

Type of Structure		
<u>Unit Type</u>	<u>Number</u>	<u>%</u>
Single Unit	1849	74
2-4 Units	174	7
5 or More Units	436	17
Other	<u>34</u>	<u>1</u>
Total	2493	99

(Source: 1990 US Census and Building Permit Data)

Based on building permit information, approximately one-quarter of all Middleton's housing stock was constructed over the past decade. Another one-fifth was constructed during the 1980s. Half of Middleton's housing stock is less than 25 years old. Conversely, there remain almost 400 older houses built before 1939. Many of these structures are former summer cabins that have been improved and are now used year-round as primary residences.

Year Structure Built		
<u>Year</u>	<u>Units</u>	<u>%</u>
1990-1998	590	24
1980-1989	532	21
1970-1979	294	12
1960-1969	331	13
1950-1959	249	10
1940-1949	107	4
1939 or earlier	<u>390</u>	<u>16</u>
Total	2493	100

(Source: 1990 US Census and Building Permit Data)

The trend toward "mansionization" has occurred in some of Middleton's neighborhoods, where smaller homes on small lots have been replaced by larger housing structures that extend all the way to the setback lines, or are significantly taller than nearby homes. Large families who are likely to occupy these new, larger homes may also include additional school age children. Because Middleton has so much housing on small lots in desirable locations, the town should monitor occurrences of "mansionization" and should actively assess its impacts on aesthetics, property values, the school system, and septic systems. The town should also keep abreast of the efforts other towns are making to control this trend through zoning and other ordinances. For example the Town of Lexington is seeking home rule authority to control the size of residences on its building lots.

## 8.2 Housing Market and Prices

Over the past five years there have been an average of 177 annual home sales in Middleton. The five-year median sales price was \$163,000. After recovering from

the recession of the late 1980s and early 1990s, both sales and median prices have fluctuated only slightly. The most significant change came in 1998, when the number of sales and the median sales price rose by 15% and 43%, respectively. Realtors report that the rise in average home prices is due in part to large (over 4,000 square feet) new homes on large lots in the northern part of town that were selling for \$400,000 to \$700,000 in December of 1998. The least expensive homes in Middleton are converted cottages, which may sell for as little as \$140,000 if the structure has not been repaired and renovated recently. Single-family building lots of 3 to 7 acres sell for approximately \$200,000, depending on location, while one acre lots commonly sell for \$160,000.

<u>Number of Home Sales</u>		
<u>Year</u>	<u>Number</u>	<u>% change</u>
1998	196	15
1997	170	-1
1996	172	8
<u>Year</u>	<u>Number</u>	<u>% change</u>
1995	160	-16
1994	185	11
1993	167	29
1992	129	59
1991	81	21
1990	67	-30

Source: Banker & Tradesman

<u>Median Sales Price</u>		
<u>Year</u>	<u>Price</u>	<u>% change</u>
1998	\$230,000	43
1997	161,000	6
1996	152,000	9
1995	140,000	12
1994	124,900	5
1993	118,500	3
1992	115,000	-15
1991	136,000	-2
1990	139,000	-14

Source: Banker & Tradesman Home Prices: Data for all transactions between \$25,000 and \$1,000,000. Condominium sales and prices are included.

### 8.3 Housing Authority Units

The Middleton Housing authority operates 66 conventional public housing units (as defined and supported by the State) in Middleton. Fifty Four (54) of these

are one-bedroom units for elderly and disabled residents. The remaining twelve are two and three bedroom units for low-income families. The Authority reports a seven-year waiting list for this family housing; wait lists for elderly and disabled housing range from three months to a year. There are no Conventional Federally-supported public housing units in Middleton.

Affordable housing is generally defined as a housing development in which at least 25% of the units are affordable to people or families with incomes no higher than 80% of the median income for the metropolitan area. The Commonwealth of Massachusetts has set a goal of 10% low- and moderate-income income housing within each municipality. Eligible units include both subsidized affordable units and market rate units in certain eligible subsidized housing developments. The 1997 Subsidized Housing Inventory, issued by the Massachusetts Department of Housing and Community Development, indicates that there are 125 eligible subsidized housing units in Middleton. This number represents 6.6% of the 1990 year-round housing units, and 5.0% of the current 2493 housing units estimated in section 7.1. According to the Middleton Housing Authority, all of these units are within facilities for elderly or mentally retarded residents. While the Housing Partnership Committee has campaigned to have developers create low-income set-asides within larger developments, there are currently no such units in Middleton.

#### **8.4 General Condition of Housing Stock**

As described above, most housing units in Middleton are single-family homes. Many of these, are former summer cottages that have been winterized for year-round use. In general, substandard housing is rare in Middleton. In 1990, only 8 units lacked complete plumbing facilities and only 13 lacked complete kitchen facilities.

Approximately 59% of Middleton's housing units are heated by fuel oil, kerosene, etc. Another 20% are heated by electricity. The remainder are heated by natural gas, coal, or wood.

In 1990, there was an average of 2.7 persons in each occupied household in Middleton. Approximately half of the housing units in Middleton have three bedrooms, with 15% having four or more bedrooms.

#### **8.5 Housing Tenure and Vacancy Rates**

At the time of the 1990 census, there were 85 vacant housing units in Middleton, resulting in a vacancy rate of 4.5%. Current estimates of occupancy and vacancy are not available. Based on the 1990 vacancy rate, it is estimated that there are approximately 111 vacant housing units in Middleton at present. Also based on 1990 census data, it is estimated that the owner vacancy rate is 1.3%, while the rental unit vacancy rate is 3.2%.

## 9. Traffic and Roadways

### 9.1 Roadway Classifications

Map 11 shows Middleton's roadway classifications as defined by the Massachusetts Highway Department. North and South Main Streets are principal arterials. Boston, Maple and East Streets are minor arterials. River, Forest, Essex, School, Peabody and Liberty Streets are minor collectors. All other streets are local roads, except for the small isolated lengths of I-95 in the eastern extremities of town, which is an Interstate Highway.

### 9.2 Traffic Volumes

Map 11 shows average annualized daily traffic volumes on Middleton's roads. The highest volumes (36,000) are in the Town Center where State Route 62 joins State Route 114 for a one block length. South of this area on South Main Street (State Route 114) volumes are about 20,000. North Main Street (also State Route 114) has daily volumes around 15,000 to 18,000 vehicles. The minor arterials have volumes around 5,000 vehicles. The minor collectors have volumes between 1,000 and 2,000 per day. The two extremely short segments of I-95 in town do not affect local traffic. Chronic traffic problems are reported on South Mains Street, Middleton Center and River Street, which has capacity, flooding and sight distance problems. Traffic volumes by year reported are:

<u>Location</u>	<u>Year</u>	<u>AADT*</u>
On East Street north of Locust St.	1991	5,020
Liberty Street north of Kenny Road	1991	1,560
North Main Street south of Forest St.	1989	22,100
	1992	18,000
	1995	20,000
Main Street through Middleton Center	1996	36,000

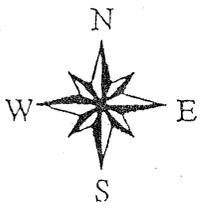
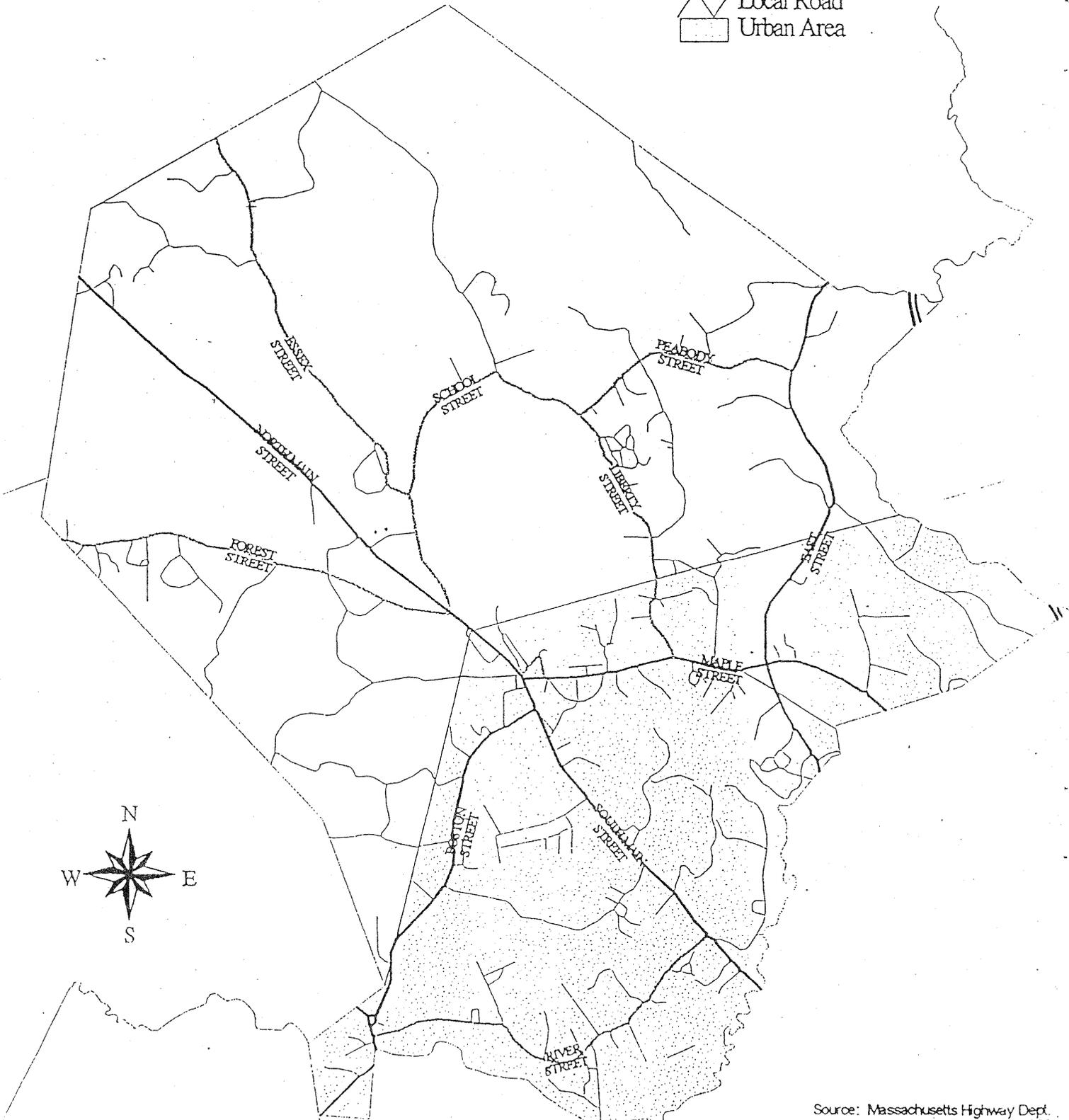
\* AADT = Annually Averaged Daily Traffic

Source: Massachusetts Highway Department and the Metropolitan Area Planning Council.

# Functional Classification of Roads in Middleton

Roads in Middleton

-  Interstates
-  Urban Principal Arterials
-  Urb Min Arts / Rur Maj Coll
-  Urb Coll / Rur Min Coll
-  Local Road
-  Urban Area



Source: Massachusetts Highway Dept.  
October 27, 1998

North Andover

Boxford

Topsfield

Danvers

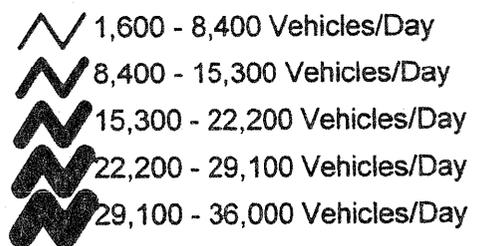
North Reading

Lynnfield

Peabody

### Map 12 Traffic Volumes 1998

### Town of Middleton Master Plan, 1999



0.5 0 0.5 1 1.5 Miles

Source: Mass. Highway Department and PCI Estimates

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 Environmental Management  
 Public Participation  
 Boston, Massachusetts

### 9.3 Traffic Safety

#### Accident Reports by Location Middleton, MA. June 1997-June 1998

Street	# of Accidents
South Main Street	128
North Main Street	58
Maple Street	32
Boston Street	13
River Street	13
Lake Street	8
East Street	7
Liberty Street	5
Village Road	5
Essex Street	4
Mill Street	4
Forest Street	3
Manning Avenue	3
Locust Street	3
Central Street	2
James Avenue	2
Peabody Street	2
Cross Street	1
Fairway Drive East	1
Fuller Pond Road	1
Gregory Street	1
Haswell Park Avenue	1
Logbridge Road	1
North Liberty Street	1
Old Essex Street	1
Park Avenue	1
School Street	1
Second Avenue	1
Sharpners Pond Road	1
Wennerberg Road	1
Lt.J.Cabral Drive	1
Natsue Way	1

Source: Middleton Police Department

### 9.4 Possible Rerouting of Route 62 through Middleton Center

Map 9 in Section 7 shows a possible route for Boston Street (State Route 62) extended through the Memorial Hall site to Maple and King Streets. The extension would involve 3 to 5 parcels of land, depending on alignment, two of which are owned by the Town of Middleton. Land use implications of this are discussed in Section 6. The traffic implications are that about 10,000 vehicles

per day would not travel on State Route 114 through Middleton Square. They would stay on State Route 62 and provide important relief to traffic congestion conditions in the Square.

#### **9.5 Other Needed Roadway Improvements**

Except for the two state highways (Routes 114 and 62) Middleton's roadways are essentially narrow rural roads without paved shoulders or sidewalks. As more residences develop along these roads they should be improved with sidewalks and paved shoulders. The Town has appointed a Sidewalk Committee to examine these issues. The intersection of Essex, Forest and North Main Streets will be improved by the installation of traffic lights, geometric realignments, and lane markings, using a combination of state and local funds. River Street is overused because it provides access to the Middleton Market Place area from southwest Middleton and parts of Peabody and North Reading. Improvements on River Street should include providing paved shoulders, increasing sight distances along its many sharp curves and providing sidewalks along its residential areas.

A program of sidewalk improvements should be developed for the entire town. Criteria should be established to identify roadways that should have sidewalks; then priorities should be assigned to all possible projects to aid in implementing a program of sidewalk expansion. The program should consist of annual appropriations made for sidewalk improvements, and negotiations with developers for building off-site sidewalks along town roads in lieu of selected on-site sidewalks required in subdivisions.

#### **9.6 Public Transportation including Transportation for the Elderly**

There is no general purpose public transportation in Middleton. A new bus service to Salem and Boston has been proposed by the Coach Co. This express commuter bus service would stop in Middleton Square on its way south from Newburyport. Now bus commuters have to travel to Danvers to take an express bus to Salem and Boston. Creation of a bus stop with a waiting area and bus turn-out loading area and nearby parking would make using the proposed service more convenient. Train commuters have to go to stations in Beverly or Wilmington to take an MBTA train to Salem, Lynn and Boston.

The Council on Aging operates a van as part of its services for senior citizens. The van takes elderly people to the Senior Center, and provides other needed travel to medical appointments and shopping. Day trips for seniors are also provided with the van.

### **10. Potable Water**

#### **10.1 Existing Capacity**

The Danvers Water Department has the reservoir in Middleton and 1 well in Middleton and 1 well in Danvers. They are permitted to draw on these as follows:

Reservoir:	1.3 million gallons per day (mgd)
Wells	+ <u>2.3</u> mgd
	3.6 mgd is the rated safe yield for all sources
	- <u>3.4</u> mgd is the average daily existing consumption.
	0.2 mgd is the existing surplus or extra capacity.

**10.2 Limitations on Capacity Increases**

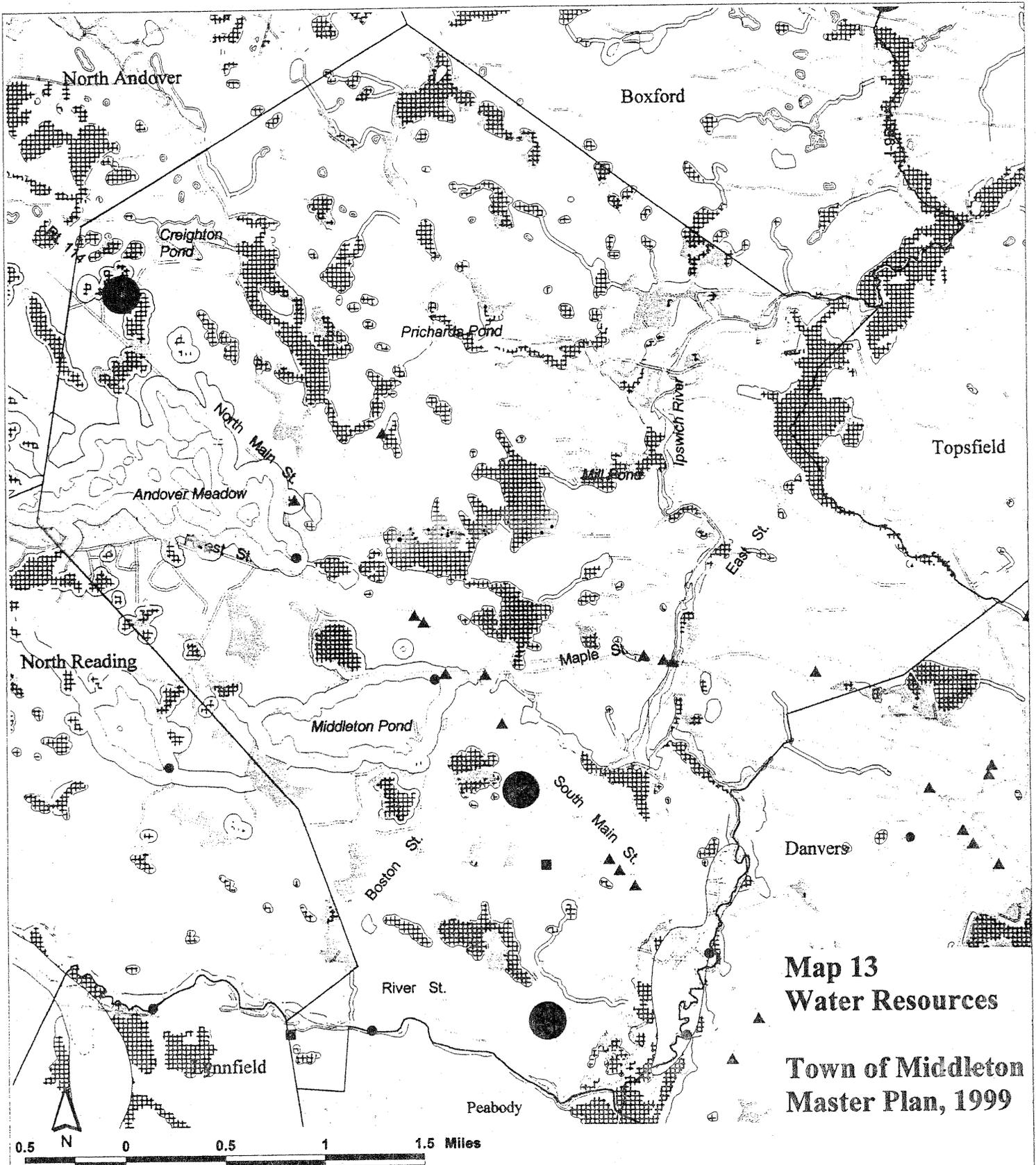
Growth in Middleton is reported to be using the extra capacity recently. Danvers consumption has been steady, while Middleton has been increasing.

Service connections are as follows:	
Danvers;	6866 Residential
	<u>677</u> Commercial
	7543 Total
Middleton;	1092 Total = 13% of total in system.
Total connections in the system:	8635

**10.3 Arrangements with Danvers**

A program to rehabilitate and improve both existing wells is underway. It is expected that 0.25 mgd will be the result in quantity, and some water quality improvements will also result. The short-term future situation is expected to result in 0.45 mgd available (0.2 existing surplus + 0.25 from the well improvements). Using the existing average consumption rate per connection of 394 gallons/day, 1142 new connections can be handled in the service area covering both towns. Over 1200 new connections may be needed in Middleton for projected growth by the year 2020 if all new residences and businesses connect to town water. New sources of water will need to be identified and developed. The Danvers Water Department is investigating new ground water wells both in sand and gravel aquifer areas, and in deeper bedrock areas.

Map 13, Water Resources, shows the aquifer, wellhead protection areas and public water supply areas. Water resources are quite significant in Middleton and need special consideration, because of the Ipswich River, several large ponds, and extensive wetlands in Town.



**Map 13**  
**Water Resources**  
**Town of Middleton**  
**Master Plan, 1999**

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

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- 100-year Flood Area
- 500-year Flood Area
- Medium Yield Aquifer (100-300 gpm)
- Outstanding Water Resource Areas
- Water Supply Protection Zones
- Interim Wellhead Protection Areas
- Title V Buffer Areas
- Wetlands

- ▲ Underground Storage Tanks
- Public Water Supply
- Groundwater Discharge Points
- Stream Gaging Stations

## 11. Wastewater Disposal

### 11.1 Soils Capacities for Septic Systems

Middleton's soils were formed by the actions of the Wisconsin Ice Age, which ended about 10,000 years ago. This mile-thick glacier leveled earlier hills and scoured out older deposits to expose ledges of Salem diorite (a particularly hard member of the granite family). As the glacier retreated it left behind a variety of features. These include; glacial till (a mixture of soils and rocks pushed along by the ice sheet), boulders or "erratics" (large stones often from distant locations), ice blocks (many of which formed depressions in the surrounding soil as they melted), drumlins (the rounded hills that contribute many of Middleton's characteristic topographic features), eskers (narrow ridges of sand and gravel deposited by streams running underneath the ice sheets), and outwash plains. After the ice sheet retreated finer materials, clay, silt, sand, and gravel were deposited and mixed by either moving or standing water. All of this action and the passage of time have produced the nine families of soils that are found in Middleton. These soil types are found in the following four main associations:

Canton-Woodbridge-Freetown association: Deep, nearly level to steep, well drained or moderately well drained, loamy soils formed in deep glacial till; deep nearly level, very poorly drained, mucky soils formed from organic deposits.

Chatfield-Hollis-Rock outcrop association: Moderately deep or shallow, gently sloping to steep, well drained or somewhat excessively drained loamy soils formed in glacial till; areas of exposed bedrock.

Merrimac-Hinckley-Urban land association; Deep, nearly level to steep, somewhat excessively drained, loamy sandy soils formed in outwash deposits; areas where soils have been altered or obscured by urban works or structures.

Paxton-Montauk-Urban land association: Deep, nearly level to steep, well drained, loamy soils formed in glacial till; areas where soils have been altered or obscured by urban works or structures.

Soil properties that affect the capacity to build septic systems include permeability, depth to seasonal high water table, depth to bedrock or ledge, depth to hardpan, and susceptibility to flooding. Stones and boulders and a shallow depth to bedrock or hardpan interfere with installation of a septic system. Excessive slope may cause lateral seepage or surfacing of the effluent in down-slope areas. Excessively drained soils are underlain by loose sand and gravel or fractured bedrock. In these soils a leaching field may not adequately filter the effluent. As a result ground water supply may be contaminated.

The first two associations make up more than half of the Town and more than three-fourths of the area in the mostly undeveloped north and west areas. Here, ledge, wetlands, steep slopes, flood-prone areas, and regulations that prevent the location of septic systems within 100 feet of a wetland make finding suitable areas for sewage disposal difficult.

The other two associations occur on areas where most of the Town's residents live or/and farm. Much of the Ipswich River floodplain is also on these soils. Existing development, wetlands, steep slopes, ledge, flood-prone areas, and regulations that prevent the construction of septic systems within 100 feet of a wetland make finding suitable areas for sewage disposal only slightly less difficult than the other two associations.

In many soils that have moderate or severe limitations for septic systems, it may be possible to install special systems that lower the seasonal water table by mounding so that satisfactory absorption performance can be achieved. While these systems significantly increase the cost of a home, some have been built in Middleton.

#### **11.2 Possibilities for Sewer Connections in Adjacent Towns**

The development at Ferncroft in the Interstate Highway Business Zoning District on Village Road and Locust Street is connected to the Danvers sewer system. The "Colony" buildings on state-owned land of the former Danvers State Hospital is also connected to a sewer system in Danvers. Additionally, the Bostick land in southwestern Middleton is connected to Peabody sewers. These are the only places in Middleton where possibilities exist to connect to another town's sewer system, and it is anticipated that future developments in the two eastern areas of town will connect to sewer lines in Danvers. Otherwise all other development in Middleton will need on-site septic systems or small project scale "package" sewer systems if approved by state and local authorities. Expanding the sewered areas, connecting to adjacent towns, is a process made difficult by the requirement that approvals of the Southeast Essex Sewer District and the State Legislature need to be obtained.

#### **11.3 Development Limitations Embedded in Existing Conditions**

The necessity to use local on-site wastewater disposal and treatment presents some limits to development. First, building lots must pass percolation tests. Those that do not, owing to soil conditions, cannot be developed. Second, relatively new Title V Regulations require tests of existing septic systems when property is sold. This dampens the market for properties with failing systems. The relatively high water table in many areas also adds considerable costs to building lot development, when mounded or raised septic systems must be built, and enough fill must be added to keep building foundations safely above the water table. All these factors lead to lower growth rates than might be experienced if these environmental constraints did not exist. As mentioned earlier, more accurate mapping by the Federal Emergency Management Agency (FEMA) would permit more sensitive application of flood plain regulations, also affecting the rate of development.

## 12. Schools

### 12.1 Regional Systems

#### 12.1.1. Masconomet Jr. High and High School Schools

Middleton is a member of the Masconomet Regional School District which includes Boxford and Topsfield. Administrative services are provided for public schools grades 7 -12, in the district by this organization, and it operates the Masconomet Junior High School and High School, opened in 1959, at a site in Boxford on Endicott Road. Enrollment at the Junior High School was 607 for the 1997-98 school year. For the same year the High School had an enrollment of 974.

The Tri-Town Union is a separate regional system that provides administrative services for schools grades 1 - 6 in the towns of Middleton, Boxford and Topsfield. Administrative offices are located in the Fuller Meadow School in Middleton. Boxford may choose to withdraw from the union by June, 2000, resulting in a two-town union of Middleton and Topsfield.

#### 12.1.2 North Shore Regional Vocational Technical School

Middleton is one of 16 towns and cities that are members of the North Shore Regional Vocational Technical School. The school is located in Middleton on Log Bridge Road, and had an enrollment of 453 during the 1997-98 school year. Currently, a state-funded feasibility study is being conducted to determine if the North Shore Regional Vocational Technical School can merge with the high school level operations of the Essex Agricultural and Technical Institute at that school. Extra space is likely to become available at the Essex school because its college level operations will become part of North Shore Community College.

#### 12.1.3 Future Enrollment and Capacity Increases

Middleton, Boxford and Topsfield are all growing communities. The Masconomet Junior and Senior High Schools are rapidly approaching their capacities. Plans for their expansion have been prepared. Seventeen additional Junior High School rooms will be built, as will 26 new Senior High School rooms. In addition, all existing facilities will be renovated to meet current construction codes, a wastewater treatment facility will be constructed, and the field house, cafeteria, music and art facilities and play fields will be expanded to meet space needs and curriculum standards. The entire project is estimated to cost \$54 to \$56 million, with Middleton's share estimated at about \$15.5 million, which will be reduced to about \$5.5 million with state reimbursement.

### 12.2 Middleton System

#### 12.2.1 Fuller Meadow School

Grades 1 through 3 plus pre-school and kindergarten are located at the Fuller Meadow School on South Main Street. The school was originally built in 1975. In 1996 14 more classrooms and a gym and library were added to the school. The school has a potential 18 classrooms for kindergarten through the third grade (K - 3), plus a library, computer laboratory, art room, music room, special

education rooms, pre school rooms and a teacher's room. It was thought in 1994, when planning was done for the expansion, that Middleton's elementary school needs would be met up to the years 2002-2003. The capacity of the Fuller Meadow School is 430 students, with a potential for 474 students if the art and music rooms are used for general classroom purposes. Capacity is calculated using the figure of 22 students per classroom for grades 1 - 3, 25 students per classroom for grades 4 - 6, and 20 students per classroom for kindergarten. The Town needs the pre-school rooms so it can meet the special education needs of 3 and 4 year olds, without resorting to out-of-district placement.

#### 12.2.2 Howe-Manning School

The Howe-Manning school, containing grades 4 to 6, was built in 1952 and contains 14 classrooms plus rooms for special education, art, a computer lab, a library/media room and a teacher's room, giving the school a capacity of 350 students. It has a potential capacity of 400 students if the art and music rooms are used as general classrooms. The school is located in the Town Center on Center Street. It once served as the town's grades 1 - 8 school. It had major renovations in 1950 and again in 1956, and has undergone additional renovations and repairs in the 1980's and 1990's.

#### 12.2.3 Classroom Capacities

The combined maximum capacity of the two schools is about 840 students, recognizing that absolutely full utilization cannot be achieved because of variations in grade size. This can be adjusted downward by use of classroom space for other purposes such as administration. The figure takes into account the need to have 4 rooms reserved for special instructional purposes in each school. These purposes are art, music, computers and special education. As mentioned a figure of 23 students per classroom was used to calculate overall school capacity. If a more desirable figure of 20 students per classroom is used the overall capacity is reduced to 720 students. It is unlikely that either figure will be uniformly attained for all classrooms because of variations in grade size (the number of students at each grade level).

#### 12.2.4 School Enrollment Projections

Enrollment projections indicate that by the school-year 2003-2004 the two schools will be at capacity. By 2010, when the projected population of the town is about 8,400 with an estimated 900 students in grades pre-school to 6, there is no question Middleton Schools will be over capacity. It would be prudent to plan to build more classroom space during the period 2003 and 2006. Therefore a School Building Committee should be appointed as soon as possible. By the year 2020 Middleton is expected to have a population of about 10,200, with an associated school enrollment in pre-school to grade 6 of 1,095 students. This will require a minimum of 8 new classrooms, while 10 would provide more flexibility and comfort in class size.

#### 12.2.5 Future Capacity Increases

It is expected that about 4 - 6 additional classrooms will be needed in 3 - 6 years. One possibility for this expansion is to add to the site of the Fuller

Meadow School. There is a 5 acre site on South Main Street just to the south of the school property. It offers on possibility for meeting short-term school needs.

Where to build the needed long-term capacity is a question that involves several considerations. These are age, condition, extent and design of existing facilities including play fields, more exact projections of students by grade, to be done at a later time (between 2000 and 2005), technological changes in elementary education, and land prices and availability. Location and access criteria are also very important considerations. Minimizing bus route mileage and assuring the safety of walkers and bicycle riders are top priority criteria for site location. Because a location in South Middleton is most likely to meet the needs, a search for a suitable site should begin very soon. There are not many suitable vacant sites in South Middleton containing enough land (15 – 20 acres) for the needed space. Two candidate sites are along River Street and the area on South Main Street immediately south of the Fuller Meadow School. Another possibility is the Colony area the state currently owns.

Another important factor is the role that the Howe-Manning School might play in Middleton Center development. Another upgrade of the school might be expensive enough to justify new construction somewhere else, and use of the building for commercial offices or housing to fit in with the overall plan for further development of the Town Center area.

### 13. Municipal Resources

#### 13.1 Community Facilities and Services

##### 13.1.1 Memorial Hall

Memorial Hall, located on South Main Street across from Boston Street, is currently used as the Middleton Town Hall. Presently, Memorial Hall houses the Town Administrator, the Town Accountant, the Assessors' Office, the Selectmen's Office, the Tax Collector and Treasurer, and the Town Clerk. The building was built in the 1850's as the Center (grammar) School and served in that capacity until the 1950's when the town offices moved there from the Old Town Hall on Maple Street (now the Senior Center). The 1966 Master Plan recommended removing the building and developing new town offices elsewhere. This recommendation was never implemented due to opposition by older residents who had attended school there. The idea of relocating town offices may be worth revisiting. The building is currently short of space, and, other than the first floor, it is not accessible to citizens with disabilities. Historical preservationists have not identified Memorial Hall as a structure of historical or architectural significance. Removal of the building would allow development of a Route 62 connector that would significantly reduce auto congestion in the town center. Such a plan could be coupled with development of a new town green/common. If the town offices are relocated from Memorial Hall, they should remain in Middleton Center.

### 13.1.2 Fire

The Middleton Fire Department, located in the Town Center, consists of a permanent force of eight, and an on-call force of nineteen. All members of the force have Emergency Medical Technician or First Responder training. The department responds to approximately 1,700 incidents annually. The most common response incidents include medical aid, fires, service calls (lockouts), carbon monoxide, false alarms, and motor vehicle accidents. When staff is available, the department currently has a four to five minute response time to most sections of town. However, the department has identified manpower as its major impediment to providing an adequate response to each call, and has noted that some incidents occur when no one is available to respond from the fire station. Firefighters have to come from their homes. Four personnel on each shift would ensure available staff and drivers at the station for each incident. This would require the addition of six full time firefighters.

The department has also found that limited finances are constraints to continued training and re-certification for medical, fire-fighting, rescue, investigation, and hazardous materials procedures. While the fire department apparatus is generally in fair to good condition, a Town Mechanic would significantly improve maintenance issues. Finally, the department has recommended that the town study the feasibility of a combined fire/police public safety building. This building must be sited to maintain the fast response times throughout town. This is a long run improvement that would be made 5 to 10 years in the future. In the meantime \$250,000 has been appropriated by town meeting for structural repairs to the existing fire station.

### 13.1.3 Police

The Police Department roster includes 13 officers and 10 reserve officers. The Department, located at 65 North Main Street, responds to approximately 4,500 incidents annually. While the number of major incidents has not increased significantly over recent years, the number of minor incidents reported to police has risen, possibly due to increased sensitivity about these incidents. The department has also noted that the limited hours of the Police Station impede providing a higher level of service. A 24-hour police station, possibly combined with the fire department in a general public safety building, would enable the department to provide full operations around the clock.

In 1995, the most recent year for which data are available, there were 233 property crimes in Middleton and four violent crimes. These incidents represent an increase from the previous years. In 1993, the department reported only 94 property crimes and no violent crimes.

Public Safety

(Office of Public Safety 1993)

	Middleton	Statewide
Total Crimes Reported	94	
Rate per 1,000 persons	19.10	47.95
Change from 1992 (%)	24	-5
Violent Crimes	0	
Rate per 1,000 persons	0.00	7.13
Change from 1992 (%)	0	-3
Property Crimes	94	
	Middleton	Statewide
Rate per 1,000 persons	19.10	40.82
Change from 1992 (%)	24	-5

**13.1.4 Public Works**

The Department of Public Works, located at 195 North Main Street, is responsible for construction and maintenance of roads, sidewalks, and storm drains; and for removal of snow from public ways. The department also maintains the cemetery and playgrounds. Construction of new playing fields has been a recent priority due to increased community demand and to the recent loss of fields as a result of the Fuller Meadow School expansion and the landfill capping project. The DPW operates a potable water distribution system that delivers water to approximately 1,100 service connections through more than 21 miles of water main. Water is purchased from the Danvers Water Department.

**13.1.5 Solid Waste Disposal**

The Department of Public Works operates the Middleton Solid Waste Transfer Station and transports trash from the Transfer Station to the Ogden Martin incinerator in Haverhill.

**13.1.6 Electricity and Gas**

The Middleton Electric Light Department distributes electricity throughout Middleton. It operates approximately 2,700 service connections and provides over 100 million kilowatt hours of energy. Electric rates are among the lowest in the state.

Natural gas is provided by Boston Gas on South Main Street.

**13.1.7 Cable TV**

Cable Television service in Middleton is currently provided by MediaOne.

**13.1.8 Senior Center**

The Council on Aging operates a Senior Center, located in the Old Town Hall at 38 Maple Street. The Senior Center is open three days a week; it serves lunch on those days and hosts a variety of activities. The Council also arranges for home delivery of lunches to those seniors unable to leave their homes or prepare food independently. Activities organized by the Council include yoga classes, beano, movies, line dancing, coffee forums, and educational programs. The

Senior Center also owns a van that is used for day trips and to transport seniors to medical appointments and local errands. The Senior Center and the Council on Aging are largely supported by volunteers, who contribute approximately 4,500 hours annually to the program. The facility is inadequate in size, parking and accessibility. These conditions limit the number and scope of activities desirable and possible at the Senior Center.

### 13.1.9 Flint Public Library

The Flint Public Library is located on Main Street adjacent to the Fire Department. The library has 32,000 holdings and receives about 39,000 visitors each year. Annual circulation is approximately 55,500 items. The Library is open for 51 hours over six days each week. The staff consists of the library director, an assistant director, a children's librarian and assistant librarian, a reference librarian, and a janitor. Three of the positions are part-time. The library's major constraint is one of space. The building in which it is housed was opened in 1891 when Middleton had a population of only 1,000, library holdings of only 3,661, and circulation of only 4,800 items. The structure has not been expanded or significantly upgraded since that time. It is clearly inadequate in size and in need of significant repairs.

Maintenance, preservation, and expansion are all required. The bell tower and chimney are both unstable and in need of stabilization and restoration. The leaking foundation causes moisture and mildew that damages books. Only the first floor, which houses the children's collection, is accessible to citizens with disabilities; the adult section is not accessible for the disabled. The building is not air-conditioned. As the size of the collection has grown with annual acquisitions, the amount of space available for other uses has diminished. There is no community room and very little space available for quiet study and reading. Without some physical expansion this space will disappear, displaced by the need for additional shelving for new acquisitions.

The library is currently positioning itself for a major expansion. Preliminary studies indicate that an expansion could quadruple the available area on the present site, while maintaining the character and architectural integrity of the building. About 10,000 sq. ft. of additional space is planned, which meets needs for shelving, storage, acquisitions processing, electronic media, custodial equipment and community meeting space. With the addition of 10,000 sq. ft. the library should be able to meet the needs of the town for the next 20 years, although parking will be an issue, especially if existing parking is lost to building expansion.

Care in architectural design has been taken which will blend with the outstanding Victorian Romanesque character of the existing building. The Flint Library is the most architecturally significant civic building in Middleton with its limestone trimmings and ornamental brick exterior, cypress interior woodwork and hand-painted memorial windows by the noted artist Donald McDonald.

## 14. Plan Implementation and Amendment

### 14.1 Capital Budget

Master Plan recommendation for capital expenditures must be included in the capital budgeting process. The capital budget has a 5 or 6 year time span into the future, and includes all major investment or non-operating budget needs of the town. Items that should be included in the capital budget are:

- Start-up funds for land or development rights acquisition.
- Estimates for moving or replacing Memorial Hall as the Town Municipal Offices.
- Creation of needed new classroom space.
- Funds for the Flint Library Expansion
- Funds for future needed expansions of Police and Fire Stations

The capital budget should be included on the Town's web page, increasing its availability for public review.

### 14.2 Creation of a Supporting Organization to deal with Land Acquisition

A separate tax exempt organization should be established to solicit donations of land, and money to buy land, for conservation, open space and recreation purposes. This supporting organization should also conduct research on lands that might be coming on the market, and make recommendations to the Town about whether to purchase such lands for municipal, conservation, open space and recreation purpose, using funds set aside for such purposes. The directors of the supporting organization should be appointed by the Town. The directors should draw up a set of bylaws and operating procedures to govern the supporting land acquisition organization.

### 14.3 Bylaw and Regulation Changes

#### 14.3.1 Zoning Text

Three additions to the zoning bylaws are recommended. They are:

- Section 5.12: Residential Development Scheduling Growth Management Bylaw.
- Section 8.7: Residential Density Bonuses for Including Senior (Age Restricted) Housing and a Senior Center.
- Section 8.10: Creation and Duties and Scope of Authority for a Design Review Committee for Commercial and Industrial Development Proposals.

Draft language for adoption by town meeting has been prepared for each of these proposed new sections. The language will be reviewed by appropriate public officials in Middleton. Appropriately edited bylaws will be submitted to town meeting vote. The three provisions listed above have been selected for town meeting vote in the Year 2000. Two other provisions were prepared, one dealing with allowing for residential development of "backland" behind existing homes, including use of common driveways, and a second provision increasing the

frontage and setback requirements for homes in the R-A (2 acres minimum lot size) zoning district. These are desirable zoning provisions that will aid in retaining the open rural character of the R-A District. At some future time the town may choose to present them for a town meeting vote.

The Residential Development Scheduling Growth Management Bylaw is intended to reduce the rate at which residential development occurs. It is also intended to provide reliable information about where and when new homes will be built. An annual average of 72 residential building permits were issued in the fiscal years 1994 to 1997. Thirty-five have been issued for all of Fiscal Year 1999. The rate would be cut substantially under the terms of the proposed bylaw. Only 1/4 of all proposed homes in a residential subdivision could be built in any one year, with exemptions for subdivisions with fewer than 5 lots, for subdivisions between 5 and 16 lots (four homes per year permitted) and for residential developments restricting occupancy to people over age 54.

The residential density bonus provisions for age restricted developments is intended to enable older people to find suitable housing in Middleton, thereby helping to reduce the rate of increase in school enrollments, and providing a positive fiscal return from each such development. The residential density bonus provision for senior centers is intended to provide better and more extensive senior center facilities than currently exist. The incentives offered are 10% increases in residential density for either feature. If both are provided a total bonus of 20% would result. The bonuses would be available in all zones that permit residential development.

The Design Review Committee Bylaw is intended to improve the site planning, landscaping and overall appearance and functioning of future commercial and industrial development in Middleton. The three member committee would be appointed by the Board of Selectmen and would provide advice to that board, the Planning Board and Board of Appeals. The committee would have only advisory powers. Members would have three year terms. One member would be a professional registered architect or landscape architect.

#### **14.3.2 Zoning District Boundaries and Permitted Uses**

Six changes are recommended in zoning district boundaries, or changes in uses permitted in zoning districts. The six changes recommended are:

1. Enlarge the B business zone in Middleton Square.
2. Enlarge the B business zone along Maple Street at its intersection with East and Gregory Streets.
3. Enlarge the light industry zone on South Main Street.
4. Allow light industry uses in the business zone on South Main Street. Also expand the M-1 zone slightly at the corner of River Street and South Main Street.
5. Change the B-1a limited business zone on North Main Street north of Debush Ave. to M-1 light industry. Also expand the zone slightly to include some land currently zoned R-1a and R-1b.
6. Change the I institutional zone on the "Colony" area of state-owned

- property between the Ipswich River and the abandoned rail line/current power line to C conservation; change the 17 acre area in the center of the land containing buildings, to M-1 light industry.
7. Change the land behind the business zone south of Rockway Road on North Main Street from R-1b to M-1.

These changes are intended to implement various objectives including stabilizing the tax base (changes 1, 2, 3, 4, 5, 6 and 7), encouraging more appropriate business development in commercial centers (changes 1, 2 and 4), managing residential growth (change 6), and preserving open space (change 6).

#### **14.4 Master Plan Committee Supervision and Responsibility**

In order to better implement the entire plan and ensure that it is used as an appropriate reference in future decision-making, a committee of town officials and others should be established to supervise the administration of the master plan. This broad-based committee should be appointed by the Town Moderator, and should draw from all town organizations for its nine members. Committee members could come from the Planning Board, Board of Appeals, Conservation Commission, Board of Health, School Building Committee, Board of Selectmen, Department of Public Works, Recreation Committee, Housing Authority, Electric Light Department, Board of Assessors, Board of Trade, Finance Committee and School Committee. If an organization is established to purchase land and development rights on land it could be represented on the Master Plan Committee. One or two at-large residents of the town might also be included to represent other interests such as business and environmental protection. The Town Administrator should also be included as an ex-officio member.

The committee should have a five year life, with renewal possible at the end of that time, depending on activity, interest and effectiveness. The committee chairman should be appointed for a 5 year term, with 3 members appointed for 3 years, 3 members appointed for 2 years and 2 members appointed for 1 year. The Town Moderator would make re-appointments or new appointments, as and when appropriate, to keep the committee at 9 members. The role of the committee will be to review decisions and actions that come before the town, for their consistency with the Master Plan. The committee will have an advisory and coordinative function. One of the responsibilities of the committee will be to recommend changes to the plan if warranted by new information, changing conditions and town objectives.

#### **14.5 General Government**

##### **14.5.1 Mapping**

The Town of Middleton would be able to more effectively and efficiently deliver services, including updating and amending the Master Plan, if some mapping services were obtained. First, the Town should acquire the capability to use geographic information systems (GIS). This capability can be acquired on several levels using existing computer hardware and software. A needs assessment should be done to determine the best level of GIS for the Town. Having GIS

will enable the Town to use and edit the GIS maps that are contained in the Master Plan. GIS will also enable the town to automate some of its tax assessor's office functions, such as customer research and referrals, and copying tax maps. If GIS includes engineering data, the Department of Public Works and others, such as the Building Inspector and the Planning Board, Board of Appeals, Conservation Commission and Board of Health, will benefit from having maps that are more detailed and more readily updated. GIS capability will enable the Town to readily access and use the large amount of mapped data available from federal, state and regional agencies.

The second mapping improvement is updating of the Federal Emergency Management Agency (FEMA) flood plain maps so that more accurate application of flood plain restrictions on building, and administration of the conservation zoning district, can be accomplished. FEMA is in the process of updating its flood plain maps, making them more accurate, and has a schedule for updating. Means should be found to get Middleton a higher priority with more timely delivery of the maps.

#### 14.5.2 Technical Assistance

Middleton should develop a Web Site on the World Wide Web and Internet. Some town business like distributing routine announcements, town bylaws and tax assessors information could be done on the Internet. The Master Plan and Open Space and Recreation Plan could be made more widely available by posting them on the Internet. The Town Clerk's Office should take the lead in developing a Town Web Site. One of the benefits of being on the Internet is that the number of visits and phone inquiries to the Town Clerk's Office will be reduced.

Middleton town staff will need to be trained in web site development, maintenance and updating, and in GIS in order to make full and most effective use of these new technologies. Some training should be provided by vendors that install system components. Additional technical assistance is available from MassGIS and the Metropolitan Area Planning Council (MAPC), and the software vendors whose products are installed. Volunteer assistance from knowledgeable town residents could also be sought.

#### 14.6 Institution Building for Master Plan and Town Development Concerns

The Master Plan Committee recommended in Section 14.4 above will be made up of town officials primarily. As such, it will be a coordinating and cross-referencing body, concerned essentially with short-range decisions. It will be desirable to have residents and business people involved in maintaining and implementing the Master Plan, since they were instrumental in defining the goals on which it is based. Therefore Master Plan Sub-Committees on each of the major topics of the Plan should be established. Membership should be voluntary. Regular meetings should be held to review progress toward the goals established, and to review the validity of the goals. Goals change over time as economic, demographic and technological conditions change. Some of these sub-committees could be groups that already exist or have existed in the past, such as

the committee that prepared the Open Space and Recreation Plan. Groups concerned with historic preservation, environmental protection, housing and commercial development may also wish to become sub-committees on Master Plan topics.

#### 14.7 Open Space Plan

Middleton's 1998 Open Space & Recreation Plan set forth the following goals as essential for the Town's future:

- Protect the Ipswich River, its tributaries, and associated wetlands.
- Preserve Middleton's rural character.
- Provide recreational areas throughout Town.
- Enlarge existing conservation areas, creating corridors between them for wildlife and passive recreation.

Rapid growth and sprawl were identified as threats to Middleton's rural tradition and general character. This update of the 1966 master plan was conceived as one means for dealing with the increasing pressures for residential and commercial development and helping to achieve the goals set forth in the Open Space Plan. Map 14 shows the Open Space Plan.

The Open Space & Recreation Plan provides a strong basis for actions recommended in this master plan. An overwhelming 93% of the respondents to the 1997 open space questionnaire thought that the Town should purchase land along the Ipswich River. 73% thought that the Town should purchase or otherwise protect parcels that would be desirable for development. Specific areas mentioned in the Open Space Plan include:

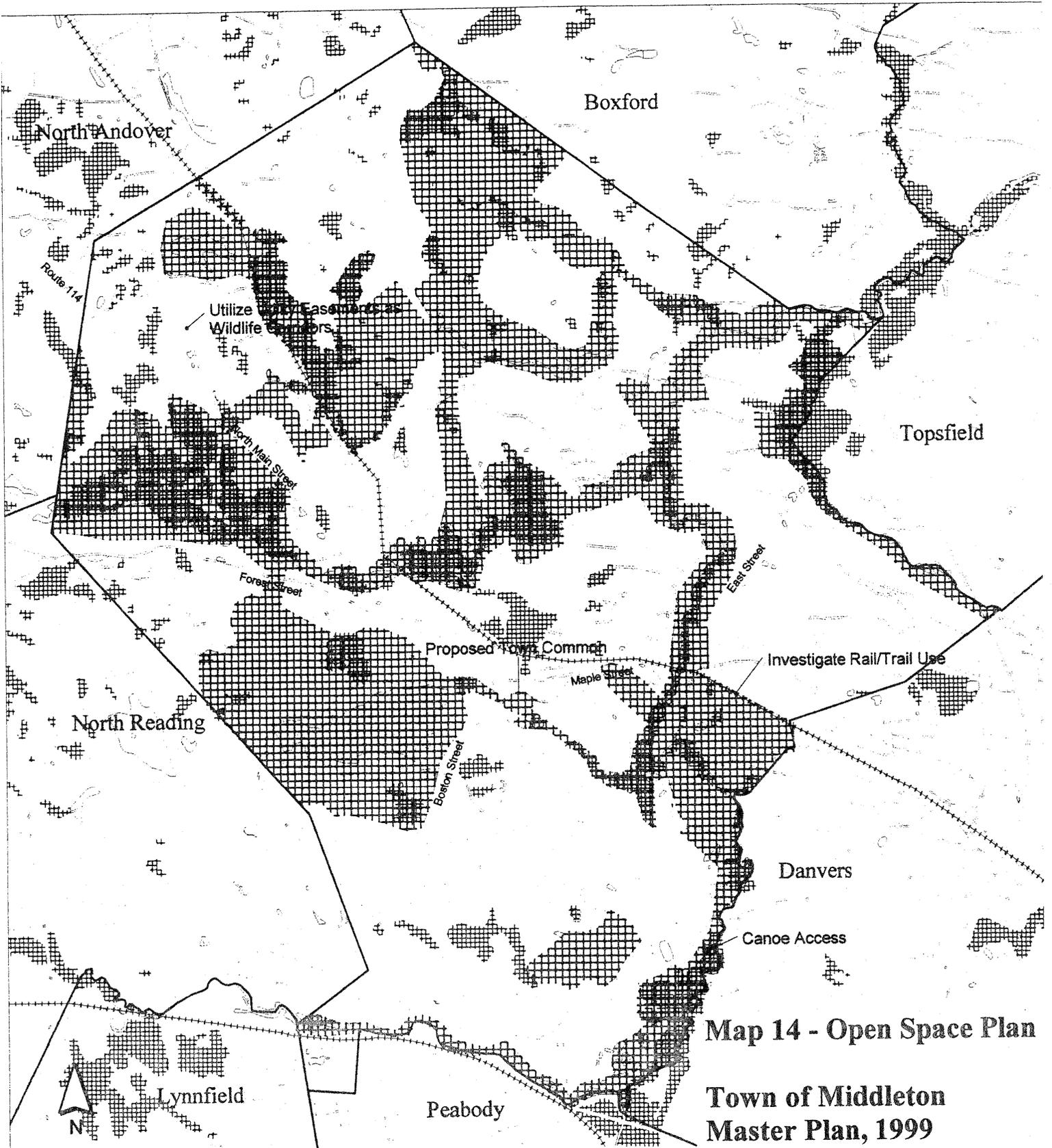
- "The Colony," the site of the Danvers State Hospital (122 acres); Richardson Farm's pastures along South Main Street (216 acres) and River Street (80+ acres);
- The Lynn Boys & Girls Club land around Creighton Pond (98 acres);
- North Shore Jewish Community Center of Marblehead land off East Street (100 acres).

Other recommendations of the Open Space Plan are to:

- Develop a Town Common near the center of Town;
- Develop a trail system for walking and bicycling; and
- Develop new recreation facilities including ball fields, soccer fields, tennis courts, etc.

##### 14.7.1 Land Protection Strategies

The Middleton Open Space and Recreation Plan is summarized on the following map. One of the key recommendations of both the Master Plan and the Open Space Plan is to embark on a land protection program as one part of the Town's strategy to manage its future growth. This program should include the following major elements:



**Map 14 - Open Space Plan**  
**Town of Middleton**  
**Master Plan, 1999**

0.5 0 0.5 1 1.5 Miles

Source: MassGIS and 1998 Town of Middleton Open Space Plan.  
 This map for planning purposes only.

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

-  Wetlands
-  Existing and Proposed Open Space System
-  Abandoned Railways
-  Utility Easements

- Develop funding for land acquisition.
- Focus protection efforts on land abutting the Ipswich River and on developable land in key areas for expanding existing protected areas and connecting them with corridors for wildlife and passive recreation.
- Secure "first refusal" interests for tax exempt institutional lands and land owned by Danvers in Middleton.
- Encourage gifts of land to the Town, Essex County Greenbelt Association, and other private land trusts.
- Develop a strategy for working with owners of key parcels in the Chapter 61 tax reduction program to acquire a portion of their land when it comes on the market.

A land protection program needs to have a variety of weapons in the arsenal to be successful. Each parcel will have different factors that will affect which weapons will be most effective. Those factors include:

- The financial and family situation of the owner.
- The natural features of the site and its surroundings.
- The abutting land and its protection status.
- The economic market at the time the owner wants to make a change.
- The owners' feelings about public versus private organizations.

#### 14.8 Economic Development Actions

Economic development actions in the Plan consist of rezoning land for business and industry. These are documented in Sections 5, 6 and 13.2. While the market for economic development in the Middleton area is strong, due to the ongoing expansion of the regional and national economies, zoning additional land will not insure that such acreage is occupied by business and industries. Further economic development actions are necessary. These consist of active recruitment of new businesses, and encouragement of existing businesses to expand. Promotional activities, like preparation of information about sites and advantages of doing business in Middleton, could be undertaken. Other activities consist of offering financial incentives like tax increment financing (which allows a reduction in property taxes for several years). Some of these activities require designation by the state as special zones for economic development. The Town may want to look into these possibilities if the market does not produce sufficient activity in producing new jobs and businesses.

#### 14.9 Environmental Protection Actions

Environmental protection actions recommended by the Plan consist of the following.

- Establish a design review committee for commercial and industrial development.
- Rezone most of the "Colony" area from institutional to conservation use.
- Authorize a substantial amount of money for a fund to buy land and/or its development rights.
- Work with other organizations to help them acquire land and/or development rights.

- Create a Town Common on an extension of Boston Street (State Route 62) in Middleton Square.
- Create a trail system for walking and bicycling.
- Develop new recreation facilities including baseball, softball and soccer fields, and tennis courts.
- Work with the Ipswich River Watershed Association to protect the river its tributaries and associated wetlands.
- Continue to protect the town's water resources through watershed management practices.

#### 14.10 Regional Cooperation Actions

Several regional cooperative organizations have been mentioned in the Plan, the Ipswich River Watershed Association, the Essex County Greenbelt Association, the Trustees of the Reservation, and the Metropolitan Area Planning Council. Each of these have programs that include Middleton in various ways, and the Town needs to actively participate in these programs to take full advantage of them, and to keep current on related developments in surrounding towns. For example, Middleton is one of 15 towns in the North Shore Task Force of MAPC. Transportation is an important topic dealt with in Task Force work. Middleton was one of four towns involved in the 1994 Ipswich/North Coastal Water Supply Plan done by MAPC.

Regional cooperation includes working with adjacent towns on topics of common interest. Middleton has been working closely with Danvers on water supply for many years, and with Boxford and Topsfield on the Masconomet Schools and Tri-Town School Union for many years. The Town of North Andover is preparing to conduct a study of State Route 114, which they have designated an Economic Opportunity Corridor. They are seeking a Public Works Economic Development (PWED) grant to conduct the study, which would evaluate the opportunities to improve the road for purposes of attracting additional businesses and expanding their commercial tax base. This activity is of critical interest to Middleton because of the desire to keep North Main Street from becoming over-developed with businesses, and overused by traffic. Middleton should seek some sort of inter-town cooperative agreement to become a party to the study because of impacts on its portions of State Route 114. Middleton should actively seek to become involved in any other planning and development activities with sub-regional impacts, of surrounding towns.

#### 14.11 Procedures and Schedule for Master Plan Amendments

A master plan should be completely updated at least every ten years. Updates are needed to recognize changed goals, and changed physical, technological, economic, social and governmental conditions. An update would deal with all topics or elements of the Plan. Amendments, which deal with only one or two topics or elements, or some detail of the Plan, can occur more often, and it is likely this will happen through the actions of the recommended Master Plan Committee and sub-committees. Since the Planning Board has the statutory responsibility for the Master Plan, all recommendations for amendments should be channeled through it.

A procedure should be established in which amendments are generated by subcommittees, and reviewed by the Master Plan Committee. Upon favorable vote of that Committee, amendments would be passed along to the Planning Board for their action. Upon favorable vote by the Planning Board the amendments would become an official part of the Plan and serve as a basis for town planning policy. The Planning Board would be responsible for maintaining a current official copy of the Plan, and for creating copies for distribution. A small line-item should be established in their overall budget for this purpose.

Respectfully submitted by the Growth and Master Plan Study Committee

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

## Appendices

### Appendix 1: Town-wide Survey Results

	15.4%	368
	Return	Returns
TOTALS		%
<b>ZONING LIMIT ON HOW MANY NEW HOMES BUILT/YEAR</b>		
NO RESPONSE	3	0.82%
FAVOR	317	86.14%
DON'T FAVOR	40	10.87%
NO OPINION	8	2.17%
<b>ZONING LIMIT ON NEW COMMERCIAL SPACE BUILT/YEAR</b>		
NO RESPONSE	5	1.36%
FAVOR	266	72.28%
DON'T FAVOR	80	21.74%
NO OPINION	17	4.62%
<b>IMPACT FEES ON NEW HOMES</b>		
NO RESPONSE	3	0.82%
FAVOR	269	73.10%
DON'T FAVOR	69	18.75%
NO OPINION	27	7.34%
<b>TOWN BUY LAND TO PREVENT DEVELOPMENT</b>		
NO RESPONSE	5	1.36%
FAVOR	275	74.73%
DON'T FAVOR	58	15.76%
NO OPINION	30	8.15%
<b>NON-PROFIT TRUST BUY LAND TO PREVENT DEVELOPMENT</b>		
NO RESPONSE	4	1.09%
FAVOR	291	79.08%
DON'T FAVOR	35	9.51%
NO OPINION	38	10.33%
<b>TOWN TO SETUP AND FUND NON-PROFIT TRUST</b>		
NO RESPONSE	12	3.26%
FAVOR	197	53.53%
DON'T FAVOR	92	25.00%
NO OPINION	67	18.21%
<b>RESIDENTIAL ARCHITECTURAL DESIGN DISTRICTS</b>		
NO RESPONSE	5	1.36%
FAVOR	169	45.92%
DON'T FAVOR	125	33.97%
NO OPINION	69	18.75%
<b>COMMERCIAL ARCHITECTURAL DESIGN DISTRICTS</b>		
NO RESPONSE	7	1.90%
FAVOR	250	67.93%
DON'T FAVOR	68	18.48%
NO OPINION	43	11.68%

<b>ESTABLISH HISTORIC DISTRICTS</b>		
NO RESPONSE	3	0.82%
<b>FAVOR</b>	<b>271</b>	<b>73.64%</b>
DON'T FAVOR	51	13.86%
NO OPINION	43	11.68%
<b>GET CONSERVATION EASEMENTS FOR TRAILS &amp; PATHS</b>		
NO RESPONSE	6	1.63%
<b>FAVOR</b>	<b>254</b>	<b>69.02%</b>
DON'T FAVOR	58	15.76%
NO OPINION	50	13.59%
<b>ALLOW ACCESSORY APARTMENTS</b>		
NO RESPONSE	10	2.72%
<b>FAVOR</b>	<b>119</b>	<b>32.34%</b>
DON'T FAVOR	155	42.12%
NO OPINION	84	22.83%
<b>HIGH DENSITY CLUSTER FOR RESIDENTS AGE 55 &amp; OVER</b>		
NO RESPONSE	6	1.63%
<b>FAVOR</b>	<b>188</b>	<b>51.09%</b>
DON'T FAVOR	128	34.78%
NO OPINION	46	12.50%
<b>ENCOURAGE AFFORDABLE HOUSING</b>		
NO RESPONSE	6	1.63%
<b>FAVOR</b>	<b>120</b>	<b>32.61%</b>
DON'T FAVOR	195	52.99%
NO OPINION	47	12.77%
<b>ZONE MORE FOR BUSINESS</b>		
NO RESPONSE	30	8.15%
DON'T FAVOR	128	34.78%
<b>FAVOR</b>	<b>210</b>	<b>57.07%</b>
N. MAIN ST	139	37.77%
NEAR JAIL	98	26.63%
THE COLONY	40	10.87%
S. MAIN	81	22.01%
NEAR TRANSFER STATN	91	24.73%
EAST ST BOXFORD LINE	45	12.23%
OTHER	12	3.26%
<b>ZONE MORE FOR LIGHT INDUSTRY</b>		
NO RESPONSE	38	10.33%
DON'T FAVOR	126	34.24%
<b>FAVOR</b>	<b>204</b>	<b>55.43%</b>
N. MAIN ST	116	31.52%
NEAR JAIL	100	27.17%
THE COLONY	43	11.68%
S. MAIN	73	19.84%
NEAR TRANSFER STATN	103	27.99%
EAST ST BOXFORD LINE	40	10.87%
OTHER	9	2.45%
<b>OTHER GROWTH MANAGEMENT ACTS</b>	<b>109</b>	

**WHERE TO DISCOURAGE RESIDENTIAL GROWTH**

TOWN CNTR/MAPLE ST	136	36.96%
ESSEX/SCHOOL ST	50	13.59%
N. LIBERTY ST	47	12.77%
RIVER ST	90	24.46%
LIBERTY/PEABODY ST	59	16.03%
FOREST/LAKE ST	45	12.23%
EAST/LOCUST ST	47	12.77%
BOSTON ST	99	26.90%
NO RESPONSE	135	36.68%
<b>TOWN CENTER POLICIES</b>		
<b>A. MIX OF SHOPS</b>		
NO RESPONSE	33	8.97%
FAVOR	219	59.51%
DON'T FAVOR	62	16.85%
NO OPINION	54	14.67%
<b>B. TOWN GREEN</b>		
NO RESPONSE	37	10.05%
FAVOR	258	70.11%
DON'T FAVOR	38	10.33%
NO OPINION	35	9.51%
<b>C. DESIGN IMPROVEMENTS</b>		
NO RESPONSE	38	10.33%
FAVOR	242	65.76%
DON'T FAVOR	44	11.96%
NO OPINION	44	11.96%
<b>D. PUBLIC PARKING</b>		
NO RESPONSE	27	7.34%
FAVOR	189	51.36%
DON'T FAVOR	85	23.10%
NO OPINION	67	18.21%
<b>E. TRAFFIC CONTROLS</b>		
NO RESPONSE	43	11.68%
FAVOR	147	39.95%
DON'T FAVOR	116	31.52%
NO OPINION	62	16.85%
<b>F. OTHER</b>		
	43	
<b>AGE GROUP</b>		
NO RESPONSE	12	3.26%
UNDER 19	1	0.27%
19 - 29	5	1.36%
30 - 44	149	40.49%
45 - 64	157	42.66%
OVER 65	44	11.96%
<b>YEARS IN TOWN</b>		
NO RESPONSE	8	2.17%
UNDER 5	117	31.79%
6 - 10	53	14.40%
11- 20	62	16.85%

OVER 20		128	34.78%
OWN OR RENT			
NO RESPONSE		5	1.36%
OWN		352	95.65%
RENT		11	2.99%
PEOPLE IN HOME			
NO RESPONSE		5	1.36%
NUMBER		2.9	98.64%
	1	29	7.88%
	2	139	37.77%
	3	65	17.66%
	4	85	23.10%
	5	32	8.70%
	6	10	2.72%
	7	3	0.82%
OTHER CONCERNS		154	

## Appendix 2: The Survey Questionnaire

### MIDDLETON GROWTH AND MASTER PLAN SURVEY

To help assess goals, objectives and preferences for growth management actions, the Middleton Growth and Master Plan Committee would like you to respond to the following survey. The information will be used to make more informed recommendations about planning and managing growth in the town. Please fill out and return the survey form. It is already addressed and needs only a stamp. Please fold it in thirds with the address showing and seal it with tape. We don't ask for your name, only your opinions, and a little information that will help us sort out responses. Please also fill out and insert the attached short survey on the proposed express commuter bus service. Thank you for your interest and cooperation.

Growth Management Actions: The first ten questions were asked of people who attended the second Master Plan Workshop on November 16, 1998. We would like your response to the same questions. Please respond even if you responded at that meeting. Thank you.

	Favor	Don't Favor	No Opinion
1. Zoning provisions should include limits on how many new homes can be built each year.	_____	_____	_____
2. Zoning provisions should include limits on how much new commercial space can be built each year.	_____	_____	_____
3. The Town should charge "impact fees" for each new home. (Fees charged to the developer to offset Town costs)	_____	_____	_____
4. The Town should purchase land to keep it from being developed.	_____	_____	_____
5. Non-profit land trusts should purchase land to keep it from being developed.	_____	_____	_____
6. The Town should help set up and initially finance a non-profit land trust.	_____	_____	_____
7. The Town should adopt residential architectural design districts to improve the quality of design in new development.	_____	_____	_____
8. The Town should adopt commercial architectural design districts to improve the quality of design in new development.	_____	_____	_____
9. The Town should establish "Historic Districts" to help preserve the historic resources and character of Middleton.	_____	_____	_____
10. The Town should aggressively pursue acquisition of conservation easements for development of a trail and path network.	_____	_____	_____
11. Accessory apartments should be allowed within existing housing units in all zoning districts.	_____	_____	_____
12. The Town should allow smaller, higher density clustered homes restricted to residents over 54 years old.	_____	_____	_____
13. The Town should encourage affordable housing vis a vis subsidized units.	_____	_____	_____
14. The Town should rezone more land for business.	_____	_____	_____
If yes, where? North Main St. _____ Near the Jail _____			
The Colony _____ South Main St. _____ Near the Transfer Station _____			
Along East St. near the Boxford Town Line _____ Other Area(s) _____			



18. What Town Center development policies do you favor?

Favor    Don't Favor    No Opinion

- A greater mix of shops and businesses in the Town Center.    \_\_\_\_\_    \_\_\_\_\_    \_\_\_\_\_
- Creation of a town green as a focal point for the Center.    \_\_\_\_\_    \_\_\_\_\_    \_\_\_\_\_
- Streetscape and design improvements to increase public gathering and social interaction in the Town Center.    \_\_\_\_\_    \_\_\_\_\_    \_\_\_\_\_
- Provision of public off-street parking.    \_\_\_\_\_    \_\_\_\_\_    \_\_\_\_\_
- Increased traffic controls.    \_\_\_\_\_    \_\_\_\_\_    \_\_\_\_\_
- Please specify any other Town Center development policies you favor: \_\_\_\_\_

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Background Information

19. What is your age group?  
(Please circle one)

20. How many years have you lived in Middleton? \_\_\_\_\_

Under 19    19 - 29

21. Do you own or rent your residence?    Own \_\_\_\_\_ Rent \_\_\_\_\_

30 - 44    45 - 64

22. How many people live in your home? \_\_\_\_\_

65 or older

23. Are there any issues or concerns you may have regarding Middleton's development this survey has not covered, or you would like to share with us? (Use additional space if necessary.)

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Your help and cooperation in providing needed information for this effort is greatly appreciated.  
Please return your completed survey to :

Growth and Master Plan Committee  
c/o Board of Assessors, Memorial Hall  
48 South Main Street  
Middleton, MA 01949-2253

### Appendix 3: Public Meeting Exercise Results

In the first public meeting on October 28 a number of concerns were expressed about planning for Middleton's future. The table below lists them in descending order of number of mentions.

Ranking by Middleton Residents of Planning Concerns by Number of Mentions	
CONCERN	FREQUENCY
Growth Management	27
Business	12
General	7
Residential	5
Industrial	3
Character/Ambiance	15
Traffic/Transportation	14
Environment	13
Town Government	12
Education	8
Senior Citizen Housing	7
Taxes	7
Town Center	6
Water/Sewer	6
Other	13

Appendix 4. Classroom Needs Projections

PROJECTION BASED ON ESTIMATES OF  
POPULATION AND % IN K-6

JAN.	TOWN POP	% IN K-6	K-6 POP	AVE. CLASS	AVE. ROOMS	#OF ROOMS	PRE- SCHOOL	TOTAL ROOMS w/A&M	ROOMS wo/A&M
1999	6667	10.51%	701.00	23.00	30.48	32.00	2.00	33.00	34.00
2000	6834	11.00%	751.74	23.00	32.68	33.00	2.00	35.00	34.00
2001	7001	11.25%	787.61	23.00	34.24	35.00	2.00	37.00	34.00
2002	7168	11.50%	824.32	23.00	35.64	36.00	2.00	38.00	34.00
2003	7335	11.50%	843.53	23.00	36.58	37.00	2.00	39.00	34.00
2004	7502	11.25%	843.98	23.00	36.69	38.00	2.00	39.00	34.00
2005	7669	11.25%	862.76	23.00	37.51	38.00	2.00	40.00	34.00
2006	7836	11.00%	861.96	23.00	37.46	38.00	2.00	40.00	34.00
2007	8003	10.75%	860.32	23.00	37.41	38.00	2.00	40.00	34.00
2008	8170	10.75%	878.28	23.00	38.19	39.00	2.00	41.00	34.00
2009	8337	10.50%	875.39	23.00	38.06	39.00	2.00	41.00	34.00
2010	8504	10.50%	892.92	23.00	38.82	39.00	2.00	41.00	34.00
2011	8671	10.25%	888.78	23.00	38.64	39.00	2.00	41.00	34.00
2012	8838	10.25%	905.90	23.00	39.39	40.00	2.00	42.00	34.00
2013	9005	10.00%	900.50	23.00	39.15	40.00	2.00	42.00	34.00
2014	9172	10.00%	917.20	23.00	39.88	40.00	2.00	42.00	34.00
2015	9339	10.00%	933.90	23.00	40.60	41.00	2.00	43.00	34.00
2016	9506	9.75%	926.84	23.00	40.30	41.00	2.00	43.00	34.00
2017	9673	9.75%	943.12	23.00	41.01	42.00	2.00	44.00	34.00
2018	9840	9.75%	959.40	23.00	41.71	42.00	2.00	44.00	34.00
2019	10007	9.50%	950.67	23.00	41.33	42.00	2.00	44.00	34.00
2020	10174	9.50%	966.53	23.00	42.02	43.00	2.00	45.00	34.00

A = Art Room  
M = Music Room  
K = Kindergarten  
6 = Sixth Grade

These projections are based on the high population projection in an attempt to foresee the largest demand for classroom space. The growth management measures recommended in the Master Plan would reduce the growth of future population, and therefore reduce the demand for classroom space.



## Town of Middleton

Office of the Town Clerk  
Memorial Hall  
Middleton, MA 01949

July 24, 2003

### CERTIFICATE OF A VOTE

This is to certify that at the duly called and posted Special Town Meeting of the Town of Middleton held on December 4, 2001, at which more than a quorum of qualified voters were present, the Town of Middleton took the following action on Article 6:

ARTICLE 6: On petition of the Master Plan Committee to see if the Town shall amend the Master Plan adopted in November 1999, by inserting the following:

#### **13.1.10 Municipal Facilities Planning Principles:**

Prior to consideration of a municipal facility project by Town Meeting, the Master Plan Committee shall make a recommendation as to the conformity of the proposal to expand, renovate, or build a new facility with the following planning principles:

1. **SIZING:** Municipal facilities should be designed to meet Middleton's needs at build-out, with construction to be phased where and as appropriate.
2. **SITING:** The sites for new and/or expanded municipal facilities should be of sufficient size as to accommodate the build-out design while minimizing land acquisitions and enhancing community appearance.
3. **COMBINING USES:** Where uses are compatible, facilities should be combined for cost savings and enhancing value to the Town.
4. **FINANCING:** The building of municipal facilities should maximize the use of outside funding sources while the Town's portion of debt service is scheduled so as to minimize the impact on taxpayers.
5. **TIMING:** The timing of projects should be coordinated so as to facilitate principles #2 and #4 while providing the level of services needed by the Town.

The Finance Committee recommended that Article 6 be adopted as read. Kosta Prentakis, of the Master Plan Committee, spoke in favor of this amendment as a guide for future decision-making. The motion carried unanimously.

Attest, a True Copy,

*Sarah B. George*

Sarah B. George  
Town Clerk



## Town of Middleton

Office of the Town Clerk  
Memorial Hall  
Middleton, MA 01949

July 24, 2003

### CERTIFICATE OF A VOTE

This is to certify that at the duly called and posted Special Town Meeting of the Town of Middleton held on November 28, 2000, at which more than a quorum of qualified voters were present, the Town of Middleton took the following action on Article 10:

Article 10: On petition of the Master Plan Committee to see if the Town will vote to add certain responsibilities to the Master Plan Committee (created by action of the May 9, 2000, Annual Town Meeting) as follows:

#### Land Acquisition Procedures:

- A. All potential acquisitions of land improved or unimproved, by the Town for conservation or municipal needs will be referred to the Board of Selectmen. The Board of Selectmen and the Master Plan Committee will jointly determine whether the potential transaction fits within the Town's long-range priorities and plans and will outline the required due-diligence process. If approved, the Master Plan Committee shall be involved in all phases of the proposed acquisition from this point on.
- B. The Master Plan Committee will obtain from the owner, or from available sources as may be necessary, all pertinent information regarding the real estate in question. The Master Plan Committee will perform a due-diligence process, as required, for each potential acquisition. This due-diligence will consist of, but is not limited to, appraisals by an independent licensed appraiser and a land use plan by a registered engineer, as reviewed by the Planning Board and Conservation Commission. A title search and an environmental profile study may be required as specified in Subsection D below. Other steps may be added at the discretion of the Master Plan Committee, as deemed necessary. At the recommendation of the Master Plan Committee, the Board of Selectmen may agree to waive or modify these requirements depending on the particular real estate involved.
- C. The Master Plan Committee will render written and oral recommendations to the Selectmen and Town Administrator with copies to the Finance Committee, Planning Board, Conservation Commission, and Town Moderator. The reports will be submitted in a timely manner, providing adequate time for review and recommendation prior to potential town action. The Master Plan Committee's report will include the reasons for said recommendation and shall include a review of all

appraisals and data supporting such appraisals and any other information deemed necessary by the Master Plan Committee.

- D. If the Town votes to acquire land recommended by the Master Plan Committee, the Board of Selectmen will authorize the Master Plan Committee to purchase services to conduct an examination of the record title. The Board of Selectmen will also authorize the Master Plan Committee to purchase services, to conduct an environmental profile study (i.e. Chapter 21E) to ensure the satisfactory condition of the property before authorizing the acquisition of the real estate in question.
- E. The Master Plan Committee will request an annual budget which will be used in part to cover the cost of appraisals, title searches, and environmental studies as specified above, and for any other services necessary to carry out its obligations as set forth in this bylaw. The Master Plan Committee when authorized by the Board of Selectmen will have the authority to contract for such services through the Chief Procurement Officer.
- F. The Master Plan Committee will report its activities to the Board of Selectmen on a regular basis, or as requested by the Board of Selectmen.

The Finance Committee deferred to the Planning Board. Chairman David Leary reported the Planning Board's recommendation. He made a motion to adopt Article 10 which was seconded from the floor and carried unanimously

Attest, a True Copy,

Sarah B. George  
Town Clerk