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## Historical & Cultural Resources

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### Introduction

With its historical open and built landscapes, and its rich architectural heritage from many periods, South Hadley is a community with an unusually strong base of cultural and historical resources. Nestled along the Range and the River, South Hadley has a unique and strong sense of history and place. Town character and the preservation of identity have been cited throughout this planning process as critical themes of this Plan.

The cultural resources in South Hadley take many forms; in addition to built resources and landscapes, cultural resources include many community interactions, organizations, and events. Such resources are critical to the foundation of a sense of community, binding and defining that identity. The preservation of these resources has significant consequences for the Town's identity.

The preservation of landscapes of aesthetic value, buildings of architectural interest, and cultural events and spaces is, to a large extent, an overlooked aspect of South Hadley's community planning, and a very vital one for the community's quality of life and overall sense of place. The preservation of the Town's historical and cultural resources cannot be overlooked.

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### Identification of Issues

Through the public gatherings, subcommittee meetings, work of existing local associations, and the comprehensive informational Heritage Landscape Reconnaissance Report, the following issues were identified:

- Preservation of our historical village and rural character
- Preservation of our resources
- Protection of our resources for the future
- Broad communication about the location and significance of our resources
- Expansion of cultural activities available to local residents
- Sufficient government investment to address issues

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## Village and Rural Neighborhood Character

Perhaps South Hadley's most important, over-arching historical preservation issue is preservation of its historic village and rural character, formed by the early European settlements and farms particularly in the northern half of town. The greatest threats to this are conversion of agricultural land to suburban-style housing, and the loss of both historic structures, and historic architectural elements on the buildings in the neighborhoods and centers that define this historical land use pattern.

The Town has recently taken measures to document and evaluate additional properties in its recent Massachusetts Historical Commission - funded survey and the current heritage landscapes inventory.

Preservation of agricultural landscapes means retention of the associated farming activities, if possible, and the rural qualities of the land. This type of preservation is integral to the Town of South Hadley's heritage. It is important to define the significant features of these agricultural landscapes so that the proper preservation program can be employed.

Scenic roads are an integral part of the historical fabric of the community. They are highly valued by South Hadley residents and were listed as a critical concern. South Hadley has already designated three roads as scenic, which requires review and approval for the removal of trees and stone walls when such activity is associated with alteration of the roadway. Yet, often times these historical characteristics are altered without changes to the roadway. In addition to roadway issues, much of what is valued about scenic roads are the views across open fields extend beyond the roadway. These are not covered by the limited protections provided under the current scenic roadway designation.

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## Sufficient Government Investment

Funding for preservation projects is an important aspect of implementing preservation strategies while incorporating specific

historical preservation objectives into community revitalization and economic development efforts. The Massachusetts Historical Commission and Department of Conservation and Recreation have programs to assist communities in preservation-related issues, as outlined elsewhere in this chapter and its appendix. While funding for state programs varies year to year, the Town has been successful in the past in securing grants for these programs.

Lack of a dedicated local funding source limits the ability to develop and implement an ongoing preservation program. The Community Preservation Act provides an example of a type of dedicated funding source which could help fill this gap. To date, 142 (or 40%) of Massachusetts communities have adopted Community Preservation Act.

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### Priority Heritage Landscapes

The Heritage Landscape Reconnaissance Report for South Hadley has undertaken an analysis of the priority heritage landscapes identified by the community, their place in the Town's history and how the Town might approach their preservation and conservation. But many of the report's recommendations can also be applied to the landscapes forming the master list, and to those heritage landscapes that are yet to be identified. It should be noted that the master lists are by no means exhaustive.

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### Broad Communication

Increasing awareness of our community's historical resources is an essential step to generating community support for planning for their protection. The Heritage Landscape report provides a valuable resource upon which to initiate discussion of the community's heritage.

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### Goals

HCR-1	<b>Preserve and enhance the historical landscapes, districts, and individual resources of the Town of South Hadley.</b>
HCR-2	<b>Communicate the location, history, significance, and current</b>

	<b>condition of South Hadley’s historical and cultural resources and historical landscapes.</b>
<b>HCR-3</b>	<b>Government actions recognize the value of the Town’s historical and cultural resources.</b>
<b>HCR-4</b>	<b>Expand the quantity and enhance the quality of cultural resources and activities.</b>

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## Historical Overview

The town of South Hadley is bounded on the west by the Connecticut River and City of Holyoke, on the north by the Mount Holyoke Range, on the east by Granby and on the south by Chicopee. Due to the presence of the Connecticut River, the area was in all likelihood occupied by Native Americans, the Norwottucks, in the 16th and early 17th centuries, with settlement most likely at the South Hadley Falls where fishing was plentiful with runs of salmon and shad in the spring. It is also thought that the Norwottuck came to South Hadley’s plains to raise crops in the summer.

South Hadley’s first European settlement was founded by British settlers in 1661 as part of Hadley Plantation’s common land, and was set off as the South Hadley district in 1753, and became the Town of South Hadley in 1775. Settlers arrived in South Hadley Falls and South Hadley Center simultaneously about 1727. The Center became the primary settlement when the first Meetinghouse was finished in 1737 and the first schoolhouse the following year. South Hadley Falls came into its own as an industrial center about 1771 with three sawmills, two grist mills, and a fulling mill in operation. In addition to the mills, South Hadley Falls was a fishing village and came to be a stop-off for lumberers who ran log drives down the Connecticut River and around the falls from the early 1700s. Meanwhile South Hadley Center grew as a farming village and government center.

Construction of the South Hadley Canal in 1795 brought South Hadley Falls business and major industry so that it became known as Canal Village. As passenger traffic increased up and down the Connecticut River, the small village grew and its available water power attracted investors in mills. Grist and sawmills prospered, but new large textile and paper mills precipitated growth and consequent road expansion in South Hadley Falls. The first two of the larger paper companies were the

Howard and Lathrop and the D. & J. Ames mills that came in the 1820s. Both mills burned down in 1846, which ended their business here, but the sites were too valuable to leave empty for long and the Carew Paper Manufacturing Company and the Glasgow Company were established in 1848.

At the Falls, the pace of development continued with the paper and textile mills from the 1820s until Holyoke began to attract more industries and immigrant settlement to work in them. South Hadley Falls' building leveled off with its main mills, mill workers' housing, boarding houses and stores. Canal Village grew more dense as lots were divided and new buildings went up as infill. During the 1870's, to attract and keep immigrants as factory workers, South Hadley's Glasgow Company built two-family housing with large lots for gardens, a distinct contrast with the tenements of Holyoke. Workers from the Glasgow Company and the Carew Manufacturing Company were housed in multi-family houses built on speculation by entrepreneurs, or in existing single-family houses, where often several generations of a family shared the house. Construction of a connecting bridge between South Hadley Falls and Holyoke in 1872 precipitated an increase in the Falls' population. The new bridge allowed people to live in less dense South Hadley Falls and work in the mills of Holyoke. Previously they would have had to take the swing ferry to Holyoke, which was more difficult and time-consuming.

In 1837 Mount Holyoke College, the Nation's first independent female seminary, was established in the Center and with it came an expansion of buildings along, College Street (Route 116). Residential neighborhoods began to expand slowly but steadily alongside the college buildings, with Greek Revival and Italianate style buildings joining the existing Federal style buildings.

Mount Holyoke College added a library to its original seminary building in 1870, while single and two-family houses were built on College Street for faculty and staff. The Center became home to more affluent town residents. Farmers in the Center and its outskirts shifted in the 1870s and 1880s from growing tobacco exclusively, to more diverse farming. For example, farmers cultivated fields of vegetables on Woodbridge Street, into the 1920s and dairy production in the early 1900s led the county.

The College continued to expand between 1897 and 1932, with the work of well-known regional architects. Homes for active and retired faculty and residential houses for students were built on Silver Street and Woodbridge Street, expanding the residential nature of the Center.

A golf course designed by Donald Ross, a widely respected course designer, was built by the Skinner family on former farmland on Woodbridge Street as a private facility for the family. Later, Mr. Skinner donated the course to Mount Holyoke College. (The course is now known as The Orchards).

Paper production continued in Canal Village at the Hampshire and Carew Companies. As competition from southern states increased in the 1950s and 60s, the mills continued to operate but employed fewer people until they eventually closed. The Hampshire Paper Company building was demolished and only the vacant Carew Company buildings remains today.

During the 1950s and 60s, families who had worked in the mills for generations began to diversify their employment, rather than choosing to leave South Hadley. The loss of industrial jobs brought about a moderate population decline after 1970, a decline that ended in 2000. In 2006 the town's population had again reached its 1970 number of 17,033 residents.

The contrast between the Center and the Falls has lessened from the early 19th century to the present. South Hadley Falls, once a traditional industrial village, has become more residential with fewer industrial businesses. Reflecting its historical industrial character, much its residential building stock shows a need for new investment. Allegiance to the Falls among its residents is strong. The Center finds support around the activities and needs of Mount Holyoke College, its' faculty, staff and students. The building stock is generally well-preserved, the commercial section active.

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## Local Planning and Organizations

Preservation and cultural resources planning represent an important and active area of work both for local and regional agencies. This section describes the key planning activities and organizations that presently are involved in the stewardship of the Town's cultural and historical resources, and also identifies areas where additional work or organizational efforts may be needed to fully protect and enhance these resources.

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## Connecticut Valley Region Heritage Landscape Inventory

Many of the descriptions and recommendations in this section are derived from a recent draft of the Connecticut Valley Region Heritage Landscape Inventory report produced by Bonnie Parsons of the Pioneer Valley Planning Commission with input from the community. This inventory, sponsored by the Massachusetts Department of Conservation and Recreation and the Town, presents a broad and insightful view of important areas in the town and presents issues and recommendations pertaining to many of South Hadley's cultural resources.

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### The South Hadley Historical Society

The main organization supporting the preservation of South Hadley's history is the South Hadley Historical Society. The Historical Society was chartered in 1974. The Old Firehouse at 4 North Main Street became the headquarters for the Historical Society and the site of the Town's Firehouse Museum. The Museum was dedicated on July 3, 1976 as part of the Bicentennial celebration. An exhibit room featuring a permanent display of "The Connecticut River", "South Hadley Canal.", and "Canal Village" opened in 2009. The Society members have contributed to publications, been active in efforts to plan a park at the South Hadley Canal Falls, and taken responsibility for restoration of The Sycamore House.

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### The South Hadley Historical Commission

The South Hadley Historical Commission, appointed by the Selectboard, also has been very active in identifying historical resources throughout the town. In 2007, the Historical Commission received a Massachusetts Historical Commission (MHC) survey and planning grant to document 80 properties. Since many members of the Historical Commission are also members of the Historical Society, the Commission has also contributed to publications and been active in efforts to plan a park at the South Hadley Canal Falls and are involved in the restoration of The Sycamore House.

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### The South Hadley Conservation Society

The Historical Society and the Historical Commission represent one arm of South Hadley's organized conservation efforts; the other is the Conservation Commission, which was an outgrowth of the private Conservation Society. Having its origins as a volunteer committee of the Center Men's Club in 1957, the South Hadley Conservation Society became an active community force for studying and preserving the community's natural resources.

Over its nearly 30 years of existence, the Society acquired approximately 200 acres of land for permanent preservation. The Society dissolved in 1986 as the Town's Conservation Commission had been created and was working to achieve the same goals. The lands, acquired by the Society, scattered in different locations within the community, and the Conservation Commission serve as the Society's legacy.

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## South Hadley Conservation Commission

The Conservation Commission is a 5-member board appointed by the Selectboard. Its' mission is to assist the public in understanding and following the wetland laws, to protect and manage land for conservation and passive recreation purposes, and to promote the conservation of South Hadley's wonderful natural resources. On the regulatory side, its functions involve administration of the Massachusetts Wetlands Protection Act and regulations, and the South Hadley local Wetlands Bylaw.

Following its origins from the South Hadley Conservation Society, the Commission manages a considerable amount of land for conservation purposes. The Commission works with interested property owners, state agencies, other municipal departments, and the Selectboard to preserve land for conservation purposes. Additionally, as manager of the conservation lands, it routinely reviews sites to identify increased management needs and changes in access policies.

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## Historical & Cultural Inventories

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### Cultural Resources and Networks

The Town of South Hadley has a long history and heritage that has provided the fabric for the Town's character. Many of the events and



gatherings build upon this history and are important in planning for the continued integrity of the community's cultural resources.

The vision for a stronger cultural network depends on recognition of what is presently valued, and ultimately, what is missing. By identifying those components that are most important to the cultural identity of the Town, emphasis can be placed on those resources to ensure their continued strength and presence in the community.

A partial list of valued activities and events currently in place include:

- Memorial Day parade and programs
- Flag Day
- 4th of July fireworks
- Summer concert programs on the Town Common
- Columbus Day tag sales and activities from the Falls to the Center
- Veteran's Day
- Canal Village Potpourri in the Falls on the last Saturday in April
- Beachgrounds Park activities and athletic events
- Buttery Brook activities
- Public Library and Gaylord Library activities and programs for children and adults
- annual townwide South Hadley READS program
- author presentations at the Odyssey Book Shop
- Museum exhibits at the Old Firehouse and Skinner Museums
- Meals organized by various community groups and religious organizations
- Mount Holyoke College programs available to the public
- Mount Holyoke College Talcott Greenhouse
- Mount Holyoke College art museum and flower show
- Williston Observatory visits
- Myron Ryder fishing derby
- Holiday Stroll on Town Common
- Youth activities sponsored by schools and religious institutions
- Walking trails at Canal Park, riverside, conservations areas and college

Just as important as the recognition of existing resources is the ability to determine what is absent or insufficient. The loss of popular music and theatre events such as Musicorda, Summer Theatre, and Black Cat Theatre, is keenly felt among the Town's citizens. Guided by a long-term vision for the future of the Town's cultural resources, specific implementation strategies can be developed to help protect highly valued resources while striving to develop newer ones.

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## Inventory of Historical and Archaeological Assets

Preservation planning is a three-step process: **identification, evaluation, and protection**. The identification and documentation of historical and archaeological resources in the Town of South Hadley is a fundamental research and preservation planning process designed to provide basic information on the current location, appearance, and condition of historical resources throughout the community. Evaluation of their significance recognition through their listing in the State Register of Historic Places and National Register of Historic Places is an important additional step. Properties that have been documented on state inventory forms are, after acceptance by the Massachusetts Historical Commission, included in the Inventory of Historic and Archaeological Assets of the Commonwealth (the Inventory). Properties that have been evaluated and are determined significant through an official review and approval process (local landmarks and districts, National Register-listed properties, properties with preservation restrictions) are listed in the State Register of Historic Places. Only properties that have been determined significant through a nomination and approval process at the state and federal level are listed in the National Register of Historic Places.

The Massachusetts Historical Commission's (MHC) Inventory of Historic and Archaeological Assets (the Inventory) is a statewide list that contains information about all properties that have been documented on a MHC inventory form. In order to be included in the Inventory, a property must be documented on one of several types of MHC inventory forms, and then entered into the MHC database. This searchable database, known as the Massachusetts Cultural Resource Inventory System (MACRIS), is now available online at <http://www.sec.state.ma.us/mhc>. The searchable database contains information on areas, buildings, objects, structures, and burial grounds.

According to MACRIS, the South Hadley Inventory documents 218 properties ranging from the turn of the 18th century to the late-20th century. In addition, a series of areas are documented on Area Forms. These areas include the Holyoke Hydropower System, Mount Holyoke College campus (which also has a number of individually inventoried buildings) and the Mount Holyoke State Reservation.

The Inventory also contains data on 60 archaeological sites. The sites were identified by both local citizens and professional archaeologists. The latter have summarized their findings in 11 reports that were filed with the MHC at various times between 1976 and 2008. The reports have

identified both pre-Contact Native American and historical archaeological sites.

While the Town of South Hadley contains a number of previously recorded prehistoric and historic period archaeological sites, no information on archaeological resources, especially their locations, can be disclosed in documents prepared for public review in order to protect the sites from possible looting or vandalism. For information regarding archaeological resources in the Town of South Hadley those interested should contact the State Archaeologist at the Massachusetts Historical Commission.

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## Connecticut Valley Region Heritage Landscape Inventory

Each community involved in the Connecticut Valley Region Heritage Landscape Inventory held a local identification meeting to solicit input from a range of community members to identify potential heritage landscapes throughout the city. The lists were prioritized by the community, with help from the consultants, to create a list of five to 10 priority areas.

South Hadley's initial Heritage Landscape meeting was held on December 10th, 2008 with 30 community members present. They represented the Historical Commission, the Conservation Commission, the Comprehensive Plan Advisory Committee, Mount Holyoke College, the South Hadley Canal Committee, the Planning Board, the Select Board, the Historical Society and interested residents. During the meeting the historical, vernacular, ethnographic and/or designed landscapes of the city were grouped into nine categories: Commercial/Industrial, Agricultural, Archaeological, Civic/Institutional, Natural, Residential, Open Space/Recreational, Burial, and Transportation. The priority landscapes chosen from the 53 heritage landscapes listed were:

1. South Hadley Canal-Falls Village area
2. Mount Holyoke College Campus including Lower and Upper Lakes and dam
3. South Hadley Center including the Post Office and the Yarde House
4. McCray's Farm
5. Pearl Street Farms
6. Mount Holyoke Range.

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## State and National Registers of Historic Places

The National Register of Historic Places is the official federal list of districts, sites, buildings, structures, and objects that have been determined significant in American history, architecture, archaeology, engineering, and culture. The State Register of Historic Places was established in 1982 as a comprehensive listing of buildings, objects, structures, and sites that have received local, state or national designations in Massachusetts based on their historical or archaeological significance. All National Register-listed properties are automatically included in the State Register of Historic Places. The Inventory of Historic and Archaeological Assets of the Commonwealth includes all buildings, structures, sites, and objects that have been recorded on inventory forms in the Commonwealth, not all of which have received an official designation.

South Hadley currently has two historic districts listed in the State and National Registers of Historic Places. These districts are the **Woodbridge Historic District**, which mainly consists of 18<sup>th</sup> and 19<sup>th</sup> century houses, and the **South Hadley Canal Historic District** - a large historic district that encompasses structures, archaeological sites, and landscape features associated with the earliest canal constructed in Massachusetts. Two individual properties - **The Sycamores** at 28 Woodbridge Street and the **U.S. Post Office - South Hadley** branch at 1 Hadley Street - are also included in both the State and National Registers. The Sycamores, which is also included within the Woodbridge Historic District, is also protected by a Preservation Restriction that was placed on the property in 1999.

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## The Sycamore House

The Sycamores was the 1788 home of Colonel Benjamin Ruggles Woodbridge as well as a Mount Holyoke College dormitory for much of the 20<sup>th</sup> century. The local "A Better Chance for Education" (ABC) program was housed there between 1972 and 1982. Attached at the rear is The Rawson House, the 1733 home of Grindall Rawson, South Hadley's first minister. A well house is to the right of the houses.

The two houses are under the jurisdiction of the Sycamores Committee of the South Hadley Historical Society. Some renovations have taken place and will continue. Plans for the facility include housing, office space, a museum and a shop which will offer such things as plates, pitchers, books and pamphlets. Restoration of the adjoining historic garden has been planned with assistance from the Massachusetts Historical Commission. Events are also planned.

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## Mount Holyoke College

Mount Holyoke College's campus has significance both in terms of its built environment and architecture, and its landscapes and natural features. While the historical nature of the campus is central to its history as an institution, and part of its identity, it is also a living campus that requires modernization and must always negotiate between past and future. The College has not pursued historic designation, and instead retains the flexibility to work within its identity and constraints to preserve the campus while ensuring that its facilities and approach are flexible.

In addition to its historical significance to the Town, both in terms of the built environment of the campus and the campus's landscapes and natural resources, Mount Holyoke College offers a wealth of cultural resources to residents. Most are free to the community, though a few have fees. These include: Outdoor athletic fields (tennis courts and walking trails); library borrowing privileges; daycare and early childhood education through the Gorse Child Study Center; Williston Observatory visits; the green house; the international student host family program; the Blanchard ice rink; the art museum; course audits, and scholarships for South Hadley High school graduates. The College allows South Hadley High School athletic teams to utilize some of the athletic fields. All of these enrich South Hadley's cultural life.

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## Tools for Preservation

A variety of planning tools and programs (both voluntary and regulatory) available for preservation planning in the Town of South Hadley are described in this section. Some of these tools may also be applicable to natural resources. Many programs exist at the local, state, and federal levels that are available to assist in the preservation of South Hadley's important historical resources. Broad categories of preservation-related programs are described in this section. Other regulatory programs with less specific applicability are described in the appendix to this chapter.

### Local Historic Districts

Local Historic Districts (LHDs) can protect the exterior appearance of designated historic properties and encourage new construction to be designed to complement the historical setting. The designation of a LHD imposes a review and approval process by a commission of appointed members for proposed changes to exterior architectural features visible from a public way. The primary strength of a LHD is that it can be

A Local Historic District (LHD) is established and administered by a community to protect the distinctive characteristics of important areas, and to encourage new structural designs that are compatible with the area's historic setting. Once a LHD is established, a Local Historic District Commission (LHDC) is appointed to review all applications for exterior changes to properties within the district. This design review process assures that changes to properties will not detract from the district's historic character. Review criteria are determined by each city and town and vary for each local district.

tailored to specific community needs while providing greater protection for local resources. Design guidelines are developed to address the significant defining characteristics of a particular area. Designation as a LHD is one of the most effective ways to protect the historical character of buildings, streetscapes, neighborhoods, and special landmarks from inappropriate activities (alterations, new construction, and demolition). In addition to protecting historic resources, locally designated districts across the country consistently produce stable property values, increase commercial activity, and attract tourism dollars. Currently, the Town of South Hadley does not have any local historic districts.

### Demolition Delay Bylaw

The objective of a demolition delay bylaw, which has been instituted in many Massachusetts communities, is to encourage owners of historic buildings to seek and consider alternatives to demolition and encourage preservation or relocation of significant buildings. Adoption of a Demolition Delay Bylaw by the Town of South Hadley would add an extra level of protection to historically significant buildings by requiring demolition permit applications to be reviewed by a local review body. Communities vary on the age and type of properties to be included in their Demolition Delay Bylaws, but communities typically require buildings that are at least 50 years old or that have been inventoried, and determined to exhibit architectural or historical significance to be reviewed before demolition is allowed.

### Scenic Road Designations

Similar to Local Historic Districts, Scenic Road designations have the ability to protect the appearance of historical properties through the local review of repair, maintenance, reconstruction, or paving projects conducted to designated scenic roads. Town Meeting has designated three roadways as "scenic roads" pursuant to MGL, Chapter 40, Section 15C: Pearl Street (in 1971), Alvord Street (from Brainerd Street to Ferry Street in 1981), and a portion of River Road (in 1971). With these designations in place, modification and removal of all stone walls and tree (including those on individual homeowners' property) along these roadways in town are subject to review and approval by the Tree Warden and the Planning Board when the alteration or removal is associated with alteration of the roadway. While this offers some protection to the roads themselves, it does not protect the corridors or the adjacent land from the impacts of land development.

While not designated a scenic road under Massachusetts General Law, the entire stretch of Route 47 in the Town is designated a national scenic byway. This designation affords no regulatory protection, but provides a

source of federal funds for enhancement of the roadway corridor including acquisition and preservation of the land along the roadway.

### **Certified Local Government Program**

The federal Certified Local Government (CLG) program is designed to help recognize communities that value historical preservation as a community asset. The program is administered by the Massachusetts Historical Commission and establishes a set of basic requirements for local historic preservation programs, including the operation of a preservation commission or board and the maintenance of a survey of historic resources. In return, CLG status gives participating cities and towns exclusive access to at least 10% of Massachusetts' annual Historic Preservation Fund.

The funds are awarded to CLGs through a competitive survey and planning grant program on a percentage matching fund basis and can be used for preservation plans, comprehensive surveys, and National Register nominations. In addition to grant funds, the Massachusetts Historical Commission offers technical assistance to participating municipalities.

### **Preservation Restrictions**

A preservation restriction, under Massachusetts General Law, is a legal contract by which the property owner agrees the property will not be changed in a way that would compromise its historical and architectural integrity, in exchange for tax benefits. It is equivalent to the sale of a conservation easement in land preservation. Currently, only The Sycamores is subject to a Commonwealth of Massachusetts preservation restriction within South Hadley, but this may have applicability to other important individual historic properties.

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## **Goals**

<b>HCR-1</b>	<b>Preserve and enhance the historic landscapes, districts, and individual resources of the Town of South Hadley.</b>
<b>HCR-2</b>	<b>Communicate the location, history, significance, and current condition of South Hadley's historical and cultural resources and historic landscapes.</b>
<b>HCR-3</b>	<b>Government actions recognize the value of the Town's historical and cultural resources.</b>

<b>HCR-4</b>	<b>Expand the quantity and enhance the quality of cultural resources and activities.</b>
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**HCR-1: Preserve and enhance the historic landscapes, districts, and individual resources of the Town of South Hadley.**

**Objective 1-1:** Ensure that new development, and the redevelopment/adaptive re-use of structures is compatible with South Hadley’s cultural and historic architectural features.

*Recommended Action 1-1-1* In preparation for developing design review standards, identify and incorporate architectural materials, elements, and patterns that are complementary to South Hadley’s historical character.

*Recommended Action 1-1-2:* Institute a design review process based upon developed standards,

*Recommended Action 1-1-3:* Create strong incentives for properties to be adaptively re-used in a manner that retains the historical character of the structure and neighborhood.

*Recommended Action 1-1-4:* Develop strategies, including revisions to the Zoning Bylaw, that encourage and support the re-use of historic structures.

*Recommended Action 1-1-5:* Document the buildings and historic features (such as the WPA murals in the post office) in the Hadley Street/Woodbridge Street corner, including the post office.

*Recommended Action 1-1-6:* Adopt a local historic district bylaw with standards.

*Recommended Action 1-1-7:* Design local historic districts based upon an inventory/analysis in appropriate areas such as Route 47/Woodbridge and South Hadley Falls.

**Objective 1-2:** Maintain the integrity of historic landscapes and important scenic vistas.



*Recommended Action 1-2-1:* Utilizing the Heritage Landscape Inventory Report as a basis, identify historic landscapes and important scenic vistas.

*Recommended Action 1-2-2:* Research and map the current status of ownership and conservation restrictions of parcels within the Mount Holyoke Range.

*Recommended Action 1-2-3:* Develop and implement a vista protection overlay district or comparable tool for significant areas such as the Pearl Street and Alvord Street corridors, the Mount Holyoke Range, and selected vistas of the Connecticut River.

*Recommended Action 1-2-4:* Establish a tree restoration program throughout South Hadley, focusing on the importance of tree plantings to scenic landscapes and rural roadways.

*Recommended Action 1-2-5:* Implement policies, including zoning language, that help retain trees in locations where trees contribute to historic landscape character.

*Recommended Action 1-2-6:* Adopt a Scenic Roads Bylaw that would require a public hearing before any historic feature is altered or removed.

**Objective 1-3:** Support and expand farming and agricultural land uses.

*Recommended Action 1-3-1:* Support and administer the Right to Farm Bylaw.

*Recommended Action 1-3-2:* Implement the recommendations of the agriculture commission.

*Recommended Action 1-3-3:* Advocate for and educate South Hadley's boards and commissions regarding Community Supported Agriculture.

*Recommended Action 1-3-4:* Inform the community about the farms in Town and their significant features.

**Objective 1-4:** Implement strategies for managing change and re-investment in South Hadley Falls that respect the area's historic mixed-use character.

*Recommended Action 1-4-1:* Amend the Zoning Bylaw to make mixed-used buildings more feasible.

*Recommended Action 1-4-2:* Develop funding and tax incentive programs which allow and encourage mixed-use developments.

*Recommended Action 1-4-3:* Locate and/or retain facilities, businesses, and activities which serve, and benefit from, pedestrian access and the local resident population.

*Recommended Action 1-4-4:* Develop and implement a façade and building upgrade loan and/or grant fund to encourage improvements to buildings within South Hadley Falls.

**Objective 1-5:** Preserve and enhance key historic landscapes and views along South Hadley's historic roads and highways.

*Recommended Action 1-5-1:* Identify and map historic roadways.

*Recommended Action 1-5-2:* Develop and implement methods, such as a Scenic Roadway Corridor Bylaw, to further protect and limit modifications of lands, landscaping, and historic features along designated scenic roads.

*Recommended Action 1-5-3:* Develop and implement measures, such as Zoning Bylaw amendments and overlay districts, to provide protection of landscapes and landscape features through greater setbacks, clustering requirements, or other protections.

**HCR-2: Communicate the location, history, significance, and current condition of South Hadley's historic and cultural resources and historic landscapes.**

**Objective 2-1:** Compile and utilize information on South Hadley's historic and cultural resources in a user-friendly format.

*Recommended Action 2-1-1:* Develop and consolidate a web-based inventory of South Hadley's historic landscapes, districts and resources, including historic farm fields and structures.

*Recommended Action 2-1-2:* Develop a curriculum for education and outreach in South Hadley's school system through a local history unit.

*Recommended Action 2-1-3:* Develop an oral history of the Town's landscapes, districts and resources.

*Recommended Action 2-1-4:* Develop a repository of the oral history.

*Recommended Action 2-1-5:* Create content for the Town website and local access cable channel that features the special significance of buildings and places in South Hadley.

*Recommended Action 2-1-6:* Provide on-line links to the cultural and historic resources of Mount Holyoke College.

**HCR-3: Government actions recognize the value of the Town's historic and cultural resources**

**Objective 3-1:** Ensure that the development review and redevelopment process in South Hadley accounts for the value and importance of historic and cultural resources.

*Recommended Action 3-1-1:* Require Historical Commission review and input into any development proposal that affects historic districts, structures, or landscapes.

*Recommendation Action 3-1-2:* Ensure that expansion/development of municipal facilities minimize impacts on historic landscape features.

*Recommended Action 3-1-3:* Gain status as a Certified Local Government (CLG).

**Objective 3-2:** Provide owners of historic structures and/or buildings with incentives for reuse as an alternative to demolition.

*Recommended Action 3-2-1:* Amend the Zoning Bylaw to allow appropriate flexible uses of historic buildings and properties which preserve their character.

*Recommended Action 3-2-2:* Create and implement a demolition delay bylaw or similar approach, carefully considering (1) the extent of demolition that would be subject to such a regulation, and (2) whether certain districts and/or structures should be exempted from these provisions.

*Recommended Action 3-2-3:* Disseminate information and facilitate access to State and Federal tax credit and incentive programs for redevelopment of historic structures.

*Recommended Action 3-2-4:* Create a dedicated funding source, including adoption of the Community Preservation Act, to provide assistance for preservation of historic properties and landscapes.

**HCR-4: Expand the quantity and enhance the quality of cultural resources and activities.**

**Objective 4-1:** Implement strategies that build, sustain, promote, and publicize cultural activities in South Hadley.

***Recommended Action 4-1-1:*** Expand the role and responsibilities of the South Hadley Cultural Council to identify and promote cultural activities, communicate awareness of art and cultural activities, and work with other entities and individuals to establish a plan and framework for further development and promotion of cultural opportunities.

***Recommended Action 4-1-2:*** Work with other arts and cultural networks and interested individuals and institutions to establish a plan and framework for expansion of cultural opportunities.

***Recommended Action 4-1-3:*** Use online resources to promote awareness of and links to arts and cultural opportunities.

## APPENDIX 6A: PRESERVATION PROGRAMS and REGULATORY TOOLS

### National Register of Historic Places

The National Register of Historic Places (NRHP) is the nation's official list of significant historic properties. Properties listed in the NRHP include sites, buildings, structures, districts, and objects that are significant in American history, architecture, archaeology, engineering, and culture. Contrary to popular perception, listing in the NRHP does not limit a property owner's right to alter, manage, or sell the property when using private funds. Instead, the designation acts as a key to access preservation programs and incentives at the federal, state and local level and most importantly, to officially recognize the significance of historic properties.

Some of the key benefits to NRHP listing include eligibility for federal and state rehabilitation tax credits for approved rehabilitation of income-producing properties, access to income tax deductions for the donation of historic preservation restrictions, and matching grant funds for preservation related projects. NRHP listing also requires consideration in federal, state, and some local planning projects.

NRHP properties must be at least fifty years old (unless they demonstrate exceptional significance) and must possess physical integrity by retaining enough of its original materials to exhibit its historic appearance during the period of its historic significance. The NRHP recognizes properties associated with famous figures and events, but also acknowledges places that are associated with the history of important themes and trends in American history and pre-history. NRHP listing is accomplished through a nomination process initiated by an individual, or a private or public entity. Property owners may object to the listing through a certified letter to the South Hadley Historical Commission. If 51% of the property owners within a district object to the listing through the certified letter objection process, the district will not be officially listed in the National Register. The number of properties owned by a single owner is immaterial; each property owner has one "vote". The nomination addresses the significance and integrity of the resource through a thorough report documenting its appearance and history. The report is reviewed by the MHC staff, the Massachusetts Historical Commission's state review board, and the National Park Service National Register office before final designation.

## National Register Districts

National Register Districts establish a designation that recognizes the historical importance of an area. While it allows property owners the opportunity to take advantage of federal tax incentives for rehabilitation, it does not specifically dictate what can be done to any given property, building or structure within the district. Thus, owners are entitled to do what they would like without regulatory oversight. Since it provides recognition rather than protection, it is considered an honorary designation.

Properties may be nominated to the National Register either individually or, if they are located within areas containing other significant properties, as districts. A National Register District may include any number of properties. The benefits and protections afforded by listing are the same as for individual properties. National Historic Districts provide recognition of an area rather than protection and differ from local ones (described below) in that a Local Historic District can be more effective in reviewing proposed architectural changes to historically significant buildings.

## Community Preservation Act

The Community Preservation Act (CPA) is a program instituted in 140 communities across Massachusetts since its inception in 2001. Used for projects that help develop or acquire open space, increase the number of affordable housing units, and support historic preservation efforts, the CPA is funded through a property tax surcharge of no more than 3 percent. If adopted, 10 percent of the funds must go toward open space, 10 percent toward affordable housing, and 10 percent toward historic preservation. The remaining 70 percent can be divided as the city or town determines among these three categories. The CPA ensures that funds will always be available for preservation activities.

Properties receiving CPA funding for historic preservation projects must be listed in or eligible for the State Register of Historic Places, or deemed historic by the local historical commission. Funded projects can be owned publicly, privately, or by a non-profit organization, as long as they provide a significant public benefit.

## Massachusetts Preservation Restrictions

Under Massachusetts General Law Chapter 184, Section 31-33, all historic preservation restrictions must be reviewed and approved by the Massachusetts Historical Commission. If the preservation restriction-holding organization is a private non-profit, the preservation restriction must also be reviewed and approved by the local municipality. Currently, only The Sycamores is protected by a preservation restriction.

Preservation restrictions are specifically tailored to the individual building and the elements being sought to be preserved. Some agreements only protect a building's façade, while some include stipulations to protect elements of the interior, significant architectural details, or significant landscapes. The terms of the agreement are negotiated between the qualified organization and the property owner. The owner of the property subject to a preservation restriction must secure approval before undertaking significant changes to the property, such as altering the building's historic elements or constructing an addition. The owner also agrees to repair and maintain the property to an agreed-upon level of maintenance.

Significant federal income tax benefits can result from the donation of a preservation restriction. If the property is listed in the National Register of Historic Places, the value of the development restrictions imposed by the preservation restriction is normally considered a charitable donation. Often a preservation restriction-holding organization will require a fee or endowment to provide adequate resources to monitor the preservation restriction in the future.

## Federal Historic Preservation Tax Credit

The Federal Historic Preservation Tax Credit program encourages preservation of historic structures by allowing favorable tax treatments for rehabilitation through a 20% tax credit for the rehabilitation of an income-producing NRHP-listed building. Since 1976, this investment incentive has proven to be one of the nation's most successful and cost-effective community development programs.

In order to be eligible for the credit, a building must be listed in the NRHP either individually or as a contributing structure in an historic district or must be within a certified local historic district. The proposed project must also be a substantial rehabilitation costing more than \$5,000

or the adjusted basis of the property, whichever is greater. The building must be rehabilitated in a manner that meets the *Secretary of the Interior's Standards for Rehabilitation* and is reviewed through a series of applications by the State Historic Preservation Office (MHC) and the National Park Service.

For the purposes of the tax credits, income-producing buildings include commercial, agricultural, retail, and rental properties, but do not include owner-occupied residences or most condominiums.

Federal tax credits have the potential to encourage economic development in areas such as the South Hadley Falls area, should it be listed in the National Register. In addition to the historic rehabilitation tax credits, a 10% Federal tax credit is also available to non-historic structures (buildings not listed in the NRHP) built before 1936. The requirements for the type of rehabilitation for these properties are not as stringent as those mandated for the historic tax credit.

### **Massachusetts Historic Rehabilitation Tax Credit**

The Massachusetts Historic Rehabilitation Tax Credit allows up to 20% of the cost of the qualified rehabilitation of an income-producing historic structure to be credited on state income taxes. Many owners and developers use the state credit in conjunction with the federal tax credit to reach up to a return of 40% of approved costs in tax credits. Unlike the federal incentive, the Massachusetts Historic Tax Credit program has an allocation cap of \$50 million per year, and credits are awarded via a competitive process. General requirements for eligibility are the same as for the federal historic tax credits.

### **Massachusetts Historic Planning Programs**

The **Massachusetts Historical Commission Survey and Planning Grant Program** is a federally funded, reimbursable, 60/40 matching grant program to support historic preservation planning activities in communities throughout the state. For Fiscal Year 2009, qualified applicants include all local historical commissions and local historic district commissions, Certified Local Governments (CLGs), municipal planning and community development offices, regional planning agencies, state agencies, educational institutions, and private non-profit organizations.



Under federal law, MHC is required to pass through a portion of these grant awards (10% of its total annual federal funding allocation) to Certified Local Governments.

The Town of South Hadley was the recipient of a Survey and Planning grant in 2007, which enabled the town to document an additional 80 properties on MHC inventory forms.

The **Massachusetts Preservation Projects Fund** (MPPF) and Survey and Planning Grants, administered by the Massachusetts Historical Commission, provide 50% reimbursable matching grants for preservation of properties, landscapes, and sites listed in the State Register of Historic Places. Grants can be used for feasibility studies, design assistance and plans, acquisition, and construction activities including stabilization, protection, rehabilitation, and restoration. Non-profit organizations and governmental agencies can apply for the grants, which typically range from \$5,000 to \$30,000 for pre-development projects, and \$7,500 to \$100,000 for development or acquisitions. Acceptance of the grant requires that the recipients place and abide by a preservation restriction on the property that will protect its significant features in perpetuity. If considered, the Massachusetts Historical Commission should be approached regarding funding status for this program as it is not annually funded.

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## Regulatory Programs Applicable in South Hadley

The Town of South Hadley has the opportunity to participate in state and federal regulatory proceedings that are intended to protect historic resources. State and federal actions that affect designated or identified historic resources must incorporate preservation protection measures, which may be able to be directed towards programs and measures that support Town Plan goals.

### Section 106 of the National Historic Preservation Act

Section 106 of the National Historic Preservation Act of 1966, as amended (NHPA), was originally enacted to address the widespread loss of historic properties during federally-sponsored urban renewal initiatives and highway construction projects during the 1960s. The law requires that any project that receives federal funds or is required to obtain permits or licenses from a federal agency is required to be reviewed for its effects on historic properties. Section 106 review is required for properties that are both listed or determined eligible for the

National Register. This determination is part of the review process if the property has not been previously assessed for its eligibility.

Typical examples of federal undertakings that do and can take place in the Town of South Hadley are the requirements of U.S. Army Corps of Engineers (ACOE) permits for development projects and Federal Highway Administration (FHWA) supported road improvement projects. If a property is determined eligible for the National Register or is already listed in the National Register, then the impact of the proposed project on the resource must be determined by the federal agency or its assignee and concurred upon by the Massachusetts Historical Commission. If the project is determined to have an adverse effect on the resource, the federal agency must consult with the Massachusetts Historical Commission (MHC) in order to determine mitigation options.

### **M.G.L. Chapter 254**

Chapter 254 of the Massachusetts General Laws (M.G.L., Chapter 9, Sec. 26-27C, as amended by Chapter 254 of the Acts of 1988), like Section 106 at the federal level, requires that any undertaking involving state funds or licenses be reviewed to determine whether the proposed project will have an adverse effect on a property listed in the State Register of Historic Places. If it is determined that the project will have an adverse effect on a listed property, the state agency and/or the project proponent must consult with MHC to determine mitigation measures. Unlike Section 106, which considers NRHP listed and properties that have been determined eligible, Chapter 254 only considers properties or districts listed in the State Register of Historic Places or those that have been previously inventoried and are evaluated by MHC as eligible in the Chapter 254 review.

Chapter 254 could be relevant in the Town of South Hadley if any area or individual property is listed in the State Register of Historic Places (this designation is automatic if the area or property was listed in the NRHP) and any state funds or licenses are used for projects such as road improvements, public facilities, and residential or commercial development.

### **Massachusetts Environmental Policy Act (MEPA)**

The Massachusetts Environmental Policy Act (MEPA) is a comprehensive review process that requires state agencies to account for the potential environmental impacts of projects involving state licenses, permits or financial support. This public process requires a thorough study of potential environmental impacts and the development of

feasible mitigation options designed to avoid or minimize those impacts. Historic resources, both above and below ground, are included in the list of environmental factors that must be considered in the MEPA process.

If the project has a connection to state funds permits, or licenses, certain thresholds must be met in order to initiate MEPA review. For historic resources, the threshold is met if the project involves the demolition of any part of a structure listed in the State Register of Historic Places, or (as of 1998) the property is listed in the *Inventory of Historic and Archaeological Assets of the Commonwealth*. A detailed project information statement, known as an Environmental Notification Form, must then be prepared to assess the impact of the project on the resource.