

Historic & Cultural Resources

Introduction

With its historic 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 historic resources. This community, nestled among the Range and the River, has a unique and very strong sense of history and place as a community. Town character and the preservation of community identity have been continually cited throughout this planning process as critical themes of this Plan. South Hadley's historic and cultural resources are highly valued by residents and visitors alike, and form the basis for much of the Town's most prized visual identity.

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 and the loss of these resources, such as the recent loss of three local performing arts organizations, is particularly disappointing.

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 historic and cultural resources cannot be overlooked, despite myriad challenges and opportunities in other facets of the Town as these resources contribute significantly to the quality of life in the Town.

Historic and Cultural Resources Goals

CHR-1	Preserve and enhance the historic landscapes, districts, and individual resources of the Town of South Hadley for the benefit of current and future generations.
CHR-2	Broadly communicate the location, history, significance, and current condition of South Hadley’s historic and cultural resources, including historic landscapes, in order to better plan for their preservation and enhancement.
CHR-3	Ensure that South Hadley’s government actions recognize the value of the Town’s historic and cultural resources, and promote policies and investments consistent with their continued preservation and enhancement.
CHR-4	Expand the quantity and enhance the quality of cultural networks and activities, to enrich the vitality of community life.

Historical Overview

The town of South Hadley is bounded on the west by the Connecticut River, on the north by the 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 summers.

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 the town of South Hadley in 1775. Settlers had arrived in South Hadley Falls and South Hadley Center simultaneously about 1727, but 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 when there were three sawmills, two grist mills, and a fulling mill in operation. In addition to the few mills, the village 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 around the falls in the river 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 persisted, but it was new large textile and paper mills that 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 brought an end to 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. Glasgow Company and Workers, on Connecticut River, ca. 1880.

In 1837 Mount Holyoke College was established in the Center and with it came an expansion of buildings along Route 116, College Street. 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.

At the Falls, the pace of development brought about by growth of the paper and textile mills from the 1820s was steady 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. Instead of spreading outwards, as Holyoke did, the Falls grew more dense as lots were divided and new buildings went up as infill. To attract and keep immigrants as factory workers South Hadley's Glasgow Company built two-family housing in the 1870s 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's population. The new bridge allowed people to live in the more rural South Hadley Falls and work in the mills of Holyoke when previously they would have had to take the swing ferry to Holyoke, which was more difficult and time-consuming.

In the Center Mount Holyoke added a library to its original seminary building in 1870, while single and two-family houses went up on College

Street for faculty and staff. The Center became home to the more affluent town residents like the Skinner family who moved from near their textile mills in Holyoke to South Hadley where they could carve out an estate of large proportions. Farmers in the Center and its outskirts shifted in the 1870s and 1880s from growing tobacco exclusively, to market gardening. Farmers cultivated fields of vegetables on Woodbridge Street, for example, into the 1920s and their dairy production in the early 1900s led the county.

The College built about ten new buildings between 1897 and 1915, the work of well-known regional architects. Four new halls were added between 1916 and 1932, again by recognized 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 and located close to the golf course that the Skinner family built on former farmland on College Street.

Paper production continued at the Falls at the Hampshire and Carew Companies, which were taken over by the Southworth family of Holyoke. As competition from southern state increased in the 1950s and 60s the mills continued to operate but employed fewer people until they closed. The Hampshire Paper Company was demolished and only Carew Company buildings remains today, although they are vacant.

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 in South Hadley 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 dichotomy between the Center and the Falls has continued from the early 19th century to the present. South Hadley Falls, the traditional industrial village, has lost some of its businesses and the Carew Manufacturing Company mill buildings have failed to secure new uses and owners. Much of its residential building stock shows the wear and tear of deferred maintenance, but allegiance to the Falls among its residents is strong. The Center, by contrast, finds greater support around the activities and needs of Mount Holyoke College faculty, staff and students. The building stock is generally well-preserved, the commercial section active.

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 historic resources, and also identifies areas where additional work or organizational efforts may be needed to fully protect and enhance the Town's resources.



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.



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. After Fire District No. 1 moved to their new quarters on Newton Street and the Old Firehouse at 4 North Main Street became available, the Old Firehouse 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. A new exhibit room will soon be open, and the permanent display will be "The Connecticut River and South Hadley Canal." The changing exhibit will feature "Canal Village" later in 2009.

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The South Hadley Historical Commission

The South Hadley Historical Commission also has been very active in identifying historic resources throughout the town. In 2007, the Historical Commission received a Massachusetts Historical Commission (MHC) survey and planning grant to document 80 properties on MHC inventory forms. This assignment was successfully carried out by Bonnie Parsons of the PVRC between 2007 and 2008. Members of the Historical Commission, many of whom are also members of the Historical Society, have contributed to publications and have 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. Irene Cronin described the Conservation Society's origins in a March 1996 article in the Gazette that is reprinted in its entirety here. The article also describes the eventual folding of the society into the South Hadley Conservation Commission, and its early emphasis on conserving landscapes and natural areas as part of the town's historic legacy:

The beginning of the South Hadley Conservation Society, and the town Conservation commission, came about when in the summer of 1957, a volunteer committee from the Center Men's Club held open meetings to discuss the need for swimming facilities in the town. As a result, a committee began to study possible sites. At a special Town Meeting the following year, the Outdoor Recreational Facilities Committee was set up to study the natural resources of the town and make recommendations regarding the acquisition and development of these resources for recreational and educational purposes, including swimming. Richard L. Johnson and Charles Barney were co-chairmen.

The committee issued a report in 1959 in which it recommended the acquisition of the Buttery Brook reservoir area, development of a 50-year plan for the conservation of town resources, establishment of a town Conservation Commission, and the desirability of a nonprofit private organization promoting conservation for the benefit of all citizens.

On September 1, 1960 the South Hadley Conservation Society was organized by a group of prominent public spirited citizens. A charter was obtained from the state in December of that year. The society's goals were protection, preservation and conservation of natural objects and areas, such as park lands, forests and streams, and all other undeveloped areas and wildlife for the enjoyment and benefit of the general public. This included acquisition and improvement of such lands and objects. Stress was placed on the need to think long term, not just for the present.

Richard L. Johnson and Robert H. Russell Jr. were especially active in promoting the society and conservation. Johnson became the society's first president, Russell the first vice president, Graham B. Mazeine the treasurer, and Warren A. Rhoades, clerk. The directors were Otto C. Kohler, Charles E. Barney, Paul Adams, Horace T. Brockway, Laurence K. Hamilton and Arthur Ryan.

The society held meetings to acquaint the public with the need for conservation of town resources. Membership reached about 70 and approximately 190 acres were acquired by gift or purchase during the years 1961-68. In June 1961 the society negotiated to buy the 4 ½ acre Titus Pond lot from the Albert Quenneville Trust by taking on a mortgage of \$1900. On January 5, 1976, the society sold the lot to the town for \$1 and repayment of the mortgage.

The society's efforts increased interest in and support of conservation of town resources. Society members made a presentation at the March 1961 Town Meeting, and as a result, establishment of the town Conservation Commission was approved, as well as an appropriation of \$5,000. Robert Russell was elected chairman of the commission. The goals of the commission were the same as those of the society and the commission has been actively promoting town conservation interests since then.

Partially because of this overlap of interest, and the attrition of older members, the society was dissolved in November 1986. In 1986 Robert Russell informed the town attorney that parcels given to the society were to be handed over to the town for park purposes, and should be placed under the control and management of the Conservation Commission. The process of making this transfer has been complicated due to the fact that the society is not longer an active corporation, so seven years later the effort is still underway. This hopefully will soon be resolved.

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The South Hadley Conservation Commission

Content needed.

Historic & Cultural Resources

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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.

A recognition of the existing cultural resources is important. The vision for a stronger cultural network depends on this 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
- 4th of July fireworks
- summer concert programs on the Town Common
- Columbus Day tag sales and activities from the Falls to the Center
- Canal Village Potpourri in the Falls on the last Saturday in April
- activities at the Beachgrounds
- BATTERY Brook activities
- Public Library pre-school storytime
- children's summer reading program at the Public Library
- Friends of the Public Library programs
- annual townwide South Hadley READS program
- author presentations at the Odyssey Book Shop
- books clubs at Public Library, Gaylord Library and the Odyssey
- knitting groups at the Public and Gaylord Libraries
- art classes at the Public Library
- Museum exhibits at the Old Firehouse and Skinner Museums

- Lenten Lunches at St. Patrick's and All Saints Churches
- church suppers throughout the town
- Lions' Club and St. Patrick's spaghetti suppers
- Mount Holyoke College programs available to the public
- college art museum and flower show
- Williston Observatory visits
- Myron Ryder fishing derby
- Holiday Stroll on Center Common
- basketball and bowling in St. Patrick's Social Center
- 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 might be missing. The inventory and evaluation of cultural resources will reveal 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, who had supported and benefited from these cultural initiatives for many years. 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.



Inventory of Historic and Archaeological Assets

Preservation planning is a three-step process: **identification, evaluation, and protection**. The identification and documentation of historic 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 historic resources throughout the community. Evaluation of their significance and resultant 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 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, which is 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. No archaeological sites except burials grounds are listed in MACRIS, however. Data on these sites must be obtained by conducting site file research at MHC.

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, Mt. Holyoke College campus (which also has a number of individually inventoried buildings) and the Mt. 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 document survey efforts which have resulted in the identification of both pre-Contact Native American and historical archaeological sites, although not the number expected due to the fact that many are probably deeply buried.

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 MHC.

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. The complete heritage landscape inventory is included as an appendix to the Plan, and provides a sound resource list for future documentation activities and potential funding opportunities.

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 historic, 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. Town Common including the Post Office and the Yarde House
4. McCray's Farm
5. Pearl Street Farms
6. Mount Holyoke Range.

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 18th and 19th 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.

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 20th century. The local “A Better Chance for Education” (ABC) program was housed there between 1972 and 1982. Attached at the rear is Rawson House, the 1733 home of Grindall Rawson, South Hadley’s first minister. A water tower 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 and a shop which will offer such things as plates, pitchers, books and pamphlets. Events are also planned.

State and National Registers of Historic Places

Mount Holyoke’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 historic 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, outdoor track and walking trails); indoor athletic facilities (swimming, squash league and events); the Orchards Golf Club; library borrowing privileges; daycare and early childhood education through the Gorse Child Study Center; summer camps; Williston Observatory visits; the international student host family program; the Blanchard ice rink; the art museum; course audits, and scholarships for South Hadley High school graduates. All of these enrich South Hadley's cultural life.



Tools for Preservation

This section of the Comprehensive Plan identifies a variety of planning tools and programs (both voluntary and regulatory) that are available for preservation planning purposes in the Town of South Hadley. Some of these tools are applicable to natural resources as well, as there is a close link between these resources and the natural landscape because of South Hadley's more rural character. Many programs exist at the local, state, and federal levels that are available to assist in the preservation of South Hadley's important historic resources. Three broad categories of preservation-related programs are described in this section including local planning and protection of cultural resources; federal and state regulatory review, and financial programs and incentives. Other regulatory programs with less specific applicability are described in the appendix to this chapter.

Local Planning / Protection

Local Historic Districts

Local Historic Districts (LHDs) can protect the exterior appearance of historic properties and encourage new construction to be designed to complement the historic setting. The designation of a LHD imposes a review and approval process by a commission of appointed members for proposed exterior changes to properties. The primary strength of a LHD is that it can be 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 historic character of buildings, streetscapes, neighborhoods, and special

landmarks from inappropriate 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.

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.

Currently, the Town of South Hadley does not have any local historic districts. One of the recommendations presented in this Comprehensive Plan is that the Town of South Hadley adopt a local bylaw that would establish a Historic District Commission to review proposed changes to exterior architectural features visible from a public way. Removing historic materials or altering a building's character-defining features are usually not permitted and repairing historic features rather than replacing them is usually encouraged. Any architectural changes or necessary replacements are expected to be compatible with the property's historic character and be approved through a certificate of appropriateness, a certificate of non-applicability, or a certificate of hardship with respect to such construction or alteration.

An example of an area where a local historic district might be an appropriate action is the area immediately around the historic Post Office on Hadley Street, near the Village Commons and Mount Holyoke College. This block has structures and built relationships that have historic significance, and are an essential and formative part of the Town's historic visual character. However, the area is unprotected from changes in use or demolition that could fundamentally alter the quality and historic integrity of the block and the town center. While adaptive re-use may be entirely compatible in this area, documentation of this resource and standards for protection are needed. A local historic district, and other complimentary strategies such as a demolition delay bylaw and/or design standards, would be important steps to providing greater security and protection for this resource.

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. The 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 the Historical Commission. 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.

A demolition delay bylaw, considered several years ago, is proposed again with more specific language as to the buildings that would be subject to the delay.

Scenic Roads

Similar to Local Historic Districts, South Hadley's Scenic Road designations have the ability to protect the appearance of historic 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, Alvord Street, and a portion of River Road. Alvord Street is a locally designated scenic road (1981), from Lathrop Street to Ferry Street. In 1971 the town voted Pearl Street and River Road as scenic roads as well. The motion included Alvord Street at that time, but it was taken out in 1971. Finally, the entire stretch of Route 47 in the Town is designated a national scenic byway. With these designations in place, all stone walls and tree removal (including those on individual homeowners' property) along roadways in town are subject to review and approval. 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.

Certified Local Government Program

The federal Certified Local Government (CLG) program is designed to help recognize communities that value historic 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 historic 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.

Historic and Cultural Resource Strategies

South Hadley's residents highly value the community's strong sense of place, which is created by its varied natural features and land use patterns that result from its agricultural and economic development heritage. In the course of preparing this plan, three local actions have emerged as being very important next steps to improving the stewardship of South Hadley's cultural and historic resources:

- Exploration of a **Demolition Delay Bylaw** to provide a time period in which the town can explore alternatives to demolition. This would require a majority vote of Town Meeting.
- Considering designation of one or more **Local Historic Districts**, which is one of the strongest forms of protection for the preservation of historic resources. South Hadley presently does not have any locally-designated districts, and doing so would increase the community's standing to protect these areas in the regulatory process.
- Designation of a local preservation or conservation organization or board as a **Certified Local Government**, to enable the community to gain federal grant funding for preservation activities.

Village and Rural Neighborhood Character

Perhaps South Hadley's most important, over-arching historic 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 historic land use pattern.

The Town has recently taken measures to document and evaluate additional properties in its recent MHC-funded survey and the current heritage landscapes inventory, but this is an area of cultural and historic resource planning that would benefit substantially from initiation of a Certified Local Government (CLG), designation of a local historic district, and a demolition delay bylaw.

Agricultural Landscapes

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. The preservation goals, objectives and recommended actions in this Plan can assist the Town of South Hadley in preserving the visual properties of active farming, which are essential to historic character. The theme of agricultural land protection is also echoed in recommendations of the Open Space & Recreation and Natural Resources elements of this Plan.

Scenic Roads

Scenic roads are an integral part of the historic 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 that are within the right-of-way. Yet, in addition to roadway issues, much of what is valued about scenic roads – the stone walls and views across open fields – often is not within the public right-of-way. The preservation and protection of scenic roads should be broadened to

include adjacent areas and features so that the roads' visual ambiance can be more comprehensively preserved.

Funding of Preservation Projects

Funding for preservation projects is an important aspect of implementing preservation strategies while incorporating specific historic preservation objectives into community revitalization and economic development efforts. The MHC and DCR have programs to assist communities in preservation-related issues, as outlined elsewhere in this chapter and its appendix. And while funding for state programs varies year to year, the Town has been successful in the past in securing grants for these programs.

The Town of South Hadley should also encourage the use of historic tax credits by providing more information on federal and state rehabilitation tax credits to the general public. Appropriate town staff should be aware of the tax credits and be able to direct citizens to the appropriate literature and agency officials, including links to more detailed information on the Town's website. This effort should be augmented by including a discussion and explanation of historic tax credits in any public education efforts about promoting preservation.

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 - as the master list is by no means exhaustive - to those heritage landscapes that are yet to be identified.

One of the most important starting points for protecting South Hadley's heritage landscapes is to do further research on all the properties that have been identified. The best way to do that is to bring the inventory up to date. Once the inventory work has been sufficiently established the overall context in which the landscapes exist are more easily described and their importance conveyed to city residents, city government members, and to the Massachusetts Historical Commission. South Hadley has a strong advocate for preservation in its Historical Commission. The Commission spearheaded a drive to preserve the

Canal and created an interpretive park around a portion of it. Their work has extended to physical restoration of the Canal through a Transportation Enhancement grant. The Commission is working on designation of a Local Historic District and if it is successful, South Hadley would be eligible to become a Certified Local Government (CLG). A CLG is given higher priority over other towns to receive Survey and Planning Grant funds to carry on with the town's inventory and National Register work.

To capitalize on the work in progress, it is important to use the Heritage Landscape report to alert government members, committees and commissions to the existence and value of the city's heritage landscapes, so distribution and discussion of the report will be an important next move.

This is all part of generating community support, and community support is essential to preserving the Town's heritage, be it a mill, a view of Mount Holyoke Range, a row of workers' houses or fields that have been worked for several hundred years. Publicizing the report through a series of articles, presentations, and making it available to residents is an example of the type of action that could be important to building support. Creating public awareness and public education through the schools, through the press, on-line and at special events will help the community recognize the value of its historic landscapes.

Historic and Cultural Resources Goals

CHR-1	Preserve and enhance the historic landscapes, districts, and individual resources of the Town of South Hadley for the benefit of current and future generations.
CHR-2	Broadly communicate the location, history, significance, and current condition of South Hadley's historic and cultural resources, including historic landscapes, in order to better plan for their preservation and enhancement.
CHR-3	Ensure that South Hadley's government actions recognize the value of the Town's historic and cultural resources, and promote policies and investments consistent with their continued preservation and enhancement.
CHR-4	Expand the quantity and enhance the quality of cultural networks and activities, to enrich the vitality of community life.

CHR-1: Preserve and enhance the historic landscapes, districts, and individual resources of the Town of South Hadley for the benefit of current and future generations.

Objective: Ensure that new development, and the redevelopment/adaptive re-use of structures, incorporates and is visually compatible with the historic architectural features and patterns that contribute to South Hadley's cultural and historic resources.

Recommended Action: Institute a design review process and standards, work to identify and incorporate architectural materials, elements, and patterns that are complementary to South Hadley's historic districts and character.

Recommended Action: Create strong incentives for buildings to be adaptively re-used in a manner that retains the historic visual character of the structure and neighborhood.

Recommended Action: In revising the zoning bylaw, develop strategies that incentivize and support the re-use of historic structures and the retention of retail stores in South Hadley Falls.

Recommended Action: 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, and consider adopting a local historic district and protection standards to secure its visual and historic integrity.

Objective: Maintain the integrity of historic landscapes and important scenic vistas.

Recommended Action: Research and map the current status of easements, state ownership, and private ownership of parcels within the Ridge with the intent of ensuring long term protection.

Recommended Action: Explore the potential to develop and implement a vista protection overlay district or comparable tool for the Pearl Street and Alvord Street corridors, the Mount Holyoke Range, and important vistas of the Connecticut River.

Objective: Aggressively support and expand farming and agricultural land use and activities.

Recommended Action: Encourage the Conservation Commission to support and administer right to farm bylaw and implement the recommendations of the agriculture commission.

Recommended Action: Encourage the Agricultural Commission to advocate for and educate South Hadley's boards and commissions regarding Community Supported Agriculture.

Recommended Action: Encourage the Agricultural Commission to communicate to the citizens about the identified farms in Town and their significant features.

Objective: Develop strategies for managing change and re-investment in South Hadley Falls that respect the area's historic development pattern, without limiting redevelopment efforts.

Recommended Action: Pursue the recommendations targeting the Falls, which are outlined in the 2009 Heritage Landscape Inventory conducted by PVPC.

Recommended Action: Pursue a façade and building upgrade loan or grant fund to encourage improvements to buildings within South Hadley Falls that contribute to the area's vitality and historic character.

Recommended Action: Consider adopting standards or methods to include historic materials, features, and architectural elements in creative ways in new development and redevelopment of properties within the Falls, such as the Texon property.

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

Recommended Action: In conjunction with the recommendations in the Open Space and Natural Resources chapters of this Plan, continue to make conservation of the Mount Holyoke Range and the Connecticut Riverfront a priority for cultural and historic resource protection actions.

Recommended Action: Work through the Massachusetts Scenic Roads program to designate the most important roads and road segments as Scenic Roads, and consider methods to further protect and limit modifications of lands, landscaping, and historic features along designated scenic roads, including Pearl Street, River Road and Alvord Street (already designated).

Recommended Action: When considering enhanced protection of scenic roads, include for consideration such strategies as (1) questioning any expansion of municipal infrastructure along scenic roads; (2) zoning protection of landscapes and landscape features through greater setbacks, clustering requirements, or other protections; or (3) use of overlay districts that restrict or refine development patterns within viewshed areas.

Objective: Gain status for the South Hadley Historic Commission as a Certified Local Government (CLG).

Recommended Action: Approach the Select Board for approval to gain certification as a CLG.

Recommended Action: Designate a local historic district under the provisions of Massachusetts law, potentially a portion of South Hadley Falls.

CHR-2: Broadly communicate the location, history, significance, and current condition of South Hadley's historic and cultural resources, including historic landscapes, in order to better plan for their preservation and enhancement.

Objective: Compile historic information in a format that will help market and sell South Hadley as a recruiting tool for economic development and revitalization.

Recommended Action: Recruit an intern or other support to develop and consolidate a web-based inventory of South Hadley's historic landscapes, districts and resources, including historic farm fields and structures.

Recommended Action: Use this historic inventory to develop a curriculum for education and outreach in South Hadley's school system through a local history unit.

Recommended Action: Work with South Hadley's senior citizen community to document and publicize the history of the Town's landscapes, districts and resources.

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

Objective: Collaborate with Mount Holyoke College to promote enhancement and recognition of the College's historic resources and their importance to South Hadley's history and cultural resources.

Recommended Action: As emphasized in the Economic Development chapter of this Plan, seek out opportunities to improve and expand directional signs from area highways, and install local information signs, collaborating with the College and other local partners.

Recommended Action: As a historic inventory of the Town's resources is developed, ensure that there are robust links to the College's on-line and other community resources regarding the cultural and historic resources on campus.

CHR-3: Ensure that South Hadley's government actions recognize the value of the Town's historic and cultural resources, and promote policies and investments consistent with their continued preservation and enhancement.

Objective: Ensure that the development review and redevelopment process in South Hadley takes full account of the value and importance of historic resources and districts to the community's economic and visual quality.

Recommended Action: Require Historic Commission review and input into any development proposal that affects historic districts, structures, or landscapes identified in this Plan or the PVPC landscape plan.

Recommendation Action: Institute an architectural and design review process for the central business district of South Hadley Falls, integrating any such action with the recommendations of the land use and community design chapter.

Objective: Provide owners of historic structures, buildings with incentives to consider alternatives to demolition for reuse of historic structures.

Recommended Action: 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: In conjunction with the economic development recommendations of this Plan, actively disseminate information and facilitate access to State and Federal tax credit and incentive programs for redevelopment of historic structures.

Objective: Ensure that local investments and actions are evaluated for their impact on historic districts, landscapes and features.

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

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

Recommended Action: Consider measures such as a Scenic Roads Bylaw that would require a public hearing before trees or stone walls in the right of way are removed by the Town.

CHR-4: Expand the quantity and enhance the quality of cultural networks and activities to enrich the vitality of community life.

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

Recommended Action: Establish a Cultural Commission to review what has served the community, and what is needed to achieve the goals of this Plan for the Town's cultural life.

Recommended Action: Build in an active cultural calendar framework on website and the local access cable channel that is kept current, and informs residents on current cultural opportunities and networks.

Recommended Action: Facilitate the work of the cultural council with the Cultural Commission and other networks and interested individuals to establish a plan and framework for cultural revitalization.

APPENDIX: 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

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.

Historical Commission's state review board, and the National Park Service National Register office before final designation.

National Register Districts

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.

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.

Financial Programs and Incentives

In conjunction with state and federal historic preservation programs, there are also financial incentives available to owners of historic properties in South Hadley. The programs are described in detail in the appendix; their general applicability is discussed below.

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. 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 structures not listed in the NRHP, but 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.

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. The requirements are the same as for the Federal program.

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. 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.