

OCEPC

ANNUAL REPORT
1971





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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 1971.

Respectfully submitted,

Donald Q. Joyce
Donald Q. Joyce, President

Richard A. Ham
Richard A. Ham, Secretary

OFFICERS

<i>President</i>	<i>Donald Q. Joyce</i>	<i>Pembroke</i>
	<i>Merton H. Ouderkirk*</i>	<i>West Bridgewater</i>
<i>Secretary</i>	<i>Richard A. Ham</i>	<i>Easton</i>
	<i>Karl G. Baresel*</i>	<i>Hanson</i>
<i>Treasurer</i>	<i>A. Stanley Littlefield</i>	<i>Abington</i>
	<i>Robert S. Philbrick*</i>	<i>East Bridgewater</i>

STAFF

<i>Daniel M. Crane</i>	<i>Executive Director</i>
<i>William E. Richardson</i>	<i>Assistant Planner</i>
<i>Frances M. Votta</i>	<i>Secretary</i>
	<i>Alvin Jack Sims**</i>
	<i>* F. Tenney Lantz**</i>

* *Term expired May, 1971*

** *No longer with Council Staff*

OLD COLONY PLANNING COUNCIL

	<u>DELEGATE</u>	<u>ALTERNATE</u>
ABINGTON	A. STANLEY LITTLEFIELD	RODNEY D. HENRIKSON
AVON	JOHN J. DEMARCO	LEO B. MCKINNON
BRIDGEWATER	ANTHONY P. ANACKI	CHARLES A. DYKE
BROCKTON	JOHN J. SCANLON, JR.	WILLIAM BRONSTEIN*
EAST BRIDGEWATER	ROBERT S. PHILBRICK	CHARLES M. REPETA, JR.
EASTON	RICHARD A. HAM	RICHARD H. CHASE
HANSON	KARL G. BARESEL	ROBERT B. HEATH
PEMBROKE	DONALD Q. JOYCE	JOHN L. BRALEY
WEST BRIDGEWATER	MERTON H. OUDERKIRK	FRANK S. MILLER*
WHITMAN	*DONALD J. DUNBAR	LESLIE W. HOLBROOK

* RESIGNED

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OLD COLONY PLANNING COUNCIL

ANNUAL REPORT

INTRODUCTION

The Old Colony Planning Council was established under Chapter 332 of the Acts of 1967 which provides that the Old Colony Planning Council "shall make an annual report to the Department of Commerce and Development." In accordance with this provision, this annual report has been prepared to outline the activities and accomplishments of the Council during the past year, and to set forth those programs that the Council will undertake in the coming year. In accordance with policy recently adopted by the Council, the Old Colony Planning Council will operate hereafter on a fiscal year basis and will report on its activities in June of each year.

The Council has seen a gain in support throughout the OCPC Region as the result of a greater understanding within the communities of the importance for a regional approach to planning problems.

The report is structured as follows:

Section 1. Pattern for Regional Planning - contains a description of the construction and organization of the Region.

Section 2. *Project Development and Services - reviews in detail, the accomplishments of the Council in the various projects as they are defined in the 1971 Work Program. It also describes the services rendered to the member communities during this period.*

Section 3. *Organization and Administration will describe the structure of the Council.*

Section 4. *Inter-Agency Cooperation outlines the relationship of the Council with other public and private agencies.*

Section 5. *This section entitled Review Function, describes the responsibility of the Agency in reviewing applications for federal funding.*

Section 6. *A summary of the future plans and programs outlined in the overall program design is contained in this section.*

Section 7. *This section presents the OCPC Budget for Fiscal 1971-72.*

Section 1. PATTERN FOR REGIONAL PLANNING

After many years of relative dormancy, the Old Colony Planning Council area has been in a period of rapid population growth. Currently, the region is recognized to be one of the fastest growing areas of New England with the 1970 Census indicating that 177,554 persons reside in the area. It is projected that the 1990 population will reach a level of 274,500, which would mean almost a doubling of the 1960 population.

The result of this rapid increase in population has been urban sprawl which has radially mushroomed out with little respect for the traditional "city" and "county" boundaries between communities. In the last decade, the urban population has shown an increase of 5,000 people annually and, concurrently, urban development has absorbed approximately 500 acres of prime land annually.

This rapid and haphazard urbanization of the Old Colony Region has endangered the quality and character of the local environment and has imposed unprecedented demands upon the area's local governments and institutions. As the population of the area has grown and land development continues, regional needs have intensified and become more apparent. Increased demand for improved public ser-

Spring of 1967. Encouraged by then recent federal legislation and the apparent opportunities afforded by regional action, the City of Brockton and nine neighboring towns voluntarily joined together to form the Old Colony Planning Council.

The 1967 enabling legislation set forth the broad parameters of the Agency's functions. The statute gives the OCPC the responsibility to:

"Conduct such research and prepare and compile such data, maps, charts and tables as may be helpful or necessary to improve the physical, social and economic conditions of the district, and shall prepare and revise comprehensive plans for the physical, social and economic improvement of the district...with respect to the optimum use of the land areas in the district and the most efficient provisions for the utilities serving these land areas."

Section 2. PROJECT DEVELOPMENT SERVICES

A. PHYSICAL PLANNING

In June of 1967, the Massachusetts Legislature approved Chapter 332 which created the Old Colony Planning Council. In addition to the purpose as previously outlined, a further statement of purpose was developed within the Council's by-laws. In summary, these by-laws establish the format of a working organization which seeks "a cooperative effort in resolving problems, policies and plans that are common and regional".

Within this general framework, the Council has placed in writing, over the years, interpretations of its basic purpose in relation to specific planning areas. A description of the development of its latest resolves and statements of such follow.

During the preparation, in early 1971, of the application for a federal planning grant, it became necessary to seek a consensus among the delegates as to the priority for which regional problems would be considered and solutions sought. Consequently, a questionnaire was distributed that listed forty-two specific problems and issues. The delegates were

asked to rank the list items in order of priority.

Based upon the results of the questionnaire, the following ranking of problems and issues were developed:

Highest Priority - critical problems needing maximum and immediate attention

Housing

Sewage Disposal and Water Supply

Refuse Disposal

High Priority - problems needing attention and requiring action

Land Use and Open Space

Socio-Economic Resources

Transportation System

Juvenile Delinquency and Drugs

Health Services

Priority - measures necessary to implement study recommendations

Local Government Assistance and Comprehensive Guide Plan Formulation Coordination

* This priority ranking was kept in mind during the preparation of an updated statement of goals in the Summer of 1971. It was also used as the basis for the Old Colony's OPD (Overall Program Design - the description of studies and programs to be undertaken over a three period) and the 1971-72 Work Program.

The major areas of concern of the Council and staff at this stage are, of necessity, heavily oriented toward physical planning for land use, open space and water supply and sewage disposal because these areas have occupied the attention of the member communities thus far. It may be expected that, as the Council program proceeds and moves into the areas of social and economic planning, coordination and implementation, the statements of objectives and policies in these areas will be expanded.

B. AGENCY ACCOMPLISHMENTS

During the past year, the Old Colony Planning Council has conducted several major regional studies.

1. Land use and open space activities were amended in September, 1971 to include formulation of an Open Space Plan, updating of present land use data as a future land use guide; and to identify critical natural factors in the land use plan. Future Land Use guidelines and important natural factors were completed. A report entitled "OCPC Open Space System" will be published in the Spring. An Ad-

visory Committee is being formed to aid in the implementation of the report's findings.

2. The final phase of the Water/Sewer Study was completed in 1971 and alternative approaches outlined to meet anticipated future needs. The study was financed jointly by the Department of Housing and Urban Development and the Old Colony Planning Council at an overall project cost of \$30,000. As a result of the study, a draft of proposed legislation which would create an "Old Colony Sewer District" was prepared. Filing of the legislation has been forestalled to gain further acceptance and local support. An advisory sub-committee has been appointed to work with staff on legislation revisions prior to filing, now scheduled for Fall, 1972.
3. Housing. The initial housing study was financed jointly by the Old Colony Planning Council and the Department of Housing and Urban Development for a total cost of

\$15,000. This study included the basic supply and demand projections essential to any informed analysis of the housing market. Considered also, was the possibility of industrialized housing (Operation Breakthrough) density development, state and federal programs to assist the supply of public and private housing, which by the use of audiovisual techniques, will generate a greater awareness of the housing choices available to residents of the OCPC area.

4. A study to develop and demonstrate techniques for planning and designing playgrounds in low-income neighborhoods within the region, entitled, "Brockton: Charrettes", was completed in 1971. The purpose of the study was 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 was financed by HUD under the "701" Special Project Program. Overall cost of the project was \$25,500.

5. *The first part of an Economic Base Study is presently being carried out by the Old Colony Planning Council which will analyze the current trends of employment and unemployment in the region and will make recommendations based upon these findings. Completion of the study is not expected until next year.*

6. *Storm Drainage and Flood Control. Activities in this element have centered about gathering all available data related to local flooding and providing technical assistance to member communities. The Agencies interviewed by staff in the development of a regional program have included:*

*U. S. Army Corps of Engineers
Mr. William MacIntosh
Waltham, Massachusetts*

*Brockton Parks Commission
Mr. Isaac Kibrick
Brockton, Massachusetts*

*New England River Basins Commission
Southeastern New England Study
Mr. Walter Newman
Taunton, Massachusetts*

U. S. Department of Agriculture
Soils Conservation Service
Mr. Charles Upham
Middleboro, Massachusetts

Mass. Department of Natural Resources
Mr. Charles M. Repeta, Jr.
Boston, Massachusetts

Through meetings with officials of these agencies and information and data supplied by them, several programs have been formulated for further action and refinement in the remaining six months. These proposed programs include:

- a. Development procedural guidelines for a program that will qualify all area communities for the National Flood Insurance Program through adoption of flood plain zoning by Spring 1973.
- b. In conjunction with municipal agencies, apply for a Small Watershed Protection and Flood Prevention (PL-566) assistance grant for a combined flood control-open space project along the Lovett and Salisbury Brooks area of Brockton and D. W. Field Park. The Town of Bridgewater was assisted in preparing plans and data for a local flooding problem affecting approximately five acres

of school and playground property. Using OCPC site drawings and drainage plans, the Bridgewater Department of Public Works is proceeding with construction.

7. *Refuse Disposal.* Prior to December, 1971, Old Colony Planning Council's emphasis with respect to refuse disposal had been on providing technical assistance and data to member communities. This was primarily in the form of site selection criteria and operational procedures for sanitary landfill projects. Soils reports were interpreted for the region showing favorable and unfavorable sites. Reference was made to the OCPC Future Land Use Guide and inventories were made for potential areas within the community. The Town of Easton was one community furnished with such assistance.

In December, 1971, the City of Brockton signed an agreement to provide refuse to an incinerator which a private concern proposed to construct in the area. This development will affect the emphasis of

OCPC's remaining job activities in refuse disposal. Increased attention will focus on the potential of area communities supporting such a facility the process of adapting present techniques to compliment a new procedure requiring new logistics and the feasibility of incorporating some form of resource extraction with the proposed plant's operation.

The bulk of the Refuse Disposal program remains to be completed with the preparation of a plan and policy. This will now be additionally concerned with the proposed incinerator and possible regional alternatives or combinations of alternatives to it. It is expected that the plan formulation will take place in Spring of 1972, following further clarification of the private group's intentions concerning the regionalizing of the incineration plant.

SERVICES:

1. *Citizen Involvement*
 - a. *Housing Advisory Committee*
 - b. *Open Space Advisory Committee*
 - c. *Economic Advisory Committee*
2. *Technical Assistance to Community Groups*
 - a. *Mayor's Transportation and Traffic Committee*
 - b. *Self-Help, Inc.*
 - c. *Region VII Comprehensive Health Planning, Inc.*
 - d. *Project QUEST*
3. *Public Information*
 - a. *All news media*

Section 3. ORGANIZATION AND ADMINISTRATION

The Old Colony Planning Council established under Chapter 332 of the Acts of 1967, as amended, consists of the City of Brockton as the core city, and the towns of Abington, Avon, Bridgewater, Brockton, East Bridgewater, Easton, Hanson, Pembroke, West Bridgewater and Whitman. The combined area encompasses 168.3 square miles with a total population of 177,554. These figures are based on the 1970 Census figures.

All of the communities within the region are oriented to the urban core of Brockton, and collectively, are considered as being "effective" for planning purposes.

To finance the Council's operations, each member community is assessed on a \$.20 per capita basis according to the latest national or state census.

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 Planning Board of the community. The City of Brockton's delegate and alternate are appointed by the Mayor. Each community is entitled to one vote, the alternate having the right to vote in the absence of the delegate.

Meetings are held each month in a member community within the Old Colony Planning Council area.

The role and activities of the OCPC are extensive, but

Section 4. INTER-AGENCY COOPERATION

A. Federal and State - The Old Colony Planning Council has established coordination and liaison with agencies as follows:

1. Office of Planning and Program Coordination, Massachusetts Department of Administration and Finance - This office is the 204 Review and OMB A-95 clearinghouse for the State.
2. Massachusetts Department of Community Affairs - Administrative procedures have been developed whereby the Old Colony Planning Council and DCA exchange knowledge for assistance from communities in the Region.
3. Massachusetts Department of Natural Resources - There has been an on-going relationship with this Department through the year 1971.
4. Massachusetts Department of Commerce and Development - Contact is maintained with the State EDA Coordinator in this office.
5. Federal Water Pollution Control Administration - The FWPCA has assisted the Council in the review of its Water and Sewer Study and in the review of the Old Colony Sewer District legislation.

6. U. S. Army Corps of Engineers - There has been a continuous exchange of information and mutual review of water supply planning reports (Old Colony Planning Council Water and Sewer Study).

7. U. S. Department of Agriculture - There is a close working relationship with the Service's regional office in Middleboro.

8. Massachusetts Department of Public Works - The Department has organized a Transportation Coordination Committee which is made up of Council members.

B. Other Groups. - In addition to Federal and State agencies, close contact is kept with the following groups:

1. Self-Help, Inc. - The Agency has worked closely with this group which is the area OEO agency.

2. Region VII Comprehensive Health Planning, Inc. - The Council has provided whatever assistance has been requested by this agency since its organization in 1969.

3. Brockton Regional Chamber of Commerce - The Council maintains a close relationship with

Section 5. 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 Old Colony 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 areawise comprehensive planning.
3. Assess the extent to which the project contri-

butes 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.

The Old Colony Planning Council has reviewed a number of applications for federal funding during the past year, as follows:

- (1) The Abington-Rockland Water Works Application for construction funds for two water treatment plants, a well and water mains.
- (2) An application by the Town of Bridgewater for Grant Monies under the Economic Development Administration's Public Work Impact Projects.
- (3) Brockton
 - a. An application by the Department of Natural Resources for the construction of an outdoor swimming pool in Brockton.
 - b. An application for the construction of federally financed housing by private builders.
 - c. An application by the Brockton Housing Authority for the construction of Low-Rent Public Housing.
 - d. An application for the refunding of Brockton's Community Action Program administered by Self-Help, Inc.

- e. An application for the funding of Salisbury Grove Urban Renewal Project by the Brockton Redevelopment Authority.
- (4) An application by the Department of Natural Resources for a grant from the U. S. Department of the Interior for the acquisition of the Oakes Ames Estate in the Towns of Easton and Sharon for recreational purposes.
- (5) An application by the Town of West Bridgewater for funds to purchase the Old Foye Farm to be used for open space and outdoor recreational purposes.
- (6) A Comprehensive Health Planning Application filed by Region VII Comprehensive Health Planning, Inc. for the continuation of comprehensive health planning efforts in the 71 cities and towns of Southeastern Massachusetts.

Section 6. FUTURE PROGRAMS

The Old Colony Planning Council will in its future programming continue to give consideration and attention to past work program activities that are in need of a continuing planning effort. Program elements that fall into this category are Water and Sewerage Plans, Refuse Disposal and Land Use and Open Space.

In addition, the Council will incorporate into its future programs those work program elements that are presently in an interim stage of completion, such as the Economic Base Study and Housing Element. There is also a great need to review and evaluate the validity of some elements of the Council's planning program and policies in view of changing conditions within the area. Attention must be devoted to a continuing planning effort that will review and up-date plans and policies when this becomes necessary.

Other programs that are anticipated in the future include a major effort in transportation planning and a water quality management planning project. Thus far, the Council's involvement in transportation planning has been minimal, but it is anticipated that the OCPC will engage in a transportation planning program that will

consider all modes of transportation in the region.

The water quality management planning program offers the Council the opportunity to carry out planning activities initiated in the water-sewer study in greater detail and depth. The pilot project in which all the regional planning agencies in the Commonwealth will participate along with state and federal agencies is expected to provide insights into the application and feasibility of this new approach to water quality management planning to other states in the nation.

OLD COLONY PLANNING COUNCIL
BUDGET FOR FISCAL YEAR 1971-1972

INCOME

Assessments from Member Communities	\$35,510.80	
Department of Housing & Urban Development	35,000.00	
Project CPA MA 06 01 1010		
Department of Community Affairs	1,709.00	
Department of Public Works	<u>2,400.00</u>	
 Total Income		 \$74,619.80

EXPENDITURES

Personal Services

Salaries	\$39,750.00	
Fringe Benefits	<u>6,037.00</u>	\$45,787.00

OFFICE EXPENSES

Rent	\$ 2,208.00	
Telephone	1,000.00	
Office Supplies	600.00	
Postage	400.00	
Printing	1,500.00	
Maps	2,000.00	
Equipment Rental	2,700.00	
Equipment Maintenance	200.00	
Equipment Purchases	<u>1,443.80</u>	\$11,451.80

MISCELLANEOUS *

Books, Dues & Subscriptions	\$ 300.00	
Insurance Bond	200.00	
Travel	500.00	
Conferences	<u>1,000.00</u>	\$ 2,000.00

CONSULTANT FEES

\$11,650.00

CONTINGENCIES

\$ 3,731.00

Total Expenditures

\$74,619.80

OLD COLONY PLANNING COUNCIL CITY AND TOWNS

ASSESSMENTS

Based on the final 1970 Census Population Figures (exclusive of State or Federal institutional patients) and on the basis of 20¢ per capita.

<u>City/Town</u>	<u>Year of Joining Council</u>	<u>1971 Population</u>	<u>Assessment</u>
ABINGTON	1967	12,334	\$ 2,466.80
AVON	1967	5,295	1,059.00
BRIDGEWATER	1967	11,829	2,365.80
BROCKTON	1967	80,040	17,808.00
EAST BRIDGEWATER	1967	8,347	1,669.40
EASTON	1967	12,157	2,431.40
HANSON	1967	7,148	1,429.60
PEMBROKE	1969	11,193	2,238.60
WEST BRIDGEWATER	1967	7,152	1,430.40
WHITMAN	1967	13,059	2,611.80
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Total		177,554	\$35,510.80