

Town of Framingham

Historic Preservation Plan

2016

Framingham Historical Commission
Framingham Historic District Commission

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Plan adopted July 12, 2017

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To Gerald Couto, AIA

1937—2017

This Historic Preservation Plan is dedicated to Gerald “Jerry” Couto, AIA. Jerry was an ardent supporter of historic preservation in Framingham for decades. He served on the Historical Commission, Historic District Commission, and as a Town Meeting member for many years. His breadth of knowledge in the fields of architectural history and historic preservation were a rich resource to the town. He was passionate about the importance of preserving Framingham’s history, and his voice will be sorely missed.

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On the cover; 1699 map detail, Edgell Memorial Library, 1832 map detail (Centre Common), 1856 map detail (Saxonville), 1898 bird's eye view (South Framingham), the Saxonville Athenaeum

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Executive Summary

The Framingham Historical Commission first prepared a Preservation Plan in 2002, with assistance from Town staff and the Historic District Commission. This wide-ranging plan helped to guide preservation efforts in Framingham for the following fourteen years, a period of continued growth and development in Framingham with many challenges for the preservation community.

This plan was prepared in 2016 by Town staff with input from the Historical Commission, Historic District Commission, and other relevant Town boards and organizations. The current plan is more focused than the 2002 plan, zeroing in on immediate actions the two commissions, other related boards, and Town staff can take to further preservation efforts in Framingham.

Framingham is a community with many layers of history visible on the landscape. There are historic eighteenth century farmhouses, nineteenth century industrial buildings, and postwar subdivisions scattered throughout town, in more rural areas and dense village centers. The goal of this plan is to take into account Framingham's varied historic resources and provide a guide for preserving and protecting each unique layer.

To set the stage for Framingham's historic resources, the plan begins with an overview of Framingham's history from its earliest settlement to the present day. A brief overview of preservation planning as a practice is provided to help orient the reader to the goals of the plan. Next is a review of Framingham's cultural resource documentation efforts to date, including the Cultural Resources Inventory and the National Register of Historic Places. A summary of Framingham's past planning efforts, including other plans related to historic preservation, shows how historic preservation can impact many different areas of the community. The following chapter outlines the major regulatory bodies and programs that govern preservation efforts at the federal, state, and local level. The penultimate chapter presents the major issues and opportunities in preserving Framingham's resources, while the final chapter provides actionable recommendations to further historic preservation in Framingham.

It is anticipated that this plan will serve as a guide for the preservation community in Framingham for at least five years, at which time the plan will be reviewed and updated as needed.

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A History of Growth and Development in Framingham

To 1800

When the first European settlers arrived in Framingham in the 1600s, the area was known as "The Wilderness." Due to the presence of the Sudbury River and its numerous tributaries and marshlands, the Nipmuc Tribe of Native Americans originally inhabited the area. Evidence of their settlement is found in various parts of town, such as Saxonville, Mount Wayte, Nobscot, and the shores of Farm Pond and the Sudbury River. A site on the Sudbury River has been excavated for archaeological resources; the exact location of such sites is not disclosed to the public for preservation purposes.

In the early days of the Massachusetts Bay Colony, the General Court had the power to award grants of land, large and small, to petitioners. Often these were awarded to persons who had served for or supported the Colony. These grants benefitted the colony by opening up new territory for settlement. One such land grantee was the Reverend Jesse Glover. He and his wife, Elizabeth, left England to come to the Colony in 1638, but he passed away en route. She remained here and in 1640, was the recipient of the first such grant within the present-day boundaries of Framingham, receiving about 600 acres. She never settled on this land, but eventually leased it to Edmund Rice of Sudbury. Several lesser grants followed – to Thomas Mayhew 300 acres (1643), to Edmund Rice 80 acres (1652), and to Reverend Edmund Browne 20 acres (1654).

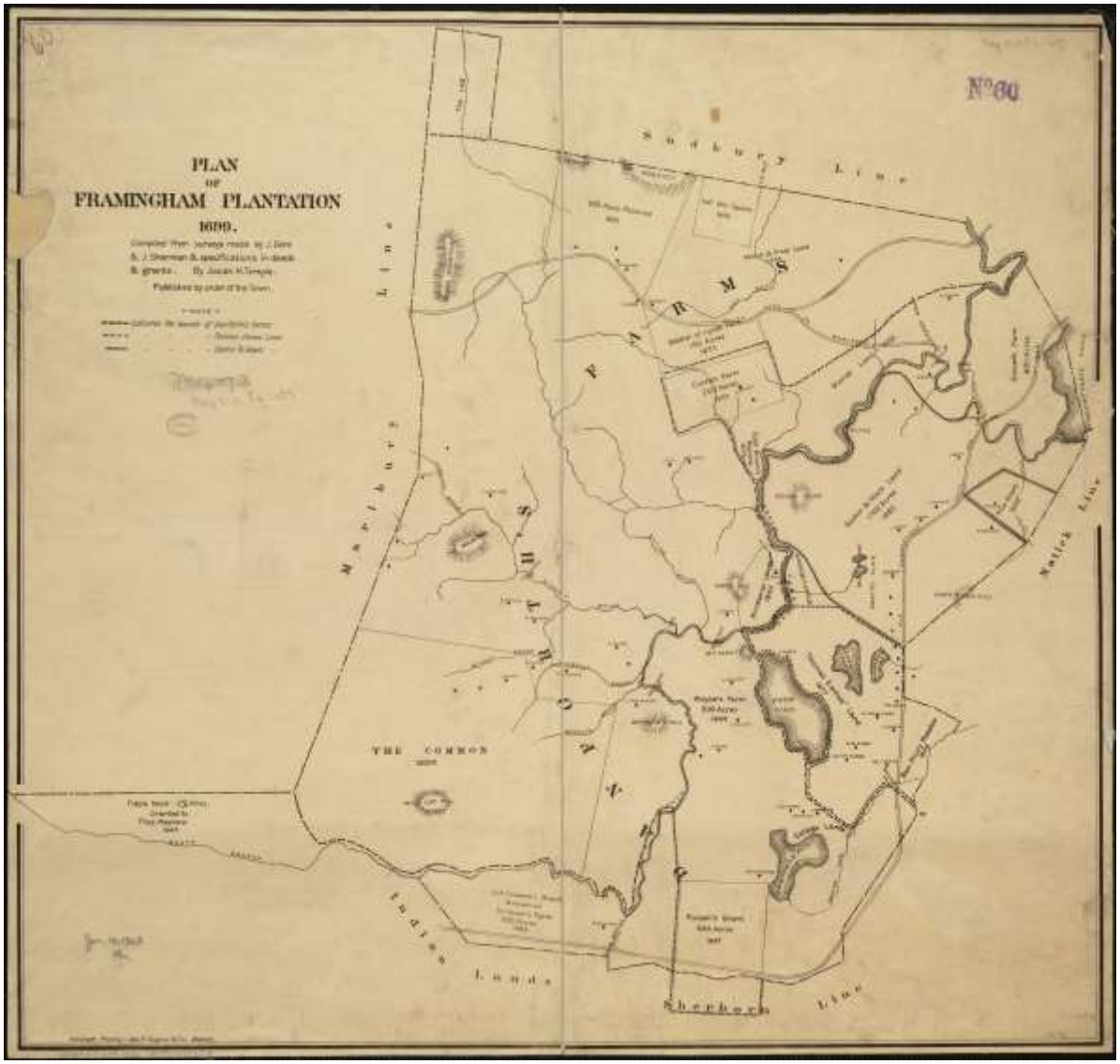
The first European to actually settle here was John Stone of Sudbury. He came in 1647 and built a house and grist mill at a fall in the Sudbury River, near present-day Saxonville. He negotiated the purchase of a few acres from the local Native Americans, to which was added a grant from the Massachusetts Bay Company of 50 additional acres in 1656. The area became known as Stone's End. In 1658, Richard Wayte received a grant of 300 acres in what is now the south part of town, encompassing the area known today as Mount Wayte. Other grants followed and settlers with names such as Eames, Corlett, Frost, Eaton, and Winch trickled into the area.

But the primary grant to which Framingham owes its existence was to Thomas Danforth, a high ranking official in the Colonial government.

He had served as the Governor of Maine (then part of Massachusetts), as a superior court judge, and as treasurer of Harvard College. He held other positions in the government as well, and presided over the initial proceedings in the Salem witch hysteria. In 1662, for his services to the Colony, he was awarded land grants totaling over 14,000 acres west of the Sudbury River. He acquired smaller grants and purchased additional land until his holdings amounted to about 15,000 acres. He and his assistant, Joseph Buckminster, came here soon after and determined that a town center should be created near the geographical center of his lands. They chose a site on a small rise near a bend in the Sudbury River, where the Old Burying Ground on Main Street stands today. Eventually a more suitable "center" was established just a few hundred yards to the northwest, where the Centre Common now is. Danforth dubbed his holdings "Framlingham", the name of his ancestral home town back in England. It was also known as Danforth's Farms. Many years later, when the settlers decided to incorporate, they needed a name for their proposed town. It seems that they intended to continue the name Framlingham, but a transcription error resulted in Framingham, probably nothing more than a slip of the pen.

Danforth never lived in Framingham, staying at his home in Cambridge. His plan was to run the property much like an English manor, leasing lots to tenant farmers. That concept was only partially realized. Early settlers held 999 year leases while later lots were sold. By 1699, there were seventy-six families, and about three hundred and fifty men, women, and children scattered throughout what would become Framingham. The first town meeting was held on August 5, 1700, and a meeting house was established at the center in 1701. By 1710, 111 men were listed on the Town's tax rolls.

Geography, transportation routes, and human intervention all have been influential in the development of Framingham. There was a ready-made route from the shores of Massachusetts Bay through Danforth's lands, long established by the Native Americans and known to Colonists as the Old Connecticut Path.



Prepared in the late nineteenth century by Framingham historian Josiah Howard Temple, this map uses deeds and town records to lay out the various parcels that were part of Framingham in 1699.

Map from the collection of the Norman B. Leventhal Map Center at the Boston Public Library.

It had been used by the Native Americans to travel between their summer encampments in eastern Massachusetts and their winter homes on the coast of Long Island Sound. It gave early settlers access to those parts of Framingham through which it passed along present-day Route 30 and Concord Street. Later the Boston Post Road, a stagecoach road, was laid out between Boston and Albany, New York, passing a few miles to the north of Framingham in Sudbury. A branch of that road was developed, running southwest from what is now Wayland, through Saxonville (School and Water Streets) and Nobscot (Edmands and Nixon Roads), rejoining the Post Road near the present-day Wayside Inn in Sudbury. The earliest settlers built homes along these two roads. Soon after incorporating, the townspeople undertook the laying out of additional roads. The earliest radiated out from the center and meeting house to the other parts of town, roads such as Central Street, Salem End Road, Pleasant Street, Edgell Road, Beacon Street, and Summer Street.

Many of the town's present-day historic assets can be found along these early roads. Buildings remaining from this early period of settlement primarily include large, two-story, center-chimney scattered farmhouses, with smaller one-story cottages very rare. Gable roofs predominate, with only a few examples of gambrel roofs. High-style, ornate examples of the popular 18th century Georgian style are rare, with most buildings retaining simple, vernacular trim and massing.

By 1790, the population had reached 1,598, and several well-defined neighborhoods had been established within the town's boundaries, each with its own character. They were:

- The Centre and its immediate surrounding area
- Stone's End, now Saxonville, with its mills and the area surrounding the falls
- The Salem End enclave, which included homes of several witchcraft refugee families
- Brackett's Corner at the intersection of Water Street and Edgell Road, now known as Nobscot Village
- Sherborn Row, later known as Clark's Corner and the present downtown area
- Park's Corner to the south, in the area of present-day Joseph P. Keefe Regional Technical School

Again, these locales contain many valuable historic assets today. Only Park's Corner, where the town's first Baptist Church was built, has been completely obliterated. Of this once-thriving village, the sole remaining structure is the home of the Baptist preacher, Reverend Charles Train on Waverly Street.

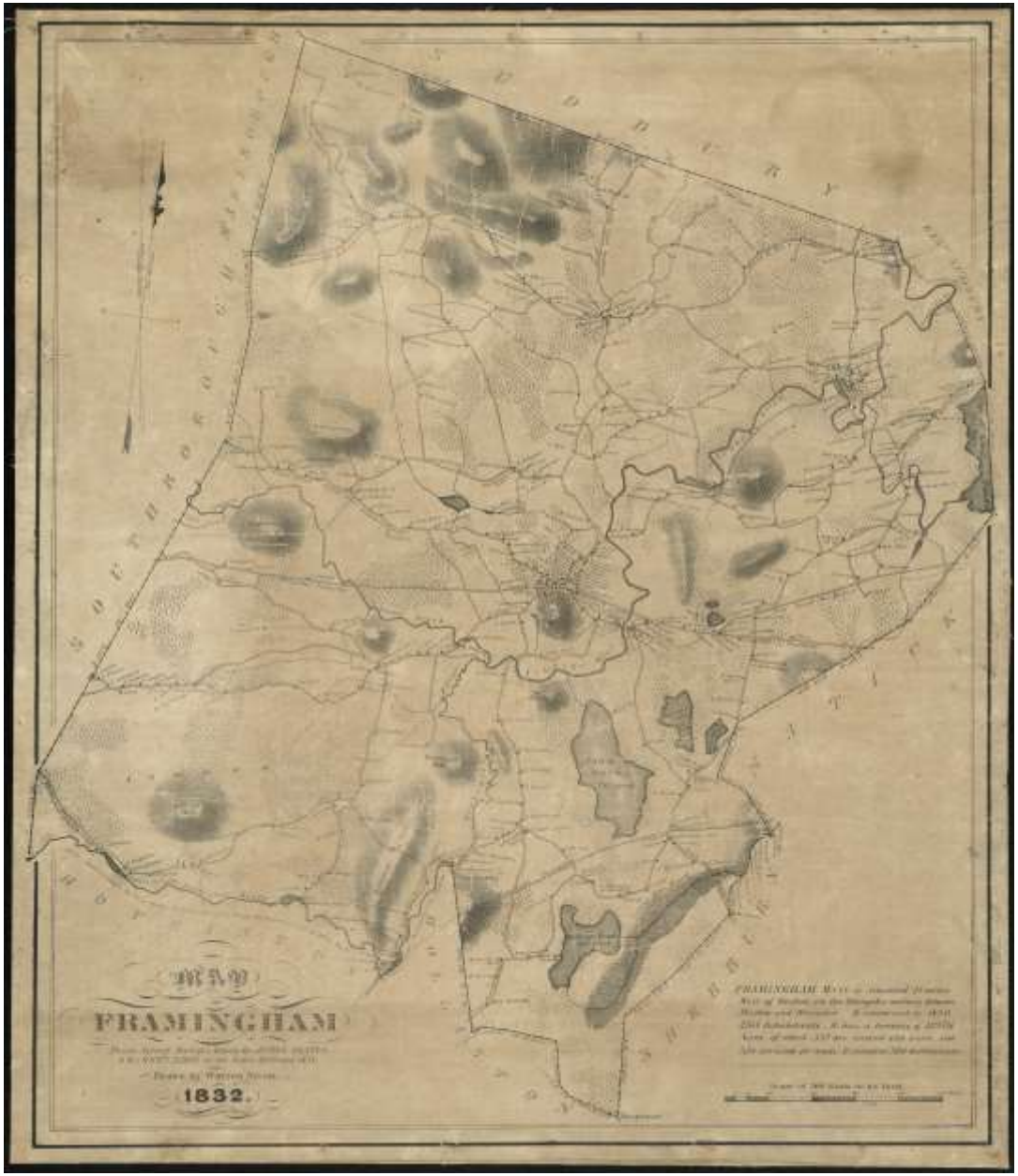
1800 to 1900

In 1810, the Worcester Turnpike toll road was built connecting the state's two largest cities, Boston and Worcester; today it is known as Route 9. The journey by stagecoach took two days with the halfway point at Framingham Centre, near the meeting house. A hotel soon opened there and the area became the town's first commercial district. A new meeting house was erected on the Common in 1835, and by this time the town had its own private secondary school called the Framingham Academy. Both buildings still stand today at the edge of the common.

The growth of the Worcester Turnpike appears to have spurred Framingham's architectural development by providing residents with direct access to popular styles in more populous, cosmopolitan locations such as Boston. Several high-style examples of the Federal and Greek Revival styles are found throughout town, particularly around the Centre Common. These houses retain ornate trim and other features such as porches, which are often absent on more vernacular examples outside of the main center of settlement.

At this time the community was overwhelmingly agricultural. Craftsmen such as blacksmiths, weavers, and carpenters worked independently, and almost every household had gardens and a few domestic animals. But the Sudbury River provided another dimension to the town's character. It powered numerous mills along its path, giving rise to small industries such as grist, saw, paper, and fulling mills. The large falls would soon give rise to significant textile manufacturing mills.

A seminal event in the town's development occurred in 1833. Rail transportation in the form of the Boston Worcester Railway Company came to town. The route chosen took the train through the south side of town, leading commercial and industrial development to focus in South



This 1832 map of Framingham shows the extent of the town's development just before the arrival of the railroad in 1833.

Map from the collection of the Norman B. Leventhal Map Center at the Boston Public Library.

Framingham rather than at the Centre Common. In the decades that followed there was much development both industrial and commercial along its path, notably away from the Centre. Other rail lines came, leading to Milford, Marlborough, Sudbury, and Sherborn, all converging at South Framingham. The result was the rapid growth of commerce and industry throughout this area. Among the prominent industries were the manufacture of shoes (Claflin, Coburn & Company), straw hats (Barber & Co. Straw Goods), and rubber coated fabric, boots, shoes, and other items (Para Rubber Shoe Company). This growth led to the construction of two-story commercial blocks in South Framingham, along with larger utilitarian brick or wood frame factory buildings in both South Framingham and Saxonville.

With this growth there was an influx of labor and the corresponding need for housing. Soon South Framingham and Saxonville became the dominant villages in the community. The population doubled in the 25 years from 1865 to 1890, rising from 4,665 to 9,500 residents and reflecting the rapid development of industry and commerce in the south. Symbolic of this shift was a change in location for Town Meeting. Always held at the Centre since the town's incorporation, it was moved to South Framingham in 1891. Housing continued to be built in many of the popular, current styles of the mid-to-late 19th century, such as the Greek Revival, Italianate, and Second Empire. Smaller worker's housing was built in the villages of Saxonville and South Framingham, often in the form of one-and-a-half story end-gable cottages but sometimes as larger, multi-family, company-owned buildings. These were largely simple, vernacular buildings, although some included machine-cut trim with a nod towards the Italianate style.

In the latter half of the 19th century, most of the land north of the Worcester Turnpike remained largely agricultural, but some scattered development did occur there. Wealthy Bostonians found the area to be a desirable place to build large country estates. One of the largest was Ebenezer Francis Bowditch's Millwood Farm, amounting to over six hundred acres. There were several similar estates, and these all helped preserve the area's agricultural character through the 19th and into the 20th century.

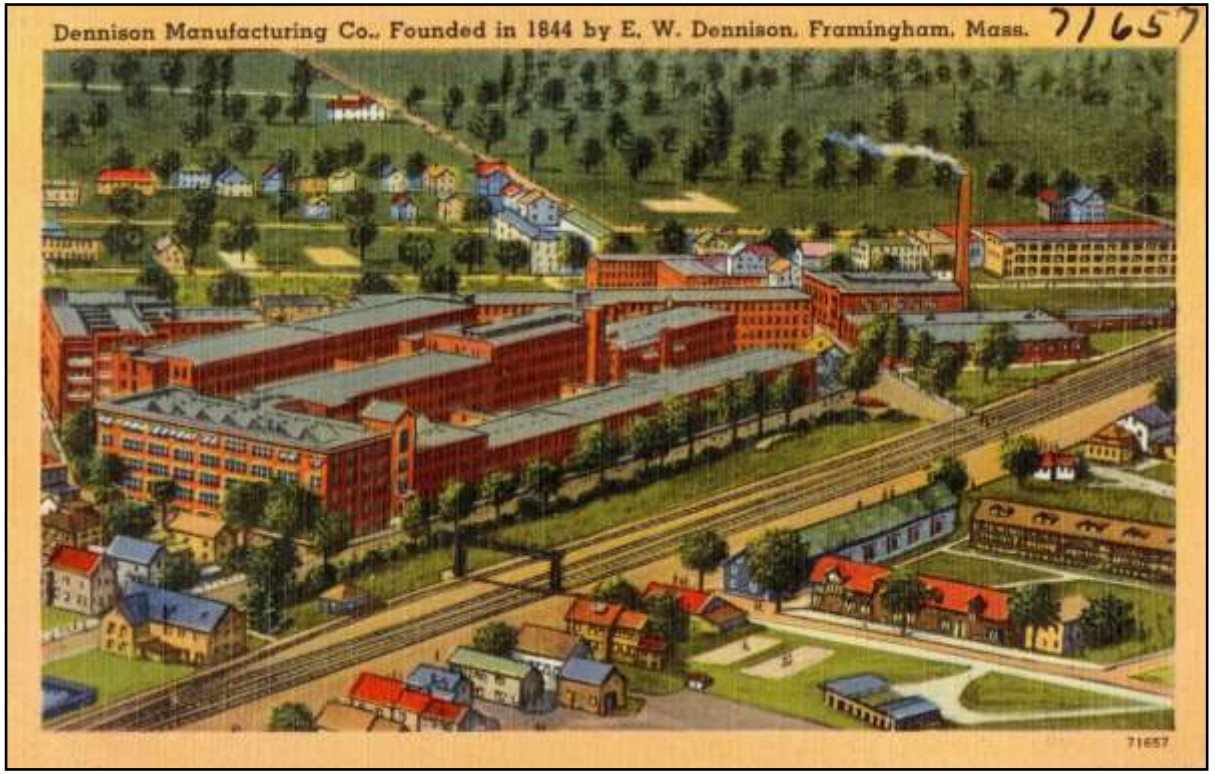
The village of Saxonville displays a wide variety of worker's housing from the nineteenth century. This includes single-family buildings, duplexes in various forms (left, back-to-back duplex on Central Street) and even several blocks of row housing (bottom, on Centennial Place).

While these farms tended to include high-style houses of late 19th century styles, other more typical houses around Framingham were simpler versions of the popular Queen Anne and Colonial Revival styles.

A severe economic depression struck the nation in 1891. The boom that Framingham had experienced suddenly ended. Cutbacks and closings dominated the news. The town's Board of Trade (precursor to the Chamber of Commerce) went to work, seeking new industry. With financial inducements from the town and private sources they wooed the Dennison Company away from Roxbury. And in 1902, a young man whose family was in the shoe manufacturing business, Richard H. Long, was passing through the area and happened to see that the Coburn Shoe factory was idle and for sale. He promptly purchased the building. These two events formed the basis of a rebirth of South Framingham.

1900 to 1945

The years from 1900 to the start of World War II were a kind of golden age for South Framingham. Industry and commerce boomed during that period. Large commercial blocks appeared along Irving, Hollis, Waverly, and Concord streets and Union Avenue. The electrification of the downtown and the coming of the automobile changed life for people and business interests alike. Electrified trolley lines became the favored means of transportation, bringing all parts of town closer together and connecting Framingham to other nearby communities. The lines between Framingham's villages blurred. Automobiles began to appear more frequently, giving the few owners easy access to all parts of town and beyond. The largest of the trolley lines was the Boston Worcester Electric Railroad Company (B&W). When trolleys began to be replaced by buses in the 1930s, a little-known company founded by an Italian immigrant, Bonfiglio Perini, landed the contract to remove the old tracks around town and on Route 9. That company would grow to become an internationally-known contractor, with its headquarters on Union Avenue. By 1900, Framingham's population had reached 11,302.



This postcard image of the Dennison Manufacturing Co. factory complex was produced by the Tichnor Brothers Co. in the mid-20th century.

From the Tichnor Brothers Collection at the Boston Public Library.

The Dennison Manufacturing Company became the dominant industry in South Framingham, employing a majority of the residents in that part of town. Under the leadership of Henry S. Dennison, a brilliant industrialist and progressive thinker, the company so dominated the town's affairs that Framingham acquired the nickname "Tag Town" in reference to one of Dennison's best-selling products – the shipping tag. In 1908 Richard H. Long built a five hundred foot-long, state-of-the-art reinforced concrete shoe factory in the old Park's Corner neighborhood. It would employ as many as 5,000 people in its heyday. After World War I, with the shoe industry in decline, Long converted his plant to the manufacture of automobiles in hopes of becoming a leader in that industry. The effort was short-lived and he shifted into the retail end of the car business. He remained a power in local affairs for many years, and even ran for governor of Massachusetts on the Republican ticket.

The coming of the automobile changed much in the community. In 1914, the town appointed its first Planning Board and efforts to put some guidelines and bounds to development began. As the number of workers living in South Framingham grew, many blocks of housing appeared both north and south of Waverly Street, the main thoroughfare of the area. These included buildings in the popular Colonial Revival style as well as Dutch Colonial and bungalow forms. Water and sewer services would come to the area during this time as well as street lights and the town's first traffic signal.

In the span of about three decades, encompassing the end of the 19th and into the 20th century, there was a great surge of interest throughout this nation in our historic heritage, known as the Colonial Revival period. In Framingham this interest in the town's history took several forms. A historical society was formed in the 1880s, and a gala celebration of the town's 200th anniversary took place in 1900. Interest in Framingham's historic heritage began to be focused on the neglected Centre Common, and the area was spruced up. A citizens' group, calling itself the Framingham Improvement Association, was formed and became custodian of the old meeting house on the common. They restored the building and added a handsome, columned north portico facing the common. It became known as Village Hall and continues to be used

Framingham's Centre Common as viewed from Framingham State University on Bare Hill.

for a variety of functions. Stately old homes bordering the common underwent extensive restoration under the direction of local architects such as Charles Baker and George Marlowe. In 1916 the Historical Society became custodian of the Old Academy building and converted the former school into a history museum. A new school, modeled after Independence Hall in Philadelphia, was built next to the Academy building – the Jonathan Maynard School. And the old Edgell Memorial Library, built in 1873, continued to be used, with its bronze Civil War soldier standing guard in front. The area had been transformed into a classic New England town green.

Framingham's rapid growth, focused especially in the downtown area, was beginning to raise concerns. In response, a Planning Board was created in 1914 and the town's Parks Department in 1916. The first look at changing Framingham's form of government to a city came around 1911. A committee of five was appointed "to consider the matter of a change in the organization and government of the town." They concluded that the open town meeting format was obsolete, and recommended a city form of government with no mayor, but an elected commission of three. No action was taken on their proposals. The Planning Board would eventually take up the question of zoning regulations and the town adopted its first zoning bylaws in 1939.

The 1920s saw continued population growth in Framingham, reaching 17,033 at the census. In 1924, the town grew by 575 acres when a piece of Sherborn south of Waverly Street was annexed. The population grew by 600 overnight with the acquisition of the Sherborn Women's Reformatory, now MCI-Framingham. As mentioned above the manufacture of rubber goods, including rubber-coated fabrics, was one of the earliest industries in the downtown area, along with straw bonnets and textile manufacturing. Many of these companies died out in the early 20th century, but in 1925 a new player, the Hodgman Rubber Company came to South Framingham. Over the next forty years it would employ as many as 600 people at its peak.

Memorial Building shortly after its construction in 1926.

From the collection of the Framingham History Center.

For over thirty years, Town Meeting lacked a permanent home and was held in all sorts of places in South Framingham, such as the opera house, the armory, a movie theater, and the high school. The problem was finally solved in 1928, when a new town hall and memorial to citizens of Framingham who served in World War I opened its doors. It stands at the junction of Union Avenue and Concord Street, looking out upon the great collection of buildings that forms the heart of the downtown. It was one of many structures built there by local builder John J. Prindiville.

Framingham struggled along with the rest of the country during the Great Depression. The Dennison Company reduced workers' hours to avoid layoffs for its employees as much as possible, and let out small jobs which could be done at home by women and children. The Works Progress Administration provided some employment with projects such as the construction of concrete grandstands and a field house at Bowditch Field, and similar structures at Winch Park and Butterfield Park. The town fared as well or better than most developed communities during this challenging time. The town's population growth stagnated somewhat during the Depression, reaching 22,033 by 1920 and only 23,273 in 1940.

Framingham has had a long relationship with the state's military. In 1872, because of its central location, the town was chosen as the site for a muster field and training ground. The Commonwealth of Massachusetts purchased a large tract of land at the intersection of what is now Route 9 and Concord Street. Every summer for decades, units of the volunteer militia from across the state assembled at the muster field. During every outbreak of hostilities from the Spanish American War to the Second World War, activated militia units assembled and trained in Framingham in preparation for going to the front. Following World War II, veterans' housing was constructed on a large portion of the muster field. A National Guard Unit continues to be based on the south side of the property. Other military activity occurred elsewhere in Framingham. During World War II, the War Department built Cushing Hospital off Dudley Road to treat those wounded with neurological injuries. It employed several hundred civilians, and almost 14,000 wounded and sick were treated there.

1946 to 2000

In the post-war years, transportation and industry continued to play a major role in Framingham's growth and development. The local economy got a significant boost in 1946 when General Motors built an assembly plant near the Sherborn line. In 1955, recognizing the need for better planning, the town created an Industrial Development Commission (IDC). Another seminal event came in 1958 when Interstate 90, the Massachusetts Turnpike, was completed. This would become the main artery of commerce across the state. The location of entrance and exit points for such highways often has a dramatic impact on communities. Framingham became the site of two such points – one to the east, close to the Natick line, and one to the west, close to the Southborough line. This opened up new areas for industrial and commercial development and insured that Framingham would continue to be a leader in these fields for the future. That same year, IDC published a booklet, "Framingham Facts for Industry," proclaiming the benefits of locating a business here. However this new development came at a cost, with the loss of one of the town's oldest, and most prized historic assets. The Rugg-Gates House, built ca. 1785, was first moved to make way for the Pike, and eventually was condemned and demolished.

Just as the early part of the 20th century was a golden age for downtown Framingham, the post-war years became so for the lands bordering Routes 9 and 30 on the east side of Framingham. This area became the Golden Mile and later the Golden Triangle for the massive commercial and retail development that occurred. The impact of the automobile on American culture had already begun before World War II, but in the years immediately after, its influence became pervasive. Shopping was no longer a local neighborhood activity. Nothing could illustrate this better than the opening of Framingham's Shoppers World in 1951. It was the first such mall in the United States east of the Mississippi River. Built on land previously occupied by Wyman's Garden Center, it attracted shoppers from throughout the MetroWest area and beyond. Framingham's easternmost exit from the interstate provided easy access to this area and facilitated additional industrial development as well.

Shoppers browsing the stores at Shopper's World.

From the collection of the Framingham History Center.

Restaurants, dinner clubs, movie theaters, night spots and motels soon appeared, followed by big box retail establishments until these roadways were lined on both sides by a solid string of commerce. The nightclubs attracted top-of-the-line entertainers from New York and Hollywood. More and more Framingham residents were drawn to this area for their entertainment as well as shopping. The impact on Framingham's downtown was remarkable. The area was undergoing a dramatic decline, to the point that it was no longer viable for many merchants. In addition, several buildings, some of them historically significant, fell victim to the wrecking ball or fire. A steady decline in the ridership of trains – another consequence of increased automobile use – added to the problem. Foot traffic from the trains had always provided much of the energy that drove the economy in the downtown; its decline exacerbated the situation. One after another businesses began to close. Straty Scoulos, owner of the popular Concord Street eatery The Wellworth, finally gave up. He closed his downtown shop and built The Maridor, a motel and restaurant on Route 9 near Framingham Centre. His business thrived there for many years.

Ironically, even as the downtown underwent slow decline, the town's population was undergoing a period of rapid growth. This was the post-war baby boom era. In 1946 Framingham's population was a little over 25,000. In the next twenty years it would nearly triple to just over 65,000. Where did all these people settle? As noted previously, until the end of World War II, most of the land north of Route 9 outside of Saxonville was agricultural – a mix of apple orchards, poultry and dairy farms, small truck farms, and large country estates. With the arrival of Shoppers World developers were quick to buy up large tracts of land and began mass-producing houses. Initially, the growth was welcomed, but the town had no long-range plan for development. The first large subdivision came when the Campanelli brothers purchased a tract near Cherry Street and built Cherryfield. Advertisements highlighted the Campanelli's modern houses.

This advertisement for the Campanelli brothers' first development in Framingham, Cherryfield-at-Framingham, ran in the Boston Globe on November 20, 1955.

Many of the houses were built in the popular post-war Cape or Ranch form. Some had Colonial Revival style details, while others had more modern features. Other subdivisions soon followed north of Route 9. Concerns began to grow when the Campanellis purchased the Pinewood Country Club in Saxonville. A citizens' group attempted to pass a moratorium on subdivision construction, but it failed. What followed was the Pinefield development, Phases I through VI, with hundreds of new homes and young families with children. By 1966, the Campanellis alone had added roughly 2600 houses to Framingham. Other developers such as Martin Cerel and Paul Livoli also joined in the housing boom.

Framingham's history of being a welcoming place to industry went back to the days of the Board of Trade in the 1880s, and this continued into the post-war years. Throughout this period two established companies, Dennison Manufacturing in South Framingham and Roxbury Carpet in Saxonville, continued to be major employers. New companies such as Sealtest Corporation built near the east exit to the interstate. In 1958, the Perini Brothers teamed up with Martin Cerel to develop a tract of land with easy access to the west exit of the interstate highway. Sometimes called the Mountain, it would later become the Framingham Industrial Park.

The spiraling rate of growth set off alarm bells in the town. Changes in town government were called for. New boards complementing the Planning Board were created to deal with issues such as zoning, industrial development, and conservation. Town Meeting, up to now, had been open to all registered voters. It was replaced in 1950 by a representative group of 200 Town Meeting members elected by precinct. The post-war baby boom put a heavy burden on schools. To cope, the town built three new elementary schools within a span of five years in the 1970s. Massive apartment buildings began to appear on and near Route 9, adding to the population pressures. In 1972, 2,184 new apartments were constructed in town. The Planning Board and Zoning Board of Appeals were overwhelmed with trying to keep up with the steady flow of applications and zoning issues. Further changes in government were called for. A new position, Town Executive Administrator, was created to ease the burden on the Board of Selectmen. This was a precursor to the current Town Manager

This aerial image from the early 1960s shows the residential development in the Mt. Wayte area. Union Avenue (right) and Franklin Street (left) are crossed near the center of the image by Mt. Wayte Avenue . Bowditch Field is to the right, while the edge of Farm Pond is in the lower left corner.

position, created in 1996. The growth rate continued at a torrid pace into the 1960s. As the available land was built out, the emphasis shifted to rental properties. Soon the town was building a new school almost every other year. Town government, alarmed at the rapid pace of development, decided to try to put some controls on growth. In September 1972, Town Meeting adopted a moratorium on apartment construction. It remained in place for over thirty years, and the rate of population growth was quickly slowed. In the 1970s it was becoming clearer than ever that there was a need for a permanent branch of government to manage growth and development, leading to the creation in 1973 of a full-time Planning Department.

One of the triggers for this action was the threat of demolition of one of the town's most precious historic structures, the Eames House, on Union Avenue near the downtown. A developer planned to build apartments on the site where it stood. Citizen preservationists rose up in opposition, and the structure was moved to a new location and saved. Other similar situations occurred in the old center, where several historically significant structures fell to the developers' wrecking ball. When the Edgell Memorial Library was threatened with demolition to increase parking for a newly-constructed library, the public was aroused to the importance of historic preservation. Once again citizen groups, including members of Framingham's Historical Society, voiced strong opposition to these proposals. Out of that movement, a new town body was born. In April of 1969 Town Meeting approved the creation of a Historical Commission. Soon after, in 1978, a Historic District Commission was created, as well as the town's first historic district, the Centre Common Historic District. The work of cataloguing Framingham's historic and cultural assets began at that time, and continues to the present. During the decades that followed, four areas were recognized for their historic significance with listing in the National Register of Historic Places: Irving Square (1982), Concord Square (1983), the Centre Common (1990), and Saxonville (1992).

Threatened with demolition in the late 1960s, the Henry Eames House was given to the town, who sold it to a new owner. The building was then moved to its current location on Prospect Street, an early example of preservation efforts in Framingham.

In the mid-1970s growth began to slow. The townspeople took another look at Framingham's form of government, and in 1972 a Charter Commission recommended several changes, which were adopted. Framingham's economic base was changing as well. In 1973 the mills in Saxonville, which had operated for over 150 years, fell silent, unable to compete with cheap labor in the south. This signaled the beginning of a trend that would wipe out thousands of jobs in the area. In the early 1980s the General Motors plant had several temporary shutdowns and finally closed its doors for good in 1987. The nation's economy took a blow in 1989. On Monday October 19th of that year, the stock market experienced its biggest one-day drop on record, triggering a downturn that would last several years. Layoffs began at the Dennison Company in 1990, and later the company merged with Avery International Corporation, a west coast firm. All of its manufacturing in Framingham was shut down soon after. Cushing Hospital, which had been converted to a civilian hospital for the aged, closed in 1991, laying off several hundred workers. Framingham's population leveled off at around 66,000.

But as bad as the situation might have seemed, new technologies were coming along which would revitalize Framingham's economy. The digital age and the age of electronics was about to break upon us. New companies showed interest in settling here, with several firms building new plants in Framingham. Prime Computer, one of the first companies of its kind, built on Speen Street. Other hardware and software companies, such as McCormick and Dodge, followed. A large office building known as Point West Place rose up near the east exit of the Interstate, and the former site of the Carousel Theater on Old Connecticut Path was redeveloped as the Carousel Office Center.

2000 to the Present

Manufacturing, which has long been a foundation of the local economy, continues to play a significant role in a more economically-diversified Framingham. Other industries such as technology have begun to dominate Framingham's economy. One of the new major companies, the Genzyme Corporation, is a leader in biotechnology and has major facilities in the Framingham Industrial Park. Bose Corporation built its worldwide headquarters there, and Staples has its headquarters nearby. The town has been successful in retaining some other major companies, such as TJX Companies, with tax incentives. In addition to major corporate headquarters, Framingham continues to be a center of retail for the region with Shoppers World and its associated developments along Route 9.

Open space in the community has been disappearing rapidly and from the 1990s into the first decade of the twenty-first century, the town's planners worked hard to set aside undeveloped land. The old grounds of Cushing Hospital were redeveloped as a beautiful park for passive recreation, while woodlands on the north side of town were designated as conservation land.

With the exception of the northwest quadrant, the town is essentially built out. New housing has tended to be in the form of small clusters of houses on smaller tracts of land. Some very high end construction has gone on in the northwest quadrant, where there are still larger tracts left to be developed. Several developers have introduced proposals to subdivide several of the large parcels there. Recent changes in the town's zoning bylaws have included provisions for the transfer of development rights from one parcel to another, as well as new subdivision forms such as cluster developments that leave more open space in a development than a traditional subdivision layout. A long-range plan for the protection of open space was developed early in the 2000s and continues to be updated every seven years. The Historic District Commission is working to propose new historic districts which will further protect historic assets in different neighborhoods throughout town.

Following the shutdown of the Dennison Company, developers submitted plans to demolish many of those buildings and redevelop the area. Strenuous efforts by the Historical Commission and Planning Board prevented that. Most of the

Manufacturing has continued to be an important part of Framingham's economy, although the products have shifted from tags and cars to technology and pharmaceuticals. Today companies such as Genzyme and Bose have a major presence in the community.

former factory buildings have been saved and repurposed. Framingham celebrated its 300th anniversary in 2000, and the Historical Commission and Historical Society played an important role in these events, taking the opportunity to bring the town's rich heritage to the public's attention. At the same time, Town Historian Stephen Herring published a new history of the town, *Framingham: An American Town*. The Historical Commission began work on a preservation plan for the town and in 2002 it was accepted by Town Meeting.

In 2008, the town took a big step in historic preservation when it leased three buildings at the Centre Common – the Old Academy, the Village Hall, and Edgell Memorial Library – to the Framingham History Center (formerly Historical Society). In 2015 a part-time historic preservation planner was added to the staff of the Community & Economic Development Department, and in 2015 the town was accepted into the Certified Local Government program, overseen by the Massachusetts Historical Commission and National Park Service.

Today, Framingham continues to grow. Through years of neglect, several town-owned buildings have reached a point where important decisions regarding their future are required. Among the buildings concerned are the Memorial Building, the former Framingham High School (known today as the Danforth Museum Building), Village Hall at the Centre Common, the Athenaeum Hall in Saxonville, the Saxonville Fire Station, and the Nobscot Union Chapel. Despite these challenges, the town, with a present population of about 70,000, remains a vibrant, thriving, and diverse community at the center of the MetroWest area, which maintains a pride in its historic heritage. It has been described as an "urban, suburban, and rural" community, and indeed, one can find elements of all these within its boundaries.

Frederic A. Wallace
Town Historian
10 July, 2016

The writer wishes to acknowledge the writings of Stephen W. Herring, former Framingham Town Historian, South Middlesex, A New England Heritage *(1986) and* Framingham, An American Town *(2000) as sources for much of the information included in this work.*

Many of the Dennison Manufacturing Company buildings have been rehabilitated and are once again a vital part of South Framingham.

3
An Overview of Preservation Planning

Why is it important to plan for Framingham's historic and archaeological resources? These buildings, sites, monuments, and other resources provide a tangible link to Framingham's past. They help to ground residents in the present by providing a visible landscape of how the community has developed. Historic resources can be a source of pride for a community, as Framingham's resources are unique to Framingham; they are found in no other community, and represent only Framingham.

Historic resources have also been shown to have economic benefits. One of the reasons many tourists visit Boston and other Massachusetts communities is to see the many historic resources the Commonwealth has to offer. In addition, local historic districts have been shown to have a positive impact on property values in protected areas. Buildings of different types, styles, and age also provide a range of housing and commercial spaces for a community. In Framingham, a resident may own an 18th century house in the Northwest Quadrant, live in a three-decker flat in South Framingham, or rent an apartment in a modern apartment building along Route 9. A business might choose to locate in a converted house along Union Avenue, a space in an historic commercial block in South Framingham, or a new purpose-built commercial building on Route 9. This range of choices allows a variety of businesses and residents to call Framingham home, adding to Framingham's diversity.

The three steps critical to a successful preservation program are **identification**, **evaluation**, and **protection**.

Identification

A community must first identify its historic and archaeological resources. What are the important buildings, structures, monuments, and archaeological areas in the community? What role did they play in shaping the community's history? How do they relate to larger patterns in our state or country's history? This work is generally completed as a survey and inventory project, which reviews all of the historic and archaeological resources in a community (survey) and documents them in a standardized way (inventory).

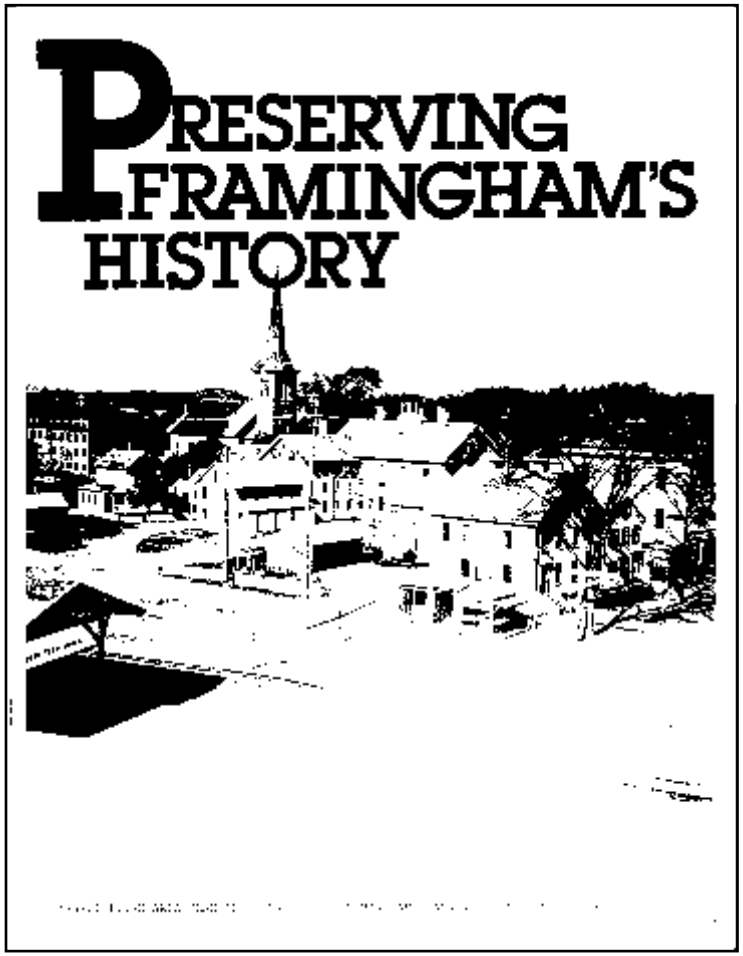
Evaluation

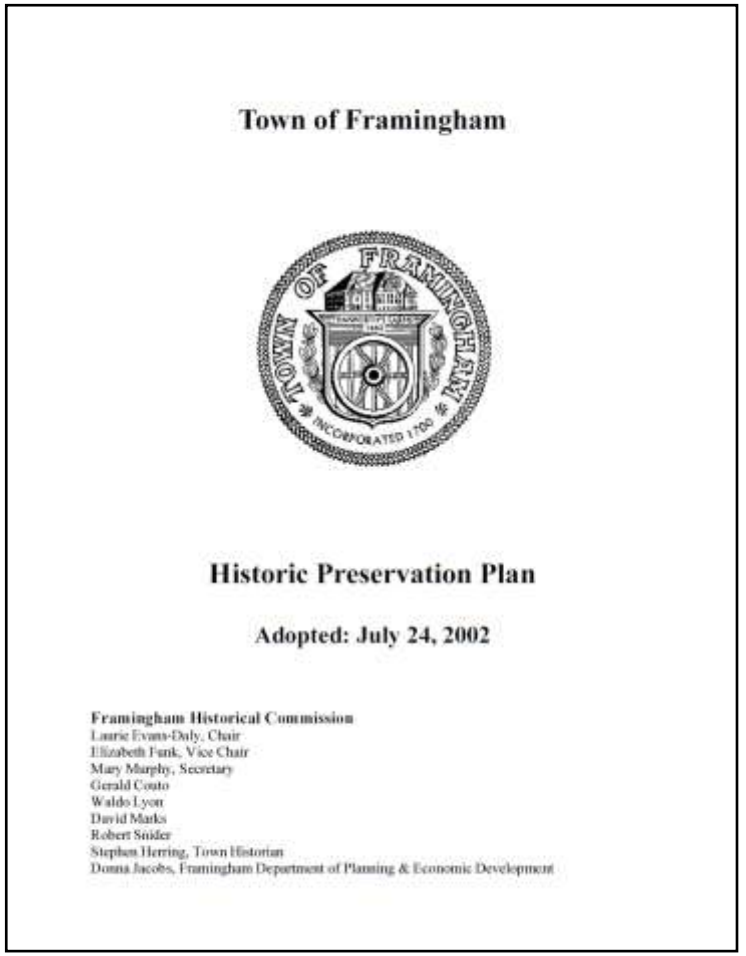
Next, the community's historic and archaeological resources are evaluated for their significance. This is generally done in relation to the criteria set by the National Park Service for resources to be listed in the National Register of Historic Places. Does a resource retain its historic integrity, such as historic materials, methods of construction, and setting? Is a resource one of the few of a certain type remaining in the community, state, or nation? Was the resource integral to a specific moment in history, such as a battle or meeting? All of these questions are important to answer when evaluating historic resources. They help to determine which resources are critically important to a community.

Protection

Finally, once historic and archaeological resources have been identified, they must be protected. There are various methods and levels of protection available for historic resources, and it is critical to select the right method for each individual resource. At the federal level, the National Register of Historic Places provides recognition for properties, but it is largely honorary with little real protection. However, National Register listing can help raise awareness about a property. Education serves as a less tangible, but still critical, method of protection. When people are aware of the significance of their community's historic resources, they are able to make informed decisions about the resources. At the local level more legal protections are available for historic resources. Local legislation such as demolition delay and local historic districts can be used by communities to protect those assets they most value from demolition or inappropriate alterations. The right level of protection should be selected for each resource, with the information gathered in the Identification and Evaluation phases serving as a base of information for the Protection phase.

Since the 1970s, Framingham has been working to plan for its historic resources. A survey and inventory project has been undertaken, the documented resources have been evaluated for their significance, and different levels of protection have been applied to different resources. This plan proposes to expand Framingham's historic preservation efforts to protect the community's unique and valuable historic resources.





A major survey of Framingham's historic resources was completed in conjunction with the Metropolitan Area Planning Council (MAPC) in the 1980s. From that work, Preserving Framingham's History *was produced (left), which highlighted some of the important resources around town.*

In 2002, the Historical Commission produced a preservation plan (right), highlighting past successes and opportunities for future preservation work.

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4

Framingham's Cultural Resources Inventory and the National Register of Historic Places

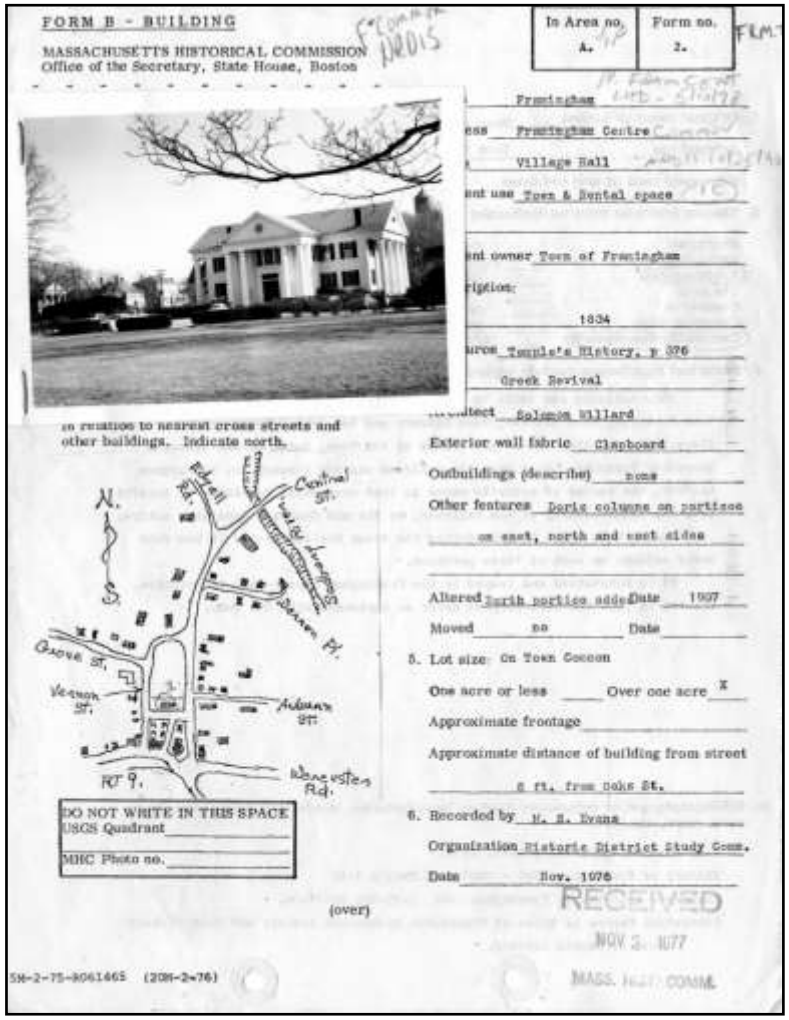
Framingham's Cultural Resources Inventory

Since about 1975, the Historical Commission has worked to survey and document historic resources throughout town. In 1980, a major survey and inventory project was undertaken with the assistance of the Metropolitan Area Planning Council to comprehensively document Framingham's historic resources. 15 areas, 392 buildings, 16 structures and monuments, and one cemetery received new or updated inventory forms through this effort. While this initial survey work identified many of the historic and significant resources within Framingham, the information included on the inventory forms is often brief and sparse, particularly the architectural descriptions of buildings. A contemporary summary of the MAPC work noted that the project "provided a base inventory of Framingham's cultural resources. Some significant properties may have been missed… much research can still be done on individual properties to fill in historical details," (*Preserving Framingham's History*, pg. 23). Recently the brief descriptions on these forms have proven problematic, as these forms provide the legal basis for historical review by both the Historical Commission and Historic District Commission, and are often the only record of a building if it is demolished.

Survey work since the 1980s has been sporadic and completed on an as-needed basis. More recent work has largely revolved around the creation of local historic districts. Expansions of the Centre Common Historic District, and the creation of the Jonathan Maynard Historic District, necessitated new forms for those areas.

The 2002 Historic Preservation Plan included a list of 39 buildings, areas, or structures recommended for documentation. This work, as well as further documentation of several previously-surveyed resources, was completed in 2015. At the same time, survey work was done to document houses along a stretch of Belknap Road where a fourth local historic district was been proposed.

Today, Framingham has approximately 33 area inventory forms and 477 individual building inventory forms. Over the years, properties identified and documented through survey work have been compiled in the Cultural Resources Inventory (CRI), a comprehensive list of identified significant resources in town. First published in



FORM B - BUILDING

MASSACHUSETTS HISTORICAL COMMISSION
Office of the Secretary, State House, Boston

In Area no.	Form no.
A.	2.

Framingham

Framingham Centre

Village Hall

Town & Rental space

Town of Framingham

1834

Temple's History, p 376

Greek Revival

Solomon Willard

Exterior wall fabric Clapboard

Outbuildings (describe) none

Other features Doric columns on portico on east, north and east sides

Altered North portico added Date 1937

Moved no Date

5. Lot size On Town Common

One acre or less ____ Over one acre X

Approximate frontage

Approximate distance of building from street

6 ft. from Oaks St.

6. Recorded by N. S. Evans

Organization Historic District Study Comm.

Date Nov. 1976

in relation to nearest cross streets and other buildings. Indicate north.

DO NOT WRITE IN THIS SPACE
USGS Quadrant
MHC Photo no.

(over)

RECEIVED
NOV 2 1977
MASS. HIST. COMM.

SH-2-75-8061465 (20M-2-76)

FRM.2

7. Original owner (if known) Town of Framingham

Original use Town Hall and Library

Subsequent uses (if any) and dates

8. Themes (check as many as applicable)

Aboriginal		Conservation		Recreation	
Agricultural		Education	X	Religion	
Architectural	X	Exploration/ settlement		Science/ invention	
The Arts		Industry		Social/ humanitarian	
Commerce		Military		Transportation	
Communication		Political	X		
Community development	X				

9. Historical significance (include explanation of themes checked above)

This building was built in 1834 as the Town Hall, to contain space for Town Meetings, Town Offices, Town Library and ten School Rooms on the ground floor. This was then the active center of the Town, being on the Boston & Worcester Turnpike. Later when the railroad was put through So. Framingham in 1834, the center of activity moved to that area which continued to benefit from the accessability of the railroad, so the old Centre became less active.

Having been built in 1834 during the Greek Revival period it has four Doric columns on each of three porticos.

It is maintained and leased by the Framingham Improvement Association, created in 1906 for this purpose under an agreement with the Town.

10. Bibliography and/or references (such as local histories, deeds, assessor's records, early maps, etc.)

Town Maps of 1850, 1857, 1875, 1905.
History of Framingham 1640 - 1880, J.H.Temple 1887
Newspaper articles in Framingham News, 2-25-50, 12-11-34.
Historical Papers in files of Framingham Historical Society and Town History Room of Bigelow Library.

The individual inventory form for Village Hall is an example of the older, brief forms that document many of Framingham's cultural resources. This form has most of the basic information, but does not fully describe the role this important building has played in Framingham.

1994, the Cultural Resources Inventory has not been formally updated since 2010. The CRI provides an overview of Framingham's historic resources, with information such as historic name, address, age, and significance for each resource that has been surveyed.

The National Register of Historic Places

The National Register of Historic Places is the nation's list of nationally significant buildings, sites, districts, and objects. The National Park Service maintains the list, with support in Massachusetts from the Massachusetts Historical Commission (MHC).

Listing in the National Register is largely honorary, but it is a good way to raise awareness of historic properties and to thoroughly document them. The National Register provides protection for a listed property when work is proposed for the property that will require federal or state permits, licensing, or funding. If that is the case, there will be a non-binding review to see if there is a way to mitigate the adverse effects of the work on the historic resource. In addition, National Register listing will sometimes be used as a trigger for various kinds of local review, particularly demolition delay. Framingham currently has eleven individual properties listed in the National Register.

Perhaps one of the most famous buildings in Framingham, the Framingham Railroad Station in South Framingham was designed by noted architect H. H. Richardson, one of a series of buildings he designed for the Boston & Albany Railroad. The building is typical of Richardson's namesake Richardsonian Romanesque style, with a wide, enveloping roof over a building of heavy, cut stone. Like the majority of his buildings, Richardson turned to the Norcross brothers of Worcester to construct the station. For much of the second half of the 20th century, the station has been used as a restaurant. New owners purchased the building in 2013 and have undertaken a sensitive rehabilitation that respects the building's architectural character while updating the restaurant space inside.

Framingham Railroad Station *(1884)*

417 Waverly Street, listed in 1975

First Baptist Church in Framingham *(1825)*

1013 Worcester Road, listed in 1980

Framingham's First Baptist Church is the oldest church building in operation in Framingham. The Federal-style exterior is largely intact, although the interior has been altered. The church was designed by Solomon Willard, who also designed the nearby Village Hall and is best known for designing the Bunker Hill Monument obelisk.

Moses Ellis House *(1868)*

283 Pleasant Street, listed in 1983

A residential example of nationally-prominent Framingham architect Alexander Rice Esty's work, the Moses Ellis House is a large Italianate style house that was converted into commercial/institutional usage in the early 20th century. Since 1900, the building has housed a landscaping company, a cotton machinery company, and is currently occupied by a Montessori school.

Paul Gibbs House *(1870)*

1147B Edmands Road, listed in 1983

The Paul Gibbs House on Edmands Road is believed to be another example of Alexander Rice Esty's work, based on its similarity to other known Rice buildings in Framingham. The Italianate style house retains much of its original exterior trim and massing. Constructed for Paul W. Gibbs around the time of his marriage, the house remained in the Gibbs family until 1904. For much of the 20th century the Gibbs House was part of Beebe Farm and was used as a residence for agricultural workers.

Framingham Reservoir No. 1 Dam and Gatehouse *(1876)*

Winter Street, listed in 1990

Sited at the confluence of Stony Brook and the Sudbury River, Framingham Reservoir No. 1 Dam and Gatehouse serves a reservoir that was primarily used as a reserve supply for the Sudbury Reservoir system. The dam is faced with cut granite, and the structure was constructed by J. V. Quackenbush and Clinton Beckwith, both of New York. The cut granite gatehouse was designed by George A. Clough, Boston City Architect.

Framingham Reservoir No. 2 Dam and Gatehouse *(1877)*

Winter Street, listed in 1990

The southernmost of Framingham's three reservoirs, this reservoir is crossed at the southern end by railroad tracks. The dam and gatehouse are similar to the other two dams and gatehouses in Framingham, with the visible portions constructed of cut granite. The dam of Reservoir No. 2 was constructed by S. V. Trull & N. Wood, and E. F. Murray, all of New York. The gatehouse was designed by George A. Clough, Boston City Architect.

Framingham Reservoir No. 3 Dam and Gatehouse (*1876)*

Worcester Road, listed in 1990

Sited close to Route 9 on Stony Brook, this dam and gatehouse serves reservoir number 3, the longest of Framingham's reservoirs. Like the other gatehouses and dams, visible portions of dam and gatehouse 3 were constructed of cut granite. The dam was constructed by J. E. Fuller and V. K. Nash of Worcester; the gatehouse, designed by Boston City Architect George A. Clough, was constructed by Benjamin F. Dewing of Boston.

George Bullard House *(1845)*

322 Salem End Road, listed in 1990

A Federal-style house constructed in the early 19th century, the George Bullard House was purchased in the later 19th century by the City of Boston as part of their land acquisitions for water resources. The house is currently owned by the Department of Conservation and Recreation, and was likely listed in the National Register because it is part of the MWRA's Sudbury Reservoir system.

Saint John's Episcopal Church *(1870)*

Maynard Road (Framingham State University), listed in 1990

Designed by Alexander Rice Esty, Saint John's Episcopal Church is one of the oldest church buildings in Framingham. The stone building is an excellent example of the Gothic Revival style popular in the mid- 19th century. The congregation was composed of many important Framingham residents until the church closed in 1934. Sited on Bare Hill, the church was an important part of the Centre Common area. Now separated from the Common by Route 9, FSU has owned the building since 1969; it is currently used as their Ecumenical Center.

Lake Cochituate Dam *(1890)*

Listed in 1990

This concrete dam replaced two earlier wooden dams at the same site on Lake Cochituate, which was taken by the City of Boston and the Metropolitan Water Board as part of its water supply in 1898. Construction of the dam was overseen by Desmond Fitzgerald, an engineer with the Boston Water Board. The reservoir was removed from service in 1930.

Built in 1942 as diner car #783 by the Worcester Lunch Car Company, builder of over 600 lunch cars and diners, Whit's Diner – Lloyd's Diner was originally located in Orange, Massachusetts. The diner was in operation there as Whitney's Lunch and later Orange Diner until it was closed in 1989. The diner was purchased by Ashland residents Richard and Joan Lloyd in 1990, and moved to Ashland for storage and renovation. Diner cars were built to be moveable, allowing the diner to retain much of its original features and finish. The diner's renovations were overseen by a dining car historian, and the refurbished Lloyd's diner opened at its new location on Fountain Street in 1991.

Whit's Diner – Lloyd's Diner *(1942)*
184A Fountain Street, listed in 2003

While many of the nominations are older, the forms and documentation are generally thorough. However the railroad station nomination, the oldest, is quite short for a building designed by such a prominent architect as H. H. Richardson. It is notable that the bulk of the nominations – the five Massachusetts Water Resources Authority (MWRA) properties, the diner, and the train station (at the time owned by the Massachusetts Bay Transportation Authority) – were done for unique properties and prepared by other entities, rather than initiation for the nomination coming from the Town or private property owners.

In addition to the individual properties, Framingham has seven National Register of Historic Places districts that cover multiple properties:

- Framingham Centre Common (1990)
- Concord Square (1983)
- Irving Square (1982)
- Saxonville (1992)
- Sudbury Aqueduct Linear District (1990)*
- Sudbury Dam Historic District (1990)*
- Weston Aqueduct Linear District (1990)*

* listed by the Metropolitan Water Resources Authority (MWRA)

The nominations are generally good, although MHC would likely require more information if they were completed today. Again, it is interesting to note that there are three districts listed by an outside authority, in this case the MWRA.

There are a few properties in Framingham that have a Determination of Eligibility for the National Register. These preliminary determinations are made by MHC and are the first step in the process for formally listing a property. A property that has been determined eligible for listing in the National Register is afforded the same protections as a property that has been formally listed. While a determination of eligibility protects a building to some degree, formally listing a building means that the building has been comprehensively documented and is afforded the honor of saying it is listed in the National Register of Historic Places.

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5
Framingham's Past Planning Efforts

Plans developed for various projects in Framingham have incorporated historic preservation into their proposed actions. A summary of these plans and their relationship to historic preservation efforts in Framingham is given below. These plans are useful to preservation advocates, as they show how historic preservation relates to many other areas of development in Framingham and does not occur in a vacuum.

2002 Historic Preservation Plan

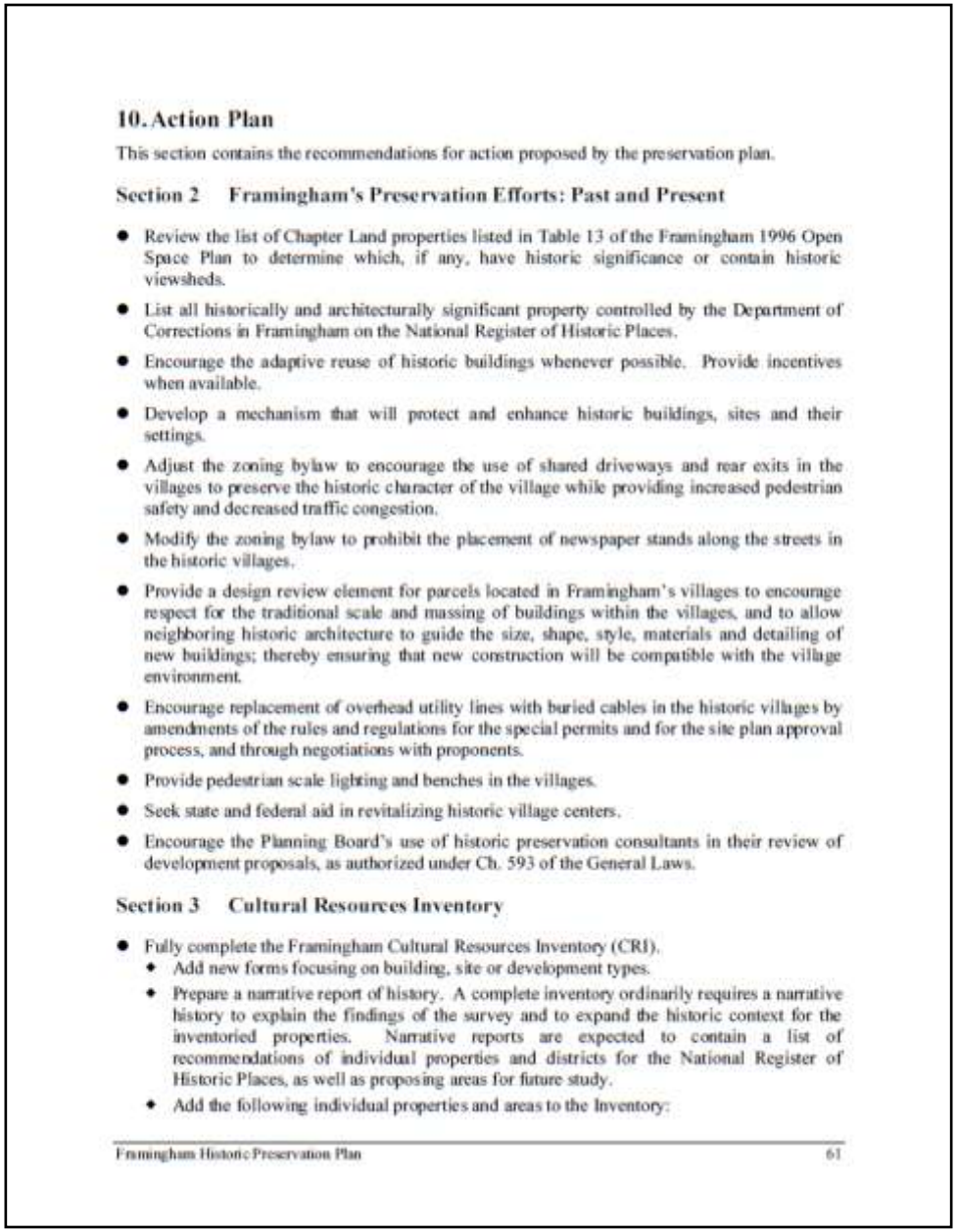
In 2002 the Framingham Historical Commission and Department of Planning & Economic Development published a Historic Preservation Plan. Identifying seven goals related to historic preservation, the plan discussed past preservation efforts, potential resources, and future efforts.

The plan was wide-ranging, identifying many different actions the Town, Historical Commission, and Historic District Commission could take to further preservation efforts. However these recommendations were not prioritized into a clear, actionable list. A review of the plan's recommendations shows that many of the nearly 70 recommendations were quite broad, such as "develop a mechanism that will protect and enhance historic buildings, sites and their settings," or "as appropriate, the Historical Commission should make capital budget projections and recommendations."

Efforts have been made to complete those recommendations that were more actionable. As noted above, documentation was completed on a list of properties proposed for survey. Because of the broad reach of the plan, other Town departments not directly related to historic preservation have completed some work. For instance, the Planning Board has been working to recodify the Framingham's zoning in accordance with the 2014 Master Land Use Plan, and many of the new zoning measures are compatible with historic preservation principles.

While the 2002 Historic Preservation Plan provided a good overview of preservation efforts in Framingham to date, it suffered from its lack of focus and broad reach, and did not provide clear, actionable steps for the Town, Historical Commission, and Historic District Commission to take to further historic preservation work in Framingham.

The 2002 Historic Preservation Plan provides a good overview of preservation efforts in Framingham, but also provides a long list of possible actions, some of which are only tangentially related to historic preservation efforts.



10. Action Plan

This section contains the recommendations for action proposed by the preservation plan.

Section 2 Framingham's Preservation Efforts: Past and Present

- Review the list of Chapter Land properties listed in Table 13 of the Framingham 1996 Open Space Plan to determine which, if any, have historic significance or contain historic viewsheds.
- List all historically and architecturally significant property controlled by the Department of Corrections in Framingham on the National Register of Historic Places.
- Encourage the adaptive reuse of historic buildings whenever possible. Provide incentives when available.
- Develop a mechanism that will protect and enhance historic buildings, sites and their settings.
- Adjust the zoning bylaw to encourage the use of shared driveways and rear exits in the villages to preserve the historic character of the village while providing increased pedestrian safety and decreased traffic congestion.
- Modify the zoning bylaw to prohibit the placement of newspaper stands along the streets in the historic villages.
- Provide a design review element for parcels located in Framingham's villages to encourage respect for the traditional scale and massing of buildings within the villages, and to allow neighboring historic architecture to guide the size, shape, style, materials and detailing of new buildings; thereby ensuring that new construction will be compatible with the village environment.
- Encourage replacement of overhead utility lines with buried cables in the historic villages by amendments of the rules and regulations for the special permits and for the site plan approval process, and through negotiations with proponents.
- Provide pedestrian scale lighting and benches in the villages.
- Seek state and federal aid in revitalizing historic village centers.
- Encourage the Planning Board's use of historic preservation consultants in their review of development proposals, as authorized under Ch. 593 of the General Laws.

Section 3 Cultural Resources Inventory

- Fully complete the Framingham Cultural Resources Inventory (CRI).
  - Add new forms focusing on building, site or development types.
  - Prepare a narrative report of history. A complete inventory ordinarily requires a narrative history to explain the findings of the survey and to expand the historic context for the inventoried properties. Narrative reports are expected to contain a list of recommendations of individual properties and districts for the National Register of Historic Places, as well as proposing areas for future study.
  - Add the following individual properties and areas to the Inventory:

Framingham Historic Preservation Plan 61

2013 Open Space and Recreation Plan

In 2013 a diverse group of Town departments published a new Open Space and Recreation plan to guide the Town in preserving open space and developing new recreation areas. The plan is updated every seven years; the 2002 Historic Preservation Plan refers to the Town's 1996 Open Space and Recreation Plan.

In several different places the 2013 Open Space and Recreation Plan refers to Framingham's historic resources. The plan notes Framingham's National Register-listed properties as well as those documented in the CRI, and includes these resources as some of Framingham's "unique cultural features." In identifying open space parcels that should be protected, the plan includes historical significance as one of the criteria that should be considered.

Overall, the 2013 Open Space and Recreation plan supports efforts to preserve and promote Framingham's historic resources, but particularly scenic landscapes and roadways. The plan includes as a goal working with the Historic District Commission to develop new recommendations for local historic districts, particularly those that will protect historic and scenic open space. Under its recommendations for supporting other efforts that are related to open space and recreation, the plan includes "*preserve scenic, historic, archeological, ecological, cultural, and geologic features and the open space surrounding significant historic and landscape features*" as one of the goals.

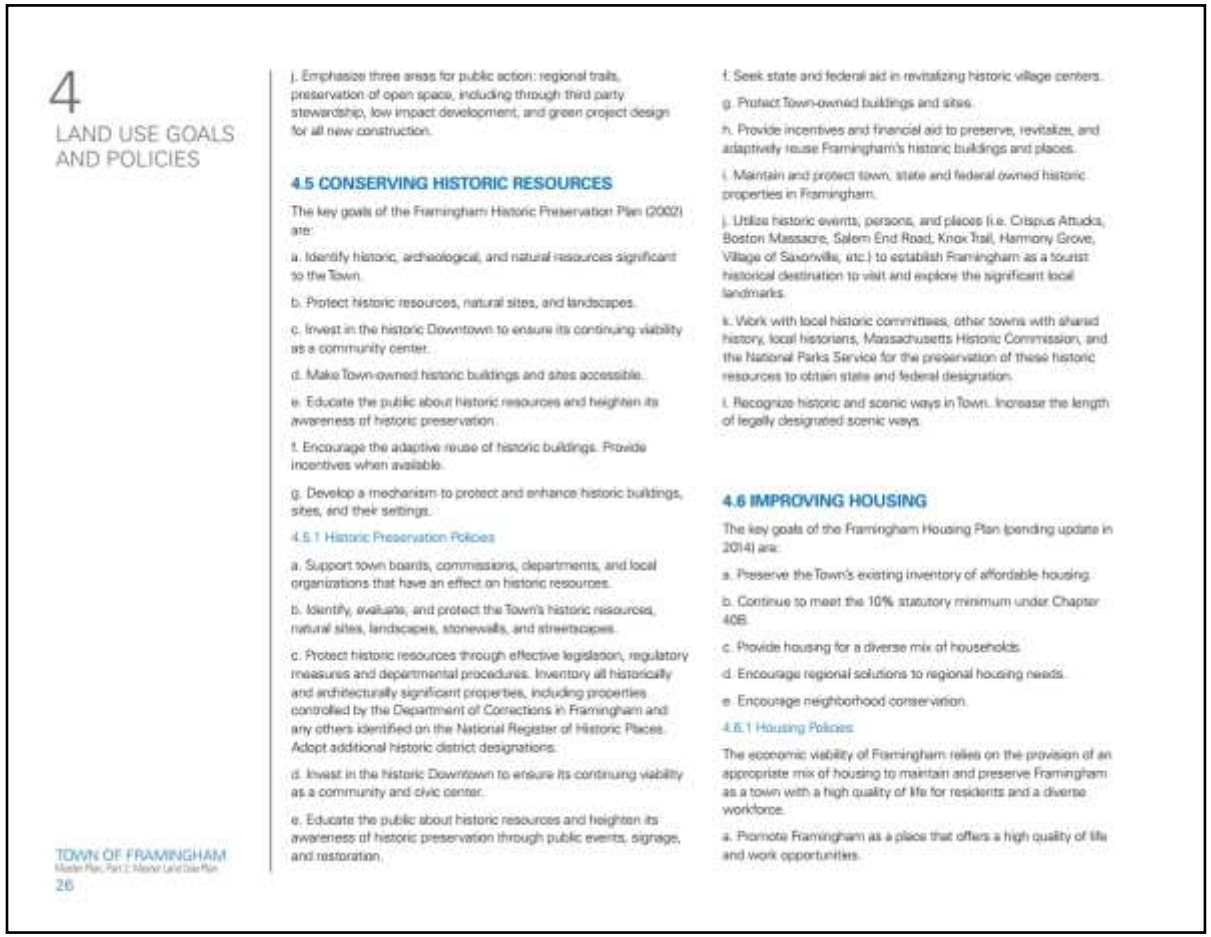
The Historical Commission submitted a letter of support for the 2013 Open Space and Recreation Plan, particularly its goals of passing the Community Preservation Act in Framingham, historic landscape preservation, and historic roadway preservation.

2014 Master Land Use Plan

In 2014 Framingham updated its Master Land Use Plan. This new plan makes numerous references to historic preservation, showing that the Town recognizes its historic resources are an asset for development and not a hindrance. The plan identifies "community character" as one of Framingham's core principles (Section 2.2) that should be supported by everything Framingham does. The plan refers back to the idea of "community character" in numerous places, identifying ways to support and enhance it. The plan establishes as a land use goal that "*Framingham shall identify, restore, and protect its natural and historic resources to preserve Framingham's unique character as 'a large town with villages and neighborhoods with distinct identities' through policies, education, zoning, and regulations that value preservation and compatible development (Section 4.1)*."

The updated Master Plan makes numerous references to the Framingham's diverse building stock and how it contributes to the unique character of the different villages and neighborhoods throughout town. The plan encourages enhancing these local differences with good design and improvements that support the neighborhood. The reuse of historic buildings is encouraged, and the plan states that new development should be compatible with and enhance existing buildings.

Section 4.5.1 of the Master Plan lays out twelve "Historic Preservation Policies" the Town should follow to advance the goals of the 2002 Historic Preservation Plan. These will be updated to reflect the new goals expressed in this plan, but many will still be applicable as they generally advance the efforts of preservation in Framingham. Overall the plan strongly supports historic preservation, the reuse of historic properties, and promotes policies that preserve and enhance Framingham's existing historic assets.



4
LAND USE GOALS AND POLICIES

j. Emphasize three areas for public action: regional trails, preservation of open space, including through third party stewardship, low impact development, and green project design for all new construction.

4.5 CONSERVING HISTORIC RESOURCES

The key goals of the Framingham Historic Preservation Plan (2002) are:

a. Identify historic, archaeological, and natural resources significant to the Town.

b. Protect historic resources, natural sites, and landscapes.

c. Invest in the historic Downtown to ensure its continuing viability as a community center.

d. Make Town-owned historic buildings and sites accessible.

e. Educate the public about historic resources and heighten its awareness of historic preservation.

f. Encourage the adaptive reuse of historic buildings. Provide incentives when available.

g. Develop a mechanism to protect and enhance historic buildings, sites, and their settings.

4.5.1 Historic Preservation Policies

a. Support town boards, commissions, departments, and local organizations that have an effect on historic resources.

b. Identify, evaluate, and protect the Town's historic resources, natural sites, landscapes, stonewalls, and streetscapes.

c. Protect historic resources through effective legislation, regulatory measures and departmental procedures. Inventory all historically and architecturally significant properties, including properties controlled by the Department of Corrections in Framingham and any others identified on the National Register of Historic Places. Adopt additional historic district designations.

d. Invest in the historic Downtown to ensure its continuing viability as a community and civic center.

e. Educate the public about historic resources and heighten its awareness of historic preservation through public events, signage, and restoration.

f. Seek state and federal aid in revitalizing historic village centers.

g. Protect Town-owned buildings and sites.

h. Provide incentives and financial aid to preserve, revitalize, and adaptively reuse Framingham's historic buildings and places.

i. Maintain and protect town, state and federal owned historic properties in Framingham.

j. Utilize historic events, persons, and places (i.e. Crispus Attucks, Boston Massacre, Salem End Road, Knox Trail, Harmony Grove, Village of Saxonville, etc.) to establish Framingham as a tourist historical destination to visit and explore the significant local landmarks.

k. Work with local historic committees, other towns with shared history, local historians, Massachusetts Historic Commission, and the National Parks Service for the preservation of these historic resources to obtain state and federal designation.

l. Recognize historic and scenic ways in Town. Increase the length of legally designated scenic ways.

4.6 IMPROVING HOUSING

The key goals of the Framingham Housing Plan (pending update in 2014) are:

a. Preserve the Town's existing inventory of affordable housing.

b. Continue to meet the 10% statutory minimum under Chapter 40B.

c. Provide housing for a diverse mix of households.

d. Encourage regional solutions to regional housing needs.

e. Encourage neighborhood conservation.

4.6.1 Housing Policies

The economic viability of Framingham relies on the provision of an appropriate mix of housing to maintain and preserve Framingham as a town with a high quality of life for residents and a diverse workforce.

a. Promote Framingham as a place that offers a high quality of life and work opportunities.

TOWN OF FRAMINGHAM
Master Plan, Part 2: Master Land Use Plan
26

The Town's 2014 Master Land Use Plan makes numerous references to historic preservation, and includes several policies related to historic preservation efforts in town.

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6

Preservation Regulations, Programs, and Management

At the three levels of government – federal, state, and local – various organizations, programs, and regulations structure historic preservation work in the United States. The three levels of government generally work together towards preservation goals, with federal programs providing support for state and local actions.

Federal

National Historic Preservation Act – Passed in 1966, the National Historic Preservation Act charges the National Park Service, U. S. Department of the Interior, with promoting and regulating preservation activities nationwide. Today the most visible example of the Park Service's preservation efforts is the maintenance of the National Register of Historic Places. The National Register is a listing of all local, state, and nationally-significant buildings and sites in the country. Eligible properties can be significant for their association with an important person or event, or for their architectural or archaeological significance. The Park Service reviews all National Register nominations and makes the final decision about which properties will be listed in the National Register.

While listing in the National Register is largely honorary, it does trigger a federal-level review for certain projects. Under Section 106 of the National Historic Preservation Act, if a project involves federal permits, licensing, or funding and will affect a National Register-listed or -eligible property, a non-binding review process must be completed. The goal of this review is to find a way to mitigate the effects of the work on the significant property. However, since the majority of the work that happens on a property does not involve federal permits, licensing, or funding, the National Register has little real impact on the day-to-day preservation of a property.

The Park Service also oversees the Certified Local Government and Historic Rehabilitation Tax Credit programs.

Certified Local Government Program – For communities that wish to take a more active role in historic preservation work, the Park Service offers the Certified Local Government (CLG) program. To become certified, municipalities must show that they have an active Historical Commission, follow Open Meeting law, and enforce a preservation bylaw or ordinance (a local historic district bylaw or ordinance). This certification allows qualified municipalities greater access to preservation resources at the state level, more of an input in the National Register review process, and access to different Federal grant programs. Framingham became a CLG on October 3, 2016.

State

The National Park Service administers preservation programs through a designated State Historic Preservation Office in each state; in Massachusetts, that is the Massachusetts Historical Commission (MHC). The professional staff at MHC oversees preservation and archaeology programs through the Preservation Planning, Grants, and Technical Services divisions. In addition, a 17-member State Review Board reviews all state and federal preservation programs, such as National Register nominations and grant programs. The members of this review board are appointed from various organizations around the Commonwealth associated with preservation, history, and archaeology.

MHC also maintains the State Register of Historic Places. Unlike the National Register, a property cannot be nominated to the State Register; instead it is a cumulative listing of significant properties in the state. The State Register includes properties listed in or eligible for the National Register, properties in local historic districts, properties that have a preservation restriction on them, and other locally-landmarked properties. As at the federal level, there is a review process for projects that involve state permits, licensing, or funding that will affect properties listed in the State Register. The State Archaeologist is also located at MHC, and reviews all projects for their impact on archaeological assets.

Local

Within Framingham, preservation efforts are led by the Historical Commission and the Historic District Commission, both of which are currently staffed by the Town's Community & Economic Development Division (C&ED).

Historical Commission – Pursuant to Massachusetts General Laws Chapter 40, Section 8d, the Town of Framingham established a Historical Commission at the 1969 Annual Town Meeting. The seven-member board meets monthly to discuss preservation issues within Framingham.

As described earlier, the Historical Commission has been working since the 1970s to document Framingham's historic resources. With the Metropolitan Area Planning Council, the Historical Commission published "Preserving Framingham's History" in 1981. The publication summarized Framingham's documentation efforts to date and provided an overview of Framingham's history. The Historical Commission has also compiled the Cultural Resources Inventory (CRI), a listing of all the documented historic resources in Framingham. The CRI has been updated a handful of times since it was first published in 1994, most recently in 2010. A number of properties have been surveyed since that time, and the CRI is currently being updated to reflect these new additions.

Demolition Delay – At the 1991 Annual Town Meeting, the voters of Framingham enacted a demolition delay bylaw (Article V, Section 21 of the General Bylaws). When it was first enacted, the bylaw established a 50-year threshold for review. If a building was more than 50 years old, the Historical Commission could delay the building's demolition for six months, or twelve months if the building is included in the CRI. However at 2013 Annual Town Meeting the threshold was pushed back to 75 years. This change was made to exclude the numerous post-war properties in Framingham from review.

A demolition delay gives the Historical Commission time to work with the property owner, to see if there is a way that the building can be saved. In the early 2000s the Historical Commission successfully used the demolition delay, convincing the buyer of 650 Pleasant Street to preserve the historic house and build two new houses on a subdivided lot. More recently, in

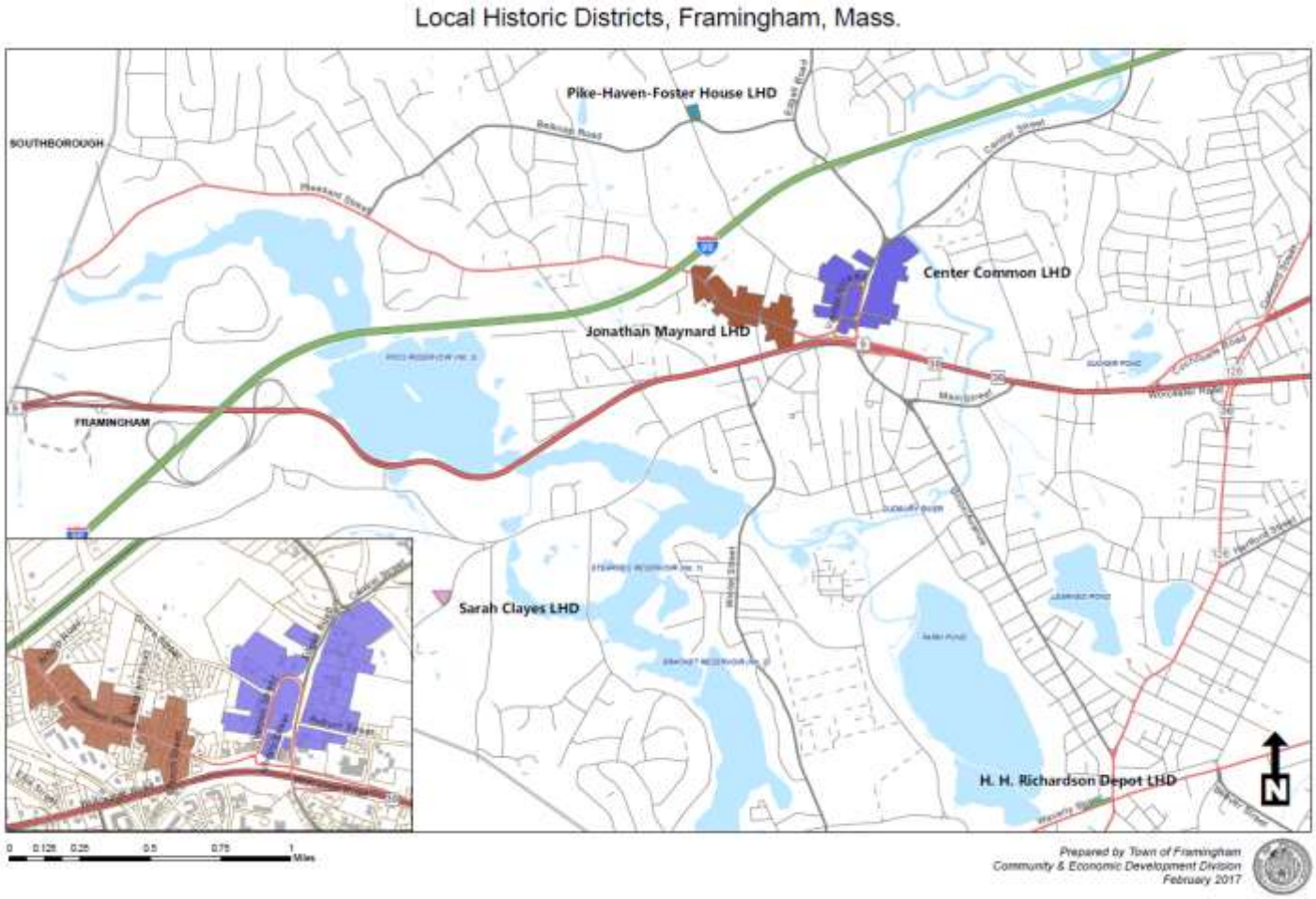
2013 Framingham State University purchased the "1812 House" on Salem End Road, with plans to demolish the building. Instead, they were persuaded to sensitively rehabilitate the building into the MetroWest College Planning Center, and received a Preservation Achievement Award from the Historical Commission in May 2016, for their work.

The Commission also has the power to waive the demolition delay, if they believe the six or twelve months' delay will not make a significant impact on the rehabilitation of the building. In January, 2016, the demolition delay was waived for the former Marist Brothers Seminary at 518 Pleasant Street. The building had been vacant since 2011, and a proposed reuse project failed to gain the approval of the Zoning Board of Appeals in 2013, and was appealed by residents in 2014. Between the building's long vacancy and the lack of support for a reuse project, the Historical Commission believed that delaying the demolition a few months would not produce a new use for the building, and thus voted to allow the building's demolition to proceed without delay.

Historic House Markers – Since 1978 the Historical Commission has overseen a historic house marker program. The program began with the twelve oldest houses in town; it has since been expanded to include buildings in the town's three historic districts and all houses built before 1875. The markers list the building's date of construction and the name of the first owner or occupant. This program gives visibility to many of the Framingham's historic buildings and is a useful educational tool for the public.

Historic District Commission – Under Massachusetts General Laws Chapter 40C, municipalities are empowered to enact a local historic district bylaw. These bylaws allow for the creation of a local historic district, a group of properties that exemplify a historic period or are significant to a community's history and development. In these districts, work to be done to a property that is visible from a public way must be reviewed by a local historic district commission. There are a few exemptions to the work that can be reviewed, such as paint color and landscaping, but local historic districts are one of the best tools municipalities have to protect historic buildings. These districts do not prevent new develop-

The "1812 House" on Salem End Road was saved from demolition by Framingham State University and rehabilitated into the MetroWest College Planning Center. The University's work received a Preservation Achievement Award from the Historical Commission in May, 2016.



Framingham's five local historic districts as of February, 2017.

ment, but rather allow for the careful consideration of change in areas that retain much of their historic character.

Framingham passed a local historic district bylaw at the 1978 Annual Town Meeting, and at the same time created the Framingham Centre Common Historic District. This district was expanded several times, most recently in 2015, and now includes 41 residential, commercial, and institutional properties around Framingham's historic Town Common dating from the 19th century through to the present. In 1994, the Jonathan Maynard Historic District was created at Annual Town Meeting, and extends west from the Centre Common along Pleasant Street. This district includes 37 primarily residential properties. The Town also has three single-building districts: the Sarah Clayes House Historic District, established in 2008; the Pike-Haven-Foster House Historic District, established in 2016; and the H. H. Richardson Depot Historic District, established in 2016. To date, Framingham has protected 81 buildings under its local historic district bylaw.

Preservation Restrictions – After local historic districts, preservation restrictions are one of the strongest forms of protection available for historic buildings. These binding restrictions run with the property, rather than the owner, protecting the property in perpetuity. Preservation restrictions designate a third party to review any changes to portions of the property that the restriction covers. Most restrictions only cover the exterior of the building, but if there are significant interior features the restriction may include those as well. Preservation restrictions can also be a tool to help save a significant property. Because they limit the development potential of a property, they often lower the value of a property which may provide a property tax break for the owner. There are currently seven properties in Framingham that have a preservation restriction. Notably, the Athenaeum and Edgell Memorial Library have a preservation restriction because they received grant funds from MHC (see below for more information).

Signage marks the entrances to the Town's two larger districts, the Centre Common Historic District and the Jonathan Maynard Historic District.

Properties with Preservation Restrictions in Framingham

Property	Address	Date	MHC ID	Owner	Restriction Holder
Edgell Memorial Library Building	3 Oak Street	1872	FRM.3	Town of Framingham – Library	MHC (52548/371)
Hollis Street Firehouse	160 Hollis Street	1902	FRM.322	Town of Framingham	MHC (28234/583)
Capt. Thomas Nixon House	881 Edmands Road	1775	FRM.577	Privately Owned	Historic New England, Inc. (18761/367)
Athenaeum Hall	15 Watson Place	1846	FRM.715	Town of Framingham – Fire Department	MHC (26375/20)
Saxonville Fire House	15 Watson Place	1901	FRM.716	Town of Framingham – Fire Department	Not found in Registry of Deeds
Danforth Street-Hillside Street Bridge	Hillside Street	1890	FRM.914	Publicly Owned	Not found in Registry of Deeds
First River Terrace Archae-ological Site	Not disclosed*	n/a	FRM.957	Not disclosed*	Not found in Registry of Deeds

* The location of archaeological sites is not disclosed to the public

Zoning Bylaws – The Framingham Planning Board is currently overseeing a major recodification of the zoning bylaws begun in 2013, to bring them up to current best practices. Fortunately, many of these updates include changes that are harmonious with preservation principles. Since the new bylaws will be written within the framework of the 2014 Master Land Use Plan, discussed above, they will focus on the preservation of Framingham's community character and historic resources. The new bylaws will incorporate design review and will look to existing buildings for inspiration, promoting new design that is in keeping with the traditional architecture and settlement patterns of an area.

Proposed zoning changes in Saxonville, a historically densely-settled mixed-use area, will allow buildings to have multiple uses, something not allowed under the current bylaws. In downtown Framingham, new Central Business District zoning is more compatible with the dense, commercial settlement of the area and will allow developers to take advantage of the area's proximity to the existing transit station. New parking regulations throughout town encourage the use of shared driveways and alleyways, require parking to be placed to the side or rear of a building, and are generally more pedestrian-friendly for areas that were traditionally pedestrian-oriented. Most significantly the recodification includes design standards that respect and enhance the character of existing historic structures.

In less dense areas of town, changes to the Planning Board's subdivision regulations require developers to maintain historic structures, natural landscape features, and viewsheds. New neighborhood, open space, and agricultural conservation district bylaws will allow denser subdivisions that protect existing resources. The Town has a Scenic Roads bylaw (Article VI.10 of the General Bylaws), which is in place to protect historic stone walls and large shade trees. The Historical Commission has the right to review projects that affect these historic landscape features on certain historic roads throughout town.

Special Zoning Regulations – The Town has a zoning bylaw that relates specifically to the re-use of historic buildings, to encourage their conversion to a new use ("Historic Re-Use," Section V.B of the Zoning Bylaws). This bylaw allows a developer additional uses that are not allowed under existing zoning. In exchange, they must follow the Secretary of the Interior's Standards for Rehabilitation, to ensure that building or site's historic character is retained. The Historical Commission, or Historic District Commission for buildings in a local historic district, must review all proposed projects to be sure that any historic features are maintained. Final approval for projects rests with the Planning Board, with input from the Historical Commission or Historic District Commission.

Town-Owned Historic Resources – The Town of Framingham owns several historic buildings scattered throughout Framingham and used for various purposes. These buildings represent a wide array of historic architecture and uses, from the 1846 Athenaeum Hall, a public lecture hall, to Memorial Building, the 1926 Classical Revival center of Town government.

In addition to these historic properties, the Town also owns a number of other buildings, particularly schools, constructed in the 1960s and 1970s that are representative of Framingham's post-World War II suburban growth. Although these resources may not currently be considered historic, they are approaching or already past the 50-year threshold the National Park Service has established for determining historic significance and National Register eligibility. They are representative of an important period in Framingham's history, and its rapid population growth in the post-war years leading to the suburbanization of town.

Also of note, Town-owned water pumping stations were surveyed in 1994. Most of these are not overly old or historically notable, so the work may have been done as part of a larger water resources survey. At least three of the stations were constructed in the 1960s, and resemble small Cape houses.

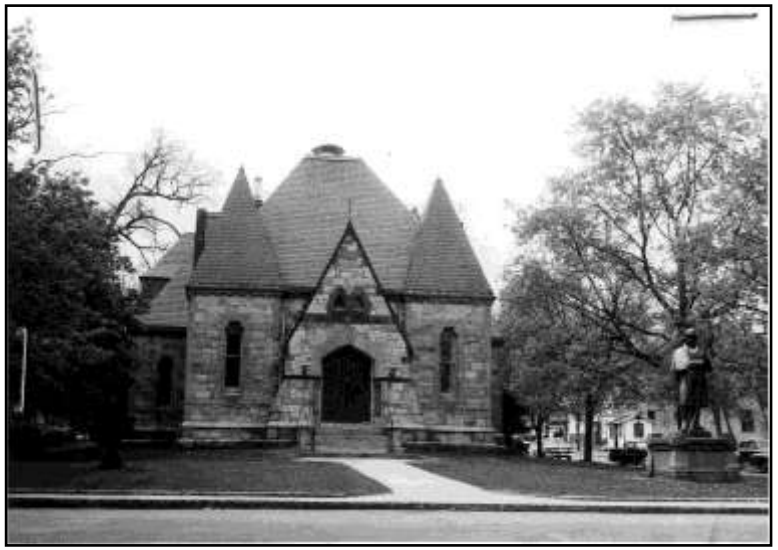
Athenaeum Hall (1846)
15 Watson Place
Currently Vacant

Edgell Grove Cemetery (1885)
53 Grove Street
Active cemetery

Cushing Chapel (1943)
60 Dudley Road
Available to rent for private events

Edgell Memorial Library
(1872)
18 Edgell Road

Leased by the Framingham History Center and used as a museum and event space



Framingham High School (Danforth Museum)
(1907)
121 Union Avenue
Vacated in Fall, 2016

Framingham Armory (1908)
89 Union Avenue
Police headquarters

Hollis Street Fire Station
(1902)
160 Hollis Street
Leased by Amazing Things Art Center and used as a performing arts space

Lawrence Street School (1905)
50 Lawrence Street
The Thayer Campus, a Framingham Public Schools alternative school

Memorial Building (1926)
150 Concord Street
Town hall

Nobscot Chapel (1889)
780 Water Street
Vacant

Framingham Academy (1837)
16 Vernon Street
Leased by the Framingham History Center and used as a museum space

Parks & Recreation Offices (Athletic Field House) (1934)
475 Union Avenue
Part of Bowditch Field Complex

Saxonville Fire Station (1901)
15 Watson Place
Fire station, soon to be vacated

Village Hall (1834)
15 Vernon Street
Leased to the Framingham History Center and rented by that organization for private events

The Town has plans to rehabilitate the Athenaeum and connect it to the soon-to-be-vacated Saxonville Fire Station, behind the Athenaeum, by a central utilities core. The buildings will then be used for offices and public meetings.

Like many municipalities, the Town struggles to maintain its buildings, particularly its historic ones. While most of the Town-owned historic properties are currently in use, they all suffer from deferred maintenance and lack modern upgrades. Buildings such as the Athenaeum, Nobscot Chapel and Danforth Museum building are currently vacant. At 2016 Annual Town Meeting, voters designated $1 million in mitigation funds from the Danforth Green project to the rehabilitation of the Athenaeum. This will be a start for the project, but notably it is not the full cost of the project currently estimated to be at least $3.6 million. In addition, this is a one-time outside sum of money, not a regular source of funding that the Town can depend on for regular management. With the removal of the Christa McAuliffe Branch Library to Nobscot, Saxonville has been left with no public meeting space aside from Cameron Middle School. Making the Athenaeum a lively, public space in Saxonville available for meetings and events should be a priority for the Town.

Local Non-Profit Organizations

There are several non-profit groups active in Framingham that support historic preservation efforts in different ways.

Framingham History Center – Founded in 1888, the Framingham History Center preserves and promotes Framingham's history. The organization has secured long-term leases for three Town-owned buildings in the Centre Common Historic District: the Framingham Academy, Edgell Memorial Library, and Village Hall. The History Center maintains its records and a permanent museum exhibit spanning Framingham's history from pre-settlement to the present in the Academy. Edgell Memorial Library has space for rotating exhibits and a smaller meeting area, while Village Hall is rented for larger functions and events. Under new leadership, the History Center has grown in size in recent years and holds various well-attended events throughout the year. They are a vocal and active supporter of history and historic preservation in Framingham.

The History Center has been a good steward of their buildings. In 2010, the History Center received a $100,000 grant to repair Edgell Memorial Library's historic windows as part of the National Trust for Historic Preservation/American Express "Partners in Preservation" program. In 2008 the Town allocated $650,000 to repair the slate roof, and later repointed the stone walls, securing the building's envelope for years to come.

Framingham Downtown Renaissance – Established in 2008, Framingham Downtown Renaissance (FDR) works to promote the vibrant mix of commercial and residential uses in Downtown Framingham. FDR follows the National Trust for Historic Preservation's Main Street Program Four Point Approach to encourage downtown's revitalization using proven methods. Throughout the year FDR holds different social events and programs that draw visitors into downtown. The organization advocates for small businesses and has a façade improvement program for downtown business owners to update their historic building facades in a sensitive yet modern way. This work is funded through the Town's Federal Community Development Block Grant (CDBG) program funds.

FRIENDS OF SAXONVILLE

NEWSLETTER • FALL 2016

Sudbury River Crisis

by Ron Chick, River Stewards Committee Chair

The community effort to develop a plan to restore the Sudbury River in Framingham to a more natural state is now in motion. The river is an important natural resource to the greater MetroWest Community, both for its beauty and for its recreational use. A healthy river is symbolic of a thriving and dedicated community.

Eurasian water chestnuts and other invasive vegetative species continue to proliferate at an astounding rate. Billions more water chestnut seeds will drop to the riverbed this season. Each seed may produce 100 new plants the following year. The seeds can remain viable for 12 years or longer! All forms of life on the river have been severely affected – waterfowl, fish, birds, etc. There is an additional concern regarding the potential for a mosquito infestation if the river becomes stagnant.

The Framingham Conservation Commission (FCC) is in the process of filing a Notice of Intent (NOI) with the EPA to address the invasive plant species that now cover over 94% of the 1.2-mile section of Sudbury up river from the Saxonville Dam. The FCC has formed an advisory committee with community members and representatives of town and state governments to work on a plan for the crisis and to pursue funding for this important effort.

This section of the river is in grave danger of dying if no action is taken. A multi-year extensive effort is necessary to restore the river to a natural state. Your support will be paramount to its success.

Please be available for a future call to action. Sign up for email alerts by contacting me at ronchick@comcast.net and for quarterly enews from FOS at www.Saxonville.org.

Saxonville Trails

by Herb Everett, TrailHeads Chair

FOS recently formed a "TrailHeads" committee to work on improving and maintaining local hiking and biking trails.

Visit Saxonville.org/trailheads for preliminary trail maps, information about our goals and news updates.

We welcome feedback and suggestions for improving our maps via email at trailheads@saxonville.org.

Friends of Saxonville • P.O. Box 3236, Framingham, MA • 01705-3236 • www.Saxonville.org

Friends of Saxonville – Focused on Framingham's historic mill village of Saxonville in the northeast area of town, the Friends of Saxonville promote the history and special neighborhood identity of Saxonville. The organization hosts the annual "Discover Saxonville," a day of celebration of the village's culture. In recent years the Friends of Saxonville has been one of the biggest supporters of the Athenaeum rehabilitation work. In the 1990s they worked with the Town to secure two Massachusetts Preservation Projects Fund grants from MHC (see below for more information on this program), and have consistently lobbied the Town to fund the building's rehabilitation work.

The Friends of Saxonville is a very active volunteer group that supports different programs, events, and projects in the historic mill village of Saxonville.

Financing for Historic Preservation

Unfortunately, there are limited resources for private sector business or home owners looking to fund historic preservation projects. However there are resources available at the state and federal levels that can help developers and municipalities with historic preservation work.

Federal Programs

Historic Preservation Tax Incentives – Both the state and federal government offer historic preservation tax credits; however, it is important to note that these can only be used on income-producing properties. For example, rehabilitation work on a historic apartment house is eligible for tax credits, while work on a private residence is not.

At the federal level there are two different programs: a 20% credit for certified historic structures (buildings eligible for or listed in the National Register of Historic Places), and a 10% credit for non-historic structures (buildings that are not eligible for the National Register) placed into service before 1936.

At the state level, a credit of up to 20% is available for the rehabilitation of certified historic structures. Unfortunately, the Massachusetts credit is not as effective as it could be; there is a $50 million annual cap, and with the increasing amounts of worthy projects in the state the cap is regularly hit.

It is recommended that a property owner considering using the tax credit programs contact MHC early in the process, to ensure that any work done to the property fits within the tax credit requirements. Work must follow the Secretary of the Interior's Standards for Rehabilitation, and must be approved by MHC and the Park Service. Both organizations want to ensure that projects retain the character-defining features of a building, such as trim details, windows, and unique interior spaces.

Historic preservation tax incentives are often combined with other tax incentives such as low-income housing credits or New Market credits available to properties in economic target zones. These tax programs are often the difference between the rehabilitation of a historic building and its demolition for new construction.

MHC's records regarding the state historic rehabilitation tax credit indicate that this resource is underutilized in Framingham. In 2007, the credit was used as part of the rehabilitation of the former Lewis Furniture Building at 73 Irving Street. Currently, Preservation of Affordable Housing, Inc. is using the credit in its rehabilitation of the apartments across the street in the Tribune Building at 46-82 Irving Street. These are the only two projects in Framingham that have utilized the state historic rehabilitation tax credit since it was first offered in 2006. Data on the federal tax credit is not publicly available.

Certified Local Government Grants – Through the Certified Local Government program, the National Park Service will occasionally offer grants to list specific categories of properties and resources in the National Register of Historic Places. In Fiscal Year 2015, the Park Service offered Underrepresented Communities grants to Certified Local Governments. These grants provide for the listing of properties significant to communities that are underrepresented in the National Register of Historic Places, such as African-Americans, Latinos, Asian-Americans, and LGBTQ Americans.

State Programs

Survey & Planning Grants – Each year, as the State Historic Preservation Office, MHC receives funding from the federal government to provide grants to municipalities and non-profits to complete projects that identify and document historic resources. Projects such as historic resources survey and inventory, National Register of Historic Places nominations, and other projects that advance MHC's goals of identification, evaluation, and protection of historic resources are all eligible for the grants. In recent years, many communities have been using Survey & Planning Grants in a phased manner to update their older inventory forms and complete a comprehensive survey of their historic resources.

Survey and planning grants are a 50/50 reimbursable matching grant. Applicants must apply for at least $5,000, for a total project cost of $10,000; there is no upper limit for funding, although most awards are within the $10,000 to $25,000 range. The municipality's matching funds cannot come from another federal source except for Community Development Block Grant funds. The grants are dependent on federal funding, but are generally offered on a yearly

Preservation of Affordable Housing, Inc., has been using historic rehabilitation tax credits to rehabilitate the Tribune Building on Irving Street into housing.

basis. Of note, federal law requires that CLG municipalities receive at least 10% of the total funding amount each year. This allows these communities to receive funding from a smaller but less competitive pool of money.

Massachusetts Preservation Projects Fund – The Massachusetts Historical Commission offers a second grant program directed towards the physical rehabilitation of resources. The Massachusetts Preservation Projects Fund (MPPF) is a state-funded grant program open to municipalities and non-profits for planning and rehabilitation work on historic structures. Buildings owned by municipalities and non-profits often suffer from a lack of funds leading to deferred maintenance. These funds help to close that gap and are often the difference between haphazard repairs to a building and a successful, historically-sensitive project.

To be eligible for funding, the building must be listed in the State Register of Historic Places. Funding can be used for pre-development, development, or acquisition costs. A preservation restriction must be placed on buildings that receive MPPF grants.

Two Framingham projects have received MPPF grants in recent years, Edgell Memorial Library and the Athenaeum. As the Town owns a number of historic buildings and lacks Community Preservation Act funding, the MPPF is a critical source of funding to make appropriate preservation work more feasible on Town-owned buildings.

Community Preservation Act – One of the most critical sources of funding for historic preservation work is the state Community Preservation Act (CPA). Enacted in 2000, CPA allows communities to impose a 1% to 3% surcharge on property taxes that is then matched with funds from the state's Community Preservation Trust Fund. Initially the state match was 100%, but in recent years it has fallen under 50%. The state's matching funds come from recording fees assessed at the Registry of Deeds, which dropped significantly with the 2008 economic crisis. More recently the state legislature has added surplus budget funds to the Community Preservation Trust Fund, showing significant support for CPA at the state level.

Communities can use the funds for historic preservation, open space, and affordable housing projects. Each year 10% of the funding must be used for each of the three categories, with the remaining 70% spread as a municipality desires among the three categories. A Community Preservation Committee reviews projects before submitting them to the municipality's legislative body (Town Meeting or City Council) for a final vote.

In addition to funding projects, CPA funds can also be leveraged. For instance, municipalities can issue bonds against future CPA revenues to raise immediate funding for larger projects. And communities can "bank" their yearly 10% of funds if they do not have any sufficient projects that year, reserving the funding for larger projects in future years.

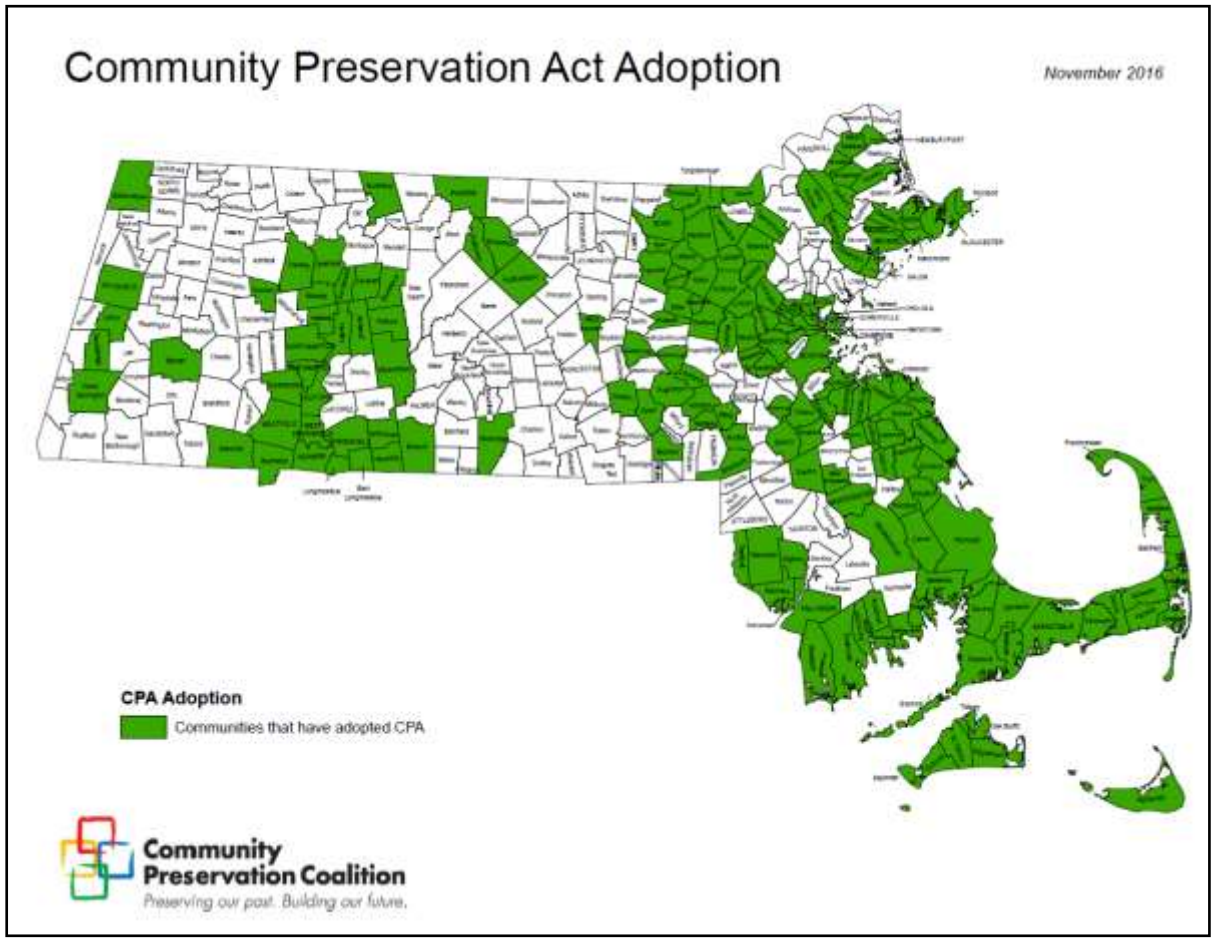
When they adopt CPA, communities can adapt it to fit their individual needs. They can choose any percentage between 1% and 3% for the surcharge; those who choose the full 3% are eligible for additional funding if there is any left in the trust fund after initial disbursements. The CPA legislation allows for four different exemptions, which communities can choose to include in their bylaw or ordinance, picking which exemptions best fit their community.

Communities can choose from the following exemptions:

- Property owned and occupied as a domicile by a person who would qualify for low income housing or low or moderate income senior housing in the city or town
- Class three (commercial) and class four (industrial) properties in cities or towns with classified ("split") tax rates
- The first $100,000 of taxable value of residential real estate
- The first $100,000 of taxable value of class three (commercial) and class four (industrial) properties

As of November, 2016, 172 communities throughout Massachusetts have voted to adopt the Community Preservation Act. Notably, none of those communities has voted to repeal CPA, or even held a vote concerning repeal. Some of Framingham's immediate neighbors were early adopters of CPA and have benefitted greatly from it: Ashland (2002), Southborough (2003), Sudbury (2002), and Wayland (2001). Other similar municipalities to Framingham that have adopted CPA include Waltham (2005), Medford (2015), and Fall River (2012).

Some recent CPA spending in Wayland has included trail construction, stabilization work on Stone's Bridge over the Sudbury River (which Framingham owns a portion of), and setting aside $2 million for future open space purchases. In Sudbury money has been allocated to the Sudbury Housing Trust and use for cemetery restoration work and recreational trail construction. Projects in Waltham have included repairs to public housing, open space purchases, and accessibility upgrades to historic buildings owned by the town.



Since its passage in 2001, the Community Preservation Act has been adopted by 172 municipalities statewide.

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Public Support

Like many towns throughout the Commonwealth, preservation efforts in Framingham have largely been driven by the Historical Commission and Historic District Commission, with grassroots support for projects coming from the Framingham History Center and their membership. Town-owned historic buildings have suffered from a lack of maintenance for years with little support from Town Meeting for their rehabilitation. A small group of residents has been working for some time to find funding to make Village Hall more handicapped accessible, and thus more useable, but the project has continually been set aside. The Athenaeum project has been lacking funding since at least the 1990s, and only at the 2016 Annual Town Meeting did the Town finally begin seriously funding the project.

In spring 2001, a group of citizens were successful in getting the adoption of the Community Preservation Act (CPA) placed on the ballot, proposing the maximum 3% surcharge allowable under state law. However CPA lacked widespread support in the community, and the measure failed to pass. Proponents were likely also hampered by the fact that the CPA legislation had just been passed at the end of 2000, making the new and untested program a difficult sell. While Town officials have discussed the adoption of CPA since then, there have been no efforts to revive CPA in Framingham.

Alterations and Demolitions

As buildings age, they are often altered to adapt to new uses or to suit their new owner better. Throughout Framingham, many historic buildings have seen typical "maintenance alterations" such as asbestos, vinyl, or aluminum siding; metal or vinyl windows; and asphalt shingle roofs. While these alterations often remove or cover over a building's historic fabric, they do help to preserve historic buildings in some way, by updating them and making them more useable to their owners. Owners are often swayed to make these changes by "green" arguments that claim historic buildings are not energy-efficient and need upgrades such as new windows and insulation. However these alterations often significantly affect the integrity of historic buildings. New windows are often larger than historic windows, and trim details are often removed to make way for new siding.

7
Issues and Opportunities

More worrisome are the changes taking place in many of the post-war neighborhoods. There, as older buildings reach the end of their useable life and the building starts to appear dated, rather than being updated for modern living they are torn down and replaced by new buildings. These new residences are built within the limits of zoning, which often allows for much larger buildings than the other extant buildings on the street. This results in a large building on a small lot, which stands out in a neighborhood of smaller buildings on small lots, interrupting the historic streetscape. While Framingham has not yet experienced the widespread tear-downs that towns such as Wellesley and Needham have, the demolitions that have occurred represent the loss of a cohesive, planned neighborhood. The demolition of an older, smaller building also removes a more affordable home from Framingham's housing stock, exacerbating a regional dearth of affordable housing at different price points and sizes.

Development and Zoning Pressures

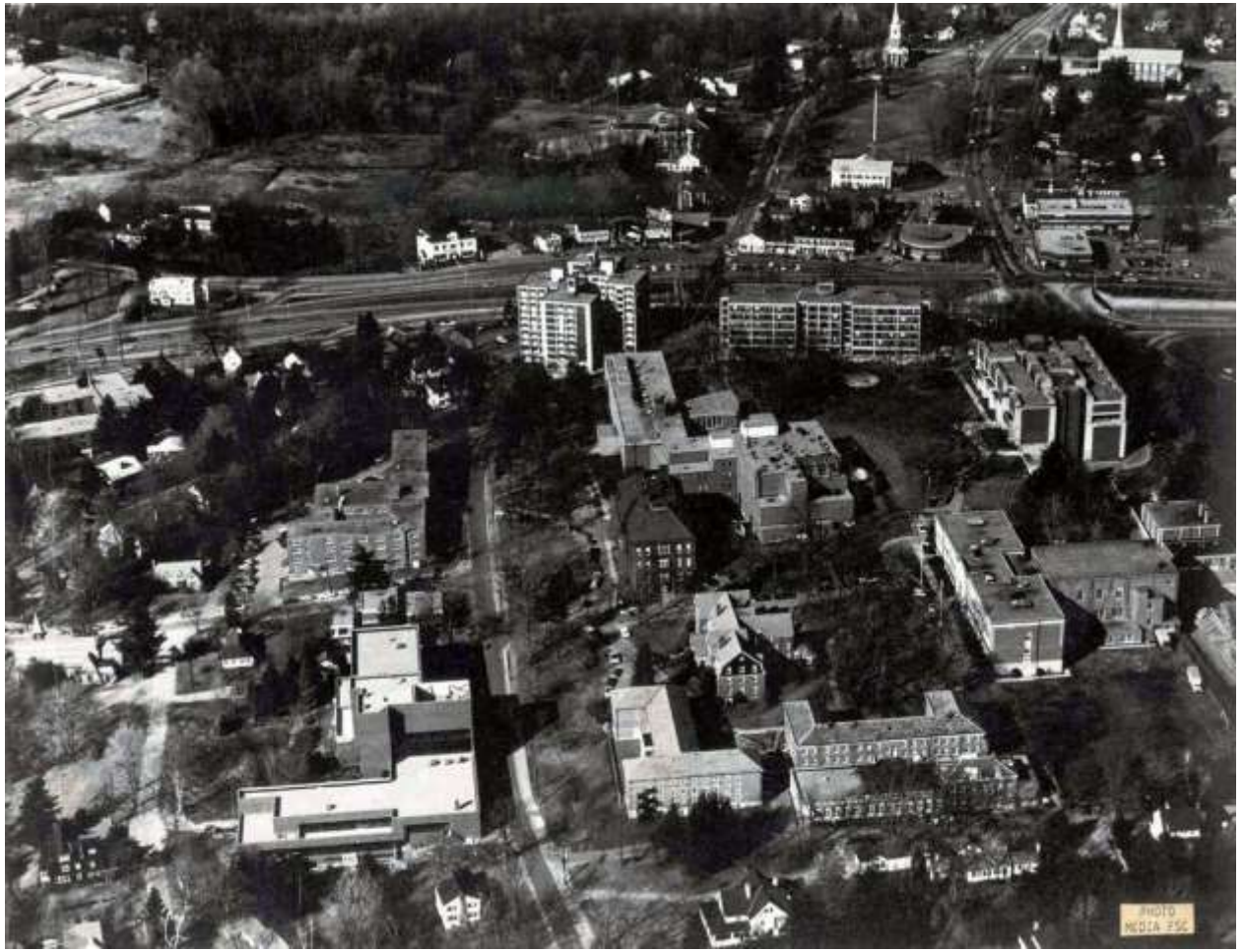
As it did in the postwar years, Framingham has been experiencing a period of growth in recent years. Several large, vacant parcels in town have come up for sale, particularly in the less-dense Northwest Quadrant. These large open spaces are likely to be subdivided into new single-family residential neighborhoods, often with buildings not in keeping with the rural character of the area. Although the Planning Board is in the midst of a three-year zoning recodification process, they have not covered the entire town yet and there are still several areas of concern. However, since the recodification process is guided by the 2014 Master Land Use Plan, which places a strong emphasis on historic preservation, the new zoning regulations should allow for development in a sensitive way that protects and enhances Framingham's historic resources.

Publicly-Owned Properties

Throughout Framingham there are a number of properties that are owned by the State of Massachusetts that have their own unique preservation issues. Major properties include Framingham State University, Massachusetts Correctional Institute Framingham, and Massachusetts Water Resources Authority properties.

Framingham State University, located near Framingham Centre and Route 9, is currently working to expand and grow their campus. This has placed pressure on the older neighborhoods in the campus' immediate vicinity. Since Route 9 limits the college's expansion to the north, any future development will necessarily impact the surrounding densely-settled residential neighborhoods to the south. These neighborhoods include historic buildings from the 19th century as the Bare Hill area was an early center of settlement in Framingham. In 2013, FSU planned to demolish the John Fiske "1812" House at 13 Salem End Road for a parking lot. Instead they chose to rehabilitate the building and in 2014 opened the MetroWest College Planning Center. Close collaboration with the University will be needed if it is going to continue to be sensitive to the historic buildings and neighborhoods that surround its campus.

Along with modern buildings, the campus of Massachusetts Correctional Institute Framingham includes historic buildings, some of which are no longer in use. Several years ago the state began discussions with the Town about their plans to demolish some of the buildings. Of particular concern was the 1877 Superintendent's House (FRM.1099), which was thoroughly documented in 1990 and found to be eligible for the National Register in 1992. Fortunately, the state has not followed through on their plans, but the buildings remain vacant, underutilized, and threatened. Framingham's 2002 Historic Preservation Plan recommended documenting the campus on an updated and expanded area form, but this work has not been done.



Framingham State University's campus on Bare Hill in 1976. The campus has begun to spread down the hill into surrounding residential neighborhoods, as it is hemmed in on the north by Route 9.

From the Campus Media Department, Framingham State University, via Digital Commonwealth.

Although in the past overall preservation efforts in Framingham have been good, there are several steps the Town, Historical Commission, and Historic District Commission can take to encourage further preservation efforts in the future.

1. Public Outreach

Perhaps the most important step the Town can take is to continue public outreach efforts in regards to historic preservation and Framingham's history. Public outreach will provide the Historical Commission and the Historic District Commission with a constituency base that they can call on to support preservation projects in town.

In 2016, the Historical Commission restarted its Historic Preservation Achievement Awards program, with four awards being presented for projects that preserve and enhance Framingham's history and architectural legacy. The Historic District Commission recently updated its brochure about local historic districts and mailed it to all local historic district residents. The websites of both Commissions were recently updated and a new resources page for historic homeowners was added.

1.1 Educate: Both Commissions should continue their efforts to disseminate information about historic preservation and Framingham's history.

1.2 Serve as a Resource: Both Commissions should continue to serve as a resource for historic preservation issues and Framingham's history for town officials, other boards and commissions, and the general public.

1.3 Public Events: The Commissions should hold more public events similar to the Preservation Achievement Awards. These could include Preservation Month (May) and Archaeology Month (October) activities, talks on Framingham's history and architecture, and walking tours of different neighborhoods that highlight their history and architecture. The Commissions should also reach out to other local organizations, such as the Framingham History Center, to partner with on different events, such as the Framingham History Center's annual House Tour.

1.4 Coalition Building: As part of their ongoing outreach, the Commissions should work closely with other groups and organizations in town such as the Framingham History Center, Framingham Downtown Renaissance, and the Friends of Saxonville, to build a coalition that can advocate for historic preservation issues. Together these groups can work to raise the general public's awareness of historic preservation, put on events, and apply for grants to undertake projects that support the goals of different organizations.

1.5 Historic Rehabilitation Tax Credits: As the Town works to revitalize downtown Framingham, the Historical Commission and C&ED staff should encourage building owners to use the federal and state historic rehabilitation tax credits. Much of the downtown area is already covered by the Concord Square and Irving Square National Register Districts, giving many of the buildings a preliminary Determination of Eligibility and minimizing the work that would need to be done to apply for the credit.

2. Community Preservation Act

Since Framingham's last effort to enact the Community Preservation Act in 2001, a number of municipalities have successfully passed the act and benefitted greatly from it. Framingham has numerous projects that could benefit from CPA funding, and needs to revisit adopting CPA. Most importantly, CPA funds could be used to upgrade and rehabilitate the numerous Town-owned buildings. CPA funds can also be used to purchase land for conservation, or to purchase conservation restrictions on open space that limit development potential and preserve the land in perpetuity, a critical need as Framingham continues to see development in more rural areas of town.

The Historical Commission and Historic District Commission should work with other Town committees such as the Agricultural Advisory Committee, the Fair Housing Committee, and the Conservation Commission to begin educating the public about CPA, outlining how it works and providing examples of projects in Framingham that might benefit from this critical source of funding. These

commissions should lay the groundwork for a grassroots movement in Framingham that supports the adoption of CPA.

3. Cultural Resources Inventory

The work begun in the 1970s to document Framingham's historic resources has identified many important historic resources in town. However these early inventory forms are not up to the standards required by MHC today, and in some recent situations C&ED staff and Historical Commission members have had to do additional research on buildings that were not documented or were poorly documented. Inventory forms are used to make important planning decisions related to changes in the local historic districts and demolitions, and having the most accurate and complete information in these situations is crucial. Many other municipalities have begun to comprehensively update their survey work that was done in the 1960s and 1970s, to make the inventory forms more comprehensive and more useful planning documents.

3. 1 Update Historic Resources Inventory: Framingham should update their historic resources inventory to make the inventory forms as useful as possible to both the Commissions and Town staff.

3.2 Create a Survey Plan: Rather than continuing with piecemeal, as-needed survey efforts, a comprehensive survey plan should be completed that reviews all of the existing inventory forms and all of the town's historic resources, documented and undocumented. The survey plan will include a prioritized list for updating Framingham's survey. This survey plan will help the Commissions more precisely phase future survey work and to budget for the work. In addition to this updated historic preservation plan, a comprehensive survey plan will guide preservation efforts in Framingham for the next few years.

3.3 Documenting Postwar Resources: Suggestions for documenting Framingham's numerous post-war resources should be part of the survey plan. These resources include public buildings, such as schools and churches, but

also the large suburban developments found throughout town. While the institutional buildings can be easily counted and documented on individual inventory forms, current survey methods are not prepared to handle the thousands of post-war houses Framingham has. Careful consideration should be given to how these resources will be documented and what tools will best preserve these neighborhoods.

3.4 Apply for a Grant: As the survey work gets underway, Framingham should apply for a MHC Survey & Planning grant to complete the work. This will allow the Historical Commission to leverage Town funds while completing more survey. Framingham has not applied for a Survey & Planning grant in recent years and would be a good candidate to receive a grant.

3.5 Survey Methodology Narrative: As much of the CRI work has been done piecemeal, there is no unifying methodology or narrative description of Framingham's history and past inventory work. A narrative providing a history of the town, its architectural development, and a summary of past survey efforts and their methods should be completed. This will help guide future survey work by showing how past survey decisions were made and why certain resources were chosen. It will also reveal holes in the survey, such as areas or building types that were not documented in the past. This is generally required for each MHC Survey & Planning grant, one of the many benefits in applying for this grant.

4. Local Historic Districts

Framingham has been judicious in selecting areas to be protected by a local historic district, and this careful selection process should continue.

4.1 "Filling the Holes" in Districts: After the creation of the proposed Saxonville district, the Historic District Commission should next look to "filling the holes" along Pleasant Street between the Centre Common and Jonathan Maynard districts. There are several buildings in the area of the Centre Common and Jonathan Maynard districts that are part of the development pattern of the districts, but

for various reasons were not included in the districts previously. These buildings should be added to more thoroughly protect the two districts.

4.2 Single-Property Districts: The Historic District Commission should create more single-property districts, particularly in the Northwest Quadrant as it experiences more development pressures. Single-property districts are ideal for protecting many of Framingham's earliest buildings, which are scattered throughout town and often not in a cohesive, historic setting with other historic buildings.

4.3 Include in Survey Plan: A list of potential local historic districts should be a component of the above-mentioned survey plan.

5. National Register of Historic Places

Because listing in the National Register of Historic Places is largely honorary, in the past Framingham has chosen to pursue creating local historic districts rather than National Register listings in order to more thoroughly protect important areas of town. This is generally a good policy, as listing a single property in the National Register is both expensive and requires the explicit consent of the property owner.

5.1 Continue Current Policy: Framingham should continue its policy of pursuing local historic districts rather than National Register of Historic Places listings. Listing should be considered on a case-by-case basis in the event a building owner wishing to list their property approaches the Historical Commission.

5.2 Determinations of Eligibility: The Town should include Determinations of Eligibility for National Register listing as part of their future survey efforts. This generally only requires a simple statement about the building and why it is eligible that is attached to a thorough inventory form. MHC will then make a preliminary determination as to whether the building is eligible or not. As noted earlier, Determinations of Eligibility provide the same protection for buildings that formal listing does.

6. Architectural Preservation Districts

Architectural preservation districts, sometimes called neighborhood conservation or architectural conservation districts, have been used successfully in municipalities such as Cambridge and Somerville. These districts are similar to local historic districts in that they involve review of changes to a building by a commission, but they are generally not as strict as local historic districts. Architectural preservation districts are a good tool for areas that have seen alterations to the buildings, such as siding changes and window replacements, but where overall the streetscape retains its historic layout and massing. An architectural preservation commission reviews demolitions, additions, and other major changes, helping to protect neighborhoods from incompatible infill and outsized additions. Building features such as siding materials and windows are generally not reviewed by architectural preservation commissions, although some municipalities opt to include a non-binding review for these changes.

As there is currently no state law governing architectural preservation districts, they are adopted pursuant to home rule authority. The historic district commission or a group of neighbors will initiate the process. A study committee will prepare an Architectural Preservation District Study Report to be presented at Town Meeting that includes historical information on the area, reasons for proposing the district, the boundaries of the proposed district, and sample guidelines that the architectural preservation district commission will follow. Unlike local historic districts, which required a two-thirds vote at Town Meeting, architectural preservation districts require a simple majority.

Once passed, the architectural preservation district commission will be formed with members drawn from the fields of architecture, construction, and other design fields. The commission should also include residents of the district, as local historic district commissions do. Review will be triggered by a resident of the district applying for a building permit for work. The commission will determine if review is required, and if so will

hold a public hearing to discuss the proposed alterations. Commissions can also include non-binding review of changes to other features such as siding or windows.

6.1 Establish Architectural Preservation Districts: The Historic District Commission should review areas in town that might benefit from being protected by an Architectural Preservation District. Many properties in Framingham have seen some kind of maintenance alterations, and many neighborhoods are experiencing development pressures, making this an ideal tool for Framingham.

6.2 Include in Survey Plan: Recommendations for areas that might be protected by an Architectural Preservation District should be part of the survey plan.

7. Demolition Delay Bylaw

While the Historical Commission has had a few recent successes under the demolition delay bylaw, there are some ways that the bylaw might be changed to be more workable. Currently the Commission has ten working days to make a determination of significance. This is a very tight deadline, and often means that the Historical Commission has to call a special meeting just to make a determination of significance. It also gives the Commission very little time to research, visit, and photograph the building, important steps when determining a building's significance. A review of several other municipality's demolition delay bylaws and ordinances shows that most Historical Commissions have thirty days to make a determination. This longer timeline makes it more likely that the commission's next regularly-scheduled monthly meeting will fall within the legal timeframe the commission has to make a determination of significance, lessening the need for a special meeting.

In addition to the tight timeline of the significance decision, the demolition delay process is currently a two-step process in Framingham. After a demolition permit application is received by the Historical Commission, they must hold a meeting within ten business days to determine if the building is significant. If it is found to be significant, the Historical Commission must hold a public hear-

ing within fifteen business days of the significance determination to decide if the building is preferentially preserved.

7.1 Bylaw Change: The Historical Commission should change the demolition delay bylaw to give the Commission more time to make a decision of significance. Many other communities must make a decision within 30 days, making it more likely the Historical Commission's next regularly scheduled meeting will fall within that time frame, and they will not have to call a special meeting just to make a determination of significance.

7.2 Process Change: The Historical Commission should give the Chair of the Commission the power to determine significance. A number of other communities do this, allowing the Chair to make a determination without having to call a meeting. The bylaw could leave the decision up to the Chair or the full Commission. That way if there is a building the Chair believes may be significant, the owner can present before the full Commission.

8. Other Zoning Regulations

The Town is currently in the middle of a zoning recodification process, which is changing many of the outdated zoning regulations to be more compatible with the existing built environment.

8.1 Participate in Recodification: The Historical Commission and Historic District Commission should be active participants in the zoning recodification efforts, as much of the work will support preservation efforts. It is much easier to preserve a building if the existing zoning is supportive of the building and the existing neighborhood, not working against them.

8.2 Review Scenic Roads Bylaw: The Historical Commission should review the existing Scenic Roads bylaw. The bylaw was adopted at Annual Town Meeting in 1974, and amended the same year. The streets in the bylaw should be checked to ensure that they still retain their historic character. Other streets in town should also be considered, especially areas where there are concerns about future development.

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