



# **SUSTAINABLE SUDBURY**

## **MASTER PLAN**

**2001**



**SUDBURY PLANNING BOARD**

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*The Planning Board dedicates this plan to the late Jane Coddington, who participated in the development of this Master Plan since its inception. She was a member of the Master Plan Committee, the Strategic Planning Committee and the Environmental Task Force.*

*Jane's failing health curtailed her widespread volunteer activities, and she was forced to withdraw from several committees. However, she stayed with the Master Plan, fully expecting to see it through to completion. She missed that goal by only a few weeks, and we hope that she would approve of the final product.*

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## **INTRODUCTION**

Since 1962, when the last Master Plan was prepared for the Town of Sudbury, there has been little comprehensive examination of the development patterns and trends that have occurred and are expected to occur until the Town finally reaches build-out. Vacant land has been converted into residential use at a rapid rate, with over 1000 acres developed in the last decade. What many residents consider to be residential overbuilding in recent years is likely to continue until all developable land area is depleted – a date which has been forecasted to occur in approximately the year 2015 with the addition of between 1000-2000 new single family homes to the existing housing stock.

The alarm has been sounded. The Planning Board and the Board of Selectmen initiated the preparation of this Master Plan in order to address residential growth and its effects on the Town. Specific ideas and recommendations have largely been compiled from the Strategic Planning Committee reports and documents. These very issues have been the core of that committee's mission since 1996, and were specified in their original charge to develop a comprehensive growth management plan for the Town. In addition, input from all major town boards and committees, as well as responses from several public forums have been incorporated. In all, nearly 300 citizens have participated in the formation of this Plan.

The process and format of this Master Plan follow the recommendations of the Master Plan Task Force (a subcommittee of the Strategic Planning Committee), and meet the statutory requirements of the M.G.L. Chapter 41, Section 81D, Master or Study Plan. The intent of the statute is for municipalities to translate statements of public policy into a comprehensive, long-term document, which can serve as a guide to decision making. The Plan was prepared by a group of volunteers overseen by the Town Planner and the Planning Board. It is hoped that this local, grassroots effort will be the springboard for widespread acceptance of the Plan and its recommendations.

The Plan addresses land use, economic development, natural resources, open space, historic resources, housing, transportation and community services, and facilities. A broad range of goals dealing with the Town's needs and objectives in each of these areas has been developed. Each chapter, or element, of the Master Plan is broken down into three sections – goals, objectives, and implementation strategies, in a sequence from general to specific. Goals are the most basic community values that reflect the general agreement of the community, and are

considered relatively permanent. Objectives are general guidelines or principals that form the basic recommendations of the plan and are meant to be relatively permanent, changing only rarely over the years. Implementation strategies are specific suggestions or actions to carry out policies. There are generally several alternative methods of implementing a policy. Implementation strategies are meant to be flexible and subject to modification. A particular strategy may be rejected without compromising the objective. If one strategy is not approved, there are other alternatives to carry out the overall goals and objectives.

The Master Plan attempts to integrate the critical issues presently facing Sudbury, or those that may threaten our quality of life in the next 10 years – erosion of community character, loss of commercial tax base, development of critical open spaces, degradation of groundwater quality and the ability of the Town to provide essential services. In its six fundamental chapters, moderation of impact is stressed so that no one neighborhood, age group, or economic sector is overly burdened. The recommendations of the Master Plan should not be in conflict with one another. It does not compromise environmental protection for advances in economic development or housing. The Plan recognizes that we must all bear some responsibility and cooperate in order to manage and direct growth in a manner that is mutually beneficial to the community as a whole. It is not the intent of this Plan to stop growth, but rather to identify where growth can occur, where it shouldn't occur, and to carefully manage growth to the Town's best advantage while avoiding erosion of the Town's character and the quality of life offered here.

Although Sudbury's developable land is nearly 80 percent consumed, a difference can be made in determining the land use patterns of the remaining land. The recommendations in the Master Plan incorporate several different methods of preserving community character—land acquisition, establishing standards for building scale, clustering—which can have a positive impact on the character of new development and the remaining land.

The Master Plan also stresses the need for capital planning, so that we are prepared to implement the actions that will eventually cost the Town money.

It is the intent of the Planning Board and the Board of Selectmen that the Master Plan will continue to evolve and be updated regularly, as issues and priorities change. This Plan is not intended to be a static document, but a useful and dynamic resource used frequently by the Planning Board, Board of Selectmen and other Town officials as we work together to solve problems and improve the quality of life for Sudbury residents.

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**CHARACTER OF SUDBURY STATEMENT**

One commonly cited complaint of Sudbury residents is that growth is eroding Sudbury's character. When pressed, it is difficult for people to define exactly what the character of the town is. On the premise that such a definition was fundamental to the process of recommending how to preserve character, the Strategic Planning Committee set out to define what the "character of Sudbury" was. With this definition, a common vision could be applied when attempting to mitigate the effects of growth on the town. A task force was formed for this specific purpose. In the fall of 1997 the task force developed a slide show of various scenes in Town which may best describe the community's character, ranging from new development, to old development, to open spaces, to the Route 20 commercial district, to historic properties, to town residents. Over 150 people participated in the process by reacting to the slides and specifying their likes and dislikes, and at the 1998 Annual Town Meeting, the following statement was unanimously adopted as a resolution:

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

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

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

*Sudbury's people are one of its most valued assets. Promoting a socioeconomic environment that permits and encourages a diversity of ethnicity, religion, age and income will perpetuate this important town*

*value. We value the traditions and institutions that create a sense of community. However, to sustain our legacy of helping others and our spirit of volunteerism we need more involvement by citizens.*

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

While this statement in and of itself is subjective, it was substantiated by extensive research by various task forces, which further defined the problems and set forth directions for change. The issues of residential growth, loss of community character, water quality and supply, municipal infrastructure, scenic vistas, protection of historical landmarks, haphazard commercial development and lack of housing for seniors and young people were tackled by the Housing Task Force, the Environmental Task Force, the Route 20 Task Force, the Economic Sustainability Task Force, the Master Plan Task Force, and the Zoning Task Force. Once the initial identification of issues and potential solutions was completed, the Strategic Planning Committee issued its first report in November of 1997 entitled "*New Directions for Sudbury, a Framework for Action.*" This document and the work of the task forces form the basis of the recommendations of this Master Plan.



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## SUSTAINABILITY

The title and theme of this document defines the intent of the Plan—Sustainability. Key concepts behind sustainability are the inter-relatedness of issues, and a desire to seek a balance between the economic, social and ecological aspects of a community. It is the goal of the Master Plan to expose the complex issues facing the Town today, and to explore multi-faceted approaches to problem solving.

Sustainability seeks to:

- ?? work within nature’s limits by protecting and restoring ecosystems,
- ?? use resources efficiently and productively,
- ?? minimize the use of fossil fuels and toxic materials,
- ?? create vibrant and diverse communities that support economic self-sufficiency and a strong local economy,
- ?? maximize fairness and efficiency in the distribution of resources,
- ?? promote participatory decision-making and a healthy democracy, and engage diverse population groups in decision-making that are typically under-represented.

Sustainability implies that change is inevitable, but that change can be directed toward positive ends. Land use, the environment, transportation and social services are no longer isolated issues. Integrated strategies are now required to balance the effects of change in any one sector on the other sectors.

The title of the document also serves to give the readers and users of the Plan a broader perspective of Sudbury’s growth issues. Many communities across the state and the nation are experiencing rapid growth and loss of vacant land, and many common growth management techniques have been developed, such as cluster zoning, planned unit development and phased growth bylaws. These techniques generally deal with one particular topic, and do not promote sustainability unless used in conjunction with other techniques. A more comprehensive approach must be taken to balance the impacts of growth.

Sustainability in the context of land use planning focuses on balance between what is permitted by law and the impacts of development on the entire community—the economic, environmental and societal aspects. Balancing competing interests (wetlands protection versus tax revenue), requiring a project

to be of a scale that is in keeping with the character and environment, and gaining public acceptance of guiding principles and performance standards for development are key elements to sustainable planning. Sustainable development generally reserves land for open space, reduces lawn and other landscaped areas to decrease water consumption, and is of a scale that is accessible to pedestrians and decreases reliance on automobiles.

A primary goal of a sustainable community is to meet its basic resource needs in ways that can be continued into the future. A sustainable community seeks to maintain and improve its economic, environmental and social characteristics so that its residents can continue to lead healthy, productive and enjoyable lives. Sustainability is an attainable goal for a community and a desired goal for Sudbury.

"Sustainability" has become a buzzword of the 1990's. Use of this word in the context of long range planning can be found in federal, state, local and even global initiatives. The 1992 Earth Summit in Brazil focused on sustainability, and it was highlighted in former Vice President Albert Gore Jr's book *Earth in Balance*. The challenge for Sudbury is to balance the present and future needs of its residents while retaining our historical and environmental sense of place as we approach full build-out.

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## **COMMUNITY PARTICIPATION AND ACKNOWLEDGEMENTS**

The compilation of this Plan has been a collaborative effort of hundreds of town residents, representing boards, committees and individuals. Text for several of the chapters was taken from reports of the Strategic Planning Committee task forces, particularly the Economic Sustainability Task Force and the Environmental Task Force. In addition, the Planning Board solicited comments from all the major town boards during the course of writing the Plan. Three public forums were held in June of 1999 to inform the public on the specific goals and objectives contained in the Master Plan, and to gain insight on the priorities for implementation.

In the summer of 1999, a seven page survey was mailed to every Sudbury household querying residents on specific recommendations contained in the Master Plan, the results of which are reflected in the Implementation Schedule in Chapter 7 of this Plan. We received an overwhelming response rate of 27% (1640 surveys submitted out of 6100 sent), and feel that the attitudes reflected in the

survey responses are an excellent indication of public opinion. A compilation of survey responses is contained in Appendix A.

The Planning Board wishes to thank all those who participated in the development of this Master Plan, including the Board of Selectmen, other Town Boards and officials; the Strategic Planning Committee, who brought the idea of the Master Plan to the Planning Board; the task forces of the SPC; all those who participated in the preliminary Master Plan forums held in June 1999; and all survey respondents. The Board especially recognizes the following individuals for their contributions to the process and the final product:

**Board of Selectmen:** John Drobinski; Lawrence O'Brien; Kirsten Roopenian; MaryAnn Clark (retired).

**Strategic Planning Committee and its participants:** Norman Burke; Hugh Caspe; MaryAnn Clark; Jane Coddington; Stephanie Cook; William Cossart; John Cutting; Marianne D'Angelo; William Firth; Winifred Fitzgerald; Margaret Fredrickson; Robert Graham; Dianne Gray; Ruth Griesel; Victor Guethlen; Catherine Hanafi-Briggs; Bridget Hanson; Jo-Ann Howe; Jody Kablack; William Keller; James Krumsiek; Hale Lamont-Havers; Martha Landrigan; Steven Ledoux; Reed Lowry; Ivan Lubash; Ursula Lyons; Marilyn MacLean; Lael Meixsell; Geraldine Nogelo; Lawrence O'Brien; Nicholas Palermo; Thomas Phelps; Sigrid Pickering; Eric Poch; Esther Quaglia; Catherine Rader; Thomas Reihle; John Rhome; Kirsten Roopenian; Thomas Scarlata; Willy Sclarsic; Ellen Jane Seigars; Stephen Silverman; Gregory Sobel; Edward Sooper; Randy Stevens; Sheila Stewart; Steven Swanger; Ralph Tyler; Richard Vanderslice; Michael Wilson; Jared Yaffe; Kenneth Zito.

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**Master Plan Task Force:** Jane Coddington; Marianne D'Angelo; Elizabeth Eggleston; Ursula Lyons; Nicholas Palermo; Catherine Rader.

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**Zoning Task Force:** John Cutting.

We are especially indebted to the Sudbury Foundation, who funded the Master Plan survey and the public forums held in June of 1999. Their commitment to long term planning has been invaluable throughout the past decade. We thank Dr. John Mullin and Dr. Zenia Kotval from the University of Massachusetts at Amherst and Michigan State University, respectively, for their energy, creative thinking and help in commencing the Strategic Planning process in 1996 and in conducting the effective public participation forums in June 1999.

Many thanks are also due to Mark Thompson and Joe Oronato from the Town's Technology department, for integrating the Master Plan and survey onto the Town's web page for better public access and input, to Kate O'Brien for formatting the document and Lisa Eggleston's sharp editorial eyes, both of whom have made the plan enjoyable to read. The cover page sketch was drawn by the late Fred Briggs, and we thank his widow, Dottie, for generously lending us this splendid piece of art.

Most notably however, it was the tireless work of the Master Plan Committee—**Jane Coddington, Marianne D'Angelo, Jody Kablack, Ursula Lyons, Kate Rader and Richard Vanderslice**—who researched and compiled the plan. Without their dedication, insight and vision, this document would not have been completed.



With greatest thanks and appreciation, **the Sudbury Planning Board:**

William J. Keller, Jr., Chairman; Marianne D'Angelo; Elizabeth Eggleston; Michael Hunter; Christopher Morely; William Cossart (retired); Carmine Gentile (retired); Lawrence O'Brien (retired); and John Rhome (retired).

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**PHYSICAL ENVIRONMENT**

***GEOGRAPHY***

Sudbury is a suburban community of 24.6 square miles, located 20 miles west of Boston and 26 miles east of Worcester in Middlesex County. It is divided by Routes 20 and 117 running east to west, and Route 27 running north to south. The Town is bordered by Wayland and Lincoln to the east, Framingham to the south, Concord and Maynard to the north, and Marlborough, Stow and Hudson to the west.

***GEOLOGY***

The two major geologic features of Sudbury are the Sudbury River, which flows from south to north along the town's eastern boundary, and Nobscot Hill, which reaches a summit of 600 feet above sea level near the town's southern boundary. These two features represent the highest and lowest elevations of the area, with the Sudbury River defining the low point at 115 feet above sea level. Elevations between the two undulate gracefully with rolling hills and rounded plains interspersed with numerous wetlands and vernal pools.

The landscape of Sudbury was molded by glaciers that receded about 13,000 years ago. A significant portion of the land in Sudbury is wetlands, which serve to retain storm water, to protect from flood damage, to purify water that percolates through them and to provide habitat for many kinds of wildlife. The Hop Brook system of ponds and streams are the largest tributary to the Sudbury River, running from west to east through Sudbury and eventually into the Sudbury River. More than one third of Sudbury's soils present severe limitations for the siting of septic systems due to wetness, slope, depth to bedrock (ledge), flooding, and other unfavorable features.

Sudbury relies on its underground aquifers for its drinking water, which is pumped from wells located in various locations throughout town. Groundwater deposits located in the southern, middle and northern portions of town enable the Sudbury Water District to supply over 1.5 million gallons of water per day to Sudbury residents.

***LANDSCAPE CHARACTER***

Sudbury's natural landscape is varied, with some hilly wooded sections, some agricultural fields with gentle slopes, forested areas, streams, brooks, ponds and

wetlands. The floodplain of the Sudbury River is a very dramatic feature, with a sweep of marsh almost one mile in width. Driving through town one can see remnants of the past—old farmsteads and stone walls marking the boundaries of adjacent fields, granite road markers along old roadways, historic homes and churches, colonial graveyards, and historical markers denoting points of interest.

### ***HISTORY***

Incorporated in 1639 with a population of 476, Sudbury is one of the oldest towns in New England and has one of the oldest and longest running town meeting forms of government. A major battle of the King Philip War was fought in Sudbury in 1676, the Sudbury militia helped fire the “shot heard round the world,” and Longfellow wrote his tales of the town’s historic Wayside Inn. Primarily agricultural until after World War II and the ascendancy of the automobile, Sudbury is now a suburb of Boston, and largely a bedroom community. The colonial flavor of the town center and winding roads bordered by stone walls built by the farmers of yesteryear impart an historic, semi-rural ambience the town cherishes.

Sudbury has delineated its historic areas in town as Historic Districts, including the King Philip Historic District in south Sudbury, the Wayside Inn Historic Districts in western Sudbury and the historic town center running along Hudson and Concord Roads. There are approximately 120 Sudbury properties listed on the National Register of Historic Places. In addition, in 1996 the local Historical Commission completed a survey of historic buildings in town, which includes 55 additional structures and properties outside the delineated historic districts, which are thought worthy of recognition.

**COMMUNITY PROFILE**

Below are facts and figures on Sudbury’s population over time. This plan has been prepared with the 1990 U.S. Census data. In some places, data has been projected or extrapolated by the Master Plan Committee in order to demonstrate recent trends.

**POPULATION**

Sudbury’s population in 1998 was 16,923. The total population grew 17 percent between 1990 and 1998, averaging over 2 percent each year since 1990. In the two preceding decades, population growth averaged only 3 percent each decade. Sudbury has exceeded population projections of both the Metropolitan Area Planning Council and the Massachusetts Institute for Social and Economic Research, which have estimated Sudbury's population reaching 16,404 and 14,888, respectively, in the year 2010.

POPULATION				
	Sudbury		State	
Year	Population	% Change	Population	% Change
1930	1,182		4,249,614	
1940	1,754	48%	4,316,721	1.5%
1950	2,597	48%	4,690,5514	9%
1960	7,447	186%	5,148,578	10%
1970	13,506	81%	5,689,170	9.5%
1980	14,027	3.7%	5,737,093	0.85%
1990	14,358	2.3%	6,016,425	5%
1998	16,923	17%		
2000	17,430*	3%		
2010	18,423*	6%		
2020	19,923*	8%		

Source: Town Census, 1990 U.S. Census

\* Town population projections

In 1997 a Build-Out Analysis was completed for the Town by Mullin & Associates, which examined developable land inventories from the Town Assessor's office based on current zoning requirements, and concluded that Sudbury has available land for an additional 1,000 buildable lots. At the present rate of development, we could expect the Town to reach this number in approximately 15 years. This equates to a 20 percent increase in the number of houses in Sudbury from present figures. With an average household size of 3 persons, it is estimated that the total population at full build-out will increase by another 17 percent in the next 15 years, and will be closer to 20,000 in the year 2020.

Sudbury's total land area is 24.6 square miles. Population density, defined as the number of persons per square mile of land area, can be projected as follows:

<b>Projected Population Density for Town of Sudbury</b>				
Year	1990	1998	2010	2020
Total persons	14,358	16,923	18,423	19,923
Population density (number of persons/ sq. mi.)	584	688	749	810

The 1996 population densities of surrounding communities are shown below:

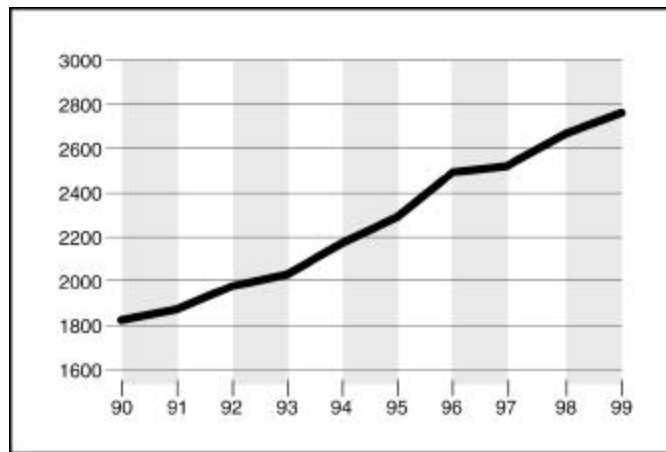
<b>1996 Population Density Sudbury's Surrounding Communities</b>			
Town	Total Persons	Total Land Area (square miles)	Population Density (persons per square mile)
Wayland	12,041	15.3	788
Concord	17,792	25.0	713
Lincoln	7,899	14.5	543
Stow	5,731	17.7	324
Hudson	17,695	11.7	1,518
Marlborough	32,974	21.0	1,571
Framingham	64,536	23.9	2,698

The age of Sudbury residents has also changed since 1970. In 1970 the median age of residents was 29.3 years; in 1980 it was 31.8 years; and in 1990 it was 37.1 years. The number of school-age children has also increased between 1990 and 1999.

<b>POPULATION BY AGE—1980, 1990 AND 1997</b>						
<b>Age Group</b>	<b>1980</b>	<b>% of total</b>	<b>1990</b>	<b>% of total</b>	<b>1997</b>	<b>% of total</b>
4 and under	752	5%	1041	7%	1287	8%
5 to 14	2882	20%	2093	15%	2497	16%
15 to 24	2360	17%	1811	13%	1909	12%
25 to 34	1753	12%	1670	11%	1769	11%
35 to 44	2547	18%	2873	20%	3051	19%
45 to 54	2043	15%	2379	17%	2625	17%
55 to 64	996	7%	1497	10%	1431	9%
65 and over	694	5%	994	7%	1116	9%

Source: U.S. Census, Town Census

**Sudbury Public Schools Enrollment (K-8)**



Source: Sudbury Public Schools

According to the 1990 US Census, Sudbury's population is 95 percent white, 3 percent Asian or Pacific Islander, less than 2 percent African American, and less than 1 percent Hispanic.

Over 90 percent of Sudbury's housing is owner occupied. According to the 1990 U.S. Census, 68 percent of Sudbury residents lived in the same house between 1985 and 1990. Although statistics on average length of residency are not available, property transfer records indicate that the rate of property transfers, excluding sale of new homes, has remained in the 6 percent range for the last decade. This correlates to a fairly stable resident base even though the town is growing.

## 1: LAND USE ELEMENT

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### INTRODUCTION

The intent of the land use element is to identify present land uses and designate the proposed distribution, location and inter-relationship of public and private land uses, as well as the capacity of the land to accommodate planned facilities, services and uses.

The policies included in the Land Use Element are intended to guide decision making so that it is comprehensive in scope, and that all future development is protective of Sudbury's traditional, semi-rural character. It is not the intent of this Master Plan to stop growth in Sudbury, as we recognize this would be a difficult task given the potential for over 1000 new homes. Some of this projected growth will not occur, due to preservation efforts, continuation of agricultural operations and personal choice.

The recommendations contained in this element primarily address the integration of new private development within the existing physical resource limits of Sudbury. It is not evident that new public land uses will be widespread in the next decade, with the exception of properties purchased under the recommendations in the Open Space and Recreation Plan. Specific public projects are discussed in the community services and facilities element of the Master Plan.



**LAND USE**

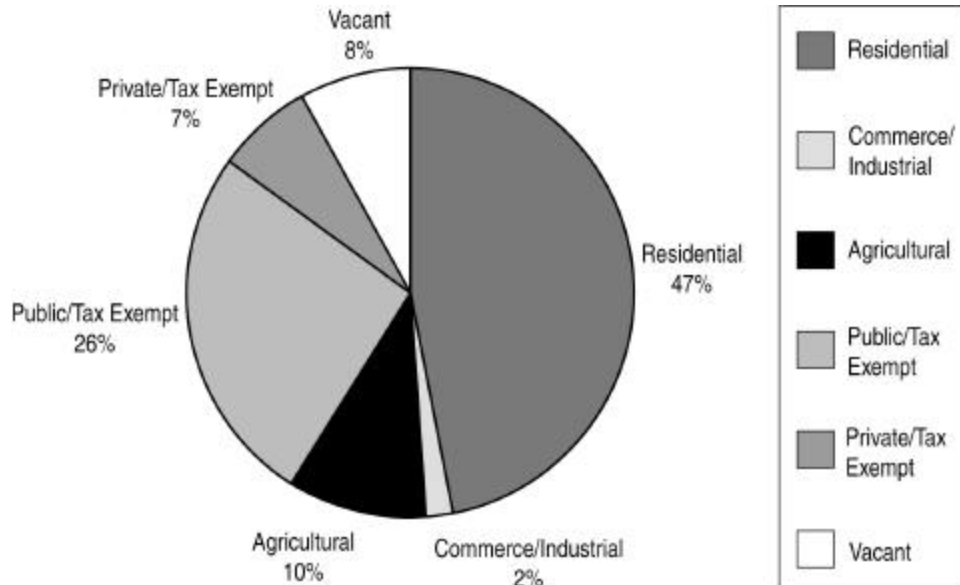
Sudbury’s primary land uses are residential and undeveloped. A breakdown of specific categories between 1962 and 1998 follows:

Sudbury Primary Land Uses Since 1962					
Type of Property	1962*		1998**		1962–1998
	Acres	Percent of total	Acres	Percent of total	Percent of change
Residential	1725	11%	6900	47%	+ 75%
Commercial/Industrial	313	2%	296	2%	< 1%
Agricultural	3292	21%	1450	10%	- 55%
Public/Tax Exempt	2038	13%	3800	26%	+ 46%
Private/Tax Exempt	940	6%	1100	7%	+ 14%
Vacant	7368	47%	1200	8%	- 84%

\* 1962 Master Plan

\*\* Sudbury Assessing Department

**Primary Land Uses—1998**



Residential land can be further categorized by use, including single family, multi-family, apartments and other uses such as mobile home parks, etc. However, the overwhelming majority of Sudbury's residential land use is devoted to single family (over 92 percent of the total 5550 housing units in Sudbury are single family), therefore a breakdown into other uses would be meaningless. Approximately 100 acres of land are devoted to multi-family housing, or 0.67 percent of the total land area in town. Developments of multiple dwellings include Longfellow Glen, Musketahquid Village, Northwood at Sudbury, Orchard Hill, Springhouse Pond, Frost Farm Village (unconstructed as of this date) and duplex units owned by the Sudbury Housing Authority at Fairbank Circle and other locations, totaling 427 housing units.

Commercial/Industrial also includes land in the Research District. Agricultural lands are those parcels currently under Chapter 61, 61A or 61B, and those under Agricultural Preservation Restrictions. Public/Tax Exempt properties include federal, state, and town-owned properties. Private/Tax Exempt properties are those used for religious, charitable and educational properties. Note that not all public and private/tax exempt property is undevelopable. Included in this designation is the Boy Scout Reservation on Nobscot Road and other such properties, which are not permanently protected. Vacant lands are those with no uses, which excludes oversized parcels with subdivision potential if there is currently a house on the parcel.

Land use differs from zoning, which is described below, in that it describes the actual use of the land rather than what the land is zoned for. Although in 1962 there were close to 600 acres zoned for commercial/industrial use, only 300 acres were actually engaged in such uses. Presumably, the remaining acreage was either vacant or engaged in a different use.

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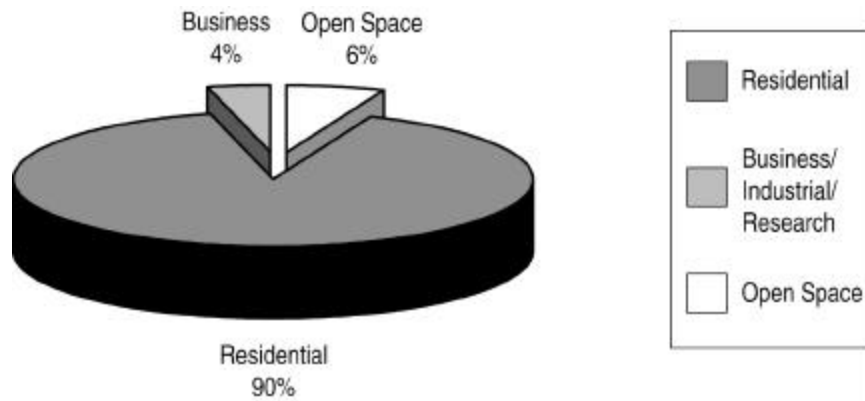
**ZONING**

There are 11 zoning districts in Sudbury, encompassing residential uses, commercial and industrial uses and open space uses. In addition, several overlay zoning districts cover portions of the Town, which govern certain land uses, such as water resource protection, flood plain protection, historic districts, wireless communication services and wastewater treatment facilities.

The minimum lot area for the primary zoning districts is listed in the following table:

Minimum Lot Area For Primary Zoning Districts	
Zoning District	Minimum Lot Size
Single Residence A	40,000 sq. ft.
Single Residence C	60,000 sq. ft.
Single Residence Wayside Inn Historic Preservation Zone	5 acres
Business	None
Limited Business	None
Village Business	None
Industrial	None
Limited Industrial	100,000 sq. ft.
Research	8 acres
Industrial Park	100,000 sq. ft.
Open Space	None

**1998 Zoning**



Approximately 90 percent of the land area in Sudbury is zoned residential, and approximately 4 percent is zoned business, industrial or research. The balance of land, located on the western border of the town, is zoned Open Space and was the former Fort Devens Sudbury Annex. This property, totaling approximately 300 acres in Sudbury, has recently been transferred from the US Army to the US Fish and Wildlife Agency for use as the new Assabet River Wildlife Refuge.

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**LAND USE TRENDS**

Sudbury has been experiencing tremendous growth in the residential sector in the last decade. Over 1000 acres have been developed into single-family homes in last 10 years, for a total of over 640 new lots. Open space preservation has not kept pace with development, with less than 250 acres acquired for public open space in the last 10 years due to lack of public support and/or funding towards this endeavor.

The 1997 build-out analysis by Mullin Associates predicted the town would reach full build-out capacity in approximately 15 years if the present rate of development continued. At full build-out, Sudbury would have 1,000 additional residential lots, for a total of 6500 potential dwelling units. The build-out analysis examined all parcels 20 acres or more that are considered developable by the Town Assessor. It is believed that this number is conservative, as it does not take into consideration development potential from assemblage of parcels, tear downs, special permits or variances.

The Metropolitan Area Planning Council is in the process of preparing a build-out analysis for Sudbury, and preliminary figures estimate that almost 2000 new residential lots can be created. This study further estimates that the population will increase by 4300 persons at build-out under present zoning, an additional 430,000 gallons of water will be needed per day, 1290 new students will be added to the school population, and 43 miles of new roads will be constructed.

In addition to the number of new dwellings constructed, there is concern that the type of construction is not blending in with the existing neighborhoods. In the 1960's, the average new home was approximately 1,800 gross sq. ft. in size and valued at approximately \$30,000. In 1998, the average new home in a new subdivision was 4,000 to 5,000 gross sq. ft. in size and valued at \$700,000, with many even larger homes.

As more marginal land is developed, the buildable area available for construction decreases and the development seems out of scale. Many citizens feel that the character of the Town is threatened by the style and size of new residential construction and its displacement of what once was forest and open field. Increasing the minimum lot size may seem like a viable solution to this problem, however ecologist and planners alike agree that low density

development, similar to that permitted in Sudbury, fragments open space and creates small islands of open space with little ecological value. The use of cluster-type bylaws which allow smaller lot sizes in exchange for preserving open space can alleviate both of these problems. Sudbury has successfully implemented cluster designs in recent developments such as Fieldstone Farm, Run Brook II and III, Lettery Circle and Ironworks Farm.

During the last decade, commercial building activity has been slower than residential development. The years 1990–1993 saw no substantial construction on any commercial property. Lack of vacant commercial land is one factor. However, from 1994 through the present, economic conditions have been favorable to commercial construction and expansion, and properties in the business districts have begun to revitalize. Estimated value of construction on non-residential properties averaged \$740,000 for the years 1990–1993, and increased to \$3,200,000 annually in the later part of the decade.

Residential Building Permits Issued		
Year	Residential (new construction)	Non-Residential Activity*
1990	25	10
1991	43	16
1992	110	15
1993	62	8
1994	73	18
1995	85	21
1996	78	36
1997	88	43
1998	80	49

\* Includes all non-residential permits for new construction, renovations, and additions

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**LAND USE GOALS, OBJECTIVES AND IMPLEMENTATION STRATEGIES**

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***Goal 1: Strive for comprehensive, integrated land use decisions which attempt to achieve environmental, economic and aesthetic sustainability.***

The fundamental goal of this plan is to achieve sustainability in all three sectors—environment, economic development, and aesthetics. The coordination of the three sectors must underlie all policy decisions made by town boards. Future development must respect the character of Sudbury; it must be balanced within the limits of environmental constraints; it must be based on the capacity of local aquifers to supply sufficient, high quality water; it must not overburden the town's ability to provide services such as wastewater disposal, solid waste disposal, infrastructure, education and public safety; and it must not place financial burdens on particular segments of the population. The Town must ensure that the goals of the Master Plan are examined and practiced in total, and that the comprehensiveness of the plan is respected.

Sudbury residents realize that the Town is still growing, and that future growth must be managed in order to preserve the character that attracted many people to Sudbury. The following recommendations are meant to guide growth in a manner that is sustainable and responsible, so that at full build-out, the policies and direction of this Master Plan will have had a positive effect on the land use patterns of the town.

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***Objective A: Protect and preserve critical natural resources and wildlife habitat in all land use decisions and policies.***

As a first priority, the natural environment in Sudbury must be protected. Strategies recommended to implement this objective are as follows:

- 1 Implement the recommendations of the Land Use Priorities Committee and the Open Space and Recreation Plan by:***
  - (1) identifying critical parcels of land for municipal purchase or other methods of permanent protection from residential or commercial development***
  - (2) establishing and maintaining lines of communication with landowners to take advantage of opportunities to acquire and/or preserve property***
  - (3) supporting town acquisition of open space based on identified priorities, and***
  - (4) exploring means and costs of purchasing development rights and other options for funding open space preservation.***

The Land Use Priorities Committee (LUPC) has been designing a process for evaluation of land which will provide a meaningful basis for decision making when the Town is faced with the opportunity to purchase land. In addition, the LUPC is prioritizing parcels of land based on their value to the Town for a variety of purposes, including natural resource values and municipal needs. Once this prioritization is completed, the Town must be ready to apply creative thinking to a range of situations, especially when dealing with family lands and estates, including purchase of development rights, charitable remainder trusts, open space bonding, adoption of the Community Preservation Act, and agricultural preservation and conservation restrictions.

Given that land is a finite resource, the Town should support these efforts. The long-range capital plan and budget for the Town needs to include funding for land acquisition on an annual basis.

The impacts of land preservation costs versus development costs in terms of services needed must be understood by the community. The American Farmland Trust has concluded that the cost of services on residential land is \$1.13 for every \$1 in tax revenue generated, compared to the cost of maintaining open space which is \$.29 for every \$1.\* In a separate study conducted by the Southern New England Forest Consortium in 1995, it was found that for every dollar of revenue raised, \$1.14 was spent in services for the residential sector, \$0.43 for the commercial/industrial sector, and \$0.42 for forest, farm and open space.\*

Although neither of these scenarios includes the initial purchase costs for land acquisition, these costs are typically dissipated after 10-20 years. Development costs never disappear, as residential development will always have ongoing costs associated with it. We can thus assume that the costs of development of 1000 additional homes in Sudbury will be greater than the tax revenue generated, and that additional capital expenses (possibly new schools) may be necessary, making the

\* Freegood, J., and R.C. Wagner. 1992. Cost of Community Services Studies: Snapshots of New Fiscal Impacts of Different Land Uses in Towns. Northeastern Office, American Farmland Trust. Presented at "Does Land Conservation Pay? Determining the Fiscal Implications of Preserving Open Land," Lincoln Institute of Land Policy.

\* Commonwealth Research Group. 1995. *Cost of Community Services in Southern New England*. Southern New England Forest Consortium, Inc., Chepachet, RI.

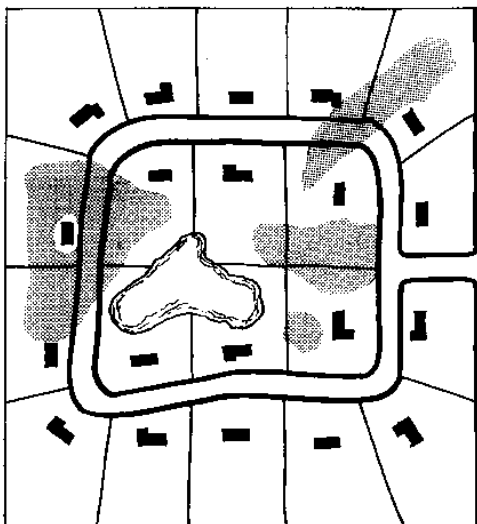
development scenario far more expensive than the preservation alternative.

**2 Review the Cluster Development bylaw and other open space bylaws to make them more usable and therefore more effective in preserving open space.**

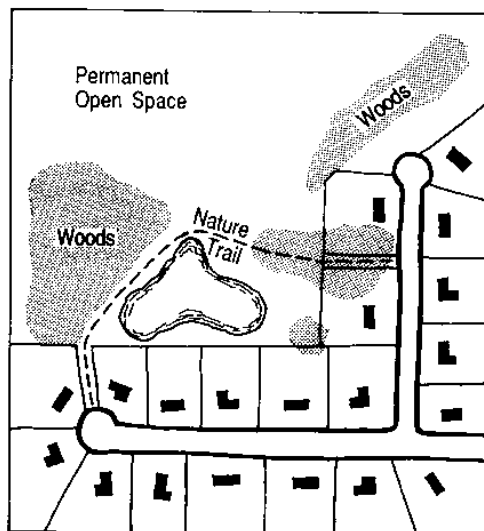
Currently, Sudbury has two bylaws for the development of residential land which requires the setting aside of open space—the Cluster Development bylaw and the Senior Residential Community bylaw. These bylaws provide no density incentives and use of them requires a Special Permit from the Planning Board. Because of this, these bylaws are not widely used. In order to facilitate their use, moderate density incentives which make their use more economically attractive to developers should be included in the bylaw. In most cases, the overall footprint of development (the actual area disturbed for development) can remain the same, with buildings more closely clustered to protect surrounding open land, as illustrated below.

The Town should also decide whether to allow cluster developments by-right (instead of by special permit), as M.G.L. Chapter 40A, Section 9 has recently been amended.

**Conventional Subdivision Design**



**Cluster Subdivision Design**





**3 *Actively support the Community Preservation Act to establish funding mechanisms for open space preservation.***

The Community Preservation Act was signed into law in September 2000, and allows communities in Massachusetts to raise funds, outside Proposition 2½, through a property tax surcharge to address core community preservation concerns, including open space preservation, historic preservation and affordable housing. Sudbury needs to adopt the Community Preservation Act at a regular election, and working in conjunction with a local Community Preservation Committee, develop a process for prioritizing use of the funds for the specified purposes. The law allows communities to impose a surcharge of up to 3% of the real estate valuation. At the maximum percentage, Sudbury could collect approximately one million dollars each year for community preservation purposes.

**4 *Ensure that all new development is compatible with the purposes of the Water Resource Protection District Bylaw and the Sudbury Wetland Administration Bylaw.***

Both of these local bylaws provide excellent protection of groundwater and surface water systems in Sudbury. The Planning Board and the Conservation Commission should continue to refine the bylaws in order to increase their effectiveness, and to make the permitting process easier for those developments that clearly meet or exceed town goals and standards. In addition, enforcement of these bylaws must be strengthened.

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***Objective B: Maintain the community's traditional, historic character.***

In making all land use decisions, preservation and enhancement of the bucolic atmosphere that we cherish must be considered, and we should strive to prevent additional losses of community character.

Strategies recommended to implement this objective are as follows:

**1 *Guide development in ways which avoid destruction of important historic features and buildings, and promote architectural integrity in all new development.***

Although Sudbury has a design review process for commercial buildings and historic district designations, there are important areas

and buildings in town that are not fully protected from demolition or alteration, therefore:

- ?? Expansion of the Historic Districts to encompass other historically important areas should be considered.
- ?? More stringent control of new construction within the Historic Districts may be needed.
- ?? Expanded use and enforcement of demolition regulations should be explored.
- ?? Residential construction should be encouraged to incorporate historic design elements on those new homes that are in highly visible areas or along existing public streets.

**2 *Review and revise standards for scale of development, use and intensity in residential and commercial districts.***

Concerns have been voiced on the appearance of new residential construction—that it doesn't fit in with existing neighborhoods, and that the new houses appear too large for the lot on which they are built. The current zoning bylaw addresses yard setbacks and lot coverage (the percentage of a lot that can be covered with a structure can be no greater than 60%). Additional requirements can be established which restrict the footprint (foundation) of a structure to a percentage of the total lot area, referred to as the floor area ratio (FAR). However, this course of action is not recommended. Given that the minimum lot size in Sudbury is 40,000 sq. ft., and the average new home size (foundation) is 3,000 sq. ft., an FAR of less than 10% would be required to make any noticeable difference in the size of new homes. It is unknown whether the severity of such a restriction would be held constitutional if challenged. Therefore, other methods to control scale of development must be adopted. One suggestion is to require site plan review by the Planning Board for any new construction over a certain size, e.g. 5,000 gross square feet. By reviewing the plan in an open meeting, typically face to face with neighbors, many issues related to visual impact, removal of vegetation and exterior style can be discussed and mitigated.

The use of a floor area ratio is more common in commercial districts. Typically the height of a structure is varied within the footprint in order to maximize the ratio. Parking requirements are sometimes reduced and flexible setback requirements are employed. The use of floor area ratios should be explored for commercial districts.

**3 Enhance the appearance of primary entrances into Town.**

Sudbury should take pride in its town, and celebrate the entrances into Town along major thoroughfares with appropriate signage, markers and landscaping. The easternmost entrance into Sudbury on Route 20 is adjacent to the Town's transfer station, which has land available for improvement. Other entrances on major roads should be investigated for potential improvements, including Route 27 at the Maynard and Wayland town lines, Route 117, and Route 20 at the Marlboro town line.

**4 Provide incentives for maintenance and expansion of agricultural land uses.**

Sudbury has been an agricultural community for 360 years. Sale of farmland for residential development creates an irreplaceable loss of the environment and community character. Agriculture is an excellent example of a sustainable land use, and is especially well suited to non-commercial areas. While it doesn't generate significant tax revenue, it does not utilize town services either. It maintains open fields and vistas, is a low impact commercial use of property and, if it incorporates integrated pest management techniques into its plans, has little negative impact on the environment.

Means should be found to maintain Sudbury's remaining agricultural lands as a sustainable land use and a vestige of the past. Tax programs for agricultural lands should be explored, such as taxation based on present use, not highest and best use. The possibility of forgiving rollback taxes, or taxing agricultural property at a lower tax rate must be explored. State initiatives may be required.

**5 Improve the appearance of the Route 20 commercial districts.**

The Strategic Planning Committee stressed the need to improve the appearance of Route 20 in order to more closely resemble the character of a traditional New England town center. Although this area is nearly fully developed, we must strive to reverse the suburban sprawl atmosphere and bring the scale of development towards a more pedestrian oriented, livable and useable environment.

**?? Create new standards for architectural and site plan review.**

While the site plan special permit bylaw and design review process have eliminated some past threats, more can be done to

shape the business district and redirect its future redevelopment. The Zoning Bylaw must be examined to eliminate old vestiges of single lot development (e.g. yard setback requirements and fulfilling parking needs on each lot), and must allow more flexibility for projects that meet identified community goals. Enhanced design requirements, better landscaping and architectural standards and zero lot line regulations should be explored, among others.

- ?? ***Provide amenities in the business district to encourage pedestrian use and create a user-friendly scale and character for the area.***

Without the provision for an integrated system of walkways and crosswalks throughout the business district, pedestrian activity will not increase. However, as we have seen with the construction of walkways in residential neighborhoods, if a walkway exists, it is used. The introduction of pedestrians into the business district can influence the types of businesses locating there, the desire of business owners to upgrade and improve the storefront areas and the site layout of new development. Capital funds for expansion of walkways throughout the business district must be allocated. Public/private partnerships should also be sought in order to complete upgrades in the district.

- ?? ***Expedite the removal of utility poles along Route 20 and throughout town.***

A major contributor to the unsightly atmosphere of the business district is the proliferation of overhead utility wires and poles. Although the cost of placing such structures underground is estimated at \$400–500 per linear foot, the Town should investigate capital expense planning, grants, transportation enhancement programs and other funding sources to remove these structures. The creation of Business Improvement Districts can make remarkable changes in downtown areas. Through the Economic Development Committee, the town has a designated voice for these issues.

- ?? ***Amend the Zoning Bylaw to require that off-street parking be screened from streets and abutting properties [or encourage owners to landscape].***

Currently, the Zoning Bylaw contains few requirements for landscaping standards for small parking lots (less than 40 cars), that make up a significant number of businesses in Sudbury. A general lack of vegetation along the roadway is apparent, and there is no incentive for business owners to install landscaping.

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***Objective C: Encourage land use options that are directed toward economic sustainability in all sectors (commercial/industrial, housing, open space) in order to balance growth with the Town's ability to provide services.***

The Town must strive to encourage land uses that are economically sustainable and that do not outpace the ability of the Town to provide services such as water, wastewater disposal, roads, solid waste disposal, schools, public safety and others.

Strategies recommended to implement this objective are as follows:

- 1 Investigate flexible zoning requirements in commercial districts to allow development that meets identified community goals.***

Currently, zoning in the commercial districts along Route 20 is a combination of antiquated dimensional and use restrictions, infill provisions which have been inserted to meet single uses, and restrictive overlay zoning to protect the groundwater which provides the town's drinking water. The incohesiveness of the zoning results in great difficulty when permitting is required. Provisions may conflict with each other, and it is not unusual for an application to require permits from five different boards to proceed, each with its own objectives and desires for that specific parcel.

The Town is undergoing a comprehensive revision of the zoning bylaw, which will alleviate some of the conflicts identified. However, the Town must first identify community goals for the commercial districts. Site Plan design issues such as setback variations, circulation issues to reduce the number of curb cuts, shared parking arrangements, landscaping requirements and a streamlined process for permitting developments, etc. should be discussed and desirable elements

identified. Bylaw amendments should then be instituted which allow flexibility for projects that meet the identified goals.

**2 *Re-write the Zoning Bylaw to ensure that the type of development desired in Sudbury is permitted.***

As mentioned above, the provisions of the zoning bylaw have been amended throughout several decades with little thought for the "big picture." Some provisions in the current bylaw have been included since the inception of zoning in Sudbury in 1931. We must ensure that desired development (businesses and services needed and wanted by Sudbury residents and employees) is encouraged and that undesirable development (for uses such as big box retailers, industrial uses, adult uses, etc.) is discouraged through the requirement of Special Permits and the adoption of performance standards. The Planning Board and Board of Selectmen must provide leadership in the identification of town needs and desires.

Residential development must also be examined to reduce or eliminate low-density sprawl and fragmentation of open space. The Town should encourage developers to utilize the Cluster Development Bylaw, Flexible Development Bylaw and the senior housing bylaws, all of which contain provisions for the preservation of open space and/or the creation of compact development.

**3 *Investigate parcels for Planned Unit Development options and present recommendations.***

Planned Unit Developments allow a mix of residential uses and commercial uses in a single development, with the provision for setting aside open space. Typically parcel sizes are over 25 acres, and the parcels are located in a central location or near a major roadway or transportation system. Housing can be either attached or detached, or both, but typically lot sizes are small and housing is clustered. The benefits of such development are the convenience of neighborhood shopping, creation of diversified housing and the possibility of preserving open space. The challenge in Sudbury is to find an appropriate parcel or parcels which can accommodate a development of this scale and density, and receive zoning approval from Town Meeting.

**4 *Develop eco-tourism and historic tourism opportunities in Sudbury.***

Given Sudbury's wealth of natural landscape and history, the Strategic Planning Committee recommended the initiation of an effort to create tourism opportunities around both of these aspects of our community. Both are thought to have little negative impact on the community, and can enhance the character of the community through recognition of important places. Revenue generation is possible, without the need for additional services.

Local citizens have designed a historic walking trail that winds through the historic town center. The trail traverses several important sites in the area, including town buildings and properties, and will include identifying markers, an orientation map, directional signage, and brochures to facilitate a self-guided tour of the area. The plan seeks to make the town center a regional tourist destination. At this point, the historical walking trail is not funded with town funds, however as the concept evolves and tourism increases, the town should consider the economic advantages of this type of sustainable development.

**5 *Rezone residential parcels to increase the amount of commercial/ industrial land in Sudbury.***

Over the past 25 years, Town Meeting has voted to remove land from commercial/industrial zoning and put it into residential uses. Over 300 acres have been rezoned in this fashion, and today Sudbury has limited land area available for commercial uses. Of the 342 acres currently zoned commercial/industrial/research, only approximately 20 acres are vacant and available for development.

Under the current tax rate and valuation, every acre of commercial land generates approximately \$8,600 in taxes annually. The Town could expect a return of almost one-half million dollars annually if 50 acres of land were rezoned from residential to commercial. Applying the methodology of the Cost of Community Services studies (see page 18), the impacts of rezoning an additional 50 acres of land to commercial use would generate \$245,000 annually, while 50 acres in residential use would cost the town \$55,000.

**6 *Create a plan for the future use of the Raytheon site (and other large commercial sites) if vacated.***

The Raytheon site on Route 20 contains approximately 50 acres of business-zoned land, with over 500,000 sq. ft. of building space. The site also includes a localized wastewater treatment system with a capacity of 50,000 gallons per day. Under current zoning, this site has additional development potential and wastewater disposal potential, and could provide Sudbury with opportunities. Due to other Raytheon plant closures in the area, Sudbury should have a plan in place if the Sudbury site is vacated. Possibilities should include town acquisition of the parcel through formation of a community development corporation for redevelopment.

Other sites with similar potential for redevelopment should be identified and assessed, such as the Sudbury landfill and the Melone gravel pit.



## 2: ECONOMIC DEVELOPMENT ELEMENT

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### INTRODUCTION

Economic development can be defined as the ongoing effort of a community to improve the well-being of its residents. There can be several different approaches to economic development. In the broadest sense, most people think of economic development as commercial and industrial development. Typically, a booming commercial base is a sign of successful economic development. Many communities strive to attract commercial and industrial development in order to reap the tax benefits of such industries. Economic development fosters growth and retention of business activity, provides employment, and contributes to a strong tax base.

Today's local economy is affected by many variables. In years past, the installation of adequate infrastructure in a downtown area was a priority, a necessity in order to attract industry to a geographic location. Governmental funding for infrastructure programs was abundant and basic services were liberally supplied. Nowadays, communities must make tougher choices in their expenditure of public funds. Competition is greater, as more projects compete for fewer funds. Maintenance and expansion of infrastructure have typically become a low priority for many communities. Businesses have had to pay for a greater share of what were once considered public responsibilities.

Location and physical attributes of business properties also affect the local economy. Large mall developments diminish the appeal of local shopping districts by luring customers with low prices and a greater variety of products. Nationwide, there are a declining number of owner occupied businesses. This lack of stakeholders operating the businesses may also be a factor in the physical deterioration of a business district. It is becoming more evident that public-private partnerships are necessary to ensure success in the economic revitalization movement occurring in the country. This movement seeks to attract activity back into downtowns by renovating stores and storefronts, building or rebuilding necessary infrastructure, and adding housing. The benefits include added tax revenue, reduced traffic congestion (in walkable downtowns) and a more integrated sense of community.

Sudbury has been experiencing changes in its economic demographics since the early 1990's, as have many communities in the Metrowest region. The predominant sectors of commerce have shifted from manufacturing uses to service and retail uses. The ratio of jobs to labor force has decreased to the point where Sudbury now exports labor into the region. Commercial property valuation has decreased from 11.7% of Sudbury's total assessed property valuation in 1989, to less than 7% in 1996. Our projected employment growth is not expected to reach the 1990 figure of 9,706 jobs in the next 20 years, with projected employment for the year 2020 expected at 8,500. While our demographic statistics indicate strong income and wage levels, these resources are being used outside Sudbury. Strengthening the commercial base in town, in order to compete in the regional share of jobs and revenue, must be a priority.

Sudbury has been struggling to find a commercial identity for many years. Located along Boston Post Road, the commercial districts have a strip mall character which many residents find distasteful. The larger shopping plazas encounter rapid tenancy changes and vacancies. No pedestrian travel is possible due to the lack of walkways, crossing signals and the non-compact development patterns. Nearby malls in Framingham and Marlboro provide a greater selection of products than the local stores, and may contribute to an independent store's inability to compete locally. An Economic Development Commission has been appointed by the Board of Selectmen to study the issues relating to Sudbury's commercial area, in order to increase tax revenue. Understanding the potential for what Sudbury's commercial base could be may help us make the necessary changes for the decades to come.

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**ECONOMIC SUSTAINABILITY**

A well-rounded economic development plan that takes into consideration all the factors affecting the economy can produce results that make a community economically sustainable. Sustainable communities work to live within physical ecological limits, seek to reduce air and water pollution and the consumption of nonrenewable resources, try to lessen consumption of land by promoting more compact and contiguous development patterns, promote a sense of place and a suitable human scale by integrating activities and uses, while still maintaining an economic base within the community to pay for its essential services. Our ability to keep these factors in balance will measure our success at economic sustainability.

The factors involved in economic sustainability are:

- ?? the ability to meet Town-wide expenses by balancing commercial and residential development
- ?? maintaining and improving public infrastructure to keep pace with growth
- ?? favoring land uses that do not unduly drain services in any one category
- ?? promoting "desirable development" through zoning laws and the permitting processes
- ?? providing goods and services needed and wanted by the local population

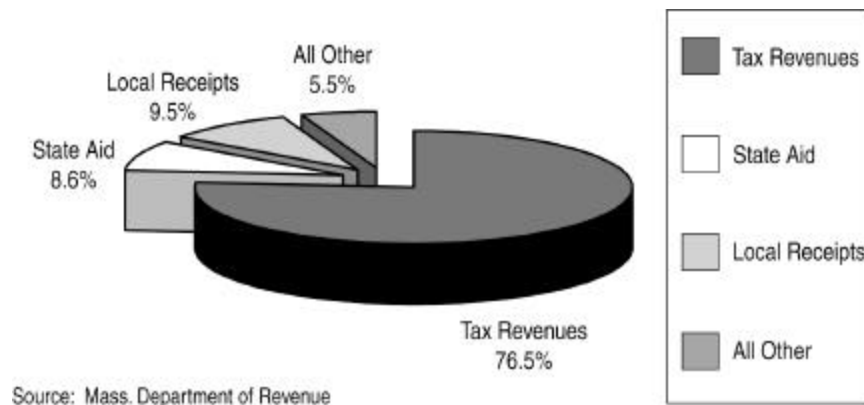
The following sections will show the connection between these factors and how they affect the local economy.

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### SOURCES OF REVENUE

Income to cover the town's expenses comes from local property taxes; state and federal reimbursements; and local receipts from the motor vehicle excise tax, investment income, fees, permits, licenses, penalties and interest, certificates and filings, payments in lieu of taxes, grants, gifts and donations.

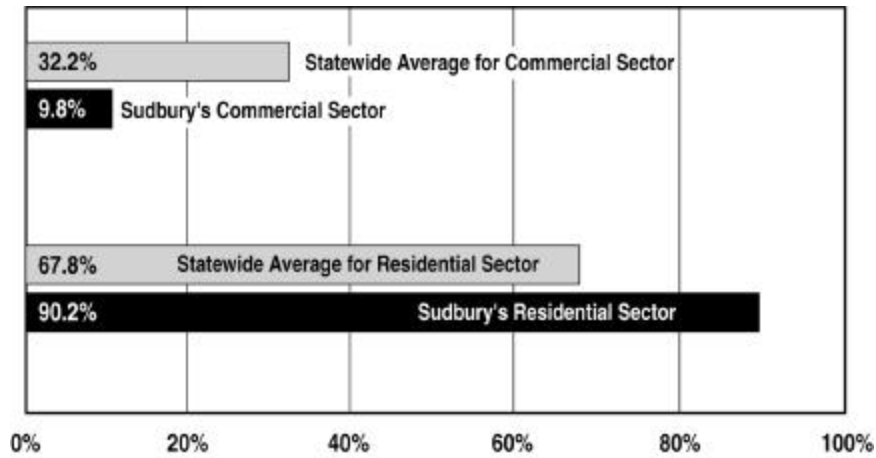
#### Sudbury's FY97 Local Revenue Components



The property tax is the main source of the town's income. It includes taxes on residential property and structures as well as taxes on business property and structures. According to the Massachusetts Department of Revenue, property taxes accounted for approximately 52 percent of all local revenue in the state's 351 municipalities in FY97.

Breaking down the 76 percent of Sudbury’s FY97 revenues that came from property taxes, we find that the property tax revenue contribution in Sudbury is overwhelmingly carried by residential taxpayers—90 percent vs. 10 percent from commercial/industrial ratepayers in FY97. The state average ratio is 68 percent residential to 32 percent commercial/industrial. Planning authorities have established a minimum goal of approximately 14 percent of property tax revenues from the commercial/industrial sector to achieve an “economically sustainable” community.

**FY97 Property Tax Components**



Source: Mass. Department of Revenue

In 1989, the commercial sector accounted for 11.7 percent of Sudbury’s total assessed property valuation. By fiscal 1996 that number was down to 6.8 percent, a decrease of 42 percent.

According to the Town Assessor, this can be attributed to three factors:

- 1) Decline in commercial property values;
- 2) Decrease of the commercial shift (the amount of taxes paid by the commercial sector); and,
- 3) Growth in the residential sector.

**GOODS AND SERVICES**

Sudbury's commercial base in 1998 consisted mainly of retail and service establishments. Over 75 percent of the businesses in town are wholesale/retail or services, while only one percent are industrial (manufacturing).

<b>Sudbury's Commercial Base (1998)</b>			
<b>Industry</b>	<b>No. of Firms (%)</b>	<b>Average No. of Employees</b>	<b>Percentage of Employees</b>
Services	245 (49%)	1511	24%
Wholesale & Retail Trade	136 (27%)	1666	26%
Contract Construction	38 (7.6%)	162	2.5%
Finance, Insurance & Real Estate	33 (6.6%)	135	2%
Agriculture & Forestry	17 (3.4%)	273	4%
Government	15 (3%)	812	13%
Transportation, Utilities & Communication	10 (2%)	62	<1%
Manufacturing	5 (1%)	1788	30%

Source: Massachusetts Department of Employment and Training

<b>Sudbury's Largest Employers (1998)</b>		
<b>Company</b>	<b>Nature of Business</b>	<b>No. of Employees</b>
Raytheon Company	Defense Electronics	2000
Sudbury Public Schools	School	318
Chiswick Trading, Inc.	Packaging	250
Sudbury Farms	Supermarket	178
Lincoln-Sudbury Regional School Dist.	School	145
Star Market	Supermarket	135
Wayside Inn	Restaurant/Inn	125
Sudbury Pines Extended Care	Nursing Home	60
Wingate Nursing Home	Nursing Home	57
99 Restaurant	Restaurant	40

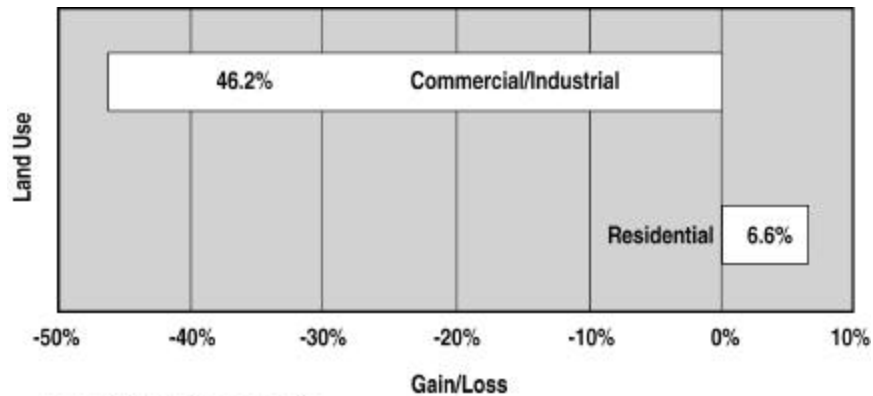
Source: Commonwealth of Massachusetts, 1999 Annual Town Meeting Warrant

**COMMERCIAL LAND USE AND ZONING**

Sudbury’s commercial base is almost entirely located within several business districts along Route 20. Of the approximately 460 acres commercially zoned throughout the town (including business, industrial, and research), over 70 percent are located on or adjacent to Route 20. Four small single-property business districts are dispersed throughout the town, the Research District in northern Sudbury on Route 117 contains two parcels, and several businesses are scattered throughout town operating under Special Permits or Use Variances. Excluding the Research District, the percentage of the commercially zoned properties located within the Route 20 corridor increases to 97 percent.

Sudbury has rezoned approximately 45 percent of its commercial/industrial properties to residential use over the past 20 years. In 1977, over 600 acres were zoned for commercial/industrial uses, as compared to the 340 acres zoned commercial/industrial in 1998 (excluding the Research District). Presently, there are twenty vacant commercially zoned parcels in Sudbury, with a total acreage of 29 acres. Only six of these parcels are buildable, for a total of 17 acres. Without rezoning land, it is clear that Sudbury will not see any large amount of new commercial development. Redevelopment of existing sites will be the only option to expand the commercial tax base.

**Land Use by Acres 1977–1997**



Source: Sudbury Assessor's Office

Coupled with the limited land available in Sudbury for commercial development are the environmental constraints on the properties along Route 20. This area is directly adjacent to the Town's drinking water supply wells, located between Nobscot Road and Raymond Road, and largely within the Zone II recharge area to the wells. The area also has a high groundwater table, typically 2 to 4 feet below ground surface. Hop Brook winds through the business district in a north-south direction with associated wetland tributaries in various locations. These physical conditions have forced the Town to enact very stringent bylaws regarding groundwater protection, wetland protection, and wastewater disposal.

Route 20 has developed sporadically over the last 50 years, although it has always been a main thoroughfare through Sudbury (see Transportation Element). Redevelopment of many parcels occurred in the early 1980's, during a time when the Town had no site plan or architectural review in place. Each business sought to stand alone, set back from the road with separate accesses and parking. Building styles varied significantly and limited landscaping was required or installed. This pattern continued until the late 1980's, when a revised site plan bylaw was adopted and stricter standards were imposed. However, most of the business-zoned properties were already developed and Route 20 was developing a strip mall character.

A survey conducted jointly by the Sudbury Chamber of Commerce and the Planning Board in 1994 queried Sudbury businesses about desirable improvements in the business district. The survey results indicated a general dissatisfaction with the aesthetics of Route 20, which the business owners felt kept customers away from businesses.

A strong commercial base can benefit the community in a number of ways—offset the tax rate and bring additional revenue to the Town, provide needed products and services to Sudbury residents—and the business community should be an identified stakeholder in all long term economic development decisions and policies that are made by the town. Support for the continuation, expansion and development of desired businesses in Sudbury should be a town-wide goal. The permitting processes are under review by town boards and committees in order to reduce the amount of time it takes to open a business in Sudbury. Over the past 5 years the business climate has improved. Sudbury is experiencing fairly low vacancy rates, and redevelopment of sites has been occurring. With the site plan bylaw solidly in place, town boards are demanding

and developers are designing more aesthetically pleasing storefronts, signs and amenities around the buildings. However, this is occurring only on the newer properties. In order to achieve a cohesive business district, one that is pleasing to look at, shop in and attract people to, additional improvements are necessary, including major infrastructure expenditures such as wastewater disposal and traffic improvements, all of which must be linked to a vision of what Sudbury's commercial district should be like.

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### **CURRENT SITUATION AND THE FUTURE PICTURE**

If we assume that residential development continues at its current pace, without an insurgence of new commercial development and its associated tax revenue, the impact on residential property taxes is significant.

The 1997 build-out analysis concluded that costs of municipal services will only rise as more single family homes are built. Mullin Associates also developed a fiscal impact model for Sudbury to investigate the costs and benefits of commercial development. The fiscal impact model can be used to determine what revenues, in the form of new tax monies, any development will bring into the Town coffers and how much the town will have to spend to provide that development with new services. It then determines a net loss or gain to the town.

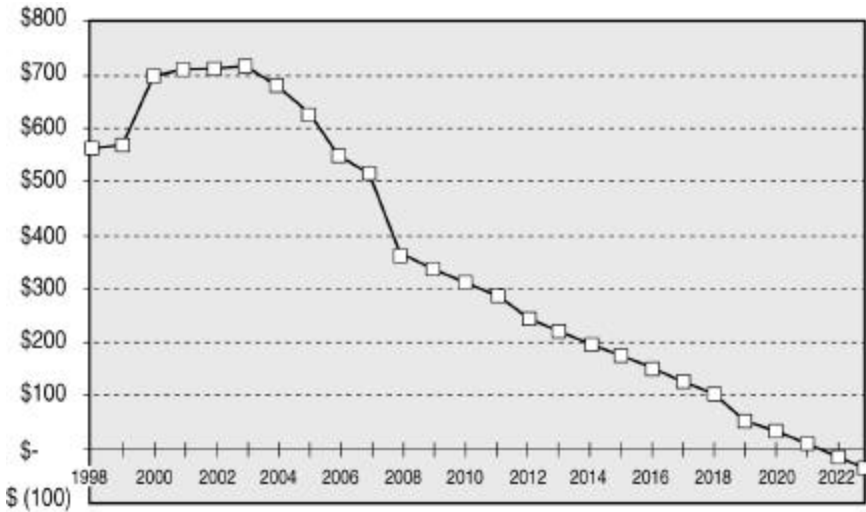
The model projects that the impact on the average taxpayer of full residential build-out under current zoning will be a \$639.48 increase in taxes each year.

Beyond the anticipated annual increases in property taxes allowed under Proposition 2 1/2, taxpayers will also see increases in their tax bills due to the debt exemptions that have been passed in recent years. From 1989–1998 Sudbury voters authorized \$71.4 million in long-term debt for capital projects, including the new Goodnow Library, building and renovating K–8 schools, repairs and renovations to the Fairbank facility, construction of a new fire station, repairs to the Feeley tennis courts, and purchase of open space (Meachen-Meggs and Weisblatt properties).

To the owner of an average Sudbury home (assessed at \$330,000) this long-term debt will mean approximately an additional \$575 on their FY98 tax bill (\$1.86/thousand assessed value). The long-term debt portion of the average tax bill will peak in 2003 at approximately \$700 (\$2.35/thousand assessed value) before it begins to decrease, assuming no additional debt exemptions passed.



**Annual Cost of Current Debt Exemptions on the Average \$330,000 Home**



Source: Sudbury Treasurer's Office

The total debt incurred for these projects will be retired in 2023 at which point it will have cost the average homeowner \$8,855.00. [NOTE: Additional expenditures in 1999 and 2000 totaling over \$70 million will have an additional impact on future tax bills.]

How can Sudbury maintain its current standard of living without ignoring the economic impacts of these issues on residents of moderate means, degrading the environment and radically altering the character of the Town? The goals of economic sustainability strive to attain a balance between quality of life and the ability for residents of all means to continue to live here. The recommendations herein call for increased efficiency within existing commercial districts, including density bonuses, innovative approaches to generating revenue, and the need to install infrastructure in order to attract businesses into town.

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**ECONOMIC DEVELOPMENT GOALS, OBJECTIVES AND IMPLEMENTATION STRATEGIES**

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***Goal 1. Promote economic development that sustains Sudbury's natural resources and traditional, semi-rural town character, and balances sources of revenue among residential, commercial and industrial sectors.***

The Town believes that expansion of the commercial tax base and development of a process to attract desirable businesses into Town is necessary. For example, desirable businesses fill a need for products or services that Sudbury residents and employees need or want (not necessarily looking for customers beyond the local population); can be located on a property which is in scale with the physical needs of the business without producing undue strain on existing services, including traffic; blend in harmoniously with the character of the Town and enhance the surrounding businesses; and preserve or enhance the environmental features of the land. The Town, through its laws and policies, must also plan for the continued existence of the business community by recognizing their needs and working together to build a partnership.

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***Objective A: Create and maintain a variety of revenue sources in Sudbury.***

The Town must strive to achieve a greater balance between revenue collected from residential property and that collected from commercial property.

Strategies recommended to implement this objective are as follows:

***1 Create an Economic Development Commission to pursue business opportunities that complement Sudbury's vision.***

Many towns and cities are now undergoing this process. Some are doing it in conjunction with the Chamber of Commerce. This is envisioned as similar to the Industrial Development Commission created in Sudbury in 1955. Their mission was to attract industry to locate in Sudbury. This new commission should work towards revitalization of the Route 20 corridor and other commercial districts to develop a stronger revenue stream, and act as a liaison between town government and the business community.

**2 *Develop a process utilizing town boards to investigate innovative approaches for revenue generation.***

In addition to attracting conventional businesses to generate revenue, there are other revenue generating enterprises that can bring the Town economic benefits, such as electric deregulation, competitive bidding for local cable contracts, leasing Town land for telecommunications, etc. Local talents should be used to investigate these innovative ideas.

**3 *Coordinate a plan to utilize municipal buildings and other town properties to raise revenue.***

Sudbury has already renovated and is in the process of renovating many Town buildings, such as the Library and the public schools, and has built several new buildings during the last decade. We should attempt to utilize these buildings to raise revenue, such as renting out school buildings in the summer for corporate functions or seminars, using the school gymnasiums for evening athletic events, and other uses.

**4 *Expand and/or redefine the types of uses allowed in business, industrial and research zoning districts to encourage types of industries that are compatible with Sudbury's goals and allow for potential growth in those existing areas.***

Sudbury's Zoning Bylaw was originally adopted in 1931, and the permitted uses sections of the bylaw have not changed significantly since the 1960's. We must redefine what we want in Sudbury by revising the Zoning bylaw. In addition, to avoid further sprawl along Route 20, we must strive to accommodate desirable growth in the existing business areas.

Industries change over time and we must be sure that our bylaws accommodate the trends for those businesses that are desirable.

**5 *Explore the possibility of rezoning for small commercial satellite zones along major roads and rezoning land adjacent to existing commercial/industrial/research land for growth in those areas.***

In order to relieve congestion on Route 20, provide services to a larger geographical area in Sudbury and broaden Sudbury's tax base, small satellite commercial zones should be explored on roads such as Hudson Road near the Stow town line, and Route 27 near the Maynard town

line. Growth within proximity to the existing business center should also be explored. Northward on Union Avenue, Old County Road and other parcels contiguous to existing commercial zones may be well suited to additional commercial development.

**6 *Continue to support and promote home-based businesses.***

Since Sudbury has limited office space, allowing home businesses to operate encourages residents to utilize local services, reduces traffic, and may increase property values.

**7 *Pursue state wide legislative solutions to decrease the Town's reliance on property taxes.***

Sudbury's reliance on property taxes for a large percentage of its expenditures reduces a resident's ability to maintain a home in Sudbury, particularly for seniors and others on a fixed income. Other solutions must be offered to towns in Massachusetts, such as senior tax relief, redistribution of lottery and state gas tax monies and recalculation of the cherry sheet, which delivers state aid to local municipalities.

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***Objective B: Provide adequate infrastructure to support the Town's current and future economic development goals.***

In order to retain existing businesses and attract a mix of industries in the future, essential services such as enhanced wastewater disposal must be provided. In addition, as the need for technology emerges, towns must keep up with the demands for certain types of infrastructure improvements, such as fiber optic lines. Strategies recommended to implement this recommendation are as follows:

**1 *Explore alternative wastewater disposal options in the central business district to determine the most feasible implementation option.***

The Town has debated the issue of sewerage Route 20 for almost 40 years. The natural and the built environments have co-existed in precarious balance for decades. It is unlikely that the concentration of development will ever move from the central business area, yet the Town continues to rely on groundwater taken from almost directly underneath. The 1999 Annual Town Meeting appropriation of \$40,000 will begin this investigation, however, additional funding for future studies and engineering costs will be required.

**2 *Resolve and improve circulation and traffic issues on Route 20.***

The Town should proactively seek to obtain an easement over, or ownership of, the Conrail railroad line in Sudbury, as it provides the only land area available for a north-south connector road across Route 20. The design plans for the Nobscot Road traffic signal should anticipate a possible northern extension of Nobscot Road to avoid costly improvements later. Other recommendations on circulation issues are contained in the Transportation Element.

**3 *Lobby for reduction in MBTA fees, or an increase in benefits.***

The Town FY99 assessment to the MBTA was \$345,519. Sudbury received no direct benefits from this assessment. Some benefits, especially for the elderly and disabled, should be extended to Sudbury residents.

**4 *Pursue installation of fiber optic lines to Sudbury.***

The Town should encourage the location of high tech industries in Sudbury by the installation of fiber optic lines to all commercial and residential properties. Although it appears infeasible to require local cable companies to provide fiber optic service, the Town should consider installing the lines itself. A number of towns and cities across the country are aggressively approaching the issue by installing fiber-based networks as a basic part of the town's infrastructure. The services such a network could provide include transport for video services, bandwidth for Internet services, network for Internet-based telephone service (both local and long distance), town and school networking needs, network needs of businesses in Sudbury, fire alarm service applications and public building security applications.

Preliminary cost estimates indicate that such a network could be installed to connect every home, public building and business in Sudbury for a cost of less than \$20.00 per month for the infrastructure utilizing 100% underground installation. This could be accomplished through financing on a 30-year bond without adding to the tax base.

A planning committee should be established to pursue these ideas and verify the costs and services that could be provided.

**5 Explore the creation of a technology overlay district that provides technology services as an incentive.**

If wiring fiber optic lines to every residential dwelling or to every business is not possible, it may be possible to provide the technology to one or more contiguous parcels in order to direct new business growth into Sudbury. The Town would have to take a proactive role in finding a parcel, providing the necessary infrastructure and adopting zoning amendments to grant incentives for businesses to locate. Although there are many obstacles to completion of such a project, a vision for the future is needed and attainable goals should be set in order to systematically achieve success.

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**Objective C: Incorporate economic growth as a factor in Sudbury's long range fiscal plans.**

The Town bodies that make financial decisions and plan for its future should consider impact on economic growth in their decision making process. The purpose would be to create a governmental environment that is attractive to targeted industries in that needed services are provided and the Town is responsive to the needs of the business community. Strategies recommended to implement this objective are as follows:

**1 Prepare a long-range fiscal policy plan for the Town.**

A long range fiscal policy plan would assist the financial boards with decision making, by setting goals and developing performance standards by which to endorse or discourage initiatives. Such a plan would set goals for some of the following standards:

- ??ensure the Town's ability to pay for all annual operating expenditures with operating revenues available in each fiscal year;
- ??make an annual appropriation to the Stabilization Fund;
- ??set user fees and charges at the level necessary to finance all fee-supported operations, including asset replacement and capital improvements;
- ??hold free cash at or above 5 percent of general funds operating revenues;
- ??apply free cash in excess of 5 percent to non-recurring expenditures only;

- ??limit general fund debt service to no more than 10 percent of general fund revenues;
- ??limit long term borrowing to capital projects only;
- ??maintain and annually update a Capital Improvements Plan; and
- ??maintain and annually update an Assets Replacement Schedule.

**2 Consideration should be given to policies, infrastructure, and investments that will attract and keep business in Sudbury.**

The policy boards of Sudbury must recognize that every decision made can have an effect on the local economy. The boards must consider these effects and strive to:

- ??identify the type and amount of commercial growth the Town needs and desires;
- ??produce policy guidelines that can be met by all town boards; and
- ??set measurable standards for achieving these goals.

Longer-term thinking must be applied to complex situations in order to achieve economic sustainability.

**3 Actively participate in regional commerce organizations (MAGIC, MetroWest Growth Management Committee, MAPC, I-495 Initiative, MetroWest Chamber of Commerce, SUASCO Watershed Community Council).**

These organizations represent surrounding communities who are all facing growth pressures similar to those that Sudbury faces. Shared solutions to problems are being identified, and Sudbury can benefit from the work that has been done, as well as be a productive contributor to the issues.

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**Objective D: Encourage businesses that provide products, services and employment desired and needed primarily by local residents and workers.**

Strategies recommended to implement this objective are as follows:

- 1 Conduct market research to determine what products and services residents need and want in their business district.**
- 2 Actively seek out those desired businesses when properties become available.**
- 3 Streamline Sudbury's permitting processes to facilitate desirable development.**

**4 *Revise regulations to decrease the number of permits needed for a single development.***

The cooperation of all boards involved in permitting commercial applications is needed to ensure success of any streamlining process. Joint review and/or public hearings is one means of streamlining which encourages the Town boards to balance the various concerns within the overall goal of a project.

**5 *Examine performance-based zoning.***

Performance-based zoning differs from conventional zoning in that the development is judged not solely by compliance with regulations and zoning, but by how the development looks and functions after it is built. Does the development provide a needed or desired use? Does it enhance the area by its architecture, landscaping, amenities, or infrastructure? Specific measures are required to determine if the presented plan lives up to community desires. Performance-based zoning should be used in conjunction with conventional zoning, for aspects such as visual impacts, landscaping and environmental protection issues.

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**Goal 2. *Create a plan to establish a centralized business district.***

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***Objective A: Develop a pedestrian-friendly, concentrated business district generally around the Route 20/Union Avenue area, including public amenities, adequate traffic circulation and parking that will enhance Sudbury's existing and future businesses.***

This objective is a long-term project, which requires comprehensive study of land use, zoning, transportation, infrastructure, and environmental issues.

Strategies to implement this objective are as follows:

**1 *Create a citizen task force to investigate the feasibility and public acceptance of such a plan.***

As a first step in instituting any comprehensive project, support from the stakeholders must be firmly established. In this case, stakeholders include the business owners, residents and town boards and committees.



**2 Investigate transfer of development rights to create more centralized shopping districts along Route 20.**

Any attempts to concentrate activity in one central location will require zoning which entices development to relocate into the district, and provides an economic incentive **not** to locate elsewhere. Transfer of development rights seeks to redirect development away from environmentally significant and other important lands to areas more appropriate for new growth. The receiving areas typically have services, transportation options, employment centers, and other supporting factors already established.

### 3: NATURAL AND CULTURAL RESOURCES ELEMENT

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#### INTRODUCTION

The Environmental Task Force of the Strategic Planning Committee noted that sustainability is *“the criterion against which we will judge all our interactions.”* Defining sustainability is therefore critical to the entire Master Plan. The Environmental Task Force uses the definition of sustainability which comes from former President Clinton’s Council on Sustainable Development: *“...meeting the needs of the present without compromising the ability of future generations to meet their own needs.”*

While this definition makes it clear that protecting the interests of future generations is at the core of sustainability, another phrase needs to be added after the end of that sentence: ***“within the limits of our natural resources.”***

If we compare Sudbury to an ecosystem, then the Master Plan can be viewed as a challenging balancing act seeking to protect and enhance all the factors contributing to our quality of life while trying to preserve natural resources. The Town must investigate whether we can sustain our quality of life and also preserve our natural resources as we approach full build-out.

This element of the Master Plan addresses the Town’s natural resources, open space, recreation, historical and cultural resources and needs, all of which contribute to the character of the community, activities for residents, and the overall quality of life. What is it that defines Sudbury’s “character” and sets the Town apart from other communities? Although it means different things to many people it is a common thread which weaves throughout the elements of the Master Plan, binds them together and becomes the main reason for writing the

Master Plan. Sudbury’s Town character can best be described as the semi-rural, historic, residential setting in harmony with the surrounding landscape. A commonly cited component of the Town’s character is the residents’ love of land.

The beauty of open spaces, wetlands, forests and wildlife, the historic landmarks, conservation trails and scenic roads, and the Sudbury River with its newly designated status as “Wild and Scenic” are all components of Sudbury’s character. The importance of town character to the Natural and Cultural Resources Element cannot be over-emphasized.

#### ***WATERSHED APPROACH***

Watersheds cross town boundaries and provide opportunities for community collaboration on a variety of issues. The Massachusetts Department of Environmental Management is part of a statewide effort to manage, coordinate, and integrate activities within the natural boundaries of the Commonwealth's watersheds. It is working to prevent pollution and protect or restore environmental quality by targeting limited resources to where the most environmental benefit can be achieved for our dollars. This "Watershed Initiative," a strategy for implementing watershed-based resource management in Massachusetts, depends on collaborative federal, state, and local environmental management. Through the efforts of the Massachusetts Watershed Initiative, communities are being educated about the importance of a regional approach toward environmental sustainability.

Sudbury and surrounding towns and cities are partners in a consortium known as the SuAsCo Watershed Community Council (named after the Sudbury, Assabet and Concord Rivers that are a common resource in these communities). Fostering sustainable economic growth within the limits of our natural resources is one of the main objectives of the Community Council. Open space preservation and creating regional greenways is also a goal, as identified in a report entitled "*Greenways Plan for the SuAsCo Watershed*" prepared by the Sudbury Valley Trustees, April 2000.

In addition, the regional I495 Technology Corridor Initiative/Campaign for Shared Solutions is encouraging a regional approach to watershed management (and other issues) as well. It is recognized that managing water resources from a regional perspective rather than through individual towns reflects the interconnected nature of natural resources.

With a watershed approach to master planning, neighboring towns can coordinate objectives, cooperate in finding solutions to common problems, and can make conservation of resources more profitable and productive. Healthy local and regional economies can thus become compatible with protection of our natural resources.

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**1997–1999 OPEN SPACE AND RECREATION PLAN**

The Sudbury Conservation Commission has produced an Open Space and Recreation Plan which includes an environmental inventory and analysis of the Town, an inventory of lands of conservation and recreation interest, an outline of community goals and needs, and a detailed five year action plan. After evaluation of that plan, the Environmental Task Force of the Strategic Planning Committee recommended the following priorities:

- ?? protection of wildlife habitat, especially the creation and maintenance of corridors linking wild areas
- ?? maintenance of the community's rural character
- ?? creating sufficient green space for active recreation
- ?? sustaining open space in order to preserve ecological resources necessary for biological diversity
- ?? creating trail linkages including new trails, bike paths, walkways and greenways
- ?? protecting the Town's water supply through aquifer protection and education.

In addition, the Environmental Task Force recommended the following strategies and sources of funds for town acquisition of open space:

- ?? private funding and gifting
- ?? state and federal grants and reimbursements (Self-Help funds, etc.)
- ?? a dedicated land use fund as a percentage of the town budget
- ?? educating residents about Chapter 61 options for taxation of open lands
- ?? communicating with large landowners to apprise them of the community's interest in their property and the value of the property to the community
- ?? flexible zoning as a means of maintaining undisturbed key natural resource areas with development
- ?? cluster zoning as a means of providing open space within development areas

Acceptance of the Open Space and Recreation Plan by the Executive Office of Environmental Affairs (EOEA) allows Sudbury to apply for state funds for land acquisition.

**NATURAL AND CULTURAL RESOURCE GOALS, OBJECTIVES AND IMPLEMENTATION STRATEGIES**

***Goal 1: Ensure the preservation of the town's natural resources.***

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***Objective A: Protect and maintain surface and groundwater quality and quantity.***

In Sudbury the quality of groundwater is of primary importance since a large percentage of water is discharged back into the ground through septic systems or natural absorption. The report of the Environmental Task Force of the SPC, organized around the idea of sustainability, states “Our lifestyles directly affect the safety and purity of the water we drink.”

The Sudbury Water District is an independent public body established in 1934 under Chapter 100 of the Massachusetts General Laws, responsible for the treatment and delivery of clean water within the Town of Sudbury. Sudbury's water comes from underground aquifers and is pumped from nine gravel-packed wells located throughout Town. The District's delivery system consists of four storage tanks with a storage capacity of 6.35 million gallons, 5,395 individual services, 863 hydrants and 700,534 feet of water main. Approximately 97 percent of the residents of Sudbury are served by the Sudbury Water District. The District Superintendent and three commissioners work under State DEP and local Board of Health guidelines and in concert with the Sudbury Water Resources Protection Committee.

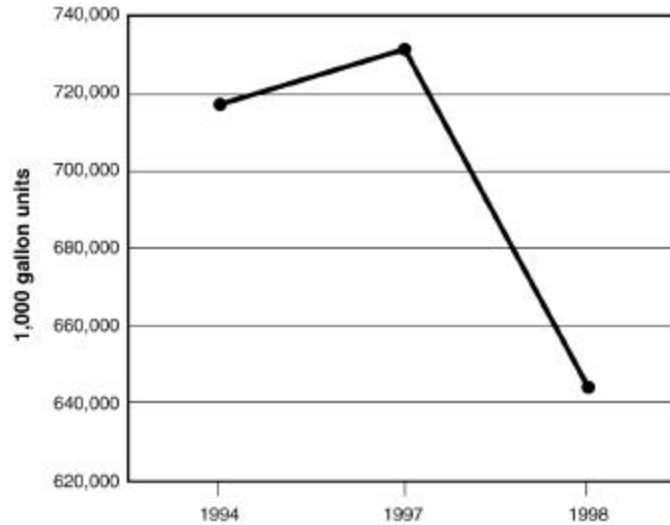
New land uses within the recharge areas of the groundwater wells are governed by state regulations and a local Water Resource Protection District bylaw, which prohibits the conduct of business that may threaten groundwater quality. Although new uses are regulated under the local bylaw, existing uses located within recharge areas are grandfathered, and may pose a significant risk to groundwater quality. Massachusetts Department of Environmental Protection lists over 20 sites in Sudbury with known soil and/or groundwater contamination, 75 percent of which are in a Zone II recharge area for the town's water supply wells.

In 1991, trichlorethylene (TCE) contamination was detected in well #5 on North Road, and in 1994 it was detected in wells #2 and #9 off Raymond Road. In 1998 the Sudbury Water District installed an air stripper on two

municipal wells to remove trace levels of trichlorethylene, at a cost of \$750,000.

The Sudbury Water District conducts approximately 700 tests on over 250 water samples annually to detect for the presence of contamination in the public water supply system. In 1998 and 1999, no instances of any detectable regulated contaminants in excess of limits established by the Environmental Protection Agency and the Department of Environmental Protection were found in drinking water supplies. However, stormwater runoff, leaking underground fuel tanks, chemical applications on home and town owned lands and failed septic systems may contribute to contamination of the town's well fields. It is imperative that constant monitoring and reporting back to the public continue so that the quality of Sudbury's water is maintained.

From 1994–1998 the Sudbury Water District reported the number of users in the district increased from 4,773 residences and 261 commercial (total connections—5,034) to 5,145 residences and 250 commercial connections (total connections—5,395), a 7 percent increase. According to Sudbury Water District records, a total of 717,092,000 gallons were pumped in 1994, however over 30 percent of the total annual usage occurred during the months of June and July. In 1997 the total gallons of water used were 731,935,700. During June and July the consumption was again approximately 30 percent of the annual usage. In August 1997, the Water District declared a temporary water ban and requested that customers water only every other day. The water consumption in August dropped to 91,901,000 gallons, however still above the recommended use. In 1998 the Sudbury Water District imposed a mandatory water ban in May to offset the impending overuse of water from lawn irrigation systems. The total water consumption in 1998 was 642,225,000 gallons, of which consumption in June and July was 147,084,000 gallons (22%). Clearly the amount of water used declined as a result of the ban.

**Sudbury Water Use 1994–1998**

Source: Sudbury Water District

In addition to water bans, the Water District has enforced a rate scale that imposes higher fees on those who use greater amounts of water. The problem is not the overall amount of water use but the daily use during peak times in the summer months, which exceeds the supply that can be pumped.

Seventy seven percent (77%) of the water usage is attributed to residential use. At full build-out, the District may need to supply an additional 200 million gallons of water each year, an increase of almost 40% above existing needs.

Strategies recommended to implement this objective are as follows:

**1 Assess alternative wastewater treatment options along Route 20.**

As discussed in the Economic Development element, improvements in wastewater disposal are necessary to the revitalization of Sudbury's business district along Route 20. In addition, many existing commercial septic systems do not meet the minimum standards of the State Sanitary Code (Title V), and could pose a risk to the adjacent water supply wells. Studying the issue with the funds appropriated at the 1999 Annual Town Meeting, and following the Department of Environmental

Protection guidelines may provide the Town with the opportunity to be eligible for State Revolving Loan funds for installation of an alternative system or systems.

A Wastewater Assessment Technical Committee has been formed by the Board of Selectmen to work on this issue. The reports and recommendations of the committee should be assessed, and additional funds for further studies and engineering costs must be sought in future budgets.

**2 *Require higher level of maintenance of septic systems in the Water Resource Protection District Zone II.***

Currently there is no regular monitoring of septic systems. Records from the Board of Health indicate only when a system has been pumped or has been replaced. Septic systems in critical environmental areas (Zone II, wetland resource areas, and riverfront areas as defined in the Mass. Wetlands Protection Act) should be monitored and properly maintained to ensure protection of adjacent upland resources. Local Boards of Health can mandate regular pumping and inspection in Zone II, and costs are borne by the property owners. Funding for monitoring must be included and approved in the Board of Health budget.

**3 *Improve stormwater management practices along Town roads to reduce non-point source pollution.***

Street drainage on older roads in Sudbury was customarily discharged directly into surface water bodies. Typical pollutants in street and parking area runoff characteristically include heavy metals, sediments, and petroleum hydrocarbons. This practice has been reversed over the past three years as the Conservation Commission has required pre-treatment of runoff, combined with overland flow to maximize pollutant attenuation before runoff reaches surface or groundwater. Within the last five years, the Sudbury Conservation Commission has received almost \$6,000 from the Department of Environmental Protection to upgrade stormwater collection structures to improve treatment prior to discharge.

However, non-point sources of pollution (those pollution sources originating from land activities and/or the atmosphere, having no well-defined point of entry) have been identified in the Hop Brook



ponds systems and other water bodies, and are a threat to water quality. In order to increase the quality of our surface water bodies, improvements must be made to treat stormwater prior to its discharge points. Several technologies are available to retrofit drain lines, however the cost to fund such a program is expensive. Grant sources should be investigated, as well as pilot projects for emerging technologies.

**4 *Investigate the benefits of incorporating the Sudbury Water District into town government.***

Although this is not a popular option for the Water District, the Town should conduct a study to determine whether a merger with the Water District would be in the best interest of the water supply.

**5 *Create economic incentives for water conservation.***

In addition to higher fees for excessive water consumption, a discount or credit or a seasonal rate assessment should be considered by the Water District to those whose water consumption does not increase by more than 25% during the months of June, July and August.

**6 *Encourage minimal lawn area on residential parcels.***

The Town's reliance on groundwater supplies for drinking water places additional responsibility on residents to control water use and waste. However, an increase in the use of automatic, in-ground sprinkler systems on residential lots threatens the quantity and quality of water available for normal or emergency uses during peak summer periods.

Homeowners should be encouraged, through subdivision regulations, Sudbury Wetland Administration Bylaw permits, building permits and any other mechanism, to minimize the amount of lawn planted, and consider planting native groundcover and shrubs. The Planning Board and Conservation Commission should consider adopting regulations requiring the identification of building envelopes for development sites that delineate the limits of disturbance and lawn areas.

**7 *Establish policies on efficient use of underground sprinkler systems.***

At the 2000 Annual Town Meeting, an article prohibiting the use of town water for irrigation systems was adopted. All new underground irrigation systems must be served by individual private wells. Although water consumption is not addressed in this bylaw, the ability

of the Water District to provide water during peak demands was a critical issue. It was felt that the article would deter some homeowners from installing irrigation systems, and would also reduce peak demand during the summer months, thus easing pressure on the public water lines if an emergency occurred.

The Town and the Water District still need to establish aggressive policies to decrease water consumption by residents.

**8 *Prohibit the use of environmentally destructive de-icing compounds.***

Currently, the Sudbury Department of Public Works uses a ratio of one part salt (sodium chloride) to seven parts sand on Town roads, considerably less salt than some neighboring towns and the state, which is responsible for de-icing the state highway Route 20. The demand for plowed and sanded roads should be tempered by the realization that the groundwater is becoming contaminated by the salt, and the trees and plantings along the roads are being slowly killed by the sand and salt. Alternative, less harmful de-icing agents and application protocol should be investigated. The Town of Sudbury and the Water District should work with the Massachusetts Highway Department to address groundwater protection methods on Route 20. Signs should be posted along roads before entering the SuAsCo Watershed and at sensitive surface and/or groundwater locations to warn motorists and sanding trucks of lower salt use.

**9 *Establish a hazardous materials program to catalogue users and/or storers of materials.***

The Water Protection District By-law prohibits the storage or use of hazardous material in Zone II, the recharge area for the Town's water supply wells. However no program exists in order to monitor those businesses currently located in Zone II which may use or store hazardous materials. A well-planned hazardous materials program following guidelines from the Massachusetts Department of Environmental Protection can help protect the town's water resources from discharges of hazardous materials and minimize the threat of economic losses to the town and businesses due to such discharges. Such a program can educate businesses on hazardous material management requirements, explicitly inform the business community what is expected of them, and decrease potential future liability. Issues

addressed in similar programs across Massachusetts include hazardous material storage, hazardous material registration, and emergency planning. Field inspection is an important aspect of the program. The environmental and financial benefits of instituting such a program typically outweigh the costs.

**10 *Create a process to regularly monitor the condition of underground fuel tanks.***

Currently, the Fire Department has records of all underground fuel tanks. Oil companies have required customers to have their tanks inspected and approved by the Fire Department. Older tanks are required to be removed and inspected for contamination. However there is no regular monitoring of existing tanks after the initial installation and inspection. Such a program may facilitate early detection and intervention in the event of a leak.

**11 *Assess feasibility of relocating hazardous uses to locations outside the Water Resource Protection Districts.***

Under current zoning, no uses that store, generate or use hazardous materials (except for normal household use) are permitted within the designated Water Resource Protection Districts overlaying the Town's aquifers. However, those uses that existed prior to current zoning prohibitions are permitted to remain in the district. There are four retail gasoline stations, one fuel depot, at least four auto repair shops, one on-premise dry cleaners and one photo processing shop conducting business currently within Zone II of the Town's aquifers, all of which would be prohibited under current regulations. Over the past several decades, approximately 20 properties in the Route 20 business district overlaying the aquifer have been designated hazardous sites by the Department of Environmental Protection. Economic incentives should be offered in order to relocate these businesses away from the public groundwater supply in order to ensure no further degradation of water quality.

It is noted that there is limited commercially zoned land in Sudbury that is not within a Water Resource Protection District. Land located on Route 20 near the Wayland town line, and also the western-most business district near Lafayette Drive intersection, are the only options.

Relocating uses will be a challenge, but in order to protect the water supply, should also be a priority.

**12 *Continue and expand environmental awareness and education programs and efforts, such as household fertilizer and pesticide use, Integrated Pest Management policies, use of native species as landscaping alternatives to grass in new developments, water conservation techniques, and disposal of hazardous materials.***

Coordinated efforts of various town boards such as the Conservation Commission, Board of Health, Sudbury Water District and local conservation groups should create a guide and/or visual presentation to educate residents on Sudbury's natural resources and how to maintain them.

A concerted effort by the Water District, Selectmen, Conservation Commission and Board of Health to educate the community about potential hazards of overuse of water and ways to conserve should be initiated and implemented through the media, mailings and posted signs as well as cable TV which film board meetings. Schools, through parent organizations, should be enlisted to help educate families about water usage.

Integrated pest management (IPM) is a strategy for enhancing agricultural and horticultural productivity in conjunction with a reduction in pesticide use. It is an ecosystem-based strategy that focuses on long-term prevention of pests or their damage through a combination of techniques such as biological control, habitat manipulation, modification of cultural practices, and use of resistant varieties of plants. The strategy utilizes all appropriate control methods (chemical and non-chemical) to keep pest populations below economically damaging levels while minimizing detrimental impacts on the environment. This type of strategy reinforces the principles of sustainability in that it recognizes the need for an activity but attempts to minimize its impacts. Sudbury should utilize these principles and require IPM plans on all publicly owned and/or leased property, including recreation fields, leased agricultural fields and along railroad right-of-ways and roadsides. Other communities in Massachusetts using IPM strategies include Newton, Chicopee, Marblehead, and Lexington.

The Board of Health has had infrequent collections of hazardous waste and is in need of funding in order to have regular collections. More public awareness is needed and a concerted effort by the Town to promote regular safe disposal of all hazardous waste products, as well as periodic hazardous waste site inspections is warranted.

**13 *Support the efforts of the Hop Brook Protection Association, Earth Decade Committee, Sudbury Valley Trustees and other local conservation and environmental groups.***

Sudbury residents have a high level of environmental awareness and have formed groups such as the Earth Decade Committee that aims to help “*reduce, re-use and recycle*” as well as promote an Integrated Pest Management (IPM) Policy. The Earth Decade Committee has also promoted the use of composters and recycling techniques, including school lunch recycling. It recycles much of what the Town does not collect at the transfer station on a quarterly basis.

The Hop Brook Protection Association, composed mainly of residents living on or near the Hop Brook ponds and streams, has worked for several years to stop the pollution in the 9.5 miles of ponds and streams which flow from Marlboro through Sudbury into the Sudbury River. These ponds and streams are dominant landscape features throughout Sudbury, and used to be swimmable. Degradation of this system has been attributed to the Marlboro Easterly Wastewater Treatment Plant, located upstream of Sudbury in the neighboring city. Efforts to support a discharge permit which reduces the level of phosphorus in the effluent to 0.1mg/liter and enforces the City of Marlboro’s compliance must be reinforced by the Town. Efforts to continue the remediation of the highly eutrophic (filled with excessive nutrients causing massive putrid, algal growth) waters of Hop Brook, including regular monitoring of the Hop Brook ponds and streams should be budgeted by the Board of Health and other town boards and departments.

Sudbury Valley Trustees, a local, non-profit land trust and conservation organization, has several Sudbury residents on its board of directors. This group has worked to protect land in the SuAsCo Watershed. They sponsor recreational activities and enlist volunteers as stewards of their property. They are interested in working more closely with Sudbury and the Land Use Priorities Committee to help landowners understand the benefits of protecting open space (see Land Use Element).

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

Preservation and enhancement of the rural character of Sudbury is a primary objective of the Town and this Master Plan. Sudbury's open fields, forests, natural areas, and scenic vistas are vitally important to the definition of what we love in the town. They are also the Town's ecological investment in the future. Preservation of undisturbed land is the foundation for all other environmental goals. Nothing is as effective (and possibly cost-effective) in protecting ground and surface water supplies as leaving the natural landscape undisturbed. If we strive to preserve as much of the ecologically meaningful, undisturbed landscape as possible, implementation of the goals in this Master Plan will be more easily accomplished. Strengthened and continued efforts must be made to preserve remaining critical parcels of land from eventual development and fragmentation of habitat.

Strategies recommended to implement this objective are as follows:

***1 Implement the recommendations of the Open Space and Recreation Plan and the reports of the Land Use Priorities Committee by prioritizing areas of critical concern and developing a process to purchase land for preservation or other sustainable land uses.***

(See Land Use Element, section A.1.)

***2 Assess the benefits of forming a private land trust to acquire and maintain land.***

Although Sudbury has benefited greatly from the regional land trust, the Sudbury Valley Trustees, more effort is needed to work on local issues of land preservation. Formation of a local land trust should be investigated in order to concentrate on local issues and town goals and objectives.

***3 Develop sustainable land uses on Town-owned and private properties, such as eco-tourism.***

Eco-tourism is a relatively new and growing field that capitalizes on attracting tourists to the natural elements of an area, such as beautiful trails through forests, innovative bike paths, historical areas, etc. If successful, use of a parcel of land for eco-tourism could deter development of the parcel by bringing in enough revenue to be

financially sustainable. Due to Sudbury's rich natural and historical base, opportunities to attract such use of property may be feasible, such as hiking along the Bay Circuit Trail, the historic walking trail in the Town Center (see Land Use Element, section C.4.), tours of organic gardens and farms, environmental education of vernal pools and wetlands, etc.

**4 Actively support the Community Preservation Act to establish funding mechanisms for open space preservation.**

(See Land Use Element, section A.3.)

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**OBJECTIVE C: Direct new development to sustain or improve natural and other resources and to be consistent with town character.**

Although some change is inevitable as the Town grows toward full build-out, site design techniques can be required and employed so that new development blends harmoniously with the existing landscape, with no significant erosion of town character.

Strategies recommended to implement this objective are as follows:

**1 Implement the Scenic Roads Bylaw to restrict changes to roadside appearance and minimize impacts on historic roads.**

The Scenic Roads Bylaw, Article VIII(B) of the Town Bylaws authorized under Chapter 40, Section 15C of the Massachusetts General Laws, requires consent of the Planning Board for any work that will involve cutting or removal of trees or tearing down of stone walls on designated scenic town roads. The bylaw allows the Planning Board to consider a number of factors before granting approval to make changes, such as preservation of natural resources, environmental and historical values, scenic and aesthetic characteristics, public safety, etc.

Although this bylaw was adopted in 1978, a crucial element was never implemented. Prior to enforcing the regulations, individual streets must be voted by Town Meeting as Scenic Roads. Roads that may be in jeopardy of alteration by new development should be considered for inclusion as scenic roads.

**2 *Provide density incentives to developers who meet town goals by maintaining community character, providing open space, linking greenways or maintaining agricultural lands.***

Density incentives are highly effective tools used to persuade developers to increase design standards in developments. By allowing an economic incentive to produce higher standards, the design of the development and the end product will benefit. When identified town goals can be articulated into an incentive formula, the results can be a win for both the town and the developer. Without the use of incentives, developments will continue to conform to the minimum standards for design and construction. See Land Use Element, section C.1)

**3 *Enforce strict natural resource protection standards in land planning and development.***

Currently, Sudbury's environmental bylaws are models for use by other communities. Sudbury was one of the first municipalities to comply with the state standards for aquifer protection (Water Resource Protection District Bylaw). In addition, the local Sudbury Wetland Administration Bylaw provides greater protection of natural features than the state Wetlands Protection Act. These bylaws are routinely applied to all development projects. It is vitally important that the provisions of the bylaws be continually monitored and enforced in order to fully protect our natural resources.

**Goal 2. *Preserve the town's cultural and historic resources.***

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***Objective A: Preserve and maintain Sudbury's historic landmarks and historic districts***

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



historic structures, and continued efforts to obtain space for a Town Museum to house historical artifacts.

Sudbury also has many historical landmarks other than residential homes, including:

- ?? Longfellow's Wayside Inn National Historic Site, including the Grist Mill, Martha-Mary Chapel and the Little Red School House, which are owned by a non-profit trust.
- ?? Town cemeteries dating back to colonial times.
- ?? Native American settlements.
- ?? Monuments commemorating the King Philip War and the American Revolution.
- ?? The Hosmer House, which is a remarkable example of how a historic house has been restored by dedicated volunteers with very limited funding. It is now a popular landmark used by residents for meeting and receptions as well as a museum for the former owner's paintings.

Strategies recommended to implement this objective are as follows:

**1 Support the Historic Districts Commission and Historical Commission through the enactment of local bylaws.**

The Massachusetts General Laws, Chapter 40C enables cities and towns to designate historic districts to *"promote the educational, cultural, economic and general welfare of the public through the preservation and protection of the distinctive characteristics of buildings and places significant in the history of the commonwealth and its cities and towns or their architecture, and through the maintenance and improvement of settings for such buildings and places and the encouragement of design compatible therewith"* through review of external architectural features of all construction and alteration of structures within a district that may be seen from a public street, park or water body. Chapter 40C encourages the formation of Historic District Commissions in cities and towns to review applications for construction and renovation of structures within historic districts, and requires at least one member of the commission to have architectural experience.

In addition to these duties, state law allows the commission to have other powers, authority, and duties as assigned by town meeting. At the 2000 Annual Town Meeting, a local demolition delay bylaw sponsored by the

Historical Commission was adopted in order to allow time to review the significance of structures prior to demolition.

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

In 1999 the Selectmen voted to allow the Sudbury Historical Society to use the Upper Town hall as a repository for the large collection of local historic materials that have been scattered among members' attics and in the attic of the Loring Parsonage. The use of public buildings for other than municipal offices will bring vitality to the historic town center, which could become a destination on Sudbury's historic trail circuit, as recommended in the Land Use element as a sustainable land use.

Interest groups are working to design a better circulation pattern in the town center in order to enhance the historic properties (see Transportation Element, Goal 1, Objective B, Strategy 3).

**3 *Support the initiatives of the Sudbury Historical Commission and the Sudbury Historical Society to establish a Town Museum.***

Plans have long been proposed to build or establish a Town Museum to provide a safe environment for historical artifacts that are both privately and publicly owned but stored in various places. The most recent plan is to renovate the upper Town Hall for such a museum, however this would require the installation of an elevator and a new HVAC system.

In the early 1990's, fundraising efforts to move the Wood-Davison House from Route 20 to the town center to serve as a museum were successful, but the project was never initiated. Use of those funds to establish a museum on another site should be investigated.

**4 *Provide budget support to maintain town-owned historic buildings as community assets.***

The Town owns four historic buildings:

?? Hosmer House

?? Loring Parsonage

?? Flynn Building

?? Goodnow Library

These buildings are cherished pieces of Sudbury's past, and should be maintained properly and not permitted to deteriorate. Annual budget allotment for the combined maintenance of these buildings is less than \$15,000.

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

In 1996 the Sudbury Historical Commission conducted an inventory of historically significant homes and buildings in Town. The locations of these homes should be measured against the boundaries of the Historic Districts to assure protection. If any of the identified historic properties are outside a historic district, relocation of the boundary lines should be considered for Town Meeting action.

**6 *Actively support the Community Preservation Act to establish funding mechanisms for historic preservation.***

(See Land Use Element, section A.3.)

***Goal 3: Support the existing recreational facilities, areas and programs, and create additional facilities, areas and programs to serve the needs of Sudbury residents while protecting our limited natural resources.***

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

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

**Davis Recreation Area:** 29 acres on Route 117 used for active recreation, including soccer fields. There are no services at this area with the exception of a portable toilet.

**Fairbank Community Center:** 8 acres located on Fairbank Road across from Haskell Field serves as the major recreation site for the Town of Sudbury. The Community Center is the location for the Park and Recreation Department offices, as well as the Atkinson Pool, Teen Center, Fairbank Senior Center and Sudbury Public Schools K-8 Central Office. Site improvements to the Community Center were completed in 1997 with the reconstruction and improvements to the parking lot, walkways, landscaping, outdoor basketball courts, and the addition of a sand volleyball court and golf putting area. This facility has wheelchair accessible parking, entrances, lavatories, drinking fountains, programs and services.

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

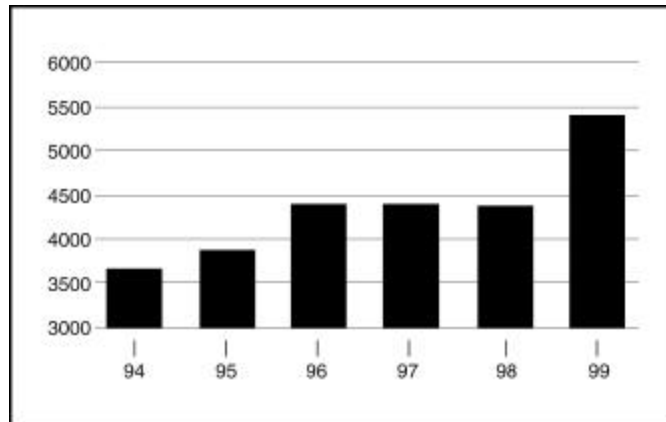
**Frank Feeley Park:** 150 acres on Raymond Road, with 30 acres devoted to active recreation, primarily baseball, softball and tennis. Restroom facilities are available, however they are not wheelchair accessible.

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

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

Park and recreation needs have been impacted by the growth in the community. Participation in both youth and adult organized sports has increased, with permitted field space experiencing a 50% use increase in the last 5 years. Greater demand on facilities, areas, and programs will continue to be a challenge faced by the Town as growth continues toward build-out. Specific goals of the Park and Recreation Commission include addressing the increase in users, maintenance of aging facilities and maintenance and improvement of existing areas.

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



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**Objective A: Maintain existing facilities and provide additional facilities required to meet the needs of the community.**

Strategies recommended to implement this objective are as follows:

**1 Assess usage of park and recreation facilities by schools and residents to determine need.**

A needs assessment should be conducted to determine if additional facilities are needed, given the demand for different sports and facilities for those sports. Although there is competition for facilities, timing of usage may be the more important factor. The Town should resist pressure to build new facilities until a needs assessment has been completed.

**2 Expand usage of Atkinson Pool to increase revenue.**

The use of the pool and its facilities should be expanded during periods of low usage.

**3 Oversee and provide leadership and direction to the new skateboard facility.**

As a new recreational facility, this park should be maintained as a community asset in order to provide recreational opportunities.

**4 Restore tennis courts at Haskell Field and maintain other tennis courts to playable levels.**

The Town's recreational facilities should not be permitted to fall into disrepair. All facilities should be maintained in working order, so that total replacement does not become necessary.

**5 Assess school recreational facilities for possible community, year-round use as a revenue stream.**

The Town and the schools should inventory the recreational facilities that exist in Sudbury, and market their use to the greatest extent possible.

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**Objective B: Maintain existing park and recreation areas and provide additional areas to meet the needs of the community for both active and passive recreation.**

Strategies recommended to implement this objective are as follows:

**1 Assess usage of park and recreation areas to determine the need for new or expanded usage.**

A needs assessment should be conducted to determine if additional recreational areas are needed in Town. Areas for picnicking, playgrounds, summer camps and other public area uses should be considered. The Town should resist pressure to acquire new recreational areas until a needs assessment has been completed.

**2 Establish an on-going field enhancement and maintenance program within the Park and Recreation Commission budget.**

Current usage precludes the opportunity to "rest" fields to allow for restoration and growth. A program for rotation of field usage is needed in order to maintain existing areas to acceptable levels. All necessary improvements should be identified and prioritized. Special funding needs should be identified prior to the budget cycle.

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**Objective C: Provide recreational programs to meet the needs and desires of the community.**

Strategies recommended to implement this objective are as follows:

**1 Evaluate potential new programs to be offered to residents.**

Although the wealth of programs offered to Sudbury residents is extensive, including use of the new skateboard park, Camp Sudbury summer camp, aquatics programs, Easter Seals swimming programs, toddler programs, and traditional organized sports, new programs should continually be developed.

**2 *Expand trail systems on conservation land for passive recreational use.***

Trail linkages should be expanded in order to form a more cohesive walking system through Sudbury's conservation lands. Gaps in the trail system must be identified and easements sought. Wheelchair accessible trails should be developed. Abutting towns should be urged to cooperate with the Bay Circuit Alliance to link trails in a continuous line from Marlboro to Wayland.

**3 *Actively support the Community Preservation Act to establish funding mechanisms for recreation needs.***

In addition to the three main purposes of the Community Preservation Act – open space, historic preservation and affordable housing – funds collected under this act can also be used to increase active and passive recreational opportunities in communities that adopt it. (See Land Use Element, section A.3.)

## 4: HOUSING ELEMENT

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### INTRODUCTION

The purpose of the Housing Element of a Master Plan is to identify and analyze existing and projected housing needs and to propose policies and strategies to provide a balance of housing opportunities for a diverse population. State housing policy sets a goal of 10% affordable housing for municipalities throughout the state. Sudbury, with its concentration of single-family housing and escalating land values, has a long way to go in providing the kind of diversity called for by the state and desired by the town.

The newly issued Executive Order 418, signed by the Governor on January 24, 2000, ties the creation of housing at various price levels to the receipt by municipalities of certain state grant monies. If implemented, this new order may be the impetus for communities like Sudbury, who find it difficult to create either public or private affordable housing due to the high cost of land, to offer incentives to developers for the inclusion of affordable units within developments. Executive Order 418 requires communities to be “certified” prior to the receipt of grant funds, and certification is based on the actual creation of housing units across a broad spectrum of income levels, or the enactment of zoning measures designed to remove barriers to the development of affordable housing. Sudbury has been “certified” under Executive Order 418 for the year 2000, but additional efforts on the town’s part will be necessary if grant funds are sought in subsequent years.



**SUDBURY'S HOUSING CHARACTERISTICS:**

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

Source: Sudbury Assessing Department

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

Source: Sudbury Assessing Department

Sudbury experienced a huge spurt of growth in the late 1950's and early 1960's; nearly half of Sudbury's existing housing stock was built between 1951 and 1970. Those houses were built for young families outgrowing "starter" homes, and were priced at \$25,000-\$30,000. These same homes are now selling in the \$250,000-\$325,000 range, probably still affordable by the same demographic group, whose education and salaries have kept pace with the appreciation of property values.

However, the prices of new housing being constructed in Sudbury now exceeds those older homes by 200–400%, which, while creating "diversity" of a sort, does not meet the objective of providing housing for the full range of income levels of Sudbury citizens. As land values increase and more houses are priced at the high end, the proportion of affordable housing units decreases. In 1993, 4.19% of Sudbury's housing units were affordable. In 1997, because of the increase in total units, that figure decreased to 3.99% of the total housing units.

Further, many of the original owners of those homes built in the 1950's and 1960's still reside in these homes but are approaching retirement age. Their children have grown and most have moved out of town. In 1995, 1,105 households (almost 25%) were owned and occupied by persons age 60 and over. Sudbury's housing market historically lacked any alternative smaller, low-maintenance housing units for these long-time residents. However, since the passage of the Senior Residential Community Bylaw in 1997 and the Incentive Senior Development Bylaw in 1998, the interest in developing clustered senior housing has been piqued. Several senior housing developments are now under consideration and may provide alternative style housing in a wide range of prices.

While the years since the mid-80's have been seen as years of rapid growth, Sudbury's rate of growth has not matched that of many other Metrowest towns. For example, between 1990 and mid-1993 Hopkinton, with a population of 9,200, saw nearly 1000 building permits issued, while Sudbury issued 240 permits in the same period.

Subdivision Statistics—Since 1986				
Year	Number of Plans	Number of Lots	Number of Cluster Plans	Number of Building Permits
1986	7	132		89
1987	5	71		90
1988	5	30		51
1989	3	110		32
1990	4	22		25
1991	7	79		43
1992	0			110
1993	4	15		63
1994	3	11		73
1995	7	22	2	85
1996	4	32		78
1997	4	29	1	88
1998	5	44	2	80
				<b>Total = 907</b>

Current residential growth patterns are skewing the demographics to the high end. The number of affordable housing units developed by the Town has not increased since the construction of six duplex homes (12 units) in 1990. Only nine affordable units have been privately developed (these are all located in the Orchard Hill assisted living facility). Since that time, nearly 600 building permits have been issued for market-priced housing. As of July 2000, 30 percent of Sudbury’s housing stock had an assessed valuation of over \$400,000.

Equally disturbing is the demolition of some of Sudbury’s more modest homes (not included in the State’s definition of “affordable”), and their replacement by much larger, more expensive homes. A visual inspection of the Town indicates that more than 30 homes have been torn down and replaced with new homes.

***AFFORDABLE HOUSING UNITS:***

?? Musketahquid Village (64 elderly/disabled)

?? Longfellow Glen (50 elderly, 70 family)

?? Orchard Hill Assisted Living (9)

?? Sudbury Housing Authority scattered sites for families, single family and duplexes (20 units)

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

Upon the initiation of the Housing Task Force of the Strategic Planning Committee, plans to construct 44 units of moderate income senior housing on a portion of Town-owned property on Route 117 are proceeding. The authorization for the Selectmen to transfer a portion of the property to a developer passed at the 1999 Annual Town Meeting. The units will be sold to income and age-eligible buyers at slightly below market prices, due to a subsidy in the cost of the land to the developer. When completed, this will be the first town-sponsored housing effort in recent history.

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**HOUSING ELEMENT GOALS, OBJECTIVES AND IMPLEMENTATION STRATEGIES**

***GOAL 1: Encourage greater diversity of housing opportunities in Sudbury to meet the needs of a changing and diversified population with respect to age, household size and income.***

The picture we have of Sudbury today is one that is gradually losing its small town/rural character and more and more becoming an affluent bedroom community. It is the purpose of the following objectives and strategies to prevent irreplaceable losses of character while providing a range of housing styles and options for residents.

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***OBJECTIVE A: Increase the diversity of Sudbury's housing stock.***

Strategies recommended to implement this objective are as follows:

***1 Support efforts to construct senior housing on the Town-owned portion of the former Unisys property.***

This is an on-going effort, initiated by the Strategic Planning Committee's Housing Task Force. A 1999 Annual Town Meeting warrant article to sell the land to a private developer for construction of a senior housing development passed, and development plans are being finalized. If successful, this project could be a model for similar town projects to fulfill specific housing needs.

***2 Amend senior housing bylaws to make them more effective.***

The Senior Residential Community (SRC) and Incentive Senior Development (ISD) bylaws were adopted by Annual Town Meeting in 1997 and 1998 respectively. The former allows the construction of market-priced attached housing for residents over 55, and the ISD encourages moderately priced housing for residents over age 55. The idea behind both articles was to create housing for empty-nesters that would enable them to remain in Sudbury when they were no longer willing or able to care for larger, high-maintenance single-family homes. This kind of development would remove from the market land that would otherwise be developed into single-family subdivisions typically occupied by young, growing families and contributing to Sudbury's already burgeoning school population. However, the restrictions (acreage, density, open space) on SRC and ISD development has made such projects unattractive to developers. Therefore, the Planning Board

should look for changes in the bylaw that while still protecting the environment and town character will provide enough incentive to make such projects feasible.

**3 *Evaluate the current trend of "tear-downs" to determine the impact on the community and the housing stock.***

As noted above, the practice of buying older, more modest, lower priced homes and replacing them with larger, more expensive ones appears to be accelerating, encouraged by the high price of raw land and the ease of obtaining permits (no subdivision approval process or road construction costs). This not only reduces the stock of low and moderate-priced housing, but also alters the character of older, established neighborhoods through the introduction of out-of-scale structures.

**4 *Revise the accessory apartment bylaw to allow apartments for persons age 62 and over.***

Under the current bylaw, single accessory apartments may be created in single-family homes only for low-income residents as defined by the state, family members or live-in domestic servants. Expanding this bylaw to include any persons over age 62 would contribute to the availability of housing for this demonstrated need.

**5 *Propose incentive zoning bylaws that provide density bonuses in order to promote smaller housing units.***

Current land use law and economic conditions work against the construction of more modest housing and "starter" homes. Earlier attempts to provide incentives for developers to include lower-priced housing in subdivisions have failed at Town Meeting, but efforts in this direction should continue. Such housing would not necessarily have to be contained in an "up-scale" residential development, but such economically mixed housing has been successful in other towns (e.g., Lincoln). [Also see discussion regarding incentives in Land Use Element, section 1.A. 2.]

**6 *Expand housing opportunities in business districts.***

A Metropolitan Area Planning Council (MAPC) report prepared for Sudbury in 1994 (The Sudbury Village Mini-plan) called for mixed residential and commercial development in the Route 20 commercial area. The benefit of such housing includes the creation of a critical mass

of population to ensure a sense of safety, community, and economic viability to the business district. Mixed-use development offers the opportunity to meet diverse housing needs (empty nesters, first time home buyers, single people, municipal employees and others not now served by Sudbury's housing stock) and provides economic benefits to retail development by making profitable use of upper floors and providing customers. The development of multifamily housing on the edge of business districts serves as a transition zone and acts as a barrier to further expansion of commercial uses.

**7 *Provide the necessary infrastructure to allow mixed uses already permitted in the business district under current zoning.***

The Village Business District zoning (along Route 20, roughly between Station Road and Massasoit Avenue) allows residential apartments above stores. However, limitations on septic capacity in the area preclude this provision from being implemented. This is one example where inadequacy of infrastructure (in this case wastewater disposal capacity) prevents property owners from taking full advantage of bylaw provisions. The benefits of apartments above stores are outlined in Implementation Strategy #6 above. Infrastructure needs have also been discussed in the Economic Development Element, section 1.B.

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***OBJECTIVE B: Provide housing for the full range of income levels of Sudbury citizens.***

Diversity in housing has both a physical (addressed above) and economic component. As land and housing prices increased in Sudbury over the years, accessibility by residents of more modest means has decreased.

Strategies recommended to implement this objective are as follows:

**1 *Encourage affordable housing units through the state's Local Initiative Program, including comprehensive permits that recognize the community's needs and goals.***

Unlike conventional housing subsidy programs, in which a state or federal agency must approve every aspect of financing, design and construction, the Local Initiative Program allows most of these decisions to be made by local public officials. Only the most basic aspects of the program—the income requirements, minimum quality of the housing

units, fair marketing and level of profit—are subject to state review and certification.

A Local Initiative Program must have the official support of the town (i.e., the Selectmen must be part of the application), and there must be a financial contribution from the town, such as a donated site, density concessions, and/or below market financing. In more recent years, the financial contribution has been decreased to include local support and staff review of projects.

While many types of projects could qualify as local initiatives, in fact most are done through the Comprehensive Permit process (Massachusetts General Laws, Chapter 40B, Section 20, also known as the Anti-Snob Zoning Act). Comprehensive Permits allow developers of residential housing to circumvent local zoning laws and permitting processes in a single application to the local Zoning Board in return for designating units (up to 25 percent of the total units constructed) affordable under the state definition. In many communities, Comprehensive Permits pose a threat to community character, particularly to density requirements, height, and style of construction. However, by working cooperatively with developers, the town can steer such development to fit the town's needs and goals. The Orchard Hill Assisted Living Facility was approved as a Comprehensive Permit and provides an excellent example of a cooperative project.

**2 *Allow incentives for inclusion of affordable housing units in single-family subdivisions (Inclusionary Zoning).***

In 1994, the Inclusionary Zoning Study Committee proposed a zoning amendment to Annual Town Meeting that would have required the construction of affordable units in all new subdivisions with more than six lots (or payment in lieu of construction to an affordable housing fund) in exchange for a density bonus to develop extra market-rate lots. The article was defeated by the Town Meeting, due to lack of public support and acceptance of the idea. Such development would have increased Sudbury's affordable housing stock at no cost to the town, on scattered sites, thus preventing concentration of units in one area. The Planning Board and other town officials should continue to study and promote this idea.



**3 Support Sudbury Housing Authority initiatives to provide a variety of housing types, such as creating a Housing Partnership or Community Development Corporation to secure funding for, construct and administer affordable housing.**

In 1996, the Housing Authority asked Town Meeting for a transfer of several small parcels of town-owned land for the construction of single-family housing to be sold to qualified buyers at prices affordable to first-time home-buyers. The Housing Authority planned to form a Community Development Corporation to fund and administer the program. Again, Town Meeting defeated the proposal. Particularly in the light of continuing loss of existing modest starter homes through tear-downs, the Housing Authority and the Planning Board should continue to pursue this type of program.

**4 Implement the recommendations of the Fair Housing Committee and the Town's Fair Housing Report.**

Pursuant to the Massachusetts General Laws, Chapter 151B, the Town of Sudbury has an established Fair Housing Plan in order to ensure equal housing opportunity for all people without regard to race, color, national ancestry, age, sex, religious preference or marital status. The Fair Housing Action Plan addresses factors that may directly or indirectly affect the ability of minorities and female heads of households to enter the housing market in Sudbury. The objectives and implementation steps of the program are as follows:

- ?? Educate the local community about fair housing and local housing discrimination problems.
- ?? Expand housing opportunities by providing minorities equal access to housing.
- ?? Increase affordable housing opportunities to remove barriers to minorities and female-headed households.
- ?? Eliminate discriminatory practices and barriers to equal housing opportunity.

**7 Pursue extension of the affordability restriction on units at Longfellow Glen.**

The 120 units of affordable housing at Longfellow Glen on Route 20 were constructed under a Comprehensive Permit in 1974. Restrictions placed on the development at that time permit the conversion of the

units to market rate condominiums in the year 2014. As these units make up more than one-half of Sudbury's total affordable units, loss of the restrictions on these units would severely impact Sudbury's ability to provide housing for residents in need. Since options for development of new affordable housing units are limited and public support is low, it is doubtful whether Sudbury could ever regain this loss of units. While not an immediate threat, the Town Manager should work with the owners of Longfellow Glen to secure longer-term restrictions on all or some of the units.

**8 *Actively support the Community Preservation Act to establish funding mechanisms for the creation of affordable housing.***

(See Land Use Element, section A.3.)

## 5: TRANSPORTATION ELEMENT

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### INTRODUCTION

Transportation systems include roads, pedestrian paths and sidewalks, bike paths, rail and bus services and other modes of transportation used by people to move themselves and goods and services from one place to another.

Sudbury's transportation system developed over the past three hundred years like many systems in New England along trade and commerce trails used by native Americans, and later paved over into the current roadways.

Residents must come to the realization that traffic volume will increase as the population increases and the town approaches full build-out. The Transportation Element serves to guide the Town's decisions on where the traffic should go and what improvements the Town should allow, and suggests alternatives to conventional means of transportation.

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### SUDBURY'S TRANSPORTATION SYSTEMS

Historically, commerce began to center around the major transportation routes passing through Sudbury, dissected by the three major stagecoach routes. The Boston-Worcester line ran through South Sudbury along the "great road," today's Boston Post Road. Built in 1790 as the link between Boston and Albany, it now extends to the West Coast. The Boston-Berlin line ran through the center of town along Route 27 and the northern route or Fitchburg Highway traversed the modern day Route 117.

No major highways run through Sudbury, however, the old coach roads still remain the major autoroutes. Sudbury lies equidistant from Route 128 to the east and Route 495 to the west, connected by Route 20 (Boston Post Road). Route 20 has been the traditional commercial byway since the seventeenth century when mills and stores located there. Route 27 carries traffic into the center of town from Wayland, turning north toward Maynard, with a branch continuing west toward Hudson as Hudson Road. Nobscot Road runs south from Route 20 to Framingham. Route 117 runs east and west on the northern side of town.

Secondary roads provide access to surrounding communities and local business centers, and conduct traffic from local streets to arterials. Local streets provide access to residential neighborhoods.

There are approximately 160 miles of roadway in Sudbury today. As of the last ownership status report in 1997, there are 5.3 miles of state road, 18.6 miles of county road, 102.9 miles of town roads, and 15.4 miles of private roads. Build-out projections increase the total length of new roads by 43 miles.

### ***SCENIC ROADS***

Under the provisions of M.G.L. Ch. 40, Sec. 15C, a town may designate scenic roads. These roads are intended to preserve the rural character of Sudbury. Regulations applying to these roads require a public hearing prior to any tree cutting, stone wall alteration or repair, maintenance, reconstruction or paving work within the layout of the road. As of this time, Sudbury has a Scenic Roads Bylaw, but has not listed any roads under this designation. [Also see discussion regarding scenic roads in Natural and Cultural Resources, Goal 1, Objective C, Strategy 1]

### ***TOTAL NUMBER OF CARS IN SUDBURY***

As evidenced by the number of excise tax bills issued by the Assessing office, the number of cars in Sudbury has increased by almost 10% in the last decade. 16,745 excise tax bills were issued in 1999. With the total number of households at 5500, this averages over 3 cars per household. Even if population figures do not grow as expected, it is assumed that traffic patterns and volume along Sudbury roads will be affected by an increased number of drivers in Sudbury, as teenagers owning their own cars becomes more the norm.

### ***COMMUTER PATTERNS***

According to the 1990 census, the average Sudbury resident has a 27.2-minute commute, although 6 per cent of residents work at home or within walking distance. Over 80 per cent of Sudbury commuters drive to work alone, 5.7 percent carpool, while 2.1 per cent rely on public transportation.

### ***COMMUTER RAIL***

There is no direct commuter rail service to Sudbury, however there is direct service to North Station, Boston on the Fitchburg Line at Lincoln Station, Concord Station, West Concord Station, and the Kendall Green Station in Weston. There is also service to South Station, Boston on the Framingham–Worcester Line in Framingham and Natick.

As shown in the following table, parking at several of these locations is limited and tends to fill early.

Commuter Rail Service in Surrounding Communities	
Station	Number of Parking Spaces
Lincoln Station, Lincoln Road	149
Concord Station, 90 Thoreau Street	40
West Concord Station, Commonwealth Avenue & Main Street	203
Kendall Green, Church Street, Weston	57
Framingham	524
West Natick	163
Natick Center	475

#### ***MBTA SERVICE***

There is no service to Sudbury. The closest MBTA subway stop is Riverside Station in Newton on the Green Line, which has 1,228 parking spaces.

#### ***BUS SERVICE- CAVALIER COACH CORP.***

The Cavalier Coach Corp. runs a bus on weekdays only from Northborough to Boston, (one trip in each direction). The bus stops at two locations in Sudbury; Friendly's and MacKinnon's Package Store.

#### ***SENIOR CITIZEN TRANSPORTATION***

The Sudbury Council on Aging provides in-town transportation for seniors. The fare is 75 cents one-way.

#### ***F.I.S.H. OF SUDBURY***

Friends In Service Helping (F.I.S.H.) of Sudbury is a volunteer organization providing transportation for residents to medical appointments in the Metrowest area and Boston.

**LOCAL WALKWAYS**

Sudbury has over 35 miles of walkways along its public roads. All new subdivisions require the construction of walkways within the subdivision, or along the adjacent public ways leading to the subdivision. In some instances, developers may contribute to a town walkway fund for construction of walkways in underserved areas of Town. Although recent development has increased traffic on Sudbury's quiet, narrow roads, walkway construction has not kept pace with this growth and many of the older, established neighborhoods are in need of walkways. At the same time, budgetary constraints have eliminated the annual appropriation for walkway construction and maintenance.

**RAIL TRAILS, BIKE PATHS AND TRAILS**

*"In order to increase the proportion of non-polluting, human-powered vehicles in the transportation mix, the issues which prevent people from using bicycles must be addressed."* – Doug Mink, Bicycle Coalition of Massachusetts.

A fairly extensive rail trail and bike path network exists in the greater Boston region. Beginning with the Paul Dudley White Charles River Bikepath along Storrow Drive in Boston, a series of loops have been completed or are in the planning stage that will eventually expand the existing network far into the suburbs surrounding the city.

The Northwest Suburban Loop runs from Alewife Station in Cambridge to the Minuteman Bikeway to Bedford and along the same right-of-way to West Concord, where it connects with the proposed north-south Lowell-Sudbury trail. From that point the network may eventually continue east on the proposed Central Massachusetts trail from Sudbury back to Waltham. Alternate routes connecting with the Central Massachusetts trail are ones that would follow the Assabet River via back roads and a proposed rail trail to Hudson or to connect to the Route 126 bikepath in Wayland. The proposed Charles River Bikepath extension is only a few blocks away from the rail-trail near Waltham center and carries traffic downstream to the Charles River-Alewife connector to connect the loop.

With new federal support from the Intermodal Surface Transportation Efficiency Act (ISTEA) and the Symms National Recreational Trails Act, state support from ear-marked Transportation Bond money and a possible percentage of the state gas tax, and pressure of public demand, growth of the network for non-

motorized transportation seems likely. Sudbury should continue to support the creation of the east-west path along the MBTA right-of-way and should open discussion with the Town of Concord on the Lowell-Sudbury trail to connect the two towns.

Sudbury presently has no designated bike paths. Bikes are allowed to use the local walkways where available. However, there are many streets without walkways. Narrow pavement widths and no shoulders along these roads pose a great safety hazard for non-motorized use.

The reasons for developing bike paths are numerous—they provide a distinct and safer location which physically separates motorized from non-motorized vehicles, they increase recreational opportunities and they foster an alternative transportation choice. A goal to consider might be the development of a connected series of paths that will enable bikes to have safe access to all the places in Sudbury that a car can reach.

Sudbury is also fortunate to be along the Bay Circuit Trail system, which intends to create a continuous trail system in a semi-circular arc around the suburbs of Boston from the north shore to the south shore. This trail system is being created by members of various environmental organizations across the state, with the cooperation of local land owners. The trail meanders through Sudbury in the southern portion of the town, crossing the Sudbury River along the MBTA rail line, and eventually passing through the Nobscot Boy Scout Reservation.

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**PAST TRANSPORTATION EFFORTS*****TRAFFIC CIRCULATION PLAN STUDIES—PHASE 1 AND PHASE 2***

In 1984, prompted by a survey that expressed concern over traffic conditions, the town requested the Massachusetts Department of Public Works (MDPW) to prepare a plan of improvements to address traffic problems on Route 20. The recommendations presented included widening Route 20 from two lanes to five lanes from Nobscot Road to Union Avenue and to four lanes from Horse Pond Road to Nobscot Road. Concerns about the scale of the plan as well as concerns over the character of the town, wetlands, the water supply, and future traffic levels prompted Town Meeting to direct the Board of Selectmen to consider alternatives to the MDPW plan. The Selectmen formed the Route 20 Task Force in 1986 and hired HMM Associates, Inc. from Concord, Massachusetts

to develop and evaluate alternatives to the Massachusetts Department of Public Works proposal along Route 20.

Findings of the Phase 1 study (completed in October 1986) included the following:

- ?? Only 25% of the traffic on Route 20 during the peak time studied traveled the entire distance from the Marlboro line to Wayland.
- ?? A significant portion of the traffic on the section of highest travel (Nobscot Road to Union Avenue) consisted of north-south traffic forced to use that section of Route 20.
- ?? Approximately 45% of the existing evening peak hour traffic and 55% of the morning peak hour traffic on Route 20 between Nobscot Road and Dudley Road can be directly attributed to vehicles entering and exiting the Raytheon plant there.

Options for dealing with the traffic problems facing the town presented in the report were:

- ?? Widen Route 20 in the critical areas.
- ?? Build a by-pass around the critical area of Route 20.
- ?? Build extensions of Nobscot Road and Station Avenue and implement minor reconstruction of the Nobscot to Union Avenue section of Route 20 to diminish the use of Route 20 by other than east-west through traffic.

In Phase 2 (completed in November 1988), HMM Associates broadened the study to a townwide level and created the XNET model (a microcomputer model for traffic studies) for future use in seeking solutions to current and future traffic problems.

The current concern with traffic in Sudbury stems from the major post-war growth. The population, which was 2,600 in 1950, grew 420 percent to 13,500 in 1970. The entire Boston metropolitan region grew only 17.5 percent in the same period. After this period, Sudbury's population growth leveled significantly to the current population of just over 16,000. During the post-war years, commercial and employment growth expanded primarily along Route 20.

Average daily traffic volumes on Route 20 increased 17 percent in the ten years prior to the study (between Nobscot Road and Union Avenue), from 23,000



vehicles per day in 1975 to 27,000 in 1986. Congestion is common throughout the town during weekday morning and evening peak hours and on Saturdays around midday, especially along the Route 20 corridor.

Since these studies were completed in the 1980's, both the population and the traffic have increased in Sudbury. Widening of Route 20 is not believed to be in character with other goals presented in this Plan, therefore alternative strategies have been proposed to lessen the impact of increased traffic throughout town.

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**TRANSPORTATION GOALS, OBJECTIVES AND IMPLEMENTATION STRATEGIES**

***GOAL 1: Promote a transportation system that is safe, convenient, accessible and economical without adversely impacting Sudbury's character.***

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***OBJECTIVE A: Reduce traffic congestion on Route 20.***

Strategies recommended to implement this objective are as follows:

***1 Reduce highway sprawl by discouraging dispersion of business district zoning along Route 20.***

Route 20 runs for approximately 5 miles in an east/west direction across Sudbury. Due to its location and functional importance as a major road through Sudbury, it has become the main area for commercial development, and as stated previously is one of the few areas in town where commercial development is permitted. Historically, retail and service uses may have dotted Route 20 in certain locations. However, present day development has become larger and more intensive, and has spread almost across the entire 5 miles as Route 20 courses through Sudbury. This type of development pattern is commonly known as sprawl. Sprawl development creates traffic congestion problems by allowing single access driveways for each business. Sprawl can be mitigated, with a corresponding decrease in traffic congestion, by clustering commercial development in specific areas, and discouraging it in other areas on Route 20. This is accomplished by compacting commercial zoning in one or more areas on Route 20, and prohibiting commercial land uses outside designated zoned areas. Transfer of development rights programs may be needed to give financial incentive

to develop in specific areas (see discussion in Economic Development Element, Goal 2, Objective A).

**2 *Gain local control over Route 20 and other main roads to retain the present scale.***

Although Route 20 is a state highway, there is a provision in the Massachusetts General Laws, Chapter 81 for Sudbury to gain local rights over the road. This involves the town taking over maintenance, including snow plowing and road repair. However, it gives the Town control over the future development of the roadway (size and traffic control), and also allows the town to regulate access onto Route 20 by the authorization of curb cuts. Presently, the state issues curb cut permits for development on Route 20. Typically, if a curb cut exists today, redevelopment of any site would be allowed to continue use of the existing curb cut. Many times, these curb cuts are not in the optimal location, but are not moved for fear of losing existing rights. The Town is essentially powerless to change the locations. However, if Route 20 were under local control, access onto the road could be controlled in order to improve traffic circulation.

Additionally, several interest groups have been working with the Department of Public Works to redesign traffic circulation patterns through the historic town center (at the corner of Route 27 and Concord Road). Redesign of this intersection hopes to better accommodate traffic volume during peak periods, while maintaining the historic nature of the road and complementing the abutting historic structures. This initiative has been partially funded by the Sudbury Foundation.

**3 *Investigate conversion of the north-south rail line between Route 20 and Union Avenue (currently owned by Consolidated Rail Corporation) into a bypass roadway when the rail line is discontinued.***

As identified in the HMM traffic study, over half of the traffic volume on Route 20 between Nobscot Road and Union Avenue is attempting to travel north-south, but cannot do so because there is no connection. Constructing an extension of Nobscot Road along the Consolidated Rail Corp. right-of-way, connecting to Union Avenue will alleviate some of the east west congestion during peak commuter hours. Currently, the last remaining customer of that rail line between Framingham and Sudbury is Saxonville Lumber, located at Chiswick Park. The Town

should monitor occupancy of the lumber site, and begin negotiations with Consolidated Rail upon termination of the need for the rail line.

**4 Investigate other possible bypasses in the business district (alleys, etc.).**

Several alleys exist in the commercial district today, including Star Market's access on Nobscot Road, and the alley behind Blockbuster Video onto Union Avenue. Both of these alternative routes allow motorists the option of continuing travel on Route 20 east or west, or to utilize secondary roads. The possibility of creating more alleys, or the inclusion of other properties onto these alleys, should be investigated in order to relieve Route 20 congestion. Any alternative traffic routing must be properly engineered (adequate pavement width and sight distance) for optimum use and safety.

**5 Increase alternative forms of transportation in Sudbury, including but not limited to car pools, bus service, and bikeways.**

The Town should promote public transportation usage by its residents, including van pools and use of commuter rail service in neighboring towns. Although Sudbury is considered an MBTA community, and pays an annual assessment to that agency (see Economic Development Element, Goal 1, Objective B, Strategy 3), we receive no transportation services. The Board of Selectmen, acting in conjunction with our state representatives, should secure either a reduction in payment to the MBTA, or an increase in services, or both. Services such as commuter bus service to both the Framingham and Lincoln or Concord commuter rail stations and local transportation for the elderly and disabled could alleviate pressure on local roads and the regional transportation network.

The proposed east west bike trail along the old MBTA railroad bed from Wayland into Marlborough should be supported, as it will allow regional, non-motorized movement between towns. Other potential bikeways around Sudbury and connecting to surrounding communities should continue to be investigated, including the Consolidated Rail Corp. line between Framingham and Sudbury.

**6 Continue to lobby for state funds for traffic signalization at identified intersections and other improvements along Route 20 within the scope of existing physical conditions.**

Although Sudbury does not desire to surrender its historical character and charm to automobiles, there is and may continue to be a need for signalization in several locations along the 5 miles of Route 20. Any design of traffic improvements should be reviewed by the Town to ensure it does not detract from the character of the surrounding area and is protective of the environment.

Projects currently underway or planned include:

?? **Route 20 and Concord Road:** Intersection reconstruction; new lights and walkway work. [Completed]

?? **Route 20 and Nobscot Road:** Intersection signalization and reconstruction. [Fully designed, awaiting funding]

?? **Route 20 and Horse Pond Road:** Intersection signalization and reconstruction. [On the state Transportation Improvement Program (TIP)\* list]

?? **Route 20 and Landham Road:** Intersection reconstruction. [On the state Transportation Improvement Program (TIP) list]

The 1988 Phase 2 Study identified 26 intersections out of a total of 70 studied that are considered to have conditions that are unacceptable. These findings may help in assigning priorities for future improvement projects.

**7 Assess current speed limits in town, particularly along Route 20, to eliminate varying speeds along stretches of road.**

The multiple speed limit zones along Route 20 from Wayland to Marlborough contribute to the characterization of the roadway as a highway. Since Route 20 traverses many residential neighborhoods, its speed limit should respect those areas and should not be allowed to

\* The Transportation Improvement Program (TIP) list is an annual compilation of statewide transportation construction projects published by the Metropolitan Planning Organization. It is used by the State and the Metropolitan Planning Organization to prioritize projects within the multi-year apportionment of federal funds allocated by the U.S. Department of Transportation. Listing a project on the TIP is the first step in the process of getting state funds for completion.

increase and decrease at quarter-mile intervals. Instead, a slow speed limit should be enforced throughout Sudbury to warn motorists of the varying conditions and population densities encountered along its route through Sudbury. The Board of Selectmen should work with the Massachusetts Highway Department to assess the speed limit and make appropriate changes.

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**OBJECTIVE B: Reduce traffic congestion in other parts of town.**

Strategies recommended to implement this objective are as follows:

**1 Require through streets in all new developments where feasible.**

The popularity of dead-end streets poses a dilemma for older towns like Sudbury. While offering a safe neighborhood setting for the new homes, dead-end streets burden the existing travel routes by eliminating the possibility of bypasses and alternative means of getting from one place to another. Dead end streets also make public services, such as mail delivery, school bus service and emergency vehicle circulation more difficult. Since most of the highly traveled roads in Sudbury are the historic ways, they tend to be narrower and more winding than new subdivision streets. Routing all new traffic onto the existing roads causes them to become overburdened with a corresponding decrease in the level of service (or capacity) of the roadway. Extensions of roads to create through streets where possible will mitigate service delays on the existing roads.

Planning Board regulations require the provision to connect new streets to old streets where feasible. This policy should be upheld in all cases where traffic circulation would be improved without sacrificing public safety.

**2 Employ “traffic calming” strategies to address traffic flow in difficult areas.**

“Traffic calming” utilizes construction techniques to slow automobiles in areas of high pedestrian activity, with the construction of traffic islands, speed humps, signage, surface texture changes, and curbing. The Town has recently addressed several problem intersections with re-designs, signage and re-construction, which by nature of the improvements, have constituted traffic calming. However, traffic-calming techniques could be most effective in slowing traffic as it moves

through the Route 20 business districts when pedestrian activity increases. Other locations appropriate for traffic calming include school zones and park and recreation areas.

**3 *Address circulation patterns around the Town Center (both pedestrian and vehicular).***

The historic nature of Sudbury's town center is currently dominated by traffic snarls, with no sense of place. Although the intersection of Concord Road and Route 27 has long been a through road, incremental widening of the roadbeds has contributed to a loss of the character of the old buildings surrounding the intersection. As noted in the Natural Resources Element, a group of interested residents, working in conjunction with the Director of Public Works, the First Parish Unitarian Church and the Sudbury Foundation, will be examining design plans (from outside consultants) to establish an improved circulation pattern which enhances the historical roots of the area. Design elements under consideration include preserving a town common and existing trees, pedestrian improvements, removing above ground utility boxes, continuation of stone walls, signal improvements, curbing and street lighting.

**4 *Identify abandoned roads in Sudbury to reduce future maintenance and liability.***

Roads that appear on the official map of the town, but in reality do not exist, must be identified and removed from the official map, as they may legally be the responsibility of the town for construction, maintenance, and liability.

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***OBJECTIVE C: Integrate roadside aesthetics with adjacent residential and commercial uses.***

In making improvements to the transportation systems in Sudbury, changes should be balanced against and compatible with the surrounding land uses. For example, roads in residential neighborhoods should be enhanced by the construction of meandering walkways that respect topography and mature vegetation, but allow greater use of the road by several modes of use. On stretches of roadway that are wooded, changes to the appearance of the roadway should be discouraged by requiring buffers and deep setbacks for buildings. In commercial areas, in order to increase the capacity of the roadway, sidewalks should be installed on both

sides of the road to encourage pedestrian use. In addition, the shoulders of the road should be paved, with the possibility of parallel parking. Other amenities, such as benches, trash cans and landscaping should be installed to entice pedestrian use.

Strategies recommended to implement this objective are as follows:

**1 *Expand the use of the Scenic Roads Bylaw in order to preserve the character of older roads.***

As referenced in the Natural and Cultural Resources Element, Goal 1, Objective C, Strategy 1, although a Scenic Roads Bylaw has been adopted by the town, no streets have been designated. This has permitted the destruction of stone walls and removal of mature vegetation along many roads. Use of the bylaw is needed to reduce the amount of change that is allowed, including wide scale clearing of vegetation along the roadway. However, pedestrian improvements should be exempted from regulation. As the town continues to grow, pedestrian safety is becoming an important issue.

**2 *Continue traffic planting for beautification of neighborhoods.***

Area residents have created beautiful islands of flowers and native plants along many of the town's roads. Many of the plants installed have been donated by local growers. This type of improvement contributes to community pride and benefits the entire community.

**3 *Increase amenities along Route 20 to create a more usable scale for pedestrians (benches, walkways, landscaping).***

As discussed above, increasing amenities along the Route 20 business area will create a more usable scale for pedestrians, and may encourage more pedestrian use. If we build it, they will come.

**4 *Complete the town walkway program by appropriating funds annually to construct walkways.***

Pedestrian safety is becoming an important issue on many older, narrow Sudbury roads as traffic increases. The Town must be proactive in constructing walkways to avoid traffic accidents. A comprehensive program, including priorities and possible funding sources must be identified. Walkways must be considered in the context of other infrastructure systems, and funded on an annual basis for both construction and maintenance.

The Planning Board has initiated a new citizen committee whose objective is to develop a walkway implementation plan for presentation at Town Meeting, including needs assessment, prioritization for walkway construction, and funding options. A public forum was held in the August of 1999 to recruit the committee. It is possible that recommendations from the walkway committee may be ready for the 2000 Annual Town Meeting. If walkways are desired, the town must make a commitment to providing them, and must devise a method for funding.



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## 6: COMMUNITY SERVICES AND FACILITIES ELEMENT

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### INTRODUCTION

The community services and facilities element of a master plan seeks to identify and analyze existing and forecasted needs for facilities and services used by the public. As the town continues to grow and change, the services provided by Town government will grow and change as well. New services and facilities may be needed to accommodate a growing population. Methods for efficiency and productivity can likely reduce the need for massive new services and facilities, and are included in discussion of this chapter.

In many ways, this element overlaps with the Natural and Cultural Resources and Transportation Elements, in that open space, recreation facilities, and the town's roadways all constitute municipal facilities and services. However, for details about those aspects of municipal services, refer to those elements of this plan.

In this section, we will deal more with municipal infrastructure, municipal space needs, public safety and revenue enhancement strategies.

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### COMMUNITY FACILITIES AND SERVICES GOALS, OBJECTIVES AND IMPLEMENTATION STRATEGIES

***Goal 1: Ensure that Sudbury's public facilities and services are adequate to meet the needs of the population as it grows toward full build-out.***

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***OBJECTIVE A: Provide adequate services and facilities to meet the needs of all residents.***

Strategies recommended to implement this objective are as follows:

- 1 Assess all Town-owned properties and buildings to assure they are being used to their best or maximum potential.***

Both the Department of Public Works and the Park and Recreation Commission would like to see the capped landfill used as a golf driving range. Residents have expressed the desire for such a facility for years. Whether operated by the town or leased to a private vendor, it would be a revenue-generator for the town, and its location on Route 20 and away

from residential areas makes the site an attractive one for this use. The potential for additional uses at the landfill may be possible, including a contractor yard for storage of materials and equipment, a police firing range and wireless communication towers. Upon final capping and authorization of use from the Department of Environmental Protection, the Board of Selectmen should form a committee to investigate uses of the landfill which fulfill identified needs and goals and generate revenue.

Other town and school properties should be studied to determine their potential for additional uses, similar to the multiple uses of the town-owned Unisys property. Congregating several uses on one site reduces the need to acquire additional land. School and town buildings should allow for extracurricular activities to meet the growing demands of the population. Appropriate space should be made available to non-government groups for meetings. It is felt that better use could be made of the Town Hall, e.g., for exhibits, performances, or youth activities. The work of the Land Use Priorities Committee should be used to match buildings and properties to fulfill town-wide needs.

Town cemetery space may become a premium if new land is not annexed.

(Also reference Economic Development Element, Goal 1, Objective A, Strategy 3 for use of town buildings and properties as revenue sources.)

## **2 Determine future space needs for municipal offices.**

Space needs for municipal buildings has been an ongoing issue for many years. The 2000 Annual Town Meeting appropriated funds to conduct a Facilities Study of the major town buildings. This report is due for completion in 2001.

Below is a list of current municipal buildings, and the space needs issues of each:

**Fire Stations:** A new main fire station was constructed at the corner of Hudson and Maynard Roads in 1992. This facility includes sleeping quarters, truck storage for 6 vehicles, a dispatch room and conference/training rooms. Renovations/repairs were made to station #2 on Route 20 in 1997, which included a new roof and replacement of the floor of the structure. The Route 117 station needs to have floor

work done, as was done on the Route 20 station, and a new roof will be needed in about five years. All stations are now manned full time. Adjustments will have to be made if the town undertakes a joint Police/Fire dispatch system.

**Police Station:** The police station was constructed in the late 1950's, and expanded in 1980/81. There are currently 29 police officers. It has been estimated that an optimum force would be 40 officers. The town is divided into the same three patrol areas as when there was half the population and far fewer streets to cover.

Numerous changes have been made to the interior of the Police Station over the years, mostly done "in-house." The space is inadequate and poorly arranged. For example, prisoners are brought into the garage entrance at the rear of the building. It is not a secure area because it is also pressed into service as an auxiliary storage area. The booking room, adjacent to the garage is also not a secure area, and has no surveillance cameras. From the booking room, prisoners must be taken along an office hallway, to the holding cells that are near the front of the building. Parking is also inadequate, particularly at shift changes. The emergency generator, which provides backup power for the E-911 system, is outside the building, unprotected from the elements or possible vandalism.

The combination of lack of space and shortage of personnel creates high costs and constraints on services that it would be appropriate for the Police Department to provide. For example, if there is lack of cell space in Sudbury and a prisoner must be housed in a nearby town, Sudbury must provide the personnel to watch him which detracts from other duties, or requires overtime pay for an off-duty officer. There are professional police training programs that would provide continuing education free to the host department, in exchange for the use of training space. As it is, Sudbury's officers must pay to attend such classes elsewhere. If training space were available at the police station, cost savings could be realized, along with the possibility of offering training to residents in courses such as CPR.

The parcel containing the station is too small for any further additions to the building. There is also inadequate space remaining to expand parking any further, according to the Town Engineer.

No planning has been done for location or construction of a new police station. Given that it took several years for the town to approve construction of the new fire station, it is imperative that planning for a new station begin immediately.

**Department of Public Works (DPW):** The Highway Department and DPW have been seeking funds for renovation or reconstruction of the Highway Department building on Old Lancaster Road for several years, with the option of using the new facility for a combined Department of Public Works, including Engineering and possibly Park and Recreation maintenance, Conservation and Planning. The existing facility is old and has been poorly maintained, the roof leaks, it lacks adequate office space, the ventilation system allows the passage of fumes from the vehicle storage area into the office areas, it is not wheelchair accessible and there is inadequate vehicle storage.

The 2001 Annual Town Meeting and Election appropriated money for design and construction of a facility that would provide new office space, heated and non-heated equipment storage, renovated vehicle maintenance building and salt storage. It is likely that the land use departments of town government will locate in the new DPW facility (Building Dept., Board of Health, Planning Board, Conservation Commission and Engineering Dept.).

**Other Town Offices:** The other municipal offices are located in four separate buildings:

- ?? Loring Parsonage (Town Manager and Selectmen, Town Counsel, Budget and Personnel)
- ?? Flynn Building (Assessor, Board of Health, Technology Department, Finance Department, Building Department, Engineering, Planning Board, Conservation Commission)
- ?? Town Hall (Town Clerk, Veteran's Agent, Youth Coordinator)
- ?? Fairbank Center (Park and Recreation, Council on Aging, Sudbury School Department).

Fragmentation of this degree results in communication gaps and loss of efficiency and productivity. In addition, most of the municipal buildings do not comply with the Americans with Disabilities Act and need to be modernized.

***Recommendations:***

There are many inadequacies with the present configuration of municipal office space. They should be addressed with a view to the longer term, one which anticipates growth in staffing needs as the town grows. The Town Manager, Capital Planning Committee, and Finance Committee should be working together on this issue. The Land Use Priorities Committee should review the needs of the town government in its evaluation of properties. Some specific recommendations or possibilities include:

- ?? Construction of a new police station next to Fire Station #2 on Route 20. Given the valuable location of the present station, sale of this property should be enough to finance construction of a new facility on a parcel of town-owned land.
- ?? Consolidate town offices currently in the Flynn Building, Loring Parsonage, and Town Hall into one central location. Maintain adequate office and storage space for general government to enable efficient and accurate response to citizen needs (technology networking, file storage, conference space, etc.).

**3 *Provide appropriate educational facilities for all grade levels in Sudbury.***

As the community grows, school enrollment grows. Enrollment has been increasing at a rate of approximately 4% (more or less) each year for the past 7 years. Currently, the Sudbury Public School administration is in the process of a building and improvement program that will increase the total capacity of the system to 3500 children. Projected enrollments should not reach this capacity until the year 2007 (based on specifications contained in a report entitled *Commonwealth of Massachusetts Department of Education School Governance Environmental and Structural Support Services*, as approved by the Sudbury School Department). The K-8 public school system consists of the Josiah Haynes elementary school, the General John Nixon elementary school, the Peter Noyes elementary school, the (reopened) Israel Loring elementary school, and the Ephraim Curtis middle school. It appears that capital needs have been met in the district for the next decade. Maintenance of these new and newly renovated buildings must be kept up in order to maintain the community's assets.

The Lincoln Sudbury Regional High School (LS) is a grade 9–12 regional school district shared with the Town of Lincoln with a total enrollment of 1,127 pupils. Enrollment at LS has increased 27% from 1994 to the present year, and predictions indicate an additional 5% increase in enrollment by the year 2000. The 2000 Special Town Meeting vote approving the construction of a new high school should address capacity issues of this segment of the population for the next decade.

The Town should not repeat the mistakes of the early 1990's when funding for maintenance of school buildings was cut, as this then resulted in additional capital expenditures. A fiscally responsible maintenance plan must be presented in the annual operating budgets of the school committees and repairs must be made promptly to avoid future costly repairs.

**4 Provide essential social services to the population.**

Sudbury provides assistance to senior citizens through the Council on Aging. The Council's mission is to *"identify the total needs of the community's elderly population, to enlist the support and participation of all citizens concerning these needs and to implement services and coordinate existing services in the community to fill these needs."* The Council on Aging has a full-time director and staff, and operates the Fairbank Senior Center where daily activities and meals are provided for residents.

The Community Social Worker provides services to residents of all ages, within the budget of the Board of Health, through one full-time position. Community outreach activities include fuel assistance programs, support groups, resource listings and twenty-four hour referral and crisis intervention. Joint programs with the public schools, Council on Aging, Youth Coordinator and community religious groups are conducted. Counseling and evaluation services are provided for residents without access to traditional outpatient services.

Parmenter Health Services (Sudbury Visiting Nurses Association) provides home health care, hospice, public education and other community health services to Sudbury residents without insurance, in conjunction with financial support from the Board of Health annual budget.

The Town's Veteran Agent is funded as a part-time position, and coordinates local veteran services, including state-mandated benefits, health care, burial assistance and cemetery decoration.

Sudbury's Youth Commission brings together representatives from the schools, police, fire, community and youth to discuss issues related to youth, including violence prevention, school safety and emergency plans and substance abuse. A full-time position for a Youth Coordinator was created in FY99.

A private food pantry is located at Our Lady of Fatima Church, which collects and distributes food to families in need. The Sudbury Public Schools contribute to the food pantry with monthly collections at the schools.

Although Sudbury has recently increased its service staff with the addition of the Youth Coordinator, the Town continues to fall behind comparable communities in regard to human/social services. Adequate funding and personnel needs to be provided. The Town also needs to establish a coordinated delivery system for these services. A human services/social services department encompassing the Community Social Worker, Senior Outreach Worker and Youth Coordinator should be established.

**5 *Provide adequate governmental services to meet the needs of the growing population.***

Staffing levels of the municipal offices have been stagnant over the past 5 years. Town Meeting warrant reports track municipal headcounts (full time equivalents of town employees, excluding school personnel) as follows:

Municipal Employee Headcount (Full Time Equivalents)	
FY94	165
FY95	164
FY96	149
FY97	151
FY98	141
FY99	145
FY00	150

Given the significant growth trends since 1990:

- (1) the increase in the number of new homes built in the past 10 years (approximately 640)
- (2) the increase in the population (over 2,500)
- (3) the increase in the total number of K-8 school children (almost 950)

staffing increases have not kept pace with the demand for services. In addition, the increasing complexity of municipal governance requires more highly trained personnel in areas such as law, technology, enforcement, personnel/benefits management, labor relations and discrimination. The FY2000 and FY2001 budgets reflect some increase in personnel for several town departments, however this increase still does not meet the accumulated demand.

The Town Manager must identify these gaps in service so that the town departments can offer the professional services needed to adequately serve the public. Consolidation of positions, reorganization of departments to promote efficiency of operations and sharing services between the Town and the school departments need to be studied.

**6 *Maintain the town's infrastructure and buildings to promote civic pride and avoid costly repairs and reconstruction.***

Traditionally, towns and cities have taken great pride in their municipal buildings, particularly city halls and fire stations, which were centrally located and gave a sense of identity to the town. Many nearby towns have maintained this tradition, but Sudbury has not. The buildings used for town offices are proud, historic buildings, but are in poor repair and the interiors, in particular, do not reflect civic pride. The town should make this, as well as efficiency and cost, a factor in plans for centralizing town services, and whenever new municipal construction is called for.

**7 *Integrate public use areas into the business districts.***

Pleasant public spaces, accessible public offices, and a vibrant business district complement each other. Shoppers who can rest or picnic in a business district are more likely to linger, and public offices in a business district offer convenience and efficiency for multi-task trips. Municipal buildings and spaces, like a post office or parks, would bring people to the business district.



In the short term, the town can provide small green spaces, park benches and shade, and in the long term look to consolidating the town offices in a new municipal building in or near the business district.

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***OBJECTIVE B: Expand the Town's recycling efforts.***

The movement to recycle paper and plastics has grown faster than the market for recycled products. Therefore, towns' recycling programs have become cost centers rather than revenue-generators or even break-even propositions. However, state rules pertaining to what materials are allowed in landfills makes recycling mandatory.

The Town currently operates a transfer station and recycling center at the landfill property on Route 20. Paper, glass, metal, and plastics are collected, however markets for recyclables remains low. In order to create a market for recycled goods, consumers must demand and use products made with recyclable materials. Eventually a critical mass will be reached at which point it will be economic for manufacturers to convert to recycling processes. Until that time, it may be necessary for the DPW to charge for proper disposal of recyclable materials.

One success story, however, has been the "put and take" section at the transfer station. The Director of Public Works believes that most of the items placed there are indeed reused and therefore kept out of the waste stream.

Strategies recommended to implement this objective are as follows:

***1 Regionalize recycling efforts and investigate better markets for recyclable materials.***

Working with other area communities would provide a better marketing position through volume. Also, a regionalized program would make marketing expertise affordable for the participating towns. Grant application and administration can be consolidated regionally for better chances of success.

***2 Assess "pay as you throw" (PAYT) system to reduce waste and motivate residents to separate recyclables.***

A "pay-per-throw" system for solid waste disposal became effective October 1, 1999. This system charges users per volume (bag) of trash deposited at the transfer station. These systems have been effective in

encouraging recycling and reducing the total waste stream, and in cost savings for smaller households. Specialized garbage bags are sold through local retailers at a cost of \$1.50 for 30 gallons, and \$.75 for 15 gallons. An annual fee to use the transfer station is still required, however, it has been reduced by 50 percent since 1998. Reduced fees for senior citizens and low income residents are also in effect.

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***OBJECTIVE C: Optimize the use of the Sudbury-Wayland Septage Treatment Facility***

The joint septage treatment facility located on the Wayland-Sudbury border is another infrastructure asset that must be managed and maintained by the Town in order to protect previous investments. Constructed in 1983 under the authority of the Board of Health, the facility processes almost 7,500,000 gallons of septage each year, with revenue generated of approximately \$675,000.

Strategies recommended to implement this objective are as follows:

***1 Annually review administration of facility.***

In 1997 and 1998, administration of the facility was in dispute, and resulted in major changes to the bi-town agreement voted by Town Meeting of both towns. Currently, the plant is managed by a professional engineering company, Camp, Dresser, and McKee, Inc. The administration should be reviewed annually by the Board of Health to ensure proper operation, accounting, and maintenance in order to avoid future problems.

***2 Continue to maintain the facility as a community asset (revenue source) and explore expansion of use by other communities.***

At the present time, the septage facility is used solely by Wayland and Sudbury, and is at the capacity approved by the DEP. However, should the time come when the business district is served by its own wastewater treatment and disposal facilities, the freed-up capacity should be marketed for use by other communities.

## 7: IMPLEMENTATION PLAN

The Implementation Plan is a scheduled timeline for implementing the recommendations of the Master Plan. The Implementation Plan lists the action items, the board or committee responsible, and a suggested time frame for completion of an action. It is the Planning Board's belief that the boards and committees listed are those best able to undertake specific items based on expertise and jurisdiction.

It is anticipated that some projects will take more than one year to complete, and others that may be completed or near completion prior to printing of the Master Plan. The Implementation Plan is expected to be updated annually to reflect work accomplished and new projects commenced. Currently, the Implementation Schedule reflects those projects currently underway or expected to be initiated in the near future by the relevant boards and committees, and those items that received high priority ratings (> 75% response) from residents in the Master Plan Survey.

In addition to implementation, readers and users of this Plan must also be concerned with enforcement of the provisions presented herein. While policy discussions and bylaw revisions can be commenced, without enforcement of the principals of the Master Plan, all efforts will be worthless. It is anticipated that once the Master Plan is completed and adopted by the Planning Board, enforcement will become one of the priorities in the first update of the Plan.

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### GENERAL IMPLEMENTATION

The Planning Board will follow these general principles for implementation of the Master Plan:

- a) The Planning Board will conduct the studies listed or identify responsible parties to conduct studies, which will lead to proposals for action by the Town to implement the recommendations of the Master Plan, as needed.
- b) The Planning Board will review and update the Master Plan on an annual basis, as needed, responding to changing circumstances, new data, and actions taken by the Town to implement specific recommendations.
- c) The Planning Board will encourage participation by Town boards, committees and citizens to set policy, implement specific recommendations and participate in specific studies.

**IMPLEMENTATION SCHEDULE:**

<b>Recommended Policies to Affirm or Develop</b>		
<b>* = current initiative P = survey priority</b>	<b>Implementation Strategy</b>	<b>Lead Agency</b>
<b>*</b>  <b>P</b>	Support the recommendations of the Open Space Plan and the Land Use Priorities Committee and support the Community Preservation Act to establish funding mechanisms for open space preservation. (Land Use 1.A.1; Nat. Res. 1.B.1)	Selectmen; Planning Board; Land Use Priorities Committee
<b>*</b>  <b>P</b>	Ensure all new development is compatible with the purposes of the Water Resource Protection District and the Sudbury Wetland Administration Bylaw and enforce strict natural resource protection standards in land planning and development. (Land Use 1.A.4; Nat. Res. 1.C.3)	Planning Board; Conservation Commission
	Develop eco-tourism and historic tourism opportunities in Sudbury. (Land Use 1.C.4; Nat. Res. 1.B.3)	Economic Dev. Commission
<b>*</b>  <b>P</b>	Create an Economic Development Commission to pursue business opportunities that complement Sudbury's vision. Give consideration to policies, infrastructure and investments that will attract and keep business in Sudbury. (Econ. Dev. 1.A.1, 1.C.2)	Selectmen
	Continue to support and promote home-based businesses. (Econ. Dev. 1.A.6)	Planning Board; Selectmen
	Pursue statewide legislative solutions to decrease the Town's reliance on property taxes. (Econ. Dev. 1.A.7)	Selectmen
	Lobby for reduction in MBTA fees, or an increase in benefits, including increasing parking capacity of MBTA lots, increased bus service and other forms of transportation to Sudbury and shuttle buses to commuter rail stations. (Econ. Dev. 1.B.3; Transp. 1.A.5)	Selectmen
	Prepare a long-range fiscal policy plan for the Town. (Econ.Dev. 1.C.1)	Finance Comm.
	Give consideration to policies, infrastructure and investments that will attract and keep business in Sudbury. (Econ. Dev. 1.C.2)	Finance Comm.; Econ. Dev. Comm.
	Actively participate in regional commerce organizations (MAGIC, MetroWest Growth Management Committee, MAPC, MetroWest Chamber of Commerce, SuAsCo Community Council). (Econ. Dev. 1.C.3)	Selectmen; Planning Board

Recommended Policies to Affirm or Develop (Continued)		
* = current initiative P = survey priority	Implementation Strategy	Lead Agency
	Continue and expand environmental awareness and education programs and efforts, such as household fertilizer and pesticide use, Integrated Pest Management policies, use of native species as landscaping alternatives to grass in new developments, water conservation techniques, and disposal of hazardous wastes. (Nat. Res. 1.A.12)	Conservation Commission
	Support the efforts of the Hop Brook Protection Association, Earth Decade Committee, Sudbury Valley Trustees, and other local conservation groups. (Nat. Res. 1.A.13)	Selectmen
	Support the Historic Districts Commission through enactment/enforcement of local bylaws. (Nat. Res. 2.A.1)	Historic Districts Commission
	Support the initiatives of the Sudbury Historical Society and others to establish a Town Museum. (Nat. Res. 2.A.3)	Selectmen
*  P	Support efforts to construct senior housing on the Town-owned portion of the former Unisys property. (Housing 1.A.1)	Planning Board; Selectmen
	Encourage construction of affordable housing units through the state's Local Initiative Program and implement the recommendations of the Fair Housing Committee and the Town's Fair Housing Report. Support the Sudbury Housing Authority initiatives to provide a variety of housing types. (Housing 1.B.1, 3 and 4)	Housing Authority; Planning Board
	Gain local control over Route 20 and other main roads to retain the present scale. (Transp. 1.A.2)	Selectmen; DPW
*	Continue to lobby for state funds for traffic lights at identified intersections and other improvements along Route 20 within the scope of existing physical conditions. (Transp. 1.A.6)	Selectmen; DPW
	Promote alternative forms of transportation. (Transp. 1.A.5)	Selectmen
	Continue traffic island planting for beautification of neighborhoods. (Transp. 1.C.2)	Selectmen
	Provide appropriate social, educational and governmental services and facilities for all Sudbury residents. (Comm. Services 1.A.3, 4, 5)	School Committee; Town Manager

<b>Recommended Zoning, Bylaw or Regulation Changes</b>		
<b>* = current initiative P = survey priority</b>	<b>Implementation Strategy</b>	<b>Lead Agency</b>
	Review Cluster Development bylaw and other open space bylaws to make them usable and therefore more effective in preserving open space (i.e., allow density incentives). (Land Use 1.A.2)	Planning Board
<b>P</b>	Review and revise standards for scale of development, use and intensity in residential and commercial districts. (Land Use 1.B.2 and 5)	Planning Board; Selectmen
<b>*</b>	Guide development to avoid destruction of important historic features and buildings, and promote architectural integrity in all new development. (Land Use 1.B.1)	Historic Districts; Historical Comm.
	Amend the Zoning Bylaw to require that off-street parking be screened from streets and abutting properties. (Land Use 1.B.5)	Selectmen; Planning Board
<b>*</b>	Re-write the Zoning Bylaw to ensure that the type of development desired in Sudbury is permitted. (Land Use 1.C.2)	Selectmen; Planning Board; ZBA
<b>*</b> <b>P</b>	Revise regulations to decrease the number of permits needed for a single development. (Econ. Dev. 1.D.4)	Selectmen; Planning Board
<b>P</b>	Provide density incentives to developers who meet town goals by maintaining community character, providing open space, linking greenways, maintaining agricultural lands or providing affordable housing. (Land Use 1.A.2; Nat. Res. 1.C.2; Housing 1.A.5)	Selectmen; Planning Board
	Examine performance-based zoning and flexible zoning requirements in commercial districts to allow development that meets identified community goals. (Econ. Dev. 1.D.5; Land Use 1.C.1)	Planning Board
	Explore the possibility of rezoning for small commercial satellite zones along major roads and rezoning land adjacent to existing commercial/industrial/ research land for growth in those areas, and expand the types of uses allowed in business, industrial and research zoning districts to allow for potential growth in those existing areas. (Land Use 1.C.5; Econ. Dev. 1.A.4 and 5)	Planning Board
	Require higher levels of protection in the Water Resource Protection District Zone II, including increased maintenance of septic systems, prohibit the use of environmentally destructive de-icing compounds, establish a hazardous materials program to catalogue users and/or storers of materials, and create a process to regularly monitor the condition of underground fuel tanks. (Nat. Res. 1.A.2, 8, 9 and 10)	Planning Board

Recommended Zoning, Bylaw or Regulation Changes (Continued)		
* = current initiative P = survey priority	Implementation Strategy	Lead Agency
*  P	Create economic incentives for water conservation and establish policies on efficient use of underground sprinkler systems. Encourage minimization of lawn areas in new developments. (Nat. Res. 1.A.5,6 and 7)	Selectmen; Planning Board; Conservation; Water District
	Improve stormwater management practices along Town roads to reduce non-point source pollution. (Nat. Res. 1.A.3)	DPW; Conservation Commission
	Implement Scenic Roads Bylaw to restrict changes to roadside appearance and to minimize impacts on historic roads. (Nat. Res. 1.C.1; Transp. 1.C.1)	Planning Board; Selectmen
	Re-evaluate the historic district boundaries to assure incorporation of historically significant buildings and lands within the districts. (Nat. Res. 2.A.6)	Historic Districts Commission
*  P	Amend senior housing bylaws to make them more usable and revise the accessory apartment bylaw to allow apartments for persons age 62 and older. (Housing 1.A.2,4)	Planning Board
	Adopt Inclusionary Zoning Bylaw requiring the construction of affordable units in all new developments. (Housing 1.B.2)	Planning Board; Housing Authority
	Expand housing opportunities in business districts. (Housing 1.A.6)	Planning Board; Econ.Dev.Comm.
	Require through streets in new developments where feasible to reduce pressures on existing or overburdened streets. (Transp. 1.B.1)	Planning Board
	Reduce highway sprawl by discouraging dispersion of business district zoning along Route 20. (Transp. 1.A.1)	Planning Board; Selectmen

<b>Items Recommended for Funding</b>		
<b>* = current initiative P = survey priority</b>	<b>Implementation Strategy</b>	<b>Lead Agency</b>
<b>* P</b>	Explore means and costs of purchasing development rights and other options for funding open space preservation. (Land Use 1.A.1)	Land Use Priorities Comm.
	Enhance the appearance of primary entrances into Town. (Land Use 1.B.3)	Selectmen
	Expedite the removal of utility poles along Route 20. (Land Use 1.B.5)	Selectmen
	Provide amenities in the business district (trees, benches, trashcans, crosswalks, etc.) to encourage pedestrian use and create a user-friendly scale and character for the area. (Land Use 1.B.5; Transp. 1.C.3; Comm Services 1.A.6)	Selectmen; Economic Dev. Committee
	Assess from market research what products and services residents need and want in their business district. (Econ. Dev. 1.D.1)	Economic Dev. Committee
<b>*</b>	Create a historic walking trail in the Town Center. (Nat. Res. 2.A.2; Transp. 1.B.3)	Historical Commission
	Provide budget support to maintain town-owned historic buildings as community assets. (Nat. Res. 2.A.4)	Town Manager
	Restore tennis courts at Haskell Field and maintain other tennis courts to playable levels. (Nat. Res. 3.A.4)	Park & Rec. Commission
	Establish an on-going field enhancement and maintenance program within the Park and Recreation Commission budget. (Nat. Res. 3.B.2)	Park & Rec. Commission
	Expand trail systems on conservation land for passive recreational use. (Nat. Res. 3.C.2)	Conservation Commission
<b>P</b>	Enhance infrastructure in business districts, including walkways, pedestrian signals, median strips, stormwater management, wastewater management, fiber optic technology and circulation. (Econ. Dev. 1.B.1,2 and 4; Housing 1.A.7)	Selectmen
	Increase alternative forms of transportation in Sudbury, including but not limited to car pools, bus service, bikeways and shuttle services to MBTA railroad stations. (Transp.1. A.3)	Selectmen
<b>*</b>	Appropriate funds annually for construction of walkways. (Transp. 1.C.4)	Planning Board
	Install traffic calming strategies in difficult areas (Transp. 1.B.2)	Selectmen; DPW
	Maintain and expand use of Town buildings. (Comm. Services 1.A.1; Econ. Dev. 1.A.3)	Selectmen; Town Manager
	Provide essential educational, social and governmental services to meet the needs of the growing population (Comm. Serv. 1.A. 3, 4, 5)	Selectmen; School Comm.; Town Mgr.



Recommended for Further Study		
* = current initiative P = survey priority	Implementation Strategy	Lead Agency
	Investigate parcels for Planned Unit Development options. (Land Use 1.C.3)	Planning Board
	Create a plan for the future use of the Raytheon site and other large sites if vacated. (Land Use 1.C.6)	Planning Board
	Provide incentives for maintenance and expansion of agricultural land uses. (Land Use 1.B.4)	Selectmen; Assessors
<b>P</b>	Develop a process utilizing town boards to investigate innovative approaches for revenue generation. (Econ. Dev. 1.A.2)	Finance Comm.
	Coordinate a plan to utilize municipal buildings and other town properties to raise revenue. (Econ. Dev. 1.A.3; Comm. Services 1.A.1)	Town Manager
<b>* , P</b>	Explore alternative wastewater disposal options in the central business district. (Econ. Dev. 1.B.1; Nat.Res. 1.A.1)	Selectmen
	Resolve and improve circulation and traffic issues on Route 20. (Econ. Dev. 1.B.2; Transportation 1.A)	Selectmen; DPW
	Pursue installation of fiber optic lines throughout Sudbury. (Econ. Dev. 1.B.4)	Selectmen; Econ.Dev.
	Explore the creation of a technology overlay district to provide services as an incentive. (Econ. Dev. 1.B.5)	Economic Dev Commission
	Create a citizen task force to investigate the feasibility and public acceptance of a plan to develop a pedestrian friendly, concentrated business district generally around the Route 20/Union Avenue area. (Econ. Dev. 2.A.1)	Planning Board; Economic Dev. Commission
<b>P</b>	Investigate transfer of development rights to create more centralized shopping districts along Route 20. (Econ. Dev. 2.A.2)	Planning Board
	Assess feasibility of relocating hazardous uses to outside the Water Resource Protection Districts. (Nat. Res. 1.A.11)	Planning Board
	Investigate the benefits of incorporating the Sudbury Water District into Town government. (Nat. Res. 1.A.4)	Selectmen
	Assess the benefits of forming a private land trust to acquire and maintain land. (Nat. Res. 1.B.2)	Conservation Commission
	Assess usage of park and recreation facilities and areas by schools and residents to determine need. (Nat. Res. 3.A.1; 3.B.1)	Park & Rec. Commission
	Assess school facilities for possible community, year-round use as a revenue stream. (Nat. Res. 3.A.5)	Town Manger; School Supers.

<b>Recommended for Further Study (Continued)</b>		
<b>* = current initiative P = survey priority</b>	<b>Implementation Strategy</b>	<b>Lead Agency</b>
	Evaluate potential new recreation programs. (Nat. Res. 3.C.1)	Park & Rec. Commission
	Evaluate the current trend of “tear downs” to determine impacts on the community and the housing stock. (Housing 1.A.3)	Planning Board
	Investigate conversion of the north/south rail line between Route 20 and Union Avenue (owned by Consolidated Rail Corporation) into a bypass roadway when line is discontinued. (Transp. 1.A.3)	DPW
	Investigate other possible bypasses in the business district (alleys, integrate cub cuts, etc.). (Transp. 1.A.4)	DPW
	Assess current speed limits in town, particularly along Route 20 to eliminate varying speeds along stretches of road. (Transp.1. A.7)	DPW
	Identify abandoned roads in Sudbury to reduce town maintenance and liability. (Transp. 1.B.4)	DPW
*	Address circulation patterns around the Town Center (pedestrian and vehicular). (Transp. 1.B.3)	Town Manager
	Determine future space needs for municipal offices. (Comm. Services 1.A.2)	Town Manager
	Regionalize recycling efforts and investigate better markets for recyclables. (Comm. Services 1.B.1)	DPW
*	Assess “pay as you throw” system to reduce waste and motivate residents to recycle. (Comm. Services 1.B.2)	DPW
	Explore expansion of the septage facility to enable use by other communities or nearby businesses. (Comm. Services 1.C.2)	Board of Health

## **APPENDIX A: MASTER PLAN SURVEY RESULTS**

In September 1999, over 6000 surveys were directly mailed to Sudbury residents. Responses totaled 1540, and the corresponding results have been tabulated. Please see the following pages for the results of the 1999 Master Plan Survey.

**MASTER PLAN SURVEY RESULTS**  
**April 2000**

**Below are the results of the town-wide Master Plan survey, given as a percent of 1540 respondents. The difference between the totals and 100% is due to “no response.”**

**A. LAND USE AND ZONING**

	<b>AGREE</b>	<b>DISAGREE</b>	<b>NO OPINION</b>
1. Sudbury should strive to ensure the protection of critical natural resources and wildlife habitat in all land use decisions and policies. ....	88%.....	7%.....	3%
2. The amount of permanent open space in Sudbury should be increased. ....	73%.....	15%.....	8%
3. The community's traditional, historic character should be maintained. ....	90%.....	4%.....	4%
4. The appearance of the Route 20 commercial districts should be improved. ....	79%.....	8%.....	11%
5. The town should encourage land uses that are directed toward economic sustainability in order to balance growth with the Town's ability to provide services. ....	75%.....	11%.....	9%
6. "Transfer of development rights" allows for concentrated development in selected areas of town in exchange for more meaningful open space in others. The town should adopt such bylaws to more effectively control "sprawl." ....	67%.....	18%.....	11%
7. The town should create zoning bylaws which encourage development that meets identified community goals, such as affordable housing, open space and historic preservation or senior housing. ....	78%.....	12%.....	6%
8. The Town's character is in jeopardy due to the present development trends. ....	67%.....	20%.....	10%
9. What types of residential development do you feel are appropriate for Sudbury?			
a) Single family homes on 1 acre or greater. ....	81%		
b) Condominiums for seniors. ....	66%		
c) Care facilities for seniors, such as nursing homes, assisted living facilities, continuing care retirement communities .....	58%		
d) Condominiums for all ages. ....	22%		
e) Accessory apartments (small apartments within single family homes) ....	29%		

f) Cluster (open space) subdivisions where lot sizes are reduced in order to preserve open space. .... 42%

10. Would you support a **tax increase** for the following:

	<b>YES</b>	<b>NO</b>
Protecting undeveloped or critical parcels of land? .....	71%.....	28%
Having a town park or playground within walking distance of your home?.....	19%.....	70%
Increasing the number of playing and recreation fields?.....	26%.....	63%
Maintenance of existing recreational facilities? .....	71%.....	22%
Developing a bike path system along old rail road lines? .....	58%.....	36%
Constructing walkways in your neighborhood? .....	41%.....	51%

11. Are there any specific parcels of land in Town that you consider special and worth protecting or acquiring for conservation, recreation, scenic views or wildlife protection? Please list.

- ??Waite property on Concord Road: 37 similar responses
- ??Nobscot Mountain: 23 similar responses
- ??Broad Acre Farm on Morse Road: 22 similar responses
- ??All as they become available: 18 similar responses
- ??Wayside Inn area: 15 similar responses
- ??Meachen Farm on Marlboro Road – 10 similar responses
- ??Hill property on Plympton Farm: 8 similar responses
- ??Hop Brook: 9 similar responses
- ??Sudbury Nursery property on Route 27: 9 similar responses
- ??All farmland: 8 similar responses
- ??Sudbury River: 8 similar responses
- ??Great Meadows: 7 similar responses
- ??Route 117, various parcels along this road: 7 similar responses
- ??Town center: 6 similar responses
- ??Wolbach Farm on Route 27: 6 similar responses
- ??Letteri's Farm on Landham Road: 6 similar responses
- ??Stone Tavern Farm: 5 similar responses
- ??Route 20 parcels: 5 similar responses
- ??Hawes Farm, Dudley & Nobscot roads: 5 similar responses
- ??Open Space and Recreation Plan parcels: 4 similar responses
- ??Historic districts and sites: 4 similar responses
- ??All water shed areas: 4 similar responses

??Water Row area: 4 similar responses  
??Plympton Road area: 4 similar responses  
??Lincoln Road area: 4 similar responses  
??Fort Devens Annex: 4 similar responses  
??Frost Farm/White Pond area: 4 similar responses  
??Railroad lines: 4 similar responses  
??Pelham Island Road area: 3 similar responses  
??Davis Field/farm area: 3 similar responses  
??Large parcels: 3 similar responses  
??Concord Road parcels: 3 similar responses  
??Piper property on Rice Road: 3 responses  
??Pantry Brook area: 3 similar responses  
??McLagan property on Plympton Road: 3 similar responses  
??Dickey property on New Bridge Road: 3 similar responses  
??Route 27 parcels: 3 similar responses  
??Raymond Road area: 3 similar responses  
??Gristmill pond: 2 similar responses  
??Memorial Forest: 2 similar responses  
??Fairbank Farm on Old Sudbury Road: 2 similar responses  
??Blue Meadow Farm, 118 Nobscot Road: 2 similar responses  
??Sherman's Bridge Road: 2 similar responses  
??Wetlands and adjacent undeveloped parcels: 2 similar responses  
??Willis Lake: 2 similar responses  
??Haskell Field: 2 similar responses  
??Old Sudbury Road parcels: 2 similar responses  
??Verrill property on Concord Road & farm adjacent  
??McNeill property off Brimstone Lane  
??Candy Hill Road area  
??South Sudbury  
??Curtis Middle School: behind  
??Route 27: behind Peter Noyes School  
??Featherland complex: expand for more fields, all baseball  
??Sudbury Swim & Tennis Club  
??Robbins Road  
??Landham Road

- ??Lakes area
- ??Cavicchio property for an entirely new "walkable" retail district
- ??Land for recreation/playing fields
- ??Willis Hill
- ??Cold Brook
- ??Mahoney Farm on Edgell Road
- ??Cutler's Greenhouse on Landham Road
- ??Land adjacent to existing conservation or protected land
- ??Run Brook
- ??Maynard Rod and Gun Club
- ??Powers Road/Willis Road/Powder Mill Road
- ??Willow Hill School wetlands and fields
- ??Camp Sewataro property
- ??Anything near schools
- ??Twillingate Farm on Hudson Road
- ??Flood plain protection: any parcel advancing this goal
- ??Heard's Pond environs

**B. WATER AND WASTEWATER**

	<b>AGREE</b>	<b>DISAGREE</b>	<b>NO OPINION</b>
12. Economic incentives should be created for water conservation. ....	80%	11%	6%
13. Enforceable regulations on efficient use of underground sprinklers should be established.....	81%	13%	4%
14. The Town should prohibit the installation of automatic lawn sprinklers. ....	33%	56%	9%
15. The Sudbury Water District should be incorporated into town government .....	32%	25%	36%

Should the Town consider the construction of alternative wastewater treatment systems to serve the following:

16. Commercial properties?.....	72%	11%	11%
17. Developed residential properties with known septic problems (not undeveloped residential land)? .....	59%	20%	15%
18. All needs throughout town?.....	34%	39%	21%

**C. COMMERCIAL AND INDUSTRIAL DEVELOPMENT**

	<b>AGREE</b>	<b>DISAGREE</b>	<b>NO OPINION</b>
19. A variety of revenue sources should be created and maintained in Sudbury. ....	87%	7%	5%
20. Adequate infrastructure should be provided to support the town's current and future economic development goals. ....	79%	8%	7%
21. The Town should play a more active role in attracting and maintaining desirable commercial development. ....	73%	16%	7%
22. Businesses that provide products, services and employment desired and needed primarily by local residents and workers should be encouraged. ....	78%	11%	7%
23. The development permitting processes should be streamlined to facilitate desirable development. ....	67%	17%	11%
24. The Town should utilize public funds for aesthetic improvements in the commercial area. ....	42%	44%	10%
25. A walkable downtown area on Route 20 where stores are closer together should be created. ....	59%	25%	13%
26. Further commercial development along Route 20 should be:			
a) stopped .....	20%	50%	7%
b) allowed, as permitted under current zoning. ....	35%	25%	21%
c) expanded, with the need for new infrastructure and zoning. ....	38%	25%	9%
d) concentrated by allowing higher densities in specific target areas. ....	51%	18%	8%
27. The Town should rezone land from residential to commercial in order to create a limited number of new small scale commercial areas in parts of town that do not currently have nearby services, and which would generate additional tax revenue for the Town, such as on:			
a) Route 27 .....	29%	56%	8%
b) Route 117 .....	41%	46%	8%
c) Union Avenue/Station Road .....	57%	32%	7%
d) Hudson Road .....	27%	56%	11%
e) Old County Road .....	20%	49%	23%



28. Do you shop in Sudbury for (check all that apply):

	WEEKLY	MONTHLY	RARELY
Groceries.....	89%	4%	6%
Clothing.....	11%	36%	52%
Books/Magazines.....	10%	15%	69%
Dry Cleaning.....	35%	23%	37%
Health and beauty products.....	47%	27%	23%
Household items.....	40%	23%	38%

29. If you answered RARELY to any of the above, why don't you shop in Sudbury?  
(You may select more than one)

Price .....	20%
Location of store/difficulty with traffic .....	17%
Desired products not available.....	61%
Prefer to shop elsewhere.....	30%

30. How frequently do you utilize Sudbury's restaurants, either dining in or taking out? (check one)

Weekly .....	22%
Bi-weekly .....	19%
Monthly .....	33%
Rarely.....	24%

**D. HOUSING**

	AGREE	DISAGREE	NO OPINION
31. The diversity of Sudbury's housing stock should be increased to include a variety of styles and options for different ages and income levels.....	62%	27%	7%
32. Efforts to construct senior housing in Sudbury should be supported.....	79%	12%	7%
33. Efforts to construct affordable (subsidized) housing in Sudbury should be supported. ....	47%	38%	12%
34. Inclusion of affordable housing units mixed with market rate housing in new subdivisions should be encouraged.....	47%	39%	11%
35. The current trend of tearing down older houses and replacing them with newer, usually larger homes should be evaluated to determine the impact on the community and its housing stock.....	60%	30%	8%

36. Housing opportunities which meet the needs of and/or attract multi-ethnic and handicapped residents should be sought..... 46%..... 28%..... 23%

**E. TOWN SERVICES**

Please evaluate the quality of each of the services listed by circling the appropriate response. If you have used a particular service in the last 12 months, please indicate how many times you have done so.

<b>Service</b>	<b>Very Good</b>	<b>Adequate</b>	<b>Needs Improvement</b>	<b>No Opinion</b>
37. Police Protection	43%	34%	4%	14%
38. Fire Protection	49%	24%	1%	22%
39. Ambulance Service	31%	17%	13%	46%
40. Selectmen's Office	9%	26%	12%	46%
41. Tax Office	18%	39%	5%	33%
42. Assessor's Office	15%	33%	6%	39%
43. Town Clerk	23%	53%	4%	33%
44. Street Maintenance	13%	41%	36%	6%
45. Transfer Station	14%	27%	12%	42%
46. Snow Removal	19%	45%	27%	5%
47. Goodnow Library	70%	14%	2%	11%
48. Recreational Facilities (fields, parks, pool)	31%	37%	14%	14%
49. Senior Center	23%	15%	25%	55%
50. Social Services (Veterans' Agent, Youth Commission, Social Worker)	5%	11%	2%	76%
51. Health Department	6%	16%	4%	68%
52. Building Department	10%	22%	10%	50%
53. Planning Department	7%	17%	21%	47%
54. Conservation	15%	26%	16%	36%

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55. Schools & School Department	33%	27%	11%	22%
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57. For which public services would you support an **increase** in your taxes (please circle all that apply):

- Police Department.....20%
- Fire Department.....20%
- Ambulance Service.....15%
- Snow Removal.....18%
- Transfer Station.....9%
- Street Maintenance.....21%
- Public Library.....18%
- Recreation Facilities.....19%
- Senior Center.....8%
- Land Conservation.....38%
- Walkway Construction.....28%
- Public Transportation.....16%
- Public Schools.....36%
- ??None: 113 similar responses
- ??Curbside trash pickup: 13 similar responses
- ??Bike paths/rail trails: 13 similar responses
- ??Road maintenance (sand removal, drainage, curbing, brush removal, safety improvements): 5 similar responses
- ??Water maintenance/improvements: 5 similar responses
- ??Walkway construction/maintenance: 5 similar responses
- ??Household hazardous waste disposal days: 5 similar responses
- ??Others as necessary: 4 similar responses
- ??DPW facility: 4 similar responses
- ??Street lighting: 3 similar responses
- ??Wastewater treatment: 3 similar responses
- ??All: 3 similar responses
- ??Senior housing: 3 similar responses
- ??Youth counselor/teen center: 2 similar responses
- ??Public transportation: 2 similar responses
- ??Acquisition/stewardship of conservation land: 2 similar responses
- ??Other historic sites: 2 similar responses
- ??Taxes already too high-have doubled since 1991-no service improvements

- ??Capital projects
- ??Reduce walkways
- ??Historic town center: appearance of roads, curbs, burns and grass
- ??Outdoor pool
- ??Needing improvement and increasing taxes are not synonymous
- ??Fiber optic connections throughout town
- ??Fireworks
- ??Building Department
- ??No growth
- ??Town infrastructure other than schools
- ??Public ice rink
- ??Health Department
- ??4<sup>th</sup> of July parade
- ??Improvement of Route 20 commercial area
- ??Town Hall improvements
- ??Schools
- ??Only if retail and builders were also taxed
- ??Recycling
- ??Assessors Department
- ??Town Clerk
- ??Social Worker

58. For which public services would you like to see funding **decreased**, assuming taxes would go down?  
(Please circle all that apply):

Police Department.....	5%
Fire Department.....	3%
Ambulance Service.....	2%
Snow Removal.....	2%
Transfer Station.....	9%
Street Maintenance .....	2%
Public Library .....	5%
Recreation Facilities.....	8%
Senior Center.....	5%
Land Conservation.....	9%
Walkway Construction.....	17%
Public Transportation .....	20%
Public Schools.....	19%

- ??None: 56 similar responses
- ??Town staff: 5 similar responses
- ??Improve efficiency, provide better services without increases: 2 similar responses
- ??All: 8 similar responses
- ??Eliminate interscholastic sports
- ??Fight MBTA assessment
- ??Employee benefits (i.e., health insurance costs)
- ??DARE
- ??Land acquisition
- ??High Interest Borrowing
- ??Brand new library
- ??Schools
- ??Consulting fees

59. Based on the median house price in Sudbury of \$330,000, the average yearly cost per home for town services, excluding schools, is \$1,700 and the average yearly cost per home for public schools is approximately \$3,700. When you consider the services you receive from the town, would you agree that your taxes are being reasonably well spent for the following:

	<b>AGREE</b>	<b>DISAGREE</b>	<b>UNCERTAIN</b>
Town Services.....	51%.....	20%.....	24%
Public Schools.....	49%.....	25%.....	21%

**F. SUDBURY TOWN GOVERNMENT**

60. To what extent do you agree or disagree with the following statements (please circle the appropriate response):

Sudbury Town Government:

	<b>AGREE</b>	<b>DISAGREE</b>	<b>UNCERTAIN</b>
a) understands citizens' needs.....	28%.....	20%.....	45%
b) responds to citizens' needs.....	24%.....	21%.....	48%
c) fulfills its promises.....	17%.....	16%.....	59%

61. If I have a problem, I can approach the appropriate town official and he/she will help solve the problem. .... 27%..... 11%..... 54%

**REGULARLY    SOMETIMES    NEVER**

62. Do you attend Town Meeting and other public forums? ..... 14%..... 57%..... 25%

63. If you had an additional \$500,000 in tax revenue to spend on Sudbury, how would you use it?
- ??Land Acquisition/preservation: 292 similar responses
  - ??Walkways/bike paths/rail trails (construction, maintenance): 217 similar responses
  - ??Schools (technology, maintenance and construction, gifted programs, special education, air conditioning, debt retirement, fine arts, books, salaries): 215 similar responses
  - ??Reduce taxes: 112 similar responses
  - ??Improve roads (safety improvements, widening, shoulder clearing, maintenance, signage, striping, traffic lights, street lighting, snow removal, tree planting, beautification): 80 similar responses
  - ??Recreation (new facilities and services, maintenance): 78 similar responses
  - ??Improve Route 20 (architecture, build walkways, demolish vacant buildings, master planning, street lights, underground utilities, infrastructure, traffic flow): 58 similar responses
  - ??Improve water resources: 43 similar responses
  - ??Pay off debt/save/invest/fund capital projects: 43 similar responses
  - ??Housing for seniors/affordable housing: 35 similar responses
  - ??Improve town services, infrastructure and buildings: 30 similar responses
  - ??New DPW facility: 24 similar responses
  - ??Sewers along Route 20: 24 similar responses
  - ??Public transportation of some kind: 23 similar responses
  - ??Relieve traffic congestion, including traffic lights and enforcement: 21 similar responses
  - ??Master planning/zoning changes: 18 similar responses
  - ??Increase funding for public safety (police, fire): 15 similar responses
  - ??Historic preservation: 13 similar responses
  - ??Underground utilities: 12 similar responses
  - ??Goodnow Library (books, technology, increase hours) -12 similar responses
  - ??Improved services for seniors: 12 similar responses
  - ??Increase Governmental Organization and efficiency: 11 similar responses
  - ??Activities for teens: 10 similar responses
  - ??Fiber optic capability: 5 similar responses
  - ??Affordable daycare options: 2 similar responses
  - ??Municipal sewer system for dense areas in town

64. In your opinion, what is the most critical issue Sudbury will face in the future?
- ??Residential over development and loss of community character: 174 similar responses
  - ??School issues (over crowding, costs, quality): 142 similar responses
  - ??Traffic/transportation issues: 125 similar responses
  - ??Growth and its inherent problems (traffic, population, etc.): 123 similar responses
  - ??Community diversity (income, population, housing): 86 similar responses
  - ??Establishing a strong commercial tax base by attracting desirable development: 72 similar responses
  - ??Economic sustainability/balancing needs of the community: 68 similar responses
  - ??Land preservation: 63 similar responses
  - ??Need for more master planning and zoning: 45 similar responses
  - ??Town infrastructure and service demands (roads, buildings, recreation): 34 similar responses
  - ??Senior housing/other senior needs: 33 similar responses
  - ??Over development of Route 20: 31 similar responses
  - ??Water/wastewater issues: 28 similar responses
  - ??Increasing taxes: 25 similar responses
  - ??Governmental accountability and efficiency: 21 similar responses
  - ??Building a sense of community (activism, no NIMBYs, voting): 17 similar responses
  - ??Technology updates (cable, fiber optics, underground utilities): 5 similar responses
  - ??Imposing on individual rights
  - ??State interference





## APPENDIX B – BIBLIOGRAPHY

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