

Town of Norwood

Community Preservation Plan:

A Needs Assessment



September 2019

*Town of Norwood
Community Preservation Plan
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Town of Norwood
Community Preservation Plan
Overview

Overview

The residents of Norwood voted in November 2016 to adopt the Community Preservation Act (CPA). With this adoption of the Community Preservation Act, the Town also voted to self-impose a 1% surcharge on local property tax bills, to establish a funding source for eligible CPA projects. The Norwood Community Preservation Committee (CPC) was formed in October 2017 to make recommendations to Town Meeting on how to utilize the funds raised through the surcharge and the state match (CPA funds).

The CPA requires that at least 10 percent of the CPA funds received in each fiscal year be spent or reserved for each of the CPA's three main purposes: open space, historic preservation, and community housing. CPA funds that are not expended in one year may be “banked” or carried over to subsequent years. However, once CPA funds are banked for a specific purpose, they must ultimately be used for the purpose for which they were banked. The remaining 70 percent of CPA funds in each fiscal year are available to be appropriated or banked, according to the Town's discretion, for one or more of four purposes: the three listed above, as well as for recreational uses. In addition, subject to certain restrictions, up to five percent of the CPA funds raised annually may be used for administrative activities related to the work of the CPC.

The CPC consists of nine members, including members appointed by and from the Conservation Commission, the Planning Board, the Housing Authority, the Historical Commission, and the Board of Selectmen in their role as Norwood’s Park Commissioners, as well as four members appointed by the Board of Selectmen. The CPC is required to study the “needs, possibilities and resources” for community preservation in Norwood. To that end, we have reviewed existing plans and documents bearing on the four purposes designated for funding under the CPA: open space, recreational use of land, historic preservation and community housing.

In reviewing new projects, the CPC:

- Will be a catalyst for projects, not an initiator;
- Will be a funder, not a developer;
- Will utilize community goals previously set forth in other public documents that have received wide scrutiny and public input;
- Will attempt to meet multiple community preservation goals in each project; and
- Will communicate its mission and goals to the general public

Purpose

This Plan is a summary of our work in developing community preservation goals for Norwood. We have attempted to synthesize all planning efforts addressing the four purposes identified in the CPA. We have reviewed Norwood's current resources and have outlined the needs and possibilities for community preservation activities enhancing open space, recreational use of

land, historic preservation and community housing. We have set out the guidelines we will use to evaluate project proposals as well as the process we will follow during this undertaking.

This Plan sets out the goals and aspirations of the CPC. The general purposes of the Plan are as follows:

- To create the specific framework CPC will use in formulating its recommendations, both for the guidance of applicants and the understanding of Town Meeting;
- To establish clear criteria that will form the basis of the Committee's evaluation of applications for funding;
- To establish the processes and timelines that the committee will use in its review of applications;
- To provide application forms and background information for applicants;
- To inform both applicants and the public of the CPC's goals and of its commitment to an open and transparent approach to reaching its recommendations.

Goals

Norwood has a long-standing history of carefully assessing our Town's needs and goals in light of our shared values. Norwood's Open Space and Recreational Plan and Housing Production Plan were created in this spirit. (For a more complete list of Plans, Documents and Studies, see Appendix II). We expect that the CPA will become a resource for carrying out the thoughtful community preservation recommendations contained in these studies.

The subsequent sections of this Plan discuss community goals and projects specific to preservation within each of the four designated purposes of the CPA. In addition to these goals, the CPC has articulated a set of overarching guidelines that apply to all projects, regardless of the categories under which they fall. The CPC will use these guidelines in its review and decision-making process. They are intended to provide additional guidance to those preparing applications for funding. Not all guidelines will be appropriate for every project.

Decision Guidelines

The Norwood Community Preservation Committee will only consider proposals that are eligible for Community Preservation Act (CPA) funding according to the terms of the CPA legislation; specifically, proposals for:

- The acquisition, creation, and preservation of open space.
- The acquisition, preservation, rehabilitation, and restoration of historic resources.
- The acquisition, creation, and preservation of land for recreational use.
- The acquisition, creation, preservation, and support of community housing (including items such as annual payments to the housing authority to preserve or expand the affordable housing supply).
- The rehabilitation and restoration of open space, land for recreational use, and community housing that is acquired or created using monies from the fund.

Preference will be given to proposals which meet as many of the following general criteria as possible:

- Are consistent with current planning documents that have received wide scrutiny and input and have been adopted by the town;
- Preserve the essential character of the town;
- Save resources that would otherwise be threatened;
- Benefit a currently under-served population;
- Either serve more than one CPA purpose (especially in linking open space, recreational use of land and community housing) or demonstrate why serving multiple needs is not feasible;
- Demonstrate practicality and feasibility, and demonstrate that they can be implemented expeditiously and within budget;
- Produce an advantageous cost/benefit value;
- Leverage additional public and/or private funds;
- Preserve or utilize currently owned town assets; and
- Receive endorsement by other municipal boards or departments.
- Demonstrate that the long term operational and maintenance costs are allocated for and are sustainable for the Town.

The general guidelines stated above apply in combination with category-specific goals outlined below in the next four sections of this plan.

Process

The Town Manager, Town boards and departments, civic organizations, and residents may bring proposals for funding to the CPC. In some instances, the CPC may be the catalyst for projects which meet the goals of this plan. The CPC will give favorable consideration to those proposals which best meet our guidelines and are consistent with Norwood goals in the areas of open space, recreational use of land, historic preservation and community housing.

The CPC does not have the power to appropriate funds for particular projects, only to make recommendations to Town Meeting. Under the law, the power to appropriate CPA funds is reserved solely for Town Meeting, acting only upon the recommendations of the CPC. For these reasons, we want to provide a strong and consistent rationale for our recommendations.

The CPC seeks a Town-wide and long-term perspective. It expects to recommend projects that will have a significant long-term impact on the Town. We may choose to recommend to Town Meeting that some or all of CPA funds be “banked” or reserved for significant projects and opportunities in the future. We are seeking to create an effective process through which organizations and citizens may gain access to the CPA funds for projects that will enhance our Town.

Further Information

Copies of this document, as well as links to a wide range of community preservation information, including the **Application for Community Preservation Funding**, are available on the Town's Web site at

http://www.norwoodma.gov/government/committees_boards/community_preservation_committee/index.php

This Community Preservation Plan is respectfully submitted to the residents of Norwood in the hope that it will provide a focus and catalyst for significant enhancement of community preservation goals in Norwood.

Adopted by the Community Preservation Committee on September 25, 2019.

Helen Abdallah Donohue – Appointed by the Board of Selectmen/Parks Commission

Cheryl Doyle - Conservation Commission

Joseph Greeley - at large, appointed by the Board of Selectmen

John Hall - at large, appointed by the Board of Selectmen

Deborah Holmwood - Planning Board

Toni Eosco - Historical Commission

Peter McFarland - at large, appointed by the Board of Selectmen

Patricia Griffin Starr - Housing Authority

John Aprea III - at large, appointed by the Board of Selectmen

***Town of Norwood
Community Preservation Plan
How CPA Funds Can Be Used***

Community Preservation Act funds must be used for public community preservation purposes. The following guidelines summarize these public purposes.

Community preservation is defined by the Act as, “the acquisition, creation and preservation of open space; for the acquisition, preservation, rehabilitation and restoration of historic resources; for the acquisition, creation and preservation of land for recreational use; for the acquisition, creation, preservation and support of community housing; and for the rehabilitation or restoration of open space, land for recreational use and community housing that is acquired or created.” Preservation is defined as, “the protection of personal or real property from injury, harm or destruction, but not including maintenance.”

As detailed by the CPA, Fund monies may be spent to undertake the following primary community preservation purposes:

- The acquisition, creation, and preservation of open space. Open space, as defined by the CPA, “shall include, but not be limited to, land to protect existing and future well fields, aquifers and recharge areas, watershed land, agricultural land, grasslands, fields, forest land, fresh water marshes, other wetlands, land with frontage along a waterbody, land to protect scenic vistas, land for wildlife or nature preserve and land for recreational use.”
- The acquisition, creation, preservation, and support of community housing. The CPA defines community housing as, “low-and moderate- income housing for individuals and families, including low-or moderate- income senior housing.” The term “support” includes expenditures such as annual payments to the Norwood Housing Authority and the Norwood Affordable Housing Corporation to preserve or expand the affordable housing supply.
- The acquisition, preservation, rehabilitation, and restoration of historic resources. The CPA recognizes historic resources as, “historical structures and landscapes,” including “a building, structure, vessel, or real property that is listed or eligible for listing on the State register of historic places or has been determined by the Norwood Historical Commission to be significant in the history, archeology, architecture, or culture of a town or town.”
- The acquisition, creation, and preservation of land for recreational use. The CPA defines recreational use as, “active or passive recreational use including, but not limited to, the use of land for community gardens, trails, and noncommercial youth and adult sports, and the use of land as a park, playground or athletic field. ‘Recreational use’ shall not include horse or dog racing or the use of land for a stadium, gymnasium, or similar structure.”¹

¹ In October 2008, the Massachusetts Supreme Judicial Court decided *Seidman v. City of Newton*, which clarified the permissible use of CPA funds for recreational purposes.

Community Preservation Act funds may also be used for the following purposes:

- The “rehabilitation or restoration of open space, land for recreational use and community housing that is acquired or created” using CPA monies.
- Revenues “set aside” for “later spending.”
- Annual “administrative and operating expenses” of the Committee, not to exceed 5% of the Fund’s estimated annual revenues.
- Annual principal and interest payments, preparation, issuance, and marketing costs for bonds or notes for borrowings for community preservation purposes.
- Damages payable to property owners for real estate interests taken by the Town by eminent domain for community preservation purposes.
- “Local share for state and federal grants” for allowable community preservation purposes.
- Property acquisition-related expenses including appraisal costs, expenses for title searches, and closing fees.

Community Preservation Act funds may **not** be spent for the following purposes:

- Replacement, as distinct from augmentation, of existing operating funds. The CPA is a supplementary funding source intended to increase available resources for community preservation acquisitions and initiatives.
- Payment for routine maintenance, defined as, “the upkeep of any real or personal property.”
- Gymnasiums, stadiums, or any similar structure.
- Projects without a public purpose or public benefit.

The following helpful Table was provided by the Community Preservation Coalition:

Determining Project Eligibility

	Open Space	Historic Preservation	Recreational Use of Land	Community Housing
Acquire	Yes	Yes	Yes	Yes
Create	Yes	-	Yes	Yes
Preserve	Yes	Yes	Yes	Yes
Support	-	-	-	Yes
Rehabilitate and/or Restore	Yes – if acquired or created with CP Funds	Yes	Yes	Yes – if acquired or created with CP Funds

*Town of Norwood
Community Preservation Plan
Community Housing*

“Adopt policies and take actions to ensure that the housing supply meets the needs of Norwood residents.”

Background

As of September 2017, Massachusetts’ Subsidized Housing Inventory (SHI) included 1,035 units that qualified as affordable units in Norwood, representing 8.3% of Norwood’s 2017 housing base of 12,441 units. Currently, Norwood’s affordable housing sites are a total of 69.18 acres, which is approximately 1.68% of total land area, which meets the State’s Department of Housing and Community Development’s (DHCD) definition of “local needs”.

Norwood is an important manufacturing, suburban residential, and wholesale and retail trade center south of Boston. The Town is classified by the Metropolitan Area Planning Council (MAPC) as a Sub-Regional Urban Center, with its urban scale downtown core surrounded by residential neighborhoods with a mix of housing.

Population and Households

Norwood’s population reached 30,000 around 1970 and has hovered around that number ever since. Norwood continues to have a higher population than surrounding communities and is more densely populated. Also since 1970, the average persons per household decreased and the population is somewhat older.

Housing

Roughly half of Norwood housing units were built in the 1950s and 1960s, when most of the town’s rapid post-war growth in population occurred.

In 2013-2017, 59% of Norwood’s housing units were owner-occupied, a lower percentage than in the county (69%) and the state (62%). Histories of Norwood have documented that apartments came in with the rapid post-war growth in the population.

Housing Affordability

The median household income of Norwood in 2013-2017 was \$87,500, well below the \$109,000 recommended by the Redfin calculator as an income that would support purchase of a single-family house with the 2013-2017 median value of \$402,600.

The affordability gap may be most severe for families. For every one of the Norwood Housing Authority’s 75 family rental units, there are roughly 16 qualified Norwood families waiting. Other indicators also support the conclusion that Norwood has an affordable housing gap. There is limited opportunity to fill this gap through the conversion of vacant housing to affordable housing. The 2010 overall housing vacancy rate was 4% -- lower for owner-occupied housing and higher for rental housing.

There are two significant barriers to affordable housing. First, home prices and housing rents have long been rising faster than household incomes, making ever larger shares of Norwood housing unaffordable for Norwood residents. Second, only about 3% of the land area of the town is undeveloped but developable, and that land is increasingly essential to maintaining open spaces and a balanced feel for the town. (See the Open Space section.)

Affordable housing strategies that address these two barriers might include:

- Conversion of existing owner-occupied housing to affordable owner- or renter-occupied housing;
- Creation of new affordable housing tailored to populations that need help with affordability but also have other special needs, such as older adults and the disabled; and
- Expansion of the number of housing units on an existing footprint of land, such as adding one or more floors of housing to existing one-story commercial buildings.

Implementation Capacity and Resources

This section describes Norwood's capacity and resources for implementation of affordable housing initiatives including the Norwood Affordable Housing Corporation, Community Planning and Economic Development Department, and the Norwood Housing Authority.

Norwood Affordable Housing Corporation

The NHA also administers three units of the Norwood Affordable Housing Corporation (NAHC), which was formed by NHA in 2004 as a non-profit corporation to promote affordable housing in Norwood. The NAHC owns a three unit building at 98 Nahatan Street and is looking for additional opportunities to provide affordable housing in Norwood.

Local Initiative Program

The Local Initiative Program (LIP) is a state program, administered by the Department of Housing and Development, that encourages the creation of affordable housing by providing technical assistance to Communities and developers who are working together to create affordable rental opportunities for low and moderate income households. The NHA administers resident selection requirements of LIP projects by operating lotteries and performing income verifications for resident selection. There have been several developments built in Norwood through the Local Initiatives Program including Washington Square Condominiums and Lenox Station.

Norwood Housing Authority

The Norwood Housing Authority was established in 1948 to provide and maintain affordable housing for low and moderate income persons and families. The Authority owns and manages five low income housing developments in Norwood. Four of the developments were built to house elderly and handicapped persons. In total, there are 406 one bedroom apartments in these developments. The NHA has one family development, Washington Heights, which consists of 75 apartments of two and three bedroom units.

The Norwood Housing Authority also administers over 340 Federal Section 8 Housing Choice Vouchers (HCV). The HCV program is operated by the U.S. Department of Housing and Urban Development. The program offers rent subsidies to persons of low income, which allows them to acquire apartments in private developments or houses. Program participant pays 30% of their adjusted income and the NHA pays the difference between the amount and the monthly rent.

The Norwood Housing Authority has been awarded the Outstanding Agency Award by the Massachusetts Chapter of the National Association of Housing and Redevelopment Officials (NAHRO) for the Village Center - a partnership with the Norwood Public Schools (2016), the rehabilitation on Jefferson Drive at the Washington Heights site (2010) and for the Greenhouse at the Kevin Maguire Housing site (2010). The NHA also received an Agency Community Commitment Award from HESSCO Elder Services (2016), the Mass Club House Coalition Award for working with the Neponset River House in providing valuable employment to their clients (2015), and the Mutual of America Award for leadership in the facilitation of partnerships between public, private, and social sector organizations (2014).

Existing Affordable Housing

The Authority owns and manages five low income housing developments in Norwood. Four of the developments were built to house elderly and handicapped persons. In total, there are 406 one bedroom apartments in these developments. The NHA has one family development, Washington Heights, which consists of 75 apartments of two and three bedroom units.

Current Affordable Housing Status

In 2014 the Board of Appeals received a Comprehensive Permit application for Forbes Hill, a proposed 300 multifamily apartment complex. At the time the project was submitted the Town was in a “safe harbor”, not required under the Massachusetts Department of Housing and Community Development regulations to accept and process Comprehensive Permit applications. After the safe harbor expired in 2015 the Forbes Hill Comprehensive Permit application was resubmitted, and a second Comprehensive Permit application was submitted for Avalon Norwood, proposing 218 multifamily apartments. There was strong opposition to both developments. A small group of residents contended that the Town had already satisfied its legal requirement under MGL CH 40B, achieving the minimum land area goal of 1.5% of the land area in Town being utilized for affordable housing. The Board of Appeals denied both 40B development applications, based on that premise that the town has satisfied its “local need” by exceeding the 1.5% minimum land area requirements. Both developers appealed the Board of Appeals decisions to the State Housing Appeals Committee (HAC). The HAC determined that the Town had not reached the 1.5% minimum land area requirement and overturned the Board of Appeals decisions. Both projects were remanded back to the Board of Appeals. The Board of Selectmen and Town Counsel negotiated the terms of the two Comprehensive Permits. One of the terms of the Forbes Hill settlement gave the Town the option of buying the Forbes Hill property for \$13,000,000. At the 2017 fall Special Town Meeting, voters approved an article to purchase the property by more than a two-thirds majority vote. The Selectmen have appointed a Task Force to advise them on the future use of the property. The Avalon Norwood project moved forward and the 198 unit multifamily apartment complex is currently under construction. The addition of the Avalon property to the Town’s minimum land area calculation has brought the

town to 1.68% of its land area being used for affordable housing. At the time of this writing, September 2019, the Town has met its legal obligation to provide affordable housing under MGL CH 40B. As a result, the Town is no longer vulnerable to Comprehensive Permit applications that can be appealed to the HAC.

Although the Town has currently met its statutory requirements for affordable housing, both the inventory of affordable housing and the percentage of land area can drop and move Norwood out of compliance. For example:

1. Some existing affordable housing developments have affordable deed restrictions that will expire in the years 2022, 2027 and 2056. CPA funds could be used to extend those deed restrictions.
2. If the Town sells any surplus land such as properties taken for non-payment of taxes, each property will lower the minimum land area percentage used for affordable housing. If that percentage decrease goes below 1.5% the Town will be vulnerable to future 40B developments.

CPA funding can be utilized to support first time home buyers, create veterans housing and extend affordable housing deed restrictions that will be expiring.

Goals

- The Town should develop strategies for maintaining ten percent of its housing in the affordable range along with 1.5% of developable land.
- Preserve and support existing affordable housing units.
- Rehabilitate existing units owned by the Norwood Housing Authority.
- Establish first-time homebuyer programs, to maintain the Town's diversity.
- Create affordable housing for persons with special needs, veterans, and the elderly.
- Increase the supply of affordable housing units in Norwood Center, where services, shopping and job opportunities are more plentiful than in areas outside the Center.
- This does not pertain to housing. Support density and design of housing development that is compatible with the surrounding neighborhoods and Norwood's Town character.
- Any new affordable housing units should have deed restrictions in perpetuity that comply with the MA Department of Housing and Community Development's standards under the Local Initiative Program.
- Create affordable opportunities for households that fall into the low-income or moderate-income categories.
- Consider the creation of an Affordable Housing Trust fund as allowed by State law.

*Town of Norwood
Community Preservation Plan
Historic Preservation*

“Maintain and celebrate the heritage of Norwood through preservation and interpretation of its historic sites, buildings, and monuments.”

“Make Downtown Norwood the center of the commercial and civic life of the town, with a variety and vitality of uses and attractiveness of historic buildings and pleasant streetscapes.”

“Retain the character, distinct identity and comfortable scale of the neighborhoods that are Norwood.”

Background

The Town of Norwood came of age during the industrialization era. The industrialization of Norwood is the most significant and distinctive feature of its history. Beginning in the mid-19th century, local tanneries, printing presses, ink manufacturers and other industries were known world-wide and helped transform Norwood into a booming and ethnically diverse industrial town

Norwood Historical Commission

The Norwood Historical Commission (**NHC**) is a 7-member board of town government. Its mission and duty are to promote the educational, cultural, economic and general welfare of the public through the preservation and protection of the distinctive characteristics of buildings and places significant to the history of the Town of Norwood.

The Norwood Historical Society

The Norwood Historical Society is a private and non-profit entity that is the repository of information about Norwood’s history and is headquartered in the F. Holland Day House, the first structure in Norwood to be listed on the National Register of Historic Places. The society’s mission includes:

- Preserving and maintaining the historical authenticity of the town and character of the Day House and grounds;
- Publishing periodicals, tracts, and pamphlets devoted to or in treatment of historical, antiquarian, or kindred subjects related to the Town of Norwood; and
- Serving as a resource for the preservation and interpretation of local history.

Goals for Historic Preservation

The goals for historic preservation in Norwood are embodied in the criteria for evaluation of potential CPA projects. The CPC seeks projects that:

- Acquire historic properties – buildings, landscapes, sites, structures or preservation easements.
- Protect, preserve, enhance, restore and/or rehabilitate historic, cultural, architectural or archaeological resources of significance, especially those that are threatened and of historical significance; and demonstrate a specific public benefit or provide permanent protection for maintaining historic resources.

- Make use of the full complement of preservation techniques, including but not limited to the creation of Historic Overlay Districts to protect areas where the substantial oversight and control of a historic district are not available.
- Support the adaptive reuse of historic properties. For example, CPA funds could help bridge the economic gap to make possible and support the acquisition of older, historic homes for affordable housing or assisted living as an alternative to tear down and redevelopment.
- Promote successful and sensitive rehabilitation/restoration projects, especially those that incorporate the Standards published by the U.S. Secretary of the Interior, and the adaptive reuse of historic buildings.
- Document, survey, conserve and restore historic landscapes, including historic burying grounds and monuments.

The Norwood Historical Commission has identified several buildings and sites that are deemed by the NHC to be significant in the history, archaeology, architecture, or culture of Norwood (Appendix, pages 22-23).

Town of Norwood
Community Preservation Plan
Open Space

“Identify, prioritize, and preserve highly valued open space through permanent protection, and increase public access to open space and waterfronts, consistent with preservation of environmental resources and consideration of needs and amenities of neighborhoods and the Town as a whole.”

Background

Open space is one of the defining characteristics of Norwood, which is now a mature suburb. It enhances the historical aura of the town and affords opportunities for recreation and relaxation.

The Norwood Conservation Commission enforces the Commonwealth's Wetland Protection Act as well as the Town's Wetland By-Law. These laws identify areas subject to protection including banks, wetlands, marshes, swamps, and beaches. In addition, land under a body of water and land subject to flooding are included as well as a 200 foot riparian zone along each side of a river or perennial stream. Any activity within these areas is subject to regulations as is any activity within a 100-foot buffer zone of the areas protected which would alter either the area under the protection or the buffer zone. The term activity refers to any act, which would remove, fill, dredge or alter.

Current Open Space - Norwood is nearly fully developed with buildable land slowly diminishing. The 2010 Open Space and Recreation Plan calculated there was approximately 559 acres of buildable land remaining, which represents about 8% of the total land area of the Town. A conservative estimate would assume that those remaining buildable acres are even less today. Due to there being so little developable land remaining, new development in Norwood usually results in the loss of valuable open space.

Increasing Awareness of Conservation Lands – In the survey for the 1997 Plan, many residents expressed that they were not aware of many of the conservation lands and wetlands. This is due in part to the lack of signage and the lack of a map showing these properties. The results of the 2008 survey for the 2010 plan confirmed that this is still a problem. More than 50% of the respondents did not know where the following properties were: La Salle, University Avenue, Bade Canoe Launch, Fortune Drive, Allendale, Vanderbilt and Alevizos. More needs to be done to make residents aware of these lands.

Goals

The goals for open space include, but are not limited to the following:

- Protection through acquisition or conservation easements, of parcels of highest scenic and historic character. Parcels are considered significant if they preserve one or more of the following:
 - Historic landscapes and the visual relationships between historic buildings and their setting

- The visual character of the town, particularly of those areas designated as scenic
 - Open fields and meadows visible from the road
- Protection through acquisition or conservation easements, of parcels of highest environmental value. Parcels are considered significant if they preserve one or more of the following:
 - Wetlands and water resources;
 - Agricultural land;
 - Greenway connections and wildlife corridors;
 - Wildlife habitat;
 - Plants and animals listed as rare, endangered, or species of special concern.
- Enhancement of recreational opportunities of open space through acquisition of appropriate parcels. Enhancement purposes for which CPA funds may be used include but are not limited to the following:
 - Trails access to conservation land;
 - Open spaces accessible to people of all ages and abilities;
 - Maps of conservation land
 - Parking lots for trail access
 - Trail information kiosks

*Town of Norwood
Community Preservation Plan
Land for Recreational Use*

Background

Recreational Use of Land can involve active or passive recreation. That is, the use of an area may involve active sports such as mountain biking or it may involve other uses that require only minimal activity such as bird watching, especially in environmentally sensitive areas. These uses may include, but are not limited to, the following:

- Youth and adult sports
- Walking and biking
- Water sports
- Gardening
- Bird watching
- Fishing

The Act provides that CPA funds may be expended for "... the acquisition, creation, and preservation of land for recreation use ... and for rehabilitation or restoration of ... land for recreational use ... that is acquired or created" under the CPA. The following are examples of the types of recreational use projects that may be carried out under the CPA:

Goals

- Acquire land to create new athletic fields, tennis courts or playgrounds.
- Purchase existing, privately owned recreational facilities for municipal use.
- Purchase rights-of-ways for historic walking paths or existing trail networks.
- Development of walking trails in forest land acquired with CPA funds.
- Purchase property with conservation restrictions to link existing open spaces.
- Convert existing structures such as railroad beds to recreational use like walking, biking, or inline skating trails.
- Convert underutilized municipal lots to community gardens.
- Preserve and expand the range of recreational opportunities available to Town residents of all ages and abilities, including those at risk of obesity as identified through the Get Fit Norwood Community Action Plan along with special attention to handicapped accessibility, adult/senior, and toddler recreational needs.
- Maximize the use of existing Town property.
- Preserve existing athletic fields by installing new drainage systems to prevent flooding and water damage. However, CPA funding cannot be used for routine maintenance or for capital improvements for which municipal funding has already been committed.

Note: The Act prohibits using CPA funds to acquire, create or preserve facilities for horse or dog racing; or land for a stadium, gymnasium, or similar structure.

CATEGORY SPECIFIC CRITERIA*

In addition to the General Evaluation Criteria outlined in the Overview section, recreation proposals will be evaluated with the following criteria:

- Addresses a need or objective identified in the Open Space and Recreation Plan;
- Serves a significant number of residents;
- Maximizes the utility of existing Town property;
- Promotes the creative use of railway and other corridors to create safe and healthful bicycle/ pedestrian transportation opportunities;
- Preserves and enhances the natural wildlife habitat functions and values of open space;
- Preserves and protects the Town's diminishing natural resources.

*Criteria are listed in no particular order.

Information for the Needs Assessment was drawn from the following sources

PLANNING BOARD

- [Norwood Downtown Master Plan \(2011\)](#)
- [South Norwood Vision Plan and Action Strategy \(2003\)](#)
- [Revised Zoning Map of Norwood \(2015\)](#)

COMMUNITY HOUSING

- [Norwood Housing Production Plan FY14-FY18](#)
- Norwood Housing Authority Report 2018 (page 20)
- [Department of Housing and Community Development: Subsidized Housing Inventory 2017](#)

HISTORIC PRESERVATION

- Historical Commission Report 2018 (page 21)
- Transforming Norwood: Architect William G. Upham's Contribution to Early 20th Century Norwood, Massachusetts History by Heather S. Cole

OPEN SPACE/RECREATIONAL USE OF LAND

- [Open Space and Recreation Plan \(2010\)](#), 2018 plan is in process of being updated)
- Conservation Commission Report 2018 (page 24)

OTHER

- [JEFFREY SEIDEMAN & others vs. CITY OF NEWTON. 452 Mass. 472](#)
- [American Community Survey 2016: Norwood, MA](#)
- [Community Preservation Coalition](#)
- [U.S. Census Bureau Quick Facts](#)

**Norwood Housing Authority
40 William Shyne Circle
Norwood, Massachusetts 02062**

**Stephen W. Merritt – Executive Director
William J. Plasko – Deputy Executive Director
Jayne Chen – Director of Leasing & Occupancy**

**Judith A. Langone – Chairwoman
Anne White Scoble – Vice Chairwoman
Patricia Griffin Starr – Assistant Treasurer
Kevin P. Flaherty – Treasurer
John Hayes – Commissioner**

To the Norwood Community Preservation Committee

April 4, 2018

The Norwood Housing Authority, which is a piece of the housing part of the Norwood Community Preservation Act., is working on identifying specific items that could be eligible projects under the CPA.

As we work on a Needs Assessment there are a couple of things that are on our drawing board. We have been approached by the owner of a property on Nahatan Street that is surrounded on each side and the back by our Nahatan Village Complex. The owner has indicated that they intend to make the property available for sale in 2019. We are contemplating plans on how that property, combined with the community building of Nahatan Village could be developed into additional affordable housing, administrative and community space.

The needs that we can readily identify for senior affordable housing in Norwood include additional accessible units, two bedroom units, and units for those individuals between the ages of 50 and 60 who have little or no options in the town. Other funds that could potentially be leveraged would include the Low Income Housing Tax Credits, (LIHTC) and possibly local financial institutions through the Community Reinvestment funds.

Norwood Housing presently has 406 one bedroom apartments for seniors and disabled persons and 75 family units, (2 & 3 bedrooms) There is also the possibility of converting some one bedroom units into two bedroom units through combining two units. The down side of this would be the loss of a unit that is needed by the population that we serve, but there may be opportunity to build an addition, such as a bump out, on some units to add the second bedroom.

We are also pursuing the ability to propose projects that otherwise would be considered extraordinary maintenance to our older units. There is some question about the availability of CPA funds for these purposes and that is being addressed through clarifying legislation by our housing association, Mass NAHRO.

Another opportunity to add affordable units would be through the purchase and renovation of older buildings in town. This is where creative financing packaging would be necessary also. The NHA would not be anticipating large scale buildings but more smaller renovation projects.



COMMUNITY PRESERVATION ACT
Needs Assessment Requirement

Historic Resources
Overview

August 15, 2019

Historic Resources are defined by the Community Preservation Act as buildings, structures, vessels, documents, artifacts or real properties that are listed on the State Register of Historic Places or are significant in the history, archeology, architecture, or culture of Norwood as determined by the Norwood Historical Commission. CPA funds may be used for the acquisition, preservation, restoration or rehabilitation of historic resources (including Town-owned historic resources), but not for routine maintenance. Unless such historic resources are in public ownership, the public purpose of investments in historic resources must be apparent, and/or must be protected by a permanent preservation restriction that ensures a public benefit. All projects funded in the Historic Resources category must meet the Secretary of the Interior's Standards for Rehabilitation.

Currently, Norwood has a considerable number of historic assets, including municipal buildings, commercial buildings, private homes, and ancient artifacts. These resources offer residents and visitors opportunities to learn about their heritage and the history of the town and nation. The town currently has two properties listed on the National Register of Historic Places. The town hall, the Norwood Memorial Municipal Building, dedicated on November 11, 1928, on the tenth anniversary of the end of World War I, was designed by Norwood architect William G. Upham. There are several other historic properties in town designed by Upham, including the Odd Fellows Building, the Post Office, the Masonic Temple, the Norwood Theatre, and the Norwood Pumping Station. The second property listed on the National Register is the F. Holland Day House. Home to pioneer pictorial photographer, F. Holland Day, the building is owned by the private, non-profit Norwood Historical Society. Norwood's Highland Cemetery, including the Chapel of St. Gabriel the Archangel (designed by famed ecclesiastical architect Ralph Adams Cram) and its Administration Building (completed as a WPA project) is under review by the Massachusetts Historical Commission for possible nomination for National Register of Historic Places designation.

Recognition and protection of the Town's historic resources can help preserve the character of the Town for future generations and serve as an educational resource. There is no complete inventory of the Town's historic resources nor is there a town-wide Historic Preservation Plan. However, the Norwood Historic Properties Survey Forms, completed in 1989 and 1990, itemize and describe over 150 buildings, structures, and sites town wide.

One set of two volumes is located in Morrill Memorial Library and the Library has digitalized these properties. The other set is located in the Office of the Town Planner.

Historic Resources and Needs

Originally part of Dedham (founded in 1636), Norwood was incorporated in 1872. It has historic churches, schools, residences, cemeteries, municipal and commercial buildings that greatly contribute to its character and distinctiveness.

Sites of particular importance to be part of a Norwood Local Historic District include:

Memorial Municipal Building
Memorial Hall, Bell Tower and Carillon
Norwood Civic Center
Norwood Electric Light Building
Old Town Jail
Old Police and Fire Station
Old Parish Burial Ground and Cemetery
Nahatan Street Bridge (Col. George T. Lee Bridge)
Morrill Memorial Library

Other significant Town-owned properties:

Balch School
Callahan School
Chapel of St. Gabriel the Archangel (at Highland Cemetery)
Forbes Mansion, Park and Grounds
Fowl Meadow
Highland Cemetery
Norwood Pumping Station
The George H. Morse Meeting House, Museum and Education Center

Several historic places in private hands include:

Eben Dean House
Folan Building
Guild Building
Norwood Central Railroad Station (Owned by the MBTA)
Norwood Diner
Norwood Theatre
Norwood Masonic Temple
Norwood Sportsmen's Center
The Odd Fellows Building
F. O. Winslow home at 289 Walpole Street (Gov. Allen's mansion)
46 Pleasant Street
241 Pleasant Street (the only two-sided brick building in Norwood)

Several extant buildings or portions of buildings, including the Winslow Tannery, Morrill Ink Works, and the Norwood Press, provide a link to the town's industrial past.

Unfortunately, the Plimpton Press, rather than renovated for alternative uses, was razed and replaced by Avalon's affordable housing complex.

Norwood is rich in historical sites, artifacts and archeological resources. In many cases the general public is not aware of these resources. The following goals for CPA funding shall take precedent wherever possible.

Historic Preservation Goals

1. Support projects that expose Norwood's historical resources to the greatest possible audience, including schools and community groups.
2. Fund projects that deal with tangible historic resources.
3. Support the rehabilitation and acquisition of historic resources, including the Governor's Mansion and the Norwood Pumping Station
4. Support the maintenance and conservation of our historical records.
5. Encourage the conservation of historic buildings and sites in Norwood

It is the duty of the Norwood Historical Commission **"to promote the educational, cultural, economic and general welfare of the public through the preservation and protection of the distinctive characteristic of buildings and places significant to the history of Norwood."** It is in this vein that the Commission submits its Needs Assessment as a requirement of the Community Preservation Act.

Respectfully submitted,

NORWOOD HISTORICAL COMMISSION

Charles D. Burgess
Dale M. Day
Antoinette Eosco

Marion Gaw
Judith Howard
Caroline Pannes



The TOWN OF NORWOOD

Commonwealth of Massachusetts

CONSERVATION COMMISSION

JOHN GEAR, CHAIRMAN
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PETER BAMBER, TREASURER
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CHERYL DOYLE
AL GOETZ, AGENT
RAMANDA MORGAN, SECRETARY

March 21, 2018

Paul Halkiotis, Director
Planning and Economic Development
Town of Norwood
566 Washington Street
Norwood, MA 02062

RE: Community Preservation Act Projects

Dear Mr. Halkiotis,

The Commission would like to suggest the following projects and acquisitions for consideration for CPA funding:

- Purchase all or part of property on Morse Street
- Purchase Cofsky Farm at 820 Neponset Street
- installation of recreational play area at Alevizos property
- Add some new walking Trails on our property
- Deed restrict some of our property, i.e. Ellis Pond
- Survey and bound of conservation properties

If you have any questions, please contact the Commission's CPA representative Cheryl Doyle.

Thank you,

Ramanda Morgan
Conservation Secretary

cc: file

Affordable Housing

“Low income housing”, housing for those persons and families whose annual income is less than 80% of the area-wide median income. The area-wide median income is determined annually by the United States Department of Housing and Urban Development for specific regions, including the Boston Metropolitan Area.

“Moderate income housing”, housing for those persons and families whose annual income is less than 100% of the area-wide median income. The area-wide median income is determined annually by the United States Department of Housing and Urban Development for specific regions, including the Boston Metropolitan Area.

“Low or moderate income senior housing”, housing for those persons having reached the age of 60 or over who would qualify for low or moderate income housing.

Community Preservation Act (CPA)

The Community Preservation Act (CPA) (MGL c. 44B) is legislation designed to help communities plan ahead for sustainable growth and raise funds to achieve their goals. CPA allows towns to levy a community-wide property tax surcharge of up to 3% for the purpose of creating a local Community Preservation Fund (CPF) and qualifying for state matching funds. The Fund must be used to acquire and protect open space, preserve historic buildings and landscapes, and create and maintain affordable housing. The state will provide matching funds to communities approving CPA. Norwood accepted the CPA at 1%.

Community Preservation Committee (CPC)

A seven to nine person committee with individual members appointed by the Conservation Commission, Historical Commission, Housing Authority, Housing Partnership, Planning Board, Recreation Committee, and three at-large members appointed by the Board of Selectmen. The Committee reviews funding applications and makes recommendations to Town Meeting for the appropriation of CPF monies to support approved projects. It consults broadly with town organizations, boards and committees. Norwood has a 9 member CPC.

Community Preservation Fund (CPF)

Separate towns account for the deposit of all surcharges collected and state matching funds. Sub-accounts of CPF (sometimes referred to as “buckets”) have been established to ensure that required shares of the CPF are either spent each year or allocated to the appropriate reserve fund. These are:

- Open Space Reserve Fund (minimum of 10% annually)
- Historic Preservation Reserve Fund (minimum of 10% annually)
- Community Housing Reserve Fund (minimum of 10% annually)
- Annual Reserve Fund (remaining 70% of funds, less administrative costs)

- Administrative /Operating Fund (up to 5%)

The CPC is permitted to appropriate up to 5% of the funds for administration and operational expenses of the Committee. For example, these funds can be used to hire support staff, purchase office supplies, do mailings and cover the cost of professional services as needed. Any administrative monies not used in a given fiscal year are returned to the CPF annual reserve fund.

Projects for the recreational use of land are eligible for CPA funding but there is no minimum amount specified by the act. Beyond these required disbursements, Town Meeting, acting upon the recommendations of the CPC, will decide the allocation of remaining 70% of annual CPA revenues. For example, the CPC could recommend and Town Meeting could allocate the remaining 70% of annual revenue to one purpose, spread it unevenly among all three, or set the funds aside for future spending. These allocations can be changed each year.

Community Preservation Surcharge

The locally raised share of CPA revenue comes from a surcharge (additional amount of tax) on real estate tax bills. Norwood voted a 1% surcharge which is separately stated on each tax bill.

Community Preservation Surcharge Exemptions

Taxpayers currently exempt from real property taxes under Chapter 59 of Massachusetts General Laws are exempt from the CPA surcharge. In addition, Town Meeting approved exemption of the first \$100,000 of taxable value of residential real estate. Exemptions, as well as the surcharge percentage, can be changed at any time with the approval of Town Meeting and subsequent voter referendum.

Historic Resources

“Historic resources”, a building, structure, vessel, real property, document or artifact that is listed or eligible for listing on the state register of historic places or has been determined by the local historical commission to be significant in the history, archeology, architecture or culture of a town or town.

Norwood Community Preservation By-Law

Article XXXXVII, Community Preservation Committee By-law – M.G.L. Chapter 44B (copies of the By-law can be obtained from the Town Clerk’s Office).

Open Space

Open space shall include, but not be limited to, land to protect existing and future well fields, aquifers and recharge areas, watershed land, agricultural land, grasslands, fields, forest land, fresh water marshes and other wetlands, river, stream, lake and pond frontage, beaches, lands to protect scenic vistas, land for wildlife or nature preserve and land for recreational use. For calculation of the 10 percent minimum allocation for open space, land for recreational use is not counted, pursuant to Section 6 of the CPA.

Preservation

“Preservation” shall mean protection of personal or real property from injury, harm or destruction, but not including maintenance.

Recreational Use of Land

“Recreational use” shall mean active or passive recreational use including, but not limited to, the use of land for community gardens, trails, and noncommercial youth and adult sports, and the use of land as a park, playground or athletic field. “Recreational Use of Land” shall not include horse or dog racing or the use of land for a stadium, gymnasium or similar structure.

Rehabilitation

“Rehabilitation” shall mean the remodeling, reconstruction and making of extraordinary repairs to historic resources, open spaces, lands for recreational use and community housing for the purpose of making such historic resources, open spaces, land for recreational use and community housing functional for their intended use, including but not limited to improvements to comply with the American with Disabilities Act and other federal, state or local building or access codes. With respect to historic resources, rehabilitation shall have the additional meaning of work to comply with the Standard for Rehabilitation stated in the United States Secretary of the Interior’s Standards for the Treatment of Historic Properties codified in 36 C.F.R. Part 68.