

1970



ANNUAL REPORT






EXECUTIVE DIRECTOR  
ALVIN JACK SIMS

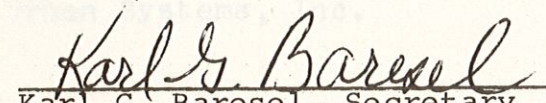
27 BELMONT STREET  
BROCKTON, MASS. 02401  
TELEPHONE 583-1833

TO: The citizens of the Old Colony Planning Council  
Region, the Brockton City Council, Boards of  
Selectmen and Town Meetings of the ten member  
communities of the Old Colony Planning Council:

In accordance with Section 2, Chapter 332 of the  
Acts of 1967, General Laws of the Commonwealth  
of Massachusetts, we take pleasure in transmitting  
herewith the Annual Report of the Old Colony  
Planning Council for the year 1970.

Respectfully submitted,

  
Merton H. Ouder Kirk, President

  
Karl G. Baresel, Secretary



OFFICERS

President Merton H. Ouderkirk, West Bridgewater  
Secretary Karl G. Baresel, Hanson  
Treasurer Robert S. Philbrick, East Bridgewater

STAFF

Alvin Jack Sims Executive Director  
Charles R. Rowe Principal Planner  
Frances M. Votta Secretary

RESEARCH STAFF

Ronald L. Barber  
Paul E. Gallagher, Jr.  
George T. McGarry

CONSULTANTS

Metcalf & Eddy, Inc.  
Advisory for Educational Environments  
Urban Systems, Inc.



OLD COLONY PLANNING COUNCIL

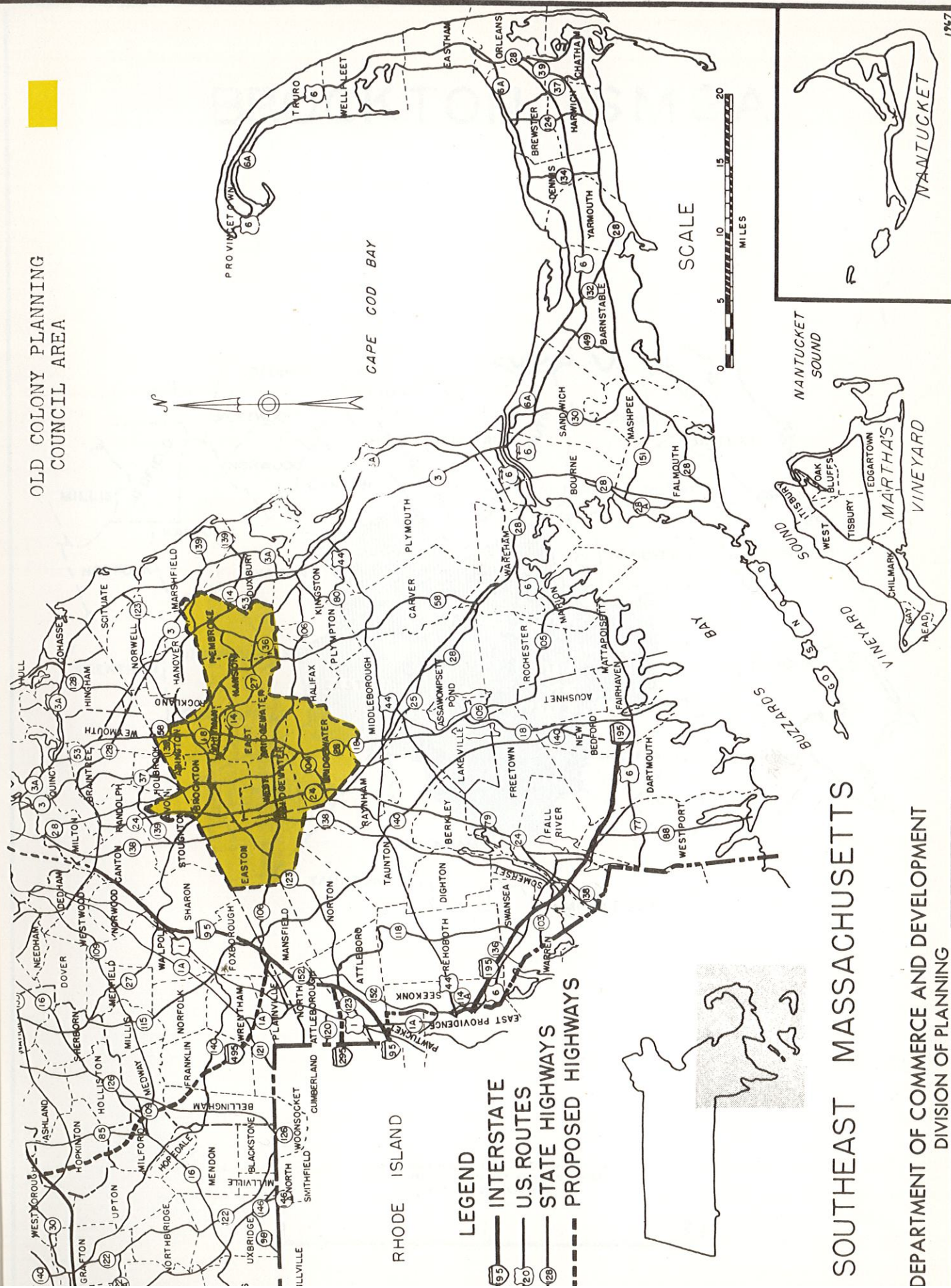
DELEGATE

ALTERNATE

ABINGTON	A. Stanley Littlefield	Rodney D. Henrikson
AVON	Charles F. Burley, Jr.	John DeMarco
BRIDGEWATER	Anthony P. Anacki	Victor Auglis
BROCKTON	James F. Moynihan	William Bronstein
EAST BRIDGEWATER	Robert S. Philbrick	Charles M. Repeta, Jr.
EASTON	Richard Ham	Richard Chase
HANSON	Karl G. Baresel	Robert B. Heath
PEMBROKE	Donald Q. Joyce	John Braley
WEST BRIDGEWATER	Merton H. Ouderkirk	Frank S. Miller
WHITMAN	Donald J. Dunbar	Leslie W. Holbrook



OLD COLONY PLANNING  
COUNCIL AREA



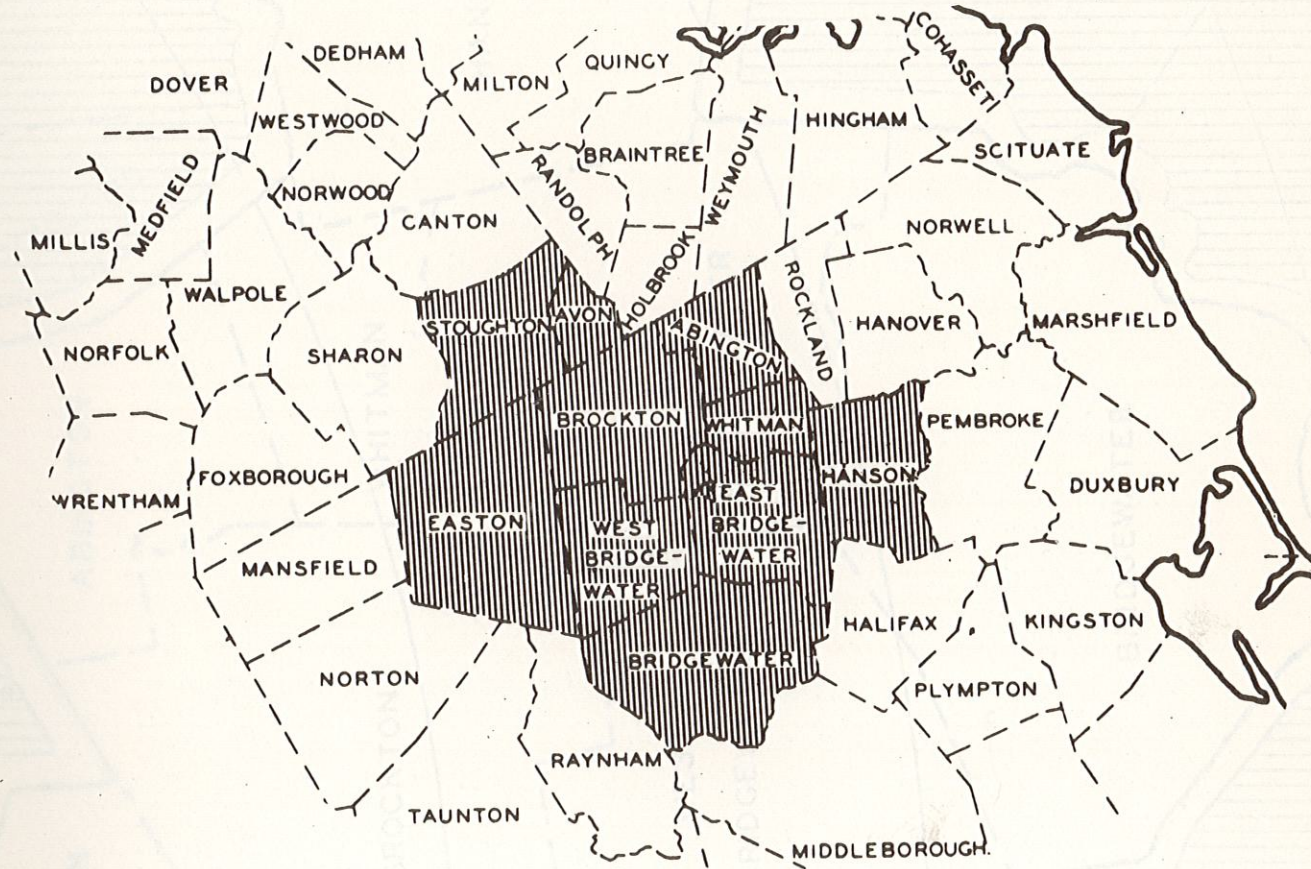
- LEGEND**
- 95 — INTERSTATE
  - 20 — U.S. ROUTES
  - 28 — STATE HIGHWAYS
  - - - - - PROPOSED HIGHWAYS

SOUTHEAST MASSACHUSETTS

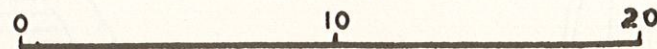
DEPARTMENT OF COMMERCE AND DEVELOPMENT  
DIVISION OF PLANNING



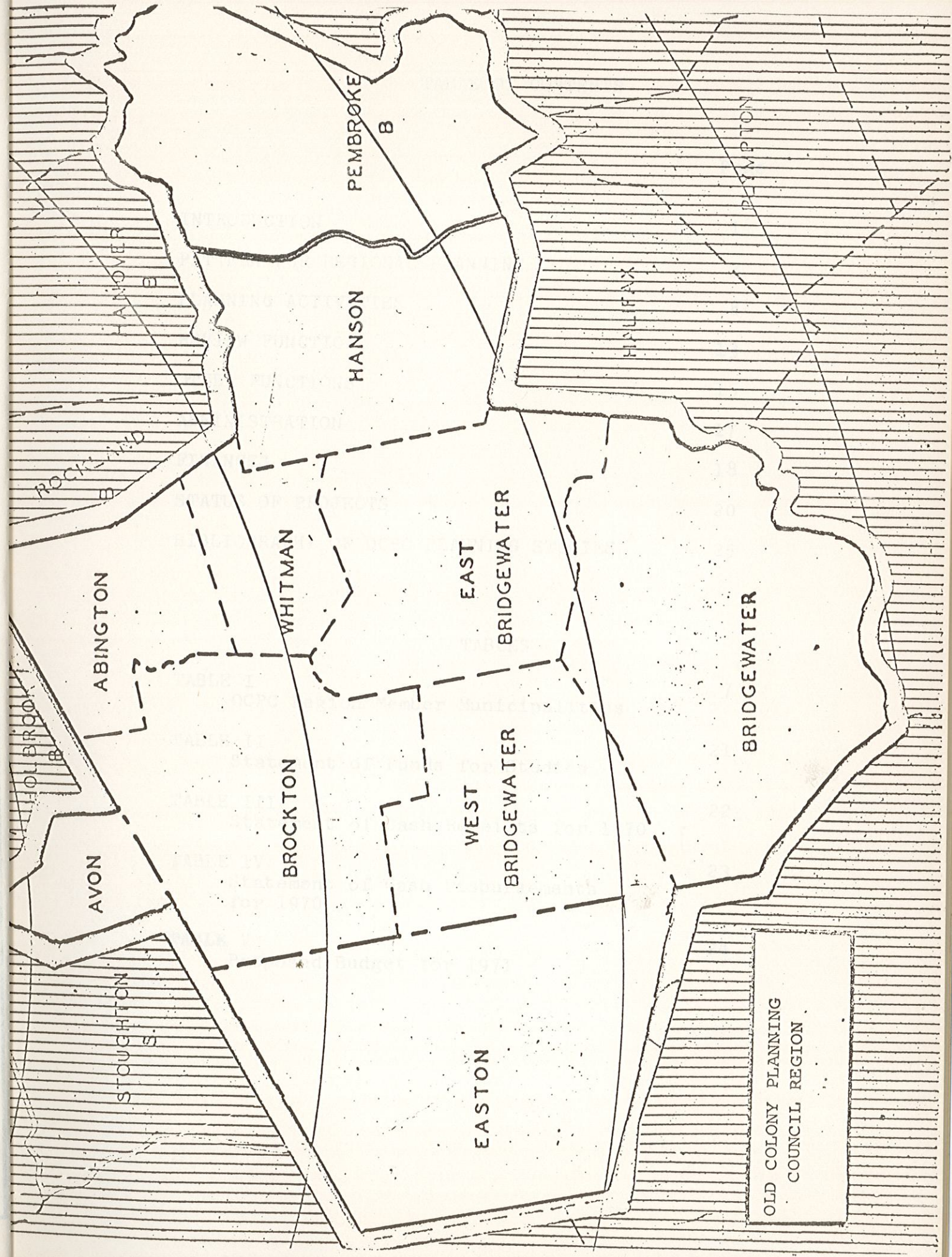
# BROCKTON SMSA



THE COMMONWEALTH OF MASSACHUSETTS  
DEPARTMENT OF COMMERCE AND DEVELOPMENT  
DIVISION OF PLANNING  
SCALE IN MILES









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## INTRODUCTION

During the past year, work continued on the comprehensive regional water and sewer study to provide a long range water/sewer program for the Old Colony Planning Council Region through the year 2010. Moreover, an initial housing study of the region was undertaken by consultants in June of this year as a component of Phase III of the water and sewer study. In June, the Juvenile Delinquency Report on Brockton and four area towns was completed and published. Finally, staff began work, during early summer, on an Urban Planning Assistance Grant for a Recreation and Playground study under the "701" Program for Special Projects. Anticipated completion date for this inner-city project is June, 1971.

The Old Colony Planning Council's membership remained constant during the year, consisting of Brockton and nine area towns. All of the towns in the Brockton SMSA are members with the exception of Stoughton. Stoughton continues membership in the Metropolitan Area Planning Council but has expressed a continuing interest in OCPC planning work.

Member communities are still assessed 20¢ per capita based on the community's population.



Recognition of the importance of a regional approach to the planning problems, which up until now have been considered as mainly of local concern, is also gaining support throughout the Old Colony Planning Region. The Council gratefully acknowledges the generous cooperation and assistance received from many government agencies, public and private institutions and individuals; these relationships should make for an increasingly effective regional planning operation in 1971.



## PATTERN FOR REGIONAL PLANNING

Definition of the Region

The Old Colony Planning Council Region grew out of mutual interest in a regional approach to problem-solving during 1966. Encouraged by the Brockton Regional Chamber of Commerce and Stonehill College, representatives of nearly every town in the Greater Brockton area met monthly during the late summer and winter of 1966-67 to lay the groundwork for a regional planning district. In the spring, nine of the communities reached a consensus to form a new regional planning council, to be named Old Colony Planning Council, and to file appropriate legislation toward that end with the General Court of the Commonwealth of Massachusetts. The original charter communities were Abington, Avon, Bridgewater, Brockton, East Bridgewater, Easton, Hanson, West Bridgewater and Whitman--all members of the Brockton SMSA. The combined area of the region encompassed 163 square miles and had a population of 133,310. All of the communities within the region as initially designed had an orientation to the urban core\* of Brockton and collectively, were considered as being "effective" for planning purposes.

In March, 1969, the Old Colony Planning Council voted to expand the district boundaries to include Pembroke as a member community.

Since its inception, the population of the region



continued to grow. The 1970 Census figures indicate a total population of 177,554, with an area of 168.3 square miles.

#### Organization of the Council

The Old Colony Planning Council was formed in 1967, under the provisions of Chapter 332 of the General Laws of the Commonwealth by the nine founding communities.

Any other city which, by vote of its City Council, and any other town which, by vote of a town meeting, applies to the Council for inclusion in the district and whose application is approved by a majority vote of the Council may become a member with equal rights and privileges, provided the city or town is within an urbanized area adjoining the district and has common or related problems.

To finance the Council's operations, each member municipality is assessed on a per capita basis of 20¢ according to the latest national or state census. Annually, the Council determines the amount of money needed to pay its costs and expenses for the following year and certifies this to the State Comptroller's Office. The assessment is then withheld from the community's financial assistance on the Cherry Sheet. The State Treasurer then sends these funds to OCPC for deposit in local accounts.

The Council is composed of one delegate and one alternate from each town, appointed for a three year term



by a concurrent vote of the Selectmen and the Planning Board of that municipality. Brockton's delegate and alternate are appointed by the mayor. The alternate delegate is eligible to assume the duties and privileges of the regular member in his absence. Every member community, regardless of its size, is entitled to only one vote.

During 1970, the Council held 12 regular monthly meetings, each in a member town within the Old Colony Planning Council area.

#### Council Function

The function of OCPC is to prepare and implement comprehensive regional development plans, offer solutions to the physical, social and economic problems of the Region and guide its growth and development in an orderly and efficient manner. The preparation of such a regional development plan involves studies of land use, economic conditions, transportation systems, public utilities, recreation, open space and various other social facilities and services. Plans and recommendations prepared by the Council are advisory only.

Other functions of the OCPC include:

- Coordinating plans and programs with other agencies and organizations ranging from the Federal Government to local citizen groups;
- Providing a data bank for local planning



agencies and governmental organizations together with advice and technical assistance;

- Acting as a review agency for Federally-assisted projects;
- Translating the regional plans and policy recommendations into action programs;
- Working on special projects of importance and value to the region.



TABLE I

OLD COLONY REGIONAL PLANNING DISTRICT MEMBER MUNICIPALITIES  
AS OF DECEMBER 31, 1970

	<u>Area in Square Miles</u>	<u>Population 1970 Census</u>
ABINGTON	9.97	12,334
AVON	4.35	5,295
BRIDGEWATER	27.29	11,829
BROCKTON	21.37	89,040
EAST BRIDGEWATER	17.28	8,347
EASTON	29.04	12,157
HANSON	15.17	7,148
PEMBROKE	16.25	11,193
WEST BRIDGEWATER	15.49	7,152
WHITMAN	6.70	13,059
	<hr/>	<hr/>
TOTAL	162.91	177,554



## PLANNING ACTIVITIES

Since its creation, Old Colony Planning Council has conducted, with the assistance of consultants, several major regional studies. Some of the studies were completed prior to 1970; a few are on-going. For a general understanding of the Old Colony Planning Council scope to date, a summary of research products will follow:

1. The Transportation Study. This report recommended a five route bus system for the core city, designed the bus schedule for the Brockton School System, prepared legislation for a regional transportation authority and determined solutions for the transit systems for the towns. The study began in July, 1968 and was completed in June, 1969. The project was conducted by the consulting firm of Day & Zimmermann, Philadelphia, Pa. at a cost of \$84,000, financed in part by the U. S. Department of Transportation.
2. Refuse Disposal Report. This report recommended elimination of open burning and dumping in the region and supplied technical and cost data on other acceptable methods of disposal such as sanitary landfill and incineration. The study was conducted by OCPC staff and council members and financed solely with Council funds. It was



begun in September, 1968, and published in March, 1969.

3. Open Space Inventory. This survey catalogued all OCPC lands devoted to conservation and recreational uses. Determination of recommended needs of such acreages, present and future, were included. The study was done by OCPC staff and financed solely from Council funds. It was completed during the summer of 1969.
4. Sewer-Water Study, Phase I. This study provided an inventory and analysis of regional needs both for water supply and distribution and for waste water disposal and alternatives, present and future. Phase I was conducted by the consultant firm of Metcalf & Eddy, Inc. It was financed jointly by the Department of Housing and Urban Development and the Old Colony Planning Council. HUD contributed \$20,000 toward the cost and the OCPC share was \$11,000. It was begun and completed in 1969.
5. Sewer-Water Study, Phase II. The second phase of the study analyzed the relationship of each existing and proposed system in a regional or inter-municipal context; determined anticipated future needs; determined the adequacy of existing and planned public sewerage systems to meet



anticipated future needs and considered alternative plans to meet anticipated future needs. Phase II was completed by Metcalf & Eddy, Inc. in 1970. HUD contributed \$30,000 towards the completion of this project while the OCPC share was \$15,000.

6. A Report on Juvenile Delinquency. This study, conducted in the Brockton region, determined the magnitude of delinquency locally, recognized its major causes, inventoried existing resources for treatment and rehabilitation of delinquent youngsters, and made specific recommendations to slow down the incidence of juvenile crime. The Juvenile Delinquency Study was conducted by the staff and financed, in part, by the Committee on Law Enforcement and Administration of Criminal Justice by a sum of \$10,800. OCPC contributed \$1,200 toward the project. This project was begun in June, 1969 and was completed in June, 1970.
7. Open Space Project. This study, still in progress, is to develop and demonstrate techniques for planning and designing playgrounds in low-income neighborhoods within the region. The purpose of the study is to combine the skills of planning agencies with the participation of neighborhood



residents and local officials in the selection and planning of playground sites. The project is financed by HUD under the "701" Special Project Program. The federal share is \$17,000; the local share from OCPC is \$8,500. The project began in August, 1970 and is expected to be completed by June, 1971.

8. Land Use. The land use program is a continuing study to determine amounts and distribution of lands needed to accommodate future growth. The completed plan will be both a graphic map and written policy reflecting the region's land use goals and objectives. The plan considers land for residential use, at varying densities; open space or land for recreation and conservation; land for business and industry; and land for public and semi-public uses; it also takes into account the existing and proposed transportation system. The project began in 1969 and anticipated completion is later this year. It has been undertaken by OCPC staff.
9. Sewer-Water Study, Phase III. This report, soon to be completed, will contain:
  - (a) an analysis of alternative sanitary sewerage plans to meet anticipated future needs;
  - (b) the selected sanitary sewerage plan;



- (c) an analysis of alternative water supply plans to meet anticipated future needs; and
- (d) selected recommendations for a water supply plan.

Phase III was begun by Metcalf & Eddy, Inc. in 1970 and is expected to be completed by the end of the year. HUD's contribution toward the cost of this project is \$21,500; the OCPC share is \$10,000.

10. Housing Study. The OCPC housing program is the local part of a state and national effort to study the supply and demand for housing of different types and costs and to resolve the general housing shortage. Considered in this study is the possibility of industrialized housing, (Operation Breakthrough), density development, state and federal programs to assist the supply of public and private housing; and means of alleviating the burdensome Massachusetts property tax. The study, undertaken by Urban Systems, Inc. of Cambridge, Mass. in June, 1970 will be completed by June of this year. Funds for the study came from HUD in the amount of \$8,500; the local share will be \$5,000.



## REVIEW FUNCTION

An important responsibility of the agency is to review applications for Federal funds for a variety of projects. According to the provisions of Section 204 of the U. S. Demonstration Cities and Metropolitan Development Act of 1966, Federal agencies require such review by the local regional planning agency before federal funds are extended.

The Planning Council's primary objective is to provide helpful guidance in the procedure of the grant process and provide advice which will increase the prospects for final approval.

The Planning Council does not have the power to grant or deny federal funds. Its function is advisory only. Not all federal agencies which require regional review give equal weight to its recommendations. In general, the review activities of the Planning Council are designed to:

1. Provide a service to applicants for Federal grants.
2. Determine if a particular project is consistent with areawide comprehensive planning.
3. Assess the extent to which the project contributes to the fulfillment of regional planning objectives.



4. Save taxpayers money by avoiding needless project duplication and seeking economies of scale; and
5. Resolve planning conflicts between agencies.

OCPC's review function has been employed on several occasions since the agency's inception, including applications from several sources for HEW and HUD funds.



## OTHER FUNCTIONS

Legislation

During the year, the Planning Council took a stand on a number of federal and state legislative proposals having direct implications on regional planning. The Council's views were conveyed to appropriate government agencies, members of Congress and local representatives.

Public Information

The Planning Council co-sponsored with the Brockton Regional Chamber of Commerce, the University of Massachusetts Extension Service and Stonehill College, a series of seminars entitled "Directions for the Seventies". The series held at Stonehill College were informative and created a forum for dialogue on the various problems facing the communities of the region. A film series is planned for the spring at Brockton High School, focusing on environmental problems.

Miscellaneous

The Planning Council staff, as part of the public information process, has attended conferences, public meetings and provided speakers throughout the region to explain the regional planning program and the advantages of a carefully planned systematic approach to regional



problem-solving and growth.

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ADDITIONAL  
The following is a list of the names of the members of the  
Committee on the Administration of the Court, as of  
January 1, 1964.  
The members of the Committee are:  
Chairman: Mr. Justice Brandeis  
Members: Mr. Justice Black, Mr. Justice Brennan,  
Mr. Justice Douglas, Mr. Justice Harlan, Mr. Justice  
Marshall, Mr. Justice Stewart, Mr. Justice White,  
Mr. Justice Blackmun, Mr. Justice Burger, Mr. Justice  
Goldberg, Mr. Justice Harlow, Mr. Justice Jones,  
Mr. Justice Kaufman, Mr. Justice McHugh, Mr. Justice  
Rosen, Mr. Justice Souter, Mr. Justice Tamm, Mr. Justice  
Trotter, Mr. Justice Winterrowd, Mr. Justice  
Wright, Mr. Justice Young, Mr. Justice Ziegler.



ADMINISTRATION

STAFF

The OCPC staff consists of an Executive Director, a Principal Planner and a Secretary.

OFFICE

The Old Colony Planning Council continues to be located at 27 Belmont Street, Brockton, Massachusetts. A conference room located in the same building serves as a meeting room for Council sub-committees.



## FINANCES

General

The accounts and financial records of the Old Colony Planning Council were examined by the Council's Treasurer for the year ended December, 1970. Reports of the Council's financial status are made at monthly meetings. The subsequent financial statements indicate the Council's assets and liabilities, cash receipts and disbursements.

The Council's financial records were audited by State and Federal Auditors and found to be in order.

Revenue

The Council's chief source of income in 1970 was derived from the twenty cents per capita assessment of member communities, amounting to \$31,493.20. The next largest source of recurring income came as a federal grant under the "701" project for a regional sewer-water study for consultant services in the amount of \$30,000, part of which is applied to the housing study. The remaining grant funds under this project will be forthcoming during the year 1971.

The Commonwealth of Massachusetts continued its financial assistance to the Planning Council for its regional planning program by making grants in the sum



of \$1,862.00. It is anticipated that additional grants will be forthcoming from the state in subsequent years.

Two additional grants from the federal government were received. The juvenile delinquency grant amounting to \$10,800, received in 1969 and the Open Space Project for Playgrounds in the amount of \$7,500. The remaining funds under the latter grant will be forthcoming in 1971.

Interest on bank accounts amounted to \$597.76 and the sale of reports and maps to \$31.00. The Internal Revenue Service refunded \$5,089.28 on FICA payments.

Table II itemizes the various sources and amounts of revenue.

#### Expenditures

The major portion of the Planning Council's expenses can be attributed to personnel services with the remaining expenses going toward fixed operating costs, rent, telephone, equipment, supplies and other items.



STATUS OF PROJECT MASS. P-152

Work on this project is expected to be completed this year at an estimated cost of \$45,000. \$30,000 was from federal sources, the remaining \$15,000 being local share. Funds for this project have not been requisitioned and will be forthcoming this year.

STATUS OF PROJECT MASS. P-158

Completion of the Open Space Project is contemplated by June, 1971. The estimated cost of the project was \$25,500. \$17,000 is from federal sources while the remaining \$8,500 is the local share contributed in services by the Old Colony Planning Council, the Brockton School Department, the Park Department of the City of Brockton, the City of Brockton Recreation Department, the Brockton YMCA and a local architect.



TABLE II

## STATEMENT OF OLD COLONY PLANNING COUNCIL FUNDS FOR STUDIES

Studies conducted by the Old Colony Planning Council  
during the past year and sources of funds:

<u>STUDY</u>	<u>COMPLETION DATE</u>	<u>FEDERAL FUNDS</u>	<u>OCPC SERVICES</u>
Water-Sewer Study Phase II	1970	\$30,000	\$15,000
Water-Sewer Study Phase III	1971	\$21,500	\$10,000
Juvenile Delinquency Study	1970	\$10,800	\$ 1,200
Open Space Study	1971	\$17,000	\$ 8,500*
Land Use Study	1971	**	
Housing Study - Phase I	1971	\$ 8,500	\$ 5,000

*Recreation Department-City of Brockton	\$2,000
Park Department -City of Brockton	1,500
Brockton School Department	1,500
Architect	1,000
YMCA	1,000
Old Colony Planning Council	1,500

\*\* Land Use Study is part of the Water-Sewer Study  
Phase III



TABLE III

## STATEMENT OF OCPC CASH RECEIPTS FOR YEAR ENDED DECEMBER 31, 1970

Assessment of member communities (based on 1965 population  
and exclusive of State or Federal institutional patients)

ABINGTON	\$ 2,358.00	
AVON	1,035.00	
BRIDGEWATER	1,856.40	
BROCKTON	16,506.40	
EAST BRIDGEWATER	1,492.00	
EASTON	2,026.00	
HANSON	1,057.00	
PEMBROKE	1,541.60	
WEST BRIDGEWATER	1,146.20	
WHITMAN	<u>2,474.60</u>	\$31,493.20
Federal grant - "701" Project P-122		10,000.00
Federal grant - "701" Project P-145		30,000.00
Federal grant - "701" Project P-158		7,500.00
State grant DCA		1,862.00
State grant - Juvenile Delinquency Study		10,800.00
<u>Other Income</u>		
Interest	\$ 597.76	
IRS refund	5,089.28	
Sale of maps and reports	<u>31.00</u>	<u>\$ 5,718.04</u>
TOTAL INCOME		\$97,323.24



TABLE IV

STATEMENT OF OCPC CASH DISBURSEMENTS FOR THE YEAR ENDED  
DECEMBER 31, 1970

	<u>Amount Expended</u>	
<u>Personnel Services</u>		
Salaries	\$32,613.00	
Health Insurance	<u>134.19</u>	\$32,747.19
<u>Office Expenses</u>		
Rent	2,208.00	
Telephone	1,030.95	
Office Supplies	649.48	
Postage	168.00	
Printing	<u>874.92</u>	4,931.35
<u>Equipment</u>		
Office	<u>165.75</u>	165.75
<u>Miscellaneous</u>		
Subscriptions, Dues, Books	291.85	
Travel - Conferences	789.15	
Accountant Services	100.00	
Insurance	<u>225.00</u>	1,406.00
<u>"701" Projects</u>		
Consultant Fees - P-122	10,000.00	
- P-145	30,000.00	
- P-158	<u>1,000.00</u>	41,000.00
<u>Contingencies</u>	<u>1,939.65</u>	<u>1,939.65</u>
 TOTAL EXPENSES		 \$82,189.94



TABLE V

PROPOSED BUDGET FOR OLD COLONY PLANNING COUNCIL  
CALENDAR YEAR 1971

SALARIES:	
Executive Director	\$10,000.00
Principal Planner	10,300.00
Secretary	6,300.00
RENT	2,200.00
TELEPHONE	1,000.00
CAPITAL EXPENSES	350.00
OFFICE SUPPLIES	610.00
PRINTING & STATIONERY	400.00
POSTAGE	400.00
INSURANCE	375.00
TRAVEL	500.00
CONTINGENCIES	2,463.40
TOTAL	<hr/> \$34,898.40



BIBLIOGRAPHY OF OCPC PLANNING STUDIES

1. Transportation Study - 1968  
Day & Zimmermann, Inc., Philadelphia, Pa.
2. Refuse Disposal Study - 1968  
Old Colony Planning Council Staff
3. Inventory of Open Spaces - 1969  
Old Colony Planning Council Staff
4. Open Space Study - 1970 (Playgrounds, Parks, Schools)  
OCPC Staff (Study in progress)
5. Sewer-Water Study - 1970  
Metcalf & Eddy, Inc.
  - A. Phase I - Inventory of Water and Sewer Resources
  - B. Phase II - Evaluation of Alternative Plans
  - C. Phase III - Recommendations (Study in progress)
6. Juvenile Delinquency Study - 1970  
Old Colony Planning Council Staff
7. Housing Study of Brockton Area - 1970  
Urban Systems, Inc. (Study in progress)