

Old Colony Planning Council

Stoughton Route 27 Infrastructure Needs Assessment Study

South Coast Rail Technical Assistance Study

Prepared in cooperation with the Massachusetts Department of
Transportation under Contract # OCPC SOCO COR PLN1 2010 0

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Notices

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1.0 Summary

The Stoughton Route 27 (Park Street) Infrastructure Needs Assessment Study was funded via a South Coast Rail Technical Assistance Grant Award from the Massachusetts Department of Transportation (MassDOT). This technical assistance grant was awarded as part of the implementation of the *South Coast Rail Economic Development and Land Use Corridor Plan*. The area that is the focus of this study is the southern end of Route 27 (Park Street) “Park Street” as well as the nearby AMB Business Park of Stoughton “the Business Park” (formerly known as the Campanelli Industrial Park) in the southeast corner Stoughton to the Brockton city line. This area was identified by the town as a Priority Development Area (PDA) in the *South Coast Rail Economic Development and Land Use Corridor Plan*.

This purpose of this study was to conduct an infrastructure needs assessment study within the defined study area as well as how to increase the economic competitiveness of the area. To ensure that a wide variety of sources were heard from, the Old Colony Planning Council (OCPC) conducted a robust public outreach effort on behalf of this study, consulting with a number of town officials as well as surveying a number business owners and real estate agents who have vested interests in this particular area. Additionally, OCPC conducted two public meetings to obtain additional public input and present preliminary findings. The meetings included the April 19, 2012 meeting of the Stoughton Planning Board and the May 16, 2012 meeting of the Southeastern Massachusetts Commuter Rail Task Force.

In addition to the robust public outreach effort, staff examined different types of infrastructure within the study area, including water, sewer, electricity, gas, telecommunications, roadways and transit service. While the study area had adequate infrastructure in most of these areas, the lack of sewer service was the most apparent. During our public outreach effort, most of the survey respondents within the Business Park were satisfied with their current septic systems and believed them to be sufficient for their common warehouse and distribution activities that have few employees and no process water. However, there was much need and interest and support from firms along Park Street, particularly from the 120,000 square foot R.K. Plaza at the southernmost tip of the study area. Most firms along Park Street are also using individual septic systems, but some require frequent pumping and suffer from noxious smells.

When discussing the potential needs for sewerage this area with real estate firms representing properties in the Business Park, they saw very little demand for manufacturing or office space and said nothing about retail potential and expected little intensive growth even with the addition of sewer service. Some firms along Park Street are interested in advanced private systems such as the Bioclere system successfully used at the Kindred Nursing & Rehabilitation-Blue Hills facility on Park Street, but most firms would prefer a simple connection to public sewers.

One concern of whether or not to provide sewer service to the study area is the cost to local property owners as well as to the town as a whole. The March 2010 *Analysis of Fiscal Issues of Park Street Sewer Project: Stoughton, Massachusetts* by Connery Associates and commissioned by the privately funded Park Street Sewer LLC; a group of businesses along the corridor led by local businessman James DiStefano, concluded that the area could be sewerage at no direct cost to the town, as the land owners receiving the service would be paying for it with betterment fees, user fees and taxes. This reflects the Connery Associates study finding that sewerage land in comparable parts of Stoughton is assessed and taxed at 171% to 276% more than unsewered land. As the perceived development potential of the newly sewerage land rose (and people experienced the convenience of sewers) land values, assessments

and taxes would increase and the newly sewerred land would produce more revenue. The Connery Associates study concluded that even with limited resulting growth “a combination of betterment taxes (paid by all abutters), annual user fees (paid by those tying in) and taxes on the increased underlying land value (paid by all land owners) would cover all long term municipal costs associated with the proposed sewer extension.” The remaining sensitive question is the comparison between the local owners’ costs and their benefits.

The Town of Stoughton has realized the effect of the lack sewer service in this area and as a result has included an article to fund a \$500,000 engineering and design feasibility study on its 2012 Town Meeting Warrant. If the warrant article passes Town Meeting, the engineering and design feasibility will clearly identify and evaluate all possible alternatives and recommend a solution or group of solutions.

This study will examine not only the infrastructure within the defined study area, but also the zoning, land use, environmental constraints and traffic and concludes with a list of recommendations to more fully develop the study area, so that it may reach its full potential.

2.0 Introduction

2.1 Purpose

The purpose of this study is to conduct an infrastructure needs assessment study within the defined study area as well as develop recommendations on how to increase the economic competitiveness of the area. The study area is the southern end of Route 27 (Park Street) as well as the nearby AMB Business Park of Stoughton in the southeast corner Stoughton to the Brockton city line. This area was identified by the town as a Priority Development Area (PDA) in the *South Coast Rail Economic Development and Land Use Corridor Plan*.

The Old Colony Planning Council (OCPC) conducted this study at the request of the Town of Stoughton as part of the South Coast Rail Technical Assistance Program. The overall purpose of that program is to implement the *South Coast Rail Economic Development and Land Use Corridor Plan*. The plan encourages appropriate residential and commercial development in the Corridor in response to the proposed restored rail service to New Bedford and Fall River. The plan concentrates on locally identified PDAs as having the potential for significant business or residential growth. An underlying intention is to help Stoughton to concentrate commercial growth in the Park Street PDA and in the Downtown Stoughton PDA (being studied separately by others) while lessening commercial sprawl along the intervening sections of Park Street.

This study focuses on examining infrastructure needs which may be hampering such development. The study area is understood to have adequate water, electric, telecommunications and gas service for most purposes, but relies on local onsite systems for sewage disposal. Therefore, the study focuses on the need for and prospective benefits of public sewerage. Major alternatives would include connection to the Stoughton system discharging to Boston Harbor via the Massachusetts Water Resources Authority (MWRA) and/or to the City of Brockton's municipal sewer system that discharges effluent to the Matfield River.

To accomplish the above tasks, the study seeks to identify potential infrastructure investments and regulatory changes that will facilitate well-planned and appropriate development. Accordingly, the study examines the relative needs for sewerage expressed by present firms and property owners. It will also consider the possible long-term benefits to the study area and to the community at large. This effort should complement the recent privately financed *Analysis of Fiscal Issues of Park Street Sewer Project: Stoughton, Massachusetts* study of the potential long-term property value and tax base impacts of sewerage the area by the privately funded Park Street Sewer LLC; a group of businesses along the corridor led by local businessman James DiStefano. Additionally, this study coincides with the placement of a \$500,000 warrant article on the 2012 Stoughton Town Meeting warrant to fund an engineering design and feasibility study of the study area.

The study also notes topographical and institutional issues affecting the ultimate choice of treatment, including disposal options, related interceptor routes and pumping facilities, but does not attempt to resolve them. These issues should be explored in the proposed engineering design and feasibility study.

In sum, this study examines and clarifies some of the issues involved in deciding whether or not to sewer some or all of the study area, with the result that it will assist in the towns decision making process.



Figure 1: The entrance to the AMB Business Park of Stoughton off Turnpike Street



Figure 2: R.K. Plaza on Park Street

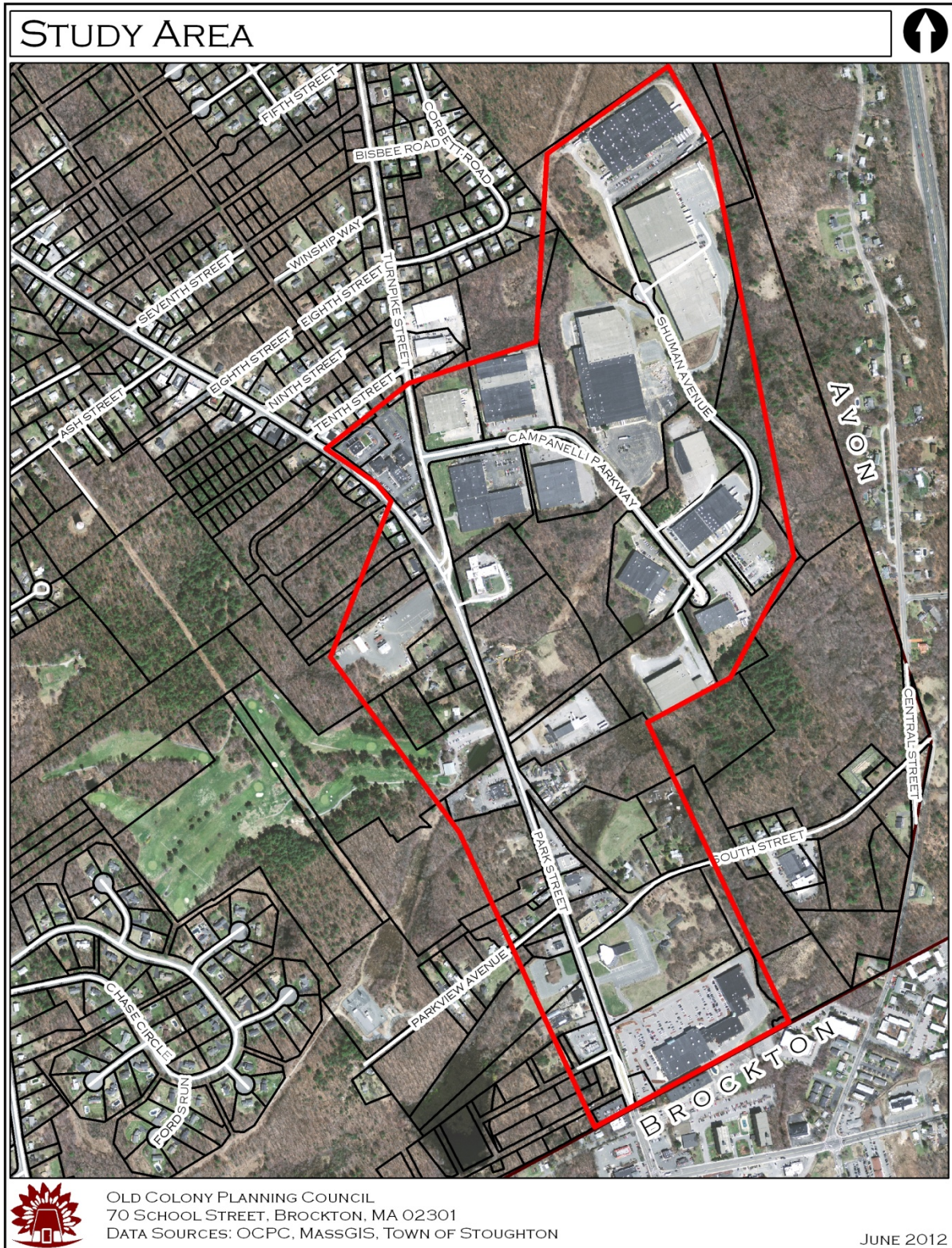
2.2 Scope

The geographic scope of the study area is the Route 27 (Park Street) Priority Development Area (PDA) as shown in the *South Coast Rail Economic Development and Land Use Corridor Plan*. This area consists of Park Street from Turnpike Street south to the Brockton city line, along with Campanelli Parkway and Shuman Avenue in the AMB Business Park of Stoughton.

The study includes the following:

- A review of finding and recommendations from previous studies about the study area.
- A review of the existing conditions and current infrastructure within the study area.
- Feedback from real estate agents, property managers and property owners within the study area.
- A section of future alternatives in terms of infrastructure, zoning and regulatory changes.
- A section on how to attract new businesses and retaining existing businesses in the study area.
- Findings, Conclusions and Recommendations.

Figure 3: Study Area



2.3 Public Outreach

The public outreach component of the study consisted of meetings with Stoughton town officials, including Town Engineer Ben Fehan, Town Planner Noreen O'Toole, Environmental, and Environmental Affairs Officer James Conlon, along with members of the business community (including the Chamber of Commerce), City of Brockton Department of Public Works Director Michael Thoreson, and individuals and interested parties including James DiStefano, a local active businessman and sewerage advocate.

Additionally OCPC surveyed local land and business owners, real estate agents and property managers regarding their potential needs for sewerage to allow for the expansion of business operations or enlarging buildings; current market demand for more intensively used manufacturing or office space potentially requiring sewerage, and for interest in sewerage by present and prospective tenants.

3.0 Findings & Recommendations from Previous Studies

As part of this study OCPC reviewed the findings and recommendations from previous studies involving the study area and has included a synopsis of them below.

South Coast Rail Economic Development and Land Use Corridor Plan – Massachusetts Executive Office of Transportation (EOT) - June 2009

This plan identified the Priority Development Areas (PDAs) and Priority Preservation Areas (PPAs) in the Town of Stoughton. As part of this plan, each community in the South Coast Rail study area identified a number of PDAs and PPAs through a local and regional mapping process. The state then assessed each site's consistency with the state's Sustainable Development Principles and focused only on those sites that have the most significant prospects for advancing state goals. Some locally recommended priority development sites were not included in the Corridor Map in order to focus on the sites with the most significance.

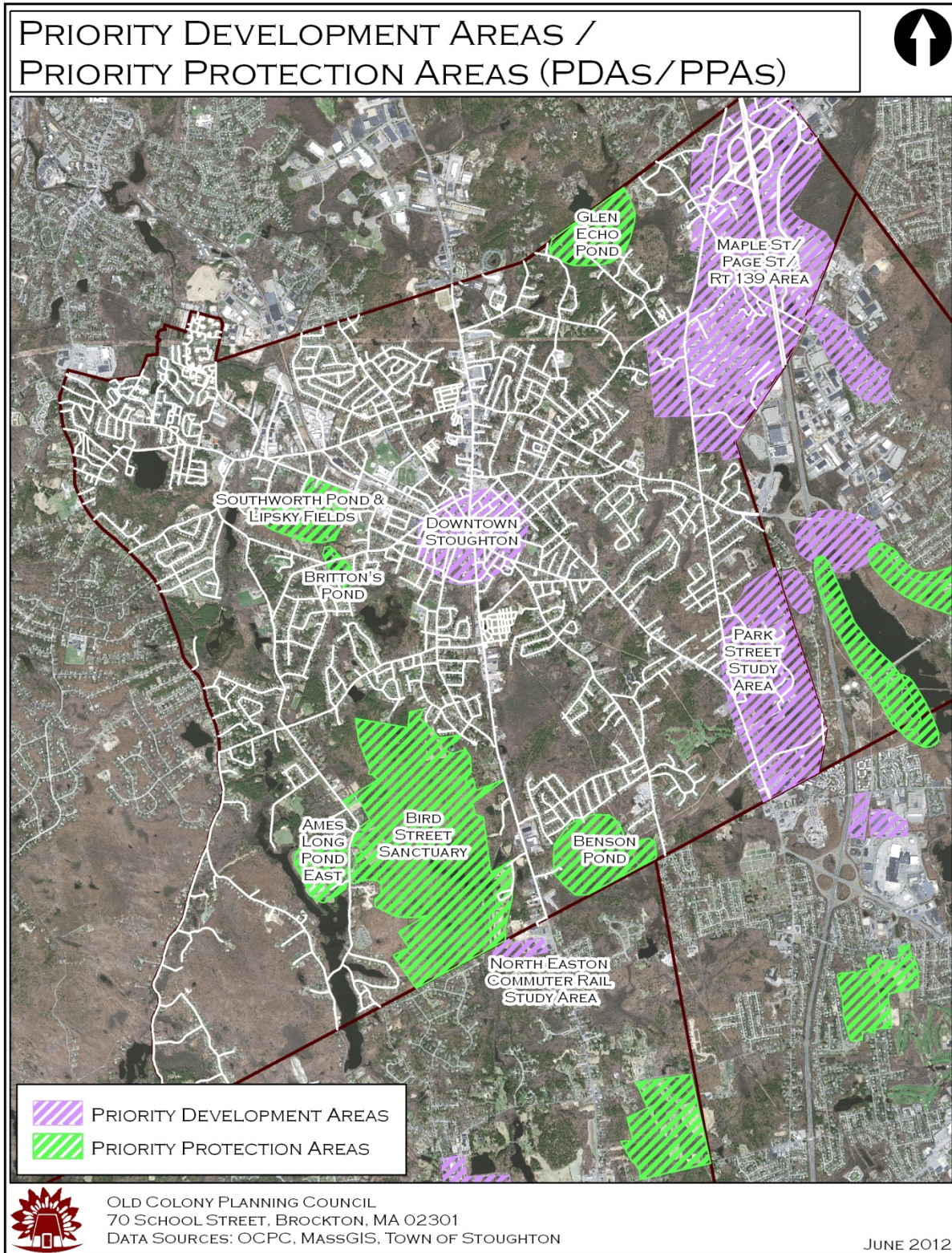
Stoughton Priority Development Areas (PDAs) include:

- Route 27 (Park Street)/Turnpike Street Area in southeastern Stoughton (The study area)
- Downtown Stoughton
- Maple Street, Page Street/Route 139 Area bracketing Route 24 in the northeastern corner of town
- Proposed North Easton Commuter Rail Station on the Stoughton town line

The Stoughton Priority Preservation Areas (PPAs) include:

- Glen Echo Pond
- Ames Long Pond East
- Benson Pond
- Bird Street Sanctuary
- Britton's Pond
- Southworth Pond and Lipsky Fields

Figure 4: Stoughton Priority Development Areas & Priority Preservation Areas



Water Supply Allocation Report - OCPC - 1985

This report proposed an overall allocation of increased water supplies as new wells (and the availability of back up water from the MWRA) eased Stoughton away from its water connection moratorium of the late 1970s and mid-1980s.

The recommendations in the report assumed the town's policy of eventually supplying all parts of the community and all uses, including some process water users though they would not be recruited. The recommended priorities were:

- Provision of reserves needed to meet present maximum day needs with minimum dependence on outside resources.
- Provision of supplies allowing replacement of private wells by public water, particularly where wells are threatened by nearby septic systems.
- Provision of supplies to allow selected growth in the most tax producing and most job producing process water using firms.

Related additional policies included:

- Allowing potentially threatened systems to tie in.
- Allowing service to allow low and moderate income housing developments on otherwise acceptable sites.

In all, these town-wide provisions would provide for and allow the water-using growth in the study area which would be made possible by extended sewer service.

Stoughton Strategic Planning Study - OCPC - 1987

This study was essentially a master plan emphasizing housing and open space. Most of the discussion of commercial and industrial uses focused on Stoughton Center.

The main recommendations for the study area, quoted below, were to retain the present Industrial zoning over industrial uses and to replace it with residential zoning over open areas to the south. The recommendations in their entirety are below:

- Rezone the rear portion of the Neighborhood Business (NB) zoned land and the southernmost portion of the Industrial zoned land to [the former] Residential U-Urban (R8) or perhaps to the Residential M-Multi-Family (RM) Districts. This would allow higher density development appropriate to the area's accessibility to occur in a setting which is somewhat removed from the noise and traffic impacts along the highway frontage. With RM zoning and sewerage, it would allow up to 120 apartments or townhouses.

This recommendation appears to have been completed with the land just south of the industrial uses now zoned for housing, but in the very low density R-A District. This allows only single family detached housing on 55,000 square foot lots (and cluster development by special permit) rather than the multi-unit housing at 12,000 square feet per unit allowed under the recommended RM District.

- Rezone the portion of the industrial zoned land immediately north of South Street to (the former) R8. Doing so will allow needed moderate-density development, e.g., up to 80 units in 40 duplex structures, in an area with good regional accessibility, while using portions of the site which are buffered from highway noise impacts etc.

The recommendation appears to have been completed as the land just south of the industries is zoned for housing, but in the Residential A District, not in the RM District.

- Rezone the area between Old Turnpike Street and Route 27 from the Industrial District to the Neighborhood Business District.
This recommendation has been completed, with the area between Old Turnpike Street and Route 27 now mapped in the Neighborhood Business District.

In all, the recommended changes reduced the Industrial zoning to the present largely developed Business Park and a small area along Old Turnpike Street, but did not support the proposed concentration of multi-unit housing in this accessible area near stores, bus transit and various services.

On the underlying question of sewage disposal, most of the study area has moderate to severe soil limitations for septic systems, with some unclassified soils. These types of soils prohibit additional intensive long-term development and cause some current businesses in the area with functioning on-site systems to pump very frequently.

The study notes that “the town’s long-term sewerage program assumes the ultimate sewerage of the whole community” and that town staff expect priorities favoring low-density residential areas to “change to give greater priority to more intensely developed commercial and industrial areas along Route 27 to the Brockton Line.” It concludes that “commercial growth in the southeastern portion of the town will be only moderately limited by the lack of sewers since most commercial development (other than restaurants) generate little sewage.”

Local officials have no immediate plans to bring sewer service to the study area and some town staff expect any sewer service in the southeastern corner of Stoughton to go by gravity to Brockton’s nearby lines, rather than to be pumped over intervening high ground to Stoughton’s sewers to the west of Park Street and north of Nickerson Drive. Yet others observe that pumping may not be totally avoided since sewerage the lowest part of the Business Park is expected to require some pumping.

The major current question examined later in this report is the extent to which sewerage and market demand would allow and attract significantly more intensive development than that which has so far relied on on-site septic systems.

Stoughton Community Development Plan-Metropolitan Area Planning Council (MAPC) - 2004

The Stoughton Community Development Plan was completed under the Executive Order 418, which provided community development planning to help communities proactively plan for the future. The plan was essentially a very focused (“image-based”) master plan concentrating on housing, economic development, natural resources, open space, and transportation.

Discussions and recommendations related to the study area included:

- Promoting high quality redevelopment of highway commercial strips through design standards and review. This could guide treatment of the mixed commercial, institutional and industrial uses along Route 27 in the study areas.
No such guidelines are known. They could be included in a future overlay district.
- Promoting orderly development of the commercial and industrial area near Route 24 by planning for future uses and roadway and infrastructure improvements.
This is a major objective of this study.

- An observation that manufacturing provides 1,500 of Stoughton’s 11,500 jobs with concentrations in printing and metal fabricating (at three quarters of the industries’ regional average pay), but with few in high growth/high value industries such as electronic or medical devices.
This could help to define needs/targets for future sewer service, space, and site marketing.
- The area in northeast Stoughton near Route 24 has the potential to house similar office development suitable for other companies in growing high paying service and technology related industries such as Stone and Webster and Reebok. (This is the area used for comparisons in the Connery Associates study of sewerage-related land values discussed later).
The question is whether the study area has such potential.
- Stoughton has a large amount of land zoned for commercial uses - 777 acres for retail and general business use and 1,315 acres for industrial use, enough for 5,000,000 square feet on vacant land and 6,600,000 square feet on potential redeveloped land - mostly around Turnpike Street in North Stoughton.
This suggests that potential expanded space in the study area will have to be particularly competitive in location, features and/or price.
- An Economic Development Workshop identified and discussed 14 sites proposed for future economic development including the “Route 27 Business District at Brockton Line.” It observed that the “Former Service Merchandise site and area across from Park Street needs a coordinated plan for redevelopment.
The former Service Merchandise site has since been redeveloped as the RK Plaza.
- The plan’s map of Existing Conditions and Future Development shows little change while the map of Potential Economic Development Opportunities identifies twelve areas in town, including the southern half of the study area bracketing South Street.
These suggest the need for close examination and imaginative proposals if the present area is to meet its potential.
- Themes discussed and voted on at the Economic Development Forum included: “Putting development where infrastructure already exists.”
This applies to the study area in terms local roads, the highway and water supplies, but not to sewers.
- Establish design review guidelines to enhance the quality of development.
This is a frequent recommendation, but the purpose, context and implementation mechanisms have to be clearly considered to be effective unless uses are changing or you control the site and are releasing it through a disposition agreement.

Chapter 40B Inventory - OCPC - 2004

This inventory examined all housing on, or potentially on the state’s Subsidized Housing Inventory (SHI). It was done in response to local concerns that some eligible units had been omitted, thereby delaying achievement of the 10% SHI needed to effectively deny future Chapter 40B proposals.

The inventory identified some housing developments which might be eligible for the SHI if long-term affordability was protected by an affordability restriction through the Local Initiative Project (LIP) program. One possibility in the study area is the Park Street Mobile Home Park on Park Street. If it is to remain or to be expanded as protected housing as a LIP project it should be buffered from adjacent and prospective industrial and commercial uses.

Stoughton Central Business District Study- OCPC - 2005

This study examined a potential Transit Oriented Development (TOD) project in Stoughton Center and drafted a proposed TOD zoning bylaw. It made no explicit recommendations regarding the study area; however its stress on intensifying development in the center as opposed to scattering it along Route 27 implicitly supports the complementary idea of concentrating other growth in a node at the southern end of the corridor. This would thereby minimize sprawl, the demands for sewer service, and potential land use conflicts along the intervening sections of Park Street.

Upper Taunton River Regional Wastewater Evaluation- CDM Smith and Weston & Sampson - April 2012

This study examines and evaluates the wastewater needs of a number of communities located in the Upper Taunton River Basin.

The study notes that about 68 miles of town sewers serve most of the Stoughton's developed land with discharge to the MWRA system through Canton and ultimately to Boston Harbor. The served areas include most of the town center and much of the town's central and northwest sections. A small area near the former Goddard Hospital flows to the Brockton system, and the rest of the town uses on-site systems. After discussing areas of need, the recent draft concludes that "the South Stoughton (Park Street) sewer needs area should be considered as the town's primary need for sewer service within the Taunton Basin. Initial flows should be considered to be 20,000 gallons per day, while the ultimate flow is estimated at 117,000 gallons per day. The option of connecting the study area's flows to Brockton (under a new inter-municipal agreement) should be considered (as should) re-routing the former Goddard Hospital flows back the to the Stoughton (MWRA) system."

The option of Stoughton taking on Goddard flows and Brockton picking up commercial flows from the RK Plaza area near the town line has been suggested by others and is discussed later in this report. If the Brockton option is unavailable, the study recommends keeping the option of using the MWRA system under its present agreement.

Thus the Upper Basin study explicitly anticipates sewerage the study area and expects considerable growth in flows. It includes a map of Near-Term Sewer Service Areas highlighting the study area. This suggests an expectation of significant growth in both water usage and water-discharging activities within the study area.

Strategic Regional Planning Framework Plan - OCPC - 2011

This plan examined a wide range of growth patterns, trends, projections and analyses of the values of undeveloped land and then proposed a framework for future planning. It recommended a system of General Growth Areas; Primarily Commercial/Industrial Growth Areas; Primarily Residential Growth Areas; and remaining land for low-density development or preservation. Within the overall Growth Areas there would be locally-defined growth areas reflecting local plans including the earlier designation of local Priority Development Areas and Priority Preservation Areas of which the study area is a Priority Development Area.

Route 27 Corridor Study - OCPC- 2008

The study provides short and long-term recommendations for the entire Route 27 corridor and considers the needs of the nearby intersections at Turnpike Street, Ash Street, and South Street. The recommended improvements include:

Short-Term Recommendations:

- Pavement marking and re-striping
- Upgraded Manual on Uniform Traffic Control Devices (MUTCD) compliant signage
- Replacing absent speed limit signs and having immediate and strict speed enforcement
- Roadway sweeping
- Improved lighting
- Improved sightlines
- Removal of dangerous fixed road side objects

Long Term Recommendations:

- Roadway rehabilitation, repaving or reconstruction
- Improve alignment and visibility at bad curves and intersections
- Have OCPC routinely monitor traffic conditions
- Practice Pavement Management
- Bring sidewalks into Americans with Disabilities Act conformity

The study also addressed the intersections within the study area and notes that the intersections of Route 27 and Turnpike Street, Ash Street, and South Street have poor levels of service for side street traffic entering Route 27, which reflect the high volumes on Route 27 that leave few gaps for entering traffic.

It notes that traffic signals could ease these conditions for the entering traffic (presumably at the cost of delays for through traffic). It finds that (given the low volumes on side streets such as South Street) signal warrants are satisfied only at the intersection of Route 27 and Ash Street and Route 27 and Turnpike Street.

Old Colony Regional Transportation Plan - OCPC - 2011

The regional transportation plan offers no recommendations explicitly affecting the study area; however it does call for minimizing commercial sprawl development, implicitly concentrating new development in nodes such as the study area and in downtown Stoughton, rather than dispersing such growth along the intervening sections of Route 27.

The Plan notes that “the commercial and retail centers that have proliferated along major arterials are auto-dependent, mainly single-use zoned, and extensive in development and many are not conducive or safe for bicycle or pedestrian travel. This “Sprawl” development along corridors has resulted in impacts such as higher vehicle emissions, more traffic congestion, and higher per-person infrastructure costs, less space for conservation land and parks, and inefficient street access. Highway corridor planning should include techniques and ways to prevent highways from becoming unattractive, dysfunctional commercial strips. Corridor plans should be coordinated with local master plans and comprehensive plans that support strategies that emphasize density, a diversity of land uses, and design standards. The process should provide progressive redevelopment to gradually transform areas into economically vibrant-mixed use districts that offer a choice of mode including walking, bicycling, and mass transit, as well as personal autos.”

This study supports these efforts by identifying the infrastructure needs of such intensified development in the Business Park and at the R.K. Plaza commercial node. Comparable complementary efforts to strengthen Stoughton Center are being pursued by the Metropolitan Area Planning Council and are supported by the recently enacted Stoughton Center Mixed Overlay Use District (SCMOUD).

4.0 Existing Conditions

4.1 Land Use and Zoning

4.1.1 Zoning

The study area consists of four different zones, including General Business, Industrial, Neighborhood Business and the low-density Residential A.

- Residential A District which requires 55,000 square foot lots allows single-family detached houses and various public facilities as-of-right, and requires a special permit for cluster development, nursing homes, home offices and educational activities. It prohibits two-family and multi-family housing in any form and most businesses and industries.
- General Business (GB) and Neighborhood Business (NB) Districts allow most retail businesses and office uses and “Wholesale, Transportation and Industrial uses,” while prohibiting most housing. Both also allow a wide range of retail trade establishments, personal services, professional and business offices, and theaters as- of-right, and other amusements and parking garages by special permit. Both districts allow Planned Business Developments like R.K. Plaza by special permit. (Many other commercial uses are allowed in the Highway Business District, but this zone is not within the study area.) The difference between GB and NB is shown below with “P” indicating permitted as of right, “S” requiring Special Permits, and “N” indicating that activity is prohibited. As one can see the Neighborhood Business District is slightly more protective than the General Business District.

Table 1: Comparison of Allowed Uses in Neighborhood Business District & General Business District

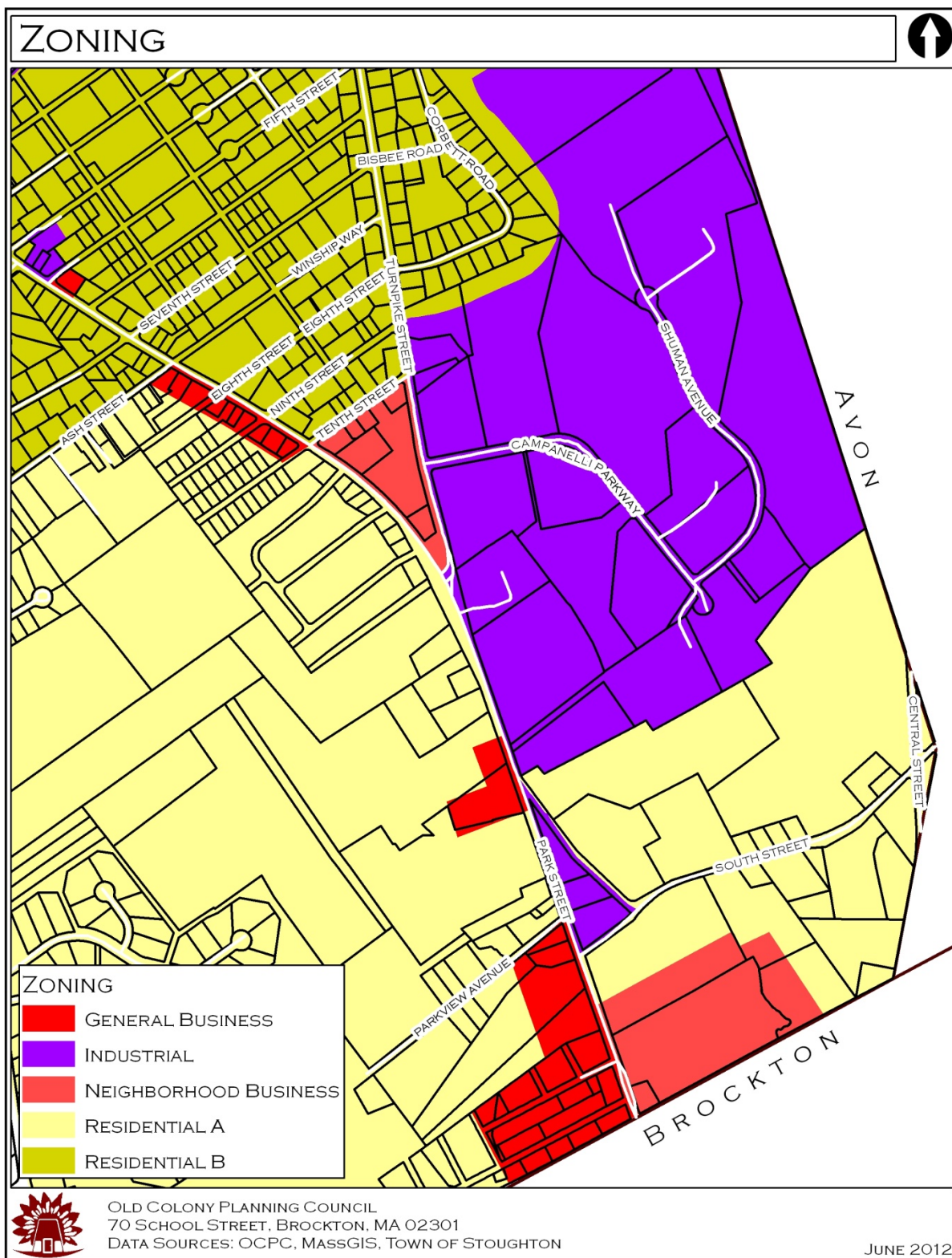
	Neighborhood Business District	General Business District
Town equipment garage	Prohibited	Permitted as of Right
Agriculture, Horticulture and Floriculture except for greenhouses or retail stands	Prohibited	Permitted as of Right
Year round greenhouses or retail stands	Prohibited	Special Permit Required
Stables, kennels veterinary hospital etc. where animals are kept enclosed	Prohibited	Special Permit Required
Fast Order Food	Prohibited	Special Permit Required
Lodging Houses	Prohibited	Special Permit Required
Bakeries (including retail sale)	Special Permit Required	Permitted as of Right
General sit down restaurants	Special Permit Required	Permitted as of Right
Open storage screened from view	Prohibited	Special Permit Required
Printing and Publishing using less than 6,000 square feet	Prohibited	Permitted as of Right
Nursery Schools, etc.	Special Permit Required	Permitted as of Right
Accessory Outside Storage	Prohibited	Special Permit Required

However, it is unclear why the more restrictive Neighborhood Business District is used for the shopping center (R.K. Plaza) whose purpose is to offer varied goods and services in a concentrated setting, while the General Business District is used along Park Street where businesses more often are interspersed with housing. It prohibits elderly housing allowed in the GB District by special permit, and prohibits town garages, (allowed under GB) as well as fast order food and lodging houses allowed by Special Permit under NB. In addition it requires a special permit for restaurants and bakeries which are allowed as-of-right in the GB District. Nonetheless, it is NB zoning that is applied to the extensive, varied RK Plaza.

- The Business Park is located entirely within Industrial zoned district, as is the small triangle of frontage along Park Street, north of South Street. With the exception of the Industrially-zoned triangle north of South Street and the extensive R.K. Plaza area, the land on either side of South Street south of the Business Park is in the Residential A District. Since this land is largely vacant and only partially in wetlands, some of the upland portions south of the Isaac's Moving & Storage and Albert Basse, Inc. in the Business Park might be considered for rezoning and park expansion.

The Industrial District allows most "Wholesale, Transportation and Industrial" uses as of right, but requires a special permit for quarrying and raw material processing. It also allows undefined "other transportation services" (beyond bus, rail, helicopter, and trucks) and Planned Industrial Development, home occupations, and accessory stores in an industrial or warehouse building. It does prohibit general waste, hazardous waste, and radioactive waste treatment and disposal facilities, accessory professional offices within 100 feet of a hospital, and various specialized recreation-oriented education activities. The reasons for some of these exclusions are not apparent, except possibly to save industrial land for industrial uses, and to avoid possible use conflicts.

Figure 5: Zoning



4.1.2 Land Use

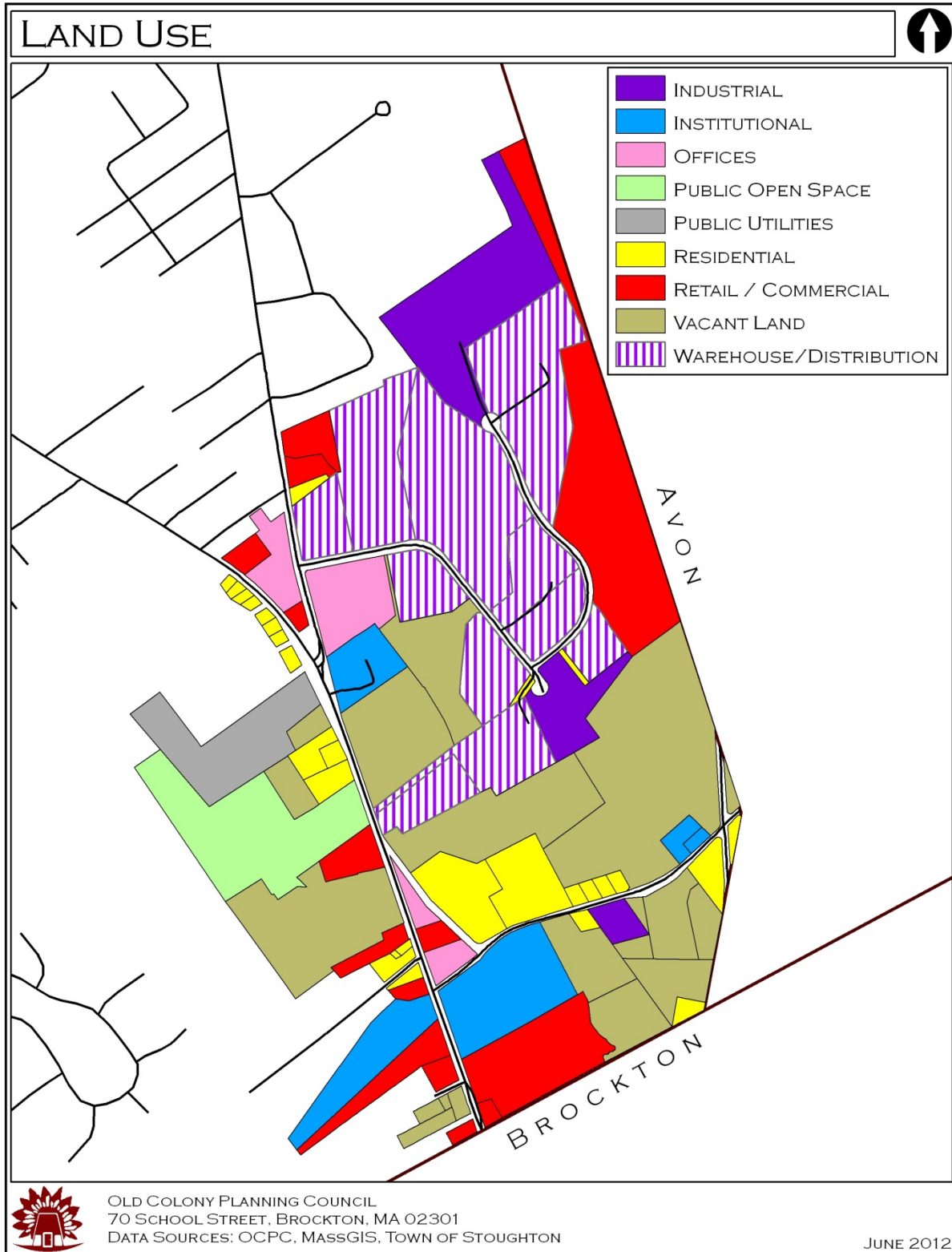
As can be seen on the Land Use Map, the study area encompasses a variety of uses, with the most common being vacant land, warehouse distribution, industrial and residential.

Table 2: Estimated Land Uses within the Study Area

Land Use	Size (in acres)
Institutional	24.0
Residential	22.8
Commercial	51.3
Industrial	26.2
Distribution	84.3
Public Utilities (Excluding power lines)	11.4
Office	12.4
Public Open Space (Public Golf Course)	18.2
Vacant Land (Including wetlands and floodplains)	99.7

The largest land use within the study area is the approximately 99.7 acres of vacant land (including wetlands and floodplains and land with severe septic limitations) within the Business Park, the areas north and south of South Street and the area west of Park Street, north of Parkview Avenue.

Figure 6: Land Use



4.2 Infrastructure

The study area is served by most forms of major infrastructure except that of sewer.

4.2.1 Water

Water is supplied from a number of Stoughton Water Department wells with back-up supplies from the Massachusetts Water Resources Authority (MWRA) and potential local emergency supplies from adjacent communities. Given the MWRA's back up supplies, the total water supply is adequate for any probable development.

Water is delivered along Park Street via an 8 inch main and is distributed through the Business Park via privately-owned 10 inch mains. These lines were originally proposed to be looped—tying into the town's mains at two points for reliability—but this has yet to be done. The Stoughton Water Department reports that the water pressure is adequate for most uses. A user requiring greater pressure for process needs could add booster pumps, but such needs are unlikely.

In case of a local emergency blocking supplies from the north, emergency supplies should be available from Brockton via a gate reportedly on Park Street near South Street. Such emergency supplies may require adjustment of any major differences in water pressure and acidity.

4.2.2 Drainage

Drainage in the Business Park combines country drainage using sheet flow from roads to adjacent land with traditional piped drainage using catch basins and pipes discharging to nearby low land or streams, along with one major detention pond serving the very large 271,223 square foot building at 139 Shuman Avenue. With the Business Park's extensive roof areas, parking lots, and roadways there may be opportunities to improve water quality and lessen downstream flooding with rain gardens and related Best Management Practices.

Drainage along Park Street consists of traditional piped drainage using catch basins and pipes discharging to nearby low land or streams.

4.2.3 Sewerage

As noted earlier, the southern end of Park Street and the Business Park do not have sewer service and business and homes within this area rely exclusively on private on-site treatment and disposal systems, most commonly Title V septic systems.

The nearest sewer lines, discharging to the MWRA system, are to the north and west of the study area. (The MWRA system treats the wastewater at its expanded/upgraded Deer Island treatment plant, separates and treats the sludge for agricultural use, and discharges the effluent to Massachusetts Bay just outside of Boston Harbor via a long diffuser pipe system. It recycles the sludge, but can neither recharge ground water nor augment stream flows as septic systems or upstream treatment plants can).

A number of existing sewer lines in Stoughton come very close to the study area:

- One sewer line on Park Street comes as close as First Street, and then turns and runs southwesterly towards an interceptor on Summer Street.
- Sewer lines on Ash Street and Ash Park Street are within an estimated 960 feet of the study area, but flow west to Cedar Street and the above-mentioned interceptor.
- One sewer line on Turnpike Street comes as close to Brewster Road ending about 2,870 feet from the nearest portion of the study area.

- One sewer line running from Summer Street to Thompson Court comes within about 1,700 feet of the study area.

All of these lines are understood to be separated from the study area by significant high ground. Thus, sending sewage from the study area to the above-described town sewers lines feeding the MWRA system would generally require pumping stations or lift stations, as has been investigated by the Connery Associates study funded by the private business group, Park Street Sewer LLC.

In contrast, much of the study area could flow to the Brockton system at Pearl Street by gravity. However, the lowest parts of the Business Park might also require initial pumping even if ultimately flowing to Brockton by gravity according to the Brockton Department of Public Works.

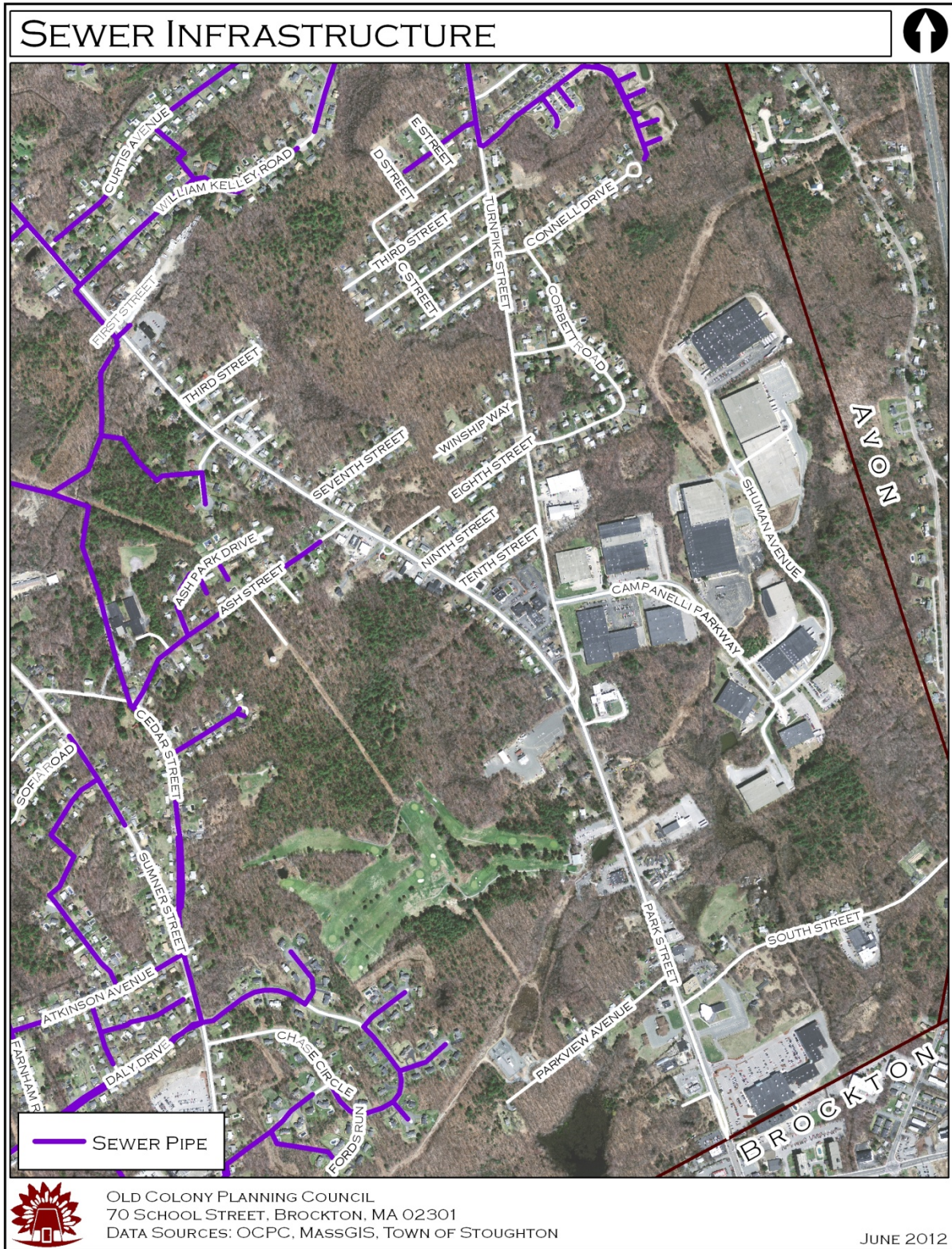
As noted under the Environmental Constraints section of this report, some of the study area soils are compact sandy loams or fine compact sandy loams, which pass water slowly and have limitations for septic systems. They may function adequately with the light flows characteristic of the Business Parks generally unintensified uses, but they require very frequent pumping when handling high flows like those from nearby restaurants.

In the past, the Town of Stoughton and the City of Brockton have explored the possibility of having sewer service to the former Goddard Hospital (now Kindred Hospital Northeast-Stoughton) currently served by Brockton's municipal sewer system be connected to the MWRA system via Stoughton, while the currently unserved R.K. Plaza would connect to the adjacent Brockton system. To date however, there has been no formal agreement making this scenario a reality. Similarly, a reported draft inter-municipal agreement (IMA) developed by Stoughton for Brockton to serve the R.K. Plaza alone with no reference to the hospital has not been reviewed or acted upon. In general, Brockton does not want to bill individual users; it seeks an agreement whereby a community bills its users and the City bills the town as is the current arrangement Brockton has with both Abington and Whitman.

Brockton's capacity is understood to be more than enough to process the R.K. Plaza's initially expected flows, while it seeks to increase the allowed discharges under its National Pollution Discharge Elimination System (NPDES) permit from 18 MGD to 20.5 MGD.

The Draft 2012 Upper Taunton Basin report expects that after "initial discussions with the town, Stoughton indicated that the highest priority portion in this area, located adjacent to the Brockton city line, has an average daily flow of only 15,000 to 20,000 gpd. At the same time, Brockton needs permission to add customers in communities beyond Whitman and Abington who are now allowed to discharge 1 MGD each under a recent consent decree.

Figure 7: Sewer Infrastructure



4.2.4 Natural Gas

Natural gas is supplied to the study area by the Columbia Gas Company (formerly known as Bay State Gas). Gas lines within the Business Park can be extended when necessary to serve new customers.

4.2.5 Electricity

Electricity is supplied to the study area by National Grid, which draws on a variety of sources and has a major substation nearby.

4.2.6 Communications

The study area has standard telephone and internet service, but is distant from fiber-optic lines now being installed from downtown Brockton to communities to the southeast.

4.3 Environment

Much of the Business Park's vacant land is located within wetlands or has significant limitations for septic systems. It should be noted that land within 100 feet of a wetland may not be filled or altered without a notice of intent to the local Conservation Commission and in conformity to subsequent Order of Conditions. As a practical matter, it is best to consider wetlands to be undevelopable except when a small area of less than 5,000 square feet is altered to allow access to a major project, and a comparable area of wetlands is replaced.

Wetlands occupy an estimated 22.7 acres of the Business Park, generally along its eastern edge, east of the Isaac's Moving & Storage at 181 Campanelli Parkway building and north of the building at 44 Campanelli Parkway. Of these, an estimated 10.5 acres are outside of the floodplain. Some of the wetlands and flood plain are on developed or partially-developed parcels. Thus, such land can sometimes be used to make up required lot area or to provide an attractive setting for a business.

Two streams are shown in and around the Business Park. One stream emerges in the wetlands north of South Street and southwest of the Isaac's Moving & Storage building. The other, longer stream emerges in wetlands west of the bend in Campanelli Parkway along the Avon line. The two streams join just north of the Brockton city line east of the R.K. Plaza to form the headwaters of Brockton's Lovett's Brook. There is also a small pond on the first stream just north of South Street.

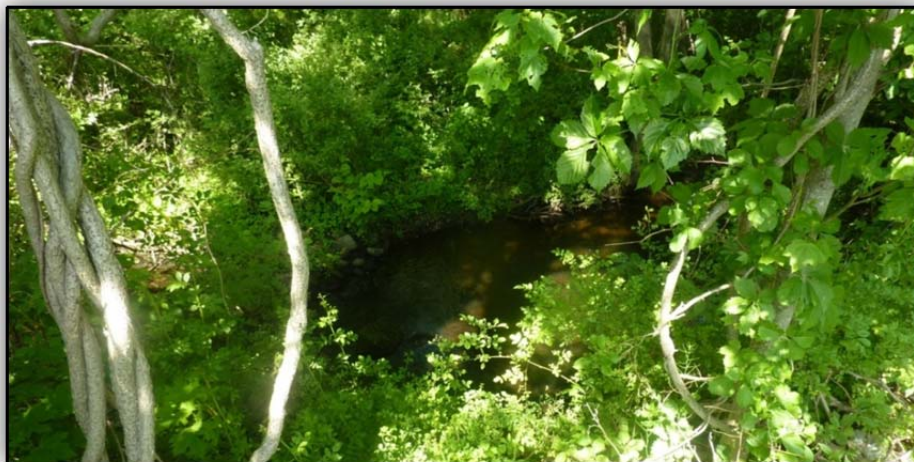


Figure 8: Lovett's Brook east of R.K. Plaza

Additionally, there are an estimated 40.2 acres of 100-year flood plain (including 10.2 acres of the wetlands) within the study area. One is along the western stream and on lowland running north to Campanelli Parkway, and on to the northern edge of the Business Park. The other is on the southernmost portion of the eastern stream, just north of the Brockton city line and east of the R.K. Plaza. Such flood plains are commonly treated as unbuildable unless the Zoning Board of Appeals finds that the specific area is not actually in a flood plain or otherwise hazardous.

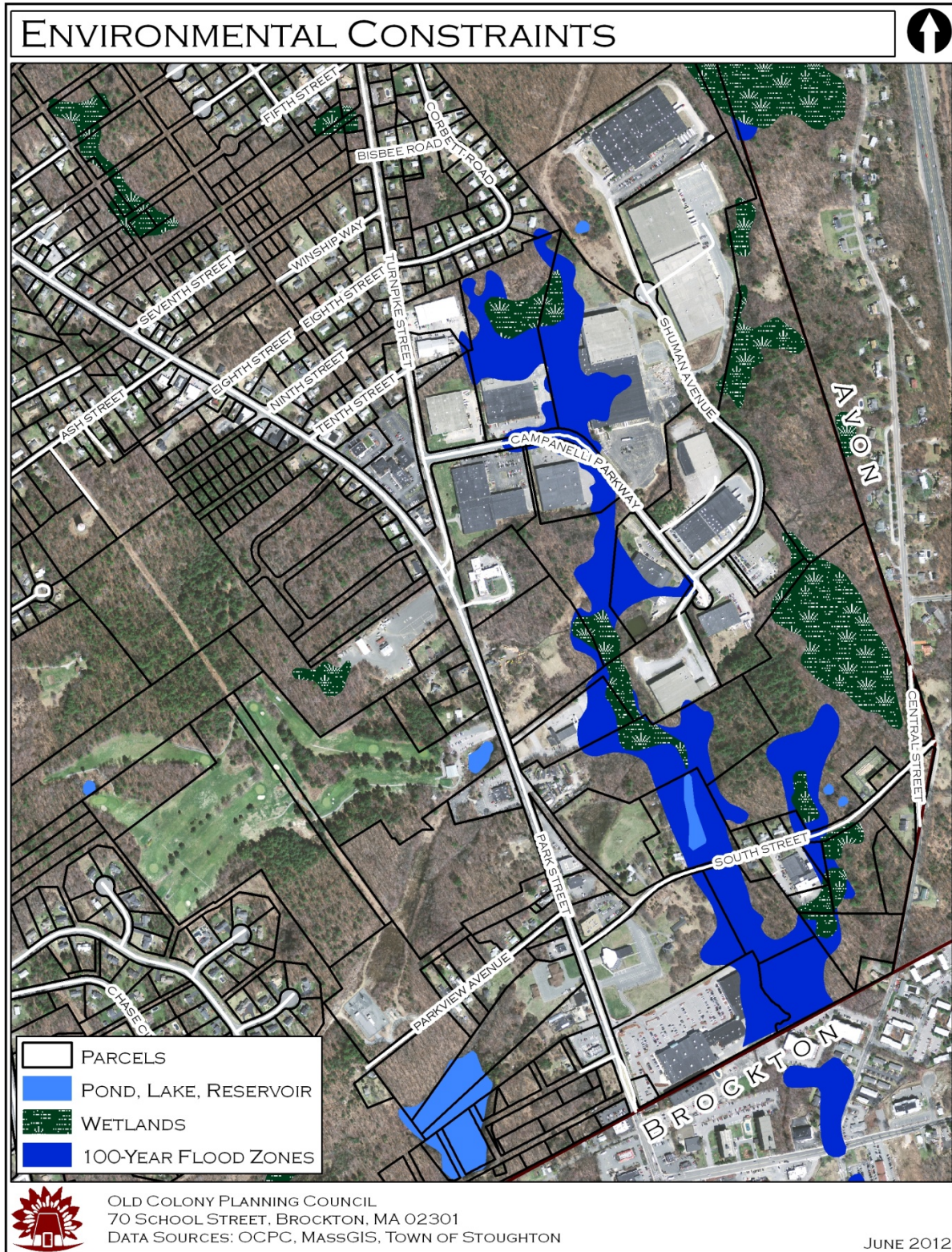
Stoughton's Environmental Affairs Officer, James Conlon, noted several constraints on development including:

- The area's common compact sandy loam soils and fine sandy loam soils absorb water slowly, which enhances septic treatment, but limit its ultimate disposal.
- The area has a typically high water table, particularly along Campanelli Parkway.
- The area possibly has underlying ledge, which would limit water flows and require blasting, as has occurred elsewhere, e.g. at Goddard Heights.

These features traditionally have been mapped as severe limitations for septic systems. However, former Stoughton Health Agent Bruce Capman has pointed out that with varied soils and large parcels, engineers can usually find some approvable soils on a site unless it is in severe wetlands. Use of these soils may lead to future maintenance problems, particular with high flows as at restaurants, but with large parcels, engineers can usually find some approvable soils on a site unless it is in severe wetlands. Use of these soils may lead to future maintenance problems, particularly with high flows at restaurants, but they will probably allow 75% of the otherwise possible development.

In all, the areas of wetland, 100-year flood plain, and surface water should be considered to be unbuildable while the potential in areas which only have severe septic limitations may be reduced by as little as 25%. In this case, the severe limitations reported on much of the site and its wetlands and flood plain suggest a much greater reduction in overall potential. In particular the mapped floodplain may significantly limit the contiguous eastward expansion potential of the R.K. Plaza discussed later.

Figure 9: Environmental Constraints



4.4 Transportation

The study area is located along an important regional arterial-Route 27 (Park Street) and is very close to the limited access highway Route 24, making it quite accessible both locally and regionally. The study area is also accessible via transit from the Brockton Area Transit (BAT) Authority that connects to both the Brockton and Stoughton Commuter rail stations and intervening neighborhoods, but service is limited.

4.4.1 Roadways

The 2008 OCPC Route 27 Corridor Study evaluated traffic congestion and safety along Route 27 and at key intersections within the study area. This study included a review of existing traffic conditions (such as traffic volumes, intersection peak hour levels-of-service, prevailing speeds, and heavy vehicles), physical conditions (such as traffic control, lane use, signage, pavement conditions, intersection alignment), crash analyses, planned improvements, and community goals and plans. The purpose of the study was to document existing traffic and transportation conditions, identify problems, and identify potential improvement projects to address safety and congestion deficiencies.

According to the study, the average daily traffic and peak hour flows for the study area are summarized in Table 3:

Table 3: Route 27 and Turnpike Street Average Daily Traffic*

Location	Average Daily Traffic (Vehicles per day)	AM Peak Hour (Vehicles per Hour both directions)	PM Peak Hour (Vehicles per Hour both directions)
Route 27 North of Ash Street	18,630	1,315	1,500
Route 27 North of Turnpike Street	20,760	1,500	1,660
Route 27 South of Turnpike Street	23,275	1,580	1,770
Turnpike Street north of Campanelli Parkway	6,300	550	510

*2008 counts from the Route 27 Corridor Study have been increased by one percent per year to 2012

Intersection levels-of-service for key intersections were included in the Route 27 Corridor Study. Traffic Signal Warrants, conforming to the Manual on Uniform Traffic Control Devices (MUTCD) were also included in the study to determine feasibility for signaling un-signalized intersections. Level-of-service (LOS) analysis is a qualitative and quantitative measure based on the analysis techniques published in the Highway Capacity Manual by the Transportation Research Board. LOS is a general measure that summarizes the operation of a turning movement lane, an intersection, or transportation facility. It is based upon the operational conditions of a facility including lane use, traffic control, and lane width, and takes into account such factors as operating speeds, traffic interruptions, and freedom to maneuver. Level-of-service represents a range of operating conditions and is summarized with letter grades from "A" to "F", with "A" being the most desirable. Level-of-service "E" represents the maximum flow rate or the capacity on a facility. Table 4 shows the delay criteria for each level-of-service for both un-signalized and signalized intersections.

Table 4: Level-of-Service Criteria Average Delay in Seconds

Level of Service	Stop Sign	Traffic Signal
A	0 to 10	0 to 10
B	10 to 15	10 to 20
C	15 to 25	20 to 35
D	25 to 35	35 to 55
E	35 to 50	55 to 80
F	>50	>80

Table 5 summarizes the LOS for the key intersections within the study area. Route 27 intersections in Brockton are included because of their importance for access between the Stoughton industrial area and Route 24. The levels-of-service and delay are shown for the critical movements at the stop-controlled side streets or the major street (shared lanes or exclusive lanes) for un-signalized intersections since the through movements on the major street (Route 27) have free movement and do not have to yield or stop at the intersections. The levels-of-service and delay for the signalized intersections in Table 5 represent the average overall delay and level-of-service for the intersection.

Table 5: Level-of-Service Summary for Key Intersections*

Un-Signalized Intersections	AM Peak Hour LOS	AM Peak Hour Average Delay (sec.)	PM Peak Hour LOS	AM Peak Hour Average Delay (sec.)
Park Street (Route 27) at Ash Street				
Park Street northbound through and left turn	A	2.5	A	6.0
Ash Street eastbound left and right turns	D	28.7	F	>50
Park Street (Route 27) at Turnpike Street				
Park Street northbound left turn	A	0.4	A	0.5
Park Street southbound left turn	A	0.9	A	1.4
MassDOT eastbound left, through and right turn	E	40.5	F	>50
Turnpike Street westbound left turn	F	>50	F	>50
Turnpike Street westbound through and right turn	C	19.7	C	17.4
Park Street (Route 27) at South Street				
Park Street southbound left, through and right turn	F	>50	C	23.0
Park Street northbound left, through and right turn	A	0.04	A	0.05
South Street westbound left, through and right turn	F	>50	F	>50
Restaurant eastbound left, through and right turn	F	>50	F	>50
Signalized Intersections				
Park Street (Route 27) at RK Plaza	A	8.8	C	25.0
Park Street (Route 27) at Oak Street (Brockton)	B	19.4	C	24.2

*2008 counts from the Route 27 Corridor Study have been increased by one percent per year to 2012

Figure 10: Traffic Conditions



VPD = Number of Vehicles per Day (24-hour weekday period)

Failed peak hour operating conditions occur on minor street approaches to the unsignalized intersections due to the heavy peak hour volumes on Park Street, which do not contain adequate gaps in the traffic flow to allow safe turning movement (mainly left turns) from the side street.

The Route 27 Corridor Study recommended the installation of traffic signals at the Park Street/Ash Street intersection and the Park Street/Turnpike Street intersection to ease the situation where too few gaps are available for entrance to and from the side streets. The Route 27 Corridor Study also included signal warrant analyses conducted for the un-signalized intersections of Park Street/Ash Street, Park Street/Turnpike Street, and the Park Street/South Street intersection. The Park Street/Ash Street intersection and the Park Street/Turnpike Street satisfied the Manual on Traffic Control Devices (MUTCD) for a traffic signal; however, the Park Street/South Street intersection did not meet the requirements for a traffic signal.

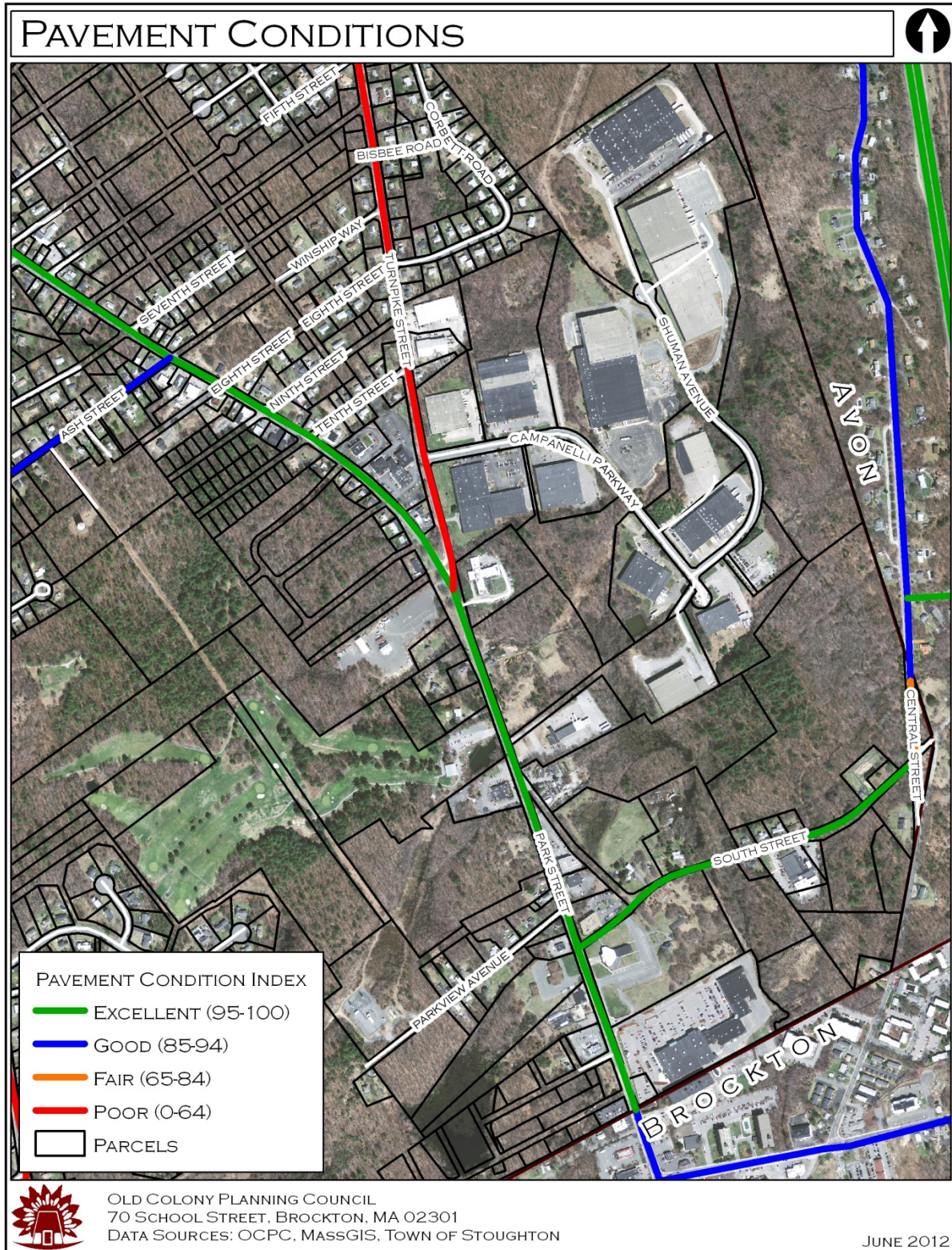
Pavement Conditions

OCPC uses *Road Manager* software to maintain a region-wide Pavement Management System (PMS) for roads eligible for federal aid in the OCPC Region. Park Street is a two-lane, state numbered principal urban arterial in Stoughton. It is under state jurisdiction from West Street in Brockton to Sumner Street in Stoughton, which includes the study area. Its principal urban arterial classification indicates that it carries significant through traffic and is eligible for both state and federal funding. Turnpike Street is classified as an urban collector road and is under the jurisdiction of the Town of Stoughton. Turnpike Street is also eligible for federal aid.

Road Manager software calculates Pavement Condition Index (PCI) scores for the surveyed road segments. This is an index derived from an evaluation of pavement distress factors, average daily traffic, and roadway classification. The PCI is based on a scale of 1 to 100, with 100 indicating a flawless road surface. PCI scores of 95 or higher indicate that the road surface is in excellent condition. PCI scores between 85 and 94 normally indicate that the road has some distresses but is in good condition. Roads with scores between 65 and 84 are in fair condition and are in need of maintenance or mill and overlay repairs. Roads with scores below 65 are in poor condition and need base rehabilitation or reconstruction and overlay.

OCPC surveyed the region-wide federal aid eligible road network in 2010 for an update of the region's Regional Transportation Plan (RTP). This included a survey of the Route 27 corridor and Turnpike Street. The results of the survey showed that Route 27 in the study area is in excellent condition in Stoughton and good condition in Brockton (up to Reynolds Highway). No surface improvements were recommended for this section of Route 27, although Route 27 Reynolds Highway in Brockton was in fair condition and preventative maintenance was recommended for that section. Turnpike Street in Stoughton, from Route 27 north to Central Street was found to be in poor condition with rehabilitation and resurfacing recommended.

Figure 11: Pavement Conditions



4.4.2 Alternative Modes of Transportation

The alternative modes of transportation serving or potentially serving the study area that will be reviewed as part of this study include pedestrian, bicycling and transit service amenities.

Pedestrian

The study area has sidewalks on the east side of Park Street for the entire length of the study area. There are however no sidewalks on Turnpike Street near the Business Park nor are their sidewalks within the Business Park. South Street also has no sidewalks present. The circuitous road system in the Business Park however suggests adding all-weather pathways, potentially from Campanelli Parkway north to the former Courier Print building and to the Northern Container building or from the nearby neighborhood along Corbett Road in to the northern end of the Business Park, or along the power line right of way from Park Street past the Haemonetics building to Campanelli Parkway.

The 2012 Old Colony Pedestrian/Bicycle Connectivity Study found relatively poor pedestrian connectivity in the study area with Level E (on an A to F scale) along Park Street, and Level D, along the lightly-traveled South Street. These levels reflect a range of conditions such as sidewalk width, pavement condition, handicapped accessibility, protected street crossings at intersections, and signalization.

Bicycling

Bicycling can be quicker than transit for door to door travel during good weather since one can make their own schedule and there is no waiting time between trains and buses, and the routes are direct. Bicycles can also be used in combination with trains and or buses depending on policies for carrying bicycles.

The study area however has no infrastructure dedicated to bicycling, as there are no bike paths, bike lanes or sharrows for shared lane usages, but the roadway shoulders along Park Street have a decent width. At the R.K. Plaza intersection there are bicycle actuated in-pavement traffic signals. Also sidewalks are available to cyclists for short distances when roadways and traffic are excessively hazardous. There are few, if any visible bicycle parking racks within the study area.

In contrast to the poor pedestrian ratings, the Pedestrian/Bicycle Connectivity Study found a high level (Level B) of bicycle connectivity along Park Street from the Brockton city line to Stoughton Center, though the same moderate level (Level D) remained on South Street.

4.4.3 Transit

Bus Service

Brockton Area Transit (BAT) Authority's #4 and #14 buses connect downtown Brockton and Stoughton to their respective MBTA commuter rail stations via Park Street with a number of stops along the way. However, only four trips per day run directly to Stoughton from the downtown BAT Centre. The others leave from the Westgate Mall which can be reached from the downtown on the #4 and #4A buses running at 20-25 minute peak period headways. In all, nine busses pass the Business Park en route to Stoughton Center and Cobb's Corner daily on headways from 50-80 minutes. Ten buses then return to the Westgate Mall from Stoughton on headways of 60-100 minutes, with four of these going on to the BAT Center. While there is bus service within the study area, the intervals are long and often require changes at the Westgate Mall. BAT is an asset to those employees whose schedules are compatible with the current bus schedules, but its limits lead one firm to note the need for more frequent service.

Combined Rail and Bus

The usefulness of combined bus and rail service to get from the commuter rail stations to the study area depends on the scheduling, given the infrequent and little-coordinated service. Examples from the schedules include:

- AM peak trains that come through Brockton from the south at 5:35 AM, 6:15 AM, 7:15 AM, 7:40 AM, 8:25 AM and 10:10 AM and from the north at 7:13 AM, 9:02 AM, and 10:34 AM while the direct buses to Stoughton depart at 6:00 AM and 10:00 AM. Thus, only the 5:35 AM train from the south would allow a direct one-bus ride to Stoughton (after a 25 minute wait), and this is well before most jobs start.
- The widely-spaced buses from Westgate Mall to Stoughton at 7:20 AM, 8:40 AM and 10:20 AM require catching the #4 or #4A bus from the BAT Centre starting at 6:40 AM at 20 minute intervals until 10:00 AM. For example, someone who arrived on the 7:13 AM train from the north could take the 7:20 #4 bus to Westgate and then, over an hour later, take the 8:40 AM #14 bus along Park Street to Stoughton. Such delays are typical of the possible train/bus connections.
- An alternative that could ease these long waits, a least in good weather, would be allowing workers to bicycle from the train stations to the Business Park. However only folding bicycles are allowed on the trains during rush hour, from roughly 6:20 AM to 9:00 AM, while regular bicycles are allowed at all other hours. Similarly bicycles carried on the front of the buses could ease the long walk into the Business Park or from home to the nearest bus line, but BAT does not provide front-mounted bicycle racks on their buses.

MassRIDES

MassRIDES is the Massachusetts statewide travel options program, helping people move smarter with information about carpooling, bicycling, walking, public transportation, teleworking, and vanpooling. The on-line routing service supplies specific directions between given addresses at a given time of day and can suggest multi-modal options that many users would not think of. There are also a number of online services offering information on options such as local vanpools.

Figure 12: Transit Service



5.0 Business Inventory

OCPC conducted an inventory of existing businesses within the study area. A number of sources were consulted when developing this inventory including phone interviews with businesses and real estate firms, real estate listings, field visits as well as Info USA (a business data list provider). For the task of conducting a business inventory of the study area OCPC divided the study area into two sections: 1) The AMB Business Park of Stoughton; 2) the Park Street Corridor and the surrounding areas. (Please note that the inventory was conducted in May and June of 2012 and that the real estate market can fluctuate rapidly.)

5.1. AMB Business Park of Stoughton

The AMB Business Park of Stoughton consists of 13 properties located on Campanelli Parkway and Shuman Avenue with a total of 1,414,887 square feet. 685,791 square feet is currently occupied and 729,096 square feet is vacant for a vacancy rate of approximately 51.5%

Table 6: Business Inventory of the AMB Business Park of Stoughton

Address	Size (Square Feet)	Status	Tenants	Activity
12 Campanelli Parkway	20,000 (Estimated)	Occupied	CORT Trade Show Furniture	Operations
12 Campanelli Parkway	31,116	Vacant	N/A	N/A
17 Campanelli Parkway	115,000	Occupied	Franklin Sports	Office Administration & Sales
44 Campanelli Parkway	110,100	Vacant	N/A	N/A
75 Campanelli Parkway	65,000	Vacant	N/A	N/A
100 Campanelli Parkway	150,000	Occupied	U.S. Electrical Services, Inc.	Wholesale Distribution
100 Campanelli Parkway	177,880 (Estimated)	Vacant	N/A	N/A
146 Campanelli Parkway	20,758	Occupied	Velocity Express	Trucking & Distribution
146 Campanelli Parkway	20,758	Occupied	Luna Hardwood Floors & Carpets	Flooring & Carpet Sales & Installation
175 Campanelli Parkway	29,925	Occupied	Albert Basse Associates	Printing
179 Campanelli Parkway	55,400	Occupied	Haemonetics Corp.	Warehouse
180 Campanelli Parkway	68,840	Occupied	New England Retail Express	Trucking
180 Campanelli Parkway	10,000	Vacant	N/A	N/A
181 Campanelli Parkway	60,900	Occupied	Isaac's Moving & Storage	Moving & Storage
37 Shuman	24,210	Occupied	Mats, Inc.	Flooring Distribution

Avenue				
139 Shuman Avenue	166,000	Vacant	N/A	N/A
139 Shuman Avenue	120,000	Occupied	Northern Container	Box Distribution
200 Shuman Avenue	169,000	Vacant	N/A	N/A

5.2 Park Street Corridor and Surrounding Areas

The Park Street Corridor and surrounding areas consists of 21 commercial properties located on Park Street, South Street and Turnpike Street with a total of 343,828 square feet. 315,837 square feet is currently occupied and 27,991 square feet is vacant for a vacancy rate of 8.1%.

Table 7: Business Inventory of the Park Street Corridor and Surrounding Areas

Address	Size (Square Feet)	Status	Tenants	Activity
928 Park Street	1,296	Occupied	Central Florist & Nursery	Greenhouse
950 Park Street	13,608	Occupied	Stoughton Cooperative Bank	Bank
966 Park Street	1,212	Occupied	Park Street Medical Building	Medical Offices
966 Park Street	7,640	Vacant	N/A	N/A
1002 Park Street	1,944	Occupied	Citgo Gas Station	Gas Station
1044 Park Street	21,952	Occupied	Kindred Nursing & Rehabilitation Blue Hills	Nursing Home
1045 Park Street	0	Occupied	MassDOT Maintenance Facility	MassDOT Maintenance Facility
1137 Park Street	3,570	Occupied	Cedar Hill Golf Course	Golf Course
1148 Park Street	9,912	Vacant	N/A	N/A
1165 Park Street	8,875	Occupied	Chateau Restaurant	Restaurant
1214 Park Street	12,327	Occupied	Teamsters Union 25, Other Misc. Offices	Medical & Business Offices
1214 Park Street	3,745	Vacant	N/A	N/A
1228 Park Street	4,920	Occupied	Apex Auto Body	Auto Body Shop
1256 Park Street	12,306	Occupied	Misc. Offices	Offices
1256 Park Street	6,694	Vacant	N/A	N/A
1261 Park Street	1,860	Occupied	D'Angelo	Restaurant
1271 Park Street	8,820	Occupied	House of God Church	Church

1297 Park Street	4,918	Occupied	Royal Bonsai Garden	Greenhouse
1333 Park Street	2,728	Occupied	Burger King	Restaurant
1334-1366 Park Street	120,000	Occupied	R.K. Plaza	Retail Shops
39 South Street	20,955	Occupied	Jubilee Christian Church	Church
143 South Street	29,030	Occupied	F.H. Peterson Machine Corp.	Machine Shop
199 Turnpike Street	15,876	Occupied	Boston Bluestone	Marble & Granite Manufacturer
213 Turnpike Street	29,640	Occupied	Camelot Enterprises, Inc.	Printing

5.3 Views of Real Estate Agents, Property Managers and Owners

To obtain the viewpoint of the stakeholders in the study area, (those who would benefit the most if sewer service was extended to the study area) OCPC reached out to real estate agents, property managers and business owners within the study area to ask them whether the addition of sewer service to the area would attract firms to the currently vacated spaces or lead to the expansion of current business within the area.

5.3.1 Views of Real Estate Agents

These respondents generally see a value to sewerage, but many see it as a desirable extra rather than an essential element. Others see sewerage as often crucial to get the optimum use out of a property and have lost sales or rentals for lack of it.

The moderate support for sewerage from many agents partly reflects the fact that they represent properties throughout the region, many of which, like those in Brockton, have abundant water and sewer service, comparable accessibility by Route 24, and in some cases good access to transit.

The following agents were interviewed and their views follow:

Lance Carlton, Grubb and Ellis Company:

- Sewerage is very important. Manufacturing needs sewerage more than distribution. They have lost (unspecified) deals because of the lack of it.
- Water and electricity are assumed to be adequate.
- There is little interest in office space despite being on a bus line.
- There has been some interest by Bio-Tech firms, chemical firms, metal trades and a laboratory equipment distributor employing 20 to 150 people.

Steve Clancy, CBRE Group, Inc.:

- Prefers having any sewer serve only intensively used buildings on Park Street frontage and doubts the value of sewerage low density uses to the rear of the Business Park.
- Believes most firms are satisfied with their septic systems.
- Receives few manufacturing requests, but can lose one for the lack of sewerage.
- Food and life science firms want sewers, but they are few and they can go to Brockton for sites with water and sewer.

- Plant expansion over former leaching fields is not a big issue; most buildings are big enough.
- Distributive uses benefit from Route 24 (but many communities have access to it.)
- Office use conversions are expensive and rare except as adjuncts to nearby activities, and most office uses can survive with septic systems, though owners may want sewers.

Paul D’Angelo, Quinn Associates, Inc.:

- It is a plus to have sewers as an amenity, but not a need from a real estate perspective.
- Is skeptical about the current efforts and expects little response as there is little demand for manufacturing space, and few manufacturers need much water or sewer service.
- Food producers have greater needs for sewers, but they often are satisfied with septic systems, and sewers might require them to spend funds on pretreatment.
- Expansion space is rarely an issue, as most buildings are big enough and few or no firms are seeking to build over leaching fields.

Steve Donahue, Donahue Associates:

- Sewers would be an amenity adding \$.10 to \$.20/square foot to rents, but there is little unmet local demand because sewer service can be obtained elsewhere.
- There is little demand for manufacturing space.
- Warehousing seeks optimum accessibility, thus hurting sites further away from Route 24 (like East Bridgewater) when accessible Stoughton sites are empty.
- Businesses leasing office space want visibility, even if they are separate from the plants they are managing, and there is little depth to the market.
- Even the high quality Teamsters building on Park Street is slow to rent and there is no interest in expanding it for lack of parking.
- The Endodontic Center office building at the Corner of South Street and Park Street is constrained from expansion by a lack of parking, not by a need for sewerage.
- Questions public payment for sewerage done to benefit specific private projects.

Caleb Hudak, Colliers, Meredith & Grew, Inc.:

- Finds few firms concerned with water and sewer issues, but one cleaning products firm that could live with a septic system preferred sewer for potential expansion and consolidation. It was a key factor in that case.
- Few firms are concerned with adequate water pressure or sewers, but one firm in the Business Park needed major electric service, which may have been available along Park Street.
- There is little demand for manufacturing space along Route 24 generally, or in the Business Park where most space is set up for distribution with high ceilings (even if not as high as some firms now prefer).
- There is little interest in bio-tech space as most firms want to be near Cambridge even for distribution. Haemonetics is one of the few. The Serano building in Randolph with clean rooms and other bio-tech requirements is being converted back to standard space.
- There is little interest in expanding buildings over present leaching fields though Exhibitgroup Giltspur in Avon might need loading dock space over the system. (A dock on posts might be compatible with the leaching field. Others note that most buildings are large enough for present and prospective needs).

Joanna Barry, Prologic Corporation:

- In some cases sewerage can be “crucial” (presumably in attracting companies to the Business Park).

- They get some requests for unspecified manufacturing space, sometimes seeking higher water pressure and electrical capacity along with sewers.
- Most do not need great heights for overhead storage.

5.3.2 Views of Property Managers & Business Owners

In contrast to real estate agents, agents of firms owning or managing the properties see a greater need and in some cases have lost clients due to a lack of sewer. These concerns have led to an extensive local private effort to examine the need for sewer service. As a result, an engineering feasibility analysis of various arrangements for collection, pumping as needed, treatment and ultimate disposal is being presented to the town at their upcoming annual Town Meeting.

The following property managers and owners were interviewed and their views follow:

Basse Screen Printing, 175 Campanelli Parkway, Albert Basse III, Owner

- Senses no constraint from lack of sewers. The firm’s septic system could handle more than the present 50 person staff. Process water is treated by evaporation/recycling, producing only little sludge.
- Sewers would add very little as the firm could expand to 100 employees with the present septic system.
- The leaching field to the front would not limit expansion from the current 30,000 square feet to 50,000 square feet which would be to the rear of the building if needed. (Such a need is unlikely as new digital processes are more compact).
- Other needs; Transit-They could use more frequent bus service better coordinated with the commuter trains.

Camelot Enterprises, 213 Turnpike Street-Myles Duffy, Sales Manager

- Their screen printing and promotional products firm is not constrained by wastewater discharge.
- They produce no process water and have no plans to expand.

Chateau Restaurant, 165 Park Street, Joseph Nocera, Owner

- This popular 275-seat/50 employee restaurant (the Former Nocera’s Restaurant) is severely constrained by the lack of sewer service. They must pump often –at least once per week and the systems smell is offensive.
- Expansion would be impossible given present conditions and they would greatly welcome the Connery Associates study funded by the private business group, Park Street Sewer LLC. They would also be interested in information on innovative/ alternative systems.

Franklin Sports, 17 Campanelli Parkway, Don Loiacano, Manager

- Sewering is not an issue. He sees “no positive” to Franklin Sports from it. Apparently, their septic system is adequate for their approximately 70 employees.
- He had no comments on the needs of the firm’s 271,223 square foot former distribution center at 139 Shuman Avenue, partially occupied by the estimated 105,223 square foot Northern Containers firm.

Freeport Marble & Granite/Boston Bluestone, 199 Turnpike Street, Simona Magliozzi, Office Manager

- Sewering is not an issue to this stone counter top firm. They occupy 15,876 square feet in a two unit condominium building with no present expansion plans and a relatively small staff. The other firm at the site, Denmark Pump Service, could not be reached.

- Process water from cooling stone cutting saws is recycled, so there is no waste process water.

Haemonetics, 179 Campanelli Parkway, Allen Casavecchia, Site Manager

- Sewering for wastewater disposal is not an issue for this distribution facility and there is no process water used.
- The firm makes filters and other equipment for processing blood donations in Braintree and distributes them from Stoughton.
- The leaching field does not limit building expansion as they do not need additional space, and have no intentions to put an addition on this leased building as well as the fact that adjacent wetlands would limit such opportunities.
- Other infrastructure needs, such as gas, electricity and water supplies are well met, and transit was not mentioned.

Northern Container Corporation, 139 Shuman Avenue, Jill Poverman, Partner

- The firm distributes corrugated cartons from a leased 105,223 square foot portion of the 271,223 square foot former Franklin Sports distribution facility reported no water or sewer related problems. It referred all such questions to Franklin Sports.
- The location is adequate in terms of access and transit and has no plans to relocate. Franklin Sports did not respond to a follow-up letter, but it can be inferred that Northern Containers has no need for sewerage and that Franklin Sports is not interested in this possibility.

F.H. Peterson Machine Company, 143 South Street, Barry Woessner, Manager

- This long established, versatile machine shop on the otherwise residential South Street is not constrained by a lack of sewers. It would have been interested some years ago before investing in a modern septic system, but now has no need.
- The firm produces no process water needing treatment, just cooling water.
- The site is tight, but they have no plans to expand over the leaching field even if possible, or to relocate.

RK Plaza, 1334 Park Street, David Baker, Manager of Construction and Planning

- The Plaza and its surroundings are very much in need of sewerage, as does most of Route 27.
- The Plaza is close to a disposal agreement with the City of Brockton with a recently approved City Council vote.
- The Plaza design included sewer lines needed to connect to Brockton.
- Agrees with sewerage Route 27 and the Business Park to meet firms' needs. Sees much potential market response to sewerage.
- Believes sewerage should be a public function and responsibility, supported by an enterprise account, though some in Stoughton seemed to favor a privately run system. "Stores don't want to be in the sewer business."
- Believes the connection should be mandatory for failing systems, not for those with new expensive on-site systems. This is the town's present policy, requiring connections only for those with failing systems and leaving it optional for others.
- The present large conventional system serving all of the stores at R.K. Plaza is at the edge of its capacity, though it was recently improved by removing infiltration which was flooding the leaching field and requiring more pumping.
- MassDEPs interpretation of system capacities limits the site to one restaurant-Panera Bread.
- The sites poor soils and high groundwater challenge any onsite disposal system.

- A new innovate/alternative system such as the Bioclere system RK Associates installed at the Easton's Roche Bros. Plaza is sufficient, but the cost, required extensive parking lot excavation, and long DEP approval time make this option a low priority, given the possible near-future tie into the City of Brockton.
- Expansion of R.K. Plaza is more constrained by parking needs than by waste disposal, and expansion to the east is limited by wetlands.
- Probable betterment charges are expected to be fair, possibly based on maximum potential use of the site and resulting flows, not only on area or frontage. (The Stoughton Engineering Department says the basic method is to divide the total cost by the number of benefitting parties, not by the area or frontage. The system can be modified to fit the particular situation so all costs can be recovered).

Kindred Nursing & Rehabilitation-Blue Hills, 1044 Park Street, John Morrill, Building Engineer

- Not presently constrained by the lack of sewer, but sewerage would allow a greater ultimate expansion and would connect to it if it passed by.
- Flows from the present 92 patient/60 staff facility are well within the 15,000 gallon/day capacity of its two stage Bioclere advanced denitrifying treatment system. The plant is maintained by Weston and Sampson Engineering and performs very well.

5.4 Planned Development

There are no major planned projects that have been reported or are expected either within the Business Park or along Park Street, unless R.K. Plaza finds a way to expand, given sewer service, a better private system or additional land for parking. They now are limited more by parking needs and adjacent wetlands than by waste disposal needs.

The large buildings within the Business Park might have the physical potential for conversion to more intensive and varied uses such as offices or retail, but the real estate agents contacted saw little demand for such space. That seems interesting as the slightly more visible sewered area at Routes 24 and 139 to the north (Technology Center Drive) accommodates several big box retailers with land valued at \$8.15/square foot or \$355,014 per acre compared to \$2.99 square foot or \$130,244 per acre at the AMB Business Park of Stoughton according to a study by Connery Associates funded by the private business group, Park Street Sewer LLC.

Similarly, the unsewered area around the Route 24 and the Central Street intersection that supports the Avon Merchants Park and retailers such as Costco and Ikea, there is considerable unsewered strip commercial development just south of the Business Park's entrance. This suggests greater potential demand in the highly accessible study area.

Given sewerage, the lower Park Street frontage could support further commercial development in place of the preferred concentration at R.K. Plaza, if expansion of the Plaza remains infeasible.

5.5 Proposed Improvements

The privately funded Park Street Sewer LLC proposal suggests using pumping stations or lift stations to connect the entire study area to the Stoughton sewer system, and ultimately to the MWRA. It would most likely tie into an 18 inch interceptor where a power line easement meets Park Street. Pumping into force mains or the use of lift stations would be needed because of the intervening high ground. According to U.S. Geological Survey (USGS) Topographic sheets, R.K. Plaza is below 210' Mean Sea Level (MSL), while the Business Park to the north is about 220' MSL; the old rail grade carrying the 18 inch line is at about 230' MSL, and the high point at Ash and Park Streets is at 273' MSL. For these reasons the Park Street Sewer LLC proposal expects to need three pumping stations to transmit all study area flows to the Stoughton collection system.

In contrast to the assumed reliance solely on Stoughton, it is notable that the 210' MSL R.K. Plaza is higher than the Brockton land to the south which is at 200' MSL or lower. This suggests directing flows from at least the Plaza south to the Brockton System for reasons of efficiency. However, Brockton DPW Commissioner Michael Thoreson notes that much of the Business Park mapped as 220' MSL to 230' MSL is actually lower, and would require some pumping to even reach Brockton. Hence, the Brockton route may not work solely by gravity. This needs closer study.

Beyond efficiency and economy in construction and operation, the Brockton system may be preferable in large scale environmental terms because it would ultimately discharge to an Upper Taunton Basin river rather than to the ocean. Doing so would be more consistent with state policy and the approach of the on-going Upper Taunton River Regional Wastewater Evaluation Project, which calls for using existing regional treatment plants to serve unserved or underserved areas and then returning the treated effluent as close as possible to point of origin. The effluent would be disposed of by reuse for irrigation, ground water recharge, or other acceptable methods, presumably including discharge to a stream subject to National Pollution Discharge Elimination System (NPDES) permits. The purpose is to dispose

of highly treated wastewater in ways which directly or indirectly maintain ground water and the stream flows needed by fish and downstream habitat. If discharging near the water source in Stoughton is infeasible, it is better to discharge the highly treated water to the Matfield River in the Upper Taunton Basin than into Massachusetts Bay just outside of Boston Harbor.

These questions of routing, economy, and environmental impact should be resolved in the proposed Engineering Feasibility/Design study which would include updated topographical data, and in the subsequent Massachusetts Environmental Protection Act (MEPA) review process.

6.0 Attracting & Retaining Business

The Town of Stoughton has a variety of means at its disposal to attract new businesses and retain current businesses.

6.1 Development of a Business Retention & Attraction Program

A business retention program is designed to keep existing businesses within a community by building a relationship between the community and business owners. This is usually done by community leaders and local officials reaching out to the business community to let them know that they are valued and to learn what businesses need to stay and prosper. This is because the primary goal is to increase the number of jobs and boost the local tax base by working with existing firms, while also recruiting new firms. Business retention strategies include:

- Surveying local businesses to determine plans for possible changes or expansion as well as to gauge the business community's attitude toward local government.
- Holding business roundtables or breakfasts and encouraging well-spaced visits to businesses by community leaders.
- Creating a team of local officials to resolve town-related business problems or issues.
- Publishing business oriented newsletters and participating in Chambers of Commerce and other business related groups.

A business attraction program should focus on attracting businesses with growth potential and that are somehow interdependent with existing firms. The town must do this by marketing itself as a desirable location, with needed utilities, resources, and accessibility as well as utilizing targeted media such as:

- Brochures and pamphlets advertising how the area is attractive for businesses
- Participation in area trade shows
- Direct mail campaign targeting specific businesses
- Advertising in various trade publications

6.2 Cooperation with the local Chambers of Commerce

Stoughton is a member of three Chambers of Commerce: the Stoughton Chamber, the Metro South Chamber and the Neponset Valley Chamber. The town can work with staff from these chambers to develop strategies to retain and attract businesses. The chambers support the business community through advocacy, education, networking, and community development.

6.3 Economic Target Area (ETA) Opportunities

Stoughton is a member of the 12 community Quincy Economic Target Area. The benefits to Stoughton and its businesses follow:

Municipal Tax Incentives

Tax Increment Financing (TIF) Programs: A TIF is available to certified projects in an Economic Target Area. A TIF is negotiated agreement between a business and the community relating to the property tax on the increased value due to new construction or through the improvement of the existing facility. A TIF agreement has to be a minimum of 5 years and can extended to as long as 20 years.

State Tax Incentives

Abandoned Building Renovation Deductions: This is a corporate excise tax deduction equal to 10% of the cost of renovating an abandoned building, i.e., one at least 75% vacant for at least 24 months in an

Economic Opportunity Area (EOA) within the ETA as designated by the Massachusetts Economic Assistance Coordinating Council (EACC).

State Investment Tax Credit (EOA Tax Credit): This is an investment tax credit between 1-10% on state income taxes toward all tangible depreciable investments associated with the project. This increases the state investment tax credit for manufacturers from 3-10% at the discretion of the state. Certified projects that are not manufacturers may take advantage of this tax credit as well.

Economic Development Incentive Program (EDIP) Tax Incentives: This incentive program is designed to foster full-time job retention and stimulate business growth. Participating companies may receive state and local tax incentives in exchange for job creation, job retention and private investment commitments. The following types of projects are eligible under EDIP:

- Certified Expansion Project (EP): A full time job creation and investment project within an ETA. Projects can award up to a 10% EDIP Investment Tax Credit to support the project. EPs must also have substantial sales outside of Massachusetts.
- Enhanced Expansion Project (EEP): A project that will create at least 100 new full-time jobs anywhere Massachusetts within two years of receiving an EDIP Investment Tax Credit.

6.4 Grant Program Opportunities

The following grant opportunities support infrastructure improvements for housing, economic development and/or neighborhood development. OCPC has the ability to assist the town in applying for any of the grant opportunities listed below.

Community Development Block Grants (CDBG)

Purpose: To help communities with projects assisting low and moderate-income residents or countering slums or blight.

Key Eligibility Criteria: Communities with a population under 50,000 that do not receive CDBG funds from the Federal Department of Housing and Urban Development (HUD) are eligible to receive CDBG funds from the Massachusetts Department of Housing and Community Development.

Eligible Uses:

- Housing rehabilitation or development
- Micro-enterprise or other business assistance
- Infrastructure and community/public facilities
- Public social services
- Planning
- Removal of architectural barriers, and
- Downtown or area revitalization

Urban Renewal Program (UR)

Purpose: To redevelop substandard, decadent or blighted open areas by providing the economic environment needed for investment in diverse public and private development. Also designed to help communities establish and strengthen urban renewal agencies and to support the development and implementation of urban renewal plans.

Key Eligibility Criteria: Any community in Massachusetts is eligible

Eligible Uses:

- Planning and the establishment of design and rehabilitation standards
- Land Acquisition (including eminent domain) for assembly of developable parcels and disposition for private redevelopment

- Relocation of businesses and residential occupants and building demolition/ rehabilitation
- Improvements to infrastructure
- Project financing through bonding and loans

MassWorks Infrastructure Grant Program

Purpose: A one-stop source for public entities seeking public infrastructure funding to support economic development and job creation. It consolidates six grant programs to streamline the process. Of these, all but the Small Town Rural Assistance Program (STRAP) are applicable to Stoughton as described below:

- Public Works Economic Development (PWED)
- Community Development Action Grant (CDAG)
- Growth Districts Initiative (GDI) Grant Program
- Massachusetts Opportunity Relocation and Expansion (MORE) Program
- Transit Oriented Development (TOD)

Public Works Economic Development (PWED)

Purpose: To assist communities with transportation infrastructure while complementing other discretionary state development oriented-programs and leveraging other investments.

Key Eligibility Criteria: All communities with projects facilitating growth consistent with applicable state policies.

Eligible Uses:

- Transportation infrastructure that will stimulate economic development, create/retain jobs, increase local tax revenue, and improve mobility through a balanced multi-modal transportation system.
- Projects that will advance smart growth within community centers, on brownfields or on underutilized commercial or institutional land, and/or do so as part of a transportation oriented opportunity.

Community Development Action Grant (CDAG)

Purpose: To fund projects that build local economies, eliminate blight, strengthen infrastructure, create jobs and produce workforce/affordable housing that would not occur by private enterprise alone.

Key Eligibility Criteria: The project must address a specific community need that will result in a significant impact on the overall local physical and economic condition of the community, demonstrated by a reduction in blight, support of workforce/affordable housing, job creation and retention; and new private investment. Additionally the project must be consistent with the Commonwealth’s adopted sustainable development principles and ready to proceed within 120 days of the award.

Eligible Uses:

- Infrastructure improvements such as water and sewer system upgrades, sidewalks, roadway and streetscape improvements (not parking facilities); mixed-use housing and commercial development; site preparation; improvements to public buildings, demolition, and new construction/rehabilitation of existing structures.
- CDAG-funded projects must be publicly owned or managed for at least 30 years.

Growth Districts Initiative (GDI)

Purpose: To create a level of “development readiness” within identified growth districts

Key Eligibility Criteria: Communities must identify appropriate locations for significant new commercial, residential or mixed-use growth. The locations should be highly attractive to new development and truly competitive at a national and international level.

Eligible Uses:

- EOEHD will cooperate with communities/property owners to make identified “growth districts” truly “development ready” with respect to all permitting, site preparation (including brownfields remediation), infrastructure improvements, and marketing.

Massachusetts Opportunity Relocation and Expansion (MORE)

Purpose: To stimulate job creation and economic growth by providing the public infrastructure improvements companies need.

Key Eligibility Criteria: Municipalities and for-profit entities join in partnership on public infrastructure development that must create 100 new, permanent, full-time jobs lasting five years in Massachusetts, able to generate substantial sales outside the Commonwealth, or provide an exceptional economic benefit to the public.

Eligible Uses:

- Development of publicly owned infrastructure

6.5 Alternative Financing Opportunities

There are many alternative financing opportunities to assist communities in diverse industrial, commercial, real estate, mixed-use, public works and infrastructure projects. Some of the more common alternative financing opportunities are highlighted below.

District Improvement Financing (DIF)

Purpose: To fund municipal public works/infrastructure projects with future increased tax revenues from within a predefined district. This can also be used to stimulate private investment, which ultimately increases the taxable value of a business.

Key Eligibility Criteria: All communities with a DIF Plan, given approval by the Economic Assistance Coordinating Council are eligible to apply.

Eligible Uses:

- Incremental revenues can either pay for the improvements (from year-to-year) or be pledged to bonded municipal improvements.

Economic Development Fund

Purpose: To finance non-residential and mixed-use projects/programs that create or retain jobs, improve the local and/or regional tax base, or enhances the local quality of life.

Key Eligibility Criteria: All HUD-designated “non-entitlement communities” are eligible to apply.

Eligible Uses:

- Pre-development planning studies
- Micro and small business technical assistance programs
- Regional revolving loan funds
- Public social services related to economic development
- Infrastructure and public facilities projects in support of economic development
- Direct business assistance for: new equipment, real estate, new construction and rehabilitation, working capital, and (in some cases) refinancing

State Revolving Fund (SRF)

Purpose: This is a zero percent or low interest loan program for wastewater projects offered by the Department of Environmental Protection.

Key Eligibility Requirements: Projects that are eligible for this program must demonstrate water quality benefits; the elimination or mitigation of the risk to public health; needs to achieve or maintain

compliance with applicable discharge permits or other water pollution control requirements; will implement or be consistent with watershed management plans (or addresses a watershed priority) and is consistent with local and regional growth plans.

Eligible Uses:

- Combined Sewer Overflow mitigation
- New wastewater treatment facilities and upgrades of existing facilities
- Infiltration/inflow correction
- Wastewater collection systems
- Nonpoint source pollution abatement projects, such as landfill capping, community programs for upgrading septic systems (Title 5), brownfield remediation, pollution prevention, and stormwater remediation

Infrastructure Investment Incentive Program

Purpose: To support, through public infrastructure investment, certified economic development projects resulting in new jobs, increased property values and local and state tax revenues.

Key Eligibility Criteria: The proposed public infrastructure improvement projects would not happen/ or achieve the contemplated level of development or other economic activity without this program. Additionally the project must be approved and certified by the municipality, the Secretary of Administration and Finance and MassDevelopment. The infrastructure improvements financed must be between \$10 million and \$50 million and the projected new annual state tax revenues from each project component must be at least 1.5 times greater than the projected related annual debt service. The program may finance no more than two local economic development projects and must be financially feasible with sufficient developer resources, consistent with sustainable development principles and not receive public assistance under certain other state programs.

Eligible Uses:

- Expenditure of bonds issued by MassDevelopment
- Investment in public infrastructure improvements to support certified economic development projects

Tax Exempt Bonds

Purpose: To provide very low interest rates for the purpose of financing capital projects.

Eligibility Criteria: Municipalities, non-profits and developers are eligible to apply.

Eligible Uses:

- Municipal and governmental projects
- Waste recovery and recycling facilities
- 501(c)(3) nonprofit real estate and equipment
- Manufacturing facilities and equipment
- Affordable residential rental housing

Chapter 43D (Expedited Local Permitting)

Purpose: To streamline the permitting processes so that a commercial or industrial project on an identified Priority Development Site can be permitted within 180 days.

Key Eligibility Criteria: Local governing authority approves the use of Chapter 43D with subsequent approval by the State Interagency Permitting Board. Priority Development sites must be zoned for commercial or industrial development, have signed approval by all property owners and have the capacity for development or redevelopment of a building of at least 50,000 square feet.

Eligible Uses:

- Communities may be eligible for technical assistance grants to improve permit tracking and issuance and to support coordinated project review by town boards and commissions

Each of these economic development strategies and opportunities can help local public and private development efforts given knowledge of their provisions and parameters. OCPC Economic Development Staff is available to assist communities and other applicants to identify and apply for the appropriate resources.

7.0 Policy Development Alternatives

This section will examine policy development alternatives as they relate to sewer infrastructure, zoning and regulatory changes within the study area that have the ability to unlock the economic potential of this area.

7.1 Sewer Infrastructure

The town will need to answer the following questions if they embark on an engineering and design feasibility study of providing sewer service to the study area:

- What should the scale of the system be—should it serve all of the study area or just focus on Park Street and R.K. Plaza?
- Should it be committed to using Stoughton’s infrastructure or use a combination of resources including Brockton’s facilities?
- What should be the purpose of providing sewer service to the study area: to serve commercial and industrial uses only; to serve commercial and industrial uses and new housing made possible by sewerage; or to serve commercial and industrial uses, new housing, and existing septic system-dependent housing along the corridor.
- How to calculate the equitable distribution of costs of providing sewer service by finding a means of relating costs to the benefits and use of the system and avoiding excessive betterment charges to probable non-users or minimal users versus uniform charges.
- The degree to which they focus on state policies of “keeping water local,”—maximizing recharge and stream flows, versus seeking the simplest available solution, such as discharge to the MWRA.

7.2 Zoning and Regulatory

- Should the commitment be to maximizing the commercial node at the Brockton city line as a complement to the Stoughton Central Business District (CBD), while minimizing intervening commercial strip development or allowing intervening sprawl?
- Should there be active encouragement of more intense “big box” uses at the Business Park, like that of Technology Center Drive, or to continue present market-driven patterns?
- Should the town look at expanding the amount of industrial zoned land within the study area, such as expanding the Industrial zone to South Street regardless of present market, or stay within its present boundaries?
- Should the town encourage higher density neighborhoods along South Street, or continue the current low density patterns?

A major question is the future use of the land north and south of South Street. The street is now primarily low-density residential consisting of six homes, two small cemeteries as well a small, well-kept machine shop fronting some of the homes. There is also some undeveloped frontage partially in mapped wetlands and floodplains, and some partially undeveloped land behind a major church fronting on Park Street. The question that needs to be examined is whether present zoning patterns be continued or revised.

Below is a list of five potential alternatives, a discussion about each of the alternatives and OCPCs recommendations in italics for each of the alternatives.

Alternative 1: Extension of the Industrial zone from the Business Park south to South Street

- Alternative 2: Extension of the Industrial zone from the Business Park past South Street to the Brockton city line.
- Alternative 3: Extension of the Neighborhood Business District into and past the 100 year floodplain to the east.
- Alternative 4: Increase the allowed densities in the 55,000 square foot lot Residential A district along South Street to capitalize on the areas strategic location for housing. One example would be rezoning the area east of the Neighborhood Business District to R-U with 25,000 square foot lots or to R-M, which would allow multi-units at 12,000 square feet per unit. This would allow for higher density development appropriate to the area's accessibility and its distance from noise and traffic along Park Street.
- Alternative 5: Rezone the Industrial shaped triangle east of Park Street and north of South Street to General Business to reflect its accessibility and present uses.

Alternatives 1 and 2:

There current market suggests that there is limited demand for industrial or distribution space. Also with the availability of an estimated 12.6 acres of developable land off Shuman Avenue between mapped wetlands and the Avon town line and 4.6 acres at the former trucking terminal west of the Isaac's Moving & Storage in addition to the vast amount of underused floor space already in the Business Park suggests not expanding the Industrial Zoning as proposed in Alternatives 1 and 2.

As it relates to possible sewer expansion, most of these businesses appear to be functioning well with their onsite disposal systems. Retaining the present zoning would not require sewerage for most uses; however it would be a convenience and allow for more intensive uses and new development.

OCPC recommends maintaining and not expanding the present Industrial District and to rezone the South Street triangle to NB and to rezone the R-A land north and south of South Street, except for the expanded HB area to R-M.

Alternative 3:

The apparent vigor of R.K. Plaza and the preferability of intensifying one commercial center with controlled access over further strip commercial development, suggests expanding the present Neighborhood Business District east to the Avon town line. However, the fact that the eastern end of the present Plaza site is in a 100-year floodplain along the headwaters of Lovett Brook means that any expansion will require careful site design and close review by the Stoughton Conservation Commission. It may also require any expansion to be discontinuous; doing it as a special project and incorporating the Brook and any bridges as site design features. Doing this might also include detention or recharge of the site's runoff and/or compensatory flood storage to make up for any lost floodplain.

As it relates to possible sewer expansion, such development would work best with sewer service, given the limitations of the present RK Plaza septic system. Such sewer service could be to the nearby down-slope Brockton municipal system given an Inter-Municipal Agreement, or to the MWRA via pumping to Stoughton's sewers.

OCPC recommends expanding the present Highway Business District east towards the Avon line, but maintain close scrutiny over any wetlands impacts so that they may be mitigated properly.

Alternative 4:

The present RA zoning along South Street allows only single-family detached housing (or cluster development by special permit) on 55,000 square foot lots. The apparent success of the nearby multi-family developments just south of the Brockton city line suggests the attractiveness of the general area

for multi-family housing. This reflects its commercial, cultural, and recreation amenities and highway accessibility.

Rezoning to R-M allowing multi-family housing and townhouses at slightly under three units per acre or to R-U which allows single-family houses at slightly under two units per acre and two families at 2.5 units per acre, could better exploit the area's potential. The choice would depend on how much the town wishes to preserve the low-density character of South Street. If such preservation is a strong concern, R-U with its nearly half-acre to three-quarter-acre lots would be preferable; but if fully exploiting the site's advantages is more important, R-M would be preferable. Given the area's reported poor soils and high water table, even such moderate density development may require sewerage. The relatively low densities allowed under R-M could be increased by zoning revisions or through use of provisions such as Chapter 40B allowing greater flexibility in design if 20% to 25% of the new units are affordable.

OCPC recommends rezoning the South Street triangle to GB or HB.

Alternative 5:

Rezoning the triangle at South and Park Streets would simply reflect its present use, as there is little chance that a major industrial firm would locate there.

OCPC recommends considering down-zoning some of the General Business District on Park Street to lessen future strip commercial development.

8.0 Findings, Conclusions and Recommendations

8.1 Overall Findings

The area has considerable development potential since it has good infrastructure (water, gas, electricity and telecommunications) in place; good access via Route 24 and local arterials; a sizeable amount of available land; and transit (bus) service. The only piece of infrastructure that is missing is that of sewer service.

8.1.1 Demand for Sewer Service

The public outreach, business inventory, and interviews /surveys of local businesses and property owners found a variety of land uses within the study area, many of which could benefit from sewer service.

The need for an extension of sewer service along Park Street and into the Business Park is dependent upon the type of activity and its need for wastewater disposal. The environmental constraints of the study area, including wetlands and poorly percolating soils, increases the need for sewerage in areas where sewage volumes and soil conditions make on-site disposal inadequate. Restaurants use and discharge much more water than stores, offices, most manufacturing firms and the study area's many warehouse and distribution activities. Restaurants along Park Street that use individual on-site systems must pump frequently, and the one restaurant at the RK Plaza shares a Plaza-wide conventional septic system that is close to capacity and also requires frequent pumping.

At present, warehousing and distribution are the main activities in the Business Park. These along with the Business Parks few offices and manufacturing facilities report few problems in contrast to the greater needs along Park Street.

In sum, the lack of sewer service limits the study area to businesses and activities that do not require much wastewater disposal. Thus, the extension of sewer service will increase the attractiveness of the study area, especially along Park Street for firms with greater disposal needs. Conversations with real estate agents however reveal little present demand for space by industries with major sewage flows. This could be partially self-fulfilling however as such firms do not seek sites in unsewered areas. Without local sewers, the town maybe missing longer-term opportunities in bio-tech research and manufacturing, and other aspects of the reputedly recovering national manufacturing sector.

There is room in the Business Park for major expansion or more intensive activities with over 700,000 square feet of unused floor space as well as some developable land in the Business Park in addition to almost 25,000 square feet of floor space in partial inventory of buildings along Park Street. In all there is an estimated 99.7 acres of vacant land in the study area, of which a third or more may be undevelopable due to wetlands and floodplain.

One area needing additional detailed study (if the area does receive sewer service) is how much of the wastewater should go to the basically downslope Brockton system for treatment and disposal to the Taunton Basin's Matfield River and how much should be pumped to the Stoughton System for ultimate treatment and disposal by the MWRA and discharged to Massachusetts Bay.

8.1.2 Transportation Needs

Overall the study area has good accessibility by automobile, transit, bicycle and foot, but some gaps remain. OCPC's 2008 Route 27 Corridor Study found that the intersection of Route 27 and Turnpike Street had very long peak hour delays for vehicles entering Route 27 from the stop controlled Turnpike Street approach. Increased commercial and industrial activity will increase peak hour traffic there. The intersection currently satisfies the warrants for a traffic signal, which if installed, would lower delays to acceptable levels.

Route 27 does have adequate shoulders to serve bicyclists, although vehicles regularly travel at high speeds, making bicycling and walking along the corridor dangerous. In addition to a traffic signal at Turnpike Street, there is a need for signage along Route 27 indicating that the shoulders will be used for bicycle lanes. The road however has no shoulders at the R.K. Plaza intersection in Stoughton and at the Oak Street intersection in Brockton. To improve safety through these intersections, pavement markings (sharrows) should be installed with signage indicating that riders will share the lanes with motorists through these intersections. Such improvements along Route 27 will enhance bicycle safety and encourage alternatives that help to reduce traffic and congestion within the Route 27 corridor.

Other transportation needs include increased local BAT bus service between Brockton and Stoughton and the need to better coordinate it with MBTA commuter rail service and to improve bicycle facilities in and around the Business Park.

8.2 Conclusions

- Route 27 needs sewer service and the Business Park could also benefit from sewer service.
- Without local sewer service, the town maybe missing longer-term opportunities in bio-tech research and manufacturing, and other aspects of the recovering national manufacturing sector.
- The proposed Engineering Feasibility/Design Study on the 2012 Stoughton Town Meeting Warrant needs to consider alternative coverage and timing issues. Should some or all of the Business Park be served and if so, when.
- The environmental impacts as well as the construction operating and maintenance costs of installing sewer service in the study area should be closely examined as well as which is the best choice of how to dispose of wastewater-through Stoughton's MWRA system or Brockton's municipal system.
- The needs of the RK Plaza are compelling, but it is not clear how they relate to the proposed Engineering Feasibility/Design Study, if the Plaza will soon be connected to the Brockton's municipal system.

8.3 Recommendations

8.3.1 Sewer Needs

- Support the idea of bringing sewer service to the study area, particularly along Route 27 and the Business Park and other adjacent property.
- Encourage RK Plaza to obtain sewer service through Brockton if that is deemed to be the most efficient, environmentally beneficial, and readily achievable approach.
- Support the proposed \$500,000 sewer engineering feasibility/design study currently on the 2012 Stoughton Town Meeting Warrant, while ensuring that it examines alternative systems, routes, and disposal areas.
- Give full attention to the efficiency, cost and environmental benefits of disposing of a maximum of the flow to the Brockton System and on to the Matfield River.

- Seek financial support from a variety of sources to limit the costs of sewer service to local interests and taxpayers and to support related economic development.
- Work with potential users to ensure equitable betterment costs to abutters, and fair ultimate connection charges and user fees for the system's users.

8.3.2 Other Infrastructure

- Make needed improvements to the local roadway network (e.g. north-bound truck access to Turnpike Street).
- If water consumption within the Business Park increases significantly, work with the Business Park's owners to revive and implement the previous plans to loop the Business Park's privately-owned water mains with a second connection to the town's distribution system.

8.3.3 Development and Planning

- Examine the development potential of the remaining open land, particularly the upland between Shuman Avenue and the Avon line, and the Neighborhood Business zoned land just north of the RK Plaza.
- Expand cooperation with the local Chambers of Commerce and with state agencies such as the Massachusetts Office of Business Development (MOBD), the Department of Housing and Community Development (DHCD), MassDevelopment, and the Economic Assistance Coordinating Council to support appropriate development.
- In the forthcoming Stoughton Master Plan:
 - Review and update the recommendations of the 1987/88 Strategic Planning Study for the study area.
 - Focus on the area's development potential in comparison to other areas along Route 24 and Route 27.
- Continue planning for extended rail service through Stoughton Center, making maximum use of the Transit Oriented Development (TOD) Zoning bylaw-the Stoughton Center Mixed Use Overlay District (SCMUOD), and work to intensify development in the Center as a complement to other development it in the study area; thereby minimizing commercial sprawl along the intervening section of Park Street.