

TOWN OF WENDELL COMMUNITY DEVELOPMENT PLAN

JUNE 2004



**Prepared by the
WENDELL COMMUNITY DEVELOPMENT PLAN COMMITTEE
and the
FRANKLIN REGIONAL COUNCIL OF GOVERNMENTS**

**Prepared under Executive Order 418 in cooperation with the
Massachusetts Department of Housing and Community Development,
Massachusetts Executive Office of Environmental Affairs,
Massachusetts Executive Office of Transportation and Construction, and
Massachusetts Department of Economic Development**

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TOWN OF WENDELL

COMMUNITY DEVELOPMENT PLAN

TABLE OF CONTENTS

EXECUTIVE SUMMARY	ES-1
Introduction.....	ES-1
Vision Statement.....	ES-1
Open Space and Resource Protection	ES-3
Economic Development.....	ES-5
Housing.....	ES-7
Road Research	ES-10
Transportation Services and Needs.....	ES-13
Potential Development Mapping	ES-15
Next Steps in Implementing the Community Development Plan.....	ES-16
 CHAPTER 1: OPEN SPACE AND RESOURCE PROTECTION.....	 1-1
Introduction.....	1-1
Open Space and Recreation Plan Goals and Objectives	1-2
Five-Year Action Plan from the Open Space and Recreation Plan	1-3
 CHAPTER 2: ECONOMIC DEVELOPMENT	 2-1
Introduction.....	2-1
Demographic Characteristics	2-2
Population	2-2
Age Distribution.....	2-3
Education and Skills	2-4
Income.....	2-6
Labor Force Characteristics and the Local Economy	2-8
Commuting and the Regional Labor Force.....	2-8
Labor Force Participation and Employment	2-10
Industry Sectors and Employment	2-13
Economic Development Factors and Issues	2-16
Natural, Scenic, and Recreational Resources	2-16
Village Areas and Municipal Facilities.....	2-17
Municipal Taxes.....	2-17
Infrastructure.....	2-19
Local Entrepreneurship and Small Business Development	2-21
Summary of Wendell's Economic Development Assets and Liabilities.....	2-24
Economic Development Recommendations	2-25

ECONOMIC DEVELOPMENT APPENDIX.....	A-1
Additional Demographic and Economic Data for Wendell and Nearby Communities	A-2
Economic Development and Business Assistance Resources	A-10
 CHAPTER 3: HOUSING.....	3-1
Introduction.....	3-1
Housing Goals and Objectives.....	3-2
Planning and Legislative Context	3-3
State Legislation to Promote Affordable Housing.....	3-3
Regional and Town Initiatives and Policies to Create Affordable Housing.....	3-6
Current Housing Characteristics	3-11
Housing Supply.....	3-11
Types of Housing.....	3-12
Housing Vacancies.....	3-13
Housing Age	3-13
New Construction	3-13
Housing Tenancy	3-14
Substandard Housing	3-15
Population Characteristics that Influence Housing Demand	3-15
Total Population.....	3-15
Households.....	3-16
Population Distribution by Age Group	3-17
Populations with Special Housing Needs	3-19
Housing Costs and Affordability	3-22
Housing Costs	3-22
Housing Values.....	3-23
Residential Sales	3-24
Housing Affordability.....	3-25
Affordable Housing under Executive Order 418	3-29
Affordable Housing under Chapter 40B.....	3-30
Population Projections and Future Housing Demand.....	3-31
MISER Population Projections	3-32
FRCOG Population Projections.....	3-32
Future Housing Demand	3-33
Summary of Wendell's Primary Housing Assets and Issues	3-33
Quantifying Wendell's Housing Needs.....	3-36
Housing Recommendations	3-38
Projected Impacts of These Strategies on Wendell's Affordable Housing Supply	3-39

HOUSING APPENDIX.....	B-1
Housing Goals and Recommendations from the Regional Policy Plan.....	B-2
Additional Housing and Demographic Data for Wendell from the U.S. Census	B-4
Comparative Housing Statistics for Wendell and Nearby Towns from the U.S. Census.....	B-8
Income Eligibility Guidelines for Programs Administered by the Franklin County Housing and Redevelopment Authority (HRA).....	B-11
 CHAPTER 4: ROAD RESEARCH.....	 4-1
Introduction.....	4-1
Context for this Project.....	4-2
State Statutes Regarding Public Ways.....	4-2
Massachusetts Appeals Court Cases Regarding Access for ANR Development.....	4-4
Legal Status of Certain Roads in Wendell.....	4-5
Extent and Width of Certain Roads in Wendell.....	4-7
More Information on Public Way Discontinuances.....	4-18
Advantages and Disadvantages of Discontinuing a Town or County Road.....	4-18
Procedures for Discontinuing a Town Road.....	4-19
Procedures for Discontinuing a County Road	4-20
Recommendations Relating to Road Records and Road Status.....	4-22
Road Record Maintenance and Bookkeeping.....	4-22
Road Status and Discontinuances	4-23
 ROAD RESEARCH APPENDIX.....	 C-1
Road Action Glossary.....	C-2
1986 Town Meeting Article to Discontinue a Number of Roads in Wendell	C-4
Research on the Legal Extent (Metes and Bounds) of Five Wendell Roads	C-7
FRCOG County Road Records Project Series List.....	C-15
FRCOG County Road Index, Report for the Town of Wendell	C-19
Procedural Outline and Requirements of Petitioners of Road Actions by the FRCOG Executive Committee	C-21
Sample Agreement with the FRCOG for Reimbursement of Costs Associated with Road Actions.....	C-22
 CHAPTER 5: TRANSPORTATION SERVICES AND NEEDS.....	 5-1
Introduction.....	5-1
Goal and Objectives for Transportation Services	5-2
Demographic and Socioeconomic Statistics Relating to Transportation Needs.....	5-3
Population and Age Distribution	5-3
Elderly Households.....	5-4
Prevalence of Disabilities	5-4
Vehicle Ownership.....	5-5
Income.....	5-6

Current Transportation Services	5-8
Fixed-Route Transit Services.....	5-9
Paratransit Van Services	5-10
Transportation Patterns and Needs	5-12
Travel Patterns of Wendell Residents.....	5-13
Interest in Additional Transportation Services	5-15
Transportation Needs Based on the Survey Results	5-17
Transportation Service Recommendations	5-18
TRANSPORTATION SERVICES AND NEEDS APPENDIX	D-1
Town of Wendell Transportation Survey, January 2004	D-2
Wendell Transportation Survey Responses	D-5
FRTA, Schedule for the G-Link Route.....	D-22
GMTA, Schedule for the Greenfield-Montague Route	D-23
GTMA, Schedule for the Greenfield-Amherst Route.....	D-24
CHAPTER 6: POTENTIAL DEVELOPMENT MAPPING.....	6-1
Introduction.....	6-1
Step 1: Identify Areas with Absolute Environmental or Open Space Constraints	6-2
Step 2: Identify Areas that Contain Developed Land Uses	6-4
Step 3: Identify Areas that are Potentially Developable	6-4
Step 4: Identify Areas with Potential Environmental Constraints	6-4
Step 5: Identify Potentially Most Suitable Areas for Future Development	6-6
Recommendations	6-7
APPENDIX.....	E-1
Notices and Agendas for Wendell Community Development Plan Committee	
Meetings.....	E-2
LIST OF TABLES	
Table 1-1: Recommended Actions of the Open Space and Recreation Plan	1-4
Table 2-1: Total Population, 1970, 1980, 1990, and 2000	2-2
Table 2-2: Population Increases, 1970 to 2000.....	2-2
Table 2-3: Age Distribution, 1990 and 2000	2-3
Table 2-4: Highest Educational Attainment Level, 1990 and 2000.....	2-5
Table 2-5: Selected High School Data, 2001	2-6
Table 2-6: Selected Income and Poverty Statistics, 1999	2-7
Table 2-7: Top Ten Employment Destinations, 2000.....	2-9
Table 2-8: Travel Time to Work, 1990 and 2000	2-10
Table 2-9: Labor Force and Unemployment Data, 2002	2-11
Table 2-10: Class of Worker, 2000.....	2-13
Table 2-11: Employment by Sector, 2000	2-14
Table 2-12: Employment by Occupation, 2000.....	2-15
Table 2-13: Single-Family Residential Tax Data for Wendell, 1990 to 2003	2-18
Table 2-13: Summary of Economic Development Assets and Liabilities.....	2-24

Table 3-1: Housing Units in Wendell, 1980 to 2000, Comparison to the County and State..	3-11
Table 3-2: Types of Housing Structures in Wendell, 2000	3-12
Table 3-3: Housing Tenancy in Wendell, 1990 and 2000	3-12
Table 3-4: Age of Housing in Wendell, 2000.....	3-14
Table 3-5: Authorized Construction for New Housing Units in Wendell, 1993 to 2002	3-14
Table 3-6: Population for Wendell, 1970 to 2000, Comparison to the County and State	3-16
Table 3-7: Average Household Size in Wendell, 1980 to 2000, Comparison to the County and State.....	3-16
Table 3-8: Population Distribution in Wendell, 1990 and 2000, Comparison to the County and State	3-18
Table 3-9: Household Types in Wendell and Franklin County, 2000	3-19
Table 3-10: Population Living in Poverty in Wendell, by Age and Household Type, 1999..	3-20
Table 3-11: Disabilities in the Non-Institutionalized Population in Wendell, 2000.....	3-21
Table 3-12: Housing Values for Owner-Occupied Housing Units in Wendell, 2000	3-24
Table 3-13: Single-Family Home Sales in Wendell, 2000 to 2003	3-24
Table 3-14: Households by Income Level, by Householder Age, in Wendell, 1999	3-26
Table 3-15: Median Housing Costs as a Percentage of Gross Income for Wendell, 1999, Comparison to the County and the State.....	3-27
Table 3-16: Percentage of Income Spent on Housing Costs, by Householder Age, 1999	3-28
Table 3-17: Affordable Housing Rents and Purchase Prices under Executive Order 418 for Non-Metro Franklin County, FY 2004	3-30
Table 3-18: Residential Units in Wendell and Nearby Towns that Count as Affordable under Chapter 40B, 2001	3-31
Table 3-19: MISER Population Projections for Wendell, 2000 to 2020	3-32
Table 3-20: Current Estimates of Low, Moderate, and Middle-Income Households with Affordability Needs, by Age and Tenancy, 1999	3-37
Table 3-21: Proposed Strategies to Promote Housing Affordability for Homeowners, and their Potential Impacts over a 10-Year Period.....	3-40
Table 3-22: Proposed Strategies to Promote Housing Affordability for Renters, and their their Potential Impacts over a 10-Year Period.....	3-40
 Table 4-1: Information on the Legal Status of the Researched Roads	 4-6
 Table 5-1: Wendell's Population Distribution, 2000	 5-3
Table 5-2: Disabilities in the Non-Institutionalized Population in Wendell, 2000.....	5-5
Table 5-3: Households by Income Level, by Householder Age, in Wendell, 1999	5-7
Table 5-4: Single Most Frequent Destination for Survey Respondents, Not Including Commutes to Work or School.....	5-14
Table 5-5: Number of Trips per Week that the Survey Respondents Typically Make Outside of Wendell	5-15
Table 5-6: How Important Different Types of Transportation Services are to the Survey Respondents	5-16

LIST OF FIGURES

Figure 2-1: Household Incomes in Wendell, 1999	2-8
Figure 2-2: Unemployment Rates, 1990 to 2002.....	2-12
Figure 2-3: Labor Force and Employed Persons in Wendell, 1990 to 2002.....	2-12
Figure 3-1: Population Distribution by Age Group in Wendell, 1990 and 2000.....	3-18
Figure 4-1: Wendell Depot Road, County Road Index Map	4-10
Figure 4-2: Locke’s Village Road, County Road Index Map	4-12
Figure 4-3: Montague Road, County Road Index Map	4-14
Figure 4-4: Farley Road, County Road Index Map	4-16
Figure 4-5: Mormon Hollow Road, County Road Index Map.....	4-18
Figure 5-1: Motorized Vehicle Ownership among Wendell Households, 2000.....	5-6
Figure 5-3: Survey Respondents’ Top Destinations When They Leave Their Homes, Not Including Commutes to Work or School	5-14

LIST OF MAPS

Action Plan Map from the Open Space and Recreation Plan	1-8
Development Suitability Map	6-9

EXECUTIVE SUMMARY

Introduction

The Wendell Community Development Plan has been developed under Executive Order 418. Issued in 2000, Executive Order 418 offered municipalities funding to create Community Development Plans, such as this one, which address four principal areas: open space and resource protection, housing, economic development, and transportation. Wendell received an exemption from the open space and natural resource section because of its recent Open Space and Recreation Plan (2002), which was approved by the Massachusetts Executive Office of Environmental Affairs, Division of Conservation Services. This Executive Summary presents the key findings and recommendations of Wendell's Community Development Plan.

Community Development Plans use the information collected through the planning process to establish options and strategies to guide future development and to protect important natural, historic, and scenic resources.

Vision Statement

In 2002, prior to the start of Wendell's Community Development Plan, a series of public forums were held to discuss town issues and priorities and to establish a vision for Wendell's future. A vision statement for the Town was developed based on the forum discussions. This vision statement, and its goals and objectives, helped guide the creation of the Community Development Plan. The vision statement is as follows:

Our primary vision for the Town of Wendell is to preserve its rural and unique community character while seeking to improve the quality of life for its residents. We recognize that the careful management of land use and population growth will help the town protect its natural, historic, and scenic assets while enhancing people's abilities to enjoy these valuable resources. We envision land planning and regulation of development as key tools to meet our specific community needs, while at the same time, allowing for a more controlled population increase over the long term that is sustainable for the Town of Wendell.

Through careful and sustained proactive planning, we hope to encourage the kinds of land use which will maintain and improve the overall health and well-being of the aquatic, forest, and open-field ecosystems, and wildlife habitats, and which will help the town to permanently protect and manage its open spaces. The Open Space and Recreation Plan for Wendell will contribute to this undertaking. We actively support the development of small-scale commercial, economic growth as well as encourage cottage industries that will blend with Wendell's rural environment. We recognize the need to research the status and condition of our current road situation and to consider access to public transportation and to current and

proposed bicycle paths and trails within the region. Future planning should consider the adverse impact that a rising tax rate has upon residents with limited incomes.

In order to achieve the concepts outlined in this vision statement, the Wendell Community Development Plan Committee along with the Planning Board have identified a number of shared goals and objectives to help guide the preparation and implementation of the Town of Wendell's Community Development Plan. By including as many of the Town's residents as possible, to make this vision a reality, we hope to foster more active participation in town affairs and promote more involvement in activities which will strengthen our unique community.

It is recognized that many of the goals listed below are conflicting. However, these goals represent general concepts considered important by a significant number of townspeople. The Planning Board, in proposing future changes to the town bylaws, will hold these goals in mind.

Goal – To preserve Wendell's rural character by preserving its diversity of wildlife and open spaces

- Preserve and increase amount of protected land.
- Create greenways both within town and connecting with greenways in surrounding towns.
- Enhance scenic roads bylaw to further protect byways.
- Preserve the dark night sky by minimizing light pollution.
- Promote community based ecological education and related activities.
- Insure that the Town's Zoning Bylaws continue to be protective of natural resources and quality of life.
- Implement the Open Space Plan.

Goal – Diversify tax base and increase community services through the facilitation of economic development

- Promote the development of cottage industries and the appropriate use of local resources.
- Promote ecologically sound development.
- Maintain and improve appropriate bylaws to ensure sound development practices.
- Create business district(s) *to allow the separation of businesses from land uses with which they may not be entirely compatible, and to encourage the establishment of new businesses*¹.
- Explore alternatives to present tax and revenue structure.

¹ This bullet item was modified slightly from the original vision statement by the Community Development Plan Committee during the creation of the Plan.

Goal – Improve transportation options for residents

- Maintain roadways in keeping with their designation as scenic and rural roads (This incorporates maintaining stone walls, trees, proper drainage, minimal road width, guard rails and minimal lighting).
- Retain and maintain dirt roads.
- Determine the legal status of all roads to clarify issues of development and maintenance.
- Increase access to coordinated and/or public transport, especially for seniors and keep the community informed of these options.
- Explore means to control the speed of traffic, including education, traffic calming and enforcement of speed limits.

Goal – To encourage diverse housing and rental options while preserving Wendell's rural character and unique community

- Encourage efforts to make Wendell's housing inventory both affordable and energy efficient.
- Encourage the development of housing for our elders and low to moderately priced rental units.
- Review current sub-division regulations and cluster development options.
- Determine a sustainable rate of residential growth, that the town and its residents can manage, without creating adverse fiscal impacts, to aid in the development of future bylaws.
- *Consider the creation of traditional neighborhood district(s) that allow a mix of residential and business land uses².*

Open Space and Resource Protection

The Executive Order 418 Interagency Working Group exempted the Town of Wendell from creating an Open Space and Resource Protection section for the Community Development Plan, because of the recently completed Wendell Open Space and Recreation Plan (2002). The Wendell Open Space and Recreation Plan was approved by the Massachusetts Executive Office of Environmental Affairs, Division of Conservation Services.

The Open Space and Recreation Plan is an important document that helps guide and influence Wendell's planning priorities and initiatives, including the creation of this Community Development Plan. The Community Development Plan Committee consequently felt it was important to reference the Open Space and Recreation Plan's primary goals and recommendations in this new Plan. These goals and recommendations are summarized below. In addition, as discussed in the mapping chapter of this Plan (Chapter 6), the Open Space and Recreation Plan's Action Plan Map was referred to extensively during the creation of the Development Suitability Map. The Action Plan Map identified potential greenways and priority areas for open space protection.

² This bullet item was added to the vision statement by the Community Development Plan Committee during the creation of the Plan.

Open Space and Recreation Plan Goals

- To ensure that the Town of Wendell retains its rural character and sense of community and maintains or improves the quality of its air and water, and the diversity and integrity of native fauna and flora through the conservation of locally important natural, open space, and cultural resources.
- To ensure that the Town of Wendell improves the quality, quantity, and accessibility of its recreational resources for current and future generations, especially for teens and seniors.

Open Space and Recreation Plan Recommendations

The Open Space and Recreation Plan included 37 action steps for implementation. These action steps are summarized in Chapter 1. Of the 37 action steps in the Open Space and Recreation Plan, the following 11 actions were identified as the being the most important: *(The current status of these action items is provided in italics.)*

- Authorize a municipal Open Space Committee. *(An official Wendell Open Space Committee has been established.)*
- Identify funding sources for land protection. *(In progress.)*
- Identify focus or priority areas for protection. *(The Open Space Committee has begun to prioritize areas for future protection.)*
- Develop a protocol for assigning the right-of-first refusal to purchase Chapter 61, 61A, and 61B land to a local land trust *(In progress.)*
- Explore establishing a Land Acquisition Fund. *(In progress.)*
- Determine if the Conservation Commission has the capacity to own and manage conservation land. *(In progress.)*
- Ensure the training of Open Space Committee members in conservation alternatives. *(The Open Space Committee is considering future training in estate planning related to land preservation for members.)*
- Develop an ongoing program of ecological-based recreational/educational opportunities for Wendell residents such as biodiversity days and wildlife monitoring *(The Open Space Committee has coordinated educational programs on vernal pools and on open space preservation.)*
- Secure the services of a consulting forester or ecologist to review all Town lands and determine which would be the most appropriate as a Town Forest or Conservation Land/Community Garden/Orchard. *(Not yet undertaken.)*

- Develop management/stewardship plans for each Town-owned property. *(At the Spring 2004 Wendell Town Meeting, the Town approved the hiring of a forester to prepare a management plan for the new Conservation Commission land off Montague Road near Dirth Road. Management plans for other Town-owned properties have not yet been undertaken.)*
- With the input of all municipal boards, determine probable future uses of all Town-owned lands. *(The management plan being prepared for the Conservation Commission land off Montague Road will include a discussion of potential future recreational and other uses for the property. Other Town-owned lands have yet to be studied.)*

The Community Development Plan Committee supports the preservation of additional open space in Wendell. The committee encourages working landscapes in which the economic activity occurring on open space parcels, such as farming and forestry, help these land areas remain undeveloped. Preserving open space and supporting working landscapes are both valuable activities for town planning, as much as, revising zoning bylaws and forming new zoning districts.

Committee members feel it is important to balance open space preservation and development activities. It is also important to have involvement by both the Open Space Committee and Community Development Plan Committee as the Town works to identify any additional areas that should be permanently protected as open space and the areas that may be the most suitable for future development.

Economic Development

The Economic Development chapter (Chapter 2) reviews Wendell's current economic base and labor pool characteristics. The chapter also discusses some of the primary business factors and issues influencing economic development within the Town. The key findings and recommendations of the Economic Development chapter are listed below.

Key Findings

- In 2002, Wendell had 599 residents participating in the labor force. In 2002, the unemployment rate for Wendell was 3.5%, lower than the rates for Franklin County (4.1%) and the State (5.3%) overall.
- An estimated 82% of working residents in Wendell commute to jobs outside of Wendell. This includes 42% who work elsewhere in Franklin County, 38% who work outside of Franklin County elsewhere in the State, and 2% who work outside of Massachusetts, predominantly in Vermont or New Hampshire. Also, approximately 10% of employed Wendell residents work from home.
- In 2000, 37% of working Wendell residents were employed in the Education, Health, and Social Services Sector. The next largest sectors were Manufacturing (11%), Retail Trade (9%), and Construction (9%).

- The largest employer located in Wendell is the Lake Grove School at Maple Valley. Lake Grove School had an estimated 157 employees in 2002, a small fraction of whom are Wendell residents. The two next largest employers are the Town of Wendell (3 full-time and 39 part-time employees) and the Swift River Elementary School (70 full-time employees).
- Wendell has a significant number of cottage industries and home businesses. These businesses cover a wide range of services, including computer support and web site design; construction; automotive repair and salvage; arts activities such as photography, video production, fine arts, and music recording; accounting; and massage therapy. According to the 2000 U.S. Census, an estimated 18% of working Wendell residents are self-employed.
- Wendell residents are well educated. An estimated 92% of Wendell residents age 25 and over have graduated from high school, and 42% have a college bachelor's degree or a graduate degree. Statewide, 85% of adults age 25 and over have graduated from high school, and 33% have a bachelor's degree or graduate degree.
- Wendell's Zoning Bylaws allow home businesses, cottage industries, and many agricultural uses by right. The bylaws also allow retail stores, professional offices, restaurants, garages, inns, and industrial uses by special permit. Wendell currently has no specific geographic area designated for new business development. Interest has been expressed in possibly creating a business district, or traditional neighborhood district, for new or expanded commercial activities.
- Wendell presently has no municipal water or sewer systems. The lack of public water and sewer infrastructure does not preclude small scale economic development, but makes Wendell an unsuitable location for larger-scale commercial or industrial growth. Wendell has a study underway to investigate the possibility of establishing a shared septic system in the town common area to serve public buildings and some private residents. The Town has also started evaluating the feasibility of connecting some sections of Wendell to the Town of Erving's sewer system. In addition, Lake Grove School is considering building an on-site wastewater treatment plant that could possibly be used to serve some homes or businesses, as well as its campus; the School is in discussions with the Town about this facility.

Key Recommendations

- Promote and encourage new and existing home-based businesses and cottage industries. Identify resources that will assist entrepreneurs and business operators in their activities, such as having access to a photocopier, and help establish them.
- Support the continued operation of farms and other agricultural and forestry-based businesses in town. Town support of programs that preserve agricultural land, such as the Agricultural Preservation Restriction Program, is one way to help sustain existing agricultural businesses. Other ways to advocate for these businesses include Town support of regional agricultural and forestry business development projects, such as CISA (Communities Involved with Sustaining Agriculture) and North Quabbin Woods, and residents purchasing local farm and forestry products.
- Advocate for advanced telecommunications broadband services to be made available in the region to help with existing and emerging business development. Participate in telecommunications initiatives in the region, and explore broadband options for providing Wendell businesses and residents with better telecommunications access.
- Consider establishing a business district(s) in Wendell to promote appropriate business development, including businesses that may not be entirely compatible with residential land uses. This task could be undertaken by the Planning Board or some other committee or group of residents.
- Consider establishing a traditional neighborhood district(s) in Wendell that allows for slightly higher density development and for a mix of commercial/business, civic, and residential uses.
- Maintain and work to improve relationships with Commonwealth of Massachusetts agencies and private entities that own significant properties in Wendell. These entities include Lake Grove School and the State Department of Conservation and Recreation (DCR). DCR manages Wendell State Forest. Work with the significant property owners to identify and address any ongoing issues, and explore potential partnering opportunities which would be to the owner's and community's mutual benefit.

Housing

The Housing chapter (Chapter 3) describes housing characteristics, examines housing needs, and recommends actions to improve housing opportunities for low, moderate, and middle-income residents. The key findings and recommendations of this housing assessment are summarized below.

Key Findings

- As of 2000, Wendell had approximately 439 housing units and a population of 986. There is currently an average of 2.4 people per occupied housing unit. An estimated 10% of Wendell's housing stock consists of mobile homes.

- An estimated 73% of Wendell's housing units are occupied by homeowners. In Franklin County as a whole, 62% of housing units are owner-occupied. A high level of homeownership generally adds to a town's sense of community and stability, and increases residents' level of commitment and involvement in the town. Another important factor in Wendell is the long length of time that many residents have lived in town.
- Housing in Wendell is currently affordable for most residents. Housing is generally considered affordable when households spend no more than 30% of their income on housing costs. According to the 2000 U.S. Census, on average, Wendell homeowners with mortgages spend 23% of their incomes on housing, and homeowners without mortgages spend 10%. On average, renter households in Wendell spend 25% of their incomes on their housing, indicating that rental housing is relatively expensive and less affordable for its occupants. An estimated 43% of renter households are considered to be low-income, compared to 18% of homeowner households.
- Even though housing is affordable for most residents, some residents, especially low-income residents, may face housing affordability issues. An estimated 51 households in Wendell (13% of all households in town) have burdensome housing costs based on their income. Approximately 71% of the burdened households are considered to be low income.
- One identified housing need in Wendell is for affordable housing options for elderly residents. Another need is for additional rental housing to allow young adults (ages 18-30) who grew up in Wendell and who want to continue to live in town on their own, but who do not yet have the money to buy a home. One potential way of addressing both issues is through the Town's new Secondary Dwelling Bylaw. The bylaw allows a small secondary housing unit to be constructed on the same lot as an existing home.
- Wendell's Zoning Bylaws provide for future development in a flexible manner which accommodates future growth and housing to meet community and landowner needs. The bylaws allow single-family dwellings, two-family dwellings, and small boarding houses by right. The bylaws allow three-family units, secondary dwellings, and guest cabins by special permit. In addition, through its Conservation Development Bylaw, the Town allows developments of single-unit and/or two-unit dwellings to have reduced roadway frontage and lot sizes in exchange for land being permanently set aside as open space. There is interest in town in comprehensively reviewing Wendell's Zoning Bylaws and considering changes to make them more effective and better at helping shape the type of town that Wendell will become in the future.

Key Recommendations

- Promote the use of Wendell's Conservation Development Bylaw which encourages residential development to occur in a way that helps preserve open space areas. The Conservation Development Bylaw can also help create housing that is more affordable than traditional subdivisions because of reduced infrastructure costs. Consider if any changes to the bylaw would help promote this type of development over standard Subdivision Approval-Not-Required (ANR) development.
- Promote the use of the Town's new Secondary Dwelling Bylaw which allows a small secondary housing unit to be constructed on the same lot as an existing home, and offers an important affordable housing option for residents.
- Encourage the conversion of single-family dwellings to two-family dwellings in appropriate areas for seniors and other homeowners who have extra space in their homes, and who could benefit from the extra income that subdividing their homes could bring. Another option could be the rental of single rooms in principal residential structures. Both of these residential uses are allowed by right under Wendell's Zoning Bylaws, and could help make homeownership more affordable for residents on limited incomes, including some elderly. Ensure that homes that add new housing units or new bedrooms are still in compliance with septic system regulations.
- Investigate whether any section of town, such as village areas, could be appropriate for slightly higher density zoning. One possibility for higher density is the creation of a traditional neighborhood district(s) in town containing a mix of residential and business uses. Areas with high densities could help promote housing affordability by allowing range of housing options, including housing for seniors, and stores with rental housing above them.
- Encourage the study of potential future public water and sewer options. Such options could make higher density zoning more feasible.
- Work with affordable housing developers to identify appropriate locations in Wendell for new affordable housing and to promote such development. Insist that any constructed new affordable homes have long-term deed restrictions of at least 30 years to help them remain affordable for low and moderate-income households.
- Investigate the procedures and restrictions regarding property owners building and updating their own homes. Consider changes to facilitate this type of residential development.
- Work with legislators to encourage the State to continue revising Chapter 40B to provide additional flexibility and local control in the creation of affordable housing, and to further expand its definition of "affordable housing."

- Work with legislators to encourage the passage of the Land Use Reform Act, which proposes significant changes and reforms to the State Zoning Act (Massachusetts General Laws, Chapter 40A), and gives local governments more control over future development.

Road Research

The Road Research chapter (Chapter 4) presents the results of research into the legal status and layout of a number of roads in Wendell. The roads for this research project were selected by the Wendell Highway Commission. Legal status was researched for five roads in Wendell. These roads are Rockwell Hill Road, Old Farley Road, Old Egypt Road, Kentfield Road, and Sears Road. The legal status of roads is important as it affects potential “Approval Not Required” (ANR) and other development along the roads, and the Town’s level of responsibility for road maintenance and improvements.

Layouts were researched for five other Wendell roads: Wendell Depot Road, Locke’s Village Road, Montague Road, Farley Road, and Mormon Hollow Road. Knowing the layout of roads is important for improvement and construction projects. The key findings and recommendations for this research are summarized below.

Key Findings

- Since the dissolution of the Franklin County Commission, the Executive Committee of the Franklin Regional Council of Governments has had principal jurisdiction over the creation, alteration, and discontinuance of county roads within Franklin County.
- In 1986, the Town of Wendell’s Town Meeting approved an article to legally discontinue a number of old, rarely used roads and “paper roads” which existed on town maps. Additional infrequently used or paper roads in town could be discontinued through a blanket discontinuance. To discontinue a road through a blanket discontinuance, it is not necessary to prove that the road was ever a public way. Blanket discontinuances appear to be legally binding and have been upheld by the Massachusetts Appeals Court (*Rivers v. Warwick* (1994)). Owners of property along these roads could make claims of damages if their access to their properties is adversely impacted by the discontinuance action. Another related option can be to have a blanket discontinuance of maintenance, as allowed under Massachusetts General Laws, Chapter 82, Section 32A. Under this option, a town road can be discontinued and re-created as a statutory private way. Statutory private ways retain public access, but the remove a town’s responsibility for maintenance or liability for use. Additionally, statutory private ways are not considered public ways under the Massachusetts Subdivision Control Act, and therefore cannot be used as frontage for Subdivision Approval Not Required (ANR) development. They also cannot be used to meet frontage requirements for development on existing building lots.

- The entirety of Old Egypt Road and portions of Old Farley Road and Kentfield Roads were discontinued through the 1986 Town Meeting road discontinuance article. As a result of their discontinuance, these road segments are no longer a town maintenance responsibility, and they are not eligible for development.
- Rockwell Hill Road is still an active county way and as such, the Town of Wendell has the legal responsibility to maintain it. Rockwell Hill Road is eligible for ANR and other development.
- The legal status of Sears Road and some sections of Old Farley Road was unable to be determined within this project and will require more extensive research of the Town's records. Most of Sears Road is located within the Wendell State Forest.
- All of the five county roads in Wendell (Wendell Depot Road, Locke's Village Road, Montague Road, Farley Road, and Mormon Hollow Road) that were researched in terms of their layouts have remaining questions regarding their legal locations. For example, Wendell Depot Road, Farley Road, and Mormon Hollow Road all have sections without set bounds. Without bounds present, any future activities requiring precise knowledge of the location of these roads will likely require a relocation of the section of interest in order to clearly establish the road's legal boundaries.

Key Recommendations

Road Record Maintenance and Bookkeeping

- Make two complete copies of the Wendell Town Meeting Minutes Books for public use. The Town Meeting Minutes Books contain a record of all actions taken at Town Meetings since the founding of the Town of Wendell. The Town Meeting records are currently in poor condition and deteriorating rapidly. Town roads are created, relocated, and discontinued through Town Meeting actions and having access to the historic records is invaluable. Once the copies of the Minutes Books have been made, it is suggested that one copy be kept at the town offices and one at the town library. Then when members of the public want to review the Minutes Book, they can hopefully be referred to these copies and not the original, deteriorating records. Also, the Wendell Library has a copy of the Town Meeting Minutes Books in slide format. These slides could be used to create the paper copies for public use. It is also recommended that the slide records be transferred to an electronic format which would be more accessible to the public and therefore more useful for residents.

- Continue the previous work to index road actions that have been taken by Town Meeting since Wendell's founding. In the late 1970s, a Road Research Committee and town staff members developed a list of Town Meeting articles that have involved road actions. As part of the work for the road research chapter, the Franklin Regional Council of Governments has researched some of the early road actions based on the Road Research Committee's list and entered each road action into a database. It would be worthwhile to continue this work. It would also be useful to review the minutes for Town Meetings since the late 1970s to learn what road actions have occurred over the last few decades. The Board of Selectmen should be encouraged to designate a town staff member or committee to oversee the road indexing work.
- Devise a plan to archivally preserve the Town Meeting Minutes Books, and pursue funding for the preservation efforts. Potential sources of funding for preservation of the Minutes Books include historic organizations or Town Meeting. Once the Minutes Books have been preserved, store them in an environment with a stable temperature and little humidity. One option may be to have the preserved records stored at the Greenfield Community College.

Road Status and Discontinuances

- Work to systematically review the road network in Wendell and to classify the roads into different categories including county ways, town ways, private ways, and ways with an uncertain status. Review the work conducted for the 1986 Town Meeting article to discontinue a number of town roads. Prepare a list of all the roads in Wendell and their current legal status.
- Work with the Franklin Regional Council of Governments and the Massachusetts Highway Department (MassHighway) to update the State's road data for Wendell. The road data layer available through MassHighway currently does not accurately depict the present status of some roads in Wendell, including roads that the Town has discontinued. A road's status is important for determining whether or not that road can be used as frontage for new development. This is an issue of concern for planning future development and potential growth areas, and the Town could benefit greatly from an updated road map. As part of the Community Development Plan, some updates were made to the MassHighway roads data layer to indicate roads that were discontinued by Wendell Town Meeting in 1986. Continuing the research into the status of roads in Wendell as suggested above, will help determine what further updates to the roads data layer may be necessary.

- Consider various options for discontinuing official town ways that are no longer used as roads or/and that have inadequate access for future development. Possible options include having a blanket discontinuance of all roads that are not contained in an official road list, based on the research conducted regarding the legal status of individual roads in Wendell. Another option is to discontinue older, rarely used public ways one-by-one. If Wendell chooses to discontinue an old town way, it may also want to consider re-establishing the way as a statutory private way, an action which would retain public access, but restrict future development along the way.
- Review county road records, and consider whether any old, unused county ways that are still officially in-place should be discontinued. Contact the Franklin Regional Council of Governments, which has authority over county road actions, if any discontinuances are sought for old county roads or partial segments of them.

Transportation Services and Needs

The Transportation Services and Needs chapter (Chapter 5) reviews current transportation transit and paratransit services in and near Wendell, and provides an overview of travel patterns and transportation needs among Town residents. The chapter also discusses the transportation needs of Wendell residents, including the Town's seniors and residents with disabilities, since these populations are the most likely to need transportation assistance. The chapter uses the results of a recent transportation survey for much of its needs assessment. The transportation survey was conducted as part of the community development planning process and was mailed to all Wendell households (380 households) as an insert in the Wendell Town Newsletter in January 2004. Sixty-three surveys were returned. The key findings and recommendations of the chapter are presented beginning on the next page.

Key Findings

- Approximately 71% of Wendell households have two cars or more, and 98% of households have one car or more. It is estimated that 8 households (2%) have no car. Car ownership can be expensive for households on limited or fixed incomes. Approximately 23% of Wendell households are considered to have low incomes, and 10% of residents live below the poverty level.
- Slightly over three-quarters (76%) of the transportation survey respondents indicated that they drive their cars every day. The second most popular mode of travel was walking with 24% of respondents saying that they walk daily and 45% indicating that they walk at least once a week.
- There are currently no fixed-route transit services available within the Town of Wendell. The closest bus routes are the Franklin Regional Transit Authority (FRTA) route along Route 2/2A between Greenfield and Athol, and the Greenfield-Montague Transportation Area (GMTA) route between Greenfield and Millers Falls/Montague Center. Both of these routes run weekdays, and the GMTA route has two runs to Millers Falls each Saturday. Another bus service sometimes used by Wendell

residents is the GMTA's Greenfield-Amherst route that runs along Route 63 and goes through Turners Falls and Millers Falls. The Wendell transportation survey asked residents whether they had used any of these bus routes during the last year. Only four of the respondents indicated that they had.

- Wendell seniors and residents with disabilities have access to door-to-door van transportation service provided through the FRTA. The FRTA contracts with local van companies to provide van transportation to seniors and residents with disabilities. Through the FRTA, Wendell residents who qualify have access to van service provided by the Orange Council on Aging. The Orange Council on Aging offers van service for Wendell, Orange, New Salem, and Warwick. Each Tuesday, van service is available to qualifying Wendell residents for medical and shopping trips, and for rides to the Orange Council on Aging meal site. Very few Wendell residents use the Orange Council on Aging transportation service.
- Van transportation is sometimes also available for seniors and disabled residents through service agencies such as Franklin County Home Care, MassHealth, the Department of Mental Retardation, and Department of Public Health. The FRTA and these agencies can provide more information about their transportation services.
- According to the recent transportation survey, the top four destinations of Wendell residents when they leave their homes are Greenfield, Amherst, Wendell, and Orange. Wendell and the other three towns are the top destinations for both work and non-work trips.
- The survey respondents were asked about how important different transportation services are to them. Among the services that residents considered Very Important or Important were improving transportation services for the elderly and disabled (supported by 82% of respondents) and expanding current regional bus services to include Wendell (supported by 74% of respondents). There was also fairly high support for a carpool or rideshare program (supported by 56% of respondents).
- Services that were considered Not Important included providing local bus service around Wendell (viewed as Not Important by 54% of survey respondents) and connecting transit services to area biking and walking trails (43%). One transit service that was met with mixed feelings was providing transportation to students who go to school outside of Wendell. Almost half of respondents (48%) considered this service Very Important or Important; another 38% considered it Not Important.

Key Recommendations

- Explore the feasibility of re-establishing a formal rideshare/carpool program in town. Consider having it be coordinated through both the Town of Wendell web site and a central community location.
- Work with area legislators to encourage the State to increase financial support for transit services in Western Massachusetts, and to develop a more equitable funding mechanism.
- Continue to promote currently available transportation services for seniors and residents with disabilities and to expand services as demand and needs warrant.
- Work with Lake Grove School to explore and promote commuting transportation options. Lake Grove School is the largest employer in Wendell by far, with over 150 employees. Promoting carpools and other commute options among Lake Grove's employees could have a large positive impact on traffic in Wendell. It could also help increase the public profile and viability of these transport modes within the town.
- Consider encouraging an increased range of business services in town for Wendell residents. In the recent transportation survey, residents were asked, "What types of additional services and businesses do you wish were located in Wendell so you wouldn't need to go elsewhere for them?" The most common responses (approximately 13 or 14 responses each) were for a gas station, grocery store, and restaurant/take out. Items with 4 to 5 responses included an ATM/bank, car repair, hardware/lumber store, and places with movies/entertainment. In general, the survey respondents supported having services in Wendell that they use regularly and which would be convenient to have located closer. A few respondents indicated that they would not like any additional services and enjoy Wendell just the way it is. Greater in-town services could decrease the need for Wendell residents to travel for their basic needs. More business services could also contribute positively to the Town's tax base.

Potential Development Mapping

The Potential Development Mapping chapter (Chapter 6) contains a discussion and a methodology for identifying which areas in Wendell may be unsuitable for future development due to their status as permanently protected land, or their sensitive environmental characteristics and important natural, historic, and scenic assets. The chapter also evaluates which parts of Wendell may be the most appropriate for new development. The final product of the chapter is the Development Suitability Map which identifies the potentially most suitable areas for future development, and conditions, such as steep slopes or wetlands, that could limit future development. This mapping chapter builds upon the research conducted for the Wendell Open Space and Recreation Plan (2002) and the Open Space Plan's Action Plan Map. The Action Plan Map indicates the Town's permanently protected and temporarily protected (through Chapter 61, 61A, or 61B) open space areas, potential greenway spaces, and priority areas for protection from development.

The areas in Wendell that the Community Development Plan Committee considered the potentially most suitable for future development met all of the following criteria:

- They do not have any absolute constraints (slopes over 25%, wetlands, permanently protected open space, etc.) that would prevent development.
- They have slopes of 15% or less.
- They are located along a paved roadway.
- They are located near current civic and public activity centers.
- They are not in areas with sensitive environmental habitats, as documented by the Massachusetts Natural Heritage Endangered Species Program.
- They were not designated as potential greenways or priority areas for protection in the Wendell Open Space and Recreation Plan.

Based on these criteria, the Community Development Plan Committee has identified two areas in town that it feels could potentially be the most suitable for future development. These areas are marked on the Development Suitability Map with a pink asterisk; they include Wendell Depot and Wendell Center (town offices/town common). The committee feels that since these two areas already serve as focal points for activity and businesses in Wendell, they could be the most suitable parts of town for future growth. These areas might also be appropriate for designations as traditional neighborhood districts which allow a mix of land uses and a slightly higher density of development than is permitted elsewhere in town.

Currently, all of Wendell is zoned to require a minimum lot size of three acres for single-family homes, two-family homes, and businesses, and a minimum of four acres for three-family homes and lots with both a primary and a secondary dwelling.

Wendell is a rural community with many unpaved roads, no public sewer infrastructure, and no public water lines. It may be challenging for Wendell to accommodate higher densities without more extensive water infrastructure and septic/sewer infrastructure (either public sewer or shared septic systems.) As mentioned earlier, the Town of Wendell recently received funding to study potential future options for sewer/septic systems. Potential options include installing a shared septic system in Wendell Center, connecting sections of Wendell to the Town of Erving's sewer system, and connecting some homes and businesses to the wastewater treatment plant that is being proposed for Lake Grove School. The study of sewer/septic options will assist Wendell in assessing whether some areas of town, such as Wendell Depot and Wendell Center, could successfully accommodate higher densities. The Town will also need to further investigate soil conditions and septic system constraints to ensure that any higher density development will not threaten the quality of Wendell's aquifer recharge areas.

Key Recommendations

- Assist with the study of potential future public water and sewer options for Wendell.
- Further investigate whether the Wendell Depot or Wendell Center areas could be appropriate for slightly higher development densities. Also further consider whether one or both of these areas could be suitable for traditional neighborhood districts allowing a mix of developed land uses. As appropriate, consider revisions to Wendell's zoning to support these changes.
- Revisit the Action Plan Map created for the Open Space and Recreation Plan and consider whether any changes should be made to the identified priority areas for future open space protection.

Next Steps in Implementing the Community Development Plan

An important next step in implementing the Community Development Plan is to hold public forums to present the key findings and recommendations of the Plan. These forums could be a mix of formal and informal gatherings. As part of these meetings, residents will be asked to help prioritize the Plan recommendations and to identify which they consider the most important for the Town to pursue first.

It is important to involve additional residents in further discussions on development issues and the need to balance open space protection and development, including what additional parts of town should be considered for permanent open space protection and which areas should be considered for future growth. The Open Space Committee and other town boards and committees should be involved in these discussions as well.

It is particularly essential for other town boards and additional residents to be included in any discussions of potential zoning changes to reflect the recommendations of the Community Development Plan. One key concept supported by the Community Development Plan Committee is to establish traditional neighborhood districts that allow a mix of residential and business uses, and higher development densities. The Wendell Depot and Wendell Center (town common/Town Hall) areas have been proposed as potential sites for these neighborhood districts.

CHAPTER 1

OPEN SPACE AND RESOURCE PROTECTION

Introduction

The Executive Order 418 Interagency Working Group exempted the Town of Wendell from creating an Open Space and Resource Protection section for the Community Development Plan, because of the recently completed Wendell Open Space and Recreation Plan (2002). The Wendell Open Space and Recreation Plan was approved by the Massachusetts Executive Office of Environmental Affairs, Division of Conservation Services.

The Open Space and Recreation Plan is an important document that helps guide and influence Wendell's planning priorities and initiatives, including the creation of this Community Development Plan. The Community Development Plan Committee consequently felt it was important to include the Open Space and Recreation Plan's main goals and objectives and the Open Space and Recreation Plan's Action Plan in the Community Development Plan. Those sections of the Open Space and Recreation Plan are provided in this chapter.

In addition, as is discussed in the mapping chapter of this Plan (Chapter 6), the Open Space and Recreation Plan's Action Plan Map was referred to extensively during the creation of the Development Suitability Map. The Action Plan Map identified potential greenways and priority areas for open space protection.

The Community Development Plan Committee supports the preservation of additional open space in Wendell. The committee also encourages working landscapes in which the economic activity occurring on open space parcels, such as farming and forestry, help these land areas remain undeveloped.

Open Space and Recreation Plan Goals and Objectives¹

Goals

1. Ensure that the Town of Wendell retains its rural character and sense of community and maintains or improves the quality of its air and water, and the diversity and integrity of native fauna and flora through the conservation of locally important natural, open space, and cultural resources.
2. Ensure that the Town of Wendell improves the quality, quantity, and accessibility of its recreational resources for current and future generations, especially for teens and seniors.

Objectives (not in any particular order)

1. Create and empower an officially appointed Open Space Committee that would be responsible for:
 - a) Prioritizing Town sponsored land protection projects that conserve forestland, drinking water, streams and ponds, open fields, scenic views, wildlife habitat, wetlands, and farmland.
 - b) Taking advantage of the Town's right-of-first refusal with Chapter 61 parcels or assigning the right to a third party.
 - c) Coordinating with regional and state land protection efforts, in and around Wendell, to ensure the continued conservation of important natural, recreational and open space resources.
 - d) Accepting land and easement donations and facilitating the local investment of land protection funding by private land trusts and state agencies.
 - e) Assessing whether particular open space areas like Bear Mountain and Whetstone Wood Sanctuary, which have public access are meeting demand and if not, identify the barriers and facilitate the implementation of potential solutions.
 - f) Working closely with the Recreation Committee to identify, and facilitate the acquisition of, additional lands for recreational activities and sports fields.
2. Empower the Recreation Committee to be effective in providing recreational facilities and programs for all of Wendell's residents. This objective may be executed by:
 - a) Determining the specific recreational programming and facility needs of Wendell residents of all ages.
 - b) Developing and publicizing desired recreational programming for residents of all ages.
 - c) Supporting the continued development of community arts festivals and events

¹Section excerpted from the Open Space and Recreation Plan.

3. Participate with the Watershed Basin Teams and the Millers River Watershed Council to facilitate a program of water quality monitoring for the rivers, brooks, streams, lakes, and ponds in Wendell.
4. Develop multi-user (walking, hiking, bicycling, cross country skiing) trail systems that tie into existing ones, which can be accessed from publicly owned land or private lands with trail easements.
5. Encourage broad public participation in the Master Planning process to ensure that appropriate solutions for land use and growth management are identified. These may include revising the zoning bylaws to help protect open space, natural resources, and ensure the maintenance of the small town character that Wendell residents have come to cherish.
6. Promote and help protect historically significant landscapes.

Five-Year Action Plan from the Open Space and Recreation Plan²

The Five-Year Action Plan fulfills the Open Space and Recreation Plan objectives. The objectives address both open space and recreation goals because the quantity and quality of accessible open space relates directly to the availability of recreational opportunities in Wendell. For example, 60% of the Open Space and Recreation survey respondents used Wendell State Forest at least monthly while the two most popular forms of recreational activity are walking and hiking, which can be facilitated by a network of connected open space.

The objectives are listed in the far left column of [Table 1-1] in the same order as they appear [above] and are followed in the same row by recommended actions, responsible board or group, and start date. By implementing the recommended actions, each objective will begin to be realized.

Implementing the Open Space and Recreation Plan requires appointing an official Open Space Committee and supporting the Recreation Committee. However, as is shown in the third column in [Table 1-1], the Select Board, Planning Board, Conservation Commission, the Historical Commission, and others are all necessary participants in the successful implementation of an Open Space and Recreation Plan.

Most of these actions may be constrained by a lack of volunteer time, rather than funding. Where money is required, such as to permanently protect open space, it does not have to be provided by the Town alone. State and federal governmental agencies, private non-profit conservation agencies, and foundations are potential sources of funding. In addition, these sources are more likely to invest in land protection projects that have a broad base of community support.

²Section excerpted from the Open Space and Recreation Plan.

The Wendell Open Space Planning Committee prioritized the thirty-seven action steps finding eleven that were felt to be the most important. These eleven action steps are represented in the Action Plan Map at the end of this section. The successful implementation of the Action Plan will be assisted by the appointment or, authorization of an Open Space Committee. An Open Space Committee, authorized by a Town Meeting vote, would help to ensure that all of the effort that went into formulating the Plan (as well as the past two open space planning documents) was well spent.

The Priority Action Steps are:

- ❖ Authorize an Open Space Committee (OSC).
- ❖ Identify funding sources for land protection.
- ❖ Identify focus or priority areas.
- ❖ Develop a Protocol for assigning the right-of-first refusal to a local land trust.
- ❖ Secure the services of a consulting forester or ecologist to review all Town lands and determine which would be most appropriate as a Town Forest or Conservation Land/Community Garden/Orchard.
- ❖ Ensure the training of Open Space Committee members in conservation alternatives.
- ❖ Explore establishing a Land Acquisition Fund.
- ❖ Determine if the Conservation Commission has the capacity to own and manage conservation land.
- ❖ With the input of all municipal boards, determining probable future uses of all Town-owned lands.
- ❖ Develop an ongoing program of ecological based recreational/educational opportunities for Wendell residents such as biodiversity days and wildlife monitoring (see also #3 ad hoc water quality monitoring & vernal pool identification).
- ❖ Develop management/ stewardship plans for each Town-owned property.

Table 1-1: Recommended Actions of the Open Space and Recreation Plan

OBJECTIVE	ACTION	RESPONSIBLE BOARD/GROUP	START DATE
1. Establish an Open Space Committee.	Authorize an Open Space Committee (OSC).	Town Meeting	2002
a. Prioritize land protection projects.	Identify funding sources for land protection.	Open Space Committee	2002
	Identify focus or priority areas.	Open Space Committee	2002
	Ensure the training of OSC members in conservation alternatives.	Open Space Committee	2003
b. Take advantage of the Town's right-of-first refusal with Chapter 61 parcels or assign the right to a third party.	Develop a Protocol for assigning the right-of-first refusal to a local land trust.	Open Space Committee	2002
	Explore establishing a Land Acquisition Fund.	Town Meeting	2003

OBJECTIVE	ACTION	RESPONSIBLE BOARD/GROUP	START DATE
	Prioritize Chapter 61 parcels using their location relative to focus areas, value, acreage, and threat of development to compare between projects.	Open Space Committee	2003
	Work with local land trusts to identify potential conservation buyers.	Open Space Committee	2003-2006
c. Coordinate with regional and state land protection efforts, in and around Wendell, to ensure the continued conservation of important natural, recreational, and open space resources.	Have the Open Space Committee appoint a Liaison to the North Quabbin Regional Landscape Partnership (NQRLP).	Open Space Committee	2002
	Conduct Conservation Options Workshop for landowners.	Open Space Committee in conjunction with regional land trusts	2002
	Attend Western Mass. Land Trust Meetings, the Annual Land Trust Conference, and coordinate with the EOEa Basin Teams.	Open Space Committee	2002
d. Accept land and easement donations and facilitate the local investment of land protection funding by private land trusts and state agencies.	Secure the services of a consulting forester or ecologist to review all Town lands and determine which would be most appropriate as a Town Forest or Conservation Land/Community Garden/Orchard.	Select Board	2002
	Develop and adopt a protocol at Town Meeting for determining, on a case by case basis, whether Wendell should own permanently protected open space in fee, accept a conservation easement, or encourage ownership by others.	Open Space Committee and Town Meeting	2003
	Determine if the Conservation Commission has the capacity to own and manage conservation land.	Open Space Committee and Conservation Commission	2003
	With the input of all municipal boards, determining probable future uses of all Town-owned lands.	Open Space Committee	2003
	Develop management/ stewardship plans for each Town-owned property.	Open Space Committee	2004
	Bring to Town Meeting a vote to transfer ownership of land to the Conservation Commission.	Open Space Committee, Conservation Commission, & Planning Board	2004

OBJECTIVE	ACTION	RESPONSIBLE BOARD/GROUP	START DATE
e. Assess whether particular open space areas that have public access are meeting demand and if not, identify the barriers and facilitate the implementation of potential solutions.	Formalize public access to the Millers River for recreational purposes.	Open Space Committee, Conservation Commission, and Select Board	2004
	Develop a plan for formalizing access along discontinued roads and well-used paths.	Open Space Committee	2004
f. Work with the Recreation Committee to acquire/develop lands for recreational activities.	Conduct a parcel level analysis of all undeveloped land in Wendell that may satisfy short and long term recreational land needs	Recreation Committee and Open Space Committee	2002
2. Empower the Recreation Committee to be effective in providing and promoting recreational facilities and programs for all of Wendell's residents.	Provide the Recreation Committee with a modest annual budget to facilitate the provision and promotion of recreational programming for all ages.	Recreation Committee and Town Meeting	2003
	Develop an ongoing program of ecological based recreational/educational opportunities for Wendell residents such as biodiversity days and wildlife monitoring (see also #3 ad hoc water quality monitoring & vernal pool identification).	Open Space Committee & Recreation Committee	2003
	Using the ADA Self Evaluation Report Inventory information in Appendix A as a guide, develop and begin to implement a plan for improving the accessibility of the playground and basketball court to people with disabilities.	Open Space Committee & Recreation Committee	2004
a. Determine the specific recreational programming and facility needs of Wendell residents.	Conduct a survey to find out the kinds of recreational facilities and programs people want.	Recreation Committee	2003
	Talk with School Officials, Parents, and Senior Center members to find out what types of recreational programs or facilities are needed.	Recreation Committee	2003
b. Develop and publicize desired recreational programming for residents of all ages.	Develop and promote recreational programming for residents of all ages based on survey results.	Recreation Committee	2003-2006
c. Support the continued development of community arts festivals and events.	Develop and implement a plan to bring additional cultural events to Wendell.	Recreation Committee and the Cultural Council	2003-2006

OBJECTIVE	ACTION	RESPONSIBLE BOARD/GROUP	START DATE
3. Work with the Basin Teams and the Millers River Watershed Council to facilitate a program of water quality monitoring for the rivers, brooks, lakes, and ponds in Wendell.	Form an Ad hoc Water Quality Monitoring Committee.	Select Board and Open Space Committee	2003
	Participate in local efforts to train volunteers in vernal pool identification and certification.	Open Space Committee	2003
	Seek technical assistance and funding from basin teams.	Ad hoc Water Quality Monitoring Committee	2003
	Collect existing water quality data and prioritize sites for future monitoring.	Ad hoc Water Quality Monitoring Committee	2004-2006
4. Develop multi-user (walking, hiking, bicycling, skiing) trail systems, which can be accessed from publicly owned land or private lands with trail easements.	Create a trail map of existing trails in Wendell. Determine which types of uses occur on each trail.	Recreation Committee	2003
	Identify gaps between protected lands containing segments of regional trails and best methods for creating a network of trails.	Open Space Committee	2004
	Create a volunteer network of trail stewards to layout, cut, and maintain trails periodically.	Open Space Committee	2005
5. Encourage broad public participation in the Master Planning process to ensure that appropriate solutions for land use and growth management are identified.	Incorporate the Open Space and Recreation Plan into the Master Plan.	Master Planning Committee	2003
6. Promote and help protect historically significant landscapes.	Apply for State Historical Preservation Funding.	Historical Commission	2003
	Promote stewardship of historical sites, structures, and landscapes through quarterly field trips and tours.	Historical Commission/ Recreation Committee	2003
	Develop and adopt a Scenic Roads Bylaw.	Planning Board and Town Meeting	2004

Source: Town of Wendell, Open Space and Recreation Plan, 2002.

Town of Wendell

Open Space and Recreation Plan

Action Plan

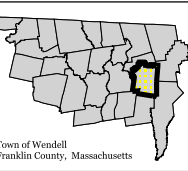
With Updated (2004) Open Space Data

Table 9-1: Priority Actions of the Open Space and Recreation Plan

	ACTION	RESPONSIBLE BOARD/GROUP	START DATE
A	Authorize an Open Space Committee (OSC).	Town Meeting	2002
B	Identify funding sources for land protection.	Open Space Committee	2002
C	Identify focus or priority areas.	Open Space Committee	2002
D	Develop a Protocol for assigning the right-of-first refusal to a local land trust.	Open Space Committee	2002
E	Secure the services of a consulting forester or ecologist to review all Town lands and determine which would be most appropriate as a Town Forest or Conservation Land/Community Garden/ Orchard.	Select Board	2002
F	Ensure the training of OSC members in conservation alternatives.	Open Space Committee	2003
G	Explore establishing a Land Acquisition Fund.	Town Meeting	2003
H	Determine if the Conservation Commission has the capacity to own and manage conservation land.	Open Space Committee and Conservation Commission	2003
I	With the input of all municipal boards, determine probable future uses of all Town-owned lands.	Open Space Committee	2003
J	Develop an ongoing program of ecological based recreational opportunities for Wendell residents such as biodiversity days and wildlife monitoring (see also #3 ad hoc water quality monitoring & vernal pool identification)	Open Space Committee	2003
K	Develop management/ stewardship plans for each Town-owned property	Open Space Committee	2004

Legend

- Town Line
- Rail Lines
- Roads
- Streams and Rivers
- Water
- Wetland
- Chapter 61, 61A, and 61B parcels
- Town-owned lands
- Permanently protected open space
- BioMap Core Habitat
- Potential Greenway
- Greenway outline
- Priority areas



Map Sources:

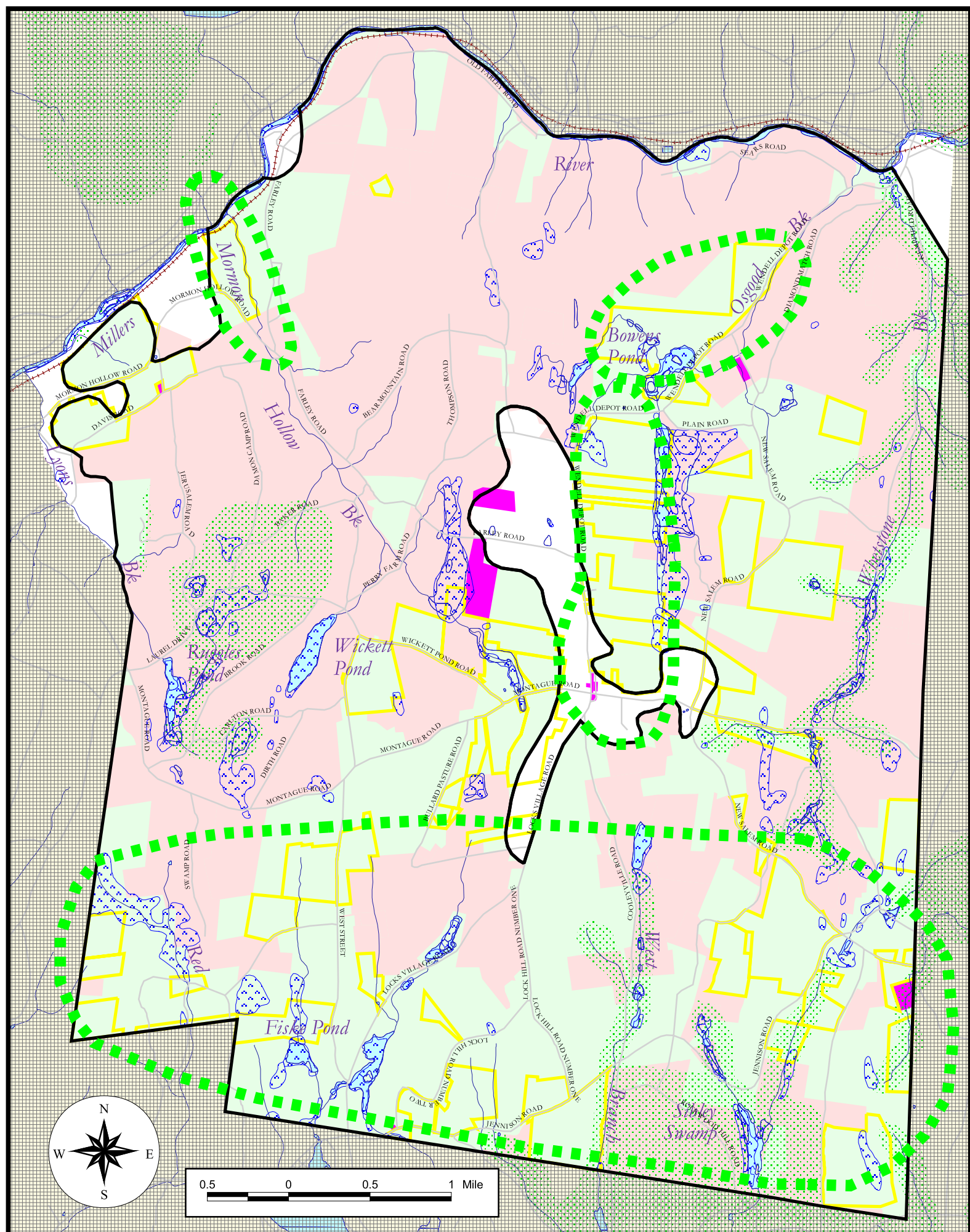
Map produced by The Franklin Regional Council of Governments Planning Department. GIS data sources include the FRCOG Planning Department, the Massachusetts Highway Department and MassGIS. Digital data obtained from MassGIS represent the efforts of the Massachusetts Executive Office of Environmental Affairs and its agencies to record information from the sources cited in the associated documentation. EOEA maintains an ongoing program to record and correct errors in the GIS data that are brought to its attention. EOEA makes no claims as to the reliability of the GIS data or as to the implied validity of any uses of the GIS data. EOEA maintains records regarding all methods used to collect and process these digital data and will provide this information on request. Executive Office of Environmental Affairs, MassGIS EOEA Data Center, 251 Causeway Street, Suite 900, Boston, MA, 617-626-1000.

Road data provided by Massachusetts Highway Department. Town line, rail line, river, stream, pond, NHESP BioMap, wetlands, and open space (Chapter 61 and Protected Open Space) data provided by MassGIS. Chapter 61, 61A, and 61B parcels from Town of Wendell Assessor's records and Wendell Open Space Committee Members' Records, 2001.

Note: Depicted boundaries are approximate and are intended for planning purposes only. Portions of the source data were obtained from 1:100,000 scale maps, therefore the accuracy of the line work on this map is +/- 100 feet.



June 25, 2004



Map composed by FRCOG Planning Department i:\p04\Wendell_act.apr

CHAPTER

2

ECONOMIC DEVELOPMENT

Introduction

The purpose of local economic development planning is to create a framework to guide and encourage economic prosperity in a manner that is best suited for the community. The path a community takes to achieve economic security and prosperity is best guided by the residents' vision for their hometown. Through the visioning process in preparation for this Community Development Plan, the Town of Wendell established a general economic development goal with corresponding objectives to guide this path.

Goal

- To diversify the tax base and increase community services through the facilitation of economic development.

Objectives

- Promote cottage industries which use local resources.
- Promote ecologically sound development.
- Maintain and improve appropriate bylaws to ensure sound development practices.
- Consider the creation of a business district to protect the residential community character and to support the development of local business.
- Explore alternatives to present tax and revenue structures.

Demographic Characteristics

A review of the general demographic profile of residents is useful in developing specific economic development strategies. The size and characteristics of the existing and prospective labor pools identify the types of workers to which businesses may have access. The profile of workers may also direct the type of employment opportunities that could be sustained in the community and that would offer the greatest benefit to those in need of jobs. For example, the incomes of Wendell residents are reviewed to give a sense of the present wages offered and a direction for the types of jobs and wages needed to support residents looking for employment. In addition, the demographic profile of a community will indicate the potential consumer profile for businesses that may be developed there. This can be particularly useful to guide local entrepreneurs in the creation of their business plans.

Population

According to the 2000 U.S. Census, the Town of Wendell had a population of 986 people as of April 1, 2000 (*Table 2-1*). This represented a 9.7% gain in population from the previous Census survey in 1990 (*Table 2-2*). Sometimes U.S. Census information is not considered to be absolutely accurate for small communities. However, it is the best available info for many topics, and consequently will be used for economic development planning purposes in this chapter to characterize the demographic and economic profile of Wendell residents.

Table 2-1: Total Population, 1970, 1980, 1990 and 2000

Geography	1970 Population	1980 Population	1990 Population	2000 Population
Wendell	405	694	899	986
Franklin County	59,223	64,317	70,092	71,535
Massachusetts	5,689,377	5,737,037	6,016,425	6,349,097

Source: U.S. Census Bureau, Census of Population and Housing, 1970, 1980, 1990, and 2000.

Table 2-2: Population Increases, 1970 to 2000

Geography	1970-1980 Change	1980-1990 Change	1990-2000 Change	1970-2000 Change
Wendell	71.4% (+289)	29.5% (+205)	9.7% (+87)	143.5% (+581)
Franklin County	8.6%	9.0%	2.1%	20.8%
Massachusetts	0.8%	4.9%	5.5%	11.6%

Source: U.S. Census Bureau, Census of Population and Housing, 1970, 1980, 1990, and 2000.

The U.S. Census data do not address population turnover over the course of a decade, but the total population at two moments in time. The population change in Wendell in recent decades has indicated consistent and substantial growth. From 1970 to 1980, the population in the Town of Wendell grew by 289 people, which is over 71% (*Table 2-2*). From 1980 to 1990, the town had an increase of 205 more people, a 30% increase. From 1990 to 2000, the town has continued to grow, but at a reduced rate of 10% growth. In comparison, for Franklin

County as a whole, the rate of population growth was fairly consistent from 1970 to 1980 and 1980 to 1990 with approximately a 9% growth rate for each of those time periods. However, the growth rate from 1990 to 2000 in Franklin County diminished to 2%. Between 1970 and 2000, the State grew by 12% overall, and at a rate that increased each decade.

Age Distribution

It is important to know the size of various population age groups and how they are changing over time. The rise and fall in the number of people in different age groups (called cohorts) can affect demand for municipal services including schools and housing. It can also impact the number of people in the labor pool available to local businesses as well as influence the types of goods and services a business may want to offer.

Age distribution data from the U.S. Census are used to predict how the labor force may change over time. From 1990 to 2000, the Town of Wendell had a decrease in the proportion of the population under 9 years of age and from 10 to 19 years of age similar to Franklin County (*Table 2-3*). The percentage of town residents ages 20-24 increased slightly, which was contrary to trends for the County and the State. For the 25-44 age group, Wendell had a decline in the percentage of residents in this age group, similarly as experienced by the County and the State. From 1990 to 2000, the percentage of residents in the 45-64 age group grew significantly in Wendell, as it did in the County and State too. This increase is in accordance with national population trends.¹ The proportion of residents in older age cohorts remained relatively stable from 1990 to 2000 in Wendell, unlike in the County and State.

Table 2-3: Age Distribution, 1990 and 2000

Geography	Total Population	% 9 Years & Under	% 10-19 Years	% 20-24 Years	% 25-44 Years	% 45-64 Years	% 65-74 Years	% 75 Years & Over
Wendell								
1990	899	13.8%	17.8%	3.3%	44.9%	15.4%	2.3%	2.4%
2000	986	11.2%	17.2%	4.6%	30.6%	31.8%	2.4%	2.1%
Franklin County								
1990	70,092	14.5%	12.6%	6.4%	34.2%	17.7%	8.2%	6.3%
2000	71,535	11.5%	14.3%	5.4%	28.5%	25.9%	6.7%	7.5%
Massachusetts								
1990	6,016,425	13.1%	12.6%	8.4%	33.6%	18.6%	7.7%	5.9%
2000	6,349,097	13.0%	13.3%	6.4%	31.3%	22.4%	6.7%	6.8%

Source: U.S. Census Bureau, 1990 Census STF3A and 2000 Census SF3.

¹ A note regarding national population trends: From 1946 to 1964, there was a dramatic population increase, referred to as the “Baby Boom.” A corresponding smaller population boom occurred in the 1980s and 1990s when the Baby Boomers had their own children. This is the population group presently under 25 years of age, and are often referred to as “Generation Y.” The children born in the late 1960s and the 1970s are often referred to as “Generation X.” This is a smaller age group in comparison to Generation Y and is presently in the approximate age range of 25 to 40 years of age.

The traditional work force groups are in the 25-44 age range and the 45-64 age range. Each of these age groups is likely to have an interest in specific amenities and services that will influence their desire to remain in or move to the town of Wendell. The 25 to 44 year olds are likely to be examining a community's real estate options, and daycare and early educational systems for their children. In contrast, 45 to 64 year olds will likely be focusing on educational opportunities for their older children and future retirement options. In Wendell between 1990 and 2000, there was a considerable decrease in the distribution of people in the 25 to 44 year age group and a dramatic increase in the percentage of 45 to 64 year olds. These population shifts are largely due to the aging of the "Baby Boom" generation.

The 65-74 age group and the 75 and over age group represent a very small portion of the total population; however, these age groups may have an increasing role in the work force in coming decades. As the Baby Boom generation reaches retirement age, job vacancies will occur. However, postponement of retirement for financial, career or other reasons is increasing. New and future seniors may be apt to postpone retirement by reducing their hours or start in a new career direction, such as consulting or a shift into a new occupation. Often members of this age group can be a valuable resource of experienced, part-time workers. As will be discussed further in this chapter, there is a currently a trend towards more self-employed workers and home-based workers.

Whether or not retiring residents continue to live in Wendell will impact the demand for services for seniors in town. Older residents with grown children may be tempted to move to an area with more in-town services. This could create a supply of available housing, which could then be filled by young families with children; this could result in increased municipal school costs. Due to this potential outcome, providing support to seniors makes economic sense.

Education and Skills

The educational attainment level of the population is important to recognize for several reasons. From a business owner's perspective, it demonstrates the ability of a community to provide labor and expertise. This may be a vital element in a company's decision to locate to or remain in a community. In addition, the educational attainment level of a population may be a factor for a business determining where to locate, so as to best access a potential customer base.

Data on educational attainment is collected for people aged 25 years and older. According to 2000 Census data, the Town of Wendell has a significantly higher proportion of residents with Bachelor Degrees and Graduate Degrees compared to Franklin County and Massachusetts overall (*Table 2-4*). Correspondingly, Wendell has a lower percentage of residents with less than a high school diploma or equivalent education.

The Census data identified an increase in the percentage of adults with a Bachelor Degree or Graduate Degree in Wendell, Franklin County and the State, between 1990 and 2000. The data also show that for Wendell, the percentage of adults with some college courses or an

Associate Degree remained stable from 1990 to 2000. During the same time period, the proportion of residents over age 25 with less than a high school graduate education or with a high school education as the highest educational attainment has decreased, similar to County and State trends.

Table 2-4: Highest Educational Attainment Level, 1990 and 2000*

Geography	Population 25 years and over	% Less than High School Graduate	% High School Graduate	% Some College	% Associate Degree	% Bachelor Degree	% Graduate Degree
Wendell							
1990	585	13.3%	27.0%	20.5%	6.8%	22.2%	10.1%
2000	642	7.9%	25.1%	19.0%	6.9%	23.8%	17.3%
Franklin County							
1990	46,559	17.6%	33.2%	16.9%	8.0%	14.5%	9.8%
2000	49,121	12.0%	31.2%	19.0%	8.6%	16.2%	12.9%
Massachusetts							
1990	3,962,223	20.0%	29.7%	15.8%	7.2%	16.6%	10.6%
2000	4,273,275	15.2%	27.3%	17.1%	7.2%	19.5%	13.7%

* All data are for persons 25 years and over.

Source: U.S. Census Bureau, 1990 Census STF3A and 2000 Census SF3.

The Massachusetts Department of Education releases selected statistics regarding public high schools in the State, such as drop-out rates and plans of seniors. Public high school students in Wendell attend the Swift River Elementary School and are part of the Ralph C. Mahar Regional School for middle and high school. However, the option of school choice has impacted the number of students attending the Ralph C. Mahar Regional Schools. Several Wendell students attend the Amherst-Pelham Regional Schools, while others have selected other area schools such as the Pioneer Valley Performing Arts High School in Hadley. Table 2-5 shows a selection of data for high schools in the region.

Table 2-5: Selected High School Data, 2001

High School (Location)	Number of Students	Drop-out Rate	Graduate Plans *			Avg. Annual Per Pupil Expenditure
			Work	2-Year College	4-Year College	
Ralph C. Mahar Regional High School (Orange)	753	5.6%	22.7%	8.0%	54.7%	\$8,638
Amherst Regional High School (Amherst)	1,365	2.6%	6.2%	18.3%	74.5%	\$9,062
Franklin County Vocational Technical School (Turners Falls)	508	3.2%	46.7%	28.3%	9.8%	\$12,921
Frontier Regional High School (South Deerfield) **	646	0.8%	5.4%	30.4%	50.0%	\$8,652
Greenfield Public High School (Greenfield)	617	5.4%	10.9%	45.3%	33.6%	\$7,397
Pioneer Valley Regional High School (Northfield) **	503	4.6%	19.2%	28.8%	48.0%	\$7,370
Turners Falls High School (Turners Falls) **	437	6.9%	21.6%	33.0%	35.2%	\$7,592
Massachusetts Average	-	3.5%	14.1%	21.5%	53.6%	\$7,561

Source: Massachusetts Department of Education, 2002 School District Profiles; April 2003.

* These are the indicated plans of graduating seniors to enter the work force, 2-year college, or 4-year college; Plans are not included for those seniors entering the military or pursuing other options.

** The high schools listed offer grades 9 through 12, with the exception of these schools that include grades 7 through 12.

Source: Massachusetts Department of Education, 2002 School District Profiles; April 2003.

According to the Massachusetts Department of Education, in 2001, the Ralph C. Mahar Regional High School in Orange had a higher drop-out rate than the State average and in comparison to other nearby schools. In the same year, the Massachusetts Department of Education conducted a survey of high school seniors to determine their plans upon graduation. The survey indicated that the percentage of Mahar seniors with plans to attend a four-year college were slightly higher than the State average. However, there were significantly fewer students with plans to attend a two-year college than the State average. Also, the percentage of students planning to work after graduation (23%) was higher for Mahar seniors than statewide (14%).

The average annual per pupil expenditure for the Ralph C. Mahar High School was higher than the State average and other high schools in the region, with the exception of Amherst High School and the Franklin County Vocational High School. However, vocational schools often have higher expenditures than other public schools because of the costs of specialized equipment.

Income

There are three statistics from the decennial U.S. Census that reflect how well residents are faring in the regional economy (*see Table 2-6*). Using these statistics, it may be noted that the residents in the Town of Wendell are earning incomes relatively consistent with residents in Franklin County overall, but not as high as the State. One measure is per capita income, which is determined by dividing the total amount of income earned in town by the number of

residents, including segments of the population that might not be generating income such as children and the elderly. The Wendell per capita income reported for 1999 was \$19,701, which was lower than both the County figure of \$20,672, and the State figure of \$25,952. The Wendell per capita income was the ninth lowest of the twenty-six towns of Franklin County. For comparison over time, Table A-5 in the Economic Development Appendix (at the back of this chapter) shows the per capita income for Wendell from 1979 and 1989 in 1999 dollars.

Table 2-6: Selected Income and Poverty Statistics, 1999

Geography	Per Capita Income in 1999	Median Household Income in 1999	Percent of Population* in Households with Incomes Below Poverty Level in 1999
Wendell	\$19,701	\$43,846	10.2%
Franklin County	\$20,672	\$40,768	9.4%
Massachusetts	\$25,952	\$50,502	9.3%

** For whom poverty status was determined.*

Please note that income data was reported for the previous year of when the Census survey was taken; in this case 1999.

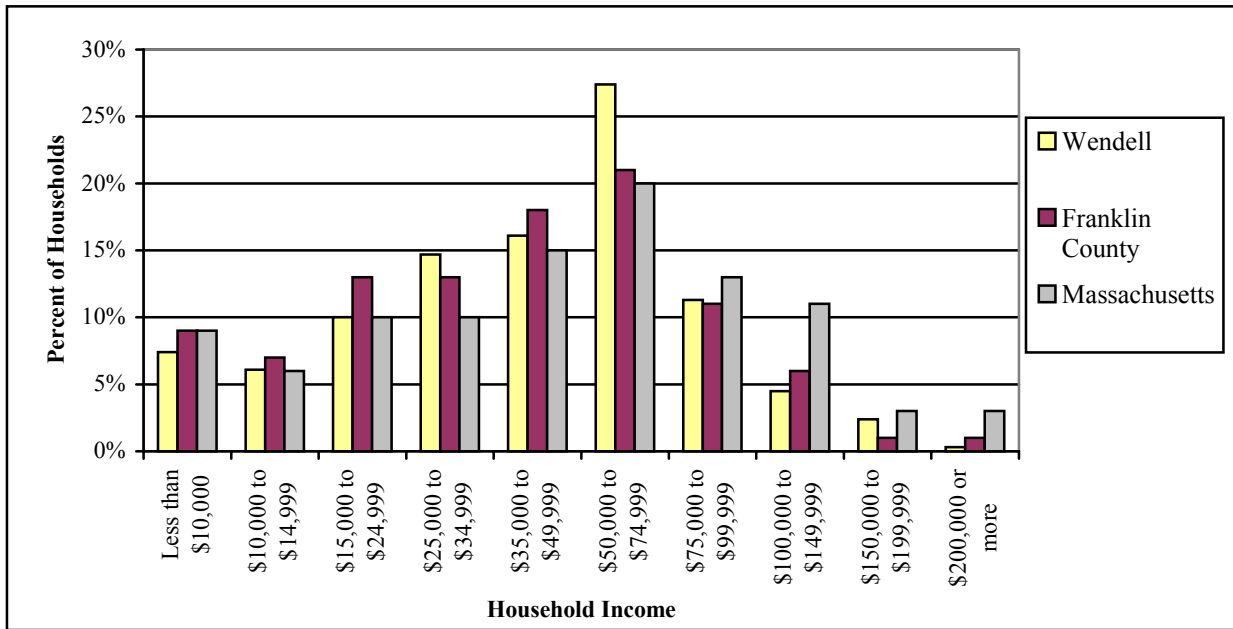
Source: U.S. Census Bureau, 2000 Census SF3.

Median household income is a better statistic for characterizing the distribution of income. Median income figures describe the middle statistic in a data set, which is unaffected by any extreme numbers (either the very wealthy or very poor) from influencing the overall figure. Median income data relate information about families as well as about individuals living alone. The median household income for Wendell in 1999 was \$43,846, which was higher than the County (\$40,768) and much lower the State (\$50,502) figures. The Wendell median household income was the twelfth lowest of the twenty-six towns in Franklin County. Income data for neighboring communities is shown in Table A-6 in the Economic Development Appendix.

Table 2-6 includes a third way to describe a community's income and economy: the poverty rate. The poverty level is established using federal income thresholds that vary according to family size and composition. Individuals are then determined to have income levels above or below these thresholds. In Wendell, 10.2% of residents for whom poverty status was determined (for Wendell, this was 89% of the total population), were living below the poverty level in 2000. This poverty rate was greater than both the County (9.4%) and State (9.3%) poverty rates. There are some Wendell residents who voluntarily choose to have low incomes and live in poverty, living off their land and not contributing income taxes to government spending they do not approve of. However, these residents are in the minority.

The distribution of household income in Wendell (*Figure 2-1*) is consistent with the economic indicators of Table 2-6. The majority of residents are in middle-income households. In addition, there are more Wendell households in the lower income ranges and fewer in the upper income ranges in comparison to County and State trends.

Figure 2-1: Household Incomes in Wendell, 1999



Source: U.S. Census Bureau, 2000 Census SF3.

Labor Force Characteristics and the Local Economy

The following is a discussion of the quantity of labor available in the regional labor force. In this section, data will be given for Wendell, Franklin County and Massachusetts. Commuting data are used to identify the boundaries of the regional labor pool of which Wendell is a part. Additional tables with data for the towns of Erving, Leverett, Montague, New Salem, Orange, and Shutesbury, are included in the Economic Development Appendix for reference.

Data for this section come from two different sources, one federal and one state. The federal source is the decennial Census. Data from the Census surveys offer a snapshot in time of the employment status and characteristics of the labor force. These data may also be compared to previous decennial Census surveys. However, data available on an annual basis are of greater value for identifying current trends. State data from the Massachusetts Division of Employment and Training (DET) are available on an annual basis for the number of total employed residents and for unemployment rates. This information will be used to determine the employment patterns for Wendell.

Commuting and the Regional Labor Force

Commuting pattern data of the regional labor force are used to garner an understanding of where Wendell residents and residents from neighboring communities are employed. If

Wendell is to pursue a strategy of business development, sources of potential labor within and outside of the community must be identified.

The U.S. Census Bureau releases data that specify the municipalities where residents work. The top employment destination for Wendell residents is Wendell (17.6% of 578 workers). Many of these Wendell workers are at-home workers. The top ten employment destinations for Wendell residents are listed in Table 2-7.

Table 2-7: Top Ten Employment Destinations, 2000

Rank	Wendell Resident Employment Destination	Number of Employees	Percent of All Employed Wendell Residents
(1)	Wendell	102 of 578	17.6%
(2)	Amherst	70 of 578	12.1%
(3)	Montague	62 of 578	10.7%
(4)	Greenfield	52 of 578	9.0%
(5)	Athol	36 of 578	6.2%
(6)	Orange	26 of 578	4.5%
(7)	Northampton	24 of 578	4.2%
(8)	New Salem	22 of 578	3.8%
(9)	Deerfield	21 of 578	3.6%
(10)	Whately	12 of 578	2.1%

**Employed workers are 16 years and over.*

Source: U.S. Census Bureau, 2000 Census SF3, Journey to Work data.

The decennial Census also provides statistics on the number of workers who work at home and the commuting time for those who do not. The percentage of workers who work at home in Wendell has doubled since 1990 and grown to 10% (*Table 2-8*). The increase in at-home workers is a trend found in many communities due to changes in the workplace and advances in telecommunications. Wendell and many areas of Franklin County are currently limited in their broadband options. Progress in developing additional broadband options will increase the opportunities for at-home workers as well as for other businesses in rural areas.

Table 2-8: Travel Time to Work, 1990 and 2000

Geography	Total Workers*	Work at home	Less than 10 Min.	10 - 19 Min.	20 - 29 Min.	30 - 39 Min.	40 - 59 Min.	60 - 89 Min.	90 or More Min.
Wendell									
1990	474	4.9%	7.4%	17.3%	27.2%	22.2%	11.6%	9.1%	0.4%
2000	578	9.9%	9.7%	13.3%	22.8%	22.5%	10.4%	8.5%	2.9%
Franklin County									
1990	34,674	4.7%	21.8%	32.1%	17.8%	11.5%	7.7%	3.2%	1.1%
2000	37,053	5.1%	16.3%	30.0%	19.1%	14.2%	9.7%	3.3%	2.3%
Massachusetts									
1990	2,979,594	2.5%	15.6%	31.3%	18.7%	15.5%	10.7%	4.7%	1.0%
2000	3,102,837	3.1%	12.6%	27.4%	18.6%	16.3%	13.0%	6.5%	2.4%

* Employed workers 16 years and over.

Source: U.S. Census Bureau, 1990 Census STF3A and 2000 Census SF3.

For Wendell commuters who do not work at home, the commuting patterns have been relatively consistent between 1990 and 2000, with the exception of those who work more than one hour away. As there have been increases in the percentage out-of-county and out-of-state commuters, there has been an increase in the percentage of Wendell workers that commute 90 minutes or more.

Labor Force Participation and Employment

The labor force is defined as the pool of individuals who are 16 years of age and over, and who are either employed or actively seeking employment. Enrolled students, retirees, stay-at-home parents and other persons not actively seeking employment are excluded from the labor force. When comparing 1990 and 2000 labor force characteristics, it is important to consider the very different economic climates of the respective years. The recession of the early 1990s led to high unemployment rates for most areas across the country. By the latter part of the decade, many areas had recovered to their previous employment levels. A good demonstration of this trend is available through DET employment data. However, federal Census data are also useful and provide important statistics not collected by the State.

One important statistic collected by the U.S. Census Bureau and not by the State, is the labor force participation rate. The proportion of people in the labor force compared to the total number of people who are 16 years of age and over is termed the participation rate. The participation rate indicates a potential source of additional workers. Flexible, part-time employment opportunities or additional support services such as skills training, public transportation or day-care facilities can influence the number of people included in the labor force, and lead to a higher participation rate. According to the 2000 Census, the Town of Wendell has the very high participation rate of 80%, which is significantly higher than the Franklin County (69%) and State (66%) rates. With regard to the participation rate for females, the rate in Wendell is 86%, which was also significantly higher than Franklin County (64%), and the State (60%). Historically, Franklin County has had a higher female participation rate than do other areas of the State.

The next section of the Economic Development chapter features employment information released by the Massachusetts Division of Employment and Training (DET). DET data are derived from statistical sources such as annual federal surveys and the unemployment insurance program. Employment information released by the U.S. Census Bureau is based on the decennial census survey. Due to the different methodologies used by the DET and the U.S. Census Bureau, DET and Census figures are not directly comparable.

The unemployment rate describes the percentage of people in the labor force who are not employed in a given time period, but who are actively seeking employment. This statistic is often used as a gauge of economic prosperity or distress. Rate of unemployment may be influenced by an overabundance or a decline in the number of employment opportunities in an area. It is important to note that the unemployment rate does not reflect “underemployment,” individuals with jobs without benefits, or individuals working multiple jobs. In 2002, Wendell had an unemployment rate of 3.5%, which was slightly lower than the Franklin County unemployment rate of 4.1% and lower than the State unemployment rate of 5.3%. The higher unemployment rate for Franklin County indicates a regional labor force that could be accessed for potential Wendell business ventures.

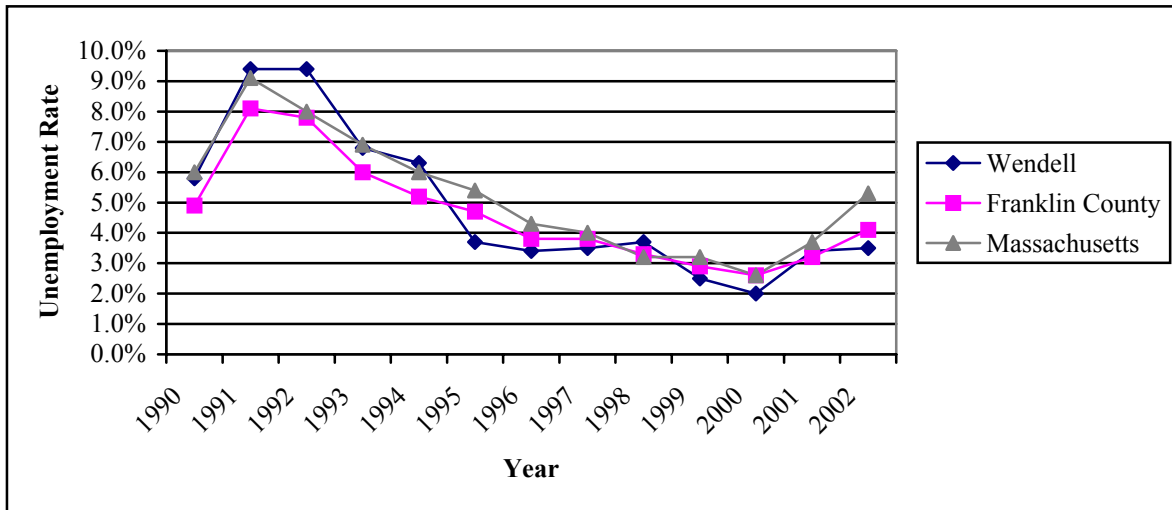
Table 2-9: Labor Force and Unemployment Data, 2002

Geography	Labor Force	Employed Persons	Unemployed Persons	Unemployment Rate
Wendell	599	578	21	3.5%
Franklin County	40,014	38,391	1,623	4.1%
Massachusetts	3,486,400	3,301,300	185,100	5.3%

Source: Massachusetts Division of Employment & Training, ES-202 data.

From 1990 to 2002, the unemployment rate for Wendell residents fluctuated both above and below the unemployment rates for Franklin County and the State. In the early 1990s, Wendell had a higher unemployment rate than the County and State. From the mid-1990s to 2002, Wendell has generally had lower unemployment rates than the County and State. It is evident that Wendell’s labor force and number of employed are influenced by the greater economy, as demonstrated by the highs and lows in Figures 2-2 and 2-3.

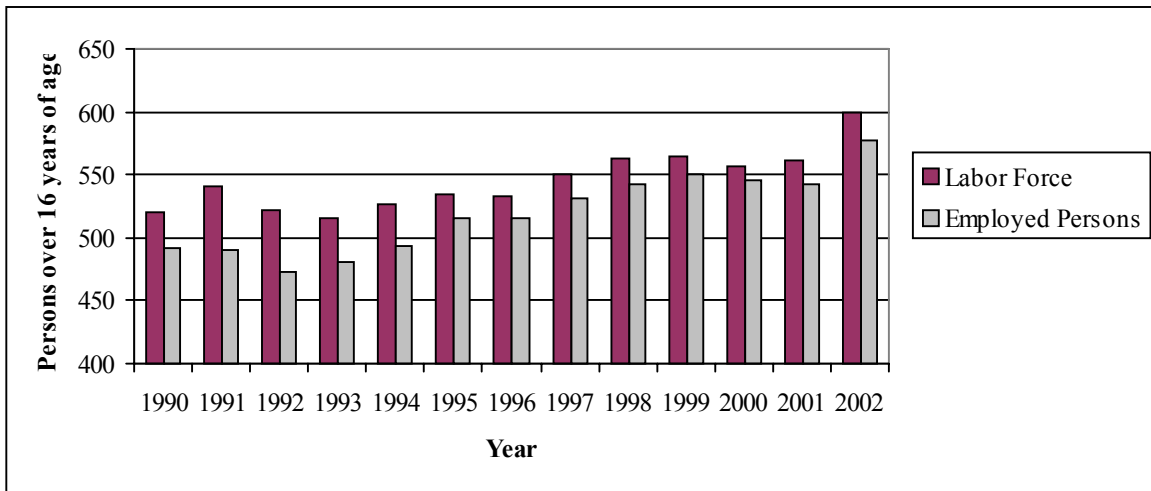
Figure 2-2: Unemployment Rates, 1990 to 2002



Source: Massachusetts Division of Employment & Training, ES-202 data.

As Figure 2-3 demonstrates, from 1990 to 2002, the Wendell labor force and employed residents both grew. Between 2001 and 2002, the size of the labor force and the number employed increased greatly. The increases in the labor force resulted from increases in the residents' participation in the labor force and overall population growth in a community. As of 2002, Wendell's labor force was 599 with 578 people employed.

Figure 2-3: Labor Force and Employed Persons in Wendell, 1990 to 2002



Note: Y-axis scale starts at 400 persons.

Source: Massachusetts Division of Employment & Training, ES-202 data.

Industry Sectors and Employment

An important element of the employment profile is the type of work done by residents. This section reviews employment trends by industry sectors and occupations as well as the type of employer (such as private or government employers, or self-employed workers) of Wendell residents. The Census Bureau has identified 13 distinct employment sectors that represent different economic industries, such as manufacturing or retail trade. The Census Bureau also classifies workers by type of employer and type of occupation.

According to Census, data in 2000, the majority of Wendell workers were private wage and salary workers. However, the percentage of such workers in Wendell was lower than in the County and State. The percentage of Wendell residents who worked for a governmental entity or were self-employed was greater than the County and State averages. While, it is not uncommon for rural areas to have higher proportions of workers in these two classes of workers, Wendell's percentage of self-employed workers is very high.

Table 2-10: Class of Worker, 2000

Geography	Total Employed *	Private Wage and Salary Workers	Government Workers	Self-employed Workers**	Unpaid Family Workers ***
Wendell	585	58.6%	22.9%	18.1%	0.3%
Franklin County	37,577	70.5%	19.3%	9.8%	0.3%
Massachusetts	3,161,087	80.0%	13.5%	6.4%	0.2%

**Employed civilian population 16 years of age and over.*

*** Self-employed workers are in their own, non-incorporated business.*

**** Unpaid family workers are individuals who work 15 or more hours without pay in a business or on a farm operated by a relative.*

Source: U.S. Census Bureau, 2000 Census SF3.

The employment profile for Wendell reflects the employment opportunities available in the community and in the region. As indicated by 2000 Census data, the largest sector of employment for Wendell residents is educational, health & social services, with 37.3% of all workers (*Table 2-11*). This is understandable given that the largest employer in Wendell (the Lake Grove School at Maple Valley), and the largest employer in the Pioneer Valley (the University of Massachusetts) are educational service organizations.

Table 2-11: Employment by Sector, 2000

Employment Sector	Wendell	Franklin County	Massachusetts
Educational, Health & Social Services	37.3%	30.4%	23.7%
Manufacturing	10.9%	15.0%	12.8%
Retail Trade	9.4%	11.0%	11.2%
Construction	9.2%	6.0%	5.5%
Professional, Scientific, Management, & Administrative Services	6.7%	6.4%	11.6%
Arts, Entertainment, Recreation, Accommodation & Food Services	5.8%	6.5%	6.8%
Other Services (except Public Administration)	5.3%	4.8%	4.4%
Transportation, Warehousing & Utilities	3.2%	4.2%	4.2%
Agriculture, Forestry, Fishing, Hunting, & Mining	3.1%	1.8%	0.4%
Finance, Insurance, & Real Estate	2.6%	4.1%	8.2%
Information Services	2.2%	2.6%	3.7%
Wholesale Trade	2.2%	2.8%	3.3%
Public Administration	2.1%	4.4%	4.3%
Total Employed*	585	37,577	3,161,087

*Employed civilian population 16 years of age and over.

Source: U.S. Census Bureau, 2000 Census SF3.

In addition, the town is situated near Route 2 which connects the major employment centers of Greenfield, Turners Falls, Orange, and Athol. These major employment centers have a large manufacturing base, which is presumed to be the reason that manufacturing is the second largest employment sector for Wendell's working residents. Wendell is also within commuting distance to major shopping centers for the region, such as Greenfield and Amherst. Not surprisingly, the next largest employment sector for Wendell's labor force is retail trade, with 9.4% of the working residents. The third largest employment sector is construction sector with 9.2%. In comparison to the County, the employment profile of Wendell residents differs the most for the construction and manufacturing sectors. The employment profile of Wendell residents differs the most in comparison to the State for the education, health & social services sector and the professional, scientific, management & administrative services sector.

Another component of the employment profile is the occupation of residents. An employee's occupation describes the type of work they do, and not the industry that their work serves (for example, the plant manager at a factory has the occupation of management but is employed in the manufacturing sector). The occupational employment profile for Wendell indicates a high percentage of management, professional & related workers, which is not typical of small, rural communities (*Table 2-12*). This trend could be related to Wendell residents' high education levels. Wendell also has a relatively high percentage of workers in construction, extraction & maintenance jobs, and in farming, fishing & forestry jobs.

Table 2-12: Employment by Occupation, 2000

Geography	Total Employed*	Management, Professional, & Related	Sales & Office	Service	Construction, Extraction, & Maintenance	Production, Transport & Material Moving	Farming, Fishing & Forestry
Wendell	585	37.8%	19.7%	14.5%	14.2%	12.0%	1.9%
Franklin County	37,577	35.3%	23.2%	15.5%	9.8%	15.6%	0.7%
Massachusetts	3,161,087	41.1%	25.9%	14.1%	7.5%	11.3%	0.2%

**Employed Civilian Population 16 years of age and over.*

Source: U.S. Census Bureau, 2000 Census SF3.

Employment data was collected for the creation of the 2002 Wendell Open Space and Recreation Plan. The Open Space Plan highlighted specific employers and cottage industries found in Wendell based on interviews with town officials and residents. The largest employer located within the Town of Wendell is the Lake Grove School at Maple Valley, with an estimated 157 employees in 2002. Of those employed at the school, only a small fraction are Wendell residents.

It is not uncommon for rural towns to have the town government or local school as a major employer within the community. According to the Open Space Plan, Wendell's town government employs approximately 3 full-time and 39 part-time employees. The Swift River Elementary School located in both New Salem and Wendell and serving residents of both towns has approximately 70 full-time employees. The Wendell State Forest employs approximately 6 full-time, year round workers and an additional 2 to 3 workers in the summer season. Most of the other employers in Wendell have very few employees, or the business operators only employ themselves.

The 2002 Wendell Open Space and Recreation Plan included information about the types of self-employment found in Wendell. The information was gathered from interviews of town officials and residents as well as Yellow Pages research. The types of employment ranged from farming to arts/crafts, construction, computer, and business-related fields. Specifically, the Diemand Farm was highlighted as the most widely known and visible farms in Wendell. Diemand Farm produces eggs, chickens, turkeys, turkey products including potpies and turkey burgers, maple syrup, hay, cordwood, and lumber. The farm employs family members for most of the year and expands its employment up to 14 workers during its busiest time before Thanksgiving. Other family-run farms in Wendell include the Rocky Road Farm that specializes in Highlander beef cattle, pigs and maple syrup, and the Keller Farm which produces vegetables and also has beef cattle.

Cottage industries also play a significant role in the employment of Wendell residents. According to the Open Space and Recreation Plan, the types of home-based businesses in Wendell vary greatly.

The following is a list of the type of home-based businesses found in Wendell in 2002:

- Art: Video studio, recording studio, photography, lamp-works, fine arts, musician/music-related, and apparel.
- Construction: Building contractor, electric contractor, heating contractor, landscaper, structural engineering, painting contractor, carpenter, and restoration contractor.
- Computer: Software services, educational services, and web site design.
- Automotive: Auto repair, auto salvage, and towing services.
- Business: Accounting, and management consulting.
- Other types of businesses: Machine shop, midwife services, hairdresser, and massage therapy.

(Source: Wendell Open Space and Recreation Plan, 2002)

Economic Development Factors and Issues

There are many factors and issues to consider when planning for economic development. This section discusses some of the elements that are important for business growth and success.

Natural, Scenic, and Recreational Resources

Traveling along the rural roads in Wendell, residents and visitors are treated to wonderful views of the beautiful scenic landscape. Prominent features of the natural landscape include the contiguous forests, mountains, various ponds, the Millers River, and land associated with the Quabbin Reservoir watershed. Wendell's history is also visible along these roadways with the presence of old farmhouses, stone walls, cellar holes and cemeteries.

The Millers River provides the northern boundary for Wendell and offers outdoor recreation opportunities, including canoeing and fishing. The 7,500+ acres of the Wendell State Forest offers recreational activities such as swimming, hiking, and picnic areas. The three-state Metacomet-Monadnock hiking trail traverses Wendell State Forest as well. Wendell is also one of several communities that are part of the Quabbin Reservoir watershed, which features hiking trails and scenic viewpoints.

Wendell may want to explore economic activities related to these natural and recreational assets. Any such economic activity pursued should be implemented in a way that protects these resources. Such economic activity could help Wendell to preserve both the Town's natural resources and rural character.²

²The Wendell Open Space and Recreation Plan has more extensive information regarding Wendell's natural, scenic, and recreational resources.

Village Areas and Municipal Facilities

Wendell is a rural community with residential development sparsely spaced along its roadways. Wendell has four distinct areas: Wendell Center, Mormon Hollow, Farley and Wendell Depot. The most prominent area is Wendell Center, which features a historic common surrounded by municipal and other public buildings, and private residences. The Wendell Town Hall located on the common is host to the Full Moon Coffeehouse, a monthly event for residents of Wendell and other nearby towns.

The retail commercial activity in Wendell consists of three stores: the Wendell Country Store and Post Office located on Locke's Village Road within a mile of the town center, Wendell Depot Store and Post Office located at Wendell Depot, and the Diemand Farm store located on Mormon Hollow Road. For most retail operations, including gas stations and pharmacies, residents are required to travel to nearby communities, such as Orange.

It is important to note that Wendell has only one zoning district, Rural Residential and Agricultural. There are no areas zoned exclusively for commercial or industrial development. This is not unusual given the rural character of the community. Also, unlike some other communities in Franklin County and across the Commonwealth, Wendell does not have any significant properties in need of redevelopment or revitalization from past industrial use. Often such properties are able to be redeveloped for new uses. If any new, significant commercial or industrial activity is desired within Wendell, Town residents and officials will need to identify areas that would be appropriate for this type of development.

Municipal Taxes

The services a municipality provides to residents are funded through a combination of State aid programs, and revenue generated from local receipts (fees) and the tax levy (property taxes), as well as other funds (free cash or reserves). Of these revenue sources, the largest amount of funds is generated by the payment of taxes by property owners. Property is assessed to determine its value for the purpose of levying taxes. A tax rate is then applied to that assessment to determine the overall property tax payment due.

The average single family tax bill in the Town of Wendell is consistently lower than the State median single family tax bill and lower than that of many other communities of the Commonwealth. In the past 14 years, the property tax rate in Wendell has fluctuated between a low of \$17.60 per \$1000 of assessed property value (1992) to a high of \$22.98 (2002) (*Table 2-13*). The reduction of the tax rate in select years is most likely related to the years when property was revalued to have increased assessed values. In the future, there will be increased pressure for property tax revenue due to factors such as rising education costs as well as State government fiscal constraints that have limited local aid to towns.

Table 2-13: Single-Family Residential Tax Data for Wendell, 1990 to 2003

Fiscal Year	Total Assessed Value	Number of Parcels	Average Assessed Value	Tax Rate (per \$1,000 assessed value)	Average Single Family Tax Bill	Average Tax Bill Ranking (High to Low Rank)*	State Median Single-Family Tax Bill
1990	\$16,561,500	267	\$62,028	\$22.20	\$1,377	192 of 323	\$1,504
1991	<i>Data not available</i>						
1992	\$24,529,080	294	\$83,432	\$17.60	\$1,468	213 of 339	\$1,663
1993	\$24,708,730	295	\$83,758	\$17.95	\$1,503	228 of 339	\$1,747
1994	\$24,779,000	305	\$81,243	\$19.16	\$1,557	229 of 340	\$1,808
1995	\$25,287,100	309	\$81,835	\$19.90	\$1,629	226 of 340	\$1,872
1996	\$25,598,900	311	\$82,312	\$20.52	\$1,689	223 of 340	\$1,959
1997	\$25,049,900	310	\$80,806	\$21.38	\$1,728	234 of 340	\$2,031
1998	\$25,143,000	312	\$80,587	\$20.50	\$1,652	266 of 340	\$2,121
1999	\$25,711,200	318	\$80,853	\$20.97	\$1,695	262 of 340	\$2,191
2000	\$27,970,300	316	\$88,514	\$20.15	\$1,784	261 of 340	\$2,297
2001	\$28,501,400	318	\$89,627	\$21.08	\$1,889	259 of 340	\$2,418
2002	\$29,254,000	324	\$90,290	\$22.98	\$2,075	256 of 340	\$2,577
2003	\$33,001,800	325	\$101,544	\$19.45	\$1,975	269 of 320	\$2,734

* High to low rank of municipalities in Massachusetts ranked in a given fiscal year. The rank is according to information available for municipalities reporting their tax levels. The total number of municipalities in Massachusetts is 351.

Source: Massachusetts Department of Revenue, Division of Local Services; 2003.

The tax revenue raised in Wendell is primarily from residential property tax assessments. With few businesses in town, the business sector does not offset the high residential tax burden. In some communities, commercial and industrial areas offer not only locales of economic activity, which provide services and employment opportunities, but a source of tax revenues. Commercial and industrial properties are often very valuable and the taxes generated every year from these uses can help pay for a portion of the expenses of municipal services.

The amount of money needed to fund schools, highway maintenance, public safety, libraries and municipal government is always rising. Careful planning about how to generate funds to pay these costs must be examined. Property taxes for some types of land uses generate revenue for a community, while other land uses may generate the need for more services. One process to determine whether a land use has a positive or negative fiscal impact is called a Cost of Community Services analysis.

In 1992, the American Farmland Trust (AFT) conducted a Cost of Community Services analysis for several towns in the region including Deerfield and Gill. That study found in Deerfield and Gill, as well as in general, that the protection of farmland and open space is an effective strategy for promoting a stable tax base. For example, the AFT study found that in Deerfield, for every tax dollar generated by farmland and open space, the municipal services required by that land cost approximately twenty-nine cents (\$0.29), resulting in a positive fiscal impact to the town. In contrast, the study found that for every dollar generated by residential development, the municipal services required by that land cost one dollar and sixteen cents (\$1.16) indicating that residential development cost more in terms of town services than it generated in tax revenues.

As open space does, commercial and industrial uses also generally cost towns less than they create in tax revenue. According to the AFT study, in Deerfield, for every dollar generated by commercial and industrial tax revenues, only thirty-eight cents (\$0.38) were spent by the town in municipal services. It is important to note that this figure does not take into account other costs associated with commercial and industrial development such as the potential for related residential development, increased traffic and noise pollution, the loss of open space to filter water and air, or the need to provide recreational opportunities for new residents.

In 1995, the Southern New England Forest Consortium (SNEFC) commissioned a study of eleven southern New England towns that confirmed the findings of the earlier AFT study. The study concluded that for southern New England towns, the conversion of open space to residential land uses is generally not advisable on a financial basis. The results also showed that the protection of farmland and open space not only plays an important role in protecting natural resources, but like commercial and industrial land, can also have a function in balancing the municipal tax base. For Wendell, an approach that incorporates appropriate business development and the conservation of natural resources will best satisfy the desires of residents to maintain their community character while offsetting the tax burden.

An additional consideration when examining the municipal tax base of Wendell, is the impact of non-profit and tax-exempt properties. For example, tax-exempt educational properties do not generate tax revenues for a community but use community services, such as fire and police protection. Payments in lieu of taxes may voluntarily be given to the community in such a circumstance. This is true as well for non-profit land owners and for Commonwealth-owned properties, such as the State forests. As the State is experiencing a fiscal crisis, there may be continued reductions in the levels of state aid that communities receive for state-owned properties.

Infrastructure

Transportation

There are two perspectives when considering a community's transportation infrastructure: the level of ease and safety of moving people and goods *to and from* the community and the level of ease and safety of moving people and goods *within* the community. In terms of the greater transportation network, Wendell is accessed from Route 2 via bridges at Wendell Depot and Farley, from Route 202 through the communities of New Salem and Shutesbury, or from Route 63 through Montague, Leverett and Shutesbury. The closest major commercial and employment centers are Orange and Turners Falls in Franklin County. New developments outside of Wendell may influence future growth and traffic patterns within Wendell. These developments may include tenants moving into the new Randall Pond Industrial Park in Orange, or successful revitalization efforts that bring more workers and customers in to downtown Turners Falls. In addition, overall changes in commuter patterns, such as workers' willingness to drive longer distances to their place of employment, may influence traffic patterns.

As the Wendell Open Space and Recreation Plan reported, the current transportation network within Wendell is similar to what it was a century ago. As of 2002, it was estimated that approximately half of the road miles in Wendell were paved while half were unpaved. There are no pedestrian or bicycle transportation facilities and there is no fixed route transit service in Wendell. However, some Wendell residents use the Franklin Regional Transit Authority's bus service along Route 2 from Greenfield to Athol, and the Greenfield-Montague Transportation Area's services between Greenfield and Montague and between Greenfield and Amherst. In addition, the Franklin Regional Transit Authority also provides demand-response transportation services to Wendell seniors and residents with disabilities through the Orange Council on Aging.

Water Supply and Sewer Treatment Systems

The Town of Wendell is presently served entirely by private wells for its water supply and by private septic systems. The lack of large-scale municipal sewer and water systems make the town an inappropriate location for high levels of growth and development. However, moderate growth could be accomplished through septic systems, including shared septic systems, in areas with the greatest density.

The Town of Wendell recently received funding from the Metropolitan District Commission (now the MA Division of Water Supply Protection) to complete a study related to potential future sewer and septic system infrastructure. While the exact scope of the study is currently still being determined, the study is expected to examine the possibility for a small shared septic system to be installed in the vicinity of the town common to serve public buildings and some private residences. The study will likely also evaluate the feasibility of connecting sections of Wendell to the Town of Erving's sewer system, and the potential for a shared septic system to be connected with the Lake Grove School. Lake Grove School is considering building an on-site wastewater treatment facility that could possibly be used to serve some Wendell homes or businesses, as well as its campus. The School is in discussions with the Town about this facility.

Telecommunications

The telecommunications infrastructure and services available in Wendell and in many of the rural areas of the greater Franklin County region are very limited. Access to advanced, affordable broadband and telephone services is stifled by the absence of competition in the telecommunications services sector which is a result of low population density. Services such as satellite technology, cable internet, digital subscriber lines (DSL) and T-1 class broadband allow for "always on", high speed access to the Internet and private networks. As more business-to-business transactions are occurring electronically, these services are important for large manufacturers to communicate with their suppliers. For smaller businesses and at-home workers, affordable broadband access is important for efficient communication to retailers and clients. Access to broadband is an important issue for Wendell because the Town is home

to several technology and web-related businesses, and is known, anecdotally, to have a relatively high level of computer literacy among residents.

For many small communities, the most widely accessible form of telecommunications broadband service is cable broadband through the cable television provider. Wendell, like its neighboring towns to the south, does not have this option because it does not have cable television. Some Wendell residents and businesses have elected to purchase satellite-based telecommunications services; however, this technology may have some limitations. Most residents do not have access to DSL through the telephone network because of the distance from Wendell to the Verizon equipment in Orange that is required to provide such services. There may be some pockets of access to DSL from Orange, such as in the Wendell Depot area, but these areas are few.

There are a few efforts underway to address the issue of broadband access. One local effort is a group from the Towns of Leverett and Shutesbury that have organized to pursue options, including the creation of their own fiber-to-the-home network. Another effort is a community wireless broadband service in the Lake Wyola area of Shutesbury. Access to the wyola.net network could be accessible for nearby portions of Wendell. On a region-wide scale, an effort led by the Franklin Regional Council of Governments and other partnering organizations is underway. Pioneer Valley Connect (formerly Franklin-Hampshire Connect) has business and community leaders from the Franklin, Hampshire and Hampden Counties working together to advocate for services and to implement strategies (such as demand aggregation and collective purchasing) to create a competitive telecommunications marketplace in the region. Support of this effort is one way to encourage the deployment of broadband and the advancement of telecommunications services in the region. While these broadband deployment initiatives are progressing, Wendell residents and town officials may want to explore these efforts further or begin to pursue their own options.

Local Entrepreneurship and Small Business Development

Economic growth is created through the development of new businesses and the expansion of existing businesses. In Wendell, it is very important to residents that any new or expanded business activity be consistent with the community's character.

According to the Town of Wendell Zoning Bylaws, certain business activities are allowed within the Town. According to the Zoning Bylaws, several commercial activities that are related to agriculture or other natural resources are allowed by right. These activities include an apiary (beekeeping), tree nursery, orchard, woodlot operation, livestock agriculture, sugarhouse, or commercial greenhouse. Other business uses allowed by right include home occupations/cottage industries and bed and breakfast establishments with three or less rooms to rent. The definition for cottage industry according to the Wendell Zoning Bylaws is "an occupation carried out by a resident and up to ten employees or coworkers in a structure that is separate from the principal building." A home occupation is defined as "any activity carried out for gain by a resident and up to ten employees or coworkers conducted as an

accessory use in the resident's dwelling unit." These definitions allow for a range of business activities to be conducted within the town.

In addition, other business uses may be allowed with a special permit from the Planning Board or Select Board. For example, a restaurant or garage may be allowed if a special permit from the Select Board is granted. A retail store or office (of less than 2,000 square feet in area), an inn, or industrial use (up to 10,000 square feet) may be allowed if a special permit from the Planning Board is granted.

Home-Based Businesses

Most home-based businesses in Wendell are consistent with the community's character. They generally are small in size and have a minimal impact on the landscape and natural resources of the community. A home-based business may not be readily recognizable as a business operation to people driving past. It may be the primary occupation for the business-owner or a part-time business venture. Home-based commercial enterprises can include a wide variety of businesses, such as child-care provider, professional consultant, or artist. Technological changes and shifts in employment trends have changed the work environment to allow more opportunities for individuals to work at home.

Home-based businesses do not require substantial municipal services for their operation. However, they also do not typically contribute significant additional tax revenue through taxes on their business assets and equipment (as large-scale manufacturers or commercial operations would).

Home-based businesses can play an important role in local economies. They provide employment and entrepreneurial business opportunities for residents while having little visual impact or service demands on the community. Home-based businesses are a source of income for residents to pay their property taxes. In addition, by having the proprietors of home-based businesses spending the money they earn in the region, they are recycling dollars within the local and regional economies, as opposed to sending money elsewhere. Another positive factor for home-based businesses is that when there are enough of these businesses to reach a critical mass for support services, those services may become commercial ventures within a community. Examples include a group of home-based artisans forming a retail store or a business center operation with photocopying and faxing services.

Potential for a Business District or Traditional Neighborhood District

Home-based businesses represent an opportunity for a community to foster future commercial growth as these businesses expand and as additional businesses may be created to meet new needs. The concept of a "business district" or a designated area that is considered specifically "business friendly," may want to be explored by the Town of Wendell. The community could identify a particular area of town where it would like to encourage businesses to locate. The

Town could then support zoning changes or expanded infrastructure to promote business development in this area.

A related concept is to consider creating a traditional neighborhood district or districts that allows a higher density of development than is permitted elsewhere in town. A traditional neighborhood district could also allow a mix of civic, residential, and business/small commercial land uses. By encouraging development within such a district or districts, the Town could help encourage existing and new businesses, including home-based businesses that might like to expand, and at the same time, help retain the rural character of other areas of town.

The idea of business districts and traditional neighborhood districts is discussed more in Chapter 6 of the Community Development Plan. Chapter 6 explores which areas of Wendell may potentially be the most suitable for new residential or business development.

Business Creation

It is important to note that for the greater regional economy, there is an advantage to having locally created businesses, because they are more likely to stay in the area where they originated. Often a community will have greater success keeping businesses that were developed in an area, than trying to recruit businesses from outside the area. Another important element is that the entrepreneurs behind these businesses understand the local markets they are in, and are more likely to thrive due to their ability to identify local trends and adapt to them.

Local businesses need resources to move their business plans forward. Access to a skilled labor force is necessary to lower training costs, which is often a great expense for small businesses. Access to financial and technical resources to help these businesses grow is also vital. Another essential element is the support of these establishments by local residents. Creating linkages between local producers and retailers is one way to encourage local business development. Several regional and statewide organizations are available to assist with these types of efforts. Contact information for several economic development organizations is included in the Appendix for this chapter.

In the recent Wendell transportation survey (distributed in 2004 as part of the creation of the Community Development Plan), residents were asked, “What types of additional services and businesses do you wish were located in Wendell so you wouldn’t need to go elsewhere for them?” Approximately 60 surveys in total were returned. The most common responses (approximately 13 or 14 responses for each) were for a gas station, grocery store, and restaurant/take-out. Items with 4 to 5 responses included an ATM/bank, car repair, hardware/lumber store, and place with movies/entertainment. In general, the survey respondents supported having services in Wendell that they use regularly and which would be convenient to have closer. More information on the Wendell transportation survey is provided in Chapter 5 of the Community Development Plan.

Summary of Wendell's Economic Development Assets and Liabilities

Through the Community Development Plan visioning process, and from the information given in this chapter, a summary list of assets and liabilities regarding economic development in the Town of Wendell has been assembled (*Table 2-14*). These identified conditions reflect potential opportunities and constraints to be addressed when forming recommendations for future action regarding economic development in Wendell.

Table 2-14: Summary of Economic Development Assets and Liabilities

<u>Assets</u>	<u>Liabilities</u>
<ul style="list-style-type: none">• Presence of entrepreneurs, self-employed and at-home workers.• Farms in operation.• Beautiful rural, scenic landscape and abundant natural resources.• Historic character, such as old farmhouses and stone walls.• Presence of Wendell State Forest, Quabbin Reservoir watershed and other preserved natural areas.• Access to Route 2 corridor.• Numerous outdoor recreation opportunities.• Wendell Center common area.• Strong sense of community.	<ul style="list-style-type: none">• Limited local employment opportunities.• Increased commuting distance and time to work (between 1990 and 2000)• Narrow tax base, primarily dependent on residential property taxes.• Many tax-exempt properties in town.• Aging population with income constraints.• Lack of access to broadband and advanced telecommunications services.• No areas identified specifically for potential future commercial or industrial uses.

Economic Development Recommendations

- **Assign an existing or new town committee to encourage and assist with the implementation of the economic development recommendations of this Community Development Plan.**
- **Promote and encourage new and existing home-based businesses and cottage industries.** Identify resources that will assist entrepreneurs and business operators in their activities, such as having access to a photocopier, and help establish them.
- **Support the continued operation of farms and other agricultural and forestry-based businesses.** Town support of programs that preserve agricultural land, such as the Agricultural Preservation Restriction Program, is one way to help sustain existing agricultural businesses. Other ways to advocate for these businesses include Town support of regional agricultural and forestry business development projects, such as CISA (Communities Involved with Sustaining Agriculture) and North Quabbin Woods; and residents purchasing local farm and forestry products.
- **Encourage the preservation of outdoor recreation assets, and the development of commercial outdoor recreation and eco-tourism activities.** Maintain communication with groups that preserve the natural resources which provide outdoor recreation opportunities. Participate in regional efforts such as the North Quabbin Eco-Tourism Task Force and the North Quabbin Landscape Partnership.
- **Consider establishing a business district(s) in Wendell to promote appropriate business development,** including businesses that may not be entirely compatible with residential land uses. This task could be undertaken by the Planning Board or some other committee or group of residents.
- **Consider establishing a traditional neighborhood district(s) in Wendell** that allows for slightly higher density development and for a mix of commercial/business, civic, and residential land uses (i.e. apartments over an office or retail store).
- **Maintain relationships with Commonwealth of Massachusetts agencies that own significant properties in Wendell.** Continue to work to improve communication between the Town and the appropriate divisions of the Massachusetts Department of Conservation and Recreation (formerly the Department of Environment Management) to identify issues, and potential partnering opportunities for the State's and the community's mutual benefit. The entity that manages the Wendell State Forest is the Division of State Parks and Recreation. The Quabbin Reservoir watershed area is managed by Division of Water Supply Protection. There is currently a Lake Wyola-Wendell State Forest Advisory Committee which includes residents from Shutesbury, Leverett, and Wendell; this committee should be included in any dialogue with the State about these recreation and resource areas.

- **Maintain relationship with private entities that own significant properties and/or are major employers located within Wendell.** In particular, continue to work to improve communication between the Town of Wendell and the overseers of the Lake Grove School at Maple Valley to identify and resolve ongoing town-school issues, and to explore potential partnering opportunities which would be to the school's and the community's mutual benefit.
- **Support local entrepreneurship by encouraging participation in regional business development efforts.** Participate in regional economic development efforts, such as with the Franklin Regional Council of Governments, the Franklin County Community Development Corporation, the New England Forestry Foundation, Communities Involved in Sustaining Agriculture, and other organizations.
- **Advocate for advanced telecommunications broadband services to be made available** in the region to help with existing and emerging business development. Participate in telecommunications initiatives in the region, and explore broadband options for providing Wendell businesses and residents with better telecommunications access.
- **Encourage the rehabilitation and reuse of vacant and underutilized buildings and similar properties in the downtown areas of nearby communities.** The redevelopment of vacant and underutilized buildings and developed properties in nearby communities offers the opportunity to create new space for business uses in areas that have existing commercial infrastructure. These efforts also promote the reuse of previously developed land, instead of building on undeveloped land, such as farmland or forestland. Wendell residents and town officials appreciate and support state and regional projects and programs that encourage redevelopment and reuse of currently underutilized commercial sites, and will continue to participate in such planning efforts.

Economic Development Appendix

Additional Demographic and Economic Data for Wendell and Nearby Communities

Table A-1: Total Population from 1970, 1980, 1990 and 2000

Table A-2: Population Change from 1970 to 2000

Table A-3: Age Distribution, 1990 and 2000

Table A-4: Highest Educational Attainment Level, 1990 and 2000

Table A-5: Past Per Capita Income

Table A-6: Selected 2000 Income and Poverty Statistics

Table A-7: Worker Commute Patterns, 1990 and 2000

Table A-8: Travel Time to Work, 1990 and 2000

Table A-9: Regional Unemployment Rates, 1990 to 2002

Table A-10: Class of Worker, 2000

Table A-11: Employment by Sector, 2000

Table A-12: Single-Family Residential Tax Data, 2002

List of Economic Development and Business Assistance Resources

Additional Demographic and Economic Data for Wendell and Nearby Communities

Table A-1: Total Population from 1970, 1980, 1990 and 2000

Geography	1970 Population	1980 Population	1990 Population	2000 Population
Wendell	405	694	899	986
Erving	1,260	1,326	1,375	1,467
Leverett	1,005	1,471	1,785	1,663
Montague	8,451	8,011	8,316	8,489
New Salem	474	688	801	929
Orange	6,104	6,844	7,312	7,518
Shutesbury	489	1,049	1,561	1,810
Franklin County	59,233	64,317	70,092	71,535
Massachusetts	5,689,377	5,737,037	6,016,425	6,349,097

Source: U.S. Census Bureau, Census of Population and Housing, 1970, 1980, 1990, and 2000.

Table A-2: Population Change from 1970 to 2000

Geography	1970-1980 Change	1980-1990 Change	1990-2000 Change	1970-2000 Change
Wendell	71.4%	29.5%	9.7%	143.5%
Erving	5.2%	3.5%	6.9%	16.4%
Leverett	46.4%	21.3%	-6.8%	65.5%
Montague	-5.2%	3.8%	2.1%	0.4%
New Salem	45.1%	16.6%	15.8%	96.0%
Orange	12.1%	6.8%	2.8%	23.2%
Shutesbury	114.5%	48.8%	16.0%	270.1%
Franklin County	8.6%	9.0%	2.1%	20.8%
Massachusetts	0.8%	4.9%	5.5%	11.6%

Source: U.S. Census Bureau, Census of Population and Housing, 1970, 1980, 1990, and 2000.

Table A-3: Age Distribution, 1990 and 2000

Geography	Total Population	% 9 Years & Under	% 10-19 Years	% 20-24 Years	% 25-44 Years	% 45-64 Years	% 65-74 Years	% 75 Years & Over
Wendell								
1990	899	13.8%	17.8%	3.3%	44.9%	15.4%	2.3%	2.4%
2000	986	11.2%	17.2%	4.6%	30.6%	31.8%	2.4%	2.1%
Erving								
1990	1,375	12.8%	15.9%	5.7%	30.4%	17.4%	10.1%	7.6%
2000	1,464	11.7%	13.9%	3.6%	30.8%	26.6%	6.7%	6.7%
Leverett								
1990	1,785	13.6%	11.6%	6.4%	38.3%	21.0%	5.2%	3.9%
2000	1,663	10.1%	15.2%	5.8%	22.1%	35.7%	6.4%	4.8%
Montague								
1990	8,155	14.7%	11.3%	6.1%	32.1%	19.1%	10.4%	6.3%
2000	8,489	12.1%	13.3%	5.4%	29.3%	23.4%	8.2%	8.4%
New Salem								
1990	801	11.5%	15.2%	4.0%	37.0%	20.1%	6.6%	5.6%
2000	929	12.1%	13.6%	2.0%	29.6%	32.8%	5.2%	4.7%
Orange								
1990	7,312	16.5%	14.2%	6.1%	32.9%	16.5%	8.8%	5.0%
2000	7,518	12.8%	16.2%	4.8%	28.3%	23.4%	7.3%	7.0%
Shutesbury								
1990	1,562	19.0%	11.2%	5.0%	46.0%	12.8%	3.5%	2.5%
2000	1,810	12.3%	18.1%	4.0%	29.0%	30.8%	3.4%	2.4%
Franklin County								
1990	70,092	14.5%	12.6%	6.4%	34.2%	17.7%	8.2%	6.3%
2000	71,535	11.5%	14.3%	5.4%	28.5%	25.9%	6.7%	7.5%
Massachusetts								
1990	6,016,425	13.1%	12.6%	8.4%	33.6%	18.6%	7.7%	5.9%
2000	6,349,097	13.0%	13.3%	6.4%	31.3%	22.4%	6.7%	6.8%

Source: U.S. Census Bureau, *Census of Population and Housing, 1990 and 2000*.

Table A-4: Highest Educational Attainment Level, 1990 and 2000*

Geography	Population 25 years and over	% Less than High School Graduate	% High School Graduate	% Some College	% Associate Degree	% Bachelor Degree	% Graduate Degree
Wendell							
1990	585	13.3%	27.0%	20.5%	6.8%	22.2%	10.1%
2000	642	7.9%	25.1%	19.0%	6.9%	23.8%	17.3%
Erving							
1990	901	22.6%	44.3%	13.0%	10.4%	6.7%	3.0%
2000	1,036	15.5%	48.2%	15.7%	9.0%	8.3%	3.3%
Leverett							
1990	1,220	9.3%	15.2%	13.6%	6.4%	20.4%	35.3%
2000	1,141	5.6%	12.8%	11.8%	4.7%	21.7%	43.3%
Montague							
1990	5,539	22.7%	39.7%	14.3%	6.9%	9.6%	6.8%
2000	5,849	16.0%	37.3%	19.1%	8.6%	11.4%	7.6%
New Salem							
1990	555	13.7%	32.6%	14.6%	6.3%	19.5%	13.3%
2000	673	8.0%	24.7%	21.2%	6.5%	24.5%	15.0%
Orange							
1990	4,617	25.0%	39.7%	17.2%	8.0%	7.2%	2.9%
2000	4,984	20.4%	39.5%	16.6%	7.7%	9.9%	6.0%
Shutesbury							
1990	1,012	6.4%	15.7%	14.3%	5.3%	29.8%	28.4%
2000	1,184	2.5%	14.7%	14.2%	5.9%	24.6%	38.1%
Franklin County							
1990	46,559	17.6%	33.2%	16.9%	8.0%	14.5%	9.8%
2000	49,121	12.0%	31.2%	19.0%	8.6%	16.2%	12.9%
Massachusetts							
1990	3,962,223	20.0%	29.7%	15.8%	7.2%	16.6%	10.6%
2000	4,273,275	15.2%	27.3%	17.1%	7.2%	19.5%	13.7%

* All data is for persons 25 years and over.

Source: U.S. Census Bureau, 1990 Census STF3A and 2000 Census SF3.

Table A-5: Past Per Capita Income

Geography	1979 Per Capita Income	1989 Per Capita Income	1999 Per Capita Income	% Change from 1979 to 1989	% Change from 1989 to 1999	% Change from 1979 to 1999
<i>Wendell</i>	5,333	11,990	19,701	124.8%	64.3%	269.4%
<i>in 1999 dollars</i>	12,238	16,109	19,701	31.6%	22.3%	61.0%
Franklin County	6,648	13,944	20,672	109.7%	48.3%	211.0%
<i>in 1999 dollars</i>	15,256	18,734	20,672	22.8%	10.3%	35.5%
Massachusetts	7,457	17,224	25,952	131.0%	50.7%	248.0%
<i>in 1999 dollars</i>	17,112	23,141	25,952	35.2%	12.1%	51.7%

Note that income data was reported for the previous year of when the Census survey was taken.

Source: U.S. Census Bureau, 1980 Census, 1990 Census STF3A, and 2000 Census SF3.

Table A-6: Selected 2000 Income and Poverty Statistics

Geography	Per Capita Income in 1999	Median Household Income in 1999	Rate of Individuals Below Poverty Level*
Wendell	\$19,701	\$43,846	10.2%
Erving	\$19,107	\$40,039	6.7%
Leverett	\$31,891	\$63,203	5.4%
Montague	\$17,794	\$33,750	13.1%
Orange	\$17,361	\$36,849	7.8%
New Salem	\$23,234	\$48,687	6.3%
Shutesbury	\$26,260	\$60,438	3.8%
Franklin County	\$20,672	\$40,768	9.4%
Massachusetts	\$25,952	\$50,502	9.3%

* For whom poverty status was determined.

Note that income data was reported for the previous year of when the Census survey was taken.

Source: U.S. Census Bureau, 2000 Census SF3.

Table A-7: Worker Commute Patterns, 1990 and 2000

Geography	Total Employed Workers*	Worked in Town of Residence	Worked out of Town but in County of Residence	Worked out of County but in State of Residence	Worked out of State of Residence
Wendell					
1990	474	17.9%	43.0%	37.8%	1.3%
2000	578	17.6%	41.9%	38.1%	2.4%
Erving					
1990	681	18.2%	65.1%	13.1%	3.7%
2000	748	15.0%	59.4%	23.1%	2.5%
Leverett					
1990	1,017	17.4%	17.5%	62.6%	2.5%
2000	933	19.4%	14.4%	63.8%	2.5%
Montague					
1990	3,924	28.3%	47.9%	21.7%	2.1%
2000	4,111	22.5%	45.3%	30.5%	1.8%
New Salem					
1990	418	17.9%	27.5%	52.2%	2.4%
2000	521	17.5%	25.3%	55.3%	1.9%
Orange					
1990	3,183	34.0%	14.4%	50.0%	1.7%
2000	3,611	33.6%	16.9%	46.4%	3.0%
Shutesbury					
1990	824	12.3%	14.6%	71.2%	1.9%
2000	1,047	14.9%	18.3%	65.1%	1.6%
Franklin County					
1990	34,674	35.8%	35.8%	24.9%	3.4%
2000	37,053	27.6%	34.9%	33.4%	4.1%
Massachusetts					
1990	2,979,594	36.5%	35.9%	24.5%	3.1%
2000	3,102,837	31.3%	35.4%	30.1%	3.3%

* Employed workers 16 years of age and older.

Source: U.S. Census Bureau, 1990 Census STF3A and 2000 Census SF3.

Table A-8: Travel Time to Work, 1990 and 2000

Geography	Total Workers*	Work at home	Less than 10 Min.	10 - 19 Min.	20 - 29 Min.	30 - 39 Min.	40 - 59 Min.	60 - 89 Min.	90 or More Min.
Wendell									
1990	474	4.9%	7.4%	17.3%	27.2%	22.2%	11.6%	9.1%	0.4%
2000	578	9.9%	9.7%	13.3%	22.8%	22.5%	10.4%	8.5%	2.9%
Erving									
1990	681	1.9%	19.1%	34.5%	20.6%	14.5%	7.5%	1.6%	19.1%
2000	748	3.2%	13.4%	29.1%	26.7%	15.2%	7.6%	3.3%	1.3%
Leverett									
1990	1,017	9.5%	7.7%	35.7%	26.5%	9.8%	7.4%	2.6%	0.9%
2000	933	11.3%	6.5%	35.0%	22.4%	12.8%	6.2%	3.1%	2.7%
Montague									
1990	3,924	3.5%	18.7%	38.1%	19.8%	10.9%	6.0%	2.3%	0.8%
2000	4,111	3.2%	16.2%	32.4%	18.7%	14.6%	10.3%	2.4%	2.0%
New Salem									
1990	418	5.7%	12.2%	30.6%	17.5%	16.0%	12.0%	3.6%	2.4%
2000	521	6.7%	24.0%	14.4%	17.3%	15.4%	9.0%	5.2%	8.1%
Orange									
1990	3,183	4.5%	21.4%	33.4%	12.6%	7.9%	11.9%	6.8%	1.5%
2000	3,611	3.8%	19.1%	31.5%	10.9%	12.9%	13.9%	5.6%	2.3%
Shutesbury									
1990	824	6.2%	4.0%	24.3%	31.3%	16.0%	11.2%	5.2%	1.8%
2000	1,047	9.0%	5.0%	21.5%	25.8%	20.2%	11.1%	4.3%	3.2%
Franklin County									
1990	34,674	4.7%	21.8%	32.1%	17.8%	11.5%	7.7%	3.2%	1.1%
2000	37,053	5.1%	16.3%	30.0%	19.1%	14.2%	9.7%	3.3%	2.3%
Massachusetts									
1990	2,979,594	2.5%	15.6%	31.3%	18.7%	15.5%	10.7%	4.7%	1.0%
2000	3,102,837	3.1%	12.6%	27.4%	18.6%	16.3%	13.0%	6.5%	2.4%

* Employed workers 16 years of age and older.

Source: U.S. Census Bureau, 1990 Census STF3A and 2000 Census SF3.

Table A-9: Regional Unemployment Rates, 1990 to 2002

Geography	1990 Unemp. Rate	1991 Unemp. Rate	1992 Unemp. Rate	1993 Unemp. Rate	1994 Unemp. Rate	1995 Unemp. Rate	1996 Unemp. Rate	1997 Unemp. Rate	1998 Unemp. Rate	1999 Unemp. Rate	2000 Unemp. Rate	2001 Unemp. Rate	2002 Unemp. Rate
Wendell	5.8%	9.4%	9.4%	6.8%	6.3%	3.7%	3.4%	3.5%	3.7%	2.5%	2.0%	3.4%	3.5%
Erving	3.7%	7.8%	7.6%	5.3%	3.4%	3.6%	2.8%	3.1%	3.1%	2.9%	2.7%	3.9%	6.1%
Leverett	2.2%	4.6%	4.3%	3.8%	2.6%	2.0%	1.8%	2.1%	1.8%	1.3%	1.4%	1.3%	1.6%
Montague	4.7%	8.2%	9.3%	6.7%	5.8%	6.4%	4.6%	4.4%	3.7%	3.2%	3.0%	3.5%	4.6%
New Salem	5.1%	8.5%	6.7%	4.5%	8.5%	7.6%	4.3%	4.0%	4.3%	4.1%	3.8%	4.1%	5.2%
Orange	8.9%	13.9%	12.3%	9.5%	7.8%	6.8%	5.7%	6.4%	5.2%	4.4%	4.1%	5.4%	7.0%
Shutesbury	2.5%	5.9%	5.6%	3.4%	3.0%	2.7%	3.1%	3.1%	1.7%	1.8%	1.8%	2.0%	2.7%
Franklin County	4.9%	8.1%	7.8%	6.0%	5.2%	4.7%	3.8%	3.8%	3.3%	2.9%	2.6%	3.2%	4.1%
Massachusetts	6.0%	9.1%	8.0%	6.9%	6.0%	5.4%	4.3%	4.0%	3.2%	3.2%	2.6%	3.7%	5.3%

Source: Massachusetts Division of Employment and Training, 2003.

Table A-10: Class of Worker, 2000

Geography	Total Employed *	Private Wage and Salary Workers	Government Workers	Self-employed Workers**	Unpaid Family Workers ***
Wendell	585	58.6%	22.9%	18.1%	0.3%
Erving	765	75.6%	17.9%	6.5%	0.0%
Leverett	943	48.7%	35.4%	15.2%	0.7%
Montague	4,191	71.3%	19.3%	8.9%	0.5%
New Salem	531	60.3%	26.4%	12.8%	0.6%
Orange	3,619	80.2%	13.9%	5.7%	0.2%
Shutesbury	1,075	49.2%	34.0%	16.6%	0.2%
Franklin County	37,577	70.5%	19.3%	9.8%	0.3%
Massachusetts	3,161,087	80.0%	13.5%	6.4%	0.2%

*Employed Civilian Population 16 years of age and over.

** Self-employed workers in own, non-incorporated business.

*** Unpaid family workers are individuals who work 15 or more hours without pay in a business or on a farm operated by a relative

Source: U.S. Census Bureau – 2000 Census SF3.

Table A-11: Employment by Sector, 2000

Employment Sector	Wendell	Erving	Leverett	Montague	New Salem	Orange	Shutesbury	Franklin County	Massachusetts
Educational, health & social services	37.3%	20.9%	48.3%	33.1%	28.8%	23.5%	46.4%	30.4%	23.7%
Manufacturing	10.9%	18.8%	5.4%	14.3%	15.6%	30.5%	4.8%	15.0%	12.8%
Retail trade	9.4%	14.4%	6.9%	12.8%	10.0%	9.6%	6.2%	11.0%	11.2%
Construction	9.2%	6.7%	8.0%	6.6%	7.0%	5.8%	5.4%	6.0%	5.5%
Professional, scientific, management, administrative, & waste management services	6.7%	6.0%	7.4%	5.3%	6.2%	6.5%	8.4%	6.4%	11.6%
Arts, entertainment, recreation, accommodation & food services	5.8%	6.8%	6.5%	5.2%	3.0%	4.4%	6.0%	6.5%	6.8%
Other services (except public administration)	5.3%	5.2%	3.8%	4.4%	2.6%	3.5%	4.8%	4.8%	4.4%
Transportation & warehousing, and utilities	3.2%	4.7%	0.6%	4.6%	5.5%	4.6%	1.7%	4.2%	4.2%
Agriculture, forestry, fishing and hunting, & mining	3.1%	1.7%	2.1%	1.3%	4.0%	0.3%	0.7%	1.8%	0.4%
Finance, insurance, real estate and rental & leasing	2.6%	3.4%	3.4%	4.4%	4.9%	3.1%	3.9%	4.1%	8.2%
Information	2.2%	3.4%	2.5%	1.6%	3.2%	0.6%	3.7%	2.6%	3.7%
Wholesale trade	2.2%	2.1%	1.5%	2.6%	3.8%	3.7%	2.1%	2.8%	3.3%
Public administration	2.1%	5.9%	3.6%	3.8%	5.5%	3.9%	5.8%	4.4%	4.3%
Total Employed*	585	765	943	4,191	531	3,619	1,075	37,577	3,161,087

Source: U.S. Census Bureau, 2000 Census SF3.

Table A-12: Single Family Residential Tax Data, 2002

Town	Fiscal Year	Total Assessed Value	Number of Parcels	Average Assessed Value	Tax Rate (per \$1,000)	Average Single Family Tax Bill	Average Tax Bill Ranking (High to Low Rank) **	State Median Single Family Tax Bill
Wendell	2002	\$29,254,000	324	\$90,290	\$22.98	\$2,075	256 of 340	\$2,577
Erving	2002	\$43,532,990	463	\$94,024	\$5.34	\$502	339 of 340	\$2,577
Leverett	2002	\$112,922,000	638	\$176,994	\$20.59	\$3,644	70 of 340	\$2,577
Montague	2002	\$200,337,300	1,922	\$104,234	\$17.36	\$1,810	296 of 340	\$2,577
New Salem	2002	\$42,919,300	381	\$112,649	\$15.90	\$1,791	299 of 340	\$2,577
Orange	2002	\$179,766,800	1,882	\$95,519	\$18.77	\$1,793	298 of 340	\$2,577
Shutesbury	2002	\$120,010,900	753	\$159,377	\$19.97	\$3,183	99 of 340	\$2,577

*** For the fiscal year 2002 the high to low rank was determined for 340 municipalities in Massachusetts. There are 351 municipalities in Massachusetts.*

Source: Massachusetts Department of Revenue, Division of Local Services; April 2002.

List of Economic Development and Business Assistance Resources

Organization: Center for Economic Development - UMASS

Address: 109 Hills North, UMASS, Amherst, MA 01003

Telephone: (413) 545-6628

Website: www.umass.edu/larp/CED

Description: CED offers technical assistance to conduct workshops or complete economic development plans. In addition, applied research projects services are available as well as training for municipal board members.

Organization: Cooperative Development Institute

Address: 277 Federal Street, Greenfield, MA 01301

Telephone: (413) 774-7599

Website: www.cooplife.com/aboutcdi.htm

Description: CDI is a non-profit organization that offers fee-based services to assist in the development of cooperative businesses and organizations.

Organization: Economic Development Council of Western Massachusetts (EDC)

Address: 255 Padgette Street, Suite 1, Chicopee, MA 01022

Telephone: (413) 593-6421

Website: www.ecdev-wma.com

Description: The EDC coordinates economic development initiatives amongst a variety of partners, including chambers of commerce and the RTC networks.

Organization: Franklin County Chamber of Commerce (FCCC)

Address: P.O. Box 790, 395 Main St., Greenfield, MA 01302

Telephone: (413) 773-5463

Website: www.co.franklin.ma.us

Description: FCCC provides services to large and small businesses throughout Franklin County, including health insurance, networking opportunities, lobbying representation, and assistance with town events.

Organization: Franklin County Community Development Corporation (FCCDC)

Address: The Venture Center, 324 Wells Street Greenfield, MA 01301

Telephone: (413) 774-7204

Website: www.fccdc.org

Description: The FCCDC offers business training, consulting, direct lending, community organizing, and real estate development services. The FCCDC also operates the Venture Center business incubator and the Western Mass. Food Processing Center.

Organization: Franklin Regional Council of Governments (FRCOG)

Address: 425 Main Street, Suite 20, Greenfield, MA 01301-3313

Telephone: (413) 774-3167

Website: www.frcog.org

Description: The FRCOG provides services to the 26 towns of Franklin County including regional planning and community development, engineering, municipal and human services. Also, as a State Data Center affiliate free economic and demographic information is offered.

Organization: Franklin/Hampshire Career Center

Address: One Arch Place, Greenfield, MA 01301

Telephone: (413) 774-4361

Website: www.fhcc-onestop.com

Description: The Center's mission is to help job seekers secure employment and/or education to improve their economic situation as well as helping employers become more competitive and find workers with skills and abilities to be productive on the job.

Organization: Franklin/Hampshire Regional Employment Board (FHREB)

Address: One Arch Place, Greenfield, MA 01301

Telephone: (413) 774-1835

Website: www.fhcc-onestop.com/reb.html

Description: FHREB is the local administrator of public employment and training programs and services for area employers and residents overseen by the Mayor of Northampton, the Greenfield Selectmen, and the Private Industry Council.

Organization: Greenfield Community College - Office of Resource and Workforce Development

Address: 270 Main Street, Greenfield, MA 01301

Telephone: (413) 775-1607

Website:

www.gcc.mass.edu/foldergeninfo/wd/index.html

Description: GCC's Office of Resource and Workforce Development offers employers a resource for enhancing the skills of their employees through programs targeted to entry-level employee training, job enhancement workshops, and industry related workshops.

Organization: HiddenTEC

Address: *Not applicable*

Telephone: (413) 253-4124

Website: www.hidden-tec.net

Description: A network of professionals in home-based or office-based virtual companies.

Organization: Massachusetts Chapter of the American Planning Association

Address: c/o Town of Barnstable, 200 Main St. Hyannis, MA 02601

Telephone: (508) 862-4703

Website: www.massapa.org

Description: As part of the national American Planners Association, the MassAPA offers workshops, materials and other resources to assist planners.

Organization: Massachusetts Department of Revenue - Business Information

Address: 436 Dwight Street, Springfield, MA 01103

Telephone: (413) 784-1000

Website:

www.dor.state.ma.us/business/businesshome.htm

Description: The DOR Business Information web page offers an explanation of tax obligations and electronic forms and filing for taxes and licensing and regulations.

Organization: Massachusetts Development Finance Agency - Western Office

Address: 1441 Main Street, Springfield, MA 01103

Telephone: (413) 731-8848

Website: www.massdevelopment.com

Description: MassDevelopment programs include funding for pre-construction analyses, direct loans for projects with clear community development or job creation/retention potential, and issuing tax-exempt and taxable bonds for applicable entities.

Organization: Massachusetts Municipal Association (MMA)

Address: 60 Temple Place, Boston, MA 02111

Telephone: (800) 882-1498

Website: www.mma.org

Description: The MMA is a non-profit, statewide organization that brings municipal officials together to establish unified policies and to share information for the benefit of the community residents.

Organization: Massachusetts Rural Development Council, Inc. (MRDC)

Address: 216 Draper Hall, UMASS, Amherst, MA 01003

Telephone: (413) 545-4404

Website: www.mrdc.org

Description: The MRDC is committed to securing the future of rural Massachusetts by building enduring public/private sector partnerships.

Organization: Massachusetts Small Business Development Centers Network - Western Office

Address: Springfield Enterprise Center, 1 Federal St., Springfield, MA 01105-1160

Telephone: (413) 737-6712

Website: www.msbdc.som.umass.edu

Description: The Regional Office provides assistance to prospective and existing small businesses on topics such as business plan development, financing, personnel issues and marketing. MSBDC staff hold office hours at the Franklin County Chamber of Commerce.

Organization: Mount Grace Land Conservation Trust

Address: 1461 Old Keene Road, Athol, MA 01331

Telephone: (978) 248-2043

Website: www.mountgrace.org

Description: The Trust protects significant natural, agricultural and scenic areas and encourages land stewardship in the north central and western Massachusetts.

Organization: New England Forestry Foundation (NEFF)

Address: PO Box 1346, Littleton, MA 01460-4346

Telephone: (978) 448-8380

Website: www.newenglandforestry.org

Description: NEFF works to provide support for the conservation and sustainable management of private forestlands.

Organization: North Quabbin Woods

Address: PO Box 27, 1 East Main Street, Orange, MA 01364

Telephone: (978) 544-3332

Website: www.northquabbinwoods.org

Description: A NEFF project with the goal to revitalize the North Quabbin economy based on the sustainable use of local forest resources.

Organization: Office of Industry Liaison and Economic Development - UMASS

Address: Goodell Building, UMASS, Amherst, MA 01003

Telephone: (413) 545-4516

Website: www.umass.edu/iled

Description: ILED works to connect the UMASS community with business and industry such as through the promotion of innovation and advancement of research.

Organization: Pioneer Valley Connect

Address: Franklin Regional Council of Governments, 425 Main Street, Suite 20, Greenfield, MA 01301

Telephone: (413) 774-1194 ext 101

Website: *Not applicable*

Description: The Connect is focused on the advancement of broadband services and deployment in three-county Pioneer Valley region.

Organization: Regional Technology Corporation (RTC)

Address: 1441 Main Street, Suite 136, Springfield, MA 01103-1449

Telephone: (413) 755-1301

Website: www.rtacentral.com

Description: The RTA is a collaboration of industry, academia and public/non-profit sectors to increase the pace of innovation and technology commercialization in the Western Massachusetts region.

Organization: Service Corps of Retired Executives (SCORE)

Address: c/o Franklin County Chamber of Commerce, P.O. Box 790, 395 Main St., Greenfield, MA 01301

Telephone: (413) 773-5463

Website: www.score.org

Description: The Franklin County Chamber of Commerce host SCORE services of technical assistance to area businesses at no charge through retired executives. The SCORE website also offers an extensive web-links page of online resources.

Organization: Technology Enterprise Council (TEC)

Address: 1441 Main Street, Suite 136, Springfield, MA 01103-1449

Telephone: (413) 755-1301

Website: www.tecouncil.org

Description: TEC is a private, regional, industry-led organization created to advance the success of companies driven by information and communications technologies (affiliated with the Regional Technology Corporation).

Organization: United States Rural Development Agency - Western Mass Office

Address: 243 King Street, Room 24, Northampton, MA 01060

Telephone: (413) 585-1000

Website: www.rurdev.usda.gov/ma/index.html

Description: USDA Rural Development in the Southern New England Jurisdiction offers technical assistance and financial backing to rural businesses and cooperatives to create quality jobs in rural areas.

Organization: United States Small Business Administration - Springfield Office (SBA)

Address: Springfield, MA

Telephone: (413) 785-0484

Website: www.sba.gov/ma

Description: The SBA provides financial, technical and management assistance to help start, run, and grow businesses. SBA has a portfolio of business loans, loan guarantees and disaster loans, in addition to a venture capital portfolio.

Organization: Western Massachusetts Enterprise Fund (WMEF)

Address: PO Box 1077, 308 Main Street, Greenfield, MA 01302

Telephone: (413) 774-4033

Website: www.wmef.org

Description: The WMEF is a non-profit organization that provides financing and technical assistance to entrepreneurs and small businesses in the five counties of western Massachusetts. Loan programs with competitive interest rates range from \$1,000 to \$100,000.

Organization: Young Entrepreneurs Society, Inc. (YES)

Address: PO Box 426, 1 South Main Street, Orange, MA 01364-0426

Telephone: (978) 544-1869

Website: www.geocities.com/yes_cafe

Description: YES offers training on business plan development and technical assistance to support youth entrepreneurship.

CHAPTER 3

HOUSING

Introduction

Diverse, affordable housing is important for all communities. After paying housing costs, residents need adequate remaining income to cover other basic expenditures, including food, health care, utilities, and transportation. Housing is generally considered to be affordable when households spend no more than 30% of their gross income on housing costs. Fortunately, under this definition, housing is currently affordable for the majority of Wendell residents.

The Town of Wendell is committed to addressing the Town's housing needs and to providing affordable appropriate housing for its residents. The Town works with the Franklin County Housing and Redevelopment Authority (HRA) and the Franklin Regional Council of Governments (FRCOG) to support the development of affordable housing both regionally and within Wendell, and to implement the housing recommendations of the FRCOG's Regional Policy Plan. In addition, the Town works to encourage appropriate housing development in Wendell through its zoning and through its planning initiatives, such as this Community Development Plan.

Although housing in Wendell is presently affordable for the majority of residents, the Town recognizes that some residents have housing costs that are unaffordable based on their household incomes, or have other unmet housing needs. One concern, for example, is the level of poverty among single-parent households and single-person households in Wendell and how these households may have difficulty finding housing that is affordable given their very low incomes. The poverty rate for people in such households is approximately 20%, double Wendell's overall poverty rate of 10%. Another concern is the increasing property taxes faced by homeowners in Wendell. Between 1990 and 2003, the average property taxes paid by homeowners in Wendell grew from \$1,377 to \$1,975, an increase of 43% (MA Department of Revenue, 2004). This increase is smaller than that experienced in many Massachusetts towns during this time period, but still presents a challenge to Wendell residents on limited or fixed incomes. A third concern is the need to maintain the older housing stock in town and to upgrade existing septic systems. The Town of Wendell, through this Community Development Plan and its other planning endeavors, is working to address such housing issues. The Town is also focused on establishing options and strategies that will encourage future residential development to occur in a way that is sustainable and compatible with Wendell's vision for the future.

The Housing chapter of the Community Development Plan presents an overview of housing in Wendell. It discusses how well the current housing supply is meeting demand and

evaluates housing affordability. It also recommends strategies that the Town could adopt to address identified housing issues and needs in the community.

The Housing chapter is organized into the following main sections:

- A list of the housing goals and objectives established during the EO 418 visioning process;
- A discussion of the planning and legislative context for affordable housing;
- A summary of Wendell's current housing characteristics;
- A review of population characteristics that influence housing demand;
- An assessment of housing costs and affordability in Wendell; and
- Recommendations and strategies for helping the Town meet its housing goals and objectives.

Housing Goals and Objectives

Prior to commencing the preparation of this Community Development Plan, forums were held to discuss town issues and priorities, and to establish a vision for Wendell's future. The vision statement created through this process focuses on preserving Wendell's "rural and unique character while seeking to improve the quality of life for its residents." This vision recognizes the need to engage in careful management of land use and population growth, and views "land use planning and [the] regulation of development as key tools to meet our specific community needs, while at the same time, allowing for a more controlled population increase over the long term that is sustainable for the Town of Wendell." (*The full vision statement is contained in the Executive Summary at the front of the Community Development Plan.*)

The following goal and objectives for Wendell's housing are based on the results of the Town's visioning process, and on input from Community Development Plan Committee members.

Goal

- To encourage diverse housing and rental options while preserving Wendell's rural character and unique community.

Objectives

- Encourage efforts to make Wendell's housing inventory both affordable and energy efficient.

- Encourage the development of housing for elderly residents, and the construction of low to moderately-priced rental units.
- Review current subdivision regulations and cluster development options and, if necessary, pursue changes to make them more effective.
- Determine a rate of residential growth that the Town and its residents could sustain without creating adverse fiscal or environmental impacts, to aid in the development of future zoning bylaws.
- Find ways to allow residential growth while preserving Wendell's rural character and biodiversity.

Planning and Legislative Context

This section provides background information and context for the Housing chapter. It summarizes Massachusetts legislation to encourage affordable housing, including Executive Order 418 and Chapter 40B. It also discusses Wendell's current community housing activities. Lastly, it provides a short overview of the types of residential development allowed under the Town of Wendell's Zoning Bylaws, and under Board of Health regulations on development.

State Legislation to Promote Affordable Housing

Executive Order 418 (EO 418)

Issued in 2000 by former Governor Cellucci, Executive Order 418 (EO 418) continued the Commonwealth's long commitment of encouraging the creation of affordable housing. Entitled "Assisting Communities in Addressing the Housing Shortage," EO 418 provided new incentives and resources for communities to promote affordable housing development. The directive offered funding to create plans, such as this one, to help communities consider the ways they would like to grow in the future, and to help them establish options and strategies for addressing future development. Each Community Development Plan typically contains the following four elements: housing, economic development, open space and resource protection, and transportation. Wendell received a waiver for the open space and resource protection section due to its 2002 Open Space and Recreation Plan. Wendell's Open Space and Recreation Plan was approved by the Massachusetts Executive Office of Environmental Affairs; the Open Space Plan was used to inform this current community development planning process and to identify where important natural, historic, and scenic resources in Wendell are located.

In addition to encouraging planning, EO 418 established a new affordable housing certification process. Municipalities must obtain housing certification to be eligible to receive state funds through certain discretionary grant programs and to receive bonus rating points for

other grant programs. The affected programs are administered by the Department of Housing and Community Development (DHCD), the Executive Office of Environmental Affairs (EOEA), the Department of Economic Development (DED), and the Executive Office of Transportation and Construction (EOTC). The grant programs requiring housing certification were expected to provide a total of \$91 million in funding to communities statewide in Fiscal Year 2004 (which started July 1, 2003). Competitive grant programs that give a rating bonus for housing certification should have provided \$487 million.

To receive housing certification, communities must demonstrate that they are working to increase their supply of housing that is affordable to individuals and families across a broad range of incomes. Housing certification is obtained on an annual basis. Wendell achieved individual housing certification for FY 2001, FY 2002, and FY 2003. For FY 2004, Wendell received housing certification through a regional application submitted on behalf of all Franklin County towns by the Franklin Regional Council of Governments and the Franklin County Housing and Redevelopment Authority.

Chapter 40B

In 1969, the Massachusetts Legislature passed the Comprehensive Permit Law (MGL Chapter 40B, Sections 20-23) to promote the creation of affordable housing for low and moderate-income households statewide. Known as Chapter 40B, the legislation streamlined the development permit process for affordable housing projects, and established the goal of increasing the amount of long-term affordable housing in each community to 10% of the total year-round housing stock. Under Chapter 40B, communities with less than 10% long-term affordable housing may be required to allow new housing developments that override local zoning restrictions, such as density and setback requirements. In these communities, a developer can submit an application for a Comprehensive Permit (known as a Chapter 40B application) for an affordable housing development that does not adhere to local zoning. Local review of the proposal is limited. This application is acted upon by the local Zoning Board of Appeals (ZBA). If the ZBA denies the permit, the developer may appeal the decision to the State Housing Appeals Committee. The Appeals Committee can overrule the local ZBA decision and allow the housing project to proceed. Given Wendell's rural nature and limited community infrastructure, including many unpaved roads and the lack of public water and sewer services, the community may be less likely to face Comprehensive Permit development projects than more urban places. However, it is still desirable for Wendell to increase its percentage of affordable housing to maintain local control over potential future housing development projects.

The Chapter 40B definition of "affordable housing" is more restrictive than the general definition based on housing costs not exceeding 30% of household income. In determining a town's total number of affordable housing units under Chapter 40B, the Massachusetts government has historically included only state or federally subsidized units with guaranteed long-term affordability for low and moderate-income households. Rental units and sales of units must be restricted to affordable levels for at least 30 years after construction. All unsubsidized units have been excluded from Chapter 40B status, even if their monthly costs are less than 30% of the average household income. This restriction has been a disadvantage

to rural communities, such as in Franklin County, where subsidized housing is less likely to be developed, but where housing costs relative to income are generally lower than in metropolitan areas.

Under the general definition of affordability (less than 30% of income spent on housing), 78% of Wendell households have housing that is affordable based on their incomes. In contrast, Wendell has only a small number of housing units which have long-term affordability guarantees for low or moderate-income households, and that therefore can count as affordable housing under Chapter 40B. The communities in Franklin County that currently have the most Chapter 40B affordable housing are Greenfield (13.9% as of 2001), Orange (13.4%), and Montague (8.6%).¹

The Commonwealth of Massachusetts has recently begun to expand the Chapter 40B definition of affordable housing to count additional types of units towards the 10% goal. Among the units that can now count as affordable under Chapter 40B are locally subsidized housing units, long-term housing for the mentally ill or mentally retarded, accessory apartments developed after June 30, 2002, and housing created through the Community Preservation Act.² These types of housing are now considered affordable as long as they are serving low or moderate-income residents.

The State has also been working to revise other aspects of Chapter 40B to provide communities with more flexibility and local control in expanding their affordable housing supply. As a result of these changes, when a community has not yet reached the 10% affordable housing level, but has indicated a commitment to expanding its affordable housing, the local Zoning Board of Appeals (ZBAs) has the ability to deny a Chapter 40B development permit. This commitment can be demonstrated in part, through the creation of a local housing plan which has been certified by the Department of Housing and Community Development. In addition, local Zoning Boards of Appeal can now refuse to issue permits for large-scale housing projects that are inappropriately sized for their communities.

Further revisions to Chapter 40B are now under consideration. In 2003, Governor Romney established a Chapter 40B Task Force to review the current law and suggest changes. The Task Force's final report and recommendations were released in the Spring of 2003, and are now being reviewed by the Governor and the Legislature.

¹Wendell's Chapter 40B affordable housing percentage in 2001 was also one of the highest in Franklin County (at 19.0% of the year-round housing units) Wendell's affordable housing included homes that had received housing rehabilitation loans. At least some of those units do not have guaranteed long-term affordability for low or moderate-income households. As a result, when the Department of Housing and Community Development updates its Chapter 40B counts for municipalities, it is possible that Wendell's percentage of affordable housing could drop to under 10%.

² The Community Preservation Act is local option legislation that gives municipalities the ability to impose an additional local property tax to raise funds for affordable housing, open space protection, and historic preservation. Communities that adopt the legislation have access to state matching funds for eligible projects. Wendell has not adopted the Community Preservation Act as of the writing of this plan.

Regional and Town Initiatives and Policies to Create Affordable Housing

As discussed in Wendell's housing certification applications for 2001, 2002, and 2003, and in the regional application for 2004, the Town has a multi-faceted approach to addressing community housing issues. First, Wendell has adopted the Franklin Regional Council of Government's Regional Policy Plan, a policy document to help guide future growth in Franklin County. The Regional Policy Plan contains numerous strategies for promoting appropriate development, including the creation of affordable housing, in the region. Second, like other Franklin County communities, Wendell has worked with the Franklin County Housing and Redevelopment Authority and its affiliated non-profit Rural Development, Inc., to rehabilitate and upgrade older housing stock and to facilitate the development of affordable units both regionally and within Wendell. Lastly, the Town supports appropriate and responsible housing development through its planning initiatives, and zoning and development regulations.

Franklin Regional Council of Governments Regional Policy Plan

In 1988, the Franklin Regional Council of Governments (FRCOG) established the Regional Policy Plan to help guide future growth in Franklin County. The Plan includes an assessment of housing affordability on a regional basis. Implementation steps for the Plan's housing-related recommendations include close coordination between communities and the Franklin County Housing and Redevelopment Authority (HRA) (*Please see the Appendix for a listing of the Regional Policy Plan's housing goals and recommendations*). The Plan also addresses transportation and regional land use. It suggests areas that may be suitable for future residential development, and discusses transportation options for serving new homes.

Franklin County Regional Housing and Redevelopment Authority and Rural Development Inc.

The Town of Wendell works with the Franklin County Regional Housing and Redevelopment Authority (HRA) to address local housing and community development needs. HRA was created in 1973 by the Massachusetts Legislature as the Commonwealth's first regional public housing authority. At that time, the Legislature recognized that the 26 towns of Franklin County, as small communities in Massachusetts' most rural county, did not have sufficient access to housing and community development resources, and were unlikely to develop and sustain adequate housing and community development capacity independently. HRA was established to help address housing and development issues and to assist with housing and community development, both for the region as a whole and for local communities.

HRA works with Wendell and other communities in the region on a variety of housing concerns. HRA provides counseling for first-time homebuyers, tenants and landlords, and offers assistance and funding for the rehabilitation of single-family and multi-family structures, compliance with State septic system (Title 5) requirements, and municipal infrastructure improvements, including accessibility improvements to town buildings. HRA's funding comes primarily from public state and federal sources.

HRA works closely with Rural Development Inc. (RDI), an independent, private, non-profit spin-off organization of HRA that builds affordable homes and rental housing for low-income seniors, families and people with special needs. RDI has developed more than \$15 million in single and multi-family housing in the past ten years. Ten to twelve homes are now built each year in the region, and over 60 RDI homes have been constructed in the past seven years. Six of these homes are in Wendell, on West Road. Prior to the creation of RDI, HRA helped build a few other affordable homes in Wendell, on Montague Road and on Jennison Road, using federal self-help funds for affordable housing. The funds that RDI uses for its projects come from a variety of sources, including the Massachusetts Department of Housing and Community Development (DHCD) HOME Program, the U.S. Department of Agriculture Rural Development Program, and the Self-Help Opportunity Program run through the Housing Assistance Council.

Also, HRA administers Wendell's housing rehabilitation loan program. Housing rehabilitation loans are available to low and moderate-income households, and can be used for home repairs, Title 5 upgrades, home improvements, or accessibility projects. The income generated through repayment of housing rehab loans is channeled back into the program so that additional households can be assisted. Between 2000 and 2003, HRA issued housing rehab loans to six Wendell households.

To date, HRA has secured more than \$220 million in housing and community development resources for Franklin County towns. HRA and RDI programs help hundreds of families each year in Franklin County. HRA and RDI are flexible in working with communities, and try to tailor their programs and projects in each town to the housing issues identified by the individual community.

Western Millers River Watershed Growth Management Plan

The purpose of the Western Millers River Watershed Growth Management Plan (FRCOG, 2002) and associated planning process was to initiate a joint discussion of growth management issues among residents in Orange, Erving, Warwick, and Wendell, and to identify specific community preservation strategies that would help the towns develop in a manner that would retain their unique characteristics. The planning process involved numerous discussions to consider important resource protection and growth management issues, and to select and prioritize strategies to help address these concerns. During the final phase of the project, a public forum was held, and growth management issues and implementation strategies were prioritized. These implementation steps were identified by members of the Growth Management Planning Committee as being vital for realizing effective growth management in the Western Millers River Watershed.

- Issue: Lack of understanding among community members of the issues and costs of growth.
Implementation step: Develop an easily accessible fact book on the costs of growth that includes a cost of community service analysis for each of the four communities, and estimates of the costs related to potential environmental impacts of unplanned residential, commercial, and industrial development.

- Issue: Manageable growth may not be a likely outcome without the right tools.
Implementation step: Have the Planning Boards of all four towns draft a letter to send to their legislators to support Massachusetts zoning reform.
- Issue: Older subdivision regulations mandate sprawl.
Implementation step: Revamp each town's subdivision regulations using examples from towns that have been successful controlling sprawl.
- Issue: Given a certain level of potential growth, the region's aquifers may be insufficient to supply an adequate amount of drinking water.
Implementation step: Acquire the services of a University of Massachusetts hydrogeologist graduate student to identify and measure the capacity of the aquifers in Wendell, Warwick, Erving, and Orange.
- Issue: Voluntary town boards do not have consistent membership, planning support staff, time, and financial resources to effectively manage growth.
Implementation step: Jointly hire a planner or a lawyer with a specialty in land use to assist all four towns' boards in managing and controlling growth.

Wendell's Zoning Regulation of Residential Development

The Town of Wendell has one zoning district. This district allows the following residential uses by right:

- Single-unit dwelling;
- Two attached dwelling units (duplex) without a secondary dwelling on the same lot;
- Conversion of a one-unit dwelling to a two-unit dwelling;
- Rental of single rooms in principal residential structures; and
- Boardinghouses with three or less rental rooms.

There are also a few residential uses that are allowed by special permit. They are:

- Three-unit dwelling;
- Conversion of a one or two-unit dwelling to a three-unit dwelling;
- Secondary dwelling, defined as a single unit limited to 600 square feet of living space which provides complete, independent living facilities for not more than two people, and has facilities for living, sleeping, cooking, and sanitation;
- Guest cabin, defined as a housing structure (not a mobile home) without a septic system, which provides continuous lodging for up to four (4) people for no more than 30 days; and
- Conservation Development, development with single-unit and/or two-unit dwellings which clusters homes together and allows for dwellings to have reduced lot sizes in exchange for land being set aside as open space.

(Source: Wendell Zoning Bylaws, 2004)

All residential development in Wendell must adhere to town requirements regarding lot size, lot coverage, setbacks, parking, as well as Board of Health regulations on wells and septic systems. Residential development allowed only by special permit may also need to meet additional requirements as specified in Wendell's Zoning Bylaws. For the construction of a single-unit or two-unit dwelling, the building lot must have a minimum of three acres. For the construction of a three-unit dwelling or a secondary dwelling, a lot must have a minimum of four acres. Any lot for residential development is required to have 200 feet of frontage along an existing public way or an approved subdivision road.

Secondary dwellings were added to the list of allowed residential uses by Town Meeting vote in the Spring of 2003. According to the Secondary Dwelling Bylaw (Wendell Zoning Bylaws, Article V, Section J), its purpose is to "provide residents of Wendell with additional affordable housing options while maintaining [the Town's] rural character and established development patterns." Under this bylaw, a secondary dwelling can be added to a building lot on which there is a one or two-unit dwelling that has been in existence for at least 10 years. This secondary dwelling is similar to having an accessory apartment or adding a second unit to an existing single-family home. The difference is that the secondary dwelling is not attached to the primary home. However, the secondary dwelling still must be in close proximity to the primary dwelling, with a maximum distance no greater than 120 feet between any part of the secondary dwelling and the primary dwelling.

Under the Secondary Dwelling Bylaw, a special permit applicant requesting a secondary dwelling must agree to one of the following two options: (1) the applicant places two acres of undeveloped land in Wendell under permanent conservation restriction; this land can be part of the lot on which the secondary dwelling will be built, or can be somewhere else in town; or (2) the applicant makes a monetary donation to the Town of Wendell equivalent to the cost of two acres of undeveloped land in town for the purposes of open space conservation and purchase. This cost is estimated at about \$2,000 for land rated type R in the most recent (2004) Wendell Land Schedule (type R land is the least expensive). The Secondary Dwelling Bylaw is currently in effect for three years (until June 5, 2007) unless extended by Town Meeting within that time frame.

The development of all new homes in Wendell must be consistent with the Town's Phased Growth Bylaw (Wendell Zoning Bylaws, Article XI) that was established to promote orderly, phased growth. The intent of the Phased Growth Bylaw is to "phase growth so that it will not unduly strain the community's ability to provide basic public facilities and services...and to preserve and enhance existing community character and the value of property."

Under the Phased Growth Bylaw, ten building permits are made available each year for the construction of new principal dwellings. Up to five of the permits may be issued for the development of affordable housing. The affordable housing must be for individuals or families earning no more than the median income for Franklin County. In the first three months of the year, three of the ten permits will be set-aside for affordable housing projects; after that, all the permits will be distributed on a first-come, first-serve basis.

The Phased Growth Bylaw also allows for a building permit to be issued for one Conservation Development (Zoning Bylaws, Article X) each year. The development can contain up to six

homes, and the building permit for the development will not count to the annual maximum of ten permits. This exemption is designed to encourage this type of housing development, both because it can help preserve natural resources and open space, and because such housing can be less expensive than standard subdivisions as a result of reduced infrastructure costs, such as for roads. The Phased Growth Bylaw is in effect for one year (until June 5, 2004) unless extended by Town Meeting.

Wendell has a Back Lot Development Bylaw (Zoning Bylaws, Article IX). The Back Lot Development Bylaw's stated purpose is to "encourage efficient, economic use of backland ... so as to enhance the rural character of the community while providing for the protection of the health, safety, and welfare, of the residents of the Town, and the protection of wildlife habitats." The bylaw allows the construction of new homes on lots behind existing homes. The new homes must have a minimum of 50 feet of frontage on an existing public way, in contrast to the 200 feet of frontage that the Town typically required for residential development.

Wendell's Zoning Bylaws provide for future development in a flexible manner that accommodates future growth and housing to meet community needs. The bylaws permit a number of residential uses by right and others by special permit, and allow for a variety of housing types. At the same time, the bylaws work to ensure that future development will be phased to limit any negative impact on community resources and needs, and to encourage future growth that is compatible with the Town's character and vision for the future.

Wendell Board of Health Regulation of Development

The Wendell Board of Health has adopted regulations concerning wells and sewage disposal systems which impact development in town. These regulations have been enacted for the protection of Wendell residents, and for the protection of the environment. The Town of Wendell has no public sewer system and relies on on-site subsurface systems for the disposal of sewage in 100% of the Town. The Board of Health regulations detail this situation, stating that "there are considerable areas in town of severe geologic conditions that consist of poorly drained soils, shallow soil depth to fractured ledge and ground water, wetlands, flood plains, and excessively-draining sand and gravel deposits. As a minimum code, Title 5 is incomplete and ambiguous in certain specifications and silent on other topics. Accordingly, local Board of Health regulations are necessary to assure more complete protection from sewage overflows to the ground surface, and from potential pollution of ground water, wells, surface waters, wetland complexes, and certain geologic and water-bearing deposits." Wendell's Board of Health regulations are intended to complement Title 5 and provide additional guidance and protection.

The Town of Wendell has no public water lines, and residents rely on wells and ground water for their water needs. A significant portion of the Town is within the Quabbin Reservoir Watershed, a public water supply resource used by communities in eastern Massachusetts. Also identified within Wendell are several potential water supplies that could possibly be used to provide the Town with public water service a future date. The Board of Health regulations

are designed to protect the current and potential future drinking water resources located within the town boundaries from pollution and degradation.

Current Housing Characteristics

This section summarizes Wendell's current housing characteristics, including housing type, housing age, tenancy, and new construction trends. The section also compares housing statistics for Wendell to those for Franklin County and for Massachusetts overall. The information presented in this section primarily comes from the U.S. Census. The Census information was supplemented with data from the Wendell Building Inspector and the Wendell Assessors.

Housing Supply

Wendell experienced significant growth during the past three decades. In 1970, the Town had 405 residents (U.S. Census). By 2000, its population had grown to 986 people, an increase of over 140% in 30 years (U.S. Census). The main factors behind Wendell's population growth include housing pressures in Amherst and Shutesbury, and an in-migration of new residents looking for housing that is still affordable since housing prices in other parts of the region have risen significantly.

The increase in people wanting to move to Wendell has led to growing housing demand, which in turn has promoted the creation of new housing units. During the past two decades, the number of housing units in Wendell increased by 44%, growing from 305 (1980) to 439 (2000) (see *Table 3-1*.)

Table 3-1: Housing Units in Wendell, 1980 to 2000, Comparison to the County and State

Area	Number of Housing Units			Percentage Change		
	1980	1990	2000	1980-1990	1990-2000	1980-2000
Wendell	305	400	439	+31.1%	+9.8%	+43.9%
Franklin County	26,832	30,394	31,939	+13.3%	+5.1%	+19.0%
Massachusetts	2,208,146	2,472,711	2,621,989	+12.0%	+6.0%	+18.7%

Source: U.S. Census Bureau, Census of Population and Housing, 1980, 1990, and 2000.

Table 3-1 shows that Wendell experienced significantly more housing growth than Franklin County and Massachusetts overall between 1980 and 2000. During the twenty-year period, the number of homes in both Franklin County and Massachusetts increased by 19%. The table also indicates that for Wendell, Franklin County, and Massachusetts, more new housing construction and growth occurred during the 1980s than the 1990s. It is expected that during this current decade, Wendell will continue to experience a slower rate of housing growth than the region overall.

Types of Housing

Housing in Wendell consists primarily of single-family homes (*see Table 3-2*). According to the 2000 U.S. Census, 86% of Wendell's housing units are single-family residences. The rest of the Town's housing mix is primarily comprised of mobile homes (10% of the Town's total units), and two-family homes (4%).

Table 3-2: Types of Housing Structures in Wendell, 2000

Structure Type	Number of Housing Units	Percent of all Housing Units
Single Unit Building	378	86.1%
Two Unit Building	17	3.9%
3-4 Unit Building	1	0.2%
5 or more Unit Building	0	0.0%
Mobile Home	43	9.8%
Total	439	100.0%

Source: U.S. Census Bureau, *Census of Population and Housing, 2000*.

Wendell's proportion of single-family residences is greater than that for Franklin County or for the State as a whole. The Census Bureau estimates that 66% of housing units countywide and 56% of housing units statewide consist of single-family homes (2000 U.S. Census). Wendell also has a greater percentage of mobile homes compared to the State and the County. In Franklin County, an estimated 3% of housing units are mobile homes.

Housing Tenancy

Housing tenancy refers to whether a home is occupied by a renter or homeowner. Most of Wendell's housing units are occupied by homeowners. As shown in Table 3-3, as of 2000, homeowners account for 73% of all Wendell's housing units, and 85% of the Town's occupied housing units. Between 1990 and 2000, the number of owner-occupied housing units in the Town increased by 47. The number of rental units decreased by 15 during the same time period, suggesting that some previous rental housing stock is now owner-occupied.

Table 3-3: Housing Tenancy in Wendell, 1990 and 2000

Unit Type	1990			2000			Change in Occupied Units 1990-2000
	Number of Units	Percent of Occupied Units	Percent of All Units	Number of Units	Percent of Occupied Units	Percent of All Units	
Owner-Occupied	275	79.5%	68.8%	322	85.2%	73.3%	+17.1%
Renter-Occupied	71	20.5%	17.8%	56	14.8%	12.8%	-21.1%
Total Occupied (Households)*	346	100.0%	86.5%	378	100.0%	86.1%	+9.2%

*Each household occupies one housing unit. Only housing units that have year-round residents are considered occupied.

The Census Bureau considers housing units that have seasonal or occasional residents to be vacant.

Source: U.S. Census Bureau, *Census of Population and Housing, 1990 and 2000*.

Housing Vacancies

The Census Bureau characterizes as “vacant” any residence that does not have a full-time occupant, even if the residence is used as a second home or vacation home. According to the 2000 U.S. Census, 64% of the “vacant” housing units (39 of 61 vacant units) in Wendell have seasonal or occasional residents. In 2000, other vacant units in Wendell included seven unoccupied units that were for sale, one unoccupied unit for rent, and five units which were rented or sold, but which had no one living in them. The remaining nine vacant units were likely uninhabitable or undergoing renovation.

The Census Bureau calculates vacancy rates for communities based on the number of homes and rental units that could be available for new residents to live in year-round. These vacancy rates exclude residences with seasonal or occasional occupants, as well as homes that are uninhabitable, and homes that have been sold or rented, but which remain unoccupied.

According to the 2000 U.S. Census, the current homeowner vacancy rate in Wendell is 2.1%, and the rental vacancy rate is slightly lower at 1.7%. These vacancy rates mean that approximately 8 housing units, combining both rental and homeowner units, could be available for someone to move into. According to housing research, a healthy housing market is generally considered to have vacancy rates of 2-3% for owner-occupied homes and 4-5% for rental properties. Lower vacancy rates in rural towns, such as Wendell, are reasonable given the Town’s relatively small number of homes, especially rental properties. In addition, Wendell’s low housing vacancy levels reflect the fact that Wendell is a desirable place to live and has a high quality of life. At the same time however, the low vacancy rates also suggest that people seeking to move to Wendell, or to relocate within the town, may have difficulty finding affordable, suitable housing. Anecdotal evidence presented by Community Development Plan Committee members suggests that the rental housing market in Wendell is very tight, with many more people interested in renting than there are homes available.

Housing Age

According to the 2000 U.S. Census, two-thirds (67%) of the homes in Wendell have been built since 1970, and the median year for construction of the Town’s current housing stock is 1977. Seventeen percent (17%) of Wendell’s housing units were built before 1940. There are a number of potential issues related to older housing stocks, including lead paint poisoning. The State Department of Public Health (DPH) screens children up to age six for lead paint poisoning, and Massachusetts law requires all children to be screened before they can enroll in kindergarten. The latest DPH figures show that no screened children in Wendell have elevated blood lead levels.

Table 3-4: Age of Housing in Wendell, 2000

Year Built	Number of Housing Units	Percent of all Housing Units
1999 to March 2000	4	0.9%
1995 to 1998	15	3.4%
1990 to 1994	49	11.2%
1980 to 1989	124	28.2%
1970 to 1979	102	23.2%
1960 to 1969	45	10.3%
1940 to 1959	26	5.9%
1939 or earlier	74	16.9%
Total	439	100.0%
Median Year Built	1977	

Source: U.S. Census Bureau, *Census of Population and Housing, 2000*.

New Construction

Between 1990 and 2000, the number of housing units in Wendell increased by 10% (*see Table 3-1*). All of the new construction during this period was for single-family homes. Table 3-5 provides a summary of authorized new housing construction in Wendell between 1990 and 2003, based on building permit data provided by the Wendell Building Inspector.

Over the 1990-2003 period, the Wendell Building Inspector issued 61 building permits for single-family new construction, and 70 building permits for home additions. Six of the new homes built over this time period were affordable housing constructed by Rural Development Inc. They are located on West Road and Rush Road. The other new homes were distributed throughout town. According to the Building Inspector, development over the 1990-2003 time period was not concentrated in any particular sections of Wendell.

Table 3-5: Authorized Construction for New Housing Units in Wendell, 1990 to 2003

Year	Building Permits Issued for Construction of New Single-Family Homes
2003	4
2002	7
2001	4
2000	2
1999	5
1998	4
1997	5
1996	4
1995	2
1994	1
1993	2
1992	6
1991	5
1990	10
Total	61

Source: Wendell Building Inspector, February 2004.

One issue with residential development, especially sprawling development along a town's primary roadways, are the potential impacts on the community's rural and scenic character. Another issue are the costs of providing municipal services to the new residences and new population. Cost of Community Service studies conducted by the American Farmland Trust (1991) and the Southern New England Forest Consortium (1995) have examined the relationship of tax revenues to municipal costs for different land uses, in a number of New England towns. These studies have found that residential uses generally cost more in needed municipal services than they provide in tax revenues. These studies also found that protection of farmland and open space, land uses which typically have greater tax revenues than service costs, can be an important means of balancing the municipal tax base. Commercial and industrial uses similarly generally have a positive net fiscal impact providing more in tax revenues than they cost in municipal services.

Substandard Housing

Census indicators of "substandard" housing in a community include overcrowding (defined as more than 1 occupant per room) or a lack of complete plumbing or kitchen facilities.³ Although these statistics do not include qualitative information about housing conditions in Wendell, the Census figures suggest that few Wendell residents live in substandard housing.

According to the 2000 U.S. Census, none of Wendell's housing has overcrowding. Approximately 4% of Wendell's occupied housing is reported to have incomplete plumbing, and 5% is reported to lack complete kitchen facilities. The homes with incomplete plumbing include homes with outhouses.

Population Characteristics that Influence Housing Demand

This section examines population characteristics that influence housing demand. These characteristics include population size, household size, age distribution, and disabilities and other special needs. This section also discusses potential housing issues, both for Wendell's population in general, and for particular population segments, such as families living below the poverty level and people with disabilities.

Total Population

Wendell has grown significantly during the last thirty years. In 1970, the Town had 405 residents. Between 1970 and 2000, Wendell's population more than doubled, growing to 986 people (an increase of 144%). As shown in Table 3-6, during the past three decades, the

³The U.S. Census Bureau defines complete plumbing as including: (1) hot and cold piped water, (2) a flush toilet, and (3) a bathtub or shower. All three facilities must be located in the housing unit. Complete kitchen facilities are defined as including: (1) a sink with piped water, (2) a range or cook top and oven, and (3) a refrigerator. All three must be located in the housing unit, but need not be in the same room (U.S. Census Bureau, Technical Documentation 2000 Census, 2002).

Town's population growth far exceeded that of Franklin County and Massachusetts overall. Between 1970 and 2000, Franklin County grew by 21% and the State by 12%.

Table 3-6: Population for Wendell, 1970 to 2000, Comparison to the County and State

Area	Population				% Change			
	1970	1980	1990	2000	1970-1980	1980-1990	1990-2000	1970-2000
Wendell	405	694	899	986	+71.4%	+29.5%	+9.7%	+143.5%
Franklin County	59,210	64,317	70,092	71,535	+8.6%	+9.0%	+2.1%	+20.8%
Massachusetts	5,689,377	5,737,037	6,016,425	6,349,097	+0.8%	+4.9%	+5.5%	+11.6%

Source: U.S. Census Bureau, Census of Population and Housing, 1970, 1980, 1990, and 2000.

Households

The number of households is more important than total population size for determining the amount of housing needed by a community. A household is generally defined as an individual or a group of people living in one housing unit. Changes in the number of households therefore reflect not only changes in population, but also societal shifts that influence average household size.

Nationally, average household size is decreasing. The reduction in people per household is occurring for a variety of reasons. These reasons include a reduction in the average number of children per family and an increase in the number of single-parent households. Other factors are that families today are more mobile and more spread out than in the past and that more adults now live by themselves. The 2000 U.S. Census estimated that more than one-quarter (28%) of Wendell households consist of one person.

As Table 3-7 indicates, the average household size in Wendell fell 14% between 1980 and 2000 (U.S. Census), decreasing from 2.76 persons per household in 1980 to 2.36 in 2000. Wendell's change in household size over the last two decades was greater than the 8% decrease in household size seen at the County and State levels over the same time period.

Table 3-7: Average Household Size in Wendell, 1980 to 2000, Comparison to the County and State

Area	Average Number of Persons Per Household*			Percentage Change		
	1980	1990	2000	1980-1990	1990-2000	1980-2000
Wendell	2.76	2.51	2.36	-9.1%	-6.0%	-14.5%
Franklin County	2.65	2.53	2.43	-4.5%	-4.0%	-8.3%
Massachusetts	2.82	2.68	2.60	-5.0%	-3.0%	-7.9%

**Excludes persons living in group quarters or an institutional setting, such as Lake Grove School.*

Source: U.S. Census Bureau, Census of Population and Housing, 1980, 1990, and 2000.

Household size in Wendell varies between homeowner and renter households. The average household size for homeowner households in Wendell is 2.45 people. In comparison, the average household size for rental housing is 1.88 people, 23% smaller. The difference in household size is related to the kinds of households who typically rent. Renters are most likely to be young, and tend to have smaller households than owners. The majority of

Wendell households with a householder (head of household) under age 25 rent their housing *(more information on tenancy by householder age is available in the Housing Appendix at the back of this chapter)*.

Three-quarters (75%) of renter households in Wendell consist of one or two people. In comparison, 64% of owner households are of that size. The difference in household size between owners and renters reflects in the number of bedrooms in owner and renter housing. Over half (57%) of the Town's owner-occupied housing units have three bedrooms or more compared to 39% of rental units *(please see the Housing Appendix for more details on household size and number of bedrooms by tenancy)*.

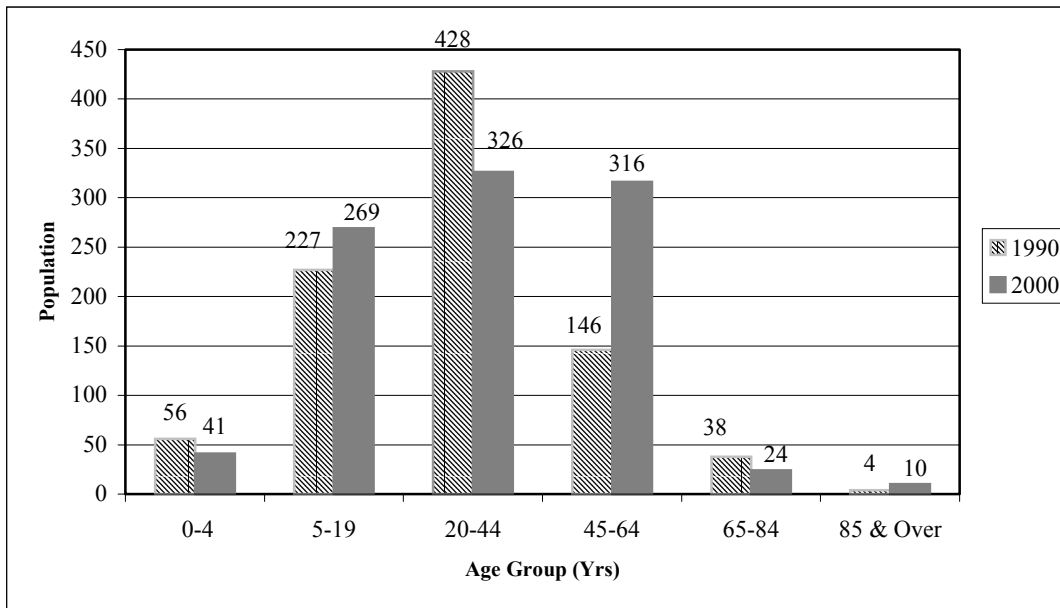
In Wendell, 8% of households with elderly householders (age 65 or over) are renters. In contrast, in Franklin County overall, 23% of elderly households lease their housing. This suggests that there could be a potential shortage of rental housing for Wendell's elderly population. As town residents get older, some may be interested in moving into rental housing or senior housing because it can be less responsibility and less expensive than continuing to own a home. It is important that the Town help establish adequate housing options for its elderly population.

Population Distribution by Age Group

One demographic factor that can affect housing demand is the age distribution of the population. Different age groups have different housing needs. The population distribution for Wendell in 1990 and 2000 is shown in Figure 3-1. Table 3-8 shows the population distribution figures for Wendell, the County, and the State for the same years. The information on the population distribution by age group comes from the Census Bureau.

Between 1990 and 2000, the largest population increase in Wendell occurred for 45-64 year olds. This increase was driven by the aging of the baby boomer generation (born 1946-1964) who began turning 45 in 1991. Correspondingly, the largest population decrease was for 20-44 year olds, some of whom moved into the next age bracket.

Figure 3-1: Population Distribution by Age Group in Wendell, 1990 and 2000



Source: U.S. Census Bureau, Census of Population and Housing, 1990 and 2000.

Table 3-8: Population Distribution in Wendell, 1990 and 2000, Comparison to the County and State

Age Group	Population Distribution (% of total population in each age group)					
	1990			2000		
	Wendell	Franklin County	State	Wendell	Franklin County	State
Under Age 5	6.2%	7.3%	7.0%	4.2%	5.2%	6.3%
Ages 5-19	25.3%	19.8%	18.9%	27.3%	20.7%	20.1%
Ages 20-44	47.6%	40.9%	42.1%	33.1%	34.0%	37.7%
Ages 45-64	16.2%	17.5%	18.4%	32.0%	25.9%	22.4%
Ages 65-84	4.2%	12.8%	12.0%	2.4%	12.3%	11.7%
Ages 85 & Over	0.4%	1.6%	1.5%	1.0%	1.9%	1.8%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Source: U.S. Census Bureau, Census of Population and Housing, 1990 and 2000.

As indicated in Table 3-8, Wendell's population distribution in 1990 and 2000 was similar to that for Franklin County and State, except for in a few age groups. For example, the percentage of 5-19 year olds in Wendell was higher than the County and State averages, in part because of Lake Grove School. The percentage of the population age 65 and older was lower in Wendell than in Franklin County and Massachusetts. This is likely due to Wendell's rural nature and the limited number of services that are available in the community. One other significant difference between Wendell's population and that of the County and State is the larger proportion of baby boomers who live in Wendell. The size of this population in Wendell is related to the Town's population boom during the 1970s and 1980s and the young families that chose to settle in Wendell during those decades.

Populations with Special Housing Needs

Three population groups that may have special housing needs and that may have the most difficulty finding suitable, affordable housing are people with disabilities, seniors, and families with young children. One issue facing these population groups is that they often have limited or fixed incomes, and may have difficulty finding suitable housing they can afford (*Housing affordability in Wendell by age group and income is discussed more under “Housing Costs and Affordability” later in this chapter*).

These population groups can also benefit greatly from housing with good access to services, including stores, health care, and community facilities and programs. Also, the disabled may need housing that has modifications to make it fully accessible.

Households with Children

Of Wendell’s estimated 380 households, 28% (106) are families with children under age 18 (*see Table 3-9*). Thirty of these families are headed by one parent without a spouse present.

Table 3-9: Household Types in Wendell and Franklin County, 2000

	Town of Wendell		Franklin County
Household Type and Presence of Children	Number of Households	Percent of All Households	Percent of All Households
Married-couple family*	169	44.5%	48.7%
With children under 18	76	20.0%	20.8%
With no children under 18	93	24.5%	27.9%
Family* with female householder, no husband present	39	10.3%	10.2%
With children under 18	22	5.8%	6.7%
With no children under 18	17	4.5%	3.5%
Family* with male householder, no wife present	18	4.7%	3.9%
With children under 18	8	2.1%	2.2%
With no children under 18	10	2.6%	1.6%
1-person household	111	29.2%	29.0%
Householder 65 years of age or older	18	4.7%	10.7%
Householder under 65 years of age	93	24.5%	18.3%
Unrelated (non-family) households*	43	11.3%	8.2%
Total Households	380	100.0%	100.0%

**The Census Bureau defines a family as including “a householder [head of household] and one or more people living in the same household who are related to the householder by birth, marriage, or adoption.”*

Source: U.S. Census Bureau, Census of Population and Housing, 2000.

Residents Living in Poverty

Poverty status is established using federal income thresholds that vary according to family size and composition. Individuals are then determined to have income levels above or below these thresholds. For 2004, the poverty income threshold (as determined by the U.S.

Department of Health and Human Services) stands at \$12,490 for a family of two people and \$18,850 for a family of four. According to the 2000 U.S. Census, Wendell has a slightly higher poverty rate (10.2%) than Franklin County as a whole (9.4%). There are some Wendell residents who voluntarily choose to have low incomes and live in poverty, living off their land and not contributing income taxes to government spending they do not approve of. However, these residents are in the minority, and many low-income residents struggle to meet their expenses and to keep their housing costs affordable.

Table 3-10: Population Living in Poverty in Wendell, by Age and Household Type, 1999

Age and Household Types	Income Above Poverty Level	Income Below Poverty Level	Total Population With Known Poverty Status*	Percent Below Poverty Level
Total Population by Age Group				
under age 5	34	7	41	17.1%
age 5 to 17	145	11	156	7.1%
age 18 to 64	593	67	660	10.2%
age 65 to 74	16	4	20	20.0%
age 75 or over	12	2	14	14.3%
Total Population	800	91	891	10.2%
Population under Age 65				
in married-couple families**	479	14	493	2.8%
in family** with male householder, no wife present	49	0	49	0.0%
in family** with female householder, no husband present	97	30	127	23.6%
in non-family households (unrelated individuals living together and one-person households)	147	41	188	21.8%
Total under Age 65	772	85	857	9.9%
Population Age 65 or Over				
in married-couple families**	11	0	11	0.0%
in family** with male householder no wife present	3	0	3	0.0%
in family** with female householder, no husband present	0	0	0	--
in non-family households (unrelated individuals living together and one-person households)	14	6	16	37.5%
Total Age 65 or Over	28	6	34	17.5%

*89% of Wendell's population has a known poverty status. Most of the population without a known poverty status consists of resident students at Lake Grove School.

**The Census Bureau defines a family as including "a householder [head of household] and one or more people living in the same household who are related to the householder by birth, marriage, or adoption."

Source: U.S. Census Bureau, Census of Population and Housing, 2000.

Poverty in Wendell is the most prevalent among single-parent headed households and non-family households. Non-family households include people living by themselves, and unrelated individuals living together. In 1999, 47 people in non-family households (23% of the total population in such households) lived below the poverty level. Thirty people in female-headed households with no spouse present (23%) also lived below the poverty level.

It is essential that the Town of Wendell continue to work to provide affordable housing options for these residents. Individuals and families with incomes below the poverty level often have great difficulty finding housing they can afford.

Residents with Disabilities

The U.S. Census provides basic information on the prevalence of disabilities.⁴ Data on disabilities among Wendell residents are presented in Table 3-11. The table excludes people living in institutionalized settings, such as group homes or nursing homes (In 2000, Wendell had 93 such residents, all at Lake Grove School). Overall, an estimated 11% of Wendell's population age 5 and over (equal to 97 people) have a disability of some type. Among the elderly population (age 65 and over), 47% (16 people) have a disability. Unfortunately, the U.S. Census provides no qualitative data to determine the relative severity of these disabilities. The proportion of Wendell residents with disabilities is lower than in Franklin County as a whole. For Franklin County, it is estimated that 18% of the population age 5 and over have a disability of some type. The lower proportion of Wendell residents with disabilities is likely a reflection of the Town's limited infrastructure and town services. People in need of more services due to a disability may not choose to live or to stay in Wendell.

Table 3-11: Disabilities in the Non-Institutionalized Population in Wendell, 2000

Age Group	Total Population **	Number with Disabilities	Percent with Disabilities	Types of Disability (Number of people)*			
				Sensory Disability	Physical Disability	Mental Disability	Self-Care Disability
Age 5 to 15	143	5	3.5%	0	0	5	0
Age 16 to 64	675	76	11.3%	28	25	25	11
Age 65 & Over	34	16	47.1%	10	10	9	3
Total Age 5 & Over**	852	97	11.4%	38	35	39	14

*A person can have multiple disabilities and can be counted in more than one disability category.

**The Census Bureau does not track disabilities in children under age 5.

Source: U.S. Census Bureau, Census of Population and Housing, 2000.

The Town of Wendell is committed to providing accessibility for residents. Some Town facilities in Wendell are handicapped accessible, and Wendell's Open Space and Recreation Plan makes recommendations for how to improve handicapped access to Town buildings and recreation areas. In addition, the Wendell housing rehabilitation program, funded with Community Development Block Grant (CDBG) monies and administered by the Franklin

⁴The U.S. Census Bureau considers people 5 years old and over to be disabled if they have a physical, mental, or emotional condition lasting more than 6 months which is characterized by "one or more of the following: (1) blindness, deafness, or a severe vision or hearing impairment; (2) a substantial limitation in the ability to perform basic physical activities, such as walking, climbing stairs, reaching, lifting, or carrying; (3) difficulty learning, remembering, or concentrating; (4) difficulty dressing, bathing, or getting around inside the home. In addition to the above criteria, people 16 years old and over are considered to have a disability if they have difficulty going outside of the home alone to shop or visit a doctor's office, and people 16-64 years old are considered to have a disability if they have difficulty working at a job or business." (U.S. Census Bureau, Technical Documentation 2000 Census, 2002).

County Regional Housing and Redevelopment Authority (HRA), offers loans to low and moderate-income households for housing repairs and renovations, including accessibility projects. Another potential source of funding for accessibility improvements is the Farmers Home 504 Program, which offers low-interest loans for accessibility modifications to low-income elderly and handicapped residents. STARVOS and the Massachusetts Rehabilitation Commission sometimes also have funds available.

Housing Costs and Affordability

This section explores the cost of housing in Wendell for renters and owners and the degree to which housing is affordable to individuals and families of different incomes. One of the main goals of Executive Order 418 is to encourage the creation of new affordable housing units for people across a range of incomes, including low, middle, and moderate incomes.

As was mentioned earlier, housing is generally defined to be “affordable” when households spend no more than 30% of their gross income on housing costs. For renters, counted housing costs include rent and utilities, such as hot water, electricity, and heat. For homeowners, counted housing costs include mortgage principal, mortgage interest, mortgage insurance, property taxes, and property insurance. (Homeowners’ costs for utilities and for maintenance are not included.) Households that spend over 30% of their income on housing are considered to be “cost-burdened.”

Data on housing costs show that housing in Wendell is affordable for most residents, but some residents, such as those with low or moderate incomes, may be cost-burdened by their housing expenses.

The housing costs described here, reported in the 2000 U.S. Census, may differ from market-rate home and rental prices. There are a number of explanations for this. Market-rate prices reflect only what is being charged to new renters and homeowners, not the housing costs for households who have lived in the same dwelling for a long time. For example, rents for long-term tenants are often well below the rents charged to new tenants. In addition, a key limitation of the Census information is that it is only updated every 10 years, the last time in 2000, and therefore does not reflect recent changes to the housing market and to housing-related costs, such as rising property taxes. Although it becomes somewhat dated over the decade, the U.S. Census still represents the most reliable available information concerning overall housing costs in the community. When available, more recent rents and housing prices are presented in this section in addition to the Census data.

Housing Costs

This section presents information on owner and renter housing costs in Wendell, and on these costs relative to household income. The data presented here are from the 2000 U.S. Census, and reflect the costs of all housing in the community, not just the housing that is available for sale or rent. The 2000 Census estimated the monthly costs, and costs relative to income, for 191 owner-occupied homes and 39 rental housing units in Wendell.

Of the 191 owner-occupied homes with estimated monthly costs, 140 (73%) have mortgages. Homeowner costs can vary considerably depending on whether the home is mortgaged. For example, the median monthly total housing cost in Wendell for homes without mortgages is \$292, and the median total cost for homes with mortgages is \$900, three times as great. Similarly, 77% of mortgaged homes in Wendell have monthly costs over \$600, compared to only 4% of homes without mortgages. Half (50%) of homeowners with mortgages have expenditures of \$900 or more per month (*please see the Housing Appendix for more information on Census-reported housing costs*).

For rental housing, the median monthly total housing cost in Wendell was calculated at \$613 per month. This is based on the estimated expenditures for 39 rental units. Estimated costs for rental housing in Wendell have a wide range, varying from under \$200 to over \$1,000 per month. Over half (53%) of the units have monthly costs between \$500 and \$1,000. An estimated 18% have costs under \$500 per month, and 29% have costs above \$1,000 per month (*see the Appendix for more information*). Six rental units were estimated to have no cash rents.

Between 2000 and 2003, the average property tax bill for a single-family home in Wendell increased 11%, growing from \$1,784 per year to \$1,975. Property tax increases can affect housing affordability in a community, especially among residents on fixed or limited incomes.

Current housing costs in Wendell may be increasing due to housing pressures in the region and growing housing prices in Amherst, Shutesbury, Montague, and other nearby communities. As housing prices in these communities increase, demand is growing for Wendell homes, which still are relatively affordable. This demand is then driving up the cost of housing in Wendell.

Housing Values

The Census Bureau gathers data on housing values by asking owners what they believe their homes, including land, to be worth in the current real-estate market (*see Table 3-12*). According to the Census data, the median value of owner-occupied housing units in Wendell grew 39% between 1990 and 2000, increasing from \$75,800 to \$105,100. In 2000, 69% of the Town's owner-occupied homes were valued between \$50,000 and \$150,000. Approximately 10% were valued under \$50,000, 15% between \$150,000 and \$200,000, and 6% at \$200,000 or more. It is important to note that the values reported here (from the U.S. Census) reflect what owners believe their homes to be worth. These values may or may not coincide with what those homes are worth in the current real-estate market.

Table 3-12: Housing Values for Owner-Occupied Housing Units in Wendell, 2000

Housing Value	Number of Housing Units	Percent of All Owner-Occupied Units*
Under \$50,000	32	9.9%
\$50,000 to \$79,999	44	13.7%
\$80,000 to \$99,999	70	21.7%
\$100,000 to \$124,999	73	22.7%
\$125,000 to \$149,999	35	10.9%
\$150,000 to \$174,999	29	9.0%
\$175,000 to \$199,999	19	5.9%
\$200,000 to \$249,999	18	5.6%
\$250,000 to \$299,999	0	0.0%
\$300,000 to \$399,999	2	0.6%
\$400,000 or More	0	0.0%
Total	322	100.0%
Median Housing Value	\$105,100	

*Housing values in Wendell were estimated for 100% of the Town's owner-occupied housing stock, including mobile homes.

Source: U.S. Census Bureau, Census of Population and Housing, 2000.

Residential Sales

The Warren Group (Bankers & Tradesman) collects town-level residential sales data for much of New England on a monthly and annual basis. The Warren Group data combine local Assessors' records and its own home sales records. Table 3-13 presents data on Wendell home sales during the 2000-2003 period. Unfortunately, home sales data were not readily available for earlier years.

Table 3-13: Single-Family Home Sales in Wendell, 2000 to 2003

Year	Number Of Sales	Median Sales Price	Range of Sales Prices
2003	4	\$107,550	\$79,900 - \$135,000
2002	10	\$119,250	\$45,000 - \$205,000
2001	2	\$68,900	\$75,000 - \$122,000
2000	9	\$110,000	\$50,000 - \$128,000

Sources: The Warren Group, Town Statistics, 2004; Wendell Assessors, 2004.

The data from the Warren Group suggest that Wendell's real estate market has fluctuated up and down during the 2000-2003 period, in terms of both the number of properties sold and sales prices. Some of the fluctuation in sales prices reflects the characteristics of the homes that were sold in particular years.

Housing Affordability

Housing is generally defined to be “affordable” when households spend no more than 30% of their gross income on housing costs. This section assesses Wendell’s housing prices and costs in terms of how affordable housing is for residents, based on household income.

Number of Low, Moderate, and Middle-Income Households

The first step in assessing housing affordability in Wendell involves estimating the number of low, moderate, and middle-income households that reside in the Town. Under EO 418, low income households are considered to be households making 50% or less of the area-wide median income, moderate-income households are those making up to 80% of the area-wide median income, and middle-income households are those making up to 150% of the area-wide median income. The area-wide median income is defined as the median family income⁵ in the county where the housing units are located. For Fiscal Year (FY) 2004, the median income used for Wendell’s EO 418 housing certification, and that of most other Franklin County towns, is \$48,400.⁶

With this median income level, low-income households are considered to be those households earning \$24,200 or less. Moderate-income households earn between \$24,200 and \$38,700, middle-income households earn between \$38,700 and \$72,600, and upper-income households earn \$72,600 or more.

Table 3-14 estimates the number of Wendell households in each income category, based on the incomes reported in the 2000 Census. The Census does not break incomes down into income categories that match the above groupings exactly, so approximate groupings were used. Based on the definitions above, it is estimated that 25% of Wendell households are low income, 25% are moderate income, and 33% are middle income. The remaining 17% are upper income. *(The full distribution of household incomes in Wendell is provided in Table B-6 in the Housing Appendix).*

Low-income status is the most prevalent among young households and elderly households. For example, over half (58%) of the households where the householder (head of household) is age 65 or older, have incomes under \$25,000, as do one-fifth (20%) of the households where the householder is age 25 or younger (note: there are only five households in this age group.) In the middle age groups, with householders ages 25-44 and 44-64, at least half the households are either middle income or upper income. For these two age groups combined, 38% of households are middle income and 19% are upper income.

⁵The EO 418 guidelines focus on the median income for families. There are many households that are not considered families, including people living alone and non-related individuals living together. These types of households often have lower incomes than families do. This report primarily uses household incomes for its analysis, instead of family incomes, because of the more inclusive nature of the household data.

⁶The only Franklin County town with a different median income for housing certification is Sunderland. Sunderland is considered part of the Springfield metropolitan region for EO 418 Housing Certification purposes. That region has a slightly higher median income (\$50,700) and therefore, slightly higher affordability thresholds for certification.

Table 3-14: Households by Income Level, by Householder Age, in Wendell, 1999

Income Level	Total		Age of Householder							
			Under Age 25		Age 25 to 44		Age 45 to 64		Age 65+	
	#	%	#	%	#	%	#	%	#	%
Low Income (\$24,999 or less)	89	23.4%	1	20.0%	38	24.2%	35	18.2%	15	57.7%
Moderate Income (\$25,000 to \$39,999)	86	22.6%	4	80.0%	40	25.5%	37	19.3%	5	19.2%
Middle Income (\$40,000 to \$74,999)	135	35.5%	0	0.0%	50	31.8%	82	42.7%	3	11.5%
Upper Income (\$75,000 or above)	70	18.4%	0	0.0%	29	18.5%	38	19.8%	3	11.5%
Total	380	100.0%	5	100.0%	157	100.0%	192	100.0%	26	100.0%

Source: U.S. Census Bureau, *Census of Population and Housing, 2000*.

Affordability of Home Ownership for Low, Moderate, and Middle-Income Households

One important measure of housing affordability is the purchasing power for prospective first-time home buyers who are currently renting in the community. Approximately 90% of rental households in Wendell are of low, moderate, or middle income, and earn under \$75,000 gross income annually (\$6,250 per month).

A middle-income household earning \$60,000 per year (equivalent to \$5,000 per month) can afford up to \$1,500 per month in housing costs. With the following assumptions regarding a potential home purchase, a household with an income of \$5,000 per month could afford to buy a house valued at up to \$185,000.

Assumptions:

- The home will be bought with a 30-year mortgage with 6% interest;
- 10% of the purchase price will be paid as a down payment;
- Annual property taxes and property insurance costs will equal 1.65% of the house value (tax rate of 1.5% (\$15/\$1,000 valuation) and property insurance rate of 0.15%);
- Mortgage insurance costs will equal 0.7% of the borrowed principal; and
- Utilities will cost approximately \$150 per month.

As shown in data from the Census Bureau and the Warren Group, there are many houses in Wendell valued in this price range. According to the 2000 U.S. Census, 88% of owner-occupied homes in Wendell have values under \$175,000.

A household of moderate income earning \$30,000 annually (\$2,500 per month) can also find homes that are affordable in Wendell, though they are slightly less common. A household with a \$30,000 annual income can afford to spend approximately \$750 per month on housing costs. Using the same assumptions as above, such a household could afford to buy a home valued at \$83,000 or less. According to the 2000 Census, 23% of owner-occupied homes in Wendell have values in this price range.

Median Housing Costs

Table 3-15 reviews the median monthly housing costs for households in Wendell, Franklin County, and Massachusetts overall, based on tenancy. The data come from 2000 Census. In 2000, the median monthly housing costs for Wendell households totaled \$900 for homeowners with a mortgage, \$292 for homeowners without a mortgage, and \$613 for renters. On average, these housing costs represented 22.6% of gross household income for owners with a mortgage, 10.0% of household income for owners without a mortgage, and 24.4% of income for renters. As Table 3-15 indicates, for homeowners, both with and without mortgages, and for renters, the median percentage spent on housing was below 30% of gross household income, the general threshold for affordability. This indicates that the majority of Wendell households have housing that is affordable based on their incomes. However, as discussed below, some households, typically those of low and moderate income, spend a large percentage of their incomes on housing costs and have unaffordable housing expenses.

Table 3-15: Median Housing Costs as a Percentage of Gross Income for Wendell, 1999, Comparison to the County and State

Area	<u>For owners with mortgage</u>		<u>For owners without mortgage</u>		<u>For renters</u>	
	Median Monthly Costs	Median % of Income Spent on Housing	Median Monthly Costs	Median % of Income Spent on Housing	Median Monthly Costs	Median % of Income Spent on Housing
Wendell	\$900	22.6%	\$292	10.0%	\$613	24.4%
Franklin County	\$978	21.7%	\$336	12.2%	\$541	26.1%
Massachusetts	\$1,353	21.9%	\$406	12.4%	\$684	25.5%

Source: U.S. Census Bureau, Census of Population and Housing, 2000.

A comparison of Wendell's median housing costs with those for Franklin County and Massachusetts as a whole show that overall, Wendell homeowners with mortgages spend slightly more of their incomes on housing than the Franklin County and State averages, and that Wendell renters and homeowners without mortgages spend slightly less.

Housing Costs Compared to Incomes

Although housing in Wendell is affordable for many residents, a significant percentage of residents in low and moderate-income brackets, especially renters, are cost-burdened by their housing costs. The 2000 U.S. Census estimated housing costs relative to income for 230 (61%) of the Town's households (*shown in Table B-7 in the chapter appendix*). Of those households with cost and income data, 36 homeowner households (19%) and 15 rental households (39%) spent 30% or more of their incomes on housing. Combining renters and homeowners, it is estimated that approximately 22% of Wendell households have burdensome housing costs.

The Census data indicate that lower income households in Wendell tend to have higher rates of burdensome housing costs, compared to higher income households. Approximately two-thirds of Wendell's low-income households spend at least 30% of their incomes on their

housing. In contrast, less than 5% of the Town's middle-income households face such high expenditures.

The Census Bureau also collects data on housing expenditures as a percentage of income, by age group. Table 3-16 summarizes this information for Wendell. The table shows that, for owners, the youngest and oldest age groups tend to have the highest rates of burdensome housing costs. For example, among households headed by someone age 65 or over, 72% of owners spend at least 30% of their incomes on housing costs. Among renters, the youngest age groups have the highest rates of unaffordable housing.

Table 3-16: Percentage of Income Spent on Housing Costs, by Householder Age, 1999

Tenancy and Householder Age	Households with Cost Data	Housing Costs as a Percentage of Household Income (Number of Households)				Total Households with Unaffordable Housing (Housing Costs are 30%+ of Income)	
		Under 25%	25-29%	30-34%	35% or More	# of Hshds	% for Income Group*
Owners							
Under Age 25	0	0	0	0	0	0	--
Age 25 to 34	36	23	4	0	9	9	25.0%
Age 35 to 44	53	39	6	0	8	8	15.1%
Age 45 to 54	57	42	11	2	2	4	7.0%
Age 55 to 64	31	24	2	0	5	5	16.1%
Age 65 or Over	14	4	0	0	10	10	71.4%
Total for Owners	191	132	23	2	34	36	18.8%
Renters							
Under Age 25	4	0	0	2	2	4	100.0%
Age 25 to 34	10	4	2	2	2	4	40.0%
Age 35 to 44	11	6	0	0	5	5	45.5%
Age 45 to 54	3	3	0	0	0	0	0.0%
Age 55 to 64	9	5	2	2	0	2	28.6%
Age 65 or Over	2	2	0	0	0	0	0.0%
Total for Renters	39	20	4	6	9	15	38.5%

**Percentages are calculated based on the total number of households in each income category with cost percentage data.
Source: U.S. Census Bureau, Census of Population and Housing, 2000.*

Young households in Wendell could benefit from more housing choices and from programs to assist first-time homebuyers. Another population group that could benefit from additional housing choices and affordable housing programs are elderly residents.

There are a small number of households in Wendell who expend more than 50% of their incomes on housing. These households are considered to be severely cost-burdened by their housing expenditures. In Wendell, the severely cost-burdened group consists of at least 23 households, including 6 renters and 17 homeowners. Most of the severely cost-burdened households likely have fixed or limited incomes, and as a result, have experienced issues with affordability as housing costs have risen. Households that are severely cost-burdened by

housing expenditures may find themselves with little money left over to pay for other necessities, including food, health care, transportation, and home maintenance costs.

Overall, the available data show that housing in Wendell is affordable for most residents. At the same time, however, it is also true that a significant proportion (22%) of households have unaffordable housing when comparing housing costs to household incomes. It is important that cost-burdened households have adequate options and opportunities to decrease their housing expenses. The Town of Wendell is committed to addressing housing needs in the community and to assisting its cost-burdened residents. The Town of Wendell participates in regional initiatives to support the creation of affordable housing and currently has a housing rehabilitation program (administered by HRA) for low and moderate-income homeowners.

Affordable Housing under EO 418

To achieve housing certification under Executive Order 418, towns are required to demonstrate that they are working to increase their supply of housing that is affordable to residents, and to address the community's identified housing needs.

Housing certification is obtained on an annual basis. Wendell received individual housing certification in FY 2001, FY 2002, and FY 2003. For FY 2004, Wendell obtained housing certification through a regional application being submitted on behalf of all Franklin County towns by the Franklin Regional Council of Governments and the Franklin County Housing and Redevelopment Authority.

To count for housing certification, new housing units must be affordable to middle-income households, and can either be for renters or homeowners. Qualifying rental units for housing certification must be affordable to families earning 100% of the area-wide median income, and qualifying homeownership units must be affordable to families earning 150% of the area-wide median income.

The qualifying rental and home sales prices for housing certification are shown in Table 3-17. For FY 2004, new homes must cost \$228,927 or less to count as affordable, and new apartments must have monthly rents of no more than \$1,210. Most of Wendell's housing stock is considered affordable under these definitions. According to the 2000 Census data on housing costs, 90% of rental units in Wendell have monthly costs under \$1,000 and 94% of owner-occupied units have values under \$200,000.

Table 3-17: Affordable Housing Rents and Purchase Prices under Executive Order 418 for Non-Metro Franklin County, FY 2004

Area Median Family Income (Non-Metro Franklin County)*	\$48,400
150% of Area Median Family Income	\$72,600
Affordable Homeowner Units	
Home Price Affordable for Middle-Income Households (150% of Median Family Income)	\$228,927
Affordable Rental Units	
Monthly Rents Affordable for Middle-Income Households (100% of Median Family Income)	\$1,210

**Includes all of Franklin County except Sunderland. Sunderland is considered part of the Springfield metropolitan area.
Source: Massachusetts Department of Housing and Community Development, Instructions for Completion of FY 2004 Request for Housing Certification, 2003.*

Executive Order 418 focuses on having new housing that is affordable, not just having an affordable housing stock overall. Based on the recent home sales prices in Wendell provided by the Warren Group, Wendell's new homes are also typically valued under \$228,927, the EO 418 affordability threshold. For example, in 2003, the median single-family home sales price in Wendell was \$107,550 (*Table 3-13*).

Affordable Housing under Chapter 40B

Chapter 40B of the Massachusetts General Laws, enacted in 1969, was the State's first major legislation to promote affordable housing. It encouraged towns to increase their amount of affordable housing to 10% of their year-round housing units. As was discussed earlier, the Chapter 40B definition of "affordable housing" is more restrictive than the general definition of affordability which is based on housing costs not exceeding 30% of household income.

According to the latest Chapter 40B counts provided by the Department of Housing and Community Development (DHCD), Wendell has 77 affordable housing units, which represent 19% of the Town's year-round housing stock (*Table 3-18*). As was mentioned earlier, it is probable that Wendell's affordable housing count is overstated. The count currently includes homes that had received housing rehabilitation loans. Some of these housing units do not have deed restrictions or other guarantees of long-term affordability for low and moderate income households. Guaranteed long-term affordability is a key element of the definition of "affordable housing" under Chapter 40B. Under Chapter 40B, affordability restrictions are required to last for at least 30 years. When DHCD updates its Chapter 40B counts for communities, Wendell's percentage of Chapter 40B affordable housing could drop significantly. Having over 10% affordable housing under Chapter 40B enables communities to have more control over future development and to turn down Comprehensive Permit developments that the community may consider undesirable. None of the homes built in Wendell by RDI meet the long-term affordability criteria to count as affordable under Chapter 40B.

Table 3-18: Residential Units in Wendell and Nearby Towns that Count as Affordable under Chapter 40B, 2001

Town	Year-Round Housing Units (2000 U.S. Census)	Chapter 40B Affordable Housing Units*	Percent of Units that are Affordable, Chapter 40B Definition
Wendell	405	77**	19.0%**
Erving	625	2	0.3%
Leverett	642	0	0.0%
Montague	3,826	327	8.5%
New Salem	399	0	0.0%
Orange	3,236	435	13.4%
Shutesbury	680	0	0.0%
Warwick	314	2	0.6%

*Count as of October 1, 2001.

**Wendell's affordable housing count in 2001 included homes that had received housing rehabilitation loans. Some of those units do not have guaranteed long-term affordability for low or moderate-income households. As a result, when the Department of Housing and Community Development updates its Chapter 40B counts for municipalities, it is possible that Wendell's percentage of affordable housing could drop to under 10%.

Source: MA Department of Housing and Community Development, 2002.

As shown in Table 3-18, aside from Orange (13.4% affordable housing) and Montague (8.5%), most of the communities near Wendell have very little Chapter 40B affordable housing. One reason that the Chapter 40B percentages are so low for most of the towns, is because the definition of "affordable housing" under Chapter 40B has been so restrictive and has traditionally only counted federally and state-subsidized housing units. As was discussed earlier, Massachusetts has recently begun to revise Chapter 40B, and to expand its definition of "affordable housing" to count additional types of units, including accessory apartments and housing created through the Community Preservation Act. These types of units count as long as they have deed restrictions guaranteeing access and affordability for low or moderate-income households. The changes to Chapter 40B thus far give communities more options for increasing their affordable housing supply. Further Chapter 40B changes are in progress. One change being proposed is to expand the definition of affordable housing to include at least some percentage of a town's mobile homes. Given Wendell's relatively large proportion of mobile homes (10% of the Town's housing stock), such a change could make a big difference in Wendell's Chapter 40B affordable housing percentage.

Population Projections and Future Housing Demand

This section discusses population projections for Wendell and the anticipated future demand for housing within the Town. One possible constraint on future growth in Wendell may be the Town's Phased Growth Bylaw. The Bylaw currently caps new residential construction at 10 housing units per year. This cap on residential construction is brought to Town Meeting each year for renewal, and will currently expire in June 2004 unless Town Meeting votes to extend it. As shown by the data provided by the Wendell Building Inspector (*Table 3-5*), during the 1990-2003 period, the greatest number of building permits authorized in any calendar year was 10 (in 1990) and that typically the number was much smaller. This suggests that the Phased Growth Bylaw has not had any effect on development in Wendell.

At the same time, however, as population pressures increase in Wendell due to rising housing costs in nearby communities, the Phased Growth Bylaw may help to ensure that any growth Wendell experiences is at a sustainable rate, and that the Town does not face large increases in municipal service and infrastructure costs due to high levels of growth over a short period of time.

MISER Population Projections

The Massachusetts Institute of Social and Economic Research (MISER) develops population projections for all Massachusetts towns. MISER, located at the University of Massachusetts, serves as the U.S. Census Bureau's main data center for the Commonwealth. MISER's latest projections (2003) forecast population levels out through 2020, and are based on 1990 and 2000 Census data, and on current birth, death, and migration trends. In forecasting future population, MISER develops projections by age and race for each town in the State. In its population forecasts, MISER creates low, middle, and high projections, each with slightly different assumptions. MISER's projections for Wendell for 2010 and 2020, and estimated population change between 2000 and 2020 are shown in Table 3-19. According to the 2000 U.S. Census, in 2000, Wendell's population stood at 986. MISER's projections suggest that Wendell's population will increase between 5% and 23% during the 2000-2020 period.

Table 3-19: MISER Population Projections for Wendell, 2000 to 2020

	Projected Population 2010	Projected Population 2020	Population Change (%) 2000-2020
Total Population 2000 (U.S. Census)	986		
Low Projection	1,038	1,035	+5.0%
Middle Projection	1,078	1,122	+13.8%
High Projection	1,118	1,214	+23.1%

Source: Massachusetts Institute of Social and Economic Research, Population Projections for Massachusetts, 2000-2020, released 2003.

FRCOG Population Projections

The Franklin Regional Council of Governments developed its own population projections out to 2025, as part of its 2003 Regional Transportation Plan. These population projections were based on historic population trends for the 1970 to 2000 period. The FRCOG population projections estimated that by 2020, Wendell's population would grow to approximately 1,180 residents, an increase of 19.7% from the year 2000 to 2020. This level of growth falls between the middle and high projections made by MISER.

Population Projections by Age Group

Both the MISER and FRCOG projections estimate greatest population increases between 2000 and 2020 will be in Wendell's older populations. According to the MISER's middle projections, the number of Wendell residents age 65 and over is expected to almost quadruple

over the two decades, increasing from 45 people (2000) to 166 (2020). Much of the elderly population growth will be driven by the aging of the baby boom generation. By 2020, many baby boomers will be at least 65 years old. According to MISER's figures, the elderly population increase in Wendell is expected to account for over 90% of the Town's growth during this time period.

Future Housing Demand

According to MISER's middle projections, Wendell's population is expected to grow by 136 people between 2000 and 2020. Assuming an average household size of 2.3 people per household in 2020, the additional 136 residents will make up approximately 60 households, each of which will need housing. Some of this population growth can be accommodated in existing homes, including through additions to single-family homes to create another housing unit. The remainder will necessitate new residential construction. Based on building permit data for 1990-2003, the current rate of new construction in Wendell is 4-5 homes per year. That should be sufficient to meet the expected population demand.

One particular element of future housing demand that the Town may need to address more explicitly is the growing number of elderly living in town. As mentioned above, by 2020, Wendell's elderly population age 65 and over is expected to grow to over 160 people. This large elderly population may have different housing needs than younger generations, and may seek homes with good accessibility and low maintenance responsibilities. It is important that there be sufficient housing options and opportunities for the expanding elderly population.

Summary of Wendell's Primary Housing Assets and Issues

Based on the results of the Town's visioning process and the information that has been gathered on Wendell's current housing conditions and affordability, the following primary housing assets and issues have been identified:

Assets

- High level of homeownership. An estimated 73% of Wendell's housing units are occupied by homeowners. In Franklin County as a whole, 62% of housing units are owner-occupied. A high level of homeownership generally adds to a town's sense of community and stability, and increases residents' involvement and commitment in the town.
- Historic buildings. Wendell is fortunate to have a number of historic buildings and homes. The Wendell Town Common Historic District includes 25 contributing buildings, sites, and objects which comprise the historic, civic, commercial and residential core of Wendell. The Town Common Historic District is listed on the National Register of Historic Places.

- Zoning bylaws to promote a range of housing options and sustainable development patterns. Wendell's Zoning Bylaws allow for future development in Wendell in a flexible which accommodates future growth and housing to meet community needs. The bylaws also allow one and two-unit dwellings by right, and three-unit dwellings and secondary dwellings by special permits. To help preserve open space and encourage development to occur near other development, the Town has a Conservation Development Bylaw, which allows for the clustering of new homes in exchange for preserving other sections of the home lots as open space. Wendell also has a Phased Growth Bylaw to help phase growth so that it occurs at a sustainable rate.
- Rural character and level of protected open space. As many towns near Wendell have experienced tremendous growth and growth pressures, Wendell has managed to retain much of its rural character. The Town's commitment to protecting open space in town has played a large role in keeping Wendell rural, and in limiting undesirable and unsustainable types of development, such as sprawl.

Issues

- The need for more affordable housing options for families and individuals with limited or fixed incomes, particularly residents who are cost-burdened by their housing expenditures. According to the 2000 U.S. Census, approximately 22% of Wendell households have housing costs that are unaffordable based on their incomes. This includes at least 36 homeowners and 15 renters. The level of housing cost burden is greatest among low and moderate-income households (especially young and elderly households), and among renters. For homeowners of low or moderate income, home maintenance expenses can be a significant issue. It is important that these owners have access to housing rehabilitation funds, such as the loan program administered by HRA, to assist them financially with housing maintenance and repairs, or to organizations such as HRA that can assist with home repairs. Renters and homeowners with unaffordable housing costs can also benefit from the Town's Secondary Dwelling Bylaw approved in 2003, which allows for a small second home to be built on the same lot as an existing home. This bylaw offers a new affordable housing option for Wendell residents.
- The need for additional rental housing options. Renters currently occupy approximately 60 dwelling units in Wendell, 13% of the Town's total housing stock. Rental options are needed for adults ages 20-30 who grew up in Wendell and want to live there on their own, but who don't yet have the money to buy their own home. Better rental options may also be needed for elderly residents who want to stay in Wendell but find continuing to maintain their own home too expensive and time-consuming.

- Rising property taxes may be unaffordable to residents on fixed or limited incomes. Between 1990 and 2003, Wendell's average single-family tax bill increased from \$1,377 to \$1,975, an increase of 43% (MA Department of Revenue, 2004). This change is small than that experienced in many Massachusetts towns during this time period; between 1990 and 2003, the median single-family tax bill statewide increased 81%, from \$1,504 to \$2,734. Although Wendell residents experienced less growth in property taxes than Massachusetts residents in general, the Town's increase in taxes over this time period still presents a challenge to Town residents with fixed or limited incomes, and contributes to Wendell homes becoming more expensive and less affordable than they used to be.
- Housing pressures in nearby communities are contributing to rising housing prices in Wendell. Housing prices are increasing in the region due to regional growth and rising demand for affordable homes within commuting distance to regional employment centers, such as Amherst and Northampton. As the housing prices increase in Amherst, Leverett, Shutesbury, Montague, and other nearby communities, the demand is growing for homes in Wendell, which are still relatively affordable compared to these other towns. This rising demand is contributing to increasing housing prices in Wendell.
- The need to balance future residential development with natural, scenic, and historic resource protection. Wendell has done a good job of protecting many of its most significant open space and natural resource areas from development. Over half of the total land acreage in Wendell has been permanently protected as open space. Nonetheless, future development pressures may threaten important natural, scenic, and historic assets in town that are currently unprotected. In addition, new residential growth that is predominantly comprised of ANR (Subdivision Approval Not Required) development could adversely affect the Town's character and historic, natural, and scenic resources. Wendell should consider ways to further promote desirable patterns of development and to further protect its natural, historic, and scenic assets including through new and current planning initiatives, and through additional zoning changes. The Town may also want to consider ways to encourage the usage of its existing Conservation Development Bylaw which helps preserve open space areas, and which may promote housing affordability since clustered homes allow for greater sharing of infrastructure (such as roads), thereby decreasing construction costs.
- The need to make Wendell's Zoning Bylaws more effective. Wendell's Zoning Bylaws allow for a variety of housing types and options. However some of the Bylaws are not as effective as they could be and should be revisited and revised. One issue is that some of the housing options allowed in the bylaws are rarely ever used. One example is the Conservation Development Bylaw, which allows developments to have clusters of single-family and/or two-family homes. Since this bylaw was established, not a single cluster development has been built. Clearly, it is important to review the Conservation Development Bylaw, and to consider where changes to the bylaw could help promote clustered development over typical Subdivision Approval-Not-Required (ANR) construction.

- Wendell's soil and slope characteristics and limited infrastructure have made the Town an inappropriate location for intensified housing development. The Open Space and Recreation Plan explored Wendell's soil and slope conditions and other environmental characteristics which limit future development in Wendell. Wendell is currently zoned to require three-acre minimum lot sizes for single-family and two-family homes, and four-acre lots for three-family homes and for lots with both a primary and a secondary dwelling. The Town presently has no public water or sewer systems. It would be challenging for Wendell to accommodate much higher densities without better water infrastructure and septic/sewer infrastructure (either public sewer or shared septic systems) and further study to determine the feasibility of higher density development. The Town is currently studying septic and public water systems options. Public water and/or sewer infrastructure may be established in limited parts of town in the future, such as near the town common. However, until expanded infrastructure exists, or until Wendell has conducted sufficient research to show that higher densities could be accommodated in some parts of town with the current limited infrastructure, Wendell is most appropriate for low-density, rural-scale development.

Quantifying Wendell's Housing Needs

Earlier in this chapter, there was an evaluation to estimate the percentage of income spent on housing costs, for different income and age groups, and to determine the number of low, moderate, and middle-income households in Wendell with unaffordable housing costs. On the next page, Table 3-20 summarizes the findings of this analysis.

Table 3-20: Current Estimates of Low, Moderate, and Middle-Income Households with Affordability Needs, by Age and Tenancy, 1999

Household Types	Low Income	Moderate Income	Middle Income	All Income Eligible Households EO418
Number of Households with Housing Cost Data				
Homeowners	34	49	78	161
Renters	17	9	13	39
Total	51	58	91	200
Elderly Households with Affordability Needs				
Homeowners	6	3	1	10
Renters	0	0	0	0
Total	6	3	1	10
Non-Elderly Households with Affordability Needs				
Homeowners	19	5	2	26
Renters	11	4	0	15
Total	30	9	2	41
Total Homeowners with Affordability Needs	25	8	3	36
Total Renters with Affordability Needs	11	4	0	15
Total Households with Affordability Needs	36	12	3	51

Estimates prepared by FRCOG. The estimates are based on data from the 2000 U.S. Census, Summary File 3.

Wendell has a total of 200 low, moderate, and middle-income households with housing cost data (According to the 2000 U.S. Census, there are 310 total households in these income categories, combined). An estimated 51 of these households have burdensome housing costs, based on their household incomes. These burdened households include 36 low-income households, 12 moderate-income households, and 3 middle-income households. As the table shows, the proportion of renters and homeowners with affordability issues varies among income groups, with low-income households being the most likely to have burdensome housing costs. Overall, 15 renters and 36 homeowners are estimated to have housing that they cannot fully afford. Wendell is dedicated to helping town residents of low, moderate, and middle income who face unaffordable housing expenditures and other housing challenges.

Housing Recommendations

- **Promote the use of Wendell's Conservation Development Bylaw** which encourages residential development to occur in a way that helps preserve open space areas. The Conservation Development Bylaw can also help create housing that is more affordable than traditional subdivisions because of reduced infrastructure costs. Consider if any changes to the bylaw would help promote this types of development over standard Subdivision Approval-Not-Required (ANR) development.
- **Promote the use of the Town's new Secondary Dwelling Bylaw**, which allows a small secondary housing unit to be constructed on the same lot as an existing home, and offers an important affordable housing option for residents. Some secondary dwellings could provide housing for Wendell seniors. Secondary dwellings could also help increase the Town's supply of rental housing for elderly and young residents who cannot afford to buy and/or maintain a home.
- **Encourage the conversion of single-family dwellings to two-family dwellings in appropriate areas** for seniors and other homeowners who have extra space in their homes, and who could benefit from the extra income that subdividing their homes could bring. Another option could be the rental of single rooms in principal residential structures. Both of these residential uses are allowed by right under the zoning bylaws, and could help make homeownership more affordable for residents on limited or fixed incomes, including some elderly residents. Ensure that homes that add new housing units or new bedrooms are still in compliance with septic system regulations.
- **Explore other options to expand the current affordable housing options for elderly residents in order to reduce housing cost burdens for low and moderate-income seniors.** Strategies could include allowing seniors to volunteer for the Town in exchange for a partial abatement of property taxes. Massachusetts General Laws Chapter 59, Section 5K allows communities to grant tax abatements of up to \$750 per year for seniors who do volunteer work for their local government. Another option could be to encourage new housing specifically for the elderly.
- **Continue to work with the Franklin County Housing and Redevelopment Authority (HRA) to help low and moderate-income residents** access loans and grants for first-time home purchases and home rehabilitation projects, including handicapped accessibility improvements and septic system upgrades.
- **Investigate whether any section of town, such as village areas, could be appropriate for slightly higher residential development or for a mixed-use traditional neighborhood district.** Encourage the study of potential future public water and sewer options as part of this investigation.
- **Continue to work with HRA, RDI, FRCOG, and other regional agencies to promote the creation of affordable housing in the Franklin County region.**

- **Work with Rural Development Inc. to identify potential locations in Wendell for new affordable single-family homes.** Insist that any constructed new affordable homes have long-term deed restrictions so that they will qualify as affordable under Chapter 40B.
- **Work with legislators to encourage the State to continue revising Chapter 40B** to provide additional flexibility and local control in the creation of affordable housing, and to further expand its definition of “affordable housing.”
- **Work with legislators to encourage the passage of the Land Use Reform Act,** which proposes significant changes and reforms to the State Zoning Act (Massachusetts General Laws, Chapter 40A), and gives local governments more control over future residential development.
- **Investigate the procedures and restrictions regarding property owners building and updating their own homes.** Consider changes to facilitate this type of residential development. The Wendell Select Board has requested that the Town’s boards work together to create a guidance brochure for new home construction in Wendell. This brochure could include a discussion of the current procedures and restrictions regarding new construction.

Projected Impacts of These Strategies on Wendell’s Affordable Housing Supply

This section summarizes the projected impacts of the strategies which have been proposed here to expand Wendell’s supply of affordable housing for residents. Many of these strategies do not involve construction of new affordable housing. Rather, they look at potential options for increasing the affordability of the Town’s current residences. These options include housing rehabilitation loans, the creation of secondary dwellings or additional units in existing housing structures, and property tax abatements for low-income seniors who do volunteer work for the Town.

The proposed strategies to promote housing affordability for homeowners are outlined in Table 3-21, and the strategies to promote affordability for renters are shown in Table 3-22. These strategies will help increase housing affordability especially for Wendell’s low and moderate households who currently face burdensome housing expenditures (Only a few middle-income households have housing that is not affordable). These strategies will also help address other concerns of the community regarding recent development patterns and the need to preserve the Town’s natural, open space, and historic resources. The strategies presented here focus on encouraging future growth to occur in a way that helps preserve the Town’s rural character, natural resources, and open space.

The potential impacts of these strategies in addressing affordable housing issues are given in the tables below. The potential impacts shown are for a 10-year time period. This time horizon is used to recognize that some years may have less affordable housing creation than other years, and to give the community some flexibility in its strategies to promote housing affordability.

Table 3-21: Proposed Strategies to Promote Housing Affordability for Homeowners, and their Potential Impacts over a 10-Year Period

Strategy	Impact of Strategies (number of units impacted over a 10 year period)		
	Low Income Households	Moderate Income Households	Middle Income Households
<i>Total Homeowners with Affordability Needs</i>	25	8	3
Housing Rehabilitation Loan Program Available to low and moderate income households	3-5	3-5	
Tax-Abatement Program for Low-Income Seniors who Volunteer for the Town	3-5		
Income from Renting Extra Rooms in a Home or from Renting a Secondary Unit (including a Secondary Dwelling)	2-3	2-3	2-3
Homeowners Moving to a Secondary Dwelling to Cut Housing Costs	2-3	2-3	
New Market-Rate Residential Construction, continuing the current building construction rate of 4-5 units/yr. Estimated 40-50% of new homes for middle-income households Estimated 20-40% of new homes for moderate-income households Estimated 10-15% of new homes for low-income households (remaining homes would be for upper-income households)	4-8	8-20	16-25
New Low-Income Single-Family Homes Built through Developers Such as Rural Development Inc. with Deed Restrictions for Affordability	2-3	1-2	
Total Projected Impact of These Strategies	16-27	16-33	18-28

Table 3-22: Proposed Strategies to Promote Housing Affordability for Renters, and their Potential Impacts over a 10-Year Period

Strategy	Impact of Strategies (number of units impacted over a 10 year period)		
	Low Income Households	Moderate Income Households	Middle Income Households
<i>Total Renters with Housing Affordability Needs</i>	11	4	0
First-Time Homebuyer Assistance Programs to Help Rental Households Purchase Homes	2-3	2-3	
New Accessory Units/Secondary Dwellings For Low and Moderate Income Rental Households	3-5	3-5	
New Market Rate Rental Homes			3-5
Total Projected Impact of These Strategies	5-8	5-8	3-5

Some of these proposed strategies could help Wendell create housing that counts as affordable under Chapter 40B. For example, accessory units and single-family homes with guaranteed affordability are two types of housing that can count towards the Town's Chapter 40B affordable housing count. To count as affordable housing for Chapter 40B, the units must be

for low and moderate-income households and must be guaranteed affordable to these households for at least 30 years.

These strategies outlined in the tables above, if implemented, could significantly reduce the number of Wendell households with unaffordable housing. The proposed strategies presented above are projected to establish at least 50 more homeowner housing units and 13 new affordable rental units in the next 10 years that are affordable to the EO 418 target income groups. It is anticipated that most of this housing will be created via current market trends, and through the construction of new secondary dwellings and accessory housing units.

These strategies also look at providing sufficient housing not only for Wendell's current population, but to accommodate projected population growth. According to MISER's middle projections, Wendell's population is expected to grow by 92 people between 2000 and 2010. Assuming an average household size of 2.3 people per household, the additional 92 residents will make up approximately 40 households. According to building permit data from the Wendell Building Inspector, 15 new housing units were authorized in Wendell between 2000 and 2003. With the current building cap of 10 units per year (Conservation Development subdivisions are excluded from the cap), up to 60 new units could be created between 2004 and 2010, more than sufficient to meet the projected demand. Combined with the proposed ten-year strategies to address housing needs, Wendell should be able to accommodate the projected housing demand, and help address current community housing and development issues at the same time. Through its housing strategies and its approach to accommodating future growth, Wendell demonstrates its commitment to promoting housing affordability and encouraging suitable housing options for town residents.

Housing Appendix

Housing Goals and Recommendations from the Regional Policy Plan

Additional Housing and Demographic Data for Wendell from the U.S. Census

Table B-1: Tenancy by Age of Householder in Wendell, 2000

Table B-2: Household Size by Tenancy in Wendell, 2000

Table B-3: Number of Bedrooms by Tenancy and Occupancy in Wendell, 2000

Table B-4: Monthly Homeowner Costs in Wendell, 2000

Table B-5: Monthly Renter Costs in Wendell, 2000

Table B-6: Household Incomes in Wendell, 1999

Table B-7: Percentage of Household Income Spent on Housing Costs by Income Level and Tenancy, 1999

Comparative Housing Statistics for Wendell and Nearby Towns from the U.S. Census

Table B-8: Number of Housing Units, 1990 and 2000

Table B-9: Types of Housing Structures, 2000

Table B-10: Housing Tenancy and Vacancy Rates, 2000

Table B-11: Owner-Occupied Housing Costs and Housing Values, 2000

Table B-12: Rental Housing Costs, 2000

Income Eligibility Guidelines for Programs Administered by the Franklin County Housing and Redevelopment Authority (HRA) (Table B-13)

Regional Policy Plan

(Franklin Regional Council of Governments, 1988)

Housing Goals and Recommendations

GOALS

- To promote the provision of fair, decent, safe, affordable housing for rental or purchase that meets the needs of Franklin County residents.
- To raise the affordable housing stock throughout the region to 10% of all housing units.
- To raise the affordable housing stock in all communities in the region.

RECOMMENDATIONS

- Prioritize local housing efforts to meet the region's need for affordable housing.
- Support the Franklin County Regional Housing and Redevelopment Authority (HRA) in securing funds to complete a regional housing analysis to assess needs and the quality and quantity of existing affordable housing. This will allow agencies and municipalities to direct housing assistance and funds to the areas where they are needed most.
- Support the provision of affordable housing throughout the region, particularly in major employment centers served by public transit and village centers with public services.
- Assist agencies involved with planning and financing affordable housing, including alternative financing mechanisms such as land trusts, cooperative housing and limited equity cooperatives.
- Preserve existing affordable housing stock rather than converting it to other uses.
- Develop strategies that would guarantee long term affordability. Prioritize projects which offer long term affordability (e.g., first priority is 99+ years, second priority is 40 - 98 years, third priority is 15 - 39 years, and last priority is less than 15 years).
- Support adaptive reuse of abandoned buildings for affordable housing stock.
- Initiate pro-active housing projects by towns to maintain control of development scale and style as befits town character.
- Pursue public grants and other sources of funding to enhance the financial feasibility of affordable housing development.
- Support HRA and local housing authority efforts to increase awareness of need for affordable housing and resources available.

- Encourage housing that minimizes long term costs through high quality design, efficient construction and energy efficiency.
- Towns should consider provisions in local regulations for multi-family and clustered housing in village centers served by public water and sewer and preferably, public transit.
- Towns should consider contributing resources toward the development of long term (preferably 99 years) affordable elderly housing, such as tax title foreclosures of buildings or land for housing sites.
- Towns should consider implementing community home improvement programs and property tax deferrals which help low income households to make home improvements and remain in their homes.
- Support HRA and local housing authority efforts to encourage major employers to implement programs which contribute towards meeting their employees' affordable housing needs, such as mortgage assistance plans, mortgage guarantee programs and assistance with down payments and closing costs.
- Support HRA and local housing authority efforts that encourage lending institutions to make special provisions which are supportive of low income households.
- Town residents should take advantage of HRA's low and moderate income housing programs such as the Self-Help building funds, septic upgrades and home improvement financing.
- Support legislation offering funding mechanisms to remove lead-based paint in rental units.
- Support additional public funding for effective code enforcement for affordable housing.
- Support requirements and efforts to fund ongoing maintenance and management of rental housing complexes.

Additional Housing and Demographic Data for Wendell from the U.S. Census

Table B-1: Tenancy by Age of Householder in Wendell, 2000

Age of Householder	Number Of Households	Owner Households		Renter Households	
		Number	Percent	Number	Percent
Under Age 25	6	2	0.6%	4	7.1%
Age 25 to 34	66	48	14.9%	18	32.1%
Age 35 to 44	103	89	27.6%	14	25.0%
Age 45 to 54	116	107	33.2%	9	16.1%
Age 55 to 64	63	54	16.8%	9	16.1%
Age 65 to 74	16	14	4.3%	2	3.6%
Age 75 and Over	8	8	2.5%	0	0.0%
Total	378	322	100.0%	56	100.0%

One household is considered to occupy one housing unit.

Source: U.S. Census Bureau, Census of Population and Housing, 2000.

Table B-2: Household Size by Tenancy in Wendell, 2000

Household Size	Number Of Households	Owner Households		Renter Households	
		Number	Percent	Number	Percent
1 person	105	91	28.3%	14	25.0%
2 people	143	115	35.7%	28	50.0%
3 people	50	47	14.6%	3	5.4%
4 people	55	47	14.6%	8	14.3%
5 people	19	16	5.0%	3	5.4%
6 people	6	6	1.9%	0	0.0%
7 or more people	0	0	0.0%	0	0.0%
Total	378	322	100.0%	56	100.0%
Average household size	2.36	2.45		1.88	

One household is considered to occupy one housing unit.

Source: U.S. Census Bureau, Census of Population and Housing, 2000.

Table B-3: Number of Bedrooms in Wendell Housing, by Tenancy and Occupancy, 2000

Number of Bedrooms	Owner-Occupied		Renter-Occupied		Vacant/Seasonal*	
	Housing Units	Percent of Total	Housing Units	Percent of Total	Housing Units	Percent of Total
No bedroom	5	1.6%	2	3.6%	15	24.6%
1 bedroom	29	9.0%	2	3.6%	25	41.0%
2 bedrooms	106	32.9%	29	51.8%	6	9.8%
3 bedrooms	130	40.4%	15	26.8%	13	21.3%
4 bedrooms	45	14.0%	8	14.3%	0	0.0%
5 or more bedrooms	7	2.2%	0	0.0%	2	3.3%
Total Units	322	100.0%	56	100.0%	61	100.0%

**The Census Bureau considers housing that is used only seasonally or occasionally to be vacant.*

Source: U.S. Census Bureau, Census of Population and Housing, 2000.

Additional Housing and Demographic Data for Wendell from the U.S. Census

Table B-4: Monthly Homeowner Costs in Wendell, 2000

Monthly Costs (2000)	Homes with Mortgages		Homes without Mortgages	
	Number of Homes	Percentage of Homes with Mortgages*	Number of Homes	Percentage of Homes without Mortgages*
Under \$200	0	0.7%	8	15.7%
\$200 to \$299	1	7.1%	19	37.3%
\$300 to \$399	10	2.1%	11	21.6%
\$400 to \$499	3	12.9%	10	19.6%
\$500 to \$599	18	10.7%	1	2.0%
\$600 to \$699	15	9.3%	0	0.0%
\$700 to \$799	13	7.1%	2	3.9%
\$800 to \$899	10	18.6%	0	0.0%
\$900 to \$999	26	16.4%	0	0.0%
\$1,000 to \$1,249	23	6.4%	0	0.0%
\$1,250 to \$1,499	9	8.6%	0	0.0%
\$1,500 to \$1,999	12	0.0%	0	0.0%
\$2,000 or More	0	0.0%	0	0.0%
Total	140	100.0%	51	100.0%
Median Costs	\$900		\$292	

*Percentages are based on the number of specified owner-occupied housing units with housing costs. The Census Bureau calculated these costs for 191 owner-occupied homes in Wendell.

Source: U.S. Census Bureau, Census of Population and Housing, 2000.

Table B-5: Monthly Renter Costs in Wendell, 2000

Monthly Costs (2000)	Number of Rental Units	Percentage of Rental Units with Estimated Costs*
Under \$200	2	5.1%
\$200 to \$299	2	5.1%
\$300 to \$399	2	5.1%
\$400 to \$499	4	10.3%
\$500 to \$599	9	23.1%
\$600 to \$699	4	10.3%
\$700 to \$799	6	15.4%
\$800 to \$899	6	15.4%
\$900 to \$999	0	0.0%
\$1,000 to \$1,249	4	10.3%
\$1,250 or More	0	0.0%
Total with Estimated Costs	39	100.0%
Median Costs	\$613	

*Percentages are based on the number of rental-occupied housing with estimated housing costs. The Census Bureau estimated rental housing costs for 39 of Wendell's occupied rental units.

Source: U.S. Census Bureau, Census of Population and Housing, 2000.

Additional Housing and Demographic Data for Wendell from the U.S. Census

Table B-6: Household Incomes in Wendell, 1999

Household Income Range	Number of Households	Percent of All Households
Low Income		
Under \$10,000	28	7.4%
\$10,000 to \$14,999	23	6.1%
\$15,000 to \$24,999	38	10.0%
Total Low Income	89	23.4%
Moderate Income		
\$25,000 to \$29,999	25	6.6%
\$30,000 to \$34,999	31	8.2%
\$35,000 to \$39,999	30	7.9%
Total Moderate Income	86	22.6%
Middle Income		
\$40,000 to \$49,999	31	8.2%
\$50,000 to \$59,999	41	10.8%
\$60,000 to \$74,999	63	16.6%
Total Middle Income	135	35.5%
Upper Income		
\$75,000 to \$99,999	43	11.3%
\$100,000 to \$149,999	13	3.4%
\$150,000 or More	14	3.7%
Total Upper Income	70	18.4%
Total Households	380	100.0%
Median Household Income Wendell	\$43,846	
Area-Wide Median Family Income**	\$48,400	

***From DHCD for FY 2004, used for EO 418 housing certification purposes.

Source: U.S. Census Bureau, Census of Population and Housing, 2000.

Additional Housing and Demographic Data for Wendell from the U.S. Census

Table B-7: Percentage of Household Income Spent on Housing Costs, by Income Level and Tenancy, in Wendell, 1999

Tenancy and Household Income Level* (1999)	Households with Cost Data	Housing Costs as a Percentage of Household Income (Number of Households)				Total Households with Unaffordable Housing (Housing Costs are 30%+ of Income)	
		Under 25%	25-29%	30-34%	35% or More	# of Hshds	% for Income Group**
Owners							
Under \$10,000	11	0	0	0	11	11	100.0%
\$10,000 to \$19,999	9	3	1	0	5	5	55.6%
\$20,000 to \$34,999	43	24	6	2	13	15	34.9%
\$35,000 to \$49,999	42	33	6	0	3	3	7.1%
\$50,000 to \$74,999	56	48	6	0	2	2	3.6%
\$75,000 or More	30	26	4	0	0	0	0.0%
Total for Owners	191	134	23	2	34	36	18.8%
Renters							
Under \$10,000	0	0	0	0	0	0	--
\$10,000 to \$19,999	11	4	0	0	7	7	63.6%
\$20,000 to \$34,999	14	4	4	2	4	6	42.9%
\$35,000 to \$49,999	2	0	0	2	0	2	100.0%
\$50,000 to \$74,999	12	12	0	0	0	0	0.0%
\$75,000 or More	0***	0	0	0	0	0	--
Total for Renters	39	20	4	4	11	15	38.5%

*These income groupings approximate those presented earlier (in Table 3-14 and in Appendix Table B-6) for low, moderate, middle, and upper incomes but are not identical to them, due to the slightly different income categories used by the Census Bureau for the housing cost data shown here.

**Percentages are calculated based on the total number of households in each income category with cost percentage data.

***None of the renters in this income bracket had estimated housing costs available.

Source: U.S. Census Bureau, Census of Population and Housing, 2000.

Comparative Housing Statistics for Wendell and Nearby Towns from the U.S. Census

Table B-8: Number of Housing Units, 1990 and 2000

Geography	Total Housing Units 1990	Total Housing Units 2000	Change 1990- 2000	Percent Change 1990-2000
Wendell	400	439	39	+9.8%
Erving	584	630	46	+7.9%
Leverett*	699	648	-51	-7.3%
Montague	3,695	3,844	149	+4.0%
New Salem	328	422	94	+28.7%
Orange	3,106	3,303	197	+6.3%
Shutesbury	702	807	105	+15.0%
Warwick	305	343	38	+12.5%
Franklin County	30,394	31,939	1,545	+5.1%
Massachusetts	2,472,711	2,621,989	149,278	+6.0%

**Town of Leverett officials believe that the U.S. Census Bureau undercounted the number of homes in Leverett in 2000 by at least 10 percent, and that the Leverett experienced housing growth between 1990 and 2000.*

Source: U.S. Census Bureau, Census of Population and Housing, 1990 and 2000.

Table B-9: Type of Housing Structures, 2000

Geography	Total Housing Units 2000	Percentage of Housing Units in Each Type of Structure			
		Single- Family Homes	Two- Unit Buildings	3 or More Unit Buildings	Mobile Homes
Wendell	439	86.1%	3.9%	0.2%	9.8%
Erving	630	77.8%	9.4%	11.4%	1.4%
Leverett	648	85.5%	8.0%	1.7%	4.3%
Montague	3,844	55.2%	16.5%	26.1%	2.2%
New Salem	422	96.9%	1.4%	0.5%	1.2%
Orange	3,303	59.0%	11.0%	21.5%	8.5%
Shutesbury	807	93.1%	4.2%	2.2%	0.5%
Warwick	343	92.1%	2.0%	1.7%	4.1%
Franklin County	31,939	66.3%	11.5%	18.3%	3.4%
Massachusetts	2,621,989	56.4%	11.6%	31.1%	0.9%

Source: U.S. Census Bureau, Census of Population and Housing, 2000.

Comparative Housing Statistics for Wendell and Nearby Towns from the U.S. Census

Table B-10: Housing Tenancy and Vacancy Rates, 2000

Geography	Total Housing Units 2000	Percent Occupied *	Of Occupied Housing Units*		Vacancy Rates	
			Percent Owner-Occupied	Percent Renter-Occupied	Ownership Units	Rental Units
Wendell	439	86.1%	85.2%	14.8%	2.1%	1.7%
Erving	630	95.6%	79.1%	70.9%	1.1%	5.8%
Leverett	648	97.5%	60.7%	39.3%	0.8%	3.2%
Montague	3,844	94.1%	60.7%	39.3%	0.8%	5.4%
New Salem	422	89.8%	89.4%	10.6%	1.2%	9.1%
Orange	3,303	92.2%	66.4%	33.6%	2.0%	5.9%
Shutesbury	807	82.0%	82.6%	17.4%	1.8%	1.7%
Warwick	343	84.8%	87.6%	12.4%	1.9%	n/a
Franklin County	5,678	92.3%	66.9%	33.1%	1.4%	3.6%
Massachusetts	2,621,989	93.2%	61.7%	38.3%	0.7%	3.5%

n/a: not available due to the small number of rental housing units.

**The Census Bureau considers housing units that have seasonal or occasional residents to be unoccupied.*

Source: U.S. Census Bureau, Census of Population and Housing, 2000.

Table B-11: Homeownership Housing Costs and Housing Values, 2000

Geography	Median Monthly Housing Costs		Housing Values for Owner-Occupied Single-Family Homes		
	For Homes with a Mortgage	For Homes without a Mortgage	Median	Lower Quartile Value	Upper Quartile Value
Wendell	\$900	\$292	\$100,800	\$81,100	\$128,000
Erving	\$775	\$218	\$96,300	\$82,200	\$116,700
Leverett	\$1,273	\$441	\$176,900	\$144,600	\$245,200
Montague	\$892	\$330	\$113,400	\$92,900	\$137,700
New Salem	\$884	\$310	\$121,400	\$99,800	\$155,600
Orange	\$816	\$295	\$86,600	\$72,700	\$110,800
Shutesbury	\$1,175	\$410	\$158,100	\$124,800	\$197,200
Warwick	\$866	\$286	\$107,600	\$84,700	\$135,500
Franklin County	\$978	\$336	\$119,000	\$92,200	\$154,100
Massachusetts	\$1,353	\$406	\$185,700	\$135,000	\$274,800

Source: U.S. Census Bureau, Census of Population and Housing, 2000.

Comparative Housing Statistics for Wendell and Nearby Towns from the U.S. Census

Table B-12: Rental Housing Costs, 2000

Geography	Monthly Contract Rent			Median Monthly Gross Rent*
	Median	Lower Quartile Value	Upper Quartile Value	
Wendell	\$505	\$394	\$671	\$613
Erving	\$456	\$371	\$528	\$515
Leverett	\$688	\$518	\$956	\$809
Montague	\$425	\$292	\$543	\$491
New Salem	\$443	\$300	\$617	\$525
Orange	\$364	\$200	\$485	\$430
Shutesbury	\$688	\$522	\$874	\$814
Warwick	\$469	\$359	\$535	\$588
Franklin County	\$462	\$338	\$596	\$541
Massachusetts	\$605	\$407	\$838	\$684

*Includes utilities.

Source: U.S. Census Bureau, Census of Population and Housing, 2000.

Income Eligibility Guidelines for Programs Administered by the Franklin County Housing and Redevelopment Authority (HRA)

Table B-13: Maximum Income Eligibility for Affordable Housing Programs, 2004

Number Of People In Household	HOUSING PROGRAMS						
	State-Aided Housing for Families/ Elders/ Disabled ¹	Low Income Housing Tax Credit		Section 8 Housing Choice Vouchers ²		MA Rental Voucher Program	RDI Homeowner-ship Program Low Income (80% of median)
		Maximum Income	Minimum Earnings (or Section 8 Voucher)	Extremely Low Income (30% of median)	Very Low Income (50% of median)		
1	29,200	25,920	16,848	12,950	21,600	17,960	34,550
2	33,350	29,640	19,266	14,800	24,700	24,240	39,500
3	37,500	33,300	21,645	16,650	27,750	30,520	44,400
4	41,700	37,020	24,063	18,500	30,850	36,800	49,350
5	45,000	39,960	25,974	20,000	33,300	43,080	53,300
6	48,350			21,450	35,800	49,360	57,250
7	51,700			22,950	38,250	55,640	61,200
8	55,000			24,450	40,700	61,920	65,150

¹Applicants for state-aided housing for elders must be 60 years of age or older, or have a disability.

²75% of all vouchers must be issued to applicants whose income is at or below 30% of area-wide median income.

Sources: Franklin County Housing and Redevelopment Authority, 2004.

CHAPTER 4

ROAD RESEARCH

Introduction

The Community Development Plans being developed under Executive Order 418 (EO 418), such as this one for Wendell, typically include a transportation element as one of their four main components. Each plan's transportation section centers around specific regional or sub-regional concerns involving the transportation network, and includes a specific project to address these concerns. The Town of Wendell has selected two topics as the focus of the transportation element of its Community Development Plan. The first topic is the status and layout of specific roads in the community. This topic is the subject of this chapter. The second topic is the transportation needs of Wendell residents and the current level of transit services. That topic is discussed in Chapter 5 of the Community Development Plan.

The subject of this chapter, Chapter 4, the road research task, has been divided into two main parts:

- Investigation of the legal status for five roads in Wendell to determine if they are public ways, or have legally been discontinued. The roads for this research are: Rockwell Hill Road, Old Farley Road, Old Egypt Road, Kentfield Road, and Sears Road.
- Research on the legal extent (the width and center point) of the following five roads: Wendell Depot Road, Locke's Village Road, Montague Road, Farley Road, and Mormon Hollow Road.

The Wendell Highway Commission selected the roads which were chosen for this project.

The chapter also contains information on the Massachusetts statutes that govern the creation, alteration, and discontinuance of roads, and on recent Massachusetts court cases regarding public way discontinuances and the use of old public ways to meet access requirements for development. The chapter also includes an overview of the procedure for discontinuing a road. The last section of the chapter contains recommendations for future road research and for future town actions regarding the roads which were investigated for the Community Development Plan. These recommendations were established by the members of the Wendell Community Development Plan Committee.

Context for this Project

This section provides background information and context for this road research project, and gives a brief summary of the relevant Massachusetts statutes regarding public ways.

State Statutes Regarding Public Ways

This section provides an overview of the Massachusetts statutes that govern the creation, alteration, and discontinuance of roads within the State. The statutes have different provisions and requirements for state highways, county highways, town ways, and statutory private ways. Information contained in this section comes from the Massachusetts state statutes themselves and from reference materials such as the report *Discontinuing Town and County Roads* (1990), which was published by the Franklin County Planning Department, the predecessor to the Franklin Regional Council of Governments Planning Department.

State Highways

The Massachusetts Highway Department (MassHighway) oversees the laying out, alteration, and discontinuance¹ of state highways in Massachusetts, pursuant to Chapter 81 of the Massachusetts General Laws (MGL). MassHighway may lay out new state highways as it deems necessary, after public notice and a hearing of all interested parties (MGL Chapter 81, Section 5). State highways may also be created after being requested by written petition submitted by County Commissioners or Town Selectmen (MGL Ch. 81, Sect. 4). Once highways have been laid out and constructed, the Commonwealth can alter their location after proper notice (Ch. 81, Sect. 6). State highways are maintained by MassHighway.

A state highway may be discontinued as a state highway with the agreement of the County Commissioners where the highway is located. Any ways that are discontinued as state highways automatically become town roads (MGL Chapter 81, Sect. 12). MassHighway may also abandon any land or land rights that were acquired for state highways. Upon abandonment, the land or land rights will revert to the abutting property owners (Ch. 81, Sect. 12).

County Roads

Under Chapter 82 of the Massachusetts General Laws, County Commissioners have principal jurisdiction over the creation, alteration, and discontinuance of county roads and highways. In Franklin County, since the dissolution of the Franklin County Commission, the Executive Committee of the Franklin Regional Council of Governments has had jurisdiction over county road actions; therefore, references to Commissioners or County Commissioners in the state

¹The Road Research Appendix at the back of this chapter contains a glossary of these terms. They each have specific meanings under the Massachusetts General Laws. For example, discontinuance refers to a road ceasing to exist legally, not just to the road no longer being maintained.

statutes also apply to the Executive Committee of the Franklin Regional Council of Governments. County Commissioners may lay out, alter, relocate and discontinue county roads within their county as necessity and convenience requires (MGL Chapter 82, Sect. 1), and after the required notice has been given. The creation, alteration, and relocation of county roads can also occur in response to town or citizen petition requests. Town Selectmen or Road Commissioners exercise original jurisdiction, concurrent with the County Commissioners, over such petitions (Ch. 82, Sect. 17). County roads are constructed and maintained by the towns in which they are located.

Only County Commissioners (or the Executive Committee of the FRCOG) have the authority to discontinue county roads. However, their ability to do so is limited. County roads can only be discontinued after the Commissioners receive a petition requesting the discontinuance. In addition, the Commissioners must find that “common convenience and necessity require” the discontinuance (MGL Chapter 82, Sect. 2). When a county road is discontinued, it is discontinued and abandoned, and any fee interest in the land reverts to the abutting property owners, and any easement interest dissolves and the adjacent properties are no longer encumbered by the public easement.

Town Roads

Under the Massachusetts General Laws, towns have the principal jurisdiction over most town road actions, and responsibility for town road maintenance. Generally, a town road may be laid out, relocated, or altered by Town Selectmen with Town Meeting approval (MGL Chapter 82, Sect. 21). Town roads can also be created through prescriptive use validated by court action. In addition, prior to 1857, they could have been created through dedication.

Town roads can be discontinued at Town Meeting (MGL Chapter 82, Sect. 21). For a Town Meeting discontinuance, there are no requirements that abutters be notified, that a public hearing be held, or that there be a particular reason or justification for the discontinuance. If a town road was created by easement and not by eminent domain, it can be discontinued with a simple majority vote at Town Meeting. Discontinuance of a town road taken by eminent domain, however, requires a two-thirds majority vote for approval.

Town actions regarding town roads that fall within five hundred yards of an adjoining town have additional restrictions and requirements over those given above. A town cannot lay out, alter, relocate, or discontinue such roads within proper notice to the adjoining community (MGL Ch. 82, Sect. 1). A public hearing must be held on the proposed action. In addition, written notice must be given to the adjoining town’s Selectmen, and those Selectmen must agree in writing to the proposed action. If the Selectmen do not grant written permission for the proposed action within 90 days, the initiating town may make a written request to MassHighway for approval.

In addition to the already mentioned means of discontinuance, town roads can also be discontinued by action of the County Commissioners (the FRCOG Executive Committee). An individual who is “aggrieved by the refusal of a town to discontinue a town way” can submit a written petition to the County Commissioners for discontinuance (MGL Ch. 82,

Sect. 30). The County Commissioners may consider the petition and then make a decision. If a town road is discontinued by the Commissioners, it cannot be laid out again by the town for two years. This is a little used method for discontinuing town roads.

Statutory Private Ways

Statutory private ways have public access, but no town responsibility for maintenance. Statutory private ways are governed by most of the same statutes that affect town roads, primarily Chapter 82 of the Massachusetts General Laws. Statutory private ways are laid out by Town Selectmen and accepted at Town Meeting (MGL Chapter 82, Sect. 21). Town Meeting also has the authority for relocating, altering, or discontinuing these roads (Ch. 82, Sect. 21). As with town roads, a party who is aggrieved by a town's failure to discontinue a particular statutory private way can petition the County Commissioners for the way's discontinuance (Ch. 82, Sect. 30).

Statutory private ways are generally maintained by the abutting property owners. However, a town can opt to maintain these roads if it so chooses. Under MGL Chapter 40, Section 6D, the town can have a ballot vote to allow the town to maintain private roads that are open to public use, and provide snow removal thereon. Under MGL Ch. 40, Sect. 6N, the town can create an ordinance to allow the town to make repairs on private ways.

Statutory private ways are sometimes created when a discontinuance of a town road would result in access problems for some abutting property owners. After discontinuing maintenance under MGL Chapter 82, Sect. 32A, the Town Selectmen may choose to designate the way as a statutory private way in order to retain public access, but release the town from responsibility for maintenance and liability for use. In addition, statutory private ways are not considered to be public ways under the Massachusetts Subdivision Control Act (MGL Chapter 41, Sect. 81), and therefore cannot be used as frontage for Approval Not Required (ANR) development.²

Massachusetts Appeals Court Cases Regarding Access for ANR Development

This section gives an overview of four recent Massachusetts Appeals Court cases that dealt with the question of access for "Approval Not Required" (ANR) development. ANR development requires adequate frontage on a public way. These cases address the characteristics needed for a public way to qualify for ANR development.

Perry v. Planning Board of Nantucket (15 Mass. App. Ct. 144, 151 (1983))

The court found that a public way had been laid out but never constructed could not be used for frontage for ANR development, and that a proposed development fronting on the way was therefore subject to subdivision review.

²Massachusetts Supreme Judicial Court decision in Casagrande v. Town of Harvard, 387 N.E. 2d 571 (1979).

Sturdy v. Planning Board of Hingham (32 Mass. App. Ct. 72 (1992))

The court held that the level of deficiencies in the subject public way were not grounds for a denial of ANR endorsement.

Gates v. Planning Board of Dighton (48 Mass. App. Ct. 394, 399 (2000))

The court created two categories of access on public ways:

1. “could be better but manageable” which is sufficient to allow ANR development, and
2. “illusory” access which is not.

Ball v. Planning Board of Leverett (58 Mass. App. Ct. 513 (2003))

The court concluded that road in question did not provide adequate emergency vehicular access to one lot and hence was in the illusory category as defined in *Gates*. As such, the road was deemed inadequate to be used for frontage for ANR development. This case appears to define adequate access for emergency vehicles at the time of application as the deciding factor in whether an ANR endorsement can be denied.

Legal Status of Certain Roads in Wendell

The Wendell Roads Commission selected the following five roads for the focus of this research: Rockwell Hill Road, Old Farley Road, Old Egypt Road, Kentfield Road, and Sears Road. All of these roads have questions regarding their legal status. These roads were selected because of concerns about their potential use for access and frontage for new ANR (“Approval Not Required”) development and the degree to which the town is responsible for their maintenance. Wendell’s Zoning Bylaws defines frontage as “that side of a lot abutting on an existing public way.” If a road has not been designated by the town as a public way, or if it once was so designated, but now has been legally discontinued, it cannot be used to meet frontage requirements.

The table on the next page summarizes the information that has been collected on these roads so far, and remaining questions about the roads’ legal status.

In March 1986, the Wendell Town Meeting approved an article (Article 1) to legally discontinue a number of roads in Wendell, was approved. Some of the roads researched here were included in that Town Meeting article. For reference purposes, a copy of that article and a map showing the roads the article asked to discontinue, are provided in the Appendix at the back of this chapter.

Table 4-1: Information on the Legal Status of the Researched Roads

Road Name	Active	Discontinued	Comments
Rockwell Hill Road (also known as Rockwood Hill Road)	Yes	No	Entire length of road in Wendell is a 4 rod wide county layout. The original layout was in 1759 and all but the small isolated portion in the extreme southeast corner of town was altered in 1794. There are two sections of this road in Wendell separated by about 1.2 miles of the road that is in Shutesbury. In the early 1980s, the Town petitioned the County Commissioners to discontinue the road; that petition was dismissed. The Town voted to petition the county again in 1987 to discontinue the road but no petition was ever filed with County Commissioners. If the Town of Wendell still wishes to discontinue all or a portion of the road, the Select Board should send a letter to that effect to the FRCOG, and the FRCOG will then prepare an estimate of the costs for the discontinuance.
Old Farley Road (Portions also known as Old Erving Road and Stone Place Road)	Unsure	3/20/1986	USGS map in Wendell town files showing discontinuances for the March 1986 Town Meeting roads article, indicates that section #8 was not discontinued that date and sections #10 and #11 were discontinued that date. #8 is the section that runs parallel to the Millers River between Farley and Erving village. #11 is listed as Posk Place Road and is the connector road to the bridge in Farley. #10 is listed as Stone Place Road and runs parallel to the section of Farley Road from Posk Place Road south to a point about half way to the junction of Farley Road and Mormon Hollow Road. It is possible that section #8 was discontinued prior to 1986, and that the 1986 Town Meeting article was therefore moot with regards to the status of that section. However, further research is needed to investigate that possibility.
Old Egypt Road	No	3/20/1986	Road is shown on the USGS map for the March 1986 Town Meeting article as two sections of #18 separated by about 1,900 feet of road that lies in Leverett.
Kentfield Road (also known as Kempfield Road)	North end	3/20/1986	The northernmost 3,500 feet appears to still be active, although research for a layout or prior discontinuance has not been completed. There are a number of residences on this section of the road. The remainder of the road was discontinued in 1986 and is shown as #4 on the USGS map for the March 1986 Town Meeting article.
Sears Road	Unsure	Unsure	Further research is necessary to determine the status of the road. Most of the road is located within the Wendell State Forest.

Note: A copy of the March 1986 Town Meeting article for road discontinuances and of the USGS map showing the road segments that were discontinued are contained in this Appendix for this chapter.

In summary, the roads that have been discontinued by Town Meeting on March 20, 1986 are no longer a town maintenance responsibility, and are not eligible for ANR development, or for development on existing lots. These roads no longer exist as a legal entity. Rockwell Hill Road is still an active county way. As such, the Town has the legal responsibility to maintain it, and ANR development can occur along it. If the Town would like the road or a portion of it to be discontinued, the Select Board should send a letter to that effect to the FRCOG, and the FRCOG will then prepare an estimate of the costs for the discontinuance.

The status of the remaining roads cannot be determined at this time without more extensive research of the Town's records (such additional research is beyond the scope of this project). The town could vote to discontinue any of the roads with continuing questions at a Town Meeting and then the roads would no longer be a town maintenance responsibility and they would not be eligible for development. If they never were town roads, a vote to discontinue them would be a moot action. A vote to discontinue a road does not prove it was ever a public town way in the first place should that become an issue. An alternative approach could be for the Select Board to vote to discontinue maintenance of the roads, as allowed under Massachusetts General Laws Chapter 82, Section 32A. This option would not subject the Town to claims for damages due to severance of access, as access would be preserved. However, lots along the road would no longer be able to use the road to meet frontage requirements for development.

The Town of Wendell could be subject to a claim for damages from any abutter that loses access to their property through a road discontinuance vote. The amount of damages could be as much as the value of the land at the time of discontinuance. An aggrieved party has three years to file a suit for damages in Superior Court. It would be the responsibility of a party seeking damages to provide evidence of a layout vote for the road in question. It would then be the Town's task either to discredit the layout vote as not pertaining to the road in question or to find a subsequent discontinuance vote.

Extent and Width of Certain Roads in Wendell

As with the research conducted regarding the legal status of certain roads in Wendell, the Wendell Highway Commission also selected the roads to be researched regarding their location and width. The Highway Commission chose the following five county roads for this second research: Wendell Depot Road, Locke's Village Road, Montague Road, Farley Road, and Mormon Hollow Road. The five roads selected are considered to be the major roads in Wendell with potential future issues regarding their width and location. This section summarizes the results of the research on these roads. The metes and bounds for each of these roads, where available, are provided in the Road Research Appendix at the back of this chapter.

Wendell Depot Road

Location

Wendell Depot Road is located in the central and northeastern portions of the Town. It runs from the Town Common (the intersection of Wendell Depot Road, Locke's Village Road, Morse Village Road, and Montague Road) nearly due north for 1.75 miles (about 9,300 feet) and then turns and runs in a generally northeasterly direction about 3 miles to the Orange town line at the center of the Millers River at Wendell Depot Village.

History

- 1784 Road originally laid out 4 rods wide (66 feet). The current road follows this layout from the Town Common for 1.75 miles. The layout continued running nearly due north through Erving and into Northfield along Mountain Road. The section of this layout in Wendell that does not follow the current Wendell Depot Road was discontinued in 1878. The discontinued portion has been referred to as Old Farley Road. This is the most recent layout of Wendell Depot Road for the section of the road north of the 1794 alteration.
- 1794 An alteration to a 1793 layout was laid along the current route of Morse Village Road and the first half-mile of the current Wendell Depot Road (over a portion of the 1784 layout mentioned above). The alteration then ran in a northwesterly direction until it intersected what is now Farley Road about 1,500 feet west of Wendell Depot Road. The section of this alteration between Wendell Depot Road and Farley Road does not have an actively traveled or maintained road within it, but this portion of the layout appears to never have been discontinued. No layout width is given. This is the most recent layout for the southerly most half-mile of Wendell Depot Road.
- 1837 A new road was laid 3 and 4 rods wide from the old road to Greenfield (close to Route 2A) across the Millers River in Wendell Depot Village and more or less along the present route of Wendell Depot Road to a point a little north of Osgood Brook where it leaves Bowens Pond. This is the most recent layout for much of this route but the survey does not fit the present road well. Portions of this section were changed in 1912 and 1933.
- 1840 A new road was laid 3 rods wide (49.5 feet) from the south end of the 1837 layout. This layout crossed Osgood Brook and ran only about 575 feet. This is the most recent layout for the southerly most 370 feet of this section of the road. The northerly portion was relocated in 1933.
- 1848 The Vermont and Massachusetts Railroad was granted permission to raise the grade of Wendell Depot at the new railroad crossing in Wendell Depot Village. No change to the width or sidelines was given.

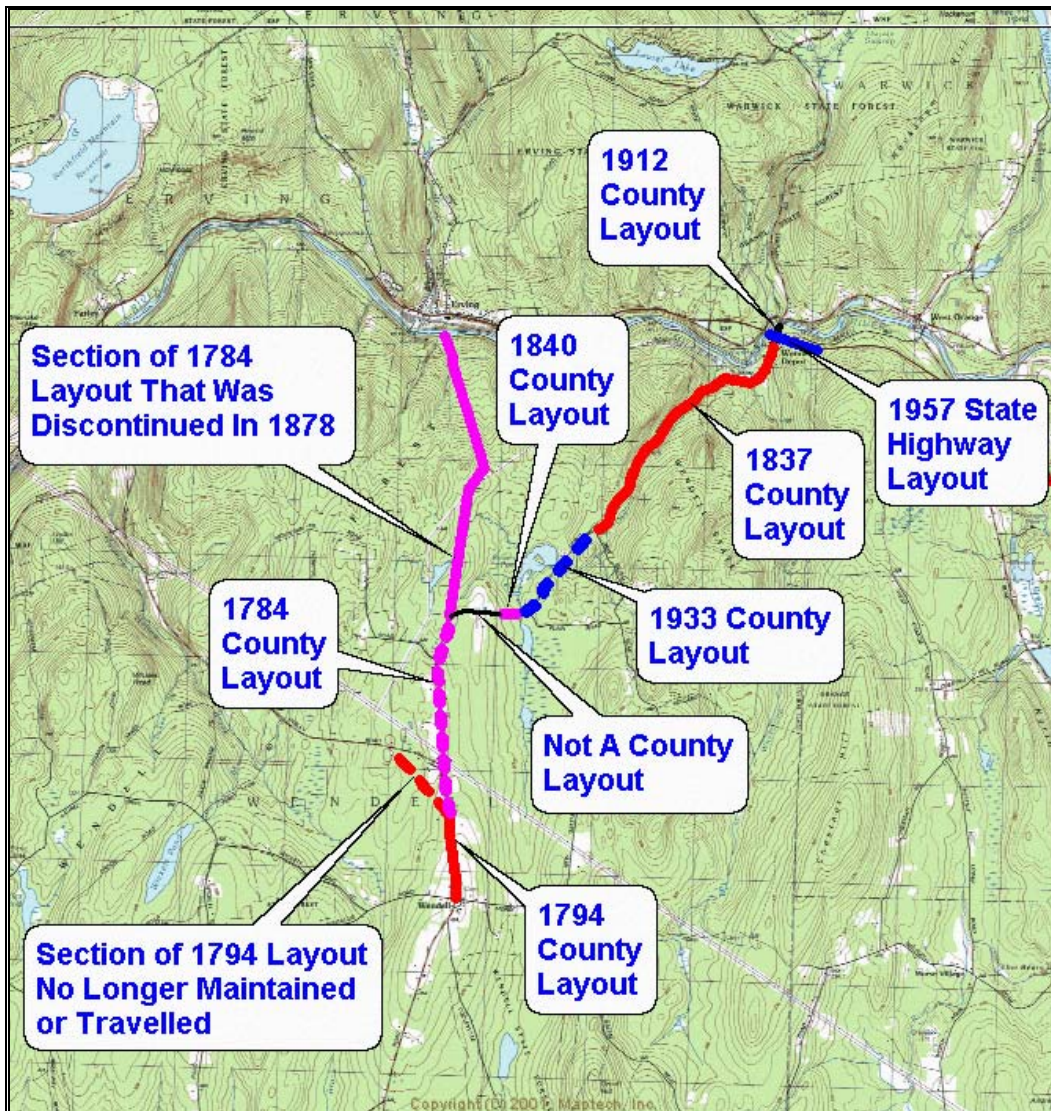
- 1912 The road was altered from just north of the railroad tracks to Route 2A in Orange to accommodate a new bridge that was built just west of an earlier bridge. The width varies. This is the most recent layout for this section of the road.
- 1933 The road was relocated from just south of the bridge over Osgood Brook at the outlet of Bowens Pond northerly to New Salem Road, a distance of about 2,200 feet. The relocation was laid 66 feet wide. This is the most recent layout for this section of the road.
- 1988 The Wendell Board of Selectmen petitioned the Franklin County Commissioners to relocate the portion of Wendell Depot Road from Montague Road to the northerly property line of the Town Highway Department/Fire Department land parcel. The intent was to narrow the layout from 66 feet to 50 feet. A hearing was held, but the action was never completed.

Current Status

The current road follows the 1794 layout from Montague Road north for about a half-mile. No layout width is recorded but stone walls along this section are about 66 feet (four rods) apart. From the north end of the 1794 layout, the current road follows the 1784 layout (four rods in width) to the sharp bend about 1.75 miles north of the common. From the bend to about 500 feet southwest of the outlet of Bowens Pond, Wendell Depot Road is not a county road since no recorded layout for this section can be found. The next 370 feet (more or less) follow the three-rod wide 1840 layout to a point just south of the Bowens Pond outlet. From this point to New Salem Road, about 2,200 feet, the current road follows the 1933 layout which is 66 feet wide. From New Salem Road, the current road follows the 1837 layout to just north of the railroad tracks in Wendell Depot. The width for this section varies between three and four rods. From the tracks north to the south sideline of Route 2, the current road follows the 1912 layout of variable width. From the southerly sideline of Route 2, which is 175 feet from the centerline of the Route 2 overpass bridge, the current road either follows the 1912 layout or is within the 1957 State Highway Layout of Route 2.

The only sections of the current road that are likely to have bounds set to delineate the sidelines are the 1933 and 1957 sections. Any future activities requiring precise knowledge of the road's location outside of the above sections will likely require a relocation of the section of interest.

Figure 4-1: Wendell Depot Road, County Road Index Map



Suggested Future County Road Actions

The 1988 unfinished road action should be reviewed to determine if it is still necessary. If it is needed, a new hearing should be held and an Order of Relocation signed and filed. It will require updating the preliminary relocation plan that was prepared in 1988.

The portion of the 1794 alteration that lies between Wendell Depot Road and Farley Road (about 3,000 feet in length) that does not have an actively traveled or maintained road within it should be discontinued and abandoned.

The section of Wendell Depot Road between the 1784 and the 1840 layouts (about 3,800 feet in length) that is not currently a county road could be made into a county layout by petitioning

the Council of Governments for a section of new highway. This would affect the layout, not the pavement.

As mentioned above, any future activities requiring precise knowledge of the road's location outside of the 1933 and 1957 sections will likely require a relocation of the section of interest.

Locke's Village Road

Location

Locke's Village Road is located in the southern portion of the Town of Wendell. It runs from the town common (the intersection of Wendell Depot Road, Locke's Village Road, Morse Village Road, and Montague Road) south and southwest about 3.3 miles to the Shutesbury town line near Lake Wyola.

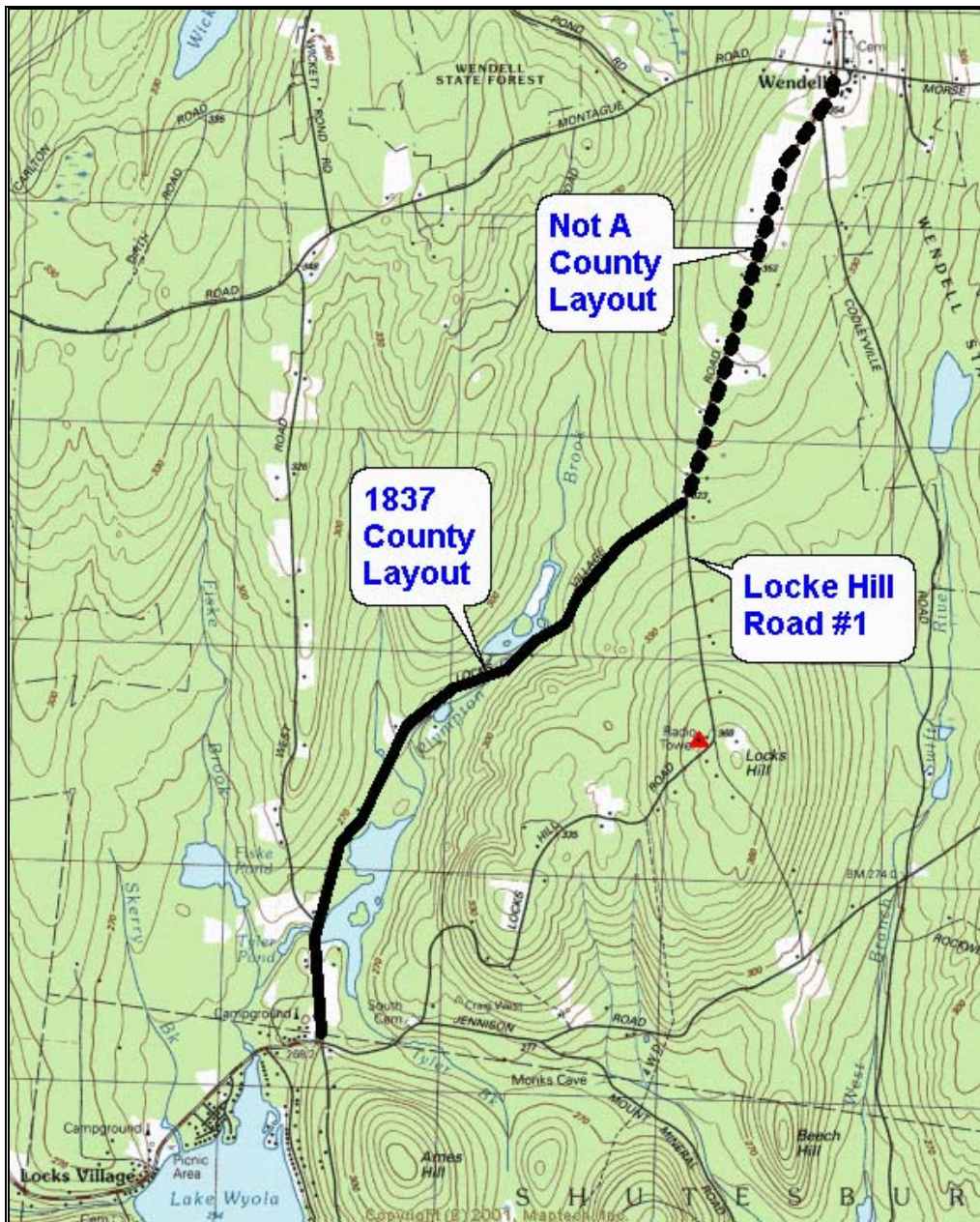
History

Locke's Village Road was laid out as a county road 3 rods wide, from what is now called Locke Hill Road #1 south to the Shutesbury town line. This layout appears to match the shape and location of the current roadway quite well, for this portion of the road.

Current Status

No bounds were set with the 1837 layout, so it would not be possible to determine the exact sidelines without a relocation. The section of the road from Locke Hill Road north is not a county layout and further research of the Town records will be needed to determine if or when the road was laid out by the Town.

Figure 4-2: Locke's Village Road, County Road Index Map



Montague Road

Location

Montague Road is located in the southwestern portion of the Town of Wendell. It runs from the town common (the intersection of Wendell Depot Road, Locke's Village Road, Morse Village Road, and Montague Road) west 3.7 miles (about 19,600 feet) to the Montague town

line near the intersection with Laurel Drive. The road runs along and through the southerly end of the Wendell State Forest for most its length.

History

- | | |
|------|---|
| 1762 | Road was originally laid out 3 rods wide (49.5 feet). This layout covered most of the present route. East and west ends of this layout within the locus of Montague Road were discontinued by 1765 and 1894 road actions, respectively. Remainder of layout was never discontinued. Much of it is under the newer 1826 and 1976 layouts, but portions lie outside of those layouts as well. |
| 1765 | Easternmost one-third mile of Montague Road changed to near its current location and was laid 4 rods wide (66 feet). Most of this layout lies under or near the 1826 layout but was never discontinued. |
| 1826 | New road laid 4 rods wide at or near the location of the road as presently traveled. Since this was a new layout, it did not discontinue any of the older layouts that it covered. All of this layout is active except where it was replaced by the 1976 relocation. |
| 1894 | Discontinuance of the westernmost one-half mile of the 1762 layout. |
| 1976 | Relocated the current road between the Montague town line and West Street. Road was laid out with variable width, mostly 60 feet wide. Filed plan has lines of 1826 layout that do not match the recorded description of the 1826 layout. This is the most current layout and it discontinued the portion of the 1826 layout that covered the same stretch of road. |

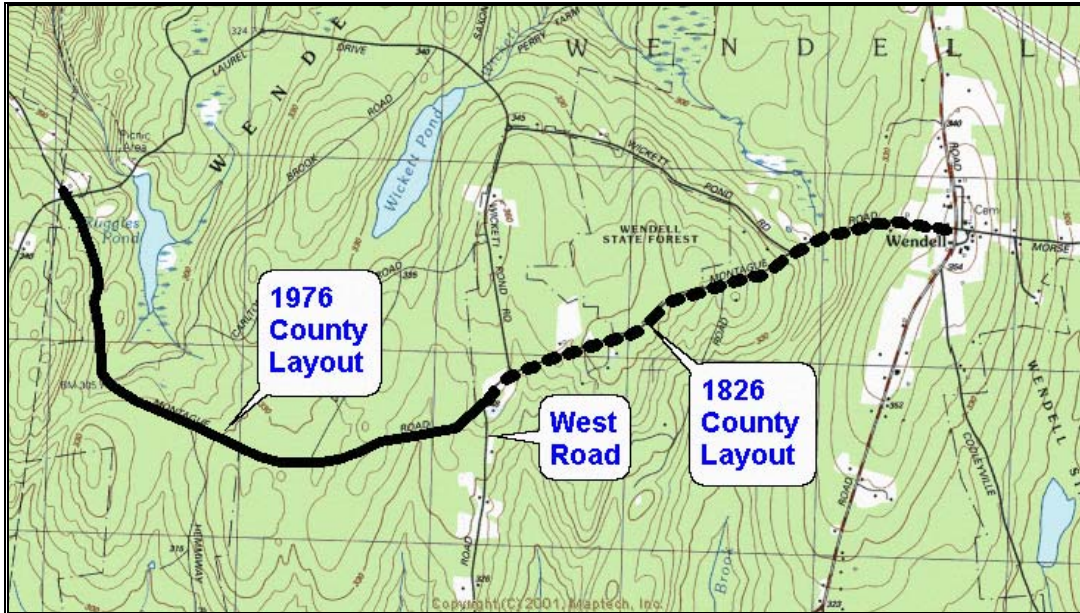
Current Status

The current road follows the 1976 relocation from the Montague town line to West Street and follows the 1826 layout from West Street to the town common. Bounds were not found for either the 1826 or the 1976 portions of the road and therefore the road's precise location is not possible to determine exactly, only in a general sense. Any future activities requiring precise knowledge of the road's location will likely require a relocation of the section of concern.

Old Sections to Discontinue

The portion of the 1762 layout between the east end of the 1894 discontinuance and the west end of the 1765 alteration still appears to exist and most likely could be discontinued without affecting any property access. The portion of the 1765 alteration between its western end and the town common still appears to exist and most likely could be discontinued without affecting any property access. Both the 1762 and 1765 layouts continue to the east of the Montague Road locus and would need to be further researched to determine if any access issues exist beyond this locus.

Figure 4-3: Montague Road, County Road Index Map



Farley Road

Location

Farley Road is located in the northern portion of the Town. It runs from Wendell Depot Road, about three-quarters of a mile north of the town common (the intersection of Wendell Depot Road, Locke's Village Road, Morse Village Road, and Montague Road), in a northwesterly direction for approximately 2.5 miles to the intersection of Mormon Hollow Road. From Mormon Hollow Road, it runs generally north, about 1.4 miles, to Posk Place Road which is a short connecting road across the Millers River from Farley village in Erving.

History

- 1793 Original layout has no recorded width. The current road between Wendell Depot Road and Mormon Hollow Road generally follows this layout but alterations and relocations in 1794, 1961, 1969, and 1973 changed all but the section that runs 0.6 miles north from the intersection of Saxon Bridge Road. This is the only section of the 1793 layout remaining for Farley Road.
- 1794 An alteration to a 1793 layout was laid mostly to the east of Farley Road. The alteration intersected what is now Farley Road about 1,500 feet west of Wendell Depot Road. This alteration discontinued the easternmost 1,500 feet of Farley Road. This section once again became a county road in 1969. No portion of the current Farley Road lies within the 1794 alteration.

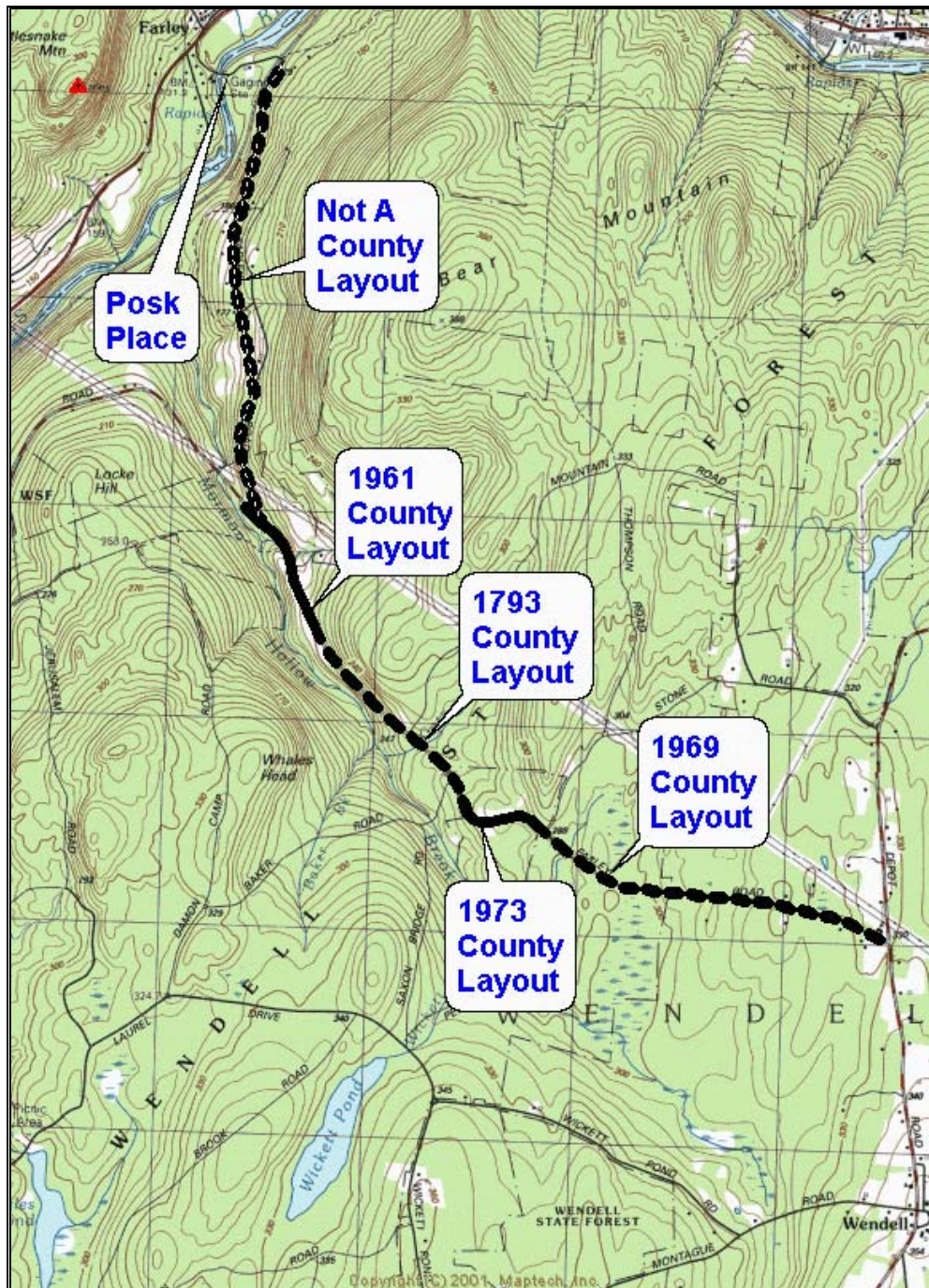
- 1961 A relocation was laid 49.5 feet wide from about one-half mile south of the Mormon Hollow Road intersection to a point on Mormon Hollow Road about 800 feet north of the Farley Road intersection. This is the current layout for the affected sections of Farley Road and Mormon Hollow Road. The 1961 relocation discontinued the underlying section of the 1793 layout.
- 1969 A relocation was laid 60 feet wide from Wendell Depot Road to a point about 1.1 miles to the northwest. This is the current layout for the affected section of Farley Road. This relocation discontinued the underlying section of the 1793 layout and reestablished the easternmost 1,500 feet of Farley Road as a county highway since that portion had been discontinued by the 1794 alteration.
- 1973 A relocation was laid 60 feet wide from the northerly end of the 1969 Farley Road relocation to a point about 1,300 feet north of it. The layout narrows to 50 feet in width at the north end. This is the current layout for the affected section of Farley Road. This relocation discontinued the underlying or adjacent section of the 1793 layout. The 1973 layout plan indicates that the current layout at that time was from 1850. No record of an 1850 county layout for this section of road was found during the course of this research.

Current Status

The current road follows the 60-foot wide 1969 layout from Wendell Depot Road north for about 1.1 miles. From the north end of the 1969 layout, the current road follows the 60-foot wide 1973 layout for approximately 1,300 feet. The layout width narrows to 50 feet at the north end of the 1973 layout. From the north end of the 1973 layout, the current road follows the original 1793 layout for about 0.6 miles to a point approximately 0.5 miles south of the intersection with Mormon Hollow Road. The 0.6 miles south of Mormon Hollow Road was relocated in 1961 and is 49.5 feet wide. There are no records of any county layouts for the portion of Farley Road that lies north of Mormon Hollow Road. A search of the Town Meeting records has not been completed to determine if or when this section may have been laid out by the Town. Further investigation of the records is needed.

The 1961, 1969, and 1973 relocations were all takings in fee and were to have bounds set. It has been the FRCOG's experience that often when bounds were ordered to have been set, towns rarely complied with that part of the order and as result no bounds are to be found today. This assumption needs to be field verified for Farley Road. Without bounds present, any future activities requiring precise knowledge of the road's location will likely require a relocation of the section of interest.

Figure 4-4: Farley Road, County Road Index Map



Mormon Hollow Road

Location

Mormon Hollow Road is located in the northwestern portion of the Town of Wendell. It runs from Farley Road to the Montague town line at Lyons Brook and is about 2 miles in length. The road runs generally parallel to the Millers River and is less than one-half mile south of it.

History

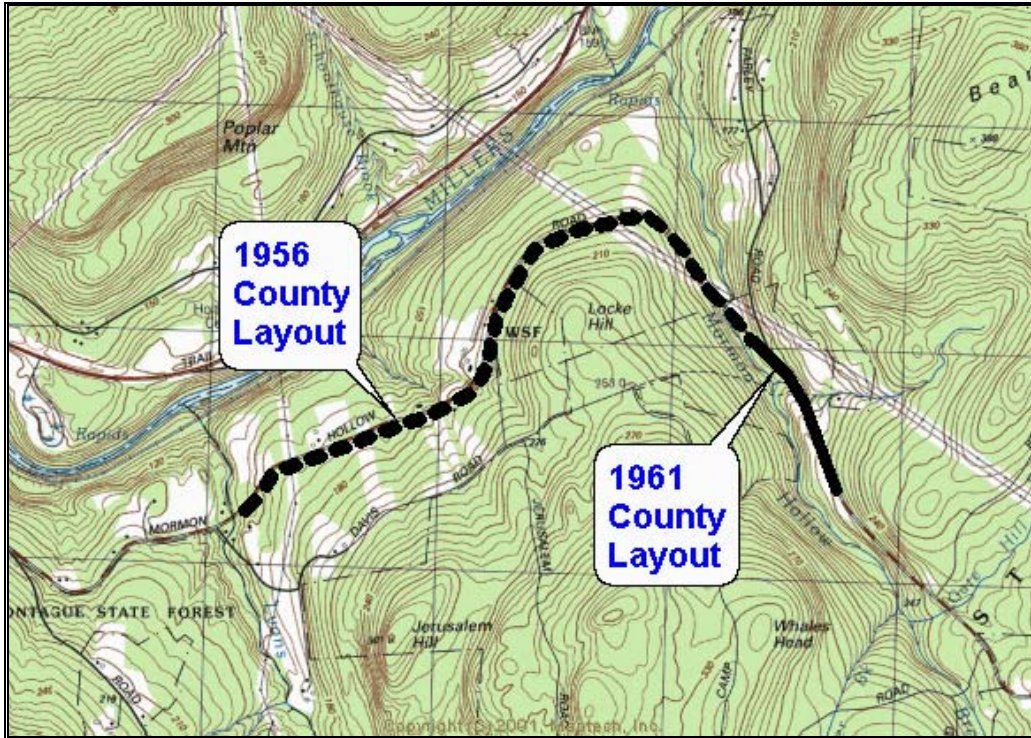
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| 1793 | Original layout has no recorded width. All portions of this layout along Mormon Hollow Road have been superceded and discontinued by the subsequent actions listed below. |
| 1850 | An alteration or a new road was laid (it is not clear from the record) from the Montague town line to a point about 1,000 feet east of the town line. This entire layout or alteration was subsequently discontinued by the 1956 relocation. |
| 1956 | A 49.5-foot wide relocation was laid from the Montague town line to a point about 400 south of the north end of the 1961 relocation. This is the most current layout for Mormon Hollow Road for all of the road's layouts except the 400 feet that was discontinued by the 1961 relocation. The 1956 layout discontinued all of the 1850 layout and the portion of the 1793 layout beneath or adjacent to it. |
| 1961 | A relocation was laid 49.5 feet wide from about one-half mile south of the Mormon Hollow Road intersection to a point on Mormon Hollow Road about 800 feet north of the Farley Road intersection. This is the current layout for the affected sections of Farley Road and Mormon Hollow Road. The 1961 relocation discontinued the underlying sections of the 1793 and the 1956 layouts. |

Current Status

The current road follows the 49.5-foot wide 1961 layout from Farley Road to a point about 800 feet north of the intersection. From the north end of the 1961 layout, the current road follows the 49.5-foot wide 1956 layout to the Montague town line.

The 1956 and 1961 relocations were both takings in fee and were to have bounds set. . It has been the FRCOG's experience that often when bounds were ordered to have been set, towns rarely complied with that part of the order and as result no bounds are to be found today. This assumption needs to be field verified for Mormon Hollow Road. Without bounds present, any future activities requiring precise knowledge of the road's location will likely require a relocation of the section of interest.

Figure 4-5: Mormon Hollow Road, County Road Index Map



More Information on Public Way Discontinuances

This section provides some additional information regarding public way discontinuances, their pros and cons, and the procedures involved. More detailed information is contained in this chapter's Appendix and in reference guides such as the 1990 report, *Discontinuing Town and County Roads*, which was produced by the Franklin County Planning Department, the predecessor to the Franklin Regional Council of Governments Planning Department.

Advantages and Disadvantages of Discontinuing a Town or County Road

It is important that the Town of Wendell fully consider the advantages and disadvantages of discontinuing a road before deciding to do so.

The primary advantages of discontinuing a town or county road are:

1. The town will no longer be responsible for the maintenance of the road and will avoid the costs of maintaining the road;
2. The town will be relieved of liability for harm to people from using the road; and
3. Discontinuance may prevent future undesired Approval Not Required (ANR) development or other development which would have frontage on the road.

The primary disadvantages of discontinuing a town or county road are:

1. People who rely on the road for travel may be inconvenienced;
2. Owners of property abutting the road may lose access to their land if the road does not become a statutory private way or an easement for access is not in place;
3. Previously potentially buildable lots that front on the road may not be buildable anymore;
4. A town may experience a reduction in state or federal highway funds because of the decrease in the town's road mileage;
5. In some cases, a town may be liable for damages for discontinuing the road if steps are not taken to maintain public access to properties along the road. One option would be establish the road as a statutory private way.

Procedures for Discontinuing a Town Road

As long as the town road does not fall within 500 yards of another town, the road can be discontinued at Town Meeting. For a Town Meeting discontinuance, there are no requirements that abutters be notified, that a public hearing be held, or that there be a particular reason or justification for the discontinuance. If a town road was created by easement and was not taken by eminent domain, it can be discontinued with a simple majority vote at Town Meeting. Discontinuance of a town road taken by eminent domain requires a two-thirds majority vote for approval.

Roads do not actually have to currently be town ways for them to be discontinued. A discontinuance article at Town Meeting can just be used to ensure that the road is officially no longer legally a public way. If a road was never a public way, a vote to discontinue it is a moot action.

The procedure for discontinuing a town road that falls within five hundred yards of an adjoining town is more involved. The town needs to provide notice to the adjoining community and to hold a public hearing on the discontinuance. The Selectmen of the neighboring town must agree in writing to the proposed discontinuance. If the Selectmen do not grant written permission for the proposed action within 90 days, the initiating town may make a written request to MassHighway to have the discontinuance approved.

Below is a summary of the steps for discontinuing town roads. More detailed information can be provided by the FRCOG upon request.

Steps for Discontinuing Town Roads (per MGL Chapter 82, Sections 21-23)

1. Determine if the road is within 500 yards of another town.
 - a. If no, there are no requirements for notifying the abutters or having a public hearing.
 - b. If yes, abutters must be notified and a public hearing held.
2. Determine how the town acquired interest in the public way: fee or easement. If fee, then town owns both the right of travel and land beneath the road. If easement, the town is allowed to cross the land for road, but the land is owned by the abutters.
 - a. If the road was created with an easement and was not taken by eminent domain, then only a simple majority vote in favor of discontinuance is needed.
 - b. If the road was created through fee or easement interest and acquired with a deed stating the purpose of the acquired land was for a public way, then only a simple majority vote in favor of discontinuance is needed.
 - c. If the road was created through eminent domain proceedings, then a two-thirds majority vote in favor of discontinuance is needed.
3. Determine if the town has an official Town Map pursuant to MGL Chapter 41, Sections 81 G-I. (Note: Wendell does not have an official Town Map).
 - a. If yes, Planning Board review is not required, and once the road is discontinued, the official Town Map needs to be updated to reflect the change.
 - b. If no, the Planning Board must have 45 days before Town Meeting to comment to the Selectmen.
4. Schedule a Town Meeting following the regular warrant article posting requirements.

Procedures for Discontinuing a County Road

Only County Commissioners have the authority to discontinue county roads. In Franklin County, since the dissolution of the Franklin County Commission, the Executive Committee of the Franklin Regional Council of Governments has had jurisdiction over County road actions and references to Commissioners or County Commissioners also apply to the Executive Committee of the Franklin Regional Council of Governments.

County roads can only be discontinued after the County Commissioners receive a petition requesting the discontinuance. Such petitions are usually submitted by a town's Select Board after Town Meeting has granted approval for the Selectmen to submit the petition. Petitions may also be submitted by individual citizens. However, these citizens would then be liable for the costs associated with their petition.

There is a fee for the FRCOG to process the petition and to assist with the road discontinuance. Generally, towns enter into a formal agreement with the FRCOG to reimburse the FRCOG for the costs associated with requested county road actions. A sample of such an agreement is included in the Road Research Appendix. The Appendix also outlines the procedural requirements for petitioners for road actions by the FRCOG Executive Committee. These procedures apply to county road actions besides discontinuances, such as county road layouts and alterations.

Below is a summary of the steps for discontinuing county roads. More detailed information can be provided by the FRCOG upon request.

Steps for Discontinuing County Roads (per MGL Chapter 82, Sections 2-5)

1. Town Meeting vote to allow the Select Board to petition the FRCOG to discontinue the road, and to enter into a formal agreement with the Executive Committee of the FRCOG.
2. Prepare plans for discontinuances if plans are needed to adequately describe the extent of the action. If plans are to be filed and are not ready at the time of the public hearing on the discontinuance, a second hearing will be required.
3. Submit petition to the FRCOG, along with the supporting documentation on abutters, and completed agreement with check for initial payment. The agreement typically requires the petitioner to be responsible for all costs of the action including future damage claims and court costs. The agreement also requires an initial down payment of \$500 to be made at the time the petition is submitted. This down payment is credited towards the overall cost of the road action.
4. Set date for public meeting (and viewing if deemed necessary).
5. Prepare notices for public meeting (and viewing if necessary).
 - a. 15 days before public meeting, serve the Town Clerk with notice of meeting and copy of petition.
 - b. 7 days before public meeting, mail notices to abutters.
 - c. 7 days before meeting, post notice and petition in two public places in town.
 - d. 7 days before meeting, publish notice and petition once in newspaper.
6. Hold meeting (and viewing if necessary). Decision to discontinue road may happen at this time.
7. Vote to approve the discontinuance at the next meeting, or to dismiss the petition.

Recommendations Relating to Road Records and Road Status

Road Record Maintenance and Bookkeeping

- **Make two complete copies of the Town Meeting Minutes Books for public use.** The Town Meeting Minutes Books contain a record of all actions taken at Town Meetings since the founding of the Town of Wendell. The Town Meeting records are currently in poor condition and are deteriorating rapidly. These records are one of a kind, and it is important that they be copied and preserved. Town roads are created, relocated, and discontinued through Town Meeting actions and having access to the historic records is invaluable. In addition, under state statute (Mass General Laws, Chapter 82, Section 32), towns are required to maintain a book in which the layouts of town ways or private ways, and relocations of the ways are recorded. The Town Meeting Minutes books can be used for such records. Once the copies of the Minutes Books have been made, it is suggested that one copy be kept at the town offices and one at the town library. Then when members of the public want to review the Minutes Book, they can hopefully be referred to these copies and not the original, deteriorating records.

The Wendell Free Library has a copy of the Town Meeting Minutes Books in slide format. These slides could be used to create the paper copies for public use. It is also recommended that the slide records be transferred to an electronic format which would be accessible to the public, and therefore more useful.

- **Continue the previous work to index road actions that have been taken by Town Meeting since Wendell's founding.** In the late 1970s, a Road Research Committee and town staff members developed a list of Town Meeting articles that have involved road actions. Unfortunately, many early road actions referenced roads and road layouts not by an official road name, but based on property lines at the time and structures such as fences or barns that might no longer be present. As a result, it is often difficult to ascertain what road is being referred to in these older road actions. As part of the work for this road research chapter, the FRCOG has researched some of the early road actions based on the Road Research Committee's list and entered each road action into a database. It would be worthwhile to continue this work. It would also be useful to review the minutes for Town Meetings since the late 1970s to learn what road actions have transpired over the last few decades.

The volunteers or town staff members who work on this project could focus on the most recent records first and work backwards from there. Some of the earlier road actions may have been made moot by more recent actions. Also road actions in this century are most likely to contain a full road name, and be more easy to index. The Board of Selectmen should be encouraged to designate a town staff member or committee to oversee the road indexing work. In addition, it is recommended that the Wendell Highway Commission be involved with this project.

- **Devise a plan to archivally preserve the Town Meeting Minutes Books, and pursue funding for the preservation efforts.** Potential sources of funding for the preservation of the Minutes Books include historic organizations or Town Meeting. Once the Minutes Books have been preserved, store them in an environment with a stable temperature and little humidity. One option may be to have the preserved records stored at the Greenfield Community College.

Road Status and Discontinuances

- **Work to systematically review the road network in Wendell and to classify the roads into different categories** including county ways, town ways, private ways, and ways with an uncertain status. Review the work conducted for the 1986 Town Meeting article to discontinue a number of town roads. Prepare a list of all of roads in Wendell and their current legal status.
- **Work with the Franklin Regional Council of Governments and the Massachusetts Highway Department (MassHighway) to update the State's road data for Wendell.** The road data layer available through MassHighway currently does not accurately depict the current status of some roads in Wendell, especially those roads that the Town has discontinued. A road's status is important for determining whether or not that road can be used as frontage for new development. This is an issue of concern for planning future development and potential growth areas, and the Town could benefit greatly from an updated road map. As part of the Community Development Plan, some updates were made to the MassHighway roads data layer to indicate roads that were discontinued by Wendell Town Meeting in 1986. Continuing the research into the status of roads in Wendell in town as suggested above will help determine what further updates to the roads data layer may be necessary.
- **Consider various options for discontinuing official town ways that are no longer used as roads or/and that have inadequate access for future development.** Possible options include having a blanket discontinuance of all roads that are not contained in an official road list, based on the research conducted for the above recommended actions. Another option is to discontinue older, unused ways one-by-one. If the Town chooses to discontinue an older town way, it may also want to consider re-establishing the way as a statutory private way, an action which would retain public access, but restrict future development along the way.
- **Review county road records, and consider whether any old, unused county ways that are still officially in-place should be discontinued.** Contact the Franklin Regional Council of Governments, the Executive Committee of which has authority over county road actions, if any discontinuances are sought for old county roads or partial segments of them.
- **Stay informed about recent court decisions that could affect a town's ability to discontinue roads or to restrict development along official town ways.**

Road Research Appendix

Road Action Glossary

1986 Wendell Town Meeting Article to Discontinue a Number of Roads in Wendell

Research on the Legal Extent (Metes and Bounds) of Five Wendell Roads

FRCOG County Road Records Project Series List

FRCOG County Road Index - Town of Wendell

Procedural Outline and Requirements of Petitioners of Road Actions by the FRCOG Executive Committee

Sample Agreement with the FRCOG for Reimbursement of Costs Associated with Road Actions

Road Action Glossary

Abandonment: To release the fee interest in land under the road.

Alteration: Major change to the location of a road. This automatically discontinues the old road between the limits of the alteration.

County Road: A road laid out by the County Commissioners, pursuant to Massachusetts General Laws Chapter 82, Section 1.

County Commissioners: The governmental body that has jurisdiction over county road actions, pursuant to MGL Chapter 82. In Franklin County, since the dissolution of the Franklin County Commission, the Executive Committee of the Franklin Regional Council of Governments has had jurisdiction over County road actions and references to Commissioners or County Commissioners also apply to the Executive Committee of the Franklin Regional Council of Governments.

Discontinuance: The official act necessary for a public way, or a statutory private way, to cease to have public status.

Discontinue Maintenance: Action of selectmen to cease to maintain a public way, or a statutory private way. This action releases the town from the responsibility for maintenance, as well as liability for the use of the road, but the road remains open to the public, and is not legally discontinued. Massachusetts General Laws Chapter 82, Section 32A.

Easement: The legal right of passage over land, recorded in a deed, or in an official highway or road layout, not ownership of a fee interest. There are a number of different types of easements. With respect to highways, “a permanent easement for highway purposes” is often used instead of taking a fee interest to establish the public’s right to use a road.

Fee Interest: The legal term for the ownership of land and associated rights.

Fee Simple: See “Fee Interest”

Frontage (as defined in Wendell’s zoning bylaws)³: That side of a lot abutting on an existing public way.

Layout: The description of the location and dimensions of a road, or to establish the locations and dimension of a road.

Plan: A drawing of the road, including bearings, distances, width, property lines, and physical features.

³The legal definition of frontage varies by town.

Public Way: A state highway, county road, town road, or an approved subdivision street, which has been officially laid out and accepted as a road. A discontinued or abandoned road is no longer considered a public way.

Relocation: Minor changes to the location and/or width of roads, usually for re-establishing the bounds or for specific repairs. Massachusetts General Laws Chapter 82, Section 11.

Right of Way: The width of a public way from sideline to sideline. Also used as synonym for easement.

Road Book: Records kept by the town of all town and county road transactions. These records are required by Massachusetts General Laws Chapter 82, Section 32.

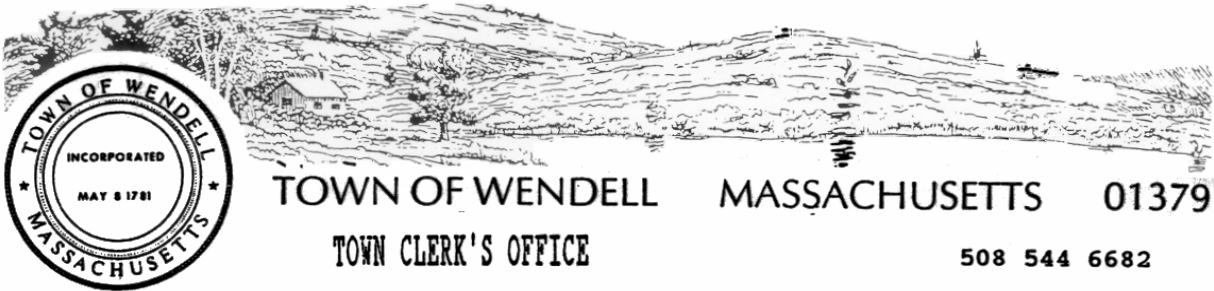
Specific Repairs: Repairs to a road or highway ordered by the County Commission, pursuant to MGL Chapter 82, Section 10. These are not ordinary repairs, but are major changes, such as a change in the width of a traveled way, a change in grade, or a change in drainage. This is a little used action in current times and is more of historic interest.

Statutory Private Way: A private road laid out by the Selectmen (or Road Commissioners) and accepted at Town Meeting with a public right of passage, but no responsibility by the town for maintenance. Massachusetts General Laws Chapter 82, Sections 21-24. Also used to refer to the discontinuance of maintenance by the Selectmen under MGL Chapter 82, Section 32A.

Taking in Fee: The process of acquiring a Fee Interest in a parcel of land as opposed to acquiring an easement over the land.

Town Road: A public road laid out by the Selectmen (or Road Commissioners) and accepted at Town Meeting, pursuant to Massachusetts General Laws Chapter 82, Sections 21 and 23. A town road may also have been created by dedication before 1857, or by prescriptive use validated by court action.

1986 Town Meeting Article to Discontinue a Number of Roads in Wendell



I certify that the following is a true record of the vote taken at a Special Town Meeting held in the Town of Wendell, March 20, 1986, as it pertains to Article 1.

Article 1. Voted, unanimously, to discontinue, in as much as they are Town Ways, and to discontinue maintenance, in as much as they are private ways, the following roads or portions thereof.

All names and locations of roads are referenced to the 1977 United States Geological Survey maps, AMS 6569 III Series V 814, Millers Falls and Orange quadrangles. The mapping coordinates given refer to the 1000 meter Universal Transverse Mercator grid.

1) Rush Road (aka Wren Gould Road): MF: Commencing at the intersection with Jennison Road, thence South to Rockwell Hill Road, a distance of approximately 1,580 feet.

2) Cooleyville Road: MF: Commencing at the intersection with Rockwell Hill Road, thence South to the Town Line with Shutesbury, a distance of approximately 2,650 feet.

3) Rush Road (aka Rush Place Road) Commencing 1,800 feet North of Jennison Road, thence North to the intersection with Morse Village Road (47 13420 mN; 7 15880 mE), a distance of approximately 8,750 feet.

4) Kempfield Road (aka Kentfield Road): O: Commencing at the northern most crossing of the Whetstone Brook, thence South to the intersection with Morse Village Road, a distance of approximately 16,450 feet.

5) Bullard Road: O: Commencing at the intersection with New Salem Road, thence East to the Town Line with Orange, a distance of approximately 4,950 feet.

6) Diamond Match Road (aka New England Box Road): O: Commencing at the intersection with New Salem Road (47 16815 mN, 7 15345 mE) thence North to the intersection with Wendell Depot Road (47 18940 mN; 7 16480 mE), a distance of approximately 8,750 feet.

7) Stone Road: MF: Commencing 2,560 feet West of the intersection with Wendell Depot Road (47 16250 mN; 7 12730 mE), thence West to intersection with Farley Road, a distance of approximately 3,500 feet.

10) Stone Place Road: MF: Commencing at the intersection with Stone Cut-Off (47 1800 mN; 7 10375 mE), thence North to intersection with Old Farley Road (47 19200 mN; 7 10500 mE) a distance of approximately 4,060 feet.

11) Posk Place Road: MF: Commencing at the intersection with Farley Road (47 19200 mN; 7 10500 mE), thence East to Old Farley Road, a distance of approximately 264 feet.

14) Bezio Place Road: MF: Commencing 1,056 feet South of Davis Road (47 15475 mN; 7 08500 mE), thence to the Town Line with Montague, a distance of approximately 825 feet.

15) Davis Road: MF: Commencing 2,640 feet South of the Town Line with Montague (47 16125 mN; 7 08660 mE), thence to the intersection with Farley Road, a distance of approximately 6,860 feet.

16) Cross Road: MF: Commencing at the intersection with Mormon Hollow Road (formerly Millers Falls Road) (47 16960 mN; 7 09225 mE), thence South to the intersection with Davis Road (47 16570 mN; 7 09320 mE), a distance of approximately 1,440 feet.

17) John Quist Road: MF: Commencing at the intersection with Wendell Depot Road (47 16570 mN; 7 13850 mE), thence South a distance of 264 feet (47 16490 mN; 7 13820 mE).

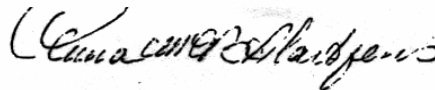
18) Old Egypt Road (aka Catamount Swamp Road): MF: Commencing at the intersection with West Street (47 11320 mN; 7 11285 mE), thence Southwest to the Town Line with Leverett (47 10320 mN; 7 10225 mE). Also, commencing at the Town Line with Leverett, thence South to the Town Line with Shutesbury, an aggregate distance of approximately 6,740 feet (47 09690 mN; 7 10250 mE) to (47 09375 mN; 7 10440 mE).

19) Bullard (Pasture) Road: MF: Commencing 300 feet South of NET&T pole number 22 (approximately 3,960 feet from the intersection with Montague Road) (47 12320 mN; 7 12160 mE), thence South to the intersection with Locks Village Road (47 10940 mN; 7 12160 mE), a distance of approximately 4,570 feet.

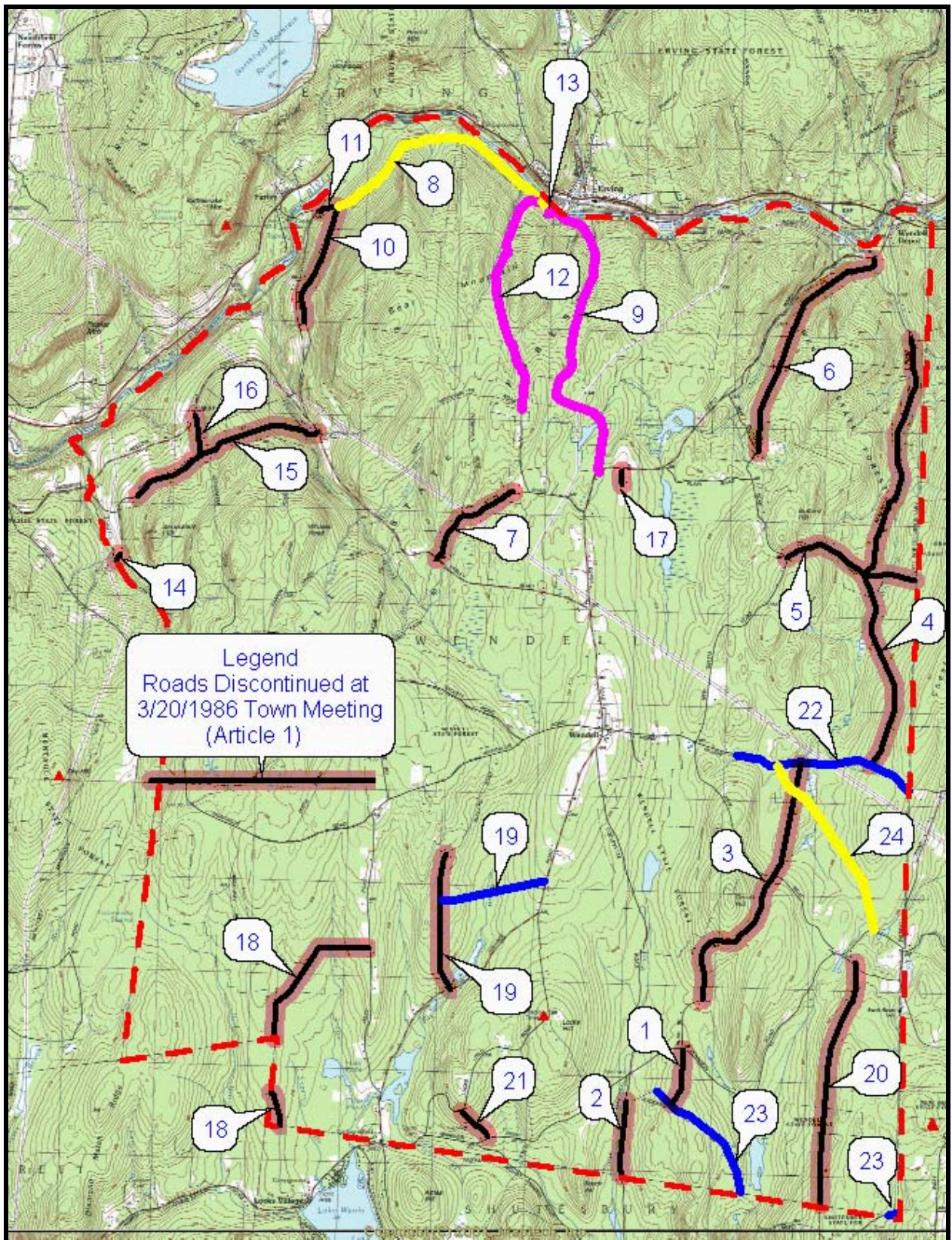
20) Gate Lane: O: Commencing at the intersection with New Salem Road (47 11320 mN; 7 16515 mE), thence South to the Town Line with New Salem (47 08680 mN; 7 16225 mE), a distance of approximately 9,500 feet.

21) Jennison Branch Road: MF: Commencing at the intersection with Jennison Road (47 09350 mN; 7 12625 mE), thence North to the intersection with Locks Hill Number Two (47 09610 mN; 7 12320 mE), a distance of approximately 1,190 feet.

Attest a true copy.

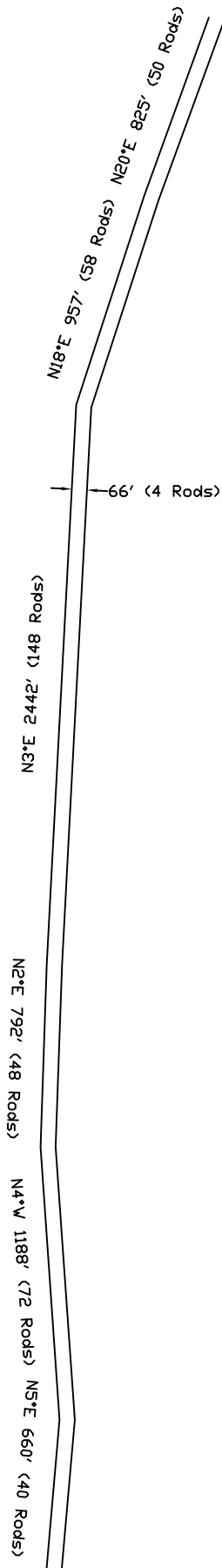


Anna M.C.B. Hartiens
WENDELL TOWN CLERK



Research on the Legal Extent (Metes and Bounds) of Five Wendell Roads

**Wendell Depot Road
Locke's Village Road
Montague Road
Farley Road
Mormon Hollow Road**



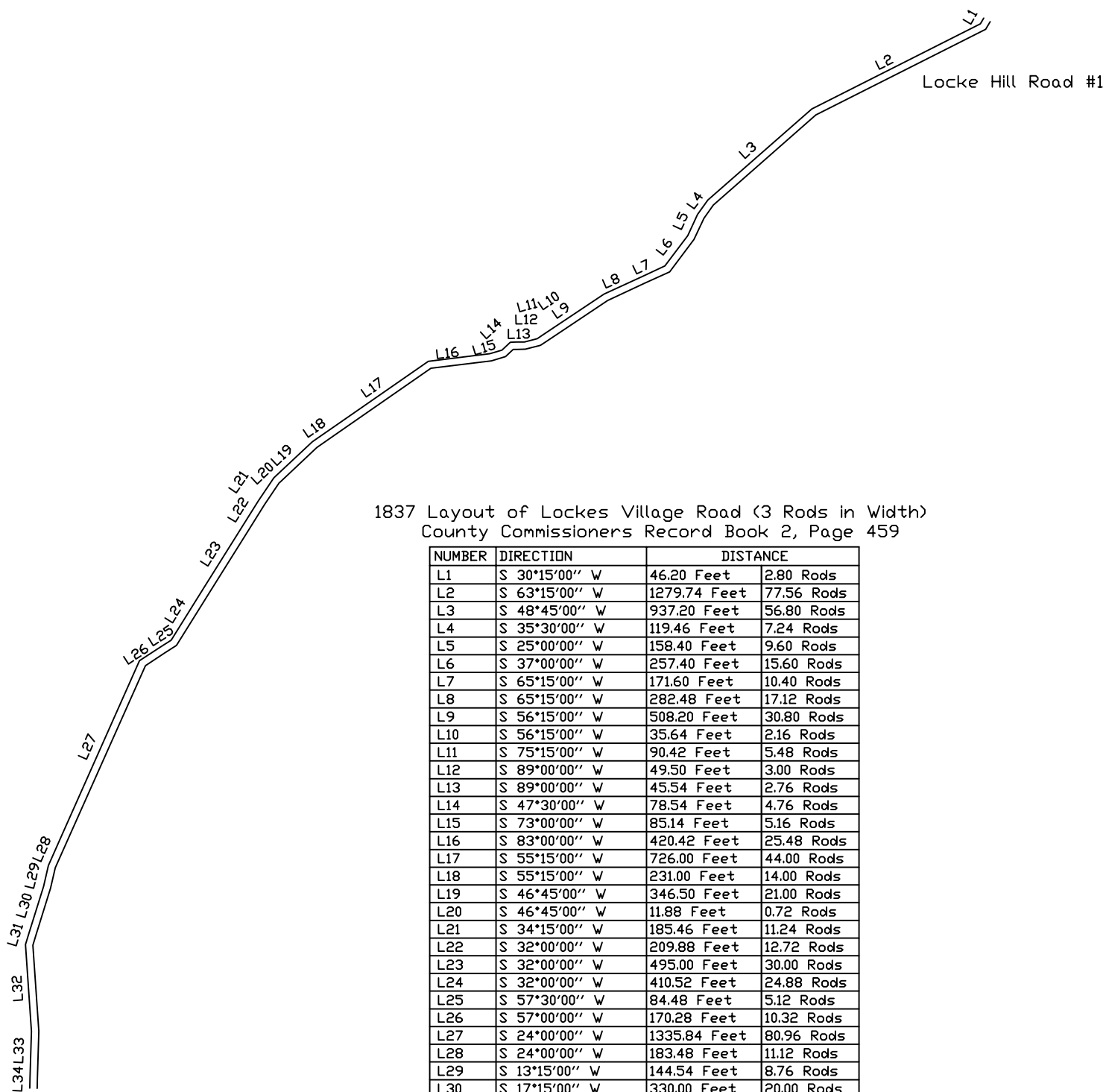
Remaining portion of 1784 County Layout of
a portion of Wendell Depot Road
County Commissioners Book D, Page 108
(4 Rods in Width)

Remaining portion of 1794 County Layout of
a portion of Wendell Depot Road
County Commissioners Book D, Page 155
(No Layout Width Recorded)

49.5' (3 Rods) S 51° W
575.52 Feet
(34 Rods and 22 Links)

1912 County Layout of a portion of
Wendell Depot Road
County Location of Highways Book 2,
Pages 175; County Plan Book 6, Page 1

NUMBER	DIRECTION	DISTANCE	
1	S 32°15'00" W	232.32 Feet	14.08 Rods
2	S 24°30'00" W	368.28 Feet	22.32 Rods
3	S 27°00'00" W	571.56 Feet	34.64 Rods
4	S 52°15'00" W	240.90 Feet	14.60 Rods
5	S 86°15'00" W	91.08 Feet	5.52 Rods
6	S 86°15'00" W	33.00 Feet	2.00 Rods
7	S 86°15'00" W	203.28 Feet	12.32 Rods
8	S 86°15'00" W	11.22 Feet	0.68 Rods
9	N 79°00'00" W	227.04 Feet	13.76 Rods
10	N 69°45'00" W	166.98 Feet	10.12 Rods
11	N 67°45'00" W	178.20 Feet	10.80 Rods
12	N 85°00'00" W	198.00 Feet	12.00 Rods
13	S 64°00'00" W	260.70 Feet	15.80 Rods
14	S 57°30'00" W	208.56 Feet	12.64 Rods
15	S 78°30'00" W	255.42 Feet	15.48 Rods
16	S 53°30'00" W	155.76 Feet	9.44 Rods
17	S 36°30'00" W	104.28 Feet	6.32 Rods
18	S 59°30'00" W	49.50 Feet	3.00 Rods
19	S 59°30'00" W	93.72 Feet	5.68 Rods
20	S 78°00'00" W	162.36 Feet	9.84 Rods
21	S 59°30'00" W	187.44 Feet	11.36 Rods
22	S 65°15'00" W	191.40 Feet	11.60 Rods
23	S 64°45'00" W	82.50 Feet	5.00 Rods
24	S 37°45'00" W	140.58 Feet	8.52 Rods
25	S 52°45'00" W	128.70 Feet	7.80 Rods
26	S 35°30'00" W	113.52 Feet	6.88 Rods
27	S 42°30'00" W	69.96 Feet	4.24 Rods
28	S 20°15'00" W	207.90 Feet	12.60 Rods
29	S 20°00'00" W	46.20 Feet	2.80 Rods
30	S 55°00'00" W	191.40 Feet	11.60 Rods
31	S 38°45'00" W	111.54 Feet	6.76 Rods
32	S 64°30'00" W	105.60 Feet	6.40 Rods
33	S 43°00'00" W	73.92 Feet	4.48 Rods
34	S 62°45'00" W	130.02 Feet	7.88 Rods
35	S 81°15'00" W	109.56 Feet	6.64 Rods
36	S 33°45'00" W	302.28 Feet	18.32 Rods
37	S 57°15'00" W	107.58 Feet	6.52 Rods
38	S 42°40'00" W	73.92 Feet	4.48 Rods
39	S 14°15'00" W	158.40 Feet	9.60 Rods
40	S 27°00'00" W	113.52 Feet	6.88 Rods
41	S 36°30'00" W	194.04 Feet	11.76 Rods
42	S 15°00'00" W	106.92 Feet	6.48 Rods
43	S 09°00'00" W	76.56 Feet	4.64 Rods
44	S 10°00'00" W	93.72 Feet	5.68 Rods
45	S 34°15'00" W	116.82 Feet	7.08 Rods
46	S 42°00'00" W	82.50 Feet	5.00 Rods
47	S 41°00'00" W	165.00 Feet	10.00 Rods
48	S 62°00'00" W	91.74 Feet	5.56 Rods
49	S 62°15'00" W	104.94 Feet	6.36 Rods
50	S 56°30'00" W	260.70 Feet	15.80 Rods
51	S 37°45'00" W	167.64 Feet	10.16 Rods
52	S 18°45'00" W	157.08 Feet	9.52 Rods
53	S 14°30'00" W	163.02 Feet	9.88 Rods
54	S 11°45'00" W	99.00 Feet	6.00 Rods
55	S 20°30'00" W	45.54 Feet	2.76 Rods
56	S 54°30'00" W	46.20 Feet	2.80 Rods
57	S 54°30'00" W	8.58 Feet	0.52 Rods
58	S 65°30'00" W	147.18 Feet	8.92 Rods
59	S 70°45'00" W	191.40 Feet	11.60 Rods
60	S 68°00'00" W	244.20 Feet	14.80 Rods
61	S 72°00'00" W	168.30 Feet	10.20 Rods



Shutesbury town line

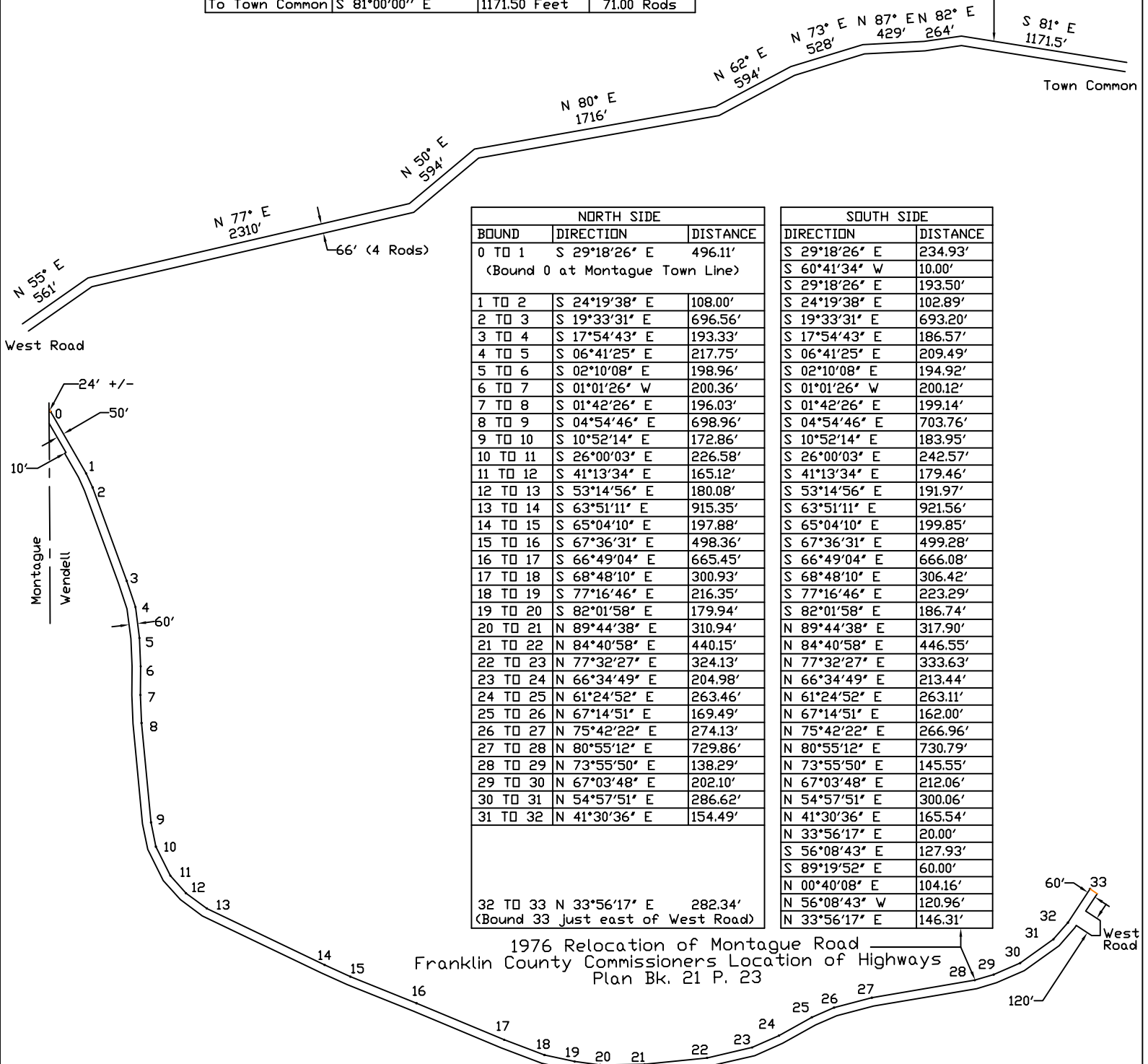
1837 Layout of Lockes Village Road (3 Rods in Width)
County Commissioners Record Book 2, Page 459

NUMBER	DIRECTION	DISTANCE	
L1	S 30°15'00" W	46.20 Feet	2.80 Rods
L2	S 63°15'00" W	1279.74 Feet	77.56 Rods
L3	S 48°45'00" W	937.20 Feet	56.80 Rods
L4	S 35°30'00" W	119.46 Feet	7.24 Rods
L5	S 25°00'00" W	158.40 Feet	9.60 Rods
L6	S 37°00'00" W	257.40 Feet	15.60 Rods
L7	S 65°15'00" W	171.60 Feet	10.40 Rods
L8	S 65°15'00" W	282.48 Feet	17.12 Rods
L9	S 56°15'00" W	508.20 Feet	30.80 Rods
L10	S 56°15'00" W	35.64 Feet	2.16 Rods
L11	S 75°15'00" W	90.42 Feet	5.48 Rods
L12	S 89°00'00" W	49.50 Feet	3.00 Rods
L13	S 89°00'00" W	45.54 Feet	2.76 Rods
L14	S 47°30'00" W	78.54 Feet	4.76 Rods
L15	S 73°00'00" W	85.14 Feet	5.16 Rods
L16	S 83°00'00" W	420.42 Feet	25.48 Rods
L17	S 55°15'00" W	726.00 Feet	44.00 Rods
L18	S 55°15'00" W	231.00 Feet	14.00 Rods
L19	S 46°45'00" W	346.50 Feet	21.00 Rods
L20	S 46°45'00" W	11.88 Feet	0.72 Rods
L21	S 34°15'00" W	185.46 Feet	11.24 Rods
L22	S 32°00'00" W	209.88 Feet	12.72 Rods
L23	S 32°00'00" W	495.00 Feet	30.00 Rods
L24	S 32°00'00" W	410.52 Feet	24.88 Rods
L25	S 57°30'00" W	84.48 Feet	5.12 Rods
L26	S 57°00'00" W	170.28 Feet	10.32 Rods
L27	S 24°00'00" W	1335.84 Feet	80.96 Rods
L28	S 24°00'00" W	183.48 Feet	11.12 Rods
L29	S 13°15'00" W	144.54 Feet	8.76 Rods
L30	S 17°15'00" W	330.00 Feet	20.00 Rods
L31	S 17°15'00" W	83.16 Feet	5.04 Rods
L32	S 04°00'00" E	590.70 Feet	35.80 Rods
L33	S 01°45'00" W	312.18 Feet	18.92 Rods
L34	S 01°45'00" W	72.60 Feet	4.40 Rods

LOCKES VILLAGE ROAD

Remaining Portion of 1826 Layout of Montague Road
Franklin County Commissioners Location of Highways Record Bk. 1 P. 321

From West Road	N 55°00'00" E	561.00 Feet	34.00 Rods
	N 77°00'00" E	2310.00 Feet	140.00 Rods
	N 50°00'00" E	594.00 Feet	36.00 Rods
	N 80°00'00" E	1716.00 Feet	104.00 Rods
	N 62°00'00" E	594.00 Feet	36.00 Rods
	N 73°00'00" E	528.00 Feet	32.00 Rods
	N 87°00'00" E	429.00 Feet	26.00 Rods
	N 82°00'00" E	264.00 Feet	16.00 Rods
To Town Common	S 81°00'00" E	1171.50 Feet	71.00 Rods

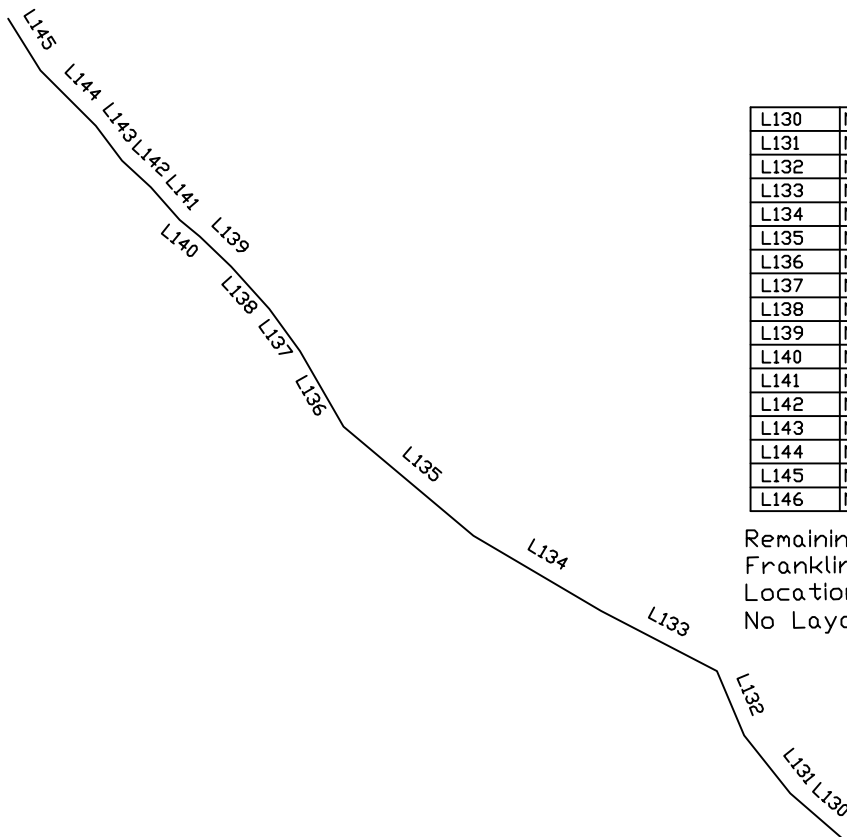
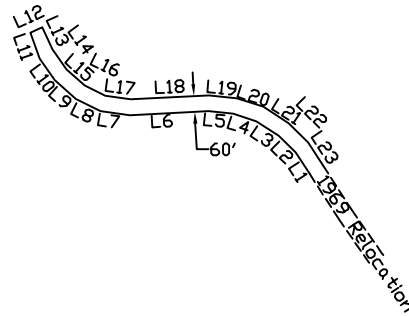


1976 Relocation of Montague Road
Franklin County Commissioners Location of Highways
Plan Bk. 21 P. 23

MONTAGUE ROAD

1973 Relocation of Farley Road
L.D.H. Plan Bk. 21 P. 6

NUMBER	DIRECTION	DISTANCE
L1	N 32°50'40" W	96.94'
L2	N 45°37'00" W	90.86'
L3	N 57°00'15" W	100.47'
L4	N 72°10'30" W	91.45'
L5	N 84°09'40" W	94.98'
L6	S 87°04'60" W	297.91'
L7	N 81°54'45" W	112.22'
L8	N 63°40'60" W	104.47'
L9	N 48°20'00" W	106.95'
L10	N 35°25'60" W	99.60'
L11	N 19°41'54" W	104.20'
L12	N 65°23'00" E	50.00'
L13	S 24°37'00" E	92.56'
L14	S 35°25'60" E	92.82'
L15	S 48°20'00" E	92.08'
L16	S 63°40'60" E	86.76'
L17	S 81°54'45" E	96.81'
L18	N 87°04'60" E	296.72'
L19	S 84°09'40" E	105.87'
L20	S 72°10'30" E	105.74'
L21	S 57°00'15" E	114.44'
L22	S 45°37'00" E	103.56'
L23	S 32°50'40" E	103.66'

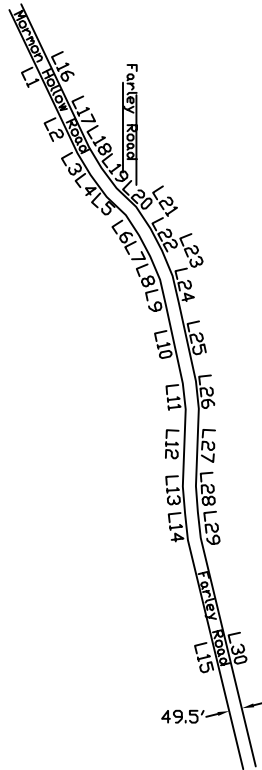


L130	N 49°00'00" W	16.00 Rods	264'
L131	N 38°30'00" W	17.00 Rods	280.5'
L132	N 23°00'00" W	16.00 Rods	264'
L133	N 62°30'00" W	30.00 Rods	495'
L134	N 59°30'00" W	34.00 Rods	561'
L135	N 50°00'00" W	39.00 Rods	643.5'
L136	N 30°00'00" W	20.00 Rods	330'
L137	N 36°00'00" W	12.00 Rods	198'
L138	N 42°00'00" W	13.00 Rods	214.5'
L139	N 46°00'00" W	10.00 Rods	165'
L140	N 51°00'00" W	6.00 Rods	99'
L141	N 41°30'00" W	10.00 Rods	165'
L142	N 47°00'00" W	9.00 Rods	148.5'
L143	N 37°00'00" W	10.00 Rods	165'
L144	N 45°00'00" W	18.00 Rods	297'
L145	N 32°00'00" W	41.00 Rods	676.5'
L146	N 15°00'00" W	46.00 Rods	759'

Remaining Portion of 1793 Layout
Franklin County Commissioners
Location of Highways Record Bk. 0 P. 137
No Layout Width Recorded

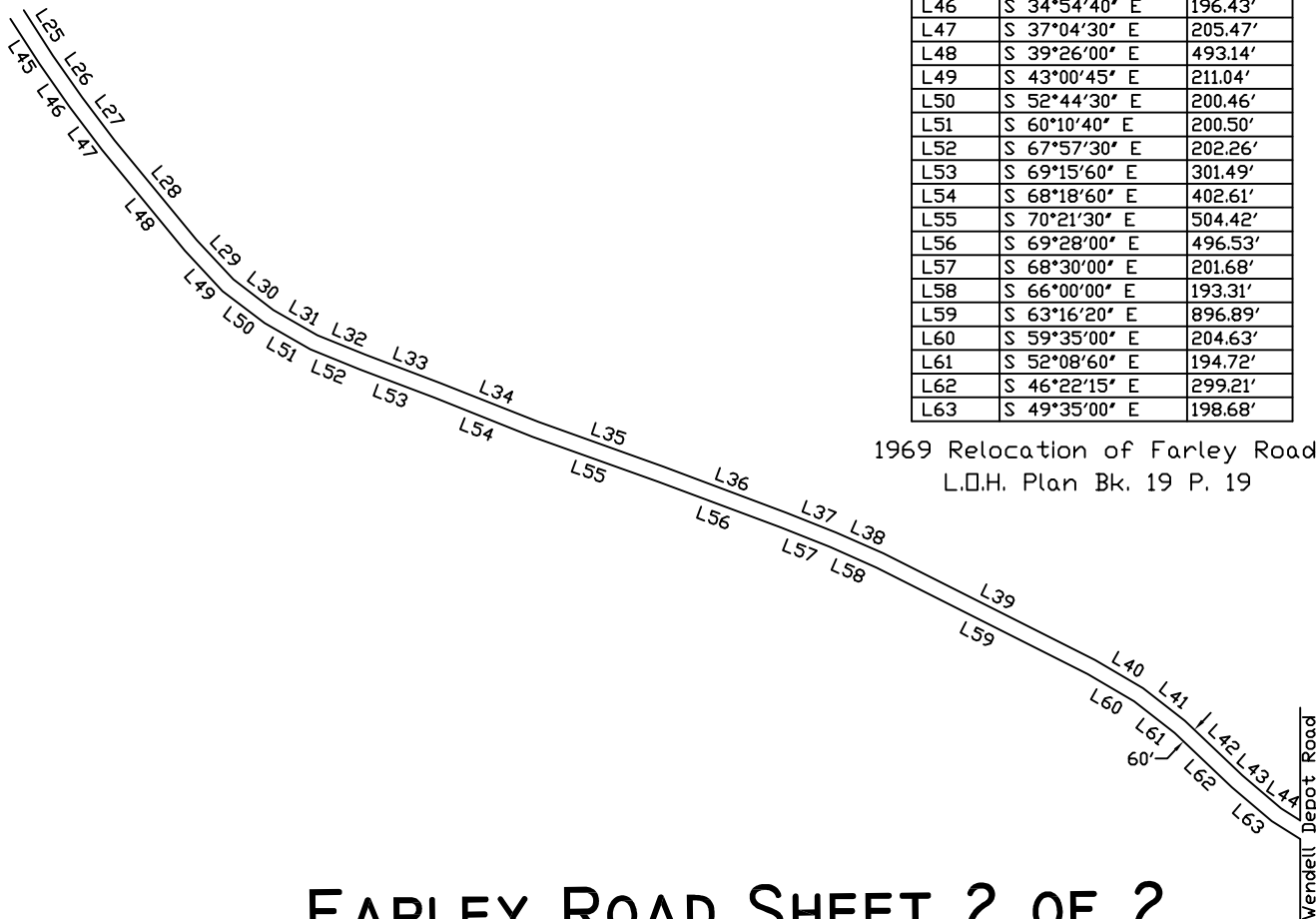
1961 Relocation of
Portions of Farley and
Mormon Hollow Roads
L.O.H. Plan Bk. 15 P. 22

NUMBER	DIRECTION	DISTANCE
L1	S 25°26'30" E	400.66'
L2	S 25°27'00" E	201.56'
L3	S 30°41'40" E	96.08'
L4	S 36°44'45" E	102.49'
L5	S 46°40'20" E	100.34'
L6	S 33°11'15" E	91.16'
L7	S 27°59'45" E	90.26'
L8	S 22°14'20" E	96.60'
L9	S 13°12'00" E	97.65'
L10	S 12°17'40" E	303.59'
L11	S 06°14'20" E	99.10'
L12	S 02°05'50" W	292.54'
L13	S 04°11'15" E	102.42'
L14	S 06°28'30" E	101.80'
L15	S 13°32'30" E	893.76'
L16	S 25°26'30" E	400.66'
L17	S 25°27'00" E	199.29'
L18	S 30°41'40" E	91.20'
L19	S 36°44'45" E	95.57'
L20	S 46°40'20" E	101.89'
L21	S 33°11'15" E	99.26'
L22	S 27°59'45" E	94.99'
L23	S 22°14'20" E	103.00'
L24	S 13°12'00" E	101.95'
L25	S 12°17'40" E	306.60'
L26	S 06°14'20" E	105.33'
L27	S 02°05'50" W	293.43'
L28	S 04°11'15" E	98.71'
L29	S 06°28'30" E	97.76'
L30	S 13°32'30" E	890.70'



NUMBER	DIRECTION	DISTANCE
L25	S 32°49'30" E	204.50'
L26	S 34°54'40" E	194.20'
L27	S 37°04'30" E	203.10'
L28	S 39°26'00" E	490.03'
L29	S 43°00'45" E	204.06'
L30	S 52°44'30" E	191.45'
L31	S 60°10'40" E	192.52'
L32	S 67°57'30" E	197.49'
L33	S 69°15'60" E	301.30'
L34	S 68°18'60" E	402.04'
L35	S 70°21'30" E	503.82'
L36	S 69°28'00" E	497.50'
L37	S 68°30'00" E	203.50'
L38	S 66°00'00" E	196.05'
L39	S 63°16'20" E	900.25'
L40	S 59°35'00" E	210.46'
L41	S 52°08'60" E	201.65'
L42	S 46°22'15" E	300.56'
L43	S 49°35'00" E	192.60'
L44	S 57°58'00" E	86.11'
L45	S 32°49'30" E	205.59'
L46	S 34°54'40" E	196.43'
L47	S 37°04'30" E	205.47'
L48	S 39°26'00" E	493.14'
L49	S 43°00'45" E	211.04'
L50	S 52°44'30" E	200.46'
L51	S 60°10'40" E	200.50'
L52	S 67°57'30" E	202.26'
L53	S 69°15'60" E	301.49'
L54	S 68°18'60" E	402.61'
L55	S 70°21'30" E	504.42'
L56	S 69°28'00" E	496.53'
L57	S 68°30'00" E	201.68'
L58	S 66°00'00" E	193.31'
L59	S 63°16'20" E	896.89'
L60	S 59°35'00" E	204.63'
L61	S 52°08'60" E	194.72'
L62	S 46°22'15" E	299.21'
L63	S 49°35'00" E	198.68'

1969 Relocation of Farley Road
L.O.H. Plan Bk. 19 P. 19



Lyons Brook
Montague
Wendell

49.5' (3 Rods)

1956 Relocation of Mormon Hollow Road, FKA Millers Falls Road
L.D.H. Plan Bk. 12 P. 24

NUMBER	DIRECTION	DISTANCE
L1	N 56°14'49" E	430.00'
L2	N 42°00'00" E	198.54'
L3	N 49°03'00" E	96.86'
L4	N 62°37'00" E	116.72'
L5	N 76°01'00" E	97.67'
L6	N 82°34'30" E	98.14'
L7	N 83°17'27" E	650.69'
L8	N 84°02'06" E	599.80'
L9	N 81°44'30" E	201.17'
L10	N 82°11'00" E	150.21'
L11	S 88°42'30" E	341.52'
L12	N 85°41'30" E	168.74'
L13	N 80°35'00" E	193.52'
L14	N 76°11'00" E	192.23'
L15	N 69°16'33" E	309.41'
L16	N 58°02'30" E	208.00'
L17	N 38°04'00" E	356.07'
L18	N 26°05'30" E	202.40'
L19	N 16°13'00" E	103.40'
L20	N 15°36'30" E	90.10'
L21	N 24°02'12" E	90.84'
L22	N 33°58'46" E	109.23'
L23	N 39°38'01" E	786.85'
L24	N 49°16'00" E	91.20'
L25	N 60°41'00" E	311.66'
L26	N 69°48'30" E	90.10'
L27	N 78°38'30" E	100.00'
L28	N 86°56'30" E	144.40'
L29	N 88°17'22" E	951.66'
L30	S 87°25'10" E	95.96'
L31	S 81°27'31" E	101.34'
L32	S 67°40'27" E	90.39'
L33	S 55°11'52" E	93.61'
L34	S 51°26'30" E	77.22'
L35	S 26°04'18" E	693.30'
L36	S 14°24'43" E	96.51'
L37	S 11°02'20" E	200.39'
L38	S 19°19'44" E	97.89'
L39	S 26°34'50" E	99.94'
L40	S 31°50'40" E	499.02'
L41	S 25°46'05" E	100.31'
L42	S 21°24'52" E	403.36'

NUMBER	DIRECTION	DISTANCE
L43	N 56°14'49" E	
L44	N 42°00'00" E	195.40'
L45	N 49°03'00" E	105.80'
L46	N 62°37'00" E	128.42'
L47	N 76°01'00" E	106.32'
L48	N 82°34'30" E	101.29'
L49	N 83°17'27" E	651.32'
L50	N 84°02'06" E	599.13'
L51	N 81°44'30" E	200.37'
L52	N 82°11'00" E	154.34'
L53	S 88°42'30" E	343.04'
L54	N 85°41'30" E	164.11'
L55	N 80°35'00" E	189.41'
L56	N 76°11'00" E	187.34'
L57	N 69°16'33" E	301.55'
L58	N 58°02'30" E	194.41'
L59	N 38°04'00" E	342.16'
L60	N 26°05'30" E	192.93'
L61	N 16°13'00" E	98.86'
L62	N 15°36'30" E	93.48'
L63	N 24°02'12" E	98.79'
L64	N 33°58'46" E	115.98'
L65	N 39°38'01" E	793.47'
L66	N 49°16'00" E	100.32'
L67	N 60°41'00" E	320.56'
L68	N 69°48'30" E	97.87'
L69	N 78°38'30" E	107.41'
L70	N 86°56'30" E	148.57'
L71	N 88°17'22" E	954.10'
L72	S 87°25'10" E	100.39'
L73	S 81°27'31" E	109.90'
L74	S 67°40'27" E	101.78'
L75	S 55°11'52" E	100.64'
L76	S 51°26'30" E	89.98'
L77	S 26°04'18" E	709.50'
L78	S 14°24'43" E	103.02'
L79	S 11°02'20" E	198.26'
L80	S 19°19'44" E	91.17'
L81	S 26°34'50" E	94.53'
L82	S 31°50'40" E	499.37'
L83	S 25°46'05" E	104.82'
L84	S 21°24'52" E	405.24'

MORMON HOLLOW ROAD

FRCOG County Roads Records Project

Series List

Introduction

The Engineering Program for the Franklin Regional Council of Governments is the custodian for the road records of Franklin County, Massachusetts. The Franklin County government was abolished June 30, 1997 by an Act of the Commonwealth's legislature. The Council of Governments was chartered at that time to take up the duties of the former county. The Engineering Program continues to work with its member towns designing alterations, relocations and new highways. The County Roads Records Project is internally funded at this time to increase subject access to the records in a digital format, by consolidating disparate indexes. An additional aspect of the project is to evaluate preservation of the materials in their various formats, and weigh issues of preservation versus access with a goal of increasing accessibility in the digital format for use by the engineering program, area surveyors, title examiners, lawyers, town highway personnel, and the other users of the records.

Scope and Content Note

Franklin County road records date back to 1810 when the county was first chartered. The records also include transcriptions of Hampshire County records for roads in Franklin County. Prior to the establishment of the county. Commissioners' Records include petitions and actions by the County Commissioners with detailed descriptions of road layouts for county roads. They also include information related to the business of running the county, including accounts of monies expended. The Location of Highways Books include information about county roads only. In most cases, there is a record of the road action in the Commissioners' Records, but the Location of Highways Books consolidate and in some cases, expand upon, the information in the Commissioners' Records. Plan Books are a plan or graphic record of the road layout for some of the roads. Miscellaneous plans in drawers are indexed in a digital format, and include records which may be duplicates or more recent, or could be reclassified as part of some of the other series, most notably the plan books.

Series: Docket Folders

134 Metal Drawers filled with envelopes, continued in flat folders in the 1990s. Individual envelopes for County actions beginning in c.1812. Earliest envelopes are not labeled with dates. Filed by term (March, June, September and December), more or less. The envelopes contain all the official papers associated with an action. Actions include, but are not limited to, highway actions (new highways, alterations, relocations, discontinuances and specific repairs), actions associated with county real estate (court house and jail), other county business (annual statements, estimates for county taxes, other accounts), and dam plans. Indexes typically are docket sheets, with one page for each docket number, describing all activity on the action.

Series: County Commissioners' Books

23 Books; averaging 535 pages per book. Book 0 is a transcription of Hampshire County Records of road actions in Franklin County beginning with a 1732 action in Deerfield, and ending in 1810, at the creation of Franklin County.

Book 1 includes the Records of the Court of Sessions and Franklin County Commissioners from 1812 to 1829. The following books are filed chronologically by session, later called term. The series ends in 1963 with Book 22. These books record the actions taken in the docket folders.

County road actions prior to 1872 include petition, location, width, specifications and votes. Actions subsequent to 1872 often do not include location width and specifications, as this information was entered into the Location of Highways Series. There are various alphabetical indexes, some as part of the books themselves, and some as separate booklets inserted within the books.

Series: Location of Highways Books

6 Books; averaging 650 pages per book. Books are numbered 1 through 6. Pre-printed petition forms for county road actions, with a record of action taken by the county commissioners, and the location, width and specifications for the roads in Book 1. Book 2 follows the same format, but is hand-written. Books 3 on follow the same format, but are typed. Book 6 includes action by the Franklin Council of Governments. The series covers the time period from 1872 to 1998.

Series: Plan Books, called Location of Highways

22 Books; averaging 28 pages per book. Plans bound and filed chronologically from 1894 to 1984. Each book has an index as its first page. The earlier books are ink plans on heavy paper, subsequently hand-colored. The plans in the later books are ink on mylar. Plans in books 21 and 22 do not contain County Commissioners' signatures. Prints of these plans containing original signatures are found in the miscellaneous plans in drawers.

Series: Miscellaneous Plans in Drawers

443 Loose Plans; of various sizes, stored in boxes, bins and drawers in the records room. Paper, blue-print, linen and mylar plans dating from c.1880 to 1998. Some of these plans could be bound as part of the Plan Book Series. There are multiple copies of some of the plans. A number of original mylar plans were not signed; paper copies were signed, creating some question as to which would be the official original document.

Series: Railroad Locations

33 plan books of various sizes; averaging 32 pages per book. Locations of lands within Franklin County purchased for railroad purposes filed with the county commissioners, with a notation in later years that the filing was pursuant to Chapter 356 of the Acts of 1895. The plans date from 1869 to c.1905.

Series: State Highway Plan Books, called Plan Books – Franklin County

35 plan books; averaging 80 pages per book. The first three books of this series contain County road layouts, railroad plans, and building plans. Books 4 through 35 are bound in order to file state road layouts that were sent to the county pursuant to state statute. Books 4 through 13 are filed alphabetically by town with plans dating from 1897 to 1929. The following books have road layouts through 1985, arranged more or less chronologically. There is a digital and paper index for these state highway plans. More recent state highway layouts are in the Miscellaneous Plans in Drawers series.

Series: County Roads in Franklin County and Index to County Road Maps

1 Atlas; 16 pages; 1 Index; 69 pages [typewritten]

Atlas showing status of county roads, with accompanying documentation (year, action, citation in record books) provided in the typewritten index. County roads within each town have been given a unique number, which is used in the index. Compiled in 1924 by E. E. Davis, Certified Engineer of Northampton, MA. The atlas and the index have been updated with hand-written notations by William B. Allen, former FRCOG Regional Engineer.

Series: Town Folders for County Roads numbered within the system originated in the 1924 County Roads in Franklin County Book and the Index to County Road Maps

Folders for each town with plots generated by William B. Allen using Design-Plus software for a selection of the road layouts in Commissioners' Books, indexed by road number (corresponding to the system used in the 1924 County Roads in Franklin County Book and the Index to County Road Maps. Annotated photocopies of the Commissioners' Book records accompany the plots. The CAD Drawings in the Electronic Records (below) were made from these plots.

Series: CAD Drawings

352 CAD documents of road layouts that had been previously plotted by William B. Allen from the original record books, and ongoing newer plots directly plotted from plans and/or descriptions of road locations. They are indexed in the Access database (below).

Access Database

A database in Access which is designed to provide subject access to the Franklin County road records. It is a consolidated index, using a controlled vocabulary of current road names as access points. An individual location may be for all or only a portion of the road. Actions may affect more than one road. In some cases, where there is no current road name, the most appropriate adjacent road is named. This index is intended to be used as a starting point for research. While it is intended to be a first step, it is not intended to be the conclusive evidence of the status of any individual road; corrections and additions to the data are welcome. This database is maintained by the FRCOG Engineering Program.

FRCOG
County Roads Index
Report for the Town of Wendell

Road Name	Year of Action	Commissioners' Book-Page	Plan Book-Page	Location of Highways Book-Page	1924 Atlas Road Number
Arch St	1806	00-220			007
Cooleyville Rd	1844	03-309			020
	1848	04-097			022
County #9.5	1828	01-400			009.5
	1877	07-240		1-046	029
	1878	07-281			030B
Farley Rd	1793	00-137			004
	1794	00-155			005
	1961	21-398	15-22	4-212	
	1969	22-563	19-19	5-117	
	1973		21-06	5-296	
Jennison Rd	1759	00-025			002
	1794	00-156			006
	1828	01-400			009.5
	1832	02-119			010
	1835	02-263			012
	1835	02-311			013
	1837	02-477			016
	1839	03-036			017
Locke's Village Rd	1837	02-459			015A
Montague Rd	1762	00-045			001
	1765	00-058			002.5

* See the State Highway Plan Books.

** Hampshire County Record Books, copy available in Town Folder.

This is an index only, and is not intended to be evidence of the status of any individual road. The Franklin Regional Council of Governments is the keeper of the records and does not, by inclusion on this list, warrant or conclude the status of any road. To determine the status of a road, one must research numerous records and other evidence. Often vagueness or contradictions in the records may prevent the researcher from drawing a clear conclusion.

12/3/2003

Wendell Report

Page 1 of 2

Road Name	Year of Action	Commissioners' Book-Page	Plan Book-Page	Location of Highways Book-Page	1924 Atlas Road Number
Montague Rd	1826	01-321			009
	1894	09-176			032
	1976		21-22	5-358	
Mormon Hollow Rd	1793	00-137			004
	1850	04-250			023
	1956	20-202	12-24	3-459	
	1961	21-398	15-22	4-212	
Morse Village Rd	1765	00-058			002.5
	1794	00-155			005
	2003			6-240	
Mt Mineral Rd	1867	06-295			025
	1870	06-445			027
New Salem Rd	1762	00-045			001
Old Farley Rd	1878	07-281			030A
Rockwell Hill Rd	1759	00-025			002
	1794	00-156			006
Rush Rd	1833	02-175			011
Sears Rd	1852	04-339			024
	1884	08-175			031
Wendell Depot Rd	1784	00-108			003
	1794	00-155			005
	1837	02-459			015A
	1840	03-107			019
	1848	04-039			021
	1912	11-235	06-01	2-175	
	1933	14-320	*19-0795	2-421	
	1933	14-320	*19-0795	2-416	
	1988		D6-46	Unfinished	

* See the State Highway Plan Books.

** Hampshire County Record Books, copy available in Town Folder.

This is an index only, and is not intended to be evidence of the status of any individual road. The Franklin Regional Council of Governments is the keeper of the records and does not, by inclusion on this list, warrant or conclude the status of any road. To determine the status of a road, one must research numerous records and other evidence. Often vagueness or contradictions in the records may prevent the researcher from drawing a clear conclusion.

Procedural Outline and Requirements
for Petitioners for Road Actions
by the FRCOG Executive Committee

Effective July 1, 1997, county road actions as defined in the Annotated Laws of Massachusetts, Chapter 82, within Franklin County are the jurisdiction of the Franklin Regional Council of Governments (FRCOG) Executive Committee. During formation of the FRCOG, the member towns chose to limit services supported by general assessment and to fund several services by fee. All services provided by the FRCOG Executive Committee in connection with road actions are fee based. It is the responsibility of a petitioner for a road action to be knowledgeable of the laws and procedures involved with the action. To that end, the petitioner must seek and contract for specific legal, engineering and surveying assistance. The services of the FRCOG Engineering Program are available to towns, organizations and individuals for a fee. A petitioner also has the option of independently contracting with any outside firm that is licensed to practice their trade in Massachusetts.

Petitioners for road actions by the FRCOG Executive Committee must provide the following at the time of presenting the petition to the Executive Committee for action.

1. A copy of the Assessor's plan covering the entire length of the roadway petitioned for in the action and any other areas directly affected (both sides of the roadway).
2. List of current abutters of the proposed action sorted by index numbers from the Assessor's plan.
3. Current mailing address of each abutter.
4. Registry Book and Page for the most recent deed for each parcel abutting the proposed action.
5. Completed and signed "Agreement for Reimbursement of Costs Associated with Road Actions."
6. Check payable to the Franklin Regional Council of Governments in the amount of Five Hundred and no Cents (\$500.00) as initial payment as called for in item 10 of the Agreement for Reimbursement of Costs Associated with Road Actions.
7. A completed petition with signature(s) and names printed or typed below each signature. Note that top name on the petition will be used as reference on all legal documents.

Sample Agreement with the FRCOG for
Reimbursement of Costs
Associated with Road Actions

AGREEMENT made this XXX day of XXX by and between the Town of XXX (hereinafter referred to as the Petitioner), and the FRANKLIN REGIONAL COUNCIL OF GOVERNMENTS (hereinafter referred to as the FRCOG), with its principal offices located at 425 Main Street, Greenfield, Massachusetts. Any and all references within this Agreement to the parties shall mean the aforementioned Petitioner and FRCOG.

RECITALS

WHEREAS, the Petitioner desires to have the FRCOG Executive Committee accept and take action on a road action petition as they deem appropriate; and

WHEREAS, the FRCOG Executive Committee is willing and able to accept and take appropriate action on road action petitions;

PROVISIONS

NOW, THEREFORE, in consideration of the mutual covenants contained herein, the parties agree as follows:

1. The term of this agreement shall run from XXX to XXX.
2. The Petitioner hereby agrees to pay the FRCOG for all costs associated with this petition. The Petitioner hereby agrees to pay the FRCOG for all FRCOG personnel time spent on the action on a cost-reimbursement basis. The Petitioner hereby also agrees to pay the FRCOG for out-of-pocket expenses on a direct charge basis and for mileage at the current rate (presently 34 cents per mile). Out-of-pocket expenses shall include but not be limited to administrative expenses and costs, legal fees, engineering fees (other than FRCOG engineering fees, which shall be paid as FRCOG personnel costs), property appraisals, monetary damages, construction costs, service by sheriff, legal notices, copying, printing, and mailings.
3. The estimated costs for the action are included in the attached Road Action Cost Estimate. **The costs for the various steps and items listed are estimates. The Petitioner is responsible for actual costs incurred during the course of the action.**

If the actual costs for any step exceed the estimated costs by more than 50% the Petitioner will be so advised upon FRCOG being made aware of same. The Petitioner shall then have the option of paying all costs incurred to date and withdrawing the petition before a hearing date is set and notice given. If a hearing date has been set and notice given, or if the hearing has been held, the Petitioner shall have the option of paying all costs to date and having the Executive Committee dismiss the petition without prejudice.

4. Whenever required, the Petitioner is responsible for providing an appropriate layout plan and descriptions of parcels to be taken. The Petitioner further understands that these are additional costs and are not part of the costs estimated with this Agreement.
5. The Executive Committee will contract for appraisals of the parcels of land or portions thereof to be taken, or otherwise affected and thereby incurring monetary damage by the petitioned action. The Petitioner will be responsible for reimbursements to the Executive Committee for costs to prepare all appraisals.
6. The Executive Committee will award damages based on the appraisals, as listed in #5 of this agreement. **The Petitioner agrees that Petitioner shall be responsible for any and all damages associated with the damage awards pursuant to the road action.** The Petitioner further agrees to financially secure the above costs in a manner acceptable to the Executive Committee if the Executive Committee so requires.
7. **The Petitioner agrees that the Petitioner shall be responsible for any and all costs of construction associated with the road action.** The Petitioner further agrees to financially secure the costs of construction in a manner acceptable to the Executive Committee if the Executive Committee so requires.
8. The Petitioner may be required to execute a Performance Bond in the format attached hereto. Said Bond shall secure the FRCOG from any and all costs of the road action including, but not limited to, engineering, construction, and damages.
9. The Petitioner and FRCOG Executive Committee agree to meet at the earliest opportunity to confer about the need for the payment of monetary damages and/or construction costs pursuant to paragraphs #6 and 7 above. If the costs are not feasible for the Petitioner, the Petitioner shall then have the option of paying all costs incurred to date and withdrawing the petition before a hearing date is set and notice given. If a hearing date has been set and notice given, or if the hearing has been held, the Petitioner shall have the option of paying all costs to date and having the Executive Committee dismiss the petition without prejudice.
10. The Petitioner hereby agrees to make an initial payment of Five Hundred Dollars and no Cents (\$500.00) to the FRCOG before any action will be taken by the FRCOG with respect to the petition. Costs exceeding this amount will be invoiced to the Petitioner and will be payable within 30 days. Failure to keep payments current may result in dismissal of the petition and will also result in additional legal and collection costs to be borne by the petitioner. Petitioner hereby agrees to pay all costs of collection if a collection action is necessary including attorneys fees. If total action costs are less than the initial payment, the balance will be returned to the Petitioner at the end of the action.
11. COMPLIANCE WITH LOCAL, STATE AND FEDERAL LAWS The Petitioner shall comply with all applicable laws, ordinances and codes of the local, state and federal government.

12. EMPLOYEE PARTICIPATION IN POLITICAL ACTIVITY All personnel rules and regulations of the FRCOG include restrictions barring any employee participation in political activity which utilizes any funds or any equipment, supplies, or employee time, paid for with funds under this Agreement. Neither the FRCOG, nor the personnel employed in the Administration of the road action, shall in any way or to any extent engage in the conduct of political activities in contravention of Chapter 15 of Title 5 of the United States code (Hatch Act).

13. CONFLICT OF INTEREST Each party shall adhere to the provisions of Massachusetts General Laws, Chapter 268A, with respect to the Conduct of Public Employees. In addition, no member, officer, or employee of the either party, or its designees, or agents, no member of the governing body of the locality in which the program is situated, and no other public official of such locality or localities who exercises any functions or responsibilities with respect to the program during his tenure or for one (1) year thereafter (or such longer period as may be provided in Chapter 268A of the Massachusetts General Laws), shall have any interest in any contract or subcontract, or the proceeds thereof, for work to be performed in connection with the program assisted under this Agreement. Each party shall incorporate, or cause to be incorporated, in all such contracts or subcontracts a provision prohibiting such interest, pursuant to the purposes of this subsection.

Further, each party shall adhere to the provisions of the Hatch Act (5 U.S.C. 1501, et seq), which limits political activities by employees whose principal employment is in connection with an activity which is financed in whole or in part by federal funds.

14. LIABILITY The Petitioner shall assume the defense of and hold the FRCOG harmless from all suits or claims against the FRCOG which may arise from the use of any copyright, patent or patent right, materials, labor or implement by the Petitioner in carrying out this Agreement.

The Petitioner shall also assume the defense of and hold the FRCOG harmless from all suits or claims against them rising out of any act or omission of the Petitioner in the performance of this Agreement or from any suit instituted for damages associated with this action. The Petitioner shall indemnify the FRCOG from any damages assessed in any manner whatsoever and whenever, which may arise out of this action.

The Petitioner is not authorized by the existence of this Agreement or by the terms hereunder, to incur any indebtedness or liability on the part of the FRCOG, or to pledge the credit of same, or to bind the FRCOG in any manner beyond those obligations which arise from work done under this Agreement in a timely and proper manner.

15. DOCUMENTS The Petitioner shall be required to provide FRCOG with any documents associated with the road action that FRCOG requests.

16. AVAILABILITY OF FUNDS If any funds are to be provided by FRCOG pursuant to this Agreement then this Agreement is subject to the continued availability of funds.

17. INDEMNIFICATION The Petitioner shall indemnify and save the FRCOG harmless from any and all claims, costs, expenses, losses and damages resulting from negligence, errors, omissions, or fault by the Petitioner including subcontractors and their employees. Such obligation shall not be construed to negate or abridge any other obligation or indemnification running to the FRCOG which would otherwise exist.

18. PERSONNEL The Petitioner represents that if necessary to secure outside services it will do so at its own expenses.

All personnel so engaged in the work shall be fully qualified and shall be authorized or permitted under State and local law to perform such services.

19. FRCOG's RIGHTS The FRCOG's rights and remedies provided in these clauses are in addition to any other rights and remedies provided by law or this Agreement.

20. The Petitioner shall be responsible for the professional quality, technical accuracy, timely completion, and the coordination of all outside contracted work under this Agreement. The Petitioner shall be responsible to correct or revise any errors, omissions, or other deficiencies in the outside work.

The FRCOG's approval of drawings, designs, specification, reports, and incidental architectural work or materials furnished hereunder shall not in any way relieve the Petitioner of responsibility for the technical adequacy of the work. Neither the FRCOG's review, approval or acceptance of, nor payment for, any of the services shall be construed to operate as a waiver of any rights under the Agreement or of any cause of action arising out of the performance of this Agreement.

21. TERMINATION Either party may terminate this Agreement, in whole or in part, in writing, if the other party substantially fails to fulfill its obligations under this Agreement through no fault of the terminating party. However, no such termination may be effected unless the other party is given (1) not less than ten (10) calendar days written notice (delivered by certified mail, return receipt requested) of intent to terminate and (2) an opportunity for consultation with the terminating party before termination.

The FRCOG may terminate this Agreement, in whole or in part, in writing, for its convenience, if the termination is for good cause (such as for legal or financial reasons, major changes in the work or program requirements, initiation of a new step) and the Petitioner is given (1) not less than ten (10) calendar days written notice (Delivered by certified mail, return receipt requested) of intent to terminate and (2) an opportunity for consultation with the terminating party before termination.

If the FRCOG terminates for default, all payments due FRCOG will become due and payable immediately.

Upon termination, the FRCOG may take over the work and prosecute the same to completion by agreement with another party or otherwise.

Except as this Agreement otherwise provides, all claims, counter-claims, disputes, and other matters in questions between the Petitioner and the Executive Committee arising out of or relating to this Agreement or the breach of it will be decided by arbitration if the parties hereto mutually agree, or in a court of competent jurisdiction.

22. MISCELLANEOUS PROVISIONS

a. Modification Waiver of Change No modifications, waiver or change shall be made in the terms and conditions of this Agreement, except as may be mutually agreed upon in writing by all parties hereto.

b. Successors and Assigns This Agreement shall inure to the benefit of, and be binding upon, the successors and assigns of each of the parties hereto.

c. Marginal Headings, Pronouns The marginal headings used in this Agreement are for convenience only and shall not be deemed to be a binding portion of this Agreement. The pronouns he, she, or it, are also used for convenience, and in the event that an improper pronoun has been used, it shall be deemed changed so as to render the sentence in which it is contained effective in accordance with its terms.

d. Cooperation Each party agrees to cooperate with the other in fulfilling the duties and responsibilities under the program.

IN WITNESS WHEREOF, the parties have hereunto set their hands and seals on the day and year first above written.

NOTE: THIS IS A BINDING LEGAL DOCUMENT. IT SHOULD BE READ CAREFULLY AND UNDERSTOOD PRIOR TO SIGNING. IT IS RECOMMENDED THAT THE PETITIONER SEEK LEGAL ADVICE PRIOR TO SIGNING THIS DOCUMENT.

FRANKLIN REGIONAL COUNCIL OF
GOVERNMENTS

Witness

Linda Dunlavy, Executive Director Date

TOWN OF XXX (Petitioner)

Witness

Chairman, Board of Selectmen Date

Approved as to appropriation:

Town Accountant

CHAPTER

5

TRANSPORTATION SERVICES AND NEEDS

Introduction

Typically, the transportation sections of the Community Development Plans being developed under Executive Order 418 (EO 418) focus on a specific regional or subregional concern involving current transportation infrastructure and services. The Town of Wendell chose to focus its EO 418 transportation work on two primary concerns. The first is the legal status and layout of roadways in Wendell. That topic is discussed in the Road Research chapter (Chapter 4) of this Community Development Plan. The second concern is the transportation needs of residents and the feasibility and interest in having transit and other transportation services in the community. This topic is the focus of this Transportation Services chapter.

Transportation services are very limited in most of Franklin County, including in Wendell. Within Wendell, the only formal transportation service that exists is weekly van transportation for seniors and residents with disabilities. The van service provides rides to the Orange Council on Aging meal site, and for medical and shopping trips. Residents also informally provide rides for each other and assist their neighbors when they have transportation problems. Wendell previously had a ride board for residents to offer and ask for rides, and is considering resurrecting it. One reason of this study was to gauge community interest in a ride board, as well as in other current and possible transportation services. These services include regional transit buses, local transit buses, school transportation for students who go to school outside of Wendell, and services to promote links between transportation modes, such as park-and-ride lots, and bus connections to regional bike trails.

The Transportation Services and Needs chapter for the Community Development Plan reviews current transportation transit and paratransit services in and near Wendell, and provides an overview of residents' travel patterns. It also discusses the transportation needs of residents, especially seniors and residents with disabilities, since these populations are the most likely to need transportation assistance. The chapter uses the results of a recent transportation survey for much of its needs assessment. The transportation survey was created as part of the community development planning process and was mailed to all Wendell households (380 households) as an insert in the Wendell Town Newsletter in January 2004. Sixty-three surveys were returned.

The analysis and discussions in the Transportation Services and Needs chapter relies on demographic and economic data from the U.S. Census, information provided by area transportation providers, and the results of the recent transportation survey.

The Transportation Services and Needs chapter contains the following main sections:

- Transportation services goal and objectives established during the EO 418 visioning process conducted by the Town;
- A review of current demographic, economic, and vehicle ownership statistics for Wendell which relate to transportation needs;
- A review of the transportation services that are presently available in and near Wendell;
- A discussion of transportation patterns and needs of Wendell residents, including those needs which were identified by the results to the written transportation survey; and
- Recommendations for helping to address transit-related issues and unmet transportation needs in Wendell.

Goal and Objectives for Transportation Services

Prior to beginning the creation of Wendell's Community Development Plan, a number of public forums were held to discuss community concerns and issues, and to help establish a statement of community priorities and a vision for Wendell's future. The vision statement is provided in the Executive Summary for the Plan.

The goal and objectives for transportation services reflect the results of the Town's visioning process.

Goal

- To improve transportation options for residents.

Objectives

- Increase access to coordinated and/or public transport, especially for seniors and residents with disabilities.
- Increase community awareness of the current transportation services.
- Investigate the feasibility and interest in expanding Wendell's present transportation options.

Demographic and Socioeconomic Statistics Relating to Transportation Needs

This section summarizes demographic, economic, and vehicle ownership statistics for Wendell that relate to transportation needs. Most of the data presented here comes from the 2000 U.S. Census (long form). Results of the transportation survey are also discussed. Unfortunately, the statistics collected through the decennial Census regarding transportation are not very comprehensive. As a result, the analysis in this section is somewhat limited in its scope and discussion.

The decennial Census collects some statistics on the elderly population and disabled populations specifically, and this information is presented when available. The Census Bureau defines the elderly as people 65 years of age and older. Age 65 is the age by which most people have traditionally retired and the age at which people have historically become eligible for elderly benefits and programs such as Social Security.

Population and Age Distribution

Table 5-1 gives the population distribution for Wendell (2000 U.S. Census). Approximately one-fifth (22%) of the Town's population is under 16, the age at which Massachusetts residents can obtain a driving learner's permit; a driver's license can be issued at age 16 ½ once education and driving experience requirements are met. Three-quarters of the population (74%) is between age 16 and age 64, and 3% of the population is age 65 or over.

Table 5-1: Wendell's Population Distribution, 2000

Age Group (years of age)	Population	Percentage of Wendell's Total Population
Under 16	219	22.2%
16 to 24	125	12.7%
25 to 34	121	12.3%
35 to 44	171	17.3%
45 to 54	207	21.0%
55 to 64	109	11.1%
65 to 74	20	2.0%
75 to 84	4	0.4%
85 and Over	10	1.0%
Total	986	100.0%
65 and Over	34	3.4%
75 and Over	14	1.4%

Source: U.S. Census Bureau, Census of Population and Housing, Summary File 3, 2000.

Elderly residents, especially those residents ages 75 years old and over, are the most likely to have health problems and mobility challenges. Transportation and aging research has shown that because of these issues, people age 75 and over are less able to drive than are younger adult age groups, and are more likely to be dependent on others for transportation. Nationally, over 40% of people age 75 and over are non-drivers. In addition, people in this

age group who do drive are likely to curtail their driving and avoid driving at night and/or in bad weather, and to avoid certain routes or roads, such as those with higher speeds or traffic volumes.¹ Although Wendell currently has few elderly residents, the Town's elderly population is expected to grow significantly over the next few decades. According to the Massachusetts Institute of Social and Economic Research (MISER), between 2000 and 2020, the number of elderly age 65 and over in Wendell is expected to more than quadruple to close to 170 people by 2020. The increase in the elderly population is expected to account for more than 90% of the Town's population growth during this time period. As the number of seniors in Wendell increases, so will the need to provide alternatives to driving for this segment of the population.

Elderly Households

A person's transportation needs are influenced not only by their own ability to drive, but by whether other people in their families, or friends, may be available to drive them places if they cannot travel there by themselves. The U.S. Census collects information on the composition of households and age of householders (heads of households) which can be used to help explore this topic. The 2000 Census found that 41% of elderly Wendell residents age 65 and over live in households with related family members and that 53% percent live by themselves. The other 6% live in households with non-relatives.

The 47% of elderly Wendell residents who live with others may be able to find transportation assistance, if they need it, within their own households. However, some of these seniors live in households in which all the other residents are also age 65 or older. An example of such a household could be an elderly couple. The 2000 Census estimated that there are approximately 17 multi-person households in Wendell with elderly householders. These elderly households and elderly residents who live by themselves are the most apt to have unmet transportation needs.

In the transportation survey conducted for the Community Development Plan, residents were asked if they have any ongoing transportation problems or concerns. Of the 63 people who completed the survey, only two mentioned that they or a family member are physically unable to drive and are reliant on others for their transportation.

Prevalence of Disabilities

The U.S. Census collects basic information on the prevalence of disabilities within communities.² This information, as with most Census data, is self-reported. Data on

¹ Straight, A., Community Transportation Survey, American Association of Retired People, 1997.

²The U.S. Census Bureau considers people 5 years old and over to be disabled if they have a physical, mental, or emotional condition lasting more than 6 months which is characterized by "one or more of the following: (1) blindness, deafness, or a severe vision or hearing impairment; (2) a substantial limitation in the ability to perform basic physical activities, such as walking, climbing stairs, reaching, lifting, or carrying; (3) difficulty learning, remembering, or concentrating; or (4) difficulty dressing, bathing, or getting around inside the home. In addition to the above criteria, people 16 years old and over are considered to have a disability if they have difficulty going outside of the home alone to shop or visit a doctor's office, and people 16-64 years old are considered to have a

disabilities among Wendell residents are presented in Table 5-2. The table excludes people living in institutionalized settings, such as group homes or nursing homes (In 2000, Wendell had 93 such residents, all at Lake Grove School). Overall, an estimated 11% of Wendell's population age 5 and over have a disability of some type. Among the elderly population (age 65 and over), 47% have a disability. The primary disabilities among Wendell's elderly are physical disabilities which affect mobility, and sensory disabilities; both types of disabilities are experienced by 29% of the elderly population (10 people) in Wendell. Unfortunately, the U.S. Census data provide little qualitative information regarding the severity of these disabilities. For adults under age 65, one indication of the severity of disabilities is the number of people with an employment disability, which is defined as a disability that makes it difficult for them to hold a job. According to the 2000 Census, 5% of the age 16-64 population (equal to 31 people) in Wendell has an employment disability. Especially, for older age groups where disabilities often become worse, having a disability may greatly affect a person's transportation options, including their ability to drive and their ability to ride a bus.

Table 5-2: Disabilities in the Non-Institutionalized Population in Wendell, 2000

Age Group	Total Population	Number with Disabilities	Percent with Disabilities	Types of Disability (% of Population in Age Group)*			
				Sensory Disability	Physical Disability	Mental Disability	Self-Care Disability
Age 5 to 15	143	5	3.5%	0.0%	0.0%	3.5%	0.0%
Age 16 to 64	675	76	11.3%	4.1%	3.7%	3.7%	1.6%
Age 65 & Over	34	16	47.1%	29.4%	29.4%	26.5%	8.8%
Total Age 5 & Over**	852	97	11.4%	4.5%	4.1%	4.5%	1.6%

*A person can have multiple disabilities and can be counted in more than one disability category.

**The Census Bureau does not track disabilities in children under age 5.

Sources: U.S. Census Bureau, Census of Population and Housing, 2000.

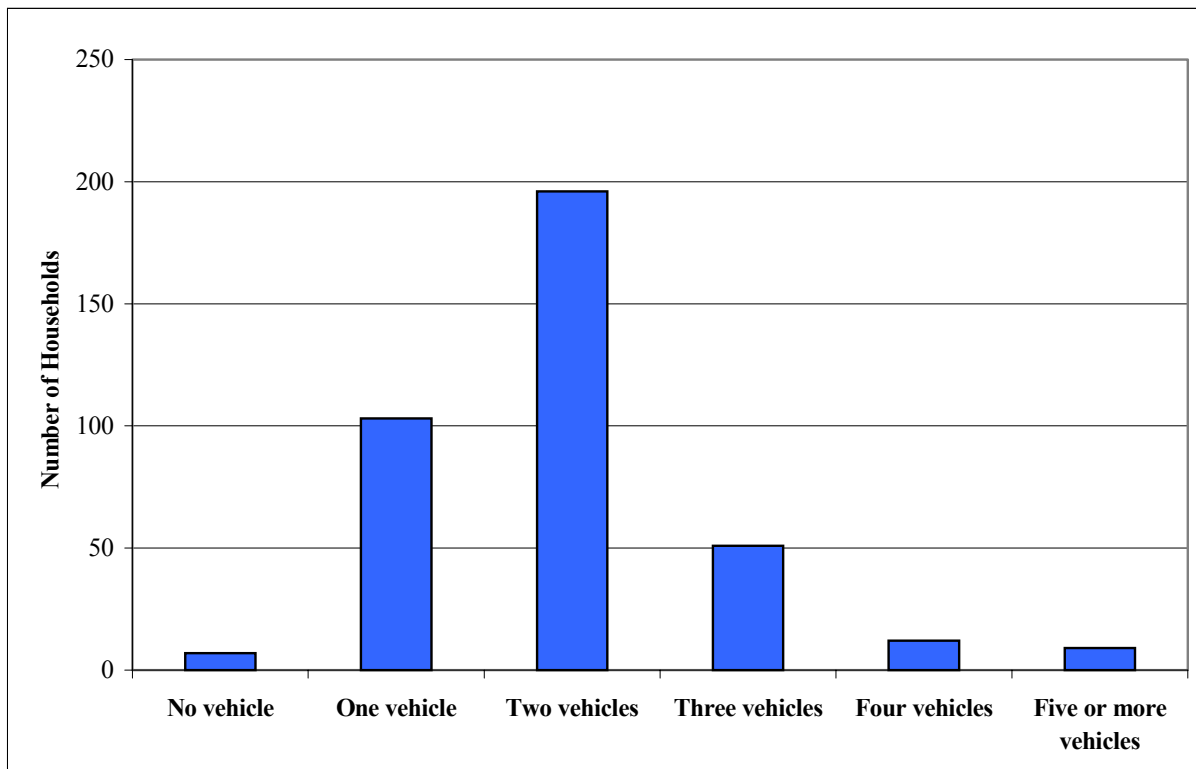
As mentioned above, in the transportation survey conducted for this study, only a few residents indicated that they or a family member have a disability that currently limits their ability to drive. However, there were some people who expressed concerns about their ability to drive as they get older, and whether they would become more isolated as they age as a result of limited mobility and transportation access issues.

Vehicle Ownership

The U.S. Census gathers data on household vehicle ownership and access, including by householder age. The Census information for Wendell shows a very high level of vehicle ownership (*Figure 5-1*). An estimated 98% of Wendell households have one vehicle or more, with 71% of households having two vehicles or more. The Census estimates that all the elderly households (with householders age 65 or older) in town have their own vehicle.

disability if they have difficulty working at a job or business" (U.S. Census Bureau, Technical Documentation 2000 Census, 2002).

Figure 5-1: Motorized Vehicle Ownership among Wendell Households, 2000



Motorized vehicles include automobiles, vans, and trucks with a 1 ton capacity or less.

Source: U.S. Census Bureau, Census of Population and Housing, 2000.

The high rate of vehicle ownership in Wendell is reflected in the primary travel mode reported in the transportation survey. An estimated 76% of survey respondents indicated that they drive their cars every day, and 16% drive 3-4 times per week. Only 4% said they drive only a few times per year or less. Close to 60% (58%) of respondents indicated that they are a passenger in a car at least once a week.

The other most popular mode of travel among Wendell residents is walking, with 24% of survey respondents saying they walk daily and 45% indicating they walk at least once a week. An estimated 7% of respondents indicated they generally bike at least weekly, and 5% said they take public transit that frequently.

Income

Even though almost all Wendell households have a car, and 71% have two cars, some households may have transportation access issues related to the costs of car ownership and maintenance. Owning a car is expensive. Current cost estimates place the cost per mile – including gasoline, maintenance, insurance, car payments, and depreciation at – 40-55 cents per mile.³ Assuming vehicle costs of 50 cents per mile, a person who drives 5,000 miles per

³ AAA, *Your Driving Costs*, 2004. This report estimated that the average cost of driving a new passenger car in 2004 is \$0.562 per mile. The AAA's cost figures are based on a composite national average of three

year will spend \$2,500 annually; someone who drives 10,000 miles per year will spend \$5,000. A person driving 15,000 miles per year will spend \$7,500. Driving 15,000 miles per year is equivalent to approximately 300 miles per week. Someone with a weekday commute of 30 miles to work each way would drive 300 miles a week, not including their non-commute travel. Non-commuting weekday and weekend trips can comprise many additional miles.

Paying the expenses related to car ownership and usage can be challenging to households with limited or fixed incomes, such as some elderly households. Many household costs, including health care costs and homeownership costs, have grown in recent years. For example, between 1990 and 2003, the average property tax bill for a single-family home in Wendell increased 43%, growing from \$1,377 per year (1990) to \$1,975 (2003) (MA Department of Revenue, 2004). Although this tax increase was less than that experienced in most Massachusetts towns, it was still a burden for many residents, especially those of limited income. Moreover, property tax bills may continue to rise as towns face declining State aid and increased municipal service and school costs. In the transportation survey, a few Wendell residents specifically commented that the high costs of car ownership and usage were one of their key transportation issues.

Table 5-3 below summarizes household incomes in Wendell by householder age. Overall, 23% of Wendell households are considered to be low-income, with annual household incomes of under \$25,000 (under \$2,100 per month) and another 23 percent are of moderate-income. A moderate-income household has a gross income of \$25,000 to \$40,000 per year (up to \$3,300 per month).

Income levels in Wendell are lower among elderly households than among non-elderly ones. Over half (58%) of households that are headed by an elderly person are low-income, and 20% are moderate-income. Wendell households in low or moderate-income brackets are the most likely to have difficulties related to transportation costs, and to the expense of car ownership and maintenance.

Table 5-3: Households by Income Level, by Householder Age, in Wendell, 1999

Income Level	Total		Age of Householder							
			Age 16 to 34		Age 35 to 54		Age 55 to 64		Age 65+	
	#	%	#	%	#	%	#	%	#	%
Low Income (\$24,999 or less)	89	23.4%	17	27.9%	41	18.5%	16	22.5%	15	57.7%
Moderate Income (\$25,000 to \$39,999)	86	22.6%	24	39.3%	40	18.0%	17	23.9%	5	19.2%
Middle Income (\$40,000 to \$74,999)	135	35.5%	16	26.2%	91	41.0%	25	35.2%	3	11.5%
Upper Income (\$75,000 or above)	70	18.4%	4	65.6%	50	22.5%	13	18.3%	3	11.5%
Total	380	100.0%	61	100.0%	222	100.0%	71	100.0%	26	100.0%

Source: U.S. Census Bureau, Census of Population and Housing, 2000.

domestically built 2004 cars: a subcompact Chevrolet Cavalier, a mid-size Ford Taurus, and a full-size Mercury Grand Marquis.

Current Transportation Services

This section reviews the current fixed-route and paratransit van services currently available in and near Wendell. There is presently no fixed-route bus service operating within the Town of Wendell. However, there is bus service nearby, including the Franklin Regional Transit Authority's G-Link service along Route 2/2A between Greenfield and Athol, and the Greenfield-Montague Transportation Area's service along Route 63 between Greenfield and Amherst, and between Greenfield and Montague. In terms of paratransit service, Wendell seniors and residents with disabilities have access to weekly van service through the Orange Council on Aging.

One of the reasons that the Town of Wendell chose to focus on transportation services as part of its Community Development Plan is that the Town wanted to explore the possibility of expanding transit services for Wendell, including possibly connecting Wendell to current fixed transit routes. At the present time, such expansions are unlikely. The current budget situation for the FRTA and other transit agencies is very tight, and transit providers are primarily working to avoid cuts to existing services. Expanding services, even if there could be a demand for new routes, is not very realistic in this current budget climate.

Since Fiscal Year (FY) 2001, State funding for the regional transit authorities, including the FRTA and the Pioneer Valley Transit Authority (PVTA) has remained fixed at the FY 2001 level. As the costs of providing transit services, especially insurance costs and fuel costs, have risen significantly in the past few years, particularly since September 11, 2001, the freeze on funding increases has been a significant problem and has made it difficult for transit authorities to balance their budgets and maintain current services. For example, in recent years, the PVTA has had to impose a combination of service cuts and fare increases to avoid a budget deficit. The regional transit authorities expect to receive a modest 2% increase in State support for FY 2005 (which begins on July 1, 2004). This modest increase is insufficient to address the growth in transit costs over the last four years. More cuts in services may be necessary if State support for the regional transit authorities does not increase in coming years.

A local legislator, State Senator Stanley Rosenberg, of Amherst, recently filed a bill to reform the current system of paying for transit services, and to provide regional transit authorities with a dedicated source of funding that will ensure that transit get sufficient funding even when State budget cuts are inevitable, as has been the case for the past few years.⁴ This proposed overhaul to the current approach to funding transit services in Massachusetts would greatly help the regional transit authorities and communities maintain current services and expand them as demand and need warrant. However, it is likely to take quite some time (perhaps even years) before a funding change of such magnitude will be enacted. In the meantime, communities and residents are encouraged to urge their legislators to support an equitable approach to transit funding statewide and the creation of a dedicated funding source for transit expenditures.

⁴The MBTA, which is not considered a regional transit authority, already has a dedicated source of State funding: 20% of Massachusetts' state sales tax revenues.

Fixed-Route Transit Services

There are currently no fixed-route transit services available within the Town of Wendell. The closest bus routes are the Franklin Regional Transit Authority (FRTA) route along Route 2/2A between Greenfield and Athol, and the Greenfield-Montague Transportation Area (GMTA) routes between Greenfield and Montague. The schedules for these routes are provided in the Appendix at the back of this chapter.

The FRTA's route along Route 2/2A, the G-Link, runs seven times each weekday. The bus travels between Greenfield and Athol. In Athol, riders can connect to Montachusett Regional Transit Authority (MART) service to Gardner and to the MBTA commuter rail stop in Fitchburg. The first run each day leaves Court Square in Greenfield at 5:10 A.M., and the last run returns at 7:15 P.M. The route includes stops in Gill, Ervingside, Erving Center, Orange Center, and Athol. The bus will also stop in Turners Falls upon request. In addition to the set stops for the route, the bus will also stop to pick up or drop off riders at any other safe location along the route upon request. To get on the bus outside of the set stops, riders can flag the bus down. Riders who want to ensure in advance that the bus will stop for them can call the FRTA to pre-arrange a stop-by-request. Riders seeking to get picked up in Turners Falls also call in advance to arrange it. The regular bus fare for the Greenfield-Athol bus is \$1.00 each way. Seniors (age 60 and over) and disabled riders are eligible for reduced fares of \$0.50 per ride.

The Greenfield-Montague Transportation Area (GMTA) has routes to Montague and Amherst. The GMTA has service 14 times each weekday and 5 times each Saturday to Turners Falls. During the week, the first run each day leaves Court Square at 6:05 A.M. and the last run returns at 5:00 P.M. On some of its runs, the Turners Falls bus also goes to Millers Falls, Montague Center, and/or Amherst. Millers Falls and Montague Center each have three runs each weekday, and Amherst has two. The GMTA also provides two runs to Millers Falls on Saturdays. As with the FRTA routes, GMTA drivers will stop to pick up or drop off riders at any safe location along the routes.

The regular GMTA fare is \$2.50 each way for rides between Greenfield and Leverett, Greenfield and Amherst, Turners Falls and Leverett, and Turners Falls and Amherst. The standard fare between Montague Center and Amherst is \$2.00. The standard fare between other destinations and origins is \$1.00 each way. Seniors (age 60 and over) and disabled riders are eligible for half-price fares.

The Greenfield-Amherst route along Route 63 only stops in Amherst at Haigis Mall on the University of Massachusetts-Amherst campus. The route is primarily timed to provide transit to UMass employees who work a standard 7 or 7.5 hour shift. The schedule is also convenient for some college students who live in Greenfield or Montague and who commute to UMass. The route's schedule typically does not work well for most other commuters.

Both the GMTA and FRTA routes connect with other routes to which riders can transfer to reach additional destinations. At Court Square in Greenfield, riders can transfer to GMTA buses serving Greenfield Community College and other parts of Greenfield, and to FRTA buses serving Northampton, Northfield, and Route 2 west to Charlemont. The FRTA's

Greenfield-Northampton bus (the Valley Route) makes six round-trips each weekday, traveling primarily along Routes 5 and 10. Twice a day, the Valley Route includes an extension into Sunderland to connect to PVRTA service. The FRTA's Charlemont and Northfield routes primarily serve the Academy at Charlemont and Northfield Mount Hermon School respectively, and run only when the schools are in session. Transfers between GTMA buses (within a certain time period) are free. Transfers between FRTA buses, and between GMTA and FRTA buses, are not.

From Haigis Mall at the University of Massachusetts (UMass), riders can transfer to Pioneer Valley Transit Authority (PVRTA) and UMass Transit buses to Hadley, Northampton, Belchertown, South Hadley, and other parts of Amherst. Some of the buses affiliated with the Five Colleges (UMass, Amherst College, Hampshire College, Smith College and Mt. Holyoke) do not run over the summer.

The transportation survey conducted for the Community Development Plan asked Wendell residents whether they had taken the FRTA G-Link bus, the GMTA Greenfield-Amherst bus, or the GTMA Greenfield-Montague bus within the past year. Only four respondents indicated that they had taken any of these buses during that period. Only one of these four respondents had taken any of these bus routes more than 10 times in the past year.

The survey then asked residents whether they thought they would ride any of these three routes within the next year. Only three respondents said that they definitely would. They are likely the same people who indicated that they rode these routes in the last year. Another nine respondents indicated that they might ride one of the routes; the majority of respondents did not see themselves taking any of them. This result reflects the high level of car ownership among Wendell residents and the inconvenience involved with taking these buses compared to driving, especially since none of the routes serve Wendell directly.

Paratransit Van Services

FRTA Services

Wendell is a member of the Franklin Regional Transit Authority (FRTA), and as such, is eligible to receive FRTA paratransit van services. FRTA towns contribute to the cost of van service through the annual regional transit assessments issued to municipalities along with other service assessments by the State. Towns such as Wendell are assessed for transit costs based on the number of van transportation rides provided to Town residents. Subsidies from the state and federal governments defray some of the town-level costs.

In the FRTA region, van transportation is available for seniors age 60 and over, and for people with disabilities which affect their ability to drive and to use regular fixed-route transit service. Almost all of the regular buses for the GMTA, FRTA, PVRTA, and UMass Transit have motorized lifts and are wheelchair accessible. The paratransit vans, which provide door-to-door transportation, are also wheelchair accessible. Priority for van service is given to people with disabilities. Under the Americans with Disabilities Act (ADA), transit providers are required to offer van service during the same hours as fixed-route service to people with

disabilities who live within 0.75 miles of a regular bus route. This ADA requirement has little effect in Wendell since the Town has no fixed-route transit service; the nearest bus route runs along Route 2/2A between Greenfield and Athol, and has stops in Erving and Orange. Van service provided for Wendell residents is primarily dial-a-ride service, which is optional and offered at the FRTA's discretion.

The FRTA contracts with local van companies to provide paratransit transportation to seniors and residents with disabilities in the FRTA region. Through the FRTA, Wendell residents who qualify have access to van service offered by the Orange Council on Aging. The Orange Council on Aging provides van service for the Towns of Wendell, Orange, New Salem, and Warwick. The Orange Council on Aging offers van transportation to Wendell residents each Tuesday. Each Tuesday, van service is available to qualifying residents for medical and shopping trips, and for rides to the Orange Council on Aging meal site. Rides are available from 8:00 A.M. to 3:00 P.M. (last pickup at 2:30 P.M.) and are provided on a "first-come, first-serve" basis. People wanting to take the van are asked to call at least 24 hours in advance to arrange for transportation.⁵ There is currently no fare for the Orange Council on Aging van service, though a donation for each ride is encouraged. The no-fare policy is likely to change beginning in July 2004, when the FRTA has proposed instituting a new fare to help cover costs and treat all van riders the same (currently van riders through F.M. Kuzmeskus – a company which provides van service for a number of Franklin County towns – are charged a fare and other riders are not). The new one-way fare would \$1.00 for rides to meal sites in an adjacent town, and for rides within the same town; \$2.00 for all other rides to adjacent towns; and \$3.00 for trips longer than 15 miles.

Very few Wendell residents who qualify to use the Orange Council on Aging (COA) van service choose to do so. The FRTA ridership statistics for the past few years show no van riders for Wendell at all, though a few Wendell riders could have been accidentally included in Orange's ridership counts, since Wendell's van service is through the Orange COA. One possible reason for the low Wendell ridership is that few qualifying Wendell residents may be aware of the service. In addition, the 2000 Census data indicate that all elderly households in Wendell have their own cars, and therefore may not need van service. Another contributing factor to the low ridership counts could be the perceived challenge and inconvenience of using the van service, compared to getting a ride from a neighbor. Since Wendell is a small community, Wendell residents who do not drive are often able to get transportation assistance from their neighbors, friends, and other community members.

One issue facing the current paratransit services coordinated through the regional transit agencies, is the difficulty of providing transportation to people who wish to travel from one agency's jurisdiction for transit services, into another agency's jurisdiction. Examples of such trips could include a Wendell resident who wants take van service to Northampton (Wendell is in the FRTA district, Northampton is under PVRTA jurisdiction) or a resident in Greenfield who would like a van ride to Shelburne Falls. (Greenfield is in the GMTA district, and Shelburne Falls is under the FRTA.) Because of administrative and financing issues, cross-jurisdiction transit trips are made rarely, if at all. This can present a problem for residents

⁵ Rides can be scheduled through the Orange Council on Aging at 978-544-1113.

who need to make trips across transit agencies' jurisdictional boundaries, and who could strongly benefit from being able to use regional paratransit service for this travel.

Other Transportation Options

In addition to the van services offered to Wendell residents through the Orange Council on Aging, van transportation can also be available to Wendell residents through MassHealth, the Massachusetts Department of Mental Retardation (DMR), the Department of Public Health (DPH), and various other state-level human service agencies. The travel which can be funded through these programs is often limited to a few specific types of trips, such as medical trips or transportation to job training. In addition, riders must meet strict eligibility criteria. Regional transit authorities generally coordinate the transportation services for the State's human service agencies. Transportation services for MassHealth, DMR, and DPH in Franklin County are currently coordinated by the FRTA. The human service agencies and the FRTA can provide more information about these alternative van transit programs and help people determine if they may qualify for these services.

Transportation for medical appointments is currently also available to Franklin County seniors and residents with disabilities through Franklin County Home Care (FCHC). Franklin County Home Care's transportation service is provided through volunteer drivers using private automobiles (As a result, this service may not be practical for people in wheelchairs, or with other serious mobility constraints.) This volunteer-based program focuses on providing rides to medical services outside of Franklin County and the drivers sometimes go all the way to Boston if necessary. The volunteer drivers are reimbursed for their travel costs and paid a small stipend by FCHC. Wendell residents interested in finding out more about this service should contact FCHC.

Another medical transportation service available specifically in the North Quabbin region is a van service run through the Athol Memorial Hospital. The van service offers rides to medical appointments at the Athol Hospital and the Medical Arts Building. The service is available weekdays from 7 A.M. to 3 P.M. to residents of Wendell, Athol, Erving, New Salem, Orange, Petersham, Phillipston, Royalston, and Warwick. Rides are free for seniors age 65 and over, and cost \$2.00 for riders under age 65. Rides are provided in wheelchair accessible vans. A three-day advanced notice is required. This service is funded with donations from the Athol/Orange Area Rotary Club, the Athol Lions Club, and the Parmenter Fund.

Transportation Patterns and Needs

This section discusses the travel patterns and identified transportation needs among Wendell residents. This section strongly relies on the results of the transportation survey that was conducted as part of the Community Development Plan. The section also includes Census data on the commute patterns for Wendell residents.

Travel Patterns of Wendell Residents

The transportation survey asked a number of questions relating to residents' current travel patterns. Understanding more about how people travel, including where they are going, and how often they make different kinds of trips, is the first step in identifying where there might be unmet transportation needs, and whether public transportation services could help address these needs.

Transportation Modes

As was discussed earlier, most of the transportation survey respondents indicated that they drive for most of their daily travel. An estimated 76% of survey respondents indicated that they drive their cars every day, and 16% drive 3 to 4 times per week. Additionally, 58% of respondent indicated that they are a passenger in a car typically at least once a week. The other popular mode of travel was walking, with 24% of survey respondents saying they walk daily and 45% indicating they walk at least once a week. An estimated 7% of respondents indicated that they biked at least weekly.⁶

These results are similar to those found in the 2000 Census regarding the commute modes of Wendell workers. In 2000, of the 521 Wendell residents who commuted to work, 84% predominantly drove alone, 9% carpooled and 4% walked to work. The remaining 3% commuted via other modes, including transit.

Top Destinations

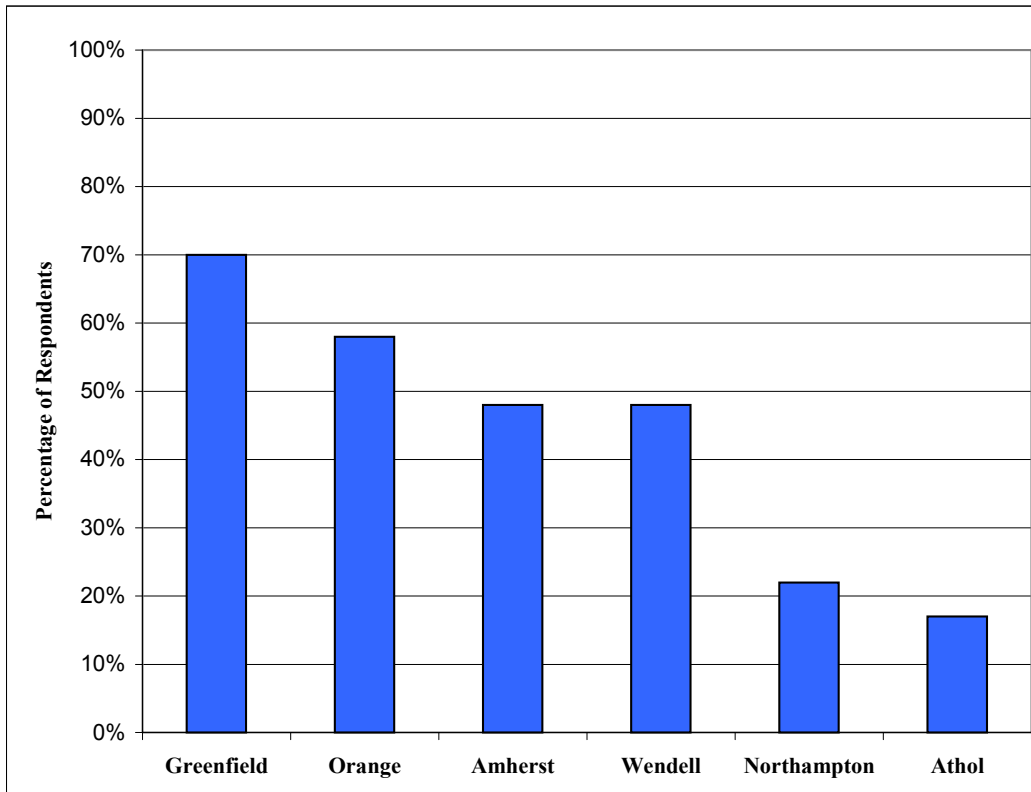
The transportation survey conducted for the Community Development Plan asked about the primary town that residents commute to, for work and/or school. The survey also inquired about people's top three destinations not including commute travel.

Of the 62 respondents to the first question, 11% indicated that they work from home; this result is comparable to the 2000 U.S. Census estimate of 10% of Wendell's employed residents working from home. For residents who commute to work or school, the reported top four destinations in the transportation survey were, in descending order, Amherst, Greenfield, Wendell, and Orange.

For the second question, regarding the top three destinations during non-commute travel, the top destinations were again Greenfield (cited by 70% of the respondents), Orange (58%), Amherst (48%), and Wendell (48%) (*Figure 5-2*). The next most common destinations were Northampton (22%), Athol (17%), and Hadley (17%).

⁶The survey asked people how often they bike and/or walk, but did not collect information on where, why, or when they engage in these activities.

Figure 5-2: Survey Respondents' Top Destinations when They Leave Their Homes, Not Including Commutes to Work or School



Source: Town of Wendell Transportation Survey, 2004.

Among survey respondents who identified their top one destination when they leave their home (many respondents just checked their top three instead of ranking them), the top choices were again Wendell, Greenfield, Amherst, and Orange. Wendell was ranked the number one destination by 33% of respondents answering the question (*Table 5-4*).

Table 5-4: Single Most Frequent Destination for Survey Respondents, Not Including Commutes to Work or School

Top Destinations not including Commutes to Work and/or School	Number of Respondents	Percentage (n=49)*
Wendell	16	33%
Greenfield	10	20%
Amherst	7	14%
Orange	6	12%

* A significant number of survey respondents did not rank their top three destinations.

Source: Town of Wendell Transportation Survey, 2004.

Frequency of Trips

The survey inquired about how frequently people make trips outside of Wendell (*Table 5-5*). The most common response to this question (41% of respondents) was for 5 to 9 trips per week, which translates into one or two per day. An estimated 31% of survey respondents indicated that they make less than 5 trips per week outside of Wendell. This result may reflect the relatively large number of Wendell workers who work from their homes; approximately 10% of employed Wendell residents do so.

Table 5-5: Number of Trips per Week that the Survey Respondents Typically Make Outside of Wendell

Number of Trips Per Week Outside of Wendell	Number of Responses	Percentage (n = 61)
Under 5	19	31%
5 to 9	25	41%
10 to 14	11	18%
15 to 19	1	2%
20 to 29	2	3%
30 or More	3	5%

Source: Town of Wendell Transportation Survey, 2004.

Interest in Additional Transportation Services

The first question on the Wendell transportation survey asked residents how important different types of transportation services are to them. Table 5-6, on the next page, summarizes the results to this question.

The survey then asked people to describe any service(s) that they had characterized as Important or Very Important - for example, where would they like the service to go, or when would they like the service to run.

Table 5-6: How Important Different Types of Transportation Services are to the Survey Respondents

Transportation Service	Very Important*	Important*	Not Important*	Did Not Answer Subpart of Question*
Establishing a carpool or rideshare program for Wendell residents	16%	44%	33%	7%
Providing local bus service around Wendell	7%	23%	54%	16%
Expanding current regional bus services to include Wendell	31%	43%	20%	7%
Improving transportation services for the elderly and the disabled	43%	39%	5%	13%
Providing transportation for students who go to school outside of Wendell	18%	30%	38%	15%
Providing a park-n-ride lot for commuters near bus stops to encourage more bus usage	15%	41%	30%	15%
Encouraging area employers to offer incentives for workers to use transit, carpool, or bike or walk to work	18%	33%	34%	15%
Connecting transit services to area bike and walking trails	10%	28%	43%	31%

**Percentages are based on the 61 respondents who answered at least part of this question.
Source: Town of Wendell Transportation Survey, 2004.*

Transit Services

Among the services that residents considered Very Important or Important were improving transportation services for the elderly and disabled (supported by 82% of respondents, and considered Very Important by 43% of them) and expanding current regional bus services to include Wendell (supported by 74% of respondents). Ideas for expanding regional bus services included adding Wendell to the existing routes along Route 2/2A and Route 63, and providing regular service to Amherst, Greenfield, and Orange.

Over half of respondents also considered it Important or Very Important to provide a park-n-ride lots for commuters near bus stops to encourage transit usage (56%), though there were questions about where a park-n-ride lot in or near Wendell could be situated. One idea was to locate it in Wendell Depot, close to Route 2. The FRTA's weekday bus along Route 2/2A between Greenfield and Athol makes a number of stops in Erving.

Transit services that were considered to be Not Important by at least 40% of survey respondents included providing local bus service around Wendell (viewed as Not Important by 54% of respondents) and connecting transit services to area biking and walking trails (Not Important for 43%). Both of these services were considered to be Very Important by 10% or less of the people who answered the survey.

One type of transit service that met with mixed feelings was providing transportation to students who go to school outside of Wendell. Almost half of respondents (48%) considered this service Very Important or Important; another 38% considered it Not Important. In

written comments about out-of-town transportation to school, feelings also ranged considerably. Comments included “It should be our right” as well as “No way! If [students] decide to attend school outside of the district, parents should provide transportation.” Other comments, such as “Some alternatives would help but should not be mandated,” fell in-between these extremes.

Carpooling/Ridesharing

There was fairly high support among survey respondents for a carpool or ridesharing program in town. Overall, 16% of survey respondents considered such a service to be Very Important for Wendell, and 44% felt it was Important (another 40% considered it Not Important or gave no opinion.) Some people supported the idea of a ride board, though one person mentioned that a ride board had been tried previously and failed. Already quite a few people in Wendell carpool with others, and offer their neighbors rides. Thoughts behind having a formal carpool or rideshare program include making it accessible to more residents and helping to sustain it over a long period of time. One person mentioned that if the rideshare/carpool program were a success, that they might be able to get rid of their family’s second car.

In the transportation survey, there was also an additional question specifically about a rideshare program. About a quarter of survey respondents (24%) said they would use such a program to get rides, and 41% indicated that they would offer rides. Most respondents thought a rideshare/carpool program would work best if it were easy to be a part of it, and if rideshare/carpool information was readily available. Two-thirds of respondents (66%) supported having a rideshare board at a central town location (the top suggested location was the Wendell Country Store) and 62% thought the rideshare board should be available through the Town website.

Transportation Needs Based on the Survey Results

Only a small number of the transportation survey respondents indicated that they have on-going transportation needs or issues. Most of the respondents appear to be able to meet their basic transportation needs through use of their own vehicles, or through carpooling or ridesharing with others; some respondents, though, did report that they sometimes have difficulty helping family members who don’t drive, or having to share a car with other people in their households.

Respondents to the survey expressed considerable support for extending current regional transportation routes into Wendell, with 74% of respondents indicating that they view such an expansion of services as Very Important or Important. At the same time, however, it wasn’t clear how many Wendell residents would actually use such a bus service if it were provided. At most, the service would probably run just a few times a day and might not be convenient for many residents. Also, given the high level of car ownership in town, with over 95% of households owning one vehicle and 71% owning two, it seems likely that, even if more bus service existed, most residents would continue to drive for most of their trips out of Wendell. In addition, with the present funding shortages for the regional transit authorities, it’s not clear how feasible extending the current bus routes into Wendell would even be.

Wendell is a small community where neighbors help each other and offer each other rides as needed. This type of informal transportation service seems more suited to Wendell than extensive bus routes. Respondents to the transportation survey expressed considerable support for a formal rideshare/carpool program, with 60% viewing such a program as Very Important or Important. Formalizing the current informal ridesharing system could help reach more residents with transportation needs and encourage greater numbers of residents to share rides or offer rides to others.

Another type of service that is important for the town, and which will become more important in the coming decades, is transportation service for elderly residents. Wendell's population currently only has a small number of elderly residents, with people age 65 and over comprising just 3% of all residents, and people age 75 and over comprising only 1% of residents. Wendell's elderly population is expected to grow considerably over the next few decades. As it does, it will be essential for the town to have transportation options for these residents, including possibly expanding the limited paratransit service for qualifying Wendell residents that is presently offered through the Orange Council on Aging.

Transportation Services Recommendations

- Explore the feasibility of re-establishing a formal rideshare/carpool program in town. The transportation survey conducted for this study showed a fair amount of support among respondents for having a carpool or rideshare program; 56% of respondents supported having such a program. Consider having the rideshare/carpool coordinated both through the Town of Wendell web site and through a central community location.
- Work with area legislators to encourage the State to increase financial support for transit services in Western Massachusetts, and to develop a more equitable funding mechanism. Massachusetts treats the MBTA differently than other regional transit authorities in the State. A key issue has been that all the regional transit authorities (except for the MBTA) have been level funded in the State budget since the 2001 Fiscal Year. For next fiscal year, FY 2005, which begins in July 2004, the regional transit authorities (RTAs) expect to see a modest 2% increase in state funding. However, this increase is insufficient to make up for the growing costs that the RTAs incurred over the past few years. Some RTAs, including the PVRTA have had to cut services and raise fares to balance their budgets, and are looking at further cuts and fare increases for the coming year. In contrast, the MBTA has a dedicated source of funding through the state sales tax, receiving one-fifth of the 5% sales tax collected state-wide. State Senator Stanley Rosenberg and other Western Massachusetts legislators are working to address the funding issues facing the Franklin Regional Transit Authority (FRTA), the Greenfield-Montague Transportation Area (GMTA), and other Western Massachusetts transit agencies.

- Continue to promote currently available transportation services for seniors and residents with disabilities, and to expand services as demand and needs warrant. The primary service for seniors and disabled residents in Wendell is provided through the Orange Council on Aging (COA). Each week, on Tuesdays, the Orange COA provides van service to qualifying Wendell residents for medical and shopping trips, and for rides to the Orange Council on Aging meal site. Very few Wendell residents use the Orange Council on Aging van service.
- Consider encouraging an increased range of business services in town for Wendell residents. In the recent transportation survey, residents were asked, “What types of additional services and businesses do you wish were located in Wendell so you wouldn’t need to go elsewhere for them? The most common responses (approximately 13 or 14 responses each) were for a gas station, grocery store, and restaurant/take-out. Items with 4 to 5 responses included an ATM/bank, car repair, hardware/lumber store, and places with movies/entertainment. In general, the survey respondents supported having services in Wendell that they use regularly and which would be convenient to have closer. A few respondents indicated that they would not like any additional services and enjoy Wendell just the way it is. Greater in-town services could decrease the need for Wendell residents to travel for common needs. More business services could also contribute positively to the Town’s tax base.
- Work with Lake Grove School to explore and promote commuting transportation options. Lake Grove School is the largest employer in Wendell by far, with over 150 employees. Promoting carpools and other commute options among Lake Grove’s employees could have a large positive impact on traffic in Wendell, especially during peak commuting times. Also, if Lake Grove School decides to support or pursue transportation alternatives as an institution, it could help increase the public profile and viability of these transport modes within the town.

Transportation Services and Needs Appendix

Town of Wendell Transportation Survey, January 2004

Wendell Transportation Survey Responses

FRTA, Schedule for the G-Link Route

GMTA, Schedule for the Greenfield-Millers Falls/Montague Center Route

GMTA, Schedule for the Greenfield-Amherst Route

This survey is designed to help Wendell assess the transportation patterns and needs of Wendell residents, and to plan future transportation services. Each copy of the survey is intended to be filled out by one person and to reflect that person's travel patterns and concerns.

- 1. How important do you consider the following transportation services? *For each service listed, please mark an X in the appropriate column. For services that you consider important or very important, please briefly describe the type of service you would like, or where you would want the service to go. (For example, if providing local bus service is important to you, where would you like the bus to go?)***

		Very important	Important	Not Important	If very important or important, describe what you would like (where, when, etc.)
a.	Establishing a carpool or rideshare program for Wendell residents				
b.	Providing local bus service around Wendell				
c.	Expanding current regional bus services to include Wendell				
d.	Improving transportation services for the elderly and the disabled				
e.	Providing transportation for students who go to school outside of Wendell				
f.	Providing a park-n-ride lot for commuters near bus stops to encourage more bus usage				
g.	Encouraging area employers to offer incentives for workers to use transit, carpool, or bike or walk to work				
h.	Connecting transit services to area bike and walking trails				
i.	Other <i>(please specify)</i> _____ _____				

TOWN OF WENDELL TRANSPORTATION SURVEY

2. How often do you use each of the following transportation modes?

For each transportation mode, please mark an X in the appropriate column.

	Transportation Mode	Daily	3-4 Times Per Week	Weekly	Monthly	A Few Times Per Year	Never
a.	Car, driver						
b.	Car, passenger						
c.	Public transit bus						
d.	Bicycle						
e.	Walking						
f.	Other <i>(please specify)</i> _____						

3. How many times, if any, have you taken the following bus routes in the past year? Do you think you will take any of them over the next year? *For each route, please mark an X in the appropriate column, and indicate whether you will use it in the next year.*

	Route	Never	1 to 9 Times	10 to 24 Times	25 or More Times	Will you take it in the next year? <i>Circle your answer.</i>
a.	FRTA's G-Link, along Route 2/2A, between Greenfield and Athol (also stops in Gill, Erving, and Orange)					YES NO MAYBE
b.	GMTA's Greenfield – Montague bus (stops in Turners Falls, and sometimes in Millers Falls and Montague Center)					YES NO MAYBE
c.	GMTA's Greenfield – Amherst bus (runs along Route 63 to the University of Massachusetts)					YES NO MAYBE
d.	Other bus service <i>(please specify)</i> _____					YES NO MAYBE

If you would like additional information about these bus routes, please contact the GMTA at 413-773-9478 or the FRTA at 413-665-2805.

4. What primary town do you commute to for work or school?

It varies. ____

If you don't commute to work or school, please check all that apply.

I am retired or not employed. ____ I primarily work from home. ____

I primarily take classes from home (for example, internet course or homeschooling). ____

5. **Not including commutes to work and school, what are your most frequent destinations when you leave your house?** *Please indicate your top three destinations (enter 1, 2, and 3).*

Wendell _____	Deerfield _____	Amherst _____
Montague _____	Orange _____	Northampton _____
Greenfield _____	Athol _____	Hadley _____

Other (please specify) _____

6. **How many times per week do you typically travel outside of Wendell?**

Under 5 _____ 5-9 _____ 10-14 _____ 15-19 _____ 20-29 _____ More than 30 _____

7. **What types of additional services and businesses do you wish you were located in Wendell so you wouldn't need to go elsewhere for them?** *Please describe.*

8. **Do you have any ongoing problems or concerns related to transportation?** *If so, please describe them (for example: my household only has one car which we share among multiple drivers; I can't see very well and have difficulty driving; I work in Boston and get tired of the long commute).*

9. **If Wendell established a new rideshare program, would you:**

Please circle your responses.

a) use it to get rides?	YES	NO	MAYBE
b) offer to give rides to others?	YES	NO	MAYBE
c) like the rideshare board to be at a central town location?	YES	NO	MAYBE

If yes, please indicate where: _____

d) want it to be available through the town web site?	YES	NO	MAYBE
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10. **Please indicate your age:** Under 18 _____ 18-29 _____ 30-49 _____ 50-64 _____ 65+ _____

11. **Do you have any additional comments or suggestions regarding transportation services in Wendell? For example, what specific services or changes would you like to see? What characteristics would your ideal transportation system have?**

Please describe below.

There are two ways to return your survey: (1) Mail the survey to the Town of Wendell Post Office Box (PO Box 41); or (2) Drop the survey off at one of the five in-town drop off locations: Wendell Town Offices, Wendell Free Library, Wendell Recycle and Transfer Station, Wendell Country Store, Wendell Depot Store.

WENDELL TRANSPORTATION SURVEY RESPONSES

- 1. How important do you consider the following transportation services?** *For each service listed, please mark the appropriate column. For services that you consider important or very important, please briefly describe the type of service you would like, or where you would want the service to go.*

3% of survey respondents did not answer this question.

Percentages are based on the 61 respondents who answered at least part of the question.

	Transportation Service	Very important	Important	Not Important	No Answer for Sub-Question
a.	Establishing a carpool or rideshare program for Wendell residents	16%	44%	33%	7%
b.	Providing local bus service around Wendell	7%	23%	54%	16%
c.	Expanding current regional bus services to include Wendell	31%	43%	20%	7%
d.	Improving transportation services for the elderly and the disabled	43%	39%	5%	13%
e.	Providing transportation for students who go to school outside of Wendell	18%	30%	38%	15%
f.	Providing a park-n-ride lot for commuters near bus stops to encourage more bus usage	15%	41%	30%	15%
g.	Encouraging area employers to offer incentives for workers to use transit, carpool, or bike or walk to work	18%	33%	34%	15%
h.	Connecting transit services to area bike and walking trails	10%	28%	43%	20%

Other responses/comments

(Two responses)

- Offer rides to help prevent drunk driving

(One response each)

- Include weekend access to transportation
- Encourage and support Boston commuter train to Athol
- Improve the maintenance of roads in Wendell, e.g. sand icy roads before the morning commute and plow major roads better
- Establish a used vehicle center providing affordable used cars and trucks
- Create bike and walking trails in Wendell that connect to other trails

WENDELL TRANSPORTATION SURVEY RESPONSES

Other responses/comments (con't)

(One response each)

- No services available now; anything would be an improvement
- It's hard to know about this. I have adjusted to the current situation by making a dependable car a priority; undependable/infrequent bus service would not help

For services that people marked as "Very Important" or "Important", description of what they would like (where, when, etc.)

(number of same/similar responses given in parentheses when there was more than one such response. All other answers were each given by one person).

a. Establishing a carpool or rideshare program for Wendell residents

- Have a board with ride exchanges (4)
- Have sign-ups through web site (3)
- Have sign-up sheets for interested people
- Have convenient easy way to hook up with others
- Would be a matter of individual pick-up
- For personal convenience
- Good idea; I might not use it
- Not important to me at present
- Some residents don't have cars

Where/when/how

- Local: Orange, Athol, Turners Falls, and Greenfield
- Daily to Amherst, Leverett, or to grocery stores and buses
- To Amherst, Monday through Friday
- To Amherst, Greenfield (anytime), and Northampton
- To Greenfield and/or Amherst
- From Town Common to Hannaford (Orange), pharmacy, etc. and return
- Depends

b. Providing local bus service around Wendell

- How efficient could this be?
- Not important to me at present

Where/when/how

- To Wendell Country Store (2)
- To town offices/senior center (2)
- To Post Office
- To library
- Saturday morning circuit to library, Leverett coop
- Maybe on Coffee House night
- Daily according to needs

WENDELL TRANSPORTATION SURVEY RESPONSES

Question 1 – detailed responses (con’t)

c. Expanding current regional bus services to include Wendell

- Impractical
- Maybe, depending on how many people respond to this question
- Wendell needs to be connected to other areas

Where/when/how

- To Amherst (6)
- To Greenfield (5)
- To Orange
- To Athol
- To Turners Falls
- To Northampton and Boston
- Add Wendell to bus routes on Route 2 and Route 63
- To Orange and Greenfield on weekends
- To Orange and Greenfield twice per day
- To Greenfield midday and midweek
- Pickup at Wendell Country Store or town common for bus to Greenfield
- Regular schedule to Amherst and Orange
- Daily to Greenfield, Athol via Route 2 bus, and Amherst via Millers Falls
- Perhaps have a bus from Orange Center to Wendell Country Store, or from Greenfield to uptown Wendell
- From Route 63 to Montague Road to Locke’s Village Road, then to Shutesbury, Leverett, and then on Route 63 to Amherst
- Have stops in Wendell Center and Wendell Depot and/or along main roads (2)
- To medical services and grocery stores

d. Improving transportation services for the elderly and the disabled

- Not important to me personally but I feel it would be beneficial (2)
- Not for me, but for elderly to remain in the community
- Important due to the remoteness of town and sparseness of settlement
- Don’t need it now, but we all get older
- Important to allow people to remain at home if they can’t drive
- Expand on whatever already exists
- I don’t know what is available now
- Services already exist; have better education of current options
- Offer if needed

WENDELL TRANSPORTATION SURVEY RESPONSES

Question 1 – detailed responses (con’t)

d. Improving transportation services for the elderly and the disabled (con’t)

Where/when/how

- Rides to medical appointments (4)
- Rides for shopping (2)
- Weekly trips to Orange
- Rides to senior centers or meal sites
- Have an on-call service (3)
- Would be a matter of individual pick-up
- Have a local registry to assist with and insure services
- Have a bus and ride board
- Have inexpensive door-to-door service
- Link elderly with volunteer drivers who are making trips back and forth

e. Providing transportation for students who go to school outside of Wendell

- Some alternatives would help but should not be mandated
- It should be our right
- No way! If they decide to attend school outside of district, parents should provide transportation
- Don't we already? Up to high school?
- May be important in the future
- Offer if needed, and to college if needed

Where/when/how

- To Amherst (4)
- A bus from Wendell Center to Amherst Middle School or High School, leaving at 7 a.m. and back at 3 p.m. during the school year
- Reasonably priced transport to PVPA in Hadley
- Students should provide carpools
- Could be linked with rideshare, carpools
- Would be a matter of individual pickup
- Have a private or charter service

WENDELL TRANSPORTATION SURVEY RESPONSES

Question 1 – detailed responses (con’t)

f. Providing a park-n-ride lot for commuters near bus stops to encourage more bus usage

- Not important to me personally, but I feel it would be beneficial
- Important, but don’t know if Wendell would need this
- Anything to encourage use of mass transportation

Where/when/how

- Center of town
- Wendell Depot
- Senior center?
- If you have a bus stop, you need somewhere to park
- Where are bus stops?

g. Encouraging area employers to offer incentives for workers to use transit, carpool, or bike to work

- Anything to encourage use of mass transportation
- As much as possible, however it’s effective
- Seems like wishful thinking, but worthwhile
- I’ve never been employed in this area; not many people are
- There are no area employers and workers certainly cannot walk to work
- Incentives work
- If employers don’t offer monetary incentives, maybe they can offer other incentives

h. Connecting transit services to area bike and walking trails

- Is this practical?
 - Not important to me personally, but I feel it would be beneficial
 - At least one of the earlier alternative services could provide this link
 - All connections are good; anywhere is possible
 - Good idea
 - Connect to bike trails throughout Franklin County
-

WENDELL TRANSPORTATION SURVEY RESPONSES

2. How often do you use each of the following transportation modes?

For each transportation mode, please mark the appropriate column.

2% of survey respondents did not answer this question.

Percentages are based on the 62 respondents who answered at least part of the question.

Transportation Mode	Daily	3-4 Times Per Week	Weekly	Monthly	A Few Times Per Year	Never	No Answer for Sub-Question
Car, driver	76%	16%	2%	0%	2%	2%	3%
Car, passenger	0%	23%	35%	8%	15%	5%	15%
Public transit bus	0%	3%	2%	2%	16%	61%	16%
Bicycle	0%	2%	5%	8%	29%	35%	21%
Walking	24%	6%	15%	3%	15%	21%	16%

Other responses

(Three responses)

Train (a few times a year)

(Two responses)

Commuter rail/subway (a few times a year)

(One response each)

Motorcycle (daily)

Motorcycle or kayak (weekly)

Motorcycle (no frequency given)

Airplane (a few times a year)

WENDELL TRANSPORTATION SURVEY RESPONSES

- 3a. How many times, if any, have you taken the following bus routes in the past year? Do you think you will take any of them over the next year? For each route, please mark the appropriate column.**

10% of survey respondents did not answer this question.

Percentages are based on the 57 respondents who answered at least part of the question.

Route	Never	1 to 9 Times	10 to 24 Times	25 or More Times	No Answer for Sub-Question
FRTA's G-Link, along Route 2/2A, between Greenfield and Athol (also stops in Gill, Erving, and Orange)	93%	3%	0%	2%	2%
GMTA's Greenfield – Montague bus (stops in Turners Falls, and sometimes in Millers Falls and Montague Center)	93%	2%	2%	0%	3%
GMTA's Greenfield – Amherst bus (runs along Route 63 to the University of Massachusetts)	96%	0%	2%	0%	2%

Other responses

(One response each)

PVTA Buses, Amherst area (25 or more times in last year)

Athol/Gardner G-Link Route (1 to 9 times in last year)

Bus from Amherst/Northampton to Boston (no frequency given)

School bus service, e.g. for Amherst Regional Schools (no frequency given)

- 3b. Do you think you will take any of these routes over the next year? For each route, please indicate whether you will use it in the next year.**

56% of survey respondents did not answer this question.

Percentages are based on the 28 respondents who answered at least part of the question.

Route	Yes	No	Maybe	No Answer for Sub-question
FRTA's G-Link, along Route 2/2A, between Greenfield and Athol (also stops in Gill, Erving, and Orange)	7%	68%	22%	3%
GMTA's Greenfield – Montague bus (stops in Turners Falls, and sometimes in Millers Falls and Montague Center)	7%	64%	18%	11%
GMTA's Greenfield – Amherst bus (runs along Route 63 to the University of Massachusetts)	11%	61%	25%	3%

WENDELL TRANSPORTATION SURVEY RESPONSES

4. What primary towns do you commute to for work or school?

2% of survey respondents did not answer this question.

Percentages are based on the 62 respondents who answered the question.

	Number of Responses	Percentage (n = 62)
I am retired or not employed	9	14%
I primarily work from home	7	11%
I primarily take classes from home (e.g. homeschooling)	0	0%
For people who commute, place(s) they primarily commute to <i>(some respondents indicated more than 1 place)</i>		
Amherst	15	24%
Greenfield	15	24%
Wendell	8	13%
Orange	6	10%
Hadley	4	6%
New Salem	4	6%
Athol	3	5%
Deerfield	3	5%
Montague (including Turners Falls)	3	5%
Northampton	3	5%
Shutesbury	3	5%
Springfield	2	3%
Sunderland	2	3%

The following places had one response each: Hatfield, Keene, Millers Falls, Northfield, Franklin County, and Pioneer Valley.

WENDELL TRANSPORTATION SURVEY RESPONSES

5. Not including commutes to work and school, what are your most frequent destinations when you leave your house? Please indicate your top three destinations (enter 1, 2, 3).

5% of survey respondents did not answer this question.

Number 1 Primary Destination

Number 1 Primary Destination (for people who indicated a number 1 choice)*	Number of Responses	Percentage of Respondents who Indicated a number 1 choice* (n=49)
Wendell	16	33%
Greenfield	10	20%
Amherst	7	14%
Orange	6	12%
Hadley	4	8%
Northampton	3	6%

The following destinations had one response each: Athol, Leverett, and Montague.

*Some respondents marked their top three destinations with an x, not 1, 2, 3, which meant the responses could not be differentiated into number 1 top destination and other top destinations.

Top 3 (or 4) Primary Destinations*

Percentages are based on the 60 respondents who answered the question.

Destination	Number of Responses	Percentage** (n = 60)
Greenfield	42	70%
Orange	35	58%
Amherst	29	48%
Wendell	29	48%
Northampton	13	22%
Athol	10	17%
Hadley	10	17%
Montague	6	10%
Leverett	5	8%

The following destinations had one response each: Bernardston, Boston, Deerfield, Erving, Keene, New Salem, and Shutesbury.

*A few respondents marked 4 top destinations, not 3.

** Because respondents selected more than one destination, the percentages add up to more than 100%.

WENDELL TRANSPORTATION SURVEY RESPONSES

6. How many times per week do you typically travel outside of Wendell?

3% of survey respondents did not answer this question.

Percentages are based on the 61 respondents who answered the question.

Response	Number of Responses	Percentage (n = 61)
Under 5	19	31%
5 to 9	25	41%
10 to 14	11	18%
15 to 19	1	2%
20 to 29	2	3%
30 or more	3	5%

7. What types of additional services and businesses do you wish you were located in Wendell so you wouldn't need to go elsewhere for them? Please describe.

Percentages are based on the 45 respondents who answered this question.

Response	Number of Responses	Percentage (n = 45)
Gas station	15	33%
Grocery store <i>(some specific types of grocery store were mentioned – for example, health food stores, large supermarket, etc.)</i>	14	31%
Restaurant/café <i>(some specific types of restaurants were mentioned – for example, pizza)</i>	14	31%
Bank/credit union	6	13%
Car repair service	5	11%
Hardware store/lumber store	5	11%
Laundromat	3	7%
Movie showings	3	7%
Pharmacy	3	7%
ATM	2	4%
Business services <i>(e.g. copier, fax, office supplies)</i>	2	4%
Fitness center/gym	2	4%
Medical services/health clinic	2	4%
High-speed internet	2	4%

WENDELL TRANSPORTATION SURVEY RESPONSES

Question 7 (con't)

Other suggestions/comments

(One response each)

Arts/music entertainment

Social center with activities

Crafts store

Gift shop

Second-hand clothing/consignment shop

Basic shopping

Book store

Tool loan center

Used car center

Air for car tires

Depot attractions – light industry or commercial

Tennis courts

Open Fiske Pond

Non-mucky swimming hole that is warm before July

Enhanced automotive repair/tire sales and service/auto body – several in town do this type of work and may benefit from small business planning, loans, etc.

I like things the way they are

None

None; I enjoy opportunities to travel outside of Wendell

I would like to see more ecologically viable transportation options rather than an attempt to build up Wendell in ways that would really change the nature of the town

WENDELL TRANSPORTATION SURVEY RESPONSES

- 8. Do you have any ongoing problems or concerns related to transportation? If so, Please describe.**

22 of the survey respondents (35%) answered this question.

Responses Given

(1 response each, except where noted)

Road maintenance/winter plowing (7 responses total)

- Ice, snow, mud
- Early morning road surfaces are treacherous in the winter.
- Road maintenance, especially in the winter, is the worst in the area, with inadequate sanding, plowing, etc. Walking is made dangerous and difficult by the lack of adequate plowing and sanding of roads.
- The roads in Wendell in the winter are very dangerous for driving. They are not plowed/sanded sufficiently. All the surrounding towns maintain their roads in a passable and safe condition; Wendell should do the same.
- Winter driving in Wendell is the worst part of my commute. I breathe a lot easier once I hit Shutesbury. I think sand/salt works especially well along well-traveled roads where sun melt is not an option (e.g. Locke's Village Road.)
- Montague Road past Wendell State Forest is badly maintained. Please sand and if possible, plow.
- Montague doesn't maintain the road to Millers Falls very well. I worry that the guardrails at the bottom of the hill are not sufficient.

Carpooling/ridesharing/bus service (6 responses total)

- I would like the Town to work more closely with Lake Grove School to address transportation needs for Wendell. The school employs over 200 people who all commute in and out of Wendell. These people could help make bus service more financially feasible.
- I would like to see bus service or carpooling so that we could get rid of our second car.
- I would like to carpool more often due to environmental concerns, but it would be difficult with my schedule.
- I used to give rides to Wendell residents, but now with an infant, I would probably be limited in the number of rides I could offer.
- Currently, I do not have transportation problems. Being able to provide unscheduled daytime rides (medical or work) for friends, and being a passenger or driver for events with friends continue as important ways to be in community. When/if I am no longer able to drive, getting to Greenfield 1 or 2 times per month for shopping would be a concern.
- Basically we're on our own, as far as getting what we need. I never realized, nor witnessed, in 30 years, any consistent help. If you really need to do something with your life, you don't wait for transportation help. I have hitchhiked for years out of town.

WENDELL TRANSPORTATION SURVEY RESPONSES

Question 8 responses (con't)

Biking/walking (3 responses total)

- Sharing roadway with bicycles when road is narrow or curving is a concern. Need a shoulder or bike/walk lane.
- I choose not to drive and walk some distance to get to bus routes, sometimes in bad weather. I've come close to being hit by vehicles that were speeding or not paying attention multiple times.
- Drivers speeding on settled roads make it dangerous to bike with kids.

Other responses

- It is expensive to own a car.
 - My mother-in-law has no driver's license.
 - Temporarily sharing car with college aged daughter.
 - Concerns for old age – dirt road, isolation, and access to transportation.
 - On evenings that I work late, I'm often driving while very tired.
 - If I ever choose to move from Wendell, it will be because I can no longer stand the fuel consumption involved in getting to anywhere away from home: from visiting my friends, to hearing a lecture, to shopping. It all involves a car ride. We moved here to be closer to nature and live more ecologically, yet we rural Wendellites drive more than our city friends. Who is ultimately more ecological?
-

WENDELL TRANSPORTATION SURVEY RESPONSES

- 9. If Wendell established a new rideshare program, would you:** *For each part of the question, please mark the appropriate column.*

8% of survey respondents did not answer this question.

Percentages are based on the 58 respondents who answered the question.

	Yes	No	Maybe	No Answer for Sub-question
Use it to get rides?	24%	40%	31%	5%
Offer to give rides to others?	41%	28%	26%	5%
Like the rideshare board to be at central town location?	66%	5%	7%	22%
Want it to be available through the town web site?	62%	7%	16%	16%

Suggested locations for rideshare board

- Wendell Country Store (15 responses)
- Post Office (9)
- Town Offices (8)
- Store (6)
- Library (5)
- Town Hall (3)
- Town Common (2)
- Others (1 response each): Library Board, Wendell Elementary School

Other comments

- Ride board in the 1980s didn't last.

10. Please indicate your age:

3% of survey respondents did not answer this question.

Percentages are based on the 61 respondents who answered the question.

Response	Number of Responses	Percentage (n = 61)	Percentage in the General Adult Population (Age 18 & Over)*
18 to 29	3	5%	19%
30 to 49	24	39%	46%
50 to 64	28	46%	30%
65 or Over	6	10%	5%

**Source: 2000 U.S. Census.*

WENDELL TRANSPORTATION SURVEY RESPONSES

11. Do you have any additional comments or suggestions regarding transportation services in Wendell? For example, what specific services or changes would you like to see? What characteristics would your ideal transportation system have?

Please describe below.

22 of the survey respondents (35%) gave additional comments or suggestions.

Responses Given

Ridesharing/carpooling

- Ride share.
- I think the ride share/car pool organizing might prove most useful.
- I can get around pretty reliably, but I think others can't. I like to think I'd participate in a rideshare program.
- Since Millers Falls is enroute to Greenfield, perhaps coordinate a rideshare program with Millers Falls.
- Vehicle sharing with neighbors, especially for special purpose needs like trucking, might be a way to reduce number of vehicles and vehicle ride miles. Sharing could be facilitated by town website.
- For rideshare program, a convenient way to connect with others is essential.
- No options are realistic in this town except for private vehicle transportation. People who can carpool, probably already are.

Bus service

- Weekend bus service between Wendell-Greenfield and Wendell-Orange would be helpful because that is the time of week when people often shop (for groceries, gifts, etc.) for things not available in town.
- Have bus service from central Wendell location to Greenfield and Athol/Orange.
- I would love to see a bus that runs into Wendell Center and goes to UMass at least 4 times per day.
- Have lots of buses, especially to Amherst, Greenfield, and Northampton.
- Van service running through town in the morning, mid-day and late afternoon, and connect people to Greenfield or Orange or to bus routes that run there (wheelchair van option on notification). If connecting, there should be a shelter with emergency phone at the points where people are dropped from one bus to pick up another.
- Have out-of-town service with a convenient schedule: to town in morning, back in early evening; also to town in midday, back in early evening.
- Have daily or even weekly or weekend runs.
- Would prefer multiple trip opportunities on a given day or days of the week rather than an every day schedule.

WENDELL TRANSPORTATION SURVEY RESPONSES

Question 11 – comments and suggestions (con't)

Bus service (con't)

- Have a park and ride system with buses going to Amherst, Monday through Friday.
- Coming from living in a city, my ideal means being able to get to anywhere, anytime, without using a car. Of course, in the country that is unrealistic, but regular bus service at convenient times would be good.
- Bus destinations out of town for things like errands is difficult because once you get to Greenfield, shops and businesses can be quite spread out in Greenfield, Amherst, Orange are set up for car use – not foot use.
- I wonder how feasible a bus route would be around Wendell – low population/few public locations.

Transportation services for the elderly and people with disabilities

- Have Dial-A- Ride service for people who are elderly, disabled, ill, or unable to drive, like they have in other towns, that people could take from their homes to appointments or shopping.
- I am disabled and we have one vehicle so my wife must take time off from work to take me to my doctor appointments.
- My primary concern for the future would be a senior shuttle to Amherst-Greenfield-Orange. As I near retirement age, I would like not to have to drive or insure/buy a car just to make grocery trips or doctors appointments. I would be willing to pay a price for the luxury and convenience of “leaving the driving” to someone else.
- Does Wendell need a wheelchair accessible bus or van?

Bicycle facilities

- Have buses with bike racks.
- Have bike paths.
- A bike path for recreational bicycling would be very nice to have in Wendell. Bicycling along Wendell's roads is precarious because the roads are narrow, winding, and do not have a shoulder.
- I'd like the roads to be safer for bicyclists, but I sense this may be costly and also put stonewalls/trees and appearance of roads at risk.
- Existing roads seem adequate for bicycle travel. Maintained foot trails could be a nice recreational feature.

Bio-diesel

- What about bio-diesel production in Wendell (provide employment and fuel)? Also retrofitting cars with diesel/bio-fuel engine could be another employment /cottage industry.
- Establish a site for storage/sale of vegetable oil for cars.

WENDELL TRANSPORTATION SURVEY RESPONSES

Question 11 – comments and suggestions (con't)

Other comments

- In some ways I feel that the best solution may be to create more basic services in town so people do not need to travel out of town for so much. Also work on creating more job opportunities in town.
 - Ideal: have a train stop in Millers Falls and Greenfield.
 - Important to provide transportation for those people who have none, to get to another town at least once a week.
 - I don't think I am likely to change my reliance on my automobile for my transportation needs.
 - Any transportation should be self-supporting and never even subsidized from taxes!
 - With the economy and fiscal crisis we're in, transportation service to Wendell is the least of our worries.
 - Encourage the sharing of gasoline-using equipment, such as garden tractors, mowers, snowblowers, etc.
 - When I'm without a car (and in a panic) I can only call someone I know or get on the road and hitch hike. I never knew buses run through Wendell and I've never seen them. Problem is, that if it is an appointment, timing is crucial, and how can it be practical, efficient, paid for and convenient considering how folks plan?
-

FRTA, SCHEDULE FOR THE G-LINK ROUTE

This bus runs each weekday except for holidays.

	Greenfield to Athol						
	A.M.	A.M.	A.M.	A.M.	P.M.	P.M.	P.M.
Court Square, Greenfield	5:10	7:00	9:00	11:00	1:00	3:05	5:10
Franklin Medical Center	R	7:04	9:04	11:04	1:04	3:09	5:14
Stop & Shop, Greenfield	R	7:08	9:08	11:08	1:08	3:14	5:18
Turners Falls	--	R	R	R	R	R	--
Gill – Riverside	R	7:12	9:12	11:12	1:12	3:19	5:23
Erving side	R	7:18	9:18	11:18	1:18	3:27	5:30
Erving Center	R	7:27	9:27	11:27	1:27	3:36	5:40
Orange Center	5:40	7:37	9:37	11:37	1:37	3:50	5:50
Wal-Mart, Orange	R	7:41	9:41	11:41	1:41	3:55	5:55
Shop n' Save	R	7:44	9:44	11:44	1:44	3:59	5:59
Victory Plaza	5:49	7:49	9:49	11:49	1:49	4:04	6:04
YMCA, Athol	5:51	7:51	9:51	11:51	1:51	4:06	6:06
Uptown Common, Athol	5:53	7:53	9:53	11:53	1:53	4:08	6:08
Athol Memorial Hospital	5:55	7:55	9:55	11:55	1:55	4:10	6:10
	Athol to Greenfield						
	A.M.	A.M.	A.M.	P.M.	P.M.	P.M.	P.M.
Athol Memorial Hospital	6:00	8:00	10:00	12:00	2:00	4:10	6:15
Uptown Common, Athol	6:02	8:02	10:02	12:02	2:02	4:12	6:17
YMCA, Athol	6:04	8:04	10:04	12:04	2:04	4:14	6:20
Victory Plaza	6:06	8:06	10:06	12:06	2:06	4:16	6:23
Shop n' Save	6:11	8:11	10:11	12:11	2:11	4:21	6:28
Wal-Mart, Orange	6:14	8:14	10:14	12:14	2:14	4:24	6:32
Orange Center	6:18	8:18	10:18	12:18	2:18	4:28	6:37
Erving Center	6:28	8:28	10:28	12:28	2:28	4:38	6:47
Erving side	6:37	8:37	10:37	12:37	2:37	4:47	6:57
Gill – Riverside	6:43	8:43	10:43	12:43	2:43	4:53	7:03
Turners Falls	--	R	R	R	R	R	--
Stop & Shop, Greenfield	6:47	8:47	10:47	12:47	2:47	4:57	7:07
Franklin Medical Center	6:51	8:51	10:51	12:51	2:51	5:01	7:11
Court Square, Greenfield	6:55	9:00	11:00	1:00	3:00	5:05	7:15

R: Bus stops only on request.

Source: Franklin Regional Transit Authority, 2003.

For additional information, contact the FRTA at 413-774-2262.

GMTA, SCHEDULE FOR THE GREENFIELD-MONTAGUE ROUTE

This bus runs each weekday and Saturday except holidays.

	Greenfield to Montague					
	M-F	M-F	M-F	M-F	SAT	SAT
	A.M.	P.M.	P.M.	P.M.	A.M.	P.M.
Court Square, Greenfield	6:50	12:05	3:15	5:15	10:15	4:00
Avenue A & 3rd Street, Turners Falls	7:00	12:20	3:25	5:25	10:30	4:10
Turnpike/Turners Falls Road	7:04	--	3:29	--	--	4:18
Millers Falls	7:10A	--	3:35	5:35	10:35	4:30
Route 63	--	--	3:40	5:39	10:40	4:35
Montague Center	--	12:34	3:48A	--	--	--
	Montague to Greenfield					
	M-F	M-F	M-F	M-F	SAT	SAT
	A.M.	P.M.	A.M.	P.M.	P.M.	P.M.
Montague Center	8:05	12:34	4:35	--	--	--
Route 63	8:10	12:36	--	5:39	10:40	4:35
Millers Falls	8:15	12:42	4:43	--	--	--
Turnpike/Turners Falls Road	8:20	12:50	--	--	10:55	--
Avenue A & 3rd Street, Turners Falls	8:25	12:55	4:55	5:55	11:05	4:45
Court Square, Greenfield	8:40	1:10	5:05	6:10	11:15	5:00

R: Bus stops only on request. A: Bus goes to Amherst and then returns.

Source: Greenfield Montague Transportation Area, 2003.

For additional information, contact the GMTA at 413-773-9478.

GMTA, SCHEDULE FOR THE GREENFIELD-AMHERST ROUTE

This bus runs each weekday except for holidays.

	Greenfield to Amherst	
	A.M.	P.M.
Court Square, Greenfield	6:55	3:15
Avenue A & 3rd Street, Turners Falls	7:05	3:25
Millers Falls	--	3:38
Montague Center	7:18	3:48
University of Massachusetts, Amherst	7:35	4:05
	Amherst to Greenfield	
	A.M.	P.M.
University of Massachusetts, Amherst	7:45	4:10
Montague Center	8:05	4:30
Millers Falls	8:15	--
Avenue A & 3rd Street, Turners Falls	8:25	4:47
Court Square, Greenfield	8:40	5:05

Source: Greenfield Montague Transportation Area, 2003.

For additional information, contact the GMTA at 413-773-9478.

CHAPTER

6

POTENTIAL DEVELOPMENT MAPPING

Introduction

This section of the Community Development Plan builds on the results of the mapping and inventory of Wendell's natural, open space, scenic, and recreational resources that were conducted for the Town's Open Space and Recreation Plan (2002). The Wendell Open Space and Recreation Plan was approved by the Massachusetts Executive Office of Environmental Affairs, Division of Conservation Services.

This section discusses a methodology for identifying the potentially suitable locations for development. The methodology focuses first on identifying which areas of Wendell may be unsuitable for any future development due to the environmental and open space constraints that were documented in the Open Space and Recreation Plan. It removes those areas from consideration, and then works with the remaining areas to identify potentially suitable locations for new homes and businesses. The methodology presented here is similar to that which was used for the recent buildout analyses which were sponsored by the Executive Office of Environmental Affairs (EOEA) and conducted for communities statewide. However, the absolute and potential constraints considered here are slightly more extensive. The methodology also incorporates work from the Open Space and Recreation Plan, including the Action Plan Map, which identified potential greenway areas in Wendell and priority areas for future protection from development.

The results of the analysis to determine which areas of Wendell may be constrained from future development and which areas may potentially be suitable for new development are shown on the Development Suitability Map.

Figure 6-1 lays out the general methodology used to identify land within the Town of Wendell that is potentially suitable for development. The narrative which follows the figure provides the details of the approach for each step in the methodology.

Figure 6-1: Methodology for Identifying Potential Locations for Future Development

Step 1 – Absolute Constraints. Using the data collected for the Open Space and Recreation Plan as a starting point, identify land areas with environmental constraints that make the areas unsuitable for future development. Absolutely constrained lands include wetlands, water bodies, Zone I recharge areas for public drinking water supplies, steep slopes of over 25%, and parcels that have been permanently protected as open space. Remove these areas from further consideration for development.



Step 2 – Developed Land. Identify areas with developed land, such as land currently in residential, commercial, or institutional use.



Step 3 – Potentially Developable Land. Identify land areas that are *neither* presently developed (from Step 2) *nor* absolutely constrained (from Step 1).



Step 4 – Potential Constraints. Identify which land areas are potentially developable (from Step 3), but which may still be undesirable or unsuitable for development because of certain additional environmental characteristics. Potential constrained lands include areas with slopes of 15-25%, aquifer areas, Interim Wellhead Protection Areas, and sensitive habitat areas. This step relies on mapping conducted for the Wendell Open Space and Recreation Plan.



Step 5 – Suitable Land for Future Development. From the potentially developable land, identify which areas may be the most suitable for new residential development, new business development, or a small traditional neighborhood district, taking into account the potential constraints that were identified in Step 4 and other considerations such as current infrastructure and zoning.

Step 1: Identify Areas with Absolute Environmental or Open Space Constraints

This step identifies land with environmental or open space constraints that make it unsuitable for new development. The areas with these constraints are shown on the natural resource maps created for Wendell's Open Space and Recreation Plan (2002). Areas with one or more of these constraints are also excluded from the potentially developable areas shown on the Development Suitability Map in this Community Development Plan. The Development Suitability Map is shown at the back of this chapter.

The following areas are considered to be constrained from development:

- National Wetlands Inventory wetlands. The location of these wetlands has been documented by the U.S. Fish and Wildlife Service's National Wetlands Inventory (NWI) project. Wetlands in Massachusetts are protected from development under the Massachusetts Wetlands Protection Act (Massachusetts General Laws, Chapter 131, Section 40). The NWI project provides an approximation of the wetlands that are subject to the Wetlands Protection Act. Wetlands are required to be verified on a case-by-case, parcel-by-parcel basis to be fully protected from future development.
- 100 foot buffer area of wetlands. The State Wetlands Protection Act regulates and restricts development within 100 feet of wetlands. Some development within this buffer area can be allowed.
- Rivers, ponds, and other water bodies. The locations of these water resources have been identified by MassGIS, using NWI data on pond and lake locations and MacConnell land use data on other water bodies (land use code = 20 (Water)). Riverfront areas were added to the Wetlands Protection Act after the passage of the Rivers Protection Act in 1996.
- 400 foot buffer areas of streams within the Chicopee River Watershed. The MDC Watershed Protection Act regulates and restricts development within 400 feet of streambanks within the Chicopee River Watershed.
- 200 foot buffer areas of other rivers. The Massachusetts Wetlands Protection Act regulates and restricts development within 200 feet of riverbanks.
- Public water supplies and Zone I recharge areas. The locations of these resources have been documented by the Massachusetts Department of Environmental Protection (DEP). The land uses in Zone I areas (the 400-foot radius area around public water supplies) can have an immediate effect on well water quality.
- Areas with a slope of over 25%. The information on slopes has been derived from contour line data produced by the U.S. Geological Survey. It is generally considered unfeasible to build on slopes of 25% or greater, due to the high costs of construction, the likelihood of erosion, and the difficulty of traversing such steep terrain.
- Permanently protected open space areas. These areas have been located using information provided in the Wendell Open Space and Recreation Plan (2002) and from MassGIS. The open space data has been updated to include parcels that have become permanently protected since the completion of the Open Space and Recreation Plan. Using this updated data, it has estimated that just over half (52%) of Wendell's total acreage is permanently protected from development.

The permanently protected open space areas include both publicly and privately owned properties. The publicly owned properties include land areas, such as state forests, that are owned by a Massachusetts state conservation agency, as well as parcels that owned by the Town of Wendell and under the jurisdiction of the Conservation Commission. Privately owned properties that are permanently protected as open space are owned by conservation groups, such as Mount Grace Land Trust, or have deed restrictions to prevent development.

Step 2: Identify Areas that Contain Developed Land Uses

This step identifies land that is currently developed. This identification relies on the 1999 MacConnell land use data provided by MassGIS. Table 6-1 lists the land uses which are considered to be developed. The areas with developed land uses are shown on the Development Suitability Map.

Table 6-1: Developed Land Uses

Land Use Code	Land Use	Land Use Description
8	Spectator Recreation	Stadiums, racetracks, fairgrounds, drive-in theatres
9	Water-Based Recreation	Beaches, marinas, swimming pools
10	Residential	Multi-family
11	Residential	Homes on lots less than a quarter-acre
12	Residential	Homes on lots a quarter-acre to a half-acre
13	Residential	Homes on lots larger than a half-acre
15	Commercial	General urban; shopping centers
16	Industrial	Light and heavy industry
17	Urban Open	Parks, cemeteries, public and institutional buildings and greenspaces
18	Transportation	Airports, docks, divided highway, freight storage, railroads
19	Waste Disposal	Landfills, transfer stations, sewage lagoons

Step 3: Identify Areas that are Potentially Developable

This step identifies land that is potentially developable. The potentially developed land is defined as the areas that are *neither* presently developed (from Step 2) *nor* absolutely constrained from development (from Step 1).

Step 4: Identify Areas with Potential Environmental Constraints

This step identifies land that is not absolutely constrained from development, but which may still be undesirable or unsuitable for new development because of other potential environmental constraints. The areas with potential constraints are shown on Development Suitability Map.

The areas that are potentially constrained from development include:

- Areas with a slope of 15 to 25%. The information on slopes has been derived from contour line data produced by the U.S. Geological Survey (USGS). Building on slopes of 15 to 25% can result in adverse environmental impacts, including erosion.
- Aquifers. The locations of these underground resources have been identified by MassGIS and the Massachusetts Department of Environmental Protection (DEP). The potential yield of the aquifers was determined using surficial geological data provided by MassGIS and maps produced by the United States Geological Survey (USGS). Aquifers provide the source for drinking water supplies such as community wells. Underground aquifer levels are maintained by groundwater flow from aquifer recharge areas. Protecting groundwater and aquifer recharge areas from degradation is important to maintaining the quality of drinking water supplies.
- Interim Wellhead Protection Areas and Zone II Areas. Data on the Interim Wellhead Protection Areas and Zone II Areas come from the DEP. These areas surround public water supplies. A wellhead protection area includes the sections of an aquifer from which a well would be expected to draw during an extended dry period (up to 6 months) without precipitation. As a result, land uses within wellhead protection areas can have an impact on drinking water quality. The location and extent of Zone II Wellhead Protection Areas have been verified through DEP hydro-geologic modeling and officially approved. In the absence of hydro-geologic modeling studies, an Interim Wellhead Protection Area may be established by the DEP. The radius of an Interim Wellhead Protection Area will vary from 400 feet to half a mile, depending on a well's known pumping rate or DEP default values if the pumping rate is unknown. There are no Zone II areas within the Town of Wendell.
- Estimated Habitats of Rare Wildlife in wetland resource areas, Priority Habitats of Rare Species, and Core Habitats for Rare Species and Natural Communities. The locations of these resources have been identified by the Massachusetts Natural Heritage and Endangered Species Program (NHESP), as the primary and most-important habitat areas for the State's rare and endangered species. Development in the Estimated Habitats of Rare wetlands Wildlife is regulated under the State Wetlands Protection Act. The other rare and endangered species documented by the NHESP are protected under the Massachusetts Endangered Species Act.
- Areas with Prime Farmland Soils. The areas with prime farmland soils have been identified using the 1979 U.S. Department of Agriculture, Soil Conservation Service map, "Important Farmlands in Franklin County." Prime farmland soils have the best combination of physical and chemical characteristics for crop production, and protecting areas with prime farmland soils for agricultural purposes can help farming activities remain viable within the community.

Step 5: Identify Potentially Most Suitable Areas for Future Development

This step develops specific criteria for determining the potentially most suitable locations for different types of development, including new homes and new businesses.

The process to identify the most suitable locations for new development starts with the potentially developable land areas resulting from Step 3 above. The potentially developable areas are then considered in terms of the potential constraints discussed in Step 4, and in terms of other factors such as current infrastructure and zoning. This step also considered the results of the Open Space and Recreation Plan, especially the Action Plan Map. The Action Plan Map indicates Wendell's permanently protected and temporarily protected (through Chapter 61, 61A, or 61B) open space areas, potential greenway spaces, and priority areas for protection for development.

The areas in Wendell that the Community Development Plan Committee considered the potentially most suitable for future development met all of the following criteria:

- They do not have any absolute constraints (slopes over 25%, wetlands, permanently open space protection, etc.) that would prevent development.
- They have slopes of 15% or less.
- They are located along a paved roadway.
- They are located near current civic and public activity centers.
- They are not in areas with sensitive environmental habitats, as documented by the Massachusetts Natural Heritage Endangered Species Program.
- They were not designated as potential greenways or priority areas for protection in the Wendell Open Space and Recreation Plan.

Based on these criteria, the Community Development Plan Committee has identified two areas in town that it feels could potentially be the most suitable for future development. These areas are marked on the Development Suitability Map with a pink asterisk; they include Wendell Depot and Wendell Center (town offices/town common). The committee feels that since these two areas already serve as focal points for activity and businesses in Wendell, they could be the most suitable parts of town for future growth. These areas could also possibly be appropriate for designations as traditional neighborhood districts which allow a mix of land uses and a slightly higher density of development than is permitted elsewhere in town.

Currently, all of Wendell is zoned as Rural Residential and Agricultural. This zoning district requires three-acre minimum lot sizes for single-family homes and duplexes, and four-acre minimum lot sizes for three-unit dwellings and for lots with both a primary and a secondary dwelling.

Wendell is a rural community with many unpaved roads, no public sewer infrastructure, and no public water lines. It may be challenging for Wendell to accommodate higher densities without more extensive infrastructure and septic/sewer infrastructure (either public sewer or shared septic systems.)

The Town of Wendell recently received State funding to complete a study of potential future options for sewer and septic services. While the exact scope of the study is currently still being determined, the study is expected to examine the possibility for a small shared system to be installed in the vicinity of the town common to serve public buildings and some private residences. The study will likely also consider the potential for a shared septic system to be connected with the Lake Grove School, and the feasibility of connecting sections of Wendell to the Town of Erving's sewer system. This study will assist Wendell is assessing whether some areas of town, such as Wendell Depot and Wendell Center, could successfully accommodate higher densities. The Town will also need to further investigate soil conditions and septic system constraints to ensure that any higher density development will not threaten the quality of Wendell's aquifer recharge areas.

Regarding soil mapping, there is currently limited soil data available, and none of it is available in a digital format. However, the Greenfield office of the Soil Survey Division of the United States Department of Agriculture's Natural Resource Conservation Service is currently working to update its soil maps for Franklin County. Approximately 75% of the fieldwork for the project has been completed, and the information should be available in digital, GIS-compatible format in early 2005. The new maps will have four times the detail of the previous (1967) soil maps. When this new soil information becomes available, it could a useful resource for the Town of Wendell as the Town investigates and considers the possibility of allowing slightly higher density development in some areas of Wendell.

Recommendations

- Assist with the study of potential future public water and sewer options for Wendell.
- Further investigate whether the Wendell Depot or Wendell Center areas could be appropriate for slightly higher development densities. Also further consider whether one or both of these areas could be suitable for traditional neighborhood districts allowing a mix of developed land uses. As appropriate, consider revisions to Wendell's zoning to support these changes.
- Revisit the Action Plan Map created for the Open Space and Recreation Plan and consider whether any changes should be made to the identified priority areas for future open space protection.
- When it becomes available, use the updated soil data from the USDA's Greenfield Soil Survey office to inform Town planning and zoning discussions and initiatives.

Town of Wendell

Community Development Plan

Development Suitability Map

Legend

- Town Line
- Rail Lines
- Gravel road (under Town or State maintenance authority)
- Paved road (under Town or State maintenance authority)
- Other roads (private or discontinued)
- Streams and rivers
- Water
- National Wetland Inventory wetland
- Power line
- Agricultural land (1999)
- Priority area for open space protection (from Open Space Plan)
- Areas outside of the potential greenway identified in the Open Space Plan
- Potential neighborhood village center with residential and/or small commercial development
- Potentially developable, has no absolute constraints
- Not developable, has absolute constraints which prevent development

Potential constraints on development

- Surficial Geology: Floodplain alluvium and sand and gravel deposits
- Interim wellhead protection area
- Prime farm land
- Slope 15-25%
- NHESP sensitive species habitats (Priority Habitats of Rare Species, Estimated Habitats of Rare Wildlife, BioMap Core Habitat)

Developed land (1999)

- Residential
- Commercial
- Industrial
- Urban open
- Transportation
- Landfill, waste treatment

Map Sources:

Map produced by The Franklin Regional Council of Governments Planning Department. GIS data sources include the FRCOG Planning Department, the Massachusetts Highway Department and MassGIS. Digital data obtained from MassGIS represent the efforts of the Massachusetts Executive Office of Environmental Affairs and its agencies to record information from the sources cited in the associated documentation. EOEa maintains an ongoing program to record and correct errors in the GIS data that are brought to its attention. EOEa makes no claims as to the reliability of the GIS data or as to the implied validity of any uses of the GIS data. EOEa maintains records regarding all methods used to collect and process these digital data and will provide this information on request. Executive Office of Environmental Affairs, MassGIS EOEa Data Center, 251 Causeway Street, Suite 900, Boston, MA, 617-626-1000.

Road data provided by Massachusetts Highway Department.

Town line, rail line, river, stream, pond, NHESP, land use, open space, surficial geology, interim wellhead protection area, slope data provided by MassGIS. Farmland soils digitized by FRCOG Planning Department staff using 1979 U.S. Soil Conservation Service Map "Important Farmlands of Franklin County."

NHESP 2003 Estimated Habitats for Rare Wildlife: For use with the MA Wetlands Protection Act Regulations (310 CMR 10)

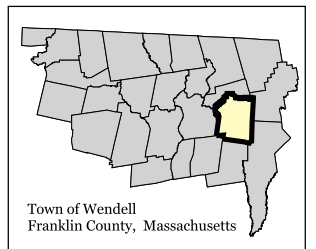
NHESP 2003 Priority Habitats for State-Protected Rare Species
NHESP 2003 BioMap Core Habitat

Note: Depicted boundaries are approximate and are intended for planning purposes only.

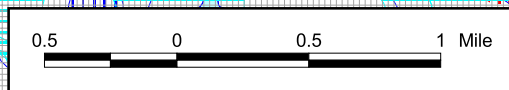
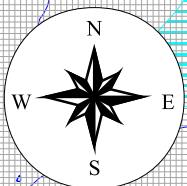
Portions of the source data were obtained from 1:100,000 scale maps, therefore the accuracy of the line work on this map is +/- 100 feet.



**FRANKLIN REGIONAL
COUNCIL OF
GOVERNMENTS**
Main Office: 413-774-3167
425 Main Street
Greenfield, Massachusetts 01301



Town of Wendell
Franklin County, Massachusetts



Wendell Community Development Plan Appendix

Notices and Agendas for Wendell Community Development Plan Committee Meetings

October 28, 2003

December 9, 2003

January 13, 2004

February 10, 2004

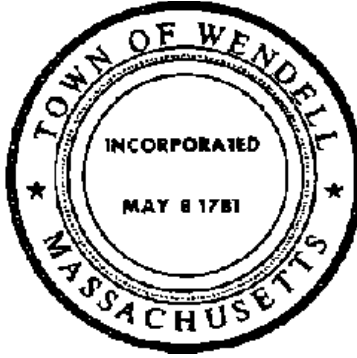
March 9, 2004

April 13, 2004

May 11, 2004

June 8, 2004

June 22, 2004



MEETING NOTICE

MEETING OF THE WENDELL EO418 COMMUNITY DEVELOPMENT COMMITTEE

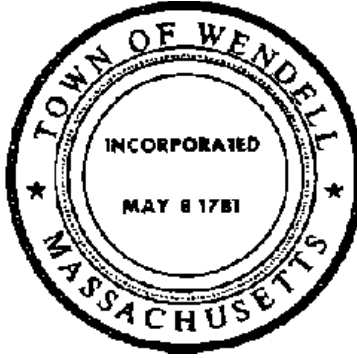
**Tuesday, October 28, 2003
7:00 p.m. – 9:00 p.m.**

**SENIOR CENTER
WENDELL TOWN OFFICES
WENDELL DEPOT ROAD
WENDELL, MA**

AGENDA (Revised)

1. **Welcome and Introductions** – Deirdre Cabral, Wendell Planning Board Chair (7:00 p.m.)
2. **Overview of Executive Order 418 and Community Development (CD) Plan Scope** – Tracy Zafian, Transportation/Land Use Planner, and Bill Labich, Land Use Manager, Franklin Regional Council of Governments (7:05 p.m.)
3. **Overview of Transportation Section of the CD Plan and Research on Road History and Layout** – Tracy Zafian, Transportation/Land Use Planner, Franklin Regional Council of Governments (7:20 p.m.)
4. **Discussion and Review of Draft Transportation Needs Survey** – Tracy Zafian, Transportation/Land Use Planner, Franklin Regional Council of Governments (7:35 p.m.)
5. **Next Meeting Date / Other Business / Adjourn** (8:30 p.m.)

If you have any questions or comments concerning this agenda or the EO418 Community Development Plan, please contact Tracy Zafian at 413-774-1194, ext. 110, or tzafian@frcog.org.



MEETING NOTICE

MEETING OF THE WENDELL COMMUNITY DEVELOPMENT PLAN COMMITTEE

TUESDAY, DECEMBER 9, 2003
7:00 p.m. – 9:00 p.m.

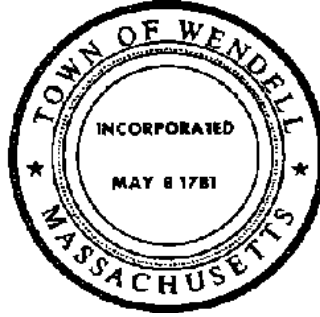
**SENIOR CENTER
WENDELL TOWN OFFICES
WENDELL DEPOT ROAD
WENDELL, MA**

AGENDA

1. **Welcome/Introductions** – Deirdre Cabral, Wendell EO418 Committee (7:00 p.m.)
2. **Review and Discussion of the Research on Road History and the Layout for Specific Wendell Roads** – Jim Toth, P.E., Regional Engineer, Franklin Regional Council of Governments (7:10 p.m.)
3. **Review and Discussion of the Revised Draft Transportation Needs Survey** – Tracy Zafian, Transportation/Land Use Planner, Franklin Regional Council of Governments (8:00 p.m.)
4. **Next Meeting Date / Other Business / Adjourn** (8:45 p.m.)

Attention: In case of snowy or icy weather, please call Tracy Zafian at (413) 774-1194 ext. 110 after 3 p.m. on the day of the meeting for information regarding whether the meeting has been cancelled or rescheduled. A snow date for the meeting has been set for Monday, December 15.

For more information: please contact Tracy Zafian at 413-774-1194, ext. 110, or tzafian@frcog.org.



MEETING NOTICE

MEETING OF THE WENDELL COMMUNITY DEVELOPMENT PLAN COMMITTEE

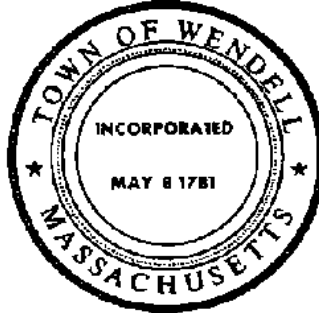
TUESDAY, JANUARY 13, 2004
7:00 p.m. – 9:00 p.m.

**SENIOR CENTER
WENDELL TOWN OFFICES
WENDELL DEPOT ROAD
WENDELL, MA**

AGENDA

- 1. Welcome/Introductions** – Deirdre Cabral, Wendell Community Development Plan (CD Plan) Committee Chair (7:00 p.m.)
- 2. Acceptance of the Minutes for the October 28, 2003 Committee Meeting** (7:05 p.m.)
- 3. Discussion of Options for Providing Comments on Draft Sections of the Community Development Plan** – Deirdre Cabral, CD Plan Committee Chair and Tracy Zafian, Transportation/Land Use Planner, Franklin Regional Council of Governments (7:10 p.m.)
- 4. Discussion of the Draft Recommendations for the Road Research Chapter** – Tracy Zafian, Transportation/Land Use Planner, Franklin Regional Council of Governments (7:15 p.m.)
- 5. Review and Discussion of the Draft Economic Development Chapter** – Jessica Atwood, Economic Development Planner, Franklin Regional Council of Governments (7:45 p.m.)
- 6. Next Meeting Date / Other Business / Adjourn** (8:45 p.m.)

***Attention:** In case of snowy or icy weather, please call Tracy Zafian at (413) 744-1194 ext. 110 after 3 p.m. on the day of the meeting for information regarding whether the meeting has been cancelled or rescheduled. A snow date for the meeting has been set for Tuesday, January 20, 2004.*



MEETING NOTICE

MEETING OF THE WENDELL COMMUNITY DEVELOPMENT PLAN COMMITTEE

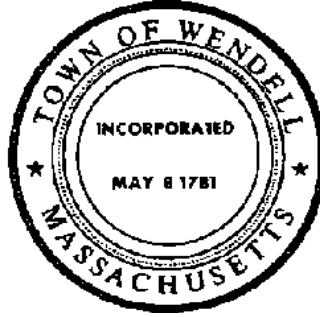
TUESDAY, FEBRUARY 10, 2004
7:00 p.m. – 9:00 p.m.

SENIOR CENTER
WENDELL TOWN OFFICES
WENDELL DEPOT ROAD
WENDELL, MA

AGENDA

1. **Welcome/Introductions** – Deirdre Cabral, Wendell Community Development Plan (CD Plan) Committee Chair (7:00 p.m.)
2. **Acceptance of the Minutes for the December 9, 2003 Committee Meeting and Review of the Draft Minutes for the January 13, 2004 Committee Meeting** (7:05 p.m.) – Deirdre Cabral, CD Plan Committee Chair and Committee Members
3. **Update on the Transportation Survey** – Deirdre Cabral, CD Plan Committee Chair (7:10 p.m.)
4. **Continued Review and Discussion of the Draft Economic Development Chapter and Recommendations** (*sent out prior to the January 13 Committee Meeting*) – Jessica Atwood, Economic Development Planner, Franklin Regional Council of Governments (7:15 p.m.)
5. **Review and Discussion of the Revised Recommendations for the Road Research Chapter** – Tracy Zafian, Transportation/Land Use Planner, Franklin Regional Council of Governments (8:15 p.m.)
6. **Preliminary Discussion of the Housing Chapter** – Tracy Zafian, Transportation/Land Use Planner, Franklin Regional Council of Governments (8:30 p.m.)
7. **Next Meeting Date / Other Business / Adjourn** (8:45 p.m.)

Attention: *In case of snowy or icy weather, please call Tracy Zafian at (413) 744-1194 ext. 110 after 3 p.m. on the day of the meeting for information regarding whether the meeting has been cancelled or rescheduled. A snow date for the meeting has been set for Tuesday, February 17, 2004.*



MEETING NOTICE

MEETING OF THE WENDELL COMMUNITY DEVELOPMENT PLAN COMMITTEE

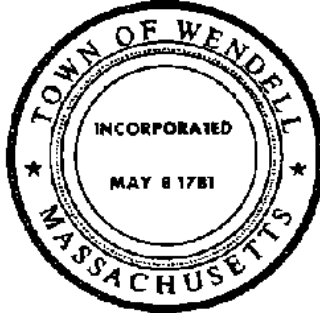
TUESDAY, MARCH 9, 2004
7:00 p.m. – 9:00 p.m.

**SENIOR CENTER
WENDELL TOWN OFFICES
WENDELL DEPOT ROAD
WENDELL, MA**

AGENDA

- 1. Welcome/Introductions** – Deirdre Cabral, Wendell Community Development Plan (CD Plan) Committee Chair (7:00 p.m.)
- 2. Acceptance of the Minutes for the January 13 Committee Meeting and Review of the Draft Minutes for the February 10 Committee Meeting** (7:05 p.m.) – Deirdre Cabral, CD Plan Committee Chair and Committee Members
- 3. Review of the Final Draft of the Economic Development Chapter and Changes since the Earlier Draft** – Jessica Atwood, Economic Development Planner, Franklin Regional Council of Governments (7:15 p.m.)
- 4. Review and Discussion of the Draft Housing Chapter** – Tracy Zafian, Transportation/Land Use Planner, Franklin Regional Council of Governments (7:45 p.m.)
- 5. Next Meeting Date / Other Business / Adjourn** (8:45 p.m.)

Attention: In case of snowy or icy weather, please call Tracy Zafian at (413) 774-1194 ext. 110 after 3 p.m. on the day of the meeting for information regarding whether the meeting has been cancelled or rescheduled. A snow date for the meeting has been set for Tuesday, March 16, 2004.



MEETING NOTICE

MEETING OF THE WENDELL COMMUNITY DEVELOPMENT PLAN COMMITTEE

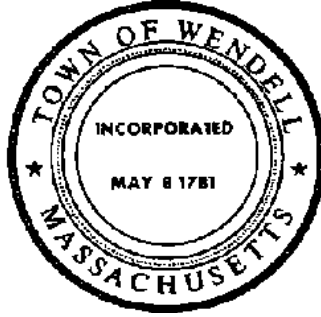
TUESDAY, APRIL 13, 2004
7:00 p.m. – 9:00 p.m.

**SENIOR CENTER
WENDELL TOWN OFFICES
WENDELL DEPOT ROAD
WENDELL, MA**

PROPOSED AGENDA

- 1. Welcome/Introductions** – Deirdre Cabral, Wendell Community Development Plan (CD Plan) Committee Chair (7:00 p.m.)
- 2. Acceptance of the Minutes for the February 10 Committee Meeting and Review of the Draft Minutes for the March 9 Committee Meeting** – Deirdre Cabral, CD Plan Committee Chair, and Committee Members (7:05 p.m.)
- 3. Brief Round-Table Discussion of Important Planning and Housing Issues for Committee Members** – Committee Members (7:10 p.m.) *(A half hour has set-aside for this discussion, but it could be extended if the Committee would like).*
- 4. Continued Discussion and Review of the Draft Housing Chapter** – Tracy Zafian, Transportation/ Land Use Planner, Franklin Regional Council of Governments (7:40 p.m.) *(The planned focus for #4 at this meeting is the rest of the housing chapter, up to the Recommendations section, with the Recommendations to be discussed in May).*
- 5. Initial Discussion of the Development Suitability Map for the Plan and the Draft Methodology behind it** – Tracy Zafian, Transportation/Land Use Planner, Franklin Regional Council of Governments (8:30 p.m.)
- 6. Next Meeting Date / Other Business / Adjourn** (8:55 p.m.)

For more information: please contact Tracy Zafian at 413-774-1194, ext. 110, or tzafian@frcog.org.



MEETING NOTICE

MEETING OF THE WENDELL COMMUNITY DEVELOPMENT PLAN COMMITTEE

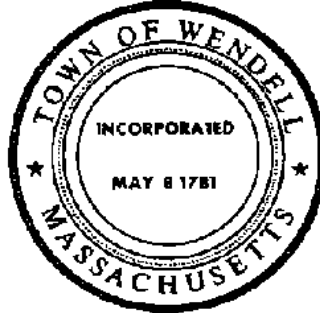
TUESDAY, MAY 11, 2004
7:00 p.m. – 9:00 p.m.

**SENIOR CENTER
WENDELL TOWN OFFICES
WENDELL DEPOT ROAD
WENDELL, MA**

PROPOSED AGENDA

- 1. Welcome/Introductions (7:00 p.m.)**
- 2. Acceptance of the Minutes for the March 9 Committee Meeting and Review of the Draft Minutes for the April 13 Committee Meeting (7:05 p.m.)**
- 3. Review of the Final Draft Housing Chapter and Changes Since the Earlier Draft (*note: most of these changes involved minor edits and additions*) (7:10 p.m.)**
- 4. Review and Discussion of the Draft Housing Issues and Assets and Recommendation Sections (7:25 p.m.)**
- 5. Continued Review and Discussion of the Development Suitability Map for the Plan and the Draft Methodology behind it (7:45 p.m.)**
- 6. Review of the Draft Transportation Needs Chapter (8:25 p.m.)**
- 7. Next Meeting Date / Other Business / Adjourn (8:55 p.m.)**

For additional information, please contact Tracy Zafian, Transportation/Land Use Planner, Franklin Regional Council of Governments, at 413-774-1194, ext. 110, or tzafian@frcog.org.



MEETING NOTICE

MEETING OF THE WENDELL COMMUNITY DEVELOPMENT PLAN COMMITTEE

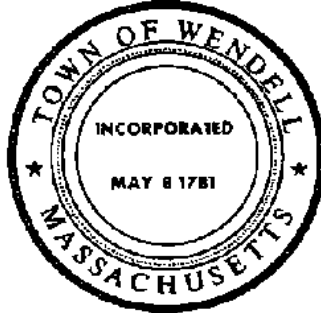
TUESDAY, JUNE 8, 2004
7:00 p.m. – 9:00 p.m.

**SENIOR CENTER
WENDELL TOWN OFFICES
WENDELL DEPOT ROAD
WENDELL, MA**

PROPOSED AGENDA

- 1. Welcome / Introductions / Review of Agenda (7:00 p.m.)**
- 2. Acceptance of the Minutes for the April 13 Committee Meeting and Review of the Draft Minutes for the May 11 Committee Meeting (7:05 p.m.)**
- 3. Review and Discussion of the Draft Transportation Services Chapter (7:10 p.m.)**
- 4. Discussion of the Roads Layer for the Development Suitability Map (7:30 p.m.)**
- 5. Review of Robert Heller's Handout on Traditional Neighborhood Development (7:40 p.m.)**
- 6. Continued Review and Discussion of the Development Suitability Map (7:55 p.m.)**
- 7. Review and Discussion of the Draft Executive Summary (8:25 p.m.)**
- 8. Next Meeting (scheduled for June 22) / Other Business / Adjourn (8:55 p.m.)**

For additional information, please contact Tracy Zafian, Transportation/Land Use Planner, Franklin Regional Council of Governments, at 413-774-1194, ext. 110, or tzafian@frcog.org.



MEETING NOTICE

MEETING OF THE WENDELL COMMUNITY DEVELOPMENT PLAN COMMITTEE

TUESDAY, JUNE 22, 2004
7:00 p.m. – 8:45 p.m.

**SENIOR CENTER
WENDELL TOWN OFFICES
WENDELL DEPOT ROAD
WENDELL, MA**

PROPOSED AGENDA

- 1. Welcome / Introductions / Review of Agenda (7:00 p.m.)**
- 2. Acceptance of the Minutes for the May 11 Committee Meeting and Review of the Draft Minutes for the June 8 Committee Meeting (7:05 p.m.)**
- 3. Continued Review and Discussion of the Executive Summary for the Community Development Plan (7:10 p.m.)**
- 4. Review of the Final Draft of the Development Suitability Map and changes since the June 8 Committee meeting (7:50 p.m.)**
- 5. Discussion of the Next Steps after June 30, and of the Timeline for Plan Submittal and Distribution (8:10 p.m.)**
- 6. Other Business/ Adjourn (8: 30 p.m.)**

For additional information, please contact Tracy Zafian, Transportation/Land Use Planner, Franklin Regional Council of Governments, at 413-774-1194, ext. 110, or tzafian@frcog.org.