

# Strategic Regional Planning Framework

Citizen Summary



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Old Colony Planning Council  
70 School Street  
Brockton, Massachusetts  
02301-4097

This Strategic Regional Planning Framework was funded by the Massachusetts Executive Office of Housing and Economic Development and prepared by the following Old Colony Planning Council Staff under the direction of Pasquale Ciaramella, Executive Director:

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It draws heavily on the 2007 Regional Transportations Plan prepared under the direction of Charles Kilmer, Transportation Program Manager

Cover: Valuable remaining landscape of stonewalls, pasture, reservoir and cranberry bogs in Plympton; part of the recommended low growth low density protection area

**Purpose of the Regional Strategic Planning Framework:** To direct growth and to concentrate it in the most suitable areas in terms of infrastructure, soils, accessibility, relation to other development, and patterns of land use and resources deserving protection. It does so with a emphasis on Smart Growth which builds on existing infrastructure, recognizes the efficiencies of compact development and compatible, complementary mixed uses, seeks to preserve open space and related resources at the regional and local level, encourages a range of transportation investment which give people options beyond driving alone and supports healthy community centers,

**The plan builds on Past Efforts particularly Old Colony Planning Council's prescient 1968 "Future Land Use Plan - 2000" and on its 2000 Regional Policy Plan.** The first proposed no new growth centers as such but identified areas that were most suitable for different forms of growth and offered a year 2000 land use map suggesting the locations of major uses. These tended to be the existing centers.

The more recent Policy Plan (and draft successor plans) did not offer a mapable spatial regional plan. Instead it explored growth and development issues leading to sprawl and outlined alternative goals, policies and potential programs from a Smart Growth/Sustainable Development orientation.

Now the region is much larger than in 1968 with the addition of Stoughton, Halifax, Plympton, Kingston and Plymouth. With extensive open land particularly in Halifax, Plympton and Plymouth, and an increased concern about limiting sprawl, it is again appropriate to identify overall growth and preservation areas in order to guide future more differentiated local land use planning. That is what this Strategic Planning Framework seeks to do.

## **Findings and Recommendations.**

**Chapter I Base Conditions** reviews local history and then describes recent trends towards dispersed "sprawl" development as shown by comparing the 1971 and 2005 land use maps and reviewing the tabulated 1971-1999 changes in land use. It notes that this continuing pattern of low-density residential development of outlying areas and the scattering of non-residential uses, (i.e. "Sprawl") has a variety of negative regional impacts including:

- Increased consumption of land
- Additional trips on the transportation network, contributing to increased congestion and pollution
- Increased demand for transportation improvements
- Decreased feasibility of mass transit
- Increased demand for investment in infrastructure; water, sewer, roads, schools, transit ...while that in some older areas is underused.

The Plan notes that development is concentrated in the north around Brockton and in the south around the northern end of Plymouth. The greatest concentration of population and/ economic activity is at its northern end. Brockton itself (2000 US Census population, 94,304) is the most developed

community with 29.3 percent of the region's 2000 total population and 30.5 percent of its commercial and industrial activity. Combined with the adjacent towns of Abington, Avon, Stoughton and Whitman, this area contained 48.0 percent of the region's population and 51.9 percent of its employment in 2000. Then to the southeast, Plymouth (2000 Census population, 51,701) had 16.1 percent of the Old Colony region's population in 2000 and 18,919 jobs for 15.3 percent of the regional employment, making it the second largest concentration of population and employment. The absolute and proportional increase in employment particularly demonstrates the growth of this outlying area.

### 1971- 1999 Land Use Changes

TOWN NAME	Undeveloped Land in 1971 (acres)	Developed Land in 1971 (acres)	Undeveloped Land in 1985 (acres)	Developed Land in 1985 (acres)	Undeveloped Land in 1999 (acres)	Developed Land in 1999 (acres)	Change from Undeveloped to Developed Land, 1971 - 1985 (acres)	Change from Undeveloped to Developed Land, 1985 - 1999 (acres)	Change from Undeveloped to Developed Land, 1971 - 1999 (acres)
Abington	4,313.74	2,195.05	4,091.01	2,417.79	3,590.78	2,918.01	222.73	500.23	722.96
Avon	1,804.14	1,098.87	1,563.07	1,339.93	1,405.10	1,497.90	241.06	157.97	399.04
Bridgewater	15,295.74	2,883.74	14,049.27	4,130.21	12,147.15	6,032.33	1,246.47	1,902.12	3,148.59
Brockton	4,387.28	9,406.76	3,922.36	9,871.68	3,647.69	10,146.34	464.93	274.66	739.59
East Bridgewater	9,042.51	2,191.69	8,615.26	2,618.94	7,763.93	3,470.26	427.25	851.33	1,278.57
Easton	15,206.48	3,502.60	13,804.50	4,904.58	12,410.05	6,299.02	1,401.98	1,394.44	2,796.42
Halifax	10,012.71	1,099.21	9,407.66	1,704.26	8,970.43	2,141.49	605.05	437.23	1,042.28
Hanson	7,950.91	2,111.78	7,564.33	2,498.35	6,980.80	3,081.89	386.57	583.54	970.11
Kingston	10,036.91	2,090.09	9,378.83	2,748.17	8,130.87	3,996.13	658.08	1,247.96	1,906.04
Pembroke	11,721.04	3,317.02	10,863.70	4,174.36	9,969.45	5,068.62	857.33	894.26	1,751.59
Plymouth	57,645.27	8,024.00	54,329.11	11,340.15	50,895.11	14,774.15	3,316.16	3,434.00	6,750.16
Plympton	8,913.89	733.21	8,452.14	1,194.96	8,161.89	1,485.21	461.75	290.25	752.00
Stoughton	6,626.04	3,904.43	5,970.58	4,559.89	5,172.07	5,358.40	655.46	798.52	1,453.97
West Bridgewater	8,215.51	1,813.85	7,841.01	2,188.34	7,305.85	2,723.51	374.49	535.17	909.66
Whitman	2,649.29	1,798.04	2,468.92	1,978.41	2,291.37	2,155.97	180.37	177.56	357.93
<b>OCPC Region</b>	<b>173,821.44</b>	<b>46,170.33</b>	<b>162,321.75</b>	<b>57,670.02</b>	<b>148,842.53</b>	<b>71,149.25</b>	<b>11,499.69</b>	<b>13,479.22</b>	<b>24,978.91</b>
<b>Massachusetts</b>	<b>347,642.89</b>	<b>92,340.67</b>	<b>324,643.51</b>	<b>115,340.04</b>	<b>297,685.06</b>	<b>142,298.49</b>	<b>22,999.38</b>	<b>26,958.45</b>	<b>49,957.83</b>

Source: MassGIS, Based upon Aerial Photo Interpretation  
Updated 01/07/2008 SJM



# 1971 LAND USE, OCPC REGION

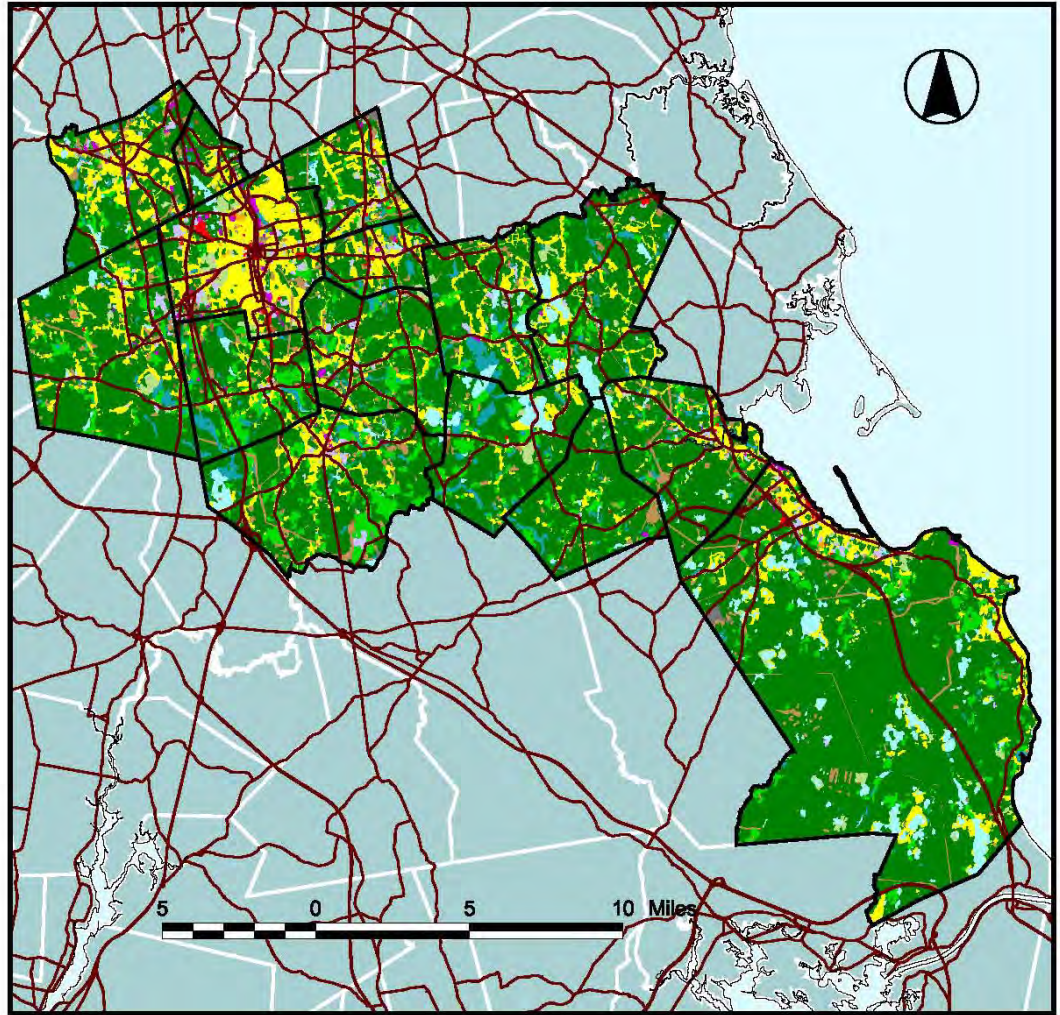
*The MassGIS Land Use datalayer has 37 land use classifications interpreted from aerial photography. Coverage is complete statewide for 1971, 1985, and 1999. This datalayer has been aggregated into 13 categories for this project. A new "automated" land use layer based upon the 2005 imagery will be available in 2008.*

-  OCPC Region
-  Major Highways
- Land Use 1971**
-  Residential
-  Multi-Family
-  Commercial
-  Industrial
-  Recreation
-  Urban Open
-  Agriculture
-  Forest
-  Abandoned & Mining
-  Transportation
-  Waste Disposal
-  Wetlands
-  Surface Water
-  Surrounding Communities
-  Tidal Inlets, Rivers & Bays



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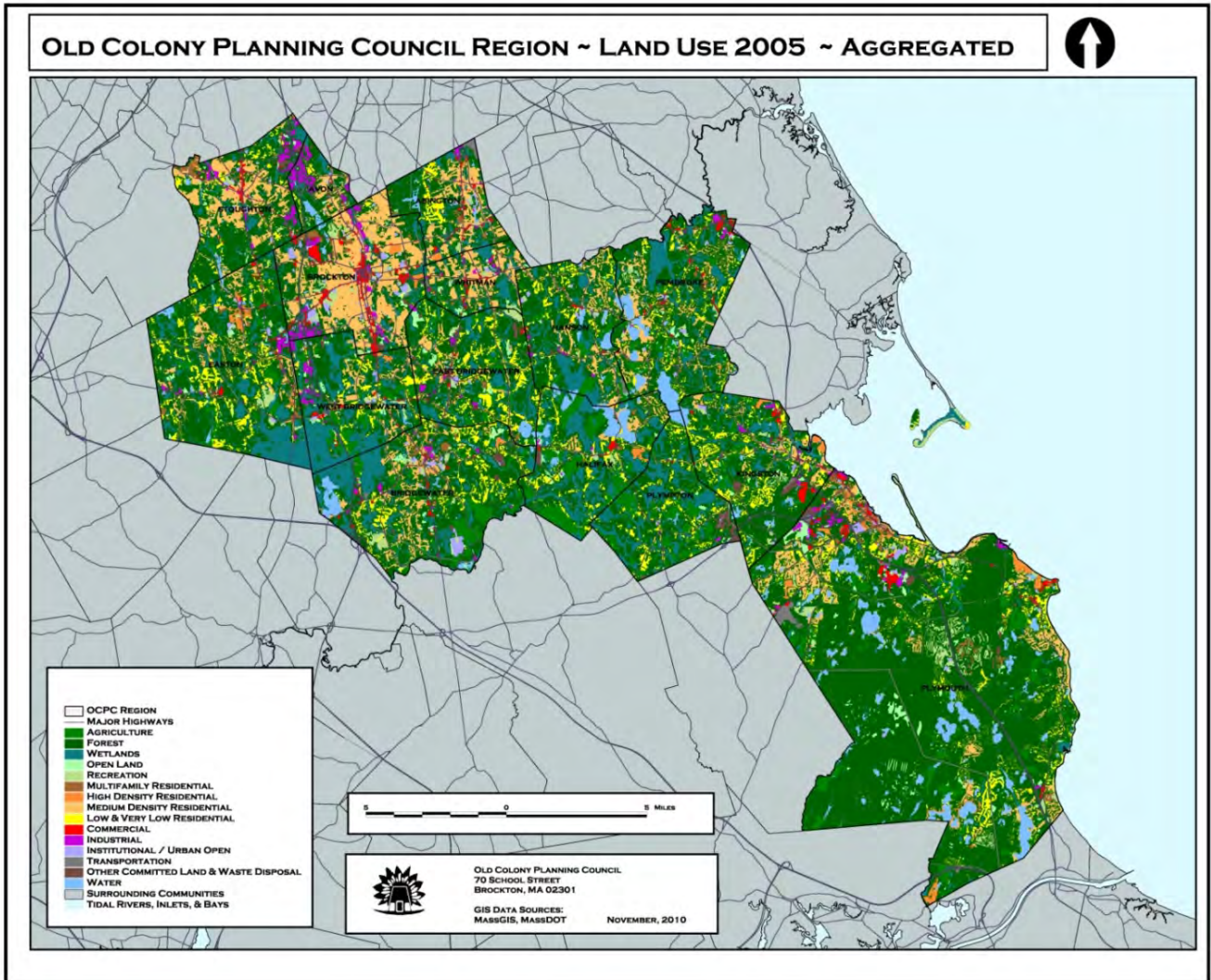
GIS DATA SOURCES:  
MASSGIS, EOTPW



The intervening communities are much smaller. These are bedroom communities with scattered non-residential uses, some agriculture, (largely in minimally buildable cranberry bogs) and considerable room for development.

One important trend is the creation of new mixed-use developments at various scales. This could range from individual mixed-use commercial/residential/institutional buildings in existing centers such as Abington and Whitman (and potentially in Pembroke and West Bridgewater through various forms of Central Business District zoning), to large scale complexes on underused commercial /industrial sites.





In particular **residential growth** continues to decentralize the population and to consume land at an increasingly high rate. The region's land in housing grew from 31,706 acres in 1971 (10.5% of the region) to 39,433 acres in 1985 (17.99 percent of the region), on to 47,607 acres in 1991 (21.64% of the region), and to 53,151 acres in 1999 (24.22% of the region). Thus residential land grew by 68 percent from 1971 to 1999 while the population grew by only 40 percent (from 230,379 in 1970 to 321,515 in 2000).

Recent development has mostly been low to moderate-density single-family houses on relatively large lots. Post-2000 growth includes 3,087 single family-detached houses and only 108 buildings of >2 units, for an estimated 2000-2004 growth of 3780 units (3.2 %). Thus the region remains characterized by relatively low-density single-family development despite pockets of multi-unit family housing, largely done through Chapter 40B. The common lower-density development combined with the cul-de-sac nature of many subdivisions and the typical scattering of public and commercial uses increases social isolation and local travel demands.

## Trends

The densities of new neighborhoods will continue to drop and land consumption per unit will continue to rise as long as communities require an acre or more per unit except for Ch.40B projects. Similar pockets of higher-density development are beginning to be pursued though locally-chosen areas rezoned for as-of-right development under Chapter 40R. This requires allowing densities of >20 units/ net acre for multi-family housing, >12 units /net acre for 2-3 family houses, and >eight units /net acre for single-family houses with waivers possible for communities of fewer than 10,000 persons.

Continued residential growth is expected. DOT 2030 projections show the eight communities with <750 people per square mile in 2000 growing by 48.3 percent, for a gain of about 57,770 persons. At the same time, the seven densest communities are expected to grow by only 21.9 percent, gaining approximately 44,210 persons while the whole region grows by 31.7 percent. This suggests a gradual leveling of densities outside of Brockton, but the projected changes in the structure of the region by 2030 are slight.

**Commercial land use** continued to increase through 1999, but more slowly than in the past. Businesses occupied about 3,750 acres or 1.7 percent of the region in 1999, compared to 3,473 acres or 1.6 percent in 1991; 2,551 acres in 1985; and 2,039 acres in 1971. This small proportion of all uses belies the prominence of commercial uses and their significance for employment, access to goods and services, traffic generation, and community character. The retail growth suggests that some developers expect an infinite demand for such space, despite vacant stores.

The historic retail concentrations are in the centers of Brockton, Stoughton, and Plymouth with smaller concentrations in the centers of Whitman, Easton and Bridgewater. While some complementary land uses (courts and county offices) are relocating away from Downtown Plymouth to areas closer to Route 3, the downtown has benefited from the addition of transit access by the Plymouth Area Link service. In 1999, 28.1 percent of the region's commercial land (1,055 acres) was in Brockton followed by 15.7 percent (587 acres) in Plymouth; 7.3 percent (273 acres) in Stoughton; 7.3 percent (272 acres) in Kingston; 7.0 percent (264 acres) in Easton; 6.0 percent (225 acres) in Pembroke; and an estimated 5.8 percent (216 acres) in Abington.

This retail space includes two regional malls, the 600,000 square-foot Westgate Mall near Route 24 in Brockton and the 670,000 square-foot Independence Mall in Kingston close to Route 3, plus the nearby out-of-region 750,000 square-foot Hanover Mall on Route 53 next to Route 3. There are also several concentrations of big box stores near Rte. 44 in the north end of Plymouth, in West Plymouth off Samoset St., at the Avon Merchants Park off Route 24, in the North Stoughton Technology Park, and in the growing Cedarville commercial area and others are planned, along with many mid-sized shopping plazas along or near major roadways.

Brockton's land in commercial use grew from 920 acres in 1971 to 1,055 acres in 1999 though its share of the region fell from 45.1 percent to 28.1 percent. General merchandise shopping has

declined in most traditional town centers and is greatly reduced in downtown Brockton while growing in strip malls and individual stores along arterial streets.

This new retail development continues to be dispersed beyond traditional centers, generally along high-capacity roads and away from transit. Big box stores tend to cluster, rather than be isolated. Though spread out within a site and not very pedestrian-friendly they can offer more convenience than isolated stores and may slightly reduce total trips.

The dispersed pattern of current retail development puts some facilities within reach of most of the population, but requires driving. At the same time, the single-purpose nature of this development requires more land dedicated to parking, generates more local trips, and fragments activity patterns. This suggests that communities should seize opportunities to create strong multi-purpose mixed-use centers accommodating varied uses, thereby reducing single-purpose trips and enriching community life.

Recommendations: Growing communities should guide and integrate new or expanding public, commercial, and high-density residential uses to create mixed use centers. Communities with failed shopping centers could adopt Planned Unit Development regulations for redeveloping such sites with diverse complementary uses. They could also use Chapter 40R Smart Growth zoning with its major financial incentives for related housing.

Such scattered, higher-density mixed-use developments might not change regional travel patterns (unless focused in the General Growth Areas or the more central of the proposed Primarily Commercial/Industrial Growth Areas) but they could reduce local trips..

**The region's industry** grew from cottage industries to water power mill sites along impounded streams. Later, with 19<sup>th</sup> century steam power and electricity, sites developed along railroad lines and near town centers, often within walking distance of workers' homes and close to related businesses. Now many firms depend less on rail freight, seek workers and customers from the greater region, and often prefer convenient one-story plants, leading many to move to industrial parks or freestanding sites near highway interchanges. This can be seen in the highway-oriented Industrial Parks in Brockton, Avon, Easton and Stoughton and along Manley St. in West Bridgewater, and in Pembroke, Plymouth and Kingston near Route 3. In contrast, Brockton's Oak Hill Way Park is in the south central portion of the city near the railroad and close to the city's traditional industrial areas.

The largest concentration of industrial land is in the region's industrial/office parks. These use land less intensely than the older urban sites since they generally restrict site coverage (e.g. to 25% in Avon Industrial Park) and often use one-story buildings. In all the parks consume much land and generate many commuting auto trips and industrial /distribution heavy vehicle trips.

Brockton's major traditional industrial corridor runs nearly the length of the City from north to south, generally on the east side of the railroad tracks that bisect the city. It includes a series of Economic Opportunity Areas designated under the state's Economic Target Area program of



financial incentives for economic development and public improvements. Unfortunately, it has a discontinuous local road system. The City has considered building new segments and improving others to create a ‘North-South Industrial Road’. Study of ways to do this with minimum neighborhood impacts is recommended.

The corridor has older mills and some open areas suitable for new industrial space including the sites of the long-proposed Freight Yards Industrial Park and the FootJoy Industrial Park. One opportunity might be to create competitive one-level spaces in older buildings with features such as safe, fast freight and passenger elevators.

Other industrial activity is in scattered, freestanding complexes. These are often near housing and remain as grandfathered or spot-zoned industrial areas and can have varied impacts. Careful planning, regulation, selective modification of traffic patterns and lighting, and addition of noise control or landscaped buffers is recommended to ensure compatibility. .

### **Agricultural Land Use**

Farm land has been shrinking with the decline of dairy farming and with the small size of newer specialty farms and horse farms. The main recent growth has been with the re-emerging cranberry industry which has restored some bogs that were abandoned during the crash in berry prices and created new (often upland) bogs that support newer varieties of berries. As of 1999 the region’s land in agriculture was:

Cropland	6,070.7 acres
Pasture	2,910.8 acres
Orchard, Nursery, Cranberry Bog.	<u>5,289.0 acres</u>
Total	14,270.5 acres

Much of the past dairy and crop land has gone into suburban housing, except for where unsewered wet soils limit development. This housing is usually notable for the lack of mature trees and names like “Former Farm Estates.” The older bogs are often undevelopable as they are classified as wetlands. However the newer upland bogs can revert to brush and woods if abandoned and are potentially developable unless protected. Various groups like the Southeastern Mass Agricultural Partnership with its Buy Local campaign, the State Department of Agricultural Resources and the local Agricultural Commissions are working to support local agriculture and to connect potential farmers to land. Thus much of the land in agricultural use may remain part of the landscape and the economy.



Underused dairy land at Whitman’s Peaceful Meadows

**Population, Growth Rates**

The Old Colony Region’s grew most rapidly over the 1970s, adding 19.5% with continuing high volume post-war suburban growth. The increase then dropped to 10.7% in the 1980s, to 10.1% in the 1990s, and to 5.4% over the past decade as shown.

Old Colony Region	1970	1980	1990	2000	2010
Population	230,379	275,406	296,864	321,515	339,000
Decade Increase	19.5%	10.7%	10.1%	5.4%	

Source: MassDOT, Office of Transportation Planning

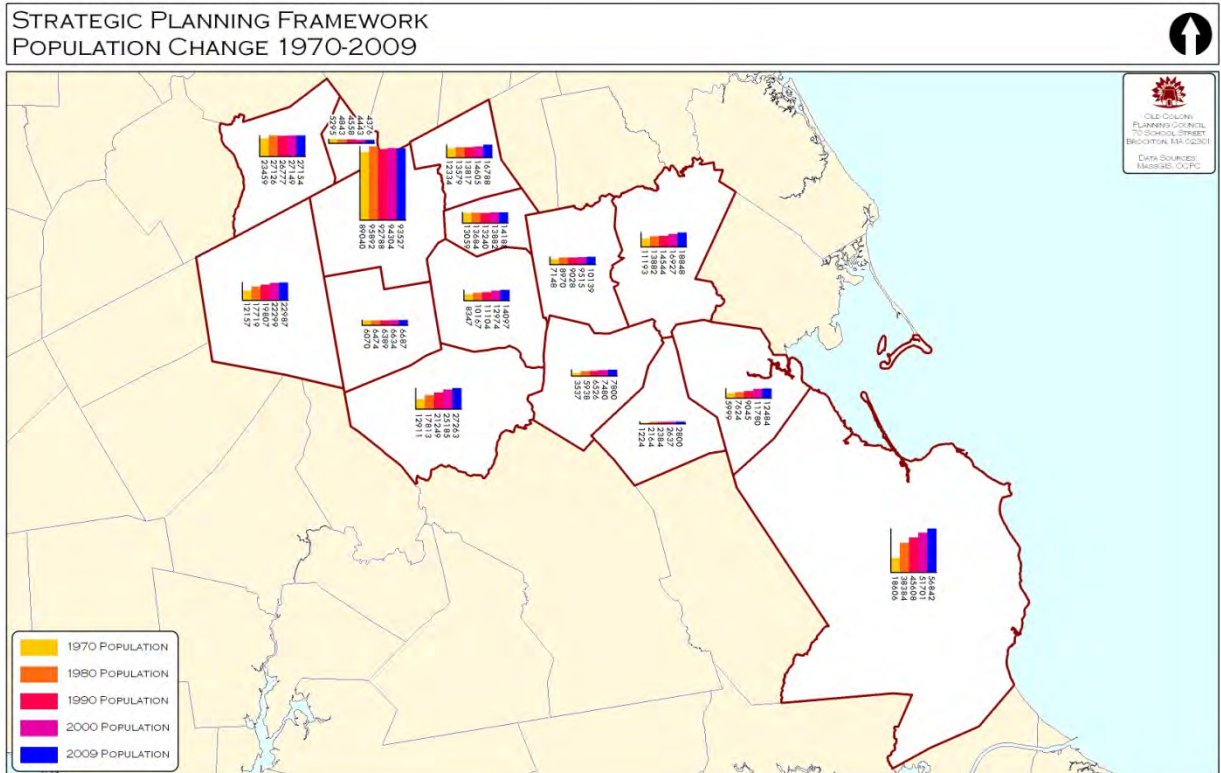
The following map of Regional Population Change 1970-2009, shows slight growth in Brockton, moderate growth at the two ends of the region, slow growth in the central communities, and great growth in Plymouth. (Later the Plan uses a companion map of Employment to show the comparable, but generally greater increases in employment at the ends of the region and the slower growth in the central communities).

From 2000 to 2005, much of the region’s growth occurred in the southeastern half of the region, where many communities grew by over 6 percent. In contrast many communities in the northwestern half had far less growth. Areas to the south have generally had more developable land, and a much subdivision and low-density, large-lot development has occurred.

**Population Density**

The northwestern portion of the region is much more densely populated than the southeastern

portion. Brockton is the densest community in the Region, with nearly 4400 persons per square mile. With 7 percent of the region’s total land area, it had 29 percent of the region’s population in 2000. In 1990, nine towns (Abington, Avon, Bridgewater, Brockton, East Bridgewater, Easton, Pembroke, Stoughton, and Whitman) had 600 or more persons per square mile and two additional towns (Hanson, and Kingston) reached this level by 2009.



Overall density tells little about the emerging character of a community. It is a community-wide figure and much land may be in other uses or vacant, while the density of many neighborhoods is higher. In contrast, new growth is often on larger lots and at lower immediate densities than in the older neighborhoods. Still, the overall figures do suggest the emerging pattern of regional growth and the potential for increased inter-community trips if present trends continue..

**Social Data**

From 1990 to 2000 the regional population grew by 8.30 percent reaching 321,515 while the number of whites decreased by .15 percent from 271,850 to 271,441 and the black population grew by 35.5 percent from 15,966 to 21,629. In the same period American Indians, Eskimos, or Aleuts grew by 19.5 percent from 604 to 722; and Asian and Pacific Islanders increased by 42.3 percent from 2,869 to 4,082 and the total “Hispanic origin” population of all races rose by 28.7 percent from 8,265 to 10,634. In all, the region’s broadly-defined minority population rose to 50,074 or 15.6 percent of the total.



Brockton had 77.7% of the region's Afro-American population and 71.0% of the "Persons of Hispanic Origin," along with 72.2 % of the "Persons of Two or More Races," and 71.2% of the "Persons of Some other Race Alone;" while having only 29.3% of the total 2000 population. In all, 13,759 minority persons, 27.5 percent of the total, live outside of the City. In Brockton, as of the 2000 census, there was some minority population in every census tract but very few tracts were more than 50 percent minority and none were over 64 percent minority. In all, the Old Colony Region is more integrated than much of the Greater Boston metropolitan area.

**Age** In 1980, the largest segment of the population was between 15 and 24 years old. That group of baby Boomers became 35 to 44 years old by 2000, and was still the largest age group. . By then over 20 percent of the population was 55 or older. As the Boomers progress, their proportion of the 55+ population will continue to rise. Some of this population may move to warmer climates or to more manageable small houses, or even to retirement communities or assisted living facilities but many will choose to stay in their own homes given supportive services like transportation. The effect on the distribution of population will depend on the availability of the preferred housing options in various communities.

**Employment** Like most older metropolitan areas the OCPC region area has experienced three trends from 1990 to 2000;

- 1) A decline in manufacturing employment, particularly in the once dominant shoe industry
- 2) An increase in retail and service employment; and
- 3) An overall dispersion of employment opportunities inside and outside of the region.

Manufacturing jobs dropped by 12.87 percent from 1990 to 2000, while non-manufacturing grew by 17.87 percent and government jobs grew by 13.89 percent. Total employment grew by 11.2 percent from 111,321 in 1990 to 123,739 in 2000, while the population grew by a lesser 8.6% from 296,864 to 321,515. There was one job for every 2.59 people in 2000, and the region remained a net exporter of workers. By 2005 the region had grown to 126,564 jobs with an estimated population 331,873, but were 2.66 people for every job. As elsewhere the greatest growth was in retail and services.

Brockton remains by far the region's largest employment center with over 39,000 jobs in 2005, approximately one-third of the region's total; next was Plymouth with nearly 22,000 jobs, and Stoughton was the third with 12,135.

## **Incomes**

As of 2000, the region's median household income of \$58,269, and its median family income of \$67,330 were higher than the respective state medians in these categories, \$50,502 and \$61,664. However the per capita income of \$24,032 was lower than the state's figure of \$25,952. It ranged from \$17,163 in Brockton to \$30,732 in Easton. The low median may reflect families and households with many wage earners.

## Population and Employment Projections

MassDOT predicts the present declining rate of growth to drop to 5.3% in the 2010s and to 2.2% in the 2020s, and then to rise by 2035. It projects a 2.19% increase from 2030 to 2035, suggesting a doubling of the regional rate of growth in the 2030s.

At a larger scale, MassDOT projects state growth from the 6,349,097 of 2000 to 7,139,000 by this study's target date of 2030, a 12.4% increase; and on to 7,292,000 by 2035 for a 14.8% 2000-2035 increase.

Massachusetts	2000	2009	2020	2030	2035
	6,349,097	6,593,587	6,844,000	7,139,000	7,292,000

Source: MassDOT (9/2010 Revisions)

Because of the region's accessibility to Boston; availability of vacant, developable land; and extensive community resources, its population grew rapidly in the past. Much of this growth reflected migration from communities to the north. This is forecast to continue more moderately in near future. In order to manage and accommodate growth, communities need to anticipate probable growth given continuation of present conditions and policies.

There are a number of indicators of potential population growth that support ambitious projections. These include:

- Good highway access to Metropolitan Boston and surrounding regions via Routes 3, 24, 44, 128, and 495
- Commuter service on the Old Colony Railroad's Plymouth, Middleboro and Greenbush Lines.
- The availability of public transit provided by BAT, the MBTA and GATRA and several private operators.
- Extensive areas of developable land, some sewerred or potentially sewerred .
- Concentrations of old multi-story industrial buildings with a potential for transit-oriented residential use.
- Increased opportunities for higher-density mixed development according to Smart Growth Principles, particularly in Transit Oriented Development (TOD) projectsl stations.

Other factors suggest more moderate growth over the next thirty years. These include

- A declining birth rate reflecting national trends.
- Increased lot size requirements and declining multi-family construction due to zoning, partially offset by the opportunities offered under Chapters 40B and 40R.
- Changing attitudes toward growth favoring conservation of rural/suburban traits

MassDOT distributed state control totals among regions according their expected shares of the total population. This reflects trends from 1970 to the present, assuming continuing comparative internal conditions and trends within and between the MPOs/RPAs. The region's share of the

state population rose from .405% in 1970 to 5.06% in 2000 and is expected to reach 5.15% in 2020, .168% by 2030, and 0.517% by 2035. In all, the Old Colony region's proportional share is expected to increased by 2.1% from 2000 to 2035 while some regions (Berkshire, Boston, Pioneer Valley) decline. The region's past and projected shares of the state's population follow.

	1970	1980	1990	2000	2010	2020	2030	2035
State								
Population	5,684,636	5,685,675	6,016,425	6,349,097	6,625,000	6,844,000	7,139,000	7,292,000
OCPC Share.	.0405	.0484	.0493	.0506	.0509	.0516	.0517	.0517
OCPC Pop:	230,379	275,406	296,864	321,515	337,000	353,000	369,000	377,000

### Community Projections

The following distributes the forecast regional population according to OCPC staff analysis of recent trends in population and employment growth and the availability of usable land.

#### Local Community Forecasts

	Population <sup>1</sup>	2017	2020	2025	2030	2035
<b>Massachusetts</b>	<b>6,593,587</b>	<b>6,760,000</b>	<b>6,844,000</b>	<b>6,992,000</b>	<b>7,139,000</b>	<b>7,292,000</b>
<b>OCPC Region</b>	<b>335,980</b>	<b>348,000</b>	<b>353,000</b>	<b>361,000</b>	<b>369,000</b>	<b>377,000</b>
<b>Abington</b>	16,788	17,200	17,300	18,000	18,500	19,000
<b>Avon</b>	4,376	4,400	4,400	4,400	4,400	4,400
<b>Bridgewater</b>	27,263	28,000	28,500	29,000	29,000	30,000
<b>Brockton</b>	93,527	94,000	94,000	95,000	96,000	97,000
<b>East</b>						
<b>Bridgewater</b>	14,097	15,000	15,500	16,000	17,000	18,000
<b>Easton</b>	22,987	23,200	23,400	23,600	23,800	24,000
<b>Halifax</b>	7,800	8,000	8,200	8,400	8,800	9,000
<b>Hanson++</b>	10,139	10,500	10,500	11,000	11,500	12,000
<b>Kingston</b>	12,484	12,500	12,600	13,000	13,300	13,600
<b>Pembroke</b>	18,848	20,000	21,000	23,000	23,500	25,000
<b>Plymouth</b>	56,842	64,100	66,050	67,500	69,500	72,000
<b>Plympton</b>	2,800	2,800	2,850	2,900	2,950	3,000
<b>Stoughton</b>	27,154	27,300	27,500	27,700	29,000	28,000
<b>West</b>						
<b>Bridgewater</b>	6,687	6,800	6,800	6,900	6,950	7,000
<b>Whitman</b>	14,188	14,200	14,400	14,600	14,800	15,000

*1 - 2009 Population Figures From US Census Bureau Estimates*

*Massachusetts and Old Colony Regional Total population forecasts produced by the Massachusetts Department of Transportation, Community level forecasts are conceptual and based on past growth trends, and not a scientific forecast.*



## Role of Migration

Local growth is often referred to as if it were all from natural increase - births over deaths – when much of it is from in-migration from older suburbs and from Boston - hence the bumper stickers “Originally from Dorchester,” and from abroad. This can be seen by comparing natural increases with overall growth in several communities.

The buildout analyses need to look at the natural increase and total growth statistics which reveal the importance of in-migration to individual communities, and to track these movements between regions, sub-regions and communities. Knowing the origin of in-migrants might be helpful in anticipating community service needs and expectations, while examining the sheer size of the sending population would suggest possible limits on continued in-migration from these communities. This could be less than the calculated buildouts assume.

### Natural Increase and In-Migration

Community	1990-1999 Natural Increase (adjusted for missing data)	1990-2000 Total Population Increase(adjusted for longer period)	Estimated net in-migration; % of growth
Easton	1047	2492	1445 58.0%
Hanson	646	467	179 38.3%
Kingston	386	2735	2349 85.9%
Plymouth	3135	6093	2958 48.5%
West Bridgewater	-198	245	443 188.1%

## Employment

MASSDOT notes that growth in employment requires labor force growth. Given slow state growth it projects state-wide employment to drop from the 3,245,600 of 2000 to 3,112,000 in 2010, then to rise to 3,332,000 in 2020, to 3,394,000 in 2030 and on to 3,416,000 by 2035, an overall increase of 5.3%. In contrast it expects OCPC employment to rise from the 123,881 of 2000, to 124,400 by 2010, and on to 135,000 by 2020, 141,000 by 2030, and 142,000 by 2035, an overall increase of 14.6%.

## Infrastructure

After a detailed review of the region’s infrastructure capacities and needs the report examines the “Implications of the Base Conditions and Trends for Regional Growth and Development.”

It notes that one of the State’s Sustainable Development Principles, - to Redevelop First, using, rehabilitating and reusing existing infrastructure before extending sprawling development - underlies a concern with the Region’s infrastructure and resources. Its findings follow:

## 1. Transportation

**The configuration of the regional highway system** favors growth at the western and eastern end of the region where freeways are available, particularly for north-south travel. However the network also has sufficient coverage to support growth in the intervening communities, particularly given prospective improvements to the numbered routes, and to some potential Transit Oriented Development sites.

The eastern and western communities have more roads in poor condition than the more slowly developing central communities of Halifax, Hanson and Plympton. These conditions may reflect overdue maintenance more than basic flaws and need not limit growth.

**The map of hazardous intersections** shows great concentrations in the central areas of older communities particularly in Brockton and Stoughton, suggesting more appropriate growth in outlying areas. On the other hand the fatal crash locations are scattered along higher volume highways, or particularly twisty roads such as Route 3a in Plymouth.

**The concentrated pattern of public transportation** would argue for concentrating growth around Brockton and to a lesser extent in central Plymouth while seeking to meet present multi-modal needs region-wide.

**Rail Freight** from the Boston and north must be routed circuitously through Middleboro since the rebuilt Neponset Bridge carries only passenger trains. The local line runs north and south from Avon through Brockton and the Bridgewater, and on to Middleborough. Hence the western portion of the region has best freight service. This suggests concentrating any heavy, rail-using industry there but this issue is unlikely to change overall development patterns.

## 2. Water Supply and Waste Water Treatment/Disposal

**Since most areas have access to sufficient water**, whether developed or not, the availability of water is not a crucial factor in shaping growth. Still the greatest resources, Brockton's Silver Lake system with its desalinated lower Taunton River water, and Plymouth and Kingston's access to the Plymouth Carver Aquifer, give the two ends of the region the greatest resources.

**The expanded sewer infrastructure** would allow increased densities in the served areas of the sewered communities. The difference would depend on zoning and the underlying soil types. Soils limitations maps from the Plymouth County Soils Survey can indicate areas which will be relatively difficult to develop, especially with septic systems.

The question is to distinguish the effect of sewerage on probable development or on opportunities to guide growth. Is it inducing growth or giving us an opportunity to steer it? Sewering the central portions of a community may allow a heightened density where appropriate for compact development, while sewerage outlying areas may make marginal areas more readily developable. This would consume such land and speed sprawl at both the town-wide and regional scale. Conversely, sewerage only selected central areas or ones where growth is desired, e.g. as a TOD

area, and allowing considerably higher density there, may help to keep the surrounding areas open. This would lessen sprawl within the project and the community, and slow it regionally.

The effect on probable development will depend on whether the sewerage is to serve present problem areas or, intentionally or not, to serve undeveloped areas with marginal soils. In some cases, central area sewers get extended to outlying problem areas or industrial sites leaving the intervening areas with potential service.

The influence of sewers should not be over-stated. In some limited large lot (1+ acres) areas engineers often can find an approvable spot on a lot. These generally accommodate 2/3<sup>rd</sup> or 3/4s of what would occur under the same zoning without limitations. Sewerage will make these areas more predictably developable, but may only increase densities by a third or so unless the town then increases the allowed density.

At present, the sewerage can help to slow outlying growth and to direct growth if done with clear purpose. An intention to maintain the region's overall bi-nodal character and to preserve open areas in the center suggests more directed sewerage in the eastern and western communities and very limited sewerage in the central towns.

**Chapter II Policies, Regulations and Resources** reviews Sustainable Development Policies, Smart Growth Principles, Executive Order 385, and earlier state policies, and then examines the present range of innovative development controls in the region's communities. It compares these with the anticipated requirements under the proposed Comprehensive Land Use Reform and Partnership Act (CLURPA).

### **Sustainable Development Principles**

The state's present Sustainable Development principles build on and extend those earlier drafted by the Office for Commonwealth Development These are to:

1. Concentrate Development and Mix Uses
2. Advance Equity
3. Make efficient decisions
4. Protect Land and Eco Systems
5. Use Natural Resources Wisely
6. Expand Housing Opportunities
7. Provide Transportation Choice
8. Increase Job and Business Opportunities
9. Promote Clean Energy
10. Plan Regionally



In turn **the related Smart Growth concept** has been defined as “a comprehensive term for land-use oriented movements that represent all of the progressive planning movements of the past two decades [such as Sustainable Development and New Urbanism]. Smart Growth advocates land use patterns that are compact, transit-oriented, walkable, bicycle-friendly, and include mixed-use development with a range of housing choices. This philosophy keeps density concentrated in the center of a town, city [or region], to combat urban sprawl. These issues have concerned state administrations since at least the early 1970s and various resources are available to support such efforts and needed economic development

**Available Resources include:**

**Economic Target Areas**

The ETAs may include Economic Opportunity Areas (EOAs) identified by the communities and designated by the state. Projects in EOAs may benefit from:

1. **Tax Increment Financing**
2. **Abandoned Building Renovation Tax Deduction**
3. **EDIP State Investment Tax Credits**
4. **Abandoned Building Renovation Tax Deduction**
5. **Special Real Property Tax Assessment Schedule (SRPTAS)**
6. **Other ETA Benefits- Easier access to federal and state funding**

**Other Programs/Resources** are Chapter 43D Expedited Permitting, CPA The Community Preservation Act, Chapter 40R Smart Growth zoning and Chapter 43D, Expedited Permitting

The chapter then reviews **Current Innovative Regulatory Tools** There are over forty special provisions in the region, but many are for similar purposes. The major provisions are:

Cluster Development

Transit Oriented Development (TOD)

Transferable Development Rights (TDR)

Central Business District (CBD) /Mixed Use Zoning

Chapter 40R Zoning

Chapter 43D Expedited Permitting

Planned Unit Development (PUD)

Special Growth Management/Impact Control/ Special Design Requirements.

Unique Historic Preservation Provisions

Sustainable Energy Provisions

Many of these provisions are valuable for giving the communities the ability to encourage/regulate a wide variety of development consistent with Smart Growth Principles. However this leaves the question of the local and regional location of the projects. A well

designed project on raw land at the edge of town or in the outskirts of the region would do little to counter community or regional sprawl.

As the text shows, few communities have all of the basic provisions of Cluster Development, Transit Oriented Development (TOD), mixed-use CBD zoning, Transferable Development Rights (TDR) , or Ch.40R planned “Smart Growth” mixed-use development districts, but there are many other innovative provisions such as Planned Unit Development (PUD) potentially supporting Smart Growth Objectives.

Many of these should be useful to implement the Strategic Planning Framework’s division of the region into General Growth Areas, Primarily Commercial/Industrial Growth areas, Primarily Residential Growth Areas and the related Priority Development Areas and Priority Protection n ) Areas.

### **Summary of Local Regulatory Provisions**

The following table groups present provisions under these headings.’

1. Cluster There are two broad types of cluster development;
  - 1A, The basic residential form allowing reduced lot and roadway requirements for a given number of permissible units in exchange for dedicating the saved land to open space
  - 1B, A variety of bylaws for varied residential and non-residential uses also allowing higher densities on a portion of the land in exchange for open space use of the saved land.
2. Transit Oriented Development (TOD)
3. Transferable Development Rights (TDR)
4. Central Business District (CBD) /Mixed Use zoning
- 5A.Chapter 40R Zoning
- 5B. Chapter 43D Zoning
6. Planned Unit Development (PUD)/ Mixed Use Development
7. Special purpose/Impact Control or Varied Design Requirements Zoning
8. Historic Preservation - Both Unique Local Bylaws and local Historic Districts
9. Sustainable Energy Production /Wind Turbines

### The Summary of Local Zoning Provisions

Type/Town	AB	AV	BW	BRK	EB	EAS	HAL	HAN	KING	PEM	STO	WB	WH
1A CD		x											
1A ARD						X							
1A OSRD						X							
1A RDEOS									X				
1A OSCD			X										
1B RD											X		
1B PID		X				X							
1B PRD									X				
1B DSPB									X				
1B PRDS									X				
1B TRVD											X		
1B VOSD											X		
1B OSMUD											X		
1B ARPUD					X								
1B RDDD												X	
1B MHEC			X						X				
2 1021KP									X				
2 TOD	X												
2 SCMOUD													X
3 BSOD			X										
3 TDR											X		
4 CBD	X		X										
4 TCD													
4 CPD										X			
4 DHD											X		
4 TCD									X				
4 MUOD													X
5A 40R			X	X		X			X			X	
5B 43D				X								X	
6 MUPDD	X												
6 PUD		X											
6 PDD			X										
6 SBD			X										
6 ESOD			X										
7 FZB								X					
7 TCD	X												
7 RC						X							
7 PBD		X				X							
7 RMHPD									X				
7 PCD											X		
8 HPOD/HDC			X	X	X	X	X		X	X		X	
8 3ADD									X				
9 WT/WEF		X									X		

## **CLURPA**

Continuing efforts to reform and reorganize the Massachusetts zoning and subdivision control statutes have produced the proposed Comprehensive Land Use Reform and Partnership Act. (CLURPA) This combines features of two recent proposals; the Land Use Partnership Act (LUPA) proposed by the state Executive Office of Housing and Economic Development and its Zoning Reform Task Force, and the Community Planning Act (CPA2) drafted by the Zoning Reform Working Group/Coalition for Zoning Reform.

The proposed act revises much of Ch.40A, the Zoning Act; revises some aspects of Ch.41, Sec. 81D, the Master Planning Provisions; and of Ch.41 Sec. 81C, the Subdivision Control Law; and adds a new Chapter 40U establishing Land Use Partnerships. As a background to these it lists the underlying state land use objectives.

### **• The Commonwealth's Land Use Objectives**

- “A) Support the revitalization of city and town centers and neighborhoods by promoting development that is compact, conserves land, and integrates uses;
- B) Support the construction and rehabilitation of homes near jobs, infrastructure and transportation options to meet the needs of people of all abilities, income levels, and household types;
- C) Attract businesses and jobs to locations near housing, infrastructure, and transportation options;
- D) Protect environmentally sensitive lands, natural resources, agricultural lands, critical habitats, wetlands and water resources, and cultural and historic structures and landscapes;
- E) Construct and promote developments, buildings, and infrastructure that conserve natural resources by reducing waste and pollution through efficient use of land, energy and water;
- F) Support transportation options that maximize mobility, reduce congestion, conserve fuel and improve air quality;
- G) Maximize energy efficiency and renewable energy opportunities to reduce greenhouse gas emissions and consumption of fossil fuel;
- H) Promote equitable sharing of the benefits and burdens of development;
- I) Make regulatory and permitting processes for development clear, predictable, coordinated, and timely in accordance with smart growth and environmental stewardship; and
- J) Support the development and implementation of local and regional plans that have broad public support and are consistent with these purposes.”

### **• Major changes in Ch.40A not requiring a Partnership Plan under Chapter 40U**

Under the Act many changes in present provision require doing a Partnership Plan and becoming a Partnership Community but some changes to Chapter 40A and Chapter 41Sec.81C which do not required being a Partnership Community are as listed below.

- Removal of the mandatory Approval Not Required (ANR or “Form A”) provisions under which zoning-compatible lots on an existing way do not require subdivision approval.. Under the CLURPA, the ANR provisions go out of effect if the Planning Board chooses to adopt new “Minor Subdivision” Rules and Regulations. These must:

- Allow up to six new lots on an existing or new way
- Limit roads in minor subdivisions to a 22-foot width and roads in regular subdivision to a 24-foot width..
- Limit subsequent additional lots from the same parcel to six

By a simple majority the local legislative body (Town Meeting, City Council or Town Council) may increase the allowed number of lots and broaden the definition of a “Minor Subdivision.”

- After 1/1/17 zoning bylaws and ordinances and subdivision Rules and Regulations must be consist with a Master Plan adopted under Ch.41 Sec.81D, or with a Regional Plan done under Ch. 40B, Sec.5 and adopted by the community, or at least not impede its goals and objectives, and be compatible with its proposed land use and development patterns.
- Subdivision rules and regulations may require plans to show a park or parks suitably located for playground or recreation purposes benefitting the lots in the subdivision and not exceeding 5% of the land before subdivision. (This appears to be mean by donation, not just held open for later purchase as with the present provisions since the previous reference to three years after which frozen lots have to be bought or released is missing.)
- For purposes of checking consistency of Rules and Regulations with zoning a community may adopt a current regional plan done under Ch.40B, Sec.5
- The Act also confers or confirms the rights of communities to:
  - Impose Development Impact Fees
  - Use Inclusionary zoning
  - Enact form-based zoning drawing on many statutory authorities
  - Provide for intra-or inter-community Transferable Development Rights with provisions subject to review by DHCD for consistency with fair housing laws.
  - Provide for cluster development as-of-right or by Special Permit, and possibly through Subdivision control
  - Enact unified development ordinances or by-laws reflecting and incorporating multiple sources of authority for land use regulation.
- The Act modifies/clarifies certain exemptions from zoning in that:
  - Despite prohibition against regulating matter under state building codes, zoning may regulate exterior materials under a form-based code or in districts of historic or architectural significance.
  - No zoning or general bylaw may prohibit or unreasonably regulate use of land and structures for commercial agriculture on parcels of five or more acres (even if divided by a road or waterway) no matter how zoned, or on parcels of any size if zoned for agriculture, or unreasonably regulate on-site sales of agricultural products



- Zoning may regulate the maximum exterior of a single-family house (to limit mansionization) but may no longer require a certain minimum interior size (to protect small houses).
  - Religious and educational activities remain exempt from use regulation, but not from reasonable dimensional regulation.
  - Public service corporations may be exempted from some zoning provisions by the Department of Public Utilities if needed for the public convenience or welfare.
- Many other facilities are granted various exemptions in the public interest.
  - In addition, communities are required to provide sufficient space for their share of housing for median income households

## **Partnership Communities - Implications**

### **Master Plans and Partnership Plans**

CLURPA provides for Master Plans under a revised Ch.41, Sec. 81D, while the new Chapter 40U provides for “Partnership Plans.” The creation and adoption of a Partnership Plan is considered to be “Opting in.” It qualifies a community for certain regulatory benefits such as the reduction of the vested period for a definitive subdivision plan from eight years to four years.

Each Partnership Plan must be certified by the Regional Planning Agency in order to be adopted for a period of ten years by the legislative body, and each component must be assessed against the Commonwealth’s Land Use Objectives. In addition each component must contain a self-assessment against any adopted regional plan as per Ch. 41.S.81D though this may not be a requirement for consistency with a Regional Plan.

The Master Plan shall provide a coherent rationale for the community’s development controls, other regulations, and expenditures and be guided by the state’s Sustainable Development Principles. Many of the items listed as “in addition” to the proposed new CH.41, Sec.81D Master Plan Requirements in section 40U:4 are found or implied under the proposed new basic Master Plan requirements themselves. .

The Partnership Plan description lists as “in addition” to the new Ch 41 Sec 81D requirements, many topics which are already required there (e.g., housing, economic development), or which would be part of most comprehensive master plans. Thus the Partnership Plans are not a great deal different from a complete master plan. In addition, the new Master Plan description lists as optional items such as infrastructure and transportation/circulation which would normally be included in a comprehensive master plan.

**Certification by Regional Planning Agencies (RPAs)** The Partnership Process creates new roles for RPAs in terms of “certifying” various aspects of Master Plans and Partnership Plans

**Master Plan Certification** Prior to local adoption of the plan, the Planning Board and chief executive officer may refer the plan to the RPA which may choose to review it over 90 days. The review is of compliance with the above stated requirements, and mutually-agreed upon changes may be made. .

**Partnership Plan Certification** This is more demanding and interpretive since it judges whether the plan includes all sections required under Ch. 41 Sec 81D and those required for a Partnership Plan under Ch. 40U:4, **and whether it is consistent with the Commonwealth’s land use objectives.** The first requires the basic master plan subjects listed above, and the Partnership Plan elements listed under Ch.40U:4 The second requires consistency with the above-listed state land use objectives which are comparable to the Sustainable Development Principles. This will be assumed if there is consistency with the Minimum Standards for Consistency under CH.40U:5.

**Implementing Regulations** Prior to or following adoption of a Partnership Plan, a community may propose implementing regulations for certification by the RPA. This will reflect the regulations’ consistency with the Plan. If the RPA finds that the regulations are not consistent with the plan it will list its reasons to guide revisions and resubmission.

### **Benefits of “Opting In” to Ch. 40U LUPA by preparing a Partnership Plan**

Additional powers/benefits conferred upon Partnership Communities include:

1. Provisions for regulating the rate of development
2. Provisions allowing Natural Resources Protection (very large lot) zoning
3. Provision for Development Agreements
4. Allowed use of Development Impact Fees
5. Increased Priorities for Infrastructure Funding
6. Favorable Consideration under State Programs
7. Enhanced Comprehensive Planning
8. Enhanced Cooperation with Regional Planning Agencies.
9. Superior Water Resource Management.
10. Improved land Use planning

### **RPA Roles Under CLURPA**

Note: There is no explicit requirement for consistency with an adopted regional plan or a Regional Transportation Plan. Communities may submit a master plan for **voluntary**, interactive, iterative certification by the RPA of its compliance with 81D requirements, not with the RPA plan, before submission for legislative adoption. The new roles include:

RPA certification of a Partnership Plan for compliance with 81D, Sec.3 and for the presence of all elements required under Ch. 40U,Sec.4, and for consistency with the Commonwealth’s land use objectives in Ch.40U,Sec.5, or at least with the “Minimum Standards for Consistency.”

RPA Determination that a site is an “Eligible Location” under various and land use/access considerations for development contemplated by a Partnership Plan.

Determination that insufficient water and sewer service prevents compliance with the Residential Development District density standards.

Determination that better economic development sites exist elsewhere in a town so that development in a given Economic Development District (a zone allowing commercial, mixed or industrial uses in an Eligible Location) does not need prompt and predictable permitting.

(Determination that Open Space Residential Development for a 5 (or more) du project with 40,000 s.f. (or greater) lot requirements is not feasible.

Certification of Implementation Regulations (Zoning, and Rules and Regulations under 40U ))

Designation of Partnership Community Status after getting a true copy of the locally-adopted implementation regulations it already has certified.

The following table from the bill’s proponents summarizes the CLURPA

### **Goals and Objectives**

These should be read in the light of an overriding concern with the Smart Growth and Sustainable Development principles discussed earlier

#### **A. Land Use Goals**

##### **Goals/Objectives**

Overall (From the 1968 Plan) To plan a physical environment that is well -ordered , attractive and efficient; and that relates development to the natural landscape while providing (for the region’s) various future space requirements

To achieve the Commonwealth’s Land Use Goals and Objectives listed at the beginning of the CLURPA discussion above

To create complementary mixed-use patterns while avoiding or mitigating current use conflicts; to enhance and intensify existing community centers and to initiate new ones where needed and appropriate

Objective: Enacting zoning allowing compatible mixed uses in centers and surrounding growth areas while limiting growth in identified low-density and preservation areas

To respect and preserve the overall asymmetrically bi-nodal organization of the region, with the more developed communities in the northwest and southeast and lower density communities between them

Objective: Intensified development in the Greater Brockton and Plymouth Areas and continued relatively low densities in Hanson, Halifax, Plympton, the eastern portions of East Bridgewater and Bridgewater, and the southern areas of Plymouth.

To protect the character and amenities of individual communities

# The Comprehensive Land Use Reform and Partnership Act (CLURPA)

« All Communities »		Partnership Communities	
<p><u>Zoning Act, c. 40A</u> (bill section 1)</p> <p>Entire Zoning Act re-written in outline format w/ headings</p> <ul style="list-style-type: none"> <li>• Reorganized/consolidated from 17 down to 11 sections</li> <li>• Enabling language removed</li> <li>• Much of old 40A substance left intact:               <ul style="list-style-type: none"> <li>Exemptions</li> <li>Boards of appeal</li> <li>Procedures</li> <li>Enforcement</li> <li>Judicial review</li> </ul> </li> <li>• Substantive changes:               <ul style="list-style-type: none"> <li>Authority under Home Rule Act</li> <li>Purposes</li> <li>Definitions</li> <li>Consistency with plan</li> <li>Additional local powers</li> <li>Exclusionary zoning bar</li> <li>Vested rights (grandfathering)</li> <li>Adoption of zoning</li> <li>Special permits</li> <li>Site plan review</li> <li>Variances</li> <li>Inclusionary zoning</li> <li>Development impact fees</li> <li>Land use dispute avoidance</li> <li>Mediation of land use appeals</li> </ul> </li> </ul>	<p><u>Master Plans, c. 41, § 81D</u> (bill section 2)</p> <p>Master plan section re-written in outline format w/ headings</p> <ul style="list-style-type: none"> <li>• Requirement to plan reiterated</li> <li>• MA Smart Growth Principles integrated into all elements</li> <li>• Required elements (5)               <ul style="list-style-type: none"> <li>Goals and Policies</li> <li>Housing</li> <li>Natural Resources, Energy</li> <li>Land Use</li> <li>Implementation</li> </ul> </li> <li>• Optional elements (6)               <ul style="list-style-type: none"> <li>Economic Development</li> <li>Cultural resources</li> <li>Open Space, Recreation</li> <li>Services, Capital Facilities</li> <li>Transportation</li> <li>Partnership Planning</li> </ul> </li> <li>• Each element assessed against regional plan</li> <li>• Adoption by legislative body after public hearing</li> <li>• Optional referral to RPA for certification of plan</li> </ul>	<p><u>Subdivision Control Law, c. 41</u> (bill sections 3-18)</p> <p>Selected amendments to the Subdivision Control Law</p> <ul style="list-style-type: none"> <li>• Provides option to eliminate ANR</li> <li>• Creates "Minor Subdivision"</li> <li>• Establishes new method for making minor lot line changes</li> <li>• Allows parks and playgrounds</li> <li>• Connects Subdivision Control Law to master plan</li> <li>• Requires consistency between subdivision regulations and master plan</li> <li>• Establishes new submittal requirements for subdivision plans</li> <li>• Establishes presumption that requirements for roadway widths of greater than 24 feet are excessive</li> <li>• Establishes presumption of validity regarding a planning board's decision on subdivision plan in event of appeal</li> </ul>	<p><u>Land Use Partnership Act, c. 40U</u> (bill section 19)</p> <p>New chapter with performance standards for communities and incentives to "opt-in" to the program</p> <p>Performance standards:</p> <ul style="list-style-type: none"> <li>• Prompt and predictable permitting of commercial, industrial within defined district</li> <li>• Prompt and predictable permitting residential within district, housing target number</li> <li>• Consistency with commonwealth objectives</li> <li>• Consistency with regional plan</li> </ul> <p>RPA certification process</p> <p>Minimum standards of consistency:</p> <ul style="list-style-type: none"> <li>• Economic development</li> <li>• Housing</li> <li>• Open space</li> <li>• Water management</li> <li>• Energy management</li> </ul> <p>Incentives:</p> <ul style="list-style-type: none"> <li>• Shorter vesting periods</li> <li>• Natural resource protection zoning at low densities</li> <li>• Broader use of impact fees</li> <li>• Development agreements</li> <li>• Regulate rate of development</li> <li>• Priority for infrastructure funding</li> <li>• Technical assistance</li> </ul>

To Develop tools to leave key open spaces or farm land open while protecting the owners' land value

Objective: Development of an inter-community or regional Transferable Development Rights program to reduce development pressures in low-density communities

To balance reasonable industrial, commercial and institutional growth with preservation of the region's natural resources, neighborhoods and amenities on a community and regional basis

Objective: Provision of adequate land for a range of projected needs in appropriately located sites

Objective: Identification/reservation of sites for discrete, compact neighborhood-serving retail clusters serving outlying neighborhoods through well-focused "spot zoning"

To preserve key open space, natural resource protection and recreation areas reflecting varied natural communities and neighborhood needs



Rare Open Landscape along Franklin Street looking towards Palmer St. on the Halifax-Plympton line., now much blocked by recent ANR (frontage) development

Objective: Preservation/provision of some open space and recreation areas near every neighborhood

Objective: Preparation and implementation of local and regional open space plans

To provide space for public utilities needed to protect the region's health, safety and welfare, and to provide power

Objective: Preparation/ implementation of a "least towers" solution for communication towers with a maximum of co-location of separate operations

To incorporate transportation facilities needed to knit the region together and to provide access to opportunities in the greater metropolitan area.

Objectives: Better coordination, connection and extension of regional transit systems

To provide or allow for the provision of sites accommodating the region's diverse housing needs

Objective: Completion of a comprehensive housing needs study identifying the range of needed sites



To have sufficient, appropriately located new and redeveloped industrial/commercial sites meeting varied needs while respecting existing and permitted nearby uses.

Objective : Completion of an evaluative inventory of the region's major commercial and industrial areas regarding growth potential, compatibility with present or potential abutting uses, and relation to projected needs

Objective: Development and implementation of programs to mitigate impacts of industrial/commercial uses on surrounding neighborhoods

To enhance and intensify existing community centers and initiate new ones where needed and appropriate

Objective: Identified opportunities to intensify existing centers such as Bridgewater, Whitman, North Easton, Stoughton and Kingston

Objective: Identified opportunities to direct and concentrate new growth in a non-rail served centers such as Plympton

To provide adequate land for projected needs consistent with above goals

Objective: Identification of three feasible wind turbine or photo-voltaic sites on closed landfills.

## **B. Housing**

### **Goals**

To provide or allow for the provision and retention of sound housing by size, location, type and tenure to meet needs of all residents, particularly the low-income, those with special needs, and any others excluded from access to the entire market.

Overall Objective: Good housing in a decent environment for every resident

Objective: Balanced rental and sales opportunities

Objective: Increased traditional opportunities for moderate-income owner-occupant landlordship; doubling the ownership/management of owner-occupied 2 and 3 family houses

Objective: Annual creation of 100 regionally well-distributed units for former or potential homeless veterans and others.

Objective: Support private development of 100 moderate-costs units per year for smaller young or elderly households, e.g., cottage housing

To identify the needs of specific sub-communities

Objective: Completion of a regional housing needs study identifying the special needs of groups such as single parents, AIDS patients, the near-homeless, runaway kids, veterans... in cooperation with groups such as CHAPA, Father Bills/MainSpring, BAMSI, or South Shore Housing

To preserve existing stock by financing rehabilitation or acquisition and management

Objective: Creation of local or regional housing rehabilitation loan programs

To increase access to high opportunity areas

Objective: Increased affordable new development, preserved stock, and mobility vouchers for use in stable, accessible, moderate-income communities with good schools and employment opportunities

Objective Extension of the affordability of "Expiring Uses" whose affordability will otherwise end with the pay off of their initial special purpose mortgages

To also improve existing deteriorated areas

Objective: Selective rehabilitation / new construction at edges of depressed communities

To set housing goals in proportion to needs (inverse to the local supply)

Objective: An inventory of assisted and un-assisted local affordable housing supplies (like a Fair Market Rent surveys combined with inventories from advertisements)

Objective: Development of a community by community index of need to complement DHCD's 10% standard for exemption from appeals under Ch.40B.

To work with Non-Profits, the Brockton Interfaith Community, South Shore Housing Development Corp etc., to meet specific needs through CPA funds, tax-title properties and other local resources

Objective: Acquisition and rehabilitation of 100 units/year with at least 30 outside of the Brockton or Plymouth growth areas

To distribute new housing to meet range of community needs

Objective: Distribution of new housing for all income levels with  $>1/2$  of the new units at the edge of existing centers,  $1/4$  in existing close-in neighborhoods, and  $>1/4$  in outlying areas.

### **C. Economic Development**

#### **Goals**

To achieve the Commonwealth's Land Use Goals listed above by pursuing the following goals and objectives.

To support a balanced, diverse sustainable economy offering a variety of benefits e.g., employment, tax base, and appropriate exploitation of regional resources

Objective: To reduce regional unemployment to 5.5%

Objective: To identify long-term structural job losses and to develop a strategy to replace them

To draw on regional resources; natural, human, and physical, and attract industries that can use these resources.

Objective: Responsible exploitation of abundant water resources for non-price sensitive firms needing much water

Objective: Analysis of varying labor force participation rates to sense future labor shortages

Objectives: Identification of any under-exploited natural resources; wood, sand, acidic soils and flowing water.

Objective: Re-examination of aquaculture opportunities in the region

To concentrate retail and service development within existing centers or well planned nodes in order to reduce auto trips, to allow walking or bicycling to stores and jobs, and to protect neighborhoods from scattered strip development.



The compact varied Downtown Whitman, suitable for intensified uses

To seek to locate jobs near to housing, depending on compatibility

Objective: Identification of mixed industrial/residential areas where circulation improvements, buffering and sound proofing could increase compatibility

Objective: Enactment of sensitive zoning districts in growing mixed residential /commercial areas, with selective down-zoning from commerce to residential

To identify and respond to infrastructure needs

Objective: An inventory of present water use, and potential growth-related water and sewer demands

Objective: Installation of one pilot package waste water treatment plant for an isolated industrial park such as Avon's

Objective: Responding to the infrastructure needs found in past OCPC surveys of local firms.

To seek to attract complementary firms in growing sectors for agglomeration effects

Objective: Attraction of bio-medical firms to work with groups of teaching hospital affiliates

To seek under-represented industries - depending on reasons for such under-representation

Objective: A completed evaluative inventory of the shift-share status of the region's potential growth firms in cooperation with MassOffice of Business Development and others.

To seek users for "new" one-floor space in old mills, particularly with upgraded utilities and freight elevators and new or rehabilitated floor space in order to offer firms a selection of sites

Objective: Work with an industrial real estate firm to upgrade, modernize and market one or two mill buildings as modern one-floor space

Objective; Revive the Old Colony Planning Council's Incubator Committee in cooperation with small business advocates such as SCORE, the Mass Office of Business Development, and industrial/commercial real estate firms along with any local community development staff to define needs/opportunities for incubator space.

Objective: Identify and develop one incubator building in the Brockton area and one in Plymouth

To meet the skill needs of potential growing industries

Objectives: An outline of predicted needs for skills done cooperation with the WIB, DET, AIM and others

To explore tax base sharing across community boundaries

Objectives: An analysis of regional tax bases compared with the external costs of nearby development in other communities

Objective: Identification of potential arrangements and enactment/implementation of the most feasible

## **D. Transportation**

### **Goals**

To incorporate and strengthen transportation facilities knitting the region together and providing access to opportunities in the greater metropolitan area

Objectives: Better coordination, connection and extension of regional and local transit systems

To improve east-west transit opportunities across the region

Objective: Extending and integrating BAT service with GATRA's Plymouth Link and SAIL service - at least between Rockland and Kingston

Objective: Extending GATRA's Pembroke Center-to-Hanson MBTA rail station service to the Routes 3/139 end of GATRA's Plymouth-Duxbury-Marshfield-SAIL service

Objective: An analysis of east-west service needs and of the opportunities to meet them with existing or new services.

To improve the usefulness of present intercity bus service to residents

Objective: Modification of service by Fall River/New Bedford busses to Boston to stop at Routes 123/24 (possibly at the VA Medical Center) or at Routes 24/27, presumably at Westgate, to allow transfers to and from BAT for local destinations and local passengers.

To improve safety and capacity along the Route 24 Corridor

Objective: Reconstruction of critical aspects of Route 24 to Federal Interstate standards.

To improve safety along the region's major arterials

Objective; Adoption and implementation of recommendations from the Council's Route 58 Corridor report, the Easton State Numbered Routes Study, and related efforts.

To improve the scheduling of local rail freight service

Objective: An upgraded Neponset River bridge capable of carrying freight as well as passenger trains from Boston to Quincy and south.

To improve connectivity between neighborhoods by auto, bicycle, or foot

Objective: An adopted and enforced community-wide or region-wide skeletal bicycle/pedestrian system connecting existing and future subdivisions to town-wide or regional destinations, thereby implementing provisions found in many subdivision rules and regulations

To increase local road system flexibility

Objective: A series of connections between cul de sac developments to allow direct movement between adjacent neighborhoods and slow, but direct travel through neighborhoods when major roads are blocked or congested.

To improve opportunities to walk or ride to school and other destinations

Objective: Filling of gaps in the sidewalk system between neighborhoods, schools and stores

Objective: A system of multi-use trails through public and private open space connecting neighborhoods and schools

To reduce local driving by grouping destinations and providing alternative access modes

Objective: A pattern of tightly grouped retail and service facilities allowing accomplishment of multiple errands from one parking space or transit trip end

Objective: Creation of a well-focused roads and trails allowing access to local centers by foot and bicycle.

To provide for regional general aviation needs by working for limited development of potential Clear Areas needed for present and future safe operation and expansion of facilities at the region's airports, possibly in coordination with open space and agricultural protection programs

Objective Analysis of clear area needs and opportunities and preparation of an action program in cooperation with all interests

Objective: Acquisition /protection of identified key areas abutting existing airports

## **E. Water Resources**

### **Goals**

To protect water quality while maintaining healthy stream flows and groundwater levels

Objective: Extensive use of Low Impact Development (LID) techniques to minimize flooding, maintain ground water levels and support steady year-round stream flows

Objective: Retrofitting 1/3 of the region's major parking lots and large buildings to .treat if necessary and recharge at least the first 2 inches of storm flows.

To meet needs for treatment in areas of concentrated development while maintaining or improving the local water balance

Objective: Maximum utilization of existing treatment plants to serve central and outlying growth areas while discharging/reusing effluent in towns of origin

## **F. Open Space and Natural Resources**

### **Goals**

To preserve key open spaces, natural resources and recreation areas reflecting the varied natural communities.



Objective: Some open space or recreation area in or near all neighborhoods

Objective: Protected corridors along major streams

Objective: Provision of varied recreation facilities meeting diverse interests and abilities.

Objective: A multi-community system of connected habitats and open space areas

Objective: Expanded beach protection and access to most fresh water and salt water beaches through acquisition, negotiation or litigation

To protect some of every type of landscape and natural communities

Objective: An acquisition/protection program built on BioMap2 and other inventories of key resources such as the Manomet Center for Conservation Science's Conservation Mapper program.

To respect and build on the findings of the BioMap 2 prepared by The Nature Conservancy, and the state's Natural Heritage and Endangered Species Program, and on the locally-designated Priority Preservation Areas.

Objective: A Regional Planning Framework reflecting these areas in defining the Plan's Regional Growth Areas and its remaining low-density or minimal growth areas

Objective: Protection and expansion where possible of major open spaces such as the Ames Nowell State Park and the West Bridgewater State Forest which help to define and contain the designated growth areas.

To use selective major acquisitions to help to shape future development and to protect natural resources, especially water supplies

Objective: Preparation of a plan and action program to identify and protect major holdings of resource protection, wildlife, growth-shaping, and recreation value in cooperation with non-profits such as the Wildlands Trust of Southeastern Massachusetts, The Trust for Public Land, The Nature Conservancy and the Trustees of Reservation, along with local land trusts and conservation commissions, and the state's Division of Fisheries and Wildlife and Department of Conservation and Recreation.

### **The Plan Itself - New Growth Centers, Existing Centers and Scattered Development**

Growth Centers represent an effort to direct growth and to concentrate it in the most suitable areas in terms of infrastructure, soils, accessibility, and relation to other development and land use patterns deserving protection. Plans can follow various configurations of density and land use; Radial, Concentric, Multi-Centered or an ultimate Matrix-like patchwork reflecting many historic and geographic influences.

The approach here is oriented to identifying broad areas suitable for significant growth or for low density development and preservation rather than selecting specific compact centers or corridors for concentrated new growth. This is because the region is mature with two main centers in Brockton and Plymouth, several shopping malls, and many town centers so that the focus is on enhancing those and preserving outlying areas. Recent Regional plans have approached these with various degrees of specificity.

## **A. Past Regional Planning Efforts**

### **1. The first Metropolitan Area Planning Council (MAPC) Regional Plan (“Guidelines for Progress,” 1968)**

This plan recommended broad multi-community swaths of higher or lower density development reflecting accessibility, landscape values, accessibility by road and transit, community character, existing development patterns and opportunities to preserve land of environmental value, while shaping growth at least broadly.

### **2. The Old Colony Planning Council’s 1968 “Future Land Use Plan -2000”**

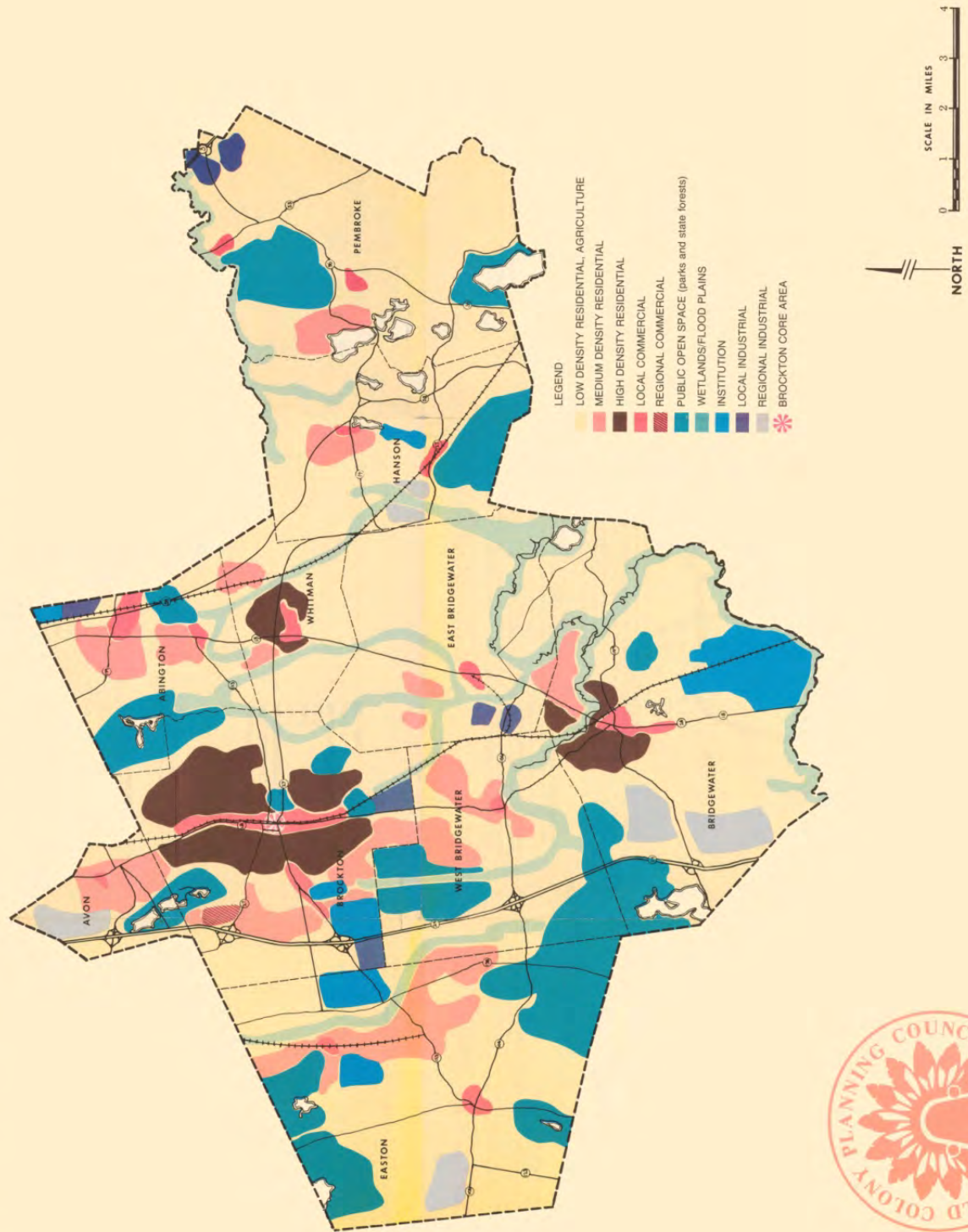
This plan did not identify concentrated new growth centers as such, that is as new activity nodes. Rather, it identified the existing areas within the relatively mature, compact region of that time, that were most suitable for different forms of growth. These tended to be the existing centers. Thus High Density Residential use was shown around Brockton’s central corridor and around downtown Whitman and Bridgewater with Medium Density housing nearby or in particular accessible parts of other communities. Similarly, Local Commercial uses were largely concentrated in those three centers and in small outlying traditional centers like Pembroke Center, or along already developed commercial strips along Belmont Street between Route 24 and Downtown, or the concentration at Easton’s Five Corners. As a sign of the times, the one identified Regional Commercial center was no longer downtown Brockton, but the budding Westgate Mall. Proposed Local Industrial uses were shown in traditional rail-side locations, primarily on the south side of Brockton and East Bridgewater, near Routes 3 and 139 in Pembroke and west of Route 24 on the Easton line in Brockton.

Major Regional Industries were shown large areas east of Route 24 in Bridgewater, north of Route 106 in Easton, and in the present Avon Industrial Park. The remaining land was shown as Low Density Housing or Public Open Space, institutions and stream-oriented wetlands/flood plains. Nothing was shown as agriculture and it was implied that sprawling low-density housing could fill in everywhere else as the default land use.

Now the region is much larger with the addition of Stoughton, Halifax, Plympton, Kingston and Plymouth. With extensive open land, particularly in Halifax, Plympton and Plymouth, and an increased concern about limiting sprawl, it is appropriate to distinguish overall growth areas and preservation areas as a guide to more differentiated local land use planning later. This is what this Strategic Plan or Strategic Planning Framework is doing.

# FUTURE LAND USE PLAN-2000

**Figure IV-1  
1968 OCPC Regional Plan**



The preparation of this document was financially aided through a federal grant from the Department of Housing and Urban Development, under the Urban Planning Assistance Program authorized by Section 701 of the Housing Act of 1954, as amended.

# 1968 Goals Objectives and Policies

## FUTURE LAND USE PLAN

The Land Use Plan for the Old Colony Planning Council District is a graphic expression of the land use goals, objectives and policies for the proposed development of the Old Colony region. The way land is used and the land use patterns that have and will be established within the region are shaped by a multitude of factors such as the location of highways and transportation facilities, natural and physical features, market demands, tax policies, utility services and land development controls. These factors are for the most part beyond the direct control of the Old Colony Planning Council. However, the Council is in a position to indirectly influence the dynamics of land development decisions through its in-depth knowledge of the area's physical, economic and social conditions and trends; the Council's ability to evaluate alternative development proposals; the Council's activities identifying area-wide problems, projected future land use needs and community facility requirements; and the Council's day-to-day provision of technical assistance to the local communities.

The Future Land Use Plan then is a guide to the numerous public and private land development decisions that are made each day in an effort to arrive at a desirable land use pattern in the future.

The goals and objectives of the Council were used to shape the Future Land Use Plan and provide the conditions which the plan must fulfill.

The Future Land Use Plan contains three levels of abstraction in policy development: goals, objectives and policies. Goals are the most general level of abstraction and are statements of ideal conditions which are attainable. Objectives are more precise and quantifiable statements of ends to be achieved in advancing toward goals and represent a standard by which to measure progress toward goal realization. Policies are exact descriptions or statements of action which lead to the accomplishment of objectives. The policies contained in this document, if adopted by local public officials, would implement the Future Land Use Plan for the region.

The goals and objectives summarized here are a partial listing of those that have been adopted by the Old Colony Planning Council. These are followed by a series of policies describing various elements of the plan.

### GOALS

- to plan a physical environment that is well ordered, attractive and efficient; that relates development to the natural landscape, while providing for the various space requirements of the region in the future.
- to provide public utilities and services necessary to protect the region's health, safety and welfare; to assure environmental quality and to assist the proper development of the area.
- to provide a balanced transportation system that is convenient, safe and efficient and which includes modern roadways, parking facilities and public transportation.
- to provide a choice of acceptable housing, by type, location and cost to all residents of the region; particularly the poor, the disadvantaged and minority groups.
- to achieve a diversified, well-balanced economy for the region that provides a variety of economic opportunities consistent with the area's natural resources and existing and potential human resources.

### OBJECTIVES

- maintain clusters of development for more efficient and effective service by utilities.
- provide adequate recreation and open space for the future population of the region.
- protect natural features such as wetlands, flood plains and water supply sources.
- provide areas of commercial, service and institutional activity near population concentrations.
- encourage the development of regional sewage treatment facilities to serve the long-term needs of the OCPC communities.
- establish priorities for the maximum development of the region's water supply sources.
- improve the water quality and protect the natural features of the region consistent with environmental standards.
- develop a coordinated transportation system to connect suburban centers, commercial/industrial centers, and the Brockton Urban Core.
- develop transportation networks which connect the OCPC area with other development concentrations and with other existing or proposed transportation corridors.
- encourage the development of additional low and moderate income housing within suburban centers of the region.
- allocate sufficient land for future residential areas that will not conflict with other land uses or be improperly located.
- to assist in forming an economic base capable of providing a desirable standard of living, of creating job opportunities, of making effective use of area manpower, and of fulfilling reasonable governmental tax needs.
- to provide within the Land Use Planning Program sites suitable for various commercial and industrial activities in relation to projected need.

## FUTURE LAND USE PLAN POLICIES

<b>Residential</b>	
Low Density	Permit the development of large lot single-family residential development onland so designated but not contained within wetland, flood plain areas or poor soils condition areas and where utility service would be inefficient and costly.
Medium Density	Encourage the continuation of agricultural uses within this district. Encourage the development of land near town centers to be developed at densities of up to four residential units per acre where public sewer facilities could be supported in the towns and in the urbanized areas to provide a variety of living environments.
High Density	Allocate adequate land to be used for high density residential development of five residential units per acre or more in proximity to the core area of Brockton to support services provided.
<b>Commercial</b>	
Brockton Core Area	Re-establish the Brockton Downtown area as the economic, social and governmental center for the region. Encourage the revitalization of the Brockton Downtown area through private and public actions. Integrate cultural, civic and educational functions into the Brockton Downtown area.
Regional Shopping Centers	Discourage further development of Regional Shopping facilities to support revitalization of the Brockton Downtown area.
Local Shopping Centers	Locate local commercial uses within established local shopping centers and provide for additional use near residential areas.
<b>Industrial</b>	
Regional Industrial Centers	Allocate adequate land suited for development as a Regional Industrial Use in proximity to major transportation facilities without disturbing adjacent land uses.
Local Industrial Centers	Allocate land for location, expansion and diversification of existing or proposed local industrial areas. Encourage the development of local industrial centers by improving the transportation network and providing supportive services.
<b>Open Space and Parks</b>	
	Develop a coordinated system of regional and local park and recreational facilities convenient to residential areas. Expand the amount of land to be used as public open space prior to actual need.

### **3. MAPC's "Metro Plan 2000"**

This more recent effort proposed a range of Concentrated Development Centers to absorb the bulk of expected regional growth. The concept was like a smaller version of the Post War British and (fewer) American New Towns. They would be sited in response to a range of local conditions and regional planning considerations and be implemented partially through memoranda of understanding with state agencies regarding needed infrastructure, and through favorable local permitting. Some of the proposed Concentrated Development Centers were of statewide or regional significance, such as the South Shore Plaza could be if well integrated with surrounding housing and related uses and closer to transit. Others were smaller, like existing community centers or even groups of stores in rural areas.

The lesser sites would not shape or accommodate much regional growth, but they could strengthen existing town centers (as per the former Office of State Planning's Growth Policy Report) and guide rural development from roadside strip malls into village commercial centers.

### **4. The OCPC 2000 Regional Policy Plan**

As described at the end of Chapter I, the Councils' Regional Policy Plan reviewed trends, defined issues and proposed systematic responses to these. It did not lay out a spatial regional plan as such, but rather suggested a consistent approach to re-occurring issues, concerns and needs.

### **5. Old Colony Regional Transportation Plans.**

Every four years the Council, working with the multi-agency, multi-jurisdictional Old Colony Metropolitan Planning Organization (MPO), prepares a regional Transportation Plan. According to the 2007 Plan "The goal is balanced range of well-connected transportation options (using) the best of each travel mode; automobile, transit, rail, bicycle, pedestrian, boat, air and truck." The plan identifies transportation project needs over the following twenty years. Its primary objective is to "establish the framework and guidelines for decision makers to use when selecting projects, programs and facilities with different and sometimes conflicting objectives. The underlying vision is of a syste of communities, neighborhoods, and commercial districts with unique character (s), desirable quality of life, and a safe, mobile and accessible transportation system (for all users) .The ultimate recommendations are translated into action through inclusion in the four-year Transportation Improvement Programs (TIP). The Plan contains an immense amount of data and analysis and this report has drawn upon it heavily.

### **6. Comprehensive Economic Development Strategy (CEDS)**

The Council produces an annual Comprehensive Economic Development Strategy (earlier known as the Overall Economic Development Program OEDP). This includes much economic and social data related to employment, unemployment, labor force characteristics and related infrastructure, training and program needs. It is prepared with the guidance of a broad-based



CEDS Committee. This report has drawn upon CEDS reports for much economic, social and infrastructure.

## **B. Present Prospects - Population and Uses Needing Accommodation.**

In the Old Colony Region growth projected by the State Department of Transportation over the next 20 years includes 32,000 new residents (from 370,000 in 2010 to 369,000 in 2030) and 16,600 new jobs (from 124,400 to 141,000). See Chapter 1. The raise major questions of:

- 1- Where to put this growth, interstitially in developed areas, in new planned developments at various scales, or scattered, reflecting zoning, infrastructure and land availability? and**
- 2- How to relate the allocation of land to overall concerns with checking sprawl and supporting Smart Growth?**

## **C. Guides to Regional Development Policies**

One partial guide to allocating land and other resources is the **state BIOMAP** of “Core Habitat, Critical Natural Landscape, and Protected Open Space.” It was produced by the Nature Conservancy, and the Natural Heritage and Endangered Species Program housed in the Department of Fish and Game and its Division of Fisheries and Wildlife, as a major tool for “Conserving the BioDiversity of Massachusetts in a Changing World.” In contrast to the PPAs and PDAs, discussed below, the BioMap (Figure IV-2), as done without regard to political boundaries, so the two sources are complementary.

Another guide is the communities’ adopted **Priority Preservation Areas and Priority Development Areas (PPAs and PDAs)**. See Figure IV-3

These were initially identified in communities along the proposed South Coast Rail Restoration lines in the Old Colony region as a guide to rail corridor planning. The effort was then expanded to cover the whole region. The PPAs and PDAs were identified through a joint effort of local residents, community staff, and Council staff. While the results were produced on a community rather than regional basis, they can help to guide the regional recommendations.

## **Observations**

The development alternatives discussed above are partially a matter of scale, as some new firms could use existing space, (especially upper story mill space) while some others would seek new one-story space surrounded by acres of parking.

At the present densities representing a range downtowns, and shopping centers and strip malls along with traditional industrial areas, scattered mixed residential/industrial areas and new industrial parks, there are 17.9 jobs per acre over all industrial and commercial land. At this density the projected added 16,600 jobs would consume approximately 6,932.8 acres or 1.44

squares miles. With more concentrated, sewered development, this density could be considerably higher and consume less land.

At the same time the land consumed by the projected residential growth could range from 6,400 acres (10 square miles) at Plymouth's average of 2.0 units/acre; to 5,818 acres (9.1 square miles) at the (1999) region-wide average of 2.2 units/acre; down to 2509 acres (3.9 square miles) at Brockton's present average of 5.1 units / acre. In the spirit of Smart Growth's interest in increasing densities, a modest mid-point of 3.5 units/acre would require 3657 acres or 5.7 square miles.

The boxes on the following Growth Areas map (Figure IV-4) suggest the size of the areas involved.

There has been discussion of major development in outlying sites such as the film studio initially proposed for "1000 Acre" site near Cedarville, the Waverly Oaks Golf Course off Route 3 in central Plymouth, or a major residential development on Makepeace land around Myles Standish State Forest. Some of these are proposed to include a degree of mixed use and to conserve much open land. However they still add to sprawl on a town-wide and regional basis.

**D. Recommendations** Given these considerations, the present recommendation is to accommodate such growth in bands around the regional development concentrations focused on Brockton and the northern part of Plymouth and to minimize development in the remaining outlying areas. These "Growth Arcs" would be largely within the mapped General Growth Areas outlined in black on Figure IV-4. They reflect and respect the locally defined Priority Preservation Areas and Priority Development Areas along with the Core Habitat and Critical Natural Landscape areas on the BioMap 2. The resulting Arcs include:

The Brockton Arc - Brockton and portions of Avon, Stoughton, Easton, Abington, Whitman. and the area west of Route 24 on Easton line in Brockton, and the discontinuous central portion of Bridgewater.

The Plymouth Arc - The northern portion of Plymouth, eastern portions of Kingston, the eastern industrial end of Plympton and the eastern end of Pembroke near Routes 3 and 139 ,

There are also some smaller areas of special interest for residential and commercial growth marked in yellow and red respectively on Figure IV-4. .

Figure IV-2

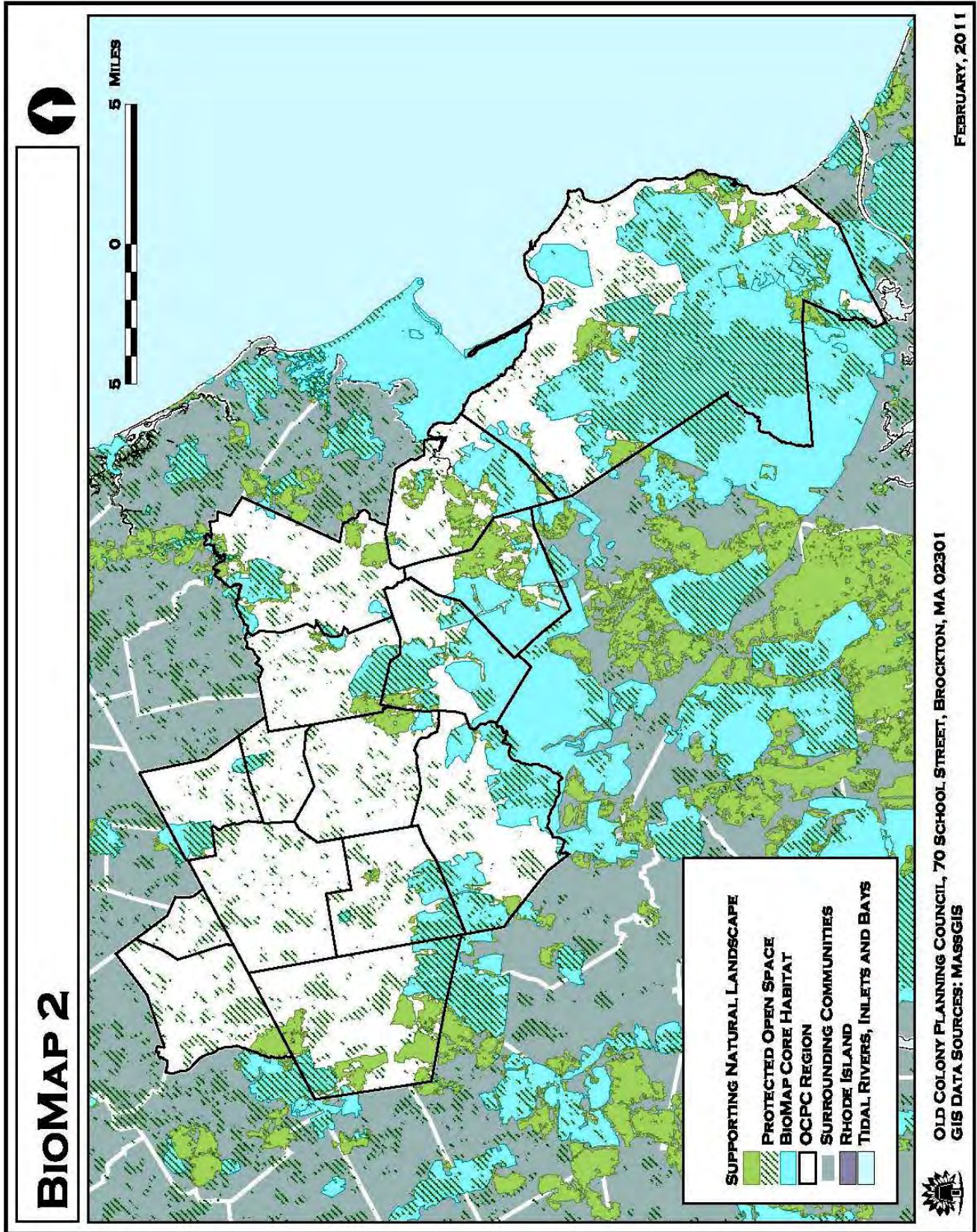




Figure IV-3

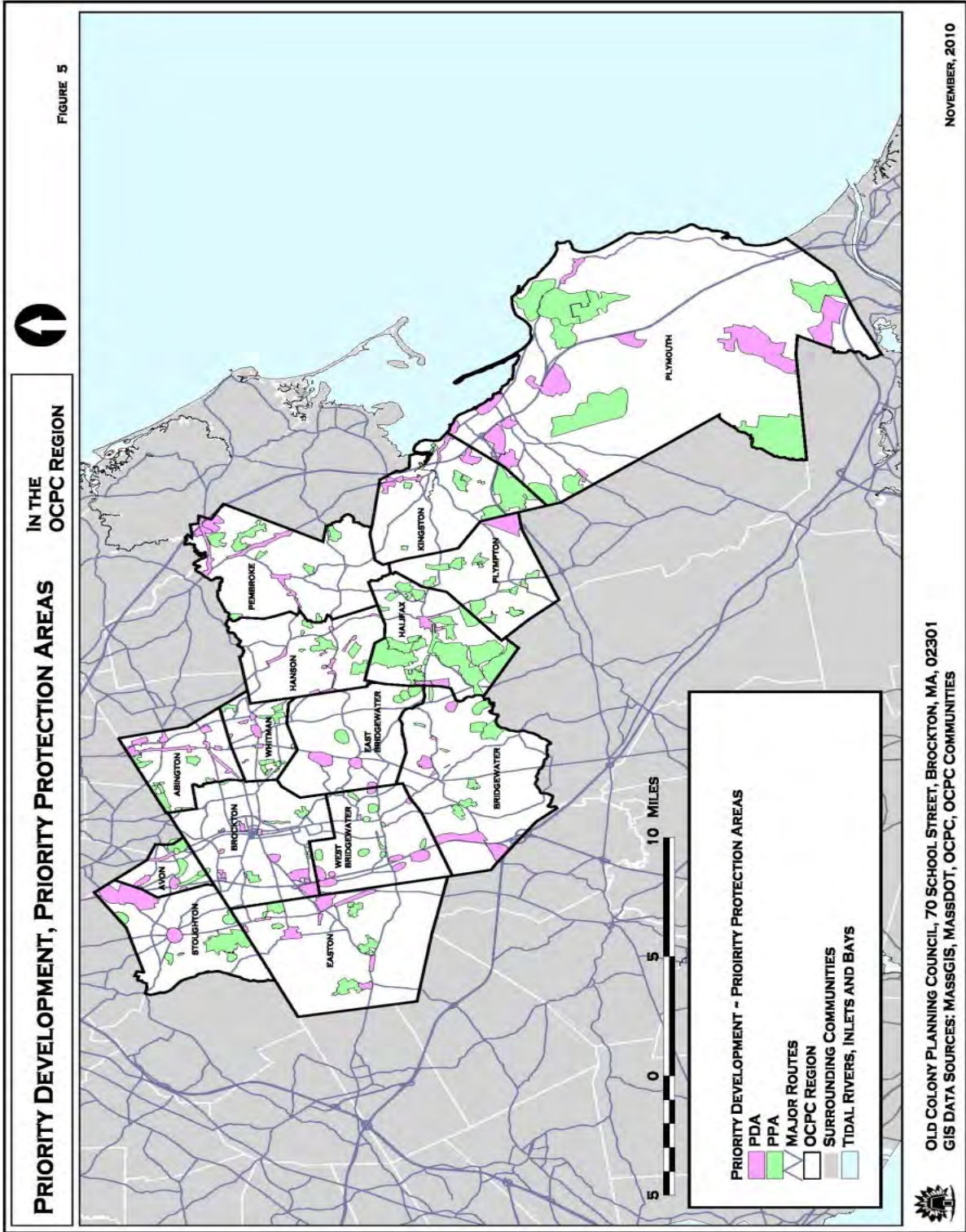
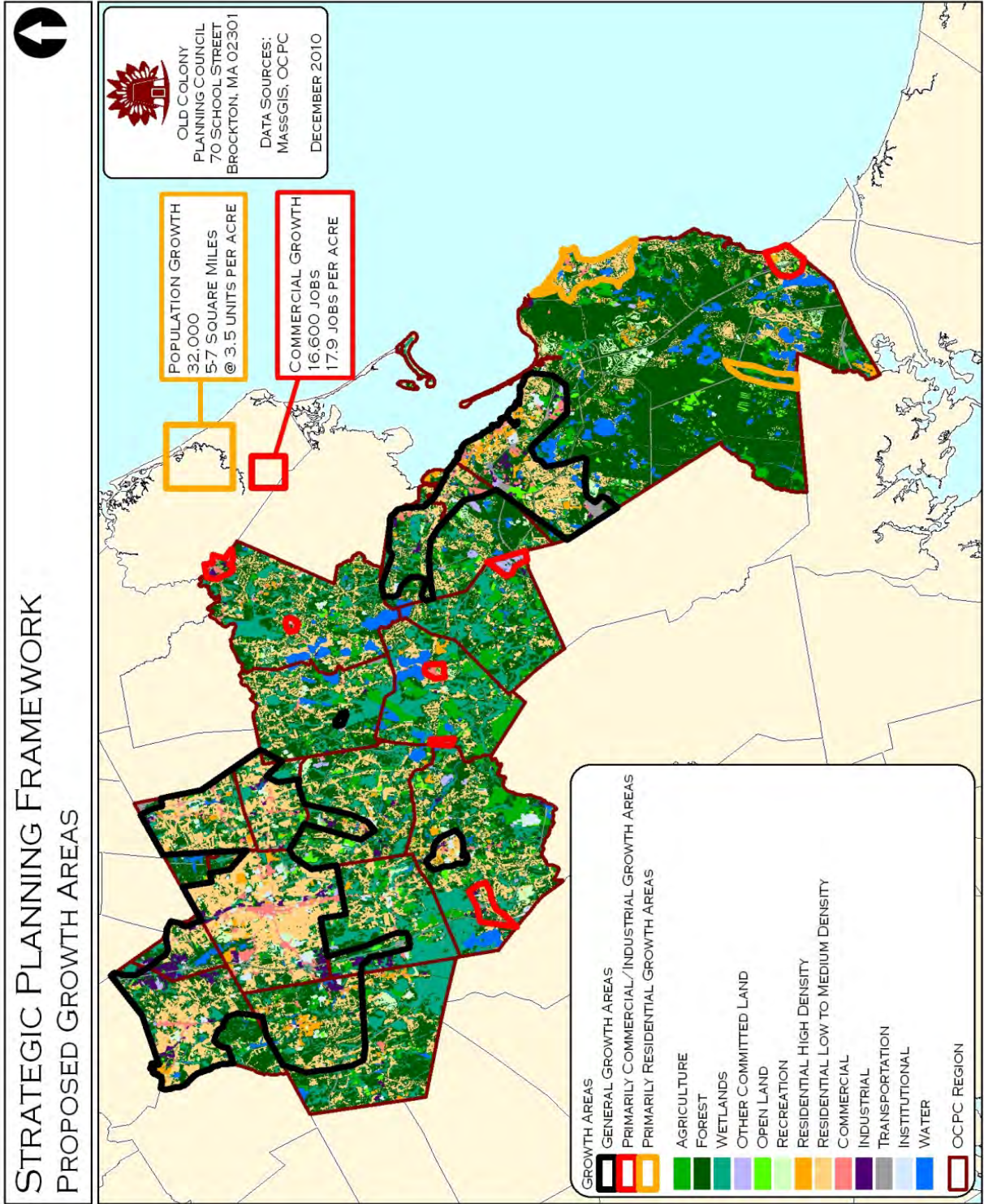


Figure IV-4



**Implementation** Finally the Plan suggests an approach to Implementation

Implementation of the Regional Strategic Planning Framework requires adopting it regionally and then finding ways to balance Massachusetts' delegation of most local land use planning powers to localities with a stronger regional role. Recommended steps are:

- Passing legislation giving OCPC substantive review / approval powers over local master plans and major projects. As discussed in Chapter II D, under the proposed CURLPA, the RPA certifies master plans for covering the subjects required under Ch. 41 Sec.81D, but not for substantive planning issues and regulations. It is only with Partnership Plans that the RPA certification requires consistency with other standards, the listed "State Land Use Objectives," and this might be satisfied by conformity to more the limited "Minimum Standards for Consistency" in Ch.40U, Sec. 5. There is no requirement that local plans and regulations conform even broadly to an adopted regional plan.

Such a stronger RPA role would include;

- Requiring town plans to reflect/conform to an adopted regional plan
  - Requiring RPA review of major projects for plan conformity and impacts on other uses.
  - Requiring zoning consistency with the regional plan, as well as local master plans in distinguishing general growth areas, primary commercial/industrial and residential growth areas, and priority development areas, from general low density and Priority Protection Areas.
- Creating a regional Transferable Development Rights program to compensate landowners for forgoing otherwise allowable development in planned low-density or preservation areas

Even without such major institutional changes, the Plan can be implemented, at least incrementally, through the focused use of existing programs to support selected development and protect selected resource areas consistent with state, regional and local policies. These include:

- Encouraging use of Natural Resource Protection Zoning in low-density areas, particularly Priority Protection Areas
- Encouraging use of Chapters 43D, 40R and 40S to custom tailor designs and site plans to reflect local opportunities and sensitivities



- Using Community Development Block Grant and Community Preservation Act funds to intensify development, strengthen needed infrastructure and protect historic resources within growth areas, and to acquire and protect key open spaces in low density areas and Priority Protection Areas. This would not have the overall blanket impact of effective regional regulations, but it could help to achieve the intended character within the several areas
- Focusing Economic Opportunity Areas within the overall Economic Target Areas to support key projects within the Priority Development Areas
- Coordinating public investment in infrastructure particularly transportation, and water and sewer projects to ensure that the long term effects of major projects support the desired regional land use patterns not just immediate needs. e. g. to ease congestion.