

# **Nashua Regional Planning Commission**

With support from the Milford Community Development Department Planning Staff

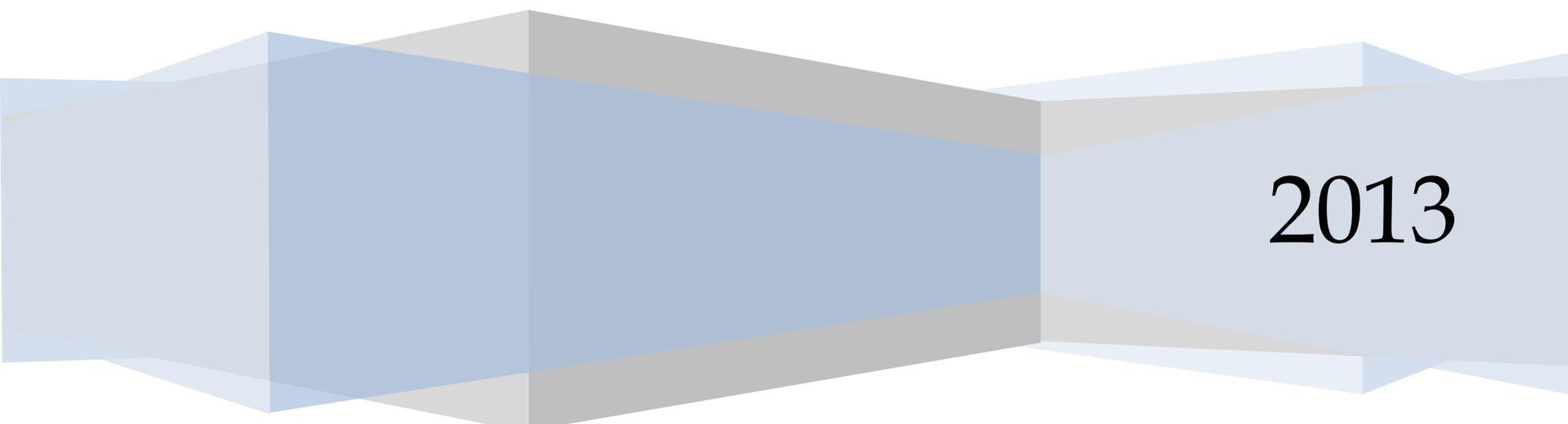
# **Zoning Ordinance and Development Regulations Audit Report**

**IN CONJUNCTION WITH THE VISIONS AND GOALS OF  
THE 2010 HOUSING CHAPTER OF THE MASTER PLAN**

**Town of Milford, New Hampshire**

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**2013**

# ZONING ORDINANCE AND DEVELOPMENT REGULATIONS AUDIT IN CONJUNCTION WITH THE VISIONS AND GOALS OF THE 2010 HOUSING CHAPTER OF THE MASTER PLAN

## Town of Milford, New Hampshire

### I. INTRODUCTION

This audit report is a tool by which the Town of Milford can assess how consistent its existing Zoning Ordinance and Development Regulations are with the vision and action program identified in the 2010 Housing Chapter of the Milford Master Plan. The recommendations that come from the Audit results are intended to be starting points for discussions within the community about how to implement adequate housing for all citizens of Milford within the next decade.

### II. OVERVIEW OF RECOMMENDATIONS

Throughout the process of this audit report, the Nashua Regional Planning Commission and the Milford Community Development Department met publicly with the Milford Planning Board to review draft recommendations, exchange ideas, and obtain review comments. The overall research, review, and long-term recommendations have been incorporated into the body of this report. However, the following recommendations have been listed as top priorities for short-term implementation.

- Modify Article 6.04.0 Open Space and Conservation District to allow flexible zoning standards for all types of housing development, by relieving development from rigid zoning requirements in exchange for high standards of open space, building design, etc.
- Overhaul of Article 7.07.0 Senior Housing Development to reflect current housing goals.

### III. AUDIT REPORT USER GUIDE:

The Milford Master Plan: Housing Chapter 2010 includes a detailed action program for housing, which is further identified as “the blueprint for attaining the Town’s vision for housing.” The following discussion provides a review of the Milford Zoning Ordinance and Subdivision Regulations with respect to the goals identified in the action program for housing. The comments and recommendations that resulted from this review are listed below and have been broken out in individual sections by relevant Action Program/Master Plan Topics (listed right).

Each topic is listed at the top of a table on each page. Within the table are 2 columns; one listed by “Topic” and the other listed by “Findings and Considerations”. A “discussion” occurs within the “Findings and Considerations” column. Specific recommendations for each topic can be found to the right and/or outside of the table and are designated with the

following symbol: ➤ In general, the word “Article” refers to the Zoning Ordinance (ZO). Planning terms that are identified throughout the report can be found under Section VIII: Glossary of Terms.

### MILFORD MASTER PLAN HOUSING – CHAPTER 7 VISION STATEMENT

...“Milford shall promote and maintain a diverse and sufficient housing stock that meets the needs of a multigenerational community, while creating functional neighborhoods, interconnected with the greater community and natural resources that support and enhance our sense of community character and place.”

### RELEVANT ACTION PROGRAM TOPICS

Topic 2: Housing Supply  
Topic 3: Housing Affordability  
Topic 4: Neighborhood Character  
Topic 5: Relationship between residential development and other planning goals  
Topic 6: Long-term impact of development on Town infrastructure

**IV. OVERALL FINDINGS AND CONSIDERATIONS REGARDING TOPIC 2: HOUSING SUPPLY:**

6.02 Topic 2: Housing Supply	
Topic	Findings and Considerations
<p>Cluster Open Space</p> <ul style="list-style-type: none"> <li>• Zoning Ordinance (ZO) Article 7.03.0 indicates that a Cluster Open Space Development existed but was deleted in (2000).</li> <li>• (ZO) Article 6.04.0 includes the current Open Space and Conservation District (2011)</li> <li>• Referenced Articles 7.03.0, 6.04.0, Article IV Definitions</li> </ul>	<ul style="list-style-type: none"> <li>• There are significant benefits for the Town to enhance open space and conservation focused development strategies, which include:                             <ul style="list-style-type: none"> <li>○ Implementation of the objectives identified in the current Open Space and Conservation District (6.04.0)</li> <li>○ Promote Master Plan goals identified in Topics 4 and 5 of the 2010 Master Plan Housing Chapter, including interconnected neighborhoods, pedestrian oriented development, protection of natural resources, etc.</li> <li>○ Reduced development costs, reduced service costs for public infrastructure in the future, enhanced property values, etc.</li> </ul> </li> <li>• Considerations:                             <ul style="list-style-type: none"> <li>○ <b>Modify (ZO) Article 6.04.0 Open Space and Conservation District</b></li> <li>○ The overall dwelling unit density may exceed that which would be allowed in the underlying zoning district. The following are <b>examples</b> of evaluation criteria:                                     <ul style="list-style-type: none"> <li>- A and B District: Require affordable units and sidewalks</li> <li>- All districts: Protection of natural resources and sensitive features like parks, open space, buffers, landscaping, etc.</li> <li>- Deeded open space for public access, trail network, etc.</li> <li>- Require a Yield Plan in application</li> <li>- Require walkable neighborhood with public space</li> <li>- Require specific street design, transportation strategies, etc.</li> </ul> </li> </ul> </li> </ul>



**Recommendations:**

- Modify (ZO) Article 6.04.0 Open Space and Conservation District to allow flexible zoning standards for all types of housing stock, by relieving housing development from rigid zoning requirements, in exchange for high standards of open space, building design, etc. Also, incorporate specific goals of the Master Plan.
- Modify the name of the overlay district to reflect new goals, i.e. “Conservation Cluster Overlay District.”
- Modification to Location and Scope of Authority: Limit density bonuses by zoning district and site specific circumstances. For example, provide a multi-family density bonus in ICI and consider higher density around the 101-South St, and Ponemah Hill Road area.
- Consider transportation impacts when identifying location and scope of authority.
- Modification to Density: Determine criteria for permitting density bonuses. (Example: Nashua, Bonus Units on Tracts exceeding 25 acres = .5units/acre. On Tracts between 10-25 acres, bonus is .25 units/acre).
- Modification to Dimensional Standards: Allow full or partial waivers from min. lot size requirements, distance between buildings, and general dimensional criteria, in exchange for determinants similar to those identified as “evaluation criteria” (listed above under findings and considerations) so long as maximum density (to be determined) is not exceeded.
- Determine specific open space requirements, i.e. % of total tract, strategic and meaningful buffers, etc.
- Modification to Scope of Authority to allow for a more flexible review process.
- Incorporate specific steps to determine whether a project is eligible under the new (ZO) Article 7.03.0, as revised.

6.02 Topic 2: Housing Supply	
Topic	Findings and Considerations
Infill Housing <ul style="list-style-type: none"> <li>• (Commonly includes strategies such as Mixed Use, Redevelopment, and/or Adaptive Reuse)</li> <li>• Relevant Articles: Conservation Cluster</li> </ul>	<ul style="list-style-type: none"> <li>• Housing goals, including variety of housing choices, strong sense of community and vibrant Town Center, economic vitality, minimal impact on existing Town character, redevelopment of underutilized properties, etc. may be achieved through housing in infill settings throughout the town.</li> <li>• Considerations:                             <ul style="list-style-type: none"> <li>○ Mixed-Use/Infill Housing Overlay District in certain existing residential neighborhoods and in the Town Center.</li> <li>○ Identify specific areas for Adaptive Reuse (converting existing underutilized properties and nonresidential properties into alternative housing or new housing).</li> <li>○ Housing on upper floors within certain zoning districts.</li> <li>○ Redevelopment of underutilized properties to encourage housing opportunities.</li> </ul> </li> </ul>
Planned Unit Development (PUD) <ul style="list-style-type: none"> <li>• Relevant Article: Various</li> </ul>	<ul style="list-style-type: none"> <li>• A Planned Unit Development (PUD) was identified in the Housing Chapter as a strategy to evaluate in order to achieve housing goals.</li> <li>• Considerations:                             <ul style="list-style-type: none"> <li>○ A detailed analysis on available land is recommended, however, it does not appear that there are large enough land areas for a PUD at this time. If land is identified in the future, consideration could be given to expanding the Commerce and Community District (CCD). It is likely that housing goals could be achieved through strategies such as Conservation Cluster Development (see discussion on page 2).</li> </ul> </li> </ul>

**Recommendations:**

➤ After reviewing the Town Regulations, it was determined that a variety of infill strategies are already being exercised in the Town of Milford. Primarily, these include:

- Adaptive re-use
- Redevelopment

➤ To enhance infill in the future, the following strategies are recommended for consideration:

- Conservation Cluster Overlay District
- Mixed-use/Infill Overlay District
- Evaluate each zoning district to determine areas of infill, i.e. Milford Oval and Elm and Nashua Streets. This exercise will help inform the appropriate strategy.

➤ Identify incentives. **Examples** Include:

- Housing density bonuses
- Dimensional flexibility
- Cost basis, Waiving impact fees
- Streamlined process
- 79E-Downtown redevelopment (see glossary of terms)
- Beautification effort downtown (benches, sidewalk improvements, landscaping)
- Redevelop buildings into energy efficient units
- Landscaping (i.e. using various trees instead of shrubs, etc.)



6.02 Topic 2: Housing Supply	
Topic	Findings and Considerations
<p>Commerce and Community District (CCD)</p> <ul style="list-style-type: none"> <li>Relevant Article: 6.06.0</li> </ul>	<ul style="list-style-type: none"> <li>User Guide: Like many form based codes, the CCD ordinance is very comprehensive. It may be helpful to have a one page user guide to assist an interested developer by quickly referencing applicable sections, etc.</li> <li>Since the CCD is an overlay district, a developer is permitted to develop under the rules defined in the underlying zoning district. As a result, the innovative housing techniques may be lost.</li> </ul>
Use of Publicly-owned property	<ul style="list-style-type: none"> <li>The sale of publicly-owned land to a developer at a “bargain price” may be an innovative planning tool to achieve housing goals (i.e. variety of housing types, mixed-use, affordability, etc.)</li> <li>A detailed analysis on available land is recommended in the future (i.e. Brox Community Land), however it does not appear that there is an adequate amount of land owned by the Town at this time. This planning technique is a low priority for this audit report.</li> </ul>
Overlay Districts, other Regulations, Ordinances Statutes	<ul style="list-style-type: none"> <li>Additional regulations that result from the topics in this section should be included in Article I.</li> </ul>
<p>Alterations, expansion or change of a <b>non-conforming</b> use or structure is permitted by Special Exception</p> <ul style="list-style-type: none"> <li>Relevant Article: 2.03.1.C</li> </ul>	<ul style="list-style-type: none"> <li>By permitting the redevelopment of Non-Conforming structures, etc., mixed-use opportunities may be encouraged as a result.</li> <li>Consideration: There are already degrees of redevelopment that are allowed in the Town of Milford. The Planning Board is considering changes regarding this topic on the March 2013 Warrant.</li> </ul>
<p>Alteration, expansion or change of a <b>conforming</b> use</p> <p>Relevant Article: 2.03.1.C</p>	<ul style="list-style-type: none"> <li>By permitting the redevelopment of a Conforming Use (meets lot area, setback requirements and other dimensional criteria); mixed-use opportunities may be encouraged as a result.</li> <li>Consider adding language to Article 2.03.1 to address the redevelopment of conforming and non-conforming uses.</li> </ul>

**Recommendations:**

- Create a user guide to quickly reference sections of the CCD. For example, the ability to reference a quick guide on Form and Land Uses are typically helpful to a developer in determining the feasibility of pursuing a project.

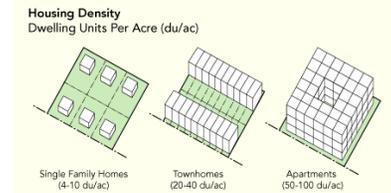


- Modify the Commerce and Community District by making it an underlying zoning district and not an overlay district.
- The Planning Board should clarify whether the intent of the CCD is to be an overlay district or a ‘primary’ zoning district; and clarify under what conditions an existing site can seek ‘relief’ or opt out of the CCD regulations.

6.02 Topic 2: Housing Supply	
Topic	Findings and Considerations
Conversion of single family home to apartments • Relevant Article: 5.03.4.B	<ul style="list-style-type: none"> <li>The conversion of an existing single family home to apartments or multi-family dwellings is allowed in the Residence “B”, Commercial “C”, and Limited Commercial-Business “LCB” Districts, subject to meeting area, frontage, and setback requirements.</li> <li>To promote the goals of the Master Plan Housing chapter, consideration could be given to allow the conversion of single family homes in other districts.</li> </ul>
Public Nuisance • Relevant Article: 2.04	<ul style="list-style-type: none"> <li>Depending on the planning technique, housing could add to public nuisance as described in Article 2.04.0. Specifically, mixed-use development could add additional light, traffic, noise, etc.</li> <li>Consideration: Modify Article 2.04.0 to specifically prohibit nuisances that could be created by poor development planning. Examples:                             <ul style="list-style-type: none"> <li>Stormwater runoff to protect abutting landowners</li> <li>Prevent traffic congestion</li> <li>Effects of signage, lighting, waste receptacles, fumes and noise</li> </ul> </li> </ul>
Residential Density • Relevant Articles: 5.02.0 and 5.03.0	<ul style="list-style-type: none"> <li>Density, generally defined as the amount of residential development allowed on a parcel of land, typically dictates development patterns and housing opportunities. To meet the goals of the Milford Master Plan, NH Livability Principles, and smart growth philosophy, density is crucial to future development.</li> <li>Considerations:                             <ul style="list-style-type: none"> <li>Flexible density in particular residential districts</li> <li>Higher density by location: If the opportunity exists to utilize town services/other potential services, encourage higher density residential use.</li> </ul> </li> </ul>

**Recommendations:**

- In addition to the existing districts where the conversion of single family home to apartments is permitted, consider allowing this planning technique in the following districts, as well:
  - Residence A District
  - Integrated Commercial “ICI” District
- Revise Article 2.04 Public Nuisance to reference specific public nuisances that should be avoided.
- Residential Density:
  - To increase residential density without affecting the intentions of the underlying zoning district, utilize a Conservation Cluster Overlay District strategy to achieve housing goals.
  - Review existing density by zoning district according to community character, site development costs, and compare to other similar communities (i.e. Exeter, Somersworth, and Goffstown).



(Example density)

- Work with Water/Sewer Commissioners to determine district expansion and appropriate locations for increased density, and strategies to implement without a developer incurring the total cost of expansion.
- Examples include: Elm Street (near Contemporary Chrysler), Osgood Road past West Street in the “A” District, and in the undeveloped area off of South Street in the “B” District (no sewer down South Street, past Public Works).

**V. TABLE OF RESIDENTIAL USES BY DISTRICT AND IMPEDIMENT ANALYSIS**

The following is an analysis of residential uses that are allowed in the Town of Milford, by zoning district, and any impediments that exist which would prevent the Town from achieving goals related to housing. The degrees of impediments are ranked as (H) IGH, (M) EDIUM, or (L) OW, based on review of the Regulations, discussions with Milford Planning Staff, and the degree of which housing goals may not be achieved under the existing Regulations.

	<b>Key:</b> Y =Acceptable Use SE = Acceptable Uses and Yard Requirements by Special Exception, Blank Cell = Not Permitted									
	A	B	R	C	I	LCB	ICI	ICI-2	CCD	
<b>RESIDENTIAL USES BY ZONING DISTRICT</b>										
Single-family dwellings and their accessory uses and structures	Y	Y	Y	Y	Y	Y				Y
Single-family manufactured housing unit, per lot			Y							
Two-family dwelling per lot		Y	SE	Y		Y				Y
Multi-family dwellings		Y		Y		Y				Y
Dwelling, Mixed-use						Y	Y			Y
Accessory Dwelling Units	SE	SE	SE	SE	SE	SE	SE	SE		
Home occupations in accordance with Section 10.02.3	SE	SE	SE	Y		Y				
Senior Housing Developments	SE	Y		Y		Y	SE			
Current Density (units)/Acreage (Max.)	2.9	5	0.5							
<b>FACTORS THAT REQUIRE A SPECIAL EXCEPTION</b>										
Utilities, public or private	SE	SE	SE	Y	Y	Y	Y	Y		
Building and structure height greater than allowed	SE	SE	SE	SE	SE	SE		SE		
Reduced front, side and rear setbacks	SE	SE	SE	SE	SE	SE	SE	SE		
Impediments to planning goals related to housing	H	H	M	M	M	L	H	H		

**Impediments:**

- A District: There is a high degree of impediment relative to housing options and allowed density. Some areas of the Residence A district do not have access to water and sewer.
- B District: There is a high degree of impediment relative to housing options and allowed density. Some Residential B areas do not have access to water and sewer.
- I District: No new housing is allowed whatsoever except for accessory dwelling units for existing single family homes.
- LCB District: This district is limited on size and restricted by smaller lots. Current zoning appears to allow enough flexibility
- ICI and ICI-2 Districts: These districts cover large areas of Town that are largely undeveloped. Some of these parcels may be better suited for residential development and mixed use. Zoning Regulations (i.e. allowed uses) are an impediment to housing.

The following page outlines planning strategies, by zoning district, which address solutions to the impediment analysis listed on this page.

## VI. RECOMMENDED PLANNING STRATEGIES FOR IMPEDIMENTS TO HOUSING

6.02 Topic 2: Housing Supply	
Topic	Findings and Considerations
Solutions to impediments by Zoning District • Relevant Articles: All Zoning Districts	<ul style="list-style-type: none"> <li>• Residence “A” District Considerations:                             <ul style="list-style-type: none"> <li>○ Allow manufactured homes on single family lot</li> <li>○ Conservation Cluster Development</li> <li>○ Conversion to multi-family by special exception</li> <li>○ Multi-family, restricted by number of units</li> <li>○ Accessory dwelling units</li> <li>○ Non-residential commercial uses to promote walkable community (Retail/pharmacy, other supporting amenities.)</li> </ul> </li> <li>• Residence “B” District Considerations:                             <ul style="list-style-type: none"> <li>○ Multi-family</li> <li>○ Condominiums</li> <li>○ Town Homes</li> <li>○ Conservation Cluster Development</li> <li>○ Expand Residence B into appropriate locations</li> <li>○ Section 5.03.5.A.2 discusses minimal lot sizes for lots not serviced by municipal/water sewer. Since multi-family uses not serviced by municipal water/sewer were not listed as an acceptable use, it appears that multi-family is excluded. Consideration could be given to allow multi-family if common wastewater treatment facilities are feasible.</li> </ul> </li> <li>• Residence “R” District Considerations                             <ul style="list-style-type: none"> <li>○ Reduced lot size and frontage requirements</li> <li>○ Conservation Cluster Development</li> <li>○ Consider allowing some of the uses in other residential districts, maintain larger lot sizes (example: Great Brooks)</li> </ul> </li> </ul>

### Recommendations:

- Create a housing brochure for a developer which highlights each zone and the acceptable housing options.
- “Encourage mixed land use and land use density that supports short distances between homes, workplaces, schools and recreation so people can walk and bike more easily to them” (2012 Livable Walkable Communities Toolkit).



- Determine how flexible the land use types are in each district so that it allows existing buildings in certain districts and vacant land to accommodate a variety of uses in the future.
- Residence R District – Encourage new developments in neighborhoods that are closer to existing neighborhoods. Allow higher density in these neighborhoods. This would help preserve the rural character of Residence R while allowing flexible density.

## VII. OVERALL FINDINGS AND CONSIDERATIONS REGARDING TOPICS 3-6

6.02 Topic 2: Housing Supply	
Topic	Findings and Considerations
Solutions to impediments by Zoning District • Relevant Articles: All Zoning Districts	<ul style="list-style-type: none"> <li>• Commercial “C” District Considerations                             <ul style="list-style-type: none"> <li>○ Allow shared parking lots.</li> <li>○ Consider allowing senior housing by special exception instead of permitting by right as currently allowed.</li> <li>○ Modify 5.05.5 Yard Requirements (reference Topic 4 below).</li> </ul> </li> <li>• Limited Commercial-Business “LCB” District Considerations                             <ul style="list-style-type: none"> <li>○ This district does not allow businesses/retail that serves the neighborhood and promote walking, etc.</li> <li>○ Make reference to the section in the Development Regulations to clarify parking requirements in this district.</li> </ul> </li> <li>• Integrated Commercial-Industrial “ICI” District and ICI-2 District                             <ul style="list-style-type: none"> <li>○ Consider intent related to vehicle oriented business and if other uses are encouraged.</li> <li>○ Make reference to the section in the Development Regulations to clarify parking requirements in this district.</li> <li>○ For larger parcels, open space requirements could meet the goals of the master plan, particularly since water bodies and farmland is in close proximity. Consider the quality and purpose of open space in addition to limits on impervious surfaces, specific to the development’s requirements and community needs.</li> <li>○ Consider allowing work force housing as the primary residential use in this area.</li> </ul> </li> </ul>

### Recommendations:



*(Example: Neighborhood Store)*

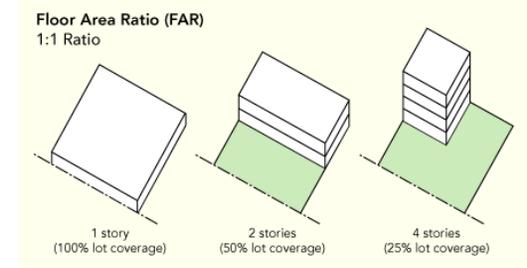
- Allow small retail use in the LCB District that that would promote service to the neighborhood community.
- Define “small retail,” assign a limit to the size of “small retail,” and make the intent of “small retail” clear.
- Hold a workshop with the public to determine which non-residential uses should be allowed in residential districts.
- Allow multi-family in the ICI District (i.e. Pine Valley Mill).
- Allow a conservation cluster subdivision by special exception in all districts.
- Review the “Intent” of each district to determine if it meets current and future (10-20 year projection) housing goals.

6.02 Topic 2: Housing Supply	
Topic	Findings and Considerations
Lot Sizes and Frontages, Yard Requirements • Relevant Article: All Zoning Districts	<ul style="list-style-type: none"> <li>For site-specific locations, consider permitting some of the allowed uses to have flexibility in dimensional criteria.</li> <li>After uses are considered in each zoning district, it is recommended that the dimensional criteria be carefully examined and updated accordingly.</li> <li>Section 5.02.4.A and B (Residence A Lot Sizes and Frontages). Should this section mention that lot areas should exclude wetland and land contained in the 100 year floodplain?</li> </ul>
Height Requirements • Relevant Articles: All Zoning Districts	<ul style="list-style-type: none"> <li>If other densities are required in the districts, height requirements should be considered. Outcomes are to be determined.</li> <li>Consider adding a requirement for number of stories (multi-family units, redevelopment) or limiting the number of stories to fit in with the character of the surrounding neighborhood.</li> <li>Consider requirements of Town’s Fire Trucks.</li> </ul>

6.03 Topic 3: Housing Affordability	
Topic	Findings and Considerations
<u>Accessory Dwelling Units</u> • Accessory Dwelling Units (ADU’s) are allowed by Special Exception • Relevant Articles: Article V, Definitions, Article 10.02.6	<ul style="list-style-type: none"> <li>Accessory Dwelling Units achieve housing goals by promoting housing that is affordable to a variety of users, is an alternative to multi-family housing, and provides a diversity of housing stock without changing neighborhood character or the intent of a zoning district.</li> <li>ADU’s have been relatively problem free in Milford since adoption. Research as part of this review has determined that the Planning Board continues to review and refine the effectiveness of practical implementation of ADU’s.</li> </ul>

**Recommendations:**

- Incorporate strategies for dimensional criteria
  - Floor Area Ratio, defined as:
    - The ratio of a building's total floor area to the size of the parcel of land upon which it is built. The terms can also refer to limits imposed on such a ratio.
    - As a formula: Floor area ratio = (total covered area on all floors of all buildings on a certain plot)/(area of the plot).



(Example)

- Lot Coverage: The percentage of the plot of land that is covered by: \_\_\_\_ (examples include: structures, parking, etc.).
- Allow % flexibility in lot coverage requirements if the volume of stormwater runoff remains on site.
- Zero Lot Line allowances.
- Building placement close to street.
- Can’t exceed more than a percentage (% to be determined) of the land as impervious.
- Modify Article 10.02.6 with requirements for users, number of bedrooms allowed (if more than 1), design control, parking, residential density requirements, etc.

**6.03 Topic 3: Housing Affordability**

Topic	Findings and Considerations
<p>Senior Housing Development</p> <ul style="list-style-type: none"> <li>Senior Housing Developments are acceptable uses in the B, C, and LCB districts.</li> <li>Senior Housing Developments are allowed by special exception in the A and ICI districts.</li> <li>Relevant Article: Article V, Definitions, Article 7.07</li> </ul>	<ul style="list-style-type: none"> <li>Consider amending the Senior Housing Development Ordinance.</li> <li>Opportunities: <ul style="list-style-type: none"> <li>Prevent surplus in Senior Housing in future</li> <li>Allow future market trends to determine need</li> <li>Continue to serve needs of persons 55+</li> </ul> </li> <li>Strategies/Modifications: <ul style="list-style-type: none"> <li>Allow via special exception <ul style="list-style-type: none"> <li>Require market analysis as part of application</li> <li>Amend ordinances accordingly</li> </ul> </li> <li>Re-evaluate eligibility requirements <ul style="list-style-type: none"> <li>Location dependent</li> <li>Re-evaluate density, open space, buffer, setback requirements based on projected effect on Town</li> <li>Amend Section 7.07 accordingly</li> </ul> </li> </ul> </li> <li>Create Senior Housing Overlay District – location dependent.</li> <li>Incorporate Senior Housing specific criteria into a Conservation Cluster Development.</li> </ul>
<p>Fast Track Permitting</p>	<ul style="list-style-type: none"> <li>Consider adopting a streamlined approval process to achieve goals of the master plan.</li> <li>Determine criteria for the fast tracked permitting process. Examples include: <ul style="list-style-type: none"> <li>Developers commitment to building affordable housing</li> <li>Construction of sidewalks, other Town goals</li> </ul> </li> </ul>

**Recommendations:**

- Cap the total number of senior housing units to a % of the total units in Town.
- Perform an overhaul of Article 7.07.0 Senior Housing Development to reflect current housing goals.
- Create a Senior Housing Overlay District that is location dependent, next to services, etc. (i.e. Lorden property).



- Review approval process to determine if there are opportunities for a fast track permitting process (i.e. similar to the CCD District). Determine the types of development that would be subject to a fast track process.
- Create a User Guide for development regulations.



6.03 Topic 3: Housing Affordability	
Topic	Findings and Considerations
Inclusionary Housing	<ul style="list-style-type: none"> <li>● Inclusionary Zoning is a way to increase the supply of housing stock in Milford that is available and affordable to qualified low-income and moderate-income households, provide greater housing options for municipal residents, provide an adequate supply of workforce housing and to provide employment and economic development opportunities.</li> <li>● Considerations               <ul style="list-style-type: none"> <li>○ Determine incentives.</li> <li>○ Determine if a separate ordinance is applicable, if a conditional use permit/special exception would apply, or if a variance is needed to make units affordable.</li> <li>○ Determine where the greatest incentive for inclusionary housing would be (all residential areas, those that are compatible mixed-use/commercial zones, etc.).</li> <li>○ Require a certain amount of low-income/moderate-income housing units for a certain number of market rate units in a proposed development (regardless of the zoning or overlay district).</li> <li>○ Smaller development projects under a determined number of dwellings (say 4, for example) may be exempt.</li> <li>○ Attach deed restriction to require units to be affordable as long as possible.</li> <li>○ Consider compatible architecture for affordable housing to market rate homes and develop design guidelines.</li> </ul> </li> </ul> <p>Examples of Inclusionary Housing:</p> <ul style="list-style-type: none"> <li>○ Amherst, Nashua (affordable)</li> <li>○ Brookline (Workforce Housing Option, Section 610.00, Town of Brookline Zoning and Land Use Ordinance)</li> <li>○ Wayland, Massachusetts</li> </ul>

**Recommendations:**

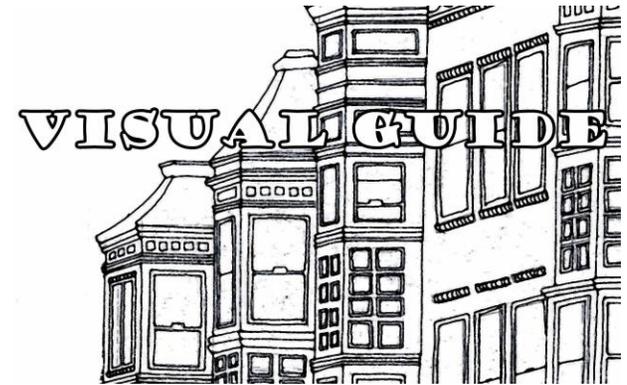
- If modifications are made to the Zoning Ordinance to include conservation cluster development strategies, consider building inclusionary housing criteria into those requirements.
- Inclusionary Housing styles may include:
  - Cottage-style smaller homes
  - Town Homes
  - Identical houses to market rate homes placed within a Cluster Development
  - Garden Apartments
  - See Article 6.06.H of the Milford Zoning Ordinance for other examples of Townhouse/Small Apartment frontage
  - NH example includes Watson Woods in Exeter, NH



- Incentives for Inclusionary Housing (built within the Conservation Cluster Development Regulations) may include:
  - Density bonuses
  - Fast track permitting
  - Reduce or waive parking requirements
  - Flexibility in housing type

6.03 Topic 3: Housing Affordability	
Topic	Findings and Considerations
Conservation Cluster Development District	<ul style="list-style-type: none"> <li>It is anticipated that housing affordability goals can be achieved through a Conservation Cluster Development District. Please reference Master Plan Topic 2: Housing Supply of this report for detailed recommendations.</li> </ul>
Redevelopment	<ul style="list-style-type: none"> <li>It is anticipated that housing affordability goals can be achieved through redevelopment of underutilized properties. Please reference Master Plan Topic 2: Housing Supply of this report for detailed recommendations.</li> </ul>
6.04 Topic 4: Neighborhood Character	
Topic	Findings and Considerations
Lot Sizes and Frontages, Yard Requirements	<ul style="list-style-type: none"> <li>Within districts that include residential uses, consideration could be given to the certain look of the buildings, common setback, and desirable characteristics. If reasonable, setbacks could be lenient to match the surrounding character (with restrictions).</li> </ul>
Parking	<ul style="list-style-type: none"> <li>Recommended to add parking section to the zoning districts to achieve the neighborhood character goals of the master plan. Alternatively, provide a reference in the Zoning Ordinance to the parking section of the Development Regulations.</li> <li>Consider if parking should be allowed in the front yard in certain districts.</li> <li>Consider if parking should have a setback to property lines.</li> <li>Consider shared parking.</li> </ul>
Access and Curb Cuts	<ul style="list-style-type: none"> <li>Mention “Access and Curb Cuts” in the zoning criteria or make reference to the Development Regulations.</li> </ul>

**Recommendations:**



- Create an overall visual guide for housing in the Town of Milford. The guide would be a supplemental document to the Development Regulations. Provide a quick reference in the Zoning Ordinance referencing the section of the Development Regulations that contains the overall visual guide.
- Utilize the 79-E Strategy (Community Revitalization Tax Relief Incentive) that is available in New Hampshire to make certain areas in the downtown fit with desirable master plan goals.
- Review effectiveness of the Nashua/Elm Street Overlay District relative to parking requirements (i.e. for specific sites, allow parking in the front of the building if adequate screening is provided and/or require additional landscaping requirements).

6.04 Topic 4: Neighborhood Character	
Topic	Findings and Considerations
Oval District Section 5.05.7 discusses exemptions from yard and open space requirements in the Oval Sub district	<ul style="list-style-type: none"> <li>In specific cases, it may be appropriate for certain design criteria to apply to multi-family residences to match the form of surrounding uses in the commercial district. In this case, the yard requirements for this use could be more flexible and a specific set of design standards could be developed.</li> <li>Consider if there are other areas other than the Oval District where leniency in yard and open space requirements would apply. Consider how the leniency would tie to mixed use.</li> </ul>
5.08.0 Integrated Commercial-Industrial “ICI” District	<ul style="list-style-type: none"> <li>There are a lot of shops, restaurants, etc. along 101A.                             <ul style="list-style-type: none"> <li>Consider meeting transportation oriented goals in this area for residents to travel <u>safely</u> to jobs.</li> </ul> </li> </ul>
Nashua and Elm Streets Corridor District Language <ul style="list-style-type: none"> <li>Relevant Article: 6.05</li> </ul>	<ul style="list-style-type: none"> <li>The language “additions or alterations to a site plan or buildings used for non-residential or multi-family purposes which significantly alter the visual appearance of the site or façade visible from a public way” could be added to all underlying districts.</li> <li>Significantly alter: Provide a definition.</li> <li>6.05.0 Consider requiring a site analysis to demonstrate an understanding of the performance standards, prior to development review.</li> <li>6.05.6.C.4 Landscaping: Sometimes lists can prohibit proper planting (sun/shade exposure, water requirements, etc.). Consider requiring a Registered Landscape Architect’s stamp, depending on the type of project.</li> </ul>

**Recommendations:**

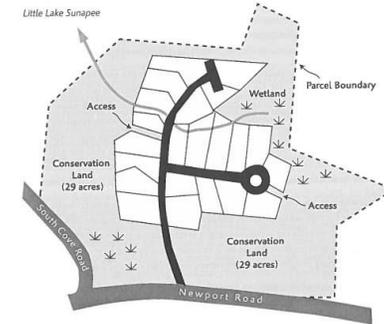
- Identify areas surrounding the Oval Sub District where it would make sense for yard requirements to be exempt (examples: Amherst Street, Elm and Nashua Streets, and Union Street area).



- Once identified, expand the Oval District to include these areas.
- Confirm that yard exemptions in the Oval District do not conflict with goals identified in the housing chapter (neighborhood character, etc.).
- Create plans for sidewalk expansion for pedestrians to travel safely from home to jobs, amenities, etc.
- Provide a definition for “Significantly Alter” in the Nashua and Elm Street Corridor Language, Article 6.05

6.05 Topic 5: Relationship between residential development and other planning goals	
Topic	Findings and Considerations
Open Space	<ul style="list-style-type: none"> <li>• Cluster housing to preserve open space.</li> <li>• Focus higher density development in appropriate areas.</li> <li>• Encourage redevelopment.</li> <li>• Convert existing housing to housing that is affordable for many users.</li> <li>• Provide incentives for existing land owners.</li> <li>• Support the use of vacant lots for recreational activities.</li> </ul>
Open Space and Conservation District (OSCD) (Article 6.04.0)	<ul style="list-style-type: none"> <li>• Consider allowing higher densities if more open space is provided than is required by this section (Cluster Development).</li> <li>• Consider a reference in the underlying base districts that references this section.</li> <li>• Clarification between the meaning of open space and permanent open space is suggested.</li> <li>• Discretion of the Planning Board is noted in several locations under 6.04.4 Location and Scope of Authority.                     <ul style="list-style-type: none"> <li>○ Similarly to the Nashua and Elm Street Corridor District, the applicant could be encouraged to meet with the Town Planner prior to submittal of a plan to ensure that the OSCD criteria are being met.</li> </ul> </li> <li>• Under objectives, recreational opportunities could be added. For open space that is not permanent (i.e. used for recreation), consider allowing an easement within the area designated as “permanent open space” for parks, playgrounds recreational trails, etc.</li> </ul>

➤ Topic 5 of the Housing Chapter includes relationships between residential development and other planning goals. Included within the “Findings and Considerations” table (shown to left) are some overarching themes considered to achieve the goals of Topic 5. Please reference previous Topics 2-4 in this report for specific recommendations.



*Conservation Subdivision Example:  
 Great Pines, New London, NH*

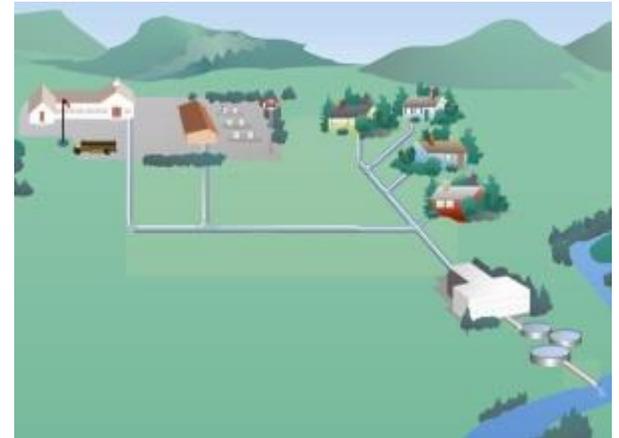
➤ Preserve and enhance Milford Open Space and Recreation.



*(Photo courtesy of Milford, NH website)*

6.06 Topic 6: Long-term impact of development on Town infrastructure	
Topic	Findings and Considerations
Town Water/Sewer	<ul style="list-style-type: none"> <li>• If water expanded, will need to modify aquifer protection district.</li> <li>• Consider if there would be incentives to developers to expand Town Water/Sewer beyond what is allowed in the current regulations.</li> <li>• Most districts limit lot densities by access to municipal water and sewer. If a wastewater treatment facility were proposed, a section could be added regarding general rule, studies to be performed, permits to be obtained, etc.</li> <li>• As stated in the master plan, work with the Water Utilities Department to evaluate potential areas for infill and increased residential density.</li> </ul>
Town Wastewater	<ul style="list-style-type: none"> <li>• Limits opportunities for higher density housing in some areas of Town, impeding goals of master plan such as pedestrian oriented development patterns.</li> <li>• Can be impediment to residential development because of lot size, septic location, soil suitability.</li> <li>• Can limit redevelopment of single family to multi family.</li> </ul>
Commerce and Community District	<ul style="list-style-type: none"> <li>• Consider costs of new roads.</li> <li>• Consider requiring an infrastructure/utility assessment report as part of development requirements to determine impact on the larger Town system.</li> </ul>

**Recommendation:**



- Ensure that there is capacity and capability to expand water and sewer.
- Ensure that housing strategies and implementations into the regulations are based on practical utility of water, sewer, and expanded service.
- 1/3. 1/3. 1/3: Consider splitting the costs of the expansion of Town infrastructure between the Town Municipality, Developer, and users of Town Water/Sewer.
- For higher density/affordable housing developments, consider infrastructure constraints. Consider requiring subsidies as part of the project to make sure that the proper service is provided and the environment is protected.

General	
Topic	Findings and Considerations
<p>Article IV Definitions: <u>New Definitions</u>                      The modifications to the ordinance that consider the goals of the Housing Chapter of the master plan will likely require modifications to definitions.</p>	<ul style="list-style-type: none"> <li>The following definitions may be considered, depending on ordinance changes:                             <ul style="list-style-type: none"> <li>Affordable Housing; Infill Housing; Applicant; Buffer (if buffers are part of new development strategies); Building, non-conforming, Cluster Housing; Cohousing; Condominium; Town Home; Easement; Green Building Code; Green Development; Landscaping; Master Plan; Mobile Home; Mobile Home Park; Multigenerational housing; Off-street parking; Redevelopment or Alteration; Rooming House; Rental; Zoning Map.</li> </ul> </li> </ul>
<p>Article IV Definitions: <u>Modified Definitions</u>                      The modifications to the ordinance that consider the goals of the Housing Chapter of the master plan will likely require modifications to definitions.</p>	<ul style="list-style-type: none"> <li>The following definitions may be considered for <u>modification</u>, depending on ordinance changes:                             <ul style="list-style-type: none"> <li>Density: depending on decisions on density changes.</li> <li>Driveway/Private Way: depending on decisions relative to density, this definition may require modification to allow a different number of residential lots allowed.</li> <li>Dwelling, Mixed-Use: If the number of dwelling units allowed is reconsidered, change definition.</li> <li>Open Space: Should the definition reference “usable land?” Should exclude the use of wetlands and slopes?</li> <li>Senior Housing: Consider after re-evaluation of this use.</li> </ul> </li> <li>Usable Land: Currently usable land is defined as land that does not consist of wetland. In a cluster/open space type development, open space may be considered as an exclusion to usable land.</li> </ul>

**Recommendations:**

- Add definitions to the Zoning Ordinance and Development Regulations as needed.

Town of Milford  
 Zoning Ordinance | Article IV  
 Definitions

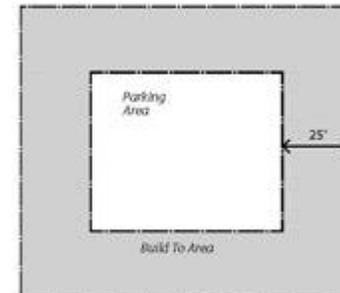
ARTICLE IV: DEFINITIONS

4.01.0 PURPOSE

For the purpose of this Ordinance, the word "shall" is mandatory, the word "may" is permissive, and the following terms shall have the following meanings.

**Abutter:** Any person whose property is located in New Hampshire and adjoins or is directly across the street or stream from the land under consideration by the local land use Board. For purposes of receiving testimony only, and not for purposes of notification, the term "abutter" shall include any person who is able to demonstrate that his/her land will be directly affected by the proposal under consideration. For purposes of receipt of notification by a municipality of a local land use Board hearing, in the case of an abutting property being under a condominium or other collective form of ownership, the term abutter means the officers of the collective or association, as defined in NH RSA 356-B:3, XXIII. For purposes of receipt of notification by a municipality of a local land use Board hearing in the case of an abutting property being under a manufactured housing park form of

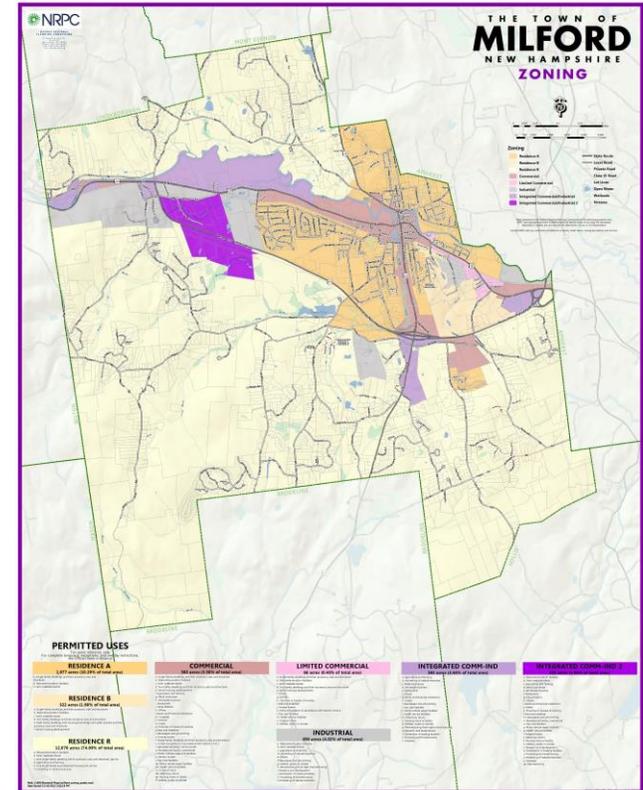
- Provide language to describe setback requirements to parking in conjunction with the landscape buffer requirements.



General	
Topic	Findings and Considerations
Zoning Map <ul style="list-style-type: none"> <li>Relevant Article: 3.02.0</li> </ul>	Any modifications to zoning districts or overlay districts will require changing the zoning map and Section 3.01.0.
Commerce and Community District <ul style="list-style-type: none"> <li>Relevant Article: 6.06.6.B.1.a</li> </ul>	<ul style="list-style-type: none"> <li>Illustrative Plan: Consider specifying what the illustrative plan should include. Board could receive a plan that is vague/hard to review.</li> </ul>
West Elm Street Gateway District <ul style="list-style-type: none"> <li>Relevant Article: 6.07.0</li> </ul>	<ul style="list-style-type: none"> <li>Difficult to find a map for this district.</li> <li>Guidelines could potentially be cumbersome to an applicant.</li> <li>Add additional criteria for design review.</li> </ul>
Development Regulations	<ul style="list-style-type: none"> <li>All new subdivisions (i.e over 10 units) could be required to include a “center” or main street/public space that creates places to play and gather, improves neighborhood character, and takes on complete streets strategies. Require open space to be designed to create linkages and shape development patterns.</li> <li>Examine street design guidelines for multimodal transportation, bicycle lanes, etc.</li> <li>Setbacks closer to the streets (may be appropriate for the conservation cluster type subdivision).</li> <li>Create, conserve green space and parks that are easy to get to in a variety of ways.</li> <li>Low Impact Development (LID) approach for land development and stormwater management.</li> <li>Encourage setting aside land for community gardening, farming.</li> </ul>
Livable/Walkable Communities and Complete Streets Local Policy Workbook (see Appendices)	<ul style="list-style-type: none"> <li>Consideration for Pedestrian/Bike linkages                             <ul style="list-style-type: none"> <li>Create map of linkages between historic places, public parks, pedestrian paths, bicycles paths, linkages to bordering towns, connections between neighborhoods and town center, etc.</li> </ul> </li> <li>Consideration of Public Transit                             <ul style="list-style-type: none"> <li>Opportunities for access for a variety of incomes and stages of life.</li> </ul> </li> </ul>

**Recommendations:**

- Include Overlay Districts Maps as an Appendix in the Zoning Ordinance.
- Add all relevant maps to the appendix.



- Create a survey to distribute to the community (post on website) to ask for suggestions on where to implement bike lanes and bike paths (i.e. North River Road).
- Create a pedestrian and bicycle path expansion plan.

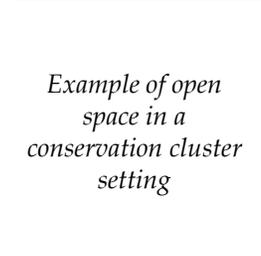
General	
Topic	Findings and Considerations
Open Space requirement for all districts other than residential	<ul style="list-style-type: none"> <li>• Open space is required in all districts for uses other than residential.</li> <li>• The concept of open space is often associated with an area that is dedicated to conservation land, land that protects environmental features, recreational land, landscaped areas, etc.                             <ul style="list-style-type: none"> <li>○ The definition could be confused with the intent of open space in the Open Space and Conservation District.</li> <li>○ 6.04.3.B (Open Space and Conservation District General Regulations) states that all open space shall be dedicated as permanently preserved from future development.</li> </ul> </li> <li>• The definition of open space in Article IV defines open space as a “permeable surface on a lot that is unoccupied by building...”                             <ul style="list-style-type: none"> <li>○ It appears that the definition of open space fits the context of Article V (Zoning Districts and Regulations).</li> <li>○ If landscape islands qualify as open space, the definition could say so.</li> <li>○ If a lot contains wetlands, severe slopes, etc., it should be evaluated whether this land is counted towards meeting the open space requirement.</li> </ul> </li> <li>• Instead of defining open space that is required in the zoning districts, a limit on the amount of “impervious surface, structures, etc.” could be incorporated, which limits the confusion on the intent of open space.</li> <li>• Alternatively, it is recommended to further define the intent of open space in the base zoning districts and regulations.                             <ul style="list-style-type: none"> <li>○ A certain amount could be required in the yard setbacks, islands could be a certain size, and other goals could be incorporated to design open space to meet planning goals (check subdivision regs).</li> </ul> </li> <li>• Floor area ratios are also common tools in many zoning bylaws.</li> </ul>
Ordinance Revision	<ul style="list-style-type: none"> <li>• See recommendations listed in the right column.</li> </ul>

**Recommendations:**

- Decipher requirements for site plan open space and all other open space requirements relative to wetlands, etc.



*Example of commercial open space in parking lot*



*Example of open space in a conservation cluster setting*

- Ordinance Revision
  - Consider amending Article V of the Zoning Ordinance to replace the requirements in each zoning district into two Use Tables; one for allowable uses by district and one that lists dimensional regulations (frontages, setbacks, height, etc.). See the appendices for a table prepared by the Milford Community Development Department, which is a good starting point for this recommendation.
  - It appears that the Zoning Ordinance has been amended numerous times. It is recommended that the entire Ordinance is re-worked subsequent to this Audit Report and according to current development trends/regulations.

## VIII. GLOSSARY OF TERMS

**Adaptive Reuse:** refers to the process of reusing an old site or building for a purpose other than which it was built or designed for.

**Conservation Cluster Development:** a residential subdivision in which a substantial amount of the site remains as permanently protected open space while the homes are located on the remaining portion of the site. Under this approach, the community works with the applicant to fit the development into the landscape in a way that maximizes the protection of important natural and cultural amenities on the site and maintains the character of the community.

**Density Bonus:** serves as an incentive and offers developers the opportunity for an incremental density increase in a specific development zone (typically residential), in exchange for resources that would benefit the Community (i.e. additional open space, affordable housing, etc.).

**Fast-Track Permitting:** is an economic and community development tool in which applications for new and expanding development are reviewed by a committee prior to review by the Planning Board. Specific recommendations are made to the Planning Board by the Committee, to aid in a more efficient review process.

**Garden Apartments:** are multiple apartment buildings, typically low-rise, that are arranged with significant landscaping grounds surrounding the units.

**Inclusionary Housing (Workforce Housing):** requires a given share of new construction to be affordable by people with low to moderate incomes.

**Infill:** the development or redevelopment of land that has been bypassed, remained vacant, and/or is underutilized or misused compared to the surrounding land use activities, such as village settings, town centers, etc.

**RSA 79-E Downtown Redevelopment:** is a community revitalization tax relief incentive. It is declared to be a public benefit to enhance downtowns and town centers with respect to economic activity, cultural and historic character, sense of community, and in-town residential uses that contribute to economic and social vitality.

**Zero Lot Line Allowances:** involves the placement of a building on a designated property boundary for the purposes of increasing the amount of usable space on a lot, fitting within the character of existing buildings, etc.

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## IX. AUDIT REPORT SURVEY RESULTS AND WORK SESSION FINDINGS – AUGUST 17, 2012

### MEETING NOTES

**TO:** Milford Planning Board Members  
Bill Parker, Community Development Director  
Jodie Levandowski, Milford Town Planner

**FROM:** Jennifer DiNovo, PLA, NRPC Regional Planner

**SUBJECT:** Milford Community Planning Grant  
Planning Board Brainstorming Session

**DATE:** August 17, 2012 - Issued September 14, 2012

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NRPC met with the Milford Planning Board to kick off the Milford, NH Community Planning Grant. As part of Task 1 of the Grant Application Narrative, NRPC developed a survey to use with the Planning Board to help identify issues and refine goals in relation to the stated topics in the Housing Chapter of the Milford Master Plan. The following is a summary of items identified by the Board.

- **General:**

- Current Housing in Milford- **Notable Issues:**

- The Town's regulations may affect the timeframe and cost of development since the permitting process is extensive. Are there strategies for removing some of the regulations to reduce the cost/time? Building Permit process improvement? Some regulations are required at the federal level and can't be removed (National Building Code).
- In the past, the R Zone lot size requirement was changed from 40,000 square feet to 2 acres to keep the Town more rural.
- Bank funding and affordability of housing was a significant concern. The effect of foreclosure on the market was also noted.
- Need for analysis of current zoning and land use patterns relative to potential housing development. The Board referred to a NRPC build out performed in the late 90's.

- Current Housing in Milford- **Notable Strengths**

- Existing diversity of housing types (apartments, senior housing, mobile homes, single family dwellings, etc.).

- Future Housing in Milford- **Notable Issues:**

- Maintain/enhance the current level of housing stock diversity.
- Cost to the Town to provide services to support additional housing stock.
- Consideration of future projections for job and population growth.
- High level of rental occupants during economic stresses, which yields less investment in development. Can't control economic factors, but how will Milford consider these factors?

- Maintain diversity of housing types that is affordable to the community.
- Maintain diversity of population that is living in community.
- Future Housing in Milford- **Notable Strengths:**
  - Maintain/enhance the regulations developed at the local levels that are working well.
- **Housing Diversity:**
  - Strategies for providing/maintaining a diversity of housing types
    - Additional housing types.
    - Consideration of permitting Town Homes.
    - Already have a good balance of diversity of housing types.
    - Increase density.
    - Create a walkable community.
    - In the B district, consider allowing Town Homes or other higher density homes to bring people to more central/walkable areas.
    - Educate the community on acceptance of many housing types. In the past, multi-family housing has raised concerns from the community.
    - In the recent past, the Growth Management Ordinance was enacted to slow down/manage growth. Current trends involve higher density housing. Will a change in regulations to reflect current trends concern taxpayers?
    - Try to avoid a surplus of one housing type in the future (i.e. senior housing, which saturated the market during the last several years). An example of Senior Housing was Cahill Place (1 bedroom), which had difficulties during the poor economy.
    - Multi-family housing with only 1 bedroom restricts a variety of users.
    - Provide housing that attracts younger users.
    - Should the Town provide leniency in regulations regarding increased density? Location should be considered. In the past, increased density has been allowed because school children weren't significantly increasing.
    - Should the Town provide flexibility in zoning districts? Through the Master Plan, a projection of how the Town will look in 20 years should be considered.
  - Should a wide-range of housing unit types be available in all districts?
    - Review density requirements to address affordability and variety of housing types to meet changing consumer demands.
    - Consider uses and housing types, based on location.
    - High density housing to be located where sewer and water is available (not currently available in all districts).
    - Maintain existing commercial zoning in oval area. Promote transit service in this area by eliminating density limits and parking minimum requirements.
    - Encourage a higher density housing type through redevelopment of existing structures.
    - Where residential development is permitted, consider the control of residential density through building height, size guidelines and bedroom mix requirements.
    - Allow multi-family in R district? More expensive for users.

- Promote higher density in the Central Commerce District (CCD). Consider the creation of an additional CCD? CCD provides density and diversity.
- Are there trends that show decreased desire in sprawl?
- Some people want sprawl and land with rural characteristics.
- Focus on the intent of the grant which is to understand housing patterns and identify what ought to be allowed.
- Housing types over the next 10 years
  - Housing types to encourage: Single family homes, multi-family homes, in-law apartments, condominiums, town homes, and cluster housing.
  - Housing types to not encourage: Senior housing, larger lot sizes.
  - All discussed the differences in town homes and condos.
  - Additional requirements will be needed to implement smaller lot sizes.
  - Analyze housing pattern to dictate what ought to be allowed.
  - Enough mobile homes. Don't want to change zoning to promote more.
  - Strong response by all regarding cluster housing. (Example- River Lee)
  - Consideration for developments that do not have cut throughs to major arterial roads. Consideration of walkability.
  - Modify regulations regarding cul-de-sacs to improve walkability. Concern expressed regarding maintenance.
- Senior Housing
  - Housing for seniors achieved through flexibility in the zoning and subdivision process as opposed to separate regulation specific to senior.
  - Modification of regulations to allow flexibility for developers who understand upcoming consumer needs.
  - Clearly define (or redefine) the definition for Senior Housing.
  - Senior housing should be easily accessible to needed services and essential activities.
  - Milford shows a surplus of senior housing. No additional need for this housing type. Units exist that are not being occupied even at a reduced cost.
  - Senior housing standards designed to permit an increased residential density above what is typically allowed in other zoning districts. Assure that a project for the elderly will address the specific needs of the elderly versus other residential uses.
- Appropriate locations for mixed-use development.
  - Near municipal water and sewer.
  - Need more land if further out from the Center. Demand by users may not be as high, as well. Need for sewer plant.
  - Separate mixed-use development based on community water/sewer.
  - Area discussed in town: extension to Prospect/Webster, Emerson Road/Dog place.
  - Where walkability is feasible.
  - Community and Commerce District.
  - Along 101-A and Route 13 corridors.
  - Brox Property.

- South Street area.
- Consider the impact on property values if MU is introduced to established neighborhoods.
- **Affordable variety of housing types:**
  - What are your ideas for diverse housing opportunities in Milford?
    - Analysis of current/future density. Allow for more flexibility within each district.
    - Cluster neighborhoods, walkable neighborhoods.
    - Pocket neighborhoods- 10-20 units, smaller, close to Town, walkable with sidewalks, parking on the exterior of development.
    - Walkable neighborhood example: Badger Hill.
    - Cohousing, condos. Example- Nubanusit Neighborhood-Peterborough. Would the top of Federal Hill accommodate this?
    - Town already has a diversity of housing stock.
    - Encourage all types of housing options in Town.
    - Mobile homes for the first time buyer on individual land, versus a mobile home park. Achieve with smaller lot size.
    - Mobile home Park near theater is a successful example in Town.
    - Encourage manufactured homes/ranch. Regulations don't constrain people from putting manufactured home on single lot. Should mobile home have similar requirements? May be part of a statewide requirement.
  - Housing units per acre
    - Residence R- To remain as 2 acres to reflect rural character. Maintain larger lot sizes for more rural living.
    - Residence A- Research traditional subdivisions. Minimum lot size of 7,500 square feet, 5-6 units per acre.
    - 4 units per acre.
    - Current zoning of 5 units per acre.
    - Senior housing allows flexibility of units/acre, resulting in an overabundance of senior housing in Town.
    - Multi-family should make sense according to design and location, etc. Explore 10 units per acre.
    - Location dependent.
    - Density should continue to be zone specific to promote variety.
    - Control residential density through height, size guidelines, bedroom mix requirements where residential development is permitted.
    - **The group decided to have a discussion on this topic only with a large map of the Town, with the current densities of each district on hand.**
  - Should higher density housing ONLY be limited to affordable housing?
    - No.
    - Sometime zoning drives local developers.
    - Let the marketplace, consumer demand, and housing type be the determinants.
  - Incentives to developers
    - Yes. Incentives should be offered for developers constructing affordable/infill housing (66.7%). No (33.3%).

- Depends on the incentives.
  - Offer incentives for green/greener building types.
  - Density for senior housing.
  - Flexibility in the CCD district.
  - Construction of sidewalks to increase walkability. However, some neighborhoods are better off without sidewalks. Develop a conceptual sidewalk network for the Town for appropriate places to construct sidewalks. Allow for increased density of provide capital to build sidewalks.
  - Incentives for commercial users in exchange for roadway improvements.
- **Neighborhood Characteristics:**
    - What are the most desirable neighborhood characteristics in Town and which neighborhoods can be used as a model for future development?
      - Neighborhoods with walkability, landscaping, ability for children to play outdoors with neighbors, street lights, sufficient area for residential parking, neighborhood pride, security, and safety.
      - Neighborhoods with green space, safe roadways and ability to walk within area.
      - Baldwin Street, Singer Brook- open space available, safe roads.
      - Union Street area- sidewalks, variety of housing types, small neighborhood store.
      - Myrtle-Highland-Summer-Adams-Dearborn area- variety of housing types, including senior housing; traditional neighborhood feel.
      - Highlands Neighborhood off of Amherst Street- close proximity to the Milford Oval, equipped with sidewalks and lighting allowing walkability and accessibility. Variety of housing types. Near water and sewer.
      - Residential neighborhoods with shady streets, sidewalks, bicycle paths
      - Ashley Commons- smaller lot size example.
      - Webster and Prospect Streets – 1 way in and out, intimate and safe.
      - Alpine neighborhood- 2-3 streets, grid-like.
      - The group discussed why each of them purchased their homes.
        - Close to town, walkable, affordable with children.
        - Safety for kids playing in neighborhood.
        - Secluded area within woods, away from other homes.
        - Proximity to place of employment and character of home.
        - North River Road, farmland, beautiful views.
        - Highlands- good place to grow up (off of Amherst and Union).
        - Ashley Commons.
  - **Infrastructure Improvements:**
    - Please identify specific areas in Town that you think could accommodate infrastructure improvements to support new housing, if any?

- CCD district.
- Along major corridors.
- Route 13, bordering Brookline.
- Is the current balance of public versus private water and sewer/septic able to meet future needs?
  - Most were not sure.
  - Consult with the water and sewer commissioners.
  - Developers may request extensions.
  - Brox property, other areas?
  - Is there enough capacity in the sewer plant? Build out capacity? How many businesses could be accommodated? Conduct a full build out analysis.
- **Health and Community Connectivity:**
  - What are your ideas to increase safety, walkability, and overall community health and connectivity?
    - Quality design, cost-effective for developer.
    - Along major corridors.
    - Town wide network.
      - i.e. Rhode Island Bike Path.
      - Potential bike path: Downtown to Memorial Bridge to Fitches and back. Would be easily connected to the trail system and could hook into trails in Wilton.
      - Potential to connect into Brookline and other Towns.
    - Pedestrian network for entire Town with connections to adjacent Towns.
    - Pedestrian network plan (pedestrian-bike plan) with alternatives to traditional sidewalks
      - Include new sidewalks AND existing sidewalk improvements.
      - Encourage bicycle paths.
      - Maximize existing hiking trail system.
    - Connect the Town owned fields used by MCAA and Keyes Memorial Park.
    - Any plan to develop the Town land near Heron Pond School for community use must include access from Elm Street/Perry Road.
    - Monitor roadway/sidewalk/community space conditions, encourage residents to report status the condition of these areas.
    - Cul-de-sacs: How to connect them? Sidewalks?
    - Concern expressed that people regularly ride their bicycles on dangerous roads in Milford.
    - Offer incentives to developers to decrease lot size at the end of cul-de-sacs in exchange for sidewalks/connections to adjacent neighborhoods?
- **How to achieve goals of Master Plan?**
  - Challenges of instilling or strengthening a sense of community amongst individuals.

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- Formal classes and events.
  - Walking/running paths or routes of exercise with information stations throughout Town. The information could include historical facts about the Town and neighborhood, etc.
  - Emerald Ring of conservation trails, land and paths encircling Milford.
  - Augmented promotion of Towns' Jewels, such as Keyes Park, Monson Village and the trail from Fitch's corner to downtown.
  - Complete the rail trail.
  - Achievable through the Commerce and Community District, which was designed around the master plan vision statement.
  - Maintain diversity of housing stock through regular review of Town's plans and ordinances to be sure the tools are in place to meet current and anticipated needs.
  - Continually update procedures and codes to meet the market demand.
  - Vision statement is general and hard to implement.
  - Encourage multi-generational housing and age in place housing.
  - Establish a vision of what not to do. What are examples of this? Apartments, multi-family, mobile homes? Maintain but not promote?
  - Country club and golf course.
  - Vision statement needs to be kept in mind when proposing changes.
- **Other Considerations:**
    - Do you think there is an advantage to allowing homes that are in disrepair to be changed into businesses, affordable housing, etc.?
      - Depends on the home and the location. (I.e. homes in commercial district might be appropriate for redevelopment; however historical homes in a residential district are probably not appropriate for redevelopment into a business.)
      - Depends on zoning, property values, etc.
      - No. More disadvantages than advantages.
      - Consideration of owners' willingness to sell.
      - Good use of deteriorating buildings. What would classify as deteriorating home?
      - Are there health and safety issues as a result of redevelopment?
    - Do you think the Town should take action to insure housing property maintenance?
      - Consider the costs of enforcement, infringement on private property rights, affordability, and subjectivity.
      - Research this option but consider the input of Citizens.
      - Are regulations in Building Code sufficient to address this? Identify network of assistance (organizations and volunteer sources) to help home owners in the community who might have extenuating circumstances.
      - No additional regulations are necessary. Enforcement of current regulations is sufficient, but the Town does not have the funding necessary to be proactive.
      - Can this be done without intruding homeowners rights?