

Master Plan for the Town of Middleton

Prepared for the

Middleton Growth and Master Plan
Study Committee

By

Planners Collaborative Inc.

October, 1999

This Plan has been prepared under an Incentive Grant from the
Massachusetts Department of Housing and Community Development

General Goal Statement for Future Town Development

To manage the residential and commercial growth of Middleton while maintaining the small-town, community environment that already unites the residents. To allow for change while minimizing encroachment on the natural environment. Further, to create a town center that has a participatory, functional local government and which encourages gathering, shopping, and pedestrian activity.

Table of Contents

<u>Section</u>	<u>Page</u>
1. Acknowledgements	1
2. Executive Action Summary	2
3. Introduction	5
4. Summary of Major Recommendations Based on Stated Goals	6
5. Land Use and Zoning	8
6. Population, Employment and Economic Development	22
7. Middleton Square	31
8. Housing	35
9. Traffic and Roadways	40
10. Potable Water	44
11. Wastewater Disposal	47
12. Schools	49
13. Municipal Resources	51
14. Plan Implementation and Amendment	55
Appendix 1: Town-Wide Survey Results	64
Appendix 2: The Survey Questionnaire	68
Appendix 3: Public Meeting Exercise Results	71
Appendix 4: Classroom Needs Projections	72

MIDDLETON MASTER PLAN

1. Acknowledgements

1.1 Organizations Involved

The Master Plan has been prepared under the direction of the Middleton Growth and Master Plan Study Committee, a special temporary committee established by Town Meeting. The committee was established in 1997 and will go out of existence in June 2000. It could be terminated earlier, when a Master Plan Committee, as recommended in this Plan, is established before June, 2000.

From July 1997 to May, 1998 the Growth and Master Plan Study Committee met monthly to define and elaborate the major growth issues facing the town, and to determine the scope of services appropriate for a contract for professional planning services to aid the committee in analyzing growth problems and preparing a plan to deal with them. At the May 1998 Annual Town Meeting a request for funds to obtain professional services was approved. The committee prepared and issued a Request for Proposals for such services, and after reviewing the proposals received and conducting interviews, selected the firm, Planners Collaborative Inc. of Boston for the work. An application for an incentive grant from the Massachusetts Department of Housing and Community Development was also prepared at this time to help offset the cost of professional planning services. This grant was approved and awarded to the Town in October, 1998.

1.2 Individuals Involved

Membership on the Growth and Master Plan Study Committee consists of the following people representing the organizations listed.

Kosta Prentakis, Chairman	Board of Assessors
Harry Mathews	Planning Board
Steven Weitzler	Planning Board, Historical Society
Mary Jane Morrin	Board of Selectmen, Board of Health, Housing Authority, Solid Waste Recycling Committee, Open Space Committee
Paul Richardson	Board of Trade, Open Space Committee
John Goodwin	At Large (past member of Planning Board and Chairman when the 1966 Master Plan was prepared), Historical Commission

The following people, with their organizational association, have served on the Growth and Master Plan Committee, and preparation of the Master Plan, but are no longer on the Committee.

Robert Nersasian	Board of Health
George Dow	Planning Board
James Hosman	Past member of the Board of Selectmen
Roberta Schriber	Past member of the Planning Board
Thomas Wheatley	At Large

2. Executive Action Summary

The following are actions recommended in the Master Plan. Reasons for the actions are given throughout the Plan. The following listing is intended to summarize the actions, dates and responsibilities in a brief and concise manner.

Action	By	Primary Responsibility
1. Authorize the Town to set aside a substantial amount of money for the purpose of buying land and/or development rights on land to keep it from being developed, and to add to the stock of land available for municipal purposes.	5/2000	Growth and Master Plan Study Committee
2. Pass a zoning bylaw amendment which "schedules" or limits residential subdivision development to 4 lots per year or 1/4 of the total lots in each proposed project.	5/2000	Growth and Master Plan Study Comm.
3. Revise Zoning Districts: 3.1 Expand the zoning district boundaries for business zones in Middleton Square and at the intersection of Maple, East and Gregory Streets. 3.2 Expand the M-1 light industry zoning district along, and on the east side of South Main Street. 3.3 Allow B business zone uses in the M-1 light industry zoning district on the east side, and within 500 feet, of South Main Street. (Already in the Zoning Bylaw) 3.4 Change the zoning category from I institutional to C conservation on the state-owned "Colony" land. Also change the central area of this land that contains buildings to M-1 light industry. 3.5 Change the zoning category of the B-1a limited business district along North Main Street, north of Debush Avenue, to M-1 light industry. 3.6 Change the zoning category from B and R-1b to M-1 of lands along North Main St. south of Rockaway Rd. and west of the N.E. Power Co. transmission line. 3.7 Expand the M-1 zone at the intersection of River and South Main Streets, to include land west of Dales Restaurant. Zone B business uses would be permitted in this M-1 area, within 500 feet of South Main Street., as is now done on both sides of South Main Street.	5/2000	Growth and Master Plan Study Committee Growth and Master Plan Study Committee. Planning Board to conduct required public hearings.
4. Pass a zoning bylaw amendment that establishes a design review committee to provide advice on proposed commercial and industrial developments.	5/2000	Growth and Master Plan Study Comm.

Action	By	Primary Responsibility
5. Pass a zoning bylaw amendment which provides 10% density bonuses for developments that include a senior center and/or limits occupancy of residential units to persons over age 54. A 10% density bonus would be available for either feature, allowing a 20% bonus for developments that include both features.	5/2000	Growth and Master Plan Study Committee
6. Authorize and establish a Master Plan Committee	5/2000	Board of Selectman
7. Create a Trails Committee that can begin investigating possibilities for including strategically located lands in a trails system, and explore the feasibility of using rail rights-of-way, where appropriate, for trails.	5/2001	Open Space and Recreation Committee
8. Create Supporting Organization as a separate tax exempt group to deal with land acquisition.	5/2001	Board of Selectmen
9. Draw-up and Insert a Permitted Use Table in the Zoning Bylaws.	5/2001	Planning Board
10. Review of Zoning Bylaw for clarification and ease of administration purposes	5/2001	Planning Board, Board of Appeals
11. Create a Town Web Site on the Internet and World Wide Web which includes the Master Plan so people can have ready access to it. Other important town information should also be included on the Web Site. It should be interactive so some town business could be conducted on it.	5/2001	Town Clerk
12. Retain Rural Character in the R-A Zone 12.1 Pass a Back-Lot Development Zoning Bylaw 12.2 Increase Lot Frontage on Through Streets in the R-A Zone	5/2001	Planning Board
13. Conservation and Cluster Development Actions	5/2002	Planning Board & Con. Comm.
14. Full Implementation of Geographic Information Systems (GIS)	5/2003	Board of Assessors
15. Create Additional Classroom Capacity. A School Building Committee Should Be Created as Soon as Possible.	9/2003	School Building Committee
16. Fund 10 Year Master Plan Update	5/2008	Master Plan Comm.
17. Complete Purchase of Land with Authorization of a Substantial Amount of Money	5/2008	Board of Selectmen
18. Regional Cooperation	On-Going	Master Plan Comm., Board of Selectmen
19. Update Build-Out Analysis	Yearly	Master Plan Committee

Action	By	Primary Responsibility
20. Update Population Projections	Yearly	Master Plan Committee
21. Update School Enrollment Projections	Yearly	Master Plan Comm. School Committee
22. Update Inventory of Vacant Land for Economic Development.	Yearly	Master Plan Committee
23. Provide early warning on change when warranted by new information, changing conditions and evolving town objectives.	Yearly	Master Plan Committee
24. Develop and implement sidewalk expansion program.	Yearly	Board of Selectmen and Planning Board
25. Pursue state funded roadway improvements projects.	On-Going	Board of Selectmen
26. Pursue the Federal Emergency Management Agency (FEMA) to re-map flood plains in Town	On-Going	Board of Selectmen and Conservation. Committee

3. Introduction

3.1 Scope of the Plan

The Master Plan covers all the topics required under Massachusetts State Law, Chapter 40A, regulating town planning activities. The plan pays special attention to growth management activities because of the need in Middleton to achieve a balance between demand for public services, especially schools, and the revenue sources of the town. The Master Plan was paid for by a town appropriation of \$51,500, which was off-set by a Massachusetts Municipal Incentive Grant of \$35,000, obtained by the Growth and Master Plan Study Committee.

3.2 Process for Planning

A planning process was established that relied on broad community input to determine goals and objectives used in the plan. Planners Collaborative Inc., a planning consulting firm, was hired to establish a process for public participation, and to prepare the Master Plan.

3.2.1 Committee Direction

The Growth and Master Plan Study Committee established a direction for determining goals and objectives for the Master Plan. The Committee met for a year before hiring Planners Collaborative. A scope of services for preparation of the plan, was produced by the Committee, as was the overall sense of the desirability for public meetings and a town-wide survey to guide the Committee in its supervision and management work.

3.2.2 Public Meetings

Two public meetings were held, one in October and one in November, 1998 to hear from the public about its desires and aspirations for future town development. At the October meeting, attended by over 80 people, small group sessions of about 20 people each, were conducted to give individuals a better chance to voice their concerns. The identification of all possible objectives to include in the Master Plan was emphasized at the meeting. Meeting results were summarized and used by the Committee to provide a direction for future work on the Master Plan.

At the November meeting exercises in ranking town development objectives, and in rating the acceptability of various growth management regulations were held. About 50 people participated in these exercises. Results were summarized and used by the Committee in giving further focus to planning activities.

3.2.3 Town-wide Survey

To further validate the results of the public meetings, and to give people who could not attend the meetings a chance to participate, a 23 question survey was distributed to all households via the Village Reporter. A separate mail-back sheet was included in the newspaper. About 2,400 surveys were distributed, and 368 returns were received, a 15.4% return. Results of the survey are included as Appendix 1 to this report. Survey results have been important in shaping the growth management program of the Master Plan, because a number of detailed questions were asked about which specific controls were favored. Examples are

town purchase of land and a design review advisory committee. As a result of the survey and public meetings it was decided to pursue a growth management bylaw that would limit the proportion of residential building permits that would be given each year; and a program of town land purchases for various purposes, including open space and recreation and other town needs.

3.3 Agreed upon General Goal Statement for Future Town Development

To manage the residential and commercial growth of Middleton while maintaining the small-town, community environment that already unites the residents. To allow for change while minimizing encroachment on the natural environment. Further, to create a town center that has a participatory, functional local government and which encourages gathering, shopping, and pedestrian activity.

4. Summary of Major Recommendations Based on Stated Goals

4.1 Goal: Residential Growth Management

To maintain the rural, residential charm of Middleton; to identify different types of residential development, such as senior housing, for different locations throughout the town; to encourage socioeconomic and cultural diversity in new development projects.

4.1.1 Recommendation: Development Scheduling Bylaw (Executive Actions 2 and 5)

Enact a development scheduling bylaw that spreads out completion of residential subdivisions over 4 years. Developments of less than 5 homes would be exempt from this requirement, as would developments that were restricted to persons over 54 years old.

4.2 Goals: Residential, Commercial and Industrial Growth Management

To manage the location, type, scale and design of new businesses, to help ensure that they do not detract from the rural character of the town; to learn from the experience of more highly developed neighboring towns; to attract new small businesses and situate them in easily-accessible areas to minimize traffic congestion. Given that business growth is inevitable, to manage its development with foresight and care and ensure that it improves the town and adds to the tax base. Currently 3% of the town's area is occupied by commercial and industrial activities. These uses contribute 23% of the town's property tax base.

To tastefully design and buffer businesses and industrial zones from residential areas; to emphasize light industry in future economic development.

4.2.1 Recommendation: Purchase and Protection of Open Land (Executive Actions 1 and 8)

Purchase land for open space, recreation and other needs. Set up an organization to facilitate the purchase of land or its development rights. Request authorization for issuing a bond of substantial value for this purpose.

4.2.2 Recommendation: Revised Zoning District Boundaries (Executive Action 3)

Create targeted new or restructured business and light industry zones to increase the supply of land for these activities. Currently 440 acres of land (5% of total town area) is zoned for business and industry. Some of this land is unusable because of environmental conditions.

4.3 Goal: Maintain and Enhance the Character of the Town

To preserve the character and ambiance of Middleton by maintaining and promoting a safe, close-knit, rural feeling; to encourage that atmosphere by conscientiously planning further development to minimize traffic impacts and enhance streetscapes; to draw people out of their cars by creating pedestrian-friendly common spaces, thereby helping to create a face-to-face (and not bumper-to-bumper) environment.

4.3.1 Recommendation: Revised Zoning Provisions to Protect Existing Character (Executive Action 4)

Create a design review committee that advises the Board of Selectmen, Planning Board and Board of Appeals on all proposed commercial and industrial projects, to ensure that appropriate design features are included that will result in more attractive and more functional site plans.

4.4 Goal: Provide for Environmental Management and Recreation

To acquire and conserve open land for recreation, and to increase its accessibility by, whenever possible, promoting accessibility through enhanced pedestrian pathways; to protect waterways and wetlands as natural and recreational resources; to manage development so that storm and floodwaters do not cause damage to roads and structures.

4.4.1 Recommendation: Protection of Water Resources (Executive Action 26)

Seek a higher priority in mapping of water resources for the Town, from the Federal Emergency Management Agency, so that the Town can more accurately and effectively protect water resource areas.

4.5 Goal: Broaden the Tax Base

To attract new and expanded business in order to raise tax revenues without proportionate increases in the cost of services; to enable the accomplishment of town objectives without raising taxes.

4.5.1 Recommendation: Provisions for Economic Development and Tax Base Broadening (Executive Actions 3 and 5)

Provide more strategically located and appropriately zoned land for commercial and industrial development. Encourage strategically located residential developments that require owners or principle tenants to be over 54 years of age.

4.6 Goal: Preserve and Enhance Participation in Town Government

To preserve and enhance community participation in town government and communication between town officials and residents; to remain forward-looking

in policy making, while promoting the implementation of planning recommendations.

4.6.1 Recommendation: Provisions for Maintaining and Improving Town Services (Executive Action 6)

Establish a permanent Master Plan Committee and Sub-Committees to champion planning recommendations, and use of the Master Plan as a reference in future project and program decision making. Continue the practice of holding public meetings on matters of major interest. Ensure that the results of such public meetings are used in decision making.

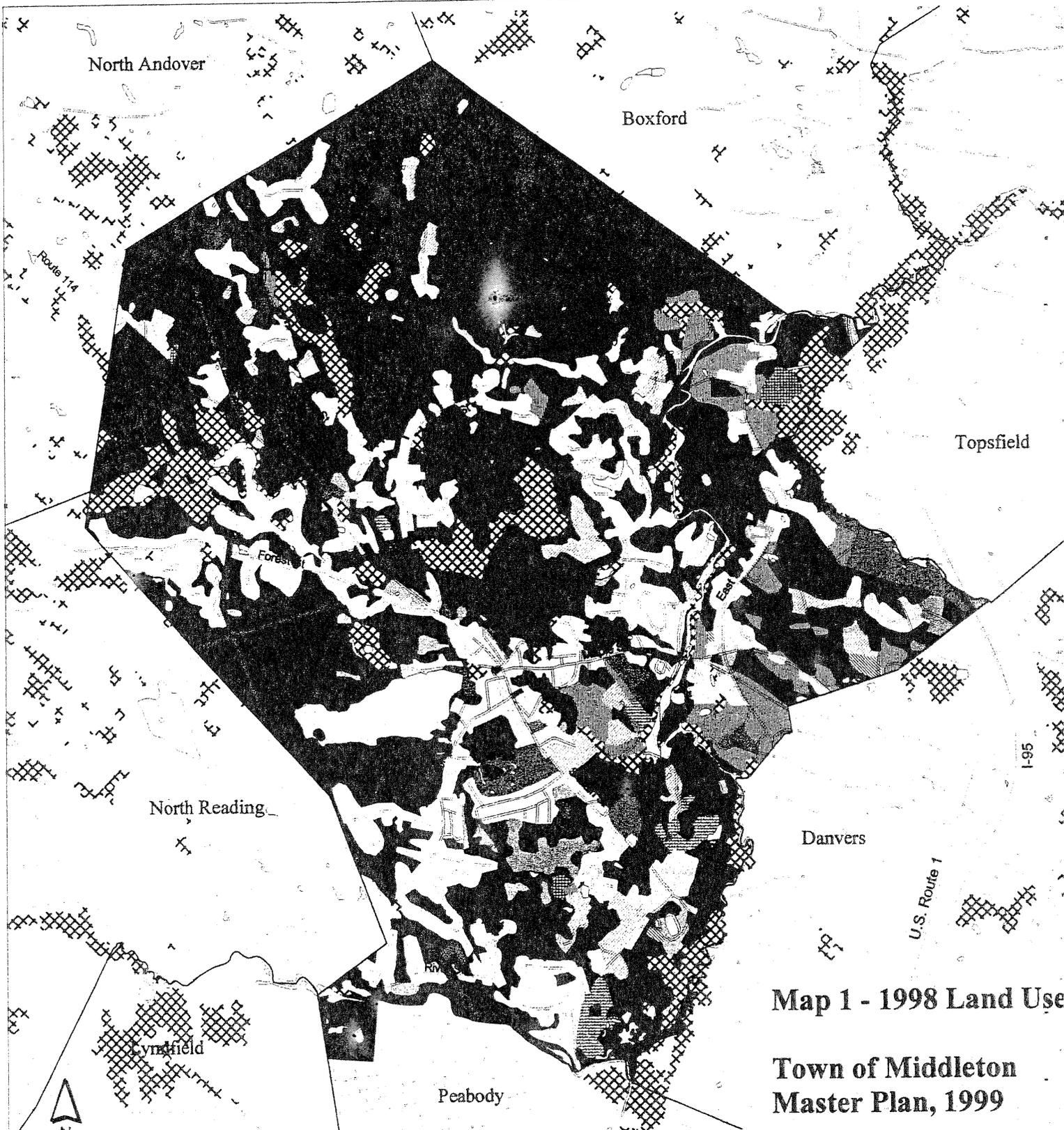
5. Land Use and Zoning

5.1 Existing Land Use and Town Character

Middleton is characterized by rural open land uses in its northern half, and suburban residential uses in its southern half. The north/south dividing line is roughly Forest Street/North Main Street/Maple Street. Commercial development is located primarily on South Main Street, with a few businesses on North Main Street and Maple Street. Table 1 shows the amounts of land in each major land use category, while Map 1 shows the distribution of these land uses. About 5,800 acres of land in Middleton are vacant. This is about 70% of all land. Middleton is characterized by a hilly rolling terrain, with wetlands and water bodies interspersed in the low lying areas. The Ipswich River traverses the eastern edge of the Town and its banks are characterized by extensive wetlands. Forest, including forested wetlands covers about 54% of all land in Middleton. About 7% of the open land is devoted to cropland (339 acres) and pastureland (208 acres). About 22% of Middleton's vacant land is undevelopable. Of the approximately 5,800 vacant acres only about 4,500 are developable.

The Town's character is shaped by the interaction of its natural resources and the human activities that occur there. The shape of the land, the hills, valleys, ponds, streams, wetlands, soils, and vegetation provide the strongest influences on the character of any community. Much of the Town's topography results from drumlins, or rounded hills left after the last glaciers receded more than ten thousand years ago. These include Wills Hill (elevation 253 feet) in the center of Town, Gould Hill (153 feet) between the Ipswich River and East Street, Bare Hill (231 feet) between East Street and the Danver's town line, and Flint Hill (195 feet) in the southeast corner of Town.

The Ipswich River, its tributaries and wetlands are other character giving natural resources as are the towns forests and agricultural areas. Topography and vegetation are shown on Maps 2 and 3.



Map 1 - 1998 Land Use

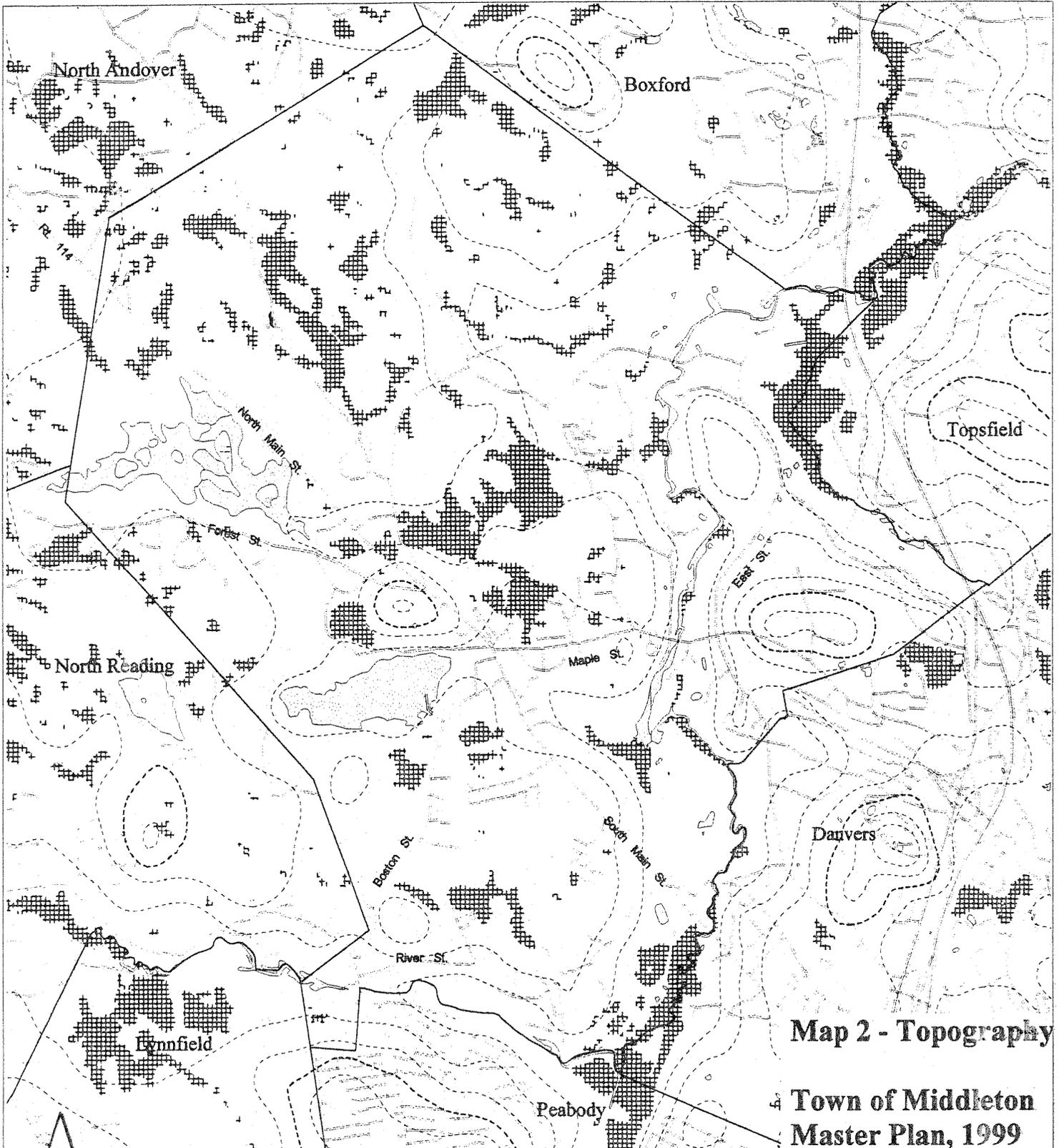
**Town of Middleton
Master Plan, 1999**

0.5 0 0.5 1 1.5 Miles

Source: MassGIS 1991 Land Use, 1993 air photos, and field checking. This map for planning purposes only.

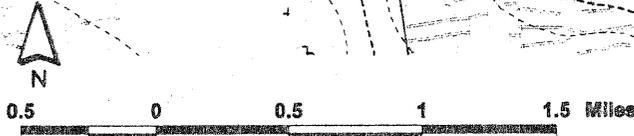
PLANNERS COLLABORATIVE INC.
 Planning
 Landscape Architecture
 Urban Design
 Environmental Management
 Public Participation
 Boston, Massachusetts

- Cropland
- Pasture
- Forest
- Nonforested Wetland
- Forested Wetland
- Sand & Gravel
- Open Land
- Participation Recreation
- Spectator Recreation
- Multifamily Residential
- Residential < 1/4 acre
- Residential 1/4 to 1/2 acre
- Residential > 1/2 acre
- Commercial
- Industrial
- Urban Open
- Transportation
- Waste Disposal
- Power Lines
- Urban Public
- Transportation Facilities
- Cemeteries
- Orchard



Map 2 - Topography

**Town of Middleton
Master Plan, 1999**



Source: MassGIS - 1997. This map for planning purposes only.

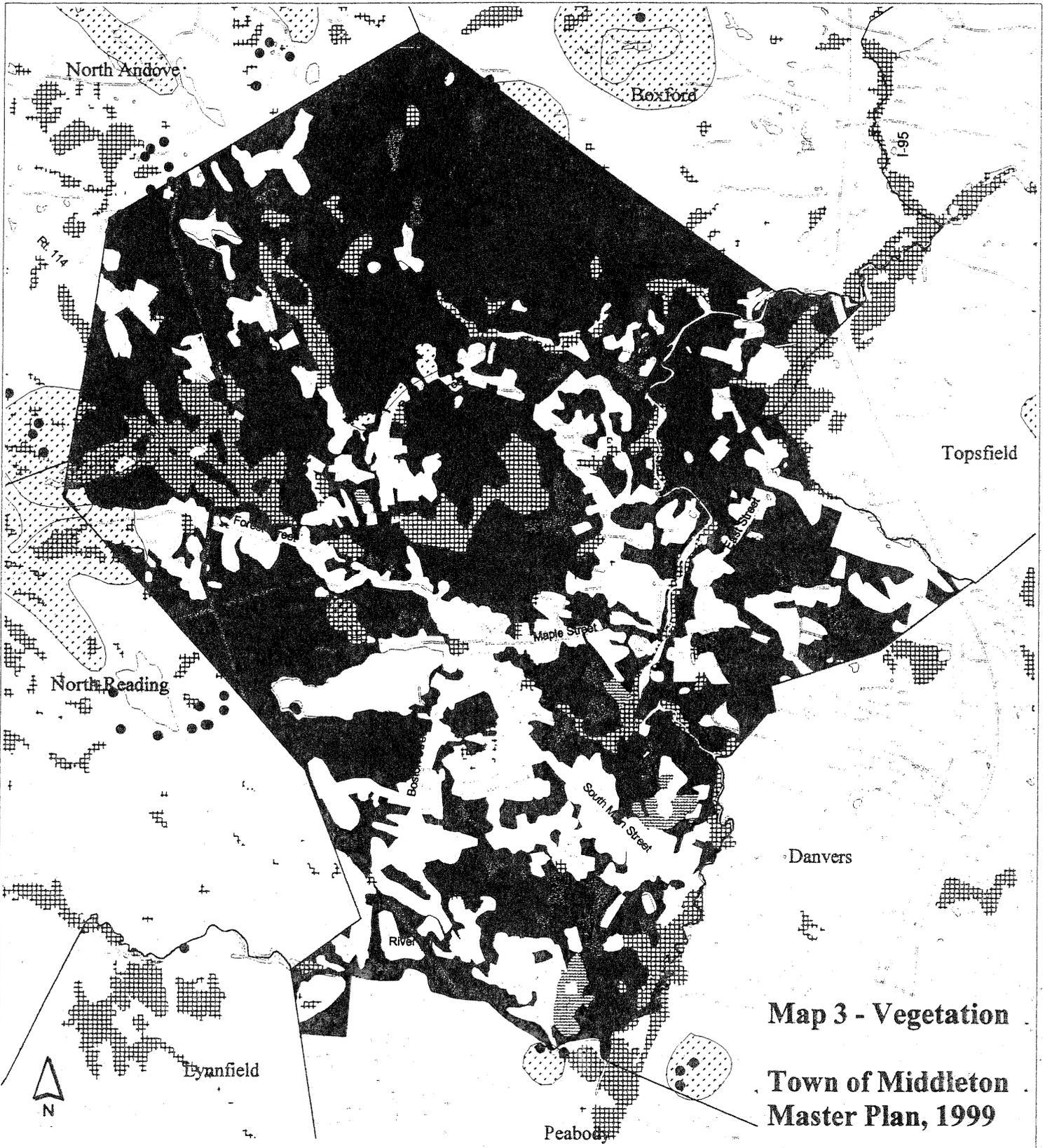
Contour Interval = 30 feet

 Wetlands

 150' Contour

PLANNERS COLLABORATIVE INC.
 Planning
 Landscape Architecture
 Urban Design
 Environmental Management
 Public Participation

Boston, Massachusetts



Map 3 - Vegetation

**Town of Middleton
Master Plan, 1999**

0.5 0 0.5 1 1.5 Miles

Source: MassGIS - 1997. This map for planning purposes only.

PLANNERS COLLABORATIVE INC.
 Planning
 Landscape Architecture
 Urban Design
 Environmental Management
 Public Participation
 Boston, Massachusetts

- Certified Vernal Pools
- ▨ Prime Site of Rare Species & Habitats
- ▨ Estimated Rare Wildlife Habitats

- Pasture
- Forest
- Forested Wetlands
- ▨ Nonforested Wetlands
- Open Land
- Urban Open
- Nursery
- ▨ Sand & Gravel
- Developed Land

Table 1
Land Use in Middleton: 1991 and 1998

Land Use	1991 Area (acres)	%	1998 Area (acres)	%	Difference (1998-1991)	% Change
Cropland	338.9	4%	338.9	4%	0.0	0%
Pasture	231.6	3%	208.4	3%	-23.2	-10%
Forest (Inc. forested wetland)	4803.8	58%	4468.6	54%	-335.2	-7%
Non-forested Wetland	618.9	8%	618.9	8%	0.0	0%
Sand & Gravel	72.8	1%	72.8	1%	0.0	0%
Open Land	126.5	2%	89.4	1%	-37.1	-29%
Participation Recreation	126.6	2%	145.5	2%	18.8	15%
Spectator Recreation	14.8	0%	14.8	0%	0.0	0%
Multi-family Residential	51.4	1%	68.3	1%	16.8	33%
Residential < 1/4 acre	0.6	0%	0.6	0%	0.0	0%
Residential 1/4 to 1/2 acre	221.1	3%	220.9	3%	-0.2	-0%
Residential > 1/2 acre	1061.4	13%	1444.7	18%	383.3	36%
Commercial	119.7	1%	113.1	1%	-6.6	-5%
Industrial	156.5	2%	159.8	2%	3.3	2%
Urban Open	89.5	1%	54.5	1%	-34.9	-39%
Transportation	7.2	0%	7.2	0%	0.0	0%
Waste Disposal	43.1	1%	31.7	0%	-11.5	-27%
Orchard	14.9	0%	14.9	0%	0.0	0%
Power Lines	83.6	1%	82.4	1%	-1.2	-1%
Urban Public (Institutional)	43.7	1%	50.4	1%	6.7	15%
Transportation Facilities	9.5	0%	9.5	0%	0.0	0%
Cemeteries	3.4	0%	6.3	0%	2.9	86%
Totals	8239.6		8221.7			

Note: The 7.9 acre difference between total acreage in 1991 and 1992 is caused by very small measurement errors in the updating procedure.

About 22% of land in Middleton is used for residential purposes. Most of this (18%) is low density development with less than two dwelling units per acre. The northeastern quadrant of Town is zoned for 2 acre lots. Three percent of the land has medium density residential development between 2 – 4 dwellings per acre. Industrial uses account for 2% of land use while commercial uses account for about 1% of total land use.

Table 1 shows the land use changes between 1991 and 1998. The major change is that about 400 acres of forest, pastureland and other open uses were converted to residential uses. Low density residential uses (less than 2 dwelling units per acre) account for most of this new development.

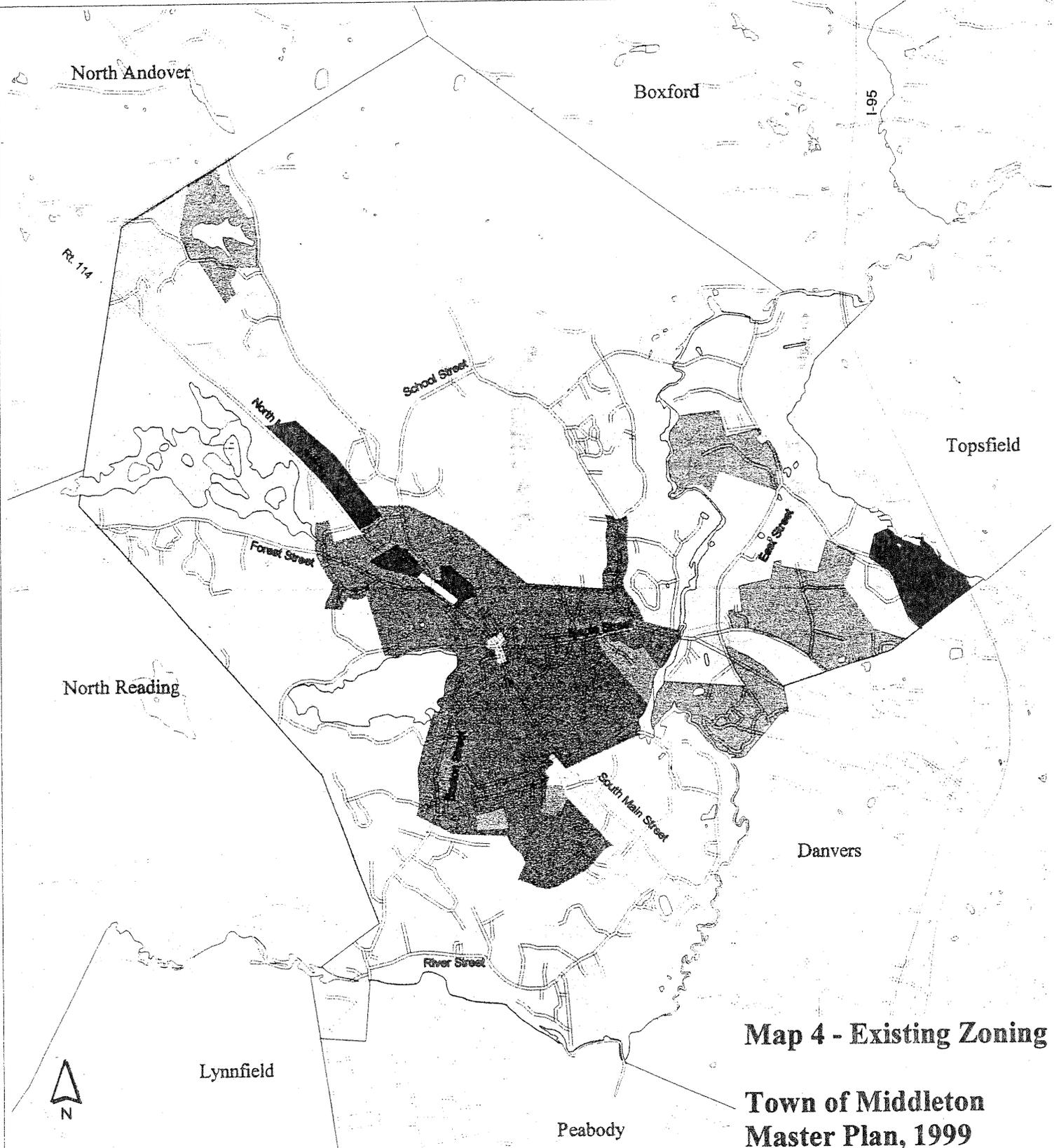
5.2 Existing Zoning

Middleton's zoning bylaw is well written and reasonably comprehensive. It contains up-to-date provisions on residential cluster zoning, different types of business and industrial areas, flood plain and ground water protection, and regulation of building appearance, and wireless telecommunications facilities. All these are features that towns in Massachusetts have been adding to their zoning in recent years. However, two features are of special note: the Conservancy District and the absence of an overall permitted use table. Conservancy Districts are not common in Massachusetts cities and towns because there is some question of how effectively they regulate development. In general they only cover publicly owned land, land owned by conservation organizations, and land already protected by flood plain and wetlands regulations. Map 4 shows the existing zoning districts.

The Middleton provision shows potential to go beyond this, because it puts the burden of proof on the project proponent to show why development will not harm groundwater or be detrimental to public health, safety or welfare, three very broad categories. Because of potential for flooding in Conservancy Districts, local officials have sound grounds for denying applications where flooding is a problem. Having current maps of flood plains from the Federal Emergency Management Agency (FEMA) would help considerably. It would also be a great improvement to have topographic maps available with 2 foot contour intervals.

While the Conservancy District provisions are very useful as written and administered, they would be even more effective with better mapping to guide in their administration. The FEMA and topographic maps mentioned above would help, as would having Middleton's engineering and assessor's maps put into a geographic information system (GIS). GIS is being adopted by many towns as a way of improving their efficiency and effectiveness in many governmental functions.

Commercial and industrial activities are concentrated in the southern part of town where they are allowed by zoning. There are zoning districts for light manufacturing and business uses in the northwest part of town, along the North Andover border, but they have not been developed much. The area along Route 114 (South Main Street) in the southern part of town has been committed to commercial and industrial uses. It will be important to preserve some areas of Route 114 (North Main Street) in the northern part of town, so that all of Main Street does not become a continuous strip commercial development. Some of this area is in the watershed for Andover Meadow Pond, providing another reason for limiting commercial and industrial development in this area.



Map 4 - Existing Zoning

**Town of Middleton
Master Plan, 1999**

Source: MassGIS and 8/96 Revised Town Zoning Map. This map for planning purposes only.
Note: Conservation, Watershed Protection and Floodplain Overlay Districts are not shown.



- B - Business**
- B - 1a - Limited Business
- I - Institutional
- IH - Highway Business
- M-I - Light Industry
- M-1a - Industrial Park
- R-1a Residence (20,000sf)
- R-1b - Residence (40,000sf)
- R-2 - Village Residential
- R-A - Residence Agriculture (2 acres)

PLANNERS COLLABORATIVE INC.
 Planning
 Landscape Architecture
 Urban Design
 Environmental Management
 Public Participation
 Boston, Massachusetts

5.3 Residential Build-Out Analysis

A residential build-out analysis was done which shows that about 7,651 additional people could be accommodated on Middleton's vacant developable land (4457 acres in zoning districts that permit residences). Table 2 show the results of the analysis by zoning district. Map 5 shows where vacant developable land exists in town. Most of the land is in the northeast quadrant of town, in the area characterized as open and rural. This is where the largest tracts of vacant developable land are. There are pockets of vacant developable land throughout the town. Lands considered undevelopable are wetlands and floodplains and open lands committed to permanent open use.

Adding 7651 new people to the existing population of Middleton, estimated at 6,667, yields a build-out population of about 14,300. Population projections for the town show that this level is not likely to occur within the next 20 years. The highest projection, based on extrapolation of recent trends, shows a population of 10,200 by the year 2020. This indicates that residential build-out is not likely to occur within the 20 year time horizon of the master plan, but could occur 5 to 10 years after this period.

5.4 Proposed Land Use Plan by Neighborhood Districts

There are seven planning or neighborhood districts in Middleton that are useful for describing policies for future development. Map 6 shows these areas. The districts are:

1. South Middleton
2. Northwest Ponds Area
3. Northeast Rural Area
4. East Middleton
5. South Main Street
6. Middleton Square
7. North Main Street

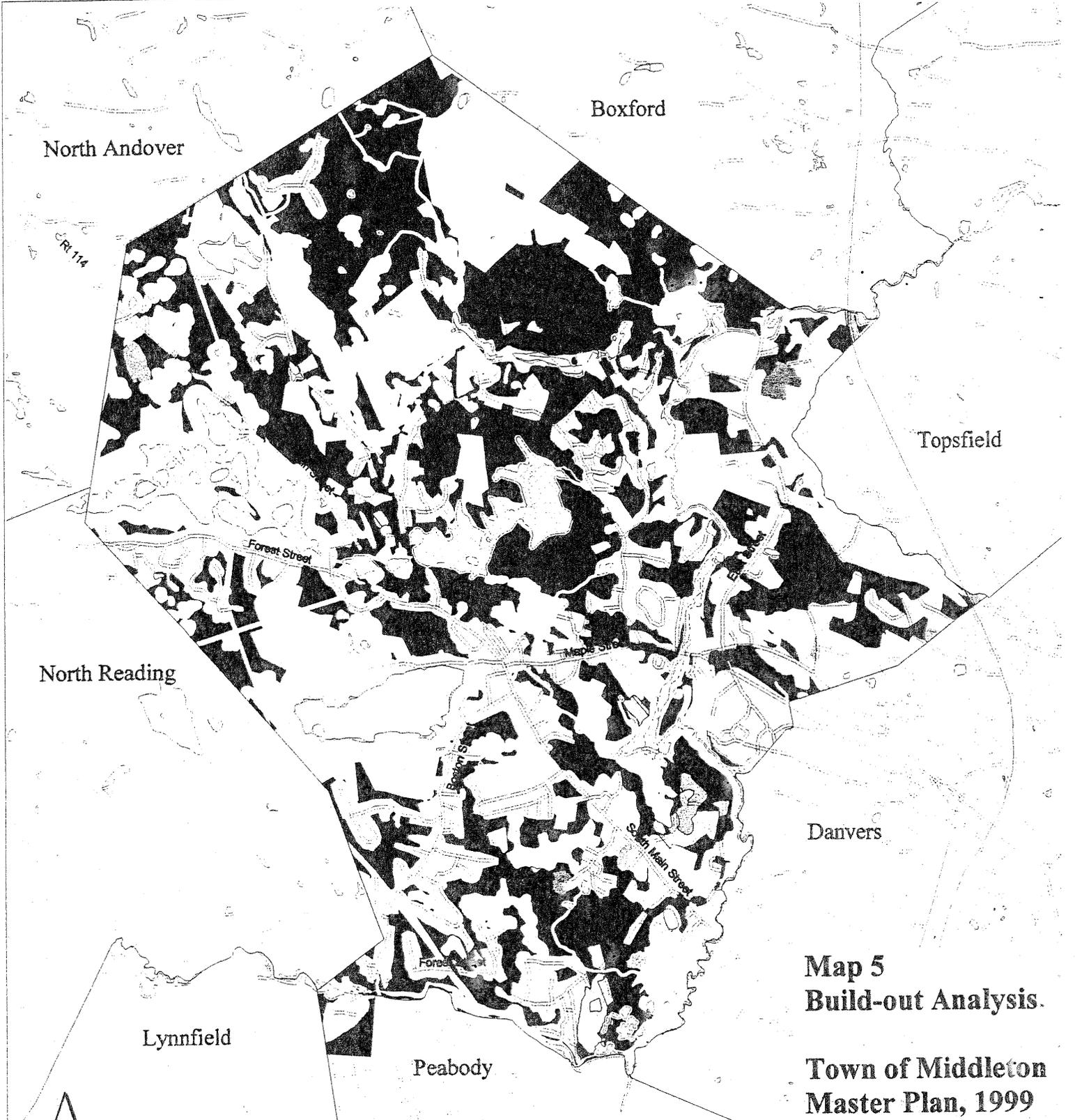
1. South Middleton is the area between South Main Street and Boston Street. It is an older area with 1/2 to 1 acre lots and smaller more modest homes. Future policy in this area calls for continued small lot development, using cluster design as much as possible, and connecting subdivisions with walkways where possible. River Street should have safety improvements, such as selective widening, moderating curves and increasing sight distances.

2. The Northwest Pond Area has large tracts of undevelopable land that forms parts of the watersheds of Middleton Pond and Andover Meadow Pond. Future development should be small scale one acre homes, preferably clustered to provide better watershed protection with the retention of some open areas in new residential development. Paths and trails can be further developed in this area, using power lines and paths to and around the ponds.

3. The Northeast Rural Area should remain as open and rural as possible. This is the area where land purchases should be focused to keep the overall character as open as possible. North of Boston Brook two acre lots should be clustered where possible, to preserve open land. South of Boston Brook one acre lots should also be clustered. Both areas offer some possibilities for trails and paths connecting residential areas with each other, and with points of interest such as ponds, Boston Brook and hilltops.

Table 2
Residential Build Out Analysis

Zoning District	Land Type	Developable acres	-15%	Units Allowed
Residence Agricultural (RA) 2 acre	Forest	938	797	399
	Cropland	31	26	13
	Pasture	25	21	11
	Total	994	845	422
Residence (R-1a) 20,000 sf	Forest	288	245	533
	Cropland	46	39	85
	Pasture	41	34	75
	Sand & Gravel	6	5	10
	Open Land	26	22	49
	Waste Disposal	6	5	11
	Total	413	351	764
Residence (R-1b) 40,000 sf	Forest	1384	1176	1281
	Cropland	115	98	106
	Pasture	84	72	78
	Sand & Gravel	28	24	26
	Open Land	23	20	21
	Urban Open	1	1	1
	Waste Disposal	23	20	21
	Orchard	1	1	1
	Total	1660	1411	1536
	Village Residential (R-2) 20,000 sf	Forest	22	19
Sand & Gravel		1	1	1
Open Land		6	5	11
Total		28	24	52
Light Industrial (M-1)	Forest	203	172	0
	Pasture	15	12	0
	Sand & Gravel	32	27	0
	Open Land	10	8	0
	Urban Open	36	30	0
	Orchard	4	3	0
	Total	299	254	0
Industrial Park (M-1a)	Forest	44	37	0
Institutional	Forest	109	93	0
	Cropland	106	90	0
	Pasture	27	23	0
	Sand & Gravel	1	1	0
	Open Land	6	5	0
	Urban Open	2	2	0
	Orchard	10	8	0
Total	305	260	0	
Business (B)	Forest	33	28	0
	Cropland	2	2	0
	Pasture	1	1	0
	Sand & Gravel	1	1	0
	Open Land	8	7	0
	Urban Open	6	5	0
	Total	51	43	0
Limited Business (B-1a)	Forest	13	11	0
	Sand & Gravel	1	1	0
	Open Land	5	4	0
Total	19	16	0	
Interstate Highway Business (IH)	Forest	24	21	0
	Urban Open	3	2	0
	Total	27	23	218
Total Units Possible				2775
Average Household Size	2.6			
IH Zone Household Size	2			
Possible Additional Population				7651



**Map 5
Build-out Analysis.**

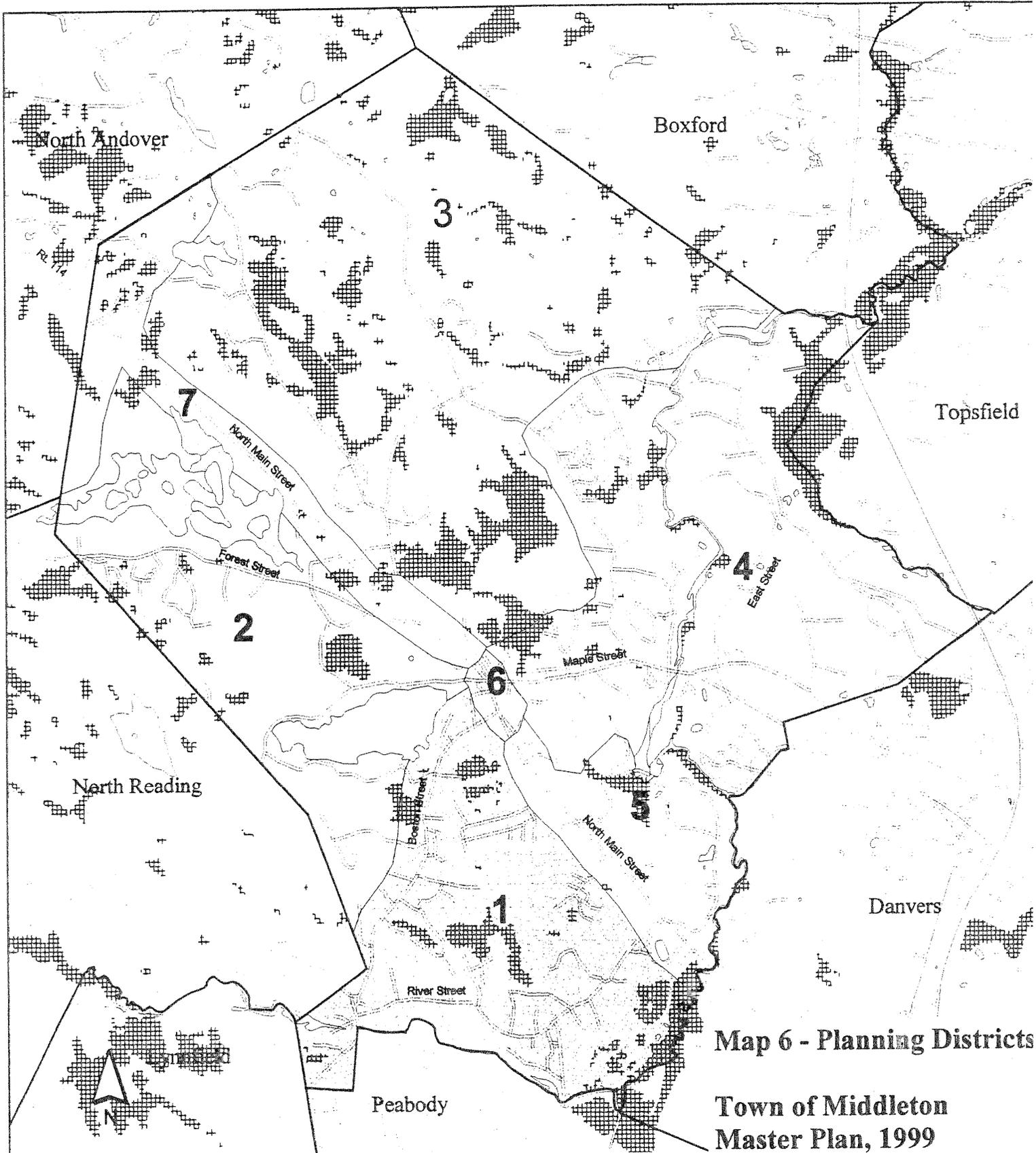
**Town of Middleton
Master Plan, 1999**

- Cropland to be developed at build-out
- Pasture to be developed at build-out
- Forest to be developed at build-out
- Wetland - not available for development
- Sand & Gravel to be redeveloped at build-out
- Open Land to be developed at build-out
- Urban Open to be developed at build-out
- Transportation
- Waste Disposal to be redeveloped at build-out
- Orchard to be developed at build-out
- Undevelopable Land - protected land, floodplain, etc.
- Developed Land

PCI 1998 Land Use and MassGIS.
This map for planning purposes only.

PLANNERS COLLABORATIVE INC.
 Planning
 Landscape Architecture
 Urban Design
 Environmental Management
 Public Participation

Boston, Massachusetts



Map 6 - Planning Districts

**Town of Middleton
Master Plan, 1999**

0.5 0 0.5 1 1.5 Miles

PLANNERS COLLABORATIVE
 Planning
 Landscape Architecture
 Urban Design
 Environmental Management
 Public Participation & Information
BOSTON, MASSACHUSETTS

- Planning Districts (Neighborhoods)**
- 1 South Middleton
 - 2 N. W. Ponds Area
 - 3 N. E. Rural Area
 - 4 East Middleton
 - 5 South Main Street
 - 6 Middleton Square
 - 7 North Main Street

4. East Middleton is traversed by Maple and East Streets and is zoned for one acre lots. They also should be clustered where possible to preserve open land, and possibly to offer sites for septic systems to serve several homes. This area contains the Colony, which if available in the future, should be developed as a town riverside park, with the existing buildings in the center of the property, devoted to light industry, office or institutional use. The Business Zone at the intersection of Maple, East and Gregory Streets should be expanded slightly to create a small village commercial center, and to allow appropriate buffering from the County Correctional Facility behind it. If future conditions justify further expansions of this zone, some lots along East Street could be rezoned from residential use to business.

The Interstate Highway Business Zone should be built-out to the allowed dimensions in the zoning bylaw. This development will all be connected to Danvers sewers. Either some office space or a retirement home development are appropriate for the remaining 27 acres in the zone. Traffic from any development will be oriented toward Danvers and U.S. Route 1 and I-95. If economic conditions justify expansion of this area in the future, some additional adjacent land could be rezoned to Interstate Highway Business uses.

5. The South Main Street Area is where most of Middleton's commercial development is located. There is room for expansion and this should be considered a prime area for future light industrial and commercial development. An area immediately north of the M-1 Zoning District should have M-1 Zoning expanded into it. This area is currently zoned R-1a for one-half acre lots. Appropriate buffering should be required for light industry located near existing homes on Wennerberg Road and other residential streets on the north of the area. Any commercial development should be subject to design review, with the objective of improving views along South Main Street, and providing for better parking, local access and traffic conditions. There are several examples of good site planning and business development in the area, where parking is to the side of buildings and frontage areas are well landscaped. These models should be followed by future business development.

6. Middleton Square is the town center, which is tightly confined by business zoning. This zoning should be extended slightly to recognize existing commercial uses and provide for some expansion. In the long-run, 10 to 20 years, a new location for town offices should be found, and State Route 62 should be relocated through the Memorial Hall site to connect with King and Maple Streets. This will alleviate a serious traffic condition where all of Route 62 traffic must join with Route 114 traffic through the Square area. Rerouting Route 62 will provide an opportunity to create a town green or commons, possibly with a municipal office building located near it. Future expansion of this business area, beyond that recommended here, should be considered to the north, up North Main Street to Lakeview Street. This should be considered for expansion if the area fills up with businesses over the next 5 to 10 years.

7. North Main Street is fairly unspoiled. It would make good sense to keep it that way for several reasons. First, the watershed for Andover Meadow Pond is

traversed by the road. Second, the roadway already carries considerable through traffic. Adding more local traffic would require a substantial road improvement investment and would change the character of the area to that exhibited by South Main Street. New businesses in the area should be confined to office and light industrial parks (M-1 and M-1a uses) along the northern boundaries of Middleton and just south of the intersection of North Main Street and Rockaway Road, where traffic improvements can be made, primarily at developer's expense, when the parks are built. Piecemeal commercial development along North Main Street will not offer the same opportunities for traffic control. Any commercial development that does occur in the area should be subject to the same design review as that proposed for South Main Street and Middleton Square. In order to keep the open character of the area, development along the road should be set back behind trees and ledge outcrops where ever possible.

5.5 Proposed Zoning Changes

A large overall table of permitted uses in zoning districts would make the Middleton Zoning Bylaw easier to read, understand and use. This is a practice that has become common in Massachusetts cities and towns. Without this table readers must cross reference different sections extensively to understand in which districts given uses are permitted by right, and in which districts by special permit. There are two appendix tables showing uses requiring special permits. An overall table inserted in Section 4 (Use Regulations), and incorporating the two appendix tables, would facilitate reader comprehension. Again such a table is very common in zoning bylaws, and has been found to greatly enhance the comprehensibility of zoning bylaws.

Also not included in Middleton's zoning are any provisions for slowing down the pace of development. This is done in a number of Massachusetts towns by limiting developers to a given percentage of building permits for their total development each year, though this has yet to be challenged in the courts. Another approach is to award points based on desirable planning criteria to each proposed development and limit building permits to those developments that score most highly.

Allowing residential density bonuses is becoming a common practice to create incentives for developers to build and manage facilities desirable for towns. It would be desirable for Middleton to allow 10% bonuses (increases in residential density) if developers created senior centers and age restricted (to residents over age 54) residential units.

5.5.1 Text

Cluster zoning, which is a well-accepted means of using land more efficiently, is permitted in Middleton in the R-1b and R-A zoning districts. It may be advisable to permit it in the R-1a District as well. These areas are close to the center of town, have substantial development around them, and are suitable for town houses and other building types more associated with compact development. This will offer the opportunity to create pedestrian pathway systems that connect some of the existing developments without requiring pedestrians to traverse existing roadways.

Restrictions on home-based occupations are relatively strict in the R-1a and R-1b residence districts. In the R-A agricultural district and R-2 village residential district home occupations are not mentioned. In the R-1a and R-1b districts Section 4.1.1 limits home occupations to 25% of floor area. Home occupations are becoming an important source of "incubator" industries, especially for such information industries as software development, data base development and data processing. Map 7 on the next page shows the land use planning policies on which proposed zoning changes are based.

5.5.2 District Boundaries

There are several issues relating to the way zoning district boundaries have been defined in Middleton. One is how the R-1b (single-family residential requiring 1 acre minimum lot size) with its 125 foot lot frontage requirement, has been extended along many of the local roads in town. This practice will result in Middleton having a suburban appearance even though most of the town's land area, especially north of the town center, is open and rural. It is more desirable to have larger road frontages on the local roads, as this helps preserve their rural appearance. The town should consider increasing the lot frontage of the R-1b Zone to 150 or even 175 feet. Within subdivisions not located on the through local roads the 125 lot frontage requirement can be maintained.

The same issue is present in the R-A district (Residence Agriculture, 2 acre minimum lot size) with its 150 foot minimum requirement for lot frontage. Increasing this to 200 feet, which is the lot width requirement at the point on the lot where a structure is built, will aid in maintaining the more rural appearance of Middleton.

Another practice to preserve the rural appearance of the town is to have new homes built in areas of existing trees, rather than in open fields, wherever possible. Retaining the open fields will contribute substantially to the rural image of the town.

Another zoning district boundary issue is the extent of business zoning (the B Zone) along Route 114 north of Essex and Forest Streets (North Main Street). Some of the business-zoned land cannot be developed because it is in wetlands or flood plain. The most northerly district lies entirely in the reservoir watershed district and contains an interim wellhead protection area. The other large business-zoned district is immediately adjacent to the reservoir watershed protection district and contains some Title V buffer areas. It would be prudent to better define appropriate business-use districts in areas where development is environmentally permissible, and to rezone land which is unsuitable for business for less intensive uses, such as low density residential.

A final issue is the need for more industrial and business zoned land, if Middleton is to do all it reasonably can to broaden its tax base. As just noted, some of the existing vacant or underutilized 440 acres of business and industrially zoned land should not be developed because of wetlands and water resource problems. Because of the environmental problems it would be advisable to increase, the

amount of developable business and industrially zoned land where appropriate. This can reasonably be accomplished by an expansion of the M-1 (Light Industry) Zone northward along the east side of South Main Street. Sites there have good access to regional highways and are otherwise suited for light industrial development, with appropriate environmental and other safeguards.

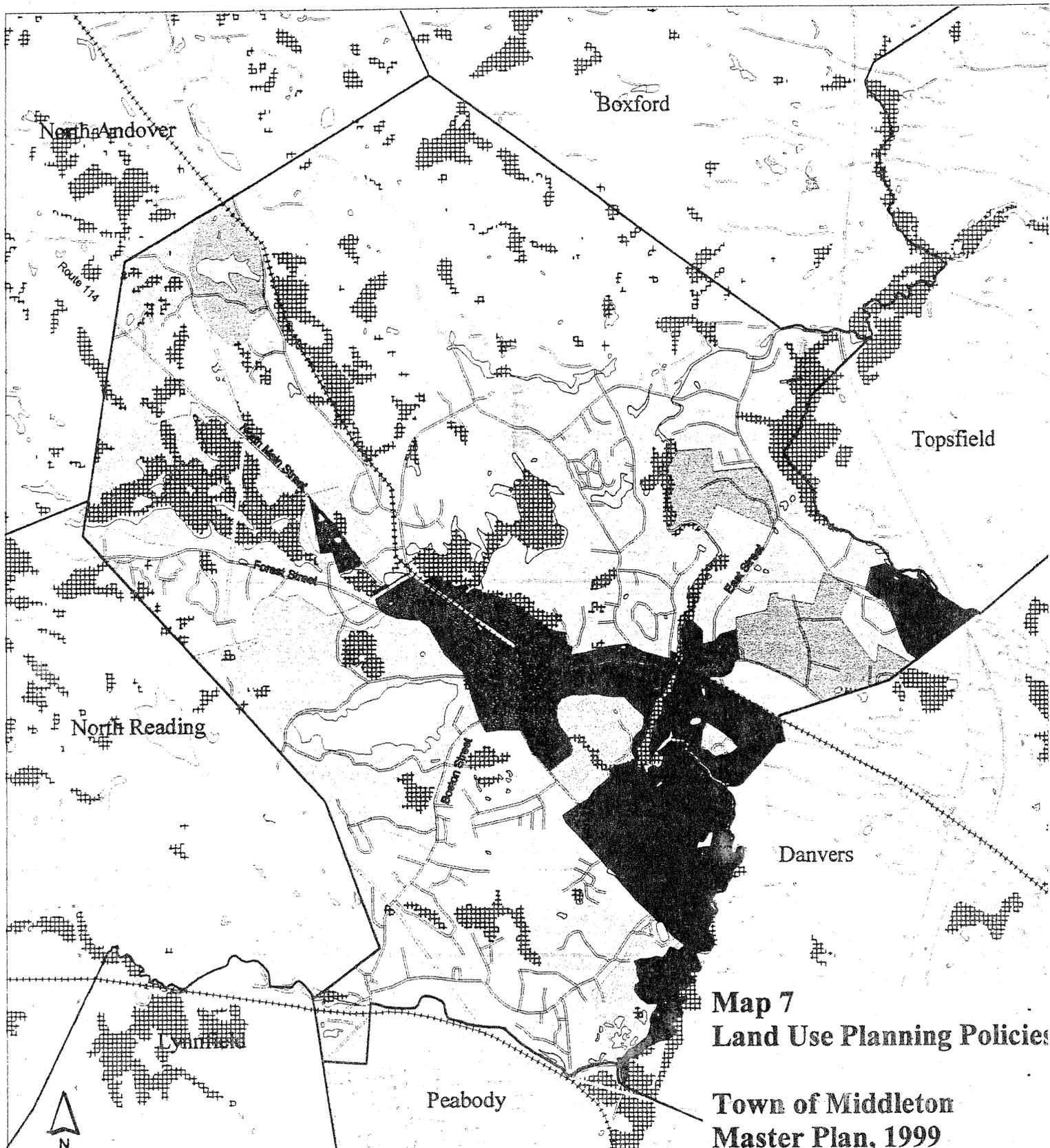
6. Population, Employment and Economic Development

6.1 Population Trends and Projections

Population projections for Middleton were prepared by the Metropolitan Area Planning Council (MAPC). Population projections were also prepared by the Massachusetts Institute for Social and Economic Research (MISER). These projections for the year 2010 have already been exceeded, according to the latest town census, which shows a total 1998 population of 6,534. Planners Collaborative prepared a projection of population to the year 2010 and 2020, recognizing the recent growth that has occurred, and the growth potential of the town.

<u>Year</u>	<u>Population</u>
1950	2,961
1960	3,718
1970	4,044
1980	4,135
1990	4,921
2000	6,700
2010	8,400
2020	10,200 (71% of Build-Out Population)
% Change: Year 2000 to 2020 = 52%	

These data are shown graphically on Figure 1, along with the levels of population projected by MAPC and MISER.



Map 7
Land Use Planning Policies
Town of Middleton
Master Plan, 1999

Source: MassGIS and Planners Collaborative.
 This map for planning purposes only.

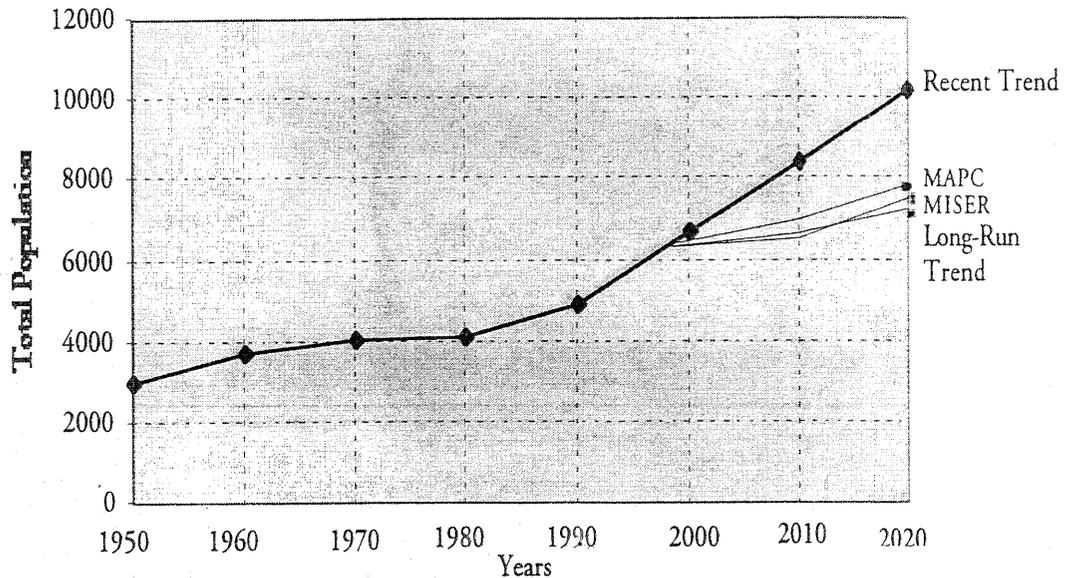
PLANNERS COLLABORATIVE INC.
 Planning
 Landscape Architecture
 Urban Design
 Environmental Management
 Public Participation
 Boston, Massachusetts

- Utility Easement
- Abandoned Railway
- Water
- Wetlands

- Area to encourage mixed business & light industry
- Expand area for business
- Areas to maintain institutional uses
- Areas to encourage light industry
- Area to encourage higher density residential
- Encourage village density through infill on vacant land
- Area for low density residential and to encourage clustering
- Preserve open space and encourage very low density residential
- Preserve for riverside park, recreation and wildlife habitat
- Preserve for watershed protection

Figure 1

Past and Future Population Growth in Middleton

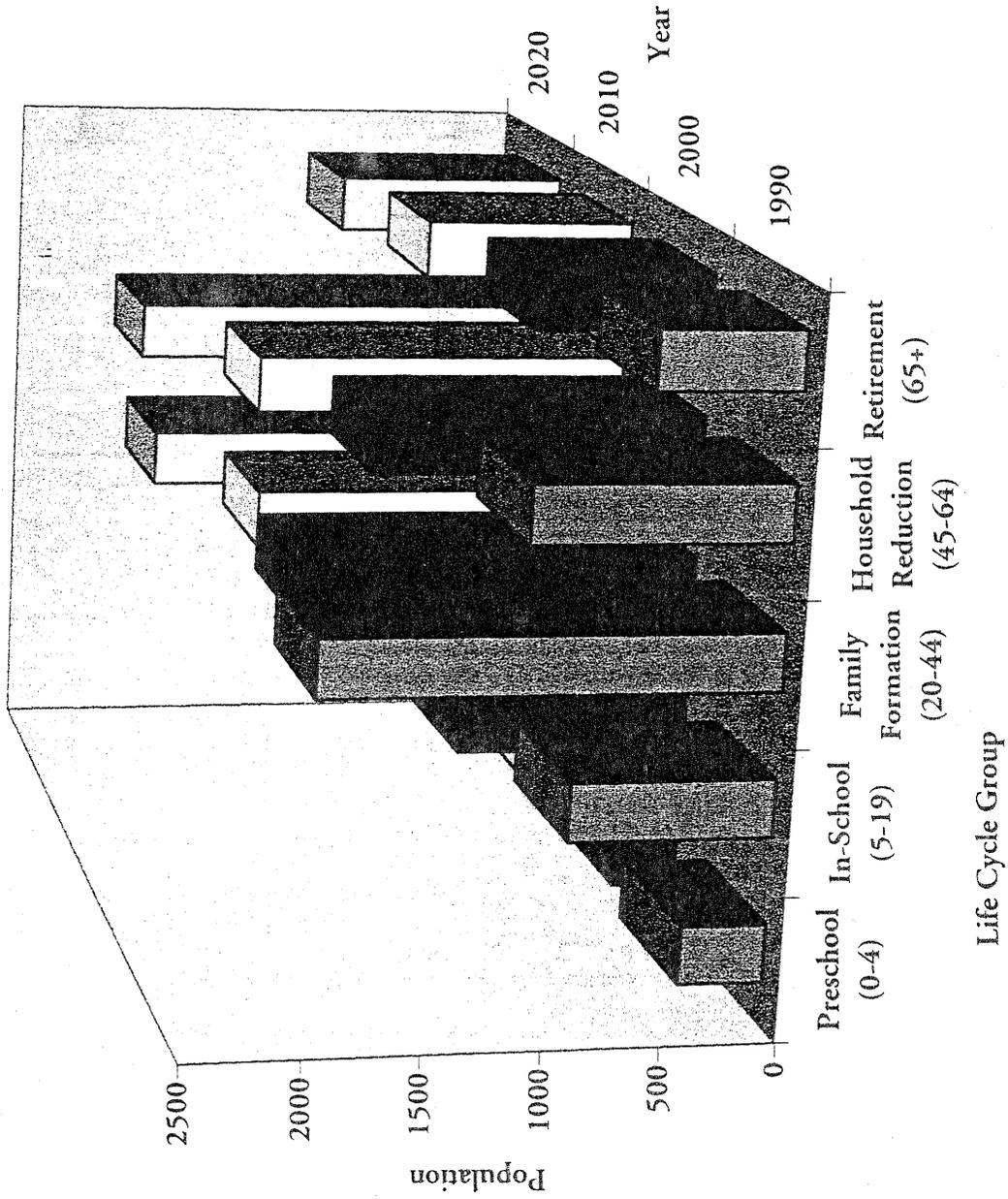


Sources: Metropolitan Area Planning Council
Massachusetts Institute for Social and Economic Research
Planners Collaborative Projections (Recent Trend and Long-Run Trend)

The recent trends projection is based on growth in the last 10 years, with consideration of regional growth pressures and the potentials for growth in Middleton. The long-run projection is based on growth from 1950 to 1990. If recent trends figures are continued into the future, representing 52% growth between the years 2000 and 2020, serious pressures will be put on Middleton facilities and services, including schools, roads, water supply, services for the elderly, and general governmental services. These implications are discussed in Sections 7 to 13.

Figure 2

Population Projection by Life Cycle Group:
Middleton, MA



6.1.1 Age

One key demographic characteristic of population is age. Figure 2 shows the major life cycle age categories by ten year periods out to the year 2020. The most significant feature of the age structure is the progression of the "baby-boom" generation through the household reduction and retirement phases of the life cycle. By the Year 2020 there will be significantly more (74%) people in the household reduction group and in the retirement age group (73%). This is the result of people living longer, the baby-boom generation reaching these age groups, and fewer people leaving to retire in other parts of the country. Implications for Middleton are that average household size will be reduced and there will be more elderly needing services such as senior centers, and aid with housekeeping, medical attention, transportation and meal preparation. Other implications are that the demand for large houses will be reduced because average household size will decrease, and businesses that provide goods and services for people over age 45 will probably do well.

Update of Population and Housing Census Data

	1990	1998
Total Population	4921	6534
Population Age 0 to 19 Years	1238	1620
Population Age 20 to 29 Years	651	661
Population Age 30 to 44 Years	1305	1721
Population Age 45 to 64 Years	1104	1552
Population Age 65 and Over	623	980
School Enrollment (Grades 1 - 6 only)	396	701 ('98 - '99 School Year)

5.1.2 Households

Total Housing Units	1907	2454
Occupied Housing Units	1822	2345
Total Households	1828	2355
Persons/Household	2.69	2.79

Year Housing Structure Built

1990 - 1998	433
1980 - 1989	536
1970 - 1979	294
1960 - 1969	331
1950 - 1959	249
1940 - 1949	107
1939 or Earlier	390

Update based on annual new residential building permit data, which is as follows:

<u>1990</u>	<u>1991</u>	<u>1992</u>	<u>1993</u>	<u>1994</u>	<u>1995</u>	<u>1996</u>	<u>1997</u>	<u>1998</u>	<u>Total</u>
30	15	41	48	71	84	60	72	35	456

Sources: 1990 U.S. Census of Population and Housing.
 PCI 1998 Estimates Based on Town of Middleton Building Permit Data,
 (maintained on a fiscal year basis).

6.2 Employment Trends and Projections

Labor Force (1990 US Census)

Employed	2,703
Unemployed	155
Unemployment Rate	5.4%
Statewide	6.7%

Labor Force, Employment and Unemployment in Middleton, 1983 to 1996

<u>Year</u>	<u>Labor Force</u>	<u>Employment</u>	<u>Unemployment</u>	<u>Rate</u>
1983	2,443	2,300	143	5.9%
1984	2,521	2,416	105	4.2%
1985	2,524	2,436	88	3.5%
1986	2,551	2,468	83	3.3%
1987	2,590	2,518	72	2.8%
1988	3,295	3,218	76	2.3%
1989	3,383	3,283	100	3.0%
1990	2,863	2,708	155	5.4%
1991	2,812	2,615	197	7.0%
1992	2,910	2,678	232	8.0%
1993	2,958	2,756	202	6.8%

<u>Year</u>	<u>Labor Force</u>	<u>Employment</u>	<u>Unemployment</u>	<u>Rate</u>
1994	3,054	2,880	174	5.7%
1995	3,021	2,905	116	3.8%
1996	3,068	2,958	110	3.6%

Note: Employment within this data series is measured by place of residence, rather than by place of employment as in the ES-202 Series.

Commonwealth of Massachusetts, Division of Employment and Training (Local Area Unemployment Statistics)

6.3 Industry Groups

Industry Groups of Residents (1990 US Census)

Agriculture	58
Mining	4
Construction	184
Manufacturing	502
Transportation & Communication	189
Wholesale & Retail Trade	602
Finance, Insurance & Real Estate	176
Government	90
Service	898
Total	2,703

6.4 Numbers of Establishments

Number of Establishments: Approximately 300

Average Establishment Size: Approximately 16 Employees

6.5 Economic Development Potentials

With about 4,800 employees and 300 businesses in town, Middleton has a substantial business and employment base. There are even more businesses if home occupations are counted. (There are 2,283 business phones in town which include separate fax and modem lines.) From 1991 to 1996 employment increased by 49% (after the large jump caused by the Essex County Jail).

The businesses are located primarily in the southern part of town along Route 114. There are some large employers in town including Bell Atlantic, the Essex County Jail, Bostick, MIT, the Starwood Hotels, Middleton Aerospace, Autoroll and Market Basket. Most of these are also located in the southern part of town, not along Route 114, but near town boundaries with Peabody, Danvers and Topsfield. The south and eastern portions of town enjoy good access to U.S. Route 1 and I-95 via routes 114 and 62. There are relatively few businesses located north of the Town Center.

Regional economic development in the surrounding region has been strong. Development pressures are converging on the Middleton area from the south and north along routes I-95, 128 and U. S. Route 1. Middleton's employment growth is expected to be the largest of any city or town (268%) over the period 1990 to 2020, in the entire Boston Region, according to the Metropolitan Area Planning Council. While there are almost 3 million square feet of new and renovated office and research and development space under construction in the Merrimack Valley, regional trends indicate that demand for this space will absorb it within the next 12 to 18 months. Much of the space has already been committed to high-tech, bio-medical and other firms. Andover, North Andover and North Reading are nearby towns that have current projects under construction that will help meet this demand.

Middleton has relatively little vacant developable land zoned for industry and business. An estimated 440 acres of land zoned for industry and business is vacant or underutilized. This represents only 4% of the town's total land area, and of the 30 ownership parcels of land that make up the 440 acres, 12 are relatively small (5 acres or less). Vacant land zoned for light industry located along the Ipswich River has extensive streams and wetlands running through it, and is therefore somewhat undevelopable. Land zoned for light industry and industrial parks in Middleton along the North Andover town boundary also has streams and wetlands throughout. Vacant developable land zoned for business is also limited. It is largely restricted to locations along Route 114. Two business districts in North Middleton have environmental constraints, being located in or on the edge of a reservoir watershed district.

Concern for local taxes was the third highest objective, as expressed by those attending master plan public meetings in October and November. This is reflected by a desire to increase business in Middleton, primarily for the purpose of broadening the tax base. Because managing growth and maintaining the open rural character of Middleton also scored highly in these meetings (they were objectives number one and two), it will be important for economic development to occur in ways that do not promote excessive growth or unduly alter the character of the town.

6.6 Objectives for Economic Development

- Encourage small scale business development in the Town Center, appropriate for the village environment already initiated there, and matching the desires of people to have a somewhat wider variety of goods and services available.
- Encourage the growth of light industry, office space, research and development activities, and retail and service activities in appropriate locations.
- Rezone land as appropriate for such businesses.
- Ensure that sufficient safeguards exist in local by-laws to mitigate adverse impacts of businesses.

A desire for more and varied activities in the Town Center was expressed by many who attended the public meetings. Creation of more small scale, proprietor-owned, businesses such as restaurants and specialized apparel shops and personal services (beauty shops, travel agencies) will provide opportunities to

remodel buildings, extend the streetscaping, and possibly create a town common or green as an attractive gathering place.

Businesses identified as desirable for growth in Middleton are high tax yield and reasonably low in adverse impacts. Businesses not sought are heavy industry because it has greater potential for adverse impacts. All businesses generate automobile traffic which will need to be managed with improved highway capacity measures and vehicle reduction incentives.

It is desirable to create pockets of industrial and commercial land which can be shielded from neighboring land uses. It is not desirable to have continuous strips of businesses or industries because such strips tend to alter the character of the town. Good planning and design practice calls for creation of several small landscaped parking areas rather than one large one for each establishment. Pedestrian walks created in and between commercial and industrial areas and the linking of parking areas are also desirable.

6.7 Accessibility

Middleton has very good regional accessibility via I-95, U.S. Route 1 and State Routes 114 and 62. It is also centrally located relative to the Essex County areas of Beverly/Salem, Cape Ann and Lawrence/Haverhill.

6.8 Vacant Developable Land for Economic Development

There are 440 acres of vacant developable land available for industrial or commercial development. By category these acreages are:

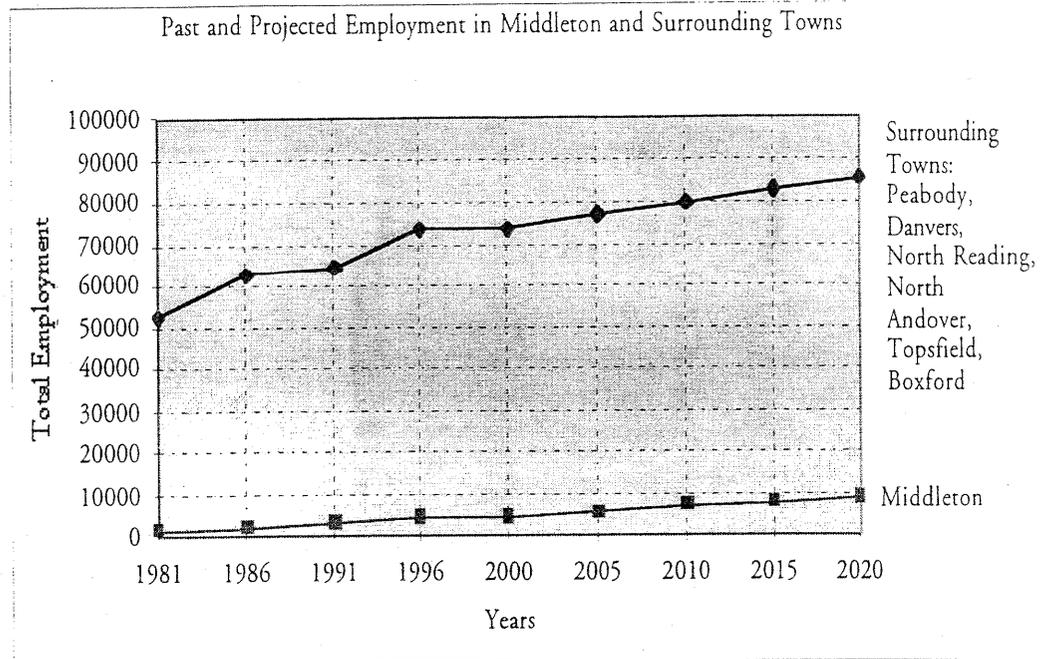
• Light Industrial	M-1	299 acres
• Industrial Park	M-1a	44 acres
• Business	B	51 acres
• Limited Business	B-1a	19 acres
• Interstate Highway Business		<u>27 acres</u>
Total		440 acres

While these lands are vacant and developable, portions of them are subject to environmental conditions such as watershed protection, flooding, and intervening conservancy areas that prevent large tracts from being developed. Consequently, it will be desirable to rezone more land for industrial and commercial uses in areas where larger developments can occur.

6.9 General Market Conditions

Current general market conditions for both industry and commercial space are considered favorable. Long term prospects are good because growth industries such as biotech, health care, and software development are locating in Essex County. Figure 3 shows past and projected employment in Middleton and surrounding towns.

Figure 3



Source: Mass. Department of Employment and Training

7. Middleton Square

Middleton Square is the traditional center of Town. It lost its commercial preeminence when Middleton Market Place was built along South Main Street in the River Street area. Middleton Market Place is a shopping plaza, anchored by a large super market, along with nearby large-scale roadside businesses catering to a sub-regional multi-town market. It is very close to the Danvers town line and can be looked upon as an extension of the roadside businesses in Danvers. Middleton Square has businesses with a local town-wide customer base, and still has the character of a town center because it has public buildings (Memorial Hall, Flint Library, the Fire Station and Howe-Manning School), and sidewalks.

7.1 Businesses

There are about 30 businesses located in and around Middleton Square. For the most part, they are small locally oriented establishments, spread out along North and South Main Streets. They occupy small buildings, and only in the immediate vicinity of the intersection of North Main Street, Central Street, Maple Street and Lake Street are the buildings close enough together to constitute a pedestrian oriented traditional village center. A major problem with maintaining a pedestrian orientation is that about 36,000 vehicles per day pass through the main intersection. This prevents easy walking from one side of the street to the other, although it is possible when the pedestrian cycle of the traffic light allows brief periods of walking.

7.2 Parking and Circulation

The four lane roadway carrying State Routes 114 and 62 between Boston Road and Maple Street regularly becomes very congested each day. There is very limited parking permitted on this road, and Central Street. There is no parking permitted on the other roads in Middleton Square. All parking is off-street. The numbers of spaces and their locations are shown on Map 8. There seem to be ample spaces for the current level of activity (342 spaces with 88 of these at public buildings). These figures exclude Angelica's Restaurant and Function Rooms, just on the southwest edge of Middleton Square. Angelica's has 344 spaces for its extensive activities. Some spaces will be lost in the Flint Library expansion. When asked in the town-wide survey, whether more public parking should be provided, 51% said yes, a very slim majority. With growth there will be more off-street parking provided privately, because of zoning requirements (1 parking space for every 200 sq. ft. of gross building area). For restaurants 1 space is required for every 250 sq. ft. It will be difficult to find space for more public parking without buying more land.

7.3 Expansion Possibilities

When asked about other changes to Middleton Square, survey respondents favored a more extensive mix of shops (60%), design improvements (66%) and a town green (70%). Only 40% of the respondents favored more traffic controls.

Conversion of some existing homes to business use in the area is one way some commercial expansion could occur. Expanding the area zoned for business use is another way of bringing more land and buildings into the commercial area. It is recommended that the business zone be expanded. Some of the zoning district boundary changes are recommended for the purpose of recognizing past development of businesses in the area. Some existing businesses are non-conforming uses in residential zones. Their status as businesses should be recognized by including them in the business zone. This allows them to expand or make changes more easily. In the long run, 5 or 10 years in the future, if development pressure justifies more business zone expansion, it should occur north along North Main Street, up to Lakeview Street.

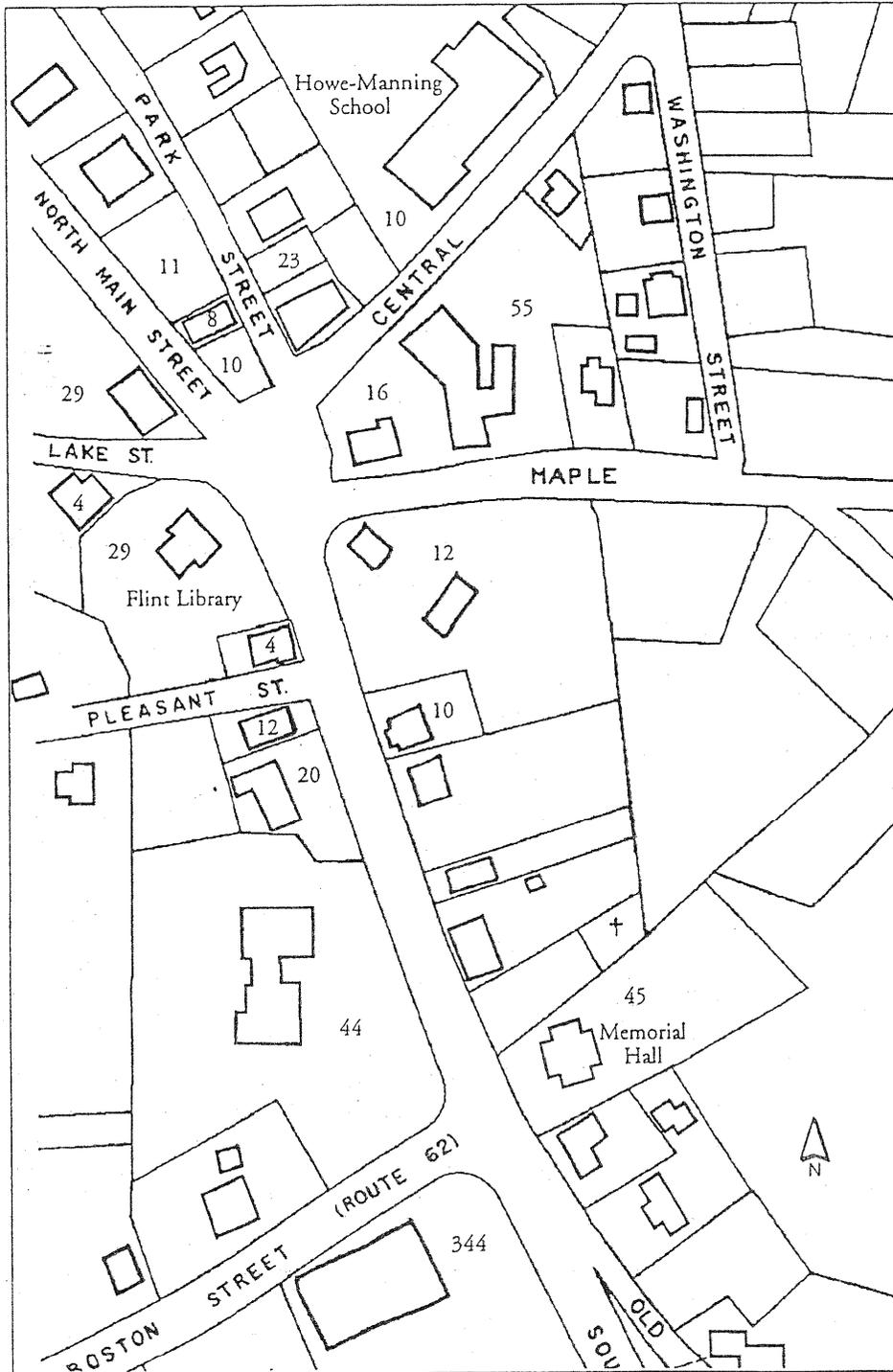
Expanding the business zone will allow a more extensive mix of shops. Efforts should be directed toward creating more design harmony in the Square, with the intention of creating the village center atmosphere desirable for a small town. A streetscaping plan should be prepared to get this effort started. Middleton Square merchants and business people should participate in this effort, with the intention of making coordinated improvements to their storefronts. Some work toward improving design has already been undertaken. Period street lighting and landscaping has been installed on some property.

7.4 Town Green Possibilities

Town greens are traditional in small New England towns. Middleton should develop one, as evidenced by the 70% of survey respondents who favored this. One way to accomplish this is to carry forward a proposal made in the 1966 Master Plan for the Town. The proposal involves moving or demolishing Memorial Hall, extending Boston Street through the Memorial Hall site to King

Map 8 Downtown Middleton Parking Map

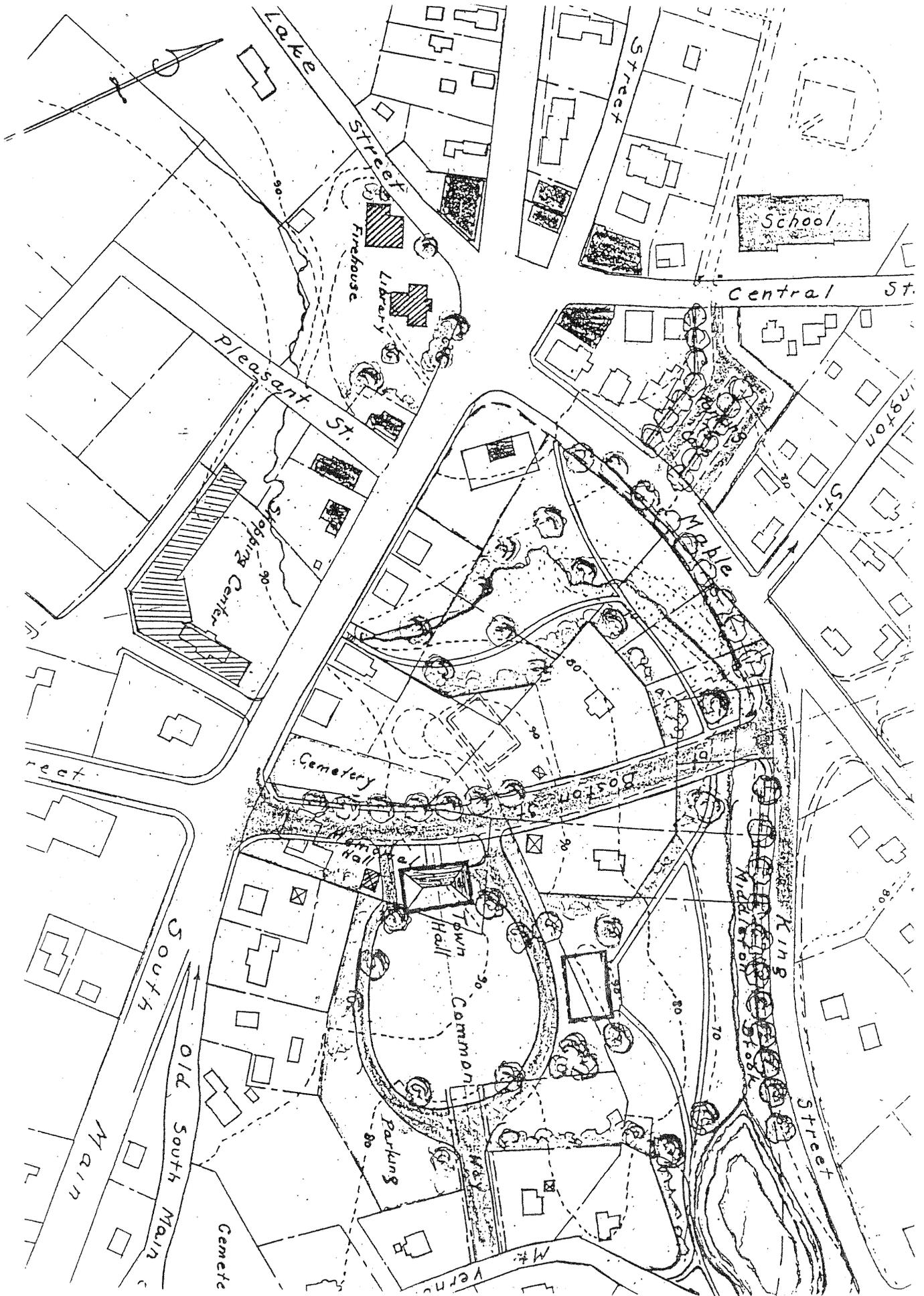
with Number of Parking Spaces per Lot



Scale: 1"=227'

COLLABORATIVE INC.
 Planning
 Landscape Architecture
 Urban Design
 Environmental Management
 Public Participation & Information

Boston, Massachusetts



Map 9 - Proposed Relocation of Route 62

and Maple Streets. This would create new road frontage in Middleton Square and take about 10,000 vehicles per day off South Main Street through the Square. The extraordinary traffic volumes on this street are caused by State Route 62 joining State Route 114 for one block. Separating the traffic would reduce the 36,000 vehicle daily volumes on South Main Street, and passing through the intersection with Maple, Central, North Main and Lake Streets.

Part of the frontage created on a Boston Road Extension (carrying State Route 62), could be used for a town green or common, and could provide a site for a new municipal building. Because this is an expensive improvement, involving the Massachusetts Highway Department and the Metropolitan Planning Organization through its Transportation Improvement Program, and the Town through its capital budgeting and long term debt incurrence, it is likely to be a long-term improvement, occurring after the year 2010. The need however, especially for traffic relief, is short-term. Anything that can be done to shorten the period of implementation should be seriously pursued. Map 9 shows the proposed roadway extension and possible site for a new municipal building. The highway improvements needed should be pursued through the Metropolitan Planning Organization (the Central Transportation Planning Staff) and the Mass. Highway Department because they have a very long lead time for introducing, evaluating and eventually including projects on the Transportation Improvement Program (TIP). The TIP is the document the state and federal governments rely on to prioritize and fund transportation improvements.

8. Housing

8.1 Mix and Age of Housing Stock

There are approximately 2493 housing units in Middleton. The housing stock consists primarily of single-family homes. Approximately one quarter of the housing-units are in multi-family structures. Although sixteen multi-family building permits were issued in 1990, annual multi-family building permits since that time have ranged from zero to two. No multifamily building permits were issued in 1998. There are 319 condominium units in Middleton. Map 10 shows population density in 1990, reflecting the size of housing lots.

Current census-quality data regarding housing stock in Middleton is not available. The figures presented in this section are based on data and trends described in the 1990 census, and from building permit data for the years 1990-1998. A (conservative) average figure of 5 units per multi-family structure was used to estimate total housing units built since 1990. The data does not account for residential demolitions between 1990-1999.



Map 10
Population Density

Town of Middleton
Master Plan - 1998

Source: MassGIS, US Census, 1990

0.5 0 0.5 1 1.5 Miles

People per Square Mile

- 0 - 200
- 200 - 500
- 500 - 800

PLANNERS COLLABORATIVE

- Planning
- Landscape Architecture
- Urban Design
- Environmental Management
- Public Participation & Information

BOSTON, MASSACHUSETTS