

MASTER PLAN 2006



Acknowledgements

In 2004, the Planning Board began to organize a committee that would include interested Newbury residents as well as town employees for the purpose updating the Town's Master Plan, which was last updated in 1980. The idea was to gather the information that would be necessary to describe Newbury's current conditions and the desires of its residents, summarize and synthesize this information and develop a plan for getting there. Planning Board members included David Mountain, Chairman, Geoff Walker, Ed Deardon, Kathleen Pearson and David Powell.

A Master Plan Committee was appointed and empowered with the authority to oversee the development of the plan. This Master Plan was largely the effort of these volunteer Committee members who contributed hundreds of hours of their time to ensure that this process was thorough, relevant and useful. Judy Tymon, the Town Planner provided significant technical and organizational assistance to the Committee during the Master Plan process. Valuable input was provided by other Town employees, elected officials, residents and other volunteers during Master Plan Committee meetings, public hearings and an extensive survey questionnaire. The Master Plan Committee comprised of the five members of the Planning Board as well as:

- Liz Armstrong
- Don Bade
- Mario Carnavale
- Peter Gantchev
- Erich Griebeling
- Doug Hyde
- Tim Leonard
- Steve St. Arnault
- Marlene Schroeder
- Sandy Small
- Joe Story
- Dan Streeter
- Martha Taylor
- Alfred Thurlow

The Merrimack Valley Planning Commission (MVPC) provided key support to the Committee by developing maps, providing technical assistance and gathering and summarizing transportation data. The Transportation and Natural Resources plan elements were prepared and authored by the MVPC. Thomas Galligani, a community development consultant, was hired under the direction of the Master Plan Committee to prepare the Economic Development, Housing, Land Use, Community Facilities and Services, and Cultural and Historic Resources plan elements as well as format the final document. Planning Board and Master Plan Committee member David Powell designed the cover, took all the photographs that appear in this document, and organized the Implementation element of the Plan.

Table of Contents

INTRODUCTION	3
VISION STATEMENT	4
SUMMARY OF HIGH PRIORITY RECOMMENDATIONS	4
NATURAL RESOURCES	4
CULTURAL AND HISTORIC RESOURCES	4
HOUSING	5
ECONOMIC DEVELOPMENT	5
TRANSPORTATION	5
COMMUNITY FACILITIES & SERVICES	5
LAND USE	5
NATURAL RESOURCES	7
INTRODUCTION	9
NEWBURY'S NATURAL RESOURCES: THEIR CHARACTERISTICS AND CHALLENGES	9
TOPOGRAPHY, GEOLOGY, AND SOILS	9
WATER SUPPLY SOURCES	10
SURFACE WATER RESOURCES	11
WETLAND RESOURCES	12
FOREST RESOURCES	14
AGRICULTURAL RESOURCES	14
PROTECTED OPEN SPACE AND PRIORITY HABITATS	15
GOALS AND RECOMMENDED STRATEGIES	16
GOAL #1: PRESERVE THE TOWN'S SCENIC LANDSCAPES AND RURAL CHARACTER	16
GOAL #2: PRESERVE AND PROTECT THE TOWN'S MUNICIPAL WATER SUPPLY SOURCES	18
GOAL #3: PROTECT AND ENHANCE INLAND, ESTUARINE, AND COASTAL WATER QUALITY	21
GOAL #4: PROTECT AND ENHANCE CRITICAL UPLAND, WATER RESOURCE, AND WETLAND HABITATS TO SUSTAIN BIODIVERSITY	25
GOAL #5: PRESERVE PRIME AGRICULTURAL LAND AND WORKING FARMS	35
GOAL #6: MANAGE FUTURE LAND DEVELOPMENT AND REDEVELOPMENT IN AN ENVIRONMENTALLY SENSITIVE MANNER	37
GOAL #7: EDUCATE NEWBURY RESIDENTS AND BUSINESSES ABOUT THE TOWN'S NATURAL RESOURCES, RESOURCE THREATS, AND RESOURCE PROTECTION TOOLS AND TECHNIQUES	38
CULTURAL AND HISTORIC RESOURCES	41
HISTORY OF NEWBURY	43
HISTORIC PRESERVATION PLANNING IN NEWBURY	45

HISTORIC PRESERVATION AND CULTURAL ORGANIZATIONS	45
INVENTORY OF HISTORIC AND CULTURAL ASSETS	48
MACRIS DATABASE	48
STATE REGISTER OF HISTORIC PLACES	48
NATIONAL REGISTER OF HISTORIC PLACES	50
TOWN-OWNED CULTURAL AND HISTORIC ASSETS	51
RECENT ACTIVITY	52
OTHER ISSUES AND OBSERVATIONS	55
GOALS AND RECOMMENDED STRATEGIES	56
GOAL #1: INCREASE THE AWARENESS OF THE UNIQUENESS OF NEWBURY, INCLUDING ITS CULTURAL AND HISTORIC RESOURCES.	56
GOAL #2: CONTINUE CATALOGING HISTORIC ASSETS IN NEWBURY AND DEVELOP PRIORITIES FOR CULTURAL RESOURCE PRESERVATION.	56
GOAL #3: PROTECT THE MOST IMPORTANT HISTORIC AND CULTURAL RESOURCES	57
GOAL #4: PRESERVE SCENIC ROADWAYS	59
GOAL #5: PRESERVE HISTORICAL RECORDS OF THE TOWN OF NEWBURY AND ITS RESIDENTS	59
 HOUSING	 65
INTRODUCTION	67
HOUSING SUPPLY	69
TYPES OF HOUSING	69
AGE OF HOUSING STOCK	69
SIZE OF UNITS	70
CONDITION OF HOUSING	70
HOUSING TENURE	70
HOUSING GROWTH	71
HOUSING COST	71
FACTORS THAT AFFECT SUPPLY	73
CHAPTER 40B	75
HOUSING DEMAND	78
REGIONAL POPULATION AND HOUSEHOLD TRENDS	78
POPULATION BY AGE	79
INCOME OF NEWBURY RESIDENTS	80
HOUSING AFFORDABILITY	81
MEASURES OF AFFORDABILITY	81
OTHER GAPS IN THE HOUSING CONTINUUM	83
CURRENT AFFORDABLE HOUSING INITIATIVES	86
TOWN INITIATIVES	86
REGIONAL INITIATIVES	87
NON-PROFIT AFFORDABLE HOUSING DEVELOPERS	88
GOALS AND RECOMMENDED STRATEGIES	89
GOAL #1: ENCOURAGE DIVERSIFICATION OF THE HOUSING STOCK	89

GOAL #2: ENCOURAGE HOUSING DEVELOPMENT WHICH PRESERVES NATURAL AND CULTURAL RESOURCES	92
GOAL #3: SUPPORT AND EXPAND OPPORTUNITIES FOR AFFORDABLE ELDERLY HOUSING	93
GOAL #4: EXPAND THE STOCK OF AFFORDABLE HOUSING FOR FAMILIES	94

ECONOMIC DEVELOPMENT **97**

INTRODUCTION	99
ECONOMIC HISTORY OF NEWBURY	99
CURRENT ECONOMIC PROFILE	101
IN-TOWN ECONOMY: LOCATION OF BUSINESSES AND EMPLOYERS	101
COMMERCIAL/INDUSTRIAL TAX BASE	101
EMPLOYMENT	102
NEWBURY'S LABOR FORCE	104
RECENT INDUSTRY GROWTH TRENDS	106
WORKFORCE DEVELOPMENT PROGRAMS	108
FUTURE ECONOMIC PROFILE AND GROWTH POTENTIAL	110
TRANSPORTATION INFRASTRUCTURE	110
WATER AND SEWER INFRASTRUCTURE	111
ZONING	111
RESOURCE PROTECTION CONCERNS	112
HOUSING AVAILABILITY	113
COMMERCIAL/INDUSTRIAL REAL ESTATE MARKET CONDITIONS	113
CONSUMER PURCHASING POWER	114
GOALS AND RECOMMENDED STRATEGIES	115
GOAL #1: ENCOURAGE THE GROWTH OF BUSINESSES AND DEVELOPMENTS THAT ARE CONSISTENT WITH COMMUNITY CHARACTER AND HISTORIC DEVELOPMENT PATTERNS.	115
GOAL #2: ENCOURAGE BUSINESSES THAT APPROPRIATELY SUPPORT RESIDENTS' LOCAL NEEDS.	117
GOAL #3: SUPPORT AND ENCOURAGE HOME-BASED BUSINESSES.	118
GOAL #4: DEVELOP AND ENCOURAGE INDUSTRIES THAT SUPPORT AND PRESERVE NEWBURY'S NATURAL AND CULTURAL RESOURCES	118

TRANSPORTATION **121**

INTRODUCTION	123
REGIONAL CONTEXT	123
MERRIMACK VALLEY REGION 2003 TRANSPORTATION PLAN	124
TRANSPORTATION IMPROVEMENT PROGRAM	124
EXISTING TRANSPORTATION FACILITIES INVENTORY	125
JOURNEY TO WORK	127
JOURNEY TO WORK DATA FOR NEWBURY RESIDENTS	127

JOURNEY TO WORK DATA FOR JOBS LOCATED IN NEWBURY	129
JOURNEY TO WORK: CONCLUSION	130
TRAFFIC CONGESTION AND SAFETY	133
ANALYSIS OF EXISTING CONGESTED TRANSPORTATION FACILITIES	133
TRANSPORTATION NETWORK SAFETY	133
BUILD OUT CONDITIONS OPERATIONAL ANALYSIS	138
GOALS AND RECOMMENDED STRATEGIES	141
GOAL #1: IMPROVE ROADWAY SAFETY WHILE PRESERVING THE RURAL CHARACTER OF NEWBURY	141
GOAL #2: ENHANCE SAFE BICYCLE AND PEDESTRIAN ACCESS THROUGHOUT NEWBURY	143
GOAL #3: INCREASE ACCESS TO PUBLIC TRANSPORTATION THROUGH REGIONAL COORDINATION	145
GOAL #4: ENHANCE SAFE AND ENVIRONMENTALLY SENSITIVE ACCESS TO THE BEACH ON PLUM ISLAND AND TO OTHER WATERWAYS FOR NEWBURY RESIDENTS AND VISITORS	146
 COMMUNITY FACILITIES AND SERVICES	 149
INVENTORY OF COMMUNITY FACILITIES	151
SCHOOLS	151
TOWN HALL	153
PUBLIC SAFETY	153
NEWBURY TOWN LIBRARY	155
PUBLIC WORKS	156
RECREATION	156
SENIOR CENTER	159
INFRASTRUCTURE	161
WATER	161
WASTEWATER	162
ELECTRICITY	163
NATURAL GAS	163
TELECOMMUNICATIONS	164
MOBILE PHONE INFRASTRUCTURE	164
OTHER ISSUES AND OBSERVATIONS	165
GOALS AND RECOMMENDED STRATEGIES	168
GOAL #1: PROVIDE SUFFICIENT SPACE FOR ESSENTIAL TOWN SERVICES.	168
GOAL #2: ENSURE THAT ADEQUATE WATER AND WASTE WATER FACILITIES ARE AVAILABLE TO SUPPORT CURRENT NEEDS AND FUTURE PLANNED GROWTH.	170
GOAL #3: ESTABLISH PROFESSIONAL MANAGEMENT OF TOWN OPERATIONS, STRENGTHEN TOWN GOVERNANCE AND SEEK REGIONAL AND STATE ASSISTANCE.	171

LAND USE	173
INTRODUCTION	175
THE NEWBURY LANDSCAPE 175	
EXISTING LAND USE	178
LAND USE DISTRIBUTION 178	
LAND USE TRENDS 180	
LAND USE CONTROLS	185
RESIDENTIAL DISTRICTS 185	
COMMERCIAL DISTRICTS 185	
OVERLAY AND OTHER SPECIAL DISTRICTS 187	
SUBDIVISION CONTROL BYLAW 189	
SITE PLAN/DESIGN REVIEW 189	
ESTIMATE OF FUTURE BUILDOUT	191
PACE OF NEW DEVELOPMENT 193	
GROWTH IMPACTS 193	
OTHER ISSUES AND OBSERVATIONS	195
LAND USE GOALS	198
GOAL #1: RETAIN TOWN CHARACTER 198	
GOAL #2: MODERATE THE IMPACTS OF GROWTH 199	
GOAL #3: ENCOURAGE HOUSING AND DEVELOPMENT DIVERSITY 200	
GENERAL LAND USE PLAN	201
CONCEPT 1: PLANNING FOR THE LITTLE RIVER VILLAGE 201	
CONCEPT 2: PLANNING FOR THE OLD TOWN / UPPER GREEN AND SURROUNDING AREA 202	
CONCEPT 3: PRESERVATION AND CONSERVATION OF THE LOWER GREEN AREA 204	
CONCEPT 4: FUTURE CHALLENGES AND OPPORTUNITIES IN BYFIELD VILLAGE 204	
CONCEPT 5: REDUCING THE IMPACT OF GROWTH IN THE LOW-DENSITY RESIDENTIAL AREAS 205	
CONCEPT 6: REVISING PLANNING CONTROLS FOR COMMERCIAL / INDUSTRIAL DISTRICTS 207	
CONCEPT 7: PRESERVE AND EXPAND THE TOWN'S NETWORK OF OPEN SPACE 207	
IMPLEMENTATION	209
NATURAL RESOURCES	212
CULTURAL AND HISTORIC RESOURCES	220
HOUSING	223
ECONOMIC DEVELOPMENT	226
TRANSPORTATION	228
COMMUNITY FACILITIES AND SERVICES	231
LAND USE	234

APPENDICES

APPENDIX A: FACT SHEET	A-1
APPENDIX B: MEETING NOTES	B-1
APPENDIX C: COMMUNITY SURVEY AND SURVEY RESULTS	C-1
APPENDIX D: PLANS	D-1
PRIORITY HABITAT AND NATURAL RESOURCE AREAS	D-2
OPEN SPACE AND NATURAL RESOURCES	D-3
HOUSING INVENTORY	D-4
HOUSING RECOMMENDATIONS	D-5
ECONOMIC DEVELOPMENT RECOMMENDATIONS	D-6
TRANSPORTATION	D-7
LAND USE	D-8
LAND SUITABILITY	D-9
ACTION PLAN	D-10

Tables and Figures

TABLE N-1: TOOLS FOR LAND PRESERVATION	26
TABLE N-2: NATURAL FEATURES IMPORTANT TO WILDLIFE	33
TABLE C-1: NEWBURY PROPERTIES ON THE STATE REGISTER OF HISTORIC PLACES	49
TABLE C-2: NEWBURY RESOURCES ON THE NATIONAL REGISTER OF HISTORIC PLACES	50
TABLE C-3: MASSACHUSETTS CULTURAL RESOURCE INFORMATION SYSTEM-TOWN OF NEWBURY RESOURCES	61
TABLE H-1: NEWBURY HOUSING SIZE BY NUMBER OF ROOMS	70
TABLE H-2: RESIDENTIAL ZONING IN NEWBURY	74
TABLE H-3: AFFORDABLE HOUSING IN NEWBURY AND SURROUNDING REGION (40B).....	76
TABLE H-4: COMPARISON OF POPULATION, HOUSEHOLDS AND FAMILIES	78
TABLE H-5: POPULATION, HOUSEHOLDS AND HOUSING UNITS TRENDS.....	79
TABLE H-6: POPULATION TRENDS AND PROJECTIONS BY AGE	80
TABLE H- 7: HOUSEHOLD INCOME DISTRIBUTION: NEWBURY, ESSEX COUNTY AND MASSACHUSETTS	80
TABLE H-8: HOUSING AFFORDABILITY FOR HOMEOWNERS.....	81
TABLE H-9: PROSPECTIVE HOMEOWNER AFFORDABILITY: NEWBURY AND SURROUNDING TOWNS.....	82
TABLE H-10: COMPARISON OF RENTER INCOME AND RENTS BY COMMUNITY	83
TABLE H-11: HOUSING AFFORDABILITY BY INCOME CLASS.....	84
TABLE H-12: ELDERLY RENTAL AFFORDABILITY BY TOWN	84
TABLE H-13: LOW INCOME RENTERS' AFFORDABILITY BY TOWN.....	85
TABLE E-1: TAX RATE OF NEWBURY AND SURROUNDING TOWNS, 2005	102
TABLE E-2: NUMBER OF EMPLOYERS IN NEWBURY	103
TABLE E-3: EDUCATIONAL ATTAINMENT: 2000	105
TABLE E-4: MERRIMACK VALLEY WORKFORCE CHALLENGES/OPPORTUNITIES BY MAJOR INDUSTRY	107
TABLE E-5: ECONOMIC DEVELOPMENT STRENGTHS AND WEAKNESSES: TOWN OF NEWBURY	110
TABLE E-6: COMMERCIAL/INDUSTRIAL ZONES OF NEWBURY	112
TABLE T-1: TOWN OF NEWBURY, AVERAGE DAILY TRAFFIC FLOW (1991-2004).....	126
TABLE T-2: NEWBURY RESIDENTS, WORK ZONE DESTINATION	127
TABLE T-3: NEWBURY RESIDENTS, TOP TOWNS OF WORK (2000).....	128
TABLE T-4: NEWBURY EMPLOYMENT, WORK ZONE ORIGIN ^A	129
TABLE T-5: NEWBURY EMPLOYMENT, TOP TOWNS OF ORIGIN (2000)	130
TABLE T-6: NEWBURY INTERSECTION ACCIDENTS 2001 - 2003	134
TABLE T-7: NEWBURY TOP 20 CRASH LOCATIONS BY ROADWAY (2001 - 2003)	135
TABLE T-8: BUILD-OUT ANALYSIS RESULTS: PROJECTED AVERAGE DAILY TRAFFIC	139
TABLE CF-1: NEWBURY PUBLIC SCHOOLS ENROLLMENT	151
TABLE CF-2: PRIMARY RESOURCES FOR ACTIVE RECREATION	157
TABLE CF-3: PRIMARY RESOURCES FOR PASSIVE RECREATION	159

TABLE CF-4: HOUSE HEATING FUEL	163
TABLE LU-1: UNDEVELOPED, PROTECTED LAND IN NEWBURY	178
TABLE LU-2: NEWBURY LAND USE - 1999	179
TABLE LU-3: NEWBURY LAND USE CHANGE OVER TIME	181
TABLE LU-4: NEWBURY DEVELOPMENT GROWTH.....	182
TABLE LU-5: NEWBURY SUBDIVISIONS SINCE 2002.....	188
TABLE LU-7: ESTIMATED RESIDENTIAL DEVELOPMENT GROWTH.....	193
TABLE LU-8: BUILDOUT AND GROWTH IMPACTS.....	194
TABLE I-1: NATURAL RESOURCES IMPLEMENTATION	212
TABLE I-2: CULTURAL AND HISTORIC RESOURCES IMPLEMENTATION.....	220
TABLE I-3: HOUSING IMPLEMENTATION	223
TABLE I-4: ECONOMIC DEVELOPMENT IMPLEMENTATION.....	226
TABLE I-5: TRANSPORTATION IMPLEMENTATION	228
TABLE I-6: COMMUNITY FACILITIES AND SERVICES IMPLEMENTATION	231
TABLE I-7: LAND USE IMPLEMENTATION.....	235
FIGURE N-1: SCENIC ROADS BYLAW.....	18
FIGURE N-2: DEFINITION OF A GREEN BUILDING.....	38
FIGURE H-1: NEWBURY HOUSING BY TYPE.....	69
FIGURE H-2: NEWBURY HOUSING STOCK BY AGE.....	69
FIGURE H-3: NEWBURY BUILDING PERMITS ISSUES (1985-2005).....	71
FIGURE H-4: MEDIAN SALES PRICE OF SINGLE FAMILY HOMES.....	72
FIGURE H-5: REAL ESTATE ACTIVITY, ANNUAL SALES	73
FIGURE E-1: IN-TOWN EMPLOYMENT BY INDUSTRY SECTOR (2001).....	102
FIGURE E-2: UNEMPLOYMENT RATES OF NEWBURY AND MASSACHUSETTS (1990-2005)...	104
FIGURE E-3: RESIDENTS BY OCCUPATION TYPE (2000).....	105
FIGURE E-4: EMPLOYMENT OF NEWBURY RESIDENTS BY INDUSTRY.....	106
FIGURE CF-1:PROJECTED PUBLIC ENROLLMENT THRU FY2015-MASSACHUSETTS STATE TOTALS, K-12.....	152
FIGURE CF-2: TRITON DISTRICT ENROLLMENT TRENDS.....	153
FIGURE LU-1: NEWBURY LAND USE 1975 AND 1999.....	180
FIGURE LU-2: CHANGES IN LAND USE BY TYPE: NEWBURY, MA 1971-1999 (ACRES).....	180
FIGURE LU-3: NEWBURY BUILDING PERMITS ISSUED (1985-2005).....	183
FIGURE LU-4: 2002 MVPC BUILDOUT ANALYSIS METHODOLOGY.....	191

Executive Summary

Newbury Master Plan

Introduction

Chapter 41, Section 81D of the General Laws of Massachusetts provides the Newbury Planning Board with the authority to develop a master plan for the Town of Newbury:

A planning board established in any city or town under section eighty-one A shall make a master plan of such city or town or such part or parts thereof as said board may deem advisable and from time to time may extend or perfect such plan.

Such plan shall be a statement, through text, maps, illustrations or other forms of communication that is designed to provide a basis for decision making regarding the long-term physical development of the municipality.

Newbury last updated its Master Plan twenty-six years ago, when Townscape Associates was hired to develop a detailed study of the town. Since that time, much has changed in town. Since the last master plan was written, Newbury has continued to consistently grow. Newbury is now an emerging suburban community and is facing the challenges that come with new residential growth, such as physical changes that threaten community character and increasing costs associated with providing municipal services. An update to the Master Plan was needed to help provide a framework for addressing these issues.

Newbury residents generally like Newbury the way it is today and would prefer changes be minimized in the future. There are however numerous aspects of Newbury that are troublesome to many residents and need to be addressed. The rising cost of living in Newbury (housing costs and increased taxes), the threat to the Town's character that new large-scale development would bring, and difficulties of doing business in and with the Town are all documented issues.

More importantly however the master plan is intended to be a tool that the town uses daily to achieve these goals and recommendations and not just another document that collects dust sitting on a shelf. It is also intended that the master plan continue to be updated as needed.

The master plan was prepared primarily by volunteers who live or work in Newbury with assistance from Tom Galligani who served as a consultant in the preparation of the final product. The master plan has attempted to include all the feedback received from residents who took the time to respond to the survey, attend the public hearings and master plan production meetings. The Master Plan Committee then organized that information, described the concerns raised by residents, identified the goals available to the town to remedy those concerns. An Implementation Plan was then developed as well as a summary of the High Priority Action Items.

Vision Statement

Developed over the course of the master planning process, the following vision statement summarizes the Newbury's future as envisioned by its residents.

Newbury will endeavor to be a desirable and affordable place to live, while maintaining its strong sense of community, and conserving its human, natural, and historical resources.

This statement was derived from the ideas of Newbury's residents and participants in the master planning process. It was further refined by the Master Plan Committee with the help of additional public review and participation.

Summary of High Priority Recommendations

The following is a condensed list of high priority items recommended for implementation as identified during the preparation of the Master Plan. Ten recommendations that been ranked as the highest priority are presented in **bold and underlined typeface**, below.

See the Implementation Plan at the end of this document for a complete listing of all recommendations and implementation strategies.

Natural Resources

- Work with neighboring Georgetown, Groveland, Newburyport and West Newbury to protect and conserve drinking water within the Parker River watershed.
- **Explore potential new drinking water supply sources.**
- **Encourage any near term future commercial development to be compatible with Newbury's limited water resources and lack of public sewerage.**
- Reduce non-point source pollution to Newbury's inland and coastal waters.
- Maintain an up-to-date Open Space Plan.
- **Enhance viability of local working farms.**
- Facilitate purchase of Development Rights to preserve farmland.
- Actively promote and facilitate the use of Open Space Residential Development (OSRD) over conventional subdivision development.

Cultural and Historic Resources

- Support 375th Committee.

- Preserve agricultural landscapes.
- Establish Demolition Delay by-law.

Housing

- Allow accessory apartments by right.
- Establish community funds to support affordable housing initiatives.
- **Determine feasibility of redevelopment of Route 1, Hanover St./Middle Rd. area to include housing.**
- Investigate the use of Transfer Development Rights to focus housing development.
- Support and expand elderly housing.
- **Begin necessary steps to achieve M.G.L. Chapter 40B compliance.**

Economic Development

- **Encourage village scale commercial development in existing and new areas.**
- **Coordinate and focus economic development activities.**
- Support and encourage home-based enterprises.

Transportation

- Decrease the number of traffic accidents throughout the town.
- Improve access-related facilities on Plum Island.

Community Facilities & Services

- **Produce a Capital Improvements Plan with a 5 year time span.**
- **Relocate/redevelop Police Station, Town Hall and DPW.**
- Address issue of water and sewer service to the Little River Transit Village area.
- **Develop a professional management team to administer town affairs.**
- Work cooperatively with neighboring towns
- Review progress of Master Plan goals and other programs

Land Use

- Continue with Little River Transit Village Phase II Feasibility Study.
- Study use of Transfer Development Rights Program.
- Initiate a Traffic Study for Byfield area.

Natural Resources



Newbury Master Plan

Introduction

The residents of the Town of Newbury believe strongly in, and through the Master Plan process have voiced their solid support for, preserving Newbury's rich natural resources. Within Newbury's 24 square miles is an intricate tapestry of scenic vistas, woods and wetlands, farms, and ecological communities that define the town's present landscape and serve as a vital link to its proud agrarian and coastal past. Included are large tracts of undeveloped land containing some of the most significant and fragile natural resources found anywhere on the North Shore or in the Commonwealth: the Parker River National Wildlife Refuge, the Great Marsh, state wildlife management areas, and the "Common Pasture" to name a few. However, there are also numerous smaller areas – many less well known and on private property – that are also critically important to the Town's community character and the well-being of its natural systems. Preserving and protecting these vital resource areas in the face of continued development pressure in Newbury presents a number of challenges to the Town and its residents, both now and in the future. The various management strategies and action recommendations presented in this Plan are offered to help Newbury meet these challenges.

Newbury's Natural Resources: Their Characteristics and Challenges

The following is an overview of Newbury's diverse natural resources and some of the key threats they face, including incremental habitat loss and fragmentation by residential development, and water quality impairments from nonpoint source pollution. The discussion is not intended to be comprehensive or exhaustive, but rather to provide some basic background information and a context for the natural resource goals and management strategies that follow. More detailed descriptions and discussions of the Town's natural resources and their threats may be found in other local and state planning documents. These include: *Open Space and Recreation Plan for Newbury, Massachusetts* (2001) and *Newbury Estuarine Management Plan* (2005), both available through the Newbury Planning Board, and *Parker River Watershed Action Plan 2006-2010* (June 2005), available from the Massachusetts Executive Office of Environmental Affairs (EOEA).

Topography, Geology, and Soils

As shown in the accompanying Topography and Slope Map, Newbury is a low-lying coastal town with a flat to gently rolling terrain ranging from sea level to 168 feet above mean sea level (Old Town Hill). It is bordered on the east by the Atlantic Ocean and Plum Island, and features expansive salt marshes that are interlaced with innumerable tidal creeks. This mixed landscape of low-relief salt marsh and gently undulating upland gives rise to many outstanding vistas of wetlands, woodlands, and farms. Particularly

noteworthy are the broad open vistas across the Great Marsh along Routes 1 and 1A. Preserving these scenic vistas, as well as the Town's remaining rural ambience, is considered a high priority by Town residents. Strategies for achieving this are presented under Goal #1, *Preserve the Town's Scenic Landscapes and Rural Character*, in the Natural Resources Goals and Strategies section which follows.

Despite its generally modest elevation range, the Town's surficial geology is quite varied, and consists of dense *till* or *bedrock* primarily in the northern, central, and western parts of town; *fine-grained deposits* in the north central and southwestern parts of town; *floodplain alluvium* along much of the Parker River, its tributaries, and Plum Island Sound; and *sand* and *gravel deposits* along High Road, on Plum Island, and in scattered locations west of High Road. (See accompanying Surficial Geology Map).

The soils in Newbury are also quite varied, and range from very poorly-drained "mucky" soils that formed in low-lying wet organic deposits in the eastern part of town to excessively well-drained loams that formed in steeper deposits of glacial till and outwash. Based on their suitability characteristics for various land uses, as described by the U.S. Soil Conservation Service (*Soil Survey of Essex County, Massachusetts - Northern Part*, 1981), a majority of Newbury soils pose moderate to severe limitations for septic system use. (See accompanying Soils with Limitations for Septic System Use Map). This does not mean that it is illegal, or even inappropriate, to construct septic systems in many of these soils. Although the SCS Soil Survey broadly characterizes the soil types in Newbury as poorly draining and generally ill-suited to support septic systems, empirical evidence has shown that there are many localized pockets of soil in Town that can safely accommodate building construction and septic systems. Nevertheless, given the limitations of many of the soils in town, Newbury does run a *potentially* greater risk of septic system failures and resulting water quality impairments if the septic systems are not carefully sited and properly maintained.

Various strategies for improving local septic system management, such as heightened homeowner education on system use and maintenance, are presented under Goal #3, *Protect and Enhance Inland, Estuarine, and Coastal Water Quality*, in the Natural Resources Goals and Strategies section.

Water Supply Sources

Newbury's water supply needs are met by three sources: the Byfield Water District, the City of Newburyport municipal water system, and private wells. The Byfield Water District serves the Byfield area of Newbury (see accompanying Water Supply Resources Map) via two groundwater wells located on Larkin Road near Interstate 95 and on Forest Street. The Larkin Road well is an 8-inch gravel pack well with a pumping capacity of 149 gallons per minute (gpm). The Forest Street well is a deep rock well with a capacity of 264 gpm. With its larger capacity and exceptional water quality, the Forest

Street well currently supplies most of the District's drinking water, pumping an average of 190,000 gallons per day (gpd). Together, these two groundwater sources are sufficient to meet the District's water supply demand except during certain peak periods in summer and fall, when outdoor water use restrictions must be imposed. Over the years, the District has commissioned numerous test well explorations in search of additional water sources, but these investigations have not proved successful. As a consequence, strict protection and effective conservation of the District's two existing wells and their recharge areas are, and will continue to be, of paramount importance. Since portions of the recharge areas extend beyond Newbury into neighboring communities, it will be important to work cooperatively on a regional level to institute effective *intermunicipal* water supply protection measures. Strategies to safeguard the District's water sources are presented under Goal #2, *Preserve and Protect the Town's Municipal Water Supply Sources*, in the Natural Resources Goals and Strategies section that follows.

A large part of the Old Town area of Newbury purchases its water from the City of Newburyport. The city presently services about 465 residential accounts and 24 business accounts in Newbury, and over the past ten years has provided an average of 100,000 gallons per day to meet Old Town's water needs. Newburyport is also in the process of extending water service to Plum Island, and is expected to provide approximately 133,000 gpd to the Island's Newbury residents and businesses.

The remaining developed areas of Newbury not served by either the Byfield Water District or the City of Newburyport rely on individual on-site wells for their water supply needs.

Surface Water Resources

The most dominant riverine water feature in Newbury is the scenic Parker River and its tributaries (see Surface Water Resources Map). The Parker River mainstem flows generally easterly into and through Newbury from its headwaters in the towns of Boxford, Georgetown, Groveland, and West Newbury, eventually emptying into Plum Island Sound. The river is fresh water upstream from the Central Street Dam and brackish in the roughly 9-mile tidal reach below the dam. The Parker River's final three miles lie within the state (EOEA)-designated Parker River/Essex Bay Area of Critical Environmental Concern (ACEC), a 34-square mile multi-town area of incredible physical beauty and biological richness.

Two major tributaries of the Parker River in Newbury are the Little River and the Mill River. The **Little River** is roughly seven miles long and flows southward through Newburyport, entering the Parker River above Route 1A and the Newbury Town Landing. About four miles of the Little River is tidal and includes a three-mile reach within the ACEC. Dominant land uses within the Little River subwatershed include expansive forest and farmland (including the "Common Pasture"); the Newburyport

Industrial Park and commercial retail properties; an inactive landfill (Newburyport) and an active landfill (Newbury); and extensive salt marsh. Important natural resources in the watershed include biologically rich upland, wetland, and riverine habitats that support diverse plant and wildlife species, including a number of rare and threatened species. Water quality studies of the Little River by the Massachusetts Audubon Society and the Merrimack Valley Planning Commission in the 1990s showed the Little River to be a significant contributor of fecal coliform bacteria to the Lower Parker River and Plum Island Sound. Suspected sources of this pollution, which contributes to closure of the area's shellfish beds, include agricultural and urban runoff, inadequately functioning septic systems, and leaky sewers in the Newburyport Industrial Park

The **Mill River** originates in the Georgetown-Rowley State Forest and flows northeasterly through Rowley, joining the Parker River in Newbury at Oyster Point about a mile east of Governor Dummer Academy. The lower reach of the Mill River forms the boundary between Newbury and Rowley. At 8,200 acres, the Mill River subwatershed is the largest of the Parker River's subwatersheds, and provides important spawning habitat for several anadromous fish species including blueback herring and rainbow smelt. Water quality monitoring data collected in 2003 and 2004 by the Parker River Clean Water Association showed the Mill River to have significantly higher nutrient (nitrogen and phosphorus) concentrations than other Parker River locations. The origins of these pollutants are unknown, but are not considered to be entirely naturally occurring and likely derive from stormwater runoff and other nonpoint sources of pollution.

Development activity in the **Parker River** watershed is clearly having adverse impacts on the river system, including some impairment of water quality and changes to the natural flow regime. (With increased development comes greater impervious surface area, less rainfall infiltration, higher peak runoff rates, and lower base flows in the river). In spite of these impacts, however, the Parker River remains a vital natural resource of uncommon beauty and biological diversity, supporting an abundance of fish, shellfish, and wildlife populations. Protecting the river's streambanks, natural stream flows, water quality, and other important attributes in the face of this development will require vigilance and the implementation of effective management strategies by Newbury, its neighboring watershed communities, and partnering organizations. These management strategies are outlined in the Goals and Strategies section that follows.

Wetland Resources

In addition to its numerous rivers and streams, Newbury is also blessed with a rich variety and distribution of both fresh water and salt water wetlands (see Surface Water Resources Map). Together, these wetland resources provide outstanding habitat for numerous species of plants, birds, fish, shellfish, and wildlife.

The **fresh water wetlands** comprise 1,675 acres, or 10% of the Town. They are most prevalent along the banks of the Parker River system but also occur in scattered upland locations away from the river. The wetlands serve a number of important functions, including flood control, pollution attenuation, and sustaining of streamflows during periods of drought. They also are core habitat for numerous plant and wildlife species, including beaver, otter, and other fur-bearing mammals. Also in dispersed locations are numerous vernal pools, 11 of which are state-certified. These small, temporary, isolated wetlands (represented by colored triangles on the map) provide critical habitat for many sensitive vertebrate and invertebrate wildlife species, including the rare wood frog and mole salamander which breed exclusively in vernal pools.

Newbury's **salt wetlands** are perhaps the Town's most prominent and visually stunning landscape feature. They comprise over 5,200 acres, or almost one-third of the total area of Town. Part of the vast Great Marsh ecosystem that extends 17 miles from Cape Ann to the New Hampshire border, the Newbury salt marsh is a transition zone between the land and sea, and serves many important ecological and physical functions. These include habitat for multiple marine and estuarine species, filtering of runoff pollutants from upland areas, mitigation of coastal storm surges and shoreland erosion. The tidal wetlands serve as vital nursery and spawning areas for many fish and shellfish species, including striped bass, winter flounder, and the commercially-important soft-shell clam. In addition, they provide prime breeding, migration, and winter habitats for a wide array of bird and waterfowl species, including the Least Bittern, Piping Plover, and American Black Duck. In November, 2004, in recognition of its high ecological value to birds, the Great Marsh was designated a "Site of Regional Importance" in the Western Hemisphere Shorebird Reserve Network. It is described as "one of the most important coastal ecosystems in northeastern North America".

A significant part of Newbury's tidal wetlands lie within the federally-protected Parker River National Wildlife Refuge. Established in 1942 and managed by the U.S. Fish and Wildlife Service, the Refuge contains 4,662 acres of tidal marsh, fresh water impoundments, bogs, and sandy dunes, and is one of the few barrier beach-dune-salt marsh complexes remaining in the Northeast. The Refuge is home to over 800 species of plants and animals, and is considered one of the top ten bird watching sanctuaries in the United States.

(For a comprehensive discussion of the natural resource features and values of the Great Marsh ecosystem in Newbury, consult the *Newbury Estuarine Management Plan* (2005)).

As the Town of Newbury continues to grow and develop, there is a heightened risk of incremental encroachment into the surrounding buffer areas that protect the Town's vital fresh and salt water wetland resources. Improper building construction, septic system use, lawn care activities, and stormwater runoff all could jeopardize the health and functions of the wetlands. To address these threats, additional regulatory controls

and best management practices are needed. These additional measures are described in the Goals and Strategies section that follows.

Forest Resources

In addition to its vast wetlands, Newbury is also blessed with abundant forest land (see 1999 Land Use Map). Much of this forest is protected as state, municipal, or nonprofit conservation land. The largest of these conservation holdings, containing mixed forest and wetlands, are two state Wildlife Management Areas (1,462-acre Martin Burns WMA and 1,294-acre William Forward WMA) and the 497-acre Old Town Hill Reservation, owned and managed by the Trustees of Reservations. Numerous smaller forest areas exist in scattered upland locations as private property woodlots.

According to the state's 1999 land use figures for Newbury, over 5,600 acres (or 33% of the Town) is forested. This represents a decline of about 550 acres (9.8%) since 1971. Most of this forest loss was due to new residential development.

Newbury's forests provide outstanding habitat and cover for a broad array of plants and animals, including larger mammals such as White-tail deer and fox, and numerous species of woodland bird, such as Indigo Bunting and Wood Thrush. Future development encroachment into priority woodland habitats could threaten the local viability of some of these populations. Of particular concern is the potential fragmentation of existing migration corridors that provide safe passage for wildlife and that serve as vital links to essential food and water sources and breeding grounds. Protecting these vegetated corridors from human development and influence should be a priority focus of the Town's future planning and land preservation initiatives.

Agricultural Resources

Town residents consider Newbury's agricultural land (shown in the 1999 Land Use Map) to be one of the Town's most important and community-defining natural resource assets. As of 1999, 1,538 acres (or 10.1% of the total land area of the Town) was in active agricultural use, either as cropland (1,199 acres), pasture land (336 acres), or nursery land (3 acres). Much of this agricultural land is concentrated along High Road (Route 1A), Scotland Road, Middle Road, and Orchard Street. (See 1999 Land Use map.)

The 1,538 acres of agricultural land inventoried in 1999 represents a loss of 346 acres (18.4%) since 1971. As with the loss of forest land, the decline in agricultural acreage was due largely to residential development. While some of the existing farmland is protected as conservation land, most is still privately held and thus is at risk of future development, especially as the current owners approach retirement. With land values escalating, sale of the land for development purposes may become more economically attractive to the owners or their heirs than continued agricultural use.

Preserving the Town's remaining farmland is strongly supported by the public. A majority of Newbury citizens who responded to the 2000 Open Space Plan survey indicated a "great need" to preserve Newbury's farmland and increase efforts to encourage active farming. This same sentiment was echoed more recently by residents participating in the Master Plan's September 2004 Natural Resources Public Workshop. At this workshop, residents expressed their strong support for preserving the Town's agricultural landscapes and working farms, and explored various strategies for achieving this. These strategies are discussed under Goal #6, *Preserve Prime Agricultural Land and Working Farms*, in the Goals and Strategies section that follows.

Protected Open Space and Priority Habitats

As part of the master planning process, information from various local and state data sources was assembled to identify the location and extent of existing protected open space and priority habitats in Newbury. Shown in the accompanying two maps (Open Space Map and Priority Habitats & Natural Resource Areas Map), this information can be used to help identify and prioritize areas of special natural resource significance for future preservation efforts.

The Open Space Map identifies currently protected open space in Newbury, categorized by ownership type (federal, state, municipal, private, etc.), acreage, and percent of Town covered. The Priority Habitats Map shows areas of special natural resource significance. The latter map was constructed by superimposing (aggregating) a series of 15 different natural resource datasets. Using five color gradations ranging from light green to dark green, areas having varying natural resource values were identified. Those areas shown in darkest green combine the greatest number of natural resource features, and thus may warrant special consideration for protection if not already preserved.

The Priority Habitats Map also depicts additional resource areas that knowledgeable Town residents have identified through direct observation as being especially important from a natural or cultural resource perspective. These areas are categorized under the three headings of *wildlife resources*, *wetland and water resources*, and *scenic and cultural resources*, and are shown as broad polygons on the map. Areas where the polygons intersect contain multiple resource values. It should be noted that the boundaries of these resource areas are not intended to be precise, but merely indicative of general locations of special resource significance.

Goals and Recommended Strategies

The following eight natural resource goals reflect the type of community Newbury residents envision for the present and future, and provide the framework within which specific planning strategies and implementation actions are offered. These goals evolved from an extensive planning process consisting of the following four elements: 1) a review of existing relevant planning documents, such as the 2001 Newbury Open Space Plan, the Newbury Estuary Management Plan (2005), and the Parker River Watershed 5-Year Action Plan (2006-2010); 2) deliberations of the Master Plan Committee and the joint Estuary Management Plan/Natural Resources Element Committee; 3) interviews with knowledgeable town residents, nonprofit organization personnel, and local and state officials; and 4) a public participation program consisting of a townwide citizens' opinion survey and two natural resource public forums (September 23, 2004 and June 9, 2005).

Goal #1: Preserve the Town's Scenic Landscapes and Rural Character

According to town residents, Newbury's scenic roads and associated landscapes are an important contributor to the community's character, rural ambiance, and quality of life. The town's narrow paved surfaces, gently curving designs, bordering and overarching trees, and vistas of historic homes, farm fields, woods, and salt marsh all play a role in defining Newbury's unique sense of place. Yet these roads must also accommodate modern transportation needs, and decisions regarding roadway structural improvements and maintenance can sometimes be made without sufficient regard for preserving visual amenities. While traffic flow and safety requirements must, of necessity, be the preeminent consideration, they need not be the *sole* consideration. Without compromising public safety, Newbury officials should work to ensure that activities conducted in the town's scenic corridors – i.e., vegetation clearing, construction/reconstruction, signage placement, etc. – preserve, to the maximum extent practicable, the scenic and historic integrity of these corridors.

At the present time, there is no comprehensive inventory that documents and maps all of Newbury's scenic roads and their special landscape features. Nor is there an adequate regulatory mechanism or set of design standards in place to help safeguard these important community resources.

Strategy 1.1 Compile a Comprehensive Inventory of All Scenic Roads in Newbury.

The Town, acting through the Planning Board, should compile a comprehensive inventory and companion digital map of all scenic roads and associated landscapes in the community, with a description and photo documentation of each road's special attributes and amenities. The *Essex County Landscape Inventory - Newbury Reconnaissance Report*, completed in May 2005 as part of the Massachusetts Heritage Landscape Inventory Program, is an excellent reference and starting point for this work. This report provides important information on many of Newbury's scenic roads and their landscapes, such as those of Middle Road, Newman Road, Boston Road, Hay Street, Orchard Street, and Scotland Road ("Common Pasture").

The Town should adopt a Scenic Roads Bylaw pursuant to Massachusetts General Laws, Chapter 40, Section 15C, and should designate worthy roads, such as those listed above, as scenic roads. A Scenic Roads Bylaw applies only to activities occurring within the road right-of-way, such as tree cutting and brush removal, road maintenance, and curb cuts. It does not affect the use of adjacent private or public property that is outside of the right-of-way.

Note: Also see Cultural and Historic Resources Strategy 4.1

Strategy 1.2 Consider Adopting a Scenic Overlay District Bylaw

The adoption of a Scenic Overlay District Bylaw would provide additional design

Figure N-1: Scenic Roads Bylaw

*A **Scenic Roads Bylaw** provides a process for reviewing work proposed within the right-of-way of any designated Scenic Road. Rural roads are often meandering roads with historic stonewalls, large shade trees, tight curves, and limited visibility. Projects to alter these roads-whether routine maintenance, installing a new driveway, or reconstructing a section of the road to improve safety-can significantly affect the roads' character by removing these visually defining features. The Scenic Roads Bylaw could include design criteria to be considered in the removal or alteration of specimen trees or stone walls. It might also contain a provision allowing only one driveway curb cut per property, unless the frontage along the scenic road is over a certain length (for example, to accommodate large farms with a residence, a driveway, and a separate farmyard entrance(s)).*

*Massachusetts General Laws, Chapter 40, Section 15C allows communities to designate roads in a community as scenic. This section of the M.G.L. requires the Planning Board to hold a public hearing and review all work proposed within the right-of-way of a designated Scenic Road. State roads cannot be designated as Scenic Roads, although they may be included in a **Scenic Overlay District**, which is a local zoning designation.*

review and guidelines for projects in designated scenic areas. Without adequate regulatory controls in place, new development or redevelopment that is not sensitively designed and sited could spoil these scenic resources. As an overlay district, the Scenic designation would be superimposed over the underlying zoning districts and provide additional protections to scenic areas. Areas so designated might include those within 500 feet of the edge of a Scenic Road or prominent hilltops or ridgelines. Through site plan review, new construction would be directed away from the line of view and blend with the natural landscape. This can be achieved through tools such as height restrictions, setback requirements, design review, sign controls, and landscaping and environmental impact standards. The Scenic Overlay District Bylaw could be written to apply not just to the scenic “back roads” in town, but also to numbered routes, which are not protected under a Scenic Roads Bylaw.

Goal #2: Preserve and Protect the Town’s Municipal Water Supply Sources

The Newbury Water Supply Protection District, a zoning overlay district established by Town Meeting vote, creates three wellhead protection areas in Newbury that afford special protection to the Town’s major public groundwater sources. Within these three areas, land uses deemed potentially harmful to drinking water quality are prohibited or strictly regulated.

According to the superintendent of the Byfield Water District (BWD), the current town regulations are in compliance with DEP’s Wellhead Protection Regulations (310 CMR 22.21(2)) for public groundwater supplies, and provide a high level of protection against contamination from most existing and potential land use activities within the surrounding recharge areas. District personnel regularly conduct field inspections in the most important (primary) recharge areas, called Zones I and II, in order to identify and respond to any potential threats to the water supply. In addition, the District, in cooperation with the Byfield Fire Department, has developed an emergency response plan to respond to accidental hazardous materials releases that could threaten the District’s water supply (such as a bulk oil or gasoline spill from a ruptured fuel tanker truck in transit). While all of these measures help to protect the integrity of the BWD water supply, there are still several issues of concern that warrant attention. These include the following:

- An estimated sixty-one percent (61%) of the BWD’s Zone II recharge area lies outside of Newbury in neighboring Georgetown, Groveland, and West Newbury, and thus is not covered by Newbury’s water supply protection district regulations.

- Residential underground storage tanks (USTs) in the BWD's Zone II recharge area have not been inventoried, mapped, or evaluated, and may represent a threat to the groundwater supply.
- The Parker River mainstem experiences chronic seasonal low flows, to the detriment of local fish and wildlife populations. Consequently, Newbury and other Parker watershed communities should continue to explore options for reducing groundwater supply withdrawals from the watershed through enhanced water conservation, especially during peak (summer) demand periods.

Strategy 2.1 Work with Neighboring Georgetown, Groveland, and West Newbury to Assess and Enhance Wellhead Protection Measures in BWD Primary Recharge Areas that Extend Beyond Newbury's Border.

The Town, acting through the Byfield Water District, should evaluate the adequacy of neighboring communities' land use controls (zoning, conservation, health regulations) to protect the BWD's Zone II recharge areas that lie beyond the Newbury Town border. To the extent that these control measures may be found to be inadequate and thus constitute a potential threat to the BWD water supply, the Byfield Water District should confer and work with appropriate officials of the three communities to explore opportunities for developing and implementing enhanced protection measures. These measures could range from stricter zoning requirements to heightened municipal and residential nonpoint source pollution best management practices. MVPC, the regional planning agency serving the four communities, can assist in this effort by providing planning, technical, and coordinating support.

Strategy 2.2 Develop New Drinking Water Supply Resources

The Town should look to acquire any remaining well locations in Newbury, in particular the known well location off of Parker Road. Newbury should study the feasibility of installing a new drinking water supply well in the Route 1/Hanover Street area. This location could help provide additional water supply capacity to support new development proposed in the Little River Transit Village and adjoining area.

Strategy 2.3 Encourage any Immediate Commercial Development to be Compatible with Newbury's Limited Water Resources and Lack of Public Sewer.

Currently, the Route 1/Hanover Street area lacks sufficient water and wastewater infrastructure. Increased development, like what has recently been proposed cannot occur without a more comprehensive solution. Newbury should work to identify solutions to this issue, including

- working with the City of Newburyport to extend public wastewater infrastructure from Newburyport, if sufficient capacity exists; or

- requiring the creation of a package treatment plan to support new development.

Strategy 2.4 Identify Potential Pollution Sources for Possible Future Action.

The Town, acting through the Byfield Water District, should comprehensively inventory and map all residential underground storage tanks (USTs), *if any*, in the Water Supply Protection District, and should evaluate the risks such tanks pose to the town's public drinking water sources. According to the Byfield Water District superintendent, the number of residential USTs, their characteristics (size, age, construction material, chemical contents), and their locations in the Water Supply Protection District have not been identified as part of the District's assessment of land uses and potential pollution sources. While it is suspected that the number of such tanks (especially *active* tanks) is small, this cannot be confirmed until all relevant tank permits, plans, maps, and other records have been assembled and reviewed.

Unlike modern commercial gas station tanks, which are tightly regulated and equipped with leak detection and alarm devices, *residential* USTs are often poorly monitored and can leak their chemical contents into the surrounding soil and groundwater without detection. From there, depending on the volume of leakage and flow path, the chemical contaminants can migrate downgradient to vulnerable aquifer recharge areas, wetlands, and other water resources. Responding to residential UST releases in a timely and effective manner is generally not an option, as the releases can go undetected for long periods of time. Since rapid emergency response involving contaminant containment and cleanup is rarely possible, the best approach, especially in a sensitive water supply area, is aggressive leak prevention. This is best accomplished both by prohibiting the installation of new tanks in the water supply district and by requiring the removal of all existing tanks. Newbury's Water Supply Protection District Bylaw, as a zoning overlay bylaw, does in fact ban *new* UST installations in the water supply district; however any tanks installed prior to the bylaw's adoption are "grandfathered" and could continue to pose a threat to the town's wells until they are removed.

Should the recommended residential UST inventory reveal a significant threat to drinking water quality, it is recommended that the Newbury Board of Health adopt a health regulation requiring the removal of all existing residential USTs (or, at a minimum, those tanks that exceed a certain age, are constructed of unprotected steel, and lack leak detection and alarm devices.) The affected tank owners would need to be notified by the Board or the Fire Department of their legal obligation under the

State “Tanks and Containers” regulation (527 CMR 9.00) to remove out-of-service underground fuel storage tanks in compliance with applicable state and local tank removal procedures. These include obtaining a permit from the Fire Department and employing the services of an authorized tank removal contractor.

MVPC and DEP can provide assistance in drafting the UST removal regulation should the Town wish to pursue this option.

Goal #3: Protect and Enhance Inland, Estuarine, and Coastal Water Quality

The greatest collective threat to Newbury’s inland, estuarine, and coastal water resources is from nonpoint source pollution. By definition, nonpoint source pollution derives from a wide range of diffuse sources including runoff from roads, lawns and gardens, farms, parking lots, golf courses, and other developed areas. It also includes insufficiently treated sewage effluent from septic systems. Unchecked, nonpoint source pollution can significantly impair rivers, streams, ponds, wetlands, aquifers, and coastal waters through the introduction of a “witch’s brew” of contaminants (sediment, nutrients, bacteria, and toxic substance among others) and from the accelerated growth of weeds and algae. Because it is diffuse and often the accumulated result of many small actions whose origins are difficult to trace, nonpoint source pollution is usually best controlled through several strategies applied in combination. While some of these strategies are primarily the responsibility of town boards and departments to act on, others will require the active participation of town residents and business owners.

Strategy 3.1 Reduce Non-Point Source Pollution to Newbury’s Inland and Coastal Waters

As a federally-designated “Urbanized Area” community operating a municipal storm drainage system, the Town of Newbury is required to comply with the Environmental Protection Agency’s Phase II stormwater management regulations. Compliance with these regulations requires the town to apply for and obtain a discharge permit which is issued jointly by EPA and the Massachusetts Department of Environmental Protection. (This permit was obtained by Newbury in April 2003.) As a requirement of the permit, the town, acting through the Highway Department and Conservation Commission, prepared a Storm Water Management Plan (SWMP) that describes a series of best management practices (BMPs) the town is committed to implementing by 2008. Together, these management practices are intended to prevent or significantly reduce stormwater pollution through a combination of heightened local regulation and public education and participation. When the initial 5-year permit expires in 2008, Newbury will be required to obtain a new permit.

Issuance of the new permit will require the Town to: 1) demonstrate significant progress toward addressing its stormwater problems, and 2) commit to implementing a new 5-year plan, with enhanced pollution control measures as warranted.

Strategy 3.2 Create a Dedicated Revenue Source for Enforcing and Implementing the Identified Best Management Practices.

The degree to which the town's Storm Water Management Plan is ultimately successful – not only through 2008 but in the years beyond – will depend on the amount of public support provided. As Newbury continues to grow and develop, the existing municipal drainage infrastructure (presently limited in size and location) will also grow, resulting in higher operation and maintenance costs and increased demands on town highway and conservation personnel. For some communities, increasing the property tax burden to cover these added costs has proved undesirable or untenable, and the communities have opted to establish a local (or regional) Stormwater Utility to raise the needed revenue. The revenue for a stormwater utility is typically derived from a fee assessed to each property based on the property's total impervious surface area. For residential property owners, the average annual fee is generally modest (\$25 - \$50). For large commercial and industrial properties, which often contribute significantly more stormwater runoff due to larger building footprints and paved parking and loading surfaces, the fee is proportionately higher. Abatement incentives can be offered for properties that incorporate proven on-site stormwater reduction strategies, such as pervious pavement, "green" roofs, rain gardens, or rain barrels.

As Newbury's future stormwater management costs inevitably increase, it is recommended that the Town explore the feasibility of establishing a stormwater utility or other dedicated funding mechanism to ensure a reliable revenue stream for maintaining the municipal storm drainage system and for carrying out an effective municipal stormwater management program. Although not currently required by EPA or DEP, such a stormwater program, to be effective, should include *periodic water quality testing of storm drain discharges* (both outfall pipes and major drainage swales/ditches) in order to gauge the program's success in mitigating polluted stormwater discharges, especially discharges into impaired, threatened, or highly sensitive receiving waters.

Strategy 3.3 Educate the Public about the Proper Use and Maintenance of Septic Tank Systems

Newbury is almost entirely dependent on individual on-site septic systems for wastewater disposal, and is expected to continue to be for the foreseeable future. A recent inventory compiled by CZM identified 1,826 septic systems in town. If not properly used and maintained, these septic systems pose a significant risk to public health and the environment by discharging inadequately treated effluent containing pathogens (bacteria and viruses), nutrients, household chemicals, and other contaminants.

To minimize this risk, the Board of Health should design and carry out an ongoing public education campaign to inform septic system owners of the proper use and maintenance of their septic systems, including regular system inspections (every 3 – 5 years) and pumpouts as needed. At a minimum, a simple, straightforward “how to” brochure should be developed and distributed to all property owners, either through a direct mailing (funds permitting), as a bill insert, or for pick-up at public places (Library, Town Hall, local shops, etc.). MVPC recently developed such a brochure for the Georgetown Board of Health and this could be easily adapted for use in Newbury. By customizing the brochure to the Newbury community and its particular environmental concerns, Newbury septic system owners may be more inclined to take its message to heart and implement the recommended system maintenance practices.

Strategy 3.4 Educate the Public about the Proper Disposal of Hazardous Household Wastes

The Town, acting through the Board of Health, should plan, broadly publicize, and conduct household hazardous waste collection events on a regular (annual or biennial) basis to aid residents in the disposal of harmful household products. Many common household, yard, and automotive products – oil-base paints, wood preservatives, cleaning and degreasing agents, pesticides, used motor oil, and car batteries – pose a risk to public health and the environment if not disposed of properly. Hazardous chemicals poured down the drain, onto the ground, or into street catch basins can contaminate the groundwater, streams, and ponds.

One of the best pollution prevention services any community can offer its residents is a regular Household Hazardous Waste Collection Day. This event gives residents a safe, low-cost opportunity to rid their homes, basements, and garages of numerous unwanted hazardous materials. The discarded materials are collected by a licensed hazardous waste contractor and are either recycled or disposed of at an approved hazardous waste facility.

Strategy 3.5 **Improve Stormwater Management in All New Development and Redevelopment Projects**

The Town, acting primarily through the Planning Board, Conservation Commission, and Highway Department, should work to maximize the integration of Low Impact Development (LID) techniques in all public and private development and redevelopment projects, including the construction/reconstruction of Town buildings, roads, and drainage infrastructure. The Town should consider adopting a Stormwater Management Bylaw

Most of the DEP stormwater standards are “performance”-based – i.e., they allow the project engineer flexibility in selecting stormwater best management practices (BMPs) that are best suited to a particular site and are cost-effective, so long as the BMPs will achieve a given pollutant reduction standard. A summary of selected stormwater best management practices approved by DEP follows.

Until recently, the standard approach to site development in Massachusetts and across the country has been “clear it, grade it, and pave it”; then collect the resultant stormwater and “dispose” of it through a centralized system of pipes and ponds. Low Impact Development presents another, more ecologically-sensitive option. Rather than collecting stormwater en masse from across an entire subdivision, LID employs multiple small stormwater management techniques in series *on each individual property parcel* in the subdivision in order to take full advantage of the parcel’s own rainfall retention, infiltration, and treatment capabilities. By keeping stormwater on site, downstream flooding is averted or minimized and groundwater recharge is maximized, thereby helping to sustain well yields and streamflows during periods of drought. Depending on the nature of a development site, LID techniques may or may not eliminate entirely the need for some sort of centralized stormwater collection facility. However, they can go a long way toward minimizing the size (and thus cost) of such a facility and extending its operating life and efficiency.

The principles of Low Impact Development are simple and straightforward:

- **Work with the landscape.** Identify environmentally-sensitive areas and features, then outline a development envelope that protects those areas. Maintain existing slopes and flow paths. Minimize grading and tree clearing.
- **Focus on prevention.** Minimize runoff by building narrower roadways and smaller parking areas. Use permeable surfaces (gravel,

cobble, pavers) on driveways, sidewalks, and parking overflow areas. Where feasible on commercial buildings, use “green” rooftops to store and evaporate rainfall before it even leaves the roof.

- **Micromanage stormwater.** Design the site to create numerous sub-watersheds, and “micromanage” stormwater close to where it is generated using small, decentralized facilities (rain barrels, cisterns, vegetated swales, etc.). Employ a “treatment train” of multiple techniques to maximize infiltration and recharge.
- **Keep it simple.** Before resorting to expensive piped drainage systems that can carry high maintenance costs, maximize the use of less costly, non-structural practices such as bioretention areas (rain gardens).
- **Practice multi-tasking.** Create a multi-functional landscape with integrated stormwater management components that simultaneously provide stormwater collection, filtration, *and* infiltration.

Helpful information and technical assistance to facilitate this recommendation is available from MVPC, CZM, and other member organizations of the state’s Low Impact Development Task Force. Extensive information is also available through the Internet. (See, for example, the Massachusetts Low Impact Development home page at www.mapc.org/LID.html and the Low Impact Development Center website at <http://www.lowimpactdevelopment.org>).

Goal #4: Protect and Enhance Critical Upland, Water Resource, and Wetland Habitats to Sustain Biodiversity

Strategy 4.1 Maintain an Up-to-Date Local Open Space Plan.

The Town should update its 2001 Open Space Plan, consistent with state Division of Conservation Services (DCS) guidelines, to reflect and respond to current natural resources opportunities and needs in the community, and to maintain the Town’s eligibility for state Self-Help Program grants and federal Land & Water Conservation Fund assistance. The town Open Space Plan should be the principal document guiding open space and natural resource protection efforts in the community, and should incorporate by reference other relevant local natural resource plans, such as the recent Newbury Estuarine Management Plan (2005). To update the Open Space Plan, and to monitor and facilitate progress toward implementing the Plan’s 5-year action plan recommendations, the Town should establish a local Open Space Committee that is a *standing committee* in town. It is important that Newbury’s Open Space Committee be an *active* committee that: 1) maintains some level of continuity (and institutional memory) from year to year, 2) assumes “ownership” of the

Plan to oversee its implementation, 3) charts the Plan's progress on an ongoing basis, and 4) periodically reports to town boards and residents to keep the public informed and ensure that priority activities remain in the spotlight.

Note: Also see Land Use Strategy 7.1

Strategy 4.2 Maintain a List of Vulnerable High Priority Open Space Parcels within the Open Space Plan

The Town, assisted by nonprofit land trusts as appropriate, should contact the owners of high priority parcels in advance of a sale offering to determine the owners' future plans, and needs, for the properties. If donation of the land or granting of a permanent easement are not an option, at a minimum the Town should seek to convince owners to enter into an agreement that provides adequate notice when they decide to sell their property, even for those parcels currently under Chapter 61 agreements. By receiving adequate notice that a property will be sold, the Town can evaluate the level of local interest and funding capacity for the acquisition, and can begin soliciting needed technical and financial assistance from non-profit and government agencies.

Table N-1: Tools for Land Preservation

Tool	Description
Outright Acquisition	<p>Outright (or "free simple") acquisition provides the highest amount of protection for a piece of property. It also affords the purchaser of the property the ability to control how it is used and managed. However, outright acquisition is generally the most expensive technique as well. Funding mechanisms for outright acquisition include:</p> <ul style="list-style-type: none"> • Town funding from a one-time appropriation, an annual contribution to a land protection fund, or the Community Preservation Act; • Grant funding: for example, through the State's Self-Help Program administered through the Division of Conservation Services; • Private conservation organizations such as The Trustees of Reservations or the Essex County Greenbelt Association; • Donations or "bargain sales" from landowners seeking to conserve their land or gain income tax benefits.
Conservation Restrictions and Easements	<p>Conservation Restrictions ("CRs") and easements limit the future use of land by restricting or prohibiting development. However, the land continues to be owned and operated by a private owner. If the restriction on development is in perpetuity, this mechanism provides as much protection for land as outright acquisition. In addition, it can cost</p>

less than outright acquisition and offers more flexibility to meet the needs of the landowner. For example, a restriction could be negotiated that allows a landowner to continue to farm or log the land, live on the land, or even build another house on the property.

Funding can come from the same mechanisms as for outright acquisition. In addition, grant funding is available from various State programs including the Agricultural Preservation Restriction (APR) Program, which purchases development rights from farmers to preserve the land as farmland.

Temporary Protections

The State's Chapter 61, 61A, and 61B programs offer tax incentives for landowners to keep their property in active forestry, agricultural, and recreation use, respectively. However, these programs do not guarantee long-term protection of the land.

Other Tools

Other land conservation tools take advantage of the economics of land development to protect open space as part of new development projects (usually residential). As long as the open space is protected with a suitable conservation restriction, this form of open space protection can be as effective as outright acquisition. These additional tools include:

- **Zoning Tools:**
Open Space Residential Development (already adopted by Newbury), a Scenic Overlay District, reduced frontage lot provisions, and a Density of Development Bylaw can be effective zoning tools to increase the amount of open space in new developments, even if the overall development density remains the same.
- **Limited Development:**
In limited development projects, a conservation group (usually a nonprofit but sometimes a government body) first purchases a piece of land they would like to conserve as open space. Then, a portion of the site that is least important for conservation purposes is carved off and sold as high-end real estate such as a "country estate." The proceeds from this sale, which can sometimes equal 50% of the purchase price or more, are used to repay money borrowed for the land purchase or to fund future conservation efforts.

Strategy 4.3 Increase the Town's Financial Capacity to Acquire Priority Open Space.

The Town should enhance its current ability to acquire and protect high priority open space by: 1) creating a local conservation land fund (or open space bond), and 2) adopting the Community Preservation Act (CPA). When open space parcels are offered for sale, communities typically have only a limited period of time in which to make an offer to purchase a site. It is extremely important to create a local land acquisition capacity early and continue to build a reserve *before a crisis occurs and a golden opportunity is lost forever*. Small but systematic annual appropriations into a land conservation fund or a one-time referendum to borrow acquisition funds and finance the debt with property taxes would provide Newbury with some ready capital to purchase threatened parcels.

Adopting the Community Preservation Act would add another, potentially larger revenue source. The CPA is an innovative financing tool that allows communities to create a local Community Preservation Fund through a surcharge of up to 3% of the real estate tax levy on real property. Matching funds are provided by the State. This local preservation fund can be used for open space acquisition, as well as historic preservation and creation of affordable housing. The CPA enjoys wide appeal, based on its flexibility and strong *local* control options:

- all decisions are local;
- local residents must vote by ballot to adopt the Act;
- the local legislative body must appoint a committee of local residents to draw up plans for use of the funds;
- the plans are subject to local comment and approval;
- if residents do not feel the CPA is working as intended, they can repeal it.

To date, over 100 Massachusetts municipalities have adopted the CPA to help finance local open space protection, historic preservation, and affordable housing initiatives.

Strategy 4.4 Engage Outside Expertise and Funds to Purchase Priority Open Space Parcels.

Newbury should continue to forge strong partnerships with the Essex County Greenbelt Association, The Trustees of Reservations, Massachusetts Audubon, and other area land trusts to maximize the available resources – technical and financial – for local land preservation. Nearly every community that has established and maintained an effective open space agenda works with one or more non-profit land trusts to realize their objectives. The reality is that many real estate transactions

are not only expensive (and thus beyond the means of a town alone), but are also very complicated and time-consuming. Depending on a landowner's particular circumstances, the process of negotiating and executing a preservation plan may require specialized knowledge and the ability to act quickly – i.e., within a tight timeframe that would preclude calling and organizing a special town meeting.

Strategy 4.5 Protect Wetlands Throughout Newbury.

The Town, through the initiative of the Conservation Commission, should develop, adopt, and implement a strong local wetlands protection bylaw to provide uniform protection of all wetlands, both inland and estuarine, in the community. Newbury's current local wetlands bylaw applies only to the Plum Island Barrier Beach. While the Massachusetts Wetlands Protection Act (WPA) provides significant protection for wetlands in Massachusetts, it does not cover certain important resources such as isolated wetlands, buffer zones, vernal pools, and historic and archaeological resources. As a consequence, a growing number of communities have chosen to supplement this Act with local wetlands regulations that provide additional protection, as well as greater control over the review of projects proposed in or near wetlands. A local wetlands bylaw should include the following provisions:

- **Isolated Wetlands.** The local wetlands bylaw should apply to **all** wetlands, even isolated wetlands not covered under the Wetlands Protection Act.
- **Buffer Zones.** Some communities have chosen to adopt a 25-foot "no disturbance" buffer zone and a 50-foot "no habitable structure" buffer zone around the edge of wetlands. These are stricter than the State Act, which ordinarily allows activities within the wetland buffer zone subject to an Order of Conditions.
- **Vernal Pools.** Vernal pools are a particular type of isolated wetland that provides the only breeding habitat for several rare amphibian species, as well as habitat for other animals. Ideally, a minimum 75-foot to 100-foot buffer zone should be established around vernal pools, since the amphibian species that breed in these pools also require adjacent upland habitat to survive during the adult stage of their life cycle.
- **Historic and Archaeological Resources.** Some communities have adopted provisions specifically to protect the historic and archaeological resources that are sometimes found adjacent to wetlands and water bodies.
- **Filing and Review Fees.** One of the strengths of a local bylaw is that it allows the Conservation Commission to charge additional application fees to help defray the cost of reviewing projects that fall under the

bylaw's jurisdiction. In addition, the bylaw can require the applicant to pay for the reasonable cost of a technical expert (consultant) to review the applicant's wetland flagging and/or project plans.

Strategy 4.6 Increase Protection of Wetland Buffer Areas and Vernal Pools and Their Associated Species

The Town, through the initiative of the Conservation Commission and trained local volunteers, should build on its efforts to date to expedite the inventorying and state certification and mapping of all vernal pools in the community. At present, the State has certified 11 vernal pools and identified, via local field reconnaissance, an additional 100 potential vernal pools. The strong development pressure in Newbury makes it imperative that the Newbury's remaining vernal pools be identified, certified, and mapped as soon as possible so as to steer future development activity away from these critical habitats.

As mentioned above, vernal pools are an important but vulnerable wetland resource in Newbury. Unlike perennial wetlands, vernal pools are small, seasonal water bodies that occur in isolated basins which are usually wet during the spring and early summer and dry up as the summer progresses. Vernal pools typically lack fish populations, making them ideal breeding habitat for many amphibian species. The wood frog (*Rana sylvatica*) and all species of mole salamanders (genus *Ambystoma*) that occur in Massachusetts breed exclusively in vernal pools. Areas in the immediate vicinity of these pools also provide these species with feeding, shelter, and overwintering sites.

Local volunteers inventory vernal pools, and biologists from the Massachusetts Natural Heritage and Endangered Species Program (NHESP) review and certify these pools. The Massachusetts Wetlands Protection Act protects Certified Vernal Pools for their wildlife habitat value, provided they are large enough to constitute "Areas Subject to Flooding" (as defined by the WPA). However, the State Wetlands Act coverage does not extend protection to smaller Certified Vernal Pools or those that have not yet been inventoried. The protection of Newbury's vernal pool habitat is essential for the continued survival of wildlife species that depend on this unique wetland type.

Strategy 4.7 Inventory and Prioritize Inland and Estuarine Wetland Habitats.

The Town should work cooperatively with Newbury property owners, marsh researchers (especially Marine Biological Laboratory biologists), state and federal agencies (CZM Wetland Restoration Program, U.S. Fish and Wildlife Service), Essex County Mosquito Control District, and

nonprofit environmental groups (MassAudubon, Eight Towns and The Bay) to inventory, prioritize, and restore degraded marsh habitats. In the short term, special consideration should be given to those impaired sites that are already well documented, including tidal flow restrictions described and mapped by the Parker River Clean Water Association and degraded anadromous fish passageways documented by the Division of Marine Fisheries and local Newbury researchers. CZM's "Great Marsh Coastal Wetlands Restoration Plan" can serve as a baseline for the estuarine marsh restoration project inventory, and this can be augmented with local data and priorities. Longer term, the Town should support efforts to understand and respond to the processes and impacts of long term marsh degradation, including those relating to pollution (runoff, erosion) and relative sea level rise.

Strategy 4.8 Preserve Natural Stream Courses, Floodplains, and Flow Regimes.

In addition to their great natural beauty and recreational value, Newbury's riparian corridors (rivers, streams, and adjacent lands), including the Parker River and its tributary streams, provide diverse habitat for numerous flora and fauna. This includes a number of what are ordinarily considered "upland" species as well as wetland species. For example, many upland animals need ready access to rivers and streams for foraging and drinking, particularly in winter when ponds and other water sources may be frozen over. Streamside vegetation (whether living, decaying, or dead) plays a key role in the health and function of riparian areas as wildlife habitat. Vegetation offers essential shade, shelter, and food for many species, including fish and other aquatic organisms. It also helps to regulate stream flow and water quality by stabilizing stream banks, preventing erosion, and filtering runoff pollutants.

Another important characteristic of naturally vegetated riparian areas is their *connectivity* function. Undeveloped lands along Newbury's river and stream corridors provide vital connective lifelines that enable wildlife movement necessary to sustain healthy wildlife populations. Loss of these connective corridors results in habitat fragmentation, a major cause of wildlife decline and even extinction. For example, many species of reptiles, amphibians, and mammals need to be able to migrate freely to new habitat for successful feeding and breeding. This allows for the continuous exchange of genetic material between species populations, a critical factor in maintaining species' resilience to disease and environmental changes. It is key, therefore, to maintain undeveloped and naturally vegetated corridors between habitats of a sufficient width to enable animals to travel safely from one habitat to another. Allowing habitats to become isolated "islands" surrounded by development will

cause them to lose much of their ecological value even though the habitats themselves may not be directly impacted.

Newbury should strive to save the habitat linkages that are still intact, and to take advantage of opportunities to restore connectivity through the reestablishment of natural vegetation along previously denuded riparian areas wherever possible. At the same time, the Town should update its floodplain maps to ensure that stream corridors and the adjoining lands subject to flooding are strictly regulated against improper development.

The best way to protect wildlife habitat functions and species diversity within Newbury's riparian areas is to maintain these areas in an undisturbed, naturally vegetated condition. Numerous studies have shown the superior value of natural vegetation over manicured lawns, cropland, and other actively "managed" landscapes for wildlife diversity and productivity. These studies have also found that, in general, significantly larger streamside forest buffer widths are needed for wildlife habitat purposes than for water quality purposes. While the state Rivers Protection Act (administered by the local Conservation Commission) establishes a 200-foot wide protective buffer along perennial stream courses, in fact, **300 feet** is the generally accepted minimum width needed to provide adequate habitat and migration corridors for many wildlife species. For example, surveys of songbird use of riparian areas recommend that riparian forests be at least 100 meters (330 feet) wide to provide nesting habitat for neotropical migrants, such as the Indigo Bunting, Northern Oriole, and Wood Thrush.

To respond to this resource need, the Town, acting primarily through the Planning Board and Conservation Commission, should encourage current landowners and prospective real estate developers to maximize the retention of riparian corridors, including those of smaller brooks and streams, in a natural undisturbed state. In general, the farther away a building site or other land disturbance is from a stream bank, the smaller the adverse impact on wildlife habitat and movement. Where some alteration within a riparian area is unavoidable, it should be designed and implemented in a manner that *minimizes any loss of function within the site itself as well as any loss of connectivity with adjacent vegetated lands*. In addition, any natural features within a riparian area that are of particular value to wildlife, such as large trees with nesting cavities, should be identified and protected from disturbance.

Previously disturbed riparian areas that remain in a degraded condition may present opportunities for restoring important wildlife habitat functions. For example, any work that removes pavement or lawn near the water's edge and replaces them with a vegetated buffer of native trees and shrubs is likely to benefit fish and wildlife by filtering polluted runoff and by providing shade, cover, and food sources. The state Division of Fisheries and Wildlife and local land trusts, such as the Massachusetts Audubon/North Shore and Essex County Greenbelt Association, have special expertise in this area and can offer guidance to homeowners on designing and incorporating effective riparian corridor restoration measures. The Newbury Conservation Commission and Town Planner could assist in this effort by providing basic fact sheets on the nature and value of riparian corridors, as well as relevant website addresses and contact information for local riparian management experts.

Table N-2: Natural Features Important to Wildlife

Natural Feature	Wildlife Habitat Value
Large dead standing trees	Nesting and roosting sites for hawks and eagles
Large trees with cavities	Nesting sites and shelter for owls, wood ducks, and other animals
Large dying trees	Roosting sites (under the loose bark) for bats
Stone walls and rock piles	Cover for snakes and small mammals
Seasonal pools	Breeding sites for amphibians
Understory tangles	Cover for many birds and wildlife species
Woody debris in streams	Basking areas for turtles and snakes
Stream bank burrows	Habitat for weasels, otters, and muskrats
Sandy soils with sun exposure	Nesting areas for turtles
Large stands of conifer trees	Wintering areas for deer
Hollow trees and logs	Dens for some mammal species
Fallen shaded logs	Preferred habitat for some salamander species

The effective local regulation and management of Newbury's floodplains – for the purpose of protecting public safety and property, natural stream flows, and riparian wildlife habitat – requires up-to-date floodplain maps that reflect current hydrologic and land use conditions in the community.

As with most communities across the state and country, Newbury's existing Flood Insurance Rate Maps (FIRMs) were developed many years ago based on topographic and landscape characteristics of the time. Since then, the Town has experienced significant growth and development, resulting in an increase in impervious surface cover and a corresponding loss of infiltration capacity. The net effect of these changes is increased surface runoff and the likely expansion of areas subject to flooding.

The Federal Emergency Management Agency (FEMA) has been tasked with updating Flood Insurance Rate Maps for over 19,000 communities nationwide. Beginning this year, and proceeding for the next 2-3 years, FEMA will update selected Essex and Middlesex County community floodplain maps based on their documented need. In these selected cases, the updating process will include detailed hydrologic, hydraulic, and land use modeling to simulate present-day rainfall/runoff conditions. The resultant floodplain maps will, for the first time, be presented in an electronic format on highly detailed and accurate digital orthophoto base maps. (All previous floodplain maps were offered in a paper format only, and generally lacked sufficient landscape detail to permit reliable flood boundary determinations.)

For *non*-priority communities, the map updating process will not include any new hydrologic and hydraulic modeling analyses. Instead, FEMA and its technical consultant will take the communities' existing FIRM information (supplemented by more reliable local data where available) and reproduce it in an electronic format on a digital orthophoto base map. While this digital product will still be much more useful than the earlier FIRMs for establishing and enforcing the local floodplain regulations, they will not redefine the floodplain boundaries based on current, more accurate topographic, hydrologic, and land use information.

Newbury Town officials should actively participate in the FEMA Flood Map Modernization Program for Essex County by contacting and conferring with FEMA's technical consultant (Camp, Dresser & McKee, Inc., 50 Hampshire Street, Cambridge, MA 02139; Tel. (617) 452-6088; Fax (617) 452-8088; Attn: Ronald D. Miner, P.E.; email: MinerRD@cdm.com), and by providing the following information:

- Identification of any areas subject to flooding which are outside of the existing FIRM floodplain boundaries;
- Identification of areas where new or planned development may further impact flooding;
- Future land use plans;

- Copy of current floodplain bylaw and regulations;
- Other relevant information as requested

Goal #5: Preserve Prime Agricultural Land and Working Farms

Since Newbury's founding, agriculture has been an integral part of the Town's history, culture, and economy, and a defining element of the town landscape and character. Broad swaths of cultivated fields and livestock pasture, flanked by woods and salt marsh, have been a dominant and treasured visual image. However, this image is changing, the result of intensified population growth and development pressure. During the roughly thirty-year period between 1971 and 1999, land use changes recorded by the State show that nearly 350 acres of active farmland disappeared in Newbury, most of it replaced by residential subdivisions. As the demand for Newbury housing intensifies and the market makes open land ever more valuable, more farmland is likely to be lost to development unless there is a concerted, collaborative effort by the Town and its farmers to improve the economic viability of agriculture in the community.

Strategy 5.1 Enhance Viability of Local Working Farms by Minimizing Unnecessary Regulatory Hurdles

The Town should facilitate the economic sustainability of Newbury's farming enterprises by minimizing the number of town-imposed regulatory and bureaucratic hurdles that farmers must overcome. Agriculture currently enjoys certain exemptions under the Massachusetts Wetlands Protection Act, and local Conservation Commissions can and do waive fees in some cases. Streamlined communication and cooperation between farmers and town officials can ease regulatory impediments that adversely affect farmers. As an initial step, the Conservation Commission could prepare a concise handout for the farming community that explains the wetland regulations and exemptions that are most likely to apply to them, as well as procedures for working expeditiously and effectively with the Conservation Commission when required.

Strategy 5.2 Create a Forum for Addressing and Resolving Agriculture Related Issues, and Enhancing Viability of Local Farms

An Agricultural Commission is a municipal body (appointed by the Selectmen) whose mandate is to promote farming and farm-related businesses within the town. In a growing number of Massachusetts towns (Rowley, Falmouth, Westport among others), agricultural commissions help provide farmers with a voice in local government; connect farmers to agricultural business assistance (such as business planning and capital); network farmers to educational opportunities, available farmland, and bulk purchasing; facilitate the sale and marketing of farm

products; communicate directly with other town boards and departments; and serve as an advocate for farming interests. The membership of the agricultural commission should include several active farmers in town as well as individuals with an interest in farming and expertise in support areas such as finance, marketing, engineering, or environmental science. The work of an agricultural commission could be furthered through the staff support suggested in the following strategy.

Strategy 5.3 Facilitate Purchase of Development Rights to Preserve Farmland.

As local matching funds permit, the Town should partner with area land trusts and the state's Agricultural Preservation Restriction (APR) Program to facilitate the purchase of development rights to active farms. Farmers whose land is accepted into the state APR Program are able to realize equity from their land without being forced to sell their farms for development purposes. This equity is often reinvested back into the farm by way of the purchase of additional land or modernized equipment, or in the design and installation of agricultural best management practices (BMPs) to better protect water quality and the environment. By providing farmers with money up-front, they can continue to own and work their land while preserving the land from development in perpetuity. The Town should support the purchase of development rights with privately raised funds or municipal funds.

Strategy 5.4 Support Right-To-Farm Policy.

Right-to-farm laws protect farmers against lawsuits arising from residents who move into a farming area and subsequently complain about farm-related nuisances such as odors or noise. Newbury can reinforce the state's right-to-farm law (M.G.L. Chapter 243, Section 6) locally by asking property owners and realtors who are selling land or new homes in farming areas to provide information to prospective buyers about living near farms. Some communities even require the buyers to sign a form indicating that they are aware of the potential nuisances, or, if the buyer will not sign, the seller must attest that he or she has explained the potential nuisances. In addition, Newbury could pass a resolution declaring farmers' value to the community and right to continue their operations free from nuisance lawsuits and complaints arising from ordinary agricultural operations. Such a resolution would establish the town as a pro-farming community and foster an atmosphere of cooperation and understanding among farmers, town government, and local residents.

Goal #6: Manage Future Land Development and Redevelopment in an Environmentally Sensitive Manner

While every effort should be made to preserve and protect the Town's prime farmland and other critical natural resource areas, some additional community growth is inevitable, and, depending on one's perspective, perhaps even desirable. If such growth occurs primarily as traditional (grid) subdivisions with single-family homes on large manicured lots, the Town's operating and capital budgets will continue to climb, open space will dwindle, natural resources will be impaired, traffic will change the character of rural roadways, and Newbury will come face-to-face with the realities of suburbanization. In order to prevent suburban, sprawl-like development and maintain the Town's treasured scenic and rural character, it is important that future construction be sensitively designed and sited in harmony with the natural landscape. By taking charge of its development (and redevelopment) future now, Newbury will have an opportunity to make a significant difference in the kind of place it becomes tomorrow.

Strategy 6.1 Actively Promote and Facilitate the Use of Open Space Residential Development Over Conventional Subdivision Development.

The Town, acting primarily through the Planning Board and Conservation Commission, should continue to actively promote the use of Open Space Residential Development (OSRD) as a means to achieve more compact, neighborhood-scale development while preserving vital open space and natural resources (See Strategy 5.3 in the Land Use Section for more details).

Strategy 6.2 Encourage the Incorporation of "Green Building" Techniques in All Municipal, Residential, and Commercial/Industrial Development and Redevelopment Projects.

The Town, acting primarily through the Planning Board, should encourage the incorporation of "green building" techniques in all new construction and reconstruction projects in the community, including interior

Figure N-2: Definition of a Green Building

A Green Building is carefully sited, designed, constructed, and operated so as to enhance the well-being of its occupants while minimizing negative impacts on the community and the natural environment. Green Buildings:

- *Incorporate energy and water efficient technologies*
- *Use recycled materials in their construction*
- *Minimize construction and demolition waste*
- *Are sited and landscaped for energy and water efficiency*
- *Employ renewable energy technologies*
- *Improve indoor air circulation and air quality*
- *Provide a healthier and more comfortable environment*
- *Enhance long term economic performance*
- *Are built to last*

remodeling projects, in order to conserve natural resources and energy and to safeguard public and environmental health.

According to Environmental Protection Agency (EPA) estimates, buildings and homes in the U.S. account for: 68% of total national energy consumption, 12% of total water consumption, and 38% of carbon dioxide emissions. A standard wood frame house can require as much as an acre of forest, and may create as much as 12 tons of waste. Through improved facility siting, design, construction, operation, and maintenance practices, resource consumption can be significantly reduced, and adverse development impacts on the natural environment and the community can be minimized.

Goal #7: Educate Newbury Residents and Businesses about the Town's Natural Resources, Resource Threats, and Resource Protection Tools and Techniques

Because nonpoint source pollution is primarily the result of small, individual actions, public education is essential for addressing the problem. The Town should enhance residents' knowledge of the local water resources, wildlife habitats, and other natural resources (along with the steps they can take to protect these resources) by providing information on an ongoing basis. In order to reach as broad an audience as possible, several different but complementary approaches are recommended:

Strategy 7.1 Increase Public Awareness and Understanding of Responsible Household Management Practices (septic system maintenance, lawn care, etc.), Improved Natural Resources Stewardship, Open Space Conservation, etc.

The Town should prepare and periodically distribute concise and attractive ("catchy") educational pamphlets and flyers on topics related to residential and commercial Best Management Practices (BMP's), such as:

- proper use and maintenance of septic systems;
- low-impact lawn and garden care options (e.g., safe use of lawn/garden chemicals, as well as organic and non-chemical alternatives);
- water conservation techniques (with special attention to curtailing outside watering during peak demand periods);
- impervious surface area reduction/minimization;
- household and automotive waste recycling;
- establishment of protective buffers along streams, ponds, and wetland areas;
- use of "green building" techniques in new construction and redevelopment.

The Town does not need to reinvent the wheel to accomplish this. Numerous model brochures specifically designed for homeowners, businesses, and students are already available from various government agencies, watershed associations, and municipalities. These brochures can be easily adapted to suit Newbury's needs. Many are available in a digital format and can be customized for posting on the Town web site.

Strategy 7.2 Expand Environmental Education in the Classroom and Field.

The Town, through the Conservation Commission, should confer with Newbury school personnel to explore opportunities to expand environmental education offerings for local students, both inside and outside of the classroom. Some teachers already educate students about natural resources and resource protection issues. This education helps children learn the special significance of and appreciate the unique natural environment in Newbury and the surrounding region. It also helps educate adults as the children share their school activities with parents and relatives.

Topics for discussion and field discovery might include the nature and value of vernal pools, the Great Marsh, the Parker River/Essex Bay Area of Critical Environmental Concern, the "Common Pasture", and other important natural resources in and around Newbury.

Advice and assistance in curriculum design, materials, and classroom and field instruction may be available from the Massachusetts Audubon Society/North Shore and other nonprofit environmental groups.

Strategy 7.3 Explore Opportunities to Host Environmental Workshops and Seminars

As town resources permit, Newbury should offer to host public environmental workshops and seminars that seek a North Shore venue. Each year, numerous environmental agencies and organizations sponsor public information forums on topics of relevance to Newbury's natural resources (for example, land preservation, salt marsh restoration, Low Impact Development, etc.) These groups include the Great Marsh Coalition, Massachusetts Audubon, Essex County Greenbelt Association, Eight Towns and the Bay, agencies of the Executive Office of Environmental Affairs, various academic institutions, and others. Holding these educational forums in Newbury would not only provide convenient access to town residents interested in participating, but would also invite coverage by the local newspaper and cable T.V. outlets, thereby reaching a broader audience.

Strategy 7.4 Increase Public Awareness of Environmental Success Stories (also see Section 7.1 above)

As the saying goes, “Nothing begets success like success.” Whenever possible, Newbury town officials and personnel should seek to publicize successful environmental initiatives in the community – not only to keep the public better informed, but also to demonstrate that constructive change is possible even in the face of heightened development pressure and strained municipal budgets. Experience shows that the public is generally more willing to support worthy environmental projects, such as land acquisitions or habitat restorations, if previous such projects have produced tangible public benefits.

Cultural and Historic Resources



Newbury Master Plan

History of Newbury

In 1633, Thomas Parker and James Noyes, both nonconformist ministers, with a like-minded group of British subjects, decided to emigrate to the Massachusetts Bay Colony, with the sanction of the Council of New England at Whitehall. At the same time, Richard and Stephen Dummer, Richard Saltonstall, and Henry Sewall and others in Wiltshire had organized a company to establish a stock-raising plantation in the Massachusetts Bay Colony because of the high prices in England for horses, cattle, sheep, and hogs. These men persuaded Parker and his group to join them. Most of these emigrants arrived at Ipswich (then Agawam) and spent the winter of 1634 there before moving farther east. The Massachusetts Bay Colony was then extending its inhabited frontier as far as possible as a bulwark against the "Papist French."

In May of 1635, this small group of immigrants rowed shallops to the mouth of the Parker River (then Quascacunquen) and landed on the north shore east of the present Parker River bridge, at a spot now marked by a commemorative boulder. All was wilderness about them, and the settlers spent the first summer clearing land, building shelters, raising crops, and gathering the natural bounty of fish and berries for the winter. Each man was allotted land for a house, with a planting lot and salt meadow, the size depending on the amount of money the individual or family had invested in the venture. Mr. Dummer and his group had the largest acreage, more than a thousand acres, up river near the falls for their stock raising. Mr. Dummer was granted the right to erect a sawmill on the Newbury falls, and was given fifty acres of woodland to supply the mill. He was allowed to grind corn if he would grind "all the grain the residents might bring him." Later there were two mills in this area, one of which continued operation into the 1980s.

As the population increased, settlers moved away from the banks of the Parker River, first to the Lower Green and then to the Upper Green. The church, a town government seat, a school, and a tavern were the necessities of the colony. Each man was assessed for the support of the meeting house. Newbury was first governed by a committee of all the freemen, with a clerk who kept careful records. Later "prudential men, no more than seven" executed the town business and reported to town meetings. As early as 1648, a meeting of freeman of Newbury voted to hold the meeting for choosing town officials the first Monday in March, and in 1681 it was voted that the general town meeting would be held the first Tuesday in March. Fines were imposed for absence from town meetings.

Newbury originally extended from the Merrimack River to the Parker River, and from Plum Island to the town of Bradford. Plum Island, a nine-mile-long sandy barrier beach forming the eastern boundary of the town, was from the beginning a great natural asset to the town, an abundant source of salt hay and pasture for horses and cattle during the winter. In 1639, the town petitioned the General Court to be allowed sole use of Plum

Island, but the Court divided the use of the island among Ipswich, Newbury, and Rowley. In 1739, the General Court enacted a conservation measure, forbidding the use of Plum Island as pasture, because grazing destroyed the grass roots, causing erosion.

In the beginning the town was one parish called the First Parish of Newbury. In 1702, the residents of the Falls area built a meeting house because they were so far from the First Parish church. Thus began the parish of Byfield (for a short time called "Rowlbury"), extending for two miles in all directions from the Falls. This portion of Newbury was set off in 1706 as a separate parish for "so long as they maintain an Orthodox minister among them." It was, and still is, a part of the town of Newbury.

The early settlers were largely engaged in agriculture and stock-raising. As the town grew and spread along the Merrimack River, the residents built wharves and docks where domestic and foreign trade flourished. These "waterside people" felt that they were wholly different from the husbandmen of Newbury, and petitioned the General Court to be set apart as a separate town. Newbury officials opposed the change, but after extensive litigation and financial adjustment the town of Newburyport was incorporated in 1764. The residents of the western portion of Newbury also built a meeting house in order to be closer to their house of worship, and consequently asked to be excused from taxes to support the First Parish meeting house. Thus the West Parish was born, and in 1819 this Parish was incorporated as a separate town of West Newbury (first called "Parsons," and changed to West Newbury in 1820).

Although Newbury is smaller than in the first settlement days, it has inherited and incorporated many of the founders' principles: the importance of the town meeting form of government, the strength of the churches, the quality of education, and the obligation of the town to care for the well-being of all its residents.

Excerpt from Images from the Past: 1635-1985 Newbury, Massachusetts, League of Women Voters

Historic Preservation Planning in Newbury

Historic preservation refers to the recognition and preservation of the history, cultural and physical characteristics of a community. Fostering an understanding and appreciation for the historic landmarks, buildings, and events is an important step in maintaining a sense of identity and pride. Historic preservation uses the protection of historic structures, districts, landscapes and other resources as a means of preserving the elements of a community's character, which will thereby enhance the quality of life for local residents. Historic preservation efforts help to maintain what is unique about a community, through the use of financial incentives, grant programs, technical assistance, design review, advocacy and other planning and regulatory tools.

Newbury and its residents have long realized the importance of preserving important historic and cultural assets. Efforts to document the history of Newbury were initiated by the Sons and Daughters of the First Settlers of Newbury and the Old Newbury Historical Society early in the 20th Century. Historic New England (formerly known as the Society for the Preservation of New England Antiquities or SPNEA) worked with the Newbury Historic Commission in the 1960s and 1970s to develop an inventory of the Town's historic structures and other resources. In recent years, a number of planning initiatives, including the 1980 Newbury Master Plan, Preserving Newbury (1991) and the recent Newbury Reconnaissance Report highlighted the importance of continuing preservation efforts.

A comprehensive preservation programs for a community generally encompass a three-step process: identification, evaluation and protection. The first step is the identification of historic resources, including structures, landmarks and areas which exist in the community. Next, critical evaluation is needed to determine which resources are worthy for consideration as historic districts or as individual properties in the National Register of Historic Places. Finally, various tools and planning approaches can be undertaken to protect the most important assets.

Historic Preservation and Cultural Organizations

There are a number of organizations which play a significant role in increasing the awareness of historic and cultural resources in Newbury. Each plays a slightly different role in the preservation of cultural resources. Some of the organizations host events which raise awareness about these resources; some are geared towards preserving historic records and documents, while others play a larger role in the ownership, management and restoration of historic and cultural assets. These groups include:

- **Newbury Historic Commission:** As the official agent of the Town of Newbury responsible for community-wide historic preservation planning, the Commission

compiles historic property surveys for Newbury and raises awareness of local historic resources. The Newbury Historic Commission has implemented a program of restoring the historic records of the Town and maintains the Lower Green Schoolhouse.

- **Historic New England (formerly SPNEA):** As the oldest, largest, and most comprehensive regional preservation organization in the country, Historic New England offers preservation advice and assistance, educational programs, maintains archives, and publishes its own magazine, *Historic New England*. The organization also owns and maintains four historic properties in Newbury which are available for public viewing, including:
 - The Coffin House at 14 High Rd
 - The Swett-Ilsley House at 4 High Rd
 - The Dole-Little House at 289 High Rd; and
 - Spencer-Pierce-Little House on Little's Lane

The organization also helped to coordinate the first survey of historic homes and assets of Newbury in the 1970s.

- **Newbury 375th Committee:** The mission of the 375th Anniversary Committee of the Town of Newbury is to preserve and promote the historic and cultural resources of the Town of Newbury in preparation for its 375th anniversary in 2010. The committee, appointed by the Newbury Selectman, focuses on increasing awareness about the historic resources of Newbury.
- **The Sons and Daughters of the First Settlers of Newbury:** Founded in 1927 by Anne Colman Moody, the organization is a genealogical society intent on the preservation of the history of Olde Newbury and its pioneer families. The organization possesses a small library of historic and research publications housed at the Reference Section of the Newburyport Public Library publishes a newsletter and hosts an annual meeting on genealogy.
- **Historical Society of Old Newbury:** Dating back to 1877, the group was organized for the purpose of the study and remembrance of Newbury's history which includes, Newbury, Newburyport, West Newbury, Byfield and Plum Island. Its records are housed at the Caleb Cushing House Museum in Newburyport, and contain a collection of artifacts, area maps, photographs and genealogical references representative of the area's past.
- **Essex National Heritage Commission:** The Essex National Heritage Commission (ENHC) is the non-profit management organization for the Essex National Heritage Area (ENHA). The Commission's mission is to promote and preserve the historic, cultural and natural resources of the ENHA. The Commission develops

public/private partnerships that support the hundreds of heritage organizations and sites in the ENHA's thirty-four communities, including Newbury.

- **Yellow School Center for the Arts:** Yellow School Center for the Arts is a community-based non-profit organization that supports creativity and appreciation in the visual and performing arts in Newbury. Located in Byfield, the Center offers arts programs, hosts events, and provides space and resources for local artists and educators. The Center currently leases the Yellow School and the adjacent Old Town Hall from the Town of Newbury and is currently restoring both of these historic buildings.
- **Newbury Cultural Council:** The Newbury Cultural Council is the local participant in the Local Cultural Council grant program. The Local Cultural Council Program, administered at the state level by the Massachusetts Cultural Council, provides state funds to cities and towns to re-grant at a local level. Appointed members of the Newbury Cultural Council meet and decide how to distribute the money to projects in the arts, humanities and interpretive sciences. The NCC distributed \$2,500 for activities that support artists, artisans and organizations in the 2005 fiscal year.

The heritage and image of Newbury is closely linked with the high quality of its natural resources. Groups which advocate for the preservation and protection of these resources simultaneously contribute to the preservation of historic and cultural resources. Groups such as the Trust for Public Land, Friends of the Parker River National Wildlife Refuge, the Parker River Clean Water Association, among others, are also important agents in any comprehensive preservation program in Newbury.

Inventory of Historic and Cultural Assets

The historic and cultural assets of Newbury were first inventoried in the 1960s and 1970s as part of a wider survey conducted by Historic New England (SPNEA), with local help by the Newbury Historic Commission. These surveys provide the bulk of the documented data regarding historic and cultural resources in Newbury.

MACRIS Database

As of 2005, the Massachusetts Cultural Resource Information System (MACRIS) contains information on 147 cultural resources in Newbury. The MACRIS database draws information on Newbury from two sources: the statewide historic properties inventory and the files of properties listed on the State Register of Historic Places. The MACRIS database includes:

- Six (6) Resources Areas;
- One hundred nineteen (119) Buildings;
- Six (6) Objects, including road markers; and
- Sixteen (16) structures, including bridges and transportation fixtures.

It is important to note that this list is a simple catalogue of documented historic resources. Inclusion on this list does not provide these resources with any protection or subject them to any type of property restriction.

State Register of Historic Places

There are nine individual properties listed on the State Register of Historic Places in Newbury. The Newbury Historic District, which includes 40 properties, is also listed with a district designation. The State Register includes all properties that are listed on the National Register of Historic Places, located in designated local historic districts, or for which preservation restrictions (i.e. preservation easements) have been executed (see Table C-1 on the following page).

Table C-1: Newbury Properties on the State Register of Historic Places

Name	Address	MHC #	Listed	Notes
Tristram Coffin House	16 High Rd	236	1976	Mass Historic Landmark, Individual National Register Property, Preservation Restriction
Spencer - Pierce Little House	Little's Ln	305	1968	Part of Newbury Historic District (National Register District)
Spencer - Pierce Little Barn	Little's Ln	306	1977	Part of First Period Buildings Thematic Resource Area and Newbury Historic District
Hale - Boynton House	Middle Road	165	1983	Part of First Period Buildings Thematic Resource Area
James Noyes House	7 Parker Rd	301	1990	Preservation Restriction
Abraham Adams House	8 Pearson Dr	302	1990	Preservation Restriction
Ferry House	270 High Rd	303	1976	Preservation Restriction
Short House	39 High Rd	215	1976	Part of First Period Buildings Thematic Resource Area
Seddon Tavern	Lower Newbury Green	304	1986	Preservation Restriction
First Period Buildings of Eastern Mass	2 properties in Town	A	1990	Regional National Register Thematic Resource Area
Newbury Historic District	High Road, Green, Hanover St	B	1976	National Register District (40 properties)

Inclusion on the list does not guarantee resources with significant protection. Listed properties are protected from the adverse affects of state-funded activities, projects and permitting only. Designation does not, in itself, subject the owner to design review or any other restriction on the use of the property. However, designated properties may be eligible for a limited amount of grant funds made available by the Mass Historic Commission.

National Register of Historic Places

There are five (5) individual properties in Newbury that are listed on the National Register of Historic Places as well as two area designations (which include up to 40 more structures). The National Register of Historic Places is the official federal list of districts, sites, buildings, structures, and objects that have been determined significant in American history, architecture, archaeology, engineering and culture. These resources, which may be of local, state or national significance, are worthy of preservation and consideration in planning and development decisions. These resources must meet the criteria established by the National Park Service.

Table C-2: Newbury Resources on the National Register of Historic Places

Name	Address	MHC #	Listed	Notes
Tristram Coffin House	16 High Rd	236	1976	
Spencer – Pierce Little House	Little's Ln	305	1968	
Hale - Boynton House	Middle Road	165	1983	
James Noyes House	7 Parker Rd	301	1990	
Abraham Adams House	8 Pearson Dr	302	1990	
First Period Buildings of Eastern Mass	2 properties	A	1990	Regional National Register Thematic Resource Area
Newbury Historic District	40 properties on High Road, Green, Hanover St	B	1976	National Register District

The primary purpose of National Register is to recognize the value of the nation's historic and prehistoric resources and ensure that the actions of the Federal government do not adversely affect those resources. Specifically, listed properties are protected by state and federal actions, as well as projects that require state or federal licenses or permits. The National Register is also an important education and information tool that raises awareness about these resources.

Listing on the National Register potentially provides a number of direct benefits to the property owner, including:

- Federal income tax benefits for a certified rehabilitation of an income-producing property;
- Eligibility for state and federal preservation grant programs; and
- A phasing-in of increases in assessed values which are a result of a rehabilitation work undertaken by a homeowner

Town-owned Cultural and Historic Assets

The Town of Newbury, and its agents, currently own and maintain a number of historic and cultural resources. While most of these resources are not protected by preservation easements or other preservation mechanisms, the public sector will play a large role in directing the future of these assets. Important resources include:

- **Yellow School in Byfield:** Built in 1901, building served as the Byfield Elementary School until 1997. A 1998 redevelopment study was initiated which advocated the adaptive reuse of the building as a community arts center. In 2000, the Town agreed to lease the building, along with the adjacent former Town Hall, to the entity which would become the Yellow School for the Arts for a marginal amount. Since that time, the organization has maintained a successful program and has restored the old Town Hall for use as a performance space, with plans to renovate the Yellow School in process. The Town still maintains ownership of the site and is considering a plan to sell the property, outright, to the organization.
- **Woodbridge School:** Located in at 33 High Road across from the Upper Green, the Woodbridge School was the Town's other elementary school. Built in 1898, the building is part of the Newbury Historic District and is an important example of Colonial Revival architecture. When the building was closed as an elementary school in 1997, the Town began using the property as storage space for Town Hall documents and occasionally, as space for local groups. In 2005, the Newbury Selectman appointed a committee to study the reuse of the property. The committee has focused its efforts evaluating the feasibility of converting the building for use as Town offices.
- **First Settlers Burying Ground:** It has recently been determined that the Town owns this cemetery, which is located on High Road just north of the Lower Green. The site was recently documented and cleaned out by members of the Newbury 375th Committee. The group is planning further improvements to the site, which as its name suggests, hosts the graves of many of Newbury's original settlers. The Town recently named new Trustees of the First Settlers Burying Ground, a group which is investigating strategies to ensure long term maintenance and improvement of the cemetery.
- **Lower Green Schoolhouse:** Located on High Road adjacent to the Lower Green, the building was built in the 1870s and was operated as a schoolhouse until the turn of the century. The site was restored by the Town in 1975, as part of the Town's efforts to celebrate the bicentennial of the United States. It has been maintained by the Newbury Historic Commission since that time as a museum. It is estimated that the building requires additional renovation work in order to maintain its historic elements.

The Town's efforts to reuse the historic assets which it owns have met with mixed results. Faced with budget constraints in recent years, it is a challenge for the Town to find adequate resources to maintain its assets, especially ones which require careful attention to historic details. One strategy, finding a viable tenant for a Town-owned building who is willing to pay for renovation and restoration, has been a big success in the example of the Yellow School.

Recent Activity

While there is a long history of identifying cultural and historic assets in Newbury, there are clearly many more historic and cultural resources in Town than just the 147 resources listed on the MACRIS database and the 40 to 50 resources documented on the State and Federal Registers. According to the property data maintained by the Newbury Assessor's Office, there are 340 buildings in Newbury which are at least 100 years old. This simple count does not include other resources, such as many of the known archeological, natural and other cultural resources found in Newbury.

In 2004, the Massachusetts Department of Conservation and Recreation and the Essex National Heritage Commission jointly funded the *Newbury Reconnaissance Report*, which is part of a wider Essex County Landscape Program. The primary goal of the program was to help communities identify the wide range of landscape resources, particularly those that are significant and unprotected, especially landscapes that have not been identified in previous survey efforts.

The *Newbury Reconnaissance Report* described nine priority heritage landscapes that are the focus of the Reconnaissance work in Newbury. The report recommended additional intensive survey work to be completed, which would further document the physical characteristics and the historical development in these areas. A short description of these areas, and a brief analysis of the preservation issues facing these areas, is as follows:

- **Byfield Village:** Encompassing the area surrounding the intersection of Main Street and Central Street in the western portion of Newbury, the area functions as a civic center for the Byfield area today but previously was the industrial core of the area due to its location at the headwaters of the Parker River. Resources in the area include The Pearson's Snuff Mill, 18th century mill buildings, 19th century workers housing and other historic structures.

Issues: Lack of comprehensive survey, lack of protection of known historic assets

- **Byfield Cemetery:** Located on Elm Street at the Georgetown border, the area is also referred to as the Old Burial Ground.

Issues: Maintenance

- **Common Pasture:** The area along Scotland Road near the Newburyport line, the area has long been identified as an important regional landscape. Several active farms occupy this area. It is also an important habitat for migratory birds and other wildlife.
Issues: Development pressures threaten existing landscape
- **Glacial Erratics:** Glacially deposited rock formations found throughout town and include Great Rock the border of Newbury and West Newbury, Devil's Pulpit, Gerrishes Rock and Bummers Rock.
Issues: Limited documentation of the assets; limited maintenance and visibility of the sites
- **Governor Dummer Academy:** The oldest independent day and boarding school in the United States, Governor Dummer Academy has been an important Newbury institution for over 200 years. Located in the southern part of Newbury at the intersection of Middle Road and Elm Street, the campus encompasses a number of historic properties and important landscape areas.
Issues: Impacts of adjacent development projects (traffic, visual)
- **Lower Green:** Located at the intersection of High Road and Newman Road, the area was the original town center. The area contains a number of historic buildings around the Green as well as the First Burial Ground, which has recently been cleaned by Trustees of the First Burial Ground.
Issues: Limited documentation of the assets; lack of funds for maintenance of publicly-owned assets
- **Parker River:** The River travels through Newbury from West to East, entering the Atlantic Ocean at the Plum Island Sound. The views of the river and landscape surrounding the river and its banks are among the most beautiful and environmentally diverse areas of the Newbury. These areas, which encompass historic mill sites and dams, salt marshes and other sites important, represent critical elements of the cultural identity and character of Newbury.
Issues: Development pressures threaten views from the River
- **Plum Island:** A long barrier beach which runs the full north-south length of Newbury, Plum Island is a densely populated residential area. While it was originally developed as a summer vacation area in the early 20th century, recently, the area is almost entirely occupied by year-round residents. Plum Island also hosts the Plum Island National Wildlife Heritage Reservation and its associated natural assets.
Issues: Sensitive environment; preserving access to the water; increased scale of new developments

- **Scenic Roads:** The scenic value of many of the old country roads in Newbury is high among Newbury residents. Objects near the roads, like stone walls and other monuments, as well as the natural beauty of the lands adjacent to the roads greatly contribute to the identity of Newbury. Specific roads identified as special include High Road, Pine Island Road, Newman Road, Orchard Street, Hay Street, Middle Road and Scotland Road.

***Issues:** Limited documentation of assets*

Other Issues and Observations

Public meetings, forums and surveys conducted as part of this Master Plan and other planning efforts revealed a concern about a number of issues that relate directly and tangentially to historic and cultural resource planning and protection. A majority of concerns relate to the impact that new development is having on historic resources and the visual landscape of Newbury. Concerns include:

- **The impact of new development on regional landscapes:** Newbury is blessed to have many outstanding cultural and natural resources which contribute greatly to the Town's identity. There is a growing concern that new development is threatening to disturb the visual assets and regional landscapes around Town. New development tends to be large, single family homes which, when repeated can impact the existing natural landscape. There is a desire to ensure that new development complements the natural landscape and does not impair the experience. Areas of particular concern include the Parker River, the salt marshes east of High Road, the Common Pasture and Plum Island.
- **Preservation of Town Records:** The Newbury Historic Commission has continued a program of preserving the original Town records. In the past, they received funding for this work from the Town's operating budget. Due to recent budget cuts, this funding has ceased. The Historic Commission is seeking new resources to continue this work. Preserving these documents electronically is also being considered.

Goals and Recommended Strategies

The residents of the Town of Newbury believe strongly in preserving the current character of the Town; that of a quiet, semi-rural community with strong ties to its agrarian roots. Its residents are concerned about the impact that development has Newbury's cultural assets, including the historical, architectural and natural resources which best represent the image of Newbury. It is critical that the most important resources, as well as the written records of the Town and its residents, be preserved so that the Town's identity remains intact for future generations. Newbury's residents have recognized that there *are* things worth saving.

Goal #1: Increase the Awareness of the Uniqueness of Newbury, Including its Cultural and Historic Resources.

Strategy 1.1 Support the Efforts of the Newbury 375th Committee

The Town has recently established a committee to plan a series of events in 2010 to commemorate the creation of the Town. This will provide an opportunity to celebrate Newbury and its storied heritage. The committee has begun to raise awareness about the celebration, plan events and restore important historic assets in preparation for the celebration. The group's efforts to raise money could be facilitated by the creation of a legal entity which could accept charitable donations. A Town Endowment Fund, currently being considered, could be a suitable financial vehicle.

Goal #2: Continue Cataloging Historic Assets in Newbury and Develop Priorities for Cultural Resource Preservation.

Many assumed historic and cultural resources in Newbury have not been adequately documented. Developing a reliable inventory of these assets is the first step in a comprehensive historic preservation program and can help to raise awareness about historic resources in Town, help to identify the assets most suitable for protection and make property owners eligible for preservation grants and tax incentives for restoration.

Strategy 2.1 Inventory Heritage Landscapes and Other Historic Assets of Newbury

A large number of Newbury's historic assets were catalogued in 1965 and 1985. These catalogues represent the foundation of Newbury's documentation of its cultural and historic assets. There are a number of assets important to Newbury's heritage which have not been catalogued and others where documentation is not complete. Filling these information gaps would allow the Town to more effectively evaluate

assets which are a priority for protection. Utilizing the Mass Historic Commission survey methodology:

- Compile a list of resources that are underrepresented, focusing on resources which are located within nine heritage landscapes identified in the *Newbury Reconnaissance Report* which are also summarized in this Master Plan Element.
- document secondary features on residential properties which have already been listed
- record more complete histories for assets identified as First Period Dwellings

Strategy 2.2 Consider New National Register District Nominations

Many of Newbury's historic assets are important due to their association with and location near other buildings. It appears that many areas of Town could meet the standards set by the National Park Service for inclusion on the National Register for Historic Places, particularly

- Byfield Village;
- Byfield Snuff Mill;
- Byfield Parish;
- Governor Dummer Academy; and
- Lower Green.

It is important to note that inclusion on the National Register does not limit the use of the property by its owners in any way.

Goal #3: Protect the Most Important Historic and Cultural Resources

Despite its well documented history as one of the first settlements in Massachusetts and vast catalog of older buildings, very few historic resources in Newbury are protected from alteration or removal. Only a handful of buildings in Newbury are preserved by a legal preservation restriction or easement. Without even minimal means of protecting Newbury's most important assets, there is a risk that resources which many find to be critical components of Newbury's character are in danger of disappearing.

Strategy 3.1 Preserve Agricultural Landscapes

The Town's rural character is an important element of the Town's cultural identity. Strategies to support farmer and preserve farmland are described in more detail in the Natural Resources Element. Among the most useful strategies include:

- Consider establishing an Agricultural Commission to advocate for and promote farming in Newbury
- Adopt a right-to-farm bylaw, which would help to protect farmers from concerns of owners of future housed built near farmland; and

- Study the feasibility of a Transfer of Development Rights program, which would create a system for selling development rights in areas where farming and open space preservation is encouraged to the owners of land in areas suitable to accommodate denser development.

Note: Also see Natural Resources Strategies 5.1, 5.2, 5.3, 5.4 and Land Use Strategy 1.2

Strategy 3.2 Investigate the Establishment of a Demolition Delay Bylaw

A demolition delay bylaw would empower the Historic Commission to review and delay proposals and developments which seek to demolish older structures. This would encourage a revision of development proposals so that historic structures are preserved or moved. While the bylaw can and will lead to saving of precious historic assets, it is perhaps more useful in helping to raise awareness among residents about the prevalence of historic structures.

Strategy 3.3 Consider the Creation of Neighborhood Conservation Districts for the Village Centers

The Town should consider a Neighborhood Conservation District designation for the Old Town/Upper Green, the Lower Green and Byfield Village. It is important to maintain the historic integrity of Newbury's existing villages. A Neighborhood Conservation District is a tool which sets development standards for demolition, new construction, major alterations, and additions which are proposed in historically important areas. These development changes must be approved by a design review boards before proceeding. A Neighborhood Conservation District provides a more flexible form of review than is found in a Historic District, and provides only nonbinding advisory reviews on other, minor architectural changes.

Note: Also see Land Use Strategies 2.1, 3.1 and 4.1

Strategy 3.4 Develop a Preservation Program for Burial Grounds

A comprehensive preservation and management plan for each publicly-owned cemetery should be developed. The Department of Public Works should be the lead agent for this work. The Town should work with owners of private cemeteries, perhaps through the Newbury Historic Commission, to ensure the preservation of historic markers, monuments and other resources.

Goal #4: Preserve Scenic Roadways

Newbury's old roadways possess many elements which positively contribute to the rural image of the town. In addition to views along roadways, the stone walls and mile markers found along roads are resources which contribute to cultural significance. These attributes should be identified and catalogued; efforts to preserve these elements should be encouraged.

Strategy 4.1 Protect and Maintain Scenic Roadways and Viewscapes

Newbury should adopt a Scenic Roads bylaw. Such a bylaw would require written consent of the Planning Board before any repairs, maintenance, reconstruction or paving of the road occurs if it involves cutting or removing trees or stone walls. The bylaw could also regulate curb cuts on designated roads. Roads which should be considered for a Scenic Roads Bylaw include Scotland Road, Boston Road, Central Street, Hay Street, Middle Road and Orchard Street.

To address existing maintenance challenges, the DPW should develop policies and procedures for road maintenance and reconstruction. Formal collaboration between the DPW, the Selectmen and the Planning Board will ensure that elements that contribute to the cultural integrity of roadways are preserved.

Note: See Natural Resources Strategy 1.1

Goal #5: Preserve historical records of the Town of Newbury and its residents

There is increasing interest in the historic town records of the Town of Newbury among those who research genealogy. Newbury possesses one of the most complete sets of records in the region. The Newbury Historic Commission has continued a program of restoring documents. Unfortunately, the integrity of the records is being threatened by the passage of time, lack of secure storage in the Town Hall for the records and limited resources to correctly preserve the documents.

Strategy 5.1 Identify alternative resources to preserve the historic documents of the Town of Newbury

The Town and the Newbury Historic Commission should investigate alternatives to preserving these vital historic documents. Adequate financial resources to address this issue could be provided by a potential CPA or proposed Newbury Endowment Fund. Strategies could include one or more of the following alternatives:

- Identifying appropriate storage space for the records in an expanded offices facility or perhaps in excess space in the Newbury Town Library in Byfield;
- Develop a plan to electronically scan all historic Town records and make them accessible via the Internet; or
- Investigate collaboration with the Historical Society of Old Newbury to provide safe space for storage of the records.

Table C-3: Massachusetts Cultural Resource Information System-Town of Newbury Resources

Inv. No.	Property Name	#	Street	Year
NEW.E	Byfield Snuff Company Sawmill			
NEW.B	Newbury Historic District			
NEW.D	Governor Dummer Academy	1	Elm St	
NEW.A	First Period Buildings of Eastern Massachusetts			
NEW.F	Plum Island Community Airfield	24	Plum Island Tpk	
NEW.C	Byfield Center			
NEW.905	Eastern Railroad Bridge		B & M Railroad	1891
NEW.904	Eastern Railroad Bridge		B & M Railroad	1892
NEW.902	Bay Road Milestone, Old		Boston St	1720
NEW.59		15	Central St	1850
NEW.100	Moody, William H. House		Central St	1750
NEW.58		66	Central St	1830
NEW.57			Central St	1845
NEW.33			Church St	1850
NEW.120		1	Elm St	
NEW.161	Governor Dummer Academy Chapel	1	Elm St	1800
NEW.157	Governor Dummer Academy Faculty Housing	1	Elm St	1700
NEW.151		1	Elm St	1775
NEW.115	South Byfield Church	1	Elm St	1850
NEW.163	Governor Dummer Academy House	1	Elm St	1750
NEW.160	Governor Dummer Academy Building	1	Elm St	1775
NEW.156	Governor Dummer Academy House	1	Elm St	1750
NEW.150		1	Elm St	1750
NEW.162	Governor Dummer Academy Office Building	1	Elm St	1935
NEW.158	Governor Dummer Academy Faculty Housing	1	Elm St	1930
NEW.158	Governor Dummer Academy Faculty Housing	1	Elm St	1930
NEW.155	Governor Dummer Academy House	1	Elm St	1800
NEW.42		4	Forest St	1775
NEW.188	Byfield Snuff Company Sawmill		Forest St	1860
NEW.41		16	Forest St	1850
NEW.43	Goodrich, Oliver House	7	Forest St	1725
NEW.228		4	Green St	1935
NEW.903	Bay Road Milestone, Old		Green St	1720
NEW.225	Pettingill, Nicholas Blacksmith Shop	12	Green St	1767
NEW.222		18	Green St	1950
NEW.219	Little, G. House	26	Green St	1785
NEW.227		6	Green St	1935
NEW.224	Little House	14	Green St	1850

Inv. No.	Property Name	#	Street	Year
NEW.221	Burke House	20	Green St	1900
NEW.229		2	Green St	1935
NEW.226	Little, Dea. N. House	8	Green St	1825
NEW.223	Little Barn	16	Green St	1850
NEW.220		24	Green St	1950
NEW.217	First Parish Church of Newbury Parsonage	1	Hanover St	1872
NEW.218	Atkinson - Little House	5	Hanover St	1652
NEW.909	Hanover Street Bridge		Hanover St	1911
NEW.303	Ferry House	270	High Rd	
NEW.206		19	High Rd	1890
NEW.231	Sewall, Henry House	30	High Rd	1678
NEW.300			High Rd	1700
NEW.203		7	High Rd	1850
NEW.214	Little, N. House	37	High Rd	1825
NEW.239		8	High Rd	1711
NEW.211		31	High Rd	1925
NEW.236	Coffin, Tristram House	16	High Rd	1654
NEW.208	Newbury Town Hall and Police Station	25	High Rd	1904
NEW.233	Knight, Hale House	22	High Rd	1880
NEW.205	Toppan, Abraham House	11	High Rd	1915
NEW.230	Citgo Gas Station	34	High Rd	1940
NEW.216	Tucker, Rev. John House	36	High Rd	1746
NEW.202	Toppan, Dr. Peter House	5	High Rd	1697
NEW.213	Adams, H. S. House	35	High Rd	1870
NEW.238		10	High Rd	1940
NEW.210		29	High Rd	1950
NEW.235	Dame, Luther House	18	High Rd	1876
NEW.910	Parker River Bridge - High Road Bridge		High Rd	1930
NEW.207	Withington, Rev. Leonard House	21	High Rd	1843
NEW.232	Lunt, C. House	28	High Rd	1870
NEW.204		9	High Rd	1890
NEW.215	Short House	39	High Rd	1725
NEW.240	Swett, Stephen - Ilsley House	4-6	High Rd	1670
NEW.201		1	High Rd	1810
NEW.212	Woodbridge Grammar School	33	High Rd	1905
NEW.237		12	High Rd	1940
NEW.209	Newbury 5Cents Savings Bank	27	High Rd	1950
NEW.234	First Parish Church of Newbury	20	High Rd	1869
NEW.912	Kents Island Road Bridge		Kents Island Rd	1911
NEW.906	Larkin Street Bridge		Larkin St	1984
NEW.186	Byfield Snuff Company Mill #1		Larkin St	1804
NEW.305	Spencer - Peirce - Little House	5	Little's Ln	1670
NEW.306	Spencer - Peirce - Little Barn	5	Little's Ln	1670
NEW.307	Byfield Elementary School	11	Lunt St	1901
NEW.34			Main St	1840

Inv. No.	Property Name	#	Street	Year
NEW.34			Main St	1840
NEW.13			Main St	1850
NEW.45			Main St	1850
NEW.31			Main St	1850
NEW.67	Pearson, Benjamin House		Main St	1710
NEW.10			Main St	1850
NEW.24			Main St	1830
NEW.39	U.S. Post office - Byfield Center Branch	2	Central St	1870
NEW.20		109	Main St	1830
NEW.56	Riverview Farm		Main St	1775
NEW.36	Gospel Hall		Main St	1850
NEW.17			Main St	1850
NEW.50			Main St	1830
NEW.12			Main St	1850
NEW.44			Main St	1830
NEW.30			Main St	1850
NEW.66			Main St	1830
NEW.23			Main St	1870
NEW.187	Byfield Snuff Company Mill #2		Main St	1830
NEW.38			Main St	1870
NEW.19			Main St	1850
NEW.55	Pearson House		Main St	1750
NEW.35			Main St	1870
NEW.16			Main St	1850
NEW.46			Main St	1810
NEW.32			Main St	1850
NEW.70	Pearson Tavern		Main St	1725
NEW.11			Main St	1850
NEW.25			Main St	1830
NEW.65			Main St	1850
NEW.40			Main St	1840
NEW.22			Main St	1830
NEW.37		62	Main St	1850
NEW.18			Main St	1850
NEW.51			Main St	1850
NEW.164	Governor Dummer Academy Building		Middle Rd	1830
NEW.900	Bay Road Milestone, Old		Middle Rd	1708
NEW.185		123	Middle Rd	1750
NEW.911	Thorlay - Thurlow Bridge		Middle Rd	1858
NEW.180			Middle Rd	1750
NEW.901	Bay Road Milestone, Old		Middle Rd	1720
NEW.165	Hale - Boynton House		Middle Road	1764
NEW.2		21	Moulton St	1830
NEW.304	Seddon Tavern		Newbury Lower Green	
NEW.241	Newman House	1	Newman Rd	1800

Inv. No.	Property Name	#	Street	Year
NEW.913	White's Bridge		Newman Rd	1961
NEW.101		96	Orchard St	1750
NEW.102		168	Orchard St	1750
NEW.175			Orchard St	1750
NEW.301	Noyes, James House	7	Parker Rd	1675
NEW.302	Adams, Abraham House	8	Pearson Dr	1704
NEW.920	Plum Island Airfield - Wind Sock	24	Plum Island Tpk	
NEW.917	Plum Island Airfield - Sign Standard	24	Plum Island Tpk	1935
NEW.914	Plum Island Airfield - Asphalt Runway	24	Plum Island Tpk	1935
NEW.4	Plum Island Airfield - Workshop	48	Plum Island Tpk	
NEW.908	Wilkinson, Donald Bridge		Plum Island Tpk	1973
NEW.919	Plum Island Airfield - T Hangar Pads - Taxi Strips	24	Plum Island Tpk	1965
NEW.916	Plum Island Airfield - Signal Beacon Base	24	Plum Island Tpk	1926
NEW.916	Plum Island Airfield - Signal Beacon Base	24	Plum Island Tpk	1926
NEW.921	Plum Island Airfield - Aerodrome Site	24	Plum Island Tpk	1910
NEW.3	Plum Island Airfield - Cockpit Cafe	24	Plum Island Tpk	1935
NEW.918	Plum Island Airfield - Hangar Pads and Taxi Strips	24	Plum Island Tpk	1940
NEW.915	Plum Island Airfield - Grass Landing Strip	24	Plum Island Tpk	1945
NEW.5		56	Plum Island Tpk	1900
NEW.166			Scotland Rd	1775
NEW.1		77	South St Extension	1830
NEW.907	State Street Bridge		State St	1937

Source: Massachusetts Historical Commission

Housing



Newbury Master Plan

Introduction

Newbury is a small, growing community that still retains hints of its rural past, with traditional village centers surrounded by farms and scenic open space. It has become a desirable residential community in the late twentieth century, attracting residents due to its strong school system, rural character, natural beauty and proximity to Boston and the surrounding metropolitan area. New residential development, with modern subdivision streets and large homes, threatens to alter this historic development pattern.

Newbury's residents have expressed their desire to preserve the quaintness and beauty of Newbury's many villages, including Old Town, Byfield and Plum Island. The first two areas represent a classic New England village typology, with a relatively dense pattern of older homes surrounding a common green, with a small assortment of retail, churches and civic uses. Plum Island was once a seasonal village of modest vacation homes, but is now seeing growth with the conversion of units to year round occupancy. The agricultural and scenic open landscapes that surrounded these villages are also highly valued by its residents.

Newbury faces a number of challenges as it attempts to manage the future growth, including:

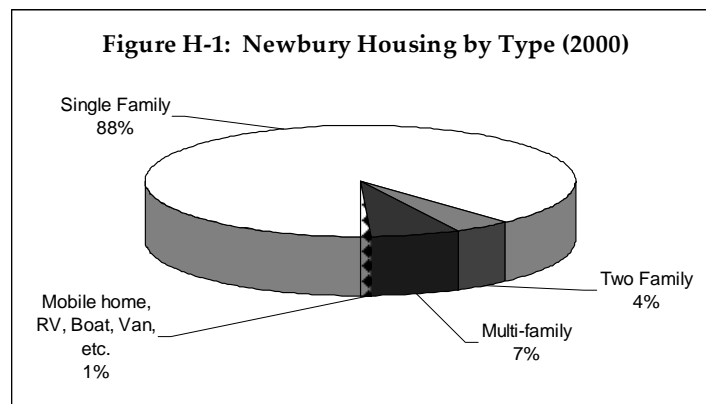
- **Managing the pace of growth:** Newbury has been one of the fastest growing communities in the Commonwealth over the past thirty years. Population and housing growth rates have been significantly higher than the state and regional rates. Accelerated growth burdens the Town's finances, increases school enrollments and threaten to change the character of the town as open lands are developed into housing and other uses.
- **Lack of diversity of housing choices:** Newbury's newer growth is predominantly large, expensive, single-family homes, situated on large lots. This type of growth is encouraged by the current one-acre zoning that is prevalent in the residential districts. Existing zoning generally does not encourage the development other types of development, including two family and multifamily units. This limits choices for those who cannot afford or do not desire large single family homes (i.e. young families and the elderly).
- **Affordability:** The cost of housing has increased to an historically high level. High housing costs, along with limited housing options, are making it prohibitive for some long-time residents to stay in Newbury past retirement. Adult children of residents also find it particularly difficult to find a decent, affordable first home in Newbury.

- **Chapter 40B compliance:** Currently, Newbury does not provide enough affordable housing under Massachusetts General Law 40B. This law allows developers to circumvent the local established zoning bylaws in towns that have not met the requirement that 10% of the year-round housing stock needs to be affordable. As only 3.6% of Newbury's housing stock is "affordable" under MGL 40B, the Town is susceptible to development projects that produce more housing than could be predicted by the zoning ordinance.

Housing Supply

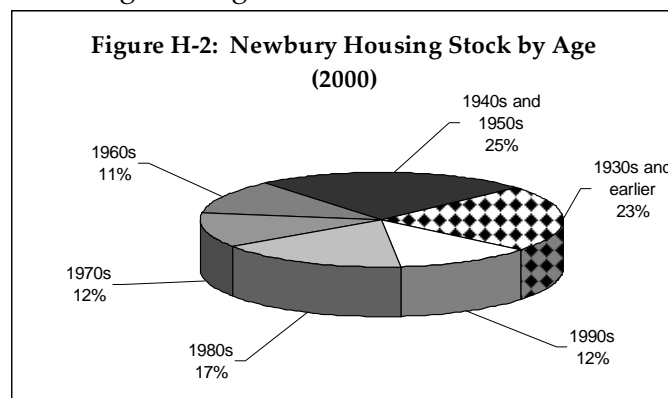
Types of Housing

Newbury is a community with a predominance of single family housing. Eighty-eight percent of homes in Newbury at the time of the 2000 US Census were single-family. The distribution of housing types is shown in Figure H-1. There were 2,816 housing units in the Town of Newbury in 2000. This represents a sixteen percent (16%) increase since 1990 (451 additional units).



Age of Housing Stock

Like other area communities, Newbury has seen a tremendous growth in its housing stock since the end of World War II. This is reflected in the age of the current housing stock. Over two-thirds of Newbury's housing stock has been built since 1950. Since that time, two spikes in housing production have occurred. During the nineteen fifties, sixteen percent (16%) of its current housing stock was constructed as the town became more accessible by virtue of the construction of I-95. During the 1980s, seventeen percent of its current housing stock was built as the Boston metropolitan area expanded to the North Shore. Newbury still has a sizable percentage of handsome, older homes, which contribute greatly to maintaining the character of the community. Twenty-three percent (23%) of the existing housing was built before 1940.



Size of Units

Houses in Newbury tend to be large. New construction of large housing has increased recently, as well as substantial rehabilitation to existing, smaller homes. As can be seen below in Table H-1, eighty-one percent (81%) of houses had five or more rooms, with the median house size being 6.2 rooms. Between 1990 and 2000, more structures with eight rooms or greater were added to the housing stock than any other configuration. Like many other communities throughout the Commonwealth, house sizes are getting larger and more expensive. It is also interesting to note that the number of three-room homes dropped by 50%, which suggests that homeowners have expanded homes that were once small. Town Assessor's data confirms these facts. Renovations have increased and almost all homes recently constructed in Newbury are quite large, exceeding 3,000 square feet in size.

Table H-1: Newbury Housing Size by Number of Rooms

# of Rooms	# Units (1990)	%	# Units (2000)	%	% Change (1990-2000)
1 room	8	0.3%	11	0.4%	27.3%
2 rooms	36	1.5%	62	2.2%	41.9%
3 rooms	204	8.6%	136	4.8%	-50.0%
4 rooms	273	11.5%	330	11.7%	17.3%
5 rooms	408	17.3%	444	15.8%	8.1%
6 rooms	523	22.1%	611	21.7%	14.4%
7 rooms	412	17.4%	453	16.1%	9.1%
8 rooms	270	11.4%	388	13.8%	30.4%
9 or more rooms	231	9.8%	381	13.5%	39.4%
Total Units	2,365	100.0%	2,816	100.0%	16.0%

Source: 2000 US Census of Population and Housing, Summary File 3 Table H23
1990 US Census of Population and Housing, Summary File 3, Table H016

Condition of Housing

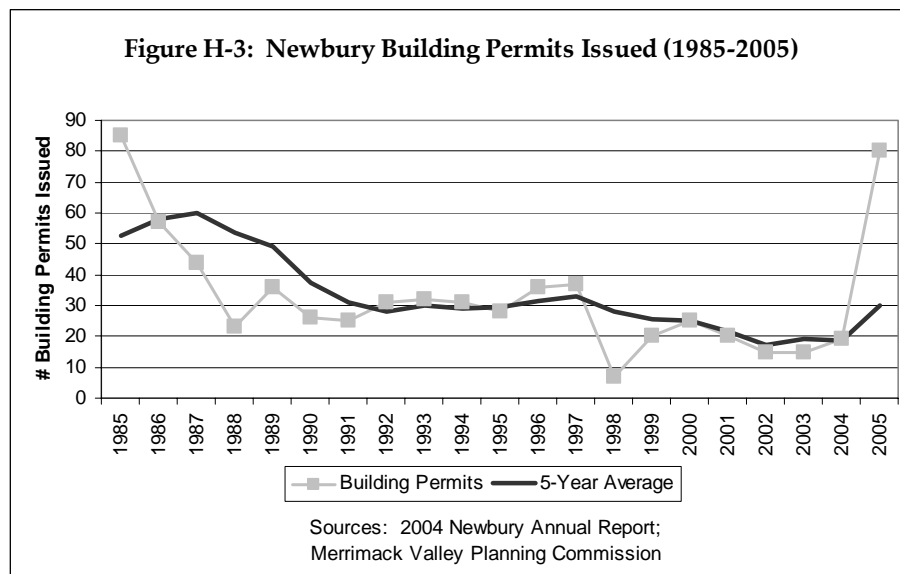
Newbury is a community of well-kept homes which are generally in good condition. Few homes are either vacant or in some way lack basic features or services. According to the 2000 US Census, 302 units or just 11.4% of the total housing units in Newbury are listed as vacant. However, most of those units (202 of them) are seasonal rental units, likely located on Plum Island. Only 0.4 percent of housing units lack telephone service. All of the housing units in Newbury have plumbing and complete kitchen facilities.

Housing Tenure

A vast majority of the homes in Newbury are owner occupied. According to the 2000 U.S. Census, seventy-nine percent (79%) of all the units in Newbury are owner-occupied units. Of the twenty-one percent of the units that are rental, over half can be classified as seasonal rentals, many found on Plum Island.

Housing Growth

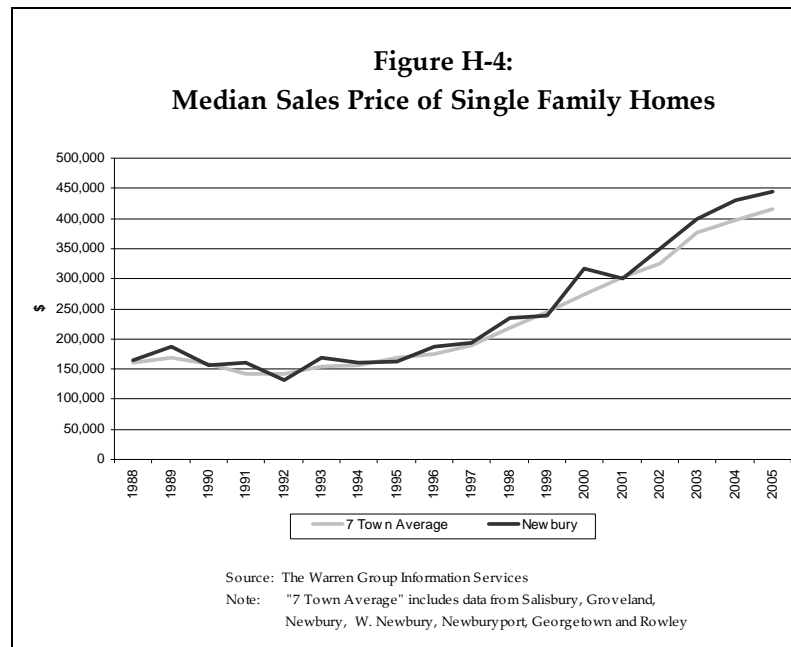
The growth of new housing units in Newbury has been consistent on a year-to-year basis. While the rate of growth has been predictable over the long run, the overall rate has decreased since the 1980s. During the early part of the 1990s, the Town issued on average 30 to 40 permits per year for new housing units. Since 1998, the Town has averaged 15 new building permits.



It is important to note that permits for major alterations and additions have consistently been double the rate of new building permits. Residents have been investing considerable resources to expand their homes. New buyers are also purchasing small homes and making major renovations.

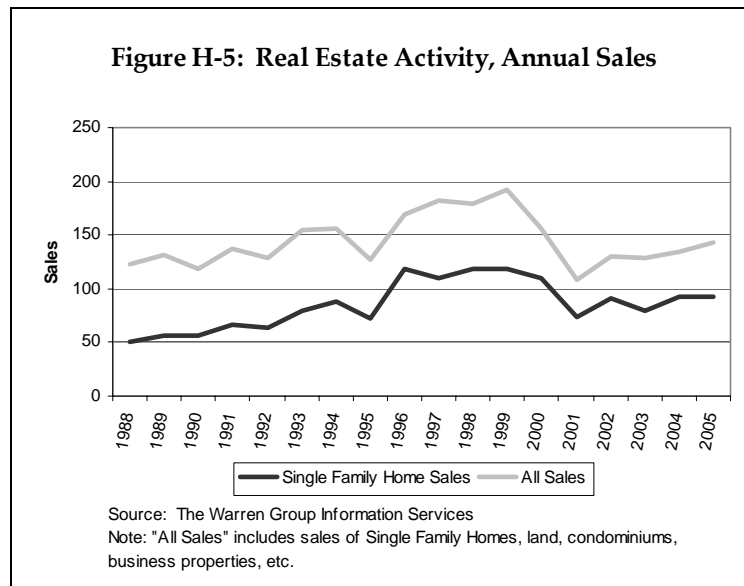
Housing Cost

The past ten years has seen a significant increase in the cost of housing in Newbury as well as the surrounding region. Since 1995, the median price of a single family home increased by 271% in Newbury and 247% in the region that includes Newbury and the surrounding towns. The median sales price of a single family home in Newbury increased to \$444,000 in 2005. This run up in housing costs is attributed in large part to historically low mortgage rates, which allow people to obtain ever-larger mortgages. Regional factors, such as the expansion of the Massachusetts economy in the late nineteen nineties helped to increase demand for housing as well as did the extension of commuter rail to the area. Restrictive land use regulations have also contributed to the increase, as large lot zoning and other development regulations have increased the cost of developing housing.



Local real estate brokers state that single family home sales have been quite brisk in recent years, despite rising prices (see Figures H-4 and H-5). The local market has averaged approximately 100 single-family home sales each year for the past decade. Newbury is one of a number of communities in the region that continues to attract buyers due to the community's natural beauty, strong school system and convenience to major highways. Expansion of commuter rail in nearby Newburyport has heightened the popularity of the towns along the rail line.

Newbury could be classified as a "trade-up" market. That is to say that Newbury is often the location for a homebuyer's second home purchase. According to local brokers, typical buyers tend to be couples who currently own a home and are looking to "trade-up" into the Newbury market, current Newbury residents who are seeking to upgrade into a larger home to accommodate a growing family or mature residents who are seeking a smaller home or a location closer to the ocean. What they all have in common is the equity accumulated in their first home, which allows them to buy in Newbury. The entry price points for homes, now exceeding \$300,000, are perceived to be too high for many young first time homebuyers. Without other housing options in Newbury, such as apartments or small condominiums, these buyers may be entirely shut out of Newbury.



Factors That Affect Supply

Zoning

Newbury is overwhelmingly populated by increasingly large, detached, single-family homes, situated on large lots. This should come as no surprise when one considers that Newbury's present zoning bylaw expressly seeks to create this type of development. The zoning ordinance discourages the construction of two family homes and doesn't allow any multifamily structures (structures with three or more units). The zoning bylaw requires a minimum of 40,000 square feet for each new lot created, which has effect of driving up the cost of development, which in turn causes developers to build ever larger homes to cover these development costs. The end result is a development pattern that threatens to undermine the current rural landscape. Suburbanization transforms open space and agricultural lands into single family home subdivisions, driving up the cost of homes, devouring open space and producing a uniform housing stock.

Single-family residential development is allowed in every zone. Of the Town's seven underlying zoning districts, four allow single family residential use as of right as a primary use, with the other three allowing single family homes only as an accessory use to a business. Two family residential uses are allowed in the Agricultural Residential district, with a minimum lot size of 80,000 square feet and in the Business and Residential Limited Business districts, with a minimum lot size of 40,000 square feet. Multifamily housing is not allowed in any of the districts, but is allowed if a developer seeks to utilize the Open Space Residential Development Bylaw.

Table H-2: Residential Zoning in Newbury

District Code	Zoning District	Land Area (acres)	% of Total
A-R	Agricultural Residential	15,688	95.99%
PR	Parker River Residential	20	0.12%
RL	Residential Limited Business	6	0.08%
B	Business	20	0.12%
	Total	15,714	96.19%

Development is also subject to specific regulation within designated Water Supply Protection Districts. Any development, which will render impervious 15% or 2,500 square feet of any lot, whichever is greater, must provide a system of groundwater recharge that does not degrade groundwater quality. The Board of Selectmen, in consultation with other town boards may provide a special permit.

All development within the Flood Plain District has to follow guidelines set in the Mass State Building Code which addresses Flood Plain Areas, wetlands protection regulations, Department of Wetlands Restriction (DEP), and the Minimum Requirements for the Subsurface Disposal of Sanitary Sewage (DEP). These regulations have had the effect of controlling the pace of growth in Newbury for the past decade.

In 2001, the Town passed an Open Space Residential Development Bylaw which has had some success at altering the current development pattern of large lot, single family subdivisions. The bylaw seeks to provide developers with flexibility to cluster homes, which would allow them to reduce costs, associated with building infrastructure and would preserve larger, contiguous open space areas. The bylaw also provides density bonuses for the creation of “over 55” housing, affordable housing and preserving additional open space.

The current zoning regime, over time, will not help to encourage the kind of growth that preserves the current character of the community. The Town will have to continue to seek changes to its zoning bylaw, with small alterations and more dramatic changes that could reinforce and achieve the goals the community has established.

EOEA Buildout Analysis

To help communities consider the impact that current zoning will have on the future development of each town, the Commonwealth of Massachusetts sponsored the creation of a set of buildout maps and analyses for all 351 cities and towns within the Commonwealth of Massachusetts. The maps and analyses depict currently developed and protected land within a community and what a community would look like if remaining undeveloped land was completely developed in accordance with local zoning. The impact of current zoning could be significant to the Town of Newbury.

According to the buildout analysis, it is projected that the Town of Newbury could add approximately 2,480 single-family house lots under the current zoning. This would eventually increase the population of Newbury by 6,769 people, adding approximately 1,091 students to the town and regional school system.

Much of the undeveloped land identified in the buildout analysis is concentrated in four major areas in Newbury, including:

- High Road/Route : 1A concentration of developable land exists along the rural stretch of Route 1A, among the active farms in the eastern portion of Town.
- South Newbury: A smaller area exists in the southern portion of Town, along Route 1 near Governor Dummer Academy.
- Scotland Road: A significant concentration of developable land sits on both sides of Scotland Road in the northwest portion of the Town.
- Orchard Street: Developable land exists along the northern and western sides of Orchard Street in the center of town.

All of these areas are rural, bucolic or wooded and represent memorable images of Newbury's past. *Unchecked development of these areas, likely to be populated with the kind of large single family homes that the current zoning encourages, would have a detrimental effect upon the community's overall character.*

The buildout analysis does not include the potential additional housing that could be created as a result of a 40B Comprehensive Permit project, nor does it reflect the additional market rate housing that would need to be created to accompany 40B units.

Chapter 40B

Chapter 774 of the Acts of 1969, also known as Chapter 40B of the Massachusetts General Laws, establishes a legal presumption of unmet housing needs when less than 10% of a community's year-round housing stock is affordable to households at or below 80% of median family income. As Table H-2 shows, only 3.6% of Newbury's housing stock qualifies as affordable under Chapter 40B. In communities that do not meet the 10% threshold the Zoning Board of Appeals must issue a comprehensive permit unless there is an unusual or compelling basis to deny one. A 40B project circumvents the normal Town permitting process, limiting the ability of the Town to predict the type and size of these development projects. Currently, Newbury is 167 subsidized units short of meeting the 10% goal. As a result, Newbury is susceptible to proposed developments that could utilize the comprehensive permit process.

Table H-2 shows that 6.7% of the housing units in Newbury and the surrounding towns qualify as affordable housing, as defined by the Mass General Laws Chapter 40B. Only one area town, Georgetown has met the 40B goal of having at least 10% of the housing stock affordable. . Newburyport leads the region in terms of total 40B units with 654. They appear well on their way towards achieving the 10% standard. Newbury ranks fifth out of the seven area towns in terms of percentage of total housing stock that meets

the 40B standard. In Massachusetts's suburbs, the average percentage of Chapter 40B units is 2.77%.

Table H-3: Affordable Housing in Newbury and Surrounding Region (40B)

Community	2000 Dwelling Units (year round)	Ch. 40B Units	% of Total	Units Needed for 40B Compliance
Georgetown	2,601	361	13.9%	0
Newburyport	7,717	654	8.5%	118
Salisbury	3,456	172	5.0%	174
Rowley	1,985	78	3.9%	121
NEWBURY	2,614	94	3.6%	167
Groveland	2,090	74	3.5%	135
West Newbury	1,414	26	1.8%	115
TOTALS	21,877	1,459	6.7%	

Source: Massachusetts Department of Housing and Community Development 40B Subsidized Housing Inventory, February 2006.

There are a number of ways for Newbury to meet the requirements of Chapter 40B, and therefore avoid becoming susceptible to projects that utilize a 40B comprehensive permit. However, depending upon the type and mix of unit built, the impact upon the physical landscape could be dramatically different. Options range from:

- **Development of 167 units of affordable rental housing:** Newbury would reach its 40B goal if 167 units of rental housing were to be developed. According to the regulations developed by the Massachusetts Department of Housing and Community Development, only 20% of these units need to actually be affordable (to households that earn 80% of the area median income).
- **Development of 670 units of owner-occupied affordable housing:** Chapter 40B requires that owner occupied housing that is created as part of a 40B comprehensive permit is not concentrated in only one development. No more than 25% of any homeownership project can be made up of affordable units. Therefore in addition to the required 167 units to meet the 10% affordable housing threshold, 503 market rate units must accompany the affordable units.
- **Acquire 167 units of housing and convert them to deed restricted affordable housing:** Theoretically, Newbury could acquire existing housing units, convert them to affordable units and meet the 10% affordable housing threshold. Although a remote possibility, this strategy would increase the stock of affordable housing without adding any new development. If it were possible, this strategy could retain the character of the community that could potentially occur with large-scale 40B developments.
- **Meet the statutory goal to create affordable housing on sites that occupy 1.5% of the total land area in Newbury:** The Town of Newbury can also gain the right of appeal of 40b projects if low and moderate income housing exists on sites

comprising at least 1.5% of the municipality's total land area zoned for residential, commercial, or industrial use. Calculations completed by the MVPC indicate that 1.5% of the land area in Town (after open space exemptions) represents 94 acres.

- **Develop and adopt an affordable housing plan obtain certification of the plan by the Mass Department of Housing and Community Development (DHCD):**

Newbury can stave off 40b projects if it demonstrates that it is mobilizing to achieve compliance with Chapter 40b and making progress. Once an affordable housing plan is developed, Newbury can request certification of compliance with the approved plan by demonstrating an increase in low and moderate income housing units within one calendar year of at least $\frac{3}{4}$ of one percent (.75%) of total year round housing units (based on the 2000 Census) pursuant to the plan.

In a certified municipality, decisions by the Zoning Board of Appeals (ZBA) to deny or approve with conditions comprehensive permit applications would be deemed “consistent with local needs” under MGL Chapter 40B for a one year period following certification that it has produced .75% of total housing units or two years if it has produced 1.5% of total housing units pursuant to the approved plan.

Compliance for one year would mean 20 rental units or 78 owner-occupied units.

Understandably, Newbury is concerned about the impacts that a large 40B project could have on the community's character and municipal finances. Each of these options represents a varying degree of potential impact upon Newbury. In order for Newbury to keep control of its development future, the Town must begin to address the issue of affordable housing.

Housing Demand

The area including Newbury and the surrounding towns has become one of the most desirable places to live in Massachusetts. Desire for excellent access, proximity to commuter rail, beautiful local landscapes and excellent schools have translated into population growth rates that are consistently higher than the state average.

Regional Population and Household Trends

The population continues to grow at a rate faster than the state average for every community in the area surrounding Newbury. However, when predicting demand for housing, a more important trend to follow is the growth rate of households. Nationwide, household growth rates have risen faster than the population due to the fact that household size is decreasing. The rise of single parent households, the increase in couples who choose not to have children and longer life expectancy all contribute to reduce the average household size, nationally.

Table H-4: Comparison of Population, Households and Families

	Newbury	Essex County	Massachusetts
Population	6,717	723,419	6,349,097
Households	2,514	275,419	2,443,580
Families	1,815	185,094	1,576,696
% Families per households	72.2%	67.2%	64.5%
Average household size	2.66	2.57	2.51
Households with people > 65	549	70,487	604,481
% Households with people > 65	21.8%	25.6%	24.7%
Households with people < 18	955	96,922	804,940
% Households with people <18	38.0%	35.2%	32.9%

Source: 2000 US Census of Population and Housing, Summary File 1 Tables P1, P15, P17, P19, P23, P31

Table H-5: Population, Households and Housing Units Trends

	Newbury	George town	Grove land	Newbury port	Rowley	Salisbury	West New bury	7 Town Area
Population								
1990	5,623	6,384	5,214	16,317	4,452	6,882	3,421	50,283
2000	6,717	7,377	6,038	17,189	5,500	7,827	4,149	56,797
% change	19.5%	15.6%	15.8%	5.3%	23.5%	13.7%	21.3%	13.0%
Households								
1990	2,060	2,178	1,770	6,754	1,507	2,522	1,126	19,907
2000	2,514	2,566	2,058	7,519	1,958	3,082	1,392	23,089
% change	22.0%	17.8%	16.3%	11.3%	29.9%	22.2%	23.6%	16.0%
Average Household Size								
1990	2.65	2.98	2.95	2.34	2.92	2.64	2.98	2.64
2000	2.66	2.87	2.93	2.24	2.77	2.53	2.98	-
% change	0.5%	-3.8%	-0.5%	-4.2%	-5.0%	-4.3%	-0.2%	-
Housing units								
1990	2,365	2,219	1,813	7,400	1,573	4,040	1,147	22,547
2000	2,816	2,616	2,096	7,897	2,004	4,156	1,423	25,008
% change	19.1%	17.9%	15.6%	6.7%	27.4%	2.9%	24.1%	10.9%

Source: 2000 US Census of Population and Housing, Summary File 1 Tables P1, P15, P17, H1 1990 US Census of Population and Housing, Summary File 1, Tables P001, P003, P016, H001

Population by Age

The age distribution of Newbury's population has important implications for the future demand for housing. Following national trends, the aging of the Baby Boom generation (shown in Table H-6 as the cells in bold) continues to change market dynamics. Currently, Newbury's largest age cohort is the 30-39, 40-49 and 50-59 age groups, roughly corresponding to the age of the Baby Boomers. By 2020, growth in residents between the ages of 60 and 80 is expected to increase by almost 200%. This cohort is expected to age and stay in Town, increasing future demand for different housing types to accommodate this age group.

Table H-6: Population Trends and Projections by Age

Age Group	1980 Census	1990 Census	2000 Census	2010 MISER Projection	2020 MISER Projection	Population Growth (2000-2020)
0-9	649	844	945	819	923	-2.3%
10-19	775	718	994	1,058	930	-6.4%
20-29	652	583	391	622	670	71.4%
30-39	798	1,101	1,098	693	1,108	0.9%
40-49	465	1,003	1,355	1,346	855	-36.9%
50-59	491	482	974	1,370	1,366	40.2%
60-69	358	458	447	932	1,317	194.6%
70-79	253	305	347	371	786	126.5%
80-89	77	113	143	167	186	30.1%
90+	11	16	23	28	36	56.5%
Total	4,529	5,623	6,717	7,406	8,177	21.7%

Sources: 1980, 1990, 2000 US Census of Population;
MISER "Mid" Population Projections

Note: Generalized "Baby Boom" cohort is shown in **bold** typeface.

Income of Newbury Residents

Newbury has attracted a high-income residential population. As is presented in Table H-7, the median household income of Newbury residents is almost 50% higher than the Essex County and Massachusetts median. Over 29% of households earn in excess of \$100,000 annually, compared with 19% in Essex County and 17.9% in Massachusetts.

Table H- 7: Household Income Distribution: Newbury, Essex County and Massachusetts

	Newbury	Essex County	Massachusetts
Less than \$24,999	15.2%	24.1%	24.5%
\$25,000 to \$49,999	16.1%	24.2%	24.9%
\$50,000 to \$74,999	18.8%	19.6%	20.1%
\$75,000 to \$99,999	20.7%	13.1%	12.8%
\$100,000 to \$149,999	15.1%	11.6%	10.9%
\$150,000 to \$199,999	8.1%	3.6%	3.3%
\$200,000 or more	5.9%	3.8%	3.5%
Median household income	\$74,836	\$51,576	\$50,502

Source: 2000 US Census of Population and Housing, Summary File 3, Tables P52, P53

Housing Affordability

Despite its relative high income level of its residents, the rising cost of housing in Newbury has priced many out of the housing market. Large lot zoning has driven the size and sale price of new construction to levels that are unaffordable to most. People who grew up in Newbury find it very difficult to find suitable housing in Newbury. A limited stock of rental housing, locally and regionally, further limits the housing options for many. Low-income renters and the elderly are particularly affected by the current housing market.

Measures of Affordability

Many housing policy analysts define affordable homes as those that are affordable to its owners if their monthly housing costs – a mortgage payment, property taxes, and house insurance – are equal to or less than 30% of their monthly gross income. Similarly, a rental apartment is considered affordable to tenants if they pay 30% of their gross monthly income, or less, for rent and utilities. Under these criteria, "affordable housing need" exists when households pay more than 30% of their gross income for housing costs.

As shown in Table H-8 below, 28% of Newbury residents with a mortgage spend more than 30% of their income on housing costs. This figure is lower than most of their neighbors, but is greater than the metropolitan Boston rate. Over 40% of Newbury renters spend more than 30% of their income on housing, a regional high mark. According to the US Census of 2000, 23.4% of all homeowners and 36.9% of renters in the Boston metropolitan area qualify as in need of affordable housing.

Table H-8: Housing Affordability for Homeowners

Community	Owner occupied housing units with mortgages	# households where housing costs exceed 30% of income	% of Total
Newburyport	2,974	1,055	35.5%
Salisbury	1,092	368	33.7%
Rowley	1,035	335	32.4%
Groveland	1,302	368	28.3%
NEWBURY	1,395	390	28.0%
Georgetown	1,726	479	27.8%
W. Newbury	851	207	24.3%
Total	10,375	3,202	30.9%

Source: 2000 US Census of Population and Housing, Summary File 3, Table H98

Home Ownership Affordability

Persons seeking to buy a home in Newbury seek a challenge finding housing that is affordable. As is shown in Table H-9, a household earning the median income of \$74,836 that spends no more than 30% of its income on housing could afford to purchase a \$319,850 home. This is \$124,150 short of Newbury's current median single family home sales price. Current prices make it exceedingly difficult for first-time homebuyers to even consider purchasing a home in Newbury. The affordability gap in Newbury is the third highest in the region, trailing only neighboring Newburyport and Rowley.

Table H-9: Prospective Homeowner Affordability: Newbury and Surrounding Towns

	Median Household Income (1999)	Afford- able Mortgage	Typical Down Payment 5%)	Afford- able Home Price	Median Single Family Home Sales	Housing Afford- ability Gap
Georgetown	\$76,260	\$309,639	\$16,297	\$325,936	\$400,000	\$(74,064)
Groveland	\$69,167	\$280,839	\$14,781	\$295,620	\$375,000	\$(79,380)
W. Newbury	\$92,828	\$376,910	\$19,837	\$396,740	\$482,500	\$(85,753)
Salisbury	\$49,310	\$200,214	\$10,538	\$210,750	\$322,500	\$(111,749)
NEWBURY	\$74,836	\$303,857	\$15,992	\$319,850	\$444,000	\$(124,150)
Rowley	\$62,130	\$252,267	\$13,277	\$265,540	\$432,500	\$(166,956)
Newburyport	\$58,557	\$237,759	\$12,514	\$250,270	\$450,000	\$(199,727)

Source: 2000 US Census of Population and Housing, Summary File 3, Tables P52; The Warren Group Information Services

Notes: Affordable Mortgage based borrowing 95% of the home price, 6.25% fixed interest rate, and 30 year loan. Affordable Home Price the sum of the Affordable Mortgage plus the Typical Down Payment of 5%.

Renter Affordability

The data suggests that prospective renters would have a difficult time finding an apartment in Newbury. As can be seen in Table H-10, none of the 489 rental units in Newbury were vacant in 2000. The situation is similar throughout the region with two exceptions: Newburyport and Salisbury. In addition, Newbury renters pay the greatest percentage of their income towards housing costs in the region, a figure that almost meets the 30% housing affordability threshold.

Table H-10: Comparison of Renter Income and Rents by Community

Community	Renter Occupied Units	Median Renter Household Income	Median Gross Rent	Median gross rent as a % of household income	Vacant Rental Units	Median rent asked for Vacant Units
Georgetown	350	\$15,972	\$515	26.3%	9	950
Groveland	282	\$25,804	\$566	26.4%	0	0
NEWBURY	489	\$25,375	\$697	29.7%	0	0
Newburyport	2511	\$37,648	\$764	23.7%	135	861
Rowley	449	\$30,197	\$819	24.3%	0	0
Salisbury	968	\$36,543	\$704	22.8%	320	719
West Newbury	98	\$48,125	\$826	25.1%	5	592

Source: 2000 US Census of Population and Housing, Summary File 3, Tables H64, H69

The increased desirability of Plum Island as a place for year-round residents has further limited housing options for renters. Plum Island has in the past provided the main source of rental housing in Newbury, particularly in the off-season. In recent years, buyers have converted once-modest vacation dwellings, systematically upgrading and expanding these units into year-round housing. This has further restricted the limited the supply of rental property in Newbury.

Other Gaps in the Housing Continuum

Not surprisingly, low, very low and extremely low-income households would have a difficult time finding a home in Newbury that they could afford. As Table H-11 on the next page indicates, very few homes in Newbury are affordable enough to allow a typical family of four in the Boston Metro area earning \$62,650 to purchase. There are only three homes in Newbury that a family of four earning \$40,400 could afford to purchase.

It is important to note that Newbury's housing stock would be unaffordable to nearly 40% of Newbury's *current* residents, based on current household incomes.

Table H-11: Housing Affordability by Income Class

Boston Primary Metropolitan Statistical Area	Income Level	Affordable Purchase Price	Newbury Homes that meet the "Affordable Purchase Price"	% of Single Family Homes that Meet "Affordable Purchase Price"
Area Median Income (AMI) (Family of 4)	\$82,600	\$353,033	398	17.5%
80% of AMI ("low-income") (Family of 4)	\$66,150	\$282,725	79	3.5%
50% of AMI ("very low-income") (Family of 4)	\$41,350	\$176,730	3	0.1%
30% of AMI ("extremely low-income") (family of 4)	\$24,800	\$105,995	0	0.0%

Sources: HUD 2005 Boston Metro Income Limits, 2004 Newbury Assessor's Data

Note: Assumes Income figures for a family of four

Elderly Renters

Newbury's elderly renters, classified as those aged 65 and over, are more likely to be burdened by their housing costs than their contemporaries in neighboring towns. Over 57% of Newbury's elderly renters pay more than 30% of their income toward housing, a rate which exceeds every other area town and is 58% higher than the average of Newbury and the surrounding towns.

Table H-12: Elderly Rental Affordability by Town

Municipality	Renter Occupied Housing Units: Age 65 and over	Residents Age 65 and Over Paying More than 30% of Income Towards Rent	%
NEWBURY	170	97	57.1%
Groveland	80	41	51.3%
Georgetown	174	70	40.2%
Rowley	123	48	39.0%
Salisbury	163	54	33.1%
Newburyport	554	183	33.0%
West Newbury	10	0	0.0%
7 Town Average	1,274	493	38.9%

Source: 2000 US Census of Population and Housing, Summary File 3, Tables H14, H71.

Low Income Renters

Rental housing affordability is a particular challenge to low income renters in Newbury. As Table H-13 indicates, over 58% of low-income renters pay in excess of 30% of their income toward housing costs. Newbury's rate is the highest in the region.

Table H-13: Low Income Renters' Affordability by Town

	Total Low income renters	Low income renters where gross rent is greater than 30% of income	%
NEWBURY	325	189	58.2%
Groveland	225	110	48.9%
Georgetown	273	123	45.1%
Salisbury	652	283	43.4%
Rowley	336	139	41.4%
Newburyport	1,691	636	37.6%
West Newbury	52	19	36.5%
7 Town Average	3554	1499	42.2%

Source: 2000 US Census of Population and Housing, Summary File 3, Table H73

Disabled Population

Eight hundred and forty-nine people of all age groups are listed as having a disability in the 2000 Census, representing 12.6 percent of the population. While the bulk of the disabled are found in the 21 to 64 year old age grouping, older people (persons 65 and over) are especially prone to suffer some sort of disability. (Disability is defined as encompassing both physical and mental impairments.) This population should be considered as part of the Town's future strategy to address affordable housing in Newbury.

Current Affordable Housing Initiatives

The Town of Newbury has recently begun to develop strategies to increase the amount of affordable housing in Town, in particular to increase the 10% threshold required by MGL 40B. The Town has passed incentive zoning to encourage the production of affordable housing and is considering an accessory apartment ordinance. These initiatives, on their own, will not be enough to allow the town to meet its 10% affordable housing obligation.

Town Initiatives

Open Space Residential (OSRD) Bylaw

In 2001, the Town of Newbury passed the Open Space Residential Development Bylaw, which encourages a less sprawling and more efficient form of development. It allows a developer greater flexibility and creativity in the design of residential subdivisions of four or more lots. While the bylaw's primary intent is to preserve open space and encourage a less sprawling type of development, it also provides incentives in the form of a density bonus for the creation of affordable housing. For every one unit of affordable housing created, a developer may build one additional dwelling unit beyond what is allowed by zoning. While the bylaw has been welcomed by the Planning Board and other residents as an important tool to preserve open space, no units of affordable housing have yet been created. The density bonus apparently does not provide a compelling incentive for developers to create affordable units.

Accessory Apartment Bylaw

The Planning Board is currently contemplating a bylaw to encourage the development of accessory apartments. The bylaw would allow accessory apartments by special permit within single family properties in the Agricultural Residential and Parker River Residential District. Although the bylaw in its current form would not result in any housing qualified as affordable under 40B, it would help to broaden housing options for family members of Newbury residents. These units could qualify if they gain approval under the Commonwealth's Local Initiative Program (LIP).

Newbury/Newburyport Housing Rehab Program

Newbury recently collaborated with the City of Newburyport to the Department of Housing and Community Development to expand a housing rehabilitation program run by the Newburyport Planning Department. The program provides funds to income-eligible homeowners to renovate their homes.

Regional Initiatives

North Shore HOME Consortium

The North Shore HOME Consortium is a regional organization comprised of twenty-seven Massachusetts communities stretching from the Merrimack Valley through the North Shore. The Consortium's primary goal is the development of affordable housing for low – and moderate – income households within its member communities. Funds available through the HOME Program are used to provide assistance to low –and moderate- income households. The funds may be used in the following ways:

- to assist in acquiring housing; (homebuyer assistance programs)
- to rehabilitate existing housing
- to construct new affordable housing
- to provide rental assistance to tenants

The City of Peabody is acting as the lead community of the Consortium under the federal Housing Investment Partnerships Program (the HOME Program). In this role, Peabody has taken the responsibility for administering the HOME Program for this region. The Consortium works in close cooperation with public officials from its member communities, and with non-profit organizations whose clients are impacted by the need for affordable housing. Moreover, the members of the Consortium continue to welcome comments from interested citizens and to encourage their participation in the Consortium's decision making. Newbury is the only community in northeastern Massachusetts that is not a member of the Consortium.

Mass Housing Partnership Soft Second Loan Program

The SoftSecond™ Loan Program assists first time homebuyers to finance the purchase of a home. Working with participating banks, the program combines a conventional first mortgage with a subsidized second mortgage to help qualified low and moderate-income families purchase their first home. MHP suggests the following steps for a community to become eligible:

- Find a source of public funds to subsidize the interest on the second mortgage. Most communities secure funding through the Department of Housing and Community Development (DHCD). Also, HOME funds from the North Shore HOME Consortium may also be used to support local Soft Second programs. MHP will assist communities in securing these public funds needed to initiate a local program.
- Talk to banks in your community about the program and enlist their support.
- Work with MHP to get your program up and running. MHP is prepared to support the program's operation and to ensure that each loan closing is consistent with the program documents and guidelines. MHP has put together a program manual that contains all the materials necessary for the administration of the Soft Second Loan Program

Non-Profit Affordable Housing Developers

There are a number of not-for-profit organizations operating in the North Shore and the Merrimack Valley, which strive to create affordable housing projects. These organizations utilize private donations as well as state and federal funding sources to subsidize units in projects of all sizes and types. None of these groups is actively working on projects in Newbury.

Goals and Recommended Strategies

The residents of Newbury have expressed their desire to preserve open space, guarantee a diversity of housing types, and in general, keep the town a pleasant place to live. Preserving community character is of utmost importance.

There are a number of strategies that can be implemented by the Town and its residents to ensure that residential growth occurs in a manner that contributes to the enhancement of Newbury's character. Overall, growth is intended to be directed towards the historic village centers of Byfield and Upper Green/Old Town and to create a new center along Route 1. Also, Newbury recognizes that it must make strides towards achieving compliance with Chapter 40B.

Strategies are generally numbered in order to correspond to the Housing Goals. However, many of these strategies address a number of goals. For example, the concepts of strengthening village centers and creating a new TOD district near the Route 1 rotary addresses a number of housing and economic development goals.

Newbury and its residents maintain a long tradition of Yankee individuality. Many residents are concerned that increased regulation of all kinds threatens individual property rights. Proposed changes to local housing and land use regulations can produce significant public benefits; however it must not restrict the ability of residents to maintain control over their private property, especially when that property constitutes a "retirement account" for its owner.

All proposed programs and bylaws should be thoroughly studied to ensure that unintended consequences do not arise. A transfer of development rights program, if implemented well, is one example of a strategy which specifically seeks to preserve the value of property and still reshape development outcomes.

Goal #1: Encourage diversification of the housing stock

The current zoning regime has contributed to a housing stock dominated by large single family homes on large lots. Continuation of this trend can create a sterile built landscape and population that is homogeneous. Housing development should provide a broad mix of housing types, styles and options, including both condominiums and apartments, two-family homes and in-law apartments, which all can provide realistic and affordable options for Newbury residents of all income levels, family sizes and ages. It is envisioned that existing and new village developments could accommodate many of these new housing types in an attractive and efficient manner.

Strategy 1.1 Adopt an Accessory Apartment Bylaw

The Planning Board is currently drafting this bylaw. The Board could consider enhancing this bylaw by allowing, by right, accessory apartments, which create deed-restricted affordable housing. Units would qualify under the Commonwealth's Local Initiative Program (LIP) and contribute as 40B units if they:

- Serve low and moderate income people;
- Carry an affordability period of at least 30 years, and;
- The owner agrees to be subject to equal housing opportunity guidelines established by the Department of Housing and Community Development

Strategy 1.2 Develop a program to convert single family homes to deed restricted affordable housing

There are approximately 155 homes in Newbury with an assessed value of \$250,000 or less. The Town should consider purchasing modest homes, "buying down" the cost of the home and affixing an affordable housing deed restriction. The Town could use funds generated from a CPA Fund or Town Foundation Fund described in Strategy 1.4 to accomplish this.

Strategy 1.3 Study the creating of an Inclusionary Zoning Bylaw

Inclusionary Zoning is a land use tool that either requires builders of eligible residential projects to set-aside a portion of housing units in a development for low- or moderate-income households or provides incentives for them to do so voluntarily either off-site or through other mechanisms. Inclusionary Zoning requirements primarily trade off developments with higher-density for the development of affordable housing.

Inclusionary Zoning is typically triggered by a set unit threshold in a development, for example when a developer proposes to build 8 or more units in a specific district or town-wide, at least 10% of those units must be reserved as affordable. Affordability can be defined based upon local needs and designed to be flexible to accommodate changes in local needs. For example the City of Boston mandates a set-aside of units for households earning between 80-120% of the median income or middle-income families.

Note: See Land Use Strategy 5.4

Strategy 1.4 Consider Incentive Zoning in the Village Centers of Byfield, Upper Green/Old Town and the Little River Transit Village

More frequently seen in local By-Laws is Incentive Zoning. In these cases, density bonuses or similar incentives are granted for a developer to

provide affordable housing as a condition of the special permit being granted. Chapter 40A, Section 9 authorizes Incentive Zoning. Density increases are the most common incentive to developers. Others include financial off-sets, reduced parking requirements, and relaxed height restrictions. This tool would be most appropriate at part of a strategy to strengthen the village centers of Byfield and Upper Green/Old Town or the proposed Little River Transit Village.

Strategy 1.5 Study the creation of a Newbury Charitable Fund or Community Preservation Act (CPA) Fund to support affordable housing efforts

The Town needs to create a trust fund which could help to support activities that lead to the creation of affordable housing. Two likely options include the creation of a Town Foundation Fund which would accept voluntary contributions or a Community Preservation Act (CPA) fund.

The Town is currently exploring the feasibility of creating a Newbury Charitable Fund. This study should be advanced. The fund should require that a portion of the proceeds be used to support affordable housing.

The Community Preservation Act allows communities to create a local Community Preservation Fund in the municipality to be used for funds through a surcharge of up to 3% of the real estate tax levy on real property for open space, historic preservation and low and moderate housing. The Community Preservation Act (CPA) is an innovative tool for communities to address important community needs. Once adopted locally, the Act would require at least 10% of the monies raised to be distributed to each of three categories: historic preservation, open space protection and low and moderate income housing, allowing the community flexibility in distributing the majority of the money for any of the three categories as determined by the community.

The CPA is the most attractive and available tool to help the community fund many of the strategies outlined in this report. The Town can study ways to avoid placing unneeded burden on resident taxpayers. The CPA allows communities to exempt the elderly and the first \$100,000 of assessed value when calculating the CPA fee.

Strategy 1.6 Encourage the permitting of two-to-four-unit structures by special permit, with a review process to ensure that look like single family homes

Allowing smaller, multifamily developments distributed throughout town can increase the stock of alternative types of housing without dramatically increasing housing density. This housing could be for sale or for rent and should include a provision for creating affordable housing. Review by special permit could ensure that proper design is achieved, that is consistent with the community's vision.

Goal #2: Encourage housing development which preserves natural and cultural resources

Newbury residents highly value the natural and cultural resources found in town. New housing development should make every effort to preserve and protect open areas to keep Newbury's natural environment thriving and community character intact. New development should not threaten existing water resources or stress existing water supplies. This can be accomplished both on a small scale (single lot) and community-wide, by:

- Encouraging flexible development regulations which seek to preserve critical natural resources;
- Focusing new housing development toward existing and planned villages and away from rural areas.

Strategy 2.1 Investigate the feasibility of the Little River Village

Newbury is working with the City of Newburyport to study a proposal to create a transit-oriented development (TOD) around the train station on the Newbury/Newburyport municipal line. The TOD proposal would concentrate housing and commercial activity near the station at densities similar to what is found in downtown Newburyport. Newbury should study the possibility of seeking to replicate this vision in the Industrial and Commercial Highway zone along Route 1. The Town should begin discussions with officials from Newburyport and collaborate on a coordinated vision for this area. Conceptually, the new district would:

- Be concentrated near the rotary along Route 1 and include the current Industrial and Commercial Highway districts;
- Allow commercial uses, retail uses and limited, clean industrial uses, and multifamily housing; housing densities should approach 8 units per acre;
- Could provide the opportunity for attractive rental housing and convenient location for elderly housing; and

- Utilize a Transfer of Development Rights program, the development rights from rural areas could be sold to developers considering higher density projects in the new district.

Note: See Land Use Strategy 1.1

Strategy 2.2 Investigate the Creation of a Transfer of Development Rights Program (TDR)

Transfer of Development Rights (TDR) programs use market forces to simultaneously promote conservation in high value natural, agricultural, and open space areas while encouraging smart growth in developed and developing sections of a community.

TDR involves severing some or all rights to develop a particular piece of property and transferring those rights to a different piece of property. This process results in moving whatever might have been built on one parcel to a different parcel. The transfer is permanently recorded on the sending property's deed. TDR is discussed in greater detail in the Land Use section of this plan.

Note: See Land Use Strategy 1.2

Strategy 2.3 Work with local conservation groups and land trusts to identify sites for limited development of open space

Limited development is a strategy for preserving open land by developing only a small portion of a larger site. As a conservation strategy, limited development is typically used to subsidize the preservation of open space. In the context of affordable housing, the goal is to minimize the cost of the housing by shifting—or splitting—the land cost with a conservation organization. When opportunities exist to work with land trust to acquire sites, the Town may consider limited development with affordable units.

Goal #3: Support and Expand Opportunities for Affordable Elderly Housing

The demand for elderly housing is expected to grow substantially over the next 20 years. Newbury should encourage new opportunities to accommodate its aging population to meet this anticipated need. Encouraging new rental housing and even assisted living facilities can help to ensure that there are real options for aging residents who wish to remain in Newbury. Elderly housing should be focused in areas where other services, amenities and transportation options already exist or are planned. While the marketplace is poised to meet the need for age-restricted housing (over-55), these developments cater to affluent consumers and can not provide realistic options for the elderly on fixed incomes.

Strategy 3.1 Evaluate changes to the Zoning Bylaw to accommodate alternative residential options for the elderly

In order to accommodate the emerging needs of Newbury's maturing population, the development of alternative residential programs such as life-care, assisted living or congregate living should be encouraged. Newbury should evaluate different programs for providing elderly housing and amend the Zoning By-law to allow this type of development.

Goal #4: Expand the Stock of Affordable Housing for Families

Residents recognize the importance of providing affordable housing options for Newbury's families and elderly. Newbury will strive to comply with the intentions of M.G.L.40B, which sets a goal of maintaining 10% of a community's housing stock as affordable. Failure to comply with M.G.L. 40B threatens the Town's ability to shape growth in a way that maintains and enhances the character of the community. Non-compliance reduces the town's ability to reject development which does not meet other town objectives. Achieving compliance will allow Newbury to articulate its own vision for the future.

Strategy 4.1 Establish a Newbury Housing Partnership/Task Force.

A permanent, active housing organization can help raise public awareness of housing issues, identify specific needs and opportunities, and access valuable professional assistance through the Massachusetts Housing Partnership. The partnership can help keep the Town on track as it begins to make progress towards achieving compliance with Chapter 40B. The Partnership can begin as a study committee and advance to a more formal organizational structure that can receive grant funds, purchase property and even develop new housing.

Strategy 4.2 Encourage Town-sponsored "Friendly 40B" projects

The Town should identify specific sites where it would like to see 40B developments. Sites which would accommodate density should be priorities for 40B developments, like the areas around the village centers of Byfield, Upper Green/Old Town and especially near the Route 1 Rotary, where planning is already underway.

Strategy 4.3 Complete and Submit a Housing Productivity Plan to the Department of Housing and Community Development

The first step in achieving compliance with MGL 40B is the completion of a Housing Productivity Plan. Much of the information required for a Housing Productivity Plan is included in this section. The information should be reformatted and prepared for submission to the Commonwealth.

Strategy 4.4 Join the North Shore HOME Consortium

Newbury is currently the only community in the North Shore, which is not part of the regional HOME consortium. Membership in the Consortium makes the community eligible to obtain Federal HOME funds to implement programs and projects that lead to the creation of affordable housing. Membership will also allow the Town to network with housing advocates, developers and consultants that could help assist the town achieve its affordable housing goals.

Economic Development



Newbury Master Plan

Introduction

Newbury is a seacoast town located in the northeast corner of Massachusetts, 45 minutes north of Boston and south of the City of Newburyport and Coastal New Hampshire. One of the earliest settlements in America, Newbury has a long tradition of an economy based upon its relationship with the land and the sea. This continues to this day.

Newbury remains a semi-rural town with strong ties to its heritage of shell fishing and agricultural. It has become a desirable residential community in the late twentieth century, attracting residents due to its strong schools, rural character, natural beauty and proximity to Boston and the surrounding metropolitan area. Newbury has emerged as a desirable bedroom community.

Newbury hosts a limited amount of business and industry. Concentrations of industry are limited to areas adjacent to the major roads running through town. A small sector of home-based businesses is growing within Newbury. Perhaps Newbury's greatest contribution to the regional economy is its highly educated residents, who help meet the region's needs for highly skilled employees.

The residents of Newbury do not want to see substantial new commercial development town-wide. However, there is a willingness to see the development of a new retail and commercial center, mixed with housing, along Route 1 near the rotary and commuter rail station. There is also support for taking steps to support small-scale service and retail businesses within the historic town villages of Byfield, Old Town/Upper Green and Plum Island.

Economic History of Newbury

In 1635, Reverend Thomas Parker from Wiltshire, England applied to the General Court for the liberty to settle and begin a plantation on land that is now Newbury. As the community grew, fishing became an important industry, as did small-scale shipbuilding, weaving, tanning and shoemaking. A New Town was settled on the banks of the Merrimack River. This settlement, called Newbury Port grew significantly over two hundred years, fueled by maritime trade. In 1764, Newburyport broke away from the Town Newbury.

About the same time, the town set a pattern of diversified industry, producing woolen goods made by the first American-made wool carding machines as well as snuff, chaises and slate. Competition from England's woolen mills decreased the emphasis on woolens and led to greater cotton fabric production and the establishment of a cooperage, machine made nail factory and scythe mill. In the late 18th and early 19th century, industry rivaled agricultural employment in the town. In 1844, James Steam Mills was established by 1845 45,000 pairs of shoes were made.

After the Civil War much of the manufacturing initiative died as waterpower gave way to steam power. The economy of the town swung back to agriculture and by the end of the 19th century there was a big shift to dairy farming in Newbury. By 1905, over 450,000 gallons of milk were produced and poultry and eggs became a significant business.

The 20th century began a gradual but inevitable change to Newbury's economic base as many of its farms and other open lands were developed into housing. Improvements to transportation infrastructure have attributed greatly to this change. First, with the establishment of US-1 in the 1920s, and later, with the construction of the Northern Expressway (I-95) in 1951, Newbury became more accessible to the Boston metropolitan region. Further expansion of the highway in the late 1960s positioned the community as an attractive area for commuters and resulted in a consistent growth and development of residential subdivisions. The extension of commuter rail facilities to the Newburyport/Newbury municipal line helped to push population growth and residential development during the 1990s.

Current Economic Profile

In-Town Economy: Location of Businesses and Employers

Today, Newbury has a small industrial and commercial base. Newbury remains a semi-rural town with strong ties to shell fishing and agriculture. While it holds on to its agrarian roots, Newbury has been transformed into a bedroom community in recent decades. It has become a desirable residential community, attracting residents due to quality schools, rural character, natural beauty and proximity to the Boston metropolitan area.

Commercial and industrial development is limited to five geographic areas, including:

- **Byfield Village:** This village center that includes small service oriented businesses at the intersection of Main St and Central St in the southwest corner of Newbury. This commercial area has extended along Central Street past the I-95 interchange;
- **Near the Newburyport Traffic Circle and along US-1:** The Town's largest commercial and industrial area is located in the northern part of town and hosts a mix of service oriented businesses and retail (used cars and truck sales, etc) along with a variety of older industrial uses.
- **Upper Green/High Road:** Farm stands, a feed store and other service oriented businesses extend from the Upper Green south along Route 1A. A small concentration of businesses at the Upper Green, next to Town Hall, includes a bank, along with small retail and service businesses.
- **Plum Island:** A small cluster of businesses is located along Plum Island Boulevard. They serve both seasonal residents and a growing year-round population.
- **Parker River Bridge:** Along Route 1a sits a small industrially-zoned area at the bridge over the Parker River, which hosts a marina and other marine-related businesses.

Commercial/Industrial Tax Base

The 2005 tax rate for commercial and industrial development in Newbury is \$8.45 per \$1,000 of assessed value. A comparison of tax rates in Newbury and the surrounding towns (See Table E-1) reveals that Newbury has the lowest commercial/industrial tax rate in the region. Commercial and industrial property contributes a below average proportion of the total base valuation (4%), surpassing only West Newbury. This meager contribution to the Town's tax base assures that residential property owners almost fully support the municipal budget. This situation, along with recent reductions in state funding, has required residential property owners to almost entirely absorb municipal budget increases.

The total valuation of industrial property is just above \$2.7 million, and the total valuation for commercial property is approximately \$33.9 million. This is greatly overshadowed by the residential valuation, which exceeds \$1.1 *billion*.

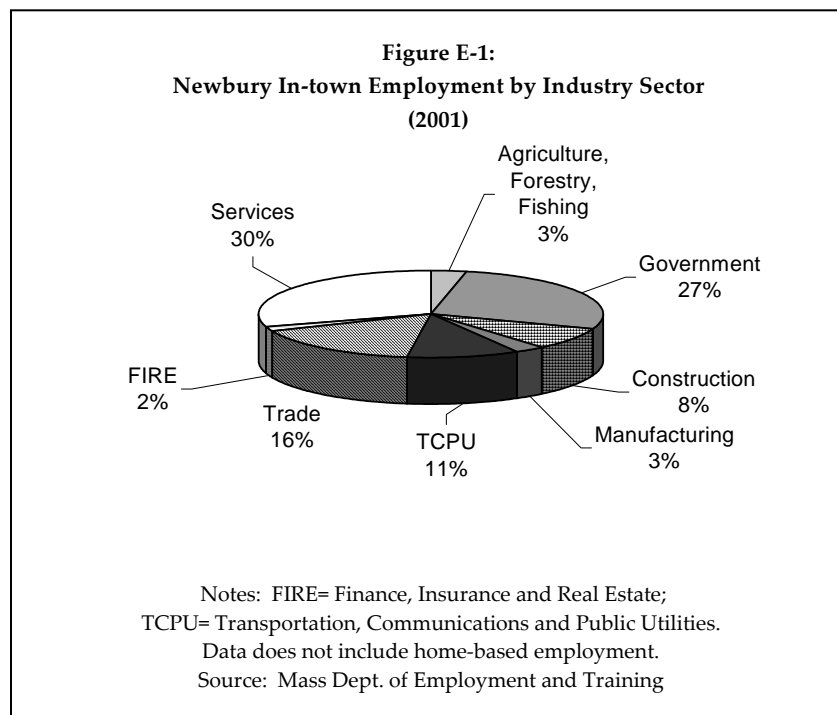
Table E-1: Tax Rate of Newbury and Surrounding Towns, 2005

Town	Commercial Tax Rate \$/\$1,000	Commercial Value as % of Base Valuation
Salisbury	9.74	19%
Amesbury	14.24	14%
Newburyport	10.52	14%
Rowley	10.02	14%
Georgetown	9.07	9%
Groveland	9.38	8%
Newbury	8.45	4%
West Newbury	10.17	2%
Area Average	10.20	10%

Source: Commonwealth of Mass Department of Revenue

Employment

In 2003, the last year for which data is available, total employment in Newbury was 1,407 persons. This figure, although small, has been growing steadily over the past two decades.



Within Newbury, the service and government sectors are the largest. As is shown in Figure E-1, the service sector employs 30% (374) of the community's 1,261 in-town employment in 2001. Government makes up 27% (344) of the total employment, and includes employees of the Town of Newbury and the Triton Regional School District. Governor Dummer Academy, located in South Byfield, is an important local institution and employer.

A growing segment of the economic base in Newbury occurs in home-based businesses. Between 1990 and 2000, the population of residents over the age of 16, who worked at home increased by over 17% (US Census). The experience of Newbury mirrors a regional and national trend. An increasing number of employees are able to telecommute from home or decide to start up new businesses out of a home-office. The emergence of the Internet and other telecommunications advancements has stimulated this growth of home-based businesses.

In the past, typical Newbury home-based businesses included farmers or tradesman such as carpenters or mechanics, who would work out of a garage located adjacent to their home. In the past few years, a new breed of home-based businesses has emerged. Home-based businesses are increasingly represented by white-collar professionals, including salespeople, consultants, and other contract employees, working out of their homes. Home-based artists and craftsmen are also setting up studios within their homes.

The overall number of businesses in Newbury has remained relatively small, but has grown steadily in recent years (Table E-2). While there are more employers in Newbury, these firms have fewer employees, on average, than in the past.

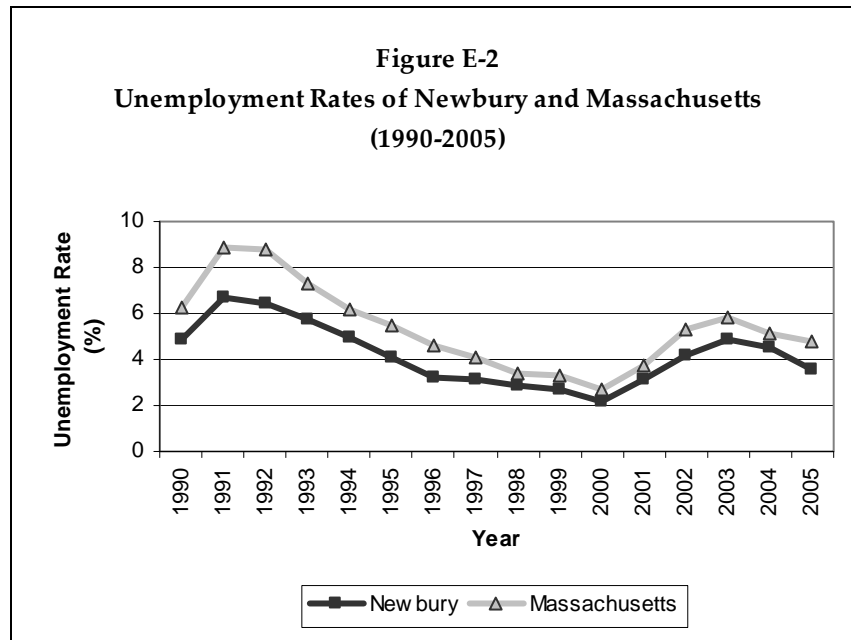
Table E-2: Number of Employers in Newbury

Year	# of Establishments
1997	131
1998	143
1999	153
2000	155
2001	162
2002	160
2003	172
% change: 1997-2003	23.8%

Source: Mass Dept. of Employment and Training

Newbury's Labor Force

Newbury's greatest economic asset is the brainpower of its residents, as demonstrated by its high level of educational attainment. As a growing bedroom community, just over 1,400 people are employed within Newbury while approximately 3,547 Newbury residents are part of the regional workforce. A vast majority of these residents in the workforce find employment outside of the community in neighboring towns and employment centers along I-495, I-95 and Boston. Its labor force is characterized by its high rate of employment and high level of educational attainment.



Unemployment

The Town of Newbury has traditionally had one of the lowest unemployment rates in the region. Its unemployment rate has mirrored trends of both the region and Commonwealth, but has consistently been lower than both over the past few decades.

Educational Attainment

Newbury reflects the high level of educational attainment of the Commonwealth and the surrounding region. Over 95% of the residents of Newbury over the age of 18 have graduated from high school. Furthermore, a greater percentage of Newbury residents (52.5%) have attained at least an associate's degree than the region (38.5%) and the Commonwealth (39.4%) rates. The high rate of educational attainment has likely contributed to the consistently lower unemployment rate. This characteristic will serve Newbury's labor force well in the future, as the emerging industries in the region will likely require a highly educated workforce.

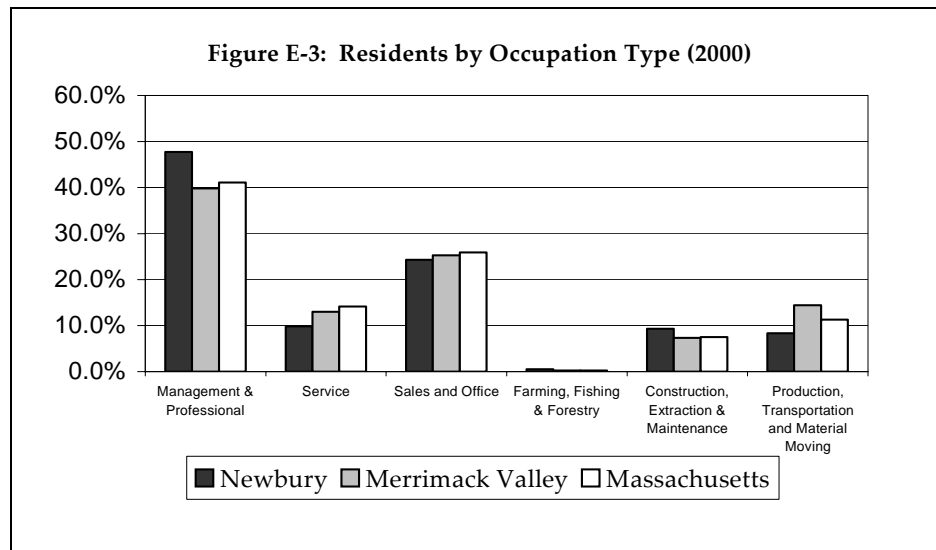
Table E-3: Educational Attainment: 2000

Area	Less and High School	High School Graduate	Some College	Associate	Bachelor's	Graduate or Professional
Newbury	4.4%	24.7%	18.4%	8.7%	27.6%	16.2%
Merrimack Valley	17.6%	26.9%	17.1%	7.4%	19.0%	12.0%
Massachusetts	15.2%	27.3%	17.1%	7.2%	19.5%	13.7%

Source: Merrimack Valley Planning Commission analysis of US Census Data

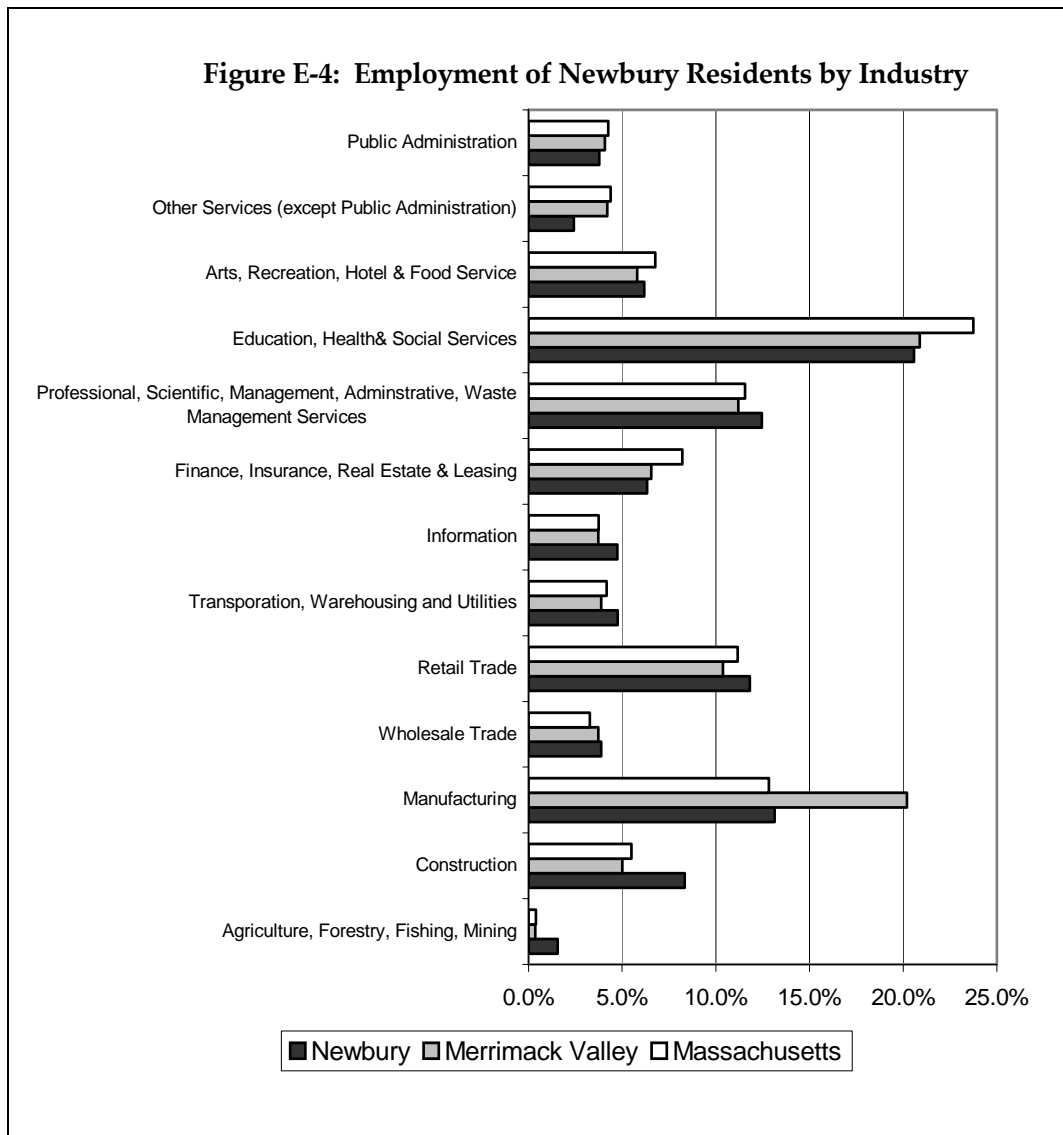
Employment by Occupation Type

A majority of Newbury residents hold jobs classified as Management and Professional and Sales and Office occupations in 2000. As Figure E-3 describes, Newbury residents are more likely than their counterparts in the Merrimack Valley to hold jobs as managers and professionals. This is expected when one considers the high degree of educational attainment in the community. What is somewhat surprising to see is that Newbury is highly represented in the construction-related occupations. This is encouraging as these occupations can offer workers decent wages without requiring high degrees of educational attainment.



Employment by Industry Type

More Newbury residents are employed in the Education, Health and Social Science industries than any other. This is followed by the Professional Services, Manufacturing and Retail Trade sectors. Newbury has a higher percentage of resident employment in Construction, Information, Transportation and Retail Trade industries than the Merrimack Valley region and the Commonwealth. Newbury residents are relatively underrepresented, in the Finance, Insurance and Real Estate and Service industries, when compared to the region and the Commonwealth.



Recent Industry Growth Trends

Regionally, the Merrimack Valley and the Commonwealth of Massachusetts responded well to the growth opportunities in the 1990's. An explosion of innovation in the telecommunications industry led to significant employment growth in the region's telecommunications, software and related technical services industries. The high educational attainment of its residents fueled this growth. This sustained the regions manufacturing industry in the 1990's as products developed and engineered in the Merrimack Valley were manufactured here, as well. Other significant growth occurred in health care, financial services and the travel and tourism industry.

Current and projected job growth

Clearly, things have changed since the explosive growth of late 1990's. A national recession has impacted economic growth and job creation in the Merrimack Valley, raising unemployment rates to near 10-year highs in the early part of this decade. The region's strength in the technology sector, which fueled growth of the 1990's, has caused the region to suffer the effects of the recession at a greater degree than the nation. There have been significant layoffs in the information technology and high tech manufacturing sectors over the past four years, which only recently have shown signs of a turnaround.

The Merrimack Valley Workforce Investment Board, in its 2003 report "Merrimack Valley Labor Force Blueprint" identified key industries in the region that provided the greatest opportunity for growth and job creation. The MVWIB evaluated the opportunity for growth in these industries as outlined by the labor demand for these industries and evaluated policy changes required to match the region's labor supply with demand. Four industries were identified as critical, and include Health Care, Construction, Communications and Manufacturing. Identified emerging industries included Food Products, Medical Instruments and Supplies Manufacturing and Trucking and Warehousing. General findings for each of the seven industries, as outlined by the report are presented in Table E-4, below.

Table E-4: Merrimack Valley Workforce Challenges/Opportunities by Major Industry

Industry	Challenges/Opportunities
Health Care	<ul style="list-style-type: none"> ▪ Largest employer in the region; employment level is growing ▪ Industry provides career ladders leading to occupations in which there is high demand and strong wages
Construction	<ul style="list-style-type: none"> ▪ Industry provides good jobs and career ladders opportunities without high education level ▪ Construction workforce is aging, creating an opportunity for new workers
Communications	<ul style="list-style-type: none"> ▪ Strong employer in the region ▪ High wages and high skill requirements ▪ Lack of technical skills and training available is limiting job growth
Manufacturing	<ul style="list-style-type: none"> ▪ While overall employment levels are declining growth is seen in sub-sectors where high skills are required; which bodes well for the region ▪ Industry is still a significant employer
Food Products	<ul style="list-style-type: none"> ▪ Growing sector in the Merrimack Valley ▪ Provides an opportunity for low-skill workers

Medical	▪ Large potential to grow as industry leaders are located nearby
Instruments and Supplies	▪ Challenge exists to identify manufacturing sites as firms bring products to market
Manufacturing	▪ Growing industry in the region
Trucking and Warehousing	

Source: MVWIB Labor Force Blueprint, 2003

Newbury's labor force should be well positioned to support the growth of many of these sectors, particularly those that are knowledge-based. The high skills found in the residents of Newbury should meet some of the labor demanded in many of these industries.

Workforce Development programs

The Town of Newbury is one of 15 communities that are part of the service area of the Merrimack Valley Workforce Investment Board (MVWIB). The MVWIB provides policy governance and oversight to a regional training system that includes institutions of higher education, vocational schools and community based education and occupational skills training programs. The MVWIB aims to assess the current skill level of the region's workforce and to identify future labor needs of industry in the region. The MVWIB mobilizes the system to respond to emerging needs and develops policies and programs to address the needs of industry and the region's residents.

Within a thirty-minute drive from Newbury, there exist a number of degree-granting four-year colleges and universities. Merrimack College in North Andover offers degree programs in liberal arts, business and science and engineering studies. Cambridge College recently opened a satellite campus in Lawrence, offering bachelors and master's degrees in the fields of education, business and psychology. Farther away, the University of Massachusetts Lowell and Salem State College offer a broad array of programs and classes. Other universities, including Suffolk University, Lesley University and Hesser College have begun offering courses in nearby towns.

The region is blessed to have a number of two-year colleges in the region. Northern Essex Community College, with campuses in Haverhill and Lawrence, also offers programs and classes in a location in Downtown Newburyport. NECC offers broad-based liberal arts associates degree programs and a number of occupationally oriented technical programs and certificate tracks. Nearby, North Shore Community College in Danvers and Middlesex Community College in Lowell offer technical skills training in fields that NECC does not. Children of Newbury residents are eligible to attend Whittier Regional Vocational Technical High School.

The MVWIB also charters and oversees the ValleyWorks Career Centers in Lawrence and Haverhill. The Career Center provides core and intensive services to the Merrimack Valley's residents who may be out of work. The Career Center provides initial assessment of skills, job search and placement services, career counseling and referrals to training programs funded by Commonwealth and federal job training resources.

Entrepreneurship Training

There are a number of programs in the region that are designed to assist entrepreneurs start and grow small businesses. Many entrepreneurs are former employees of high technology and other regional firms, who have lost jobs due to the recent downturn in the economy. These programs provide technical assistance writing a business plan, classes on a range of business related topics, opportunities to mentor with other small business owners and assistance accessing capital from traditional and non-traditional lenders. The Center for Entrepreneurship and Business Development in Lawrence is one-stop resource center for small business owners and prospective entrepreneurs. The Center offers a full continuum of services, and has a business resource library. Salem State College runs the Enterprise Center, a business incubator where start-up small businesses may lease space in the center's building and a virtual center for technical assistance for North Shore entrepreneurs at every stage of business development. SCORE (Service Corps of Retired Executives), located in nearby Danvers, is a nonprofit association dedicated to entrepreneur education and technical assistance designed to improve the formation, growth and success of small business nationwide. While Newbury residents are eligible to take advantage of these programs, the lack of a physical presence in the community reduces awareness and accessibility to the programs.

Future Economic Profile and Growth Potential

Generally, there are two major reasons why communities seek to undertake economic development efforts: to increase municipal tax revenue and to create jobs for local residents.

Like many municipalities throughout the region, the Town has struggled to identify new sources of revenue to match the explosive growth of the cost of municipal services. Although the subject is under some debate, many municipal finance and planning experts believe that commercial and industrial development is a “net positive” for a municipality’s finances. That is to say, commercial/industrial development generates more tax revenue than these uses require of municipal resources. Expansion of commercial and industrial development could help to broaden the Town’s tax base, which could help to reduce the dependency on residential tax payers to fund municipal services.

The characteristics of Newbury’s workforce (high educational attainment and low historic unemployment rate) suggest that job creation is not critical reason for undertaking economic development efforts.

Table E-5, below, provides a summary of the strengths and weaknesses of the Town of Newbury. The details of the analysis of Newbury’s economic potential are elaborated in this section.

Table E-5: Economic Development Strengths and Weaknesses: Town of Newbury

Strengths	Weaknesses
<ul style="list-style-type: none"> Well educated local workforce Accessibility to major highways High degree of consumer purchasing power Beautiful, scenic landscape 	<ul style="list-style-type: none"> Limited water/sewer infrastructure Few sites “ready” for development Community desire to limit the impact of industrial/commercial uses Poor internal transportation network for industry Resource protection concerns Excess supply of sites due to recovering regional commercial real estate market

Transportation Infrastructure

Newbury is fortunate to be well connected to the regional highways system. Over the last fifty years, Newbury has seen the development of I-95, the reconstruction and widening of I-95 and the construction of I-495, passing through neighboring Salisbury.

This has resulted in excellent connections to Newbury from the north and south. With two exits off of I-95 and other well-traveled routes through town (Rt.1 and 1A), car and truck access going north and south is ideal. Good access to the regional highway system is a potential plus for commercial and industrial enterprises considering a location in Newbury.

Despite the excellent connections to and from the north and south, Newbury lacks efficient connections with the Town. Major north/south roads are connected typically by winding country roads. Only Scotland Road, which provides a connection between I-95 and Route 1, via the industrial areas of Newburyport near the Route 1 traffic circle, provides a suitable corridor for industrial and commercial traffic.

Water and Sewer Infrastructure

The biggest constraint to future commercial development is the town's lack of a public sewer system, which effectively limits opportunities for commercial development. In addition, most of the land in Newbury contains poor soils, which further limits development. Poor soils increase the costs of development, increase the risk of groundwater pollution and limit the efficiency of septic tanks. Public water infrastructure is also limited to select areas of Newbury.

Some changes could be made to overcome the limitations facing industrial and commercial development sites. New roadways could make remote parcels more available. Identifying new well locations, extending existing water lines or extending sewer lines from Newburyport could help to address soil limitations and resource needs. New technologies, like package sewage treatment plants could also improve development potential.

Zoning

The Town of Newbury has five distinct zoning districts where commercial and industrial uses are allowed as principal uses. As is evident in Table E-6, less than four percent of Newbury's land area is zoned for business. Two Industrial Districts exist, one in the northern side of town near the Route 1 Rotary and one along Route 1A, the marina area located south of the Parker River Bridge. Two Commercial Highway zones exist, one along Route 1 in the north of Newbury and the other located on both sides of Route I-95 near the Central Street off ramps. Byfield Village is zoned Business.

Table E-6: Commercial/Industrial Zones Of Newbury

District Code	Zoning District	Land Area (acres)	% of Total Land
I	Industrial	312	1.91%
B	Business	20	0.12%
C	Commercial Highway	55	1.56%
C-A	Commercial Highway – A	13	0.08%
RL	Residential Limited Business	6	0.04%
Total		406	3.71%

There are a number of unique aspects of the zoning bylaw which impacts the type and quality of commercial and industrial development in Newbury, including:

- The bylaw does not permit a number of uses in the Industrial zone that are included in many contemporary zoning bylaws and ordinances. The bylaw does not permit contractor yards, offices, research and development and restaurants—uses that should not be considered out of character for an industrial zone. This directly limits development options in Industrial zones.
- The bylaw does not include any type of site plan review for commercial and industrial development. Development is not subject to rigorous review and can proceed so long as the project meets the basic dimensional requirements for a lot. Site plan review, a common zoning tool, allows for a comprehensive review procedure of plans for projects that may have impacts on traffic, services and utilities, environmental quality, water resources, drainage and community character.
- The bylaw has extensive regulations that relate to home-based businesses (home occupations) located in the Agricultural/Residential Zone. However, there is a growing concern that some home-based businesses are negatively impacting surrounding residential properties. Businesses which exceed the allowances provided in the bylaw for parking and storage may require closer scrutiny. Theoretically, non-complying home-based businesses should instead be located in appropriate commercial or industrial zones. This could stimulate demand for industrial and commercial space, lead to new development and as a result, additional tax revenue for the Town.

Resource Protection Concerns

It has been a consistent goal of the Town of Newbury to preserve the quality of the local environment and to protect its natural resources. The attractiveness of the natural and cultural resources of Newbury is one of the primary reasons why people choose to settle in the Town.

Potential expansion of development in Newbury, including commercial and industrial development, has many residents concerned about degradation of natural resources.

Coincidentally, much of the Town's limited commercial and industrially-zoned land is located over aquifers that supply public drinking water. The commercial and industrial zones located adjacent to Route 1 near the traffic circle has greatest potential for increasing commercial tax revenue; is also one of the most environmentally sensitive areas in Newbury.

Newbury has codified additional regulatory protection in the area near the commercial/industrial area near Route 1 Rotary with the Water Supply Protection District bylaw. Non-zoning regulatory regimes, such as the Rivers Protection Act and the Wetlands Protection Act further help to guide development so that it reduces the impact that development has on the natural environment.

While commercial and industrial expansion could conflict with resource protection concerns, Newbury could derive benefits from industries which highlight Newbury's vast collection of natural and cultural assets. Tourism is a major driver of the Massachusetts economy. Expansion, or better coordination of the visitor and tourist destinations in Newbury, could help to support new commercial endeavors such as inns, tour companies, restaurants and retail shopping.

Housing Availability

According to policy makers and researchers, the northeast region of Massachusetts has a serious housing shortage. Too few units are being produced in the region, which is putting upward pressure on housing prices. The demand for housing is far exceeding the regional ability to supply housing of all types.

This housing shortage could pose a serious problem to the future health of the regional economy. High housing prices can discourage the region's young, educated and mobile workers from staying in the region. This may compromise the region's current market leadership in knowledge-based industries. Additionally, as most spend a growing proportion of their incomes on housing, it leaves less income available for other consumables of all types which support local stores and service providers.

While efforts to encourage housing development in Newbury will not, by itself, impact the regional housing market, Newbury should continue to pursue strategies which expand the types of housing options available. Additional detailed information about the supply and demand for housing in Newbury can be found in the Housing Element of this plan.

Commercial/Industrial Real Estate Market Conditions

The regional commercial real estate market is still recovering from the economic downturn that began in 2000. According to commercial and industrial real estate

brokers who market sites along I-495 and I-95 near Newbury, there still exists a glut of office space on the market. Bankrupt firms, many from the high technology sector, have left buildings vacant and others have downsized. There is a sense, however, that the downturn has bottomed out.

Brokers do report that there is steady interest from industrial firms seeking small amounts of space. Small industrial and manufacturing firms are growing and have begun to seek additional space. They express interest in small sites on which a small, single tenant building could be constructed (10,000 to 40,000 square feet). Small industrial condominium, used by contractors and others, consistently sell and lease well.

As the commercial/industrial market recovery gains steam, existing, vacant buildings will likely to be occupied first. Vacant land, which is already permitted and has available water and sewer infrastructure, will be the strongest candidate for development. While sites in Newbury do not meet this criterion, the demand for small industrial condos and spaces for locally-based businesses could generate new development opportunities.

Consumer Purchasing Power

With over 2,514 households according the 2000 Census, Newbury's residents represent an aggregate consumer purchasing power of \$52.9 million annually¹. According to the Commonwealth of Massachusetts Division of Employment and Training, there were only 16 retail stores and up to five businesses characterized as Food Service and Accommodations in Newbury in 2005. It can be inferred that a large percentage of this purchasing power is spent outside of Newbury, most likely in the retail areas of Newburyport, Rowley, Peabody/Danvers and New Hampshire. This implies that Newbury could support more retail stores and restaurants.

¹ 2000 US Census and US Department of Labor, 2002 Consumer Expenditure Survey, inflation adjusted

Goals and Recommended Strategies

The residents of the Town of Newbury believe strongly in preserving the current image of the Town; that of a quiet, semi-rural community with strong ties to its agrarian roots. There is a need for additional, thoughtful, commercial development in appropriate areas, which can help to expand the Town's municipal tax base and, reinforce the historical settlement patterns and increase the availability of shops and services within Newbury.

Thoughtful, commercial development should be considered for areas around the historic villages. Small-scale retail, restaurants and offices for local service providers will help maintain vitality and interest in Byfield Village, Old Town and Plum Island. More ambitious commercial development in coordination with housing development, should be pursued and in the commercially-zoned area near the Route 1 traffic circle on the Newbury/Newburyport municipal border. Extreme care must be taken to guide development in such a way so that it will not degrade the character of the community and the quality of its natural, historic and cultural resources.

Goal #1: Encourage the Growth of Businesses and Developments that are Consistent with Community Character and Historic Development Patterns.

Newbury's small-town charm is a considerable strength. Businesses that contribute to that charm should be encouraged. Commercial developments should be designed and built to a high standard that preserves community character. The redevelopment of existing commercial properties is preferred over new development. New development should be focused in existing commercial areas and encourage a village scale of development.

Strategy 1.1 Encourage Village-scale Commercial Development in Existing and New Areas

Newbury, along with Newburyport, is jointly investigating feasibility of a transit-oriented development (TOD) around the train station on the Newbury/Newburyport municipal line. The proposal, known as the Little River Village, includes a plan to concentrate housing and commercial activity near the station at a density that is similar to what is found in Downtown Newburyport. Conceptually, the new district would:

- be located near the traffic circle along Route 1 and include the current Industrial and Commercial Highway districts;
- allow a mix of uses, including commercial, retail, civic, and multifamily housing;

- utilize a Transfer of Development Rights program, where the development rights from low-density areas would be sold to developers who propose higher density projects within the TOD;

The Town should amend the zoning to allow for this mixed-use TOD immediately south of the current train station and Newburyport municipal boundary. The Town should also consider shrinking the current Commercial Highway district to a line 500 feet north of the current boundary.\

Note: See Land Use Strategy 1.1

Strategy 1.2 Preserve and Encourage Village Centers with a Mix of Uses and Higher Densities

The small villages of Newbury, such as Byfield, Plum Island and Old Town/Upper Green are an integral part of the community's charm. Preservation of these districts could be accomplished by encouraging new modest development that is consistent with small village centers.

The Town should establish Village Center Zoning in Byfield and Upper Green/Old Town, which would allow higher housing densities near the village center and allow multifamily projects. A Village Center District seeks to preserve the existing mixed uses of a village and encourage new construction to be compatible with the setbacks and scale of existing structures. This can make a substantial difference in creating a village or downtown that people want to visit, shop and return to over and over. Village zoning should be further studied in the existing commercial area of Plum Island between Old Point Road and Southern Blvd with the aim of allowing the existing commercial uses and setting standards for redevelopment.

Note: See Land Use Strategies 2.1 and 4.1

Strategy 1.3 Review and Approve New Commercial Development

The Town should implement a Site Plan Review Bylaw for all types of commercial development. Site Plan Review is an excellent technique for providing municipal review and oversight on projects that could dramatically alter the quality of life in a neighborhood or area. Site plan review can be used to ensure that development happens in a way that protects the health, safety, convenience and general welfare of the public by providing a comprehensive review procedure of plans for projects that may have impacts on traffic, services and utilities, environmental quality, water resources, drainage and community character. Utilizing site plan review, the Planning Board can request changes to the proposed development's site plan design if it does not meet the requirements of Newbury's bylaws and regulations.

Site plan review can help ensure that a new commercial development is designed in a manner that complements and supports the existing settlement patterns in the historic village centers and any new development near the Route 1 rotary. Site plan review can also ensure that industrial redevelopment that might occur in the industrially-zoned area adjacent to Route 1 will happen in a manner that upgrades the look and function of area.

Note: See Land Use Strategy 6.1

Strategy 1.4 Permit New Uses in the Parker River/Route 1A Industrial Area

This area has traditionally hosted marinas and boat repair shops. In the past, a number of restaurants were located here, as well. With its waterfront location, reintroducing restaurants in this area would compliment the existing uses and allow for attractive commercial development. Any zoning change should included site or design review regulations to ensure that uses do not impact the surrounding residential area.

Strategy 1.5 Encourage Farm and Farm Related Businesses in Newbury

Farming is an important element of Newbury's unique town character. Efforts to support the farming industry in-town should be pursued as they help to achieve other community goals. Specific strategies can be found in the Natural Resources Element of this Master Plan.

Note: See Natural Resources Strategies 5.1,5.2, 5.3 and 5.4

Goal #2: Encourage Businesses that Appropriately Support Residents' Local Needs.

There is a desire to provide residents with convenient local options to meet basic needs. Small retail and service businesses can help to keep the community active and lively and provide a place to interact with neighbors. Appropriate businesses might include local grocery stores, liquor stores, bakeries, convenience stores, etc. Locally-focused retail and service businesses can also provide residents, particularly teens and mature residents with a source of employment. The community does not desire businesses that will compete with big box retailers or to encourage large retailers to locate in Newbury.

Goal 2 is linked with the efforts to support Goal 1. Business growth should be concentrated in the village centers and the proposed Little River Transit Project. There is no need to encourage development of larger, regional shopping destinations in Newbury which will draw shoppers from surrounding towns. Future commercial development that can successfully tap into the purchasing power of Newbury's current and future households should be encouraged.

Strategy 2.1 Coordinate and Focus Economic Development Activities

In order to demonstrate that it is serious about attracting businesses and new commercial development, Newbury should form an Economic Development Task Force appointed by the Board of Selectman. The Task Force can begin to comprehensively address barriers to commercial development, market Newbury as a legitimate business destination and help to monitor the health of the business climate in Newbury.

Strategy 2.2 Encourage More Local Services and Convenience Retail in Newbury

Public outreach conducted as part of this planning process indicated a desire by residents to see more convenience-oriented services and shops in Newbury (small drug store, food stores, etc.). Strategies 1.1 and 1.2, above, will help by establishing opportunities to encourage local retail and services. These uses are to be encouraged in both the new and existing village centers.

Goal #3: Support and Encourage Home-based Businesses.

Home-based businesses are a growing segment of Newbury's economic base. Not just made up of plumbers, carpenters, farmers and mechanics, growing home-based industries include architects, artists, craftsman, consultants, accountants and other telecommuters. There is a desire to support home-based businesses, encourage entrepreneurship, publicize services provided by local home-based businesses and provide the social infrastructure to keep these businesses strong. The Planning Board reviews home-based business regulations on an ongoing basis. Definitive steps that can be taken to improve the success and stability of home-based businesses include:

Strategy 3.1 Review and Update Permitted Home-Occupation Definitions in the Zoning Bylaw

Home-based businesses are an important part of the Newbury Economy. Steps should be taken to ensure that these businesses thrive, but do not cause negative impacts upon neighboring residences. The zoning bylaw should be reviewed, thoroughly and enforced to ensure that conflicts do not arise.

Goal #4: Develop and Encourage Industries that Support and Preserve Newbury's Natural and Cultural Resources

The quality of the natural and cultural resources of Newbury remains one of the community's greatest strengths. Economic development efforts should strive to highlight the natural beauty of the rivers, Plum Island, the Parker River Wildlife Refuge and other treasures. Encouragement of businesses that cater to kayakers, cross country

skiers, hikers, hunters, bird watchers and other outdoor enthusiasts is advocated. These efforts can generate tax revenue, increase awareness of natural and historic resources and, in limited circumstances, help to financially support the preservation of open space.

Strategy 4.1 Encourage Local Businesses which Provide Services and Products to the Regional Tourism Industry

Tourism is an important part of the regional economy. There is a real opportunity to capitalize on natural and cultural resource-based tourism. The Planning Board should review and amend the zoning bylaw to lessen the constraints that exist on the development of inns, bed and breakfasts and recreation-based businesses.

Transportation



Newbury Master Plan

Introduction

Transportation systems are important to the quality of life within a community as they play a significant role in providing access to employment and recreation. Newbury is well served by roadways and rail service leading to regional employment centers. The Town has significant amounts of undeveloped land zoned primarily for residential use. Future land development will likely have an impact on Newbury's transportation infrastructure. However, the magnitude of impact will depend on the type, density, and location of this development.

This Transportation Section includes an inventory of existing transportation facilities, a summary of the latest Journey to Work information for the Town, an analysis of existing traffic demands placed upon the most congested locations in Newbury, an identification of high accident locations, an assessment of potential transportation impacts of proposed development based on Newbury's build-out analysis, an account of Newbury's community transportation goals and policies, and a list of recommended actions to address both these goals as well as any identified transportation deficiencies.

Regional Context

Newbury is located on the North Shore, approximately 35 miles north of Boston and just south of Newburyport. Newbury is part of the Merrimack Valley planning region and located on the fringe of the Boston Urbanized Area as defined in the 2000 Census, with ties to the former Lawrence/Haverhill urbanized area.

The Merrimack Valley Metropolitan Planning Organization (MPO) conducts regional transportation planning for the 15 communities within the Merrimack Valley Planning Commission area, of which Newbury is one. The MPO is the federally recognized transportation planning organization, which is comprised of the following members:

- Merrimack Valley Planning Commission (MVPC)
- Merrimack Valley Regional Transit Authority (MVRTA)
- Massachusetts Highway Department (MHD)
- Executive Office of Transportation and Construction (EOTC)
- Mayor of Lawrence
- Mayor of Haverhill
- Chief officials of two urban communities in the Valley
- Chief officials of two non urban communities in the Valley

The MPO is responsible for prioritizing all federally-funded transportation improvement projects within the region, conducting planning studies, and developing a long-range transportation plan to coordinate regional transportation actions. Perhaps the two most important planning documents are the Regional Transportation Plan and the Transportation Improvement Program.

Merrimack Valley Region 2003 Transportation Plan

The Merrimack Valley Region 2003 Transportation Plan describes and evaluates the existing regional transportation system including all the major modes of transportation such as highways, mass transit, freight, rail, bicycle and pedestrian travel. It also identifies transportation improvements that are needed to address any existing transportation needs as well as those projected to take place over the next 25 years.

Under Proposed and Approved Highway Projects, the Merrimack Valley Region 2003 Transportation Plan lists replacement of the Hay Street Bridge over the Little River at an estimated cost of \$759,600, as well as rehabilitation of the Route 1A Bridge over the Parker River at an estimated cost of \$4.6 million. In addition, the Transportation Plan lists Stormwater Runoff Improvements along Route I-95 as needing further study. Unlike the two bridge projects, the Stormwater Runoff Improvements has not yet been approved by the Merrimack Valley Metropolitan Planning Organization (MPO). Also identified in the 2003 Regional Transportation Plan are recommendations and observations made regarding the status of on-road bike routes in the Town.

Transportation Improvement Program

The region's FY 2005-2009 Transportation Improvement Program (TIP) includes three projects in Newbury:

1. the replacement of the Hay Street Bridge over the Little River;
2. the resurfacing of Route 1A; and
3. the reconstruction of the Route 1A Bridge over the Parker River.

These projects are estimated to cost \$759,600, \$880,000 and \$4.6 million, respectively. The Hay Street Bridge project was advertised by MassHighway on August 27, 2005, while the Route 1A resurfacing project was advertised on July 30, 2005. The Route 1A Bridge project is scheduled tentatively to be advertised for construction in Federal Fiscal Year 2005. One of the key issues surrounding the design of this project is the effort to provide access to the Parker River for the general public from the north side of the bridge.

Existing Transportation Facilities Inventory

The attached Town of Newbury – Transportation Facilities map displays roadway functional classification, public parking facilities, transit facilities, existing and proposed bike paths and lanes, and the area airport. Table T-1, on the following page, shows observed traffic volumes in Newbury from 1991 through 2004.

Table T-1 shows that the most heavily traveled roads in town are Route 1, Scotland Road, Route 1A, and the Plum Island Turnpike. Route 1 near the Newburyport line carried up to 11,300 vehicles each day in 2003. A June 2003 traffic count showed 10,492 vehicles using Scotland Road just east of the Route I-95 interchange. A June 1998 count taken on Route 1A south of Rolfe's Lane showed a volume of approximately 8,000 vehicles per day using the roadway. Finally, it is estimated that over 11,000 vehicles/day travel over the Plum Island Bridge on a summer weekend day. This figure was estimated based on weekday volumes counted by MVPC during June of 2000 and 2003.

Remarkably, Table T-1 also shows that traffic volumes on some of the above roadways have grown rather modestly over the past 10-15 years. For example, Route 1 traffic volumes north of Elm Street barely increased between 1997 and 2002 and showed a slight decrease the following year. Route 1A volume near the Rowley Line in 2003 has barely increased from the 4,227 vehicles counted in 1991.

At the other extreme, volume on Scotland Road has increased markedly between June 1998 (6,500 vehicles per day) and June 2003 (10,492 vehicles per day), a robust 6.2% annual rate of growth. Parker Street traffic volume just west of Route 1A increased from 4,514 vehicles per day in October 1994 to 6,484 vehicles per day in October 2002, which represents a 4.7% annual growth rate. A smaller rate of growth (2.4% per year) was observed on Central Street east of Route I-95 where volumes grew from 5,104 vehicles per day to 7,741 vehicles per day between 1992 and 2003. As a means of comparison, MVPC has found that overall traffic volumes in the region have historically increased at about a 1.5% rate per year.

Table T-1: Town of Newbury, Average Daily Traffic Flow (1991-2004)

Route or Street	Location	2004	2003	2002	2001	2000	1999	1998	1997	1996	1995	1994	1993	1992	1991
1/Nbpt Tpk.	N of Elm St	10,850-Jul	10,276-Jul	10,741	10,168		10,918	10,517	10,350	10,135	9,597	10,816	9,193	9,130	8,718
1/Nbpt Tpk.	Nbpt Line		11,309-Aug												12,907
1A/High Rd	S of Rolfe Ln			7,161				8,081						7,571	7,267
1A/High Rd	Rowley Line		4,310-Jun					4,553							4,227
Boston Rd.	E of Hay St	413-May													
Central St	W of Rte I-95				6,036				4,163				6,117		
Central St	E of Rte I-95		7,741-Jun					5,512						5,104	
Elm St	E of Coleman Rd	3,535-May													
Hanover St	E of Rte 1	3,191-May		3,538-Aug				3,236-Sep							3,009
Hay St	E of Boston Rd.	605-May													
Hay St	W of Rte. 1A	617-Nov													
Highfield Rd	S of Scotland Rd	1,441-Nov													
Main St	Georgetown Line		2,891-Aug				3,163					2,753			
Main St	S of Hickory Ln		1,695-Aug				2,176					1,614			
Main St	W. Newbury Line	1,613-May													
Moody St	West Newbury Line	11,76-May													
Northern Blvd.	N of Plum Island Tpk.	6,576-Jul		5,366					5,521				5,134		
Parker St	W of Rte 1A			6,484				4,463				4,514			
Plum Island Tpk.	P.I. River Bridge	12,061-Jul			5,859					9,451			9,119		6,311
Rolfe Ln	E of Anchor Wy				4,481				6,052				5,239		
School St	NW of Elm St			3,210					3,089				2,522		
Scotland Rd	E of Rte I-95		10,492-Jun					6,500							6,441
Scotland Rd	W. Newbury Line						9,763					5,961			

Source: Merrimack Valley Planning Commission

Journey To Work

Journey to Work Data for Newbury Residents

As shown in Table T-2, the number of Newbury residents traveling to their jobs increased 27.3% between 1990 and 2000 from 2,731 to 3,476. The number of Newbury residents traveling to work in the Merrimack Valley region increased by 503, or 36.3%, between 1990 and 2000. Although this is a significant increase, the overall percentage of Newbury residents commuting within the Merrimack Valley region held relatively stable at 54%, up from 50% in 1990. While most regions saw an increase of workers from Newbury, Greater Boston and NMCOG regions experienced a decrease in Newbury residents commuting to their regions.

Table T-2: Newbury Residents, Work Zone Destination

Zone	1990	(%)	2000	(%)	Change	% Change
MVPC	1,385	50.7%	1,888	54.3%	503	36.3%
Greater Boston	304	11.1%	240	6.9%	-64	-21.1%
Cape Anne	142	5.2%	164	4.7%	22	15.5%
NMCOG	34	1.2%	14	0.4%	10	29.4%
Route 128	347	12.7%	388	11.2%	41	11.8%
Southern NH	50	1.8%	51	1.5%	1	2.0%
Southern Edge	104	3.8%	204	5.9%	100	96.2%
Route I-495	8	0.3%	15	0.4%	0	0.0%
Central NH	45	1.6%	95	2.7%	86	191.1%
Boston	166	6.1%	276	7.9%	110	66.3%
Others	146	5.3%	141	4.1%	-5	-3.4%
Total	2,731		3,476		745	

^a Greater Boston:	Salem, Marblehead, Swampscott, Lynn, Saugus, Melrose, Malden, Revere, Everett, Chelsea, Winthrop, Winchester, Medford, Arlington, Belmont, Cambridge, Somerville, Watertown, and Brookline.
Cape Ann region:	Rockport, Gloucester, Essex, Manchester, Hamilton, Wenham, and Beverly.
NMCOG region:	Pepperell, Dunstable, Tyngsborough, Dracut, Westford, Chelmsford, Lowell, Tewksbury, and Billerica.
Route 128 region:	Danvers, Peabody, Lynnfield, Reading, Wakefield, Stoneham, Woburn, Burlington, Bedford, Lexington, Lincoln, Waltham, Weston, Newton, Wellesley, Needham, and Dedham.
Southern NH region:	North Hampton, Hampton, Exeter, Hampton Falls, Seabrook, Kensington, South Hampton, East Kingston, Kingston, Newton, Danville, Sandown, Hampstead, Plaistow, Atkinson, Derry, Salem, Windham, and Pelham.
Southern Edge region	Ipswich, Topsfield, Middleton, North Reading, and Wilmington.
Route I-494 region:	Littleton, Harvard, Boxborough, Acton, Bolton, Stow, Hudson, Berlin, Marlborough, Northborough, Southborough, and Westborough.
Central NH region:	New Castle, Portsmouth, Rye, Greenland, Newmarket, Newfields, Stratham, Epping, Brentwood, Fremont, Raymond, Chester, Auburn, Manchester, Bedford, Londonderry, Merrimack, Litchfield, Hudson, Nashua.

Table T-3 below identifies those individual communities that Newbury residents travel to for work. As indicated, the number of Newbury residents that traveled to a job within the community increased from 337 to 613 between 1990 and 2000. The largest destination for work for Newbury residents continues to be Newburyport, followed by their hometown. Newbury is one of only two Merrimack Valley communities where the

most prevalent destination for work is not inside the community, the other being Salisbury. Boston is the third most common destination. Significant increases in Newbury workers were seen in all of the top work destinations: Newburyport saw an increase of 165 workers, up 30.9%, Newbury saw 276 more workers, up 81.9%, and Boston saw an increase of 110 workers, up 66.3%. Other communities experiencing increases in Newbury residents include Ipswich, Rowley, Portsmouth, NH, and Cambridge. Cambridge and Rowley, although employing relatively a small number of Newbury residents, saw the largest percentage increases on the list, both increasing 225% over the decade. A map showing the number of Newbury residents working in communities in eastern Massachusetts and southern New Hampshire is attached.

Table T-3: Newbury Residents, Top Towns of Work (2000)

1990			2000			% Change	
# of			# of			1990	1990
Rank	Workplace	Workers	Rank	Workplace	Workers	to 2000	to 2000
	Newburyport			Newburyport			
1	rt	534	1	rt	699	165	30.9%
2	Newbury	337	2	Newbury	613	276	81.9%
3	Boston	166	3	Boston	276	110	66.3%
6	Peabody	89	4	Peabody	138	49	55.1%
5	Andover	98	5	Andover	133	35	35.7%
9	Danvers	73	6	Danvers	127	54	74.0%
8	Beverly	82	7	Beverly	114	32	39.0%
13	Ipswich	43	8	Ipswich	107	64	148.8%
4	Haverhill	103	9	Haverhill	103	0	0.0%
7	Lynn	83	10	Lynn	70	-13	-15.7%
12	Salisbury	52	10	Salisbury	70	18	34.6%
	North			North			
14	Andover	33	11	Andover	66	33	100.0%
25	Rowley	20	12	Rowley	65	45	225.0%
26	Topsfield	19	13	Topsfield	56	37	194.7%
29	Portsmouth	16	14	Portsmouth	51	35	218.8%
4	Amesbury	103	15	Amesbury	40	-63	-61.2%
10	Lawrence	59	16	Lawrence	37	-22	-37.3%
18	Bedford	26	17	Bedford	32	6	23.1%
14	Wilmington	33	18	Wilmington	29	-4	-12.1%
35	Cambridge	8	19	Cambridge	26	18	225.0%
15	Waltham	31	20	Waltham	25	-6	-19.4%
7	Salem	83	n/a	Salem	8	-75	-90.4%

Journey to Work Data for Jobs Located in Newbury

Table T-4 shows the number of persons that travel to jobs located in Newbury. As indicated, there were 1,667 jobs that people commuted to in Newbury, an increase of 49.6% from 1,114 observed in 1990. The census data shows that number of Merrimack Valley residents coming to work in Newbury has increased by nearly 50% in last decade from 785 in 1990 to 1173 in 2000. While this is a significant increase in the number of Newbury residents working in the region, the overall percentage of Newbury residents commuting within region held steady at 70%.

Table T-4: Newbury Employment, Work Zone Origin^a

Zone	1990	(%)	2000	(%)	Change	% Change
MVPC	785	70.5%	1173	70.4%	388	49.4%
Greater Boston	64	5.7%	69	4.1%	5	7.8%
Cape Anne	75	6.7%	77	4.6%	2	2.7%
NMCOG	n/a	n/a	10	0.6%	10	n/a
Route 128	31	2.8%	40	2.4%	9	29.0%
Southern NH	95	8.5%	86	5.2%	-9	-9.5%
Southern Edge	21	1.9%	45	2.7%	24	114.3%
Route I-495	n/a	n/a	0	0.0%	0	n/a
Central NH	n/a	n/a	86	5.2%	86	n/a
Boston	7	0.6%	0	0.0%	-7	-100.0%
Others	36	3.2%	81	4.9%	45	125.0%
Total	1114		1667		553	

^aGreater Boston: Salem, Marblehead, Swampscott, Lynn, Saugus, Melrose, Malden, Revere, Everett, Chelsea, Winthrop, Winchester, Medford, Arlington, Belmont, Cambridge, Somerville, Watertown, and Brookline.

Cape Ann region: Rockport, Gloucester, Essex, Manchester, Hamilton, Wenham, and Beverly.

NMCOG region: Pepperell, Dunstable, Tyngsborough, Dracut, Westford, Chelmsford, Lowell, Tewksbury, and Billerica.

Route 128 region: Danvers, Peabody, Lynnfield, Reading, Wakefield, Stoneham, Woburn, Burlington, Bedford, Lexington, Lincoln, Waltham, Weston, Newton, Wellesley, Needham, and Dedham.

Southern NH region: North Hampton, Hampton, Exeter, Hampton Falls, Seabrook, Kensington, South Hampton, East Kingston, Kingston, Newton, Danville, Sandown, Hampstead, Plaistow, Atkinson, Derry, Salem, Windham, and Pelham.

Southern Edge region: Ipswich, Topsfield, Middleton, North Reading, and Wilmington.

Route I-494 region: Littleton, Harvard, Boxborough, Acton, Bolton, Stow, Hudson, Berlin, Marlborough, Northborough, Southborough, and Westborough.

Central NH region: New Castle, Portsmouth, Rye, Greenland, Newmarket, Newfields, Stratham, Epping, Brentwood, Fremont, Raymond, Chester, Auburn, Manchester, Bedford, Londonderry, Merrimack, Litchfield, Hudson, Nashua.

Table T-5 below shows that a significant number Newbury workers work in town (613). This figure almost doubled from 1990, when it was 337, an increase of 81.9%. In addition to Newbury resident, Newburyport residents continue to be a significant source of employees commuting to Newbury. However, while Newburyport held relatively steady at 163 workers, the number of workers from Haverhill and Lawrence increased significantly – Haverhill saw an increase of 33 workers, up 220%, and Lawrence was an increase of 39 workers, up 557%. Lynn also shows a significant increase of workers commuting to Newbury, up 35, or 700%. Towns that experienced a decrease of workers

commuting to Newbury include Amesbury, down 42 or 50.6%, and Hampton, NH, down 40 or 75.5%.

Table T-5: Newbury Employment, Top Towns of Origin (2000)

1990			2000			Change	% Change
Rank	Residence	# of	Rank	Residence	# of	1990 to	1990 to
	Workers			Workers		2000	2000
1	Newbury	337	1	Newbury	613	276	81.9%
2	Newburyport	153	2	Newburyport	163	10	6.5%
n/a	Rowley	n/a	3	Rowley	70	n/a	n/a
6	Salisbury	44	4	Salisbury	64	20	45.5%
14	Haverhill	15	5	Haverhill	48	33	220.0%
22	Lawrence	7	6	Lawrence	46	39	557.1%
3	Amesbury	83	7	Amesbury	41	-42	-50.6%
n/a	Portsmouth	n/a	7	Portsmouth	41	n/a	n/a
24	Lynn	5	8	Lynn	40	35	700.0%
12	Ipswich	21	9	Ipswich	37	16	76.2%
8	Georgetown	36	10	Georgetown	32	-4	-11.1%
7	Hamilton	39	11	Hamilton	28	-11	-28.2%
n/a	Gloucester	n/a	12	Gloucester	26	n/a	n/a
10	Beverly	27	13	Beverly	23	-4	-14.8%
n/a	Methuen	n/a	14	Methuen	22	n/a	n/a
20	N Andover	9	14	N Andover	22	13	144.4%
13	Seabrook	20	15	Seabrook	21	1	5.0%
5	W Newbury	53	16	W Newbury	19	-34	-64.2%
20	Peabody	9	17	Peabody	18	9	100.0%
n/a	Johnston, RI	n/a	18	Johnston, RI	17	n/a	n/a
23	Groveland	6	19	Groveland	16	10	166.7%
4	Hampton,	53	22	Hampton	13	-40	-75.5%

Journey to Work: Conclusion

For the vast majority of Merrimack Valley communities, the data shows that workers, overall, are traveling further to their jobs in 2000 than was the case in 1990. However, the case is not as striking for Newbury. It is clear, however, that Newbury residents are commuting more to some regions than they were in 1990. Boston and the Southern Edge communities stand out in particular. In addition, while Central NH continues to have only a small percentage of Newbury residents traveling to its region for work, the percentage increase of Newbury residents traveling to the region for work was significant.

These findings are verified by the fact that, according to the 1990 and 2000 censuses, the commuting time for Merrimack Valley residents increased on average 4.7 minutes. The commute for Newbury residents increased by 2.9 minutes, from 25.9 minutes in 1990 to 28.8 minutes in 2000. While some of this increase is no doubt related to congestion, some of the increase likely corresponds to increases in distance traveled.

Planning implications concerning the Journey to Work data depend heavily on the timing of future development in Town, as well as surrounding communities. As discussed in the Build-out Conditions Operational Analysis section below, the MVPC build out analysis shows that the Town of Newbury could hold 6,769 new residents under the current zoning and accommodate 2,609,565 square feet of commercial/industrial space. Should residential development outpace commercial and industrial development, it is likely that the current trend of Newbury residents traveling further outside of Town for work will continue. Furthermore, current data suggests that Boston and Southern Edge (particularly Ipswich and Topsfield) communities could see the greatest influx of Newbury residents traveling to work (see Tables T-2 and T-3). If this is the case, the Town should consider working with the MBTA to ensure continued, adequate commuter rail service to and from Boston. The MBTA rail line currently serves Ipswich as well as Rowley, another town experiencing marginal increases in workers from Newbury. The Town of Newbury should also consider working with private bus lines serving Boston commuters out of the Newburyport Park & Ride to ensure continued, adequate services. In addition, a future commuter shuttle service to communities not serviced by the MBTA rail line is an additional option that may address these trends. Should future development be such that a fixed route bus service becomes feasible, the Town should also consider working with the Merrimack Valley Regional Transit Authority (MVRTA) on implementing such a service.

It is important to keep in mind that if the town reaches residential build out before commercial and industrial build out is achieved, it is likely that residents working outside of Newbury will continue to do so even as work opportunities increase within the community. This is due to the inherent short-term inflexibility of the job market.

Should future commercial and industrial development outpace future residential development, the travel distance of Newbury residents could decrease, as more residents find jobs locally. However, the Town would also likely see an influx of employees traveling to Newbury for work. As mentioned above, commuter shuttle services, as well as MVRTA fixed route bus service, may become viable commuting options depending on future development trends in Newbury and surrounding communities.

Please see the Build Out Conditions Operational Analysis section of this Chapter for more specific information on where in Town future development may have the largest

impacts on vehicular traffic as well as a discussion on the complexities and limitations of such an analysis.

Newbury and the City of Newburyport are currently studying the proposed Little River Village Transit-Oriented Development (TOD) project, which would be located adjacent to the train station on the Newbury/Newburyport municipal line. The TOD proposal would concentrate housing and commercial activity near the Newburyport MBTA commuter rail station. A portion of this development is envisioned to be in Newbury. Development of this sort will work to mitigate additional job-related vehicular traffic, as many residents living in the TOD will likely be commuting to work on the MBTA commuter line while other residents of the TOD may choose to work in commercial establishments located within the TOD or the nearby Newburyport Industrial Park. Bicycle and pedestrian access, as well as access to the commuter rail, should be an integral part of planning for the TOD in order to minimize potential vehicular congestion.

The Goals and Recommended Actions section of this Chapter includes several suggestions to manage a potential increase of job-related traffic, including the strategies mentioned above. Particularly relevant is enhanced bicycle and pedestrian access (see Goal 2). Enhanced bicycle and pedestrian mobility will be particularly effective in areas with denser, mixed development, such as the proposed TOD. In addition, traffic management strategies such as context sensitive traffic-calming measures will work to ensure the safety of Newbury roadways (see Goal 1).

Traffic Congestion and Safety

Analysis of Existing Congested Transportation Facilities

The Merrimack Valley Metropolitan Planning Organization's Congestion Monitoring System does not identify any congested roadways or intersections within the community. However, we have received information from local officials and citizens indicating that there is a seasonal congestion problem that occurs on weekends at the intersection of Plum Island Boulevard/Old Point Road/Sunset Drive. This congestion occurs on summer weekends when many people are visiting Plum Island to visit the beach, Parker River National Wildlife Refuge or other recreational resources. Most of this congestion is likely caused by the combination of heavy traffic volume on Plum Island Boulevard, conflicting turning movements in the intersection as well as "friction" that occurs in the vicinity of the Plum Island Taxpayers Association Hall from persons both looking for parking or entering/exiting parking spaces. A more detailed analysis of the operation of this intersection should be undertaken to better understand the nature and extent of the congestion problem and to identify possible means to address this problem.

Transportation Network Safety

Increased traffic volumes, congestion, and traffic speeds are some factors that contribute to the increased incidence of automobile crashes and reduced safety of roadway users. Certain measures can be taken to increase safety of the roadway users, including: (1) improving the design of highways and intersections, and (2) increasing the enforcement of speed limits.

Historical traffic crash data for 2000 through 2002 was obtained for the intersections in Newbury from MassHighway computer files. This data is presented in Table T-6. After this data was presented at Newbury's public Master Plan Meeting on May 8, 2004, many people expressed concern that the data was inaccurate and that in fact there have been many more accidents in Newbury than the data was showing. Accordingly, MVPC requested accident data from the Newbury Police Dept. This data is for 2001 through 2003 and is presented in Table T-7. Newbury Police data indicate that there have been more accidents in Town than MassHighway has on record.

It should be noted that the Newbury Police Department data used in this report does not specify intersections where the accidents occurred. Moreover, the Byfield Fire Department records indicate that additional accidents may have occurred during the time period between 2001 and 2003 than is indicated by the Newbury Police data. However, due to administrative and time limitations on all parties, MVPC was not able to obtain more precise crash data at the time of publication. An additional constraint on the interpretation of the data sets presented in Tables T-6 and T-7 is that they are from

different time periods. Given these issues, it is recommended that the Town of Newbury obtain more precise crash data and perform an updated transportation network safety analysis in order to confirm the findings in the analysis presented below. Strategies to remedy these data discrepancies are addressed in the Goals and Recommended Actions section of this Chapter, under Goal 1.1.

Table T-6: Newbury Intersection Accidents 2001 - 2003

Intersection	No. Accidents
Route 1/Hanover Street/Middle Street	7
Route 95/Central Street	6
Route 1A/Rolfe Lane/Hanover Street	5
Route 1/Boston Street	3
Route 1/Elm Street	2
Route 1A/Parker Street	2
Central Street/Lunt Street	2
Orchard Street/Central Street	2
Elm Street/Triton High School Driveway	2
Other Intersections	24

Source: MassHighway

As shown in Table T-7 on the next page, Newbury Police Department data files indicate that over the three-year period between 2001 and 2003 there were a total of 260 reported crashes with 87 injuries occurring in Town. There was one traffic-related fatality during this period. There was one recorded pedestrian crash and no reported bicycle crashes in Newbury.

Roadway Safety

To examine the safety of a roadway, one must consider not only the total number of crashes on the roadway, but also the roadway length and the number of vehicles using the roadway. It is important to note that while MVPC has data on all of the roadway lengths, the Commission does not have traffic volume data for all of the roadways in the community. This makes it impossible to determine crash rates per million vehicle miles for all roadways in town. Table T-7 on the following page shows crash rates per million vehicle miles for those roadways for which MVPC has the necessary data.

While the higher volume roads in Town, such as Route 1 (Newburyport Turnpike) and Route 1A (High Road) may have a high number of crashes per mile (13.60 and 10.24 crashes per mile, respectively), when considering traffic volumes, these roadways have crash rates of approximately 1.39 and 1.29 crashes per million vehicle-miles (mvm), respectively—rates that are relatively low when compared to rest of the Town's roadways (Table T-7). In fact, these rates are slightly lower than the statewide average rates for urban (2.67 crashes per mvm) and rural (1.68 crashes per mvm) primary two-lane roads, as calculated in 1988, the latest year available.

Table T-7: Newbury Top 20 Crash Locations by Roadway (2001 - 2003)

Street/ Location Name	Total Crashes 2001 – 2003^a	Total Injuries 2001 - 2003^a	Roadway Length (miles)^b	Crashes per mile	Estimated annual crash rate^c
Boston Road	5	0	1.67	2.99	3.46
Central Street	17	9	2.01	8.46	1.19
Coleman Road	6	2	0.54	11.11	NA ^d
Elm Street	25	8	2.09	11.96	3.09
Hanover Street	9	5	1.05	8.57	1.78
High Road (Route 1A)	43	4	4.20	10.24	1.39
Highfield Road	8	4	0.69	11.59	NA
Larkin Road	4	2	0.72	5.56	NA
Main Street	9	2	1.92	4.69	1.86
Middle Road	9	2	3.40	2.65	1.21
Moody Street	6	0	0.60	10.00	NA
Newburyport Turnpike (Route 1)	54	31	3.97	13.60	1.29
Northern Boulevard	4	0	0.82	4.88	0.95
Old Point Road	5	1	0.62	8.06	NA
Orchard Street	4	2	2.04	1.96	NA
Parker Street	4	1	0.48	8.33	1.29
Plum Island Boulevard	11	3	0.21	52.38	NA
Plum Island Turnpike	14	4	1.66	8.43	0.83
School Street	6	0	0.45	13.33	4.35
Scotland Road	17	7	2.21	7.69	0.78

^a Source: Newbury Police Department

^b Source: MassHighway Road Inventory File, 1997.

^c Crash rate is in crashes per million vehicle-miles. Traffic Volume Source: MassHighway Traffic Volumes by City/Town, 2004.

^d NA = Traffic volume data is not available to determine the rate.

Lower volume roadways in Town that are experiencing a high number of crashes include Highfield Road, and the streets surrounding Triton Regional School including Coleman Road, Elm Street, and School Street. Elm Street and School Street carry significantly less traffic than the Newburyport Turnpike (Route 1), however, they have approximately the same number of crashes per mile. These two streets stand out in particular in terms of crashes per million vehicle-miles. School Street was estimated to experience approximately 4.35 crashes per mvm, a rate significantly higher than the rest

of Newbury's roads that have traffic volumes measured. Elm Street has an estimated 3.09 crashes per mvm. These rates are significantly higher than the 1988 statewide average rates referenced above. It should be noted that MVPC does not have traffic volumes for Highfield Road and Coleman Road and therefore is unable to determine the rate of crashes per million vehicles miles for these roadways.

Plum Island Boulevard has the highest number of crashes per roadway mile in Town. In addition, an MVPC traffic count done in July 2004 on Northern Boulevard shows that traffic volumes on Plum Island Boulevard likely exceeds 8,000 vehicles per day on summer weekends. The relatively high number of accidents occurring on Plum Island Boulevard may be explained by its dense development, as well as significant pedestrian and vehicular activity, particularly during the summer months. In addition, Plum Island Boulevard terminates at a sharp radius curve onto Northern Boulevard at a parking lot driveway. Further investigation is warranted.

Inexperienced drivers heading to and from school as well as increasing truck traffic on some substandard rural roads may be contributing factors to the high number of crashes. Roadway design changes and traffic calming measures could work to reduce the occurrence of crashes along these and other roadways in Newbury. For example, Highfield Road has a tight (approximate 100 foot) radius curve in its mid-section. To improve the safety of the roadway, its alignment could be changed by providing a larger turn radius, or warning signs and 20 mile-per-hour speed limit signs could be posted in advance of the curve. Further investigation is necessary prior to drawing final conclusions. In addition, Goal 1 in the Goals and Recommended Actions section of this Chapter discusses several potential strategies to improve the safety for Newbury roadways.

Table T-7 shows that in general, as one would also expect, the roadways with the most accidents also have the most number of reported injuries. It is interesting to note, however, that High Road has experienced the second highest number of accidents (43) over the three-year period, but has a relatively low number of reported injuries (4). This is likely due to the fact that traffic is traveling at lower speeds on High Road as compared to the Newburyport Turnpike, which has the highest ratio of injuries to accident (54 accidents and 31 reported injuries). Nevertheless, despite the low number of injury related crashes occurring on the road, High Road had the one fatal crash in Town that was recorded over the three-year period. In addition to the Newburyport Turnpike, the following roadways all had an injury/accident rate of 50% or higher: Hanover Street, Central Street, Highfield Road, Larkin Road, and Orchard Street.

Intersection Safety

With above analysis in mind, and taking into account the MassHighway data, the most problematic intersections in Newbury may be, in order of historical crash frequency: Newburyport Turnpike (Route 1) at Hanover Street and Middle Road, Orchard Street at

Central Street, Scotland Road at the Interstate Route 95 ramps, Newburyport Turnpike at Elm Street, High Road (Route 1A) at Hanover, and Central Street at the Interstate Route 95 ramps.

Field observations revealed that the intersection of the Newburyport Turnpike (Route 1) at Hanover Street and Middle Road has some sight distance issues. The operators of vehicles waiting behind the STOP bar on Middle Road have limited sight distance to the north, due to some vegetation and some ledge outcropping along the west side of Route 1, on the northwest corner of the intersection. This may be a contributing factor to the high number of crashes, and perhaps should be investigated further by MassHighway. Due to these conditions, any proposal to further develop this area should be required to include a traffic study addressing the mitigation of existing and future problems at this intersection. This would include the possibility of a traffic light and/or other traffic calming measures, as well as enhanced pedestrian and bicycle access and access to the commuter rail station.

The signalized intersection of High Road (Route 1A) at Hanover Street and Rolfe's Lane was recently reconstructed with new pavement markings. It is not immediately apparent why the southbound approach of High Road was striped with an exclusive left-turn lane and the northbound approach was not. Instead, some shadow gore striping marks the pavement, where a left-turn lane could be placed. The southbound approach may have many more left-turns than the northbound approach, however, a left-turn lane still may be useful to allow through and right-turning vehicles to bypass during times of heavy traffic. It is not clear whether this striping has contributed to crashes, however a restriping of High Road, a state road, at the intersection should be considered by MassHighway to improve operations, if not to improve safety.

As mentioned above, specific design measures can be taken to improve and enhance roadway safety. Some of these measures include: signalization of intersections to control traffic at a congested intersection in a more orderly fashion, widening of intersections for the provision of turn lanes to allow through traffic to bypass vehicles waiting to turn, and realigning intersecting roads or grading corners to improve corner sight distances. As with other roadway improvement projects, engineering studies must be conducted prior to these projects to weigh the positive and negative impacts of proposed changes against each other. All studies and designs should consider accommodation of pedestrians and bicyclists, two groups that often share the roadways with automobiles, especially during the summer months. Providing better facilities for these users will also improve the safety of automobile drivers as well.

A central goal of the Town of Newbury is to preserve its rural character while increasing safety along its roadways. In light of this, it is recommended that emphasis should be placed on context-sensitive design and traffic calming measures when considering solutions to roadway hazards in Newbury

Build Out Conditions Operational Analysis

MVPC conducted a build out analysis of the remaining developable land in the Town of Newbury under Massachusetts Executive Order Number 418, issued by Governor Cellucci on January 21, 2000. This analysis included a tally of developable land in Newbury excluding land that is considered permanently protected open space or is protected by the Wetlands Protection Act or the Rivers Protection Act. Also, land that is constrained due to severe physical conditions, such as adverse topography, was excluded. The most intensive by-right development, in accordance with the Town's zoning requirements, was assumed to occupy all of the developable land that was not absolutely constrained. The analysis also assumed that there would be no new development on property that is currently developed. The MVPC Build Out analyses showed that the Town of Newbury could hold 6,769 new residents under the current zoning and accommodate 2,609,565 square feet of commercial/industrial space.

Future year traffic volumes for key collector and arterial roadways in Newbury were developed using the Merrimack Valley Planning Commission's regional traffic model and are shown in Table T-8. These volumes were developed by calculating the number of additional jobs and dwelling units that could be added to each Traffic Analysis Zone (TAZ) in Newbury based on the square footage of developable commercial/industrial space and number of dwellings allowed under existing zoning as identified in the community's build out analysis. Similar calculations were also performed for the other communities in the Merrimack Valley region. In addition, MVPC estimated the amount of traffic that would be passing through the Merrimack Valley region (i.e. from southern New Hampshire to Route 128/Boston via I-95, etc.) in the build out year. These latter two steps are necessary to account for the impact of traffic passing through Newbury during peak travel periods. What this analysis showed was that the majority of the new jobs created in the region under the build out scenario would have to be filled by persons that live outside the region. This is because the number of new jobs projected for the region in the build out year will far exceed the projected number of new workers that will live in the region.

MVPC assumed that build out conditions across the region would occur in the year 2040. This year was selected based on the rate of population growth in the region over the past 30 years, which shows an average 10-year population growth rate of about 8.7%. At that rate, the region would achieve its residential build out population limit of approximately 406,000 in just fewer than 30 years. Build out of the region's commercial and industrial land would likely occur subsequent to the attainment of the residential build out. Consequently, a 40-year build out time horizon was selected.

In calculating build out traffic impacts, the model assumed that the same overall residential trip making behavior and trip generation characteristics would be exhibited in the build out year as exist today. Staff recognizes traffic behavior and trip generation

are likely to fluctuate in the future based on a number of factors including advances in technology, both at home and at the work place, levels of congestion, fuel prices, vehicle technology, etc, just as they have in recent years. Given the complexities involved in projecting changes in trips making behavior and in recognition of the fact that the region's build out year analyses are based on the existing zoning and therefore reflect existing land use patterns, MVPC decided to forecast build out year traffic volumes based on existing trip generation rates.

Build Out Traffic Volumes

As noted above, MVPC used its regional traffic simulation model to estimate how traffic volumes along these roadways would grow assuming that the build out development condition was achieved. These volumes are shown in Table T-8.

Table T-8: Build-out Analysis Results: Projected Average Daily Traffic

Street Name	Location	2000 Actual Volume (adt ^a)	2040 Projected Volume (adt ^a)	2000-2040 Projected Percentage Increase
Central Street	North West of I-95	6,036	12,654	109.64%
Central Street	South East of I-95	6,000	12,939	115.66%
Hanover Street	East of Rt. 1	3,236	6,524	101.60%
High Road	Rowley Town Line	4,200	7,748	84.48%
High Road	South of Rolfes/Hanover	6,985	11,196	60.28%
Main Street	Georgetown Town Line	3,163	6,645	110.08%
Main Street	South of South St	1,633	3,057	87.21%
Moody Street	West Newbury TL	1,118	2,314	106.97%
Newburyport Turnpike (Route 1)	North of Elm St	10,477	15,374	46.74%
Parker Street	West of Rt. 1A, East of Rt	4,463	8,086	81.17%
Plum Island Turnpike	West of Sunset Dr	5,859 ^b	7,195	22.80%
Rolfes Lane	East of Anchor Way	5,000 ^b	6,453	29.07%
School Street	North of Elm St	3,131	6,968	122.54%
Scotland Road	North East of I-95	10,108	19,260	90.54%

^aadt – average daily traffic volumes in vehicles per day (vpd).

^boff season volume shown; peak summer volumes will be higher

Table T-8 shows that most roadways in Newbury will see a significant increase in traffic volumes under the build out condition. The 2040 projected traffic volumes are the result of the percentage increase in traffic volumes between 2000 and 2040 derived from MVPC's traffic simulation model applied to actual traffic counts. Of the roads included in Table T-8, the largest percentage increases are expected to occur on School Street, Central Street, and Main Street. Volumes along these roadways are expected to more

than double from existing levels. This is not surprising given that most of the developable land is located in the western section of town. In contrast, volumes along the roadways in the eastern half of town such as Rolfe's Lane, High Road (Route 1A) and the Plum Island Turnpike are expected to see much more modest growth given the limited availability of developable land in this area. Volumes on Rolfe's Lane and the Plum Island Turnpike are expected to only grow by 29.07% and 22.8%, respectively, from current levels under the build out scenario.

Although these increases in traffic volumes are significant, none of the volumes shown for the above roadways indicate that additional travel lanes will be needed. However, there will be a marked increase in congestion in the Byfield area. Planning recommendations to lessen this predicted congestion are provided in the Goals and Recommended Actions section of this Chapter.

Goals and Recommended Strategies

MVPC has worked with local officials and the community to identify a set of goals and policies that will guide the Town of Newbury in maintaining, managing, and where necessary, improving its transportation network. Four principal transportation goals have been identified from the public feedback solicited as part of this planning process.

A discussion of these goals, and related implementation recommendations, follows. It is important to keep in mind that many of the recommendations will require the Town to seek and secure State funding and/or other sources of funding prior to implementation. Thus a systematic, ongoing prioritization of these goals and recommended actions will be necessary. It should also be noted that public participation will play a significant role in many of the recommended actions.

Goal #1: Improve Roadway Safety While Preserving the Rural Character of Newbury

Public outreach conducted as part of this planning process found that there is significant concern among Newbury residents about the increasing amount of traffic on local roads. In addition, truck traffic and related noise pollution is seen as a problem in many neighborhoods. Safety of the roadways in Newbury is also a significant concern, particularly near Triton Regional High School on Elm Street. Public feedback also made clear that preservation of Newbury's rural character is of primary interest when considering solutions to traffic-related concerns.

Strategy 1.1 Decrease the Number of Traffic Accidents throughout Town

Further study is needed to determine where accidents are occurring in Newbury. During a public meeting on May 8, 2004, several residents expressed concern that the MassHighway crash data presented was inaccurate and that in fact there have been many more accidents in Newbury than the data was showing. Accordingly, MVPC requested accident data from the Newbury Police Dept. This data is presented in Table T-7 above. Newbury Police data shows that there have been more accidents in Town than MassHighway has on record. However, Newbury Police data does not specify intersections where the accidents occurred. Furthermore, there are discrepancies between Police and Fire Department accident data (see above Transportation Safety Network section for further information). Given these issues, it is difficult to conclude with certainty the locations in Newbury with the highest frequency of crashes. A system should be instituted to track precise place of crashes occurring in Town.

Field observations reveal that the intersection of the Newburyport Turnpike (Route 1) at Hanover Street and Middle Road has some sight distance issues. This may be a contributing factor to the high number of crashes in this area. Due to these conditions, any proposal to further develop this area should be required to include a traffic study addressing the mitigation of existing and future problems at this intersection. This would include the possibility of a traffic light and/or other traffic calming measures, as well as enhanced pedestrian and bicycle access and access to the commuter rail station.

In addition, the Town should determine where speeding is most problematic and improve existing congestion data by capturing seasonal volume changes. This data should then be used to determine the cause of accidents at high-crash locations. Once this has been done, context-sensitive traffic calming measures and increased enforcement should be employed to remedy the underlying factors contributing to the high number of crashes. Finally, a public outreach traffic-safety campaign should be employed. Because safety near the high school is of particular concern, this campaign could be targeted to school-age drivers and their parents.

Strategy 1.2 Reduce Through Traffic in Town

It is recommended that the Town coordinate with neighboring communities to reduce through traffic, including identifying routes most commonly used by through traffic and locating traffic generators. From this analysis, the Town should determine preferred alternative routes and employ traffic calming measures or enforcement on other roadways to encourage the use of these preferred routes. Truck routes should also be identified and implemented with the cooperation of MassHighway. In addition, a system to routinely consider and remedy potential transportation conflicts related to large construction projects such as the Plum Island water and sewer project should be employed.

Strategy 1.3 Reduce Traffic and Rail-Related Noise Pollution in Town

Many residents in Newbury have reported that traffic related noise pollution is increasing. Several of the actions discussed above will help to lessen this problem. More study is needed, however, to identify the most problematic sources of traffic noise. The Town should also consider adopting an appropriate traffic-related noise ordinance. Public education on the noise ordinance is advised to improve its effectiveness.

This plan advocates the continued study of the Little River Village transit oriented development (TOD) near the Newburyport/Newbury line. The TOD proposal would concentrate housing and commercial activity near the Newburyport MBTA commuter rail station. Development of this TOD will likely lead to the loss of Newbury's quiet zones at all three intersections in Newbury between roads and the commuter rail line. Funding should be sought to pay for mitigation measures borne from the increase in noise from the commuter rail. Noise barrier techniques may be desirable to lessen the impact from the rail station on any housing or commercial development located within or adjacent to this TOD. The Town should work with developers of the TOD to apply for State TOD funding for these mitigation measures.

Strategy 1.4 Employ Transportation-Related Design Standards Reflecting Newbury's Historic and Rural Character

The small villages of Newbury, such as Byfield, Plum Island and Old Town/Upper Green are an integral part of the community's charm. In addition to the Village Center Zoning recommended in this plan, transportation-related design standards should be employed to facilitate the preservation of Newbury's historic and rural character. In addition, a system to ensure the integration of traffic-related concerns into the earliest planning stages of any significant development in Town, including but not limited to traffic circulation, parking, service areas, public transportation, and pedestrian and bicycle access and movement should be developed.

Note: More details Byfield Village, see Strategy 4.2 in the Land Use Chapter.

Goal #2: Enhance Safe Bicycle and Pedestrian Access throughout Newbury

Safe bicycle and pedestrian access throughout Town received significant attention at the public meeting held on March 8, 2004 and was also supported widely in other public outreach efforts conducted as part of this planning process. Of particular concern is enhancing pedestrian access to senior housing, public facilities, and recreational areas, primarily through sidewalk and crosswalk enhancements. Currently, there is a limited number of sidewalks near these facilities, forcing pedestrians to walk in the street or in the shoulder of the street – areas that pose potential safety hazards, as well as inconvenience. In addition, there has been strong interest expressed on developing on- and off-road bicycle routes throughout Town, including enhancing regional links.

Model design standards should be developed and applied to all pedestrian and bicycle facility projects to reflect Newbury's historic and rural character while ensuring safe access. These design standards are meant to complement the transportation-related

design standards discussed in Goal 2 (and could be included in them), as well as the zoning developed under the Village Center Zoning District. Finally, preparation and distribution of a map to serve residents as well as visitors and eco-tourism interests of all pedestrian and bicycle routes and facilities as well as waterway routes and facilities (see Goal 4) would educate the public about these resources and encourage their use.

Strategy 2.1 Enhance Safe Pedestrian Access throughout Town

An inventory of existing pedestrian corridors is necessary in order to develop a prioritized list of where sidewalks and crosswalks are most desirable. The study should concentrate on improving access to senior housing, public facilities, recreational areas, as well as new commercial and retail areas. In addition, the Town should develop a system to monitor for, document, and prioritize pedestrian facility improvements on an ongoing basis. In addition, a maintenance program should be established to ensure that all pedestrian facilities are passable year-round. On roadways such as Route 1A that are under the jurisdiction of MassHighway, the Town should work with that department to provide enhanced pedestrian accommodations. The Town should also consider providing facilities to service pedestrians and bicyclists such as public restroom facilities and trash receptacles. In addition, the Town should ensure that all handicapped accessibility requirements are met.

Incorporating pedestrian access should be an integral part of any new development proposals, including the proposed Little River Village TOD around the MBTA commuter rail station and the Route 1, Hanover St., and Middle St. areas. The Town should work with developers to secure funding for mitigation measures required at railroad crossings, in particular.

Strategy 2.2 Enhance Safe On-and-Off-Road Bicycle Access throughout Town

The recommended actions for enhancing safe on- and off-road bicycle access in Newbury are similar to those discussed above for enhancing pedestrian access. An inventory of existing bicycle travel routes should be produced, as well as an inventory of where on- and off-road bicycle routes are most desirable. The Town should continue its efforts to collaborate with local and regional communities to enhance regional bicycle route and rail-to-trail opportunities. On roadways such as Route 1A that are under the jurisdiction of MassHighway, the Town should work with that department to provide enhanced bicycle accommodations. In addition to rest room facilities and trash receptacles, bicycle racks should be provided at bicycle route end points. These facilities will encourage bicycle use. In addition, the Town should employ a system to monitor, document, and prioritize potential bicycle route

improvements and ensure that all handicapped accessibility requirements are met.

Incorporating bicycle access should be an integral part of any new development proposals, including the proposed TOD around the MBTA commuter rail station and the Route 1, Hanover St., and Middle St. areas.

Goal #3: Increase Access to Public Transportation through Regional Coordination

Increasing access to public transportation in Newbury received considerable attention by Newbury residents during this planning process. Currently, there is limited public transportation service offered within Newbury. The nearby Newburyport MBTA Commuter Rail station is the most significant public transportation facility in the area. In addition, the Merrimack Valley Regional Transit Authority (MVRTA) offers fixed-route bus service to Plum Island. However, this route does not serve greater Newbury. In addition, the Newbury Council on Aging offers a limited transportation service to the elderly. Although current development patterns in Newbury may not be conducive to fixed route MVRTA bus service, there are still significant opportunities for public transportation in Town.

Strategy 3.1 Provide Access to Public Transportation for Newbury Residents and Visitors

To better serve its senior population and other residents with limited mobility, Newbury should explore implementing a demand-response, or Ring and Ride, service with the MVRTA. The MVRTA's Ring and Ride program is a curb-to-curb transportation service using wheelchair lift-equipped vehicles. The service would allow users to commute within Town as well as to other designated destinations outside of Newbury. It would likely operate during the daytime Monday through Saturday and would require 24-hour advance reservation. A Ring and Ride service would be financed in part through a local assessment made to the MVRTA, which would be deducted from an existing MBTA assessment already being paid by Newbury. Thus, it is possible that implementing this service would have minimal costs to the Town.

Utilizing the opportunities presented by the train service at the Newburyport MBTA train station, the Town should coordinate with MVRTA, MVPC, and other potentially interested parties to investigate feasibility of a summer shuttle between the Newburyport MBTA Station and Plum Island. Implementation of such a service would serve potentially to reduce the amount of vehicular traffic on Plum Island as well as on roadways leading to the island such as the Plum Island

Turnpike, Rolfes Lane and High Road. In addition, working with MVRTA, the City of Newburyport and the Town of Salisbury, it is recommended that the Town identify on an ongoing basis areas of potential coordination of existing and future public transportation services. For example, should an eco-tourism be developed as suggested in the Economic Development Strategies of this plan, related shuttle services should be coordinated with the MBTA commuter train, MVRTA bus routes, as well any other future services such as a possible ferry service to Salisbury.

As residential, commercial, and industrial development continues in Town and in surrounding areas, it will become important for the Town of Newbury to work with the transit authorities and other public transportation suppliers to ensure continued, adequate services and to implement additional public transportation options as needed, such as fixed-route bus service (MVRTA) or commuter shuttle services.

Finally, the Town should ensure that all relevant handicapped accessibility requirements are fulfilled when implementing any public transportation services.

Goal #4: Enhance Safe and Environmentally Sensitive Access to the Beach on Plum Island and to Other Waterways for Newbury Residents and Visitors

Enhanced safe and environmentally sensitive access to Plum Island beaches as well as to other waterways in Newbury was highlighted as a significant concern during this planning process. On Plum Island, vehicular congestion, parking and bicycle access are prominent issues. As discussed in the Transportation Network Safety section, Plum Island Boulevard has the highest number of vehicular crashes per mile of roadway as any road in Newbury. The Boulevard is densely developed, with several small business and parking areas. It will be important for the Town of Newbury to consider these factors when planning access enhancements to the island.

Strategy 4.1 Improve Access-related Facilities (parking, rights-of-way, etc.) on Plum Island and at Other Public Waterway Access Points

A comprehensive review of the Parker and Plum Island River estuary, including safe and environmentally acceptable capacities, access improvements, regulation, and enforcement should be done prior to considering additional access-related facilities in these areas. Due to the vehicular congestion and safety concerns along Plum Island Boulevard, the Town should also initiate a vehicular and pedestrian circulation and

parking analysis of Plum Island identifying residents complaints, use conflicts and needs objectives. Prior to construction of additional facilities, it is recommended that the Town consider adopting environmentally sensitive design standards for public access routes to its waterways. In addition, the Town should ensure that all handicapped accessibility requirements are met.

There are a number of actions the Town can take to address resident concerns about parking and access rights to Plum Island beach in the short-term. For example, increased signage and enforcement of existing resident and nonresident parking regulations on the island could be of significant benefit (Chapter 93, Article IV, Sec. Q. No person shall park or allow to be parked, any motor vehicle on the beach side of Northern Boulevard, between May 15 and September 15, all dates inclusive; except residents and non-resident taxpayers by permit only.). In addition, the Town should consider delineating and increasing enforcement of existing rights of ways leading to the beach on Plum Island. The Town recently established a resident-only parking area at the intersection of Plum Island Blvd. and Northern Blvd. The effectiveness of this measure should be evaluated after the peak visitor season and further changes to the parking policy should be considered if deemed necessary.

A current plan for a bicycle lane along Plum Island Turnpike, terminating at the intersection of the Turnpike and Sunset Drive, may encourage additional bicycle traffic on Plum Island. Once this bicycle lane is established, it will be particularly important for the Town to provide bicycle parking facilities at the Plum Island parking lot. If deemed appropriate by a review of the estuary (T-4.1.2), bicycle parking is also recommended at other popular waterway access points. (T-4.1.7) Finally, preparation and distribution of a map to serve residents as well as visitors and eco-tourism interests of all waterway routes and facilities, as well as pedestrian and bicycle routes and facilities (see Goal 2), would educate the public about these resources and encourage their use.

Strategy 4.2 Enhance and Increase the Number of Access Points to Public Waterways

Identification and prioritization of potential improvements for waterway facilities such as additional boat launches and improvements to existing boat launches, a guard house at the town boating ramp on the Parker River, and a storage area for equipment during the off-season should be considered. It is recommended that this process be done in conjunction with a comprehensive review of the estuary. Feedback received during

this planning process also suggests the need for Newbury to hire additional Harbormaster staff during the high-activity summer months.

The Town may find it helpful to combine several of the recommended actions to form additional, discrete plans or policies. For example, a Biking and Pedestrian Facilities Master Plan could be developed to include not only a needs assessment and recommendations for future pedestrian and bicycle routes, but also design guidelines for pedestrian and bicycle facilities (see recommended actions under Goal 2, Enhance safe bicycle and pedestrian access throughout Newbury).

Community Facilities and Services



Newbury Master Plan

Inventory of Community Facilities

Schools

Newbury is part of the Triton Regional School District, which also includes the Towns of Salisbury, and Rowley. The District includes three elementary schools (one in each member town), one regional middle school and a regional high school.

Table CF-1: Newbury Public Schools Enrollment

School	Grades	Enrollment	Newbury Enrollment
Newbury Elementary	Pre-K, K-6	645	645
Triton Regional Middle	7, 8	564	159
Triton Regional High	9-12	977	301
Other enrollment		Not Available	59
Total		2186	1164

Source: Mass Department of Ed./Triton Regional School District 2004-05 Enrollment Data

Newbury Elementary School

Located at 63 Hanover Street, the Newbury Elementary School currently maintains an enrollment of 645 students from Pre-Kindergarten to sixth grade. The building was substantially renovated in 1995. A portion of the school is currently being used as the Town's Senior Center. In 1998, Newbury Elementary School enrolled 827 students, its highest enrollment in the past twenty years.

Triton Regional High and Middle School

The Triton Middle and High School complex is located at 112 Elm Street, in Byfield and consists of a multi-level brick building originally constructed in 1971. An addition was recently completed and the interior of the original building was renovated in 2000-2001. The buildings includes a number of educational amenities, including a gymnasium, auditorium, art rooms, photography lab, science rooms, computer labs, shop areas including woodworking, a media center and a library.

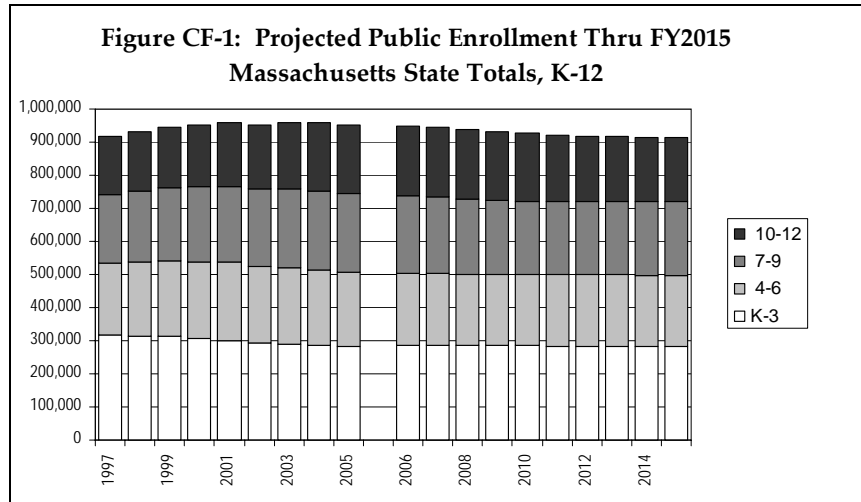
Whittier Regional Vocational Technical High School

Newbury is part of the Whittier Tech Regional School District. Whittier offers 19 vocational career areas designed to provide the necessary training and skills for personal and work force success. According to the 2004 Town Annual Report, 16 students are from Newbury.

Future Enrollment

In the near term, enrollment in the Triton School District will likely mirror the growth pattern depicted in state-wide student enrollment projections (see Figure CF-1).

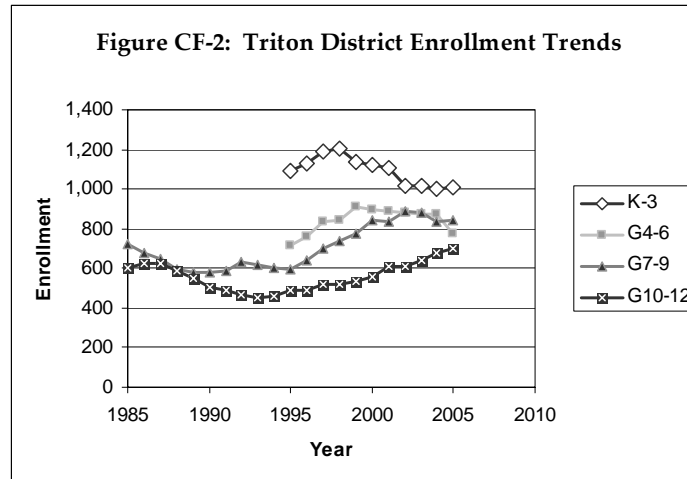
Enrollment trends and projections by the Massachusetts Department of Education show that a peak in statewide enrollment occurred between 2001 and 2004. Caused by enrollment of the children of the “Baby Boom” population cohort, trends show that decrease in overall enrollment is projected to continue through to 2015.



Trends of student enrollment in the Triton Regional School District show a similar peaking of the student population (see Figure CF-2, below). While middle and school aged students continue to increase, enrollment in the elementary schools peaked from 1998 to 2000. The enrollment decline in the elementary schools since 2000 will soon carry over to the middle and high school population.

In the longer term, buildout of the Town is expected to double the size of the population within 60 years, which is estimated to result in 1,463 new students to the district, just from Newbury. At the current rate of development, new growth will yield an additional 406 students by the year 2020, or an average of 29 students per grade just from Newbury.

The District is not currently planning any expansion of the current facilities. One additional classroom could be made available in the Newbury Elementary School, as the space is currently occupied by the Newbury Senior Center.



Town Hall

Town offices are located on the main floor at 25 High Road in 2,600 square feet of space. The building houses space for eleven and one half Town employees in a variety of departments, including the Selectman's Office, Town Accountant, Town Clerk, Conservation Commission, Planning Board, Board of Health, Harbormaster, Building Inspector and Assessor. The building also has a main meeting hall, which can seat 49 people for meetings of the various boards and commissions.

The Town Hall facility is inadequate for its current use, due to the limited size of the building and the need for space to accommodate the current staffing level. Currently, a number of departments share very limited space, requiring some personnel to work off-site for a portion of the day. There is also a need for additional, secure storage space for town records. Productivity is lost, for example, as some department personnel must retrieve records next door at the Woodbridge School. Suitable, private conference rooms and meeting rooms are needed, as well.

Public Safety

Public Safety encompasses police, fire and emergency medical response. While the police department is part of the Town of Newbury, fire and emergency medical response services are provided by two private fire companies. The Town provides only limited financial support for Fire Company #1 and #2.

Police

The Newbury Police Department maintains a roster of fifteen full-time officers and 7 part-time officers. In 2004, the Department responded to 20,585 incidents, up from 17,161 incidents in 2002. Calls vary widely, but a majority of calls were building checks (11,833) and motor vehicle complaints and citations (1,863). The Department maintains

a very active outreach and education program, including the RadKids children's safety program, Newbury D.A.R.E. in conjunction with the Triton Regional School District and the Our House Check Program, where residents alert the Department when they are going away on vacation. The Newbury Police Department also is the emergency response agency for the Town.

The police station, located in the basement of Town Hall at 25 High Road, contains approximately 2,600 square feet of space. Limited additional space is provided by a temporary trailer, located behind the police station, which houses a regional drug task force.

The police station is too small for current operations and cannot accommodate any future growth. The current space is crowded, as the responsibilities of the Department have continued to grow over the past 20 years. The space is functionally obsolete, as the space lacks separate holding cells for women, men and juveniles and suitable storage space for evidence. The Police Station is in violation of numerous building codes and is subject to repeated flooding. All of these issues create potential financial liabilities for the Town.

There is a great need for a new public safety facility. Two expansion options are under consideration for the long term. One option would involve the relocation of the town municipal offices to the Woodbridge School, which would facilitate the renovation of the current town offices for use by the police department. Alternatively, a new police station could be included as part of a new municipal complex or could be sited as a stand-alone facility. Sites adjacent to Route 1 would provide the police with a central location in Newbury from which to serve Old Town, the growing year-round population of Plum Island as well as Byfield.

Fire Protection and Emergency Medical Response

Fire protection in Newbury is provided by two private fire companies, Fire Protection Company #1, with a newly constructed facility on Central Street in Byfield and Fire Protection #2, with a fire station located behind Town Hall in Old Town. The Town does provide funding to both companies, covering a portion of the salaries for full-time and reserve officers.

In 2002, Fire Protection Company #2 responded to 305 fire calls, 208 EMS calls and 942 service calls (inspections, etc.), while Company #1 answered 311 fire calls and 176 ambulance calls. Both companies consistently review their capital needs. They each plan to continually replace equipment. The companies generally raise funds privately for new capital equipment.

As is the case in most semi-rural towns, the two fire protection companies struggle to meet the national fire industry goals of arriving within 6 minutes of the first alarm at 90

percent of building fires. The combined on-time rate between 1986 and 1998 was 82.1%, while the rate between 1999 and 2002 fell to 62.5%. In 2002, only about half of the local fire departments in the state—54 percent—met the fire industry goal. Across the nation, the showing was even worse, with only 35 percent of departments meeting the response time goal. Response times have started to come down for Company #1, with the opening of the new station on Central Street. Company #2 is evaluating the need for a new station on Plum Island, in order to reduce response times there.

Newbury Town Library

The Newbury Town Library is a full-service library offering borrowing privileges to the residents of Newbury. The Library is housed in a modern, 14,000 square foot building located at 0 Lunt Street in Byfield Village. The \$2.2 million building opened in 1998.

The library contains 41,103 total holdings, including books, video and audio media and periodicals. The library also offers full reference service including one-on-one assistance, phone reference, and homework assistance. Reference staff is also on hand to help patrons with the on-line computer catalog, the numerous electronic databases and the internet. In 2004, the library had a total circulation of 67,761. The library has 10 computer stations available for the public use, featuring internet access as well as Microsoft Office 2000 software. Meeting space is also available.

Newbury Town Library maintains standards necessary to participate in the State Aid to Public Libraries Grant program administered by the Massachusetts Board of Library Commissioners. This participation permits reciprocal borrowing of library materials among all participating communities. Residents can borrow books from almost any other public library in the state, as non-residents can borrow from Newbury.

The building has no obvious capital needs. The building has more than enough space to hold its current collection. The size of the facility will accommodate any foreseeable growth in the Town's population and commensurate size of its collection.

The most pressing issue facing the library is the struggle to maintain its services in light of its eroding operating budget. Town budget cuts have reduced service levels to point where by state matching funding is at risk. In 2004, the library requested and received a waiver from the Massachusetts Board of Library Commissioners to retain its qualification for state aid and maintain its reciprocal borrowing privileges. Reciprocal borrowing is an important privilege, as many residents choose to use the library in neighboring Newburyport, which is more convenient to residents of Old Town and Plum Island.

Public Works

The Newbury Department of Public Works maintains all of the Town's buildings and facilities, as well as public roads, cemeteries and parks. Utilizing a staff of 7 employees, the DPW maintains approximately 140 lane miles of road, cleans and maintains two miles of beach on Plum Island, maintains 105 acres of parks and greenspace, maintains all town vehicles, and reviews projects such as the Plum Island Water/Sewer Project, maintains 380 public catch basins, and oversees street sweeping. DPW is the primary department which implements Phase II Stormwater Management Regulations.

During snow plowing operations, the DPW has seven plow trucks, one backhoe, and one front-end loader. They depend on fifteen to twenty hired contractors to assist with snow plowing operations.

The DPW operates out of a single story warehouse/garage located on 1.5 acres at 195 High Street. There is a concern that the site is inadequate, due to its small size. There is a concern that salt storage located adjacent to the building is compromising the environmental quality of the surrounding area.

Solid Waste

The new Newbury Solid Waste facility was completed in 2005. The facility is a residential drop off center and transfer station with a design capacity of 50 tons MSW per day and adequate collection area for a full range of recyclables. The transfer station operates 3 days per week has processed an average of 150 tons of municipal solid waste per month or approximately 12.5 tons per day. The capacity of the stations is adequate for current and future increases in solid waste generation, as the design took into account a 20-year solid waste master plan developed by Camp Dresser and McKee of Cambridge, MA in 2001.

Two full-time Board of Health employees presently staff the operation, with occasional help from the Department of Public Works. Staffing levels are adequate and will accommodate a significant increase in the amounts of material in the future.

Recreation

The Town of Newbury owns and maintains a number of recreation facilities, including areas available for both recreation (ball fields) and passive recreation (beaches, boating and open lands, etc.). Other public and private organizations broaden available options for both passive and active recreation with their significant facilities.

Active Recreation

The Town of Newbury owns and manages a limited supply of active recreation facilities. However, these facilities are augmented by facilities owned by the Triton Regional

School District, particularly the fields located around the Middle and High School complex. Private facilities owned by Governor Dummer Academy are also available for limited public use by Newbury organizations. Table CF-2 on the following page, provides an inventory of these public and semi-public facilities.

Town staffing for recreation includes ½ employees from the DPW for field maintenance, a part time summer recreation director and lifeguards for the town beach on Plum Island during the summer.

The Open Space and Recreation Plan for the Town of Newbury, drafted in 2000, examined the current facilities for active recreation available to town residents and the needs for the immediate future. One goal was to meet the demand for active recreation facilities, with an objective of adding 10 athletic fields. The town took a giant step toward that objective when it purchased 2 properties specifically for playing fields in 2001.

Table CF-2: Primary Resources for Active Recreation

Name	Location	Activities Available
Town Facilities		
Central Street Complex	Central Street	4 multi use fields
Newbury Elementary School	Hanover Street	1 small soccer field, 1 softball field, basketball court, playground.
Kent Way/Lunt Street Complex	Lunt, Kent Street	1 little league field (expansion for 2 additional little league fields).
Upper Green	Central Street	2 softball fields
Lower Green	High Road	1 practice fields (t-ball)
Other Facilities with Limited Public Access		
Triton Regional School District Campus	112 Elm Street	4 multi-use fields, 1 little league, 1 babe ruth, 2 softball fields, 3 tennis courts, indoor basketball, playground.
Governor Dummer Academy	1 Elm Street	Multiple fields for soccer, lacrosse, football, baseball, indoor hockey, indoor field house.
Olde Newbury Golf Club	Route 1	9-hole golf course open to the public Monday through Thursday.

Sources: Newbury Open Space Plan; Newbury Masterplan Committee

Two separate facilities were acquired, the Central Street facility and the Kent Way land. Central Street was acquired and additional funds to allocate for design and development of the site. The Kent Way site was acquired with no provision for construction funding. Huntress Associates was hired to assist a newly formed Newbury Recreation Committee

to create a master plan for the two sites with an objective of maximizing use for athletic fields. The Central Street recreation was constructed and now has 4 multi-use fields, a softball field, irrigation, and parking for 250 cars. In addition, a sizeable amount of remaining acreage was preserved for passive recreation. Current usage is not at 100 percent of capacity but is substantial.

Kent Way, adjacent to the Lunt Street little league field and the library, was determined to be most suited as a site for two additional little league fields. Funding has not been made available for construction to date. Little League organizers indicate that with present demand, two more fields are needed.

Lack of available parking is a concern at each of the existing facilities, during times of peak demand.

Passive Recreation

A wide variety of passive recreation resources are available for Newbury residents. In general, passive recreation refers to activities that do not require specialized facilities or improvements. Residents can take advantage of Newbury's proximity to the ocean, the Parker River as well as the various protected natural lands in town which offer hunting, hiking and birdwatching.

As is shown in Table CF-3, a vast majority of the passive recreation land in Newbury is owned and managed by national and state agencies as well as private land trusts. The US Fish and Wildlife Service manage the Parker River National Wildlife Refuge, which includes the southern half of Plum Island. This resources provides a broad variety of recreation options, including kayaking, canoeing, hiking, biking. It is one of the most popular bird watching locations in Massachusetts. Parts of three separate wildlife management areas are located in Newbury. These areas are managed by the Mass Division of Fisheries and Wildlife and provide opportunities for hunting. The Trustees of the Reservations maintains the Old Town Hill Reservation, as well as other open lands in Town. Other substantial parcels of protected open lands are owned by the Town of Newbury, the Essex County Greenbelt and Historic New England (formerly SPNEA). New parcels of open space have recently been protected through the use of the Open Space Residential Development bylaw, which encourages the protection of usable open space in exchange for partial relief from zoning regulations.

Table CF-3: Primary Resources for Passive Recreation

Name	Newbury acres/ Total acres	Activities
Parker River National Wildlife Refuge (USFWS)	2,015/ 4,662	Bird watching, beaches, hiking, bicycling, non-motorized boating.
Old Town Hill Reservation (Trustees of the Reservation)	497	Bird and wildlife watching, hiking.
William Forward Wildlife Management Area (DFWELE)	1,294/ 1,707	Hiking, hunting
Martin Burns Wildlife Management Area (DFWELE)	1,462	Hiking, hunting
Crane Pond Wildlife Management Area (DFWELE)	292/ 2,123	Hiking, hunting
Spencer-Pierce-Little Farm (Historic New England)	234	
Great Meadow Farm (Town)	99	
Newbury Beach (Town)	7.3	Beaches
Total Acreage in Newbury	5,900	

Source: Newbury Open Space Plan

Beaches are available to town residents on Plum Island. “Residents only” parking is available at the lot on Northern Boulevard. Seasonal access to the Parker River National Wildlife Refuge is available for a reasonable fee. Other public access is available on Plum Island, but rights-of-way are not well marked or documented. As seasonal homes are converted and expanded to become year-round residences, there is a concern that some of these access points may be

The Town operates a boat ramp for on the Parker River, with facilities for temporary docking. Parking at this location is available for residents only. The Parker River and the Basin at Plum Island provide considerable area for boat moorings. Several commercial facilities (docks and ramps) exist on the Parker River, which offer additional access for a fee. A number of informal access points are available for “portable” watercraft, i.e., canoes, kayaks, etc., such as the Parker River at Middle Road, the Plum Island River at the Plum Island Turnpike and on Pine Island. The popularity of boating, with both motorized and non-motorized, continues to increase on the Parker River.

Senior Center

The Council on Aging is the municipal agency that develops and delivers an extensive program of health promotion, information and referral services, and advocacy programs to Newbury’s older adults. More than 700 households receive a month newsletter that

includes information on upcoming activities, up-to-date health information, income tax counseling, transportation, and social service programs. The Council provides advocacy and outreach services to individuals that need assistance to maintain their health, safety and independence.

The Council of Aging operates its programs out of the Round School, a section of the Newbury Elementary School. The current location at the Round School presents a number of challenges. It currently does not provide enough safe parking that is close enough to the entrance to the building to accommodate the limited mobility of a number of the program's users. Also, issues arise due to the fact that the facility is shared by the school, in particular, the bathroom facilities. Space in the facility is limited

The Senior Center appears to be reaching its capacity for providing service and future demand will likely grow. According to population projections, Newbury's population of residents over the age of 60 is expected to increase by almost 150% in the next 15 years. This will cause a commensurate increase in the future demand for services and need for activity center space. Anticipating these growth trends, the Council on Aging has begun to investigate locations for a new senior center. The Council of Aging has been offered a site on which to build a new senior center on Scotland Road. The Town or the Council on Aging must identify funds to build the center, before the land will be transferred to the Town.

Infrastructure

Water

Residents and businesses are serviced by a combination of sources, including the Byfield Water District, the City of Newburyport and private, on-site wells. The two water supply systems currently serve approximately 13% of Newbury's area, leaving most of Newbury to rely on private wells.

- **Old Town:** The area is located primarily in the Parker River and Plum Island Sound Water Basin. The City of Newburyport presently services 465 residential accounts and 24 business accounts in Newbury. The Newburyport Water Dept. provides water from two surface water supplies, one located in Newburyport and one in West Newbury. According to Newburyport's Water Master Plan, water demand over the past ten years has averaged 100,000 gallons per day. Fay Spoffard & Thorndike, the project consultant, estimated that the water demand in Newbury will increase to by 14% by 2020.
- **Plum Island:** This area is located exclusively in the Merrimack Water Shed Basin. Presently all 760 occupied lots on Plum Island are served by private wells and septic systems. Water and sewer service is currently being extended to Plum Island, which connect all properties to the Newburyport Water System. Once the project is fully implemented, it is estimated that Plum Island residents of Newbury will consume approximately 133,000 gallons per day (assumes 2.5 people per occupied lot served multiplied by 760 occupied lots using 70 gallons/capita per day).

Due to the PIOD zoning regulations and other growth restrictions placed on the Island, limited additional growth is anticipated. According to analysis by the Plum Island Workgroup, only 24 additional lots could be developed in Newbury once water and sewer is available. It is expected that demand for an additional 4,200 gallons per day will be generated. However, the full impacts of growth on Plum Island is not clear

- **Byfield:** The Byfield service area is located in the Parker River Watershed. This area is primarily service by a private water company, the Byfield Water Company. The Byfield Water District provides water from two wells located within the Parker River Watershed, the Byfield Wells, a rock well located on Forest Street and a gravel-packed well located on Larkin Road. The Byfield water distribution system is also connected to the Rowley and Georgetown water systems for emergency purposes.

According to the Byfield Water District, a daily average of 190,000 gpd is pumped from the two Byfield wells. Under the Water Management Act, all permitted withdrawals are able to withdraw up to 100,000 gpd over their permitted volume.

This means that the BWD can withdraw up to 290,000 gpd and stay within compliance with the permit. According to the Commonwealth's Water Management Act (WMA) the Byfield Water District currently holds a registration to withdraw 0.17 million gallons per day (mgd) from the Parker River watershed. The EOEA's population projections predict that water demand for the Byfield Water District will be 0.19 mgd in 2005 and 0.20 in 2015. In addition the Byfield Water District has a permit to withdraw 200,000

- **Other Areas:** Other areas are served by private water wells.

Water infrastructure appears to be a limiting factor for efforts to develop industrial and commercial sites. Infrastructure is currently insufficient to support major new development initiatives under consideration, such as the Little River Transit Village.

Wastewater

The Town of Newbury does not have extensive wastewater collection systems or a town wide wastewater treatment system. Wastewater disposal options differ, depending upon location. A small amount of residences and business utilize the City of Newburyport's wastewater collection and treatment system. Other areas generally utilize on-site disposal systems, which must comply with Title 5 of the Commonwealth of Massachusetts' Environmental Code, as well as the Town of Newbury Bylaws.

- **Old Town:** Only 22 residential, six businesses accounts and the Newbury Elementary School are tied into Newburyport's sewerage system. These customers send approximately 4400 gallons of wastewater per day to Newburyport's wastewater treatment plant.
- **Plum Island:** For years, this area was served with private on site septic tank disposal systems. Due to non compliance issues with the State's Title 5 Regulations, Plum Island is now being provided with a new island-wide wastewater collection system that will transport its wastewater to the Newburyport Wastewater Treatment Plant.
- **Byfield:** All private residences in Byfield utilize on-site septic tank disposal systems. New developments such as Caldwell Farms and Colby Village include on-site treatment systems, as does the Triton Regional School. Governor Dummer Academy operates an on-site treatment system which discharges directly into the Mill River.
- **Other Areas:** All other areas use on-site septic tank disposal systems.

Just like water infrastructure, the Town's sewer infrastructure appears to be a limiting factor for efforts to develop industrial and commercial sites. The infrastructure is

currently insufficient to support major new development initiatives under consideration, such as the Little River Transit Village. Increased density encouraged by the proposed transit oriented development would require sewer service.

Electricity

Electricity is provided directly to Newbury customers from National Grid, a publicly regulated utility. National Grid owns electric transmission lines, poles and facilities in Newbury. Its network provides service to virtually all areas of Newbury. The company has two substations in Newbury located on Forest Street and Highfield Road. Service in Newbury is variable with some areas, suffering frequent outages, due to antiquated and poorly maintained equipment.

Natural Gas

Keyspan Energy, a publicly-regulated utility, supplies natural gas to a small area in the northeast corner of town and a good part of High Road. Most of Newbury does not have the housing density necessary to make the extension of natural gas infrastructure feasible.

As natural gas infrastructure is limited in Newbury, most residents utilize other means for heating their homes. According to the 2000 US Census, only 12.6% of Newbury homes utilize natural gas. Almost two-thirds of Newbury homes utilize fuel oil or kerosene, which is delivered to the home by truck. Table CF-4 summarizes the use of various fuels to heat homes.

Table CF-4: House Heating Fuel

Type of Fuel	# of Homes	% of Total Homes
Utility gas	317	12.6%
Bottled, tank, or LP gas	259	10.3%
Electricity	186	7.4%
Fuel oil, kerosene, etc.	1,627	64.7%
Coal or coke	10	0.4%
Wood	107	4.3%
Solar energy	0	0.0%
Other Fuel	8	0.3%
No fuel used	0	0.0%
Total	2514	100.0%

Source: 2000 US Census of Population Summary File 3, Table H40

Telecommunications

Telecommunications infrastructure includes traditional land-based telephone service, cable television and internet access. Service is provided to Newbury residents and business by two primary firms: Verizon and Comcast.

Verizon provides traditional phone service and high-speed internet access via its DLS technology (digital subscriber line). Its service makes use of Verizon's evolving century's old infrastructure of "twisted pair" wiring which it connects homes and businesses to Verizon's central switching office in Newburyport. Verizon is implementing a gradual conversion of network to a new fiber optic-based technology, which they have named FiOS, which promises to provide even higher speed internet service and cable television, as well. The company recently announced plans to provide this service to the neighboring Town of West Newbury.

Comcast provides local telephone, cable television and high-speed internet service throughout Newbury. Comcast claims that its network reaches 100% of Newbury, and maintains a subscription rate of and over 85 %. Other telecommunications firms also provide service to Newbury residents and businesses, but generally utilize and lease capacity on the Verizon network.

While both firms claim to cover the entirety of Newbury with their infrastructure, there are numerous complaints and anecdotal evidence to suggest that service is spotty.

Mobile Phone Infrastructure

The use of cellular or mobile phone service, utilizing a network of radio transmission towers, has grown substantially over the past ten years. A variety of mobile phone providers claim to provide service to Newbury. However, coverage for most of the providers is spotty at best. Cell towers are found on Scotland Road, along Route 1 between Middle Road and Boston Road in Byfield Village, and along Route 1 just south of the Parker River. Other cell towers, which are located near the Newburyport line, support cell service in the northern part of Newbury.

Other Issues and Observations

Participants at the public outreach workshops and survey respondents during the Master Plan process expressed general satisfaction with municipal facilities and services in Newbury. Continued improvement of the quality of the schools is a major priority. There is also a growing concern that many of the Town facilities may be inadequate for current and future demands.

Many Current Municipal Facilities Are Inadequate

Many government facilities are too small and antiquated for current municipal needs. Some facilities, especially the Town Office and Police Station, were built decades ago when town government served a smaller population. Staffing levels have increased along with the increased population and complexity of operating a municipality. Local government today needs to respond to new legal requirements and an increased level of expectations of service. These current facilities need to be modernized to accommodate these changes.

The highest priorities for improvement include the facilities with the most pressing current space issues, including:

- New or Expanded Police Station; and
- New or Expanded Town Offices.

A possible short term solution is the possibility of renovating the vacant Woodbridge School for use as Town Government offices. The space would appear to provide enough expansion space to accommodate town office needs for at least the next 10 years. Moving these offices to the Woodbridge School would allow the potential expansion of the Police Station to the second floor of the existing Town Offices.

Future Space Needs Will Be More Difficult to Address

The anticipated future buildout of the Town will require additional space for government facilities. Some facilities will need to be replaced to effectively serve a growing population. As Newbury's median household income continues to grow, the expectation of even higher levels of service from both residents and business owners is likely outcome. Future emerging needs will likely include:

- Expanded or New Senior Center;
- New DPW Facility; and
- Expanded Town Offices

Growth of the Town's senior population will increase demand for services. The population of seniors is projected to grow in absolute terms and become a larger percentage of the total population. By the year 2020, nearly 28% of all Newbury residents will older than 60 years of age. The population of seniors will increase by 1,365—representing a growth of 142% over the current population. As the demand for

senior services increases, the Town should ensure that there is adequate funding for these services and begin to address spaces issues at the current Senior Center.

Of secondary concern is the condition of the DPW facility. In the long term, a new expanded facility will be necessary to properly house all of the equipment and provide adequate storage capacity for materials.

In the long term, the development of a new municipal complex is a possibility, which could accommodate a number of government facilities, including a new public safety complex, town offices, a new senior center or a DPW facility. Identifying a large enough site is a challenge due to a lack of suitable, large centrally located sites in Newbury. Funding this large capital cost, including land acquisition, presents a greater challenge in the face of current and expected Town budget constraints.

Town Governance and Management –The need for change

Newbury's population has grown steadily over the last 30 years. The demand for services and the complexities of administering town government and its obligations incurred under State and Federal laws and regulations have increased even faster. This has placed a considerable strain on the classic structures of small town government which Newbury has adopted over the years. The increasing burdens of day-to-day decision making have left elected officials with little time for the even more onerous tasks of leadership and preparing the community for a challenging future.

The financial crises of the past few years have highlighted not only the almost total dependence upon property taxes to fund the total range of town expenses but also the need for a more functionally integrated and professionally managed town administration.

The Town annually votes on a list of expenses totaling nearly fourteen million dollars. A comparably sized commercial enterprise uses up-to-date financial practices, computer networks and modeling tools to manage and plan current and future budgets.

Currently, over two thirds of the annual budget is already committed to annually recurring expenditures. The largest single item on this expense list, equal to almost half the town's total expenditures, is submitted by the Triton Regional School District in the same fiscal year and in essentially the same time frame as the town's finance committee prepares and reviews expenditures for Town Meeting. Given the joint fiscal and political consequences of the school system budget and its Byzantine regional structure, it both resists negotiation and dominates the annual town budget process.

The town continues to be fortunate in the countless hours provided by the many residents who volunteer on boards, commissions and committees of all kinds. However, the increasing responsibility and complexity of many administrative functions require

an operational decision and fiscal planning structure managed by individuals trained in municipal administration.

In addition to informed and responsible budget planning, the coordination of the many and complex functions of town government require a clear decision and implementation structure working under daily professional supervision.

The Town needs to recognize that while some of its most difficult problems are indeed not of its own making- the regional school structure, the suburbanization of the town and its effect on taxes/services equation for example, unfunded mandates from the state and federal governments, decreases in state aid, rising healthcare costs – successive town administrations have compounded these and other difficulties by failing to anticipate, plan and execute timely changes in the town's mix of revenue and regulatory structures. If the need for change has been perceived there have been few lasting attempts to inform and engage the community in the challenges to be met.

Newbury is not alone in facing these problems. Many communities across the state and the state itself have faced and are facing similar if not identical problems. We must not be too proud to seek help and to join in the search for remedies with neighboring communities and to share our insights with others.

Goals and Recommended Strategies

Government facilities and infrastructure make up the basic core of services that a municipality provides its residents. The consistently strong growth that has occurred in Newbury has increased the need and demand for additional services. The Town has made great progress to address some of these needs. However, several other major facilities appear to be in need of replacement or expansion, especially space for Town Offices, the Police Department and for the Town's emerging senior population.

Decisions regarding the expansion of infrastructure, such as water and sewer, are important when considering future land use changes. As this Master Plan advocates a departure from the current development trend of single family home construction on large lots, targeted infrastructure improvements will be necessary to facilitate new development scenarios which could yield lower costs of municipal services, such as transit oriented development.

Goal #1: Provide sufficient space for essential Town services.

There is an emerging need for additional space for Town Offices and the Police Department. Both facilities are crowded, which leads to inefficiencies and a reduced level of customer service. New space needs to be identified to support both operations. Short term solutions might include use of the Woodbridge School for Town Offices and expansion of the Police Station. Longer term, a more permanent solution will probably require a new municipal complex which could house a number of uses.

Strategy 1.1 Convene a Capital Improvements Plan (CIP) Task Force

The Master Plan process began detailed discussion about the Town's current and future facility needs. There are a number of emerging needs that Newbury will need to address in the coming years. Past efforts to solve space needs—utilizing donations and volunteer labor—may not effectively solve more complex space issues. There is a need to continually evaluate needs and prioritize new capital spending, especially in the face of multiple needs. A Capital Improvement Plan (CIP) program provides a good framework for capital facilities decision making.

A CIP task force which includes Town officials, resident volunteers, Finance Director, Town Planner, representatives of the Selectman, Finance Committee, Planning Board as well as resident volunteers. The CIP Task Force would:

- Continually evaluate the existing inventory of capital facilities and equipment,
- Assign a town employee to coordinate the planning process
- Review capital project requests and develop a five-year plan

- Develop a procedure for departments to follow when submitting a capital projects request
- Develop a public review process, which permits interested parties to participate in choosing projects
- Develop criteria to guide a financing strategy, such as identifying sources and means of financing capital improvements.

The CIP process will promote coordination so that projects can occur in an orderly sequence. Planning to build a new municipal complex and planning the disposition of the existing Town Offices would be done simultaneously or in sequence. The CIP would help to manage this process. The CIP process could be institutionalized through the adoption of a capital plan bylaw.

Strategy 1.2 Hire Professionals to Evaluate the Current Needs for Town Offices and the Police Station

Identifying adequate space for the Town Offices and the Police Department are the two most pressing space issues. It would be prudent to hire a architect specializing in municipal and public safety facilities to do a through evaluation of space needs and development options. The complex requirements for building a modern public safety facility and the various options that are available for redevelopment (Woodbridge School, new building, renovate current facility) require professional help.

Strategy 1.3 Support Efforts of the Council on Aging to Find a Long-term Home for the Senior Center

Issues related to the current space have let the Council on Aging to find a long-term home for the senior center. Remote parking facilities and shared use of the bathroom facilities with the elementary school combined with a growing space needs have increased interest in a new facility. A number of attractive options may be available in the long term, including:

- A new facility co-located at a new municipal complex;
- A joint development with a future senior housing project;
- Development of the parcel on Scotland Road which has been recently offered to the Town, or;
- Development of a regional facility which could serve the emerging senior population of Newbury and the surrounding towns.

Goal #2: Ensure that adequate water and waste water facilities are available to support current needs and future planned growth.

Lack of available water and wastewater disposal facilities and infrastructure continues to be a limiting factor for new development in Newbury. New development utilizes on-site septic systems and wells. Limited infrastructure increases the likelihood that development will occur in a sprawl-like manner, which may result in diminution of community character. Strategies to transfer growth into village centers, as advocated in this Plan, require comprehensive solutions to water and wastewater challenges.

Strategy 2.1 Study Alternatives to Provide Sewer Service to the Little River Village

Currently, the Newbury portion of the proposed Little River Transit Village lacks sufficient wastewater infrastructure. Increased development cannot occur without a more comprehensive solution. Logical options to address this need include:

- Extending public wastewater infrastructure from Newburyport, if sufficient capacity exists, or
- Coordinating the development of requiring the creation of a package treatment plan.

These strategies, and others, need to be addressed during the upcoming planning process for the Little River Transit Village.

Strategy 2.2 Study Alternatives to Solving the Wastewater Needs of the Upper Green and Lower Green/Cottage Road Area.

Past development of the Upper Green area occurred on lots less than the Town-wide standard of 1 unit per acre. Due to exceptionally poor soils combined with the small lots, there has been an increasing prevalence of septic failures in the area. Provision of “public sewer solution” should be investigated to address this problem, either by

- extending public wastewater infrastructure from Newburyport, or
- Coordinating the development of a package treatment plant to serve the area (organizing the neighbors to jointly solve this problem).

Public sewer infrastructure could also support thoughtful additional development in the area which would help to achieve other goals of the Master Plan (e.g. new municipal complex or new elderly housing).

Strategy 2.3 Promote Opportunities to Preserve and Protect and Expand the Public Water Supply

The Town should look to acquire any remaining well locations in Newbury, in particular the known well location off of Parker Road. This location could help provide additional water supply capacity to support the development of the Little River Village.

Goal #3: Establish Professional Management of Town Operations, Strengthen Town Governance and Seek Regional and State Assistance.

The changed needs of town government require that Newbury moves to a professionally managed administration. This would require additional full-time, experienced municipal managers running the day-to-day operations of Newbury. The decision-making structures need revision and improved integration with budgetary and community planning. This would ensure that short term issues are balanced and integrated with thoughtful long term financial and community planning.

Strategy 3.1 Hire a Professional Team to Administer the Town's Services and Financial Affairs.

The Town Meeting has recently voted to authorize funds to hire a financial manager to oversee the Town's budget and finance needs. Over time, the same approach should be taken to professionally oversee other aspects of town administration. Additional management capacity will free staff and elected officials to focus on their own responsibilities.

Strategy 3.2 Review Current Governance, Including the Number of Selectmen, Elected Offices and Appointed Boards and Commissions

The demands made by town affairs often exceed the time and experience which can be contributed by only three selectmen. Such a small group of selectmen no longer reflects the diversity of views within the community. All current elected and appointed positions and boards should be reviewed and restructured once a professional town administration is in place.

Strategy 3.3 Explore Ways to Engage More Committed, Experienced and Talented Residents to Address Newbury's Pressing Problems.

Newbury has received substantial commitments of time and effort from volunteers who serve on Town boards and commissions. However, even the most stalwart volunteers experience burnout, eventually. There is a perennial need for strong creative leadership by elected officials and other community stakeholders. Effort should be made to consistently expand the roster of talent in appointed volunteers.

Strategy 3.4 Work with Local and Regional Elected Officials, State Agencies and Others.

Town government needs to work with all levels of government to maximize the benefits available and identify potential solutions for the town's fiscal and management problems.

Strategy 3.5 Seek Opportunities for Inter-municipal Collaboration to Solve Emerging Problems.

Many of the issues and recommendations in sections of the Master Plan such as Housing, Transportation and Economic Development clearly have and can benefit from cooperative ventures – the current Housing Rehabilitation program, a partnership with Newburyport and Georgetown is a good example of this.

Strategy 3.6 Institute an Annual Report Card for the Town and Commit to a Regular 5-Year Review and Update of the Master Plan.

The Annual Report Card should examine and measure the process achieved toward each recommendations in this Master Plan and any other goals set by the Town Government and Town Meeting.

Land Use



Newbury Master Plan

Introduction

The Land Use Chapter examines the current land use patterns throughout the Town of Newbury. Utilizing knowledge of the current land use pattern, along with the study of the local land use controls, in particular the zoning bylaw helps to identify a baseline of current land development. This information can help to project future trends and estimate the ultimate buildout potential of the community. If these trends do not best suit the interest of the community, then change is required.

To better understand the context of growth within the community, an analysis of current land use patterns within the community is undertaken. This step begins with a look at recent changes in land use over the past three decades. An overview of present land use patterns, making note of prominent characteristics and interrelationships between differing land use areas are also discussed. Next, a brief review of relevant current demographic trends, primarily from the 1990, 2000 US Census of Population and more recent town sources, are summarized. A more detailed analysis of demographics in the Town of Newbury is provided in the Housing chapter of this plan. A buildout analysis is provided which helps to estimate the potential maximum results of development in the Town of Newbury. The buildout analysis is a synthesis of past development data and future potential development as directed by the present zoning bylaw for all land use types in the community.

In the final part of this Plan Element, recommendations for town-wide future development, land use and conservation considerations, as well as suggested improvements for specific areas are provided. Together, the analysis of past development, present demographic data, and forecasts of future trends will implicate the most prudent choices.

The Newbury Landscape

The Town of Newbury can be characterized as a rural/suburban community located on the northeastern corner of Massachusetts along the Atlantic Coast. Newbury is located about 12 miles east of Haverhill and 28 miles north of Boston. Newbury is bordered by Newburyport to the north; West Newbury, Groveland, and Georgetown on the west; Rowley on the south, and the Atlantic Ocean on the east. The Town's regional identity is most closely associated with the communities along the North Shore of Boston. However, the town also is linked with the communities along the Merrimack River.

Access to and from Newbury is strong. Interstate highway 95 bisects the town from north to the south along the western edge of the town, with two interchanges that connect with local roads. The community also benefits from close proximity to I-495, which is not only a major circumferential highway around the Boston metropolitan area, but also serves as the primary connector to the seacoast region of New Hampshire and

also Maine. Both I-495 and I-95 are limited access high-speed corridors upon which significant commercial and private vehicular traffic relies. Other state routes that pass through town and serve the local area are Routes 1 and 1A, with both run in a north south alignment through Newbury. Regular MBTA commuter rail service to Boston is currently offered on the Newburyport Line, with public parking for located at the Newburyport station located just over the Newbury border.

The Town of Newbury retains three major and distinct villages, each of which maintains a unique identity.

- **Old Town/Upper Green:** Located in the northern end of town, Old Town retains a character and development pattern which is typical of a New England village. It is anchored by a classic village green which is surrounded by historic homes, farmhouses, municipal buildings and a few businesses. Since the 1950s, new development has slowly radiated from the village center in a form that is less dense and more suburban in character along Parker, Hanover and High Streets.
- **Byfield:** Located at the around the intersection of Central Street and Main Street in the southwestern corner of town, Byfield Village is another relatively dense cluster of houses, small service-oriented businesses and municipal facilities. The village's genesis is due to location of small mills located along Parker River. In a fashion similar to Old Town, development since World War II has crept away from the village center along main roads and within new suburban subdivisions.
- **Plum Island:** This densely populated area is located on the Atlantic coast in the northeastern corner of the town. The entire village of Plum Island includes area in both Newbury and neighboring Newburyport, and reflect the character of a one-time vacation area with small lot sizes and many modest "summer camp" style houses. Almost all of homes have been converted or demolished and rebuilt as year round residences.

Most areas in town show evidence of past prolific agricultural activity. However, over the past few decades, fewer farms remain and rolling open land has been given over to single large homes, or new residential subdivisions. Newbury still has significant tracts of protected open and forested land, which are valued greatly by the citizens of Newbury.

Newbury has a very limited commercial sector. What commercial and industrial development that does exist is located along Route 1 in the northern part of town, continuing up towards the Route 1 traffic circle on the Newburyport/Newbury boundary. Other smaller commercial concentrations can be found in Byfield Village, Plum Island, along Central Street at the I-95 interchange and along Route 1A.

As with much of New England, Newbury and its surrounding towns are considered by many as the ideal location to live. This is reflected in the strong, consistent residential growth trends and high residential sales prices. Newbury has the distinction of being able to retain the flavor of a small New England town. Many of the older residential properties of Newbury are New England architectural styles that have a classic, historic appeal. The attractive character that gives Newbury its charm also brings pressure for changes in land use of its remaining farms.

Newbury is a small, growing community that still retains hints of its rural past, with traditional village centers surrounded by farms and scenic open space. It has become a desirable residential community in the late twentieth century, attracting residents due to its strong school system, rural character, natural beauty and proximity to Boston and the surrounding metropolitan area. New residential development, with modern subdivision streets and large homes, threatens to alter this historic development pattern.

Newbury's residents would like to preserve the quaintness and beauty of Newbury's many villages, including Upper Green/Old Town, Byfield and Plum Island. The first two areas represent a classic New England village typology, with a relatively dense pattern of older homes surrounding a common green, with a small assortment of retail, churches and civic uses. Plum Island was once a seasonal village of modest vacation homes, but is now seeing growth with the conversion of units to year-round occupancy. The agricultural and scenic open landscapes that surrounded these villages are also highly valued by its residents.

Existing Land Use

Land Use Distribution

Less than one-fifth of the land in the Town of Newbury is developed. Data collected by the Commonwealth of Massachusetts in 1999 indicated that only about 18% of Newbury was developed land (see Table LU-2 on the following page). A vast majority of this developed land (77%) is utilized for residential purposes. A much smaller amount of developed land is utilized for commercial/industrial and recreation purposes.

Undeveloped land accounts for 82% of the total land area in the Town of Newbury. Fresh and salt water wetlands currently constitute fully 33% of the town, while forested lands account for approximately 33% of the land area. Other open spaces—open land, water, cropland, nurseries, and pasture—cover another 15% of Newbury's land area.

Public and Protected Open Space

Public entities and not-for-profit organizations own for the purposes of preservation over one-half (54%) of the open and undeveloped lands in Newbury (see Table LU-1). Government agencies own large tracts throughout Newbury for the purposes of preserving the land and critical environmental habitat that it supports. The Commonwealth of Massachusetts manages the Martin Burns Wildlife Management area in much of central Newbury, as well as additional land around the Parker River. The Department of the Interior protects and manages the Parker River National Wildlife Refuge, including Plum Island. Two regional land trusts, the Trustees of the Reservation and the Essex County Greenbelt Association collectively own and manage over 1,000 acres. The Town of Newbury owns approximately 434 acres. Other entities, including Governor Dummer Academy and the Triton Regional School District own other significant tracts of land, which could be considered protected, but are utilized as schools and recreational fields.

Table LU-1: Undeveloped, Protected Land in Newbury

Owner	Acres
Mass Department of Fish and Game	2,975
Parker River National Wildlife Refuge	2,280
Trustees of the Reservation	545
Essex County Greenbelt	500
Town of Newbury	434
Byfield Water District	37
Total	6,770

Source: Town of Newbury Assessor's Records

Table LU-2: Newbury Land Use - 1999

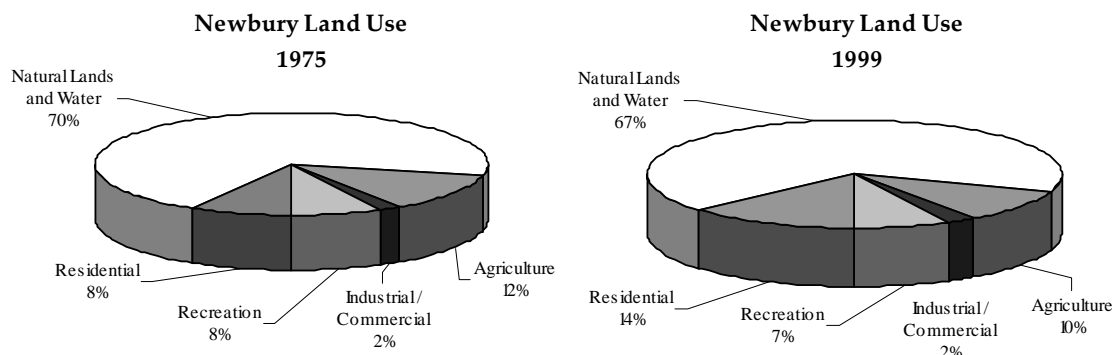
Land Use	Acres	% of Total	Description
Residential Multi-Family	6.6	0%	Multi-family
Residential Dense	157.5	1%	Smaller than 1/4 acre lots
Residential Medium	454.7	3%	1/4 - 1/2 acre lots
Residential Sparse	1,466.4	10%	Larger than 1/2 acre lots
Residential	2,085.1	14%	
Salt Wetland	4,643.3	30%	Salt marsh
Forest	5,073.2	33%	Forest
Wetland	402.7	3%	Non-forested freshwater wetland
Water	29.8	0%	Fresh water; coastal embayment
Natural Lands and Water	10,149.0	67%	
Cropland	1,199.2	8%	Intensive agriculture
Pasture	335.9	2%	Extensive agriculture
Woody Perennial	2.5	0%	Orchard; nursery; cranberry bog
Agriculture	1,537.6	10%	
Commercial	66.5	0%	General urban; shopping center
Industrial	1.9	0%	Light & heavy industry
Mining	-	0%	Sand; gravel & rock
Waste Disposal	36.5	0%	Landfills; sewage lagoons
Transportation	227.4	1%	Airports; docks; highway; freight; railroads
Industrial / Commercial	332.3	2%	
Urban Open	105.0	1%	Parks; cemeteries; public & institutional green space; also vacant undeveloped land
Open Land	793.9	5%	Abandoned agriculture; power lines; areas of no vegetation
Participation Recreation	121.2	1%	Golf; tennis; Playgrounds; skiing
Spectator Recreation	-	0%	Stadiums; racetracks; Fairgrounds
Water Based Recreation	113.9	1%	Beaches; marinas; Swimming pools
Recreation	1,134.0	7%	
Total Undeveloped Lands	12,480	82%	Includes Natural Lands and Water, Agriculture, and Open Land categories
Total Developed Lands	2,758	18%	Includes all other land use categories
Total	15,238.0	100%	

Source: MassGIS; MVPC

Land Use Trends

The development of any single tract of land rarely changes the overall character of a community. However, changes over time to the existing land uses and the development of open lands and their need for support services, changes in the overall community character will slowly evolve. For this reason, it is important to assess the status of land use in Newbury at different points in time, as shown in Figure LU-1 and Table LU-3. The amount, pace and location of these changes are of particular interest, as this information will shed light future development patterns.

Figure LU-1: Newbury Land Use 1975 and 1999



According to Figure LU-2 and Table LU-3 on the following page, the growth of residential development has occurred to the detriment of undeveloped lands and lands used for agricultural production. New residential development since 1971 has consumed 836 acres. A much smaller, but still significant amount of commercial and industrial land was developed during this time period. During the same time, a total of 898 acres of natural (undeveloped) and agricultural lands were consumed (551.9 and 346.2 acres respectively). A residual amount of recreation lands (18.8 acres) were lost during this time.

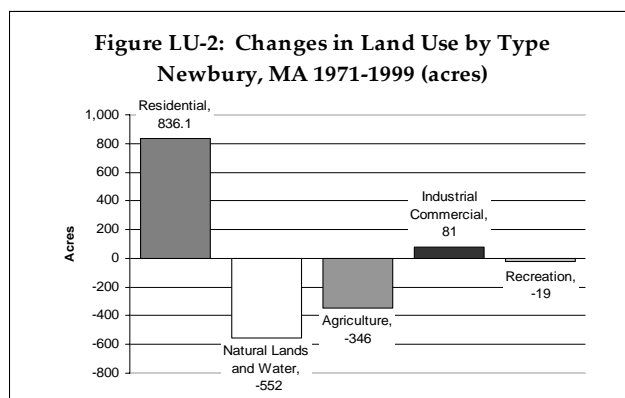


Table LU-3: Newbury Land Use Change Over Time

Land Use Type	1971 (acres)	1985 (acres)	1999 (acres)	Change: 1971- 1999(acres)
Residential Multi-Family	-	4.1	6.6	6.6
Residential Dense	157.5	157.5	157.5	-
Residential Medium	322.9	381.4	454.7	131.8
Residential Sparse	768.7	1,056.6	1,466.4	697.7
Residential Subtotal	1,249.0	1,599.6	2,085.1	836.1
Salt Wetland	4,644.4	4,641.3	4,643.3	(1.1)
Forest	5,623.8	5,341.1	5,073.2	(550.7)
Wetland	419.4	412.9	402.7	(16.7)
Water	13.2	16.2	29.8	16.6
Natural Lands, Water Subtotal	10,700.9	10,411.5	10,149.0	(551.9)
Cropland	1,422.9	1,357.2	1,199.2	(223.7)
Pasture	454.9	403.3	335.9	(119.0)
Woody Perennial	6.1	6.1	2.5	(3.5)
Agriculture Subtotal	1,883.9	1,766.6	1,537.6	(346.2)
Commercial	43.2	52.0	66.5	23.3
Industrial	4.6	6.5	1.9	(2.7)
Mining	3.4	3.4	-	(3.4)
Waste Disposal	37.3	44.8	36.5	(0.8)
Transportation	163.0	212.2	227.4	64.5
Industrial/Commercial Subtotal	251.4	318.9	332.3	80.9
Urban Open	116.3	102.0	105.0	(11.3)
Open Land	833.9	807.5	793.9	(40.0)
Participation Recreation	88.7	118.1	121.2	32.5
Spectator Recreation	-	-	-	-
Water Based Recreation	113.9	113.9	113.9	-
Recreation, Open Land Subtotal	1,152.8	1,141.5	1,134.0	(18.8)

Source: MassGIS

A closer look at the data summarized in Table LU-3 provides insight into specific land use trends over the past thirty five years in Newbury. Interesting observations include:

Residential

- The amount of residential land in Newbury increased by 67% between 1971 and 1999.
- Over 83% (697.7 acres) of residential development was low-density, suburban-type development--occurring on lots greater than ½ acre. Newbury's large lot zoning regime accounts for this prevalence.

- 34% more residential development occurred during 1985-1991 than 1971-1995.
- Forest Lands**
- Forested lands show the greatest loss of acreage. Forest lands were consumed at an average annual rate of 18 acres between 1971 and 1999.
- Agricultural Lands**
- Over ¼ of Newbury's agricultural lands were lost between 1971 and 1999. Both cropland (lands actively farmed) and pasture lands lost significant acreage between 1971 and 1999 (224 and 119 acres, respectively).
 - The loss of croplands, in particular, appears to have accelerated between 1985 and 1999. These lands were lost to development at a rate that is almost 2 ½ times the rate between 1971 and 1985.
- Commercial / Industrial**
- 59% of land used for industrial purposes was converted to other uses between 1971 and 1999; most of the conversion has happened since 1985 and likely was converted to relatively higher value commercial buildings.

Growth Trends

Over the past thirty-five years, Newbury has maintained a consistent overall rate of growth. As shown in Table LU-4, new development consumed approximately 30.9 acres of land every year, on average between 1971 and 1985. The rate of development increased by approximately 20% in the next 15 years, as the average annual rate of growth was 36.3 acres each year between 1985 and 1999.

Table LU-4: Newbury Development Growth

	1971-1985	1985-1999	1999-2003*
Development Growth (acres)	433	508	186.5
Average Annual Growth (acres)	30.9	36.3	37.3

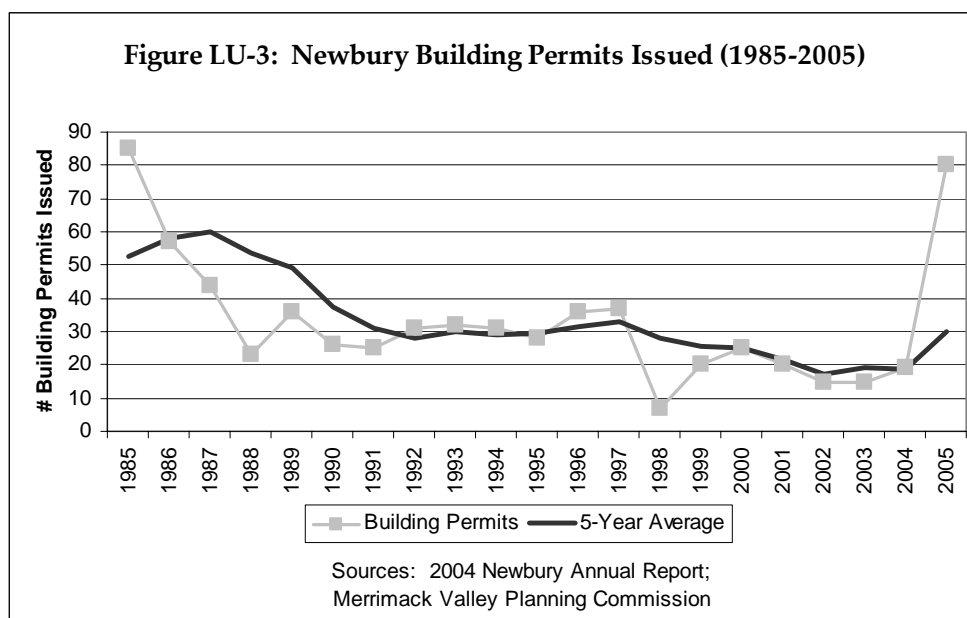
Source: MassGIS; Newbury Planning Board

Notes: Figures from 1999-2003 are approximations based on data from approved subdivisions since 1999 (Newbury Planning Board)

More recent data from 1999 to 2003 show that the land development rate reflects a similar average annual growth rate (37.3 acres). However, the development that has occurred during this time was generally completed in such a way as to preserve much more natural lands. The past four subdivisions approved by the Newbury Planning Board have utilized the Open Space Residential Bylaw, which cluster homes sites

together in order to preserve as much usable and contiguous open space as possible. Thus, the effective rate of land consumption is likely somewhat lower.

Historical building permit data also reflects the consistently rate of development over time. Despite dramatic fluctuations in the number of building permits issued over the past twenty years due to swings in the regional real estate market, long term trends are stable, and showing a decrease. A graph of the running five-year average number of building permits displayed in Figure LU-3 bears this out. During the boom in the real estate market in the mid to late 1980s, an average of 50 permits for new units was issued annually. Annual averages dropped to approximately 30 permits during the 1990s as the real estate market cooled off and have dipped into the 20s over the past five years despite another dramatic rise in local real estate prices.



The number of building permits issued in the immediate future is expected to rise as a few large subdivisions passed recently are built out, in particular the 66 lots at Caldwell Farms. However, it is unlikely that a large and sustained increase in development is in store over the long term, as signs of a cooling real estate market appear to becoming more evident. Large buildable sites become scarcer and more expensive to develop as time goes on.

Location of New Development / Developable Land

Identification of the available land left for development in Newbury was recently conducted by the MVPC as part of the buildout analysis completed as part of the EO418 Community Development Plan process. A detailed map is shown on the following page.

There are a number of areas in Newbury where new growth can and likely will occur. Eliminating permanently protected open land, already developed land and lands that face significant development limitations (wetlands, poor soils, excessive slopes), there are still significant tracts of land available for new development. These lands are found throughout town, but are concentrated in the areas of:

- **Scotland Road:** There is significant acreage which could be developed on both sides of Scotland Road in the northern edge of Newbury, extending from the I-95 junction towards the Route 1 traffic circle. The north side of Scotland Road is one of the most highly valued scenic landscapes in the region, with an attractive farm setting. Lands south of Scotland Road are forested and contain more valuable wildlife habitat, extending into the Mass Fish and Game Wildlife Refuge.
- **South Byfield:** There are large undeveloped parcels that are located on both sides of Elm Street in the southern portion of Town, near Governor Dummer Academy. Significant acreage exists from School Street to Route 1. Recently Caldwell Farms, a sixty-six unit subdivision in this area, was approved and has begun construction.
- **High Road:** The scenic vistas along High Road in the Old Town/Upper Green neighborhood face continued development pressures. Development has begun to replace farms and open lands along the road. Much more land is developable and could be utilized for house lots.
- **Middle Road:** There are major swaths of developable lands on each side of Middle Road, especially from Boston Road to Orchard Street. Significant parcels extend to the north up to the southern border of the Mass Fish and Game Wildlife Refuge.
- **Route 1 Traffic Circle:** Much of the land zoned for industrial and commercial is either undeveloped or significantly underdeveloped. The buildout potential, as codified in the zoning for this area is substantial. Limitations, including inadequate water and sewer infrastructure, will need to be overcome in order to unleash the potential of this area.

Land Use Controls

The Town of Newbury can currently guide development through zoning regulations and a handful of other land use controls. In addition, there are both health and environmental controls that affect land use.

Residential Districts

About 96% of Newbury is zoned for residential uses. Zoning provides for the development of single family homes on large lots, generally.

Agricultural Residential District

Principal uses in the Agricultural-Residential Districts are single family homes (with a minimum lot size of 40,000 square feet and 125' of frontage) and two family homes (with a minimum lot size of 60,000-80,000 square feet and 125' of frontage). Additional uses allowed in the district include home occupations, bed and breakfasts (provided they are incidental to the primary residential uses), churches and educational uses. Certain religious, educational and municipal uses, a library, a nursing or rest home, a hospital, a private club or a Doctor's, Lawyer's, or similar professional office can be allowed only by special permit from the Board of Selectman.

Parker River Residential District

The 49-acre Parker River Residential District mimics the Agricultural Residential District except that it allows only single family homes. This district serves to preserve the existing older residential neighborhood north of the Parker River near the Route 1A bridge and along Cottage Road.

Commercial Districts

Only 3.7% of Newbury is zoned for commercial enterprises. There are five commercial districts: Industrial, Commercial Highway, Highway Commercial-A, Business and the Residential-Limited Business district.

Industrial

Three areas include 312 acres of Industrial zoned land. The largest area is located in the northern part of town, to the east and west of Route 1. Two smaller areas also exist, one near the southwest junction of I-95 and Central Street and one south of the Parker River near Route 1A.

Principal uses allowed by right in the Industrial District include manufacturing, trucking service and warehouse, agriculture, commercial forestry, clamming/fishing including a processing plant, church, educational, transportation and wholesale uses.

Uses allowed by special permit granted by the Board of Appeals include municipal buildings, temporary greenhouses, automotive repair and service, telecommunication towers, airports, filling and damming, and mining. The ordinance requires a minimum lot size of 40,000 square feet and 200' feet of frontage and 50% maximum building coverage, among other minimal requirements for development.

It appears the intent of the Industrial District is to preserve industries that were once integral to Newbury's economy, particularly those that are associated with agriculture and fishing.

Commercial Highway

The Commercial Highway Districts expand upon the basic intention of the Industrial district, by allowing more retail and service related uses. There are four areas zoned as a Commercial Highway District. This includes a large area sitting adjacent of Route 1 in the northern part of Newbury, south of the Industrial Zone, two small areas located at the junction of I-95 and Central Street, and one area located near the junction of I-95 and Scotland Road.

Principal uses allowed by right include church, educational, municipal building, historical society, public utility, agriculture, greenhouse, retail stores, establishments selling food and drink, auto/boat retail, hotels, motels, personal service establishments, business offices and services, airport landing strips, parking lot, and non-profit recreational facilities. Uses allowed by special permit from the Zoning Board of Appeals include a Town Cemetery, sales by vending machines, auto repair and service, miscellaneous repair, telecommunications facilities, boat marina, trucking, warehouse and wholesale operations. Subdivisions require 40,000 square feet and 200' of road frontage, in addition to other relatively minor dimensional requirements.

Commercial Highway-A

The Commercial Highway-A is a slightly more restrictive version of the Commercial Highway District. This 13-acre district is located at the southwestern junction of the I-95 and Central Street and encompasses the commercial complex on Kent Way.

The Commercial Highway-A District allows the same uses as Commercial Highway, except that it prohibits boat or motor vehicle service or repair shops, animal feed lots, car washes, electronic manufacturing, metal plating, commercial or bacteriological laboratories, photographic processing laboratories, laundromats and establishments conducting dry-cleaning activities on the premises and only allow sales by vending machines by special permit granted by the Zoning Board of Appeals. The dimensional requirements are the similar to the Commercial District.

Business

The 20-acre Business District encompasses much of Byfield Village. It is a mixed-use district which intends to support the historic village development pattern of Byfield.

Permitted uses include one and two story residences, retail stores, personal service establishments, banks, farm stands, theatres, religious, home occupations and bed and breakfasts. The district prohibits, detached kiosks (ATMs, presumably), drive-in stores and restaurants, wholesale operations, used car sales and storage and outdoor fuel storage. The dimensional regulations are tightened up, relative to the other commercial zoning and include a 10,000 square foot minimum lot size, 100' of frontage, 20' front, 10' rear and side setbacks as well as other design guidelines.

Residential-Limited Business

A six-acre site on Orchard Street encompasses the Residential-Limited Business District. As the name implies, the district includes elements of the Agricultural-Residential District with some aspects of the commercial zones.

Permitted uses include agriculture, one and two family residences, in certain circumstances an auto body repair shop, glass sales and repair shop, business or professional office, religious and educational uses. The Board of Selectman is given broad discretion in granting special permits for municipal uses, library, a nursing or rest home, a hospital or a private club.

Overlay and Other Special Districts**Water Supply Protection Overlay District**

The Water Supply Protection District is an overlay district superimposed on the zoning districts that place restrictions on new construction, reconstruction, or expansion of existing buildings and new or expanded uses. There are two Water Supply Protection Overlay District areas in Newbury and include a significant portion of Byfield and a large portion in the Old Town/Upper Green area, extending over the Commercial Highway and Industrial District.

Provisions in the district are intended to prevent contamination and protect water quality. Land uses that involve activities and materials that could threaten water quality are prohibited in the district. Prohibited uses include landfills, storage of liquid petroleum products (with some exceptions), storage of de-icing chemicals, landfills receiving only wastewater residuals, some types of earth removal, and auto junkyards. With certain exceptions, the bylaw also prohibits facilities that treat, store, or dispose of hazardous waste facilities.

Special permitted uses by the Board of Selectman include Enlargement or alteration of existing uses that do not conform to the Water Supply Protection District, the construction of dams or other water control devices, ponds, pools, or other changes in water bodies or courses, created for swimming, fishing, or other recreational uses, agricultural uses, or drainage improvements and any use that will render impervious more than 15% or 2,500 square feet of any lot, whichever is greater.

Plum Island Overlay District (PIOD)

The PIOD was created in order to reduce damage to public and private property resulting from flood waters, ensure public safety by reducing threats to life and personal injury, eliminate costs associated with the response and cleanup of flooding conditions, preserve open space and, limit the expansion of nonconforming single and two family structures so as to prevent the exacerbation of existing problems with density and intensity of use. The bylaw places restrictions on new development, significant alteration and changes of use within the very sensitive lands that encompass the built environment of Plum Island.

Open Space Residential Development Bylaw

In 2001, the Town of Newbury created the Open Space Residential Development Bylaw, which provides a method of planning residential development to conserve open space in a new subdivision. The OSRD allows the development of the same number of homes as would be permissible in a conventionally-zoned subdivision, but it allow site planning flexibility a more efficient, collaborative approval process. The Newbury bylaw makes any subdivision eligible for the OSRD if it creates more than four lots.

In recent years, the OSDR Bylaw has proven to be popular and an effective tool for reducing the amount of land lost to development. As is shown below in Table LU-5, three of the last four subdivisions approved by the Planning Board utilized the OSRD. The OSDR has encouraged unique site designs which have preserved significant open space (at least 50% is required by the bylaw), historic properties and encouraged new housing types and options. Since land was lost to development

Table LU-5: Newbury Subdivisions Since 2002

Development	Year	Type	Lots	Total Acres	Open space	Land Area / Lot (total)	Land Area / Lot (w/o open space)
High Tail Lane	2002	Conventional	4	12.5	-	3.13	3.1
Caldwell Farm	2003	OSRD	66	125	62.5	1.89	0.9
Scotland Woods	2002	OSRD	9	49	24.5	5.44	2.7
Jespersen	2005	OSRD	6	134	67	22.33	11.2
Total			85	320.5	154	3.77	2.0

Source: Newbury Planning Board

The bylaw also provides a density bonus for every historic structure saved with a preservation easement (one unit bonus), the creation of affordable housing unit created (one unit bonus) and for creating open space over and above the 50% requirement.

Floodplain District

Newbury has established a Floodplain District to prevent and mitigate the impacts of flooding. The Floodplain District is an overlay district that includes areas classified as being within Zones V1-30 (coastal high hazard area) on the special Federal Insurance Administration's Flood Insurance Rate Maps (FIRM). Due to Newbury's coastal proximity and predominantly low elevation, a large proportion of town lies within the floodplain district.

District provisions are consistent with those of many other towns that have adopted floodplain districts. In general, the provisions prohibit any alteration or development that would alter the existing flood storage volume of the site. Development is allowed by special permit from the Board of Appeals given the following conditions: no net loss of on-site flood storage; the elevation of the lowest floor level must be located at or above the elevation of the 100-year flood.

Subdivision Control Bylaw

Newbury's subdivision regulations contain provisions governing the division of land and the design of new roads and infrastructure. The bylaw also outlines design standards for land development, regulating the amount of cut and fill, placement of utilities, removal of trees, the dimension of paved areas, curbing, public areas and open space. The Planning Board approves all subdivisions, under the authority of Section 81-Q of Chapter 41 of the General Laws of Massachusetts.

All subdivisions must provide and adequate water supply to every lot as well as an on-site disposal system determined to be adequate by the Board of Health for every buildable lot created. There are no provisions for connections to public sewer lines, as only Plum Island and a small portion of Old Town/Upper Green has access to public sewers.

Site Plan/Design Review

The Town of Newbury does not currently have a site plan or design review bylaw. Site Plan Review is an excellent technique for providing municipal review and oversight on projects that could dramatically alter the quality of life in a neighborhood or area. Site plan review can be used to ensure that development happens in a way that protects the health, safety, convenience and general welfare of the public by providing a comprehensive review procedure of plans for projects that may have impacts on traffic,

services and utilities, environmental quality, water resources, drainage and community character. Utilizing site plan review, the Planning Board can request changes to the proposed design if it does not meet the requirements of the Board. Such a bylaw could help to guide the development of multifamily residential construction and commercial construction. Site Plan review has become a common element of municipal land use regulation in many towns in Massachusetts.

Estimate of Future Buildout

In 2002, the Commonwealth of Massachusetts, in partnership with the Merrimack Valley Planning Commission, undertook a buildout analysis of the Town of Newbury and every other municipality in the region. The intention of the build-out analysis was to evaluate local zoning and other regulations, as well as other known physical limitations

Figure LU-4: 2002 MVPC Buildout Analysis Methodology

The MVPC buildout analysis determined “developable” land area within each of Newbury’s seven zoning districts to project maximum future growth and resultant municipal impacts. The analysis was based on the assumption that future development will occur on land that is not now developed and is not absolutely constrained from development, either by severe physical conditions or by regulation.

In undertaking the analysis, a wide array of hard copy, digital maps and digital data specific to Newbury were compiled, evaluated, and, as necessary, updated. Data sources included: the Town of Newbury Zoning Bylaw, and Town of Newbury Subdivision Rules and Regulations; recent subdivision plans; EOEA/MassGIS digital orthophotography, hydrography, topography, flood areas, wetlands, Rivers Protection Act buffers, protected open space, 1991 and 1999 land use data; and U.S. Census Bureau and Massachusetts Institute for Social and Economic Research (MISER) demographic data.

Data from the above sources were aggregated to create a series of three GIS maps displaying the following themes: Absolute Constraints To Development, Partial Constraints To Development, and Composite Development (under buildout). Lands having absolute constraints to development (e.g., existing developed land, permanently protected open space, wetlands) are deemed unbuildable and were subtracted from the total land area considered available for development. Lands with partial constraints to development (such as the Rivers Protection Act secondary buffer) pose certain limitations to development and were assigned “build factors” to reflect their less-than-maximum potential for development. All remaining areas (those lacking any constraints to development) were deemed fully buildable except as restricted by regulated dimensional requirements (for road widths, lot frontages, building heights, etc.).

to development and determine the municipality’s absolute potential for growth. The buildout analysis then projected the impacts that this potential development would have on the need for additional services (schools, new roads, and water).

Using an estimate of the developable land area in the three residential districts, the total number of future building lots at buildout was then calculated. This was determined through the use of a formula based on the minimum lot size, lot frontage, and road right-of-way width required in each district. From the developable land area in the commercial and industrial districts, the total square footage of additional floor space

was calculated based on Effective Floor Area Ratios which considered types and mix of businesses as well as parking space requirements.

The buildout analysis estimated that there was approximately 2,953 acres of residentially-zoned land left in Newbury, which would yield approximately 2,480 new units of housing in Newbury, at the point of full buildout.

Table LU-6: Town of Newbury Buildout Analysis--Developable Lands and Partial Constraints

TOWN-ZONE	RAW AREA (Acres)	ROAD/ODD LOT FACTOR	NET LAND AREA (Acres)	BUILD FACTOR	NET BUILDABLE AREA (Acres)	NEW BUILDABLE LE LOTS	NEW DWELLING G UNITS	EFFECTIVE FLOOR AREA RATIO (FAR)	NEW COMM./IND. SPACE (SQ.FT.)	WATER USE (GPD)	NEW STUDENT S	NEW POPULATION	NEW ROAD MILES
COMMERCIAL HIGHWAY													
No Constraints	62.39	0.90	56.15	1.00	56.15			0.160	391,350	29,351			
Partial (Interim Wellhead Protection Area, 200' RPA buffer, &/or 100-year	11.91	0.90	10.72	0.50	5.36			0.160	24,653	1,849			
Subtotal	74.30	0.90	66.87		61.51			0.160	416,003	31,200			
<i>Note: Mix of uses assumed: 50% office; 50% retail, 2-story buildings</i>													
COMMERCIAL HIGHWAY A													
No Constraints	1.43	0.90	1.29	1.00	1.29			0.160	8,970	673			
Partial (Interim Wellhead Protection Area, 200' RPA buffer, &/or 100-year	0.42	0.90	0.38	0.50	0.19			0.160	1,317	99			
Subtotal	1.85	0.90	1.67		1.48			0.160	10,287	772			
<i>Note: Mix of uses assumed: 100% retail, 2-story buildings</i>													
INDUSTRIAL													
No Constraints	75.82	0.90	68.24	1.00	68.24			0.590	1,753,744	131,531			
Partial (Interim Wellhead Protection Area, 200' RPA buffer, &/or 100-year	37.14	0.90	33.43	0.50	16.71			0.590	429,531	32,215			
Subtotal	112.96	0.90	101.66		84.95			0.590	2,183,275	163,746			
<i>Note: Mix of uses assumed: 100% 1-story manufacturing/warehouse use</i>													
AGRICULTURAL/RESIDENTIAL													
No Constraints	2,534	0.83	2,103	1.00	2,103	2,290	2,290			456,925	1,230	6,092	33
Partial (Interim Wellhead Protection Area, 200' RPA buffer, &/or 100-year	419	0.83	347	0.50	174	189	189			37,747	102	503	3
Subtotal	2,953	0.83	2,451		2,277	2,480	2,480			494,672	1,330	6,596	35
<i>Note: Mix of uses assumed: 100% single family residential.</i>													
GRAND TOTAL	3,142		2,621		2,425	2,480	2,480		2,609,565	690,389	1,330	6,596	35

Notes:

Raw Area (in acres) = The amount of land available for development.

Road/Odd Lot Factor: A percentage of land taken out to account for odd lot configurations and (for the residential districts) new subdivision roads.

Net Buildable Area = The amount of land available for development after factoring in new roads, odd lot configuration and the various development constraints.

Buildable Lots = The net buildable area divided by the Town's minimum lot size for the zoning district in question.

Effective Floor Area Ratio = A ratio between buildable commercial/industrial floor space and land area based on most limiting land use regulation.

Buildable Square Feet = Total square feet of floor area that can be built.

Water Use (gallons per day - gpd) = 75 gpd per person and 75 gpd/1,000 sq.ft. of commercial/industrial floor space.

New Students = Based on Newbury 2000 ratio of .537 pupils per household.

New Population = Based on number of new residential units x the average household size in Newbury in 2000 (2.66 people per household).

New Roads (miles) = Total number of new lots multiplied by the frontage requirements, then multiplied by .6 to account for lots on opposite sides of the streets.

Pace of New Development

Utilizing estimates of future population and household growth, it is possible to make an educated guess about the pace of future residential growth in Newbury over the next 15 years. Using future population projections and estimates of the future average household size, it is possible to determine how many new housing units will be needed to match the expected increase in the number of households.

Table LU-7, below, summarizes these calculations. In 2020, it is projected that 8,177 people will be living in Newbury. If one assumes that on average, a typical household will contain 2.55 people in 2020, there will be approximately 3,207 households in Newbury in 2020 (population / average household size = number of households). Therefore, Newbury will likely see an increase of 693 households between 2000 and 2020 or on average, 34.7 new households per year. By definition, 34.7 new households per year will require and equal number of new housing units. Interestingly, this is within the range of the annual growth rate that Newbury experienced between 1980 and 2000.

Table LU-7: Estimated Residential Development Growth

	1990	2000	2010	2020
	US Census	US Census	Projection	Projection
Population	5,623	6,717	7,406	8,177
Average Household Size	2.65	2.66	2.6	2.55
Households	2060	2,514	2,848	3,207
New Households (since prior census)	344	454	334	358
Average New Households per Year (since prior census)	34.4	45.4	33.4	35.8
Sources:	1990, 2000 US Census of Population; Mass Institute of Social and Economic Research (MISER) 2010 and 2020 "mid" population projections.			
Note:	Average Household size for 2020 and buildout is the author's estimate, assuming a consistent drop in household size due to the continued aging of the population.			

Between 2000 and 2020, it is estimated that Newbury can expect to add approximately 693 new housing units. If this pace of growth is maintained, ultimate buildout of the community would approximately occur by 2082 (2,480 new units at buildout / 34.7 units built per year = 81.7 years).

Growth Impacts

The buildout analysis then used the estimated number of new residential lots and additional commercial/industrial floor space under buildout to project the impacts of new growth on Newbury's student (K-12) population, municipal water use, solid waste

generation, road miles, and vehicle trip generation. Details are provided in Table LU-7 for both the ultimate buildout and 2020.

Table LU-8: Buildout and Growth Impacts

	Total Buildout	2020 Buildout
Developable Land (sq. ft.)	134,630,587	-
Developable Land (acres)	3,142	-
Total Additional Residential Lots	2,480	693
Comm. /Ind. Buildable Floor Area (sq. ft.)	2,609,565	-
Residential Water Use (gallons per day) ¹	507,690	101,100
Comm./Ind. Water Use (gallons per day) ¹	195,717	-
Municipal Solid Waste (tons) ²	4,082	813
Non-Recycled Solid Waste (tons) ³	2,369	320
New Residents ⁴	6,596	1,460
New Public School Students ⁵	1,330	372
New Residential Subdivision Roads (miles) ⁶	35	7.9

Notes:

1. "Residential Water Use" is based on 75 gallons per day per person. "Comm./ Industrial. Water Use" is based on 75 gallons per 1,000 square feet of floor space.
2. "Municipal Solid Waste" is based on 1,206 lbs per person per year. All waste estimates are for residential uses only.
3. "Non-Recycled Solid Waste" is a subset of Municipal Solid Waste and is based on 730 lbs per person per year ending up in a landfill or incinerator.
4. The number of "New Residents" at buildout is based on the persons per household figure derived from the 2000 US Census.
5. The number of "New Public School Students" at buildout is based on a figure of the number of public school students per household ratio taken from 2000 US Census data (.537 students per household)
6. "New Residential Subdivision Roads" are the total number of new lots multiplied by the frontage requirement, then multiplied by 0.6 to account for lots on opposite sites of the streets.

Other Issues and Observations

- **Despite zoning innovations, development Town-wide uses increasingly more land per dwelling unit**

Residential developments in Newbury have been utilizing increasingly more land per dwelling unit in recent decades. Newbury has not escaped the nation-wide migration from cities to rural areas since the end of World War II. The extension of highways into rural areas, the subsidization of home mortgages hastened this migration. Newbury's zoning regulations, which require a minimum of 40,000 square feet of land per lot along with healthy lot setback requirements transformed this migration into a sprawling development pattern which is typical of suburbs throughout America.

Newbury's Open Space Residential Development bylaw has become an increasingly attractive option to produce more efficient residential development. Developments that utilize the OSRD bylaw use generally less land per dwelling unit by taking advantage of flexible site designs which cluster development and preserve open space.

Unfortunately, a majority of residential development does not utilize the OSRD bylaw and instead use the traditional subdivision process or occur as "Form-A" subdivisions—instances when one or two lots at a time are subdivided to create lots which meet all of the zoning requirements. These subdivisions are subject to significantly less review by the Planning Board than larger subdivisions. Anecdotal evidence suggests that these one or two lot subdivisions typically consume greater amounts land per dwelling unit, often times significantly more than the 40,000 square foot minimum lot size outlined in the zoning bylaw.

- **The limited reach of Newbury's development regulations restricts the Town's ability to manage growth and shape town character.**

The Newbury Zoning Bylaw provides for only a limited review of types of development that has the potential to impact community character. The zoning bylaw, in many cases, appears to be reactionary in nature. For example, within the Agricultural Residential district that covers almost 97% of Newbury, certain religious, educational and municipal uses, a library, a nursing or rest home, a hospital, a private club or a Doctor's, Lawyer's, or similar professional office can be allowed only by special permit from the Board of Selectman "in appropriate cases and subject to appropriate conditions, safeguards and limitations on time or use."²

This provides a "release valve" of sorts for proposals that may have merit, but do not

² Town of Newbury Zoning Bylaw Article III Agricultural-Residential District Use Regulations §95-6 (I)

otherwise fit into the intentions of the district. An alternative approach might be to identify appropriate locations in the community for these uses ahead of time and write more clearly stated site and design standards for these uses in the zoning bylaw.

Also, commercial developments in Newbury are not subject to a particularly rigorous review process. Developments occurring within the commercial and industrial zones must meet basic site and dimensional requirements, and are subject to oversight by the Conservation Commission and the Water Supply Protection District bylaw, if they apply. These regulations do not govern many aspects of the site design including traffic circulation planning and landscaping, among others. The current zoning bylaw makes it technically possible for select large commercial developments to require only a building permit. A shopping center or large industrial building in the Commercial Highway district, that meets basic site dimensional requirements may not need review by the Planning Board, the Zoning Board of Appeal, the Board of Selectman or any other public body. This has the potential to seriously undermine efforts to preserve community character, without any public comment or review.

- **Development pressures are threatening the historic development pattern that exists along scenic roads such as High Road.**

Historically, areas such as High Road were subdivided in a series of “frontage lots,” where settlers were granted plot of land which had a narrow frontage on the road that ran deep into the country side. These lots allowed residents to build a house near the street and enough land behind to farm. This has created a decidedly picturesque pattern of development as historic homes line the road, behind which an agricultural landscape extends into the distance.

Recently, the strong real estate market has encouraged owners to consider subdividing these lots to create two or more development lots. Given the relative narrowness of these lots, a subdivision often requires the demolition of existing historic building to make way for a new road to serve the subdivided lots. Lacking suitable regulation to manage this type of development, this trend threatens such scenic areas as High Road.

- **Development pressures around the Lower Green are increasing**

The Lower Green is near the site of the original settler’s landing and is an important historic landscape in Newbury. In the past, the Lower Green was surrounded by many more homes and farmhouses, behind which was acres of pasture and farmland. Currently, the small green space along High Road is surrounded by a few historic homes, a restored small schoolhouse and significant stands of trees. Development pressures are increasing on sites adjacent to the Lower Green—this will lead to another change. No consensus currently exists as to what this area

should look like in the future. Sufficient regulatory tools are not in place to help ensure that the scale of future development will preserve and enhance this area.

- **With only 20% of Newbury's land area left for future development, a real opportunity exists to positively shape the Town's long-term character.**

Only 20% of the land area in Newbury remains for development. Permanent conservation restrictions held by Federal, State and Town governments and non-profit land trusts plus environmental limitations such as wetlands and poor soils have precluded development on over 60% of the land in Newbury. These factors limit residential and commercial development to just 40% of Newbury's land area. One half of this land has already been developed, concentrating Newbury's approximately 7,166 residents (2004 Town Census) into only 20% of Town's land area. Future development will focus on the remaining half of developable land—some 20%, approximately 3,000 acres of Newbury's land area.

The future character of Newbury, in large part, will be determined upon how the remaining 20% of Newbury is developed over time. Future development can build upon the historic development patterns which concentrated development into villages and areas of agriculture (i.e. open space) or continue the recent tendency to consume more land and continue development sprawl. A real opportunity exists to establish a system of incentives and land use controls which will arrest the growth of sprawl and preserve much of the traditional character of land use throughout Newbury. The goal to preserve Newbury's character is achievable.

Land Use Goals

Newbury is a small, growing community that still retains significant vestiges of its rural past, with traditional village centers surrounded by farms and scenic open space. It has become a desirable residential community in the late twentieth century, attracting residents due to its relatively undeveloped character, rural open spaces, natural beauty and proximity to Boston and corridors of Interstate 95 and 495. The return of rail service through the North Shore into Boston has helped to fuel growth in the 1990s.

Growth is inevitable. However, strategies that can be implemented by the Town and its residents to ensure that residential growth occur in a manner that supports and enhances Newbury's character. Approaches that encourage thoughtful growth in concentrated nodes should be encouraged. The existing village centers of Byfield and Old Town/Upper Green as well as a new village-style development near the Route 1 traffic circle are prime candidates. This growth needs to be carefully articulated and held to a high standard of design and quality to ensure that it becomes an asset. Whenever possible, substantial growth would be discouraged in areas outside of these clusters, so as to preserve the natural and cultural landscape. New growth should not be allowed to overwhelm the Town's ability to provide its residents, both current and future, with essential municipal services.

This Land Use Chapter is presented in a manner that differs slightly from the other plan chapters. The other chapters represent different categories of issues and opportunities that affect the Town's development, such as economic development, housing and transportation. These plan chapters have been presented with a concluding series of goals. The goals have been organized and followed by specific strategies that logically would help to achieve those goals.

What follows is a description of three cross-cutting goals that relate to land use in Newbury—three goals that broadly articulate the desires of its residents as they relate to the future direction of growth and development in Newbury. These goals are followed by a general land use plan, which breaks down Newbury into six definable geographic areas. A description and possible future vision for each area is included. A series of specific recommendations are organized with each area description, providing a guide for how to make these areas develop in a manner consistent with the overarching goals. Many of the strategies are also covered in greater depth in other plan chapters.

Goal #1: Retain Town Character

Throughout the Master Plan development process, residents have consistently demonstrated their support for maintaining Newbury's town character. Town character can be described in a physical sense--the look and feel of the community.

Among the highly valued physical elements are the various scenic natural lands, the picturesque Upper Green, the farm stands along High Road and the beaches of Plum Island. In Newbury, town character also relates to the people, the social institutions and the traditions that have evolved over generations. Newbury has attracted people due to its ability to maintain a number of traditions, many of which represent much desired aspects of the small-town, rural New England village experience.

Newbury's residents have consistently demonstrated their support throughout this Master Plan process for the preservation of community character. The agricultural and scenic open landscapes are most highly valued by its residents. In addition, many would like to preserve the attractiveness of Newbury's many villages, including Oldtown, Byfield and Plum Island. The first two areas represent classic New England styles, with a relatively dense pattern of older homes surrounding a common area, with a small assortment of retail, churches and civic uses. Plum Island was once a seasonal village of modest vacation homes, but is now seeing growth as seasonal units are expanded and converted to year-round occupancy.

On a macro level, retaining town character can be achieved by concentrated new growth in the newly envisioned Little River Transit Village or by enhancing the existing villages such as Byfield or the Upper Green. At the same time, growth can be discouraged in environmentally sensitive and remote locations and reducing the prevalence of suburban sprawl. This can be achieved by policies that seek to acquire open space that connects wildlife and view corridors and encourage and support local farming practices.

On a micro level, retaining town character can be achieved by ensuring that every new development is held to a high standard. Each and every development will have an impact upon community character and the natural environment. New development should occur in a manner that reduces the impact on land, preserving the natural resource systems that exist. Development should strive to retain and contribute to important scenic vistas, wildlife corridors and other elements that contribute to a positive community character.

Goal #2: Moderate the Impacts of Growth

There is a concern that new development, and its pace, threatens to diminish the most highly coveted aspects of Newbury's town character. New residential development, with modern subdivision streets and large homes, threatens to alter the Town's historic development pattern. New homes are generally large and expensive. They are often spread-out on large lots, eating up land that was once a farm, a critical wildlife habitat or an important scenic amenity. The rising cost of providing services to newer, more remote developments can constrain municipal budgets and increases the tax burden on all residents.

Growth has occurred at a consistent pace over the past two decades. However, there is a concern that Newbury is nearing a breaking point, one in which a combination of sky-high home prices and taxes may force long-time residents to sell their homes and leave Newbury. Decreasing state aid, increased municipal costs along with limited commercial growth has exacerbated high taxes for existing homeowners, many of whom have lived in Newbury all of their lives.

Development must occur in a manner that considers long-term financial implications for the Town of Newbury. Policies that transfer development opportunities from rural areas toward village centers should be encouraged because dense development patterns can be less costly to serve. Policies that support and encourage appropriate commercial development can help diversify the tax base and reduce the reliance on residential taxes. Supporting efforts to build elderly housing and “55 and over” residences can also moderate increases in municipal budgets. While there is no silver bullet that will solve this problem, thoughtful land use policies can make a noticeable difference in the long term.

Also, land use policies should strive to maintain Newbury’s current projection for total community buildout. Any increase in development density in a particular area should be offset by a decrease in the density in a corresponding area. Any net overall increase, beyond the buildout currently estimated under the current zoning regime would further stress municipal finances.

Goal #3: Encourage Housing and Development Diversity

The current zoning regime has contributed to a housing stock dominated by large single family homes on large lots. Continuation of this trend can create a sterile built landscape and population that is homogeneous. Recent increases in home prices have also prohibited older residents, young families and single persons from becoming a part of the community.

Housing development should provide a broad mix of housing types, styles and options, including both condominiums and apartments, two-family homes and in-law apartments, which all can provide realistic and affordable options for Newbury residents of all income levels, family sizes and ages. The areas where increased density is encouraged, particularly the Little River Transit Village, are good locations to encourage different housing development types. The development of elderly housing, “55 and over” housing and assisted living facilities should also be considered.

General Land Use Plan

Newbury is a suburban community characterized by diverse land uses and a significant amount of undeveloped land. Residents value the existing character of Newbury, most notably the established residential neighborhoods, forests and wetlands, and historic areas such as the Town Common. Public opinion favors maintaining the primarily residential nature of the town and preserving undeveloped areas for their scenic, recreational, and environmental benefits.

Concept 1: Planning for the Little River Village

Located near the Route 1 Traffic Circle, this area would be an excellent site of a transit oriented development (TOD): a higher density, mixed-use pedestrian-friendly development area anchored by a commuter rail station. Housing developments which would contain a mix of rentals, condominiums and moderately dense single family homes would be clustered near supporting retail and commercial development. All development would be carefully designed in such a way as to enhance community character and provide options for Newbury residents of all ages and financial means. Sites in this area should be among those considered to host new municipal facilities, as this area is built out.

Strategy 1.1 Continue with Little River Village Phase II Feasibility Study (achieves Goals # 1, # 2 and #3)

Newbury has been working with the City of Newburyport to jointly study the potential of creating a TOD near the community rail station. A Phase I Feasibility Study recently completed by Taintor and Associates studied the development potential of three areas around the station. The study indicated that the area next to the station warrants consideration for this type of development and recommended further study to better ascertain the type and amount of development that will be desirable in this area. Logical development types include apartments, townhomes and condominiums as well as retail and services to serve new residential construction

Strategy 1.2 Study Use of Transfer of Development Rights Program (achieves Goal #1, #2, and #3)

Transfer of Development Rights (TDR) programs use market forces to simultaneously promote conservation in high value natural, agricultural, and open space areas while encouraging smart growth in developed and developing sections of a community.

TDR involves severing some or all rights to develop a particular piece of property and transferring those rights to a different piece of property.

These process results in moving whatever might have been built on one parcel to a different parcel. The transfer is permanently recorded on the sending property's deed. Advantages of TRD include:

- TDR is usually development-neutral in that it changes the pattern but not the total amount or type of development.
- TDR is generally structured to encourage or require an increase in the allowable density of development in the receiving area while reducing the density of development in the sending area.
- TDR is usually undertaken to avoid common development impacts or to accomplish an environmental goal, including protection of water quality, preservation of open space, and more efficient use of infrastructure.
- TDR engages the private market in generating transactions and determining the price of development rights.

The TDR concept was studied as part of the Little River Village study as a critical implementation tool for enabling the preservation of open lands in Newbury and Newburyport and creating the higher density TOD near the Route 1 traffic circle and commuter rail station.

Strategy 1.3 Promote Opportunities to Preserve and Protect the Public Water Supply (achieves Goal #3)

Some of the area encompassing the proposed Little River Village is subject to increased environmental sensitivity. Underneath the area is an aquifer, which could provide public drinking water to many town residents. Care must be taken to ensure that new development can be supplied with adequate water supplies and that the impacts of development will not compromise existing and potential new water supplies. The Town should look to acquire any remaining well locations in the area, in particular the known well location off of Parker Road and investigate options for extending water supply infrastructure to the area. At the same time, the Town should study the possibility of tightening the requirements of the Water Supply Protection Overlay District bylaw or implement other low impact development standards.

Note: Also see Community Facilities and Infrastructure Strategy 2.3 and Natural Resources Strategies 2.2 and 2.3.

Concept 2: Planning for the Old Town / Upper Green and Surrounding Area

The Upper Green, which generally includes High Road, Rolfe's Lane, Green Street, Parker Street Hanover Street and adjoining streets maintains a strong cultural identity due to this historic green and the surrounding historic buildings. This area should be

managed to maintain the strong historic character of the area. Additional residential development should be encouraged at densities similar to the historic development pattern. Small scale commercial development (offices and retail) and new or renovated municipal buildings, such as a police or town hall complex, would also be appropriate uses.

Strategy 2.1 Consider the Establishment of Village Center Zoning in Old Town/Upper Green (achieves Goal #1 and #3)

New, modest development that is consistent with the Upper Green's current physical makeup is advocated. A Village Center Zoning District could be used to preserve the existing mix of uses found at the Upper Green and encourage new construction to be compatible with the setbacks and scale of existing structures. This can make a substantial difference in strengthening a village that people want to visit, shop and return to over and over. Other specific recommendations include:

- Require design review for new construction to ensure that development matches the scale that currently exists; a Neighborhood Conservation District could be a tool utilized to implement design review.
- Allow, by special permit, appropriate businesses uses such as small-scale professional offices, retail or restaurants;
- Allow, by special permit, multi-unit residential development, particularly projects with an elderly and/or affordable housing component.
- Utilize incentive zoning, which would provide density bonuses for the creation of affordable housing units.
- Guide the thoughtful redevelopment of the Woodbridge School which would preserve the historic qualities of the building exterior and increase activity at the Upper Green

Note: Additional details can be found in the Cultural Resources Chapter.

Strategy 2.2 Consider Extending Public Sewer Infrastructure to the Old Town/Upper Green Area. (Achieves Goal #3)

As many past development of the Upper Green area occurred on lots less than the Town-wide standard of 1 unit per acre, there has been an increasing prevalence of septic failures in the area. Provision of public sewer infrastructure should be investigated to solve this problem, either by extending sewers from Newburyport or coordination and development of a package treatment plant to serve the area. Public sewer infrastructure could also support additional thoughtful development; such as a new municipal complex or much-needed elderly housing.

Note: Additional discussion of this issue can be found in the Community Facilities and Infrastructure Chapter.

Concept 3: Preservation and Conservation of the Lower Green Area

The Lower Green is near the site of the original settler's landing and represents an important historic landscape in Newbury. In the past, the Lower Green was surrounded by many more homes and farmhouses, behind which was acres of pasture and farmland. Currently, the small green space along High Road is surrounded by a few historic homes, a restored small schoolhouse and significant stands of trees. Development pressures are increasing on sites adjacent to the Lower Green—this will lead to another change.

Strategy 3.1 Investigate the Feasibility of Creating a Neighborhood Conservation District (NCD) (achieves Goal# 1)

Controls are advocated to ensure that the unique historic integrity of the Lower Green and surrounding area is maintained. A tool such as the neighborhood conservation district should be considered, which would subject development in a historically significant area to a design review process. Proposals for demolition, new construction, major alterations, and additions are brought before a Design Review Board for approval. NCD provides only nonbinding advisory reviews on other architectural changes.

Note: More details about this and other historic preservation strategies can be found in the Cultural Resources Chapter.

Concept 4: Future Challenges and Opportunities in Byfield Village

The area, which generally incorporates the area surrounding the intersection of Central Street and Main Street, is an important civic, cultural and neighborhood service center for the southwest portion of Newbury. This area should be maintained and strengthened by enhancing its current mix of civic, small-scale commercial and residential uses.

Strategy 4.1 Consider Revising the Business Zone (achieves Goal #1)

The 20-acre Business District generally encompasses Byfield Village. It is an example of “village center zoning” which supports the historic village development pattern of Byfield. However, changes could be made to strengthen the effectiveness of the bylaw. These changes could help to guide future development, especially if significant properties like the old fire station, or the post office change hands. Suggested changes include:

- Replace the minimum front yard of 20 feet with the establishment of a “build-to” or maximum building set back standard. This would ensure that new development would occur near the road, in line with

existing structures. This would preserve the “street wall” which is currently articulated in the village.

- Provide the option of meeting the parking requirements by sharing parking between uses that have complimentary parking demand. This would reduce the need for individual properties to provide parking to meet current requirements. Shared parking provisions can reduce the need for additional paved surfaces in the Village;
- Require site plan review for all new development in the village.

Strategy 4.2 Initiate a Traffic and Parking Study for Byfield Village (achieves Goal #1)

The traffic pattern in Byfield Village appears to restrict the smooth and safe flow of traffic in the Village. The intersections and roads that define the Village, in particular Lunt, Central and Main Streets, need to be evaluated and redesigned to improve flow and safety. Parking demand and supply needs to be evaluated, especially during times of peak usage of the recreational fields behind the library.

Note: Also see Transportation Strategy 1.4

Concept 5: Reducing the Impact of Growth in the Low-density Residential Areas

A majority of the land in Newbury is zoned primarily for low-density residential development. Unabated buildout of this type of development could begin to compromise community character and undermine efforts manage municipal finances. In the future, new development that is designed in a way that reduces impacts upon the land and enhances scenic, cultural and critical environmental resources will be strongly supported. Working farms will be encouraged and protected in order to help preserve the character which residents have grown so fond.

Strategy 5.1 Study Use of Transfer of Development Rights (TDR) Program (same as Strategy 1.2) (achieves Goals #1 and #2).

Currently being studied as part of the Little River Transit Village, TDR would be a critical tool to help to redirect development pressure from low-density residential areas to the Little River Transit Village. Under this program, the development rights to land in low-density residential areas would be sold to developers seeking to build in the growth target areas like the Little River Transit Village. Among the next steps to be taken will be to identify high priority sites facing development pressures, like existing farms, to target as part of the TDR program.

Strategy 5.2 Study the Feasibility of Creating an Agricultural Commission and Right to Farm Bylaw (achieves Goals #1 and #2).

Right-to-farm bylaws seek to generate awareness among incoming residents that the town has a farming tradition, but give no additional legal power to farmers or their properties. The law is aimed at building mutual understanding between farmers and newcomers, some of whom may be moving from metropolitan areas. An agricultural commission's primary responsibility is to mediate farming disputes -- such as complaints about farm vehicles, smells, and noise -- and to provide recommendations regarding farming to the public and local boards. Both tools can be important first steps toward recognizing the value of farming and provide a critical sounding board for Farmers on issues that affect them.

Note: Also see Natural Resources Strategies 5.2 and 5.4

Strategy 5.3 Expand Use of the Open Space Residential Development (OSRD) Bylaw (achieves Goals #1 and #2)

Newbury's Open Space Residential Bylaw has proven to be a useful tool helping to improve development outcomes in the low-density residential areas. Developments utilizing the OSRD bylaw have used less land per dwelling unit and have preserved important environmental, scenic and recreation resources contained on the land. The Planning Board should consider expanding the use of the tool by requiring it in circumstances where development is located near important resources or meets certain thresholds, such as:

- new subdivisions in close proximity to rivers, protected open space or wildlife corridors; or
- new subdivisions which front designated scenic roads (High Road for example).

Also, the ordinance should be considered for use with small projects, keeping in mind the need to lessen the review burden on landowners seeking to subdivide land on which they will continue to live.

Strategy 5.4 Utilize Inclusionary Zoning in Low-density Areas (achieves Goal #3)

Inclusionary Zoning is a land use tool that either requires builders of eligible residential projects to set-aside a portion of housing units in a development for low- or moderate-income households or provides incentives for them to do so voluntarily either off-site or through other mechanisms. Inclusionary Zoning requirements primarily trade off developments with higher-density for the development of affordable housing. Inclusionary Zoning can be a useful tool to help to distribute housing diversity throughout Newbury.

Note: Also see Housing Strategies 1.3 and 1.4

Concept 6: Revising Planning Controls for Commercial / Industrial Districts

These are areas where additional economic development is appropriate and desirable, but general industrial uses are inappropriate due to environmental concerns. Attractive, viable and appropriately scaled redevelopment of underutilized sites are encouraged by strategically extending water and sewer infrastructure and controlling design through site plan review standards.

Strategy 6.1 Implement a Site Plan Review Ordinance for Commercial and Industrial Development (achieves Goal# 1).

All new commercial and industrial development would benefit from site plan review. Site plan review is a useful technique for providing municipal review and oversight on projects that could alter the quality of life in a neighborhood or area. This would ensure that the impacts of large developments would be evaluated closely by the Town.

Note: Also see Economic Development Strategy 1.3.

Strategy 6.2 Preserve Commercial / Light Industrial Areas South of the Little River Transit Village (achieves Goal #2).

The proposed creation of the Little River Transit Village would utilize and rezone the largest industrial zoning district in Newbury. While demand for commercial and industrial space is not currently strong, it may be important to preserve this option in the future. A zone of light industrial and commercial land could extend from just south of the Route 1 Traffic Circle along Route 1 and south to Sled Road. This zone is envisioned to allow commercial uses, office uses, limited retail and light industry, including contractor yards. The extension of water/sewer infrastructure to serve this area would also be necessary to maximize development potential.

Note: Also see Economic Development Strategies 1.1 and 1.3.

Concept 7: Preserve and Expand the Town's Network of Open Space

Consisting of permanently protected woodlands, wetlands, agricultural lands and recreational areas, the network would contribute to the preservation of town character, aquifer protection and wildlife habitat and corridors. The network is to expand, over time, through the strategic acquisition of lands or easements that link Newbury's already extensive open space system.

Strategy 7.1 Continue to Meet the State Open Space Grant Program Requirements (achieves Goals #1 and #3.)

Newbury needs to update its Open Space Plan. A community's open space plan is the primary document which evaluates open space and recreation needs identified sites for acquisition. The document is required by the Commonwealth of Massachusetts should the Town seek funding for strategic open space acquisitions and park development. Newbury last updated its Open Space Plan in 2000. Emphasis on this plan revision would be to

- Identify wildlife corridors (high priority habitat areas), and;
- Identify parcels for the proposed Transfer of Development Rights Program

Implementation

Newbury Master Plan

Implementation Plan

Many community master plans are documents that are filed and soon forgotten, following their completion. They become merely a necessary exercise performed by staff and professionals to fulfill requirements imposed on the community from outside, perhaps by a state or regional government.

The 2006 Newbury Master Plan aspires to be something greater. It is hoped that it will be a living document, regularly reviewed and updated to maintain relevance in a world where change is the only constant. The plan should serve as a valuable reference to town administration and residents alike as they collectively embark upon improving the Town of Newbury. This document should not serve to dictate, but to provide a useful framework for future decision making.

This master plan gains its relevance from the countless volunteers who contributed to this planning process. The plan represents the work of dedicated people, many of whom volunteered their time, contributing countless hours over several months. The ideas and recommendations found here reflect those solicited from a town wide survey done in 2004, open public discussion sessions focused on each section and research and text preparation by professional consultants. This material was then reviewed by the Master Plan Committee, an ad hoc group made up of residents, members of the Newbury Planning Board and the Town Planner. The Committee revised language, assigned priority, etc and worked to make the Plan as reader friendly as possible given the extent of necessary data and the breadth of its concerns.

Master Plans are tools to help a community to shape the future not magic wands to solve all its problems. The tools are as sharp or as blunt as the users care to make them. Please, in the traditions of all good New Englanders, keep them good shape and put them to good use.

The following pages set out in table form all of the goals and recommended strategies for each section of Newbury's Master Plan 2006. Each numbered subsection also includes:

- the identification of party responsible for executing or initiating the strategy;
- the priority level relative to other identified needs; and
- the level of funding needed and possible resources.

For a complete understanding of the concepts and relevant history and data please consult the full text of the Master Plan using the section names and numbering in these tables to navigate. Please note that these tables may not show an entry in every category and the wording may also vary slightly from the full text of the Master Plan.

Natural Resources

The following natural resource goals reflect the type of community Newbury residents envision for the present and future, and provide the framework within which specific planning strategies and implementation actions are offered. These goals evolved from an extensive planning process consisting of the following four elements:

- a review of existing relevant planning documents, such as the 2001 Newbury Open Space Plan, the Newbury Estuary Management Plan (2005), and the Parker River Watershed 5-Year Action Plan (2006-2010);
- deliberations of the Master Plan Committee and the joint Estuary Management Plan/Natural Resources Element Committee;
- interviews with knowledgeable town residents, nonprofit organization personnel, and local and state officials; and
- a public participation program consisting of a town-wide citizens' opinion survey and two natural resource public forums (September 23, 2004 and June 9, 2005).

Table I-1: Natural Resources Implementation

Strategy	Recommendation	Means/ Implementation	Primary Responsibility	Priority	Funding Needs/ Potential Sources
Goal #1: Preserve the Town's scenic landscapes and rural character					
1.1	Compile a Comprehensive Inventory of All Scenic Roads in Newbury	Adopt a Scenic Roads Bylaw	<ul style="list-style-type: none"> • Planning Board • Open Space Committee. 	Medium (2-5 yrs)	Low/ <ul style="list-style-type: none"> • ENHC grant • MVPC technical assistance
1.2	Consider Adopting a Scenic Overlay District Bylaw	Scenic Overlay District	<ul style="list-style-type: none"> • Planning Board • Open Space Committee 	Medium (2-5 yrs)	Low/ <ul style="list-style-type: none"> • ENHC grant • MVPC technical

					assistance
Goal #2: Preserve and protect the Town's municipal water supply sources					
2.1	Work with Neighboring Georgetown, Groveland, Newburyport and West Newbury to protect and conserve drinking water within the Parker River watershed	<ul style="list-style-type: none"> Enforce existing Water supply Protection By-laws. Explore the enactment of regionalized protection and conservation measures 	Planning Board Selectmen	High (1-4 yrs)	Low/ <ul style="list-style-type: none"> DEP Source Water Protection Program grant MVPC technical assistance
2.2	Develop new drinking water supply sources	Study the feasibility of installing a new drinking water supply well in the Rte 1/Hanover St area.	<ul style="list-style-type: none"> Old Town Water District Selectmen 	High (1-2 yrs)	Low/ <ul style="list-style-type: none"> EOEA grant programs MVPC technical assistance
2.3	Encourage any immediate commercial development to be compatible with Newbury's limited water resources and lack of public sewer.	<ul style="list-style-type: none"> Work with Newburyport in the Route 1/ Hanover St. area to expand infrastructure. Promote use of appropriate package treatment plants. 	<ul style="list-style-type: none"> Planning Board Board of Health 	High (1-2 yrs)	Medium/ Regional and State
2.4	Identify potential pollution sources for possible future action	Inventory and Map Residential Underground Fuel Storage Tanks in Water Supply	<ul style="list-style-type: none"> Byfield Water District, Town Fire 	Medium (2-5 yrs)	Medium/ <ul style="list-style-type: none"> DEP Source Water

		Protection District; Evaluate Risks to Public Drinking Water	<ul style="list-style-type: none"> Depts., Board of Health 		Protection Program grant <ul style="list-style-type: none"> MVPC technical assistance
Goal #3: Protect and enhance inland, estuarine, and coastal water quality					
3.1	Reduce non-point source pollution to Newbury's inland and coastal waters	Adequate fund and aggressively implement Newbury's Phase II Stormwater Management Plan and Best Management Practices (BMPs) as required jointly by EPA's NPDES Permit and the Massachusetts DEP	<ul style="list-style-type: none"> Highway Department Conservation Commission 	High (1-2 yrs)	
3.2	Create a dedicated revenue source for enforcement and implementation of BMPs	Investigate potential sources of revenue to implement the BMP's identified in 3.1	Selectmen	High (2-5 yrs)	
3.3	Educate the public about the proper use and maintenance of septic tank systems	<ul style="list-style-type: none"> Conduct periodic inspections of septic tank systems and upgrade existing records. Prepare and distribute educational literature 	Board of Health	Medium (5+ yrs)	
3.4	Educate the public the public about the proper disposal of hazardous	<ul style="list-style-type: none"> Conduct regular town-sponsored house hazardous waste collections 	Board of Health	Medium (5+ yrs)	

	household wastes	<ul style="list-style-type: none"> Educate residents about capabilities of Town Transfer Station Open recycling at the Transfer Station to all residents at low or no cost 			
3.5	Improve storm water management in all new development and redevelopment	<ul style="list-style-type: none"> Adopt Town Storm water Management Bylaw Promote Low Impact Development (LID) techniques in new development 	Planning Board	Medium to High (2-4 yrs)	
Goal #4: Protect and enhance critical upland, water resource, and wetland habitats to sustain biodiversity					
4.1	Maintain a Current Local <i>Open Space Plan</i>	Revise <i>Open Space Plan</i> and submit to State every five (5) years	Open Space Committee	High (Immediate)	Low/ MVPC technical assistance
4.2	Maintain a list of vulnerable high priority open space parcels within the <i>Open Space Plan</i>	Contact Owners of Priority Parcels in Advance of Sale Offerings	<ul style="list-style-type: none"> Open Space Committee Assessors 	Medium (2-5 yrs)	Low
4.3	Increase the Town's Financial Capacity to Acquire Priority Open Space	Adopt Community Preservation Act (CPA)	Ad Hoc Committee of Residents Selectmen Finance Committee	Medium (2-5 yrs)	Low to High
4.4	Engage outside expertise	Partner with Non-Profit Land	Open Space	Ongoing	Low/

	and funds to purchase priority open space parcels	Trusts to Extend Municipal Buying Power for Preserving Open Space	Committee		ECGA, TTOR, TPL, etc.
4.5	Protect all wetlands throughout the Town	Adopt a Strong, <i>Town-wide</i> Local Wetlands Protection Bylaw	Conservation Commission	Medium (2-5 yrs)	Low
4.6	Increase protection of wetland buffer areas and vernal pools and their associated species	<ul style="list-style-type: none"> • Inventory, Certify, and Map Vernal Pools • Work with schools, local and State groups 	Conservation Commission	Medium	Low
4.7	Inventory and prioritize inland and estuarine wetland habitats	Partner with local, State and Federal agencies and programs See <i>Estuarine Management Plan</i>	<ul style="list-style-type: none"> • Conservation Commission • Estuary Management Committee 	Medium (2-5 yrs)	Medium to High
4.8	Preserve natural stream courses, floodplains and flow regimes	Maintain Riparian Corridors in Natural, Undisturbed State Educate and Encourage Property Owners to Restore Disturbed Riparian Areas Work with Federal and State Officials to Update Floodplain Maps	Conservation Commission	Medium (ongoing - 2-5 yrs)	Low/ <ul style="list-style-type: none"> • Technical assistance from MA Riverways Program, Land Trusts Medium/ <ul style="list-style-type: none"> • Technical assistance from FEMA and MEMA

Goal #5: Preserve prime agricultural land and working farms					
5.1	Enhance viability of local working farms by minimizing unnecessary regulatory hurdles	Streamline the Regulatory Process for Newbury Farmers	Conservation Commission	High (1-2 yrs)	Low
5.2	Create a forum for addressing and resolving agriculture related issues, and enhancing viability of local farms	Establish a Local Agricultural Commission	Selectmen	Medium (2-5 yrs)	Low/ MDAR and EOEA and technical assistance
5.3	Facilitate Purchase of Development Rights to Preserve Farmland	Support efforts to restore MDAR APR program Encourage purchase of development rights with private or municipal funds	<ul style="list-style-type: none"> Selectmen Agricultural Commission (also see 6.2) 	High (2-5 yrs)	Low to High/ <ul style="list-style-type: none"> MA Dept. of Agricultural Resources (MDAR) APR Program DCS Self-Help grant Land Trusts
5.4	Support Right-To-Farm Policy	Adopt Right to Farm By-law	Selectmen	Medium (3-5 yrs)	Low/ MDAR and EOEA technical assistance
Goal #6: Manage future land development/redevelopment in an environmentally-sensitive manner					
6.1	Promote the Use of Open	See Land Use section 5.3	<ul style="list-style-type: none"> Planning Board 	High	Low

	Space Residential Development (OSRD) Over Conventional Subdivision Development		<ul style="list-style-type: none"> Conservation Commission 	(1-2 yrs)	
6.2	Encourage the Incorporation of "Green Building" techniques and site design in All types of Development and Redevelopment Projects.	Seek State funding and technical assistance	<ul style="list-style-type: none"> Planning Board Conservation Commission 	Medium (3-5 yrs)	Low <ul style="list-style-type: none"> EOEA, State LID Task Force 8T&B technical assistance
Goal #7: Educate Newbury residents and businesses about the Town's natural resources, resource threats, and resource protection tools and techniques					
7.1	Increase public awareness and understanding of responsible household management practices (septic system maintenance, lawn care, etc.), improved natural resources stewardship, open space conservation, etc	Prepare and Distribute Educational Materials on Residential and Commercial Best Management Practices (BMP's)	<ul style="list-style-type: none"> Conservation Commission Open Space Committee 	Low (5+ yrs)	Medium/ MVPC/8T&B technical assistance
7.2	Expand Environmental Education in the Classroom and Field	Partner with Local and Statewide environmental groups	<ul style="list-style-type: none"> School Department Conservation 	Medium (2-5 yrs)	Medium/ Mass Audubon, ECGA, etc.,

			Commission		assistance
7.3	Explore Opportunities to Host Environmental Workshops and Seminars	Partner with Local and Statewide environmental groups	<ul style="list-style-type: none"> • Conservation Commission • Planning Board • Board of Health 	Low (5+ yrs)	Low/ Costs borne by environmental organization sponsors
7.4	Increase public awareness (see 7.1 above)	Publicize Local and Regional Environmental Success Stories	Various boards and departments as appropriate	Low (5+ yrs)	Low/ Free publicity through media, organization newsletters, etc.

Cultural and Historic Resources

The residents of the Town of Newbury believe strongly in preserving the current character of the Town; that of a quiet, semi-rural community with strong ties to its agrarian roots. Its residents are concerned about the impact that development has on Newbury's cultural assets, including the historical, architectural and natural resources which best represent the image of Newbury.

Strategies and actions designed to help Newbury achieve goals related to cultural and historic resources follow in the table set out below.

Table I-2: Cultural and Historic Resources Implementation

Strategy	Recommendation	Means/ Implementation	Primary Responsibility	Priority	Funding Needs/ Potential Sources
Goal #1: Increase awareness about Newbury's cultural resources among the Newbury residents and Town officials.					
1.1	Support 375 th Committee	Separate Fund has been established.	<ul style="list-style-type: none"> Historic Commission Selectmen 	High (Ongoing)	Low/ "Fund for Newbury"
Goal #2: Continue cataloging historical assets in Newbury and developing priorities for cultural resource preservation.					
2.1	Inventory historic landscapes and other assets in Newbury	Continue work begun by Essex National Heritage Survey and others	Historic Commission	Medium (2-5 yrs)	Low/ <ul style="list-style-type: none"> Mass. Historic Commission Essex Nat. Heritage
2.2	Consider new National Historic District Nominations	Submit nominations to National Register Of Historic Places	<ul style="list-style-type: none"> Planning Board Historic Commission 	High to Medium (2-4 yrs)	Low

Goal #3: Protect the most important historical and cultural resources.					
3.1	Preserve agricultural landscapes	<ul style="list-style-type: none"> Establish Agricultural Commission Adopt "Right to farm" by-law Transfer of Development Rights Program (See Land Use 5.2 and Natural Resources 5.2, 5.4 sections)	<ul style="list-style-type: none"> Selectmen Planning Board 	High (1-3 yrs)	
3.2	Investigate Demolition Delay Bylaw	Adopt Demolition Delay Bylaw	<ul style="list-style-type: none"> Planning Board Historic Commission 	High (1-3 yrs)	Low
3.3	Enable preservation of historic dwellings and structures	Adopt an Historic Preservation Incentive Bylaw	Planning Board	Medium (2-5 yrs)	Low
3.4	Consider creation of Neighborhood Conservation Districts for village centers	Establish three districts: <ul style="list-style-type: none"> Upper Green; Lower Green; and Byfield (Also see Land Use Section 2.1)	<ul style="list-style-type: none"> Planning Board Historic Commission District residents 	Medium (2-4 yrs)	Low
3.5	Develop preservation program for burial grounds	Work with responsible public and private bodies to maintain and document cemeteries.	Historic Commission	Low (5+ yrs)	Low/ <ul style="list-style-type: none"> Mass. Historic Essex Nat. Heritage

Goal #4: Preserve Scenic Roadways					
4.1	Protect and preserve scenic roadways and viewscales	<ul style="list-style-type: none"> • Adopt a Scenic Roads by-law for specific roads (see Natural Resources 1.1) • DPW to adopt BMPs 	Planning Board DPW	Medium (2-5 yrs)	Low
Goal #5: Preserve historical records of the Town of Newbury and its residents.					
5.1	Preserve Town's historic documents	Prepare adequate documentation and provide proper storage	<ul style="list-style-type: none"> • Historic Commission • Library Board 	Low (5+ yrs)	Medium/ <ul style="list-style-type: none"> • CPA • "Fund for Newbury"

Housing

Newbury residents have expressed their desire to preserve open space, guarantee a diversity of housing types, and in general, keep the town a pleasant place to live. Preserving community character is of utmost importance. To achieve these goals it is proposed that growth to be directed towards the historic village centers of Byfield and Old Town and to create a new focus along Route 1. Also, Newbury recognizes that it must make strides towards achieving compliance with the demands of Chapter 40B and find ways to expand elderly housing options.

Strategies and actions designed to help Newbury achieve its goals related to housing follow in the table set out below.

Table I-3: Housing Implementation

Strategy	Recommendation	Means/ Implementation	Primary Responsibility	Priority	Funding Needs/ Potential Sources
Goal #1: Encourage diversification of the housing stock					
1.1	Allow accessory apartments by right	Adopt an Accessory apartment by-law	Planning Board	High (1-2 yrs)	Low
1.2	Explore use of zoning constraints and rewards to create affordable housing	Adopt Inclusionary Zoning and Incentive Zoning by-laws	Planning Board	Medium (2-4 yrs)	Low
1.3	Convert homes to deed restricted affordable housing	Establish a fund to purchase modest homes for “buy down” to affordable deed restricted housing	Selectmen	Low (5-10 yrs)	Medium to High/ <ul style="list-style-type: none"> CPA “Fund for Newbury”
1.4	Establish community funds to support affordable housing initiatives	Adopt CPA and/or housing dedicated fund (“Fund for Newbury”)	<ul style="list-style-type: none"> Planning Board Selectmen 	High (1-2 yrs)	Low/ <ul style="list-style-type: none"> CPA “Fund for Newbury”

1.5	Allow 2-4 unit structures by Special Permit	Overlay areas to include new types of residential zoning	Planning Board	Medium	Low
Goal #2: Encourage housing development which preserves natural and cultural resources					
2.1	Determine feasibility of redevelopment of Route 1, Hanover St/Middle Rd area to include housing	Continue joint study with Newburyport of Transit Oriented Development (TOD) in this area	<ul style="list-style-type: none"> TOD Joint study Group Planning Board 	High (1-2 yrs)	Medium/ State sources
2.2	Investigate the use of Transfer of Development Rights to focus housing development	<i>(See Economic Development and Land Use sections)</i>	<ul style="list-style-type: none"> TOD Joint Study Group Planning Board 	High (1-2 yrs)	
2.3	Emphasize village development in Byfield and Old Town sections	Adopt Village Zoning district in Byfield and Oldtown <i>(See Economic Development and Land Use sections)</i>	Planning Board	Medium (2-4 yrs)	Low
Goal #3: Support and expand opportunities for affordable elderly and low income housing					
3.1	Support and expand elderly housing	Use combinations of zoning tools, including: <ul style="list-style-type: none"> special permits; overlay districts; and mixed use zoning 	Planning Board	High (1-2 yrs)	Low
3.2	Continue and expand housing rehabilitation programs for low-income homeowners	Continue to work with Newburyport to obtain Community Development Block Grants (CBDG) for funding.	Town Planner	Current and on-going	Low/ State CBDG

Goal #4: Preserve the rights of landowners from unintended consequences of restrictions and regulation					
4.1	Protect against the erosion of property rights by housing and land use regulations or initiatives	Review all proposed regulations for the impact of “unintended consequences”	Planning Board	On going	Low
Goal #5: Expand the Stock of Affordable Housing for Families					
5.1	Create a permanent independent housing organization in Town	Establish a Newbury Housing Partnership to interact with the State and other regional groups	<ul style="list-style-type: none"> • Town Planner • Selectmen • Town Meeting 	Medium (2-5 yrs)	Low
5.2	Begin necessary steps to achieve 40B compliance	Complete and submit Housing Productivity Plan to State	<ul style="list-style-type: none"> • Planning Board • Housing Partnership (Also see 5.1 above)	High	Low
5.3	Network with regional groups and individuals to create affordable housing	Join North Shore HOME Consortium	<ul style="list-style-type: none"> • Town Planner, • Planning Board • Selectmen 	High (1-2 yrs)	Low
5.4	Encourage “friendly” 40B projects	Identify sites and recommended densities in Town for possible 40B developments	<ul style="list-style-type: none"> • Town Planner • Planning Board • Selectmen 	On going	Low
5.5	Identify Town owned property suitable for affordable housing	Inventory and review all town owned property annually	<ul style="list-style-type: none"> • Selectmen • Assessors 	Medium (2-5 yrs)	Low
5.6	Develop and maintain a proper planning capability	Maintain full time planner position and support assets	<ul style="list-style-type: none"> • Selectmen • Finance Committee 	On going	Medium/ DHCD

Economic Development

There is a need for additional, thoughtful commercial development in appropriate areas, which can help to expand the Town's municipal tax base and, reinforce the historical settlement patterns and increase the availability of shops and services within Newbury.

Strategies and actions designed to help Newbury achieve its Economic Development goals follow in the table set out below.

Table I-4: Economic Development Implementation

Strategy	Recommendation	Means/ Implementation	Primary Responsibility	Priority	Funding Needs/ Potential Sources
Goal #1: Encourage the growth of businesses and commercial developments which are consistent with community character and historic development patterns.					
1.1	Encourage village scale commercial development in existing or new areas	Amend zoning to allow a mixed-use transit-oriented village scale development immediately south of the current train station/town line (Joint project with Newburyport)	Planning Board	High (1-2 yrs)	Low to Medium/ State
1.2	Preserve and encourage village centers with mixed use and higher densities	Establish village center zoning in Byfield and upper Old Town	Planning Board	Medium (2-4 yrs)	Low
1.3	Review and approve new commercial development	Adopt a Site Plan Review by-law for commercial development projects.	Planning Board	In process	Low

		(Also see Land Use 6.1)			
1.4	Permit new uses in Parker/River/route 1A area	Rezone area from Industrial to allow for other uses	Planning Board	Medium (2-5 yrs)	Low
1.5	Encourage farming and related businesses	See Natural Resources section 5.1, 5.2, 5.3 and Economic Development 1.5 and Cultural & Historic Resources 3.1	Selectmen	Medium (5+ yrs)	Low
Goal #2: Encourage businesses that appropriately support residents' local needs.					
2.1	Coordinate and focus economic development activities	Form an Economic Development Task Force	Selectmen	High (1-2 yrs)	
2.2	Encourage more local service and convenience retail in the town	Amend Zoning bylaw (See 1.2 above)	Selectmen	Medium (3-5 yrs)	Medium/ Regional and State
Goal #3: Support and encourage home-based businesses.					
3.1	Support and encourage home-based enterprises	Review and update permitted home-occupation list in Zoning	Planning Board	High (1-2 yrs)	Low
Goal #4: Develop and encourage industries that support and preserve Newbury's natural and cultural resources.					
4.1	Encourage local businesses providing products and services to regional tourism	Review and amend zoning to lessen constraints on inns, bed and breakfasts, recreation, etc	Planning board Task Force (See 2.1 above)	Medium (2-5 yrs)	Low Regional, State, Federal

Transportation

Newbury's population will grow steadily over the next decade and the demands upon its transportation network will increase accordingly.

At the regional level, Newbury has good access to employment centers via State and Interstate highways and metropolitan rail service. There is no public transportation service within the town and no connections to regional transportation nodes. The current semi-rural character of the town and the physical separation between its more densely developed areas makes the Town's road network a primary resource –now, and in the future. While north-south travel is relatively well served in town, east-west travel has limited future capacities.

Strategies and actions designed to help Newbury achieve its transportation goals follow in the table set out below.

Table I-5: Transportation Implementation

Strategy	Recommendation	Means/ Implementation	Primary Responsibility	Priority	Funding Needs/ Potential Sources
Goal #1: Improve roadway safety while preserving the rural character of Newbury.					
1.1	Decrease the number of traffic accidents throughout the town	<ul style="list-style-type: none"> • Traffic calming measures; • Increase enforcement; • traffic safety campaign focused on the young driver 	<ul style="list-style-type: none"> • Police Department • DPW • Schools 	High (1-3 yrs)	Medium/ Local and State
1.2	Reduce traffic flows through town	<ul style="list-style-type: none"> • Direct truck traffic to preferred routes • Work with abutting communities • Locate traffic generators 	<ul style="list-style-type: none"> • Selectmen • DPW 	Medium (2-5 yrs)	Low/ <ul style="list-style-type: none"> • MVPC • State
1.3	Reduce transportation	Seek noise mitigation measures	<ul style="list-style-type: none"> • Planning board 	Medium	Medium/

	related noise in town	in relation to highways and commuter rail activities	<ul style="list-style-type: none"> Selectmen 	(3-5yrs)	Public, Private
1.4	Use transportation related design standards for village center growth, etc	Survey use of public transportation, vehicular alternative access and circulation and parking issues	<ul style="list-style-type: none"> Planning Board Selectmen 	Low (1-5 yrs)	Low
Goal #2: Enhance safe bicycle and pedestrian circulation/access throughout the Town.					
2.1	Improve safe pedestrian access and movement	Maintain existing sidewalks. Focus improvements near senior housing, public facilities, recreational areas and commercial growth areas	Planning Board	Medium (3-5 yrs)	Low/ State
2.2	Improve bicycle travel and provisions	<ul style="list-style-type: none"> Inventory current and potential bicycles routes incorporate bicycle access to public transit sites and recreation areas 	<ul style="list-style-type: none"> Planning Board Open Space Recreation Comm. 	Medium (3-5 yrs)	Low/ Public, Private
Goal #3: Increase access to public transportation through regional coordination.					
3.1	Increase access to public transportation –road and rail.	Work regionally to initiate bus and shuttle services within Newbury and links to other transit networks	<ul style="list-style-type: none"> Selectmen MVRTA MVPC 	Medium (2-5 yrs)	Low/ <ul style="list-style-type: none"> MVPC MVRTA
Goal #4: Improve safe and environmentally sensitive access to the beach on Plum Island and to other waterways for both residents and visitors.					
4.1	Improve access-related	Inventory and reorganize	Selectmen	High	Low

	facilities on Plum Island	parking and rights-of-way access to beach	Planning Board	(1-2yrs)	
4.2	Increase the number of access points to public waterways in the Town	Review Parker River and Plum Island River resources and provide low-impact, environmentally acceptable access points	Selectmen Open Space and Recreation Comm.	Medium (2-4 yrs)	Low to Medium

Community Facilities and Services

Government facilities and community infrastructure are the base most of the services and resources that a municipality provides to its residents. The consistently steady growth that has occurred in Newbury has increased the need and demand for expanded services. The Town has made progress to address some of these needs. However, several major facilities are in need of replacement or expansion, especially space for Town Offices, the Police Department and for the Town's growing senior population.

This Master Plan advocates new development scenarios which could yield lower costs of municipal services, such as village clusters and transit oriented development. Decisions regarding the expansion of infrastructure, such as water and sewer, will be vital when considering such changes in future land use.

Strategies and actions designed to help Newbury achieve its community facilities and services goals follow in the table set out below.

Table I-6: Community Facilities and Services Implementation

Strategy	Recommendation	Means/ Implementation	Primary Responsibility	Priority	Funding Needs/ Potential Sources
Goal #1: Provide sufficient space for town services					
1.1	Establish a Capital Improvements Plan (CIP) –five year time span	Convene a CIP Task force drawn from Town officials, staff and residents	<ul style="list-style-type: none"> • Selectmen • Finance Committee • Planning Board 	High (1-2 yrs)	Low
1.2	Relocate/redevelop Police Station, Town Hall, Senior Center and DPW	Professionally evaluate current space and facilities needs for these Town services	<ul style="list-style-type: none"> • Selectmen • Planning Board • Council on Aging 	High (1-5 yrs)	Medium to High/ State

Goal #2: Ensure that adequate water and wastewater facilities are available to support current and future needs					
2.1	Address issue of water and sewer service to the TOD area.	Evaluate Newburyport service potential and other options	<ul style="list-style-type: none"> • Planning Board • Old Town Water District • Selectmen 	High (1-2 yrs)	
2.2	Address the wastewater needs of the Upper Green and environs and Cottage Road area.	Develop public systems or cooperative private package systems	<ul style="list-style-type: none"> • Planning Board • Selectmen 	Medium (2-5 yrs)	
2.3	Promote opportunities to preserve, protect and expand the public water supply	See Natural Resources section 2.1, 2.2	<ul style="list-style-type: none"> • Planning • Water District Boards 	High (Ongoing)	Low
Goal #3: Establish professional management of town operations, strengthen town governance, and seek regional and state assistance.					
3.1	Develop a professional management team to administer town affairs.	Hire a financial manager and administrative manager	Selectmen	High (Immediate)	Town budget
3.2	Review current governance positions and responsibilities and possible alternatives	Increase the number of selectmen from 3 to 5.	Selectmen (Town residents)	High (1-2 yrs)	
3.3	Explore ways to involve a wider group of town residents in community affairs and governance	Actively identify and recruit residents to serve the community and develop experienced leadership	Selectmen	Medium (2-5 yrs)	

3.4	Seek help and resources from regional and statewide entities –both government and non-profit	Work with local and regional elected state officials and state agencies.	<ul style="list-style-type: none"> • Selectmen • Town Boards and Departments 	Medium (2-5 yrs)	
3.5	Work cooperatively with neighboring towns	Join with other communities to benefit from funds for areas such as housing, transportation and long term planning	<ul style="list-style-type: none"> • Selectmen • Town Boards and Departments 	High (Ongoing)	
3.6	Review progress of Master Plan goals and other programs	Institute an Annual Report Card for the town and commit to a regular 5 year review and update of the Master Plan.	<ul style="list-style-type: none"> • Planning Board • Selectmen 	High (1-2yrs)	

Land Use

Newbury is a suburban community characterized by diverse land uses and a significant amount of undeveloped land. Residents value the existing character of Newbury, most notably the established residential neighborhoods, forests and wetlands, and historic areas such as the Town Greens. Public opinion favors maintaining the primarily residential nature of the town and preserving undeveloped areas for their scenic, recreational, and environmental benefits.

Growth is inevitable. However, strategies that can be implemented by the Town and its residents to ensure that residential growth occur in a manner that supports and enhances Newbury's character. Approaches that encourage thoughtful growth in concentrated nodes should be encouraged. The existing village centers of Byfield and the Upper Green/Old Town as well as a new village-style development near the Route 1 traffic circle are prime candidates. This growth needs to be carefully articulated and held to a high standard of design and quality to ensure that it becomes an asset. Whenever and wherever possible, substantial growth should be discouraged in areas outside of these clusters so as to preserve the natural and cultural landscape. New growth should not be allowed to overwhelm the Town's ability to provide its residents, both current and future, with essential municipal services.

Three broad goals for land use were established by this master planning process, including:

1. Retain town character
2. Moderate the Impacts of Growth
3. Encourage housing and development diversity

Strategies and actions designed to help Newbury achieve the above goals follow in the table set out below. Please note that this matrix takes a different approach from the earlier tables to the sequence of recommendations. In this case the sequence is derived from a group of seven objectives for achieving the three major goals set out above.

Table I-7: Land Use Implementation

Strategy	Recommendation	Means/ Implementation	Primary Responsibility	Priority	Funding Needs/ Potential Sources
Objective #1: Planning for a transit oriented development area on northern town line (Transit Oriented Development area).					
1.1	Continue with Little River Transit Village Phase II Feasibility Study	A Task Force working together with representatives from Newburyport	Planning Board	High (1-2 yrs)	Low
1.2	Study Use of Transfer of Development Rights Program	Adopt a Zoning by-law	Planning Board	High 1-2 yrs	Low
1.3	Promote opportunities to preserve and protect the public water supply	Adopt Zoning and Conservation Restrictions (See Community Facilities 2.3 and Natural Resources 2.1, 2.2)	<ul style="list-style-type: none"> • Planning Board • Conservation Commission • Water Districts Boards 	Medium (2-4 yrs)	Low
Objective #2: Planning for the redevelopment of the Upper Green and surrounding area (Montgomery Park)					
2.1	Consider the establishment of Village Center Zoning in Upper Green and environs	Adopt Zoning amendments	Planning Board	Medium (2-4 yrs)	Low
2.2	Address wastewater needs of the Upper Green area	(See Community Facilities 2.2)	<ul style="list-style-type: none"> • Selectmen • Board of Health 	Low (0-5 yrs)	High

Objective #3: Planning for the preservation and conservation of the Lower Green area.					
3.1	Preserve the historic character of the Lower Green and its environs	Investigate the Feasibility of Creating a Neighborhood Conservation District (see Cultural and Historic Resources 3.4)	<ul style="list-style-type: none"> Planning board Historic Commission 	Medium (2-5 yrs)	Low
Objective #4: Identifying the future planning needs and challenges in the Byfield Village area.					
4.1	Consider Revising Byfield's Business Zone	Adopt a Zoning amendment	Planning Board	Medium (2-5 yrs)	Low
4.2	Initiate Traffic and Parking Studies for Byfield Village	Hire traffic engineer	Planning Board	Medium to High	Medium
4.3	Resolve the disposition of the parkland behind the Library	Work with area residents and potential users, seek private funding.	<ul style="list-style-type: none"> Planning Board Recreation Committee 	Low (0-5 yrs)	
Objective #5: Reducing the impact of growth on low-density residential areas.					
5.1	Study Use of Transfer of Development Rights (TDR) Program	(See Land Use 1.2 above)	Planning Board	High (1-2 yrs)	
5.2	Study the Feasibility of Creating an Agricultural Commission and Right to Farm Bylaw	(See Natural Resources 6.3 and 6.4)	Selectmen	Medium (2-5 yrs)	Low

5.3	Expand Use of the Open Space Residential Development (OSRD) Bylaw	Review, revise and amend eligibility and submission requirements of current OSRD bylaw to encourage small projects	Planning Board	Medium to High (1-2 yrs)	Low
5.4	Utilize Inclusionary Zoning in Low-density Areas	Adopt a Zoning by-law (See Housing section 1.2)	Planning Board	Medium (2-4 yrs)	Low
Objective #6: Revising the permitted uses and planning controls for current commercial and industrial zones.					
6.1	Implement a Site Plan Review Ordinance for all Commercial and Industrial Development	Adopt a Zoning by-law	Planning Board	In process	Low
6.2	Preserve Commercial / Light Industrial area south of the Transit Oriented Development area	Adopt a Zoning amendment	Planning Board	Medium (2-3 yrs)	Low
Objective #7: Preserving and expanding the Town's network of open space.					
7.1	Continue to meet State Open space grant program requirements	(See Natural Resources 4.1)	Planning Board	High (Current)	Low to Medium

