



COMMUNITY PRESERVATION PLAN

TOWN OF WEST NEWBURY
MASSACHUSETTS

Prepared by the
COMMUNITY PRESERVATION COMMITTEE



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OVERVIEW OF THE COMMUNITY PRESERVATION ACT

The Community Preservation Act (CPA), M.G.L. Chapter 44B, was signed into law by Governor Paul Cellucci on September 14, 2000. The Act provides for communities to create a local Community Preservation Fund for Open Space Protection and Outdoor Recreation, Historic Preservation, and Community Housing with a surcharge on real estate taxes. In the case of a town, a community must vote to adopt CPA by a Town Meeting vote and approval of a ballot question. The maximum surcharge of CPA is 3% of the tax levy of real estate taxes. Communities may vote to assess less than that amount as a tax surcharge.

In addition, CPA created a Community Preservation Trust Fund, administered by the Department of Revenue (DOR), which provides distributions each year to communities that have adopted CPA. The funds are raised by increased charges at the Registries of Deeds for recording of documents and plans. The extra charges established by the legislation are deposited into a dedicated fund at the state level. There is a formula for disbursement of the funds to participating cities and towns each year, with those committed to the maximum of 3% receiving bonus rounds of funding, if available. Funds are distributed in November of each year as a match for the prior fiscal year.

Each year, on the local level, voters are required to set aside at least 10% of funds for each of the three CPA categories— Community Housing, Historic Preservation, and Open Space and Recreation. Five percent of the annual receipts may be expended on Administration including staff wages, supplies, technical support and general expenses. The balance of funds become unreserved and may be appropriated for any of the three categories.

The CPA calls for the establishment of a Community Preservation Committee (CPC) to implement the requirements and goals of the Act. Section 5.B.1 requires that the CPC hold a Public Hearing each year. Public input from this hearing is used to identify the resources, needs and goals of the town with respect to Community Housing, Historic Preservation, Open Space and Recreation, and serves as the basis for the Community Preservation Plan. The Plan is updated annually and incorporates input from the Public Hearing as well as various town boards, committees and commissions. It serves as the CPC's guide for the evaluation of projects seeking funding in each of the resource areas.

This CP Plan identifies resources, needs and goals for each of the eligible funding areas. While potential projects are also identified, these do not represent a complete or priority list of suitable projects. All proposals that meet the eligibility requirement for CPA funding will be given full and complete consideration by the CPC.

The CPC is responsible for reviewing applications for projects in a two-step process. The first step is to determine if the project satisfies the eligibility requirements. Table 1 summarizes what types of activities are allowed for each of the uses of CPA funding. If a project is determined to be eligible under the CPA requirements, a funding application is submitted to

the CPC for evaluation. If also approved by the CPC, the project is presented for voter approval at Town Meeting

Table 1 - CPA ELIGIBILITY REQUIREMENTS				
	Open Space	Recreation	Historic	Housing
Acquire	Yes	Yes	Yes	Yes
Create	Yes	Yes	No	Yes
Preserve	Yes	Yes	Yes	Yes
Support	No	No	No	Yes
Rehabilitate and/or restore	Yes, if acquired or created with CPA funds	Yes (New 7/8/2012)	Yes	Yes If acquired or created with CPA funds
Adapted from "Recent Developments in Municipal Law", Massachusetts Department of Revenue, October 2012				

THE COMMUNITY PRESERVATION ACT IN WEST NEWBURY

At the October 17, 2005 Special Town Meeting, voters approved Article 17 to accept Sections 3 to 7, inclusive, of M.G.L. Chapter 44B, the Community Preservation Act, with a 3% surcharge on real property (less the first \$100,000 of assessed value) to be expended for uses as authorized by the Act. The ballot question was approved at the May 1, 2006 Annual Town Election by a vote of 720 to 546.

A summary of the CPA and how it impacts real estate taxes in West Newbury was prepared by the Board of Assessors and is available here and in their office:

https://www.wnewbury.org/sites/g/files/vyhlif1436/f/uploads/cpa_brochure_fy22.pdf

CPC BYLAW

General Bylaw XXXVI, Community Preservation Committee, was approved at the April 30, 2007 Annual Town Meeting (Article 14). This Bylaw established the membership of the Community Preservation Committee to consist of a representative of the Conservation Commission, Historical Commission, Housing Authority, Parks and Recreation Commission, Planning Board, and Board of Selectmen. Individual members are appointed by their respective boards, commissions and authority. An at-large member is appointed by the Board of Selectmen and the Finance Director or designee serves as an ex-officio member. Members serve staggered terms in order to keep continuity on the Committee.

Several amendments to the CPC Bylaw were approved subsequent to the initial approval:

- Article 21 of the April 28, 2008 Annual Town Meeting warrant to renumber the sections
- Article 11 of the October 24, 2016 Special Town Meeting warrant to correct references, update provisions, and revise the Bylaw relative to appointment procedures
- Article 19 of the April 30, 2018 Annual Town Meeting warrant to update references from Finance Director to Town Manager to reflect the change in government structure

EFFORTS TO REDUCE THE CPA SURCHARGE

Since adoption, town meeting articles to reduce the CPA surcharge have been proposed. Any reduction requires both an affirmative Town Meeting vote and an affirmative vote at the Town Election.

In 2011, a petition was filed to reduce the CPA surcharge from 3% to 0.5% and resulted in the placement of Article 26 on the April 25, 2011 Special Town Meeting warrant. The Article was defeated by a vote of 53 in favor and 54 opposed. A non-binding question, however, had already been placed on the ballot for the May 2, 2011 Town Election. The results of that vote were in favor of this reduction to 0.5% by a vote of 780 to 440 with 141 blank ballots.

A second proposal to reduce the surcharge was made at the October 24, 2011, Special Town Meeting, Article 18. The vote was 113 in the affirmative and 89 in the negative to approve the article. The ballot question, at the annual Town Election on May 7, 2012, however, was defeated by a vote of 314 in favor and 326 opposed.

In winter, 2019, another Citizens’ Petition was filed with the Board of Selectmen, proposing that the surcharge be reduced to 0.5% percent of the tax bill. The petition was placed on the April 29, 2019 Annual Town Meeting as Article 30, and it was not approved by Town Meeting voters.

CPA SURCHARGE EXEMPTIONS

There are two surcharge exemptions available in West Newbury. There is an automatic exemption of the first \$100,000 of residential property value in calculation of the CPA surcharge. An additional exemption is available to low-income residents. This must be applied for annually. The application and requirements for exemptions are available here:

https://www.wnewbury.org/sites/g/files/vyhlf1436/f/uploads/cpa_application.pdf

Table 2 shows the annual number of exemptions granted and the total value.

Table 2 - ANNUAL EXEMPTION TOTALS		
Levy Year (Fiscal Year)	Total Exemption Value	Number of Exemptions
2007	\$ 2,639	23
2008	\$ 2,641	37
2009	\$ 1,919	35
2010	\$ 2,931	36
2011	\$ 3,025	40
2012	\$ 3,230	42
2013	\$ 4,275	40
2014	\$ 3,903	68
2015	\$ 4,780	65
2016	\$ 4,140	59
2017	\$ 3,392	59
2018	\$ 4,066	58
2019	\$ 4,962	58
2020	\$ 4,197	52
2021	\$ 3,357	37
2022	\$4,890	16
Source: Town of West Newbury Assessors’ Office		

CPA FUND REVENUES

By maintaining the CPA surcharge at 3%, West Newbury has maximized its own contributions as well as interest and state matching funds. Table 3 shows the total annual revenues from West Newbury’s participation in the CPA program.

Table 3 - CPA FUND REVENUES						
Fiscal Year	Surcharge Paid	Tax Liens Redeemed	Interest (Earnings on Investments)	State Match	Match as Percentage of Surcharge	Total Annual Revenues
2007	\$211,064		\$326	\$211,064	100%	\$422,454
2008	\$218,618	\$660	\$8,747	\$218,618	100%	\$446,643
2009	\$224,587	\$1,342	\$7,762	\$157,651	70%	\$391,342
2010	\$228,541	\$1,409	\$9,419	\$124,342	54%	\$363,711
2011	\$231,687	\$1,859	\$16,277	\$124,485	54%	\$374,308
2012	\$241,082	\$1,106	\$10,745	\$128,859	53%	\$381,792
2013	\$257,183	\$738	\$5,852	\$257,183	100%	\$520,956
2014	\$264,383	\$1,719	\$5,271	\$166,120	63%	\$437,493
2015	\$276,272	\$51	\$13,515	\$161,754	59%	\$451,592
2016	\$290,814	\$456	\$16,890	\$118,749	41%	\$426,909
2017	\$299,086	\$105	\$12,826	\$102,706	34%	\$414,723
2018	\$307,544	\$301	\$12,512	\$130,888	43%	\$451,245
2019	\$329,218	\$568	\$24,832	\$169,258	51%	\$523,876
2020	\$340,652	\$2,196	\$28,726	\$211,929	62%	\$583,503
2021	\$359,959	\$2,542	\$8,525	\$342,531	85%	\$677,917
2022	\$371,423	\$1,701	\$3,929	\$310,408	85%	\$681,831
Total	\$4,452,113	\$16,753	\$186,154	\$2,936,545		\$7,550,295
Source: Town of West Newbury Finance Department						

COMMUNITY HOUSING

The creation or preservation of community housing under the CPA includes low- and moderate-income housing for individuals, families and senior citizens. These are defined as follows:

Low-income Housing – housing for those persons and families whose annual income is less than 80 per cent of the areawide median income as determined by the United States Department of Housing and Urban Development.

Low- or moderate-income Senior Housing - housing for those persons having reached the age of 60 or over who would qualify for low- or moderate-income housing.

Moderate income Housing - housing for those persons and families whose annual income is less than 100 per cent of the areawide median income as determined by the United States Department of Housing and Urban Development.

The areawide median family income for the Lawrence, MA-NH HUD Metro FMR Area (which West Newbury is part of) for FY 2021 is estimated as \$105,500.

<https://www.huduser.gov/portal/datasets/il/il2021/2021MedCalc.odn>

Housing prices in West Newbury are among the highest in the region. In 2021, the median home sales price was \$735,000. - up from \$675,746 in 2020. This creates an affordability gap in housing as it would be extremely difficult for an individual or family earning at or below the area median income of \$105,500 to afford a house in West Newbury. Because most of West Newbury's housing is owner-occupied with only 7% renter-occupied, there are not enough rental properties for those that can't afford to purchase a house.

RESOURCES AND NEEDS

Housing Production Plan

In 2017, the Merrimack Valley Planning Commission (MVPC) received grant funding to develop a Regional Housing Plan for the Merrimack Valley. As a member community of MVPC, West Newbury participated in this project and received a town specific Housing Plan in 2018. The Housing Production Plan provides an in-depth demographic profile, an assessment of local housing conditions and constraints on housing development, and goals and strategies to meet the housing needs of West Newbury residents into the future. Any application for community housing funding under the CPA should consult this plan to make sure it is in alignment with the stated housing goals and objectives. The Housing Production Plan is available at:

https://www.wnewbury.org/sites/g/files/vyhlf1436/f/uploads/westnewbury_hpp_2018-final.pdf

Need: Given the dynamic nature of demographics and housing needs and availability, the Housing Production Plan should be updated every five years. The current plan covers the time period of 2018-2022 and will need to be updated in the coming year.

Inclusionary Housing Requirements Zoning Bylaw (Section 5.F.)

In April, 2006, Town Meeting voters approved an Inclusionary Housing Requirements Zoning Bylaw that requires 10% of new housing units in any residential development be affordable in conformance with the specified criteria of M.G.L. Chapter 40B and Department of Housing and Community Development (DHCD) requirements. The bylaw is triggered by creating three or more attached or detached housing units on a single parcel, or creating three or more lots. Developers are required to build the required number of affordable units on-site, with two exceptions:

1. When the 10% calculation results in a fractional unit of .1 to .7, a Housing Contribution Payment is permitted in lieu of a whole on-site unit; and
2. The Planning Board may allow that the required number of affordable units be provided off-site.

Since its inception, there have been 4 new housing developments subject to the Inclusionary Housing Requirements Zoning Bylaw. A total of 13 new affordable on-site units were created under this bylaw, and \$201,200 in Housing Contribution Payments generated to date. Table 4 summarizes the increase in affordable housing and funds resulting from this bylaw.

Table 4 - IMPACT OF INCLUSIONARY HOUSING REQUIREMENTS BYLAW		
	Affordable Units Created	Housing Contribution Payment Amount
Ocean Meadow (Ridgeway Circle & Moody Lane)	6	N/A
Cottages at River Hill (Follansbee Lane)	3	N/A
Estate Homes at River’s Edge (Sullivans Court Extension)	N/A	\$118,000
Drakes Landing (Daley Drive)	4	\$83,200
Deer Run Place (Major Boyd Drive) – under construction	N/A	To be determined *

* Housing Contribution Payment Amount to be submitted prior to issuance of final occupancy permit for the project. Total amount is the cumulative of 4% of the Market Sale Price of each of the 6 new units.

West Newbury zoning bylaws are available at:

https://www.wnewbury.org/sites/g/files/vyhlif1436/f/uploads/zoning_bylaw_as_amended_april_29_2019.pdf

Subsidized Housing

The West Newbury Housing Authority and its Executive Director operate and manage twenty-six public housing units. Twelve of these units have two and three bedrooms, and are designated for low-income families. Fourteen units consisting of one and two bedrooms are designated for low-income elderly and special needs populations. The Housing Authority also owns and manages four affordable apartment units. Each of these thirty units counts toward the Town's Subsidized Housing Inventory.

West Newbury has approximately 1607 housing units with about 94% occupied year-round, and a small number (22) of seasonal units. Including the affordable units created under the Inclusionary Housing Requirements bylaw, there are a total of 43 units of West Newbury's total year-round housing units that qualify as subsidized housing and are included in the Massachusetts' Subsidized Housing Inventory (2021 listing).

In order for West Newbury to avoid the streamlined permitting afforded to developers under M.G.L. Chapter 40B, it must have an inventory of 10 percent affordable units. According to the 2021 Subsidized Housing Inventory, the current percentage of subsidized housing in West Newbury is 2.8 percent.

The CPA defines affordable housing more broadly than M.G.L. Chapter 40B and funds projects geared towards moderate income households as well as low income. While these moderate-income targeted projects would not count towards the Subsidized Housing Inventory target of 10%, they do address a housing need in West Newbury and will be encouraged by the CPC.

Need: Increased subsidized housing in West Newbury that moves the town closer to the state target of 10 percent of total inventory.

Affordable Housing Trust

At the 2021 Special Town Meeting, West Newbury voters authorized the Select Board to establish the West Newbury Affordable Housing Trust under [Massachusetts General Laws Chapter 44, Section 55C](#). This Trust will be responsible for creating and preserving affordable housing in West Newbury for the benefit of low- and moderate-income households.

The Select Board adopted a Charge to establish a new Affordable Housing Trust Bylaw Committee, in order to advise the Select Board on development of a draft bylaw for consideration at the 2022 Annual Town Meeting. This committee will identify how the Trust will be established and funded, as well as how it will operate in the furtherance of the town of West Newbury's affordable housing goals.

One potential funding source for the Affordable Housing Trust is CPA funding. There is a provision in the CPA law that allows appropriation of funds to an affordable housing trust. These funds may then be used for the purchase, sale, lease, management or improvement of real property in order to create and preserve affordable housing.

Need: Funding to enable the Affordable Housing Trust to fulfill its mission to create and preserve affordable housing.

GOALS

In order to support the creation and preservation of community housing in West Newbury, the following goals will be considered in evaluating applications for use of CPA funding for community housing projects:

1. Update the 2018 Housing Production Plan
2. Support affordable housing for all ages, abilities and income levels
3. Develop Grant Agreement for use of CPA funds by the Affordable Housing Trust

ELIGIBILITY

Allowable uses for CPA funds include the acquisition, creation, preservation and support of community housing. Community housing that was acquired or created using CPA funds may also be rehabilitated or restored with CPA funding. Whenever possible, community housing projects should entail the adaptive reuse of existing buildings or construction of new buildings on already developed property.

Community Preservation funds may also be used for low interest loan programs to income-eligible first-time home buyers, for financial assistance to income-eligible homeowners, for gap funding, to match state or federal low-income housing grants, or for other support of community housing. Investment in community housing not owned by the town must be protected by an Affordability Deed Restriction.

FUNDING

Each year, the town is required to spend, or set aside for future spending, 10 percent of total annual CPA revenues for community housing projects. Appendix A shows the Community Housing reserve fund balance at the beginning of 2021, commitments approved by town meeting for projects in 2021 and the final year-end balance. Appendix B itemizes the community housing projects which have utilized CPA funding to date. Appendix E lists locations where multiple CPA funded projects have been approved.

HISTORIC PRESERVATION

By providing a link to the past, informing the present and teaching the future, historic structures and objects serve as an important part of community. Under M.G.L. Chapter 44B Section 2, a historic resource is a building, structure, vessel, real property, document or artifact that has been listed on Massachusetts State Register of Historic Places or been determined by the local Historical Commission to be significant in the history, archeology, architecture or culture of the town. This section describes historic resources in the town of West Newbury and what the priorities are for preserving them.

RESOURCES AND NEEDS

Training Field Area

The Training Field area includes the Training Field, the Town Hall, the G.A.R. Memorial Library, and houses surrounding the Training Field. A vote at the Special Town Meeting on April 5, 1976 established this as a Historic District. The Training Field is also listed on the State Register of Historic Places. In 2006, the Historical Commission identified the Training Field area as historically significant. Further information about this area is provided on the Historical Commission webpage:

<https://www.wnewbury.org/historical-commission/files/training-field-historic-district>

1910 Building

The current Town Office Building at 381 Main Street was originally built as a school in 1910. Since that time and up until 1985, the Central School building was used to house various configurations of school grades, depending on capacity and student populations. After students were relocated to other school buildings as they became available, the building was used by the Police Department and other departments. In 1997, the building was converted for use as town offices and it was renamed the 1910 Building. Many of the original school features such as classrooms, separate stairways on either side of the building, large windows and blackboards remain. In 2011, the Historical Commission added this building to their list of historically significant resources.

<https://www.wnewbury.org/sites/g/files/vyhlf1436/f/uploads/centralschoolstory.pdf>

Churches

In 2011, the Commission also identified three churches and related buildings as historically significant. These include:

The Second Congregational Church – Located at 308 Main Street, this church is rooted in West Newbury's earliest Puritan history. Now a consolidation of the First and Second Parishes, this church was moved from Maple Street to its current location on Main Street in 1856, and after a fire, was reconstructed in its present form in 1910. At that time, the town of West Newbury purchased and installed a Seth Thomas clock in the new church tower and recast the bell for use as a fire alarm. Although the bell is no longer used for that purpose, the town has retained responsibility for the Town Clock.

https://www.wnewbury.org/sites/g/files/vyhlf1436/f/uploads/secondparishstory_0.pdf

St. Ann's Church – 300 Main Street. This church, featuring stained glass windows, was constructed in 1879 to serve new Irish and other Catholic populations who first came to West Newbury to work in the shoe and comb industries.

All Saint's Church and St. John's Hall – These buildings located at 885 Main Street were constructed in 1914 and 1907 respectively by the Emery sisters – one of the earliest families to settle in West Newbury. CPA funding was sought in 2011 to complete masonry repairs and improve energy efficiency and access, but this use of CPA funding was rejected by voters at the Town Meeting.

Soldiers & Sailors Memorial Building

The Soldier's and Sailor's Memorial Building was constructed with funding from a local philanthropist, the town, G A.R. Post 151 and the public library and dedicated in 1900. It was originally intended to be a "memorial building to commemorate the services of the soldiers and sailors who went from this town to help suppress the rebellion of 1861 to 1865". It has been used through the years as a public library and meeting space for veterans and other local organizations. In 2015, the building was deeded by the Carr Post trustees to the town of West Newbury. Details on the structure and historical significance may be found at:

https://www.wnewbury.org/sites/g/files/vyhlif1436/f/uploads/conditions_assess_soldiers_sailors_report_final10_27_14.pdf

In addition to designation as a historic resource by the Historical Commission in 2011, the Soldier's and Sailor's Memorial Building was approved for listing on the National and State Historic Registers in August 2016. CPA funding was used to complete a Conditions Assessment in 2014 and stabilize the exterior of the building in 2015. Funding was also approved for the restoration of the building in 2020, however, the construction bids were nearly double the design estimated costs and the work was not completed.

Need: A means of preserving the architectural and memorial significance of the Soldier's and Sailors' Memorial Building.

Page School and Pipestave Hill Area

The West Newbury Historical Commission deemed this area to be historically significant in 2011 because the Massachusetts Historical Commission declared it so. This designation includes the John C. Page Elementary School located at 694 Main Street, the Pipestave Hill Apartment Building located at 692 Main Street and owned by the West Newbury Housing Authority, and the Pipestave Hill/Mill Pond Recreation areas across the street at 693 Main Street. The history of Mill Pond is provided at:

<https://www.wnewbury.org/sites/g/files/vyhlif1436/f/uploads/millpondstory.pdf>

Cemeteries

Cemeteries memorialize the lives of the town's citizens, most often serving as a physical record of individuals' birth, death and family relationships. Each of these cemeteries is over 100 years

old, making all of them protected ancient burial grounds under state law. A wealth of information about each cemetery and its historic importance is available in Susan Follansbee's *Cemetery Record of West Newbury*.

In June of 2021, nine cemeteries were deemed to be historical resources by the Historical Commission. These include:

- Bridge Street Cemetery – in use since 1764
- Merrimack Cemetery (Pleasant Street) – in use since 1803
- Rural Cemetery (Chase Street) – in use since 1830
- Crane Neck Cemetery – first burial in 1749
- Quaker Cemetery (Turkey Hill Road) – relocated to West Newbury from Newburyport in 1855
- Walnut Hill Cemetery (Bachelor Street) – in use since 1725
- Sawyer Hill Burial Ground (Indian Hill Street) – first known burial in 1843
- Almshouse Cemetery (Poorhouse Lane) – first recorded burial in 1850
- Ordway Cemetery (Turkey Hill Road) – first know burial in 1803

Two of these cemeteries are town owned (Quaker Cemetery and Almshouse Cemetery) and the others are privately owned.

Need: Restoration and preservation of historic elements in the town's cemeteries.

Bridges

In November of 2021, the Historical Commission voted to include four bridges in West Newbury as historic resources. These iconic structures are architecturally important, providing visual, open space, and recreation values in addition to historic significance. These bridges, one of which (Roger's Street) appears on the 1729 map of West Newbury and the most recent of which (Middle Street) was first constructed in 1853, framed the flow of travel and thus daily lives and land use in Town. Details on these structures are shown in Table 5.

Table 5 - HISTORICALLY SIGNIFICANT BRIDGES

Bridge Name	Water Crossing	Bridge Type	Current Material	Date Built	Date Rebuilt	Use
Rocks	Merrimack River	Movable - Swing	Steel	1883	2013	Highway
Curzon	Artichoke River	Stringer/ Multi-beam or Girder	Steel		2001	Pedestrian
Middle Street	Artichoke River	Arch -Deck	Masonry	1865	1900	Closed*
Rogers Street	Artichoke River			1850	1900	Highway

*Pending repairs

Source: Mass DOT Bridge Inventory: <https://geo-massdot.opendata.arcgis.com/datasets/bridges/explore?location=42.791141%2C-70.954015%2C13.73>

Need: Documentation of historical, engineering/construction, and visual aspects of these structures

Historic Documents and Artifacts

There are a significant number of historical documents and artifacts being stored at the 1910 Building, the G.A.R Library and at private homes. These include hand written documents from 1800s and on, maps, aerial photos, portraits, and military artifacts

Need: A dedicated space for storage of and public access viewing of historic documents and artifacts.

Need: Examination, evaluation and preservation of significant historic documents through digitization, restoration etc.

Historic Sites Survey

The Historical Commission is managing a multi-phase survey of public and private properties in West Newbury that are 100 years or older. The CPA and grant funding has been used to complete two phases of this survey and a third was approved by Town Meeting in May 2021.

Phase One Survey, was completed in September, 2018 and based on external observations and research focused primarily on Main Street. It provides information about the architecture and residents in historic buildings important to the Town’s ethos and appearance. The Survey

includes buildings and outbuildings over 100 years old. Twenty-three properties were recommended as eligible for listing on the National Registry of Historic Places as a result of this survey

Phase Two Survey was completed in June 2020 and surveyed 108 buildings throughout Town, all presently used as residences that date from 1717 to 1917. The survey results recommended seventeen properties as eligible for listing on the National Register of Historic Places, and proposed a Historic District of properties along Maple Street notable for their association with the Town's residential, educational and industrial development from around 1803 to 1874. Properties surveyed ranged from Colonial and Federal Period homes on Crane Neck Street to Early and Late Industrial Period and Early Modern structures on Main, Prospect, and other streets.

Details on the scope and results of both completed Phases are available at:

<https://www.wnewbury.org/historical-commission/pages/historic-sites-survey>

GOALS

In order to preserve the historic resources of West Newbury, the following goals will be used to evaluate applications for use of CPA funding for historic preservation projects:

1. Support preservation of the Soldier's and Sailor's Memorial Building
2. Include cemeteries and bridges in the Phase 3 Survey
3. Identify a dedicated space in town to house historic documents and artifacts
4. Assess the inventory of historic documents and artifacts in town and means of preservation

ELIGIBILITY

CPA funds can be used for the acquisition, preservation and restoration of historic resources. Rehabilitation of historic resources is also eligible and includes capital improvements or the making of extraordinary repairs. The work must therefore comply with the Secretary of the Interior's Standards for Rehabilitation which describe best practices for such rehabilitation projects. Intangible resources such as historic interpretation or education are generally not eligible for CPA funding. Investment in historic resources must be protected by a permanent Historic Preservation Restriction where an interest in property is acquired.

FUNDING

Each year, the town is required to spend, or set aside for future spending, 10 percent of total annual CPA revenues for historic preservation projects. Appendix A shows the Historic Preservation reserve fund balance at the beginning of 2021, commitments approved by town meeting for projects in 2021 and the final year-end balance. Appendix C itemizes the historic preservation projects which have utilized CPA funding to date. Appendix E lists locations where multiple CPA funded projects have been approved.

OPEN SPACE

The town of West Newbury encompasses an area of almost 15 square miles of rolling hills, fields and wooded areas that reflect its agricultural history. While the primary land use is residential, the population density is relatively low compared to other towns in the region and state. Many large tracts of land have belonged to families for generations, but these have begun to be developed for new housing.

Maintaining open space in a community has many benefits for current and future residents. These include:

- Water resource protection
- River access
- Habitat protection
- Interconnected trails
- Recreational use
- Agricultural use
- Scenic views
- Climate change mitigation
- Flood control and prevention of storm damage
- Pollution prevention

In addition, many West Newbury residents describe the rural character of the town created by its open spaces as one of reasons they are drawn to live here.

RESOURCES AND NEEDS

West Newbury residents have strongly supported the purchase and protection of land parcels providing open space values. A total of 19 warrant articles requesting town funds for the purchase of open space or conservation restrictions to protect it have been approved by town meeting since 1996. This commitment to open space has preserved land that provides habitat, water resources, trails, recreation, agriculture and scenic views.

There are many and diverse water resources within West Newbury, including surface water reservoirs, streams, rivers, ponds, shallow and deep groundwater aquifers and wetland systems. In spite of these abundant water resources, the town does not have a water supply which meets all of its drinking water needs year-round and must purchase water from the City of Newburyport to supplement its supply. While development of a water supply for the town is not an eligible use of CPA funding, protection of the resource area surrounding a well is. Where this function of open space is combined with other functions such as habitat protection, recreation use, flood control or river access, it would be a favorable project for consideration by the CPC.

Need: Protection of an adequate and independent drinking water supply

There are more than 2100 acres of open space in West Newbury owned or protected by public and nonprofit entities at the local, state and federal level.

The town of West Newbury owns and maintains many of these large properties with limited staff resources and increasing pressure from invasive species and climate change impacts. Conflicting public interests in these properties has made it challenging to maintain them in a cost effective and environmentally responsible manner.

Need: A comprehensive land management plan for town owned grasslands, meadows and arable land to support native species, combat invasive plants, afford recreational opportunities, accommodate abutters and agricultural considerations, and conserve town resources.

In addition to open space owned or protected by public and nonprofit groups, there were a total of 2250 acres of privately owned land with significant open space value in West Newbury identified in the 2018 Open Space and Recreation Plan (OSRP). About 35 percent of these properties were protected by agricultural or conservation restrictions as identified in Matrix 5-1 of the OSRP. The remaining 1500 acres of privately owned properties that are not protected are identified in Matrix 5-2 of the OSRP. Some of these parcels are temporarily protected by the Chapter 61 (A, B and C) tax incentive program. While this gives the town the first right of refusal should the owner decide to sell the property, it is often difficult for the town to respond in a timely manner to preserve these parcels. Also, the cost is often prohibitive given what developers are willing to pay. Privately owned parcels are only a potential open space resource for West Newbury, depending on whether the owners are willing and financially able to work with the town and/or Essex County Greenbelt or other qualified organizations to preserve them.

Need: Flexibility in the CPC application process to accommodate purchase of Chapter 61 parcels.

In 2001 an Open Space Preservation Development Zoning Bylaw (OSPD, Section 6.B.) based on the Green Neighborhoods model for land preservation was approved by town meeting. The Bylaw requires that a developer preserve at least 60% of the parcel as Open Space and protect it with a Conservation Restriction. Subdivisions at Kimball Road Extension, Ocean Meadow, Cottages at River Hill and Drake's Landing have resulted in a total of 64 acres of land being permanently protected by a Conservation Restriction through the OSPD process. This Bylaw provides an incentive to developers to increase housing density and preserve open space.

GOALS

In order to maintain the current inventory of open space in West Newbury, while maximizing the values that additional open space would provide to town residents, the following open space goals will be used to evaluate potential open space projects:

1. Continue to support open space purchases/protection of parcels that preserve the natural and historic rural character of town and are environmentally sensitive or unique
2. Protect parcels identified as probable sources of new town water
3. Develop and implement a plan to rehabilitate and/or restore properties acquired with CPA funds through the control of invasive plants, smart field mowing strategies and use of native plantings.
4. Enhance opportunities for passive and active recreation, for all abilities and all ages, on town properties such as Cammett Park.
5. Additional goals to maximize open space values in West Newbury are listed in the 2018 Open Space and Recreation Plan:

https://www.wnewbury.org/sites/g/files/vyhlf1436/f/uploads/osrp18_final.pdf

ELIGIBILITY

Under the CPA Statute, open space includes land that is necessary for the protection or use of groundwater and surface water resource areas, agriculture, passive and active recreation and scenic views. CPA funds may be used to acquire, create or preserve land for these uses through means such as outright purchase or purchase of a permanent conservation or agricultural preservation restriction or easement. CPA funds may also be used for the rehabilitation or restoration of open space land that was acquired or created with use of CPA funds.

FUNDING

Each year, the town is required to spend, or set aside for future spending, 10 percent of total annual CPA revenues for open space and recreation projects. Appendix A shows the Open Space and Recreation reserve fund balance at the beginning of 2021, commitments approved by town meeting for projects in 2021 and the final year-end balance. Appendix D itemizes the open space projects which have utilized CPA funding to date. Appendix E lists locations where multiple CPA funded projects have been approved.

RECREATION

West Newbury offers both passive and active recreation opportunities to its residents. These resources, and needs for improvement or expansion are described in this section.

RESOURCES AND NEEDS

Passive Recreation

There are sixteen open space areas with public access featured on the town of West Newbury website's Open Space Committee page that are used by residents of West Newbury and the region on a year-round basis. Trail maps and a brief description of the areas may be found at: <https://www.wnewbury.org/open-space-committee/pages/hiking-areas-and-trail-maps>

Passive recreation activities that are supported at these areas and throughout open spaces in West Newbury include hiking, cycling, birdwatching, dog walking, skiing and snowshoeing, boating and fishing. An active equestrian community also uses designated trail networks for riding, jumping and scheduled events.

Access to and use of these properties for residents with limited mobility is challenging. All access trails are in the process of being evaluated at Mill Pond and built at the Whetstone Greenway using CPC funding from 2020.

Need: Expanded passive recreational access for residents of all ages and abilities

The Merrimack River serves as the northern border of the town and many residents and visitors take advantage of the light traffic on River Road to use it for walking, cycling and birdwatching. Currently, public access to the river is limited to a state-owned boat ramp at the Rocks Village Bridge.

Need: Increased public access to the Merrimack River

Active Recreation

The Parks and Recreation Commission (Parks and Rec) is responsible for the planning and administration of public playgrounds and recreational sites in West Newbury. These are located at Bachelor Street, Pipestave Hill, the Page School and Ferry Lane Park.

The Bachelor Street complex provides year-round recreational opportunities for youth and their families. It includes the Action Cove Playground, three baseball fields which are used for elementary school soccer in the fall and a basketball court which may be used as a full-sized court or two small courts.

Pipestave Hill hosts a variety of youth sports programs and associations at its four multi-purpose athletic fields and baseball field. In addition to these athletic fields, this area

contains the town's Department of Public Works, Recycling Center and equestrian riding rings. There is constant traffic through the area on weekends and adequate safe parking for all users has been challenging. Additionally, adequate field time for all youth teams is difficult to provide.

Need: Master planning for the Bachelor Street and Pipestave Hill Recreation areas that considers near and long term uses, accessibility limitations, and parking issues.

The Page School is located across Route 113 from Pipestave Hill and provides two softball fields which are used for regional leagues. It also has a playground which is in the process of being renovated using CPA funding to provide access and use to children of all abilities

Ferry Lane Park is located at the intersection of Bridge and Church Streets at the Merrimack River. A state-owned boat ramp provides access to the Merrimack River for boating and fishing. The Park is maintained by the West Newbury Garden Club and features vintage peonies from the world-famous Cherry Hill Nurseries, formerly located in West Newbury.

Parks and Rec also organizes and administers a Summer Recreation Program at the Page School. The six-week program provides summer recreation for West Newbury children in grades K-6. Approximately 50 children attend each weekly session and many children participate in more than one session. This is the only non-athletic programming offered for youth and teens.

Need: Expanded youth programming opportunities

Programming for senior citizens in West Newbury is offered by the Council on Aging (COA). The mission of the COA is to provide support services and programs that will enrich the lives of West Newbury residents 60 years and older. Current recreational offerings include yoga and 3B Fitness (Balance, Brains and Bones). These classes are offered in the Town Annex and a donation for attendance is requested.

Need: Expanded recreational programming for senior citizens

GOALS

In order to continue providing both passive and active recreational activities to residents of all ages and abilities, the following goals will be used to evaluate applications for use of CPA funding for recreation projects:

1. Establish accessible trails and recreational features
2. Identify locations for public access to the Merrimack River through land purchases, establishment of easements or other conservation restrictions
3. Identify options for improving the availability and safety of parking at Pipestave Hill
4. Pursue opportunities for new and expanded recreational activities for all resident ages

ELIGIBILITY

Passive and active recreational use including, but not limited to, community gardens, trails, and noncommercial youth and adult sports, and the use of land as a park, playground or athletic field are eligible for CPA funding. This does not include horse or dog racing or the use of land for a stadium, gymnasium or similar structures such as bleachers. CPA funds may also be used for the acquisition, creation, preservation, rehabilitation and restoration of land for recreational use. However, maintenance costs or the acquisition of artificial turf for athletic fields are not eligible.

FUNDING

Each year, the town is required to spend, or set aside for future spending, 10 percent of total annual CPA revenues for open space and recreation projects. Appendix A shows the Open Space and Recreation reserve fund balance at the beginning of 2021, commitments approved by town meeting for projects in 2021 and the final year-end balance. Appendix D itemizes the recreation projects which have utilized CPA funding to date. Appendix E lists locations where multiple CPA funded projects have been approved.

SOURCES

Links for all sources referenced within this document are provided within the text.

Additional information was provided by the following Town of West Newbury sources:

Town Accountant
Assessors' Office
Town Meeting Records
Various Town Offices, Departments, Committees, and Commissions

General Website Links

1. The Town of West Newbury Website www.wnewbury.org (includes the CPC General Bylaw, found on the Town Clerk webpage, the Open Space and Recreation Plan on the Open Space Committee page, the CPC webpage with Guidelines and Forms, and other town links.)
2. Community Preservation Coalition www.communitypreservation.org (Helpful Information and references, including M.G.L. Chapter 44B)
3. Commonwealth of Massachusetts, www.mass.gov

Appendix A - CPA FUND BALANCES							
	Community Housing	Historic Preservation	Open Space and Recreation	Un-Designated		Admin Expenses	Reserve
FYE 2019 Fund Balance	\$239,813	\$100,534	\$107,142	\$1,416,420		\$13,543	\$259,987
FYE 2020 Fund Balance	\$295,554	\$252,314	\$0	\$1,092,262		\$17,858	\$267,581
FYE 2021 Fund Balance	\$324,219	\$104,267	\$43,240	\$1,358,306		\$10,322	\$281,060
FY2022 as of 12/31/22 Fund Balance	\$100,648	\$162,100	\$70,648	\$1,205,517		\$24,653	\$373,160
<p>Source: FYE Ledger – Town Accountant</p>							

Appendix B - COMMUNITY HOUSING CPA PROJECTS APPROVED BY TOWN MEETING DECEMBER 2021				
Title of Project	TM Date and Article	Amount Funded	Amount Expended	Status
Housing Production Plan	ATM 4/2009 #14	\$ 15,000	\$ 9,600	Completed
Housing Authority Roof, 379 Main Street	STM 10/2015 #3	\$250,000	\$237,784	Completed
Housing Authority Kitchen and Bath Modernization, Hills and Boynton Courts	STM 11/2019 #8	\$363,367	\$363,367	Completed
TOTAL		\$628,367	\$610,751	

Appendix C - HISTORIC PRESERVATION CPA PROJECTS APPROVED BY TOWN MEETING DECEMBER 2021				
Title of Project	TM Date and Article	Amount Funded	Amount Expended	Status
Records Storage Facility	ATM 4/2009 #12	\$43,243	\$ 41,032	Completed
Rehab Shoe Shop	ATM 4/2009 #13	\$ 7,500	\$ 7,500	Completed
Preserve/Bind Town Reports	STM 10/2009 #10	\$ 25,000	\$15,342	Completed
Town Hall Roof	ATM 4/2010 #14	\$ 35,000	\$ 34,962	Completed
1910 Building Boiler	STM 10/2011 #12	\$ 18,500	\$ 18,500	Completed
Pipestave Hill Building Roof	STM 10/2011 #13	\$ 16,320	\$ 11,302	Completed
GAR Memorial Library Improvements	STM 10/2011 #14	\$163,000	\$161,947	Completed
Page School Improvements	ATM 4/2012 #8	\$745,000	\$745,000	Completed
Mill Pond Building Roof	STM 4/2013 #11	\$ 14,200	\$ 13,807	Completed
GAR Memorial Library New Windows	STM 4/2014 #8	\$112,000	\$75,394	Completed
Page School Floors, Stairwells, HVAC	STM 4/2014 #10	\$538,000	\$538,000	Completed
Stabilization of the Charles L. Carr Post	STM 4/2015 #17	\$99,905	\$75,544	Completed
Page School HVAC (additional)	STM 10/2015 #2	\$200,000	\$172,746	Completed
Digital Imaging of Historical Reports and Records	STM 4/2016 #12	\$11,000	\$11,000	Completed
G.A.R. Memorial Library Sidewalk Renovation	STM 4/2016 #13	\$15,000	\$14,975	Completed
Historic Sites Survey, Phase I	STM 10/2016 #9	\$25,000	\$25,000	Completed
Page School Emergency Generator	STM 4/2018 #2	\$200,000	\$122,261	Completed
Historic Sites Survey, Phase II	STM 4/2019 #2	\$25,000	\$4,320	Completed
G.A.R. Memorial Library, ADA Compliant Access Walkway	STM 4/2019 #3	\$17,000	0	Withdrawn
Historic Marker, Julian D. Steele	STM 11/2019 #9	\$600.00	\$175	Completed
Carr Post/Soldiers and Sailors Memorial Building	STM 11/2019 #10	\$250,000	\$65,128	In Process

Appendix C - HISTORIC PRESERVATION CPA PROJECTS APPROVED BY TOWN MEETING DECEMBER 2021				
Title of Project	TM Date and Article	Amount Funded	Amount Expended	Status
Carr Post/Soldiers and Sailors Memorial Building*	STM 11/2019 #10	\$1,250,000		In Process
CPC Bond Budgeted Debt Service	ATM 6/2020 #14	\$85,000		In Process
Paint Town Hall/Restoration	STM 5/2021 #3	\$104,850	0	In Process
Historic Site Survey Phase III	ATM 5/2021 #12	\$25,000	0	In Process
Almshouse Cemetery Scan	STM 10/2022 #12	\$2,500	\$2,045.00	Completed
TOTAL		\$4,028,618	\$2,155,980	

*To be bonded over a 20-year period

Appendix D - OPEN SPACE/RECREATION CPA PROJECTS APPROVED BY TOWN MEETING DECEMBER 2021				
Title of Project	TM Date and Article	Amount Funded	Amount Expended	Status
Indian River Bridge & Coffin Street Trail Boardwalk	STM 4/2013 #10	\$ 40,100	\$23,010	Completed
Riverbend Trails SCA Services	STM 4/2014 #12	\$7,000	\$7,000	Completed
Purchase of a Conservation Restriction Map R-17, Parcel 10	STM 4/2014 #13	\$25,000	\$25,000	Completed
Action Cove, Preservation/Rehabilitation Phase I	STM 4/2016 #14	\$25,000	\$25,000	Completed
Action Cove, Preservation/Rehabilitation Phase II	STM 4/2017 #8	\$25,000	\$25,000	Completed
Brown Spring Farm, Agricultural Preservation Restriction	STM 4/2019 #4	\$200,000	\$200,000	Completed
River Road Conservation Restriction	STM 4/2019 #5	\$75,000	\$75,000	Completed
Page School Playground	STM 6/2020 #2	\$462,857	\$224,302	Completed
Artichoke River Woods Land Restriction	ATM 6/2020 #13	\$175,000	\$175,000	Completed
Whetstone Greenway Trail	STM 5/2021 #4	\$30,000		In Process
Mill Pond Trail	ATM 5/2021 #13	\$30,000		In Process
Coffin Street Land Acquisition	ATM 5/2021 #14	\$175,000	\$175,000	Completed
TOTAL		\$1,269,957	\$954,312	

Appendix E – MULTIPLE CPA PROJECTS AT ONE LOCATION DECEMBER 2021			
Location	Project	Amount Funded	Amount Expended
G.A.R. Memorial Library	Improvements	\$163,000	\$161,947
	New Windows	\$112,000	\$75,394
	Sidewalk Renovation/Restoration	\$ 15,000	\$14,975
	ADA Compliant Walkway (withdrawn)	\$ 17,000	
	TOTAL		\$252,316
Page School	Improvements	\$745,000	\$745,000
	Floors, Stairwells, HVAC	\$538,000	\$538,000
	HVAC (additional)	\$200,000	\$172,746
	Emergency Generator	\$200,000	\$120,365
	TOTAL		\$1,576,111
Indian River Bridge & Coffin Street Trail, Boardwalk	Create trails, bridge, boardwalk	\$40,100 *Offset by SCA Services below	\$23,010
	SCA Services for same	\$ 7,000	\$7,000
	TOTAL		\$30,010
Town Office Building	Records Storage Facility	\$ 43,243	\$41,032
	New Boiler	\$ 18,500	\$18,500
	TOTAL		\$59,532
Carr Post	Critical Stabilization	\$99,905	\$75,544
	Preservation and Restoration	\$1,500,000	
	TOTAL		\$75,544
Action Cove Phase I	Preservation/Rehabilitation	\$25,000	\$25,000
Action Cove Phase II	Preservation/Rehabilitation	\$25,000	\$25,000
	TOTAL		\$50,000