


1994

# Master Plan for the Town of Whaley

UMass Amherst Center Economic Development

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**TOWN OF WHATELY**

**MASTER PLAN**

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## **MASTER PLAN**

**Coordinated and Facilitated by  
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**and the**

**Whately Board of Selectmen**

**Whately Finance Committee**

**Susan Wright, Town Administrator**

**A Project Made Possible by Generous Grants From:**

**The Harry T. Peter Trust**

**Massachusetts Historical Commission**

**Whately Cultural Council**

**Whately Historical Society**

**Whately Lionesses**

**Whately Grange**

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## A. Introduction, Statement of Purpose and Community Background

### A.1 Introduction

At the May 1991 Whately Town Meeting, Article 18 was passed, authorizing the preparation of a Master Plan for the town. The goal of this initiative is to support a vigorous and sustainable local economy while preserving the town's rural character. Issues of particular concern established as the cornerstones of the plan include natural resources, historic preservation, agriculture, industry and commerce and housing. These issues and their resolutions are all integrated pieces of future Whately.

### A.2 What is a Master Plan?

A Master Plan is a physical plan. Although it reflects social and economic values, it is a guide to physical development of the community. It translates values into a scheme that describes how, when, why and where to build or preserve the community.

A Master Plan is long range, covering a time frame of more than one year, usually five years or more. A good plan should be slightly utopian. It should challenge and inspire us with a vision of what might be. It should also tell us how to get there.

A Master Plan is comprehensive. It covers the entire town geographically, not merely one or more sections. It also encompasses all the functions that make a community work, such as transportation, housing, land use, utility systems, and recreation. The plan also considers the inter-relationships of functions and natural resources.

The Master Plan is a statement of policy, covering such community desires as quantity, character, location, and the rate of growth and indicating how these desires are to be achieved.

### A.3 Purpose

The goals, policies and recommendations in this Master Plan reflect the wishes of the residents of Whately and should be used along with the Master Plan Maps to provide guidance to the Planning Board and the Board of Selectmen, among other government entities, in developing local regulations and ordinances. The Master Plan should also serve to guide the regional planning commission and state agencies in their planning efforts and to guide those persons interested in subdividing and developing land in Whately. This Master Plan becomes effective upon adoption of the Planning Board after required public hearings.

### A.4 Community Background and Profile

Whately is a town of 13,228 acres (20.66 square miles) and houses approximately 1300 people living in 500 households. Situated in the Connecticut River Valley, the town is bounded to the south by Hatfield, to the south and west by Williamsburg and to the north by Conway and Deerfield. The Connecticut River serves as the eastern border. The historic settlement pattern of the town has been strongly influenced by natural factors such as rivers, brooks, hills, mountains, swamps and wetlands. This influence has led to Whately having three natural divisions that are

commonly called East Whately, West Whately and Whately Center. This arrangement is quite different from the typical "center out" development pattern of most New England towns.

The town is part of a section of Franklin County that is commonly referred to as South County. This section consists, along with Whately, of the towns of Conway, Leverett, Shutesbury and Sunderland.

Incorporated in 1771, after splitting from Hatfield, Whately's residents have long relied on the town's natural resources for their livelihoods. This continues to the present day where potatoes, carrots, corn, apples and other fruits and vegetables represent common crops. It is the town's agricultural base that serves, today, as the strongest cultural bond in the community. However, the town is increasingly becoming a commuter community. Its citizens are selecting the town as a place to reside, educate their children and to take advantage of the high quality of life. They are fully aware that the price of this decision may well be to drive long distances for employment.

The town is overwhelmingly white in color. While there is some movement of people of color into the community, the amount is expected to remain quite small. The town is becoming older. Indeed, over the past two decades there has been a dramatic increase in age to the point that the median age is 37.02 years. This is well above the Massachusetts average of 32 years of age. It is a town that is well educated and where employment has held steady. In aggregate it is neither wealthy nor poor.

The town operates with an open town meeting form of government which is overseen by a Board of Selectmen. Its property is valued at \$106,083,179. More than 75% of this amount is in residential categories. It has a tax rate of \$15.80 per thousand and has virtually no capacity to expand its tax revenues under Proposition 2 1/2. Its bonded indebtedness is quite high due to past indebtedness (\$1,313,519) and the new school (\$6,044,142.50). It is a town that is well governed and, despite the need for an override, is relatively financially secure. Additional municipal expenditures are more a question of political will than of the means to pay.

In sum, the profile of Whately depicts a community with a quality of life that is facing change. The types of people, and how/where they work, the uses of the land, the responses of government and external growth pressures are all exerting strong influences upon the community. Nonetheless, Whately is well prepared to face its future.

## **B. Goals for the Whately Master Plan**

The following goals for the Whately Master Plan emerged as a result of a review of critical factors influencing the town, a survey of town residents and the input of the Master Planning Committee.

### **B.1 Natural Resources**

*It is the goal of the Town of Whately:*

**B.1.1** *to protect the Connecticut River and the Mill River and their adjacent farmlands, which are among the most important natural resources in Whately.*

**B.1.2** *to better regulate future development in areas of wetlands, prime agricultural soils, flood plains, and watershed/aquifer recharge areas.*

**B.1.3** *to address open space and land conservation issues, including preservation of significant wildlife habitats, in town.*

**B.1.4** *to form an open space committee and to develop an open space plan for the town.*

**B.1.5** *to encourage the town to take advantage of private, state and federal funds to help purchase land for open space, recreation, and natural resource protection.*

**B.1.6** *to continue to protect natural resources by monitoring drinking water quality and assisting with the proper disposal of hazardous wastes.*

**B.1.7** *to remove municipal and private underground storage tanks, as appropriate.*

### **B.2 Agriculture**

*It is a goal of the Town of Whately:*

**B.2.1** *to protect the rural/agricultural land base and character of the town.*

**B.2.2** *to encourage and promote participation in the Agricultural Protection Program.*

**B.2.3** *to promote economic markets for locally produced agricultural markets.*

### **B.3 Residential**

*It is the goal of the Town of Whately:*

**B.3.1** *to provide housing opportunities in character with the community that meet the needs of all of its citizens with particular emphasis on present residents requiring affordable housing.*

### **B.4 Industrial/Commercial**

*It is the goal of the Town of Whately:*

**B.4.1** *to encourage economic, industrial, and commercial growth to occur in an orderly manner consistent with the best interests of the community as a whole and to discourage uncoordinated and incompatible development that may overburden public investment or damage the town's natural resources and rural character.*

### **B.5 Historic Preservation**

*It is the goal of the Town of Whately:*

**B.5.1** *to protect and preserve the Town's historic character, structures and landscapes.*

**B.5.2** *to promote the use of the Town's existing historic architectural styles in the development of new economic development initiatives.*

**B.5.3** *encourage the Town to recognize and promote its historical character as an existing economic asset which is coordinated with regional tourism activities.*

## C. Land Use

### C.1. Present Land Use

The land use pattern of Whately is largely agricultural and residential in character. A review of assessors records show that approximately 78% of the land is taxed as residential use, 1.7% as open space, 12.8% as commercial use and 7.5% as industrial. The overwhelming share of agricultural uses are taxed as residential. This becomes particularly evident when one realizes there are 13,228 acres in Whately and only 500 households.

The residential character of development is largely village centered and along existing roads. The topography and water bodies found in the community dramatically influenced the creation of three largely residential villages: the aforementioned East Whately, West Whately and Whately Center. In these villages, with residential units frequently nestled together, there are characteristics of the 18th century development pattern found across New England. These village centers are highly valued by the residents and represent one of the elements of Whately's high quality of life.

Over time, and particularly following World War II, lots along Whately's roads began to be developed for residential use. These lots were placed in their locations largely due to ease of construction, the ability to maintain farm areas in a back lot configuration, and because there are minimal governmental powers that can stop this sort of development. If an owner meets zoning and Board of Health requirements than he/she has the right to build simply by obtaining Planning Board signatures and a building permit.

Subdivision development in Whately has not been extensive to date. However, given that the availability of road ride plots is diminishing, the potential for the future subdivision of land is quite high.

It is apparent that most of the housing in Whately is of low density (on lots larger than half an acre). It is distributed in a sparse manner along existing roads evenly throughout town. However, there is a higher density in the town center, along Chestnut Plain Road. Areas of more recent development include Westbrook Road and Grass Hill Road, which were until the 1980's relatively undeveloped and have since then experienced, for Whately, a rapid infill of existing road frontage.

The area of town which has town water is zoned for single family lots of 40,000 square feet, nearly an acre. This area has a higher suitability for residential construction because of the public water supply and also because the topography is generally level. Limiting factors to residential development in this area are the presence of numerous wetlands and the floodplain along the Connecticut River.

West of Chestnut Plain Road and North Street where the terrain becomes quite hilly, there are more numerous limits to residential growth. Lot sizes are 60,000 square feet and residences are dependent on private wells. Development along existing road frontages will limit where new housing can occur, since several of the major roads in the area have been discontinued. New house development in West Whately is concentrated in the southern portion of town, in the Webber Road, Laurel Mountain Road, Westbrook Road and Grass Hill Road areas.

The agricultural character is still quite strong. As of 1986, pasture land occupied 242 acres and croplands another 2,801. In 1971, these figures were respectively 234 and 2,871. This represents a small rise in pasture land and a small decline in cropland. Since that time, there has

been little significant change in agricultural land use. Recent data shows that the agricultural lands are controlled by fifty owners.

Much of Whately's farmland is situated on or near the banks of the Connecticut River. Rich alluvial soils have collected here for thousands of years. These soils are excellent for growing many crops. Proximity to the river has also historically provided a ready irrigation supply. Other farm parcels are situated further to the west in town. See Map One.

Whately's land has supported farming in the town for centuries. For many years tobacco was a mainstay in Whately and tobacco producers such as General Cigar, Culbro, and Meyer & Mendelsohn were prominent figures. The last major producer in recent history, Consolidated Cigar Corporation, owned and leased much of the best farmland in Whately for growing tobacco. Since the decline of Connecticut River Valley tobacco growing in the early 1970's, a wide variety of crops have been grown in town, including potatoes, carrots, corn, apples, berries of many varieties, and various other vegetables and fruits. Three major dairy farms and a sheep farm are other types of farming found in Whately.

Finally, it is critical to realize that Whately's farms are located on some of the best quality land in the nation. In fact, production per acre is higher in the Connecticut River Valley than most areas from where we receive our food. The soils are of such high quality that they are adaptable to many different crops and are amenable to crop rotation.

Approximately 3.2%, or 423 acres, of Whately's land is zoned for industrial and/or commercial purposes. Yankee Candle Company is the town's major owner of industrial land. A small number of commercial and industrial uses can be found on Routes 5 and 10 south of Claverack Road. Further, there is a relatively new complex of shops situated at Routes 5, 10 and 116 in the northern most edge of town.

At present, the only unused industrially zoned land is in the northern area of town. It is sixty acres in size, in one ownership, abuts the Deerfield Industrial Park and is adjacent to Interstate 91. Unfortunately there may be some difficulties in developing this property due to evidence of a high water table in areas of the site, the fact that access to it is controlled by the Town of Deerfield and that Whately has no municipal sewage system.

## **C.2 Population Density and Building Intensity**

In 1990, the population density in the State of Massachusetts, shown in Figure C.1, was one of the highest in the nation with 744 person per square mile. Much of this density stemmed from the rapid economic and population growth experienced over the last forty years. The Massachusetts Agricultural Experiment Station at the University of Massachusetts at Amherst, classified land use into five main categories shown in Tables C.1 and C.2 for 1971 and 1985. Both Tables reveal that land use changes over time are largely reflective of population growth and outward migration from the urban centers to suburban developments.

**Table C.1 Land Use Types by Towns In Growth In 1971 (Acres)**

Community	Ind	Com	Resid	Open/ Public	Trans	Urban Waste	Mining	Agri Land	Open Space	Frwtr wtlnd	Rec	Forest	TOTAL
Deerfield	30	34	1,015	123	449	14	104	5,393	370	115	109	12,968	21,177
Gill	4	5	419	128	6	7	0	2,048	165	50	90	5,991	8,919
Greenfield	122	237	2,390	332	379	6	93	2,490	345	30	260	7,197	14,269
Montague	55	63	1,438	133	152	20	25	2,143	569	35	113	14,576	19,475
Sunderland	14	18	418	74	2	0	76	2,784	127	3	6	5,604	9,126
Whately	13	6	410	28	178	0	14	3,105	123	20	8	8,998	13,088
<b>TOTAL</b>	<b>238</b>	<b>363</b>	<b>6,090</b>	<b>818</b>	<b>1,193</b>	<b>47</b>	<b>312</b>	<b>17,963</b>	<b>1,699</b>	<b>253</b>	<b>586</b>	<b>55,334</b>	<b>86,081</b>
Franklin County	422	668	14,606	2,240	1,952	156	627	47,762	7,322	3,483	1,174	367,266	449,669
W. Mass State	4,133	7,832	116,053	15,661	10,241	1,158	2,561	180,807	32,660	26,552	14,658	1,358,531	1,770,847
	33,697	46,257	648,216	74,259	55,279	7,399	23,272	400,431	170,319	127,653	61,258	3,280,092	5,177,075

From 1971 to 1985, Franklin County and Western Massachusetts both increased their stock of forested land; this trend resulted primarily from the rapid abandonment of farm land since the 1950s. Interestingly, Franklin County increased its forest lands between 1951 and 1971 by 4% but this rate decreased 1% by 1985. Although agricultural land appears, as shown in Table C.2, to have increased slightly in the County, communities need to examine the productivity of this land and assess how much of the nearly 49,000 acres is being used for agricultural purposes.

**Table C.2 Land Use Types by Towns In Growth Region In 1985 (Acres)**

Community	Ind	Comm	Resident	Open/ Public	Trans	Urban Waste	Mining	Agrie Land	Open Space	Frshwtr Wetland	Rec	Forest	TOTAL
Deerfield	126	41	1,333	156	453	18	155	5,175	357	114	118	12,654	21,153
Gill	4	13	516	128	6	7	0	2,051	163	35	90	5,892	8,911
Greenfield	161	271	2,619	366	388	10	99	2,350	310	30	277	6,987	14,256
Montague	65	62	1,569	213	153	36	36	2,108	542	35	120	14,411	19,503
Sunderland	21	25	550	85	7	3	125	2,692	112	0	11	5,497	9,128
Whately	15	6	514	36	185	8	14	3,064	117	20	20	8,917	13,101
<b>TOTAL</b>	<b>392</b>	<b>418</b>	<b>7,101</b>	<b>984</b>	<b>1,193</b>	<b>82</b>	<b>429</b>	<b>17,440</b>	<b>1,601</b>	<b>234</b>	<b>636</b>	<b>54,358</b>	<b>86,053</b>
Franklin Cnty	651	741	17,622	2,183	1,991	277	796	48,651	7,384	3,635	1,373	363,176	450,471
W. Mass State	7,133	9,358	136,487	10,779	16,881	1,788	4,987	182,299	30,713	27,091	17,646	1,334,717	1,769,604
	46,178	55,414	771,012	83,617	61,923	10,068	24,457	425,214	158,025	127,900	66,136	3,131,305	5,177,166

Source: Massachusetts Agricultural Experiment Station  
University of Massachusetts at Amherst, October 1991

Analyzing the increases between 1971 and 1985 for land use types in Lower Franklin County we find that industrial uses increased over 65%, commercial 15%, residential 17%, and open space by over 20%. While this trend appears well balanced, considering the region's population grew about 5-6%, we should caution the results. With only 5-6% population growth the region experienced a disproportionate amount of new development in all land use types. A 3% loss of agricultural land equates to over 500 acres, most of which was probably converted to industrial, commercial, or residential uses. Furthermore, urban waste increased by more than 75% and mining by 38% making environmental protection a concern in the region. The data studied here, while the most recent, fails to uncover the period of the most rapid development;

from 1985-89. For this reason, localities throughout Massachusetts need more recent data showing land use changes that took place during the "Massachusetts Miracle" and the last five years.

The current population and building intensity found in Whately stems from the historic settlement pattern and natural resource qualities which shape the geographic division of the Town into thirds. The qualities inherent in East Whately, Whately Center, and West Whately in terms of land form, surface water, transportation routes, and soil properties have lead to a roughly equal distribution of population, commerce, and services across all three areas. This is unique in comparison to the more traditional "center out" population density patterns found in most New England towns.

Whately, like its Franklin County counterparts, is largely forested with an abundance of agriculture and pasture lands found in East Whately that extends into Whately Center and declines in West Whately. This has been the product of the rich alluvial soils deposited by the Connecticut River and the presence of land forms such as Mt. Esther and Chestnut Mountain. This combination of agriculture, forest, and land forms combined with extensive surface water in the form of brooks, rivers, lakes, and a reservoir has resulted in not only the geographic division of the town into thirds, it has also resulted in town roads lined with structures with relatively small setbacks in comparison to the amount of potential open space in the town. It is a typical arrangement for agrarian settings in New England.

Housing density is predominantly low density (greater than 1/2 acre lots) for the majority of the town with the exception of the stretch of Chestnut Plain Road (Main Street) that lies between Christian Lane and Clavarack Road. This stretch has high density housing with lot sizes between 1/4 and 1/2 acre. Housing represents approximately 18% of the land use in the town which is the highest percentage of land use with structures.

## **C.2 Industrial Land Use**

It has been suggested by the Center for Economic Development, at the University of Massachusetts, that communities should allocate 10 percent of their land area for industrial uses in order to enhance the community's tax base and employment opportunities.<sup>1</sup> Industrial development typically benefits a community's tax base because it results in greater tax revenues than other uses such as residential development and has significantly lower service costs. This

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<sup>1</sup> **Brown, Kyle D. and Julius Gy. Fabos. Suitability Assessment of Land Zoned for Industrial Use-Test Case: Western Massachusetts. Massachusetts Agricultural Experiment Station, College of Food and Natural Resources: University of Massachusetts at Amherst, Research Bulletin Number 743/ Summer 1993. pg. 1.**

typically results in a tax surplus which offsets other types of development which can be a financial drain to a community.

While an increasing number of industrial areas are being created in Western Massachusetts, it appears that the suitability of these lands for industrial development has not been fully considered.<sup>2</sup> This is attributed in part to the lack of knowledge and access to information in order to adequately inventory, analyze and assess the natural and cultural factors which impact communities. Consequently, the result is inappropriate zoning decisions which are made without a full understanding of the direct impacts on the region.

**TABLE C.3 Availability of Industrially Zoned Land by County**

County	Industrial Use		Unavailable Land		Available Land	
	Acres	%	Acres	%	Acres	%
Berkshire	1,050	14%	2,610	34%	3,980	52%
Franklin	230	3%	1,250	18%	5,490	79%
Hampshire	340	7%	1,145	24%	3,220	69%
Hampden	3,150	17%	5,755	32%	9,280	51%
Total	4,770	13%	10,760	29%	21,970	58%

The combination of inappropriate zoning of land for industrial use, as well as allowing other types of uses within those that are incompatible with industrial activities, has further reduced the small amount of land in western Massachusetts available for industrial development. In its study, the METLAND Research Group performed a detailed assessment of industrial land in seven communities with at least one in each of the four western Counties. The results of the study reveal that no significant amount of available industrial land is suitable for all types of industry.<sup>3</sup>

Supply characteristics of industrially zoned land in Western Massachusetts, beyond those identified by METLAND, include the existence of over 1000 acres of land within industrial parks, all available within Western Massachusetts. The average price per acre is \$68,000 with a low end of \$15,000 and a high end of \$125,000. The average rental price for area industrial buildings is \$5.80 per square foot. Amherst, Deerfield and Greenfield have industrial parks with 25 acres or more of available land.

These supply characteristics, including those identified by the METLAND, are offset by the consumption characteristics of industrially zoned land in the region. Currently, the annual consumption rate for industrially zoned land in nearby communities is 10-12 acres per year.<sup>4</sup>

<sup>2</sup> **Ibid.** pg. 1-2.

<sup>3</sup> **Ibid.** pg. 100.

<sup>4</sup>Quote, Bryan Nichols formerly of the WestMass Development Group, taken during the Town of Whately Industrial Development Meeting, February 3, 1993.

Where is Whately in terms of industrial land? In terms of its zoning with 3.2% of its land zoned for industrial, as well as commercial purposes, it has designated a very small amount relative to the 10% "rule of thumb". Given that the town has no sewer capacity, however, one can understand why so little land has been designated for industrial development. There are some indications that Whately will become increasingly in demand for industrial activities. The quick purchase of the Merrilot Building by the Yankee Candle Company, the decision by C&S distributors to locate immediately to the south in Hatfield and the expansion of Millitech in nearby Deerfield are all indicators that this area has industrial potential.

### **C.3 Proposed Distribution, Location and Interrelationship of Public and Private Land Uses**

The proposed land use pattern for Whately is based on a desire to grow slowly, to protect its agricultural base, to insure that the environment is protected and to expand its industrial/ commercial base such that there is tax relief to the community. It is a balanced approach and, overall, represents a direction that maintains Whately's character.

Residential growth is recommended for areas that are not agriculturally significant or environmentally sensitive. To this end, the town is strongly desirous of promoting cluster development. Further, in areas of historic significance, the town is desirous of promoting development that matches the character of its villages and will be exploring the use of "site plan and design powers." Above all, the town wishes to grow slowly and will keep its growth control mechanisms in place. This can be clearly noted in the town's phased growth by-law.

The proposed distribution of the residential land is to be away from agricultural areas, away from environmentally sensitive areas and away from areas zoned for industrial uses. It would be ideal if new development was adjacent to existing settlements in a clustered manner and in character with the community. The major points of contention lie in the fact that residential uses can be placed in industrial zones, and that cluster is an optimal approach rather than required. The former will be more easy to address than the latter.

Concerning the inter-relationship of public and private land uses, the Commonwealth and Town both are promoting the use of agricultural land protection mechanisms. For example, the town will continue to encourage the preservation of agricultural resources through the acquisition of conservation easements and will promote participation of farmland owners in the Massachusetts Agricultural Preservation Restriction Program. From an industrial perspective, the town is participating in a dialogue with the Town of Deerfield to determine means and methods of opening up the northern site with a road connection and obtaining rights to the

Deerfield sewer plant. Finally, the town in embarking on zoning revisions to adjust its industrial districts such that the potential intrusion of residential uses is minimized.

Towns in Massachusetts frequently are ordered by the Commonwealth under Section 81-D to propose standards of population density in relation to the capacity of land available or planned facilities and services. This question does not directly apply to Whately. The town has taken a careful stance which promotes limited development in areas away from agricultural or environmentally sensitive areas. Further, its growth protection by-law limits the amount or residential growth that could occur per year. Based upon the average building rate of the past five years (1989-1993), Whately can expect to grow by twelve units per year. This would mean that there would be, under maximum conditions, 120 new units and a population gain of 360 people between 1995 and 2005. Concerning industrial development, assuming that the northern parcel is developable and that area standards for "build outs" apply, then approximately 8700 square feet of building will be placed on one acre of land. Thus, at build out, this parcel of sixty acres will have a maximum of 522,000 square feet of development (twelve acres or 20% of the property, the remainder will be open space). Given the type and pace of industrial development in the Valley, this land is likely to be developed over an extensive period for small companies.

#### **C.4 The Plan: A Summary**

Thus, given the protective mechanisms in place, the expected zoning changes, and market trends, Whately is well positioned to handle likely growth for the coming decade. The policies designed to ensure that growth is well managed can be found under the Implementation chapter of this report.

In summary the Whately land use plan calls for the following:

- a) A steady pace of residential growth in character with the community.
- b) The protection of the town's agricultural base.
- c) Restricted development in areas of environmental sensitivity.
- d) Residential development that does not impinge upon agricultural or industrial districts and vice versa.
- e) Guided industrial development in areas away from residential districts.

## D. Population

### D.1. Past Population Patterns

During the 1980s the US. population grew at a rate of nearly 10% and is expected to continue to grow at this rate to the year 2000.<sup>5</sup> In contrast, during the 1980-1990 period the population growth of the Northeast was only 3.4%, the second lowest growth rate in the nation.

Factors affecting population growth generally involve: migration, immigration, and natural increase patterns. High in-migration accounts for almost 67% of the population growth in the US. When looking at the Northeast, we notice a high level of out-migration coupled with declining immigration, both of which offset the natural rate of population growth. Furthermore, in the next century, immigration is expected to add more to the US. population than will occur through natural increase (that is, births exceed deaths).<sup>6</sup>

For the State of Massachusetts population increases were held to 4.9% from 1980-90 (slightly higher than the Northeast figure of 3.4%). Massachusetts' growth rate is expected to slow to around 1.2% in the 1990s. When examining the counties within the state we notice that growth rates range from a low of -4% in Berkshire County to a high of 9.8% in Worcester County.

Turning to Lower Franklin County the region's population grew by 4.6% between 1970 and 1980, and from 1980 to 1990, it increased by over 5%. As Table D.1 illustrates, over the last twenty years the region's population increased nearly 10% while the County grew by more than 18%. Compared to the 2.6% Western Massachusetts and 5.8% in the state, Franklin County appears to have experienced accelerated growth.

Whately's official population as of the 1990 Census was 1,375 persons. Between 1970 and 1980 the Town experienced a dramatic increase as nearly 200 persons were added during this period, for a growth rate of 17.1%. Largely as a result of past land use patterns and the natural constraints for new development, Whately's growth rate slowed to 2.5% in the 1980s.

Interestingly, compared to its neighbors in Lower Franklin County, Whately experienced the slowest growth over the last decade, and was the third slowest in the entire county. Much of the slow rate experienced in Whately can be explained by three major factors. First, the community's topography, which is significantly wet in eastern sections and is largely hilly in the western half discourages new residential development. Further, in the 1980's, groundwater

<sup>5</sup> **US. Bureau of the Census, 1980-90 Census of Population and Housing, Summary Tape File 3. (MISER: University of Massachusetts at Amherst, 1992).**

<sup>6</sup> **Mount Wachusett Community College, External Environmental Scan. Gardner, Ma., 1993, pg. 1.**

contamination problems in Whately provided an effective barrier to significant residential growth at a time when other area towns were experiencing a boom in real estate development.

**Table D.1: POPULATION BY TOWN**

Community	Area (sq. mile)	Population				Population Density			
		1970	1980	1990	2000	1970	1980	1990	2000
Deerfield	31.9	3850	4517	5018	5325	121	142	157	167
Gill	13.8	1100	1259	1583	1629	80	91	115	118
Greenfield	22.7	18116	18436	18666	17869	798	812	822	787
Montague	29.5	8451	8011	8316	8285	286	272	282	281
Sunderland	14.8	2236	2929	3399	3384	151	198	230	229
Whately	20.5	1145	1341	1375	1643	56	65	67	80
REGION	133.2	34898	36493	38357	38135	244	251	261	262
Franklin County	702.95	59210	64317	70092	74849	84	92	98	106
W.Mass	2787	791643	791258	812322	821961	284	284	291	295
State	8089.3	5689170	5737037	6016425	6238716	703	709	744	771

Source: Massachusetts Municipal Profiles

Second, the relatively high housing costs in Whately, coupled with a new phased-growth bylaw, impede new residents from moving to the area. In 1991, the Town adopted a phased growth building by-law which limits new development to ten building permits per year.<sup>7</sup> Since the bylaw's adoption this number has never been reached with five permits issued in 1991 and eight in 1992. Finally, the consistent pattern of land holding in Whately has prevented much speculation from developers for residential projects. Until now, the trend of farmers retiring and selling large parcels of land for new housing development has not taken place. Will this low growth continue? Current (1992, 1993) evidence suggests that Whately is now growing at a slightly more rapid rate than many of the Franklin County towns. It appears that new growth, although not dramatic, will occur.

There are many reasons for Franklin County's growth over the last twenty years. Most relate to the quality of life that the area offers. American visions of days gone past where forests and farms predominate the landscape, undeveloped land and locally owned general stores can still be witnessed in the County. Similarly, the abundance of affordable housing in the region, coupled by ample employment opportunities within comfortable commuting distances makes the region an attractive place of residence.

<sup>7</sup> **The Town of Whately "Growth Control Bylaw" allows a maximum of 10 individual building permits in one calendar year. Exemptions include 5 Special Conservation Permits for substantial lots where land in excess of a one acre house lot is dedicated for conservation purposes and 10 Multiple Building Permits are allowed for developments meeting set criteria.**

The nearest large employer to Whately in the region is the University of Massachusetts. Other towns to the east and north experienced residential surges as the University expanded in the early 1970's. Whately may have escaped the apartment complexes and general bedroomization because of its location across the river from Amherst, without a bridge. Sunderland, for example, one town east across the Connecticut, experienced heavy residential growth that coincided with the growth of the University.

## D.2 Dependency Ratio

The large variances shown in population growth rates generally lead a community to experience difficulties in providing necessary services to their populations. In providing these services, a community must generate revenues through property and excise taxes and user fees. In order to strike a balance between the needs and demands of a community, the town government must offset the costs incurred by elderly and school aged children in the community; particularly for the school aged children who, on average, can cost the community up to \$8,000 per child for school costs alone. (Whately's current costs are approximately \$4563 per pupil.) Table D.2 illustrates the variation in dependency ratios for Lower Franklin County. Dependent population includes children under the age of 18 and the total population over the age of 65. The figure for "working" population assumes the entire population between 18 and 63 is gainfully employed. Obvious variations exist within a region such as Lower Franklin County.

**TABLE D.2 Dependency Ratios for Lower Franklin County**

Community	% Dependent Population	% Working Population
Deerfield	35%	65%
Greenfield	42%	58%
Gill	37%	63%
Montague	40%	60%
Sunderland	27%	73%
Whately	36%	64%
State	57%	43%

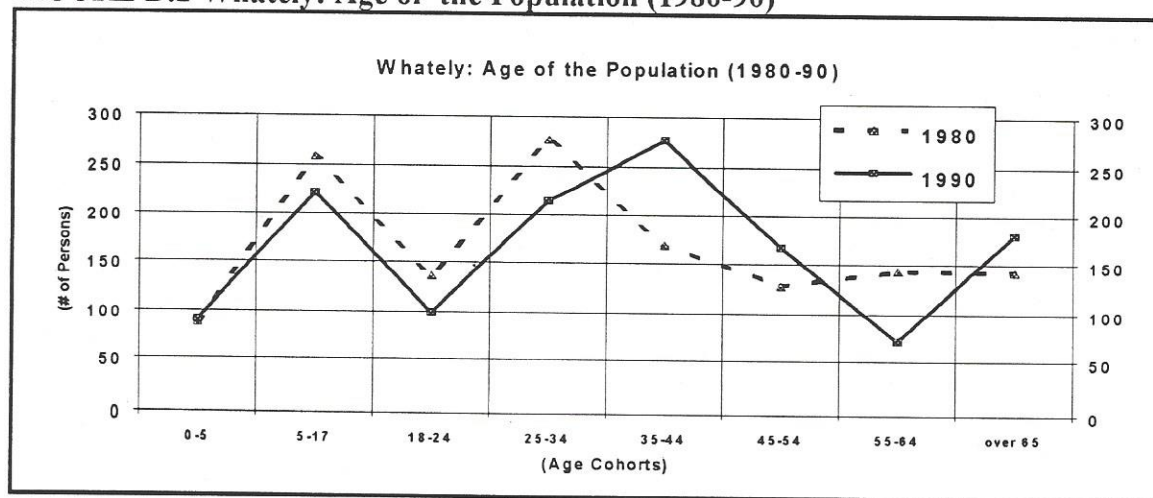
Although all communities in the region harbor dependency ratios well below the state level (57% dependent/43% independent) there are some concerns that community character is rapidly shifting towards a younger, more transient population of commuters moving to the area. Understanding that a community with a high percentage of dependent persons is likely to experience financial problems, we discover that the towns of Greenfield and Montague contain rates of 40% or greater. The other towns, although varied, show less imminent difficulty in providing necessary services to their dependent population.

In summary, comparing Whately's dependency population to the State and neighboring communities in Franklin County, the town holds considerably lower rates. Communities need to consider the impacts of new residential development on their dependent population and, more importantly, whether they have the ability to pay for increased services. Does new development in these areas tend to result in growing dependency persons? Are they school aged or elderly? Questions such as these need further investigation so the region and Whately can better ascertain how its dependency ratios affect issues such as community character, and their quality of life.

### D.3 Age of the Population

One way of assessing the change in dependency ratio over time can be exposed by analyzing a breakdown of the population by age groups. Table D.2 shows that the population in Whately of young adults between the ages of 18-24 and the population aged 25-34 experienced a decline of over 27%, whereas the 35-55 population increased dramatically. A total of 146 persons were added in the 35-55 population during the 1980s, for an increase of nearly 50%. Since these ages represent people with some childbearing potential, it is possible that additional increases in births will be recorded during the 1990s until this wave of adults passes out of the child-bearing years. It can be surmised that most of the increase in the population in these age groups can be attributed to the in-migration of new residents who found Whately to be a desirable community in which to reside.

**FIGURE D.2 Whately: Age of the Population (1980-90)**



The pre-school population grew slightly as the population between the ages of 18-34 was sizable and holds substantial child-bearing potential. Interestingly, the sharp decline in the 55-64 population can probably be attributed to the outward migration of residents in this population. Finally, the elderly population over 65 grew by 38 persons; representing a

significant rate of growth of nearly 27%. However, given the comparatively small population growth in the 55-64 year age group, there is likely to be a rapid decline in the elderly population during the 1990s.

**TABLE D.3: Whately Population By Age Groups**

Whately: Population By Age Groups								
	0-5	5-17	18-24	25-34	35-44	45-54	55-64	over 65
1980	88	258	136	277	169	128	143	142
1990	91	222	99	215	276	167	72	180
Change 80-90	3	-36	-37	-62	107	39	-71	38
% Change	3.4%	-14.0%	-27.2%	-22.4%	63.3%	30.5%	-49.7%	26.8%

Source: Miser, 1994

#### D.4 Racial Composition of the Population

In Western Massachusetts minorities represent nearly 16% of the population compared with a rate of almost 20% in the State. Compared to Central and Eastern Massachusetts, both African American and Hispanic ethnic groups are significantly under represented in this region. As can be seen from Table D.4, Whately remains a predominantly white community. In the 1980 Census, 99.7% of the Town's population was white, and by 1990, the percentage remained virtually unchanged at 98.4; although 31 new non-whites had moved into the community. The largest ethnic group is Asian and Pacific Islander at 0.4%. Likewise, persons of Hispanic Origin, while not considered a separate race, comprise nearly 1% of the population. The total minority population (other races and white Hispanics) consists of 98 persons, comprising 2.6% of the Town's population.

**TABLE D.4: Population By Race**

	White	Black	Amer. Ind	Asian	Other	Hispanic
1980 Population	1337	0	0	0	4	0
1980 Percentage	99.7%	0.0%	0.0%	0.0%	0.3%	0.0%
1990 Population	1353	5	3	6	8	13
1990 Percentage	97.5%	0.4%	0.2%	0.4%	0.6%	0.9%

Source: MISER, 1994

### **D.5 Population Trends**

From the above data, it is clear that several trends are occurring that will influence Whately's future. These are as follows:

- a) Whately's population is growing. Over the past twenty years it grew at a rate of 11.5 persons per year (from 1145 to 1375 persons).
- b) The population density is increasing. It has moved from 56 persons per square mile to 67 persons per square mile.
- c) Whately's "Dependency Ratio" is not a problem when compared to the State or Lower Franklin County.
- d) The 35-55 year old population group expanded dramatically in Whately. This portends an increase in children.
- e) The elderly population will not be expanding in the coming decade. It may even decline.
- f) Whately will continue to be a largely racially homogenous community. While the minority population is expanding, it is doing so at a very slow rate.

## E. Housing

### E.1. Present Conditions

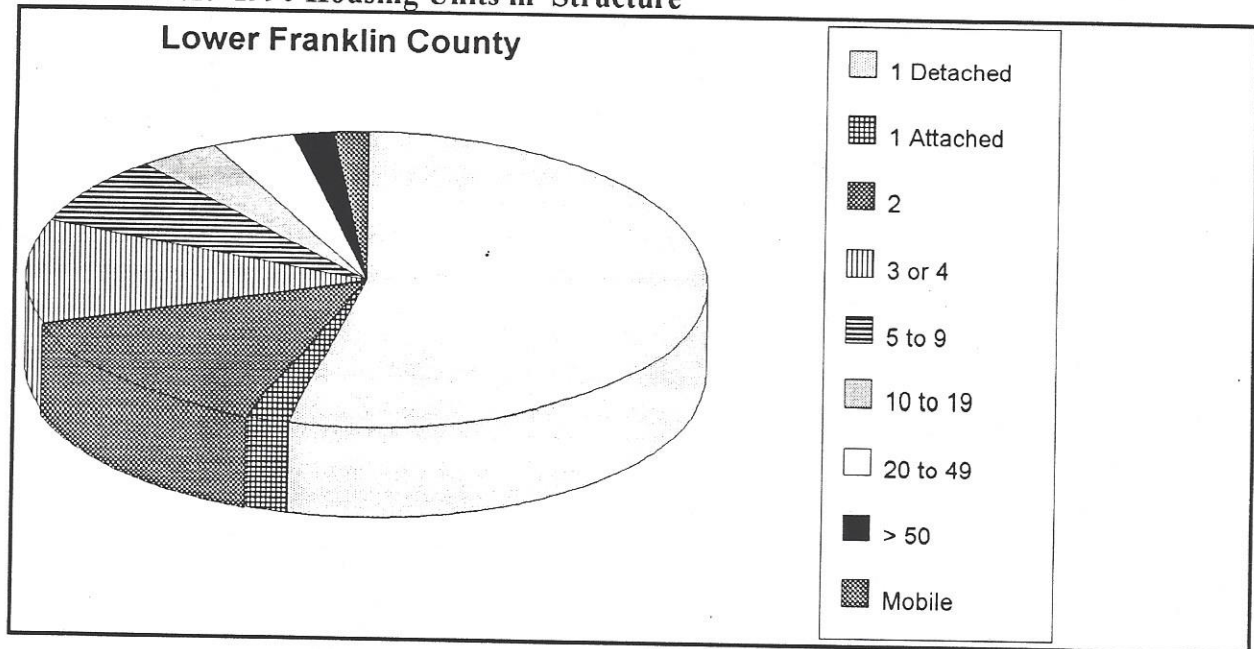
In 1990, the housing stock in Lower Franklin County, shown in Table E.1, was estimated at 16,549 units.<sup>8</sup> Within the region, the Town of Greenfield contains almost half (49%) of all housing units while Montague and Deerfield hold another 35%. Looking at the breakdown of housing units by type, we notice the dominance of the single family detached unit as it constitutes

**TABLE E.1: Housing and Construction, Census 1990 Units in Structure and Value**

Community	Housing Units	Seasonal/ Recreation	Single Family	Owner Occupied	Renter Occupied	Total Occupied	Total Vacant	Median Value \$	Median Rent \$	Median Year Built
Deerfield	2,083	11	1,381	1,396	599	1,995	88	139,100	456	1962
Gill	670	9	461	411	231	642	28	108,900	346	1950
Greenfield	8,067	35	3,887	4,218	3,463	7,681	386	110,000	386	1942
Montague	3,695	38	1,876	2,086	1,393	3,479	216	108,600	364	1939
Sunderland	1,504	9	610	563	777	1,340	164	151,400	524	1970
Whately	530	3	448	429	79	508	22	152,072	525	1954
REGION	16,549	105	8,663	9,103	6,542	15,645	904	128,345	434	1953

55% of all housing units. Conversely, larger multi-family units (>5) accrue less than 18% of the region's total housing stock. Considering that nearly 40% of all housing units in the region are occupied by renters, one would expect a large demand for multi-family, affordable housing, to exist.

**FIGURE E.1: 1990 Housing Units in Structure**



<sup>8</sup>U.S. Bureau of the Census, 1990 Census of Population and Housing, Summary Tape File 3. (MISER: University of Massachusetts at Amherst, 1992). pg. 24.

An examination of Table E.2 shows that high percentages of single family detached housing units are concentrated in the outlying communities of Deerfield, Gill and Whately. Figure E.1 represents an aggregate portrayal of the Lower Franklin County. However, large variations exist at the local level. For example, Greenfield, Montague and Sunderland contain over 98% of the stock of multi-family or dense housing units.

Comparing housing values and median rental rates we again notice that large differences exist within the region. This is largely a result of land values and housing types, see Tables E.1 and E.2. For example, the Town of Whately, with 85% single family detached homes, has a median housing value of \$152,072 compared to the Town of Montague, with 51% single family detached homes, and a median housing value of only \$108,600. Low to moderate income residents and newcomers alike will certainly have more difficulty securing a household in communities such as Whately and Deerfield.

## E.2 Residential Land Development

In 1971, the region of Lower Franklin County had 6,104 acres or 42% of the County's total residential land. In addition, the region contained 50% of the County's multi-family development, 60% of its dense residential, nearly 65% of its medium residential, and 28% of its sparse residential development. The data shown in Table E.2 illustrates that the region, while diverse in land use patterns, contains more condensed residential development than the remaining 20 localities in the County combined.

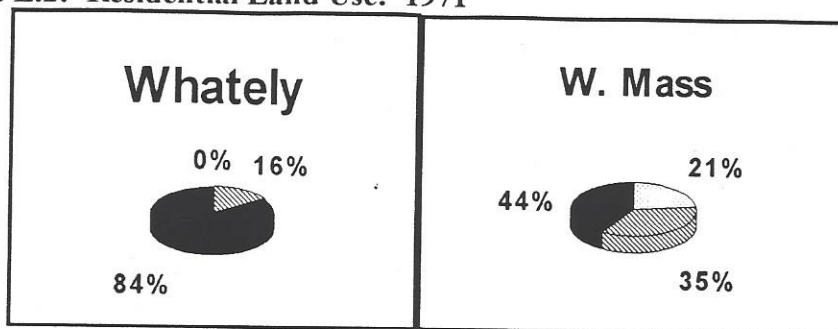
**TABLE E.2: Residential Land Use By Towns in Growth Region in 1971 (Acres)**

Community	Multi Family Residential	Dense Residential	Medium Residential	Sparse Residential	Total
Deerfield	14	0	519	496	1,029
Gill	0	0	66	353	419
Greenfield	23	431	1,321	615	2,390
Montague	28	149	695	566	1,438
Sunderland	51	0	148	219	418
Whately	0	0	64	346	410
TOTAL	116	580	2,813	2,595	6,104
Franklin County	232	923	4,379	9,192	14,606
W. Mass	2,309	26,434	40,003	47,307	116,053
State	17,938	151,219	252,755	226,304	648,216

Source: Massachusetts Agricultural Experiment Station

In 1971, comparing the Town of Whately to Western Massachusetts in terms of residential development density, we find in Figure E.2 that Whately contains no dense, 84% sparse and only 16% medium residential housing. With such housing constraints, communities like Whately face the possibility of excluding not only newcomers to the region, but also current resident's family members that are approaching adulthood.

**Figure E.2: Residential Land Use: 1971**



Turning to 1985, residential land use patterns remained quite stable in Lower Franklin County but some housing types reflected noticeable changes. For example, all communities with the exception of Gill and Whately continued to increase their percentage of multi-family and dense residential development. Over the fifteen year period (1971-1985), the region now contained over 91% of multi-family and 62% of the dense residential development in the entire county. Conversely, medium development was down from nearly 65% to 51% and sparse development remained at 28% of the County total.

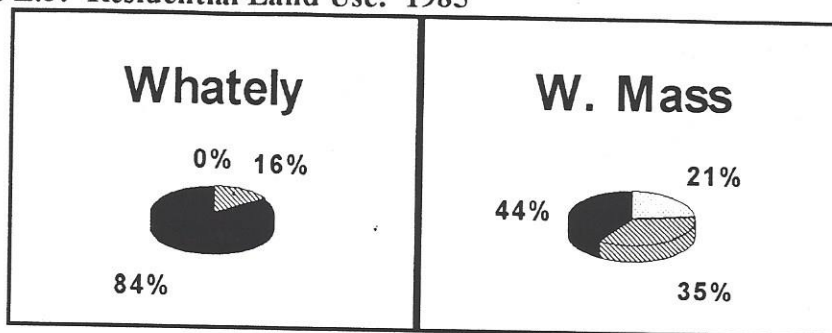
**TABLE E.3: Residential Land Use By Towns in Growth Region in 1985 (Acres)**

Community	Multi Family Residential	Dense Residential	Medium Residential	Sparse Residential	Total
Deerfield	41	14	723	596	1,374
Gill	0	0	66	450	516
Greenfield	77	439	1,408	695	2,619
Montague	34	149	728	658	1,569
Sunderland	60	0	192	298	550
Whately	0	0	79	435	514
TOTAL	212	602	2,473	3,259	6,546
Franklin County	232	968	4,902	11,520	17,622
W. Mass	3,362	27,313	46,083	59,729	136,487
State	25,917	155,771	290,632	298,692	771,012

Source: Massachusetts Agricultural Experiment Station

In 1985, Whately still contained very high levels of low density development despite the region's increase in population and housing units, see Figure E.3. In fact, the Town actually increased it's rate of sparse residential development. Combined with the median housing value, phased-growth control, and the apparent lack of affordable housing, it appears that Whately holds a distinct community character compared to its Franklin County neighbors. Lacking any dense or multi-family housing units, Whately not only excludes many low-income earners from residing in the community but also faces the danger of losing more agricultural land to large lot residential development. See Map Two.

Figure E.3: Residential Land Use: 1985



### E.3 Affordable Housing

In 1969, the Commonwealth of Massachusetts enacted legislation requiring all communities in the Commonwealth to insure that at least 10% of its housing units were affordable according to state standards.<sup>9</sup> While some communities have attained this level, most have not. This non-compliance causes not only problems between local and state governments but more importantly, inflicts a large degree of social inequity for residents.

According to State guidelines, Whately currently has no housing that could qualify as "affordable." This situation is precarious for several reasons beyond the fact that housing in Whately is becoming expensive for local residents. First, if the town has no provisions in its regulations for affordable housing, a developer wishing to develop such housing could circumvent the local zoning regulations with a comprehensive permit. Such a permit simplifies the development process for the developer and can produce a product undesirable in scale, location and design. Secondly, a town not moving toward establishing some amount of affordable housing is at risk of being cut off from certain state funds. For example, the town's eligibility for Community Development Block Grants, which are used for local planning and economic development programs, could be removed.

If a town doesn't meet the 10% affordable housing minimum, but demonstrates that it is moving toward compliance, the state is unlikely to take any action against it.<sup>10</sup> Few towns in the southern part of Franklin County are near the minimum. Greenfield, Montague and Orange each have close to 10 percent. Shelburne has 46 units, Buckland has 3 and Sunderland is about to begin a new development that will add 48 units. See Figure E.4.

<sup>9</sup>Massachusetts General Laws, Chapter 774 and Executive Order 215, commonly termed the "Anti-Snob Zoning Law", set standards used to override local zoning ordinances and bylaws by the Zoning Board of Appeals. The main objective of this law is to allow for the construction of low and moderate income housing (Lacasse, 1987).

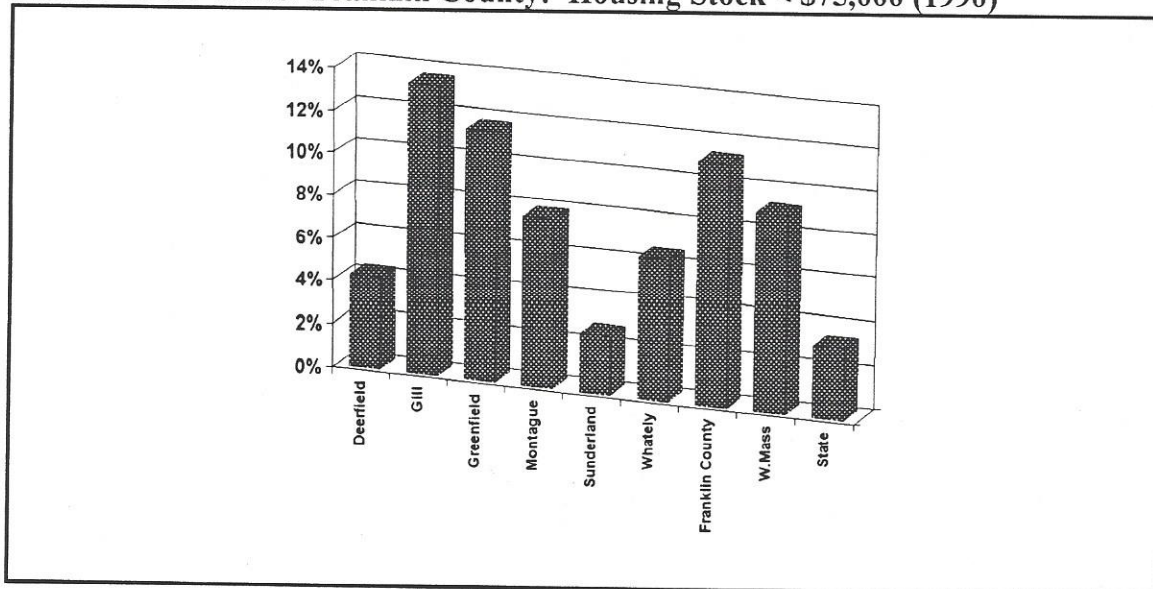
<sup>10</sup>In helping communities develop affordable housing, the Franklin County Regional Housing Authority, examines alternatives such as the rehabilitation of older structures. Currently the Housing Authority is assessing the feasibility of sites in Whately.

Housing for the elderly is particularly important in Franklin County because the county has a very high proportion of elderly people. People who at retirement age are financially secure may reach a point where they need affordable type housing either because their longer life spans outreach their financial abilities or because of major health costs. Recent studies indicate that many adults spend more years caring for an elderly relative than they do to raise their own children.

The creation of new housing in Whately will tend to create a demand for new services, particularly schools, which are a large component (65%) of the local budget. On the other hand, it is becoming increasingly difficult for certain segments of the local population, the elderly, the first-time home buyer, and families with changing needs (children going off to school, spouses departing, or elderly relative needing in-home accommodations), to find more suitable housing. Affordability relates both to the cost of the housing and to the income requirements of people qualifying for such housing. Income qualifications for affordable housing apply to roughly 60% of the residents of Franklin County.

Again looking at the 1990 U.S. Census information, we examined the percentage of all housing in Lower Franklin County that holds a value under \$75,000. Illustrated in Table E.4, we find that several communities contain very low levels of housing priced under \$75,000. The Towns of Deerfield, Sunderland, Montague, and Whately all have levels less than 10%.

**FIGURE E.4: Lower Franklin County: Housing Stock < \$75,000 (1990)**



#### E.4 New Development

An important indicator of a community's financial growth and stability is the percentage of total new development that is residential. A disproportionate increase in residential development can place a greater burden on a community for public services with a proportionately lower ability to pay for these services in comparison to commercial and industrial development. This results from the disparity among residential, agricultural, commercial, and industrial land values and their respective tax rates. Table E.4 presents the percentage of residential development as a percent of total development for each of the communities for fiscal years 1986 through 1992.<sup>11</sup> According to the Massachusetts Department of Revenue, an increasing market value of residential development as a percentage of market value to total development is a warning sign of potential problems for the community. Stated alternatively, too much residential development and too little industrial or commercial growth typically leads to increased service needs and the need for more tax revenues.

TABLE E.4: Residential Development as a Percentage of Total New Development (Permits Issued)

Community	1986	1987	1988	1989	1990	1991	1992	Average
Deerfield	95.6	81.8	48.5	66.7	45.6	100	92.8	75.9
Gill	100	100	89.5	100	50.0	100	100	91.4
Greenfield	100	100	78.0	73.7	65.5	68.0	75.0	79.9
Montague	97.9	78.1	90.1	93.1	97.3	87.5	83.3	89.6
Whately	87.5	53.8	63.6	100	93.3	100	100	85.5

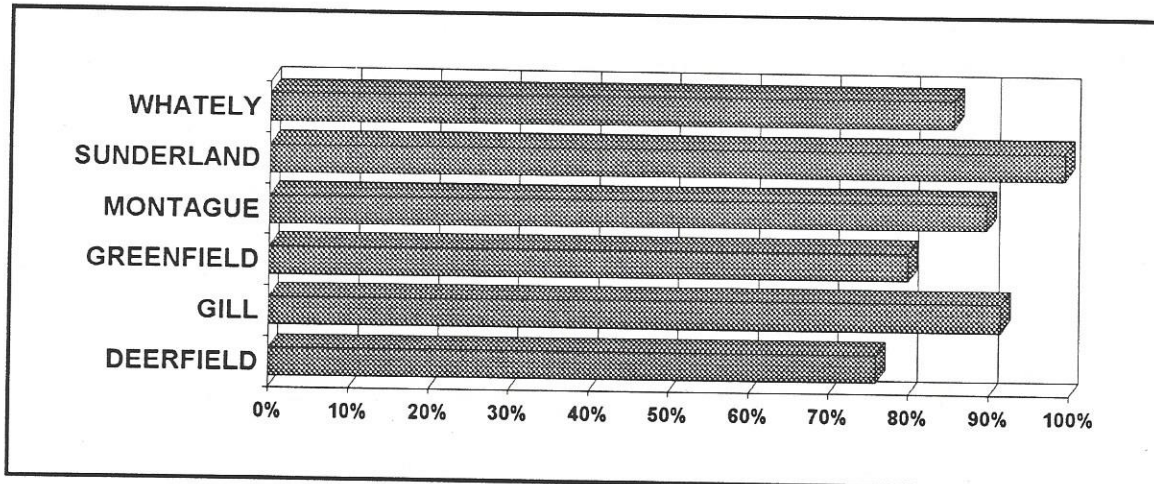
As can be seen in Table E.4, the communities of Gill, Montague and Whately harbor very high rates of new residential development. These communities face potentially larger increases in the costs of providing public services, such as schools, than do the other more balanced communities. Only the Towns of Deerfield and Greenfield have levels which appear more balanced with other land uses (commercial and industrial).

Subsequently, communities with a lower ratio of residential development to commercial and industrial development will have a lower service burden with the increased ability to pay for

<sup>11</sup>Here, residential development is measured by taking all the residential building permits issues in any fiscal year and dividing the total over the total permits issued for all industrial and commercial development. Its accuracy is limited in that a permit may be held for up to seven years in Massachusetts before the development takes place.

services through property taxation. Demand for increased public services puts pressure on communities to increase the tax levy. This is becoming increasingly difficult given the limitations imposed by Proposition 2 1/2.<sup>12</sup> This assessment, shown in Figure E.5, reveals the general trends that are occurring.

**FIGURE E.5: Residential Building Permits vs. Commercial/Industrial (1986-92)**

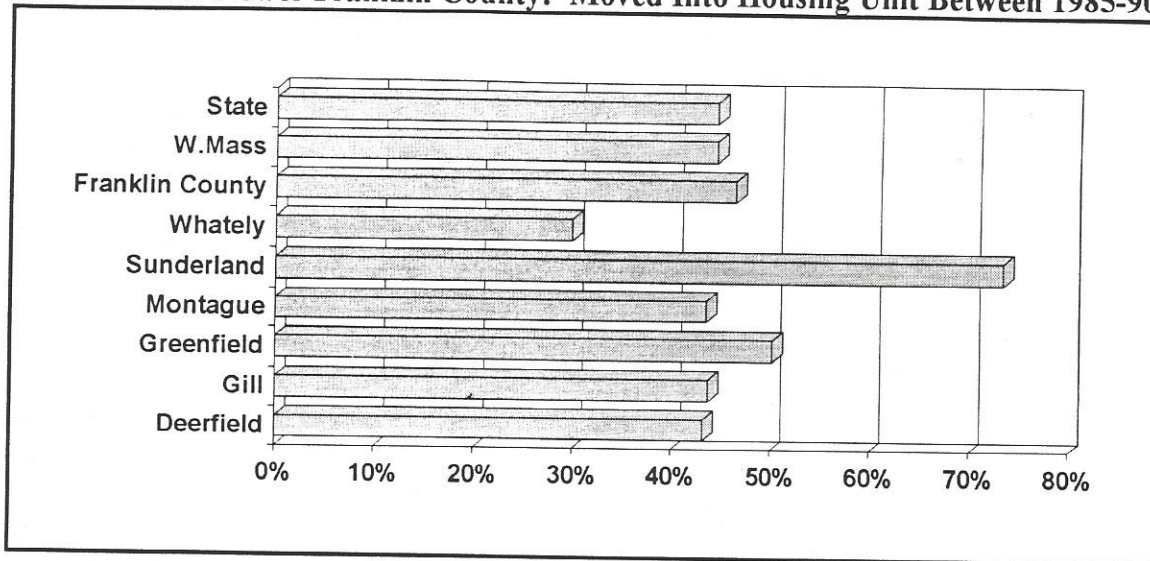


## E.5 Transient Populations

Figure E.6, taken from the 1990 U.S. Census Summary Tapes File 3, illustrates the number of residents that moved into their housing unit in the last five years. Interestingly, this figure draws a stark picture of the communities within Lower Franklin County. For example, from all residents in the Town of Sunderland, nearly 75% of them had moved into their housing unit in the last five years. Compared to its neighboring community of Whately, with less than 30%, we realize that Sunderland's population appears much more transient than most other communities in the region. Naturally, much of the rate can be explained by high student populations, as Sunderland has 51% renters, compared to Greenfield with 43% renters and a moving rate under 50%. This illustrates that Whately is a community where residents are more apt to stay. That is, after making several moves, they choose to make Whately their permanent residence.

<sup>12</sup>Proposition 2 1/2 passed into law in 1982 thus, communities quickly increased their assessment levels to 100% full market value in order to capture the required funding for their rapidly increasing costs.

**FIGURE E.6: Lower Franklin County: Moved Into Housing Unit Between 1985-90**



#### **E.6 Housing Needs for the Future**

Whately will have to take some actions if it wishes to provide housing that matches the needs of its future citizens. This will not be easy. On the one side, Whately does not want to grow rapidly, does not want its agricultural lands converted to residential uses and is desirous of maintaining its existing character. On the other hand, Whately needs to insure that it provides housing that is affordable and that meets the needs of the elderly and first time home buyers.

The best approach for the town is to work with the Franklin County Regional Housing Authority to prepare a detailed affordable housing program for the town. This organization, one of the best in Massachusetts, has an impressive track record in assisting communities to meet their housing needs. It should be pointed out that this program will not call for a massive influx of new units. Nor will it create a "poor farm" district. It will however, call for Whately to find homes for those with housing needs in scale with the community. It would be expected, for example, that Whately could assist in finding homes for twenty-five senior citizens and/or twenty-five first time homeowners over the next decade. This would mean that the town would be designating 2.5 units per year on scattered sites throughout town. This is an achievable objective.

Finally, it is important to realize that Whately will not be designating these units for the absolute poorest sectors of our society. Affordable housing typically applies to those whose wages approximate teachers, firefighters/police men and police women and local store managers. The program is intended to help our neighbors and applies to approximately 60% of the current residents of Franklin County.

## F. Economic Development

### F.1 The Local Economic Base

The economic base of Whately is undergoing a slow but steady change. Its economic base, largely agricultural in nature, remains a strong contributor to the town's economy. Yet, farming will be increasingly under threat as the development increasingly moves north from Hartford and Springfield to suburban and rural areas. The town, which presently receives approximately 22% of its property taxes from commercial and industrial uses, is under pressure to expand its tax base such that farmers and residents are not as heavily burdened as at present. The fundamental questions relate to how much economic change will be welcomed in Whately.

The contribution of farming to the community in both an economic and cultural sense is powerful. Yet it is critical to note that, while it is so important to the community, it is neither adding new workers among Whately residents nor is it likely to provide significant additional contributions to the tax base. Between 1980 and 1990, there was a decline of 1.2% in agricultural employment. This, by itself, is a small net decline (from 52 to 35 resident workers). Yet, it shows that Whately residents are less inclined to enter into agricultural employment.

The most significant change to the economic base in the last decade was the "rise and fall" of the Merillat Company. Located along Interstate 91, this company was the first major industrial firm to located in the community. This reflects the previously mentioned shift of industry into rural areas. Further, it should be pointed out that several companies were highly interested in this site before it was purchased by Yankee Candle.

The key point in the above discussion is that the economic base of Whately will have to change somewhat if the community continues to expand its population base and/or if it wishes to expand its tax base. It cannot rely on agriculture and residential uses to pay for municipal services.

### F.2 Whately's Role in the County Economy

Whately's industrial base represents a small part of the County's work force. Indeed, with the closing of Merillat in 1993, its position has further declined. Its agricultural base also represents only a small share of the County's output. In short, Whately's role in the County's economy is quite small. It tends mainly to provide workers for farms, offices and factories in other locations.

### F.3 What Is the Employment Profile of the Whately Resident?

This, too, it in the midst of change. Whately is increasingly a suburban or exurban community that is attracting commuters. The characteristics of the town's working residents fits the following profile:

- The Whately labor force consists of 1005 men and women (1992). This represents a 30.4% increase over 1980. What is most surprising is that this dramatic increase occurred while the population only increased by 2.5% in the same period. The largest amount of the increase most likely is due to spouses entering into the labor market.
- As compared to 1980, the Whately worker is:
  - more apt to be an executive (+2.7%)
  - more apt to be a professional (+4.0%)
  - more apt to be a technician (+1.6%)
  - more apt to be in protective services (+1.2%)
  - less apt to work in transportation (-2.1%)
  - less apt to be a machinist (-1.5%)
  - less apt to work in low end services (-2.2%)
  - less apt to work as a farmer (-1.2%)
  - less apt to work in precision production (-0.9%)
- The Whately worker is more apt to find work in areas to the south then in Franklin County. This reflects the growth of the University and I-91 corridor.
- There is an increase in Whately residents traveling greater distances to work in Connecticut. This, too, is most likely due to the spread of jobs north from Hartford.
- The Unemployment rate for Whately at 4.7% (1993) is well below the state and national figures. Given the turmoil in employment in Western Massachusetts, this shows a remarkable degree of stability.
- The Labor Participation rate of Whately workers is 76.1%, an increase of 5% over 1980. In light of the aforementioned problems of the Western Massachusetts economy, this too is remarkable.

In summary, the Whately worker is changing. The key points are as follows:

- The worker is older, more stable and more highly educated than in 1980.
- The worker is more professional and receives a significantly higher pay check than the resident of 1980 in comparison with other County residents.
- The worker is more apt to be a commuter and is willing to travel great distances.
- For Whately families with two spouses in residence, both are more apt to work outside the home in 1990 than 1980.

#### **F.4 Regional Economic Trends**

While Whately itself is changing so is Franklin County and the entire Connecticut River Valley. The ten most significant trends are presented below:

- There will be increased pressure to build industrial and office parks in smaller communities throughout the Valley. This is due to the fact that center city industrial sites are outmoded, poorly sited, are apt to have environmental problems and do not match the building configuration required for modern production. The siting of the former Merillat plant is a case in point.
- There will be extensive interest in the mid and upper Valley on the part of warehousing operators to find sites. C & S Food Distributors' decision to locate in Hatfield is an indicator of this trend.
- There will be expansions and spin offs of Mid Valley companies. Examples include Yankee Candle, Millitech and Sandauer Publishing. They will stay in the region provided there is land and/or buildings available.
- There will be a strong agricultural base in the Region. However, there will not be significant job growth associated with agriculture.

- As transportation systems improve under the Intermodal Surface Transportation Efficiency Act (ISTEA), Upper Valley communities will have more and more commuters.
- There will be economic spin offs from the Five Colleges that will impact the Mid and Upper Valley. These will be a result of the laboratories at the University, the Mullins Center and the creative work of all five institutions.
- The success of Yankee Candle and Old Deerfield will continue to "spill over" into Whately. One can expect growth in bed and breakfast facilities and other tourist related activities.
- The Valley will only grow moderately in population. It will remain almost at a "steady state."
- The Valley will rarely attract major industrial firms from afar. Indeed, over the past fifteen years, only two large firms (employing more than 200 workers) moved into the area and both of these have shut down. Stated alternatively, industrial, office and service growth most likely will occur from within.
- The "quality of life" of the Valley will continue to be its greatest asset. Of all the areas where we have worked in the United States, the Valley is the most conscious of the need to promote quality products, grow its own industries, maintain a planetary perspective concerning the environment and, above all, to create a strong quality of life.

## **F.5 Whately's Strengths and Weaknesses Concerning Economic Development**

Through a review of documents, reports and plans and interviews with local and regional officials, the following depiction of the state of potential economic growth in Whately emerges.

### F.5.1 Whately's Strengths

- Whately's location is a strong asset. It is in an area surrounded by nationally renowned communities (Deerfield, Amherst, Northampton), is within an easy commute of large industrial/commercial centers and is serviced by one interstate and several state numbered highways.
- Whately has suitable land for industrial purposes. This land is flat. While some of it is wet and in agricultural use, pockets of this land could be developed in the scale and character of Whately.

### F.5.2 Whately's Weaknesses

- Whately has not determined if the community is really desirous of industry. As long as it stays in this status, industry most likely will not come.
- Whately does not have municipal sewer services. This will determine the type of growth that can occur.
- Whately and the region do not have a large available labor pool that would be an attraction to a large company.
- Whately does not have the internal capacity to promote and pursue economic development incentives.

## F.6 Employment Trends

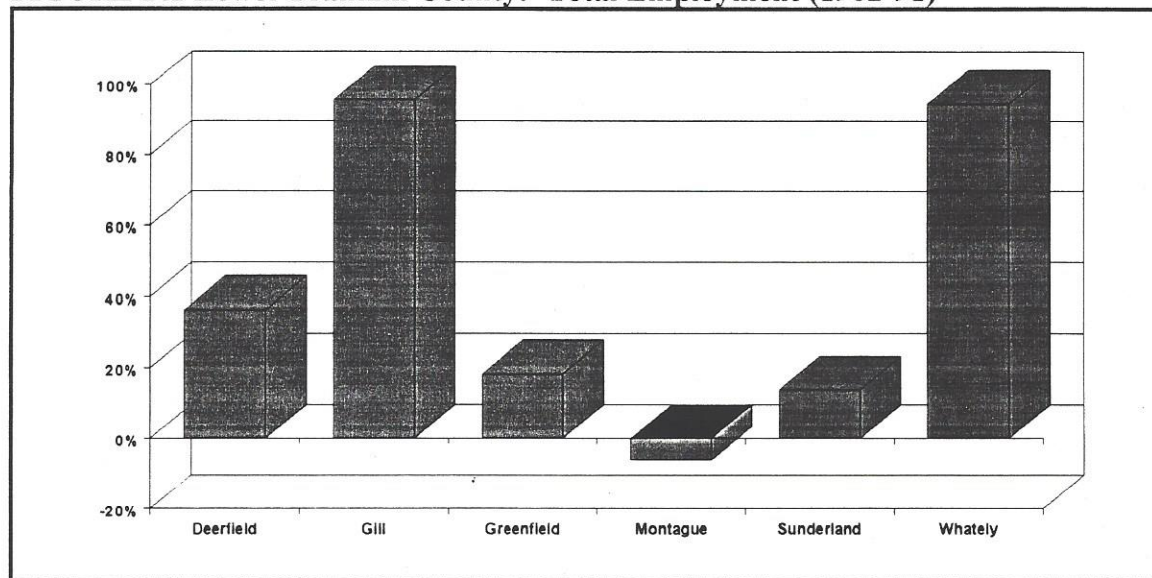
An helpful indicator in understanding the region's local economy over time is shown in Figure F.1, where the change in total employment is measured from 1982-91.<sup>13</sup> Here, we notice that the Towns of Gill and Whately experienced the greatest percentage of employment growth centered on an increase in service, wholesale and retail sectors.<sup>14</sup> Conversely, the Town of Montague experienced a net loss of nearly 10%, mainly in service and manufacturing

<sup>13</sup>Massachusetts Department of Employment and Training, Employment and Wages in Massachusetts Cities and Towns 1982-1991 (Boston: Massachusetts, 1992).

<sup>14</sup>See "Appendix C: Other Employment & Economic Data" for employment breakdown by sector.

sections. These notable disparities underscore the economic and social differences within Lower Franklin County and illustrate, once again, the region's need to recognize these differences and incorporate their impacts into future land use and economic development strategies.

**FIGURE F.1 Lower Franklin County: Total Employment (1982-91)**

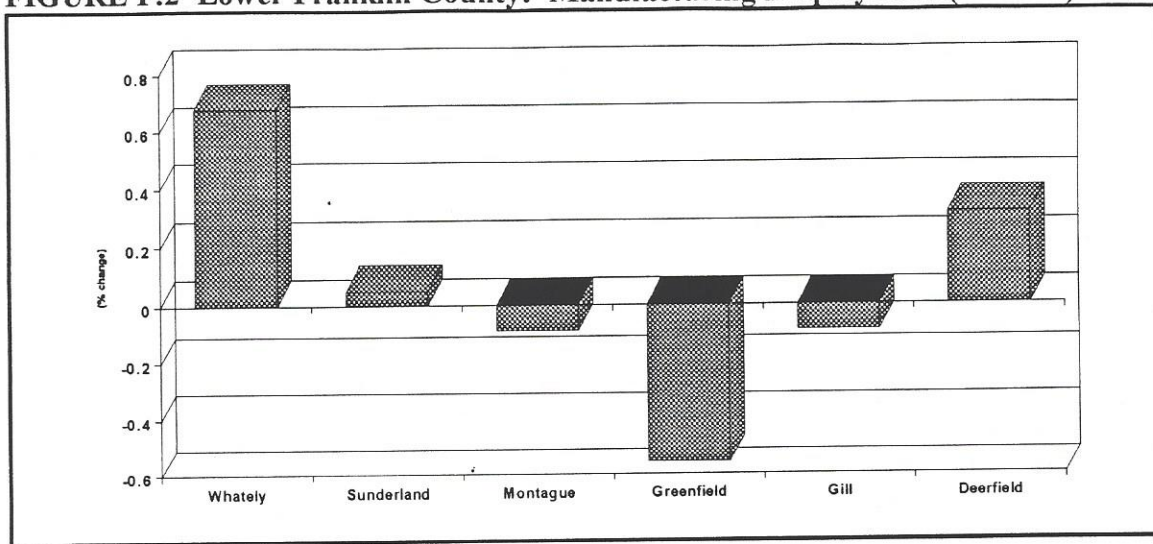


## F.7 Manufacturing

Realizing the importance of industrial employment for employment and revenue purposes we would gain some important insight into whether the communities are expanding or contracting with regards to manufacturing employment by examining employment levels over time. Figure F.2 illustrates that indeed, much variation exists within the region with the Town of Greenfield enduring severe losses of nearly 60%, while, conversely, Whately expanded by nearly the same level.<sup>15</sup> Realizing the relatively small territory of Lower Franklin County these large shifts bring forth questions regarding the reasons why industries are moving to new areas rather than maintaining or re-using old facilities. How much of this can be explained by property values or environmental clean-up costs for the older facilities? Questions such as these need more investigation by town residents and planning officials in order to utilize their current industrial sites instead of pushing ever outward onto new, undeveloped farmland. See Maps Three, Four and Five.

<sup>15</sup>**Ibid.** (the data for Whately only included figures up to 1987, see Appendix B).

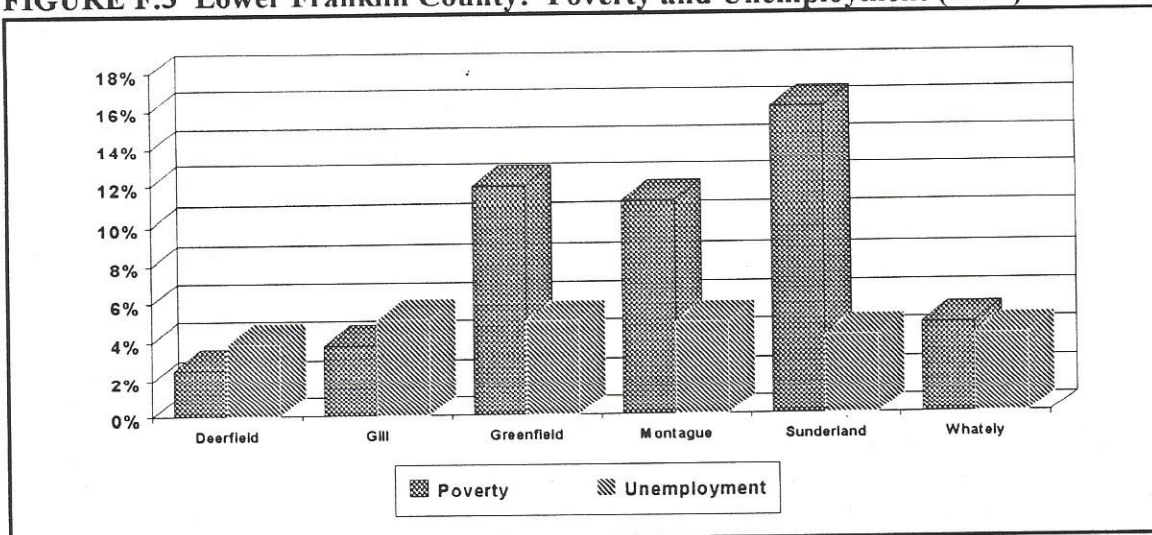
**FIGURE F.2 Lower Franklin County: Manufacturing Employment (1982-91)**



### F.8 Poverty and Unemployment

While the region has had significant employment growth since 1982, it appears that well paying manufacturing jobs are evaporating. Indeed, while Whately's percentage in Figure F.3 is quite high, the data predates the closing of the Merillat plant. Thus, Whately, too, is shedding manufacturing. Figure F.3 shows rates of poverty and unemployment and we notice the Towns of Greenfield and Montague experienced considerably high rates of poverty in 1990 compared to their moderate unemployment rates. The Town of Sunderland was also high but some of this figure can be accounted for by the relatively high percentage of college students residing in the community. Whately, on the other hand, shows a close balance between its poverty and unemployment rates.

**FIGURE F.3 Lower Franklin County: Poverty and Unemployment (1990)**



## **F.9 Towards an Economic Center for Whately**

Center Whately, located on Chestnut Plain Road, has historically served as a focal point for town government and commerce. Due to the care and concern of the Town, Center Whately has come to symbolize the Town's rural and historic character and is not an appropriate location for new retail/commercial building or expansion. This has resulted in a need for an economic town center to compliment the existing historic town center. It is proposed that the new commercial "main street" be located on Christian lane and be part of an overall plan for Whately's Route 5/10 corridor. The Route 5/10 planning initiative has four basic componets:

1) preservation of Great Swamp, 2) creation of an economic town center east of Rt. 5/10 on Christian Lane, 3) creation of a Zone II aquifer protection area south of Christian Lane and west of Rt. 5/10, and 4) creation of a planned light industry district, south of Christian Lane and east of Rt. 5/10. The plan has multiple goals which include the maintenance of open space along the Rt. 5/10 corridor, aquifer and farmland protection, the attraction of appropriate commercial and industrial activites, development of tourist/recreation activities, and avoidance of strip development.

Prior to the development of Interstate 91, in the 1960's, Whately's Route 5/10 corridor served as a commercial spine with a mixture of small stores, restaurants, motels and farmlands. Most of these uses have declined and today, the corridor is far from vibrant. Yet, the area itself still has the potential for tourism, commercial activities and light industrial development. The area in question begins in the north near the point where Swamp Road crosses I-91 and continues to the south to the point where Claveric Road abuts I-91. It also runs easterly from Routes 5/10 to the point where Christian Lane crosses over I-91. The land along the Christian Lane corridor is largely open, in large parcels and extensively owned by the town.

It is clear that Whately will require further economic development if it is to maintain a solid tax base and to insure that its quality of life is maintained. This area has the potential to make a significant tax revenue contribution to the town while maintaining the town's character.

This is a key point: The development that is envisioned is to match the qualities that already exist. It is not intended to be a center similar to a mall or to the built up character of the Deerfield strip along Routes 5/10.

The character of the economic center is envisioned as follows: From the north, a bike/walking trail will be developed through the Great Swamp to Christian Lane. It will then move easterly along Christian Lane where it will connect to a complex of shops.

In a southerly direction, below the intersection of Routes 5/10 and Christian Lane, the area to the east of Routes 5/10 would be designated for light industry (this area is directly opposite Interstate 91 and the Yankee Candle facility). The area to the west would remain in agricultural production. The frontage areas on both sides would be available for farm stands and seasonal agricultural sales.

The area along Christian Lane, west of Routes 5/10 would be designated as a commercial center. Activities such as bed and breakfasts, artist lofts and craft sales, and small shops would be allowed in a comprehensively planned manner. As well, space would be provided for farmer's markets and festivals. The intent would be to capture both the tourism and the local markets for commercial goods. The intent is also to establish a sense of uniqueness that builds on Whately's historic and agricultural qualities.

Clearly, extensive feasibility studies would have to be generated before this center could be developed. However, there are several strong assets to the concept. First, the land is largely open and relatively flat. Thus, construction costs would not appear to be exorbitant. Secondly, the parcels are large. Thus, land assembly would not appear problematic. Thirdly, the land along the north side of Christian Lane is extensively owned by the town. Thus, this land could be used as an incentive to attract any appropriate development. Fourthly, the existing structures, on the whole, have historic qualities to them and could easily be adapted to economic uses. Finally, the town has the regulatory powers required to direct development into these areas. It is a concept clearly worthy of further exploration.

## F.10 Policies and Strategies

The most important part of developing policies and strategies is to create an organization that will oversee economic development in the community. It makes good sense to retain/expand the Industrial Committee or the Economic Development Committee. Since so many of the issues relate to planning issues, it also makes sense that the Planning Board continue to serve as a partner on the committee. Further, there is increasing need for full time professional planning assistance to implement the goals of the master plan and to promote economic development.

In terms of policies, there are three critical policies and strategies that must be approved. The first is that the Town of Whately supports industrial development that matches the community's character. Industry must clearly be desired. This policy statement should be sponsored by the Selectboard and endorsed by all key boards in the town. The policy should be accompanied with a "white paper" that describes what the policy means. It means building industrial/office/service activities on lands that do not threaten agricultural production. It means attracting smaller firms on parcels that can be built within the community's (and land's) ability to handle additional water, sewer and traffic requirements. It also means "pre-clearing" the land such that the town has full knowledge of all potential impacts.

Secondly, the town should examine the feasibility of creating a town center. This means building on the assets of its character and the opportunities generated by Old Deerfield and Yankee Candle.

Thirdly, the town must adopt a policy to revamp its zoning. The present zoning does little to protect sound development and to promote industry in character with the community. Such a position must be taken by the Selectboard, Planning Board, Board of Health, and Conservation Commission if it is to be effective. As well, the zoning amendments should not be hurried. At a minimum, it should take one year of study, impact assessment and publicity (local information) before being brought to town meeting.

Fourthly, the town must adopt a strategy of maximizing planning and development activities with its neighbors. Meetings with Deerfield on development and infrastructure issues are crucial. Participation in County-wide economic development planning activities will inevitably lead to grants, better planning and greater protection for the community. Finally, involvement with the Franklin County Community Development Corporation will help in obtaining loans for local companies and, potentially, funding for infrastructure requirements.

## G. Natural Resources

### G.1 Introduction

The study of natural factors can help define a community's unique characteristics as well as present economic growth opportunities. This section describes the quality, quantity, and location of natural resources in Whately. Included in this section is an examination of the local and regional trends and issues surrounding surface and ground water, rivers and streams, soils, forestry, and conservation issues. It includes the specific natural resource concerns identified by townspeople in goal setting meetings and natural resource protection workshops. These areas include agricultural lands, open space, wetlands (including the Great Swamp), forests, watersheds, flood plains, wildlife corridors, aquifers, and aquifer recharge areas.

### G.2 Riparian Systems

The three primary rivers and streams in Whately are the Connecticut River, the Mill River and West Brook. Numerous small streams and brooks in town include: Esther Brook, Mitchell Brook, Jimmy Nolan Brook, Potash Brook, Ground Brook, and Roaring Brook. The Connecticut River dominates the landscape as well as the planning of Whately and Lower Franklin County. See Map Six

As the longest and largest river in New England, the Connecticut River flows over 390 miles from the Canadian border to Long Island Sound.<sup>16</sup> As one of the first rivers in the New World to be explored, its fertile valley nourished the region's development for almost three centuries. The many qualities of the Connecticut River that have shaped the settlement of the valley are found in the development of Whately from its inception to date. This is evident from the history of the town's settlement and economic activities.<sup>17</sup>

Understanding the river's role in the present and future, while addressing local impacts which may alter future possibilities of the river are a concern of Whately's and the region. It is clear that in order for the Town of Whately to address current environmental issues and to protect the resource for future economic benefits, the Connecticut River must be viewed as a regional resource requiring collective and effective management strategies. The strategy Whately employs to address local concerns effecting the Connecticut River should include the following points.

<sup>16</sup> **Simcox, Alison C. Water Resources of Massachusetts. Massachusetts Department of Environmental Management, Boston, Massachusetts, 1992. pg. 67.7**

<sup>17</sup> **Whately Massachusetts 1771-1971 Cane, Ena M. , Gazette Printing, Co. , Northampton 1972**

## Facts of the Connecticut River and River Drainage Basin

- 1) All of the six municipalities in Lower Franklin County including Whately fall within the Connecticut River basin.
- 2) Eight river basins within Franklin County drain into the Connecticut River. Whately has two within town boundaries.
- 3) The area of Lower Franklin County represents the only urbanized section of the river in the County. The remaining river frontage within Franklin County is 78 percent forested.<sup>18</sup> Most of Whately's river frontage is either open space or forested.
- 4) The closing of the Yankee Rowe nuclear facility in Rowe, Massachusetts, resulted in 200 million gallons of water per day decrease in river water demand. This water had been diverted for cooling purposes at the reactor before its close. This is an example of how upstream activity on the river may effect Whately. And, how Whately's activities effect those further down the river.
- 5) Since ground water resources are replenished from the waterways of the Connecticut River basin, land use activity over aquifer recharge areas must be controlled to mitigate the risk associated with this increased contamination hazardous. Whately's residents are familiar with the costs and hazards that ground water contamination presents. This thinking should be taken one step further to include possible surface water contamination where possible.
- 6) A sedimentary bedrock aquifer lies under much of Lower Franklin County which is prominent in Whately.

These facts are structural details which may be used to form the basis of a collective understanding from the perspective of Whately and an eye on regional concerns. This understanding could then be employed to address Whately's local concerns which may effect the river's water quality both in Whately and the surrounding river communities.

It should be noted that this list is not exhaustive. It has been provided as an informative primer on the local and regional aspects which shape the Connecticut River's impact both locally and regionally. Utilizing this list in conjunction with the remainder of this section of the Master Plan will allow the townspeople of Whately to make informed decisions and ultimately realize the regional nature of this resource. Protecting this resource as for all the running surface water in town should be a primary concern for the town.

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<sup>18</sup> (Simcox, p 71.)

## **G.2 Aquifer Recharge Areas**

The Mill River aquifer supplies most of the water for Deerfield, Whately, and Hatfield. The public water supply of Whately is exclusively from this aquifer. The water accessed from the aquifer is held in a confined area underground. It comes from rain and surface water sources such as rivers and streams and melting snow. Water from these sources percolates through the soils into the aquifer. The Mill River aquifer is a confined aquifer. This means the water is confined, under pressure, by a relatively impermeable clay or bedrock layer above it.<sup>19</sup>

Groundwater can be contaminated by runoff from agricultural lands, landfills, underground storage tanks, highways and roads, and storms. Contaminants include pesticides, herbicides, chemicals, road salts, hazardous waste, oil and septage. These problems can be controlled to some extent by municipal bylaws and regulations. Whately may also educate its citizens on proper disposal methods. The town can provide hazardous waste disposal options as part of its municipal waste disposal strategy.<sup>20</sup>

Regionally, current sand and gravel mining, along with other industrial land uses, send a serious warning to the vitality of the region's ground water supply. The vast sand and gravel deposits left from the last glacial ice sheet appear a tempting resource to exploit. Unfortunately, the deposits play a crucial role in regulating the aquifers recharge rate and, once removed, the aquifer will lose a necessary component of filtration. Communities, such as Whately, located along major waterways and over aquifer recharge areas, must recognize the potential danger in land use activity in these areas and the devastating effect inappropriate development can have on the entire region. See Maps Seven, Eight and Nine.

## **G.3 Water Quality**

With so much surface water in Whately and Lower Franklin County as a whole, the issue of water quality arises. Unfortunately, acid rain has had a disproportionately adverse impact on water quality in the region. While much of the Northeast has experienced some acidification, most of Lower Franklin County has been designated as a "highly sensitive area" with the Town of Montague has been designated as an "endangered area".

Data on the surface water has been compiled by the Massachusetts Acid Rain Monitoring Project (ARM) at the University of Massachusetts at Amherst. The data was classified into six categories, ranging from "acidified" to "not sensitive". Testing for alkalinity is undertaken twice a year and samples are analyzed for acidity, alkalinity, and trace metals. Although the mean alkalinity of surface water does not yet interfere with the natural beauty of Whately and surrounding area, it does have a serious effect on aquatic life systems.

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<sup>19</sup> **The Mill River Aquifer and You, Western Valley Water Protection Committee**  
<sup>20</sup> **Ibid.**

The Northampton reservoir is a substantial feature in West Whately. It supplies the city's water supply and is a large habitat and feeding resource for wildlife. There are also several smaller retaining ponds along the section of I-91 which runs along the central north-south axis of town. Farm ponds dot the landscape in the rich agricultural lands of East Whately.

Within Whately, various parcels of land are held in public ownership that pertain to town water supplies. Lands are held by Northampton Public Works (NDPW), South Deerfield Water District (SDWD), Whately Water District (WWD) and Town of Whately Water District (TWWD).<sup>21</sup>

#### **G.4 Soils and Surface Geology**

Whately's topography consists of a flat plain extending west from the Connecticut River to the Mill River. There the valley begins its rise into the hills of West Whately. Escarpments, created by alluvial meandering, punctuate the plain in places.

In the eastern part of Whately, gravel and sand make up a surface soil that ranges in depth of between 0 and 25 feet. The subsurface soil deposits consist of a deep clay layer, ranging from 50 to 350 feet in depth. Bedrock is beneath this layer.<sup>22</sup>

The vast majority of soils within Lower Franklin County are composed of very deep, loamy and sandy soils formed in glacial outwash, and lacustrine and alluvial sediments on outwash plains and in stream valleys. A small percentage of the soils are composed of very deep, loamy and sandy soils formed in glacial till derived from granite, schist and gneiss on upland till plains and moraine.

##### **G.4.1 Farmland Soils**

The following soils are Prime or of Statewide Significance:

Haa	Hadley Silt Loam
Hbp	Hadley Very Fine Silt Loam
Hba	Hadley Very Fine Sandy Loam
Dfa	Deerfield Loamy Fine Sand
Afg	Agawam Fine Sandy Loam
Wub	Windsor Fine Sandy Loam
Wuc	Windsor Loamy Fine Sand

The above soils are found in prime and statewide significant farmland, east of Chestnut Plain Road. These soils are moderately to very well drained generally sandy soils. Forming the base of glacial Lake Hitchcock, many of these soils are considered excellent farmland soils. See Map Ten.

<sup>21</sup> **Water Resources Map, Franklin County Planning Department, 1987.**

<sup>22</sup> **Whately Water Study, prepared by the firm of Coffin & Richardson/BSC Engineering, for the town of Whately, in 1985.**

The following additional soils are in active farmland use in Whately:

Raa	Raynham Silt Loam
Waa	Walpole Wareham Fine Loam
Ngp/Nga	Ninigret Fine Sandy Loam
Sd	Scarboro Fine Sandy Loam
Mgc	Merrimac Fine Sandy Loam
Rga	Raynham Silt Loam
Bxa	Buxton Silt Loam
Rdb	Ridgebury Fine Sandy Loam
Cob	Cheshire Fine Sandy Loam
Hkb	Hinckley Sandy Loam

The soils listed above range from very poor to excessively drained and are generally of sand and clay composition. Overall these soil types are considerably less productive than the lake bed soils in the eastern portion of Whately.

#### **G.5 Forest Resources**

Much of Whately has reverted back to eastern forest types since the intensive clearing of land for farming in the 18th and 19th centuries. Most of Whately's forest are relatively young growth, although there are stands of older growth and majestic deciduous trees that line many of the old, farm roads. Forest cover types include Aspen; White Pine, Northern Red Oak, and Red Maple; Eastern Hemlock; Sugar Maple, Beech, and Yellow Birch. There are also isolated stands which are predominantly Hickory.<sup>23</sup> Other species native to the northeast also grow in Whately. See Map Eleven.

As of 1986, forest covered 8,917 acres of Whately. This represents a decline of 81 acres from the last observation, in 1971, of 8,998 acres.<sup>24</sup> The decline in forested lands is due primarily to residential development.

The forested lands in Whately represent consumptive and non-consumptive resources for the residents of the town. Timber and game are harvested from the forests. The 1987 agricultural census reveals that Franklin County had the highest revenues in the state due to sales of forest products, including Christmas trees.<sup>25</sup> Forested lands also provide passive and active recreation opportunities along with less tangible aesthetic values.

<sup>23</sup> DeGraff, Richard M. and Rudis, Deborah D. New England Wildlife: Habitat, Natural History, and Distribution U.S. Department of Agriculture, 1983.

<sup>24</sup> Resource Mapping, Department of Forestry and Wildlife Management, University of Massachusetts, Amherst, MA 01003

<sup>25</sup> Massachusetts Christmas Tree Association and Massachusetts Department of Food and Agriculture

Whately's forests provide important habitat to many of the region's 300+ mammal, bird, reptile, amphibian, and fish species.<sup>26</sup> The forests support a rich and diverse mix of mammals, with upland species including red and gray fox, snowshoe hares, bobcat, beaver, deer, porcupine, and black bear. The forests also provide a north-south corridor for moose. There have been numerous unconfirmed mountain lion sightings. The forests are also good habitat for birds of prey, as well as wild turkey and grouse.<sup>27</sup> Preservation of these habitats requires a coordinated effort within Whately. Since these habitats have specific qualities including slope and soil characteristics, water quality, and the mix of vegetation and tree species, preservation must be carried out on both a plot by plot manner as well as with one coordinating plan forming the contiguous wildlife corridors. Without these elements, Whately cannot pursue a preservation policy for wildlife corridors and the species which use them for habitat.

Finally, forests are essential to erosion control and water quality. Their rich vegetation help buffer the rivers and wetland areas from pollution, storm runoff and sediments. In an area known for many "heavy" soil types and abrupt changes in topography, the vegetation also protects against erosion and topsoil losses.

#### **G.7 Conservation Lands**

From an industrial standpoint, farmland is perfect land upon which to build. It is flat, usually well-drained and of sizable proportions. As a community where farming is still a viable and valued part of the economy, farmland is regarded as a resource that must be conserved. In balancing the need for new industry with the need to preserve farmland in Whately, many alternatives have been examined.

For the entire town, prime farmland, farmland of statewide significance and active farmland have been mapped. Prime farmland is a national designation used to identify soil most suitable for agriculture. Prime farmland is level, well-drained, free of stones, and capable of high production without the use of artificial irrigation. Farmland of statewide significance is a category designated within Massachusetts as being nearly as good as prime farmland and is land that is still eligible under the criteria of the Massachusetts Agricultural Preservation Restriction Program for permanent preservation. Active farmland is land that may not meet the specific guidelines set by the agricultural establishment. But these lands are being used and maintained for agricultural use and contribute to the local economy and to the working landscape. These are also lands that maintain the fabric of farming in Whately. See Map Twelve.

From meetings with residents of the town the objective of directing development away from the best farmland has emerged. In earlier attempts to rezone portions of Route 5&10, preservation of farmland became the deciding factor for enough people to defeat the article. As mentioned earlier, some

<sup>26</sup> **DeGraff, Richard M. and Rudis, Deborah D. New England Wildlife: Habitat, Natural History, and Distribution U.S. Department of Agriculture, 1983.**

<sup>27</sup> **Interview with Ralph Taylor, Fish and Wildlife, Connecticut River Region**

of the land along Routes 5&10 was reclassified to higher farmland status as a result of the proposed rezoning.

However, the existing zoning on Route 5&10 is the greatest threat to farmland preservation. Since the area is zoned agricultural/residential, it will eventually be developed for residential use. Rezoning to agricultural/industrial is actually the best way to conserve farmland along Route 5&10, by allowing for compatible uses and a longer development time frame (industrial sites take longer to market and develop than do residential sites) during which agricultural preservation controls may be put in place.

Along Route 5&10, between Christian Lane and Claverack Road, there are occasional pockets of prime agricultural soils on both sides of the road, interspersed among a large amount of land of statewide significance. Just about any space not identified as either of the above is a wetland or pond.

An analysis of the soils at the existing industrially zoned property in northern Whately indicates that the site contains no prime farmland, is largely land of statewide significance, and contains some unclassified soils. This land has been farmed recently and is known to have sandy soils that requires much irrigation to produce predictably.

The only other area zoned for industrial/commercial use in town is on Christian Lane across from Merillat. The frontage of this area is rented farmland and the rear half appears to be wooded wetland. This area should be examined more closely for its potential for development.

Regionally, Massachusetts contains one of the most complex and extensive systems of municipal conservation lands in the United States.<sup>28</sup> These lands, comprising over 85,000 acres in area, make up a patchwork of small, protected islands of green dispersed throughout all 14 counties. Compared to the eastern part of the State, the reality that Western Massachusetts has experienced very little acquisition of municipal conservation land. This conservation land serves multiple purposes such as the protection of migrating birds along rivers and streams, rare plant species, breeding amphibians, mammals, and wildlife. In addition, they provide human settlements with open space, beach frontage, and public wildlife areas. They also can protect scenic hilltop areas or unusual geological sites.

Communities in Lower Franklin County including Whately, hold almost no conservation land. They need to prepare for the future open space and recreation needs, and set aside areas that will be later threatened with new development. Although few of the towns in Lower Franklin County have active land acquisition programs, that may change in the next several years as more critical areas are threatened. In recent years, the towns of Deerfield, Gill, Montague, Sunderland, as well as Whately all have seen some of their farmland disappear, and most of them have active farm preservation programs. Identifying and protecting sensitive lands before development pressures occur will not only ease the conflict between interested parties, but also save the community large amounts of acquisition capital.

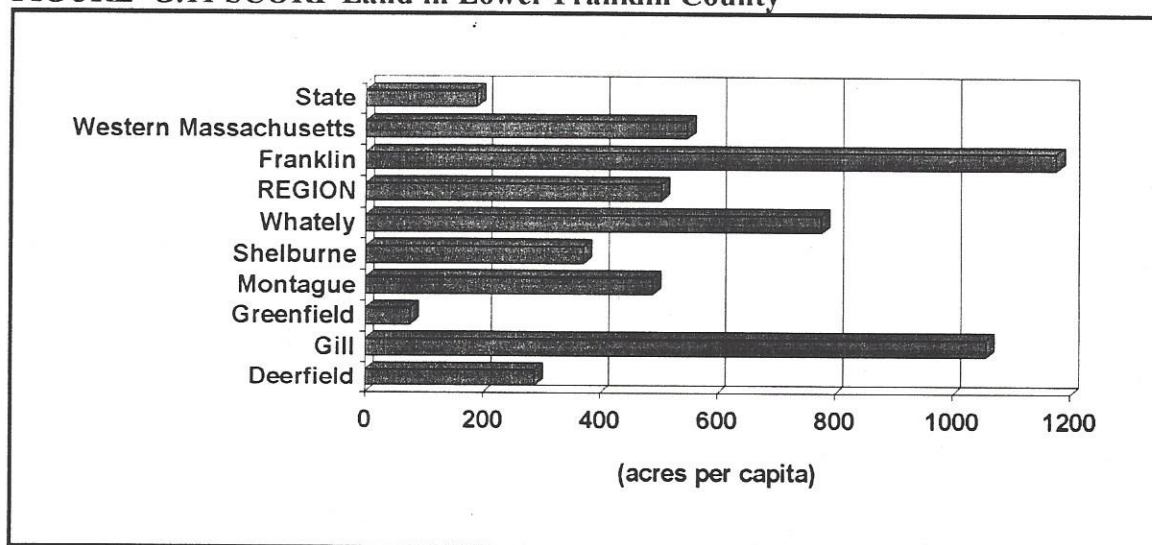
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<sup>28</sup> **Westover, Peter. Conservation Areas of Massachusetts. (Massachusetts Society of Municipal Conservation Professionals, 1989). pg. 3.**

### G.7 Recreational Lands

As of 1986, Whately had 34 acres of designated recreational lands. Massachusetts has a history and a tradition of developing and maintaining areas for outdoor recreation. Lower Franklin County is no exception in this endeavor with 10,815 acres designated as Statewide Comprehensive Outdoor Recreation Plan (SCORP) holdings.<sup>29</sup> These lands provide a wide variety of recreational possibilities from hiking and picnicking to hunting and fishing. Whately holds many opportunities for recreation on a variety of land uses.

**FIGURE G.11 SCORP Land in Lower Franklin County**



### G.8 Policies

The detailed policies required to protect and enhance Whately's natural resources can be found in the Implementation Section of this report. In terms of the major thrust for the town, however, policies are required for the following areas.

First, the town must adapt policies to protect all its waterways and wetlands. The policies shall call for standards that are beyond the minimums of state law. Stream banks, vegetative buffers, natural ponds and wetlands should all be addressed.

Secondly, the town should prepare a detailed Open Space Plan that meets the standards of the Commonwealth. Without such a plan, Whately will be unable to protect its open spaces and gain necessary funds for site acquisition.

<sup>29</sup> **Department of Environmental Management. For Our Common Good: Open Space and Outdoor Recreation in Massachusetts, Vol. 1&2, 1989.**

Thirdly, the town must pass zoning amendments that direct development away from agriculturally significant areas. The use of cluster development and bonuses for agricultural protection are a necessity.

Finally, the town must encourage active participation of land owners in agricultural and conservation preservation programs as a means of protecting the community's character.

## H. Services, Financial Stability and Capital Needs

This section is divided into four parts. Part One is an analysis of the state of current services provide to Whately residents. Part Two is an examination of the financial condition of the town. Part Three is an assessment of the expected capital needs of the community. Part Four is a summary of the critical issues facing Whately and a policy statement.

### H.1 Part One: Services

#### H.1.1 Introduction

This part is an analysis of the estate of the state services provided to Whately residents. The critical factors reviewed include tax rates and school expenditures, the state of the local schools and the condition of utilities.

#### H.1.2 Ambulance, Fire, & Police Services

Whately's E.M.T.s, emergency medical technicians, continue to utilize paramedic intercept from Northampton C.R.I.T., and is currently working towards formal agreements with Mercy Ambulance providing exceptional care regardless of transport direction. Currently, there are seven E.M.T.'s in various stages of A.L.S., advanced life support, education and, as Table H.1 illustrates, in FY93 Whately's E.M.T.'s responded to 89 calls transporting 93 patients. In maintaining this high quality service to community residents ambulance expenditures are offset by a fee for service system which enabled the ambulance service, in FY 93, to raise over half of the department's annual expenditures.

**Table H.1 :**  
**Whately Ambulance, Fire, & Police Services in FY93**

	Calls	No. Members	Permits Issued
Ambulance Calls	89	19	-
Fire Calls	46	43	227
Police Calls	307	11	62

In recent times, the Whately Police Department has taken a pro-active position choosing to heighten the presence of local police in the community as a deterrent to acts of vandalism and other crimes and to promote highway safety. The department also provides business security checks for homes, businesses and industries in town. Currently, as Table H.2 shows, Whately's police force is considerably understaffed with only 11 part-time officers patrolling only 36 hours per week on Saturday evenings. Compared to the five other communities in the region, Whately spends significantly less (nearly nine times less then Sunderland) on a per capita basis than its neighbors. As a result, the Massachusetts State Police is the primary law enforcement agency in the town.

**Table H.2: Whately Police Services**

Town	Population	Police Chief	Full-Time Off.	Part-Time Off.	# Cruisers	Hrs/Wk Patrol	Total Budget FY94	Total Budget per Capita
Conway	1529	Part-Time	0	4	1	10	18407	12.04
Deerfield	5018	Full-Time	4	10	3	224	235662	46.96
Leverett	1785	Part-Time	0	7	2	75	52000	29.13
Shutesbury	1561	Part-Time	0	7	2	20	32897	21.07
Sunderland	3399	Full-Time	2	2	2	168	170252	50.09
Whately	1375	Part-Time	0	11	2	36	8000	5.82

### H.1.3 Highway Department

The Town of Whately has a population of 1400 people, with 31 local road miles and many bridges to maintain. In FY94 the highway department operated on a \$200,000 budget, of which at least \$70,000 was spent on snow and ice removal last winter. Consequently, of the remaining \$130,000 half goes to pay the highway department salaries leaving only \$65,000 for supplies, gasoline, gravel, and other maintenance costs. As a result, the town has little hope of improving its roads without an outside infusion of transportation money from the State. When viewed in concert with a high average tax bill, the levy capacity under Proposition 2 1/2, and past override failures, Whately seems faced with the arduous predicament of continuing its downward decline in providing municipal services including road maintenance and equipment needs in the Highway Department.

### H.1.4 Cultural Services

In determining the cultural resources in Whately, a comprehensive, community-wide survey was administered under the guidance of the Commonwealth Collaborative, a historic preservation research firm. The survey considered the full range of cultural resources in terms of property type, architectural form and the style throughout the town and all periods of historic development from the first colonial European presence to c. 1945. The criteria for selection consisted of properties that are culturally significant and retain a sufficient degree of physical and architectural integrity to be accurately representative of their time and type. Generally, only minor alterations will be considered acceptable for post 1900 structures. Exceptions were made for properties considered to have inordinately important historical or cultural significance to the community.

Since Whately seems to suffer from a relative dearth of detailed mapping in the late nineteenth and early twentieth century the survey facilitated community interest in preserving and protecting valuable areas of historical significance. Clusters of settlement remain in the historical villages of Whately Center, East Whately and West Whately. Whately Center (Chestnut Plain Road between Christian Lane and Claverack Road and lower Haydenville Road) consists of approximately 34 properties, mostly farmhouses many with associated barns and outbuildings including 6 tobacco barns. Also included in Center village are Whately Center Cemetery, Center School and the Pound whose dates of construction range from the late eighteenth century to the earlier half of the nineteenth century.

West Whately (Williamsburg Road, Conway Road, Poplar Hill Road and Webber Road) once included several mills no longer extant. The 17 historic properties to be inventoried on the area from the late eighteenth to mid-nineteenth century and consist of residences, mostly farms with outbuildings, a school, a latter nineteenth-century church and 7 tobacco barns.

East Whately (Christian Lane and the area around its intersection with Long Plain Road to its intersection with River Road) consists of approximately 8 historic properties: residences, most with associated barns and outbuildings, including 19 tobacco barns. Also part of East Whately Village are East Whately Cemetery and East Whately School. Other sections of East Whately were problematic in determining individual farmsteads as many appear to have been sub-divided for residential development. As a result tobacco barns stand both interspersed with farmhouses and other residences and isolated in distant fields not easily associated with any particular farmstead.

At the time of the survey numbers of street addresses in Whately were in the process of being reassigned in order to create accurate inventory maps of the town. Now completed, survey maps include a photograph, a sketch map, descriptive data on material, style and setting, statements of architectural and historical significance, with bibliography of references. National Register (NR) criteria was applied to all properties with eligibility statements prepared for those assessed to meet NR standards.

In conclusion, the survey issued a list of recommendations for nomination to the National Register of Historic Places (NRHP). Whately Center, including Christian Lane to State Road, and West Whately represent areas which could be added while several individual properties along West Brook, Poplar Hill, Haydenville, and Chestnut Plain Roads might also qualify for NRHP. In addition, the survey urges the community to delve farther into identifying and documenting the mill sites in West Whately, topography of barns and tobacco barns, and the operation of the produce industry in Whately.

The Town is currently underutilizing the economic value of its historic and rural character, when compared to the successful initiatives of surrounding communities. The Town's historic character is an asset which currently exists and should be further developed and coordinated with regional efforts. This asset should be fully incorporated into the Town's economic development initiatives. See Map Thirteen.

### H.1.5 Library Services in Whately

The S. White Dickinson Memorial Library continues to be a vital asset to many communities in the region. As shown in Table H.3, the circulation of adult and juvenile books, audio, periodicals, and videocassettes was nearly 22,000 in FY93. Furthermore, with a book collection of over 14,000 the library represents a significant resource for community residents.

Table H.3: Library Services in Whately

Circulation	21,898
WMass Regional	6,563
Book Collection	14,520
Fines Collected	\$152
Registered Borrowers	1,182

### H.1.6 Tax Rates and School Expenditures

Examining the 1992 & 93 tax rates in South County, we notice that all communities increased their single tax rate applied to all zoned land uses. Table H4 below illustrates this trend and indicates the large variations shown from community to community. For example, Whately's tax rate increased nearly 24% in FY93 to \$15.63 representing the highest rate in the region. In contrast, the Town of Deerfield, with significant industrial and commercial activity, has a tax rate nearly 45% that of Whately.

**Table H.4: South County Tax Rates**

Town	FY92	FY93
Conway	16.55	15.7
Deerfield	9.1	10.8
Leverett	14.93	15.46
Shutesbury	14.45	na
Sunderland	9.31	12.07
Whately	12.62	15.63

When assessing these tax rates in respect to the communities school tax collection rate, shown in Table H.5, we notice that considerable variations in school tax exist throughout the region.<sup>30</sup> In FY90 school tax rates varied from a low of 59% of the residential rate in Conway to a high of 71% in Leverett. In contrast, Whately spent nearly 67% of it's residential tax on school costs.

**Table H.5: School Taxes as a Proportion of Tax Rate**

Year	Town	School Rate	Residential Rate
1989	Conway	10.33	17.50
1990	Conway	7.36	12.29
1991	Conway	n/a	14.70
1989	Deerfield	6.40	10.67
1990	Deerfield	5.07	7.80
1991	Deerfield	5.90	8.08
1989	Leverett	7.98	11.40
1990	Leverett	8.68	12.09
1991	Leverett	9.11	12.65
1989	Shutesbury	5.91	10.55
1990	Shutesbury	n/a	12.75
1991	Shutesbury	9.12	13.40
1992	Shutesbury	n/a	14.45
1989	Sunderland	5.78	12.40
1990	Sunderland	5.49	8.60
1991	Sunderland	5.48	8.72
1989	Whately	8.23	12.84
1990	Whately	6.35	9.97
1991	Whately	8.07	12.15
1992	Whately	n/a	12.62

<sup>30</sup> Note that the school percentage of the total tax rate underwent significant change after the induction of the Education Reform Act of 1993.

In 1993 the State enacted the Education Reform Act which has made sweeping changes in school financing and requires all towns to fund schools at state set target levels. Towns must meet the required minimum contribution toward education or the state will not certify the town's tax rate so that the town can send out tax bills. As a result, Whately's contribution to the Frontier Regional School, its own Elementary School, and the Franklin County Technical School have increased over \$70,000 in FY94 causing their tax rate to increase to \$15.80.

In FY95 Whately faces a \$26,442 increase in costs to its Elementary School and over \$38,000 to the Frontier Regional School based on the Municipal Revenue Growth Factor (MRGF) created under the Education Reform Act on 1993. The formula, constructed from taxing capacity under Proposition 2 1/2, estimated new growth, changes in general revenue sharing, and local receipts over time, sets the revenue factor for each town's contribution to education expenditures. Compared to the other three towns included in the Frontier School, Whately's 3.96 MRGF is well ahead of Deerfield (0), Sunderland (2.5), and Conway (2.5).

In order for Whately to appropriate the additional expenditures for local services, including education, it must pass an \$167,070 override or debt exclusion or face cutting local services such as cemetery maintenance, street lighting, recreation centers, or library services. Furthermore, major reductions in Highway Department programs will substantially limit maintenance, construction and snow and ice removal activities. Salary adjustments for the Town clerk, collector, and treasurer as well as 3% raises for town employees will also be eliminated.

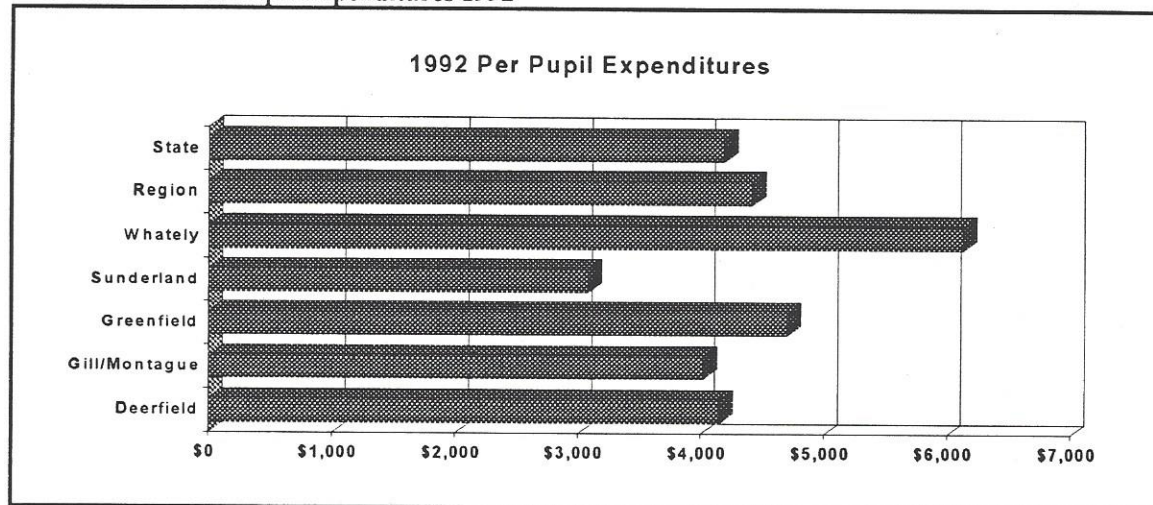
Bearing in mind Whately's position of holding the second highest average tax bill in Franklin County (\$1862 in FY92) and a tax rate of \$15.80 in FY94 little option is open to the town but to attempt an override. However, faced with the reality that many residents feel heavily taxed and past override attempts have failed, it seems the town cannot afford to approve the additional overrides and debt exclusions; exacerbated by the payments to the new grade school and town water system (necessitated by pollution of private wells by agricultural chemicals). Adding the \$167,000 override to the annual tax levy would increase the tax rate \$1.47 to \$17.34; making Whately a very expensive community in which to reside and do business. In addition, the town is facing the funding of a \$21 million expansion and renovation of the four town regional high school which, if approved, will increase the tax rate another \$1.40.

In summary, it appears Whately is approaching a fiscal crisis were important local services are threatened to become inadequate affecting public safety and welfare. Realizing the limitations of further taxation under Proposition 2 1/2, local tax bills, and recent override failures, it seems the town must search for alternate solutions to its budgetary problems by actively pursuing commercial and industrial development in order to boost revenues without incurring the high tax burden of school costs. Otherwise, local services will continue to decline causing a significant downward shift in quality of life for Whately residents today and in the years to come.

Public School enrollment in Whately is shown in Table H.6 with 242 children in FY94 with 96 attending the Frontier Regional School. According to the Massachusetts Institute for Social and Economic Research, MISER, future school enrollments are not projected to increase significantly in the near future.

**TABLE H.6: Whately's School Attending Children in FY94**

Grade	# of Pupils	Costs	Per Pupil Expenditure
Pre-School	4	\$8,106	\$2,027
Kindergarten	21	\$42,567	\$2,027
Elementary	93	\$379,412	\$4,080
Junior/Middle	22	\$94,208	\$4,282
Frontier	96	\$505,269	\$5,263
Special Ed/In	4	\$56,069	\$14,017
Special Ed/Out	1	\$15,426	\$15,426
<b>Total</b>	<b>242</b>	<b>\$1,125,548</b>	<b>\$4,775</b>

**FIGURE H.1: Per Pupil Expenditures 1992**

When analyzing per pupils expenditure levels before the Education Reform Act of 1993, shown in Figure H.1, we notice that Whately's spends nearly 50% more than State average of \$4,186 while the Town of Sunderland spends less than \$3,000 per student.<sup>31</sup>

### H 1.7 Educational Attainment

The period since the closing days of World War II have witnessed a dramatic and rapid acceleration of technological change fueling increased industrial productivity and economic growth. At the same time, this process of technological advance has created a global market place and global competition. There can be no doubt that in this increasingly competitive world, where the operations of manufacturing, services and government are becoming more knowledge intensive, the winners will be those whose workforces are the best educated and trained at all levels.

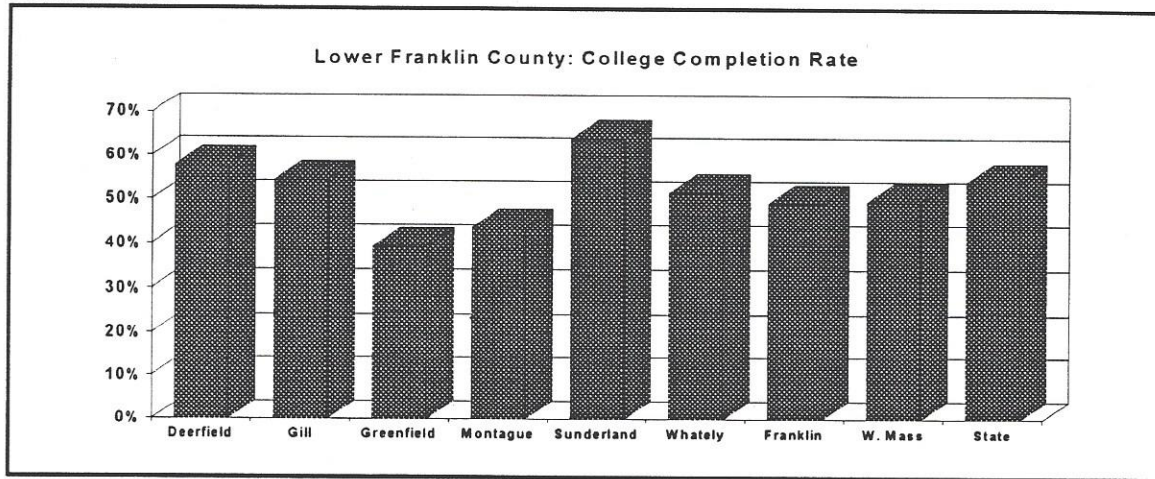
The relationship between education and training and industrial competitiveness is a vital one. The output of education and training systems in terms of both quality and quantity of skills is the prime determinant of a country's level of industrial productivity and hence, competitiveness.

<sup>31</sup> Figure includes the bonded indebtedness for school expenditures listed in DOR reports.

Further, the information revolution, characterized by ever more powerful devices for storing, manufacturing and retrieving knowledge, and controlling production processes, is rendering much previous education and training obsolete, or simply irrelevant. Its no surprise that skill shortages are growing, particularly in key high technology fields such as electronics and genetic engineering. In these areas the necessary transfer and diffusion of technology into all sectors of the economy, including mature and traditional industries and agriculture, clearly demands increased numbers of skilled manpower, many will new and multi-disciplinary skills.

In measuring the region's preparation for the changing needs of business and industry, we can examine the college completion rates in Lower Franklin County. As Figure H.2 illustrates most communities in the region appear to be achieving some success in educational achievement beyond high school. For example, the towns' of Deerfield, Gill, Sunderland, and Whately appear to harbor relatively well-educated communities, better meeting the needs of a changing work force, whereas, the towns' of Greenfield and Montague appear to lack sufficient residents holding college degrees or higher.

**FIGURE H. 2:**



### H 1.8 Water Facilities

In order for the Town to estimate water supply demands according to supply, the town analyzed and estimated future population growth and the corresponding change in land use patterns. The resulting projections estimated that the population would reach approximately 2,850 by 2010; of which 76%, or 2,166 people, would reside in the eastern affected area. Per household consumption at the beginning of the study was estimated at 215 gpd (gallons per day), or 75 gpd per person. Estimated increases, sue to changing usage habits, bring this number up to 240 gpd per household by 2010. Insufficient data on commercial and industrial uses made estimates of usage difficult. Thus, a conservative estimate of 10-15% of total use was established. Fire and "unaccounted for" water usage was calculated at 10 % of total water demand.

Whately confronted a pesticide contamination problem in its water supply in the 1980's. Tobacco and potato pesticides contaminated soil that surrounded the upper aquifer in east Whately. To remedy the problem the town designed a deep well system that tapped the lower aquifer. The town system was built in 1987 at a cost of \$4 million. It serves approximately 90% of the town east of Chestnut Plains Road. About 220 families, or 780 people use the system. The system was designed to carry growth in the population within limits of expected growth. Whately limits annual building permits primarily for this reason. The system has a storage capacity of 1/2 million gallons.

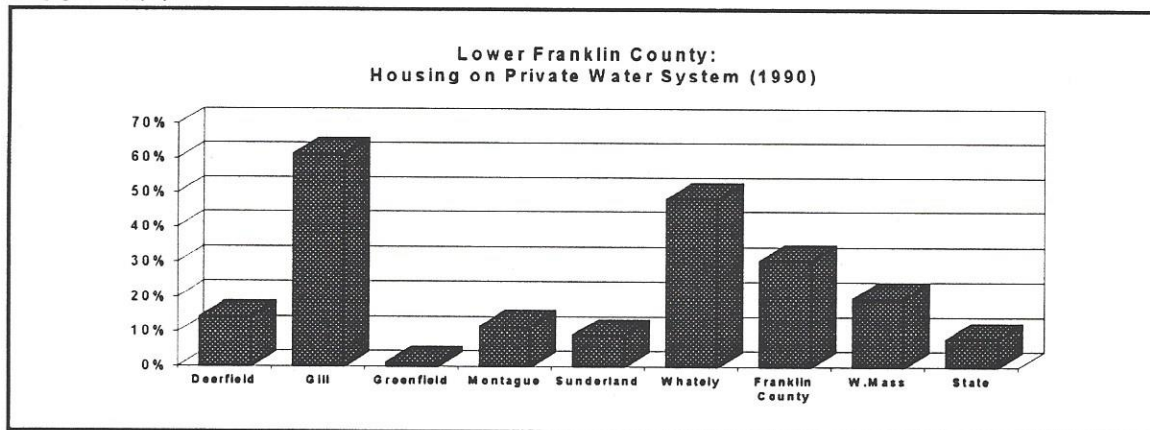
Initially, hook-up to the system costs \$3,500 but now the cost is \$5,000 with a user fee rate of \$3.50 per thousand gallons. Meters act as a conservation measure. Whately's water rates are decided by the water commission while other towns, such as Hatfield, use flat rates by building size of use. Revenues go into the town's funds and the water department gets its budget from cumulative town funds. Recognizing the fiscal constraints imposed by Proposition 2 1/2 and the lack of commercial and industrial development, perhaps Whately should consider implementing an Enterprise Fund which would, in turn, make the Water Department self supporting and free-up some taxing capacity in the Public Works Department.<sup>32</sup>

Past water contamination problems in Whately appear to have been resolved. Except for high manganese levels in some areas, the new system has not had any significant problems. Manganese is a mineral that can discolor water, but has no adverse health risks. High levels of road salts were found in some private wells along Route 5 & 10, but not in the town system. Organic compounds are monitored by the town according to the Federal Clean Water Act, FCWA, and state mandates.

The town follows federal and state regulations and certification standards. Ad hoc committees have existed in town, such as the Aquifer Committee. The town also is part of the Western Valley Water Protection Committee with Hatfield, Northampton, and Pioneer Valley Planning Commission (PVPC), as well as, the County Water Emergency Contingency Plan led by county planner Jane Pierce.

A public water district, originally established by Eliot Allis of Whately, was created in 1972. It serves 40 families in the Chestnut Plain Road area of town. It has 4,500 feet of 8 inch water lines served by two artesian wells. The water district and the town water department are independent and water testing is done on a regular basis as mandated by state and federal law.

**FIGURE H.3:**



Whately has a new public water system, installed in 1987, which serves the eastern portion of the town, from Route 5&10 (from the intersection of Swamp Road to the southern municipal boundary) to the Connecticut River. The water district serving Whately Center, along Chestnut Plain Road, now extends south from the Whately Center School all the way down Chestnut Plain Road, where it meets an adjacent pipeline from Hatfield. Residents in West Whately depend on private wells, as do some residents in East Whately. Strict guidelines apply to any applications for new private wells in East Whately.

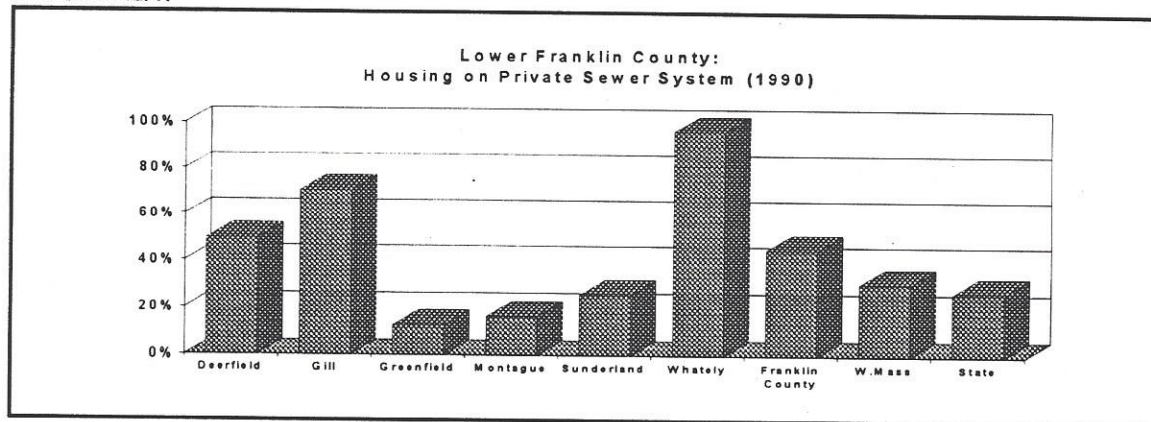
**<sup>32</sup> For example, the \$38,329 additional expenditure for the Frontier Regional School could be freed-up from the \$39,387 appropriated for the Water Department in FY94.**

Public water also extends along most of Route 5&10 in Whately, from the intersection with Swamp Road south. Thus, both the area currently zoned industrial and potentially new industrial land along Route 5&10 are served by public water. However, Figure H.3 illustrates, the large percentage of residents in Whately still using a private water system (over 45%). Therefore, if the town wishes to attract commercial or industrial development in the future, as well as protect their already damaged water supply, new development should be encouraged to hook-up to the public water supply.

#### H.1.9 Sewer Facilities

Currently, sewer is not available in the Town of Whately. Figure H.4, illustrates the level of sewer systems in Lower Franklin County that use private systems. Here, Whately's residents hold the highest percentage which partly correspond to the land ownership and usage patterns in the community. Furthermore, the community has no future plans to construct a sewer system in Whately.

**FIGURE H.4:**



#### H.1.10 Public Gas & Electricity

Public gas is available in limited portions of Whately. All of Route 5&10 has public gas. Christian Lane from Route 5&10 to Long Plain Road also has gas. Electricity is available virtually throughout Whately and is not an obstacle to development.

In summary, sites considered most suitable for industrial development have public water, electricity, sewer, and gas already in place. However, the lack of public sewer and limited public water and gas facilities result in significant limitations to many types of industrial development, and to a lesser extent, commercial development.

#### H.1.11 Solid Waste Disposal Facilities

Waste disposal and sewage treatment are two great concerns throughout the Commonwealth of Massachusetts. Without proper facilities, the prospects for economic development may be severely limited. Sewer systems replace septic leaching fields that may have detrimental effects on ground water or aquifer systems. Many solid waste disposal facilities are rapidly reaching capacity and face imminent closing, see Table H.7. Furthermore, there is

legislation in Massachusetts that could mandate the immediate closing of all unlined waste disposal facilities thus, causing severe problems for any effected community as facility sighting is difficult and there is great cost associated with new facility installations.

**TABLE H.7:**

Municipal Solid Waste Disposal Facilities					
Community	Estimated Waste In Tons	Panning Affiliation	Types	Facility	Expiration Date
Deerfield	4,550	Franklin	Recycle	Local	Close 1991
Gill	1,250	Franklin	Recycle	Chicopee	Close 1990
Greenfield	16,940	Franklin	Recycle/Compost	Springfield	1995
Montague	7,680	Franklin	Recycle	Local	Close 1991
Sunderland	2,980	Franklin	Recycle	Local	Close 1990
Whately	1,300	Franklin	Recycle	Northampton	2005
<b>TOTAL</b>	<b>34,700</b>				
Source: Department of Solid Waste Management					

It is clear that solid waste disposal is an important issue in Lower Franklin County. Towns nearing capacity at their facilities, or that have unlined landfills, must start planning for the future of waste disposal. Although Whately's solid waste disposal appears less problematic than other communities in the region, all localities must caution future development plans and consider the effects, both environmental and economic, of an increased waste stream.

#### **H.1.12 Service Issues**

From the previous nine sections, it is clear that Whately is facing a number of critical issues. The most fundamental service issue relates to tax base expansion. Whately clearly values its schools, however, without tax base expansion the ability of the town to maintain its schools may well be in jeopardy. Furthermore, in order for Whately to maintain its high quality ambulance and fire, expand the Police Department, and improve highways, it should consider creating a Capital Improvement Plan (CIP).

The second service issue centers upon a sewer connection to the Deerfield system. If the town desires industrial growth, it is likely that industry will require a sewer connection. Assuming Deerfield allows this to occur, then there is the question of payment and whether it should be born on the developer or town or both? In any case, one can expect Whately to pledge some of its resources if this is to occur.

#### **H.2.1 Financial Stability**

Whately, while traditionally fiscally sound, has limited room in which to expand its tax rates without approving a Proposition 2 1/2 override. In addition, the dramatic increase of the town's bonded indebtedness (with the bonding of the new school), has shifted the total debt over \$6 million in FY94. Under these austere conditions, Whately must expand its tax base by attracting new commercial and industrial development to the community. We expect, during the

period in which prepares to correct its fiscal dilemma Whately will consider the short run benefits of an Enterprise Fund for the Water Department and create a Capital Improvements Plan (CIP) in order to prepare for well needed commercial and industrial business'.

### **H.3.1 Capital Improvements**

In light of Whately's revenue uncertainty the town should undertake to establish a Capital Improvements Plan (CIP) in order to prevent future override attempts and maintain the high quality of life of living in Whately. For example, Whately's 22 municipal vehicles are aged with the newest being more than 6 years old outside the ambulance service. Furthermore, with the loss of one snow removal vehicle from the Highway Department this winter the town must actively prepare for equipment expenditures in the near future.

Presently, many municipal buildings such as the Town Hall, Library, and Center School in Whately require maintenance, such as painting, beyond the minimal heat and utility allowances. In addition, more of the town's municipal departments need to computerize their inventory and services in order to save operation and maintenance costs. Finally, as a long range solution to their fiscal imbalance, Whately should prepare infrastructure improvements, such as public safety and water system improvements, in order to attract and meet the needs of present and future commercial and industrial developments.

### **H.4.1 Policies**

The policies that emerge from the above are also reflected in other sections of this plan. First, the town must pursue a tax base expansion in character with the community if its quality of life is to be maintained. Secondly, the town must become a major participant in county planning efforts. Only through such participation will it be able to access its industrial lands and obtain funds for transportation improvements. Finally, the town should prepare proposals in order to obtain adequate funding for its capital improvements; whether through PWED or other state and federal funding sources.

In summary, Whately needs to develop a plan which would bring in new economic purpose and prosperity, yet not sacrifice traditional lifestyles and valued landscapes. In order for Whately to make a economic U-turn, it needs to capitalize on its smallness, intimacy, natural beauty, village character, and rural past. Once identified, important social patterns and places, can both inspire and shape the economic and social conditions of Whately well into the next century.

## I. Transportation and Circulation

### I.1 Federal and State Highways

The major transportation routes through Whately are Interstate Route 91 and U.S. and State Highway Routes 5&10. These roads are described on U.S. Geological Survey maps as "primary highway, hard surface" and "secondary highway, hard surface" respectively. The two roads outline an area of land in the center of Whately, providing direct visual access to this property. Whately has two interchanges with I-91, one at the southern end of town, the other just to the north of Route 116 (Exits 23 and 24).

The only other numbered road in Whately is State Route 116, which has only about 1000 feet of surface that is actually within the town. However, this road provides access to South Deerfield and Amherst to the east and also provides access to Deerfield's industrial park which abuts industrially zoned land in Whately. Route 116 joins Routes 5&10 at their intersection in northern Whately, and provides a connection to I-91. This road is of great significance to the potential development of the existing industrially zoned land in northern Whately.

### I.2 Bridges

Whately has 15 town bridges, dating from approximately 1900 to 1978. Two of the bridges, are currently closed and under repair. The Swamp Road bridge (33-3) and the Williamsburg Road bridge over West Brook (33-12) are both under construction and expected to reopen within the year. Two additional bridges (33-5 and 33-10) are in poor condition and have had preliminary engineering work done in preparation for repair contracts. An inventory of town bridges was done for the town in 1986 by Almer Huntley Associates of Northampton (see Figure I.1).

**FIGURE I.1: Whately Bridges**

Bridge #	Location	Crosses over	Year Built	Condition
33-2	North Street	Roaring Brook	1978	unknown
33-3	Swamp Road	Mill River	1896	closed
33-4	Christian Lane	Mill River	1950	fair
33-5	Claverack Road	Mill River	1950	poor
33-6	Chestnut Plain	West Brook	1957	good
33-7	Westbrook	West Brook	1978	fair
33-8	Westbrook	West Brook	1978	good
33-9	Haydenville Rd.	West Brook	1951*	fair
33-10	Conway Rd.	West Brook	1935	poor
33-11	Conway Rd.	West Brook	1935	poor
33-12	Williamsburg Rd.	West Brook	1900	closed
33-13	Williamsburg Rd.	West Brook	unkn.	fair
33-14	Williamsburg Rd.	West Brook	unkn.	fair
33-18	Williamsburg Rd.	West Brook	unkn.	fair

### **I.3 Discontinued Roads**

A number of town roads were discontinued in the 1970's. Many of these roads or sections of roads serve undeveloped portions of town and would require costly investment to keep them open during snowstorms in the winter. Particularly in the southwestern section of the town, where the terrain is quite steep, discontinuance of public roads has served to limit access and development.

### **I.4 Highway Budget**

The Highway Department's budget for FY 1993 is \$205,565. This is a significant proportion of the town's overall budget of \$2,519,901. An additional \$68,000 from State funds is used for road maintenance. The entire Highway Department budget is used for maintenance purposes; there is not enough money or staff to work on capital improvements. Franklin County has a pavement management program, which would be useful for Whately at some point in the future, but the preliminary work that the town would have to do is beyond its scope at the present time.

### **I.4 Critical Issues**

The critical transportation issues facing Whately are fourfold. First, there is the strip-like quality that is emerging along the Routes 5&10 corridor in Deerfield and Whately. Anchored currently by the Carriage Shops at the south end of the corridor and Yankee Candle to the north, this strip is likely to intensify in development and traffic. Further, another industrial park to the north of the intersection of Routes 116 and I-91 is likely to develop. This problem must be addressed on a regional basis.

Secondly, there is potential for further commercial infill along the Routes 5&10 corridor in Whately. The view from the road, at present, does not reflect Whately's character. If further curb cuts and poorly designed infill projects occur, this corridor could take on strip-like qualities.

Thirdly, as previously mentioned, Whately requires a connection from its industrially zoned lands through Deerfield's industrial park. If this connection is not made, the opportunities of ever developing this parcel will be minimal.

Above all, Whately must become an active participant in the Franklin County Transportation Planning Process. Its problems are all regional in scope. Further, under recently enacted federal legislation, a large infusion of transportation planning and construction funds is expected to be available in the coming years. This legislation, the Intermodal Surface Transportation and Efficiency Act (ISTEA), requires regions and communities to look beyond the movement of traffic to such functions as corridor planning and improvements, safety improvements and long term economic growth. All of Whately's transportation issues, in one form or another, fall within the mandate of ISTEA.

### **I.5 Policy**

In summary, the fundamental policy recommendation is that Whately must become a strong participant in the County's transportation efforts. Given the town's tax base and the cost of resolving the problems, it has no other option.

## **J. Implementation: Community Policies and Strategies and Action Plans**

### **A. Natural Resource, Policies, Strategies and Action Plans**

#### **A.1 Natural Resources: Air Quality**

**A.1.a. Policy:** *Any development or activity which degrades air quality in the town is discouraged.*

#### **A.1.b. Strategies**

**1.b.1** *The Town shall prohibit discharge into the atmosphere harmful quantities of contaminants produced by industrial, commercial or residential use.*

#### **A.2. Natural Resources: Water Quality**

##### **A.2.a. Policy:**

**A.2.a.1** *The Town shall institute reasonable measures to ensure that groundwater is protected from pollution.*

**A.2.a.2.** *The Town should adopt protective measure for the Zone II area surrounding the town well and for the area surrounding the public well that services the center of town.*

##### **A.2.b. Strategies:**

**A.2.b.1** *Public well protection measures should be instituted by the town. A water overlay protection district for the Zone II area surrounding the town's new well should be adopted. Industrial uses are not recommended for this area, which encompasses much of the west side of Route 5&10 between Claverack Road and Christian Lane.*

**A.2.b.2** *The Town shall monitor the activities of the Western Valley Water Protection Committee to attain desired inter-town water protection goals. In particular, ongoing studies of aquifers and aquifer recharge areas in Whately may inspire new plans, programs, techniques, and suggested municipal bylaws which would increase the town's resource protection.*

**A.2.b.3** *Any aquifer protection areas identified by investigative mapping shall be protected from contamination by surface activities to ensure an adequate clean drinking water supply. To this end, the town should adopt an aquifer protection bylaw.*

**A.2.b.4** *The Town may offer educational programs for homeowners which address drinking water protection.*

**A.2.b.5** *New underground storage tanks are prohibited in town. Homeowners and businesses should register all existing underground storage tanks containing hazardous*

materials, including home heating oil and gasoline, regardless of tank size, with the Board of Health. The town should institute a proactive town-wide underground tank program which offers home and business owners cost effective or alternatiely funded methods for the removal of underground tanks.

### **A.3. Natural Resources: Rivers, Streams, Ponds and Wetlands**

#### **A.3.a. Policy**

**A.3.a.1** *The Town recognizes the existance of numerous significant ecologically and estehetically important water bodies and wetlands. The Town will move to inventory and protect these important community resources, within the appropriate state and federal laws, regulations, and guidelines.*

#### **A.3.b. Strategies:**

**A.3.b.1** *The Town shall consider a wetlands protection by-law. MA DEP Wetlands use exemptions for agriculture shall apply to lands in Whately.*

**A.3.b.2** *The Town should adopt river protection by-laws.*

**A.3.b.3** *The Town shall encourage the purchase of conservation easements by interested agencies of properties abutting the Connecticut River, the Mill River, and other water bodies.*

**A.3.b.4** *The Town shall support efforts by DEM to promote use of the Connecticut River in the area adjoining Whately as a quiet recreational zone.*

**A.3.b.5** *The Town shall cooperate with the efforts of the Silvio Conte Refuge to protect wildlife habitat areas within the town.*

### **A.4. Natural Resources: Open Space**

#### **A.4.a. Policies**

**A.4.a.1** *In Recognition of the Town's rural character and its importance to the community, the Town shall identify areas to be conserved for open space. Areas of particular concern include, wildlife habitats, prime agricultural soils, and forest lands water protection among others.*

**A.4.a.2** *The regulation for developing land within the town shall take into consideration the integration of the built environment with the natural environment.*

#### **A.4.b. Strategies**

**A.4.b.1** *The Town shall prepare an Open Space Plan that follows the MA Open Space Planning requirements in order to direct development in town to desired locations while protection fragile or significant environmental areas. The plan may include identification of a wildlife protection corridor, a nature trail component, protection strategies for the Great Swamp and greenbelts in addition to establishing recreational areas for mechanized and unmechanized activities. Such a plan would make the town eligible for certain state funded conservation and recreation projects and would help steer development in a locally desired manner. Priority should be given to examining and preservation of Great Swamp due to its importance in water resource protection, ecological significance, and ability to buffer from extensive strip development occurring on the northern end of Routes 5 and 10 at the Town line.*

**A.4.b.2** *Town residents shall become members of an existing local land trust to facilitate natural resource protection and conservation efforts. A local land trust could also serve to educate landowners about desirable land use options.*

#### **A.5. Natural Resources Action Plan**

Action	Who
<b>A.5.1</b> <i>Initiate Open Space Plan</i>	<i>Planning Board identifies Open Space Committee. Selectmen appoints committee. Committee works with appropriate and interested agencies that can assist with design, funding, easements and land acquisitions.</i>
<b>A.5.2</b> <i>Work with DEM on CT River Quiet Zone</i>	<i>Planning Board</i>
<b>A.5.3</b> <i>Adopt protective measures for areas surrounding town wells.</i>	<i>Western Valley Water Protection Committee proposes zoning regulation. Master Planning Committee revises and prepares water protection zoning article. Town Meeting votes to adopt.</i>
<b>A.5.4</b> <i>Work with Silvio O. Conte Wildlife Refuge to protect wildlife habitats.</i>	<i>Planning Board establishes relationship.</i>
<b>A.5.5</b> <i>Provide educational programs for town residents on water protection strategies.</i>	<i>Planning Board, Board of Health</i>

## **B. Agriculture Policies, Strategies and Action Plans**

### **B.1. Policies**

**B.1.1** *The Town shall actively encourage agricultural protection and continued use of farms to sustain agriculture as a viable component of Whately's social and economic base.*

**B.1.2** *When development is proposed in agricultural areas, the town shall direct development to the least valuable agricultural land in Whately in order to protect its most valuable soils for continuing agriculture.*

**B.1.3** *The Town's Planning Board shall encourage use of compatible zoning by-laws such as the cluster development by-law to encourage development which minimizes the loss of prime farmland and to help maintain open space.*

**B.1.4** *The Town shall encourage the preservation of agricultural resources through its support of acquisition of conservation easements on prime farmland in the town.*

**B.1.5** *The Town shall encourage participation by farmland owners in the Massachusetts Agricultural Preservation Restriction Program.*

**B.1.6** *The Town will promote agriculture as a primary and sustainable component of the Town's economy.*

**B.1.7** *The Town will encourage the creation of zoning by-laws which link agriculture with other compatible non-residential land uses, such as commercial and industrial activity.*

### **B.2. Strategies**

**B.2.1** *The Town should appoint an agricultural advisory committee to promote the future of agriculture in Whately.*

**B.2.2** *The Town shall identify areas of particular agricultural preservation concern. Prime farmland and farmland of state and local significance shall be given top priority for preservation.*

**B.2.3** *The Town may consider establishing an agricultural preservation fund or incentive fees for new commercial and industrial development. Such fees would be contributed to an agricultural preservation fund and could be used in cooperation with the state's APR program to purchase farmland in areas designated as being of particular preservation concern.*

**B.2.4** *The Town may cooperate with local property owners, the Massachusetts Department of Agriculture, Department of Environmental Management, area land trusts, and other interested parties to purchase conservation easements or development rights to farmland in Whately.*

## MAPS

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## **C.2 Strategies**

**C.2.1** *The Town should form a Housing Advisory Committee to develop an Affordable Housing Plan. Members of this committee should represent a wide spectrum of town interests and include members of town boards as well as interested residents.*

**C.2.2** *The Town should consider diversifying its existing residential zone into more than one zone to accommodate various densities of residential growth.*

**C.2.3** *The Town shall cooperate with the Franklin County Housing Authority and the Massachusetts Housing Partnership Program to work toward promoting increased affordable housing in locations which provide residents access to local services.*

**C.2.4** *The Town should prohibit new single family detached residences in all commercial and industrial zones.*

## **C.3 Residential Action Plan**

<b>Action</b>	<b>Who</b>
<b>C.3.1</b> <i>Cooperate with the Franklin County Housing Authority to create new affordable housing.</i>	<i>Planning Board, Selectmen</i>
<b>C.3.2</b> <i>Encourage greater use of the Whately zoning cluster subdivision by-law.</i>	<i>Planning Board</i>
<b>C.3.3</b> <i>Adopt a green buffer regulation to encourage compatibility between residential development and standard agricultural practices.</i>	<i>Planning Board, Town Meeting</i>
<b>C.3.4</b> <i>Adopt a 150' setback between residences and water bodies.</i>	<i>Planning Board, Board of Health</i>
<b>C.3.5</b> <i>Prohibit new residential development within commercial and industrial zoning districts by amending the zoning Table of Use Regulations.</i>	<i>Planning Board, Town Meeting</i>
<b>C.3.6</b> <i>Develop steep driveway regulations limiting length and grade of new driveways.</i>	<i>Planning Board, Town Meeting</i>

**B.2.5** *The Town shall encourage clustered residential development in agricultural/residential zones in order to preserve tracts of suitable size and shape that will promote the continuation of a strong agricultural base in the community.*

**B.2.6** *The Town may encourage the designation of appropriate agricultueal landscapes as National Historic Districts.*

### **B.3. Agricultural Action Plan**

<b>Action</b>	<b>Who</b>
<b>B.3.1</b> <i>Establish an Agricultural Advisory Committee.</i>	<i>Planning Board identifies Advisory Committee. Selectmen appoint committee.</i>
<b>B.3.2</b> <i>Establish an Agricultural Preservation Fund</i>	<i>Planning Board writes article for Town Meeting. Town Meeting must approve.</i>
<b>B.3.3</b> <i>Encourage farmland owners to participate in the APR program</i>	<i>Planning Board, Master Planning Committee, APR Program</i>

### **C. Residential Policies, Strategies and Action Plans**

#### **C.1. Policies**

**C.1.1** *The Town of Whately shall encourage the development of housing in town that is affordable to people of all income and social groups. Renovation of existing structures and conversion of larger existing structures into affordable multi-family dwellings should also be encouraged.*

**C.1.2** *The town shall direct new residential development in a manner which maximizes the preservation of prime forest and agricultural resources.*

**C.1.3** *Density of housing development shall correspond to the availability of water, proximity to aquifer recharge areas, the capacity of the soils, and the proximity to municipal services.*

**C.1.4** *The Town shall encourage the construction of affordable housing units which are compatible with the existing rural and historic character of the Town's landscape and architecture.*

## **D. Industrial/Commercial Policies, Strategies and Action Plan**

### **D.1. Policies**

**D.1.1** *The Town should promote small, light industrial development which provides stable employment opportunities and supports the local tax base.*

**D.1.2** *Commercial and industrial development should not jeopardize the community's cultural, natural, or aesthetic resources.*

**D.1.3** *Industrial developments should not produce excessive noise, hazardous discharge into the air, water or soil; release radioactive materials or electromagnetic emissions of significance; or cause excessive burdens on town facilities and services, especially facilities for the proper disposal of liquid or solid waste.*

**D.1.4** *Additional land for industrial use shall be evaluated. Compatibility with the town's goals and protection of fragile or significant resources will be considered. Limitations which restrict developing land currently zoned commercial or industrial shall be examined.*

**D.1.5** *All commercial/industrial development shall provide adequate landscaping and safe pedestrian and vehicle access.*

**D.1.6** *Adequate vegetative buffers shall be maintained between commercial/industrial development and non-commercial sites.*

### **D.2. Strategies**

**D.2.1** *The Planning Board shall work on amending the existing zoning by-laws to accommodate commercial and industrial growth while protecting important town resources.*

**D.2.2** *A committee coordinated by the Master Planning Committee shall work with the adjacent town of Deerfield to determine the potential for connecting the existing Deerfield industrial park with abutting land zoned industrial in Whately. Issues of access, acceptable uses and utilities should be clarified.*

**D.2.3** *The Town should promote the development of properties currently zoned commercial and industrial.*

**D.2.4** *The Town should balance the need for new industry with the need to protect prime farmland and farmland of statewide importance and significance. A mechanism to link the development of new industry with the preservation of farmland, particularly in the Route 5/10 corridor, should be established.*

**D.2.5** *Industrial and commercial use zones should be reserved for those uses exclusively, without intrusion from new residential development.*

**D.2.6** *Land on the east side of Routes 5&10, between the intersection of I-91 and Routes 5&10 and Christian Land should be rezoned Agricultural/Industrial. This are should be actively marketed by the town as a second priority to land already zoned industrial in the northern area of town. By eliminating residential use from this area, the land may be preserved for its highest and best use, which is arguably agricultural and industrial.*

### **D.3. Industrial/Commercial Action Plan**

<b>Action</b>	<b>Who</b>
<b>D.3.1</b> <i>Participate in Overall Economic Development plan currently under-way in Franklin County.</i>	<i>Planning Board</i>
<b>D.3.2</b> <i>Prepare an action plan for industrial uses focused on existing industrially zoned land.</i>	<i>Master Planning Committee</i>
<b>D.3.3</b> <i>Determine whether Master Planning Committee supports rezoning eastern side of Route 5&amp;10 agricultural/industrial.</i>	<i>Master Planning Committee</i>
<b>D.3.4</b> <i>Establish a permanent industrial/commercial advisory committee.</i>	<i>Selectmen</i>
<b>D.3.5</b> <i>Propose zoning amendment to prohibit new residential uses from industrial and commercial zones.</i>	<i>Planning Board, Town Meeting</i>
<b>D.3.6</b> <i>Review the area on the north and south sides of Christian Lane, east of Route 5&amp;10, from Route 5 and 10 to the railroad tracks, for suitability as a town commercial center.</i>	<i>Master Planning Committee</i>
<b>D.3.7</b> <i>Review the suitability of land surrounding the Whately General Store and along the west side of Route 5&amp;10 for commercial use.</i>	<i>Master Planning Committee</i>
<b>D.3.8</b> <i>Consider adopting new site plan review regulations for existing commercially zoned land on Route 5&amp;10.</i>	<i>Planning Board</i>

**D.3.9** *Consider adopting Industrial I zoning for Planning Industrial zone and Industrial II for existing industrially zoned land.*

*Planning Board, Town Meeting*

**E. Services, Financial Stability and Capital Needs: Policies, Strategies and Action Plans**

**E.1. Policies**

**E.1.1** *The Town of Whately will promote the development of industrial/commercial lands in character with the community.*

**E.1.2** *The Town of Whately will develop a formal Capital Improvements Plan that is designed to maintain the community's quality of life.*

**E.1.3** *The Town will become an active participant in County Planning activities with the goal of obtaining increased financial and planning assistance.*

**E.2. Strategies**

**E.2.1** *Work with the Town of Deerfield, the County Planning Staff and the County Community Development Corporation to gain approval to link into Deerfield's industrial park and to obtain funds for road improvement.*

**E.2.2** *Develop a Capital Improvements Committee with the intent of determining detailed needs and costs. Further, to have this committee identify methods of funding these needs beyond the community's property tax allocation.*

**E.2.3** *Obtain the services of a grants writer (or expand the services of the Administrative Assistant) with the intent of obtaining state and federal financial assistance.*

**E.3. Services, Financial Stability and Capital Needs Action Plan**

Action	Who
<b>E.3.1</b> <i>Amend the zoning to clarify industrial options.</i>	<i>Planning Board, Town Meeting</i>
<b>E.3.2</b> <i>Create a Capital Improvements Committee and Prepare a Capital Improvements Plan</i>	<i>Selectmen, Department Heads, Planning Board</i>
<b>E.3.3</b> <i>Negotiate with the Town of Deerfield for sewer and highway access</i>	<i>Selectmen, Planning Board</i>

**E.3.4** *Determine availability of grants for capital improvements*

*Capital Improvements Committee,  
Planning Board*

**E.3.5** *Obtain services of a grants writer*

*Selectmen*

**F. Transportation and Circulation: Policies, Strategies and Action Plans**

**F.1. Policies**

**F.1.1** *The Town of Whately will protect the scenic qualities of Whately's roads.*

**F.1.2** *The Town of Whately will insure that all of its roads meet safety standards.*

**F.1.3** *The Town of Whately will promote activities that separate industrial and commercial traffic from residential areas.*

**F.1.4** *The Town of Whately will prepare a Capital Improvements Plan that includes transportation requirements.*

**F.1.5** *The Town of Whately will become an active participant in the County's Transportation Planning activities.*

**F.2 Strategies**

**F.2.1** *Implement the scenic road recommendations found in the Historic Preservation Plan.*

**F.2.2** *Prepare a road and bridge safety status and condition report for the Capital Improvements Plan.*

**F.2.3** *Work with the Town of Deerfield to gain access to the north end industrial site.*

**F.2.4** *Prepare a formal position paper outlining Whately's needs for the Franklin County Planning Department.*

**F.3. Transportation and Circulation Action Plan**

**Action**

**Who**

**F.3.1** *Implement Scenic Road Recommendations on a planned basis.*

*Planning Board, Historic  
Preservation Commission,  
Town Meeting*

- |       |   |                                   |
|-------|---|-----------------------------------|
| F.3.2 | <i>Inventory condition of roads and bridges.</i>                                      | <i>Department of Public Works</i> |
| F.3.3 | <i>Gain access to north end industrial parcels.</i>                                   | <i>Selectmen, Planning Board</i>  |
| F.3.4 | <i>Actively pursue transportation grants via Franklin County Planning Department.</i> | <i>Planning Board</i>             |

## **G. Historic Preservation Policies, Strategies, and Action Plans**

### **G.1 Policies**

*G.1.1 The Town shall preserve the visual coherence of the Town by preserving the relationship between old and historic structures and Whately's rural landscape. The historic and architectural character of Whately's town center, architecturally significant buildings and barns, and rural landscape should be protected from the adverse effects of incompatible or insensitive development.*

*G.1.2 The Town shall seek assistance from the Massachusetts Historical Commission and other appropriate agencies or individuals to further protect and preserve historically and culturally significant structures, objects and properties.*

*G.1.3 The Town shall promote the use of its historical resources as an enhancement to the local economy.*

### **G.2 Strategies**

*G.2.1 The Town shall consider listing eligible areas and properties in the National Register.*

*G.2.2 The Town may consider adopting a demolition delay bylaw to reduce the potential for demolition of buildings significant to historical character of the community.*

*G.2.3 The Town may consider creation of local historic districts.*

*G.2.4 The Town may consider promoting its historic resources through the creation of educational and promotional materials which list historic groups in the region.*

### **G.3 Historic Preservation Action Plan**

<b>Action</b>	<b>Who</b>
<b>G.3.1</b> <i>Consider listing eligible sites and landscapes in the Historic Register.</i>	<i>Historical Society Historical Commission</i>
<b>G.3.2</b> <i>Consider creation of historic districts.</i>	<i>Historical Society Historical Commission</i>
<b>G.3.3</b> <i>Create a plan to promote the Town's historical resources as part of its economic development activities. Coordinate activities with state and regional tourism and historical agencies.</i>	<i>Historical Society Historical Commission Master Planning Committee Economic Development Committee</i>

## **Appendix A**

### **Summary of Community Forums on Issues of Critical Concern**

1. Community Farmland Meeting
2. Community Housing Workshop
3. Community Industrial/Commerical Development Meeting
4. Community Historic Preservation Meeting

## Farmland Meeting

12/15/92

27 people in attendance

Farmland in Whately is a valuable resource, some of the best quality land in the country. Production per acre is higher in the Connecticut Valley than in places that we import food from. Soils here are adaptable to many different crops, and crops are easily rotated, while in other areas of the country there are limitations on what types of crops can be grown. In certain crops, it has been suggested, the Connecticut River Valley could be self sufficient if market conditions in other parts of the country changed.

Development in the Washington DC/New York/Hartford corridor has homogenized the landscape north as far as Northampton. Whately is still rural. What can we do to keep it this way?

It was suggested that land that is already zoned commercial/industrial should be developed before more is zoned. Planning board comments that once residential development takes place on open land, the opportunity for future commercial/industrial uses is eliminated. And the amount of land that is currently zoned industrial may not be adequate for the long term.

Is there any potential for industrial uses that integrate with agriculture - processing facilities for example? Farmers perceive that they need to get the higher fresh price for their products (fruits and vegetables), not the processing price. There is not enough supply to support another pickle plant, although there were once two in the area.

Rich Hubbard of the Agricultural Restriction Program talked about the potential for acquisitions by the program. The APR program is one of the best tools for preserving farmland, because it involves a permanent purchase of the rights to develop specific pieces of property. The program is expected to get new funding for 1993. Rich would strongly support preserving farmland in Whately through the APR program, but people need to apply. It would be fairly simple to secure enough land in town, particularly in the Route 5/10 corridor, to preserve a sufficient mass of farmland and to provide a break in developable areas, effectively preventing strip development at the same time. The cap on APR purchases of farmland is \$10,000 per acre, although if particular properties appraised at a higher value, additional bridging financing could be sought.

Another farm preservation tool, the voluntary agricultural incentive districts was discussed. Some farmers familiar with the idea, thought that not enough incentives exist to encourage farmers to participate. In an incentive district, once a contiguous area with sufficient percentage of agricultural land is identified, the farmers agree to limit development to a restricted minimum in order to safeguard the future of farming by removing the threat of encroaching development. No such districts exist in the region, although farmers in Montague have been considering the idea for some time.

A recent study of various land use types by the American Farmland Trust was discussed. The study concluded that for each dollar of revenue, farmland and commercial/industrial uses place the least demand on town services ... Cows don't go to school. This study challenges the conventional wisdom that residential development broadens the local tax base. In fact, houses

cost the town money in terms of schools and infrastructure, a fact that is becoming more widely recognized.

One farmer questioned if zoning could be changed from agricultural/residential to agricultural/industrial along Route 5/10. The answer is yes. This would prevent further fragmentation of the corridor by residential development, which is probably the least compatible with farm uses, and would be most costly to the town. Additionally, development of land for industrial uses is a slow process, typically taking years for a significant area to be built out. In the long term, if a number of property owners were interested in APR participation, the program would have more time to absorb them if agricultural/industrial zoning was in place where appropriate.

Many groups active in the region, including DEM, Audubon, the Nature Conservancy, and several land trusts support the APR program and preservation of open space. In addition, people in town who have participated in other natural resource meetings would support farmland preservation. Networking among these people and groups would generate additional support.

A farm advisory committee was suggested to further educate town residents about the needs of farmers and to promote preservation strategies. Also suggested was an initiative to allow the town the right of first refusal when property comes up for sale.

## **Housing Workshop**

**1/19/93**

**12 people in attendance**

This workshop focused on the relevance of affordable housing in Whately. Paul Douglas, from the Franklin County Regional Housing Authority, was the guest speaker.

The Franklin County Housing Authority is 20 years old and serves all 26 towns in Franklin County. The Authority operates like a redevelopment authority, acquiring, rehabilitating, operating, and managing housing and mixed use projects throughout the county.

Whately currently has approximately 400 housing units, nearly all single family occupied. Since the town has a largely residential tax base, the municipal tax base is largely supported by property taxes. In the past decade of rising taxes and stable or shrinking municipal services, the cost of housing is rising in Whately and throughout the region. On the one hand, creation of new housing in Whately tends to create a demand for new services, particularly schools, which are a large component of the local budget. On the other hand, it is getting increasingly difficult for certain segments of the local population, the elderly, the first-time homebuyer, and families whose changing needs (children going off to school, spouses departing, or elderly relatives needing in-home accommodations) make it necessary for them to find more suitable housing. In addition, state regulations regarding affordable housing known as Chapter 774 and Executive Order 215 require that 10% of the housing stock of every town in Massachusetts be within their "affordable" guidelines. The affordability relates both to the cost of the housing and to the income requirements of people qualifying for such housing. Income qualifications for affordable housing apply to roughly 60% of the residents of Franklin County.

Whately's geographic position, within easy reach of both Northampton and Greenfield, and its proximity to Interstate Route 91 make it attractive to both developers and to people working in Greenfield, Amherst and Northampton labor markets. Even in a down market, developers are looking for public funding sources to do new projects and those funds are mainly in affordable housing. On the down side, most developers would prefer to work in a larger community, with a larger market to draw from and existing infrastructure already in place.

According to state guidelines, Whately currently has no housing that could qualify as "affordable". This situation is precarious for several reasons beyond the fact that housing in Whately is getting expensive for local residents. First, if the town had no provisions in its regulations for affordable housing, a developer wishing to develop such housing could circumvent the local zoning regulations with a comprehensive permit. Such a permit simplifies the development process for the developer and can produce a product undesirable in scale, location and design. Secondly, a town not moving toward establishing some amount of affordable housing is at risk of being cut off from certain state funds. For example the town's eligibility for Community Development Block Grants, which are used for local planning and economic development programs.

If the town takes a proactive rather than reactive role with regard to affordable housing, it can develop guidelines about how and where it takes place. In a small town like Whately, 10% of the housing stock is a relatively small amount; even so, a 10% goal will take some time to reach; most communities build up gradually over a period of years.

One challenge mentioned by Douglas is that the federal and state governments tend to think of small scale housing developments having 40 units, whereas in rural towns in Franklin County, even 20 units is still large scale. Smaller developments and creative reuse plans and financing are the focus of the Authority.

What people generally fear in any community is change, yet change is the only constant, Douglas noted. Most of the projects that the Authority has developed have met with initial resistance in communities, yet every development has been leased up, even sometimes with some of the most outspoken opponents as occupants. Some of the most successful projects have involved existing older buildings, which haven't changed significantly in outer appearance, and have offered housing to the elderly, special needs community, and young families.

Housing for the elderly is particularly important in Franklin County, because the county has a very high proportion of elderly people. People who at retirement age are financially secure may reach a point where they need affordable type housing either because their longer lifespans outreach their financial abilities or because of major health costs at age 75 or 85. Recent studies indicate that many adults spend more years caring for an elderly relative than they do to raise their own children. These factors suggest that now is a good time to start thinking about Whately's needs for the future and how those needs may be met.

Once a community has decided to make affordable housing a priority, the Regional Authority can help in a number of ways. An ad hoc committee of local residents could be appointed by the town's selectmen, which would work with the authority over the long term. Possible representation on the committee could include representatives of the various town boards, realtors, bankers, and a good cross section of local residents. First, they could obtain technical assistance (available through the Massachusetts Housing Partnership Program) to assess the needs of the community. The number, age, and condition of existing housing units are determined. Then goals are generated to develop a strategy for a housing mix: which sites are suitable for reuse, are there vacant town-owned parcels, where should new housing go? For a small project, such as renovation of 1-2 buildings, from start to occupancy can take about 1 1/2 years. Larger projects can take 4-5 years.

Certain programs that the Housing Authority is involved in help to create more affordable housing for local residents, but don't contribute to the 10% minimum that the state requires. The Section 8 rental subsidy program pays for a percentage of the recipient's monthly rent. Section 8 vouchers go with the person; that is they are not tied to a specific unit, therefore they do not make a unit affordable in the long term, therefore, they don't contribute to permanent affordable housing stock. Approximately 600 residents in Franklin County are served by Section 8 vouchers through the Regional Housing Authority.

Another program the Regional Housing Authority does in conjunction with funding from CDBG grants assists people in bringing their homes up to code. The Authority does an inspection of the property to see what rehabilitation needs it has, then the homeowner selects a contractor to do the necessary work. Up to \$20,000 may be borrowed by the homeowner at no immediate cost. The Housing Authority secures a lien on the property for which it is reimbursed when the house is eventually sold. If the funding program is still in existence when the house is sold, the money goes back into the program to help other homeowner. If the program is defunct, the money goes to the town where the house is located.

Some of the most popular projects the Authority has undertaken involve the reuse of older buildings. Structurally sound larger buildings, particularly if they are located near town centers,

offer an opportunity to accommodate a number of affordable units without changing the look of a town. If such buildings come on the market and the town has an established relationship with the Authority, the Authority may provide the resources to acquire the property and hold it until the necessary plans and permits are prepared.

A new program offered through the Authority is the Farmers Home Self Help Housing program, which is the most popular single family program in the country. A minimum group of 6-8 households work cooperatively to build each others' houses, providing 65% of the labor themselves. Mortgages on these houses are fixed at 1% for 40 years. This program is just being launched in Franklin County in 1993.

If a town doesn't meet the 10% affordable housing minimum, but demonstrates that it is moving toward compliance, the state is unlikely to take any action against it. Few towns in the southern part of Franklin County are near the minimum. Greenfield, Montague, and Orange each have close to 10 percent. Shelburne has 46 units, Buckland has 3, and Sunderland is about to begin a new development that will take it from 0 to 48 units this year.

To become a Partnership community, the selectmen would make an application on behalf of the town. This gives the town standing with the state, but only if the town is active in developing a specific plan. To work with the Franklin County Regional Housing Authority, the town doesn't need to be a Partnership community. The Housing Partnership Program does give a member community access to certain resources, including technical assistance, information on what other communities are doing, and some funding programs. Greenfield and Montague have active partnerships and Shelburne was active until their administrative assistant left.

## **Industrial Development Meeting**

**02/03/93**

**17 people in attendance**

**Bryan Nicholas, guest participant**

Industrial/commercial Development is a significant issue facing Whately. The town's current tax base is dependent almost entirely on residential properties for revenue, placing a high tax burden on residences as well as the agricultural community in Whately. Increasing expenditures associated with town services and rising school costs are forcing the town to look at additional sources of revenue that could provide some property tax relief for town residents. With two interchanges providing access to Interstate 91 in the eastern portion of the town, Whately is potentially attractive to industrial firms.

A key drawback in attracting industry however is that the town presently lacks developable land that is industrially zoned. The town has an area of industrially zoned land containing approximately 44 acres adjacent to Deerfield and the South Deerfield Industrial Park. The site is level, dry and has access to the town's water supply. Currently the site is being farmed and a general consensus is that the owner is interested in the possibility of industrial development on the site. At present however the site is essentially landlocked with no access to nearby Route 116 or Interstate 91. The South Deerfield Industrial Park which the parcel abuts has a paved roadway within 250 feet of the site, however currently there is no access from the roadway to the site.

There was question at the meeting of how recently the Deerfield Select Board has been approached regarding providing access through the South Deerfield Industrial Park to the industrially land. There was also question as to the role funding of road construction within the Deerfield Industrial Park might play in forcing Deerfield to allow access to the Industrially Zoned Land in Whately. If the road was constructed with Economic Development Administration [EDA] funds then it is likely that Deerfield would be required to provide access to the industrially zoned land in Whately. It was agreed that the [EDA] would be pursued regarding this matter.

Bryan Nicholas formerly of Westmass (an industrial development group) and currently a real estate and industrial development consultant within the region discussed various issues related to industrial development in Whately and throughout the Pioneer Valley. Examining industrial parks and industrial land in nearby communities including Deerfield, Greenfield and Hatfield he described an annual absorption rate averaging 10-12 acres per community in the area over the last ten years and expected a similar scenario in the 1990's. Given this absorption rate and assuming that Deerfield would provide access to the land currently zoned industrial, it was concluded that within approximately five years, all of the industrial land would have been utilized.

It was suggested by one attendee that the community should not rely solely on this one site owned by one property owner for future industrial development efforts and that the community should consider rezoning a portion of Route 5&10 for industrial development, with the goal of also preserving agricultural land along the route. There are a number of issues which need to be further examined before the area, currently zoned agricultural/commercial, could be appropriately zoned for industry.

A considerable portion of the land along Route 5&10, particularly near the northerly interchange with Interstate 91 is wetland and cannot be built upon. In addition some of the land

particularly in the central and southern portions of the area adjacent to Route 5&10 are considered prime agricultural land or agricultural land of state and national significance and are considered a priority for preservation. There was a general concern that the need to provide suitable accessible land for industry be balanced with the need to preserve the towns character by preventing strip development along Routes 5&10.

**Historic Preservation Meeting**  
**Tuesday, March 2, 1993**  
**11 people in attendance**

Discussion related to Historic Preservation focused on specific issues relating to preserving Whately's historic resources as well as a number of issues that are integral to the overall master planning effort. Dianne Siergiej of Commonweal Collaborative, an Historic Preservation Research firm, discussed various preservation planning mechanisms available to municipalities. As part of the town's master plan effort, Commonweal Collaborative is preparing an inventory of all the town's historically significant structures, which can serve as a framework for historic preservation efforts. The inventory project was funded in part by donations from the Historic Preservation Society and the Whately Grange.

What historic resources does Whately have and what can be done to protect them? Ms. Siergiej noted that Whately is particularly fortunate to have a large percentage of its structures and landscapes relatively unchanged from the 19th century. Several residents felt that buildings associated with the community's agricultural heritage, such as tobacco barns, should be an important part of any historic preservation effort the town might undertake. Tobacco barns are a vulnerable resource, in terms of their limited utility beyond their original purpose of drying tobacco and their cost for maintenance. Yet they are particularly significant as a historic resource since they are a dominant feature on the town's landscape and represent the impact tobacco farming had in Whately and throughout the Pioneer Valley. Ms. Siergiej stated that Commonweal Collaborative has requested that the Massachusetts Historic Commission (MHC) allow tobacco barns to be included in the inventory (currently MHC does not have any similar structures that have been included in other municipalities' inventories). Members of the Whately Historic Society in attendance supported this request.

Specific methods a community may use to preserve its historic resources range from creating an inventory (as Commonweal Collaborative is currently doing for Whately) that documents and recognizes a community's historic resources to the creation of a local historic district which has regulatory powers and is administered by the local community.

Basic historic preservation tools available to municipalities include designation within the National Register of Historic Places and the State Register of Historic Places. Both registers confer recognition of the historical value of individual buildings, sites, and structures, without in any way restricting the use of those properties.

National Register Districts recognize that an area is important to the history of the community, state or nation; allow the owners of income-producing properties certain federal tax incentives for renovation; provide limited protection from adverse effects by federally funded, licensed or assisted projects. National Register Districts do not in any way limit the owners use of the property unless public funding is used. If your property is listed in the National Register you may do anything with it you wish.

The State Register of Historic Places provides limited protection from adverse effects by state funded, licensed or assisted projects; when available provides owners of municipal or private nonprofit properties opportunity to apply for 50% matching state grants through the Massachusetts Preservation Projects Fund (due to the limited state budget in recent years this project has not been funded for several years, the legislature is currently considering reintroducing funding for the next fiscal year).

A local historic district functions to preserve the unique characteristics of structures and their surroundings; to maintain and improve the setting for those structures; and to encourage the builders of new structures in the area to choose architectural designs which complement the historic structures. The extent of regulations within a local historic district are determined entirely by the local community and are different for each local historic district. Regulations within the local district's can be as extensive or as minimal as community desires.

Ms. Siergiej recognized that the establishment of a local historic district is sometimes controversial, particularly in rural areas since it does involve increased regulation of private property. The advantage of local historic districts is that, because they are community based, they allow the community complete flexibility in the creation, adjustment, and enforcement of the regulations while providing legitimate guidelines with which to protect a historic area.

If residents of Whately chose to establish a historic district, Whately Center was considered to be the most appropriate location, given the overall scale, density and character of the town center. Ideally the members of the historic district commission would consist of district residents, allowing maximum control over district protections and regulations by the residents themselves.

Overlay Zoning Districts accommodate uses that encourage preservation while meeting other town needs, including affordable housing. Larger homes in Whately Center could be preserved relatively intact (particularly their exteriors) if a district allowing the conversion of these structures to multi-family housing were allowed. This would also allow the town to increase the amount of affordable housing in Whately without greatly altering the character of the town or increasing the cost of town services related to new roads and utilities.

Preservation issues related to the town's scenic agricultural landscapes were also discussed. Ms. Siergiej explained that the recognition of scenic landscapes (sometimes referred to as cultural landscapes) as a historic resource is at a relatively early stage in terms of both initial evaluation as well as useful protection measures. Overlay Districts were viewed as a potential way to preserve certain landscape characteristics when development occurs. As an example, tobacco barns could possibly be adapted for housing or as garages in an affordable housing or industrial structure in which the new construction is designed to recognize the existing community character and surrounding agricultural landscape. Beyond the outright purchase of development rights, cluster zoning was described as one of the most workable means of preserving scenic resources related to the towns historic agricultural landscape. Cluster zoning follows the traditional building patterns associated with early farmsteads and town centers.

The question of what are the benefits of preserving the towns historic resources was discussed. One resident discussed the possibility of improving the town economy and increasing the tax base by focusing on cultural tourism. It was felt that by preserving Whately's scenic and historic resources the community had the potential to develop a low-key tourism industry based around such activities as biking, cross country skiing as well as visiting farms and maple syrup operations.

Finally, several residents discussed the benefits of increased regulations to protect community resources vs. maintaining the status quo of extensive individual property rights, with limited protection of the overall character of the town. It was generally agreed that reasonable increased regulation would result in a far greater degree of protection from which all town residents could benefit.

## APPENDIX B

### An Assessment of the Fiscal Impact of Proposed Zoning for Industrial Development

LandUse Incorporated  
November 26, 1990

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# *An Assessment of the Fiscal Impact of Proposed Zoning for Industrial Development*

## I. Introduction

### *Purposes of this report*

This report is submitted for consideration by the citizens of Whately. Its purpose is to provide information for their use as they evaluate the proposed zoning for industry in Whately. The report is submitted by a committee who -- at the request of the Planning Board -- worked between October 9 and November 5, 1990, to accomplish the following objectives based upon the best information they could pull together:

1. Estimate how many acres of land would need to be included in the proposed industrial district in order to achieve the Town's financial objectives; and
2. Compare the relative costs and revenues to the Town if those acres are not rezoned.

It is important to note that these are *quantitative*, "dollars and cents" considerations. The work of the committee was limited to projecting the impact of future zoning and land use scenarios on Town finances. This report does not address *qualitative* considerations that are also important aspects of Town decisionmaking.

It is also important to note that the Committee's projections are based upon the best assumptions that they could reach at this time with the information available. The report explains the assumptions that underlie the projections, so that as time passes and better information becomes available, the assumptions and the projections can be updated to provide an improved basis for decisions.

### *People who worked on the Committee*

The following individuals worked on the Committee:

#### Townpeople:

Byron Canney, former Selectman and former member of the Finance Committee

Virginia Allis, Town Clerk and former Town Treasurer

Barbara Schneider, member of the Board of Assessors

#### Assistants:

Bryan Nicholas, Lake Hitchcock Development Corporation

Robert Wagner, American Farmland Trust

Jeanne Armstrong, LandUse, Incorporated<sup>1</sup>

<sup>1</sup> Bryan Nicholas donated his time and knowledge of industrial development in Western Massachusetts. On behalf of the American Farmland Trust, Bob Wagner contributed his time and the results of the Trust's studies regarding tax revenues and service costs of alternative types of

## II. Assumptions and Findings

### A. Focus year: 2005

#### *Why 15 years*

The three scenarios are considered in terms of their respective impacts upon the Town's service costs and tax revenues in the year 2005. This 15 year time frame was selected because 15 years is a typical length of time it takes an industrial park to mature to where it has been subdivided, lots have been sold, and the first stage of construction has been completed. The experience of industrial parks throughout Massachusetts has been that by the fifteenth year the acres in the park have been subdivided and purchased, and each tenant or owner has constructed the initial phase of building(s). After the fifteenth year additional construction will take place over time as "infill" occurs: expansion of buildings or construction of new buildings until each parcel's full development capacity is reached.

#### *Estimates in annual terms*

Because the year 2005 was chosen as the representative "slice in time" for examining the impact of projected changes, all the Committee's assumptions and calculations were expressed in terms of *annual* costs and revenue.

#### *1990 dollars*

For the sake of clarity the costs and revenues of each scenario are estimated in "constant dollars", that is, dollar amounts stated in terms of current 1990 figures. Of course, inflation over 15 years will significantly change the actual number of dollars that flow back and forth, but it is assumed that since inflation will affect all dollar amounts about equally, the changes in cost and revenue calculations will cancel each other out.

### B. The Town's financial objectives for net tax revenue from the economic base by the year 2005

Given how little industrial and commercial base Whately has, the Committee assumed that future development in the proposed Industrial District would provide almost all of Whately's future economic base. In order to resolve Whately's financial dilemmas, net tax revenue from the new district will need to cover both the Town's major capital expenditures and the steady annual increase in general on-going service costs.

#### *Anticipated capital expenses*

Figure 1 lists the needed capital improvements that the Committee foresaw for Whately over the next 15 years.

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land uses. Jeanne Armstrong's consulting services to the Committee were paid for by part of a grant from the Executive Office of Communities and Development.

Figure 1: Estimated Capital Improvements:  
Years 1990 - 2005, in 1990 dollars

(Source: Byron Canney, confirmed by Committee)

<u>Item</u>	<u>Total Cost</u>	<u>State Reimb.</u>	<u>Cost to Whatley</u>
Elementary School	\$3,687,759	67%	\$1,261,960
Elementary School Land	175,000		175,000
New Regional High School	20,000,000	70%/20%	2,800,000
Ambulance	60,000		60,000
3 Highway Trucks @ \$60,000 each	180,000		180,000
1 Fire Truck	130,000		130,000
Rebuild Haydenville Road	1,500,000	65%	525,000
Rebuild Egypt Road	100,000		100,000
Rebuild 4 Bridges	1,000,000	65%	350,000
Addition to Town Hall	200,000		200,000
Backhoe for Highway Department	80,000		<u>80,000</u>
Estimated Total			\$5,961,960 or approx. \$6,000,000

*\$400,000 per year  
for capital improvements*

In their projections, the Committee assumed that part of the Town's revenue objectives for the new industrial district would be to pay the expenses and debts to be incurred for capital improvements. Believing that the Town would try to pay for capital improvements steadily over time, the Committee decided that a solid estimate for the *annual* cost of paying for capital expenses would result from dividing the estimated \$6 million dollars in capital expenses by 15, the number of years considered by their projections.

Thus, the projections assume that each year the Town seeks to gain \$400,000 in net revenue to pay for capital improvements.

*\$167,500 per year  
for increased general  
costs*

On average over recent years Whatley has seen a 10% annual increase in general expenses. In order to stabilize Town finances the Committee felt that these increased costs should be taken into account when setting fiscal objectives. Based on the 1990-1991 Town budget of approximately \$1,675,000, the Committee estimated \$167,500 (10% of the current budget) to be the Town's financial objective for net revenue from the industrial district to offset annual increases in general services.

Total annual objective for  
net revenue:  
\$567,500

Adding the estimated annual payments for capital improvements to the estimated yearly increase in general services equals the assumed net revenue desired from future development in the new industrial district.

\$400,000	Annual capital expenses
+ 167,500	Annual increase in general services
\$567,500	Objective for annual net revenue

### C. Projected Net Town Revenue Resulting from Industrial Development in the Proposed District in the Year 2005.

Figures 2 and 3 are worksheets that summarize the Committee's calculations regarding net revenue from industrial development. Having estimated the Town's financial objectives for net revenue from the proposed new district, the Committee worked to "fill in the numbers" for a basic formula to answer to question, "How many acres should be in the zoning district?"

Annual revenue desired from the zone  
÷ Annual average net revenue per acre in the zone  
= Approximate number of acres needed in the zone

*Assumption: high  
assessed value will be  
priority of Town*

In order to estimate how much tax revenue the Town will collect from future development, it is necessary to estimate what will be the assessed value of that future development. The Committee's projections assume that high quality design and construction (with resulting high assessed value) will be the priority of the Town, and that this priority will be reflected in the standards and requirements encoded in zoning provisions.

If the Town had a different #1 priority, for example creation of as many jobs as possible for Whately residents, then Town regulations and programs might well result in a different profile of desired development, which would lead to different assumptions about the net Town revenue to be gained from the new development.

*Assumption: numerous  
small to medium sized  
buildings*

Given the shape, physical characteristics, and multiple ownership of the proposed district, it is assumed that development will take place gradually in the form of a number of small to medium sized firms in buildings of -- for example -- 20,000 to 40,000 square feet.

*Assumption:  
20% building footprint  
within 15 years*

How much taxable developed space can be expected in 15 years? To help answer this question Bryan Nicholas surveyed industrial parks in Western Massachusetts which are comparable to the quality of site planning and development desired by Whately. On average, these examples also have proportions of unbuildable areas (for example, due to wetlands) that are comparable to the lands proposed for inclusion in the new industrial district.

The experience of these industrial parks has been that firms typically build in at least two phases. Expressed in terms of average percentage of the site that is devoted to different purposes, their experience has been:

	<u>First construction</u>	<u>Final buildout</u>
Building footprint <sup>2</sup>	17%	25%
Parking, access ways, etc.	<u>18%</u> 35%	<u>20%</u> 45%
Area left open, including unbuildable areas	65%	55%

The Committee considered these averages to be consistent with the intentions of the proposed zoning provisions as they relate to density of development, protection of the natural environment, and preservation of open space.

*Assumption:  
8700 square feet of  
developed space  
per acre*

Based upon this survey of industrial parks, the Committee's projections assume that by the year 2005, development will have created (on average) a building footprint of 20% of the acreage in the new industrial district. This assumes that all the parcels will have witnessed at least the first phase of development, and some of the earlier buildings will have been expanded. Multiplying the number of square feet in an acre (43,560) by 20% equals the estimated average building footprint per acre (8700).

Since modern industrial buildings tend to be single story, the Committee's projections assume that the building footprint equals the number of square feet of developed space.

*Assumption:  
average assessed value  
of buildings equals  
\$50 per sq. ft.*

Next it was necessary to estimate the average assessed value of the buildings to be constructed (and taxed).

The Committee decided that certain developments in neighboring Deerfield are similar to the quality of development that is envisioned for Whately's new district. The assessed value of these buildings serves as a good preliminary estimate of the value expected in Whately's proposed district.

<sup>2</sup> A building's "footprint" is the outline of its ground floor.

The American Farmland Trust generously shared the data on assessed value that they have collected as part of their study of the respective tax revenues and service costs of different land uses in Deerfield (one of a series of such studies in the Northeast). Comparing this data with Committee members' knowledge of local construction costs, it was decided to project an average \$50/sq. ft. assessed value.<sup>3</sup>

*Assumption:  
averaged assessed value  
of land equals  
\$54,200 per acre*

The second part of a development's assessed value relates to the value of the land. Based upon the American Farmland Trust's data regarding comparable industrial parcels in Deerfield, the Committee projected an average assessed land value of \$56,200 per acre.

*Assumption:  
average total assessed  
value per acre equals  
\$491,200*

Thus the Committee's projections are based upon a \$491,200 average assessed value per developed industrial acre (\$435,000 per acre in building value plus \$56,200 per acre in land value).

*Gross revenue  
per acre*

The gross tax revenue per acre of land in the district is projected by multiplying the average assessed value per acre by the tax rate. As of early November 1990 Whately's tax rate was \$9.97 per \$1,000 of assessed value, but it was expected that the rate will increase shortly. Thus, in order to cover the contingency of a higher tax rate by the end of 1990, the Committee projected tax revenues for both the current rate of \$9.97 and a rate of \$12. (*Note: A tax rate of \$12.15 is now proposed for FY 7/1/90 - 6/30/91.*)

Figure 2 shows the projections based upon a tax rate of \$9.97. At this rate the projected value per acre would yield a gross tax revenue of \$4,897 per acre.

Figure 3 shows projections based upon a tax rate of \$12. At this higher rate the projected value per acre would yield a gross tax revenue of \$5,894 per acre.

*Assumption:  
municipal service costs  
per acre for industry  
will be \$.25 for each  
tax dollar*

In order to project the *net revenue* that will result from future development, it is necessary to subtract expected expenses from the gross revenue of tax receipts. Currently, Whately has very limited industry in town, so it is not possible to project expenses based upon current local experience. Instead, the Committee relied upon the American Farmland Trust's (AFT's) preliminary analysis of Deerfield's experience, modified to fit Whately.

<sup>3</sup> For comparison, the average assessed value of Merrillat's building is \$40/sq.ft., and Channing L. Bete's is \$65/sq.ft.

In studies throughout the Northeast, AFT has found that providing services to commercial and industrial uses on average costs \$.30 of each tax dollars collected from those uses. Preliminary data from the Deerfield study indicate service costs higher than \$.30 per tax dollar. Commercial uses tend to cost more than industrial uses, and road maintenance is a significant part of the surveyed municipal service costs.

In Whately's case, it is anticipated that the State will continue to pay for the maintenance of Route 5, and landowners will maintain the on-site roadways.

It is also anticipated that new industry will not lead to an increased number of homes, with resulting increases in residential service costs. This assumption is based upon Whately's phased growth cap on residential construction, on the regional commuting pattern, and on the local cost of housing. For example, new industries in neighboring Hatfield report that hardly any employees live in Hatfield. Similarly, it is anticipated that employees of the new firms in Whately will commute in from Greenfield and from the surrounding Hilltowns.

The Committee decided to project municipal service costs at \$.25 for each dollar collected in taxes.<sup>4</sup>

*Net revenue per acre*

As shown in Figures 2 and 3, after subtracting \$.25 for each dollar of tax revenue for estimated municipal service costs, the projected average net revenue per acre in the new zone is \$3,673 for a \$9.97 tax rate or \$4,421 for a \$12.00 tax rate.

*Number of acres in zone  
needed to achieve  
annual financial  
objectives*

Dividing these net revenue figures per acre into the number of revenue dollars desired equals the approximate number of acres needed in the new industrial district.

$$\begin{aligned} & \text{Annual revenue desired from the zone} \\ & + \text{Annual average net revenue per acre in the zone} \\ & = \text{Approximate number of acres needed in the zone} \end{aligned}$$

Figure 2 shows that, based upon all these assumptions, the Town will achieve its financial objectives with a tax rate of \$9.97 if there are at least 155 acres in the zone.

Figure 3 shows that if the tax rate is \$12.00, the approximate minimum number of acres decreases to 128.

<sup>4</sup> Committee members felt that this might well be a high estimate, but they decided that it is best to overestimate expenses in order to be sure that the Town is not left with a shortfall.

Figure 2: Worksheet for Industry (Year 1990 Dollars, \$9.97 tax rate)

Bottom line formula		Preceding formulas and assumptions		Preceding formulas and assumptions
Revenue Desired from zone	\$400,000	Yearly debt load for		List of foreseeable capital expenses +15 yrs
		needed capital improvements		
		+		
	\$167,500	10% per year increase in Town's general expenses (FY90 budget \$1,675,000)		
	\$567,500			
divided by				
Average net revenue per acre in zone	\$3,673	Assessed value/developed industrial acre	\$491,200	Average 20% building footprint
		\$435,000/ac building		= 43,560 x .2, or 8700 s.f./acre
		\$56,200/ac land		x assessed value/sq.ft. (\$ 50)
		x tax rate	\$9.97/\$1000	plus land value
		equals gross revenue/acre	\$4,897	
		minus service costs/acre @ \$.25 per tax \$1 (based upon AFT's study of other towns, modified for Whately)	\$1,224	
equals				
Approx. # acres needed in zone	155			

Figure 3: Worksheet for Industry (Year 2005, 1990 Dollars, \$12.00 tax rate)

Bottom line formula		Preceding formulas and assumptions		Preceding formulas and assumptions
Revenue Desired from zone	\$400,000	Yearly debt load for needed capital improvements		List of foreseeable capital expenses divided by 15 years
		+		
	\$167,500	10% per year increase in Town's general expenses (FY90 budget \$1,675,000)		
	\$567,500			
divided by				
Average net revenue per acre in zone	\$4,421	Assessed value/developed industrial acre	\$491,200	Average 20% building footprint = 43,560 x .2, or 8700 s.f./acre
		\$435,000/ac building		x assessed value/sq.ft. (\$ 50)
		\$56,200/ac land		plus land value
		x tax rate	\$12/\$1000	
		equals gross revenue/acre	\$5,894	
		minus service costs/acre @ \$.25 per tax \$1	\$1,474	
		(based upon AFT's study of other towns, modified for Whately)		
equals				
Approx. # acres needed in zone	128			

#### D. Projected Tax Revenues and Service Costs in the Year 2005 if There is No Change in Zoning

*Assumption:  
current businesses  
continue, 5 new homes  
for total of 18 homes*

Current land uses in the area of the proposed industrial district include farming, houses, and two commercial uses (the General Store and LaSalle Florist). If the zoning for this area does not change, there still is likely to be change in land uses over time. The Committee assumed that the current (or comparable) commercial activities will still be active in 2005, but that some of the farming activity will have given over to the alternative land use allowed under current zoning: houses.

How many new homes should be anticipated in this area over the next 15 years? The Committee noted Whately's phased growth provision that caps the number of new residences permitted each year; depending on the bonuses allowed, the Town can expect only to issue building permits for about 12 or 13 homes in a year when the market is active. The Committee noted, too, that open fields within sight and sound of an interstate highway will be less attractive for residential development than will western sections of Whately. The Committee decided that a reasonable rate of residential development to expect in the area under study would be 1 new home every 3 years, or 5 new homes over the course of the next 15 years.

At present there are 13 homes in the study area; with the projected 5 additional homes there would be a total of 18 homes.

*Assessed values  
for projected land uses*

The assessed values for current land uses are:

The General Store	\$281,100	
LaSalle Florist	267,512	
Current homes (each)	102,000	(Average for 13)
Farmlands & undeveloped acres not in Chapter 61	6,005	(Average per acre; includes barns)

Based upon the current average assessed value for newly constructed homes<sup>5</sup>, it is assumed that the average assessed value for the projected new homes will be \$150,000.

*Municipal service costs  
for different land uses*

Based upon the American Farmland Trust's data regarding service costs and tax revenues for different land uses, and modifying those averages to reflect Whately's pattern of services, the Committee projected the relative services costs for commercial activities, farming, and undeveloped land:

<sup>5</sup> Source: Assessors

Commercial,  
farming,  
undeveloped land

Commercial activities      \$.30 per tax dollar  
Farming & undeveloped land      \$.15 per tax dollar

Homes

Figure 4 presents the Committee's procedure for estimating the average cost to the Town of serving a household.

Figure 4: Average Municipal Service Costs per Household  
1990

<u>Type of Services</u>	<u>Total Cost</u>	<u>% Attributable to Residential property</u>	<u>Residential Service Costs</u>
School Costs	\$914,913	100%	\$914,913
Non-School Costs	790,912	75% <sup>6</sup>	593,184
			<u>\$1,508,097</u>
		# households in current street list	<u>÷ 565</u>
		Average annual service cost per household	\$2,669

Projected net  
revenue if no  
change in zoning

Based upon these assumptions, the Committee projectioned the Town's net tax revenue from the study area in the year 2005 if no change in zoning occurs. Figure 5 assumes a \$9.97 tax rate, and Figure 6 assumes a \$12 tax rate.

Figure 5: Net Municipal Revenue if No Zone Change,  
Year 2005, 1990 Dollars, \$9.97 Tax Rate

<u>Land Use</u>	<u>Valuation</u>	<u>Tax Paid</u>	<u>Service Cost</u>	<u>Net Revenue</u>
General Store	\$281,100	\$2,803	\$841	\$1,962
LaSalle Florist	267,512	2,667	800	1,867
Farmland, some in Chapt 61	295,100	2,942	410	2,532
Farmland not 61, & undevel	177,268 <sup>7</sup>	1,767	265	1,502
13 current homes	1,326,000	13,220	34,697	--21,477
5 additional homes	<u>750,000</u>	<u>7,478</u>	<u>13,345</u>	<u>--5,868</u>
Totals	\$3,096,980	\$30,877	\$50,358	--\$19,481

<sup>6</sup> Residential proportion of total valuation.

<sup>7</sup> Assumes 5 acres from this category have been developed as the 5 additional houses.

Figure 6: Net Municipal Revenue if No Zone Change,  
Year 2005, 1990 Dollars, \$12.00 Tax Rate

<u>Land Use</u>	<u>Valuation</u>	<u>Tax Paid</u>	<u>Service Cost</u>	<u>Net Revenue</u>
General Store	\$281,100	\$3,373	\$1,012	\$2,361
LaSalle Florist	267,512	3,210	963	2,247
Farmland, some in Chapt 61	295,100	2,942	441	2,501
Farmland not 61, & undevel	177,268 <sup>8</sup>	2,127	319	1,808
13 current homes	1,326,000	15,912	34,697	--18,785
5 additional homes	<u>750,000</u>	<u>9,000</u>	<u>13,345</u>	<u>--4,345</u>
Totals	\$3,096,980	\$36,565	\$50,777	--\$14,213

### III. Conclusions and Observations

Based upon their deliberations and assessment, the Committee submits to the citizens of Whately the following conclusions and observations:

- A. Over time industrial development can generate net revenue for the Town, but this will happen slowly.
- B. Based upon the listed assumptions, approximately 155 rezoned acres would meet the fiscal objective of \$567,500 annual net revenue by the year 2005.
- C. If the Town's tax rate increases to \$12, but all other assumptions remain the same, approximately 128 rezoned acres would meet this fiscal objective by the year 2005.
- D. These projections depend upon industrial development that is of high value design and construction, which would produce an averaged assessed value of \$50 per square foot.
- E. The new zoning provisions and other regulations must set the stage for high value development in order for the Town's fiscal objectives to be attained.
- F. Industrial development would take place slowly. Even with the proposed industrial district, the Town's tax rate will continue to climb due to foreseeable costs before net revenue from industrial development would stabilize Town finances.
- G. Keeping the area's zoning the same as it is does not mean that the area's land uses will stay the same. Active investment of public monies to purchase development rights would be necessary to retain the area as it is.

<sup>8</sup> Assumes 5 acres from this category have been developed as the 5 additional houses.

## **APPENDIX C**

# **TOWN OF WHATELY, MASSACHUSETTS COMPREHENSIVE, COMMUNITY-WIDE SURVEY OF CULTURAL RESOURCES**

## **FINAL REPORT**

**JULY 1993**

The Town of Whately Comprehensive Community-wide Inventory of Historic Resources has been financed utilizing both federal funds and a local match. Federal funds were provided by the National Park Service, U.S. Department of the Interior through the Massachusetts Historical Commission, Secretary of State Michael Joseph Connolly, Chairman. The local match was comprised of contributions including a grant from the Whately Cultural Council; donations from the Whately Historical Society, Whately Grange and Whately Lionesses and appropriations by the Town of Whately.

The contents and opinions do not necessarily reflect the view or policies of the Department of the Interior, the Massachusetts Historical Commission or any other donor nor does the mention of trade names or commercial products constitute endorsement or recommendation by the Department of the Interior or the Massachusetts Historical Commission.

## METHODOLOGY STATEMENT

The purposes of the Whately Survey and Planning Project were to conduct a comprehensive, community-wide survey of historic resources necessary to initiate preservation planning and to provide data and documentation to be integrated with the on-going development of a town master plan. Objectives of the survey were:

1. To conduct a comprehensive survey of the cultural resources of Whately using Massachusetts Historical Commission (MHC) survey methodology and inventory forms;
2. To write a brief narrative history of Whately relating the surveyed cultural resources to significant themes of historical and architectural development;
3. To apply National Register criteria to all resources identified in the survey;
4. To submit to MHC a list of individual properties and/or districts that are recommended for nomination to the National Register of Historic Places.

### Survey Procedures

The survey considered the full range of cultural resources in terms of property type, architectural forms and style throughout the town and all periods of historical development from the first colonial European presence to c. 1945. Both representative and outstanding examples of building forms, types and styles will have been included. Areas, buildings objects, sites, burial grounds, structures and parks/landscapes that are architecturally and

historically significant in the history and development of Whately have been identified and related to the historic patterns of land use, economic development, social and demographic history and events of the community. MHC's Reconnaissance Survey Town Report: Whately and regional report Historic and Archaeological Resources of the Connecticut Valley provided the preliminary framework for analysis of the resources. The survey forms and narrative history expanded on the basis to relate inventoried properties to significant themes in the historical development of Whately.

The criteria for selection consist of properties that are culturally significant and retain a sufficient degree of physical and architectural integrity to be accurately representative of their time and type. Generally, only minor alterations will be considered acceptable for post 1900 structures. More alterations will be considered acceptable on older buildings. Exceptions were made for properties considered to have inordinately important historical or cultural significant to the community.

## EXISTING DOCUMENTATION

Few completed inventory forms existed for the Town of Whately. Eight area forms identifying significant landscapes associated with tobacco production between the years 1970 and 1983, all but one including historic buildings, were completed in 1984 by the University of Massachusetts as part of its study, The Impact of the Decline in Tobacco Production on Cultural resources in the Connecticut Valley. Completed at the same time and also on file are

one building forms, documenting tobacco sorting shop, and five historic archaeologic site forms, recording sites associated with Whately's pottery industry. the Massachusetts Historic Bridge Inventory includes only one structure in Whately, the bridge (currently out of service) at Williamsburg Road over West Brook in West Whately.

Local efforts had produced no completed inventory forms. Some research had been conducted and photographs had been taken. "House and Business List, 1971" by Gertrude C. Bardwell provided a chain of title for properties identified by name of the then-current owner and assigned a date of construction which was used to record the property's location on a companion town map. Another document, "Houses 1700-1800" by Georgeann DuFault, basically examined the same properties and furnished the same information with the addition of a photograph.

A Predictive Model for the Protection of Historic and Scenic Assets in Rural Areas: a case Study of Franklin County, Massachusetts by J.R. Mullin Associates, completed in 1980, listed 143 potentially significant properties in the town of Whately. This number is approximated the amount of inventory forms projected to be completed in the project, the number of properties initially identified during reconnaissance survey and the number of properties researched in the above-mentioned, local documents.

## SURVEY ORGANIZATIONS

The Reconnaissance survey of Whately also revealed that few if any industrial structures remain. Preparation of Historic Archaeologic Site Form D's was considered for mill sites. MHC staff has decided that inventory efforts at this time should concentrate on above-ground resources. Sites will be referenced should they occur in areas documented on Form A's. Local interest in persevering and protecting mill sites provides potential of organizing a volunteer efforts to document such archaeological resources under the tutelage and supervision of MHC staff archaeologists.

Clusters of settlement remain in the historical villages of Whately Center, East Whately and West Whately. Whately Center (Chestnut Plain Road between Christian Lane and Claverack Road and lower Haydenville Road) consists of approximately 34 properties, mostly farmhouses many with associated barns and outbuildings including 6 tobacco barns. Also included in Center Village are Whately Center Cemetery, Center School and the Pound. Dates of construction range from the late eighteenth to the early twentieth century. Most properties date from the first half of the nineteenth century.

West Whately (Williamsburg Road, Conway Road, Poplar Hill Road and Webber Road) once included several mills no longer extant. The 17 historic properties to be inventoried in the area date from the late eighteenth to mid-nineteenth century and consist of residences, mostly farms with outbuildings, a school, a late nineteenth-century church and 7 tobacco barns.

East Whately (Christian lane and the area around its intersection with Long Plain Road to its intersection with River Road) consists of approximately 8 historic properties: residences, most with associated barns and outbuildings, including 19 tobacco barns. Also part of East Whately Village and East Whately Cemetery and East Whately School. Houses on the lower end of Christian lane are somewhat older, attributed to the late eighteenth century. Those on Long Plain Road date mostly from the mid nineteenth century.

Other sections of East Whately were problematical for the survey process. Individual farmsteads are difficult to visually separate. Holdings appear to have been subdivided with frontage along River Road sold for residential development during the last several decades. Tobacco barns stand both interspersed with farmhouses and other residences and isolated in distant fields not easily associated with a particular farmstead. These parts of east Whately were documented on Area Forms combining descriptions of land use with an account of the various types of buildings present, including barns and other agricultural structures. Area forms were substantiated with individual forms as appropriate. These areas include the Straits and Canterbury.

Other areas were similarly defined along State Road (Routes 5 and 10), where clusters of buildings associated with early modern period auto culture remain; on northern Long Plain Road where commercial greenhouses and agricultural structures are grouped. Each historical area was represented with an area form substantiated with individual forms for the identified, significant properties. Significant properties documented on individual building forms also exist along nearly all other roads in outlying areas.

Numbers of street addresses in the Town of Whately were in the process of being reassigned during the survey project. New street numbers were utilized on inventory forms. Completed survey forms include a photograph, sketch map, descriptive data on material, style and setting, statements of architectural and historical significance, with bibliography of references. National Register criteria were applied to all properties with eligibility statements prepared for those assessed to meet NR standards.

All phases of the survey followed MHC "Guidelines for Historic Properties Surveys." Phase I consisted of a review of existing documentation, bibliographic sources and completion of a windshield survey to identify the distribution and association of resources. In each phase of the project, meetings were held with the supervisory committee for the sample forms required in Phase II of the project. Consultation with MHC staff helped determine appropriate documentation techniques for the types of holdings that exist in Whately.

Agricultural properties in particular have proven to be problematical in other inventory efforts and were a recognized issue in this project. Special attention was paid to the four properties which have been awarded agricultural preservation restrictions by the Commonwealth of Massachusetts to note if preservation restrictions on the buildings would also be appropriate.

The base map and working map were selected in conjunction with the Geographic Information System (GIS) being used in the master plan process. The map is based on the U.S. Geological Survey map of Whately with elevation lines removed. Water bodies, cemeteries and mountains are denoted as are most structures including barns. Additional

outbuildings of individual complexes were denoted on sketch map prepared for individual survey forms. All inventoried properties were plotted on the base map identified by numbers which were correspondingly included in the index of historic resources. The latter list consists of all properties alphabetically arranged by street, and includes the inventory number, historic name if applicable, and address.

A narrative developmental history of the Town of Whately, referencing resources by inventory number places the historic properties in context. A final bibliography and this methodology statement, clarifying how procedural decisions were made, is included in the completion report.

## **DOCUMENTARY SOURCES**

The attached bibliography identifies the general documentary sources for the survey. General sources and local histories will provide the historical, economic and social context. Whately suffers from a relative dearth of detailed mapping in the late nineteenth and early twentieth century. Walker's 1893 map shows roads, railroads, villages, post offices, hills and cemeteries, but does not denote buildings. No Sanborn Fire Insurance Maps or Bird's Eye Views were located for the town.

## SURVEY DOCUMENTATION

Whately Maps in conjunction with local title research efforts documenting chain of ownership combined with genealogical information available in local histories were the principal sources for historical significance of specific properties. As a comprehensive, broad-based survey, time did not allow for verification of deed research, but inconsistencies with maps and visual inspections have been noted. Accessibility to assessors' records limited to two evening hours per week made their utilization highly impractical. Only six town directories, dating between 1090 and 1918, beyond the period of significance of most properties to be surveyed, were located and, therefore, were of limited utility. Vital records for the Town of Whately have not been published. Visual and architectural documentation were prepared based on field assessments and notes.

**List Of Recommendations For Nomination  
To The National Register Of Historic Places**

**Areas:**

Whately Center including Christian Lane to State Road

West Whately

**Individual Properties:**

62 Christian Lane

23 Mount Esther Road

157-159 West Brook Road

28 Popular Hill Road

188 Haydenville Road

207 Chestnut Plain Road

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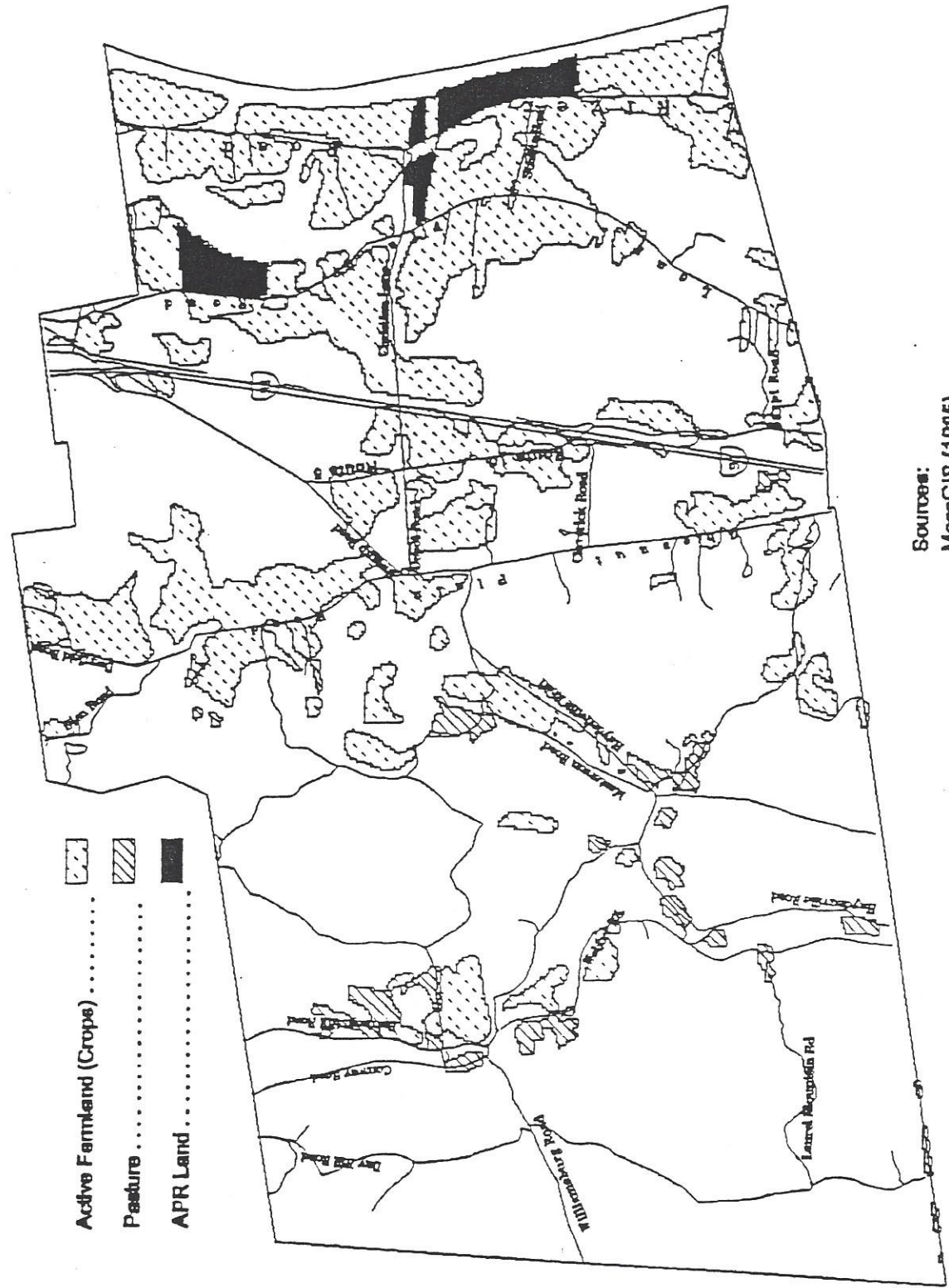
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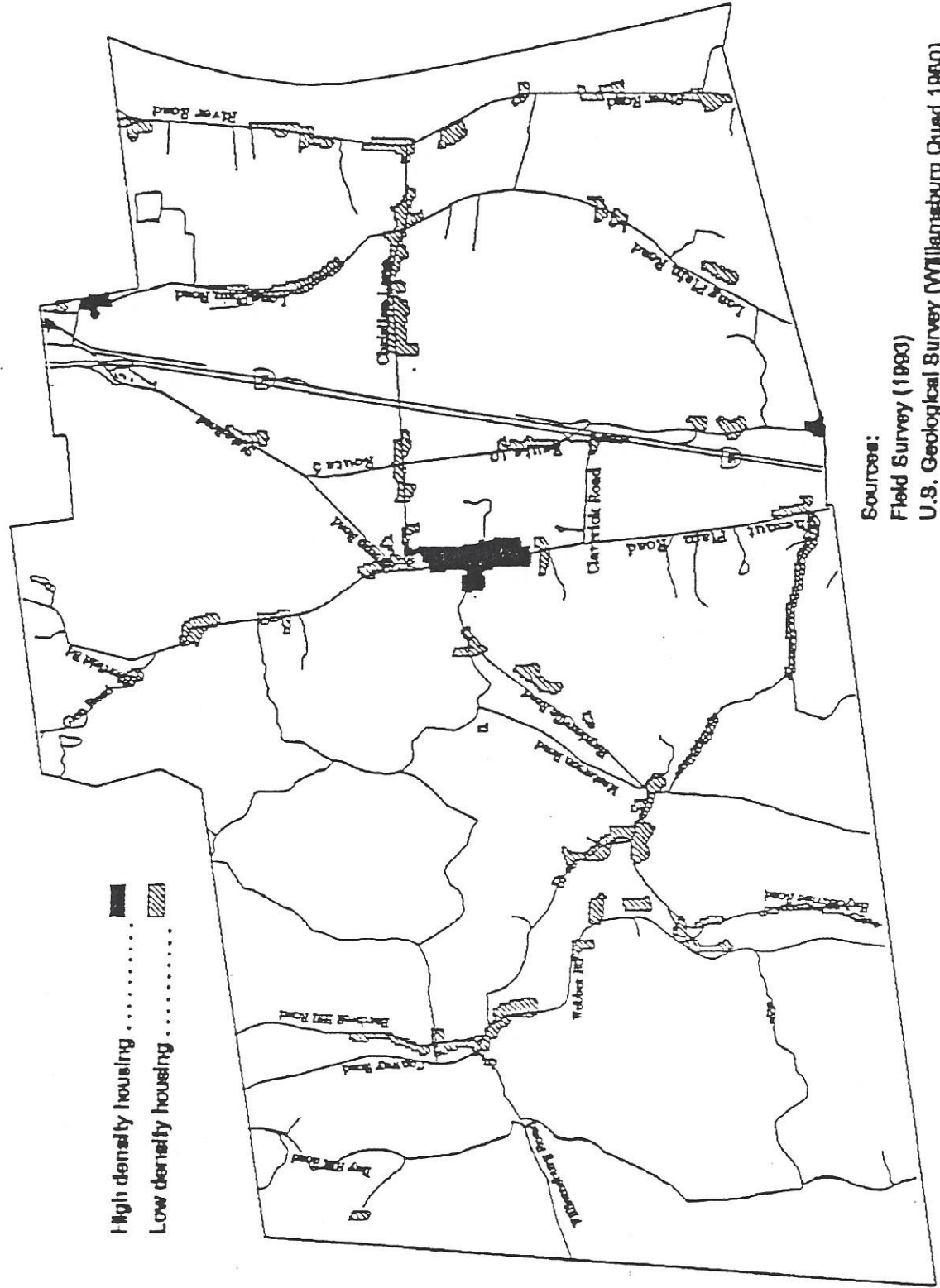
# AGRICULTURAL (ACTIVE FARMLAND)



- Active Farmland (Crops) .....
- Pasture .....
- APR Land .....

Sources:  
 MassGIS (1985)  
 U.S. Geological Survey (Williamsburg Quad 1990)

# HOUSING

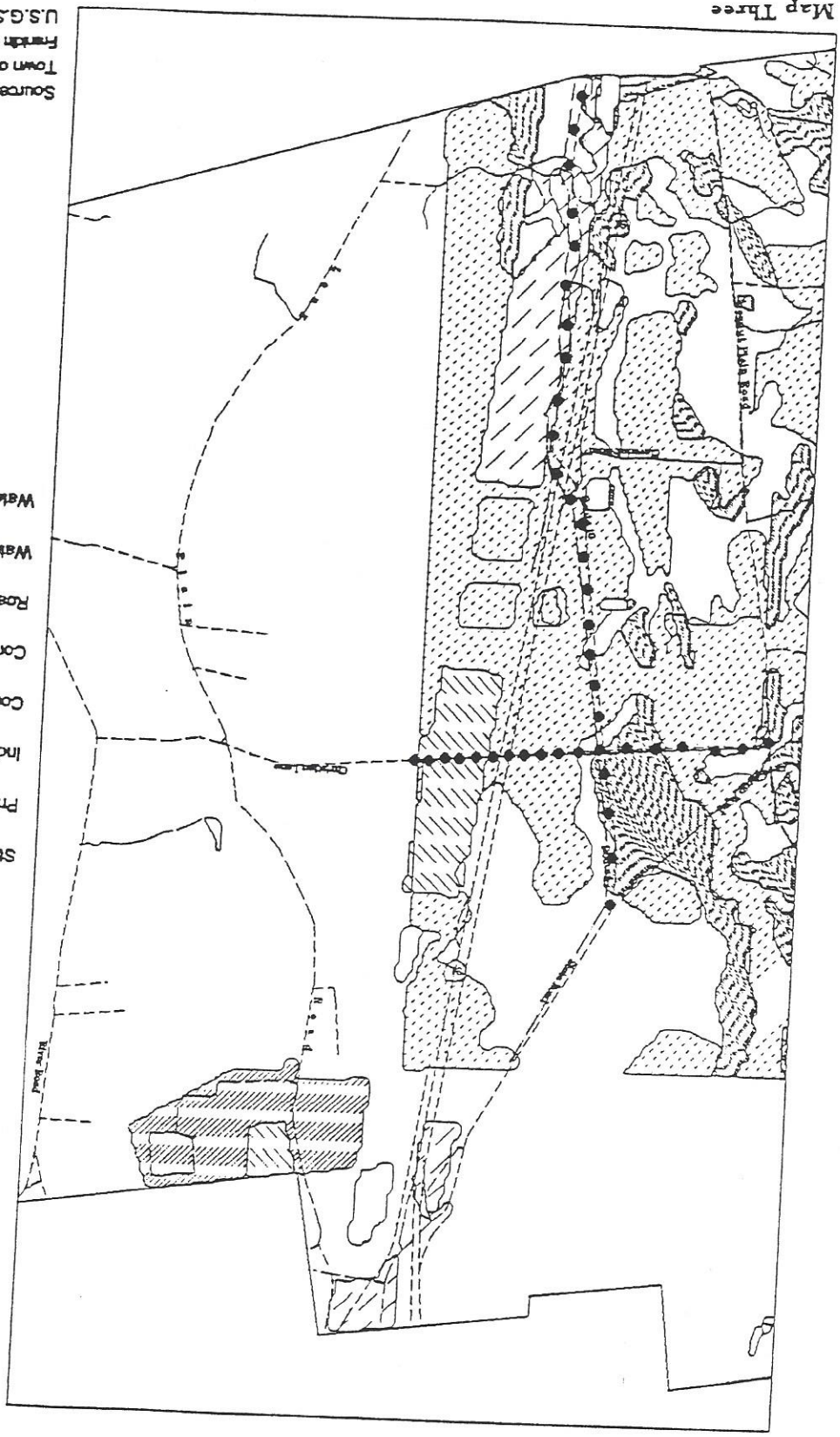


Sources:  
 Field Survey (1983)  
 U.S. Geological Survey (Williamsburg Quad 1980)

Sources:  
 Town of Whately (1989)  
 Franklin County Planning Commission (1985)  
 U.S.G.S. (Williamburg Quad 1990)

Map Three

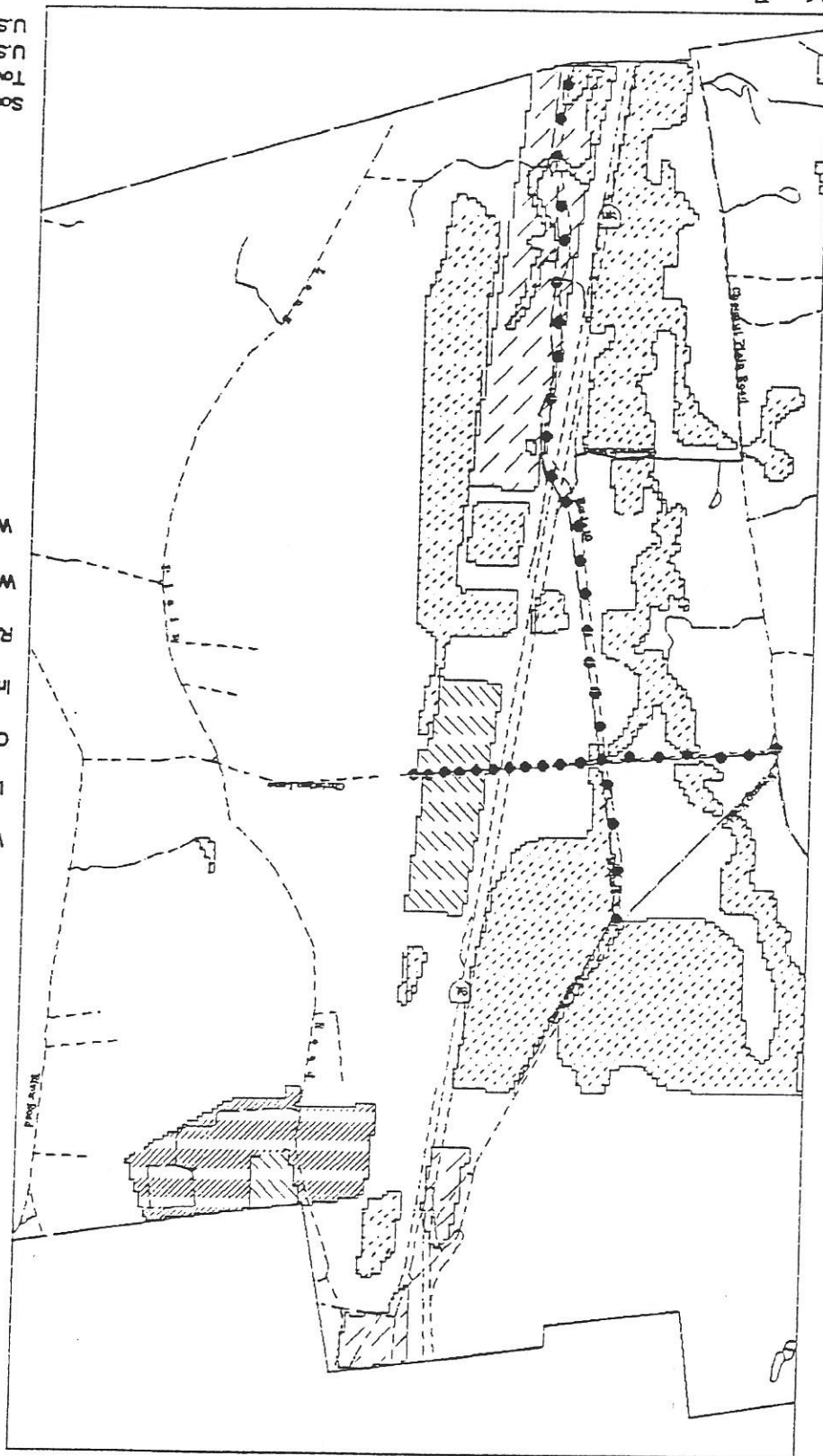
- Statewide significance agric. land ..
- Prime agricultural land ..
- Industrial ..
- Commercial-Industrial ..
- Commercial ..
- Road ..
- Water line ..
- Water and gas lines ..



INDUSTRIAL  
 AGRICULTURAL FOCUS  
 ROUTE 5/10 AREA ENLARGED

Sources:  
 Town of Whiteley (1980)  
 U.S. Fish and Wildlife Service (1980)  
 U.S.G.S. (Williamsburg Quad 1990)

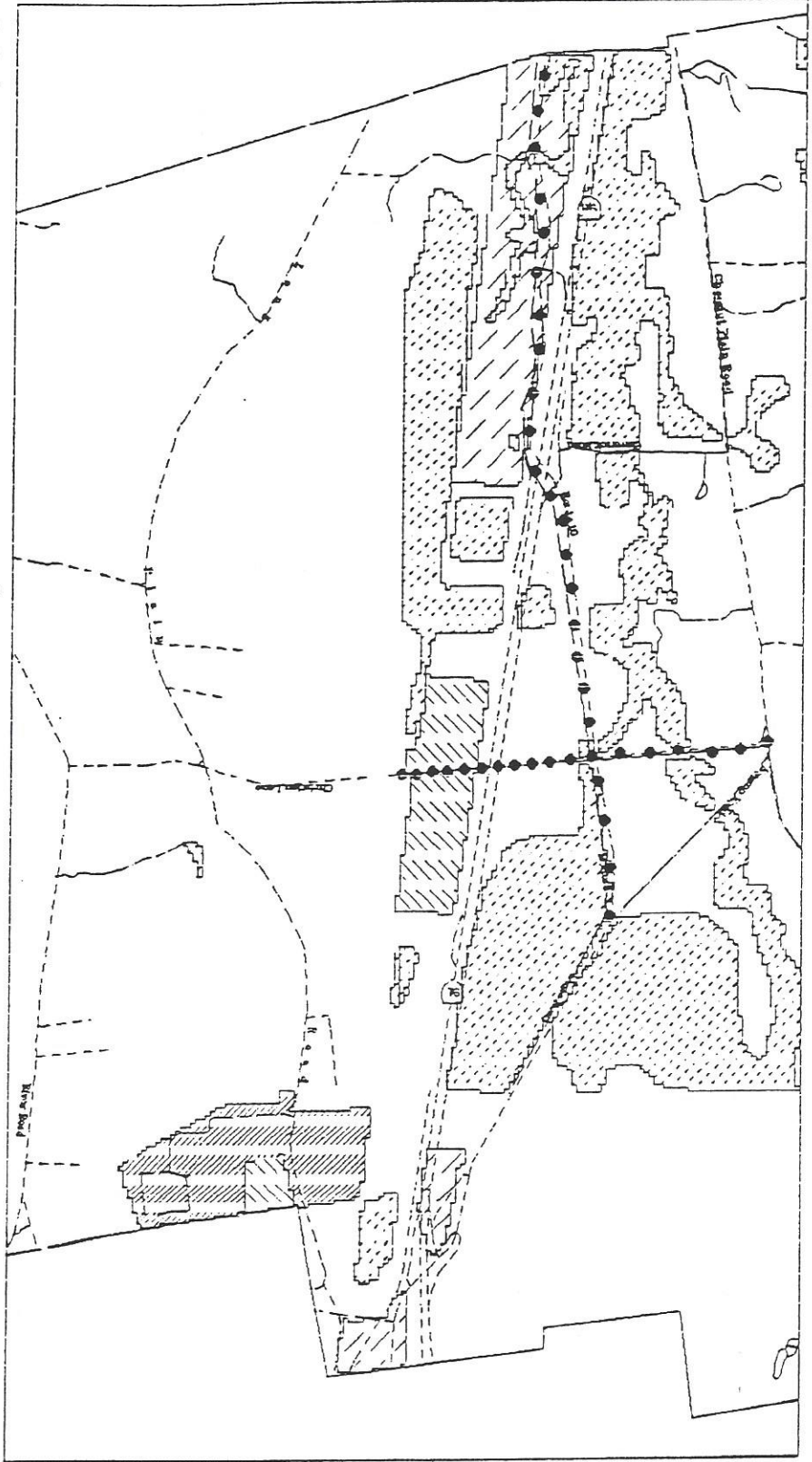
- Wetlands .....
- Industrial .....
- Commercial .....
- Industrial-Commercial .....
- Road .....
- Water line .....
- Water and gas lines .....



INDUSTRIAL  
 WETLANDS FOCUS  
 ROUTE 5/10 AREA ENLARGED

Sources:  
 Town of Whately (1980)  
 U.S. Fish and Wildlife Service (1980)  
 U.S.G.S. (Williamsburg Quad 1990)

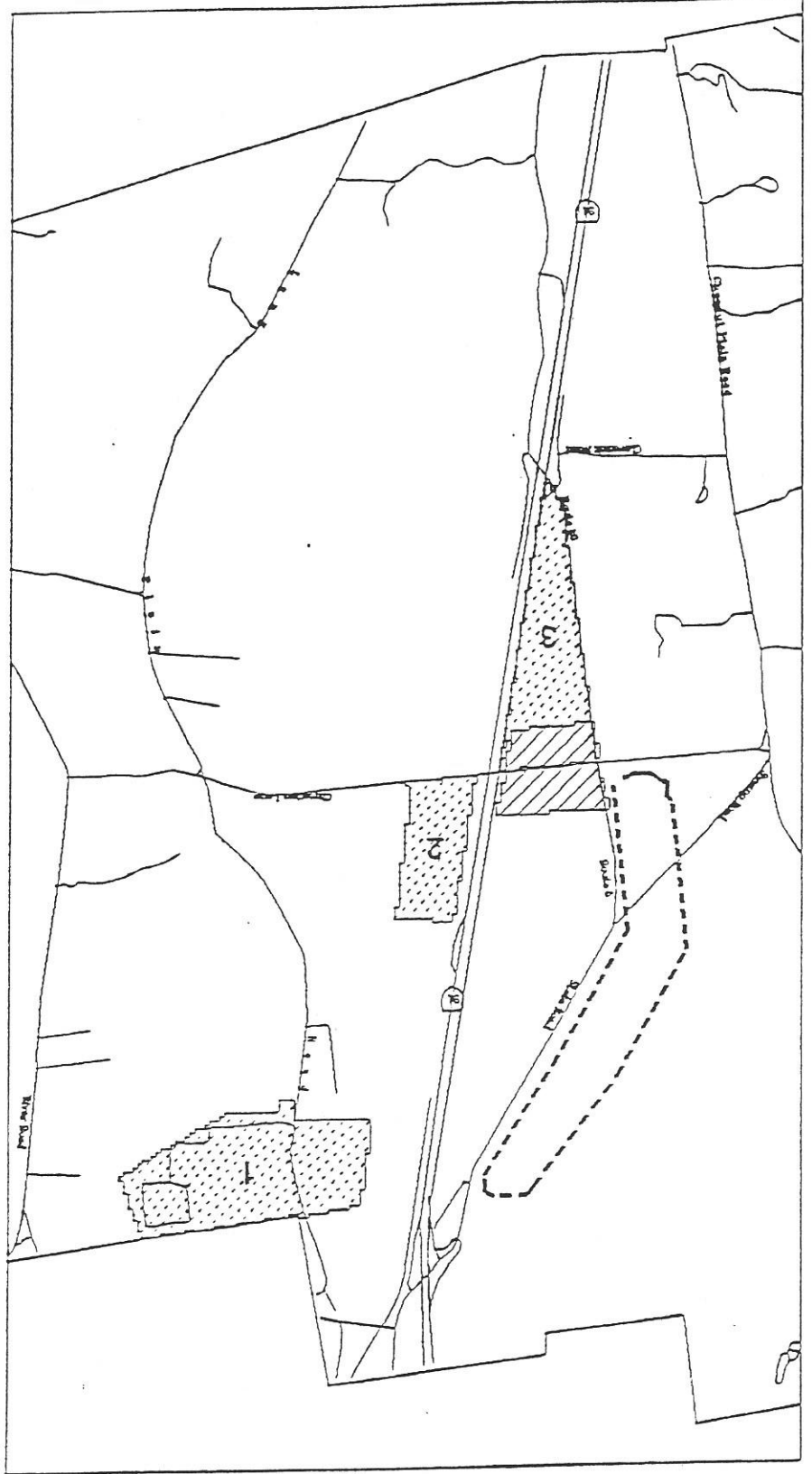
- Wetlands
- Industrial
- Commercial
- Industrial-Commercial
- Road
- Water line
- Water and gas lines



INDUSTRIAL  
 WETLANDS FOCUS  
 ROUTE 5/10 AREA ENLARGED

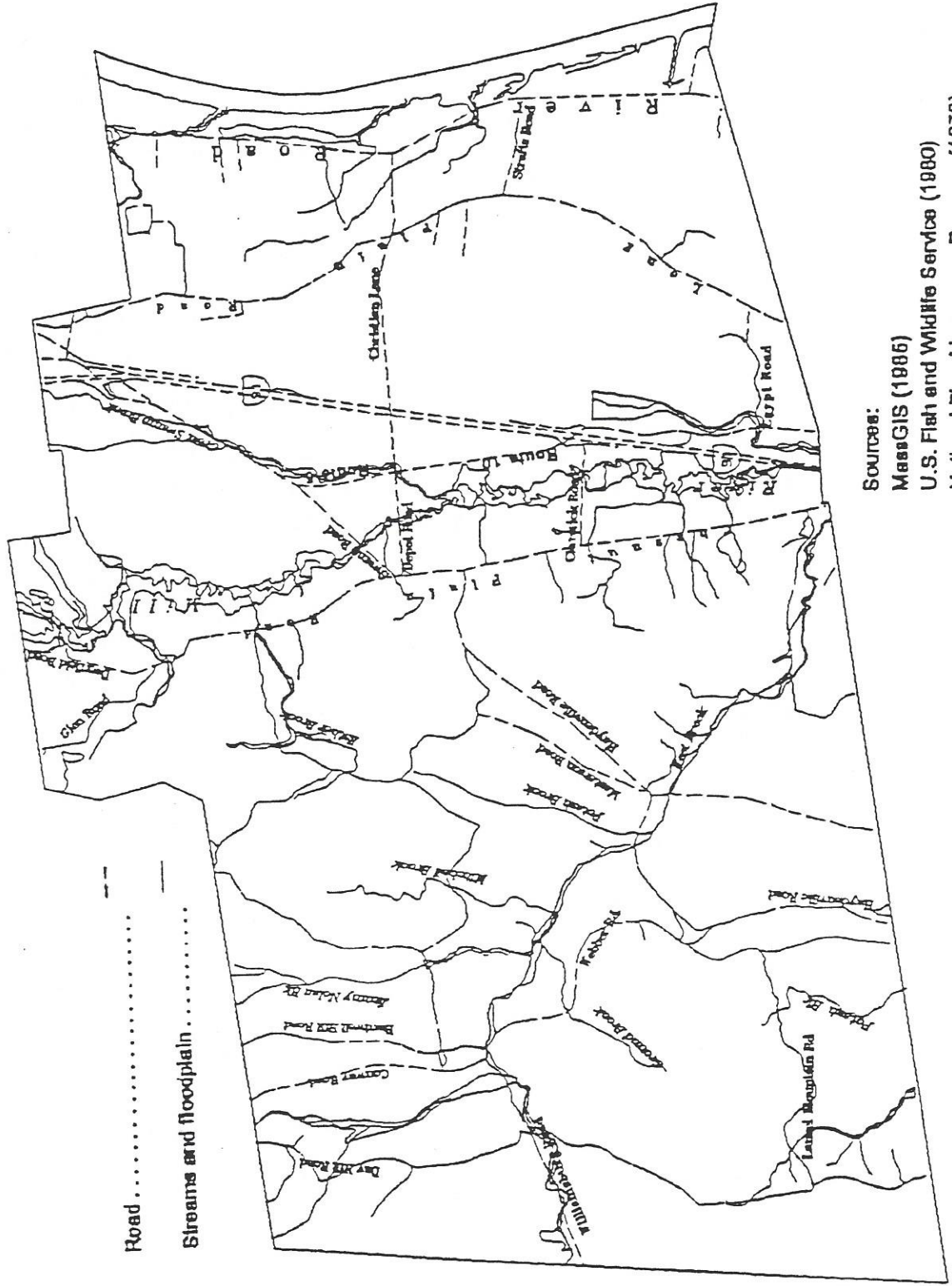
# INDUSTRIAL SUITABILITY ROUTE 5/10 AREA ENLARGED

- Light industrial development .....
- 1. First priority
- 2. Second priority
- 3. Third priority
- Town commercial center .....
- Elites path .....



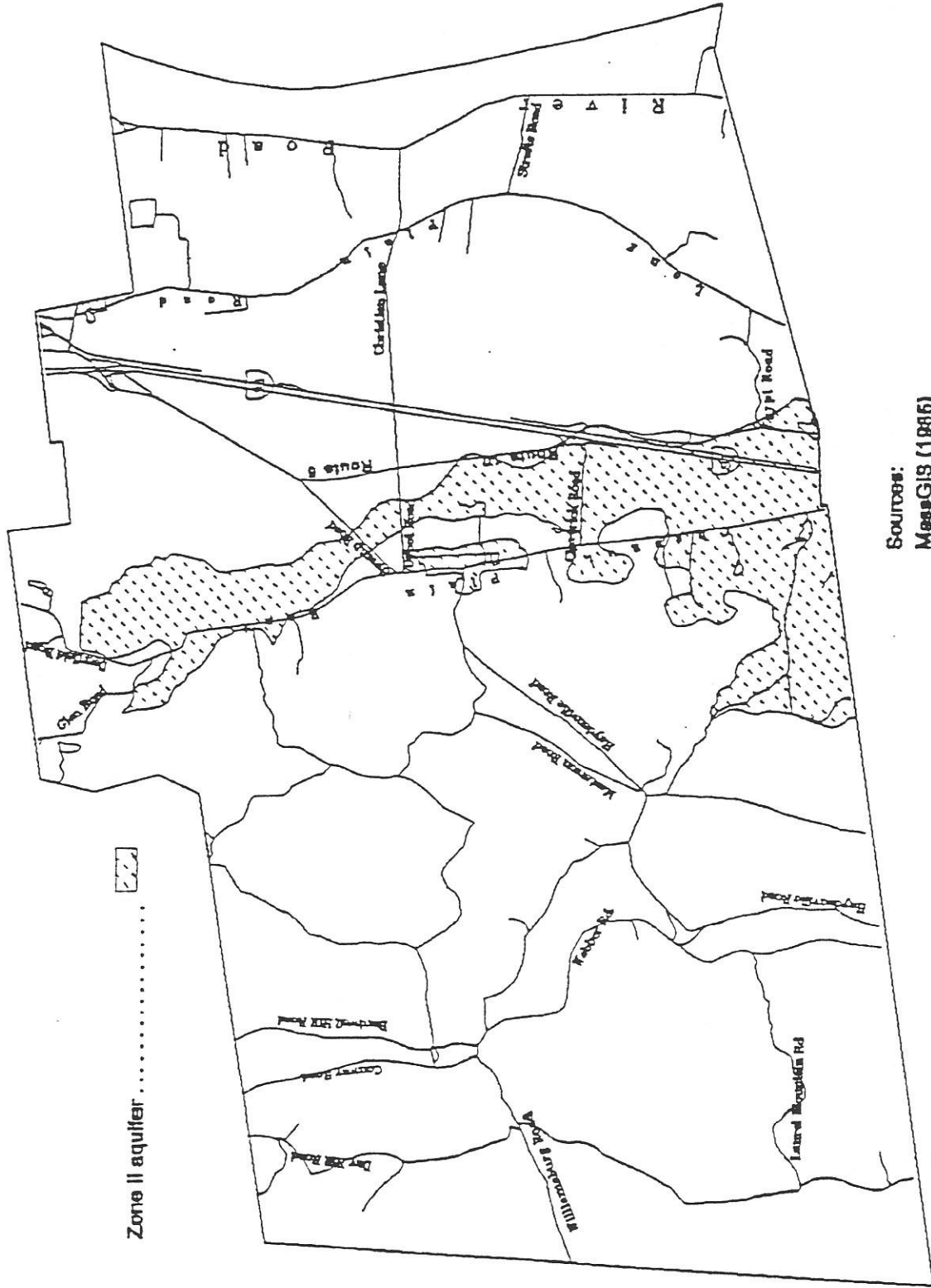
Source:  
U.S.G.S. (Williamsburg Quad 1890)

# NATURAL RESOURCES (STREAMS AND FLOODPLAIN)



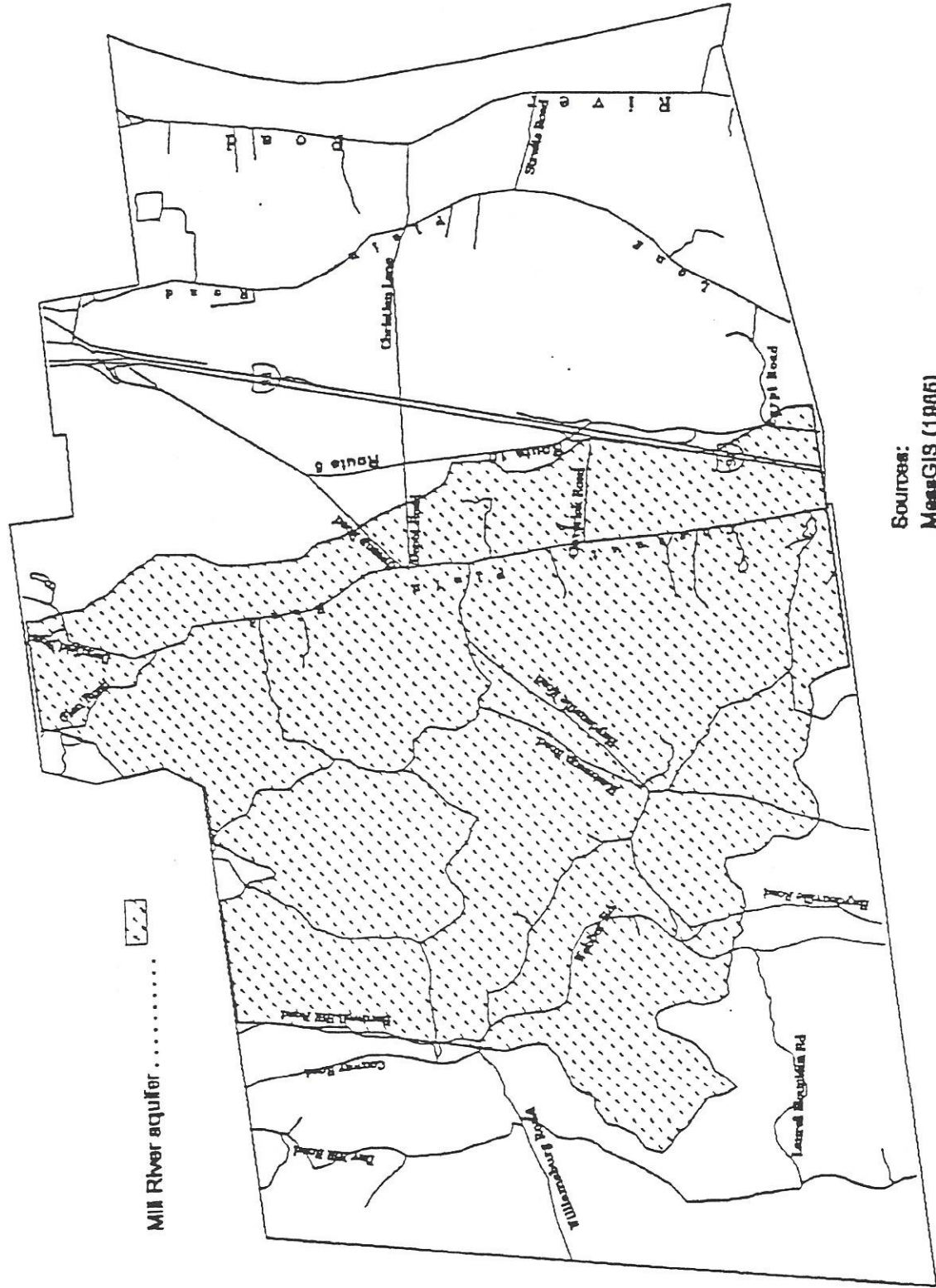
Sources:  
 MassGIS (1986)  
 U.S. Fish and Wildlife Service (1980)  
 National Flood Insurance Program (1978)  
 U.S. Geological Survey (Williamsburg Quad 1980)

# NATURAL RESOURCES (ZONE II AQUIFER)



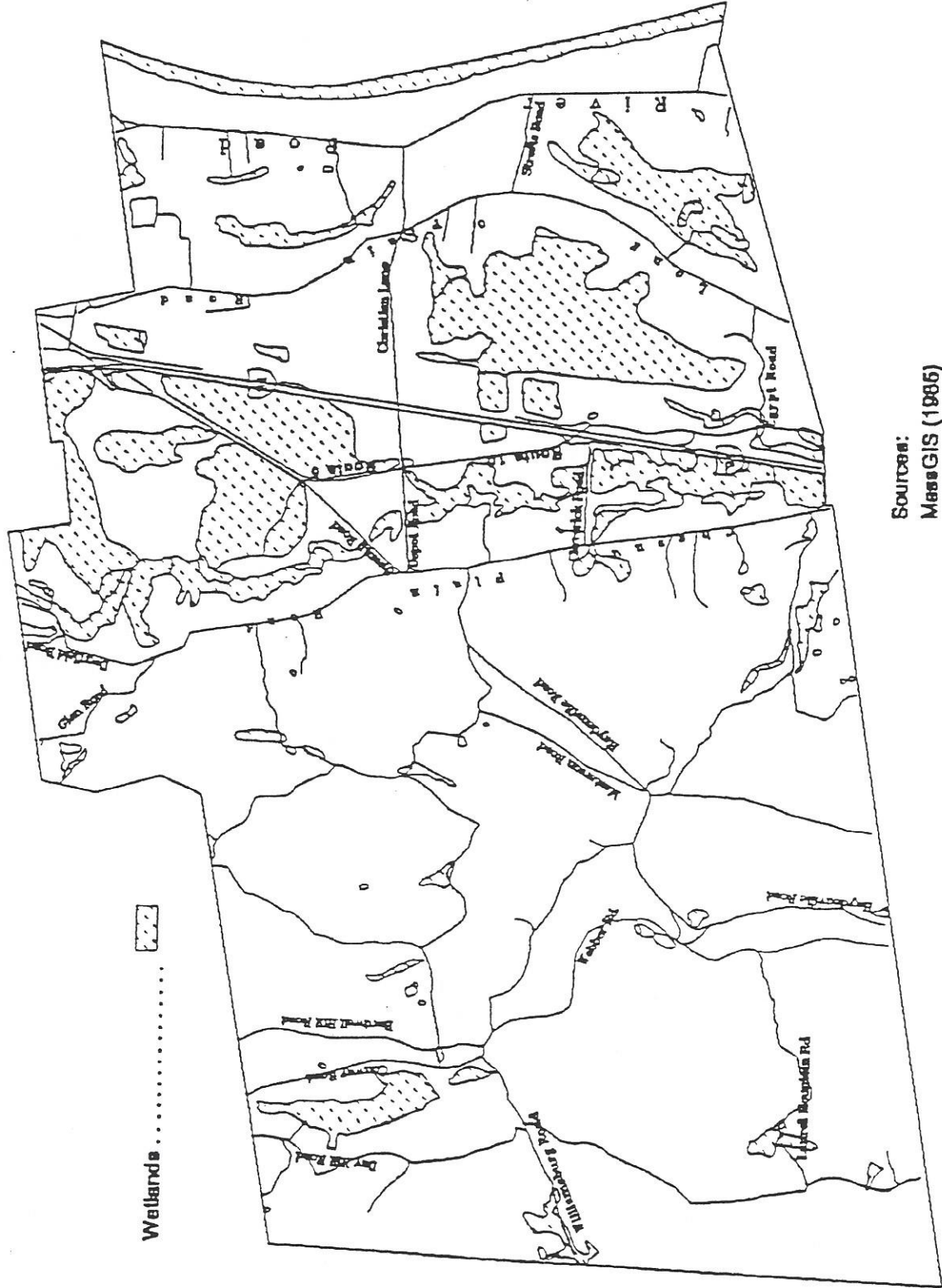
Sources:  
 MassGIS (1986)  
 Pioneer Valley Planning Commission (1992)  
 U.S. Geological Survey (Williamsburg Quad 1990)

# NATURAL RESOURCES (MILL RIVER AQUIFER)



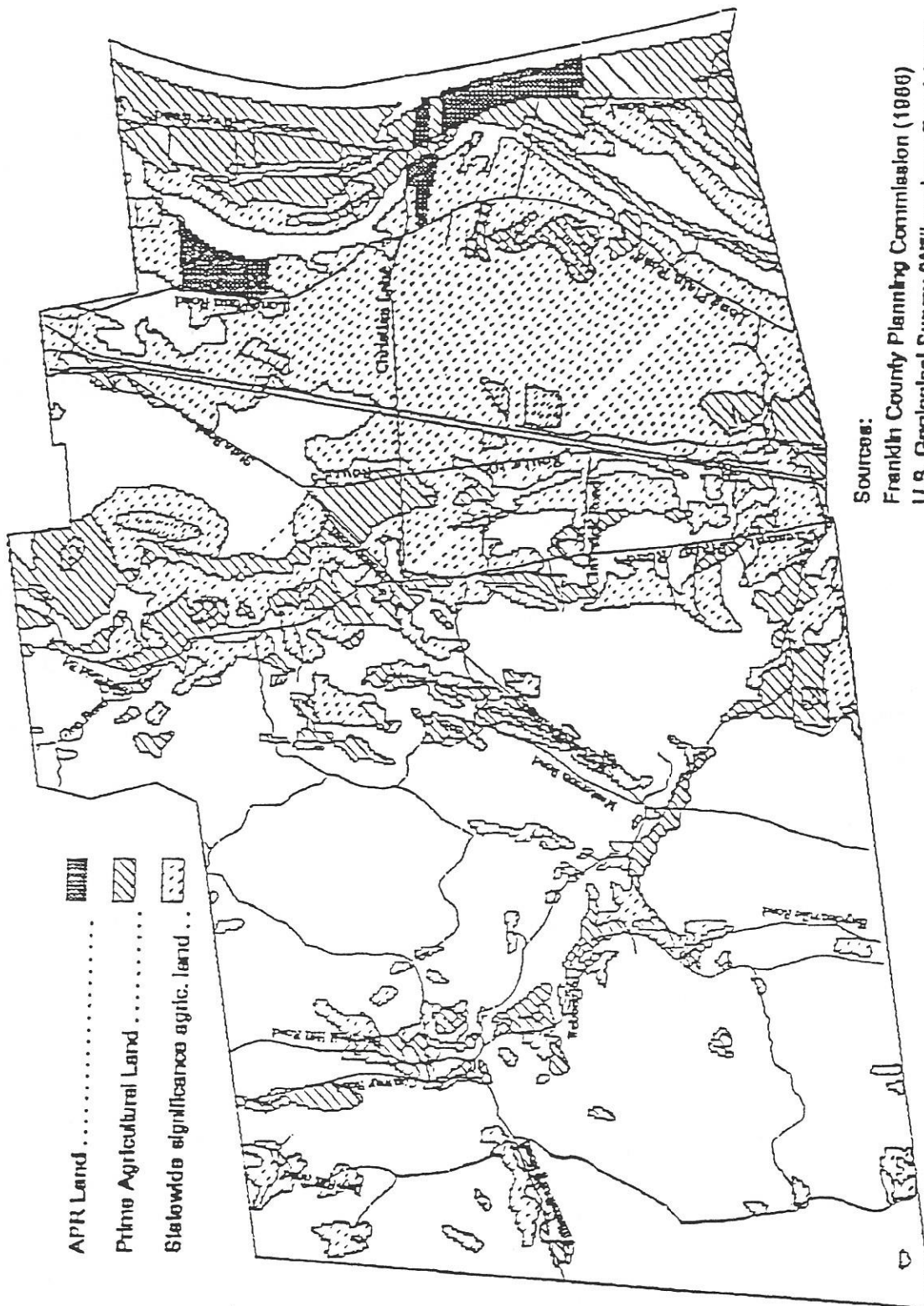
Sources:  
 MassGIS (1986)  
 Pioneer Valley Planning Commission (1992)  
 U.S. Geological Survey (Williamsburg Quad 1980)

# NATURAL RESOURCES (WETLANDS)



Sources:  
 MassGIS (1986)  
 Pioneer Valley Planning Commission (1992)  
 U.S. Geological Survey (Williamsburg Quad 1990)

## AGRICULTURAL (SOILS)



**Sources:**

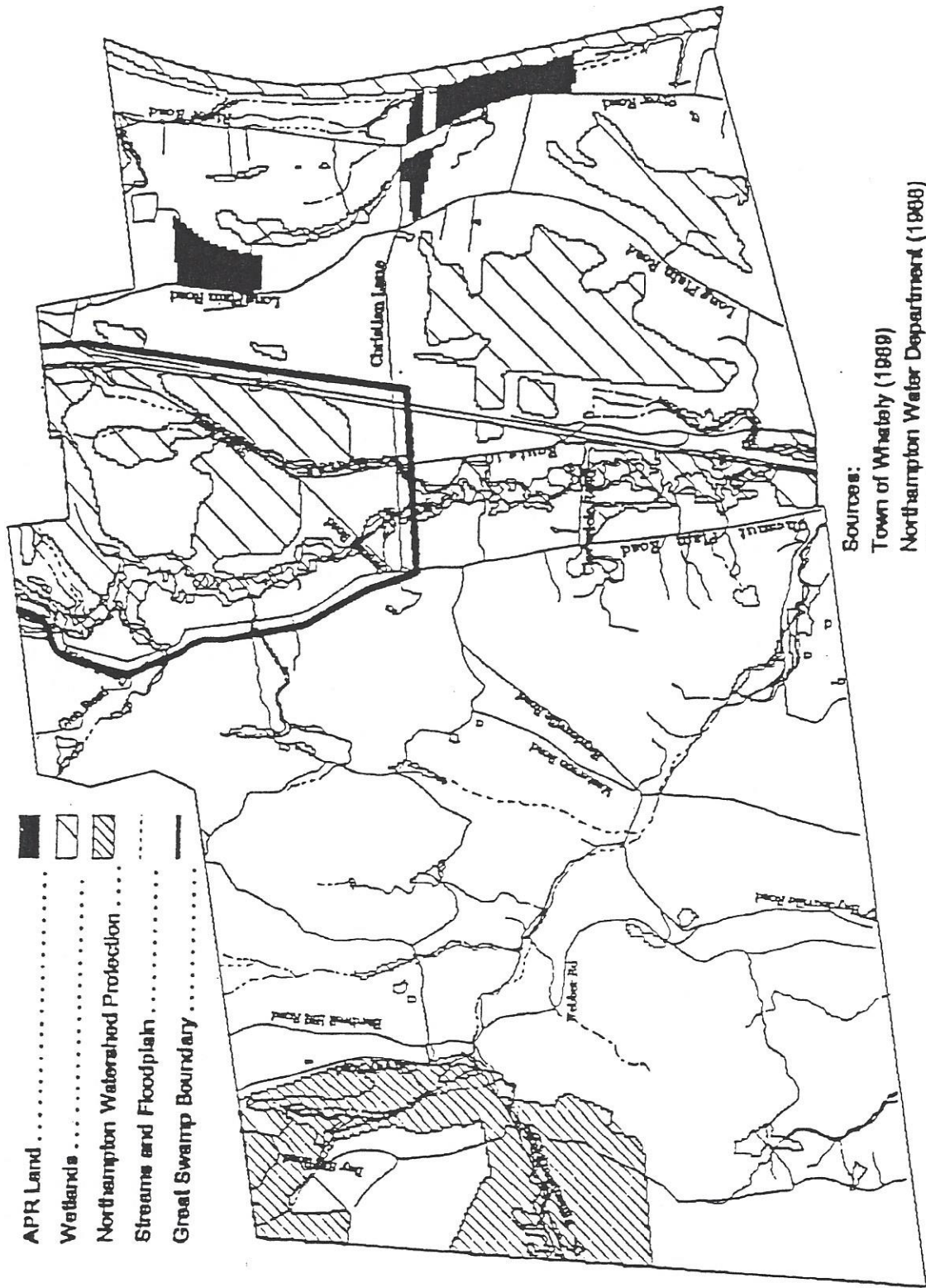
Franklin County Planning Commission (1986)  
U.S. Geological Survey (Williamsburg Quad 1990)

11



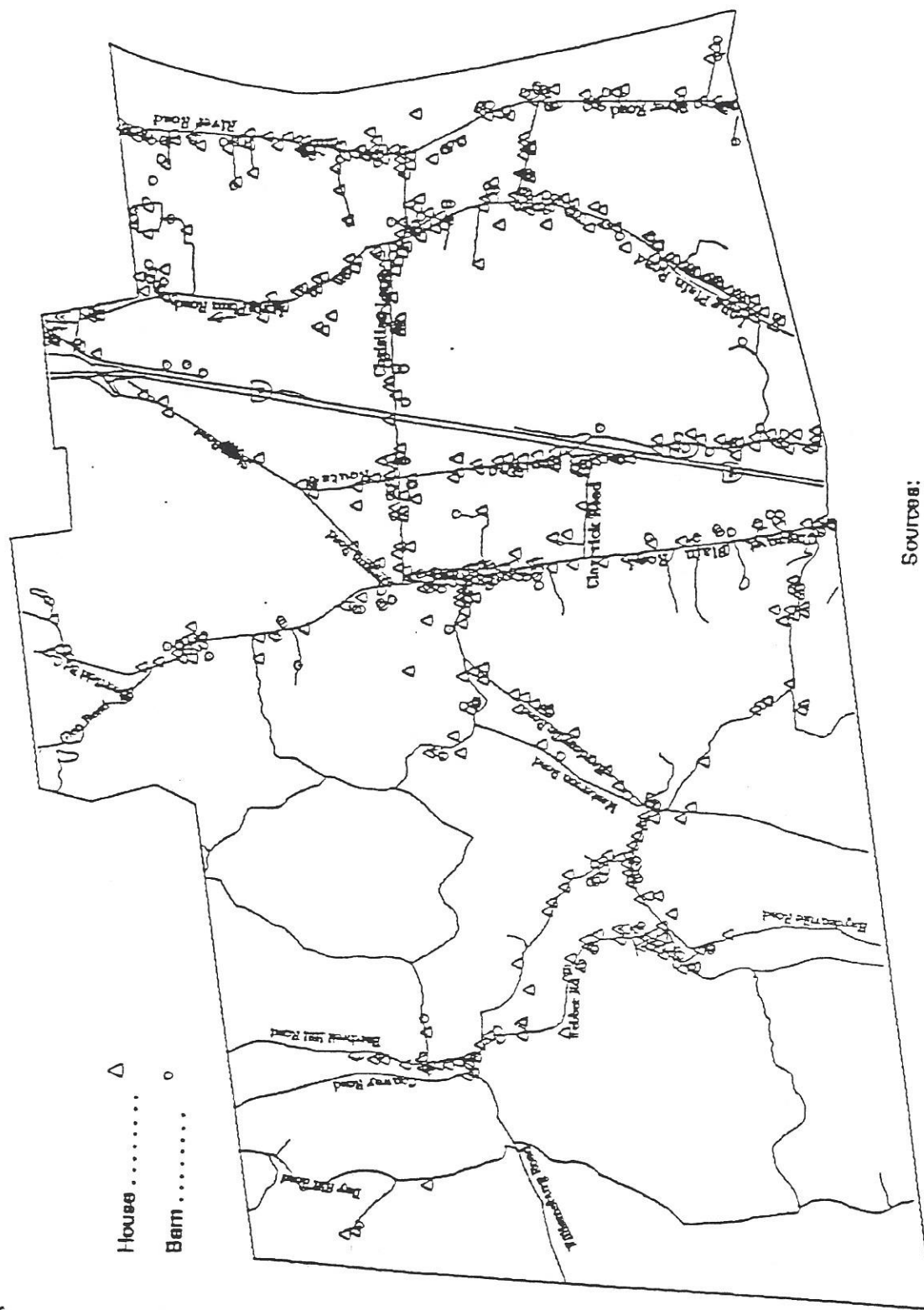
## Map Eleven

# NATURAL RESOURCES (PROTECTED LANDS)



Sources:  
 Town of Whately (1989)  
 Northampton Water Department (1988)  
 U.S. Fish and Wildlife Service (1980)  
 National Flood Insurance Program (1978)  
 U.S. Geological Survey (Williamburg Quad 1980)

# HISTORICALLY SIGNIFICANT BUILDING LOCATIONS



**Sources:**  
Field Survey (1983)  
U.S. Geological Survey Williamsburg Quased (1980)

## Map Thirteen