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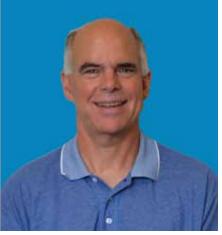
# Valley Vision 4: Land Use Plan

### Growing smarter to reduce sprawl. Revitalizing our community centers.

The purpose of Valley Vision 4, the Land Use Plan Update for the Pioneer Valley, is to create a more sustainable Pioneer Valley region by managing growth and development to reduce sprawl, support and strengthen our urban and town centers, reduce vehicle miles traveled and the resulting air emissions, promote availability of affordable housing for all; reduce water pollution; and protect farmland, open space and natural resources.

"My community is sustainable when residents support local businesses, preserve farms and forests, and contribute their time and expertise to community projects."

Doug Albertson Belchertown MA



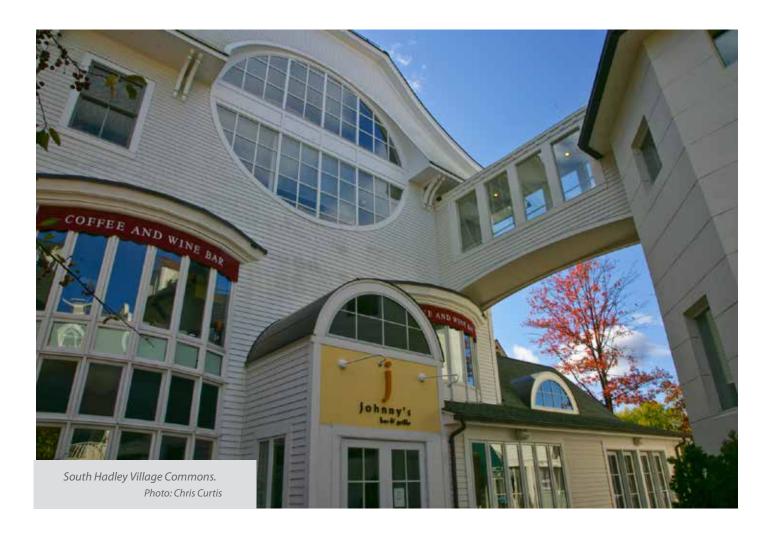
Note: This is the executive summary of our plan. To obtain or view a copy of the full plan, visit pvpc.org.

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### **OUR GOALS**

This plan is an update to Valley Vision, the Regional Land Use Plan for the Pioneer Valley. Valley Vision is a smart growth plan, in that it is designed to promote compact, mixed use growth in and around existing urban and town centers while promoting protection of open space and natural resources. The goals of the plan include:

- Update and expand the strategies in Valley Vision for managing the region's growth and development to include innovative new approaches such as transitoriented development;
- Promote integration and consistency between the region's land use and transportation plans;
- Identify specific actions that will advance equity and address environmental justice;
- Compare the recommendations of Valley Vision with land use plan strategies of the neighboring Capital Regional Council of Governments to promote bi-state consistency.



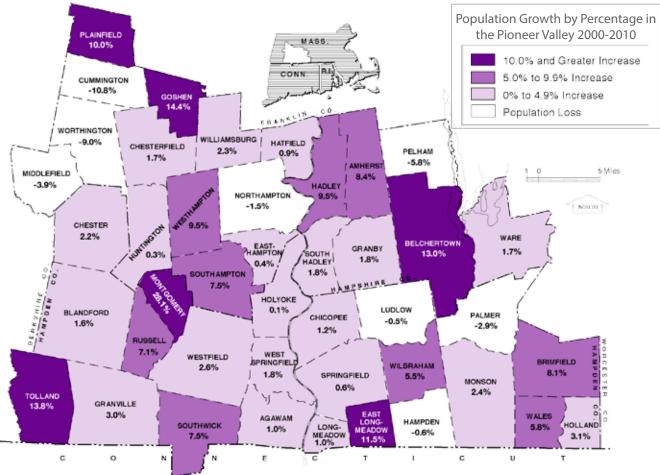


### Our region is experiencing sprawl without population growth

The Pioneer Valley region continues to experience a development trend that is relatively unique: suburban sprawl without population growth. This has several adverse impacts, which are summarized below.

Sprawl Impacts in the Pioneer Valley

- Loss of farmland and natural resources.
- Increased vehicle miles traveled and traffic.
- Increased greenhouse gas emissions and other air pollution from motorized vehicles.
- Increased impervious surfaces and stormwater runoff.
- Loss of community character.



Suburban and rural communities in the Pioneer Valley region have experienced the greatest percentage of growth over the past decade, urban core communities have not grown.

Prepared by the Pioneer Willey Planning Commission, July 2011

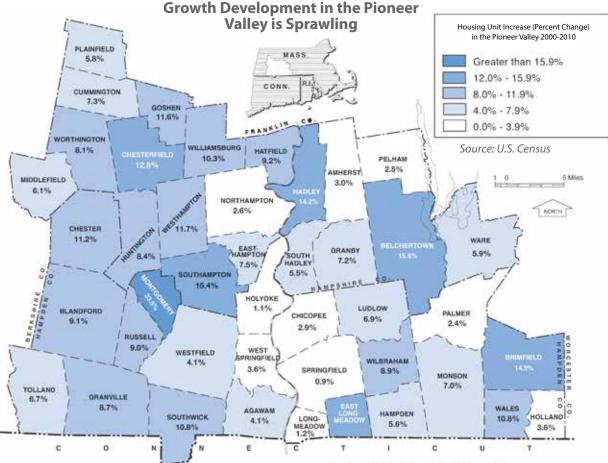
### The Pioneer Valley's Population is Stable

### Sprawl impacts suburban communities

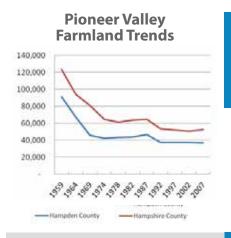
Between 2000 and 2010, the population of the Pioneer Valley region grew by only about 2.2%, similar to the 1% growth rate during the prior decade. Meanwhile, the region's housing growth was 4.2% - with the highest percent growth focused in suburban communities like Belchertown, East Longmeadow and Hadley.

The overall regional migration pattern is a shift from city to suburb, offset by influx of new foreign immigrants to urban core. The region's three largest cities, Springfield, Chicopee, and Holyoke, experienced a combined overall population increase of 1,665 residents or 0.7%. In contrast, the suburban/rural town of Belchertown grew by 1,681 residents, or 13%. Other outlying communities that experienced significant growth are Montgomery at 28%, Goshen at 14%, Tolland at 13%, East Longmeadow at 11%, Plainfield at 10%, both Hadley and Westhampton at 9%, and Amherst at 8%. Amherst, with a total increase of nearly 3,000 residents, had the largest population increase in the region.

Belchertown and East Longmeadow had the highest growth in housing units, adding a combined 1,532 units, or 15% of the entire region's new housing units from 2000 to 2010. The greatest percentage increases in housing growth in the region have occurred in suburban and rural communities.



Prepared by the Pioneer Valley Planning Commission, July 2011.



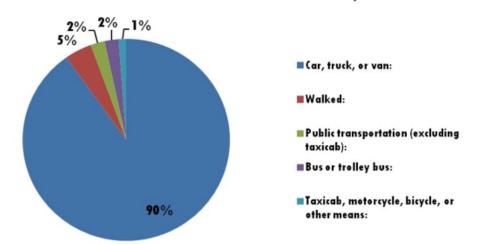
The region's farmland acreage has stabilized over the past decade, after several decades of steep declines.

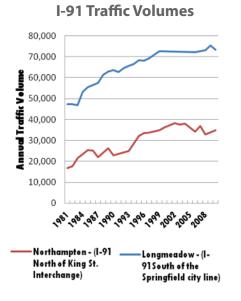
### Farmland is stabilizing.

One encouraging trend is that after several decades of substantial loses of farmland where the Pioneer Valley region lost over half of its farm acreage, farmland has now stabilized past decade. Hampden County has held steady between 36 and 37, 000 acres of farmland, while Hampshire County has held steady at around 52,000 acres.

# Sprawl increases traffic volumes and driving distances.

**Travel Mode to Work in the Pioneer Valley** 





Traffic volumes have doubled on I-91 at Northampton since 1981.

An overwhelming majority of the region's residents (90%) travel to work by car or truck.

We are still very auto-oriented in the Pioneer Valley region. Ninety percent of region's commuters drive to work. In another indicator of increased driving, the number of registered vehicles per person has steadily increased, with the largest increases in rural areas.

So it's not surprising to see that traffic volumes on Interstate 91 are up over 50% measured at Longmeadow & Northampton, over the past 30 years. We have seen similar increases shown on more rural highways like Route 112 in Huntington. Overall, we continue to drive more & further - and this in turn has impacts on air quality & climate change

## We are integrating land use and transportation planning.

A key goal of Valley Vision 4 is to identify themes and policies that are shared with the region's principal comprehensive transportation planning document, the 2012 Regional Transportation Plan. In summary, the two plans display a relatively high degree of consistency and share many policy goals. Notable among these are support for transit oriented development, a bike and pedestrian network, environmental protection measures, mitigating stormwater runoff impacts; and focusing growth in areas with adequate infrastructure to support it.

#### **Shared Goals of Regional Land Use and Transportation Plans**

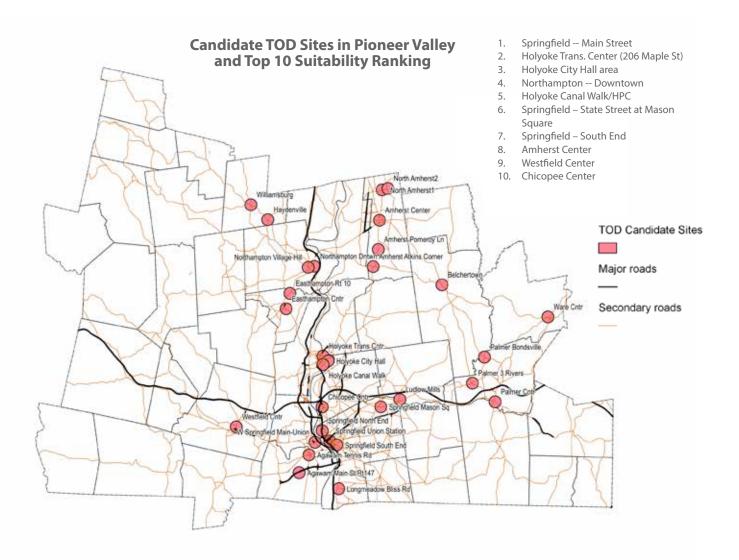
- Promote transit oriented development
- Support zoning to encourage mixed use development
- Develop a bicycle and pedestrian network
- Promote smart growth in and around existing centers
- Manage stormwater runoff from roadways using Best Management Practices
- Promote creation of green streets
- Advance equity in land use and transportation planning
- Maximize energy efficiency and renewable energy opportunities

### Planning is needed for Transit Oriented Development (TOD).

Planning for development around transit stations in the region is essential as the Knowledge Corridor region (which consists of the Pioneer Valley and the greater metro area of Hartford, Connecticut) will see \$1.53 billion in new transit investment during the coming decade for several projects, including the redevelopment of Springfield's Union Station, the New Haven-Hartford-Springfield (NHHS) commuter rail project (scheduled to begin service in 2016); the Vermonter realignment project between Springfield and Vermont with restored stations in Holyoke and Northampton (expected 2013); and the CTfastrak bus rapid transit service between New Britain and Hartford (scheduled to open in 2014). These significant transportation investments offer a rare opportunity for Knowledge Corridor communities to leverage other regional assets to support development and economic growth around transit facilities



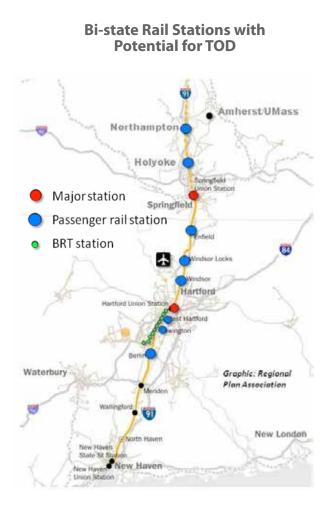
Downtown Northampton integrates multiple transportation modes: rail, transit, bikeways, enhanced sidewalks, and streets. Photo: Chris Curtis



### Suitability analysis identifies TOD sites.

PVPC has identified a series of potential sites for Transit Oriented Development (TOD) demonstration projects. An alternatives analysis of 30 candidate regional sites that have the potential to support TOD sites has been performed to identify the TOD merits of each location.

Holyoke has been chosen for a more detailed analysis geared towards the implementation of TOD in the future. A series of recommendations will be developed based on the results of the analysis to assist in fostering economic development, and advance projects that address congestion and pedestrian needs.



### TOD market analysis targets investments.

The Knowledge Corridor Regional TOD Real Estate Market Analysis assessed the level and type of development that may be supported near the 10 new or improved passenger rail stations and 11 CTfastrak bus rapid transit stations in the Knowledge Corridor.

The TOD market analysis identified the types of TOD investments that are likely to attract and retain homeowners, renters and commercial property owners within walking distance of these stations. For each station type, the analysis proposes strategies that can be initiated at the state, regional and local levels to support desired development. Key strategies include the active engagement of major educational and medical anchor institutions in TOD planning, the creation of TOD zoning districts, streetscape inventories and bike/pedestrian enhancements, and land banking.

### Bi-state land use plans are compatible.

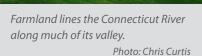
A comparison was undertaken of the goals and strategies of PVPC's Valley Vision land use plan with the similar plan for the Hartford, Connecticut region, the Capitol Region Council of Governments plan, Achieving the Balance: A Guide to the Region's Future. This analysis showed a strong compatibility with shared goals and strategies in the two plans. PVPC and CRCOG are working closely together to address issues of bi-state concern as part of the Sustainable Knowledge Corridor project. This project recognizes that the Knowledge Corridor transcends state boundaries, that the Pioneer Valley region and the Capitol region are inherently and strongly linked, and that the economic and land use futures of the linked regions will benefit from collaborative planning.

### Shared Goals and Strategies of Pioneer Valley Region and Capitol **Region (CRCOG) Land Use Plans**

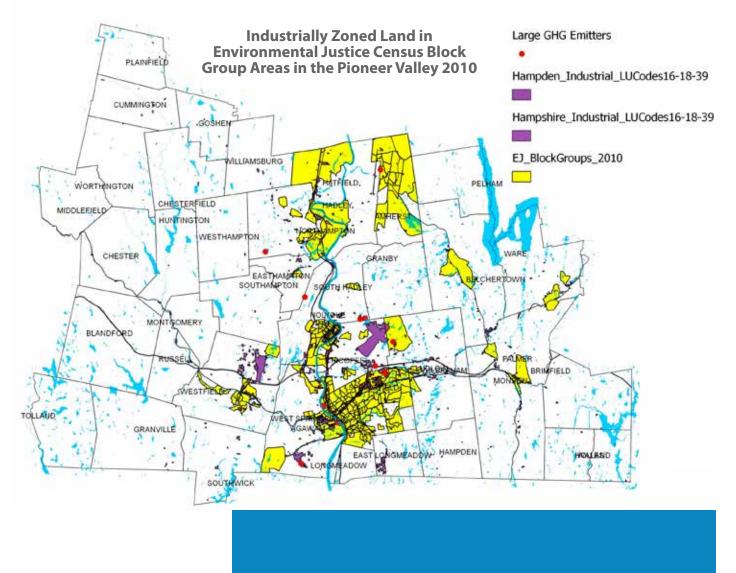
- Guide growth to compact centers
- Encourage preservation of farmland and open space •
- Protect, restore and enhance key environmental assets
- Support zoning to encourage mixed use and infill development •
- Control commercial strip development •
- Develop an intermodal bicycle and pedestrian network and amenities
- Encourage cluster development of subdivisions
- Identify, remediate and redevelop Brownfields sites .

### Advances are needed in equity and environmental justice.

The Springfield Metropolitan Area is identified as #1 in the country for Hispanic-White segregation, and #22 for Black-White segregation, according to The University of Michigan report New Racial Segregation Measures for Large Metropolitan Areas: Analysis of the 1990-2010 Decennial Censuses. Appropriate land use planning is critical in the development of equitable communities. Environmental justice has come to be closely associated with equity, especially in planning processes. Environmental justice (EJ) areas are concentrations of poverty and minorities. The urban core communities of Holyoke (27%) Springfield (21.8%) have the largest proportion of families below the federal poverty thresholds, followed by exurban and rural communities of Hatfield (16.6%), Cummington and Ware (both 12.8%). The University of Michigan report New Racial Segregation Measures for Large Metropolitan Areas: Analysis of the 1990-2010 Decennial Censuses.





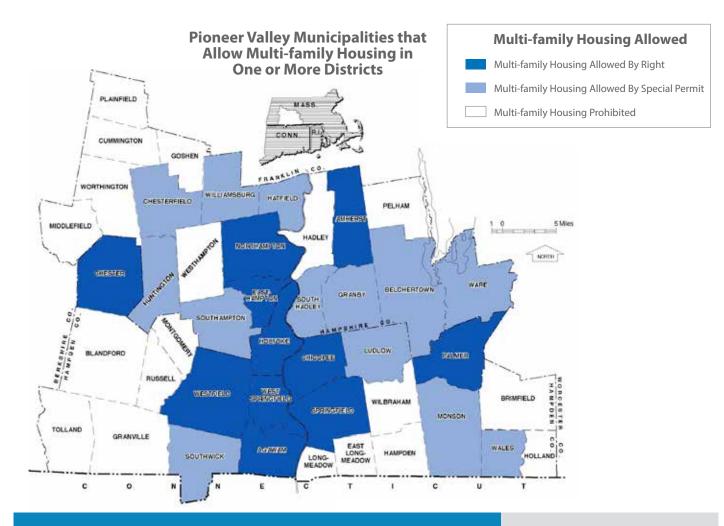


### Industrial areas impact environmental justice.

Land use planning decisions about industrial land use are critical to environmental justice analysis because industrial areas generally impose a significant environmental burden in terms of pollution impacts and risks. These include adverse air quality leading to higher asthma rates; increased traffic congestion leading to more accidents and poorer air quality; and emissions and releases of toxic materials into the air, soil and water, which may increase rates of cancers and other diseases. Minorities and individuals with a relatively low socioeconomic status suffer from higher rates of illnesses linked to air pollution exposure, as these groups tend to live closer proximity to air pollution emitters.

Analysis of industrial land uses and environmental justice neighborhoods found that 6.4% of environmental justice census block groups contain land that is classified industrial versus 1.8% for the region as a whole.

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### Zoning restricts fair housing opportunities.

Fair housing opportunities are another key environmental justice issue in the Pioneer Valley. The majority of communities in the region restrict multi-family housing, which is typically the most affordable housing choice for low-income people. In the region, 13 communities allow multifamily housing by-right or through a limited site-plan review process in one or more zoning districts, while 11 allow multifamily housing by special permit in one or more zoning districts in the community. Nineteen communities prohibit multifamily housing. (See Housing Plan for more information). Multi-family family housing typically refers to the provision of three or more dwelling units in one building.

The most affordable market-based housing tends to be multi-family housing such as rental apartments and condominiums, while single family homes tend to be less affordable.

#### Note:

This analysis does not highlight communities with exclusive multi family zoning districts because these districts are essentially built out and would not be able to accommodate additional multifamily housing developments.

### Maps identify Priority Protection and **Development Areas.**

Valley Vision 4 includes maps of key priority areas for regional smart growth, including:

- **Priority Development Areas**
- **Priority Protection Areas**

The maps are intended to help communities to better guide regional growth and development, to encourage compact forms of mixed use growth in and around existing town and city centers, to protect environmentally sensitive areas and natural assets, and to encourage development of renewable energy sources.

These maps were created using a process of GIS data layer overlap analysis, which employed over 23 separate data layers to evaluate natural constraints to development, availability of public infrastructure, existing local zoning, and other important factors. The maps were created with feedback and input from each member municipality.

#### **Priority Areas for Development**

This map (next page, top) illustrates categories of lands which are together designated as suitable for smart growth development, which includes:

- Areas Suitable for Transit-Oriented Development (TOD) zoning districts
- Existing or Proposed Chapter 40R Smart Growth Zoning Districts
- Existing Chapter 43D Priority Development Sites (PDS)
- · Areas Suitable for Smart Growth Development
- · Community-identified Priority Development Sites

#### **Priority Areas for Protection**

This map (next page, bottom) illustrates important land for protection, which includes:

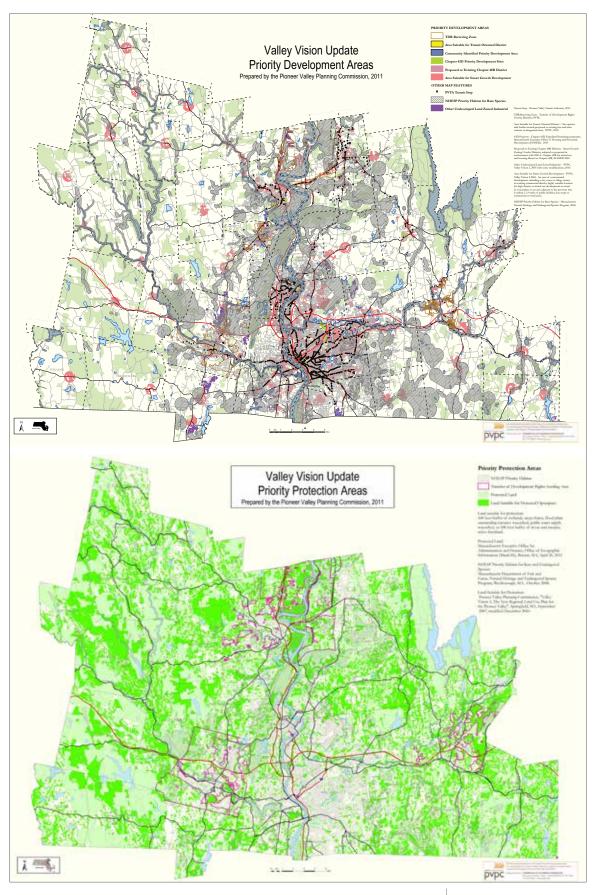
- · Active farmlands
- · Public water supply watersheds
- Floodplains
- 100-foot buffers around rivers, streams and wetlands
- Outstanding resource watersheds
- Steep slopes



Hadley Farmland Photo: Chris Curtis The Smart Growth Toolbox is updated.

The Valley Vision Toolbox was developed to help educate member communities about smart growth principles and strategies, and to assist them in implementing them at the local level. The Toolbox includes fact sheets, case studies and model bylaws for each Valley Vision smart growth strategy. The Toolbox also includes an individual Smart Growth Community Checklist for each of our regions communities to help them evaluate and select the smart growth strategies that are appropriate for them.

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**OUR PLAN** 

The way our region grows and develops directly affects our landscape, and our communities' character and economic health. But our growth patterns also indirectly have large affects on our quality of life, the number of miles we drive, traffic congestion, air and water pollution, the amount of greenhouse gases we emit, the cost of our housing, our ability to attract employers, and a whole host of related issues. In short, land use is a very important and influential part of planning for a more sustainable region.

This section provides a menu of strategies for reducing urban sprawl, promoting more compact mixed use development in and around the region's urban and town centers, protecting natural resources, farmland and open space, revitalizing urban centers, reducing air and water pollution, and promoting land uses complimentary to a multi-modal transportation system.

For more details about any of the strategies listed in this plan, please see the *Valley Vision Toolkit* prepared by the Pioneer Valley Planning Commission.

### TOD & Compact Development

### **ENCOURAGE** 198 **Transit Oriented Developments (TODs)** PARTNERS: TOD zones are within walking distance of major transit **Planning Boards** lines in urbanized areas, and allow for higher density and mixed-use. **CROSS-CUTTING STRATEGIES:** 🛱 \$ 🕇 🔆 🔵 PROMOTE 199 **Compact Mixed Use Village Centers** PARTNERS: Mixed Use Districts promote a diversity of housing and **Planning Boards** commercial uses in pedestrian-friendly, compact layout. CROSS-CUTTING STRATEGIES: -ò- 🖇 🔒 DEVELOP 200 **Incentives for Cluster Development** Cluster Development replicates the traditional New Eng-PARTNERS: **Planning Boards** land land use pattern by clustering homes on smaller lots surrounded by protected open space. CROSS-CUTTING STRATEGIES:



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#### SUPPORT

#### **Adaptive Reuse and Infill Development**

Infill development zoning incentives help to bring vacant or under-utilized lots back into productive use, by revising standards such as frontage and lot area.

#### PARTNERS: Planning Boards, Chief Elected Officials, Economic Development officials CROSS-CUTTING STRATEGIES:



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#### CREATE

#### **Business Improvement Districts (BIDs)**

A BID is a defined area within which businesses pay an additional tax or fee to fund projects within the district, such as cleaning streets, making capital improvements, marketing, or streetscape enhancements PARTNERS: Downtown Businesses, Municipalities CROSS-CUTTING STRATEGIES:

#### CREATE

### Tax Increment Financing Districts (TIFs) and District Improvement Financing (DIF)

TIF is a method to use future gains in taxes to finance the debt to subsidize current improvements in the district, such as infrastructure and other community improvement projects. DIF is an economic tool that promotes redevelopment by channeling funds into targeted redevelopment districts.

PARTNERS: Municipalities CROSS-CUTTING STRATEGIES:

#### REDEVELOP

**Brownfields** 

A Brownfield Inventory can assist a municipality in prioritizing sites for redevelopment by identifying its assets and liabilities for redevelopment potential. PARTNERS: Municipalities CROSS-CUTTING STRATEGIES:



### ADOPT

Accessory Apartment Zoning



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### Improve Housing Opportunities & Neighborhood Quality

Accessory dwelling units provide supplementary housing that can be integrated into existing single family homes.

PARTNERS: Planning Boards, Housing Authorities, Housing Partnerships, Chief Elected Officials CROSS-CUTTING STRATEGIES:



Downtown Community Revitalization

#### CREATE

### **Inclusionary Zoning**

Zoning can require developers to make a fixed percentage of their housing affordable to low- or moderate-income households, while offering incentives such as density bonuses to developers. PARTNERS: Planning Boards, Housing Authorities CROSS-CUTTING STRATEGIES:

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### SUPPORT

### Smart Growth Zoning Districts (Chapter 40R)

Communities can adopt Smart Growth zoning overlay districts, under MGL Chapter 40R, to zone for higher density residential use with design standards to preserve existing character in the district.

PARTNERS: **Planning Boards, Housing Authorities** CROSS-CUTTING STRATEGIES:

### Open Space & Resource Protection

### A PRESERVE 208 Farmlands with Transfer of Development Rights Zoning TDR bylaws allow development rights to be purchased in PARTNERS: Planning Boards, Agricultural Commissions the Sending Area and transferred to the Receiving Area for use in more compact residential or business development **CROSS-CUTTING STRATEGIES:** projects. 2 Ś **SUPPORT** 209 **River Protection Overlay Districts** Communities can adopt local River Protection Overlay PARTNERS: Planning Boards, Open Space Commit-Districts to restrict inappropriate uses along river corridors. tees, CPA Committees, Conservation Commissions **CROSS-CUTTING STRATEGIES:** S × ADOPT 210 The Community Preservation Act (CPA)

Communities can adopt, through a ballot referendum, the Massachusetts Community Preservation Act which enables them to establish a local Community Preservation Fund dedicated to historic preservation, low and moderate income housing, and open space. PARTNERS: Open Space Committees, Historic Commissions, Housing Committees CROSS-CUTTING STRATEGIES:



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#### **ESTABLISH**

### **Scenic Upland Protection Zoning**

Scenic upland protection zoning bylaws can regulate alterations to ridgeline and hillside land which may have significant effects on these natural resources.

#### PARTNERS: Planning Boards, Conservation Commissions CROSS-CUTTING STRATEGIES:

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### **Critical Lands Acquisition Programs and Funds**

Communities can establish land preservation funds to help protect critical lands such as water supply areas, farmlands, recreation areas. PARTNERS: Open Space Committees, Conservation Committees CROSS-CUTTING STRATEGIES:



#### CREATE

#### **Zoning for Bike and Pedestrian Amenities**

Zoning bylaws can require sidewalks, bike path connectors, bike parking and bike amenities in all new developments.

PARTNERS: Planning Boards, Public Works Departments, PVPC, MDOT CROSS-CUTTING STRATEGIES:



### Build an Intermodal Pedestrian & Bicycle Network

#### SUPPORT

**Bikeway Planning and Design** 

Off-road bike and walking paths should be designed to link the region's urban centers, shopping and employment areas, in a connected network. PARTNERS: Municipalities, PVPC, MDOT CROSS-CUTTING STRATEGIES:



#### ADOPT

Low Impact Development (LID) Standards



LID bylaws can establish standards for shared driveways, permeable pavers, and bioretention to reduce impervious cover and improve water quality.

PARTNERS: Planning Boards, Conservation Commissions CROSS-CUTTING STRATEGIES:



### Environmental Protection & Sustainable Development

#### ADOPT

### Stormwater and Erosion Control Standards

A storm water management bylaw/ordinance can require all new development to impact the prevent postdevelopment stormwater increases. PARTNERS: Planning Boards CROSS-CUTTING STRATEGIES:

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### CREATE

### **Green Infrastructure Zoning Incentives**

Communities can create zoning incentives for green roofs, permeable parking lots, on-site stormwater recharge and other green infrastructure.

PARTNERS: Planning Boards CROSS-CUTTING STRATEGIES:



Improve Infrastructure in Urban Areas & Limit Infrastructure Expansions **ESTABLISH** 

#### **De-Facto Urban Growth Boundaries**

Communities can establish zoning incentives to promote compact development in areas within the Urban Growth Boundary (UGB) with disincentives for development outside the UGB. PARTNERS: Planning Boards, Public Works Departments CROSS-CUTTING STRATEGIES:



### CREATE

**Stormwater Utilities** 

Stormwater utilities can be adopted by municipalities, with fees assessed based on amounts of impervious surfaces. Revenues can be used to fund stormwater improvement projects.

PARTNERS: Municipalities CROSS-CUTTING STRATEGIES:



### Growth Management

#### ADOPT

**Commercial Development Performance Standards** 



#### These "good neighbor" standards can promote improvements in access and traffic impacts, pedestrian amenities, parking, landscaping, screening, architectural design, stormwater runoff, water quality, and lighting.

PARTNERS: Planning Boards, Public Works Departments CROSS-CUTTING STRATEGIES:



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#### PROMOTE

#### **State Zoning Reform Legislation**

Massachusetts has one of the most out-dated state zoning enabling acts in the United States. Zoning reform legislation is crucial to address approval not required development, impact fees, and many other issues. PARTNERS: State Legislature, Municipal Planning Boards CROSS-CUTTING STRATEGIES:



#### DEVELOP

**Comprehensive Municipal Zoning Overhauls and Updates** 

Communities can promote better planned development by overhauling antiquated zoning regulations, and using the smart growth tools in this plan. PARTNERS: Planning Boards

CROSS-CUTTING STRATEGIES:



### PROMOTE

### **Regional Solutions to Growth Problems**

Communities can collaborate to address regional issues through crafting and approving regional intergovernmental compacts.

PARTNERS: Chief Elected Officials CROSS-CUTTING STRATEGIES:

#### ADOPT

**PVPC's Planning Board Assistance Program** 

Use PVPC's Planning Board Assistance program to provide "part-time town planner" services to smaller or rural communities, on a fee for services basis.

PARTNERS: Planning Boards CROSS-CUTTING STRATEGIES:



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#### CREATE

**Zoning for Climate Change Best Practices** 



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### Sustainability & Climate Action

Undertake conformance reviews, develop and adopt land use regulations for reducing greenhouse gas emissions.

PARTNERS: Planning Boards CROSS-CUTTING STRATEGIES:



Green Building Codes can be used to encourage the development of renewable energy and energy- efficient buildings.

PARTNERS: Municipalities, businesses, public utilities CROSS-CUTTING STRATEGIES:

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### Environmental Justice

### CONDUCT

**Brownfields Assessment & Remediation** 

Prioritize brownfield assessment and remediation plans in Environmental Justice (EJ) Neighborhoods.

PARTNERS: PVPC, state agencies, municipalities CROSS-CUTTING STRATEGIES:



#### **IDENTIFY**

### **Zoning Barriers to Equitable Development**

Undertake municipal zoning analyses to ascertain compliance with relevant state and federal regulations.

PARTNERS: Planning boards CROSS-CUTTING STRATEGIES:

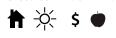
#### ENCOURAGE

Zoning for Urban Infill Development and Job Creation



Infill development in urban areas of poverty helps promote general economic revitalization, increases affordable housing choices and attracts more living wage jobs.

PARTNERS: Planning boards, economic development agencies, community based organizations CROSS-CUTTING STRATEGIES:



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#### **ENCOURAGE**

#### A Mix of Market-rate and Affordable Housing

Identify and adopt incentives for developing a mix of market rate and affordable housing in urban centers, such as Massachusetts Housing Development Incentive Program (HDIP) that utilize tax incentives and density bonuses. PARTNERS: Local legislative bodies, elected officials, municipal housing agencies CROSS-CUTTING STRATEGIES:

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### CREATE

#### **Regional Funding for TODs and TOD Investment Funds**

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TOD investment funds can be used for TOD planning, site acquisition and clearance, and project development costs. Fund sources typically include federal transportation funds and general obligation bonds. PARTNERS: Municipalities, PVPC, investment experts CROSS-CUTTING STRATEGIES:



#### PROTECT

### Watersheds for Drinking Water Supplies

Collaborate on a bi-state basis toward adoption of consistent water supply protection zoning to protect drinking water reservoirs and aquifers that cross MA/CT state boundaries.

PARTNERS: PVPC, Planning Boards, Water Departments, CRCOG CROSS-CUTTING STRATEGIES:



#### **SUPPORT**

**Bi-state Farmland Preservation** 

Develop a bi-state strategy for preserving large contiguous blocks of farmland positioned along the bi-state MA/CT border, including consistent farmland zoning districts. PARTNERS: **PVPC, CRCOG, Municipalities** CROSS-CUTTING STRATEGIES:



#### ADOPT

**TOD Zoning for Commuter Rail Corridor** 

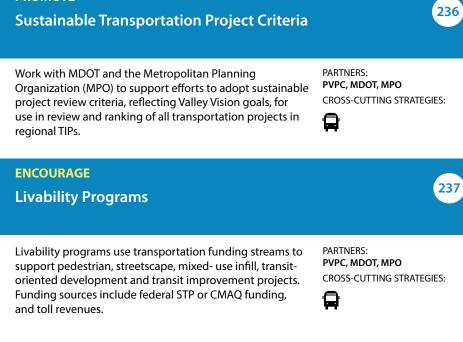


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Seek adoption of TOD zoning districts focused around all commuter rail stations on the new bi-state commuter rail corridor.

PARTNERS: Planning Boards, PVPC CROSS-CUTTING STRATEGIES:

### Bi-State Strategies



CROSS CUTTING STRATEGIES ICONS: The following icons are used in reference to issues and strategies related to other element plans of this report.





