



Pembroke

MASTER PLAN

FEBRUARY 2024

Pembroke

MASTER PLAN

PREPARED FOR
Town of Pembroke

PREPARED BY



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Boston, MA 02110

Table of Contents

Vision Statement	ii
Executive Summary	iii
Introduction.....	iii
Process.....	Error! Bookmark not defined.
Land Use & Development Patterns	1
Introduction.....	1
Planning Context	1
Baseline Conditions	4
Goals and Recommended Actions	16
Housing	20
Introduction.....	20
Planning Context	21
Baseline Conditions	23
Goals and Recommended Actions	34
Economic Development	37
Introduction.....	37
Planning Context	37
Baseline Conditions	41
Goals and Recommended Actions	46
Historic & Cultural Resources	50
Introduction.....	50
Planning Context	50
Baseline Conditions.....	51
Goals and Recommended Actions	60
Natural Resources	64
Introduction.....	64
Planning Context	65
Baseline Conditions	68
Goals and Recommended Actions	94
Public Facilities & Services	98
Introduction.....	98
Planning Context	98
Baseline Conditions	99
Goals and Recommended Actions	117
Transportation & Mobility	121
Introduction.....	121
Planning Context	121
Baseline Conditions	123
Goals and Recommended Actions	138
Implementation	141

An aerial, black and white line-art style illustration of a town. The image shows a central building complex, likely a school or town center, surrounded by residential streets, trees, and parking areas. The perspective is from a high angle, looking down on the town's layout.

Vision Statement

Located in the heart of the South Shore, the Town of Pembroke will invest in its greatest assets and continue to be an excellent place to live.

As a community rich in history and with a vibrant population, its distinct quality of life is rooted in its close-knit and welcoming culture.

The Town will be responsible stewards of the land, having long demonstrated a commitment to preserving and protecting its unique natural and open space resources.

To enhance wellness, connectivity, and quality of life, the Town will create community spaces, provide unique recreational amenities and events, and expand programming and services to improve residents' ability to lead active and healthy lives. Pembroke will enhance and encourage walkability and other non-motorized forms of transportation and will focus on creative placemaking.

Citizens will continue to enjoy a feeling of safety and security throughout Town supported by modern and readily available emergency services. Young and growing families will be

further provided with a quality education for their children. Seniors will benefit from a robust network of support systems and services.

Throughout the year, Pembroke will conduct, support, or encourage various exhibits, events, and programming that preserves and celebrates its history and culture.

Pembroke will support sustainable and mindful growth in strategic locations, encouraging residential development that responds to local housing needs and commercial development that strengthens the local economy and creates jobs. Hubs of activity like the Town Center and the Route 3 Commercial District will be enhanced to support a vibrant, mixed-use environment for residents and visitors.

There will be a visible improvement to Pembroke's public facilities, utilities, and services, and the Town's boards will establish new protocols for effective communication and decision-making while considering their effects on future generations.

Executive Summary

Introduction

The Town of Pembroke is a suburban community in the South Shore area of southeastern Massachusetts, located 26 miles south of Boston, 16 miles north of Plymouth, and 14 miles east of Brockton. The Town currently has a population of 18,330, comprising a vibrant, multigenerational community of various backgrounds. Pembroke's natural resources, including ponds, streams, parks, and forests, supporting diverse ecological habitats, are assets and points of pride for the Town.

The Town embarked on an approximately one-year-long planning process to update its master plan. This plan builds upon previous planning exercise, including the Town's 2004 Community Development Plan (CDP). This process, led by the Master Plan Collaboration Committee (MPCC), represents a shared vision of local and regional stakeholders and members of the public who collaborated throughout this process.

What is a Master Plan?

Per Chapter 41 Section 81D of the General Laws of Massachusetts a master plan serves as "a statement, through text, maps, illustrations or other forms of communication, that is designed to provide a basis for decision making regarding the long-term physical development of the municipality."

A master plan is a living, dynamic document that chronicles where a community has been, where it currently is, and where it wants to be. Master plans address communities' built environment, including buildings and infrastructure, as well as the social, environmental, and economic values associated with them. This planning process includes a baseline conditions assessment of the municipality's assets and resources in light of changing trends, a shared community vision, and goals and actions supporting the achievement of this vision.

While a master plan typically covers a timeframe of approximately 10 to 15 years, short- to mid-term evaluations help keep the document relevant to a community's changing needs. Master plans are also integrated with and intended to support other municipal plans and initiatives (e.g., open space and recreation plan, housing production plan, etc.). While a master plan is neither a regulatory document (e.g., zoning ordinance, subdivision regulation, budget plan, capital improvement plan) nor a capital expenditure plan, it guides the development of these implementation tools.

This Master Plan addresses the following elements as they relate to the Town of Pembroke and its regional context:

- ▶ Land use
- ▶ Housing
- ▶ Economic Development
- ▶ Historic and Cultural Resources
- ▶ Natural Resources
- ▶ Public Facilities and Services
- ▶ Transportation and Mobility

Planning Process

The Master Planning process was conducted over a period of approximately one year. The process is summarized as follows.

- ▶ **Baseline Conditions Assessment**

The baseline conditions assessment involved a review of past and recent planning documentation (e.g., 2004 CDP, 2022 Open Space and Recreation Plan, Housing Production Plan), data from the U.S. Census Bureau, Esri, and CoStar, and input received from stakeholders and the community at large. This assessment and a wide breadth of public engagement informed the identification of Pembroke's issues and opportunities for each Master Plan element.

- ▶ **Community Visioning**

Based on input collected during the public engagement process, the Team developed a shared community vision represented as a Vision Statement. The Vision Statement reflects the Town's values and assets that make it unique. It sets the stage for the Master Plan, providing direction for the community's decision- and policy-making organizations over the 10 to 15-year planning horizon.

- ▶ **Goals and Actions**

Existing initiatives, best practices, and issues and opportunities identified by local stakeholders and the community informed the development of strategic goals and actions (e.g., policies, programs, initiatives, projects) for each Master Plan element.

Executive Summary

High-level goals support the achievement of the community's shared vision, each supported by targeted recommendations for future action.

▶ **Planning for Implementation**

Implementation details accompany each recommended action, outlined in the plan's implementation matrix. This matrix defines the lead implementation entity, estimated cost, timeframe, and required zoning changes (if applicable) for each action.

▶ **Review and Adoption**

In progress as of 1/31/2024

Master Plan Collaboration Committee (MPCC)

The master planning process was led by the MPCC. Working with the planning consultant (VHB), the MPCC provided invaluable guidance and oversight throughout the planning process.

Membership of the MPCC is representative of Town departments, boards, committees, as well as the general public.

- ▶ Stephan Roundtree (Chairman), Planning Board
- ▶ Steven Ciciotti (Vice-Chairman), Select Board
- ▶ Sharon McNamara (Clerk), Affordable Housing Committee
- ▶ Susan Bollinger, School Committee
- ▶ Frederick Casavant, Zoning Board of Appeals
- ▶ Scott Chaharyn, Historical Commission
- ▶ James Eng, Citizen-at-Large Member
- ▶ George Grey, Recreation Department
- ▶ Curtis Kuta, Council on Aging Advisory Board
- ▶ Martin Lu, Citizen-at-Large Member
- ▶ Tracy Marino, Select Board

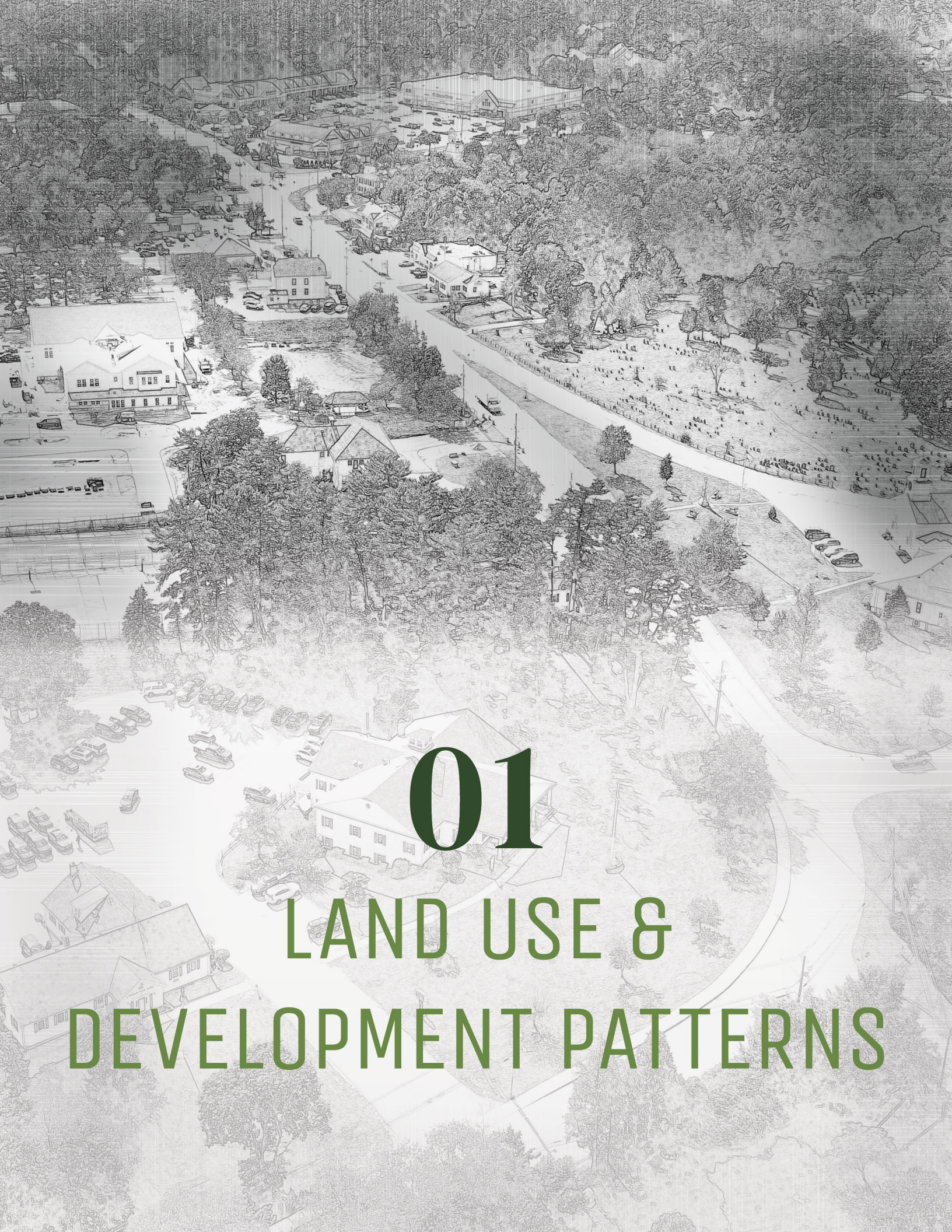
A special thanks goes out to members of the MPCC, as well as the larger community that assisted the MPCC in fulfilling its role and responsibilities.

Public Engagement

The Town of Pembroke conducted a wide breadth of public engagement throughout the Master Planning process. These engagement opportunities allowed the Town to disseminate information regarding the planning process and solicit information regarding

issues and opportunities in the Pembroke community. The planning process included the following engagements with stakeholders and the Pembroke community.

- ▶ The formation, ongoing participation, and extended outreach of the MPCC.
The MPCC conducted broad outreach promoting engagement opportunities throughout the master planning process, including community groups and the public. The Committee also conducted outreach internally, communicating with municipal departments and stakeholders as needed to solicit input, spread awareness regarding master planning activities, and gain buy-in.
- ▶ An open community tour and targeted stakeholder interviews provided the consultants (VHB) with an early, comprehensive overview of the Town's assets and resources.
- ▶ The MPCC and consultant team tabled at two pre-planned Town events, including Pembroke Celebrates and the Pembroke Youth Flag Football League tournament. These events provided opportunities for community members to learn about the master planning process and provide ongoing feedback regarding issues and opportunities in Pembroke.
- ▶ The MPCC and consultant team administered a community survey from June 13 to August 3, 2023, utilizing Survey123 and physical survey forms. This anonymous survey included 14 questions covering a wide variety of topics across the master plan elements, soliciting information regarding participants' perception of the current conditions of the Town, and desired conditions for the future. The survey received a significant number of responses (390), serving as one of several data sources in the baseline conditions assessment.
- ▶ The MPCC and consultant team hosted two public forums at strategic points throughout the master planning process, including presentations on the progress and findings of planning activities, followed by an interactive workshop inviting attendees to ask questions and provide feedback.
- ▶ A plan-dedicated, interactive website (<https://www.pembrokemasterplan.com/>) hosted materials and information regarding the planning process, including engagement opportunities, draft deliverables, and a feedback submission form.



01

LAND USE &
DEVELOPMENT PATTERNS

Land Use & Development Patterns

Introduction

Pembroke, like many of its neighboring towns within the South Shore region, is predominantly residential. Most employed residents of Pembroke commute to work outside of the Town. As such, Pembroke's landscape is largely characterized by low-density residential neighborhoods and large tracts of open space. There are also several mixed-use hubs of activity, where residents can work, shop, dine, and/or socialize – most notably, the Rt. 3/Rt. 139 interchange, and the Town Center.

As a smaller community, the pace of change in Pembroke is relatively slow; nonetheless, change is happening all the time. It is critically important for the Town to review and update land use regulations on a regular basis, as this sets the stage for future development, and allows the community to advance key goals. Zoning bylaws, subdivision rules, environmental protection laws, and other levers allow the Town to respond to pressure on housing, retail, office, industrial, and open space uses.

The Land Use Chapter provides an assessment of the regulatory structure underlying the Town's existing development patterns. This chapter relies on data from the Assessors' records and the Zoning Bylaws of the Town.

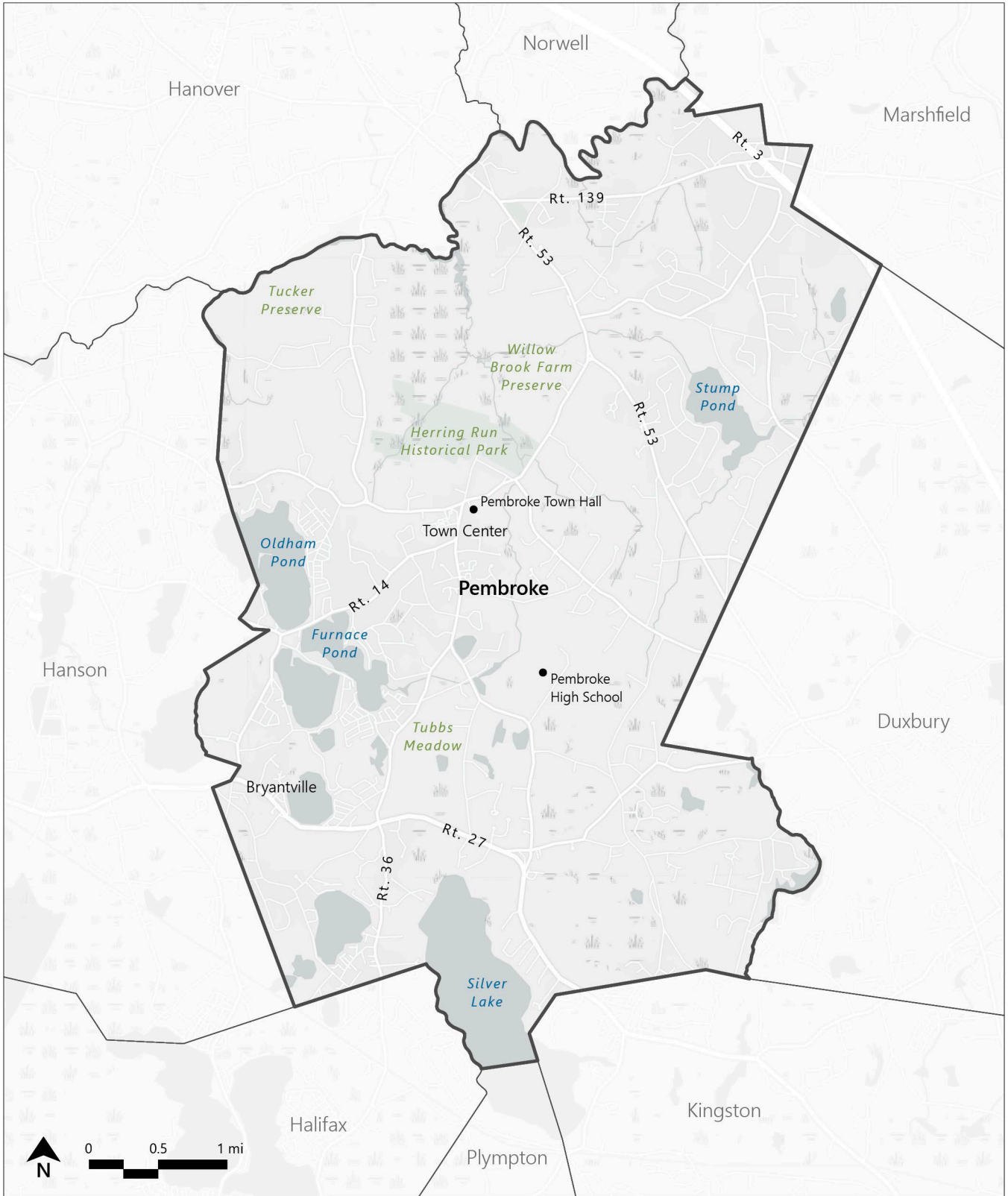
Planning Context

The following sections summarize the goals, actions, and recommendations concerning land use and development patterns within relevant plans and reports developed by and for the Town.

Community Development Plan (2004)

Land use goals and strategies are integral to municipal planning, as these goals interact with many other aspects of a community's activities and functions. Pembroke's 2004 Community Development Plan (CDP) set forth the following goals.

- ▶ **Goal #1:** To protect Pembroke's Natural Resources
 - **Update (2023):** Since 2004, Pembroke has conserved hundreds of acres of land.
- ▶ **Goal #2:** To preserve Pembroke's assets.
 - **Update (2023):** Pembroke adopted the Community Preservation Act (CPA) in 2006, placing a 1% surcharge on property taxes to fund recreational, community open space, historic preservation, and affordable housing projects. Since its formation, the Town's Community Preservation Act Committee (CPAC) has approved over 60 such projects.
- ▶ **Goal #3:** To maintain the four key elements that residents like about Pembroke per the citizen's survey of 2001 (i.e., the character of the community, access to open space, good place for children, housing costs, i.e., affordability)
 - **Update (2023):** Pembroke's open spaces and natural resources are a point of pride for the Town's residents. Since the 2004 CDP, the Town has expanded public access to open space by developing new trails, made possible through land acquisition and easements. Local committees and associations maintain recreational facilities and organize youth programming, including sports leagues, playgrounds, and after-school and summer camp programs. Pembroke Public Schools (PPS) remain among the top motivators for newcomers moving to the Town. Regarding housing costs, Pembroke's median monthly housing costs for owners with a mortgage and renters have been higher than those of the County and State for most of the past decade. High housing costs lead to market competition between demographic groups, including seniors, first-time homebuyers, low-income households, and people who grew up in the Town but cannot afford to stay.



Source: MassGIS

Figure 1.1

Town of Pembroke

Pembroke Master Plan
Pembroke, Massachusetts

Baseline Conditions

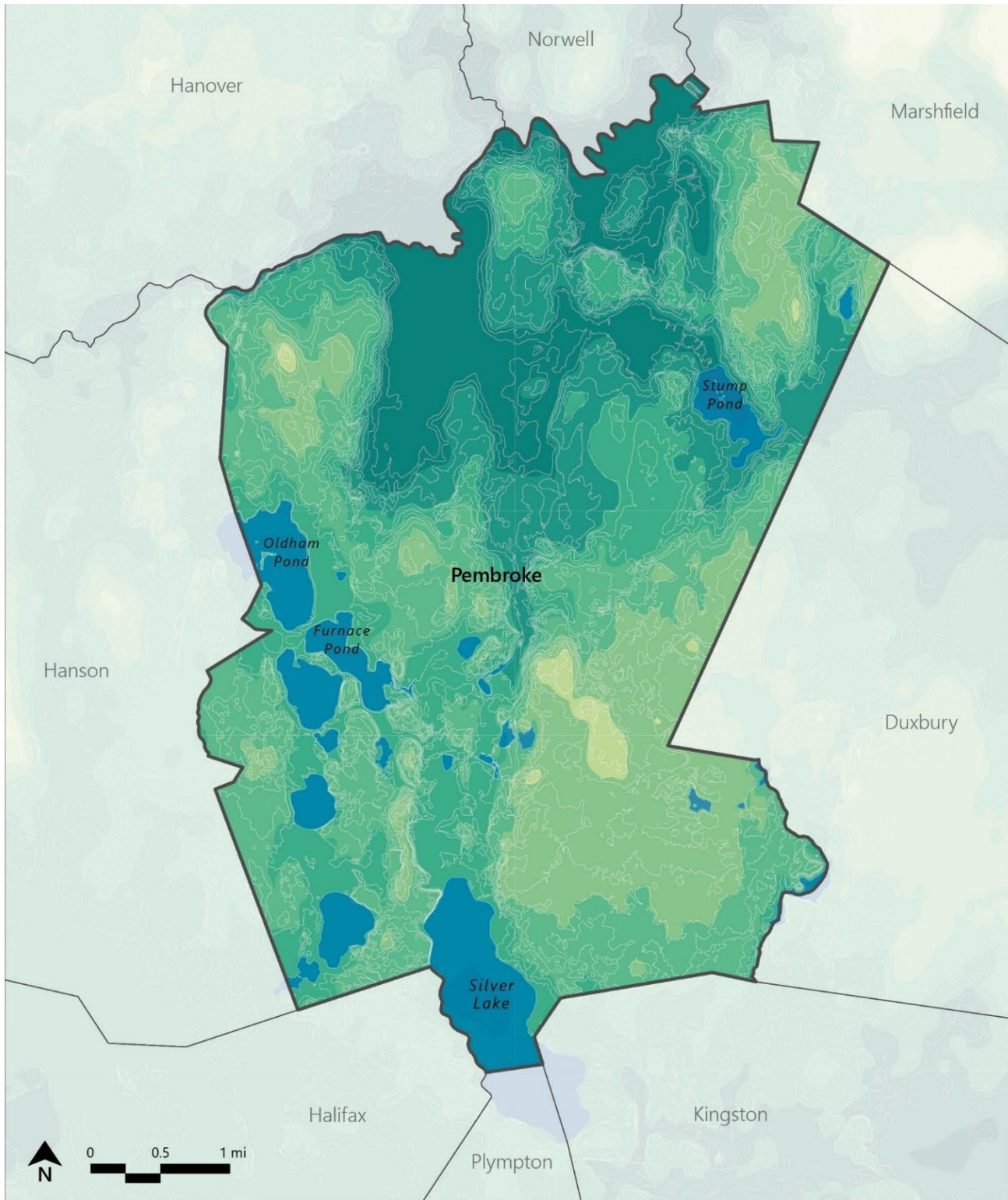
A century ago, Pembroke's population was approximately 1,500 people – less than 10% of today's population. The population remained relatively stable until the mid-century baby boom – when large tracts of land were developed to support low-density, single-family residences and absorb the exorbitant demand for new housing.

Today, the Town of Pembroke, shown in **Figure 1.1** is a suburban community of more than 18,000 people, comprising 23.5 square miles. Located in the heart of Plymouth County, the Town is situated 26 miles south of Boston on the South Shore of Massachusetts. Pembroke borders the towns of Hanover, Norwell, and Marshfield to the north, Duxbury to the east, Kingston, Plympton, Halifax to the south, and Hanson to the west.

Regional infrastructure and transportation networks connect Pembroke to surrounding municipalities. Route 3 runs from north to south through the northeast edge of the Town, providing connections to the Greater Boston metropolitan area and the South Shore. Lower capacity thoroughfares in the Town, including Routes 139, 13, 27, and 36, connect Pembroke with neighboring communities. MBTA accessibility includes Commuter Rail stations in Hanson, Halifax, and Kingston and Red Line connections in Braintree and Quincy.

The Greater Attleboro-Taunton Regional Transit Authority (GATRA) provides micro-transit services locally and in 29 neighboring communities. GATRA offers local shuttle services to nearby MBTA stations, including the MBTA Hanson and Halifax commuter rail stations. These services provide connectivity to local destinations for Pembroke residents, as well as regionally, through fixed routes and transit connections. Additional discussion regarding GATRA services included in the **Transportation and Mobility Chapter**.

Pembroke is located primarily within the South Coastal Watershed, straddling the Taunton Watershed to the southwest. As shown in **Figure 1.2**, geographically, the Town's landscape features lower elevations in the northern half of the Town, and higher elevations to the south. Defining landscape features include many surface water bodies, including Oldham, Furnace, Stetson, Great and Little Sandy Bottom Ponds, and the Chaffin Reservoir. Silver Lake is located on the south border of the Town, with a shoreline extending into the towns of Plympton and Kingston. Silver Lake is part of the headwaters of the Jones River, which travels through Kingston to Kingston Bay.



Source: MassGIS, USGS



Figure 1.2
Elevation

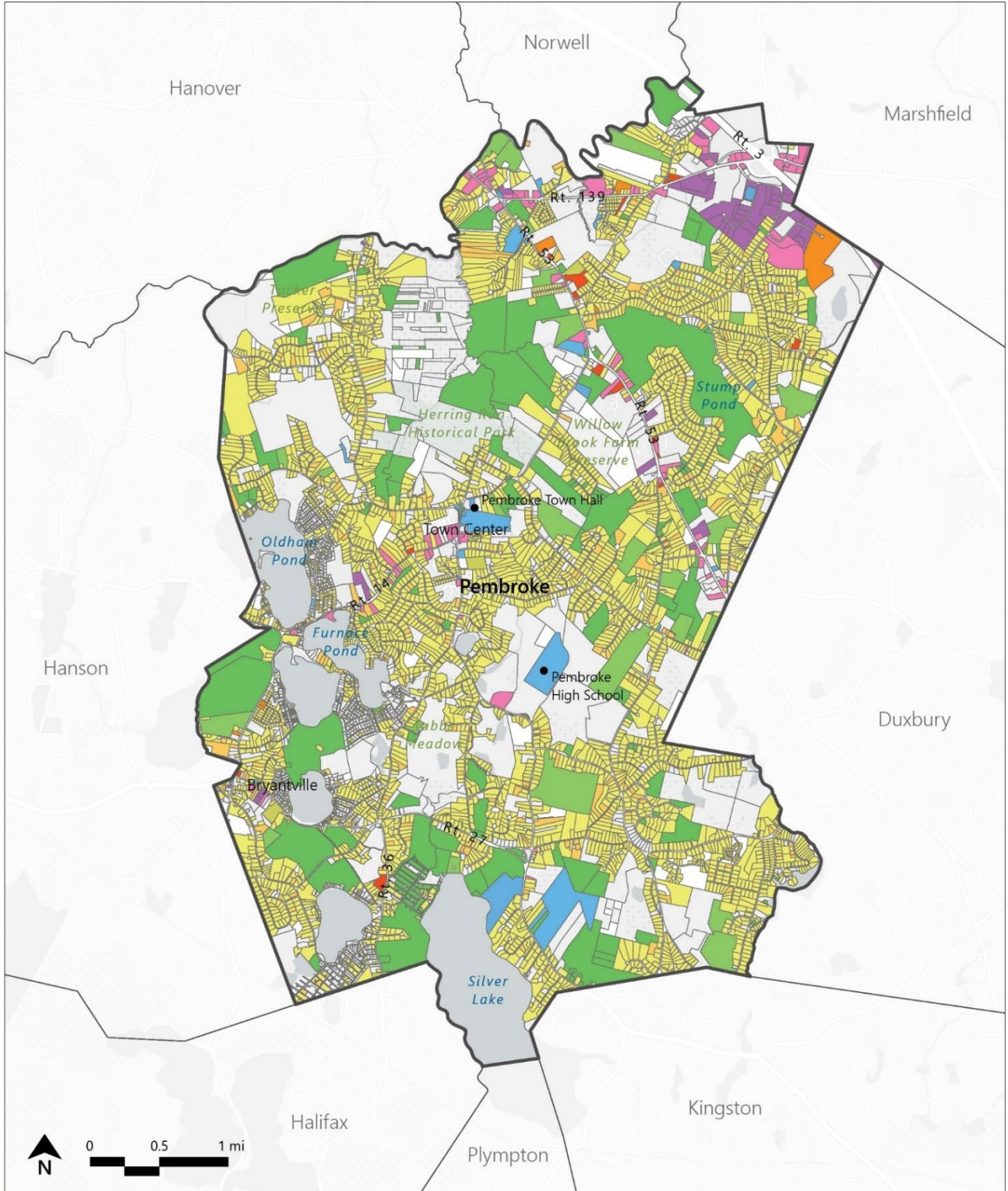
**Pembroke Master Plan
Pembroke, Massachusetts**

Land Use Composition

Pembroke's land use is comprised primarily of low-density residential uses, served by several activity hubs. Commercial districts and multifamily housing are concentrated along Routes 53 and 139. Located on the Town's northern periphery, a cluster of large-scale commercial and industrial establishments cater to the broader region, aligned with Route 3.

Existing land uses, depicted in **Figure 1.3**, demonstrate a nuanced residential character. The densest residences are located in multifamily arrangements situated near the Town Center and along Route 53, with additional dense housing (in small single-family lots) arranged around the ponds in the southwest of Town. However, the majority of housing units in Town are low-density, single-family homes that conform to large-parcel zoning requirements.

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Source: MassGIS

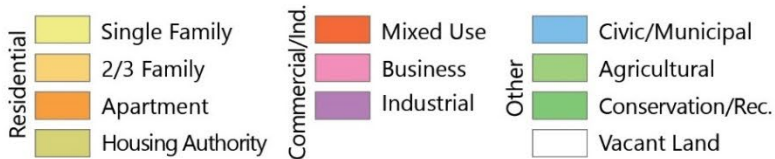


Figure 1.3
 Pembroke Land Uses

**Pembroke Master Plan
 Pembroke, Massachusetts**

Utilizing the Town Assessor’s data, **Table 1.1** depicts land usage patterns in Pembroke, including historical (2006) and present (2023) conditions, highlighting changes between these periods. Throughout this timeframe, Pembroke encountered significant shifts within its developed land uses.

Among the notable changes, the presence of mixed-use land uses expanded by 170 acres. This includes properties that were converted from single-use Residential or Commercial. Total single-use residential uses decreased by 121 Acres, and total single-use commercial uses decreased by 86 acres.

Industrial lands increased by almost 90%. Meanwhile, exempt properties, such as publicly owned lands and lands owned by charitable organizations, increased by 29%.

Table 1.1 Land Use Changes (2006-2023)

Land Use Classification	2006 Acreage	2023 Acreage	Acreage Change	Percent Change
Mixed Uses	1,132	1,302	+170	15%
Residential	6,933	6,812	-121 Acres	(2%)
Commercial	446	360	-86 Acres	(19%)
Industrial	125	240	+115 Acres	92%
Chapter Lands	1,017	262	-755 Acres	(74%)
Exempt Property	3,332	4,345	+1,013 Acres	(30%)

Source: Town of Pembroke Assessor’s Data, 2006 & 2023.

Under current conditions, approximately half of the Town’s total acreage is subscribed to residential uses, the majority of which is single-family housing. Continued residential growth has raised concerns within the community over the resulting burden on municipal services and infrastructure. Such expansive development also has implications for community connectivity (e.g., the adequate provision of sidewalks and associated costs).

Vacant Lands and Development Potential

Based on the Town’s Assessors’ data, 30% or 3,960 acres of the Town are classified as vacant. Among the Town’s vacant lands, 5% is zoned residential, 1% is zoned industrial, and 0.3% is zoned commercial; the remaining vacant lands are under exemption. Land use codes indicating developable or potentially developable land account for 9% of all vacant properties - encompassing 344 acres of developable land. **Table 1.2** includes a breakdown of vacant lands in Pembroke based on their development potential.

Table 1.2 Vacancy by Land Use (2023)

Vacancy Classification	Acreage
Residential	711
Developable Land	202
Potentially Developable Land	34
Undevelopable Land	474
Commercial	34
Developable Land	29
Potentially Developable Land	2
Undevelopable Land	5
Industrial	81
Developable Land	75
Potentially Developable Land	0
Undevelopable Land	5
Other	3,134

Source: Town of Pembroke Assessor's Data, 2023.

Development Patterns

The historic Town Center of Pembroke is located at the intersection of Routes 14 and 36. Pembroke's Town Center showcases the Town's heritage through several preserved buildings. The Town's plans include an expansion of Town Center offerings, with the introduction of the new Community Center Building development to replace the old community center building. The 33,240 square foot project will be constructed in the heart of Pembroke's Town Center at 128 Center Street.

Businesses within the Town Center primarily consist of small enterprises offering services such as banking, professional offices, insurance, and healthcare. Community and stakeholder feedback collected through the 2023 master planning process indicated that while these services are essential, they lack the capacity to generate vibrancy. A more diverse array of offerings (e.g., retail shops, restaurants, and cafés), could entice residents and visitors to frequent and spend time in the Town Center more frequently.

Beyond the Town Center, areas with planned developments include the following:

- ▶ **Corporate Park Drive Business Park** – Situated at 300 Oak Street, Corporate Park is a thriving hub of commerce, with a substantial 370,000 square feet of business space. Conveniently positioned just off Exit 12 on Route 3, Corporate Park is easily accessible to the highway. The business park allows for an array of uses, including warehouse, research, and development, office, and light industrial spaces.

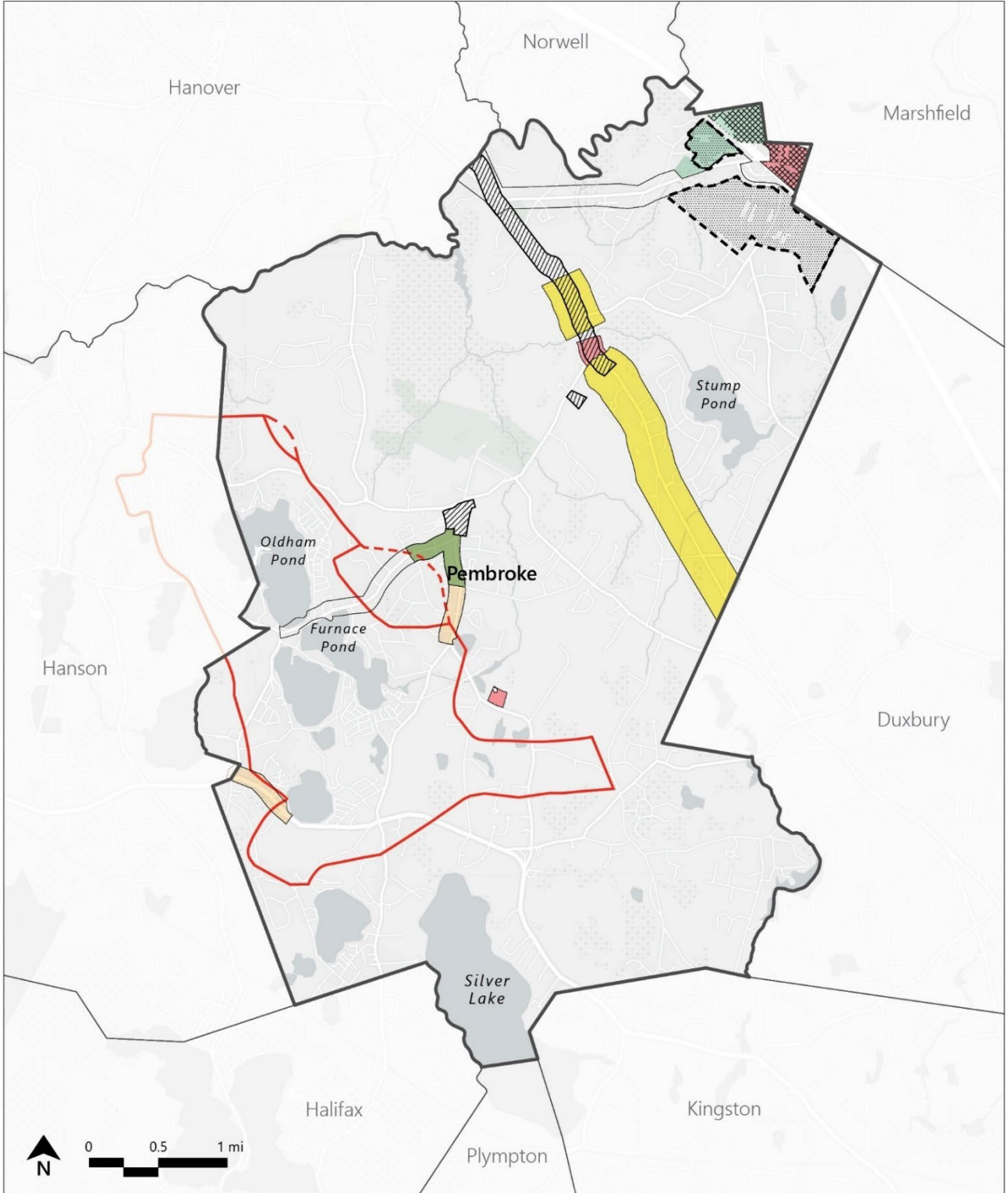
- ▶ **Route 139 Commercial Corridor Area** – This Commercial Hub is located along Route 139 just off Route 3 in Pembroke’s northeastern corner bordering Marshfield. This area is home to Pembroke’s largest employers including Lowe’s, Kohl’s, and Stop & Shop.
- ▶ **Route 53 Residential-Commercial Corridor** – Includes the land 800 ft from and parallel to the way lines of the following street segments:
 - Washington Street: Beginning at the south property line of Briggs Cemetery, thence on both sides southerly to a point 100 ft north of Pudding Brook.
 - Washington Street: Beginning at the intersection of Washington Street and Barker Street, thence on both sides southerly to the Pembroke-Duxbury town line.
- ▶ **Rural Residential Neighborhoods** – as a suburban community, Pembroke has a range of small neighborhoods that have grown over time. These neighborhoods typically include single-family homes that range from one-half to one acre-plus properties. Many of these residential neighborhoods are located along rural streets, and some are connected to open spaces and conservation land.

Zoning and Long-Term Development Patterns

Pembroke’s Zoning Bylaws provide the structure that channels development trends in Town. The bylaws have undergone multiple revisions since their initial adoption, in alignment with the stipulations outlined in M.G.L. c. 40A, with the most recent amendments occurring in 2021. These regulations establish the Town’s fundamental, specific, and supplementary zoning districts, outlining their usage and dimensional specifications.

Pembroke’s Zoning Bylaws begin with a list of zoning objectives. These include typical objectives like conserving health, preventing emergencies, protecting the environment, and preventing overcrowding while also providing housing for persons of all income levels.

As shown in **Figure 1.4**, Residential District A covers the largest amount of land in the Town with small areas of other zoning surrounding various streets. The zoning map depicts the boundaries of the Town’s zoning districts, showing clusters of Commercial and Industrial zones located along key roadway networks.



Source: MassGIS, Merrill Engineers and Land Surveyors

- | | | |
|--------------|-------------------|-------------------------------|
| Business A | Residential A | Adult Use Overlay |
| Business B | Center Protection | Med. Marijuana Overlay |
| Industrial A | Res.-Commercial | Well Head Protection Zone II |
| Industrial B | Historic District | Well Head Protection Zone III |

Figure 1.4
 Pembroke Zoning Districts

**Pembroke Master Plan
 Pembroke, Massachusetts**

Section III of the Zoning Bylaws includes eight base zoning districts to accomplish these objectives.

- ▶ **Residential Districts** – Pembroke’s residential districts consist of the Residential A and Residential Commercial Zoning districts.
 - Much of the Town is zoned Residential A, which allows detached single-family, church, municipal or civic use, farm, garden, nursery or greenhouse, and home occupation uses by right. Accessory Dwelling Units (ADUs) are allowed via special permit in Residence A.
 - Residential-Commercial Zoning is located along part of Washington Street in Pembroke (also known as Route 53 or Route 14). In addition to any use allowed in Residence District A, business, financial, governmental, insurance, medical, professional, real estate, fitness/health centers, or similar office uses, retail, light industry, medical office, laboratory, landfill, and personal services are allowed in Residential-Commercial Zoning.
- ▶ **Business Districts** – As shown in **Figure 1.5**, Pembroke has two Business Zoning Districts.
 - Business A is located near the Town Center and Lake district and allows for any use allowed in Residence District A, as well as business, financial, governmental, insurance, medical, professional, real estate, fitness/health centers, or similar office uses, retail, banks, places of assembly, and personal services uses.
 - Business B is located in the northern part of Pembroke, primarily along Route 139. Business B allows for any use already allowed in Residence District A as well as for landfill, laboratory, light industry, business, financial, governmental, insurance, medical, professional, real estate, fitness/health centers, or similar office uses, retail, banks, places of assembly, and personal services uses.
- ▶ **Industrial Districts** – As shown in **Figure 1.5**, Pembroke has two Industrial Zoning Districts, Industrial A and Industrial B.
 - Industrial A is located south of Route 3 and Route 139 in the northeastern corner of the Town, and encompasses the Corporate Park Drive Business Park. Allowed uses in Industrial A zoning include municipal, civic, and religious institutional uses, business, financial, governmental, insurance, medical, professional, real estate, assisted living residence, fitness/health centers, or similar office use, hotel, convention center, light industry, and landfill operation uses. Additionally, any use of Business District B is allowed, except detached one- and two-family houses.
 - Industrial B is located north of Route 139 on both sides of Route 3 in the northeastern corner of the Town. Allowed uses include church, municipal, and civic uses, institutions for educational, religious, or philanthropic use, business, financial, governmental, insurance, medical, professional, real estate, assisted living residence, fitness/health centers, or similar office use, hotel, convention center, light industry and landfill operation uses. *Retail Sales are allowed in the Industrial B Zone west of Route 3.*



Source: MassGIS, Merrill Engineers and Land Surveyors

- Residential A
- Business B
- Industrial A
- Industrial B

Figure 1.5
 Zoning Map - Business and Industrial
 Districts
Pembroke Master Plan
Pembroke, Massachusetts

- ▶ **Historical District** – Includes four parcels in Pembroke’s historical center which were voted on by the Town to designate as a part of the Historical District. This includes the Pembroke Historical Society, the Friend’s Meeting House, Peter’s Well and the Adah Hall premises.
- ▶ **Center Protection District** – As shown in Figure 1.6, the Center Protection Zoning District is located in the heart of Pembroke on Mattakesett and Center Streets. This district restricts all buildings and structures within public view to be of American Colonial, Greek Revival, Federalist and or traditional New England architectural design. Permitted uses include any use allowed in Residence District A as well as business, financial, governmental, insurance, medical, professional, real estate, fitness/health centers, or similar office uses, retail, banks, places of assembly, and personal services uses.

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Source: MassGIS, Merrill Engineers and Land Surveyors

-  Business A
-  Residential A
-  Center Protection
-  Historic District

Figure 1.6
Zoning Map - Pembroke Center

**Pembroke Master Plan
Pembroke, Massachusetts**

Special and Overlay Districts

In addition to the base zoning districts, Pembroke has multiple supplementary zoning overlay districts which serve multiple purposes within the Town. The Adult Use Overlay District includes the entire area of the Industrial and Business B Zoning Districts lying easterly of Route 3 to the Pembroke Town Boundary. This district allows for Adult Uses only with the granting of a Special Permit by the Zoning Board of Appeals. The Medical Marijuana Overlay District is located only in the Industrial A and B districts in northeastern Pembroke and allows for Registered Marijuana Dispensaries.

The Water Resource and Groundwater Protection District is located centrally in the Town around the lake district. This district prohibits land uses that have the potential to release hazardous waste, petroleum products, or other contaminants and significantly increase the risk of contamination to the Town's drinking water.

Goals and Recommended Actions

Goal 1-1: Make Pembroke's Town Center more vibrant, capitalizing on the arrival of the new Community Center and anticipated multifamily residential development.

- ▶ **Action 1-1.1:** Modify the allowed uses and/or dimensional requirements in the two zoning districts underlying the Town Center (the Historic District and the Center Protection District) to improve the area's vibrancy and walkability by reducing setback requirements, minimizing overly restrictive architectural design standards, and explicitly endorsing mixed-use development.
- ▶ **Action 1-1.2:** Incorporate density bonuses into the Town Center's underlying zoning to promote greater density in exchange for the provision of public benefits (e.g., contribution to an affordable housing fund, open space preservation fund, or public realm improvements).
- ▶ **Action 1-1.3:** Update the zoning bylaws to include a special section on off-street parking requirements in the Historic and Center Protection District zones, requiring that parking facilities be located in the rear of newly developed or redeveloped properties, promoting "shared parking" facilities between nearby properties, and exploring the possibility of reduced parking spaced requirements.
- ▶ **Action 1-1.4:** Explore best practices for attracting and implementing local business sponsorships for the maintenance and beautification of street islands.
- ▶ **Action 1-1.5:** Identify critical issues and opportunities in the public realm around the Town Center (e.g., pedestrian and bicycle routes, curb cuts, potential for pocket parks, etc.) and facilitate a public realm improvement project (potentially funded through state grants).

Goal 1-2: Update and improve the Rt. 3 / Rt. 139 industrial/commercial district to attract fresh interest from the business community, expand the commercial tax base, and create jobs.

- ▶ **Action 1-2.1:** Review dimensional requirements in the Industrial A, Industrial B, and Business B zoning districts to identify and address potential barriers to desirable investment. Consider reducing the

minimum lot size (currently 80,000 SF for most properties) or minimum front setbacks (currently 60 ft for most properties). Consider encouraging heights greater than 40 ft in strategic locations through density bonuses.

- ▶ **Action 1-2.2:** Explore the potential for allowing multifamily residential development within this district. The strong demand for this type of development throughout the region could help bolster the economic resiliency of this district by introducing a more diverse mix of uses.
- ▶ **Action 1-2.3:** Explore avenues for introducing water and sewer infrastructure within this district to enhance development potential and attract discerning retail/office/industrial owners and tenants.
- ▶ **Action 1-2.4:** Consider introducing an Urban Center Housing Tax Increment Financing (TIF) District at this location (as administered by the Executive Office of Housing and Livable Communities), which would allow for district value capture, stimulate growth, and potentially fund civic improvements throughout the district (e.g., parks, infrastructure, etc.).

Goal 1-3: Identify the Town's most promising vacant or underutilized development opportunity sites and promote them broadly (like other nearby communities have done, including Easton, Plymouth, and Stoughton).

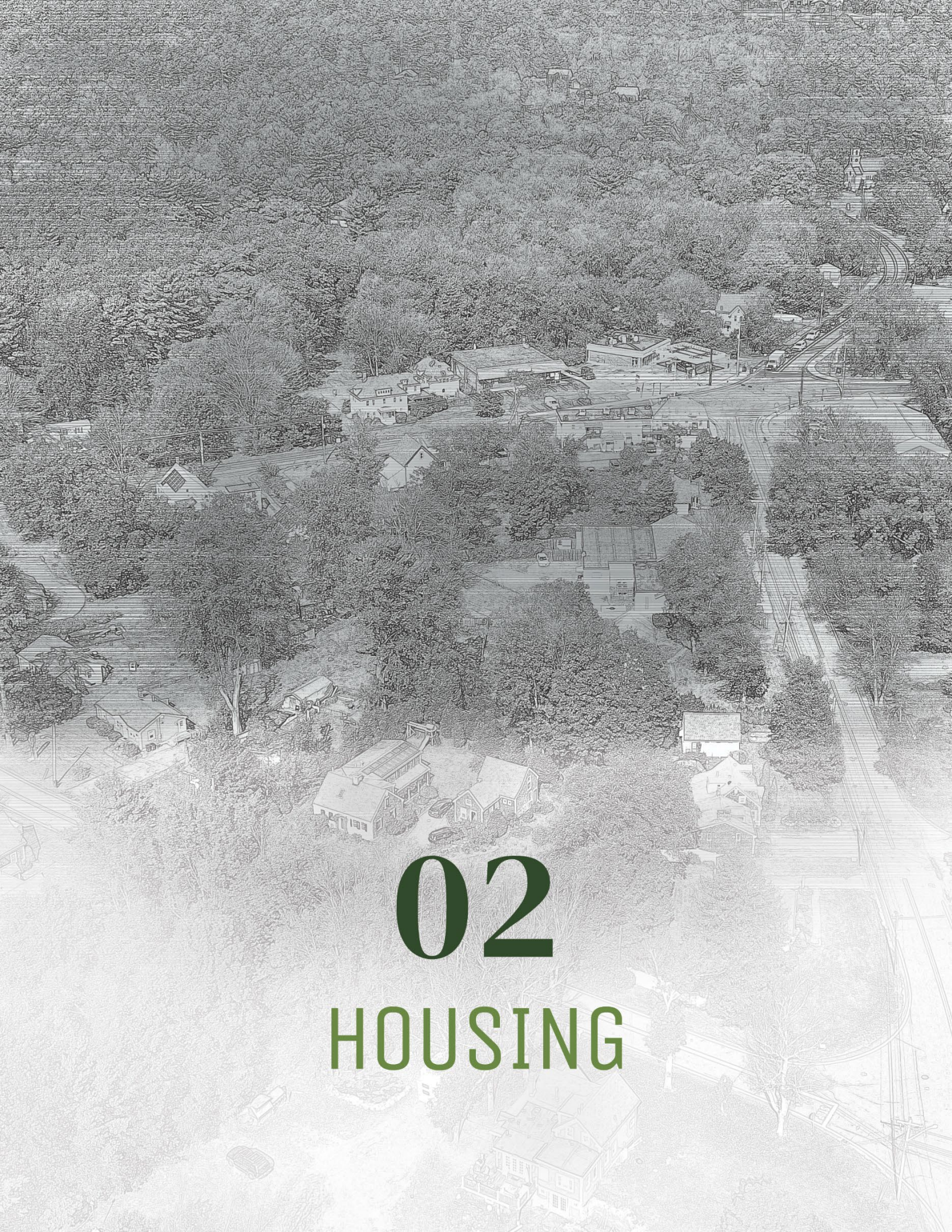
- ▶ **Action 1-3.1:** Conduct a market analysis for the Town to better understand current development trends for office, commercial, or industrial uses within the South Shore region.
- ▶ **Action 1-3.2:** Identify vacant or underutilized privately-owned parcels around town and collaborate with owners on redevelopment concepts that benefit the broader community with the potential to catalyze further change
- ▶ **Action 1-3.3:** Identify vacant or underutilized Town-owned lands that can be sold or leased to private owners for projects that benefit the broader community (including, for example, the police station and fire stations that will be vacated once the anticipated combined Public Safety facility is built and operational).
- ▶ **Action 1-3.4:** Prepare collateral, including print and online materials, to promote Pembroke's most promising development opportunities to the development community, highlighting the community's desired project outcomes and identifying public programs that can support the development's bottom line.

Goal 1-4: Conduct a comprehensive diagnostic of zoning and permitting procedures to identify and address barriers to growth and investment.

- ▶ **Action 1-4.1:** Review permitting procedures, including the timing of site plan review and inspections, and address any issues. Addressing these issues will help make investment in Pembroke's community and economy more appealing to investors.
- ▶ **Action 1-4.2:** Clarify the respective roles and responsibilities of the Planning Board and the Zoning Board of Appeals and work to resolve any outstanding inefficiencies.

- ▶ **Action 1-4.3:** Perform a comprehensive review of the Town’s zoning bylaws to identify errors, inconsistencies, and overly vague passages, and make updates accordingly.
- ▶ **Action 1-4.4:** Review the rules governing residential subdivisions, including the permissible length of cul-de-sacs, to explore avenues for introducing new single-family homes in strategic locations.
- ▶ **Action 1-4.5:** Review regulations governing Accessory Dwelling Units (ADUs) and identify improvements to facilitate the expanded development of ADUs in more locations.
- ▶ **Action 1-4.6:** Identify existing commercial areas where zoning restrictions can be loosened to allow for mixed use development – focus on placing multifamily and senior housing near amenities and resources.
- ▶ **Action 1-4.7:** Update the Town’s “Zoning 101” guide as a tool for municipal boards/committees and the public to understand the town’s zoning code and procedures more clearly.

DRAFT MASTER PLAN



02

HOUSING

Housing

Introduction

As of 2023, there are 6,941 units of housing in Pembroke, 79% of which are single-family homes. While this type of housing is ideal for many residents, the lack of smaller homes, accessory dwelling units, and apartments limits the availability and affordability of units in the Town. This condition is further strained by environmental, regulatory, and infrastructural challenges for housing production. High housing costs lead to increased competition for a limited supply of subsidized housing among various demographic groups, including seniors, first-time homebuyers, low-income households, and individuals who grew up in the Town but cannot afford to stay.

Communities play an important role in housing production and developing an inventory that supports the needs of all residents. Future planning for housing in Pembroke will need to consider factors such as an aging population, decreasing household sizes, the regional housing affordability crisis, aging municipal infrastructure, and preservation of the Town's rural character. Land use planning in the Town must consider a balance of residential and commercial development, supporting a diverse tax base and alleviating increasing costs for residents.

The Housing Chapter assesses the Town of Pembroke's demographic and housing conditions, including the state of the Town's housing stock, home values, costs to homeowners and renters, and specific needs of the Town's different population groups. Data utilized within this Chapter is derived primarily from the U.S. Census and current planning documentation, including the recently prepared Housing Production Plan (HPP).

Planning Context

Planning for housing takes place at the local, regional, state, and federal levels, with housing stakeholders at all levels playing a role in residential development. In Pembroke, key housing stakeholders at the local level include the Affordable Housing Committee, Pembroke Housing Authority, Planning Board, Select Board, and Zoning Board of Appeals.

The Pembroke Affordable Housing Committee promotes the creation and preservation of housing and housing programs, aiming to meet, at a minimum, the state's benchmark that 10% of a town's total housing units are affordable to those whose incomes are at or below 80% of the area median income (AMI).¹ Pembroke's Housing Authority directly administers and operates low-cost public housing in the Town.

In addition to local entities, the following regional and state agencies may also affect Pembroke's housing market:

- ▶ Executive Office of Housing and Livable Communities (EOHLC)
- ▶ Massachusetts Housing Partnership (MHP)
- ▶ Massachusetts Housing Finance Agency (MassHousing)
- ▶ Old Colony Planning Council (OCPC)

The Town of Pembroke has a Housing Production Plan (HPP).² HPP's help Massachusetts municipalities understand and strategize to address local housing need and demand, including meeting the requirements of Chapter 40B (as administered by EOHLC). Pembroke's HPP will expire in 2024.

The following sections provide context on local housing issues and goals in relation to the Town's past planning efforts, including the 2004 Community Development Plan and the current Housing Production Plan.

Community Development Plan (2004)

The 2004 Community Development Plan (CDP) highlighted that Pembroke is home to unique dwellings, including small, converted pond-side summer homes and 18th and 19th century farmhouses.³ In 2004, the condition of Pembroke's housing stock was generally good, consistent with the relative newness of most of the Town's housing and the Town's high income levels, although there were also scattered, ill-maintained houses in some outlying areas.

At the time, there was a general lack of affordable housing in the Town (and more broadly, in eastern Massachusetts). Target populations with unmet housing needs included low-income households, single-headed households, older adults, disabled individuals, entry-level professionals, and other young, working households.

1 Pembroke Affordable Housing Committee. (n.d.). *Affordable Housing Committee Guidance Book*. [affordable_housing.pdf \(pembroke-ma.gov\)](#)

2 Town of Pembroke. (2018). *Housing Production Plan*. [Housing Production Plan \(pembroke-ma.gov\)](#)

3 Old Colony Planning Council. (2004). *Town of Pembroke Community Development Plan*.

Housing Production Plan (2018)

Pembroke's HPP provides a framework and strategy to meet the Town's affordable housing needs from 2018 to 2023. The HPP cites challenges for new housing development, including a lack of available land, environmental constraints, infrastructure limitations, and regulatory factors. Projections for continued population growth and the local, regional, and state levels suggest a continued increase in housing demand and a need for a housing inventory reflective of local population trends. The HPP proposed five goals supporting affordable housing production based on the challenges identified for new development.

- ▶ **Goal #1:** Meet, maintain, or surpass the 10% state standard for affordable housing so that Pembroke is no longer vulnerable to Chapter 40B housing developments. Create and maintain a level of total affordable housing units that equals 10% of total year round housing units.
 - **Update (2023):** The Mattakeesett Village 40B Project, including 17 affordable units, is under review. As a rental project, the Town would receive SHI credit for all 66 proposed units, which may increase the Town's SHI inventory to at least 10%. The River Marsh 40B Project, previously denied and under litigation, would include 14 affordable units.
- ▶ **Goal #2:** Establish a Municipal Affordable Housing Trust to support local housing initiatives.
 - **Update (2023):** The Town of Pembroke does not have a Municipal Affordable Housing Trust. The Town's Affordable Housing Committee supports the Town Manager and Select Board in creating new housing options and maintaining existing affordable housing.
- ▶ **Goal #3:** Create affordable housing units through adaptive reuse of existing buildings and town owned properties.
 - **Update (2023):** As of August 2023, Pembroke's SHI represents approximately 10% of its total inventory. The current SHI represents an increase from the Town's 2020 SHI of 9.5%. Past SHI development has not included adaptive reuse of existing buildings.
- ▶ **Goal #4:** Promote a diversity of housing options in Pembroke to meet the needs of a changing and aging population and promote a socio-economically diverse population.
 - **Update (2023):** In the past five years, the Town's housing inventory has grown to include more senior housing and affordable units. This inventory would expand to include the Mattakeesett Village residential project, creating new affordable and market-rate rental units, including 66 age-restricted units.
- ▶ **Goal #5:** Prioritize affordable housing for infill development on abandoned and vacant properties.
 - **Update (2023):** The proposed Mattakeesett Village residential project will be constructed on an underutilized property, including a two-story funeral home that has been dormant for several years. Vacant or abandoned properties should be reviewed for appropriate land use with the intent of affordable housing.

Baseline Conditions

Demographics

Demographic trends in a community can impact local housing demand and inventory needs. Understanding Pembroke's demographic profile is critical in planning for the Town's residential needs. The following sections outline Pembroke's population and housing characteristics.

Population

Pembroke's population has steadily increased over the past decade, mirroring county-wide trends, although at a slower rate than both the County and the State.⁴ As noted in the Town's HPP, both Pembroke's total population and number of households are projected to increase leading up to 2030. This continued growth at the local level suggests there will be a continued increase in housing demand and continued assessment to ensure the Town's housing inventory reflects the needs of its changing population.

Pembroke's overall population density mirrors surrounding towns, except for Duxbury, which is less dense. Population density is highest in the southwest corner of the Town, near the border of Hanson. Residential centers are clustered around Oldham Pond, Furnace Pond, and Great Sandy Bottom Pond, with multifamily uses along Routes 53 and 139.

Age

Pembroke has an aging population, with age groups 65 years and over comprising the fastest-growing segment of the Town's population and a shrinking younger population. From 2017 to 2020, the percentage of Pembroke residents under the age of 18 fell from 23% to 21%. The percentage of Pembroke's population over the age of 65 is increasing faster than the County and the State. Pembroke's aging population and shrinking younger age groups are mirrored in the Town's declining enrollment rates in Pembroke Public Schools (PPS) and shrinking average household size.

The OCPC's 2016 regional Elder Person Needs Assessment listed housing affordability among the top challenges experienced by an aging population.⁵ Housing affordability is a critical concern for both younger and older age groups in Pembroke and the region. There is a need for affordable independent senior housing, senior living facilities, and continuing care retirement communities in the Town. In public engagement, community members also highlighted the need for connectivity between senior housing and the resources and services available in the Town Center, either through walkable pathways or expanded transportation options.

Disability Status

Understanding the needs of disabled residents of Pembroke is essential in understanding the Town's housing needs. The reported percentage of the population with a disability in

4 United States Census Bureau. (2010-2020 ACS 5-Year Estimates). DP05 ACS Demographic and Housing Estimates. Data.Census.gov.

5 Old Colony Planning Council. (2016). Older Person Needs Assessment. https://oldcolonyplanning.org/wp-content/uploads/2022/12/FFY_2016_Elder_Needs_Assessment.pdf

Pembroke decreased by 10% between 2017 and 2020. This drop follows an increase between 2013 and 2017 from 9% of the population reporting a disability to 12% reporting a disability.

The 2004 CDP notes that the most common disability reported in Pembroke was an ambulatory disability, which could involve difficulty walking or climbing stairs, followed by cognition, hearing, independent living, vision, and self-care difficulties. Disabled residents can have unique housing needs in terms of the physical accessibility of housing, affordability, and proximity to critical Town services and amenities.

There are several active communities in Town targeted toward elderly and disabled populations.⁶ The Preserve at Kilcommons Drive is located in Pembroke's Town Center within walking distance of the post office, retail, and various businesses. The Settlement at Mayflower Court is located in southwest Pembroke, with access to multiple commuter rail stations, local ponds, and retail. The Residences at MacDonald Way are located in North Pembroke's Historic District, with access to major highways and regional public transportation services.

Households

Although Pembroke's population has increased in the past decade, the overall average household size has declined during this time, from 2.80 in 2010 to 2.66 in 2021.⁷

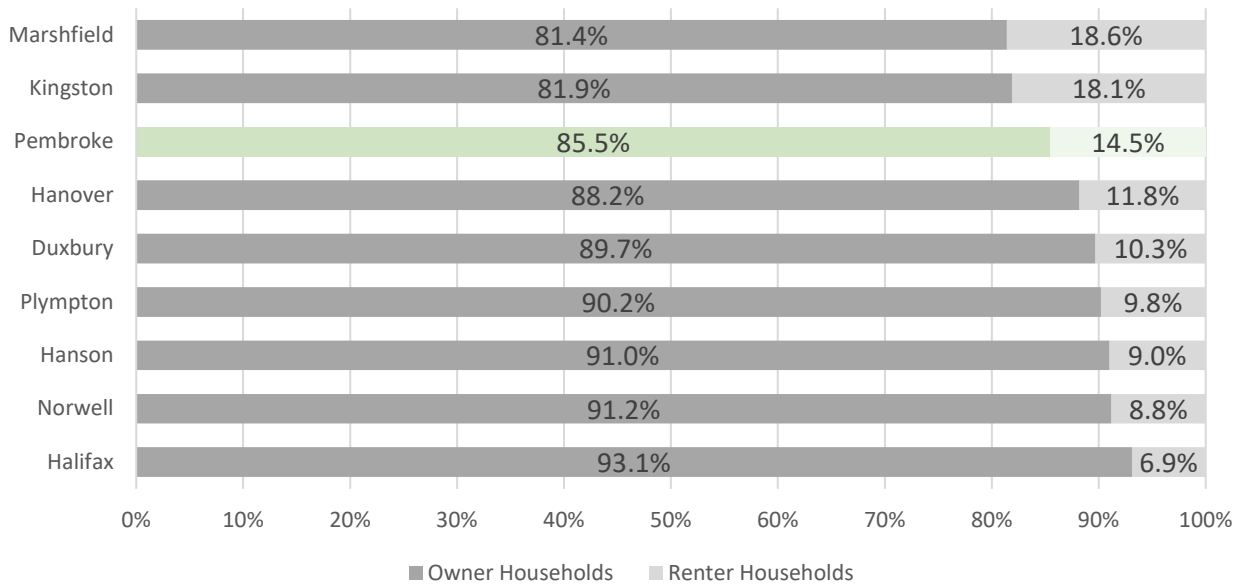
According to the Town's HPP, the majority of Pembroke's households are family households, comprising 76% of total households. However, population trends reflecting decreasing household sizes and an increasing percentage of seniors, non-family households, and people living alone in Pembroke suggest a need for smaller housing units to suit the needs of these groups. This need is reflected in **Figure 2.1**, showing the significant percentage of Pembroke's homeowner households, comprising 86% of the population. According to the Town's HPP, homeownership is more common in Pembroke for every age group, except for those under the age of 34 and over the age of 75 years, a higher percentage of whom rent.

6 Pembroke Housing Authority. (n.d.). Affordable Homes for Rent in State & Federal Housing Developments. [Affordable Housing|Pembroke, MA|Pembroke Housing Authority](#)

7 United States Census Bureau (2010-2021 ACS 5-Year Estimates). DP02 Selected Social Characteristics in the United States. [Data.Census.gov](#).

Housing

Figure 2.1 – Regional Households – Owner and Renter (2020)



Source: 2020 American Community Survey 5-Year Estimates

Pembroke has a significantly higher median household income (\$119,827) than the County (\$92,906) and the State (\$84,385). As shown in **Table 2.1**, there is also a significant variation in the Town between the median incomes of family and non-family households. Although Pembroke’s poverty rate is less than half that of the County and the State, the percentage of the Town’s residents living in poverty is still 1%.

Table 2.1 – Households – Income and Poverty (2020)

	Median HH Income	Median HH Income (Family HH)	Median HH Income (Non-Family HH)	Poverty Rate
Pembroke	\$119,827	\$142,825	\$54,476	1%
Plymouth County	\$92,906	\$113,496	\$46,040	4%
Massachusetts	\$84,385	\$106,526	\$48,876	7%

Source: 2020 American Community Survey 5-Year Estimates

Housing Stock

As of 2021, there were 6,941 housing units in Pembroke, an increase from 6,546 in 2010. **Figure 2.2** shows that Pembroke’s housing stock consists mainly of single-family attached and detached homes. In 2020, 82% of the Town’s housing inventory consisted of one-unit detached houses, a greater percentage than the County (71%) and the State (52%). Smaller, more tightly clustered houses are prevalent around the Town’s ponds, and larger homes near the center of the Town. The newer housing stock is characterized by large houses on lots of over one acre near the edges of the Town.

Pembroke is comparable to neighboring towns regarding its overall percentage of multifamily housing. However, Pembroke has regionally among the highest percentages of 5-9 units structures (4%) and 10-19 units structures (3%). Healthy diversity in a town's housing inventory can best support the needs of all household types in the community. There is a need for a more diverse continuum of housing in Pembroke, including a greater inventory of all housing types.

Regarding the biggest challenges to improving the quality of life in Pembroke, 27% of respondents to the 2023 Master Plan public survey selected "Housing options."

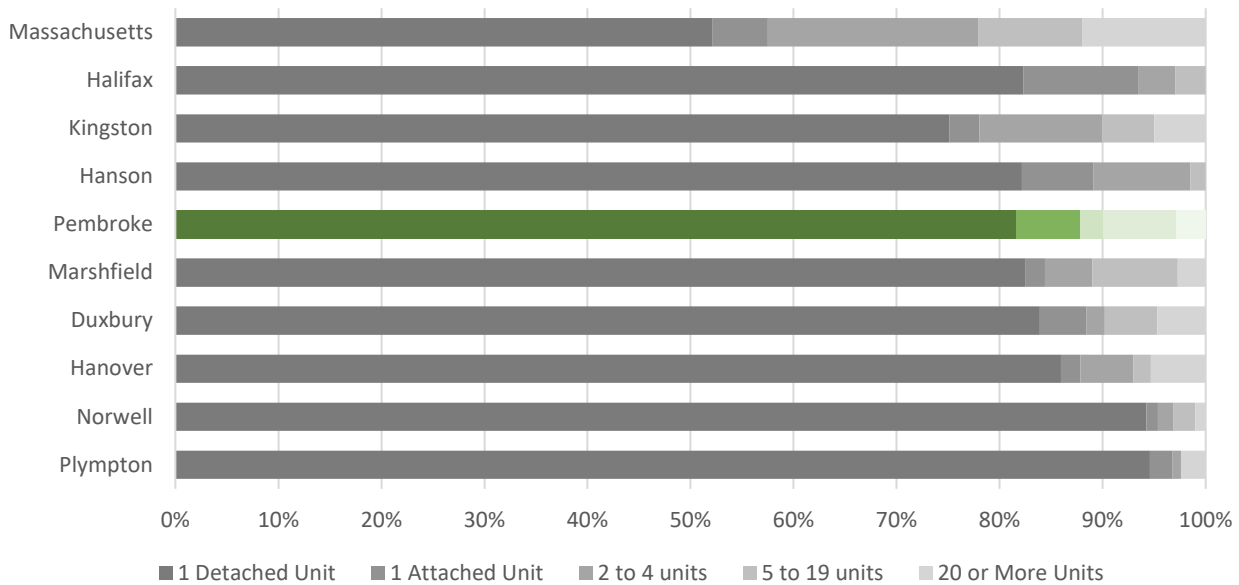
In particular, the Town's inventory lacks sufficient missing middle housing, including building types with multiple units comparable in scale and form with detached single-family homes.⁸ Missing middle housing provides various housing types, such as duplexes, fourplexes, and townhouses. These buildings are comparable in size to single-family homes and integrated with residential neighborhoods, supporting walkability and access to local resources and services.

Multifamily development in the Town since 2000 includes Pembroke Woods Apartments in North Pembroke, along Route 3. The Mattakeesett Village 40B multifamily project is under review in Pembroke, which would create 17 affordable units. Other future developments include a proposed development on Lake Street, which would create 20 new units, and a development at the existing Pembroke Country Club site, which would create 172 units for residents aged 55 and over.

Figure 2.2 compares Pembroke's housing stock with those of surrounding towns, the County, and the State, regarding the number of units in structures.

8 Missing Middle Housing. (n.d.). Missing Middle Housing. [Missing Middle Housing: Diverse choices for walkable neighborhood living](#)

Figure 2.2 – Housing Stock – Number of Units in Structure (2020)



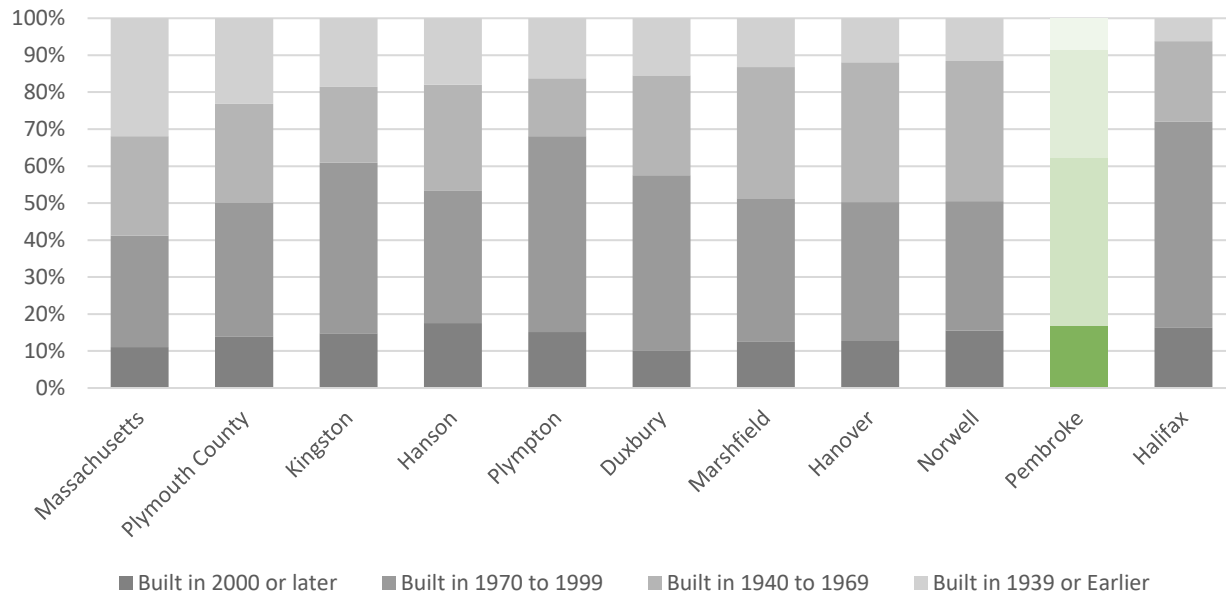
Source: 2020 American Community Survey 5-Year Estimates

In 2021, among Pembroke’s total housing units, there was a vacancy rate of 1%, a total of 80 vacant housing units. Pembroke’s vacancy rate is significantly lower than that of the County (8%) and the State (9%). Pembroke’s low vacancy rate for housing units suggests there is a strong demand for housing in the Town. This low vacancy also could indicate a “lock-in” effect in the Town’s housing market, where current homeowners are reluctant to sell amid rising mortgage rates and have a low interest rate locked in.

As shown in **Figure 2.3**, Pembroke’s housing stock is relatively young, as approximately 76% was built after 1960, with 60% percent of those units built from 1980 to 2000 or later. Housing development since 2000 in Pembroke (17%) exceeds that of the County (14%), the State (11%), and all surrounding towns, with the exception of Hanson (18%).

Housing

Figure 2.3 – Regional Housing Stock – Year of Construction (2020)



Source: 2020 American Community Survey 5-Year Estimates

Development Constraints

Pembroke’s housing market is not constrained by demand. The Town’s HPP noted an increase in the number of housing units in the Town from 2000 to 2016 and projected additional demand leading up to 2030. According to PPS, the District’s schools have considerable capacity and space and are not expected to constrain development. However, while there is a healthy demand for housing in Pembroke, the market is constrained by the limited availability and affordability of housing units and challenges for new housing development.

Infrastructure

Pembroke does not have a municipal wastewater system, requiring property owners to rely on private septic systems and the Town to have sizeable minimum lot size requirements. These infrastructure issues pose challenges for housing development on smaller lots and lots on or near wetlands. Much of the Town’s public infrastructure, including utilities, roadways, and buildings, needs maintenance and critical updates. During public engagement, community members noted concern for slowing future development until public facilities have sufficient capacity to support additional housing.

A town’s transportation infrastructure also shapes where residents live and how residents access employment and can impact total overall housing costs. Pembroke is an auto-dependent community, lacking robust public transportation options, constraining mobility for residents without a car. A notable portion of the Town’s population lives in Pembroke and commutes to Boston for work. For residents with a car, North Pembroke’s Residential and Residential-Commercial districts are sought after due to their proximity to Route 3. Transportation options for residents without a car are more limited. Pembroke’s Bryantville neighborhood is within five miles of the Hanson and Halifax MBTA commuter rail stations,

but the availability of parking is critical for commuters with vehicles. The Greater Attleboro-Taunton Regional Transit Authority (GATRA) offers shuttle services to MTBA stations that provide Commuter Rail service to Boston. There is potential to expand public awareness regarding GATRA's local services and to grow their utilization among Pembroke residents.

Environmental Conditions

Environmental constraints exist for new housing construction in Pembroke, including protected open space, wetlands, and floodplains. Pembroke has 1,650 acres of permanently protected open space, 830 acres of other open space, and is located within the South Coastal Watershed, one of the 27 major watersheds in Massachusetts. The hydrology of the landscape impacts the cost of new construction and requires infill for building above the water table.

The Town's lack of developable land is an additional constraint for new construction. A significant amount of land in the Town is constrained between roads. Available land is costly and typically consists of smaller parcels but nothing of scale.

Preserving the Town's Character

One goal of the 2004 CDP was to maintain four key elements that residents liked about Pembroke per the citizen's survey of 2001, including the community's character. Public engagement for the 2023 Master Plan reaffirmed the community's support for this element. Community members noted their desire to maintain the Town's character, including the prevalence of low-density, small-scale residential development. Public input reflected a lack of support for constructing large, multifamily dwellings in favor of smaller dwelling units and affordable mixed-use commercial and multifamily development.

Regulatory Constraints

Zoning and land use regulations limit what housing types can be built where in the Town. Pembroke is zoned largely for residential use, with commercial uses clustered along key roadway networks. However, there are minimal provisions for the development of multifamily housing included in Pembroke's zoning bylaws.

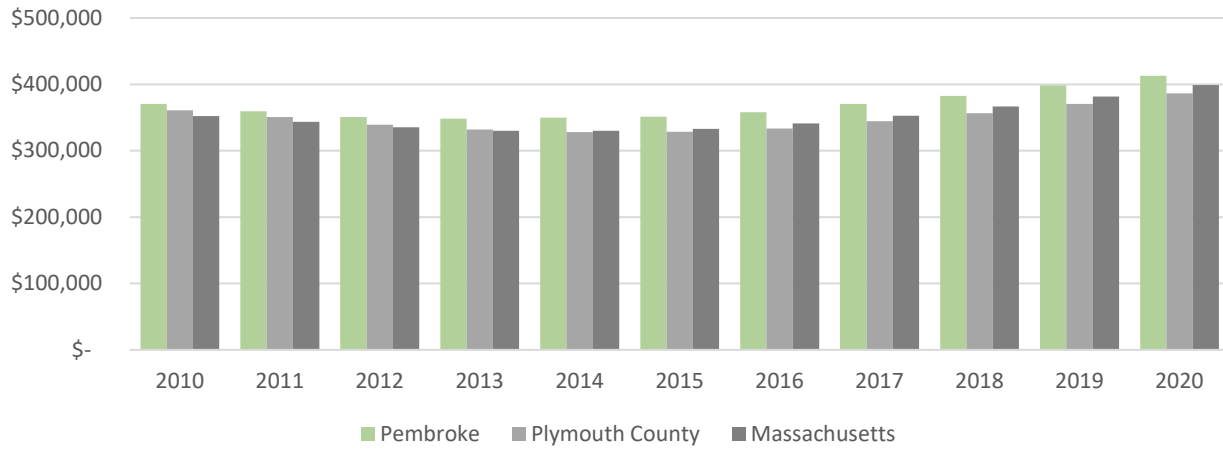
Multifamily housing is only allowed in the Residential-Commercial District with a special permit and under M.G.L. Chapter 40B. The Town is currently amending its bylaws to comply with the multifamily zoning requirements for MBTA Communities, pending EOHLC review. This amendment includes modifications to bylaw provisions within the Town's Industrial A and Industrial B districts. While multifamily development is currently allowed in these districts with a special permit, this amendment will allow this use as a matter of right.

Two forms of Accessory Dwelling Units (ADUs) are allowed with specific criteria in Pembroke's zoning bylaws, including in-law apartments and affordable accessory apartments. In-law apartments are allowed via a special permit in Residence District A, provided the ADU is attached to a single-family house and is occupied by a family member. Affordable accessory apartments are also allowed via special permit in Residence District A and can only be rented to low-income individuals.

Housing Values and Costs

As shown in **Figure 2.4**, over the past decade, the median home value in Pembroke has been consistently higher than that of the County and the State. While remaining higher than the County and State, the median home value in Pembroke dipped from 2010 to 2013 but has risen 19% since 2013.

Figure 2.4 – Median Home Value (2010-2020)



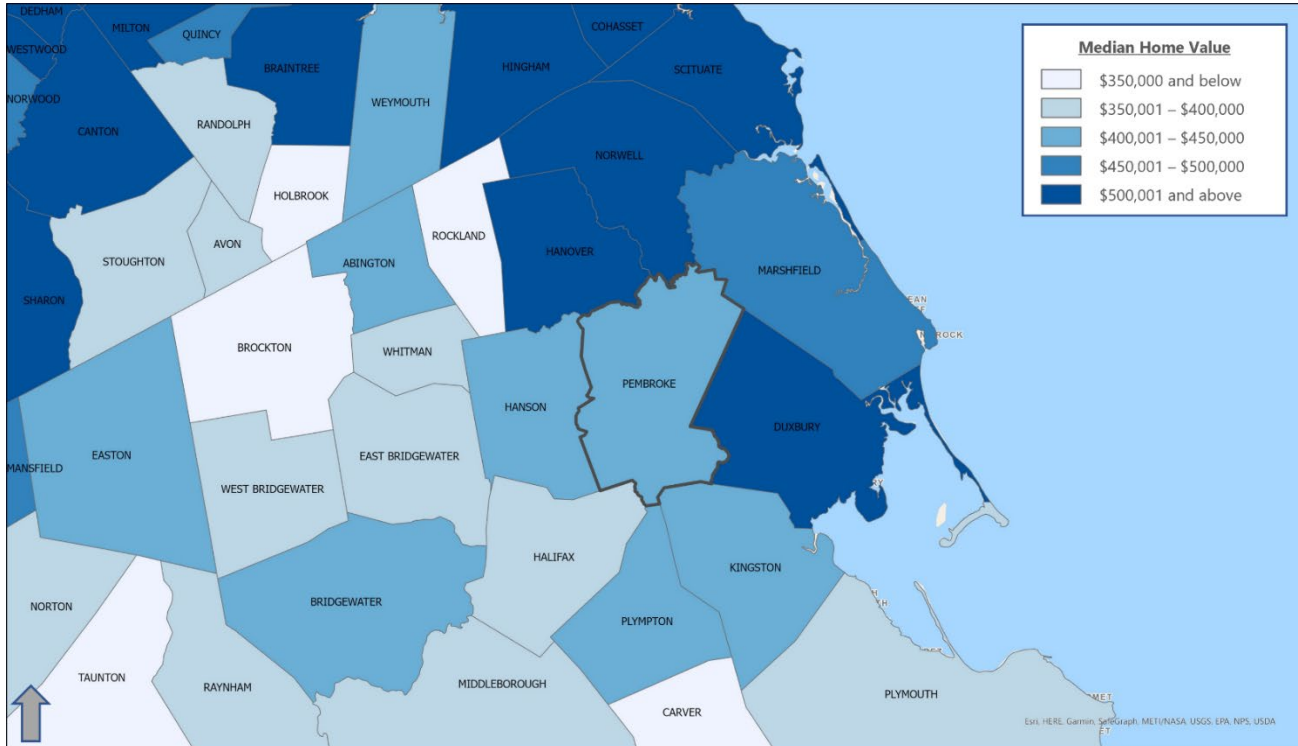
Source: 2010-2020 American Community Survey 5-Year Estimates

As shown in **Figure 2.5**, in 2021, Pembroke was part of a cluster of towns along the east coast of Plymouth County with high median home values, ranging from \$400,001 to \$500,001 and above.

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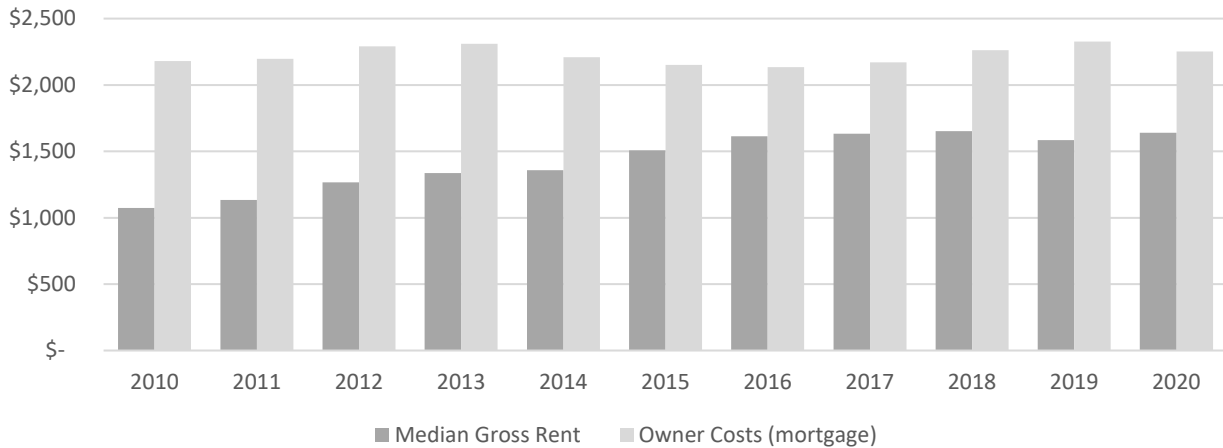
Housing

Figure 2.5 – Regional Median Home Values



The higher housing costs are, the less households spend on other essentials of living and circulate within the local economy. Pembroke’s median monthly housing costs for owners with a mortgage have been higher than those of the County and State for most of the past decade. **Figure 2.6** depicts Pembroke’s median monthly housing costs by household type in Pembroke from 2010 to 2020.

Figure 2.6 – Pembroke Median Monthly Housing Costs (2010-2020)



Source: 2010-2020 American Community Survey 5-Year Estimates

As with owners with a mortgage, Pembroke’s median monthly housing costs for renters have exceeded that of the County and State over the past decade. The median monthly housing costs for renters in Pembroke was \$1,641 in 2020, compared to \$1,324 at the County level and \$1,336 at the State level. Median monthly housing costs for renters in Pembroke grew by 53% in Pembroke from 2010 to 2020, as compared to 3% for owners with a mortgage.

Cost Burden

The U.S. Department of Housing and Urban Development’s (HUD) definition of cost burden holds that a household is cost-burdened if housing costs exceed 30% of the household income and is severely cost-burdened if housing costs exceed 50% of the household income. This definition can be used to frame data and understand affordable housing needs.

According to the Town’s HPP, in 2018, 1,435 owner-occupied households were cost-burdened, 590 of which were severely cost-burdened, 345 renter-occupied households were cost-burdened, and 105 were severely cost-burdened.

Property Taxes

In fiscal year (FY) 2022, Pembroke’s property tax rate was \$14.15. Although the Town’s residential property tax rate has remained relatively stable over the past decade, land uses in Pembroke subscribed heavily to residential and open space uses, with slower growth of commercial and industrial uses. With these shifting land uses, the Town’s tax revenue is also weighing more heavily on residents and less on commercial businesses. As shown in **Table 2.2**, Pembroke’s property tax rate is relatively low compared with surrounding towns, but still higher than Marshfield, and Duxbury.

Table 2.2 – Regional Tax Rates (FY2023)

Town	Property Tax Rate
Pembroke	\$12.72
Duxbury	\$10.69
Kingston	\$13.36
Plympton	\$15.05
Halifax	\$14.88
Hanson	\$14.18
Hanover	\$13.48
Norwell	\$15.29
Marshfield	\$11.32

Source: 2020 American Community Survey 5-Year Estimates

High residential property taxes add financial strain to households across demographic groups and pose challenges to seniors aging in place. Although renters do not pay taxes directly, rental unit owners are forced to incorporate their tax expenses in monthly rental

fees. Balance is needed between a Town's residential and commercial tax bases to support healthy economic growth and provide relief for the additional cost burden on homeowners. Pembroke has a significant prevalence of residential and open space uses but requires further commercial and industrial growth to support a healthy balance of land uses and a diverse tax base.

Affordable Housing

A Town's SHI is an inventory of housing units that are affordable to households who earn no more than 80% of the AMI. As of August 2023, Pembroke's SHI represents approximately 10% of its total inventory. The Mattakeesett Village 40B Project, currently under review, would include 17 affordable units. As a rental project, the Town would receive 66 SHI credits for this project, which may increase Pembroke's SHI to over 10%, exceeding the measure that EOHLC encourages through M.G.L. Chapter 40B.

As noted in the OCPC's Comprehensive Economic Development Strategy for 2020 through 2025, there is a crisis of housing affordability locally and in the greater region.⁹ In addition to rising home values in Pembroke, there has been increased competition for housing and outbidding due to migration of people of cities and into suburban areas during the COVID-19 pandemic. Housing unaffordability and a lack of supportive resources pose barriers to homeownership and building generational wealth, leading to competition between competing demographics, including seniors, first-time homebuyers, low-income households, and people who grew up in the Town but cannot afford to stay.

Workforce Housing

Pembroke lacks a sufficient supply of workforce housing. The Urban Land Institute (ULI) defines Workforce Housing as housing that is affordable to households earning between 60 and 120% of the AMI. Workforce housing targets middle-income workers, including professions such as police officers, firefighters, teachers, health care workers, and retail clerks. It is beneficial to Towns to have municipal employees live in the same communities they work in, as they are invested in how the Town is managed.

Households needing workforce housing may not always qualify for housing subsidized by the Low-Income Housing Tax Credit (LIHTC) program or the Housing Choice Vouchers program (formerly known as Section 8), two major programs in place for addressing affordable housing needs.

Senior Housing

Age groups 65 years and older are projected to double in absolute numbers regionally by 2030 and reach 24% of the region by 2035. It is important for towns to have a diverse inventory of housing to support senior housing needs and locational preferences. Different age groups in the 55 years and over demographic may prefer to live in different places. Some seniors may want to live near the Town Center with easy access to nearby goods and services, while others may want to age in place, close to family, friends, or places of worship.

⁹ Old Colony Planning Council. (2020). Comprehensive Economic Development Strategy (CEDS) 2020-2025. [COMPREHENSIVE eCONOMIC dEVELOPMENT sTRATEGY \(oldcolonyplanning.org\)](https://www.oldcolonyplanning.org/COMPREHENSIVE_eCONOMIC_dEVELOPMENT_sTRATEGY)

Across locational preferences, senior housing may include one-level or accessible living or ADUs that caretakers may reside in.

Regarding different housing types, 21% of respondents to the 2023 Master Plan public survey ranked ADUs as “very important” in fulfilling the Town’s housing needs.

The Mattakesett Village 40B Project, currently under review, proposes the development of 66 new age-restricted units.

Goals and Recommended Actions

Goal 2-1: Update the Town’s Housing Production Plan (2018), which expires in 2023, to guide future housing development and inform future land use planning and zoning regulations.

- ▶ **Action 2-1.1:** Conduct a comprehensive housing needs assessment to understand gaps in the Town’s existing inventory and unmet demand in the local housing market.
- ▶ **Action 2-1.2:** Establish housing production goals and strategies for the next five years, including roles and responsibilities for addressing the Town’s needs.

Goal 2-2: Provide adequate affordable and accessible housing for young families and individuals.

- ▶ **Action 2-2.1:** Expand the Town’s outreach to provide support and resources for younger homebuyers and renters looking to enter Pembroke’s housing market.
- ▶ **Action 2-2.2:** Review land use regulations to identify and resolve barriers to creating smaller homes on smaller lots, addressing the strong demand for smaller units, and reflecting the needs of the increasing population of smaller households (e.g., individuals, couples, and small families).
- ▶ **Action 2-2.3:** Establish an Affordable Housing Trust that can directly facilitate the development of affordable units. Market rate housing developers could be required to contribute to an affordable housing fund, managed by the Trust, in lieu of building affordable units themselves.

Goal 2-3: Provide adequate housing for the Town’s senior population, allowing Pembroke residents to age in place, with a focus on access to Town amenities and services.

- ▶ **Action 2-3.1:** Improve walkability in the Town Center, prioritizing connections between senior housing, amenities, and Town facilities.
- ▶ **Action 2-3.2:** Adopt flexible zoning standards supporting broader use of ADUs, expanding the Town’s SHI, and supporting seniors aging in place.

Goal 2-4: Plan strategic investments in the Town's infrastructure to facilitate residential growth and diversification in targeted locations.

- ▶ **Action 2-4.1:** Assess the Town's water system capacity to guide the density and location of future housing development.
- ▶ **Action 2-4.2:** Address roadway maintenance needs, improving safety and efficiency for all roadway users, focusing on corridors providing access to the Town Center and residential neighborhoods.

Goal 2-5: Align residential and commercial development goals and strategies to diversify the Town's tax revenue.

- ▶ **Action 2-5.1:** Plan for commercial growth in line with pre-existing development patterns to preserve the density and character of residential neighborhoods.
- ▶ **Action 2-5.2:** Grow the Town's commercial inventory to reduce the tax burden on residents.
- ▶ **Action 2-5.3:** Increase the Town's supply of workforce housing to support commercial growth in the Town and attract new employers.

DRAFT MASTER PLAN



03

ECONOMIC DEVELOPMENT

Economic Development

Introduction

Pembroke's business landscape, similar to those of other suburban and rural communities in the South Shore region, is smaller and less complex than those of more densely developed towns and cities like Plymouth, Brockton, and Randolph. Nevertheless, Pembroke is home to hundreds of businesses employing thousands of people. Pembroke must be sure to safeguard precious natural resources, while inviting economic development that generates more jobs, boosts tax revenue, and offers much-needed amenities for locals and visitors alike.

The Economic Development Chapter provides an overview of Pembroke's regional and local economy and explores prospects for promoting sustainable economic development. This chapter relies on data derived from the U.S. Census, CoStar, and Esri.

Planning Context

Planning for economic development takes place at the local, regional, state, and federal levels, with stakeholders at all levels playing a role. In Pembroke, key local players include:

- ▶ Planning Board
- ▶ Zoning Board of Appeals, and
- ▶ Community Preservation Committee.

Pembroke does not have an Office of Economic Development, an Economic Development Committee, or an Economic Development and Industrial Corporation (EDIC).

In addition to entities at the local level, the following regional and state agencies may also have an impact on economic development in Pembroke:

- ▶ Old Colony Planning Council (OCPC)
- ▶ Massachusetts Executive Office of Housing and Livable Communities (EOHLC)
- ▶ MassDevelopment
- ▶ Massachusetts Economic Assistance Coordinating Council (EACC)
- ▶ Massachusetts Office of Business Development

The 2004 Community Development Plan (CDP) represents the last time that Pembroke undertook a planning effort focused explicitly on economic development strategies. Many of the goals articulated at that time remain unfulfilled, and many have grown either more or less important.

In 2018, the Old Colony Planning Council released the Comprehensive Economic Development Strategy (CEDS), identifying regional economic conditions and specifying regional goals.

The following sections provide high-level summaries of these two documents.

Community Development Plan (2004)

Overview

The 2004 CDP provided a snapshot of Pembroke's economic conditions at the turn of the century. This plan highlighted Pembroke's strengths, which included a well-educated workforce and many households with a relatively high level of income. It also indicated that the number of jobs in the Town had increased significantly in the preceding decade, growing by 38% from 1990 to 2000, with job growth across all employment sectors (including manufacturing).

Needs Assessment

The 2004 CDP identified the need to continue attracting more businesses to Pembroke, strengthening the commercial tax base, and creating more local jobs. At the time, 16% of the Town's tax revenue came from commercial or industrial properties, with most of the tax burden falling on the Town's residential taxpayers. This burden on residential taxpayers was regarded as problematic: "The main reason to seek economic development is to increase the non-residential tax base." There was a call to entice more commercial and mixed-use development to the area.

- ▶ **Update (2023):** Non-residential tax revenue, as a percentage of total tax revenue, has decreased significantly since 2004. In the most recent year, it only represented 11% of the total tax base. This representation is partially due to the increasing value of residential properties, but it also highlights anemic growth in commercial inventory.

Goals: Large Businesses

The 2004 CDP indicated that the Town should encourage more large businesses to take root in the Route 139 / Route 3 cluster of commercial and industrial properties and the Route 53 Corridor. The Plan identified several potential strategies to accomplish this,

including setting up an Economic Development and Industrial Corporation (EDIC), strengthening relationships with state agencies like MassDevelopment, enticing land sales through incentive zoning, and increasing access to utilities (e.g., introducing a sewer system in the Route 139 / Route 3 district).

- **Update (2023):** Generally speaking, the Town has seen significant gains relative to the goal of attracting business development in the Route 139/Route 3 district. Since 2004, new development in this district has included 314,028 SF of multifamily residential space, 167,609 SF of retail space, 154,700 SF of flex space, 44,400 SF of office space, and 12,000 SF of industrial space.¹⁰ However, the Town has not yet established an EDIC, engaged with MassDevelopment on a project basis, significantly altered zoning, or introduced any sewerage. However, public sentiment may have shifted since 2004.

In 2023, Master Plan public survey respondents indicated little support for "large format retail" or "heavy industrial" developments. Regarding what type of future economic development respondents felt was most needed in Pembroke, 9% of respondents selected "large format retail," and 3% selected "heavy industrial."

Goals: Small Businesses

The 2004 CDP also indicated a need for additional small businesses in more local districts like the Town Center and Bryantville. The Plan gave special attention to the Town Center, described as "attractive but very diffuse." The community identified the need for a supermarket, a health club/gym, and a medical / healthcare facility. Around that time, the Town had recently rezoned the Town Center district (the Center Protection District), which allowed for mixed-use, dense development. The 2004 CDP calls for further action, seeking adjustments to the zoning that would eliminate requirements for significant front-yard and side-yard setbacks and support enhanced pedestrian and bicycle infrastructure in the Town Center.

- **Update (2023):** The community still communicates a strong need for small businesses. However, future planning requires further investigation regarding public sentiment regarding the desired "look and feel" of the Town Center. Some residents have voiced support for a more walkable, mixed-use character, while others have advocated for a more suburban experience.

Survey respondents in 2023 overwhelmingly voiced support for more "small retail" and "restaurants in Town."

Goals: Leadership

Additionally, the 2004 CDP called for a more formal and intentional approach to managing economic development efforts "under a local body responsible for attracting/retaining business and increasing employment opportunities."

- **Update (2023):** The Town has not made significant progress regarding this goal. It is assumed that this goal should be carried forward and re-established in the new Master Plan.

¹⁰ CoStar. (2023). CoStar All Properties Search. <https://product.costar.com/search/all-properties/>

Comprehensive Economic Development Strategy (2020-2025)

Overview

Published by Old Colony Planning Council in April 2020, the CEDS is the region's blueprint for growth that seeks to coordinate land development, infrastructure, economic development, and open space. The OCPC region comprises 17 municipalities and has a population of almost 400,000. The population is growing, particularly in developing suburbs like Plymouth and Abington.

The 2020 Report indicated a crisis of affordable housing affecting the entire region, with rising housing costs and notably low vacancy rates, negatively impacting the region's appeal for industrial and commercial developers. The report also speaks to the decline of manufacturing and agriculture. On a positive note, the report highlights a robust network of small businesses throughout the region. Over 2/3 of the businesses in the region have 10 employees or fewer, and there is potential to greater support these businesses.

Goals

The CEDS Report identified several goals to strengthen economic development prospects throughout the region, including the following:

1. Invest in infrastructure and amenities that create regional economic competitiveness, thereby attracting and retaining successful businesses, a talented workforce, and consequently, wealth.
 2. Provide great locations for businesses to succeed; particularly those industries that export products or services beyond the metropolitan area and bring revenue into the region.
 3. Provide education and training to strengthen the local workforce, and thereby enhance the region's appeal for large businesses.
 4. Make improvements to infrastructure, including transportation infrastructure, and utilities like sewers and wastewater treatment facilities.
 5. Foster a positive business climate regionally and statewide; encourage openness and strengthen partnerships.
 6. Address housing affordability by encouraging dense residential development in strategic locations.
- **Update (2023):** Pembroke is just one municipality among 17 in the Old Colony Planning Council. The goals listed above target the regional level. However, some of these goals have potential applications at the local level. It is interesting to note Pembroke's position relative to the other municipalities. From an economic development perspective, it's notable that Pembroke is not home to any of the region's most visible lifestyle amenities. It has no coastline, state parks, universities, or research hubs. It has no professional sports stadiums. At the same time, Pembroke is rich in history and incredible open space resources, including ponds and parks. These assets have the potential to be better highlighted and celebrated to enhance the Town's appeal for new businesses and visitors who can support local businesses.

Baseline Conditions

Regional Trends

Pembroke is located in the OCPC region and, more broadly, within the South Shore. As part of the South Shore, Pembroke is on the periphery of metropolitan Boston and yet located close enough that many of the Town's residents commute to work in the metro core and surrounding economic hubs, such as the Route 128 Corridor.

According to the OCPC CEDS Report (2020), the regional workforce of the South Shore engages across all industries, with Health Care and Social Assistance as the most represented industry – almost one-fifth of all employed people in the region work in this industry. This trend is reflected in Pembroke, where one of the Town's largest employers is Pembroke Hospital, a behavioral health facility.

The region also shows substantial employment in Retail, Accommodation and Food Services, Educational Services, and Construction.

Local Trends

Population

Pembroke first experienced rapid population growth during the middle of the 20th century, when the baby boom fueled rapid growth rates nationwide, and city dwellers began migrating outward to suburban communities *en masse*. The population grew from approximately 2,500 in 1950 to over 11,000 by 1970. Rapid growth continued throughout the century, increasing to almost 17,000 people by 2000.

Since the turn of the century, population growth continued, albeit slower. Between 2000 and 2023, population growth was approximately 0.4% annually, on average. The 2023 population is approximately 18,400 people.

According to the OCPC CEDS Report (2020), it is anticipated that the population will continue to increase in the coming decades.

The demographic makeup of Pembroke's population is also changing. Reflecting a change prevalent throughout the state, the community is "graying" – with an increasing share of the population represented by older, non-working adults. In fact, from 2010 to 2020, the percentage of the population over 65 years increased from 10% to 16%. Pembroke's senior population grew at a significantly higher rate of change than Plymouth County and statewide averages. The impact of this shift is that Pembroke's workforce has gotten smaller, and it will continue to do so in the coming decades. At the same time, the increasing need for senior support services and lifestyle amenities will provide new opportunities for business expansion and new jobs in the Town.

As Pembroke's population of older adults expands, the number of residents under 18 is decreasing. This age cohort represented only 21% of Pembroke's total population as of the 2020 census – down 6% from the 2010 census. This shift is apparent in reduced enrollments in Pembroke's schools, which presents financial challenges for the school system.

Pembroke's new Master Plan will consider the need to attract more young families to reside in Town by encouraging job growth, diversifying housing options, improving commercial districts, and boosting local open space amenities.

Educational Attainment

Pembroke's population is well-educated. Approximately 40% of adults 25 years and over in Pembroke have a bachelor's degree or higher. Another 31% have taken some college courses or have an associate degree.

All told, 98% of the Town's residents have graduated from high school, a rate that is significantly higher than the statewide average. Given these statistics, the Town has a capable workforce well-suited for growing industries like Healthcare and Social Assistance, Professional, Scientific, Technical Services, and Education Services. The Town should enhance outreach efforts to commercial developers who can establish new job centers in Pembroke, located in the commercial hubs on Route 3, Route 139, and Route 54. However, the Town currently lacks opportunities for vocational-technical education, limiting the Town's workforce development in skilled trades, applied sciences, and technology. The Town should expand access to vocational technical training through strategic partnerships.

Household Income

In Pembroke, the median household income was high at \$130,015 in 2021, 45% higher than the statewide median household income. For context, many nearby communities have lower median household incomes, including Marshfield, Scituate, Kingston, Plympton, Halifax, and Hanson. Almost 37% of households in Pembroke earn at least \$150,000 annually, and 20% earn at least \$200,000.

Whereas the poverty rate in Massachusetts was almost 10% in 2020, the poverty rate in Pembroke was less than 3% that year.

It is important to consider household income in the Town's economic development strategy for several reasons:

- ▶ **Economic Growth:** Household income is a key indicator of the overall economic well-being of a community. Higher household incomes generally indicate higher levels of consumer spending, which can stimulate economic growth and create job opportunities.
- ▶ **Workforce Development:** Household income levels can impact the availability and quality of the local workforce. Higher incomes can attract and retain skilled workers, crucial for attracting businesses and fostering innovation.
- ▶ **Tax Revenue:** Higher household incomes can lead to increased tax revenue for local governments, which can be reinvested in public services and infrastructure, further supporting economic development.

Overall, considering household income in economic development strategies helps ensure that growth is inclusive and sustainable, benefiting the entire community. While Pembroke is a relatively high-income community, the community should provide support resources for low-income households, including measures that support housing affordability (See the Housing Chapter for more on housing affordability).

Employment

Data from the past 15 years shows that employment in Pembroke is shifting from services and sales occupations to management, business, science, and the arts. The share of Pembroke residents working in these industries grew from 40% in 2010 to 51% by 2020. Over the same period, the percentage of Pembroke residents working in sales, office, or service occupations decreased significantly from 43% to 31%.

This decrease underscores the need for training and education that prepares people for more specialized and technical occupations. At the same time, Pembroke must provide support resources for people who work in retail, construction, and manufacturing, all of which are well-represented among the working population.

For instance, the Town can help foster a more robust ecosystem of locally owned businesses, hosting network events and encouraging partnerships, training programs, shared workspaces, maker spaces, and business incubation hubs.

Commuting

The number of people who commute out of Pembroke to go to work (9,091 in 2019) is larger than the combined number of people who commute into Pembroke to go to work (6,020) and people who both live and work in Pembroke (974). Pembroke is a bedroom community, so commuting is an essential concern.

Among the employed residents of Pembroke, 83% commuted to work alone via car, truck, or van in 2020, while 12% worked from home. Notably, even though commuter rail stations are within a short drive from Pembroke, only 4% of employed residents took public transportation to work in 2020.

As a largely vehicle-dependent community, Pembroke must maintain safe, attractive roadways. To mitigate this pressure, Pembroke should also continue investing in more non-vehicular modes of travel, including sidewalks for short trips and bicycle lanes for short and long trips (See the **Transportation Chapter** for more on multimodal transportation).

Local Businesses

In 2022, there were approximately 800 businesses in Pembroke, including small and large businesses, employing about 7,000 people (14% of whom are Pembroke residents).¹¹

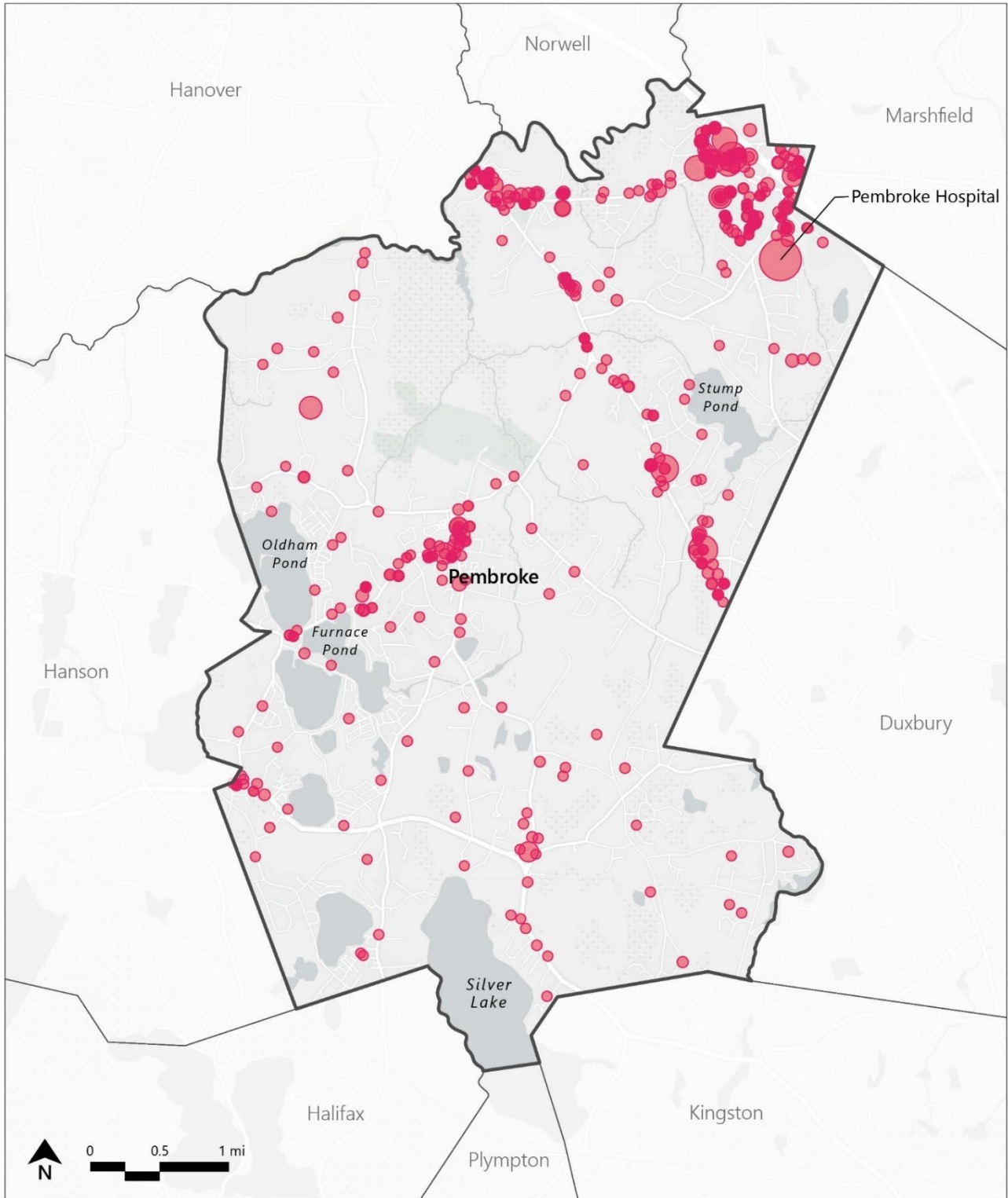
As of 2022, the three largest employers were all large-format retail businesses (Lowe's, Kohl's, and Stop & Shop) located near the intersection of Route 9 and Route 139. Large stores like these bring in spending from outside, create jobs, and generate significant tax revenues.

As depicted in **Figure 3.1**, most businesses in Pembroke are small, employing less than 10 people apiece. While not all of these businesses have storefronts, many are located within the large business cluster along Route 3 and 139, but also along Route 54, Town Center, and Bryantville neighborhood. Community members have expressed interest in growing the Town's community of unplugged businesses (e.g., farmers markets) and small businesses.

¹¹ Data Axle (2022). Esri Business Summary. [Data set]. Esri.

In addition to supporting smaller businesses, the community should continue exploring avenues for bringing in more large employers in retail or other business categories. Increasing the Town's share of large businesses would relieve pressure on residential taxpayers and generate local capital for investments in local infrastructure and amenities. Future planning should assess Pembroke's three business parks Corporate Park (80 acres), Pembroke Business Center (118 acres), and North River Commerce Center (34 acres) for new development potential.

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Source: MassGIS, Esri Business Analyst



-  Business - 2 employees
-  Business - 250 employees

Figure 3.1
Businesses and Employment

**Pembroke Master Plan
Pembroke, Massachusetts**

Commercial Tax Base

Pembroke's commercial inventory, including office, retail, and flex properties, comprises 2.5 million square feet of rentable building area (RBA).¹² According to CoStar, the Town's commercial inventory has grown 4% over the past decade, adding 84,086 square feet of RBA from 2010 to 2020. Over this same period, Pembroke's saw a higher percentage of increase in its commercial inventory than the surrounding towns of Kingston, Plympton, Halifax, Hanson, Hanover, Norwell, and Marshfield.

Commercial property taxes are lower in Pembroke than in its bordering coastal communities, with the benefit of proximity to the coast. However, licensing fees are higher in Pembroke, posing challenges to establishing new businesses. The Town's lack of a robust brand also hinders the Town's market demographic, with the potential to increase tourism and visitation to local businesses to compete with bordering coastal communities. While consumers come from surrounding towns to visit Pembroke's larger commercial areas, many businesses, such as Stop & Shop, are not unique to Pembroke. The Town can leverage its unique natural and cultural resources, including its trails, water bodies, and historic sites, as a draw for regional populations. Recreational events, including sports tournaments, could also increase visitation to the Town's natural and recreational assets and increase foot traffic to nearby businesses.

Goals and Recommended Actions

Goal 3-1: Promote development that boosts the tax base and increases the availability of jobs.

- ▶ **Action 3-1.1:** Create zoning provisions that incentivize economic development across the Town's market sectors, including larger commercial development, small businesses, and industrial development to support a diverse commercial tax base.
- ▶ **Action 3-1.2:** Consider the use of Tax Increment Financing (TIF) districts to promote development in the Town's commercial districts and to facilitate value capture where desirable.
- ▶ **Action 3-1.3:** Consider the use of Chapter 40R Smart Growth Zoning Overlays to encourage the development of dense, mixed-use smart growth districts.
- ▶ **Action 3-1.4:** Revisit potential for Town Meeting and/or Select Board endorsement of allowing dispensaries into town along with associated tax revenues.

¹² CoStar. (2023). Pembroke Analytic Summary. CoStar. [CoStar](#)

Goal 3-2: Support Pembroke’s workforce and opportunities for career development by exploring partnerships between public and private entities, including Pembroke Public Schools, local businesses, and regional institutions.

- ▶ **Action 3-2.1:** Identify ways to increase support for Pembroke-based businesses working in the growing industries of Medical and Social Assistance, catering to the unique needs of Pembroke’s increasing senior population.
- ▶ **Action 3-2.2:** Expand access to vocational-technical education to grow the pipeline of Pembroke’s workforce, through strategic partnership opportunities with the South Shore Regional Vocational Technical School.
- ▶ **Action 3-2.3:** Consider options for providing vocational educational facilities within Pembroke.

Goal 3-3: Encourage younger people and families to move to Pembroke.

- ▶ **Action 3-3.1:** Solicit feedback from Pembroke’s current younger residents to understand more about what attracts them to live here.
- ▶ **Action 3-3.2:** Focus on the types of economic activities that are important to younger populations, such as physical recreation, microbreweries, cafes, dining, arts, culture, and education.

Goal 3-4: Strengthen the culture of collaboration and mutual support among Pembroke’s network of local businesses.

- ▶ **Action 3-4.1:** Improve the permitting and business licensing process in Pembroke, with attention given to best practices in the region.
- ▶ **Action 3-4.2:** Review and update the Town's "Opening a Business in Pembroke" guide, including an updated demographic profile and any changes regarding new businesses' permitting and licensing processes.
- ▶ **Action 3-4.3:** Solicit direct input from the Chamber of Commerce regarding business development in Pembroke, including hosting social events around town.
- ▶ **Action 3-4.4:** Implement a "Sister City" Town Program with the Chamber of Commerce to coordinate regional business development strategies with the Plymouth, Marshfield, and South Shore chambers.

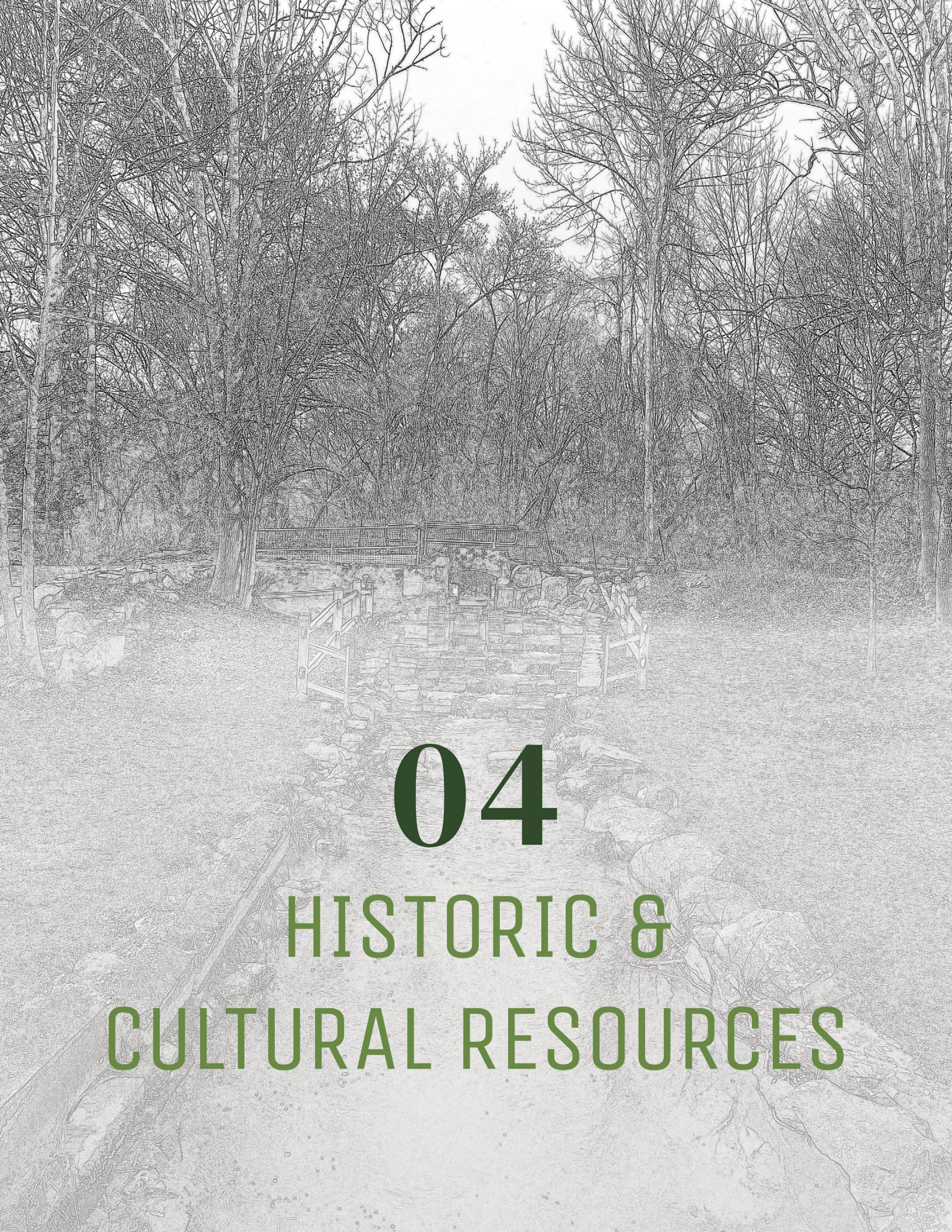
Goal 3-5: Continue to promote and manage tourism.

- ▶ **Action 3-5.1:** Consider implementing a non-resident pond sticker program to grow regional visitation and engagement with Pembroke's water bodies.
- ▶ **Action 3-5.2:** Hire a marketing firm to conduct a branding study and campaign to promote Pembroke's natural and cultural resources to current residents and help position the Town as a destination for families, businesses, and tourists.

Goal 3-6: Develop more sophisticated systems for leveraging and tracking grant opportunities and assets.

- ▶ **Action 3-6.1:** Develop an Annual Grant Report.
- ▶ **Action 3-6.2:** Investigate the potential of hiring a dedicated grant writer or establishing a committee.
- ▶ **Action 3-6.3:** Provide direction and guidance to CPC and Town Manager on CPA fund Priorities.
- ▶ **Action 3-6.4:** Create and implement a plan to increase stabilization account.

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04

HISTORIC & CULTURAL RESOURCES

Historic & Cultural Resources

Introduction

Historic and cultural resources often overlap in goals, audiences, events, and organizations. By considering these resources together as “heritage,” we create a stronger link between our environments and the communities that create and inhabit them.

The loss of a historic building represents a loss in cultural memory. Similarly, a failure to create cultural opportunities results in fewer traditions, stories, and artists that will define a community’s heritage in the future. Actively seeking to preserve and promote historic and cultural resources enhances the prominence and longevity of each individual resource.

Heritage also consists of less tangible resources or resources that are not part of the built environment, such as artifact and document collections, art displays, events associated with cultural and/or ethnic identity and heritage, and oral histories. These memory resources bridge the gap between physical historic places and modern users, making otherwise inanimate items relatable by adding “people” into “history.”

The Historic and Cultural Resources Chapter assesses the Town’s historic resources and cultural opportunities and identifies relevant stakeholders as well as state and regional partners and programs. Information within this Chapter was derived primarily from interviews with the Town’s historical and cultural stakeholders.

Planning Context

Community Development Plan (2004)

Pembroke’s 2004 Community Development Plan (CDP) contained the following action concerning cultural and historic resources under Open Space, Recreation, and Resource Protection:

- ▶ Goal 3: Preserve scenic and historic resources.
 - a. Pursue funding for open space acquisition and maintenance
 - b. Preserve/enhance areas which contribute to community or neighborhood character
 - c. Acquire continuing multiple-purpose resources such as the local revenues and state matching funds available through the Community Preservation Act (CPA).

Since the 2004 CDP, the Town has made strides towards accomplishing these actions. Examples include:

- ▶ Adoption of the CPA in 2006. Since its formation, Pembroke's Community Preservation Act Committee (CPAC) has approved over 60 such projects.
- ▶ Use of CPA funds for the preservation of, and archaeological investigation at, the Turner Property
- ▶ Restoration of the Friends Meetinghouse and listing in the National Register of Historic Places
- ▶ Structural and reuse studies of buildings such as the George Francis Hatch School
- ▶ Continued maintenance and improvements at Herring Run Park

Baseline Conditions

Pembroke's Historic and Cultural Resources

Local Historic Districts

Pembroke contains two Local Historic Districts (LHD) overseen by the Pembroke Historic District Commission (HDC):

- ▶ North Pembroke Local Historic District (designated in 1984)
- ▶ Pembroke Center Local Historic District (designated in 1990)

Within these LHDs, no building or structure can be constructed, demolished, moved, or altered in a way that "significantly affects exterior architectural features" of properties within the district.

The HDC is responsible for considering the following regarding buildings or structures within one of Pembroke's LHDs:

- ▶ Their general design, arrangement, and features
- ▶ The relationship of such features to similar features on buildings and/or structures in the surrounding area
- ▶ The "appropriateness of the size and shape" of new additions to existing buildings as they relate to the surrounding land and buildings

- ▶ The application of dimensional and setback requirements for new construction, as appropriate

Massachusetts Historical Commission Records and Inventory

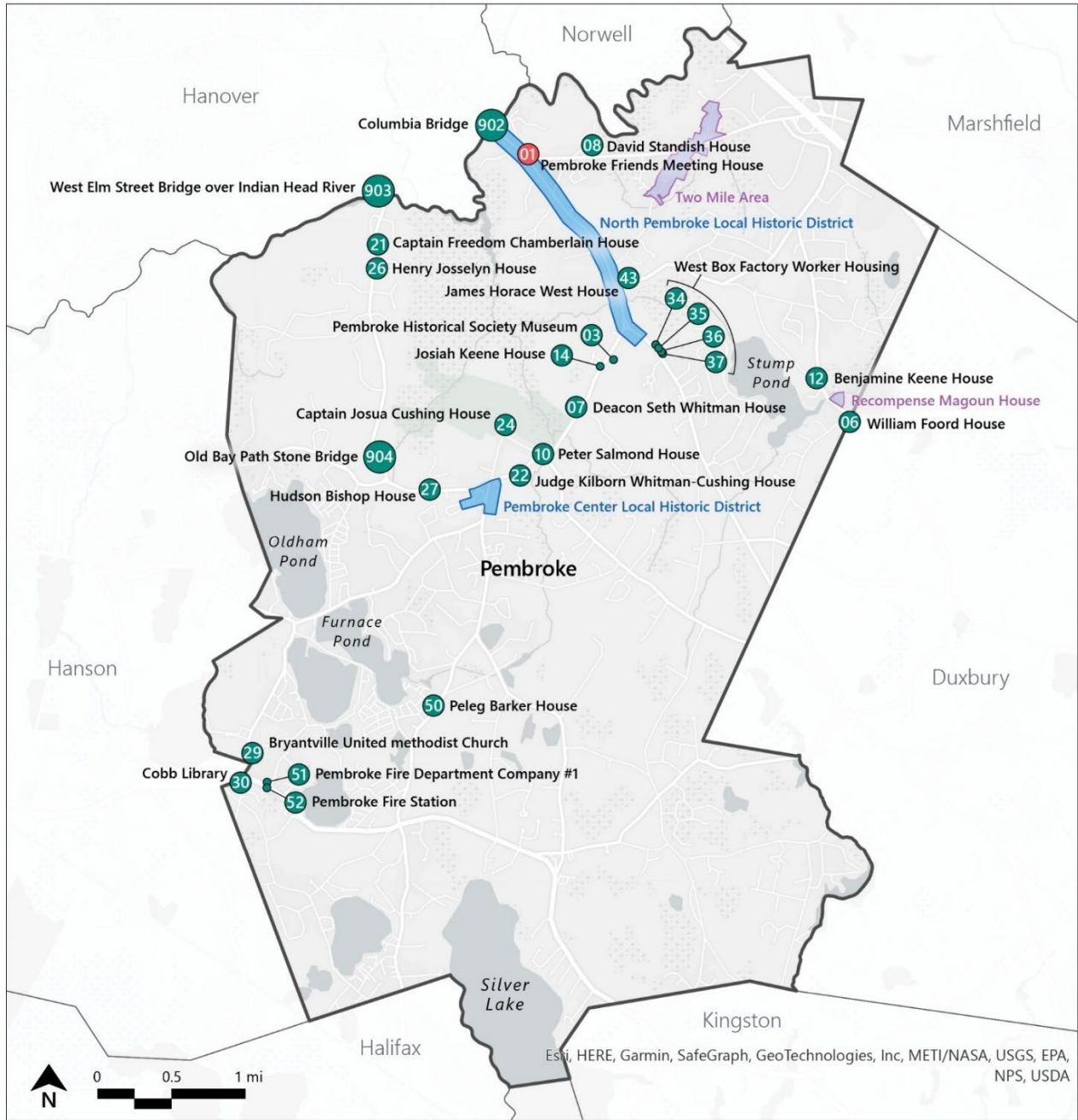
The Massachusetts Historical Commission (MHC) maintains a database of inventory forms for historic resources. These forms may be submitted by public entities or private citizens. Though these inventoried properties are of note, only a few are officially designated by listing them in National or State Registers of Historic Places, which is a long-term process.

Of the 66 inventoried resources in Pembroke, which were recorded either individually (62) or as part of a larger study of an entire neighborhood (four), only three have been officially designated:

- ▶ Friends Meetinghouse
- ▶ Pembroke Center Historic District (also LHD)
- ▶ North Pembroke Historic District (also LHD)

Figure 4.1 illustrates the geographic distribution of inventoried historic resources in Pembroke.

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- # National Register of Historic Places
- # Inventoried Property
- Inventoried Area
 - PEM.A [Two mile Area] includes 6 contributing resources
 - PEM.D [Recompense Magoun House] includes 5 contributing resources
- Local Historic District
 - PEM.B [North Pembroke Local Historic District] includes 16 contributing resources
 - PEM.C [Pembroke Center Local Historic District] includes 7 contributing resources

Figure 4.1
 Recorded Historic Resources

**Pembroke Master Plan
 Pembroke, Massachusetts**

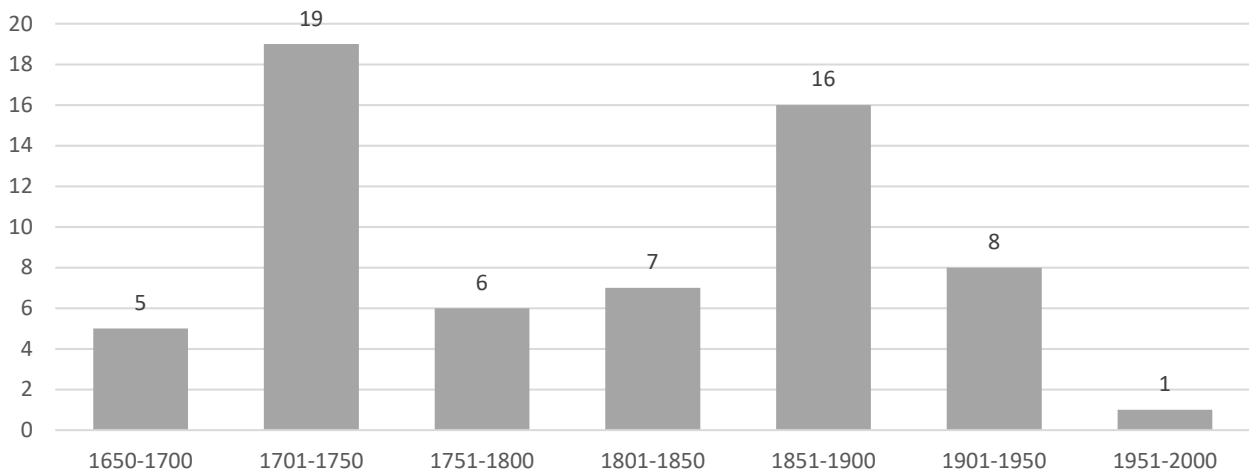
Inventory Patterns

Some of the key characteristics of Pembroke’s inventory resources are:

- ▶ Nearly two-thirds of the inventory forms were completed several years ago, 1980-1990.
- ▶ Pembroke Center and North Pembroke are relatively well-documented since they are local historic districts, while the Bryantville, Schoosett, and Oakland Square neighborhoods have comparatively little representation in the MHC inventory.
- ▶ The focus of previous inventory efforts was focused on the 18th and 19th centuries. Only nine inventoried properties were constructed after 1901, presenting a large opportunity for further documentation of Pembroke's 20th century resources.
- ▶ Since the inventory forms were completed, six properties have been demolished.

Figure 4.2 shows the distribution of Pembroke’s 62 inventoried properties by designated construction year, not including inventoried areas or local historic districts.

Figure 4.2 – Inventoried Resources by Designated Construction Year



Pembroke’s Scenic Roads

Between 1973 and 1977, seven roads within Pembroke were designated “Scenic Roads” at annual Town Meetings. Repair, maintenance, reconstruction, or paving work done along these roads are subject to approval by the Pembroke Planning Board and Tree Warden.

- ▶ Brick Kiln Lane
- ▶ Elm Street
- ▶ High Street
- ▶ Oldham Street
- ▶ Taylor Street
- ▶ Water Street
- ▶ West Elm Street

Pembroke's Historic and Cultural Entities and Events

Preserving, promoting, and celebrating Pembroke's heritage takes a whole community.

Regarding what makes Pembroke a great place to live, 28% of respondents to the 2023 Master Plan public survey selected "History/Historical features."

While the Plan can't include an exhaustive list of all the individuals and entities that actively engage with the Town's historic and cultural resources, below are some of the key stakeholders.

Pembroke Historical/Historic District Commission (M.G.L. Chapter 40 s. 8D)

The Pembroke Historical Commission is mandated to protect and preserve historic buildings, structures, properties, cemeteries, and archaeological sites in the Town.

- ▶ This Commission consists of seven Members and Associate Members.
- ▶ The Town's Zoning Ordinance allows the Commission to designate local landmarks/districts and identify locally significant historic properties.
 - The Commission also acts as the HDC with purview over these designated local historic districts and landmarks (Pembroke Center and North Pembroke).
- ▶ The Commission's responsibilities include reviewing site plans as needed.
- ▶ Advising other Town entities and departments on preservation-related issues.
- ▶ Serving as a consulting party for historic reviews through Section 106 of the National Historic Preservation Act (36 CFR 800) and State Register Review (M.G.L. Chapter 9, sections 26-27c, as amended by Chapter 254 of the Acts of 1988, (950 CMR 71)).
- ▶ Pembroke has a demolition delay ordinance (Article XXXI-A of Pembroke Town Bylaws), which allows the Commission to invoke a demolition delay on historically significant resources up to 90 days.

Pembroke Community Preservation Act Committee

As noted above, Pembroke adopted the CPA in 2006, placing a 1% surcharge on property taxes to fund recreational, community open space, historic preservation, and affordable housing projects. Since its formation, Pembroke's CPAC has approved over 60 such projects. Recent preservation-related projects funded include:

- ▶ \$50,000 to repair and restore the stone wall and landscape at the Friends Meetinghouse.
- ▶ \$35,000 to fund restoration of headstones and stone walls at the Mount Pleasant and Center Street cemeteries.
- ▶ \$15,000 to support a feasibility study on the possible re-use of the George Francis Hatch High School.

Pembroke Cultural Council

As the local council representative of the Massachusetts Cultural Council, the Pembroke Cultural Council administers and distributes grant funding for a variety of projects. Funding for the grant program is provided by the Massachusetts Cultural Council and Town appropriation.

Events and organizations funded by the Pembroke Cultural Council include:

- ▶ Pembroke Association for Performing Arts
- ▶ Pembroke Arts Festival
- ▶ Friends of the Pembroke Public Library
- ▶ Pembroke Public Library

Pembroke Historical Society

Housed in a museum building on Center Street comprised of two 19th century one-room schoolhouses joined together, the Pembroke Historical Society (PHS) is a robust, volunteer-led non-profit whose mission is to “preserve documents and artifacts of interest to the town of Pembroke.”¹³ In addition to an archive of Town records and memorabilia, PHS:

- ▶ Operates a public museum in the Bryantville Schoolhouse.
- ▶ Manages three other historic sites in town, open to the public on a recurring basis
- ▶ Hosts community events (see below)
- ▶ Collaborations with the Historic District Commission include the Pembroke Historic Transplant Program, a program begun in 2016 allowing for the salvage of architectural features from historic homes being demolished for reuse by others.

¹³ [Pembroke Historical Society - Home](#)



Photo 1: Adah F. Hall House (1685), Barker Street.

One of the oldest homes in Pembroke, built initially for Robert Barker Jr., a local sawmill owner and one of the first Quakers in the Town.

Photo courtesy of Pembroke Historical Society.



Photo 2: Friends Quaker Meetinghouse (ca. 1706), Route 139 and 53.

One of the oldest Quaker sites in the United States (1685), the Meetinghouse is still used by regional Quaker communities.

Photo courtesy of Pembroke Historical Society.



Photo 3: Pembroke Historical Society Museum Building, Center Street.

The Bryantville Schoolhouse (ca. 1847) was moved to the site in 1952, and the Cedar Swamp School (ca. 1871) was moved in 1968 and joined to the rear of the 1847 building.

Photo courtesy of Pembroke Historical Society.

Pembroke Public Library

The Pembroke Public Library's local history room includes several Town records, including town reports and yearbooks as well as records relating to the library's predecessor organizations.

Pembroke's Historic and Cultural Events

Pembroke boasts several events that promote or enhance its cultural identity. These events include, but are certainly not limited to:

- ▶ Grand Old Fish Fry – held annually each May for over 45 years;
- ▶ Pembroke Arts Festival – annually each August since 1968;
- ▶ Colonial Days – annual educational event for elementary school-aged residents hosted by the Pembroke Historical Society;
- ▶ Pembroke Celebrates – held annually since 2018;
- ▶ Bonfire Night – Held for the first time in October 2023, bringing 200 residents together at PHS' Adah Hall



Photo 4: In December 2022, the Pembroke Historical Society collaborated with the Watermelon Alligator Theatre Company to host a "Dress Like Dickens" holiday event.

Photo courtesy of Pembroke Historical Society.



Photo 5: The inaugural Bonfire Night at Adah Hall held in October 2023 was a resounding success and is planned to be an annual event.

Photo courtesy of Pembroke Historical Society.

State and Regional Partners, Programs, and Resources

In addition to local groups, there are several state and regional partners whose programs and services can help preserve, promote, and celebrate Pembroke's heritage.

Massachusetts Historical Commission

The MHC is a statewide commission chaired by the Secretary of State, established "to identify, evaluate, and protect important historical and archaeological assets of the Commonwealth" (M.G.L. Ch. 9 Sections 26-27D).¹⁴ The MHC has three divisions:

- ▶ **Preservation Planning** – Assists and supports local entities with survey and inventory initiatives, National and State Register nominations, and local historic designations.
- ▶ **Grants** – Administers federal grants-in-aid and state matching grants for preservation activities.
 - Survey and Planning Grants
 - Massachusetts Preservation Projects Fund (MPPF)
 - Preservation Restrictions
- ▶ **Technical Services** – Oversees historic review and compliance processes, including Section 106 and State Register Review.

Preservation Massachusetts

Preservation Massachusetts (PM) is the statewide preservation advocacy organization in the Commonwealth, promoting local preservation on the state level through lobbying efforts, educational offerings, and services. Of particular note is the following:

- ▶ **Circuit Rider Program** – These part-time staff members work directly with communities as a resource for preservation projects, development planning, and local issues.
- ▶ **Preservation Action Center** – This webpage gathers years of Preservation Massachusetts experience into one centralized library, covering technical topics, funding questions, project models, and toolkits for local preservation efforts.
- ▶ **Local Commission Resource Library** – In cooperation with the MHC's Director of Local Government Programs, Preservation Massachusetts has recently added a webpage with resources specifically geared to the needs and questions of local historical commissions.

Metropolitan Area Planning Council

Among its services, the Metropolitan Area Planning Council (MAPC) has an Arts and Culture staff to assist its member communities with resource surveys, preservation plans, and other arts and culture planning initiatives.

¹⁴ The name also applies to the State Historic Preservation Office (SHPO), comprising the State Historic Preservation Officer, State Archaeologist, and professional staff who support the commission.

Massachusetts Cultural Council

As a state agency, the Massachusetts Cultural Council promotes arts, humanities, and sciences throughout Massachusetts, often through local commission partners such as the Pembroke Cultural Council.

In partnership with MassDevelopment, the Massachusetts Cultural Council manages the Cultural Facilities Fund, which provides grants to support the acquisition, design, repair, rehabilitation, renovation, expansion, or construction of nonprofit cultural facilities, many of which utilize vacant historic buildings as studio, gallery, classroom, and shop spaces.

Goals and Recommended Actions

Goal 4-1: Position the Historic District Commission to better advocate for and protect Pembroke's historic resources.

- ▶ **Action 4-1.1:** Utilize the Massachusetts Historical Commission Survey and Planning Grant Program to help develop a community-wide Preservation Plan. Use this plan to identify short- and long-term planning goals for historic properties and areas and priorities for the potential reuse of Town-owned properties.
- ▶ **Action 4-1.2:** Investigate becoming a National Park Service Certified Local Government to qualify for potential increased funding through MHC grant programs.
- ▶ **Action 4-1.3:** Attend seminars hosted by MHC, Preservation Massachusetts, the National Alliance of Preservation Commissions, the National Preservation Institute, and the Massachusetts Department of Environmental Protection to increase institutional knowledge on best preservation practices, grant programs, and policy tools. Sign up to receive emails from and access MHC's listserv for historical commission members, preservationists, and advocates if not already signed up. Investigate the opportunity to attend NAPC's Commission Assistance and Mentoring Program (CAMP).
- ▶ **Action 4-1.4:** Foster greater collaboration with municipal commissions, departments, and community groups with overlapping interests by establishing bi-monthly roundtable discussions between these entities, the Historic District Commission, and the Pembroke Historical Society.
- ▶ **Action 4-1.5:** Engage with historical organizations in surrounding towns to better understand programming and advocacy practices. Adopt these practices as appropriate.

Goal 4-2: Strengthen and expand Pembroke's documented historic resources.

- ▶ **Action 4-2.1:** Consider Massachusetts Historical Commission (MHC) matching grant programs that provide additional benefits like helping towns develop requests for proposals to find qualified consultants and establishing guidelines to ensure survey consistency.
- ▶ **Action 4-2.2:** Promote National Register nominations for properties deemed historically significant by the MHC and/or the National Park Service, as defined in 36 CFR § 60.4.

- ▶ **Action 4-2.3:** Enhance the Town’s historic inventory by (1) Identifying and documenting neighborhoods that have not been previously studied and are integral to the Town’s historic development, such as the Schoosett, Oakland Square, “The Furnaces” neighborhood, and Mayflower Grove, and (2) Investigating the Town’s 20th-century resources for historic significance.
- ▶ **Action 4-2.4:** Update existing inventory forms for properties and areas.
- ▶ **Action 4-2.5:** Develop visual reference guides to assist with historically appropriate renovations of historic properties in Pembroke Center and North Pembroke historic districts; expand into other community areas as appropriate.
- ▶ **Action 4-2.6:** Collaborate with local and regional organizations such as the Wildlands Trust to establish and/or expand existing historic interpretation of landscapes such as Willow Brook Farm, North River section in North Pembroke, and Old Bay Path.

Goal 4-3: Foster a sense of place for Pembroke residents.

- ▶ **Action 4-3.1:** Use signage, lamp post/utility pole banners, and other means of wayfinding to advertise Pembroke’s historic resources and neighborhoods. These areas could include the Pembroke Center and North Pembroke historic districts, Two Mile historic area, scenic roads, historic landscapes, and other potentially historic neighborhoods (see 2.2).
- ▶ **Action 4-3.2:** Facilitate and encourage visitation to historic areas across Pembroke by cross-promoting historic sites and amenities with local conservation groups, community organizations, and businesses.
- ▶ **Action 4-3.3:** Continue cooperating with local organizations and committees to educate on and preserve Pembroke’s historical heritage.
- ▶ **Action 4-3.4:** Investigate opportunities to hire interns and/or establish a dedicated volunteer program with the local school system and area universities to engage aspiring professionals interested in historic and cultural resources to support local preservation projects. Such projects could include (1) Organizing and digitizing the Historical Society’s collections, (2) Engaging high school and area college students to recreate elements of the former Mayflower Grove using Augmented Reality, (3) Crowdsourcing residents’ old photos and memories, and establishing an online “memory map” using ESRI StoryMap. These photos and memories could be used to further wayfinding and “branding” efforts, and (4) Creating exhibits for display in/on public buildings.
- ▶ **Action 4-3.5:** Seek grants, surveys, and project funding through MHC and other entities supporting local heritage and outreach projects.

Goal 4-4: Establish and promote the beneficial links between historic preservation and economic development.

- ▶ **Action 4-4.1:** Establish an outreach program to regularly connect with historic district property owners and local realtors to remind them of local historic district status, responsibilities, and the economic benefits of Local Historic Districts. Use the same strategy for properties subject to demolition review.
- ▶ **Action 4-4.2:** Seek developers with demonstrable experience with historic buildings to rehabilitate Town-owned historic buildings (e.g., George Francis Hatch School building, in partnership with Pembroke Public Schools); conduct and publish the results of formal feasibility studies on a project-by-project basis to inform decision-making.
- ▶ **Action 4-4.3:** Identify incentive opportunities, including the Federal Historic Preservation Tax Incentives program, the Massachusetts Historic Rehabilitation Tax Credit, and the Massachusetts Preservation Projects Fund, to support the restoration and rehabilitation of historic properties owned by/transferred to private entities.
- ▶ **Action 4-4.4:** Collaborate with regional and state organizations to encourage preservation as a means of sustainability. Establish programming to discuss the connections between historic preservation and sustainability, such as how to sensitively construct Accessory Dwelling Units (ADUs) in historic districts and the inherent sustainability of saving and reusing buildings.

DRAFT MASTER PLAN



05

NATURAL RESOURCES

Natural Resources

Introduction

In Pembroke, natural resources represent one of the community's most prized assets. The Town is rich in natural beauty. This chapter will focus on natural resources protection, sustainability, and public recreation.

Open space is defined as "conservation land, recreation land, agricultural land, corridor parks and amenities such as small parks, green buffers along roadways or any open area that is owned by an agency or organization dedicated to conservation."¹⁵ Open spaces exist in many forms, including public (e.g., cemeteries and parks) or private (e.g., farms and privately-owned forest), natural (e.g., forests and wetlands) and landscaped (e.g., gardens and athletic fields) features. Pembroke's other natural resources include the Town's many ponds and waterways, which serve as drinking water resources, corridors for wildlife migration, water-based recreation, and stormwater management areas.

Recreation generally refers to activities undertaken for enjoyment. Passive recreation describes activities that require little physical exertion, such as reading, birdwatching, or gardening. Active recreation, on the other hand, describes activities that require more physical exertion, such as jogging, hiking, and playing sports. Communities can best serve their residents by providing opportunities for both passive and active recreation. This can be achieved through physical means (creating publicly accessible sports fields, for example) or organizational means (like funding and facilitating adult and youth sports leagues).

Pembroke's natural resources and recreational facilities are points of pride for residents. Previous municipal studies underscore the need to effectively inventory, manage, and invest in these assets for current and future residents so they may enjoy the health, social, and environmental benefits associated with such spaces.

¹⁵ Massachusetts Executive Office of Energy and Environmental Affairs. (1993). The Open Space Planner's Workbook. Retrieved July 28, 2023, from <https://www.mass.gov/doc/open-space-and-recreation-planworkbook/download>

Planning Context

Strategic planning of natural resources is crucial for maintaining and improving the beautiful environment that helps make Pembroke a great place. Past reports, including the Town's Community Development Plan (CDP) (2004), Open Space and Recreation Plan (OSRP) (2022), and Municipal Vulnerability & Hazard Mitigation Plan (2022) highlight the community's challenges and goals regarding these elements.

Town of Pembroke Community Development Plan (2004)

Pembroke's 2004 CDP outlines the following nine goals for Open Space, Recreation, and Resource Protection

- ▶ **Goal #1:** Protect the appearance of the Town of Pembroke by wisely managing growth and development.
- ▶ **Goal #2:** Protect and enhance the quality of Pembroke's extensive surface and ground water.
- ▶ **Goal #3:** Preserve Pembroke's scenic and historic resources.
- ▶ **Goal #4:** Preserve Pembroke's unique and important resources.
- ▶ **Goal #5:** Preserve and improve Pembroke's conservation land and related recreational opportunities including accessibility to the town's water resources.
- ▶ **Goal #6:** Increase public awareness of existing open spaces in town.
- ▶ **Goal #7:** Develop guidelines to prevent conflicts between active recreational uses and sensitive resource areas.
- ▶ **Goal #8:** Connect open space areas to enhance their access and use.
- ▶ **Goal #9:** Utilize existing reports and/or completed studies.

Specific actions and objectives (e.g., development controls, public education, signage, construction of multi-use paths) were provided for each goal. The complete list is available in the 2004 CDP.

Since the 2004 CDP, the Town has accomplished the following advancements with respect to Open Space and Recreation:

- ▶ The establishment of a Water Resource and Groundwater Protection District in 2005 that protects water quality near aquifer-fed wellheads.
- ▶ Expansion of the number of properties enrolled in Chapter 61, 61A, and 61B.
- ▶ Increased public access to waterways and scenic viewpoints with the development of new trails, made possible through land acquisition and easements.
- ▶ Constructed a new Community Center (ongoing at the time of this report) to accommodate additional recreational spaces, Pembroke Recreation office space, and outdoor maintenance equipment.

Open Space & Recreation Plan (2022)

Pembroke's 2022 OSRP was written to protect and enhance the Town's many valued natural and cultural resources. The OSRP outlines five goals to meet that end:

- ▶ **Goal #1:** Pembroke's abundant water resources are clean, sustainably managed, and protected.
- ▶ **Goal #2:** Future development is consistent with and protects Pembroke's environmental, historic, and cultural resources.
- ▶ **Goal #3:** An interconnected network of forest, riparian, and wildlife habitats enhance Pembroke's ecological integrity and sustain a resilient landscape.
- ▶ **Goal #4:** The citizens of Pembroke enjoy better access and increased recreational use of town open space.
- ▶ **Goal #5:** Planning and management for Pembroke's extensive open space and recreation lands are more efficient and coordinated with an accessible database.

To fulfill these goals, the OSRP recommends cooperating with neighboring towns, private and nonprofit organizations, and landowners to pursue the following objectives:

- ▶ Prioritize areas of environmental, historic, and culturally significant resources for protection.
- ▶ Explore smart growth strategies to focus development away from valued resources.
- ▶ Increase public awareness of existing resources.
- ▶ Extend and connect protected areas to create contiguous corridors.
- ▶ Educate the public about the value of healthy ecosystems.
- ▶ Increase and improve access to open spaces.
- ▶ Connect existing trail systems for enhanced recreational use.
- ▶ Create an accessible electronic data repository for information about Pembroke's open space and recreation lands.
- ▶ Monitor and manage open space lands in Pembroke.
- ▶ Provide adequate staffing for the planning and management of open space lands.
- ▶ Improve inter-departmental and inter-town communication regarding open space.

Municipal Vulnerability & Hazard Mitigation Plan (2022)

Hazard mitigation is defined by the Federal Emergency Management Agency (FEMA) as "any sustainable action that reduces or eliminates, long-term risk to people and property from future disasters."¹⁶ FEMA requires Massachusetts towns to submit an updated Hazard

¹⁶ Federal Emergency Management Agency. Hazard Mitigation Assistance Grants. Retrieved August 9, 2023, from <https://www.fema.gov/grants/mitigation>

Mitigation Plan (HMP) every five years to remain eligible for certain types of non-emergency disaster assistance. These grants help towns around the country develop and enhance hazard mitigation elements that protect its citizens and economy, including construction of floodwalls, restoration of waterbodies, retrofits of at-risk buildings, and the preparation of construction/design guidelines to enhance building efficiency.

Pembroke's latest Municipal Vulnerability & Hazard Mitigation Plan (MVHMP), published in 2022 by Woodard & Curran, Inc., lists nine goals for Pembroke to address climate hazards:

- ▶ **Goal #1:** Prevent or minimize loss of life, injury, public health impacts, and damage to property, the economy, and the environment from natural hazards and climate change.
- ▶ **Goal #2:** Prevent or minimize damage to public and private infrastructure, buildings, and utilities from natural hazards and climate change.
- ▶ **Goal #3:** Seek to use nature-based solutions as hazard mitigation whenever possible to reduce and minimize damage while accomplishing the accessory goals of environmental restoration and resource protection.
- ▶ **Goal #4:** Ensure that future development within the Town meets federal, state, and local standards for climate resiliency and natural hazard mitigation.
- ▶ **Goal #5:** Incorporate climate change resiliency and hazard mitigation policies, guidance, and requirements into relevant Town plans and policies.
- ▶ **Goal #6:** Identify and seek funding to implement priority hazard mitigation projects identified in the MVHMP.
- ▶ **Goal #7:** Collaborate with surrounding communities and state, regional, and federal agencies to ensure broad cooperation to maximize mitigation cost and effectiveness across multiple communities.
- ▶ **Goal #8:** Promote awareness of hazard mitigation, priority project implementation, and MVHMP maintenance among municipal departments, committees, boards, and the public at large, with emphasis on vulnerable and isolated populations.
- ▶ **Goal #9:** Maximize community participation in the development, implementation, and update of the MVHMP. Invite the business community, public institutions, educational sector, and non-profits, particularly those that work with sensitive or vulnerable populations, to review, implement, and contribute to development and maintenance of the Plan.

As suggested by these goals, hazard mitigation planning is a holistic method with several objectives for addressing municipal resiliency. While terminology like "sustainability" and "climate change" often evokes concepts of clean energy and carbon reduction, a myriad of other methods and project types may contribute to a community's environmental, social, and economic welfare and resiliency.

Baseline Conditions

Open Space

As reported in the 2022 OSRP, the Town of Pembroke owns approximately 305 properties totaling 3,264 acres. Table 5.1 breaks down the Town's open space by ownership and level of protection. Figure 5.1 maps the size and distribution of town-owned open space in Pembroke.

Mechanisms for Land Protection

Acquisition

The interested party purchases the property rights and title to protect the land.

Conservation Restriction (also known as a conservation easement)

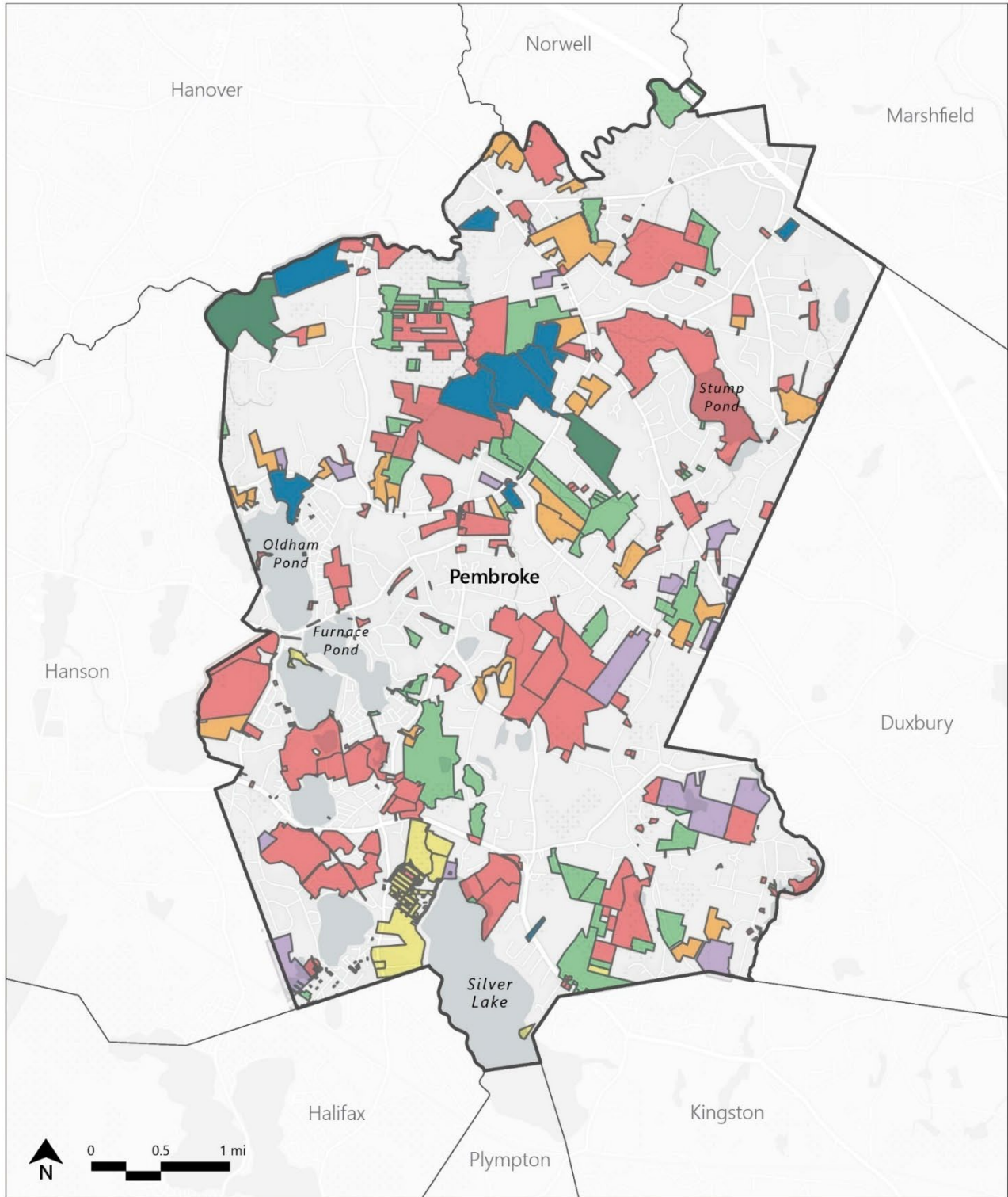
A voluntary agreement between a landowner and a conservation organization. Landowner retains ownership, but development is restricted and permitted activities are set via the contract.

Chapter 61

Offer property tax breaks for landowners willing to commit to protect their land from development for a specified period of time. Chapter 61 is for forested lands, Chapter 61A is for agricultural lands, and Chapter 61B is for open space or recreation lands.

The Conservation Commission owns a total of 747 acres across 43 properties. This land is permanently protected. The Water Department owns 505 acres across 13 properties. Much of this land is permanently protected to safeguard Pembroke's water resources, depicted in Figure 5.2.

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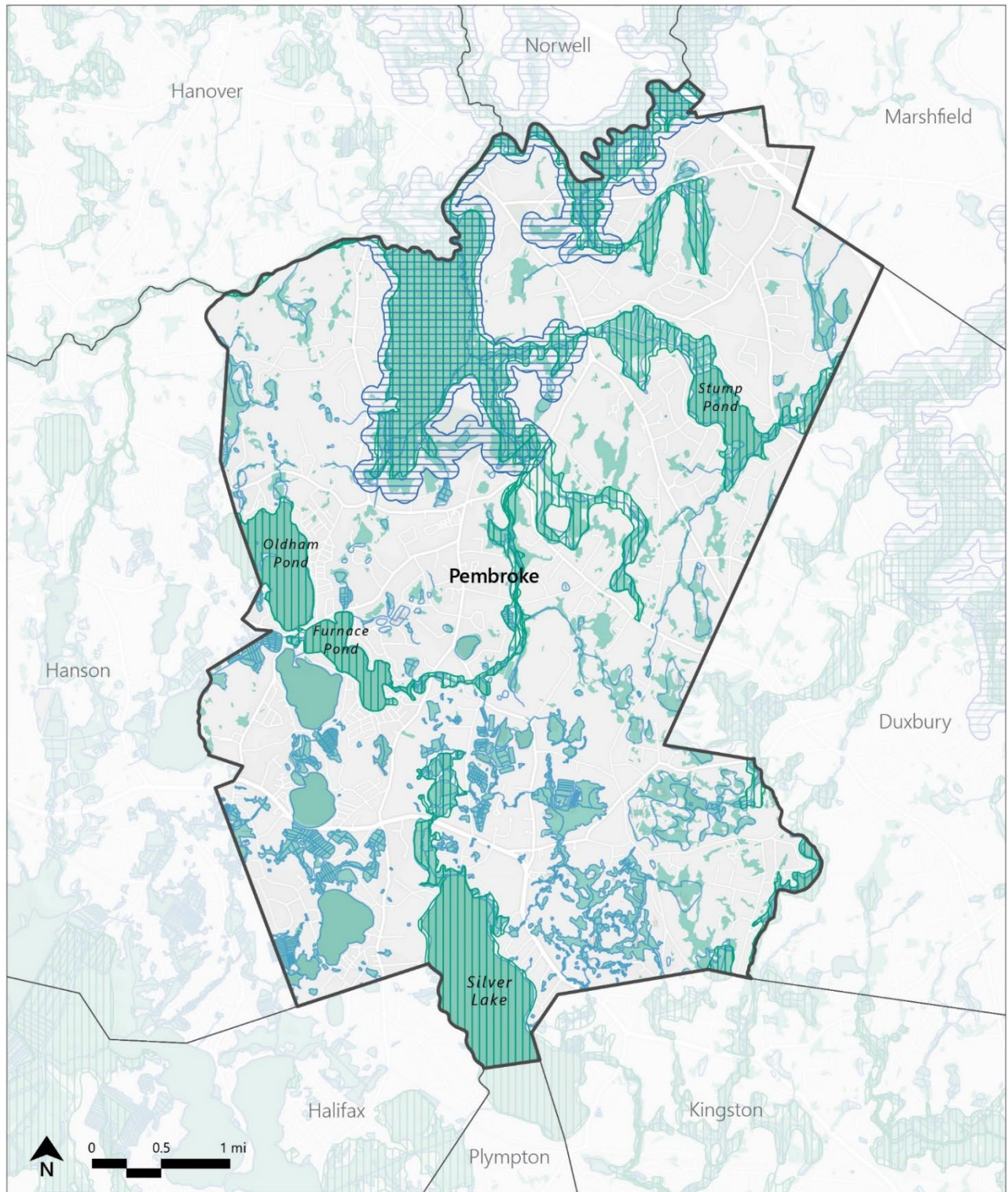


Source: MassGIS, Pembroke MapsOnline

- | | |
|---|--|
| ■ Town of Pembroke | ■ Chapter 61 Forest |
| ■ Town Conservation | ■ Chapter 61B Recreational |
| ■ Owned by Other Municipalities | ■ Chapter 61A Agricultural/Horticultural |
| ■ Charitable Conservation & Rec. | |

Figure 5.1
 Land Ownership and Open Space
 Classifications
Pembroke Master Plan
Pembroke, Massachusetts

Natural Resources



Source: MassGIS




-  DEP Wetlands
-  Outstanding Resource Waters
-  Rivers and Streams
-  100 Year Floodplain

Figure 5.2
Water Resources

**Pembroke Master Plan
Pembroke, Massachusetts**

Together, the School Department and public libraries own 253 acres across eight properties. 185 properties are not managed by a particular town department, and the level of protection for those lands is unknown.

The Commonwealth of Massachusetts owns one acre split between five properties in Pembroke. The federal government owns one two-acre parcel that contains a post office.

Non-profit organizations own approximately 560 acres in Pembroke. The largest non-profit landowner in Pembroke, the Wildlands Trust of Southeastern Massachusetts, owns 275 acres across eight properties. These lands are permanently protected for conservation and recreation, mostly in the form of publicly accessible trails.

Church organizations own a total of 155 acres over 8 properties, the second-largest group of lands held by non-profits. 134 acres are owned and managed by other non-profits including Boy and Girl Scout headquarters, VFWs, campgrounds, and assisted living communities. These lands are not formally protected as open spaces, but they support public recreation opportunities (e.g., playgrounds) and serve as venues for various events.

The public survey conducted for this Master Plan reinforces the public's perceived importance of preserving land for natural and recreational opportunities. Regarding qualities that make Pembroke a great place to live, 71% of public survey respondents selected "Natural and scenic areas." And when asked about future development, 75% of respondents selected "Protection of open space" as "Very Important." When asked about land issues and concerns in Pembroke, the most common answer (64% of respondents) was "Loss of natural lands to new development." Pembroke's unprotected lands could be utilized for development if formal protective mechanisms (e.g., easements or conservation restrictions) are not employed.

Table 5.1 – Open Space Ownership and Protection Status

Owners of Open Space	Acres	Properties	Protection Status	Examples or Uses
Municipal Owners				
Town of Pembroke	3,124.9	305		
Conservation Commission	747.8	43	Permanently protected	Tubbs Meadow Preserve, Cedar Swamp, Herring Run Park
Water Department	505.6	13	Varied levels of protection	
School Department and Libraries	253	8	Varied levels of protection	Lydia Drake Library, Pembroke Middle & High Schools
Pembroke Recreation	82.4	13	Varied levels of protection	Monument Island, Stetson Park Beach, Town Green
Select Board	17.7	13	Varied levels of protection	Cobb Library, select wetlands and buffers
Housing Authority	28.1	12	Varied levels of protection	
Cemeteries	26.9	6	Permanently protected	Brigg Burial, Magoun Cemetery, Pine Grove Cemetery
Historic Structures	55.4	12	Varied levels of protection	The Museum Building
Undesignated	1,408	185	Varied levels of protection	
Other Towns				
City of Brockton	132	15	Permanently Protected	Used for water supply
Towns of Abington/Rockland	8	4	Permanently Protected	Used for water supply
Town of Kingston	3.5	1	Permanently Protected	Used for water supply
Total owned by municipality	3,268.4	325		

Natural Resources

Owners of Open Space	Acres	Properties	Protection Status	Examples or Uses
Government Agencies				
Commonwealth of Massachusetts	1	5	Permanently Protected	
US Government	2	1	Permanently Protected	Post office
Total owned by government agencies	3	6		
Private Owners & Nonprofits				
Wildlands Trust	275.1	8	Permanently protected	Great Cedar Swamp
Churches and church organizations	155	8	Varied levels of protection	North River Church, St. Thecla's, Arnold Hall
Assorted (VFW, Boy and Girl Scouts, campgrounds, assisted living)	134	15	Varied levels of protection	
Chapter Lands (61, 61A, 61B)	1,576	48	Temporarily protected*	
Private Properties with conservation restrictions	236.8	unknown	Varied levels of protection	
Total owned by private owners and non-profits	2,376.9	at least 79		

*Chapter lands are under temporary protection. Chapter 61 lands are dedicated to forestry and are enrolled for a term of ten years; Chapter 61A lands are dedicated to agriculture and are enrolled for a term of five years; Chapter 61B lands are dedicated to recreation and are enrolled for a term of five years.

Source: Pembroke Open Space and Recreation Plan, 2022

Chapter 61 Program Lands

Approximately 9% of Pembroke’s land area is protected under the Chapter 61 working lands program (Chapter Lands). Through reduced property taxes, this program encourages the protection of local forests, agriculture, and open space suitable for recreation. Landowners can enroll their properties in one of the three management programs (Chapter 61 for lands used for forestry; Chapter 61A for lands used for agriculture; and Chapter 61B for lands protected as open space or used for public recreation). The acreage of Pembroke’s Chapter Lands is indicated in **Table 5.2**.

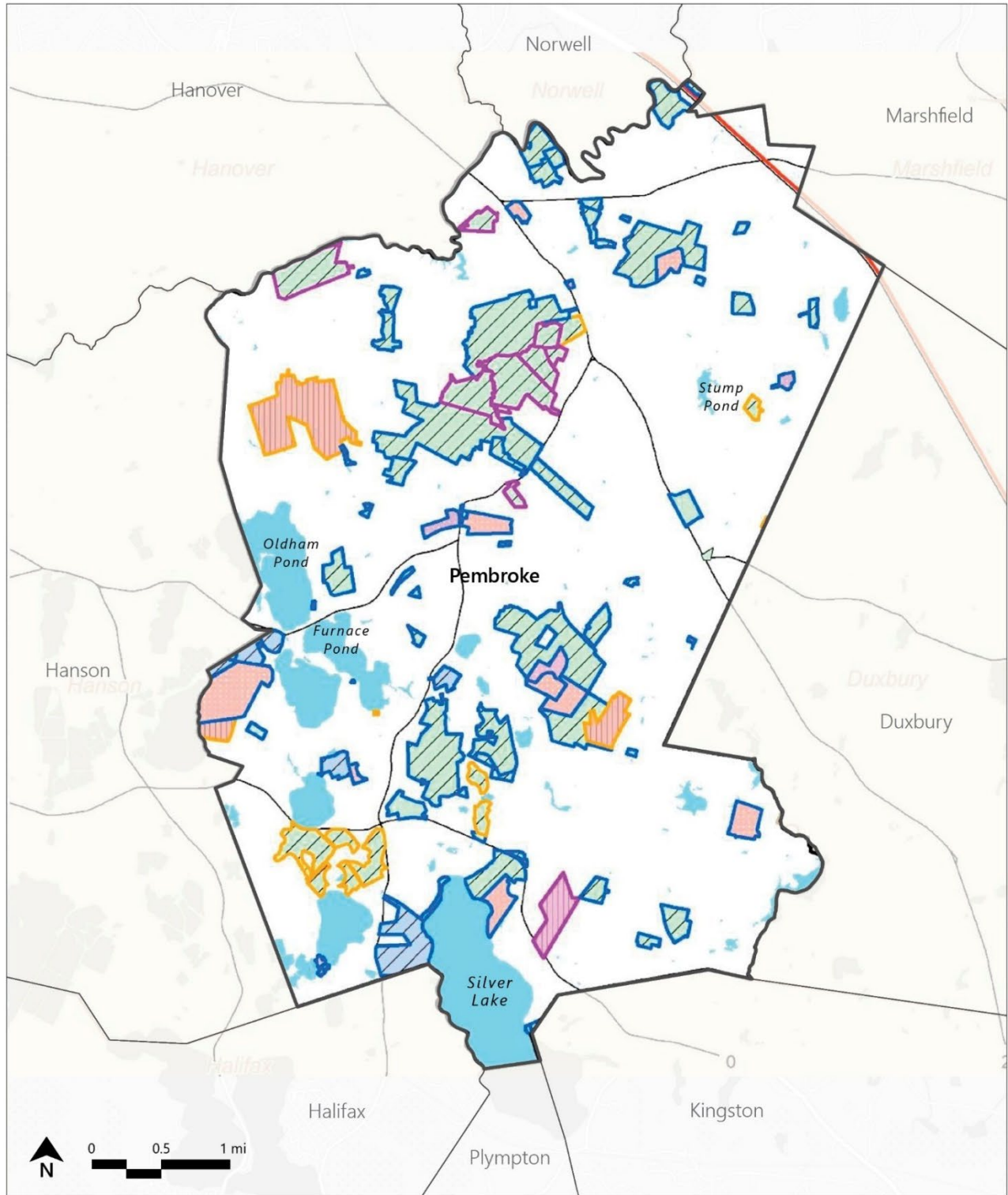
Table 5.2 – Total Temporarily and Permanently Protected Land

Privately Owned Open Space	Acres	% of Total Land Area in Pembroke (15,040 acres total)
Temporarily Protected Under Chapter 61	195.54	1.30%
Temporarily Protected Under Chapter 61A	467.11	3.11%
Temporarily Protected Under Chapter 61B	737.13	4.9%
Total Temporarily Protected Chapter Lands	1,399.78	9.31%
Additional Land Permanently Protected by Conservation Restriction		
Town Owned Municipal Land under Conservation Commission	747.83	4.97%
Private Properties with Conservation Restrictions	236.83	1.58%
Town Owned Water Department Land	74.64	0.5%
Total Permanently Protected Lands	1,059.3	7.04%
Total Temporarily and Permanently Protected Land in Pembroke	2,459.08	16.36%

Source: Pembroke Open Space and Recreation Plan, 2022

Open Space Areas and Uses

Pembroke’s natural and open spaces continue to attract tourists and new residents to the area. Mapped in **Figure 5.3**, these lands serve multiple uses, including conservation, historic and cultural preservation, recreation, and water supply protection.



Source: Pembroke Open Space and Recreation Plan (2022)

Owner Type		Level of Protection		Primary Purpose	
	Municipal		Limited		Conservation
	Private Non-Profit		None		Historic/Cultural
	Privately Owned		In Perpetuity		Recreational
					Water Supply Protection
					Other or Unknown

Figure 5.3
 Open Space by Owner Type and
 Primary Purpose
Pembroke Master Plan
Pembroke, Massachusetts

The following are significant open spaces in the Town:



Historic sign and fishery building at Herring Run Park

Thomas Reading Historical Herring Run Park (Herring Run)

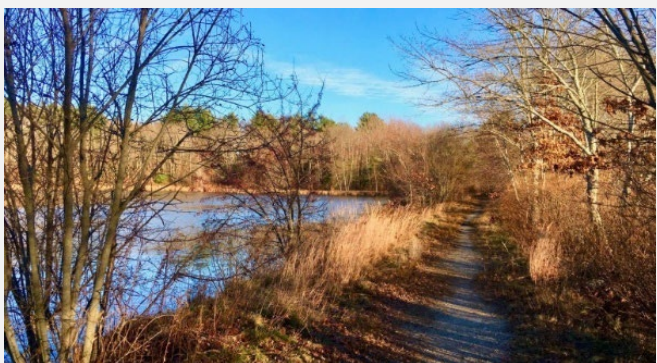
Named for the annual herring migration in springtime, Herring Run Park encompasses Herring Brook, wetlands, and grassy open space on either side of the brook. The Historical Society owns Herring Run and maintains picnic facilities, a historic marker, and the half-mile Bicentennial Nature Trail. Pembroke's Herring Fisheries Commission helps protect the Town's herring migration waterways as herring populations recover from hitting historically low numbers in the early 1900s. Herring Run is known as the site for The Grand Old Fashioned Fish Fry, a fundraising event for the Pembroke Historical Society held on the first Sunday in May, which includes food, duck races, and music. Photo Credit: NSRWA



Observation Tower at Willow Brook Farm

Willow Brook Farm Preserve

Wildlands Trust owns 167 acres of upland and wetlands and the intersection of Pudding and Herring Brooks. The property contains three miles of walking trails and an observation tower overlooking the 2,000-acre Herring Brook Valley. Willow Brook is home to various wildlife, including spotted turtles, beavers, deer, otters, coyotes, woodcock, great blue herons, and Allegheny Mound Ants. Photo Credit: NSRWA



Walking path near a retired cranberry bog

Tubb's Meadow Conservation Area

The Town purchased this 140-acre property in 2000. This property supports a 3-mile walking trail that weaves around a former cranberry bog. Waterways on the property drain to Tubbs Meadow Brook and onward to Silver Lake. Photo Credit: NSRWA



Oldham Pond (Town Landing)

Oldham Pond, one of Pembroke's great ponds, is a 235-acre pond with 2.8 miles of shoreline and a public beach, supporting fishing, swimming and swimming lessons, paddling, and small motorboats. Pembroke's six great ponds are under the jurisdiction of Chapter 91 and are open for use by members of the public, regardless of residency.¹⁷ Water flows into Oldham Pond from streams, cranberry bogs, and wetlands and then flows south into Furnace Pond and Herring Brook. Town Landing is an attraction for Pembroke residents and one of the Town's most popular beaches. Photo Credit: NSRWA



Luddam's Ford Park

Luddam's Ford Park comprises 34 acres of meadow and forest owned by the Pembroke Conservation Commission. This park features boat launch areas along both sides of the North River, a trail, and a picnic area. Photo Credit: NSRWA



Little Sandy Bottom Pond

Little Sandy Bottom Pond is one of Pembroke's six great ponds, featuring a fishing pier, picnic tables, and a boat launch. Swimming lessons are offered during the summer. While the pond was originally home to a colony of summer cottages, it is now populated by year-round homes. Little Sandy Bottom Pond is located atop a groundwater divide and is not connected with other surface water bodies. Most water leaves the pond as groundwater recharge.¹⁸ Photo Credit: NSRWA

17 Massachusetts Department of Environmental Protection. (n.d.). *Massachusetts Great Ponds List*. Mass.gov. [magreatponds.pdf](https://www.mass.gov/info-details/magreatponds.pdf) | [Mass.gov](https://www.mass.gov)

18 Pembroke Watershed Association. (n.d.). *Little Sandy Bottom Pond*. [Little Sandy Bottom Pond \(pembrokewatershed.com\)](https://www.pembrokewatershed.com)



Stetson Pond

Stetson Pond, one of the Town's great ponds, is a 93-acre warm-water pond suitable for fishing and non-motorized boating. Approximately 60% of the pond's total shoreline is developed, including year-round homes. The pond has a single inlet from cranberry bogs to the north and a single outlet to the Chaffin Reservoir to the southwest.¹⁹ Photo Credit: NSRWA



Furnace Pond

Furnace Pond is a man-made 107-acre great pond that receives water from Oldham Pond and drains into Herring Brook and the North River. Furnace Pond is suitable for fishing and boating and has a public beach, although most of the pond's 2.7 miles of shoreline is developed with year-round houses. The City of Brockton uses Furnace Pond as a secondary water supply, pumping water from the pond during the winter months into Silver Lake. Photo Credit: NSRWA



Silver Lake

Silver Lake is one of Pembroke's great ponds and is a 640-acre water body bordered by Pembroke, Kingston, and Plympton. There are observation platforms and a small parking area on-site, but no formal boat launch. The lake is the principal water supply for the City of Brockton. Photo Credit: NSRWA

Great Sandy Bottom Pond

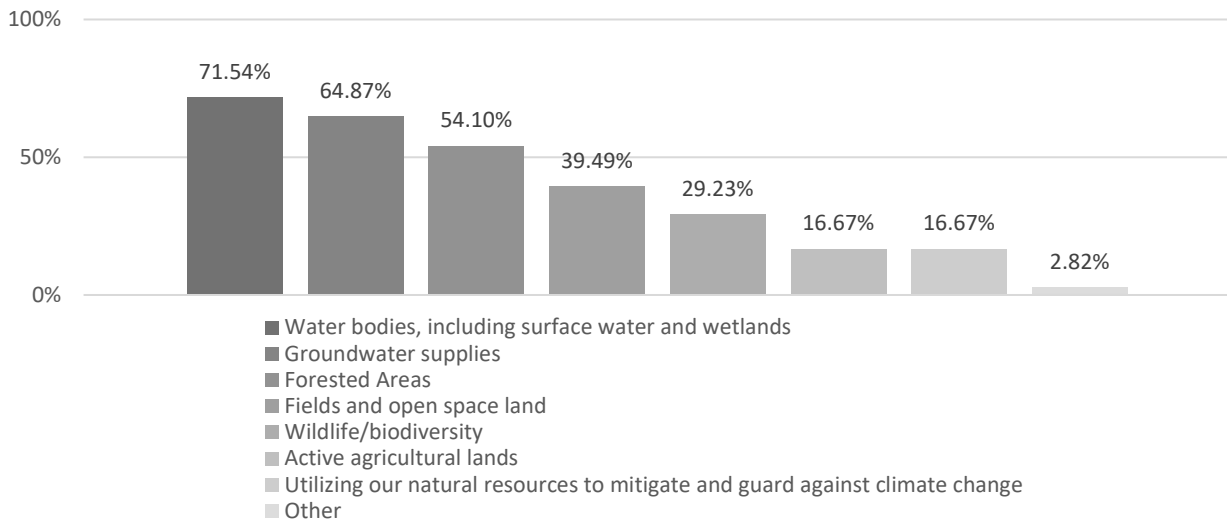
Great Sandy Bottom Pond is a 109-acre reservoir providing drinking water for the Abington-Rockland Joint Water Works. Residential homes and the Abington-Rockland treatment plant abut the pond.

¹⁹ North and South Rivers Watershed Association. (n.d.). *Stetson Pond Beach*. [Stetson Pond Beach - North and South Rivers Watershed Association \(nsrwa.org\)](https://www.nsrwa.org)

Public Perception of Natural Resources Protection

The public survey conducted for this Master Plan reinforces the public’s perceived importance of preserving land for natural and recreational opportunities. When asked “What do you think makes Pembroke a great place to live?” the most common answer (with 71% of respondents selecting) was “Natural and scenic areas.” When asked about land issues and concerns in Pembroke, the most common answer (64% of respondents) was “Loss of natural lands to new development” (Figure 5.4). And when asked about future development, 74% of respondents selected “Protection of open space” as “Very Important” (Figure 5.5).

Figure 5.4 – What are the most pressing natural resource protection needs?



Source: Pembroke Master Plan public survey.

Figure 5.5 – Which recreation assets do you think the Town needs the most?



Source: Pembroke Master Plan public survey.

Water

Since the 2004 CDP, the Town has expanded protections for surface waters and open spaces. Population growth in the towns depending on Pembroke's water resources, including Pembroke, Brockton, and Kingston, puts pressure on the Town's supportive infrastructure systems. Increased development of supporting infrastructure, including septic, water, and transportation systems, puts the Town's water at risk of contamination. The 2022 OSRP notes the following threats to Pembroke's water quality and availability:

- ▶ **Increased aquifer withdrawal:** Pembroke currently draws its water from six wells around the western side of town. The Water Department is assessing a seventh well location near Pudding Brook. An additional 250 private wells operate across the Town. The City of Brockton also relies on Pembroke's water resources: 92% of its water supply comes from Silver Lake.²⁰ Increased withdrawal from aquifers and surface waters could diminish future water availability.
- ▶ **Deteriorating septic systems:** Pembroke does not have a central sewer service, so all households and businesses are on septic systems. These systems require regular maintenance and replacement to prevent leakage of effluent, which could pollute local potable water resources.
- ▶ **Unmonitored catch basins:** Catch basins serve as the Town's primary stormwater infrastructure. Most are currently not monitored for pollutants like trash, chemicals, and sediment, which could be transferred to streams, ponds, and groundwater.

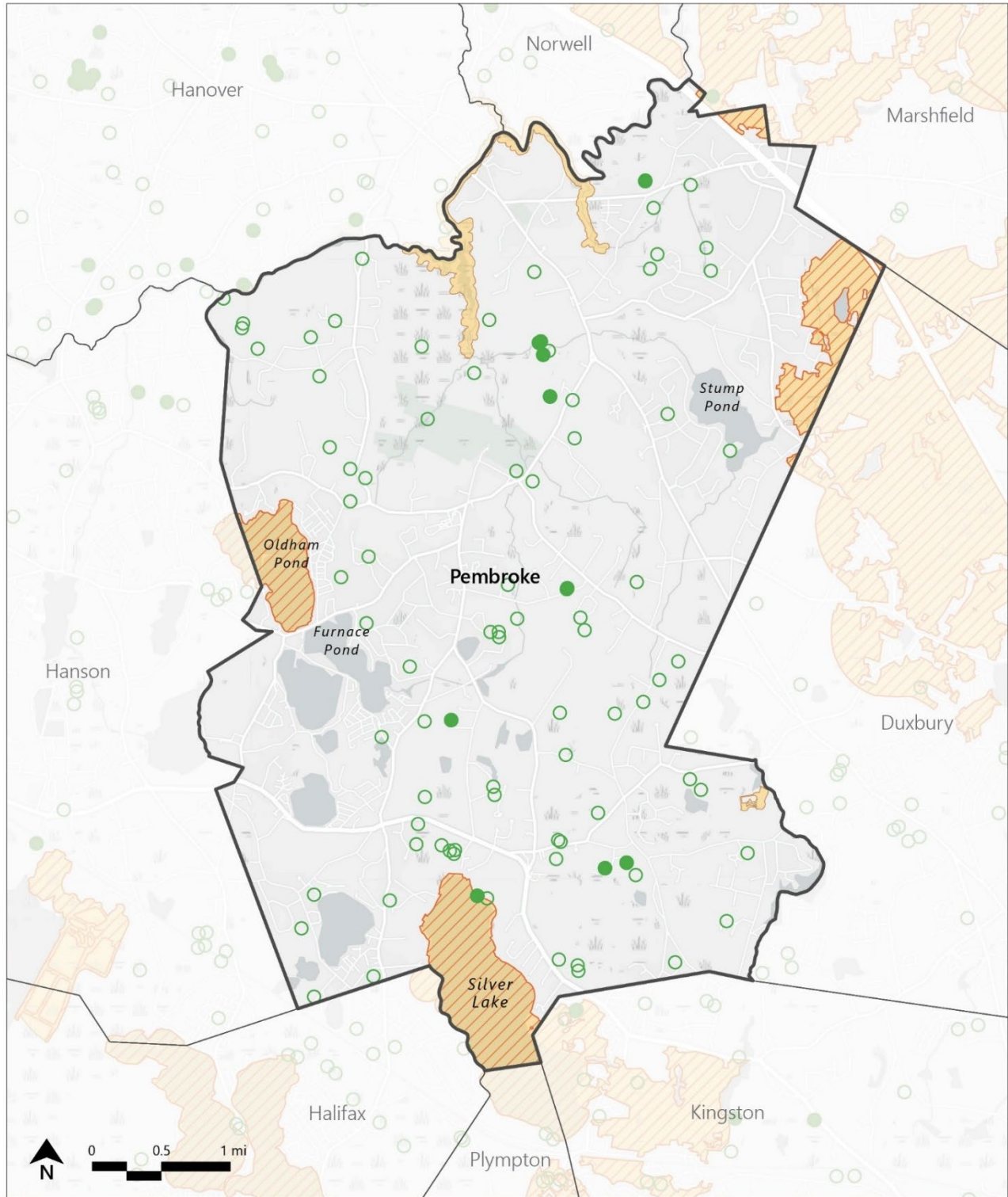
The Town can address these concerns by applying for funding for septic system upgrades or replacement through Massachusetts Department of Environmental Protection (MassDEP) and developing a long-term plan for installing a municipal sewer system in areas at high risk of contamination.

Priority Protection Areas

Since the 2004 CDP, Pembroke has acquired land to preserve open space and recreational assets. One of the largest acquisitions was the wetlands and inactive bogs surrounding Pudding Brook and Stump Pond which—under Town management—allows for multi-purpose management of the land for habitat preservation, flood control, agriculture, and protection of future wells. **Figure 5.6** depicts the Town's wildlife and habitat areas as defined by MassWildlife's Natural Heritage and Endangered Species Program (NHESP).

²⁰ Woodard & Curran. Town of Pembroke, MA: Municipal Vulnerability & Hazard Mitigation Plan (2022). Retrieved September 1, 2023 from https://www.pembroke-ma.gov/sites/g/files/vyhlf3666f/uploads/2023.0110_adopted_pembroke_mvhmp_final.pdf

Natural Resources



Source: MassGIS

- NHESP Certified Vernal Pools
- NHESP Potential Vernal Pools
- NHESP Estimated Habitats of Rare Wildlife
- NHESP Priority Habitats of Rare Species

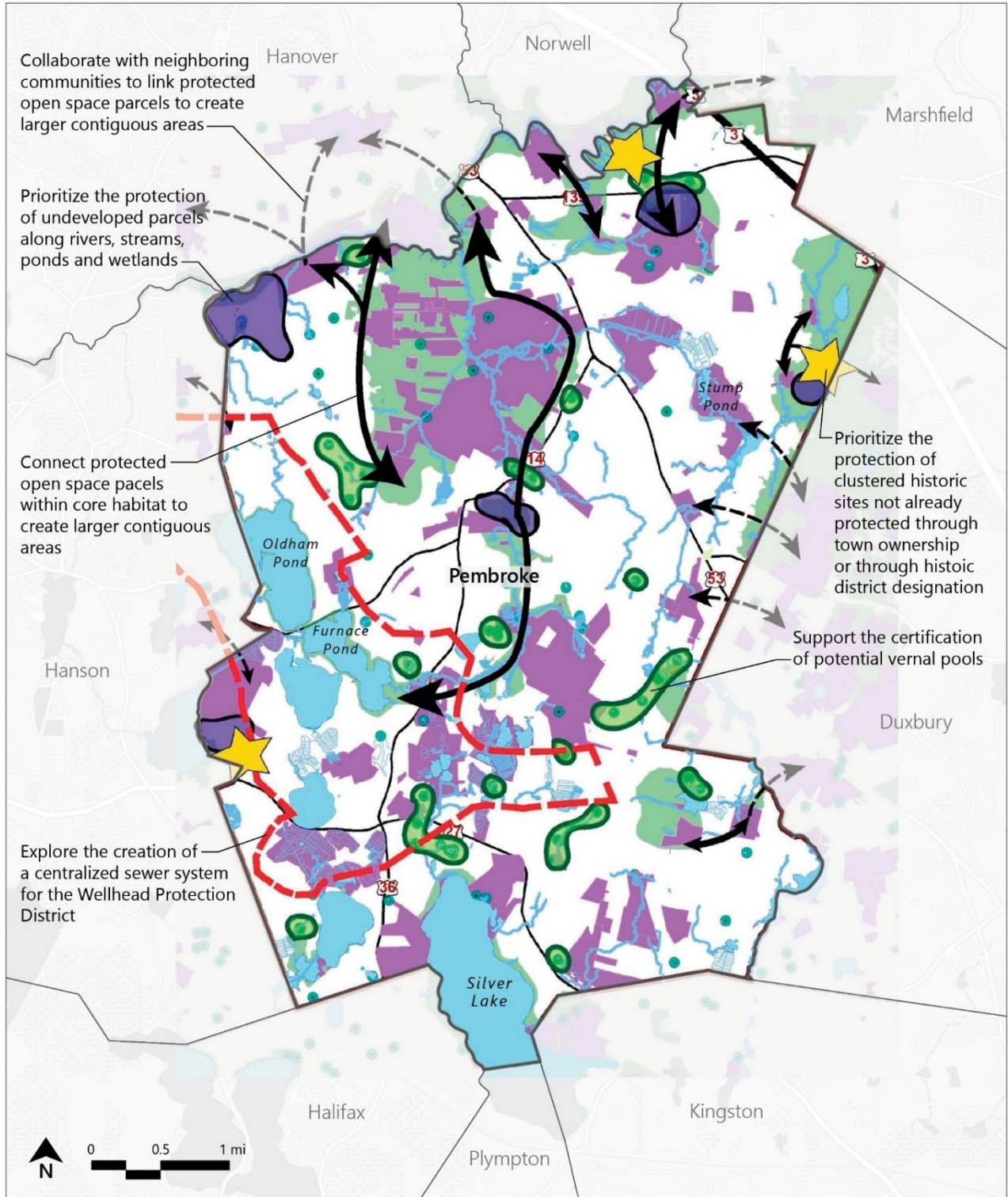
Figure 5.6
Wildlife Habitat Resources

**Pembroke Master Plan
Pembroke, Massachusetts**

Ongoing collaboration with nonprofits like Wildlands Trust, the largest nonprofit landowner in Pembroke, has facilitated recreational programming and greater connectivity between open space properties. The new Water Resource and Groundwater Protection District, which includes Zone II areas and Interim Wellhead Protection Areas apply additional protective measures to protect Oldham Pond, Furnace Pond, Great Sandy Bottom Pond, and Little Sandy Bottom Pond.

There is potential for additional open space protection and public programming, mapped in **Figure 5.7**. To protect wildlife, recreational opportunities, and surface and groundwater resources, the Town should pursue acquisition of land (either through ownership or conservation restrictions) critically important to achieve these goals. The parcels that should be prioritized include those adjacent to existing conservation land or open space can support wildlife migration and link existing recreational trails; those that surround ponds or streams susceptible to pollution and overdevelopment; those that contain important cultural or historic landmarks; and those that could accommodate new neighborhood parks (e.g., playgrounds, off-leash dog parks, and community gardens).

DRAFT MASTER PLAN



Source: Pembroke Open Space and Recreation Plan (2022)

- Protected Open Space
- NHESP Identified Core Habitat
- NHESP Identified Potential Vernal Pool

Figure 5.7
 7-Year Action Plan for Open Space Protection
Pembroke Master Plan
Pembroke, Massachusetts

Local and Regional Partners

Local and regional groups that focus on open space preservation and recreational infrastructure can assist Pembroke with land acquisition, public outreach and education, and recreational asset management. These partners include municipal departments, the Wildlands Trust, and the North and South Rivers Watershed Association.

- ▶ **Pembroke Conservation Commission:** Pembroke’s Conservation Commission—comprised of seven volunteers, an agent, and an administrative agent—administers the Massachusetts Wetlands Protection Act, issues permits for local development and landscaping, and manages open space protection through acquisition, conservation restrictions, Chapter 61 protection, and vernal pool certification.
- ▶ **Pembroke Open Space Committee:** A subcommittee of the Pembroke Conservation Commission, the Open Space Committee works to guide open space protection, stewardship, and use. They partner with residents, local officials, state and federal agencies, and private non-profit land conservation organizations to enhance and maintain town-owned open space and conservation lands for the purposes of protection and recreation.
- ▶ **Pembroke Cemetery/Tree/Grounds Division (DPW):** The Pembroke Cemetery/Tree/Grounds Division—owning the most landscape maintenance equipment of any department in the Town—is the primary caretaker of Town-owned open space. Sufficient staff and equipment can protect properties’ environmental health, as well as public safety and accessibility.
- ▶ **Pembroke Water Division (DPW):** Consisting of six full-time employees and a working foreman, Pembroke’s Water Division is responsible for the maintenance of potable water resources and wastewater treatment systems. They are also responsible for providing adequate fire protection for the Town by maintaining Pembroke’s 1,000 fire hydrants. Collaboration with the Water Division is crucial for the ongoing testing and monitoring of water resources.
- ▶ **Pembroke Watershed Association:** The Pembroke Watershed Association (PWA) is a nonprofit organization run by volunteers. To protect Pembroke’s important surface water areas (namely Furnace, Hobomock, Little Sandy Bottom, Oldham, and Stetson Ponds), the PWA performs the following actions:
 - Monitor water quality and compile comprehensive reports.
 - Hold an annual pond clean-up day.
 - Hold annual fundraising events with raffle drawings.
 - Partner with schools, businesses and other community groups and watersheds.
 - Work closely with local governmental departments and commissions.
 - Have on-going educational outreach with general public and youth.

The PWA is a member of the Watershed Action Alliance (WAA), a collaborative of 11 organizations across southeastern Massachusetts.

- ▶ **Wildlands Trust:** A land trust or land conservancy is a non-profit organization that works to conserve land through acquisition or easements. Wildlands Trust works

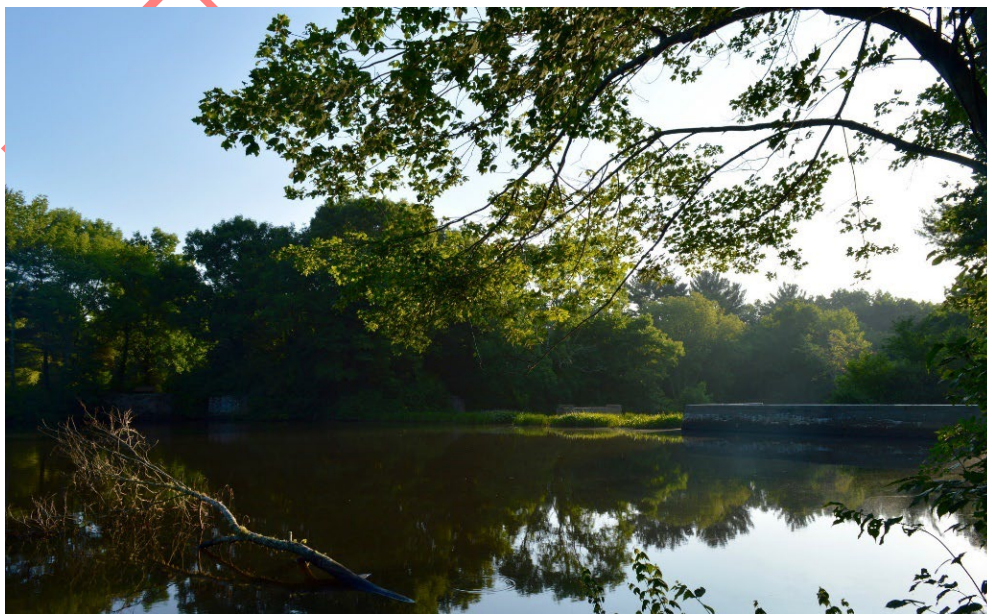
throughout southeastern Massachusetts to “permanently protect native habitats, farmland, and lands of high ecologic and scenic value that serve to keep our communities healthy, and our residents connected to the natural world.”²¹ It is the largest non-profit landowner in Pembroke, holding 275 acres under conservation restriction.

- ▶ **North and South Rivers Watershed Association:** Created in 1970, the NSRWA is a collaboration of individuals, families, businesses, and environmental organizations working to protect the North and South Rivers on the South Shore. Pembroke is one of 12 municipalities in the in the North and South Rivers watershed; NSRWA’s programming extends beyond the watershed, as far north as Hull and as far south as Plymouth.

The following of NSRWA’s 2020 goals align with Pembroke’s principal goals related to water protection:

- Educate people about their water – serve as the primary source of watershed information in the region and give every South Shore student at least one first-hand watershed experience.
- Engage people with the outdoors – increase the number of individuals and families who get outdoors and enjoy our rivers and watershed—for recreation, to volunteer, to conduct citizen science... to have fun!
- Lead by example – inspire a community of water stewards committed to healthy local rivers and a vibrant watershed by leading by example through restoration and protection projects.

Increased collaboration with the NSRWA could help Pembroke address deferred trail maintenance and watershed cleanup.



Tucker Preserve. Photo Credit: Wildlands Trust

²¹ Wildlands Trust. [Wildlands Trust — About Us](#)

Public Recreation

Pembroke’s Recreation Department (Pembroke Recreation) maintains the fields, courts, playgrounds, and beaches listed in **Table 5.3**. Of the facilities, Mattakeesett Street Ball Complex is in the best condition, with the most recent upgrades being the replacement of the softball fields’ infield and perimeter fences, the construction of a new playground and basketball courts, the installation of an ADA accessible ramp, and the addition of a new patio to the Snack Shack. Per the Recreation Director, these updates have promoted the complex as one of the top athletic facilities on the South Shore.

In summer months, Pembroke’s four public beaches—located at Little Sandy Bottom Pond, Stetson Pond, Oldham Pond (Town Landing), and Furnace Pond—are highly utilized. Town Landing is in the best condition, featuring a newly constructed bath house and fence. Lifeguards service the area from June until Labor Day; during this time, children can also participate in swimming lessons. The beach at Little Sandy Bottom Pond is set up for lifeguards, though lifeguards were not employed there at the time of this report. The Town’s Recreation Director hopes to improve the quality of this area and hire lifeguards to encourage additional use.

Trails are another valued amenity in Pembroke. Open space preserved by the Town and non-profit partners like Wildlands Trust provide vast opportunities for walking, running, and riding through Pembroke’s natural landscape. Some of the top trails in the Town include those at Willow Brook Farm, Tucker Preserve, Tubbs Meadow, and Pembroke Town Forest (see the full list of Pembroke’s major hiking trails in **Table 5.4**).



Willow Brook Farm. Photo Credit: Wildlands Trust

While some of these trails are well-managed, responses from the Master Plan public survey indicate that others are sometimes unusable because of deferred maintenance. Another strong desire is additional trail connectivity (e.g., Willow Brook Farm to Herring Run Park).

According to Town staff, the lack of maintenance is due, in part, to understaffing. The Town should strive to improve trail conditions and connectivity by seeking state or regional funding, making a Trail Maintenance Crew, and collaborating with local non-profits.

Regarding public programming, Pembroke Recreation organizes an active after-school program and a summer camp for youth. The Town's new Community Center, currently under construction, will house Pembroke Recreation's future operations. Pembroke Recreation plans to host various public programs open to residents of all ages and abilities, including fitness programs, concert series, art classes, and technology courses. Additional information regarding Pembroke Recreation's plans for the Community Center are included in the **Public Facilities and Services Chapter**.

Several challenges are preventing recreational facilities from being fully used; mainly related to maintenance, diversity of facilities, and accessibility. Apart from Mattakeesett Street Ball Complex, many of the Town's athletic fields and playgrounds (for example, Magoun Park and Marcus B. Ford Park-Playground) have fallen behind in terms of funding and construction, and need upgraded parking facilities, seating, and signage. Low staff numbers and insufficient landscaping equipment means fields are not mowed or dragged (the smoothing of a baseball or softball diamond) until a game is scheduled on the field. Trails, too, are often overlooked when it comes to scheduled maintenance which, when deferred, may render the path unusable. Future considerations for protecting and managing these valued resources should include investigating Universal Design to enhance accessibility for seniors and those with physical limitations, collaborating with other departments and committees to create a regular maintenance schedule, and facilitating volunteer activities to underscore the Town's sense of shared responsibility and ownership for these fields.

Input from Pembroke residents has identified gaps in recreational opportunities including a dog park, skate park, public garden, and a better-connected trail network. Some of these ideas are already being pursued by the Town through the Recreation Department, though each may require additional funding from local/regional partners or state agencies.

Accessibility is a key concern in Pembroke. Pembroke's ADA Transition Plan, completed by Weston & Sampson in 2018 evaluated 12 publicly owned sites including Herring Run Park, Little Sandy Beach, and Town Landing.²² Upgrades to these facilities, especially when using frameworks like Universal Design, can improve accessibility for seniors and individuals with mobility or sensory limitations. Improvements may include:

- ▶ Installing braille signage, tactile pathways, and audio-based navigation systems for those with visual impairments.
- ▶ Making wheelchair-friendly paths with wide pathways, smooth surfaces, gradual slopes, and ramps.
- ▶ Providing accessible restrooms, picnic areas, and seating.
- ▶ Designing playgrounds that cater to children with different abilities, with adaptive swings and sensory play elements.
- ▶ Ensuring public transportation routes have stops near parks and fields.

22 Town of Pembroke. "Town of Pembroke, Massachusetts ADA Self Evaluation, Transition, and Grievance Plan." Retrieved September 26, 2023 from https://www.pembroke-ma.gov/sites/g/files/vyhlif3666/f/uploads/self_evaluation.pdf

It should be noted that, in addition to Town-owned and -managed recreational facilities, Pembroke also hosts several privately-owned facilities. These include Anytime Fitness, CrossFit Magnitude, Hobomock Arenas, and City Arena.

Table 5.3 – Town-Owned Recreation Facilities

Facility	Recreational Use/Activities	Address
Brick Kiln Road Playground	Playground	20 Brick Kiln Road
Furnace Pond Beach	Beach, swimming	29 Furnace Pond Colony Drive
Herring Run Park	Hiking, wildlife viewing	190 Barker Street
Howard Bezanson Fields	Ballfield, playground	Community Center (128 Center Street)
Indoor Baseball/Softball Facility	Ballfield	100 Center Street
Libby Short Basketball Courts	Basketball	Community Center (128 Center Street)
Little Sandy Bottom Pond Beach	Beach, swimming	40 Woodbine Avenue
Magoun Park	Ballfield	17 Schossett Street
Marcus B. Ford Park- Playground (also known as Birch Street Playground)	Ballfield	160 Birch Street
J.J. Shepherd Memorial Town Forest (also known as Mattakeesett Street Ball Complex)	Sports	415 Mattakeesett Street
Stetson Pond Beach	Beach, swimming, boating	350 Plymouth Street
Tennis Court	Tennis	Community Center (128 Center Street)
Town Green	Passive and active recreation	Community Center (128 Center Street)
Town Landing	Swimming, boating, playground	187 Wampatuck Street

Source: Pembroke Open Space and Recreation Plan (2022).

Table 5.4 – Pembroke Hiking Trails

Trail Name	Trailhead Parking	Address
Bay Circuit Trail	No	Extends through Pembroke
Bicentennial Trail	No	84 Littles Avenue
Canoe Club Preserve	Yes	75 Washington Street
Hobomock Trail	Yes	81 Learning Lane
Indian Head River Trail	No	West Elm Street
Misty Meadows Conservation Area	Yes	34 Ingham Way

Trail Name	Trailhead Parking	Address
Pembroke High School Trail	Yes	80 Learning Lane
Shepherd’s Forest Trail	Yes	451-483 Mattakeesett Street
Tubb’s Meadow Conservation Area	Yes	139 Monroe Street
Tucker Preserve	Yes	Old West Elm Street
Veteran’s Commemorative Town Forest	Yes	School Street
Willow Brook Farm	Yes	99 Barker Street

Source: Pembroke Open Space and Recreation Plan (2022).

Priorities for Public Recreation

To fulfill the community’s recreational needs, the Town should prioritize the following activities:

- ▶ Better maintain (through sharing Town resources and staff and the creation of maintenance calendar) the existing outdoor recreation facilities, including Magoun Park and Howard Bezanson Fields.
- ▶ Resurface the tennis courts at Pembroke High School.
- ▶ Organize new recreation programs for youth and seniors, particularly upon the completion of the new Community Center.
- ▶ Develop a long-term plan for paving new sidewalks along key roadways that connect residential areas with open spaces, parks, ponds, and indoor recreation facilities.
- ▶ Expand waterfront recreation opportunities by improving fishing access, public beaches, and boat launches. An equipment rental space—holding stand-up paddleboards, small kayaks, or kids water toys, for example—could improve visitors’ experience at Pembroke’s many ponds.
- ▶ Prioritize land acquisition to enhance Pembroke’s trail connectivity.

Local Partners for Recreation

The following local committees and associations maintain recreational facilities and organize programs for youth, adults, and seniors.

- ▶ **Pembroke Recreation:** The Recreation Department manages and implements recreation programs, oversees several Town properties, and works with other Town Departments and community organizations.
- ▶ **Pembroke Youth Sports:** Pembroke offers many sports programs for kids, including:
 - Pembroke Youth Baseball and Softball
 - Pembroke Basketball
 - Pembroke Flag Football
 - Pembroke Youth Lacrosse

- Pembroke Soccer
- Pembroke Titans Football and Cheer
- Titans Wrestling

Pembroke's Regional Recreation Opportunities

Pembroke's central location on the South Shore opens doors for collaboration and sharing of public spaces for recreation. These sites include:

- ▶ **Bay Circuit Trail** – The Bay Circuit Trail transverses thirty-seven towns in eastern Massachusetts. The trail crosses the southern portion of the town, serving as a connective artery between several parks and open spaces, and crosses town boundaries shared with Hanson, Kingston, and Duxbury. Access to this trail could be greatly improved for Pembroke residents with the expansion of sidewalks along main arteries on the south side of town and the addition of bicycle infrastructure (bike racks and electric bike rental stations, for example) upon entry to the trail.
- ▶ **North and South Rivers Watershed Association (NSRWA)** – On the South Shore, NSRWA aims to preserve and restore the North and South River watershed. The NSRWA's area of operation extends as far north as Hull and as far south as Plymouth. NSRWA's 2022 goals were to (1) educate people about their water; (2) engage people with the outdoors; and (3) to lead by example regarding stewardship and restoration projects. Recreational programs offered by NSRWA include riverside yoga, walking clubs, and youth adventure programs which include hiking, fishing, kayaking, geocaching, and wilderness survival activities. The NSRWA website contains an extensive directory of regional parks and recreational facilities characterized by type (i.e., beach, dog park, playground, hike, etc.).

Sustainability

To help prepare for and mitigate weather hazards, Massachusetts initiated the Municipal Vulnerability Preparedness (MVP) program in 2016. This program awards communities with two kinds of grants to prepare for extreme weather: (1) planning grants, which fund hazard mitigation plans and MVP plans; and (2) action grants, which fund construction projects, studies, or land acquisitions. These planning and projects can reduce loss of life and property damage associated with natural hazards at the municipal level.

This section aims to spotlight particular hazards, as identified by both the community and environmental scientists, which could potentially pose a threat to the community, whether presently or in the future. Additionally, it will assess the ongoing initiatives and programs in which Pembroke is currently involved, with the goal of enhancing the Town's resilience and energy efficiency.

Municipal Vulnerability Preparedness Program

As part of the 2022 MVHMP process, the Town facilitated a Community Resilience Building Workshop, during which participants discussed and identified the top hazards experienced in Pembroke (see **Table 5.5**).

Table 5.5 – Community-Identified Hazards in Pembroke

Hazard	Pembroke	
	Frequency	Severity
Extreme/High Wind Events	Medium 3.6/year	Minor-Serious
Flood/Intense Rainfall	High 19 serious events over 28+ years	Serious
Drought	Medium 2 severe droughts 2000-2020	Minor-Serious
Snowstorms	High 2.5/year	Serious
Extreme Temperatures	High 2.5 hot weather events per year	Minor-Serious

Source: Massachusetts State Hazard Mitigation and Climate Adaptation Plan Flood-related Declared Disasters, NOAA NCEI Storm Events Database, US Climate Resilience Toolkit ACIS Data Brockton Station.

These hazards pose a threat not only to residents of Pembroke, but also to the Town’s infrastructure, buildings, utilities, and environmental features unique to the area. To safeguard these resources and the people who depend on them, the Town identified nine Hazard Mitigation goals that touch on topics ranging from emergency preparedness to nature-based solutions to regional partnerships (listed in the Planning Context section).

These goals build upon many of the Town’s existing efforts that have been enacted through the Town Bylaws or that have led to the creation of supportive municipal agencies. For example, the Pembroke Emergency Management Agency (PEMA) serves as the central municipal agency tasked with providing emergency notifications, public safety information, and storm preparedness information. These continued efforts and diligence to meet state-determined standards for emergency preparedness and mitigation will protect Pembroke’s residents, infrastructure, and economy.

“Since 1991, 23 Emergency or Disaster Declarations have been issued that included Plymouth County. Of these, 4 were hurricanes (Bob, Katrina, Earl, and Sandy) and 1 was a tropical storm (Irene). 10 involved heavy rain or severe storms and flooding that did not occur during winter months. An additional 9 entailed severe winter storms, blizzards, or snowstorms, most accompanied by flooding. This record indicates that severe rain, snow, and wind events pose significant hazard concerns for the Town of Pembroke.” –Pembroke 2022 MVPHMP Report

Green Community Designation and Grant Program

The Green Community Designation and Grant Program, established under the Green Communities Act of 2008, is administered by the Department of Energy Resources (DOER). A Green Community designation provides benefits—such as education, technical assistance, and funding—to Massachusetts towns and cities that demonstrate commitment to reducing energy consumption and shifting to renewables through five criteria including zoning for renewables, expedited permitting, energy-baseline establishment for municipal infrastructure, electric municipal vehicle fleets, and stretch code. The criteria can be viewed in detail on the DOER’s website.

Pembroke demonstrated this commitment and was designated a Green Community in 2014. The Town has since been awarded \$870,485 across five projects, with the most recent award received in 2023 (see **Table 5.6**).

Table 5.6 – Grant Awards under the Green Communities Designation & Grant Program

Award Date	Award Amount	Project Summary
December 2014	\$174,400	To fund the following energy conservation measures: at Pembroke Library, installation of a new energy management system (EMS) and variable frequency drives (VFDs); and at Town Hall, installation of a new EMS and a tower VFD
July 2016	\$250,000	To fund the following energy conservation measures: LED lighting retrofits at four schools
July 2018	\$168,302	To fund energy conservation measures, LED lighting and boiler controls, in municipal facilities including Police, Town Hall, Library, and Hobomock, Bryantville, Middle, and North Schools
August 2019	\$147,363	To fund energy conservation measures, boiler replacement and LED lighting, in municipal facilities including Bryantville School and Hobomock School
January 2023	\$130,420	To fund energy conservation measures, LED lighting, transformer, weatherization, and administrative assistance, in municipal facilities including High School, Mattakesett Street Ball Field, and Town Hall

Source: Green Communities Division, Department of Energy Resources

Municipal Resilience Priorities

From the MVHMP report, interviews with municipal and emergency response staff, and the Master Plan public survey, the Town identified the following hazard mitigation and emergency preparedness priorities.

- ▶ **Water:** Drought and extreme heat can threaten municipal water sources that supply residences and commercial facilities. In the short term, the Town should complete a comprehensive assessment of the water supply system and develop a schedule for the consistent monitoring of surface water quality. In the long term, the Town should endeavor to upgrade the well-water distribution system and develop sewer systems in areas of dense population or where groundwater is at risk of contamination.
- ▶ **Culverts/Dams:** Repairment, replacement, and upsizing of culverts can support stormwater discharge. Areas to be considered include Indian Head River Dam and Lower Chandler Pond Dam.
- ▶ **Tree/Forest Management:** Trees can cause extensive damage to structures and utility lines during high wind events, snowstorms, or ice storms. A municipal forest plan that accounts for the number, type, and condition of street trees can provide a baseline for ongoing maintenance and/or removal of trees at risk of falling.

- ▶ **Communications:** Telephone and broadband infrastructure should be upgraded to provide adequate communication capabilities during extreme weather events, public health emergencies, or power outages.
- ▶ **Emergency Preparedness:** Regular review and improvements of emergency response plans as well as effective outbound communication with staff, residents, and business owners can minimize the risk of injury, death, and property damage.

Regional Partners for Mitigation and Resilience

Pembroke’s municipal neighbors and other regional partners, by nature of proximity, are experiencing adverse weather conditions like those experienced in Pembroke. But one town or city may address these events differently than its neighbors. Frequent communication and planning between these partners can help to identify creative solutions to shared problems or open doors for funding that would otherwise be unobtainable.

- ▶ **Pembroke Departments:** All municipal departments should be aware of and engaged in risks to public health, property, and natural resources. This can be achieved through regular collaboration on emergency preparedness plans, infrastructural improvements, and the transition to alternative energy sources.
- ▶ **City of Brockton and Brockton Water Department:** Brockton draws 92% of its supply from Silver Lake and is supplemented by additional water from Furnace Pond. Collaboration with Brockton on water monitoring, distribution infrastructure, and ecological testing can make sure Pembroke has sufficient water for its residents.
- ▶ **Old Colony Planning Council (OCPC):** As Pembroke’s regional planning agency, OCPC provides the Town with services like grant writing assistance, technical planning assistance, and public outreach and education. Currently, Pembroke uses OCPC’s MassEnergyInsight (MEI) tool to monitor the energy performance of municipal buildings and vehicles.

Goals and Recommended Actions

Goal 5-1: Protect Pembroke's water resources, open spaces, and agricultural lands to uphold the Town's cultural character and environmental stability.

- ▶ **Action 5-1.1:** Revisit and update the underlying provisions of the long-standing water act regarding Pembroke, Brockton, Abington, and Rockland.
- ▶ **Action 5-1.2:** Create a Shared Water Resources working group.
- ▶ **Action 5-1.3:** Amend Pembroke's Town Bylaws with lines on erosion and sedimentation control and add more stringent setbacks from water resources. For Town-owned waterfront properties, seek restorative design and construction around banks showing evidence of erosion.
- ▶ **Action 5-1.4:** Prioritize acquisition or conservation restrictions of important natural corridors, including land around water resources like North River, Silver Lake, and the Town's numerous ponds, as well as undeveloped open space.
- ▶ **Action 5-1.5:** Seek funding and local partnerships to assist with acquiring priority lands, funding for land management, public outreach, and awareness of land protection tools.

Goal 5-2: Expand ecological and recreational connectivity between wetlands, forests, and open space.

- ▶ **Action 5-2.1:** Identify critical wildlife corridors and make a conservation plan to protect the habitats of vulnerable species.
- ▶ **Action 5-2.2:** Form a Recreation Trails Committee focused on trails development and maintenance, outreach and awareness, and volunteer clean-up events.
- ▶ **Action 5-2.3:** Explore the development of a multi-use path or bike path that connects the Town's significant recreational amenities such as Herring Run Park, Furnace Pond, Mattakesett Street Ball Complex, and the new Community Center.

Goal 5-3: Improve the accessibility of Pembroke's open spaces and recreational facilities.

- ▶ **Action 5-3.1:** Revisit the Town's 2018 ADA Self-Evaluation, Transition, and Grievance Plan in 2028, in accordance with requirements prescribed by the Municipal ADA Planning Grant program.
- ▶ **Action 5-3.2:** Apply for Project Grant funding through the Massachusetts Office on Disability's Municipal Americans with Disabilities Act (ADA) Grant program.
- ▶ **Action 5-3.3:** Complete solutions identified in the Self-Evaluation, Transition, and Grievance Plan using the funding from the Project Grant. Such solutions include installing new lights, wheelchair-friendly paths, accessible restrooms, large signs, and seating.

Goal 5-4: Increase awareness and sense of shared responsibility protecting and maintaining open spaces, historic properties, and recreational facilities.

- ▶ **Action 5-4.1:** Create plans and pursue funding for the addition of signs, maps, and trail markings to public parks, trails, and historic properties.
- ▶ **Action 5-4.2:** Work with local schools, recreational organizations, churches, and other partners to facilitate outdoor education programs, generate awareness of restoration projects, and encourage participation in volunteer events.
- ▶ **Action 5-4.3:** Create a digital open space and recreation lands database to prioritize acquisition, manage maintenance schedules, disseminate funding, and coordinate inter-departmental communication.
- ▶ **Action 5-4.4:** Conduct a Town-wide tree inventory to identify trees at risk of falling, monitor disease and parasitic activity, and determine planting priority areas (i.e., parks, playgrounds).

Goal 5-5: Partner with local organizations to pursue funding, organize events, and share ideas for protecting regional ecosystems.

- ▶ **Action 5-5.1:** Partner with North and South Rivers Watershed Association (NSRWA) and Wildlands Trust to help enhance and maintain the Town's open space and trail network.
- ▶ **Action 5-5.2:** Work with the Pembroke Watershed Association (PWA) to advocate for and promote the preservation of the Town's ponds.
- ▶ **Action 5-5.3:** Work with the MA Department of Conservation and Recreation (DCR) to work toward a "Tree City USA" designation.
- ▶ **Action 5-5.4:** Partner with NSRWA to conduct a feasibility assessment of removing Luddams Ford Dam.

Goal 5-6: Pursue state and federal funding to develop emergency preparedness plans, alternative energy production, and hazard mitigation.

- ▶ **Action 5-6.1:** Apply for Action Grant funding through the MEMA's Municipal Vulnerability Preparedness (MVP) grant program to complete projects outlined in Pembroke's 2022 MVHMP.
- ▶ **Action 5-6.2:** Maintain and update emergency response plans as needed.
- ▶ **Action 5-6.3:** Develop and publicize information to the public about emergency response procedures and resources.

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06

PUBLIC FACILITIES & SERVICES

Public Facilities & Services

Introduction

Pembroke's public facilities and services keep residents safe, active, educated, and informed. Departments providing services like emergency services, infrastructural maintenance, education, and recreation continue to serve Pembroke's residents and attract tourists and newcomers.

The Public Facilities Chapter provides an overview of municipal entities involved in public services administration, assesses the condition of public assets, and provides actionable recommendations supporting improving public services in the Town. This chapter relies on existing reports and pertinent community and stakeholder feedback.

The following municipal entities impact the provision of public services or maintenance of public infrastructure and facilities in Pembroke.

- ▶ Town Administration
- ▶ Department of Public Works
- ▶ Fire Department
- ▶ Police Department
- ▶ Board of Health
- ▶ Trash and Recycling Department
- ▶ Council on Aging/Senior Center
- ▶ Recreation Department
- ▶ Pembroke Public Schools
- ▶ Pembroke Public Libraries

Planning Context

Community Development Plan (2004)

The 2004 Community Development Plan (CDP) prescribed the following actions for Pembroke to serve residents and visitors adequately.

- ▶ Create greenways along streams and between existing and proposed open space/recreation amenities and community facilities.
- ▶ Continue improving water supplies and distribution/storage and continue studying the sewerage of the Routes 129/2 commercial area as well as the ponds neighborhoods.
- ▶ Develop a comprehensive economic development program under a local body responsible for attracting/retaining businesses and increasing employment opportunities.
- ▶ Establish a town Economic Development Committee (or possibly an Economic development Industrial Corporation [EDIC]) to develop and implement a program and consider hiring a paid Economic Development Director.
- ▶ Employ an Information Technology (IT) specialist to develop and operate a multi-purpose town geographic information system (GIS) and improve the marketing value of the town's web page.

The 2004 CDP does not provide extensive detail on the state of other facilities and services, including the Town's public schools and libraries. The Public Facilities and Services Chapter will focus on these gaps and record the current conditions and future goals of Pembroke's valued governmental departments and public institutions.

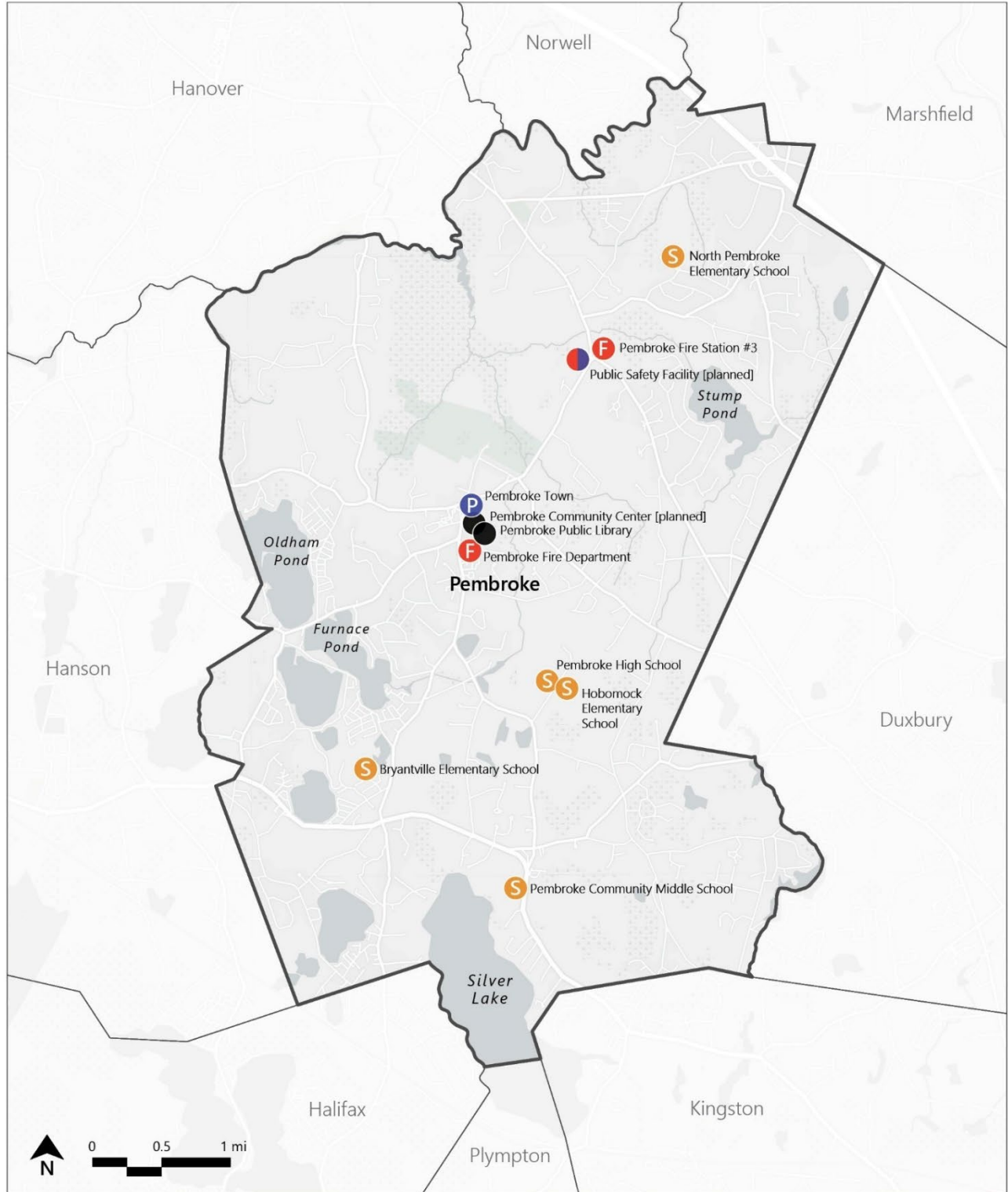
Baseline Conditions

Municipal facilities are housed in several locations throughout Pembroke, as indicated in **Figure 6.1**. The Town Hall at 100 Center Street houses various departments, including the Assessor's Office, Board of Health, Building Department, Department of Public Works, Town Clerk, Town Manager, Veterans' Services, and more.

The Police Department, which houses Animal Care and Control, is located next to the Town Hall at 80 Center Street.

Departments conducting business at independent facilities include the Council on Aging/Senior Center (144 Center Street), Fire Department (172 Center Street), Pembroke Public Library (142 Center Street), and School Department (72 Pilgrim Road).

For additional details regarding Town-owned properties, refer to the **Natural Resources Chapter**.



Source: MassGIS, Pembroke MapsOnline

- S School
- F Fire Station
- P Police Station
- Other Public Facility

Figure 6.1
Public Facilities and Services

**Pembroke Master Plan
Pembroke, Massachusetts**

Town Administration

Pembroke has an Open Town Meeting form of government, with a five-member Board of Selectmen and a Town Manager. Under the general supervision of the Select Board, the Town Manager functions as the Town's chief administrative and financial officer. The Town Manager is directly responsible for managing staff and administering all Town affairs not explicitly reserved to another elected body. The Town Manager is also responsible for the research, administration, coordination, and resolution of all matters that come under the jurisdiction of the Board of Selectmen and acts as the liaison to Pembroke's other Town Departments and the general public.

The Town Hall adequately serves the public, although there are several upgrades needed. The chiller for the air conditioning unit was the most recent replacement. Significant work is required to improve internet/phone connectivity, building controls, plumbing and drainage, and ADA compliance. The Town may consider replacing the Town Hall building within the next decade.



Pembroke Town Hall. Photo Credit: VHB

Staffing is also a concern. To meet the community's needs, Town Departments are currently sharing duties. There is no in-house IT department, human resources (HR) staff, Town Planner, or dedicated Facilities Maintenance staff. Grant funds could support short-term hiring (up to three years), but additional funding would be needed through municipal taxes to support more full-time staff.

Recent successes of the Town Administration include the following:

- ▶ *The Town secured funding for and organized the development of the new Public Safety Building and Community Center.*
- ▶ *The Town continues to improve the condition of numbered roadways, maintaining most roadways with state funding. Local roadways have had some success with funding through Town Meeting. However, the Town will need additional funding to make more significant improvements and upgrades.*

Department of Public Works

Pembroke's Department of Public Works (DPW) comprises three divisions: Highway, Water, and Cemetery/Tree/Grounds.

Highway Division

The Highway Division, staffed by nine full-time employees, maintains 115 miles of accepted roads and 15 miles of unaccepted roads in accordance with state laws. The Highway Division

conducts emergency and routine maintenance of streets, sidewalks, and the stormwater system, installs street signs, paints roadway stripes, and removes snow and ice.

Water Division

In collaboration with the Public Works Water Commissioners, the Pembroke Water Division operates and maintains the Town water supply with six full-time employees and a working foreman. State-licensed water distribution staff perform standard tasks like meter readings, Dig Safe mark outs, and hydrant flushing and respond to issues like low water pressure, condensation, discolored water, and service leaks. State-licensed water treatment staff oversee maintenance of the well sites and sample the water to ensure it meets quality standards set forth by the Environmental Protection Agency (EPA) and the Department of Environmental Protection (DEP).

The public water system consists of 135 miles of water main, 1,000 fire hydrants, three water storage tanks, and five gravel-packed wells drawn from the aquifer in the western portion of the Town. Although Pembroke maintains the infrastructure to supply municipal water to residents, the Town Water Division estimates that private wells serve approximately 250 residences.

Silver Lake serves as a water supply for the City of Brockton. Through an act written in 1899, Brockton can access and remove water from Silver Lake and sell it to other municipalities “for the extinguishment of fires and for domestic and other purposes.”²³ Another act approved in 1964 established the Central Plymouth County Water District (consisting of Brockton, East Bridgewater, Halifax, Hanson, Kingston, Pembroke Plympton, and Whitman) and an oversight commission of the same name, and authorized Brockton to extend its source of water supply by diverting water from Furnace and Monponsett Ponds into Silver Lake.²⁴ Given that this act was written over 120 years ago, when the South Shore had a much lower population and was almost entirely agricultural, the parties to this agreement should reconsider the act’s underlying provisions and update the document accordingly.

The Town lacks a central sewer system, requiring all properties to rely on septic systems. The Town should consider potential funding sources and continue investigating the placement and development of sewer systems. The Town should consider implementing sewer systems where water tables are high, the landscape is prone to flooding, and populations are most dense—all of which are true near Pembroke’s ponds.

53% of respondents to the Master Plan public survey identified the condition of potable water as “Fair” or “Poor.”

Cemetery, Tree, and Grounds Division

The Cemetery/Grounds Division, staffed by five full-time employees, maintains the Town’s three cemeteries: Pine Grove Cemetery, Center Cemetery, and Mount Pleasant Cemetery. Division responsibilities include preparing for burial internments, maintaining routine landscaping, and following rules and regulations. The Tree Division trims trees that pose a

²³ Acts, 1899. Chapter 356. An Act to authorize the City of Brockton to take an additional water supply.

²⁴ Acts, 1964. Chapter 371. An Act establishing the Central Plymouth County Water District and authorizing the City of Brockton to extend its source of water supply.

risk to public roadways, performs tree inspections, removes dead/damaged/diseased trees, and clears roadways during extreme weather events.

Recent reports and community input highlight several opportunities for improvement within the DPW. A primary concern regards staffing. A current employee at the DPW reported that the DPW has had the same number of employees since 1972 (the Town's population has increased roughly 64% since that time). A state audit a decade ago reinforced that the DPW was severely understaffed. To ensure they can meet the Town's needs, the DPW should investigate their staff's current workload and determine whether additional full- or part-time employees are needed. The DPW should also consider hiring a grant writer who can secure funding for future public projects.

The DPW and MassDOT have accomplished the following recent initiatives:

- ▶ *The DPW has focused on improving the Town's water infrastructure, including constructing a new well and storage tank.*

Fire Department

The Fire Department operates three facilities across the Town: Fire Headquarters (172 Center Street), Fire Station 1 (32 School Street), and Fire Station 3 (380 Washington Street). There are currently 31 full-time firefighters (including Chief Jason Viveiros), cross-trained as paramedics, and eight additional on-call firefighters.

In 2017, Pembroke employed Kaestle Boos Associates, Inc., and Mitchell Associates Architects to evaluate the police station and fire headquarters.²⁵ Their inspections of the fire station (built in 1976) conclude that the building doesn't meet current codes for critical operations buildings.

These findings prompted the Town to approve \$61 million to construct a new Public Safety Building—which will host both the Fire and Police Departments—on a Town-owned parcel at 369 Washington Street, and a new fire substation on a Town-owned parcel at the intersection of Monroe and School Streets. The preliminary designs include separate spaces necessary for each department (e.g., gear lockers, triage area, and firetruck bays for the Fire Department and evidence storage, patrol operations, cells, and dispatch for the Police Department) and shared spaces where departmental needs overlap (e.g., training rooms, wellness area). The Town will need to consider reusing or disposing of the parcels that host the existing facilities.

The Department's fleet is in good condition, consisting of two engines (at the time of this report, a third was on order), three ambulances (with one replaced every 18 months), and one recently rehabilitated ladder truck. The Department will need a new ladder truck sometime in the next decade.

²⁵ Town of Pembroke. Design Services & Site Evaluation for Pembroke Police Station & Fire Headquarters. Retrieved August 9, 2023, from https://www.pembroke-ma.gov/sites/g/files/vyhlf3666/f/uploads/town_meeting_presentation.pdf

In addition to responding to health and fire emergencies, the Fire Department conducts Community Risk Reduction services through the “Safe” and “Sr Safe” program with the Pembroke Public Schools and Council on Aging, CPR training, and car seat installation. In the future, they expect to move toward mobile integrated healthcare, the practice of working with hospitals to provide in-house patient care.

With a higher call volume than surrounding communities, the Fire Department will look to hire additional staff, with a specific focus on paramedics. However, the Department has reported difficulty staffing these positions due to the waning availability of paramedics. The Fire Department can address this issue by creating an educational program with Pembroke High School to promote awareness of and interest in this career path or consider outsourcing private paramedic services if service quality and financial benefits exist.

The Fire Department has accomplished the following recent initiatives:

- ▶ *The Town approved \$61 million in funding for a new Public Safety Building and a fire substation to improve firefighters’ experience and increase the community’s safety.*
- ▶ *Over the past two years, the Fire Department has continuously emphasized professional development and training for their staff.*

Police Department

The current Police Department building was constructed in 1977 after a fire rendered the previous Fire/Police Station unusable. The structure, designed for the fifteen officers who served 8,000 residents, has two bathrooms, no training room, insufficient common space, and a sally port (a secure entrance for police and arrestees) that does not meet state standards. It is an inadequate facility for today’s Police Department, which now employs seventy-two and serves a population of over 18,000 people.

As a result, the Police Department will move its operations to the Public Safety Building upon its completion at 369 Washington Street. The new facility will contain more bathrooms, more common space, a dedicated training space, and a women’s locker room. It will also host new technology necessary for modern policing. The existing police station will be re-roofed and turned into an annex for the Town Hall’s growing storage needs.

In addition to providing services through its various Special Units (listed below), the Police Department has renewed its focus on public outreach and transparency. Their goal of maintaining a positive image in Town has been largely successful due to engagement initiatives and community policing—the active collaboration between police and the public to reduce crime and address community problems more efficiently and safely.

- ▶ Special Units/Services:
 - Community Relations Officers
 - Traffic Officers
 - Bike/ATV/Boat Patrols
 - K9 Unit

- Sexual Assault Investigators
- Property Evidence Officers
- Animal Control
- Business Relations Officer
- School Liaison Officers
- Dive Team
- Search and Rescue Team
- Elder Affairs Officers
- Outreach Program
- License to Carry Issuing
- ▶ Community Policing/Engagement Initiatives:
 - Critical Incident Stress Management (CISM)
 - Plymouth County Outreach HUB Program
 - Prom Angels
 - Domestic Violence Outreach
 - Cops for Kids with Cancer
 - Station tours for Girl and Boy Scout Troops
 - Stericycle Medicine Drop Box
 - Backpack drives for the homeless
 - Support with seasonal events such as Halloween, Christmas (tree lighting and Toy Drive), and Pembroke Celebrates
 - Charity road races
 - Jimmy Fund Walk
 - Citizen Police Academy and Junior Academy
 - Veteran's Coat Drive

The Department hopes to continue hiring to meet the needs of the Town's growing population. At the time of this report, the Police Chief noted that the office needs two additional employees and four patrol officers (current funding supports only 32 patrol officers; 36 are appropriate for a town of Pembroke's size).

The Department's police vehicles, motorcycles, bikes, and ATVs are in good condition, replacing many during the current Chief's three-year tenure. During the same period, the Department bought a new boat for water patrols and search and rescue efforts.

The Police Department works closely with the police in surrounding communities, particularly Hanover, with whom they partner to employ a full-time clinician who helps de-escalate mental health and substance abuse crises and domestic violence cases. Department memberships in regional collaborations include the Southeastern Massachusetts Police Chiefs Association, Inc., the International Association of Chiefs of Police (ICAP), and FBI LEEDA.

The greatest challenge for the Police Department, like many across the state and nation, is maintaining the Town's moral and fiscal support. Though the community has greatly supported Pembroke's police officers, the Department must continue acknowledging and addressing concerns regarding hiring, purchasing, or upgrading equipment and funding internal and external programs. Continued monitoring of issues with continued engagement in police-organized or -supported events can boost officer morale and solidify trust between the Department and the community.

The Police Department has accomplished the following recent initiatives:

- ▶ *The Town approved \$61 million in funding for a new Public Safety Building, which will address the fundamental needs of the Police Department.*
- ▶ *The Department received a \$30,000 State Traffic Grant to fund traffic enforcement and equipment related to traffic safety.*
- ▶ *The Department's social media activity and public outreach efforts have enhanced their transparency with the community. One such step that has been particularly meaningful to the Department and the public is the Meet and Greets at the Council on Aging, where officers discuss new public programs, address the fear of crime, and respond to attendees' questions about the Department.*



The Town has approved \$61 million in funding for Pembroke's new Public Safety Building, designed by Kaestle Boos Associates, Inc. Photo Credit: Pembroke Public Safety Building Committee

Board of Health

Pembroke's Board of Health oversees all topics related to public health and safety, including septic regulations and maintenance, public sanitation, emergency preparation, and animal inspection.

Trash and Recycling Department

In 2011, the Town of Pembroke implemented a curbside, automated trash collection system to simplify residents' curbside pickup needs. This initiative supplied each residence in the Town with a 64-gallon bin. EZ Disposal provides Pembroke's trash and recycling service, costing \$360 per household per year. An additional Bulk Item Pickup program services residents on Wednesdays, picking up more oversized items like furniture and mattresses.

The Wilson E. Whittaker Recycling Center, located at 158B Hobomock Street, accepts residential material for a disposal fee. Building B on the site hosts the "Take It or Leave It Shop," which accepts small, gently used items that may be reused or repurposed. The Center collects leaves and grass clippings and provides residents with free compost. The Town is investing in replacing the decking systems and repaving and striping the roadway and facility lot. The Recycling Center is generally in good condition for its operating model and passes all routine inspections.

The Recycling and Sustainability Committee studied single-stream recycling compared to dual-stream recycling systems in 2019. A single-stream recycling system collects all recyclables in a single bin, whereas a dual-stream system separates paper from metal, glass, and plastic waste. The Committee reported to the Select Board that implementing dual-stream collection in Pembroke was cost-prohibitive and lacked community buy-in. The Town has since continued using a single-stream recycling system.

As textiles were banned from the waste stream in 2022, Pembroke has partnered with Simple Recycling, a free home pickup service for clothing, shoes, and small home goods. Simple Recycling has reduced its service areas due to underuse in recent years. The Town has provided eight free textile deposit containers to fill the gap at seven locations.

The Trash and Recycling Department has accomplished the following recent initiatives:

- ▶ *The 2022 Recycling Committee Report summarized recent initiatives, including the production of an educational PSA video, which was distributed via PACTV and social media, weekly educational posts for the Town of Pembroke's Facebook Page, and increased visibility efforts through tabling at events and signage in public buildings. This effort included the #NoThrowThursdays campaign on social media.*
- ▶ *The Department continues coordinating with business partners South Shore Recycling Cooperative and the Pembroke Recycling and Sustainability Committee.*

Council on Aging/Senior Center

The Council on Aging's (COA), housed at 144 Center Street, has the following mission:

"Communicate with and care for the seniors in our community. Open and stimulate minds through programs and activities. Act together to make senior years interesting and enjoyable."

The COA employs two full-time staff and three part-time staff. Around 60 volunteers support their work. Friends of the Pembroke Council on Aging—a non-profit 501(c)3 organization—provides financial assistance to the COA by collecting donations through membership and fundraising events.

The COA offers referrals for elder services and is a place for the community. They provide support with fuel assistance, food assistance, and transportation. The COA employs five part-time drivers who operate the COA's van. The Greater Attleboro Taunton Regional Transit Authority (GATRA), with whom COA has an ongoing contract, performs the bulk of COA's transportation services with their three vans. With the help of GATRA, the COA completed approximately 8,000 rides in 2022.

The Senior Center provides programs, exercise, and meals to residents aged 60 and older. The following are a few programs offered by the Senior Center:

- ▶ Activities: whist, quilting, tap dancing, yoga, L-C-R, book club, movie nights, walking club, cribbage, chair aerobics
- ▶ Senior Reader Program: Through a partnership with Hobomock Elementary School, seniors can volunteer to read with elementary kids during the summer months
- ▶ Blood drives: The Senior Center works with the American Red Cross to facilitate drives
- ▶ Food assistance: The Senior Center hosts congregate lunches and delivers food through Meals on Wheels. The COA is also Pembroke's local SNAP partner, which offers benefits to all residents regardless of age
- ▶ Daily transportation services

Upon the building's completion, the Senior Center will move its operations from the Center Street location to the new Community Center.

Challenges experienced by the Senior Center include attracting a younger senior demographic and needing an adult day center to help with the increasing number of people with dementia. Pembroke has an aging population, requiring further planning and funding to support seniors living at home, facilitating additional safe and accessible public transportation, and enhancing connectivity between senior housing and the Town Center.

The COA has accomplished the following recent initiatives:

- ▶ *During the COVID-19 pandemic, the COA identified and communicated with residents over the age of 60 about the risks of coronavirus. By 2022, the COA administered more than 800 vaccines.*

Recreation Department

Pembroke's Recreation Department –Pembroke Recreation—employs two full-time staff and up to 20 part-time seasonal staff. Pembroke Recreation collaborates with other departments to organize public programs, maintain several Town properties, and host

various events. As stated on the Department's webpage, Pembroke Recreation has the following mission.

"We strive to provide exceptional and creative programs, services and facilities that foster community spirit and involvement while serving the physical and social needs of all the residents."

Pembroke Recreation oversees the use and maintenance of facilities, including Howard Bezanson Fields, Marcus B. Ford Park-Playground (also known as Birch Street Playground), and Magoun Park. Investment from the Town and Pembroke Youth Baseball and Softball (PYBS) has turned J.J. Shepherd Memorial Town Forest (commonly referred to as Mattakeesett Street Ball Complex) into one of the South Shore's top athletic facilities, boasting six baseball fields and two softball fields, basketball courts, a new playground, and a new patio to supplement the Snack Shack. The **Natural Resources Chapter** includes a complete list of managed properties.

Additionally, Pembroke Recreation provides supplemental services to residents, including after-school and summer camp programs for kids. Once the new Community Center is complete, its services will expand to include fitness programs, a concert series, and a variety of classes (cooking, language, technology, and arts). The Community Center will also host its 56th annual Pembroke Arts Festival, a volunteer-run event in 2023. Pembroke Recreation aims to expand its collaboration with local and regional partners to offer other services and events for the public.

Like other Town departments, Pembroke Recreation is challenged with staffing and facility maintenance. At many fields, mowing is often put off until a scheduled game, fences rust and need replacement, and lighting is insufficient or nonexistent. During the construction of the new Community Center, Pembroke Recreation has relied mainly on the Cemetery Division to meet maintenance needs. Future coordination between the public schools, Conservation Department, and Pembroke Recreation could improve the quality of all the Town's athletics fields, courts, trails, and playgrounds. Updates to access points would also greatly improve seniors' ability to access these spaces. New equipment—like a turf dragger, lining equipment, hoses, weed whackers, leaf blowers, a mower, and a truck trailer—would also benefit Pembroke Recreation's maintenance efforts.

The Recreation Department has accomplished the following recent initiatives:

- ▶ *Pembroke Recreation will be moving into the new Community Center following completion of construction.*
- ▶ *Pembroke Recreation recently hired a new Recreation Director.*
- ▶ *Completing the Mattakeesett Street Playground, complete with an ADA-accessible parking space and ramp.*
- ▶ *Secured Community Preservation Act (CPA) funds to repair and upgrade the Bezanson Field complex, including replacing the turf and fencing and adding irrigation.*

Conservation Commission

Pembroke's Conservation Commission—consisting of seven volunteers, a Conservation Agent, and a full-time Administrative Agent—administers the Massachusetts Wetland Protection Act (WPA; Massachusetts General Laws, Chapter 131, Section 40), and the Wetland Protection Act Regulations (310 CMR 10.00).

The Commission also administers the Town's local Wetlands Protection Bylaw (Article XXXVI in the Town Bylaws, most recently updated in May of 2023), which—like the WPA—regulates the use/alteration of land within 200 feet of a riverfront or perennial stream and 100 feet of a wetland, stream, marsh, pond, or lake. The Town should consider adopting the local bylaw into Pembroke's Zoning Bylaw to clarify and underscore the importance of these regulations.

The Conservation Commission has no dedicated vehicles. The Conservation Agent uses a personal vehicle to conduct site visits.

As detailed in Pembroke's 2022 OSRP, the Conservation Commission owns and maintains 56 parcels totaling 832.96 acres. These properties are protected for environmental conservation (e.g., Oldham Pond Island and Cedar Swamp) and recreation (e.g., Furnace Pond Beach and Tubbs Meadow Preserve).

The Commission's greatest ongoing need is trail maintenance and repair. As no Town-funded position is specifically dedicated to the task, the Conservation Commission relies almost entirely on volunteer help to care for their properties. When volunteerism wanes, so does the quality and accessibility of recreational properties. State and federal grants are one opportunity that could lessen the burden on the Town and help the Commission continue to acquire local land critical for environmental preservation or recreational use. To be in the best position to win these grants, the Commission should consider hiring a part- or full-time grant writer.

The Conservation Commission has accomplished the following recent initiatives:

- ▶ *State approval of Pembroke's 2022 OSRP allows the Town to apply for open space purchase and management grants.*
- ▶ *The Conservation Commission's winning of a Recreational Trails Program (RTP) grant funded significant improvements to the Indian Head River Trails. Performed activities include trail maintenance, painting trail markings, and the installation of new kiosks and signage. This project was made possible with help from the Indian Head River Coalition, composed of the Wildlands Trust, the North and South Rivers Watershed Association, Plymouth County, and the towns of Hanover, Hanson, and Pembroke.*

Pembroke Public Schools

Pembroke Public Schools (PPS)—consisting of Bryantville Elementary, Hobomock Elementary, North Pembroke Elementary, Pembroke Community Middle, and Pembroke High—remain among the top motivators for newcomers moving to Pembroke.

The High School offers advanced placement (AP) courses, robotics courses, and languages (three in the high school, two in the middle school). PPS frequently considers and implements new initiatives to encourage a diversity of learning opportunities for the changing career market. One such initiative, the Pathways Program, provides kids with skills unique to career paths and encourages student participation in an internship, certification, or capstone project. The program currently includes Digital Arts, Business, and Science pathways. The program will add Engineering/Manufacturing and Biomedical Science pathways for the 2023-2024 academic year. Educators hope to develop an Education Pathway for the 2024-2025 academic year.

PPS provide students, parents, teachers, and the general public with a range of services including:

For Students, Parents, and Staff:

- ▶ English language learning support
- ▶ Individualized Education Program (IEP)
- ▶ In-district professional development courses
- ▶ Social emotional health and wellness resources
- ▶ Bullying prevention and intervention training
- ▶ YMCA Before & After School Program
- ▶ Youth and high school sports
- ▶ Youth Drug Prevention Committee (includes Pembroke Drug Coalition and Pembroke Titans Against Drugs)
- ▶ Kinship Care Support Group (for relatives raising a family member's children)

For Greater Community:

- ▶ The Health Fair (for community members to meet local health care providers)
- ▶ Interface (a contract between the school and a concierge service that pairs people with mental health providers)
- ▶ Safe Routes to School (DOT program offering resources to improve and expand local pedestrian/bike infrastructure)
- ▶ Athletic facilities including a track, gym, and tennis courts
- ▶ Blood drives

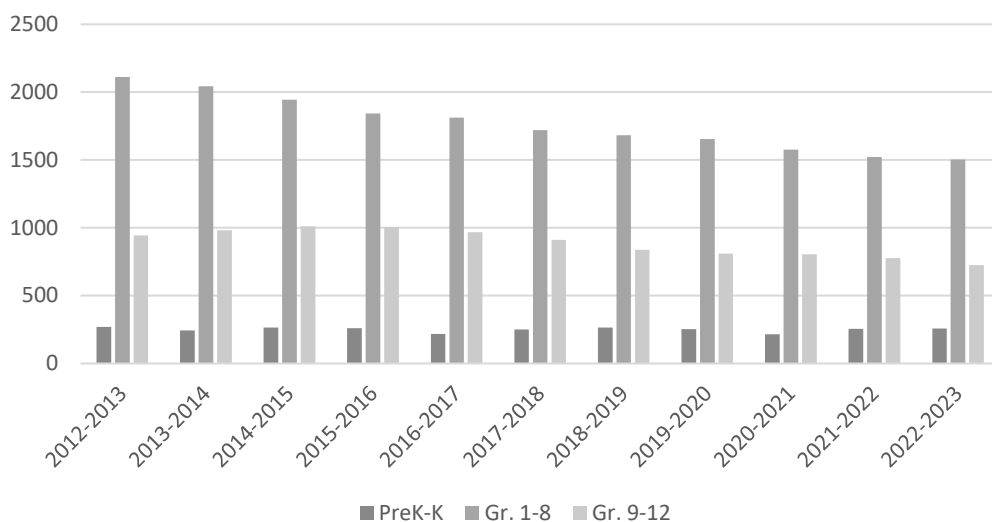
- ▶ PHS is a mass-dispensing site in emergency scenarios and has plans for public health emergencies
- ▶ Partnership with T-Mobile (to offer free internet to families without internet access)

A full list of supplemental courses, programs, and public events can be found on the PPS website.²⁶

The primary challenge for the district is aging infrastructure, with buildings constructed in the 1960s. Despite renovations and expansions in the late 1990s and early 2000s, the original structures show signs of needing replacement. The building structure also causes significant Wi-Fi connection issues, reducing teachers’ and students’ abilities to upload, download, and share material online. The district acquired new equipment funded by the Coronavirus Aid, Relief and Economic Security (CARES) Act, but the buildings’ design and materials continue to inhibit the wireless connection. Community members have also noted the need for improved heating, ventilation, and air conditioning (HVAC) in school facilities.

Compared to neighboring towns—and the state of the district’s budget ten years ago—PPS is underfunded, affecting structural maintenance, course offerings, and extracurricular programming. Pembroke’s school enrollment is dropping faster than surrounding districts. As shown in **Figure 6.2, PPS enrollment is dropping fastest in grades one through eight.** As shown in **Figure 6.3, PPS enrollment is dropping at a faster rate than neighboring districts.** To meet students’ needs, the Town should plan to examine all existing facilities, identify utilization patterns and future needs, and assess whether buildings—particularly the three elementary schools—could be consolidated to maximize staff and resources.

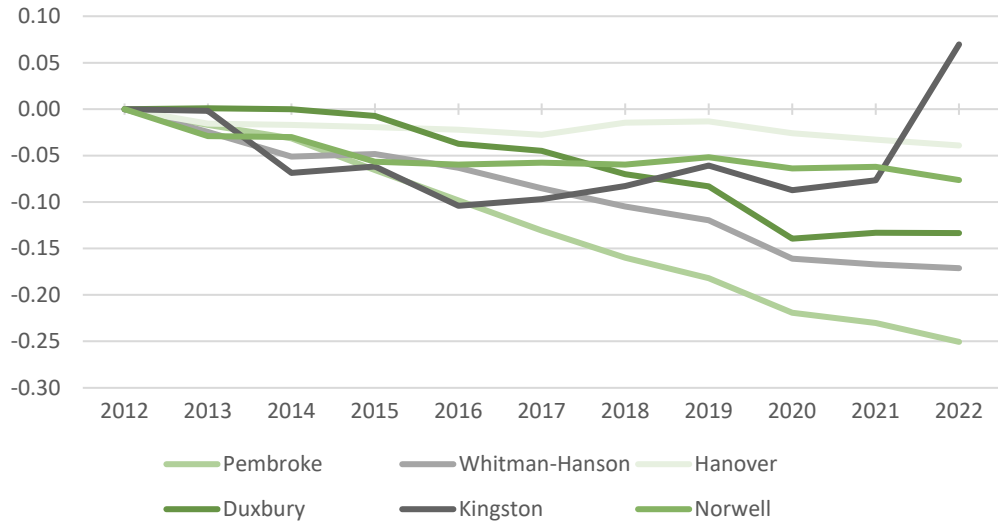
Figure 6.2 – PPS Enrollment by Grade (2012-2023)



Source: Department of Elementary and Secondary Education, Enrollment Data by District/Grade.

²⁶ Pembroke Public Schools. *District Home*. Retrieved September 8, 2023, from <https://www.pembrokek12.org/>

Figure 6.3 – Regional Percent Change in Enrollment (2012-2022)



Source: Department of Elementary and Secondary Education, Enrollment Data by District/Grade.

Other opportunities for improvement include organizing new extracurricular offerings and updating outdoor facilities (e.g., resurfacing the High School’s tennis courts and improving exterior common spaces for eating lunch).

There is a need for vocational and technical high school educational opportunities for Pembroke residents. The Town should assess opportunities to expand access to vocational-technical training, including regional partnerships.



Pembroke High School's educational courses, extracurricular programs, and public services could benefit from a new facility. Photo Credit: VHB

Recent successes of PPS include the following:

- ▶ *Pembroke High School was recognized as a school of distinction by the College Board for its Advanced Placement (AP) program offerings.*
- ▶ *Pembroke High School implemented the Pathways Program for the 2022-2023 school year, offering students three pathways (Computer Science, Digital Arts, and Business). The school was awarded additional grant funding from the One8 Foundation to create new pathways (Engineering/Manufacturing and Biomedical pathways) for the 2023-2024 school year. Educators will explore an Education pathway in the future. Over 200 students (about 30% of the student body) are enrolled in pathways as of fall 2023.*
- ▶ *PPS has expanded its Unified Sports Program to allow students with mobility or intellectual disabilities to participate in organized sports with the help of peers. While only basketball is currently offered, the district hopes to add other sports in the future.*
- ▶ *The TitanTech Instructional Technology Plan established goals for effective technology use at PPS.*
- ▶ *In 2020, PPS was one of 754 school districts nationwide recognized by the National Association of Music Merchants (NAMM) as one of the best communities for music. The district previously won this award in 2016 and 2018.*
- ▶ *Pembroke Public High School replaced their turf fields in 2017.*

Pembroke Public Libraries

Pembroke has three public libraries: Pembroke Public Library (142 Center Street), Lydia Drake Library (340 High Street), and Cobb Library (9 Union Street).

Pembroke Public Library

Opened in the current building in 1998, Pembroke Public Library is a valuable and well-maintained facility in the center of Pembroke with a mission of “provid[ing] a welcoming physical and virtual space for the inspiration, education, and empowerment of community members by giving people access to resources, ideas, information, and experiences.” It currently employs seven full-time employees and several part-time staff. Besides borrowing books and e-books and offering access to online databases, the Library provides the community with various services, spaces, and loanable items, including the following.

- ▶ **Public meeting rooms:** The Library has two meeting rooms for community non-profits and an ample exhibit space for art displays and shows.
- ▶ **A play space for children:** The play space has puzzles, games, and a puppet theater.
- ▶ **Technology services:** Visitors can use the Library’s computers (with Microsoft Office software), Wi-Fi, headphones, scanners, printers, and fax machines. Residents may also borrow a mobile hotspot (serviced by T-Mobile) for external use.
- ▶ **Museum passes:** Provided by the Friends of the Pembroke Library, residents can reserve discounted passes to the Franklin Park Zoo, the Isabella Stewart Gardner Museum, the New England Aquarium, the Museum of Science, and more.

- ▶ **Library of Things:** The Library of Things is a collection of non-traditional items for loan, including a cornhole set, crochet kit, pasta machine, projector, telescope, and ukelele.
- ▶ **Education kits:** Available for two-week check-outs, Education Kits contain learning tools such as microscopes, building blocks, BINGO mathematic cards, and coding robots.
- ▶ **Test proctor:** Proctor services are available for monitoring tests and exams.
- ▶ **Passport applications and renewals:** As an authorized Passport Acceptance Facility, residents can use the Library to apply for a new passport.
- ▶ **Homebound delivery service:** In conjunction with the Council on Aging, the homebound delivery service makes library materials accessible for those with mobility challenges.
- ▶ **Public programs:** The Library organizes and hosts movie matinees, Puppy Dog Tales (reading to therapy dogs), Genealogy Nights, a LEGO Club, an Anime Club, and more.

As the building approaches the 25-year mark, it is experiencing the expected challenges of aging infrastructure. It will require the eventual replacement of structural and mechanical systems such as the roof, windows, exterior doors, and HVAC system. Additionally, some cosmetic needs should be addressed to keep the building enjoyable, such as updating the restrooms and replacing countertops and carpeting. The Town would also benefit from a physical expansion in the Youth Services area of the building to accommodate the community's desire for more learning activities and study rooms and address the insufficiency of space for young adult reading material.

Like other municipal departments and facilities discussed in this chapter, staffing is a primary concern for Pembroke Public Library. Turnover is high, particularly among part-time staff, who leave the Library searching for full-time positions elsewhere.

As accepted by the Pembroke Public Library Board of Trustees and the Massachusetts Board of Library Commissioners, the Library has the following goals for the 2024 fiscal year.

Conducting community outreach

- ▶ **Goal #1:** The Library will improve the marketing of services and events so that all residents have the opportunity to participate.
- ▶ **Goal #2:** The Library will increase community engagement.

Providing a community space that is warm, welcoming, and available

- ▶ **Goal #1:** Identify funding or seek outside sources to meet identified technological needs, by fall 2023.
- ▶ **Goal #2:** The Library will evaluate current space availability and use.
- ▶ **Goal #3:** The Library will provide a welcoming and inclusive space for diverse groups of people within the community.
- ▶ **Goal #4:** The Library will provide assistive technology in an inclusive, accessible space.

Stimulating curiosity and imagination

- ▶ **Goal #1:** Residents will have easy access to materials that will enhance their pleasure reading.
- ▶ **Goal #2:** The Library will develop and support lifelong learning initiatives.
- ▶ **Goal #3:** The Library will support the interests and educational needs of teens.
- ▶ **Goal #4:** The Library will support the interests and educational needs of school-age children.
- ▶ **Goal #5:** The Library will encourage early literacy and play for ages birth through five.



*The main collection area at Pembroke Public Library.
Photo Credit: Peter Santore*

Lydia Drake Library

The Lydia Drake Library, left to the Town by a former schoolteacher of the same name, opened to the public in 1944. It is now staffed by volunteers and supports book rental and space rental (The Pine Room can accommodate roughly thirty people).

Recent successes of Pembroke's Public Libraries include:

- ▶ *Pembroke Public Library's meeting room was updated with new technology, including a large flat screen monitor and a new audio-visual (AV) system. This project was funded by the Pembroke Public Library Foundation. The meeting room will soon receive new furnishings in the room as well, with some of the project being funded by the Friends of Pembroke Public Library.*
- ▶ *Pembroke Public Library continues to be highly utilized and continues to see increasing attendance at in-person events.*

Goals and Recommended Actions

Goal 6-1: Develop plans to ensure Pembroke's infrastructure is regularly maintained and updated to meet the community's current and future needs.

- ▶ **Action 6-1.1** Establish a municipal IT and Facilities Management Department.
- ▶ **Action 6-1.2:** Create a consolidated, digitally accessible inventory of municipal infrastructure assets, including all locally owned roadways and utilities, to assist in preparing annual capital improvement plans.
- ▶ **Action 6-1.3:** Address current infrastructure gaps (e.g., outdated HVAC systems, outdated internet servers, etc.) through state and federal grant funding.
- ▶ **Action 6-1.4:** Obtain funding for and mobilize the construction of the new Public Safety Building.
- ▶ **Action 6-1.5** Maintain water systems to the highest standard of quality and meet the water demands of the Town's overall population. Priorities may include constructing new water storage tanks, developing new water supplies, updating, or replacing culverts, and updating or replacing detention basins and leaching areas.

Goal 6-2: Ensure the Town's departments are sufficiently staffed, trained, and equipped to provide high-quality municipal services while maximizing cost-efficiency and transparency.

- ▶ **Action 6-2.1:** Conduct a comprehensive staffing review for all Town departments to determine projected staffing needs and to identify funding sources to support additional hiring.
- ▶ **Action 6-2.2:** Review and update the designated roles and responsibilities for all Boards and Committees.
- ▶ **Action 6-2.3:** Prepare a list of critical technological needs (e.g., upgrading the sound system in Veteran's Hall, adding digital signage in Town Hall, etc.), and plan to address each need.
- ▶ **Action 6-2.4:** Adopt and utilize a project management software platform (e.g., Jira, Trello, or Monday) to track Town proposals, publish progress updates, and streamline interdepartmental communication.
- ▶ **Action 6-2.5:** Investigate and consider adoption of electronic voting for Town Meeting, adding the value of greater speed, transparency, and order.
- ▶ **Action 6-2.6:** For enhanced standards and expectations of communication, establish standards of practice, especially between Boards/Committees and their subcommittees.
- ▶ **Action 6-2.7:** Establish greater and more widespread promotion of townwide volunteerism, whether for appointed positions, elected positions, or any other community involvement.
- ▶ **Action 6-2.8:** Investigate and consider the potential appropriate uses of Generative AI and development of a policy governing its use, to make government more efficient and effective.

Goal 6-3: Strengthen communication channels and engagement with the public.

- ▶ **Action 6-3.1:** Consider having open “office hours” for Selectboard Members.
- ▶ **Action 6-3.2:** Consistently update the Town’s website and leverage outreach channels such as PACTV, the quarterly newsletter, and social media.
- ▶ **Action 6-3.3:** Perform regular public outreach to understand public sentiment regarding municipal services and infrastructure and to monitor changing community needs. Activities should include digital outreach (e.g., polling through social media or the Town website) and physical outreach (e.g., tabling at public events, distributing paper surveys to specific departments or non-profits).
- ▶ **Strategy 6-3.4:** Educate the public regarding the Town’s regular monitoring of surface and groundwater quality and how to access information regarding testing.
- ▶ **Action 6-3.5:** Hire a Communications Coordinator to manage internal and external communications. A summer internship program could supplement this role.

Goal 6-4: Develop a long-term plan to improve PPS’ facilities and services for students, parents, and the general public.

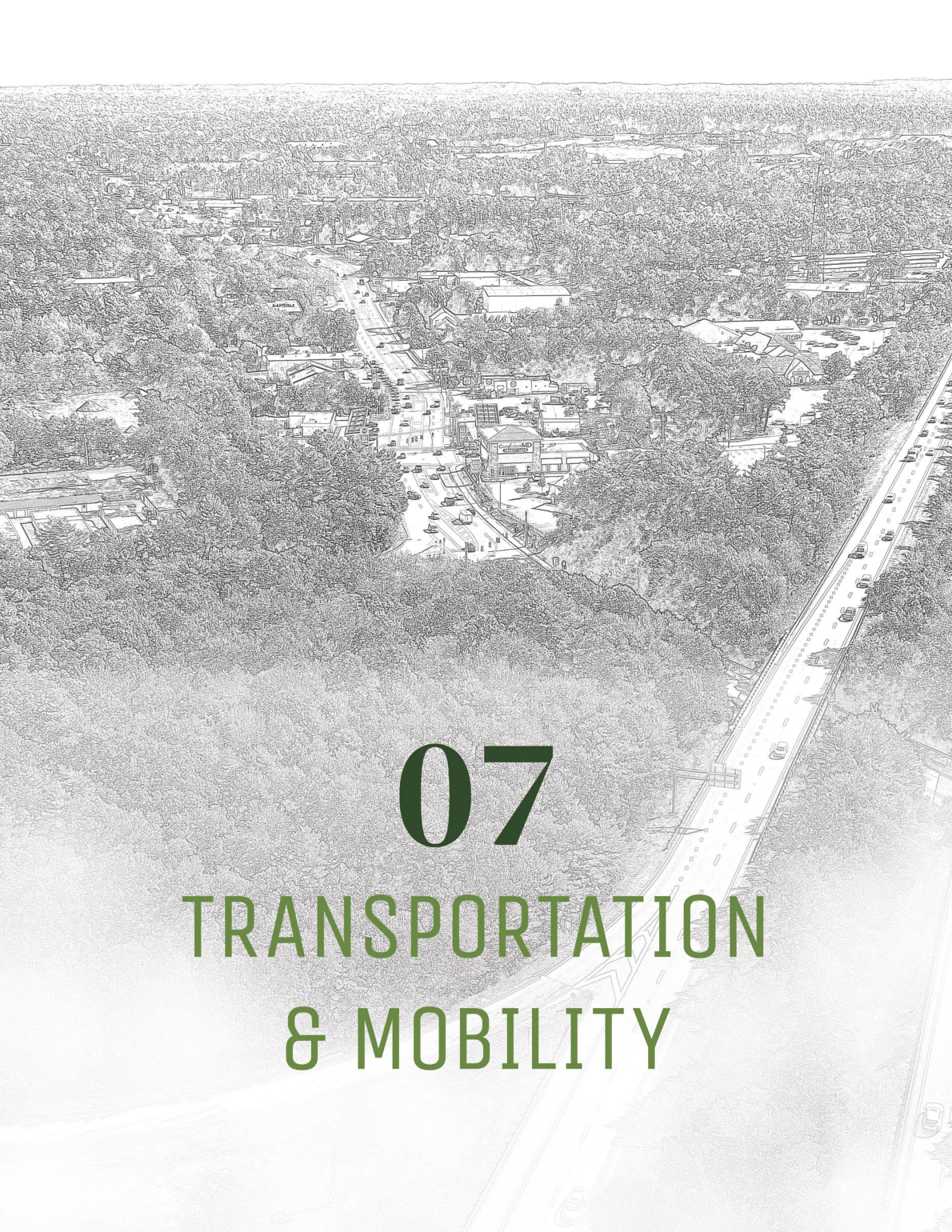
- ▶ **Action 6-4.1:** Identify additional Vocational/Technical education opportunities for Pembroke Students by creating a workgroup/committee to explore all area Vo-Tech schools including the costs associated with joining each.
- ▶ **Action 6-4.2:** Identify opportunities for new extracurricular offerings.
- ▶ **Action 6-4.3:** Expand Middle School Sports offerings.
- ▶ **Action 6-4.4:** Develop a facilities management plan for PPS buildings, including assessing existing conditions, goals for maintenance and improvements, and potential funding sources.
- ▶ **Action 6-4.5:** Identify funding sources to update outdoor facilities, including resurfacing the high school’s tennis courts, improving exterior gathering spaces, and enhancing the surrounding landscape with native plantings.
- ▶ **Action 6-4.6:** Complete a renovation study on the Hatch Building and possible grant funding to assist, and explore possible educational uses for the building, including a transitional program.
- ▶ **Action 6-4.7:** Assess the feasibility of consolidating elementary schools to maximize personnel and other resources.
- ▶ **Action 6-4.8:** Plan for the eventual renovation or replacement of Pembroke High School.

Goal 6-5: Expand Pembroke Public Library’s programming and services.

- ▶ **Action 6-5.1:** Expand community awareness of Library services and events. Supportive strategies include distributing digital and physical marketing materials to residents and businesses, partnering with other Town departments, or tabling at public events.
- ▶ **Action 6-5.2:** Identify state and federal funding opportunities supporting expanding the Library's technology resources and services.
- ▶ **Action 6-5.3:** Investigate the need for an expanded Youth Services area, driven by the community's desire for additional classes, study rooms, and young adult reading material.
- ▶ **Action 6-5.4:** Pursue state funding to complete a Digital Equity Plan to improve the community's access to digital devices, broadband internet, and technical support/learning opportunities.
- ▶ **Action 6-5.5:** Plan for the long-term replacement of structural and mechanical systems (e.g., roofing, windows, exterior doors, HVAC systems) as well as cosmetic upgrades to restrooms, carpeting, and countertops.

Goal 6-6: Improve access to Pembroke's public facilities and explore additional services for Pembroke's senior population.

- ▶ **Action 6-6.1:** Ensure the Community Center hosts a range of programming (e.g., technology training, recreational activities, and education workshops) that caters to all segments of Pembroke's population, including children, teens, seniors, and those with disabilities.
- ▶ **Action 6-6.2:** Encourage local businesses to become age-friendly by providing senior discounts, improving physical accessibility, and offering delivery services.
- ▶ **Action 6-6.3:** Apply for Project Grant funding through the Municipal ADA Improvement Grant Program to complete ADA projects outlined in Pembroke's ADA Self-Evaluation, Transition, and Grievance Plan.
- ▶ **Action 6-6.4:** Investigate the need for an adult day center to assist the increasing number of people with cognitive and physical impairments.
- ▶ **Action 6-6.5:** Continue efforts to improve multi-modal transportation for seniors in the Town Center, which may include adding ADA-compliant sidewalks and ensuring public transportation is senior-friendly with ramps and priority seating.



07

TRANSPORTATION
& MOBILITY

Transportation & Mobility

Introduction

Transportation planning is an essential consideration for Pembroke's future, impacting residents' quality of life, access to local and regional destinations, and providing a framework for future mobility.

Like many municipalities in the Commonwealth and nationwide, Pembroke's land uses and transportation infrastructure are oriented around motor vehicles as the primary mobility mode in the Town. Residents rely on the Town's roadway network to access local destinations and other regional economic hubs, including the City of Boston and Cape Cod. This underscores the importance of maintaining and upgrading roadways. Additionally, by creating opportunities for alternative modes of transportation, such as walking, biking, and public transit, Pembroke can encourage active lifestyles and support residents aging in place. Efficient circulation also reduces congestion, improves safety, and reduces stress.

Planning Context

The following sections provide context on local and regional transportation issues, summarizing the Town's 2004 Community Development Plan (CDP) and the Old Colony Planning Council's (OCPC's) 2018 Bicycle and Pedestrian Connectivity and Livability Study.

Community Development Plan (2004)

The 2004 CDP provided analysis to guide the Town in shaping future community development, and featured recommendations for improving the efficiency of transportation in Pembroke, some of which have since been implemented.

One of the goals of the CDP was to "Promote the use of public and private transportation services." The Town has made progress toward achieving this goal with the addition of the

Greater Attleboro Taunton Regional Transit Authority (GATRA). Further discussion of GATRA and its services is included in subsequent sections (See **Transit Networks** under **Baseline Conditions**).

The CDP also highlighted the need to “increase town-wide foot / bike friendliness with walking / biking thoroughfares;” however, progress toward achieving this goal has been limited. The Town has not yet developed “a comprehensive sidewalk system with sidewalks on all state highways and other major roads,” despite the continued need.

The CDP’s recommendations also focused on improving vehicle traffic operations, safety, and connectivity with attention to the Route 139 and Route 3 development area. Some CDP recommendations have since been implemented (e.g., recommended traffic signal and lane modifications at Route 139 and Union Street) and some have not (e.g., recommended Commerce Drive running from Oak Street to the Business Park).

Additional focus areas in addressing multimodal and traffic safety needs include the following.

- ▶ Reducing cut-through traffic on local streets and keeping commercial traffic on main roads
- ▶ Mitigating dangerous intersections
- ▶ Making the Town pedestrian- and bicycle-friendly with designated thoroughfares
- ▶ Promoting the use of public and private transportation services

Bicycle and Pedestrian Connectivity and Livability Study (2018)

The OCPC’s 2018 study provides a framework for advancing bicycle and pedestrian connectivity throughout the Old Colony region, focusing on improving connectivity between neighboring communities. This study documents existing bicycle and pedestrian infrastructure, highlights best practices, and provides a framework for developing future proposals, including goals and policies for a fully integrated multimodal transportation system. The study also provides technical analyses, including a sidewalk gap analysis and a proposed bicycle network.

The 2018 study notes the importance of implementing sidewalks where they do not currently exist, to connect residents with local destinations, promote health and well-being, and ease traffic congestion.

Recommendations included:

- ▶ Identify and address critical gaps in the sidewalk network and enhance ADA accessibility of all pedestrian pathways.
 - **Update (2023):** There was a major road upgrade in the Town Center underway in 2023, providing new, accessible sidewalks. However, much of the town remains without sidewalks, as indicated by many residents in the survey and at public events.
- ▶ Establish a network of bicycle lanes and pathways
 - **Update (2023):** There has been no progress made toward achieving this goal.

- ▶ Create a signage plan to provide wayfinding throughout Town, direct cyclists towards key destinations, and encourage tourism
 - **Update (2023):** There has been no progress made toward achieving this goal.

On a regional level, the Study recommended an Intra-Urban Bicycle Network to improve connectivity between towns. Key routes are recommended as bicycle corridors for communities to adopt and maintain. Routes identified in Pembroke include High Street and Oldham Street.

Baseline Conditions

Roadway Networks

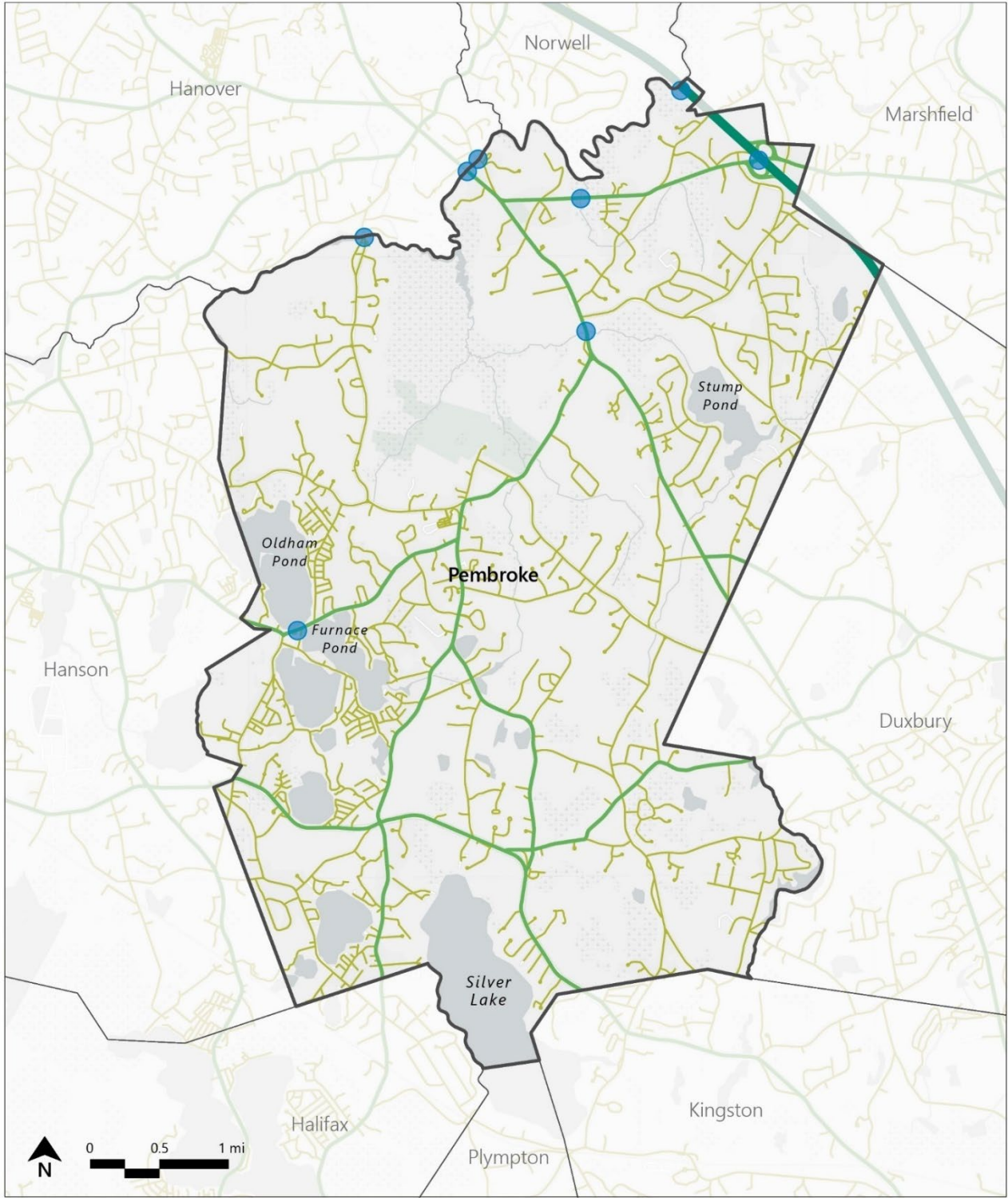
Pembroke's primary mode of transportation is the private automobile, in line with the Town's low-density suburban character. As such, there is significant traffic and strain on the Town's roadway network, which will continue to become more intense as the population grows. This underscores the need for Pembroke to invest in maintaining, and in some cases upgrading, the Town's network of roads. In the Master Plan survey and in public forums, many residents have noted concern with the condition of roads systemwide.

Regarding challenges to quality of life in Pembroke, 27% of respondents to the 2023 Master Plan Public Survey selected "Ease of Mobility" as the top challenge.

Community members and stakeholders noted safety concerns along roadways, including potholes, mature trees along roadways needing trimming, worn-away roadway markings, and poor stormwater drainage. Information regarding upcoming and recently completed municipal infrastructure projects is included in the **Public Facilities Chapter**.

Pembroke's roadway network, depicted in **Figure 7.1**, comprises approximately 117 miles of roads, including local roads with residential access to high-volume corridors transporting thousands of daily commuters.²⁷

²⁷ MassGIS. (2021). MassGIS Data: Massachusetts Department of Transportation (MassDOT) Roads. Modified 2021. Retrieved August 1, 2023, from <https://gis.massdot.state.ma.us/DataViewers/MunicipalDashboard>



Source: MassGIS, MassDOT

- Local Roads
- Collector Roads
- Arterial Roads
- Bridges

Figure 7.1
Roadways and Bridges

**Pembroke Master Plan
Pembroke, Massachusetts**

Table 7.1 summarizes the total mileage of roadways in Pembroke by their functional class.

Table 7.1 – Roadways by Functional Class

	Centerline Miles	Percent of Total
Urban Principal Arterial	1.2	1.0%
Rural Minor Arterial / Urban Principal Arterial	6.0	5.1%
Urban Minor Arterial / Rural Major Collector	14.4	12.3%
Urban Collector or Rural Minor Collector	17.9	15.3%
Local	77.7	66.2%
Total	117.2	100.0%

Source: MassGIS, 2021

The scale and function of roadway networks can best be assessed by the composition of functional classes. Functional class types refer to the character of service that different roadways are intended to provide. As highlighted in Table 7.1, roadways in Pembroke range from Urban Principal Arterial roads (e.g., Route 3) to local roads, which constitute the majority of roadways in Town (66% of total centerline miles).

Bridges

A total of four bridges are located within Pembroke, the average age of which is 94 years, over 20 years older than the statewide average (71 years). Three of these bridges are considered in fair condition and are owned by the Massachusetts Department of Transportation (MassDOT). The condition of the fourth, which is municipally owned, is not currently reported. The bridges vary in size and type but are important for providing connectivity along corridors including Route 3, Schoosett Street, Washington Street, and Mattakeesett Street.²⁸

MassDOT's Highway Division is responsible for maintaining their inventory of bridges, and also administers the Municipal Small Bridge Program to provide financial support to cities and town for small bridge replacement, preservation, and rehabilitation projects.²⁹

- ▶ The Gordon B. Northrup Bridge carries Route 3 traffic and travels over Church Street (Route 139). *Constructed in 1961, it is a 50 foot long stringer/multi-beam bridge made of prestressed concrete (Route ID SR3 SB). Owner: MassDOT*
- ▶ Smaller bridges and culverts, less noticeable from roadways, include the following:
 - A short span concrete bridge (5 feet) is located on Schoosett Street west of Lorna Avenue, intersecting with Robinsons Creek. *Built in 1936 (Route ID SR139 EB), Owner: MassDOT*

28 MassDOT. (2023). *Bridge Inspection Management System (BIMS)* [Interactive Map]. <https://geo-massdot.opendata.arcgis.com/maps/7008c8d283f64612b1267e2b36867fd3>

29 MassDOT. (2023). *Municipal Small Bridge Program*. Mass.gov. <https://www.mass.gov/municipal-small-bridge-program>

- A concrete culvert (3 feet) runs under Washington Street (Route 53), between Pleasant Street and Barker Street at the Pudding Brook. *Constructed in 1850, reconstructed in 1900. (Route ID SR53 NB). Owner: MassDOT*
- A small masonry slab culvert (2 feet) runs under Mattakeesett Street (Route 14), intersecting with Oldham Pond Outlet, just east of the Mattakeesett Rotary. *Constructed in 1850, reconstructed in 1900. (Route ID SR14 EB). Owner: Town of Pembroke*

Transit Networks

Massachusetts Bay Transportation Authority (MBTA)

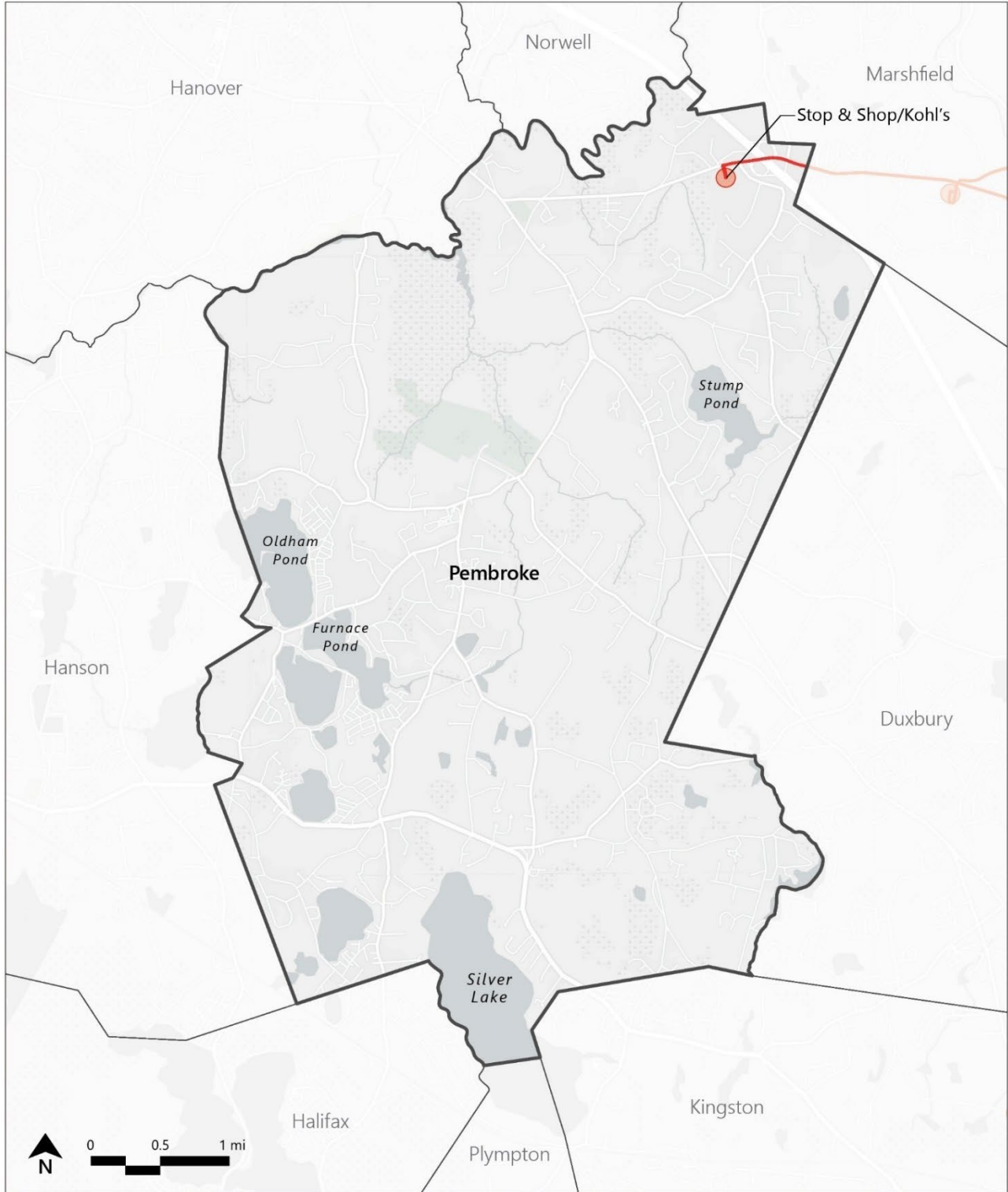
Transit options in Pembroke are limited. MBTA Commuter Rail stations are accessible nearby in neighboring towns. The Hanson and Halifax MBTA stations are located within five miles of Pembroke's western municipal boundary, with parking available for commuters. While the MBTA has noted that parking at each lot is generally available throughout the weekday, access to these stations can be limited for residents without a vehicle.³⁰

Community members have noted interest in expanding local transit connections to nearby MBTA stations, which many residents access commuting to Boston for employment. On weekdays, trains depart from both stations for Boston approximately every 60 minutes during the morning peak between 5:00 AM and 8:00 AM, with less frequent service in the southbound direction. During peak hours, travel times to South Station in Boston are 45 to 50 minutes. While bicycle parking is available at each station, bicycle infrastructure linking Pembroke's residential neighborhoods to these stations is limited. Based on community and stakeholder input, public knowledge of GATRA services is limited. There is an opportunity to raise community awareness regarding the existing GATRA services locally, with the potential to increase ridership.

GATRA On-Demand and Micro Transit

GATRA provides several micro-transit services locally, shown in **Figure 7.2**. GATRA provides Pembroke with reimbursement for the Town's drivers and transportation coordinator, fuel, radios, and phones and maintains the Town's fleet of three vans.

30 Massachusetts Bay Transportation Authority (MBTA). (2023). *MBTA Stations*. <https://www.mbta.com/stops/commuter-rail>



Source: MassGIS, MassDOT

- GATRA: Weir/Westside Route
- GATRA Stop

Figure 7.2
GATRA Service Lines

**Pembroke Master Plan
Pembroke, Massachusetts**

However, while GATRA services 29 neighboring communities, this service is typically local, not regional. Pembroke has a specific service area depicted in **Figure 7.2** below within the GATRA East region.

GATRA offers the following services locally.

- ▶ **GATRA GO – Explore:** Explore is the service area for Pembroke, described as a micro-transit weekday service, providing on-demand, same-day, affordable, and accessible public transit in Pembroke. Transit riders must request a vehicle to pick them up and drop them off at their destination, either by calling the company or using the app.
- ▶ **GATRA Dial-A-Ride ADA and Senior Transportation:** GATRA Dial-A-Ride provides ADA and senior transportation curb-to-curb shuttle service throughout Pembroke. Eligible residents include older adults aged 60 years and over and persons with a disability who cannot access public transportation.
- ▶ **GATRA Med Wheels:** provides non-emergency long distance transportation for seniors and people with disabilities in any of GATRA's 29 communities. Reservations are required in advance.
- ▶ **Fixed Route: GATRA SAIL: Marshfield/Duxbury/Kingston:** GATRA SAIL provides access along a fixed route to destinations throughout Marshfield, Duxbury, and Kingston. The access point within Pembroke is located at the Stop and Shop/Kohl's parking lot. Fares range from free to \$1.50 per ride: regular \$1.50, seniors (60+)/Medicare card holder \$0.75, student \$0.75, and children (six years and under with an adult) ride free.



GATRA Dial-A-Ride

A lack of public transportation options was noted as a challenge for residents aging in place during stakeholder interviews. Transportation challenges for seniors and Pembroke's aging population may also include limited mobility may reduce one's ability to drive, a lack of accessible transportation options including sidewalks, and affordability (the cost of either public transportation, private for-hire-vehicles, or maintaining a personal vehicle can be burdensome for those on fixed incomes). While GATRA offers a range of options, limitations include the need to make advanced reservations for some, and the limited schedule for others (i.e., GATRA GO currently runs Monday through Friday between 7:00 AM and 5:00 PM and closes on major holidays). Such scheduling also reduces options for connecting to other regional transit such as the MBTA Hanson and Halifax commuter rail stations, both which are accessible. The limited connectivity of sidewalks between residential areas and commercial streets further reduces capacity for seniors to travel without driving in Pembroke.

Transit and connectivity limitations impact the physical and social wellbeing of seniors, who typically become increasingly dependent on transit services for their needs as they age: medical appointments, errands, recreating and socializing with friends and family, and more.

Ride App and Shared Mobility Services

Transportation Network Companies (TNCs) like Uber and Lyft offer additional transportation options in and around Pembroke. TNCs can connect people in Pembroke to regional services or serve as first-mile/last-mile connections to MBTA commuter rail stations.

Pembroke has no shared micro-mobility services such as bikes, electric bikes, or electric scooters. Typically, such services are privately operated in coordination with local municipalities. They provide opportunities for first- and last-mile connections while encouraging active transportation and reducing vehicular traffic. However, in response to a question asking about recreational assets, only 5% of respondents of the 2023 Master Plan Public Survey selected “municipal bikeshare program” as a priority.

Park and Ride

Previously, Pembroke had a Park and Ride Lot at Route 139, exit 27, with 67 spaces. According to the *Old Colony Congestion Management Process 2018 Year-End Report*, there was a low average utilization rate in 2018 (0.8%). The lot was sold in Fall 2018, and an alternate location for Pembroke is expected to be open in the future. As of the time of this report, the closest Park and Ride locations are located in Plymouth and Hingham.

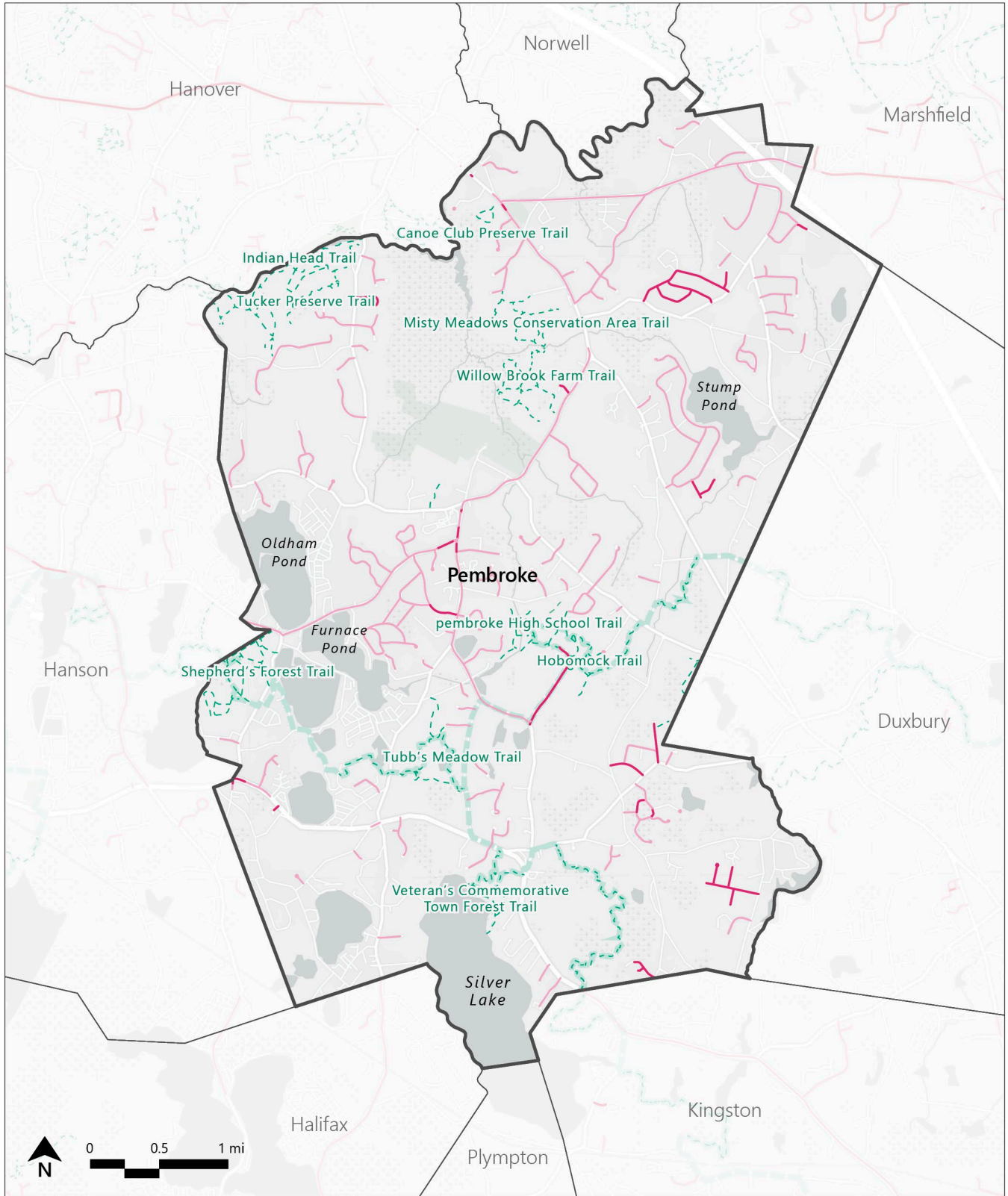
Private and Shared Bus Services

Private and shared door-to-door shuttle services are provided by The Shuttle, connecting to airports, key bus terminals, Amtrak stations, and their surrounding destinations in Boston, Providence, Worcester, and Framingham.³¹ As of August 2023, one-way fares range from \$100.00 to \$200.00 for shared vehicle services, depending on location. Private rides have an additional fee of \$30.00. Trips require booking reservations 24 hours in advance.

Pedestrian Infrastructure

Community members have noted a need for expanded pedestrian and bicycle infrastructure throughout the Town, focusing on connectivity with senior housing and expanding the Town’s sidewalk network. Due to the car-oriented character of municipal infrastructure, walkability is poor between destinations in the Town. Existing pedestrian infrastructure is depicted in **Figure 7.3**.

31 The Shuttle. (n.d.). <https://theshuttleinc.com/destination/ma-locations/plymouth-county/pembroke-ma/>



Source: MassGIS

Figure 7.3
Sidewalks and Trails

Pedestrian safety concerns include poor roadway lighting, lack of sidewalk maintenance, and poor sightlines for oncoming traffic.

Regarding the character of future development, 27% of respondents of the 2023 Master Plan Public Survey highlighted “promoting walkability between sites” as “Very Important” or “Important.”

2023 Master Plan Public Survey respondents noted sidewalks as a priority regarding recreational assets.

Pembroke has 41 miles of sidewalk, covering approximately 35% of the Town’s roads. Existing sidewalks are typically located only on one side of the street. As of 2018, 20% of Town roads had sidewalks on one side, and 5% had sidewalks on both sides.³² Pembroke’s sidewalk network primarily serves neighborhood roadways, with some throughout the Town Center. However, connectivity between neighborhood roadways and main corridors is lacking, limiting most residents’ choices to either walk in the roadway or drive for transportation.

Sidewalks located on primary corridors include Center Street (Route 14 and Route 36), substantial segments of Washington Street (Route 53), and Schoosett Street (Route 139). Many gaps in the Town’s sidewalk network could be addressed by completing routes mapped in the OCPC 2018 Plan that have not yet been implemented.

Construction is currently underway on the rehabilitation of Center Street (Route 36) in the Town Center, from Route 27 to Route 14.³³



Center Street (Route 36)

Most residents are limited to driving to access local destinations. Expansion of the Town’s sidewalk network, particularly on main roads, in the Town Center, and in connection with senior housing developments, would incentivize active transportation and improve walkability connecting local destinations (e.g., schools, healthcare facilities, amenities).

Trails

Beyond the Town’s sidewalk network, Pembroke has some trails providing connectivity to destinations throughout Town. However, the Town lacks a robust shared-use path network amenable to transportation purposes. Shared-use paths can be surfaced with pavement, gravel, or natural materials, providing access for pedestrians, bicyclists, and skaters.

32 MassDOT. (n.d.). *Municipal Transportation Dashboard* [Interactive Dashboard]. <https://gis.massdot.state.ma.us/DataViewers/MunicipalDashboard/mainView.html?town=Pembroke&dash=Multimodal>

33 MassDOT. (2023). *MassDOT Highway Project Information (ProjectInfo)*. Mass.gov. <https://www.mass.gov/info-details/massdot-highway-project-information-projectinfo>

Discussion regarding the Town's recreational trails is furthered in the **Natural Resources Chapter**.

Nearby shared-use paths include the Marshfield Rail Trail in Marshfield, and the Hanover Branch Rail Trail in Rockland, with a planned expansion into Hanover. According to the Massachusetts Area Planning Council (MAPC) Trailmap, several natural surface footpaths are present throughout the Town's open spaces, including Tucker Preserve, Willow Brook Farm Preserve, Canoe Club Preserve, and Tubbs Meadow.³⁴ Regarding which recreation assets the Town most needs, the majority of Public Survey respondents selected recreational trails, indicating a clear priority for the Town.

Bicycle Infrastructure

Pembroke currently does not have any bike lanes. Many community members have expressed interest in expanding the Town's bicycle infrastructure, as well as programmatic opportunities connecting the Town with existing bicycle networks throughout the South Shore. One such opportunity could be organizing a group bicycle ride to Duxbury Beach to increase awareness of nearby bicycle paths and the benefits of cycling.

Safe Routes to Schools

Due to the location of schools throughout Pembroke and the size of the Town, the majority of the Town is located within a school bikeshed (i.e., a bikeable distance to a school of two miles). Few students in Pembroke currently walk or ride a bicycle to school. Implementing pedestrian and bicycle infrastructure throughout the Town and maintaining existing sidewalks with access to Pembroke Public Schools (PPS) could incentivize reduction of vehicle trips and provide safe walking and biking routes for students.

Safe Routes to School (SRTS) is a federally funded program administered by MassDOT offering resources to communities to support bicycle and pedestrian infrastructure improvements (e.g., sidewalk installation) centered on improving access to schools. Pembroke has received grant funding to assess student commuting patterns, partnering with PPS.

Transportation Patterns and Mode Choice

Commuting Patterns

According to the U.S. Census, in 2020, the majority of employed people commuting to and from Pembroke commuted to work alone via car, truck, or van (76%), higher than trends at the State level (68%).³⁵ This rate is consistent with general mobility trends during the COVID-19 pandemic and Pembroke's car-oriented infrastructure. Less than 13% carpooled, used public transportation, or walked to work during this time. During the COVID-19 pandemic, a greater proportion of employed residents in Pembroke worked from home (11%) compared to those in the County (7%) and State (8%).³⁶

34 MAPC. (n.d.). *Trailmap: Metro Boston's Regional Walking and Cycling Map* [Interactive Map]. <https://trailmap.mapc.org/>

35 United States Census Bureau (2010-2020 ACS 5-Year Estimates). DP03 Selected Economic Characteristics. Data.Census.gov

36 United States Census Bureau. (2020 ACS 5-Year Estimates). DP03 Selected Economic Characteristics. Data.Census.gov.

In 2019, more people commuted out of Pembroke to go to work (9,091 persons) than commuted to the Town (6,020 persons) or lived and worked in the Town (974 persons).³⁷ A notable portion of the Town’s population lives in Pembroke and commutes to Boston for work. Route 3 provides Pembroke residents, particularly north-Pembroke residents, with a connection to Boston for those commuting by car. Whether commuting to Boston, neighboring towns, or other regional economic hubs, nearly 50% of residents have an average commute time (one-way) of fewer than 30 minutes, making this an attractive option for the Town’s workforce. In contrast, residents taking public transit are burdened with the longest commute times, with 84% of trips taking 60 minutes or more.

In the future, while driving will continue to rank among the top mode choices in Pembroke, there is potential to improve accessibility to nearby regional transit networks as an option for residents commuting out of the Town for employment. Discussion regarding Pembroke’s local workforce is furthered in the **Economic Development Chapter**, and discussion regarding workforce housing is included in the **Housing Chapter**.

Traffic Volumes and Congestion

Traffic Volumes

MassDOT tracks traffic volumes in several locations throughout Pembroke.³⁸ Town corridors with the highest volumes are generally located near Route 3. The highest volume in Town is on Columbia Road at the Hanover municipal boundary. Additional higher-volume roadways include Taylor Street, Washington Street, and Pleasant Street. **Table 7.2** breaks down locations with average daily volumes of approximately 5,000 vehicles.

Table 7.2 – High Volume Traffic Locations (2022)

Locations of High-Volume (5,000+ AADT)	Direction	Volume
Columbia Road at Hanover TL	2-Way – NB/SB	24,851
Ramp - Route 139 to Route 3 NB	Ramp	11,473
Ramp - Route 3 SB to Route 139	Ramp	11,061
Ramp - Route 3 NB to Route 139	Ramp	7,500
Ramp - Route 139 to Route 3 SB	Ramp	7,453
Washington Street North of Congress Street	2-Way – NB/SB	6,595
Pleasant Street East of Washington Street	2-Way – EB/WB	5,442
Taylor Street at Duxbury	2-Way – NB/SB	5,097

Source – Massachusetts Department of Transportation, 2022. AADT = Annual Average Daily Traffic, NB = Northbound, SB = Southbound, EB = Eastbound, WB = Westbound, TL = Town Line.

³⁷ United States Census Bureau (2019). Inflow/Outflow Report. onthemap.ces.census.gov

³⁸ MassDOT. (2023). *Traffic Volume and Classification in Massachusetts*. Mass.gov. <https://www.mass.gov/traffic-volume-and-classification-in-massachusetts>

Congestion

Congestion is described in *Congestion in the Commonwealth, 2019* as “a way to describe traffic flow on a roadway, which reflects the number of cars on a given segment and the vehicular capacity of that segment. When the number of cars begins to exceed capacity, travel slows, and congestion occurs. However, the severity, causes, and impacts of congestion vary widely by location, day, and time.”³⁹

The Federal Highway Administration describes congestion in the transportation realm as, “an excess of vehicles on a portion of roadway at a particular time resulting in speeds that are slower—sometimes much slower—than normal or “free flow” speeds. Congestion often means stopped or stop-and-go traffic.”⁴⁰ Traffic, while often used interchangeably with congestion, refers simply to the movement of vehicles and pedestrians, in the context of roads and highways.

The OCPC collects regional traffic data for areas with high congestion. The *Old Colony Congestion Management Process 2019 Year-End Report* is its most recent report and includes 11 locations in Pembroke on this list.⁴¹ The report includes congested state numbered corridors (based on existing traffic data and volume to capacity ratios). Those locations include three in Pembroke:

- ▶ Route 3 at Marshfield town line
- ▶ Route 53/139 at Hanover town line
- ▶ Route 139 east of Water Street

Eight of Pembroke’s intersections were included on a list of identified congested intersections, outlined in **Table 7.3**. However, some have since been reconstructed with mitigating features like traffic signals and turn lanes, such as Route 53 at Pleasant Street, as part of the TIP Program.

Table 7.3 – Congested Intersections (LOS of “D” or Worse)

Intersection	Traffic Control	AM LOS	PM LOS	Notes
Route 139 & Union Street/Old Oak Street	Signal	D	F	
Route 139 & Route 3 NB Ramps	Signal	D	C	
Route 139 & Route 3 SB Ramps	Signal	C	E	
Route 53/139 & Washington Street	Stop Sign	E	F	
Route 139 & Water Street	Stop Sign	C	D	
Route 53 & Route 14	Signal	A	D	

39 MassDOT. (2023). *Congestion in the Commonwealth*. Mass.gov. <https://www.mass.gov/info-details/congestion-in-the-commonwealth>

40 Federal Highway Administration. (2005). *Traffic Congestion and Reliability: Trends and Advanced Strategies for Congestion Mitigation* https://ops.fhwa.dot.gov/congestion_report/chapter2.htm

41 Old Colony Metropolitan Planning Organization (MPO). (2019). *Old Colony Congestion Management Process (CMP) 2018 Year-End Report*. <https://oldcolonyplanning.org/document/old-colony-congestion-management-process-cmp-2018-year-end-report/>

Intersection	Traffic Control	AM LOS	PM LOS	Notes
Route 53 at Pleasant Street	Signal	F	F	Reconstructed since report (TIP Programmed)
Route 53 & Water Street	Stop Sign	D	F	

Source – OCPC, 2020. *Old Colony Congestion Management Process, 2019 Year-End Report*. LOS= Level of Service

Many of these locations follow the patterns of commuters traveling to and from Route 3. Other locations such as Columbia Road at Washington Street, and Water Street at Schoosett Street, Water Street at Washington Street, are likely related to those patterns as well as their configurations of a stop controlled road meeting with a busier free flowing road segment, leaving few gaps in traffic to easily make a turn in either direction. Water Street, in particular, was noted by stakeholders as frequently used inappropriately as a cut through road (stakeholders noted drivers speed on the narrow, curved, hilly roadway) – any congestion at both ends of the corridor is likely related to this cut-through traffic during peak periods.

Additional locations including roadways and intersections were mentioned by stakeholders as sources of congestion:

- ▶ Route 53 backing up toward Water Street
- ▶ Center Street within the Town Center

Congestion can cause frequent and unpredictable travel delays for commuters, leading to a lack of reliability which makes it challenging to predict how long it will take to travel to a destination. There are no singular solutions to congestion, as it requires a multifaceted approach. Many of the strategies to improve reliability noted in MassDOT’s 2019 report *Congestion in the Commonwealth* are regional in nature, with local opportunities.⁴²

- ▶ Address local and regional bottlenecks where feasible
- ▶ Actively manage state and local roadway operations
- ▶ Reinvent bus transit at both the MBTA and Regional Transit Authorities
- ▶ Increase MBTA capacity and ridership
- ▶ Work with employers to give commuters more options
- ▶ Create infrastructure to support shared travel modes
- ▶ Increase remote work and telecommuting
- ▶ Produce more affordable housing, especially near transit
- ▶ Encourage growth in less congested Gateway Cities

⁴² MassDOT. (2023). *Congestion in the Commonwealth*. Mass.gov. <https://www.mass.gov/info-details/congestion-in-the-commonwealth>

- ▶ Investigate the feasibility of congestion pricing mechanisms that make sense for Massachusetts, particularly managed lanes

OCPC recommends the following congestion management strategies for the Old Colony region in the *Old Colony Congestion Management Process 2019 Year-End Report*, through the Old Colony Transportation Improvement Program (TIP) and other sources where appropriate. These strategies and recommendations are prepared through planning activities in the Unified Planning Work Program and identified in consultation with stakeholders, many of which are aligned with the strategies in the above statewide report:

- ▶ Travel demand management (TDM)
- ▶ Access management
- ▶ Promote the use of non-motorized modes of travel
- ▶ Intelligent transportation systems (ITS)
- ▶ Public transportation
- ▶ Highway capacity
- ▶ Parking capacity

Transportation Safety

The Town must prioritize transportation safety in planning for improved mobility and transit access. Pembroke recorded 273 total vehicle crashes within Town limits in 2019, a decrease from 308 crashes in 2015. Most of these crashes involved motorists only, with one involving a cyclist and one involving a pedestrian. According to MassDOT's Crash Data Portal, 196 crashes resulted in property damage only (PDO), 66 resulted in non-fatal injuries, two resulted in fatalities, and nine were unreported.⁴³ With independent vehicle use as a top mobility mode in the Town, traffic safety planning is crucial for protecting the health and safety of motorists and other roadway users, including pedestrians and cyclists.

In addressing the Town's collision rate, historically dangerous intersections within Town limits are an area of concern. According to MassDOT's Crash Data Portal, the Oak Street and Route 139 intersection has significant safety issues. Safety issues at this location have resulted in one fatal and serious injury crash, eight non-serious and possible injury crashes, and 26 non-injury crashes. Designated as a Highway Safety Improvement Program (HSIP) Crash Cluster by the Federal Highway Administration (FHWA), this location is in the top 5% of intersection crash clusters throughout the region (2018-2020).⁴⁴

Road Safety Audits (RSAs) are one potential strategy for addressing dangerous locations in the Town. RSAs examine safety issues contributing to a high number of crashes occurring at an intersection, document existing conditions, and analyze traffic data to form recommendations. RSAs have been completed at three locations in Pembroke, including the

43 MassDOT. (2023). *Crash Data Portal*. <https://apps.impact.dot.state.ma.us/cdp/home>

44 MassDOT. *Top Crash Locations* [Interactive Map]. <https://gis.massdot.state.ma.us/topcrashlocations/>

intersections of Route 53 and Pleasant Street, Routes 53 and 14, and Routes 53 and 139. Many of the recommendations proposed by these RSAs have since been completed.

Municipal stakeholders have noted additional locations in the Town with potential safety concerns in northeast Pembroke, including the corridor between Routes 139 and 53 and intersections along Route 139 east of Water Street. Potential safety issues include blind curves, steep terrain, narrow road widths, and motorists speeding.

Electric Vehicles and Parking

Electric Vehicle (EV) Infrastructure

Pembroke currently lacks sufficient publicly available EV charging infrastructure. The only existing charging station is presently located in the Pembroke Center Plaza, maintained by the Volta network, with two J1772 Ports.⁴⁵ Community members have noted an interest in increasing the availability of charging stations throughout the Town.

Public and private entities offer grant programs to subsidize or incentivize the construction of EV charging infrastructure. The Massachusetts EV Incentive Program (MassEVIP) is a Massachusetts Department of Environmental Protection (MassDEP) rolling grant program supporting the electrification of the State's transportation network.⁴⁶ MassDEP has publicized the following grant programs.

- ▶ MassEVIP Multi-Unit Dwelling Charging Incentives
- ▶ MassEVIP Public Access Charging Incentives
- ▶ MassEVIP Workplace Charging Incentives

Parking

As driving remains a primary travel mode in the Town, parking will be important to monitor over time. Community members have noted that the availability of parking is not a critical issue for the Town and that there may instead be an excess. Large parking lots in the Town, serving businesses, including Lowe's, Kohl's, and Stop & Shop, have been highlighted as having excess space that could be repurposed for other uses.

Expanding parking capacity could be strategic in some areas, including near the Town's water bodies and open spaces, providing access for residents who do not live near these resources. However, in other areas, such as the Town Center, focusing on other streetscape improvements, such as sidewalks and pedestrian amenities, could slow the demand for parking and encourage more walking and cycling in the Town.

45 ChargeHub. (n.d.). *ChargeHub Interactive Map*. <https://chargehub.com/en/charging-stations-map.html>

46 Massachusetts Department of Energy Resources. (2023). *EV Programs & Incentives*. Mass.gov. <https://www.mass.gov/info-details/ev-programs-incentives>

Goals and Recommended Actions

Goal 7-1: Become a pedestrian and bicycle-friendly community by initiating a townwide Bicycle and Pedestrian Plan to build new facilities and improve connectivity.

- ▶ **Action 7-1.1:** Form a Bicycle and Pedestrian Committee to solicit and provide feedback on bicycle and pedestrian needs throughout the Town, to support a townwide planning process, to assist with obtaining funding for projects, and to facilitate the implementation of bicycle and pedestrian improvements and programs.
- ▶ **Action 7-1.2:** Explore funding opportunities federally and locally, such as through MassDOT's funding and grant programs (examples include MassDOT's Complete Streets program, Shared Streets and Spaces Program).
- ▶ **Action 7-1.3:** Inventory and assess the Town's existing network of sidewalks and bikeways.
- ▶ **Action 7-1.4:** Develop a townwide Bicycle and Pedestrian Plan, including an implementation plan and prioritization ranking, focused on programs and building new bicycle and pedestrian facilities to improve connectivity throughout the Town and planning for year-round maintenance of facilities.

Goal 7-2: Plan and implement education, enforcement, and/or infrastructure projects to improve students' and parents' opportunities to walk, roll, or bike to schools, decreasing congestion.

- ▶ **Action 7-2.1:** Prioritize maintenance of existing sidewalks and sidewalk construction within half-mile distances of schools.
- ▶ **Action 7-2.2:** Implement local education and enforcement programming, in collaboration with schools and the police department, to encourage and enforce safe behavior for all modes of travel to schools.
- ▶ **Action 7-2.3:** In tandem with a townwide Bicycle and Pedestrian Plan, evaluate opportunities to implement and/or improve continuous, separated routes for walking, bicycling, and rolling between residential neighborhoods and schools.
- ▶ **Action 7-2.4:** Continue to assess student commuting patterns and pursue Safe Routes to School federal funding through MassDOT for further evaluation and planning of facilities.

Goal 7-3: Improve transportation and mobility options for seniors throughout the Town.

- ▶ **Action 7-3.1.** Coordinate with the Council on Aging and GATRA to solicit feedback on unmet senior needs for transportation in terms of service hours, frequency, and coverage to key destinations, including the Town Center and Route 139.
- ▶ **Action 7-3.2:** In tandem with a townwide Bicycle and Pedestrian Plan, gather feedback on senior needs and plan to implement accessible, continuous, separated routes for walking, bicycling, and

rolling between residential neighborhoods and key destinations for seniors for necessary errands and social trips (i.e., recreational/commercial destinations, medical facilities).

- ▶ **Action 7-3.3:** Prioritize sidewalk construction and repair near the Town Center and other key destinations identified in action 7-3.2.
- ▶ **Action 7-3.4:** Develop an action plan for improving or modifying GATRA service and coverage based on the feedback findings. Evaluate the feasibility of running GATRA services on regular schedules and expanding service to evening, weekend, and holiday hours.

Goal 7-4: Improve access to transit. Work with GATRA and the Council on Aging to enhance and increase public knowledge of public transit within the Town to increase utilization.

- ▶ **Action 7-4.1:** In partnership with GATRA, survey residents to evaluate current and evolving transportation needs, focusing on latent demand outside existing service hours.
- ▶ **Action 7-4.2:** Based on the findings of a public survey, revise and increase the distribution of GATRA promotional materials to increase awareness of the range of options and increase ridership of GATRA throughout the Town.
- ▶ **Action 7-4.3:** Promote awareness of GATRA services through additional distribution methods such as pop-up events, digital and analog advertising, and tabling and outreach at existing recurring community events. Consider recruiting volunteer GATRA ambassadors locally throughout the Town to orient new users to the system.
- ▶ **Action 7-4.4:** Evaluate opportunities for installing wayfinding and stop signage for GATRA services if regular stops are implemented in the coverage area.

Goal 7-5: Maintain and improve the Town's transportation infrastructure to connect its neighborhoods safely and efficiently with destinations and amenities.

- ▶ **Action 7-5.1:** Assess street lighting throughout the Town, particularly along key pedestrian routes and sidewalks.
- ▶ **Action 7-5.2:** Continue Pembroke's Pavement Management Capital Improvement Plan (CIP) and Pavement Management Program, conducted by the Highway Department in the Department of Public Works. Pending the outcome of a Bicycle and Pedestrian Plan, incorporate a sidewalk management program.
- ▶ **Action 7-5.3:** Continue Pembroke's participation in the Road Safety Audit Program and implement recommended intersection improvements as applicable.
- ▶ **Action 7-5.4:** Continue to monitor traffic volumes and crash frequencies at high-crash locations in collaboration with state and local partners to identify and prioritize improvements for problem intersections and roadway segments.

Goal 7-6: Proactively establish policies and programs that plan for the future needs of Pembroke's transportation network.

- ▶ **Action 7-6.1:** Create a plan for implementing publicly accessible electric vehicle charging infrastructure at critical locations on both public and private property (e.g., shopping center parking lots) throughout the Town.
- ▶ **Action 7-6.2:** Identify and pursue potential federal, state, and private funding sources to implement electric vehicle charging infrastructure. Examples of state sources include grant programs publicized by MassDEP, such as MassEVIP Multi-Unit Dwelling Charging Incentives, MassEVIP Public Access Charging Incentives, and MassEVIP Workplace Charging Incentives.

Goal 7-7: Plan and implement transportation improvements along Pembroke's key travel corridors.

- ▶ **Action 7-7.1:** Develop locally focused congestion mitigation strategies for top congested intersections identified by OCPC, stakeholders, or other data sources per strategies outlined by MassDOT's *Congestion in the Commonwealth* and *Old Colony Congestion Management Process* reports.
- ▶ **Action 7-7.2:** Implement vehicular wayfinding throughout the Town to promote the use of significant routes and reduce cut-through traffic on local roads that are less suitable for higher traffic volumes due to width, terrain, or other reasons (for example, Water Street between Route 53 and Route 139), to improve safety and reduce congestion at locations associated with cut-through traffic.

Goal 7-8: Assess Pembroke's commercial, recreational, and residential parking needs.

- ▶ **Action 7-8.1:** Study existing parking in commercial, recreational, and residential areas (including along major roadways and existing large surface lots) and evaluate existing and projected demand.
- ▶ **Action 1-8.2:** Per the study findings, develop an action plan to address parking needs or whether the Town has excess parking supply that should be repurposed.

Implementation

This chapter serves as the Implementation Element of the Pembroke Master Plan. The following framework provides a roadmap for actualizing the recommended actions identified throughout the planning process. These actions were developed based on issues and opportunities identified across the Master Plan elements, informed by existing planning initiatives and goals set by the Town, baseline conditions analyses, case examples from similar towns and cities across the Commonwealth of Massachusetts, and consideration of best practices identified by the planning consultants.

Implementing the goals and actions presented in this Master Plan supports the achievement of the shared Vision Statement, informed by engagement with municipal staff, community members, and local and regional stakeholders throughout the Plan's planning horizon – approximately 15 years.

As included in the following matrix, the implementation plan for the recommended actions addresses the following:

- ▶ **Champion** – identifies the municipal entity that holds primary responsibility for implementing a recommended action.
- ▶ **Order of Magnitude Cost Estimates** – an approximation of the financial cost of the recommended action, generally defined as either "\$" (less than 50,000), "\$\$" (between 50,000 and 100,000), and "\$\$\$" (greater than 100,000).
- ▶ **Required Zoning Amendment** – identifies whether or not implementation of the recommended action zoning amendment requires a zoning amendment.
- ▶ **Timeframe** – the schedule of implementation, defined as either "short-term" (1-4 years), "medium-term" (5-9 years), or "long-term" (10 or more years).

Implementation

Upon formal adoption of this Master Plan by the Planning Board, it is recommended that the Town develop an implementation program. It will be important to track and regularly report the status of recommended actions for accountability and transparency purposes and to identify adjustments to the matrix that may be required over time to ensure successful implementation. Implementation champions should identify and collaborate with relevant internal and external stakeholders to the recommended actions to support successful implementation.

DRAFT MASTER PLAN

Implementation

Action #	Action	Champion	Order of Magnitude Cost Estimates	Requires Zoning Amendment	Timeframe
Goal 1-1: Make Pembroke’s Town Center more vibrant, capitalizing on the arrival of the new Community Center and anticipated multifamily residential development.					
1-1.1	Modify the allowed uses and/or dimensional requirements in the two zoning districts underlying the Town Center (the Historic District and the Center Protection District) to improve the area’s vibrancy and walkability by reducing setback requirements, minimizing overly restrictive architectural design standards, and explicitly endorsing mixed-use development.	Planning Board	\$\$	Yes	Short-Term
1-1.2	Incorporate density bonuses into the Town Center’s underlying zoning to promote greater density in exchange for the provision of public benefits (e.g., contribution to an affordable housing fund, open space preservation fund, or public realm improvements).	Planning Board	\$\$	Yes	Short-Term
1-1.3	Update the zoning bylaws to include a special section on off-street parking requirements in the Historic and Center Protection District zones, requiring that parking facilities be located in the rear of newly developed or redeveloped properties, promoting “shared parking” facilities between nearby properties, and exploring the possibility of reduced parking spaced requirements.	Planning Board	\$\$	Yes	Short-Term
1-1.4	Explore best practices for attracting and implementing local business sponsorships for the maintenance and beautification of street islands.	Planning Board	\$	No	Short-Term
1-1.5	Identify critical issues and opportunities in the public realm around the Town Center (e.g., pedestrian and bicycle routes, curb cuts, potential for pocket parks, etc.) and facilitate a public realm improvement project (potentially funded through state grants).	Planning Board	\$\$\$	No	Medium-Term
Goal 1-2: Update and improve the Rt. 3 / Rt. 139 industrial/commercial district to attract fresh interest from the business community, expand the commercial tax base, and create jobs.					

Implementation

Action #	Action	Champion	Order of Magnitude Cost Estimates	Requires Zoning Amendment	Timeframe
1-2.1	Review dimensional requirements in the Industrial A, Industrial B, and Business B zoning districts to identify and address potential barriers to desirable investment. Consider reducing the minimum lot size (currently 80,000 SF for most properties) or minimum front setbacks (currently 60 ft for most properties). Consider encouraging heights greater than 40 ft in strategic locations through density bonuses.	Planning Board	\$\$	Yes	Short-Term
1-2.2	Explore the potential for allowing multifamily residential development within this district. The strong demand for this type of development throughout the region could help bolster the economic resiliency of this district by introducing a more diverse mix of uses.	Affordable Housing Committee	\$	Yes	Short-Term
1-2.3	Explore avenues for introducing water and sewer infrastructure within this district to enhance development potential and attract discerning retail/office/industrial owners and tenants.	Department of Public Works	\$\$	No	Medium-Term
1-2.4	Consider introducing an Urban Center Housing Tax Increment Financing (TIF) District at this location (as administered by the Executive Office of Housing and Livable Communities), which would allow for district value capture, stimulate growth, and potentially fund civic improvements throughout the district (e.g., parks, infrastructure, etc.).	Planning Board	\$	No	Medium-Term
Goal 1-3: Identify the Town’s most promising vacant or underutilized development opportunity sites and promote them broadly (like other nearby communities have done, including Easton, Plymouth, and Stoughton).					
1-3.1	Conduct a market analysis for the Town to better understand current development trends for office, commercial, or industrial uses within the South Shore region.	Planning Board	\$\$	No	Short-Term
1-3.2	Identify vacant or underutilized privately-owned parcels around town and collaborate with owners on redevelopment concepts that benefit the broader community with the potential to catalyze further change	Planning Board	\$	No	Short-Term

Implementation

Action #	Action	Champion	Order of Magnitude Cost Estimates	Requires Zoning Amendment	Timeframe
1-3.3	Identify vacant or underutilized Town-owned lands that can be sold or leased to private owners for projects that benefit the broader community (including, for example, the police station and fire stations that will be vacated once the anticipated combined Public Safety facility is built and operational).	Planning Board	\$	No	Short-Term
1-3.4	Prepare collateral, including print and online materials, to promote Pembroke’s most promising development opportunities to the development community, highlighting the community’s desired project outcomes and identifying public programs that can support the development’s bottom line.	Planning Board	\$	No	Medium-Term
Goal 1-4: Conduct a comprehensive diagnostic of zoning and permitting procedures to identify and address barriers to growth and investment.					
1-4.1	Review permitting procedures, including the timing of site plan review and inspections, and address any issues. Addressing these issues will help make investment in Pembroke’s community and economy more appealing to investors.	Selectboard	\$	No	Short-Term
1-4.2	Clarify the respective roles and responsibilities of the Planning Board and the Zoning Board of Appeals and work to resolve any outstanding inefficiencies.	Town Manager	\$	No	Short-Term
1-4.3	Perform a comprehensive review of the Town’s zoning bylaws to identify errors, inconsistencies, and overly vague passages, and make updates accordingly.	Planning Board	\$\$	Yes	Short-Term
1-4.4	Review the rules governing residential subdivisions, including the permissible length of cul-de-sacs, to explore avenues for introducing new single-family homes in strategic locations.	Affordable Housing Committee	\$	Yes	Short-Term
1-4.5	Review regulations governing Accessory Dwelling Units (ADUs) and identify improvements to facilitate the expanded development of ADUs in more locations.	Affordable Housing Committee	\$	Yes	Short-Term

Implementation

Action #	Action	Champion	Order of Magnitude Cost Estimates	Requires Zoning Amendment	Timeframe
1-4.6	Identify existing commercial areas where zoning restrictions can be loosened to allow for mixed use development – focus on placing multifamily and senior housing near amenities and resources.	Planning Board	\$	Yes	Short-Term
1-4.7	Update the Town’s “Zoning 101” guide as a tool for municipal boards/committees and the public to understand the town’s zoning code and procedures more clearly.	Planning Board	\$	No	Short-Term
Goal 2-1: Update the Town’s Housing Production Plan (2018), which expires in 2023, to guide future housing development and inform future land use planning and zoning regulations.					
2-1.1	Conduct a comprehensive housing needs assessment to understand gaps in the Town’s existing inventory and unmet demand in the local housing market.	Affordable Housing Committee	\$\$	No	Short-Term
2-1.2	Establish housing production goals and strategies for the next five years, including roles and responsibilities for addressing the Town’s needs.	Affordable Housing Committee	\$\$	No	Short-Term
Goal 2-2: Provide adequate affordable and accessible housing for young families and individuals.					
2-2.1	Expand the Town’s outreach to provide support and resources for younger homebuyers and renters looking to enter Pembroke’s housing market.	Affordable Housing Committee	\$	No	Short-Term
2-2.2	Review land use regulations to identify and resolve barriers to creating smaller homes on smaller lots, addressing the strong demand for smaller units, and reflecting the needs of the increasing population of smaller households (e.g., individuals, couples, and small families).	Affordable Housing Committee	\$	Yes	Short-Term
2-2.3	Establish an Affordable Housing Trust that can directly facilitate the development of affordable units. Market rate housing developers could be required to contribute to an affordable housing fund, managed by the Trust, in lieu of building affordable units themselves.	Affordable Housing Committee	\$	No	Medium-Term
Goal 2-3: Provide adequate housing for the Town’s senior population, allowing Pembroke residents to age in place, with a focus on access to Town amenities and services.					

Implementation

Action #	Action	Champion	Order of Magnitude Cost Estimates	Requires Zoning Amendment	Timeframe
2-3.1	Improve walkability in the Town Center, prioritizing connections between senior housing, amenities, and Town facilities.	Planning Board	\$\$\$	No	Medium-Term
2-3.2	Adopt flexible zoning standards supporting broader use of ADUs, expanding the Town’s SHI, and supporting seniors aging in place.	Selectboard	\$	Yes	Medium-Term
Goal 2-4: Plan strategic investments in the Town’s infrastructure to facilitate residential growth and diversification in targeted locations.					
2-4.1	Assess the Town’s water system capacity to guide the density and location of future housing development.	Water Division	\$	No	Short-Term
2-4.2	Address roadway maintenance needs, improving safety and efficiency for all roadway users, focusing on corridors providing access to the Town Center and residential neighborhoods.	Highway Department	\$\$\$	No	Medium-Term
Goal 2-5: Align residential and commercial development goals and strategies to diversify the Town’s tax revenue.					
2-5.1	Plan for commercial growth in line with pre-existing development patterns to preserve the density and character of residential neighborhoods.	Planning Board	\$	No	Medium-Term
2-5.2	Grow the Town’s commercial inventory to reduce the tax burden on residents.	Planning Board	\$	No	Long-Term
2-5.3	Increase the Town’s supply of workforce housing to support commercial growth in the Town and attract new employers.	Affordable Housing Committee	\$	No	Long-Term
Goal 3-1: Promote development that boosts the tax base and increases the availability of jobs.					
3-1.1	Create zoning provisions that incentivize economic development across the Town’s market sectors, including larger commercial development, small businesses, and industrial development to support a diverse commercial tax base.	Planning Board	\$\$	Yes	Medium-Term
3-1.2	Consider the use of Tax Increment Financing (TIF) districts to promote development in the Town’s commercial districts and to facilitate value capture where desirable.	Planning Board	\$\$	No	Medium-Term

Implementation

Action #	Action	Champion	Order of Magnitude Cost Estimates	Requires Zoning Amendment	Timeframe
3-1.3	Consider the use of Chapter 40R Smart Growth Zoning Overlays to encourage the development of dense, mixed-use smart growth districts.	Planning Board	\$\$	Yes	Medium-Term
3-1.4	Revisit potential for Town Meeting and/or Select Board endorsement of allowing dispensaries into town along with associated tax revenues.	Selectboard	\$	Yes	Short-Term
Goal 3-2: Support Pembroke’s workforce and opportunities for career development by exploring partnerships between public and private entities, including Pembroke Public Schools, local businesses, and regional institutions.					
3-2.1	Identify ways to increase support for Pembroke-based businesses working in the growing industries of Medical and Social Assistance, catering to the unique needs of Pembroke’s increasing senior population.	Planning Board	\$\$	No	Medium-Term
3-2.2	Expand access to vocational-technical education to grow the pipeline of Pembroke’s workforce, through strategic partnership opportunities with the South Shore Regional Vocational Technical School.	School Department	\$\$	No	Medium-Term
3-2.3	Consider options for providing vocational educational facilities within Pembroke.	School Department	\$\$\$	No	Long-Term
Goal 3-3: Encourage younger people and families to move to Pembroke.					
3-3.1	Solicit feedback from Pembroke’s current younger residents to understand more about what attracts them to live here.	Planning Board	\$	No	Short-Term
3-3.2	Focus on the types of economic activities that are important to younger populations, such as physical recreation, microbreweries, cafes, dining, arts, culture, and education.	Planning Board	\$	No	Medium-Term
Goal 3-4: Strengthen the culture of collaboration and mutual support among Pembroke’s network of local businesses.					
3-4.1	Improve the permitting and business licensing process in Pembroke, with attention given to best practices in the region.	Planning Board	\$\$	No	Short-Term

Implementation

Action #	Action	Champion	Order of Magnitude Cost Estimates	Requires Zoning Amendment	Timeframe
3-4.2	Review and update the Town's "Opening a Business in Pembroke" guide, including an updated demographic profile and any changes regarding new businesses' permitting and licensing processes.	Planning Board	\$	No	Short-Term
3-4.3	Solicit direct input from the Chamber of Commerce regarding business development in Pembroke, including hosting social events around town.	Planning Board	\$	No	Short-Term
3-4.4	Implement a "Sister City" Town Program with the Chamber of Commerce to coordinate regional business development strategies with the Plymouth, Marshfield, and South Shore chambers.	Planning Board	\$	No	Medium-Term
Goal 3-5: Continue to promote and manage tourism.					
3-5.1	Consider implementing a non-resident pond sticker program to grow regional visitation and engagement with Pembroke's water bodies.	Open Space Committee	\$	No	Short-Term
3-5.2	Hire a marketing firm to conduct a branding study and campaign to promote Pembroke's natural and cultural resources to current residents and help position the Town as a destination for families, businesses, and tourists.	Planning Board	\$\$	No	Medium-Term
Goal 3-6: Develop more sophisticated systems for leveraging and tracking grant opportunities and assets.					
3-6.1	Develop an Annual Grant Report.	Planning Board	\$	No	Short-Term
3-6.2	Investigate the potential of hiring a dedicated grant writer or establishing a committee.	Planning Board	\$	No	Short-Term
3-6.3	Provide direction and guidance to CPC and Town Manager on CPA fund Priorities.	Pembroke Community Preservation Act	\$	No	Short-Term
3-6.4	Create and implement a plan to increase stabilization account.	Treasurer	\$\$	No	Medium-Term

Implementation

Action #	Action	Champion	Order of Magnitude Cost Estimates	Requires Zoning Amendment	Timeframe
Goal 4-1: Position the Historic District Commission to better advocate for and protect Pembroke’s historic resources.					
4-1.1	Utilize the Massachusetts Historical Commission Survey and Planning Grant Program to help develop a community-wide Preservation Plan. Use this plan to identify short- and long-term planning goals for historic properties and areas and priorities for the potential reuse of Town-owned properties.	Pembroke Historic District Commission	\$\$	No	Short-Term
4-1.2	Investigate becoming a National Park Service Certified Local Government to qualify for potential increased funding through MHC grant programs.	Pembroke Historic District Commission	\$	No	Short-Term
4-1.3	Attend seminars hosted by MHC, Preservation Massachusetts, the National Alliance of Preservation Commissions, the National Preservation Institute, and the Massachusetts Department of Environmental Protection to increase institutional knowledge on best preservation practices, grant programs, and policy tools. Sign up to receive emails from and access MHC’s listserv for historical commission members, preservationists, and advocates if not already signed up. Investigate the opportunity to attend NAPC’s Commission Assistance and Mentoring Program (CAMP).	Pembroke Historic District Commission	\$	No	Short-Term
4-1.4	Foster greater collaboration with municipal commissions, departments, and community groups with overlapping interests by establishing bi-monthly roundtable discussions between these entities, the Historic District Commission, and the Pembroke Historical Society.	Pembroke Historic District Commission	\$	No	Short-Term
4-1.5	Engage with historical organizations in surrounding towns to better understand programming and advocacy practices. Adopt these practices as appropriate.	Pembroke Historic District Commission	\$	No	Short-Term
Goal 4-2: Strengthen and expand Pembroke’s documented historic resources.					

Implementation

Action #	Action	Champion	Order of Magnitude Cost Estimates	Requires Zoning Amendment	Timeframe
4-2.1	Consider Massachusetts Historical Commission (MHC) matching grant programs that provide additional benefits like helping towns develop requests for proposals to find qualified consultants and establishing guidelines to ensure survey consistency.	Pembroke Historic District Commission	\$	No	Short-Term
4-2.2	Promote National Register nominations for properties deemed historically significant by the MHC and/or the National Park Service, as defined in 36 CFR § 60.4.	Pembroke Historic District Commission	\$\$	No	Short-Term
4-2.3	Enhance the Town’s historic inventory by (1) Identifying and documenting neighborhoods that have not been previously studied and are integral to the Town’s historic development, such as the Schoosett, Oakland Square, “The Furnaces” neighborhood, and Mayflower Grove, and (2) Investigating the Town’s 20th-century resources for historic significance.	Pembroke Historic District Commission	\$\$	No	Medium-Term
4-2.4	Update existing inventory forms for properties and areas.	Pembroke Historic District Commission	\$\$	No	Medium-Term
4-2.5	Develop visual reference guides to assist with historically appropriate renovations of historic properties in Pembroke Center and North Pembroke historic districts; expand into other community areas as appropriate.	Pembroke Historic District Commission	\$\$	No	Medium-Term
4-2.6	Collaborate with local and regional organizations such as the Wildlands Trust to establish and/or expand existing historic interpretation of landscapes such as Willow Brook Farm, North River section in North Pembroke, and Old Bay Path.	Pembroke Historical Society	\$	No	Medium-Term
Goal 4-3: Foster a sense of place for Pembroke residents.					

Implementation

Action #	Action	Champion	Order of Magnitude Cost Estimates	Requires Zoning Amendment	Timeframe
4-3.1	Use signage, lamp post/utility pole banners, and other means of wayfinding to advertise Pembroke’s historic resources and neighborhoods. These areas could include the Pembroke Center and North Pembroke historic districts, Two Mile historic area, scenic roads, historic landscapes, and other potentially historic neighborhoods (see 2.2).	Pembroke Historic District Commission	\$	No	Short-Term
4-3.2	Facilitate and encourage visitation to historic areas across Pembroke by cross-promoting historic sites and amenities with local conservation groups, community organizations, and businesses.	Pembroke Historic District Commission	\$	No	Short-Term
4-3.3	Continue cooperating with local organizations and committees to educate on and preserve Pembroke’s historical heritage.	Pembroke Historical Society	\$	No	Short-Term
4-3.4	Investigate opportunities to hire interns and/or establish a dedicated volunteer program with the local school system and area universities to engage aspiring professionals interested in historic and cultural resources to support local preservation projects. Such projects could include (1) Organizing and digitizing the Historical Society’s collections, (2) Engaging high school and area college students to recreate elements of the former Mayflower Grove using Augmented Reality, (3) Crowdsourcing residents’ old photos and memories, and establishing an online “memory map” using ESRI StoryMap. These photos and memories could be used to further wayfinding and “branding” efforts, and (4) Creating exhibits for display in/on public buildings.	Pembroke Historical Society	\$	No	Short-Term
4-3.5	Seek grants, surveys, and project funding through MHC and other entities supporting local heritage and outreach projects.	Pembroke Historic District Commission	\$\$	No	Short-Term
Goal 4-4: Establish and promote the beneficial links between historic preservation and economic development.					

Implementation

Action #	Action	Champion	Order of Magnitude Cost Estimates	Requires Zoning Amendment	Timeframe
4-4.1	Establish an outreach program to regularly connect with historic district property owners and local realtors to remind them of local historic district status, responsibilities, and the economic benefits of Local Historic Districts. Use the same strategy for properties subject to demolition review.	Pembroke Historic District Commission	\$	No	Short-Term
4-4.2	Seek developers with demonstrable experience with historic buildings to rehabilitate Town-owned historic buildings (e.g., George Francis Hatch School building, in partnership with Pembroke Public Schools); conduct and publish the results of formal feasibility studies on a project-by-project basis to inform decision-making.	Pembroke Historic District Commission	\$\$	No	Short-Term
4-4.3	Identify incentive opportunities, including the Federal Historic Preservation Tax Incentives program, the Massachusetts Historic Rehabilitation Tax Credit, and the Massachusetts Preservation Projects Fund, to support the restoration and rehabilitation of historic properties owned by/transferred to private entities.	Pembroke Historic District Commission	\$	No	Short-Term
4-4.4	Collaborate with regional and state organizations to encourage preservation as a means of sustainability. Establish programming to discuss the connections between historic preservation and sustainability, such as how to sensitively construct Accessory Dwelling Units (ADUs) in historic districts and the inherent sustainability of saving and reusing buildings.	Pembroke Historic District Commission	\$\$	No	Medium-Term
Goal 5-1: Protect Pembroke’s water resources, open spaces, and agricultural lands to uphold the Town’s cultural character and environmental stability.					
5-1.1	Revisit and update the underlying provisions of the long-standing water act regarding Pembroke, Brockton, Abington, and Rockland.	Water Division	\$	No	Short-Term
5-1.2	Create a Shared Water Resources working group.	Open Space Committee	\$	No	Short-Term

Implementation

Action #	Action	Champion	Order of Magnitude Cost Estimates	Requires Zoning Amendment	Timeframe
5-1.3	Amend Pembroke’s Town Bylaws with lines on erosion and sedimentation control and add more stringent setbacks from water resources. For Town-owned waterfront properties, seek restorative design and construction around banks showing evidence of erosion.	Selectboard	\$	Yes	Medium-Term
5-1.4	Prioritize acquisition or conservation restrictions of important natural corridors, including land around water resources like North River, Silver Lake, and the Town’s numerous ponds, as well as undeveloped open space.	Open Space Committee	\$\$	No	Medium-Term
5-1.5	Seek funding and local partnerships to assist with acquiring priority lands, funding for land management, public outreach, and awareness of land protection tools.	Open Space Committee	\$\$	No	Medium-Term
Goal 5-2: Expand ecological and recreational connectivity between wetlands, forests, and open space.					
5-2.1	Identify critical wildlife corridors and make a conservation plan to protect the habitats of vulnerable species.	Open Space Committee	\$\$	No	Short-Term
5-2.2	Form a Recreation Trails Committee focused on trails development and maintenance, outreach and awareness, and volunteer clean-up events.	Open Space Committee	\$	No	Short-Term
5-2.3	Explore the development of a multi-use path or bike path that connects the Town’s significant recreational amenities such as Herring Run Park, Furnace Pond, Mattakeesett Street Ball Complex, and the new Community Center.	Recreation Department	\$\$\$	No	Medium-Term
Goal 5-3: Improve the accessibility of Pembroke’s open spaces and recreational facilities.					
5-3.1	Revisit the Town’s 2018 ADA Self-Evaluation, Transition, and Grievance Plan in 2028, in accordance with requirements prescribed by the Municipal ADA Planning Grant program.	Commission on Disabilities	\$	No	Short-Term
5-3.2	Apply for Project Grant funding through the Massachusetts Office on Disability’s Municipal Americans with Disabilities Act (ADA) Grant program.	Commission on Disabilities	\$	No	Medium-Term

Implementation

Action #	Action	Champion	Order of Magnitude Cost Estimates	Requires Zoning Amendment	Timeframe
5-3.3	Complete solutions identified in the Self-Evaluation, Transition, and Grievance Plan using the funding from the Project Grant. Such solutions include installing new lights, wheelchair-friendly paths, accessible restrooms, large signs, and seating.	Commission on Disabilities	\$\$\$	No	Long-Term
Goal 5-4: Increase awareness and sense of shared responsibility protecting and maintaining open spaces, historic properties, and recreational facilities.					
5-4.1	Create plans and pursue funding for the addition of signs, maps, and trail markings to public parks, trails, and historic properties.	Open Space Committee	\$\$	No	Medium-Term
5-4.2	Work with local schools, recreational organizations, churches, and other partners to facilitate outdoor education programs, generate awareness of restoration projects, and encourage participation in volunteer events.	Open Space Committee	\$	No	Medium-Term
5-4.3	Create a digital open space and recreation lands database to prioritize acquisition, manage maintenance schedules, disseminate funding, and coordinate inter-departmental communication.	Open Space Committee	\$\$	No	Medium-Term
5-4.4	Conduct a Town-wide tree inventory to identify trees at risk of falling, monitor disease and parasitic activity, and determine planting priority areas (i.e., parks, playgrounds).	Department of Public Works	\$\$	No	Medium-Term
Goal 5-5: Partner with local organizations to pursue funding, organize events, and share ideas for protecting regional ecosystems.					
5-5.1	Partner with North and South Rivers Watershed Association (NSRWA) and Wildlands Trust to help enhance and maintain the Town's open space and trail network.	Open Space Committee	\$\$	No	Short-Term
5-5.2	Work with the Pembroke Watershed Association (PWA) to advocate for and promote the preservation of the Town's ponds.	Open Space Committee	\$	No	Short-Term
5-5.3	Work with the MA Department of Conservation and Recreation (DCR) to work toward a "Tree City USA" designation.	Open Space Committee	\$	No	Short-Term
5-5.4	Partner with NSRWA to conduct a feasibility assessment of removing Luddams Ford Dam.	Conservation Commission	\$\$	No	Long-Term

Implementation

Action #	Action	Champion	Order of Magnitude Cost Estimates	Requires Zoning Amendment	Timeframe
Goal 5-6: Pursue state and federal funding to develop emergency preparedness plans, alternative energy production, and hazard mitigation.					
5-6.1	Apply for Action Grant funding through the MEMA’s Municipal Vulnerability Preparedness (MVP) grant program to complete projects outlined in Pembroke’s 2022 MVHMP.	Board of Health	\$	No	Short-Term
5-6.2	Maintain and update emergency response plans as needed.	Board of Health	\$	No	Short-Term
5-6.3	Develop and publicize information to the public about emergency response procedures and resources.	Board of Health	\$	No	Short-Term
Goal 6-1: Develop plans to ensure Pembroke’s infrastructure is regularly maintained and updated to meet the community’s current and future needs.					
6-1.1	Establish a municipal IT and Facilities Management Department.	Town Manager	\$\$	No	Short-Term
6-1.2	Create a consolidated, digitally accessible inventory of municipal infrastructure assets, including all locally owned roadways and utilities, to assist in preparing annual capital improvement plans.	Department of Public Works	\$\$	No	Medium-Term
6-1.3	Address current infrastructure gaps (e.g., outdated HVAC systems, outdated internet servers, etc.) through state and federal grant funding.	Department of Public Works	\$\$\$	No	Long-Term
6-1.4	Obtain funding for and mobilize the construction of the new Public Safety Building.	Public Safety Building Committee	\$\$\$	No	Long-Term
6-1.5	Maintain water systems to the highest standard of quality and meet the water demands of the Town’s overall population. Priorities may include constructing new water storage tanks, developing new water supplies, updating, or replacing culverts, and updating or replacing detention basins and leaching areas.	Department of Public Works	\$\$\$	No	Long-Term
Goal 6-2: Ensure the Town’s departments are sufficiently staffed, trained, and equipped to provide high-quality municipal services while maximizing cost-efficiency and transparency.					

Implementation

Action #	Action	Champion	Order of Magnitude Cost Estimates	Requires Zoning Amendment	Timeframe
6-2.1	Conduct a comprehensive staffing review for all Town departments to determine projected staffing needs and to identify funding sources to support additional hiring.	Town Manager	\$	No	Short-Term
6-2.2	Review and update the designated roles and responsibilities for all Boards and Committees.	Town Manager	\$	No	Short-Term
6-2.3	Prepare a list of critical technological needs (e.g., upgrading the sound system in Veteran’s Hall, adding digital signage in Town Hall, etc.), and plan to address each need.	Department of Public Works	\$\$	No	Medium-Term
6-2.4	Adopt and utilize a project management software platform (e.g., Jira, Trello, or Monday) to track Town proposals, publish progress updates, and streamline interdepartmental communication.	Town Manager	\$\$	No	Medium-Term
6-2.5	Investigate and consider adoption of electronic voting for Town Meeting, adding the value of greater speed, transparency, and order.	Town Manager	\$	No	Medium-Term
6-2.6	For enhanced standards and expectations of communication, establish communication SOPs, especially between Boards/Committees and their subcommittees.	Town Manager	\$	No	Medium-Term
6-2.7	Establish greater and more widespread promotion of townwide volunteerism, whether for appointed positions, elected positions, or any other community involvement.	Town Manager	\$	No	Medium-Term
6-2.8	Investigate and consider the potential appropriate uses of Generative AI and development of a policy governing its use, to make government more efficient and effective.	Town Manager	\$	No	Medium-Term
Goal 6-3: Strengthen communication channels and engagement with the public.					
6-3.1	Consider having open “office hours” for Selectboard Members.	Selectboard	\$	No	Short-Term
6-3.2	Consistently update the Town’s website and leverage outreach channels such as PACTV, the quarterly newsletter, and social media.	Planning Board	\$\$	No	Short-Term

Implementation

Action #	Action	Champion	Order of Magnitude Cost Estimates	Requires Zoning Amendment	Timeframe
6-3.3	Perform regular public outreach to understand public sentiment regarding municipal services and infrastructure and to monitor changing community needs. Activities should include digital outreach (e.g., polling through social media or the Town website) and physical outreach (e.g., tabling at public events, distributing paper surveys to specific departments or non-profits).	Cultural Council	\$	No	Short-Term
6-3.4	Educate the public regarding the Town’s regular monitoring of surface and groundwater quality and how to access information regarding testing.	Conservation Commission	\$	No	Short-Term
6-3.5	Hire a Communications Coordinator to manage internal and external communications. A summer internship program could supplement this role.	Town Manager	\$\$	No	Medium-Term
Goal 6-4: Develop a long-term plan to improve PPS’ facilities and services for students, parents, and the general public.					
6-4.1	Identify additional Vocational/Technical education opportunities for Pembroke Students by creating a workgroup/committee to explore all area Vo-Tech schools including the costs associated with joining each.	School Department	\$	No	Short-Term
6-4.2	Identify opportunities for new extracurricular offerings.	School Department	\$	No	Short-Term
6-4.3	Expand Middle School Sports offerings.	School Department	\$	No	Short-Term
6-4.4	Develop a facilities management plan for PPS buildings, including assessing existing conditions, goals for maintenance and improvements, and potential funding sources.	School Department	\$\$	No	Medium-Term
6-4.5	Identify funding sources to update outdoor facilities, including resurfacing the high school’s tennis courts, improving exterior gathering spaces, and enhancing the surrounding landscape with native plantings.	School Department	\$\$	No	Medium-Term

Implementation

Action #	Action	Champion	Order of Magnitude Cost Estimates	Requires Zoning Amendment	Timeframe
6-4.6	Complete a renovation study on the Hatch Building and possible grant funding to assist, and explore possible educational uses for the building, including a transitional program.	School Department	\$\$	No	Medium-Term
6-4.7	Assess the feasibility of consolidating elementary schools to maximize personnel and other resources.	School Department	\$\$	No	Long-Term
6-4.8	Plan for the eventual renovation or replacement of Pembroke High School.	School Department	\$\$\$	No	Long-Term
Goal 6-5: Expand Pembroke Public Library's programming and services.					
6-5.1	Expand community awareness of Library services and events. Supportive strategies include distributing digital and physical marketing materials to residents and businesses, partnering with other Town departments, or tabling at public events.	Library Trustees	\$	No	Short-Term
6-5.2	Identify state and federal funding opportunities supporting expanding the Library's technology resources and services.	Library Trustees	\$	No	Short-Term
6-5.3	Investigate the need for an expanded Youth Services area, driven by the community's desire for additional classes, study rooms, and young adult reading material.	Library Trustees	\$	No	Short-Term
6-5.4	Pursue state funding to complete a Digital Equity Plan to improve the community's access to digital devices, broadband internet, and technical support/learning opportunities.	Library Trustees	\$\$	No	Short-Term
6-5.5	Plan for the long-term replacement of structural and mechanical systems (e.g., roofing, windows, exterior doors, HVAC systems) as well as cosmetic upgrades to restrooms, carpeting, and countertops.	Library Trustees	\$\$\$	No	Long-Term
Goal 6-6: Improve access to Pembroke's public facilities and explore additional services for Pembroke's senior population.					

Implementation

Action #	Action	Champion	Order of Magnitude Cost Estimates	Requires Zoning Amendment	Timeframe
6-6.1	Ensure the Community Center hosts a range of programming (e.g., technology training, recreational activities, and education workshops) that caters to all segments of Pembroke’s population, including children, teens, seniors, and those with disabilities.	Council on Aging	\$	No	Short-Term
6-6.2	Encourage local businesses to become age-friendly by providing senior discounts, improving physical accessibility, and offering delivery services.	Council on Aging	\$	No	Short-Term
6-6.3	Apply for Project Grant funding through the Municipal ADA Improvement Grant Program to complete ADA projects outlined in Pembroke’s ADA Self-Evaluation, Transition, and Grievance Plan.	Commission on Disabilities	\$\$	No	Medium-Term
6-6.4	Investigate the need for an adult day center to assist the increasing number of people with cognitive and physical impairments.	Commission on Disabilities	\$\$	No	Long-Term
6-6.5	Continue efforts to improve multi-modal transportation for seniors in the Town Center, which may include adding ADA-compliant sidewalks and ensuring public transportation is senior-friendly with ramps and priority seating.	Council on Aging	\$\$\$	No	Long-Term
Goal 7-1: Become a pedestrian and bicycle-friendly community by initiating a townwide Bicycle and Pedestrian Plan to build new facilities and improve connectivity.					
7-1.1	Form a Bicycle and Pedestrian Committee to solicit and provide feedback on bicycle and pedestrian needs throughout the Town, to support a townwide planning process, to assist with obtaining funding for projects, and to facilitate the implementation of bicycle and pedestrian improvements and programs.	Town Manager	\$	No	Short-Term
7-1.2	Explore funding opportunities federally and locally, such as through MassDOT’s funding and grant programs (examples include MassDOT’s Complete Streets program, Shared Streets and Spaces Program).	Planning Board	\$\$	No	Short-Term

Implementation

Action #	Action	Champion	Order of Magnitude Cost Estimates	Requires Zoning Amendment	Timeframe
7-1.3	Inventory and assess the Town’s existing network of sidewalks and bikeways.	Highway Department	\$	No	Medium-Term
7-1.4	Develop a townwide Bicycle and Pedestrian Plan, including an implementation plan and prioritization ranking, focused on programs and building new bicycle and pedestrian facilities to improve connectivity throughout the Town and planning for year-round maintenance of facilities.	Highway Department	\$\$	No	Medium-Term
Goal 7-2: Plan and implement education, enforcement, and/or infrastructure projects to improve students' and parents' opportunities to walk, roll, or bike to schools, decreasing congestion.					
7-2.1	Prioritize maintenance of existing sidewalks and sidewalk construction within half-mile distances of schools.	Department of Public Works	\$\$\$	No	Short-Term
7-2.2	Implement local education and enforcement programming, in collaboration with schools and the police department, to encourage and enforce safe behavior for all modes of travel to schools.	Board of Health	\$	No	Short-Term
7-2.3	In tandem with a townwide Bicycle and Pedestrian Plan, evaluate opportunities to implement and/or improve continuous, separated routes for walking, bicycling, and rolling between residential neighborhoods and schools.	Department of Public Works	\$\$\$	No	Medium-Term
7-2.4	Continue to assess student commuting patterns and pursue Safe Routes to School federal funding through MassDOT for further evaluation and planning of facilities.	School Department	\$	No	Medium-Term
Goal 7-3: Improve transportation and mobility options for seniors throughout the Town.					
7-3.1	Coordinate with the Council on Aging and GATRA to solicit feedback on unmet senior needs for transportation in terms of service hours, frequency, and coverage to key destinations, including the Town Center and Route 139.	Council on Aging	\$	No	Short-Term

Implementation

Action #	Action	Champion	Order of Magnitude Cost Estimates	Requires Zoning Amendment	Timeframe
7-3.2	In tandem with a townwide Bicycle and Pedestrian Plan, gather feedback on senior needs and plan to implement accessible, continuous, separated routes for walking, bicycling, and rolling between residential neighborhoods and key destinations for seniors for necessary errands and social trips (i.e., recreational/commercial destinations, medical facilities).	Council on Aging	\$	No	Short-Term
7-3.3	Prioritize sidewalk construction and repair near the Town Center and other key destinations identified in action 7-3.2.	Highway Department	\$	No	Short-Term
7-3.4	Develop an action plan for improving or modifying GATRA service and coverage based on the feedback findings. Evaluate the feasibility of running GATRA services on regular schedules and expanding service to evening, weekend, and holiday hours.	Council on Aging	\$\$	No	Medium-Term
Goal 7-4: Improve access to transit. Work with GATRA and the Council on Aging to enhance and increase public knowledge of public transit within the Town to increase utilization.					
7-4.1	In partnership with GATRA, survey residents to evaluate current and evolving transportation needs, focusing on latent demand outside existing service hours.	Council on Aging	\$	No	Short-Term
7-4.2	Based on the findings of a public survey, revise and increase the distribution of GATRA promotional materials to increase awareness of the range of options and increase ridership of GATRA throughout the Town.	Council on Aging	\$	No	Short-Term
7-4.3	Promote awareness of GATRA services through additional distribution methods such as pop-up events, digital and analog advertising, and tabling and outreach at existing recurring community events. Consider recruiting volunteer GATRA ambassadors locally throughout the Town to orient new users to the system.	Planning Board	\$	No	Short-Term
7-4.4	Evaluate opportunities for installing wayfinding and stop signage for GATRA services if regular stops are implemented in the coverage area.	Highway Department	\$	No	Medium-Term

Implementation

Action #	Action	Champion	Order of Magnitude Cost Estimates	Requires Zoning Amendment	Timeframe
Goal 7-5: Maintain and improve the Town’s transportation infrastructure to connect its neighborhoods safely and efficiently with destinations and amenities.					
7-5.1	Assess street lighting throughout the Town, particularly along key pedestrian routes and sidewalks.	Highway Department	\$	No	Short-Term
7-5.2	Continue Pembroke’s Pavement Management Capital Improvement Plan (CIP) and Pavement Management Program, conducted by the Highway Department in the Department of Public Works. Pending the outcome of a Bicycle and Pedestrian Plan, incorporate a sidewalk management program.	Department of Public Works	\$\$	No	Medium-Term
7-5.3	Continue Pembroke’s participation in the Road Safety Audit Program and implement recommended intersection improvements as applicable.	Department of Public Works	\$	No	Medium-Term
7-5.4	Continue to monitor traffic volumes and crash frequencies at high-crash locations in collaboration with state and local partners to identify and prioritize improvements for problem intersections and roadway segments.	Highway Department	\$	No	Medium-Term
Goal 7-6: Proactively establish policies and programs that plan for the future needs of Pembroke’s transportation network.					
7-6.1	Create a plan for implementing publicly accessible electric vehicle charging infrastructure at critical locations on both public and private property (e.g., shopping center parking lots) throughout the Town.	Planning Board	\$	No	Short-Term
7-6.2	Identify and pursue potential federal, state, and private funding sources to implement electric vehicle charging infrastructure. Examples of state sources include grant programs publicized by MassDEP, such as MassEVIP Multi-Unit Dwelling Charging Incentives, MassEVIP Public Access Charging Incentives, and MassEVIP Workplace Charging Incentives.	Planning Board	\$\$\$	No	Medium-Term
Goal 7-7: Plan and implement transportation improvements along Pembroke’s key travel corridors.					

Implementation

Action #	Action	Champion	Order of Magnitude Cost Estimates	Requires Zoning Amendment	Timeframe
7-7.1	Develop locally focused congestion mitigation strategies for top congested intersections identified by OCPC, stakeholders, or other data sources per strategies outlined by MassDOT’s Congestion in the Commonwealth and Old Colony Congestion Management Process reports.	Highway Department	\$\$\$	No	Medium-Term
7-7.2	Implement vehicular wayfinding throughout the Town to promote the use of significant routes and reduce cut-through traffic on local roads that are less suitable for higher traffic volumes due to width, terrain, or other reasons (for example, Water Street between Route 53 and Route 139), to improve safety and reduce congestion at locations associated with cut-through traffic.	Highway Department	\$\$\$	No	Medium-Term
Goal 7-8: Assess Pembroke’s commercial, recreational, and residential parking needs.					
7-8.1	Study existing parking in commercial, recreational, and residential areas (including along major roadways and existing large surface lots) and evaluate existing and projected demand.	Planning Board	\$	No	Medium-Term
7-8.2	Per the study findings, develop an action plan to address parking needs or whether the Town has excess parking supply that should be repurposed.	Planning Board	\$\$	Yes	Medium-Term

DRAFT MASTER PLAN

Appendices

- ▶ **Appendix A** – Results of Community Survey

DRAFT MASTER PLAN

Appendix A: Results of Community Survey

DRAFT MASTER PLAN

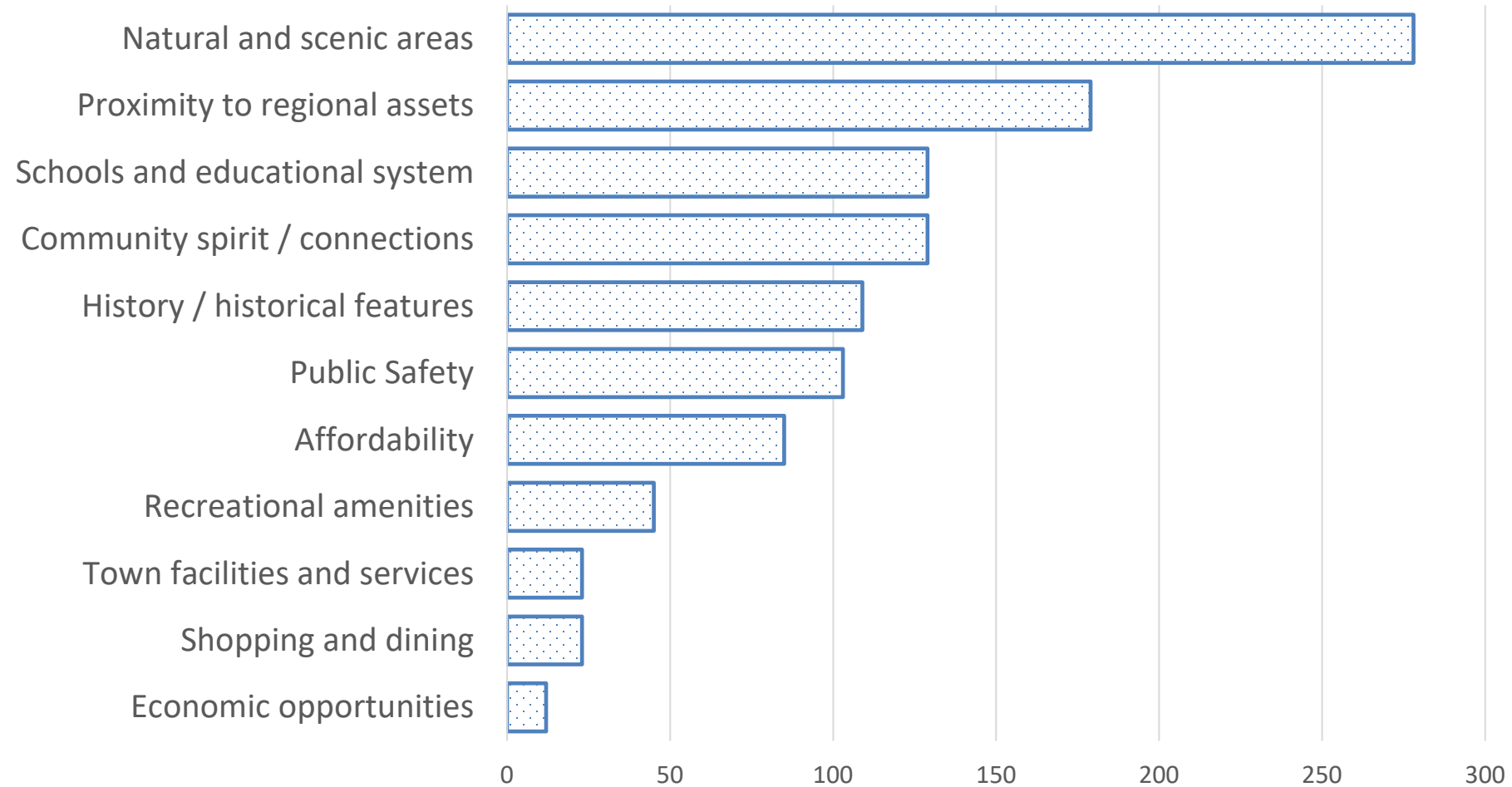
Town of Pembroke

MASTER PLAN

Community Survey

“What makes Pembroke a great place to live?”

****Respondents were allowed three choices*



“What makes Pembroke a great place to live?”

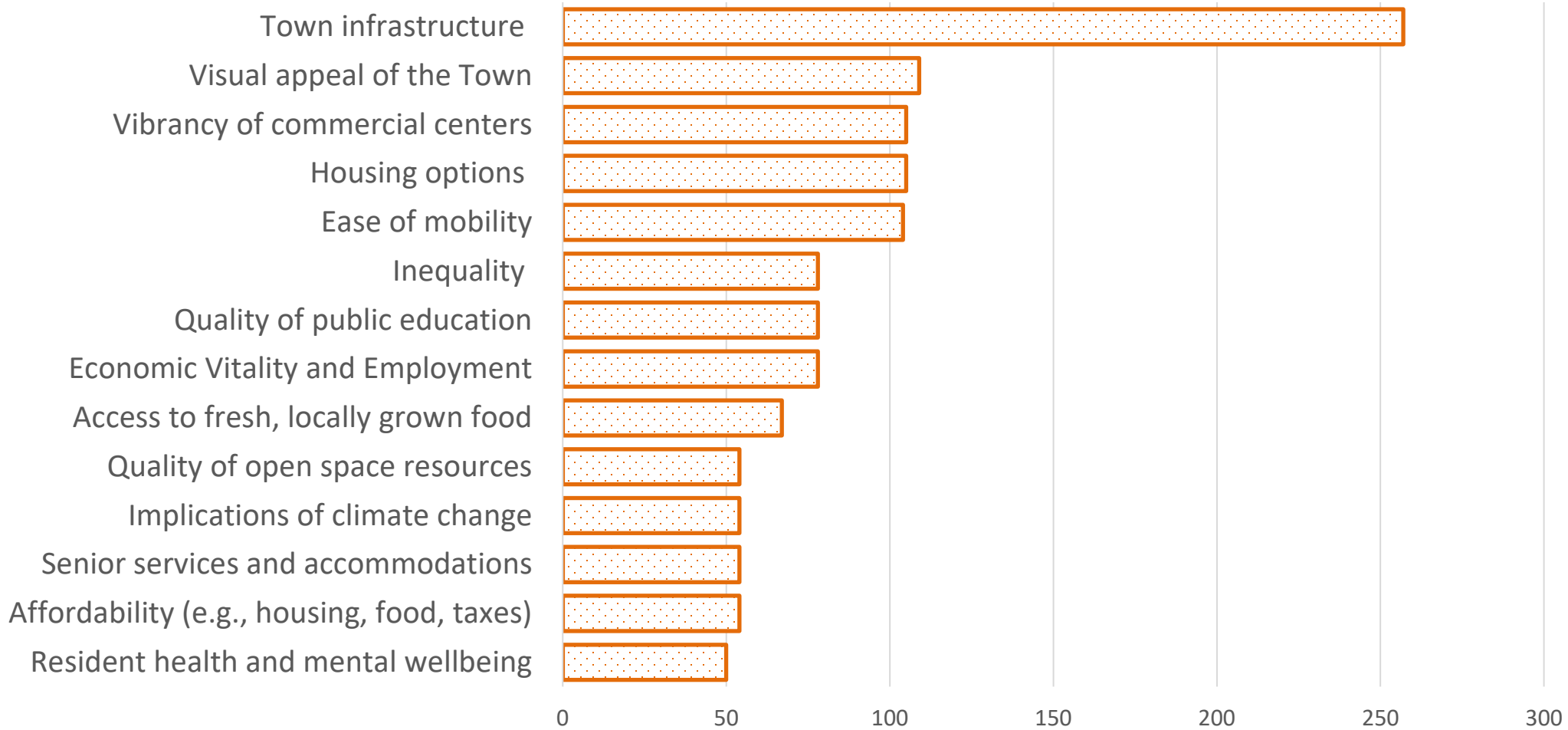
The following themes emerged among the responses for respondents to selected “Other”:

- Small-town, rural character
- Proximity to public transportation and connectivity with Boston and Cape Cod
- Natural resources, including ponds, open space, and trails
- Historical resources

“What are the biggest challenges to improving the quality of life in Pembroke?”

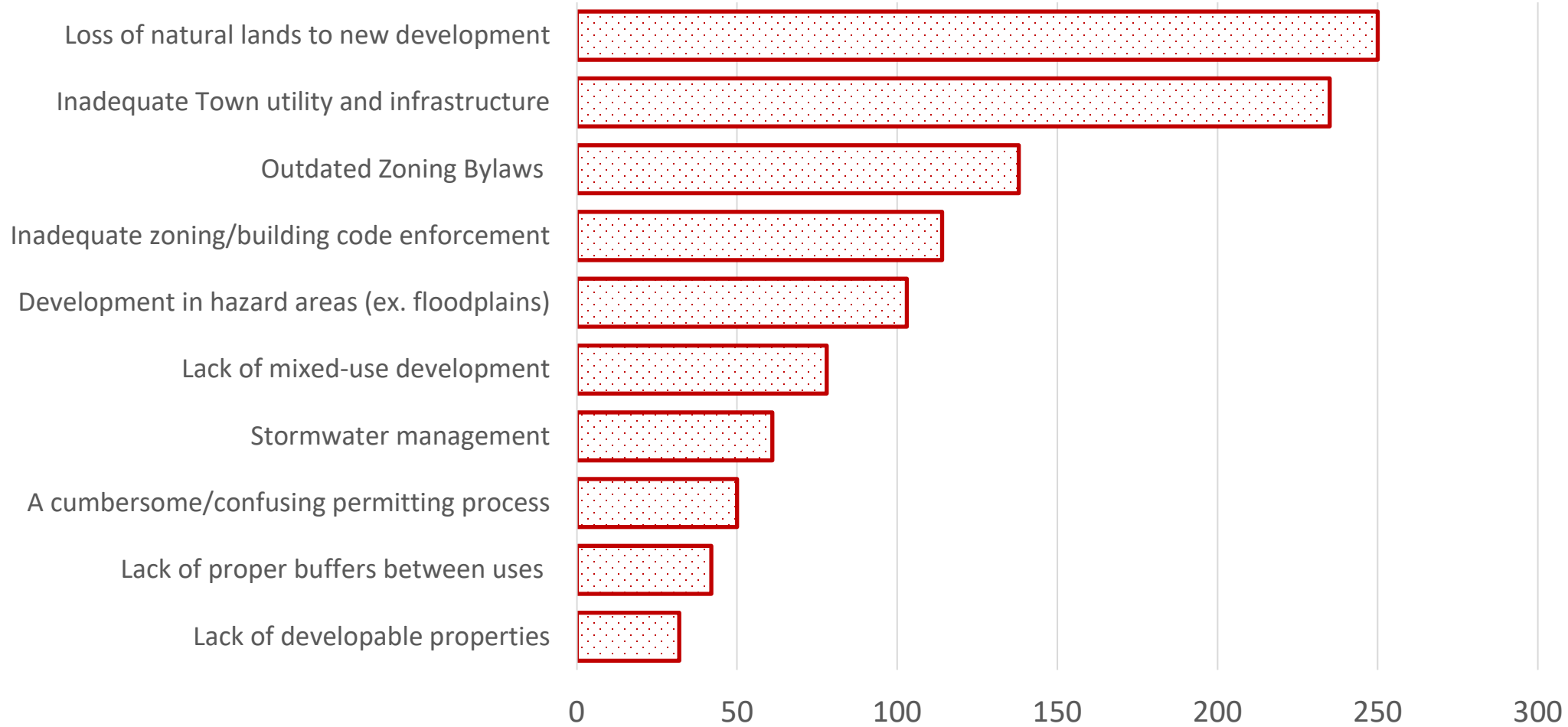
***Respondents selected between four choices for each item: very challenging, somewhat challenging, not challenging, and n/a

***The chart below shows number of “very challenging” choices



“Below are some common land use issues/concerns. Please circle your top three concerns for Pembroke”

****Respondents selected their top three concerns.*



“Below are some common land use issues/concerns. Please circle your top three concerns for Pembroke”

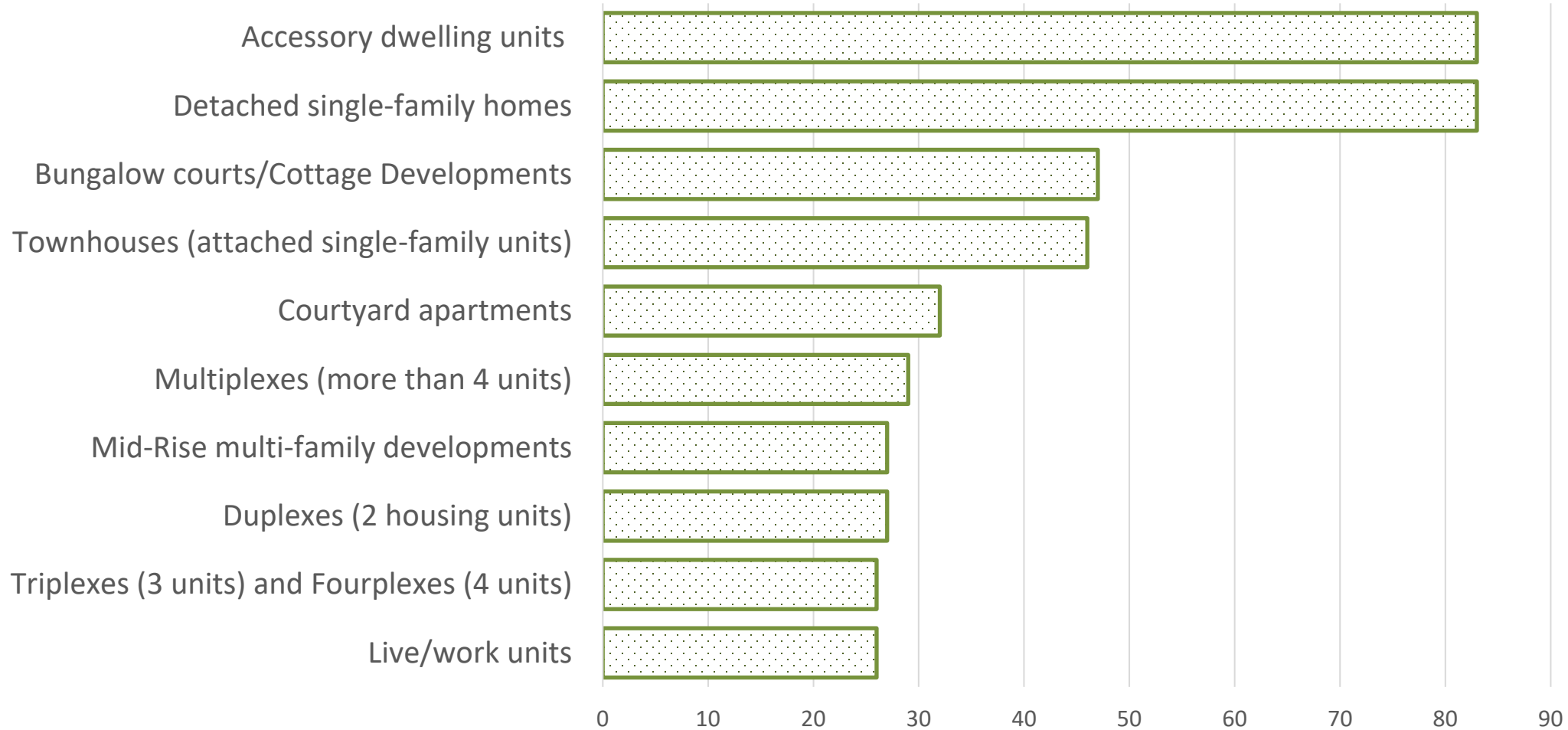
The following themes emerged among the responses for respondents to selected “Other”:

- Road maintenance (e.g., paving, traffic lights)
- Overdevelopment/increasingly high density at the cost of utilizing open space resources and without adequate infrastructure to support it
- Lack of support for multifamily residential and commercial development
- Water management and facilities (e.g., water bans, lack of consideration for sustainability, reliance on septic systems)
- Lack of a robust town center
- Lack of affordable housing
- Increasing taxes for residents and lack of a robust commercial tax base
- Lack of recreational facilities (e.g., sports fields, playgrounds) and lack of maintenance of existing facilities

“Please rate the following in terms of how important they are to fulfilling Pembroke’s housing needs.”

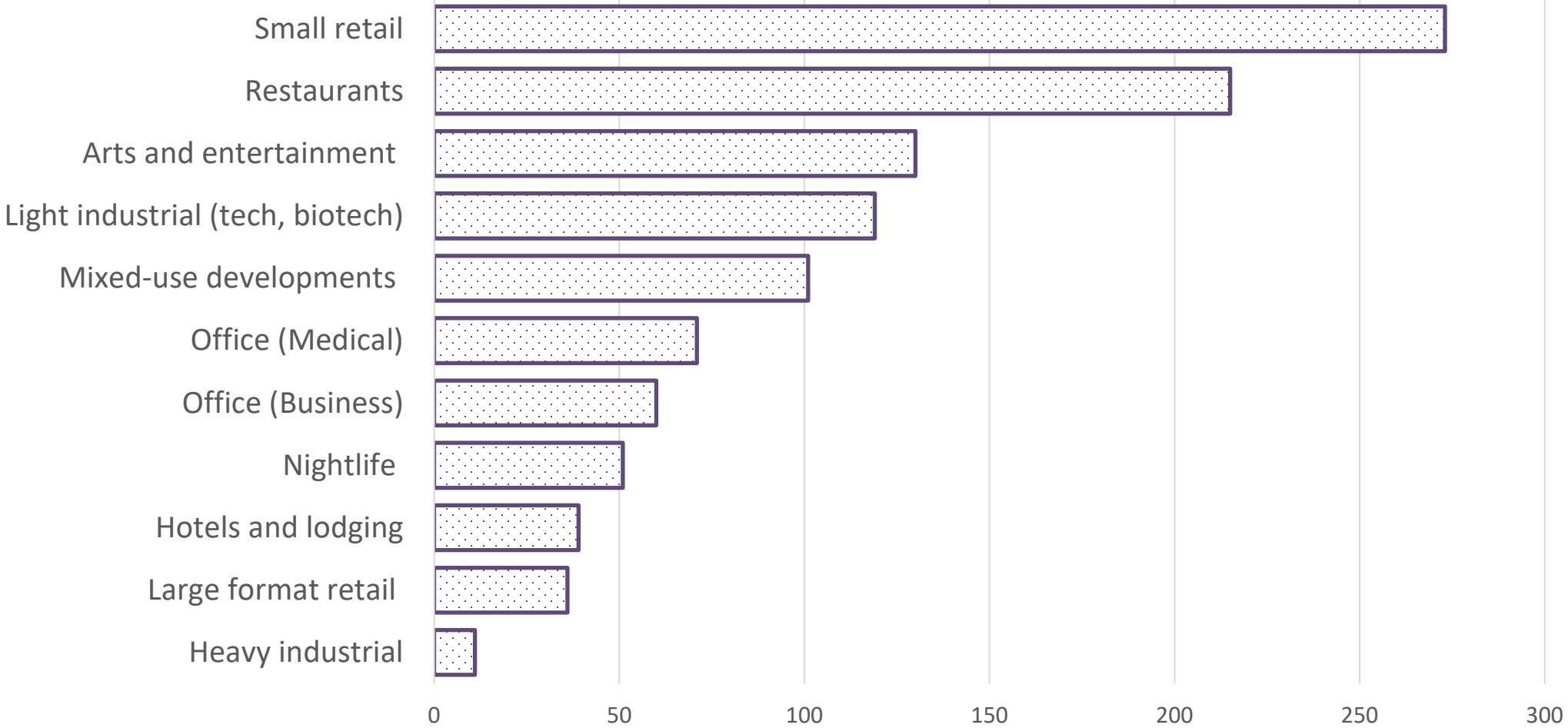
****Respondents selected between four choices for each item: very important, important, somewhat important, and not important.*

****The chart below shows number of “very important” choices*



“What type of future economic development do you feel is most needed in Pembroke?”

****Respondents selected up to three choices each.*



“What type of future economic development do you feel is most needed in Pembroke?”

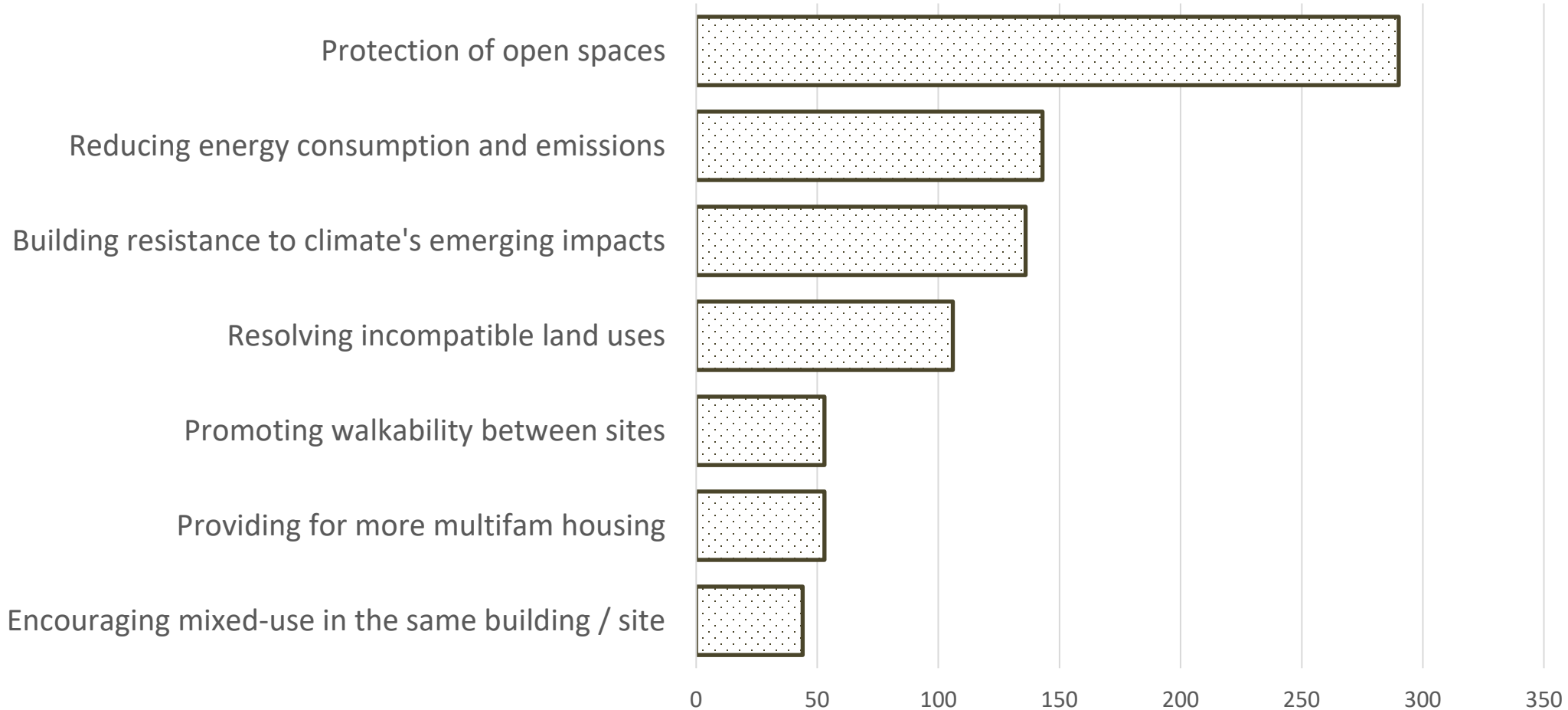
The following themes emerged among the responses for respondents to selected “Other”:

- No development needed
- Local agriculture and maker space
- Recreational facilities for all ages (e.g., sports fields, hockey rink)
- Marijuana dispensary
- Downtown development (e.g., retail, restaurants, brewery)
- More small/local businesses
- Senior housing

“In terms of future development, how important are the following?”

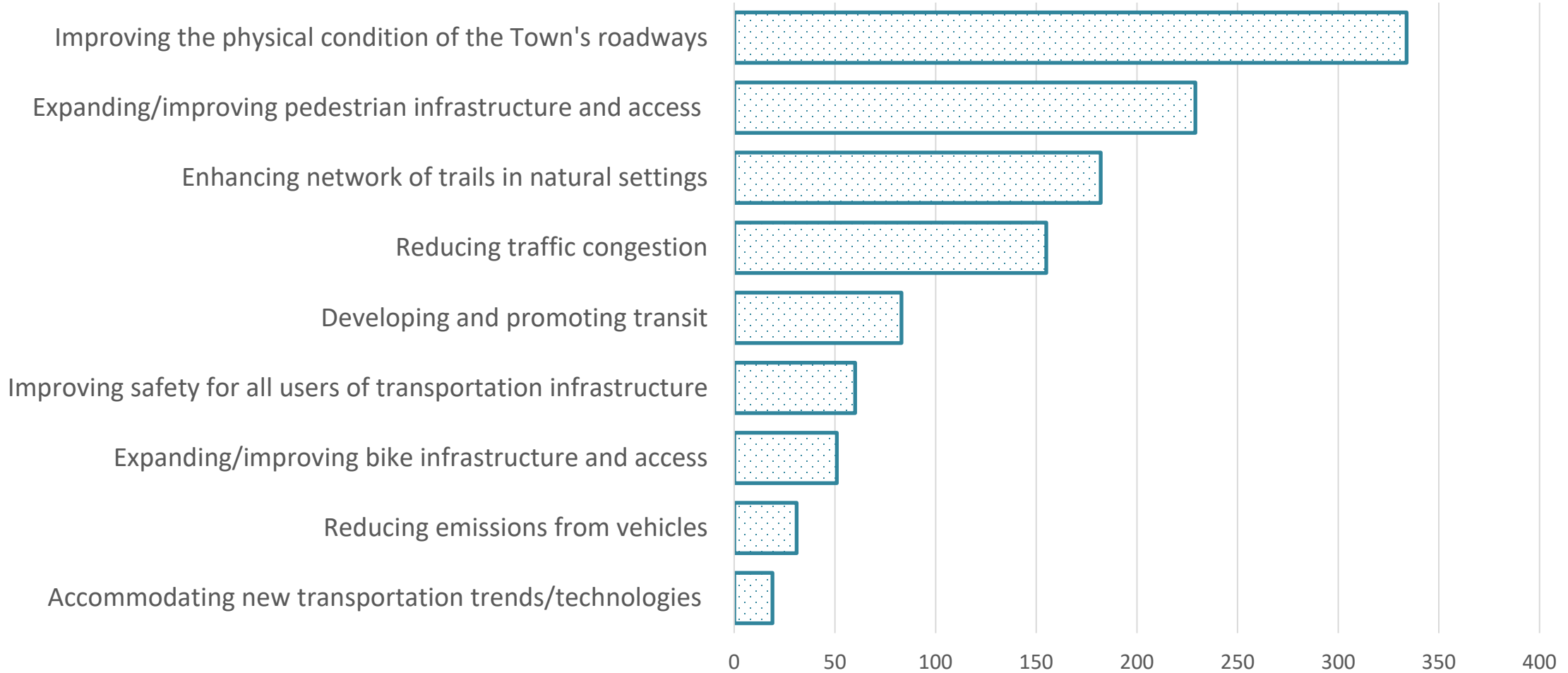
***Respondents selected between four choices for each item: very important, important, somewhat important, and not important.

***The chart below shows number of “very important” choices



“What are the most pressing transportation needs?”

****Respondents selected up to three choices each.*



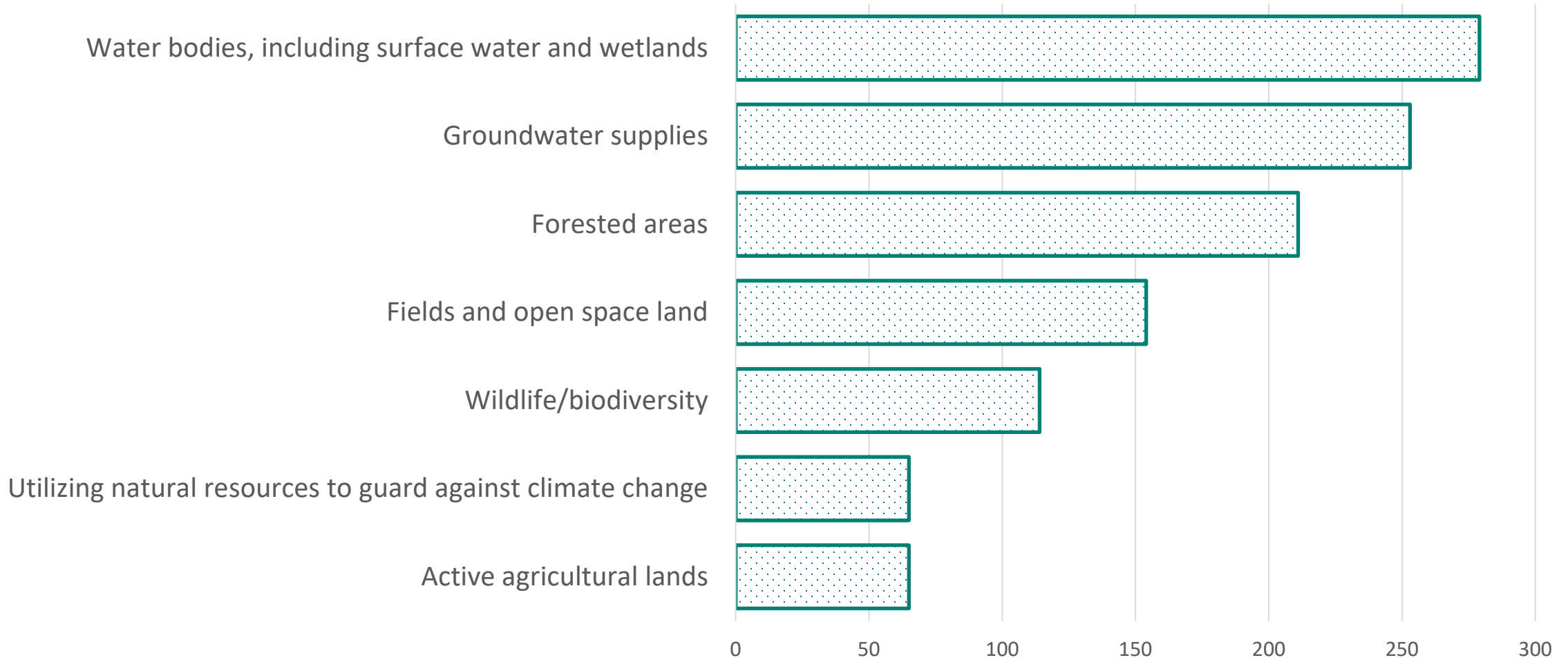
“What are the most pressing transportation needs?”

The following themes emerged among the responses for respondents to selected “Other”:

- Pedestrian infrastructure (e.g., sidewalks, crosswalks, speed bumps/traffic calming infrastructure)
- Roadway maintenance, including unincorporated roads
- Circulation issues (e.g., issues with rotary, need to reduce speed limits, issues with traffic lights, narrow roadways)

“What are the most pressing natural resource needs?”

****Respondents selected up to three choices each.*



“What are the most pressing natural resource needs?”

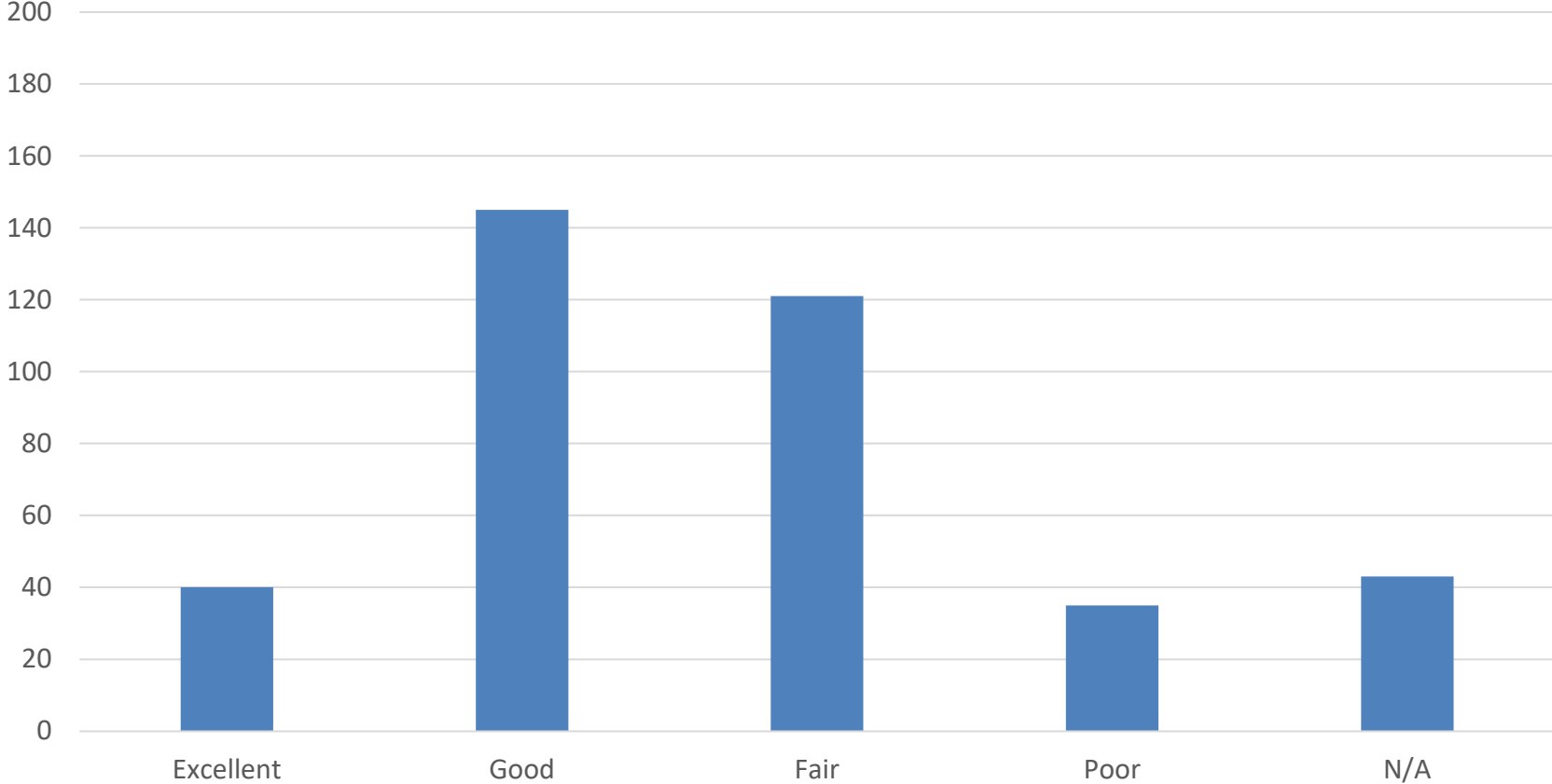
The following themes emerged among the responses for respondents to selected “Other”:

- Management of local waterbodies (e.g., impact of septic systems)
- Water conservation/management
- Climate change is not an issue/is a political issue
- Impact of development on open space and habitat areas

“Please rank each of the following Town facilities or services in terms of their performance / condition”

****Respondents ranked each facility / service*

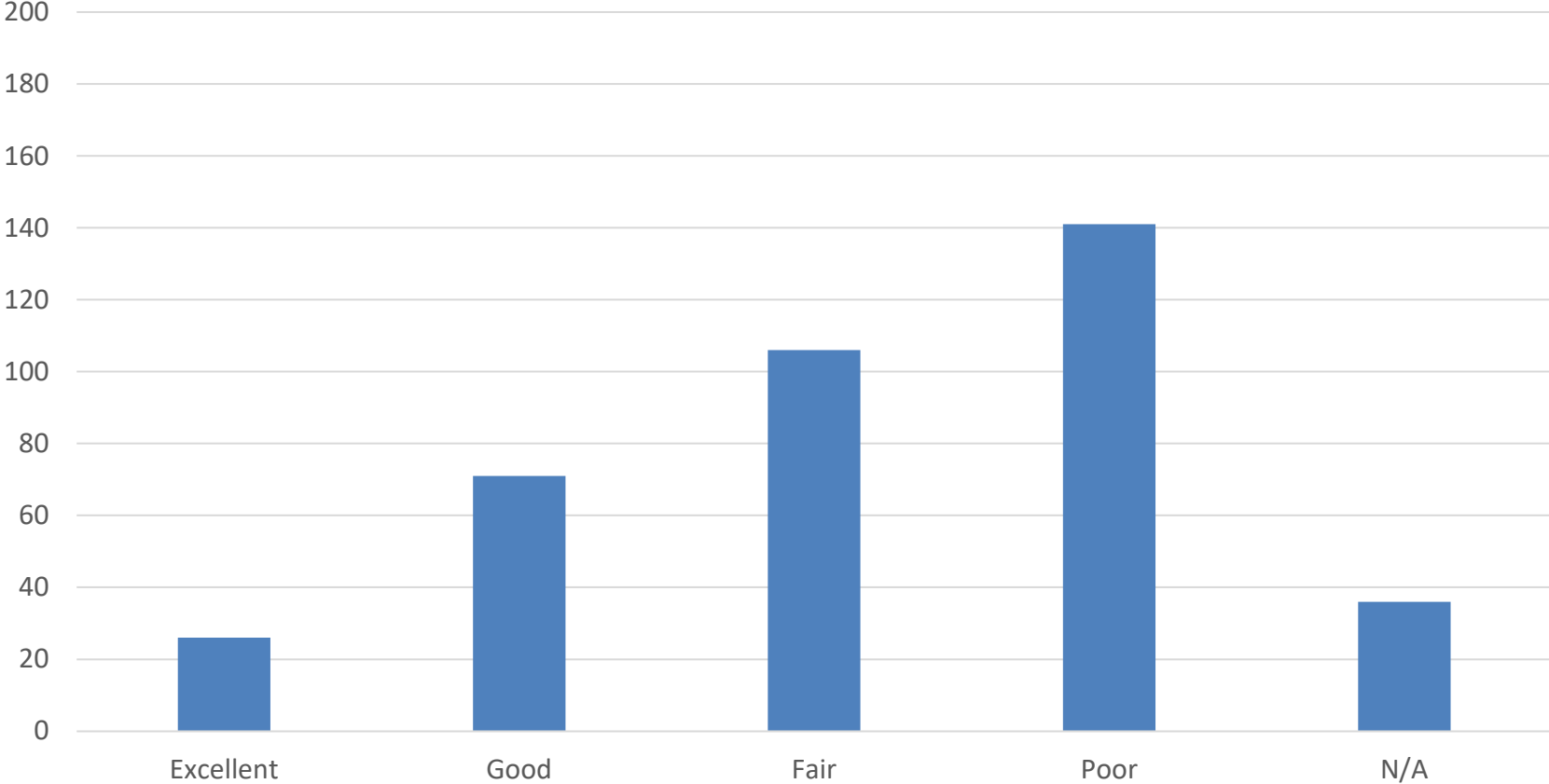
ROADWAYS / SIDEWALKS



“Please rank each of the following Town facilities or services in terms of their performance / condition”

****Respondents ranked each facility / service*

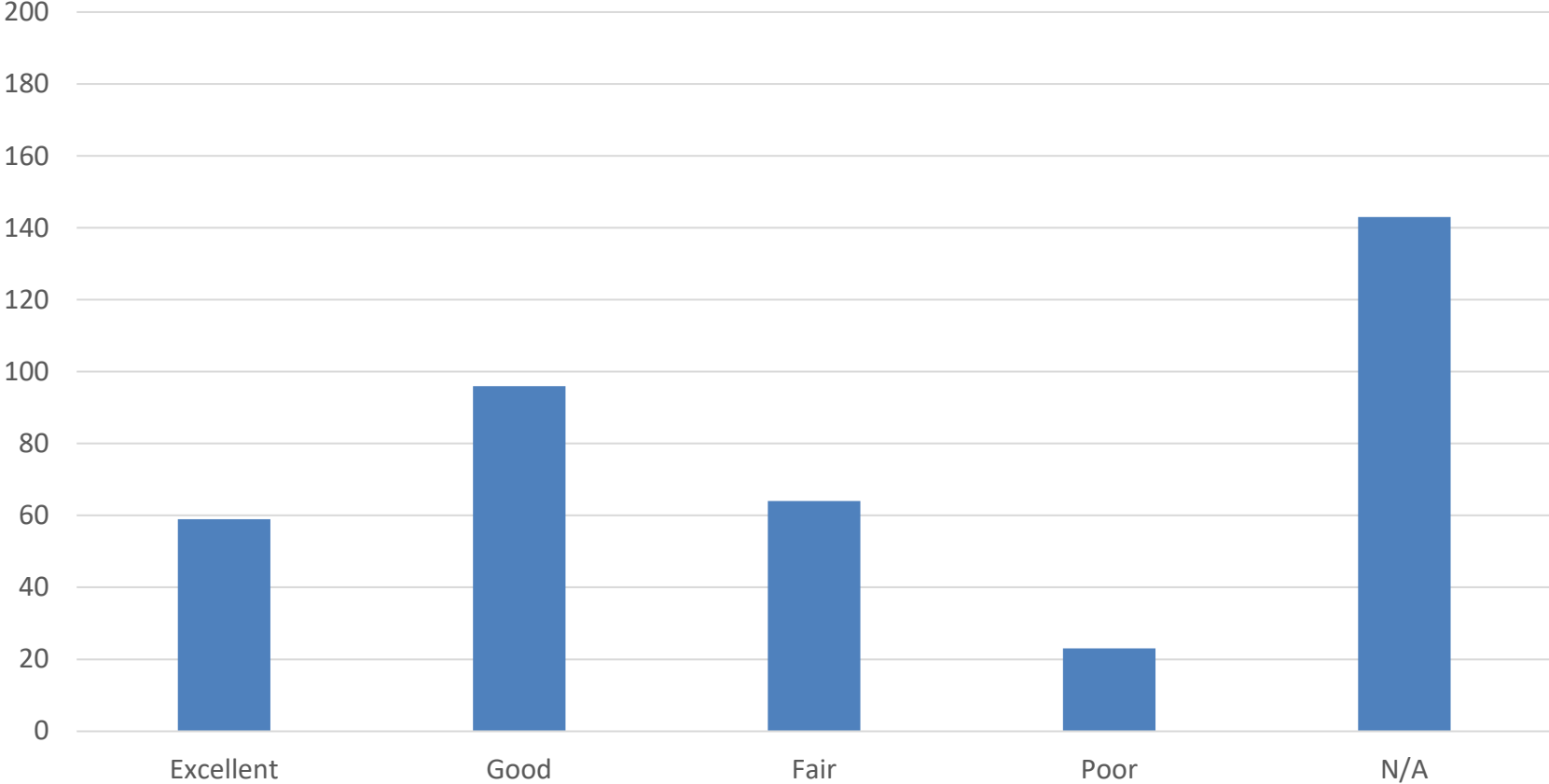
POTABLE WATER



“Please rank each of the following Town facilities or services in terms of their performance / condition”

****Respondents ranked each facility / service*

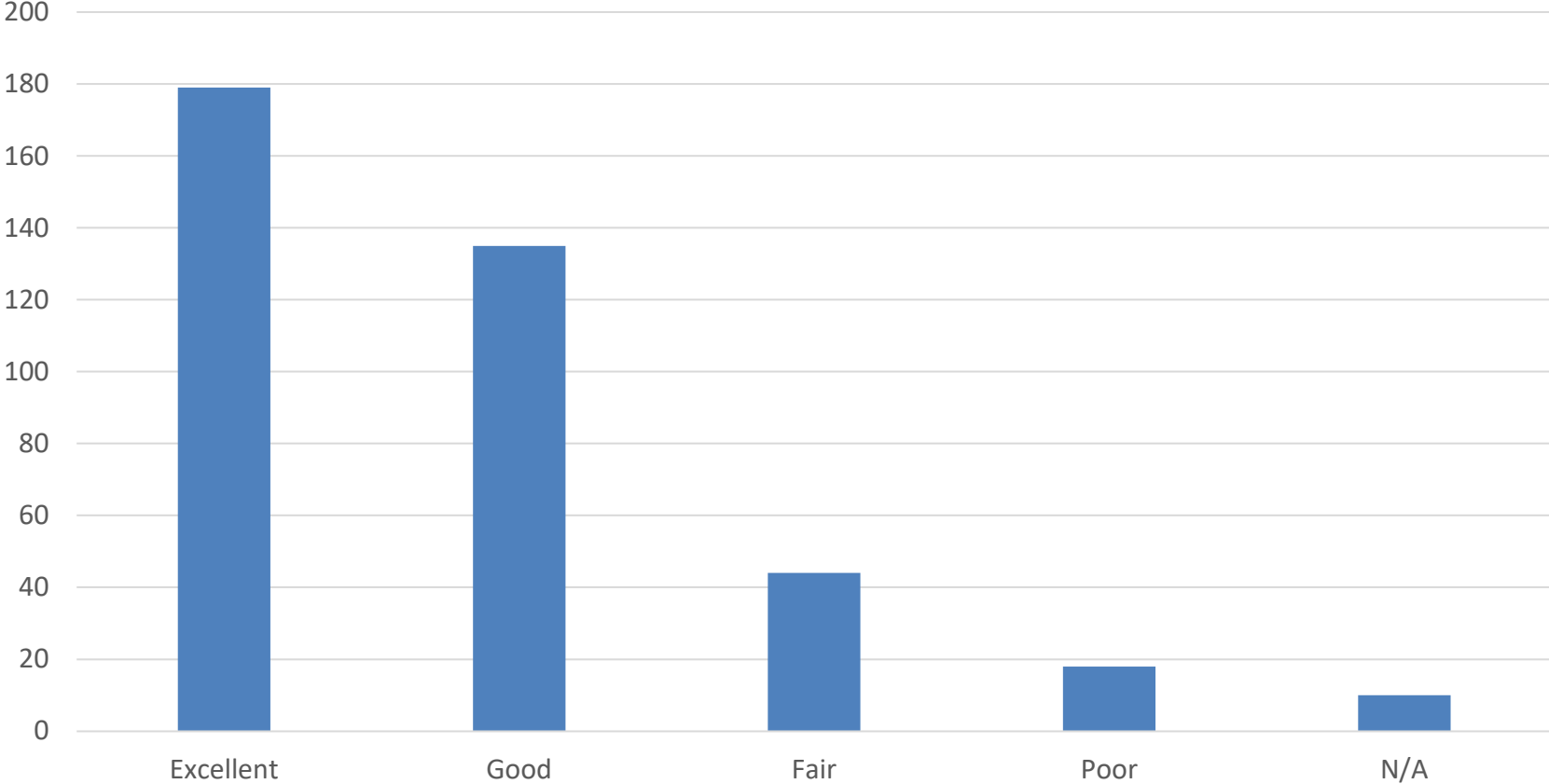
TRASH AND RECYCLING CENTERS



“Please rank each of the following Town facilities or services in terms of their performance / condition”

****Respondents ranked each facility / service*

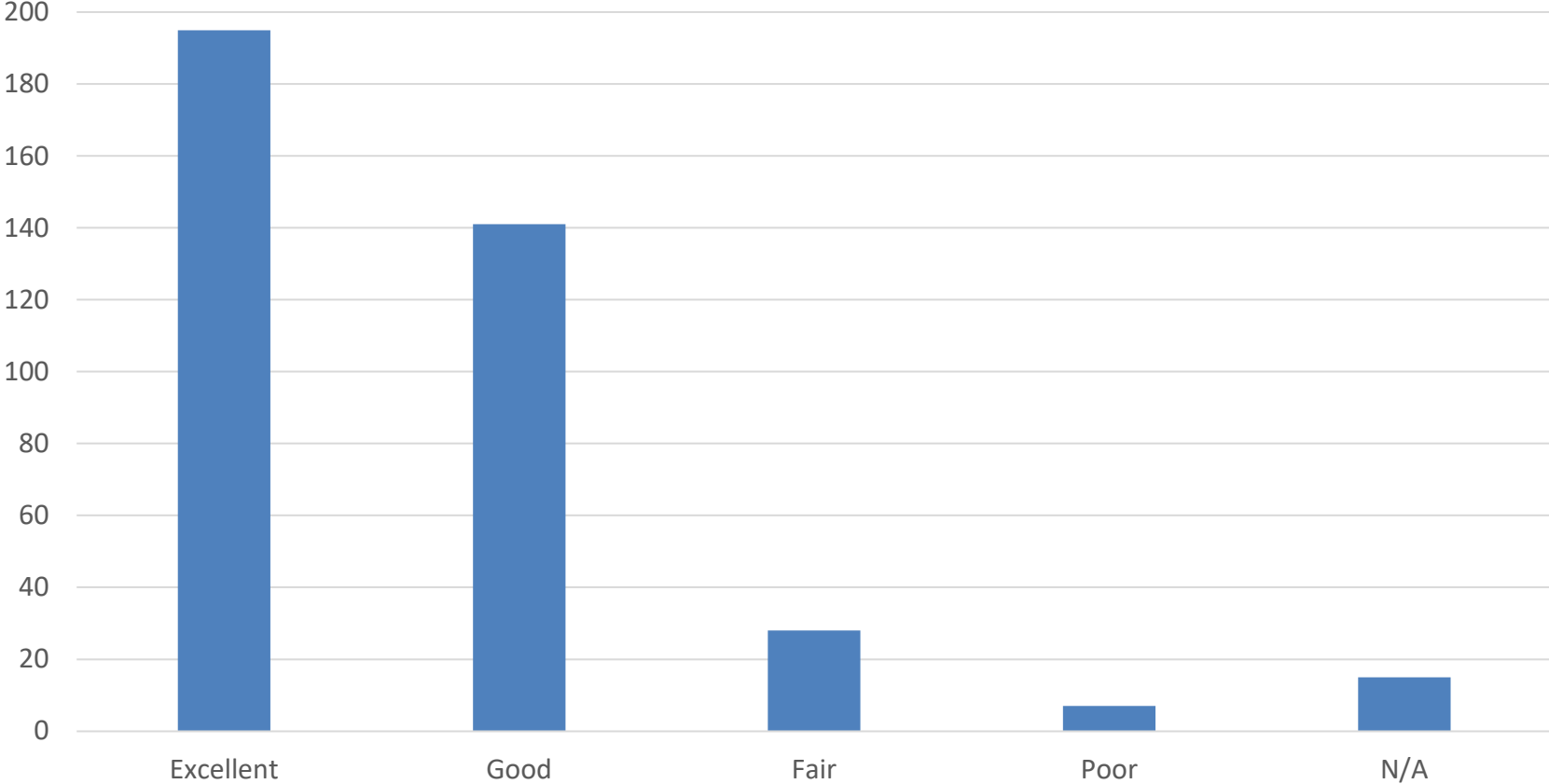
POLICE SERVICES



“Please rank each of the following Town facilities or services in terms of their performance / condition”

****Respondents ranked each facility / service*

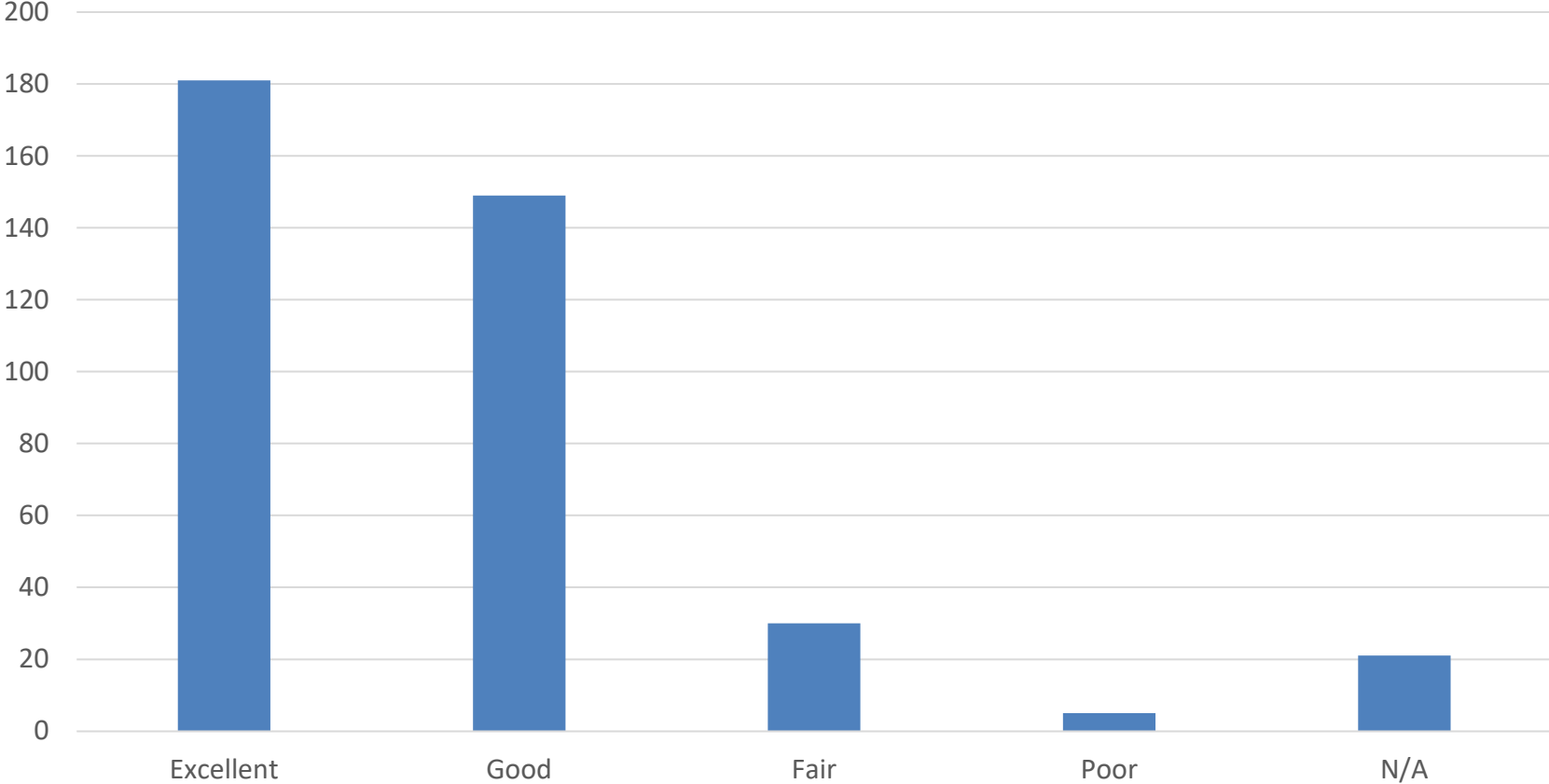
FIRE SERVICES



“Please rank each of the following Town facilities or services in terms of their performance / condition”

****Respondents ranked each facility / service*

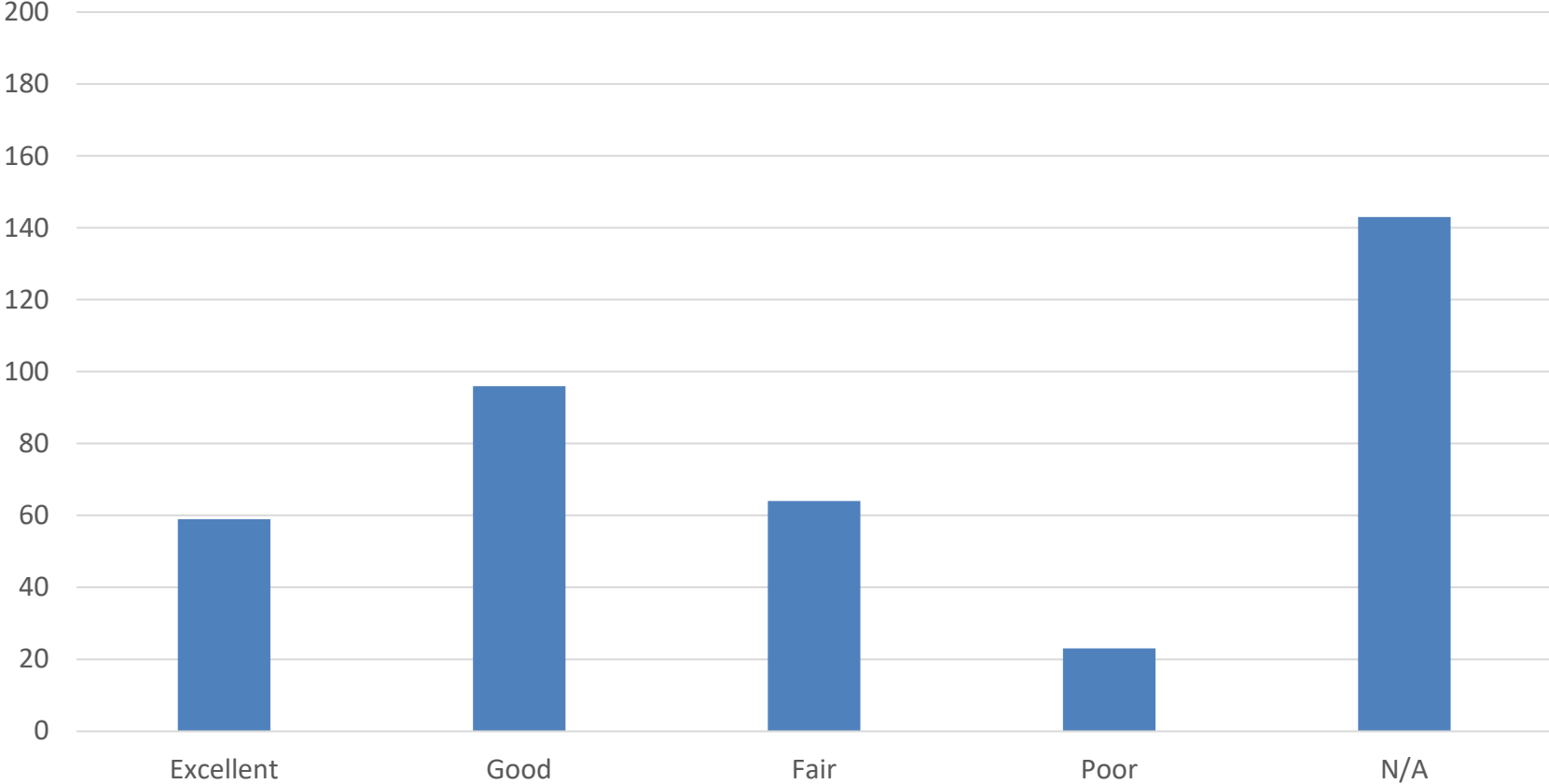
PUBLIC LIBRARY



“Please rank each of the following Town facilities or services in terms of their performance / condition”

****Respondents ranked each facility / service*

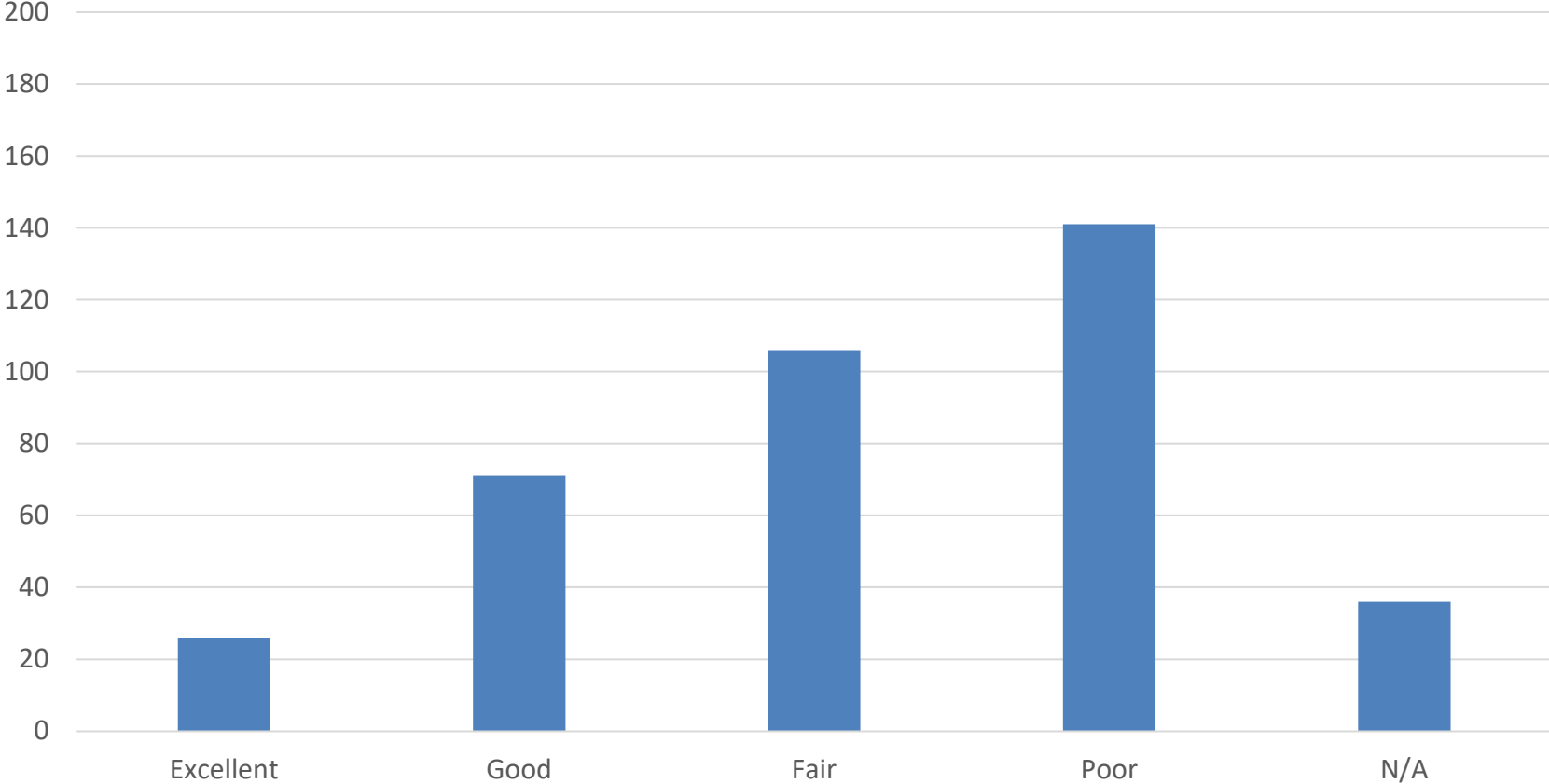
COUNCIL ON AGING



“Please rank each of the following Town facilities or services in terms of their performance / condition”

****Respondents ranked each facility / service*

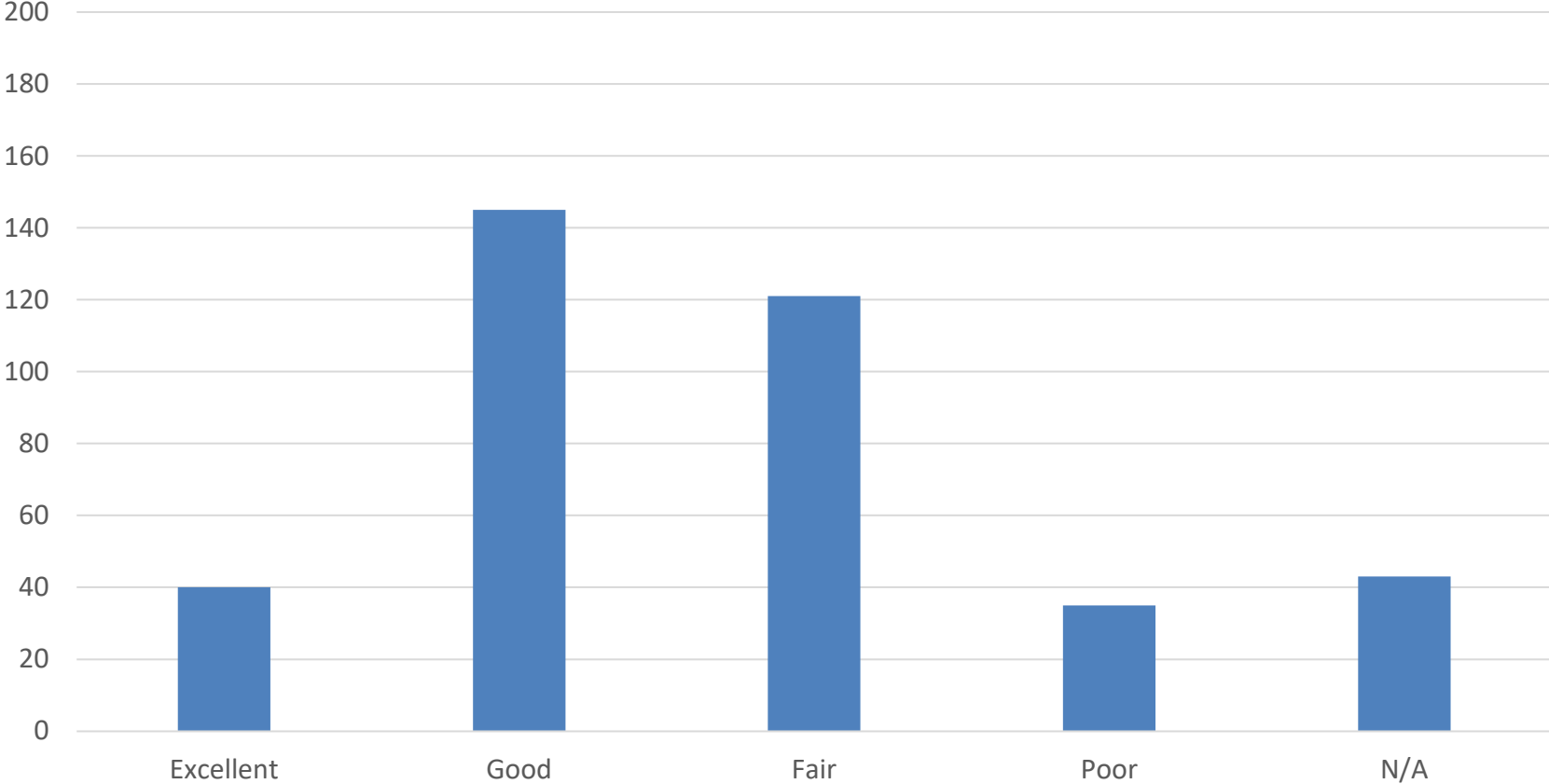
REC FACILITIES AND SERVICES



“Please rank each of the following Town facilities or services in terms of their performance / condition”

****Respondents ranked each facility / service*

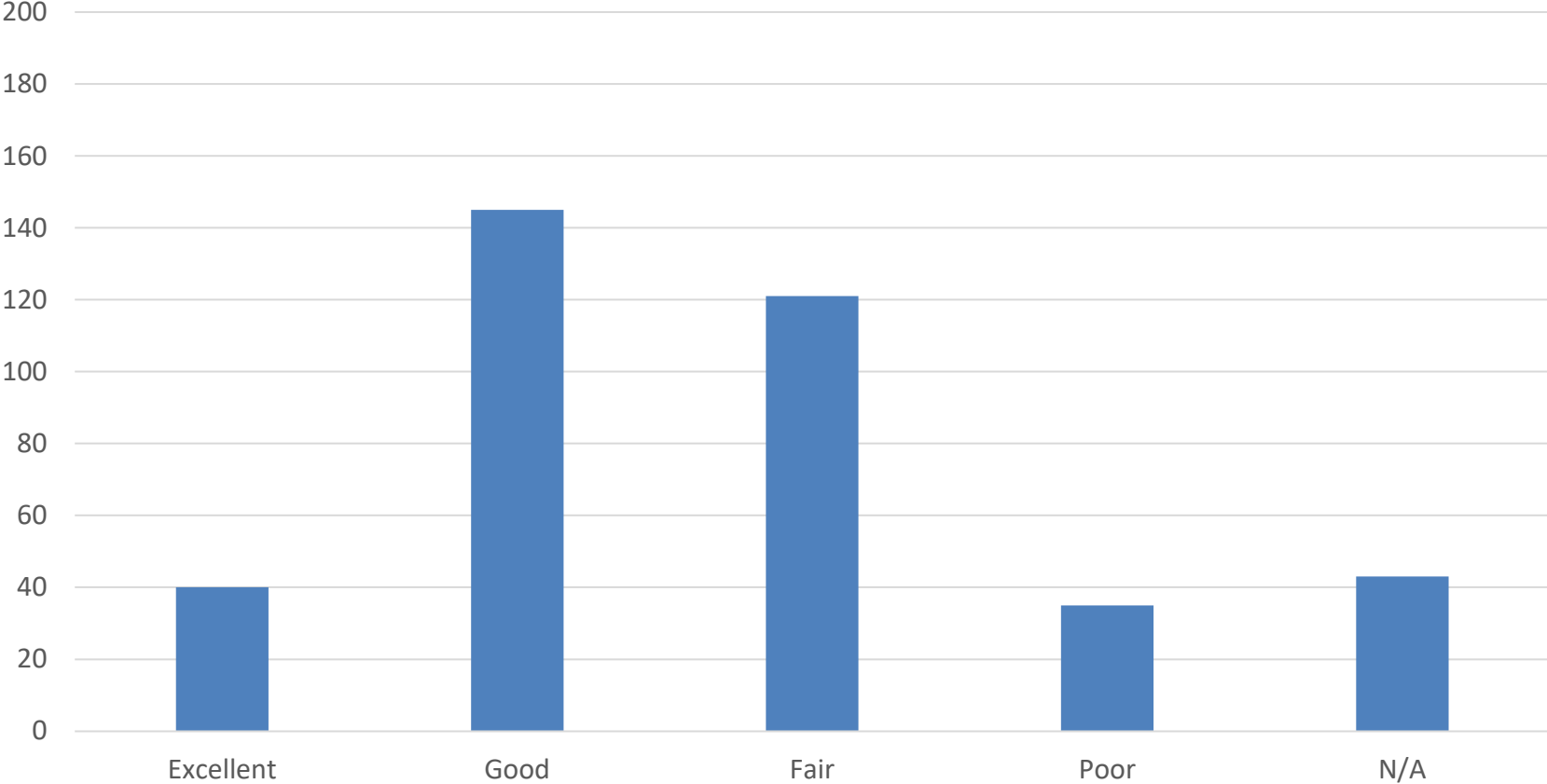
SCHOOLS (FACILITIES)



“Please rank each of the following Town facilities or services in terms of their performance / condition”

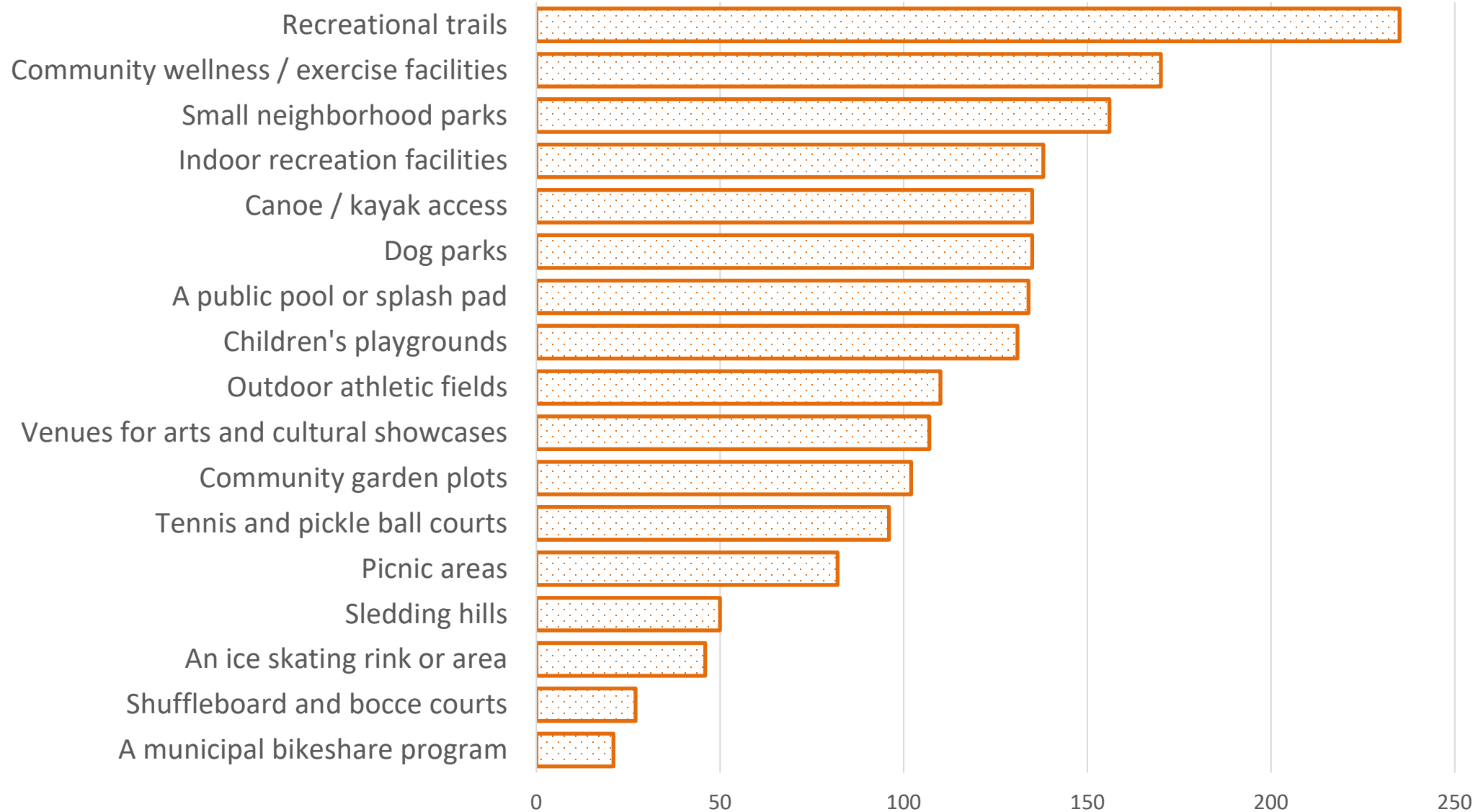
****Respondents ranked each facility / service*

SCHOOL (SERVICES)



“Which recreation assets do you think the Town needs the most?”

****Respondents selected up to three choices each.*



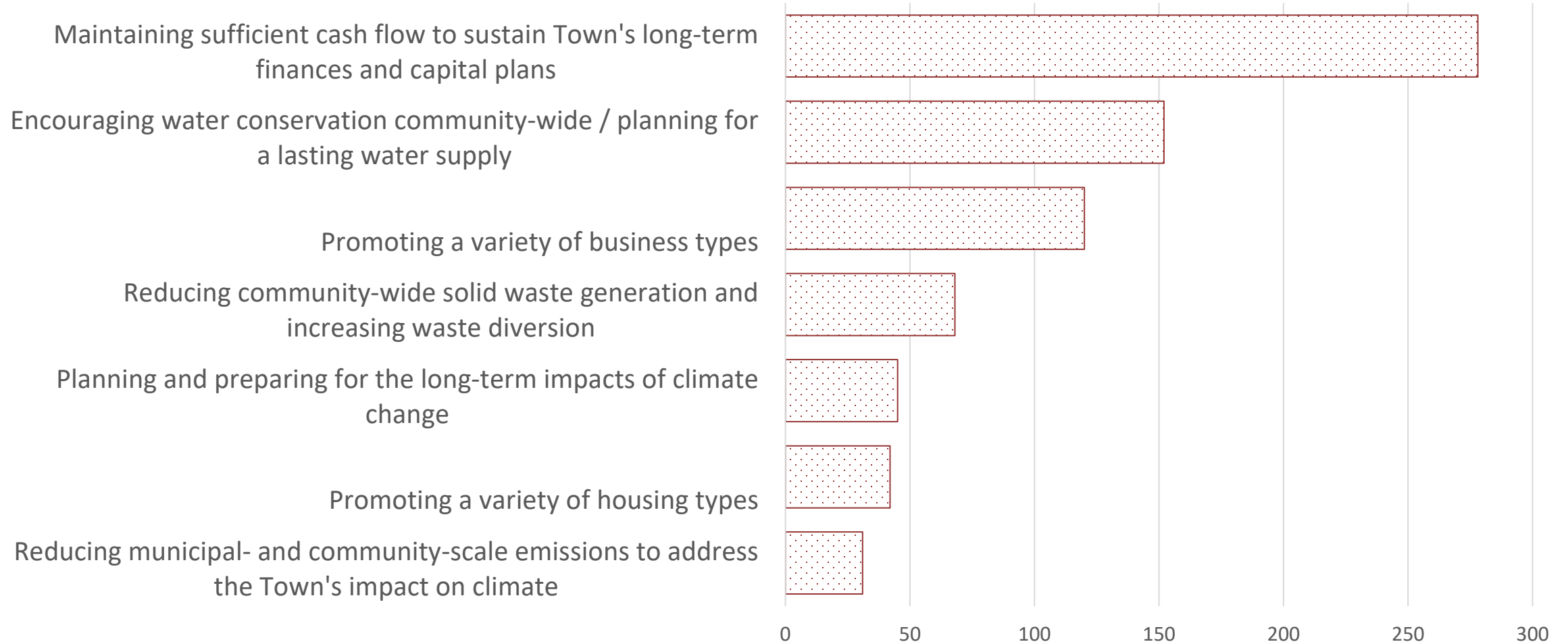
“Which recreation assets do you think the Town needs the most?”

The following themes emerged among the responses for respondents to selected “Other”:

- No recreation assets needed
- Concern for funding of recreation improvements and impact on taxes
- New facilities (e.g., skate park, roller hockey rink, outdoor shooting range, outdoor track, frisbee golf course)
- Improved trails system
- Enhancement of existing facilities (e.g., ensure adequate parking)
- Recreational options for all age groups, including programs for youth and seniors
- Sidewalks
- Gathering spaces (e.g., coffee shops, picnic areas)
- Waterfront activities (e.g., fishing access, public beaches, boat launches)
- Hunting access

“What are the most important sustainability issues facing the Town (including economic and environmental)?”

****Respondents selected up to three choices each.*



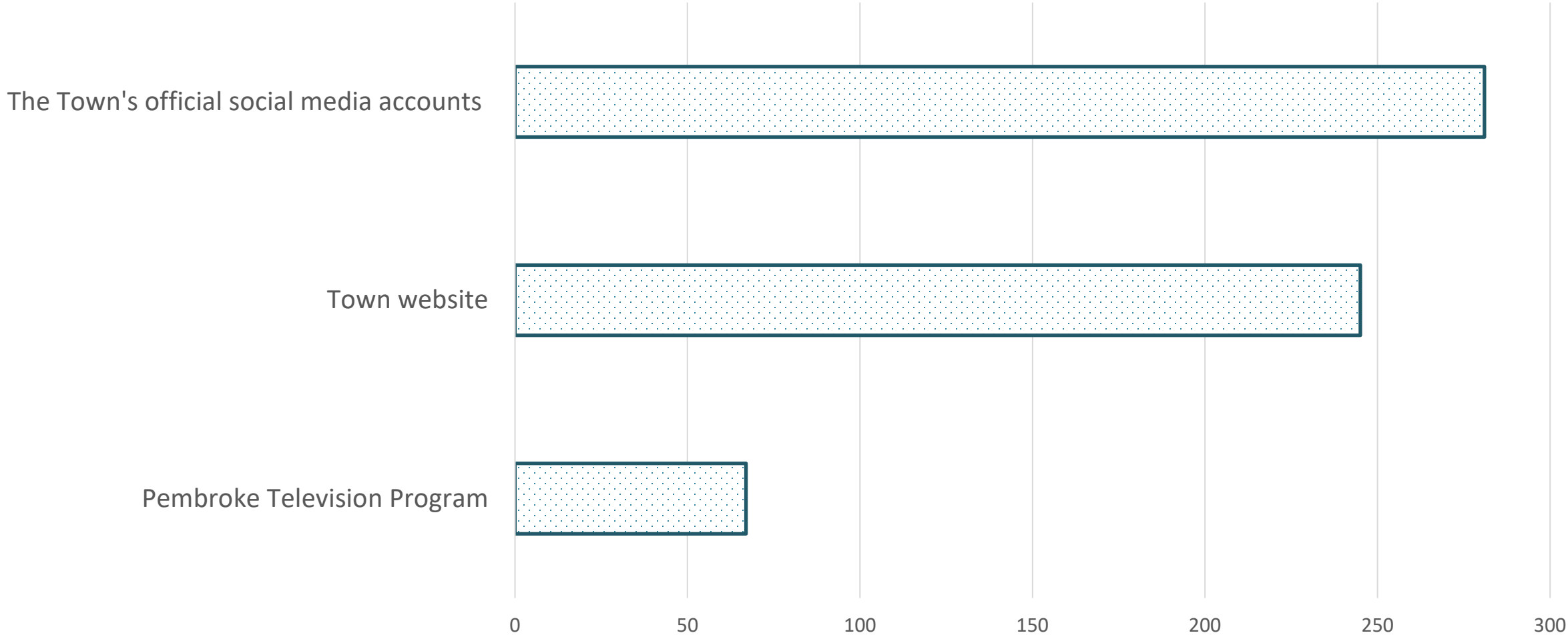
“What are the most important sustainability issues facing the Town (including economic and environmental)?”

The following themes emerged among the responses for respondents to selected “Other”:

- Water supply/infrastructure issues (e.g., water bans during spring/summer months, brown water, broken tower pumps, need for a sewer system, pollution of water bodies from septic systems)
- Overdevelopment with insufficient infrastructure
- Increasing taxes for residents
- Climate change is not an issue/is a political issue
- Protection of natural and open space resources
- Town governance structure (i.e., town meetings)
- Preventative maintenance of capital assets
- Need for greater tax revenue and balance between residential and commercial bases

"How do you regularly follow Town government?"

****Respondents selected up to three choices each.*



“How do you regularly follow Town government?”

The following themes emerged among the responses for respondents to selected “Other”:

- Attending Town meetings in person or virtually (i.e., YouTube, PACTV)
- Following community groups, the Town, or elected officials through social media (e.g., Facebook)
- Word-of-mouth
- Public communication systems are insufficient
- Town emails
- Pembroke connect
- Newspaper/news media (e.g., Pembroke Town News)
- Committee involvement



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