Town of Sandwich

THE OLDEST TOWN ON CAPE COD

Historic Preservation Plan

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I. INTRODUCTION

A. Preservation Planning Process

Sandwich has placed a high value on its character-defining historic resources. Preserving these resources has been an important part of planning initiatives in the town over the past 30 years. The implementation program for the 1996 Comprehensive Plan led the Planning and Development Department, with the encouragement of the Sandwich Historical Commission (SHC) to apply for a grant from the Massachusetts Historical Commission (MHC). In the fall of 2001, the project consultant was selected and a kick-off meeting with MHC held.

Because the goals of this plan strive to engage Sandwich residents, policymakers and visitors in the appreciation and preservation of our historic resources, a foundation of the planning process was public involvement. The first step was to meet with the Sandwich Historical Commission (SHC) to establish what issues and ideas the plan should address. Second, a planning team of five residents was established to advise the project consultant. Third, the consultant interviewed a number of residents whose knowledge would help to clarify and organize the issue areas defined by the SHC. Fourth, the consultant then reviewed a variety of historical and background materials, including the historic inventory and survey forms from Sandwich on file at MHC and conducted a windshield survey of the town. With this preparation, a public involvement event was held on February 2, 2002 to explore the main issues that had been identified. Participants at this well-attended workshop provided substantive input to the identified issues and offered a wide range of solutions, which provided the basis for the proposed historic preservation goals, objectives and actions contained herein.

Planning Team Member Jack Jillson records comments made by the public in the round-table discussions conducted during the February 2 public participation event.

Two additional steps were taken to allow for public scrutiny and feedback on the proposed action plan. The list of action items was published in the May 24, 2002 edition of *The Sandwich Enterprise* along with an invitation submit comments on them to the Director of the Town of Sandwich Office of Planning and Development. Finally, the second public participation and input event was held on a Monday evening, June 17, 2002. This was an interactive session that allowed the general public to indicate what priority they would give to the various action items, as well as give more detailed feedback on a written questionnaire.

As the plan moves into the implementation phase, the involvement of increased numbers of the public will be crucial to its success. Indeed, the more residents are involved, the richer the quality of life will become for all who live, work and play in Sandwich.

B. Public Awareness

A questionnaire circulated amongst the participants at the public involvement event on February 2. This event attracted people who generally had a high interest in historic preservation. The same questionnaire was then given to town officials in the weeks that followed. Input from these two groups revealed a general consensus that the level of awareness about the town's historic resources is low. Event attendees indicated that preservation organizations were not advocating strongly enough for Sandwich's heritage and they thought that interested people could not get readily involved in local preservation activities. Town officials, on the other hand, thought people could get involved fairly easily but weren't as unified on whether organizations were advocating sufficiently for the town's heritage. Both town officials and event participants were in agreement that preserving Sandwich's heritage was either very or critically important to the community's quality of life; and both groups rated the role of historic preservation in official local government concerns as only somewhat important. The most often cited areas related to historic preservation viewed as important to Sandwich were Heritage Tourism (30 responses), Historic Resources (23), Building Maintenance/Deterioration (23), and Local Education (21). Funding also ranked fairly high with 19 responses. Regulatory control received the fewest responses (7). Please refer to Appendix A for the complete set of responses to the questionnaire.

C. Major Issues to be Addressed by the Plan

Based on the public input received, the following are the major issues needing to be addressed by the Preservation Plan.

- Public awareness of the historic resources in the community and their significance, especially among those new to the community
- Development of stronger political/public support for preservation initiatives & ongoing activities
- Protection, preservation and reuse of specific historic properties – the most cited properties were the Town Hall and the First Unitarian Church (aka the Doll Museum)
- Preservation of the town functions within the historic village; concern about the area becoming a sort of outdoor museum where busloads of tourists crowd out the everyday business of the townspeople
- Centralization and accessibility of archival material for both townspeople and visitors
- Preservation of the historic character of Route 6A, including land uses, historic buildings, vistas, view sheds, as well as the roadway itself and open spaces beyond
- The design and appropriateness of improvements to state highways running through town, including the Mid-Cape Highway

- Identification and preservation of cultural landscapes
- Long-term preservation of the physical resources
- Coordination between various groups involved in historic preservation
- Coordination and effectiveness of heritage tourism activities
- Adequate public and private funding and volunteer efforts to support preservation efforts

D. Definitions

Historic preservation is not only an issue about buildings, such as Sandwich's Town Hall and the First Church (Doll Museum), but also about historic landscapes, customs and traditional patterns of activity. Although there are nuances of what actually constitutes preservation, the following definitions are used throughout this document, but *not* interchangeably, since they reflect specific meanings as determined by the Secretary of Interior.

Preservation is an umbrella term for a variety of methods of applying measures to sustain the existing form, integrity, and material of a building or structure, and the existing plan and vegetative cover of a site. It may include initial stabilization work, where necessary, as well as ongoing maintenance of the historic building materials.

Restoration is the act or process of accurately recovering the form and details of a property and its setting as it appeared at a particular period of time by means of the removal of later work or by the replacement of missing earlier work.

Rehabilitation is the act or process of returning a property to a state of utility through repair or alteration which makes possible an efficient contemporary use while preserving those portions or features of the property that are significant to its historical, architectural and cultural values.

Cultural Landscapes are geographic areas, including both cultural and natural resources and the wildlife or domestic animals therein, associated with a historic event, activity, or person or exhibiting other cultural or aesthetic values. Cultural landscapes can range from thousands of acres of rural tracts to a small homestead of less than one acre. Like historic structures, these special places reveal aspects of our country's origins and development through their form, use and special features.

View of Sandwich Village Center in 1875.

II. BACKGROUND

A. A Brief History of Sandwich

Known as "the oldest town on Cape Cod," Sandwich is rich in history and historic character. In order to plan adequately for its preservation one must consider the events not only of the past four hundred years, but also of its long geological and cultural history before European colonization.

The formation of Cape Cod began over two million years ago during the various ice ages and interglacial periods. The fourth and last ice age, known as the Wisconsin Stage, created the moraines and pitted plains of the region. This so-called "kettle and knob" topography can be seen in Sandwich today with its elevations ranging from sea level to over 200 feet. The glacial lake deposits, having high percentages of clay and silt, and rich marshlands made the region well suited for agriculture and husbandry and were important to the early development of Sandwich.

The existing archaeological record indicates that with the reestablishment of plant and animal communities shortly after the retreat of the last glacier, hunter-gatherers entered New England. Artifacts and remains believed to belong to the Paleo Indian Period, 12,000 to 9,000 years ago, provide tangible evidence that the Indians traversed Cape Cod as well. Although the Outer Cape contains among the most extensively studied and best dated archaeological sites in the state—over 600 recorded on the Cape and another 270 on Martha's Vineyard and Nantucket—far less is known about the resources in the Sandwich area.

Prehistoric occupation of Cape Cod appears to have increased sharply during the Middle Archaic period, approximately 8,000-6,500 years ago. Sixty-one percent of known Middle Archaic period sites are located in the Mid-Cape area. During the Late Archaic period, 6,000-3,000 ago, there was an even greater increase of activity on Cape Cod and the Islands. Several distinct cultural traditions appeared and human populations became firmly fixed across the landscape.

The recent prehistory of Sandwich revolves around the Wampanoag Indians who inhabited the area centuries before English colonists first stepped ashore at Plymouth in 1620. From early accounts, they were widely settled throughout the region, primarily in coastal locations such as Scusset, Pocasset and Scorton. Their principal village, Shawme, near the spring-fed Shawme Pond, provided a favorable situation for settlement as evidenced by its continual development and redevelopment that has evolved into today's Sandwich Village.

Within the larger story of the European colonization of North America, Sandwich's role is significant, linked as it is with the 17th century founding of Plymouth Colony. The friendly reception by the Indians in this area, along with early treaties forged with the Great Sachem, Massasoit, bolstered the immediate survival of the English settlers, in contrast to the difficulties experienced in the Virginia colonies. The relations that began as friendly, at least on the part of the Wampanoags, deteriorated during the first fifty years of colonization. Through relentless settling of the region by European immigrants, confinement of the Wampanoags to more and more limited land areas coupled with religious and cultural intolerance toward them, friction

inevitably developed and violent conflicts broke out. As happened across the entire continent, the First Americans of this region ultimately lost their sovereignty and rights to their homeland.

Setting the stage for colonial settlement in Sandwich was the establishment in 1627 of the Aptucxet Trading Post on the southern shore of the Monument River, near what is now Buzzards Bay. The first European families arrived in the town from Saugus (now part of Lynn), Duxbury and Plymouth. The first meetinghouse was built in 1638. Though it was actually never formally incorporated, Sandwich has been considered a legal municipality since 1639. Initially the town stretched between Buzzards Bay on the west and Cape Cod Bay on the north, covering approximately 90 square miles. Sandwich's eastern boundary with Barnstable was first set in 1672 and then adjusted in 1916. The southern boundaries between Sandwich and the Towns of Mashpee and Falmouth were established during the 18th and 19th centuries. Finally in 1884, the western section of Sandwich separated and was established as the Town of Bourne, leaving 43.95 square miles within the current boundaries of Sandwich.

Agriculture was the cultural and economic base for the early town, with corn, oats, rye and wheat being cultivated along with the raising of livestock, particularly sheep. The ready availability of fish and shellfish was exploited by both the Wampanoags and Europeans. The trading post at Aptucxet provided opportunities for economic activities that were expanding throughout the Buzzard's Bay area. Regional trails established by the Native Americans intersected in the Shawme Pond area, and they were adopted by the English settlers, becoming the basis for transportation routes that continue to exist today. The principal east-west trail followed portions of Main Street, the Old King's Highway (present day Route 6A) and Scorton Road (present day Old County Road) through the town. Additional trails following routes southwest to Buzzard's Bay and southeast to the Vineyard Sound originated in Sandwich Center. North-South Route 130, Old Falmouth Road, was also a key transportation route from early days.

The population grew slowly but steadily during the Colonial era. There were 136 heads of households recorded within the town in 1730. This figure did not include the Quakers who settled in the area of East Sandwich. By 1765, census figures indicated that the number of families had increased to 245; there were but 200 houses. The total population that year was recorded at 1,449, five percent of which were natives. The original Wampanoag Indian population had greatly diminished.

Inlets off Cape Cod Bay became ports of exchange for small coastal vessels shipping lumber and crops to Boston and Plymouth. Settlement gradually spread eastward from the village center into Spring Hill, East Sandwich and Scorton's Neck areas, and westward to Scusset. Still, social and economic activity continued to be focused in Sandwich Center, where shops and public inns had appeared. By the end of the 17th century, three gristmills—Thomas Dexter's, Benjamin Nye's in East Sandwich, and Elisha Bourne's on Herring River—were in operation, building upon the vibrant production of corn, oats, rye and wheat. Another five would be built before the mid-19th century, including Samuel Wing's on Spring Hill River, established in the 1740s.

Physical improvements, such as larger more impressive dwellings, reflected the maturing community. Larger houses with two-story facades and center entrances

were built in significant numbers. The Hoxie House, a two-story, three-bay saltbox built in the village center in 1675 and reconstructed in 1959-60, remains along with a number of other buildings from the Colonial period. There are also a number of surviving one-story houses that represent the residences of families at the middling and lower parts of the social and economic scales. All are distinguished by the prominent regional feature of a massive center chimney. A third rebuilding of the meetinghouse occurred in 1704. Other improvements included improving the east-west Cape Cod Bay route through Sandwich in 1684 to become the "King's Highway." This land transportation link to Boston played a significant role in the Revolutionary War.

Stephen Wing built Sandwich's first factory, a small cotton mill at the northern end of Shawme Pond, in 1811. The second industrial enterprise was the establishment of the Boston & Sandwich Glass Company in 1825. The glassworks introduced Sandwich to the Industrial Age, causing dramatic changes in the social and cultural composition of the community by attracting a substantial group of Irish and English artisans. The population of Sandwich grew rapidly. The influx of Irish Catholics led to the establishment of St. Peter's Chapel in Jarvesville, the first Catholic Church on the Cape. The splintering of the Congregational Church and the founding of Methodist and Unitarian congregations led to further religious diversity.

The Glass Company provided small cottages and tenements for its workers in a Factory Village—"Jarvesville"—in the State Street-Freeman Street area. The export of glassware led to the expansion of wharf facilities along Dock Creek. Despite the success of the Cape's largest manufacturing industry, agriculture remained the primary occupation in Sandwich throughout the 19th century.

The prominence of the glass works encouraged the first railroad connection to Sandwich. In 1848, the Cape Cod Branch Rail Road was completed from Middleboro to a terminus at the village center, linking Sandwich to Boston via the Fall River Line. This event further stimulated the center's growth as a regional commercial hub. A Hyannis link was begun in 1853, and the Cape Cod Rail Road developed from there. By 1855 the population in Sandwich reached an early peak of 4,496 with a consequent building boom. The Greek Revival style influenced much of the new architecture in this period, and a significant number of these buildings remain to this day.

Sandwich had grown little since the glass factory's heyday, and at the end of the 19th century development had not strayed from the village center and satellite communities along the Kings Highway in the northern coastal section of the town and along the southeasterly route to Mashpee and Buzzard's Bay. In fact, population was on the decline, and not just because the Town of Bourne separated from Sandwich in 1884. The population of the Town of Sandwich at that time was 1500, or about equal to the population prior to the Revolution.

The principal event that precipitated this population decline was the closing of the glass works by 1869. Cheaper glass imported from the Midwest had a severe impact on sales of goods produced in Sandwich. In subsequent years, several attempts were made to restart the glass works, producing specialty and art glass, but none were successful. The farm economy had diminished as well, although increasing numbers of cranberry bogs were appearing to replace outmoded forms of traditional

agriculture. Tourism was the one bright spot, although the town lagged other Cape Cod resorts in this respect, due to the colder waters in the Bay than on the south side of the Cape. Building in the town was curtailed by the downturn in the economy and the exodus of population, yet a few houses designed in the eclectic, picturesque styles of the late Victorian era are evident in the town center, as well as new and altered commercial buildings.

The Cape Cod Canal was an oft-delayed civil project that was constructed to connect Cape Cod and Buzzards bays so that shipping could avoid the dangerous waters east of the Cape and around the islands. The Cape Cod Canal Company was chartered in 1880, but the waterway was not officially opened until 1914. Perhaps its most significant impact on the town was to sever its physical connection to the mainland.

The Federal government introduced important changes in the 20th century. The U.S. Army Corps of Engineers took control of the Cape Cod Canal in 1918, purchasing title to it ten years later. In 1933, the canal was again widened and deepened to facilitate the passage of large ships as part of a WPA-funded project. The Bourne and Sagamore bridges were constructed at this time. Two fish-freezing plants were constructed on the canal in Sandwich, as well as a large pulp mill. The Manomet Point Station, opened by the Life Saving Service in 1921, was replaced with the present Coast Guard Station in 1935.

A National Guard Camp was created on the 3841-acre Coonamesset Ranch in the southwest corner of the town. Lombard Park on the south side of the ranch was donated to the town. Clearing and construction began in 1936 including an airstrip, water supply, and sewer treatment plant. The facility was named Camp Edwards in honor of Major General Clarence R. Edwards, commander of the 26th Division in World War I. The U.S. Army took control of the camp in 1940 and proceeded to enlarge it considerably. In six-month's time, 1500 new buildings were constructed creating a huge military installation that had a tremendous impact on the town. Eventually, this base would expand into neighboring towns and represent nearly 10% of the land area of Cape Cod. It now includes the Otis Air Force Base—named for the Lt. Frank Jesse Otis, Jr. M.D. of the Massachusetts National Guard. The population of the camp amounted to 8,727 military personnel in 1980.

Sandwich's population and economic decline extended into the 20th century. By 1940, the town's population amounted to only 1,360. With the loss of industrial jobs, its ethnic population was reduced significantly. However, the tourist industry was growing. While this event provided a promising solution to the town's economic woes, it would bring significant changes to the community. Shoreline development began on Cape Cod Bay along Springhill Beach, Ploughed Neck, Wing Boulevard, Hammond Road, in Town Neck, and Scusset on the other side of the Canal. This mostly took the form of small summer cottages, often built in clusters. Motor courts and rental cottage colonies appeared along the Old King's Highway, which was improved through a number of projects in the 1920's as part of U.S. Route 6 and became a primary automobile tourist route on Cape Cod. A bypass around Main Street in Sandwich Center was constructed in 1930. A large subdivision intended for summer houses was platted on Town Neck in 1949 to meet the increasing demand for vacation houses (though by 1977 fewer than half had been built upon). The small

fifty-by-fifty lots created concerns about safety and public health and led to the establishment of a zoning bylaw by the Town.

In 1965 a large oil-fired electric generating plant was constructed in order to augment the industrial contribution to the town's tax base. It was built on the Freeman Farm next to the Cape Cod Canal so that oil tankers could easily dock there and because of ready access to water for cooling purposes. The plant was completed and became operational in 1968. This enormous structure now dominates the skyline from the marshes and beaches of Cape Cod Bay as well as portions of the Old King's Highway. The intrusion of this industrial complex into the town's primarily rural landscape motivated residents to support the town's first historic preservation regulations. The Sandwich Historical Commission was established in 1971 and a Chapter 40C historic district was created at the Village Center. Then, in 1973, with interest in preserving the historic character of Route 6A and its environs increasing, the state legislature created by law a regional historic district—The Old King's Highway Regional Historic District. The district includes northern sections of six towns, from Sandwich on the west to Orleans on the east, located between the Bay and the Mid-Cape Highway. Today it remains one of the largest historic districts in the country. In 1975 the Town Hall Square Historic District was listed on the National Register of Historic Places.

Since World War II, the population and economy of Sandwich has increased steadily as its quality of life became evident to more and more vacationers, retirees and Boston commuters. Between 1950 and 1960 the year-round population more than doubled, (from 1,007 to 2082), as did summer residents (3,120 to 7,000). The population boom continued, albeit at a slightly slower rate:

Year	Year-round Residents
1970	5,239
1980	9,389
1990	18,479
2000	20,136

This population growth was spawned by intensive speculative residential development, which in turn created the demand for even more development. Infrastructure and public services, such as schools, have been stretched to the maximum. Recognizing that this trend was happening all over the Cape and that a more comprehensive approach to planning was needed for the entire region, the voters of Barnstable County approved the Cape Cod Commission Act, which established the Cape Cod Commission in March, 1990.

Most of the land in the town that could support house construction had been built upon by the year 2000. Recent dwellings now occupy old upland forest areas south and east of the center in planned subdivisions and as infill within existing developed areas along the town's roads and highways. Many summer cottages along the beach roads have been converted to year-round residences. To help relieve the increasing traffic congestion on Route 6A and local roads, especially during the summer season, the Mid-Cape Highway was constructed in 1950's, after passage of the 1954 Interstate Highway Act, to divert regional traffic. The highway is still the main route on the Cape for commuters and tourists alike. The Old King's Highway was reduced to secondary rural road status and its character granted protection by the regional

historic district. Today Sandwich primarily functions as a resort, retirement and bedroom community.

Conservation and historic preservation issues are now paramount in the town, as residents are anxious to protect the environmental and cultural features that attracted them here. Those whose families have lived here for generations believe that the effort has come later than it should have. Future growth will be limited by lack of available land and adequate water resources, current development, and the Town's evolving regulations. The next ten years may pose the greatest threat to the community's historic resources than at any time in its history. Other towns and cities have already experienced the alarming trend of historic properties being purchased with the idea of demolishing them and building anew. This is especially the case where land is desirable because of its location resulting in a "build-out" situation where undeveloped lots are unavailable. In fact, Sandwich is already experiencing this phenomenon on the shore of Cape Cod Bay where historic beach cottages are being demolished so that larger houses can be built.

This brings us to the present and the creation of a plan that will assist the Town of Sandwich in preserving the many historic properties, upon which its reputation and ambiance are based.

B. Planning in Sandwich

Planning as we think of it today was almost unheard of before the 20th century, for the nation's population was small and limits to natural resources had not yet been reached. However, the post-World War II Baby Boom generation and the impacts it began to have on the natural environment, together with technological innovations and analytical tools and applications (such as more accurate local and regional population projections) created the conditions for planning. The formal planning processes we take for granted today became institutionalized by the 1960s. Since then Sandwich has benefited from a number of planning initiatives, both regional and local in scope.

Synopses of those plans that have some bearing on the issue of historic preservation in the Town of Sandwich follows. Those who wish to research deeper into the planning solutions proposed over the years should refer to these documents, all of which are on file in Sandwich's Planning and Development Office. The plans are listed in chronological order.

Cape Cod 1980 – A Sector of the Massachusetts State Plan, August 1963
Blair Associates, Inc., Providence RI for Massachusetts Department of Commerce, Barnstable County Commissioners, Cape Cod Economic Development Council

This 20-year plan for the Cape Cod region was the first plan developed for the entire area, and dealt with natural resources, population growth, economic base, and infrastructure needs. It provided early, albeit brief, testimony to the importance of the historic resources on the Cape under the section, *Action by the State*: "Its historic and natural features should be emphasized, rather than its commercial facilities." The plan provides excellent historical background for the public policies and regulations that have evolved over the past forty years.

The Sandwich Comprehensive Plan, 1970, Sandwich Planning Board

This was the first comprehensive plan done for Sandwich. It noted the growing year-round population; citing the rate of growth as having increased from 4% per year to 6%, beginning in 1965. At that time, the tax base was strong and the tax rate attractive enough to entice increased economic activity. It was anticipated that a second phase of the Canal Electric Plant would draw new growth to the town. This plan was on the cutting edge of zoning law, stating that, "Cluster development should be allowed so that while the overall development density remains that which is basically required for the District, lots in large developments could each be made smaller and clustered, while the remaining space is preserved as permanent open space."

A chapter in the plan focused on the town's "Historic Assets," which reveals sensitivity to the historic character of the town. In this section, the plan reported the establishment of a Historic District Commission in 1965 for a newly-created historic district encompassing the Village in order to regulate "...any exterior alteration or construction." The plan recommended initiating a study of possible additional historic districts in three areas: Spring Hill Road, Old County Road near the Fish Hatchery, and Pleasant Street and Shawme Road near the Heritage Plantation. The plan also identified "cottage colonies" as being worthy of recognition, noting that development needed to be controlled where the "delicate scale" of established areas would not be destroyed

School Building Needs, Sandwich, Massachusetts, June 1970, Engelhardt and Engelhardt, Inc., Educational Consultants

This plan provided an analysis of school age population trends and needs. In its preface the study praised Sandwich: "It is an extremely attractive town, maintaining its quaint Cape Cod atmosphere." In discussing the existing school facilities of that time, the study reported that the Henry T. Wing School houses all students in Kindergarten through twelfth grades and was overcrowded. It included background on that building, noting it was built in 1928 with additions in 1958 and 1964.

Natural Resource Program of the Town of Sandwich, Massachusetts, Phase I Study, Inventory of Sites with Natural Resource Potentials, June 1973, Environmental Technical Team of Barnstable County in Cooperation with the Barnstable Conservation District

This study was requested by the Town of Sandwich and was the initial phase of a three-part "Natural Resources Program." Concern with the loss of natural resources prompted the study, which also addressed the protection and acquisition of wetlands, management of Water Department lands, development of natural areas for educational purposes, and a diversity of recreational opportunities. Agricultural lands were also assessed in the study. All the lands in the town were classified by type, without regard to ownership or potential development. Prioritizing lands for protection and developing means of management were left to later phases of the program.

Town of Sandwich Land Use and Population Study, November 1977,Office of the Town Engineer

This study provided basic statistical information on the number of parcels in Sandwich, how many had buildings, how many contained marshes or wetlands, and the acreage that was in conservation at that time. It is interesting to note that in the Town Neck area, less than half of the platted lots were developed even at this late date.

A Master Plan for School Facilities, Sandwich, Massachusetts, May 1978
New England School Development Council, Framingham, MA

An update to the 1970 study of school building needs, this plan projected an annual growth of 8-9% in school age population and provided alternative scenarios of how to address the physical needs. It dated the Wing school to 1927 rather than 1928, and reported additions that had been constructed since the earlier plan was written: one in 1975 and portables in 1972-73.

Natural Resources Report, Natural Resources Planning Program, Town of Sandwich, Massachusetts, October 1980, Sandwich Growth Policy Committee with the Assistance of the USDA Soil Conservation Service and the University of Massachusetts in Cooperation with the Cape Cod Conservation District

At the time this report was produced, 71% of the total land in Sandwich was wooded, compared to the statewide average of 66%. The report analyzed land use trends and made three general findings: 1-More intensive use of land; 2-Decreasing agricultural use of land; and 3-The rate of residential growth peaked in the late 1960s/early 1970s. This report also explored various means of protecting natural resources, including conservation and preservation restrictions, land purchase, agricultural preservation restrictions, the Farmland Assessment Act, and local agricultural assessment.

Master Plan Update Project, Sandwich, Massachusetts, July 1987, IEP, Inc., Barnstable, MA and Economics Research Associates, Cambridge, MA

This plan looked at 13 resource values and correlated them to positive and negative impacts of development such as affordable housing, reduced unemployment, reduced levels of road service, loss of prime farmland, contamination of water supply, etc. One of these values was “historic resources” and the plan stated that it “could be acknowledged as [the town’s] most valuable.” The Old King’s Highway Historic District, and its regulatory process were explained in the report.

The plan listed 31 historical sites not within historic districts and discussed the role of the Sandwich Historical Commission in maintaining an inventory of these sites. At the time this plan was produced, the Town Archives enjoyed the service of two archivists and a secretary.

Financial Analysis – Town of Sandwich, January 1987,Economics Research Associates, Cambridge, MA

This document evaluated Sandwich’s “phenomenal population and construction growth” in the early 1980s as positive, due to the resulting increase in the town’s tax base. However, on the negative side were the looming problems caused by deferred capital expenditures for infrastructure such as roads, schools, parks and utilities. When forced to make such improvements, the plan projected a negative impact on

the town's debt service and tax rates. The report also noted that there was too much reliance on property taxes as the principal source of revenue. It made a number of interesting recommendations, including the institution of Impact Fees, User Fees and Tourism Taxes, as well as diversification of the tax base (more commercial and industrial land uses). The value of preserving the historic character of the town was not addressed in the plan, and its recommendations certainly had negative implications for this aspect of the community—primarily in how areas should be slated for long-term land use and development. Cultural landscapes would have been threatened by an official policy that implemented the recommended industrial and commercial development.

Sandwich: Planning for Play, October 1989, Second Year Class in the Department of Landscape Architecture and Regional Planning at the University of Massachusetts at Amherst

Five groups of students prepared plans for different development scenarios around town. These were

1- A plan for improving and updating the Master Plan on Conservation and Open Space in Sandwich;
2- An analysis of bicycle routes;
3- Three alternative visions for development of the Sandwich Marina ranging from low to high intensity development;
4- Three conceptual designs for a 250-acre, town-owned parcel of land on Wakeby Pond; and
5- Three conceptual designs for a 45-acre town-owned parcel of land on Peter's Pond.

Such a study may have helped to gain perspective on how development could occur and supported the establishment of policies and land use controls.

Development in the Ridge District: Alternatives for Sandwich, May 1990
The Urban and Environmental Impact Assessment Class, Department of Urban Studies and Planning, Massachusetts Institute of Technology

The plan modeled the impacts of alternative development scenarios for the Ridge District using a number of measures. These included how different levels of development intensity or amounts of land used would affect employment, housing, and population. Fiscal impacts were also analyzed in a separate section. Although the values used in the report are now out-of-date, the method is one that could be replicated and provide regular assessments of the impacts of growth on historic resources in the town—particularly Route 6A and environs and important cultural landscapes.

Comprehensive Marina Area Development Plan, Town of Sandwich, 1993, Cecil & Rizvi, Inc. with FXM Associates and Fay Spofford & Thorndike

This study established a development plan for the Sandwich Marina and surrounding area. The study clarified the constraints and opportunities associated with the asset and created a program that would build on existing resources, expand appropriate tourism activities, provide economic benefits, and enhance the attractiveness of the waterfront. Key findings and recommendations included: 1-the area should be redeveloped to support tourism-related uses that would enhance the overall experience of the area for residents and tourists alike; 2-improvements should be high quality and in keeping with the town's traditional character; 3-marina expansion was not feasible for the Town-owned parcel adjacent to the existing boat basin, and it

should be used for other purposes; 4-the intensity of future development should be constrained by the traffic capacities of Route 6A; and 5-a new development of the one or more of the types recommended in the study would afford direct tax benefits, employment increases, as well as substantial indirect benefits.

Designing the Future to Honor the Past, Design Guidelines for Cape Cod, September 1994, Cape Cod Commission and Community Vision, Inc. in cooperation with the University of Massachusetts at Amherst Center for Rural Massachusetts

These design guidelines were prepared to provide a highly graphic and easily referenced document for towns and villages throughout the Cape wishing to protect their historic character. It contained a concise overview of the types of architecture to be found in the region and specific examples of how new infill development should complement it. The guidelines went beyond architecture to tackle issues of landscaping, transportation impacts, the coastal environment, lighting, and signage, among others. Finally, the plan recommended implementation measures, such as bylaw amendments and other legal tools for influencing aesthetics.

Historic and Archaeological Reconnaissance/Inventory Survey Cultural Resource Management Plan-Cape Cod Canal for Bourne, Sandwich and Wareham, Massachusetts, September 1994, Massachusetts Historical Commission, A Division of the Office of the Massachusetts Secretary of State, Michael Joseph Connolly, Secretary. published 2001. Davin, Ann, Holly Herbster, Virginia H. Adams & Maureen A. Cavanaugh

The survey was prepared for the US Army Corps of Engineers and assessed the impacts of improvements and several potential developments along the Canal. It contained the historic context necessary for evaluating the archaeological sensitivity of the area. It clearly set forth the variables that define whether a particular location would be of high, moderate or low archaeological sensitivity. (See Appendix B.) The study also noted the location of two potentially National Register eligible sites. Because the Army Corps of Engineers had no plans to disturb these areas at the time the plan was written, no protective measures were viewed as necessary. However, the plan also recommended additional investigations in these areas should conditions change.

This survey provides the best available information about archaeological resources within Sandwich. The standards for evaluating archaeological sensitivity are applicable to all areas of the town.

An Economic Development Strategic Plan for the Cape Cod Economic Development Council, January 1994, PHH Fantus Consulting

This is an economic development study that recommended consolidating the business development functions throughout Cape Cod. There would be a potential for such activities to counteract local efforts to control growth, and it does not acknowledge historic preservation efforts. The status of implementation is unknown.

Old King's Highway/Route 6A Corridor Management Plan, 1995, Cape Cod Commission

This regional plan was funded by federal Intermodal Surface Transportation Efficiency Act monies, through the National Scenic Byways Program. It provided an

overview of the management issues involved in preserving the unique characteristics of the Route 6A—the Old King's Highway. These included zoning and land use, overhead utilities, traffic congestion, major scenic views, tree canopy, and visitor facilities. The plan contained maps of areas designated or eligible for the National Register of Historic Places, heritage attractions, critical environmental features, visual intrusions, as well as a map showing the original Old King's Highway route. Thirty specific short-term and continuing actions were listed in the Action Plan section, only three of which deal directly with historic resource preservation and/or promotion:

#5 – Increase public visibility and awareness of corridor through development of a brochure to explain the history of the road, further appreciation of the corridor's resources and encourage exploration via non-automobile travel.

#10 – Evaluate resource protection options, identifying potential programs to encourage the preservation and protection of historic structures, scenic and environmental resources.

#20 – Update historic/scenic resource inventories through resource surveys, to include historic sites, landscapes, stonewalls, roadway characteristics, outbuildings, etc.

Three related plans were also issued in August, 1995, which dealt with specific impacts on the aesthetic character and functioning of Route 6A. They are:

Route 6A Vegetation Management Plan - It was noted that in Sandwich there are over 800 trees within ten feet of the roadway creating a "medium" tree canopy. Opportunities for new planting were cited: at the Bourne/Sandwich town line, within the commercial area, and at several intersections along Route 6A.

Sign Inventory, Old Kings Highway Route 6A - This plan provided a breakdown of all existing signs, by type and location along the route. It also analyzed non-conformity of signs with the Manual on Uniform Traffic Control Devices and provided recommendations for sign replacement.

Access Management Study, Route 6A between Bourne and Orleans – The main goal of this plan was to identify points of traffic conflict along the Old King's Highway, which are primarily the numerous curb cuts along its length (383 in Sandwich). The plan recommended ways of eliminating the conflicts, by combining property access points.

Sandwich Local Comprehensive Plan (A Master Plan), April 26, 1996, The Land Use Collaborative & Sandwich Local Planning Committee

The plan summarized three common themes found in previous planning efforts (listed above). Two of them addressed historic preservation issues (emphasis added):

> "The people of Sandwich recognize and highly appreciate the town's exceptional natural and *historic environment* and townspeople will work hard to protect that environment."
>
> "There is a strong sentiment among townspeople to protect Sandwich's *rural character*, and the Town has used a variety of means to accomplish that goal."

The plan recognized the important economic impacts of tourism, which provided nearly 60% of the region's economic base at the time. The relationship of the community's heritage to continued tourism was specifically cited in the Economic Development Element: "Sandwich shall preserve the historical character of the

Village. Maintaining and improving its attractiveness to tourists cannot be overemphasized."

The Water Resources Element listed fresh water ponds. From the discussion of the public's rights of access to ponds 10 acres or greater under Massachusetts law, one could deduce that these open spaces correspond closely to highly prized historic/cultural landscapes. The Sandwich Coastal Resources Element noted the presence of stone jetties at the entrance of the Cape Cod Canal, attractive to both tourists and fisherman, but their historic significance was not. The dramatic coastline within the Town of Sandwich, the Sandwich Marina and structures such as boardwalks are also mentioned within this section, though their contribution to the historic character of the town is again not specifically cited. However, proposed Action # 9, which called for the "creation of a voluntary designer's guide for all development along the coastline to encourage compliance with maritime/architectural character standards," implies sensitivity to historic architectural precedents.

Chapter 4.2, which dealt with Capital Facilities and Services only peripherally touched on preservation issues with the suggestion that "...reuse of some Town buildings should be considered." The Transportation and Circulation Element of the plan provided a valuable inventory of roadways notable for their scenic and historic values (3 categorized as "Class B – Regional" and 42 within the "Class E – Local" category. It also addressed the need for adequate pedestrian facilities within the historic town center.

The Open Space and Recreation Resources Element of the Comprehensive plan enumerated those lands currently under the control and management of the Conservation Commission. While the primary rationale for their protection was environmental in nature, virtually all of the identified properties have cultural significance and contribute to the historic character of the community. This suggests that the Sandwich Conservation Trust, a tax-exempt, not-for-profit organization that owns a number of small but significant tracts of land, has a further role to play in preservation of historically significant tracts of undeveloped land.

The last chapter of the plan was devoted to Historic Preservation and Community Character. This section provided an overview of historic preservation efforts taken in the past along with an outline of historical assets and partial list of historic sites. These included cultural landscapes as well as specific buildings. The goals, policies and actions specified presented a reasonable framework for future preservation efforts.

Historic preservation and the related idea of community character were both well integrated into the overall goals and policies presented in this plan. Although this document made explicit a strong case for preservation of its historic resources, it did not address the issue of community character adequately enough to be certified by the Cape Cod Commission.

Cape Cod Regional Policy Plan, 1991, 1996, 2002, Cape Cod Commission

This policy plan was first adopted in 1991and subsequently updated. It provided an integrated approach to regional planning issues facing the Cape. The range of issues were the usual ones—land use, natural resources, transportation, economic

development, housing, and heritage preservation and community character. In this last category, a chapter was dedicated to laying out a rationale for the protection of community character, including specific steps by which historic and archeological resources could be protected. Minimum performance standards provided specific guidance for the development of local bylaws and guidelines. In the implementation section ten "Recommended Town Actions" were made. (See Appendix C.)

Sandwich Public Schools Master Plan Study, June 1997, HMFH Architects, Inc., Cambridge, MA

This study explored the various options of how to provide for the physical needs of the schools based upon school enrollment projections together with statewide mandates, standards and building codes. The historic significance of the existing schools (e.g. the Wing School) was not assessed nor were historic preservation issues addressed.

Sandwich Water District, Sandwich, Massachusetts – Water Supply Requirements Study Through Year 2020, November 1998, Metcalf & Eddy, Wakefield, MA

This study provided a straightforward analysis of the ability of the existing water supply facilities to meet increasing water demands based on projected growth to build-out of the community.

Massachusetts Military Reservation Master Plan Final Report, September 1998, Cape Cod Commission in conjunction with the Community Working Group

This study looked at the reuse options for the 20,000-acre MMR from a regional perspective. It addressed the conditions of the forest habitat and freshwater resources on the site. It recommended concentrating new and replacement uses in or adjacent to the 5,000-acre cantonment area in the southern portion of the site and permanently reserving the remaining 15,000 acres for water supply, wildlife habitat and open space.

Town of Sandwich, Massachusetts Open Space and Recreation Plan, 1999, The Compact of Cape Cod Conservation Trusts, Inc.

This 1999 plan provided a comprehensive inventory and mapping of open spaces that deserve environmental protection and evaluated for their historical significance. It provided a brief overview of the forces that threaten the loss of open space—primarily the dramatic population growth that has occurred over the past 40 years and the changing character of that population. One of the important findings in the plan was that the ability of the town's infrastructure to absorb more long-term growth is very limited. Another concern was whether open space set-asides (land that will remain open space in perpetuity) would grow apace with development despite the regulatory mechanisms in place. It thus advocated for new acquisition of significant tracts of open space. The plan also noted that channeling growth along existing arterials would be an insufficient means to control growth. Water issues were cited as a rationale for limiting growth. Several historic/cultural landscapes are listed as open space worthy of preservation. The Freeman Farm is listed among the largest parcels available for development, along with various tracts within the Ridge District. The plan also identified the historically significant "Christopher's Hollow"—an early meeting place for Sandwich's Quakers—as privately owned land that should be considered for acquisition.

The Action Plan section includes two subsections that propose the protection of scenic resources (II.C.) and historic resources (IID.). Section II.F. Regional Coordination specifies the need for cooperation with the Thornton Burgess Society to create access to important open spaces. This plan provides excellent background and support for preservation of cultural landscapes and the findings in this 2002 Sandwich Historic Preservation Plan.

Final Report - Task Force on Roads in Historic & Rural Areas, November 3, 2000

This document is the result of recent statewide efforts to bring together highway engineers, leaders in historic preservation, planners and others interested in the aesthetic and historic qualities of roads to resolve design and other issues associated with roadways throughout the Commonwealth. The report summarized policy issues and describes the background, development and progress of the Task Force, which began meeting in July 1999. The report also included a series of recommendations to the Commissioner of Transportation that would help residents and town officials better deal with roadway improvement in their communities. One of these related to the *Cape and Island Rural Roads Initiative,* an effort of the Cape Cod Commission together with other regional planning commissions and the National Park Service. It recommended that the programs be pursued in tandem.

Town of Sandwich, Sandwich Public Library, Long Range Plan 2000, December 12, 2000, Long Range Plan Steering Committee for Board of Trustees, Sandwich Public Library

While this plan focused primarily on the physical and programmatic needs of the public library and the financial implications of fulfilling these needs, it also contained a significant section on serving clients' interest in "Local History and Genealogy and Government and Cultural Affairs." The plan set out three goals that directly relate to this issue:

1- The community and visitors will have access to appropriately maintained and well-preserved records for research and information on the town's heritage and history,

2-The community and visitors will have access to Town genealogical and historical records and research tools and trained personnel to facilitate their specific investigations, and

3-The members of the community will have the opportunity to expand their knowledge of different cultures to develop increased understanding and tolerance. In particular the document provides a plan for working with the Town Archives Department to provide support for archival activities, including digitizing historical documents, including newspapers, into electronic format.

This plan offered a number of goals and actions that address the archival and historical research needs of the Sandwich community, in particular the idea of providing a town archives within the library.

C. The Regulatory Environment

A variety of laws govern the preservation of historic properties. Such regulations provide the means by which a community's historic preservation goals are implemented. Because they are more specific than guiding policies in general planning documents, as presented in the previous section, they are more direct in their impact. However, some regulations actually run counter to the overall direction of a community's historic preservation policies—such as certain building code requirements. For this reason, it is particularly important to understand the laws and their particular requirements, as well as the adverse effects they may have on historic properties. An overview of the regulatory framework in which preservation actions take place follows.

FEDERAL LAWS

National Historic Preservation Act of 1966

The first federal law concerning historic preservation was the National Historic Preservation Act of 1966 (NHPA). It established a comprehensive program to preserve the historical and cultural foundations of the nation as a living part of community life and created the National Register of Historic Places, which is the official list of properties worthy of preservation. The National Register is part of a national program to coordinate and support public and private efforts to identify, evaluate, and protect historic and archeological resources. The National Park Service, under the Secretary of the Interior, administers the National Register program, and involves the states through official State Historic Preservation Offices (SHPO). In Massachusetts the SHPO is MHC and has responsibility for commenting on all nominations to the National Register of Historic Places and National Historic Landmark Program.

Properties listed in the National Register include districts, sites, buildings, landscapes, structures, and objects that are significant in American history, architecture, archeology, engineering, and culture. The National Register includes:

- all historic areas in the National Park System;
- National Historic Landmarks that have been designated by the Secretary of the Interior for their significance to all Americans; and
- properties significant to the nation, state or community which have been nominated by state historic preservation offices, federal agencies, and tribal preservation offices, and have been approved by the National Park Service.

Listing in the National Register can fall into one of two categories. Individual properties, as noted above, are recognized as outstanding examples of their type, period or method of construction, or for their association with significant events or persons. A group of resources proximate to each other can be listed as a "district". The advantage to this second approach is that properties that would not otherwise qualify for listing can be designated, because together they convey a sense of history.

What is not well understood by the general public is that listing in the National Register does not provide absolute protection for a resource from private property owners' actions, such as insensitive remodeling or even demolition. In general,

private owners can do what they like to their properties, despite being listed on the National Register. On Cape Cod, however, listing on the National Register gives the Cape Cod Commission review and approval authority over demolitions and substantial alterations to these historic properties, if located outside local or regional historic districts.

The NHPA and subsequent amendments to it does provide for two important incentives for historic preservation efforts: 1- income tax credits for the costs of rehabilitation work that meets the Secretary of Interior's Standards, and 2– some protection against actions by federal government agencies that adversely impact the historic integrity of properties listed on the National Register. This latter provision, commonly referred to as Section 106 Review, stipulates that agencies funding or issuing permits for projects must consult with state historic preservation offices (the Massachusetts Historical Commission in the case of the Commonwealth of Massachusetts) and take potential adverse effects on historic properties into consideration and, if they are unavoidable, to mitigate them. This protection is crucial because each year the federal government is involved in a variety of projects that impact historic properties. For example, the Federal Highway Administration works with states on road improvements in historic areas, the Department of Housing and Urban Development grants funds to cities to rehabilitate historic neighborhoods, and the General Services Administration manages federal properties location throughout the nation. Examples of such federal properties in Sandwich include the Massachusetts Military Reservation and the Cape Cod Canal. Section 106 review encourages, but does not mandate, preservation. Sometimes there is no way for a needed project to proceed without damaging historic properties. However, Section 106 review does ensure that preservation values are addressed in federal planning decisions.

Sandwich currently has four listings on the National Register of Historic Places. They are: Forestdale School, Benjamin Nye Homestead, Town Hall Square Historic District, and the Wing Fort House. A recent historic resource survey has identified numerous other properties and districts eligible for listing on the National Register. (See pages 33 - 39.)

STATE LAW

Massachusetts state laws directly related to historic preservation are administered by the Secretary of State and the Massachusetts Historical Commission (MHC). These include the following:

Chapter 9: Section 26C. State Register of Historic Places
The MHC is responsible for maintaining a state register of historic places, which includes all properties listed on or determined eligible for the National Register, as well as locally designated landmarks and districts, historic properties with preservation restrictions and inventoried archeological sites. A determination of eligibility or DOE is the result of close evaluation and issuance of a subsequent official opinion by MHC.

Chapter 40C – Historic Districts Act
Under Chapter 40C of the Laws of Massachusetts, cities and towns may establish local "historic districts" that consist of one or more parcels or lots of land, or one or

more buildings or structures on one or more parcels or lots of land. Once established according to the procedures set forth in the law, a historic district commission is empowered to review proposed exterior changes to all properties included in the district and to issue certificates of appropriateness, which are required before a building or demolition permit can be issued. Factors to be considered by the commission include the historic and architectural value and significance of the site, building or structure; the general design, arrangement, texture, material and color of the features involved; and the relation of such features to those of similar buildings and structures in the surrounding area. This last statement gives broad discretion to the commission to protect the historic character of entire neighborhoods and, presumably limiting the size of additions and alterations. Appeals of commission decision are to the superior court sitting in equity for the county in which the city or town is situated, which tends to encourage compliance with historic regulations.

There is one major limitation placed on Sandwich in its use of Chapter 40C law, however. A local district cannot be established within the Old King's Highway Regional Historic District. In fact, the enactment of this regional district, which also affects six other towns on the Cape, voided the one pre-existing local district designation established in1965 for Sandwich Center. This was done to avoid overlapping jurisdictions and potentially conflicting directions from two different oversight commissions. For further discussion of the Old King's Highway District refer to the section on Local Laws, below.

Archaeology

The Chair of the Massachusetts Historical Commission appoints the State Archeologist who is responsible for the preservation and protection of the archeological resources of the Commonwealth. Duties of this position include compiling and maintaining an inventory of historical and archeological sites and specimens (not a public record) and recommending sites within the Commonwealth to be considered for state archeological landmarks or for preservation and conservation restrictions. In addition, the State Archeologist can recommend that any land owned by the Commonwealth or a political subdivision, including any forfeited to a city or town for the nonpayment of taxes on which sites or specimens are located or may be found, be reserved from sale, provided that the area be confined to the actual location of the site or specimens. Archaeological excavations on public lands are overseen by the State Archaeologist, whose permits ensure that these important resources are properly conserved. The State Archaeologist also reviews development projects that affect archaeological properties and negotiates solutions to protect the sites.

Environmental Review and Public Planning

The Massachusetts Historical Commission is authorized by state law to review and comment on state licensed, permitted, or funded projects to determine whether or not the proposed project will have an impact on historic or prehistoric properties. This process echoes the Section 106 Review for federal projects and requires all state agencies to notify MHC of projects they plan to initiate. MHC checks the state register to determine whether the project poses a threat to a historic property within the impact area. If so, the project proponents and MHC jointly explore alternatives to eliminate, minimize, or mitigate any damaging effects. The MEPA (Massachusetts Environmental Protection Act) regulations also take into account historic and cultural resources. Action on properties for which MHC makes a determination of eligibility and that will involve full or partial demolition will trigger environmental protections.

State Building and Fire Codes
The state has established uniform standards and requirements for construction and construction materials compatible with accepted standards of engineering and fire prevention practices, energy conservation and public safety. The state building code is periodically updated to reflect advancements in building technology and new safety issues. This results in an ever-widening gap between the way historic buildings were constructed and how new structures are required to be built. Consequently, restoration projects often trigger code requirements that could mandate the loss of historic fabric and authentic architectural details. A change of use, which is often required in order to save a building from abandonment or demolition, may be prevented by these same issues. For example, if an owner wanted to remove vinyl siding and small non-historic windows from an insensitive remodeling project and restore windows to their original size and configuration, the code requirement that windows cannot be less than 18" from the floor, would pose a contradiction. Similarly, railing heights, open stairways, and handicapped accessibility are some of the other issues that continually come into conflict with uniform building codes in projects involving historic properties.

Fortunately, Massachusetts provides certain considerations for historic buildings in Chapter 34 of the State Building Code—Repair, Alteration, Addition, and Change of Use of Existing Buildings—if they are listed on or eligible for the National Register of Historic Places or the Massachusetts State Register, as certified by MHC. This chapter gives local building officials substantial latitude determine how the code applies with respect to either "totally preserved" or "partially preserved" historic structures. Moreover, if significant historic fabric is threatened by code requirements, the cost becomes unreasonably high, or the local building inspector is overly conservative in his decisions, a property owner may appeal the decision of a local building official to the State Building Code Appeals Board. (See Appendix D for details on how to initiate an appeal.)

Scenic Roads
In 1992, the Great and General Court of Massachusetts adopted legislation, enabling cities and towns to designate scenic roads under Chapter 40, Section 15C. See Local Regulations, below, for a listing of roads that have been designated in Sandwich.

Subdivision Control Laws
State enabling legislation gives town planning boards review and approval authority over subdivisions. However, in Chapter 41: Section 81P of Massachusetts Laws provides for an unusual procedure by which land parcels can be recorded without review and approval under a town's normal subdivision authority. This law provides a major loophole through which land divisions occur that could have negative impacts upon historic properties.

REGIONAL REGULATIONS

Cape Cod Commission
The Cape Cod Commission (CCC) was created in 1990 with powers and duties under Chapter 34, Chapters 81 to 88, inclusive, and Chapter 140 of the General Laws. Thus it has the right and responsibilities of referral and comment for land use issues, including historic preservation, as noted previously with regard to comment on certain

impacts to National Register properties. In addition, the CCC has provided guidance to the towns through a wide range of plans. These include suggested architectural and site design review guidelines which provide an excellent resource for Sandwich.

Old King's Highway Historic District

The most effective protection of Sandwich's historic resources to date has been afforded by the creation of the regional historic district, named the Old King's Highway Regional Historic District (OKHRHD) on Cape Cod. This district was established by the Massachusetts Legislature (Chapter 470 of Acts of 1973) "to promote the general welfare of the...towns...through the preservation and protection of buildings, settings and places within the boundaries of the regional district and through the development and maintenance of appropriate settings...compatible with the historic, cultural, literary and aesthetic tradition of Barnstable County as it existed in the early days of Cape Cod." It includes sections of the towns of Sandwich, Barnstable, Yarmouth, Dennis, Brewster and Orleans. In Sandwich, the district includes all the land between the centerline of Mid-Cape Highway (Route 6), and the mean low water line of Cape Cod Bay, approximately 14 square miles. When the Old King's Highway district was instituted, the locally designated Sandwich Center Historic District was eliminated. As noted above, this was done to avoid the possibility of overlapping and inconsistent design review requirements being placed on property owners. The district does not, however, replace landmarks or districts listed on the National Register of Historic Places, but rather supplements the limited protection that National Register listing provides.

Local District Committees, one in each of the six towns within the OKHRHD, have responsibility to administer the act within their own jurisdiction, including review and approval authority over a wide range of physical improvements to structures within the district. These include alterations, additions, demolition of existing buildings, signs, and the design of new construction. All such changes must be issued a certificate of appropriateness or a certificate of exemption. The decisions of these committees can be appealed to the district-wide Old King's Highway Regional Historic District Commission, which is made up of the chairs of each local District Committee. Determinations by that commission may be appealed to the district court having jurisdiction over the town in which the disputed action was taken.

LOCAL REGULATIONS

The Town of Sandwich has the typical range of provisions under its Protective Zoning By-Law to promote the public health, safety, and convenience and to encourage the most appropriate use of land. Within the general purpose section of the bylaw, rationale are cited that have a bearing on the preservation of historic resources: preventing the overcrowding of land; conserving the value of land and buildings, including the conservation of natural resources and the prevention of blight; and preserving and increasing the amenities of the town. Landscaping and screening requirements are applicable to all districts and, depending upon how applied, may either help or hinder the maintenance of the town's historic character.

The majority of land within Sandwich is zoned for residential use, with only five relatively limited areas zoned for business activities and two for industrial purposes. A Marine District and a Shore District each allow for special waterfront uses. The extensive Massachusetts Military Reservation has its own Government District designation. Another special district is the Ridge District, which is intended to provide

for flexible development of large-scale tracts while "preserving or enhancing views of the bay from public ways; preserving or enhancing landscaping or tree cover." The Business Limited, BL-1 zoning district specifically addresses protecting the character of historic environs" in its purpose section, while the Business Limited, BL-2 district does not. The Industrial Limited District reserves certain lands for exclusive industrial and commercial use "while providing a visually pleasing landscaped area compatible with the Town's history."

Two articles in the bylaws indirectly relate to preservation of historic character and resources. The first, Article II, Section 2430 "Restoration," is an innovative regulation reflecting the community's goal of allowing legally non-conforming structures damaged by fire or other catastrophe to be rebuilt. In a community like Sandwich, the ability to reconstruct a historic structure is factored into the limitations placed on non-conforming uses. Most other communities disallow reconstruction if the damage exceeds 50% of the structure. Second, Article III of the General Regulations, require setbacks of fifty feet from ponds and lakes (Section 3600, Pond Setback Requirements), which have the effect of protecting potential archaeological sites, as these are most probably found near water features.

The following list of "Overlay Districts" also serves to indirectly protect historically and architecturally significant resources:

Parking Overlay District – The Parking Overlay District is located within the historic village center and the Town Hall Square Historic District. This relatively recent amendment to the zoning bylaw allows for shared use of parking lots and specifically allows religious institutions to use town-owned parking lots towards satisfaction of their parking needs and requirements. This helps reduce the pressure to abandon historic religious structures, many of which are located in thickly settled areas and do not have adequate land to provide off-street parking.

Three Ponds District – This district, encompassing approximately 692 acres and Lawrence, Spectacle and Triangle ponds, is one of the least developed areas in Sandwich. It has been a location of large summer camps, which suggests that it is cultural landscape worthy of special protections. The sensitive environmental qualities of the area have prompted the town to overlay additional regulations on the existing R-2 low-density residential district. Among the objectives stated for this district in Article VII of the zoning bylaw is to "preserve the scenic character of district roads as well as views of pond shores and woodlands." Uses are more limited than in the underlying district, and some are subject to obtaining a Special Permit. To date these conditions have served to limit development in the district.

Within Article VII of the Sandwich Protective Zoning By-Law, a plan entitled "Three Ponds District," prepared by the Cape Cod Commission in 2001, was adopted by reference. The plan delineated a "Preservation Zone" to be applied to areas too environmentally sensitive for development and was made a "sending" zone in a "Transfer of Development Rights" (TDR) provision. TDRs are rather sophisticated regulations that serve to address property rights issues arising when development is totally disallowed on certain tracts of land. The regulation allows development that would previously have been allowed on one tract, a "sending zone," to be transferred to a "receiving zone," in Sandwich's case, an adjacent parcel. The adjacent land may then be developed to a higher intensity of use, in excess of the number of units that

would have been otherwise allowed. Pond shoreline buffer requirements, limiting what can happen within 300 feet of the three ponds, serve to protect potential archaeological sites, as noted previously. The Three Ponds District also requires 100-foot setbacks and landscape buffering for new structures located along designated Scenic Road Corridors, which are portions of Farmersville Road, Pinkham Road, Great Hill Road and all of Stowe Road. Shared driveways are encouraged in the district.

Water Resource Protection District – The purpose of Article V of the zoning bylaw is to protect the town's groundwater resources in order to ensure a safe and healthy public water supply. The designated area is extensive, covering primarily low density residential and the government districts, though it also extends into industrial and commercial districts. While this regulation appears to be completely unrelated to historic preservation, it provides a dampening effect on the amount of development that can be accommodated, thereby preserving existing patterns of development and some significant cultural landscapes.

Scenic Roads
Sandwich has designated numerous scenic roads. Regulations require that a scenic road permit from the Planning Board be issued before a driveway can be constructed along it, and tree removals also require a hearing.

Atkins Road (from 6A to most southerly intersection of Crestview Drive)
Beale Avenue
Boardley Road
Charles Street
Canary Street
Chase Road
Cranberry Trail
Cross Street
Dewey Avenue
Discovery Hill Road
Factory Street
Freeman Street
Gilman Road
Great Hill Road
Grove Street
Harbor Street
Howland Lane
Jarves Street
John Ewer Road
Jones Lane
Liberty Street
(Old) Main Street (Town Hall to Route 6A to the East)
Old County Road
Pheasant Lane
Pimlico Pond Road
Pine Street
Pinkham Road
Pleasant Street
Ploughed Neck Road

Quaker Road
River Street
Sandy Neck Road
School Street
Shawme Road
Spring Hill Road
State Street
Stowe Road
Summer Street
Tupper Road (from Town Hall Square to 6A)
Water Street
Willow Street

Route 6A is also considered a scenic highway, but jurisdiction within Sandwich lies with the OKHRHD Committee.

Subdivision Rules & Regulations

The subdivision regulations for the Town of Sandwich reflect those typically found across the state and country, with specific design standards, submission requirements, and review procedures, all in accordance with state enabling legislation. The law states that the health board or officer for the jurisdiction must be notified of all subdivision applications and given 45 days to respond. There is no such notification requirement to a town's Historical Commission. This can result in cultural landscapes with significant resources being highly impacted by the division and sale of land. For example, in the case of farmland, houses are sometimes separated from barns and other outbuildings, thereby setting up situations that may result in the removal of historic structures, and destruction of historic land patterns.

Fortunately, Sandwich's subdivision regulations go beyond most. In the general section dealing with design of required improvements, the regulations state the "due regard shall be shown for all natural features and community assets, which if preserved will add attractiveness and value to the subdivision." Another section entitled "Protection of Natural Features" is more specific and reiterates that "due regard shall be shown for all natural features such as large trees, water courses, scenic points, historic spots and similar community assets which if preserved, will add attractiveness and value to the subdivision." Since required plans must illustrate all existing buildings, stone walls, large trees and other structures, the Planning Board has both the information and the power to protect to some degree the community's significant historic resources in the course of its normal review of subdivision requests. This assumes of course that the members are cognizant of their significance. Another provision of the subdivision regulations is that all electrical, telephone and other utility wires shall be placed underground unless infeasible. This latter provision, although only being implemented in new development areas, serve to enhance the overall historic and scenic character of the town.

Needed Regulatory Tools

One important preservation tool that Sandwich lacks is the authority to undertake general architectural and site plan review throughout the town, even for commercial properties. Because the historic character is not limited to the Old King's Highway Historic District, but rather permeates all areas of town, the ability to review projects with potential physical and visual impacts would be very appropriate for Sandwich.

To date, informal review has been done for those developers open to guidance from the Planning and Development Office. However, review is not mandatory and therefore cannot produce consistent results.

Intrusion of extraordinarily large residential structures into established neighborhoods of small houses can easily destroy the valued historic character of these neighborhoods.

A second tool that would be appropriate for Sandwich to implement is a special neighborhood preservation or conservation zoning district that would limit the size and massiveness of new structures, or additions, within neighborhoods made up of uniformly modestly sized dwellings. Cabin colonies and residential areas like Town Neck contain many houses that are now nearing fifty years of age, the threshold for eligibility for the National Register of Historic Places. While individual dwellings in neighborhoods such as Town Neck may not be individually significant, as a group they clearly constitute historic resources that are distinctive to a specific historical era and type of development important to Sandwich's history. Given the real estate market in the Boston area and the fact that Sandwich is fast approaching build-out, the modest dwellings that make up these cohesive neighborhoods are likely targets for realtors and speculative homebuilders responding to demands for larger houses. Such uncoordinated neighborhood transformation would easily result in visual disorder, uneven and inequitable property values, loss of affordable housing stock, and the unfortunate dilution of the town's historic character. While some of these areas are within the OKHRHD and therefore have the protection of design review, a zoning bylaw is the more reliable and uniform way to address the problem of incompatible development. Specifically, precise measurements based on the prevailing lot size, setbacks, building heights and FARs (Floor Area Ratios) should be developed to provide the standards and limits for selected neighborhoods. Another approach is to develop a bylaw allowing for establishment of Neighborhood Conservation Districts. However, this latter approach would not be allowable within the OKHRHD. See Appendix E for an article concerning this issue and the Cambridge, Massachusetts Neighborhood Conservation District Ordinance.

A Demolition Delay ordinance is another tool that has been considered over the past several years, and one that has provided other towns on the Cape with a safeguard mechanism against loss of historic buildings due to demolition. Because the necessary survey, evaluation and nomination work will take some time to complete, a demolition delay ordinance will provide assurance that significant buildings won't be destroyed before they can be identified and protected. Although it doesn't absolutely prohibit demolition of historic resources, a demolition delay ordinance provides time to explore alternatives to demolition. It must be recognized, however, that a number of steps must be taken in tandem with passing such a bylaw. These include finding buyers for threatened historic properties, educating the public about acceptable

expansion and improvement options for historic houses, and sites to which threatened buildings can be moved.

The Town of Sandwich has a bylaw in place that allows for the designation of historic districts and individual properties. The same bylaw established the Sandwich Historical Commission, which has review of designated historic properties. Although the bylaw was effectively amended in 1974 to exclude local historic districts within the Old Kings Highway Regional Historic District, that was accepted at the Town Meeting that year, individual historic properties and districts located outside the OKHRHD can be established by bringing specific bylaws defining such designations to annual town meetings.

The validity of historic preservation regulations has been well tested in the courts and provides the underlying legal basis for instituting the regulatory tools necessary for a community to protect its historic character. At the same time, it must be kept in mind when crafting new bylaws and implementing existing regulations, that case law on the application of local land use regulations has established that a private property owner has a right to a reasonable use of his property. Finding the appropriate balance between the welfare of the community and its historic resources and the concerns of property owners will be key to formulating any new regulations for the Town of Sandwich.

The cabin colonies in Sandwich, many of which were developed in the 1950s, are important historic resources yet to be surveyed and evaluated.

III. OVERVIEW OF EXISTING SURVEY AND NEEDS

A. Existing Survey

A number of historic surveys have been conducted in Sandwich over the years. Typical of most old New England towns, historians and preservationists have maintained lists, both formal and informal, of historic landmarks over a century. While not recorded systematically on forms in relation to organized local or state programs, these buildings have appeared and reappeared in a variety of historical publications. Further, a review of local newspapers and town meeting minutes would likely produce a fair amount of evidence of actions to preserve colonial-era homes or thwart the impacts of direct or peripheral development.

The documentation of historic resources began in the late 19th century with the publication of regional Cape Cod and town histories. The History of Cape Cod (Frederick Freeman, 1858) and the History of Barnstable County, Massachusetts (Simeon L. Deyo, ed., 1890) included references to many historic buildings and the prominent families associated with them. Mrs. John S. Smith wrote a series of short articles describing about twenty old houses in Sandwich in 1890 that were published in the local newspaper in 1903. In 1904, local schoolteacher Ella Frances Ellis published an article in the local newspaper on the "Nye Houses in Sandwich." She followed this up with an article entitled "Old Houses of Sandwich" in 1907. Ellis also laid out a grid over the Old Town Cemetery and recorded the markers that remained there as well as wrote a descriptive listing of all those who were buried there. This work was published in 1908. Her efforts culminated in the incorporation of the Sandwich Historical Society in 1907, which went on to compile an expanding record of historic resources in the town over the next thirty years.

In 1939, the town celebrated its tercentennial with a three-day celebration. At that time, sixty-one buildings and sites were marked with wooden signs, and a list was printed so that the places could be visited. By this time, research and writing projects concerning historic buildings seem to have reached a plateau, and it appears that little more was published about them. Interest in historic resources was rekindled in 1965 when the Town adopted a bylaw to create a historic district in Sandwich Center. A review board was impaneled to oversee development in the district, and the venerable buildings at the core were recorded and publicized once more. A historic commission was established in 1971 to identify and document historic resources to recommend to the town for designation.

The first formal historic resource survey in the town was conducted in 1974-75 after the Old King's Highway Regional Historic District was designated by an act of the state legislature in 1973. In Sandwich, a volunteer survey effort was mounted to inventory historic resources. Over 600 forms were completed with photographs of the buildings, structures and sites in the district. Most of these forms were submitted to the Massachusetts Historical Commission for inclusion in the statewide inventory. Following up on this inventory, the major portion of the Sandwich Center Historic District, which had become part of the Old King's Highway Regional Historic District, was listed on the National Register of Historic Places in 1975 as the Town Hall Square Historic District.

Two important publications appeared in the 1980's that provided further documentation of historic resources and presented them to the community. The Town of Sandwich published the thick volume Sandwich, A Cape Cod Town, written by Russell A. Lovell, Jr. in 1984. The book went into its third printing in 1996, and it pictures and describes the town's early (pre-20th-century) landmarks in great detail. In recognition of the 350th anniversary of the founding of the Town of Sandwich, Rosanna Nye Cullity and John Nye Cullity published A Sandwich Album in 1987. This volume contains valuable historical photographs of buildings and landscapes in the town. In addition, the Massachusetts Historical Commission conducted a Reconnaissance Survey in the town and prepared a report in 1984. This report established period and thematic contexts by which to identify and assess the significance of historic resources in the town. This agency also produced a report on the Historical and Archeological Resources of Cape Cod and the Islands in 1987, although it did not make any substantive recommendations for survey in the Town of Sandwich.

The Massachusetts Historical Commission and the Cape Cod Commission awarded the Town a grant in 1993 to review the 1974-75 historic survey forms, update the record to current standards and make recommendations for National Register eligibility of individual resources and areas. The report proposed designations in fifteen areas. The most recent inventory of historic resources in the Town of Sandwich was published as part of its 1996 Master Plan. It was an abbreviated list when compared to the hundreds of inventory forms that are on record, appearing to reiterate the traditional list of venerated landmarks. Both the complete survey list maintained by MHC—MACRIS—and the list used in the Master Plan are on file in the Town's Office of Planning and Development. In 1999, students from Tufts University Department of Urban and Environmental Policy working with the Cape Cod Commission conducted cultural landscape studies in the towns of Bourne, Sandwich and Falmouth and presented a report entitled "Preserving Cape Cod's Past for the Future." While limited in scope, it has drawn attention to a critical component that has been absent in previous historic resource surveys: the landscape and its historic significance, as well as the need to incorporate issues of open space into preservation planning.

B. Assessment

In the final report of the 1993 Sandwich Survey Update Project, the authors restate the observation made in the 1984 Reconnaissance Survey Report that "although inventory appears nearly complete, …some institutional buildings, as well as beach front properties have not been considered, [and] the 20th century structures have not been dated or subdivided by style or plan." The 1993 report writers also cite general survey recommendations for the region, which "include agricultural buildings, commercial properties, wharves and other marine-related resources, seasonal residential districts, tourist-oriented commercial development, and natural areas that are key elements of the historic setting." In addition, there appear to be many unrecorded cultural landscapes by the Tufts University students.

The inventory of historic resources in the town has not effectively expanded to incorporate the resources mentioned above, and developing a plan to expand the scope and range of the existing survey should be made a priority. The effectiveness

of preservation planning and actions by the Town and its historic commission relies on the survey reaching a comprehensive level in short time.

Essentially, the Town of Sandwich finds itself in the position of most other towns, where the diminished survivals of 17th- and 18th-century resources are well-documented and protected by town ordinance and/or strong public affection, where 19th-century resources are more selectively recognized and less assiduously preserved, and where 20th-century resources—now completely representative of a "past" century—are still held in dubious regard. In part, this is due to the greater number of these resources and the complex and contradictory nature of their architectural significance in the community. Then, of course, many of them are too familiar to evaluate objectively. Still, the effort needs to be made to survey and assess the role of these resources in the town's history, whether perceived as good or bad. Likewise, historical themes and property types that outwardly seem mundane or common also deserve thorough and reasonable consideration. Many of these resources will not survive this current century, which is all the more reason to develop a record of them now. Landscapes are an immediate concern, as the remaining open space and historic land patterns in the town are becoming increasingly threatened. Much has been lost already without adequate documentation. What is left is made all the more significant by its survival, and the Town should ensure that the cultural landscape is carefully recorded and its significance established so that effective and defensible decisions can be made regarding its preservation.

A list of areas and themes warranting survey follows.

- Sandwich Marina
- Northern Coastline along Cape Cod Bay (cultural landscape)
- Agricultural land and farm landscapes (bring Tufts study to a comprehensive level)
- Early 20th century domestic architecture, notably Cape Cod/Colonial Revival types
- Early 20th century commercial properties, including resorts, motel and cabin developments, summer camps
- Post-World War II Subdivisions (up to 1960)
- 20th century beach houses and colonies
- Water-control structures
- Stone walls, heritage trees & designed landscape features
- Prehistoric archeological sites

C. Historic Contexts Relevant to Sandwich

As the community considers what more needs to be surveyed and protected to preserve its historic resources, it needs to be aware of the wide variety of categories or "contexts" into which these resources fall. Historic contexts provide a historical understanding of the resources and help ensure that important buildings and sites are not overlooked when considering what should be preserved.

Valuable contextual documentation for significant historical activities in the town is available from the Town Archives and the Sandwich Historical Society.

The following is list of historic contexts appropriate for Sandwich. This list is not intended to be exhaustive.

Native American Settlements
Settlement & agriculture (relics of early life and land-use)
Maritime Life
Military Affairs
Industries: Extractive, Processing, Manufacturing
Agriculture & Rural Life
Transportation and Communication
Tourism & Seasonal Residency
Resident groups (resort workers, builders, tradesmen)
Cultural & ethnic groups
African-American presence
Educational institutions
Religious institutions (i.e. the Society of Friends, Catholic Parish)

The Stephen Wing Fort House located on Spring Hill Road is one of three individual properties in Sandwich listed on the National Register of Historic Places. The fourth listing on the National Register is the Sandwich Town Hall Square Historic District, which includes 60 properties, as well as monuments, a cemetery and other structures.

IV. NATIONAL REGISTER ACTIVITY

At present there are only four listings on the National Register of Historic Places in Sandwich. They are:

- The Forestdale School (now known as Greenville School) located at 87 Falmouth--Sandwich Rd.
- Benjamin Nye Homestead located at 85 Old County Rd.
- Town Hall Square Historic District roughly bounded by Main, Grove, Water streets, and Tupper Road from Beale Avenue to Route 6A
- Wing Fort House, Spring Hill Road

Obviously, far more properties could be listed in Sandwich as noted in the previous section on Survey. Five needs are immediately apparent:

- Initiate National Register nominations based on the recommendations on the 1993 Public Archeology Laboratory, Inc. study that reviewed existing survey forms completed by volunteer efforts in 1974 and made numerous eligibility determinations based on new fieldwork. A list of these recommendations is below.
- Investigate the possibility of nominating the Old King's Highway as a historic district on the National Register.
- Evaluate the open spaces identified in the 1999 Open Space and Recreation Plan for historic significance using National Register criteria.
- Evaluate the cultural landscapes listed in the 1999 Tufts study using National Register criteria. Compare these properties for overlap with the open spaces identified in the Open Space and Recreation Plan.
- Identify those properties relating to historic contexts, themes, and periods that have been overlooked in previous surveys for future National Register nomination efforts.

See Appendix F for a National Register nomination form.

Districts and individual properties determined eligible for the National Register of Historic Places by the P.A.L. survey, May 1993 follows.

A. Historic Districts

<u>Sandwich Center Village Historic District (Town Hall Square H.D. Expansion)</u>
The expanded historic district would incorporate the existing Town Hall Square Historic District and continue westerly along Main Street and southerly along Grove Street.

The Sandwich Center Village Historic District meets the National Register criteria for architecture and history, and it possesses integrity of design and setting of the historic center of the town for a period of significance between c1638 and 1960. It likely also contains archeological resources that are eligible for the National Register. (*1993 survey report for Areas A - old areas S11, S12, S15, S16, S17)*

Sandwich Center – East Historic District
This historic district is located south of Rt. 6A and abuts the Sandwich Center Village Historic District on the west, from which it extends easterly along Main Street and includes Jarves, Summer, Liberty, School and Pleasant streets.

The Sandwich Center – East Historic District meets the National Register criteria for architecture and history, and it possesses integrity of design and setting for a period of significance between c1740 and c1940. This area of glass company workers' housing and commercial buildings is associated with the history Boston & Sandwich Glass Company. It likely also contains archeological resources that are eligible for the National Register. (*1993 survey report for Area B - old areas S3, S4, S9, S10)*

Main Street – Rt. 130 Historic District
This historic district abuts the Sandwich Center Village Historic District on the east, from which it extends westerly along Main Street to Windswept Drive.

The Main Street – Rt. 130 Historic District meets the National Register criteria for architecture and history, and it possesses integrity of design and setting for a period of significance between c1647 and c1960. This residential area developed as an extension of the town center, serving as a neighborhood for skilled workers, many employed by the glass company. (*1993 survey report for Area I - old area S21)*

Jarvesville Historic District
This historic district is located north of Rt. 6A and contains the core of historic Jarvesville where the glass works formerly existed.

The Jarvesville Historic District meets National Register criteria for architecture and history, and it possesses integrity of design and setting for a period of significance between 1825 and 1900. The factory buildings are gone, but the neighborhood of worker dwellings remains substantially intact to convey the significance of the town's industrial era. It likely also contains archeological resources that are eligible for the National Register. (*1993 survey report for Area C - old areas S6, S7, S8)*

Main – Charles Streets Historic District
This historic District is located in the area where Main and Charles streets intersect Rt. 6A and includes portions of Dewey Avenue and George's Rock Road.

The Main – Charles Streets Historic District meets the National Register criteria for architecture and history, and it possesses integrity of design and setting for a period of significance between 1734 and c1930. This residential area is associated with the significance of the town's industrial era. It likely also contains archeological resources that are eligible for the National Register. The 1993 Report suggested that the properties in this district might be better incorporated into the Jarvesville Historic District above. (*1993 survey report for Area D - old areas S1, S2, S5)*

Shawme Road Historic District
This historic district is located on Shawme Road at the southern end of Lower Shawme Pond and between the entrances to Shaker House Road.

The Shawme Road Historic District meets the National Register Criteria for architecture and history, and it possesses integrity of design and setting for a period

of significance between c1890 and c1945. This residential area is associated with a group of artists that distinguished the Town of Sandwich in the broader context of summer art colonies on Cape Cod. (*1993 survey report for Area F - old area S14)*

Old County Road Historic District
The historic district is located on Old County and Old Mill Roads in East Sandwich (74-108 Old County Road; 255-157 Old Mill Road).

The Old County Road Historic District is centered on the town's second grist mill built by Benjamin Nye before 1670; the district's development was influenced by the Nye family. There are a number of building sites, as the mills fostered the growth of a small community that once included a tavern and cobbler, hatter and blacksmith shops. With outstanding examples of 17th and 18th century architecture amid an unspoiled agricultural landscape, the district evinces the town's agricultural origins. *(1993 survey report for Area O - old area ES14)*

Forestdale Historic District
The historic district is located on Route 130, aka Falmouth Road, north of Pimlico Road in South Sandwich (35-75 Falmouth Road).

The Forestdale Historic District is significant as an example of a small village cluster that developed in the wooded upland section of the town known as South Sandwich. Forestdale offers a contrast to the town's older communities that developed along the marshlands along Cape Cod Bay. The period of significance extends from c1790 to 1945. (*1993 survey report for Area J - old area S22)*

B. Individual Properties

Canal Fish and Freezing Company Building
The Canal Fish and Freezing Company Building is located at the north end of Freezer Road in the Sandwich Marina. It is eligible for the National Register as a rare and distinctive example of a fishing industry building in the town and for its association with the economic improvements fostered by the Cape Cod Canal. Built in 1916 on the site of a previous fish plant, the building retains its integrity of design and materials and meets the National Register criteria for architecture and history. *(1993 survey report for Area H)*

Roberti Dairy Farm
The Roberti Dairy Farm is located between Tupper Road and Rt. 6A west of Merchant Lane. It is eligible for listing on the National Register as a distinctive example of an intact farm in Sandwich with a period of significance between c1850 and c1945. It meets the National Register criteria for architecture and history and is the only dairy farm surviving in Barnstable County. It possesses the integrity of an agricultural setting and contains contributing barns and outbuildings in addition to a 19th-century farmhouse. (*1993 survey report for Area H)*

Crow Farm
Crow Farm is located at 24 Charles Street. It is eligible for listing on the National Register as a distinctive example of an intact farm in Sandwich with a period of significance in the 20th century and meeting the National Register criteria for

architecture and history. The farm possesses the integrity of an agricultural setting and contains contributing outbuildings in addition to a Craftsman style farmhouse. The site derives further significance as the site of a 19th-century almshouse and poor farm. *(1993 survey report for Sub Area P within Area D)*

Sandwich Fish Hatchery
The Sandwich Fish Hatchery is located on Rt. 6A east of Charles Street. It is eligible for listing on the National Register as a distinctive example of a facility once more common on Cape Cod. Today, it is the only surviving fish hatchery in Barnstable County. The building retains its integrity of design and materials and meets the National Register criteria for architecture and history with buildings and fish pools illustrating the characteristics of early 20th-century aquaculture. The period of significance extends from 1906 to 1945. (*1993 survey report for Sub Area Q within Area D)*

Thomas Nye House
The Thomas Nye House is located at 405 Route 6A. It is eligible for listing on the National Register as a distinctive example of a mid-18th century Cape house. The building retains its integrity of design and materials and meets the National Register criteria for architecture and history. Its setting is further enhanced by surrounding active farmland in use as Orchardside Farm. The period of significance extends from 1764 to 1945. (*1993 survey report for Area M and Form 43)*

Shady Pines (Pine Grove) Cabins
Shady Pines Cabins are located at 361 Rt. 6A. It is eligible for listing on the National Register as a distinctive example of early-20th century roadside architecture associated with the automobile-related tourism that developed in the town with the construction of the Rt. 6A highway in the 1920's. The resource retains its integrity of design and materials and meets the National Register criteria for architecture and history. It is surrounded by woods that enhance its original rural appearance, even though the area has experienced more recent commercial and residential development. Built in the 1930's, this group of small-scale cabins is rare surviving examples of motor court accommodations of the period. (*1993 survey report for Area M and Form 718)*

East Sandwich Rail Road Station
The East Sandwich Rail Road Station is located at 404 Route 6A. It is eligible for listing on the National Register as a distinctive example of a railroad-related resource and its association with the Cape Cod Railroad. Built c1885, the building retains its integrity of design and materials and meets the National Register criteria for architecture and history. The period of significance extends from c1885 to 1945. *(1993 survey report for Area M and Form 705)*

Wing – Holway House
The Wing – Holway House is located at 390 Route 6A. It is eligible for listing on the National Register as a distinctive example of a mid-18th century Cape house. Built c1742 by Samuel Wing and owned by generations of the Holway family from c1800 to the mid-20th century, the building retains its integrity of design and materials and meets the National Register criteria for architecture and history. The period of significance extends from 1742 to c1940. *(1993 survey report for Area M and Form 44)*

Holway House and Nye House and Shop
The Holway House and Nye House and Shop are located at 379 Route 6A. The property is eligible for listing on the National Register as containing two distinctive examples of mid-18th century houses. (The Nye House and Shop has been moved to the site.) Both houses are associated with prominent local families and retain integrity of design and materials that meet the National Register criteria for architecture and history. The period of significance extends from c1700 to c1940. *(1993 survey report for Area M and Forms 45 and 16)*

House at 20 Old County Road
The House at 20 Old County Road is eligible for listing on the National Register as a distinctive example of an early 18th century house on Scorton Neck. Built in 1728, it was moved to its present location on the lot with the construction of the railroad in 1854. The house retains integrity of design and materials that meet the National Register criteria for architecture and history. The period of significance extends from 1728 to 1945. (*1993 survey report for Area N and Form 46)*

Moody-Fish House
The Moody-Fish House is located at 23 Old County Road. It is eligible for listing on the National Register as a distinctive example of a 17th century house in East Sandwich. Home to the Moody and Fish families from its construction in c1690 to the early 20th century when it was bought and restored by architect John Barnard, the building has evolved reflecting the forms and tastes popular in the town from the 17th to the 20th centuries. The house retains integrity of design and materials that meet the National Register criteria for architecture and history. The period of significance extends from c1690 to 1945. (*1993 survey report for Area N and Form 24)*

Freeman House
The Freeman House is located at 11 Ploughed Neck Road. It is eligible for listing on the National Register as a distinctive example of an early 18th century house on Ploughed Neck. Home to the Freeman family from its construction in 1705 to 1952, the building has evolved reflecting the forms and tastes popular in the town in the 18th and 19th centuries. The house retains integrity of design and has well-documented family associations that meet the National Register criteria for architecture and history. The period of significance extends from 1705 to 1952.
(*1993 survey report for Area N and Form 20)*

Thomas Freeman House
The Thomas Freeman House is located at 432 Rt. 6A. It is eligible for listing on the National Register as a distinctive example of a Federal Period Three-quarter Cape house on Ploughed Neck. The house also has important associations with the Freeman family that settled the Neck. The house retains integrity of design and setting that meet the National Register criteria for architecture and history. The period of significance extends from 1810 to 1945. *(1993 survey report for Area N and Form 41)*

Commercial Building at 594 Rt. 6A
The Commercial Building at 594 Rt. 6A is eligible for listing on the National Register as a distinctive example of early-20th century roadside architecture associated with the automobile-related tourism that developed in the town with the construction of the Rt. 6A highway in the 1930's. The resource retains its integrity of design and

materials and meets the National Register criteria for architecture and history. The period of significance extends from 1930 to 1945. (*1993 survey report for Area N and Form 621)*

Solomon Hoxie House
The Solomon Hoxie House is located at 663 Route 6A. It is eligible for listing on the National Register as a distinctive example of an early 18th century two-story house in East Sandwich. Home to the Hoxie family from its construction in 1705 to the present, the building has evolved reflecting the forms and tastes popular in the town in the 18th and 19th centuries. The house retains integrity of design and has rare surviving rural setting meet the National Register criteria for architecture and history. The period of significance extends from 1705 to 1945. *(1993 survey report for Area N and Form 25)*

Bennett Wing House
The Bennett Wing House is located at 21 Sandy Neck Road. It is eligible for listing on the National Register as a distinctive example of a Federal Period two-story house on Scorton Neck. Home to the Wing family from its construction in 1790 to 1954, the building has important family associations. The house retains integrity of design and setting that meet the National Register criteria for architecture and history. The period of significance extends from 1790 to 1954. (*1993 survey report for Area N and Form 26)*

Samuel Blossom House
The Samuel Blossom House is located at 24 Sandy Neck Road. It is eligible for listing on the National Register as a distinctive example of a Federal Period Half-Cape house on Scorton Neck. The house also has important associations with a ship landing there. The house retains integrity of design and setting that meet the National Register criteria for architecture and history. The period of significance extends from 1810 to 1945. *(1993 survey report for Area N and Form 27)*

Edward Wing House
The Edward Wing House is located at 11 Wing Boulevard. It is eligible for listing on the National Register as a distinctive example of a mid-18th century two-story house that retains some of its original agricultural setting. Constructed in c1757, it was home to members of the notable Wing family. The house retains integrity of design and setting that meet the National Register criteria for architecture and history. The period of significance extends from c1757 to 1945. (*1993 survey report for Area N and Form 29)*

Goodspeed House
The Goodspeed House is located at 121 Old County Road. It is eligible for listing on the National Register as a distinctive example of a mid-18th century Cape house. The house retains integrity of design and setting that meet the National Register criteria for architecture and history. The period of significance extends from c1770 to 1945. *(1993 survey report for Area O and Form 78)*

Jabez Nye House
The Jabez Nye House is located at 122 Old County Road. It is eligible for listing on the National Register as a distinctive example of a mid-18th century Cape house. The house retains integrity of design and setting that meet the National Register criteria for architecture and history. The period of significance extends from 1768 to 1945. *(1993 survey report for Area O and Form 33)*

Zachariah Jenkins House
The Zachariah Jenkins House is located at 247 Old County Road. It is eligible for listing on the National Register as a distinctive example of an early 18th century First Period Cape house with a bow roof in the town. The house retains integrity of design setting that meet the National Register criteria for architecture and history. The period of significance extends from c1700 to 1945. (*1993 survey report for Area O and Form 37)*

Howland House
The Howland House is located at 11 Howland Lane. It is eligible for listing on the National Register as a rare and distinctive example of an early 19th century connected farmstead on Cape Cod. The house retains integrity of design setting that meet the National Register criteria for architecture and history. The period of significance extends from c1840 to 1945. (*1993 survey report for Area O and Form 11)*

Benjamin Percival House
The Benjamin Percival House is located at 15 Percival Lane in Farmersville, South Sandwich. It is eligible for listing on the National Register as a distinctive example of a late-18th century five-bay house enlarged from an older, relocated Cape house. The house retains integrity of design and setting that meet the National Register criteria for architecture, history and association with Benjamin Percival who served 19 terms as selectman and 6 terms as state representative. The period of significance extends from c1750 to 1945. (*1993 survey report for Area K and Form 546)*

House at 16 Boardley Road
The House at 16 Boardley Road is eligible for listing on the National Register as a distinctive example of a mid-18th century Cape house that was updated at the turn of the 20th century. The house retains integrity of design and setting that meet the National Register criteria for architecture and history. The period of significance extends from c1750 to 1945. (*1993 survey report for Area K and Form 551)*

Lawrence House
The Lawrence House is located at 1 Great Hill Road. It is eligible for listing on the National Register as a distinctive example of a Federal Period hipped roof house in South Sandwich. This unusually elaborate architectural form in a well-preserved rural setting is a particularly notable aspect of its local significance. The house retains integrity of design and setting that meet the National Register criteria for architecture and history. The period of significance extends from 1812 to 1945. *(1993 survey report for Area N and Form 27)*

V. HISTORIC RESOURCES

A. Threatened Resources

Losses of important historic resources in the past can serve to alert the community to the need for special protective measures for buildings and other historic resources that may be threatened by a number of forces. These threats include vacancy, which can lead to vandalism and arson, lack of maintenance, which can threaten the physical integrity of a structure, and new development, which replace open cultural landscapes with residential subdivisions. The following list consists of significant historic resources that could easily be lost unless concerted efforts are made to ensure their preservation.

First Unitarian Church (aka the Doll Museum)
Benjamin Nye Grist Mill, Grange and House
Boat House on Grove Street
Camps in the Three Ponds area
Canal Fish and Freezing Company Freezer Plant
Christopher's Hollow
Clark Haddad Building (Sandhill School)
Cottage Colonies
Cranberry Bogs
Fish ladders, especially the one by Dexter Grist Mill
Old King's Highway/Route 6A
Percival Farm
Quail Hollow Farm (including the Henry T. Wing House)
Roberti Dairy Farm
Route 130
Scorton Boat Yard
Shawme Pond Dam
Town Hall
Town Neck neighborhood
Artifacts from Sandwich's agricultural past such as the crib on the marsh

The Roberti Dairy Farm, the last dairy farm to operate on Cape Cod, has been identified as a threatened cultural landscape.

B. Public Buildings

The Town-owned buildings included on the following list are either historic properties or buildings older than 50 years.

Dexter Grist Mill
Deacon Eldred House
Greenville School (Old Forestdale School)
Hoxie House
Town Hall
Town Hall Annex
Clark Haddad Building
Sandwich Marina
Henry T. Wing School
Route 6A Fire Station
East Sandwich Fire Station
Forestdale Fire Station
Sandwich Library
Round Hill Golf Clubhouse

The Old Town Hall in Sandwich is a significant historic resource deserving of special attention.

C. Historical Collections & Archives

Town Archives at Town Hall Annex 145 Main Street Sandwich, MA 02563	508-888-0340
Sandwich Historical Society/Glass Museum 129 Main Street Sandwich, MA 02563	508-888-0251
Sandwich Library 142 Main Street Sandwich, MA 02563	508-888-0625
Nye Family of America Association, Inc. 85 Old County Road PO Box 134 East Sandwich, MA 02537	508-888-4213
Massachusetts Historical Commission 220 Morrissey Blvd Boston, MA 02125	617-727-8470

VI. ACTION PLAN

A. Goals, Objectives and Actions

The following GOALS, OBJECTIVES, and ACTIONS provide the strategic framework for the accomplishment of preserving Sandwich's historic resources and character.

GOAL 1: Increase Public Awareness of & Support for Sandwich's Historic Resources

There is strong sentiment in Sandwich that there is not substantial public or political support for additional preservation initiatives. Yet many residents have expressed that preserving Sandwich's heritage is critically important to their overall quality of life, a sentiment that has been expressed repeatedly in virtually every planning document produced over the past 30 years. This presents a dilemma about which steps to take first to start to change the situation. In order for high profile initiatives to succeed, there must be the support of public policies and funding, along with private initiatives. Often it takes a crisis before the issue is addressed, but historic preservation is more effective when there is a consensus and planning mechanisms in place before a problem surfaces.

Long-time Sandwich residents worry that new residents in the community may not have a sufficient understanding of the town's history, or appreciation for the significance of the historic resources found here. Certain historic properties are highly visible and consequently recognized and valued by the townspeople (e.g. Sandwich Town Hall, Hoxie House, and Grist Mill). Open space, including beaches and dunes, marshlands, ponds, cranberry bogs, views to the bay, and agricultural lands, are also seen as important to preserve. They enhance the historic context of the town as well as provide a sense of its once pristine setting but for these the means to achieve effective preservation are less clear.

There is some distrust of protective regulations, based on what is perceived as losing autonomy over ones property. Yet there is clear evidence—nationally, regionally and locally—that strong preservation efforts benefit the community at large and individual property owners as well. Before additional regulatory protections of historic resources can be successful, the general public will need to be made more aware of the importance of Sandwich's history and the benefits of preservation, not only for the quality of life it affords, but also as a vital component of a strong tax base.

Objective 1.1 Strengthen the presence of historic preservation issues in a wide range of public forums.

Action 1.1.1 Nurture a group of writers in the community who will produce articles regularly for local newspapers on current historic preservation topics. Request that a local newspaper commit space for such articles.

Action 1.1.2 Rerun newspaper articles from the past that highlight the history of the community.

Action 1.1.3 Contact WGBH-TV Boston Public Television and/or SACAT Sandwich Area Cable Access TV about producing a special that would highlight the history of Sandwich.

Action 1.1.4 Prepare a series of informational brochures on a variety of preservation related topics. (e.g. Living in the Old Kings Highway Historic District, Historic Homes of Sandwich, Historic Preservation in Sandwich—How to Get Involved, etc.) Send to new homeowners in the community, perhaps together with other official Town of Sandwich mailings.

Action 1.1.5 Work with Historic Massachusetts to develop organizational capacity to undertake a variety of public awareness and promotion projects.

Action 1.1.6 Develop an ongoing oral history program that will capture information about the past using video or other up-to-date technologies.

Action 1.1.7 Develop a plaque program for historic properties.

Action 1.1.8 Use the Internet to disseminate background information about historic homes, historic preservation activities and events, how to research the history of a house, and preservation regulations, with links to the Town and Chamber of Commerce websites.

Objective 1.2 Develop regular events that will educate residents about the significance of Sandwich's historic resources.

Action 1.2.1 Develop a working relationship between the Sandwich Committee of the Canal Region Chamber of Commerce and preservation groups.

Action 1.2.2 Request the Friends of the Library sponsor a yearly lecture series on the history of the town and related topics, to be coordinated with other venues and groups.

Action 1.2.3 Hold public events during National Historic Preservation Week, such as an architectural scavenger hunt to enhance residents' appreciation of Sandwich's architectural heritage.

Action 1.2.4 Ensure that heritage tourism events are planned and promoted locally, both to involve residents and to increase the understanding of their importance to the local economy.

Action 1.2.5 Work to increase local awareness of and participation in annual events such as the Christmas in Sandwich Historic House Tour.

Objective 1.3 Increase the knowledge of school age children in history and historic preservation.

Action 1.3.1 Work with the school district's curriculum director to update and expand local history component at all grade levels.

Action 1.3.2 Update the History of Sandwich workbook for younger school-age children.

Action 1.3.3 Seek grant funding for professional services to implement Actions 1.3.1 and 1.3.2.

Action 1.3.4 Institute a district-wide History Day for school-age children.

Objective 1.4 Encourage the organization of a private non-profit historic preservation organization that will engage in activities unlikely to be done by the local government.

Action 1.4.1 Provide information and assistance with restoration and preservation projects.

Action 1.4.2 Encourage donation of preservation easements and take on more activities than government agencies are able to.

Action 1.4.3 Monitor deed restrictions on historic homes.

Action 1.4.4 Organize open houses, home tours & other events that showcase private historic resources in the community.

Action 1.4.5 Raise funds from individuals and foundations.

Action 1.4.6 Establish emergency fund to acquire threatened properties for restoration.

Action 1.4.7 Work with other organizations such as SPNEA and Sandwich Conservation Trust.

GOAL 2: Increase Preservation & Documentation Activities

The preservation of Sandwich town records is a major concern to many in the community. The material in the Town-owned archives cannot be sold or given away, which makes it imperative that they are well managed and maintained to professional standards. The physical conditions in which they are presently kept pose a significant threat to the archival material—from fire as well as damage due to fluctuating temperatures and humidity. The archives are primary used for genealogical research. However, they are irreplaceable records of the town's history in much the same way as its architecture or landscapes. The Sandwich Historical Society at the Glass Museum maintains another archival collection, which complements the Town Archives.

There is a need for a centralized location for archival material—a location that is more accessible to diverse groups of people. An up-to-date facility would encourage more donations from personal and family collections and improve the information value of the archive. Another need is that these fragile materials must be protected from the wear and tear of use. Thus paper and electronic facsimiles should be made, and be accessible through digital technology. This will reduce the need for an intermediary to gain access to them. Addressing these issues requires building broader support for the archives both in the general population and on the Board of Selectmen.

On larger level, the landscape, buildings and various structures in the town constitute a primary record of the community's development. Because of its many historic resources, Sandwich can be seen as a kind of laboratory for the study of the evolution of the built environment and changes in the landscape. Detailed surveys and inventories, along with historic building analyses are an important aspect of historical documentation. While the Massachusetts Historical Commission has a substantial record of these resources on file, it is far from complete. Collecting, organizing, maintaining, updating and disseminating this information are critical to the preservation of Sandwich's historic fabric. In addition, archeological resources have not been well documented and attention needs to be paid to these as well.

Objective 2.1 Centralize access to all archival materials in Sandwich.

Action 2.1.1 Create an archival center, either within the public library as described in the Library's Long Range Plan 2000, or in another suitable location.

Action 2.1.2 Seek funding and hire a professional to develop physical storage/architectural specifications for an archival center at the library.

Action 2.1.3 Seek funding from the Massachusetts Board of Library Commissioners, Document Preservation Section *Documentary Heritage Grant Program* of the Massachusetts Historical Records Advisory Board for digitizing and scanning historic documents so that they are accessible electronically.

Action 2.1.4 Catalog, digitize, or access already digitized archival materials from the Sandwich Historical Society/ Glass Museum, the Nye Family of America, Inc., The Heritage Plantation, The Religious Society of Friends and others for inclusion in the new archives center.

Action 2.1.5 Develop a web site with access to the digitized historical materials that can be downloaded and link with the Town's web site.

Action 2.1.6 Update and maintain at the archives an index of all the cemeteries and the grave plots within each.

Action 2.1.7 Fund and hire additional staffing for the new archival center.

Action 2.1.8 Fund and maintain additional regular open hours for the archives.

Objective 2.2 Develop long-term institutional support for archival activities.

Action 2.2.1 Reconvene the *Archives and Historical Center Committee* to assist with the development of the Town Archives, in cooperation with the Board of Trustees of the Sandwich Public Library, ensuring it has representation from the Sandwich Historical Commission and other appropriate historical organizations.

Action 2.2.2 Increase annual operational funding for the Town Archives.

Action 2.2.3 Establish a line item for operational costs and capital improvements within the Town budget for the Town Archives.

Action 2.2.4 Begin to develop criteria and policies regarding donations and acceptance of archival materials, coordinated with local museums and archives.

Action 2.2.5 Develop a group of volunteer assistants to work with the Town Archives.

Action 2.2.6 Appoint an official Town Historian and provide a small stipend for this person.

Objective 2.3 Promote archival activities.

Action 2.3.1 Display historical objects and records in secure public locations along with a reference to the archival center.

Action 2.3.2 Seek the assistance of media in promoting private donations of archival materials.

Action 2.3.3 Hold Public Open Houses to familiarize residents with the archives, how they are used, the range of records kept and the ongoing needs for documentation.

Action 2.3.4 Hold an annual event where the public is encouraged to bring in their private historic materials for evaluation and possible copying/scanning.

Action 2.3.5 Establish a publications fund to publish the historical research work of local historians.

Objective 2.4 Develop an annual survey and inventory program of the town's historic resources.

Action 2.4.1 Provide annual funding for the Sandwich Historical Commission.

Action 2.4.2 Establish a procedure and format for documenting individual historic Sandwich buildings and properties in consultation with MHC.

Action 2.4.3 Develop histories of cultural landscapes in Sandwich.

Action 2.4.4 Maintain a current list of threatened resources.

Action 2.4.5 Develop a base-line of information on early Sandwich houses and other buildings and cross-reference with property identification suitable for incorporation into future GIS (Geographic Information System) including but not limited to building type, form, materials, plan, method of construction, architectural style, and number of stories.

Action 2.4.6 Seek grant funding to undertake "Historic Structure Reports" on early Sandwich houses and other buildings to verify their construction dates and changes over time.

Action 2.4.7 Request the Cape Cod Commission to produce a set of maps for Sandwich that accurately illustrate designated historic properties, properties that have been surveyed and properties with conservation and/or preservation restrictions on them.

Action 2.4.8 Continue to work with Scouts, school groups, college students and community organizations to conduct survey projects for historic structures such as stonewalls. Maintain a list of desired projects/studies and send out notice to such groups annually.

GOAL 3: Protect the Historic Character of Sandwich

The Town of Sandwich has retained a sense of its history to a much larger degree than many other communities on the Cape. This character is palpable, adding force to the description of Sandwich as "The Oldest Town on Cape Cod." It must be fiercely guarded if it is not to be lost. It would be tragic if the town's legacy became only a fading memory and a catchy phrase rather than an awareness of authentic history that can be sensed and experienced.

The historic character of Sandwich is not due simply to the presence of a great number of highly significant historic buildings, but also to the expansive landscapes that allow residents and visitors alike to imagine what the place must have when the Wampanoags inhabited the region or the first European settlers landed on the Cape. From the beaches and adjacent salt marshes to the ridge top marking Richard Bourne's survey of the town boundary in 1684, these spaces provide glimpses into what the surroundings were like in times past and how they have been modified over the past four centuries.

The historic character of the community has been generally strengthened by the choices that new home owners have made in the past, which have tended to respect the scale, style and materials of historic homes in Sandwich—even in areas where there has been no design review of new construction. In those areas of the town built

after World War II, a preference for Colonial and Cape Cod style buildings, hints at the pervasiveness of a community character that has continued to attract people to the town in the past decades. The care taken in the design of the *Stop & Shop* development along Route 6A is commendable and shows that the community is able to respond to current market standards without abandoning its commitment to retaining its historic character.

Objective 3.1 Protect cultural landscapes from unwarranted development.

Action 3.1.1 Develop bylaws to protect important cultural landscapes identified in the Open Space & Recreation Plan as well as others that may be identified in the future.

Action 3.1.2 Support the continued acquisition of land parcels comprising cultural landscapes or protective easements.

Action 3.1.3 Institute a meaningful referral and comment process between town boards, committee and departments with regard to all development proposals impacting open spaces.

Objective 3.2 Protect 20th century resources that will become the historic landmarks and districts of the future

Action 3.2.1 Draft a zoning bylaw establishing a "Neighborhood Conservation District" designation to establish basic protections for 20th century historic resources, especially groups of smaller homes. (See Appendix E.)

Action 3.2.2 Develop a publication which illustrates how residents can update and expand their 20th century houses in ways that preserve their architectural character while meeting today's functional needs. Make this available through the Town's Building Office, realtors and other appropriate venues. (See Appendix G for excerpts from example publication.)

Objective 3.3 Gain a meaningful role in determining roadway design for all Sandwich transportation routes

Action 3.3.1 Work with MassHighway to ensure that all planned improvements adhere to "Context Sensitive Design" and flexible highway design standards, as promoted by the Federal Highway Administration.

Action 3.3.2 Utilize the planning work accomplished in 1995 by the Cape Cod Commission to preserve the historic character of Route 6A. (See page 15 for a synopsis of these plans.)

Action 3.3.3 Request assistance from the Cape Cod Commission in coordinating efforts with adjoining towns to consider nomination of Route 6A as an All American Road in 2004 under the National Scenic Byway Program (see Appendix H) and to update the Old King's Highway Corridor Management Plan if required.

Action 3.3.4 Work with the Sandwich Public Works Department to develop appropriate design parameters for important local scenic and historic roads.

Objective 3.4 Establish methods of preserving intact historic buildings while allowing for their reuse.

Action 3.4.1 Work with statewide preservation organizations, such as SPNEA, Historic Massachusetts and MHC, and other towns to lobby on an ongoing basis for maintaining flexibility in the State Building Code for historic structures.

Action 3.4.2 Work with Sandwich Inspector of Buildings to explore ways people can meet the current building code without losing significant original historic fabric and publicize this information.

Action 3.4.3 Work with The Massachusetts State Board of Building Regulations and Standards in their process of revising the Building Code, including Chapter 34 on Existing Buildings and the provisions for Historic Buildings, to develop exemptions and reasonable alternatives to modern building code standards for work on designated historic properties.

Objective 3.5 Increase the number of official designations of historic buildings and properties.

Action 3.5.1 Develop bylaws that designate local historic landmarks and districts on a regular basis.

Action 3.5.2 Consider designation of local historic districts in those areas outside of the Old King's Highway Historic District.

Action 3.5.3 Nominate additional districts and/or extensions to the National Register of Historic Places. (See pages 33 – 39.)

Action 3.5.4 Encourage private individuals to nominate their properties to the National Register of Historic Places, and to support additional district nominations.

Objective 3.6 Increase institutional support and enact regulatory protections that will discourage development that is incompatible with the established historic character of neighborhoods throughout the town of Sandwich.

Action 3.6.1 Amend Sandwich's Protective Zoning By-Law to include language in the purpose section addressing the preservation of historic and archeological resources that constitute the town's greatest amenities.

Action 3.6.2 Seek Certified Local Government Status for the Sandwich Historical Commission. (See page 65 and Appendix I.)

Action 3.6.3 Bring a Demolition Delay Bylaw before the next Town Meeting.

Action 3.6.4 Meet with local bankers and request that they earmark loan funds that can be tapped on short notice for emergency moving and repairs for historic properties.

Action 3.6.5 Adopt a "Neighborhood Conservation Zoning" bylaw which limits the volume, height and square footage of houses within designated districts, even those within the Old King's Highway Historic District, to avoid the impacts of out-of-scale infill development and replacement dwellings.

Action 3.6.6 Consider hiring a historic preservation planner to provide staffing for the Sandwich Historical Commission, the Old King's Highway Historic District Committee, and coordinate a variety of preservation activities in concert with overall planning policies.

Action 3.6.7 Draft a bylaw requiring architectural and site plan review for all new commercial, industrial and marine development.

Objective 3.7 Develop a variety of means to enhance the preservation and maintenance of historic buildings.

Action 3.7.1 Inventory properties with obvious maintenance needs.

Action 3.7.2 Develop a bylaw that will address deferred maintenance of historic buildings.

Action 3.7.3 Create an inventory of appropriate parcels to which historic buildings might be moved, as a last resort to demolition.

Action 3.7.4 Identify reputable contractors willing and able to move historic buildings.

Action 3.7.5 Develop a list of individuals or organizations interested in purchasing threatened historic properties.

Action 3.7.6 Cultivate relationships with realtors to educate them about the significance of individual properties and entire neighborhoods; encourage them to distribute background materials on the Town's historic preservation regulations and related materials.

Action 3.7.7 Support the efforts of individuals to re-establish the Village Improvement Society, a group dedicated to the protection, restoration and improvement of Sandwich Center, and possibly other historic parts of town.

Action 3.7.8 Promote the use of preservation restrictions on private properties to safeguard significant historic resources from changes that would compromise their integrity.

Action 3.7.9 Submit annual requests for needed maintenance and restoration/adaptive reuse projects for Town-owned buildings to the Town Administrator.

GOAL 4: Strengthen Heritage Tourism Activities

The preservation community in Sandwich understands that heritage tourism is an important tool for achieving preservation of historic resources in Sandwich. What is important to keep in mind, is that not *all* schemes to increase tourism are appropriate and indeed many can be counter-productive. For example, a Disney-inspired amusement park that used Colonial America as its theme would degrade the authenticity of nearby historic sites, create confusion about what is real history and visually detract from the town's historic ambiance.

Significantly, many studies show that vacationers seeking out historic sites tend to stay longer in their destinations of choice and spend more money per day than general tourists. The caveat is that this kind of traveler is seeking an authentic experience, reinforcing the need to incorporate accurate historical content into promotional materials. The town should tap the growing interest in genealogy to heighten awareness of its many historic resources and thereby develop greater support for them.

The challenge is to balance increased visitation with preservation of historic sites to ensure their long-term viability. For instance, a way-finding system to guide tourists around the community as well as interpretive signage should be carefully designed to enhance the historic character of the area. Minimizing the size of such signs would be important. What is important to remember is that this is not an "Us-Them" issue. Those protections and improvements that enhance the quality of life for residents ultimately make the community attractive to visitors and vice versa. The result can be a win-win situation, especially if tourist-generated dollars can be used for improvements that residents enjoy year-round.

Currently, the Cape Cod Visitor's Center on Rt. 25 has only a small walking guide of the Sandwich Village and a brochure on the Daniel Webster Inn (which gives the impression that this building is actually historic). Also, the Rand McNally map on display there has the Old King's Highway labeled as the "Cranberry Highway." Clearly there is more to be done to accurately promote the historic attractions of Sandwich.

Objective 4.1 Increase coordination among all parties interested in heritage tourism.

Action 4.1.1 Convene an annual meeting involving all the major historic attractions in town to develop annual themes and overall coordination among programs and events (The Glass Museum, Hoxie House, Grist Mill, Heritage Plantation, Wing Fort House,

Thornton Burgess Museum, Nye Homestead, Green Briar Nature Center and future Sandwich History Center).

Action 4.1.2 Work with tourism committee of the Cape Cod Chamber of Commerce and the Canal Region chamber of Commerce to coordinate a variety of heritage tourism promotional events, such as an annual "Founders Day Celebration."

Action 4.1.3 Hold an annual "familiarization tour" for new employees and others involved in retail services and other parts of the tourism industry.

Action 4.1.4 Develop mutual promotional arrangements with related heritage tourism attractions such as Plimoth Plantation, Sturbridge Village; Quaker-related sites in Providence, RI; etc.

Action 4.1.5 Develop a range of heritage tour "packages" related to different aspects of Sandwich's history to encourage deeper exploration and longer stays.

Action 4.1.6 Identify B&B owners and operators who could form a Historic B&B Alliance to promote themselves, the history of their properties and develop special events designed to increase visitation during off-peak seasons.

Action 4.1.7 Develop a Heritage Tourism Package with one ticket to all major historic attractions in town.

Objective 4.2 Develop and distribute additional promotional materials historic about the town's historic resources.

Action 4.2.1 Use surveys of Sandwich's historic resources as a basis for tour map and brochures.

Action 4.2.2 Develop and distribute a more comprehensive and attractive map or series of maps of the town's most significant resources and heritage attractions.

Action 4.2.3 Ensure distribution of this map and Sandwich brochures at the main Cape Cod Visitor's Center on Routes 6/25.

Action 4.2.4 Utilize the Internet to better promote all the historic attractions in Sandwich, linking various individual sites, including the Sandwich Visitors Board Website.

Objective 4.3 Develop history-based attractions, programs and events.

Action 4.3.1 Seek TEA-21 funding to create a Sandwich Welcome Center on the Freeman Farm property after acquiring it or working cooperatively with the property owner to ensure its long-term preservation. (See Appendix J.)

Action 4.3.2 Fund a feasibility study of using the historic Town Hall for a Sandwich History Center, with interpretive displays about a variety of aspects of Sandwich's history.

Action 4.3.3 Increase and expand the number of regularly scheduled guided cemetery tours. Develop complementary maps and literature to enhance the experience.

Action 4.3.4 Develop special tours geared to genealogists visiting town to do research.

Objective 4.4 Make physical and program improvements to improve Sandwich's visitor friendliness.

Action 4.4.1 Install "Welcome to Sandwich" signs at appropriate entry points into the town.

Action 4.4.2 Develop a trail linking the Sandwich Marina with Village Center/Town Hall Square Historic District.

Action 4.4.3 Develop a standard design for interpretive signs that will be visually sensitive to historic properties for use throughout the community.

Action 4.4.4 Develop a "History Trail"—a comprehensive way-finding system that will enable visitors to locate out-of-the-way historic resources.

Action 4.4.5 Provide annual training for front-line service personnel (hotel clerks, shop keepers, etc) in the basic history of Sandwich and location of all historic and other attractions.

Objective 4.5 Develop mechanisms to control negative impacts of tourism activity.

Action 4.5.1 Make visitors aware of privacy concerns and proper visitor etiquette as a part of all walking tour brochures and other tourism-oriented materials.

Action 4.5.2 Develop materials that will engage visitors and develop a deeper understanding of the town's history and historic resources, including a Town Archival Center.

B. Partners & Stakeholders

In order for the actions identified in this section to be set in motion, a number of organizations will need to take the lead in implementing one or more of them—and not just those groups normally associated with historic preservation. Initially, a special Implementation Committee will be formed to ensure that actions for which there are no obvious responsible parties are not neglected. Other groups responsible for shepherding this plan are more obvious, such the Sandwich Historical Commission, the private museums and family foundations in town, the Old King's Highway Regional Historic District Committee and departments within the Town of Sandwich. These departments include the Town Clerk's Office, which oversees the Town Archives, the Library, and the Department of Planning and Development. Other Town Offices and officials such as Engineering, Public Works, and the Tree Warden may have roles to play.

In addition, to achieve the far-ranging results these actions strive towards, there will need to be outreach to other community and civic groups that may be willing to take on specific projects. Service clubs like Kiwanis, Lions, and Rotary should be asked to assist in short-term efforts, perhaps fundraising for restoration of publicly-owned historic properties. The Sandwich Visitors Services Board, along with the Upper Cape Chapter of the Chamber of Commerce of Cape Cod, should be approached to spearhead business and tourism related initiatives. Boy and Girl Scout troops, Church groups, the Society of Friends, Bed and Breakfast operators, the Mashpee Indian tribe, and a host of other groups should be invited to participate in implementation of those actions that relate to their areas of interest. Finally, students at nearly all grade-levels can be tapped for special projects that spread the word about Sandwich's important resources and instill preservation values. A wish list of studies and projects appropriate for college students enrolled in preservation programs at Boston University and other nearby institutions should be made available to them on an annual basis.

The key to implementation is to develop a network of individuals and organizations whose goals and missions overlap with the interests of preservationists and to foster ongoing partnerships with them.

C. Prioritization Matrix

In the section that follows, the Actions and/or Objectives have been prioritized by the Planning Team, which took into account the general public's comments and priorities obtained during a participation event on June 17, 2002. Three tables list each Action or Objective under one of three categories: Immediate/Ongoing; Short Term; and Long Term. The meaning of these categories is:

- **Immediate/Ongoing** = the action is immediately doable without any real cost consideration, is one that needs to be undertaking on a regular and ongoing basis, or is one that is at a critical point whereby inaction would result in the loss of a historic resources; time-frame for accomplishment is one to two years
- **Short Term** = the action requires some lead time to organize and coordinate, funding will need to be obtained, and/or a political process may be involved; timeframe for accomplishment is one to five years
- **Long Term** = the action is more complex and requires involvement of multiple agencies or parties, it has greater funding requirements, it requires that an Immediate/Ongoing or Short Term action to be accomplished first, or needs it needs substantial public support that will take some time to develop; timeframe for accomplishment is one to ten years

Although the priorities listed below provide a guide as to what can be expected to be accomplished over the next ten-year period, it may be that certain opportunities will come up that provide the means to achieve a stated objective sooner than indicated. In no way should the following prioritization be an excuse for passing up such opportunities.

In addition, the prioritization matrix lists a group, organization or agency that is seen as the natural lead or a participant in undertaking the recommended action. An Implementation Committee will be formed and assigned those actions for which leads/participants could not be readily identified, or that may need new groups to be formed. Again, this is a guide and if it turns out an organization other than the one listed is ready and willing to take on the specific action item in question, these assignments should be seen as flexible and inclusive.

The following codes have been used in the matrix:

IC = Implementation Committee
AHCC = Archives and Historical Center Committee
CC = Chamber of Commerce
CCC = Cape Cod Commission
FL = Friends of the Library
MHC = Massachusetts Historical Society
OKH = Old King's Highway Regional Historic District Committee
PM = Private Museums (local, such as the Glass Museum)
SACAT= Sandwich Area Cable Access Television
SCT = Sandwich Conservation Trust
SHC = Sandwich Historical Commission
TA = Town Archives
TS = Town of Sandwich (includes various departments)
VSB = Sandwich Visitors Service Bureau

IMMEDIATE/ONGOING 1 – 2 years		
Reference #	**Objective/Action**	**Lead Groups**
Action 1.1.1	Nurture a group of writers in the community who will produce articles regularly for local newspapers on current historic preservation topics. Request that a local newspaper commit space for such articles.	IC
Action 1.1.2	Rerun newspaper articles from the past that highlight the history of the community.	IC/TA
Action 1.1.3	Contact WGBH-TV Boston Public Television and/or SACAT Sandwich Area Cable Access TV about producing a special that would highlight the history of Sandwich.	IC/VSB
Action 1.2.1	Develop a working relationship between the Sandwich Committee of the Canal Region Chamber of Commerce and preservation groups.	IC
Action 1.2.2	Request the Friends of the Library sponsor a yearly lecture series on the history of the town and related topics, to be coordinated with other venues and groups.	IC/FL
Action 1.2.4	Ensure that heritage tourism events are planned and promoted locally, both to involve residents and to increase the understanding of their importance to the local economy.	VSB
Action 1.2.5	Work to increase local awareness of and participation in annual events such as the Christmas in Sandwich Historic House Tour.	IC/CC
Action 2.2.1	Reconvene the *Archives and Historical Center Committee* to assist with the development of the Town Archives, in cooperation with the Board of Trustees of the Sandwich Library.	IC/TS
Action 2.2.5	Develop a group of volunteer assistants to work with the Town Archives.	AHCC/TA
Action 2.2.6	Appoint an official Town Historian and provide a small stipend for this person.	IC/TS
Action 2.4.2	Establish a procedure and format for documenting individual historic Sandwich buildings and properties in consultation with MHC.	SHC/MHC
Action 2.4.4	Maintain a current list of threatened resources.	SHC
Action 2.4.7	Request the Cape Cod Commission to produce a set of maps for Sandwich that accurately illustrate designated historic properties, properties that have been surveyed and properties with conservation and/or preservation restrictions on them.	TS/CCC/SHC
Action 2.4.8	Continue to work with Scouts, school groups, college students and community organizations to conduct survey projects for historic structures such as stonewalls. Maintain a list of desired projects/studies and send out notice to such groups annually.	SHC/TS
Objective 3.1	Protect cultural landscapes from unwarranted development. (Includes Actions 3.1.1; 3.1.2; and 3.1.3)	TS/SCT
Action 3.3.1	Work with MassHighway to ensure that all planned improvements adhere to “Context Sensitive Design” and flexible highway design standards, as promoted by the Federal Highway Administration.	TS
Action 3.3.2	Utilize the planning work accomplished in 1995 by the Cape Cod Commission to preserve the historic character of Route 6A.	IC/TS/CCC/OKH

IMMEDIATE/ONGOING 1 – 2 years (Continued)		
Reference #	**Objective/Action**	**Lead Groups**
Action 3.3.4	Work with the Sandwich Pubic Works Department to develop appropriate design parameters for important local scenic and historic roads.	TS
Action 3.4.2	Work with Sandwich Inspector of Buildings to explore ways people can meet the current building code without losing significant original historic fabric and publicize this information.	IC/OKH/SHC
Action 3.4.3	Work with The Massachusetts State Board of Building Regulations and Standards in their process of revising the Building Code, including Chapter 34 on Existing Buildings and the provisions for Historic Buildings, to develop exemptions and reasonable alternatives to modern building code standards for work on designated historic properties.	IC
Action 3.6.1	Amend Sandwich's Protective Zoning By-Law to include language in the purpose section addressing the preservation of historic and archeological resources that constitute the town's greatest amenities.	TS
Action 3.6.4	Meet with local bankers and request that they earmark loan funds that can be tapped on short notice for emergency moving and repairs for historic properties.	IC
Action 3.7.6	Cultivate relationships with realtors to educate them about the significance of individual properties and entire neighborhoods; encourage them to distribute background materials on the Town's historic preservation regulations and related materials.	IC/OKH
Action 3.7.7	Support the efforts of individuals to re-establish the Village Improvement Society, a group dedicated to the protection, restoration and improvement of Sandwich Center, and possibly other historic parts of town.	IC
Objective 4.1	Increase coordination among all parties interested in heritage tourism. (Includes Actions 4.1.1; 4.1.2, 4.1.3; 4.1.4; 4.1.5; 4.1.6; and 4.1.7)	VSB/IC
Objective 4.5	Develop mechanisms to control the negative impacts of tourism activity.	IC/VSB

SHORT TERM 1 – 5 years		
Reference #	**Objective/Action**	**Lead Group**
Action 1.1.4	Prepare a series of informational brochures on a variety of preservation related topics. (e.g. Living in the Old Kings Highway Historic District, Historic Homes of Sandwich, Historic Preservation in Sandwich—How to Get Involved, etc.) Send to new homeowners in the community, perhaps together with other official Town of Sandwich mailings.	IC
Action 1.1.5	Work with Historic Massachusetts to develop organizational capacity to undertake a variety of public awareness and promotion projects.	SHC
Action 1.1.6	Develop an ongoing oral history program that will capture information about the past using video or other up-to-date technologies.	SHC/SACAT
Action 1.1.7	Develop a plaque program for historic properties.	IC
Action 1.1.8	Use the Internet to disseminate background information about historic homes, historic preservation activities and events, how to research the history of a house, and preservation regulations, with links to the Town and Chamber of Commerce websites.	IC/TS/OKH/SHC
Action 1.2.3	Hold public events during National Historic Preservation Week, such as an architectural scavenger hunt to enhance residents' appreciation of Sandwich's architectural heritage.	IC/PM
Objective 1.3	Increase the knowledge of school age children in history and historic preservation. (Includes Actions 1.3.1; 1.3.2; 1.3.3; and 1.3.4)	IC/MHC
Objective 1.4	Encourage the organization of a private non-profit historic preservation organization that will engage in activities unlikely to be done by the local government. (Includes Actions 1.4.1; 1.4.2; 1.4.3; 1.4.4; 1.4.5; 1.4.6; 1.4.7)	IC
Action 2.1.1	Create an archival center, either within the public library as described in the Library's Long Range Plan 2000, or in another suitable location.	ST
Action 2.1.2	Seek funding and hire a professional to develop physical storage/architectural specifications for an archival center at the library.	TS
Action 2.1.3	Seek funding from the Massachusetts Board of Library Commissioners, Document Preservation Section *Documentary Heritage Grant Program* of the Massachusetts Historical Records Advisory Board for digitizing and scanning historic documents so that they are accessible electronically.	TS
Action 2.2.3	Establish a line item for operational costs and capital improvements within the Town budget for the Town Archives.	TS
Action 2.3.4	Hold an annual event where the public is encouraged to bring in their private historic materials for evaluation and possible copying/scanning.	IC
Action 2.4.1	Provide annual funding for the Sandwich Historical Commission.	IC/TS
Action 2.4.3	Develop histories of cultural landscapes in Sandwich.	IC

SHORT TERM 1 – 5 years (Continued)		
Reference #	**Objective/Action**	**Lead Group**
Action 2.4.5	Develop a base-line of information on early Sandwich houses and other buildings and cross-reference with property identification suitable for incorporation into future GIS (Geographic Information System) including but not limited to building type, form, materials, plan, method of construction, architectural style, and number of stories.	TS/SHC/MHC
Action 3.2.1	Draft a zoning bylaw establishing a "Neighborhood Conservation District" designation to establish basic protections for 20th century historic resources, especially groups of smaller homes.	TS
Action 3.2.2	Develop a publication that illustrates how residents can update and expand their 20th century houses in ways that preserve their architectural character while meeting today's functional needs. Make this available through the Town's Building Office, realtors and other appropriate venues.	IC
Action 3.3.3	Request assistance from the Cape Cod Commission in coordinating efforts with adjoining towns to consider nomination of Route 6A as an All American Road in 2004 under the National Scenic Byway Program and to update the Old King's Highway Corridor Management Plan if required.	IC/CCC/OKH
Action 3.4.1	Work with statewide preservation organizations, such as SPNEA, Historic Massachusetts and MHC, and other towns to lobby on an ongoing basis for maintaining flexibility in the State Building Code for historic structures.	SHC
Action 3.5.1	Develop bylaws that designate local historic landmarks and districts on a regular basis.	SHC/MHS/TS
Action 3.5.2	Consider designation of local historic districts in those areas outside of the Old King's Highway Historic District.	SHC
Action 3.5.3	Nominate additional districts and/or extensions to the National Register of Historic Places.	SHC
Action 3.5.4	Encourage private individuals to nominate their properties to the National Register of Historic Places, and to support additional district nominations.	IC/SHC
Action 3.6.2	Seek Certified Local Government Status for the Sandwich Historical Commission.	TS/SHC
Action 3.6.3	Bring a Demolition Delay Bylaw before the next Town Meeting.	SHC/TS
Action 3.6.5	Adopt a "Village Center Zoning" bylaw that limits the volume, height and square footage of houses within designated neighborhoods, even those within the Old King's Highway Historic District, to avoid the impacts of out-of-scale infill development and replacement dwellings.	TS/SHC/OKH
Action 3.6.6	Consider hiring a historic preservation planner to provide staffing for the Sandwich Historical Commission, the Old King's Highway Historic District Committee, and coordinate a variety of preservation activities in concert with overall planning policies.	TS
Action 3.6.7	Draft a bylaw requiring architectural and site plan review for all new commercial, industrial and marine development.	TS
Action 3.7.1	Inventory properties with obvious maintenance needs.	IC/SHC

SHORT TERM 1 – 5 years (Continued)		
Reference #	**Objective/Action**	**Lead Group**
Action 3.7.2	Develop a bylaw that will address deferred maintenance of historic buildings.	IC/SHC/TS
Action 3.7.5	Develop a list of individuals or organizations interested in purchasing threatened historic properties.	IC
Action 3.7.8	Promote the use of preservation restrictions on private properties to safeguard significant historic resources from changes that would compromise their integrity.	IC
Action 3.7.9	Submit annual requests for needed maintenance and restoration/adaptive reuse projects for Town-owned buildings to the Town Administrator.	IC
Objective 4.2	Develop and distribute additional promotional materials historic about the town's historic resources. (Includes Actions 4.2.1; 4.2.2; 4.2.3; and 4.2.4)	IC/VSB
Objective 4.4	Make physical and program improvements to improve Sandwich's visitor friendliness. (Includes Actions 4.4.1; 4.4.2; 4.4.3; 4.4.4; and 4.4.5)	IC/VSB

LONG TERM: 1 – 10 years		
Reference #	**Objective/Action**	**Lead Group**
Action 2.2.2	Increase annual operational funding for the Town Archives.	TS
Action 2.3.1	Display historical objects and records in secure public locations along with a reference to the archival center.	TS
Action 2.3.2	Seek the assistance of media in promoting private donations of archival materials.	IC/TA/AHCC
Action 2.3.3	Hold Public Open Houses to familiarize residents with the archives, how they are used, the range of records kept and the ongoing needs for documentation.	TA/AHCC
Action 2.4.6	Seek grant funding to undertake "Historic Structure Reports" on early Sandwich houses and other buildings to verify their construction dates and changes over time.	IC
Objective 4.3	Develop history-based attractions, programs and events. (Includes 4.3.1; 4.3.2; 4.3.3; and 4.3.4)	IC/VSB

VII. TOOLS & RESOURCES

The following programs, foundations, agencies and organizations provide some of the tools and resources available to assist in the implementation of the identified historic preservation actions.

LOCAL AGENCIES

The Sandwich Capital Improvement Plan
Although a relatively new program of the Town of Sandwich, the Capital Improvement Plan process holds the potential for slating public funding for preserving important town-owned historic structures, e.g. the Old Town Hall. Capital improvement (physical improvement) projects get identified five years in advance for public funds and this allows for phased approaches to very large projects. Utilization of the process for historic preservation purposes requires advocates for such funding both within the local government and the public at large and can be helped by a program of public education about historic buildings. Documenting their physical conditions and needs with appropriate historic building studies, architectural reuse feasibility studies and maintenance assessment and plans are also preservation expenditures that need to be programmed. Contact the Sandwich Town Administrator for further information on how to submit recommendations for inclusion in the next Capital Improvement Plan.

NATIONAL & STATE HISTORIC PRESERVATION AGENCIES & ORGANIZATIONS

United States Department of the Interior, National Park Service
Heritage Preservation Services
1730 K Street, NW
Washington, D.C. 20006-3836
202-634-1422
FAX: 202-634-1435
Website: www.cr.nps.gov/tps/tpscat.htm

National Register of Historic Places
1849 C Street, NW
NC400
Washington, DC 20240
202-343-9536 or 343-9500
Email: nr_info@nps.gov
Website: www.cr.nps.gov/nr

Citizen's Guide to Section 106 Review:
Website: www.achp.gov/citizensguide.html#1

One of the primary benefits of National Register designation is the increased public awareness and concern about historic resources, upon which other protective measures can build. In Massachusetts listing on the National Register provides the added benefit of securing flexibility in application of the state's building code.

National Register Tax Incentives: Historic Preservation Certification
The federal tax incentive program *(Tax Reform Act of 1986)* has encouraged private investment and rehabilitation of historic properties and has been particularly valuable to Massachusetts. This program allows owners of National Register buildings in commercial, industrial, or rental residential use to qualify for a 20 percent Investment Tax Credit (in effect a 20 percent rebate) based on rehabilitation costs. These credits help to pay for the unique costs associated with the rehabilitation of historic properties and have convinced otherwise skeptical investors of the value of historic buildings.

The National Park Service certifies rehabilitation, and the MHC Technical Services staff advises and assists owners during the application and review process. This assistance has inspired tremendous interest in the program in Massachusetts and has ensured a consistently high rate of approvals. Applications should be submitted to MHC before rehabilitation work begins in order to receive the most useful advice and best results.

Certified Local Government
Another program that can provide guidance, appropriate standards and the possibility of some funds is the (CLG) program. As a part of the overall national preservation program, it is administered in Massachusetts by MHC and provides pass-through funding for preservation planning and public educational projects. Ten percent of federal monies given to states must be shared with those towns that have official CLG status for local historic preservation initiatives. At a time when state funding for preservation work by communities is drying up, the CLG remains a source of funding, albeit on a competitive basis. There are basic requirements of a community to be recognized as a CLG, such as having in place a bylaw allowing for the designation of historic properties.

Contact:
Ginny Freeman
Certified Local Government Program, Heritage Preservation Services
National Park Service
1849 C Street, NW, NC-330
Washington, DC 20240
202. 343.6005; FAX 202.343.3921
Email: hps-info@nps.gov
Website: www2.cr.nps.gov/clg/clg_p.htm

Massachusetts Historical Commission
220 Morrissey Blvd.
Boston, MA 02125
617-727-8470
State Historic Preservation Office/Certified Local Government Program
Website: www.state.ma.us/sec/mhc

Massachusetts Department of Environmental Management
Historic Landscape Preservation Grant Program
251 Causeway Street
Suite 600
Boston, MA 02114-2104
617-626-1250
Website: www.state.ma.us/dem/programs/histland/histland.htm

National Trust for Historic Preservation
National Headquarters
1785 Massachusetts Avenue, NW
Washington, DC 20036
202-588-6000
Website: www.nationaltrust.org or www.nthp.org

Northeast Office (States: Connecticut, Maine, Massachusetts, New Hampshire, New York, Rhode Island, Vermont)
Seven Faneuil Hall Marketplace
Boston, Massachusetts, 02109
617-523-0885 FAX: 617-523-1199
Email: nero@nthp.org

The National Trust for Historic Preservation provides technical information for subjects such as moving historic buildings, preservation easements, historic plaques and markers, reusing historic schools, and dealing with chain drugstores. In addition, it sponsors a "Preservation Leadership Training Institute," an intensive one-week workshop tailored to respond to the needs of state and local preservation organizations and agencies, and "Better Boards," a two-day, invitational program designed specifically to address the needs of nonprofit preservation organizations.
The National Trust has also compiled an excellent and in-depth series that focuses specifically upon the economic benefits that are obtained through Historic Preservation. The series, Dollars & Sense of Historic Preservation, compiles speeches, short articles, and excerpts from economic and fiscal impacts of Preservation. The series provides concise yet compelling analyses of a broad range of preservation activities: historic district designation, heritage tourism, property tax relief program, and direct government expenditures.

The Heritage Tourist

First-ever study of Historic/Cultural travelers (1997) by Travel Industry Association of America finds that heritage tourists spend more money and stay longer at destinations than other U.S. travelers.

- Spending per trip: $688-heritage, $425-others
- Average length of stay: 5.2 nights-heritage, 3.3 nights-others
- Heritage travelers: more likely to shop (45% vs. 35%), more likely to stay in paid accommodations (56% vs. 42%)
- In 1996, tourists in Georgia spent $453.d million on historic-related activities, more than they did for general sightseeing activities, evening entertainment or cultural events.

National Alliance of Preservation Commissions
Post Office Box 1605
Athens, GA 30603
706.542.4731 FAX: 706.583.0320
napc@uga.edu
www.arches.uga.edu/~napc/

The NAPC builds strong local preservation programs through education, training, and advocacy. The Alliance is a private, non-profit 501(c)(3) corporation, governed by a Board of Directors whose members must have direct associations with preservation commissions.

The Alliance runs the Commission Assistance and Mentoring Program (CAMP). This program provides specialized training for Historic Preservation Commission members.

The National Alliance of Preservations Commissions also houses a diverse collection of Design Guidelines from all over the country. Accessibility via the Internet (www.sed.uga.edu/owens/indexdg.htm) is presently limited to city and title. We recommend contacting the planning office in the city of interest and request a copy. Xeroxed copies can be obtained for a charge of 5 cents per page plus shipping and handling.

Contact:
René D. Shoemaker, Director
Owens Library & CED Gallery
609 Caldwell Hall
College of Environment & Design
University of Georgia
Athens, Georgia 30602-1845
Email: rds@uga.edu
Voice: 706-542-8292 FAX: 706-542-4485

National Scenic Byways
The VISION of the National Scenic Byways Program is to create a distinctive collection of American roads, their stories and treasured places. The MISSION of the National Scenic Byways Program is to provide resources to the byway community in creating a unique travel experience and enhanced local quality of life through efforts to preserve, protect, interpret, and promote the intrinsic qualities of designated byways. The GOALS of the National Scenic Byways Program are to

1. Expand public awareness and understanding of scope and impact of the National Scenic Byways Program.
2. Continuously improve the quality of byways in the National Scenic Byways Program.
3. Provide high quality visitor experience.
4. Strengthen, diversify and expand partnerships.
5. Foster and strengthen local economies and other local community goals.
6. Foster State and local leadership in implementing the National Scenic Byway Program.

7. Expand the pool of high quality projects.
8. Develop and use best tools for managing intrinsic qualities.

Some funding is available for Scenic Byway projects on a competitive basis. Technical assistance for "National Scenic Byways" and "All American Roads" (aka "America's Byways") is available from the American Byways Resource Center.

Contact: Massachusetts Scenic Byway Program
Massachusetts Highway Department
10 Park Plaza, Room 4150
Boston, MA 02116
617-973-7471 FAX: 617-973-8035
Email: sarah.bradbury-dpw@state.ma.us
WEBSITES: www.byways.org
www.fhwa.dot.gov/discretionary/index.htm
www.fhwa.dot.gov/tea21

EDUCATIONAL & SPECIAL INTEREST ORGANIZATIONS

SPNEA – The Society for Preservation of New England Antiquities
141 Cambridge Street
Boston, MA 02114
(617) 227-3956
Website: www.spnea.org

SPNEA is a regional organization headquartered in Boston that owns and operates 35 properties from the seventeenth century to the present. SPNEA shares New England's architecture, landscapes, objects and people's stories through innovative programs for residents, visitors and scholars from all over the world. Their programs include protection of historic landscapes and buildings through preservation and property easements and covenants, and an extensive library and archives for New England research.

Historic Massachusetts
45 School Street
Boston, MA 02108
617-723-3383
Website: www.historicmass.org

Historic Massachusetts is a statewide membership based non-profit group for Massachusetts. Located in downtown Boston, it serves the state at large through advocacy and education. Historic Mass sponsors conferences and seeks to draw awareness to endangered resources. It is also involved in community revitalization projects.

Partners for Sacred Places
1700 Sansom Street, Tenth Floor
Philadelphia, PA 19103
Tel: 215-567-3234
Fax: 215-567-3235
partners@sacredplaces.org
Website: www.sacredplaces.org

Partners for Sacred Places promotes the stewardship and active use of America's older and historic religious properties. Founded in 1989, Partners is the nation's only non-denominational non-profit organization devoted to helping embrace, care for and make good use of older and historic religious properties. Partners for Sacred Places provides assistance to the people who care for sacred places while promoting a new understanding of how these places sustain communities.

Vernacular Architecture Forum
c/o Michael Steinitz, VAF Preservation Officer
167 Willow Avenue
Sommerville, MA 02144
617-727-8470 (w) or 617-628-2786 (h)
Email: msteinitz@yahoo.com

The VAF was organized in 1980 to encourage the study and preservation of all aspects of vernacular architecture and landscapes through interdisciplinary and multidisciplinary methods.

Society for Architectural Historians
Founded in 1940, the Society encourages scholarly research in the field and promotes the preservation of significant architectural monuments that are an integral part of our worldwide historical and cultural heritage.
National Headquarters
Charnley-Persky House
1365 North Astor Street
Chicago, Illinois 60610-2144
312-573-1365
Email: info@sah.org
Website:

FUNDING ORGANIZATIONS

The Carlisle Foundation
P.O. Box 2464 * Framingham, MA 01703
Executive Director: Richard A. Goldblatt
Phone: (508) 872-6377 * Fax: (508) 872-7305
E-Mail: rag@carlislefoundation.org
Website: www.carlislefoundation.org

Funding for innovative grants. A project involving adaptive reuse of historic properties for low-income housing is a grant request that might be of particular interest for this organization.

Kresge Foundation
The Kresge Foundation
3215 W. Big Beaver Road
P.O. Box 3151
Troy, MI 48007-3151
248-643-9630 Fax: 248-643-0588
Website: www.kresge.org

Note the Bricks and Mortar challenge grant program.

Ellis L. Phillips Foundation
233 Commonwealth Avenue
Suite 2
Boston, MA 02116
phone 617.424.7607
www.ellislphillipsfndn.org

In 1999 it provided the New Hampshire Preservation Alliance in Concord, New Hampshire with funding toward the start-up of an easement program for historic buildings. Funding may not be available until 2004.

PreserveNet
Website (only): www.preservenet.cornell.edu/econ.html

A collaborative Internet service under the auspices of Michael Tomlan and Bob Pick at Cornell University, it seeks to provide a range of preservation-related information, and is especially useful for identifying preservation grant programs and funding sources.

The Foundation Center
New York Public Library
79 Fifth Avenue, New York, NY 10003
212-620-4230
Fax: 212-691-1828
Website: www.fdncenter.org

Provides contact and program information on charitable foundations.

MODELS FOR NON-PROFIT HISTORIC PRESERVATION ORGANIZATIONS

Waterfront Historic Area LeaguE (WHALE)
New Bedford, MA
website: www.waterfrontleague.org/index.htm

WHALE's MISSION is to preserve and protect New Bedford's rich historic character and to promote the preservation and restoration of historic buildings, sites, and cultural activities in the region. Its VISION for New Bedford is that of a restored and reconnected city...a harbor and working waterfront reunited to its historic districts and downtown.

Newport Restoration Foundation
51 Touro Street
Newport, RI 02840
Phone: (401) 849-7300
Fax: (401) 849-0125
info@newportrestoration.com
Website: www.newportrestoration.com

The Newport Restoration Foundation was created in 1968, based on the urgent need to save the city's rapidly disappearing 18th century architecture. Focusing efforts on the "Hill" and the "Point" sections of town, Doris Duke's formidable resources made possible a preservation effort that few have attempted before or since. The work of over a hundred architects and skilled craftsmen over a period of 16 years ultimately saved 83 structures in and around Newport. These houses, all of which are still owned by the Foundation, represent a remarkable collection of early Rhode Island architecture. Visitors to Newport can see the results of this massive undertaking simply by walking the streets of one of the last wooden cities in America.

AGENCIES & ORGANIZATIONS CONCERNED WITH HISTORICAL ARCHIVES

Massachusetts Historical Records Advisory Board
Massachusetts State Archives
220 Morrissey Blvd.
Boston, MA 02125
(617)727-2816
Website: www.state.ma.us/sec/arc/arcaac/aacintro.htm

The MHRAB is a unit within the Office of the Secretary of the State, William Francis Galvin. The MHRAB is affiliated with the National Historical Publications and Records Commission (NHPRC), a granting agency at the National Archives and Records Administration. It provides information and guidance to the historical records community of Massachusetts.

Northeast Document Conservation Center
100 Brickstone Square
Andover, MA 01810
978-470-1010 FAX: 978-475-6021
Website: www.nedcc.org

The Northeast Document Conservation Center (NEDCC) is the largest nonprofit, regional conservation center in the United States. Its mission is to improve the preservation programs of libraries, archives, museums, and other historical and cultural organizations; to provide the highest quality services to institutions that cannot afford in-house conservation facilities or that require specialized expertise; and to provide leadership to the preservation field.

Helpful websites:

www.library.yale.edu/beinecke/manuscript/process

www.schistory.org/getty

www.nara.gov/nhprc/apply.html

www.imls.gov/grants/index.htm