

2. Recent Public and Private Historic Preservation Initiatives

2.1 Inventory of Historic Resources

2.2.1 Benefits of a comprehensive inventory.

Historic resources are the structures and sites remaining from the activities of those individuals who have lived and worked in a community. They include buildings, engineering structures, archaeological sites, burial grounds, parks and other landscapes. Each period in a community's history has left some tangible evidence of that period. Those that survive represent a town's historic resources.

The protection of a community's historic resources requires that the location of these resources be known. This requires a survey of historic structures and sites in a community and the compilation of this survey into an inventory.

There are many reasons why a complete inventory of historic resources is valuable to a community, including:

- its intrinsic value as an historical record;
- for local planning purposes;
- as a basis for determining eligibility for nomination to the National Register of Historic Places;
- as a basis for determining eligibility for local historic (40C) designation;
- to alert local government officials and boards of threats to these resources from development;
- as a basis for a demolition delay bylaw;
- as a reference for local zoning protection;
- to provide an information base to the Massachusetts Historical Commission in its efforts to protect historic resources in the Commonwealth;
- to alert and inform owners of the value of their properties.

The importance of a complete inventory of historic resources cannot be overestimated. It is difficult to save historic buildings and sites from development and other threats if we are unaware that those properties are significant.

The location of historic resources is important information that should be included in all of a community's master planning activities and in its land use regulations. For example, a parcel of land containing a deteriorating dwelling and farm fields on it and proposed for development as a subdivision may not be considered worth intensive consideration by local reviewing boards. However, a survey may find that the deteriorating structure is a 1750's Georgian farmhouse and that the fields have been found to contain evidence of thousands of years of Native American settlement. This is the kind of information that a community needs to know early in the planning process, before development threats make the preservation of these sites difficult.

With a complete inventory of historic resources, communities can plan for their protection. Historic landscapes and structures can be identified for protection in open space plans, preservation plans and master plans; historic structures can be given the recognition and protection of National Register and Chapter 40C local historic district status; resources can be protected through local regulations such as a demolition delay bylaw, a preservation overlay district, or provisions in zoning bylaws and subdivision regulations. Planning and regulations need a data base for identifying what and where the protections shall apply. An historic resources inventory provides this data base.

Historic properties are often altered or destroyed because the owners of these structures and sites do not know that they are historic. Experience has shown that, when an owner of an historic site is fully aware of the significance of their property through information provided in an inventory, the chance that the property will be destroyed is greatly diminished. Inventories are necessary and powerful tools in preserving a community's historic resources.

2.2.2 Recent Town efforts to inventory historic resources.

In 1983, the Town of Wakefield requested and received funding from the Massachusetts Historical Commission to conduct the first comprehensive inventory of historic properties in the town. The Town retained the consulting firm of Architectural Preservation Associates to conduct the study, which was completed in 1984. A total of 383 properties were inventoried. A complete listing of all of the properties inventoried by Architectural Preservation Associates is included in Appendix B of this report.

The consultants received assistance in the inventory project from the Wakefield Historical Commission and the Town's Office of Community Development. The overwhelming majority of the field work was conducted by volunteers, principally members of the Wakefield Historical Society and the Wakefield Center Neighborhood Association.

Following the completion of the inventory, the Wakefield Historical Commission submitted for nomination 248 of the inventoried properties to the National Register of Historic Places, including four National Register districts. In 1989, those nominations were accepted into the National Register. The complete listing of these National Register properties in Wakefield is included in Appendix C. The text of the nomination report is included in Appendix D.

Another result of the inventory was the approval of a demolition delay bylaw by the 1989 Town Meeting. See Appendix E for the text of the bylaw.

Additional surveys conducted in Wakefield include the survey of tombstones and persons buried in the Old Burial Ground on Church Street. This inventory is too voluminous to include in this report but is available in the reference section of the Lucius Beebe Memorial Library and in the files of the Wakefield Historical Commission.

2.2.3 Additional historic resources to be surveyed in Wakefield.

As part of the preparation of the Wakefield Preservation Plan, a windshield survey of the town was conducted to determine which properties should be surveyed and added to the Town's

inventory of historic properties. A total of 545 properties were identified as survey prospects and include the following addresses:

<u>Street</u>	<u>Street Numbers</u>
Aborn Avenue:	7, 10, 18.
Albion Street:	58, 99.
Armory Street:	23-23A, 30, 36.
Ashcroft Place:	2, 4, 5.
Auburn Street:	2, 11.
Avon Street:	4, 6, 7, 9, 11, 20, 28, 31, 32, 33, 40, 43, 45.
Bancroft Street:	10, 16.
Bartley Street:	3, 6, 27, 33, 50,
Bennett Street:	16, 34, 39, 70.
Broadway:	181; 188.
Brook Street:	16.
Bryant Street:	15, 27, 31.
Butler Avenue:	45, 94-96.
Byron Street:	3, 5, 14, 18, 30.
Cedar Street:	8, 9, 11, 14, 23, 30, 53, 56, 57.
Central Street:	6, 9, 37.
Charles Street:	10, 25, 32, 35.
Chestnut Street:	5-5A, 7, 11, 13, 14, 18, 22, 24, 29, 30, 35, 39, 42, 44, 45, 46, 48, 49A, 51, 52, 53, 55, 58, 59, 62, 69, 71, 75, 76, 77, 90, 94, 100, 105, 117, 126.
Church Street:	26.
Claria:	1-3.
Columbia Road:	4.
Common Street:	3.
Cordis Street:	6, 8, 12, 16, 21, 23, 28, 37, 41, 47, 49, 56.
Cottage Street:	2, 28, 38.
Crescent Street:	17, 25, 29.
Crystal Street:	7, 11, 12.
Curtis Street:	38.
Cyrus Street:	8.
Eaton Street:	6, 10, 11, 15, 16.
Elm Square:	3, 4-6, 9, 11, 13, 14.
Elm Street:	38, 61.
Emerson Street:	17, 20, 43, 48 (including the barn).
Eustis Street:	22, 35.
Fern Wood Street:	368.
Findley Street:	2.
Francis Avenue:	6,7.
Franklin Street:	8, 9.
Gould Street:	8, 43, 80, 96.
Grafton Street:	1, 2, 5, 6, 8, 14.
Greenwood Ave.:	66, 68, 70, 71, 75, 87, 91, 93, 101, 104, 105, 106, 107, 114.
Greenwood St.:	30, 32, 37, 67, 83, 90, 111, 123, 124, 134, 138, .
Hansen Street:	2, 10, 16, 18, 19, 20, 23.
Harrison Avenue:	2.

Hopkins Street: 19.
 Humphrey Street: 6, 8, 12, 14, 18, 19, 20, 23.
 Jordan Avenue: 30, 38, 39.
 Jordan Terrace: 9.
 Juniper Street: 21.
 Kendrick Road: 6, 22.
 Lafayette Street: 13, 15, 16, 20, 33.
 Lake Street: 21, 30.
 Lawrence Street: 10, 16, 20, 22, 23.
 Linden Street: 24.
 Lowell Street: 222, 450, 474, 486, 502, 506, 512, 516, 541, 550, 554.
 Madison Street: 8, 13, 17, barn between 26 and 30, 32, 34, 51, 58, 68, 69, 71, 72.
 Magnolia Terrace: 45, 54.
 Main Street: 220, 232, 266, 270, 685, 693, 697, 706, 710, 822, 824, 923, 931, 933, 935, 937, 939, Greenwood Pharmacy to 957, 998, 1014, 1029, 1068-70, 1080, 1108-1110, 1180, 1188, 1204, 1207, Blessed Sacrament Church.
 Melvin Sstreet: 2, 7, 10, 18, 51.
 Morrison Ave.: 9-13, 21.
 Morrison Road: 10, 22, 31, (property opposite #36).
 Mt. Pleasant Ave: 7.
 Murray Street: 5, 11.
 Nahant Street: 21, 27, 35, 44, 53, 75, 28.109, 201, 206.
 Newell Street: 2, 10, 12.
 North Avenue: 257, 652, 672, 684, 697, 706.
 Oak Street: 8, 10, barn at 11, 24, 33, 37, 50, 51, 55, 165, 169, 173, 174, 193, 210, 216, 220.
 Old Nahant Road: 42, 65.
 Otis Street: 13, 14, 16.
 Overlake Road: 11, 12, 18.
 Overlook Road: 14, 16.
 Park Avenue: 2, 4, 6, 7, 20, 22, 31, 38.
 Park Street: 8, 11, 14, 15, 17, 20, 21, 24, 25, 33, 34, 36, 96.
 Parker Road: 33.
 Pearl Street: 4, 6, 7, 16, 17, 21, 23, 29.
 Pine Street: 61, 67.
 Pine Ridge Road: 1, 10.
 Pitman Street: 1.
 Pleasant Street: 28, 34, 36, 39, 41, 47, 48, 54, 56, 69 (inc. barn), 73.
 Preston Street: 45, 64.
 Prospect Street: 16, 18, 22, 24, 26, 53, 57, 71, 91, 95, 106, 108.
 Renwick Road: 46, 47, 48, 49, 58.
 Richardson Ave.: 8, 24, 34.
 Richardson St.: 3, 12, 14, 15, 17, 18, 19-33, 20, 26-26A, 28-28A, 32, 34-36, 38, 40, 39-41, 47.
 Salem Street: 4, 6, 8, 9, 10, 11, 18, 36, 37, 39, 173, 266, 269, 276, 281, 285, 294, 295, 310, 400.
 Scott Lane: 2.
 Sheffield Road: 29, 30.
 Shumway Street: 15.

Spring Street:	38, 57, 61, 71, 103.
Spruce Street:	5.
Stedman Street:	9, 14, 15, 21, 22, 23, 28, 32, 34.
Summer Street:	15, 27, 30.
Summit Avenue:	1, 9, 10, 13, 15, 16, 22.
Sweetser Street:	17, 18, 23, 27, 28, 29, 41.
Traverse Street:	15.
Valley Street:	66, 73, 77.
Vernon Street:	227, 402.
Wakefield Ave.:	21, 32.
Walter Street:	9.
Walton Street:	26-28.
Water Street:	259 (birthplace of Gov. John Volpe), 278, 292, 319, 340, 501, 502.
Wave Avenue:	5, 7, 13, 15, 21, 24, 25.
West Water St.:	24.
White Avenue:	9, 11, 15, 16, 17, 24.
Whittemore Ter.:	8.
Wilson Street:	9.
Yale Avenue:	9, 17-19, 29, 33, 16, 20, 28, 32, 34, 44-44A.

Total: 545 properties.

This listing is also included in Appendix J.

2.2 National Register Listings

The National Register of Historic Places is the nation's official list of buildings, districts, sites, structures and objects important in American history, culture, architecture or archeology. The Massachusetts Historical Commission administers the National Register program for the National Park Service.

Nominations to the National Register are based on a comprehensive survey of local historical resources that document the historical and architectural value of individual properties. These surveys identify properties that are eligible for listing in the National Register and provide the information necessary and a consistent context for determining whether a property should be listed. National Register nominations can be either for individual properties or for area-wide resources.

The benefits of National Register nomination are that it gives public recognition to a property or area for its significance to the community, state and/or nation. It also makes a property eligible for federal tax incentives for rehabilitation, gives it a limited degree of protection against publicly-funded projects, and provides eligibility for matching state grants under the Preservation Projects Fund.

Wakefield has a total of 248 properties on the National Register, including four National Register districts, all of which were placed on the Register on July 6, 1989. The four districts include:

- The Church-Lafayette Streets Historic District (25 properties);
- The Common Historic District (48 properties);

- The Wakefield Park Historic District (27 properties); and
- The Yale Avenue Historic District (13 properties).

See Appendix C for a description of all of the listed properties and detailed maps of the four National Register Districts in Wakefield. The National Register Nomination document is included in Appendix D.

Map 6 shows the generalized boundaries of existing National Register districts in Wakefield. Maps 7 to 10 show detailed boundaries of the four existing districts.

Recommendations for new and expanded National Register districts in Wakefield are included in the next chapter (in section 3.2 National Register Nominations).

2.3 Other Nationally-Recognized Sites

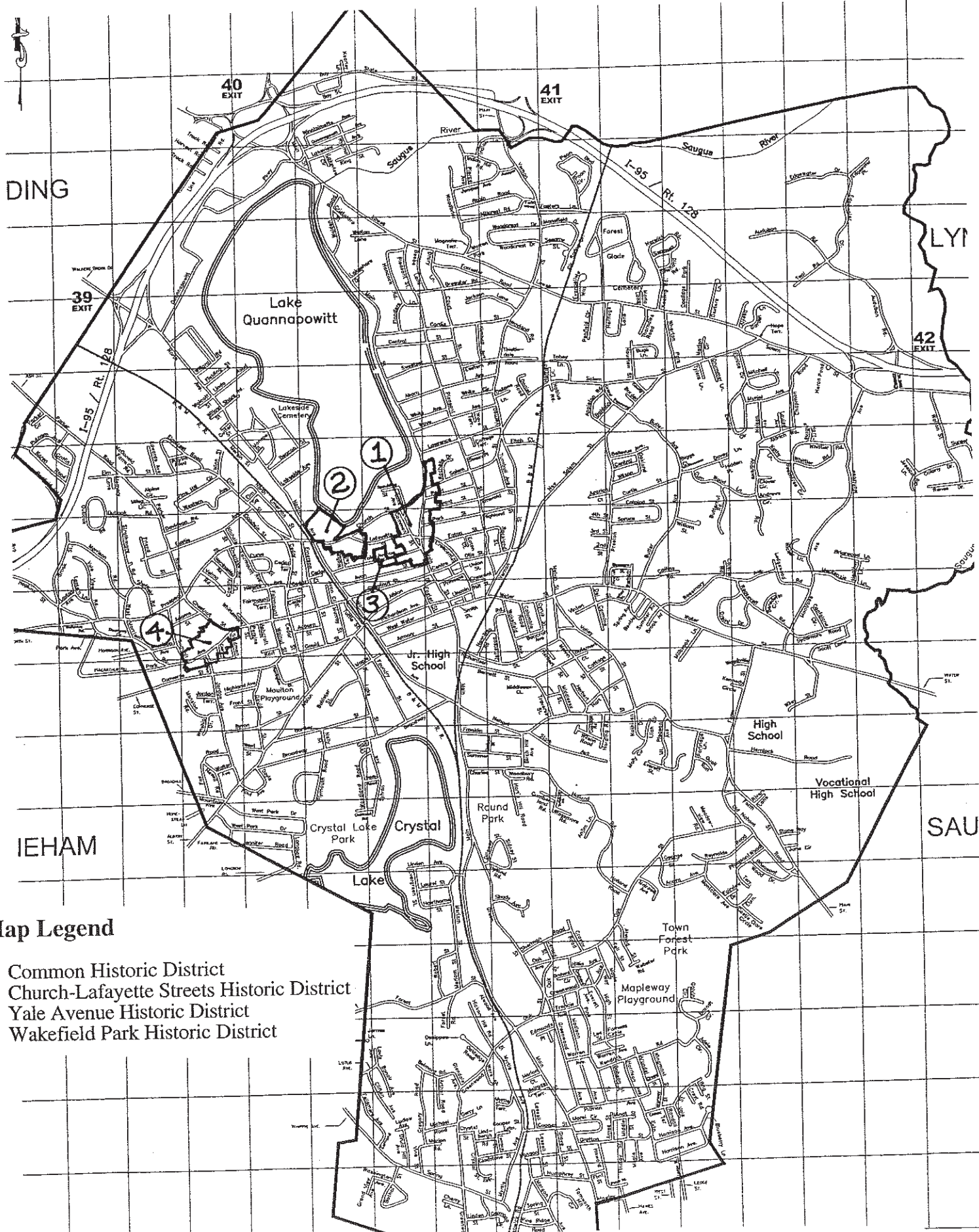
Reedy Meadow National Natural Landmark

The Reedy Meadow, or Lynnfield Marsh, consists of 540 acres in Lynnfield and Wakefield that is completely dominated by cattail marsh. The area is the habitat of numerous bird species, including two locally-rare species: the King Rail and the Least Bittern. The significance of the Meadow for public appreciation is its location within the Boston metropolitan area. The Reedy Meadow received the Landmark designation in March, 1972. The evaluation report and other descriptive material on the designation is included in Appendix F.

Unfortunately, missing from the nomination documents is a description of the role that the meadow has played in the human history of the area, both for Native Americans and European settlers.

HABS/HAER listings

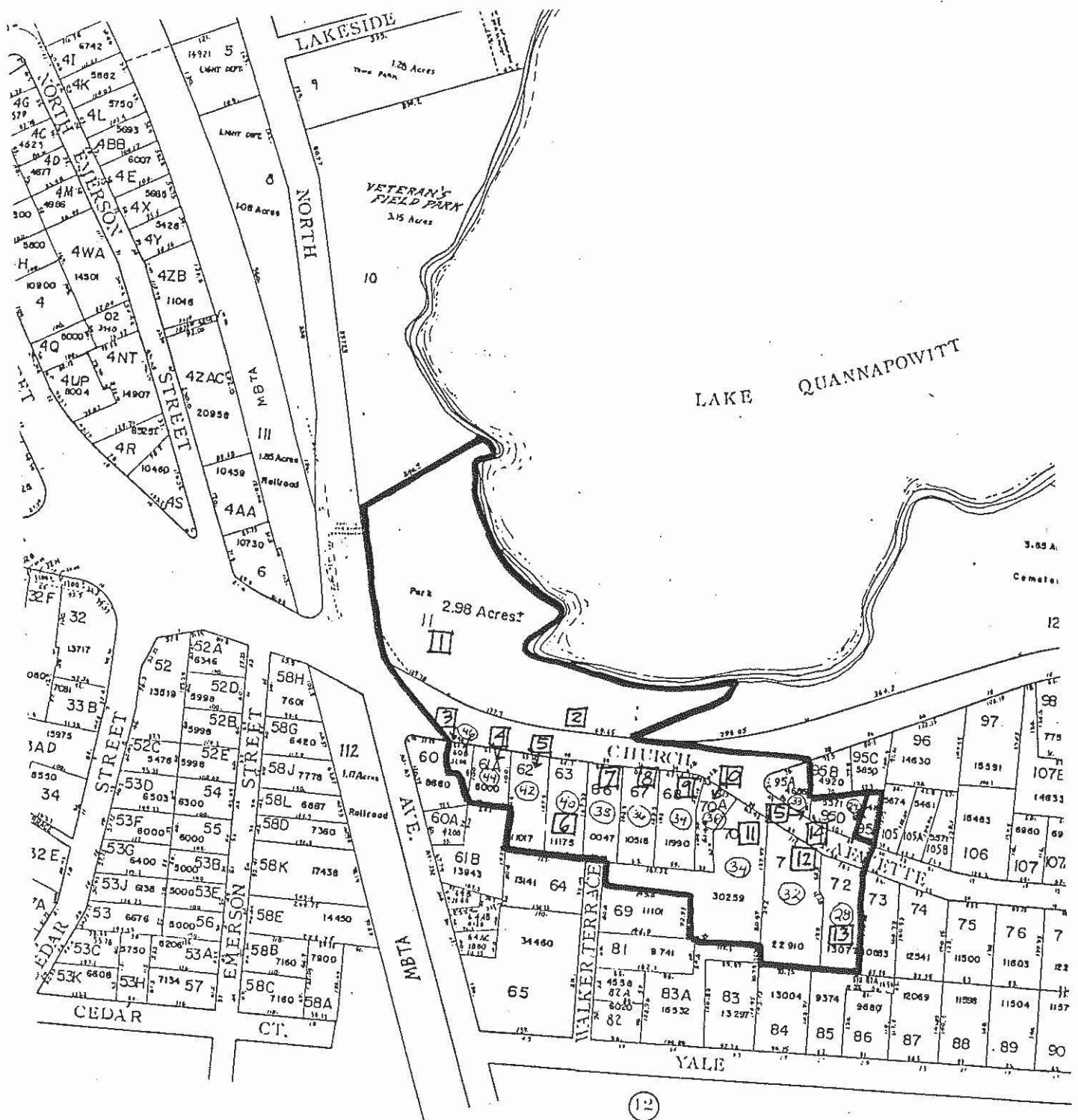
Two properties in Wakefield are listed in the national Historic American Buildings Survey/Historic American Engineering Record. These are the Colonel James Hartshorne House at 41 Church Street and the Cooper Street Bridge, spanning the B & M Railroad tracks.



Map 6: Existing National Register Districts

Wakefield Preservation Plan / Town of Wakefield, Massachusetts / Alfred J. Lima, Consulting Planner

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Wakefield



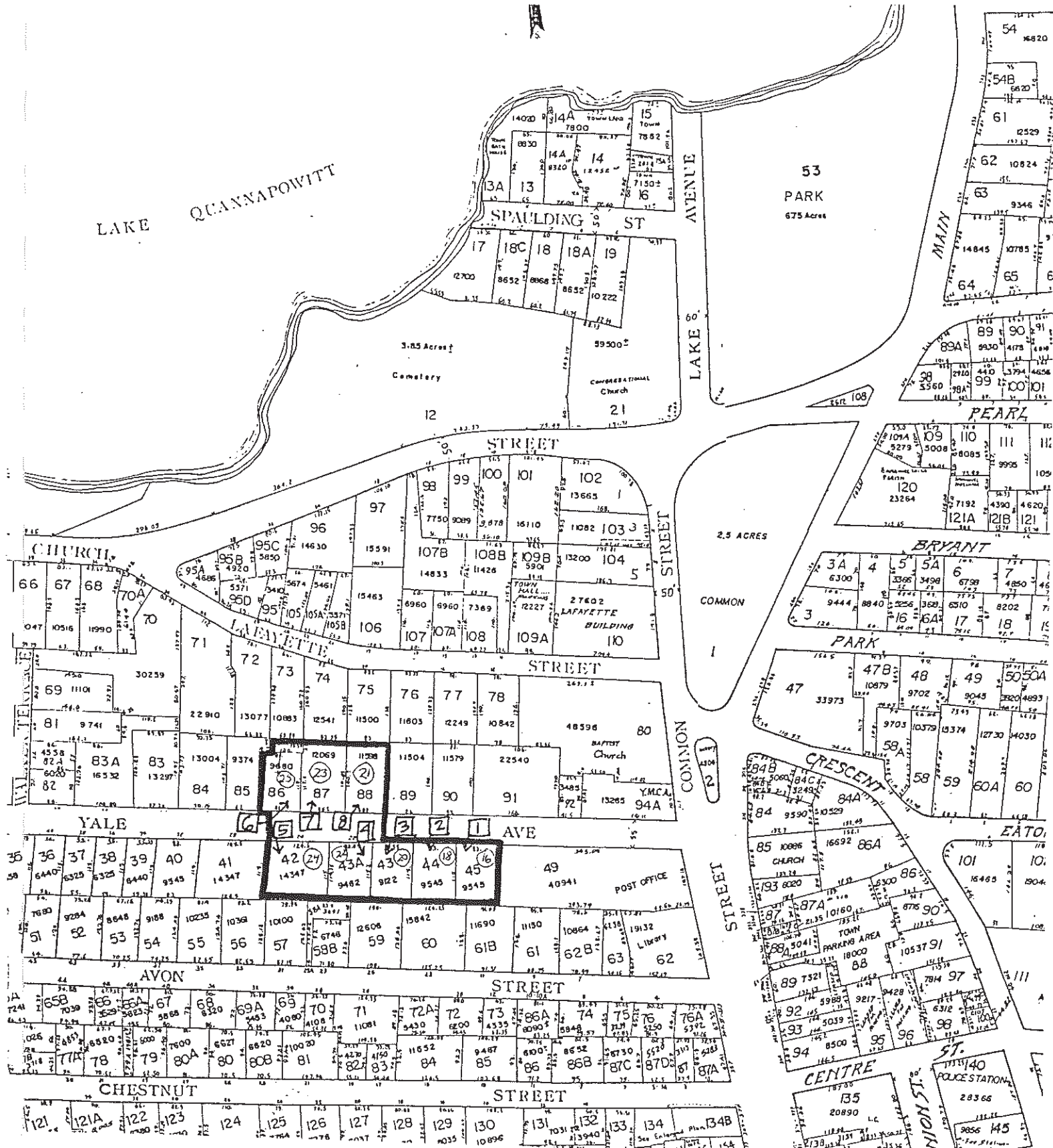
Map 7: Church-Lafayette Streets Historic District

Wakefield Preservation Plan / Wakefield Historical Commission / Alfred J. Lima, Consulting Planner



Map 8: Common Historic District

Wakefield Preservation Plan / Wakefield Historical Commission / Alfred J. Lima, Consulting Planner



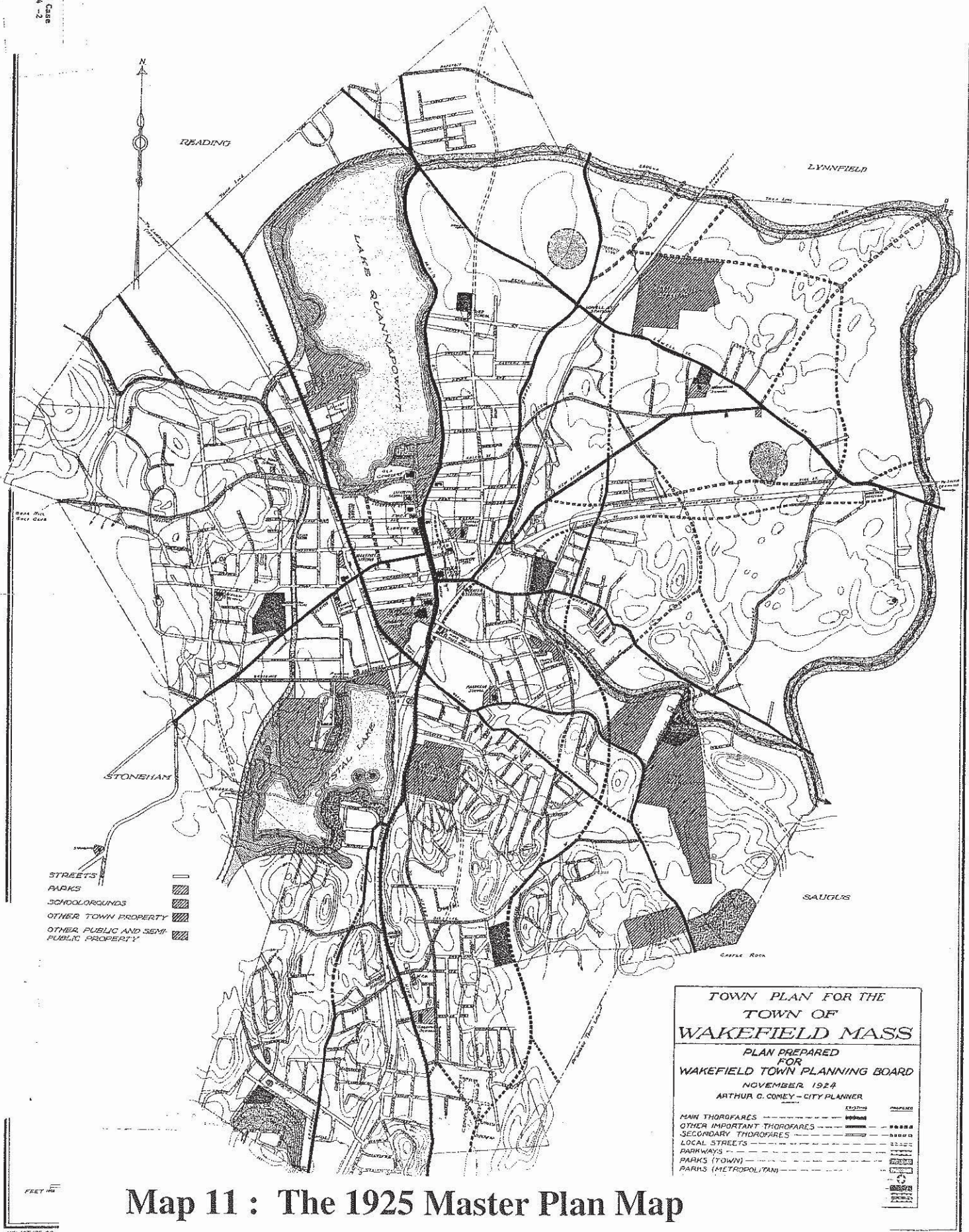
Map 9: Yale Avenue Historic District

Wakefield Preservation Plan / Wakefield Historical Commission / Alfred J. Lima, Consulting Planner



Map 10: Wakefield Park Historic District

Wakefield Preservation Plan / Wakefield Historical Commission / Alfred J. Lima, Consulting Planner



Map 11 : The 1925 Master Plan Map

Wakefield Preservation Plan / Town of Wakefield, Massachusetts / Alfred J. Lima, Consulting Planner

2.4 History of Planning in Wakefield

1925 Master Plan

The history of modern planning activity in Wakefield began with the 1925 Master Plan, formally known as "A Proposed Plan for Wakefield," prepared by Arthur C. Comey, City Planner, with a preface titled "Report of the Planning Board to the Citizens of the Town." The plan was influenced by the City Beautiful movement, with its emphasis on civic spaces, parkways and bold concepts. The concept map from the 1925 report is shown on the next page as Map 11.

The plan's recommendations included the preservation of all of the shorelines of Lake Quannapowitt and Crystal Lake; greenways along both the Saugus and Mill Rivers; the building of a parkway between Lake Quannapowitt and the Middlesex Fells; a system of parks in each neighborhood; public acquisition of rocky tracts, including Castle Rock, to protect them from inadvisable development; and aesthetic improvements to Main Street in the downtown. The 1925 Master Plan is truly visionary; many of its recommendations have relevance today.

The 1925 master plan was accompanied by a zoning initiative that "will assure the desirable minimum of open space about dwellings necessary to assure Wakefield's continued attractiveness as a place to live." However, the 1924 Town Meeting voted to indefinitely postpone the adoption of zoning due, in the words of the Planning Board, to a "misunderstanding of the ordinance."

However, Town Meeting was convinced in the following year, and the Town's first zoning ordinance was adopted on November 16, 1925. Prior to that date, measures such as the Commonwealth's "Tenement House Act" were adopted by the Town as a means of excluding what the 1925 Master Plan called "the less desirable types of tenements." The result has been workers housing that is small in scale and in keeping with the overall character of the town.

Other planning initiatives of the town included the 1961 Master Plan; the 1971 Business and Civic Center Plan; the 1976 Growth and Policy Statement; and the 1981 Wakefield Revitalization Plan for downtown.

1961 Master Plan

The 1961 Wakefield Master Plan was prepared by TPA, Technical Planning Associates of New Haven, Connecticut. This was the last of the physical master plans prepared for Wakefield, in the sense that specific recommendations were made on a map. It was also perhaps the last opportunity for the town to implement major actions that would have an effect on the physical layout of the community, particularly in terms of open space preservation.

For the first time in a Wakefield plan, wetlands are recognized as resources to be preserved and that a Conservation Commission should be created (the Wakefield Conservation Commission wasn't created until 1983). However, the plan unfortunately recommends that major portions of Reedy Meadow in the vicinity of Pleasure Island be filled for industrial development.

The plan does recommend that approximately 75 acres of open space be acquired, including land along Lake Quannapowitt that would link existing public open space along the lake and acquisitions along the upland hills in the southern part of town.

Unfortunately, but common to plans of that era, the plan makes no mention of the need to preserve historic resources. Fortunately, the Town took no action to implement the recommendations of the plan related to the downtown area, which called for an urban renewal clearance area between Chestnut Street and Armory Street and parking to the rear of buildings on Main Street and Lafayette Street. Implementation of these recommendations would have been extremely destructive to the historic fabric of the town. Sometimes, inaction is the best alternative.

1981 Wakefield Revitalization Plan

The Wakefield Revitalization Plan of 1981, prepared by the Community Opportunities Group in coordination with the architectural firm of Skidmore Owings and Merrill, includes recommendations for downtown improvements that still have currency today. Although the plan focused on parking issues, its recommendations related to downtown landscaping, sidewalk paving and layout, and street lightning were sound. However, these suggestions and the plan's recommendations for uniform design standards---including facade improvements, signage design and store window treatments---have not been implemented.

1986 Wakefield Preservation Plan

The first preservation plan for Wakefield, funded by the Town through the Wakefield Historical Commission, was completed in 1986 by students from the Boston University Preservation Studies Program. It is the first Town planning document that addresses the needs of preserving the historic resources of Wakefield. Its recommendations included the nomination of properties to the National Register of Historic Places (accomplished in 1989); expanding the inventory of historic properties; adoption of a demolition delay bylaw; and many more. A complete listing of the recommendations from the 1986 preservation plan is included in Appendix G.

1987 Master Plan

In 1987, another townwide comprehensive master plan, the first since 1961, was completed for the Town by John Brown Associates. This plan's recommendations include six related to historic preservation, including actions related to naming historic properties to the National Register; establishing one or more 40C historic districts; and integrating preservation of historic resources into the planning for Wakefield Center.

2000 Open Space and Recreation Master Plan

In the year 2000, the Wakefield Conservation Commission released its Open Space and Recreation Master Plan update. While the open space plan contains no reference to historic preservation or historic landscapes, it does mention the need to protect historic landscapes such as the shorelines of Lake Quannapowitt and Crystal Lake. The plan's recommendations related to creating a greenbelt along the environments of the Mill and Saugus Rivers, in cooperation with the towns of Lynnfield and Saugus, has the potential to also protect the known archaeological sites that exist along these rivers.

Current Master Plan

In 1999, new concerns about the pace of growth in the town led Town Meeting to authorize the expenditure of \$150,000 to fund a new master plan. In 1999, the Town also created the position of a permanent Town Planner and subsequently hired its first planner, Paul Reavis, to assist in guiding growth in Wakefield.

2.5 Public Initiatives in Historic Preservation

Wakefield Historical Commission

A public sector commitment to historic preservation in Wakefield began in 1983, when Town Meeting authorized funding for the inventory of historic resources. In early 1984, the inventory was completed. The enthusiasm generated by the study---and the realization that a public entity would be needed to implement its findings---resulted in a Special Town Meeting, on September 4, 1984, unanimously authorizing the formation of the Wakefield Historical Commission.

As noted previously, in 1986 a preservation plan was prepared for the Town by students from Boston University.

One of the major achievements of the Wakefield Historical Commission was the listing of 248 properties, including those in four districts, on the National Register of Historic Places in 1989. Another major accomplishment in that year was the approval by Town Meeting of a Demolition Delay Bylaw for Wakefield.

The Commission has also been very active in public education efforts. These have included the preparation of A Walking Tour of Downtown Wakefield which was completed in 1985. Other educational efforts include historic house tours, the preparation of a driving map of Wakefield's historical properties, and the publication of a style guide to identifying historic architectural styles. During "Preservation Day" several years ago, the Commission prepared a walking tour brochure that described houses on Church Street and gravestones in the Old Burying Ground. In addition, the Commission has developed a recommended system of signage for historic properties.

The Commission has also been active in assisting in the creation of curriculum programs for third and fourth grades in the schools in the 1980's and currently sponsors an annual contest for second and fifth grades for children to draw their favorite historical places in the town.

One of the most recent initiatives of the Historical Commission has been the survey and inventory of tombstones and persons interred in the Old Burial Ground on Church Street.

Historic Preservation Restrictions

The only preservation restriction that exists in town is on the West Ward School on Prospect Street. This restriction was a condition of receiving a Preservation Projects Fund grant from the Massachusetts Historical Commission for the restoration of the school. The school is the only property in town that has received funding under the Preservation Projects Fund grant program.

Wakefield Main Street Program

The Wakefield Main Street Program was initiated in Downtown Wakefield in 1985, with the hiring of a Downtown manager and the formation of an organizational structure. The Main Street Program was designed by the National Trust for Historic Preservation as a means of revitalizing historic commercial centers. It involves a comprehensive approach that includes a strong focus on restoring historic structures in older centers.

It appears that the program did not achieve the goals that it had set for itself and subsequently ended within a few years of its initiation.

Community Preservation Act

Shortly following the enactment of the Community Preservation Act by the state legislature, the the Wakefield Historical Commission took a leadership position in bringing the adoption of the CPA statute by a citizen's petition and general vote in the Spring of 2001. The proposal lost, but narrowly, and gave promise that the measure might be approved if resubmitted in the future.

2.6 Municipal Policies and Procedures

2.6.1 Demolition Delay Bylaw

The Wakefield Demolition Delay Bylaw was adopted in 1989. The bylaw requires a six month delay in the demolition of any "Significant Building," defined as any building:

"(a) which is listed on, or which is in an area listed on, the National Register of Historic Places, or which is the subject of a pending application on said National Register; or

(b) which is or has been listed on an inventory provided to the Building Inspector by the Commission."

At any time during the six month delay, the Commission may notify the Building Inspector that the owner has attempted to find a willing preservation buyer without success or that there is little likelihood that either the owner or another buyer is willing to purchase, preserve or rehabilitate the structure.

Pricing of threatened properties: One of the major problems that the Historical Commission is experiencing in implementing the Demolition Delay Bylaw is that, while preservation buyers are available to purchase threatened historic structures, owners of these properties have priced them beyond the reach of these purchasers. The development potential of the sites of historic structures has effectively priced out any preservation buyer.

Accessory structures: A related problem in administering the Demolition Delay Bylaw is the lack of distinction in the Bylaw between historical and new accessory structures. The Building Inspector interprets that all buildings within a listed parcel are subject to the Bylaw. This results in unnecessary referrals to the Historical Commission of non-historic modern structures. This issue should be clarified to allow the Building Inspector to refer only those accessory structures to the Commission that the Bylaw was meant to protect. Addressing this issue would remove a source of consternation among property owners.

Owner lack of awareness: Another issue related to the administration of the Demolition Delay Bylaw is that many homeowners do not know that they are subject to the Bylaw. As a result, when they apply for a demolition permit for, for example, the removal of an extension of a structure, the delay involved may jeopardize financing and, in particular, the availability of a contractor. One way to address this issue is to notify all owners of subject property that they are subject to the bylaw.

Renovation or demolition? Occasionally, a structure may begin as a renovation and result in a demolition as work progresses and the intent of an owner changes as structural conditions present themselves. When does the threshold of jurisdiction under the Demolition Delay Bylaw begin?

Not all historic properties are inventoried and therefore under the protection of the bylaw: One of the key problems related to the implementation of the Demolition Delay Bylaw is that many historic buildings in Wakefield do not qualify for the protection provided by the bylaw. This is because the Town's inventory of historic structures is incomplete. The Preservation Plan has identified 336 additional historic properties that could qualify for listing in the inventory and therefore the bylaw's protection.

This problem needs to be addressed through the initiation of another inventory that will survey these historic resources and add to the survey work conducted in 1984. This expanded inventory should include important archaeological sites in the town, so that the protections offered by the Demolition Delay Bylaw will be extended to these sites.

An example of the need for an expanded inventory is the current threat to the Cunningham property on Wiley Street. A 12-lot subdivision plan has been submitted for the site. Unlike many known areas along the Saugus River Drainage Basin, which have been destroyed or severely disturbed, this site remains intact. It lies along the Mill River and is one of the many locations that Dr. Ernest E. Tyzzer investigated for artifacts. Dr. Tyzzer, a Wakefield resident and avid amateur archaeologist, collected widely in the Wakefield area in the 1930's and 1940's and lived in the dwelling that still stands on Wiley Street.

However, because the site is not on the inventory of historic properties, it does not enjoy the protection of the Demolition Delay Bylaw. Since the land abuts Breakheart Reservation, the Town is attempting to get the Metropolitan District Commission to purchase the property.

2.6.2 Implementation of Town bylaws related to development.

During the past several years, Wakefield has experienced intensive development pressures on the remaining land available in the town. Parcels that were once considered unbuildable because of ledge conditions are being blasted away to make them available for residential development. The “teardown” phenomenon is also beginning to be felt in Wakefield, where the value of house lots makes it economical to replace an existing house with a new structure.

Lack of inter-board communication: One of the major development-related issues identified by the Wakefield Historical Commission during the course of the preparation of the Preservation Plan is the lack of involvement of the Commission in decisions made by other Town boards. The Commission is often not notified of issues that have an impact on historic properties. This results in decisions being made by other Town boards without the Commission’s input or where the Commission is placed in the position of commenting late in the decision-making process.

The need for more effective inter-board communication is one of the major issues identified by the Commission. This issue needs to be addressed on two levels. First, a protocol should be developed among the various boards that deal with development issues that would include the Historical Commission as an agency to be contacted. This could be done by simply placing the Commission on the distribution lists to receive a copy of the agenda from the Planning Board, the Zoning Board of Appeals, and the Conservation Commission.

Include the Commission as a plan reviewing agency: In addition, the regulations of Town boards should be revised to include the Historical Commission as a plan reviewing agency, where plans would be distributed to them automatically and where comments would be requested of the Commission before other boards make their decisions. These provisions should be included in the Planning Board’s subdivision regulations and in the Town’s bylaws related to variances, special permits and site plan review.

Strengthen the ability of boards to review historic provisions in plans: In addition to the regulations being revised to include the Historical Commission on plan distribution lists and included as a plan reviewing agency, regulations and bylaws should be amended to include provisions that would strengthen the ability of boards to review plans for impacts related to the preservation of historic resources. As much as possible, the consideration of impacts on historic resources should not be left to chance but incorporated into regulations and bylaws where they have the force of law.

For example, the Planning Board’s Subdivision Regulations need to be amended to require that adequate information on a site’s historic resources be included by the applicant in the submission of a plan. The same amendments should be included in the Zoning Bylaw for site plan review and special permit applications. In addition, these regulations should include “due notice” provisions, where the developer would be given notice that the impact on and protection of historic resources will be given due consideration when approving or denying a plan or when granting waivers and that impact statements or other information on historic resources may be requested. These provisions would be especially important in the event of a legal challenge.

2.6.3 Protection of Town-owned properties

Historic issues overlooked: Experience has shown that issues related to historic preservation have tended to be overlooked during the disposition of historic Town-owned sites. An example of this is the intervention of the Massachusetts Historical Commission when the Town planned for the demolition of the Woodville Elementary School to make way for a new school. The Wakefield Historical Commission reminded the Town that the school was on the National and State Registers and therefore came under the protections of the statutes related to Register listing.

The result of this controversy is that the Massachusetts Historical Commission, the Town and the Department of Education have entered into a memorandum of understanding in May, 2001 that would require certain mitigating actions. These actions include the photographic documentation of the existing school; the proper “mothballing” of the Franklin School (whose students would be moved to the new Woodville School, leaving the Franklin School vacant); the review by MHC of the disposition plans of the Franklin School; the preparation of a preservation plan for the Town’s remaining historic schools; and the notification of and consultation with MHC by the Town of any future school building projects.

Include historic preservation issues in building committees: The Woodville School issue highlights the need for the Town to consider how historic preservation issues can be included in the deliberations of Town as hoc Building Committees. One approach would be to include the chairman of the Historical Commission as a member of the committee. Another would be to require consultation with the Historical Commission. At the very least, every building committee should have a charge approved for it by the Board of Selectmen that would include membership makeup, which boards the committee should consult with, and specific mention of the need to consider impacts on historic resources.

2.6.4 Procedures related to the regulation of wireless communication facilities.

The Wakefield bylaw regulating the location of wireless communication facilities prohibits the location of cell towers within 250 feet of an historic structure. The Zoning Board of Appeals administers this bylaw through a special permit process. Variances from this provision can be granted by the board.

In a recent case, the applicant requested relief from the provisions of the bylaw to allow them to place a cell tower on 380 Main Street, which is on the Town’s Inventory of Historic Properties and which is across Main Street from a National Register property. The Historical Commission brought this fact to the attention of the ZBA; however, the ZBA voted to allow the construction of the tower. The Historical Commission appealed the decision, which is currently pending.

This incident points to the need for more open communication among the WHC and the ZBA regarding the enforcement of this provision of the bylaw and the need to follow-up on concerns expressed by the Historical Commission. Perhaps a step in this direction would be for both boards to meet in a special session to discuss issues of concern. This could be followed by an effort to develop a protocol that will result in historic preservation issues being given adequate consideration during the deliberations of the ZBA.

2.6.5 Historic preservation procedures and issues related to the Wakefield Public Works Department and to the Wakefield Municipal Gas and Light Department.

There are a number of issues identified in this Preservation Plan that will need to involve the Wakefield Public Works Department and the Wakefield Municipal Gas and Light Department. One of the key overriding issues is the need for long-range planning on the part of these two departments that incorporates issues related to historic preservation.

Street cross-sections needed: The Preservation Plan recommends that a procedure be developed that would result in the proper reconstruction of streets in historic areas. This procedure would involve DPW representatives meeting with neighborhood residents to decide on what kind of street cross-section they prefer. Issues that need to be decided include replacement of shade trees (or including trees where none exist); type of curbing (or whether to have curbing at all); green strips along the roadway; sidewalks (pavement and location within the right-of-way) and related matters. If the DPW and neighbors can come to an early consensus on the cross-section of a street proposed for reconstruction, it will avoid conflict later at the time of construction.

Placing utility lines underground in historic areas: Another issue that needs to be resolved through the adoption of a municipal procedure is the prioritizing and scheduling of placing of utility lines underground in historic neighborhoods and along major town arterials. There is currently no plan by the Municipal Gas and Light Department to place additional utility lines underground, principally due to cost considerations.

A procedure for placing utility lines underground in historic neighborhoods should begin with a master plan. This plan would identify which streets would receive priority for underground utility work during the next 10 years. Such a plan would logically be integrated with a master plan for street reconstruction prepared by the Public Works Department, so that street reconstruction and the placement of utility lines underground would occur at the same time.

Currently, the only areas where utility lines are underground are in the downtown, around the Lower and Upper Common (many historic structures on Main Street are fed from overhead lines from side streets to the rear), on sections of Yale, Avon, Chestnut, Albion Streets and a section of North Avenue north of Albion Street and in parts of Wakefield Park in the West Side. Plans in the offices of the Municipal Gas and Light Department show the extent of the underground utility system in Wakefield.

Presumably, one of the 1930's WPA projects in the town was the placing of conduit underground so that utility lines could be moved into the conduit in the future. Church and Common Streets have this unused underground conduit, as do some streets in the Greenwood section of the town. If this conduit is still usable, those streets in historic areas that have unused conduit might be given priority for placing utilities underground.

2.7 Historic Properties Owned by the Town of Wakefield

While the great majority of historic properties in Wakefield are privately-owned, some of the most significant and visible are owned by the Town. This makes the town, in its role as property owner, an important player in historic preservation.

Historic properties owned by the Town of Wakefield, and built before 1928, include the following:

<u>Building Name</u>	<u>Built</u>	<u>Address</u>	<u>Architectural Style</u>
Schools:			
West Ward School	1847	Prospect St.	Greek Revival
Woodville School	1920	Farm St.	Neo-Colonial
Lincoln School	1892	Crescent St.	Romanesque Revival
Warren School	1895	Converse St.	Renaissance Revival
Greenwood School	1897	Main Street	
Hurd School	1899	Cordis St.	Colonial Revival
Franklin School	1902	Nahant St.	Colonial Revival
Montrose School	1918	Lowell St.	
Governmental buildings:			
Town Hall		Lafayette St.	Originally Second Empire; modified in 1930's as part of a WPA project.
Americal Civic Center	1913	Main St.	Neo-Classical
Beebe Memorial Library	1926	Main St.	Neo-Renaissance
Main Fire Station		Crescent St.	
Water Wks. Pumping Sta.	1883	Broadway	Queen Anne
Water Wks. Filter House	1928	Broadway	Neo-Colonial
Bandstand	1885	Common	Queen Anne
Civil War Monument	1902	Common	

Cemeteries:

Old Burial Ground	3.9 acres
Forest Glade Cemetery	

Parks and Open Space:

Town Common	
Quannapowitt Lakeshore	7.7 acres
Reedy Meadow	53 acres, with 150 acres protected by the Town of Lynnfield and 50 by the Mass Audubon Society.

Breakheart Reservation (MDC)	27 acres, with 600 acres in the Town of Saugus.
Town Forest	45.2 acres
Veteran's Field	3.2 acres
J.J. Round Memorial Park	15.74 acres
Heart's Hill	23 acres
Crystal Lake Watershed Land	75 acres

2.8 Existing Land Use Regulations that Complement Historic Preservation Goals

Zoning was first adopted in Wakefield on November 16, 1925. Subdivision regulations were first adopted in March, 1955.

Zoning

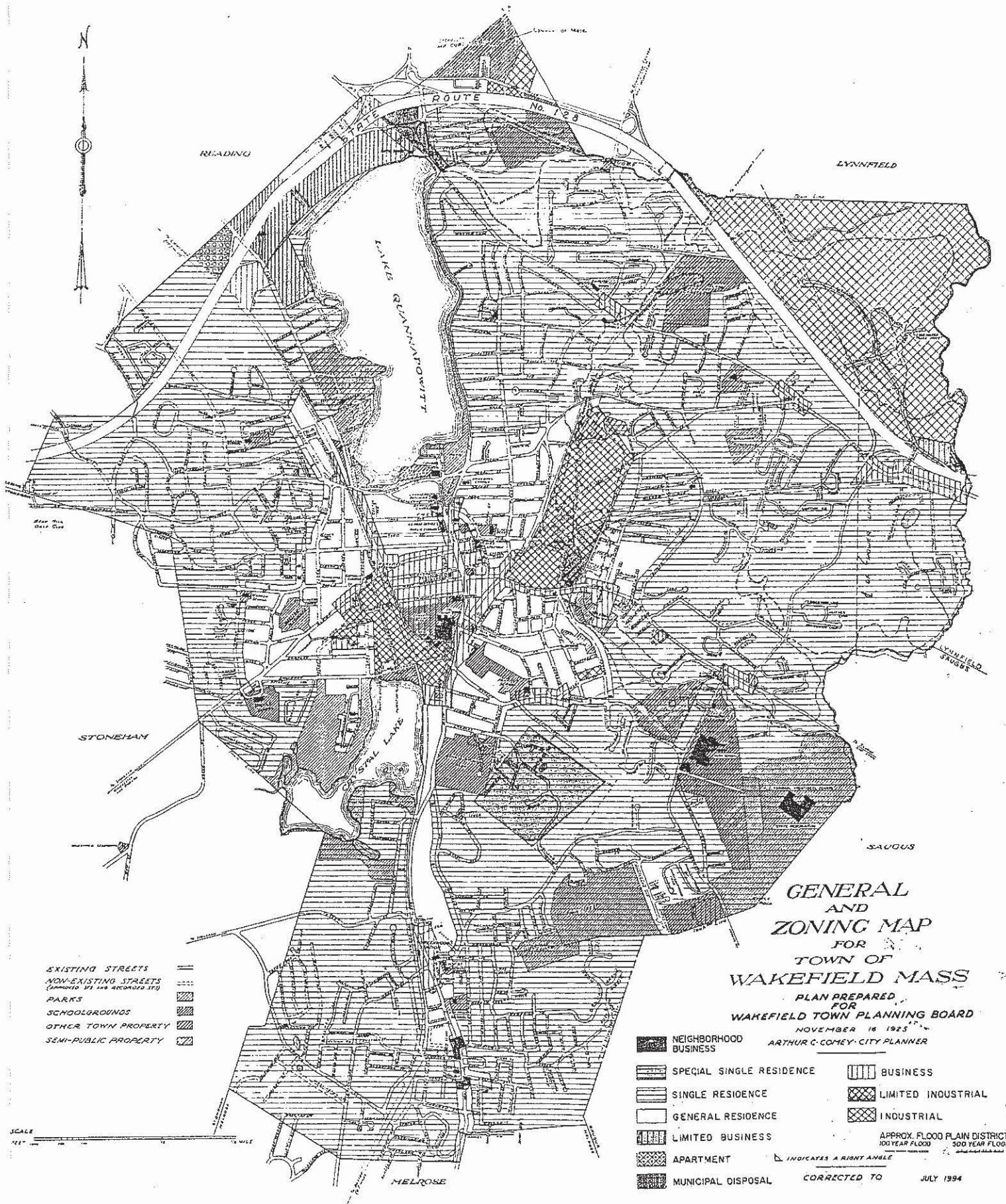
The zoning ordinance includes a cluster provision; however, the threshold for a cluster to be considered is 10 acres, which may be too large an area for a community that is as built up as Wakefield. This 10-acre threshold may preclude the clustering of sites that include historic structures. Current zoning is shown on Map 12 on the next page.

Site Plan Review

Site Plan Review is authorized in the Wakefield Zoning Bylaw. Administered by the Planning Board, Site Plan Review is a requirement for all development proposals located in non-residential zones. One of the weaknesses of the bylaw is that it omits the consideration of impacts on historic resources when reviewing site plans.

Special Permits

Special Permits are required for identified uses in certain districts, particularly for those uses that may have impacts that require careful design considerations or that may result in impacts on abutting properties that would require mitigation. These uses include service stations, hotels, day care facilities, multi-family housing, drive-in facilities and other uses.



Map 12 : Zoning Map

Wakefield Preservation Plan / Town of Wakefield, Massachusetts / Alfred J. Lima, Consulting Planner

2.9 Private Initiatives in Historic Preservation

Wakefield Historical Society

As in most communities, until recently, historic preservation in Wakefield has been a private initiative. On January 23, 1890, the first organization whose sole concern was the protection of the history of the town was formed: the Wakefield Historical Society. During its 110 years, the Society has compiled an extensive collection of maps, photographs, documents, paintings, furnishings and many artifacts from the town's rich past. The collection includes many files of letters, manuscripts and papers that help to illuminate the town's history. This collection is housed in the Americal Civic Center on Main Street.

In addition to its collection, the Historical Society has played a major role in public education, including collecting and disseminating information on the town's history to the general public. The Society also sponsors an annual public lecture series on historic topics.

The Society was instrumental in the preparation of the inventory of historic properties conducted in 1984. The Society's list of historic homes collected since the 1940's provided an excellent data base on which the Town's consultants were able to build.

Colonel James Hartshorne House Association

Another organization that has been instrumental in preserving Wakefield's history is the Colonel James Hartshorne House Association, formed in 1937. The Association grew out of the earlier effort by the Tercentenary Committee and the Wakefield Park Commission, which purchased the Hartshorne House (believed to be the oldest house in Wakefield, with parts that date to 1681) and surrounding land in 1930 and restored the property as a public park and historic site. In 1937, the Association purchased the house from the Town and assumed responsibility for its management and preservation. The Association still retains ownership of the house, which is the site for meetings, events and annual tours. The Association rents an apartment to residents who assist the Association with on-site functions and fundraising activities.

Friends of Lake Quannapowitt

The Friends of Lake Quannapowitt has been instrumental in the protection of Wakefield's most prominent historic landscape, Lake Quannapowitt and its shoreline environment. The Association has led Town efforts at assuring appropriate use and development along the shoreline and in preserving public access to the lake.

Wakefield 350, Inc.

To assist the town in celebrating its 350th anniversary in 1994, the organization Wakefield 350, Inc. was formed. Among its accomplishments, the organization spawned The Wakefield 350 Writing Committee, which compiled and wrote a remarkable updated history of the town, a truly extraordinary accomplishment for a citizen committee.

Apple Pie Trust, Inc.

The Apple Pie Trust, Inc. was formed in 1997 to appeal the decisions of the Planning Board and the Board of Appeals related to the development of the Beals office park at the northern edge of Lake Quannapowitt. As part of the court settlement, the development was revised to include public access and pathways along the edge of the lake.

A summary of private organizations that own historic properties or that conduct activities that have historic content includes the following:

<u>Organization</u>	<u>Function</u>
Wakefield Historical Society	The Society collects and maintains an extensive collection of papers, documents and artifacts at its quarters at the Americal Civic Center. It also sponsors historical programs of an educational nature.
Col. James Hartshorne Association	Manages the Hartshorne House at 41 Church St, which is House owned by the Town of Wakefield.
Friends of Lake Quannapowitt	An association dedicated to the proper management of the resources of Lake Quannapowitt and its shoreline.
Americal Civic Center Association	Manages the Americal Civic Center Building at 467 Main Street. The Town owns the building.
West Ward School Association	Advocates for the restoration and maintenance of the West Ward School on Prospect Street.
Lakeside Cemetery Corporation	Owns and manages the Lakeside Cemetery on North Ave.
Wakefield Center Neighborhood Assoc.	The Association has been active in preserving public historic structures, including the Bandstand on the Common and the Rockery.
Wakefield 350	Wakefield 350 published the hardbound comprehensive history of the town in 1994 and participates in historic preservation projects.
Friends of Breakheart Reservation	Acts as an advocacy group for the maintenance and appropriate use of the Reservation and assists the Metropolitan District Commission in programming activities there.
Apple Pie Trust, Inc.	An advocacy organization in assuring that public access is included in new development on Lake Quannapowitt.