

Town of Milton, Massachusetts  
**Milton Master Plan**  
**Preserving Our Past, Planning Our Future**

**VOLUME II:**  
**INVENTORY**



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William Adamczyk, Director, Milton Public Library  
Milton Public Schools  
;Celebrate Milton!  
Cunningham Park

*...and the concerned residents, business owners, Town officials  
and staff who devoted their time, energy and imagination to the  
making of this plan.*

# MILTON MASTER PLAN: VOLUME II: INVENTORY OF EXISTING CONDITIONS

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MILTON MASTER PLAN: VOLUME II:  
INVENTORY OF EXISTING CONDITIONS

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# INVENTORY OF EXISTING CONDITIONS

## INTRODUCTION TO VOLUME II OF THE 2014 MILTON MASTER PLAN

### MASTER PLAN ELEMENTS

An inventory of the existing conditions is organized under the following Master Plan Elements:

- Historic and Cultural Resources
- Natural Resources, Open Space and Recreation
- Land Use and Zoning
- Housing and Neighborhoods
- Economic Development
- Transportation and Circulation
- Public Facilities and Services

The Master Plan is presented in the following three (3) volumes:

**Volume I:** Presents the Plan, its foundations and recommendations.

**Volume II:** Represents an Inventory and Assessment of Existing Conditions.

**Volume III:** Includes a Summary of Public Input as well as the materials used at the public forums to both educate and inspire participants.

**This report, VOLUME II** is a compilation of the **INVENTORY OF EXISTING CONDITIONS** of Milton's resources. This document is an appendix to the Master Plan. It contains:

- A series of **Summary Sheets** prepared to provide information at public forums as a base to discussions
- the complete **inventory of the town's resources** and an **assessment of the existing conditions**



# Milton's Historic & Cultural Resources

## CENTURIES-LONG HISTORY & MANY EXTANT RESOURCES

- Humans have inhabited the Milton area for centuries, beginning with Native peoples, the Neponsets, who settled along the Neponset River, and Europeans who came in the early 1600s, establishing the Town of Milton in 1662, and with it, the first burial ground, laid out in 1672 and today part of the Milton Cemetery.
- Milton claims many historical “firsts,” including the first paper mill in New England, the first commercial railroad in America (the Granite Railroad), and the first commercial operation to institute the profession of floriculture (the Thayer Nursery).
- People of wealth, including merchants, lawyers and doctors, have made Milton their home, either permanently or seasonally, since the early 19<sup>th</sup> century. Milton became a commuter suburb in the 1840s.
- Preservation of public open space in Milton dates to the 1890s, when the Forbes family gave Hutchinson Field to America’s first land trust, The Trustees of Reservations. Many other preservation efforts, both public and private, have subsequently followed.
- The division of large estates into subdivided middle-class neighborhoods is a near-100 year trend in Milton. In the early 20<sup>th</sup> century estates in the northwest section of town were laid out as housing developments with designed streetscapes.
- Milton has a long history of protecting Town character, beginning with the passing, in 1938, of a comprehensive set of zoning bylaws.

## TRADITION OF PROTECTING HISTORIC AND CULTURAL RESOURCES

- Milton has taken many steps, over the past 25 years, that further the recognition of historic and cultural resources and ensure their protection, including the compilation of a town-wide historic preservation plan, completion of community-wide historic resource inventory, establishment of National Register Historic Districts, and adoption of a Demolition Delay Bylaw.
- Many institutions, both public and private, are invested in historic and cultural resource protection in Milton, including The Trustees of Reservations, Historic New England, Milton Historical Society, the Forbes House Museum, and the State Department of Conservation and Recreation.
- Residents actively participate in the Town’s historic and cultural institutions, including the Milton Public Library, Milton Garden Club, and Milton Cultural Council.



*The William Ellery Channing Eustis estate is an intact historic property that has been saved.*

## WHAT DOES IT MEAN?

- Milton’s historic and cultural resources possess local, regional and national significance, and therefore merit protection.
- Current zoning does not favor protection of the remaining large historic estates.
- Opportunity exists to revise existing zoning so that the integrity of historic properties is preserved while, at the same time, the Town’s future housing and commercial needs are met.
- Historically sensitive approaches to redevelopment in existing commercial centers (Milton Village, East Milton, etc.) are needed to preserve character.
- Opportunity exists to restore the character of historic parkways and boulevard plantings as a means of supporting and enhancing existing neighborhoods.



# Milton's Natural Resources, Open Space & Recreation Resources

## MANY DISTINCTIVE NATURAL RESOURCES

- Elevations in Milton range from near sea level (at the Neponset River estuary) to an elevation of 635 feet at the summit of Great Blue Hill, the highest point in the Metropolitan Boston area (also along the eastern seaboard, within 10 miles of the coast, between South Florida and Acadia, in Maine). A 360 degree view of eastern Massachusetts is possible from the summit.
- Milton's geology includes both bedrock outcroppings (in the Blue Hills range) as well as tidal marsh areas along the Neponset River. Milton Hill and Brush Hill, both glacial drumlins, respectively stand at 138 feet and 258 feet.
- The US Soil Conservation Service has established the dominant soil series in Milton to be Hollis, Paxton and Woodbridge – fine, sandy loam-dominated soils with varying degrees of stoniness, subject to minor erosion problems. Bedrock is at or near the surface in many locations, accelerating the rates of runoff.
- Much of Milton lies within the Neponset River Watershed, part of the larger Boston Harbor Watershed. Milton's contributing waterways include Gulliver's Creek, Pine Tree Brook, Unquity Brook, and Hemenway, Turner's, Pope's, and Houghton's Ponds and two Milton Cemetery ponds.
- Development along the Neponset River has led to degradation of water quality, and Milton has worked with the Neponset River Watershed Association to re-vegetate the banks of tributaries as a means of pollution control.
- Milton draws its water from the Massachusetts Water Resources Authority.
- Milton lies in a transition zone between coniferous northern New England and the deciduous woodlands of the Mid-Atlantic States, providing a home to species from both areas.
- The Town's topography, ranging from estuary to 635 feet above sea level, supports a wide array of plant communities, with the Blue Hills Reservation containing approximately 650 species of identified plants.
- Over 75% of the Blue Hills Reservation has been designated Priority Habitat by the Massachusetts Endangered Species Act.
- Milton currently contains thirteen species on the list of Massachusetts's rare, threatened and endangered.
- Rainbow smelting is present in the Neponset River below the Adams Street bridge.

## WHAT DOES IT MEAN?

- Milton's varying topography, including rolling hills and low lying river edges lends appeal to the natural landscape.
- The presence of bedrock, especially in the south eastern part of town, poses challenges to development.
- The many brooks and ponds and associated wetlands/wetland buffers place additional constraints on development.
- The Town is aware of the fragility of the Neponset River ecosystem and is committed to restoring its health.
- The significant amount of open space in Milton, preserved by the State (DCR), non-profit organizations (TTOR and HNE), and by individuals contributes significantly to residential property values and to the overall quality of life.
- The large percentage of non-taxable land (including academic institutional and town-owned land) places a financial burden on residential tax-payers.
- The lack of an up-to-date Open Space and Recreation Plan, approved by the State, disqualifies Milton from some sources of State funding for parks, open space and recreation areas.

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## A CHARACTER DEFINED BY OPEN SPACE

- Over 2,000 acres of open space in Milton (approximately 25% of the Town's area) is controlled by the Department of Conservation and Recreation (DCR) including the Neponset River and Blue Hills Reservations.
- The 120-year old Blue Hills Reservation is the largest protected open space in the metropolitan Boston area, with resources in Milton that include Hemenway Pond, a portion of Brookwood Farm, and Houghton's Pond.
- Additional significant protected open spaces are owned by The Trustees of Reservations (Hutchinson Field and Pierce Field), Historic New England (William Ellery Channing Eustis Estate) and DCR (Forbes Woods).
- Several individuals have placed conservation restrictions on their property and others have transferred land to the Milton Land Conservation Trust (total of approximately 44 acres as of December 2013).
- The last five-year Open Space and Recreation Plan was completed in 2006 (2006-2011) and approved by the Executive Office of Environmental Affairs (now EOEEA). It has not been updated since.



*The Milton Cemetery's ponds are two of the Town's many surface water resources.*

## ALL FORMS OF RECREATION IN DEMAND

- The Milton Parks and Recreation Department maintains twenty-two properties, including the DCR-owned Houghton's Pond Fields and Milton Public School-owned Pierce Field, totaling 115.9 acres.
- Cunningham Park, a privately-owned 110-acre park, provides additional recreation space, including an outdoor pool, skating pond, and bowling alley, all available to Milton residents.
- The Blue Hills Reservation, owned by the State (DCR) and in collaboration with Mass. Audubon, provides an array of recreational opportunities, including hiking, mountain-biking, horseback-riding, down-hill and Nordic skiing, and swimming at Houghton's Pond.
- The Neponset River Bike trail, rimming the water edge, provides recreational access to the river and estuary.
- Currently, the demand for recreational facilities exceeds the amount of space available; the Parks and Recreation Department must ration use of fields.
- The Parks and Recreation Department raises money for operations through user fees and fundraising, amounting to \$400,000 per year, and all maintenance is performed by a three-person crew.
- Milton's playgrounds were rebuilt in the mid 1990s, but have not been upgraded since; some do not meet contemporary accessibility (ADA) codes.
- There is a need for a community center to provide a central location for recreation activities, a well as additional programming and maintenance staff.
- There is need for a dog park, as currently dog owners allow their canines to run off-leash in recreation fields. Proper disposal of dog waste is a problem throughout all parks.

## WHAT DOES IT MEAN?

- While Milton provides 115.9 acres of recreational land to its residents and a plethora of programs, demand for facility use and for programs exceeds supply.
- Milton residents benefit from the additional State and private facilities, including the Blue Hills Reservation, Neponset River Bike Trail, and Cunningham Park, all of which augment the Town-managed facilities.
- The addition of a Town-owned and managed community center would allow the Recreation Department to expand its programming to include a large cross-section of the population.
- The addition of a dog-park would help safeguard the Town's recreation fields and ease the workload of Town crews who maintain them.





# Milton's Housing Resources

# 3

## POPULATION

- Many very high incomes but growing income disparities.
- Median income in 2011 was \$104,357. Compared to State median income of \$62,859 and Norfolk County median income of \$81,889.

## CHARACTERISTICS OF EXISTING HOUSING STOCK

- Of the 426 Affordable Housing Units on the Milton Subsidized Housing Inventory, there is not a single unit that is available for homeownership. All are rental units.
- Median income in 2011 was \$104,357. Compared to State median income of \$62,859 and Norfolk County median income of \$81,889.

## EXISTING AND FUTURE HOUSING TRENDS

- Demographics are driving housing trends. The state's households are growing smaller, meaning **more housing will be needed to house the same number of people.** (*Boston Globe, Jan. 21, 2014*)
- Housing growth was higher than population growth between 2000 and 2010 (5.6% and 3.6%, respectively).
- Milton has a higher level of owner occupancy (82.4%) than the Commonwealth or Norfolk County. It has less housing diversity with a higher proportion of single-family detached homes.
- The Commonwealth through Mass. Gen. Laws Ch. 40B has established a housing affordability goal<sup>1</sup> set at 10% of a community's year-round housing stock.



## WHAT DOES IT MEAN?

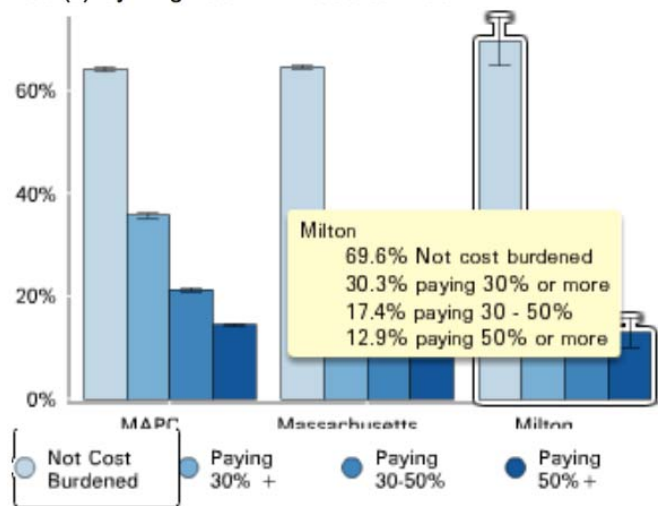
- The majority of complaints regarding housing come from repeat landlords and tenants; there may be a need for a pre-rental inspection program for code and other compliance by the Health Department.
- “Senior Sell off” (shift from seniors to young families) of the existing supply of single family homes will most likely fill the need for this type of house
- There is an increase in demand for smaller, multi-family units of housing located in walkable mixed use centers with easy access to public transit

<sup>1</sup> Affordable Housing is defined in Massachusetts General Law (MGL) Chapter 40B as housing for households with incomes not exceeding 80% of the area median income, and requires deed restrictions on rents or home prices for a specific period of time.

- Milton is at 4.4% of the town's year around housing stock is counted as "affordable" (426 units included in Subsidized Housing Inventory per chapter 40B comprehensive permit requirements)
- Another 529 housing units are needed to make that goal.
- Median single-family sales price as of 3/13: \$460k; Median gross rent: \$1,268 (Table I-2, p.3).
- Data from 1990-2010 has shown an increasing number of smaller households but a higher number of families. While the population increased by 5.0%, the number of households increased by 6.0%.
- From a total of 9,700 housing units (2010 census), 4,535 (46.8%) predate World War II. 7,300 (66%) were built before 1960. These may be in need of repairs, remodeling, lead paint removal.
- Rental costs in Milton are high. A collection of rental listings from Craigslist and Zillow taken on 5/22/13 showed no rental units under \$1,475 (for a 825 square foot one-bedroom apartment in a house.) The highest rent listed, for a 4-bedroom house was \$3,200.
- Housing market data shows that approximately 45% of Milton's households do not have sufficient income to afford the median sale price of \$460,000. About 34% of households cannot afford the lowest 2-bedroom advertised unit of \$1,600.
- Data shows that there is a sizeable population of those who are seniors, have special needs and/or have very low incomes, who have significantly reduced capacity to secure decent, safe and affordable housing in Milton. There are 600 applicants on the Housing Authority's waiting list for their housing for the elderly and disabled (including 39 Milton residents) involving waits of between 2 & 3 years, with the disabled experiencing longer waits.

### Owners Housing Cost Burden

Year(s): 5yr Avg 2007-11 • Source: ACS



- There are 63 applicants on the wait list for the affordable units and 97 waiting for market rate units at Fuller Village. GOAL: 20% of new units produced or approximately 38 per year and 190 over 5 years, with about 2/3 directed to families and 1/3 for seniors.

- The DRAFT (June 2013) Housing Production Plan establishes the Goal to Provide greater handicapped accessibility, supportive services, and/or smaller units for disabled and increasing elderly population. Goal of at least 10% of all units produced to include handicapped accessibility, supportive services, or smaller units for increasing older and smaller households. An estimated five units per year or 25 over 5 years.

- Milton residential real estate assets proved remarkably resilient during the Recession era foreclosure crisis. Based on data in The Greater Boston Housing Report Card 2013, foreclosure deeds (2012) totaled only 0.11% as a percentage of total units (per 2010 Census).

## POLICY CONCERNS

- Due to rising housing costs, many residents are finding it increasingly difficult to afford to remain in Milton.
- Present-day a mismatch between Milton households, and the households for whom Milton's homes were designed. Under present land use policy, this can be expected to worsen each year.
- The goal for 10% affordable housing is difficult for Milton to obtain, due to current zoning, limited land available for new development, and the need for technical and financial resources as well as political support in order to build new units.
- More than a third of Milton's current residents cannot afford to buy a home in Milton today.
- The recent school construction program resulted in brand new schools for Milton's students at a capacity of 4,100; there are currently 4,000 students at the schools.



# Milton's Economic Development Resources

## ECONOMIC CHARACTERISTICS

- A small percentage of land in Milton is zoned for commercial/business uses; Commercial real estate taxes only contribute 3.8% of the town's property value.
- There are limited employment opportunities in Milton.
- Sixteen percent of residents work in the town.
- Milton has a small local job base. In addition to the town itself, the largest local employment centers are at educational and health care facilities. These include Milton Academy, Curry College, and Milton Hospital.
- There are limited areas for new major commercial developments as most of the community is built out.
- A large percentage of residents commute to other communities for their employment.
- The greatest number of Milton residents works in managerial and professional occupations, followed by sales and office work.

## ECONOMIC ASSETS/RESOURCES

- Milton is a desirable residential community with a highly rated public school system, low crime rate, large amounts of open space, and a variety of recreational facilities.
- Excellent public transportation and roadway access to Boston, Route 128, the South Shore and Cape Cod.
- Milton has an increasing well educated workforce obtaining college degrees at a higher rate than the region.
- Water and sewer access and capacity necessary for commercial development are available.
- Opportunities may exist to enhance existing commercial areas such as East Milton Square, Milton Village, etc.
- Opportunities may exist for rezoning of scattered vacant parcels for commercial uses.
- Opportunities may exist to rezone or expand existing commercial areas for more intensive commercial uses..
- Opportunities may exist to redevelop underutilized or vacant properties
- Demand exists throughout the region for additional smaller multi-family housing units located in walkable mixed use centers.



## WHAT DOES IT MEAN?

- Milton's location adjacent to Boston and access to major transportation corridors is an asset.
- Milton's educated workforce is a resource which employers will find attractive.
- Milton's highly rated schools, low crime rate, and abundant recreational opportunities are attractive to employers.
- Opportunities exist to expand Milton's commercial tax base through redevelopment and rezoning.
- Additional housing units in walkable mixed use centers will enhance the economic vitality of these areas.
- Opportunities exist to expand Milton's business areas and commercial tax base.



# Milton's Transportation Resources

## TRAVEL CHARACTERISTICS

- Over 40% of Milton workers are employed in Boston, 16% work in Milton.
- The number of registered vehicles is less than 1 per person.
- 68% of Milton households have 2+ vehicles compared with State average 52%. 7% of households have no vehicle.
- 73% of Milton commuters drive alone and 22% use other modes. The number of carpoolers and bicycle trips has increased and walk and transit trips have decreased since 2000.
- The average commute time is 29 minutes, slightly longer than State average. Commuter times over 35 minutes have decreased since 2000.

## OPERATING CONDITIONS

- Many roadways experience traffic congestion during peak periods.
- Canton Avenue: 60,000 vehicles per day (vpd); Blue Hills Parkway: 49,000 vpd; Granite Avenue: 32,000 vpd; Blue Hill Avenue: 26,000 vpd have highest daily traffic volumes.
- Traffic volume on Blue Hill Avenue and Blue Hills Parkway has increased by over 5% per year between 2009 and 2012.
- A new pavement management system was implemented in 2012 by DPW to manage roadway maintenance for the long term.
- Milton has 120 miles of roadways with three jurisdictions -- Town, MassDOT and DCR.
- Traffic calming devices have been installed on some local roadways.
- Randolph Avenue used as cut-through by autos and trucks to Mattapan Square and Boston.
- Motorists experience congestion and queuing at the intersection of Randolph Avenue/Chickatawbut Road during the afternoon/evening peak period.
- The intersection of Route 138 (Washington Street)/Royall Street/Hillside Street in Canton creates southbound congestion in peak periods that backs up into Milton. Congestion is exacerbated by the intersection of Route 138 (Blue Hill Avenue)/Brush Hill Road in Milton.

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Traffic on the Blue Hills Parkway has increased by over 5% per year from 2009 to 2012.

## WHAT DOES IT MEAN?

- Milton is served well by I-93 with two access points.
- Many local roadways experience congestion and are used as cut-throughs. GPS directs motorists to short-cuts.
- Congestion, speeding and cut-through traffic affect quality of life for residents.
- Traffic calming measures have only had minor impact and are implemented individually.
- Several gateways into the Town look and function differently.
- Parking shortages are perceived in business areas. A review of parking policies/signage is needed.



## SAFETY

- Total vehicle crashes decreased by 23% between 2008 and 2010.
- Randolph Avenue/Chickatawbut Road is the 10<sup>th</sup> worst intersection in the State for crashes.
- Granite Avenue/Squantum Street and Blue Hill Avenue/Brush Hill Road experienced over 5 accident per year between 2008 and 2010.
- Several locations experienced pedestrian crashes between 2008 and 2010.

## PEDESTRIANS & BICYCLES

- There are four elementary schools in MassDOT Safe Routes to School program.
- Sidewalks are provided in neighborhood centers, missing links in south end of town.
- Bicycle lanes, shared lanes and bicycle accommodations are provided on many streets, including Brook Road, Adams Street, and Truman Parkway.
- The Neponset River Greenway provides a connection to Boston for bicyclists and pedestrians.
- Many recreational trails are provided in the Blue Hills Reservation.

## TRANSIT

- MBTA provides four fixed bus routes and four stations on Mattapan Trolley Service line.
- Brockton Area Transit provides one fixed-bus route between Brockton and Milton Hospital.
- The MBTA's THE RIDE program provides service to elderly and disabled persons.

## PARKING

- Overnight on-street parking is generally prohibited, but is allowed on select streets.
- There is a perception of parking inadequacy in East Milton Square.
- Parking supply is limited at Milton Central and Milton Village.
- Parking is provided at Milton Station Park & Ride in Milton Village.
- The MassDOT Park & Ride Lot on Granite Avenue has 200 spaces.
- Parking signs need to be replaced and updated.



*A perceived parking inadequacy exists in East Milton Square.*

## WHAT DOES IT MEAN?

- New sidewalks and pedestrian safety improvements are needed in some areas.
- Bicycling accommodations within Town are adequate, but can be expanded. Connections to adjacent communities are planned.
- The pavement management program needs additional funding to maintain roadways.
- Impacts of future development on infrastructure need to be identified.
- The schedule of roadway and utility infrastructure projects needs to be coordinated.
- The need exists for coordination with DCR and MassDOT to implement safety and operations improvements.
- The East Milton Square project is needed to improve access and circulation for all users and make parking more efficient.



# Milton's Public Facilities & Services

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Milton's **population** of 27,000 is expected to grow and become increasingly more diverse; also the number of seniors living in Town is expected to rise significantly. These changes may impact the way in which services are provided, the buildings that house them, policies, and the Town budget. Additionally, changes in technology, State policy and climate change may also affect Milton's municipal services.

## WELL MAINTAINED FACILITIES

**Preventive Maintenance.** The Town recently hired a new director for the newly formed Department of Consolidated Facilities (2011) which is responsible for maintaining the twenty-two (22) town/school buildings. The Department implemented a web-based preventive maintenance and work order system to maintain buildings, equipment and HVAC systems and has completed a building conditions assessment of 15 of the Town-owned properties. These systems in place today will focus on preventive maintenance and will make maintaining facilities more efficient and cost effective.

**Sustainability.** The Town continues to seek energy efficiency in all of its Town-owned buildings. Milton attained Green Community status (which allows it to apply for grant opportunities) in 2011 and was awarded funds that have already been invested in several municipal buildings; these improvements have resulted in lowered energy usage. The Town is in the process of applying for additional funding through Green Communities.

- Milton's recently renovated six **public schools** are a major attraction to potential residents.
- Milton has three **fire stations**. All three are in need of major renovation, repair and are inadequate; they currently lack handicapped accessibility, technology, training/classroom space, living quarters, locker rooms, gym and other support spaces. The headquarters is the busiest station, but most future development is expected to occur in the southwestern portion of Town, putting pressure on the Blue Hill Avenue station.
- The **Police Station** has been continuously maintained over the years and has the capacity of adding space if needed. The proximity of Milton to urban areas and easy access from these, bring urban issues to the Town including a significant increase in drug related crimes.
- Milton's senior population is expected to increase from approximately 20% in 2010 to almost 30% by 2030. The **Council on Aging** currently operates a well-used Senior Center and provides programming and transportation to support the "healthy aging" of Milton residents.
- The newly renovated **Library** with its new addition is more popular than ever with circulation, the number of people using the building, the number of materials and demand for programming consistently increasing.
- The **Town Hall** building is approximately 50 years old, has recently undergone some renovations and handicapped accessibility improvements, and will need upgrades and new systems sometime in the future.

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The Town Hall houses Milton's municipal offices.

## WHAT DOES IT MEAN?

- The **public schools** are near capacity (built to accommodate 4,100 students and currently have 4,000). Significant additional housing development may result in increasing average class size and other changes.
- The **Fire Station** Needs Committee is currently studying the Department's needs and evaluating all three stations; identified as priority 1 in building assessment study.
- Milton was named one of the safest communities in the U.S. for the second year in a row. In order to continue to provide high levels of service the **Police Department** will need continuous upgrade of technology, some facility improvements and they feel they will need an increase in staff and staff diversity to better reflect the community it serves.
- As the senior population continues to grow, there will be a need for additional services as well as for more space at the **Senior Center** (designed so that a new wing could be added on). This may be an opportunity to create a community center to be shared by residents of all ages. There will also be a need for more senior housing and transportation options.

- **Parks and Recreation** Department is responsible for maintaining approximately 115 acres of Town property including parks, ponds and playgrounds and provides a wide range of programming for both children and adults year round. Athletic field use is at capacity and often groups are turned away.
- The Milton **Cemetery** is 102-acres with over 30,000 burials, artistic and historic monuments, as well as a beautiful landscape. The cemetery is also used as an outdoor space for recreation and community events.
- The **Town Farm property** is a 34- acre parcel that is currently underutilized (currently used by Town’s animal shelter in a temporary building and the remaining buildings are in poor condition and vacant.)

## PROVISION OF STATE-OF-THE -ART UTILITIES & SERVICES

- **Department of Public Works (DPW).** A recent building needs assessment conducted by the Consolidated Facilities Department concluded that the DPW facilities are inadequate. Some of the buildings were designed to be temporary facilities and are in poor condition. Also lacking are needed facilities for office space, equipment storage and handicapped accessibility. While the location and site are advantageous, relocation may be a future option.
- **Water.** 99% of the Town’s residents and businesses are on the MWRA water system. DPW is currently working on a Water Master Plan that will identify ways of increasing the system’s efficiency including replacement of water mains, improvements to the three water tanks and replacement of water meters.
- **Sewer.** Approximately 95% of the Town’s residents are connected to the Town sewer system. DPW has developed an infiltration/inflow reduction plan to help identify ways to rehabilitate the system for cost savings. DPW maintains 8 pumping stations, almost 100 miles of sewer mainline piping and several thousand man holes (two of the 8 pumping stations are over 50 years old).
- **Stormwater Management.** DPW is currently in its 7<sup>th</sup> year of a 10 year stormwater system improvement program. There is some consideration of creating a stormwater utility or a regional stormwater collaborative for more effective management.
- **Pavement Management.** DPW completed a pavement management plan in order to most efficiently coordinate the improvement of the Town’s road network.
- **Solid Waste and Recycling.** The Town has a contract with Waste Management Inc. for the disposal of solid waste and recyclable items.
  - Solid waste (trash) is “pay-as-you-throw,” collected curbside, and has been consistently decreased (in terms of tonnage) over the last 10 years (in direct proportion to an increase in recycling)
  - Recycling was recently changed to single stream, a more convenient service for residents
  - Milton’s overall recycling rate is almost 55%, the second highest in the State
  - DPW operates a recycling center for the disposal of books, electronics, scrap metal & large appliances (this facility is monitored by video as there has been a recent increase in individuals stealing from the site)
- **Forestry and Tree Maintenance.** An increase in the number and severity of storms in combination with disease, have resulted in a dwindling tree stock throughout the Town.
  - The entire tree planting effort is funded through insurance or donations made under the Tree Gift Program

## WHAT DOES IT MEAN?

- The **Library** may continue to expand its role as a community center for all ages and to this objective will need more parking, better outdoor space and more on-line resources and staffing in order to keep up with the increasing demand for programming.
- The trend for an increase in cremation burials may have the effect of slowing down the demand for burial space, but eventually the Town will need additional **cemetery** space.
- There will be additional need for **athletic fields** in the future. Additionally all of the **playgrounds** are over 20 years old and will need replacement. There may be a need for a youth center (opportunity to combine with an expanded senior center)?
- The **Town Farm property** has the potential to be redeveloped.
- The Town will be more cost effective and more environmentally responsible if it continues to lead by example, by implementing **sustainability measures**.
- **DPW** will need new and/or renovated facilities in the near future. Identified as Priority 1 in building assessment study.
- A significant investment will be needed to maintain the **Town’s roadway & sidewalk system** in its current condition; additional funds will be required for improvements.
- Repairs will continue to be needed to improve the efficiency of the **water and sewer and stormwater management systems**.

## MILTON MASTER PLAN INVENTORY: LAND USE AND ZONING

This chapter describes the existing land uses and zoning regulations in Milton. It includes:

- a brief summary of Milton’s land use in history,
- existing land use,
- existing zoning regulations,
- issues, challenges, and opportunities, and
- proposals that were made in 2006 for revisions to the zoning regulations

Land use is a result of historic patterns of development, physical constraints like steep slopes and waterways, land ownership, public investments (like utility lines and public facilities), and zoning. A town’s primary two means of controlling types of development and their locations are regulations such as zoning and public investments like roads and sewer and water lines. This section describes land use in Milton as it has developed and currently exists. The master plan will make recommendations that will help guide land use in the future.

### MILTON’S LAND USE IN HISTORY

Additional information on Milton’s history may be found in the inventory of its Historic and Cultural Resources. Milton’s location on the Neponset River and its hills and forests, all helped shape the history of the town. Its native communities took advantage of agricultural lands along the Neponset River, fished the river, and hunted in the lowlands and forests.

The first Colonial settlers came to Milton in the 1630s. The first settlement occurred near the river, and from there spread south towards Brush Hill. Settlers constructed the first bridge in 1633 in the location of the present day Adams Street Bridge, providing an important highway connection from Boston to Plymouth.

Milton developed first as an agricultural community with Native Americans and then colonial settlers growing, corn, barley and rye as principal crops, and pasturage along the river edge for cattle and oxen. Industry began to be developed along the River in 1634 when a grist mill was built. It was followed by many more commercial and industrial enterprises along the River.

The Granite Railway, America’s first commercial train system, was built in 1826 to transport Quincy granite for the construction of the Bunker Hill Monument, and the horse-drawn railway cars were built in Milton. The enterprise fostered the development “Railway Village” at the crossing of the rail line and Adams Street, today’s East Milton. Having moved to Academy Hill at the end of the 1700s, the town’s civic and religious center began to expand during the Early Industrial Period.

Transportation networks expanded. Passenger trains arrived in 1847, allowing residents to more easily commute to Boston, promoting the transformation of Milton into a suburban, primarily residential community. Much of the residential development during this period took place in East Milton, in the form of cottages to house railway workers. However, estate development continued as well as summer residences on much of the former agricultural land. Many Milton estates and institutions were designed by leading

## MILTON MASTER PLAN INVENTORY: LAND USE AND ZONING

architects and by the landscape architect Frederick Law Olmsted and/or his sons.

Milton's residents began to recognize the value of the town's open space, and launched several land-protection measures. The Forbes family gave the Hutchinson Field to the Trustees of Reservations in 1898, and Cunningham Park was established in 1905. These efforts coincided with The State's creation of the Blue Hills Reservation, in 1893, when land from five towns was assembled.

After 1929, subdivision of large estates began creating middle-class neighborhoods, particularly in the northwestern section of town, on Briarfield, Brandon and Windsor Roads. In the 1950s, Curry College re-located to Milton from a downtown Boston site. The Southeast Expressway facilitated the Boston commute and contributed to Milton's evolution as a suburban community.

In 1922, zoning bylaws were passed to protect the semi-rural residential character of the town. This effort, along with others that would follow, established a tradition in Milton of preserving historic and cultural resources, as well as open space, while at the same time providing housing for its residents.

Important historic resources in Milton are important factors for future land use and zoning initiatives, they include:

- Milton Center National Historic District
- Scotts Woods National Historic District
- Milton Hill National Historic District
- Brush Hill National Historic District
- Railway Village National Historic District
- Captain R. B. Forbes House
- Suffolk Resolves House (a.k.a. Daniel Vose House);

- Dr. Amos Holbrook House
- Governor Hutchinson's Ha-Ha
- Belcher-Rowe House
- U. S. Post Office
- G. H. Bent Company Factory
- Milton Cemetery

Milton is also home to several National Register properties which are part of districts that encompass multiple Towns and/or are "Multiple Resource Areas," including the Blue Hills Reservation and Parkway, Dorchester-Milton Lower Mills Industrial District, and the Neponset Valley and Truman Parkways.



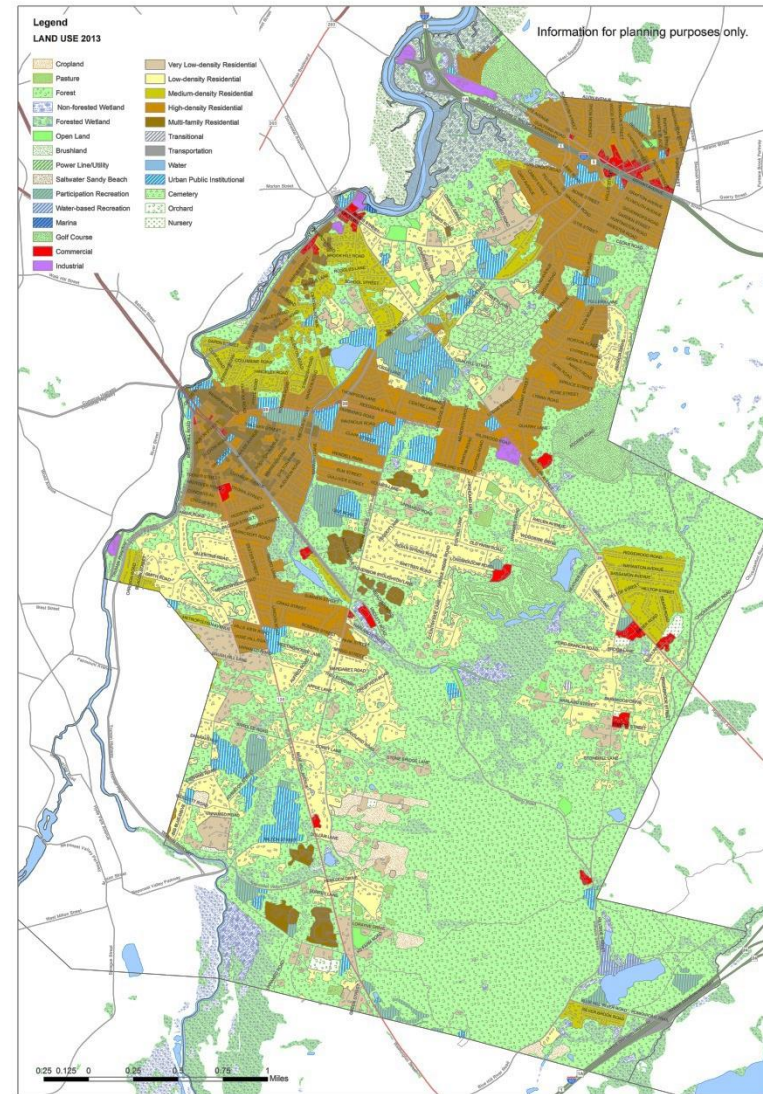
# MILTON MASTER PLAN INVENTORY: LAND USE AND ZONING

## EXISTING LAND USE

Existing land uses in Milton reflect the historic development of the town and the underlying zoning. Massachusetts Geographic Information System (MassGIS) prepared an interpretation of land use based on 2005 air photos. New photos were taken in the Spring of 2013 and these were used to update the MassGIS land use.

### Summary of Key Points

- 51.5% of Milton is undeveloped open land, agriculture, wetlands, forest, or water.
- Of the remaining 4,087 developed acres,
  - 78.3% is residential,
  - 2.6% is commercial or industrial,
  - 6.0% is urban public/institutional, and
  - 9.5% is recreation and golf course.
  - Other developed land (cemetery, utility ROWs, transportation, and land in transition) makes up the remaining 3.6%.



Milton  
2013 Land Use

## MILTON MASTER PLAN INVENTORY: LAND USE AND ZONING

The table and map show land uses in Milton.

2013 Land Use	Acres	Percent
Agriculture (Cropland, Pasture, Orchard, & Nursery)	127.4	1.5%
Forest	3,394.5	40.3%
Forested Wetland	415.3	4.9%
Non-forested Wetland	133.5	1.6%
Saltwater Wetlands	135.1	1.6%
Saltwater Beach	2.1	0.0%
Open Land, Brushland, Transitional, and Utility ROW	51.5	0.6%
Recreation	151.7	1.8%
Water-based Recreation	12.6	0.1%
Marina	1.2	0.0%
Golf Course	221.5	2.6%
Multi-family Residential	202.0	2.4%
High Density Residential	1,183.1	14.0%
Medium Density Residential	392.8	4.7%
Low Density Residential	1,135.1	13.5%
Very Low Density Residential	287.8	3.4%
Commercial	71.5	0.8%
Industrial	17.7	0.1%
Urban Public/Institutional	244.2	2.9%
Transportation	95.8	1.1%
Cemetery	52.2	0.6%
Water	87.8	1.0%
<b>Total</b>	<b>8,432.0</b>	<b>100.0%</b>

Source: MassGIS 2005 Land use with updates

Undeveloped land (forests, wetlands, agriculture, and open land) and water make up 51.5% of the town's total area. Of the remaining 4,086.8 developed acres, 78.3% is residential, 2.6% is

commercial or industrial, 6.0% is urban public/institutional, and 9.5% is active recreation/golf course. Other developed land (cemetery, utility ROWs, transportation, and land in transition) makes up the remaining 3.6%.

### EXISTING ZONING

#### Summary of Key Points

- Milton has nine categories of zoning districts, eight residential districts and one business district.
- The Planning Board may also permit condominium dwelling units converted from existing estate buildings subject to limitations and safeguards.
- The Residence D, D-1, and D-2 districts are intended to be used for housing for the elderly or handicapped.
- The Residence E district is intended to allow Attached Cluster Development by special permit issued by the Planning Board.
- In the Milton Village/Central Avenue Business District a mixed commercial and residential planned unit development, may be allowed with a special permit from the Planning Board subject to a variety of conditions and design criteria.
- A separate planned unit development area is defined for Central Avenue.
- A "brownfields" planned unit development is defined for paper factory area off Truman Highway.
- The zoning bylaw allows "a residential development in which the buildings and accessory uses are clustered together into one or more groups separated from adjacent property and other groups within the development by intervening open land."

ZONING DISTRICTS

Milton has nine categories of zoning districts, eight residential districts and one business district.

RESIDENTIAL DISTRICTS RESIDENTIAL INCLUDE RESIDENCE AA, A, B, C, D, D-1, D-2 AND E.

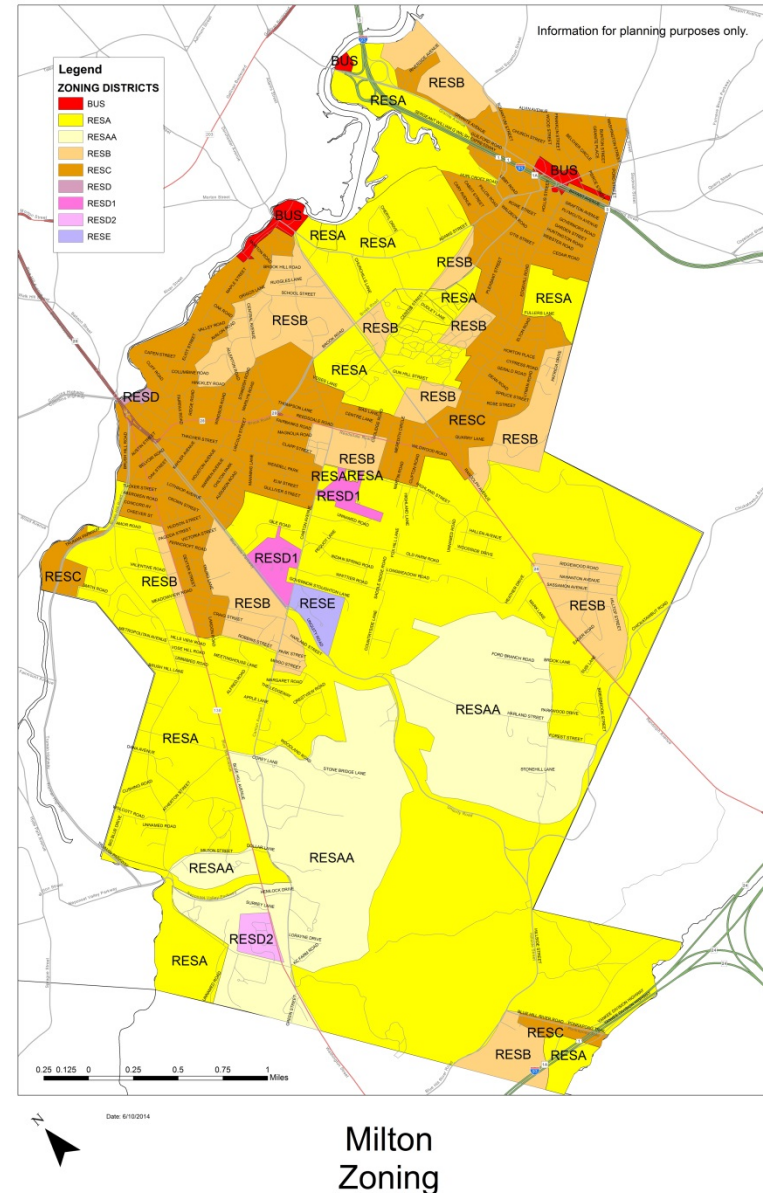
**RESIDENCE AA, A, B, AND C** - The Residence AA, A, B, and C districts all have similar uses allowed:

- detached one-family dwellings
- religious uses
- educational uses
- limited agriculture
- municipal uses other than housing
- restricted accessory uses

They also allow a variety of other low-intensity uses by special permit from the Zoning Board of Appeals. The Planning Board may also permit condominium dwelling units converted from existing estate buildings subject to limitations and safeguards.

*Accessory Apartments* – A temporary accessory apartment in a detached one-family dwelling may be authorized by the Zoning Board of Appeals for a limited time period and may only be occupied by an individual or family that is closely related to the owner of the property.

*Home Occupation* – A home occupation may be allowed for a limited time if authorized by a business certificate issued by the Town Clerk subject to limitations.





## MILTON MASTER PLAN INVENTORY: LAND USE AND ZONING

**Residence D, D-1, D-2** – The Residence D, D-1, and D-2 districts are intended to be used for housing for the elderly or handicapped.

**Residence E** – The Residence E district is intended to allow Attached Cluster Development by special permit issued by the Planning Board.

**Brownfield Planned Unit Development** – In a residential district, on a lot of a discontinued industrial use that qualifies as a “brownfield” under any federal or state program, of no less than 100,000 square feet, the Planning Board may allow a residential brownfield planned unit development by special permit. Ninety housing units is the maximum allowed. At least 30% of the area shall be public open space and 10% of the housing units shall be perpetually deed restricted as “affordable”.

**Assisted Living Residence Development (ALRD)** – An Assisted Living Residence Development is allowed in a residential district on a lot (or combination of lots in one ownership) of at least 150,000square feet , not including wetlands, with at least 75 feet of frontage on a state highway. At least 5% of the units shall be for qualified persons of low or moderate incomes. At least 33% of the buildable area must be open space including a 40 foot wide landscaped area on all lot lines. The ALRD is subject to several other conditions and design standards.<sup>1</sup>

<sup>1</sup> See *The Zoning Bylaws of the Town of Milton*, Approved Articles As Amended From June 2009 Through the October 2013 Town Meeting, Article 43, 2013

## BUSINESS DISTRICT

The Business District allows the uses allowed in the Residence AA, A, B, and C districts. It also allows offices, banks, assembly halls or places of amusement, retail or wholesale stores, “shops for custom work, where the products are sold directly by the producer to the consumer, places where services are performed, places of the building trades, sales rooms and repair shops for motor vehicles, garages, filling stations, storage warehouses, restaurants and other places for serving food and drink, places of business of bakers, dyers, confectioners, launderers, photographers, printers and undertakers.”<sup>2</sup> Other uses of substantially the same character may be permitted only if authorized by special permit issued by the Board of Appeals.

Zoning Districts	# of Separate Areas	Total Area	Percent
Residence AA (ResAA)	3	1,386.4	16.4%
Residence A (ResA)	11	4,292.3	50.8%
Residence B (ResB)	12	928.1	11.0%
Residence C (ResC)	3	1,642.2	19.4%
Residence D (ResD)	1	5.0	0.1%
Residence D-1 (ResD-1)	2	66.8	0.8%
Residence D-2 (ResD-2)	1	32.4	0.4%
Residence E (ResE)	1	42.8	0.5%
Business (Bus)	3	49.1	0.6%

Any new commercial area over eight hundred square feet that makes a change to an existing building’s exterior requires site plan approval from the Planning Board.

<sup>2</sup> *Zoning Bylaws of the Town of Milton*, As Amended through the May 2009 Special Town Meeting, Section III, C4, page 14.

## MILTON MASTER PLAN INVENTORY: LAND USE AND ZONING

**Mixed Use Planned Unit Development** – In the Milton Village/Central Avenue Business District a mixed commercial and residential planned unit development on a lot of no less than 80,000 square feet of land (exclusive of wetlands), may be allowed with a special permit from the Planning Board subject to a variety of conditions and design criteria. At least 30% of the area must be public open space. The Planning Board may provide bonus housing units and additional gross floor area in exchange for public amenities/open space. Ten percent of the housing units must be “affordable” and subject to long-term deed restrictions.<sup>3</sup>

A similar provision is made for lots no less than 20,000 square feet in the Central Avenue Business District subject to a different set of conditions and design criteria.<sup>4</sup>

### GENERAL AREA REQUIREMENTS

The table below shows the general requirements for minimum areas and frontages for the zoning districts. There are a variety of special circumstances that can modify these requirements.

Zoning Districts	Minimum Area	Minimum Frontage
Residence AA (ResAA)	80,000sf	150 feet
Residence A (ResA)	40,000sf 32,000sf*	150 feet
Residence B (ResB)	20,000sf 16,000sf*	100 feet
Residence C (ResC)	7,500sf	75 feet
Residence D (ResD)	100,000sf*	50 feet
Residence D-1 (ResD-1)	20 acres	150 feet
Residence D-2 (ResD-2)	25 acres	300 feet

\*with special permit

### GENERAL HEIGHT AND SETBACK REQUIREMENTS

The table below shows the general requirements for maximum heights and for minimum setbacks for the zoning districts. There are a variety of special circumstances that can modify these requirements.

Zoning Districts	Maximum Height	Front Yard	Back Yard	Side Yard
Residence AA (ResAA)	35	30 feet	30 feet	15 feet
Residence A (ResA)	35	30 feet	30 feet	15 feet
Residence B (ResB)	35	25 feet	30 feet	8 feet
Residence C (ResC)	35	20 feet	30 feet	8 feet
Residence D (ResD)	35	30 feet	15 feet	
Residence D-1 (ResD-1)	35		30 feet	
Residence D-2 (ResD-2)	45		175 feet	
Business (Bus)	45/65*	6 feet	20 feet	6 feet

\*with special permit

### FLOOD PLAIN OVERLAY DISTRICT

The overall purpose of the Floodplain Overlay District is to decrease the impacts that can be associated with flooding including disruption of utility networks, pollution or contamination of surface

<sup>3</sup> *Zoning Bylaws of the Town of Milton: As Amended Through the May 2009 Special Town Meeting, Section III. page 26.*

<sup>4</sup> *Zoning Bylaws of the Town of Milton: As Amended Through the May 2009 Special Town Meeting, Section III. page 30.*

## MILTON MASTER PLAN INVENTORY: LAND USE AND ZONING

and ground waters, loss of life and property, and the costs of response and cleanup. The overlay district is based on the Town of Milton Flood Insurance RATE Maps. “Within the floodway, no new construction, substantial improvement or other land development shall be permitted unless it is demonstrated to the Building Commissioner that the cumulative effect of the proposed development, when combined with all other existing and anticipated development, will not increase the water surface elevation of the base flood level at any point within the Town.<sup>5</sup>”

### CLUSTER DEVELOPMENTS

The zoning bylaw allows “a residential development in which the buildings and accessory uses are clustered together into one or more groups separated from adjacent property and other groups within the development by intervening open land.<sup>6</sup>” Ten acres, in one ownership, are required, but the Planning Board may permit a cluster development on a parcel not less than five acres. The purpose of the provision is to “to permit development on large tracts of land in a manner which preserves open space and topography, wooded areas, and natural features of substantial portions of those tracts, and to provide a process requiring careful site planning and high quality design resulting in developments in

<sup>5</sup> *Zoning Bylaws of the Town of Milton*, As Amended through the May 2009 Special Town Meeting, Section IV, C4b, page 46. See also “Approved Articles as Amended from June 2009 Through the October 2013 Town Meeting” Article 37, 2012.

<sup>6</sup> *Zoning Bylaws of the Town of Milton*, As Amended through the May 2009 Special Town Meeting, Section VI, J1a, page 66.

harmony with the surrounding open spaces, which enhance the neighborhoods in which they occur and the Town as a whole.<sup>7</sup>”

### WIND TURBINES

There is a provision to allow up to two wind turbines on land owned by the Town.<sup>8</sup>

### ISSUES, CHALLENGES, AND OPPORTUNITIES

The following is a preliminary list of issues, challenges and opportunities posed by the findings of the inventory of existing conditions of Milton’s land use and zoning.

### NON-CONFORMING LOT SIZES

Several zoning districts contain lots that are smaller than the minimum required in the district. This results in owners of those lots having to request special permits for any changes or remodeling of their homes – a process that can be burdensome and inhibit improvements.

### RESIDENCE AA NON-CONFORMING LOTS

In the 3 areas of the Residence AA district there are a total of 318 parcels, of these 193 (61%) are smaller than 80,000 sf.

<sup>7</sup> *Zoning Bylaws of the Town of Milton*, As Amended through the May 2009 Special Town Meeting, Section VI, J1b, page 67.

<sup>8</sup> *Zoning Bylaws of the Town of Milton*, Approved Articles As Amended from June 2009 Through the October 2013 Town Meeting, Article 3, 2010

## MILTON MASTER PLAN INVENTORY: LAND USE AND ZONING

### RESIDENCE A NON-CONFORMING LOTS

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In the 11 areas of the Residence A district there are a total of 1143 parcels, of these 415 (36%) are smaller than 40,000 sf.

### RESIDENCE B NON-CONFORMING LOTS

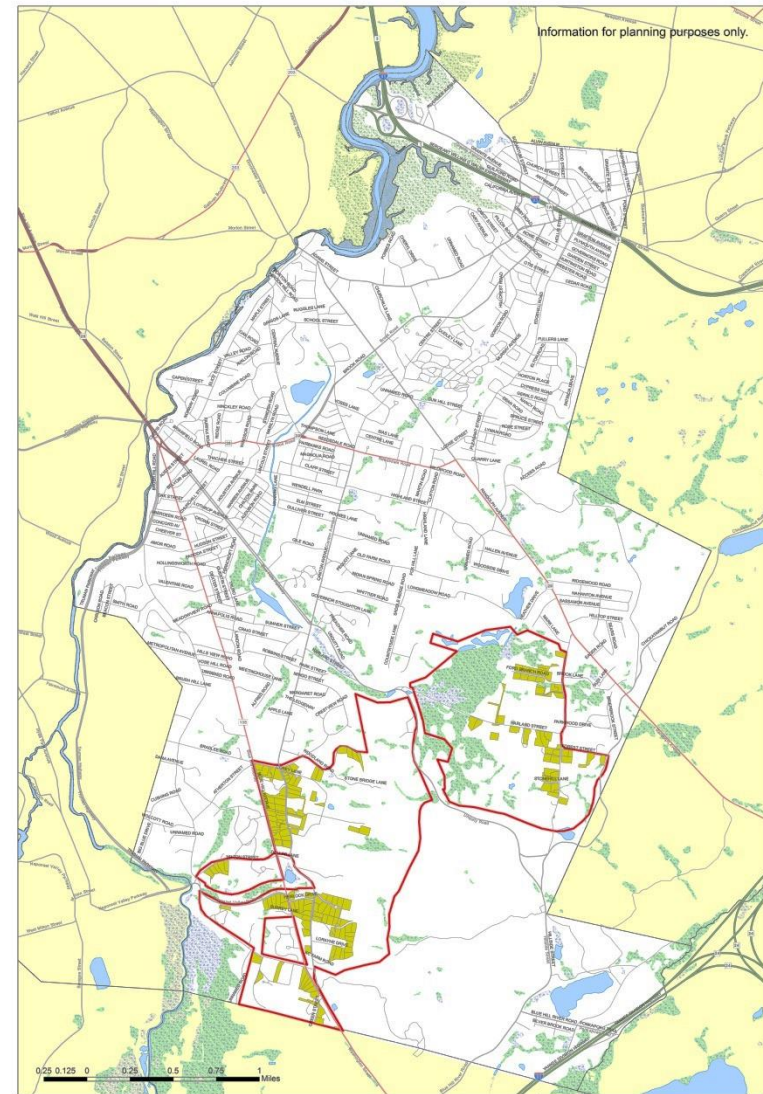
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In the 12 areas of the Residence B district there are a total 766 parcels, of these 353 (46%) are smaller than 20,000 sf.

### RESIDENCE C NON-CONFORMING LOTS

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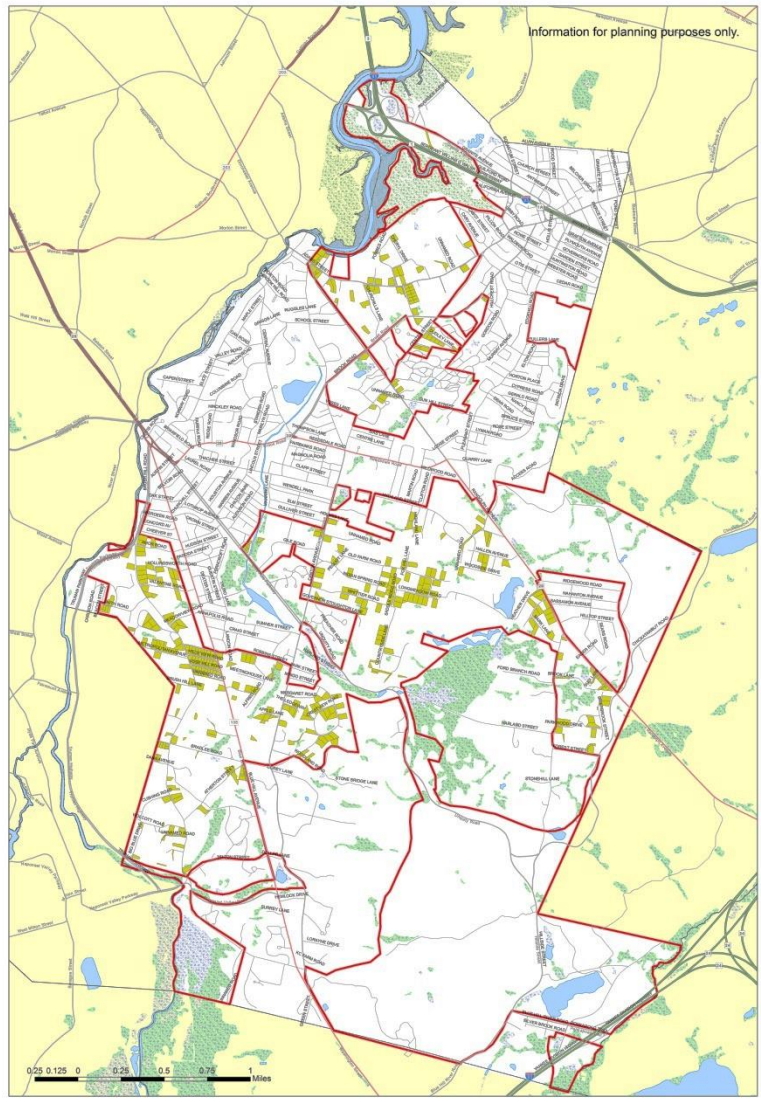
In the 3 areas of the Residence C district there are a total of 5,826 parcels, of these 3,794 (65%) are smaller than 7,500 sf.



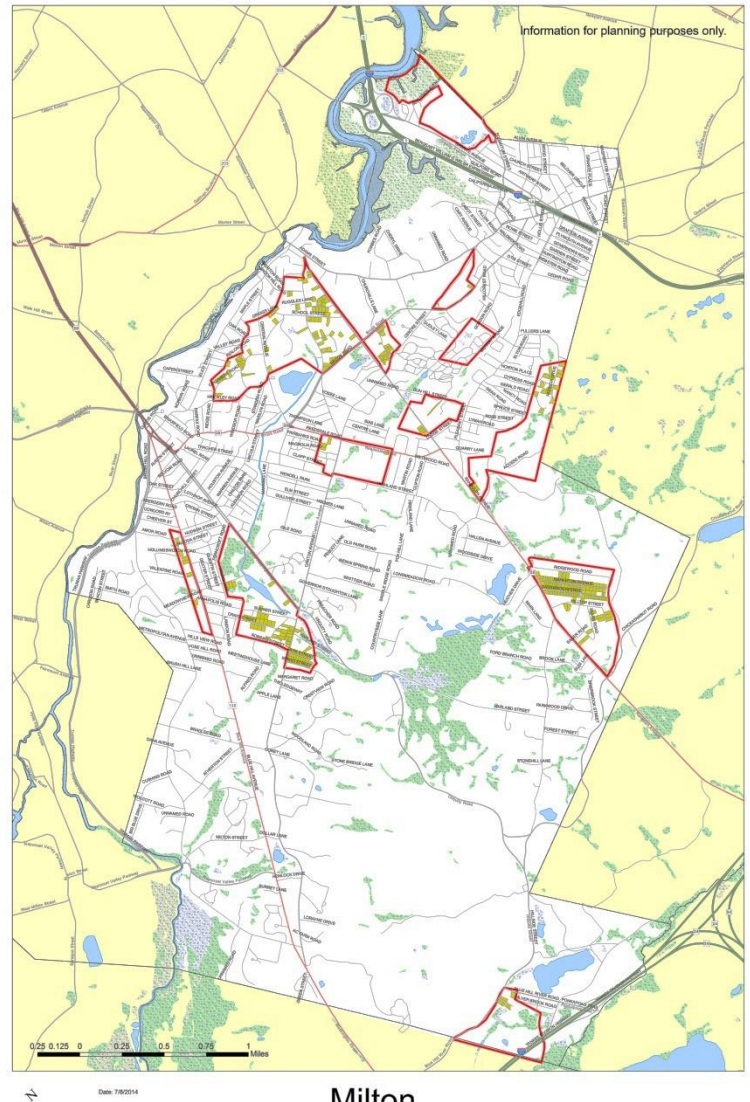
Milton  
Residence AA Small Lots



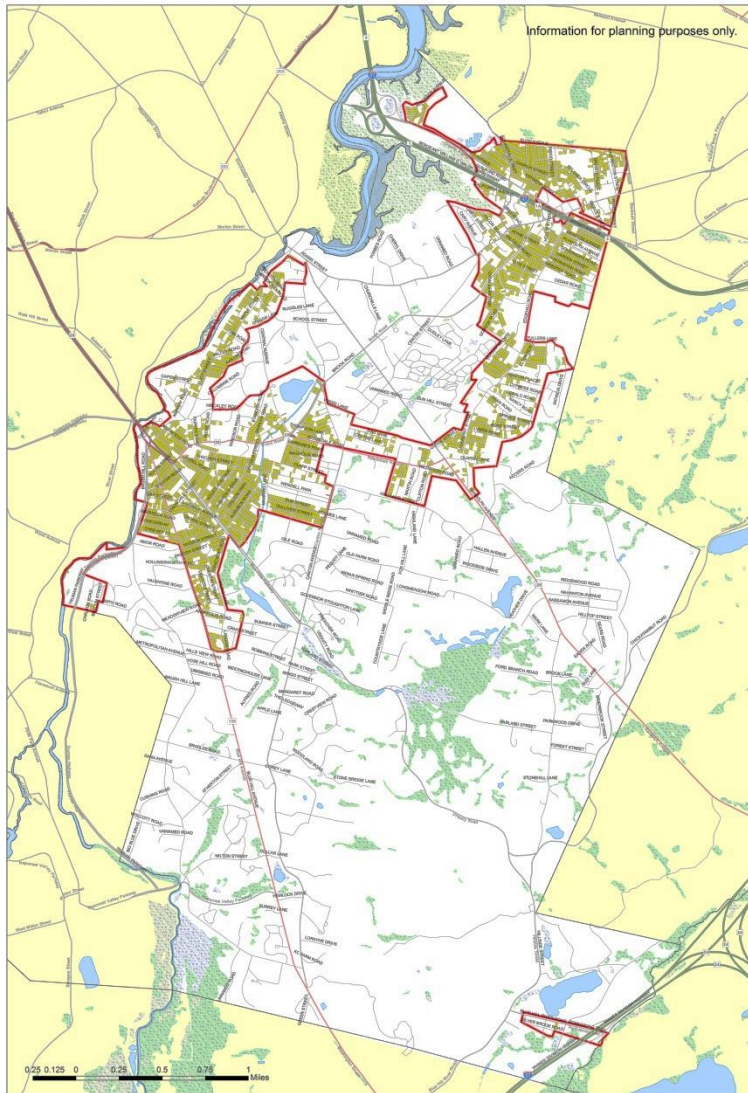
MILTON MASTER PLAN INVENTORY: LAND USE AND ZONING



Milton  
Residence A Small Lots



Milton  
Residence B Small Lots



Milton  
Residence C Small Lots

#### ESTATES AND INSTITUTIONS

Milton has a number of estates and institutions that may be subject to future land use changes. The map on the follow page shows large private holdings that are relatively undeveloped and institutions.

#### NON-CONFORMING USES

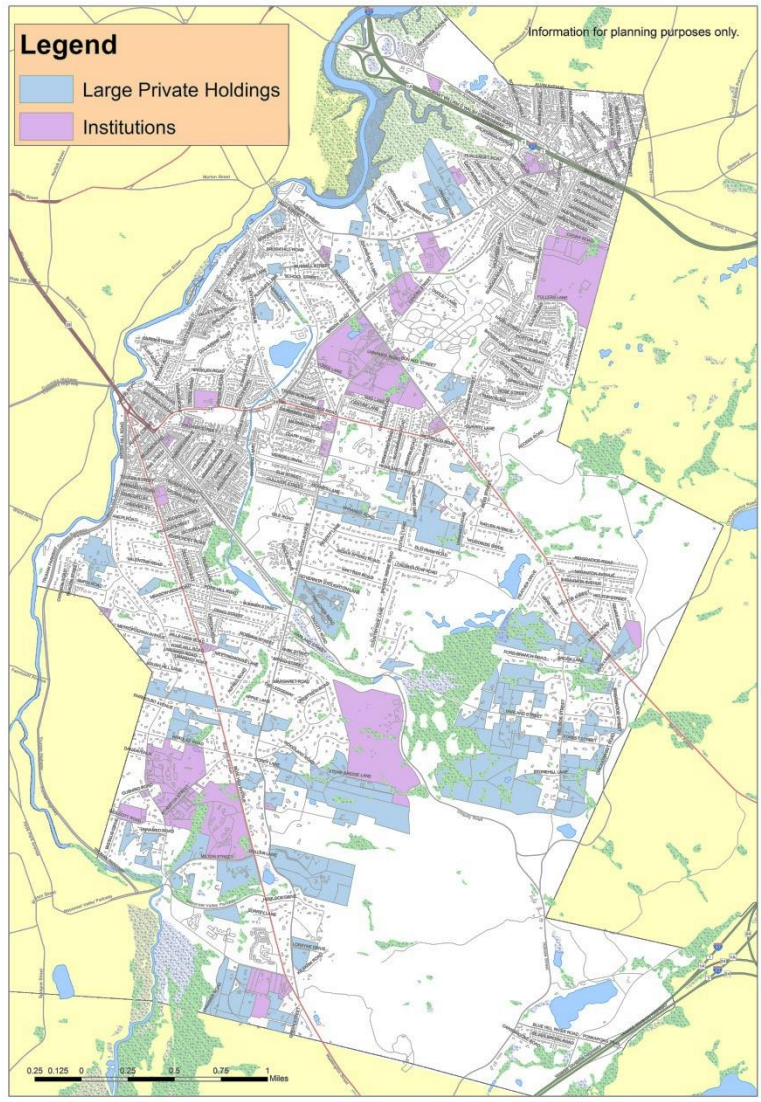
Uses that do not conform to their residential districts' land use restrictions are permitted by special permit and many provide desired and useful services. But again, the process of obtaining a special permit sometimes can inhibit improvements to the property. The map on the following page indicates parcels that do not conform to their districts' residential land use provisions.

#### ACCESSORY USES

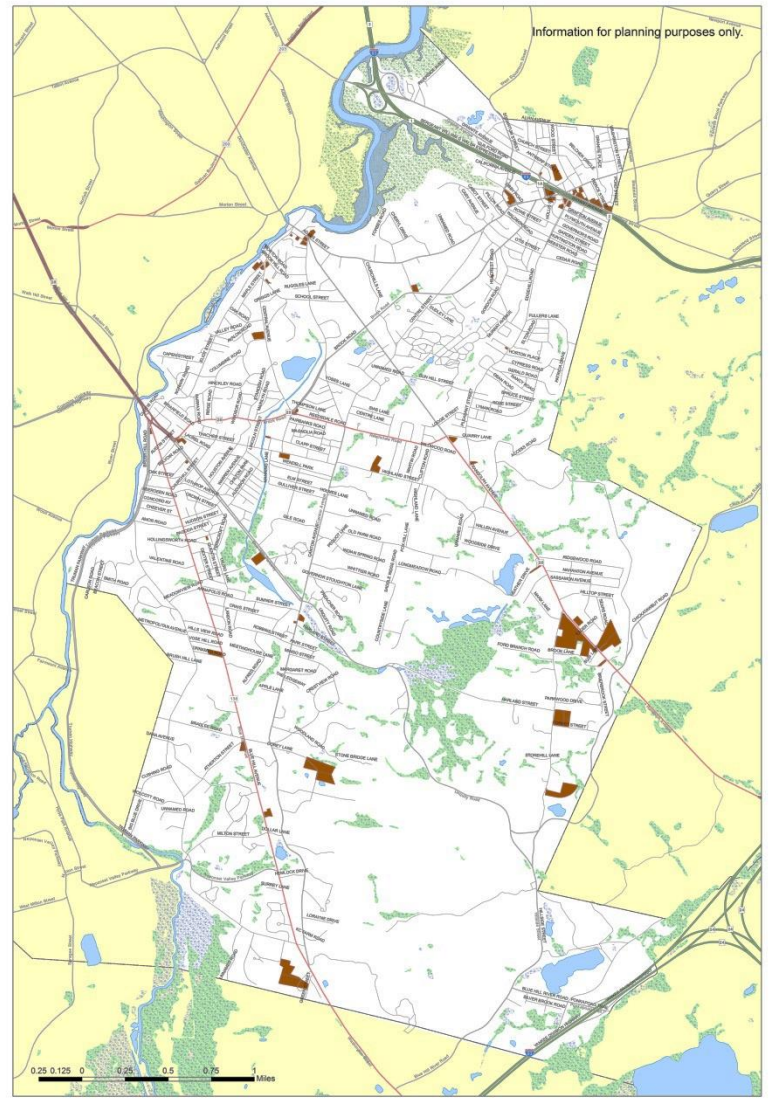
Apartments in people's homes are allowed, but are limited to family members and require a renewal of the permit every four years. There have been discussions about permitting such apartments as a means of increasing housing options.



MILTON MASTER PLAN INVENTORY: LAND USE AND ZONING



Milton  
Large Private and  
Institutional Holdings



Milton  
Nonconforming Uses

REFERENCES

Massachusetts Geographic Information System (MassGIS)

The Zoning Bylaws of the Town of Milton  
Milton 2009 Zoning Bylaw  
Approved Articles As Amended From June 2009 Through the  
October 2013 Town Meeting

Milton Assessors' Parcel data 2014

Aaron Henry "Proposed Zoning (and Related)  
Changes/Amendments" 2006



- Complete Revision of Zoning

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ZONING REVISION PROPOSALS

In 2006, a review of the zoning bylaw by Planner Aaron Henry resulted in the following proposed revisions to zoning:

- Milton Village Historic District zoning provisions in accordance with MGL 40C.
- Redrafting of Site Plan Approval process
- Outdoor storage and rear set-back provisions (2010 – Article 2)
- Cluster bylaw revisions to include Transfer of Development Rights (Preliminary Draft available)
- Prohibit “Big Box” retail
- Revise sign controls
- Water Protection and Zone II bylaw (Preliminary Draft available)
- Open Space Zoning (Preliminary Draft available)
- Town Center Zoning (Preliminary Draft available)
- Neighborhood Businesses (Preliminary Draft available)
- Update Zoning Map
- Inclusionary Bylaw
- Multi-family By Right
- Accessory Units
- Outdoor lighting
- Noise bylaw
- Flexible Development
- Design Review



One of Milton’s Elegant Estates

This housing inventory presents an overview of the current housing situation in the town of Milton, providing a context within which a set of goals, objectives, and action recommendations can be developed to address identified housing needs. Information on housing characteristics is summarized in Table 1.

Residential development is Milton’s largest land use, after open space, giving the town its prime characteristics. Among these are handsome estates, high quality suburban low density developments and urban higher density areas of substantial housing. Its extensive open spaces give Milton a semi-rural character in some places.

**Table 1: 2010 Summary of Housing Characteristics for Milton, Norfolk County and Massachusetts**

Housing Characteristics	Milton	Norfolk County	Massachusetts
Total units	9,700	270,359	2,808,254
<b>% Occupied housing units</b>	<b>95.6%</b>	<b>95.4%</b>	<b>90.7%</b>
% Owner-occupied units	82.4%	69.2%	62.3%
% Renter-occupied units	17.6%	30.8%	37.7%
Single-family detached	73.8%	57.9%	51.9%
% Units in structures of 3 or more units*	11.8%	31.8%	32.4%
Median # of rooms/dwelling	6.9 rooms	6.0 rooms	5.5 rooms
Median single-family sales price	\$460,000	\$350,000	\$282,500
Median gross rent*	\$1,268	\$1,244	\$1,034
Housing density 2010 (units per	746	677	358

Sources: Data for the above table is derived, for the most part, from 2010 census figures (full counts instead of estimates). Asterisks (\*) note estimates from the U.S. Census Bureau’s American Community Survey (ACS), 2008-2012 for Milton and 2012 for the county and state.

From a total of 9,700 housing units that were counted as part of the 2010 census, approximately half (4,535 units or 46.8%) predate World War II, and a total of 7,300 units or three-quarters of the units were constructed prior to 1960. This clearly identifies Milton as one of the older suburbs of Boston, with most of its development occurring during the earlier part of the 20<sup>th</sup> century. This older housing may be in need of repairs, remodeling, or lead paint removal. This early housing development is significantly higher than countywide levels where 46.8% of all units were built prior to 1940 with an additional 28.5% between 1940 and 1960, according to the 2010 U. S. Census of Housing.

**Key Findings from the 2013 Draft Housing Production Report**

- Milton’s 2010 population of 27,003 was actually about the same as its population in 1970, after which it subsequently lost some population and has been *slowly growing again*.
- As Milton is an older suburb approaching buildout, it has a *considerably higher population density* than the county and state.
- The number and percentage of *minority residents have increased substantially* and is now proportionately higher than county and state levels.
- Milton on a whole has proportionately *more children, fewer young adults, and more seniors*. The aging of the population is reflected in a higher median age of 43.1 years.
- Milton has *more families* and fewer residents who live alone, although the average household size, while still higher than the county and state, has decreased somewhat over the past several decades.
- Milton is experiencing *greater income disparities* among its residents with significant increases in both the median household income level (to \$104,357) and poverty. While poverty levels are lower than the county and state, this increase is disturbing given the general affluence of the community.
- There were also significant discrepancies between the median incomes of owners and renters, at \$119,420 and \$27,853, respectively. *What is particularly notable is that the median income of renters decreased over the past decade, from \$41,071 in 1999!*
- *Almost one-fifth of all households were earning less than \$35,000* while more than half were earning more than \$100,000. This level of affluence is substantially higher than county and state levels.
- *Housing growth was higher than population growth* between 2000 and 2010 at 5.6% and 3.6%, respectively, reflective of increasing numbers of smaller households.

**Key Findings from the 2014 Draft Housing Production Report (Continued)**

- Milton has a considerably *higher level of owner-occupancy* than the county and state.
- Milton has *less housing diversity* with a higher proportion of single-family detached homes.
- *Housing costs are higher* in Milton with median house prices of \$460,000 and average rents of about \$1,600. *Milton’s housing units are larger* on the whole than the county and state, requiring incomes of \$96,250 and \$70,000, respectively.

**Additional Key Points from this Master Plan Inventory**

- Housing growth has slowed substantially. Only 3 to 4 new residential building permits have been issued annually in the last few years.
- Housing vacancy rates are very low, reflecting the high demand for housing in Milton.
- 47% of Milton’s housing stock was built before 1940.
- 82% of Milton’s Homes are owner-occupied.
- 76% of Milton Housing units are single-family.
- Milton is very close to residential build-out. Only 260 more housing units can be built on unbuilt land, given current zoning.
- The average asking price for homes in Milton is \$944,677.
- The recent median sales price for a home is \$586,000.
- There are 86 homes on the market as of July, 2014.
- 104 homes have been sold over the last year.
- There are 37 foreclosures of homes on the market.
- Almost ½ of the new homes built since 2010 involved the “tear-down” of an existing house.
- There are 426 housing units classified as Chapter 40B subsidized. This is 4.4% of the total housing units in town.

HOUSING RESOURCES AND CONCERNS

7,300 units or three-quarters of the units were constructed prior to 1960. This clearly identifies Milton as one of the older suburbs of Boston, with most of its development occurring during the earlier part of the 20<sup>th</sup> century. This older housing may be in need of repairs, remodeling, or lead paint removal. This early housing development is significantly higher than countywide levels where 46.8% of all units were built prior to 1940 with an additional 28.5% between 1940 and 1960, according to the 2010 U. S. Census of Housing.

Since the early 1960s, housing development has fallen off considerably with the total number of units built per decade ranging from 259 in the 1990s to 607 in the 1960s. Between 2000 and 2010, a total of 171 housing units were permitted, representing 1.8% of the housing stock. Table 2 shows the residential building permits issued in Milton between the second half of 1999 and 2013. Residential building activity fell off significantly after 2004 and still remains at only 3 to 4 housing units per year.

**Table 2: Building Permits for new Housing Units Issued from 1999 to 2013**

Last 1/2 of 1999	70*		2007	3
2000	24		2008	3
2001	13		2009	2
2002	15		2010	2
2003	18**		2011	4
2004	15		2012	3
2005	1		2013	4
2006	4	Total Units		254

\* 54 units in townhouse developments on Caroline Drive and Weld Lane.

\*\*1permit for 74 units on Wharf Street.

Source: Milton Department of Inspectional Services

As shown in Table 3, Milton had 9,274 occupied units, of which 7,644 or 82.4% were owner-occupied while the remaining 1,630 or 17.6%, were rental units. This level of owner-occupancy was substantially higher than the county and state at 69.2% and 62.3%, respectively. However, about two-thirds of the growth in occupied housing units involved rentals between 2000 through 2010, despite the high level of town-wide owner-occupancy.

Table 3 also shows an ongoing decline in the average number of persons per unit, reflective of the increasing number of smaller households in Milton. Not surprisingly, the average number of persons per owner-occupied unit was larger than for rentals, at 2.89 persons and 2.08 persons, respectively.

The 2010 census counted 4.4% or 426 units as vacant, up from 1.5% and 179 units in 2000. As indicated in Table 4, the homeowner vacancy rate was 1.1% and the rental vacancy rate was 5.9%, up only slightly from 2000 and still well below state and national levels. The numbers involved in these vacancy statistics were relatively low as any level below 5% is considered to represent tight market conditions.

**Table 3: Housing Occupancy: 1990-2010**

Occupancy Characteristics	1990		2000		2010	
	#	%	#	%	#	%
Total Units	9,003	100.0	9,161	100.0	9,700	100.0
Occupied Units *	8,749	97.2	8,982	98.5	9,274	95.6
Total Vacant Units *	254	2.8	179	1.5	426	4.4
Owner-Occ. Units **	7,219	82.5	7,554	84.1	7,644	82.4
Renter-Occ. Units **	1,530	17.5	1,428	15.9	1,630	17.6

Average House-Hold Size of Owner-Occupied/ Rental Unit	2.98/2.25 persons	2.92/2.09 persons	2.89/2.08 persons			
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Sources: U.S. Census Bureau 1990, 2000 and 2010 Census of Housing

\* Percentage of total housing units

\*\* Percentage of occupied housing units

**Table 4: Vacancy Rates: 2000 and 2010**

Milton Vacancy Rates by Tenure				
	2000	2010	MA 2010	Nation 2010
Rental	2.9%	5.9%	6.5%	9.2%
Owner-Occupied	0.4%	1.1%	1.5%	2.4%

Sources: U.S. Census Bureau 2000 and 2010

The 2012 U. S. Census estimates indicate that about three-quarters of the existing housing units (73.8%) were in single-family detached structures, (Table 5) significantly higher than the 57.9% level for the county. However, this data shows that Milton has actually experienced a loss of these units, from 7,209 single-family detached units in 2000 to 6,905 by 2011. Another 241 units were located in single-family attached dwellings, up from 179 in 2000. There has been some resurgence of condo conversions in which investors purchase a single-family home for about \$500,000 and then proceed to do necessary improvements to create and sell two (2) condos in the same structure for \$350,000 each.

**Table 5: Units in Structure: 1990 – 2011**

Type of Structure	1990		200		2011	
	#	%	#	%	#	%
1-Unit Detached	6,982	77.5	7,209	78.7	6,905	73.8
1-Unit Attached	178	2.0	179	2.0	241	2.6
2 to 4 Units	1,412	15.7	1,334	14.6	1,079	11.5
5 to 9 Units	63	0.7	80	0.9	89	1.0
10 or More Units	304	3.4	351	3.8	1,044	11.2
Other	64	0.7	8	0.1	0	0.0
Total	9,003	100.0	9,161	100.0	9,358*	100.0

Source: U.S. Census Bureau 1990 and 2000 and American Community Survey 2008-2012. \*The American Community Survey involves sampling and is low by 3.5% from the 2010 Census Bureau 100% count of 9,700.

There has also been a loss of 333 units in two to four-unit structures, from 1,412 in 1990 to 1,079 by 2011. The decline in these units represents some significant erosion of the community’s more affordable housing as small multi-family dwellings tend to provide relatively less costly rental and ownership opportunities.

There was a small gain in the number of units in five to nine-unit structures and a substantial increase in units in larger multi-family structures with an increase from 304 to 1,044 units between 1990 and 2011 in structures with ten or more units, involving 11.2% of the town’s total housing units. The census counted eight (8) mobile homes in 2000 but none by 2011. In summary there has been an increase of 439 multi-family units since 2000, a 25% increase, and a decrease of 242 single-family units (detached and attached) since 2000 (a 3% loss).

The 25% increase in multi-family housing units represents a substantial change for Milton. For example the 6-story apartments at 88 Wharf Street

and the 4-story Condo Residences at Brook Hill extend a strong element of urbanism from Boston across the Neponset River into the town, which is primarily suburban in character. There is a strong market for multi-family apartments and condominiums in Milton which could change the character of the neighborhoods in which they are built.

The median number of rooms per housing unit was 6.9 indicating that the average home had three (3) to four (4) bedrooms, and dwelling size ranged from 1,364 units or 14.6% of units with four (4) rooms or less to 2,226 units or 23.8% of the housing stock that are very large with nine (9) rooms or more.

**Housing Value and Sales**

Census data on housing values for owner-occupied units is provided in Table 6. Milton’s housing values, as shown in Table 6, are relatively high as the nation, state and region have almost recovered from the recent financial crisis .

The U. S. Census indicates that the 2011 median house price was \$481,800, up 68.6% from the 2000 median house value of \$285,800, and more than double the 1990 median of \$219,600. The census counts 104 units that were valued at less than \$100,000, and there were no units that were valued between \$100,000 and \$200,000. Almost 500 units were valued between \$200,000 and \$300,000, still relatively affordable. This small number of affordable homes is in sharp contrast to the 569 homes valued at more than \$1 million. Almost half of the units were assessed between \$300,000 and \$500,000.

A build-out analysis that was completed in 2000 by MAPC projected that only another 800 units could be built in Milton based on existing zoning at the time. Given development since then, this figure has been reduced

**Table 6: Distribution of Milton’s Housing Values; 1990, 2000 and 2010**

Housing Value Category	1990		2000		2010	
	#	%	#	%	#	%
Less than \$100,000	136	2.2	55	0.8	104	1.4
\$100,000 to \$149,999	429	6.9	254	3.8	0	0.0
\$150,000 to \$199,999	1,949	31.2	871	13.1	0	0.0
\$200,000 to \$299,999	2,454	39.3	2,505	37.8	491	6.5
\$300,000 to \$499,999	1,282	20.5	2,132	32.1	3,551	47.1
\$500,000 to \$999,999			693	10.4	2,819	37.4
\$1,000,000 or more			122	1.8	569	7.6
Total	6,250	100.0	6,632	100.0	7,534	100.0
Median (dollars)	\$219,600		\$285,800		\$481,800	

Source: U.S. Census Bureau 1990 and 2000 and American Community Survey 2008-2012

to about 260, as reported in the Draft Housing Production Report of 2013. While the build-out projections have been considered less than reliable they do point to dwindling development opportunities and the need to integrate some affordability into future development.

Since 2010 another 24 single-family homes have been built, however 11 of these involved the demolition of a previous house and the net number of units is reduced to 13 as of June 13, 2013. Consequently almost half of new residential development involved teardown activity, likely replacing more affordable homes with larger more expensive ones and thus eroding some of the community’s more affordable private units.





High End Home in Milton



Modest One-Story Home in Milton



Modest two-Story Home in Milton



Small Home in Milton



Figure 1

The Warren Group tracks more updated market data from Multiple Listing Service data derived through actual sales available through March 2013. This historic market information since 1990 is summarized in Table 7. Most recent sales data is shown as a graph in Figure 1.

After a decline in market prices in the early 1990's, due largely to an economic slump, the market began to revive and rose significantly after 1997 to the height of the market in 2005 with a median single-family house price of \$475,000. The median price of condos was highest in 2004 at \$515,000. After that housing values have been relatively stable for single-family homes despite the bursting of the housing bubble over the last few years with a median of



88 Wharf Street Apartments

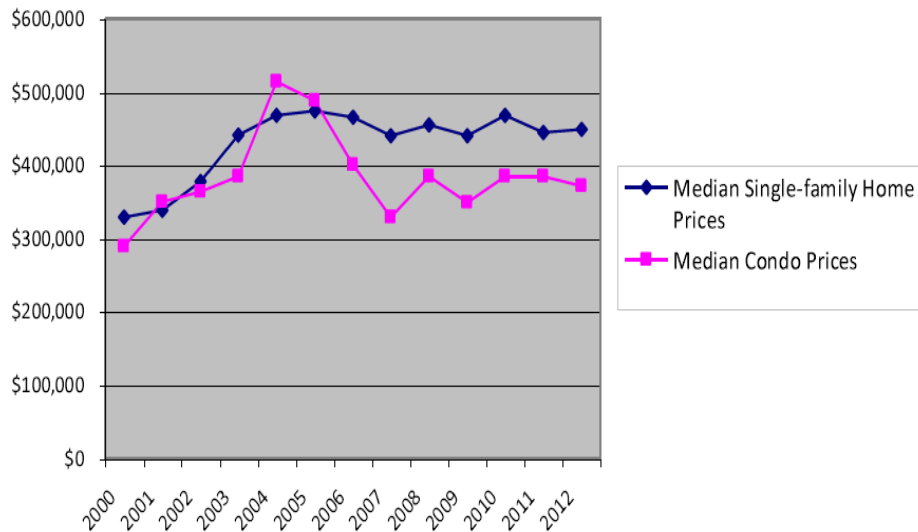


Condominium Units at 17 – 19 Revere Street

\$460,000 as of March 2013. Since then prices have risen significantly to %520,099 as of June, 2014.

Prices of condos have been largely lower and more volatile as shown in Figure 2, dipping to a low of \$330,000 in 2007 but increasing to \$372,500 in 2012. By 2014 the median price of a condominium unit has risen to \$515,000.

**Figure 2**  
Median Housing Prices, 2000 to 2012



Numbers of sales in any year has ranged considerably for both single-family homes and condos. For example, sales of single-family homes ranged from a low of 199 in 1991 to highs of 387 and 365 sales in 1998 and 2005, respectively. Since then market activity fell off to 233 sales in 2010, reviving somewhat to 297 in 2012 and 306 in 2013.

Condo sales reached a high of 49 in 2005 but have been down considerably since then to only nine (9) in 2009 and 22 in 2012. Table 7 summarizes sales activity for single-family homes and condos between April 2012 and 2013. There were a number of sales for less than \$200,000, however given the low sales prices of most of these units, it is likely that these did not reflect market values but were some type of special transaction. Most of the single-family home sales were priced between \$300,000 and \$600,000, however condo sales were concentrated in the \$200,000 to \$500,000 range. Median sales prices were \$455,000 and \$370,000 for between \$300,000 and \$600,000, however condo sales were concentrated in the \$200,000 to \$500,000 range. Median sales prices were \$455,000 and \$370,000 for single-family homes and condos, respectively. Milton has a significant luxury market with 16.2% of all sales priced beyond \$700,000. According to the Trulia Real Estate Listings for July, 2014, the average asking price of a home in Milton is \$944,677. The Median sales price is \$586,000. The number of homes for sale is 86 with 104 recently sold. There are 37 foreclosures listed. Kelley & Rege, a Milton real estate firm reports that since April, 2014, homes stay on the market for an average of 58 days and that the average sales price was \$633,839 for this period.

**Rental Availability and Costs**

Recent listings of rental units are presented in Tables 8 and 9, indicating the high cost of rental housing in Milton. The lowest rents were in apartments in older homes, ranging from \$1,475 to \$1,650. Houses were listed from \$1,795 to \$3,200 and condos were in the \$2,700 to \$2,950 range. As shown in Table 3 only about 18% of Milton residents live in rental units.



**MILTON MASTER PLAN INVENTORY: HOUSING, HOUSEHOLDS AND POPULATION**

Year	Months	Single-Family	# Single-family Sales	Condos	# Condo Sales
2013	Jan – Mar	\$460,000	37	\$--	2
2012	Jan – Dec	450,000	297	\$372,500	22
2011	Jan – Dec	445,000	247	385,000	22
2010	Jan – Dec	469,000	233	385,000	20
2009	Jan – Dec	440,500	246	350,000	9
2008	Jan – Dec	456,000	256	385,000	15
2007	Jan – Dec	441,000	265	330,000	24
2006	Jan – Dec	466,000	232	400,500	24
2005	Jan – Dec	475,000	365	489,000	42
2004	Jan – Dec	469,000	349	515,000	49
2003	Jan – Dec	441,500	300	385,500	10
2002	Jan – Dec	378,500	295	364,000	13
2001	Jan – Dec	338,700	314	350,500	10
2000	Jan – Dec	330,000	317	289,750	14
1999	Jan – Dec	275,000	309	267,000	15
1998	Jan – Dec	239,900	387	214,125	12
1997	Jan – Dec	195,000	357	169,800	13
1996	Jan – Dec	188,000	326	189,500	10
1995	Jan – Dec	180,500	330	196,000	9
1994	Jan – Dec	185,138	310	190,000	14
1993	Jan – Dec	177,500	277	190,000	13
1992	Jan – Dec	174,500	256	169,000	6
1991	Jan – Dec	190,000	199	227,500	20
1990	Jan – Dec	194,000	203	224,000	4

**Table 7: Sales of Single-Family and Condominium Units; 1990 - 2013**

Source: The Warren Group

**Table 8: Rental Costs - 1980-2011**

Gross Rent	1980		1990		2000		2011	
	#	%	#	%	#	%	#	%
Under \$200	202	15.0	160	10.7	58	4.1	33	2.0
200-299	332	24.7	94	6.3	33	2.3	102	6.3
300-499	569	42.3	233	15.5	152	10.8	38	2.3
500-749	101	7.5	417	27.8	310	21.9	172	10.6
750-999			321	21.4	270	19.1	269	16.6
1,000-1,499			109	7.3	382	27.0	393	24.3
1,500 or more					66	4.7	557	34.4
750-999			321	21.4	270	19.1	269	16.6
No cash rent	142	10.5	165	11.0	143	10.1	54	3.3
Total	1,346	100.0	1,499	100.	1,414	100.0	1,618	100.0
Median rent	\$321		\$646		\$830		\$1,268	

Source: U.S. Census Bureau 1980, 1990, 2000 and 2011 American Community Survey, 2007-2011

There are also significant differences between the median incomes of owners and renters, at \$119,420 and \$27,853, respectively. It is important to note that the median income of renters decreased substantially over the past decade, from \$41,071 in 1999 to \$27,853 in 2010.

**Table 9: Rental Listings; May 2013**

Unit Type	# Bedrooms	Square Footage	Rent
Apartment in house	1	825	\$1,475
Apartment in house	2	NA	\$1,600
Apartment in house	2	1,100	\$1,600
Apartment in house	2	1,128	\$1,650
Apartment	2	1,447	\$1,650
House	3	1,200	\$1,795
Loft apartment	1	800	\$1,800
Older house	4	1,800	\$2,200
Older house	4	1,800	\$2,500
House	4	2,281	\$2,500
Condo	1	NA	\$2,700
Condo	2	1,164	\$2,700
Condo	2	1,593	\$2,950
House	4	2,500	\$3,000
House	4	NA	\$3,200

Sources: Internet listings in Craigslist and Zillow

**HOUSING AFFORDABILITY**

Children who grew up in the town are now facing the possibility that they may not be able to return to raise their own families locally. Long-term residents, especially the elderly, are finding themselves less able to maintain their homes but unable to find alternative housing that responds to their current lifestyles and resources. Families are finding it more difficult to “buy up,” purchasing larger homes as their families grow. Town employees and

employees of local businesses are increasingly hard pressed to find housing that is affordable within the community. Increasing household income disparity (see the Appendix on household income by decade) also makes it more difficult for households of average income to compete with the increasing numbers of high income households. More housing options are required to meet the needs of these diverse populations and income groups.

Based on the Massachusetts Department of Housing and Community Development’s most recent data on affordable housing in Milton, the town has 426 units that are included on the Subsidized Housing Inventory (SHI)<sup>1</sup> associated with Chapter 40B comprehensive permit requirements, representing 4.42% of the year- round housing stock. Another nine (9) units are now eligible for inclusion on the Subsidized Housing Inventory (SHI) that would bring the total number of affordable units to 435 or 4.5% of Milton’s year-round housing stock. However, at least 964 of the existing units need to be “affordable” to meet the 10% standard under Chapter 40B, representing a current gap of 529 affordable housing units. Because the 10% state affordability threshold is only recomputed every decade as new census figures are released, the number of housing units required to meet this standard is a moving target.

Reaching the 10% affordability goal will be a significant challenge in Milton. First, because the town is an older established suburb of Boston, it is almost completely built-out.

As mentioned, Milton has 426 units or 4.42% of its 9,641 year-round housing units included in its Subsidized Housing Inventory (SHI), up from 380 units in

<sup>1</sup> For information on the Subsidized Housing Inventory please see the report at <http://www.mass.gov/hed/docs/dhcd/legal/comprehensivepermitguidelines.pdf>

2004. These units are listed in the table on the next page. Of the 426 SHI units, 52 are public housing units, 347 are privately owned, and 27 involve units in group homes supported by the state Department of Developmental Disabilities or Department Mental Health. All units involve rentals, and all of the privately owned subsidized housing is for the elderly. In total, 89% of the Town’s subsidized housing is for the elderly, 3% is for families, and about 8% is for people with special needs.

The Milton Housing Authority (MHA) administers 52 units of public housing, 40 for the elderly and disabled and twelve (12) for families. Demand for the town’s subsidized housing is very strong, particularly for the family units. According to the Milton Housing Authority, there were about 600 households on the waiting list for elderly and disabled units, including 39 Milton residents. The length of the wait on this list ranges from two to three years, with the disabled experiencing longer waits. The wait for family units is at least five years and currently the wait list includes about 50 families, including a few Milton residents. The Housing Authority has two handicapped accessible units and waits are at least five years.

The Housing Authority has also been administering 144 Section 8 housing vouchers although federal cutbacks have decreased these vouchers to 133. These rental vouchers enable income-eligible households to find housing in the private market with the voucher subsidizing the difference between a Fair Market Rent (FMR) and a percentage of the household’s income. Until recently, voucher holders were able to find units in Milton without too much difficulty. However, spikes in rental costs have resulted in fewer participants being able to find qualifying units with only about one-third of vouchers holders leasing units in Milton.

The privately owned housing is all run by the Milton Residences for the Elderly (MRE). One of its developments, Unquity House, includes 139 units of elderly housing consisting of 99 one-bedroom apartments with about 37 applicants on the wait list and another 40 studio apartments with a handful of applicants. The average wait time for units is about a year.

MRE also owns and manages Winter Valley Housing, which has 161 affordable elderly units counted by DHCD, of which there is a mix of assisted living, one-bedroom, two-bedroom, and efficiency units. Most of the units are subsidized but some are market rate, but still with quite affordable rents at \$879 for one-bedrooms and \$962 for two-bedrooms. There were 155 applicants on their wait list, 50 who were Milton residents. Some of the applicants were also grown children who live in Milton and are trying to relocate their parents in the community. Wait times ranged from about a year and a half for the subsidized units to up to four (4) years for the market units because there are so much fewer of them available.

**Table 10: Milton’s Subsidized Housing Inventory (SHI): May 2013**

Project Name	# SHI Units	Project Type/ Subsidizing Agency
65 Miller Avenue*	40	Rental – elderly disabled/DHCD
121 Central Avenue**	8	Rental – special needs/DHCD
753 Blue Hill Avenue**	2	Rental – special needs/DHCD
Eliot Street*	2	Rental – families/DHCD
Central Avenue*	2	Rental – families/DHCD
Lothrop Avenue*	2	Rental – families/DHCD
Brook Road*	2	Rental – families/DHCD
Tucker Street*	2	Rental – families/DHCD
Unquity House	139	Rental – elderly/MassHousing
Winter Valley Housing	129	Rental – elderly/HUD

**MILTON MASTER PLAN INVENTORY: HOUSING, HOUSEHOLDS AND POPULATION**

Winter Valley Phase II	32	Rental – elderly/HUD
Fuller Village Phase II	33	Rental -- elderly/DHCD
DDS Group Homes	20	Special Needs Rental/DDS
DMH Group Homes	7	Special Needs Rental/DMH
<b>TOTAL</b>	426	399 rentals, 27 special needs rentals, and no ownership

Source: Massachusetts Department of Housing and Community Development, May 22, 2013

\* Milton Housing Authority units. \*\* Group homes that are owned and managed by MHA but services are provided to residents by outside vendors.

No units were created through use of a 40B Comprehensive Permit

All units will remain affordable in perpetuity except for Unquity House (affordability expiring in 2014), Winter Valley (affordability expiring in 2020) and Winter Valley Phase II (affordability expiring in 2031).

Fuller Village has 321 units. It is managed by the Milton-Fuller Housing Corp. While 25% of the units are affordable to households earning at or below 80% of area median income, the state has only allowed 33 of these units to be counted as part of the Subsidized Housing Inventory, largely due to the added complexity of the life lease arrangement under which these units are financed. The Town is continuing to work with Fuller Village to try to establish the status of permanent affordability under Chapter 40B for these affordable units. An additional 51 units are slated to be added to the state Subsidized Housing Inventory (SHI) as part of Fuller Village.

The market rate prices for Fuller Village were priced significantly lower than market comparables, the most expensive two-bedroom unit selling for \$355,000 with a monthly maintenance fee of \$1,490 versus the affordable units selling typically for around \$288,000 with a monthly fee of \$1,180. There are 63 applicants on the wait list for the affordable units and 97 waiting for market rate units. Since there are far fewer affordable units, the wait times for these units are longer. The development has 13 handicapped

accessible residences, one for the hearing impaired, and an additional 27 units that are partially accessible with walk-in showers.



Housing Authority Offices and Units at 65 Miller Ave.





Fuller Village on Blue Hill Ave.

The Town has achieved a number of its housing objectives through relatively recent initiatives including:

- *Milton Hill House*  
The Town received a \$1 million grant from the state’s MassWorks Program to connect two business districts – Milton Village and the Central Avenue Business District – and pursue transit-oriented development as both districts are adjacent to MBTA train stations. Additionally, new development is being proposed in the area including 28 units of new housing construction and the retrofit of two (2) units at 36-50 Eliot Street. Three (3) of these new units, or 10%, will be affordable.
- *Work, Inc. Special Needs Housing*  
Work, Inc. has built special needs housing for five (5) disabled residents in a state-of-the-art special facility that the Town committed a significant amount of HOME Program funding.
- *36 Central Avenue*  
This mixed residential and commercial development includes 18 residential units of which two (2) are affordable and occupied. The market rate units were priced between \$399,000 and \$589,000 and the affordable units sold for \$157,000. These units were permitted through the Town’s Planned Unit Development (PUD bylaw and should be added to the SHI as Local Action Units (LAU).

There are also several additional developments, representing nine (9) total units, which should be included on the SHI including 102 Blue

Hill Avenue where there are two (2) family units that are owned and managed by the MHA and mistakenly not included on the SHI.

In addition to the above projects, the Town has implemented a number of other strategies that were included in the 2006 Housing Plan including obtaining approval for a Municipal Affordable Housing Trust Fund and joining the South Shore HOME Consortium to secure another important resource for creating affordable housing.

The 426 subsidized units that are currently listed on the SHI, in addition to the sixty (60) units referenced above that are eligible for inclusion, total 486 units or 5% of Milton’s year-round housing, falling 478 units short of the 10% goal established under M.G.L. Chapter 40B. In addition, the base number increases every ten (10) years on the basis of the federal census and hence in 2020 a new base of year-round housing units will be established. In any event, the 10% goal is an arbitrary number used statewide, and is not founded on identified need at the local level. As long as Milton remains below the 10% goal and is not making substantial progress in reaching it, the town remains vulnerable to development proposals that may conflict with existing zoning and the town’s vision for its future. Several developers are currently in the process of submitting or exploring comprehensive permit applications, however, as noted, none of the current SHI units involved comprehensive permits.

It should also be noted that there are a number of developments where affordability restrictions are due to expire that would remove them from the SHI. Restrictions to impose and maintain affordability expire after 15 or 30 years (depending on whether they were imposed before or after 1990) because time limited tax credits were granted to developers. It is possible under some circumstances to extend the expiration dates for

some projects.<sup>2</sup> While the Section 8 subsidies at Unquity House are due to expire in 2014, efforts are underway to obtain approval for the extension of these valuable subsidies to enable current tenants to afford to remain in their homes and to maintain the project's 139 units on the State Subsidized Housing Inventory. The affordability of Winter Valley Housing and Winter Valley Phase II with 129 and 32 units, respectively, also involve expiring affordability restrictions but with longer-term expiration dates.

### Proposed Projects

There are a number of housing projects that have been proposed that are in various stages of development including the following:

- **Milton Mews**  
Mill Creek Development is proposing 276 rental units off of Brush Hill Road through a comprehensive permit and received its site eligibility letter from MassHousing that enables it to apply to the ZBA for a comprehensive permit. Consequently all 276 units would be eligible for inclusion in the SHI, which would bring Milton's percentage of affordable housing up to 7.9% and give the Town two (2) years of certification under Housing Production. Of particular concern are the traffic impacts with an estimated 2,000 additional car trips per day on Brush Hill Road to Route 138, an area already plagued by serious congestion during rush hours.
- **131 Eliot Street**  
Connelly Development is pursuing a comprehensive permit at the old Hendries Building at 131 Eliot Street to include a seven-story building on

Central Avenue and a six-story building on Eliot Street next to an MBTA train stop. A total of 57 rental units are currently proposed with 71 parking spaces. The developer received its site eligibility letter from the Massachusetts Housing Partnership (MHP), the subsidizing agency, and filed its comprehensive permit application with the ZBA on July 24, 2014.

- **711 Randolph Avenue**  
Holland Construction is proposing a rental project with 72 units on seven (7) acres on Randolph Avenue, also through a comprehensive permit with MassHousing as the subsidizing agency. The developer received its site eligibility letter from MassHousing that enables it to file a comprehensive permit application with the ZBA.
- **Ford Ranch Road**  
Another possible comprehensive permit project involves the construction of 77 townhouse units on 13 acres off of Ford Ranch Road that would include 19 affordable units. The developer had been working with the Planning Board and abutters on several lower density alternatives through a Special Permit but is now proposing to go the Chapter 40B route instead.
- **Randolph Avenue Assisted Living**  
A 92-unit assisted living facility is being developed on the former site of Horseplay Stables that will also include nine (9) affordable units or 10% of the total number of units. The Town approved Assisted Living Residence Development (ALRD) zoning for the development at its May 2013 Town Meeting.

<sup>2</sup> For a further explanation of expiring uses see "What Happens to LICHT Properties After Affordability Requirements Expire?" in HUD USER PD & R EDGE, at [http://www.huduser.org/petal/pdredge/pdr.research\\_081712.htm](http://www.huduser.org/petal/pdredge/pdr.research_081712.htm)

## HOUSING AFFORDABILITY GAP

A calculation of ownership affordability is to estimate the “affordability gap.” As housing prices escalate more than income levels, the affordability gap widens, defined as the gap between the cost of housing and the proportion of income that is reasonable to pay for housing, typically defined as 30% of gross income. To afford the median sales price of a *single-family home* in Milton of \$460,000 as of March 2013, a household would have to earn approximately \$96,250. This assumes that the purchaser has cash on hand of almost \$100,000 to afford the upfront costs of the down payment and closing costs based on current mortgage lending practices of 80% financing.

The borrowing power of the median income earning household, with an income of \$104,357 based on the latest census estimates, is about \$475,000, somewhat higher than the median house value of \$460,000, but also premised upon upfront cash requirements of about \$100,000. This estimate assumes a very low interest rate and stringent credit requirements. Technically there is no affordability gap for single-family homes as the price of the median priced home (\$460,000) is less than what a median income household can afford (\$475,000), but the cash requirements likely establish a gap for most first-time potential purchasers without equity from a previous home, substantial savings, or a major gift. As of June 2014 the affordability gap is \$45,099, given the median sales price of \$520,099 plus up-front costs of about \$110,000.

A gap of \$285,099 (June 2014) emerges when the affordability analysis focuses on those low- and moderate-income households earning at or below 80% of area median income, or \$60,650 for a family of three. These

households are unable to afford a house costing more than \$235,000 based on conventional lending terms (which assumes they can qualify for subsidized mortgages like the Soft Second Loan Program or a MassHousing mortgage without private mortgage insurance and 95% financing).

Over the years *condos* have represented a relatively small segment of Milton’s housing market with 244 total units, representing 2.5% of the existing housing. To afford the median priced condo of about \$372,500 (as of the end of 2012 according to *Banker & Tradesman’s* compilation of Multiple Listing Service data), a purchaser would have to earn approximately \$93,600, which is still lower than Milton’s median income level. Consequently, there is technically no affordability gap as the median priced condo is affordable to someone earning at the median income level, but once again this assumes that the purchaser has substantial upfront cash available to obtain mortgage financing and meets strict credit requirements.

An affordability gap of \$211,750 emerges if the analysis focuses on those earning at 80% AMI or \$60,650 for a family of three who can afford a condo priced at only \$160,750.

In regard to *rentals*, the median gross median rent of \$1,268, according to the 2011 census estimates, requires an income of about \$56,750, which is within HUD’s current income limit for three-person households earning at 80% of area median income. More than 29% of Milton households would still be unable to afford to rent at this level. Local listings indicate that market rents are actually considerably higher, ranging from \$1,600 for a basic two-bedroom apartment to \$3,000 for a high-end rental or a single-family house. These prices limit affordability to those earning approximately \$70,000 for

the basic apartment and \$132,000 for those interested in renting a high-end apartment or a house.

It should also be noted that rentals also involve considerable up-front cash requirements including first and last month's rent and a security deposit. On a \$1,600/month apartment this would amount to \$4,800, a considerable amount for those with limited income and savings. Moreover, landlords are increasingly obtaining credit records and references for tenants, which also can pose barriers to securing housing.

**Challenges to Producing Affordable Housing**

It will be a great challenge for the town of Milton to create enough affordable housing units to meet the state's 10% affordable housing standard and local needs. Current constraints to such development including the following:

Build-out Conditions

*Challenges:* As an older established community, Milton has less land available for development than many other communities in the region, and remaining property has become increasingly valuable and difficult to develop. As mentioned earlier, estimates prepared in 2000 indicated that the town had only about 878 vacant acres, mostly in the one and two-acre zoning districts including undevelopable wetland and riverfront areas. That vacant land supply has been reduced by development since 2000 to the point where only about 260 housing units could be built under current zoning, indicating that the Town is very close to build-out based on existing zoning.

Subsequent to Milton's building boom years prior to 1960, homebuilding in Milton has averaged fewer than 50 dwelling units per year, with the housing stock growing at about 1/2% per year. During recent years the number of building permits has dropped significantly with only 13 net new units

produced between March 2010 and June 2013 (the total number of new units permitted was 24 but 11 of these involved teardown and replacement activity). Because of the dwindling supply of developable land, the town can expect that a substantial share of new building will occur through redevelopment of previously developed sites, "recycling" land rather than consuming vacant land. That building is likely to include single-lot "tear-downs" of relatively small dwellings being replaced with substantially larger ones, leaving the number of dwelling units unchanged, but increasing their value and diminishing their potential affordability. As redevelopment efforts broaden to include former commercial and light industrial properties, environmental issues may be confronted and some remediation on selected parcels may become necessary that will increase project budgets and the time required to produce new units.

*Mitigation Measures:* It will be important to guide future development to appropriate locations, particularly the village centers, maximizing density in some areas and minimizing the effects on the natural environment and preserving open space corridors and recreational opportunities. Therefore, changes to the Town's Zoning Bylaw will be necessary which will consequently alter build-out calculations.

Zoning Conditions

*Challenges:* As is the case in most American communities, a zoning bylaw or ordinance is enacted to control the use of land including the patterns of housing development. Like most localities in the Commonwealth, Milton's Zoning Bylaw, enacted on January 7, 1938, largely embraces measures that maintain low housing densities and constrains the construction of affordable housing. The Bylaw contains eight (8) separate



residential districts each with its own requirements as summarized in Table 11.

**Table 11: Milton Zoning Districts**

District	Minimum Lot Size	Frontage Minimums
Residence A	40,000 square feet	150 feet
Residence AA	80,000 square feet	150 feet
Residence B	20,000 square feet	100 feet
Residence C	7,500 square feet	75 feet
Residence D District	100,000 square feet for elderly housing	50 feet/no more than
Residence D-1 District	20 acres for elderly/disabled housing not to exceed 160	150 feet
Residence D-2 District	25 acres for elderly/disabled housing not to exceed 332	300 feet
Residence E District	25 acres/at least 70% of land preserved as open space	150 feet

Source: Town of Milton Zoning Bylaw

There are zoning provisions that may be potentially conducive to some amount of affordable housing development, with some changes such as:

Cluster Development

Cluster development is intended to “permit development on large tracts of land in a manner which preserves open space and topography, wooded areas, and natural features of substantial portions of those tracts, and to provide a process requiring careful site planning and high quality design resulting in developments in harmony with the surrounding open spaces which enhance the neighborhoods in which they occur and the Town as a whole.” While cluster

development typically allows higher densities on portions of a particular site, the actual numbers that can be developed can be no more than what would be allowed through a normal subdivision, and density bonuses are not available as incentives for affordable housing development. Approval is obtained through a special permit.

Attached Cluster Development

This provision is only applicable in the Residence E District. The bylaw allows for a greater mix of housing types and somewhat greater densities than allowed in the other residential zones without a significant increase in population density or public service requirements. The bylaw defines the Attached Cluster Development as “a complex of attached single-family units, each unit separated by party walls from the other, located on the parcel of land having an area of not less than 25 acres and the development shall be so laid out that there should be groups of dwellings within the complex with suitable common and open space adjacent to and surrounding it.” Other requirements include at least 70% of the parcel must be maintained as open space, height restrictions of 2 1/2 stories, and densities not to exceed one unit per each 25,000 square feet with the average number of 2.5 bedrooms per unit. These requirements result in densities that are well below what is typically required to make affordable housing feasible and have very limited applicability. Approval is obtained through a special permit.

Planned Unit Development

The Zoning Bylaw allows mixed-use development on lots of at least 80,000 square feet in the Milton Village/Central Avenue Business District under a special permit. The number of housing units cannot exceed one unit per 2,000 square feet, but at the discretion of the

Planning Board could potentially be one unit per 1,000 square feet. Additionally, the total gross floor area of all buildings, excluding below grade basements and parking areas, cannot exceed 0.8 times the area of the lot but under certain conditions can be 1.6 times the area of the lot. At least 30% of the lot area must be set-aside as open space, which must be accessible to the public to the greatest extent possible. While this provision moves in the right direction towards promoting smart growth, the restrictions do not provide any incentives to encourage affordable housing. (Section III.I of the Zoning Bylaw)

**☐ Accessory Apartments**

The Zoning Bylaw refers to accessory apartments as temporary apartments within detached one-family dwellings. The bylaw only permits these units under a time-limited special permit in owner-occupied homes where at least one of the tenants is a family member; the units cannot be more than 800 square feet in size or greater than one-third the floor area of the existing house. The temporary apartment must be entirely contained within the existing house or on the second floor of a garage without any exterior indication of its existence with the exception of safety requirements. Any additional parking that is required must be screened from view of neighbors. The term of the special permit is four (4) years. (Section III.A of the Zoning Bylaw)

**☐ Inclusionary Zoning**

This is a new set of provisions that could be adopted to either require, or promote through use of voluntary incentives, developers to create affordable units as part of housing projects they were proposing. Typically 10 to 15 % of units would be affordable, according to agreed on standards of affordability and specific income groups targeted for

the affordable units. The market rate units subsidize the affordable (non-market rate) units. Typically, the non-market rate units would be made affordable in perpetuity and would be managed by the Milton Housing Authority if they were rental units.

**POPULATION AND HOUSEHOLDS**

**Population Growth – Little or no net growth since 1970**

Milton’s population growth occurred largely during the early decades of the 20<sup>th</sup> Century, and has been relatively modest since the mid 20<sup>th</sup> Century as shown in Table 12. Most of the growth occurred after World War I and II. In fact the Town actually spurred some of this growth when it sold house lots of approximately 10,000 square feet to returning veterans for \$500 in several locations.

The population actually decreased during the economic recession of the late 1980’s and early 1990’s. The town then gained 337 new residents between

**Table 12: Population Growth: 1920 to June 2013**

Year	Total	Change in #	Percent Change
1920	9,382	--	--
1930	16,434	7,052	75.6
1940	18,708	2,274	13.8
1950	22,395	3,687	19.7
1960	26,375	3,980	17.8
1970	27,190	815	3.1
1980	25,860	(1,330)	(4.9)
1990	25,725	(135)	(0.5)
2000	26,062	337	1.3
2010	27,003	941	3.6

June 2013	27,000	-3	(0.01)
Aug. 2014	26,048	(952)	(3.5)

Sources: U.S. Census Bureau and Milton Town Clerk, June 10, 2013. The August, 2014 figure is compiled from the Town Census sent out in January, 2014 and finally compiled in August. The Town Clerk’s Office acknowledges that not all residents send in their annual census forms.

1990 and 2000, representing only a 1.3% rate of growth, and then increased by an additional 941 residents between 2000 and 2010, reflecting a higher growth rate of 3.6%, reaching a total population of 27,003. This total population count is actually somewhat less than the population of 27,190 in 1970. Town records for 2013 indicate that the population has remained relatively flat since then with a total population of 27,000 as of June 2013, only three (3) residents less than the 2010 census figure and 190 less than 1970. As reported above the 2014 Town figure is 26,048, a loss of 952 from 2013.

**Table 13: Key Demographic Characteristics: 1990-2010**

Demographic Characteristics	1990		2000		2010	
	#	%	#	%	#	%
Total Population	25,725	100.0	26,06	100.0	27,00	100.0
Minority Population	1,605	6.2	3,810	14.6	6,102	22.6
Total # Households	8,749	100.0	8,982	100	9,274	100.0
Family Households	6,675	76.3	6,757	75.2	6,835	73.7
Female Heads of Households with Children	1,038	11.9	443	4.9	483	5.2
Non-family Households	2,074	23.7	2,225	24.8	2,439	26.3

Sources: U. S. Census of Population; 1990, 2000 and 2010

**Age Distribution – Significant impacts of baby boomers**

Census data on the changes in the age distribution from 1990 to 2010 is provided in Table 13 for 1990 through 2010. In general, there were small increases in children, large increases in middle-age residents with accompanying declines in younger adults and seniors. The median age climbed between these decades, from 39.3 years in 2000 to 43.1 years by 2010, largely reflecting the substantial increase in the 45 to 64-age range.

The median age is higher than that of the county at 40.7 years in 2010. Specific changes in the town’s age distribution are summarized below.

**Sharp decreases in young adults**

The number of those 18 years or younger increased somewhat, from 5,749 in 1990 to 6,721 in 2000, and down somewhat to 6,683 by 2010. Nevertheless, children represent one-quarter of the Town’s population, higher than 22.7% for the county and 21.7% for the state. Table 14 clearly shows the relatively large portion of children in the five to 19 age range, including increases over the past two decades. Some of the increase in the 15 to 19 age category is likely attributable to Milton Academy adding a boarding component that includes 320 beds as well as some of the younger residential students at Curry College who are counted in census population figures.

Demographic trends also suggest that escalating housing costs were likely pricing younger individuals and families out of the housing market. Those entering the labor market and forming new families were dwindling in numbers, reducing the pool of entry-level workers and service employees as

well as forcing grown children who were raised in town to relocate outside of Milton. For example, those between the ages of 20 and 24 decreased by almost 7% between 1990 and 2010, from 1,910 to 1,779 residents.

Many of these residents should include residential students at Curry College. Those 25 to 34 decreased from 13.4% to 7.2% of the total population during this same period, likely related to the difficulty that younger families and workers face in finding housing they can afford in Milton.

There were substantial increases in those age 45 to 64 between 1990 and 2010, many who were aging during this period as part of the baby boom generation. There were 5,097 residents in this age category in 1990, rising to 7,924 by 2010, representing a 55.5% rate of growth despite nearly flat total population growth. This data suggests that aging baby boomers will create a need for more housing that is smaller and easier to maintain by empty nesters and younger seniors in the years ahead.

**Current small declines in older adults but possible future large increases**

There was a 7.5% decrease in residents 65 years of age or older between 1990 and 2010, from 4,493 to 4,157 residents. This data suggests that some of those who were retiring opted to move out of the community in search of other housing options, perhaps looking for more affordable housing as their incomes become fixed, or even perhaps moved outside of the area, seeking lower living costs and a warmer climate. However, forecasts of population age 65 and older by the Metropolitan Area Planning Council (MAPC) indicate that this elderly age group will grow to comprise 28% of total population (up from 15% in 2010) by 2035.

**Table 14: Age Distribution: 1990-2010**

Age Range	1990		2000		2010	
	#	%	#	%	#	%
Under 5 Years	1,745	6.8	1,640	6.3	1,544	5.7
5 – 9 Years	1,670	6.5	1,832	7.0	1,968	7.3
10 – 14 Years	1,487	5.8	2,064	7.9	1,941	7.2
15 – 19 Years	1,718	6.7	1,959	7.5	2,313	8.6
20 – 24 Years	1,910	7.4	1,301	5.0	1,779	6.6
25 – 34 Years	3,450	13.4	2,533	9.7	1,955	7.2
35 – 44 Years	4155	16.2	4,212	16.2	3,422	12.7
45 – 54 Years	2,573	10.0	4,155	15.9	4,238	15.7
55 – 64 Years	2,524	9.8	2,132	8.2	3,686	13.7
65 – 74 Years	2,351	9.1	1,947	7.5	1,861	6.9
75 – 84 Years	1,652	6.4	1,599	6.1	1,497	5.5
85 Years and Over	490	1.9	688	2.6	799	3.0
Total	25,725	100.0	26,062	100.0	27,003	100.0
Population Age 65+	4,493	17.5	4,234	16.2	4,157	15.4
Population Under	5,749	22.3	6,721	25.8	6,683	24.7

Sources: 1990, 2000 and 2010 U.S. Census Bureau

**Race – Substantial increase in minority residents**

The population has remained predominantly White, but is becoming more diverse. The 2010 census data shown on Table 13 indicates that the number and percentage of minority residents has climbed significantly from 6.2% of the population in 1990 to 22.6 by 2010, involving a total of 6,102 residents. Approximately 64% of the 2010 minority population identified themselves as Black or African-American, 22% as Asians, and 14% as Hispanic or Latino.

**Households – Increasing number of smaller households but higher level of families**

As Table 13 indicates, while Milton’s population remained relatively flat



between 1990 and 2010, growing by 5.0%, the number of households increased by 6.0%. This is reflective of some small decrease in the size of families with the average family size decreasing from 2.85 persons to 2.75 during the period. It is also due to the increasing numbers of non-family households, which grew by 17.6% compared to the 2.4% growth in family households between 1990 and 2010.

Still, almost three-quarters of Milton’s households involved families, which is considerably higher than the 65.5% for the county and 63.0% for the state. Two-parent families with children comprised 35% of Milton households, up from 32% in 2000. Also, 6.2% were single-parent families, about the same as the 6.0% level in 2000. Twenty-three percent (23%) of all households lived alone and 13.8 % were elders living alone, up only slightly from 13.0% in 2000.

**Comparison of Milton Demographics with those for Norfolk County and the State**

Table 15 shows Milton’s position for some key demographic information, relative to Norfolk County and the State as a whole, according to the 2010 Census of Population and the American Community Survey for 2009 – 2011.

**Table 15: 2010 Summary of Demographic and Economic Characteristics for Milton, Norfolk County and Massachusetts:**

Demographic Characteristics	Milton	Norfolk County	Massachusetts
Total population	27,003	670,850	6,547,629
Population density (per sq. mile)	2,076	1,679	835
% Minority residents	22.6%	17.7%	19.6%
% less than 18 years	24.7%	22.7%	21.7%
% 18 to 24 years	2.3%	8.1%	4.6%
% 25 to 34 years	7.2%	11.8%	18.6%
% 35 to 44 years	12.7%	13.9%	13.6%
% 45 to 54 years	15.7%	16.4%	15.5%
% 55 to 64 years	13.7%	12.6%	12.3%
% 65 years or more	15.4%	14.5%	13.8%
Median age	43.1 years	40.7 years	39.1 years
% Family households	73.7%	65.5%	63.0%
% Single-person households	23.0%	27.6%	28.7%
Average household size	2.75 persons	2.53 persons	2.48 persons
Median household income*	\$104,357	\$81,889	\$62,859
% Individuals in poverty*	5.0%	6.2%	11.6%
% Earning less than \$25,000/ \$35,000 *	14.7%/18.5%	15.6%/22.2%	21.5%/29.7%
% Earning more than \$100,000	53.1%	41.8%	30.2%

Sources: Data for the table is derived, for the most part, from 2010 census figures (full counts, not estimates). Asterisks (\*) note estimates from the U.S. Census Bureau’s American Community Survey (ACS), 2009-2011 for Milton and 2011 for county and state data.

Milton has a higher percentage of minority residents, a higher average (median) age, and a higher percentage of family households than either Norfolk County or the State. Milton has a lower percentage of single-person households and a higher average household size.

Milton, with little growth, has a higher level of families, children, seniors and income levels than the county or state. These findings are summarized below.

▣ Milton’s 2010 population of 27,003 was actually about the same as its population in 1970, after which it subsequently lost some population and has been slowly growing again up to 2010.

- As Milton is an older suburb approaching build-out, it has a considerably higher population density than the county and state.
- The number and percentage of minority residents have increased substantially and is now proportionately higher than county and state levels.
- Milton on a whole has proportionately more children, fewer young adults, and more seniors. The aging of the population is reflected in a higher median age of 43.1 years.
- Milton has more families and fewer residents who live alone, although the average household size, while still higher than the county and state, has decreased somewhat over the past several decades.
- Milton is experiencing *greater income disparities* among its residents with significant increases in both the median household income level (to \$104,357) and poverty. The poverty levels are lower than the county and state.
- There were also significant discrepancies between the median incomes of

owners and renters, at \$119,420 and \$27,853, respectively. What is particularly notable is that the median income of renters decreased over the past decade, from \$41,071 in 1999 to \$27.853 in 2000.

- Almost *one-fifth of all households were earning less than \$35,000* while more than half were earning more than \$100,000. This level of affluence is substantially higher than county and state levels.

**Population Location in Milton**

Because a large part of Milton is taken up by the Blue Hills Reservation, population is located primarily in the north and west parts of towns. This is reflected on both the land use map and zoning map shown in the land use and zoning chapter, and Table 16 showing population and housing data for each of Milton’s five neighborhoods (as defined by U. S. Census Tracts). While the census tract data and boundaries do not agree with the way many town residents intuitively see the neighborhood areas, the census tract data are useful in describing important locational features of Milton.

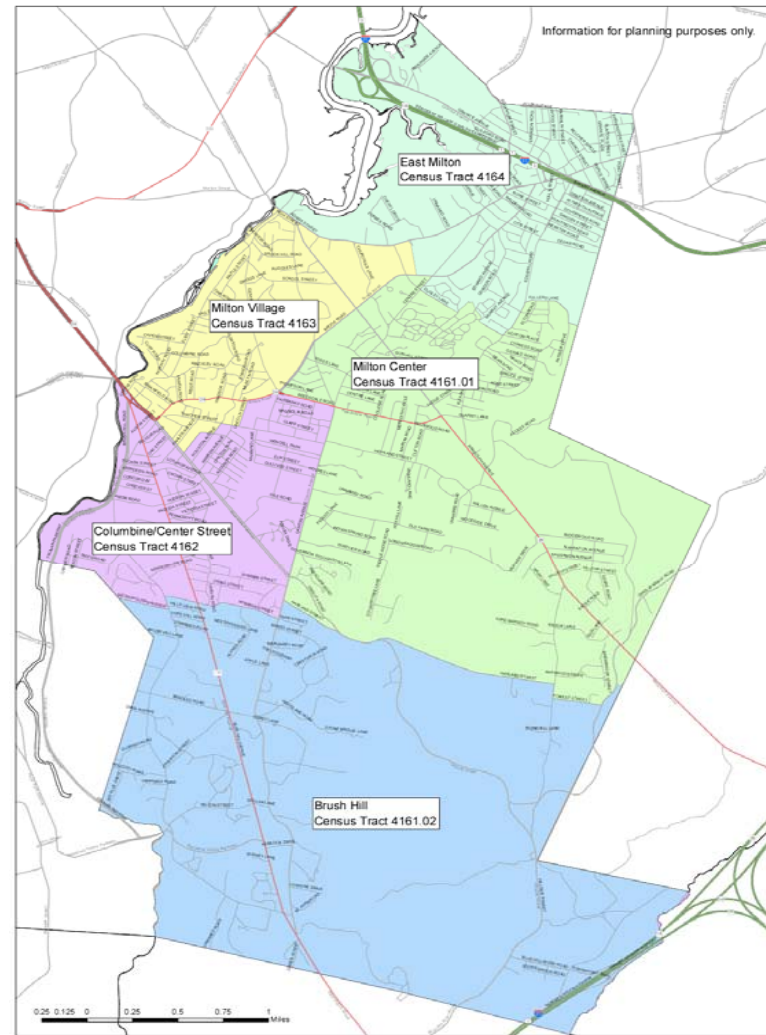
**Table 16: Selected Population, Housing and Income Data for Milton’s Five Neighborhoods Estimated for 2012**

<u>Topic</u>	<u>East Milton</u>	<u>Milton Village</u>	<u>Columbine/Central Av.</u>	<u>Milton Center</u>	<u>Brush Hill</u>
Total Population	6,236	4,803	6,604	5,311	4,000
Minority Population	372	1,328	2,576	647	654
Housing Units	2,161	1,807	2,323	2,018	957
Ave. Household Size	2.90	2.79	2.97	2.61	2.54
Median Household Income	\$126,276	\$98,235	\$101,385	\$114,955	\$83,869
% Below Poverty Level	0.4	9.4	6.0	4.8	3.5
% Housing Vacancy Rate	0.7	4.8	4.4	0.0	2.4

Source: American Community Survey, 2008-2012, U. S. Census Bureau

There is quite an income disparity between Milton’s wealthiest neighborhoods (East Milton and Milton Center) and its less affluent neighborhoods (Milton Village and Brush Hill). Average household income in East Milton is 51% greater than that of Brush Hill. The Brush Hill figure is brought down by the students at Curry College. The highest poverty rate occurs in Milton Village.

Housing in Milton Center is primarily made up of medium sized (three or four bedroom) to large (four, five or more bedroom) single-family homes and apartment complexes/high-rise apartments. Most of the housing is owner occupied. Many of the residences in Milton Center are older, well-established, built between 1940 and 1969. A number of residences were also built between 1970 and 1999. In Milton Center, the current (2012) vacancy rate is 0.0%, which is an extremely low figure. This means that the housing supply in Milton Center is very tight.



**Milton  
Census Tracts**  
**Figure 3: Milton Neighborhoods Defined by U. S. Census Tracts**

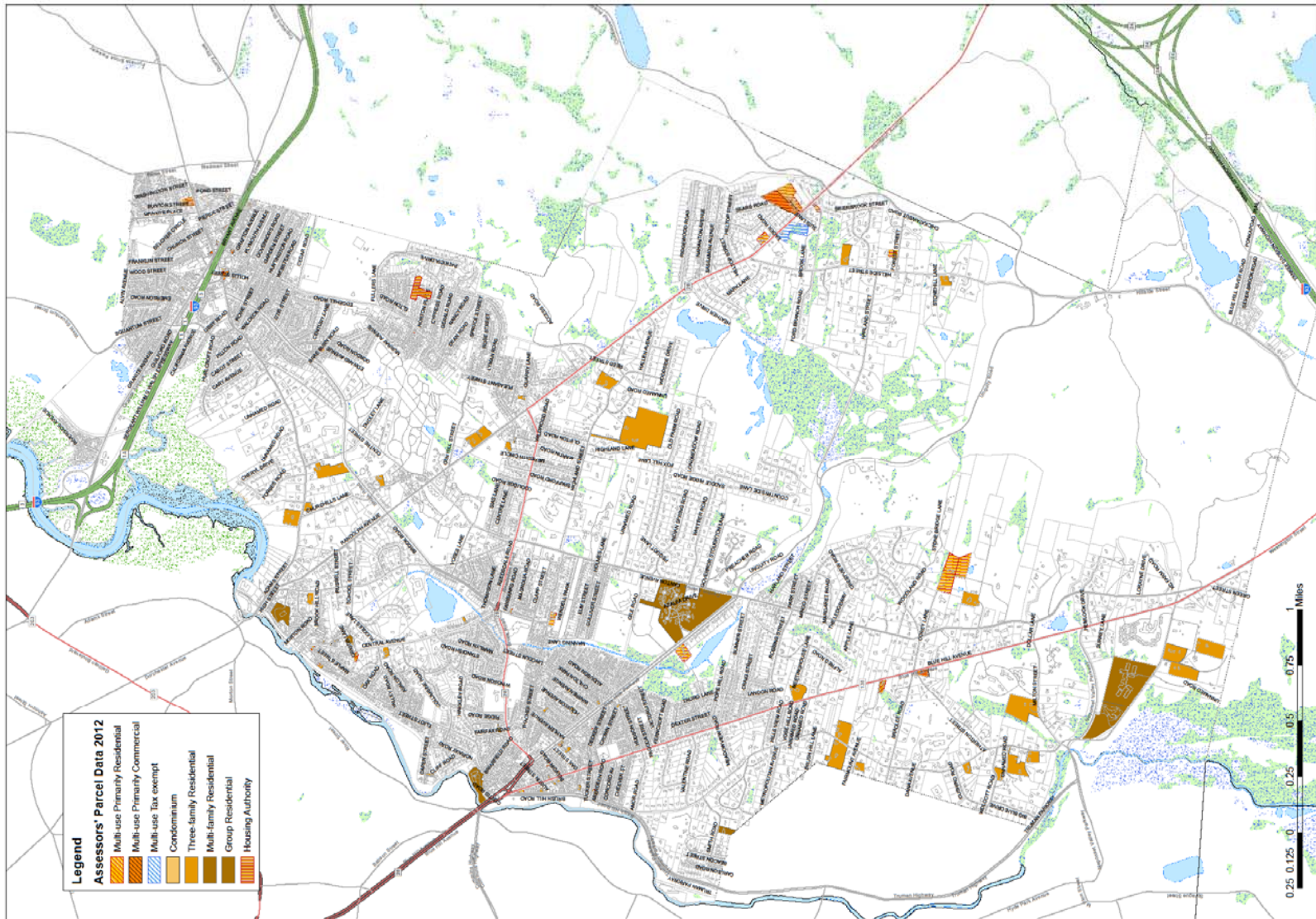
East Milton also has a very low housing vacancy rate, as does Brush Hill. East Milton has the town’s largest commercial area. It is located along the Southeast Expressway, surrounded by smaller older homes on relatively small lots. There are larger lots along Adams Street in the southeast part of the neighborhood. The Milton Village neighborhood is characterized by very small lots along the Neponset River (Maple Street and Central Avenue. Back up the hill the lots are larger and contain some of Milton’s most desirable homes along Central Avenue. Interspersed throughout Milton’s neighborhoods are larger land parcels that contain estates. Some of the estates have been subdivided over the years into residential building lots, changing the character of their immediate neighborhood. Further subdividing of estates is a concern for Milton residents. Also interspersed are multi-family housing developments that have been built on some of the larger parcels. These are shown on the map in Figure 4. As shown on Table 5, about 24% of Milton residents live in multi-family units (2 or more units per structure). Duplexes (structures with 2 housing units) are not shown on Figure 4.

Average lot size is largest in the Brush Hill Neighborhood, which also has the newest residential development. Table 17 shows the years housing was constructed in each neighborhood.

<b>Table 17: YEAR STRUCTURE BUILT</b>	Milton Center	Brush Hill	Columbine/Central Av.	Milton Village	East Milton
<b>Total housing units</b>	2,018	957	2,323	1,807	2,161
Built 2010 or later	0	0	0	10	0
Built 2000 to 2009	72	320	58	0	103
Built 1990 to 1999	161	61	30	25	25
Built 1980 to 1989	163	68	154	26	24
Built 1970 to 1979	308	74	37	169	54
Built 1960 to 1969	158	84	141	39	79
Built 1950 to 1959	420	72	385	220	298
Built 1940 to 1949	168	12	318	185	251
Built 1939 or earlier	568	266	1,200	1,133	1,327

Source: American Community Survey, 2008 – 2012, U. S. Census Bureau





Milton  
Multi-Family Housing

Figure 4

Summary of Key Points

- Milton is almost fully built-out for residential development, given current zoning.
- Housing development has slowed significantly since 2000.
- The market for housing is strong, as indicated by the relatively large number of annual sales, short length of time properties are on the market, and the town's low vacancy rate for both owner-occupied and rental housing units.
- The population has not grown in size, but households have increased, as they have grown smaller.
- The increasing number of smaller households, constitute a need for smaller 1 and 2 bedroom housing units.
- Household income disparities have been growing in recent years.
- Milton has many higher priced homes, a legacy of past residential estate building in town.
- Minorities have been growing in share of total population.
- The predominant type of housing is by far single family units. They are spread throughout the town.
- What multi-family units there are also are spread throughout the town.
- More housing options are required to meet the needs of the town's diverse populations and income groups.
- Many residential properties are non-conforming to zoning requirements because they were built before Milton had zoning bylaws.
- Making changes to non-conforming residential properties is difficult under zoning requirements.
- It will be a great challenge for the town of Milton to create enough affordable housing units to meet the state's 10% affordable housing standard and local needs.

## Appendix: Household Income in Milton

### Income Levels and Distribution

A comparison of household income figures for the past several decades is presented in the Appendix Table below shows that Milton has become significantly more affluent over the past several decades. The dramatic upsurge in relative affluence is also demonstrated by increases in median income levels, increasing by approximately \$25,000 each decade from \$24,777 in 1979. Overall, Milton’s median household income of \$104,357 in 2011 was 27.4% higher than Norfolk County’s of \$81,889, and 66.0% higher than the state’s of \$62,859.

The percentage of households earning under \$75,000 decreased from almost all households in 1979 (95.4%) to about 36% by 2011. On the other hand, those earning more than \$100,000 more than doubled between 1989 and 1999, from 1,429 to 3,461 households, and then to 4,925 by 2011.

However, of the 9,276 total households in 2011, 245 or 2.6% had incomes of less than \$10,000 and another 1,118 or 12.1% had incomes between \$10,000 and \$24,999, representing those defined by the U. S. Department of Housing and Urban Development (HUD) as having extremely low-incomes at or below 30% of area median income. Approximately another 1,107 households had incomes within about 60% of area median income. The total number of households within these income categories was about 2,470 households in 2011 or more than one-quarter of all Milton households, not an insignificant number given the general prosperity of the community. An estimated additional 350 households would qualify as low-income by HUD’s definition, with incomes within 60% to 80% of area median income (AMI). Therefore, approximately 2,820 households or more than 30% of all households would meet the income requirements for certain housing subsidy programs and qualify for affordable housing for low and moderate-income residents.

**Annual Income Distribution by Household: 1979-2011**

Income Range	1979		1989		1999		2011	
	#	%	#	%	#	%	#	%
Under \$10,000	1,363	16.3	569	6.6	383	4.3	245	2.6
10,000-24,999	2,870	34.3	1,166	13.5	924	10.3	1,118	12.1
25,000-34,999	1,762	21.0	775	9.0	628	7.0	351	3.8
35,000-49,999	1,371	16.4	1,491	17.3	833	9.3	756	8.2
50,000-74,999	625	7.5	2,026	23.4	1,479	16.4	858	9.2
75,000-99,999	383	4.6	1,183	13.7	1,285	14.2	1,023	11.0
100,000-149,999			916	10.6	1,852	20.6	1,852	20.0
150,000 or more			513	5.9	1,609	17.9	3,073	33.1
Total	8,374	100.0	8,639	100.0	8,993	100.0	9,276	100.0
Median income	\$24,777		\$53,130		\$78,985		\$104,357	

Source: U.S. Census Bureau, 1980, 1990 and 2000 and 2009-2011 American Community Survey

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The following chapter identifies and describes Milton's economy; discussions include:

- Business activity
- Employment/unemployment
- Educational attainment
- Retail gap analysis (identifies opportunities for additional commercial growth to meet residents' needs and to capture their spending, much of which currently occurs elsewhere)
- Non-conforming commercial uses in residential areas
- Potential locations for additional commercial development

### BUSINESS ACTIVITY AND EMPLOYMENT

Milton is a predominantly residential community, with affluent and well educated residents who primarily work elsewhere in the region. The local economy is dominated by educational institutions and health care services, but has a relatively small retail sector. This employment mix results in the jobs available in town paying relatively low wages on average, but not unusually so for such a residential suburb. The commercial tax base is very small and there is almost no vacant land in the town's small business districts

Commercial and industrial development occupies very little land in Milton. Only 2.6% of Milton's developed land is occupied by commercial and industrial activities. Commercial activities occupy 71.5 acres and industrial activities occupy 17.7 acres. The primary commercial area is in East Milton Square, with other small commercially zoned areas in Milton

Village, the Central Avenue Business District and Northern Granite Avenue. There is no industrially zoned land in Milton. The small amount of existing industrial development is located in commercially and residentially zoned land.

Despite the small amount of land devoted to commercial and industrial use, there is a small to moderate amount of employment in Milton. Table 1 shows how Milton's 5,240 private sector jobs are distributed over 16 categories. Table 1 also shows that Milton has been slowly losing employment since 2001. More than half (53%) of Milton's employment is in educational services and health care and social services, reflecting the existence of Milton Hospital, Milton Academy, Fontbonne, Curry College and other private schools.



*East Milton Square Commercial District*

### Summary of Key Points

- Milton has been slowly losing employment since 2001.
- Milton is a relatively affluent residential suburb.
- 81% of residents commute to other communities for their employment.
- Residents are well educated with 80% having some level of college education. 37% have bachelor's or higher degrees.
- The greatest number of Milton residents work in managerial and professional occupations, followed by sales and office work.
- Residents who work in town fill more than 33% of local jobs.
- Business properties contribute about 3.8% of the town's property value. Very little vacant land is zoned for business (less than 1% of its 49 acres), but there is potential for redeveloping commercial properties in existing districts and perhaps expanding the amount of commercially zoned land.
- Expansion of existing commercial districts poses several challenges including a lack of land, absentee landlords, and a real and/or perceived lack of parking
- There are limited employment opportunities in Milton as only 16 % of residents work in the Town.
- Milton has a small local job base. The largest local employment centers are at educational and health care facilities. These include Milton Academy, Fontbonne, Curry College, other private schools and Milton Hospital.
- There are limited areas for new major commercial developments as most of the community is built out.
- Milton's retail businesses capture only a very small proportion (estimated at 13%) of retail expenditures made by Milton residents.
- There are 306 businesses registered with the Town Clerk. Many of these are home occupations. Only 36 of the businesses are in commercially zoned areas.

The mix of economic activities is good, although as noted, education and health services dominate the employment numbers. A diverse economic activity profile means that when business cycles take a downturn not all categories suffer equally, and some survive to provide some jobs, as contrasted with a one-industry town that suffers when that one industry faces an economic downturn.

Having a strong institutional employment base is a favorable condition for economic stability and development. Institutions such as hospitals and schools are less likely to be affected by business cycles. Also health and educational services are growth industries in Massachusetts. Milton is fortunate to have an 88-bed acute care modern hospital with associated doctor's offices covering many medical specialties.



*Milton Village Commercial District*

## MILTON MASTER PLAN INVENTORY: ECONOMIC DEVELOPMENT

Table 1: Average Monthly Employment in Milton: 2001 to 2013

Year	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013*
<b>Category and NAICS Industry Number**</b>													
<b>Total, All Industries</b>	5,751	5,671	5,734	5,780	5,649	5,660	5,166	5,028	5,293	5,311	5,348	5,527	5,240
23 - Construction	218	238	244	260	246	236	238	226	197	180	192	214	241
31-33 - Manufacturing	0	0	0	0	5	5	4	10	8	13	13	14	17
42 - Wholesale Trade	46	39	44	45	43	32	28	27	27	16	15	15	18
44-45 - Retail Trade	338	316	362	368	365	339	329	345	340	359	382	401	435
48-49 Transportation and Warehousing	0	0	0	0	0	0	0	0	0	0	0	89	0
51 - Information	175	131	131	126	102	97	94	40	38	42	39	38	40
52 - Finance and Insurance	62	56	54	52	45	50	46	127	109	127	88	85	89
53 - Real Estate and Rental and Leasing	174	108	147	124	122	111	106	148	134	145	146	155	155
54 - Professional and Technical Services	153	172	193	169	178	186	174	414	425	366	337	193	220
56 - Administrative and Waste Services	431	411	407	400	396	371	389	132	119	91	89	101	104
61 - Educational Services	144	137	182	169	146	145	137	1,683	1,746	1,786	1,845	1,918	1,604
62 - Health Care and Social Assistance	1,808	1,798	1,622	1,645	1,707	1,744	1,715	1,171	1,101	1,088	1,089	1,142	1,174
71 - Arts, Entertainment, and Recreation	1,544	1,586	1,614	1,674	1,654	1,662	1,197	198	195	208	203	208	260
72 - Accommodation and Food Services	169	202	213	226	174	171	182	250	326	387	404	419	399
81 - Other Services, Except Public Admin.	249	238	270	281	247	251	255	257	260	245	246	274	240
92 - Public Administration	240	239	251	241	219	260	272	0	268	258	260	261	244

\* 3rd quarter only for 2013

\*\* NAICS = North American Industry Classification System

Source: Reports ES-202 of the Massachusetts Department of Labor and Workforce Development

Table 2 showing the number of private sector businesses in Milton, reflects the employment data in Table 1. Average business size in Milton is 9.9 employees, even given the larger educational and health establishments that have larger workforces. The number of businesses (establishments) has grown slightly from 2001 to 2013, indicating that the average number of workers per establishment is declining. Table 2 also shows average wage for each employment category. The four highest paying categories are Professional and Technical Services, Finance

and Insurance, Public Administration and Wholesale Trade. The four lowest paying categories are Accommodation and Food Services, Arts, Entertainment and Recreation, Retail Trade and Other Services except Public Administration. The lowest paying categories represent average annual incomes of between \$22,000 and \$25,000, hardly enough to support a family. People who take these retail and service jobs are usually 2<sup>nd</sup> or 3<sup>rd</sup> wage earners in a household, earning supplemental income to the main wage earner.



Milton Hospital is the Town's largest employer (Aerial View of hospital facilities)



## MILTON MASTER PLAN INVENTORY: ECONOMIC DEVELOPMENT

Table 2: Number of Private Sector Establishments in Milton: 2001 to 2013

	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013*	Ave. Weekly Wage in 2013*
<b>Total, All Industries</b>	481	485	510	527	502	510	503	507	512	505	510	511	539	\$890
23 - Construction	55	60	62	66	65	67	66	66	67	64	65	66	69	\$932
31-33 - Manufacturing	0	0	0	0	5	4	3	4	4	5	5	6	6	\$1,086
DUR - Durable Goods Manufacturing	0	0	0	0	5	4	3	4	4	5	5	5	5	\$1,185
42 - Wholesale Trade	21	22	25	25	20	17	17	14	14	11	11	9	11	\$1,394
44-45 - Retail Trade	38	38	36	34	34	36	36	36	34	36	37	34	33	\$443
48-49 - Transportation and Warehousing	11	10	9	10	7	7	6	0	0	0	0	5	0	NR**
51 - Information	13	10	8	9	5	6	7	7	8	9	10	9	9	\$683
52 - Finance and Insurance	28	25	31	34	30	30	31	31	32	29	30	27	29	\$1,415
53 - Real Estate and Rental and Leasing	19	21	26	25	27	27	26	28	26	26	30	27	27	\$719
54 - Professional and Technical Services	73	75	76	76	67	66	66	69	71	67	67	70	76	\$1,464
56 - Administrative and Waste Services	25	27	30	31	31	25	23	24	23	25	27	25	22	\$725
61 - Educational Services	6	8	10	10	9	9	10	10	10	10	11	8	11	\$1,006
62 - Health Care and Social Assistance	63	63	65	69	69	68	66	68	64	63	62	62	116	\$983
71 - Arts, Entertainment, and Recreation	8	9	12	14	12	11	11	12	12	12	11	13	14	\$427
72 - Accommodation and Food Services	19	16	18	19	16	17	17	19	21	20	22	25	24	\$422
81 - Other Services, Ex. Public Admin	84	84	87	87	93	107	104	101	108	111	104	110	72	\$476
92 - Public Administration	0	0	0	0	0	0	0	0	13	13	13	13	13	\$1,402

\* 3rd quarter only for 2013.

\*\* NR = Not Reported

Source: Reports ES-202 of the Massachusetts Department of Labor and Workforce Development

### Non-conforming commercial uses in residential areas

There are currently a number of small convenient stores and other commercial uses located in residential neighborhoods that do not meet current zoning and therefore, owners must undergo what is reportedly a cumbersome Special Permit process in order to undertake improvements to their properties. As a result, many owners do not make improvements to said properties.

Principal nonconforming business uses in Milton are the two Tedeschi's, Milton Food Mart, Chris' Auto, Metrakis's, Newcomb Farms – places that are clearly businesses located within the residential areas. The various landscape/nursery

uses also qualify, although the recent zoning passed by Town Meeting would allow them to apply for a special permit from the Planning Board rather than a Zoning Board of Appeals (ZBA) special permit.

Table 3: 25 Largest Employers in Milton

Name	Address	No. of Employees	NAICS Code No.
Beth Israel Deaconess Hospital	Reedsdale Rd	500-999	6221
Curry College	Blue Hill Ave	250-499	6113
Milton Academy Admissions	Centre Street	250-499	6111
Milton Healthcare	Brush Hill Rd	100-249	6231
Milton High School	Gile Rd	100-249	6111
Pierce Middle School	Central Ave.	100-249	6111
Wollaston Golf Club	Randolph Ave.	100-249	7139
Coldwell Banker	1 Adams St	50-99	5312
Fruit Center Marketplace	Bassett Street	50-99	7225
Milton Fire Department	Canton Ave	50-99	9221
Milton Police Dept	Highland Street	50-99	9221
South Shore Internal Medicine	300 Highland St.	50-99	6211
Tucker School	Blue Hills Pkwy	50-99	6111
US Post Office	Adams Street	50-99	4911
Youth Department	Canton Avenue	50-99	9211
Avaya Inc.	Canton Avenue	20-49	5179
Body Benefits Day Spa	Bassett Street	20-49	8121
Boston Univ. Medical Center	Boulevard Street	20-49	6113
Collicot School	Edge Hill Road	20-49	6111
Cunningham School	Brook Road	20-49	6111
Cvs/Pharmacy	Bassett Street	20-49	4461
Delphi Academy	Blue Hill Avenue	20-49	6111
Dependable Cleaners	Adams Street	20-49	8123
Dependable Cleaners	Granite Avenue	20-49	8123
Fontbonne Academy	Brook Road	20-49	6111

Source: Infogroup, Omaha, Nebraska, 2014

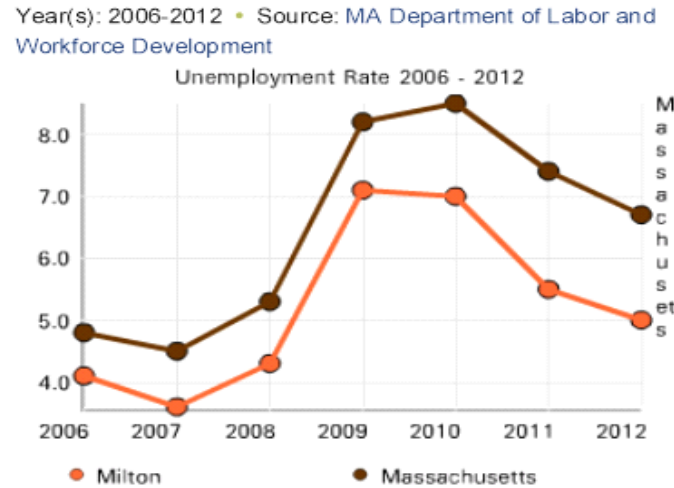
**Home Occupations**

Another notable characteristic of Milton’s economic profile is its small to moderate size. Some of Milton’s employment is “hidden,” that is, located in residential areas in residential structures. The zoning bylaw provisions that enable and govern home occupations are contained in Section III-10 of Milton’s Zoning Bylaws. These provisions require that home occupations be registered with the Town Clerk.

Data in the Appendix show that of the 306 businesses registered with the Town Clerk (having business certificates recognized by the town and state), only 36 of them are located in business zones. The remaining 270 businesses (88%) are in residentially zoned areas. They are allowed there under the terms of “home occupations” of the zoning bylaw. Often these terms restrict the growth of the businesses. For example only 400 sq. ft. of floor space can be devoted to home occupation use, only three people can be employed in the home occupation, one of whom must reside in the building, there can be no outside storage of materials or signs identifying the home occupation visible from outside the building, and there can be no adverse traffic or parking impacts from the business activities. Some service businesses conducted as home occupations could be candidates for formal office space in a business zoned area. There they could have the space to expand, the parking needed, and business services nearby. In many communities developers build office space (sometimes on speculation) with basic business services, such as a copy center, reception services and conference space to attract business tenants.

UNEMPLOYMENT AND LABOR FORCE SKILLS

**Figure 1: Unemployment in Milton: 2006 to 2012**



Unemployment is not a serious problem in Milton. The Town’s residents are well educated with requisite skills to compete for jobs in the economy. Most Milton residents work out-of-town (81%). Figure 1 shows Milton’s unemployment situation relative to the state. Milton has historically been below the state unemployment average.

The Boston Metropolitan Area and especially the South Shore and the Cities of Boston and Cambridge provide ample jobs for Milton’s educated work force. Table 4 shows the occupations of Milton’s resident work force.



**Table 4: Occupations of Milton’s Resident Work Force**

OCCUPATION		
Civilian employed population 16 years and over	13,006	13,006
Management, business and science occupations	7,688	59.1%
Service occupations	1,630	12.5%
Sales and office occupations	2,557	19.7%
Natural resources, construction, and maintenance occupations	560	4.3%
Production, transportation, and material moving occupations	571	4.4%

Source: American Community Survey: 2008 – 2012



*East Milton Square Commercial District*

Almost 60% of the workers are in the higher paying occupations of management, business and science, as shown on Table 2. This corresponds with the educational levels shown in Table 5.

**Table 5: Educational Attainment of Milton's Population Age 18 and Over**

Population 18 and Over	20,462
Less than 9th Grade	102
9th to 12th Grade, No Diploma	390
High School Graduate (Includes Equivalency)	3,589
Some College (with or without Associate's Degree)	8,813
Bachelor's Degree	5,556
Graduate or Professional Degree	2,012

Source: American Community Survey, 2008 - 2012; U. S. Census Bureau

80% of Milton’s resident work force has some college or higher educational attainment. 37% have bachelor’s or higher degrees. Only 2% of the population age 18 and over have less than a high school diploma.

Table 6 shows the employment categories in which Milton residents work. Professional services in health, education, finance, insurance and real estate and scientific and management employment accounts for 57% of all employment of the civilian population 16 years of age and over.

**Table 6: Employment Categories of Milton Residents**

INDUSTRY	Number	%
Civilian employed population 16 years and over	13,006	100%
Agriculture, forestry, fishing and hunting, and mining	17	0.1%
Construction	573	4.4%
Manufacturing	665	5.1%
Wholesale trade	226	1.7%
Retail trade	873	6.7%
Transportation and warehousing, and utilities	575	4.4%
Information	437	3.4%
Finance and insurance, and real estate and rental and leasing	1,601	12.3%
Professional, scientific, and management, and administrative and waste management services	1,876	14.4%
Educational services, and health care and social assistance	3,956	30.4%
Arts, entertainment, and recreation, and accommodation and food services	729	5.6%
Other services, except public administration	501	3.9%
Public administration	977	7.5%

Source: American Community Survey, 2008 - 2012; U. S. Census Bureau

Table 7 shows the class of Milton’s resident workers. Class distinguishes between public and private sector workers and identifies self-employed workers.

<b>Table 7: Class of Worker</b>	<b>Number</b>	<b>%</b>
Civilian employed population 16 years and over	13,006	100%
Private wage and salary workers	9,903	76.1%
Government workers	2,172	16.7%
Self-employed in own, not incorporated, business	931	7.2%
Unpaid family workers	0	0.0%

Source: American Community Survey, 2008 - 2012; U. S. Census Bureau

The self-employment figure corresponds with the business registration figures mentioned above and shown in the Appendix.

RETAIL GAP ANALYSIS<sup>1</sup>

Because Milton is an affluent community with a median household income of \$104,357, and there are relatively few retail stores and offices for personal and professional services in town, much of the resident’s disposable income is spent out-of-town. This represents an opportunity to create and/or grow businesses in town that can capture some of this spending. Table 8 shows for each commercial area which categories of retail sales are lost (and gained in eight cases) to out-of-town spending. The top line for each neighborhood shows total spending (consumer expenditures) on all retail categories, and the total retail sales and gap/surplus (expenditures minus sales) for all retail categories. The entries under the top line show the same information for retail categories that exist in each neighborhood commercial area.

There is substantial “leakage” in each commercial area<sup>2</sup>. Only a few categories show a surplus, meaning people from outside the neighborhood are adding

<sup>1</sup> The data on which this analysis is based comes from two major sources of information. The basic demand (consumer expenditure) data is derived from the Consumer Survey, which is managed by the U. S. Bureau of Labor Statistics. The basic supply (retail sales) data is derived from the Census of Retail Trade, conducted and published by the U. S. Census Bureau. Additional localized data sources are incorporated to finalize both the demand and supply estimates.

<sup>2</sup> The Claritas data base on retail purchases by residents of Milton and retail sales of Milton merchants are collected from two major sources. The purchases (demand) data are obtained from the Consumer Expenditure Survey of the U. S. Bureau of Labor Statistics (BLS). These data are produced from 2 surveys of households, a Quarterly Interview Survey and a Diary Survey. In the Interview Survey randomly selected households are repetitively asked (every 3 months over 5 consecutive quarters) about their recent purchases. In the Diary Survey 7000 randomly selected households are asked to keep a record (diary) of their expenditures over a 2 week period. The data cover goods and services. Retail expenditures are those for goods. The data are combined in an annual report in which expenditures are classified by type of

their spending to resident neighborhood spending to allow the retail store(s) in that category to capture more spending than is generated in the neighborhood.

A retail gap or leakage represents a capture or unmet demand situation, where the demand is being met elsewhere. This shopping out-of-town or area indicates the possibility that the local area market may be able to support additional retail space in the leakage categories. Almost all of the retail categories identified in the Claritas data for Milton show substantial leakage. The few exceptions are 1) Convenience Stores in the Milton Village Neighborhood 2) Building Materials – Lumberyards, and Pharmacies and Drug Stores, in the East Milton Neighborhood, and 3) Other Health and Personal Care Stores, Woman’s Clothing Stores, Prerecorded Tapes, CDs and Record Stores, Musical Instrument and Supply Stores and Non-Store Retailers in the Milton Center Neighborhood. All other categories show a “leakage” gap. The bottom line for all neighborhood commercial areas shows a gap or “leakage” of \$446,377,127 annually. This is a substantial amount of money and would certainly support increased retail activity in the three commercial centers zoned for business and other areas such as Milton Center where businesses exist. However, as mentioned, retail leakage can not be interpreted as an unrestricted opportunity; only as an indicator that further investigation and

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expenditure (using the North American Industrial Classification System) and by socio-economic characteristics and geographic regions. The sample size for the Interview Survey varies by socio-economic characteristic. A detailed explanation of the BLS Consumer Expenditure is contained on the website: <http://www.bls.gov/cex/faq/htm#q1>

The supply data are obtained from the U. S. Census of Retail Trade which is done every five years. This data is part of a business survey on sales and income sent out to four million businesses in the U. S. The survey data is supplemented with additional tax and other information collected by federal agencies. The data is reported using the NAICS which makes comparisons with demand data possible.<sup>2</sup>

planning may be justified. For example, there is the possibility that a dominant competitor such as a “big-box” low-price retailer in a nearby area is pulling consumers away from the local area.

The retail gap is simply the difference between sales of Milton retailers and expenditures of Milton households, identified by type of retail establishment. A retail gap, or leakage, indicates that there are more consumer expenditures (demand) than retail sales in an area. The Claritas data uses Census Tracts, and in one case (along North Granite Avenue) a Census Block Group, as geographic identifiers (areas). The Census Tracts and one Block Group were chosen because they contained business-zoned areas. The Census Tracts containing the Brush Hill area was not included in the retail gap analysis because it contained no land zoned for business, although there are some businesses in this area. The Milton Center Census Tract was included because it contains some substantial businesses, especially along Randolph Street (Route 28), despite the fact that none of them are on land zoned for business. Like the Brush Hill area there is no commercially zoned land in the Milton Center Census Tract.

As a source the Claritas data provides a good approximation of retail sales and expenditures. The identified gaps can be used to estimate which types of retail stores could create or increase sales in their areas, by capturing expenditures that are now made outside their areas. The success of capturing these sales depends not only on the volume of expenditures, but also on good business plans and marketing and choice of favorable locations and business premises.

Census block groups are one basic unit of area defined and used by the U. S. Census Bureau. The Nielsen system captures most of the sales in these block groups, but not all. The data is intended to provide an accurate impression of sales activities, useful for formulating recommendations. The data is not intended to exhaustively identify all sales that could be used to evaluate each retail establishment in an area. Census tract areas and names are shown in

**MILTON MASTER PLAN INVENTORY: ECONOMIC DEVELOPMENT**

Figure 2. While residents of Milton may not identify with these geographic boundaries, nor feel that they represent all of Milton’s neighborhoods, this is the way that the U. S. Census Bureau collects and organizes the data. Figure 2 shows the neighborhoods as defined by census tracts of the U. S. Census Bureau that contain the commercial centers listed in Table 8.

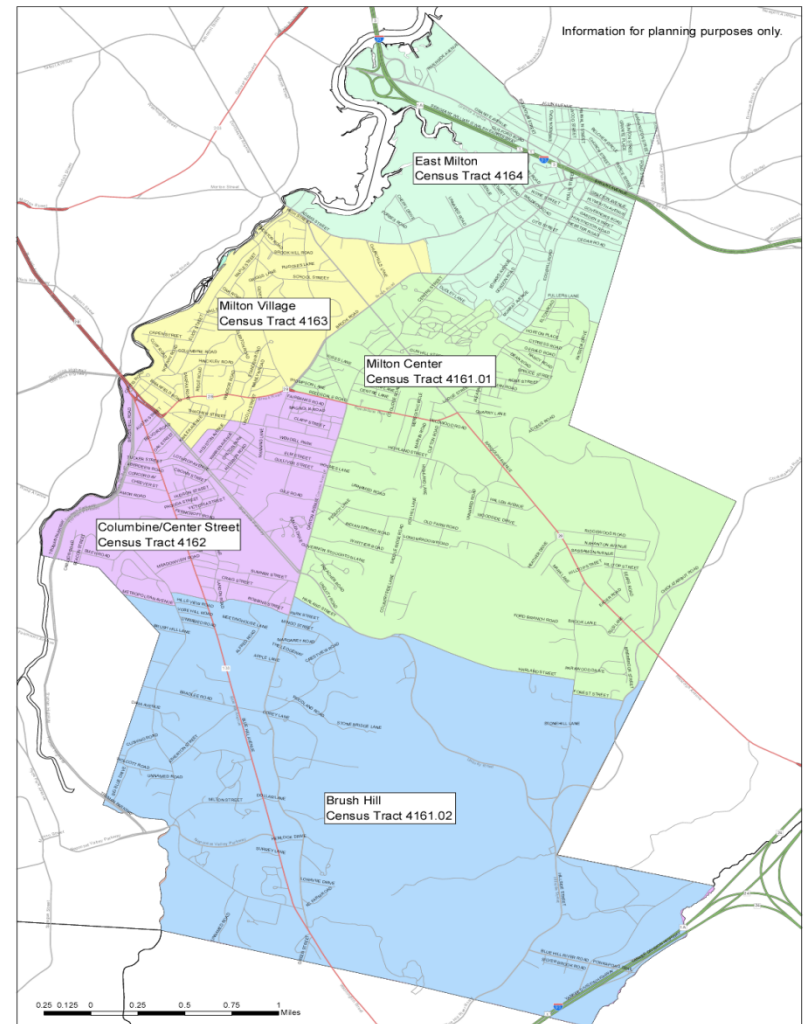
**NOTE:** The census tract maps can be compared with the land use and zoning maps on pages 3 and 5 of the Land Use and Zoning Inventory Chapter to indicate the retail gap market analysis areas referenced.

<b>Table 8: Retail Sales Gap Analysis for Milton's Commercial Areas</b>						
				Area Resident Consumer Expenditures	Retail Sales	Gap/Surplus
Block Group 4164 001	Retail Stores					
<b>Riverside Avenue</b>	Total Retail Sales Incl Eating and Drinking Places			\$15,803,925	\$34,112	\$15,769,813
<b>Neighborhood</b>	Other Miscellaneous Store Retailers-4539			\$155,206	\$34,112	\$121,094
				Area Resident Consumer Expenditures	Retail Sales	Gap/Surplus
Census Tract 4162	Retail Stores					
	Total Retail Sales Incl Eating and Drinking Places			\$137,324,439	\$981,751	\$136,342,688
<b>Columbine/Centre St.</b>	Food and Beverage Stores-445			\$15,185,642	\$185,141	\$15,000,501
<b>Neighborhood</b>	Specialty Food Stores-4452			\$1,236,937	\$185,141	\$1,051,796
	Other Gasoline Stations-44719			\$3,161,813	\$544,941	\$2,616,872
	Florists-4531			\$149,820	\$58,372	\$91,448
	Full-Service Restaurants-7221			\$6,341,692	\$193,297	\$6,148,395
				Area Resident Consumer Expenditures	Retail Sales	Gap/Surplus
Census Tract 4163	Retail Stores					
	Total Retail Sales Incl Eating and Drinking Places			\$102,653,007	\$8,169,487	\$94,483,520
<b>Milton Village</b>	Furniture Stores-4421			\$1,463,134	\$1,005,189	\$457,945
<b>Neighborhood</b>	Building Material and Supply Dealers-4441			\$9,787,986	\$500,456	\$9,287,530
	Supermarkets, Grocery (Ex Conv) Stores-44511			\$7,051,601	\$260,558	\$6,791,043
	Convenience Stores-44512			\$457,911	\$879,336	-\$421,425
	Beer, Wine and Liquor Stores-4453			\$3,015,077	\$491,963	\$2,523,114
	Other Miscellaneous Store Retailers-4533			\$2,645,809	\$34,112	\$2,611,697
	Full-Service Restaurants-7221			\$4,838,105	\$1,469,064	\$3,369,041
	Other Restaurants			\$5,766,839	\$1,893,988	\$3,872,851
				Area Resident Consumer Expenditures	Retail Sales	Gap/Surplus
Census Tract 4164	Retail Stores					
	Total Retail Sales Incl Eating and Drinking Places			\$131,264,387	\$39,278,664	\$91,985,723
<b>East Milton</b>	Home Furnishing Stores-4422			\$1,405,602	\$187,454	\$1,218,148
<b>Neighborhood</b>	Household Appliances Stores-443111			\$341,454	\$23,364	\$318,090
	Radio, Television, Electronics Stores-443112			\$1,512,519	\$180,338	\$1,332,181
	Hardware Stores-44413			\$1,212,642	\$587,760	\$624,882
	Building Materials, Lumberyards-444191			\$2,285,689	\$2,341,099	-\$55,410
	Other Building Materials Dealers-44419			\$3,976,791	\$3,914,596	\$62,195
	Specialty Food Stores-4452			\$1,193,011	\$888,678	\$304,333
	Beer, Wine and Liquor Stores-4453			\$3,882,877	\$491,963	\$3,390,914
	Pharmacies and Drug Stores-44611			\$5,141,545	\$6,407,222	-\$1,265,677

**MILTON MASTER PLAN INVENTORY: ECONOMIC DEVELOPMENT**

Census Tract 4161.01	Retail Stores	Area Resident Consumer Expenditures	Retail Sales	Gap/Surplus
<b>Milton Center</b>	Total Retail Sales Incl Eating and Drinking Places	130,663,822	22,868,439	107,795,383
<b>Neighborhood</b>	Other Motor Vehicle Dealers-4412	2,267,653	204,110	2,063,543
	Automotive Parts/Accsrs, Tire Stores-4413	2,063,354	97,714	1,965,640
	Home Furnishing Stores-4422	1,429,939	1,124,730	305,209
	Appliances, TVs, Electronics Stores-44311	1,856,706	60,113	1,796,593
	Radio, Television, Electronics Stores-44312	1,520,287	60,113	1,460,174
	Computer and Software Stores-44312	629,741	21,589	608,152
	Outdoor Power Equipment Stores-44421	635,807	339,023	296,784
	Convenience Stores-44512	578,464	188,431	390,033
	Specialty Food Stores-4452	1,168,553	37,028	1,131,525
	Beer, Wine and Liquor Stores-4453	3,820,408	245,983	3,574,425
	Other Health and Personal Care Stores-44619	595,277	599,769	-4,492
	Women's Clothing Stores-44812	859,501	3,225,800	-2,366,299
	Sporting Goods Stores-45111	1,245,736	114,771	1,130,965
	Hobby, Toys and Games Stores-45112	614,019	375,052	238,967
	Musical Instrument and Supplies Stores-45114	268,279	306,844	-38,565
	Book Stores-451211	330,273	170,322	159,951
	Prerecorded Tapes, CDs, Record Stores-45122	54,973	221,446	-166,473
	Florists-4531	147,381	116,743	30,638
	Gift, Novelty and Souvenir Stores-45322	909,731	80,970	828,761
	Used Merchandise Stores-4533	298,533	23,225	275,308
	Non-Store Retailers-454	10,771,334	14,911,574	-4,140,240
	Full-Service Restaurants-7221	6,143,371	231,957	5,911,414
	Special Food Services-7223	1,434,546	137,133	1,297,413

Source: Nielsen Segmentation and Local Market Solutions (formerly Nielsen Claritas)  
Code Numbers are for the North American Industry Classification System



**Figure 2: Neighborhoods and Census Tracts in Milton**

Source: U. S. Census Tract Map for Milton, MA



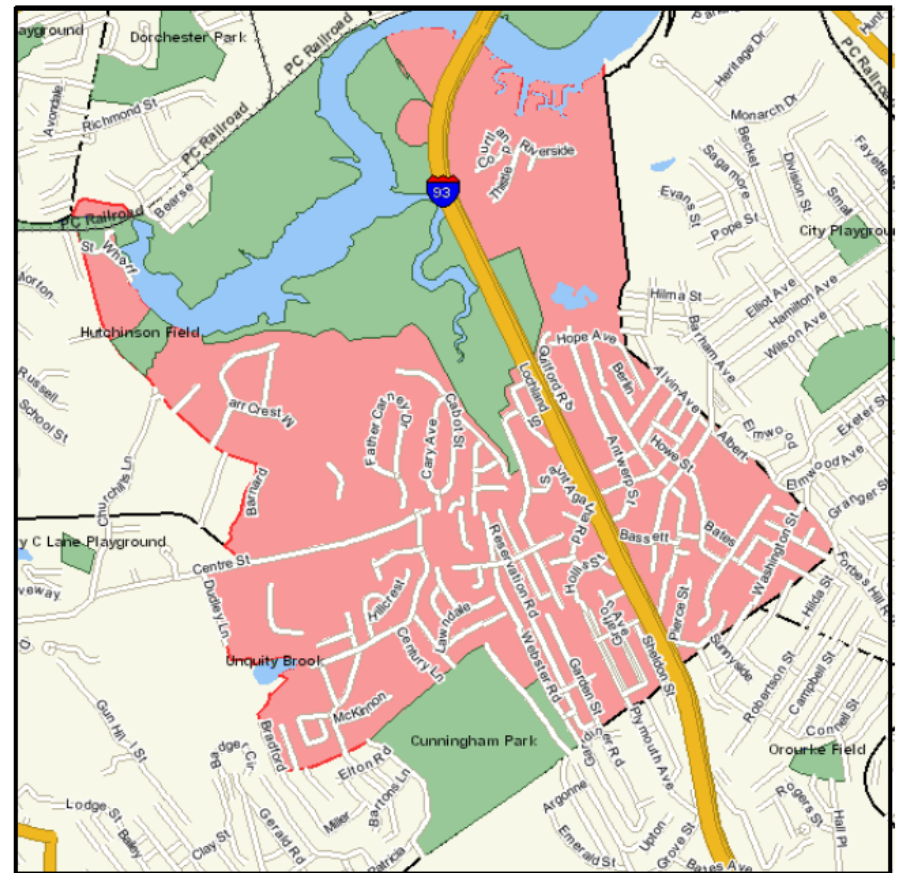
The maps in Figures 3, 4, 5, 6 and 7 show the neighborhoods used in the retail gap analysis in more detail. The Riverside Avenue Neighborhood including North Granite Avenue is located in the far northwest of Milton in Census Tract 4164.

**Figure 3: The Riverside Avenue Neighborhood**



Source: U.S. Census Block Group 4164-001

**Figure 4: The East Milton Neighborhood (Containing also the Riverside Avenue Neighborhood)**



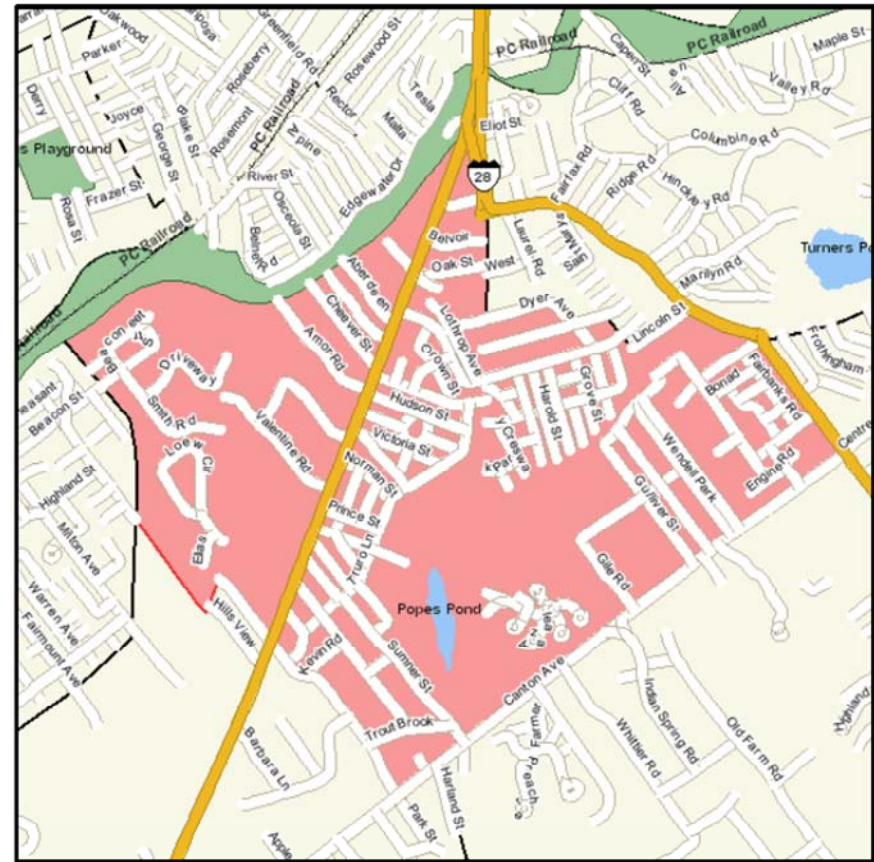
Source: U. S. Census Tract 4164

Figure 5: The Milton Village Neighborhood



Source: U.S. Census Tract 4163

Figure 6: The Columbine/Central Avenue Neighborhood



Source: U. S. Census Tract 4162

Figure 7: The Milton Center Neighborhood



Source: U. S. Census Tract 4161.01

ISSUES, CHALLENGES & OPPORTUNITIES<sup>3</sup>

Milton is an affluent residential suburb whose residents commute to other communities to work, and whose small local job base is dominated by not-for-profit schools and health care providers. Key features of Milton’s economy include:

- Milton residents are increasingly well educated, and more likely to pursue managerial and professional occupations than residents of the region. Residents also exceed the region in obtaining college degrees, and median household income is 43% higher than in the metro area.
- Milton hosts less than one full or part-time job for each working resident, and over 80% of its residents commute to other communities. Those who work in town fill more than one third of local jobs.
- Over half of the private sector jobs in Milton are provided by private schools and health care institutions. Education and health services are growth industries in the Boston Metropolitan Area and Milton could increase its job base by enabling and encouraging growth of these institutions. For example, Milton Hospital could become more of a medical center with the addition of laboratory and office space on its grounds. There appears to be room for more buildings on the site.
- Retailing jobs are underrepresented locally relative to the region as are the types of higher paying jobs typically found in major business centers. The average wage of local jobs is about two thirds that of the region.

<sup>3</sup> This summary is taken largely from the 2004 Community Development Plan prepared by the Metropolitan Area Planning Council. That plan’s findings and recommendations are still valid.



- There is substantial “leakage” from the disposable income of Milton’s residents who shop out-of-town because there are limited shopping opportunities in town. The retail sales “gap” is quite pronounced. Capture of some of these sales presents an opportunity to increase the number and size of retail businesses in town.
- Business properties contribute about 3.6% of the town’s property value, which is at the low end of communities statewide, but consistent with some other residential suburbs. There is very little vacant land zoned for business, but there is potential for redeveloping commercial properties in existing districts and perhaps expanding the amount of commercially zoned land.
- There are a significant number of home-based self-employed businesses, some of which need zoning relief to expand, and some of which may be candidates for relocation to office and other commercial space in commercial districts.
- Milton’s economic activities, while small, are diversified, even if over half of the town’s jobs are in the larger health and educational establishments. Diversification is desirable to help avoid adverse impacts of business downturns.
- Increases in commercial activities in existing commercial areas would contribute to their vitality and combined with good design would aid in creating the vibrancy desired by Milton residents.
- Potential exists for redevelopment and possible expansion of commercial zoning.
- Expansion of existing commercial districts poses several challenges including a lack of land available for development, absentee (out—

of-town) property ownership, and a real and/or perceived lack of parking.

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POTENTIAL LOCATIONS FOR ECONOMIC DEVELOPMENT PROJECTS<sup>4</sup>

In the 2004 Community Development Plan a series of 18 locations were discussed. Included were areas proposed for re-zoning and/or redevelopment for economic development.

The 13 sites (and their suggested uses) that received the broadest support from forum participants in that process were as follows: (Numbers are the votes received.)

- **Extra Space Storage site on Wharf Street.** Make better use of the site’s access and views of the Neponset River with mixed use retail (37)
- **Milton Village / Central Avenue.** Redevelop areas near the Neponset River and MBTA stops to take advantage of transit and bike path (smart growth). Includes re-use of existing buildings where appropriate (36)
- **Granite Avenue corridor in the Riverside Avenue Neighborhood.** Professional/corporate office park or upscale hotel (“Milton Hilton”). Development may be limited to the existing footprint of developed land because of the presence of wetlands (alternative suggestion: open space) (30)

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<sup>4</sup> This summary is also taken largely from the 2004 Community Development Plan prepared by the Metropolitan Area Planning Council and the Central Transportation Planning Staff. As mentioned, that plan’s findings and recommendations were well considered and are still valid.

- **Reedsdale / Randolph Avenue (around Tedeschi’s, but not the rectory).** Redevelop for retail use (30)
- **Milton Hospital.** Change zoning for medical and allied uses (29)
- **Various sites owned by educational institutions.** Create zoning appropriate for education and related uses (e.g. research, conference center), and for future commercial use (29)
- **Both sides of Randolph Avenue, from former Pepsi plant south to Town line.** Overlay zone for commercial use (26)
- **Canton Avenue / Sumner Street.** Pre-existing, non-conforming uses (gas station, skating rink, etc.) Change zoning to neighborhood retail to make operation and upgrade of businesses easier for owners (26)
- **Brook / Thacher /Blue Hill Parkway area.** Pre-existing, non-conforming uses (convenience store, Knights of Columbus, garage) Change zoning to make operation and upgrade of businesses easier for owners (24)
- **Air rights over MBTA parking lot on Wharf Street.** Parking garage and commercial space (23)
- **Blue Hill Avenue / Truman Parkway.** Pre-existing, non-conforming uses. Change zoning to commercial to make operation and upgrade of businesses easier for owners (23)
- **Wollaston Golf course.** Office park (21)
- **Town owned land around Town Hall and Library.** Develop new commercial/retail center for Milton using the site of the Town Hall, fire station and land around the library (19).

- Arts, Culture & Civic uses (e.g. Post Office, Arts Center)

COMMERCIAL DISTRICTS: SPECIFIC ASSETS, CHALLENGES AND OPPORTUNITIES

Each of the town’s commercial areas is a candidate for more economic development. Phase II Master Plan participants at public meetings identified the following assets, challenges /constraints and opportunities in each commercial area

**EAST MILTON SQUARE**

**Assets**

- Comfortable pedestrian scale along Adams Street
- Existing retail, restaurants & offices
- Fruit Center complex
- Location provides easy access from Expressway
- Many people living within walking distance

**Challenges/Constraints**

- Reported lack of adequate parking
- Granite Avenue edge is unpleasant and unsafe for pedestrians and bicyclists
- The Southeast Expressway cuts through and divides the area.
- Granite Avenue is a State Highway imposing parking and curb cut restrictions.
- Traffic lights are in the wrong location and have improper cycles.
- Vehicles back into traffic creating unsafe conditions and delays.
- The existing Square “park” is underutilized.

**Opportunities**

- The theater there is proposed for reuse as a restaurant.
- The bowling alley could be reinvigorated and more intensively used.
- There are some larger lots with potentials to convert to other uses



- including possibly parking.
- More of the expressway could be decked over for parking.
- Metered parking could be installed.

## **NORTHERN GRANITE and RIVERSIDE AVENUES**

### **Assets**

- River, nice views and yacht club
- Access to nature
- Flatley Company & medical offices (@ 2 Granite Ave.)
- Easy access from Expressway

### **Challenges/Constraints**

- Residential neighborhoods with concerns regarding redevelopment
- Linear and disjointed area with pockets of activity
- Granite Avenue is a state road

### **Opportunities**

- American Legion building – renovate, rebuild or relocate
- DOT grant available for some improvements (sidewalk & beautification)
- Connect bike path to trail
- Parking lot – opportunity for reuse
- Mass DOT plans to build an office building on the land they own as well as keep some of it for equipment storage
- the Granite Avenue Study Committee is exploring ways of improving the area

## **MILTON VILLAGE**

### **Assets**

- River, Milton Yacht Club, public boat ramp
- 88 Wharf housing & restaurant development
- Riverwalk
- Stunning views, beautiful historic architecture
- MBTA station + parking
- Farmer's market
- People living in & around area including condos, artist live/work studios
- Connection to retail & restaurants on Dorchester side of river

### **Challenges/Constraints**

- Topography creates some separation & makes perpendicular connections difficult
- Difficult parking (topography & space constraints)

### **Opportunities**

- Better connections to the river
- Parcel in front of Storage facility: additional condos?
- Verizon building – reuse?
- Red Hat building – move? Reuse?
- Expand commercial district to include Hill Street, provide incentives to connect to Milton Village
- Better connect to Central Avenue and adjacent residential neighborhoods

## CENTRAL AVENUE

### Assets

- Existing retail and dining establishments
- Housing located within very close walking distance
- Recent streetscape improvements
- Proximity to trolley

### Challenges/Constraints

- Lacks focal point/gathering space
- Inconsistent scale (one story buildings next to 4-5 story)
- Limited possibilities within existing zoning & structures

### Opportunities

- Create more of a cohesive sense of place (e.g. consistent paving & other streetscape amenities throughout)
- Hendrie's building – redevelop for commercial ground floor/housing above
- More infill development (in adjacent parcels, upper stories)
- Establish gateway into town
- Better connections to Milton Village and adjacent residential areas.

**Appendix: Business Certificates Issued by the Milton Town Clerk**

<b>Business Name</b>	<b>Address Number</b>	<b>Address Street</b>	<b>Business Zoned</b>	<b>Business Name</b>	<b>Address Number</b>	<b>Address Street</b>	<b>Business Zoned</b>
Dezinecor	48	Aberdeen Road		Batson- Susan C. Batson Acupuncture	50	Grafton Avenue	
Milton Acupuncture	60	Adams Street	Yes	Daly Delivery Services	66	Grafton Avenue	
Suffolk Realty Group	75	Adams Street	Yes	Joy L. Pennington	400	Granite Ave	
Wdean Design	556A	Adams Street	Yes	McGreal Investigative Services	275	Granite Avenue	
Eclipse Salon/Spa	64	Adams Street	Yes	Milton Fuel	352	Granite Avenue	
Antoine Makeup & Skincare	539	Adams Street	Yes	Patrick Tracy Law Offices	372	Granite Avenue	
Bowe- Richard Bowe, CPA	185	Adams Street		Johnson - Beth A. Johnson Nutrition and Wellness	364	Granite Avenue	Yes
Coldwell Banker	60	Adams Street	Yes	Milton Flower Shop	426	Granite Avenue	Yes
Salon Matteo, Inc.	556A	Adams Street	Yes	Milton Gas	310	Granite Avenue	Yes
Boston Irish Tourism Association	1	Adams Street	Yes	Berry Insurance South	500	Granite Avenue	Yes
Donadio Leddy Associates	480	Adams Street	Yes	BI Datatek Solutions	293	Granite Avenue	
Milton Barber Shop	556	Adams Street	Yes	LS Home Remodeling/Floring Spec.	239	Granite Avenue	
Karol & Karol	424	Adams Street	Yes	Granite Consulting Group	500	Granite Avenue	
Video Security Experts, Inc.	633A	Adams Street		Bristol's Fun Dogs	170	Granite Avenue	
ARC Assets	263	Adams Street		Law Offices	400	Granite Avenue	
B.Makeup and brow Boutique	558	Adams Street	Yes	Mackintire & O'Connor Ins.	366	Granite Avenue	
East Milton Dental	539	Adams Street		Friends of Hemenway Woodwoods	65	Green Street	
Oribhabor	75	Adams Street		A-Street Music	28	Grove Street	
Randazzo Family Properties	580	Adams Street		Boston Freedom Tails	37	Gulliver St	

MILTON MASTER PLAN INVENTORY: ECONOMIC DEVELOPMENT

Business Name	Address Number	Address Street	Business Zoned	Business Name	Address Number	Address Street	Business Zoned
Phil Construction	58	Adanac Road		Escapte Artist Press	94	Gulliver Street	
C. Thornhill	96	Alfred Road		Bricks 4 kids	118	Gulliver Street	
Bell Associates	111	Allerton Road		Dir. Access Physical Therapy	225	Gun Hill Street	
Milton Auto Glass	16	Allerton Road		Tynan Services	67	Harbor View Rd.	
Bell Associates	111	Allerton Road		J & J Construction Enterprise	185	Harbor View Rd.	
Infinite Beauty Lounge	76	Allerton Road		Les Petits Amis Family Care	185	Harborview Rd.	
Graceful Organic Gardens	37	Antwerp Street		Viasouth	22	Harland Street	
EasyDues	482	Atherton Street		Cruise Planners Blue Hills, LLC	500	Harland Street	
Get the Lead Out of Fishing	216	Atherton Street		Viasouth	22	Harland Street	
Comfy Cozy Pet Sitting	121	Atherton Street		Wieslaw's Home Improvement	10	Harold Street	
Special Ed Parent Coach	45	Audubon Road		TMM Properties	29	Hazel St	
Boston Baby Photos	35	Avalon Road		Sanjeonics	11	High Street	
Mixed Mediaart Cart	3	Bailey Avenue		Landers Service Company	30	High Street	
Newfound Equipment	9	Bailey Road		Girls on the Go 4 U	242	Highland Street	Yes
Ellis-Kathryn Ellis	30	Barberry Lane		Sunrise Scavengers	294	Highland Street	
Nutshell, The	10	Bassett Street	Yes	South Shore Sudden Valves	95	Highland Street	
Solum Painting	39	Bates Road		South Shore Sudden Valves	95	Highland Street	
O'Donnell, Katheen M. Esq	12	Belcher Circle		Moms 4 More	14	Hillcrest Road	
Polz	50	Belcher Circle		Growth and Develop. Group	151	Hillside Road	
Triple-C Transport.	31	Belvoir rd		Mariposa Consulting	390	Hillside Road	

MILTON MASTER PLAN INVENTORY: ECONOMIC DEVELOPMENT

Business Name	Address Number	Address Street	Business Zoned	Business Name	Address Number	Address Street	Business Zoned
G Rene Enterprises LLC	33	Belvoir Road		Tamkin- Robert B. Tamkin CLU, ChFC	372	Hillside Road	
Lindex Productions	33	Belvoir Road		Rettman-Josef F. Rettman	427	Hillside Road	
Linda C. Trum, LICSW	2	Berlin Avenue		Friends of the White House	174	Hillside Street	
Trident Ventures	48	Big Blue Dr		James McDonough 4 ball	147	Hillside Street	
Folan Pressure Washing	338	Blue Hill Ave.		Evan Jones Memorial Fund	370	Hillside Street	
Ngo- Dan Ngo	250	Blue Hill Ave.		Robert B. Tamkin,clu,chfc	372	Hillside Street	
Colon- Rafaela L.	36	Blue Hill Ave.		Powerhouse Energy	11	Hillsvie Road	
Glass Etching & Handyman	46	Blue Hill Ave.		AV International	153	Hinckley Road	
VI Maintenance and Painting	53	Blue Hill Ave.		Alliance Resource Group	224	Hinkley Road	
Drain Stars	166	Blue Hill Ave.		Patterson- Marionette Patterson	115	Hollingsworth Rd.	
Livery Pickup	325	Blue Hill Ave.		Green Energy Mechanical Services	89	Houston Avenue	
Chiropractic Office	328	Blue Hill Ave.		Art 4 Fun Ventures	33	Houston Avenue	
Gifty Trini	46	Blue Hill Ave.		Tedeschi's #310	98	Houston Avenue	
Delphi Schools, Inc	564	Blue Hill Ave.		Warrior Star	83	Houston Avenue	
Child Care at Milton Church of God of Prophecy	100	Blue Hill Parkway	Yes	Realm Quests	39	Howe Street	Yes
Code Med Transcription	55	Blue Hill River Rd.		2727 Marketing	27	Hoy Terrace	
Massage Therapy	137	Blue Hills Parkway		The PR Temp	80	Hudson Street	
Cohen - Beverly Cohen Business Coaching	402	Blue Hills Parkway		Feline Transport	12	Kahler Avenue	



MILTON MASTER PLAN INVENTORY: ECONOMIC DEVELOPMENT

Business Name	Address Number	Address Street	Business Zoned	Business Name	Address Number	Address Street	Business Zoned
Dupie-Dave Dupie Electric	84	Blue Hills Parkway		Polished	15	LaFayette Street	
Ecological Benefits	631	Blue Hills Parkway		Balfe- Law Office of Michael Balfe	19	Lantern Lane	
Apollon Shipping	14	Blue Hills Parkway		CS Consulting	36	Longwood Road	
Redemmers Rock	222	Blue Hills Py		LB Data Solutions	10	Lothrop Avenue	
lhelyoubuyacar.co	3	Boulevard St		Eastwick Construction Svc.	43	Lyman Road	
Canning Construction	18	Bradford Road		Somme Design	234	Lyman Road	
Clean & Simple	27	Brandon Road		The V5 Group	70	Lyman Road	
Del's Auto Repair	18	Breck Street	Yes	Publish	70	Lyman Road	
Intentional Body	11	Briarfield Road		Curran IT & Finance Search	224	Lyman Road	
Cross Country Painting	214	Brook Road		Michael Grella Plumb/Heating	16	McKinnon Avenue	
Carroll Communication Gp.	418	Brook Road		CT Tackwondo Associates	74	Meagher Avenue	
Edward Fallon DBA L& E Trucking	560	Brook Road		Every Girl Feminine Products	42	Meredith Cr	
Core Concept Engineering	103	Brook Road		Louis J. Lanci, Jr.	175	Milton Street	
Saraba transportation	12	Brush Hill Rd		Cindy's Creations	45	Milton Street	
Milton Health Care	1200	Brush Hill Road	Yes	Bexhill Business Advisors	175	Milton Street	
Blue Hill Business Advisors	110	Brush Hill Road		Paddycakes for Dogs	45	Milton Street	
Spartacus Media Enterprises LLC	333	Brush Hill Road		Profiles-Finewoodworking	65	Mingo Street	
Milton Health Care	1200	Brush Hill Road		Shaw Construct & Energy	34	Mingo Street	
Minimum Pkg Consulting	382	Brush Hill Road		Fraser Poly-Engineer Serv	35	Nornan Road	
Touch of Silk	172	Brush Hill Road		Gadgeteer	6	Norway Road	

MILTON MASTER PLAN INVENTORY: ECONOMIC DEVELOPMENT

Business Name	Address Number	Address Street	Business Zoned	Business Name	Address Number	Address Street	Business Zoned
Eleven Eleven Group of Companies	333	Brush Hill Road		Sunflower Beading	14	Oak Street	
Milton Shell/Allisar Audi Inc	11	Bryant Avenue	Yes	Capeshore Development	172	Old Farm Road	
Triple 7 Real Estate, Inc.	25	Bryant Avenue		WJB Consultation and Investigation Service	23	Orchard Road	
Cunniff Hockey	45	Buckingham Rd.		Thomas Buckley Carpentry	132	Otis Street	
JPC Project Consulting	21	Bunton Street		Nick Gobbi Painting & Restoration	23	Pierce Street	
LRJ Real Estate	49	California Ave.		Pleasant Deli Market	330	Pleasant Street	
Milton Auto Repair	944	Canton Ave		Burke's Mkning LLC	297	Pleasant Street	
YouAreAway.com	1016	Canton Avenue		TDK Odyssey	39	Pope Hill Road	Yes
Milton Professional Management Assoc.	525	Canton Avenue		Stephen's Moving and Delivery Company	39	Pope Hill Road	
Blue Hill Auto Supply	940	Canton Avenue	Yes	Ten Seconds Media LLC	39	Pope Hill Road	
Milton Auto Repair	944	Canton Avenue	Yes	G.O.D.	933	Randolph Ave	
Northeast Football Operations	9	Cape Cod Lane		Gates International Realty	546	Randolph Avenue	
Park Planning	14	Capen Street		Gates International Realty	546	Randolph Avenue	
Mavridis Contracting Serv	98	Capen Street		A Heavenly Trip	933	Randolph Avenue	
YOU gNeek	4	Carisbrooke Rd.		Towne Tree & Landscaping, Inc.	1131 B	Randolph Avenue	
Crew Ready	2	Carisbrooke Rd.		Success Real Estate	588	Randolph Avenue	
Schiller Strategic Mkting	6	Carisbrooke Rd.		Roussel Designs	1237	Randolph Avenue	Yes
Lincoln Studio LLC	224	Central Ave.		Personal Training	669	Randolph Avenue	Yes

MILTON MASTER PLAN INVENTORY: ECONOMIC DEVELOPMENT

Business Name	Address Number	Address Street	Business Zoned	Business Name	Address Number	Address Street	Business Zoned
Invisible Gears	454	Central Ave.		Kneaded Therapy	59	Reedsdale Rd	
JMAC Investigations	200	Central Ave.		Milton Boot Camp	59	Reedsdale Rd	
Whitney's of Milton, Floral Design	27	Central Ave.	Yes	Run Milton half marathon	59	Reedsdale Rd	
Mackies Cosmetology Sales	20	Central Ave.		C.E.S. Creative Energy Solutions	210	Reedsdale Road	
Olivenation LLC	316	Central Ave.		Kneaded Therapy	59	Reedsdale Road	
Spinnaker Consulting Group	374	Central Ave.		MAC Resources	210	Reedsdale Road	
Lincoln Studio, Inc.	224	Central Ave.		Emily Innes Interiors	300	Reedsdale Road	
Milton Access Television	451	Central Ave.	Yes	CLADA/New England Autumn Feis	90	Reedsdale Road	
A New You Beauty and Wellness Spa	36	Central Ave.	Yes	Beth Istrael Deacones Hospital- Milton	199	Reedsdale Road	
Mackies Barber Shop	20	Central Ave.	Yes	Leonard Photography	37	Revere Street	Yes
DF Nails d/b/a Flip Hair Salon	36	Central Ave.		Adams- Law Office of Sally L. Adams	60	Ridgewood Road	
Lincoln Studio, Inc.	224	Central Ave.		JZ Consulting	95	Ridgewood Road	
Transnational Expressions	316	Central Ave.		Mom Corps	51	Rustlewood Road	
Milton Academy Bookstore #8111	170	Centre St		Liz Page Associates	3	Saint Marys Road	
R.J. Richard Printing Co.	345	Centre Street		Poseidon's Trident	83	Sassamon Avenue	
JMB Construction & Design	49	Century Lane		Vicente Carpentry Services	2	School Street	
MMG-Militant Music Group	9	Cheever Street		Valaree Hemighans	21	School Street	
Prestige Etiquette	9	Cheever Street		Glass by Design	64	Sheldon Street	

MILTON MASTER PLAN INVENTORY: ECONOMIC DEVELOPMENT

Business Name	Address Number	Address Street	Business Zoned	Business Name	Address Number	Address Street	Business Zoned
J Enterprise	40	Cheever Street		Tec Investigations	24	Sheridan Drive	
Callender Girls' Creations	5	Cheryl Drive		Someone's In the Kitchen, LLC	92	Squantum Street	
Puccini Photography	41	Christopher Drive		PD Service	54	St. Mary's Road	
Christeenies	202	Church Street		Collins McKinney Real Est	75	Standish Road	
Antoine Makeup & Skincare	9	Church Street		New England Marketing Services	14	Taff Road	
Densefog Group, Inc.	77	Churchills Lane		The In Place	134	Thacher St	
Mer Lar	40	Churchills Lane		Little Treasures by Pat	346	Thacher Street	
Unquity Partners	202	Churchills Lane		Erin's Melody	369	Thacher Street	
S & H Home Improvement and Property Maintenance	5	Clapp Street		Kennedy -Law Office of Deb Kennedy	61	Thacher Street	
Bruno Solutions	10	Clark Road		Coach 1 Limo/Car Service	178	Thacher Street	
Jefelex Systems,	70	Cliff Rd		Roy Chambers Photography	218	Thacher Street	
Fantabulus	120	Cliff Road		Hopson-Pino real Estate	175	Thacher Street	
Katerina Kaufmen	55	Collamore Street		Hannigan	334	Thacher Street	
William Atwood	88	Columbine Road		Boston Espresso Repair	25	The Ledgeway	
Liht Effect Farms	10	Columbine Road		Spiros- Connie Spiros Personal Chef	22	Thompson Lane	
Asare Consulting	25	Concord Avenue		Cockrell - BJ Cockrell Real Estate Appraisals Consulting	17	Tucker Street	
Mass Bay Staffing Group	3	Coolidge Road		Lilly's Bambinos Daycare	11	Tucker Street	
Leonard Communications	76	Craig Street		Martineau Francois & Associates	15	Tucker Street	
Sena's Superior Cleaning	42	Curtis Road		Anointed Taste Catering Service	15	Tucker Street	

MILTON MASTER PLAN INVENTORY: ECONOMIC DEVELOPMENT

Business Name	Address Number	Address Street	Business Zoned	Business Name	Address Number	Address Street	Business Zoned
Carpe Diem Photo Services	41	Curtis Road		BJ real Estate Consult	17	Tucker Street	
Marine Repair Service	26	Dean Road		Boy Scouts of America-Sayre Scout Shop	411	Unquity Road	
Bite This, Boston LLC	15	Eaton Street		McRae & Associates	78	Valentine Road	
Ginny's Art School	330	Edge Hill Road	Yes	Watterson Communications	114	Valley Road	Yes
Simms Construction	208	Edge Hill Road		Videokin	22	Valley Road	
Milton Hill Sport & Spa	1	Eliot Street	Yes	Cary Productions	37	Valley Road	
Milton Opus LLC d/b/a Rye & Steerl	95	Eliot Street		Holistic Landscaping	5	Verndale Road	
J. F. Electrical Services	209	Eliot Street		C.A. Tooley Equip	67	Victoria Street	
Stellar Research	88	Elm Street		Milton American Baseball	18	Vinewood Road	
LLM Design	106	Emerson Road		Koncierge US	56	Vose Hill Rd	
HSJ Import Export	32	Essex Road		Health Information Systems Consulting	29	Waldo Road	
Vardi	7	Fairfax Road #1		Milton Title	9	Warren Avenue	
Millefleur	8	Farmer Road		Blackcar	12	Warren Avenue	
Bellini Portaits	24	Ferncroft Road		MTC Limo Service	42	Warren Avenue	
L.E. Home Repair	56	Ferncroft Road		Nexus Print Group	49	Westvale Road	
Lynch Companies, Inc.	90	Forbes Road		Milton I.T. Services	88	Wharf Street	
Judy George Design International	52	Ford Ranch Road		Sodire Sigma	7	Willoughby Road	
Hotel Maison	52	Ford Ranch Road		Beth McGee Consulting	26	Windsor Road	
Hometown USA	10	Galen Street		Divaz Collections, LLC	23	Winthrop Street	
Dublin Properties	108	Governors Road		Munroe Ventures LLC	86	Wood Street	
				Specialized Foot Care	76	Wood Street	



Business Name	Address Number	Address Street	Business Zoned
Grey Builders & Carpentry	45	Woodville Ave.	

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Reports ES-202, Massachusetts Department of Labor and Workforce Development, Data through the 3<sup>rd</sup> Quarter of 2013

Largest Employers in Milton, Infogroup, Omaha, Nebraska, 2014

Milton Report of Nielsen Segmentation and Local Market Solutions (formerly Nielsen Claritas), Allentown, PA, 2014

Interview with Ned Corcoran, June 24, 2014

Milton Town Clerk List of Business Certifications, 2014

One Plan, One Community, Randolph Avenue, The Town Farm, The DPW Yard & Beyond, Author and Date Not Identified.

This chapter identifies and describes Milton's many historic and cultural resources and past efforts to preserve, promote and enhance them. Historic and cultural resources include both physical resources [landscape features, landscapes, and archaeological sites (both historic and pre-historic)], as well as non-physical resources (organizations, clubs, programs, events, and traditions), both of which contribute to the quality of life in the Town. The chapter includes:

- A brief history of Milton and an overview of the Town's extant historic resources;
- A synopsis of past efforts to preserve historic and cultural resources; and
- A description of the many historic and cultural organizations based in Milton, as well as those in surrounding communities providing programs in Milton.



*The tidewater marshes and alluvial floodplain of the Neponset River have attracted humans for centuries. Milton Hill, site of the town's original settlement, stands in the background.*

### MILTON'S HISTORY AND EXTANT HISTORIC RESOURCES

#### CONTACT AND FIRST PERIODS (BEFORE 1675)

The alluvial floodplain and tidewater basin of the Neponset River have been the site of human habitation for centuries. Prior to the 1630s, native peoples, the Neponsets, settled along the river edges, fishing and farming, and hunting in the Blue Hills. While little physical evidence of Native settlement exists, several Place Names, such as Uniguitiquessett, Mattapan, and Mystick survive, as do native trails, including Adams and Hillside Streets.<sup>1</sup>

European settlers came to the area in ca. 1634,<sup>2</sup> establishing the township of Dorchester (1631) and increasing the land holdings southward to include the present town of Milton, known as Unquityquisset.<sup>3</sup> The first settlement occurred near the river, and from there spread south towards Brush Hill. Settlers constructed the first bridge in 1633 in the location of the present day Adams Street Bridge, providing a highway connection from Boston to Plymouth, and in the following year, built a grist mill at the bridge.<sup>4</sup> They located the meetinghouse in ca. 1656 at the summit of Milton Hill.<sup>5</sup> When Milton became a town in 1662, its land had been allocated to individuals, with 400 acres reserved for the support of

<sup>1</sup> Milton Historical Commission, *Milton, Massachusetts Historic Preservation Plan*, 1988, 6-8; *Massachusetts Historical Commission Reconnaissance Survey for Milton, Massachusetts*, 1988, 3

<sup>2</sup> *MHC Reconnaissance Survey*, 4

<sup>3</sup> *Milton Historic Preservation Plan*, 10

<sup>4</sup> *Ibid*

<sup>5</sup> *Ibid*, 11

SUMMARY OF KEY POINTS

- Humans have inhabited the Milton area for centuries, beginning with Native peoples, the Neponsets, who settled along the Neponset River, and Europeans who came in the early 1600s, establishing the Town of Milton in 1662, and with it, the first burial ground, laid out in 1672 and today part of the Milton Cemetery.
- Milton claims many historical “firsts,” including the first paper mill in New England, the first commercial railroad in America (the Granite Railroad), and the first commercial operation to institute the profession of floriculture (the Thayer Nursery).
- People of wealth, including merchants, lawyers and doctors, have made Milton their home, either permanently or seasonally, since the early 19th century. Milton became a commuter suburb in the 1840s.
- Preservation of public open space in Milton dates to the 1890s, when the Forbes family gave Hutchinson Field to America’s first land trust, The Trustees of Reservations. Many other preservation efforts, both public and private, have subsequently followed.
- The division of large estates into subdivided middle-class neighborhoods is a near-100 year trend in Milton. In the early 20th century estates in the northwest section of town were laid out as housing developments with designed streetscapes.
- Milton has a long history of protecting Town character, beginning with the passing, in 1938, of a comprehensive set of zoning bylaws.

the Church. Families included the Badcocks (also known as Babcocks), Gills, Gullivers, Swifts and Voses, and the total population was estimated at 250.<sup>6</sup> Milton developed first as an agricultural community, with Indian corn, barley and rye as principal crops, and pasturage along the river edge for cattle and oxen.

Extant historic and cultural resources dating to the Contact and First Periods include early roads, such as Adams and Hillside Streets, and Brush Hill Road, and at least one First Period house, the Robert Tucker House at 678 Brush Hill Road (moved to this location), constructed ca. 1670.<sup>7</sup> The first burial ground, laid out in 1672, is incorporated within the grounds of the Milton Cemetery with four extant gravestones from this time.<sup>8</sup>

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COLONIAL PERIOD (1675-1775)

Agriculture continued to dominate the Milton economy during the 1700s, but industry developed and expanded along the Neponset River, spurred by capital investment from Boston, fostering growth of the area into a major commercial center.<sup>9</sup> New England’s first paper mill was established in 1728; here, Stephen Crane would learn the art of paper making, and go on to establish the Crane Paper Company.<sup>10</sup> In 1765, John Hannon began grinding cocoa beans in an annex to a saw mill, an operation that would become part of the Walter Baker firm.<sup>11</sup>

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<sup>6</sup> *Ibid*, 10

<sup>7</sup> *Milton Historic Preservation Plan*, 12

<sup>8</sup> *Milton Historic Preservation Plan*, 13

<sup>9</sup> *MHC Reconnaissance Survey*, 5, *Milton Historic Preservation Plan*, 15

<sup>10</sup> *MHC Reconnaissance Survey*, 5; *Milton Historic Preservation Plan*, 18

<sup>11</sup> *Milton Historic Preservation Plan*, 18. The Walter Baker Chocolate Company was the largest of three chocolate manufacturers operating in the area by 1843. Baker’s company operated until 1965. (*Past & Present: People and Places in Milton*)



*The Daniel Vose House, also known as the Suffolk Resolves House, was constructed in 1740 in Milton Village, and moved to its current location on Canton Avenue in the 1950s. It is home to the Milton Historical Society.*

The town center moved to Academy Hill<sup>12</sup> during the Colonial Period, where it continues to stand today, and Milton Hill began to develop as an estate district.<sup>13</sup> Several houses remain from this time, including the Daniel Vose House, 1370 Canton Avenue, built 1740 (moved in the 1950s from Milton Village);<sup>14</sup> the John Crehore

<sup>12</sup> Academy Hill received its name from Milton Academy, which was established at this location in 1801.

<sup>13</sup> *Milton Historic Preservation Plan, 17; MHC Reconnaissance Survey, 5*

<sup>14</sup> The Daniel Vose House is also known as the “Suffolk Resolves House.” In 1774, in response to England’s taxing of the colony through the Coercive Acts, a list of grievances known as the Suffolk Resolves was prepared and read on the steps of the Vose House. It was then taken by Paul Revere to the Provincial Congress in Philadelphia. (*Past & Present: People and Places in Milton*)

House, 1144 Brush Hill Road, built 1724; and the Joseph Bent House, 1045 Brush Hill Road, built 1730.<sup>15</sup> Thomas Hutchinson, the last royal Governor of the Massachusetts Bay Colony, built a farm on Milton Hill in 1745, and while the buildings no longer stand, the farm field and ha-ha wall (sunken fence) remain as protected open space (property of The Trustees of Reservations). Milton’s population on the eve of the American Revolution reached 1,000.

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#### FEDERAL PERIOD (1775-1830)

Industry continued to grow and thrive in Milton during the Federal Period, as the Neponset River was second only to the Blackstone for industrial development at this time. Industrialists included Josiah Bent, who in 1801 began manufacturing what are believed to be the first water biscuits (hard tack) in the country; Benjamin Crehore, who made pianos as early as 1800; and several other operators of paper mills. John Swift operated a hat shop in Milton Village as early as 1790.<sup>16</sup> Farming continued along Canton Avenue and Brush Hill Road, producing for the Boston markets, rather than just subsistence. Bezer Thayer established a farm in the 1790s on Hillside Street that evolved into a nursery, institutionalizing the profession of floriculture.<sup>17</sup> Despite this growth in both industry and agriculture, Milton’s population remained level during the Federal Period, totaling 1,039 in 1790 and 1,576 in 1830.<sup>18</sup>

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<sup>15</sup> *Milton Historic Preservation Plan, 15-16*

<sup>16</sup> Teele, Albert, *The History of Milton, Mass., 1640 to 1877*, 386; *MHC Reconnaissance Survey, 7; Milton Historic Preservation Plan, 23*

<sup>17</sup> *Milton Historic Preservation Plan, 21-23; MHC Reconnaissance Survey, 6*

<sup>18</sup> *MHC Reconnaissance Survey, 6*





*The Swift Hat Factory, built in ca. 1790 in Milton Village, is the oldest remaining commercial building in Milton.*

Milton built roads, educational, civic and religious institutions during the Federal Period, many of which remain today. Originally constructed as toll roads, Blue Hill and Randolph Avenues date to this time, and the fourth meetinghouse [today's First Parish in Milton (Unitarian)] was built in 1788, serving as a location for Town Meeting.<sup>19</sup> In 1803, the town established a poor-house lot and erected a permanent house for its less fortunate on land that had been deeded to the town by Governor Stoughton in the early 1700s for this purpose. The 1812 Powder House (originally located in a field near the poor-house lot) was built to store powder to be used in

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<sup>19</sup> The fourth meetinghouse was built on the site of the third, and the first two were constructed elsewhere in Milton.

the event that Milton was attacked during the war.<sup>20</sup> Milton Academy was established in 1801 on Academy Hill as a state-chartered high school-level institution.<sup>21</sup>

Development of Milton Hill as an estate district continued, with local merchants, lawyers and doctors purchasing land and establishing large residences. The Dr. Amos Holbrook House, built in 1800 at 203 Adams Street, is one example of a Federal Period Milton Hill estate.<sup>22</sup> Other extant houses from this period include the Bezer Thayer House (built in 1790, 270 Hillside Street); the Isaac Davenport House (built in 1794, now the Wakefield Estate); the Samuel Adams House (built in 1800, 307 Highland Street), and the Gen. Moses Whitney House (built in 1819, 126 Adams Street).<sup>23</sup>

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#### EARLY INDUSTRIAL PERIOD (1830-1870)

Milton's industrial base remained largely agricultural during the middle decades of the 19<sup>th</sup> century, with 125 farms operating in 1865.<sup>24</sup> However, the emerging granite industry, centered in neighboring Quincy, brought new economic activity to Milton. The stone was quarried in Quincy, but cut at sheds located on Milton's Granite Avenue. The Granite Railway, America's first commercial train system, was erected in 1826 to transport the stone, and railway cars were built in Milton. The enterprise fostered the development "Railway Village" at the crossing of the rail line and Adams Street, today's East Milton.<sup>25</sup> Immigrants, the majority Irish,

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<sup>20</sup> *Milton Historic Preservation Plan*, 23-24

<sup>21</sup> *Ibid*, 19

<sup>22</sup> Dr. Amos Holbrook was a proponent of disease prevention, and urged Milton residents to become vaccinated against Small Pox. (*Past & Present: People and Places in Milton*)

<sup>23</sup> *Ibid*, 20-22

<sup>24</sup> *MHC Reconnaissance Survey*, 9

<sup>25</sup> *Ibid*, 25. The railway operated until 1866.



## MILTON MASTER PLAN INVENTORY: HISTORIC AND CULTURAL RESOURCES

flocked to the area to work in the industry, and by 1865, 22% of Milton's population was foreign-born. Grain and paper production continued, but other industrial activity, including wool pulling and tanning, declined.<sup>26</sup>

Transportation networks expanded. Passenger trains arrived in 1847, allowing residents to commute to Boston, promoting the development of Milton as a suburban residential community.<sup>27</sup> Principal among these was the Milton-Mattapan Branch Railroad running along the Neponset River. Roadways and associated structures were improved, including Paul's Bridge linking Milton to Readville via the Neponset Valley Parkway, was rebuilt in 1849 as the three-arch stone structure at this location today.<sup>28</sup> Between 1830 and 1940, the nation's first state-sponsored survey, a triangulation of the state, took place under the direction of Simeon Borden with a key landmark for the first baselines located on Great Blue Hill. In ca. 1837, Harvard University constructed the stone tower, the Borden Station, at the site to mark a meridian with their observatory at Cambridge.<sup>29</sup>

Having moved to Academy Hill at the end of the 1700s, the town's civic and religious center began to expand during the Early Industrial Period. The First Congregational Church was constructed in 1834 following separation from the Unitarian Church. The first town hall was also constructed by 1837 on a site behind the present-day building (no longer extant).<sup>30</sup>

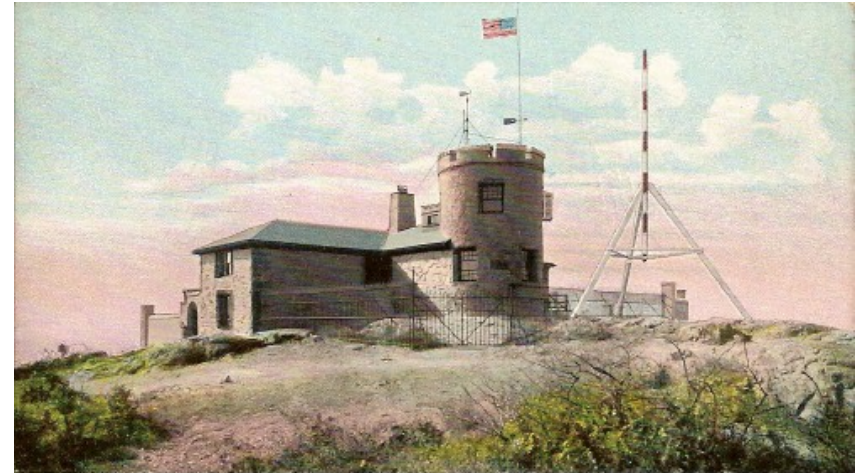
<sup>26</sup> MHC Reconnaissance Survey, 9; Milton Historic Preservation Plan, 28

<sup>27</sup> Milton Historic Preservation Plan, 27-28

<sup>28</sup> MHC Reconnaissance Survey, 8. Paul's Bridge, named for the owner of abutting property, was re-built in 1932-1935 re-using original stone and parapets per the direction of Arthur Shurcliff, who advocated for the widening of the bridge (*National Register of Historic Places Inventory Form MLT.923 for Paul's Bridge, Milton, 1972*)

<sup>29</sup> MHC Reconnaissance Survey, 10

<sup>30</sup> Milton Historic Preservation Plan, 32. The first "official" town hall was built in 1878 adjacent to the site of the 1837 town hall.



*The Borden Station, built ca. 1837 atop Great Blue Hill, was built by Harvard University as part of an effort to create the first state-sponsored survey. (Collection of the Milton Historical Society)*



*The 1878 Eustis Estate, located on Upper Canton Avenue, is one of many Milton homes designed by William Ralph Emerson.*

Much of the residential development during this period took place in East Milton, in the form of cottages to house railway workers. However, estate development continued, including the Milton Hill property of the Forbes family (built in 1833), as well as summer residences, including those of the Eustis and Wolcott families on Canton Avenue nearer the Blue Hills.<sup>31</sup>

### LATE INDUSTRIAL PERIOD (1870-1915)

By the late 19<sup>th</sup> and early 20<sup>th</sup> centuries, Milton was no longer a principally agricultural/industrial community. While chocolate and biscuit production and market gardening continued, most business interests moved to Boston, the commute eased by the introduction of the electric street car in 1899.<sup>32</sup> The Webb Mill, constructed in 1882 in Milton Village, survives as one of the few examples of industrial architecture from this period.<sup>33</sup>

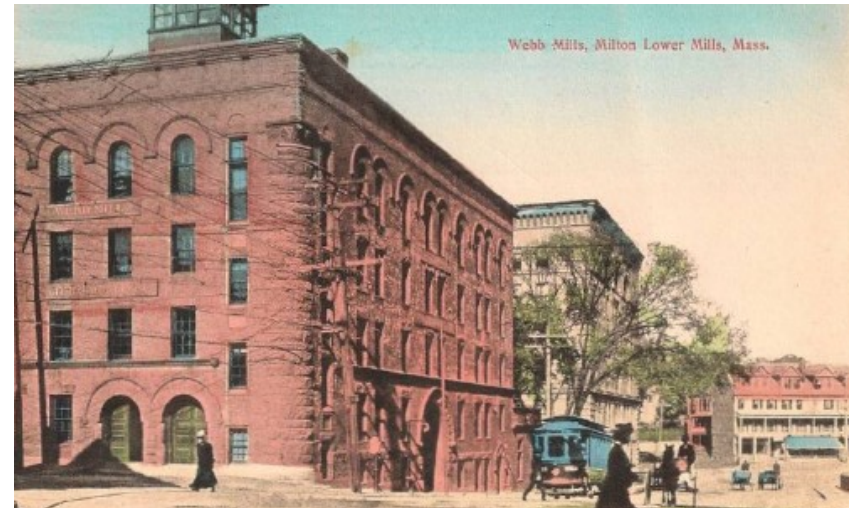
Milton evolved into an affluent suburb. The town constructed water, sewerage and electrical systems between 1889 and 1890, allowing for the growth of speculative housing, particularly along Blue Hill Avenue and the Blue Hills Parkway.<sup>34</sup> Most of the high style, architect-designed country estates and houses of prominent Boston area business and civic leaders were built atop old farmland, including several designed by William Ralph Emerson (including Emerson's own home, built in 1886, at 201 Randolph Avenue), a master of the Shingle Style. These properties were located principally along Adams Street, as well as Randolph, Brush Hill and Upper Canton Avenues. The 1878 Eustis Estate at 1426 Canton

<sup>31</sup> *Ibid*, 29

<sup>32</sup> The electric streetcar system extended down Reedsdale Road, terminating just before the road curves to join Randolph Avenue.

<sup>33</sup> *Ibid*, 33

<sup>34</sup> MHC Reconnaissance Survey, 11; Milton Historic Preservation Plan, 36



*The Webb Mill, constructed in 1882 in Milton Village, is one of the few examples of Late Industrial Period architecture. (Collection of the Milton Historical Society)*

Avenue is one of the many Emerson houses extant in Milton.<sup>35</sup> The landscapes of many Milton estates and some institutions were designed by renowned landscape architect Frederick Law Olmsted and/or his sons, as well as a former Olmsted firm associate, Warren H. Manning. The published inventory of Olmsted Firm projects lists 31 assignments in Milton, including the homes of George Wigglesworth, Richard Olney, John Gardner and the Forbes family, as well as the Milton Women's Club,<sup>36</sup> Milton Academy, Eliot Street School, and East Milton School. Manning's projects included the landscapes for the William H. Dewart ("10 Acres") and Philip L. Saltonstall ("Intervale") properties on Brush Hill Road.<sup>37</sup>

<sup>35</sup> MHC Reconnaissance Survey, 11; Milton Historic Preservation Plan, 35

<sup>36</sup> The Milton Women's Club was recently demolished.

<sup>37</sup> *Olmsted Firm Project List* ([www.olmstedonline.org](http://www.olmstedonline.org)); *Warren H. Manning Client List* (Library of American Landscape History)



## MILTON MASTER PLAN INVENTORY: HISTORIC AND CULTURAL RESOURCES

Institutional development continued during the Late Industrial Period. In 1885, Milton Academy re-opened as a private co-educational school (in its current location), and constructed its first building in the Romanesque Revival Style at 170 Centre Street. Other religious and civic structures included St. Michael's Episcopal Church (built in 1898), Milton Public Library (built in 1902) and Junior High School (built in 1912).<sup>38</sup>

Milton's residents began to recognize the value of the town's open space, and launched several land-protection measures. The Forbes family gave the Hutchinson Field to the Trustees of Reservations in 1898, and Cunningham Park was established in 1905. These efforts coincided with that of the State, in 1893, when land was taken from five towns to create the Blue Hills Reservation.<sup>39</sup>

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### EARLY MODERN & MODERN PERIODS (1915-TODAY)

Milton's population significantly grew during the first half of the 20<sup>th</sup> century, and with this came an expansion of the town as a suburban community.<sup>40</sup> After 1929, subdivision of the large estates began creating middle-class neighborhoods, particularly in the northwestern section of town, on Briarfield, Brandon and Windsor Roads, with designed streetscapes (boulevards).<sup>41</sup> Most of the town's schools, both private and public, date to this period, including additions to Milton Academy, as well as Fontbonne Academy.<sup>42</sup> Commercial building included one and two-story blocks at East Milton Square. In the 1950s, Curry College, founded in 1879, re-located in Milton from a downtown Boston site. By the late

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<sup>38</sup> MHC Reconnaissance Survey, 11; *Milton Historic Preservation Plan*, 37

<sup>39</sup> *Milton Historic Preservation Plan*, 36

<sup>40</sup> Milton's population doubled between the two world wars, reaching 18,706 in 1940 (*MHC Reconnaissance Survey*, 13)

<sup>41</sup> *MHC Reconnaissance Survey*, 13; *Milton Historic Preservation Plan*, 39

<sup>42</sup> *MHC Reconnaissance Survey*, 14



*The 1902 Beaux Arts style Milton Public Library was designed by Shepley, Rutan and Coolidge, and remains one of the town's most treasured buildings to this day.*

1950s, the Southeast Expressway was in operation, further easing the Boston commute and supporting Milton's evolution as a suburban community. The construction of this roadway, along the old railway right-of-way, divided East Milton Square.

In 1938, a comprehensive set of zoning bylaws was passed to protect the semi-rural residential character of the town, by delineating residential and commercial areas.<sup>43</sup> This effort, along with others that would follow, established a tradition in Milton of preserving historic and cultural resources, as well as open space, while at the same time providing housing for its residents, as discussed in the next sections of this Historic and Cultural Resources Inventory chapter.

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<sup>43</sup> (MHPP 40-41)

Today, Milton is faced with the challenge of protecting its centuries-old collection of very important historic buildings and landscapes, while, at the same, providing for modern needs, including sufficient housing, desired commercial establishments, safe and efficient transportation systems, high quality public education, health and safety institutions, and preserved natural resources.

### PAST EFFORTS TO PRESERVE HISTORIC AND CULTURAL RESOURCES

#### SUMMARY OF KEY POINTS

- Milton has taken many steps, over the past 25 years, to recognize its many historic and cultural resources and ensure their protection. Most efforts have been spearheaded by the Milton Historical Commission, including the compilation of a town-wide historic preservation plan, completion of community-wide historic resource inventory, establishment of National Register Historic Districts, and adoption of a Demolition Delay Bylaw.

### PAST EFFORTS

**1938 Zoning Bylaw.** In 1938, the Town of Milton adopted its first Zoning Bylaw. This action followed the 1922 approval of establishing a Planning Board, and 1923 election of the first Planning Board.

**Town of Milton Master Plan (1958).** In 1958 during the construction of the modern transportation system around Boston, Milton prepared its first official master plan and in it, reiterated the trend

established by the 1938 zoning bylaw to maintain the town as a residential community.<sup>44</sup> It noted,

“it is recognized that increased costs in the operation of the Town, together with the improvement of the highway and transit connections to the center of Boston, may bring about pressure for the expansion of areas available for commercial or industrial development. The argument that such changes would result in a net increase in municipal revenues is not borne out by studies of the ratio of potential tax income to the increased costs that would probably be required of the community.”<sup>45</sup>

**Town of Milton Comprehensive Planning and Management Program & Summary (1974/1977).** In 1974, the Town updated its master plan. Preservation of historic and cultural resources was not specifically addressed in the plan’s recommendations, however concern was raised about the protection of open space in the more densely developed areas of Milton, as means of preserving town character.

**Inventory of Historic Resources (ongoing).** To date, Milton has, through the efforts of its Historical Commission and other historic resource preservation enthusiasts, inventoried over 2,200 areas and properties, each of which appears on the State’s listing of cultural resources (Massachusetts Cultural Resource Information System/MACRIS). For many of these resources, the associated written inventory forms have been scanned and uploaded into MACRIS, making the forms available for download by anyone with access to the Internet. The forms detail the history of the properties, architects/builders, and profile of the original owners, to

<sup>44</sup> The Southeast Expressway opened in 1957.

<sup>45</sup> <http://miltonview.blogspot.com/2014/04/miltons-master-plan-and-planning-board.html>, commentary by Philip Mathews.

the extent known. A significant portion of this inventory work was completed in 1986 by the Milton Historical Commission, fulfilling one of its primary mandates under M. G. L. Chapter 40, Section 8d.

**Town of Milton: Historic Preservation Plan (1988).** In 1988, the Milton Historical Commission worked with preservation consultant Edith Clifford to prepare a comprehensive plan to preserve the Town's historic resources. The eight-month project provided an overview of the Town's history, outlined past preservation efforts, and recommended the establishment of four National Register Historic Districts, a Milton Academy Thematic Resources Area, and the possible nomination of several individual properties outside the proposed districts' boundaries. It also identified several important preservation issues facing the Town, including:

- Utilization of undeveloped land for housing
- Pressure imposed on the Town by M. G. L. Chapter 40B (affordable housing)
- Preservation of open space as a means of protection streetscapes, landscapes, and archaeological sites
- Threats to historic resources, including buildings, streetscapes, neighborhoods, open space

Finally, the plan outlined a three-pronged approach to preserving Milton's historic and cultural resources, including the National Register listings; integration of preservation concerns into the Town's planning process; and educating the community about the Town's history and architecture, and the benefits of protection.

While the Town did nominate and successfully list many districts and individual properties to the National Register (see below) and adopted a Demolition Delay Bylaw (for structures built before 1919 only), the other means of historic resources protection suggested by the plan went unaddressed. These include:

- A long-range plan for adding appropriately-scaled and designed housing on undeveloped land, located primarily in the southern and western sections of the Town. Possible approaches are (1) conversions of estate residents into multi-family condominiums, and (2) development of driveways subdivisions to reduce the cost of roadways
- A plan to provide affordable housing, designed to meld with and complement the historic landscape and overall character of Milton
- A long-range plan for protection of open space (addressed in the Natural Resources, Open Space and Recreation Inventory chapter)
- Adoption of Local Historic Districts
- Better integration of the Historical Commission's goals for protection structures and landscapes (including scenic roads) into the Town Zoning Bylaw

### **National Register Historic Districts and Individual Property Listings.**

As follow up to the 1988 Historic Preservation Plan, the Milton Historical Commission has nominated and successfully obtained listing of five historic districts to the National Register of Historic Places.<sup>46</sup> These include:

- Milton Centre (1988): Canton Avenue between Reedsdale Road and Thatcher and Highland Streets (20 properties)
- Scott's Woods (1992): Hillside Street between Randolph Avenue and DCR Blue Hills Reservation (88 properties)

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<sup>46</sup> Based on the 2014 *Massachusetts Cultural Resource Information System* of the Massachusetts Historical Commission.



- Milton Hill (1995): Roughly bounded by Adams and School Streets, Randolph and Canton Avenues, and Brook Road (259 properties)
- Brush Hill (1998): Roughly Brush Hill Road from Robbins Street to Bradlee Road, and Brush Hill Land and Dana and Fairmount Avenues (66 properties)
- Railway Village (2000): Roughly along Adams Street, from Mechanic and Church Streets to Washington Street (191 properties)

The Commission also obtained listing for several individual historically-significant properties:

- Captain R. B. Forbes House, 215 Adams Street (1966)
- Suffolk Resolves House (a.k.a. Daniel Vose House), 1270 Canton Avenue (1973)
- Dr. Amos Holbrook House, 203 Adams Street (1974)
- Governor Hutchinson's Ha-Ha, 100 and 112 Randolph Avenue (1975)
- Belcher-Rowe House, 26 Governor Jonathan Belcher Lane (1982)
- U. S. Post Office, Milton, 499 Adams Street (now home to the Milton Art Center) (1986)
- G. H. Bent Company Factory, 7 Pleasant Street (2000)
- Milton Cemetery, 211 Centre Street (2004)

The Captain R. B. Forbes House, noted above, also became a National Historic Landscape (NHL) in 1966, recognizing it as “a nationally significant historic place that possesses exceptional value or quality in illustrating or interpreting the heritage of the United States.”<sup>47</sup> Massachusetts houses just 187 of the 2500 NHL properties.

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<sup>47</sup> [www.nps.gov/nhl](http://www.nps.gov/nhl)

In addition to these listings, Milton is home to several National Register properties which are part of districts that encompass multiple Towns and/or are “Multiple Resource Areas,” including the Blue Hills Reservation and Parkway, Dorchester-Milton Lower Mills Industrial District, and the Neponset Valley and Truman Parkways.

**Town of Milton Community Development Plan** (2004). The Town of Milton engaged the Metropolitan Area Planning Council in an effort to create a vision for future growth, one that addressed natural resources and open space, housing, economic development and transportation. While preservation of historic and cultural resources was not specifically incorporated into the recommendations, the plan did cite two related strategies:

- As a means of protecting open space, create a bylaw that protects large, private (or developable municipal) properties by mandating that development be done through cluster, attached cluster, condominium, or other regulation, so that the most significant natural and/or historic resources of the site are preserved
- Adopt the Community Preservation Act

**Demolition Delay Bylaw** (2006). The Town of Milton adopted a Demolition Delay Bylaw in 2006, which applied only to total demolition of properties constructed prior to 1919. It did not take into consideration neglect or removal of historic features. The bylaw allowed interested parties up to nine months to propose alternatives to demolition.

### EXISTING HISTORICAL AND CULTURAL ORGANIZATIONS

#### SUMMARY OF KEY POINTS

- Many institutions, both public and private, are invested in historic and cultural resource protection in Milton, including The Trustees of Reservations, Historic New England, Milton Historical Society, the Forbes House Museum, and the State Department of Conservation and Recreation.
- Residents actively participate in the Town’s historic and cultural institutions, including the Milton Public Library, Milton Players, Milton Garden Club, and Milton Cultural Council.

### HISTORICAL ORGANIZATIONS

**Milton Historical Commission (public).** A seven-member commission appointed by the Board of Selectmen, the historical commission was established in 1973 to “identify and chronicle the architectural and historical resources of the Town of Milton, per M. G. L. Chapter 40, Section 8d. In addition to the many efforts described above under Past Efforts, the commission has published *The Story of the Suffolk Resolves* (booklet); sponsored the development of a *Walking Tour of the Lower Mills & Milton Village* (printed tour map); commissioned *Past and Present: People & Places in Milton* (video history of the Town); advised various Town boards and committees on issues related to preservation; and carried out the Demolition Delay Bylaw.

**Milton Public Library (public).** As noted in the historical narrative, the Milton Public Library was constructed in 1901, with an addition

made in 1956, and a complete renovation in 2008.<sup>48</sup> In addition to providing reference and circulation functions, it serves as a cultural and historical hub. The Keys Room, with its 100-person capacity, is used for gatherings of the Boy Scouts, Women’s Club, Soccer Committee, political party groups and many South Shore organizations, as well as art classroom space for ArtSpace Milton (discussed below). The Friends of the Milton Public Library provide additional programming, include lectures, book readings, and concerts. Children’s programs take place as well as in the Children’s Room on the first floor. The Milton Library also houses the document, paper and photograph collections of the Milton Historical Society within the Milton Room, as well as Governor Hutchinson’s desk and mirror. Many visitors come each year to research prominent Milton individuals, including members of the Forbes, Cunningham, Kidder, Thatcher and Hutchinson families.

**Milton Cemetery (public).** As noted in the historical narrative, the Milton Cemetery began as the town burying ground, laid out by settlers in 1672. In 1856, the town hired landscape designers Robert Copeland and Horace Cleveland, who collaborated with civil engineer Ernest Bowditch to lay out a modern cemetery around and adjacent to the original burying ground. Today, the 102-acre site holds 30,000 burials and contains several distinctive landscape features, including three ponds, a Copeland Garden (for cremations), a Garden of Honor (dedicated to veterans and spouses), thousands of monuments, markers, and mausoleums. In addition to providing burial space, the cemetery hosts historical and bird-watching tours, maintains an arboretum and encourages walkers and runners to traverse its grounds. For the last few years, the cemetery has staged an outdoor art exhibition on the grounds; most recently on the theme of “garden portals.” The site is listed on the National Register of Historic Places. For more information

<sup>48</sup> The 1956 addition to the Library was removed in 2008 as part of the renovation.

about cemetery operations and future needs, refer to the *Public Facilities and Services* chapter of the *Milton Master Plan Inventory*.

**Milton Historical Society (private).** Founded as a non-profit organization in 1904 to collect, preserve, publish and exhibit artifacts and records relating to the Town of Milton, the Milton Historical Society owns and operates out of the Suffolk Resolves House (a.k.a. Daniel Vose House), located at 1370 Canton Avenue. The house is open to the public several times per year, and also hosts regular functions for society members. The society's collection is housed in the Milton Room of the Milton Public Library.

**Wakefield Estate/Mary M. B. Wakefield Charitable Trust (private).** The Wakefield Estate is a 22-acre property located in the southern part of Milton off Brush Hill Road, owned and operated by the Wakefield Charitable Trust. Its mission is to promote life-long participatory learning using the land and resources of the Wakefield estate. Operating out of a 1794 Federal-style mansion, the Estate also includes a farmhouse, cottage, and barn. The Estate garden, designed by master gardener Mary "Polly" Wakefield (who died in 2004 and was the last family member to live in the house), is the process of being restored, and Estate staff maintain vegetable gardens, a demonstration orchard, and raise livestock, including sheep. Residents from the Town of Milton interact with the Estate through public school programming, workshops, lectures and tours.

**Forbes House Museum (private).** Located on Adams Street atop historic Milton Hill, the 1833 Greek Revival style mansion was commissioned by China Trade merchants Captain Robert Bennet Forbes and John Murray Forbes (brothers) for their mother, Margaret Perkins Forbes. The mission of the Forbes Museum is to preserve the memory and legacy of four generations of the Forbes family. The organization hosts tours and sponsors internships, and works with scholars and lay persons throughout the world interested in China's history, especially that which was lost during

the Cultural Revolution. Another museum feature is the Lincoln log cabin (a replica of Abraham Lincoln's birthplace) and related Lincoln collection, organized by Mary Bowditch Forbes in honor of her grandfather, Captain Robert Bennet Forbes, a strong supporter the Union cause during the Civil War. Recent efforts at the Museum include establishing and electronic inventory of the museum's collection that will be accessible on-line.

**Eustis Estate (Historic New England; private).** This 80 acre parcel located at 1424-1426 Canton was home to William Ellery Channing Eustis. The property's Romanesque style mansion, designed in 1878 by architect William Ralph Emerson, and 1892 stone gate house have been icons within the Town for over 120 years. In 2012, Historic New England purchased the property, filling "several gaps in [HNE's] collection of architectural styles and periods, [and the organization's] desire for a stronger presence south of Boston."<sup>49</sup> The acquisition assured the preservation of the land and buildings, it helped to further conserve the rural quality to the southwest side of Milton. HNE intends to use the property as a cultural facility, offering tours, accommodating scholarly activities, and hosting events.

**Governor Hutchinson's Field (The Trustees of Reservations; private).** This historic ten-acre property is located on Milton Hill (Adams Street) overlooking the Neponset River, tidal salt marshes, the Boston skyline and the Boston Harbor Islands. It was once the 1794 country estate of royal Governor Thomas Hutchinson, and in 1898 was acquired by Trustees of Reservations, America's oldest private land trust. Together with the adjoining four-acre Pierce Reservation, the property is open to the public for bird watching, Nordic skiing, hiking, picnicking, and enjoying the tremendous views. While Governor Hutchinson's mansion no longer stands, a

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<sup>49</sup> "Historic New England acquires Eustis estate in Milton," *MyTownMatters*, June 29, 2012, by Frank Schroth.

ha-ha wall (sunken fence) remains on the property, a reminder of its origins as a Colonial-era estate.

**Blue Hills Trailside Museum (Massachusetts Audubon Society, private).** The Blue Hill Trailside Museum, located on the Canton-Milton line, is a joint operation of the Massachusetts Audubon Society and the Department of Conservation and Recreation. It serves as the interpretive center for the Blue Hills Reservation, and features a natural history museum and outdoor wildlife exhibits. Programs include live animal presentations, a summer nature camp, and a trail system constructed to accommodate persons of all levels of physical abilities. The museum also conducts wildlife research and is the home base for snowy owl research and satellite telemetry. For more information about the Blue Hills Trailside Museum, refer to the *Natural Resources, Open Space and Recreation* chapter of the *Milton Master Plan Inventory*.

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### ARTS & CULTURAL ORGANIZATIONS

**Milton Cultural Council (public).** The Milton Cultural Council is part of a network of locally-based re-granting entities, with funding provided by the Massachusetts Cultural Council, a state agency. The Milton Cultural Council board, varying in size over the past five years from seven to eleven members, is appointed by the Milton Board of Selectmen, and is tasked with reviewing and recommending action on grant applications to the Milton Cultural Council fund. Annual awards over the past five years have ranged from \$5,000 to \$7,000, financing arts programming in the schools, musicians/musical performances, programs at the Forbes House Museum, performances of the Milton Players. Single award amounts have ranged from \$100 to \$2,800, and some of the awards are made to artists/arts organizations located outside Milton to import programs into the community.

**The Milton Garden Club (private).** The Milton Garden Club, a member-based organization, was founded in 1924 and became part of the Garden Club of America here years later. It maintains as its mission the promotion of gardening, education and service, and conducts several popular fundraisers each year. The club presents a watershed curriculum, focused on the Neponset River and its environs, to the 4<sup>th</sup> grades in Milton; and publishes “Read Dirt,” an online newsletter for members. Members maintain the front perennial garden at the Milton Public Library, as well as “Lily Corner,” located at the intersection of Brook Road and Canton Avenue. Currently, the club is in the process of restoring the Spalding Garden, an historic landscape designed by Fletcher Steele, located on Highland Street.

**The Milton Players (private).** Established in 1933, The Milton Players operated from 1934-2013 out of the Milton Women’s Clubhouse, providing over 745 performances of 211 plays and 18 musicals during that 80-year period. In 2014, the group moved from Milton to the Brayton School Auditorium at the Massachusetts Hospital School in Canton.

**Milton Art Center (private).** Housed within the former East Milton branch of the Milton Public Library on Edge Hill Road, the Milton Art Center offers a variety of visual arts, performing arts, and media education classes, workshops and lectures for people of all ages. An expansion of the after school arts enrichment program, FAVA (Friends and Advocates of the Visual Arts), which emerged in response to cuts in public school arts programming in 2003.

**ArtSpace Milton! (private).** This non-for-profit organization provides opportunities for Milton residents of all ages to learn, create and enjoy art. Programs include workshops, events classes and demonstrations. In the recent past, it has hosted art classes at the Milton Public Library, staged exhibitions at the Wakefield Estate, and operated a summer camp for children. It receives support through the Milton Cultural Council.

**Curry College/Keith Auditorium/Curry Theatre (private).** Located on the Blue Hill Avenue grounds of Curry College, the 250-seat Keith Auditorium is a multi-purpose space for theatre productions other performing arts-related events. The facility includes a proscenium stage, two control booths, lighting system, construction shop, actors' lounge and dressing rooms. The Curry Theatre, a resident student group operates from the auditorium, utilizing its amenities for the Curry College theater program.

**Milton Academy/Kellner Performing Arts Center (private).** The 1990s Kellner Performing Arts Center houses the performing arts department of Milton Academy. The facility includes a dance studio, speaking rooms, a "black box" studio theater, fully-equipped scene construction and costume shops. It also features the Ruth King Theatre, a space outfitted with an elevator and moveable chairs, allowing maximum flexibility in theater production, and fostering an exploration, among students, of plays from various periods of history.

**We Are Milton (private).** WAM is a non-profit group organized to host the Milton Music Fest and Fireworks, held in June with sponsorship by several local supporters, including the Copeland Family Foundation, Curry College, Milton Hospital and others. The group emerged from Milton's 250<sup>th</sup> anniversary celebration in 2012. The first annual Fest and Fireworks took place in June of 2013, with performances by the middle and high school students and alumni, and a grand fireworks finale, launched from Governor Hutchinson's field.

**Celebrate Milton! (private).** This volunteer-run organization of Milton residents encourages the Town's diverse populations to appreciate and enjoy one another. Celebrate Milton!'s annual event has drawn thousands since its beginning in 1994. The organization also recognizes outstanding residents with its Community Builder Awards, and supports community efforts with

financial grants to organizations and individuals who bring Celebrate Milton!'s mission to life in the community. Sponsors include Milton-based educational and health institutions, as well as private businesses<sup>50</sup>

### ISSUES, CHALLENGES AND OPPORTUNITIES

- The Milton Historical Commission, in serving as advisors/reviews for other boards in Town, has had increasing demands placed on it, as more and more historic properties are being considered for development/redevelopment.
- Large estates and farms, which once dominated the Milton landscape, are being sold for development. Two of these properties, the Quinn Estate and the Eustis Estate, were recently purchased by Historic New England (a total of 100 acres), but the future of others, including the properties on Brush Hill Road (e.g. 865 Brush Hill – Governor Gardner's Estate), is in question.
- The existing Zoning Bylaw does not include incentives for employing creativity in the development of the large estates. Opportunity exists to amend the Zoning Bylaw to include incentives for creative development/reuse of historic properties.
- Currently a plan does not exist for preserving corner lots, including those at intersections of several roads, and the Historical Commission sees this as threat to the historic character of the Town.

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<sup>50</sup> [www.celebratemilton.org](http://www.celebratemilton.org)



- The Demolition Delay Bylaw only applies to structures built before 1919. In keeping with the National Park Service’s protocol, this could be amended so that the Bylaw applies to anything 50 years or older.
- Recent losses of significant historic structures include Milton Women’s Club and granite building (corner of Randolph Avenue and Reedsdale Road).
- The existing Zoning Bylaw currently does not require green space as part of the parking regulations.
- Current zoning does not differentiate between residential scale housing and institutional scale housing, thus allowing structures of all sizes to be built at a 30’ front/15’ side setback.
- Opportunity exists to create a preservation overlay district or districts to protect the most historically significant as well as the most vulnerable areas of Town.
- Opportunity exists to create new National Register Historic Districts along Brush Hill Road and Upper Canton Avenue.
- Opportunity exists to preserve historic structures and sites while, as the same time, re-purposing them to help meet contemporary and future housing, commercial, and other Town needs.
- Opportunity exists to adopt the Community Preservation Act, but it should be proposed at a time when a budget override is not on the ballot.
- The Preservation Plan, created in 1988, needs updating to address contemporary and future threats to resource protection, including loss of open space, increased traffic, and

the continuing need to provide diverse housing types for people of many income levels.

LIST OF RESOURCES

BOOKS

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Teele, Albert, *The History of Milton, Mass., 1640 to 1877*. Boston, Press of Rockwell & Churchill, 1901.

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Massachusetts Historical Commission, *Reconnaissance Survey Town Report for Milton*, 1981.

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Milton Historical Commission, *Town of Milton Historic Preservation Plan*, March 1988.

Town of Milton Comprehensive Planning and Management Program, 1974 and Summary, 1977.

Town of Milton Master Plan, 1958.

MAPS (ARRANGED CHRONOLOGICALLY)

1831. *A Map of the Town of Dorchester and Milton*, Edmund J. Baker (Collection of the Boston Public Library).

1860. *Hyde Park & Fairmount, in Dorchester & Milton, Norfolk Co.*, Anson J. Stone (Collection of the Boston Public Library).

1877. *Plan of Milton Cemetery*, Whitman & Breck (Collection of the Boston Public Library).

1890. *Milton, Lower Mills, Massachusetts*, O. H. Bailey & Co. (Collection of the Boston Public Library).

1904. *Map of Hyde Park and Milton*, Edward A. Jones (Collection of the Boston Public Library).

## MILTON MASTER PLAN INVENTORY: HISTORIC AND CULTURAL RESOURCES

1905. *Blue Hills Reservation*, Commonwealth of Massachusetts, Metropolitan Park Commission (Collection of the Boston Public Library).
1907. *Map of Hyde Park and Milton*, Union Publishing Company (Collection of the Boston Public Library).
1919. *Blue Hills Reservation*, Commonwealth of Massachusetts, Metropolitan Park Commission (Collection of the Boston Public Library).

### MISCELLANEOUS RESOURCES

Jansen, Emily Alexander, Director, *Past & Present: People & Places in Milton* (60 minute documentary film, DVD format). Milton: Milton Historical Commission.

Massachusetts Cultural Resource Information System (MACRIS), Town of Milton.

### WEBSITES

<http://www.celebratemilton.org>

<http://www.curry.edu>

<http://www.milton.edu>

<http://www.miltonartcenter.org>

<http://www.miltongardenclub.org>

<http://www.miltonplayers.org/>

<http://www.miltonview.blogspot.com/2014/04/miltons-master-plan-and-planning-board.html>,

<http://www.nps.gov/nhl>

[http://www.townofmilton.org/Public\\_Documents/MiltonMA\\_BComm/HC/Home.htm](http://www.townofmilton.org/Public_Documents/MiltonMA_BComm/HC/Home.htm)

<http://www.wearemilton.org>

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### INTERVIEWS

Will Adamczyk, Director, Milton Public Library

Dennis Camp, The Trustees of Reservations

Therese Desmond, Superintendent, Milton Town Cemetery

Dan Haacker, Milton Public Library

Stephen O'Donnell, Chair, Milton Historical Commission

Mark Smith, Executive Director, Mary M. B. Wakefield Trust

Milton Historical Commission

“... crowded populations, if they would live in health and happiness, must have space for air, for light, for exercise, for rest, and for the enjoyment of that peaceful beauty of nature which, because it is the opposite of the noisy ugliness of towns, is so wonderfully refreshing to the tired souls of townspeople.”<sup>1</sup>

-Charles Eliot, 1893

Milton’s rolling land, long vistas, and winding waterways shape a character unlike many other in Boston metropolitan area towns. The summit of Great Blue Hill, estuary of the Neponset River, and pastures of former estates underlie Milton’s visual fabric and make it coveted place to call home. Negative forces, including traffic, misguided development, and neglect, threaten this character. It is the purpose of the Master Plan to outline strategies to ensure their long-term protection, and with it, the appealing character of the Town.

This chapter identifies and describes Milton’s natural resources, open space, and recreation resources, and summarizes past efforts to protect, promote and expand them. It also identifies issues, opportunities and challenges surrounding them to be addressed in the Master Plan.<sup>2</sup>

<sup>1</sup> Charles Eliot, 1893. Eliot was one of the architects of the Metropolitan Park System (Source: *Resource Management Plan, Blue Hills Planning Unit*, Massachusetts Department of Conservation and Recreation, 2010)

<sup>2</sup> Inventory information for this chapter was sources from the 2006 Town of Milton Draft *Open Space and Recreation Plan*. For a complete listing of open space and recreation land, refer to this document.



Great Blue Hill, Blue Hills Reservation, 2004. Photo courtesy of Lee Toma.

## NATURAL RESOURCES

### GEOLOGY, TOPOGRAPHY AND SOILS

**Geology.** Milton’s geology includes both bedrock outcroppings (in the Blue Hills range) as well as tidal marsh areas along the Neponset River, and several glacial features in between. Three east-west oriented bands of bedrock underlie the Blue Hills, with the northernmost band – the largest– composed of granite and quartz. Pondville conglomerate makes up the middle band (immediately south of the hills), and sandstone/slate underlies the southernmost band. The ridge tops in the hills feature exposed granite and quartz cliffs, and other outcroppings of the other bedrock types, are found throughout the Reservation. Milton Hill, rising above the Neponset

River, lies atop a 140-foot-high glacial drumlin and Houghton's Pond (also within the Reservation) is a glacial kettle hole.

**Topography.** Elevations in Milton range from near sea level (at the Neponset River estuary) to an elevation of 635 feet at the summit of Great Blue Hill, the highest point in the Metropolitan Boston area (also along the eastern seaboard, within 10 miles of the coast, between South Florida and Acadia, in Maine). A 360 degree view of eastern Massachusetts is possible from the summit.

**Soils.** The United States Soil Conservation Service has established the dominant soil series in Milton to be Hollis, Paxton and Woodbridge – fine, sandy loam-dominated soils with varying degrees of stoniness, subject to minor erosion problems. Bedrock is at or near the surface in many locations, accelerating the rates of runoff.

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## WATERSHED & SURFACE WATERS

Much of Milton lies within the Neponset River Watershed, part of the larger Boston Harbor Watershed. The latter is a 293 square mile land area that encompasses the Mystic River Watershed (to the north), the Fore, Back, Weir, and Neponset River Watersheds (to the south), the Harbor coastline, as well as the Harbor Islands. In addition to the Neponset, Milton's contributing waterways include Gulliver's Creek, Pine Tree Brook, Unquity Brook, and Hemenway, Turner's, Pope's, Houghton's and two Milton Cemetery Ponds, described below.

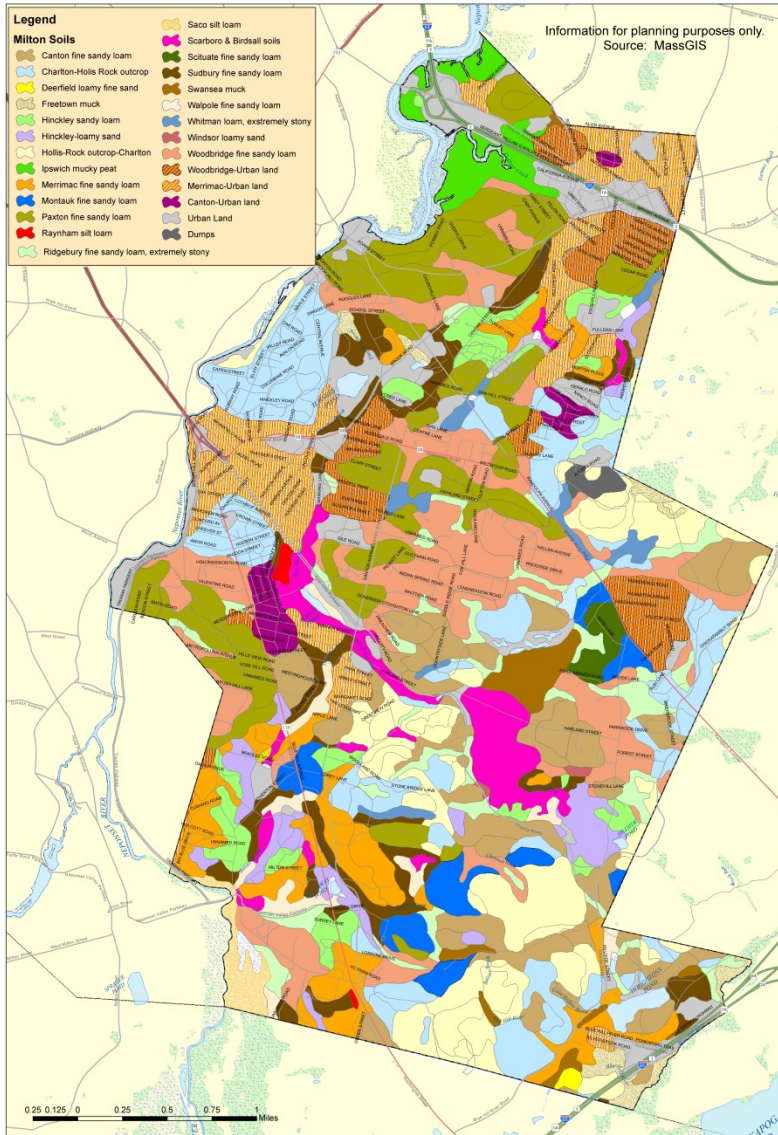
**Neponset River.** The Neponset originates twelve miles southwest of Boston in Foxborough, and enters Milton in the form of a basin near the lower end of Fowl Meadow and Ponkapoag Bog. The basin is dominated by freshwater wetlands, floodplains, and aquifers. As it leaves the basin, the river quickens and for the next

### SUMMARY OF KEY POINTS

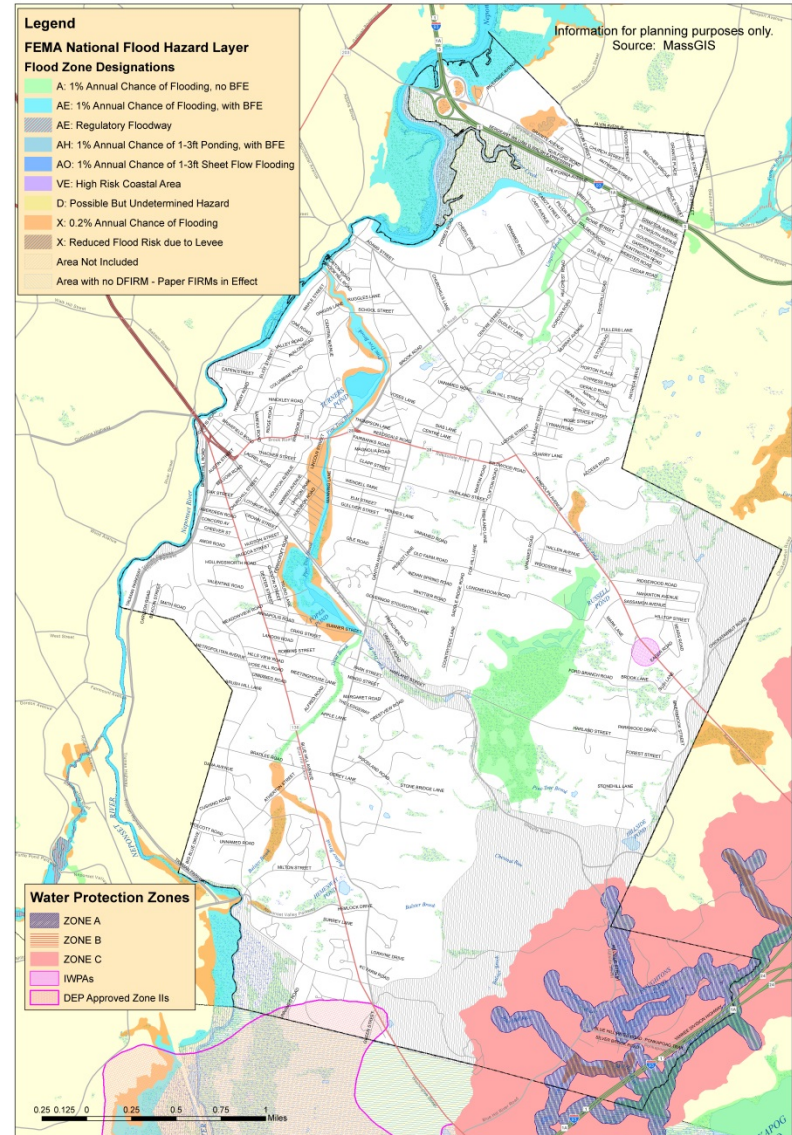
- Elevations in Milton range from near sea level (at the Neponset River estuary) to an elevation of 635 feet at the summit of Great Blue Hill, the highest point in the Metropolitan Boston area (also along the eastern seaboard, within 10 miles of the coast, between South Florida and Acadia, in Maine). A 360 degree view of eastern Massachusetts is possible from the summit.
- Milton's geology includes both bedrock outcroppings (in the Blue Hills range) as well as tidal marsh areas along the Neponset River. Milton Hill and Brush Hill, both glacial drumlins, respectively stand at 138 feet and 258 feet.
- The US Soil Conservation Service has established the dominant soil series in Milton to be Hollis, Paxton and Woodbridge – fine, sandy loam-dominated soils with varying degrees of stoniness, subject to minor erosion problems. Bedrock is at or near the surface in many locations, accelerating the rates of runoff.
- Much of Milton lies within the Neponset River Watershed, part of the larger Boston Harbor Watershed. Milton's contributing waterways include Gulliver's Creek, Pine Tree Brook, Unquity Brook, and Hemenway, Turner's, Pope's, Houghton's and two Milton Cemetery' Ponds.
- Development along the Neponset River has led to degradation of water quality, and Milton has worked with the Neponset River Watershed Association to re-vegetate the banks of tributaries as a means of pollution control.
- Milton lies in a transition zone between coniferous northern New England and the deciduous woodlands of the Mid-Atlantic States, providing a home to species from both areas.
- The Town's topography supports a wide array of plant communities, with the Blue Hills Reservation containing approximately 650 species of identified plants.
- Rainbow smelts are present in the Neponset River below the Adams Street Bridge.



# MILTON MASTER PLAN INVENTORY: NATURAL, OPEN SPACE AND RECREATION RESOURCES



Milton  
Soils



Milton  
Water Resources

six miles flows through a wooded channel along the boundary between Milton and Boston’s southern limits. Dense development lines most of the channel, and at two spots the river is dammed. Once over the lower Baker Dam, the river expands into an estuary, 1,200 acres of salt marsh, floodplain, creeks, open water and clam flats. Both the meadow/bog and the estuary areas are classified as Areas of Critical Environmental Concern (ACEC) by the Commonwealth of Massachusetts.<sup>3</sup>

**Gulliver’s Creek.** Gulliver’s Creek is a local tributary of the Neponset, and the estuarine outlet of Unquity Brook. The creek is approximately ten feet wide where it emerges from the culverts on the downstream side of East Squantum Street.

**Pine Tree Brook.** Pine Tree Brook extends from Hillside Pond and the Blue Hills Reservoir (Quincy) across town to a confluence with the Neponset in Milton Village. Dams have been built on the brook in two places – at the intersection of Harland Street and Unquity Road, and at the end of Pope’s Pond (known as the Pine Tree Brook Reservoir Dam).

**Unquity Brook.** This waterway begins at the Milton Police Station at the intersection of Canton Avenue and Highland Street and flows behind Milton Academy along Centre Street. At the Milton

<sup>3</sup> ACECs are places in Massachusetts that receive special recognition because of the quality, uniqueness and significance of their natural and cultural resources. These areas are identified and nominated at the community level and are reviewed and designated by the state’s EEA Secretary. ACEC designation creates a framework for local and regional stewardship of these critical resource areas and ecosystems. ACEC designation also requires stricter environmental review of certain kinds of proposed development under state jurisdiction within the ACEC boundaries. Refer to: <http://www.mass.gov/anf/research-and-tech/it-serv-and-support/application-serv/office-of-geographic-information-massgis/datalayers/acecs.html> for more information.



*Pine Tree Brook flowing through its channel en route to the Neponset River (Milton Village)*

Cemetery, it is dewatered, culverted and then resurfaces near Brook Road. A final culvert carries the brook toward East Squantum Street, and portions drain into the Neponset River Estuary.

**Hemenway Pond.** This small water body is situated in a 12.7 acre park located off Blue Hill Avenue between Dollar Lane and Hemlock Drive. The pond is spring fed and empties into Kennedy Brook (located along the Neponset Valley Parkway).

**Turner’s Pond.** This 25.7 acre pond situated between Central Avenue and Brook Road, adjacent to the Glover Elementary School and with an entrance at Central Avenue, is a flood management and conservation area. Pine Tree Brook enters the pond on its south side and utilizes its flood storage before flowing onward to the Neponset.



**Pope's Pond.** The five-acre Pope's Pond is part of a 48-acre conservation area located at the intersection of Canton Avenue and the Blue Hills Parkway. It was created in the 19<sup>th</sup> century to manufacture ice, and begins downstream of the confluence of Pine Tree Brook and Trout Brook.

**Houghton's Pond.** This major swimming and fishing area is located at the intersection of Hillside Street and Blue Hill River Road, within the Blue Hills Reservation.

**Russell Pond.** Located along the west side of Randolph Avenue, this pond is part of the Wollaston Golf Club course.

**Hillside Pond.** Part of the Blue Hills Reservation, this small pond lies between Hillside Street and Chickatawbut Road.

**Cemetery Ponds.** The Milton Cemetery, located on Centre Street, contains two ponds within its boundary. The lower of the two, Paradise Pond, is a haven for an array of wildlife.

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#### WATER SUPPLY AND AQUIFERS

Milton obtains all of its water from the Massachusetts Water Resources Authority, and intends to continue doing so in the future. While the Town contains no medium or high-yield aquifers within its boundaries, an extensive medium-yield and a smaller high-yield aquifer lie outside Milton's western border in the Fowl Meadow.

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#### FLOOD HAZARD AREAS

The 1978 Flood Emergency Management Agency (FEMA) Flood Insurance Rate Map for Milton contains a thorough delineation of the 100-year flood for the Neponset River, Pine Tree Brook, and

Unquity Brook up to the lower Milton Cemetery Pond (Paradise Pond). The Town, through its zoning bylaw prohibits filling in the 100-year flood area. Above the Pine Tree Brook Dam, Milton has established a 280-acre flood control easement, to further efforts to mitigate hazards.

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#### WETLANDS

Wetlands in Milton consist of the briny marsh and bordering vegetation wetlands of the Neponset Estuary, as well as smaller wetland areas scattered through the town. Wetland areas are also present at Fowl Meadow and Ponkapoag Bog (both in Canton), near the Milton line.

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#### AGRICULTURAL LAND

Milton contains very little agricultural land, with only 13 acres enrolled in the State's Chapter 61A program, and all of the land functioning as nursery operations. The 160-acre Brookwood Farm is part of the Blue Hills Reservation and former Bradley Estate (Canton) with just a few acres in Milton.

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#### VEGETATION

Milton lies in a transition zone between coniferous northern New England and the deciduous woodlands of the Mid-Atlantic states, providing a home to plant species from both areas. The differences in elevation -- ranging from estuary to 635 feet above sea level -- have resulted in the growth of a wide array of species, with the Neponset Estuary and wooded areas of the Blue Hills containing

some of the most important plant communities in Town. The Blue Hills alone contain approximately 650 species of identified plants.<sup>4</sup> Principal plant communities in Milton are forested lands and wetlands.

**Forested Lands.** Most of Milton’s woodlands occur on the fields and pastures which were abandoned with industrialization along the Neponset River. Some old growth forest may be present in Forbes Woods, overlooking the Neponset River below Milton Hill. The majority of Milton’s woodlands are forest corridors separating residential lots of two acres or more. The acidic conditions of the soil support oak or pine forest, with white pine, a native species, emerging from old pasturelands. Other natives to the forested lands include red cedar, red maple, oaks, beech and hickory. In moister areas, birch, hemlock, ash, and sugar maple appear. Also apparent are native shrubs, including arrowwood, maple-leaved viburnum, witch hazel, highbush blueberry and silky dogwood, and herbaceous plants including mayflower, wintergreen, lady’s slipper, wild geranium, wood anemone, and native ferns. Because of the extensive development in Milton and associated disturbance of native plant communities, exotic invasive species have infiltrated, including Japanese knotweed, oriental bittersweet, and multiflora rose.

**Wetland Vegetation.** Milton’s wetland areas contain several plant communities, including red maple swamp, shrub swamps, cattail and graminoid colonies, vernal pools and marshes. Red maple swamp is the most common of Milton’s wetland vegetation communities, with a deciduous tree canopy to 50’ in height and often a dense shrub layer containing willow, silky dogwood, arrowwood, and greenbrier, with some buttonbush, highbush blueberry, and witch hazel. The ground cover layer, which typically

blankets a pit-and-hummock microtopography, includes skunk cabbage, jack-in-the-pulpit, and sedges. Some of Milton’s red maple swamps, such as the Town Forest (Harland Street) has been invaded with Lythrum and Phragmites, both exotic non-native species.

**Invasive Plant Species.** Eleven species of exotic plants have been identified as major infiltrators into Milton’s vegetation landscape. These include Norway maple, chocolate vine, garlic mustard, wild chervil, Japanese barberry, oriental bittersweet, Winged euonymus, purple loosestrife, common reed, Japanese knotweed and multiflora rose.

**Rare Plant Species.** Milton currently contains thirteen species on the list of Massachusetts’s rare, threatened and endangered, including cankerweed, lesser snakeroot, Nantucket serviceberry,



The Least Bittern has been spotted in Milton. Photo courtesy of [www.larkwire.com](http://www.larkwire.com).

<sup>4</sup> Over 75% of the Blue Hills Reservation has been designated Priority Habitat by the Massachusetts Endangered Species Act.

and Rannoch-rush, all of which are protected under the Massachusetts Endangered Species Act. In addition, Milton's brackish tidal marshes are ranked high for endangered species habitat.

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## WILDLIFE

Milton's inventory of fish and wildlife reflects the Town's location in the northeastern United States. Common species of birds, mammals, reptiles-amphibians and fish are as follows:

**Birds.** Species include the American robin, blue jay, northern cardinal, woodpeckers, black-capped chickadee, tufted titmouse, crows, finches and sparrows. Wetland birds include mallard duck, Canada goose, and red-winged blackbird. Less common species sighted in Milton include the great blue heron, least bittern, ring-necked pheasant and turkey vulture.

**Mammals.** Species include squirrels, chipmunks, mice, rabbits, opossum, raccoons and skunks, with fox and coyotes seen less frequently. The deer population has increased significantly over the past decade, and the animals have descended into Cunningham Park and other open spaces, eating vegetation.

**Reptiles-Amphibians.** Dominant species include bullfrog, red-backed salamander and spring peeper. Rattlesnakes and copperheads have been spotted in the Blue Hills Reservation, and two threatened species – the spotted turtle and Blanding's turtle have been seen in Fowl Meadow.

**Fish.** The Neponset River Estuary is home to one of the State's strongest rainbow smelt runs and striped bass has been fished from Milton Landing. Other species found in Milton include carp, eels, white suckers, redbfin pickerel, and brown bullheads.

**Vernal Pools.** Vernal pools are small, seasonal wetlands that provide important wildlife habitat, especially for amphibians and invertebrate animals that use them to breed.<sup>5</sup> According to the Natural Heritage and Endangered Species Program, Milton has nine certified vernal pools, most of which are in private ownership within residential developments. The pools are located in wooded areas, most often within red maple swamps.

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## RARE, THREATENED AND ENDANGERED SPECIES

The Massachusetts Division of Fisheries and Wildlife's Natural Heritage and Endangered Species Program (NHESP) has identified fourteen species of conservation concern. They include the Waxed Sallow Moth, Hessel's Hairstreak (butterfly), Oak Hairstreak (butterfly), Hentz's Redbelly Tiger Beetle, Four-toed Salamander, Northern Leopard Frog, Marbled Salamander, Northern Black Racer (snake), Least Bittern (bird), and five plant species – Lesser Snakeroot, Nantucket Shadbush, Pale Green Orchis, Long's Bulrush, and Britton's Violet.

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## BIOMAP2 AREAS

Created by the NHESP and The Nature Conservancy, BioMap2 combines documentation of rare species and natural communities with spatial data (mapping), to create a visual chart of species diversity in the wake of climate change. The map contains two layers:

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<sup>5</sup> Natural Heritage & Endangered Species Program, BioMap2, Conserving the Biodiversity of Massachusetts in a Changing World, 2012.



## MILTON MASTER PLAN INVENTORY: NATURAL, OPEN SPACE AND RECREATION RESOURCES

- Core Habitat – specific areas necessary to promote the long-term persistence of rare species, other species of conservation concern, exemplary natural communities and intact ecosystems
- Critical Natural Landscape – intact landscapes that are better able to support ecological processes and disturbance regimes, and a wide array of species and habitats over long time frames.

According to the statewide biodiversity analysis developed by NHESP, Milton has nine Core Habitats and three Critical Natural Landscapes.<sup>6</sup> These sites are concentrated in and around the Blue Hills and Neponset River Reservations.

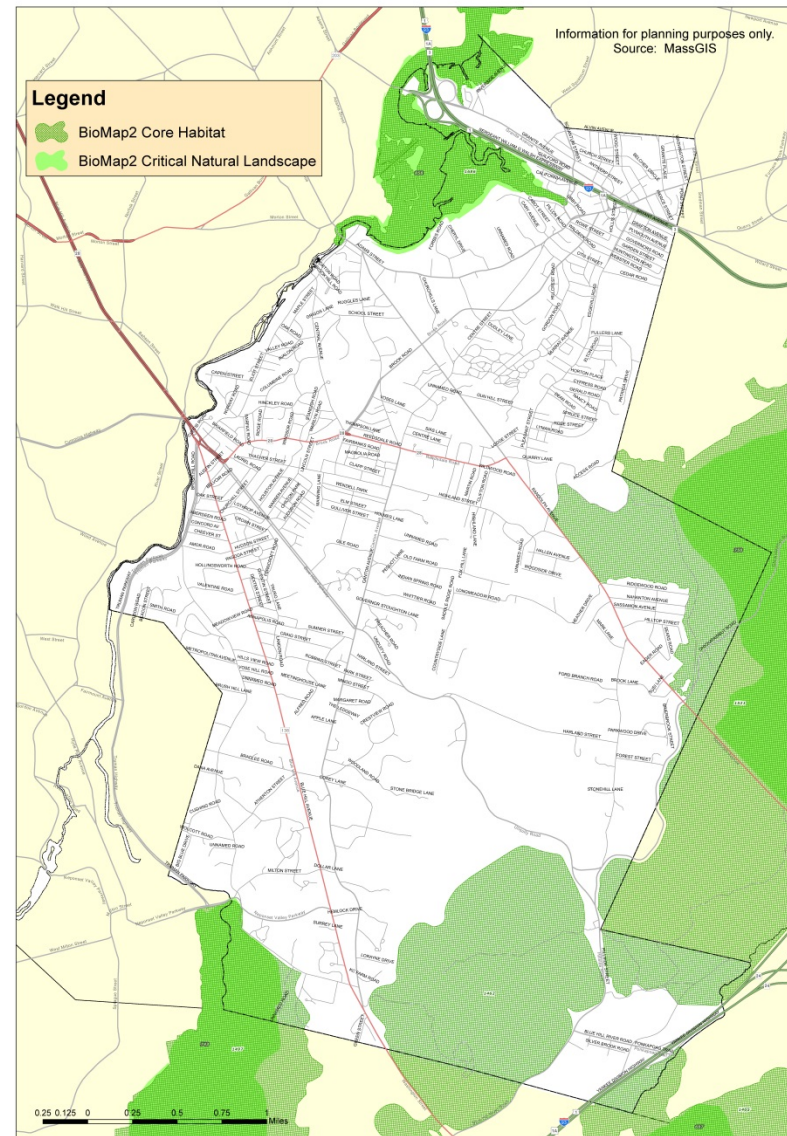
### SCENIC RESOURCES & UNIQUE ENVIRONMENTS

The 2006 Open Space and Recreation Plan identified scenic resources and unique environments that merit protection. They were:

**Scenic Landscapes.** These include many view sheds visible from residential roads through Town, and encompass historic landscapes, antique homes, and naturally occurring environments such as views of the Blue Hills.

**Major Natural Features.** In addition to the protected lands of the Commonwealth (Blue Hills, Neponset River, Neponset Estuary, Forbes Woods), the plan cited on Milton Landing, which has preserved and enhanced access to the River.

<sup>6</sup> For more information about the make-up of these Habitats and Landscapes, refer to the NHESP website, [http://maps.massgis.state.ma.us/dfg/biomap/pdf/town\\_core/Milton.pdf](http://maps.massgis.state.ma.us/dfg/biomap/pdf/town_core/Milton.pdf)



Milton  
BioMap2 Areas

**Cultural, Archaeological and Historic Areas.** The plan noted that the remaining large historic estates were of particular value, as such many contain gardens, meadows, parklands and forests are difficult to find in such close proximity to Boston.

**Unique Environments.** The plan singled out Cunningham Park as an open space in need of permanent protection, as loss of this landscape because financial distress would severely diminish the amount of open space in East Milton, as well as take away valued recreational resources.

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PAST AND CURRENT NATURAL RESOURCE PROTECTION EFFORTS

**Town of Milton Community Development Plan (2004).**<sup>7</sup> The Town of Milton engaged the Metropolitan Area Planning Council in an effort to create a vision for future growth, one that addressed natural resources and open space, as well as housing, economic development and transportation. The plan cited several natural resource protection goals:

- Use zoning and other regulations to protect [natural resources] and open space by (1) adding greater protection for existing municipal conservation/recreation lands (including creating a Conservation and Recreation Zoning District); (2) protecting large, private (or developable municipal) properties through zoning; and (3) considering “institutional” zoning on educational institutions to ensure protection/maintenance of critical open areas.
- Protect key properties by working with private conservation groups and DCR.

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<sup>7</sup> *Town of Milton Community Development Plan*, Metropolitan Area Planning Council & Central Transportation Planning Staff, June 2004.

- Examine funding alternatives for the purchase of key properties, including establishing the Community Preservation Act (CPA).

For more detail on the above goals and plan recommendations, refer to the 2004 plan.

**Milton Open Space and Recreation Plan (2006).** The Town of Milton updated its 1994 Open Space and Recreation Plan in 2005-2006, through the work of an Open Space Working Group. The result was a five-year Action Plan with the overall goal of “ensuring that preservation of open space and recreational land is consistent with the Town’s needs; protects the environmental resources, and preserves the historic New England character.”<sup>8</sup> The plan recommendations centered on nine goals, five of which related specifically to the protection of Milton’s natural resources:

- Protect Milton’s open spaces, including our ponds, river front, streams and brooks, and woodlands, in a natural state that can be enjoyed by future generations
- Continue to make residents aware of Milton’s open space, waterfront, trails, natural resources and recreational opportunities
- Maintain and develop safe walking and bicycling routes to decrease vehicular congestion and for good health; improve access to the Neponset River
- Encourage preservation and use of current open space for quality of life and a healthy lifestyle

**Milton Brook Walk (Current).** This planning effort is focused on combining four major bodies of water in Milton – Pine Tree Brook, Pope’s Pond, Turner’s Pond and the Neponset River – through development of a pathway leading from the Ulin Rink (owned by

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<sup>8</sup> *Town of Milton Open Space and Recreation Plan*, Draft, September 25, 2005.

DCR; managed by Curry College) to the Neponset River (at Central Avenue). The route would allow for 45-60 minutes of continuous walking, with benches and interpretive signs along the route for resting and learning about Milton's natural resources.

### NATURAL RESOURCE ISSUES, OPPORTUNITIES & CHALLENGES

- Milton's varying topography, including rolling hills and low lying river edges lends appeal to the natural landscape.
- The presence of bedrock, especially in the south eastern part of town, poses challenges to development.
- The many brooks and ponds and associated wetlands/wetland buffers place additional constraints on development.
- The embankments of Pine Tree Brook require periodic maintenance (removal of vegetation), to maintain its flood control capacity. This labor-intensive task is the responsibility of the Department of Public Works.
- The Town is aware of the fragility of the Neponset River ecosystem and is committed to restoring its health.
- The significant amount of open space in Milton, preserved by the State (DCR), non-profit organizations (TTOR and HNE), and by individuals contributes significantly to residential property values and to the overall quality of life.
- The large percentage of non-taxable land (including academic institutional and town-owned land) places a financial burden on residential tax-payers.
- The lack of an up-to-date Open Space and Recreation Plan, approved by the State, disqualifies Milton from some sources of State funding for parks, open space and recreation areas.
- The Town lacks a program to eradicate exotic invasive plant species within its borders, and opportunity exists to educate citizens about the threats posed by the plants, and methods of controlling their spread.
- Hazardous waste and Brownfield sites remain in Milton (Granite Avenue) and should be addressed through clean-up/mitigation as part of re-development.
- Efforts should be made to improve the quality of Milton's surface waters, including all of the Neponset River tributaries, which collect drainage from the Town's system.
- Efforts should be made to protect the scenic view sheds noted under the *Scenic Resources and Unique Environments* (above) by proactively/creatively regulating the subdivision of land.
- Efforts should be made to work with the Cunningham Park trustees to secure the park landscape from future development.

OPEN SPACE RESOURCES

As noted in the introduction to this inventory chapter, residents of Milton place high value on open space for its contribution to the town’s physical character, as well as natural beauty. The role of open space plays in guarding natural resources and providing recreational opportunities furthers residents’ level of appreciation. Of Milton’s 8,516 acres (13.3 square miles) approximately 32.4% of Milton’s land area (2,761 acres) has been protected in perpetuity from development through one of the following means:<sup>9</sup>

1. ownership by the Commonwealth of Massachusetts
2. ownership by a non-for-profit conservation organization or land trust
3. land and conservation easements held by the Milton Land Conservation Trust
4. Town ownership of recreation lands

Milton also contains a significant amount of public and privately-owned land that remains unprotected. For a complete listing of all open space in Milton, refer to the Open Space Inventory section of the 2006 *Open Space and Recreation Plan*.

STATE-OWNED PROTECTED OPEN SPACE

**Blue Hills Reservation.** This 6,116-acre property is the largest protected open space in the metropolitan Boston area, linking six towns (Dedham, Milton, Quincy, Braintree, Randolph and Canton). Approximately 2,000 acres of the Reservation lie in the Town of Milton, and include Hemenway and Houghton’s Ponds as

<sup>9</sup> MassGIS data layer “Protected and Recreational and Open Space – March 2012”

SUMMARY OF KEY POINTS

- Over 2,000 acres of open space in Milton (approximately 25% of the Town’s area) is controlled by the Department of Conservation and Recreation (DCR) including the Neponset River and Blue Hills Reservations.
- The 120-year old Blue Hills Reservation is the largest protected open space in the metropolitan Boston area, with resources in Milton that include Hemenway Pond, a portion of Brookwood Farm, and Houghton’s Pond.
- Additional significant protected open spaces are owned by The Trustees of Reservations (Hutchinson Field and Pierce Field), Historic New England (William Ellery Channing Eustis Estate) and DCR (Forbes Woods).
- Several individuals have placed conservation restrictions on their property and others have transferred land to the Milton Land Conservation Trust (total of approximately 44 acres as of December 2013).
- The last five-year Open Space and Recreation Plan was completed in 2006 (2006-2011) and approved by the Executive Office of Environmental Affairs (now EOEEA), and has not been updated since.

well as a portion of the Brookwood Farm. Set aside in 1893 by the Metropolitan Park Commission (today part of the Department of Conservation and Recreation), the Reservation contains the highest elevation on the Eastern US Coastline, within 10 miles of the coast, between the southern tip of Florida and Acadia National Park in Maine. Its purpose was, and still is, to provide a place for public



recreation and enjoyment that is permanently protected from development. In addition to providing many recreational opportunities (discussed later in this chapter), the Reservation includes significant natural and cultural resources, including the Blue Hills Observatory, operating since 1885 atop Great Blue Hill.

**Neponset River Reservation.** This linear open space edges the north and south banks of the Neponset River, with a significant portion forming Milton’s northern border with Boston. The Reservation was established in the late 1880s through acquisition by the Metropolitan Park System (today part of the Department of Conservation and Recreation), of the Neponset River salt marshes. Today the 750-acre area extends much of the length of the river, providing the public with access to both estuary and marshland (at the river mouth), as well as freshwater wetlands upstream. Significant conservation efforts within the Reservation have been the establishment of **the Neponset Salt Marsh Conservation Area** (off Riverside Avenue) and the *Neponset River Greenway*, an 8-mile multi-purpose route that will eventually connect the river with the Blue Hills Reservation. Existing access points along the Greenway in Milton are located at Central Avenue and Adams Street. The Neponset River Reservation also includes **Forbes Woods**, and 35-acre conservation area located near the marshlands in Milton. This site holds the largest black cherry and black oak champion trees in the State, and is critical habitat to more than two hundred species of birds.

Efforts to preserve the Neponset River and its watershed are supported by the work of the **Neponset River Watershed Association**, a member-supported conservation organization working to “clean up and protect the Neponset River, its tributaries and surrounding watershed lands.”<sup>10</sup> Projects include halting of water pollution, education of area residents, monitoring of river

health, conservation of water, opening the watershed to recreation, and restoring fish and wildlife habitat.<sup>11</sup>

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#### PRIVATELY-OWNED CONSERVATION LANDS AND LAND TRUSTS

**The Trustees of Reservations (14 acres).** In 1898, The Trustees of Reservations, America’s oldest land trust, acquired 10 acres on Milton Hill that once held the home of Governor Thomas Hutchinson. Known today as Governor Hutchinson’s Field, the property overlooks the Neponset River, tidal salt marshes, the Boston skyline and the Harbor Islands. TTOR also owns and



*The former William Ellery Channing Eustis Estate, an 80-acre open space located on Upper Canton Avenue, has been acquired by Historic New England, a private organization.*

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<sup>10</sup> [www.neponset.org](http://www.neponset.org)

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<sup>11</sup> Ibid.



maintains the abutting four-acre Pierce Reservation.

**Historic New England (80 acres).** In 2012, Historic New England purchased the former home of William Ellery Channing Eustis, located on Upper Canton Avenue. The acquisition assured the preservation of both land and buildings on the property, and to help conserve the rural character of the southwest part of Milton.

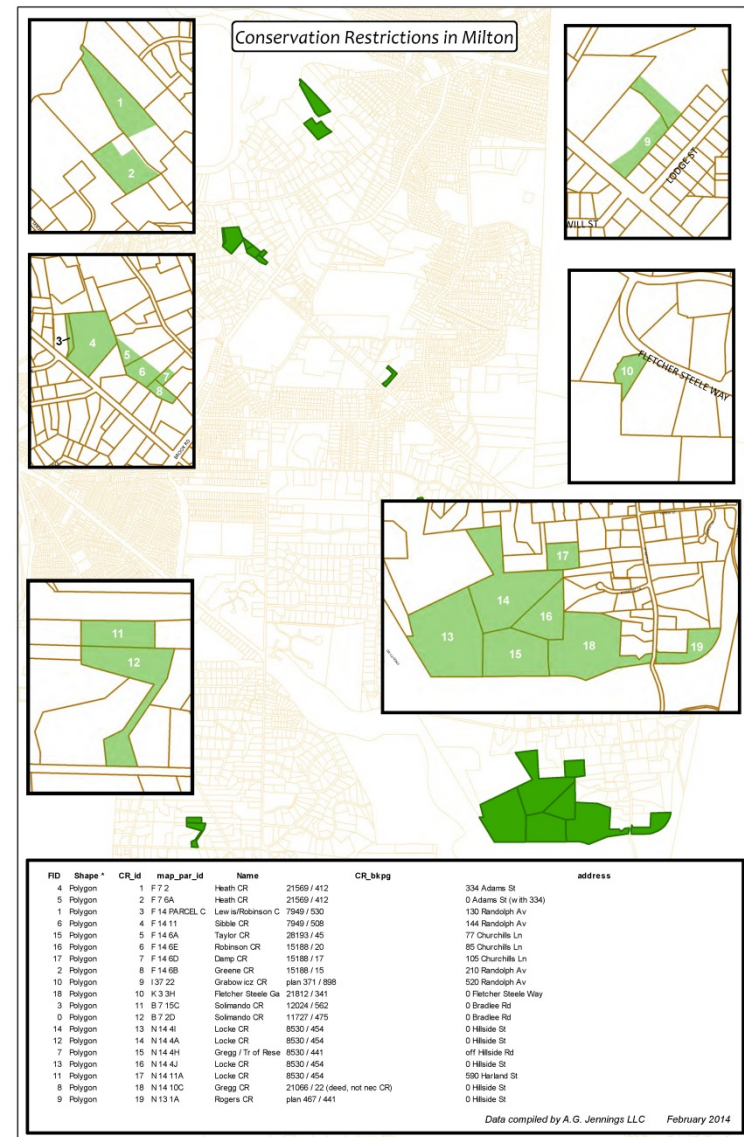
**Wakefield Estate (22 acres).** This former home of the Wakefield family, located off Brush Hill Road, has been preserved as an open space and educational center, promoting life-long participatory learning using the land and resources of the Estate.

**Camp Sayre (110 acres).** This parcel of land on Unquity Road and adjacent to the Blue Hills Reservation is owned by the Boy Scouts of America, and operates as a scout camp in summer.

TOWN-OWNED CONSERVATION LANDS AND EASEMENTS

**Milton Land Conservation Trust.** Established in the 1970s, the Milton Land Conservation Trust encourages the retention of open land in its natural state. The Trust can hold land, and also accept conservation easements.<sup>12</sup> The Trust’s first acquisition occurred in 1971 – a 4.2 acre property on Brush Hill Road – and over the next forty years, acquired (through gift or conservation easement), a total of approximately 44 acres of land. The Land Trust’s current holdings and descriptions appear in “Milton Land Conservation Trust Real Estate Assets” table.

<sup>12</sup> A conservation easement or restriction is a legal means by which a landowner may set permanent limitations on the future use of the land, while retaining the land in private ownership.



## MILTON MASTER PLAN INVENTORY: NATURAL, OPEN SPACE AND RECREATION RESOURCES

Milton's Conservation Restrictions as of March, 2014. Source: Town of Milton.

### MILTON LAND CONSERVATION TRUST Real Estate Assets<sup>13</sup>

Acquisition Date	Donor	Location	Size
<b>Property Owned</b>			
12/30/71	Phyllis M. Lawrence	Brush Hill Road	4.2 Acres
4/29/88	Milton Academy	144 Randolph Avenue, Parcel B	1.41 Acres
11/4/91	Robert Greeley	340 Adams Street	1.16 Acres
<b>Conservation Restrictions</b>			
4/28/88	Edward M. Sibble, Jr.	144 Randolph Avenue, Parcel A	
4/28/88	Thomas E. Lewis/Ailene Robinson	520 Randolph Avenue, Parcel C	
1/6/89	Gordon/Grabowicz	520 Randolph Avenue	.96 Acres
3/7/97	Michael Solimando	Bradlee Road, Lot 6	1.97 Acres
10/6/97	Michael Solimando	Bradlee Road, Lot 6A	.92 Acres
7/20/99	Deborah Rogers	420 Hillside Street	5.151 Acres
6/25/01	Thomas Greene	210 Randolph Avenue	.68 Acres
6/25/01	Carolyn Damp	105 Churchill's Lane	.35 Acres
6/25/01	John Robinson	85 Churchill's Lane Parcel 4 (Restricted Area)	
9/23/04	Nancy Heath	Adams Street	8.03 Acres
5/17/04	Chestnut Run Realty Trust (Roger Gregg)	Rear 427,437 Hillside Street	20.134 Acres
10/27/10	Stephen Taylor	77 Churchills Lane Parcel 5 (Restricted Area)	

### Partial Description of Milton Land Conservation Trust Properties and Easements<sup>14</sup>

- **Brush Hill Road/Lawrence (property):** This 4.2 acre property is located behind 1044 Brush Hill Road and is land locked. It borders Balster Brook to the south, and is largely wetlands.
- **144 Randolph Avenue (property and associated easements):** This 1.41 acre property has 150 feet of frontage on Randolph Ave., and is wooded, giving out to a meadow. The property abuts open space that has 6 separate conservation easements from 6 neighboring owners and provides valuable habitat for birds and wildlife, and is located near Forbes Woods and the Neponset River Reservation.
- **340 Adams Street/Greeley (property and easement):** The 50,377 sq. ft. lot is set back from Adams Street but the conservation easement extends from Adams Street (150 feet of frontage) back to the lot. The lot abuts a portion of the Heath easement.
- **334 Adams Street/Heath (easement):** This easement covers portions of the 11 acres of the Heath property, totaling about 8 acres. It abuts the Greeley property to the south, the Forbes woods property to the west and extending down to the Neponset River to the north. It is a valuable extension of habitat along the Neponset River and Forbes Woods.
- **Bradlee Road/Solimando (easement):** The two lots have a combined area of almost 3 acres, with 150 feet of frontage on Bradlee Road. The lot extents back along a narrow strip, then opens up to an almost 2 acre area, with wetlands and open areas.
- **520 Randolph Avenue/Gordon/Grabowicz (easements):** These restrictions encompass almost an acre (41,733SF) and with 100 feet of frontage on Randolph Ave. effectively prevent an additional building lot at 520 Randolph Ave. and preserves valuable habitat.
- **428 Hillside Street/Rodgers (easement):** This 5.2 acre lot has 216 feet of frontage on Hillside Street, the last frontage on the south side of Hillside Street before the Blue Hills Reservation, with over 800 feet bordering the Reservation. It is wooded and provides additional habit to the Reservation.
- **437 Hillside Street/Gregg (easement):** This easement covers over 20 acres, with 135 feet of frontage on Hillside Street, the last frontage on the north side of Hillside Street before the Blue Hills Reservation. There is an extensive border with the Reservation and privately owned conserved land behind it. This restriction provides a valuable extension of habitat and a buffer between the Reservation and residential property.

<sup>13</sup> Source: Milton Land Conservation Trust, recorded as of March 31, 2011.

<sup>14</sup> Source: Milton Land Conservation Trust, recorded December 31, 2013.



*The Milton Cemetery, located off Centre Street, extends across 102 acres, contains two ponds, and is home to many species of trees and birds.*

**Milton Town Forest.** Milton’s Town Forest consists of 34 acres of hillside and wetlands, bordered by Harland Street.

**Milton Cemetery.** While not technically conservation land, this Town-owned 102-acre landscape located off Centre Street contains two ponds and an arboretum. It is also home to many species of birds, and is a popular bird-watching site. For more information about cemetery operations and future needs, refer to the Public Facilities and Services chapter of the *Milton Master Plan Inventory*.

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#### OTHER EFFORTS TO PROTECT OPEN SPACE

**Milton Conservation Commission.** The Town’s Conservation Commission is a six-member (as of this writing) reviewing board, with members appointed by the Board of Selectmen. Its primary

purpose is to uphold and assure compliance with the 2006 (updated) Wetlands Bylaws of the Town of Milton by “controlling activities deemed to have a significant effect upon wetland values, including but not limited to the following: public or private water supply; aquifer and groundwater protection; flood, erosion and sedimentation control; storm damage and water pollution prevention; the protection of fisheries, shellfish and wildlife; recreation and aesthetics ...”.<sup>15</sup> Additional issues of primary concern to the Commission include:

- Promotion of conservation easements, so that development is limited, open space is preserved, but tax income is sustained
- Protection of the Neponset River and its tributaries
- Re-establishment of the smelt population at the Adams Bridge
- Opening the river to navigation
- Protection of land along the river where people can recreate (including 2 Granite Avenue, and 2 Adams Street)
- Conservation of the few (3-4) remaining large estates/land holdings

**Town of Milton Department of Public Works, Urban Forestry and Tree Maintenance Division.** Massachusetts law mandates that every municipality appoint a public tree officer to advocate for public shade trees. In Milton, the public trees are cared for by the Department of Public Works, including planting new trees, removing diseased trees, and trimming existing trees on public property.

**Milton Historic Preservation Plan (1988).** In 1988, the Milton Historical Commission worked with Preservation consultant Edith Clifford to prepare a comprehensive plan to preserve the Town’s historic resources. Many of the plan’s recommendations focused on protection of historic buildings, streetscapes and

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<sup>15</sup> *Town of Milton General Bylaws, Wetlands Bylaws, Chapter 15, Wetlands (updated through 2006 Annual Meeting).*



neighborhoods, and preservation (retention) of open space was cited as one important means of achieving this protection. Specifically, the plan called for development of a long-range strategy for protection of open space, a coordinated effort of the Conservation Commission, Park Department, Planning Board, and private citizens. The strategy would be based on an in-depth inventory of open space sites in the Town and would provide an approach to consolidating conservation and recreation land through purchase, easement and gift.<sup>16</sup>

**Town of Milton Community Development Plan (2004).**<sup>17</sup> The Town of Milton engaged the Metropolitan Area Planning Council in an effort to create a vision for future growth, one that addressed natural resources and open space, housing, economic development and transportation. The plan’s recommendations included several specific measures related to open space:

- Complete the update to the Milton Open Space Plan (completed but not approved by the State)
- Use zoning and other regulations to protect open space, including cluster development, wetlands protection, institutional zoning and open space zoning on existing conservation areas
- Work with private conservation organizations and DCR to protect open space
- Obtain conservation restrictions when ownership of conservation land is not feasible or possible
- Explore multiple sources of funding for open space protection, including adopting the Community Preservation Act (CPA)

**Milton Open Space and Recreation Plan (2006).** In 2005-2006, the Town of Milton updated its 1994 Open Space and Recreation Plan,

<sup>16</sup> *Town of Milton Historic Preservation Plan*, Milton Historical Commission, 1988.

<sup>17</sup> *Town of Milton Community Development Plan*, June 2004.

through the work of an Open Space Working Group. The result was a five-year Action Plan focused on “ensuring that preservation of open space and recreational land is consistent with the Town’s needs; protects the environmental resources, and preserves the historic New England character.” The plan recommendations centered on nine goals, five of which related specifically to the protection of Milton’s open space resources:

- Protect Milton’s open spaces, including the ponds, river front, streams and brooks, and woodlands, in a natural state that can be enjoyed by future generations
- Investigate the “Community Preservation Act” (in part to maintain open space)
- Continue to make residents aware of Milton’s open space, waterfront, trails, natural resources and recreational opportunities
- Maintain the “old New England” character of the Town
- Encourage preservation and use of current open space for quality of life and a healthy lifestyle
- Develop an electronic inventory of all conservation land/restrictions from paper record

**Governor Stoughton Land Trust Committee/Town Farm (2008-2009).**

The Town Farm was a 40-acre wood lot deeded (through his will) to Milton in 1701 by Governor Stoughton “for the benefit of the poor of that Town as the Selectmen thereof shall judge best.” In 2008 a Governor Stoughton Land Trust Committee was formed and a study conducted to determine the best use of the property. In December 2009, they reported to the Select Board (dually serving as Trustees of the Farm), recommending:

“initiation of an action plan to endow the Trust with sufficient funding to:

## MILTON MASTER PLAN INVENTORY: NATURAL, OPEN SPACE AND RECREATION RESOURCES

- i. preserve and maintain the existing historic buildings on the property to the extent possible, and
- ii. provide for the permanent benefit of the “Poor of Milton” at a meaningful financial level and in a manner consistent with the will.”<sup>18</sup>

As of the writing of this inventory chapter, the Town is exploring options for development of the property, retaining some of the historic buildings and adding housing units.

annual tree re-planting program, with a budget, to replace trees in public ways and especially on historic boulevards and other publicly-owned historic landscapes.

### OPEN SPACE ISSUES, OPPORTUNITIES & CHALLENGES

- The Town lacks a strategic plan for conservation of open space, either through acquisition or conservation easement.
- Milton’s remaining large estates, located mostly in the Upper Canton Avenue/Brush Hill Road area, are vulnerable to subdivision, and with it, a loss of some of the Town’s most treasured historic and scenic landscapes.
- The several educational institutions in Milton are expanding their land holdings and through this effort are impacting neighbors, creating incompatible land uses, including parking lots and lighting. Opportunity exists to develop a collaborative approach to institutional expansion or “town-gown” arrangement, which accommodates the schools’ needs, while respecting those of the Town and its residents.
- Opportunity exists to expand the current urban forestry efforts by (1) establishing a shade tree committee; (2) creating a GIS-based database of existing street trees; and (3) establishing an

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<sup>18</sup> *Town Farm Final Report*, prepared for the Town of Milton Selectmen as Trustees of the Governor Stoughton Trust, dated July 5, 1701, December 3, 2009.



RECREATION RESOURCES

Milton’s many passive and active recreation sites contribute further to residents’ quality of life. The Town is fortunate to have two very large State-owned and managed recreation sites – the Blue Hills and Neponset River Reservations – buffering the north and south Town boundaries. But in addition to these, Milton maintains athletic fields and courts, playgrounds, ponds and walking trails that complement these expansive landscapes. Several privately-owned facilities provide further recreation amenities to residents.

STATE-OWNED RECREATION LAND

The following recreation sites are owned and maintained by the Commonwealth of Massachusetts:

**Blue Hills Reservation.** Located in the southwest portion of Milton, the Blue Hills Reservation offers over 6,000 acres of recreation space to residents throughout the year. It is owned and maintained by the Commonwealth of Massachusetts’s Department of Conservation and Recreation (DCR). Activities include boating (Ponkapoag Pond), camping (Appalachian Mountain Club’s Ponkapoag Camp) Nordic skiing, fishing (on ponds and brooks), golfing (Ponkapoag Golf Course, Canton), hiking (over 125 of trails), horseback riding, ice skating (three rinks), mountain biking, picnicking, rock climbing (Quincy Quarries Historic Site and Rattlesnake Hill), down-hill skiing (Williams Rogers Ski Area) and swimming (Houghton’s Pond). Major recreation attractions within the Reservation are:

- *Massachusetts Audubon Society’s Trailside Museum*, with exhibits showcasing the array of flora and fauna of the Blue Hills

SUMMARY OF KEY POINTS

- The Milton Parks and Recreation Department maintains twenty-two properties, including the DCR-owned Houghton’s Pond Fields and Milton Public School-owned Pierce Field, totaling 115.9 acres.
- Cunningham Park, a privately-owned 110-acre park, provides addition recreation space, including an outdoor pool, skating pond, and bowling alley, all available to Milton residents.
- The Blue Hills Reservation, owned by the State (DCR), in collaboration with Mass. Audubon, provides an array of recreational opportunities, including hiking, mountain-biking, horseback-riding, down-hill and Nordic skiing, and swimming at Houghton’s Pond.
- The Neponset River Bike trail, rimming the water edge, provides recreational access to the river and estuary
- Currently, the demand for recreational facilities exceeds the amount of space available; the Parks and Recreation Department must ration use of fields.
- Milton’s playgrounds were rebuilt in the mid-1990s, but have not been upgraded since; some do not meet contemporary accessibility (ADA) codes.
- The Parks and Recreation Department has identified the need for two additional soccer fields, two additional softball fields, and one Pony League field in order to service more fully the Town’s recreational needs.
- Interest was expressed in development of a community center to provide a central location for recreation activities, as well as additional programming and maintenance staff.

- *Great Blue Hill Red Dot Trail*, a ½ hour-long route leading from the Trailside Museum to the summit’s two observation towers

## MILTON MASTER PLAN INVENTORY: NATURAL, OPEN SPACE AND RECREATION RESOURCES

- *Houghton's Pond Recreation Area*, a 24-acre spring-fed kettle hole where visitors can swim, picnic, fish and play games on ballfields
- *Chickatawbut Overlook*, where visitors can glimpse the Boston skyline from a stone picnic pavilion constructed by the Civilian Conservation Corps
- *Ponkapoag Pond*, where a floating boardwalk leads visitors through an Atlantic white cedar quaking bog (Canton)
- *Fowl Meadow*, a wetland area near Paul's Bridge at the intersection of the Neponset Valley Parkway and Brush Hill Road where visitors can explore wetlands vegetation and wildlife on a 5-mile round-trip path, Burma Road (Canton)

Programming, publicity and advocacy for the Reservation is supplemented by efforts of the *Friends of the Blue Hills*, a non-profit organization.



*The Neponset River at Milton Landing. Photo courtesy of the Solomon Foundation.*

**Neponset River Reservation.** Also owned and maintained by DCR, this 750-acre riverfront area includes both tidal marshland and freshwater wetlands. Recreation offerings include car-top boating, fishing, and multi-use trail activity (walking, running, biking) along the 2.4-mile **Lower Neponset River Trail** (access in Milton at Central Avenue and Adams Street). The Reservation also includes **Forbes Woods**, and 35-acre site of mature woodlands located behind the marshlands (between Granite Avenue and Adams Street). Preservation of the woods is supported by a non-profit organization, *Friends of Forbes Woods*.

### TOWN-OWNED RECREATION LAND

The Town of Milton's **Park and Recreation Department**<sup>19</sup> maintains twenty-two properties, including the DCR-owned Houghton's Pond Fields and Milton Public School-owned Pierce Field, totaling 115.9 acres. A **Milton Youth Sports Advisory Committee** works with the Park and Recreation Department to raise money for recreation maintenance (through per-child fees). Principal Town-maintained recreation sites include:

**Algerine Corner (less than .50 acre).** This small green area located at the corner of the intersection of Brook and Centre Streets is used for passive recreation.

**Andrews Park (9 acres).** Located at Belcher Circle, East Milton Square, the park provides active recreation facilities, including playground equipment, three tennis courts, two Little League Baseball Diamonds, soccer fields, and softball field, and basketball court.

<sup>19</sup> For detailed information about the Park and Recreation Department's programs and services, refer to the *Public Facilities and Services* chapter of the Milton Master Plan Inventory.

**Captain's Landing (.25 acre).** Located off Adams Street, this small boat-launch area is accessible via an easement.

**Copeland Athletic Complex/Francis X Brooks Football Field (22.71 acres).** This active recreation site is adjacent to and part of Lamb Field and the High School Athletic Fields (described below), and includes a lighted football field with artificial surface and track.  
*Note: 8.31 acres of this site are reserved for conservation.*

**Crane Park (2 acres).** Also located at Belcher Circle in East Milton Square, this is a commemorative site.

**Kelly Field (11 acres).** Located off Brook Road (adjacent to Pierce Middle School), this is an active recreation site including playground equipment, seven tennis courts, a regulation baseball diamond, softball field and soccer field.

**Mary C. Lane Playground (4 acres).** Located on Randolph Avenue near Brook Road, this active recreation site includes playground equipment, a Little League baseball diamond, ½ court basketball court.

**Milton High School Athletic Fields/Lamb Field (15 acres).** Located at 25 Gile Road (adjacent to the high school), these fields serve the high school athletic teams.

**Pagoda Circle (1.52 acres).** This small site bordered by Pagoda Street, Hudson Street and Savin Street consists of a vegetated hillside and open space with a small baseball diamond.

**Poleski Park (approximately .50 acre).** This small landscaped green area at the northerly corner of Lincoln Street and Brook Road (abutting Kelly Field) contains the veterans' memorial, and provides passive recreation space.

**Shields Park (5 acres).** Located on Eliot Street, this active recreation site includes playground equipment and a Little League baseball diamond.

**Turners Pond (26 acres).** With an entrance on Brook Road, this water body with perimeter trails is a popular fishing (by permit) and hiking spot.

**Wharf Street.** This public street leads to the Milton Yacht Club and connects to the Neponset Riverwalk/Neponset Trail.

**Milton Town Landing /Town Park (approximately 3 acres).** This area consists of a docking site on the Neponset River and a passive recreation park. The docking site is maintained by the non-profit **Milton Yacht Club (MYC)**. Chartered in 1902, the MYC has continuously served the residents of Milton (and surrounding communities) by providing water access to the Neponset River, Boston Harbor, and beyond. At the Milton Town Landing, the public can launch kayaks, fish for stripers and smelts, and enjoy the natural amenities of the Neponset River. The club also supports the Milton Harbormaster in maintaining the navigability of the Neponset Estuary.<sup>20</sup> The Town Park is maintained by the Park Department, and is the site of Milton's Farmer's Market.

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PRIVATELY-OWNED RECREATION LAND

In addition to the State and Town-owned recreation lands inventoried above, the following privately-owned sites are accessible to Milton residents for recreation enjoyment:

**Cunningham Park.** Cunningham Park is a privately-owned 110-acre site, established as a privately-owned, trustee-managed park in 1902 by the Cunningham family. The family intended the park to serve

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<sup>20</sup> [www.miltoneyachtclub.org](http://www.miltoneyachtclub.org)



## MILTON MASTER PLAN INVENTORY: NATURAL, OPEN SPACE AND RECREATION RESOURCES

the “health and welfare of the people of Milton.” The site once contained a large home which was used briefly in the late 19<sup>th</sup> century as a convalescent home (the beginnings of the Milton Hospital).<sup>21</sup> In 1917, the trustees hired a landscape architect to design the park grounds. Amenities include an outdoor pool, skating pond, bowling alley, and community garden site, all available to Milton residents. Cunningham Hall, a multi-purpose fully-accessible building located at the western end of the park (Pleasant Street), is available to residents for functions, and several of Milton’s private educational institutions, including Milton Academy and Curry College, utilize the grounds for programs and athletic training (cross-country). The facilities are free to Milton residents, with the exception of the pool (\$110/year permit) and bowling alley (small fee per string).

**Wollaston Golf Club.** Founded in 1895, the Wollaston Golf Club is a private, member-owned facility located on Randolph Avenue.



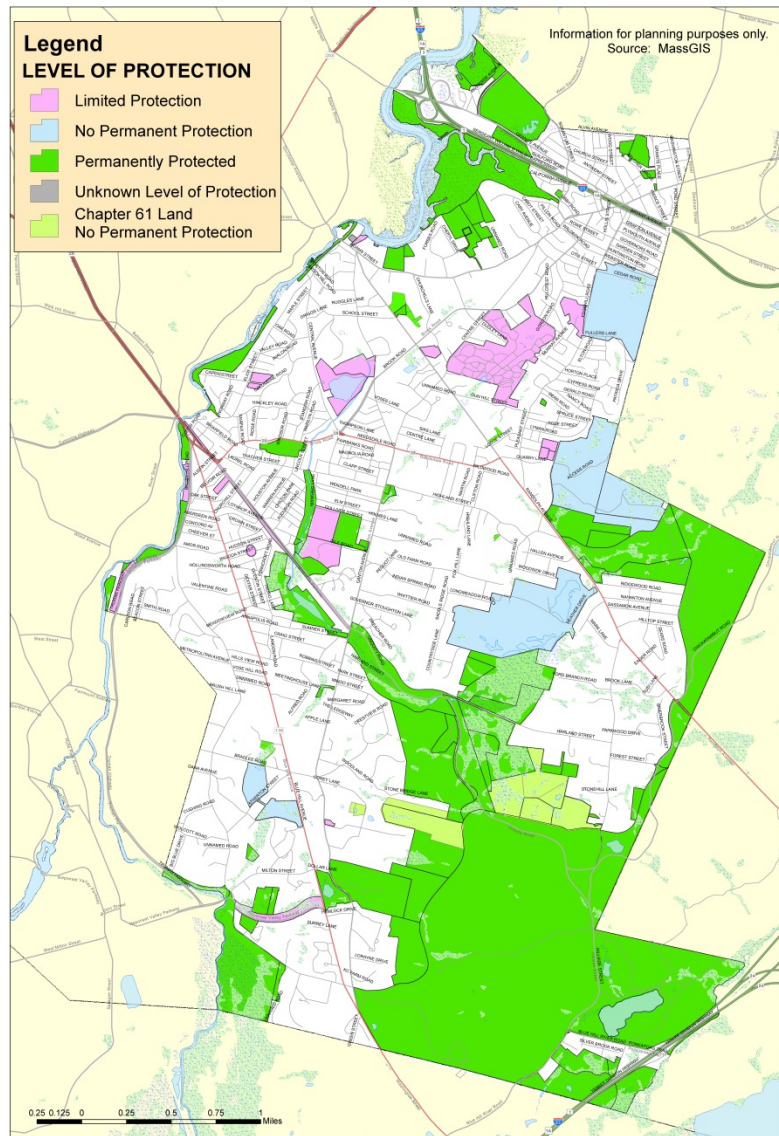
*The Wollaston Golf Club, founded in 1895, is a member-owned facility frequented by many Milton residents. Photo courtesy of the Wollaston Golf Club (website).*

Originally housed in Quincy, it purchased 152 acres in Milton in 1969, and in 1975 opened an 18-hole course designed by George and Tom Fazio. Other amenities include a clubhouse, swimming pool, and four outdoor tennis courts.

**Private Educational Institutions.** Milton’s several private schools maintain additional recreational facilities within the campus’s boundaries, some of which are available to Milton residents on a limited basis. **Milton Academy** has four athletic buildings, twelve athletic fields, and a total of 17 tennis courts (thirteen indoor and four outdoor). **Curry College** maintains a baseball field, softball field, tennis courts, and the DCR-owned Max Ulin ice rink. While **Fontbonne Academy** largely utilizes the facilities of town-managed sites, the school maintains basketball and volleyball courts.



*The 400 meter track at Milton Academy is used by students, faculty, and residents.*



Milton  
Open Space & Recreation Land

EFFORTS TO PLAN FOR RECREATION NEEDS

**Milton Open Space and Recreation Plan (2006).** As noted earlier in this chapter, the Town of Milton updated its 1994 Open Space and Recreation Plan in 2005-2006, through the work of an Open Space Working Group. The result was a five-year Action Plan with the overall goal of “ensuring that preservation of open space and recreational land is consistent with the Town’s needs; protects the environmental resources, and preserves the historic New England character.” The plan recommendations centered on nine goals, five of which related specifically to the protection of Milton’s recreation resources:

- Protect Milton’s open spaces, including our ponds, river front, streams and brooks, and woodlands, in a natural state that can be enjoyed by future generations
- Ensure that playing fields and other recreational facilities support the needs of the population.
- Continue to make residents aware of Milton’s open space, waterfront, trails, natural resources and recreational opportunities
- Maintain and develop safe walking and bicycling routes to decrease vehicular congestion and for good health; improve access to the Neponset River
- Encourage preservation and use of current open space for quality of life and a healthy lifestyle

**Milton Brook Walk (Current).** This planning effort is focused on combining four major bodies of water in Milton – Pine Tree Brook, Pope’s Pond, Turner’s Pond and the Neponset River – through development of a pathway leading from the DCR-owned Ulin Rink (Curry College) to the Neponset River (at Central Avenue). The route would allow for 45-60 minutes of continuous walking, with benches and interpretive signs along the route for resting and learning about Milton’s natural resources.



**Milton Bicycle Advisory Committee (Current).** This 10-12 member-run group was organized to improve safety and confidence of riders of all types of cyclists. Efforts include advocating for bike trails, designated lanes, safer intersections, and extensions of existing bikeways (such as the Neponset Trail); and maintain a town bicycle map and website, [www.bikemilton.org](http://www.bikemilton.org). The efforts of MBAC are discussed in detail in the Transportation chapter of the Milton Master Plan Inventory.

### RECREATION ISSUES, OPPORTUNITIES AND CHALLENGES

- Currently, the demand for recreational facilities exceeds the amount of space available; the Parks and Recreation Department must ration use of fields.
  - Milton's playgrounds were rebuilt in the mid-1990s, but have not been upgraded since; some do not meet contemporary accessibility (ADA) codes.
  - The Parks and Recreation Department has identified the need for two additional soccer fields, two additional softball fields, and one Pony League field in order to service more fully the Town's recreational needs.
  - Interest was expressed in the development of a community center to provide a central location for recreation activities, as well as additional programming and maintenance staff.
  - The development of a youth recreational center, similar to a Boys and Girls Club, to provide afterschool, weekend and vacation recreational and supplemental education opportunities, has the support of some Milton residents.
- Development of the Milton Brook Walk would expand residents' access to recreation and at the same time broaden their knowledge of and appreciation for the Town's natural resources.
  - Opportunity exists to install bike lanes and sharrows on Town-maintained roads, and to install Hubway station(s) in the more congested parts of town. Currently the MBAC is not part of the Town's traffic committee.
  - Currently the Town lacks an advocate for pedestrians who will promote the benefits of safe and prominent crosswalks.

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LIST OF RESOURCES

*BioMap2, Conserving the Biodiversity of Massachusetts in a Changing World, Milton.*

*Blue Hills Planning Unit Resource Management Plan, Massachusetts Department of Conservation and Recreation, Bureau of Planning and Resource Protection, Resource Management Planning Program, Draft, December 2010.*

*Milton Brook Walk Concept Paper, Jeff Stone, January 27, 2013.*

*Town Farm Final Report, Governor Stoughton Land Trust Committee, December 3, 2009.*

*Town of Milton Community Development Plan, June 2004.*

*Town of Milton Historic Preservation Plan, Milton Historical Commission, 1988.*

*Town of Milton Open Space & Recreation Plan, Draft, September 25, 2005.*

*Town of Milton Zoning Bylaw, Chapter 15, Wetlands (Updated through 2006 Annual Meeting).*

WEBSITES:

<http://www.bikemilton.org/>

<http://brookwoodcommunityfarm.org/>

<http://campsayre.org/>

[http://www.env.state.ma.us/Neponset\\_River\\_Greenway\\_Corridor/](http://www.env.state.ma.us/Neponset_River_Greenway_Corridor/)

<http://friendsofthebluehills.org/>

<http://www.historicnewengland.org/>

[http://maps.massgis.state.ma.us/dfg/biomap/pdf/town\\_core/Milton.pdf](http://maps.massgis.state.ma.us/dfg/biomap/pdf/town_core/Milton.pdf)

<http://www.massaudubon.org/get-outdoors/wildlife-sanctuaries/blue-hills-trailside-museum>

<http://www.mass.gov/eea/agencies/dcr/massparks/region-south/blue-hills-reservation.html>

<http://www.neponset.org/>

<http://www.thetrustees.org/>

<https://www.wollastongc.org/>

INTERVIEWS

Bruce Alexander, Chair, Cunningham Park Trustees

Dennis Camp, The Trustees of Reservations

Therese Desmond, Superintendent, Milton Town Cemetery

Judy Jacobs Lehrer, Friends of the Blue Hills

Robert MacKenzie, Blue Hills District Manager, Department of Conservation & Recreation

David Perdios, Director, Milton Park & Recreation Department

Mark Smith, Executive Director, Mary M. B. Wakefield Trust

Norman Smith, Director, Trailside Museum, Massachusetts Audubon Society

Lee Toma, Milton Bicycle Advisory Committee

Milton Conservation Commission

The local transportation system should provide efficient and safe mobility for all transportation modes and connections to regional facilities. The availability and quality of the transportation system is important to residents, businesses, students, visitors, and emergency services. The maintenance and enhancement of the transportation system can be used to attract development and expand the tax base. In addition, the transportation system has impacts on resources, community character, and the quality of life.

This section summarizes the existing transportation system in Milton and how it connects with the regional transportation system. The following elements are summarized in this section:

- Travel Characteristics
- Roadway Functional Classification
- Traffic Volumes
- Traffic Growth
- Maintaining the Transportation Infrastructure
- Safety
- Traffic Calming Devices in Milton
- Pedestrian and Bicycle Facilities
- Safe Routes to School
- Transit
- Parking
- Issues

The inventory of the existing transportation system in Milton is used to identify deficiencies and needs and as the basis from which to evaluate future conditions and potential improvement measures. Figure 1 shows the roadway system in Milton.

### INVENTORY OF EXISTING TRANSPORTATION CONDITIONS

Existing transportation conditions in and around Milton are described below.

#### TRAVEL CHARACTERISTICS

Massachusetts's population reached approximately 6.5 million in 2010, an increase of approximately 3.13 percent since 2000, or about 0.3% annually.<sup>1</sup> A similar trend was seen in the Metropolitan Area Planning Council (MAPC) region. The region's population increased from 3.06 million in 2000<sup>2</sup> to 3.16 million in 2010, a 3.0 percent increase in 10 years.<sup>3</sup> The population in Milton was 26,062 in 2000 and 27,003 in 2010 based on US Census Bureau<sup>4</sup> data, indicating growth rate of 0.36 percent per year (3.6 percent increase in 10 years), which is similar to statewide and region-wide population growth rates during that time period.

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<sup>1</sup> U.S. Census Bureau 2000 and 2010.

<sup>2</sup> Demographic and Housing Trends in the MAPC Region. July 16, 2001. Metropolitan Area Planning Council.

[http://www.mapc.org/sites/default/files/BPL\\_and\\_Indicators\\_Presentation\\_on\\_Demographic\\_Changes\\_in\\_the\\_Region\\_2001.pdf](http://www.mapc.org/sites/default/files/BPL_and_Indicators_Presentation_on_Demographic_Changes_in_the_Region_2001.pdf)

<sup>3</sup> Population and Housing Unit Change 2000-2010. Metropolitan Area Planning Council.

[http://metrobostondatacommon.org/site\\_media/calendar/MAPC\\_Calendar\\_2012\\_01.pdf](http://metrobostondatacommon.org/site_media/calendar/MAPC_Calendar_2012_01.pdf)

<sup>4</sup> U.S. Census Bureau 2000 and 2010.



# MILTON MASTER PLAN INVENTORY: TRANSPORTATION AND CIRCULATION

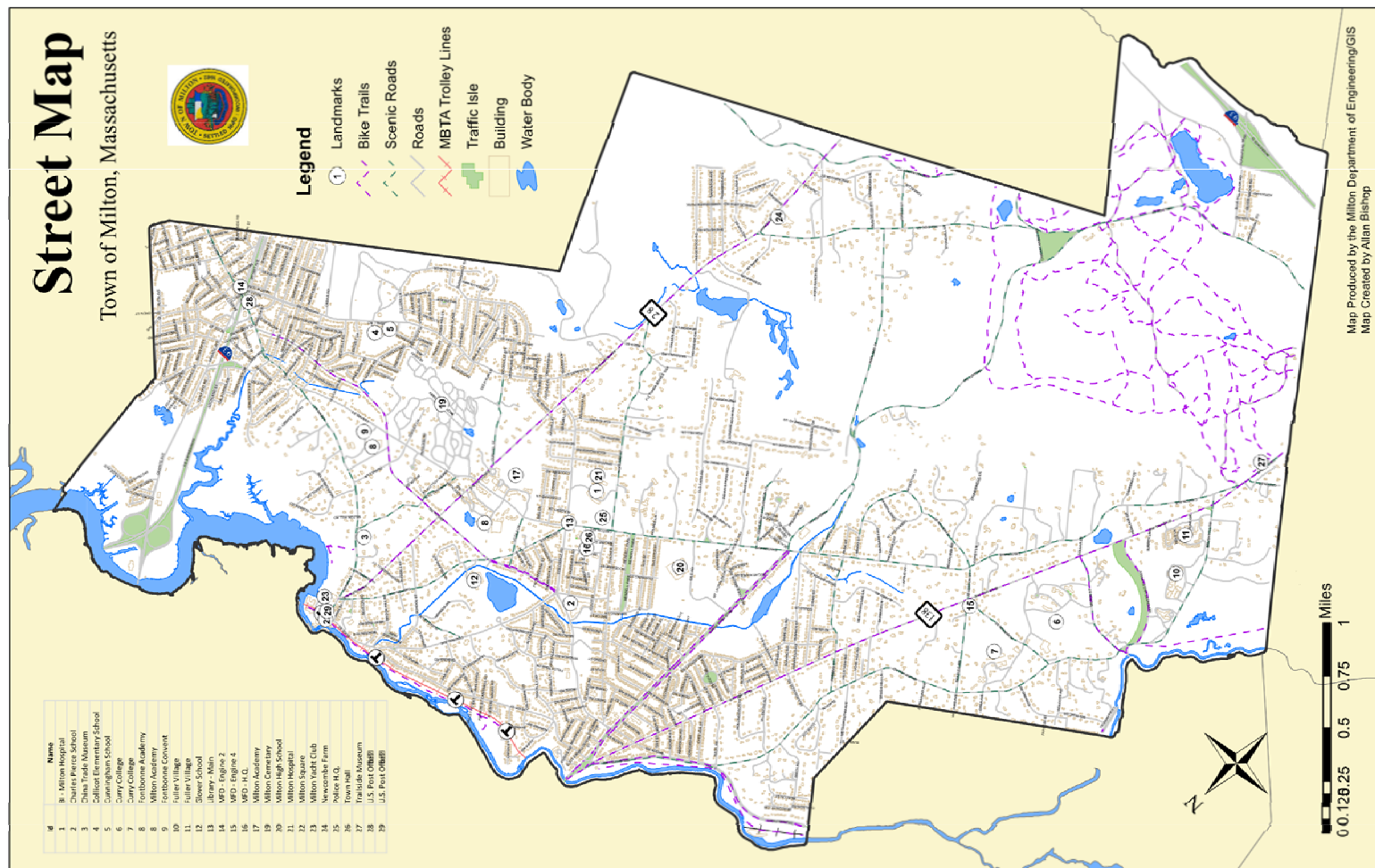
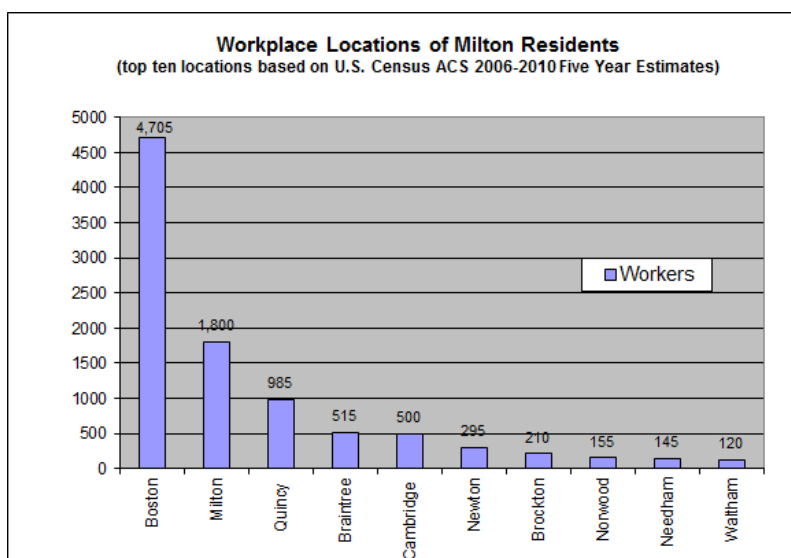


Figure 1: Roadway System in Milton

Figure 2 shows major work destinations for Milton residents based on U.S. Census Bureau, American Community Survey Five Year Estimates 2006-2010.<sup>5</sup> As shown in the figure, 4,705 Milton residents (nearly 43 percent of a total of 11,019 workers) work in Boston. Approximately 16 percent of Milton residents work in Milton (1,800 employees). Other area communities that employed 500 or more Milton residents include Quincy, Braintree and Cambridge.

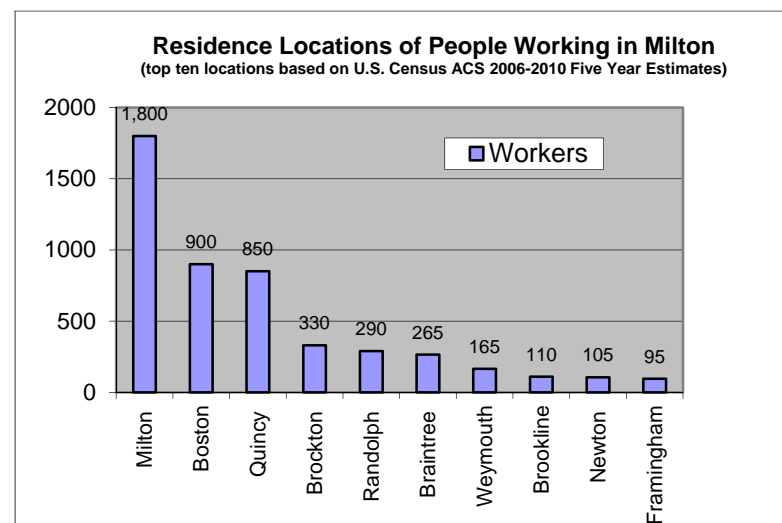


**Figure 2: Workplace Locations of Milton Residents**

**Source:** U.S. Census Bureau, American Community Survey 2006-2010 Five-year estimates. Special Tabulation: Census Transportation Planning

<sup>5</sup> U.S. Census Bureau, American Community Survey 2006-2010 Five-year estimates. Special Tabulation: Census Transportation Planning.

Figure 3 shows the major residence locations for people working in Milton based on U.S. Census American Community Survey Five year Estimates 2006-2010.<sup>6</sup> As noted above, approximately 1,800 employees live in Milton. Other communities with a large number of residents working in Milton include Boston (900) and Quincy (850).



**Figure 3: Residence Locations of People Working in Milton**

**Source:** U.S. Census Bureau, American Community Survey 2006-2010 Five-year estimates. Special Tabulation: Census Transportation Planning

<sup>6</sup> U.S. Census Bureau, American Community Survey 2006-2010 Five-year estimates. Special Tabulation: Census Transportation Planning.

Table 1 summarizes registered motor vehicles state-wide, region-wide and in Milton for the years 2000 and 2010. Between 2000 and 2010, Milton experienced an 8 percent growth in registered vehicles compared to an approximately 14 percent growth state-wide over the same time period. The increase in the registered motor vehicles in Milton is low compared to the state. A number of factors are often cited for increased vehicle registration, including the increase in young driver ownership, people working more than one job, out of the home child and day care, and business vehicles registered in town, but the ultimate effect is that there are more vehicles on the roadway system today than in the past.

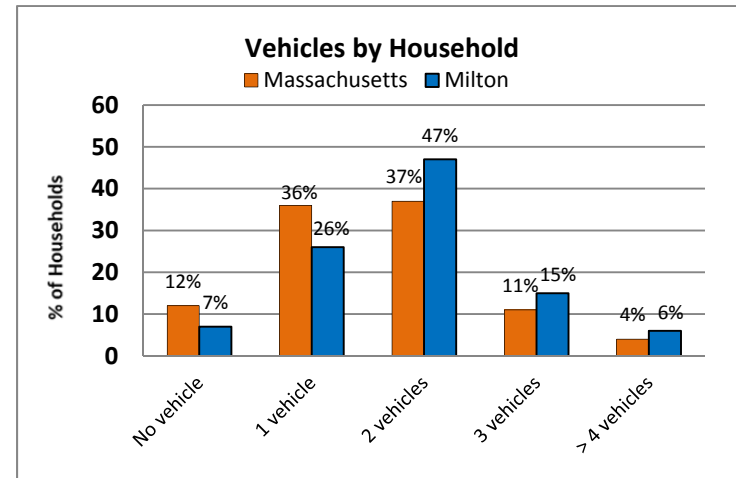
**Table 1: Registered Motor Vehicles in Milton Compared to State**

	REGISTERED VEHICLES		% GROWTH
	2000	2010	
Massachusetts	5,582,927	6,353,75	13.8%
Milton	23,296	25,068	7.6%

**Source:** Registered Motor Vehicles, 2000 and 2010. Massachusetts Department of Revenue, Division of Local Services.

Figure 4 shows vehicles available for households in Massachusetts and Milton for 2007-2011 based on American Community Survey (ACS) five-year estimates. It shows that in both Massachusetts and Milton 73% the households have one or two vehicles. However, Milton has a high percentage of two vehicles per household (47%) than the State (37%).

Milton also has more households with over 3 vehicles per household (21%) compared with the State (15%).



**Figure 4: Vehicles by Household**

**Source:** U.S. Census Bureau, 2007-2011 American Community Survey 5-Year Estimates.

Table 2 summarizes mode share trends for the state of Massachusetts and the Town of Milton. For the state, the number of people driving alone to work decreased from 73.8 percent in 2000 to 72.3 percent in 2007-2011, representing a decrease of approximately 1.5 percent. A slight increase was observed in Milton with 73.4 percent of workers driving alone to work in 2007-2011 (+ 0.4 percent from 2000). In 2000, the percentage of workers that carpooled in Milton increased from 7.2 percent in 2000 to 8.7 percent in 2007-2011, while carpoolers in the state

## MILTON MASTER PLAN INVENTORY: TRANSPORTATION AND CIRCULATION

declined over the same period. . In Milton, use of public transportation declined from 12 percent in 2000 to 9.6 percent in the 2007-2011 period.

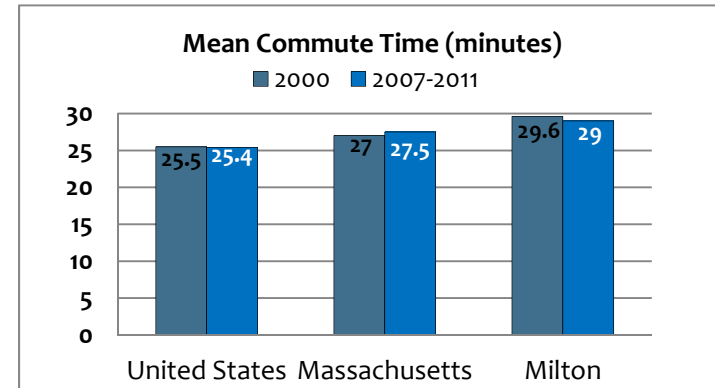
**Table 2: Work Mode Share Comparison**

MODE TO WORK	MASSACHUSETTS				MILTON			
	2000 Workers	%	2007-2011 Workers	%	2000 Workers	%	2007-2011 Workers	%
Drove alone	2,290,258	73.8%	2,316,985	72.3%	9,386	73.0%	9,194	73.4%
Carpooled	279,111	9.0%	262,315	8.2%	926	7.2%	1,085	8.7%
Public Transportation (excluding taxicab)	264,195	8.5%	291,160	9.1%	1,548	12.0%	1,200	9.6%
Walked	134,566	4.3%	148,693	4.6%	487	3.8%	386	3.1%
Worked at home	97,504	3.1%	134,884	4.2%	438	3.4%	540	4.3%
Other means <sup>1</sup>	37,203	1.2%	48,484	1.5%	66	0.5%	113	0.9%
TOTAL	3,102,837	100.0%	3,202,521	100.0%	12,851	100.0%	12,518	100.0%

**Source:** U.S. Census Bureau 2000 and 2007-2011 American Community Survey 5-Year Estimates.

1. Including taxicab, motorcycle, and bicycle.

According to the American Community Survey 2007-2011, the nationwide commute time remained almost same in 2007-2011 compared to 2000 (25.5 minutes in 2000 to 25.4 minutes in 2007-2011). The statewide commute time increased slightly from 27 minutes in 2000 to 27.5 minutes in 2007-2011. Unlike the statewide commuting trend, commuting time for Milton residents has decreased slightly. The commute time for Milton residents was 29 minutes in the 2007-2011 five-year estimate period compared to 29.6 minutes in 2000.<sup>7</sup> Figure 5 shows mean commute time for United States, Massachusetts and Milton for 2000 and 2007-2011.



**Figure 5: Mean Commute Time (minutes)**

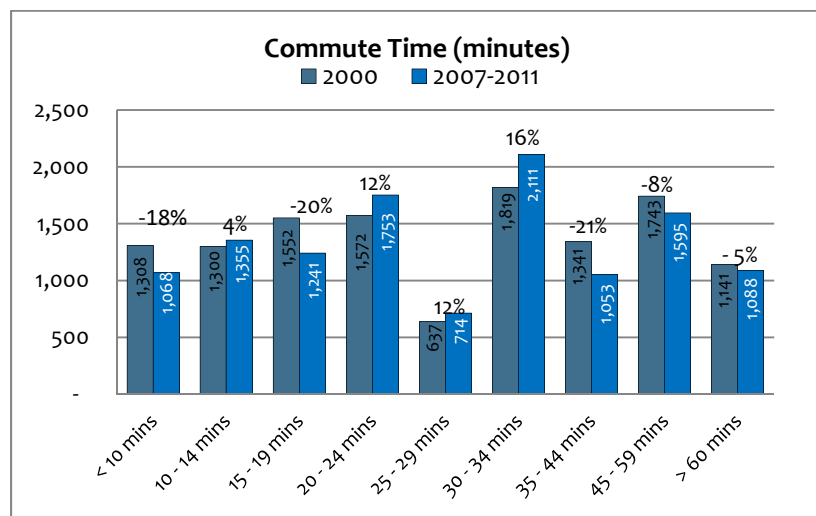
**Source:** U.S. Census Bureau 2000 and 2007-2011 American Community Survey 5-Year Estimates.

<sup>7</sup> U.S. Census 2000 and American Community Survey 2007-2011 Five-Year Estimates.



Figure 6 presents the commute time for Milton workers. In 2000, a total of 12,413 workers travelled to work. About half the commuters in year 2000 traveled over 30 minutes with half under 30 minutes.

In 2007-2011, a total of 11,978 workers travelled to work. While the number of workers who traveled between 30-34 minutes increased by 16 percent since 2000, the number of commuters traveling more than 35 minutes decreased by 12 percent. The number of commuters who travelled less than 10 minutes, between 15-19 minutes and between 35-44 minutes decreased (approximately from 18% to 21%) in 2007-2011 compared to 2000.



**Figure 6: Commute Time (minutes) for Milton Workers**

**Source:** U.S. Census Bureau 2000 and 2007-2011 American Community Survey 5-Year Estimates.

## ROADWAY FUNCTIONAL CLASSIFICATION

Vehicular travel involves movement through a network of roads. Functional classification is the process of grouping streets and highways according to the character of service they are intended to provide. This classification determines how travel can be guided within a road network in a logical and efficient manner.

Roadways are further classified by whether the road is in an urban or rural setting. All the roadways in Milton are considered urban. The four basic roadway functional classes in the Town of Milton are: Interstate (freeways), arterials, collectors, and local roads. All roads are grouped into one of these classes, depending upon the character of the traffic and the degree of land access allowed. The general characteristics of each classification are described below.

### Classification

Interstate/Highway

### General Characteristics

- Provides corridor movement suitable for substantial statewide or interstate travel and provides continuity for all rural arterials which intercept the urban area.
- Serves the major traffic movements within urbanized areas such as between central business districts and outlying residential areas, between major intercity communities, or between major suburban centers.
- Serves a major portion of the trips entering and leaving the urban area, as well as the majority of the through traffic desiring to bypass the central city.

## MILTON MASTER PLAN INVENTORY: TRANSPORTATION AND CIRCULATION

Arterial	<ul style="list-style-type: none"> <li>Provides access to geographic areas smaller than those served by the higher system.</li> <li>Provides intra-community continuity, but does not penetrate identifiable neighborhoods.</li> </ul>
Collector	<ul style="list-style-type: none"> <li>Collects traffic from local roads and channels it into the arterial system.</li> <li>Provides land access and traffic circulation within residential neighborhoods, commercial and industrial areas.</li> </ul>
Local	<ul style="list-style-type: none"> <li>Comprises all facilities not on higher systems.</li> <li>Provides access to land and higher systems.</li> <li>Through traffic usage is discouraged.</li> </ul>

An interstate is a divided major roadway with full control of access and with no crossings at grade. Interstates serve large volumes of traffic and provide access and high speed travel. Arterials provide high level of service at speed for long uninterrupted distance (typically some level of access control), and are typically used for longer through-travel between major trip generators (larger cities, recreational areas, etc.). Collectors provide a less highly developed level of service at a lower speed for shorter distances by collecting traffic from local roads and connecting them with arterials. Local roads provide access to private property or low volume public facilities. Arterials and Collectors have further sub-classifications of “Urban” or “Rural,” and “Major” or “Minor” based on population density characteristics.

The functional classification of Milton’s roadways is shown in Table 3 and Figure 7. Milton has approximately over 120 miles of roadway. Most of these (approximately 77 miles) are designated as local roadways under town jurisdiction. Arterials and collectors account for

approximately 28 and 136 miles, respectively in Milton. Interstate I-93 is approximately 3 miles long in Milton.

**Table 3: Milton Roadway Mileage**

	Interstate	Arterial	Collector	Local	Total
Centerline Miles <sup>1</sup>	2.65	27.73	12.96	77	120.34
Lane Miles <sup>2</sup>	19.40	71.65	25.94	149.54	266.53
Centerline Miles Percent	2%	23%	11%	64%	100%
Lane Miles Percent	7%	27%	10%	56%	100%

**Source:** Massachusetts Department of Transportation Road Inventory Year End Report, 2012.

Note:

- Centerline Miles refer to the linear length of a road segment. For divided highways, only the length of one side of the roadway is counted.
- Lane Miles refers to the linear length of lanes of a road segment. The number of lanes on both sides of the roadway is counted in the mileage calculation. Shoulders and auxiliary lanes are not included in the calculation of lane miles.

Table 4 shows the roadway mileage in Milton by jurisdiction. Jurisdiction refers to the agency or entity that owns and has administrative authority over the roadway. The Town of Milton owns over 95 miles (79%) of roadways. MassDOT and DCR owns approximately 10 and 9 miles of roadways, respectively.

**Table 4: Milton Roadway Mileage by Jurisdiction**

	MassDOT	City/Town Accepted	DCR	Unaccepted <sup>3</sup>	Total
Centerline Miles <sup>1</sup>	9.77	95.24	9.34	5.99	120.34
Lane Miles <sup>2</sup>	39.56	191.35	25.51	10.11	266.53

**Source:** Massachusetts Department of Transportation Road Inventory Year End Report, 2012.

Note:

- 1 Centerline Miles refer to the linear length of a road segment. For divided highways, only the length of one side of the roadway is counted.
- 2 Lane Miles refers to the linear length of lanes of a road segment. The number of lanes on both sides of the roadway is counted in the mileage calculation. Shoulders and auxiliary lanes are not included in the calculation of lane miles.
- 3 Unaccepted roads consist of roads open to public travel but not formally accepted by a city or town, as well as some private ways.

Interstate 93, which is also designated U.S. Route 1 and State Route 3, is the only interstate highway in Milton. I-93 is also known as Southeast Expressway in Quincy, Milton and Boston’s Dorchester section. I-93 loops around the town on the northeast and south borders. On the south, Exit 3 serves Blue Hill River Road Ponkapoag Trail in Milton. On the east, Exits 11 (Granite Avenue) and 10 (Squantum Street) are in Milton. I-93 carries the largest volume of traffic in Milton, approximately 188,800 vehicles per day.

Arterials in Milton include State Route 138, State Route 28 (Randolph Avenue, Brook Road, Blue Hills Parkway, and Blue Hill Avenue), Granite Avenue, Adams Street, Squantum Street, and Neponset Valley Parkway. These major roadways provide the greatest amount of mobility into, out of and through the Town. State Routes 28 and 138 run north and south across Milton.

Collector roads in Milton include Reedsdale Road, Central Avenue, Edge Hill Road, Brush Hill Road, and Milton Street.

**Scenic Roads**

There are several Scenic Roads in Milton. A Special Permit is required to create or widen an opening in a stone wall along a scenic road. Upon recommendation or request of the Planning Board, Conservation Commission or Historical Commission, any road can be designated as a scenic road, other than a numbered route or state highway; provided however, that a numbered route may be designated by a city or town as a scenic road if its length is contained within the boundaries of said city or town, and no part of said route is owned or maintained by the Commonwealth.

Scenic Roads in Milton include the roads listed below:

- Gun Hill Street
- Milton Street
- Churchills Lane
- Adams Street
- Governor Stoughton Lane
- Highland Street
- Harland Street
- Brush Hill Road

# MILTON MASTER PLAN INVENTORY: TRANSPORTATION AND CIRCULATION

- Bradlee Road
- Atherton Street
- Canton Avenue
- Robbins Street
- Mingo Street
- Hill Side Street
- Unquity Road
- Chickatawbut Road
- Forest Street

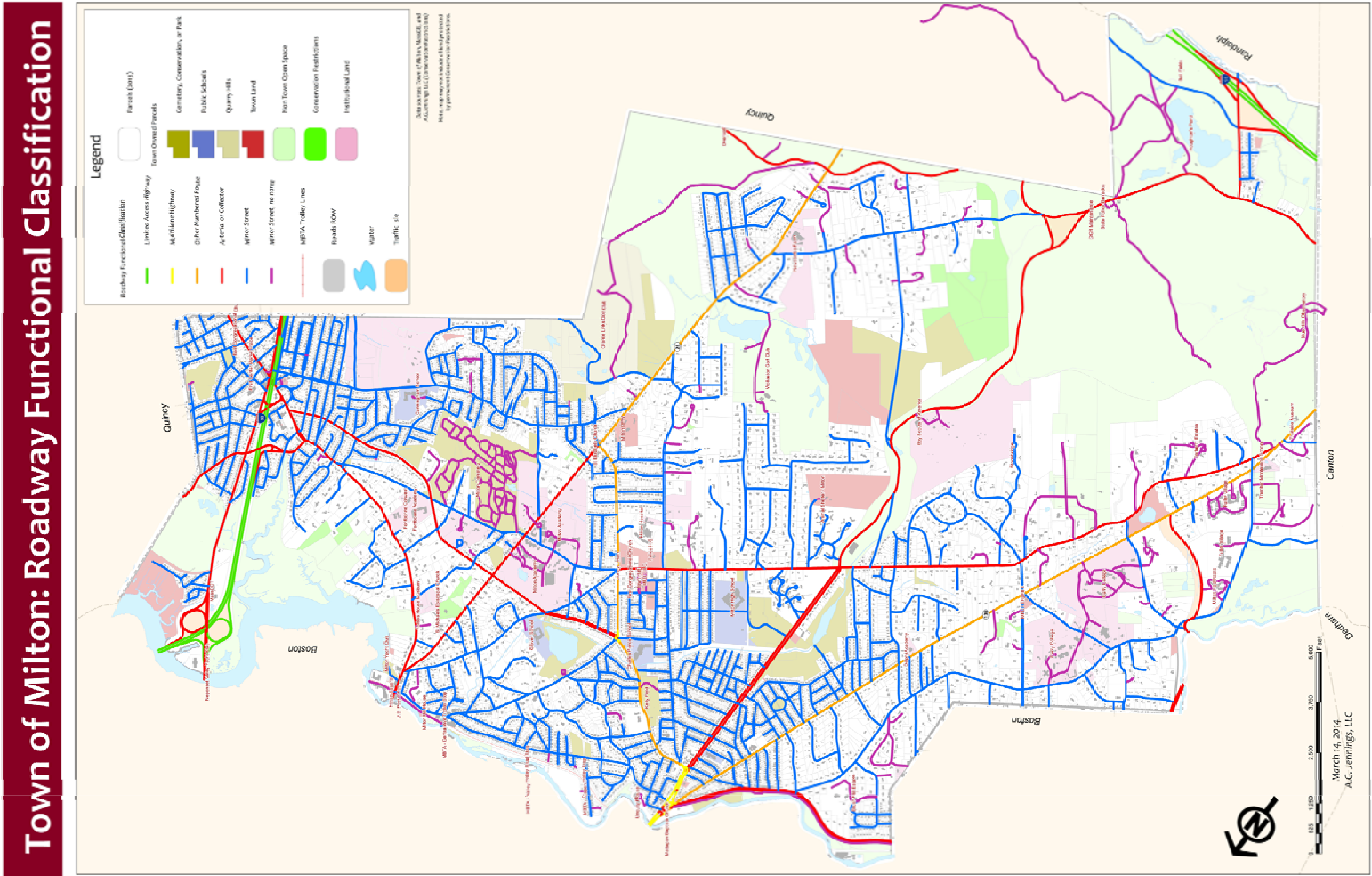


Figure 7: Roadway Functional Classification Map

TRAFFIC VOLUMES

Traffic volume counts are one method used to evaluate traffic. Weekday daily roadway traffic volumes collected in various years (2002 through 2013) on roadways are shown in Table 5 and in Figure 8. The following summarizes traffic volumes in Milton:

- Interstate 93, which is also designated U.S. Route 1 and State Route 3, is the only interstate highway in Milton. As shown in the table, Interstate 93 carries the largest weekday daily traffic volume with 188,834 vehicles per day (vpd) in 2013.
- Route 138 is a principal arterial that carries high daily traffic volume. Daily volumes on Route 138 ranged from 59,572 vpd at Canton Avenue south of Green Street to 12,651 vpd at Route 138 north of Atherton Street.
- Daily volume on Blue Hills Parkway, a principal arterial, is 48,809 vpd north of Blue Hill Avenue.
- Daily volumes on Granite Avenue, minor arterial, range from 31,800 vpd north of Interstate 93 to 14,100 vpd north of Squantum Street.
- Daily volumes on Adams Street, principal arterial, range from 19,495 vpd east of Governors Road to 16,300 vpd east of Church Street.
- Daily volumes on Squantum Street, a minor arterial, range from 18,300 east of Granite Street to 9,700 west of Granite Avenue.
- Daily volumes on Neponset Valley Parkway, a principal arterial, range from 16,000 vpd west of Brush Hill road to 8,300 vpd south east of Brush Hill Road.
- Daily volumes on Route 28 range from 17,100 vpd south of Reedsdale Road to 9,200 vpd north of Thompson Lane.
- Daily volumes on Brook Road range from 11,100 vpd west of Canton Avenue to 10,146 vpd east of Randolph Avenue.
- The remaining roadways in Milton carry fewer than 10,000 vehicles per day.

**Table 5: Weekday Daily Traffic Volumes on Milton Roadways**

Location	Functional Classification	Daily Traffic Volume on Roadways	Year
I-93 S/O Ramp-Granite Ave SB to I-93 SB	Interstate	188,834	2013
Canton Ave. (Rt. 138) S/O Green St.	Principal Arterial	59,572	2002
Rt. 138 S/O Brush Hill Rd.	Principal Arterial	25,500	2010
Rt. 138 S/O Neponset Valley Pkwy	Principal Arterial	19,000	2004
Rt. 138 N/O Neponset Valley Pkwy.	Principal Arterial	14,435	2012

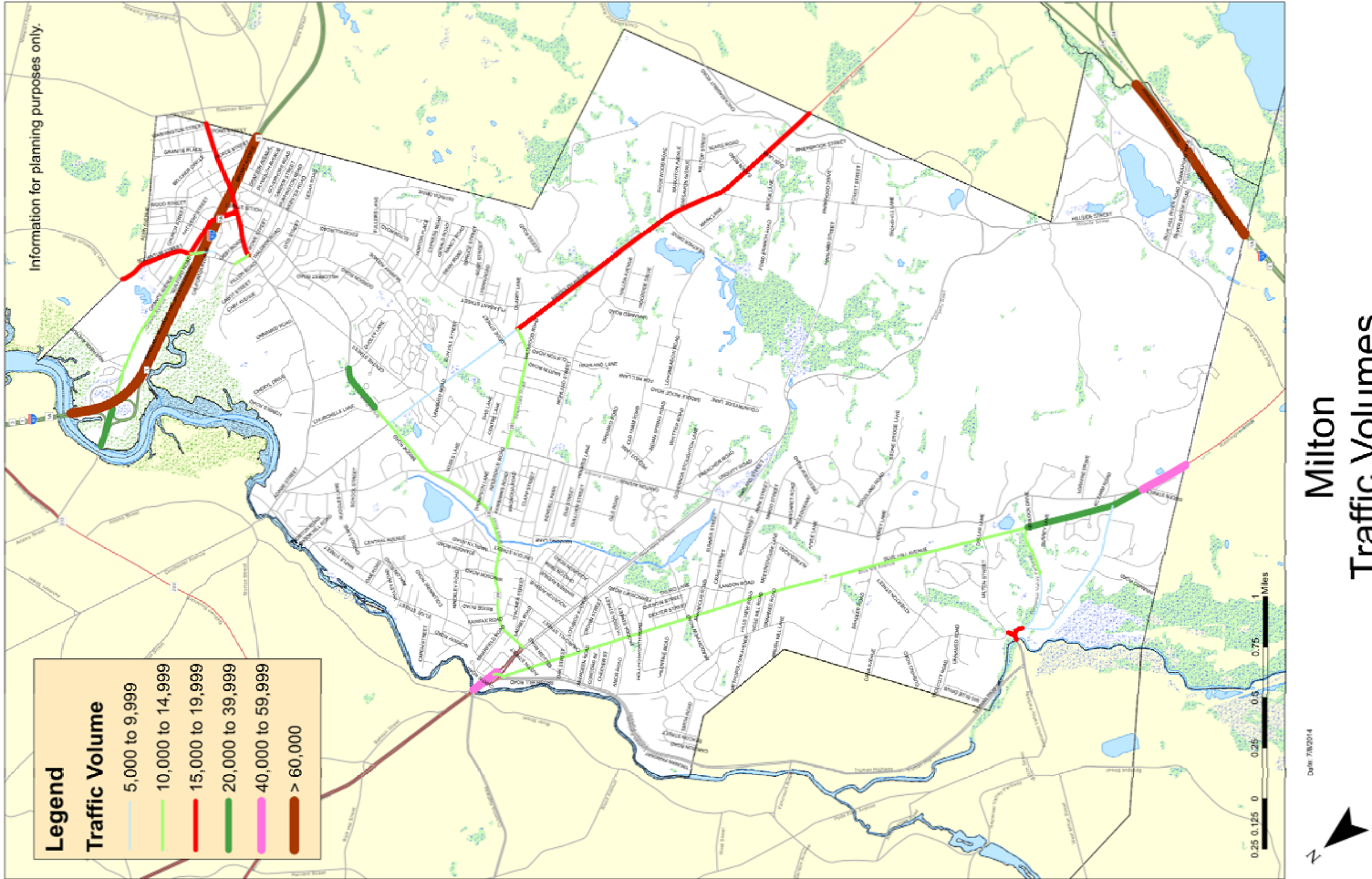


MILTON MASTER PLAN INVENTORY: TRANSPORTATION AND CIRCULATION

Rt. 138 N/O Atherton St.	Principal Arterial	12,651	2012
Blue Hills Pkwy. @ Milton/Mattapan T.L.	Principal Arterial	48,809	2012
Granite Ave. N/O I-93	Minor Arterial	31,800	2008
Granite Ave S/O Emerson Rd.	Minor Arterial	19,762	2005
Granite Ave. S/O Squantum St.	Minor Arterial	17,200	2005
Granite Ave. S/O I-93	Minor Arterial	15,400	2008
Granite Ave. N/O Squantum St.	Minor Arterial	14,100	2005
Adams St. E/O Governors Rd	Principal Arterial	19,495	2010
Adams St. E/O of Church St.	Principal Arterial	16,300	2004
Squantum St. E/O Granite St.	Minor Arterial	18,300	2005
Squantum St. S/O Hurlcroft Rd.	Minor Arterial	13,900	2008
Squantum St. E/O I-93	Minor Arterial	10,300	2008
Squantum St. W/O Granite Ave.	Minor Arterial	9,700	2005
Rt. 28 S/O Reedsdale Rd.	Principal Arterial	17,100	2002
Rt. 28 N/O Windsor Rd	Principal Arterial	14,721	2010
Reedsdale Rd. (Rt. 28) N/O Coolidge Rd	Major Collector	13,527	2010
Reedsdale Rd. (Rt. 28) N/O Thompson Ln.	Major Collector	9,200	2002
Neponset Valley Pkwy W/O of Brush Hill Rd	Principal Arterial	16,000	2011
Neponset Valley Pkwy W/O	Principal Arterial	11,016	2002

Blue Hill Ave.			
Neponset Valley Pkwy S/E of Brush Hill Rd	Principal Arterial	8,300	2011
Brook Rd. W/O Canton Ave	Principal Arterial	11,100	2002
Brook Rd. E/O Randolph Ave	Principal Arterial	10,146	2010
Randolph Ave W/O Lindberg Rd.	Principal Arterial	6,664	2010
Randolph Ave. E/O Brook Rd.	Principal Arterial	5,000	2004
Brush Hill Rd. S/O Neponset Valley Pkwy	Major Collector	5,300	2011
Brush Hill Rd N/O Milton St.	Major Collector	1,400	2011
Central Ave. E/O Elliot St.	Major Collector	10,200	2001
Ponkapoag Trail N/O I-93		9,100	2008
Edge Hill Rd. W/O Southeast Expressway	Major Collector	7433	2012
Milton St. E/O Brush Hill Rd.	Major Collector	3,200	2011
Capen St. N/O Elliot St.		590	2002

**Source:** Massachusetts Department of Transportation. City/Town Traffic Volume Counts.



Milton  
Traffic Volumes

Figure 8: Average Daily Traffic

**Traffic Growth**

Table 6 summarizes weekday daily traffic volume growth on select arterials, collectors and local roadways in Milton. The results show that traffic volumes on three of the selected roadways: Route 138 north of Neponset Valley Parkway, Route 138 north of Atherton Street and Blue Hills Parkway at Milton/Mattapan Town Line increased significantly (5% to 7% increase per year) in recent years. Traffic volume on Edge Hill Road west of the Southeast Expressway decreased significantly by 5%. Other selected roadways, Route 138 south of Brush Hill Road and Blue Hills Parkway north of Blue Hill Avenue experienced small decreases in traffic volume.

**Table 6: Roadway Traffic Growth in Milton**

Location	Weekday Daily Traffic			
	Count Years	Daily Traffic Volume	Percent Change	Annual Percent Change
Rt. 138 N/O Neponset Valley Pkwy.	2009	11,834	22%	7%
	2012	14,435		
Rt. 138 N/O Atherton St.	2009	10,678	18%	6%
	2012	12,651		
Blue Hills Pkwy. @ Milton/Mattapan T.L.	2009	42,400	15%	5%
	2012	48,809		
Edge Hill Rd. W/O Southeast Expressway	2009	8,661	-14%	-5%
	2012	7,433		
Rt. 138 S/O Brush Hill Rd.	2004	25,900	-2%	-0.3%
	2010	25,500		
Blue Hills Pkwy. N/O Blue Hill Ave	2004	9,600	-1%	-0.2%
	2010	9,500		

**Source:** City/Town Traffic Volume Count Listing. MassDOT Highway Division.

<http://www.mhd.state.ma.us/default.asp?pgid=content/traffico1&sid=about>

**MAINTAINING THE TRANSPORTATION INFRASTRUCTURE**

The Milton Department of Public Works (DPW) is responsible for delivering safe, well-maintained public roads to provide for efficient transportation in the community. This includes maintenance of roadway pavement, street potholes and bridges.

**Pavement Management**

The DPW completed the first Pavement Management System for the Town during FY12’s capital planning effort. The DPW, working with The Beta Group, performed a pavement management inventory of all public roadways in the Town of Milton. The inventory evaluated the condition of every section of every roadway and analytically projected the pavement’s life, maintenance/repair/reconstruction methods and costs, on a life-cycle basis. It identified the capital investment needs of the Town to maintain the overall roadway system condition. The inventory has become a living document that is maintained by the DPW’s GIS system and will be used as an invaluable forecasting tool for roadway and paving projects.

The Pavement Management System has identified the gap between annual roadway reconstruction needs and the funding made available through the Town’s Chapter 90 (CH90) allocation. This document

demonstrates that the Town should be investing nearly \$1.97 million dollars annually in order to simply maintain the roadway system in its current condition. The Town's annual CH90 allocation from the state averages approximately \$600,000 per year (increased to \$623K last year), less than 1/3rd of the actual need. Year after year the Town loses ground with regard to pavement condition and pavement life, which greatly accelerates roadway deterioration which greatly increases reconstruction cost by between six and ten times. The roadway system is the single most valuable asset owned by the Town and is used by every single citizen of the community on a regular basis.<sup>8</sup>

A Pavement Management System classifies roadways for funding based on their conditions. Roads that require no maintenance or routine maintenance are considered to be in excellent condition, roads in good condition require inexpensive, preventive surface treatments, and roads that require rehabilitation or reconstruction are considered to be in fair and poor condition.

In FY 2012, the Engineering Department designed and oversaw the rehabilitation of approximately one mile of sidewalks and roadways in the Town of Milton. Late summer and fall of 2011 saw the milling of existing pavement and subsequent leveling of the Squantum Street (between Adams Street and Christopher Drive) and Centre Street (between Brook Road and Adams Street). Further, Bradford Road and

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<sup>8</sup> Town of Milton. The One Hundred Seventy-Sixth Annual Report for FY 2012.

[http://www.townofmilton.org/Public\\_Documents/MiltonMA\\_WebDocs/reports](http://www.townofmilton.org/Public_Documents/MiltonMA_WebDocs/reports)

Hazel Street were reclaimed and paved in binder following water main installation, providing a safe smooth driving surface for the winter. In the spring of 2012, construction recommenced on all of the roadways, as sidewalks and tree lawns were reconstructed, before laying the final wearing course of asphalt in each location. The sequencing of construction (allowing the roads to winter over) allowed construction trenches to settle through the freeze/thaw cycle before performing the detailed finish work, ultimately resulting in a higher quality finished product.<sup>9</sup>

In the next few years the Engineering Department will manage roadway projects in the same manner with water main and drainage improvements at each location. These include Governors Road (from Edge Hill Road to Quincy), Cary Avenue, Bradlee Road, Atherton Street (between Canton Avenue and Blue Hill Avenue), Williams Avenue, Pillon Road, and Taff Road.

Planned and potential roadway projects include the following:

- Completion of Bradlees Road/Williams Avenue pavement project.
- Central Avenue between Brook and Elliot – new pavement and pedestrian and bicycle accommodation, beginning Spring 2014
- Churchills Lane – New pavement, drainage improvements and new water main, Spring 2015

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<sup>9</sup> Town of Milton. The One Hundred Seventy-Sixth Annual Report for FY 2012.

[http://www.townofmilton.org/Public\\_Documents/MiltonMA\\_WebDocs/reports](http://www.townofmilton.org/Public_Documents/MiltonMA_WebDocs/reports)

## MILTON MASTER PLAN INVENTORY: TRANSPORTATION AND CIRCULATION

- Elliot Street in Central Avenue Business District – new sidewalks, bump-outs lighting and clock
- East Milton Square safety and circulation improvements
- Adams Street to Quincy – poor pavement condition and water lines
- Pedestrian improvements at Glover School through Safe Routes to School
- High Street between Eliot Street and Canton Avenue – rehabilitation project, roadway reconstruction and drainage project began in 2013.

### Bridges

The Milton Conservation Commission has approved construction plans for rehabilitating a pedestrian bridge over the Neponset River, at the site of the old Walter Baker Chocolate factory.<sup>10</sup>

### SAFETY

One measurement of safety is to evaluate the history of accidents on roadways and intersections. Figure 9 shows the total number crashes in Milton from 2000 to 2010. The figure shows a decreasing trend in the total number of crashes in Milton. In 2000, a total of 921 crashes were recorded in Milton. From 2000 to 2004, the total crashes continued to decrease each year. The number of crashes jumped from 634 in 2004 to 813 in 2005 (an increase by 28%) and remained stable until 2008. In 2009,

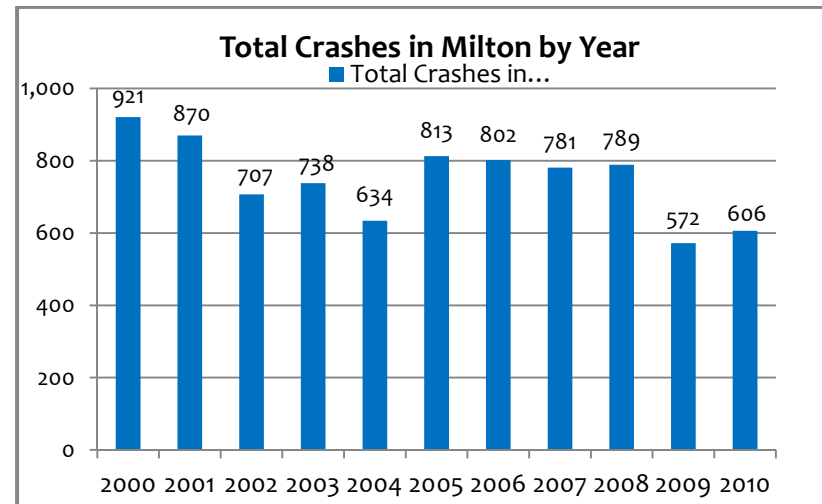
<sup>10</sup> Town of Milton. The One Hundred Seventy-Sixth Annual Report for FY 2012.

[http://www.townofmilton.org/Public\\_Documents/MiltonMA\\_WebDocs/reports](http://www.townofmilton.org/Public_Documents/MiltonMA_WebDocs/reports)

the total number of crashes again decreased by 27.5% compared to 2008.

Locations in Milton with 5 or more accidents for both unsignalized and signalized intersections over the study period (2008 – 2010) are shown in Table 7 and are illustrated in Figure 10. Locations are listed in order from highest to lowest number of total accidents.

Figure 10 shows that the four locations with the highest number of accidents in Milton tend to occur along the Randolph Avenue (Route 28) and Blue Hill Avenue (Route 138) corridors in the southeast and southwest portions of the town, respectively. Both corridors are designated as principle arterials carrying high volumes.





**Figure 9: Total Crashes in Milton by Year (2000 – 2010)**

**Source:** *Total Crashes by Town and Year 1990-2010.*

Over the three-year study period, the highest number of accidents (52) occurred at the signalized intersection of Randolph Avenue (Route 28) and Chickatawbut Road. This location has averaged about seventeen (17) accidents per year. Table 7 shows that the number of accidents at this location remained constant in 2008 (22 accidents) and 2009 (19 accidents), but decreased significantly by 50% in 2010 (11 accidents) compared to 2008. Chickatawbut Road is the first intersection motorists experience on Randolph Avenue northbound traveling from I-93. As a result, drivers may be unaware of vehicles turning at the intersection which is represented by the high number of angle collisions. The crash data shows that there are a high number of injury accidents which are indicative of high speed collisions. The intersection was reconfigured a few years ago to increase sight distance for motorists traveling north. This may have helped reduce the number of accidents at this location.

According to the 2009-2011 Statewide Top 200 Intersection Crash List, Randolph Avenue/Chickatawbut Road ranks as the 11<sup>th</sup> high crash intersection in the state. Between 2009 and 2011, a total of 67 crashes were recorded at this intersection or approximately 22 accidents on average per year. None of them included fatal crashes.<sup>11</sup>

The next highest intersection accident locations are Granite Avenue and Quantum Street, with 18 total accidents and Blue Hill Avenue and Brush

Hill Road, with 17 total accidents. Both of these locations have averaged approximately six accidents per year. The other two high intersection accident locations with more than ten crashes during the study period include Blue Hill Avenue and Milton Street and Dollar Lane (14 accidents) and Randolph Avenue and Hallen Avenue (10 accidents). All other intersection locations in the Table 7 have less than ten crashes during the study period.

Three pedestrian fatalities have occurred within the last few years in Milton: two on Highland Street near the Milton Hospital and one on Randolph Avenue near Heather Drive. There appears to be geometric sidewalk and lighting issues for pedestrians on Highland Street near the hospital.

Three bicyclist crashes/incidents occurred between 20102 and 2013. In September 2013 one cyclist was struck on Blue Hill Avenue near Eliot Street. The cyclist was transported to the hospital with injuries.<sup>12</sup>

Table 7 also shows that most of the intersections with high number of accidents during the study period are signalized intersections.

<sup>11</sup> Massachusetts Department of Transportation. 2011 Top Crash Locations Report. September 2013. <http://www.mhd.state.ma.us/downloads/trafficMgmt/11TopCrashLocationsRpt.pdf>

<sup>12</sup> Milton Bicycle Advisory Committee, Milton Master Plan Recommendations, June 2014.

MILTON MASTER PLAN INVENTORY: TRANSPORTATION AND CIRCULATION

Table 7: Milton High Accident Intersection Locations (2008 – 2010)<sup>13</sup>

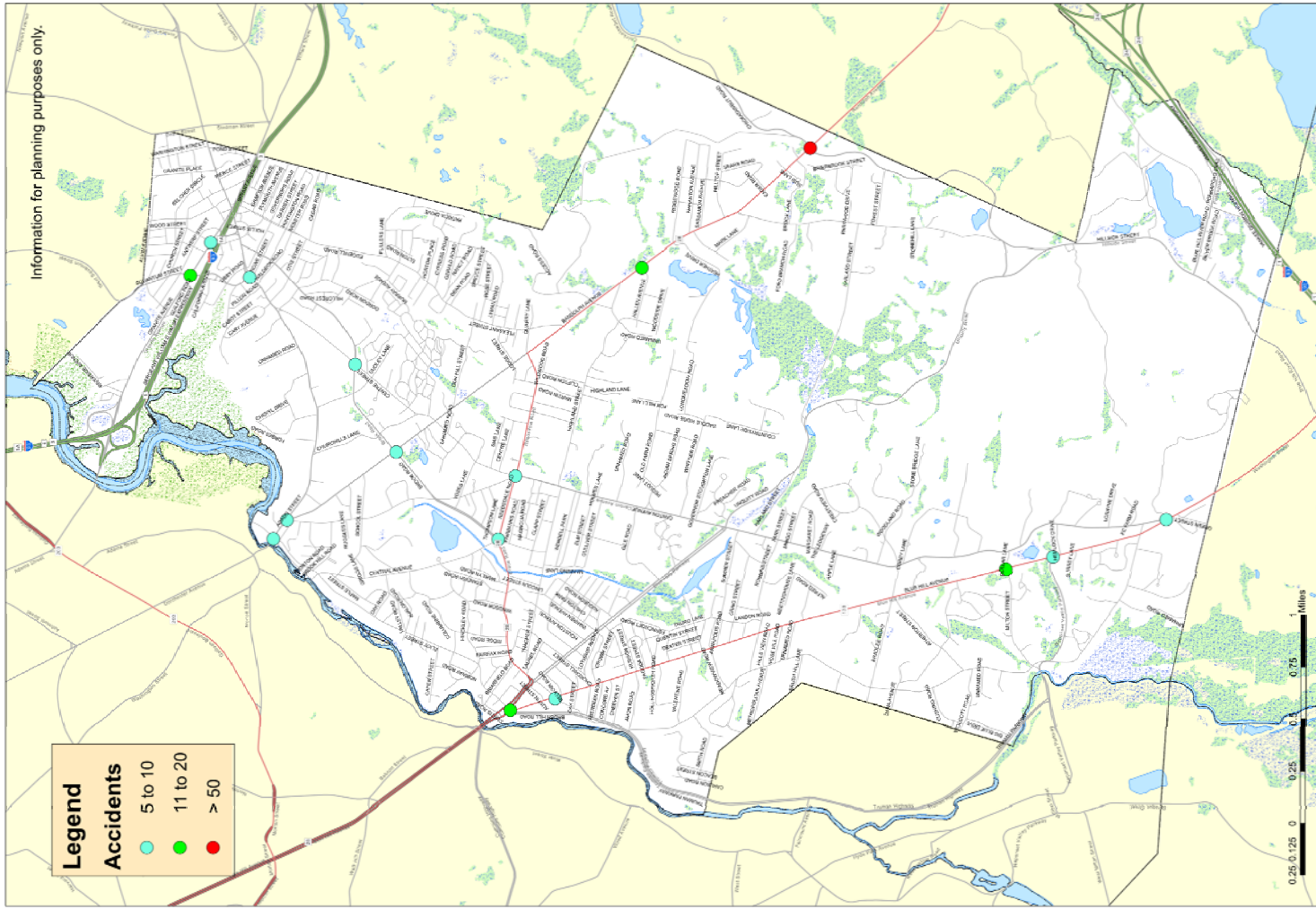
Location (Intersections)	Signal (Y or N)	Severity					Total	Crash						Total	Light Conditions					Total	Time of the Day		Total	Day		Road Surface				Total	Weather Condition				Total	2008	2009	2010	Total
		Property	Injury	Other/ Not Reported	Fatality	Head-on		Angle	Rear-end	Side-swipe	Single-Vehicle Crash	Other/ Unknown	Daylight		Dawn/Dusk	Dark (unlit)	Dark (lit)	Unknown	Weekday Peak Period		Other	Weekday		Weekend/ Holiday	Dry	Wet	Snow/ Ice	Other	Snow		Cloudy/ Rain	Clear	Other						
Randolph Ave/Rt. 28/Chickatawbut Rd	Y	24	27	1	0	52	3	31	6	7	3	2	52	47	1	1	3	0	52	13	39	52	34	18	52	38	11	1	2	52	1	13	38	0	52	22	19	11	52
Granite Ave/ Squantum St.	Y	10	6	2	0	18	0	7	5	4	2	0	18	13	1	0	4	0	18	10	8	18	13	5	18	14	3	1	0	18	1	4	13	0	18	7	5	6	18
Blue Hill Ave/ Brush Hill Rd	Y	9	5	3	0	17	1	4	7	1	2	2	17	6	1	0	8	2	17	2	15	17	10	7	17	8	8	0	1	17	0	9	7	1	17	9		8	17
Blue Hill Ave/ Milton St./Dollar Ln	Y	10	4	0	0	14	0	1	10	1	2	0	14	5	2	1	6	0	14	2	12	14	12	2	14	6	6	2	0	14	0	4	10	0	14	5	9		14
Randolph Ave/ Hallen Ave	N	5	5	0	0	10	0	3	6	0	1	0	10	8	0	0	2	0	10	2	8	10	8	2	10	10	0	0	0	10	0	2	8	0	10	5	5		10
Adams St./	N	5	1	2	0	8	1	3	0	2	2	0	8	7	0	0	1	0	8	6	2	8	8	0	8	5	2	1	0	8	1	4	3	0	8	8			8

<sup>13</sup> Source: Massachusetts Department of Transportation Crash Report for Milton for the Years 2008, 2009 and 2010.





# MILTON MASTER PLAN INVENTORY: TRANSPORTATION AND CIRCULATION



Milton  
High Accident Intersections

Figure 10:  
Milton High Accident Intersections



The unsignalized intersection of Canton Avenue and School Street has been identified as having safety issues because motorists often do not stop.

### TRAFFIC CALMING DEVICES IN MILTON

There are currently three raised intersections and five speed humps in the Town of Milton that serve as traffic calming devices. The locations for the traffic calming devices are listed below:

Raised intersections are provided at the following three intersections:

- Eliot Street at Capen Street
- Thacher Street at Houston Avenue
- Thacher Street at Darby Road

Speed Humps are provided at the following five locations:

- Harland Street near #533 Harland Street
- Harland Street approximately 400 feet north of #440 Harland Street
- Hillside Street near #100 Hillside Street
- Hillside Street near #437 Hillside Street
- Forest Street near #51 Forest Street

A new raised crosswalk on Brook Road at Voses Lane is expected to be constructed in the near future as part of a Safe Routes to School project for Glover School.

### PEDESTRIAN AND BICYCLE FACILITIES

This section discusses the current level of pedestrian and bicycle facilities in Milton including sidewalks, trails, paths, and bike accommodations. Pedestrian and bicycle facilities are used for both commuting and recreational purposes. Providing sidewalks and controlled crossings in areas where pedestrian activity is significant or encouraged are common strategies to ensure safety. For bicycles, any segment of roadway having a paved shoulder of at least four feet in width is generally considered appropriate.

#### Sidewalks

Sidewalks are provided in Milton along most arterial/collector roadways and some local roadways as shown in Figure 11; however there are some streets that serve pedestrians that do not have sidewalks. One notable example is Brush Hill Road. It is noted that the town's right of way is relatively narrow along Brush Hill Road and that some residents are not in favor of sidewalks.

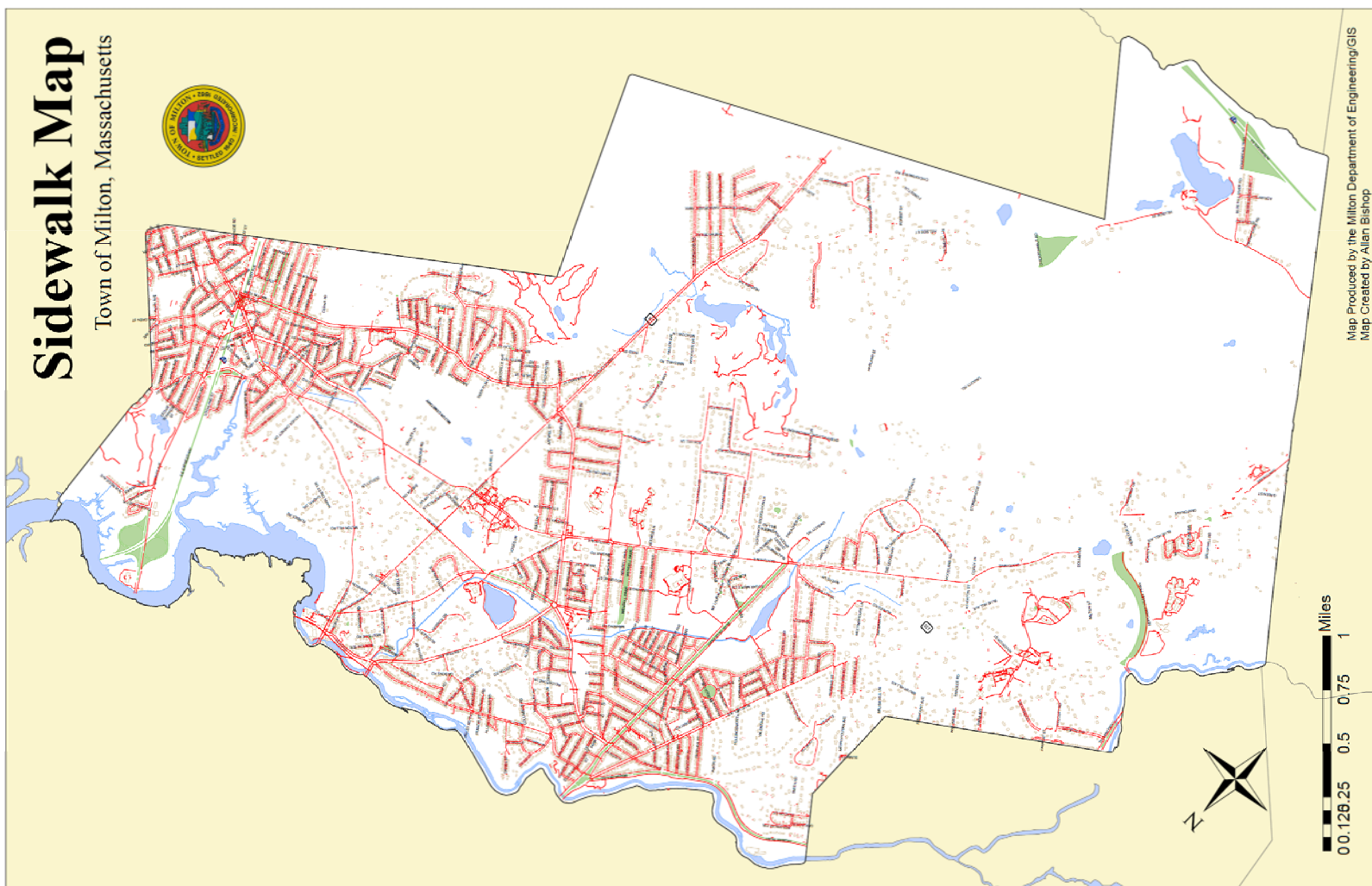


Figure 11: Sidewalks in Milton  
Intersection Locations (2008 – 2010)

### Bike Accommodation

The most common perception about bicycling in Milton is that it is primarily for recreation. It is true that a majority of local cyclists are on recreational rides, especially on the weekends, however, traffic counts show that during the weekday rush hours, the majority of local cyclists are commuters. Milton currently has 4.7 miles of bike lanes and 5.5 miles of shared lanes. The town also has 1.6 miles of paved multi-use paths and 28 miles of trails.

The opening of the Neponset River Greenway reconnected Milton with Boston Harbor via Port Norfolk, Dorchester. Other bike routes and locations include Turner's Pond, Brook Road, Blue Hills Parkway, Milton Cemetery, and the Pine Tree Brook greenway.

The Milton Bicycle Advisory Committee is a ten-member committee that is dedicated to promoting the safety and good health of local residents and visitors by improving local trails and bike lanes for bicycling and other recreational activities.

Projects that the Milton Bicycle Advisory Committee is contributing to include:

- Campaign to make the intersection of Neponset Valley Parkway/Brush Hill Road/Milton Street safer for drivers, pedestrians and cyclists
- Safe Routes To Schools program
- Education programs
- Bike accommodation on Central Avenue - 2014
- Pine Tree Brook footpath upgrade
- Neponset River Greenway extension (Mattapan to Hyde Park) - 2015

- Neponset River Greenway extension (Central Avenue to Mattapan Sq) - 2015
- Neponset River Greenway extension (Harborwalk Dorchester)
- Bike lanes along Blue Hills Parkway - 2014

Projects expected to be completed in 2014 include:

- Blue Hills Parkway bicycle lanes
- 'Share the Road' signage and road markings on Central Avenue
- Multi-use path along Truman Parkway

Projects that have been implemented include:

- New bicycle racks at public schools, East Milton Square and the Central Avenue Business District
- Brook Road bicycle lanes



Glover School Walk or Bike to School Day 2013

Milton includes many bike paths as shown in Figure 12. Bicycle accommodations and roadways used for bicycling are listed below<sup>14</sup>:

- **Neponset River Greenway** - The Greenway currently extends from the Central Avenue T station at the Milton-Dorchester line out past Pope John Paul II Park in Dorchester. Development work is underway to extend the Greenway west through Mattapan, Milton and Hyde Park, and north along the coast through Boston.
- **Brook Road** - Brook Road has designated bike lanes from the new Pierce Middle School to East Milton.
- **Reedsdale Road** – Reedsdale Road has sharrows, but is not comfortable for bicyclists.
- **Central Avenue** - Central Avenue has wide shoulders and is well suited for biking between Pierce Middle School and the Central Avenue Business District.
- **Granite Avenue** – heavily used by cyclists to reach Boston.
- **Chickatawbut Road and Granite Street** – heavily used by cyclists to reach Braintree and Quincy
- **Blue Hills Parkway** - The Parkway has wide shoulders and is good for biking between Brook Road and Canton Avenue.
- **Blue Hill Avenue (Route 138)** - Blue Hill Avenue has a wide shoulder along the whole length from Canton to Boston, but traffic can move fast (50 mph), residents park in the shoulder, and some of the hills are steep.
- **Truman Parkway** - The parts of Truman Parkway in Milton have adequate shoulders, but the Hyde Park section is narrow and may be hazardous. Residents park in the northbound shoulder from Amor Road to Blue Hill Avenue. Car traffic generally moves quickly (45 mph).
- **Randolph Avenue (Route 28)** - Randolph Avenue north of Chickatawbut Road has fast traffic and narrow shoulders. The south end has fast traffic and wider shoulders.
- **Canton Avenue** - From Blue Hills Parkway to Route 138, Canton Avenue is narrow, curvy and somewhat hazardous. From Blue Hills Parkway to Reedsdale Road, Canton Avenue is a little more bike-friendly.
- **Centre Street** – is heavily used by bicyclists.

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<sup>14</sup> Milton Bicycle Advisory Committee. BikeMilton.org.  
<http://www.bikemilton.org/maps>

- closed to mountain biking from January 1 through April 15 to reduce erosion.

**Brush Hill Road** - Brush Hill Road between the Neponset Valley Parkway and Route 138 is very narrow and traffic moves fast. But between the Neponset Valley Parkway and Truman Parkway, the ride is nice and there is much less traffic however, the road is still very narrow.
- Eliot Street** – is listed on as a secondary bike route, but is heavily used and provides direct access between Milton Station, Central Avenue and Brush Hill Road, Blue Hills Parkway and Mattapan.
- Pine Tree Brook** - The footpath along the Pine Tree Brook is unpaved but can be handled with a mountain or hybrid bike between Popes Pond (Summer Street) and Thacher Street. Used by many middle school and high school students.
- Turners Pond** - The footpath around Turners Pond can accommodate mountain or hybrid bikes.
- Blue Hills Reservation (DCR)** - The Blue Hills has many miles of hiking trails. A number of these trails are open to mountain biking. The roads in the Reservation are also good for road biking, but they are recommended for intermediate to advanced riders as they are somewhat narrow and the hills are steep. The Reservation closes at 8 p.m. and some parking lots and Chickatawbut Road are closed for the night. Trails are

**Neponset Greenway Phase III**

The Neponset River Greenway is a public trail, or multi-use path, that follows the Neponset River. The goal of the project is to connect the Harborwalk to the Saltonstall Bikeway (along the Jamaica Way), and provide access to the river itself and the communities in between.

Phase I was opened in 2000, from Central Avenue in Milton to Boston Harbor at Port Norfolk. It also includes Pope John Paul II Park, which used to house the old drive-in theater and flea market. The park and Tenean Beach are popular destinations on the way to the rest of the Harborwalk.

Phase II was completed in 2010. It connects Mattapan Square to the Martini Shell and park in Hyde Park.

The Greenway is a popular resource, and not just for cyclists. It is used year-round by many joggers, walkers, rollerbladers and cyclists.

**Neponset Valley Parkway, Brush Hill Road and Milton Street**

The Milton Bicycle Advisory Committee is campaigning to make the intersection of Neponset Valley Parkway/Brush Hill Road/Milton Street safer for drivers, pedestrians and cyclists. This intersection does not have any crosswalks even though the area is a very popular location for youth sports. The Massachusetts Department of Recreation and Conservation (DCR) maintains the Parkway, while Brush Hill Road and Milton Street are maintained by the Milton Department of Public Works.



The DCR has commissioned a traffic study to evaluate the redesign of the intersection to make it safer for drivers, pedestrians and cyclists.<sup>15</sup>

The Milton Bicycle Advisory Committee has conducted a number of traffic counts to quantify the existing level of bicycle usage and to better understand demographics and local challenges.

The highest counts were at the Neponset Greenway, in the Blue Hills Reservation, and on Blue Hills Parkway, all bike-friendly locales. The lowest counts were at Paul's Bridge (Neponset Valley Parkway), Blue Hill Avenue (boundary with Mattapan) and East Milton Square, all challenging locations to negotiate on a bicycle.

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<sup>15</sup> Milton Bicycle Advisory Committee. BikeMilton.org.  
<http://www.bikemilton.org/projects/neponset-valley-parkway-and-brush-hill-road>

MILTON MASTER PLAN INVENTORY: TRANSPORTATION AND CIRCULATION

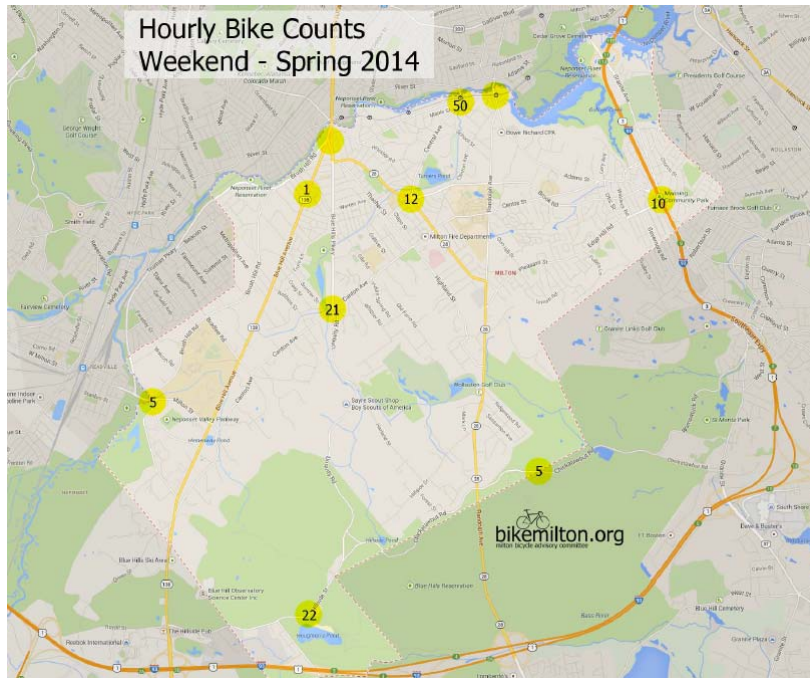


Figure 12: Map of Existing and Proposed Bicycle Facilities in Milton

Source: <http://www.bikemilton.org/maps>

## MILTON MASTER PLAN INVENTORY: TRANSPORTATION AND CIRCULATION

The majority of weekend cyclists tend to be recreational, and recent counts show that they do outnumber the weekday commuters. Commuter cyclists do outnumber recreational cyclists during weekday rush hours.<sup>16</sup> Figure 13 shows hourly weekend bicycle volumes counted during the spring of 2014.



**Figure 13: Milton Peak Hour Bicycle Counts, Weekend Spring 2014**

**Source:** Milton Bicycle Advisory Committee, Milton Master Plan Recommendations, June 2014.

### MILTON'S SAFE ROUTES TO SCHOOL PROGRAM

Milton has four elementary schools registered in the federal Safe Routes to School program administered through MassRides at MassDOT: Collicot, Cunningham, Glover and Tucker. As part of the Safe Routes to School Program, the Milton Public School system provides pedestrian and bicycle safety trainings to the 2<sup>nd</sup> and 4<sup>th</sup> grade students, respectively. These trainings are provided during the months of May or June through the Physical Education classes and instructors. This training will need follow up and reinforcement by parents. Parents can visit BikeMilton.org website and click on the training links listed below to review the curriculum and reinforce the message. The 2<sup>nd</sup> graders need to be assisted by parent volunteers for Pedestrian Safety Training.<sup>17</sup>

<sup>16</sup> Milton Bicycle Advisory Committee, Milton Master Plan Recommendations, June 2014.

<sup>17</sup> Safe Routes to School. Milton Bicycle Advisory Committee. BikeMilton.org. <http://www.bikemilton.org/projects/safe-routes-to-school>

## MILTON MASTER PLAN INVENTORY: TRANSPORTATION AND CIRCULATION



**Source:** Milton Bicycle Advisory Committee. BikeMilton.org  
<http://www.bikemilton.org/projects/safe-routes-to-school>

The 2<sup>nd</sup> Grade Pedestrian Safety Training includes:

- Tips for parents
- Tips for Kids
- Sidewalk Safety Smarts
- Pedestrian Safety Lessons

The 4<sup>th</sup> Grade Bicycle Safety Training includes:

- Bike Safe!
- Be A Safe Bike Driver
- Bicycle Safety – What Every Parent Should Know
- Starting a Bicycle Train

New pedestrian safety infrastructure improvements at the Glover School have been identified and funded through the Safe Routes to School program and are planned to be constructed in 2014.



**State Senator Brian Joyce at Glover School for Walk or Bike to School Day 2013**



### TRANSIT

Transit service in Milton is provided by the Massachusetts Bay Transit Authority (MBTA). The MBTA provides fixed-bus services and the Mattapan Trolley Service that provides light rail service between Ashmont and Mattapan stations. Demand response paratransit service is provided by the MBTA. Brockton Area Transit (BAT) fixed-bus service runs through Milton and provides a pick-up and drop-off service at Milton Hospital.

#### **MBTA Fixed-Route Bus Service in Milton**

The Massachusetts Bay Transit Authority (MBTA) provides fixed route transit service in Milton. MBTA operates four fixed bus routes within Milton. Schedule information for the MBTA fixed-bus routes that serve Milton are shown in Table 8 and Figure 14. Almost all of the MBTA services in Milton are available in the northeast portion of the town. There are no MBTA services that connect the eastern to the western parts of town.

Routes 215 and 240 provide more frequent services in Milton compared to the other two routes serving the town. Route 215 runs from Quincy Center to Ashmont Station via West Quincy and East Milton Square and has headways of 25 to 30 minutes during weekday peak periods. During the weekends, Route 215 runs every 40 to 60 minutes. Route 240 runs from Avon Square or Holbrook/Randolph to Ashmont Square via Crawford Square and has headways varying from 8 minutes to 18 minutes during weekday peak periods. On Saturdays, Route 240 runs approximately every 30 minutes with headways of 75 minutes on Sundays.

Route 217 runs from Quincy Center Station to Ashmont Station via Beale Street, Wollaston and East Milton Square. Weekday peak period headways for Route 217 vary from 25 to 90 minutes. Route 217 has only two buses in the morning and two in the afternoon. Route 245 provides service between Quincy Center Station and Mattapan Square via Milton Hospital and Pleasant Street. Weekday peak period headways for Route 245 vary from 35 to 40 minutes. Routes 217 and 245 do not have service on Saturday, Sunday and most Holidays and do not provide late night services.



**MILTON MASTER PLAN INVENTORY: TRANSPORTATION AND CIRCULATION**

**Table 8: MBTA Fixed-Route Bus Service Schedules for Milton**

INBOUND							
Bus Route		Weekday Service		Saturday Service		Sunday Service	
Route No.	Name	Headway (min.)	Schedule	Headway (min.)	Schedule	Headway (min.)	Schedule
215	Quincy Center Sta - Ashmont Sta (via W. Quincy & E. Milton Sq.)	25	5:06 AM-11:26 PM	40	5:06 AM-11:42 PM	60	7:03 AM-9:32 PM
217*	Quincy Center Sta – Ashmont Station (via Beale St., Wollaston & E. Milton Sq.)	25 (AM) 1hr 30 mins (PM)	6:25 AM-5:43 PM	No Service		No Service	
245	Quincy Center – Mattapan Station (via Quincy Hospital & Pleasant St.)	30-40	6:05 AM- 7:44 PM	No service		No service	
240**	Avon Square or Holbrook/Randolph – Ashmont Station	10-18	5:15 AM- 12:42 AM	29	5:50 AM- 12:45 AM	75	7:00 AM – 12:38 AM
OUTBOUND							
215	Ashmont Sta - Quincy Center Sta (via W. Quincy & E. Milton Sq.)	25-30	6:00 AM-11:59 PM	40	6:00 AM-12:14 PM	60	6:55 AM - 10:29 PM
217	Ashmont Station – Quincy Center Sta. (via Beale St., Wollaston & E. Milton Sq.)	25 (AM) 1hr 30 mins (PM)	7:00 AM- 6:07 PM	No Service		No Service	
245	Mattapan Station – Quincy Center Sta. (via Quincy Hospital & Pleasant St.)	35-40	6:40 AM- 8:13 PM	No Service		No Service	
240	Ashmont Station - Avon Square or Holbrook/Randolph	8-15	5:49AM- 12:50 AM	30	6:30 AM- 1:16 AM	75	7:29 AM – 1:06 AM

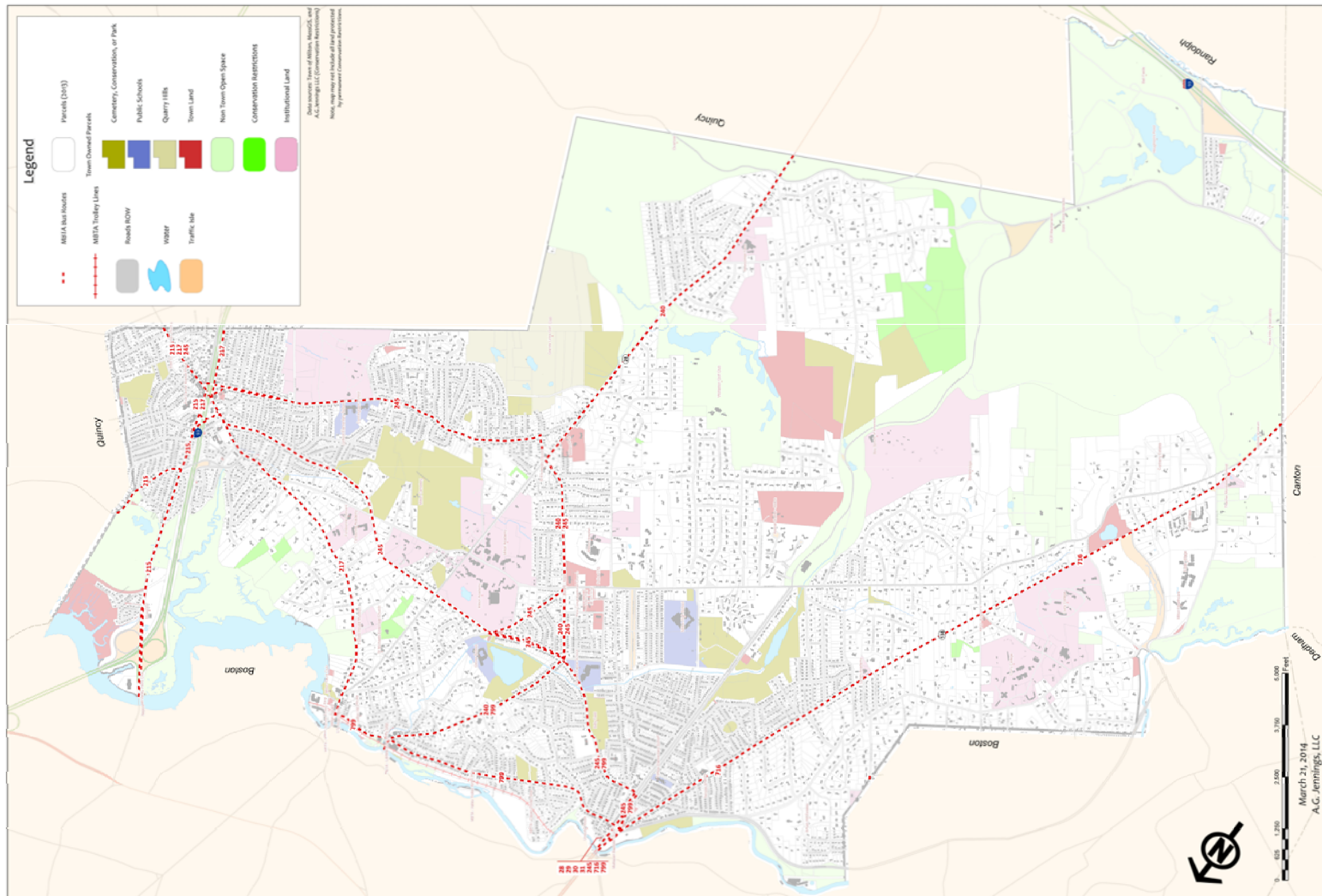
Note:

\* Route 217 has only two buses in the morning and two buses in the afternoon. Both Routes 217 and 245 do not service on Saturday, Sunday and most Holidays.

\*\* The Route 240 serves more frequently from Crawford Square. The headways shown are from Crawford Square and not from Avon Square, which has headways of approximately 30 minutes.

Source: MBTA

# MILTON MASTER PLAN INVENTORY: TRANSPORTATION AND CIRCULATION

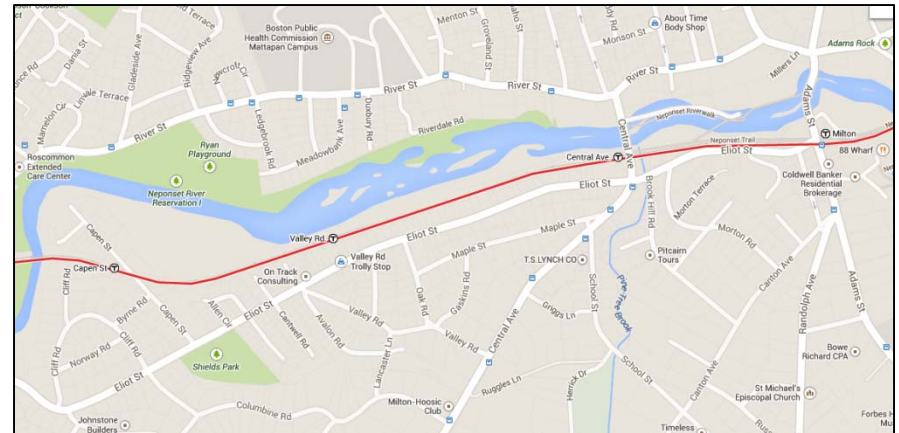


**Figure 14:**  
**MBT**  
**A Fixed**  
**Bus**  
**Routes in**  
**Milton**  
**Intersecti**  
**on**  
**Locations**  
**(2008 –**  
**2010)**

**Mattapan Trolley Service**

Milton is served by the MBTA Red Line via Mattapan Trolley Service (see Figure 15). The Mattapan Trolley Service provides light rail service between Ashmont and Mattapan stations. The light rail service was originally a steam railway prior to becoming a trolley line. The Trolley Service has four stations in Milton: Milton Station, Central Avenue Station, Valley Road Station and Capen Street Station. All the stations in Milton are handicap accessible except for the Valley Road Station.

The Mattapan Trolley Service runs every five minutes during rush hours (6:30 – 9:00 AM and 3:30 -6:30 PM). It runs every 8 minutes during midday service (9:00 AM – 3:30 PM) and every 12 minutes during the evening (6:30 – 8:00 PM) and late night (8:00 PM –Close). On weekends, the Trolley service departs every 26 minutes before 10:00 AM and after 8:00 PM and every 12 minutes for the rest of the day. Table 9 summarizes the frequency of Trolley Service and Table 10 provides the information about first and last trips for Ashmont and Mattapan Stations which are the end stations of the Trolley Service.



**Figure 15: Mattapan Trolley Service Stations in Milton**

**Table 9: Ashmont-Mattapan Trolley Service Frequency**

	Period	Time	Frequency
<b>Weekdays</b>	Rush Hours	6:30 AM to 9:00 PM & 3:30 PM to 6:30 PM	5 mins
	Midday Service	9:00 AM to 3:30 PM	8 mins
	Evening	6:30 PM to 8:00 PM	12 mins
	Late Night	8:00 PM to Close	12 mins
<b>Weekends</b>	Morning Service	Before 10:00 AM	26 mins
	Midday & Evening Services	10:00 AM to 8:00 PM	12 mins
	Late Night	After 8:00 PM	26 mins

Source: MBTA.com

**Table 10: Ashmont-Mattapan Trolley Service Schedule**

Stations	Weekdays		Weekends			
	First Trip	Last Trip	Saturday		Sunday	
			First Trip	Last Trip	First Trip	Last Trip
Ashmont	5:17 AM	1:05 AM	5:15 AM	1:05 AM	6:03 AM	1:05 AM
Mattapan	5:05 AM	12:53 AM	5:05 AM	12:53 AM	5:51 AM	12:53 AM

Source: MBTA.com

The Milton Station is located in the Lower Mills Historic District near Adams Street and Elliot Street. It has 41 parking spaces. It also has 4 accessible parking spaces and 8 bicycle spaces. All other trolley stations (Central Avenue, Valley Road and Capen Street Stations) do not have any parking spaces.

The Trolley Service was closed from summer of 2006 to fall of 2007 during renovations of stations on Mattapan High Speed Line. Trolley service was replaced by shuttle buses during reconstruction. Trolley service resumed in 2007.

Table 11 below provides 2010 weekday daily ridership for the Trolley Service in Milton. It shows that Central Avenue had the highest ridership (521 riders) in 2010 followed by Milton Station (240 riders). Both Valley Road and Capen Street experienced low ridership in 2010.

**Table 11: Ashmont-Mattapan Trolley Service – Weekday Daily Ridership (2010)**

Trolley Stations in Milton	Ridership (boardings+ alightings)
Milton Station	768
Central Avenue	767
Valley Road	180
Capen Street	166

**Source:** Massachusetts Bay Transportation Authority. *Ridership and Service Statistics Thirteenth Edition 2010*.  
<http://www.mbta.com/uploadedfiles/documents/Bluebook%202010.pdf>

**Figure 16: An inbound Mattapan Trolley at Milton Station**



**Source:**

[http://en.wikipedia.org/wiki/Ashmont%E2%80%93Mattapan\\_High\\_Speed\\_Line](http://en.wikipedia.org/wiki/Ashmont%E2%80%93Mattapan_High_Speed_Line)

**Brockton Area Transit (BAT) Service**

Milton is also served by Brockton Area Transit (BAT) fixed-bus service. Route 12 (Brockton – Ashmont) provides transit service from Monday through Saturday and provides pick-up and drop-off service at Milton Hospital. It does not stop at any other places in Milton. The fee from Brockton to Milton is \$1.50 for adults and \$0.75 for elderly and disabled and children under 12. Children under 5 ride for free.

**Paratransit Service**

Paratransit service in Milton is provided through THE RIDE program offered by the MBTA. THE RIDE provides door-to-door, shared-ride services to the elderly and disabled and to eligible people, who cannot use public transit. THE RIDE program is operated in compliance with the federal Americans



with Disabilities ACT (ADA). Service is provided using accessible vehicles, and is available anywhere within the MBTA service area. MBTA paratransit providers service elders and people with disabilities, regardless of age, who qualify for service under ADA. ADA eligible riders have no limitations on their trip purposes; they may use this service for shopping, medical appointments, employment, education or social functions. Regular Service is available seven days a week, generally from 6:00 AM and 1:00 AM, including Holidays. Subscription Service will not be provided on Holidays. RIDE customers, who make a trip reservation, which starts at the same place and ends at the same destination at the same time, three or more days a week can use the Subscription Service and can have their trips automatically scheduled. The appointment must be booked at least a day in advance, and may be booked up to fourteen days in advance. The local one-way fare for each registered passenger and each guest is currently \$2.00.<sup>18</sup>

### PARKING

Enforcement of on-street parking in Milton is executed by the Milton Police Department. Milton Traffic Commission provides various recommendations related to traffic routing, parking and calming.

#### **Milton Station Park and Ride**

The Milton Station parking lot is located in the Lower Mills Historic District near Adams Street and Elliot Street. It has 41 parking spaces, 4 accessible parking spaces and 8 bicycle spaces. Parking costs at Milton Station are

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<sup>18</sup> Welcome to THE RIDE. Joint Venture LLC. <http://www.jv-theride.com/The-Ride-Guide.aspx>

\$4.00 for 24 hours and \$70.00 per month. The Milton Station Park and Ride is managed by LAZ Parking Company. LAZ Parking is responsible for parking lot snow removal, maintenance and fee collection.

There is no overnight on-street parking allowed on Milton streets from 1:00 AM to 6:00 AM on any day. However, residents can apply for an overnight parking permit through the Police Station. Parking permit costs \$25.00 per year. Residents should notify the police if they have overnight guests who must park on the street.

#### **Granite Avenue Park and Ride Lot**

The Park-and-Ride lot located at Granite Avenue near Exit 11 of I-93 consists of 200 parking spaces. It is owned and operated by MassDOT.

#### **East Milton Square Parking and Access Study**

The East Milton Parking and Access Study Committee, which was created to study traffic and parking issues in East Milton Square, recommended the adoption of its Hybrid Plan, which would allow for some parking on the deck. The Board of Selectmen and many residents were concerned over the green space deck over the expressway. Under the Hybrid Plan, most of the green space would be replaced with parking. It was also brought to light that the green space deck had been designated by the State legislature many years ago as Manning Park. There were concerns on the part of the Selectmen that both Federal and State law might prohibit a park being converted to a parking lot.

After many discussions the Milton Chamber of Commerce and the Merchants Association came forward with a revised hybrid plan that would keep and improve most of the land area that is now Manning Park while creating approximately 30 parking spaces. This project would result in a

redesigned park, additional parking spaces, improved traffic flow and a more pedestrian and bicycle friendly East Milton Square.<sup>19</sup>

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### MILTON YACHT CLUB

The Milton Yacht Club began in 1902, with a small building in the Lower Mills area beside the Neponset River that was formerly the police department for the Town of Milton. The Milton Yacht Club leases the former police station from the Town of Milton which owns the building and Town Landing. Various boats continue to be anchored there or stored on the dock during the winter. The Milton Yacht Club has been serving the residents of Milton and surrounding communities for over a century by providing water access to the Neponset River, Boston Harbor, and beyond. The Club maintains the Milton Town Landing where the public can launch a kayak, fish for striped bass and smelts or just enjoy the natural beauty of the Neponset River.

There are two public parking lots near the Milton Yacht Club that are accessible from Wharf Street. The first one is located next to the Club and consists of 23 parking spaces. The second parking lot is located beside the Neponset River and consists of 27 parking spaces, including 2 accessible spaces. The parking lots are unmetered and have two hours of parking limitation from 7:00 AM to 5:00 PM on weekdays.

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### ISSUES

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<sup>19</sup> Town of Milton. The One Hundred Seventy-Sixth Annual Report for FY 2012.

[http://www.townofmilton.org/Public\\_Documents/MiltonMA\\_WebDocs/reports](http://www.townofmilton.org/Public_Documents/MiltonMA_WebDocs/reports)

Based on conversations and input with the Master Plan Steering Committee, town department heads and staff, town board and committee members, input from the public and observations a list of transportation issues was developed. These represent both townwide and specific locations that were identified as experiencing mobility, safety, access and parking issues. These include (with no order of priority):

#### Traffic Safety Issues

- Speeding, cut-thru traffic and congestions townwide
- High speeds on Randolph Avenue, Blue Hill Avenue, Highland Street, Elliot Street
- Neponset Valley Parkway Brush Hill Road/Milton Street intersections
- Blue Hills Parkway/Blue Hill Avenue/Brush Hill Rd
- Speeding on Blue Hills Parkway
- Randolph Avenue /Chickatawbut Road
- Granite Avenue/Squantum Street
- Blue Hill Avenue/Brush Hill Road
- Access and circulation in East Milton Square including back-out parking on Granite Avenue and weave between Granite Avenue and Bassett Street
- Antiquated signals at some intersections
- No traffic unit at MPD

#### Pedestrians and Bicycles

- Geometric sidewalk and lighting safety issues on Highland Street at hospital
- Missing sidewalks in some areas including in south end of town and some schools
- Inadequate bicycle accommodations on some roadways

## MILTON MASTER PLAN INVENTORY: TRANSPORTATION AND CIRCULATION

- Bicycle parking inadequate in some areas
- Lack of wayfinding signage for cyclists
- Bicycle connections to adjacent communities lacking
- Keeping sidewalks clear of snow, especially around schools
- Pedestrians crossing Canton Avenue at Library
- Need to complete and planned bicycle projects and expand network
- Pedestrian crossings crossing Granite venue at Fitness First
- Drop-off issues at elementary schools
- Difficult to retain crossing guards

### Traffic Congestion and Cut-Thru Traffic

- Congestion and queuing at Randolph Avenue /Chickatawbut Road, Randolph Avenue/Reedsdale Road, Blue Hill Avenue/Brush Hill Road.
- Congestion at Collicott and Cunningham schools
- Traffic queues back from Blue Hill Ave/Royal St into Milton from Canton
- Governor's Road used as cut -thru street to avoid E. Milton Square & Granite Avenue
- Randolph Avenue used as a cut-thru
- Speed humps on Thacher and Elliot Streets need better signage and pavement markings

### Parking

- More bicycle racks needed including at Milton Station and Neponset Trail
- Shortage of parking at Library
- There is a perception of parking inadequacy in East Milton Square
- Parking supply limited in Milton Central and Milton Village
- No parking at Valley Road MBTA station
- No parking meters in town

### Other

- Transportation options for seniors and students
- Many parking, warning and regulatory signs need replacing
- Construction schedules for different projects need to be coordinated (utilities and traffic)
- No current funding for Traffic Commission

## REFERENCES

### DOCUMENTS

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## MILTON MASTER PLAN INVENTORY: TRANSPORTATION AND CIRCULATION

Massachusetts Department of Transportation Road Inventory Year End Report, 2012.

John Grant, Fire Chief

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Massachusetts Bay Transportation Authority. Ridership and Service Statistics Thirteenth Edition 2010.

Welcome to THE RIDE. Joint Venture LLC

### INTERVIEWS

Joseph Lynch, Director of Public Works

John Thomas, Town Engineer

Brian Carlisle, Assistant Director

Richard Wells, Police Chief

This chapter identifies and describes the public facilities and services the Town of Milton provides to its residents and business owners. Over the next two decades facilities and services may need to adapt to reflect the needs of the community. For example,

- Aging facilities will need to be repaired, replaced and/or upgraded
- Existing Town services will need to be adjusted and adapted to meet various codes, changes in technology, and changes in available methods for increased efficiency
- New services and facilities may be needed to accommodate a growing elderly population
- A more diverse population may also impact the need for services
- The Town should update and review the impacts that public facilities and services have on public health and identify policies, programs and infrastructure needs (e.g. parks and playgrounds, sidewalks, biking and walking paths that contribute to a more healthy community)
- Demographic changes as well as projected development patterns will need to be related to future planning of public services and facilities
- Predictions regarding climate change should be incorporated in planning for public services and facilities; sustainability practices should be maintained and increased



*Milton Town Hall*

These trends and facility needs will impact the way in which services are provided, the buildings which house them, as well as their capital needs, and therefore, the Town budget. Additionally, regionalizing services in some cases may help to make them more efficient and cost effective.

The information presented in this chapter is a compilation of a review of relevant previous studies, and documents and information posted on the web and presented in Town reports. Additionally, “leadership interviews” were conducted with key Town Staff (see end of chapter for a complete list). Site visits were also conducted.



CHAPTER CONTENTS

The following Public Facilities and Services are covered in this chapter:

TOWN ADMINISTRATIVE OFFICES & PUBLIC MEETING SPACE

Town Hall

Public Meeting Space

SCHOOLS AND EDUCATION

PUBLIC SAFETY

Fire

Police

OTHER SERVICES & FACILITIES

Library(s)

Council on Aging/ Senior Center

Health Department

Parks and Recreation

Town Farm

Cemetery

INFRASTRUCTURE & UTILITIES

Department of Public Works

Water

Wastewater

Stormwater Management

Solid waste Disposal & Recycling

Consolidated Facilities

Sustainability Measures

BACKGROUND INFORMATION

MILTON POPULATION CHARACTERISTICS

The following characteristics of Milton’s current and changing population need to be considered when planning for the future of the Town’s municipal services and facilities.

- While the population of Milton is expected to increase by only 3% over the next decades, the number of households is projected to rise by 14% by 2030 (resulting in more, smaller households).
- The population is AGING with a continued very significant increase expected in the number of seniors; specifically, the number of seniors is projected to increase 87% in 2030 as compared to 2010.
- Milton has the highest percentage of residents per capita citing Irish heritage of any town in the United States; 38%.
- The population of the Town has remained relatively stable; since the last Master Plan was completed in 1974, the population of the town has decreased by 2.7%
- While Milton’s income levels are 50% the state average<sup>1</sup> and the poverty level (3.7%) is about a third of the state’s (10%)<sup>2</sup>, there is a slight increase in the town’s low and moderate income population. Additionally, the percentage of residents living at the poverty level differs by race:

- 3.3% for White, non Latino, 7.5% for Black residents and 13% for Latino residents. Those living in poverty of other races and for two or more races are 0%.

- The majority of Town residents are White, but increasing number are not:
  - 15% of residents are African American
  - Between 2000 and 2010 the number of residents that self identifies as Black increased 45%
  - People who identify themselves as being solely of Asian origin doubled from 2000 to 2010 (from 2% to 4% of the population)
  - There has also been a recent increase in the number of Latino residents
  - 6.5% of students enrolled in Milton public schools speak a language other than English as their first (e.g. Haitian Creole, Spanish)
  - 15.7% of the population (2000 Census) speak a language other than English at home

<sup>1</sup> Milton’s median income is \$97,289 (2010 U.S. Census) compared to the State’s median income of \$64,722.

<sup>2</sup> 2010 US Census

OVERVIEW OF MUNICIPALLY-OWNED PROPERTIES

The following tables summarize the physical characteristics of Milton’s town-owned facilities.

**Table ##. Summary of Estimated Square Footage & Value of Town-owned facilities**

Number of Town & School Facilities	22
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## MILTON MASTER PLAN INVENTORY: PUBLIC FACILITIES AND SERVICES

Estimated Gross Square Feet of C.F.D. <sup>3</sup>	900,000+
Estimated Value of Facilities	\$275,000,000

**Table ##. Town-owned Facilities: Year Built and Year Renovated<sup>4</sup>**

Facility	Gross Square Feet (gsf)	# of floors	Year Built	Year Renovated
Main Fire Station	12,500	3 floors + basement	1887	1988
Fire Dept. Chemical Bld.	5,000	2 floors + basement	1881	
East Milton Fire Station	5,400	2 floors + basement	1930s	
Atherton Street Fire Station	6,700	2 floors + basement	1901	
DPW Headquarters	3,000	1 floor + basement	1961	1973
Gilbane Building (DPW)	1,600	1 floor + basement	1980s	2002
Central Maintenance Garage (DPW)	4,000	1 floor + mezzanine	1971	

<sup>3</sup> Consolidated Facilities Department

<sup>4</sup> Conditions Assessment for School & Public Buildings, Town of Milton, MA, Drummey Rosane Anderson, Inc., Aug. 3, 2012.

Facility	Gross Square Feet (gsf)	# of floors	Year Built	Year Renovated
6 joined storage structures (DPW)	6,400	1 floor	1930s	
Shed (DPW)	360	1 floor	1930s	
Shed (DPW)	550	1 floor	1930s	
Garage (DPW)	2,800	2 floors	1930s	
Carpentry Shop (DPW)	5,100	3 floors	1930s	
Water Dept. Garage (DPW)	5,100	1 floor	1971	
Highway Dept. Garage (DPW)	6,000	1 floor	1984	
Salt Shed (DPW)	2,400	1 floor	1960s	
Council on Aging	7,500	1 floor	Built in 2001	
Police Station	11,000	2 floors + basement	1972	2003
Town Hall	18,900	2 floors + basement	1969	1988
Library	42,200	3 floors + basement	1904 addition in 1956	Major addition in 2009
Kidder Branch Library building (Used by pre-school)	4,500	1 floor + basement	1929	1988
East Milton Library building (Used as Art Center)	4,500	1 floor + basement	1931	1988
Glover Elementary School	72,500	1 floor	1950	2003
Milton High School	253,000	3 floors	1950s	2004
Pierce Middle School	165,000	3 floors	1950s	2008
Tucker Elementary School	71,000	3 floors	1923	2004

## MILTON MASTER PLAN INVENTORY: PUBLIC FACILITIES AND SERVICES

Facility	Gross Square Feet (gsf)	# of floors	Year Built	Year Renovated
Collicot Cunningham School	158,000	3 floors	1935	2008

The Town Hall, located at 525 Canton Avenue, was built in the 1970s. It is in relatively good condition, and houses the following town administrative offices:

Town Administration	Retirement
Town Clerk	Town Moderator
Accounting	Treasurer/Tax Collection
Town Assessors	Parking Tickets
Health Department	Personnel Department
Inspectional Services	Information Technology
Parks & Recreation	
Planning	

### Town-owned Property available for redevelopment

The **Town Farm property** is a 34 acre parcel that is currently underutilized (currently used by Town's animal shelter in a temporary building and the remaining buildings are in very poor condition and vacant). There is currently a proposal for its redevelopment as housing under consideration.

## TOWN ADMINISTRATIVE OFFICES, COMMUNICATION, AND PUBLIC MEETING SPACE

### TOWN HALL

#### Summary of Key Points

- The Town Hall is in need of some repairs and system and safety upgrades.
- There seems to be a satisfactory amount and range of available meeting spaces.
- Communication between town government and its Milton residents may need to be improved.

### FUTURE PLANS/NEEDS

According to the Consolidated Facilities building conditions report, the Town Hall is in need of some upgrade and renovation including:

- Some handicap accessibility issues in public offices
- Some systems are old and in need of replacement
- Technology needs upgrading
- Some leaks in roof and other moisture ingress

The building will eventually need new windows, HVAC, electrical and fire safety upgrades.

### COMMUNICATION

## MILTON MASTER PLAN INVENTORY: PUBLIC FACILITIES AND SERVICES

The Town has a well-developed web site and several departments maintain their own Facebook page (including the Police, Library, and Health Department) and Tweeter accounts. Residents are also informed of town announcements and activities through Cable TV broadcast and articles in the Milton Times.

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### FUTURE PLANS/NEEDS

As Town Hall functions become increasingly more automated, it may be necessary to review which services are better handled in person, and which are more efficiently handled electronically. Additionally, as the Town's population becomes increasingly diverse, there may be a need for a translation/interpretation of town services and announcements. Additionally, as more and more town inquiries are made by e-mail, it may be necessary to develop an email policy to help staff handle the large number of inquiries (e.g. an automated response: "thank you for your email. Your request will be addressed as soon as we are able. Please expect a response within three business days).



**MILTON MASTER PLAN INVENTORY: PUBLIC FACILITIES AND SERVICES**

\*private although the hall is available for community use

**PUBLIC MEETING SPACE**

Public meeting space seems to be adequate in terms of location, range of sizes and availability. The following is a summary of these spaces

**Table ##. Location and Capacities of Public Meeting Space in Milton**

Meeting Space Location	Comments
<b>Town Hall</b>	<p><b>Blute Conference Room</b></p> <p>Baker Room</p> <p>John Cronin Conference Room</p>
<b>Library</b>	<p><b>Conference Room:</b> This room holds up to 16 people at tables set up in an open square.</p> <p><b>Keys Community Room:</b> This room holds up to 100 with auditorium style seating, fewer when tables are used.</p> <p><b>Milton Room</b></p>
<b>Schools</b>	Varies between school
<b>Council on Aging</b>	Large multi-purpose room
<b>Cunningham Park*</b>	Large multi-purpose room
<b>Police Station</b>	Capacity = 12
<b>Art Center, East Milton</b>	????
<b>Curry College</b>	Make some rooms available for public meeting space



*Milton's Public Library offers a number of spaces for public meetings.*

### SCHOOLS AND EDUCATION

#### Summary of Key Points

All six of Milton's public schools were renovated less than 10 years ago.

The public schools are near capacity (built to accommodate 4,100 students and currently have 4,000). Additional students may result in increasing average class size and other negative impacts.

In the long run there is a slight decrease projected in the number of school-aged children in Milton.

While a significant investment was recently made to update and upgrade the Town's schools, it will be necessary to fund preventive maintenance and eventual replacement of systems which due to the fact that all the buildings were improved at the same time, they will need to be upgraded at the same time again.

Milton recently renovated its six public schools (four elementary, one middle, and one high school). Between 2002 and 2007 the Town invested \$154 million in school construction (included some new buildings and some renovation). The schools are as follows:

- Collicot Elementary School is located at 80 Edge Hill Road
- Cunningham Elementary School is located at 44 Edge Hill Road
- Glover Elementary School is located at 255 Canton Ave.
- Tucker Elementary School is located at 187 Blue Hills Pkwy
- Charles S. Pierce Middle School is located at 451 Central Avenue
- Milton High School is located at 25 Gile Road



*Pierce Middle School*

#### HIGHLIGHTS OF MILTON PUBLIC SCHOOL SYSTEM

Milton schools are reportedly a major attraction to potential residents. They are consistently ranked highly and are considered to be among the state's top public school systems. There are 4,000 students in the district. Milton schools have one of the largest arrays of Advanced Placement tests in the state. Some unique features include:

- Milton is one of the few school systems that offer a French Immersion program (starting in Grade 1). For the students that enroll in this program, all classes are taught in French during grades 1 and 2, encouraging children to become fluent in this

## MILTON MASTER PLAN INVENTORY: PUBLIC FACILITIES AND SERVICES

language. In grades 3-5, some classes are taught in English as well in order to prepare students to take the MCAS exams. The French immersion program, which is available in every one of the four elementary schools, has been a feature of the Milton Public School system for over 25 years. The program continues through grade 12. Spanish/English is taught as well.

- A Wellness Committee, a sub-committee of the School Committee, is involved in ensuring that the Food Service is healthy and top quality. The Director of Food Services goes beyond federal standards of healthy meals for school children and uses local produce and a variety of healthful recipes.

### PUBLIC SCHOOL ENROLLMENT

Over 90% of all school-aged children in Town attend the public schools in Milton. Of those attending private schools, the majority do so in middle and high school grades. See Table ##.

There is a large number of students coming into every grade level. Of the approximately 5,000 school-aged children in town, approximately 1,000 go to private schools, the remaining 4,000 attend the public schools. The newly constructed schools has attracted some of the families who had sent their children to private schools, back to the public school system. The trend has been that some kids go to private school around 6<sup>th</sup> or 7<sup>th</sup> grade.

Three of the four elementary schools are neighborhood-based, one, Cunningham, is not. Instead it teaches children from all districts.

On average approximately 40 – 60 students enroll in the Milton public schools “illegally” on an annual basis. In collaboration with the Police

Department, the School Department investigates approximately 100 families per year. Most of the time these are cases where the definition of “residency” is blurred, mostly having to do with custody issues, and not clear violations of residency.



**Table ##. Residents in private and parochial schools (2013).**

Residents in private and parochial schools (enrollments as of Oct. 1)													
K	1	2	3	4	5	6	7	8	9	10	11	12	K-12
47	46	50	62	74	84	71	92	87	120	88	110	82	1013

## MILTON MASTER PLAN INVENTORY: PUBLIC FACILITIES AND SERVICES

The regional vocational school is an additional option for Milton residents. **Blue Hills Regional Technical School**, located at 800 Randolph Street in Canton provides an alternative for Milton youth who prefer vocational training to the traditional high school curriculum.

Blue Hills Regional Technical School is a four-year public high school. The District includes Avon, Braintree, Canton, Dedham, Holbrook, Milton, Norwood, Randolph and Westwood. In addition to grades 9 through 12, Blue Hills has a post-graduate Practical Nursing program, Adult Basic Education, Continuing Education, and ESOL/GED programs.

While the number of students attending Milton’s public schools as a percentage of the overall population has increased (reportedly since the new school buildings have been completed), the number of students attending the Vocational Tech school has remained stable over the last five years (indicating that the share of Milton students attending private and parochial schools has decreased). See table below.

**Table ##: Enrollment History /Other than public Schools: 2005 - 2014**

Enrollment History: Other than public schools		
Year	Vocational Tech Grades 9-12 Total	Non-Public Grades 9-12 Total
2005 – 2006	40	1140
2010 - 2011	41	1029
2011-2012	49	1072
2012-2013	48	1046
2013-2014	46	1013

**Future Enrollments.** The following factors are expected to impact future enrollments<sup>5</sup>:

- It is projected that there will be a slight decline in student aged population in the long term (see Table ##); this is related to a projected decline in the number of births to Milton residents
- The resumption of in-migration (as soon as the slowdown in the economy and related real estate recover, it is expected that additional families will move to Milton)
- Possible new housing development and “senior sell out” (seniors downsizing and selling their family-sized homes to new families) may create housing for additional families

**Table ##. Projected Student Enrollment: 2014-2024**

Projected Percentage Changes in Student Enrollment 2013 – 2024 <sup>6</sup>			
Years	K-12	Difference*	% Change <sup>7</sup>
2013-2014	3846	0	0.0%
2014-2015	3861	15	0.4%
2015-2016	3865	4	0.1%
2016-2017	3881	16	0.4%
2017-2018	3888	7	0.2%
2018-2019	3870	-18	-0.5%
2019-2020	3862	-8	-0.2%
2020-2021	3861	-1	0.0%
2021-2022	3844	-17	-0.4%
2022-2023	3824	-20	-0.5%
2023-2024	3808	-16	-0.4%
Change		-38	-1.0%

<sup>5</sup> NESDEC 2013-2014 School Enrollment Projections, Dec. 19, 2013

<sup>6</sup> NESDEC 2013-2014

<sup>7</sup> from previous year



## MILTON MASTER PLAN INVENTORY: PUBLIC FACILITIES AND SERVICES

**Student Diversity.** The diversity of the student population has increased over the last decade, specifically with an increase in Asian Americans and students with a Latino background (See Table ##). Teachers specializing in supporting English language learners have been increased from .5 FTE to 3.5 FTEs over the last decade.

The trend of increasing diversity in the student population is expected to continue. This may necessitate additional supportive services.

**TABLE ## PUBLIC SCHOOL ENROLLMENT BY RACE/ETHNICITY<sup>8</sup>**

Race	2002-2003	2012-2013
White	76.7%	70.1%
African American	17.4%	17.6%
Asian	3.6%	5.4%
Latino	2.3%	4.2%

### EDUCATIONAL ATTAINMENT

The percent of students planning to go to college has consistently remained over 80% over the last decade with small fluctuations. 95% of last year's seniors (2013) went on to Post-Secondary Education.



*Pierce Middle School students*

<sup>8</sup> from Mass DOE October 1 Reports



**Milton's Projected Population by Age Groups**

<u>Age Group</u>	<u>2010</u>		<u>2020</u>		<u>2030</u>	
	<u>Number</u>	<u>%</u>	<u>Number</u>	<u>%</u>	<u>Number</u>	<u>%</u>
Under 5 Years	1544	5.7	1250	4.6	1223	4.4
5 to 9 Years	1968	7.3	1278	4.7	1278	4.6
10 to 14 Years	1941	7.2	1821	6.7	1862	6.7
15 to 19 Years	2313	8.6	1930	7.1	1806	6.5
20 to 24 Years	1779	6.6	1468	5.4	1334	4.8
25 to 34 Years	1955	7.2	2800	10.3	2418	8.7
35 to 44 Years	3422	12.7	2773	10.2	3224	11.6
45 to 54 Years	4238	15.7	4422	16.3	3808	13.7
55 to 64 Years	3686	13.7	3712	13.7	3085	11.1
65 to 74 Years	1861	6.9	3337	12.3	4197	15.1
75 to 84 Years	1497	5.5	1604	5.9	2612	9.4
85 Years and Over	<u>799</u>	<u>3.0</u>	<u>788</u>	<u>2.9</u>	<u>945</u>	<u>3.4</u>
Total	27003	100.1	27183	100.1	27792	100.0
Pop. Age 65+	4157	15.4	5729	21.1	7754	27.9
<b>School Age Population</b>						
5 to 19 Years	6222	23.1	5029	18.5	4947	17.8

Sources: 2010 U. S. Census of Population and the MAPC Metrofuture Poulation Projections

CAPACITY

The newly renovated schools were built to accommodate 4,100 students. As student enrollment is currently at 4,000 students, the schools can be considered to have reached their capacity (see Table ##). Class size in the Kindergarten classes has recently increased to 22 and 23 students per classroom. Some schools are already using the art room as a classroom. There is currently a buffer or leeway of approximately 200 additional students that can be accommodated at the middle and high schools. No additional students can be accommodated at the elementary school level.

The Town recently began offering full day Kindergarten; families pay on a sliding scale and only four families in the entire Town opted out of the full day Kindergarten program. This impacts space needs in that Kindergarten cannot be held in shifts since all the Town’s families have registered for participate in the full day program.

**Table ##. Current Enrollment as compared to Total Capacity**

School/Grades	Total Capacity	Current Enrollment
High School	1,000	984
Middle School	1,000	907
Elementary Schools	2,000	2,000

If additional development resulted in bringing more school children to the school system, the following features would be impacted:

- Class size (will be increased)
- Materials & supplies budget (will need more)
- Special education (will need more support)
- English language learner support (may need to add more)
- Staff (need to add more)
- Lunch shifts (need to add more)

- Music, art and physical education (may need to reduce)

PRIVATE EDUCATIONAL INSTITUTIONS

In addition to Blue Hills Regional Technical School (public), the following private institutions provide alternative educational institutions for Milton residents (K-12):

FONTBONNE ACADEMY (Students: 470; Location: 930 BROOK RD; Grades: 9 - 12; Girls only)

MILTON ACADEMY (grade 9–12 Upper School (670 students) and a grade K–8 Lower School (305 students). Boarding is offered starting in 9th grade; Location: 170 Centre St.)

ST. AGATHA SCHOOL (Students: 428; Location: 440 ADAMS ST; Grades: KG - 8)

ST .MARY OF THE HILLS SCHOOL (Students: 400; Location: 250 BROOK RD; Grades: PK - 8)

THACHER MONTESSORI SCHOOL (Students: 221; Location: 1425 BLUE HILL AVE; Grades: PK - 8)

DELPHI ACADEMY (Students: 133; Location: 564 BLUE HILL AVE; Grades: PK - 8)

THE CAMPBELL SCHOOL (Students: 65; Location: 180 BLUE HILL AVE; Grades: PK - KG)

CARRIAGE HOUSE SCHOOL INC (Students: 61; Location: 777 RANDOLPH AVE; Grades: PK - KG)

### FUTURE PLANS/NEEDS

The main issue for the future is that the schools have reached capacity so that any additional housing that impacts school enrollment will affect class size as well as other capacity issues.

The main issue regarding facility maintenance in the future is that while the buildings are new now, they will need money for preventive maintenance and they will eventually age simultaneously posing the need for a large capital expenditure to the Town again in the future. Some schools are already ten years old; their HVAC systems may soon be obsolete. This needs to be taken into account in future capital planning.

A potential source of funding is the MFE, an education foundation that could be relied upon for funding technology upgrades.

Potential for accommodating additional students:

- The Town owned small branch library which is now a pre-school is too small to be another elementary school
- Moving the 5<sup>th</sup> grade to the middle school is a possible way of increasing capacity at the elementary schools, but the middle school is designed to support a team approach to teaching and it would not be possible, given the existing layout, to accommodate an additional team.

The change in demographics, specifically the increase in students coming from low income families is expected to impact the schools in a number of ways. Currently 18% of students are eligible for Free & Reduced lunch. These students are also eligible for full day Kindergarten, athletics, schools buses and clubs and other activities on user fees and are on a sliding scale. If there is a continuation of this

trend (of more disadvantaged students moving in to Milton), this necessarily puts more pressure on the budget and in some cases may push the programs to a threshold where it may become difficult to offer.

A policy issue that affects school enrollment is the definition of what constitutes a family living in a dwelling unit. There was a suggestion made to review this and make it stricter.

### PUBLIC SAFETY

#### Summary of Key Points

- Milton has three **fire stations**. All three are in need of major renovation, repair and are inadequate; they currently lack handicap accessibility, technology, training/classroom space, living quarters, locker rooms, gym, and other support spaces. The Headquarters is the busiest station, but most future development is expected to occur in the southwestern portion of Town, putting pressure on the Blue Hill Ave. station.
- The **Fire Station** Needs Committee studied the Department's needs and evaluated all three stations in terms of their location and facilities and concluded that all three need replacement. Town Meeting appropriated the necessary funding in their May 2014 meeting.
- In order to continue to provide high levels of service the **Police Department** will need continuous upgrade of technology, some facility improvements and an increase in staff & staff diversity to better reflect the community it serves.

### FIRE DEPARTMENT

The Milton Fire Department currently has three stations, all three of which are in need of updating. The Fire Department is staffed by professional firefighters. There are three fire stations:

**HEADQUARTERS STATION** located at 515 Canton Avenue. This station, located in the civic center portion of Town (in close proximity to the Police Department, Town Hall, Library, and Council on Aging), is the busiest station.

**EAST MILTON STATION**, located at 525 Adams Street, is in a busy location; the station has experienced a change in the types of calls for service, specifically there are now fewer calls for car and wood fires than in the past.

**BLUE HILL STATION**, located at 815 Blue Hill Avenue, has experienced an increase in calls since Fuller Village (senior housing complex) has been completed. This station had been closed at some point, and then re-opened. It is located in the area of Town with the most potential for future development.

All three stations have good response time (within industry standard; 90% of runs are under 4 minutes). The only locations that are occasionally challenging are getting to the Canton/Randolph border. More specifically, the areas between Rt. 28 and Rt. 138, behind the Blue Hills and the Pepsi Plant can sometimes take up to 5-6 minutes to reach.

All three stations need new buildings. There is a need for new technology, the bays are tight resulting in limiting the type of fire engines that can fit in the stations, and staff space is inadequate (e.g. in all the stations there is only one shower, that is, not separate

male/female facilities), they all lack training/classroom space. Sleeping quarters are adequate, but not ideal; there are also some code compliance issues.



*Fire Department: Headquarters Station*

**Equipment.** The apparatus is reportedly in good condition and adequate for the Town's needs. The Department purchases a new piece of equipment every 5 years (recent article that created line item). There is nothing older than 20 years. Specialty equipment includes water rescue capabilities and a decontamination trailer to assist hospitals.

**Staffing.** There is currently 56 full time staff (including 2 women, 5 minority). Translation, when needed, is provided by translators through the Fire Chiefs Association.

**Calls for Service.** There are approximately 4,000 calls for service annually. A large elderly population has resulted in more calls from seniors. This has been accompanied by a slight decrease in the number of calls (especially the false alarms) received from Curry College (as compared to a decade ago). Almost half of all calls for service (1,932 in 2013) are for Rescue and Emergency Medical Service (including auto accidents with injuries).

**Table ##. Calls for Fire Department Service: 2003 - 2013**

Year	Number of Calls for Service
2003 – 2004	4,151
2004 – 2005	4,166
2005-2006	4,021
2006-2007	3,963
2007-2008	3,803
2008-2009	3,815
2009-2010	3,983
2010-2011	3,892
2011-2012	3,847

Dispatch is reportedly adequate, although there are sometime gaps in communication because it is done by the Police cadets (e.g. tracking difficulties, differences in institutional languages). Overall, it seems to be a workable and satisfactory situation.

Ambulance service is currently run by a private entity. The Fire Department has expressed some interest in running EMS.

FUTURE PLANS/NEEDS

After studying the three facilities, their locations and space needs, the Fire Station Needs Study Committee found that all three fire stations need to be rebuilt and recommended doing so at their current locations.

In addition to the new stations, it would be help the Fire Department to have signal pre-emption in order to reduce response time. There are some detectors currently located on Rt. 28, but fire trucks do not have transponders. Additionally the speed humps on Thatcher and Elliot Streets need to be better signed and have pavement markings because they are difficult to navigate at high speeds.

Most new development (including multi-family units, some currently proposed 40B projects) are expected to occur in the Southwest of Town putting more pressure on the Blue Hill Avenue station in the future.

The Fire Department has been involved in conversations regarding regional staffing of Fire stations which may help to decrease response time; this needs further study.

As Milton’s population continues to become more diverse, it may be appropriate for the staffing of the Fire Department to reflect this diversity.



### POLICE

The Police Station is located in a recently renovated and well maintained building on 40 Highland Street and is a key element of the “civic center” comprised of the nearby Town Hall, Library, Fire Station, and Senior Center.

#### Facility

The building was renovated/expanded in 1973. A new sign and well maintained lawn are aesthetically appealing and welcoming. Almost all the systems are new including the bathrooms, lighting, roof, windows and locker rooms (for 20 women and 50 men). A state of the art emergency operations center, evidence archives, gym, and 12 holding cells are among the key spaces. The holding cells are occupied by approximately 200 persons annually.

The 911 center was renovated in 2008 when the entire first floor was rebuilt. Parking is more than adequate.

#### Staffing

A Police Management Study conducted in 1992 recommended 57 officers for a population of 25,000. Milton currently has a staff of 53 officers for a population of approximately 27,000.

Police officers are relatively diverse (including officers who speak Spanish, Cape Verdean, and Haitian Creole).



*Main Entrance, Police Station*

#### Programs

Milton named one of the safest communities in the U.S. for the second year in a row. The Police Department is involved in a variety of preventive and community programming including:

- One School Resource Officer is currently in the schools, another will be added.
- Women’s Self defense program in collaboration with Milton Hospital
- Regional involvement including Boston Regional Intervention Center, Southshore Anti-Crime Task Force and Roundtables for At-Risk youth

## MILTON MASTER PLAN INVENTORY: PUBLIC FACILITIES AND SERVICES

- Community Safety Programs include Elder Affairs Officer, Crime Tip Hotline and a Graffiti Watch program.

Curry College and Milton Academy have their own on-campus security services. Some of their officers have arrest powers, but no investigative capacity. The Milton Police Department has a satisfactory relationship with these security organizations.

### **Calls for Service/Crime**

There are approximately 25,000 calls for service annually. Of these approximately 15,000 are 911. Milton offers the reverse 911 service for the last 5 years. The largest categories of calls are Burglar Alarms, Suspicious Activities, Medical Services Illegal Parking Complaints and Traffic Complaints.

The number of crimes committed in Milton has been steadily decreasing over the last decade with the total number of crimes coming down from approximately 450 in 1992 to approximately 190 in 2000, a significant reduction. Additionally, while the overall number of crimes has been decreasing, there has been an even more significant reduction in the number of violent crimes (as opposed to property crimes) over this same time period, making Milton a safer place to live.

The biggest crime category, and consistently so over the last 5 years, is that of property crimes (house break ins during the day and car break ins at night). The Police Chief reports that the large majority of these crimes are driven by prescription drug use and addiction that has seen a significant increase in the last few years. Many users turn to heroine because they are unable to keep up with the daily expense of the prescription painkillers that their addiction requires.

There is reportedly very little street crime. All the T-stations and business districts are on camera. There is some bicycle theft.

The fact that Milton is located in very close proximity to District 3 (Mattapan), the highest crime district in the State, poses public safety challenges. Residents may not expect crime because they may perceive that they live in a safe suburb.

Geographic areas that have evidence of drug sale and use include East Milton Square, Cunningham Park, the Cemetery; illegal drugs are also found inside people's houses.

Nevertheless Milton was recently designated as one of the "top 100 safest cities in America." The Police Chief describes the challenge of trying to live up to resident's expectations of living in a suburb when they are located in such close proximity to the city and the urban issues associated with urban environments.

**Funding.** Funding sources include federal sources, Detective to DA Task Force (split asset recovery), Town, Grants, and the Copeland Foundation.

FUTURE PLANS/NEEDS

**Facility.** The building was renovated with the goal of accommodating 72 officers, it is able to comfortably expand (including having lockers for all). The building also has the capacity to accommodate a second story if such an expansion were deemed necessary in the future.

Technology, including more video technology will be the trend in the future to help identify theft and cyber crimes.

Some minimal upgrades to the Police Station itself will be needed in the future:

- There is no elevator in the building.
- The camera system in the holding cells needs to be upgraded
- Most of the vehicles are currently stored outside; in the future could build a 6-bay garage vehicles and evidence storage

**Staffing:** As Milton’s population continues to become more diverse, it may be appropriate for the staffing of the Police Department to reflect this diversity.

**Traffic.** The Police Chief stated that one of his traffic goals is to explore using parking meters to deter people taking the train from parking in business districts and on residential streets. Also, the Department does not have a traffic enforcement unit and would like to have one.

OTHER SERVICES & FACILITIES

Summary of Key Points

- Opportunity for the **Library** to expand its role as a community center for all ages, to this objective needs more parking, better outdoor space, keeping up with technology, post more resources on-line and additional staffing to keep up with the desire for more programming for all ages
- **Council on Aging:** as the number of senior citizens in Milton rise in the future, the COA will need to increase and update the services it provides. It may be beneficial to expand the Senior Center and share the space with the community at large (convert it to a Community Center).
- **Health Department:** the role of the Health Department will need to change and expand in the future to address the needs of an increasing elder population, to provide support to youth, and to partner with relevant parties to promote a health and wellness initiative town-wide.
- **Parks and Recreation:** There will be a need to collaborate more with the Council on Aging and to find ways of providing access recreation in various parts of Town and recreational opportunities for all ages.
- **Town Farm:** This property is available for reuse.
- **Town Cemetery:** Will need space for future expansion.

LIBRARY

The Milton Public Library, located at 476 Canton Avenue, was originally constructed in 1904. The beautiful and historic building underwent a major renovation in 2009 which included demolition of the 1956 addition, doubling the size of the original library (with a new addition) and the creation of a lovely space that has the ability to support additional programming. Some of the new spaces include: Keys Community Meeting Room, Conference Room, Teen Space, Children’s Room, Friends Bookstore, staff spaces, Veteran’s Agent office and café with indoor and small amount of outdoor seating.

In addition to renovating the central library, the service was consolidated resulting in the closure of the two branch libraries. Both branches were built around 1930 and are now leased to other users. The East Milton branch is leased through the Town to the Milton Art Center and the Blue Hills Avenue branch is leased by the Library Trustees to Discovery Schoolhouse, a private pre-school.

**Access and Parking**

Until recently there were a relatively large number of accidents entering the parking lot. In an effort to ameliorate this, the traffic flow was changed and this has resulted in improving the safety of pedestrians and motorists using the Library. There is however, still a shortage of parking spaces in the library’s parking lot and walking across Canton Avenue is still challenging.

Although some people take the bus, and others walk to the library, especially students from the middle and high school, and others since the sidewalks have been constructed; most people drive to the library. Sometimes people park in the nearby church lot; the church does not appreciate this. Additional spaces have been added in a nearby location, but an estimated 50 – 75 more are

needed.



*Library Stacks, second floor*

LIBRARY HOURS

Monday	9 am to 9 pm
Tuesday	9 am to 9 pm
Wednesday	9 am to 9 pm
Thursday	1 pm to 9 pm
Friday	9 am to 5:30 pm
Saturday	9 pm to 5 pm
Sunday	1 pm to 5 pm

### Programming

The library offers a wide range of events ranging from book talks to children's "lap sit program" for babies and toddlers, to Brownie Troup Meeting to French reading support, to a film series, recreational (e.g. gardening, bee-keeping, chess playing), self help/improvement and home improvement.

Occasionally programming is done off-site, at a park, church or the front steps of the library ((hot dogs and strawberries). The library staff also run a book group at senior housing complexes.

### Spaces

In addition to a **Children's Room** with a significant amount of programming, the library also has a "**Teen Space.**" This space is for students in grades 6 – 12, primarily used after school. There are three computers for browsing the web, checking your Facebook, playing games, watching videos, typing up papers, or using the library's research databases for homework. There are books, graphic novels, video games, and magazines. The library hosts events for teens every month. The library also has music, movies, plus lots of downloadable media, including e-books, downloadable audiobooks, and music that can be downloaded for free. A Facebook page lists teen events and a Young Adult Librarian is available to help guide teens in their selection of materials.

**Café Space.** There is a café space on the first floor with indoor and some (limited) outdoor seating.

**Computers.** There are 20 public internet computers used 50,000 times last year. The library also provides some training for the use of computers, downloading e-books, audio-books, etc.

**Collection.** The library has a collection of books and magazines, electronic books, music, audio, and videos. The Milton Public Library is a member of the Old Colony Library Network catalog that includes Milton and 24 other public libraries.

### Trends in Circulation and Usage<sup>9</sup>

- Approximately 300,000 books in collection
- Total circulation of 333,627 (a 3% increase over the previous year; 66% increase since FY09)
- 20% of circulation is now DVDs
- 61% increase in digital downloads compared to previous year
- 37% increase in number of library visits since FY09
- 487 library programs offered (more than 20% over FY12)
- Because of the French immersion program in the public schools, the library has a number of French language books in its collection as well as some DVDs.
- There are no materials or programming oriented to Haitian or Latino or Asian residents.
- More books were checked out this year than any other year since the renovation (there was a marked increase in circulation since the renovation). Also more and more e-books are being checked out.

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<sup>9</sup> from Director's Report for FY2013, Milton Public Library



**Meeting Space.** There are two main meeting spaces, the Keys Community Meeting Room (capacity of approximately 100) and the conference room (capacity of 16 people) used for a wide range of purposes including for movies and lectures, Boy/Girl Scout meetings, soccer groups, local realtors, and art classes (ArtSpace Milton).

**Communication with Users.** The Library communicates with users in a variety of ways including: the library website, a Facebook page, and Friends' blog, The Friends of the Milton Public Library monthly newsletter, email blasts with constant contact, Milton Times, MyTown Milton, billboard outside, Twitter, and the south section of the Boston Globe.

**Homebound Delivery Service** helps residents obtain books they may like to read. After asking participants in the program a few questions about their reading interests, a librarian will select books, magazines or other library materials for each reader in the program. Volunteers from the Friends' group will deliver books to members of program every two weeks, dropping off new books and picking up old books. Volunteers deliver books to individuals and retirement communities.

### **Trends**

The library has experienced a significant increase in usage since the renovation, evidenced in an increase in the number of books checked out, also e-books, and a higher attendance at programs.

### **FUTURE PLANS/NEEDS**

The Library plans to continue to expand its role as a community center for all ages and to this objective will need more parking, better outdoor space, including more outdoor seating, and more on-line resources and staffing in order to keep up with the increasing demand for programming. Increased outreach to teens through programming oriented to their age group is among the library's goals for the future.

Additionally, better connecting the library with other nearby civic uses such as the Town Hall would improve the sense of "civic center" as well as potential for shared parking. For example, adding a blinking light and/or crosswalk so people can easily walk from the Town Hall to the Library and back.

The Library is hoping to be able to find a way to create the 50 – 75 additional parking spaces it estimates are needed.

The Library would like to replace the convenience of the branch libraries (closed as part of the renovation and consolidation program) by providing "red box sub-stations" for dropping off books at the train stations and in underserved areas of Town.

### COUNCIL ON AGING/ SENIOR CENTER

The Council on Aging is located in the Senior Center at 10 Walnut Street and in close proximity to the Town Hall, Fire Station, Library and the gazebo and the town-owned green park-like area in front of the building.

The Milton Council on Aging (“COA”) is a town department comprised of a nine-member board appointed by the Board of Selectmen. It was established in 1980 to respond to the needs of Milton’s seniors and to enhance their quality of life. Working together with the director, staff, and volunteers, the COA provides programs and services for all residents 60 and over. It also assists family members with information and referrals on elder issues.

The Senior Center whose focus is on “healthy aging” is a clearinghouse of information, referrals and activities. Ongoing interest groups include computers, knitting, cribbage, bridge, book clubs, etc.

The COA owns and operates 4 vans and 2 cars. These do not run evenings. On occasion the COA provides transportation to Pierce Middle School special needs students. The COA reports that it needs full use of the vans and that sharing with other agencies/user groups would not work.

#### Facility

The Senior Center is approximately 12 years old; the HVAC reportedly needs some work, but otherwise is in good condition. The Department of Consolidated Facilities town building condition evaluation reports that the Senior Center is in good condition with almost no need for repairs.



The facility is comprised of:

- One large room with a dividing wall where the COA organizes exercise classes and luncheons.
- Foyer: meet and greet, read and sit with coffee
- Classroom : knitting, bridge, support groups
- Computer lab: 28 computers, 3 days/week
- Health Room: treadmill, private consultation, blood pressure clinics

The Center is used by a large number of Milton residents and reportedly people are turned away due to space limitations. The COA also provides home visits to homebound seniors. The Southshore Elder Services manage Meals on Wheels for 11 towns, including Milton.

The Center needs to consistently balance the needs of two general categories of users, those who are 67 – 72 years of age, in good health and interested in active, evening and cultural events and those who are 85 and older whose health may be failing some and who are more interested in medical rides, shopping trips, etc.

Currently 10% of seniors walk to the Senior Center, while 50% drive themselves. There are 64 parking spaces that are reportedly adequate. If there is ever need for overflow parking, the spaces in the Town Hall lot are conveniently located. The remainder of users come to the Center by the Senior Van; it operates 5 days a week and on Saturdays if there is a senior program).

### FUTURE PLANS/NEEDS

As the senior population increases there will be a need for additional funding to pay for additional services; there is also a trend for a change in focus on wellness, socializing, and cultural activities in addition to more traditional health-oriented activities. As babyboomers age, they may be less interested in a traditional senior center and more interested in being more integrated within the community. This may provide an opportunity to share the Senior Center facility with other age groups, in effective converting it into a Community Center. This would require building an addition to the existing facility as there is currently not enough space to accommodate such an increase in usage.

Even if this conversion does not occur, given the significant increase in the number of senior residents projected for the future, there may be a need for additional space for the Senior Center. Also, more senior housing will be needed.

There will be a significant need for funding in the future. The current COA Director cites a recent study that finds Milton the second lowest funded (by the municipality) senior services as compared to those in surrounding towns.

Approximately 40% of the budget is currently met through fundraising. A majority of the cost is the van service. The COA does not feel they could share the van as it is used daily by seniors many of whom cannot drive.

More and more affordable senior housing and assisted living will be needed as the population ages and the number of seniors living in Milton increases.

### HEALTH DEPARTMENT

The Health Department is located in the Town Hall at 525 Canton Avenue. The mission of the Milton Board of Health is “to achieve the highest level of wellness for all Milton residents by adopting reasonable health regulations, providing preventable health programming, and preparing and planning for public health emergencies.” The elected members of the Board of Health work together with the Board’s professional staff to:

- Enforce state and local public health and environmental regulations
- Provide public health nursing services, health promotion activities, emergency preparedness and response planning,
- Provide community health education including through press releases, cable television releases, a website, annual reports, and most recently a Facebook page and Twitter account

## MILTON MASTER PLAN INVENTORY: PUBLIC FACILITIES AND SERVICES

- Reduce environmental health hazards including licensing and inspections of food establishments, house code inspections and enforcement, solid waste handling practices, etc.

### Staffing

The Board of Health consists of three members, a volunteer Medical Advisor, and a professional staff comprised of a full time Director, a part-time Public Health Nurse, a part time Health Inspector and a part-time Clerk.

**Table \_\_\_\_ Inspectional Services and Board of Health Permits  
Most Frequent Services Provided by the Health Department**

Service	Comments	Number in 2013
Food Establishments	Routine inspections, re-inspections	224
Burial Permits		212
Public Health & Environmental Complaints	Investigations & re-inspections	90
Food Establishments	permits	79
Swimming Pools	Public & semi-public	58
Housing Code Enforcement	Inspections, lead determinations, court actions	25
Seasonal Food Permits		21

The Public Health Nurse provides:

- Medical services including dispensing of seasonal flu vaccines
- Community awareness activities such as programs in the schools and senior center

- participating in community wellness programs including the Celebrate Milton Community Walk organized by Milton Hospital

### FUTURE PLANS/NEEDS

Future trends include... in the shorter term:

- There is a need for more space for the Health Department; currently the nurse has no private space in which to hold often confidential conversations as well administering of vaccines.
- In certain areas in town where there are a large number of rental housing units, there may be a need to change the way in which code compliance is conducted. Since the majority of complaints are repeat landlords and tenants, the Health Department could establish a small revolving fund (that is retained; does not go back to the general fund) into which landlords pay a fee that pays for pre-rental inspections<sup>10</sup>
- There used to be a Youth Counselor that reached out to at-risk youth (received referrals from the Schools and Police Department). The town has lost this Counselor, the Youth Center and the Youth Department. There is an increase in heroine use, anxiety issues, bullying and issues that often accompany lower income families and poverty. A Youth

<sup>10</sup> Boston requires a pre-rental inspection every time a new tenant moves in (at a cost of \$50/inspection, the Health Department issues a pre-rental inspection certificate documenting all code compliance issues, etc.

Counselor could help these individuals. Sharing a Center with seniors could provide many benefits.<sup>11</sup>

- There is reportedly a need for a town social worker to deal with mental health issues. Currently some resources exist for seniors and youth, but not for middle-aged people. The Health Department often encounters problems when conducting housing inspections. There is a possibility of partnering with Canton to provide this service.

In the longer term:

- Increasing elderly population will necessarily require a closer collaboration and expanded role of the Health Department (including a closer working relationship with the COA).
- There will be a need to use technology to access public health data the way some other communities are already doing (e.g. by plotting issues, complaints, patterns on GIS maps and developing health/wellness indicators that help predict and address issues)
- Increasing concern for emergency preparedness will continue to put pressure on the Board of Health to increase its emergency response capabilities. Milton is a part of a group of 27 communities that exchange information regarding emergency preparedness; the Town is part of Region 4B (with Dedham, Needham, Wellesley, Norwood and Westwood). There is a potential to share resources with these communities.

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<sup>11</sup> The Town of Stoughton might be a model for a shared Senior/Community Center and co-programming.

The Health Department would like to expand its definition of health and wellness and become more proactive and involved in supporting community wellness activities. Perhaps more collaboration with Milton Hospital could support such efforts. As part of a Healthy Milton Initiative there would be a need to conduct a Community Assessment.<sup>12</sup> Conducting a Community Needs Assessment on Public Health issues also provides a good basis for applying for grants and other funding. Milton Hospital has just begun such an assessment. The Health Department could collaborate with them to ensure that it serves their purposes so no duplication of effort occurs.

Curry College has a nursing program and a community health program; they may be another resource to partner with.

In looking to launch a Healthy Milton Initiative, there will be a need for funding; Center for Disease Control and the Metropolitan Area Planning Council may be potential sources. Partnering with Canton may also be a way of approaching cost (and other) efficiencies.

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### PARKS AND RECREATION

**The Parks and Recreation** Department is responsible for maintaining approximately 115 acres of town property including parks, ponds and playgrounds and provides a wide range of programming for both children and adults year round.

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<sup>12</sup> Brookline is reportedly a good model for how to conduct and also they report related data on an annual basis.



## MILTON MASTER PLAN INVENTORY: PUBLIC FACILITIES AND SERVICES

All the existing fields are multi-purpose and used all year around. Athletic field use is at capacity and often groups are turned away. They are in very high demand and residents currently also use fields in Quincy, Milton Academy and Houghton's Pond (DCR).

The Department is looking for additional locations for fields; obstacles include:

- Schools charge user fees for use of their fields.
- Neighbors oppose fields “in their back yard” (fear of traffic, parking and noise from children).
- Lighting the existing fields would increase their capacity, but neighbors oppose this

In addition to fields, the Parks and Recreation Department also organizes summer camps, ski trips, after school activities including a middle school program for 530 kids.

The Youth Sports Advisory Committee represents all youth user groups that use the grass fields.

There is an increase in diversity of the population driving the need for more and different sports activities as well as for adult and active senior programming.

All the parks currently have playgrounds and having dogs run off leash and use the park for their waste (which is frequently left behind by their owners) is a public health hazard.

*For a more detailed discussion of Recreation, please see chapter on Open Space and Recreation.*

### FUTURE PLANS/NEEDS

Currently the demand for athletic fields exceeds the supply and there is an increase in both adult and youth programming.

- There will be additional need for **athletic fields** in the future.
- The Parks and Recreation Department would like to acquire funding in order to install additional light meters at the Gile Road Athletic Complex so that all fields can operate at night (the present configuration only allows for one game per night).
- Additionally all of the **playgrounds** are over 20 years old and will need replacement.
- There may be additional opportunities for discussing with area private educational institutions (e.g. Milton Academy and Curry College) for additional use of their recreational facilities by Milton residents.



*Track at Milton Academy, used by some Milton residents.*

## MILTON MASTER PLAN INVENTORY: PUBLIC FACILITIES AND SERVICES

- It may be desirable to consider re-establishing a youth center (opportunity to combine with an expanded senior center?)
- It may be desirable to revisit the idea of a Center Playground (parents had raised money in the past and neighbors opposed). It is a way of providing community gathering opportunities to meet people outside of ones immediate neighborhood.
- Funding for maintenance, programs and staff will need to be obtained.
- The Parks and Recreation Department is currently involved to a small degree with the Council on Aging. In the future there will be a need for more join programming especially for the active seniors interested in fitness and socializing.
- The increase in population diversity may increasingly affect the demand for programming (e.g. concurrent with an increase in the African American population recently the demand for indoor and outdoor basketball has increased as has the demand for adult soccer and family tennis, related to an increase in Latino residents who tend to be interested in these sports; also Gaelic football and rugby are becoming more popular with those with Irish heritage)
- Providing opportunities for walking, a fitness trail and/or adult playground would reportedly be popular. One place where this could occur is Turner’s Pond (e.g. build a walking path around the Pond and use it as an extension of the bike path). Also Houghton’s Pond or land at the Blue Hills may be appropriate for an adult playground. Perhaps DCR could be approached to designate another area for fields.
- Explore the possibility of designating a park for use by dog owners (e.g. a designated dog park).

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### TOWN FARM

The “Town Farm” is currently the site of the town’s Animal Shelter housed in the historic building with an adjacent fenced-in field (for the animals). There are three historic buildings (the former poor house, one for men, one for women).

The Animal Shelter is run by the Milton Animal League is a volunteer group dedicated to the rescue, care, and adoption of animals in need. Animals receive a physical exam, age appropriate vaccines, blood tests and spay/neuter. The Milton Animal Shelter is a 501 C3 non-profit charity organization. They rely solely on adoption and membership fees and donations from individuals and businesses.

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### FUTURE PLANS/NEEDS

There has been some discussion regarding redevelopment of this site. The buildings and site should be assessed for their potential to be redeveloped as housing.

In early 2011, town officials decided to sell the 34 acres of land. Funds from the sale were to be given to the town’s poor. A purchase and sale was drawn up with Pulte Homes of New England LLC to buy 30 acres for \$5 million.

The remaining four acres were to stay in the town’s possession, keeping the two old Almshouses, a stable, a pest house – used to quarantine

people with smallpox, and the Milton Animal Shelter in the town's control.

The type of will and the inclusion of a trust mandates approval from both probate court and the Attorney General<sup>13</sup>. The court decision will make way for the construction of 23 "New England-style homes" to be built on the lot (this development will be the first to be built under the town's "cluster subdivision" bylaw that allows homes to be built closer together, thus preserving open space).

Under the confines of the purchase and sale, the developer can exchange some of their land for the additional four acres of land on the lot if the construction of 23 houses isn't possible with the existing terrain.

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### TOWN CEMETERY

The Milton Cemetery was established in 1672 (ten years after incorporation of the Town). It is overseen by a five member Board of elected Trustees who annually appoint a Superintendent to oversee the day to day operation. An historical 'garden cemetery', it is the burial place of over 30,000 Miltonians or descendants of Milton residents. The Cemetery was accepted on the National Register of Historic Places in June of 2004<sup>14</sup>.

The original cemetery was developed on a grid pattern. Subsequent sections were developed based on the garden cemetery movement with curvilinear roads and use of natural features to punctuate the landscape.

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<sup>13</sup> From <http://www.boston.com/yourtown/news/milton/>

<sup>14</sup> From Milton Cemetery brochure

There are several buildings on the grounds including six structures, one barn, and 2 garages (for storage of trucks, tools, etc.) In 2010, a stable located on site, was renovated to create office space for the Superintendent and other administrative staff for the cemetery.

The cemetery is a 102 acre contiguous, beautiful site with over 30,000 Milton burial, artistic and historic monuments and a beautiful landscape. It is non-sectarian and includes a number of sections for different purposes. The Cemetery is open from 8:00 a.m. to 4:30 p.m. (winter) and 8:00 p.m. (summer); graves and lots are sold to residents of Milton only and are not transferable to non-residents. The cemetery is also used as an outdoor space for recreation and community events, including a self-guided historical walk.

#### Capacity

There are currently approximately 30,000 burials in the cemetery and approximately 3,000 graves left for sale. The present sale areas are the Garden of Hope, the Garden of Honor and the Copeland garden. There are approximately 230 burials performed annually, up to one third of these are cremations (cremations are less expensive). There are two cremation sites on the premises (these are buried in the Copeland Garden section). Only one section of the cemetery is double-depth (with an approximate capacity of 2400 burials). All the rest is single depth.

#### Staffing

There are currently 7 FTEs all year around and approximately 6 youngsters hired in the summer for help with additional tasks.



Milton Cemetery, wayfinding map

### Funding and Management

The Trustees of the Cemetery oversee the enforcement of restrictions adopted for the preservation of the natural environment and the maintenance of the grounds. Friends of the Milton Cemetery raise funds directly for the cemetery.

There is currently a Town budget line item (\$700,000) annually + an annual contribution (\$10,000) from the Copeland Foundation that together cover all costs.

The Perpetual Care fund, supported by tax-payers is currently breaking even. It will be a challenge to grow this fund in the future when it will be

needed for future maintenance of the grounds (when all burials are sold and there is no more income accruing).

The Copeland Foundation has given the Cemetery a grant for the purpose of 2 additional acres. Each acre can accommodate approximately 1200 burials.

### Other Activities

The cemetery encourages public use of the landscape and promotes the concept that it is a public park-like space. The cemetery is used for a number of recreational and cultural activities including walking tours, bird watching, picnics near the pond, running, bike riding, art exhibits, etc.

### FUTURE PLANS/NEEDS

In the future will need additional burial space; the increase in the trend for cremation burials will have the effect of slowing down the demand for burial space (as takes up significantly less space). However, even if the rate of cremation rises to one half of all burials (as compared to the current one third), the demand for burials will result in a need for additional space. Eventually, the Town will need additional burial space and the Cemetery continues to look for contiguous parcels to purchase for the purpose of expansion.

A parcel adjacent to the cemetery and currently used by Milton Academy for equipment may be available for the cemetery to purchase for expansion purposes. Additional parcels will need to be identified for future purchase and potential expansion.

INFRASTRUCTURE & UTILITIES

**Summary of Key Points**

- Need new and renovated **DPW facilities** (identified as Priority 1 in building assessment study). Town meeting voted to appropriate needed funds.
- Repairs will continue to be needed to improve the efficiency of the **water and sewer and stormwater management systems.**
- **Pavement Management.** DPW completed a Pavement Management Plan in order to most efficiently coordinate the improvement of the Town's road network.
- **Forestry and Tree Maintenance.** An increase in the number and severity of storms in combination with disease, have resulted in a dwindling tree stock throughout the town.
- A significant investment will be needed to maintain the **Town's roadway & sidewalk system** in its current condition; additional funds will be required for improvements.
- **Water.** 99% of the town's residents and businesses are on the MWRA water system. DPW is currently working on a Water Master Plan that will identify ways of increasing the system's efficiency including replacement of water mains, improvements to the three water tanks and replacement of water meters.

- **Sewer.** Approximately 95% of the Town's residents are connected to the town sewer system. DPW has developed an Infiltration/Inflow reduction plan to help identify ways to rehabilitate the system for cost savings. DPW maintains 8 pumping stations, almost 100 miles of sewer mainline piping and several thousand man holes (two of the 8 pumping stations are over 50 years old).
- **Stormwater Management.** DPW is currently in its 7<sup>th</sup> year of a 10 year Storm Water System improvement program. The Town received a grant create a Stormwater Utility or a regional Stormwater collaborative for more effective management.
- **Solid Waste and Recycling.** The Town has a contract with Waste Management Inc. for the disposal of solid waste and recyclable items.
  - Solid waste (trash) is "pay-as-you-throw," collected curbside, and has consistently decreased (in terms of tonnage) over the last 10 years (in direct proportion to an increase in recycling)
  - Recycling was recently changed to single stream, a more convenient service for residents
  - Milton's overall recycling rate is almost 55%, the second highest in the State
  - DPW operates a recycling center for the disposal of books, electronics, scrap metal & large appliances (this facility is monitored by video as there has been a recent increase in individuals stealing from the site)



### DEPARTMENT OF PUBLIC WORKS

The Department of Public Works is comprised of nine service groups:

- Water
- Sewer
- Stormwater
- Solid Waste and Recycling
- Forestry
- Highway
- Alarm Traffic & Street Lightings
- Fleet Maintenance
- Engineering

The total value of the five budget areas under the direct management of DPW is second in value only to the School Department.

The Department of Public Works is located on a 8 ¼ acre site at 629 Randolph Avenue. Fourteen structures and two garages are consolidated here including:

- Administrative offices
- Employees lunch room
- Central maintenance garage
- Vehicle storage building
- State of the art fuel depot (provides fuel for all town vehicles)
- Barns (100 year old structures)
- Salt shed
- Gravel and salt piles
- Sand mixing area

### Condition of Facilities

- A recent Building Needs Assessment conducted by the Consolidate Facilities Department concluded that the DPW facilities are inadequate in the following ways:
  - some of the buildings were designed to be temporary facilities and are in poor condition
  - lacking needed facilities for office space, equipment storage and H/C accessibility
- There is a significant need for:
  - Improved working environment(s)
  - File storage
  - Lockers, bathroom, shower improvements
  - Lunchroom, training space
  - Improved equipment storage

### Equipment

The Department has a capital plan with all equipment on a life cycle maintenance and purchase system. Costs are shared across profit centers.

Approximately \$3 million worth of equipment is currently either stored in old horse stalls that are in very poor condition, or outside. This is less than ideal for extending the life of the equipment.

**Staff.** The Department employs 26 staff members some of whom recently filed a grievance regarding working conditions.

- recent automation of systems, use of technology and social media have resulted in improvements in efficiency and communication with residents
- DPW staff has been reduced, making the provision of services difficult.

## MILTON MASTER PLAN INVENTORY: PUBLIC FACILITIES AND SERVICES

- The DPW secretary currently does double duty as Conservation Commissioner (2/3 of her time). This negatively impacts both of her roles.
- There is reportedly a need for a Conservation Agent to be fully devoted to Conservation issues, thus freeing up the DPW secretary increasing the administrative capacity of DPW.

**Pavement Management.** DPW has implemented a Pavement Management System in order to most efficiently coordinate the improvement of the Town's road network. The Plan includes an inventory of all roads, their condition, and repair needs.

The Town has relied heavily on Chapter 90 funding to fund road reconstruction and the sidewalk system. DPW makes a concerted effort to undertake upgrades so that work on roads, water and sewer are coordinated and to blend separate funding sources to accomplish these.

Underway is a Complete Streets project for improvements to Central Avenue (\$1 million was appropriated to include sidewalks, period lighting, and decorative street clock). Also planned are \$1 million to improve Northern Granite Avenue (MassWorks).

DPW receives many requests for traffic calming devices for neighborhoods which are addressed on a case-by-case basis. Gateways into Town need to be aesthetically and functionally improved.

**Forestry and Tree Maintenance.** An increase in the number and severity of storms in combination with disease, have resulted in a dwindling tree stock throughout the town.

The entire tree planting effort is funded through insurance or donations made under the Tree Gift Program. A volunteer Tree Warden oversees the planting of shade trees. If a resident or business owner purchases a tree, DPW will plant it if it provide shade to the public.

There is currently a class action suit filed against National Grid (gas company) for \$400,000 in damages duet to poisoning of trees because of gas leaks.

### FUTURE PLANS/NEEDS

- **DPW** will need new and/or renovated facilities in the near future. This was identified as Priority 1 in the Consolidated Facilities building assessment study. Town meeting appropriate funds in the May 2014 meeting.
- A significant investment will be needed to maintain the **Town's roadway & sidewalk system** in its current condition; additional funds will be required for improvements.
  - Speed bumps have not worked in the Town, speed tables, raised crosswalks and intersections are preferred.
  - In the future as larger housing and other development projects proposed, there will be a need to consider infrastructure needs, i.e. mitigation (for example, Milton Mews is presented as a Transportation-Oriented Development, however residents will need sidewalks and bike lanes to reach public transportation).

Other: There is reportedly a need for a Conservation Agent to be fully devoted to Conservation issues.

### WATER

Almost all (99% ) of the town's residents and businesses (approximately 8600 customers) are on the MWRA water system. DPW is currently working on a Water Master Plan that will identify ways of increasing the system's efficiency including replacement of water mains, improvements to the three water tanks and replacement of water meters.

The Department is currently developing a flow model to determine if it can service a large housing development (in preparation for such an event).

### FUTURE PLANS/NEEDS

Repairs will continue to be needed to improve the efficiency of the water systems. A recently completed Water Master Plan identifies four areas needing improvement and estimates that approximately \$10 million will be needed to implement these measures:

- Water main replacement
- Significant capital improvements needed to continue using the three existing water tanks
- Most of the water meters are approximately 10 years old and need replacement (currently they are losing capture rate because the batteries are running low)

There is some sharing of water with Canton. This agreement was recently revised resulting in separating the two towns. The Department will need to evaluate whether or not the pipe loop through Canton is needed or not (for potential future back up need).

If large housing developments of numerous multi-family units are constructed, the Water Department will need to ensure that they can service these.

### WASTEWATER

Approximately 95% of the Town's residents are connected to the town sewer system. Wastewater flow from Milton averages approximately 3.7 million gallons per day (mgd)<sup>15</sup>. The majority of the flow from the town is tributary to two MWRA interceptors; the MWRA is responsible for the maintenance of these sewers. The remaining 3% discharges directly to Boston, Canton or Quincy sewer collection systems at various locations.

DPW maintains 8 pumping stations, almost 100 miles of sewer mainline piping and several thousand man holes (two of the 8 pumping stations are over 50 years old). The Department recently replaced 3 pump stations and cleans and inspects 2,308 linear feet of sewer pipe.

The Department of Public Works has developed an Infiltration/Inflow reduction plan to help identify ways to rehabilitate the system for cost savings. Additionally, it has identified 250 illegal connections and are pursuing getting back payment for these.

### FUTURE PLANS/NEEDS

While the town has aggressively pursued the removal of Infiltration and Inflow over the past several years, some infiltration still exists in the

<sup>15</sup> Town-wide Sewer Investigation and Rehabilitation Program, Pre-prioritization Evaluation Report, Weston and Sampson, March 2009.

sewer system. Repairs will continue to be needed to improve the efficiency of the sewer system. A 10-year Town-Wide Sewer Investigation and Rehabilitation Program (completed by Weston and Sampson) phases the improvements needed to the system. The program includes television inspection, manhole inspection, data evaluation, cost-effectiveness analysis, mapping and database updates, reporting, rehabilitation design, and construction. Improvements are recommended for each subarea of the system.

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### STORMWATER MANAGEMENT

The Department of Public Works is currently in its 7<sup>th</sup> year of a 10 year Storm Water System improvement program.

Currently DPW needs to coordinate with the Planning Department, Building Inspector and Health Department (according to Stormwater By-law) to prepare for an Environmental Audit for the Department of Environmental Protection. The Building Department recently acquired a new permitting software where projects are entered when it is determined that they need a Stormwater management permit. Apparently there have been instances where projects and their impacts have been missed (due to the difficulty in coordination).

Another concern is the educational campuses. Some of the buildings are not clearly identified on maps. There is a need to clean up the maps in coordination with the institutions; this will be helpful when updating water, sewer and public safety.

DPW issues the permit, they don't actively conduct the inspections; the Planning Board brings in a third party consultant to oversee these.

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### FUTURE PLANS/NEEDS

Repairs will continue to be needed to improve the efficiency of the stormwater management system.

The Department will continue to explore the benefits of regional cooperation. DPW was recently awarded a grant to create a regional Stormwater collaborative for more effective management. The Department is interested in becoming a pilot community and is currently working with MAPC to start this process. The goal of the project is “to build upon existing partnerships to establish a more formalized, long term alliance among the communities, as well as to complete key early action items required in the EPA’s draft permits that lent themselves to regional implementation.”<sup>16</sup> There are currently only two other such collaborations in the State.

There is also a need to coordinate with area educational institutions so that maps are updated to clearly identify institutions’ buildings. A longer term goal is to connect to other drainage systems in the Town, namely those of DCR, Mass DOT, and the Expressway.

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### SOLID WASTE DISPOSAL AND RECYCLING

The Town has a contract with Waste Management Inc. for the disposal of solid waste and recyclable items.

- o Solid waste (trash) is “pay-as-you-throw,” collected curbside, and has been consistently decreasing (in terms of tonnage) over the last 10 years (in direct proportion to an increase in recycling).

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<sup>16</sup> From proposal for Community Innovation Challenge Grant to develop a Neponset Valley Regional Stormwater Collaborative

## MILTON MASTER PLAN INVENTORY: PUBLIC FACILITIES AND SERVICES

- One-half of the revenues are generated through the stickers residents are required to purchase; the other half of revenues are funded through the Town



*“Pay as you throw” has been successful at reducing solid waste in Milton.*

### RECYCLING

The Recycle Center is open one Saturday per month. A DEP Technical Assistance Grant was used to study the space, types of objects collected and revenues gained.

- Recycling was recently (January 2012) changed to single stream, a more convenient service for residents
- Milton’s overall recycling rate is almost 55%, the second highest in the State
- DPW operates a recycling center for the disposal of books, electronics, scrap metal & large appliances (this facility is monitored by video as there has been a recent increase in individuals stealing from the site)

### FUTURE PLANS/NEEDS

The Solid Waste Advisory Committee is currently reviewing the Waste Management service

- Need for improvements to Recycling Center
  - Currently there are scavengers hanging around and pilfering recycled items in effect stealing potential revenue from the Town. A video surveillance system has been set up to monitor such activity
  - There is also unclear circulation and a lack of signage, making navigation through the site difficult
  - A recent Study (DEP) recommended consideration of recycling bulky plastics to make textiles as a more revenue generating activity and creating a Swap and Shop Center for residents to exchange objects and household goods

### CONSOLIDATED SERVICES

Long term facilities management is important for protecting building investment and managing the Town’s capital budget. In an effort to be responsive and responsible to this need, Milton created the Consolidated Facilities Department (by joint resolution of the Municipal and School departments; approved by Town Meeting in 2010). The Department is located at 525 Canton Ave (Town Hall).

The Department of Consolidated Facilities is responsible for maintaining twenty-two (22) town/school buildings. The Department implemented a web based preventive maintenance and work order system to help



maintain all buildings, equipment and HVAC systems and has completed a Building Conditions assessment of 16 of the town-owned properties. The systems in place today will focus on preventative maintenance and will make maintaining the facilities more efficient and cost effective.

The Department of Consolidated Facilities is responsible for the coordination and care of both Town and School Department facilities. The Department's mission is to "provide facilities management and services to all town buildings in the planning, construction, renovation, maintenance and cleaning operations in the most cost effective manner possible."

The Consolidated Facilities Department also procures all natural gas and electricity for the Town.

Facilities include four elementary schools, one middle school, Milton High School, Town Library, DPW complex, Senior Center, Police Station, and three Fire Stations.

The Department completed a (PPA) lease agreement<sup>17</sup> for solar panels on the roofs at four schools. The Consolidated Facilities Department also recently signed a net metering (PPA) agreement<sup>18</sup> for 5 megawatts of power that is off site for schools and the Town.

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<sup>17</sup> The Town leases the equipment and is entitled to the benefits of using the system, i.e. the free power that is generated.

<sup>18</sup> Under the net metering tariffs, when you produce more than you need, you earn credits for the electricity that you export. This credit is used to offset your usage when you need more than your generator is producing (at some other time).

Department staff coordinates:

- custodial care/cleaning
- maintenance and repair
- landscaping and pedestrian snow removal (School and Town buildings)
- capital improvements

Additionally, the Department is looking for adequate space to house in-house staff.

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### FUTURE PLANS/NEEDS

The Consolidated Facilities Department has the following goals for the future:

- To complete Building Condition Study of all Facilities
  - Final implementation of web based preventative maintenance and work order system to maintain buildings, equipment and HVAC systems
  - Continue to evaluate and consolidate vendor contracts for operational efficiency/cost savings
  - Obtain and recommend Energy Grants and programs to reduce energy consumption/cost savings
-

SUSTAINABILITY MEASURES

The Town has applied for and acquired Green Community and NSTAR Grants for energy efficiency. Milton was awarded \$117,000 in Green Communities Funding and a \$20,000 NSTAR grant for a projected yearly savings of \$28,800 from energy efficiency measures/projects to the Town Hall, Police Station, Town Library, Pierce Middle School, Council on Aging, DPW, and Central Avenue LED lighting.

Attaining the Green Community status allows the Town to apply for additional grant opportunities.

FUTURE PLANS/NEEDS

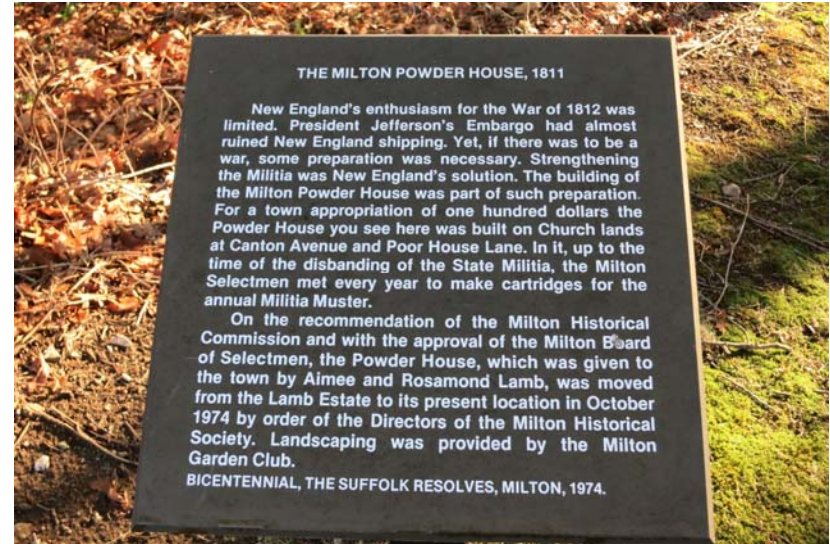
The town will be more cost effective and more environmentally responsible if it continues to lead by example, by implementing **sustainability measures**. The Town will continue to seek energy efficiency in all of its Town-owned buildings.

On-going energy conservation efforts include:

- Working with a third party energy consultant to investigate additional energy options through out the Town.
- Additional indoor/outdoor lighting retrofits, such as LED interior and exterior parking lot fixtures
- Variable speed drives & motors on boilers
- Upgrades to energy management systems
- As mentioned above (under the Consolidated Facilities Department discussion), the Town has entered into lease

agreements for solar panels on the roofs of several town buildings including four schools and at Town Hall.

Milton is in the process of applying for additional funding through Green Communities in the Competitive Round. The next round of grants could be up to \$250,000 if awarded.



Plaque at the Milton Powder House.

*Just as it is important that Milton preserve its past, the Town must also make a concerted effort to protect its future.*

### ISSUES, CHALLENGES AND OPPORTUNITIES

The following is a preliminary list of issues, challenges and opportunities posed by the findings of the inventory of existing conditions of Milton's public facilities and services.

- Consider developing a “civic core” or “civic center” by better connecting the town facilities currently located there; these include Town Hall, Fire Station, Police Station, Library, Senior Center, and the gazebo. Provide physical connection and consider creating a center playground and/or an expanded Senior Center to be used as a Community Center, and other opportunities for all residents to gather.
- The recent investment in school construction will need to be protected by setting aside funding for preventive maintenance. Also, since all the schools were renovated at the same time, it can be expected that they will need replacements, upgrades and repairs more or less simultaneously.
- There used to be a Program Manager (2003 – 2008) who worked on grant writing, issues regarding community awareness, and pursuing programs such as Tree City USA programs. This function now falls on Town Staff and is therefore, not fully maximized.
- There is a need to consider ways of increasing school capacity in the event of additional housing development
- Consider a shared senior/community center (share same expanded facility) for the sake of better integrating seniors into the community, in order to expand the existing facility to serve increasing numbers of seniors and in order to provide a place for youth
- In the future as larger housing and other development projects proposed, there will be a need to consider infrastructure needs, i.e. mitigation
- Consider ways of maintaining existing facilities (especially playgrounds and playing fields) and expanding recreational opportunities for all ages
- The renovations and new construction of the Fire Stations and the DPW campus will need to be mindful of future trends so that they are able to serve the town's future needs in years to come.
- Support the library in its efforts to expand its role as a community center for all ages
- As the population ages, the Council on Aging will need financial support to increase the type and amount of services it provides to senior citizens, but also will have to reinvent itself in order to meet evolving baby boomer expectations.
- It will be important for the Health Department to form partnerships to help address wellness and health in the community overall; including launching a Healthy Milton Town-wide Initiative (perhaps involving Milton Hospital among others).

- Explore possibilities for cemetery expansion onto adjacent parcels
- Support the implementation of the Water and Sewer Long Range Plans in order to keep these systems operating efficiently and effectively.
- The condition of roadways and sidewalks will continue to deteriorate unless additional funding is provided.
- It will be important to continue to explore ways of increasing cost effectiveness by sharing resources and initiatives on a regional basis when appropriate.
- It will be important for the Town to continue to lead by example by implementing sustainability measures with the intent of protecting the environment, as well as to provide incentives to the private sector to do so.
- Pedestrian and bicycle ways will need to become more of a priority if walking and biking are truly to become alternative modes of transportation.
- Consolidated Facilities will continue to need capital funding in order to stay abreast of preventive maintenance for town and school facilities and will need additional space for in-house staff.
- There may be additional opportunities for discussing with area private educational institutions (e.g. Milton Academy and Curry College) for additional use of their recreational facilities by Milton residents.
- As the population becomes increasingly diverse, the Town may need to explore ways of being more inclusive by reaching out directly and specifically to various demographic groups.

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<http://www.boston.com/yourtown/news/milton/>

### INTERVIEWS

Joseph Lynch, Director, Department of Public Works/Water/Wastewater  
John Thomas, Town Engineer  
Brian Carlisle, Assistant Director

William Ritchie, Director of Consolidated Facilities

William Adamczyk, Director, Milton Public Library

Daniel D. Haacker, Assistant Director, Milton Public Library

Mary Ann Sullivan, Director, Council on Aging

Therese Desmond-Sills, Superintendent, Milton Cemetery

Richard Wells, Police Chief

John Grant, Fire Chief

Mary Gormley, School Superintendent  
Glenn Pavlicek, Assistant Superintendent for Business

John Phelan, Assistant Superintendent for Curriculum and Personnel

Davide Perdios, Director, Parks and Recreation Department

Michael Blanchard, Assistant Town Administrator and Former Director of Health Department

Caroline Kinsella, Town Nurse

William Clark, Planning Director