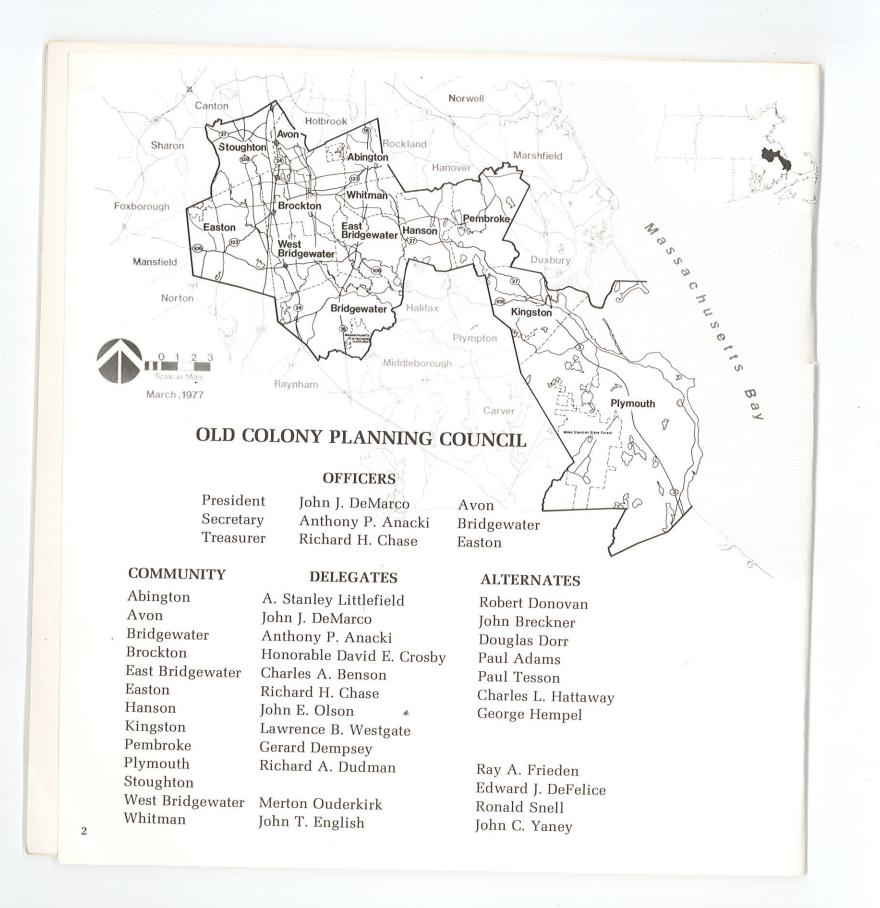


## Old Colony Planning Council 232 Main Street, Brockton Ma. 02401

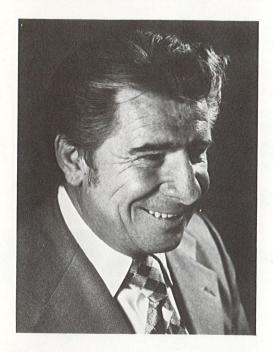
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Cover Photo: Massasoit, The Great Sachem, statue in the town of Plymouth.



## A MESSAGE FROM THE COUNCIL PRESIDENT



It is again my privilege and pleasure to present to you the Annual Report of the Old Colony Planning Council. This past year, communities throughout the Commonwealth formulated a growth policy statement in accordance with the Growth Policy Development Act of 1975. The Council also prepared a Regional Growth Policy Statement which included a review of local growth policy statements for communities in the OCPC region, an analysis of issues facing the region, a reexamination of the Council's policies, and recommendations for local, regional and state actions.

One of the most important factors that will influence growth and development in the OCPC region in the future, is the availability of energy. Those of us living and working in New England are acutely aware that abundant energy resources can no longer be taken for granted; that the availability of energy has become a huge problem, strongly affecting every aspect of society. As consumers, paying the highest energy prices in the United States, we realize that dwindling fuel supplies and resulting high production costs are major concerns.

Alternative energy sources must be developed and made available to meet existing and projected levels of demand. However, in the short-term there is much that can be done by us publicly and privately to overcome wasteful energy consumptive practices and mitigate energy shortage problems until alternative sources are developed and made available.

It is evident that our transportation systems, homes, factories and offices are notoriously energy inefficient. Such inefficiencies are generally overlooked when energy supplies are plentiful and prices are low. But in our present circumstance of high energy prices, these inefficiencies will have to be eliminated. New buildings must be located and constructed in the most energy efficient manner possible. New appliances and cars must be improved to dramatically increase their efficiency. We must find new ways to reuse the enormous amount of thermal energy we now just throw away. As governmental officials, we must use comprehensive planning and development controls to reduce unnecessary energy waste and shape a more energy efficient environment.

The challenge today and in the foreseeable future is the growing scarcity of energy and our other natural resources. Regional Councils can do much to anticipate the effect that energy concerns will have on future growth and development in our metropolitan areas. Through enlightened growth policies; we can reduce the commuting distances to work and to shopping centers; locate public facilities in proximity to the service area; and, provide more efficient transportation networks.

With your assistance and support, Old Colony Planning Council will be able to overcome this and other areawide problems.

John J. DeMarco

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## POLICY DEVELOPMENT: THE FOCUS ON GROWTH

It was a little more than one year ago that the General Court of the Commonwealth enacted legislation that was unique in state-local relations. The Growth Policy Development Act initiated a process that provided for the widespread participation and involvement of all cities, towns and regional planning agencies in assisting in the formulation of state policies for future growth and development.

The invitation to participate was regarded with suspicion by many local officials who were not accustomed to being asked about their feelings on how their community should develop, or what state government might do to assist them in implementing local community objectives. After an initial phase of skepticism, most communities saw the value in articulating local growth problems and priorities and in developing a consensus of opinion about their local community. For the first time representatives of many local boards and commissions sat down together to discuss problems and opportunities. For some communities the cooperative spirit that was forged through the local growth policy development process will be continued.

After many months work on the part of members of local growth policy committees in developing local growth policy statements, the Council began its review of these statements. It analyzed the issues facing the region, re-examined the Council's policies and considered recommendations for local, regional and state actions. The Old Colony Planning Council's efforts culminated in a Regional Growth Policy Statement that was submitted to the state in mid-November.

From the standpoint of OCPC, the process was invaluable in providing the Council, at one point in time, with a perception of local problems, concerns, objectives and values concerning growth.

In addition to the Growth Policy Development process, the Council was interested in determining

how local community officials perceived and regarded OCPC. A series of interviews were arranged with residents and community leaders in OCPC communities to learn what the townspeople had to say about OCPC and to also learn how OCPC might be able to serve the communities.

Many issues were discussed, both local and regional, some pertaining to OCPC and others that did not. From these discussions the staff was able to summarize in a capsule form, the following observations:

- Local officials are pleased with the reports and type of studies that OCPC is engaged in. Mention was made that boards, other than boards of selectmen and planning boards, might not be aware of OCPC.
- Many local officials felt that their respective towns were not taking full advantage of the services offered at OCPC.
- In general, most residents expressed a desire for local control, but felt that the state should give more control to regional planning agencies. They felt that this would bring government closer to the local level. They expressed a desire to have the regional planning agency bring federal assistance to the area, that it should come directly to the regional planning agency, by-passing the state. The thought was expressed that OCPC should act as a "buffer" between the locality and the state.
- The sentiment was expressed a number of times, that the towns want their local autonomy, that they do have their "grassroot" loyalties, but, they are not equipped to carry out many of the needed plans. They felt that this is where OCPC can play a big part. The areas of industrial and economic development, federal and state grant assistance, and transportation were most often mentioned.
- Suggestion was also made that OCPC consider establishing some sort of program to aid the localities in the dissemination of information pertaining to collective bargaining.

## COMMUNITY DEVELOPMENT GRANTS: DIRECT FEDERAL ASSISTANCE

On August 22, 1974 the President signed into law the Housing and Community Development Act of 1974.

Enactment of this omnibus housing and community development legislation came after nearly four years of extensive deliberations involving the Congress, the Administration, and the nation's cities.

Title I of this legislation created the Community Development Block Grant Program, replacing seven existing categorical grant-in-aid programs. Under the block grant program, funds go directly to the general purpose local government as the body that is most responsive to the electorate and has the broadest authority to deal with community development. All cities of over 50,000 population and most counties of over 200,000 population are entitled to a certain amount of funds based on a formula that takes into account population, poverty and overcrowded housing. Other cities and towns under 50,000 in population also apply for funds which are distributed on a competitive basis.

Basically, the activities eligible under the old categorical programs can be carried out with CDBG funds. To further increase the locality's flexibility in carrying out community development activities, these funds may be used anywhere within the local government's jurisdiction to serve the needs of low and moderate-income people or to meet urgent community development needs.

For communities to obtain funding under the Housing and Development Act of 1974 they are required to identify a relationship between housing and community development, with appropriate attention being paid to expanding the housing stock, principally for low and moderate-income persons. The law further requires submission of a Housing Assistance Plan (HAP) as part of the application for CDBG funds.

OCPC has been able to provide much technical assistance to its communities in the areas of CDBG

applications. The staff has provided its member communities with much of the information needed to complete these applications dealing in such areas as:

- 1. Surveying the condition of the housing stock in the communities:
- 2. Assessing the housing assistance needs of lower-income persons;
- 3. Specifying realistic annual goals for the number of dwelling units or persons to be assisted:
- 4. Indicating the general locations of housing for lower-income persons; and
- 5. Providing much of the socio-economic information required to complete the application.

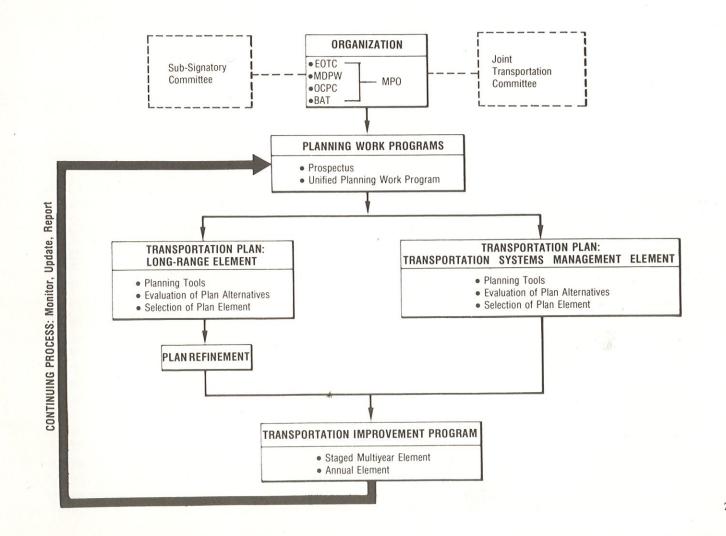
In 1976, OCPC aided the area communities with applications for projects which included:

	Federal Gra	
Town	Request	Project
Abington	\$ 50,000	Storm drainage on Thicket and Randolph Sts. Installation of storm drainage utilities in the Thicket St. area
Bridgewater	35,334	Street and sidewalk improvements on High Street
East Bridgewater	85,000	Four activities: a) Sheldon Mill Restoration Project b) water main installation c) construction of soccer field d) reconstruction and installa- tion of drainage facilities
Easton	40,000	Modernization of town swimming facility
Hanson	100,000	Three projects: a) drainage b) water c) recreation
Kingston	85,000	Rocky Nook — surface storm drainage
Pembroke	50,000	Installation of storm drainage facilities
West Bridgewater	35,333	Street and bridge improvements
Whitman	35,333	Acquisition of blighted property, demolition of a building for de- velopment of an off-street parking lot

## TRANSPORTATION PLANNING: A COMPREHENSIVE PROCESS

No single element is more important to the overall social and economic well-being of a metropolitan area than a well-balanced, comprehensive transportation system. Safe, convenient, efficient transportation is essential to the movement of goods and people on which our economy, and to a large extent, our "quality of life" depend.

In recent years attention has been focused on the need for adequate public transportation in a society increasingly dispersed and increasingly dependent on the private automobile. In an age of unparalleled mobility, large segments of the population are "transportation poor". At the same time pressures are increasing to constrain automobile traffic, reflecting growing environmental awareness and concern for the quality of urbanized life. The energy crisis and inflation have given added impetus to a movement among transportation planners and concerned citizens to provide an acceptable alternative to the automobile and to improve the overall efficiency of the transportation system.





## **Transit: Improved Mobility**

The Council's transit planning activities address a variety of issues that have a short as well as a long-term prospective. In 1976, the increasing emphasis that was placed on the Council's transit planning component was illustrated by the employment of a full-time transit planner and a fulltime research technician. With this added staff capability OCPC has been able to provide the Brockton Area Transit Authority (BAT) with short-range planning on a continuing basis. This assistance has provided BAT with the necessary data to initiate service to Avon and to the Ashmont Station in Boston.

The Council staff has also assisted BAT in the study of service improvements, extended hours, and the investigation of the transit needs of the elderly and handicapped. As a result of these studies, a special dial-a-ride system was developed. The Dial-A-Bat system utilizes two mini-buses equipped with wheelchair lifts, vans and taxicabs. This service is coordinated with various social service agencies.

In addition to providing direct planning services to BAT, the Council has supplied information to the towns of Avon, Easton, and Bridgewater on alternative transit options and levels of service. 1976 saw the town of Avon joining the transit authority. OCPC has also been monitoring the status of rail passenger service in Stoughton and has supported efforts to maintain and strengthen that service. In the OCPC area, bus and rail issues are expected to continue to gain importance and eventually become a more significant component of the Council's Transportation Plan.



**Route 3 Corridor** Planning Study (CPS): **Alternatives Considered** 

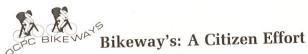
In response to the existing need for a more orderly and continuous flow of high speed traffic in the Rt. 3 area, the Mass. Department of Public Works has

designated the Old Colony Planning Council as the agency to conduct the Route 3 Corridor Planning Study.

Route 3 is the principal highway connection from the Boston Metropolitan Area to the South Shore and Cape Cod. As such, inefficiencies on this highway facility affect literally thousands of work and recreational trips. Improvement of this vital route stand to advance the transportations system as a whole in this section of the Commonwealth.

A CPS is an issue orientated feasibility study which evaluates alternative transportation improvements. The Rte. 3 CPS will identify and evaluate a limited number of reasonable and prudent project alternatives.

To oversee the progress of the Rte. 3 CPS a study Steering Committee with one representative from each corridor town has been formed. To insure coordination with other planning agencies a Technical Advisory Committee has also been established. It includes among its membership representatives from other RPA's and various state agencies. Interim reports of the study will be made to these committees for review and comment.



Due to the great increase of bicycle use not only in our area but nationwide, bikeway planning has become a major concern of OCPC. In recent years, people of all ages have become aware of bicycling as a serious form of transportation, as well as recreation. As a result, bicycle paths are now being planned which emphasize continuity, safety and aesthetics.

OCPC communities are starting to request information regarding the construction of bikeways and interested and concerned citizens are asking for safer routes of bicycle travel.

Last year, the Council staff assisted the City of Brockton and many area towns in formulating bikeway committees, developing initial proposals, and monitoring legislation for bikeway funding. Many of the committees are in the early stages of proposal development and can be expected to move more rapidly once funding is approved by the legislature.

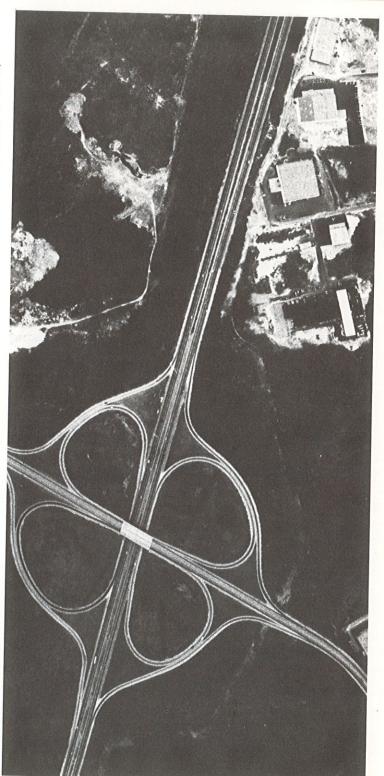
In the meantime, the Council will continue to work with the local communities and state and federal agencies, to promote the goals of a proposed bikeway system which are to:

- 1. Reduce safety hazards to bicyclists and motorists.
- 2. Promote area-wide use of bicycles, particularly for short distance trips.
- 3. Provide safe, attractive bikeways for recreation and commuting purposes.
- 4. Provide connecting routes to the intraregional bikeway system which is now being planned.



### Commuter Parking Lots: Increased Popularity

Commuter buses and carpools are becoming increasingly popular. As the number of bus and carpool commuters has grown a number of ad-hoc parking areas have been established throughout the region. Commuter parking areas presently exist in Brockton, Bridgewater, West Bridgewater, Kingston, and Plymouth. In response to this trend, OCPC developed a proposal for the consolidation of four small ad-hoc arrangements into two formal facilities. The largest of these two lots would be at Manley Street adjacent to the Route 24 and Route 6 interchange. The Massachusetts Department of Public Works is currently negotiating for the lease of this site.



# HOUSING: RECOVERING FROM A SLUMP

The home building industry in the OCPC area, and throughout Massachusetts is just now recovering from one of the worst downturns in its history. For the past three years new home construction has been brought to a virtual standstill; first by a shortage of mortgage money, and then by a combination of high mortgage rates and increased construction costs.

The prospects for increased new home construction within the OCPC area are much brighter than they have been in the recent past due to a substantial reduction in the mortgage interest rates and an increase in the amount of mortgage money available. High construction costs and the increased costs of housing have not deterred families from purchasing new single family homes. Of concern, however, is the increasing proportion of households in the OCPC area that cannot afford single family housing. The availability of low and moderate income housing continues to be a major goal of the Old Colony Planning Council.

Toward this end, it is a policy of the Council to encourage the construction of low and moderate income housing in the suburban communities of the region and to encourage communities to set aside sufficient land for future residential construction. In a related action, the Council has supported the Massachusetts Department of Community Affairs in their efforts to encourage communities to accept a larger share of family housing.

In view of the widening gap between housing needs in the area and the amount of state and federal housing funds that are expected to be available, the strategy of the Old Colony Planning Council will be to emphasize the need to look toward innovative, community oriented, and possibly non-profit solutions as a means of overcoming the housing problem for low and moderate income families.



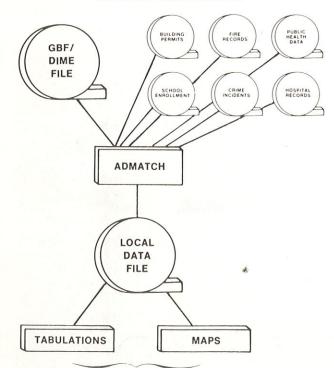
#### **INFORMATION: DATA NEEDS**

The Correction — Update — Extension (CUE) Program is being completed by the Council under a contract with the U.S. Bureau of Census. As part of the CUE Program, OCPC is developing a computerized map of each community in the OCPC region. These maps will be used by the Bureau of Census for the 1980 U.S. Census.

In addition, area communities can use the same maps for local purposes including determining socio-economic distributions, routing school buses or refuse disposal trucks, and locating schools or fire stations.

As a result of the CUE Program, the Council is also preparing an address map of each town. These will be useful to the towns in preparing annual street listings.

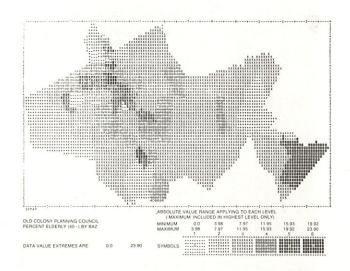
#### THE GBF/DIME SYSTEM



During the year the Council assisted local communities in reviewing and modifying census tracts for use in the 1980 census. These changes will prove very important in terms of how census data is reported and its usefulness for area communities.

Under a contract with the Mass. DPW, the Council has developed a technical transportation planning capability. The staff has divided the region into Basic Analysis Zones (BAZ) and has collected a variety of data for each. The BAZ's are being incorporated as block groups in the CUE program so that in the future, census data will be reported by BAZ. BAZ data will be presented graphically utilizing the SYMAP computer mapping program, as illustrated below.

Work on the Regional Highway Network progressed during the year. This is a computerized map which identifies the traffic characteristics of each major roadway in the region. When completed, this network will be used in helping to evaluate traffic flows and analyzing the need for highway improvements.



# ECONOMIC DEVELOPMENT: KEY TO THE FUTURE

To achieve its goals for economic development the Council works through the Old Colony Overall Economic Development Program Committee which is made up of representatives of OCPC communities, local industrial development committee members, members of the business community, area institutions of higher learning and interested citizens. Dr. J. Laurence Phalan, Chairman of the OEDP Committee is Director of Stonehill College's Office of Community Research.

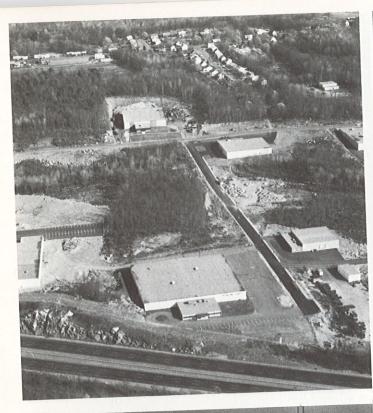
The Council supports the OEDP Committee, which advises the Council on all issues related to economic development. In its regular schedule of monthly meetings, the OEDP Committee reviews various OCPC studies and reports including the Overall Economic Development Program Progress Report and assigns priorities to the OEDP Project List. The OEDP Committee has provided an excellent forum for dialogue between members and state officials on various topics vital to the economic viability of the area.

The Council staff serves as the secretariat for the OEDP Committee, and provides support for OEDP activities. This includes meeting arrangements, recording of minutes, etc., as well as the preparation of the OEDP Progress Report. Efforts to strengthen and expand the Committee were continued during the year which resulted in an expanded membership and By-Laws for the Committee.

During the past year the Council began a detailed survey of industrial sites in the Old Colony region. This survey was a continuation of the multi-phase Economic Base Study and was made possible by the Student Internship in Economic Development which is funded by EDA through the Education Development Center of Newton. Two student interns from Stonehill College conducted the survey which will result in a complete industrial site inventory for the region.

The Council was also a co-sponsor of the "Workshop on Economic Development in Southeastern Massachusetts" held on October 14th, 21st, and 28th at the Foxboro Company in East Bridgewater. Topics included "An Overview of Economic Development," "Techniques for Industrial Development" and "Case Studies in Industrial Development." The Workshop was directed to members of local industrial development commissions, Boards of Selectmen, Planning Boards and other local public officials. The response to the Workshop was very positive.

The Council feels that a successful economic development effort will require the support, cooperation and participation of all segments of the community, public and private. This spirit of cooperation has been forged during the past year.











### WATER: A VALUABLE RESOURCE

The OCPC 208 Areawide Water Quality Management Planning Program has been very active in the past year in creating and instituting a plan for the achievement of fishable/swimmable waters and quality groundwater throughout the Old Colony region. The program has taken water quality samples to determine the present quality of the waters, looked at surrounding land uses to determine possible sources for the problems and is delineating possible control measures in order to solve the problems. The next year will see the final creation of a water quality management plan to achieve the goals determined by the people of the region.

The planning program is divided into three major categories: 1) correction of point source problems, such as discharges from sewage treatment plants; 2) correction of non-point source problems such as rehabilitation of failing septic systems or best management practices to correct agricultural runoff; and 3) prevention of future problems, especially through an educated public, but also by environmental management programs.

The OCPC 208 staff has also in the past year worked closely with the Old Colony Water Pollution Control District for the purpose of planning a regional wastewater collection and treatment system, and will be continuing to do so in the coming year. In addition to providing assistance on the regional level, the OCPC 208 staff has been involved in sewerage planning on the local level. Facilities studies in Abington, Avon, Brockton and West Bridgewater are among those for which OCPC has provided information and suggestions.

Our past efforts coupled with those of the coming year will hopefully serve to alleviate point source pollution problems in the area. It is expected that through additional coordination with regulatory agencies and point source dischargers themselves, currently existing abatement programs can be made more effective in the OCPC region.

The OCPC 208 project also has a responsibility to identify, assess, and propose control measures for

non-point sources of pollution which include septic systems, urban runoff, highway salt, landfill leachate, construction run-off and agricultural run-off. During 1976, several steps were taken to meet this responsibility. Sampling programs were carried out to identify the impact of non-point sources on streams and ponds in the Old Colony 208 Area. The OCPC staff furnished information to the Pembroke Board of Selectmen on the adverse impacts of the Pembroke municipal salt pile on a well near Great Sandy Bottom Pond which supplies water to Abington and Rockland. OCPC 208 funds were used for field testing of salt movement in the groundwater, and the OCPC staff made recommendations for better storage practices. The OCPC 208 staff prepared an application on behalf of the City of Brockton for a special EPA grant to assist in preventing stormwater pollution of Ellis Brett Pond and restoring it to swimmable conditions. The application was successful and Brockton was awarded a grant of \$106,500 in January 1977. The OCPC 208 project, in conjunction with the Environmental Protection Agency, sponsored a conference on "Alternatives to Sewers", to discuss the proper siting, installation, operation, and maintenance of on-site systems. The Conference was held at the Ridder Country Club in East Bridgewater in December 1976, and attracted over 100 attendees and participants from all over New England.

Besides seeking to correct existing problems, the 208 program is aimed at preventing new water quality problems from arising by considering the environmental effects of the ways in which land is used, and choosing controls which allow land uses in harmony with the environment. The 208 program is developing strategies to protect groundwater supplies, streams, and wetlands from incompatible activities, and is assisting communities in meeting these goals. Adoption and implementation of the 208 plan will result in improving and protecting the quality of the region's water resources.

# REGIONAL CLEARINGHOUSE: A COORDINATED EFFORT

The history of the Regional Clearinghouse (The A-95 Review Process) extends back to the Housing Act of 1954. Included in this Act were provisions for the coordination by local or regional planning agencies of applications for federal assistance. However, it was section 204 of the Demonstration Cities and Metropolitan Development Act of 1966 that first established areawide coordination of more than a single federal assistance program.

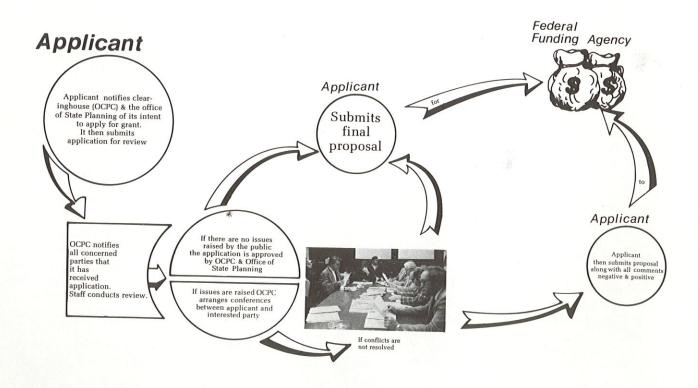
Section 204 required that all applications dealing with over 30 federal grant or loan programs that assist certain types of development activities, be accompanied by the comments of a state or regional planning agency. The comments are supposed to indicate whether the proposed project

conforms with the comprehensive development plan for the area.

One of the important results of Section 204 was the rapid increase in the number of associations of governments and metropolitan or regional planning agencies. The Act required that areas have such a regional organization, such as the Old Colony Planning Council (OCPC), to review applications for certain federal programs submitted by local agencies.

The regional councils have varying structures, but all are multi-jurisdictional in scope, dealing on an areawide basis with problems common to all governmental units within the area.

## The Path of a Federal Grant Application



#### THE INTERGOVERNMENTAL COOPERATION ACT AND A-95

The rather limited scope of the Section 204 review was greatly expanded by the Intergovernmental Cooperation Act of 1968, which in the language of the Act, "is to provide a much more sweeping federal effort to orchestrate intergovernmental relations through the grant-in-aid system."

Circular No. A-95 seeks to ensure, to the extent possible, that federal assistance programs will be consistent with, and will further, the objectives of state, regional, and local governments. The Circular was issued late in the 1960's, at a time when proliferation of federal grants and loans to special-purpose units of governments and to non-profit groups had led to establishment of numerous uncoordinated programs on which general-purpose governments had no influence and often limited information. Authority over these pro-

grams rested almost exclusively with separate specialized functional bureaucracies established by the Circular, including local interest groups, state and local chief executives and state and regional planning bodies. The Act is intended to give publicly elected officials influence over federal spending within their jurisdiction.

In short, A-95 is designed to give governors, mayors, county officials, and other state and local officials, through the regional planning agency, an opportunity to influence federal and federally assisted programs and projects that may affect their own plans and programs.

The following list is indicative but not inclusive of the wide variety of A-95 Review that Old Colony Planning Council has undertaken this past year:

Applicant	Federal Agency	Project	<b>Federal Grant</b>
Brockton Area Transit (BAT)	Department of Transportation	Operating Assistance	\$ 404,574
Kingston	EDA	Sanitary Landfill	100,000
Easton	EDA	No. Easton Grammar School	100,408
Youth Resources Bureau	LEAA	Counseling and Remedial Programs	35,000
Comm. of Mass.	EPA	Water Pollution	951,600
Whitman	EDA	Program Public Works	531,800
Avon	EDA	Water Mains	1,293,000
Self-Help	CSA	Community Outreach Program	172,675
Plymouth	EDA	Industrial Park	376,000
Old Colony Elderly Services	Dept. of Elder Affairs	Expansion Elderly Services	153,232
Hanson	EDA	Fire Station	600,000
Mass. Aeronautics Comm.	FAA	Airport Inspection	13,200

### WHAT'S AHEAD

The staff will continue to operate within the major categories of support to our local communities. Additionally, the Council anticipates expanding its support in the area of Federal Grant Assistance and Chapter 808 — the New Zoning Act.

- Completion of the Route 3 Corridor Planning Study.
- Updating of the regional transportation plan to include the Transportation Systems Management Element and preparation of a Transportation Improvement Program.
- Establishment of an institutional framework within which the transit planning needs of the region and BAT can better be served.
- Continue to identify ways to improve commuter rail and bus service.
- Develop strategies for expanding fringe area parking facilities in the region.
- Completion of the update for the existing GBF/DIME File for Brockton and Whitman and extending the file to cover Abington, Avon, Bridgewater, East Bridgewater, Easton, Halifax, Hanson, Kingston, Pembroke, Plymouth and West Bridgewater.
- Disaggregation of additional base data items to the BAZ level, including income distribution, auto availability, minority population, and employment. Also, to expand the data base to include Plymouth and Stoughton.
- Graphic display of BAZ level base data using the SYMAP computer mapping program, resulting in publication of a BAZ book.



- Preparation of an Industrial Development Kit for distribution to local industrial development commissions.
- The completion and maintenance of the Industrial Site Survey on all vacant industrially zoned land in the region.
- Participation in a series of Economic Development Workshops.
- Establishment of a Business Information Center in the Old Colony Region.
- Addressing ways to incorporate control measures for non-point sources within the final 208
   Water Quality Plan.
- Assistance in the organization of an on-going regional committee for the protection of groundwater and surface water resources in the 208 region.
- Town assistance in the area of water quality through environmental management programs.

- Recommendations to local communities on land use management techniques to prevent groundwater and surface water pollution from non-point sources.
- Revitalization of the Taunton River Watershed Association and assistance to the North and South Rivers Watershed Association.
- Coordination of the 208 program with sewerage planning.
- Development of a regional fair-share housing plan.



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