

# CHAPTER

## 4

### **COMMUNITY FACILITIES AND SERVICES**

The Town of Shutesbury provides its residents with a host of services including elementary school education, police and fire protection, emergency ambulance service, public library services, highway maintenance, solid and hazardous waste management, and recreational facilities. These programs are funded by residents' property taxes, and state and federal grants and funds. Each of these services is provided via a department or volunteer committee charged with providing a particular level of service based on available funding and need.

The purpose of the Community Facilities and Services Chapter of the Master Plan is to inventory a select set of town facilities and services, identify the most important issues for each, and to recommend strategies that can help ensure adequate provision of services in the future (*see Americans with Disabilities Act (ADA) Transition Plan in the Appendix E*).

More specifically, this chapter reviews the goals and objectives developed from the results of the 2000 Master Plan survey; presents an assessment of the services provided by safety, recreation, and other community departments; explores potential uses and issues relating to the management of other community assets including land and buildings; discusses the potential need for developing limited wastewater treatment and drinking water supply facilities; and discusses the most important issues involved with maintaining continuity of services that residents expect.

This chapter addresses five major community service concerns that were identified by the Master Planning Committee in the Master Plan Goals and Objectives as being a high priority: 1) Protection of Persons and Property; 2) Recycling and Solid and Hazardous Waste Disposal; 3) Recreation and Cultural Services; 4) Highway Maintenance and, 5) Potential Future Community Facility Expansion Needs. The short and long-term space needs of the Shutesbury Elementary School are also described in this chapter despite the fact that public education services are often not addressed in Master Plans because much of the decision-making regarding educational services lies with the regional school district and superintendent.

Although Shutesbury does not currently provide residents with public wastewater treatment or public water, these services may be required in the future in densely populated or environmentally sensitive areas of town. At Lake Wyola, for example, where both population density and environmental sensitivity are of elevated concern, an alternative to the existing network of leaching fields and tight tanks could protect well and ground water, including the low- to medium-yield aquifers within the Lake Wyola sub-watershed, as well as preventing the future contamination of the lake, which at present is strikingly clean. A subsection of this chapter considers the feasibility of developing community water and wastewater systems in specific areas of the town. Potential uses of town-owned land are also included in this section.

The following goals were developed from the results of the 2000 Master Plan Survey. The objectives are listed with each subsection of the chapter

**Goals:**

- To continue to provide excellent police, fire, and ambulance service, solid and hazardous waste management, highway maintenance, library and recreational facilities, and elementary school education services.
- To plan and coordinate the provision of community facilities and services in an appropriate and cost efficient manner, which should be done in coordination with capital improvement planning.

## **Protection of Persons and Property**

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The Town of Shutesbury provides residents and property owners with police and fire protection services, emergency ambulance services, and emergency management services. When asked whether the town should spend more, less or the same amount of money on a number of budget items, 79 percent of the community survey respondents wanted the same or more ambulance service, 73 percent wanted the same or more police service, and 80 percent wanted the same or more fire protection.

### *Protection of Persons and Property Objectives*

- Explore the short and long-term programming and funding needs of the Shutesbury Police and Fire Departments to support their continued level of service.
- Determine the most cost-efficient ways to upgrade the ambulance service to Shutesbury.

## **Police**

Much of the information on the Shutesbury Police Department in this section is from a phone interview with the current (2003) Chief of Police, Charles Bray, in August of 2003. The Shutesbury Police Department provides protection for residents and property owners through two main services: traffic enforcement and patrolling.

The Police Department's office is located in the road level floor of the Shutesbury Town Hall. There are currently three full-time officers, including the Chief, Sergeant, and Patrol Officer, and four part-time officers that are paid for out of the overtime budget. The officers work two shifts per day from 7 a.m. to 11 p.m. with 2-3 hours of overlap. Normally, there is only one officer on duty at a time. The Department uses three cruisers and one sport utility vehicle. The three cruisers' odometers are at approximately 140,000 miles, 99,000 miles, and 40,000 miles while the SUV has 110,000 miles. The Capital Improvement Committee requested a replacement cruiser for fiscal year 2004, but this was postponed to the following year.

According to the town's Annual Report, during the fiscal year 2001/2002 there were 1,256 calls for service, 170 motor vehicle citations, three arrests for persons operating under the influence, and eleven for house breaks, and nineteen vehicle crashes in town. Shutesbury officers assisted with 16 calls for service in other towns. Massachusetts State Police responded to thirty-eight calls for service in town during the year.

### **Policing Issues**

According to Chief Bray, office space and staffing are two long-term program needs that need to be addressed so that the Department can maintain the current level of service. As is explained below, space is a concern of the officers in two main ways: 1) a lack of room within the office diminishes the capacity of the Department, and 2) the location of the Police Department offices constrains the level of service that could be provided.

The Department's office is approximately 400 sq. ft. in size and contains three computer stations and the Criminal Justice System registration computer system. According to Chief Bray, there is no room in the office for processing arrested persons; this has to be done in Orange. Every police station in the state is expected to receive a grant-funded Breathalyzer that is typically tied into a computer. However, there is no room for a Breathalyzer in the current office. Because there is no room for this equipment, according to the Chief, they may be forced to return the Breathalyzer. There is also no room for questioning and debriefing both suspects and victims of crimes and complaints.

According to the current Chief, it would be better if the Police Department had space separate from the other town offices, where arrested persons could be processed; or a separate access way, to protect the confidentiality of persons filing complaints and the safety of town employees.

In an ideal world with ample funding, the space issues might be resolved through renovating the Town Hall or constructing a new police and fire safety complex, which may be a long-term solution. An appropriate first step towards resolving the issue could include a feasibility study to quantify the Police Department's space needs based on level of service requirements. For example, under the current office space constraints, all arrested persons must be transported to the Town of Orange. Creating a new or expanded space for the police force could be warranted if it was shown that the town critically needed this capacity. Currently, that need is not clearly documented.

The main staffing issue, according to Chief Bray, is the effect of having only three full-time officers and a minimum amount of overtime funds from which to pay part-time officers: lone officers with no back-up and no local police presence between 11 p.m. and 7 a.m. Without the present state fiscal crisis, Shutesbury residents might be willing to pay for additional staff. The Shutesbury Police Department Incident Log Summary accessed via the town's web site shows that police officers are called to provide many services for residents, from pursuing complaints between neighbors, to investigating 911 calls and dog complaints, to arresting people pursuant to a motor vehicle stop. Ideally, a police officer would not be alone in those situations. According to the officers, the majority of the service calls are made in the early morning and early evening

hours, when traffic volumes are heaviest. The need for more staff should be more carefully defined based on a specific identified gap in service. For example, there may be consensus that there are no local police officers on duty after 11 p.m. There may also be agreement that this results in Massachusetts State Police Troopers having to respond to calls for service during this time and that response times are typically fifteen to ninety minutes. However, it is unclear as to whether this gap of service is considered significant enough by residents to result in their voting to pay for additional staffing.

## **Emergency Fire and Medical Services**

### **Fire and Rescue Services**

The current Shutesbury Fire Department Chief, Water Tibbetts, provided the following information concerning the department's services and includes information on staffing and equipment. This subsection of this chapter includes a discussion of the department's short and long-term staffing and space issues. Some information concerning department equipment is also taken from Shutesbury's Emergency Management Plan (2001).

Currently, the Shutesbury Fire Department provides residents and property owners with a variety of services including fire protection, medical, rescue, and storm impact mitigation. In addition, department personnel are trained in dealing with minor hazardous material situations.

#### *Staff*

The Fire Department currently has nine staff (as of Sept. 2003). The Chief is paid an annual stipend of ten thousand dollars (FY2002) while the other eight firefighters are volunteers. Three of the firefighters are currently on probation, which is the six-month trial period for new members. The staff are on call twenty-four hours a day, seven days a week. Every Thursday, members participate in drill training for three to four hours. In addition, members are encouraged to take Massachusetts Firefighting courses sponsored by the Tri State Fire Mutual Aid Association, which has funded a recruit training program. Each member of the department gets a yearly training stipend of \$650 that seeks to help defray the costs of training. In a Special Town Meeting in 2003, the town voted to pay the firemen \$12.66 per hour for time spent on a call.

#### *Equipment*

The Shutesbury Fire Department currently has two Class A attack pumper tankers, one 1977 Dodge M880 Forestry Truck, and a 1990 four-wheel drive F350 Light Rescue vehicle. The attack pumpers each have the capacity to hold 1,000 gallons and pump at a rate of 1,250 gallons per minute. The expected useful life of these vehicles is approximately 20-25 years. One of the pumpers was built in 1987 and may therefore be in need of refurbishing in nine years time. The department tends to use the newer pumper (1997) more often, which may extend the life of the older tanker. The Light Rescue truck, which is used in almost every call for providing medical support, would be a more effective vehicle if the chassis was of a heavier class. The department

is seeking funding through a federal grant program to purchase a brush truck for fighting fires in wooded or meadow areas. Once acquired, the department would be able to re-engineer the Light Rescue Truck by switching chasses with the new brush truck, which would then provide extended life to the vehicle most often used by the department. In addition to vehicles, the department maintains a significant amount of equipment including defibrulators, high angle rescue equipment, HAZMAT suits, ventilation equipment, absorbents, air bags and monitors, barricades, hoses, breathing apparatus, rescue rope with harnesses, and cold water rescue suits. Through town and state grants and funding, the Shutesbury Fire Department is not constrained by a lack of equipment.

## **Fire and Rescue Services Issues**

### *Personnel*

The main constraint to the Shutesbury Fire Department maintaining service as the population continues to grow involves personnel. According to the current Fire Department Chief, it has become more and more difficult to sustain a full cadre of experienced firefighters over time. This is in part due to the difficulty of recruiting and training volunteer firefighters, the burden of keeping up with training needs, and other associated issues related to providing municipal emergency services via volunteers.

According to the Fire Department Chief, prospective recruits with trade skills such as electric, masonry, plumbing, and construction have become more rare over time. This has resulted in the need for more extensive training for new firefighters who typically do not have the practical hands-on skills that people in trade professions have acquired, especially those that relate to the inner workings of buildings, plumbing, and electrical service facilities. Incoming recruits must now fill out a nine-page application that has been expanded in scope to identify in more detail to the department the relevant skills of the candidate and, to the applicant, the risks and training expectations associated with the position.

Each year, the amount of training required to maintain a high level of service is substantial while financial support of the firefighters' training time is minimal. Fire Department staff need to stay familiar with building code changes, new equipment, procedures and vehicle models. Unfortunately, the \$650 training stipend given to each firefighter must cover the 150 to 200 hours per year of drill training, which occurs every week at the Fire Station. This stipend represents assistance of between \$3.25/hr. and \$4.33/hr. The annual stipend does not cover additional time that a firefighter would spend at Massachusetts Firefighting courses.

The Shutesbury Fire Department staff is a volunteer force that commits to responding to a call for service at any time. Two officers currently work in-town and often respond to service calls more frequently than others. Although neighboring towns' fire departments provide mutual aid, the capacity of Shutesbury's volunteer force to provide a firefighting, rescue, or an initial HAZMAT response is less than what would be available if the town were to have a full-time firefighter, or Chief.

## *Funding*

The Shutesbury Fire Department had a total budget of \$35,337 in fiscal year 2002. The Fire Department took a 10 percent cut in three of the previous four fiscal years. According to the current Chief, the Department has been able to deal with budget cuts due to their frugality with some types of equipment spending and because they have succeeded at attracting grant funding. For the short-term, the Department will be able to maintain a level of service expected by residents.

Over the long-term, as the population grows, funding needs will likely increase. The Fire Department will attempt to maintain the level of service given the existing stipend structure and potential equipment needs. If firefighting recruits with trade skills continue to be rare, training the volunteer crew will become even more important. More training time for volunteers would put the burden on volunteers' families. This may involve a financial burden volunteers may be less willing to shoulder over time. Although equipment and space needs are adequate today (2003), the department may need a new brush truck, tanker, and a trailer for the HAZMAT equipment they currently have, which would likely require another garage bay or two.

## **Emergency Medical Services**

The Amherst Fire Department has a fully staffed station that provides coverage to the towns of Hadley, Leverett, Pelham, and Shutesbury. Patients transported by the Fire Department most frequently go to Cooley Dickinson Hospital in Northampton. However, emergency patients may be also transported to Mary Lane Hospital in Ware, Wing Memorial Hospital in Palmer, Franklin Medical Center in Greenfield, or Baystate Medical Center in Springfield. A round-trip ambulance call to Cooley Dickinson commits a minimum of two on-duty personnel, as an ambulance crew, for about 1 1/2 hours. Shutesbury pays an annual stipend to the Town of Amherst for this service. In 2003, the stipend is equal to a payment of \$8.78 for every person in town as identified in the 2000 Census (1,810), or \$15,891.80. The cost of an ambulance trip, which is charged to the individual in need of transport and EMS, ranges from \$400 to \$1,100 based on the level of medical services required. Typically, an individual's medical insurance will pay most of the ambulance cost, if they have insurance.

The state requires all firefighters and police officers to receive the First Responder level of EMS education every three years. A First Responder is trained in basic first aid and cardiopulmonary resuscitation (CPR). Above and beyond this basic training, an individual must work towards certification as an Emergency Medical Technician (EMT).

According to the Shutesbury Fire Department Chief, Walter Tibbetts, there is no apparent need to improve the ambulance service beyond what is provided currently. According to the Shutesbury Fire Chief, the Amherst Fire Department does a good job providing emergency medical services to Shutesbury residents. To shorten the response time to some locations in town, the Town of Shutesbury would have to fund local paramedic-level service, which would require two full-time personnel and at least one ambulance to guarantee service.

## *Emergency Management Services*

The Massachusetts Emergency Management Agency (MEMA) Region III headquarters in Belchertown, Massachusetts provided a copy of Shutesbury's Emergency Management Plan, which was used as the main source of information for this subsection. An electronic copy of this plan is available through the office of the Shutesbury Town Administrator. An officer of the Shutesbury Fire Department Emergency Management currently holds the Shutesbury Emergency Management Director's position.

The purpose of the Shutesbury Emergency Management Plan (EMP) is to provide a framework for the community's planning and response to emergency situations on the local, state, or national level. The EMP is a comprehensive document that describes the responsibilities of boards and committees in an emergency and the resources available for mitigation, preparedness, response, and recovery activities. The specific hazards covered in the EMP include earthquakes, flooding, hurricanes, dam failures, radiological plume pathway, terrorism, tornadoes, weapons-related incidents, winter storms, and hazardous material spills. For these types of hazards, the EMP identifies alternate routes of evacuation, areas most threatened by specific hazards, the locations best suitable to serve as shelters, and the roles of the select board, police, fire, and public works departments, the health board, and assessors.

### **Police and Emergency Fire and Medical Recommendations**

- **The community should develop a feasibility study that includes a comparison of needs versus services, which could also focus on determining appropriate solutions for any Police Department space and staffing issues.** The Select Board could appoint an Ad hoc Committee to assess current and potential future space and staffing needs for the Police Department.
- **The community should resolve Shutesbury Fire Department training, recruitment, and retention issues with the help of a Select Board-appointed Ad hoc Committee.** The Select Board could develop an advisory, or Ad hoc Committee to assist in assessing and resolving the Fire Department's staffing issues.
- **Establish a fund to help pay for ambulance services for people without health insurance.** Because ambulance services are already provided in a cost-effective manner, the best way to address the potential need for expanded ambulance service in Shutesbury may be by providing financial assistance to residents that have no health insurance.
- **Review the Shutesbury Emergency Management Plan and use it as a tool to strengthen communication among town officials, boards, departments, and committees.** The Emergency Management Coordinator could coordinate an all-board meeting to review the plan and the roles and responsibilities of various boards in the event of a natural or human-caused disaster. In addition, each board and committee should have an up-to-date version of the Shutesbury Emergency Management Plan.

## **Recycling and Solid Waste Disposal**

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All towns in Massachusetts are faced with similar challenges concerning the disposal of municipal solid waste. Massachusetts is a densely populated state where landfill space is limited. According to the Massachusetts Solid Waste Master Plan, the current waste disposal trends include the following:

- *Increasing waste generation* – Overall, residents and businesses in the state produced 31 percent more waste in 2000 than in 1990.
- *Limited in-state waste disposal capacity* – Massachusetts exports one million tons of solid waste to other states for disposal per year along with the job of managing the environmental impacts of waste disposal.
- *Slowing recycling increases* – The growth in the recycling rate slowed in the last part of the 1990s. Further improvements would likely require a concerted effort by all.
- *Sharing responsibility for the waste problem* – Manufacturers have begun to help reduce waste through redesign and by encouraging recycling.
- *Fewer management options for non-municipal materials* – As landfill capacity decreases, newer methods are needed to dispose of non-municipal waste, such as construction and demolition debris.

When landfills in the region become full, communities must seek other locations and methods for disposing of the waste that is generated by its residents, businesses, and institutions. Communities have dealt with these challenges by identifying the most cost effective sites for disposal and by organizing to purchase stable long-term trucking and disposal contracts. In the summer of 2002, the Amherst Landfill closed to commercial haulers and Shutesbury chose to send its trash to the Pioneer Valley Resource Recovery Combustion Facility (PVRRCF) in Agawam, Massachusetts, owned by Eco/Springfield L.L.C. The town has also been successful in negotiating a cost-effective contract with Duseau Trucking to haul both recycling and trash to the Springfield Materials Recycling Facility and the Agawam facility, respectively.

Other methods for reducing solid waste disposal costs include increasing the participation and efficiency of a town's recycling program. For example, many communities, including Shutesbury, have implemented "pay as you throw" fee programs that encourage people to recycle by making residents pay for every bag of trash they put out for pickup. Shutesbury's program is described in more detail later.

This section presents information about the methods used to dispose of solid and hazardous waste in Shutesbury. Specifically, it describes programs offered via the Shutesbury Recycling and Solid Waste Committee on behalf of the town: trash removal and recycling, bulky waste days and roadside swap weeks, and hazardous materials storage and disposal. Much of the information presented in this section of the chapter is from a phone interview with Paul Vlach, Shutesbury Recycling Coordinator, and Recycling and Solid Waste Committee Chair, in August 2003, from the Town website (<http://www.shutesbury.org/recycling/index.htm>) and from information published on the state's website including a fact sheet developed by Massachusetts Department of Environmental Protection, "Beyond 2000 Solid Waste Master Plan Highlights." The amount of recycled materials and solid and hazardous waste disposed, method of collection



and disposal, costs and important issues and concerns are described. Potential recommendations are presented at the end of the section that address the following Master Plan objective:

- Increase participation among Shutesbury residents in recycling, home composting, and hazardous material drop-off programs.

### **Trash Removal, Recycling and Composting**

Shutesbury has had a Recycling and Solid Waste Committee since the mid-1980s. Currently this nine-member committee plans and facilitates recycling and solid waste disposal services in town in an integrated fashion. The trash hauler, Duseau Trucking, acts as the default enforcer of the town's strict recycling and trash requirements, which results in uncontaminated trash loads and reduced litter problems. Trash bags filled with recyclable materials, or recyclables containing trash, are rejected. Bags weighing more than 35 pounds, or containing yard waste, construction debris or hazardous materials, are also rejected. Households that follow the recycling and trash requirements spend less money to dispose of their waste. Not allowing yard waste or hazardous materials to be disposed of via trash bags helps to encourage households to manage their waste stream and reduces the costs for trucking and disposal.

A level of trash removal is paid for through property taxes. Residents receive 50 bags annually in a Pay-As-You-Throw trash bag system instituted in 2001. Residents that want to dispose of more trash may purchase additional bags from area stores for \$2.00/bag, which covers costs. In fiscal year 2002, Shutesbury paid \$47,400 for hauling trash and recycled materials, \$987 for hazardous waste pickup (paid to Amherst), and \$25,207.25 for use of the landfills. Due to the state budget crisis, towns no longer receive a check from Massachusetts recycling facilities for delivery of recycled materials. Towns with their own transfer stations like Amherst have the ability to work with vendors who accept, collect or purchase recyclable materials from Massachusetts communities and businesses.

As Shutesbury residents adopt behaviors that result in reuse and reduction of waste, such as Swap Week exchanges and composting, the expense of trash hauling and disposal will be reduced. However, if residents focus solely on increasing the amount of trash they recycle, these expenses will not decrease very much or very rapidly, as the town will still have to pay to haul recycled materials to the Springfield MRF. Thus town officials should continue to encourage people to reduce the total amount of materials to be disposed of at curbside. The goal should be to reduce dependence on disposable products, reuse or extend the life of objects or materials, and compost kitchen, yard, and paper waste before adding materials to the waste stream either as trash or as recycling.

The town could also help to inform residents on ways they can prevent waste by purchasing products with less packaging. According to the U.S. Environmental Protection Agency, waste prevention, also known as "source reduction," is the practice of designing, manufacturing, purchasing, or using materials (such as products and packaging) in ways that reduce the amount or toxicity of trash created. Reusing items is another way to stop waste at the source because it delays or avoids that item's entry in the waste collection and disposal system. Source reduction, including reuse, can help reduce waste disposal and handling costs, because it avoids the costs of

recycling, municipal composting, landfilling, and combustion. Source reduction also conserves resources and reduces pollution, including greenhouse gases that contribute to global warming (<http://www.epa.gov/epaoswer/non-hw/muncpl/sourcred.htm#facts>).

**Table 4-1: Number of Tons of Solid Waste Hauled between 1998 and 2002**

Year	Solid Waste (tons)	Recycling (tons)	Recycling Rate
2002	339.4	199.8	37%
2001	331.7	248.4	43%
2000	386.2	171.2	31%
1999	400.3	181.5	31%
1998	410.2	176.6	30%

Source: David Ames, Shutesbury Town Administrator, 2003.

Table 4-1 shows the number of tons of solid waste and recycled materials hauled out of Shutesbury between 1998 and 2002. According to David Ames, Town Administrator, in 2002, the town had a recycling rate of 37 percent while in 2003 the rate was approximately 34 percent. The recycling rate is determined by dividing the amount of waste that is diverted out of the trashcan into the recycling bins by the total amount of solid waste disposed.

If you include bulky items and white goods in the diverted waste category, as DEP does in its web database, the town’s recycling rate was 52 percent in 2002 (unconfirmed). Based on DEP’s database, which is developed from information sent to them by municipalities, the 2002 recycling rates of the four other towns in Franklin County with populations (2000 Census) of between 1,600 and 1,850 were: Conway with 40 percent, Ashfield with 54 percent, Colrain with 60 percent and Leverett with 63 percent.

Even if the town’s recycling rate of 52 percent is found to be accurate, the rates of other towns of similar size shows that there may be room for improvement. What method could the town employ to seek yearly increases in its recycling rate? Increased enforcement of trash restrictions (e.g. rejecting bags that contain recyclable materials) by the hauler is one method that may not be as effective as working to increase residential composting.

Composting is one way to divert more waste away from the trashcan. Composting is a safe, efficient and relatively inexpensive way to convert food and yard wastes into a usable product. Town and home composting programs, combined with public education, may expand participation. In our region’s smaller towns, yard waste has never been a significant part of the waste stream but towns with larger populations, like Montague, maintain yard waste piles. The Shutesbury Recycling and Solid Waste Committee has successfully initiated an on-site food composting program in the Elementary School. Promoting the success of that program could help increase people’s awareness of the benefits of composting household food scraps and paper goods and ultimately lead to a reduction in the amount of town funds expended to dispose of municipal waste.

The Recycling and Solid Waste Committee already works to inform residents of the importance of reducing the amount of trash disposed each week. The town web site contains interesting facts on how this can be accomplished: by purchasing consumer goods that have less packaging, or mostly, if not all, recyclable packaging; by returning materials used in packaging like Styrofoam peanuts; and by reducing the amount of junk mail that residents receive.

## **Bulky Waste Days and Roadside Swap Weeks**

Both Bulky Waste Days and the Roadside Swap Week help divert materials from the waste stream. The Spring and Fall Bulky Waste Days are typically held on a Saturday in May and in October at the Highway Department, while the Committee's suggested week-long time for placing reusable items at curbside (Swap Week) runs the week before. The Bulky Waste Days offer residents an opportunity to dispose of large items not accepted in weekly curbside trash collection and to shop through the large items left by others. "White goods" - enameled metals such as stoves, washers, dryers, etc; scrap metal, tires and furniture- can be brought to the Highway Department yard on Leverett Road between 9 a.m. and 2 p.m., without appointment. Fees are assessed to cover the cost of the roll-off containers and dumping fees.

As part of the Bulky Waste Day, Shutesbury offers residents an opportunity to dispose of items with electronic circuitry, which are banned from landfills by Massachusetts law. These items include computers (all parts), televisions, radios, stereos, remote controls, CD players, touch tone and cordless telephones, VCR's, fax machines and answering machines. The town collects and processes them through the UMASS Intermediate Processing Facility. The town is charged a fee for the associated costs of legal disposal, which may be covered by grants in the future.

In addition, the Bulky Waste event includes a station to receive bagged inkjet, laser, fax, copier cartridges, and used cell phones. These cartridges are then recycled and refilled, and the sponsors of this station, the Shutesbury Elementary School Special Education Parents Advisory Council, receives a modest rebate for each cartridge they send in. Residents can also drop off depleted cartridges at the Town Hall, Post Office, and the school anytime. Finally, the Amherst Survival Center receives some of the dropped off items during the bulky waste days.

During Roadside Swap Week, residents can place unwanted household items roadside, with a "free" sign. Usable furniture, toys, athletic equipment, flower pots, building materials, books, clothing, paint and other items are made available for re-use by other residents. Some residents also continue this tradition throughout the year to recycle other unwanted items.

## **Hazardous Materials Storage and Disposal**

The town recently received a grant to construct a Universal Waste Shed in the back of Town Hall. The shed can safely store fluorescent light bulbs, household batteries, and computer monitors. These hazardous materials were previously stored in the Town Hall basement.

Household hazardous waste disposal service is through a joint program in area towns using the Town of Amherst's Landfill as a drop-off location during six, one-day events in the spring and fall. Households must pre-register and can dispose of no more than 25 gallons or 25 lbs. (whichever is greater). The following materials can be disposed of at the event: Adhesives (2 part), art/hobby paint, button batteries, chemistry sets, disinfectants, drain cleaners, epoxy, flea killers, fluorescent bulbs, furniture polish, insect pump sprays, kerosene, metal polish, moth balls, photography supplies, rechargeable batteries, rodent killers, septic tank cleaners, spot removers/solvents, thermostats, toilet bowl cleaners, varnishes, DDT, fertilizers with herbicides or pesticides, herbicides, pesticides, root killers, tree oils, weed killers, antifreeze, automotive

fluids, car batteries, creosote, dry gas, engine degreasers, gasoline, lead acid batteries, motor oil, paint thinners/solvents, paint: aerosol, lead, marine oil-based paints; stains and polyurethane, swimming pool chemicals, varnishes, and wood preservatives.

## **Recycling and Solid Waste Issues**

### *Shutesbury's Recycling Rate is Not Increasing*

Because Shutesbury's curbside recycling rate slipped from 37 percent in 2002 to 34 percent in 2003, town officials may want to work more with the Recycling and Solid Waste Committee to encourage residents to recycle and compost more of their household solid wastes. The Committee may want to consider new ways of encouraging residents to compost their kitchen and yard waste.

### *Household Hazardous Waste Disposal*

Household hazardous waste disposal is accomplished via a drop-off service offered by the Town of Amherst. It is unclear whether residents are well aware of the materials throughout their homes that contain hazardous materials or whether they know how to properly dispose of them. Improper disposal of these household materials could result in groundwater contamination. Until more is known about groundwater movement around town, residents should assume that all wells and streams are vulnerable to contamination. To best utilize the existing service, town officials may want to increase promotions of the hazardous material disposal days.

## **Recycling and Solid Waste Disposal Recommendations**

- **Promote environmentally proper composting more aggressively to reduce the amount of curbside solid waste to be hauled.** The Shutesbury Recycling and Solid Waste Committee (RSWC) should develop an effective way to demonstrate how paper might be composted at home and create a community compost pile for those who prefer not to compost at home, with the result used for gardens at the library, school, or other town properties.
- **Educate students about hazardous wastes in school or via the website more effectively.** The Recycling and Solid Waste Committee (RSWC) and the Board of Health could seek grant funds to help pay for educational programs that focus on discussing which materials are considered hazardous and what are the best methods for their storage and disposal.
- **Encourage participation in the hazardous material days each year.** The RSWC in conjunction with the Board of Health should increase residents' participation in the hazardous material days each year.
- **Promote the use of non-hazardous alternative products.** Through its website, the town could provide access to environmentally "green" products to residents and town staff.

- **Encourage source reduction through articles in the *Our Town* newsletter and the town’s website.** The RSWC could seek to increase residents’ awareness of the impacts of their current consumption patterns on curbside solid waste volumes and encourage people to choose low-package products. Showing residents how to reduce the amount of waste entering their homes via the products they choose to purchase may decrease total curbside waste.
- **Review the bylaws to consider ways of prohibiting the storing of more than two, non-registered vehicles on land under one ownership.** The Planning Board might want to consider revising the zoning bylaws to include a prohibition of the storing of more than two unregistered vehicles. Stored vehicles can leak hazardous materials that could contaminate wetlands, groundwater, and private wells.
- **Increase the unit cost for residents’ purchase of trash bags beyond the fifty-count provided to encourage composting and recycling.** The town could require people to pay more per bag of curb-side trash beyond a particular threshold (e.g. 50 bags per year). This method is similar to that used by community water suppliers, some of which charge a higher rate per gallon beyond a certain number, as a means of conserving water.

## **Recreational and Cultural Facilities and Services**

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The Town of Shutesbury provides recreational and cultural services by maintaining a very popular public library, by providing access to several sports fields and open space areas for outdoor recreation, and by providing services to seniors. A Transition Plan currently being updated will address the Americans with Disabilities Act improvements. It is also important to recognize the recreational and cultural services that public and private agencies, organizations, and entities provide to residents and visitors within the town (*see Table 4-2*). The two Master Plan objectives below seek to expand these recreational services:

- Develop new, and expand existing, multiple-user recreational trails connecting Shutesbury’s open space, natural, and historic resources.
- Expand the library services in such a way as to ensure the enjoyment of all.

## **Recreational and Cultural Facilities and Services**

Diverse recreational and cultural opportunities serve a community in many ways. Often the sense of community in a town relates to the experiences of neighbors interacting with each other during their leisure time near their homes or at community-wide celebrations at some central location. The experience of community can be enhanced through activities, events, resources, and programming that seek to bring people together again and again throughout the year. Recreational resources include open space (e.g., sports fields) used for this purpose, facilities that

provide different recreational activities like the Shutesbury Athletic Club, and programming for different age groups sponsored by the town or by volunteer organizations.

Shutesbury’s environment provides many opportunities for outdoor recreation. The presence of large blocks of undeveloped forestland, protected conservation lands, and trails to connect these areas to meeting places provide a foundation for community-building among area residents based on a shared appreciation for the outdoors. There are thirteen recreational sites identified in this chapter that are open spaces.

In general, Shutesbury provides access to two types of recreational facilities and services: sports fields and open space. Recreational areas are managed by both public and private entities. Table 4-2 identifies the facilities, common activities, ownership, size, extent of resources, and issues and opportunities associated with each area or facility identified in the 1999 Shutesbury Open Space and Recreation Plan and by the Recreation and Open Space Committee. The text following Table 4-2 describes the recreational resources in greater detail.

**Table 4-2: A Summary of Recreational Resources and Facilities in Shutesbury**

Map #	Name of Area or Facility	Main Recreational Value or Use	Owner of Land/ Manager	Size of Area	Extent of Resources	Issues/ Opportunities
1	Lake Wyola State Park (Carroll Holmes Recreation Area)	Swimming, fishing, and picnicking.	Commonwealth of Mass. (State)/Dept. of Conservation and Recreation	42 acres	Public beach with life guards, picnic tables, barbecues, parking	Daily parking may be expensive for residents though season passes make cost more reasonable.
2	Shutesbury State Forest	Hiking and hunting	State/Department of Conservation and Recreation	715 acres	A gravel trail that connects Cooleyville Road to Wendell Road	Wendell Road access is next to driveway of private residences. Lack of signage and parking, Potential for natural history tours.
3	Lake Wyola Town Boat Launch Ramp and Picnic Area and South Brook Conservation Area	Fishing, hiking, and wildlife viewing	Town of Shutesbury/ Shutesbury Conservation Commission	97 acres	Boat ramp, water craft put-in, and trails	Motorized use of trails damages sensitive areas.
4	Town Common	Walking and community events	Town of Shutesbury /Select Board	0.32 acres	Large lawn area close to Library, Town Hall, & Post Office	Some conflict around Common’s current and future uses.
5	Town Soccer Field behind Fire Station	Soccer, other sports, seasonal festivities (e.g., bonfires)	Town of Shutesbury/ Recreation and Open Space Committee	2.5 acres	Old 4-H riding corral, large lawn area with goal posts and old baseball diamond	The soccer field needs to be improved by removing rocks and reseeded.

<b>Map #</b>	<b>Name of Area or Facility</b>	<b>Main Recreational Value or Use</b>	<b>Owner of Land/ Manager</b>	<b>Size of Area</b>	<b>Extent of Resources</b>	<b>Issues/ Opportunities</b>
6	Town Playfield behind Town Hall	Seasonal festivities (e.g., Easter egg hunt), picnicking, hiking	Town of Shutesbury/ Highway Department mows field	3 acres	Mown grass area (0.7 acres) and cut field	Future recreational use of this land may be dependent on its planned use for town hall and library expansion.
7	Town Elementary School Field and woods	Softball and soccer	Town of Shutesbury/ School Staff maintain lawn	8 acres incl. 1.2 acre lawn area	Back stop and homemade soccer goal nets	The field needs upkeep but is within the Zone I of the school's well. Town needs to negotiate solution with DEP.
8	Town of Amherst Watershed Lands	Hiking and hunting	Town of Amherst/ Amherst Water Department	677 acres	Unimproved trails	Negotiate fair payments in lieu of taxes (PILOTS).
9	Quabbin Watershed Lands	Hiking, fishing and hunting	Comm. of Massachusetts/ Division of Watershed Management	5,020 acres	All areas within town open to hiking. Skiing and biking not allowed on lands east of Rte. 202	Potential to develop a trail system on lands west of Rte. 202.
10	Shutesbury Athletic Club	Entertainment center for music, dancing, and cookouts with a liquor license	Private	40.5 acres	Indoor and outdoor entertainment facilities that can be rented by members for events	There may be a need for a more public entertainment facility. Smoking in the bar may make the facility inaccessible to some residents
11	Morse Hill	Adventure and personal and team skill building activities	Private	85 acres	High Ropes, Low Ropes, Field, Campsite, River	Could be used by the town as a means of developing leadership skills in the community.
12	Robert Frost Trail and Metacomet and Monadnock Trail	Hiking on mostly privately owned land in southwestern corner of town	Private/Public Lands throughout entire length of both trail	40 miles	RFT-Maintained hiking trails South Hadley-Wendell MM-from CT to NH	Opportunity to tie-in local trails with both long distance trails.
13	Garbiel Gift	Used for picnicking and camping in the past	Town of Shutesbury Conservation Commission	1.4 acres	Grass area at end of Cove Rd. on Lake Wyola	The site could be developed into a public park and picnicking area. Needs parking area. Potential for misuse of area.
14	Lake Wyola Island	Potential for picnicking and nature study	Town of Shutesbury Conservation Commission	0.6 acres	Lawn area and island near Wyola Drive	Bridge that spans lake appears to be a liability.

Map #	Name of Area or Facility	Main Recreational Value or Use	Owner of Land/ Manager	Size of Area	Extent of Resources	Issues/ Opportunities
15	Temenos	Retreat center	Temenos	78 acres	Private access to a lodge, four cabins, trails, and a pond	Center could be used by town groups in need of a neutral location for a retreat.
16	Sirius community	Demonstration area for Permaculture and a conference center that is open to the public	Sirius	90 acres	Private access to a Conference Center, demonstrations in renewable energy, and a trail system	Potential source of information on renewable energy and energy conservation alternatives, solar power, and wind turbines.
17	Snowmobile Trails	A vast system of trails located mostly to the west of Wendell Rd and Montague Rd.	Private landowners/ Some trails are Maintained by the Porcupine Ridge Runners Club	Trails cross many owner-ships	Well-maintained trails for winter use by Porcupine Ridge Runners Club members and by general public	The trail system is for winter use and dependent on the relationship between landowners and the private club. Non-winter use of trails by other motorized vehicles can be a concern.
18	Lake Wyola Association Beaches and Pavilion	Community events and access to Lake Wyola for members and guests.	Lake Wyola Association	1.3 acres which includes a .3 acre beach. Another 8.5 acres are in roads	Maintained beach areas and a community pavilion	The Lake Wyola Association events, open to all town residents, could be promoted as a means of bringing together all of Shutesbury's communities.

Source: 1999 Shutesbury Open Space and Recreation Plan; Personal communication with Recreation and Open Space Committee member P. Lyons, 8/2003. Note: DEP = Massachusetts Department of Environmental Protection

Many publicly-owned open space areas in Shutesbury provide multiple benefits including water supply protection, space for active and passive recreation, and wildlife habitat. Each area listed below is also described in the Natural Resources and Open Space Chapter of this Master Plan. The numbers in the parentheses represent the area's map number located on the Community Facilities and Services Map at the back of the chapter.

### Detailed Descriptions of Recreational Resources in Table 4-2

The Lake Wyola State Park (Map #1) and the Shutesbury State Forest (2) are both owned by the Commonwealth of Massachusetts but are maintained quite differently. The types and intensity of recreational activities encouraged on each provides a variety of recreational opportunities.





A gravel trail running between Cooleyville Road and a driveway off Wendell Road provides access to the Shutesbury State Forest (2). Hunting, hiking, mountain biking, cross-country skiing and snowmobiling are probably the most common recreational activities.

The Carroll Holmes Recreation area at Lake Wyola State Park (1) on the other hand is managed for a diverse set of recreational activities including swimming, hiking, fishing, volleyball, barbecuing and picnicking. In addition, a soccer field and hiking trail connections may be



developed in the future. There are also cross-country ski trails between the park and Wendell State Forest, where there is an extensive winter sports program. The Department of Conservation and Recreation (DCR) bought the former, privately run Lake Wyola Park from Emelia Bennett in 1997, and named it after Carroll Holmes, a former Shutesbury Select Board member and director of DCR's Region IV. The park includes an accessible bathhouse, parking areas, and seven accessible picnic tables with barbecue stands, wooded shade, sandy beach and a cordoned off swimming area. Across the road from the beach is

a separate picnic area partially located within a stand of white pine trees that contains ten mostly shaded picnic tables and barbecue stands (*see picture at upper left*). Beach capacity is estimated to be between 200 and 250 people. Lifeguards are on duty every day during the summer, and after Labor Day, swimming is prohibited though the park is open for picnicking and other non-swimming activities.

The Town of Shutesbury owns two properties with frontage on Lock's Pond Road: the Lake Wyola Town Boat Launch Ramp and Picnic Area and the South Brook Conservation Area (3). Together the two properties encompass 97 acres and offer active and passive recreational opportunities. The Lake Wyola Town Boat Launch Ramp and Picnic Area includes a large parking area at the end of Randall Road, which is closed to vehicular traffic during the winter months (*see picture at right*). A partial gravel and asphalt boat ramp provides access to the Lake from the parking area. The Picnic Area appears to have received a recent upgrade including a drainage ditch and reseeded. The lakeshore in this area appears to be comprised of naturally occurring silts and clays, not sand. There is evidence that the Picnic area is a popular destination for anglers. Some residents complain of having to swim in an area so frequented by dogs.



The South Brook Conservation Area (3), managed by the Shutesbury Conservation Commission, provides access to a variety of trails year-round. Trails can be accessed off of the Town Boat Launch and Picnic Area, Lock's Pond Road, and Wendell Road. A club of snowmobile enthusiasts maintains some of these trails for mainly winter use. Some all-terrain



vehicle use during the spring and fall months has resulted in damage to the trails surface near local wetlands. The town has yet to establish a forum for discussing trail issues or a plan for maintaining trails not currently managed by the snowmobile club.



The Town Common, overseen by the Select Board, (4) has been recognized by residents and town officials as a site of historical significance and as a valuable space for community events and festivals. The town owns approximately 0.32 acres of land on the Common. The remaining acreage is comprised of the land surrounding the M.N. Spear Memorial Library and Town Common Road. Two war memorials, a guide post, three picnic tables, the Shutesbury Community Church, and large shade trees are found on the Common.

A recent Town Center Plan prepared by students from the Conway School of Landscape Design (2002), recommended removing the large spruce and white pine trees as well as the trees near the memorials to improve sight lines near the two most dangerous intersections, as well as to improve the Common's overall aesthetics.

The Town Recreation and Open Space Committee maintains a soccer field behind the Fire Station (5). The soccer field uses most of the maintained lawn area, though an old baseball backstop and volleyball posts are also found close to the parking area behind the station. An old 4-H horse corral is located at the southern end of the two and half acre open area. The soccer field contains both new portable nets and older in-the-ground posts.



A field in back of the Town Hall (6) includes a lawn area of approximately 0.7 acres that serves as the leach field for the Town Hall and is used for seasonal community events and recreational activities. The Shutesbury Highway Department mows the field. South of the mown area is a 2.3-

acre cut field. According to the Shutesbury Town Center Plan, most of the mown area would be used for the footprint of the library and its associated parking lot. The town has recently acquired forest land (Map D Lots 43 (3.4 acres) and 48 (5.6 acres)) south and east of the field.



The Shutesbury Elementary School (7) property

includes two playgrounds and a large playing field. There is a main playground west of the school and a tot lot with a play structure for young children to the south of the school. The main playground contains one backstop, two structures for goals, two basketball hoops with one full court, two tetherball poles, one large wooden play structure, four jungle gym structures, and a swing set with six swings. Trails run from the back of the playground southerly towards a wooded drainage area. Hikers recently noted that the trail accesses both Amherst Water Supply lands and the Leverett Elementary School.

The large playing field, which is maintained by school staff, is approximately 1.2 acres in size. The field's recreational use is constrained by the fact that it is partially within the Zone I wellhead protection area of the school's groundwater supply. Although the Recreation and Open Space Committee is interested in upgrading the field through grading and reseeding, any future renovations would first need to be approved by the Massachusetts Department of Environmental Protection.

The Town of Amherst owns 677 acres (8) within the Adams Brook Sub-watershed, which has been set aside for water supply protection purposes. The lands are used for hunting and hiking and contain many unimproved trails.

Overall there are over five thousand acres of Quabbin Watershed lands in town (9). This forested land, which is owned by the Commonwealth of Massachusetts and managed by the Division of Watershed Management, allows biking, skiing, and hiking on Off-Reservation lands west and north of Rte. 202. The Recreation and Open Space Committee considers there to be a potential for developing trails on these lands. Quabbin Park lands east of Rte. 202 are open to pedestrian access only.

The Shutesbury Athletic Club (10) provides residents a private gathering place and a source of entertainment in an indoor facility. The Club is located at the intersection of John Plaza Road and Wendell Road. A large parking area, outdoor swing set, and a pavilion provide a variety of social and recreational opportunities for club members.

Morse Hill (11) is a privately owned outdoor adventure center, which provides organized recreational activities and team building and personal achievement programs, located off Lock's Pond Road near Lake Wyola. Morse Hill contains a high ropes course, a low ropes course, a large field with obstacles and group challenges, a campsite and a river site. Town residents and organizations have utilized Morse Hill's facilities and services.



The Robert Frost Trail and Metacomet and Monadnock (M & M) Trail (12) traverse privately owned lands in the southwestern corner of town. Both trails enter Shutesbury from Amherst and cross Pratt Corner Road. The Robert Frost Trail stretches forty miles from the Holyoke Range to Ruggles Pond in Wendell. The M & M Trail starts at the Massachusetts/ Connecticut State line at Rising Corner in Connecticut. It passes through Hampshire and Hampden County towns to Shutesbury, where it follows the Robert

Frost Trail to Atkins Reservoir and then onward to Brushy Mt. in Leverett, Ruggles Pond in Wendell, Northfield Mountain in Erving, Mt. Grace in Warwick and finally to the summit of Mt. Monadnock.

The Garbiel Gift (13) is a 1.4-acre parcel of land managed by the Conservation Commission, which is located at the end of Cove Rd. on the eastern shore of Lake Wyola (*see photo to the right*). With a mowed and level grassy area about a tenth of an acre in size, the Garbiel land could be used for picnicking, fishing and nature study. The site lacks parking.



The town recently acquired land along the north shore of Lake Wyola (14). Parcel B-679 contains an island and the land under the water surrounding it. According to the Assessor's maps, the small island is approximately 150 feet long and about 50 feet wide. The picture on the left shows a bridge spanning a portion of the lake from the island to the land represented by Parcel B-698.

Parcel B-698, shown on the right is a level lawn area between two house lots. The picture was taken looking east from Merrill Drive towards the bridge and the island. The town may want to consider building a fence



along the property's northern boundary.

Temenos, Inc. (15) is a retreat center located off Mt. Mineral Road in the northwestern portion of Shutesbury. Founded by Quakers, Joseph and Teresina Havens, this sanctuary is open for use by individuals and small groups from May to October. Rustic accommodations include four cabins, a lodge, and a small pond. To the east of Temenos- seventy-eight acres is thousands of acres of protected forestland owned by the Commonwealth of Massachusetts, and managed for water supplies by the Department of Conservation and Recreation, Division of Water Supply Protection.

The Sirius Community (16) is located off Baker Road in the southern part of town. Sirius is an educational, spiritual, service community of twenty to thirty residents and about two hundred associate non-resident members. It is an intentional community that is also a demonstration site for Permaculture Design, an eco-village that models organic food production and green energy generation using "green" building and passive solar construction, solar and wind power, organic agriculture, waste management, and composting and energy efficient appliances. Sirius engages in community outreach through hosting workshops, apprenticeships, courses and open houses.

The Porcupine Ridge Runners (17) is a private snowmobile club whose members live in Shutesbury and surrounding towns. The club maintains a system of trails that cross private and

public lands. The trails are typically maintained by club members for use by snowmobilers, though skiers are also known to use the trail system in the winter. Mountain bike, dirt bike, ATVs, and 4-wheel drive enthusiasts are also known to use these trails during the spring, summer, and fall months.

The Lake Wyola Association (LWA) (18) was created in the 1950s to oversee the summertime social activities around the lake. Currently there are over 120 dues paying members. The LWA also oversees legal matters pertaining to the lake. People from the town and surrounding communities participate in LWA sponsored activities such as the Road Race, Pancake Breakfast, Steak Roast, Chicken Barbeque and Tag and bake sale. The LWA community building is available to rent for private gatherings and has a full kitchen and toilets. The LWA has hosted town events in the building, most recently a "Seven Saturdays in Shutesbury" event in May 2003.

## **Recreational Resource Issues**

### *More Leadership Needed*

The 1999 Shutesbury Open Space and Recreation Plan contains nine recommendations within the Five-Year Action Plan:

- 1) Protect [undeveloped open space] corridors [for wildlife and recreation];
- 2) Formalize a town trail system;
- 3) Manage recreational boating at Lake Wyola for compatible multiple uses (*see town boating bylaw approved in 2003*);
- 4) Research establishing a community gathering place;
- 5) Promote town open space and recreational opportunities and solicit feedback on needs;
- 6) Fundraise to improve playgrounds;
- 7) Develop a recreational program that includes community dances, theater and concerts;
- 8) Develop educational material through the library on how to safely interact with wild animals; and
- 9) Improve/enhance recreational facilities with reference to the Shutesbury Americans with Disabilities Act Transition Plan. Recreation facility needs include upgrading existing sports fields (e.g., the school and fire station fields), the boat ramp at Lake Wyola, and the horse ring; and developing new facilities (e.g., full-size basketball court, playground, tennis court, outdoor skating rink, bandstand/pavilion; bicycle racks, benches, and picnic tables).

The Recreation and Open Space Committee may require additional leadership to coordinate volunteers already committed to providing diverse recreational opportunities for all residents in a manner that builds community spirit. Most of the Open Space and Recreation recommendations will likely require some funding to complete. This funding could come from the Urban Self-Help Program through the Massachusetts Division of Conservation Services, from private foundations, and from local fundraising.

Leadership needs are not unique to Shutesbury. Many small towns in the Commonwealth depend on the willingness of a relatively small number of citizens to provide municipal service oversight. Involving citizens of all ages in support of enhancing public benefits, whether that be through trash cleanup, trail development, or playground repair can instill a greater sense of community and give people a chance to practice being leaders on small projects.

#### *Management Plans Needed for Some of the Undeveloped Unprotected Town Lands*

There are a number of undeveloped town-owned parcels that are currently under the authority of the Select Board; their future use is yet unknown. Some of these parcels could very well be used for recreational uses, while others might be needed for school, safety, or town office expansion. It may be worthwhile for the town to proactively investigate the potential uses of these various parcels and decide which should be protected from development, which might be managed as active recreational areas, and which might be used for future municipal facilities. If a site has been identified as best set aside for long-term infrastructure expansion, it may then be possible to assign it a recreational use for the short-term given that no significant investment of time or funding would be required.

#### *Trails and a Trail Summit*

The Community Survey results demonstrate the desire among many residents for a system of trails. Overall, 80 percent of survey respondents stated that forests and trails were very important to their satisfaction with living in Shutesbury.

The Recreation and Open Space Committee has investigated the feasibility of organizing a trail summit, which would bring together landowners, members of the local snowmobile club, cross-country skiers, town board and commission members, and other interested parties to discuss how a trail system could be developed throughout town. The summit was never held because the Committee thought that discussions of a town-wide trail system would be too controversial.

Currently, there are trails on private lands, on the South Brook Conservation Area, in the Shutesbury State Forest, and on Amherst Water Supply lands. The Metacomet-Monadnock and Robert Frost Trails cross a small section of Shutesbury. In addition, informal trails on Quabbin and Amherst water supply protection lands and private lands access forests, hunting grounds, woodlots, and scenic outlooks. There is the potential for developing trails throughout town but how it will be accomplished may take time and the collaboration of all interested. For example, the 18-mile Tully Trail, which links portions of Orange, Warwick, and Royalston, was developed by employees of state conservation agencies that had abutting properties. Later the trail was developed to link newly protected lands. Then the Executive Office of Environmental Affairs used the loop trail as a target for a two-year massive investment of over nine million dollars to purchase conservation restrictions to protect the trail corridor in perpetuity. The trail, as it is today, was built via a partnership of many organizations. Public access was purchased from willing landowners. Almost the entire trail is protected as open space today.

The Recreation and Open Space Committee could take a long-term approach towards establishing trails for different uses within town. Management of existing trails on private lands are often determined via relationships between landowners and users like hunters or snowmobilers. Trails on publicly owned land, especially town-owned land, may be managed best by a more inclusive body. By developing a management plan via a consensus-based planning process, trail use on town lands may be identified and promoted more effectively to the satisfaction of a wide variety of trail users. Otherwise, trail use between different (e.g. motorized and non-motorized) users will continue to be divisive.

### **Town Library Services**

The M. N. Spear Memorial Library's dual purpose is to provide popular materials to residents and to be a place where library materials, facilities and equipment are available in support of the social, cultural and recreational activities of the community. As of 2003, the Library has the following materials available for loan: books (approximately 9,600), periodicals (60 volumes), books-on-tape (380), and videocassettes (1,250). It also provides a reference service through which residents can seek information from Library staff in person, over the phone or via email. The Spear Memorial Library provides access to the materials of all Western Massachusetts libraries, as well as other regional libraries through the Western Massachusetts Regional Library System (WMRLS). In addition, the Library provides access to the Massachusetts Library Information Network (MLIN) catalog and the Internet.

Cultural programming at the library includes activities for children, adults, and for families. The Library staff and volunteers schedule programs during the summer months including a Children's Story Hour, a Fishing Season Kick-off Day, the Summer Reading Program activities, a Book Discussion Group for Adults, and Twilight on the Green, a music program funded by the Mass Cultural Council. The library provides a Bulletin Board, and submits library news to both the school and town newsletters.

The Library is a valued institution in Shutesbury that has earned the support of patrons and volunteers throughout its history. The town's first Public Library was contained within a single bookcase in 1811, and residents voted to establish a "Free Library" in 1894. The Free Public Library was originally located in a town residence until the present building was erected in 1902. The present Library building was made possible through a bequest of \$1,500 by Mirick N. Spear of Amherst. In 1934, the library received an endowment for its maintenance in the form of forty-five shares of American Telephone and Telegraph stock, willed by William N. Spear of Springfield.

The Library is currently supported by three volunteer entities including the Board of Trustees, consisting of six elected officials; a small cadre of adult and teenager volunteers; and the Friends of the Library, which represent 150 families that provide additional funds in support of library programs. The Friends also assist the Board of Trustees and the Library Director to organize community events and programs.

The Library's importance is also reflected in the fact that it is heavily used by young families, adults, and elementary school-aged children. According to the 2002 Annual Report, the Library is used by over half the households in town at least once per month, which places it within the top ten of all libraries in Massachusetts towns of 2000 people or less in terms of circulation, patron visits, and attendance at events. Though some retirees use the library frequently, older and disabled seniors have difficulty negotiating the parking area and the stairs.

## **Library Issues**

### *Lack of Space*

The most important issue facing the library is lack of space. The Massachusetts Board of Library Commissioners recommends that a town library have approximately two square feet of space per resident, plus additional room for future growth. That floor space recommendation is for an average-use facility, and the Spear Library is much more heavily used. With a 2000 population (U.S. Census) of 1,810, Shutesbury should have a library with a minimum of 3,600 square feet. The present building has 900 square feet.

To truly serve the town, the library needs to have a children's room, a teen homework area, more public computers, and a public meeting room. There should be a space to sit and read quietly, and a reference section. It should also have a work/storage room, an office, closets, a vestibule, rest room, and be universally accessible. The collection expands at a rate of thirty to forty items each week. Given the library's current space limitations, for each item purchased, an old one must be removed.

### *Keep the Planning Process on Track*

Overall, 54 percent of the 2000 Master Plan Survey respondents reported that they felt it was either important or very important for the town to have a new expanded library. One of the main hurdles to expanding library services in town may simply be the need to keep the planning process on track to completion. The Library Building Committee, which began to meet in November 2001, selected a potential site for a new library: behind Town Hall. An engineering study had been developed earlier for the area. The Library Building Committee disbanded as their job was complete and the engineering study now needs to be updated. There needs to be continued efforts towards gaining consensus on when and how library construction should occur.

### *Collaboration of Multiple Boards and Committees*

Developing an expanded library would require the collaboration of many town boards and committees. One entity, possibly the Library Trustees could take a leadership role. However, to choose an architect, study the financial feasibility of funding a new library, and determine the kinds of facilities that should be in a new library (meeting space for committees, computers, copiers, audio-visual materials), will likely require open and fair discussion time for all interested parties.



## **Council on Aging**

The Shutesbury Council on Aging was established to assist the town in providing services to the senior citizens of Shutesbury. It is considered here since the dominant activities of the Council have typically focused on facilitating a weekly luncheon club providing companionship among seniors. The Council also participates in a yearly flu clinic with Leverett seniors. The luncheon program has been active over the past two years. However, many of the luncheon club participants appear to be Leverett residents. The Council's current level of activity appears to be less than it has been in years past.

## **Issues**

### *A More Active Council on Aging Could Benefit Shutesbury as a Whole*

One reason the Council on Aging may not be as active now, as it has been in the past, could be because the number of senior residents in town may be perceived as being too low to warrant a fully active Council on Aging. It might also have to do with the amount and variety of services offered. However, over the past decade the number of seniors in Shutesbury increased by 10 percent. In addition, the number of Shutesbury residents 45 to 64 years of age increased 179 percent between 1990 and 2000 (from 200 to 558), which may mean that over the next twenty years, a larger percentage of the population will be seniors. Do seniors stay or leave based on the services provided by the Council on Aging? Probably not, but were the town to support the Council to become more active in representing the interests of seniors in Shutesbury and in providing the services most needed, more seniors may be interested in being involved in community affairs and on volunteer boards and committees, which benefit themselves and all residents.

## **Recreational and Cultural Facilities and Services Recommendations**

- **The Recreation and Open Space Committee could form a Trails Subcommittee.** The work of the Trails Subcommittee could be to: 1) study the feasibility of developing a network of trails throughout town, share the report with others and use the process as a means of generating some consensus on the most controversial topics; 2) develop a protocol for choosing which trail uses would be best allowed on each town-owned property; 3) develop and maintain trails on town-owned lands; and 4) work with the ADA Committee to improve/create accessible trails.
- **Develop the Fire Station soccer field as the town's main sports field facility.** Due to the fact that the school sports field has significant issues (i.e. it is contained within the school well's interim wellhead protection area), the large field behind the Fire Station may be the best choice for investment. Outside of Lake Wyola and the network of trails in town, this field area could be the most actively used outdoor recreational facility in

town. It is the only town owned land with an existing, level field. The field and facilities could be improved to increase the quality and variety of recreational activities, which could occur on the site.

- **Promote afternoon and weekend use of the Shutesbury Elementary School Playground.** The Shutesbury Elementary School possesses the largest set of playground structures in town. Instead of constructing a new playground complex on town land, residents should be encouraged to use the school’s playground. The increase in use over time will help support much needed upgrades to equipment and access.
- **Build a new library.** The Library Trustees will request the Select Board to establish and appoint members to a Library Building Design Committee. The Building Design Committee would then be responsible for initiating and facilitating a successful planning process that would lead to a town-approved design and ultimately, construction of a new library.
- **Support the Council on Aging to survey seniors in town to determine which recreational and cultural services would be most desirable.** The Council on Aging could work together with the Recreation and Open Space Committee to develop and administer a survey targeted to seniors to determine which types of recreational and cultural services they would most likely participate in, were they to be offered in town.
- **Investigate potential alternative meeting spaces for seniors including the Elementary School and the Shutesbury Athletic Club.** The Council on Aging provides recreational and cultural services to seniors, which is a growing segment of the local population. Though the kitchen area of the town hall may be adequate for Tuesday luncheons, other sites may be more conducive to other types of fun and enriching events.

## **Highway Maintenance**

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The Town of Shutesbury provides residents with well-maintained roadways. When asked what residents would like to see happen over the next ten years, 59 percent of the community survey respondents felt it was important or very important to increase road maintenance. The 2000 Master Plan Goals and Objectives included the following high priority objectives:

- Encourage the adoption of best management practices in all Town departments, especially for the use of road sand and salt by the Highway Department.
- Identify the level of road maintenance sought by Shutesbury residents and ensure that any roadway upgrades balance safety considerations with neighboring rural character and town-wide network needs.
- Identify and address the long-term needs of the Highway Department including facilities and space.

Although these objectives are also addressed within the Transportation Chapter of the Shutesbury Master Plan, the following section describes the services and facilities of the Highway Department and its space and staffing needs.

The following information is based on a phone interview with the Superintendent, Timothy Hunting, in December of 2003 and on the 2002 Annual Report of the Town of Shutesbury.

The Shutesbury Highway Department provides general road and street maintenance year-round. The Department maintains all town roads, replaces culverts, does street sweeping, plows snow, applies sand and salt to icy roads, and performs tree trimming and brush removal as well.

The Highway Department carries out its duties using standard equipment and a small staff. The Department maintains trucks, tractors, and a variety of equipment used for specific purposes. The trucks include a 2000 Chevy 2500 four-wheel drive truck with a plow, a 1996 Ford F350 one-ton truck with a plow and a sander, a 1987 Mack six-wheel dump truck with a plow, a 1998 International six-wheel dump truck, and a 2003 Sterling ten-wheel dump truck. In general, the trucks are in good condition though ideally they would be replaced every twelve years. The Department however, has been able to stretch the life of some vehicles through refurbishment, depending on the condition and use of the vehicle.

The Department's 1983, 2150 John Deere tractor is still in relatively good condition, despite being twenty years old. Other equipment includes a 1995 Case 621B front-end loader, a 1987 Caterpillar grader, a 1990 JCB 1400B backhoe, and a new fork-mounted snow thrower. Equipment may get replaced only when repairs are so frequent that it becomes cost efficient to buy a new or used replacement. Mr. Hunting projects that the backhoe may need to be replaced within the next five years, and the tractor sometime between five and ten years.

The Highway Department currently has the use of a steel pre-fabricated garage, built around 1970, with three bays. The lot, upon which the garage is located, is on the northern side of Leverett Road and is approximately 2.3 acres in size. Mr. Hunting's office has been used as a storage room in the past, yet is reported to be currently adequate. In the winter, each of the three garage bays holds a dump truck with a plow. There is very little extra room within the bays while the trucks are inside. All other vehicles are stored outside, covered, but relatively vulnerable to changes in humidity and temperature. Much of the surface of the lot not taken up by buildings is used to store equipment, plows, and gravel.

A separate wooden shack in back has a metal roof and is unheated. In the last large bay of the shack, the Highway Department constructed a salt shed to hold an extra load of de-icing salt. The extra salt is needed to allow the Department the flexibility to match its salt-sand mixture with shifting winter weather conditions. The recently constructed salt shed out front is used to hold a load of salt-sand. The salt is trucked from a company in Chelsea, the sand from Warner Brothers in Sunderland. The salt is the limiting factor and explains why the Department purchases two loads at a time and why limited interior space is used to store salt.

The Highway Department has three full-time staff: the Superintendent and two other employees. Although the Superintendent might be hard pressed to keep another full-time employee busy through most of the year, the Department is interested in exploring how to hire seasonal summer help as well as ensuring access to enough adequately skilled snowplow drivers in the winter.

## **Highway Department Issues**

### *The Highway Department May Require an Expanded or New Facility in the Near Future*

According to the Superintendent, the Department is using the lot's full capacity in terms of interior and exterior space. The Superintendent has chosen to not order certain equipment because it would need to be stored outside. Some equipment such as plows can be stored outside but any equipment with an engine should be inside to ensure maximum use along its entire life. As equipment needs grow and as the population of the town increases, there will likely be an even greater need for more storage space.

### *Expansion on the Current Lot Appears to be Constrained*

The approximate space needs equal at a minimum 150 percent of the Department's current lot or 3.5 acres. Expanding the garage to the south towards Leverett Road is constrained by the front yard setback, which is seventy-five feet measured from the street line. According to the Superintendent, the lot may also be constrained to the north by wetland. In addition, the area to the west and east of the garage is currently used for storage, and the salt shed out front may already be within the twenty-five foot side yard setback.

### *Existing Equipment Needs*

The Highway Department is currently in need of three pieces of equipment: a flatbed trailer, a flail or rotary mower attachment for the tractor, and a brush chipper. Currently, the Department borrows a local contractor's trailer to move equipment when it is available. Tires on tractors, loaders, and backhoes tend to wear out sooner when used on paved surfaces. According to the Superintendent, the trailer would be a good investment. Likewise, the rotary mower attachment for the tractor would allow the Department to be able to do a much more effective job of clearing roadside brush. The Department would also like to buy a brush chipper instead of continuing to rent one from a local contractor

### *Staffing Needs*

According to the Superintendent, the Department has been interested in acquiring seasonal help in the summer and winter. In the winter months, Mr. Hunting tries to have at least four employees working during each storm event, which requires bringing in one extra person and possibly a second. The pool of skilled and available snowplow drivers is lacking. The Highway Department might consider discussing the administrative process employed by the Town of Leverett to hire summer highway laborers.

## Highway Department Recommendation

- **The community should develop a plan to address the Highway Department’s space needs with the assistance of a Select Board-appointed Ad hoc Committee.** Like the Police and Fire Departments, the Highway Department may want to address issues with the assistance of the Select Board because their resolution may involve town funds to purchase additional land and to construct an expanded facility.

## Potential Community Facilities and Services Expansion

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The Town of Shutesbury is a small rural town that has seen its population nearly quadruple in the past three decades. Since 1970 the town’s population has grown 270 percent from 489 to 1,810 in 2000. The town is in the process of upgrading the Town Hall by making it accessible based on the Americans with Disabilities Act. The Conway School of Landscape Design’s Town Center Plan proposes that a new and expanded library be built adjoining the back of the Town Hall. Although expansion of existing facilities may not be immediately critical, the town needs to consider how to most effectively plan for expansion in the future given projected population growth. Expansion of facilities can require additional land, capital, and the political will of residents to support change. Changes in the way a community’s institutions develop can happen more smoothly over time with ample public discourse. The Master Plan can assist the town by providing a framework for public discussion.

In this section, potential future community facilities expansion is presented in discussions of three main topics: potential for community wastewater treatment, potential for community drinking water supplies, and the need for additional town owned land to support expansion of facilities and services. The Master Plan Goals and Objectives include two *high priority* objectives developed from the Community Survey results that deal directly with the issues of expanding community facilities and services:

- Pursue state financial assistance to identify potential future ground water supplies and Zone II recharge areas (the land surrounding a groundwater supply, which represents the biggest area that contributes water during an extended dry period without precipitation), as well as technical assistance to develop resource protection strategies.
- Determine the feasibility of acquiring more Town-owned land for the purpose of expanding existing community facilities like [the Highway Department garage], the school, library, Town Hall and police and fire buildings and for the development of potential future needs such as sports fields, wastewater treatment and drinking water filtration plants.

## **Potential Community Wastewater Treatment**

At present, all homes and institutions in Shutesbury use on-site septic systems to treat their wastewater. According to William Elliott, current chair of the Shutesbury Board of Health, there are two areas in town that could be considered for community wastewater treatment in the foreseeable future: Lake Wyola and the town center. Community wastewater treatment is presently being considered by the Lake Wyola Advisory Committee (LWAC, a town committee created by the Select Board), and has been endorsed in principle by the Lake Wyola Association (the homeowners' association). LWAC has created a subcommittee to investigate potential wastewater solutions for the area. It should be noted, however, that the interest in community wastewater treatment for this area is strictly proactive; it is not a response to any existing septic system contamination, of which there is thus far not the slightest evidence. See the sections in Chapter 1 regarding Lake Wyola.

Community wastewater treatment facilities typically involve systems that collect, treat, and dispose of wastewater from a number of residential, commercial, institutional, or industrial generators. There are many different types of systems that vary in size, treatment process, and disposal methods based on a number of factors including the volume of wastewater treated per day, design capacity of the facility, the amount of land available, and the location of the facility relative to surface waters and drinking water wells.

The building of a community wastewater facility, which releases the constraints of Title 5 with respect to the separation between wells and septic systems, frequently prompts a reconsideration of zoning in the affected area. It is theoretically possible, then, that the town could choose to permit increased residential density in the lake area. In practice, however, this is unlikely, given a number of constraints: the tiny size of the lots, many of which are a mere 40 feet by 100 feet; the environmental sensitivity of the area; and the stated preference in the master plan survey to preserve Shutesbury's rural character.

Another location that might be considered for a community wastewater treatment facility in the future might be the Town Center, which is an area of town depicted in the Context section on Sheet 3 of the Conway School of Landscape Design's (CSLD) Town Center Plan developed by graduate students in 2002. The area shown includes the lots north and south of the Leverett/Cooleyville Road west of the M.N. Spear Memorial Library to the Highway Department lot.

Currently, the Town Center represents the highest concentration spatially of community infrastructure in Shutesbury and includes the Post Office, Library, Town Offices, and Police Department. If a new expanded library gets built in back of the Town Hall, as is proposed in the Town Center Plan, and the existing Spear Library building becomes re-used as meeting space for example, this area could strengthen the town's cultural and social hub. The new library may be a good destination for a local trail system. Quabbin Watershed lands now managed by the Division of Watershed Management abut the newly acquired town lands south of the Town Hall. There may be a potential for trails through the Quabbin Watershed Lands to the south and east.

Community infrastructure expansion in the vicinity of the Town Center could also be supported by a community wastewater treatment facility. Future improvements to the Highway Department and the Fire Station facilities might also result in even more concentration of institutional uses if they were built together on the new town land for example or on adjoining lots were they to become available for these purposes. Combining services in one larger structure may be less expensive.

### **Potential Community Drinking Water Supplies**

If the town can acquire land to protect its aquifers, it should do so whether it expects to develop a community water supply or not, according to the Chair of Shutesbury's Board of Health, William Elliot. As is discussed in the Natural Resources and Open Space Chapter, the town has low-to-medium yield aquifers around Lake Wyola and Ames Pond, Dudleyville marsh, the West Branch of the Swift River, Roaring Brook, and Dean Brook. The town may consider protecting these aquifers through land protection and zoning. One way to ensure future access to existing aquifers is by protecting the lands that could contain wellhead protection areas in advance of development.

The Franklin County Regional Water Supply Study (2003) developed by the Franklin Regional Council of Governments identified areas of land atop estimated aquifers without constraints for wellhead protection areas. The study based its analysis on a model developed by the U.S. Geological Survey in cooperation with the Cape Cod Commission in the mid-1990s, which is summarized in "Water-Resources Investigation Report 94-4156, Identification of Potential Public Water-Supply Areas of the Cape Cod Aquifer, Massachusetts, using a Geographic Information System."

Identifying the best location for a new community well site is dependent on two main types of requirements. The first type has to do with the capacity of the water source, the aquifer, to provide clean water of a volume and flow required for a community water supplier. The second set of requirements concerns allowable land use within the Zone I wellhead protection area, which is an area of land with a radius of between 100 and 400 feet from the potential well site. Any well that pumps at least seventy gallons per minute (100,800 gallons per day) must have a Zone I radius of 400 feet. DEP requires that towns own the land within the Zone I of all new sources. The land within the Zone I cannot be used for any other purpose than for water supplies.

In addition, some land uses including brownfield sites that involve contamination of the groundwater or soil would restrict the location of a future well. In that case, a new source could not be located within one-half mile of a brownfield site. The half-mile distance is consistent with the radius of the interim wellhead protection area, which is required for public water supplies that do not have their Zone II recharge areas delineated.

Wells developed for community water supplies must be of significant volume to balance the cost of exploration and establishment. DEP personnel have estimated that new community water supply wells can cost several million dollars to bring on-line. Without research by

hydrogeologists, the location and quantity of water available from different aquifers in the region may be known only through drilling tests.

The USGS/Cape Cod model used GIS to determine the locations of potential Zone I wellhead protection areas that towns could acquire for future water supply source development. The model developed a set of land use-based constraints and other factors that were excluded from Zone I areas by state law: restricted use lands, wetland zones, developed land uses, and the potential saltwater intrusion zone. The Franklin County Study adapted this model to the region by excluding a saltwater intrusion zone and by making other modifications to the selected criteria list:

The restricted use category comprises all protected open space, including lands under the jurisdiction of the Conservation Commission (such as the South Brook Conservation Area), but not including town-owned open space. The permanently protected open space coverage was then buffered by 400 feet to reflect the requirement that only land uses and activities directly related to water supply are allowed in the Zone I.

Both the USGS/Cape Cod model and the Water Supply Study buffered all surface waters and wetlands by 100 feet consistent with the regulations imposed by the Massachusetts Wetlands Protection Act, which restricts activities in all wetlands and within a 100 foot buffer zone that extends horizontally from any wetland.

Both the USGS/Cape Cod Model and the Water Supply Study buffered the following MassGIS land use coverages by 400 feet:

- Power lines (this was created as a coverage separate from the open land MassGIS coverage);
- Cropland, golf, pasture, spectator recreation, urban open, woody perennial (orchards and nurseries);
- Residential, commercial, and industrial land uses;
- Mining, waste disposal, and all transportation uses including all roads and railroads.

The groundwater contamination zones criteria including Chapter 21 E hazardous waste sites, underground storage tanks, solid waste disposal sites, and landfills were buffered by 2,640 feet (1/2 mile).

The fold-out GIS map, Identification of Potential Water Supply Areas for Franklin County: A Composite of Constraints to Potential Zone I Wellhead Protection Areas, shows all the constraints to Zone I areas aggregated in red (*see Identification of Potential Water Supply Areas for Franklin County: A Composite of Constraints to Potential Zone I Wellhead Protection Areas map at end of this chapter*). There are no limitations on the siting of new wells where white shows through on the maps. The white areas of the map hatched in light blue (low-medium yield aquifer) or dark blue (high yield aquifer) represent unconstrained lands, which could potentially provide access to underground water supplies. Of all the land within Franklin County, these areas could potentially be the best locations for developing future community public water supplies. The Community Facilities and Services Map identifies potential future community



water supply protection areas in four of the five aquifer zones mentioned earlier (Lake Wyola, Dudleyville marsh, Roaring Brook, and Dean Brook).

### **Need for Additional Town Land to Support Community Facilities Expansion**

Although the Master Plan Goals and Objectives list as a high priority the task “to determine the feasibility of acquiring more town-owned land for the purposes of expanding existing community facilities...” this may not be as critical as the need to estimate future land needs of existing facilities. The town was recently successful in acquiring nearly ten acres of land abutting the Town Hall. The acquisition was the result of a letter sent out by the Select Board to landowners, town-wide stating that the town was interested in purchasing land for community needs.

The purpose of this section of the Master Plan is to introduce a preliminary assessment of existing town-owned unprotected and undeveloped land and to initiate a discussion of the potential future land needs of municipal services: Library, Police Department, Fire Department, Elementary School, Highway Department, Recreation, Community Wastewater Treatment and Community Drinking Water Supplies. The information presented in this section comes mainly from Shutesbury Assessor’s maps and lists, an inventory completed by resident Janice Stone in support of the Recreation and Open Space Committee, interviews with town officials, and field visits to a select set (33 of the 37 acres) of these parcels by Franklin Regional Council of Governments Planning Department staff.

#### *Potential Land Needs for Expansion of Community Facilities*

##### Library

According to the Conway School of Landscape Design’s (CSLD) Town Center Plan, the best location for a new library would be adjacent to, and in back of, the existing Town Hall. Based on the CSLD’s drawings, the footprint of the proposed library and the joint parking area would use less than an acre of land behind the Town Hall.

##### Police Department

If a feasibility study documents the need for additional space within a Police Station where Department officers could bring in, question, and process witnesses and prisoners, would it make more sense for the department to develop additional space within the Town Hall, or construct a new police department building? It may make sense to study whether the Police Department’s potential space needs could be served by developing a combined police and fire safety complex.

##### Fire Station

The Fire Department has no short-term space needs. In the long-term, a brush truck, trailer and new tanker could require additional garage bays. As the town’s population grows, there could be a need for more than one full-time staff person. The town might consider the feasibility of developing a shared police and fire safety facility, which would save the town from unnecessary costs and aid in inter-departmental communication.

### Shutesbury Elementary School

According to Tari N. Thomas, Principal, there are no short-term space needs at the Elementary School. The school's enrollment dropped from 203 to 152 students, not including pre-school children between fiscal year 2002 and 2004. This is a trend shared by many communities in the region. However, over the past decade school enrollment in Shutesbury has increased from 166 students in 1990 to 204 in the year 2000. Due to the expected trend of a slow decline in elementary age children in Shutesbury, it is not expected that a new school will be needed in the next 10 years.

To plan for the long-term expansion needs of the Elementary School beyond the next decade, town officials need to determine whether the school can use land abutting its existing footprint. One issue that relates to this is the potential need for a cafeteria. The Shutesbury Elementary School's renovation was completed just before the requirement for a separate cafeteria was instituted.

Another issue that impacts the town's capacity to expand the elementary school facilities relates to the fact that almost the entire school property lies within its drinking water supply's interim wellhead protection area (IWPA). The school has two public water supplies, one of which is its emergency supply. The emergency well, which was the school's original well, is located nearest to the school building. Even though the emergency well is no longer used, it is part of the school's public drinking water supply system. The land within the Zone I's of the school's emergency well and active well cannot be used for purposes other than passive recreation.

The town may be able to increase the capacity of the school by restricting new construction to the existing footprint. However, if increased enrollment resulted in on-site septic system effluent exceeding 2,000 gallons per day, the school would need to institute nitrate reduction because the well's IWPA is nitrate sensitive. In the future, if the town is interested in expanding the school footprint, the town should speak with DEP staff to determine the best approach.

### Highway Department

The Department is already using 100 percent of its available interior and exterior space on a lot that is too small to expand upon due to zoning and wetlands. Ideally, if an adjoining one-acre lot could be acquired, the existing buildings could continue to be used for equipment storage. The alternative would be to locate another lot on level ground near the center of town that is at least three and a half acres in size.

### Recreation

The town contains several sports fields of varying conditions: Fire Station, Elementary School, and to a much lesser degree, in back of the Town Hall. The Elementary School field, while adequate for some sports would require renovations that are constrained by the field's proximity to the school's water supply. The Fire Station field appears to be the best choice for investment as a sports field complex. Although the town may not have a critical need for additional land for recreational use, it could receive more land in advance of a specific need. Later when residents express a strong desire for a particular facility like tennis courts, the Recreation and Open Space Committee would be in a better position to succeed in developing the new facility in a cost effective manner.

Future Community Wastewater Treatment Facilities

The exact amount of land that would be needed for a wastewater treatment facility around Lake Wyola has not been investigated by the LWAC as of yet. Assuming that the treatment method involves subsurface discharge of treated effluent, land would be needed to process the wastewater. It would be useful to know the ideal site characteristics for such a facility so that town officials can be prepared to take advantage of opportunities to acquire land fit for that purpose.

Future Community Drinking Water Supplies

The aquifers underlying forested areas around Lake Wyola, Dudleyville marsh, Roaring Brook, and Dean Brook may be the most promising areas in town for future community drinking water supplies (*see the Community Facilities and Services Map*). To ensure these groundwater resources are conserved for the future, the town could develop an aquifer protection zoning overlay district. The boundaries of each overlay district could coincide with the estimated aquifer and its likely recharge area. The overlay district could be designed to lessen the impact of future development by increasing the minimum lot size, by restricting the amount of impervious surfaces created and the types of land uses allowed, and by limiting the amount of vegetation removed, etc. The town could prioritize for acquisition those forests that are found within the potential wellhead protection areas in advance of the need for a community water supply. The town could also hire a hydrogeologist graduate student or a professional hydrogeologist to measure the safe yields of existing aquifers in town, which could help determine which aquifers would best support a future community water supply.

*Selected Undeveloped and Unprotected Town Owned Land*

Currently the Town of Shutesbury owns approximately 37 acres of undeveloped and unprotected land (*see Open Space Map and the Community Facilities and Services Map*). Of these, 32 acres are in parcels that may have a potential for a use other than open space. Lands under water and the Town Pound, for example, are not included in the assessment below. Table 4-3 describes the location of each parcel and the Assessors Map, Lot, and acreage. Many of these parcels are less than a tenth of an acre in size and surround Lake Wyola (12 of the 19 lots). They are described in more detail following the table.

**Table 4-3: Selected Undeveloped and Unprotected Town-Owned Open Space**

<b>Map Letter</b>	<b>Location of Town Land</b>	<b>Assessors' Map #</b>	<b>Assessors' Lot #</b>	<b>Assessors' Acreage</b>
A	<i>Lake Drive rectangular lot</i>	B	10	0.1
B	<i>Oak Knoll rectangular lot</i>	B	22	0.1
C	<i>Great Pines Drive rectangular lot</i>	B	27	0.1
D	<i>Lock's Pond Road rectangular lot</i>	B	153	0.1
E	<i>Great Pines Drive rectangular lot</i>	B	167	0.1
F	<i>Great Pines Drive rectangular lot</i>	B	169	0.1
G	<i>Watson's Straits triangular lot</i>	B	524	0.1
H	<i>Lake Shore Drive rectangular lot</i>	B	661	0.1
I	<i>Lakeview Road rectangular lots</i>	B	709,710	0.2
J	<i>Wendell Road Lot</i>	M	30	8
K	<i>Town Soccer Field Behind Fire Station</i>	O	37, 38	3

Map Letter	Location of Town Land	Assessors' Map #	Assessors' Lot #	Assessors' Acreage
L	McNeil Land behind Town Hall	O	43, 48	9
M	Town field behind Town Hall	O	47	3
N	Elementary School Playing Fields and Woods	T	78	8
	<b>Selected Shutesbury Undeveloped Unprotected Land</b>			<b>32.0</b>

Source: Town of Shutesbury Assessors Records; 2002.

The future uses of these lots may depend in part on whether Lake Wyola neighborhoods are served by a community wastewater treatment facility in the future. In the mean time, their potential uses could be as undeveloped open space, developed park space, or they could be sold to abutters to generate revenue for the town. If a wastewater treatment facility is supported and initiated, the town may choose to hold onto the parcels around the Lake to capture any increase in value associated with a lot's new development potential.

**A, B and C: Parcels B-10, B-22 and B-27**

The picture on the right is the view looking eastward toward parcel B-27 (4,000 sq. ft.), which is located at the intersection of Great Pines Drive and Oak Knoll. Oak Knoll appears to be a paper road. Abutting lot B-27 is lot B-10 (5,000 sq. ft.) with frontage on Lake Drive. Both parcels slope gently east towards the lake. Lot B-27 act as a catch basin for silt and sand that erodes from Great Pines Drive, a gravel road. Lot B-22 (B), located off Oak Knoll, could not be identified.



**D: Parcel B-153**

Parcel B-153 is located off Lock's Pond Road immediately south of a residence and approximately 150 feet north of the entrance to Randall Road. The lot is approximately 5,600 sq. ft., wooded and level. The picture on the right is a view from Lock's Pond Road looking east at the parcel.



**E: Parcel B-167**

Parcel B-167 is located on the north side of Great Pines Drive abutting a house lot to the east, partially shown in the picture to the right. The 4,510-sq. ft. lot is mostly level, wooded and appears to be used to store brick, wood, etc.



### **F: Parcel B-169**

Parcel B-169 is also located on the north side of Great Pines Drive and on the west side of King Road. It currently serves as the back yard of a house with frontage on Lock's Pond Road. It is a level wooded lot also 4,510 sq. ft. in size. There is evidence of tree cutting but the bucked logs are neatly stacked.



### **G: Watson's Straits Road Parcel B-524**

Parcel B-524 is a triangular shaped lot with frontage on Watson's Straits Road (no photo), which appears to be abandoned. The lot is wooded and level and within 150 feet of a residence off of Wendell Rd.

### **H: Parcel B-661**

Parcel B-661 has frontage on Merrill Drive as well as on an unnamed gravel road that connects Merrill to Lakeview Road. The parcel is about 4,000 sq. ft. in size and with a parcel of the same size to the north, looks to be used as an informal dump for lawn cuttings and woody debris. Most of the parcel is wetland.



### **I: Parcels B-709 and B-710**



Parcels B-709 and B-710 abut and are located south of Lakeview Road. The lots have residences to the northeast and west. The two town-owned parcels are level and mostly lawn with a wooded portion next to the road. The picture on the left is of a view looking west at the two parcels from the south side of Lakeview Road. Together the lots equal 8,000 sq. ft. according to the Assessor's maps.

### **J: Wendell Road Lot Parcel M-30**

All but one of the parcels not located around Lake Wyola are used for recreational purposes and are already described in this chapter. The exception is Parcel M-30, an eight-acre lot. According to the Assessor's map, the wooded parcel with an eastern aspect is less than 500 feet from Wendell Road and is located behind recently built two-family homes. The lot also abuts protected open space owned by the MDC. It is important to note that 1) there is a legal challenge to the ownership of this parcel by an abutter and 2) there is no direct access to the parcel.

### **K: Town Soccer Field Behind Fire Station Parcels O-37 and O-38**

Together these two parcels represent the largest town-owned open land that can be managed for active recreational use.

### **L and M: Land Behind Town Hall and McNeil Parcels O-43, O-47 and O-48**

The land immediately behind the Town Hall may be used in part for the new library's leach field. The McNeil lands, further south, and abutting Quabbin Watershed lands, appear to be within an area designated as a BioMap Core Habitat by the Natural Heritage and Endangered Species Program.

### **N: Elementary School Playing Fields and Woods Parcel T-78**

The DEP will not allow the school's playing field to be renovated because it is located within the interim wellhead protection area of the school's public water supply well. The future uses of the field and adjoining woods appear to be limited to passive recreation unless the town is willing to develop a new groundwater source in a different location.

**Community Facilities and Services Expansion Recommendations** (The first four recommendations are forwarded from previous sub-sections)

- **The community should develop a feasibility study that includes a comparison of needs versus services, which could also focus on determining appropriate solutions for any Police Department space and staffing issues.**
- **Develop the Fire Station soccer field as the town's main sports field facility.**
- **Build a new library.**
- **The community should develop a plan to address the Highway Department's space needs with the assistance of a Select Board-appointed Ad hoc Committee.**
- **Support the Lake Wyola Advisory Committee (LWAC) in its investigation of potential wastewater solutions for the Lake Wyola area.** The Select Board should continue to support the LWAC to determine which public wastewater treatment designs would be most appropriate for use within the Lake Wyola sub-watershed.
- **Actively maintain and manage the town-owned parcels in and around Lake Wyola in their current undeveloped states.** These town-owned lands can continue to act as a buffer to existing homes and may be useful in support of potential future public wastewater treatment needs in the area.
- **The Recreation and Open Space Committee may want to consider potential future water supply areas as a criterion for open space protection.** The Community Facilities and Services Map highlights areas of privately owned, unprotected forestland

located above estimated aquifers of low to medium yields. These potential future water supplies are among the few locations throughout the town that could be potentially developed for community drinking water supplies.

- **The Select Board should survey the existing and potential future space needs of all existing boards, committees, departments and commissions.** The Shutesbury Select Board could request all town boards and committees to submit current and potential future space needs to inform decisions concerning future community building expansion (e.g. the new library).
- **The community could explore the potential for the Shutesbury Elementary School to have an expanded role in support of town activities and functions.** Beyond potential future space needs, the Shutesbury Master Planning process identified interest among residents for further dialogue on the role of the Elementary School in the community today, and the possible ways in which the school could be a resource for all residents in the future.

