



DOWNTOWN / TROUT BROOK REDEVELOPMENT PLAN

APPROVED BY CITY COUNCIL DECEMBER 2020



**Prepared for
The Brockton Redevelopment Authority
The City of Brockton
MassDevelopment**

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TABLE OF CONTENTS

12.02(1) Executive Summary	1
Introduction	1
Planning Process	1
Findings Relative to Future Development.....	1
Summary of Existing Conditions	2
Downtown / Trout Brook Redevelopment District Plan.....	4
Implementation Plan	10
12.02(2) Characteristics	13
Description of the Redevelopment Area	13
History of the Area	13
Previous Planning and Efforts to Redevelop.....	14
Easements.....	14
Transportation.....	14
Utilities.....	16
Existing Land Uses.....	17
Current Zoning.....	17
Other Regulatory Requirements	18
12.02(3) Eligibility.....	36
Definition and Applications	36
Environmental Justice Populations	37
Inventory and Ownership.....	37
Wetlands and Flood Zones	42
Activity and Use Limitations	44
Private Wells	44
Implications for the BRA.....	44
Local Survey and Conformance with the Municipality's Planning Documents	46
Consistency with Commonwealth Sustainability Principles	47
12.02(4) Objectives	48
Plan Objectives.....	48
Proposed Zoning Changes	48
Design Guidelines.....	48
Proposed Redevelopment	50
Job Retention, Creation, and Elimination.....	50
12.02(5) Acquisitions.....	50
12.02(6) Relocation	50

12.02(7) Site Preparation	51
12.02(8) Public Improvements.....	54
12.02(9) Disposition	54
12.02(10) Redeveloper’s Obligations.....	58
12.02(11) Time Frame	59
12.02(12) Financial Plan.....	60
12.02(13) Citizen Participation.....	64
Public Participation in Project Execution	65
12.02(14) Requisite Municipal Approvals	65
12.02(15) Massachusetts Environmental Policy Act (MEPA)	65
12.03 Plan Changes	65
Minor Plan Change.....	65
Major Plan Change	66

APPENDICES

Appendix A Inventory of Parcels

Appendix B Municipal Approvals

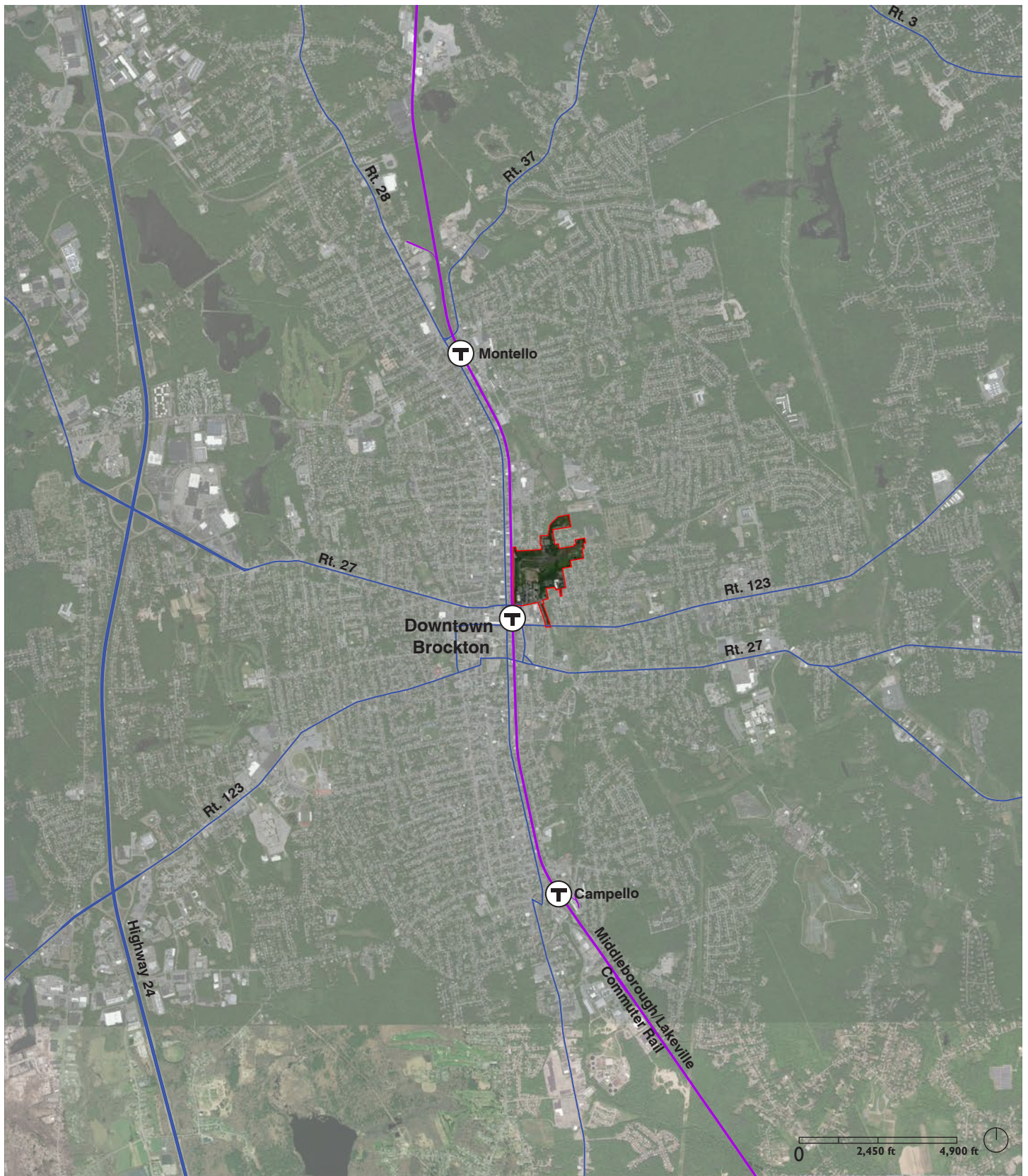
Appendix C CSX Site Master Plan Study (June 2019)

Appendix D Environmental Notification Form

LIST OF FIGURES AND TABLES

Figure 1: Downtown/Trout Brook Redevelopment District Boundary	vi
Figure 2: CSX Area Development Plan	5
Figure 3: Cross-Section of Multi-use Path.....	6
Figure 4: Examples of Pedestrian Improvements	7
Figure 5: Brockton, Mass: 1878, Beck & Pauli.....	12
Table 1: Downtown/Trout Brook Redevelopment District Snapshot.....	13
Figure 6: Location of City Utilities	15
Table 2: Dimensional Standards within the Downtown/Trout Brook Redevelopment District	18
Table 3: Permitted Uses and Special Uses within the Downtown/Trout Brook Redevelopment District	19
Figure 7: 12.02(2)(a) Boundary of the Downtown/Trout Brook Redevelopment District.....	20

Figure 8: 12.02(2)(b) Property Lines and the Footprint of Buildings (Existing)	21
Figure 9: 12.02(2)(b) Property Lines and the Footprint of Buildings (Proposed)	22
Figure 10: 12.02(2)(c) Existing Land Uses	23
Figure 11A: 12.02(2)(c) Current Zoning and DIF District	24
Figure 11B: 12.02(2)(c) Proposed Zoning	25
Figure 12: 12.02(2)(d) Proposed Land Uses	26
Figure 13: 12.02(2)(d) Proposed Public improvements (Trout Brook Path and Storm/Floodwater storage)	27
Figure 14: 12.02(2)(d) Proposed Public Improvements (Utilities)	28
Figure 15: 12.02(2)(e) Thoroughfares, Public Rights-of-Way, and Easements (Existing)	29
Figure 16: 12.02(2)(e) Thoroughfares, Public Rights-of-Way, and Easements (Proposed)	30
Figure 17: 12.02(2)(f) Parcels to be acquired.....	31
Figure 18: 12.02(2)(g) Lots to be created	32
Figure 19: 12.02(2)(g) Lots to be created for disposition.....	33
Figure 20: 12.02(2)(h) Buildings to be demolished and (i) Buildings to be rehabilitated	34
Figure 21: 12.02(2)(j) Buildings to be constructed.....	35
Table 4: 2010 Environmental Justice Populations.....	37
Table 5: Ownership and Parcel Characteristics within Redevelopment area.....	38
Figure 22: Parcel Ownership within Downtown/Trout Brook Redevelopment District.....	40
Figure 23: Detailed Land Use	41
Figure 24: CSX Site looking diagonally toward Court Street.....	42
Figure 25: FEMA Flood Zones	43
Table 6: Private Wells	44
Figure 26: Environmental Conditions	45
Table 7: Sustainable Development Principles	47
Table 8: Development Volumes	50
Table 9: Parcels for Acquisition	52
Table 10: Anticipated Relocations from Identified Acquisitions.....	53
Table 11: Anticipated Disposition.....	55
Figure 27: Property Lines and the Footprint of Buildings (Existing).....	56
Figure 28: Parcelization Plan and Lots to be created for disposition.....	57
Table 12: Planned Demolitions to be done by the City/BRA	58
Table 13: Estimated Plan Budget: Uses and Sources*.....	62



 Redevelopment area

Figure 1: Downtown/Trout Brook Redevelopment District Boundary

12.02(I) EXECUTIVE SUMMARY

INTRODUCTION

The boundary of the redevelopment area includes the CSX property, which is a former railyard for freight rail, and surrounding properties. The area is bisected by Trout Brook. This redevelopment area is directly adjacent to Downtown Brockton, Massachusetts and is generally located between the MBTA Commuter Rail Tracks on the west and Parker Street on the east. Portions extend north from Elliot Street towards Puffer Playground and south along Plymouth Street towards Snow Park.

The redevelopment area has some industrial uses but is mostly vacant, and it separates the Downtown from existing residential neighborhoods. This redevelopment area is not contributing to the economic health of the Downtown, nor is it an asset for the adjacent neighborhoods. However, in addition to being adjacent to the Downtown, much of the redevelopment area is within easy walking distance of Brockton Station (the commuter rail) and the Brockton Area Transit Centre (bus station).

This Redevelopment Plan will define a vision for the area, the goals that will support that vision, and the actions that the BRA and City can implement to support that vision. This Plan evaluates future development possibilities for the redevelopment area by understanding existing conditions and developing scenarios with different mixes of land uses, including industrial, commercial, and residential. This Plan follows the guidelines of 760 CMR 12.00 (as revised in May 2018) as an urban renewal plan under Chapter 121B of the Massachusetts General Laws.

PLANNING PROCESS

The City of Brockton and MassDevelopment sponsored this process. The consultant team was led by Harriman, a design and planning firm, and included RKG Associates, specialists in market analysis.

The goals of the planning process were as follows:

- Research existing regulatory, physical conditions, and market conditions
- Work with the Master Planning Committee to understand nuances of current conditions
- Explore different concepts for future development
- Develop a final report for the City, documenting the process and future potential

The City appointed a Master Planning Committee to provide information to the consultant team and review progress throughout the process. This committee met in October and November 2018 and February 2019 prior to the preparation of this Redevelopment Plan.

The City also appointed a Working Group, which included members of staff, representatives from MassDevelopment, and members of the consultant team. This group participated in regular conference calls to discuss the project and prepare for the Open House and meetings of the Master Plan Committee.

The City sponsored an open house in March 2019 to test various scenarios with members of the public. Feedback from that open house has been incorporated into this report. After the Open House, the City decided to expand this planning process into one appropriate for a full Redevelopment Plan.

FINDINGS RELATIVE TO FUTURE DEVELOPMENT

Future development in the redevelopment area is limited as a result of physical, environmental, regulatory, and market conditions. The land within the redevelopment area is bisected by Trout Brook, a regulatory floodway, and has some environmental contamination from previous uses in the area. The parcels range in size and shape, and the ownership is spread among many owners. The redevelopment area has good connections to surrounding communities and Boston via

public transit (rail and bus) and state highways. However, the local access is poor for industrial uses; the historic underpasses are too low for standard tractor-trailers.

Access to public transit is very good, with both commuter rail and regional bus stations within walking distance of most of the redevelopment area. The proximity to the Downtown and to existing neighborhoods would allow development in the redevelopment area to supplement an existing mixed-use environment.

Demographic trends present challenges for redevelopment. Brockton's slow population growth, relatively low incomes, and low property values make it a challenging location for new ground-up development of all types.

The following section summarizes the information about existing conditions provided in *Section 12.02 (2) Characteristics*.

SUMMARY OF EXISTING CONDITIONS

PHYSICAL, ENVIRONMENTAL, AND REGULATORY

Section 12.02 (2) Characteristics contains more details on the existing physical, environmental, and regulatory conditions in the redevelopment area. The key findings from that report are as follows:

History

- The CSX property was the location of the Brockton freight yard, which acted as a secondary freight rail facility for CSX. CSX relocated its rail yard activities near Boston to Worcester (for intermodal containers) and Westborough (for bulk/carload shipments), and the site has not been used as a rail yard since the 1980s. A warehouse facility that received freight rail service at the site also ended rail operations many years ago.
- The Elliot Street Bridge (BRO.930)¹ and the Court Street Bridge (BRO.931), also known as the Old Colony Railroad Bridge and Brockton Viaduct, were constructed in 1896 and designed by architects Holbrook, Cabot, and Daly.

¹ The reference numbers are to MACRIS, the online Massachusetts Cultural Resource Information System maintained by the Massachusetts Historical Commission.

- A previous study prepared by the UMass Donahue Institute² identified potential redevelopment opportunities for the CSX property, particularly focusing on the viability of industrial freight uses. While the property has many advantages such as a large footprint, direct rail access, and industrial zoning, its limited access to major roadways and position in the regional freight rail network places it at a competitive disadvantage. CSX considers the property as part of their “excess real estate portfolio” due to limited interest from rail customers.

Ownership

- The redevelopment area contains 48 parcels, mostly undeveloped, approximately 66.1 acres, and valued at \$14 million.
- The 48 parcels have 26 different owners. Consolidated Rail Corporation is the largest land owner (two parcels, 31.4 acres). Fenton Associates owns approximately 7.5 acres. The City of Brockton owns eight parcels of 6.4 acres. Briscoe Bailing owns approximately 3.1 acres. “Evans Daniel R Jr Trustee” owns six parcels, almost 2.5 acres.
- Easements within the redevelopment area include passageways, gas, and sewer.

Land Use

- Trout Brook divides the redevelopment area into two – west and east. The western side is adjacent to the downtown; the eastern side to the existing neighborhoods.
- Existing land uses include residential, commercial, and industrial. The largest parcel in the redevelopment area is identified as undeveloped land.
- There is no designated open space for active or passive recreation within the redevelopment area. The redevelopment area does link to two City parks: Puffer Playground and Snow Park.
- Fiber optic lines running from New York to Boston daylight near the redevelopment area which could make the area attractive for office uses.

² Preliminary Market Assessment for Brockton CSX Rail Site, UMass Donahue Institute, page 14.

Zoning and Other Regulatory Requirements

- The zoning districts in this redevelopment area are Single-family Residential, low-density Multi-family Residential, and General Industrial.
- Single-family zoning creates a development pattern typically associated with suburban communities.
- The multi-family residential zones (R-2 and R-3) include categories for two-family and three-family housing. R-2 is low density while R-3 allows a higher density.
- The I-2 zone within the redevelopment area allows a wide variety of commercial uses including light manufacturing, heavier manufacturing, distribution, contractor yards, and other uses.
- The Floodplain District includes all special flood hazard areas designated by FEMA as Zone A or AE. Trout Brook and the land alongside are designated as FEMA Zone AE.
- Part of the redevelopment area is included within the Downtown Brockton District Improvement Financing plan.

Transportation and Circulation

- The Brockton MBTA commuter rail station platform on the western edge of the area is approximately a quarter-mile from the center of the redevelopment area.
- The BAT Intermodal Transportation Centre, which includes commuter parking, is adjacent to the Brockton station and therefore within reasonable walking distance of most of the redevelopment area.
- The redevelopment area is generally bordered by Elliot Street to the north, Palmer Street to the east, Court Street to the south and the rail tracks to the west. Truck circulation is limited by the height of the historic bridges at Court and Elliot Streets.
- Regional access is provided by Route 28/Montello Street and Route 123/Centre Street. Route 28 is a north-south connection, linking Cape Cod to the New Hampshire border. Route 123 is an east-west connection, linking Rhode Island to Scituate. Route 27 links Lowell through Brockton east to Whitman and southeast to Kingston, eventually joining Routes 106 and 3. The redevelopment

area is approximately 2.25 miles from the interchange with Route 24, which connects to I-93 in just under eight miles and I-495 in just under five miles.

- Logan International Airport is approximately 25 miles away. T.F. Green Airport in Rhode Island is approximately 53 miles from Brockton. The closest regional airport is Norwood Memorial Airport, approximately 18 miles away.
- CSX runs one train per day during the week at off-peak hours (so as not to conflict with commuter rail operations). No current freight operations take place within the redevelopment area.

Environmental Conditions

- Trout Brook and the area on either side of it are within the Federal Emergency Management Agency (FEMA) AE flood zone, which carries an 1% probability of flooding every year. In addition, Trout Brook is considered a regulatory floodway in the Flood Insurance Rate Map (FIRM) of Plymouth County.
- An existing 25-foot boundary along Trout Brook supports vegetation and wildlife. The cleared but disturbed land on the CSX site supports additional wildlife species, including song birds and small mammals.
- MassDEP identifies a proposed Activity and Use Limitation (AUL) at the former Brockton Freight Yard (part of the CSX site). The proposed AUL is divided into two areas, AUL 1 and AUL 2. AUL 1 is the historic fill area and AUL 2 is the disposal site/impact area.
- MassDEP also identifies a Phase IV Remedy Implementation Plan (RIP) at 45 Freight Street (the Brockton Iron Works). Soil conditions include the presence of heavy metals and other environmental contaminants.
- 16 private wells for a variety of uses were identified in the redevelopment area. Uses include monitoring, domestic, irrigation, geoconstruction, and unknown.

MARKET

Appendix C contains the full report from RKG Associates on the existing conditions and market analysis of the redevelopment area. The key findings from that report are as follows:

- Brockton is reported to be a challenging market for ground-up development of almost any type due to the area's below-median incomes and real and perceived quality of life issues. These factors are reported to be especially pronounced in the immediate area around the redevelopment area.
- Downtown Brockton has seen several high-profile multi-family residential projects take root in recent years, led by firms that have relied heavily upon creative financing mechanisms. While absorption of units in these apartment buildings has been extremely quick and new buildings are reported to be 100 percent occupied, prevailing market rents are likely still too low to attract most for-profit developers. Asking market rents are in many cases very close to income-restricted affordability thresholds, making it difficult for investors to reach required profit margins despite strong demand for low- and middle-income downtown units.
- The Brockton office and industrial markets have seen very little development activity in the last two decades, with few Class A spaces to offer benchmarks for achievable rents. With reported vacancies around 27 percent, Downtown Brockton's highest-end office spaces have asking rents between \$16 and \$18 per square foot. The city's industrial businesses are almost exclusively small-scale operations involved in "legacy manufacturing," storage, warehousing, and distribution. The redevelopment area, as discussed in a previous report, has numerous road-related encumbrances that would likely preclude it from any distribution-intensive industrial activity.
- While there may be some value for a limited quantity of retail or restaurant frontage along Court Street, other downtown development projects have struggled to lease new space. State employment projections suggest Brockton will not be immune from a shrinking number of jobs in retail.
- Brockton's strength as a regional center for health care has led to over 13,700 local jobs, making it the City's largest employment sector. That number rose significantly from 2010 to 2016 and is projected by the State to expand further in the decade to come. An expanded medical field, dealing with occupations from patient care to family assistance professionals, will likely increase demand for

offices within short distances of the City's two major hospitals. These healthcare jobs can play a role in growing the city's working-age population, which has mostly stagnated when compared to a rapidly growing elderly population. Leveraging Downtown Brockton's lower cost of living, train connectivity, and availability of space will be key to attracting working professionals that may find the redevelopment area's location attractive.

DOWNTOWN / TROUT BROOK REDEVELOPMENT DISTRICT PLAN

After the Open House, the scenarios were revisited to develop a single preferred scenario (Figure 2). This preferred scenario combines several land uses to transition the area from the density of the downtown to the lower density of the neighborhood.

PLAN OBJECTIVES

The objectives of this Plan are as follows:

- Develop a major underutilized site that is adjacent to the Downtown, within walking distance of multimodal public transit, and currently separate existing neighborhoods from the Downtown
- Mitigate existing environmental contamination to the level appropriate for the type of development
- Implement infrastructure improvements that support multimodal users - trucks, cars, pedestrians, bicyclists, and commuter rail riders.
- Add a mix of commercial flex uses, residential uses, and other supporting uses to this area to create jobs and market-rate housing, strengthening the existing neighborhoods and increasing the ability to revitalize the Downtown
- Create a multi-use path that connects Puffer Playground to Snow Park along the eastern edge of Trout Brook to provide an amenity for a neighborhood that does not have access to public open space
- Expand open space and remove invasive species along the regulatory floodway to provide stormwater management and flood storage capacity for an area that regularly floods



Figure 2: CSX Area Development Plan

The Brockton Redevelopment Authority (BRA) intends to acquire the appropriate land, seek funding sources to close financing gaps, and work with one or more developers to achieve the objectives of this Plan, as enabled by M.G.L. Chapter 121B (as revised in May 2018), and this Plan is prepared under the requirements of that chapter.

COMPREHENSIVE PLAN

The City's comprehensive plan (*A Blueprint for Brockton*, published 2017) recommends detailed goals, strategies, and implementation actions that are relevant to this redevelopment area.

The four objectives of *A Blueprint for Brockton* are as follows³:

- **Restore Land Use Balance: focus on both Preservation and Development.** The plan recommends “targeting redevelopment towards underutilized and former industrial areas.”
- **Be a Great Community for the Middle Class: focus on the “R”s to retain, retrain, and recruit.** The plan identifies two elements that support the objectives of this plan: “high quality walkable neighborhoods that are safe, family-oriented places” and “a range of housing choices in locations that match a full range of middle class lifestyles.”
- **Expand Stewardship: focus on building community.** A key element of this objective is “Growing identification of residents with the neighborhood or district in which they live.”
- **Provide Equity: focus on services, amenities, and infrastructure.** The plan discusses the need for “balanced, distributed investments in the services and amenities for all neighborhoods and districts.”

The objectives of this Plan are consistent with the objectives of the comprehensive plan. The redevelopment of a former industrial site will create housing choices for current and future Brockton residents (market-rate rental and single-family homes, integrated with an existing neighborhood and close to transit). The inclusion of a pedestrian and bike-friendly path linking two existing parks will provide amenities to a neighborhood that has had none and that has been negatively

impacted by this vacant site. These improvements will support jobs and amenities for the area, supporting a new, positive identity.

FUTURE LAND USES

Allowing a new use – commercial flex – in the redevelopment area will create the opportunity along the rail tracks for new buildings for businesses and jobs which will support the overall economy of the City and the specific economy of the downtown by providing demand for food, goods, and services. Commercial flex is commonly defined as a mix of industrial, office, and sometimes retail space that can be easily rearranged to meet the needs of the business without additional permitting or licensing required.

Mixed-use and multifamily development along Court Street provides office, retail space, and residential units within easy walking distance of commuter rail and bus services. The demand for goods and services from the office workers and residents will also help support further revitalization of the businesses along Main Street, located a block west from Montello Street and the Commuter Rail. Active ground floor uses, such as a café or small convenience store could support the needs of both residents and commuters.

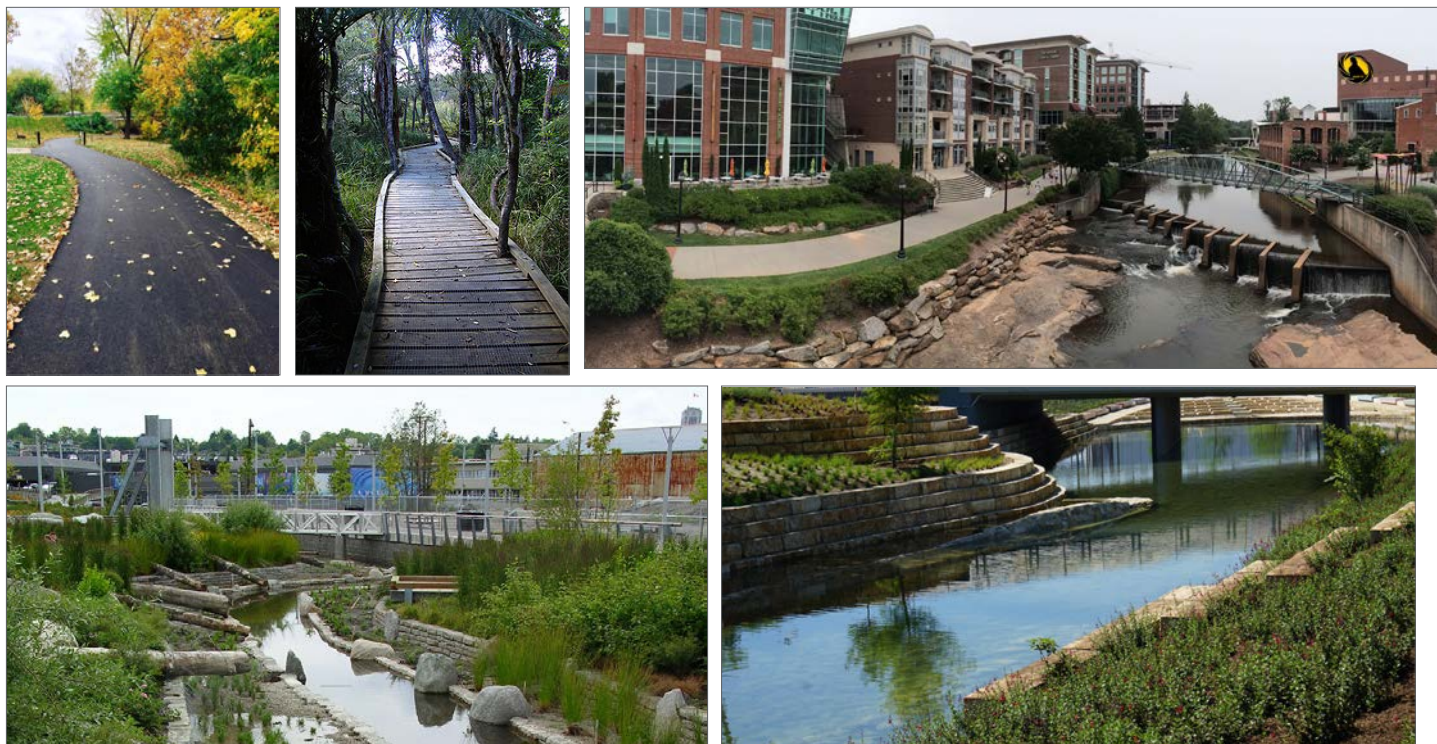
In this area, a site has been reserved for a potential public safety building for a new police station. This site is one of two that the City is considering. If this site is not used for



Figure 3: Cross-Section of Multi-use Path

³ Harriman et al, *A Blueprint for Brockton*, 2017, page 7.

Examples: Multi-use Paths



Example: Cross-Section of Conceptual Crosswalk

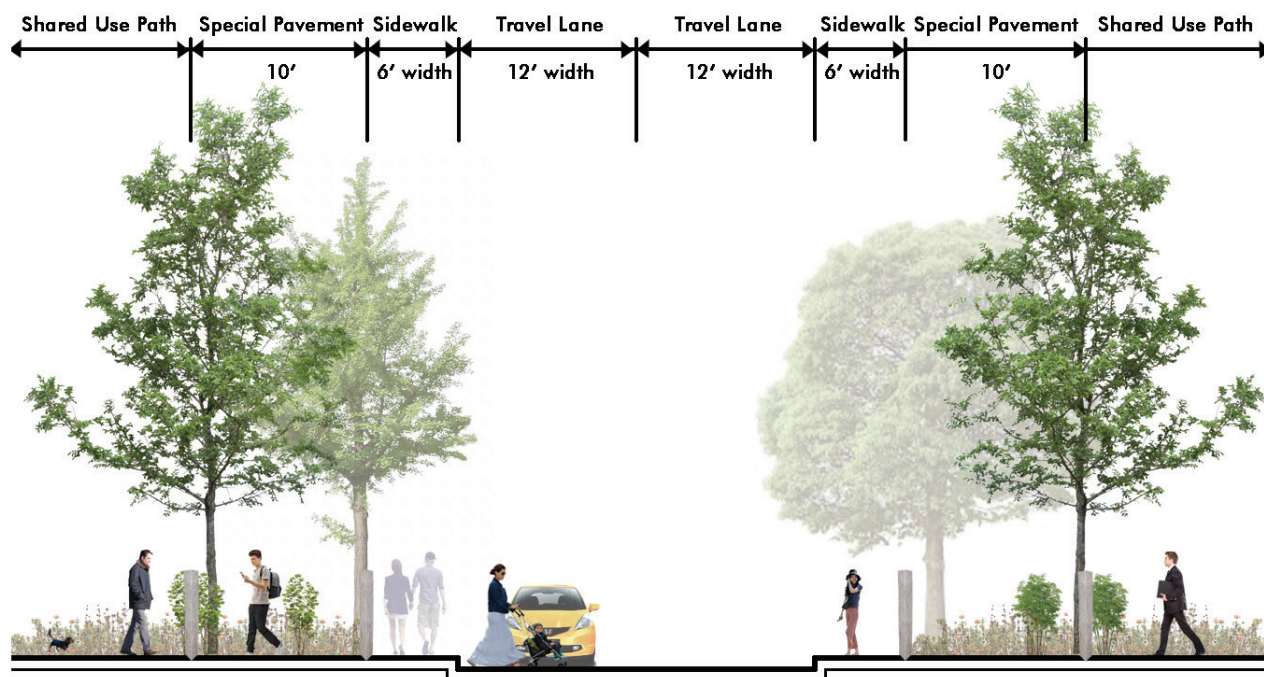


Figure 4: Examples of Pedestrian Improvements

a municipal purpose, it could also become commercial flex. The presence of hazardous materials, as those conditions are understood today, would prevent residential uses without additional environmental remediation of the site.

Trout Brook becomes a significant asset to this area. Removing trash and invasive plants will help restore the function of the brook. To the west of Trout Brook, this plan identifies flood storage areas to help mitigate existing and anticipated flood conditions. The east side of the Brook would become a shared pathway for pedestrians and bicyclists. This pathway would connect Puffer Playground to the north of the CSX site and Snow Park to the south of the site. This pathway would become a significant amenity for several neighborhoods in the area.

To the east of the pathway, the preferred plan includes a local playground, connected to the multi-use path, and a single-family development that knits the existing neighborhood together by extending streets now unconnected to each other. The additional connections will create more access to public transit by fostering a better pedestrian network.

PROPOSED DEVELOPMENT VOLUME

The anticipated development scenario is shown in Figure 2. Under current market conditions, some of these proposed uses may require additional subsidies and/or creative financing to stimulate redevelopment. In particular, additional multifamily units will create higher risk and a longer absorption period.

- Residential Apartments: 250-300 units (3-6 years); monthly rent: \$1,350-\$1,900/month
- Single-Family Detached Houses: 31 lots; sale price: \$305,000 to \$335,000
- Commercial Flex: ~185,000 square feet; annual rent: \$8/square foot/year triple net
- Retail/Office Ground Floor: ~14,000 SF
- Public Safety Building or Commercial Flex: ~63,000 square feet public safety building or commercial flex

As shown in Figure 2, the single-family residential lots are smaller and have less frontage than is allowable by the current zoning regulations, although they are compatible with the existing development pattern of the neighborhood.

MARKET IMPLICATIONS

While a series of potential development scenarios were analyzed for their strengths and weaknesses from a community-building standpoint, a financial analysis helped to identify the program described in this Plan as the most likely to be feasible in light of local market conditions. Certain portions of the program are closer to financial reality than others, and Brockton's generally low rents relative to costs mean that all commercial development on the site is likely to require at least some form of public subsidy or creative financing. A successful development program will require a thoughtful phasing strategy that allows owners to adapt its use mix as market conditions change, perhaps over a five- to fifteen-year horizon.

In general, Brockton's current real estate market makes any new ground-up development – an increasingly expensive undertaking anywhere in Massachusetts – difficult and dependent upon creative financing assistance. Due to the variety of uses included in this Plan, different portions of the site would likely be built by different developers, who would in turn face different financial challenges. Downtown Brockton's relative unknowns – the depth of demand for market-rate, multi-family residential and commercial/flex space – create a situation where those uses may rely more heavily on development subsidies than would single-family homes.

The Plan's development program was identified through the lens of an in-depth Market Study report. A hypothetical development pro forma was created to examine the feasibility and likelihood of each portion of the program under a series of market assumptions. For all three portions of the commercial development program – single-family housing, mixed-use apartments over retail, and flex/industrial space – the pro forma exercise identified a “financing gap,” or investment shortfall that would need to be closed through the inclusion of incentives, grants, or other forms of assistance.

Key assumptions were derived from the Market Study, and involved forecasted rents and sale prices, construction costs, and the rate of absorption. This last assumption proved especially influential, as the level of new development activity in Downtown Brockton in recent years meant that the depth of the city's market for certain uses remains somewhat unknown. All development feasibility analyses examined a project's ability to reach an overall project return of between

8 and 12 percent, typically the minimum that would attract outside developer or investor interest.

Industrial/commercial flex space is perhaps the use type which has been least tested in Downtown Brockton's marketplace. Traditional light industrial, distribution, and warehousing operations tend to place high value on highway accessibility and truck access, two amenities that the site lacks compared to other locations within the city. Even in a strong market, these are relatively low value activities on a rent or cost per square foot basis – thus their rarity in most urban downtown locations. Because the redevelopment area is restricted by low bridges limiting truck access and lacks easy highway access, the achievable rents are forecasted at the low end of the market for new industrial/commercial flex space, at \$8 to \$10 per square foot per year. For comparison, industrial lease rates average roughly \$15 per square foot per year on Brockton's west side near Route 24. Even while building out basic industrial/commercial flex spaces is a relatively inexpensive undertaking, low projected rents mean that a developer would likely face a financial gap of \$1 million to \$2 million if building out the envisioned 185,000 square feet. Building spaces that are truly flexible, both in terms of size and use (light industrial, office, contractor bays, or even retail sale space) can help the owner appeal to different types of users as market needs change over time.

Downtown Brockton's market for new and refurbished residential units is more established, although questions of its depth and breadth remain. The Plan's development scenario includes a mix of residential typologies, which can help limit risk in the event of market volatility. Recent multi-family construction in Downtown Brockton, while heavily reliant on tax incentives and other subsidies, has reportedly seen strong demand, with 100 percent occupancy and rents ranging from \$1,350 to \$1,900 per month. Conversations with local brokers indicated that development of up to 100 market-rate multi-family apartments would have no trouble leasing at these rents. The question remains whether the market has the depth to support additional units beyond the first 100. A well-planned phasing strategy can allow for the site to accommodate more (up to the Plan's 275) or fewer apartments over time, depending upon demonstrated demand. That said, gap financing will still be necessary as high construction costs, roughly equal to Boston's, make development difficult when the rent differential between market-rate and affordable

apartments is minimal. In order to achieve returns necessary to spur investment, multi-family developers would likely need to close a \$2 to \$4 million financing gap; this does not include the cost of land or a proportional share of the underlying infrastructure. Any required expenses for land or infrastructure would increase the financing gap on a dollar-for-dollar basis, as those expenditures would not have any bearing on a project's achievable rents.

The Plan's 31 single-family homes may have a stronger play in today's market for several reasons. Ownership units have a more established market in Brockton than new multi-family apartments and may achieve a higher financial return for developers as there are no ongoing operating costs with these types of for-sale units. Single-family homes have seen relatively strong sales in the Brockton area in recent months, although with limited activity in the immediate vicinity of the redevelopment area. Conversations with brokers suggested conservative estimates for sale prices could reach \$295,000 to \$320,000 for single-family homes. Even using conservative sale prices, sample pro formas suggest that new construction could achieve project returns of 8 to 12 percent, and stronger returns with higher prices, which would likely attract investment if the appropriate infrastructure were in place.

Infrastructure investments, including necessary brownfield remediation, site work, roadways, and utility extensions, will be critical to making the redevelopment area attractive to developers and reducing overall development costs. The financial feasibility scenarios examined excluded these costs and assumed private developers would not fund these infrastructure investments, nor for the acquisition of the underlying land. This approach sought to answer the question: even with heavy assistance and land assemblage done by the City, would development be feasible for developers? The analysis concluded that apartments over retail and commercial/flex space on the site would likely require further subsidy beyond infrastructure and land costs, and that ownership residential units may be more feasible as a short-term option without subsidy beyond land and infrastructure. Necessary land acquisition and infrastructure costs would likely be rolled out over a multi-phased, long-term process.

IMPLEMENTATION PLAN

The following tables identify the specific actions, responsibilities, and timeline necessary to implement this Plan. The majority of the responsibility rests on the shoulders of the BRA; however, some of these actions will require that the BRA partner with other agencies, departments, and boards of the City.

Phase I assumes that actions will take place in two to five years; Phase II applies to actions undertaken in five to ten years, and Phase III covers actions of ten years or more. This Plan will have a life of twenty years from the date of its approval by the DHCD.

This implementation plan will require additional resources beyond the membership of the BRA. The Brockton Department of Planning and Economic Development will provide staffing services for the BRA to assist in the actions detailed below.

R e g u l a t o r y					
Action	Responsibility	Phase			
		I	II	III	
		1-5 years	5-10 years	10+ years	
Draft and approve detailed urban design guidelines and zoning regulations	Planning Department, Planning Board				
Integrate redevelopment area design guidelines in Section 4.3 into the Planning Board's approval process for site plan review and special permit	BRA, Planning Board, Planning Department				

A c q u i s i t i o n					
Action	Responsibility	Phase			
		I	II	III	
		1-5 years	5-10 years	10+ years	
Transfer City-owned parcels within the redevelopment area to the BRA for disposition. Preserve ownership of City-owned parcels with City.	City Council, BRA				
Acquire easements to ensure implementation of streetscape and Trout Brook path and open space	BRA				
Acquire parcels for Trout Brook path and flood storage	BRA				
With a preferred development partner, acquire CSX-owned parcels for private development	BRA				
Acquire other parcels for disposition for private development	BRA				

Disposition

Action	Responsibility	Phase		
		I	II	III
		1-5 years	5-10 years	10+ years
Through an RFP process consistent with Chapter 30B4 or alternative process, select preferred redevelopers for planned acquisitions	BRA			
Dispose of parcels acquired by the BRA to developers for infill development	BRA			
Transfer Trout Brook parcels acquired by the BRA to City	BRA			

Site Preparation

Action	Responsibility	Phase		
		I	II	III
		1-5 years	5-10 years	10+ years
Implement demolition and site clearance of parcels owned by or transferred to City	City Council, BRA			
Apply for funding and implement environmental testing	BRA			
Implement environmental remediation and site clearance of parcels after disposition for development	Preferred Developers			

Public Infrastructure

Action	Responsibility	Phase		
		I	II	III
		1-5 years	5-10 years	10+ years
Work with City to implement Trout Brook improvements and flood storage	BRA, City Council, Department of Public Infrastructure, Preferred Developer			
Work with City to acquire funding and extend multimodal streets (pedestrian, bicycle, car, and truck) and utilities throughout the redevelopment area	BRA, City Council, Department of Public Infrastructure, Preferred Developer			

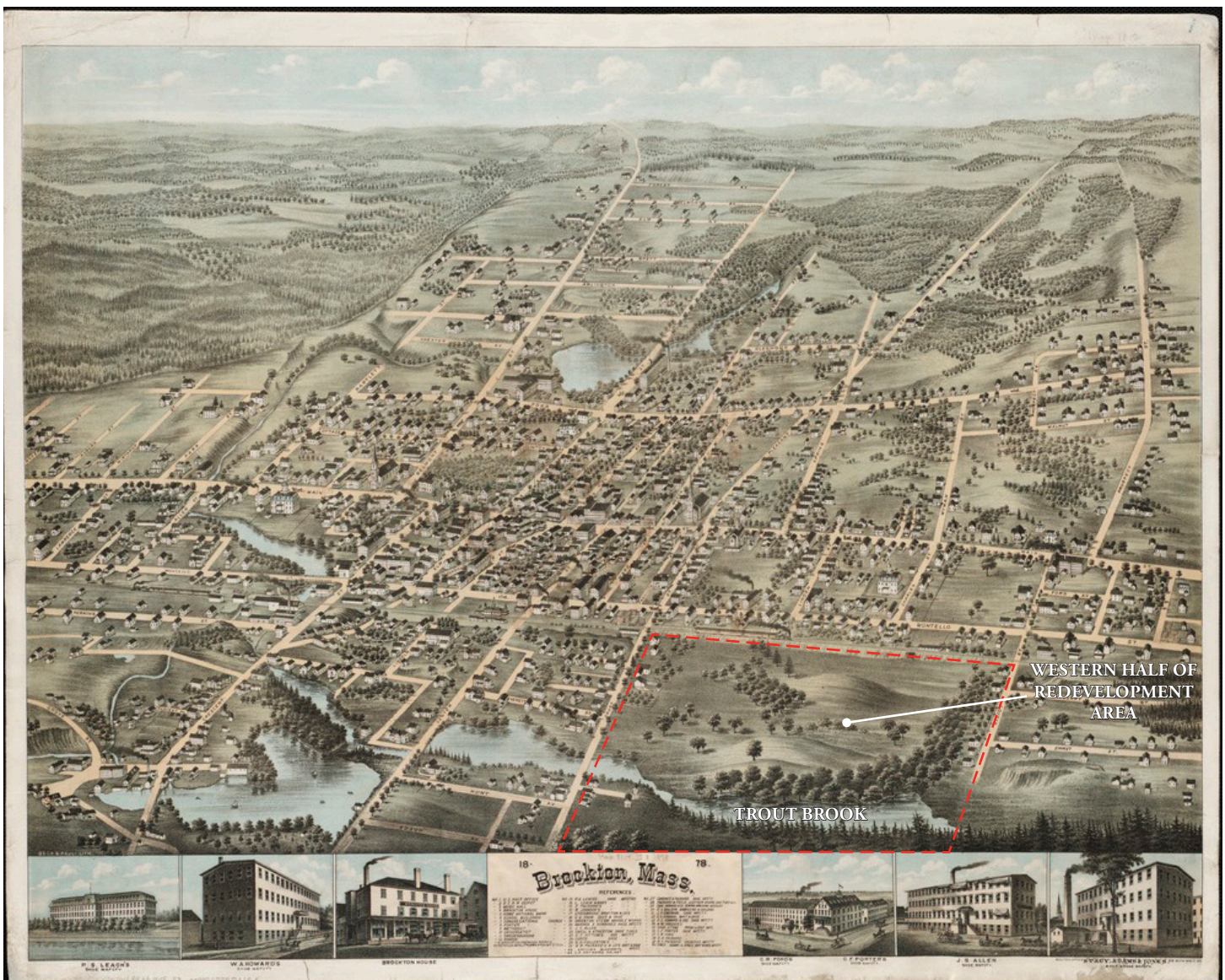


Figure 5: Brockton, Mass: 1878, Beck & Pauli

SOURCE: MAP REPRODUCTION COURTESY OF THE NORMAN B. LEVENTHAL MAP & EDUCATION CENTER AT THE BOSTON PUBLIC LIBRARY

12.02(2) CHARACTERISTICS

DESCRIPTION OF THE REDEVELOPMENT AREA

The boundary of the proposed redevelopment area includes the CSX property, which is a former railyard for freight rail, and surrounding properties. The area is bisected by Trout Brook. The redevelopment area is directly adjacent to Downtown Brockton, Massachusetts and is generally located between the MBTA Commuter Rail Tracks on the west and Parker Street on the east. Portions extend north from Elliot Street towards Puffer Playground and south along Plymouth Street towards Snow Park.

Portions of the redevelopment area are occupied by active businesses and residents. South of the CSX property, along Court Street, there are some low-density commercial and industrial buildings, an 8-story condo building (SOCO Lofts), and a 6-story office building and telecommunications tower operated by Verizon. Businesses in the low-density commercial buildings include Yellow Cab-Brockton, Perma Line (sign shop), autobody shops, and Brockton Iron & Steel (scrap metal facility). To the south-east along Peckham Avenue and North Manchester Street, there are also a few smaller residential houses, Evans Machine, and the Haitian Assembly of God located within the redevelopment area. To the north along Elliot Street, there are two businesses: Banner Systems (janitorial supplies) and International Auto Sales (used car dealership). All parcels in the redevelopment area are listed in Table 5. Any proposed acquisitions are shown in Figure 17 and detailed in Table 9.

Table 1 provides a summary comparison of the redevelopment area's parcels with respect to the City of Brockton, overall. The 66.1-acre redevelopment area is composed of 48 generally undeveloped parcels (Figure 8). The majority of built structures

are located within the southern portion of the area.

Table 1: Downtown/Trout Brook Redevelopment District Snapshot

	Proposed redevelopment area	City of Brockton	Redevelopment area as % of City of Brockton
Total Number of Properties	48	3,015	1.6%
Total Acres (not including public road or rights-of-way)	65.4	11,428.6	0.6%
Total Valuation (\$000s)	30,712	9,153,272	0.34%

Source: City of Brockton Office of the Assessor (2020)

HISTORY OF THE AREA

Brockton, formerly North Bridgewater, was generally an agricultural community from its founding in the 17th century until the 19th century and later became a center of manufacturing during the industrial revolution of the 19th century. The Fall River Railroad, seen in Figure 5 running parallel to Main Street and Montello Street, was put into operation through North Bridgewater's town center in December 1846. The current CSX site was near North Bridgewater Village. The town and its villages had become a well-known shoe and boot manufacturing center by the Civil War era, and the town of Brockton and its villages were assembled and incorporated as a city in 1881.

During the height of success for the manufacturing facilities and following the passage of the Massachusetts Grade Crossing Act in 1890, Brockton removed all of the City's grade crossings. Ten masonry arches were constructed in 1896; these arches appear on the Inventory of Historic Assets of the Commonwealth. The Massachusetts Cultural Resource Information System (MACRIS) lists two structures just outside the boundary of the redevelopment area. The Elliot Street Bridge (BRO.930) and the Court Street Bridge (BRO.931), also known as the Old Colony Railroad Bridge and Brockton Viaduct, were constructed in 1896 and designed by architects Holbrook, Cabot, and Daly.

The CSX property was the location of the Brockton freight yard, which acted as a secondary freight rail facility for CSX. As the manufacturing base faded throughout the 1900s, infrastructure for automobiles increased, such as linkages to the interstate network with Route 24 and its interchanges. By the late 1900s, many former commercial and industrial areas were substantially underused. CSX relocated its rail yard activities near Boston to Worcester (for intermodal containers) and Westborough (for bulk/carload shipments), and the site has not been used as a railyard since the 1980s. A warehouse facility that received freight rail service at the site also ended operations many years ago.

PREVIOUS PLANNING AND EFFORTS TO REDEVELOP

In 2013, a report prepared by the UMass Donahue Institute, Economic and Public Policy Research for the Metro South Chamber of Commerce analyzed the potential redevelopment opportunities for the CSX property. Based on a preliminary market assessment of existing freight rail uses in the region, the report identified freight rail facility, residential, sports and recreation business venture, and multi-tenant industrial park as potentially viable redevelopment opportunities. For freight rail uses, the site remains at a competitive disadvantage due to poor truck access to major roadways and interstates. Potentially viable rail-dependent options include a smaller scale support rail yard for bulk commodities and/or containers, a warehouse distribution center, a bulk commodity specific rail off-loading operation, or a manufacturing business that would benefit from rail access. The report noted that CSX considers their property to be part of their “excess real estate portfolio” since there has been little interest from rail customers.

While potential developments have been proposed in the past such as a mixed-use shopping center¹, none of these proposals advanced past preliminary conversations with CSX, likely due to challenges with the economic conditions of development in the city.

¹ “Brockton planning largest development in city’s recent history at CSX railyard”, The Enterprise, Ben Berke.

EASEMENTS

Public rights-of-way (Figure 15) provide access to the redevelopment area from Elliot Street in the north, Parker Street and Boyden Street in the eastern portion of the area, and from Plymouth Street and several dead-end streets off of Court Street in the southern portion. The western boundary of the redevelopment area is a railroad right-of-way. Several easements for passageways, sewer, gas, and Trout Brook are found throughout redevelopment area.

TRANSPORTATION

PUBLIC TRANSPORTATION

The City of Brockton has three commuter rail stations on the Middleborough/Lakeville Line: Brockton, Campello, and Montello. The Brockton station is closest to the redevelopment area; the platform is approximately a quarter-mile from the center of the redevelopment area. Brockton is Zone 4; a monthly pass costs \$263 and a one-way ticket is \$8.25. Parking is managed by the Brockton Area Transit Authority (BAT) and costs \$4 per day.

On weekdays, the commuter rail has 12 inbound trips to South Station per day, beginning at 5:41 am and ending at 9:46 pm. A one-way inbound trip is approximately 30 minutes. The last train from South Station leaves at 11:04 pm. On weekends, there are eight inbound trips, beginning at 7:11 am and ending at 9:44 pm. The final trip from South Station is 11:11 pm. A one-way outbound trip is approximately 23 minutes.

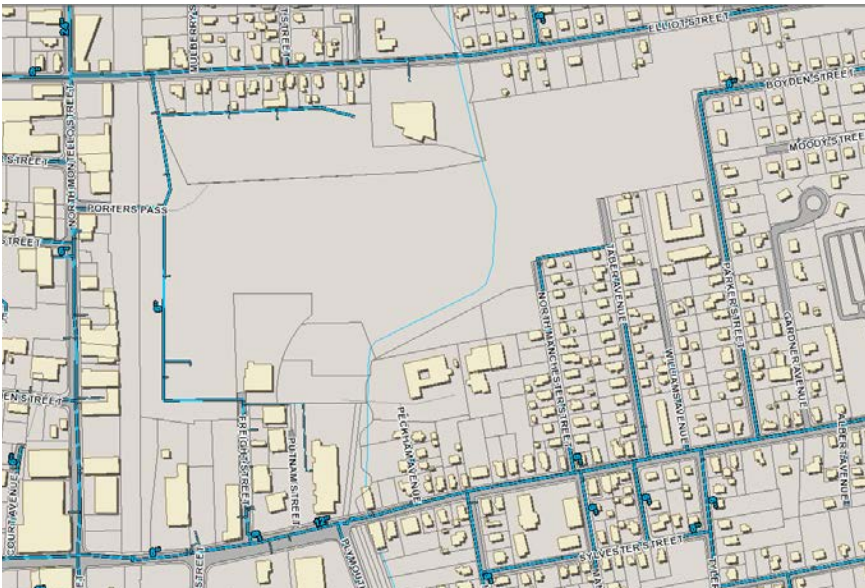
Brockton Area Transit (BAT) also provides bus service in this area. The BAT Intermodal Transportation Centre, which includes commuter parking, is adjacent to the Brockton station and therefore within reasonable walking distance of most of the redevelopment area. Residents and employees within the redevelopment area have access to all the BAT routes, including those to Boston (Ashmont Station), Stoughton,



Sewer lines within and abutting the Downtown/Trout Brook Redevelopment District



Stormwater System within and abutting the Downtown/Trout Brook Redevelopment District



Water Lines within and abutting the Downtown/Trout Brook Redevelopment District

Figure 6: Location of City Utilities
Source: City of Brockton GIS

and Rockland. BAT also offers DIAL-A-BAT and ADA Door to Door services to help elderly and disabled customers. Full fares for local buses are \$1.50 per ride, with reduced fares for students, the elderly, and the disabled. BAT buses also accept the CharlieCard.

VEHICULAR TRANSPORTATION

The redevelopment area is generally bordered by Elliot Street to the north, North Cary Street to the east, Court Street to the south, and the rail tracks to the west. Two streets (Moody and Boyden) connect the interior of the site to North Cary Street. Eight streets (Freight Street, Putnam Street, Peckham Avenue, North Manchester Street, Taber Avenue, William Avenue, Parker Street, and Gardner Avenue) connect the interior of the site to Court Street. Plymouth Street connects the southern portion of the site to Court Street. The majority of these streets serve residential neighborhoods; Freight Street, Putnam Street, Peckham Avenue, North Manchester Street also serve industrial and commercial uses.

Route 28/Montello Street runs to the west of the rail tracks and is the closest major road to the site. Route 123/Centre Street runs parallel to the redevelopment area about a block to the south. Vehicular access to the BAT Intermodal Transportation Centre and the commuter rail station is available from either Route 123/Centre Street or Court Street. Route 28 is a north-south connection, linking Cape Cod to the New Hampshire border. Route 123 is an east-west connection, linking Rhode Island to Scituate. Both routes provide access to truck traffic. In addition, Route 27 links Montello Street (its origin) east to Whitman and southeast to Kingston, eventually joining Routes 106 and 3. The redevelopment area is approximately 2.25 miles from the interchange with Highway 24, which connects to I-93 in just under eight miles and I-495 in just under five miles.

Truck circulation is limited by the height of the historic bridges at Court and Elliot Streets.

AIR TRANSPORT

Brockton no longer has an active airport. Logan International Airport is approximately 25 miles away. T.F. Green Airport in Rhode Island is approximately 53 miles from Brockton. The closest regional airport is Norwood Memorial Airport, approximately 18 miles away.

FREIGHT

CSX runs one train per day during the week at off-peak hours (so as not to conflict with commuter rail operations). No current freight operations take place within the redevelopment area.

UTILITIES

CITY UTILITIES

As shown in Figure 6, sewer, water, and stormwater systems are available within the redevelopment area. The existing system will need to be expanded to accommodate the development volumes anticipated by this Plan. (Figure 14.)

FIBER

Crown Castle has a network of fiber optic cable. For the redevelopment area, the key connection is the corner of Court Street and North Montello Street. From that corner, the fiber optic line extends up Pleasant Street to the northwest and south on North Montello Street.

Verizon also has fiber optic within the city, but the coverage areas is limited to the area bounded by Crescent Street, Salisbury Brook, White Avenue, and Maple Avenue – effectively covering the David E. Crosby Administration Building for the Brockton Public Schools.

ELECTRIC

National Grid provides access to electricity.

GAS

Columbia Gas provides access to natural gas.

EXISTING LAND USES

The redevelopment area has a variety of land uses, as identified by the City's geographic information system (GIS) layers: residential, commercial, forest, industrial, open land, and water (Figure 10).

Residential uses are found within the southern portion of the redevelopment area. Multi-family residential buildings are found on Court Street. Additional residential buildings are found adjacent to the southeastern portion of the redevelopment area, and along Elliot Street, Carter Street, and Teele Street.

A small amount of commercial use is found within the redevelopment area on North Manchester Street, and adjacent to the redevelopment area on Court Street.

A significant portion of the largest parcel within the redevelopment area is identified as being forested land. However, CSX Transportation worked with the City to clear the forested land during the summer of 2016. The City's GIS data does not reflect this land use change.

Industrial uses are found along Freight Street, North Manchester Street, and Court Street within the southern portion of the redevelopment area, and two parcels along Elliot Street. A few additional industrial uses are found adjacent to the redevelopment area along Elliot Street, Court Street, and Plymouth Street.

The City's GIS data indicates open land is found along the northern portion of the redevelopment area and a small portion at the end of North Manchester Street. The location on North Manchester Street is a parking lot serving the neighboring industrial use. The forested land within the CSX parcel adjacent to the Elliot Street parcel with open land could be recategorized as open land following the vegetation clearance in 2016.

The current land uses within the redevelopment area include undeveloped land; however, there is no designated open space for active or passive recreation within the redevelopment area; however, the redevelopment area near two parks, Puffer Playground to the north and Snow Park to the south.

CURRENT ZONING

The zoning districts in this redevelopment area are Single-family Residential, Multi-family Residential, and General Industrial. The location of these three districts is depicted in Figure 11. Table 2 and 3 describe the dimensional standards and the permitted uses, respectively.

Brockton's zoning ordinance includes three single-family zoning districts. The associated dimensional standards provide for relatively low densities and a development pattern typically associated with suburban communities.

The multi-family residential zones include categories for two-family and three-family housing, and for greater densities.

The four industrial zoning districts correspond to increasing intensity of uses and potential impacts. The I-2 zone within the redevelopment area allows a wide-variety of commercial uses including light manufacturing, heavier manufacturing, distribution, contractor yards, and other uses.

OTHER REGULATORY REQUIREMENTS

DOWNTOWN IMPROVEMENT FINANCING DISTRICT (DIF)

The City established the Downtown Brockton DIF (Figure 11) in 2015 to promote redevelopment in the downtown. Funds from improvement to properties within the DIF support public investment in the downtown to improve the streetscape, provide off-street parking, and enhance services to the area.

FLOODPLAIN DISTRICT

The Floodplain District includes all special flood hazard areas designated by FEMA as Zone A or AE (Figure 24). The Environmental Conditions map (Figure 25) shows Trout Brook and the land along side are designated as FEMA Zone AE. The permitted uses within the Floodplain, Watershed and Wetlands Protection Zone include conservation of water, plants and wildlife; outdoor recreation not requiring development or landscape alteration in conflict with the purposes of the zone; and using land in the district to meet up to 60% of the lot area requirements for uses allowed in the underlying zone.

In addition to complying with the Floodplain, Watershed and Wetlands Protection Zone, all development must comply with Chapter 131, Section 40 of the Massachusetts General Laws; sections of the Massachusetts State Building Code (780 CMR) which address floodplain and coastal high hazard areas; Wetlands Protection Regulations, Department of Environmental Protection (DEP); Inland Wetlands Restriction, DEP; and Minimum Requirements for the Subsurface Disposal of Sanitary Sewage, DEP.

Table 2: Dimensional Standards within the Downtown/Trout Brook Redevelopment District

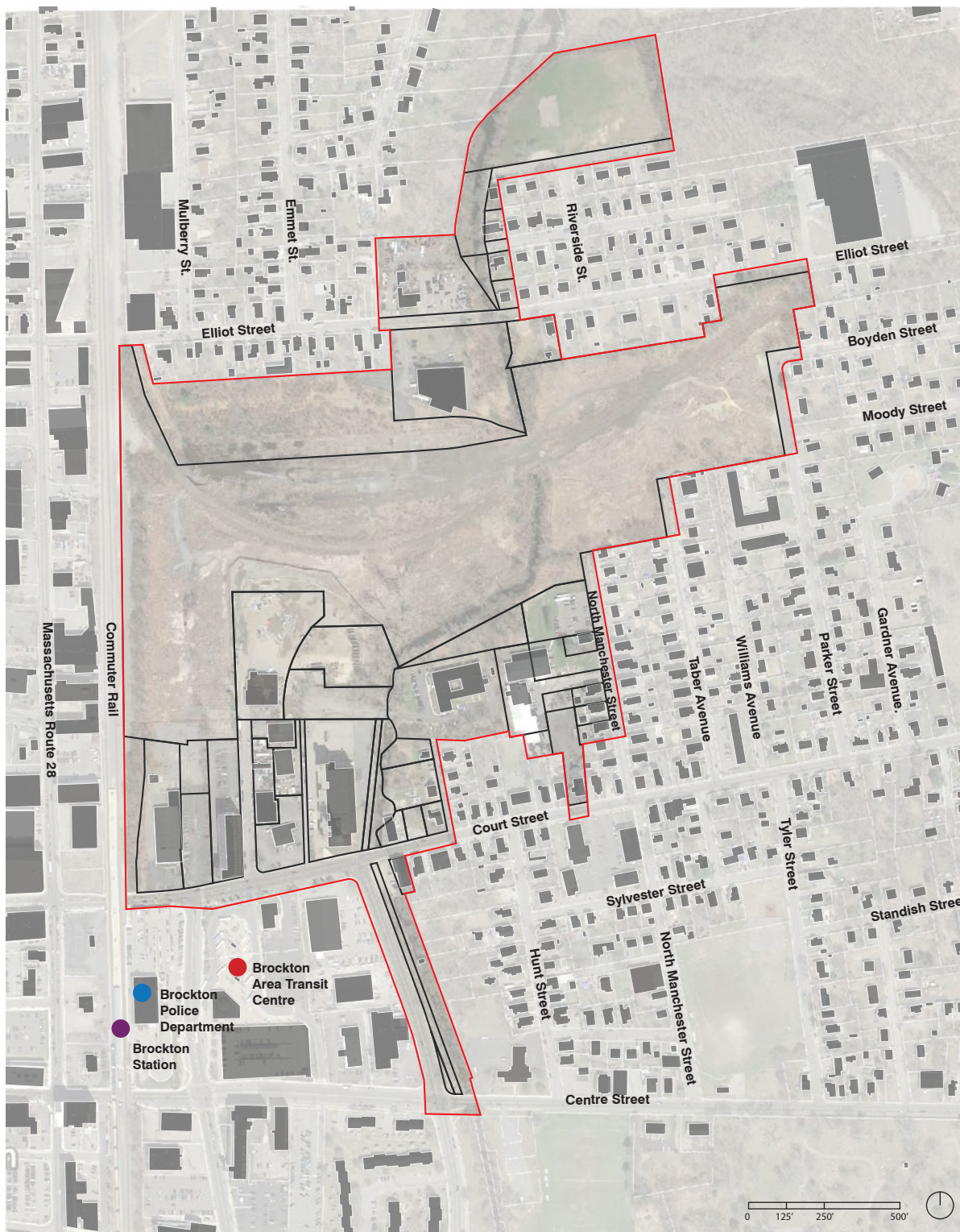
	R-1C	R-3	I-2
Principal Building Height	2½ stories or 35 feet	3 stories or 45 feet*	5 stories or 60 feet
Minimum lot size (square feet)	30,000 single family	7,500 single family 10,000 two-family 12,000 for first three units in multifamily and then 2,000 for each additional unit over 3	None
Minimum lot frontage (feet)	175	100	None
Front/Side/Rear Yard Minimum (feet)	30/15/30	20/10/25 One, two and three family; 35/20/50 Multi-family	20/none, except abutting Residential Zones, then 10 feet/ none, except abutting Residential Zones, then 35 feet
Maximum lot coverage	25%	30% One, two and three family; 25% Multi-family	75%
Off-street parking	1 space per housing unit	2 spaces per housing unit	Specified by use; manufacturing, industrial and general commercial uses not otherwise specified 1 space for each 5 employees in the maximum working shift
Minimum Green Space	25%	25%	5%

Table 3: Permitted Uses and Special Uses within the Downtown/Trout Brook Redevelopment District

R-1C	R-3	I-2
Permitted Uses		
Single-family detached dwellings; Public, private and business schools, parochial schools, libraries and public museums; Churches and similar places of worship, parish houses, convents and cemeteries; Public parks and playgrounds; Family day care homes	R-1C uses; Two- and three-family dwellings; Multi-family	Wholesale business, storage and warehousing; New vehicles sales and service; Woodworking, furniture repair and custom upholster, metal working, painting contracting, electrical contracting, plumbing contracting, dye casting and manufacturing; Wholesale bakeries, dairy processing plants, bottling plants; Boat sales; Manufacturing of awnings, venetian blinds and shades; Truck terminals; Large scale laundry, dry cleaning and dyeing plant; Business service shop; Offices; Banks or lending institutions; Parking lot or parking garage; Radio and television broadcasting stations, studios and offices; Testing or research laboratory; Printing or engraving; Public utility services and structures; Governmental or public service uses; Light manufacturing; Manufacture of food products; manufacture, assembly, packing or treatment of articles or merchandise from previously prepared materials, except fertilizers; Distribution plants, parcel delivery and similar service industries; Glass and textile manufacturers; Lumber and building material sales and storage yards; Contractors equipment, sales and service; Tool, die and pattern making and other machine shop operations; Bulk storage of petroleum and similar fluids; Boat building; Railroad yards or terminal facilities; Alternative energy or renewal energy research and development facilities; Alternative energy or renewal energy manufacturing facilities; Alternative energy or renewal energy generation, except for biomass
Permitted Special Uses		
Municipal buildings; Public utility installations; Philanthropic and eleemosynary uses or institutions; Private and nonsectarian licensed day nursery, nursery school and kindergarten; Kennels; Pay telephones; Family day care home; Mobile home elderly community	R-1C special uses; Hospitals and nursing homes; Family day care home; Large family day care home	Restaurants to serve the employees of the principal uses in the area; Retail sales of goods manufactured or processed on the premises; Uses accessory to, and necessary in connection with, scientific development or related production when such principal use is permitted as of right; Pay telephones; Retail store or shop; Gasoline stations; Any extractive industry involving removal of natural resources

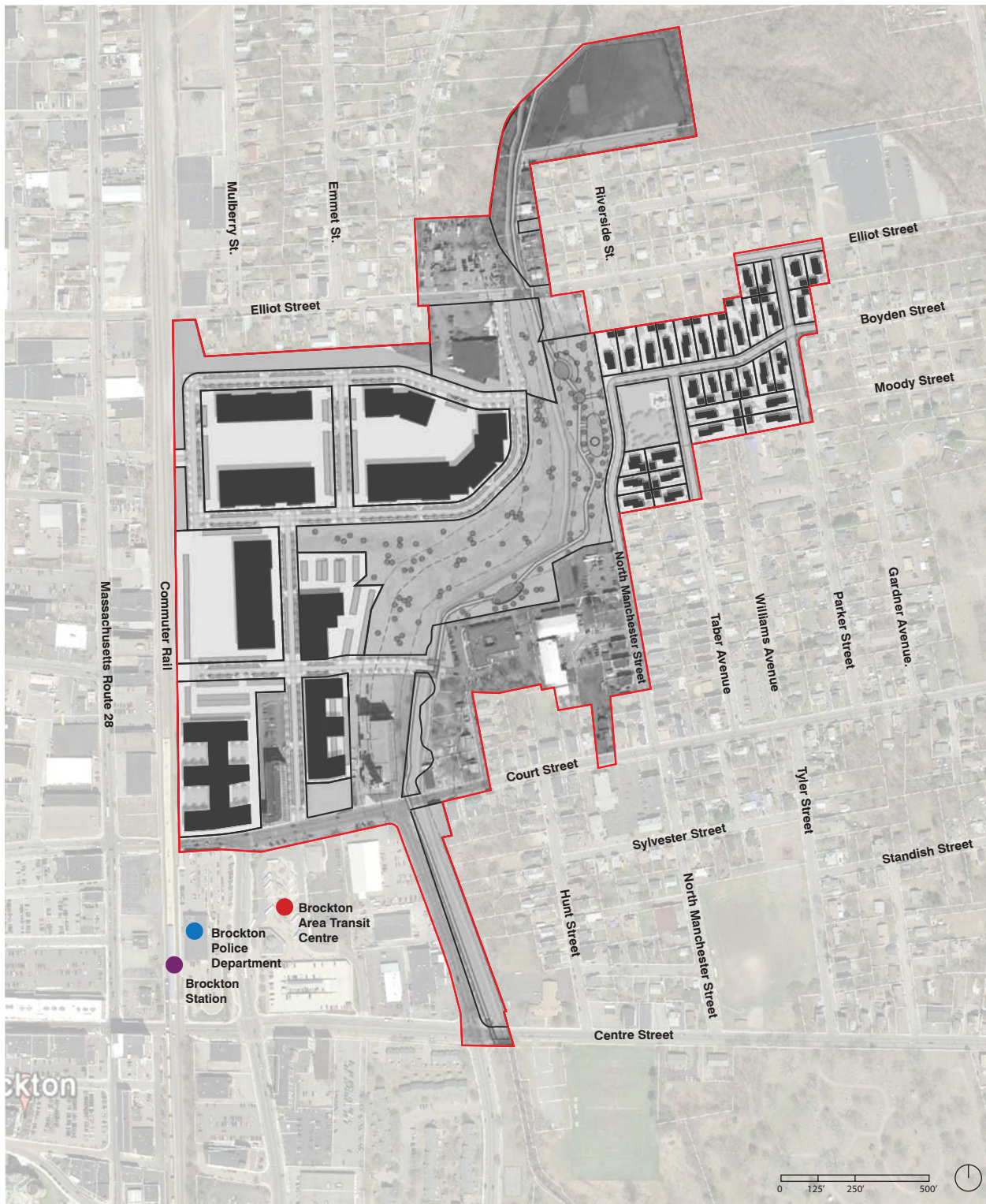


Figure 7: 12.02(2)(a) Boundary of the Downtown/Trout Brook Redevelopment District



- Building Footprints
- Lot Lines
- Parcels
- Redevelopment Area

Figure 8: 12.02(2)(b) Property Lines and the Footprint of Buildings (Existing)



- Building Footprint
- Lot Lines
- Parcels
- Redevelopment area

Figure 9: 12.02(2)(b) Property Lines and the Footprint of Buildings (Proposed)

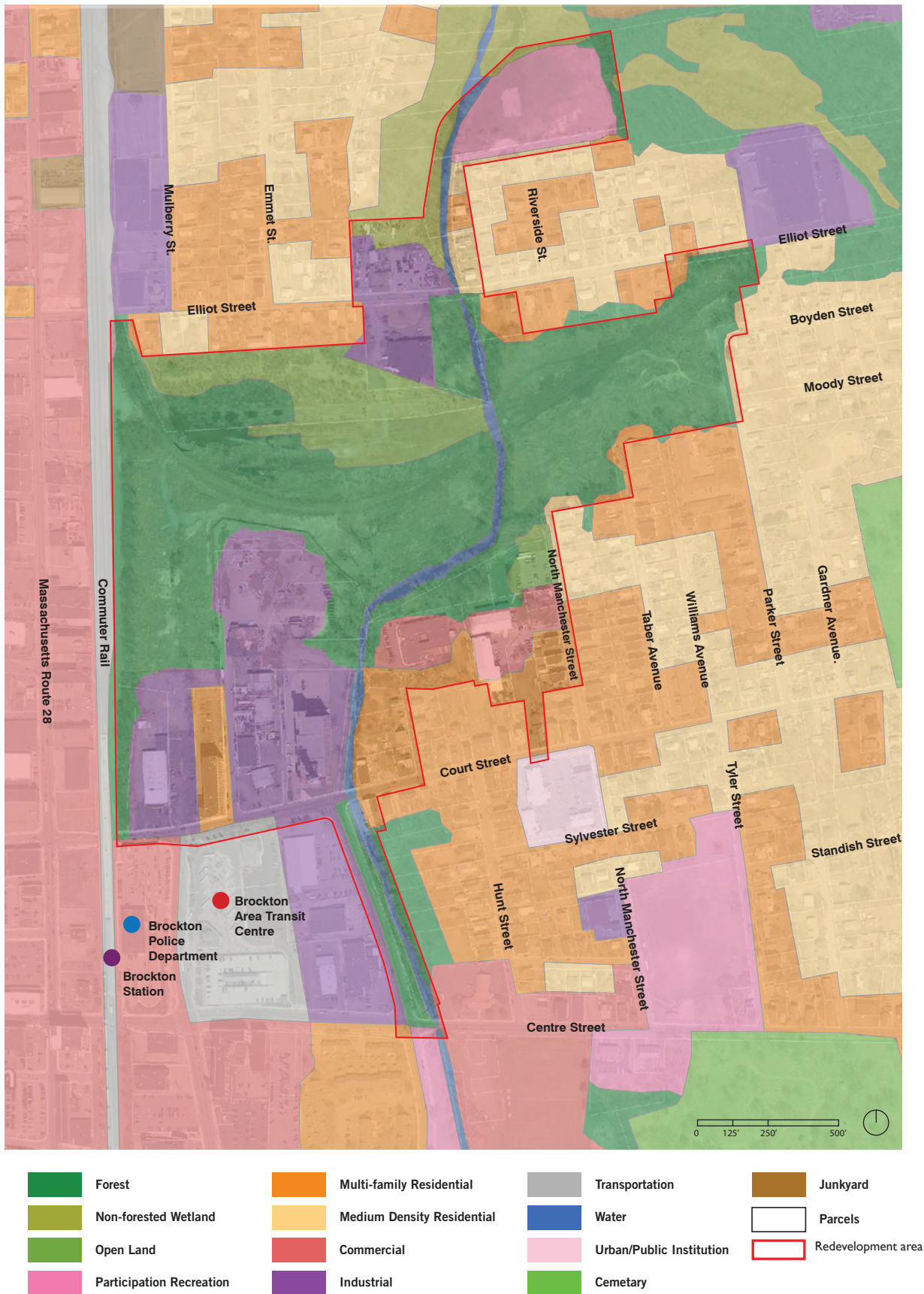


Figure 10: 12.02(2)(c) Existing Land Uses

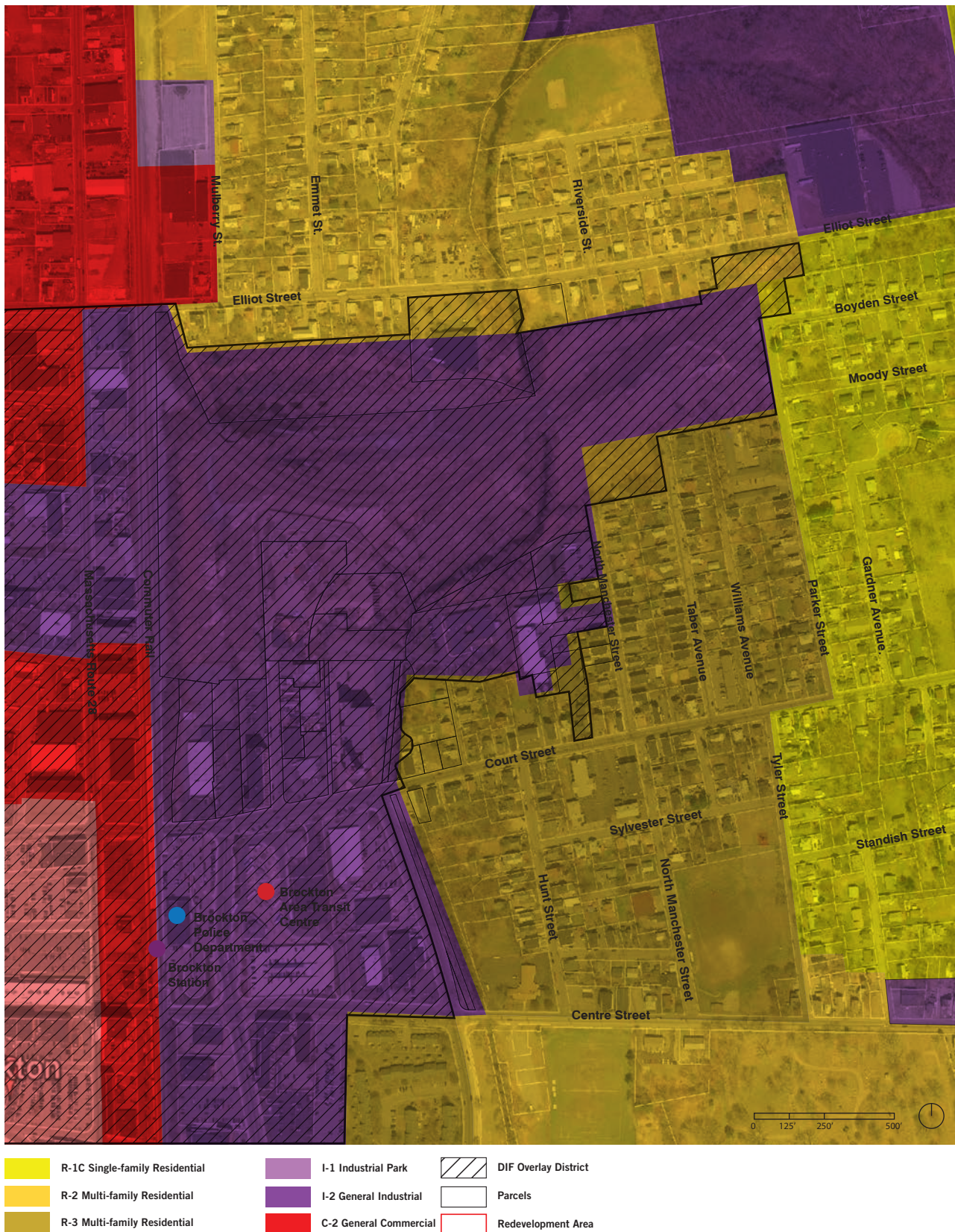


Figure 11A: 12.02(2)(c) Current Zoning and DIF District

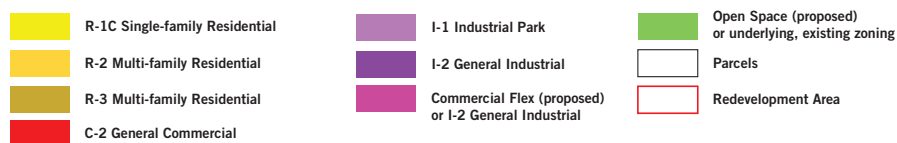
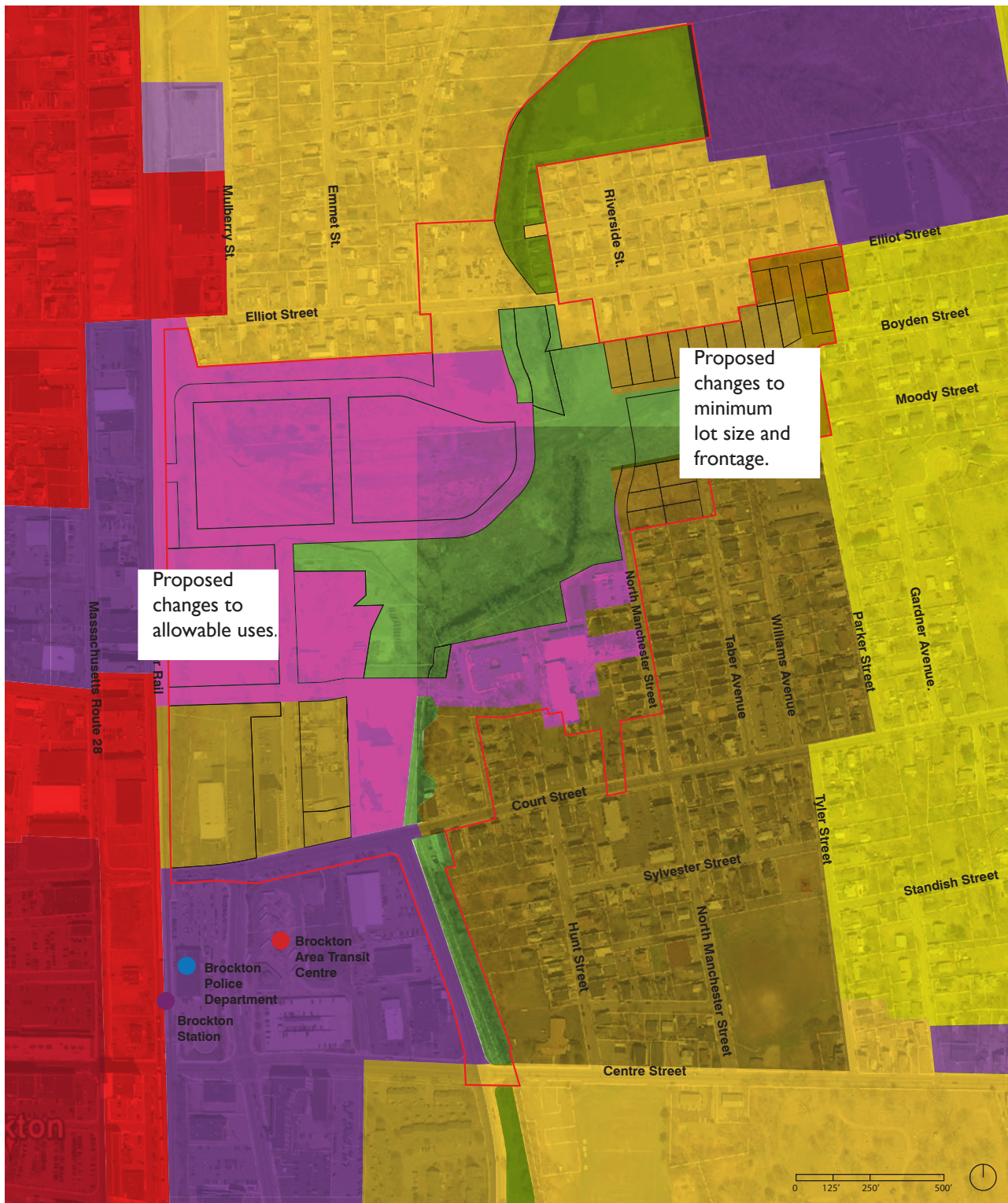


Figure 11B: 12.02(2)(c) Proposed Zoning

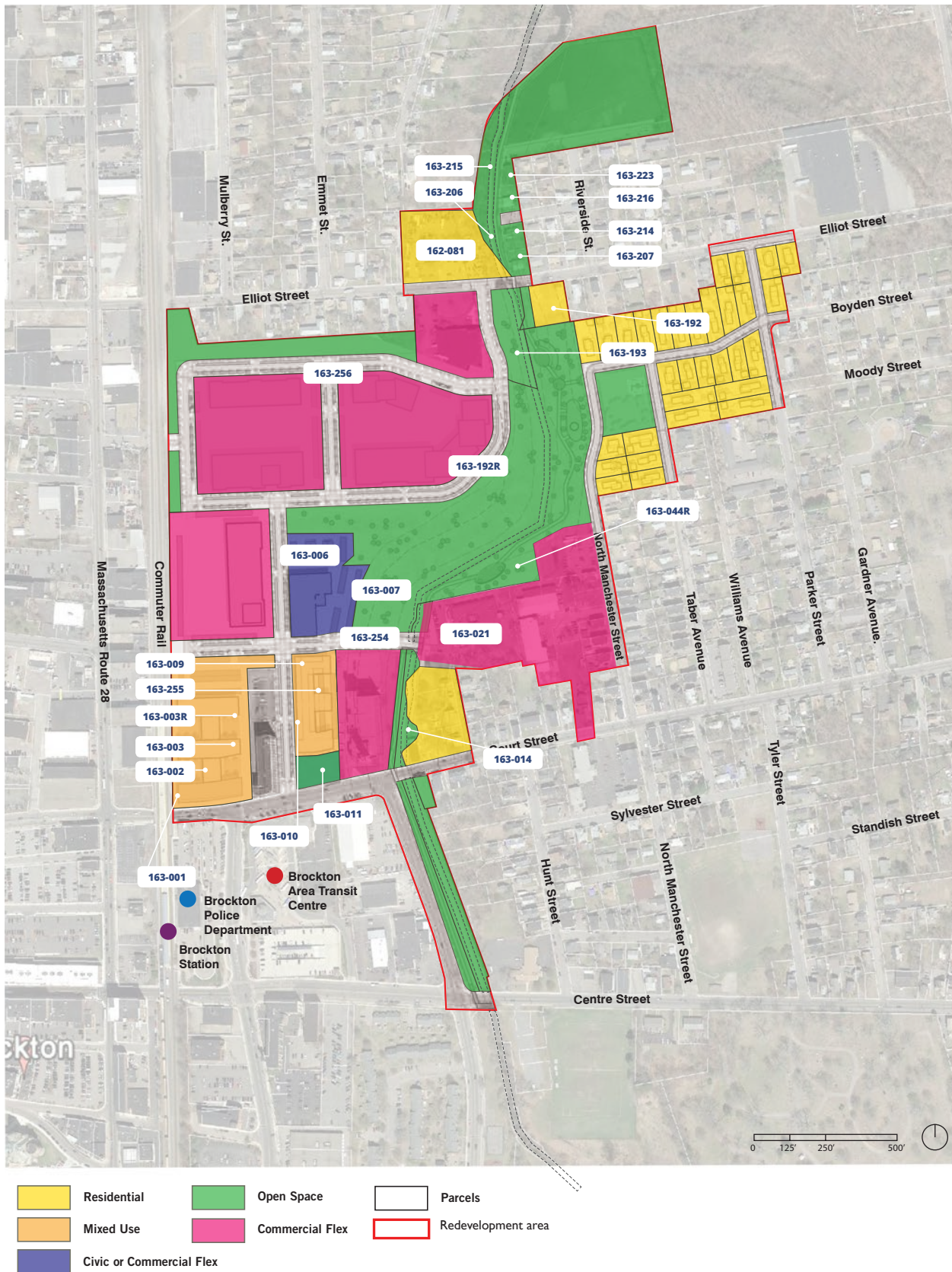


Figure 12: 12.02(2)(d) Proposed Land Uses

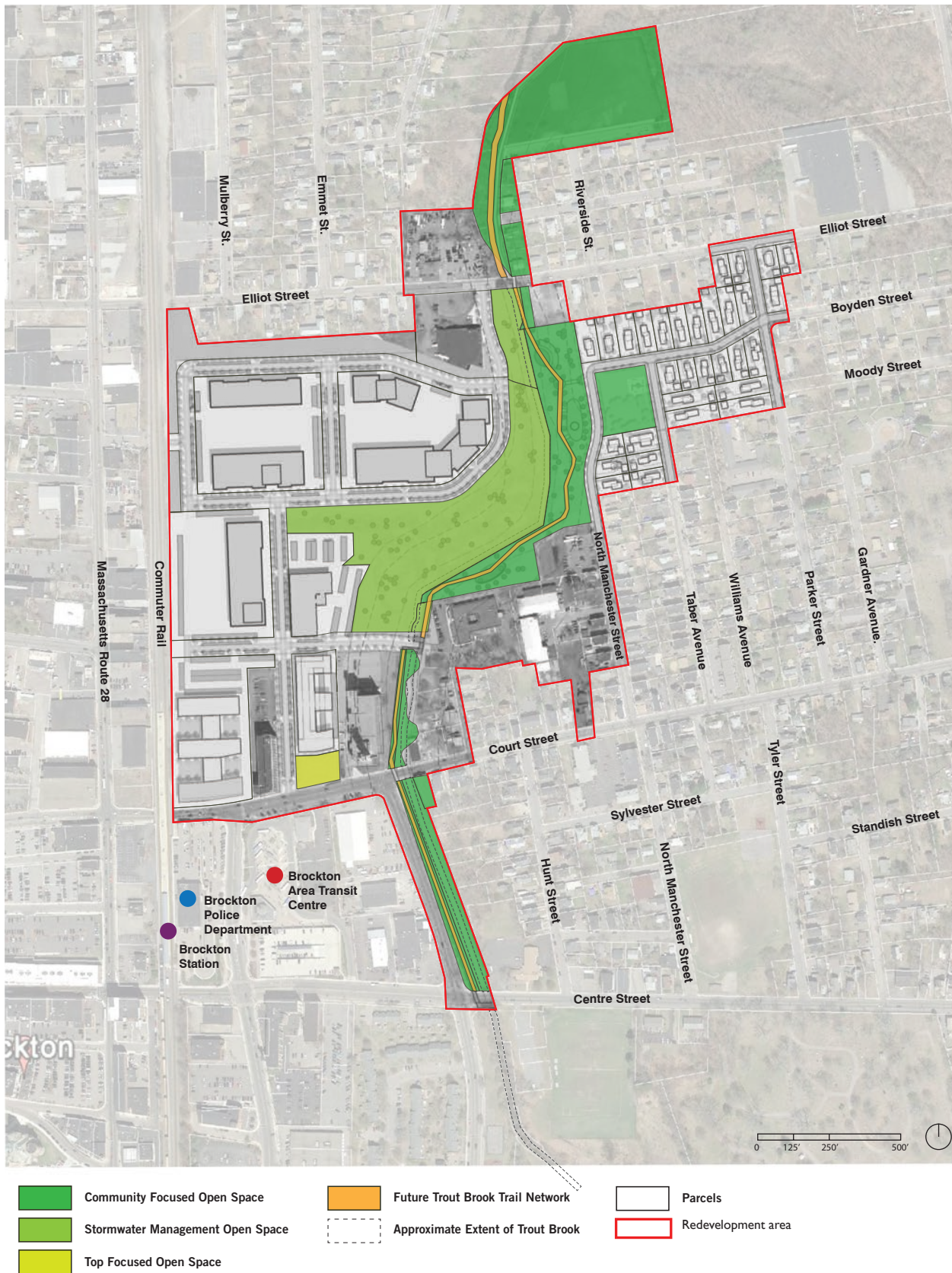


Figure 13: 12.02(2)(d) Proposed Public improvements (Trout Brook Path and Storm/Floodwater storage)

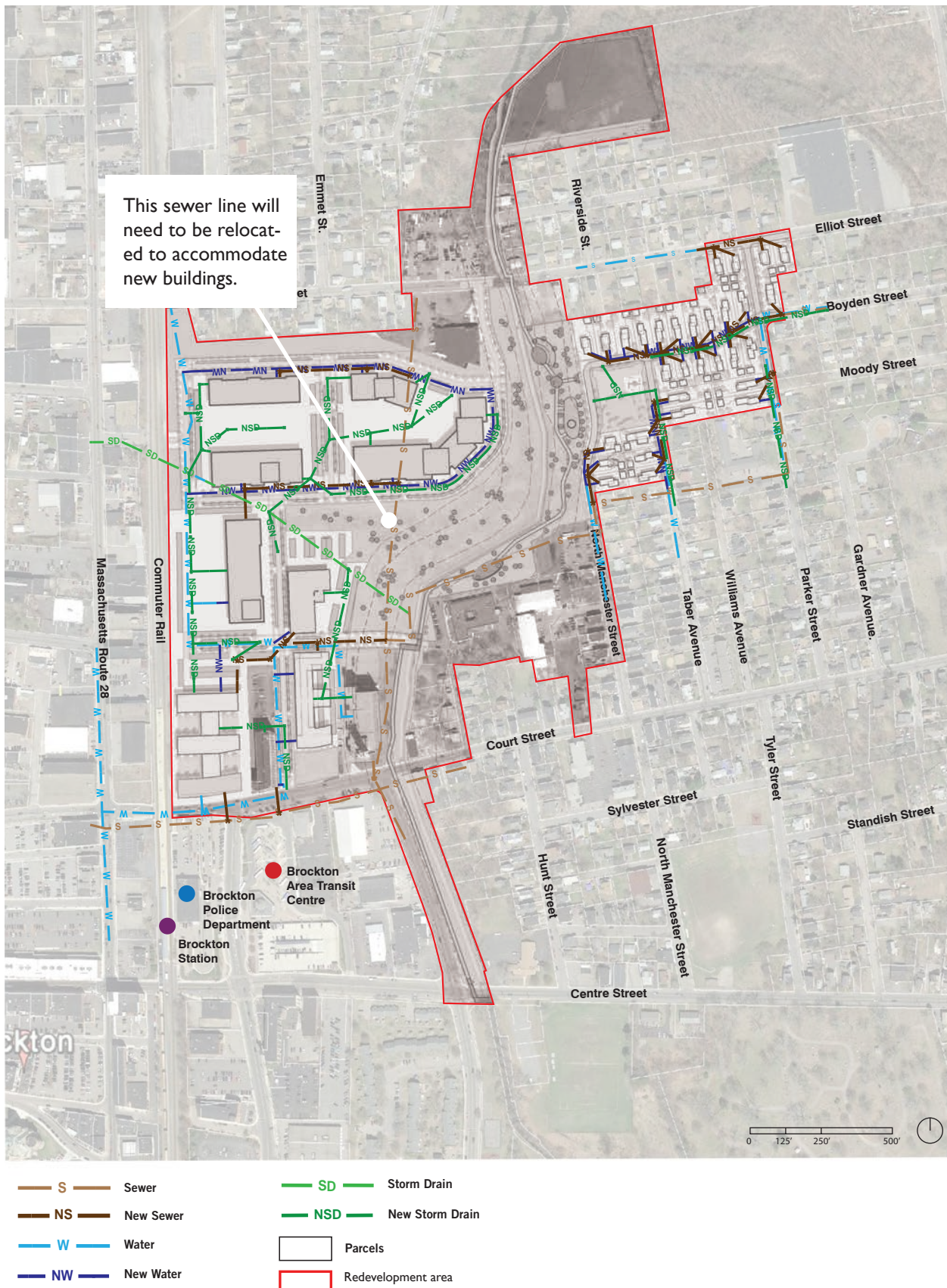


Figure 14: 12.02(2)(d) Proposed Public Improvements (Utilities)

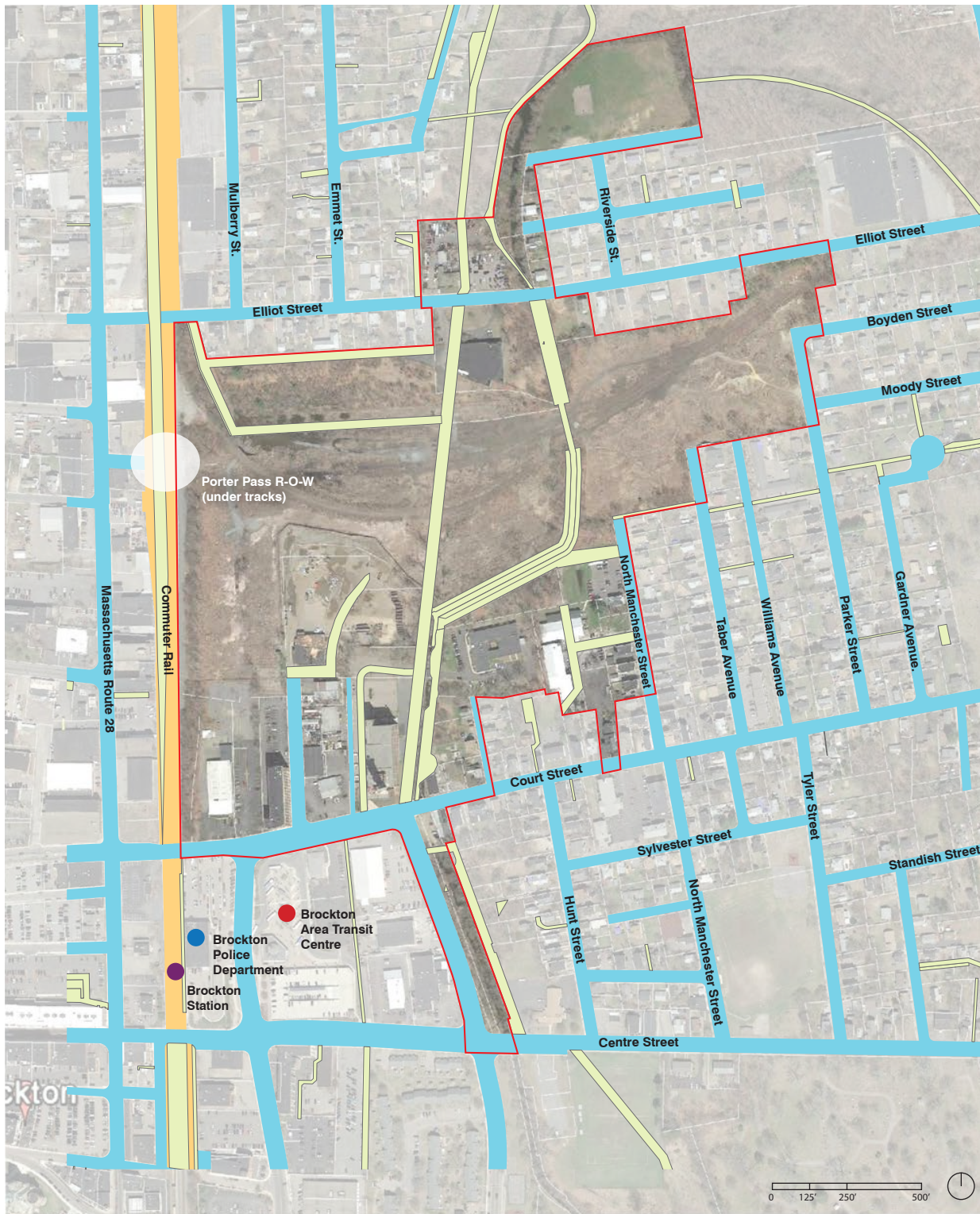


Figure 15: 12.02(2)(e) Thoroughfares, Public Rights-of-Way, and Easements (Existing)

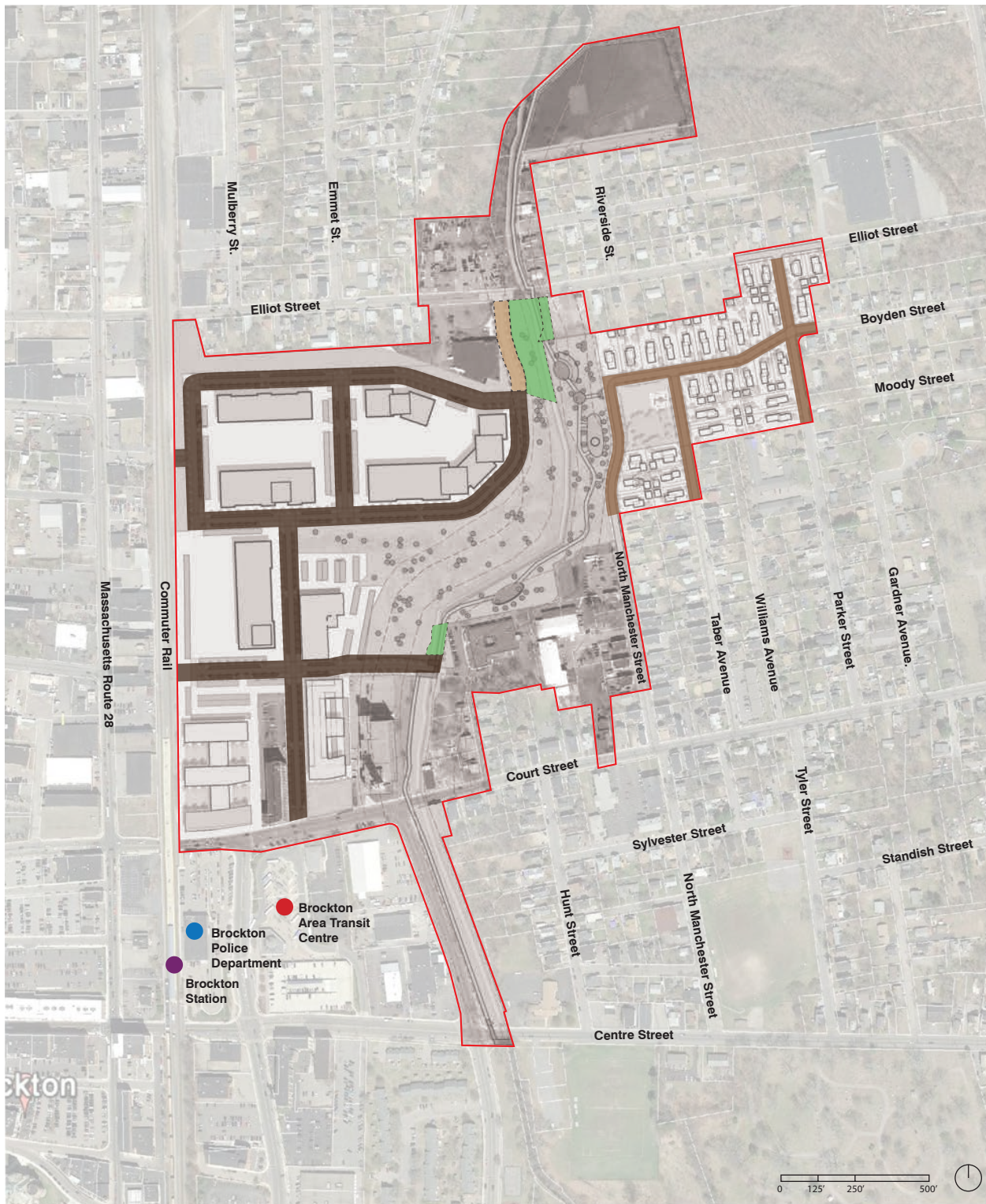


Figure 16: 12.02(2)(e) Thoroughfares, Public Rights-of-Way, and Easements (Proposed)

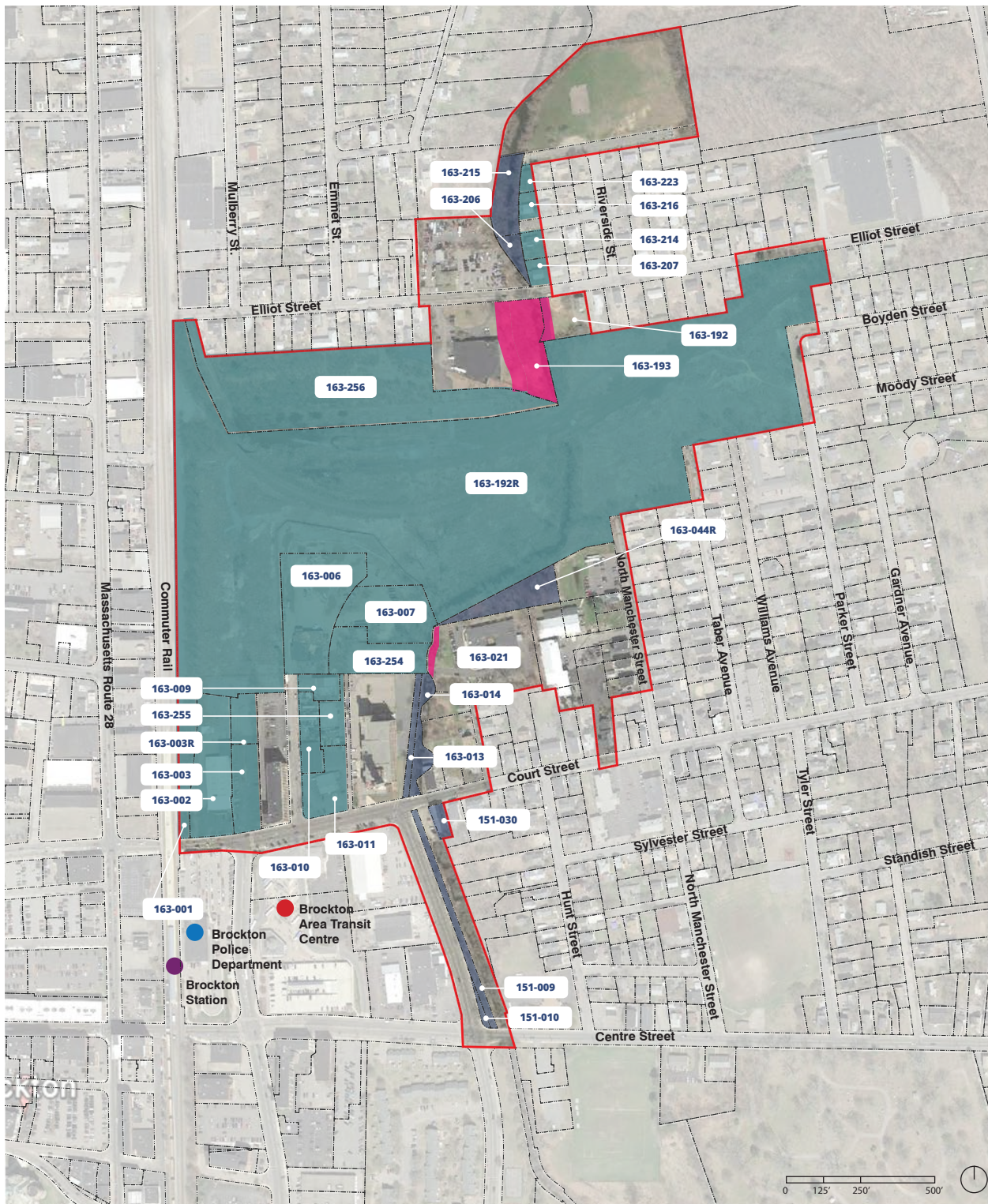


Figure 17: 12.02(2)(f) Parcels to be acquired

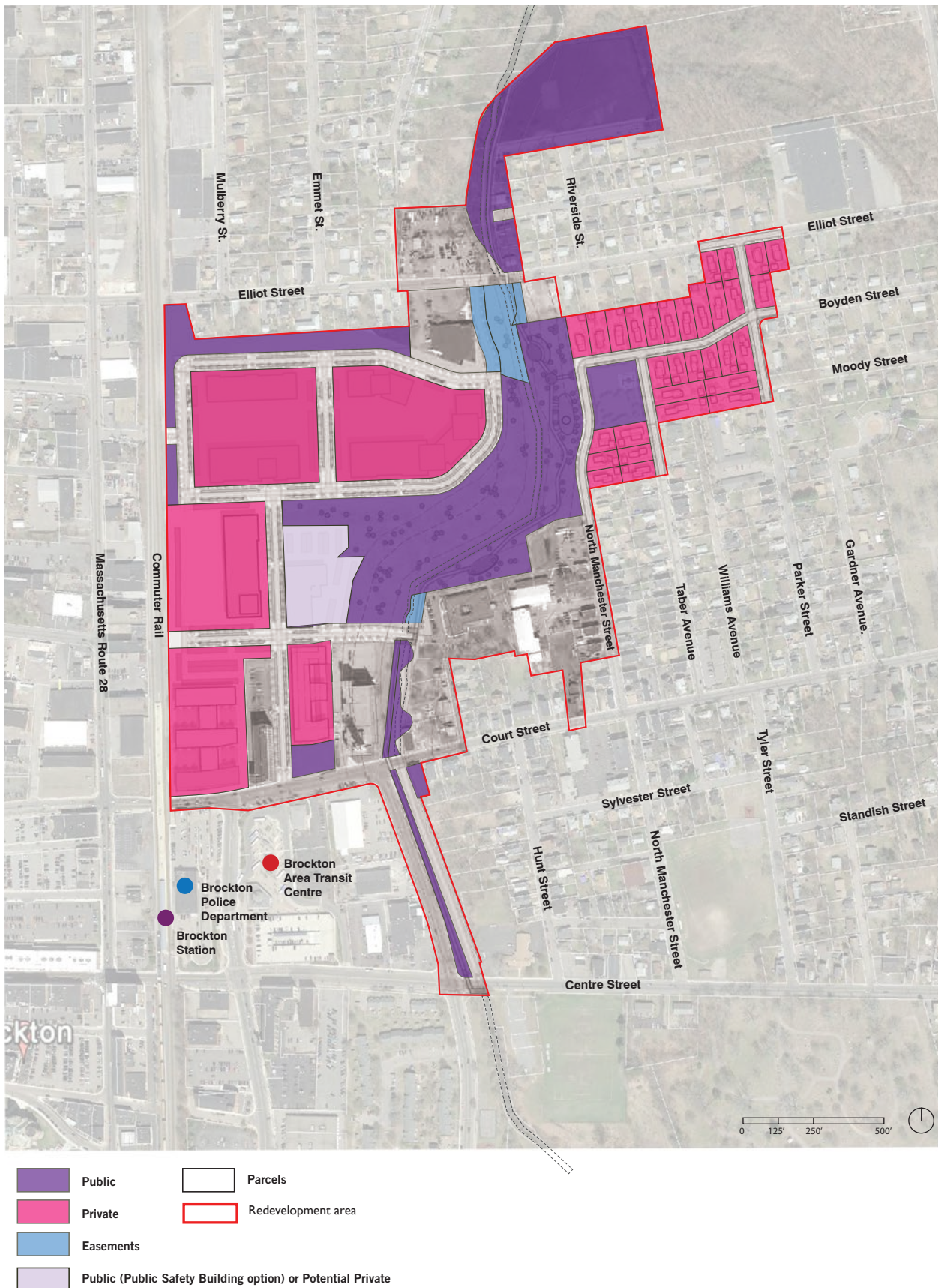


Figure 18: 12.02(2)(g) Lots to be created

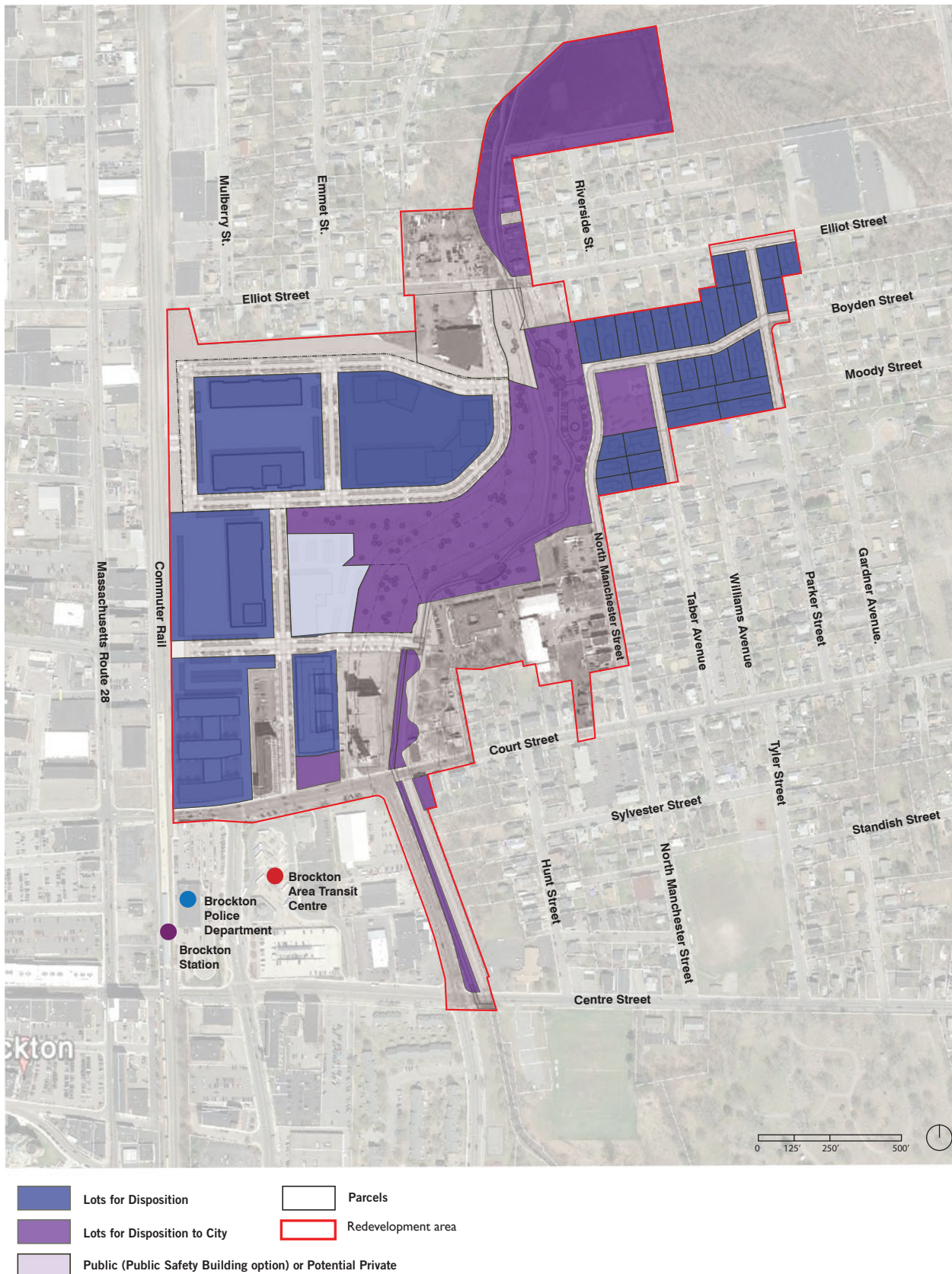


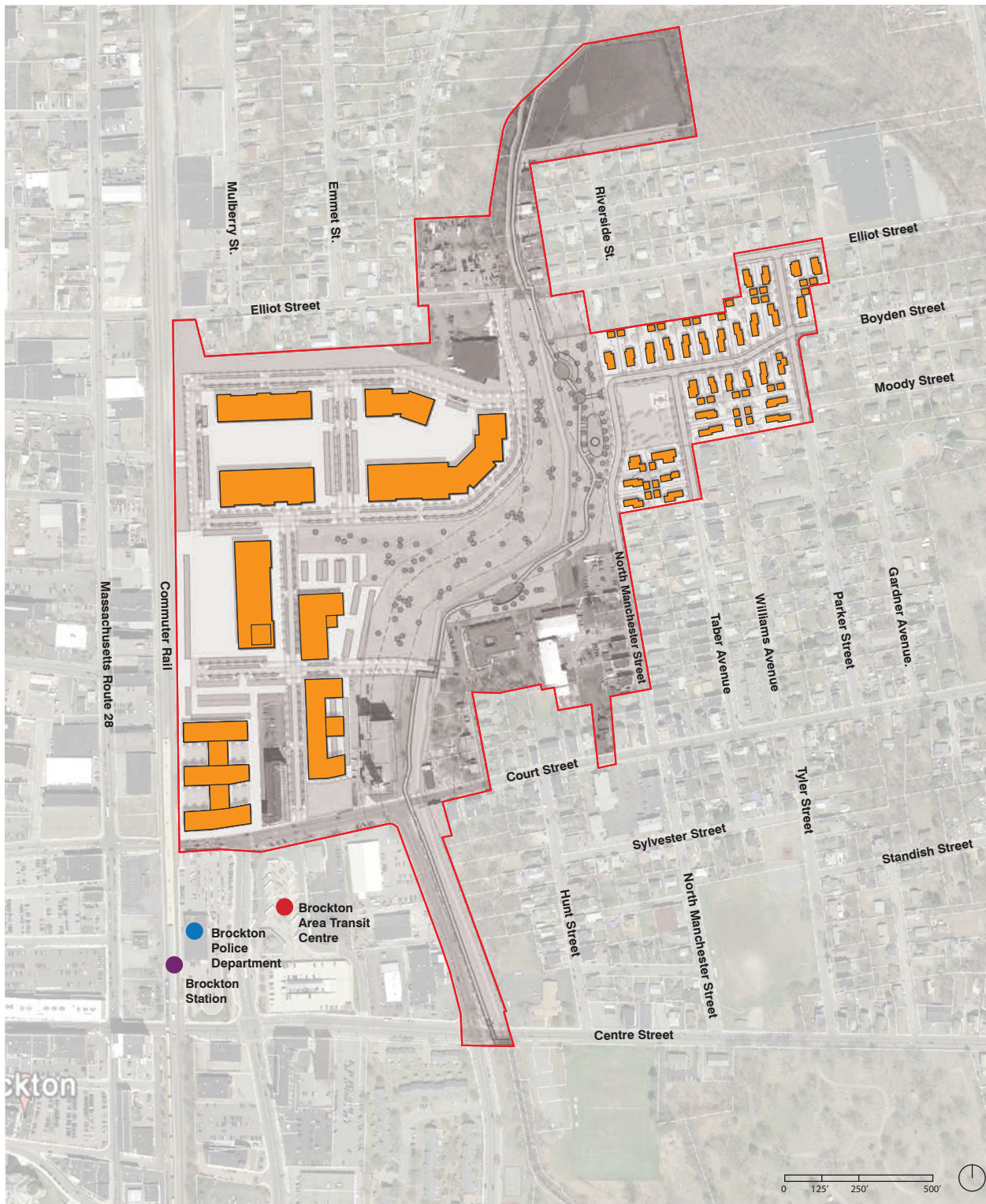
Figure 19: 12.02(2)(g) Lots to be created for disposition



- Buildings to Be Demolished
- Parcels
- Redevelopment area

No buildings will be rehabilitated as part of this plan.

Figure 20: 12.02(2)(h) Buildings to be demolished and (i) Buildings to be rehabilitated



- Buildings to Be Constructed
- Parcels
- Redevelopment area

Figure 21: 12.02(2)(j) Buildings to be constructed

12.02(3) ELIGIBILITY

DEFINITION AND APPLICATIONS

DEFINITION OF A BLIGHTED OPEN AREA

Chapter 121B, Section 1 defines a Blighted Open Area as:

... a predominantly open area which is detrimental to the safety, health, morals, welfare or sound growth of a community because it is unduly costly to develop it soundly through the ordinary operations of private enterprise by reason of the existence of ledge, rock, unsuitable soil, or other physical conditions, or by reason of the necessity for unduly expensive excavation, fill or grading, or by reason of the need for unduly expensive foundations, retaining walls or unduly expensive measures for waterproofing structures or for draining the area or for the prevention of the flooding thereof or for the protection of adjacent properties and the water table therein or for unduly expensive measures incident to building around or over rights-of-way through the area, or for otherwise making the area appropriate for sound development, or by reason of obsolete, inappropriate or otherwise faulty platting or subdivision, deterioration of site improvements or facilities, division of the area by rights-of-way, diversity of ownership of plots, or inadequacy of transportation facilities or other utilities, or by reason of tax and special assessment delinquencies, or because there has been a substantial change in business or economic conditions or practices, or an abandonment or cessation of a previous use or of work on improvements begun but not feasible to complete without the aids provided by this chapter, or by reason of any combination of the foregoing or other condition; or a predominantly open area which by reason of any condition or combination of conditions which are not being remedied by the ordinary operations of private enterprise is of such a character that in essence it is detrimental to the safety, health, morals, welfare or sound growth of the community in which it is situated.

FINDINGS AND APPLICATION OF THE DEFINITION

This section demonstrates how the existing conditions within the redevelopment area prevent the private market from addressing those conditions and provides the evidence to support these conclusions.

The BRA's determination that this redevelopment area is a Blighted Open Area rests on the following sets of conditions present within the boundary:

- The redevelopment area is bisected by the brook. Parcels range in size and shape, and ownership is spread among many owners, making redevelopment difficult.
- The large parcel owned by CSX has been vacant since the 1980's, and contains hazardous materials and a regulatory floodway. The most recent past use of this site has been an illegal homeless encampment. The inability to see deep into the site has made it an attractive place for illegal activity that is inconsistent with the adjacent neighborhoods or the desire to revitalize Downtown Brockton on the other side of the rail tracks.
- The size and shape of the CSX parcel is impractical for a single developer to redevelop. Parcelization is required to create smaller parcel sizes.
- Streets are currently unconnected with numerous dead ends, and connections between Downtown, the commuter rail stop, and the surrounding neighborhoods are limited; new or extended streets are needed to access the interior of the site.
- Access to the CSX parcel for its original industrial uses is limited. The rail spur is no longer of practical use – as trucks have increased in size, the logical truck routes to the site are limited by the height of the historic bridges. Because of this, warehousing is not an appropriate use, nor is larger-scale manufacturing. Furthermore, the redevelopment area is not positioned well in the freight rail network after CSX shifted operations to Worcester and Westborough.
- Certain properties along Trout Brook flood on a regular basis, especially those in the 1% flood zone, creating a cycle of damage and repair. Better stormwater management and increased flood storage capacity are necessary to mitigate flooding in the surrounding communities.
- New pedestrian and bicycle trails along Trout Brook are necessary to connect the neighborhoods to existing open spaces.
- Brockton is reported to be a challenging market for ground-up development of almost any type due to the

area's below-median incomes and real and perceived quality of life issues. These factors are reported to be especially pronounced in the immediate area around the redevelopment area.

- The Commonwealth of Massachusetts has determined that Gateway Cities need market-rate housing to help balance income levels to support economic revitalization and development. Brockton is a Gateway City and the development types proposed in this plan support market-rate rental and ownership models in an area near existing public transit options, both local and regional.
- The proposed commercial flex development would provide needed spaces for businesses not well-served by the available space Downtown, support jobs in a walkable neighborhood, and provide demand for food, goods, and services in the Downtown. The proposed development has minimal retail/restaurant space so as not to compete with the businesses Downtown.

The presence of these conditions indicates a need for public intervention to create the conditions necessary to attract and support private investment in the redevelopment area.

INVENTORY AND OWNERSHIP

The database maintained by the City's Assessors office provides information about the ownership and valuation of land and buildings within the city. The 48 parcels within the redevelopment area are owned by 27 different entities (Figure 22). Consolidated Rail Corporation is the largest land owner (two parcels, 31.4 acres). Fenton Associates owns approximately 7.5 acres. The City of Brockton owns eight parcels of 6.4 acres. Briscoe Bailing owns approximately 3.1 acres. "Evans Daniel R Jr Trustee" owns six parcels, almost 2.5 acres.

Table 5 contains data from the City's Assessors Office on a parcel-by-parcel basis, including data on the age, size, ownership, and valuation of the buildings and land.

ENVIRONMENTAL JUSTICE POPULATIONS

Table 4: 2010 Environmental Justice Populations

EJ Criteria	Minority (M) Income (I) English as a Second Language (E)
Mean EJ Criteria Count in Block Groups	1.34
Number of EJ Block Groups	84
Number of EJ Block Groups in Municipality	87
Percent of Block Groups in EJ	96.6%
Population in EJ Block Groups	90,817
Total population in municipality	93,810
Percent of population in EJ Block Groups	96.8%

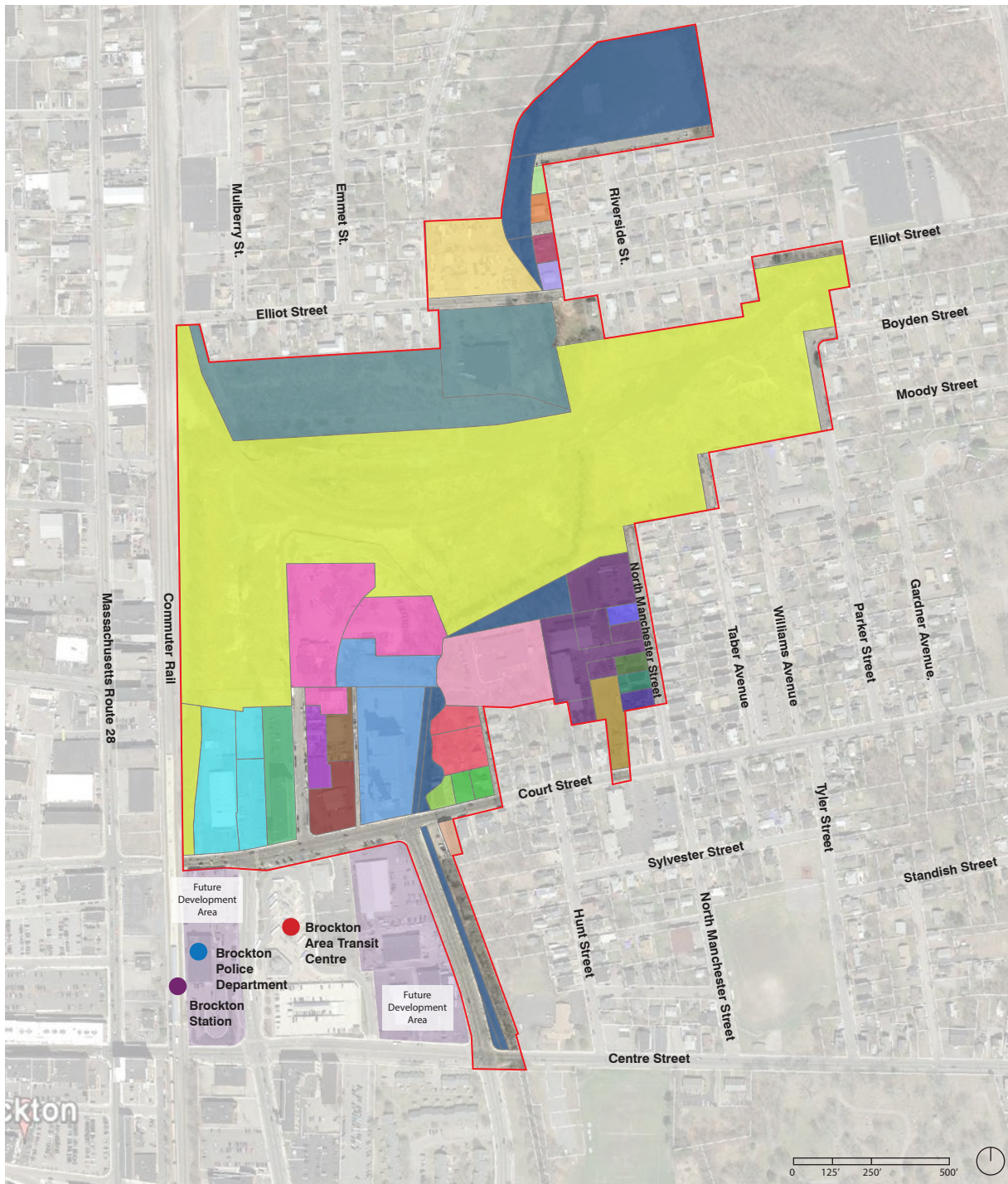
Source: 2010 Environmental Justice Populations, Massachusetts Executive Office of Energy and Environmental Affairs, <https://www.mass.gov/files/documents/2016/07/ul/ej-2010-communitystatistics.pdf>, last accessed July 29, 2019

Table 5: Ownership and Parcel Characteristics within Redevelopment area

Parcel ID	Address	Ownership	Lot Size (Acres)	Building Size (Square Feet)	Building Year	Assessed Value (\$) FY 2020	Land Use/ Condition Notes
151-009	0 Court St	City of Brockton	0.38	-	-	\$12,300	Trout Brook
151-010	0 Centre St	City of Brockton	0.05	-	-	\$2,200	Trout Brook
151-030	189 Court St	Assc of Brockton Charities Inc	0.13	5,730	1910	\$132,400	Condemned Building
162-081	130 Elliot St	Savino Joseph W Trustee	1.73	3,920	1940	\$390,200	Automotive sales
163-001	0 Court St	Consolidated Rail Corp	0.57	-	-	\$15,300	Vacant Lot
163-002	132 Court St	Borgatti Raoul F Jr Tr	1.40	17,584	1957	\$488,800	Sign manufacturing
163-003	0 Court St	Borgatti Raoul F Jr Tr	0.64	-	-	\$143,300	Vacant lot; parking
163-003R	0 Court St	Borgatti Raoul F Jr Tr	0.34	-	-	\$11,600	Vacant lot; parking
163-006	0 Freight St	Briscoe Baling Corp	1.93	10,696	1930	\$378,700	Scrap yard; AUL
163-007	0 Freight St	Briscoe Baling Corp	1.20	-	-	\$41,900	Vacant Lot; suspected contamination
163-009	35 Freight St	Briscoe Baling Corp	0.25	4,800	1976	\$198,900	Scrap yard
163-010	27 Freight St	Kelly Michael J Trustee	0.42	6,636	1976	\$248,800	Auto repair
163-011	170 Court St	Club National Franco American	0.65	3,600	1983	\$287,100	Social club
163-012	180 Court St	Verizon New England Inc	1.96	111,370	1980	\$3,909,100	Office
163-013	0 Court St	City of Brockton	0.19	-	-	\$6,800	Right-of-way
163-014	0 Court St	City of Brockton	0.33	-	-	\$2,800	Trout Brook
163-015	188 Court St	One Eighty Eight Court	0.17	2,832	1930	\$151,200	Multi-business
163-016	0 Court St	Barnes Gwendolyn W	0.14	-	-	\$1,800	Vacant lot
163-017	202 Court St	Barnes Gwendolyn W	0.15	1,950	1925	\$253,100	Single-family
163-018	10 Peckham St	Olitsky Benjamin J	0.52	1,386	1925	\$341,900	Single-family
163-020	22 Peckham St	Olitsky Benjamin J	0.27	982	1882	\$239,500	Single-family
163-021	204 Court St	Haitian Assembly F God Brockton Inc	2.04	15,790	1975	\$661,800	Church
163-032	238 Court St	Fiske Grenier Inc	0.53	7,373	1920	\$603,000	Funeral Home
163-038	18 N Manchester St	Walker Caren	0.15	3,621	1925	\$454,000	Three-family
163-039	22 N Manchester St	Pires John	0.15	3,501	1925	\$481,000	Three-family
163-040	26 N Manchester St	Depina Joao B	0.14	3,564	1925	\$453,900	Three-family

Parcel ID	Address	Ownership	Lot Size (Acres)	Building Size (Square Feet)	Building Year	Assessed Value (\$) FY 2020	Land Use/ Condition Notes
I63-041R	32 N Manchester St	Evans Daniel R Jr Trustee	0.97	12,246	1930	\$486,200	Manufacturer
I63-042	0 N Manchester St	Evans Daniel R Jr Trustee	0.14	-	-	\$77,300	Manufacturer
I63-043	42 N Manchester St	Augustin Jaques	0.14	2,160	1925	\$453,300	Two-family
I63-044	46 N Manchester St	Evans Daniel R Jr Trustee	0.76	-	-	\$156,700	Vacant; parking lot
I63-044R	0 N Manchester St	City Of Brockton	0.63	-	-	\$25,900	Vacant lot
I63-192	165 Elliot Street	Teixeira Valerie	0.54	2290	1925	\$428,400	3-Family
I63-192R	0 Elliot St	Consolidated Rail Corp	30.81	-	-	\$3,645,900	Vacant lot
I63-193	135 Elliot St	Fenton Associates LLC	2.66	19,893	1971	\$738,600	Wholesale supplier
I63-206	0 Elliot St	City of Brockton	0.18	-	-	\$6,700	Trout Brook
I63-207	158 Elliot St	Desruisseaux Marie	0.15	984	1962	\$290,600	Single-family within flood plain
I63-214	11 Carter St	Watson Barbara Desilus	0.16	848	1976	\$253,400	Single-family within flood plain
I63-215	0 Carter St	City of Brockton	0.54	-	-	\$6,100	Trout Brook
I63-216	12 Carter St	Lantimo Gerty	0.14	1,130	1964	\$303,000	Single-family within flood plain
I63-223	3 Teele St	Diliddo Joseph	0.09	974	1972	\$264,200	Single-family within flood plain
I63-224	0 Teele St	City of Brockton	4.12	-	-	\$406,900	Puffer Playground
I63-254	0 Court St	Verizon New England Inc	0.93	-	-	\$223,500	Partially paved lot
I63-255	20 Putnam St	Parker Brian C Trustee	0.33	4,480	1967	\$252,100	Auto repair
I63-256	0 Freight St	Fenton Associates LLC	5.36	-	-	\$377,000	Vacant Lot
I63-263	0 N Manchester St	Evans Daniel R Jr Trustee	0.13	-	-	\$4,600	Manufacturer
I63-264	0 N Manchester St	Evans Daniel R Jr Trustee	0.31	-	-	\$10,700	Manufacturer
I63-273	0 Court St	Evans Daniel R Jr Trustee	0.15	-	-	\$77,900	Manufacturer
I63-600 to 671	146 Court St, all units	Multiple Owners	0.99	587	2006	\$12,311,700	Housing

Source: City of Brockton Office of the Assessor (2016)



City of Brockton	Consolidated Rail Corp	Augustin Jaques	Haitian Assembly F God Brockton Inc
Evans Daniel R Jr Trustee	Fenton Associates LLC	Club National Franco American	Interstate Services Corp
Borgatti Raoul F Jr Tr	Olitsky Benjamin J	Depina Joao B	Kelly Michael J Trustee
Briscoe Baling Corp	Verizon New England Inc	Diliddo Joseph	Lantimo Gerty
Barnes Gwendolyn W	Assc of Brockton Charities Inc	Fiske Grenier Inc	One Eighty Eight Court
Parker Brian C Trustee	Savino Joseph W Trustee	Watson Barbara Desilus	Parcels
Pires John	Walker Caren	Desruisseaux Marie	Redevelopment area

Figure 22: Parcel Ownership within Downtown/Trout Brook Redevelopment District



Figure 23: Detailed Land Use

WETLANDS AND FLOOD ZONES

The redevelopment area is bisected by Trout Brook (Figure 25). Both the water body and the area on either side of it are within the Federal Emergency Management Agency (FEMA) AE flood zone, which carries a 1% probability of flooding every year. In addition, Trout Brook is considered a regulatory floodway in the Flood Insurance Rate Map (FIRM) of Plymouth County. Many of the parcels, including four residential parcels adjacent to Trout Brook to the north, are in the AE flood zone and are prone to flooding. Regular flooding creates a costly cycle of damage and repair.

CSX preserved a 25-foot boundary along Trout Brook that supports vegetation and wildlife. The cleared but disturbed land on the CSX site supports additional wildlife species, including song birds and small mammals.



Figure 24: CSX Site looking diagonally toward Court Street



- AE: 1% Annual Chance of Flooding, with BFE
- AE: Regulatory Floodway
- Parcels
- Redevelopment area

Figure 25: FEMA Flood Zones

ACTIVITY AND USE LIMITATIONS

MassDEP identifies a proposed Activity and Use Limitation (AUL) at the former Brockton Freight Yard (part of the CSX site). MassDEP also identifies a Phase IV Remedy Implementation Plan (RIP) at 45 Freight Street (the Brockton Iron Works). (See Figure 25)

For the former Brockton Freight Yard (Release Tracking Number 4-20771), the proposed AUL is divided into two areas, AUL 1 and AUL 2. AUL 1 is the historic fill area and AUL 2 is the disposal site/impact area). The uses allowed in AUL 1 include the following:

- Commercial and/or industrial uses
- Emergency repair and maintenance of existing utilities within utility easements
- Construction /excavation work managed through the use of a Health and Safety Plan
- Gardening of agricultural crops for human consumption in raised beds with imported clean soil

In AUL 2, the uses allowed include the following:

- Residential uses
- Uses that include exposure by children to the soil either in high-frequency or high-intensity situations such as playgrounds, day care, schools, parks, etc.
- Other private, public, commercial, industrial, or construction activities not permitted in AUL 1.

The proposed AUL includes additional conditions and requirements for both the uses above and proposed changes in uses that should be considered during redevelopment.

The Phase IV RIP at 45 Freight Street (Release Tracking Number 4-22881 covers Brockton Iron & Steel, a scrap metal facility. Soil conditions include the presence of heavy metals and other environmental contaminants. The Phase IV RIP outlines the remediation actions required; once those are complete, an AUL will be registered that identifies the allowable uses.

PRIVATE WELLS

Table 6 provides a list of private wells within or abutting the redevelopment area from the Well Driller Portal managed by the Massachusetts Executive Office of Energy & Environmental Affairs (EEA). Additional wells sites may be present; not all were identified by address.

Table 6: Private Wells

Well Number	Address	Type	Total Depth /to Bedrock /to Water (in feet)
2843	120 Court Street	Monitoring	13/0/6
133034	146 Court Street	Monitoring	12/0/4
146976	146 Court Street	Geoconstruction	0/0/9
289624	180 Court Street	Monitoring	15/0/8
289748	180 Court Street	Monitoring	15/0/8
290960	170 Court Street	Unknown	205/72/0
109839	135 Elliot Street	Monitoring	14/0/0
250467	1 Freight Street	Monitoring	22/0/10
290812	Moody Street	Domestic	32/13/8
290811	Moody Street	Domestic	42/13/10
289736	99 North Cary Street	Irrigation	200/30/8
290202	Parker Street	Unknown	15.67/0/0
290738	Taber Avenue	Domestic	160/25/20
290736	Taber Avenue	Domestic	320/16/20
290832	Taber Avenue	Domestic	100/29/14
290816	Williams Avenue	Domestic	220/48/14

IMPLICATIONS FOR THE BRA

The BRA can undertake certain actions to address these existing conditions, including the following:

- Acquisition and disposition of land to assist private developers in assembling multiple parcels
- Relocate incompatible uses from other areas of the city to the redevelopment area
- Improve public infrastructure including pedestrian and



- Consolidated Rail Corp.
- Parcels
- Redevelopment area

Figure 26: Environmental Conditions

bicycle connections along the proposed Trout Brook Walkway; new or extended streets that better connect the existing neighborhoods, and a new street network to access the interior of the redevelopment area.

- Support zoning changes to allow recommended uses and prohibit incompatible uses
- Support the creation of design guidelines and the implementation of a coordinated design review process to ensure that new development meets public needs and that the both the connections to and the transitions between uses is fully considered

GENERAL CLEARANCE

760 CMR 12.02(2) requires certain additional information if the Redevelopment Plan proposes clearance and/or rehabilitation activities. The activities below require public action because of the need to address certain conditions that the private market has been unable to address. These conditions include the presence of hazardous materials from previous industrial land uses that has prevented redevelopment and the need to provide new or expanded public infrastructure, including streets, a public pathway, and flood storage, to accomplish the goal of safe and direct public access to the area.

The BRA has identified parcels for acquisition. The BRA will acquire one or more of the identified parcels or identify who will acquire the parcels over the life of the Plan and undertake spot clearance as appropriate. All of these activities will be undertaken by the BRA either alone or in partnership with a redeveloper under the provisions of a Land Disposition Agreement.

Spot Clearance Activities

A clearance project is defined in Massachusetts General Laws (M.G.L.) Chapter 121B, Section 1. Definitions as “the demolition and removal of buildings from any substandard, decadent, or blighted open area by an operating agency in accordance with subsection (d) of section twenty-six.”

As shown in Figure 20, this plan anticipates the demolition of nine existing buildings within the redevelopment area. A tenth building, not shown on the plan, is already marked for demolition by the City. These buildings would be replaced primarily by multifamily or mixed use buildings at a higher level of density to take advantage of the proximity of regional public transit.

LOCAL SURVEY AND CONFORMANCE WITH THE MUNICIPALITY’S PLANNING DOCUMENTS

LOCAL SURVEY

This Urban Renewal Plan was built upon a thorough analysis of local conditions. Spatially, much of this analysis was conducted using ESRI ArcGIS and shapefiles provided by the City of Brockton. As necessary, this data was supplemented with shapefiles downloaded from the Massachusetts GIS (MassGIS) website. Data layers and sources are identified on each map, below the map’s legend.

COMPREHENSIVE PLAN

Chapter 121B requires that an urban renewal plan be in conformance with the community’s comprehensive plan. The City’s comprehensive plan (*A Blueprint for Brockton*, published 2017) recommends detailed goals, strategies, and implementation actions that are relevant to this redevelopment area.

The four objectives of *A Blueprint for Brockton* are as follows¹:

- **Restore Land Use Balance: focus on both Preservation and Development.** The plan recommends “targeting redevelopment towards underutilized and former industrial areas.”
- **Be a Great Community for the Middle Class: focus on the “R”s to retain, retrain, and recruit.** The plan identifies two elements that support the objectives of this plan: “high quality walkable neighborhoods that are safe, family-oriented places” and “a range of housing choices in

¹ Harriman et al, *A Blueprint for Brockton*, 2017, page 7.

locations that match a full range of middle class lifestyles.”

- **Expand Stewardship: focus on building community.** A key element of this objective is “Growing identification of residents with the neighborhood or district in which they live.”
- **Provide Equity: focus on services, amenities, and infrastructure.** The plan discusses the need for “balanced, distributed investments in the services and amenities for all neighborhoods and districts.”

The objectives of this Urban Renewal Plan are consistent with the objectives of the comprehensive plan. The redevelopment of a former industrial site will create housing choices for current and future Brockton residents (market-rate rental and single-family homes, integrated with an existing neighborhood and close to transit). The inclusion of a pedestrian and bike-friendly path linking two existing parks will provide amenities to a neighborhood that has had none and that has been negatively impacted by this vacant site. These improvements will support jobs and amenities for the area, supporting a new, positive identity.

A key economic development goal includes increasing the number of good-paying jobs in the City; improving access to the CSX site was one example given.² LU2.2 is *Undertake focused redevelopment strategies for the CSX rail yard and Edson Brook areas.*

This Plan also draws upon a planning document produced for the Downtown: *Brockton Downtown Action Strategy*, 2016. In particular, this plan identifies “Start a master planning process and re-zoning initiative for CSX property” as a key action from the *Downtown Brockton Market Study & Policy Recommendations* (2009).³ This site was also considered in the Expanded Planning Efforts Section, noting the sites proximity to public transit and suitability for a one-stop homeless shelter and a possible future site for the police and fire stations.⁴

CONSISTENCY WITH COMMONWEALTH SUSTAINABILITY PRINCIPLES

The objectives of this Urban Renewal Plan are consistent with the Commonwealth’s Sustainable Development Principles. The redevelopment of an environmentally impaired site to create space for jobs and housing near local and regional transit and the construction of a bicycle- and pedestrian-friendly path connecting existing public parks will advance the principles listed in Table 7.

Table 7: Sustainable Development Principles

Sustainability Principle	Consistent?
1. Concentrate Development and Mix Uses	Y
2. Advance Equity	Y
3. Make Efficient Decisions	Y
4. Protect Land and Ecosystems	Y
5. Use Natural Resources Wisely	Y
6. Expand Housing Opportunities	Y
7. Provide Transportation Choice	Y
8. Increase Job and Business Opportunities	Y
9. Promote Clean Energy	Y
10. Plan Regionally	Y

² Harriman et al, *A Blueprint for Brockton*, 2017, page 20.

³ Stantec et al, *Downtown Action Strategy*, 2016, page 31.

⁴ Ibid., page 46.

12.02(4) OBJECTIVES

PLAN OBJECTIVES

The objectives of this Plan are as follows:

- Develop a major underutilized site that is adjacent to the Downtown, within walking distance of multimodal public transit, and currently separate existing neighborhoods from the Downtown
- Mitigate existing environmental contamination to the level appropriate for the type of development
- Implement infrastructure improvements that support multimodal users - trucks, cars, pedestrians, bicyclists, and commuter rail riders.
- Add a mix of commercial flex uses, residential uses, and other supporting uses to this area to create jobs and market-rate housing, strengthening the existing neighborhoods and increasing the ability to revitalize the Downtown
- Create a multi-use path that connects Puffer Playground to Snow Park along the eastern edge of Trout Brook to provide an amenity for a neighborhood that does not have access to public open space
- Expand open space and remove invasive species along the regulatory floodway to provide stormwater management and flood storage capacity for an area that regularly flood

The BRA intends to acquire land, seek funding sources to close financing gaps, and work with one or more developers to achieve the objectives of this Plan.

PROPOSED ZONING CHANGES

Figure 11B: 12.02(2)(c) provides a map of the proposed zoning changes.

- In the Industrial I-2 zoning, Commercial Flex uses should be allowed, including most commercial, retail, and light industrial uses. Alternatively, a new Commercial Flex zoning subdistrict could be created. Commercial Flex allows businesses to shift their square footage between warehouse/manufacturing space and office/retail space.

The building can be designed with floor plates, utilities, and other components that can adapt seamlessly to shifting market demand.

- In the area anticipated to become detached single-family houses, the zoning should be changed to R-2; minimum lot sizes and frontages should be reduced to be consistent with the existing residential neighborhood fabric.
- A new Open Space (OS) zoning district could help to preserve open space in the City and be applied to the planned Trout Brook path and flood storage parcels. Otherwise, the zoning subdistrict could remain as the original zoning designation.
- The parcels on Court Street that are envisioned to become multifamily residential should be rezoned to multifamily R-3.

DESIGN GUIDELINES

The design guidelines to be developed by the City will be applicable to the following project types within the redevelopment area:

- All projects on land owned by the BRA or the City of Brockton
- All projects subject to a Land Disposition Agreement (LDA) with the BRA
- All projects in the redevelopment area that are required by the City's zoning ordinance to undergo site plan review and/or apply for a special permit.

The Planning Board will undertake the design review process as part of the approval processes for site plan review and, if required, special permit applications.

URBAN DESIGN PRINCIPLES

There are four sub-areas of the redevelopment area: Commercial Flex, Multi-family Residential, Single-family Residential, Open Space and Public Realm.

Commercial Flex

- New developments should focus on offering flexible spaces to diverse types and scales of commercial and light industrial businesses.
- The public realm should balance the needs of commercial loading and truck access with pedestrians and cyclists. Improved pedestrian connections should include continuous, uninterrupted sidewalks, well-marked and safe pedestrian crossing, adequate and a comfortable streetscape with lighting and trees, and connections to the Trout Brook open space.
- Parking and loading should be located in the rear of buildings, and curb cuts should be located on side streets.
- New developments should minimize the impervious surfaces in parking areas through porous pavement or other strategies to mitigate stormwater flooding and heat island.
- Parking and loading should be located away, buffered, and screened from the Trout Brook open space and existing residential neighborhoods.
- Entrances to businesses should be located on the front of buildings and ground floor activity or transparency should be encouraged to activate the street.

Multi-family Residential

- New developments should focus on moderately scaled infill relatively close to the rail station and transit center.
- New developments on Court Street should define the street edge, and have active uses or resident amenities on the ground floor, reinforcing comfortable and attractive places for pedestrians.
- New developments are encouraged to be contextually sensitive to the façade pattern of the existing residential loft building, in order to promote a visual continuation of the street edge.
- New developments should improve the public realm along Court Street to improve connectivity and pedestrian experience between existing neighborhoods, the commercial flex sub-area, Downtown, and transit stations.
- A public, green open space on the corner of Court Street and Freight Street should be designed as an active and

positive amenity for the community and gateway to the commercial flex district.

- Intersections between the Trout Brook Path and streets such as Court Street should be safe and comfortable to cross in order to provide a seamless open space network.

Single-family Residential

- New single-family houses should be designed as context-sensitive to the massing and character of the existing, surrounding neighborhoods.
- New single-family houses should have street frontage and lot widths that fit the existing context of the surrounding neighborhoods.
- Public open spaces and the playground should be designed as active and positive amenities to the neighborhood and should improve access to Trout Brook.

Open Space and Public Realm

- Public open space and streets should be reinforced as active and positive amenities in the district and used to ensure the neighborhoods around the transit stations are safe and secure environments for all.
- Buildings should be used to frame open space and streets, provide activity on the ground floor of active pedestrian corridors and windows that face onto streets and open space.
- Landscape elements should be used to provide points of interest and visual focus, areas of shade and rest for pedestrians, and visual buffers from service areas or parking lots.
- Pedestrian paths should be used to enhance activity in open spaces and provide convenient access for desirable pedestrian routes.
- Open spaces should be designed to manage stormwater and promote ecological improvements to the Trout Brook area.

PROPOSED REDEVELOPMENT

The development volumes anticipated by this Plan are shown in Table 8 below:

Table 8: Development Volumes

Scenario	Preferred Plan
Residential Apartments (units)	250-300
Retail/Restaurant (SF)	14,150
Single-Family Detached (units)	31
Commercial Flex (000s SF)	185

While these development volumes could fit on the redevelopment area the absorption of such volume is likely to take place over a long period; from 3-5 years for residential apartments; perhaps less for townhouses or detached single-family homes. The timeline for commercial flex is likely to be longer, unless the City actively works with business owners to relocate to this area.

JOB RETENTION, CREATION, AND ELIMINATION

The future redevelopment of the redevelopment area will not only revitalize an underutilized piece of land adjacent to Downtown Brockton, but will provide additional housing options near transit, create both temporary construction jobs and full-time jobs in the city, and provide new income and property taxes for the city and state. Based on the full build-out of the redevelopment area, we estimate the potential fiscal and economic benefits to be:

- Creation of 194 +/- jobs in new industrial/flex businesses.
 - Creation of 64 +/- jobs in new retail and/or restaurant businesses.
 - Creation of 14 +/- jobs to support the management and operations of new multi-family housing.
 - Generation of +/- \$12,000,000 in annual wages from new job creation.
 - Generation of +/- \$780,000 in new residential property taxes for the City.
 - Generation of +/- \$435,000 in new commercial/industrial property taxes for the City.
- Jobs from existing commercial and industrial businesses in the redevelopment area are anticipated to be accommodated in the redevelopment area or relocated.

12.02(5) ACQUISITIONS

The Brockton Redevelopment Authority has identified several parcels for potential acquisition, as shown in Table 9. This table identifies the current owner, use, and assessed value by parcel identification and the street address. The table groups the proposed acquisitions by the proposed land use to reflect physical adjacencies and/or new uses appropriate to the context of the proposed land uses for the area. The condition analysis shown in Table 9 is derived from the information in Appendix A.

The acquisition of these parcels supports the public purpose of this Redevelopment Plan as defined in *Section 4. Objectives*. Easements refer to a specific portion of the property, and not the entirety of the property, that might be dedicated to the Trout Brook Path or right-of-way.

12.02(6) RELOCATION

For a pre-acquisition relocation, the BRA will prepare a relocation plan for persons and/or businesses that must be relocated and are considered to be a displaced person as set out in Massachusetts General Laws (M.G.L.) Chapter 79A, Section I, including a displaced person that must be relocated because of any public acquisition of land to fulfill the public purpose of this Redevelopment Plan. The BRA commits to a process that will accomplish the following goals, established by 760 CMR 27.00:

- Establish fair, equitable, and consistent treatment of the businesses who are displaced through the acquisition
- Minimize the adverse impact of displacement on the businesses and their community
- Prevent the closure of business

As required by 760 CMR 27.00, the BRA will establish a relocation advisory agency prior to any acquisitions. The BRA will file a relocation plan with the Bureau of Relocation (part of Department of Housing and Community Development (DHCD)) for any project that displaces the occupants of

more than five dwelling units or business units. This Plan recommends a pre-filing consultation with the Bureau of Relocation.

The BRA will comply with the applicable requirements in M.G.L. 79A, the regulations in 760 CMR 27.00 and the related guidelines, and federal laws related to relocation, including 49 CFR Part 24, as applicable. The plan must be approved by the Bureau of Relocation before the displaced person or business are displaced by the acquisition. All displaced persons and businesses are entitled to relocation assistance and payments established under M.G.L. C. 79A and 760 CMR 27.00.

The plan must be filed with the Bureau of Relocation at least 45 days before the anticipated date of the acquisition of the property, along with notification of the affected occupants of their rights and the available relocation assistance and payment prior to the acquisition of the property.

However, DHCD recommends filing the relocation plan at least 180 days in advance of the beginning of relocation activities to allow sufficient review of the plan and to accommodate the 120-day Notice to Vacate required for permanent displacement of a displaced person or business.

In the relocation plan provided to the affected occupant, a summary of the appeal procedures will be available to occupants. If any displaced person or business disagrees with the conditions of the relocation plan, they may request a further review before 60 days after receipt of the determination. A Hearing will be conducted by an impartial person representing the BRA. The appellant can request a review of the BRA decision by the Bureau of Relocation. The Bureau will then issue a written determination after a hearing. Both parties have the right for judicial review.

In the relocation plan, the BRA will provide a description of the needs of the displaced occupants eligible for relocation assistance. For residential occupants who rent, this should include necessary unit size, maximum rent, and any specific needs, such as location or accessibility features. For residential occupants, who own, this should include necessary unit size, maximum purchase price and any specific needs. For business occupants, who rent, this should include the needed number of square feet, space layout, maximum rent, and any specific needs. For business occupants, who own, this should include

the needed number of square feet, space layout, maximum price, maximum carrying cost, and any specific needs.

As shown in Table 10, it is anticipated that five businesses and four residential units will need to be relocated due to anticipated acquisitions.

Some people may be relocated as the result of FEMA buyouts associated with multiple flood event claims. These people may be eligible for assistance through the FEMA Hazard Mitigation Grant Program. FEMA generally pays up to 75 percent of hazard mitigation project costs. To be eligible for funding, there must be a Notice of Voluntary Interest from the property owner; eminent domain may not be used to acquire the property by the BRA (sub-applicant). Participation is not voluntary for tenants but tenants are entitled for relocation assistance, as required by the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, as amended, (URA). URA relocation benefits to displaced tenants include moving expenses, replacement housing rental payments, and relocation assistance advisory services. Owner's participating in FEMA-funded acquisition projects are not entitled to relocation benefits because the voluntary program meets URA exemptions. To qualify as a project, the acquired parcels must generally be used for open space uses and not occupied structures. Compensation is based on market value either at time of sale or immediately prior to the most recent flood event. Demolition, structure relocation, and other site preparation costs are generally covered in addition to the real property value.

12.02(7) SITE PREPARATION

The Brockton Redevelopment Authority (BRA) anticipates that all site improvements for land subsequently disposed of under a Land Disposition Agreement (LDA) will be undertaken by the developer subject to the environmental mitigation and site preparation requirements in the LDA.

Certain sites have been identified in *Section 12.02(2) Characteristics* as either sites that have environmental risks or have had such risks in the past. Development of any of these sites must follow the relevant requirements of the US Environmental Protection Agency (EPA) and the Massachusetts Department of Environmental Protection (MassDEP). However, the redevelopment area is within an

Table 9: Parcels for Acquisition

Parcel ID	Address	Ownership	Lot Size (Acres)	Building Size (Square Feet)	Building Year	Assessed Value (\$) FY 2020	Proposed Land Use	Phase
151-009	0 Court St	City of Brockton	0.35	0	0	\$12,300	Trout Brook Path	I
151-010	0 Centre St	City of Brockton	0.05	0	0	\$2,200	Trout Brook Path	I
151-030	189 Court St	Assc of Brockton Charities Inc	0.125	5,730	1910	\$132,400	Trout Brook Path	II/III
163-001	0 Court St	Consolidated Rail Corp	0.44	0	0	\$15,300	Multifamily/Mixed-Use	II/III
163-002	132 Court St	Borgatti Raoul F Jr Tr	1.391	17,584	1957	\$488,800	Multifamily/Mixed-Use	II/III
163-003	0 Court St	Borgatti Raoul F Jr Tr	0.614	0	0	\$143,300	Multifamily	II/III
163-003R	0 Court St	Borgatti Raoul F Jr Tr	0.333	0	0	\$11,600	Multifamily	II/III
163-006	0 Freight St	Briscoe Baling Corp	2.08	10,696	1930	\$378,700	Commercial Flex; Potential Municipal	II/III
163-007	0 Freight St	Briscoe Baling Corp	1.196	0	0	\$41,900	Stormwater Storage	II
163-009	35 Freight St	Briscoe Baling Corp	0.261	4,800	1976	\$198,900	Commercial Flex; Potential Municipal	II/III
163-010	27 Freight St	Kelly Michael J Trustee	0.423	6,636	1976	\$248,800	Multifamily	II/III
163-011	170 Court St	Club National Franco American	0.692	3,600	1983	\$287,100	Multifamily; Public plaza	II/III
163-013	0 Court St	City of Brockton	0.194	0	0	\$6,800	Commercial Flex; Right-of-Way; Easement For Trout Brook Path	I
163-014	0 Court St	City of Brockton	0.227	0	0	\$2,800	Trout Brook Path	I
163-021	204 Court St	Haitian Assembly of God Brockton Inc	2.026	15,790	1975	\$661,800	Easement For Trout Brook Path	I/II
163-044R	0 N Manchester St	City of Brockton	0.744	0	0	\$25,900	Trout Brook Path; Flood Storage	I
163-192	165 Elliot St	Teixeira Valerie	0.54	2,290	1925	\$428,400	Easement For Trout Brook Path	I/II
163-192R	0 Elliot St	Consolidated Rail Corp	30.83	0	0	\$3,645,900	Commercial Flex; Trout Brook Path; Flood Storage; Single-Family	II
163-193	135 Elliot St	Fenton Associates LLC	2.66	19,893	1971	\$738,600	Commercial Flex, Easement For Trout Brook Path	II/III
163-206	0 Elliot St	City of Brockton	0.212	0	0	\$6,700	Trout Brook Path; Flood Storage	I
163-207	158 Elliot St	Desruisseaux Marie	0.155	984	1962	\$290,600	Trout Brook Path; Flood Storage	I/II

Table 9 (continued): Parcels for Acquisition

Parcel ID	Address	Ownership	Lot Size (Acres)	Building Size (Square Feet)	Building Year	Assessed Value (\$) FY 2020	Proposed Land Use	Phase
163-214	11 Carter St	Watson Barbara Desilus	0.167	848	1976	\$253,400	Trout Brook Path; Flood Storage	I/II
163-215	0 Carter St	City of Brockton	0.526	0	0	\$6,100	Trout Brook Path; Flood Storage	I
163-216	12 Carter St	Lantimo Gerty	0.15	1,130	1964	\$303,000	Trout Brook Path; Flood Storage	I/II
163-223	3 Teele St	Diliddo Joseph	0.111	974	1972	\$264,200	Trout Brook Path; Flood Storage	I/II
163-254	0 Court St	Verizon New England Inc	0.893	0	0	\$223,500	Stormwater Storage	I/II
163-255	20 Putnam St	Parker Brian C Trustee	0.355	4,480	1967	\$252,100	Multifamily	II/III
163-256	0 Freight St	Fenton Associates LLC	4.98	0	0	\$377,000	Commercial Flex; Easement For Trout Brook Path; Access Easement	II/III
		Totals	52.725	95,435		\$9,448,100		

Table 10: Anticipated Relocations from Identified Acquisitions

Parcel ID	Address	Ownership	Lot Size (Acres)	Building Size (Square Feet)	Building Year	Assessed Value (\$) FY 2020	Current Occupant Type
163-002	132 Court St	Borgatti Raoul F Jr Tr	1.391	17,584	1957	\$488,800	Business
163-006	0 Freight St	Briscoe Baling Corp	2.08	10,696	1930	\$378,700	Business
163-009	35 Freight St	Briscoe Baling Corp	0.261	4,800	1976	\$198,900	Business
163-010	27 Freight St	Kelly Michael J Trustee	0.423	6,636	1976	\$248,800	Business
163-011	170 Court St	Club National Franco American	0.692	3,600	1983	\$287,100	Business
163-207	158 Elliot St	Desruisseaux Marie	0.155	984	1962	\$290,600	Residential (1 unit)
163-214	11 Carter St	Watson Barbara Desilus	0.167	848	1976	\$253,400	Residential (1 unit)
163-216	12 Carter St	Lantimo Gerty	0.15	1,130	1964	\$303,000	Residential (1 unit)
163-223	3 Teele St	Diliddo Joseph	0.111	974	1972	\$264,200	Residential (1 unit)
163-255	20 Putnam St	Parker Brian C Trustee	0.355	4,480	1967	\$252,100	Business
		TOTALS	5.91	57,462		\$2,965,600	

- Total Number of Residential Units: 4
- Total Number of Businesses: 5

urban environment with previous industrial uses, and it is likely that not all sites with hazardous materials have been identified. Buildings built prior to 1978 may have lead paint either within the building or the surrounding soil and older buildings may also have asbestos. The potential for hazardous materials should be evaluated on a case-by-case basis prior to the commencement of the project.

Some of the parcels in this redevelopment area are within FEMA floodplains (AE and X) and the City's Flood Hazard Overlay District. Additional site preparation costs are associated with the requirements for construction in a floodplain, including elevation or flood-proofing the first floor.

Clearance of brush and invasive species and regrading of the land is anticipated by this plan and estimates for these costs are included in *Section 12.02(12) Financial Plan*.

For sites to be retained under BRA or City ownership, the site preparation will include the investigation of environmental conditions and the mitigation of those conditions to the appropriate level of the proposed land use.

12.02(8) PUBLIC IMPROVEMENTS

The Brockton Redevelopment Authority (BRA) plans for a variety of public improvements to support new development in the Redevelopment Area:

- Pedestrian path on the east side of Trout Brook connecting Puffer Playground to Snow Park (Figure 13)
- Expanded open space adjacent to the Trout Brook floodway to increase stormwater management and flood storage capacity. (Figure 13)
- New streets and utilities dividing the larger parcels into smaller, more developable parcels (Figure 16)
- New streets connecting to existing neighborhood streets (Figure 16)
- Streetscape improvements throughout the redevelopment area (Figure 16)
- Expanded utilities under the new street network (Figure 14)

Public improvements will be built by a combination of efforts by the BRA, City, and selected developers. Prior to the

installation of these improvements, the acquired land would need to be cleared. Environmental testing and/or remediation of the land may be undertaken by either the BRA or a preferred developer. Estimated costs for public improvements are provided in *Section 12.02(12) Financial Plan*.

12.02(9) DISPOSITION

Anticipated dispositions are listed in Table 11 and the anticipated parcelization plan is represented in Figure 27. Existing parcel configuration is represented in Figure 26.

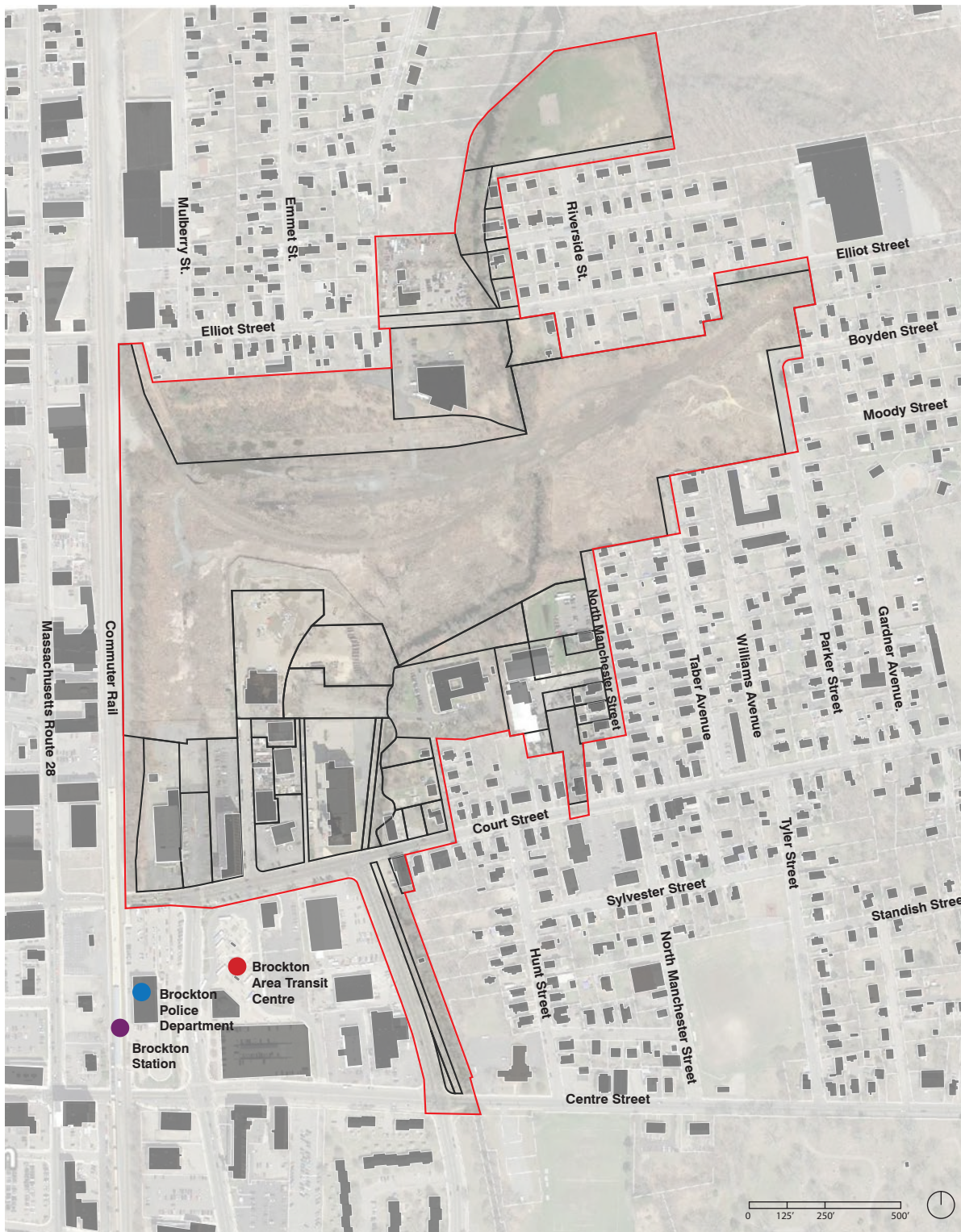
Any disposition must meet the relevant requirements of Massachusetts General Laws (M.G.L.) Chapter 121B and Chapter 30B (note that redevelopment authorities are exempt from some portions of Chapter 30B). Under these two chapters, the sale, lease, or acquisition of residential, industrial, or commercial real property by a redevelopment authority engaged in the development and disposition of real estate in accordance with an approved plan, is exempt from public disposition procedures required of all other local government bodies.

However, any parcel of land to be sold or otherwise disposed of by the BRA must meet the requirements of 760 CMR 12.05. This includes an independent disposition appraisal of the parcel. The criteria for determination of the disposition price of the parcel are detailed in 760 CMR 12.05. The Department of Housing and Community Development (DHCD) must approve both the disposition price and the Land Disposition Agreement (LDA) between the BRA and the purchaser.

The sale, lease, or development (redevelopment, rehabilitation or new construction) of any property controlled by the BRA

Table 11: Anticipated Disposition

Parcel ID	Address	Ownership	Anticipated Disposition
151-009	0 Court St	City of Brockton	Retained by City for Trout Brook Path
151-010	0 Centre St	City of Brockton	Retained by City for Trout Brook Path
151-030	189 Court St	Assc of Brockton Charities Inc	Transferred to City for Trout Brook Path
163-001	0 Court St	Consolidated Rail Corp	Disposition to private developer for multifamily/mixed-Use infill development
163-002	132 Court St	Borgatti Raoul F Jr Tr	Disposition to private developer for multifamily/mixed-use infill development
163-003	0 Court St	Borgatti Raoul F Jr Tr	Disposition to private developer for multifamily infill development
163-003R	0 Court St	Borgatti Raoul F Jr Tr	Disposition to private developer for multifamily infill development
163-006	0 Freight St	Briscoe Baling Corp	Disposition to private developer for commercial flex or transferred to City for potential municipal public safety use
163-007	0 Freight St	Briscoe Baling Corp	Transferred to City for Trout Brook stormwater storage
163-009	35 Freight St	Briscoe Baling Corp	Disposition to private developer for commercial flex; potential municipal
163-010	27 Freight St	Kelly Michael J Trustee	Disposition to private developer for multifamily
163-011	170 Court St	Club National Franco American	Disposition to private developer for multifamily; public plaza
163-013	0 Court St	City of Brockton	Disposition to private developer for commercial flex; retained by City for right-of-way, easement for Trout Brook Path
163-014	0 Court St	City of Brockton	Retained by City for Trout Brook Path
163-021	204 Court St	Haitian Assembly of God Brockton Inc	Easement on specific portion of parcel for Trout Brook Path
163-044R	0 N Manchester St	City of Brockton	Retained by City for Trout Brook Path, flood storage
163-192	165 Elliot St	Teixeira Valerie	Easement on specific portion of parcel for Trout Brook Path
163-192R	0 Elliot St	Consolidated Rail Corp	Disposition to private developer for commercial flex, single-family; Transferred to City for Trout Brook Path, flood storage
163-193	135 Elliot St	Fenton Associates LLC	Easement on specific portion of parcel for Trout Brook Path
163-206	0 Elliot St	City of Brockton	Retained by City for Trout Brook Path, flood storage
163-207	158 Elliot St	Desruisseaux Marie	Transferred to City for Trout Brook Path, flood storage
163-214	11 Carter St	Watson Barbara Desilus	Transferred to City for Trout Brook Path, flood storage
163-215	0 Carter St	City of Brockton	Retained by City for Trout Brook Path, flood storage
163-216	12 Carter St	Lantimo Gerty	Transferred to City for Trout Brook Path, flood storage
163-223	3 Teele St	Diliddo Joseph	Transferred to City for Trout Brook Path, flood storage
163-254	0 Court St	Verizon New England Inc	Transferred to City for stormwater storage
163-255	20 Putnam St	Parker Brian C Trustee	Disposition to private developer for multifamily
163-256	0 Freight St	Fenton Associates LLC	Disposition to private developer for commercial flex; Transferred to City for easement for Trout Brook Path, access easement



- Building Footprints
- Lot Lines
- Parcels
- Redevelopment Area

Figure 27: Property Lines and the Footprint of Buildings (Existing)

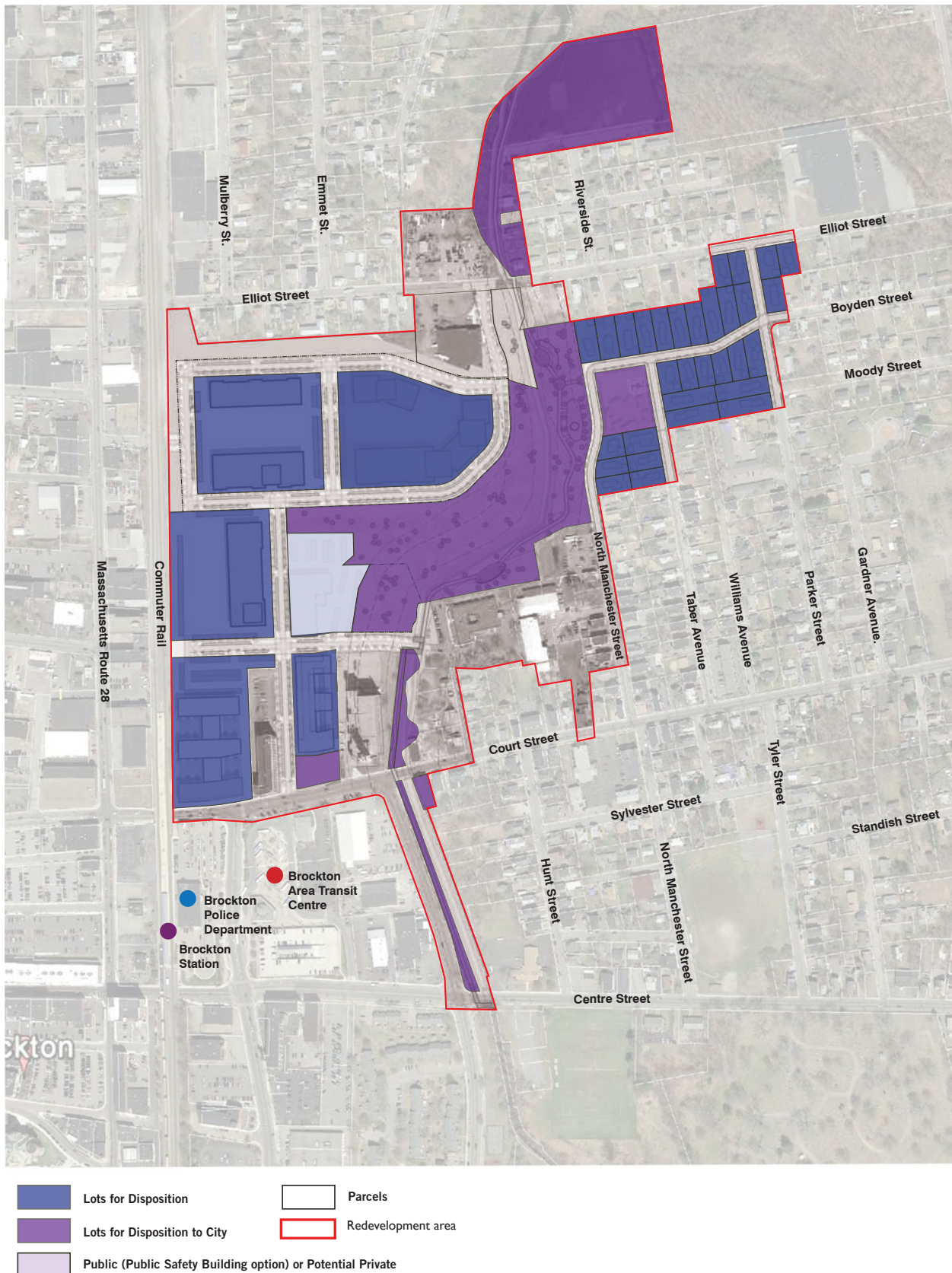


Figure 28: Parcelization Plan and Lots to be created for disposition

Table 12: Planned Demolitions to be done by the City/BRA

Parcel ID	Address	Ownership	Lot Size (Acres)	Building Size (Square Feet)	Building Year	Assessed Value (\$) FY 2020	Proposed Land Use
151-030	189 Court St	Assc of Brockton Charities Inc	0.125	5,730	1910	\$132,400	Trout Brook Path
163-207	158 Elliot St	Desruisseaux Marie	0.155	984	1962	\$290,600	Trout Brook Path; Flood Storage
163-214	11 Carter St	Watson Barbara Desilus	0.167	848	1976	\$253,400	Trout Brook Path; Flood Storage
163-216	12 Carter St	Lantimo Gerty	0.15	1,130	1964	\$303,000	Trout Brook Path; Flood Storage
163-223	3 Teele St	Diliddo Joseph	0.111	974	1972	\$264,200	Trout Brook Path; Flood Storage
		Totals	1.234	9,666		\$1,243,600	

The listed parcels are anticipated to be demolished by the BRA/City for the Trout Brook Path and flood storage. Other demolition and site preparation for other redevelopment parcels will be done by the preferred developer.

must be in accordance with the objectives of this Redevelopment Plan. Certain larger parcels, such as those currently owned by CSX Corporation, may be transferred to a private developer as is or may be subdivided into smaller parcels. The BRA will evaluate the need to subdivide larger parcels based on the land uses as defined in this plan, the market demand for certain parcel sizes consistent with the proposed uses, and developer interest in redeveloping or rehabilitating the entire site versus smaller pieces.

The BRA will periodically assess the progress of this Plan's implementation and identify other properties for disposition or remove any properties identified in the list of dispositions that have subsequently been developed according to the requirements of this Urban Renewal Plan. Changes to the plan are governed by 760 CMR 12.03, as outlined in *Section 16. Future Plan Changes*.

12.02(10) REDEVELOPER'S OBLIGATIONS

Redevelopers within the redevelopment area will be subject to the City's zoning ordinance, as may be revised according to the recommendations of this Plan.

The Brockton Redevelopment Authority (BRA) may sell or lease land it acquires within the boundary of this Redevelopment Plan to a redeveloper or developers who will undertake a project on the site. Such sale or lease shall be undertaken in accordance with the disposition process outlined in Section 12.02(9) Disposition. The BRA may choose to issue a Request for Interest (RFI) or a Request for Proposal (RFP) to identify potential developers. The RFI or RFP will require that any project meet the objectives of this Urban Renewal Plan as described in Section 12.02(4) Objectives. Responses must include a detailed narrative that includes, but is not limited to, the following requirements:

- The proposed development, including proposed land uses
- How the proposed development will meet the objectives of this Urban Renewal Plan
- The parties involved (ownership, development team, etc.)
- Any public improvements required for the proposed project
- The proposed timeline to completion of construction
- Pro forma for the project and available financial resources
- Relevant experience and related references

- Proposed job creation, including temporary and permanent jobs

In accordance with Massachusetts Department of Housing and Community Development's (DHCD's) Urban Renewal Regulations at 760 CMR 12.00, the selected redevelopers will be subject to a Land Disposition Agreement (LDA). This agreement will define any requirements specific to that property and any requirements the BRA has for the development of property in general.

The BRA will establish the following requirements within the LDA:

- Development of the parcel(s) must follow the design guidelines that will be established by the City for development within this urban renewal area. These design guidelines will address the impact of privately-owned buildings and space on the public realm; in other words, architectural and site components that visually or physically determine the experience of a pedestrian, bicyclist, or driver on a public way. Key components of those design guidelines will be to reinforce the safety and attractiveness of the streetscape and other publicly-accessible ways
- All improvements must be completed in accordance with the objectives of the Urban Renewal Plan
- All improvements must be completed within a reasonable timeframe
- The project will be subject to the City's relevant project approval process
- Contributions to the public improvements for Trout Brook Path, the stormwater detention/flood storage area, the public plaza and/or the neighborhood playground proposed in this plan may be required of the redevelopers, based on the size of the proposed development and the proximity and relevance of that development to the public amenity

In addition, the BRA may require performance standards relative to the timing and completion of construction within the LDA. The LDA for each parcel shall insure that the redeveloper conforms to and carries out the requirements of the Redevelopment Plan and that the interests of the project

are safeguarded. The time permitted for the performance of each obligation of the redeveloper shall be specified. DHCD must approve the LDA.

12.02(11) TIME FRAME

This Redevelopment Plan shall take effect on the date of approval by the Massachusetts Department of Housing and Community Development (DHCD) and shall be in effect for 20 years from that date.

The activities described in the Implementation Plan in the *Executive Summary, Section 4. Plan Objectives* and *Sections 8 through 13* are anticipated to take place over a period of twenty or more years, according to the anticipated phasing schedule identified in *Section 1. Executive Summary*. Some of the proposed activities are dependent upon market conditions and/or the actions of other entities, including City boards, committees, and departments and State agencies. This phasing schedule, therefore, is an estimate of when certain actions are likely and will shift depending on these factors.

Phase I activities will be completed within the first two to five years. Phase II activities will be completed within five to ten years. Phase III activities will be completed within ten to twenty years.

The construction of the development volume anticipated by this plan is dependent upon market conditions during the life of the plan. As noted, the volume of dwelling units may take from three to five years for full absorption, depending on the mix of ownership and rental. The full build-out of commercial flex space may take longer given the challenges of the site for truck access and its position relative to the highway network.

The BRA will undertake regular review of the timeline and the proposed actions to ensure that the goals of this Redevelopment Plan are met by the actions and to consider whether this Plan should be amended to reflect changes in goals or completed actions.

12.02(12) FINANCIAL PLAN

Market uncertainties and rent potential for both multi-family and commercial space in Downtown Brockton have created the need for gap financing in order to make future development on the site feasible. The development plan for the site was tested with the assumption that infrastructure costs, site remediation, and land assemblage would be undertaken by the BRA or other public sector partners. These site preparation steps are essential to creating development pads that can be phased in over time with different developers, or sold/leased to one entity to develop the whole site. The City of Brockton has worked hard over the last several years to create a “Seven-Layer Dip” of financial and regulatory incentives in Downtown to reduce as many development barriers as possible. The incentive tools in and around this site that could apply or potentially be extended include:

- **Federal Opportunity Zone (OZ)** – covers this site
- **District Improvement Financing (DIF) District** – covers this site
- **Housing Development Initiative Program (HDIP)** – adjacent to this site
- **40R Smart Growth Overlay District** – adjacent to this site

Additional programs or incentives the City could consider for this site might include:

- **43D Expedited Permitting** – could be applied to the industrial/flex portion of the site to expedite the permitting process
- **Rezoning to Encourage Desired Use Mix** – rezone the property to encourage the use mix associated with this Plan.
- **121A Tax Agreement** – could be used to reduce taxes for a period of time to allow development to occur and stabilize before phasing tax payments back in.
- **MassWorks Infrastructure Program** – Administered by the Executive Office of Housing and Economic Development (EOHED); this is a competitive grant program for public infrastructure projects. Priority is given to those projects that support multi-family

housing in walkable mixed-use districts; immediate job creation; and/or economic development in weak or distressed areas. MassWorks grants may be used for streetscape improvements, bridge repairs, and other such improvements. Municipalities must demonstrate that the application is consistent with the Commonwealth’s Sustainability Principles and meets the programs investment goals. More information is available here: <https://www.mass.gov/service-details/massworks-infrastructure-grants>.

- **MassDevelopment Commonwealth Places** – This program supports placemaking projects with the support of the crowd-funding mechanism Patronicity. MassDevelopment matches up to \$50,000 if the community can meet its goal within 60 days. More information can be found here: <https://www.massdevelopment.com/what-we-offer/real-estate-services/commonwealth-places/>
- **MA DEP s319 and 604(b) Grant Programs** – These address water quality, including nonpoint source pollution, management planning, and stormwater management. More information can be found here: <https://www.mass.gov/info-details/grants-financial-assistance-watersheds-water-quality>
- **Mass EEA: Parkland Acquisitions and Renovations for Communities (PARC) Grant Program** – established to assist cities and towns in acquiring and developing land for park and outdoor recreation purposes. These grants can be used by municipalities to acquire parkland, build a new park, or to renovate an existing park. *Maximum grant: \$400,000; percent match: 30%*
- **Flood Mitigation Assistance Program (FEMA)** – authorized by Section 1366 of the National Flood Insurance Act of 1968, as amended. The program goal is to reduce or eliminate flood risk of severe repetitive and repetitive flood damage to buildings insured by the National Flood Insurance Program (NFIP). The program provides funding to states, territories, federally-recognized tribes and local communities for projects and planning that reduces or eliminates long-term risk of flood damage to structures insured under the NFIP. <https://www.fema.gov/flood-mitigation-assistance-grant-program> *Maximum grant: \$2 million; \$100,000 per Applicant for Advance Assistance*

- **Pre-Disaster Mitigation Program (FEMA)** – authorized by Section 203 of the Robert T. Stafford Disaster Relief and Emergency Assistance Act. This program is designed to assist states, territories, federally-recognized tribes, and local communities in implementing a sustained pre-disaster natural hazard mitigation program. The goal is to reduce overall risk to the population and structures from future hazard events, while also reducing reliance on federal funding in future disasters. This program awards planning and project grants and provides opportunities for raising public awareness about reducing future losses before disaster strikes. (<https://www.fema.gov/pre-disaster-mitigation-grant-program>) *Maximum grant: \$4,000,000 (broken into categories); percent match: 25%*
- **Hazard Mitigation Grant Program (FEMA)** – funds for states, tribes, and local communities available after a federal disaster declaration. The grants protect public or private property through various mitigation measures. Hazard mitigation includes long-term efforts to reduce the impact of future events on public or private property. HMGP recipients must prioritize, select, and administer state and local hazard mitigation projects; local government may apply on behalf of individuals. (<https://www.fema.gov/hazard-mitigation-grant-program>) *Federal share: 75%; non-Federal match: 25%*
- **Five Star and Urban Waters Program or Urban Waters Small Grant Program (National Fish Wildlife Foundation)** – provides small grants to address water quality in priority watersheds, including addressing erosion and pollutants. (nfwf.org) *Maximum grant: \$20,000-60,000, depending on program*

This Plan anticipates that the BRA will acquire and assemble or causes the acquisition and assembly of the land, remediate any environmental hazards, and undertake basic infrastructure and utility upgrades. The BRA will then provide the land to one or more development entities at a minimal cost. The development pro formas (Appendix C) for this site assumed no land costs, which was necessary at this point in time to close a portion of the financing gap for some of the assumed land use types.

If the market improves as development is phased in, the BRA may have the option to ask for land payments through a land sale or land lease deal. Land costs could be assumed for early phases of development, but the BRA may want to consider strategies for offsetting the initial financial hit of land purchase costs. These strategies could include:

- Determine a fair land sale price, but couple that with a structured 121A tax exemption agreement which would relieve the new owner of property taxes, betterments, and/or special assessments for a period of time. During that period, the City and owner could agree to phase payments in as the development is built, occupied, and stabilized. This would provide the owner with the opportunity to begin generating income from the property and begin incremental tax payments back to the City.
- Determine a fair land lease price which could also be coupled with a 121A tax exemption agreement. The land lease would allow the BRA to maintain ownership over the land while still generating a consistent stream of revenue that can be budgeted over time. This is different than the one-time cash infusion of a land sale deal.
- Offset future land prices by having developers construct needed public infrastructure components such as sidewalks, streetscape and utilities or link additional density bonuses to the infrastructure. Private developers can sometimes build infrastructure at less cost than the public sector and time the construction with overall development of the various parcels.
- The construction of up-front infrastructure costs by developers may help achieve funding goals using the Opportunity Zone status of the area. By definition, OZ investors must leave their investments in a given project for a period of years in order to fully realize the capital gains benefits.
- Create a separate DIF sub-account for the project area that will allow future incremental tax revenues to be used to support specific infrastructure bond financing.

Table 13: Estimated Plan Budget: Uses and Sources*

Uses		Sources				
		DIF	MassWorks	MassDevelopment Site Readiness Grant	PARC	
Acquisition of CSX and Banner Vacant Land**	\$10,000,000					
Acquisition of Perma Line**	\$1,542,000			\$1,000,000		
Acquisition of 6 Owners**	\$3,606,600			\$2,000,000		
Acquisition of Trout Brook homes**	\$1,298,250					
Relocation Expenses	\$1,100,000					
Project Management	\$250,000	\$250,000				
Marketing	\$100,000	\$100,000				
Demolition and Site Clearance*	\$2,500,000					
Environmental Testing****	\$500,000	\$200,000				
Public Utilities (Water, Sewer, Drainage)*	\$1,300,000		\$1,300,000			
Stormwater Storage*	\$200,000					
Streets and Streetscape*	\$2,400,000		\$1,500,000			
Trout Brook Path, Public Plaza, Neighborhood Park*	\$1,230,000				\$800,000	
Contingency (20%)	\$3,050,000					
Total Expenditures	\$29,076,850	\$550,000	\$2,800,000	\$3,000,000	\$800,000	

* These order-of-magnitude estimates will change based on the type and volume of development over time.

** Cost of acquisition is based on the current assessed value; the actual acquisition cost may vary.

***The cost of environmental mitigation is unknown at this time and is a factor of additional environmental tests, the precise location of any contaminants, the nature of those contaminants, and the proposed land use of the affected area.

	Commonwealth Municipal Vulnerability Preparedness (Action Grant)	FEMA Hazard Mitigation Grant Program	Pre-Disaster Mitigation Grant	EDA Public Works Grant	EPA Brownfield Assessment Grant	EPA Brownfield Clean Up Grant	NFWF Urban Water Grant Program	CDBG I08 Loan Guarantee	CDBG	Loan/Bond
										\$10,000,000
										\$542,000
										\$1,606,600
	\$300,000		\$998,250							
										\$1,100,000
		\$1,000,000		\$1,000,000		\$500,000				
					\$300,000					
	\$200,000									
				\$900,000						
							\$30,000		\$400,000	
										\$3,050,000
	\$500,000	\$1,000,000	\$998,250	\$1,900,000	\$300,000	\$500,000	\$30,000	\$0	\$400,000	\$16,298,600

12.02(13) CITIZEN PARTICIPATION

The City appointed a Master Planning Committee to provide information to the consultant team and review progress throughout the process. This committee met in October 15, 2018, November 28, 2018, February 13, 2019, and May 8, 2019. The following are the members of the Master Plan Committee.

- Anne Beauregard, Brockton City Council, Ward 5
- John Channell, Banner Systems
- Amanda Chisholm, MassDevelopment
- Chris Cooney, MetroSouth Chamber of Commerce
- Frank Davin, Elliot Street resident, property owner
- Brian Droukas, Real estate
- George Durante, MassDevelopment
- Dan Evans, Evans Machine Company
- Angela Gallagher, Massachusetts Department of Environmental Protection
- Matt George, Elliot Street, property owner and resident
- Emily Hall, Brockton Redevelopment Authority
- John Handrahan, Massachusetts Department of Environmental Protection
- Richard Heieh, Elliot Street property owner
- Department of Planning and Economic Development
- Rob May, CECd, Director of Planning and Economic Development
- Shane O'Brien, Staff Planner
- Megan Shave, Conservation Agent
- Pam Gurley, Administrative Assistant

The City also appointed a Working Group, which included members of staff, representatives from MassDevelopment, and members of the consultant team. This group participated in regular conference calls to discuss the project and prepare for the Open House and meetings of the Master Plan Committee.

The City sponsored an open house in March 2019 to test

various scenarios with members of the public. The open house had numerous large format poster boards showing various existing conditions throughout the redevelopment area (e.g., boundaries of the project area, current zoning, flood zones). There were also sets of large format poster boards showing four potential redevelopment scenarios with the proposed land uses, buildings, and circulation network, as well as the proforma for each scenario. A presentation by the consultant team provided an overview of the planning process, conditions within the redevelopment area, and four potential redevelopment scenarios. After the presentation concluded, City staff and the consultant team fielded questions from the audience and held one-on-one conversations throughout the duration of the open house. Participants were invited to provide feedback and preferences regarding various aspects of the scenarios, and to discuss comments or questions with the consultant team.

- Citizens Advisory Committee: September 16, 2019 – The CAC was originally established for the Downtown Brockton Urban Revitalization Plan and is experienced in the content and implications of an urban renewal plan. The members of the CAC reviewed the existing context, the proposed Redevelopment Plan, and the related actions.
- Brockton Redevelopment Authority/Public meeting: October 30, 2019 – The BRA sponsored a public meeting at which the contents of the draft plan were presented. Participants asked questions about the plan contents.
- City Council: July 27, 2020 – Referred the draft plan to the Finance Committee.
- Brockton Redevelopment Authority/Public meetings: The BRA sponsored two online public meetings on September 28 and October 15, 2020.
- Finance Committee – Discussed the plan on September 8, November 16, and December 21, 2020.

PUBLIC PARTICIPATION IN PROJECT EXECUTION

The BRA is responsible for the implementation of this Urban Renewal Plan. Their meetings are public and future planning processes will include opportunities to engage members of the public and incorporate their input.

12.02(14) REQUISITE MUNICIPAL APPROVALS

The following votes and actions are required as part of the public approval process:

- Vote of the Brockton Redevelopment Authority (BRA) to support the Plan and move it into the approval process, at a meeting held on November 6, 2019.
- Determination of conformance with the Brockton Master Plan by the Brockton Planning Board, at a meeting held on November 6, 2019.
- Opinion of Counsel for the BRA, dated December 10, 2020.
- Vote of the Brockton City Council to approve the Plan for submission to the Department of Housing and Community Development, at a meeting held on December 28, 2020.

The City of Brockton sent a copy of the draft plan to the Massachusetts Historical Commission (MHC) on March 3, 2020.

The records of votes and/or minutes of meetings are contained in Appendix B. The opinion of counsel and the letter to MHC is also in this appendix.

12.02(15) MASSACHUSETTS ENVIRONMENTAL POLICY ACT (MEPA)

The Brockton Redevelopment Authority (BRA) filed an Environmental Notification Form (ENF) under the Massachusetts Environmental Policy Act (MEPA). Appendix D contains the ENF filed with the Executive Office of Energy and Environmental Affairs (EEA) on or close to January 20, 2021. Please see Appendix D.

12.03 PLAN CHANGES

In accordance with 760 CMR 12.03, changes to the Plan may be made any time during implementation, including changes to the property/parcel designations: acquisition, clearance, disposition, rehabilitation, and new construction. Plan changes are divided into two types: a minor plan change and a major plan change.

MINOR PLAN CHANGE

The Brockton Redevelopment Authority (BRA) must submit all proposed minor and major plan changes to the Department of Housing and Community Development (DHCD) for approval, along with a resolution authorizing the plan change. However, the following minor plan changes do not need DHCD approval:

1. Granting or receiving easements for utilities
2. Confirmatory takings for the purpose of title clearing
3. Tax foreclosures
4. Conveying non-buildable lots of less than 5,000 square feet to owners of adjacent parcels
5. Acquiring an interest in property made available through a discontinuance of a public way
6. Transfer of a property interest to or from another public entity

MAJOR PLAN CHANGE

Major plan changes require the same process as the initial preparation of this Plan:

- Evidence of public outreach
- A public hearing
- Determination by the Planning Board that the plan is in conformance with the City's comprehensive plan
- Approval by the City Council

DHCD must approve a major plan change. A major plan change is defined by DHCD as a significant change to any of the basic elements of the approved Urban Renewal Plan, including characteristics, objectives, public improvements, redeveloper's obligations, acquisitions, or dispositions.

Additional requirements are provided in 760 CMR 12.03.

