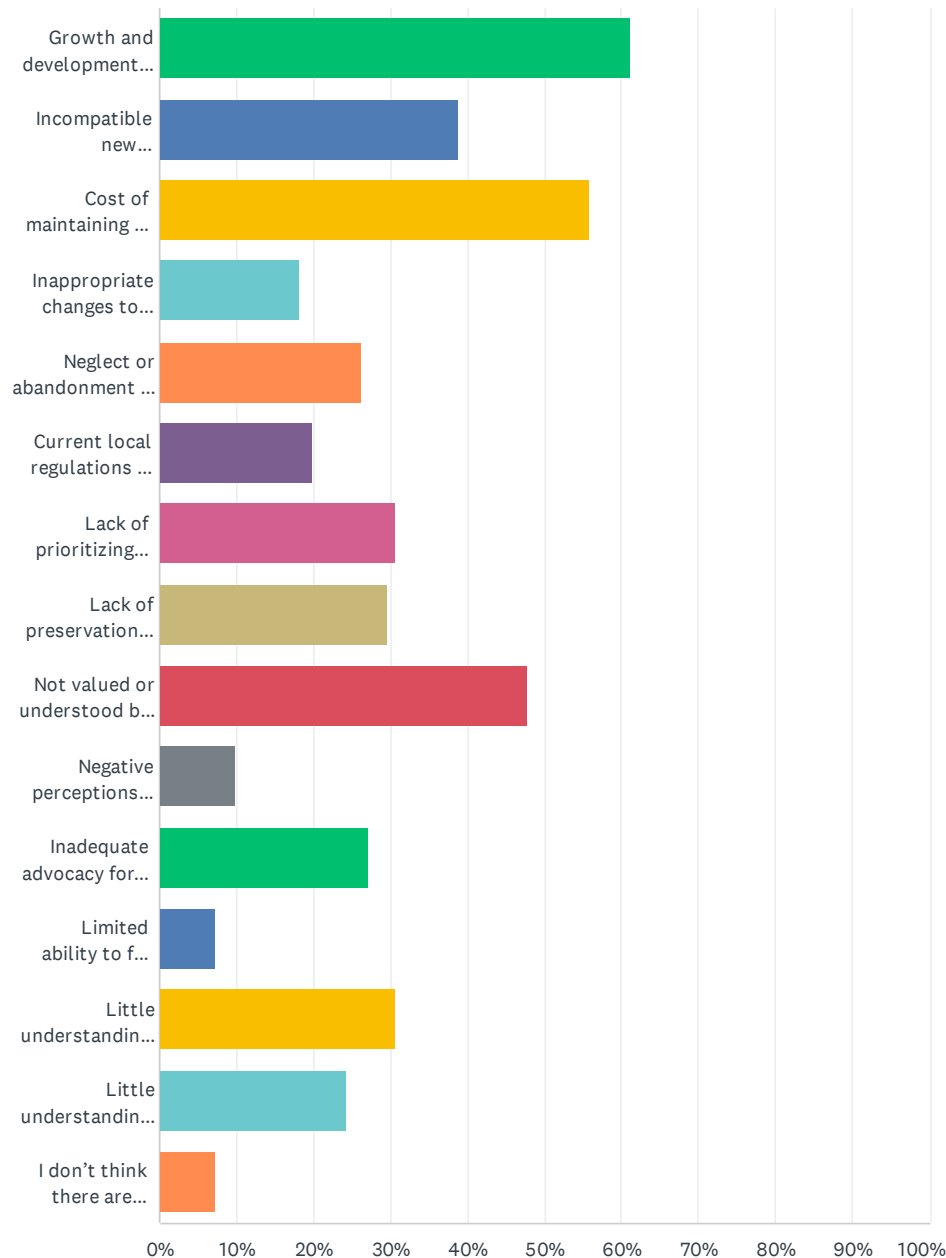
### At-risk Resources and Preferred Preservation Tools

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.



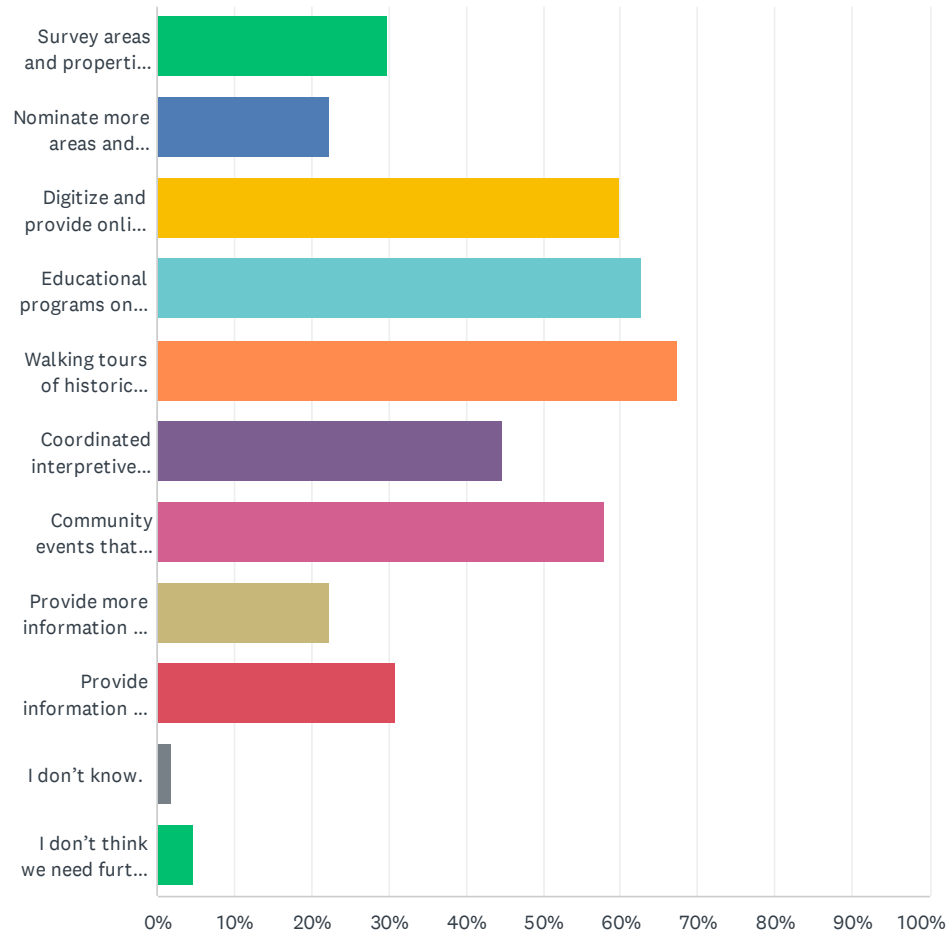
**Question 12: What types of historic resources do you think are most at risk in Sudbury?**

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.



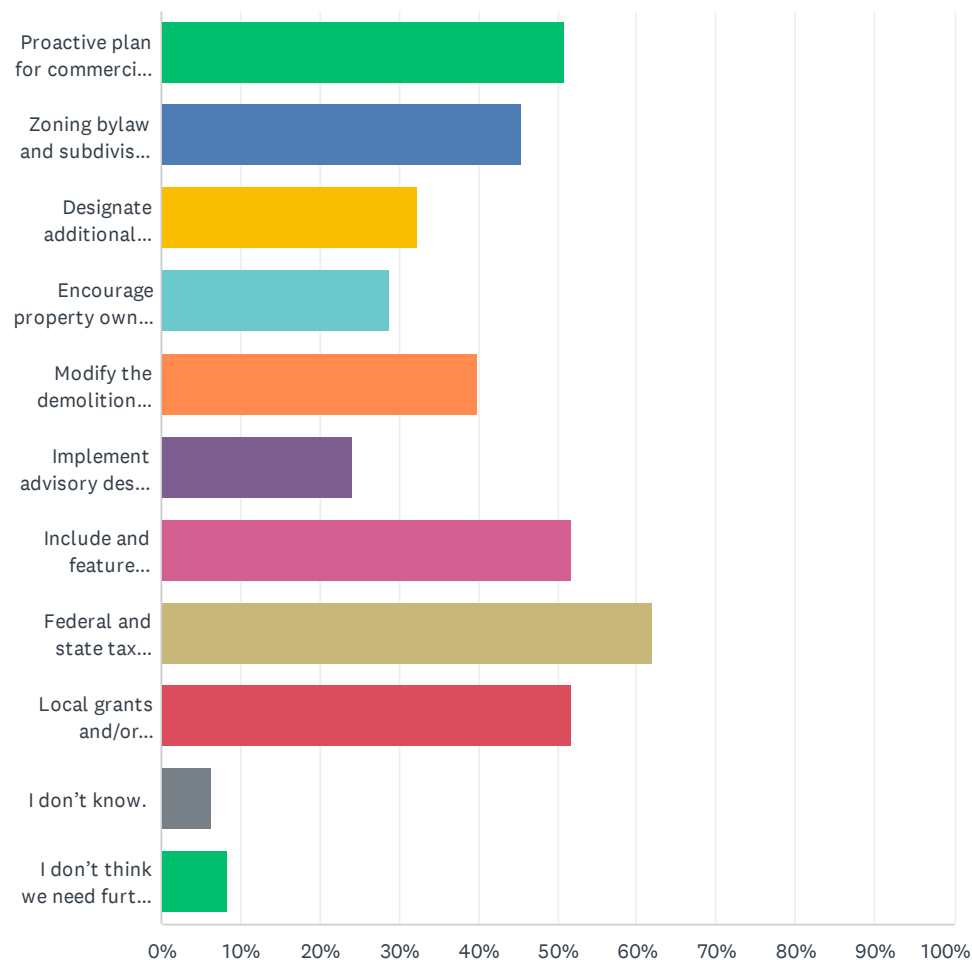
**Question 14: Which educational and commemorative tools and actions would you like to see used more in Sudbury?**

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.

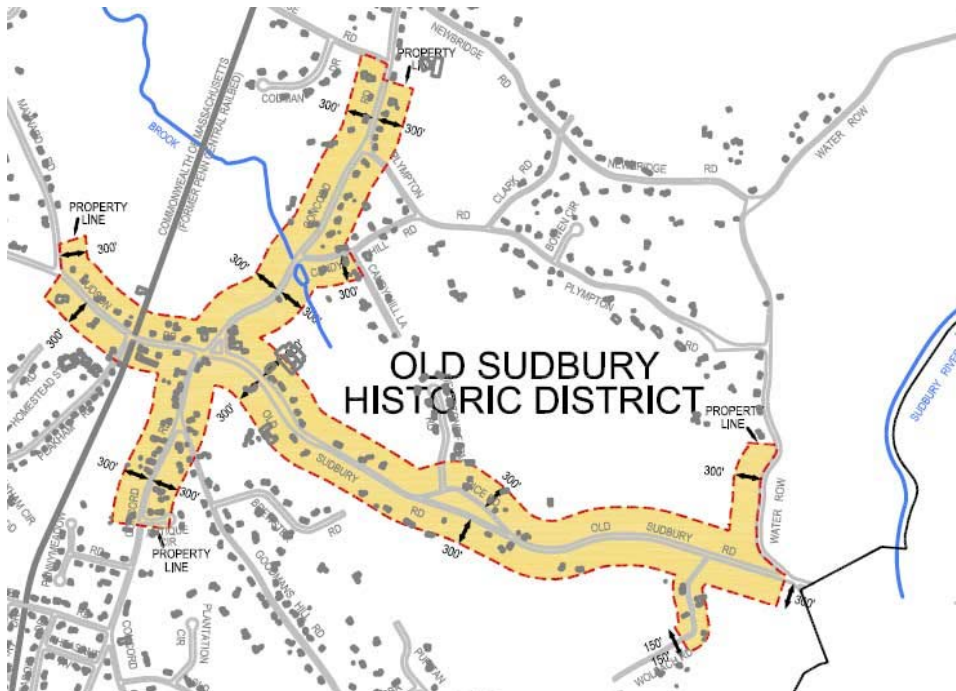
The Historic Districts Commission is responsible for review of exterior architectural features of buildings or structures "erected" within the district, which includes "constructed, reconstructed, restored, altered, enlarged, or moved" by definition. Proposed building changes, exterior color features, 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.

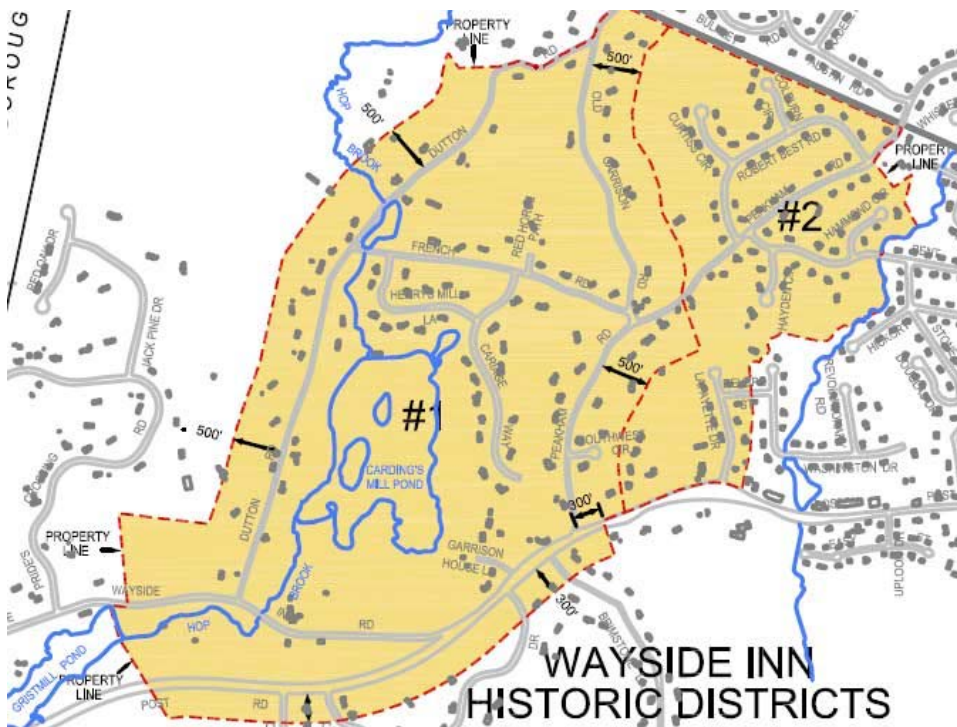
Routine building or landscape maintenance is excluded from review, as are changes required for public safety as determined by the Building Inspector. Property owners may change their exterior building color to white without review (as well as any other color pre-approved by the Historic Districts Commission).

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.

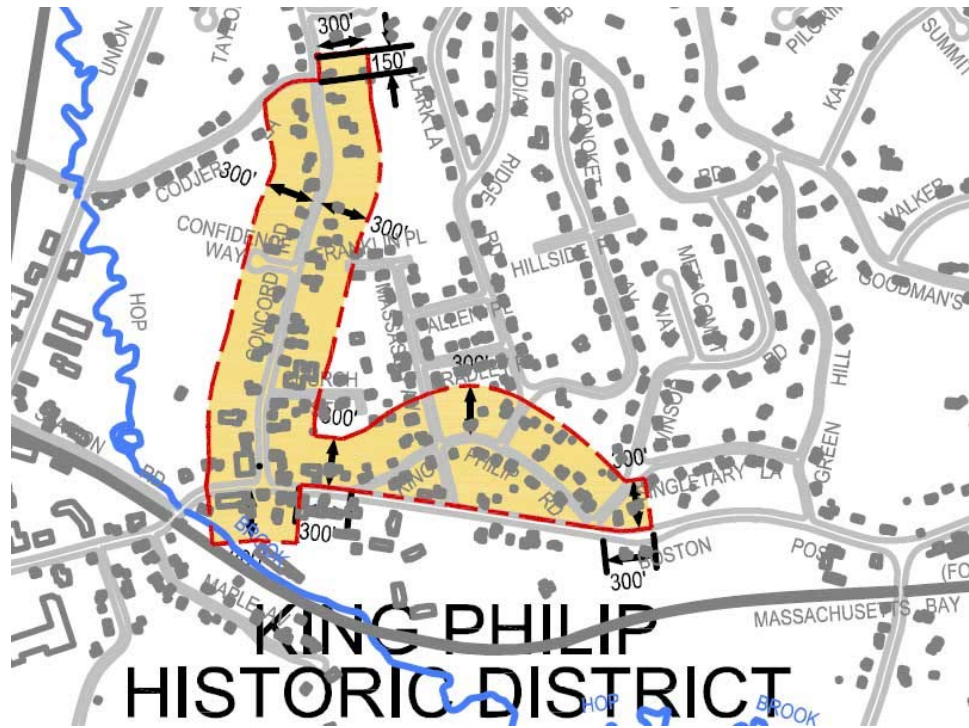


Old Sudbury Historic District (1963, 1967, 2000), also known as the Sudbury Center Historic District, preserves the vicinity of the historic Town Common, First Parish Meetinghouse, Town Hall, cemetery, and residences along Old Sudbury and Concord Roads. The area is also designated as a National Register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

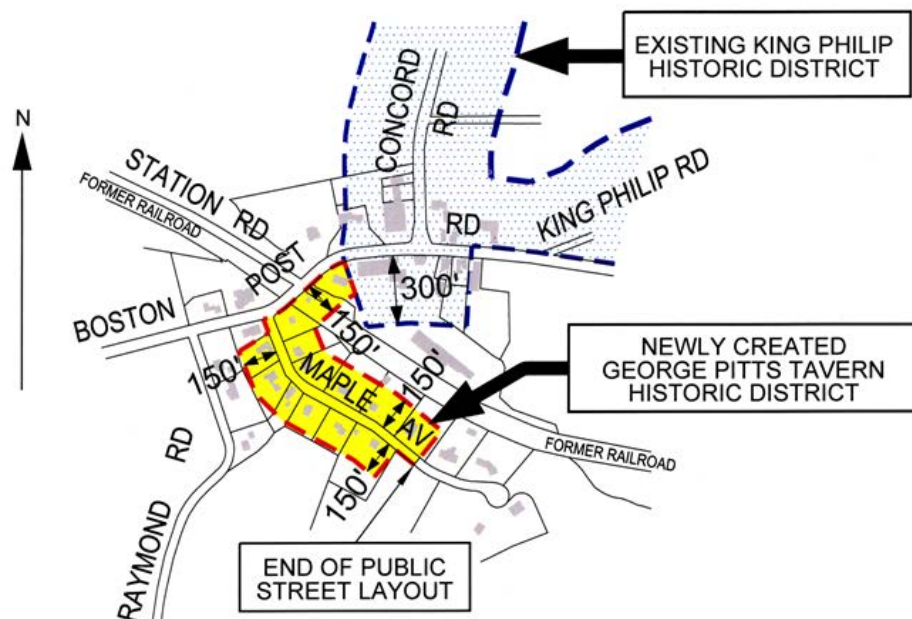


Wayside Inn Historic Districts I and II (1967) preserve historic buildings and landscapes associated with the Wayside Inn, adjacent mills and farmsteads, and buildings constructed and moved to the site by Henry Ford. A number of new residential subdivisions have been constructed within the districts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

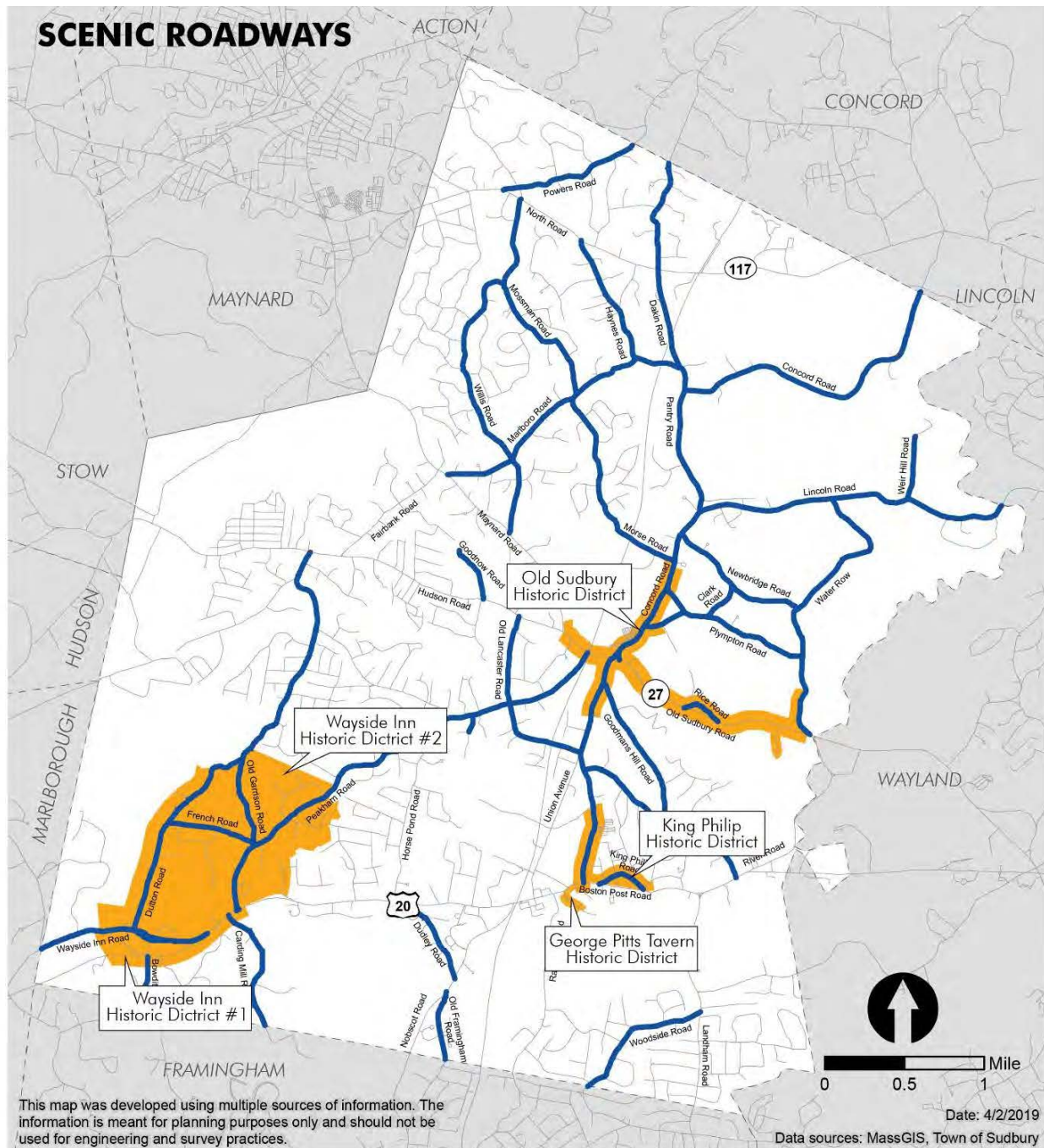
**Article VIII(B), Scenic Roads**, is Sudbury's Scenic Roads Bylaw and is listed beneath Article VIII, Planning Board, because the Planning Board is given responsibility for its enactment. The Scenic Roads Bylaw comes into play most often in association with land development proposals being reviewed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

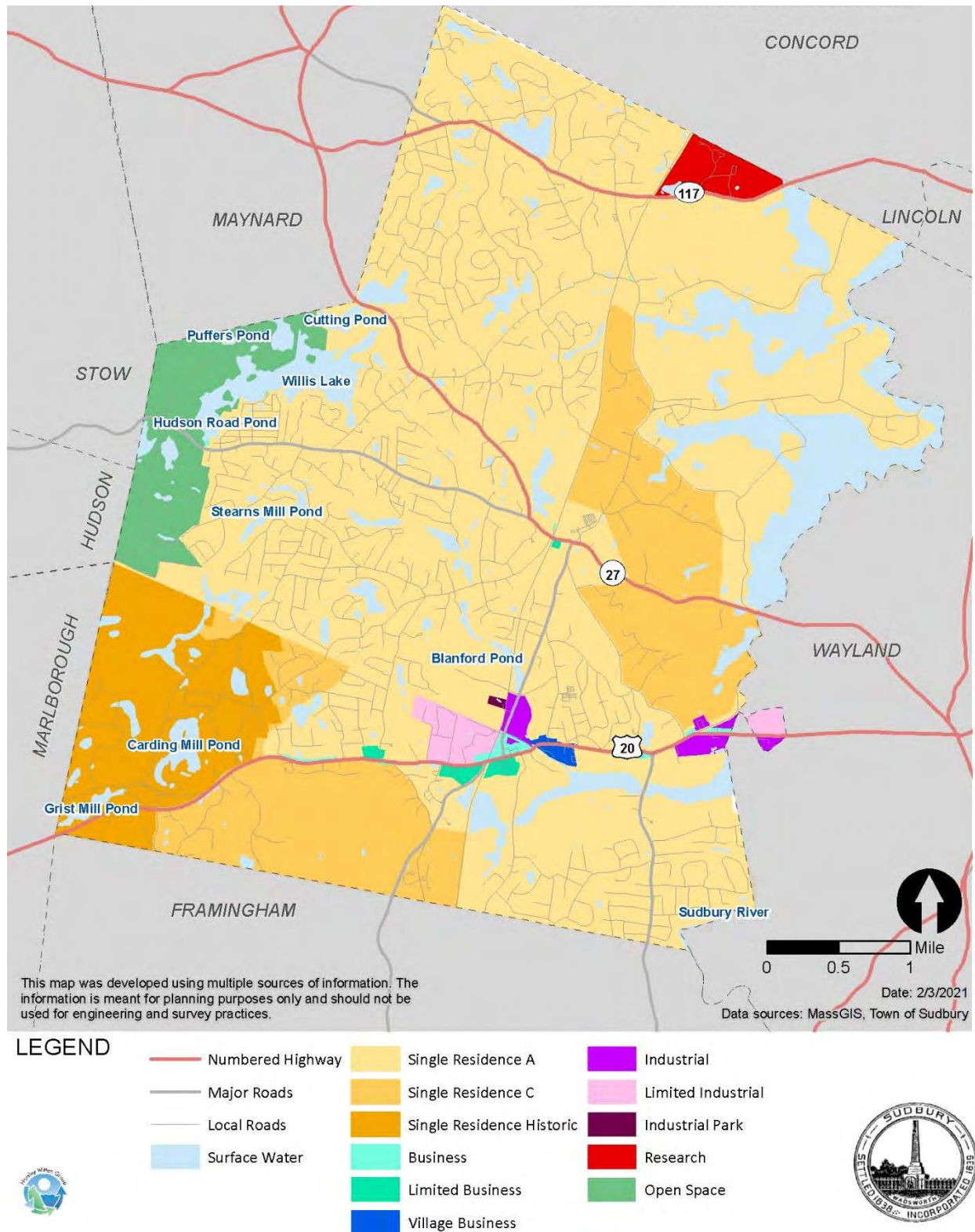
Of the funds raised, approximately 52% has been used to conserve 554 acres of open space, including the acquisition of fee ownership or restriction interests in six farms and the Nobscot Mountain. Approximately 16% of funds have been approved for recreational purposes, including the acquisition of a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

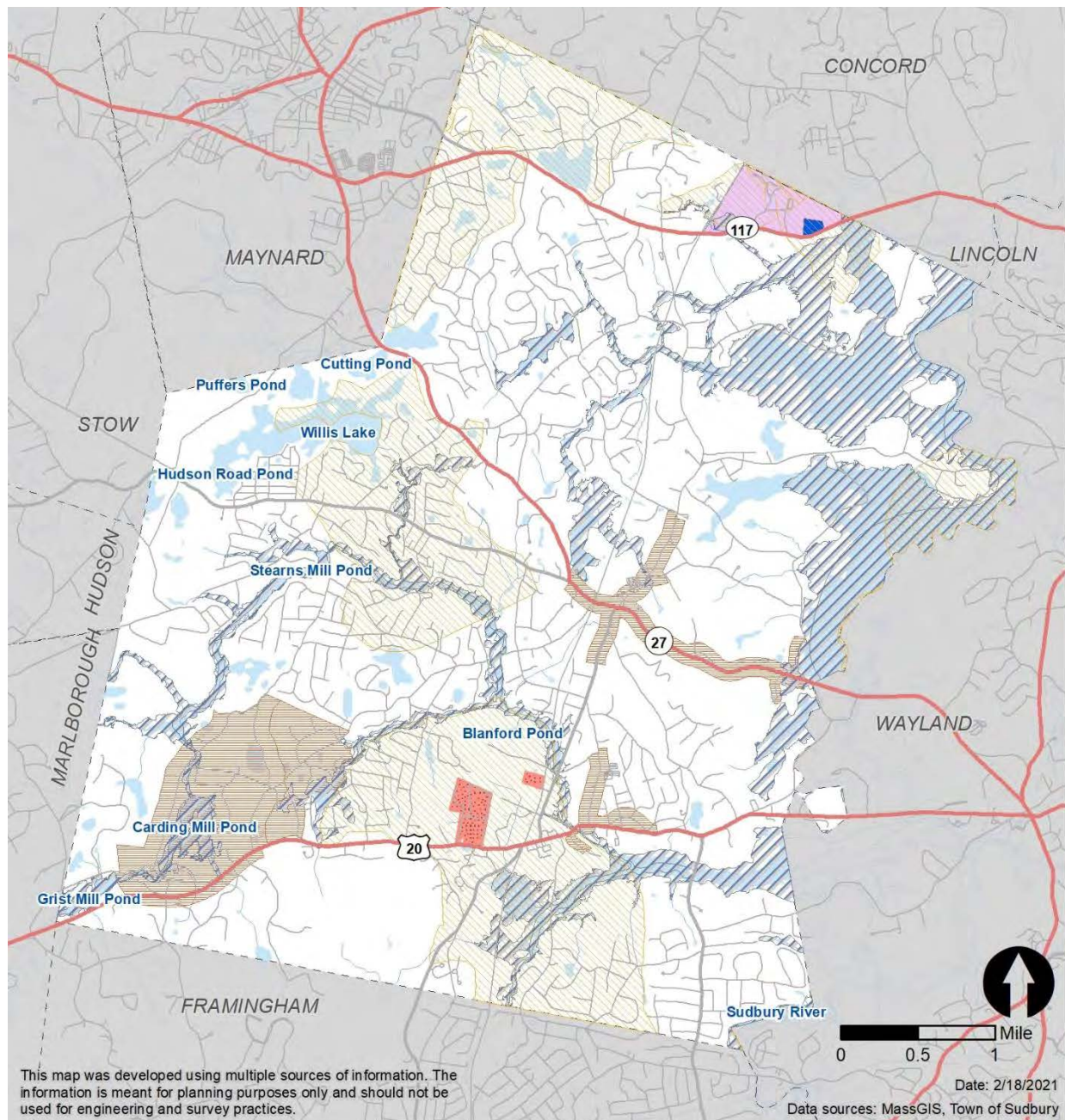
Portions of Sudbury's laws, General Bylaws, and regulations that are closely associated with the Zoning Bylaw and related requirements for land development are outlined in this chapter and include:

- 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

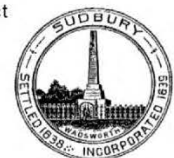


landscape character and resources. Zoning overlay districts in Sudbury are depicted in the following map, including the overlay for historic districts.



#### LEGEND

Numbered Highway	Flood Zone (100 yr.)	North Road Overlay District
Major Road, Collector	Historic Districts	Melone 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 21<sup>st</sup> 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 18<sup>th</sup> and 19<sup>th</sup> 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:

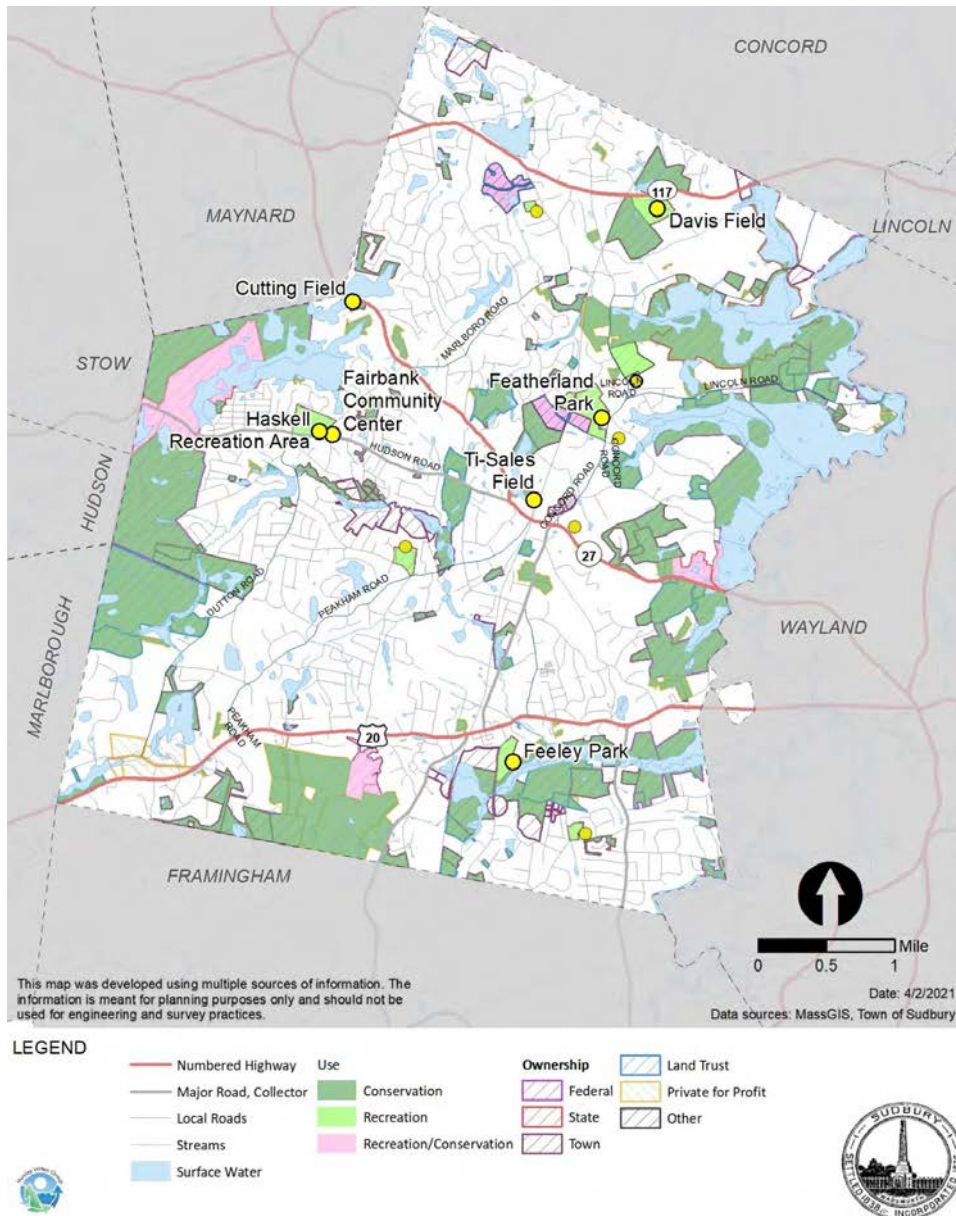
- |                          |                               |
|--------------------------|-------------------------------|
| ▪ <b>Barton Farm</b>     | ▪ <b>King Phillips Woods</b>  |
| ▪ <b>Broadacres Farm</b> | ▪ <b>Lincoln Meadows</b>      |
| ▪ <b>Davis Farm</b>      | ▪ <b>Nobscot Conservation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

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 19<sup>th</sup> 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.

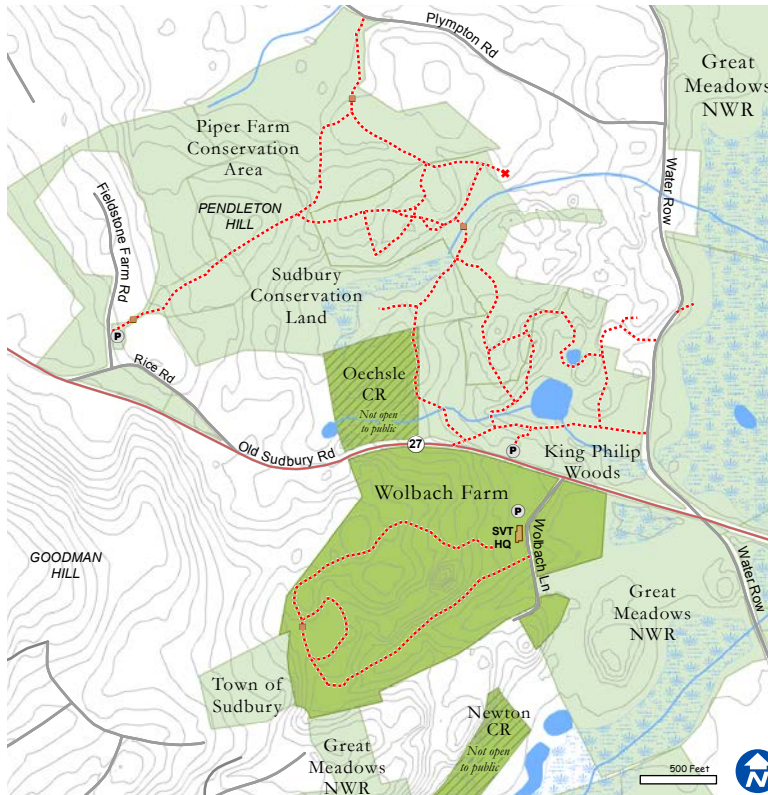
The refuge's land was acquired by the federal government in 1942 and was known as the Sudbury Training Annex, a part of the Fort Devens Army base. It was decommissioned in 2000. While occupied by the military, the land was used in several ways which included the construction of weapons storage areas, 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:

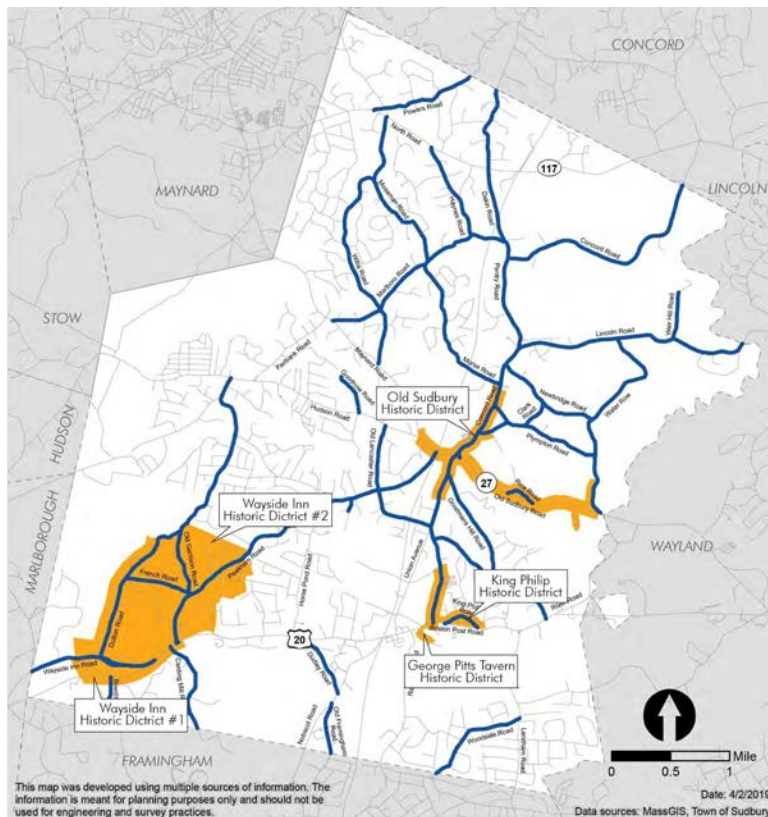
- |                                   |                                    |
|-----------------------------------|------------------------------------|
| ▪ <b>Wolbach Farm</b>             | ▪ <b>Memorial Forest</b>           |
| ▪ <b>Round Hill</b>               | ▪ <b>Nobscot Scout Reservation</b> |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

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 17<sup>th</sup> 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